



ADULTS AND COMMUNITIES OVERVIEW AND SCRUTINY COMMITTEE
18 JANUARY 2021

NATIONAL PERFORMANCE BENCHMARKING 2019/20 AND
PERFORMANCE REPORT 2020/21 – POSITION AT NOVEMBER 2020

JOINT REPORT OF THE CHIEF EXECUTIVE AND
DIRECTOR OF ADULTS AND COMMUNITIES

Purpose of Report

1. The purpose of this report is twofold: firstly, to highlight the comparative performance position in 2019/20 through national benchmarking, and secondly to present the Committee with an update of the Adults and Communities Department's performance at the end of November 2020.

Policy Framework and Previous Decisions

2. The Adults and Communities Department's performance is reported to the Committee in accordance with the Council's corporate performance management arrangements.

Background

3. At a national level adult social care performance is monitored via the Adult Social Care Outcomes Framework (ASCOF). This set of indicators is reported annually, and NHS Digital published the 2019/20 position in December 2020. For library services the Chartered Institute of Public Finance and Accountancy (CIPFA) releases data over a range of metrics and compares counties that have a similar size and make up.
4. The metrics detailed in Appendix A of the report are based on the key performance measures of the Adults and Communities Department for 2020/21. These are reviewed through the annual business planning process to reflect the key priorities of the Department and the Council. The structure of Appendix A is aligned with the Ambitions and Strategy for the Adult and Communities Department 2020-2024, '*Delivering Wellbeing and Opportunity in Leicestershire*'. This strategic approach is based on a set of principles with the person at the centre, ensuring the support they receive can deliver the right outcomes. Appendix B outlines the 'layered' model designed to maximise independence – Prevent, Reduce, Delay and Meet needs.
5. Appendix A is also structured in line with the Council's Strategic Plan 2018-22 – *Working Together for the Benefit of Everyone*. This sets out the Council's overall policy framework, approach, and includes a high level overview of a number of strategies which provide the detail on how the Authority plans to deliver positive change for Leicestershire.

6. The year (2020/21) is the third and final year of a three-year plan for improving ASCOF performance by setting a target for the final year and milestones for the intervening years (2018/19 and 2019/20). The targets for 2020/21 are based on achieving performance that would either be in the top 25% of councils, or above the average of shire authorities. Targets for heritage, libraries, and adult learning are reviewed annually.
7. Progress against targets is highlighted using a Red/Amber/Green (RAG) system and Appendix C sets out the description of each category.
8. The Covid-19 pandemic has impacted many areas of performance during 2020/21, and this is reflected in the commentary throughout the report. The effect on the previous year, 2019/20, and the focus of comparative benchmarking, was minimal as it affected the final few weeks of the year only.

Benchmarking of 2019/20 Performance

9. There were 24 metrics in the 2019/20 ASCOF, five fewer than the previous year due to the biennial carers' survey not due to take place. A slightly lower proportion of metrics were amongst the top 50% of performing authorities compared to the previous year. However, there was an additional metric in the top quartile – up from four metrics to five, and two less in the bottom quartile – down from eight metrics to six.
10. Performance on the two metrics specifically relating to people with learning disabilities was similar to the previous year, 2018/19. For the proportion in employment (ASCOF 1E), performance was 11% and again in the top quartile. With regard to settled accommodation (1G) there was an improvement of 1.5% points although performance remained in the second quartile - 2.5% points short of the top quartile. Performance, however, was considerably higher than the average of other shire authorities and that of East Midlands authorities.
11. There was a marked reduction in the number of people aged 18-64 admitted to permanent care placements during 2019/20 (ASCOF 2A part i) and as such performance when compared nationally moved back to the top quartile and was considerably lower than the averages for both shire and East Midlands authorities. There was also a reduction during 2019/20 of people aged 65 or over admitted to permanent care (2A part ii). Consequently, performance moved up a quartile. Compared to other authorities, the number of admissions is lower than other shire authorities but higher than the East Midlands average.
12. There was no carers survey in 2019/20 meaning that the eight survey metrics were drawn from the annual survey of service users, which takes place between January and March each year. This is an area where it has been an ongoing challenge to improve performance and 2019/20 was no different. Of the eight metrics, six remained in the bottom quartile. As in previous years, the survey question which asks if social care services help people to feel safe was answered favourably, although performance was just short of the threshold for the top quartile.
13. There are three indicators covering delayed transfers of care in ASCOF (2C parts 1-3) and for *all* delays attributable to NHS or ASC (2C part i), performance remained in the second quartile and better than the comparative averages. For those attributable to *joint working* between the NHS and ASC (2C part iii), performance was also much

better than shire authority and East Midland averages, although compared to the national picture remained in the third quartile. For delays attributable to ASC only (2C part ii), performance was again in the top quartile despite the increase during the year. Performance also remained considerably better than the national, shire, and East Midlands averages.

14. There has been ongoing improvement in the outcomes of reablement services during the past few years and this continued into 2019/20. For people living at home 91 days post reablement (ASCOF 2B part i) performance was higher than the national position, shire authorities and East Midland authorities, and only slightly missed the top quartile by just 0.5% points. The metric 2D measures the proportion of people with no ongoing needs post reablement. Performance in 2019/20 improved by 3% points taking it into the top quartile, and like the indicator 2B part i, was above the position nationally, other shire authorities, and those in the East Midlands.
15. Comparative performance is commented on in more detail for each of the adult social care metrics reported in the current performance section of the report.
16. Quality standards for contracted services such as community-based services and residential care form part of the core agreement and providers are monitored by the Care Quality Commission (CQC) against these standards. In October 2020, CQC released 2019/20 performance in its publication '*The state of health care and adult social care in England*'. In Leicestershire, 86% of community-based services rated as good or outstanding, similar to the national figure of 87%. Whilst there was a small difference in the proportion needing improvement – 14% in Leicestershire compared to 12% nationally – there were no providers in Leicestershire inspected as inadequate. With regard to providers of residential care, 80% in Leicestershire were classed as good or outstanding following an inspection in 2019/20, slightly lower than 83% nationally. The remainder were rated as requiring improvement or inadequate, although there was a slightly smaller proportion classed as inadequate (1.1%) in Leicestershire than there were nationally (1.4%).
17. Each year CIPFA releases library data over a range of metrics and compares counties that have a similar size and make up. The latest publication reflects 2018/19 actuals and estimates for 2019/20, and the profile used is that of nearest neighbours - authorities of a similar size to Leicestershire. The following paragraphs relate to 2018/19 actuals; the 2019/20 actuals are not released until early 2021.
18. Leicestershire was ranked in the bottom quartile for active borrowers per 1,000 population and physical visits for library purposes per 1,000 population during 2018/19, a similar position to the previous year.
19. The book stock in Leicestershire's libraries was ranked 14th out of 15 nearest neighbour authorities. However, recent strategic investment in children's books has resulted in a higher than average number of children's fiction stock and an average level of non-fiction stock, reflecting the planned strategy in prioritising family friendly libraries.
20. Increased acquisition of audio, visual and electronic items resulted in Leicestershire being highest amongst nearest neighbour authorities in 2018/19 – 9.1 per 1,000 population compared to an average of 4.6 per 1,000 population. The acquisition of

both adult and children's talking books ranked above average whilst for 'other' items - which is primarily made up of e-books - Leicestershire was ranked highest.

21. Leicestershire is ranked the lowest amongst nearest neighbour authorities in terms of staff numbers per 1,000 population. However, with the introduction of SMART libraries across Leicestershire, enabling library members to use their card to gain access to library buildings outside of staffed hours, the total hours open per week in 2018/19 was 986, 62% higher than 609 hours per week in 2017/18.
22. The severity of the financial challenges facing the County is reflected in the revenue expenditure for which in Leicestershire during 2018/19 was £8,989 per 1,000 population; down by 18% since 2015/16. The average revenue expenditure amongst nearest neighbour authorities was £10,059 per 1,000 population during 2018/19, a smaller reduction of 12% since 2015/16.
23. It should be noted that the CIPFA profiles do not reflect the use of libraries for community purposes, as evidenced by the direction taken by community managed libraries, where more work is being undertaken to make libraries community hubs for their local areas.
24. Work has been undertaken to prepare a framework for collecting information on the qualitative impact of the work of libraries. The Covid-19 pandemic has impacted on the collection of this information, and it is hoped to report back on this at future committee meetings.

Performance Update: April to November 2020

25. Appendix A includes four key measures to reflect each of the four layers of the Vision and Strategy. Each of these monitors the proportion of new contacts from people requesting support and what the sequels of these requests were. Between April and November 2020 there were 16,870 new adult social care contacts, of which 54% resulted in a preventative response, such as universal services or signposting. As a result of the pandemic there has been an increase in short-term placements following hospital discharge and the proportion of contacts therefore resulting in a response relative to reducing need has increased from 17% last year to 21% between April and November this year. A response relative to delaying need, i.e. the provision of a reablement service that supports people to relearn the skills required to keep them safe and independent at home has also been impacted by the pandemic with a reduction from 12% to 11% highlighting the complexity and levels of need for people discharged from hospital. Finally, 14% resulted in a long-term service such as a home care, again as a result of increased hospital discharges.
26. Heritage sites were closed from March 2020 during the first national lockdown in response to the pandemic. Although they began to re-open in September, they were again closed in November due to the second national lockdown. The numbers in Appendix A should therefore be considered with this situation in mind. Since the closure of museums and heritage sites significant work has been done to develop new opportunities for audiences to engage with Leicestershire's heritage remotely. This has developed from the provision of information and home learning resources, to on-line events and activities, including elements where people are asked to pay to participate, as they would for an event on site. The free events, which have included opportunities to learn archaeological illustration and talks on subjects such as the

finding of the Hallaton treasure have seen an average of 800 people per event and 1,400 for the Hallaton event. The chargeable activities, which have included talks, Christmas pudding and wreath making workshops are receiving lower levels of engagement with an average of 45 – 50 people per event, but this appears to be growing.

27. As expected, the restrictions on library services since spring 2020 due to the Covid-19 pandemic has meant a considerable reduction in activity such as visits and issues. One of the outcomes of the varying physical access to libraries has been the increase in e-loans. Between April and November 2020 these totalled 520,700, more than double the 250,100 e-loans during the equivalent period of 2019 and reflecting the high ranking of Leicestershire in relation to the acquisition of electronic items noted in paragraph 20.
28. Volunteering programmes are a priority for the Department in relation to libraries, museums and heritage services although the necessary response to the Covid-19 pandemic has meant very little volunteering has been possible during 2020/21. With regard to the pandemic, the Adult Social Care Covid-19 Volunteer Service closed at the end of August with over 130 volunteers supporting 1,100 referrals. The primary focus of the service was safe and well checks in relation to hospital discharge and shielding whilst other requests included mental health support, befriending, and medication collection. A broad exercise to reflect on the experience has resulted in overwhelmingly positive feedback from service users and wider stakeholders alike. Furthermore, the experience and lessons learned were shared with the Department of Health and Social Care following its approach to the Council. Work will continue to look at the strengths, opportunities and challenges of volunteering with potential for a new, more strategic approach in the future.
29. The Leicestershire Adult Learning Service's (LALS) performance relates to the proportion of learning aims due to be completed in a period that were successfully achieved. For the academic year 2019/20 the success rate was 98%, higher than the previous year (96%) and above target. The proportion can vary somewhat during the first term of an academic year as it is during this term that students are more likely to drop out of a course compared to other terms. Furthermore, a greater number of classes are being conducted remotely (online) due to the pandemic which can impact the success rate. As such, at the end of November the success rate was lower at 84%.
30. There is a strong link between employment and appropriate accommodation with enhanced quality of life for people with learning disabilities including health and wellbeing and reduced social exclusion. Performance in 2019/20 was above the national average for both metrics, with the rate of employment being in the top quartile. This high level of performance has continued during the period April to November 2020 (11% in employment, and 84% in settled accommodation).
31. Reducing delayed transfers of care from hospital is a national priority and the high level of performance in Leicestershire during 2019/20 was outlined in paragraph 13. National data publications are the source for delayed transfer of care and were suspended at the outbreak of Covid-19. They are not due to resume until March 2021 at the earliest and as such there is currently no data for the position during the period April to November 2020.

32. Reablement is a short and intensive service to help people who have experienced deterioration in their health and/or have increased support needs to relearn the skills required to keep them safe and independent at home. The ASCOF contains two metrics to measure a local authority's performance in this area – the proportion with continued needs post reablement, and where people live 91 days following hospital discharge and reablement. During 2019/20, performance in Leicestershire was above the national average for both metrics. As reported to the Committee in September 2020, the proportion with continued needs following reablement has increased since April highlighting the higher and more complex needs of people discharged from hospital having contracted Covid-19. The whereabouts of people 91 days following discharge has varied somewhat during the year and for hospital discharge between June and August 2020, 90% were living at home; higher than the 88% target.
33. Avoiding permanent placements in residential or nursing care homes is a good indication of delaying dependency. Research suggests that where possible, people prefer to stay in their own home rather than move into permanent care. For people aged 18-64, performance was in the top quartile in 2019/20, whilst the reduced number of admissions of people aged 65 or over was such that performance improved and was in the second quartile. Between April and November 2020 there were nine admissions of working age adults ensuring performance is on track to meet the 2020/21 target. For people aged 65 or over, there have been 460 admissions during the same period, lower than anticipated due, in part, to a reduced number of admissions through the spring/ summer of 2020 as a result of the initial wave of the Covid-19 pandemic.
34. The County Council remains committed that everyone in receipt of long-term, community-based care should be provided with a personal budget, preferably as a direct payment. During 2019/20, the ASCOF measures relating to service users and carers in receipt of a direct payment were above the national average (the proportion of service users in receipt of a direct payment was in the top quartile). The proportion in receipt of a personal budget – 97.2% of service users and 99.8% of carers - was very high and also above the national average. Performance since April has been mixed with the metrics for service user direct payments and carers personal budgets on track to meet the target. Direct payments for carers and service user personal budgets currently fall just short of the targets.
35. During the past 12 months there have been, on average, 94 safeguarding alerts received per week. An alert can include any concern for welfare and will often require a response from the Authority, but not necessarily in relation to safeguarding. During the period April to July 2020 - the first national lockdown - the number of weekly alerts remained above this average, peaking at 190. The numbers have since reduced and have been below average since early September. Once an alert has been investigated into any potential risk of abuse or neglect there maybe need for a more in-depth enquiry under Section 42 of the Care Act. During the past 12 months there have been, on average, 14 enquiries commencing per week, and whilst there was a small increase during the early summer of 2020 (peaking at 25 in the last week of July) the noted increase in alerts did not result in a similar shift in enquiries.

Conclusions

36. This report provides a summary of benchmarked performance in 2019/20 and an update of performance and activity during the more recent period, April to November 2020.
37. Overall, adult social care performance in 2019/20 was not too dissimilar from the previous year. Performance remains strong in areas such as supporting people to gain or regain independence i.e. outcomes of reablement, reduced admissions to residential or nursing care, and employment and accommodation for working age adults with a learning disability. Similar strong performance exists in areas such as effectiveness and efficiency through keeping delayed transfers of care low and having a higher proportion of service users with a direct payment.
38. Service user feedback remains the main area of concern within the ASCOF set of measures. Twelve months ago, a customer experience steering group was set up with a specific improvement plan although aspects of the plan have been delayed due to the outbreak of the Covid-19 pandemic. However, recent development has meant service user feedback will now be collated at all planned service reviews. This feedback includes three questions relating to satisfaction with the service, dealing with the Adults and Communities Department, and support to do things they want to do. This feedback will be monitored, with particular focus on demographic breakdown, service type, and geography.
39. Performance in respect of libraries remains relatively low for certain aspects of the service when compared to nearest neighbour authorities. However, the broader shift to e-loans and developed investment in children and family related book stock have been reflected in higher rankings. It should be noted that current CIPFA methodology has been in place for some time, and although its guidance has attempted to reflect changes to the library landscape over the last five years, it does present some complications in recording. For example, visits do not include those to community managed libraries and issues do not include e-loans.
40. The need to respond to the Covid-19 pandemic continues to have a considerable impact on performance and activity levels, and this is most notable in metrics relating to libraries and heritage sites. Adult social care figures are also affected with the outcomes for people who receive a reablement service a particular concern. Monitoring and analysis continue on a regular basis and include key metrics relating to the pandemic response, along with the more customary performance measures such as those included in ASCOF.

Background papers

- NHS Digital – Measures from the Adult Social Care Outcomes Framework. England, 2019/20
- Care Quality Commission – The State of Health Care and Adult Social Care in England 2018/19
- CIPFA – Public Library Statistics
- Leicestershire County Council Strategic Plan 2018-22

- Delivering Wellbeing and opportunity in Leicestershire – Adults and Communities Department Ambitions and Strategy for 2020-24

Circulation under the Local Issues Alert Procedure

None.

Equality and Human Rights Implications

41. The Adults and Communities Department supports vulnerable people from all diverse communities in Leicestershire. However, there are no specific equal opportunities implications to note as part of this performance report. Data relating to equalities implications of service changes are assessed as part of Equality and Human Rights Impacts Assessments.

Other Relevant Impact Assessments

Partnership Working and Associated Issues

42. Better Care Fund (BCF) measures and associated actions are overseen and considered by the Integration Executive and Health and Wellbeing Board.

Appendices

Appendix A - Adults and Communities Department Performance Dashboard for April to November 2020 and National Comparison 2019/20

Appendix B – Adult Social Care Strategic Approach

Appendix C – Red/Amber/Green (RAG) Rating - Explanation of Thresholds

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