



ADULTS AND COMMUNITIES OVERVIEW AND SCRUTINY COMMITTEE
24 JANUARY 2022

NATIONAL PERFORMANCE BENCHMARKING 2020/21 AND
PERFORMANCE REPORT 2021/22 – POSITION AT NOVEMBER 2021

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 2020/21 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 2021.

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 2020/21 position in October 2021. 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 2021/22. 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. Progress against targets is highlighted using a Red/Amber/Green (RAG) system and Appendix C sets out the description of each category.
7. The ongoing Covid-19 pandemic has impacted many areas of performance during the past eighteen months, and this is reflected in the commentary throughout the report.
8. Furthermore, as reported to this Committee on the 1 November 2021, there is considerable demand for adult social care services, primarily in response to increased pressure on acute healthcare.

Benchmarking of 2020/21 Performance

9. The dataset that forms the Adult Social Care Outcomes Framework (ASCOF) was shaped by the Covid-19 pandemic in 2020/21. Less than 20 authorities undertook the voluntary adult social care survey during the year (no authorities in the East Midlands did so) and the carers survey was moved on 12 months to 2021/22. In a more normal year, metrics sourced from the surveys make up half the ASCOF set. In addition, there was no data collection in 2020/21 to support the three delayed transfer of care metrics. As such there were only 13 metrics that were benchmarked in Leicestershire. Furthermore, performance itself was impacted by the pandemic both locally and nationally.
10. Performance on the two metrics specifically relating to people with learning disabilities were not too dissimilar to the previous year, 2019/20, with performance against both remaining above the national average. For the proportion in employment (ASCOF 1E), performance was 10.5% (148/1,405) and again in the top quartile. With regards to settled accommodation (1G) there was an improvement to 84.3% (1,185/1,405) although performance remained in the second quartile – 1.6% points short of the top quartile. For both metrics, performance was considerably higher than the averages of other shire authorities or those in the East Midlands.
11. There was a marked reduction in the number of people aged 18-64 admitted to permanent care placements during 2020/21 (ASCOF 2A part i) and as such performance when compared nationally remained in the top quartile and considerably lower than the averages for both shire and East Midlands authorities. There was also a reduction during 2020/21 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 the average of other shire authorities and the East Midlands average.
12. Across the East Midlands, 39% of service users were in a permanent care placement during 2020/21; a small reduction from 42% in the previous year. Conversely 61% were supported to live in the community – an improvement from 58% in 2019/20. In Leicestershire during 2020/21 the proportion in permanent care was lower at 34% (2,420/7,150) with a higher proportion supported in the community (66% - 4,730/7,150). For both aspects of service, the direction of travel has been the same in Leicestershire as it has been in the East Midlands i.e., a decrease in the use of permanent care and an increase in community provision. Focussing specifically on 2020/21, there were 428.8 people per 100,000 population in permanent care placements in Leicestershire, lower than 499.7 across the East Midlands region, and lower than other local shire authorities such as Nottinghamshire and Derbyshire.

13. Following a diagnostic review of services in 2018, a programme of work to develop the Adult Social Care Target Operating Model (TOM) was established. The core of the TOM approach is to keep the independence of Leicestershire residents at the heart of every decision. As such, a key strategic aim of the TOM is to avoid unnecessary permanent placements in residential care homes and to support people in more independent community settings, often people's own homes. The figures and performance outlined above highlights the progress being made in fulfilling this outcome.
14. As perhaps anticipated, there was a downturn in performance both locally and nationally in relation to the two reablement ASCOF metrics. The complexity of people's needs on discharge from hospital during the pandemic meant the extent that reablement could improve their independence was somewhat limited. For people living at home 91 days post reablement (ASCOF 2B part i) performance fell by 3.4% points although remained higher than the national position, shire authorities and East Midland authorities. Metric 2D measures the proportion of people with no ongoing needs post reablement. During 2020/21 81% (2,039/2,515) of people re-abled had no ongoing needs; a reduction from 88% the previous year. Nationally, performance fell from 80% in 2019/20 to 75% in 2020/21.
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 2021, CQC released 2020/21 performance ratings in its publication '*The state of health care and adult social care in England*'. With regards to providers of residential care, 74.4% (131/176) of providers in Leicestershire were classed as good or outstanding, lower than 85% nationally. The remainder were generally rated as requiring improvement (18.8% - 33/176), with 2.3% (4/176) rated as inadequate and 4.5% (8/176) unrated in the latest publication. The domiciliary care market has a greater deal of change and new registrations, and as such there is a larger number of unrated agencies (29 or 23%). This is particularly relevant in the past 18 months given the impact of the Covid-19 pandemic. Excluding the unrated agencies, 88.5% (85/96) of domiciliary care services in Leicestershire are rated as good or outstanding, slightly higher than the national figure of 88%. The proportion needing improvement was also similar to the national position at 11.5% (11/96), whilst there are no providers in Leicestershire rated as inadequate.
17. Each year CIPFA release library data for a range of metrics. The latest publication reflects 2019/20 data and the profile used is that of nearest neighbours - authorities of a similar size to Leicestershire. Note that this is a year in arrears and is therefore prior to the outbreak of Covid-19.
18. Out of 14 similar authorities Leicestershire was ranked 11th for the number of active borrowers per 1,000 population – a rate of 87 in Leicestershire compared to an average rate of 103. In relation to physical visits for library purposes per 1,000 population Leicestershire were ranked 14th with a rate of 1,517 compared to the average rate of 2,940.
19. As with the previous year, the total book stock in Leicestershire libraries was ranked 14th compared to the 14 nearest neighbour authorities. However, ongoing strategic

investment in children's books to support family friendly libraries has resulted in a higher-than-average number of children's fiction stock (ranked 4th), a level of non-fiction stock that is ranked 10th and just below average, and an average level of children's talking books.

20. The severity of the financial challenges facing the County Council continues to impact the net expenditure on libraries. At £8,355 per 1,000 population Leicestershire is ranked 11th and 8% lower than the comparator authority average of £9,036 per 1,000 population.
21. 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.

Performance Update: April to November 2021

22. Appendix A includes four key measures to reflect each of the four layers of the Department's 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 2021 there were just over 18,000 new adult social care contacts, of which 57% (10,371) resulted in a preventative response, such as universal services or signposting. A further 19% (3,505) resulted in a response relative to reducing need, such as providing equipment or adaptations; 11% (1,954) resulted in 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. Finally, 12% (2,239) resulted in a long-term service such as a personal budget. These proportions are currently in line with targets agreed at the start of the reporting year.
23. Heritage sites were open sporadically during 2020/21 due to the Covid-19 pandemic and alternative methods of engagement were developed including downloadable family activities and virtual tours. Sites have been fully open since May and consequently visitor numbers are considerably higher than last year. From opening in mid-May to the end of November there were 182,000 visits – mostly to the website (66,400 being physical visits). A target of 214,000 has been agreed for the number of visits during the second half of the year i.e., October 2021 to March 2022, and the current position is on track to meet this.
24. Library services also had restrictive access during 2020/21 due to Covid-19 with an impact on the number of visits and issues. Libraries re-opened in spring 2021 and activity figures are considerably higher than the previous year and on track to meet half-year targets. Amongst these are e-loans, the use of which continues to grow - a 10% increase between April and November 2021 compared to the equivalent period last year - despite a significant increase during lockdown.
25. Recent research by the National Literacy Trust on children's reading during lockdown has shown that audiobooks are particularly good at increasing children's interest in reading, especially amongst those children who are struggling or reluctant readers. It is known that encouraging children to read for pleasure from an early age has many benefits for them both educationally and in terms of their social mobility. Children's reading levels can be affected by many factors, from teaching in the classroom to

support in the home environment. What is shown to be key is them having access to a wide range of reading material in a variety of formats. For this reason, the service has been investing in its digital platform for several years but following lockdown digital stock became the primary offer to keep junior library members engaged with reading.

26. Following further investment in spring 2020, just under 10,000 children's e-books and e-audiobooks were issued during April and May of that year before libraries re-opened following the first lockdown. By July 2020 the increase in children's digital loans was 185% above the level in the previous year, and whilst the number of digital issues has since declined, they are still more than double what they were before lockdown. Furthermore, physical stock is showing a strong recovery; now having recovered to within 5% of their pre-lockdown figure.
27. Volunteering programmes continue to be a priority for the department in relation to libraries, museums, and heritage services although the necessary response to the Covid-19 pandemic meant very little volunteering in these settings was possible during 2020/21. With these venues opening again during May 2021, volunteering has steadily increased and there were 6,700 hours of volunteering between May and November which is on track to meet the target for the second half of the year.
28. 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. As at the end of November in the 2021/22 academic year performance was at 86% and in line with the target.
29. 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 2020/21 was above the national average for both metrics, with the rate of employment being in the top quartile. There has since been a reduction in performance with regards employment - down to 9.4% (116/1,238) - although this would remain in the top quartile on the latest national data. The proportion of people in settled accommodation remains the same as last year at 84% (1,041/1,238) although this is currently slightly lower than the 86% target for the year.
30. 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. Paragraph 12 of the report outlines performance in 2020/21 and the impact the pandemic has had on this area of service. Whilst actual numbers in the service have been lower than pre-pandemic due to pressure across the home care market, performance on outcomes has improved since April 2021 and is now back at levels two years ago and meeting the target.
31. 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. Performance in relation to the number of permanent admissions was in the top quartile in 2020/21 for both people aged 18-64 and those aged 65 or over. The number of admissions in

2021/22 has increased for both age-groups (note the number of admissions in the previous year was lower, partly due to a reduced number of admissions through the spring/ summer of 2020 as a result of the initial wave of the Covid-19 pandemic). For people aged 18-64, it was previously reported to the Committee at its September meeting that the high number of admissions during quarter one of 2021/22 could be down to recording irregularities. This has now been confirmed and work is underway to correct the position.

32. 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 2020/21, the ASCOF measure relating to service users in receipt of a direct payment remained in the top quartile and considerably higher than the national average - 42% (2,072/4,934) compared to 27%. At 95% (4,696/4,934) the proportion of service users with a personal budget was above the national average of 92%. For carers, both proportions – 99.9% (2,332/2,335) for personal budgets and 99% (2,310/2,335) for direct payments – were above national averages. Current figures for 2021/22 are very similar and generally meeting target (service user personal budgets fall just short at 96% (4,758/4,956) compared to a target of 98%).
33. Developing a safeguarding culture that focuses on the personalised outcomes desired by people with care and support needs who may have been abused is a key operational and strategic goal of the Care Act 2014. Of the 477 safeguarding enquiries completed between April and November 2021 - and where an outcome was expressed - 93% were fully or partially achieved, a similar proportion to the previous year (92%) and in line with the target for 2021/22.
34. Under the Care Act 2014's statutory guidance, councils should review care plans no later than every 12 months, though this is not a legal duty. Undertaking reviews on a regular basis helps identify if outcomes set out in the original support plan are being achieved. In 2020/21 64% (3,036/4,765) of people who had received a service for at least a year had a review of their support plan within the previous 12 months. This low proportion will have been impacted by review resources being prioritised to support hospital discharges in the early waves of Covid-19. Improvement has since been made with 68% (3,433/5,048) having an annual review in the 12 months to the end of November 2021. This does however remain slightly short of the 70% target, in part due to the focus of the review service being directed towards larger support plans in an effort to mitigate the impact of the increased level of demand for Adult Social Care services.

Conclusions

35. This report provides a summary of benchmarked performance in 2020/21 and an update of performance and activity during the more recent period, April to November 2021.
36. Adult Social Care performance in 2020/21 was impacted by Covid-19 and as such a much smaller ASCOF was used for benchmarking. From this can be seen the effect of the pandemic with a reduction in permanent care admissions – local intelligence points towards this being across the first six months of the pandemic. Furthermore, the complexity of people's needs during the year was such that overall, there were

fewer positive outcomes following a reablement service. This was similar both nationally and locally.

37. Other salient points from ASCOF 2020/21 include a national decrease in the proportion of service users in receipt of a direct payment, more notable in Leicestershire, although performance remains in the top quartile. In contrast, there was improved performance across the country - and within the county - regarding people aged 18-64 with a learning disability living in settled accommodation.
38. Libraries performance remains relatively low for certain aspects of 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.
39. Monitoring and analysis continues on a regular basis, with a strong focus on supporting the Adults and Communities Department to meet the current challenges of unprecedented adult social care demand, particularly in the areas of home care and residential placements. In addition, the more customary performance measures such as those included in ASCOF will continue to be reported.

Background papers

- [NHS Digital – Measures from the Adult Social Care Outcomes Framework. England, 2020/21](#)
- [Care Quality Commission – The State of Health Care and Adult Social Care in England 2020/21](#)
- [CIPFA – Public Library Statistics](#)
- [Report to Adults and Communities Overview and Scrutiny Committee: 1 November 2021 – Current Demands Pressures on the Adults and Communities Department Forecast Budget 2020/21](#)
- [Delivering Wellbeing and opportunity in Leicestershire – Adults and Communities Department Ambitions and Strategy for 2020-24](#)
- [Leicestershire County Council Strategic Plan 2018-22](#)
- [Better Care Fund](#)
- Reports to Adults and Communities Overview and Scrutiny Committee: 6 November 2018, 10 June, 11 November 2019 and 2 November 2020 – Adult Social Care Target Operating Model
<https://bit.ly/3r4ccCx>
<https://bit.ly/2MpuzhW>
<http://politics.leics.gov.uk/ieListDocuments.aspx?CId=1040&MId=5690&Ver=4>
<http://politics.leics.gov.uk/ieListDocuments.aspx?CId=1040&MId=6171&Ver=4>
- Report to the Cabinet: 20 November 2020 – Adult Social Care Target Operating Model
<http://politics.leics.gov.uk/ieListDocuments.aspx?CId=135&MId=5999&Ver=4>

Circulation under the Local Issues Alert Procedure

40. 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 2021 and National Comparison 2020/21
- Appendix B – Adult Social Care Strategic Approach
- Appendix C – Red/ Amber/Green (RAG) Rating - Explanation of Thresholds

Officers to Contact

Jon Wilson, Director of Adults and Communities
Adults and Communities Department
Tel: 0116 305 7454
Email: jon.wilson@leics.gov.uk

Matt Williams, Business Partner – Business Intelligence Service
Chief Executive's Department
Tel: 0116 305 7427
Email: matt.williams@leics.gov.uk