Leicestershire
County Council

ADULTS AND COMMUNITIES OVERVIEW AND SCRUTINY COMMITTEE
5 JUNE 2023

CARE DATA MATTERS

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

Purpose of the Report

1. The purpose of this report is to provide the Committee with information relating to the publication by the Department of Health and Social Care (DHSC) 'Care Data Matters: a roadmap for better data for adult social care' in February 2023.

Policy Framework and Previous Decisions

2. In December 2021 the DHSC published the White Paper, 'People at the Heart of Care' which outlined plans for data, digital, and technology within the 10-year vision for adult social care.

3. The White Paper was followed in June 2022 with the publication of the policy paper 'Data saves lives: reshaping health and social care with data'. This policy paper set out the vision for how data will be used to improve health and care of the population, focussing on an action plan to address barriers in the system and how best data can be utilised for the benefits of patients, and people who use the care system.

4. In addition, the Health and Care Act 2022 conferred a new duty on the Care Quality Commission (CQC) to assess the performance of local authorities' delivery of certain care functions as set out under the Care Act 2014, and this in turn forms part of the roadmap.

5. 'Care Data Matters' builds on the commitments set out in the above policy documents and Care Acts, setting out a roadmap for achieving transformation of adult social care data.

Background

6. The statutory requirement on local authorities to report adult social care data to national Government has been taking place on an annual basis for several decades. These data returns provide national activity and performance data, as well as an opportunity for local authorities to benchmark themselves with other similar councils. Furthermore, it is these data returns that provide the source data for the Adult Social Care Outcomes Framework (ASCOF).

7.   To some extent, however, the datasets are limited in scope as they are aggregated and, due to the yearly timetable of provision, lack consistent and timely data on elements of care.

8.   It was the Covid-19 pandemic starting in 2020 that highlighted to the DHSC the real potential of data to help make a difference. As such, the Government introduced emergency measures to collect new data from social care providers enabling a swift response to emerging issues.

9.   Lessons were learned through the early months of the pandemic leading to the publication of 'Data Saves Lives'. Building on this progress the 'Care Data Matters' roadmap sets out the plan for the transformation of adult social care data over the next five years.

10.   Local authorities, care providers, unpaid carers, people who use services and other stakeholders are encouraged to provide feedback on the roadmap by 31 July 2023. The Government aims to publish a final version by the end of the year. Feedback is currently being collated from across the Council and early comments are highlighted in this report.

Care Data Matters

11.   The timetable for the roadmap including milestones along the way is set out in Appendix A, attached to this report. This covers four broad themes: streamlined and improved data collections, new data collections and bridged gaps, improved data access and finally, digitalising social care. Further details on each of these areas is set out from paragraph 14 below.

12.   In understanding the 'as is' situation engagement between the DHSC and stakeholders (including the Local Government Association and Association of Directors of Social Services) identified several current features that limit the use of adult social care data:

- Limited digitalisation that leads to a burden of data management;
- Lack of data availability that leads to data being duplicated and care not necessarily being tailored to needs;
- Duplication of data leading to additional burden in collecting and reporting;
- Lack of standardisation leading to inconsistent decision-making and benchmarking;
- Gaps in the data leading to organisations not having reliable information.

13.   Picking up on these issues and how to resolve them, further work identified the following key overarching themes that social care data needs to be grouped into:

- Population, characteristics, needs and outcomes of people who draw on care and support including self-funders;
- Quality of care and support, including safeguarding, early intervention and integration of health and care services;
- Supply of care services, local authority commissioning and accountability, and markets, including occupancy, capacity, discharge and strategic planning;
- Social care workforce;
- Population of unpaid carers;
- Contingency planning and infectious disease control measures.

14. With these limitations and themes in mind the following paragraphs outline the key areas of development set out in the roadmap to transform the availability of adult social care data.

15. The Capacity Tracker[1] is currently the DHSC's main source of adult social care provider data, a subset of which was made mandatory from July 2022. Development is underway for a minimum dataset, which will improve and streamline how the Government and other organisations collect data from providers. Data collection will be increasingly streamlined through Digital Social Care Records (DSCRs) to reduce burdens on providers. The minimum dataset will fold existing provider data flows into a single collection designed to meet all user needs and to fill existing gaps, such as data on home care capacity.

16. The vision set out via the roadmap is supported by the widespread uptake of digital systems. Currently around 50% of CQC registered providers have a DSCR. The DHSC is providing funding direct to Integrated Care Systems via the Digital Transformation Fund to support providers procure the appropriate technology. In parallel, work is underway to develop a minimum dataset that will be held and reported by providers in digital format. The timeline in the roadmap is that by March 2024, 80% of providers will have a DSCR and by 2028 all providers will have a DSCR.

17. From April 2023 Client Level Data (CLD) became mandatory of local authorities and in the long-term is expected to replace existing data returns. CLD is a quarterly row level dataset, (not aggregated data), that covers contacts, assessments, services, reviews, and carer's activity and responds to the need for more timely and granular data. It will support in-depth analysis of the delivery, quality and integration of local health and care services whilst enabling local authorities and integrated care systems to track people's journeys (which will be non-identifiable) through health and care, and as such, will allow for much greater understanding of people's outcomes and how the system is working for individuals.

18. There are currently two mandatory surveys that local authorities need to complete: the annual Adult Social Care Survey (ASCS) and the biennial Survey of Adult Carers in England (SACE). Both, however, were established before the 2014 Care Act and therefore do not cover all groups of people within the scope of the Act, such as those who access services on a short-term basis. A revamp of the surveys is underway with the expectation that the revised versions will be in use from 2025. Furthermore, it is recognised that SACE only covers carers known by their local authority. As such, a feasibility study will explore how a broader survey could be representative of all unpaid carers.

19. The Adult Social Care Outcomes Framework (ASCOF) is a set of metrics that measure how well care and support services achieve the outcomes that matter most to people. Results are published annually by NHS England for use locally, regionally and nationally. Suggested development of the framework has been undertaken in recent years to better reflect local authorities' duties under the Care Act 2014 and the 'People at the Heart of Care' White Paper. Development of ASCOF is in two phases the first of which began in April 2023 and involves the move to grouping metrics across six objectives; this is set out in Appendix B, attached to this report. The

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[1] The Capacity Tracker is a national data capture platform launched in 2019 to hold and provide insight on information relating to providers of adult social care.

framework includes two new metrics covering staff turnover and CQC provider ratings. Performance reporting to this Committee will be adjusted to take account of this new look ASCOF. Ongoing engagement will take place with stakeholders to develop phase two of the framework, to be launched in 2025, and will seek to utilise the new data streams highlighted in this report.

20. The CQC duties to assess local authorities commenced in April this year. They are currently exploring published datasets and performance metrics to identify which are suitable for use as part of the assessments. In addition, the CQC are working with DHSC and other stakeholders to ensure development of future collections limits duplication, promotes consistency, and provides relevant benchmarked data to support their assessments.

Feedback

21. The DHSC has invited feedback on the proposed roadmap with a deadline of 31 July 2023 for comments. Collating views and opinions is currently taking place and a summary to date is attached as Appendix C to this report. The feedback questionnaire is set out in a way that is somewhat repetitive but, in general, asks for thoughts from the point of view of different stakeholders against each of the key themes in the roadmap. Appendix C draws these together in a coherent manner.

22. Feedback includes a greater understanding of wider determinants affecting the need for support including housing, levels of deprivation and economic challenges. In addition, broader demographic trends, such as long-term health outcomes, will help provide context to the suggested data collections of the roadmap.

23. Quality of care intelligence will be enhanced via CQC provider ratings data, and this is already taking shape with the inclusion in the new ASCOF of a specifically related metric. Furthermore, improving the provision of support will be enhanced through greater understanding of market determinants, such as accessibility including those who self-fund their care, new provider entrants and closures, and the direct payments market.

24. There is also agreement on the need to strengthen data availability in relation to the social care workforce, such as trends in turnover and availability, unpaid carers (which is currently a notable gap in our intelligence), and the contingency measures in relation to infectious diseases such as the recent Covid-19 pandemic.

Conclusions and Next Steps

25. The roadmap for improved care data is welcomed, and if managed appropriately with input from stakeholders the benefits should outweigh any additional burden. Improvements in adult social care data will be helpful in meeting the Council's vision in its Business Intelligence Strategy of being an evidence-led and informed organisation and helping support transformation and operational delivery through enhanced intelligence.

26. Feedback will be provided by the deadline of 31 July 2023 and a final version of the roadmap, updated to reflect comments and suggestions from a range of stakeholders, will be published by the Government by the end of the year.

Recommendation

27. The Committee's views on the proposals are sought and will be taken into account in the response to the consultation.

Background papers

Care data matters: a roadmap for better data for adult social care

People at the Heart of Care" White Paper

Data saves lives: reshaping health and social care with data

Circulation under the Local Issues Alert Procedure

28. None.

Resources Implications

29. The Council's Business Intelligence Service plays a key role in responding to the development and implementation of statutory returns and other intelligence requirements including the new CLD Data Set. Some additional grant funding has been provided to support the CLD implementation this year. Any further expansion of data collection or provision such as new surveys may have implications for the Business Intelligence Service resourcing (and possibly IT and HR colleagues) and will be highlighted in any future reports.

30. The Director of Corporate Resources and Director of Law and Governance have been consulted on the content of this report.

Equality Implications

31. The Care Data roadmap sets out a diverse set of themes that care data should reflect and invites comments from a range of stakeholders.

Human Rights Implications

32. The Care Data Matters roadmap seeks to ensure that data collected and analysed enables the assessment of human rights in relation to both local and national policy and practice.

Other Relevant Impact Assessments

33. There are no other items of data in this report relating to other relevant impact assessments.

Health Impact Assessment

34. Through the CLD return the Care Data Matters roadmap outlines the potential for joined up analysis of health and care data supporting the improvement of people's health and care service journeys and experience.

Appendices

- Appendix A – Care Data Matters roadmap

- Appendix B – Phase 1 ASCOF
- Appendix C – Summary of initial feedback

<u>Officers to Contact</u>

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