



ADULTS AND COMMUNITIES OVERVIEW AND SCRUTINY COMMITTEE
22 JANUARY 2024

NATIONAL PERFORMANCE BENCHMARKING 2022/23 AND
PERFORMANCE REPORT 2023/24 – POSITION AT NOVEMBER 2023

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 2022/23 through national benchmarking; and secondly to present to the Committee an update of the Adults and Communities Department's performance at the end of November 2023.

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 the Department of Health and Social Care published the 2022/23 position in December 2023. The indicators are sourced, in part, from detailed activity reported to NHS England each spring.
4. The metrics detailed in Appendix A of the report are based on the key performance measures of the Adults and Communities Department for 2023/24. 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 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. The majority of adult social care metrics set out in Appendix A are reflected in the ASCOF and are benchmarked against the national position for 2022/23 following the publication noted above. However, several metrics are not included within the ASCOF, in particular those relating to Communities and Wellbeing, and do not have a national average to compare performance with. As such, local targets have been

agreed and Appendix A outlines progress towards these by comparing performance to a milestone position at the end of November.

6. Appendix A is also structured in line with the Council's Strategic Plan 2022-26. This sets out the Council's overall policy framework approach and is based on five aspirational strategic outcomes: Clean and Green, Great Communities, Improved Opportunities, Strong Economy, Transport, and Infrastructure, and Safe and Well.
7. Finally, the report concludes with reference to the forthcoming Care Quality Commission (CQC) Assurance programme for adult social care. Under the Health and Care Act this introduces a new legal duty for the CQC to review and make an assessment of the performance of local authorities discharging their regulated care functions.

Adult Social Care

8. Alongside ASCOF, other published 2022/23 datasets from the Department of Health and Social Care have been used to provide comparison with other authorities. These include datasets relating to adult social care activity and safeguarding.
9. For the first time, over two million **requests for adult social care support** were received by local authorities in England during 2022/23. These came from 1.4 million new clients i.e., people not in receipt of support when contacting local authorities. During the same year, the County Council received 29,670 requests for support from 18,250 new clients. Presented as a rate per 100,000 population this is 1,591 requests relating to people aged 18-64 and above an average of peer group¹ authorities of 1,374 per 100,000 population. For requests relating to people aged 65 or over the rate in Leicestershire was 15,392, higher again than the peer group average rate of 12,485. Requests for support following a discharge from hospital were particularly higher in Leicestershire – a rate of 143 per 100,000 population compared to a peer group average rate of 104 for people aged 18-64 and a rate of 4,478 for those aged 65 or over compared to a peer group average of 2,876.
10. One of the outcomes to new requests for support is the use of **reablement**. This 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. Leicestershire make good use of reablement with 15% of new contacts resulting in the service during 2022/23 compared to 12% nationally. The ASCOF contains two metrics to measure a local authority's performance in this area – ASCOF 2D: the proportion of people with no continued support needs post reablement, and ASCOF 2B part 1: where people live 91 days following hospital discharge and reablement. Leicestershire have traditionally been strong performers in this area and 2022/23 was no different. For the first of these metrics Leicestershire's performance in 2022/23 was 88% (or 3,206 out of 3,652) and in the top 25% of authorities in England. It was a similar position for people living at home 91 days later – 89% (512 out of 574) and again ranked as being in the top 25% of authorities. During the first eight months of 2023/24 performance on both metrics has continued to be of a high level – 90% (2,959 out of 2,650) with no continued support needs post assessment, and 88% (557 out of 636) living at home 91 days later.

¹ A Peer Group is a set of sixteen local authorities, used for comparison purposes, that are similar with regard to various socio-economic and geographic factors such as age profile, ethnicity, density, and education.

11. 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. There are two metrics in the ASCOF that relate specifically to people aged 18-64 with learning disabilities focusing on these areas. The first of these relates to the proportion in employment (ASCOF 1E) and at 9.1% (127 out of 1,399), performance in Leicestershire during 2022/23 was ranked in the top 25% of local authorities in England, a position held for the last five years. There was a similarly high level of performance in relation to accommodation (ASCOF 1G) with 85.6% (1,198 out of 1,399) in settled accommodation. Whilst this is again above the national average of 80.5% it fell just short of being in the top 25% of authorities by 2% points. This high level of performance has continued into the latest reporting year and at the end of November there were 9.2% (110 out of 1,200) of people in employment and 83.8% (1,005 out of 1,200) in settled accommodation.

12. **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. Both parts to ASCOF 2A measure the number of permanent admissions to residential or nursing homes and is presented as a rate per 100,000 population to allow for comparison with other authorities. For people aged 18-64 there was an increase in admissions in 2022/23 due, in part, to the recoding of people's residential stay as permanent. Despite this increase, the rate of admissions per 100,000 was 12.1 in 2022/23 and below the national position (14.6), the average of shire authorities (15.1) and authorities in the East Midlands (19.8). The increased admissions have continued into 2023/24 and at the end of November the full-year projection suggests 68 admissions compared to 51 in 2022/23. For people aged 65 or over, there has been a notable increase nationally in the number of people placed into permanent residential or nursing homes with the rate increasing from 539 to 561 per 100,000 population. In Leicestershire, the absolute number of admissions in 2022/23 remained approximately the same as the previous year, at around 825. However, considered against a backdrop of a 1.6% growth in the wider population of the county aged 65 or over, the *rate* reduced from 567 per 100,000 population to 553 per 100,000 population. Furthermore, the projected number of admissions for 2023/24 is currently 762 (a 7% reduction from 824 the previous year) and a rate of 511 per 100,000 population.

13. In general, the proportion of people supported with a long-term service in Leicestershire through a permanent residential or nursing placement during 2022/23 was notably lower than that of the comparable peer group of authorities. For people aged 18-64, Leicestershire were ranked second lowest with just 10% supported this way compared to an average of the sixteen authorities of 16%. Furthermore, for people aged 65 or over, Leicestershire were ranked the lowest with just one-third (33%) supported in a permanent placement compared to an average of 41% across the peer group.

14. The County Council remains committed to ensuring that everyone in receipt of long-term, community-based care should be provided with a **personal budget**, preferably as a direct payment. During 2022/23, performance against the ASCOF measure relating to service users in receipt of a direct payment was 36% (or 1,939 out of 5,357), which remained in the top 25% of local authorities and considerably higher than the national average (26%). Furthermore, 99.7% (2,577 out of 2,586) of carers

were also in receipt of a direct payment, and again, higher than the national average of 76.8%.

15. Local authorities are required to conduct two statutory **surveys**; a survey each year of people in receipt of social care services and a similar survey of carers is required on a biennial basis (the latest carers survey was undertaken in the autumn of 2023 with findings due in March). During 2022/23 only the survey of people in receipt of services was required and the following paragraph outlines key ASCOF performance sourced from the survey.
16. There was a significant improvement in Leicestershire of people who found it easy to find information (ASCOF 3D part 1) with the proportion increasing from 57% to 62%. However, despite the improvement, performance remained below the national position of 67% and was ranked in the bottom 25% of authorities in England. The proportion of people who felt they had as much social contact as they would like (ASCOF 1I part 1) remained low at 39% in 2022/23. This was below the national position of 44% and again meant Leicestershire was again ranked in the bottom 25% of authorities. Finally, there was significant improvement in the proportion of people who felt that the services they received helped them to feel safe (ASCOF 4B) – up from 81% in 2021/22 to 85% in 2022/23. Although this improvement meant the authority was no longer ranked in the bottom 25% of authorities, the performance fell short of the national average of 87%.
17. A **safeguarding** alert can include any concern for welfare and will often require a response from the Authority, but not necessarily in relation to safeguarding. During 2022/23 there were 706 safeguarding concerns per 100,000 population aged 18+ logged by the County Council, higher than the East Midlands average of 631 per 100,000 population although considerably lower than the national average of 814 per 100,000 population. In Leicestershire, the trend has been reasonably stable over the past six years i.e., the rate in 2018/19 was 704 per 100,000 population. This differs to the national trend which has increased year-on-year during the period. Once an alert has been investigated into any potential risk of abuse or neglect there may be need for a more in-depth enquiry under Section 42 of the Care Act 2014. Reporting in 2022/23 showed a considerable disparity between Leicestershire and the East Midlands region in the number of recorded enquiries. In Leicestershire there were 73 enquiries per 100,000 population aged 18+ compared to an equivalent figure of 315 across the region. Following a safeguarding audit in the spring 2023 on when to open a Section 42 enquiry, adjustments have been made in Leicestershire to determine whether an alleged concern meets the thresholds *as part of the enquiry process*. This change has to date led to a 42% increase in completed enquiries during the period April to November 2023 compared to the equivalent period of the previous year. As part of a redesign of the ASCOF a new metric has been introduced that monitors the proportion of completed enquiries where the outcome of an identified risk was reduced or removed. Between April and November 96% (323 out of 336) of enquiries involved an identified risk being reduced or removed, slightly more than 90% (265 out of 294) during the full year 2022/23. As yet, there are no comparable performance figures for this new ASCOF metric.
18. Under the Care Act 2014's statutory guidance, councils should undertake a **review of care plans** no later than every 12 months. Undertaking reviews on a regular basis helps to identify if outcomes set out in the original support plan are being achieved. During 2022/23, 76.3% (3,680 out of 4,825) of people who had been in receipt of

services for at least a year had been reviewed in the past 12 months, notably higher than the national average of 57.1%. Performance in Leicestershire has continued at a high level, albeit slightly lower than last year, and at the end of November was 74% (3,959 out of 5,364).

Communities and Wellbeing

19. As noted in paragraph 5 above, there is no national performance framework covering the Communities and Wellbeing section of the Adults and Communities Department and as such performance is monitored against locally agreed targets. Appendix A highlights a monthly milestone of where performance ideally needs to be if the annual target is to be met.
20. There were 102,400 **visits to heritage sites** between April and November 2023, 4% higher than the equivalent period last year, and in line with the November milestone - also 102,000 - suggesting that the full year target of 133,500 visits for 2023/24 will be achieved.
21. The number of **library visits** continues to increase from the position during the pandemic in 2020. Average monthly visits exceeded 51,000 in the eight months since April, 16% higher than the equivalent period last year (43,900). As such, the cumulative visits during the period April to November – 415,600 - is higher than the milestone position of 364,000 keeping performance on track to meet the full-year target.
22. The growth in the number of library visits has contributed to the upward trend in the total number of loans made. Between April and November 2023 there were 1.6m compared to 1.5m during the comparable period of the previous year, and above the milestone position, also 1.5m. Looking at this in a little more detail it can be seen that junior loans have increased to 590,000 during the period April to November, above the milestone of 543,000, and likewise for e-loans which are up by 7% to 648,000 between April and November and are similarly above the corresponding milestone of 605,000.
23. The County Council's **Creative Learning Service** supports schools with a wide range of resources, pupil sessions and professional help to stimulate reading and creative learning across the curriculum. Between April and November there were 13,000 attendances at Creative Learning Service workshops, 2,700 more than the milestone for the period, putting performance on track to meet the full-year target for 2023/24.
24. There were 14,000 hours of **volunteering** at libraries, museums and heritage services between April and November 2023, 2,900 higher than the milestone for the period.
25. The **Leicestershire Adult Learning Service's** (LALS) performance relates to the proportion of learning aims due to be completed in a given period that were successfully achieved. For the academic year 2022/23 performance of 90% surpassed the local target of 86%. The academic year of 2023/24 has recently started, and the target has been pushed up to 90% with early performance just short of this at 89%.

Conclusions

26. This report provides a summary of benchmarked performance in 2022/23 and an update of performance and activity during the more recent period, April to November 2023.
27. Published data for 2022/23 has highlighted a higher-than-average level of adult social care contacts received in Leicestershire, particularly following a hospital discharge. Despite this, good use is made of reablement which continues to have excellent outcomes for people using the service.
28. For people who need long-term support, a greater proportion are supported in the community in Leicestershire rather than in a permanent residential or nursing placement when compared to peer group authorities. Furthermore, a much higher proportion receive an annual review compared to the position across the country.
29. The ASCOF for 2022/23 was down to 19 metrics due to the carers survey not taking place that year. Of these, eleven (58%) in Leicestershire had a performance better than the national average whilst eight (42%) were lower. Strong areas for Leicestershire include support for younger people with a learning disability into paid work and/or settled accommodation, outcomes of reablement, and the high use of direct payments for both service users and carers.
30. In contrast, performance on the ASCOF metrics sourced from the survey of people conducted in February 2023 produced poor results, a similar position to previous years. The majority of these lead to Leicestershire being ranked in the bottom 25% of authorities in England. These included the ease of finding information (despite a significant improvement on the previous year) and people having a level of social contact they would like. Improvement in the proportion of people who stated that the service they receive helped them to feel safe took performance out of the bottom 25% of authorities.
31. Visits to libraries and heritage sites continue to improve and at the end of November were on course to meet the full-year local targets. The number of loans from libraries, levels of volunteering and access to Creative Learning Services are similarly on track to meet targets for 2023/24. For the Adult Learning Service, the new academic year of 2023/24 has only recently begun with the achievement of learning aims in the early stages in line with the target.
32. Monitoring and analysis of activity and performance – including in preparation for a CQC Assurance Assessment – will continue throughout 2024.

Background papers

Adult Social Care Outcomes Framework

<https://digital.nhs.uk/data-and-information/publications/statistical/adult-social-care-outcomes-framework-ascof/england-2022-23>

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

<https://resources.leicestershire.gov.uk/sites/resource/files/field/pdf/2020/9/30/Vision-and-Strategy-for-Adults-and-Communities-Department-2020-2024.pdf>

Leicestershire County Council Strategic Plan 2022-26

<https://www.leicestershire.gov.uk/about-the-council/council-plans/the-strategic-plan>

Better Care Fund

<https://www.england.nhs.uk/ourwork/part-rel/transformation-fund/better-care-fund/>

Circulation under the Local Issues Alert Procedure

33. None.

Equality Implications

34. 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.

Human Rights Implications

35. Data relating to equalities implications of service changes are assessed as part of Equality Impacts Assessments.

Health Implications

36. 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 2023
- Appendix B – Adult Social Care Strategic Approach

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