



ADULTS AND COMMUNITIES OVERVIEW AND SCRUTINY COMMITTEE
23 JANUARY 2023

NATIONAL PERFORMANCE BENCHMARKING 2021/22 AND
PERFORMANCE REPORT 2022/23 – POSITION AT NOVEMBER 2022

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 2021/22 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 2022.

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 2021/22 position in October 2022. In addition, the Care Quality Commission (CQC – the independent regulator in England of health and adult social care) reports annually in their assessment State of Care in England.
4. The metrics detailed in Appendix A of the report are based on the key performance measures of the Adults and Communities Department for 2022/23. 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 metrics set out in Appendix A are reflected in the ASCOF and are benchmarked against the national position. However, several metrics neither fit within the ASCOF nor with the CQC State of Care assessment, in particular those relating to Communities and Wellbeing. These do not have a national average to compare performance with and 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 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.

Performance Update: Benchmarking of 2021/22 Performance and April to November 2022

8. The ASCOF returned to the full dataset in 2021/22 after the previous year was considerably affected by the outbreak of the Covid-19 pandemic. This change involved the re-introduction of 13 metrics sourced from either the annual survey of people in receipt of services or the biennial survey of carers.
9. ASCOF performance was impacted by the outbreak of the pandemic both nationally and locally in 2020/21 and whilst the latest year has shown signs of performance returning to pre-pandemic levels, this is not always the case. Furthermore, any comparison between the years needs to bear in mind the impact noted.

Adult Social Care

10. 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 whilst performance in Leicestershire dropped slightly from 10.5% (148 out of 1,405) in 2020/21 to 9.2% (129 out of 1,401) in 2021/22, it remains notably higher than the national average at 4.8% and in the top 25% of authorities. There was a similarly high level of performance in relation to accommodation (ASCOF 1G) with 85.3% (1,195 out of 1,401) in settled accommodation. Whilst this is again above the national average of 78.8% it fell short of the top 25% of authorities by just 1% point. This high level of performance has continued into the latest reporting year and at the end of November there were 9.5% (113 out of 1,191) of people in employment and 84.7% (1,009 out of 1,191) in settled accommodation.
11. **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. However, there was a marked increase in permanent admissions (ASCOF 2A parts 1 and 2) across the country in 2021/22 compared to the previous year due to the lower level in 2020/21 caused by the outbreak of Covid-19. This primarily affected admissions of people aged 65+ and the increase in Leicestershire for this age-group meant a higher number of admissions – presented as a rate per 100,000 of the local population (567.2) which is higher than the national average (538.5), although not that dissimilar to the position across the East Midlands (562.0). For people aged 18-64 however, the number of permanent admissions in Leicestershire remained low with performance

(6.1 per 100,000 population) being in the best 25% of authorities (anything below 8.9 per 100,000 population). Looking at admissions in the current year, from April to November, there have been 500 admissions of people aged 65 or over giving a full-year forecast rate of 489.4 per 100,000 population, considerably lower than the 567.2 rate of 2021/22. During the same time period there have been 32 admissions of people aged 18-64 giving a full-year forecast rate of 11.3 per 100,000 population. This notable increase is due, in part, to a focus on reviewing people in temporary residential placements of which the outcome may be to now classify the placement as more permanent. Despite this forecasted increase, the rate remains lower than the 2021/22 average for the East Midlands, other shire authorities and the national average.

12. **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 – ASCOF 2D: the proportion of people with no continued needs post reablement, and ASCOF 2B part 1: where people live 91 days following hospital discharge and reablement. For the first of these metrics Leicestershire's performance in 2021/22 was 90% (or 2,332 out of 2,591), which had improved considerably from the previous year and was in the top 25% of local authorities. In a similar vein, 89.4% (or 395 out of 442) of people were living at home 91 days post discharge in 2021/22, a performance that again put Leicestershire in the top 25% of authorities. During the first eight months of 2022/23 performance on both metrics is slightly lower than the previous year (86% and 88% respectively) although both remain well above the latest national average.
13. 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 2021/22, performance against the ASCOF measure relating to service users in receipt of a direct payment was 40% (or 2,009 out of 5,000), which remained in the top 25% of local authorities and considerably higher than the national average (27%). At 96% (4,784 out of 5,000) the proportion of service users with a personal budget was similar to the national average of 95%. For carers, both proportions, 100% for personal budgets (2,263 out of 2,264) and 99% for direct payments (2,252 out of 2,264), were above national averages and in the top 25% of local authorities. The latest position for the current year (April to November 2022), has shown a slight downturn in performance in relation to service users (92%) whilst the very high performance for carers has continued from the previous year.
14. 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. Following a hiatus in 2020/21 due to the Covid-19 pandemic both were completed in 2021/22. Results from both surveys were disappointing, particularly when benchmarked against other local authorities. In terms of finding information, 57% of service users and 48% of carers said they found it easy. Both these proportions meant that performance was in the bottom 25% of authorities in England. It was a similar position with regards to service users and carers having as much social contact as they would like (37% and 25% respectively). Again, performance was in the bottom 25% of authorities in England. Further indicators sourced from the survey of people in receipt of services showed comparatively low performance in relation to general quality of life and feeling safe. For carers, the overall picture was closer to the national position although the 61% of carers who

were included in discussion with regards to the person they care for fell short of the national average of 65%.

15. 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 2021/22 there were 777 per 100,000 population safeguarding concerns logged by the County Council, higher than the East Midlands average of 555 per 100,000 population. For context the East Midlands has the lowest rate across the country whilst the North East region has the highest at 1,059 per 100,000 population. 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. During 2021/22 13% of alerts in Leicestershire were dealt with as an enquiry (695 enquires). This is lower than the East Midlands conversion rate of 34% due, in part, to the higher number of contacts recorded in Leicestershire as a concern. Since April 2022 the number of alerts received in Leicestershire has reduced by 15% compared to the equivalent period last year (down from 4,040 to 3,425) whilst the number of completed enquiries has reduced by 30% (down from 515 to 361).
16. Under the Care Act 2014's statutory guidance, councils should undertake a **review of care plans** no later than every 12 months, though this is not a legal duty. Undertaking reviews on a regular basis helps to identify if outcomes set out in the original support plan are being achieved. During 2021/22, 67.3% (3,077 out of 4,568) 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 55%. Performance in Leicestershire has continued to improve and at the end of November had reached 76% (3,394 out of 5,171).
17. Quality standards for **contracted services** such as community-based services and residential or nursing care form part of the core agreement and providers are monitored by the CQC against these standards. In October 2022, the CQC released 2021/22 performance in its publication '*The state of health care and adult social care in England*'. With regards to residential and nursing care providers, 78.8% (130 out of 165) in Leicestershire are classed as good or outstanding, an improvement from 74.4% last year although slightly lower than 81.0% nationally. The remainder of Leicestershire homes were generally rated as requiring improvement (30 or 18.2%), whilst five (3.0%) were rated as inadequate. The domiciliary care market has a greater deal of change and new registrations, and as such there is a larger number of unrated agencies (25 or 20%) compared to care homes (four or 2.4%). Excluding the unrated agencies, 87 or 87.0% of domiciliary care services in Leicestershire are rated as good or outstanding, slightly higher than the national figure of 85.9%. There were 11 (11%) agencies needing improvement and only two (2%) rated as inadequate.

Communities and Wellbeing

18. As noted in paragraph five, there is no national performance framework covering the Communities and Wellbeing side of the Adults and Communities Department. The following paragraphs therefore provide an update of performance in the latest reporting year.
19. The number of physical **visits to heritage sites** has continued to improve since re-opening in July 2021 with a recent peak of 19.6k visits in August – the highest monthly level since August 2019 (21.5k). Overall, the number of physical visits

between April and November 2022 (98.4k) is considerably higher than the same period last year (66.4k), although lower compared to the equivalent period in 2019 prior to the outbreak of Covid-19 when visits surpassed 110k during the period. The number of website visits however continues to grow at 135.2k between April and November 2022 compared to 115.7k for the same period in 2021 and 65.9k pre-pandemic in 2019. Combining both physical and website visits since April 2022, the total is well on track to meet the 2022/23 target of 264.1k visits.

20. **Library visits** also consist of both physical footfall at library premises and website visits. For the period April to November 2022, approximately a third (165.2k) of visits were via the website whilst footfall to library premises accounts for the remaining two-thirds (351.0k). Like visits to heritage sites, when combined (516k) the physical library visits and website visits continue to improve and, whilst some way short of levels seen before the pandemic (777k for Apr-Nov 2019), are considerably higher than the November milestone (376k).
21. With the growing level of footfall at local libraries, the number of loans has consequently increased on last year. Between April and November 2022 there were 1.5 million loans in total, up by 17% from 1.3 million during the equivalent period last year. Junior loans in particular have seen a considerable improvement, up by 28% to 567k between April and November 2022. E-loans on the other hand continue to show growth (6% increase on the comparable period last year) but not to the extent as previous years and certainly not at the same level as junior loans. Across the board, loans are not just up on this time last year but are currently surpassing local milestones and on track to meet 2022/23 targets.
22. **Volunteering** programmes continue to be a priority for the Department in relation to libraries, museums, and heritage services. Between April and November there were 11,500 hours of volunteering, an increase of 4,600 hours or 67% on 6,900 during the same period last year, and already achieving the agreed target for 2022/23 of 10,200 hours.
23. 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. The current academic year started in September 2022, and the performance of 85% at the end of November is in line with last year although currently just below the 86% target.

Conclusions

24. This report provides a summary of benchmarked performance in 2021/22 and an update of performance and activity during the more recent period, April to November 2022.
25. The ASCOF was back to the full metric set in 2021/22 following a reduced level during the initial pandemic year of 2020/21. Strong areas for Leicestershire include the outcomes for people using reablement services, supporting working age adults to continue living in the community rather than in permanent care placements, and specifically for younger people with a learning disability the proportion in employment and settled accommodation. In addition, the use of direct payments for both service users and carers continue to remain high.

26. In contrast feedback from the two statutory surveys of people in receipt of services and carers was poor. Of particular concern is the low proportion of both carers and service users stating that they found it easy to find information. There was a notable reduction at a national level in this regard, however, the proportions in Leicestershire were lower and ranked in the bottom 25% of authorities.
27. Activity across libraries and heritage sites continues to gather pace following the outbreak of the pandemic, and the improvement, whilst currently still short of pre-pandemic levels, is strong and surpassing locally agreed targets.
28. In preparation for the new CQC Assurance Process, work is well underway to draft a self-assessment which will summarise the Council's performance in relation to delivery of Care Act duties and set out its improvement plans. The ASCOF benchmarking and latest performance monitoring outlined in this report will support this work. Together with feedback from a wide range of internal and external stakeholders and analysis of the Council's policies and strategies, it will create an evidence base that highlights areas of good performance whilst identifying areas for development.
29. In addition to the work outlined in the previous paragraph, monitoring and analysis continues on a regular basis, with a strong focus on supporting the Adults and Communities Department meet the current challenge of adult social care demand.

Background papers

- Care Quality Commission – The State of Health Care and Adult Social Care in England 2021/22
- Adult Social Care Outcomes Framework 2021-22
- Delivering Wellbeing and opportunity in Leicestershire – Adults and Communities Department Ambitions and Strategy for 2020-24
- Leicestershire County Council Strategic Plan 2022-26
- Better Care Fund

Circulation under the Local Issues Alert Procedure

30. None.

Equality and Human Rights Implications

31. 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.

Partnership Working and Associated Issues

32. 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 2022/23
- Appendix B – Adult Social Care Strategic Approach

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