

MEETING:	CABINET
MEETING DATE:	12 JUNE 2014
TITLE OF REPORT:	CORPORATE PERFORMANCE REPORT 2013/14
REPORT BY:	DIRECTOR FOR ECONOMY, COMMUNITIES & CORPORATE

Classification

Open

Key Decision

This is not a key decision.

Wards Affected

County-wide

Purpose

To invite Cabinet Members to review performance for the operating year 2013/14.

Recommendation

THAT:

- (a) Performance for 2013/14 be considered.**

Alternative Options

- 1 Cabinet may: choose to review performance more or less frequently than quarterly; or request alternative actions to address any identified areas of under-performance, including referral to the relevant scrutiny committee.

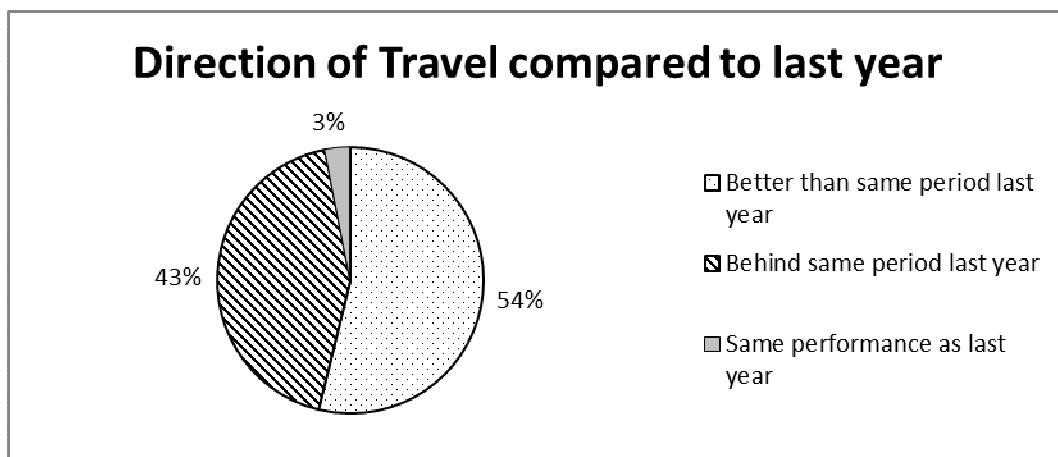
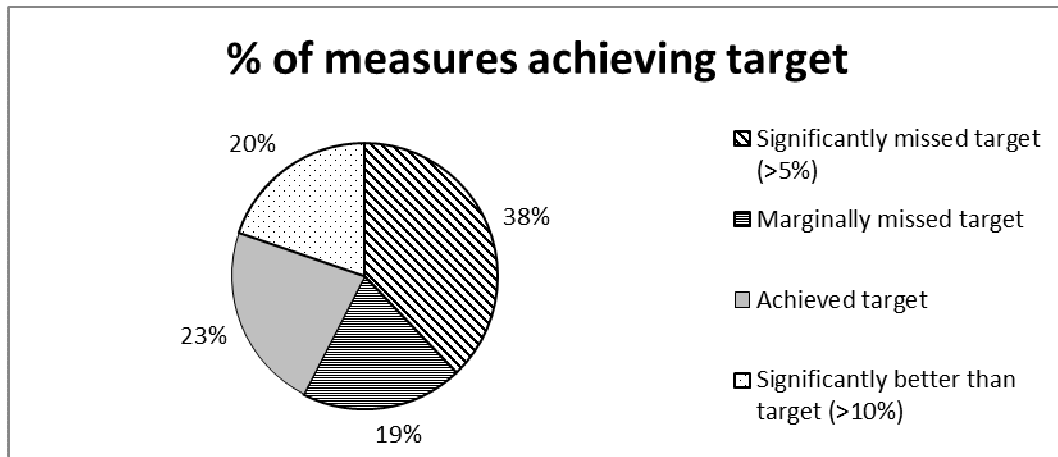
Reasons for Recommendations

- 2 To provide assurance that progress is being made towards achievement of the agreed outcomes and service delivery targets, and that the reasons for important areas of actual or potential under-performance are understood and are being addressed to the Cabinet's satisfaction.

Key Considerations

- 3 Council approved the Corporate Plan 2013-15 in November 2012, framed around the two key priorities of: enabling residents to be independent and lead fulfilling lives with resources focussed on supporting the most vulnerable; and creating and maintaining a successful economy. The supporting delivery plan for 2013/14 was approved by Cabinet in March 2013.
- 4 Progress is measured through a number of critical performance measures. These have been selected because they demonstrate progress towards achievement of the council's priorities and also provide an overview of the council's performance from a resident's perspective.
- 5 2013/14 has been a challenging year, during which our focus has been on 'change' in almost every aspect of our work as a council. A huge amount has been achieved and as a result, we have a platform on which to build.

Overview



- 6 Despite not achieving a number of our targets, the direction of travel has been positive, with 57% of our measures showing either an improvement or maintenance of performance (63% last year). This has been achieved against the background of moving from a £2.3m overspend in 2012-13 to an underspend of £365k in 2013-14, and with a reduced workforce of 219 compared to the number of full-time equivalents at the end of 2012-13. The aim now is to raise performance further.

- 7 The last few months have seen a refocus on our performance system and delivery plans. New approaches in the coming year include the introduction of Quarterly Performance Reviews; the creation of a Continuous Performance Improvement Programme; and a new grouping of senior managers within a Leadership Group to help develop and share learning across services.

Enable residents to be independent and lead fulfilling lives with resources focussed on supporting the most vulnerable

Adults

- 8 Performance for Adult Well Being is measured through a combination of local and national performance measures, with the main performance framework Adult Social Care Outcome Framework (ASCOF) designed to complement and align with similar frameworks for Public Health and the NHS. Included in the framework are data sets that are measured through yearly surveys and data taken from case management systems. A local measure was introduced by the service during 2014/15 to inform a more accurate view on safeguarding adults, and a previous national measure was retained locally to inform operational decision making through a significant organisational change programme.
- 9 For the first six months of the performance year, social work functions were within the management of the Wye Valley NHS Trust and performance managed through their organisational structure. Since the return to the council performance has improved steadily towards most targets and in some areas even though the target has not been achieved, performance is towards the top amongst West Midlands authorities.
- 10 During the final three months of the year, the service prepared for implementing a new streamlined assessment process, aimed at improving service user experience, reducing lengthy delays and improving data quality. Though not fully implemented until 1 April 2014, the positive impact on the quality of performance data was immediately noticeable. All activity taking place within the mental health social work teams is now accurately recorded within the Frameworki (FWI) system directly, rather than collected through the NHS system in the mental health trust, thus improving confidence in data integrity.
- 11 Overall the performance within ASC against the West Midlands and with comparators is very high; for example both in service user satisfaction and on delayed discharges of care from hospital. This is a considerable achievement given the high level of reorganisation and transformational change that has taken place during the performance year.

Achievements:

- 12 The response to the annual survey of service users showed continued high levels of satisfaction with services and quality of life.
- 13 The number of clients receiving personal budgets and direct payments increased during the year, and are expected to increase further with the new processes in 2014/5. The level of direct payments is dependent on client's willingness to assume the extra responsibility, which not all of them are able to do.
- 14 More streamlined processes were developed during the year (implemented in April 2014) to speed up assessments, improve levels of self-directed care and better manage costs.

- 15 Significant areas of service were recommissioned during this year, thus allowing the authority to start 2014/15 in a more sustainable position.
- 16 An improved performance picture was seen during 2013/14 for the percentage of repeat incidence of domestic violence (cases heard at Multi-agency Risk Assessment Conferences (MARAC)), with 30% of repeat cases over the 12 month rolling period to March 2014. Implementation of the Domestic Violence Forum Action Plan is ongoing. Recommendations from the Domestic Homicide Review, published in January 2014, have been added to the Action Plan.
- 17 Despite not achieving target, Herefordshire is amongst the best performing local authorities in the West Midlands for delivery of NHS Health Checks. There are national developments to support uptake to reach the 75% recommended that has not yet been achieved within the whole programme, on this Herefordshire is slightly higher than the average for the West Midlands. There is a particular need to ensure invitations to health checks are more attractive and targeted. Herefordshire's offer of lifestyle change support for those identified with high risk has been an innovative development and provides opportunities for not only identifying people with high risk but helping them to make sustainable health improvement changes.

Performance Challenges:

- 18 Self Directed Support (SDS) measurements are a key indicator as to just how far personalisation is embedded within practice and systems. This has been an area of improvement during the year; though the target was not achieved, it is expected that by the end of quarter 2 in 2014/15, 80% of service users will have Self Directed Support (SDS) and the rapid improvement that has taken place in the last quarter has been very encouraging. The assessment process and workflow was previously enabling activity to be taking place without a clear focus on SDS. The new assessment process, workflow, practice development and refresh of the community care guidance have all focused on improving performance in this area. Whilst we are ending the year at 58%, since the functions have returned from the Wye Valley Trust performance has steadily increased month on month.
- 19 A change in demand this year is reflected in the performance figures, and this reflects the increasing number of young people with a disability coming through the system. The admissions that have taken place this year have almost exclusively been as a result of young people who require a transitional plan before they are able to live independently. The supply of alternatives to residential care is being developed with the market and housing providers as the demand will continue to increase over the next 5 years. Aligned with demand and that lead in times for building needed to be addressed.
- 20 Herefordshire has one of the best performance rates on residential and nursing admissions in the West Midlands. This is partly due to the high number of self-funders within the county, but it also became apparent in-year that although provision had been made within the financial accounts, not all data was being correctly entered into the case management system. This was particularly evident where temporary placements were made, which became permanent and for mental health cases. During the year, data cleansing has helped improve confidence and also align financial information with that held within FWI. This has led to an increase in numbers reported.
- 21 However, in addition, during the winter months, with significant pressure within the hospital, more people reviewed by the NHS as no longer eligible for Continuing Health Care Funding and self-funders reducing their capital to below the limits has

meant an increase in demand within the local authority. This means that Herefordshire performance is still good compared to its comparators, but this indicator and performance will need to continue to be closely monitored.

- 22 Performance on timeliness of assessments is a local measure and was previously a national measure. It has been retained due to concern about the length of time service users were waiting for assessment. Whilst it has improved in the last quarter, performance in this area requires significant improvement and will be retained for the next performance year so as to ensure improvement.
- 23 Satisfaction with care and support, finding information and advice, and feeling control over their own life are measured through the annual survey. Although a decrease in performance has been reported this year, this is not unexpected given the depth of change. Herefordshire still ranks within the top of performance across the West Midlands and compares well nationally on this indicator, even with this slight dip in performance.
- 24 A steady increase has been achieved on the number of those receiving direct payments and it is intended to set an ambitious target for the coming year. We are significantly behind other authorities and during the performance year much work has been undertaken to ensure that the infrastructure, policy and information and advice is as simple as possible to help service users make this choice.
- 25 Delayed transfers of care have been monitored very closely during the performance year, locally, nationally and regionally. Whilst performance has reduced in this area, new schemes such as the discharge to assess scheme, rapid response and virtual wards have all been commissioned to ensure that current performance is, where possible, maintained. However, the pressure on the hospital has been significant and this will continue to be closely monitored through the next year.
- 26 Safeguarding Adults is a key priority for the local authority and the three measures in place are a combination of national and a new local measure that we introduced during the year. The adequacy of assessments at 61% is an endorsement of a concern that despite annual surveys with good performance, operationally staff and service users were experiencing dissatisfaction with a system that appeared overly focused on process. The measure introduced within the last quarter has evidenced that whilst the process is working, practice does need developing. The service will be participating in a national 'Making Safeguarding Personal' development process during the following year to further improve outcomes for service users in this area.

Risks:

- 27 Performance reporting and data quality has been significantly improved within the year. During 2014/15 performance intelligence needs to drive operational change and commissioning activity.
- 28 New requirements such as the Care Bill and capacity and capability of key personnel are an ongoing risk to accurate and useful performance requirements.

Children

- 29 Performance within this priority area of children, and more specifically vulnerable children, needs to be considered within the following context:

- Around 40,000 children live in Herefordshire;
- There were 2388 children in Herefordshire receiving free school meals reported in the Spring Census 2013 compared to 2254 reported in the Spring Census 2014;
- 4,500 children live in poverty in Herefordshire;
- There were 2360 children in Herefordshire with special educational needs in Spring Census 2013 compared to 2374 in Spring Census 2014;
- 2,000 children are supported by our safeguarding services and 450 of those need the highest levels of protection from harm.

Achievements:

- 30 The appointment of a number of senior managers for Safeguarding & Early Help is ensuring that there is greater clarity of expectation, better consistency in decision making and challenge, provision of stronger leadership and a more stable management group.
- 31 The establishment of the Multi-Agency Safeguarding Hub. Although it had a difficult start, the Council has invested significant resources into the MASH, secured a high quality service manager, revised business processes and overseen a significant improvement in the decision making and activity within the MASH. Performance on contacts and referrals has been consistently high in the past two months. The multi-agency governance group has recognised the lead role the council has asserted in its role as lead agency for safeguarding, and has responded through the development of more effective processes and protocols.
- 32 The adoption scorecard has been published and this shows that Herefordshire is performing better than the national average for the time taken between children entering care and being placed with an adoptive family. Herefordshire is also performing better than the national average in the time taken in receiving court authority and matching with an adoptive family. In addition, the county has a quicker than national average number of weeks for care proceedings (43 weeks in Herefordshire compared to a national average of 51 weeks).
- 33 The Council has been successful in becoming part of several national developments - the New Belongings project, to significantly enhance and improve planning, opportunities and outcomes for our care leavers. The Council is one of only 10 local authorities nationally to be piloting SEN Direct which is a new brokerage and information service for children and families with disabilities. This aim is to improve the access families and professionals have to information, advice and guidance to enable them to improve the quality of their lives and experiences and improve outcomes for their children. The council has also made a good start with partners in developing our Families First (Troubled Families) approach which has not only evidenced a positive impact for a number of families in Herefordshire, but also enabled the council to claim a reward grant from national government.
- 34 Herefordshire Council has the best success rate in the West Midlands and one of the best nationally, for helping 16 year olds leaving statutory schooling to go into further education, employment or training. In data published by the Department for Education in March, figures for Herefordshire show that 96.3% of the county's 1800 young people are recorded as being in education, employment or training, which is three percent above the national average (93.2%) and four percent above the West Midlands average of 92%. Tracking of young people has improved significantly during the year, and the year-end figures show that the numbers known to be not in education, employment and training are at 6.9%, which is the best in the West

Midlands. This paid particular dividends for our children in care, all of whom had a positive destination into employment, education or training in September 2013, at age 16.

- 35 During the year the Herefordshire School Improvement Partnership has been established, a partnership between schools and the local authority to focus support and school to school collaboration. The particular focus of the Partnership is to raise the quality of teaching and learning in all schools, reduce inconsistency in outcomes between schools by adopting best practice and particularly focus on narrowing the gap in progress and attainment outcomes for vulnerable children. There have been some discussions with families and children around the county about what they like about schools, and what they would like to see improved. Most often parents are grateful for the support their schools provide them in improving their own learning, and providing a range of support to address issues their children are facing, such as support to combat bullying where it occurs. The aspect which parents would like most improved is transition between schools and the sharing of information, including some secondary schools taking sufficient account of prior learning and curriculum approaches. They would also like more information and involvement themselves in secondary schools.
- 36 Whilst it is too early at this stage to say what impact the partnership has had, there was a very successful joint conference with Ofsted in the autumn 2013, and the partnership has developed approaches to data sharing, challenge guidance for governors and a focus on key stage 2 trends over three years as part of the overall approach to closing the gap for pupils in danger of not making expected progress. Ofsted have been involved in developing further work with schools which will take place in the summer term 2014, focusing on teaching and learning, closing the gap for pupils with free school meals and also those who have English as an additional language. A further conference focusing on sharing best practice across Herefordshire is planned for the autumn term 2014, led by schools and with full involvement of the Teaching School based at Wigmore.
- 37 In addition we have provided 200+ more nursery places for vulnerable 2 year olds than target as part of early help offer.

Performance Challenges:

- 38 During the year, there has been a sustained focus on securing the right number of qualified safeguarding staff in the right places in the safeguarding system. Whilst the recruitment and retention of front line and senior managers, and newly qualified managers has been effective, the challenge remains for experienced social workers. There has also been a slight rise in the turnover of permanent social work staff, up from 5 in 2012/13 to 12 in 13/14. The ratio of permanent to agency staff has changed from 48.4% interim team managers and 27.3% interim social workers at the start of the year to 35.3% interim team managers and 35.6% interim social workers at the end of the year. This has an implication for the quality and effectiveness of relationships within teams, with partners, and, most particularly, with children and families.
- 39 There has been stronger improvement in performance in terms of the timeliness and oversight of safeguarding decision making and activity in the last six months of the year, than in the previous six months. There is not yet sufficient or sustained evidence of improvements in quality of practice and therefore impact on children and families. Practice remains inconsistent, with evidence of good and outstanding practice combined with inadequate practice.

- 40 Education attainment for Herefordshire overall remains at or below national average. There has been some improvement in progress and attainment in the early years, from the third to the second quartile; however the rates of improvement in all key stages in Herefordshire are slower than national. There is significant variation in performance between schools, with some schools achieving outstanding results. There are also variations by individual schools in performance year on year. However, for vulnerable pupils, particularly those eligible for free school meals or those where English is an Additional Language, the gap in attainment is in the third or fourth quartile across the different ages, something that became a focus nationally and with Ofsted.
- 41 Ofsted's Dataview (up to 31/12/2013) indicates that primary schools are ranked 62 out of 353 local authorities in England, with 82% of schools judged as Good or Outstanding. We have a smaller percentage of outstanding schools (14%) than regionally (14.6%) and nationally (17%), bearing in mind that this is a mixture of judgements under the old and new frameworks. Secondary schools are ranked 26 out of 353 local authorities in England, with 86% of schools judged as Good or Outstanding. Similarly to primary, we have a smaller percentage of outstanding schools (13%) than regionally (22%) and nationally (23%), again the mix of frameworks applies.
- 42 Ofsted's Dataview (as at 31/08/2013) indicates that Herefordshire's Early Years provision had 18% judged as outstanding with 60% judged as good, which compares regionally to 13% outstanding and 66% good and furthermore nationally 12% outstanding and 65% good. In addition Children's Centres within Herefordshire have 60% being judged as good, compared to 53% regionally and 57% nationally.

Risks:

- 43 Turnover of staff and slow recruitment of experienced staff in child protection teams.
- 44 The Children's partnership fails to establish a coherent families' strategy which takes account of the diminishing resources available to all organisations.
- 45 The improvement plan does not bring about the required changes in practice rapidly.
- 46 There is an increased number of looked after children within the care system which may lead to an increased number of high cost placements that are required to meet their needs. A tender has just been published to commission a Herefordshire Intensive Placement Service to establish a more cost effective local solution to meet the needs of the most vulnerable children.
- 47 Some schools may not engage with the collaborative approach to achieving performance improvement.

Create and maintain a successful economy

Achievements:

- 48 The Inward Investment contract has achieved a significant number of active enquires for the Hereford Enterprise Zone in specific business sectors that match with the Zone priorities. These enquiries are being actively managed. A zone masterplan has been produced and delivered a site-wide schematic for site layouts and infrastructure. A series of more detailed works are being undertaken on specific issues such as, landscaping, plot specific infrastructure requirements, and transport interventions.

- 49 The Local Enterprise Partnership (LEP) has been focusing on completing the Strategic Economic Plan and developing the EU funding programme. Both these documents were submitted to timetable and the focus in the forthcoming months will be on developing projects and having negotiations with government over the delivery and content of the Marches programmes.
- 50 Outline planning permission has been granted for the first phase of the Urban Village.
- 51 The percentage of working age (age 16-64) in employment for Q3 2013/14 (latest data available), has increased from 72.8% to 73.9%. Furthermore, the increase within Herefordshire has been more significant than national rates which increased from 71.1% to 71.5% quarter on quarter.
- 52 The delivery of affordable housing has significantly improved. The appropriate amount of affordable housing is being negotiated successfully with private developers as a standard provision.
- 53 The Local Development Framework Core Strategy was approved by Council in July 2013. That plan set out strategic housing and economic growth and transport and other infrastructure required to assist in the delivery of growth. Work continues on developing an evidence base before the anticipated submission for independent examination in autumn 2014.
- 54 Work has started in this year on the construction of the Herefordshire Archive and Modern Records Centre at Rotherwas; this is an important facility in its own right and is key initial phase of development on the Enterprise Zone. The Connect 2 cycle bridge has also been completed, improving cycle access to the estate.
- 55 The reprourement of services previously provided by Amey was completed successfully this year with new arrangements in place with Balfour Beatty Living Places for public realm services. Furthermore, the building cleaning contract has been awarded to Initial Facilities Services UK Limited, with the building repairs and maintenance contract granted to Integral UK Limited.
- 56 Plans to develop a joint Energy from Waste facility with Worcestershire County Council to treat residual waste have been concluded following consent from Cabinet to proceed.
- 57 Significant progress on the delivery of broadband infrastructure with the roll out started in the south of the county; also progress on digital inclusion and business support.

Performance Challenges

- 58 The condition of the county's roads has increasingly become a significant local issue. In July 2013, Cabinet gave approval for investment of an extra £20m in highway maintenance over the next two financial years. However, the recent floods caused considerable further damage to roads across the county, including a significant increase in the number of Category 1 defects. In accordance with the Highway Maintenance Plan, all Category 1 defects are made safe or repaired within 24 hours. Data from September 2013 to March 2014 shows that over 96% have been repaired within 24 hours.
- 59 Considerable work has been undertaken to respond to the damage to the road network resulting from the recent flooding. Herefordshire has been awarded additional funding of over £3.5m to make repairs during 2014/15. Furthermore, under

the Bellwin scheme, it is anticipated that works to the highway totalling over £4m will be included in the council's claim. Further funding has also been announced for local authorities to bid for to fund more maintenance in 2014/15. Investment in highway maintenance will be targeted over the coming year in accordance with best practice. A detailed programme has been developed based on known highway conditions, in consultation with local members and parish councils.

- 60 There is an on-going need to ensure that a range of council activities supports and encourages young people to enter either direct employment or training schemes. This can be achieved through a variety of specific measures and at the higher level through the training and skills element of the evolving Marches Strategic Economic Plan.
- 61 Work has continued on the Old Market site in Hereford city centre and the scheme opened for trade in May 2014. Newmarket Street has been upgraded with traffic being carefully managed so as to minimise impact on the public and maintain access to the city. In spite of these significant works, there has only been a very slight increase in the average journey time per mile in Hereford City during the morning peak.
- 62 Council Tax Reduction - Due to changes in legislation, support for Council Tax was localised from April 2013 and, at the same time, central government funding was reduced by 10%. Whilst protection was provided for pensioners, each Local Authority had considerable discretion over its own Reduction Scheme for working age claimants. Herefordshire Council decided to reduce the maximum liability Council Tax Reduction (CTR) to 91.5% meaning that every working age claimant had to pay a minimum of 8.5%. Second Adult Rebate was also abolished. The outcome of this was that all working age claimants in receipt of CTR had to pay a higher Council Tax proportion of their council tax than in previous years. In addition changes, approved by the council, will further reduce support available for working age claimants from April 2014. Initial indications are that the working age caseload will drop by about 200 cases as a direct result of these changes and that expenditure on CTR will reduce by over £500,000. This will be monitored as the year goes on. The net effect of the above has been that collection rates have remained broadly unchanged. 98.4% as at the end of March 2014 compared to 98.6% as at end of March 2013.
- 63 Benefit Cap - The national roll out of the Benefit Cap took place in July 2013 with the aim being that working age claimants should receive no more in benefits than the average family in work. Where benefits exceed the income of an average family in work, Housing Benefit is reduced to bring their benefit income back below that level. As of 31 March 2014, 35 of our claimants were affected by the benefit cap and they had an average reduction of £45.74 per week in their Housing Benefit entitlement.

Risks:

- 64 Weather conditions have a direct impact on the county's network. This was clearly evident in January/February 2014.
- 65 In relation to the 5 year housing land supply until the LDF is adopted there are concerns that housing may be located in inappropriate locations.

Customers

Achievements

- 66 Significant improvements have been made over the year in the planning search, a

high traffic area of the site.

Performance Challenges:

- 67 The call volume handled by the team has increased by over 10% this year. It is hoped that work being carried out to improve website functionality will help to continue to reduce the overall number of calls received. New measures are being developed to track movement of the service to digital.
- 68 The performance measures relevant to the Web are volatile, but focus on the areas that caused dissatisfaction has generated an upward trend in recent months.

Risks

- 69 Transition period as the service migrates to digital by default.
- 70 High traffic areas of the council's website are not in areas seen as a priority for the council. If we do not invest effort in meeting user need in these areas satisfaction will not increase. If we do it will reduce the resource available to support priority areas. We are exploring mitigation options in these areas.

Community Impact

- 71 Delivering the Corporate Plan is key to the council achieving the positive impact it wishes to make across Herefordshire and all its communities. Given the decreasing financial resources available to the council, monitoring performance is likely to become even more important so as to ensure that resources are best directed to meet the council's agreed priorities and statutory obligations.

Equality and Human Rights

- 72 There are no specific implications in the report. As regards demonstrating due regard to the council's Public Sector Equality Duty (PSED), as part of our decision making processes we ensure that individual directorates and service areas assess the potential impact of any proposed project, leading to fairer, transparent and informed decisions being made.

Financial Implications

- 73 Projects and activity within the delivery plan must be delivered within the budget agreed by Council in February 2013; they include projects and activity to deliver the cost reductions required for a balanced budget.
- 74 Slippage in projects and activity to deliver cost reductions will impact on the overall council budget and will require remedial or mitigating actions to maintain financial stability.

Legal Implications

- 75 When service managers seek to remodel services it is essential that a proper process is followed if the council's decision making is not to be overturned by legal challenges. This means managers must understand the needs of their customers and how changes will affect them; particularly if there will be any disproportionate impact on any group sharing a protected characteristic. All reports seeking approval for service change must include sufficient information on impact and mitigation

measures to enable the decision maker to have due regard to the council's PSED and other legal obligations. It is important that legal advice is sought early on in service change projects if the risk of challenge in the courts is to be mitigated.

Risk Management

- 76 The corporate plan and its delivery plan are integral elements of the council's risk management framework. Risks associated with each objective and project are entered onto the relevant service or directorate risk register and escalated to the corporate register as appropriate. Risks are reviewed by the Management Board at the regular performance meetings and any significant risks are outlined below.
- 77 The financial challenge and capacity to deliver the transformation necessary to both improve outcomes for people and deliver savings remains the most significant risk. This is a particular challenge in the areas of adult social care and children's safeguarding where change must be made at a pace which ensures that vulnerable people remain safe. The on-going 'priorities' work to redefine the council's core functions, operating within significantly reduced budgets is critical to managing this risk.

Consultees

- 78 None in relation to this report. The development of the delivery plan was informed by the evidence base already gathered during the year and which includes user, resident and partner feedback where available, and which this year includes the outcome of the Your Community Your Say engagement undertaken throughout the autumn/winter period and building on the Quality of Life survey results in 2012. The consultation undertaken immediately before Council set the budget in February provided a range of views which included insights into opportunities for meeting the budget pressures as well as ways in which proposals may need to be implemented to minimise any adverse impacts; these views will continue to inform delivery planning and implementation through the year, further enhanced by specific stakeholder consultations on individual projects as appropriate.

Appendices

Appendix A - Critical Performance Measures.

Background Papers

- None identified.