



# Sector performance:

Inspectorate Scores and the National Indicator Set

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## Introduction

For many years local government's performance has been judged nationally by central government via Comprehensive Performance Assessment (CPA) and Best Value Performance Indicators (BVPIs) and more recently via Comprehensive Area Assessment (CAA) and the National Indicator Set (NIS). Alongside this the sector has been subject to a multitude of other inspection frameworks, most notably Care Quality Commission's assessment of social care services for adults and Ofsted's assessment of children's services.

Following the new government's announcement in May to abolish CAA and the uncertainty around the other national collections, and therefore the availability of data in the longer term, this report takes the opportunity to summarise current sector performance *and asks the question 'if this information is no longer available what proportionate replacement does the sector need in order to manage its own performance?'*

## Comprehensive area assessment

Under CAA local partnerships' performance was assessed against local priorities agreed in the local area agreement. The assessment covered areas such as health, economic prospects, improving outcomes for children and young people and community safety but unlike previous frameworks there was no overall score for each of the 152 areas. Instead there was a narrative bringing together the judgments of the inspectorates and a series of red and green flags were awarded denoting areas of significant concern and of notable achievement or innovation.

### Red and green flags

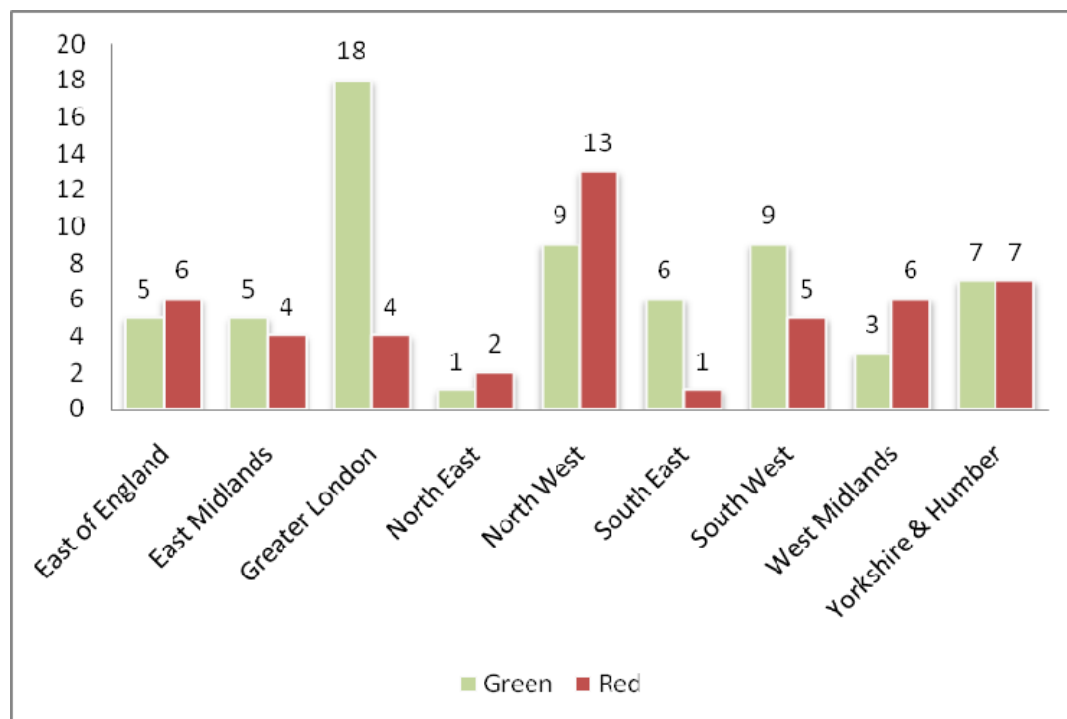
As part of the 2009 area assessment, 89 of the 152 local area agreement areas received green or red flags:

- 74 green flags awarded across 63 areas
- 62 red flags awarded across 48 areas
- 22 areas have both red and green flags.

Ten of the 152 areas have more than one green flag and 13 areas have two or more red flags.

There is some regional variation in the distribution of flags. In the North West and East of England over 50 per cent of all areas received a red flag, compared to 12 per cent in London and 5 per cent in the South East. There was less variation in the distribution of green flags although the North East and the West Midlands were the exceptions with only 8 per cent and 21 per cent of areas receiving a green flag.

**Figure 1: Number of areas receiving green or red flags**



## Organisational assessment

As part of the 2009 assessment all local authorities were subject to an organisational assessment. Organisational assessments combine an assessment of an organisation's service performance with an assessment of value for money in how it uses its resources.

332 (94 per cent) of the 353 local authorities in England were rated as performing adequately or above:

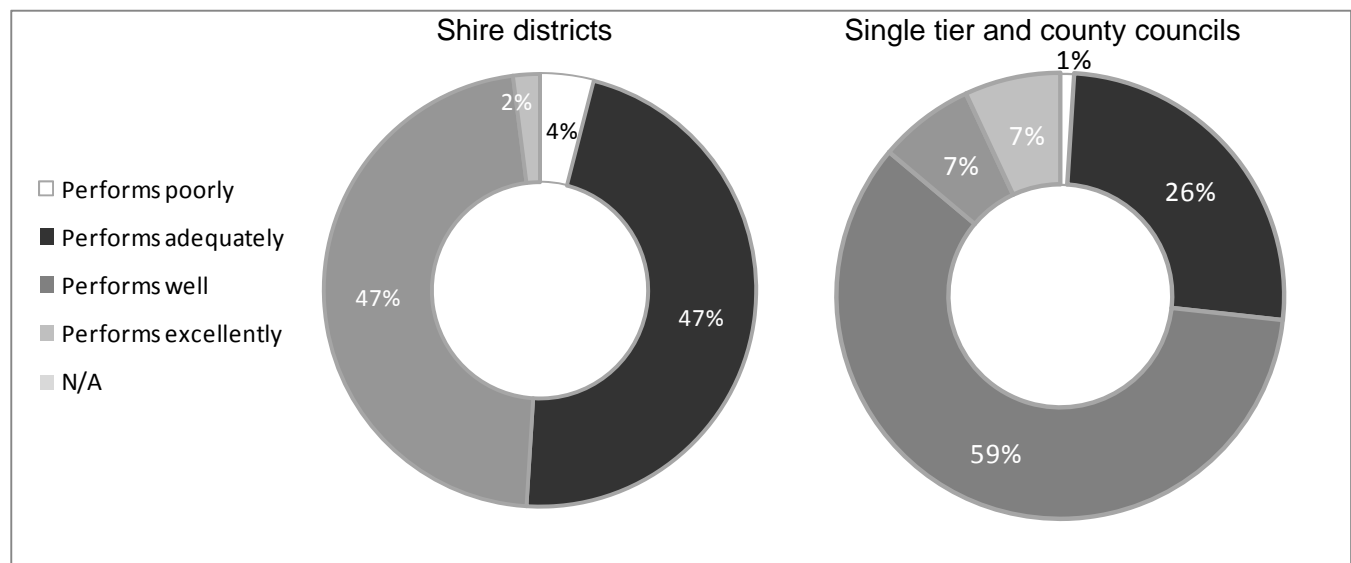
- 14 were rated as performing excellently
- 185 were rated as performing well
- 133 were rated as performing adequately.

Eleven authorities were rated as performing poorly and ten were not rated at that time.

There was some variation in performance across authority type and region. 67 per cent of single tier and county councils were rated as performing well or excellently compared to 49 per cent of shire districts. London boroughs and counties were the highest performing with 91 per cent and 85 per cent performing well or excellently.

Regionally less than half of all authorities in the West Midlands, Yorkshire and Humber and the East Midlands were rated as performing well or excellently (39 per cent, 41 per cent and 42 per cent).

**Figure 2: Organisational Assessment scores by authority tier**



## Managing performance

Another element of the organisational assessment is managing performance. This looks at how well the organisation manages and improves its services to improve the lives of local people.

As part of the 2009 assessment 337 (96 per cent) of the 353 local authorities in England were rated as performing adequately or above in terms of managing performance:

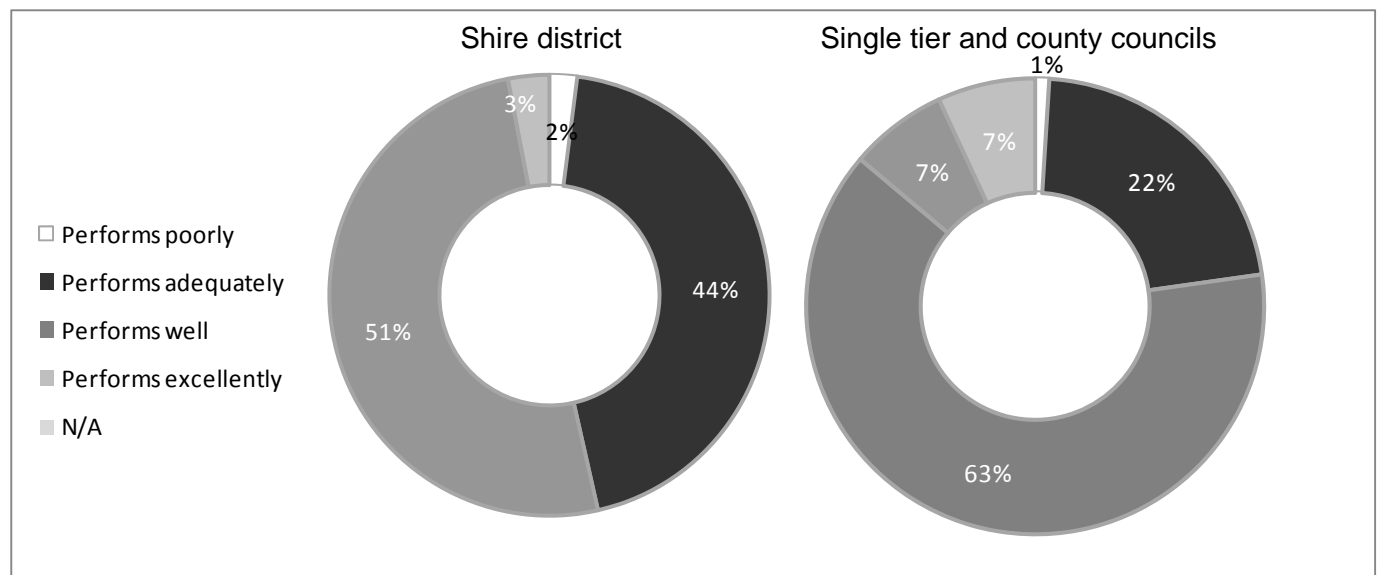
- 17 were rated as performing excellently
- 198 were rated as performing well
- 122 were rated as performing adequately.

Only six authorities were rated as performing poorly and ten were not rated at that time.

There was some variation in performance across authority type and region. 71 per cent of single tier and county councils were rated as performing well or excellently compared to 53 per cent of shire districts. London boroughs and counties were the highest performing with 94 per cent and 85 per cent performing well or excellently.

Regionally less than half of all authorities in the East and West Midlands were rated as performing well or excellently (45 per cent and 47 per cent).

**Figure 3: Managing performance scores by authority tier**



## Use of resources

Use of resources is an Audit Commission assessment of how well organisations are managing and using taxpayers' money and other resources to deliver value for money and better outcomes for local people.

As part of the 2009 assessment 340 (96 per cent) of the 353 local authorities in England were rated as performing adequately or above in terms of managing performance. Despite this higher figure fewer authorities were performing in the top two categories:

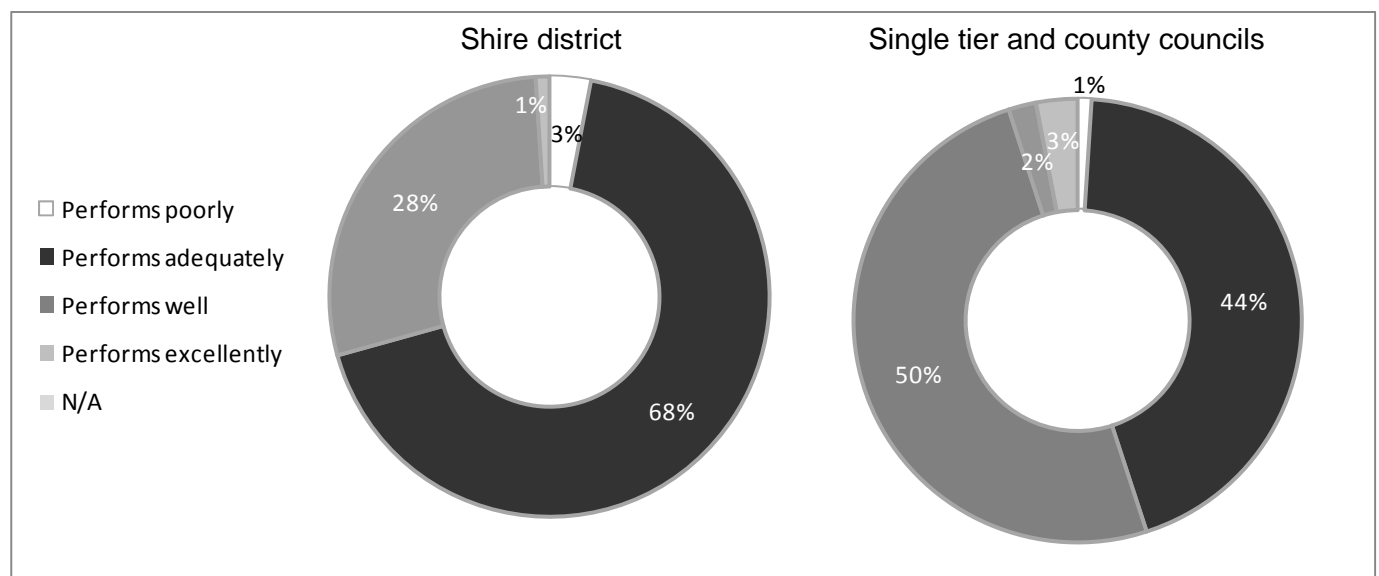
- 5 were rated as performing excellently
- 133 were rated as performing well
- 202 were rated as performing adequately.

Only eight authorities were rated as performing poorly and five were not rated at that time.

There was some variation in performance across authority type and region. 52 per cent of single tier and county councils were rated as performing well or excellently compared to 29 per cent of shire districts. Unlike the organisational and the managing performance assessments it was counties that were the highest performing followed by London boroughs, with 78 per cent and 70 per cent performing well or excellently.

With the exception of London and the North East all regions had less than half of their authorities rated as performing well or excellently. The lowest performing regions were the East Midlands and the South West (14 per cent and 24 per cent).

**Figure 4: Use of resources scores by authority tier**



## Ofsted's assessment of children's services

In 2009, Ofsted introduced a new annual rating of local authority children's services, which replaces the Annual Performance Assessment. The annual rating is derived from a performance profile of the quality of services and outcomes for children and young people in each local authority area.

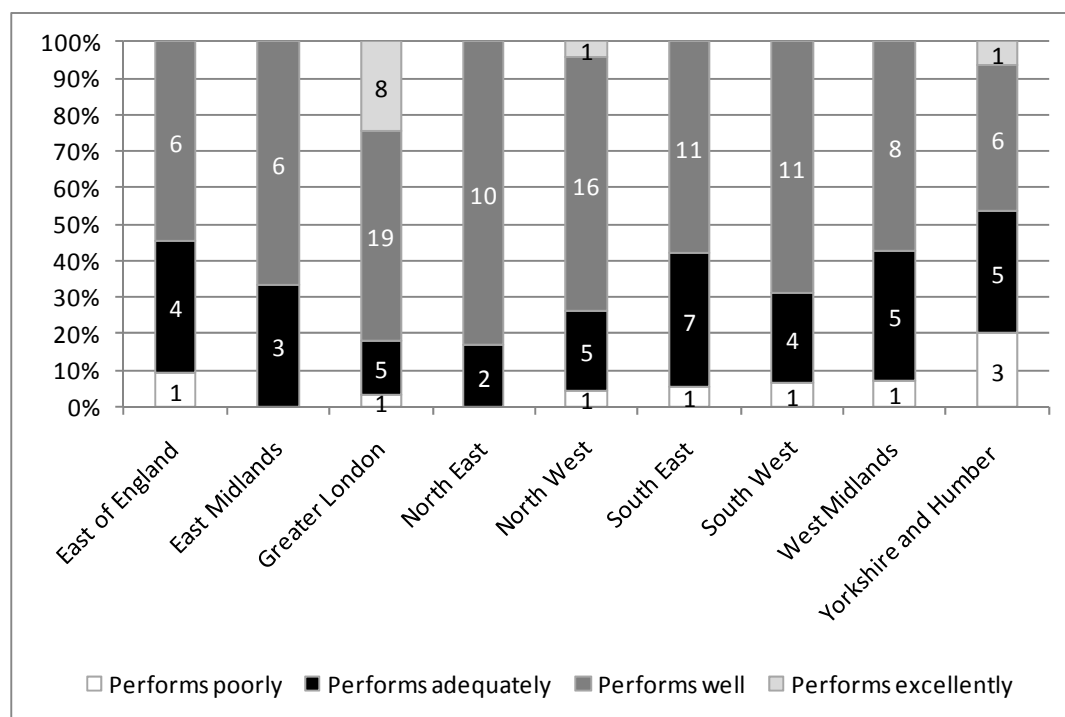
143 (94 per cent) of the 152 local authorities Ofsted assessed were rated as performing adequately or above:

- 10 were rated as performing excellently
- 93 were rated as performing well
- 40 were rated as performing adequately.

Only nine authorities were rated as performing poorly.

There was little variation in performance across authority type with around three-fifths of authorities performing well or excellently across all types of authority, increasing to four-fifths for London boroughs. Regionally there was a little more variation. Less than half the authorities in Yorkshire and Humber were rated as performing well or excellently, increasing to just under three-fifths of authorities in East of England, West Midlands and the South East and jumping to around four-fifths for London and the North East.

**Figure 5: Children's services scores by region**





## Care Quality Commission's assessment of social care services for adults

In 2009, the Care Quality Commission became responsible for regulating adult social care and their assessments look at how well local councils arrange adult social care services and deliver outcomes for the people who use them.

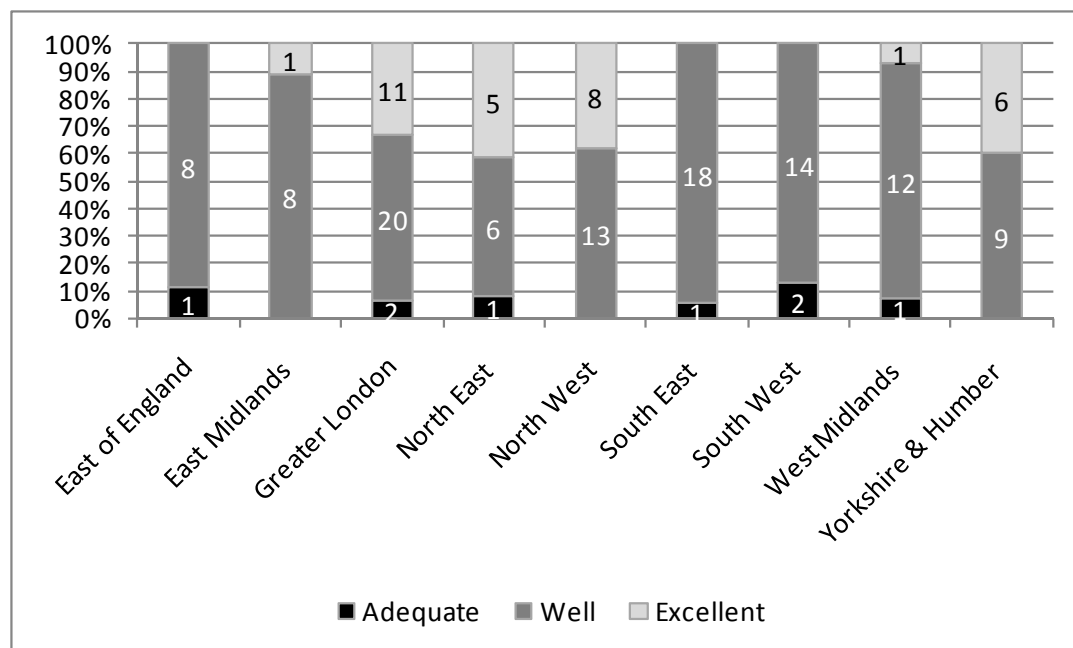
In 2009 140 (94 per cent) of the 148 local authorities CQC assessed were rated as performing well or excellently:

- 32 were rated as performing excellently
- 108 were rated as performing well
- 8 were rated as performing adequately.

No authorities were rated as performing poorly.

The pattern of performance was broadly similar across all authority types. 'Excellent' ratings were concentrated in London and the three northern regions.

**Figure 6: Social care services for adults scores by region**



## National indicator set

The single set of National Indicators (NIS) came in to effect from April 2008. It covers services delivered by local authorities alone and in partnership with other organisations like health services and the police.

At the time of launch there were 198 national indicators. In February 2009 ten were deleted and in April 2010 a further 18 indicators were removed from the NIS.

Authorities were free to select indicators based on their local priorities, although there were a dozen statutory education indicators. Latest available analysis of indicator selection (May 2009) shows:

- From the non-statutory indicators authorities have selected, on average, 31 indicators each.
- The proportion of indicators selected within each theme is broadly comparable with the exception of children and young people; the statutory indicators in this theme resulted in fewer optional indicators being selected by authorities.
- Within the 11 sub-themes, the pattern of selection was more varied reflecting local priorities.

Rather than attempt to include analysis of the sector's performance against all indicators we will focus on the most frequently selected indicators. The data cover a wide variety of reporting periods which include calendar years, financial years, quarterly and monthly, so our analysis will be based on the most recently published data for each indicator.

**Table 1: Top 20 national indicators selected, May 2009**

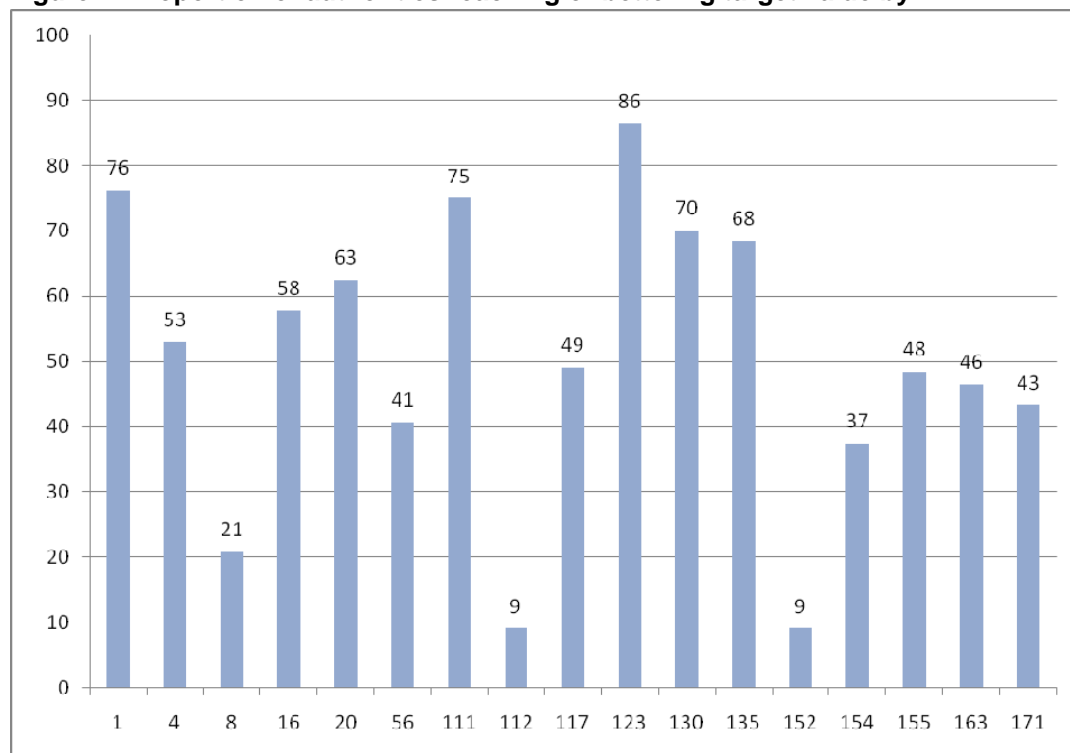
Rank	NI	Indicator
1	117	16 to 18 year olds who are not in education, employment or training (NEET)
2	112	Under 18 conception rate
2	154	Net additional homes provided
4	155	Number of affordable homes delivered (gross)
5	56	Obesity among primary school age children in Year 6
5	186	Per capita reduction in CO2 emissions in the LA area
7	16	Serious acquisitive crime rate
8	163	Proportion of population aged 19-64 for males and 19-59 for females qualified to at least Level 2 or higher
9	123	Stopping smoking
10	120	All-age all cause mortality rate
11	4	% of people who feel they can influence decisions in their locality
12	1	% of people who believe people from different backgrounds get on well together in their local area
12	30	Re-offending rate of prolific and other priority offenders
12	130	Social Care clients receiving Self Directed Support per 100,000 population
15	20	Assault with injury crime rate
16	8	Adult participation in sport and active recreation
17	135	Carers receiving needs assessment or review and a specific carer's service, or advice and information
18	32	Repeat incidents of domestic violence
19	171	New business registration rate
20	111	First time entrants to the Youth Justice System aged 10 - 17
20	152	Working age people on out of work benefits

The following section summarises the data contained in Table 2: Analysis of NIS at a local and national level (see page 13). A further breakdown of the data is available at a regional level on request.

*Locally selected analysis*

- At a individual authority level the proportion of authorities that reached or exceeded their target value varied significantly (Figure 7):
  - Over four-fifths of authorities achieved their target for NI 123 (stopping smoking)
  - Around three-quarters of authorities achieved their target for NI 1, 111, 130, 135
  - Around three-fifths of authorities achieved their target for NI 16, 20
  - Around half of authorities achieved their target for NI 4, 117, 155, 163 and 171
  - Between one-fifth and two-fifths of authorities achieved their target for NI 8, 56 and 154
  - Less than 10 per cent of authorities achieved their target for NI 112, 152 (teenage conception: out of work benefits)
  
- For those authorities selecting an indicator for targeting, the average achieved value bettered the average target for 11 of the 17 indicators analysed. The indicators were NI: 1, 4, 16, 20, 56, 123, 130, 135, 154, 155 and 163.

**Figure 7: Proportion of authorities reaching or bettering target value by NI**



### National analysis

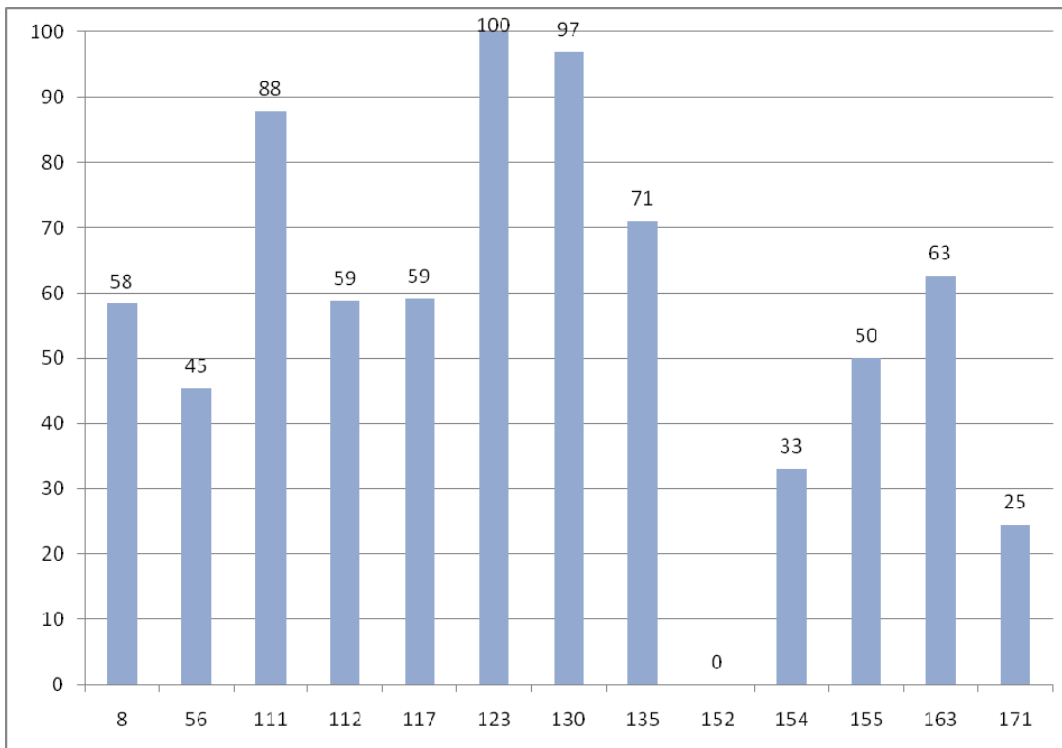
For the majority of indicators reviewed here, results are available for all authorities irrespective of whether they had selected a particular indicator. In the summary that follows, we compare average performance for all authorities against the average targets set by those authorities that selected the indicator (as these serve as the best proxies for national targets).

- Of the 17 indicators analysed, the all-authority average achieved value reached or exceeded the proxy target value for ten of the indicators. The indicators were NIs 1, 4, 16, 20, 56, 117, 123, 130, 135 and 163.
  - The difference between local selector and all-authority performance is that at all-authority level the sector would have exceeded the target for NI 117 but failed to reach the target for NI 154 and 155.

Where it was possible to look at improvement in performance across more than one reporting period there was wide variation across indicators in terms of the proportion of authorities that showed improvement:

- Less than half of authorities recorded an improvement in NI 56, 154 and 171
- Three-fifths of authorities recorded improvement in NI 8, 112, 117, 163
- Nearly all authorities recorded improvement in NI 123 and 130

**Figure 8: Proportion of authorities improving performance over the last reporting period by NI**



**Table 2: Analysis of NIS at a local and national level**

NI	Indicator	Locally selected data*				National data#		
		Base no. of LAs	Average target value^	Average achieved value^	% LAs reaching or exceeding target value	Base no. of LAs	Average achieved value	% LAs improving over the latest reporting period~
1	% of people who believe people from different backgrounds get on well together in their local area	21	74.5	74.9	76	151	75.3	
4	% of people who feel they can influence decisions in their locality	17	29.1	30.3	53	151	29.4	
8	Adult participation in sport and active recreation	72	22.3	20.8	21	346	22.1	58
16	Serious acquisitive crime rate	90	22.2	21.9	58	142	19.3	
20	Assault with injury crime rate	32	8.8	8.5	63	143	7.7	
56	Obesity among primary school age children in Year 6	91	19.3	19.1	41	141	18.9	45
111	First time entrants to the Youth Justice System aged 10 - 17	56	1469	1513	75	141	1563	88
112	Under 18 conception rate	99	-25.5	-11.1	9	148	-12.7	59
117	16 to 18 year olds who are not in education, employment or training (NEET)	108	7.1	7.3	49	142	6.9	59
123	Stopping smoking	81	936	1210	86	152	1131	100
130	Social Care clients receiving Self Directed Support per 100,000 population	40	270	279	70	133	292	97
135	Carers receiving needs assessment or review and a specific carer's service, or advice and information	73	22.1	22.8	68	142	22.8	71
152	Working age people on out of work benefits	66	12.5	13.9	9	142	13.7	0
154	Net additional homes provided	99	1215	690	37	314	495	33
155	Number of affordable homes delivered (gross)	95	337	273	48	316	165	50
163	Proportion of population aged 19-64 for males and 19-59 for females qualified to at least Level 2 or higher	84	59.8	68.2	46	142	69.2	63
171	New business registration rate	60	73.3	49.9	43	351	64.9	25

\* This analysis is based on a selection of authorities where data were available for both target values and achieved values.

# This analysis is based on all available data irrespective of whether the authority had chosen the indicator.

~ Improvement is calculated where data are available for more than one reporting period and it simply shows whether there was improvement over the two periods, it does not show whether the target value was achieved in both periods.

^ Data cover a wide variety of reporting periods which include calendar years, financial years, quarters and months and may differ between the target period and the reporting period. Where this is the case nearest reporting periods have been used for the comparison.