LONDON
COUNCILS

Analysis of London performance for the first set of metrics published by the Office for Local Government (Oflog)

London Councils' Improvement Team

18 July 2023

Introduction

This slide pack displays London borough performance for the first set of Oflog metrics published in July 2023.

The charts cover 21 metrics across four themes: Adult Social Care; Waste Management; Adult Skills; and Finance. For each of the themes, a contextual summary for London has been provided.

The slides are designed to help boroughs understand the relative position of their borough on each metric using the data presented through the Oflog Data Explorer.

All data for comparators are medians. For the finance measures ‘All authorities' is the median of Unitary, Metropolitan and London Boroughs only. Some data was not available in published sources (e.g. ASC measures for Hackney and Lewisham).

On the notes section of the slide for each metric chart, the definition and source data for the metric has been provided.

The charts are not designed to make any judgements on good or performance.

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First set of Oflog metrics

New measures not in the draft list

Adult Social Care

No	Metric
1	Quality of life of people who use LA services
2	Quality of life of carers
3	Proportion of people who received short-term services during the year – who previously were not receiving services – where no further request was made for ongoing support
4	Proportion of people who use services who have found it easy to find information about services and/or support
5	Proportion of carers who use services who have found it easy to find information about services and/or support
6	Proportion of requests for support to the LA which result in a service multiplied by the number of requests per 100,000 population.
7	Staff turnover in the workforce

Waste

No	Metric
1	Proportion of household waste sent for recycling.
2	Residual (i.e., non-recycled) waste per household (KG per hh)
3	Contamination rate of recycling

Adult skills

No	Metric
1	19+ FE and Skills Achievements per 100,000 population – incl. apprenticeships
2	19+ FE and Skills Achievements per 100,000 population – excl. apprenticeships
3	Proportion of the adult population aged 16-64 with level 3+ qualification

Finance

No	Metric
1	Reserves as a percentage of Net Revenue Expenditure
2	Reserves as a percentage of service spend
3	Total Core Spending Power per dwelling
4	Level of Band D council tax rates
5	Council tax revenue per dwelling
6	Social care spend as % of Core Spending Power
7	Debt servicing as % of Core Spending Power
8	Total debt as % of Core Spending Power

Analysis of first set of Oflog metrics for London compared with other authority types, regions and Core Cities

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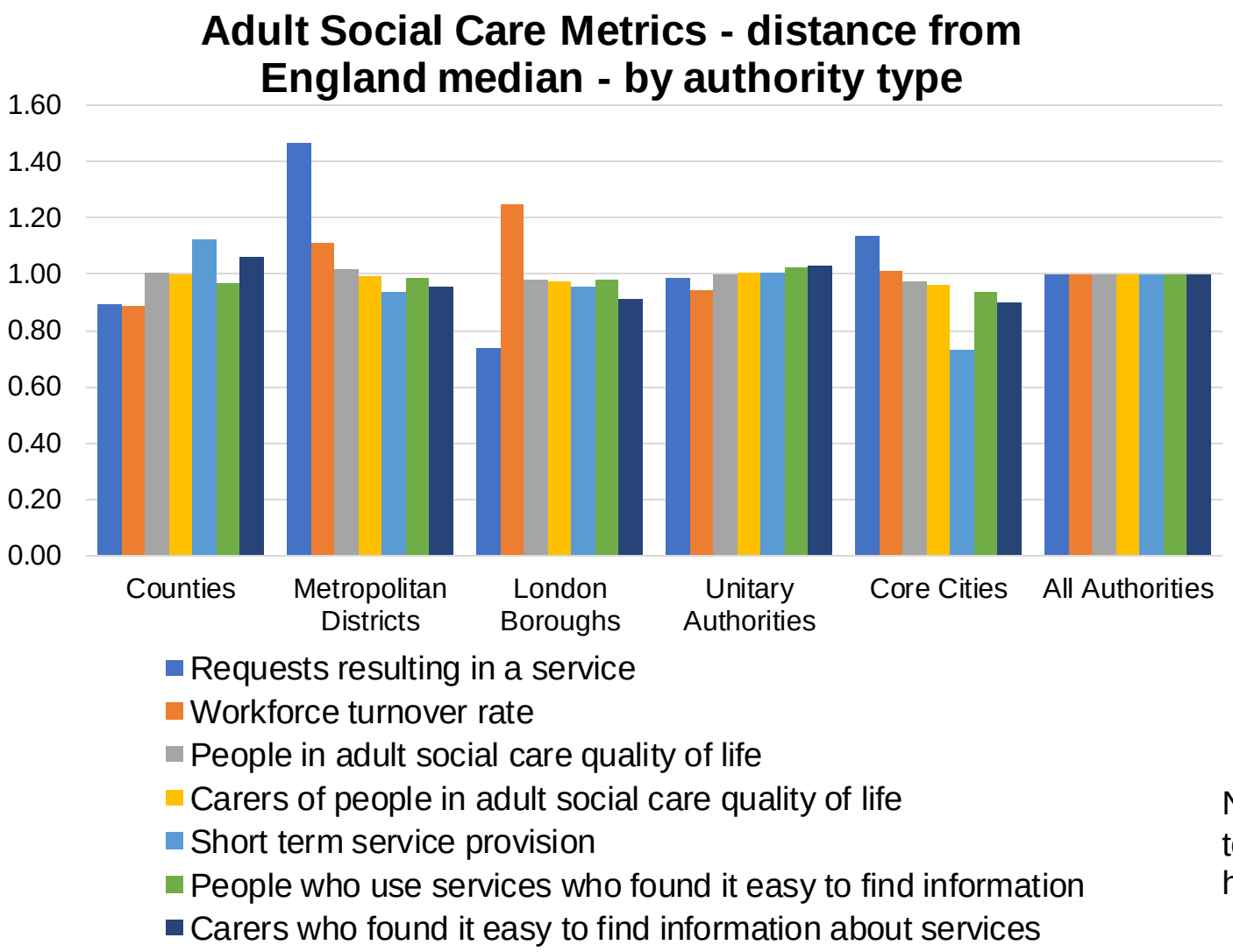
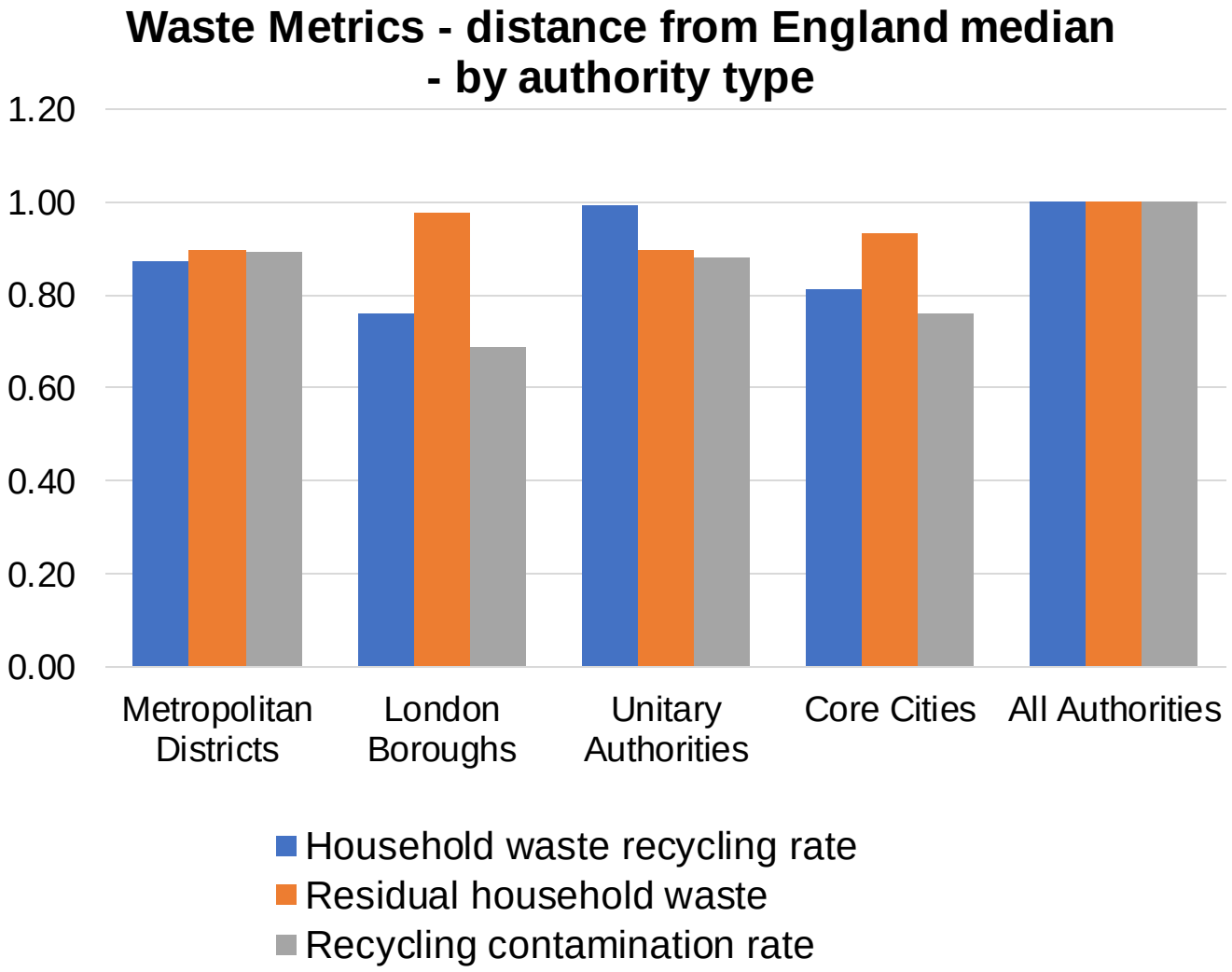
Adult Social Care metrics



- London borough average (median) performance is worse than the England average on all measures except workforce turnover
- However, compared with Core Cities - London performs *better* on all bar one metric (Requests resulting in a service)
- Workforce turnover in London is the lowest in the country, but this masks some local contextual issues e.g. London has the highest *vacancy* rate of all regions and the lowest permanent starter rate

Note – all metrics have been standardised with regard to the England median and the same polarity i.e. the higher the number the better the performance

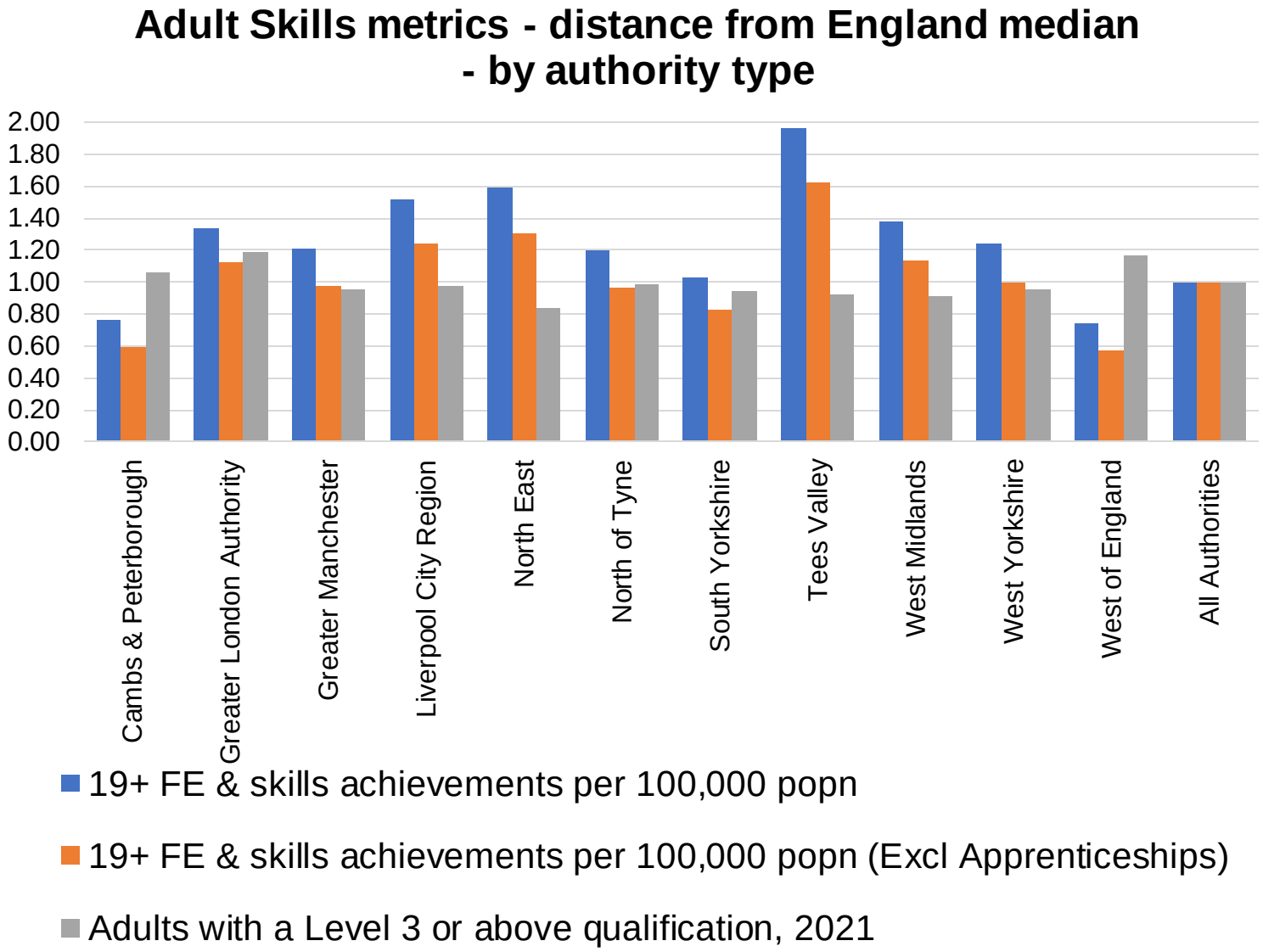
Waste metrics



- London borough average (median) performance is worse than the England average on both recycling measures (HH recycling rate and recycling contamination rate), and worse than the average across the 9 Core Cities
- But Residual household waste (waste that was intended for recycling but could not be recycled) is closer to the England average and slightly lower on average in London than other authority types

Note – all metrics have been standardised with regard to the England median and the same polarity i.e. the higher the number the better the performance

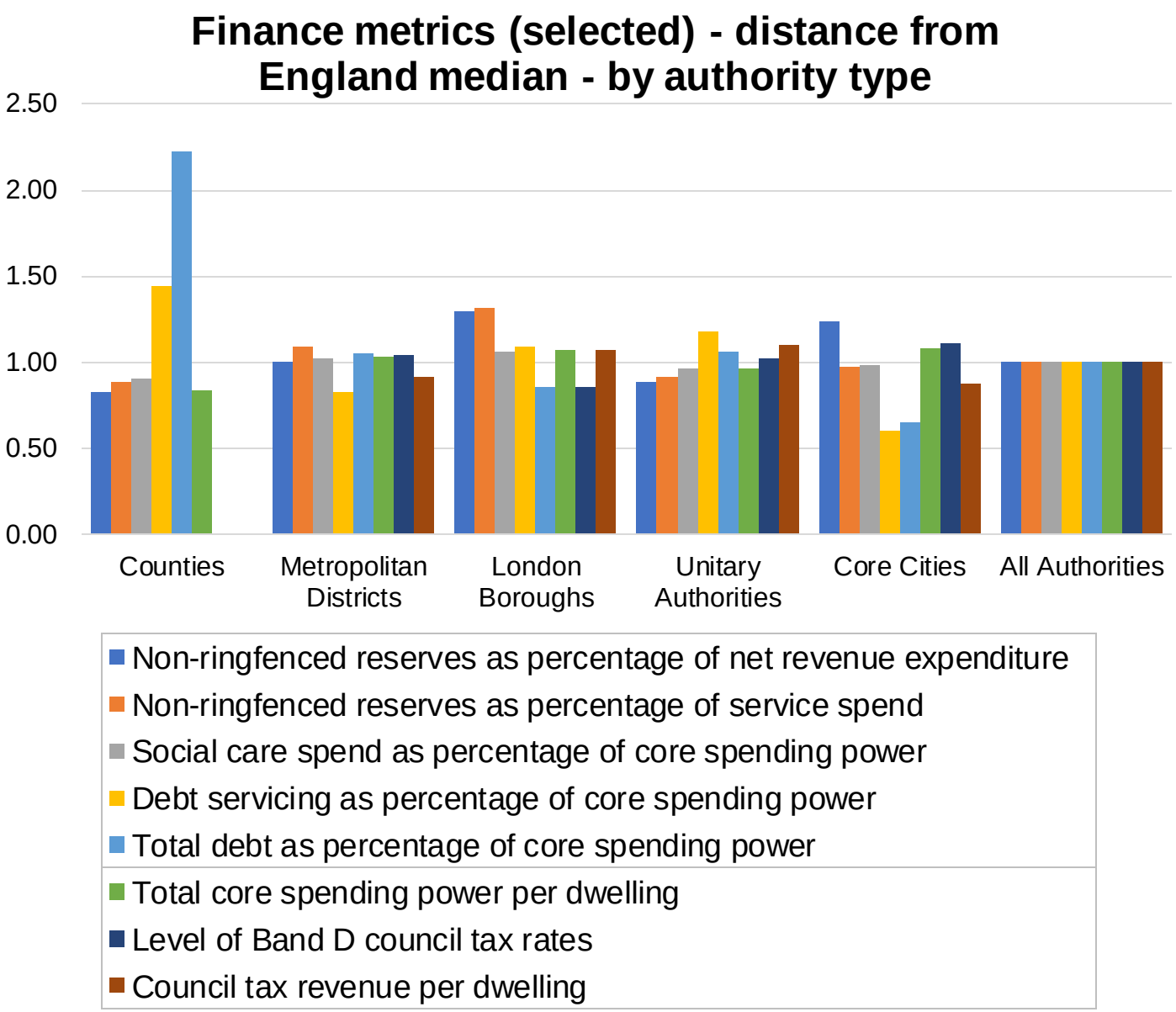
Adult Skills metrics



- London performs well on average compared with other MCA areas on adult skills metrics
- London has the highest rate of Adults with a Level 3+ qualification compared to other Mayoral Combined Authorities
- Further Education achievements are also higher than average, but three MCAs perform better than London across these two metrics

Note – all metrics have been standardised with regard to the England median and the same polarity i.e. the higher the number the better the performance

Finance metrics



- Reserve levels are higher on average in London (but NB these use Net rather than gross spending)
- London has the lowest level of social care spend as % of CSP compared to other authority types
- Debt servicing as % of CSP is better than average, but boroughs have higher levels of total debt on average
- London boroughs' average CSP per dwelling is the highest of all authority types, but lower than Core Cities
- London's Council tax band D rates are lower on average than across England
- But CT revenue per dwelling is higher than average

Note – the first 5 metrics have been standardised with regard to the England median and the same polarity i.e. the higher the number the better the performance. For the 3 financial context measures, figures above 1 simply mean a higher number for that metric.

Analysis of proposed Oflog metrics across London boroughs

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Adult Social Care metrics

No	Metric
1	Quality of life of people who use LA services
2	Quality of life of carers
3	Proportion of people who received short-term services during the year – who previously were not receiving services – where no further request was made for ongoing support
4	Proportion of people who use services who have found it easy to find information about services and/or support
5	Proportion of carers who use services who have found it easy to find information about services and/or support
6	Proportion of requests for support to the LA which result in a service multiplied by the number of requests per 100,000 population.
7	Staff turnover in the workforce

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Adult Social Care metrics - context

A new CQC led inspection regime for ASC will be launched this year. The framework involves the collection of evidence against six categories, including people's experiences, feedback from staff/leaders, processes and outcomes of care. It is unclear how the Oflog metrics will add to the depth of understanding about the experience of care in a LA area given CQC has explicitly named people's experience and outcomes of care as evidence to be considered. Without the wider contextual data that CQC will consider, the Oflog metrics might provide an overly simplistic and unhelpful view of provision between councils.

Hospital pressures and delayed discharges have been central in the government's agenda for NHS and ASC funding throughout last winter. It is unclear if Government is taking a new approach to its priorities for ASC through Oflog, and if so. how it intends to fund improvements in this area.

London remains a region with very significant inequalities in terms of income, health and life expectancy which will have an impact on a measure that reflects the experiences of people who may be receiving care services. Accessing good/secure employment and the affordability of accommodation is likely to be an issue for people who are caring for someone as well as holding down a job.

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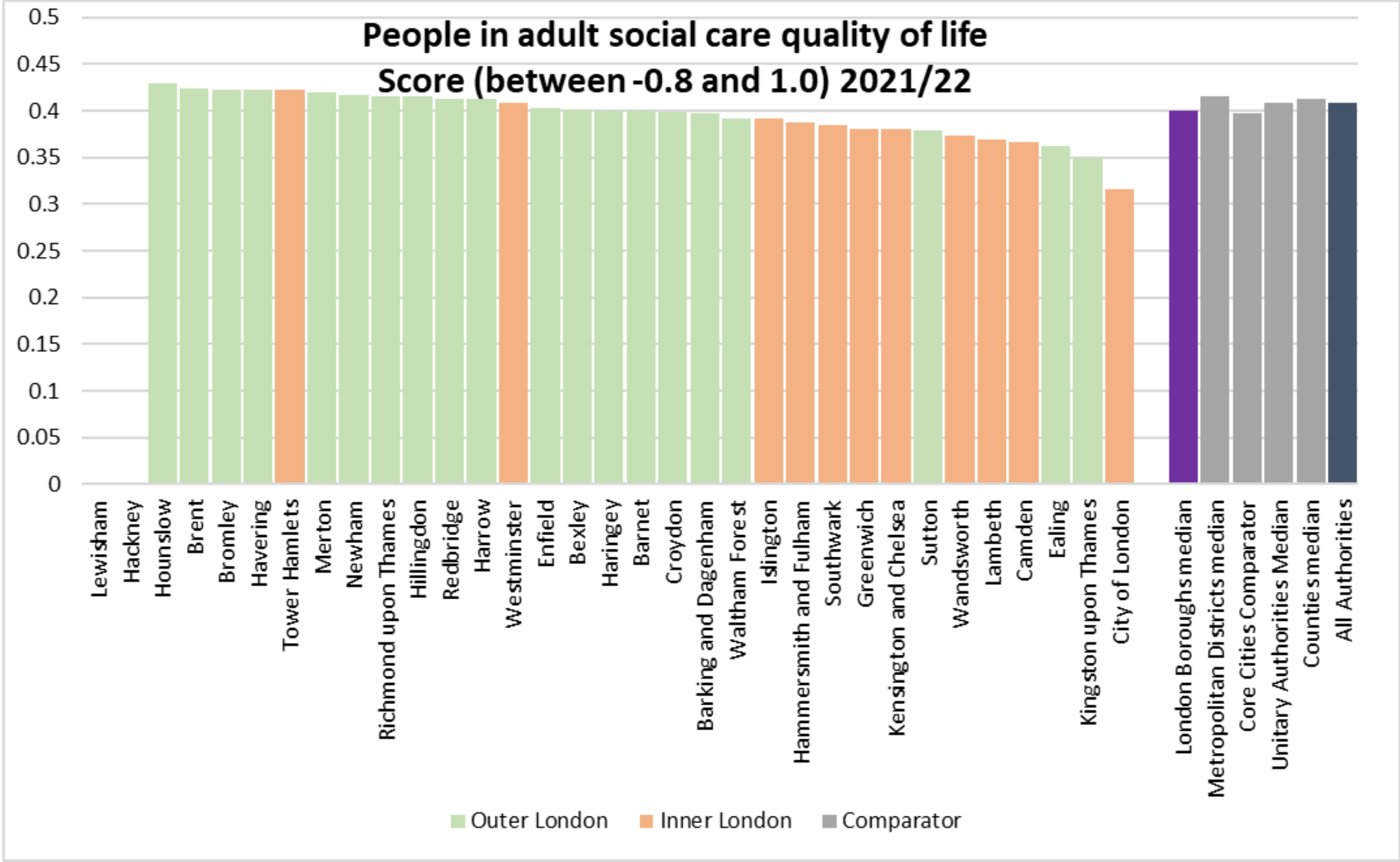
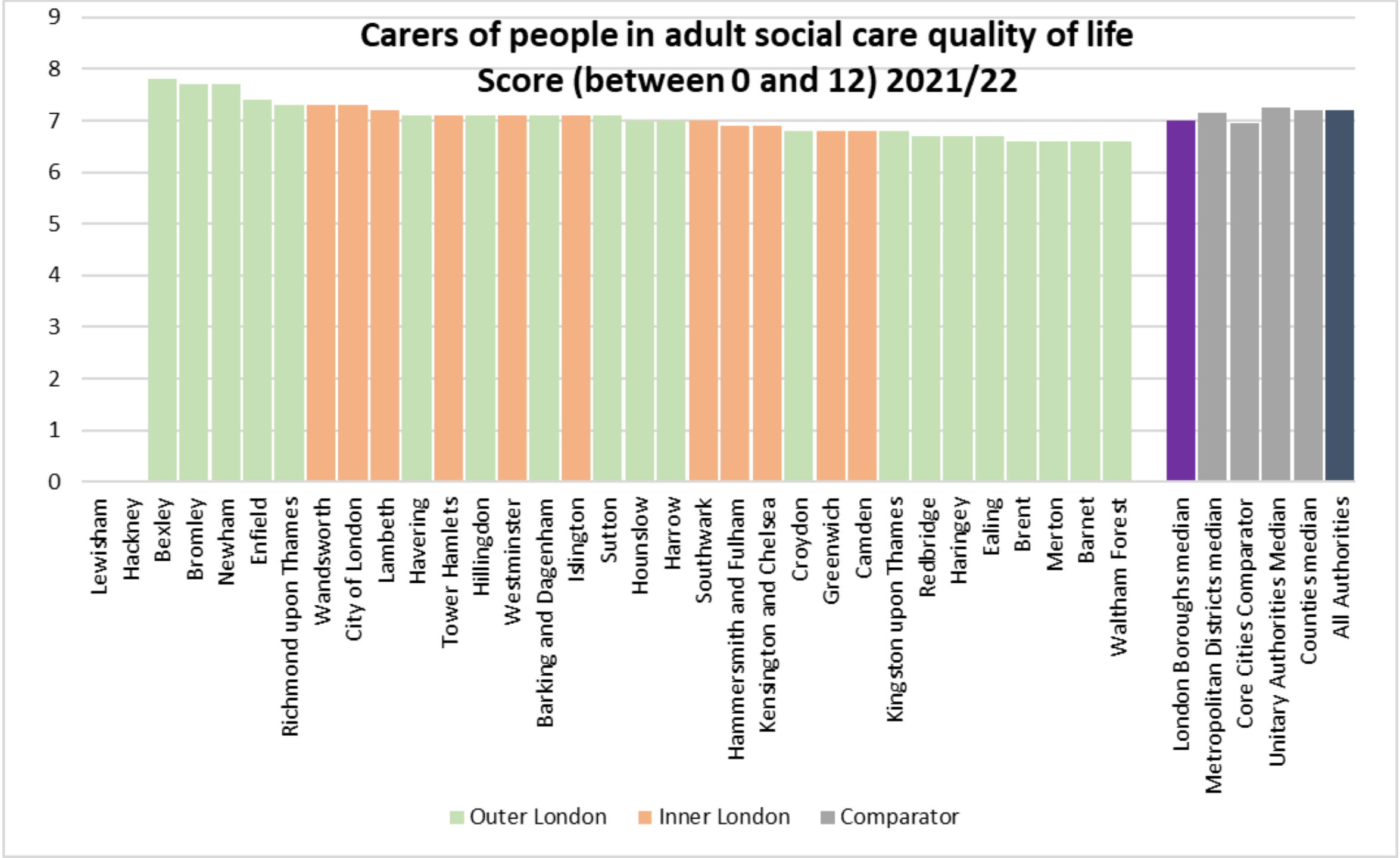

People in adult social care quality of life Score (between -0.8 and 1.0) 2021/22
0.5
0.45
0.4
0.35
0.3
0.25
0.2
0.15
0.1
0.05
0
Lewisham
Hackney
Hounslow
Brent
Bromley
Havering
Tower Hamlets
Merton
Newham
Richmond upon Thames
Hillingdon
Redbridge
Harrow
Westminster
Enfield
Bexley
Haringey
Barnet
Croydon
Barking and Dagenham
Waltham Forest
Islington
Hammersmith and Fulham
Southwark
Greenwich
Kensington and Chelsea
Sutton
Wandsworth
Lambeth
Camden
Ealing
Kingston upon Thames
City of London
London Boroughs median
Metropolitan Districts median
Core Cities Comparator
Unitary Authorities Median
Counties median
All Authorities
Outer London
Inner London
Comparator


Carers of people in adult social care quality of life
Score (between 0 and 12) 2021/22
9
8
7
6
5
4
3
2
1
0
Lewisham
Hackney
Bexley
Bromley
Newham
Enfield
Richmond upon Thames
Wandsworth
City of London
Lambeth
Havering
Tower Hamlets
Hillingdon
Westminster
Barking and Dagenham
Islington
Sutton
Hounslow
Harrow
Southwark
Hammersmith and Fulham
Kensington and Chelsea
Croydon
Greenwich
Camden
Kingston upon Thames
Redbridge
Haringey
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Brent
Merton
Barnet
Waltham Forest
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Outer London
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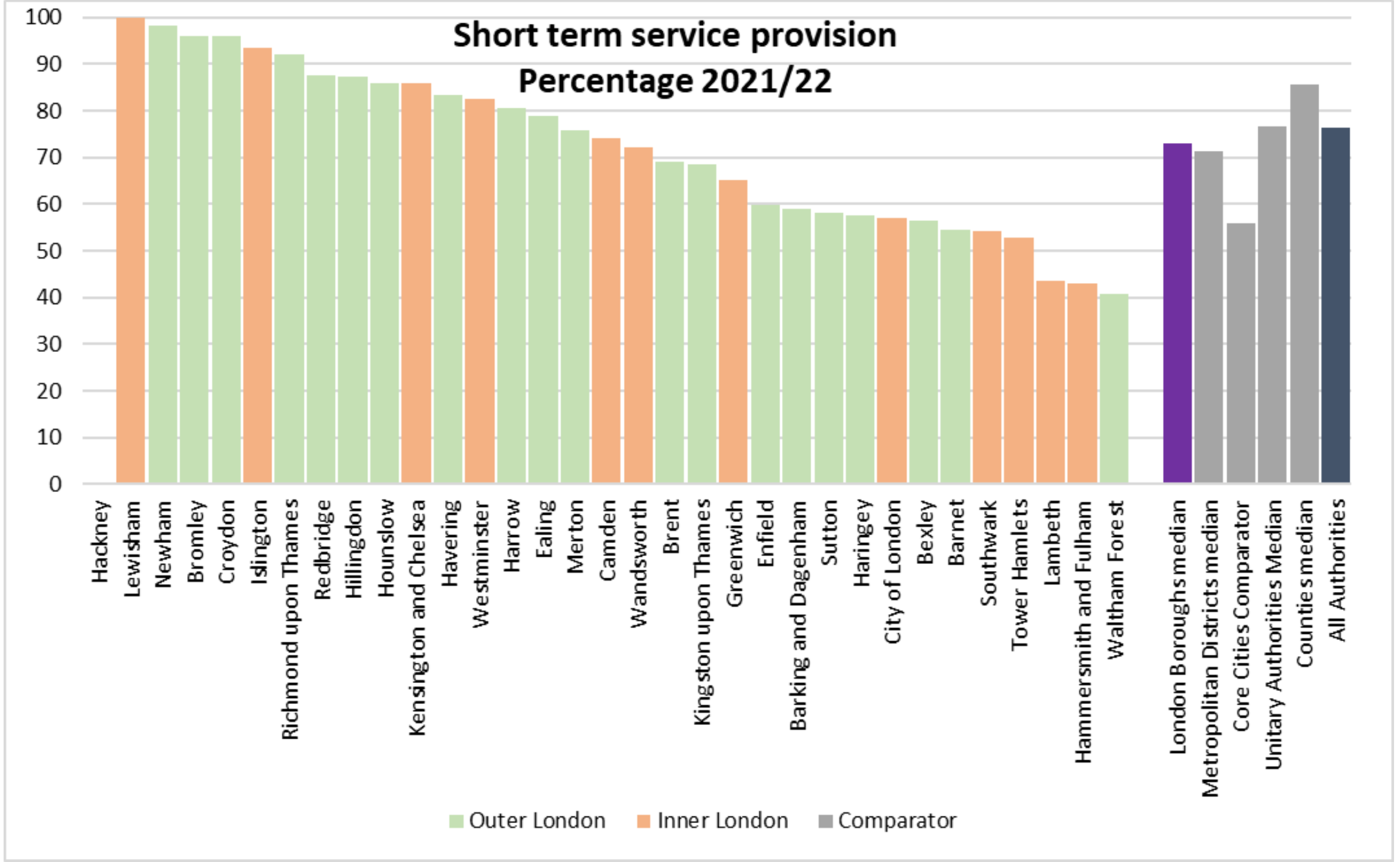
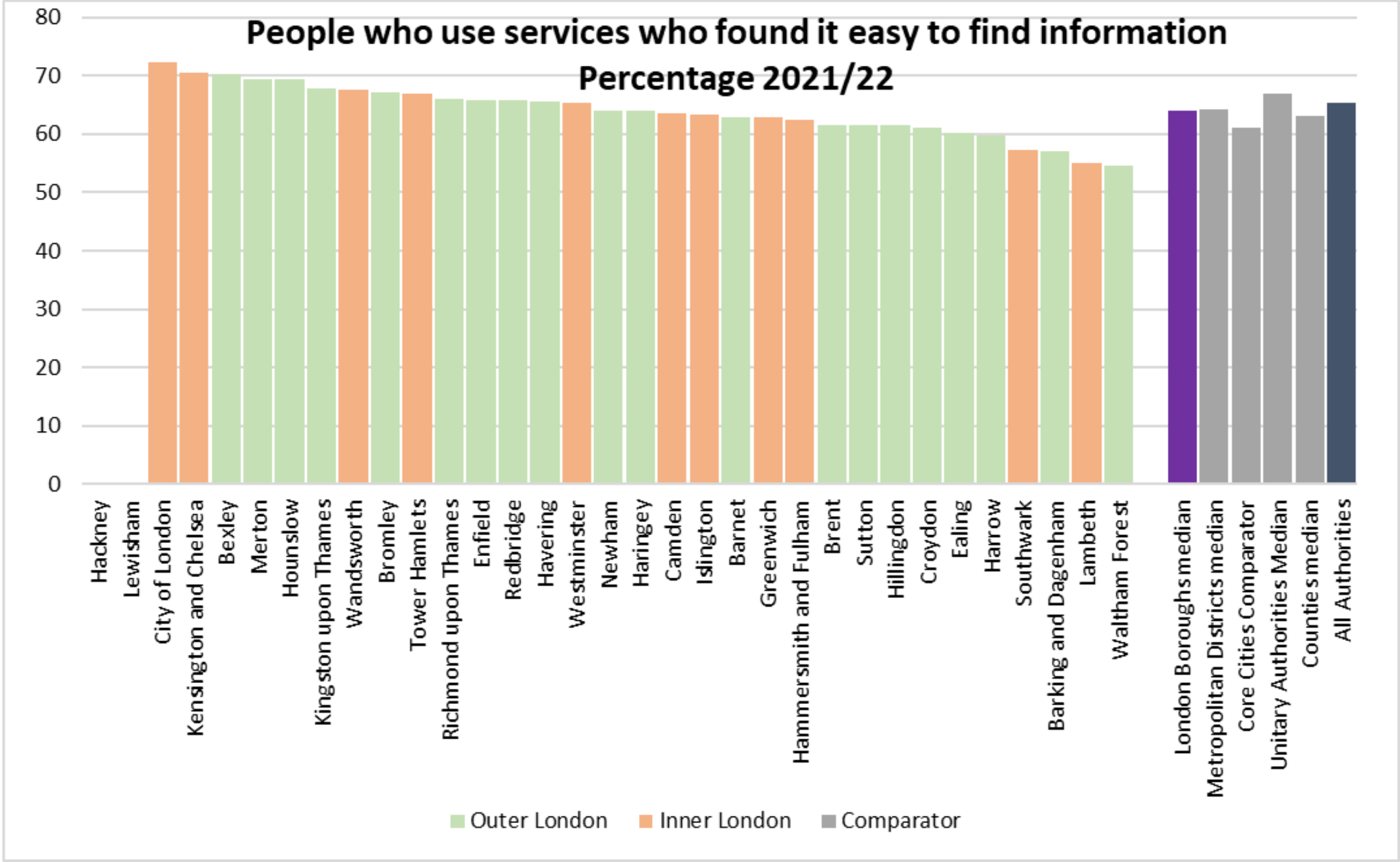
Comparator


Short term service provision
Percentage 2021/22
100
90
80
70
60
50
40
30
20
10
0
Hackney
Lewisham
Newham
Bromley
Croydon
Islington
Richmond upon Thames
Redbridge
Hillingdon
Hounslow
Kensington and Chelsea
Havering
Westminster
Harrow
Ealing
Merton
Camden
Wandsworth
Brent
Kingston upon Thames
Greenwich
Enfield
Barking and Dagenham
Sutton
Haringey
City of London
Bexley
Barnet
Southwark
Tower Hamlets
Lambeth
Hammersmith and Fulham
Waltham Forest
London Boroughs median
Metropolitan Districts median
Core Cities Comparator
Unitary Authorities Median
Counties median
All Authorities
Outer London
Inner London
Comparator


People who use services who found it easy to find information
Percentage 2021/22
80
70
60
50
40
30
20
10
0
Hackney
Lewisham
City of London
Kensington and Chelsea
Bexley
Merton
Hounslow
Kingston upon Thames
Wandsworth
Bromley
Tower Hamlets
Richmond upon Thames
Enfield
Redbridge
Havering
Westminster
Newham
Haringey
Camden
Islington
Barnet
Greenwich
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Hillingdon
Croydon
Ealing
Harrow
Southwark
Barking and Dagenham
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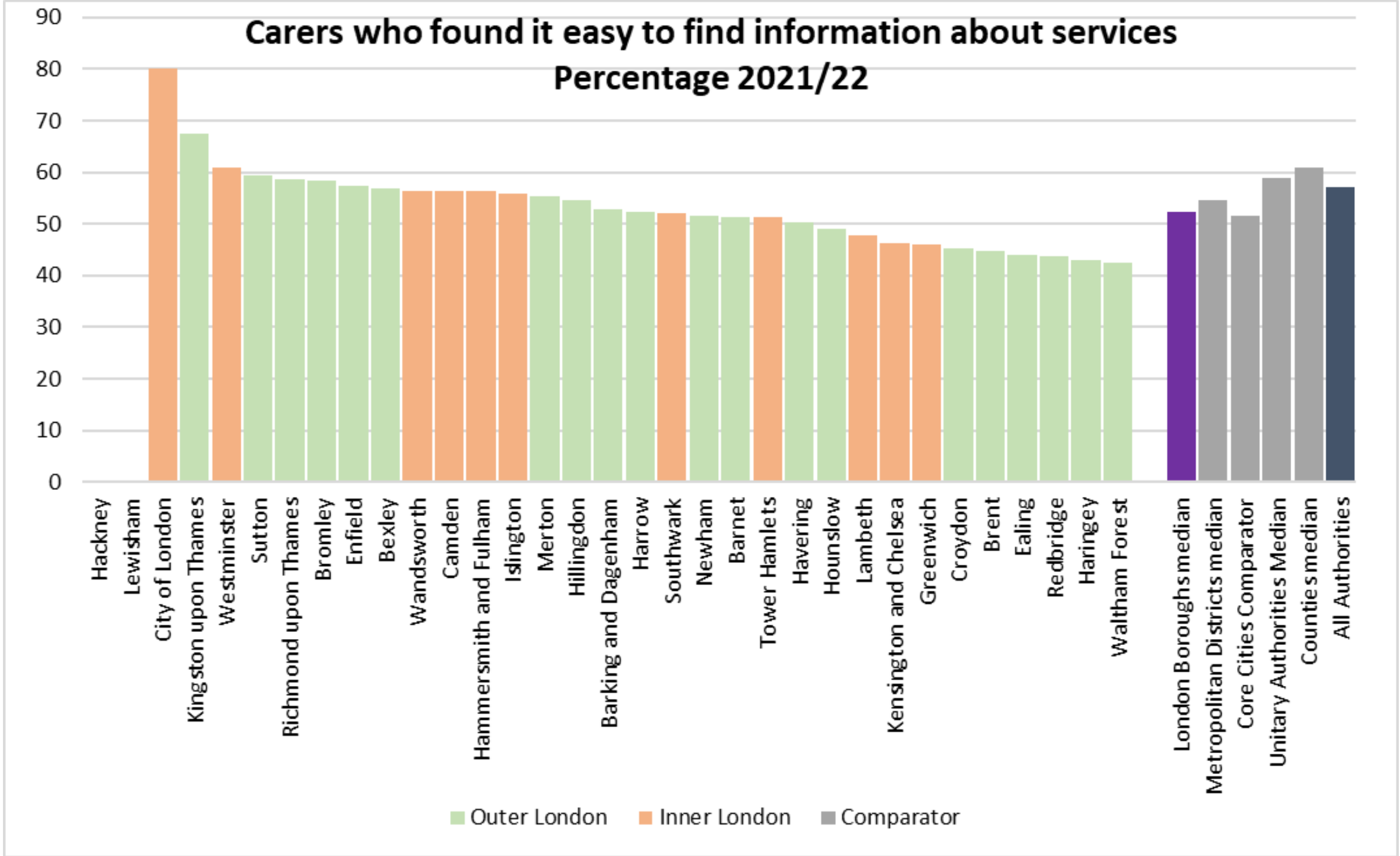
All Authorities
Outer London
Inner London
Comparator


Carers who found it easy to find information about services
Percentage 2021/22
90
80
70
60
50
40
30
20
10
0
Hackney
Lewisham
City of London
Kingston upon Thames
Westminster
Sutton
Richmond upon Thames
Bromley
Enfield
Bexley
Wandsworth
Camden
Hammersmith and Fulham
Islington
Merton
Hillingdon
Barking and Dagenham
Harrow
Southwark
Newham
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Havering
Hounslow
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Greenwich
Croydon
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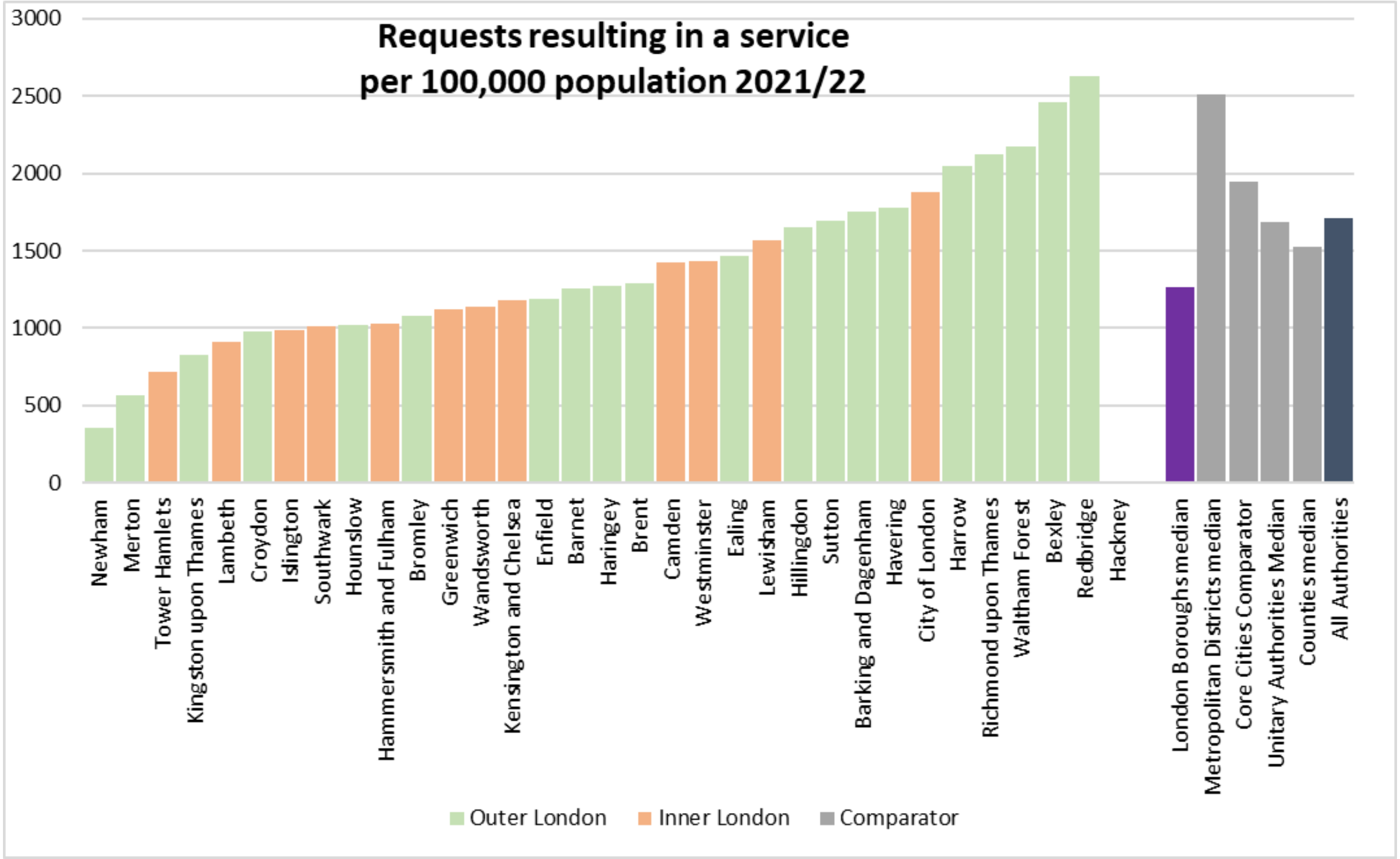
Requests resulting in a service per 100,000 population 2021/22
3000
2500
2000
1500
1000
500
0
Newham
Merton
Tower Hamlets
Kingston upon Thames
Lambeth
Croydon
Islington
Southwark
Hounslow
Hammersmith and Fulham
Bromley
Greenwich
Wandsworth
Kensington and Chelsea
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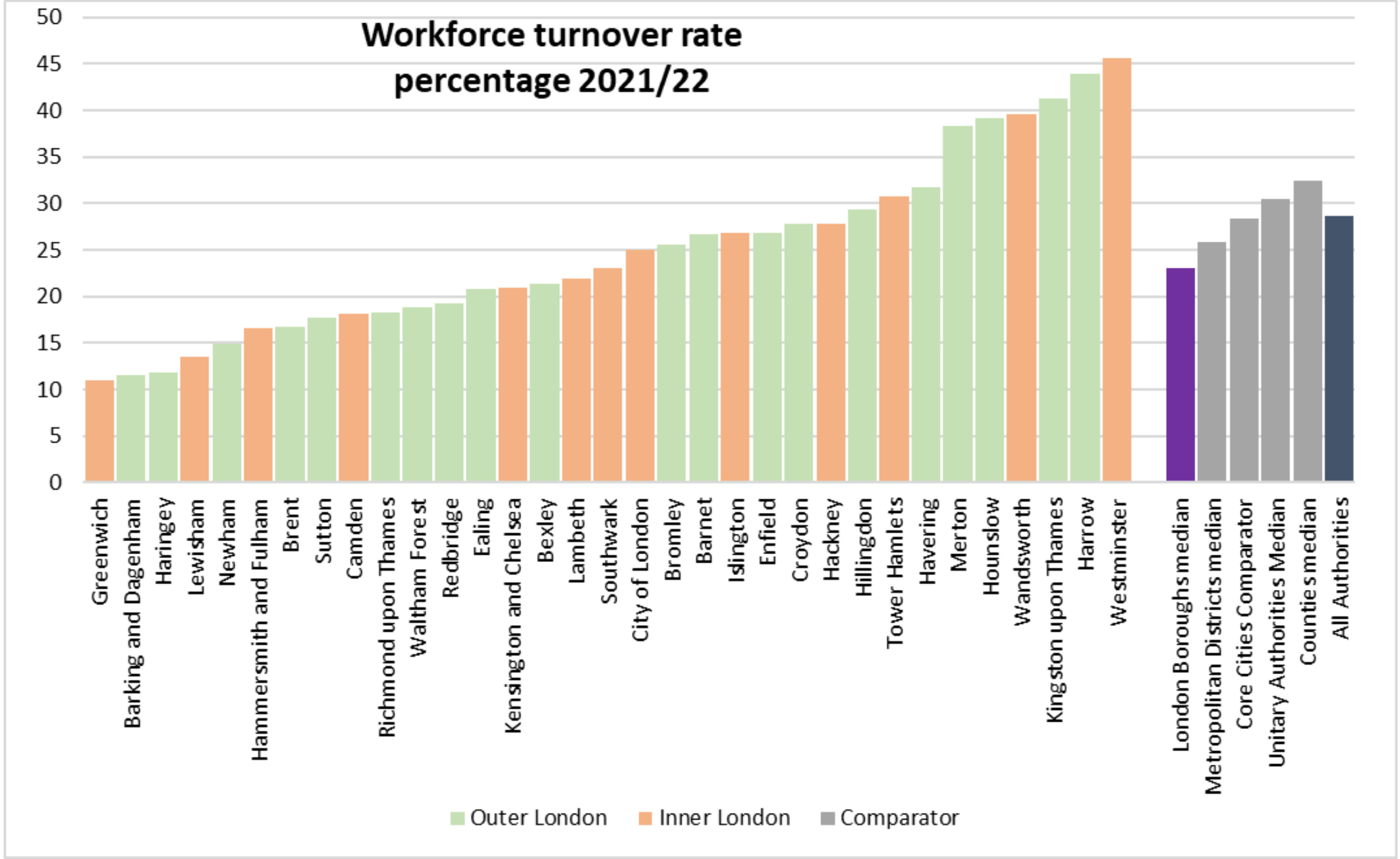
Workforce turnover rate percentage 2021/22
50
45
40
35
30
25
20
15
10
5
0
Greenwich
Barking and Dagenham
Haringey
Lewisham
Newham
Hammersmith and Fulham
Brent
Sutton
Camden
Richmond upon Thames
Waltham Forest
Redbridge
Ealing
Kensington and Chelsea
Bexley
Lambeth
Southwark
City of London
Bromley
Barnet
Islington
Enfield
Croydon
Hackney
Hillingdon
Tower Hamlets
Havering
Merton
Hounslow
Wandsworth
Kingston upon Thames
Harrow
Westminster
London Boroughs median
Metropolitan Districts median
Core Cities Comparator
Unitary Authorities Median
Counties median
All Authorities
Outer London
Inner London
Comparator

Waste metrics

No	Metric
1	Proportion of household waste sent for recycling.
2	Residual (i.e., non-recycled) waste per household (kilograms per household)
3	Contamination rate of recycling

Waste metrics - context

Waste contextual information provided by ReLondon

London represents the second largest region in terms of household waste collected - producing 13% of all England's waste.

London and other dense urban areas face some specific challenges to increasing recycling rates. WRAP's recycling tracker survey shows places with the following characteristics are more likely to dispose of items wrongly:

- **Renting**: London has the highest % rented privately or in the social rented sector (55%), the England average is 39%
- Higher levels of **deprivation:** a quarter of all the most deprived households in England (those that are deprived on all four dimensions in the 2021 Census) are in London
- **Flats/apartments** (especially with shared bins): in London in 2021, 54% lived in a flat, maisonette or apartment compared to 17% across the rest of England
- **Young adults**: Those aged 18-34 year olds are less likely to/be persuaded to, recycle (this age group represents 27% of London's population compared with 21% outside of London)
- **Garden waste:** recycling is 6% of total waste in London compared to 17% for England. So, recycling rates for dense urban environments are unlikely to ever reach kerbside levels.

If current capture rates are maintained, and the proportion of properties with a communal waste collection increases to 50% (up from the current estimate of 30%), London's recycling rate is predicted to fall to 29%.

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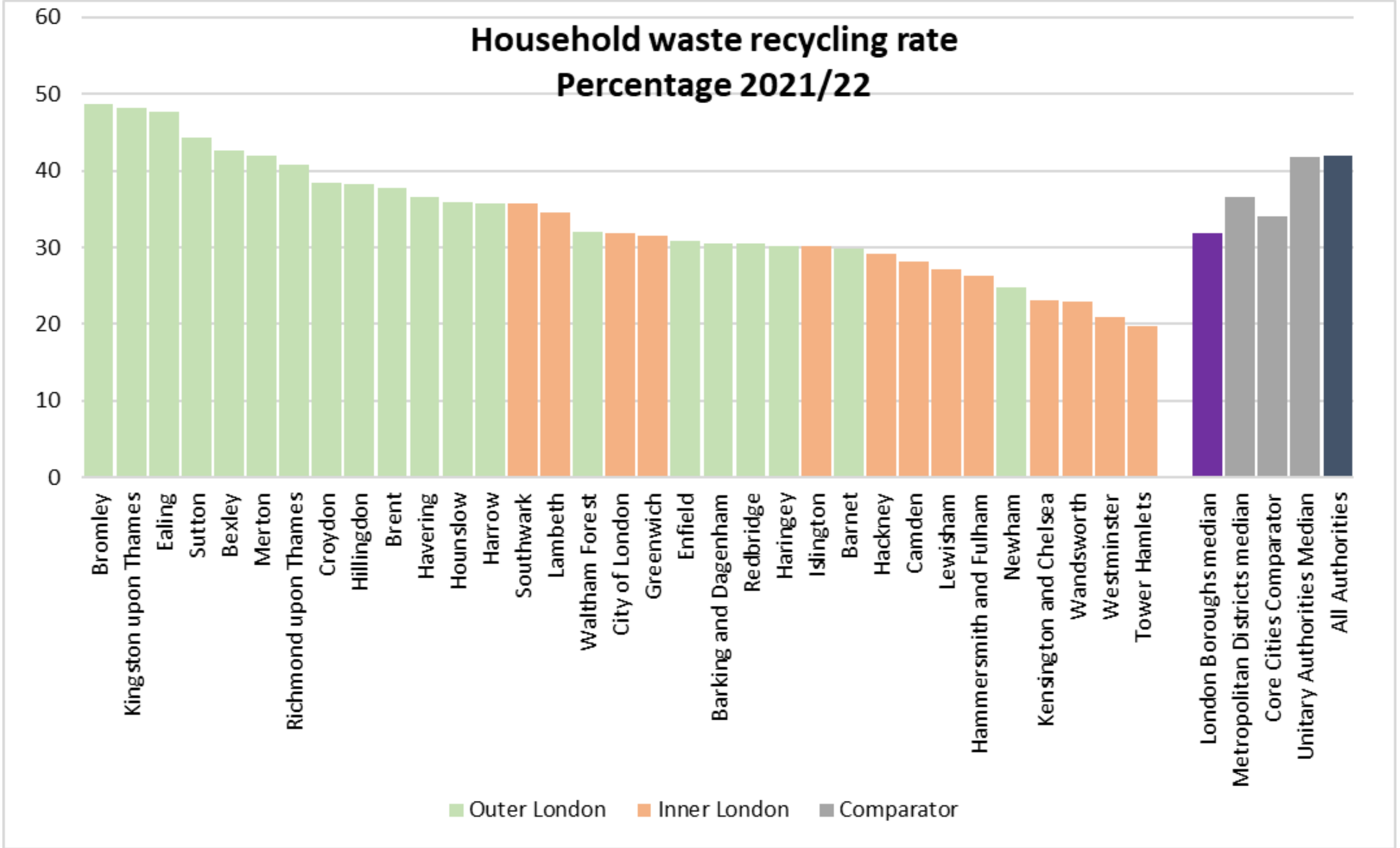
Household waste recycling rate
Percentage 2021/22
60
50
40
30
20
10
0
Bromley
Kingston upon Thames
Ealing
Sutton
Bexley
Merton
Richmond upon Thames
Croydon
Hillingdon
Brent
Havering
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Harrow
Southwark
Lambeth
Waltham Forest
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Greenwich
Enfield
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Redbridge
Haringey
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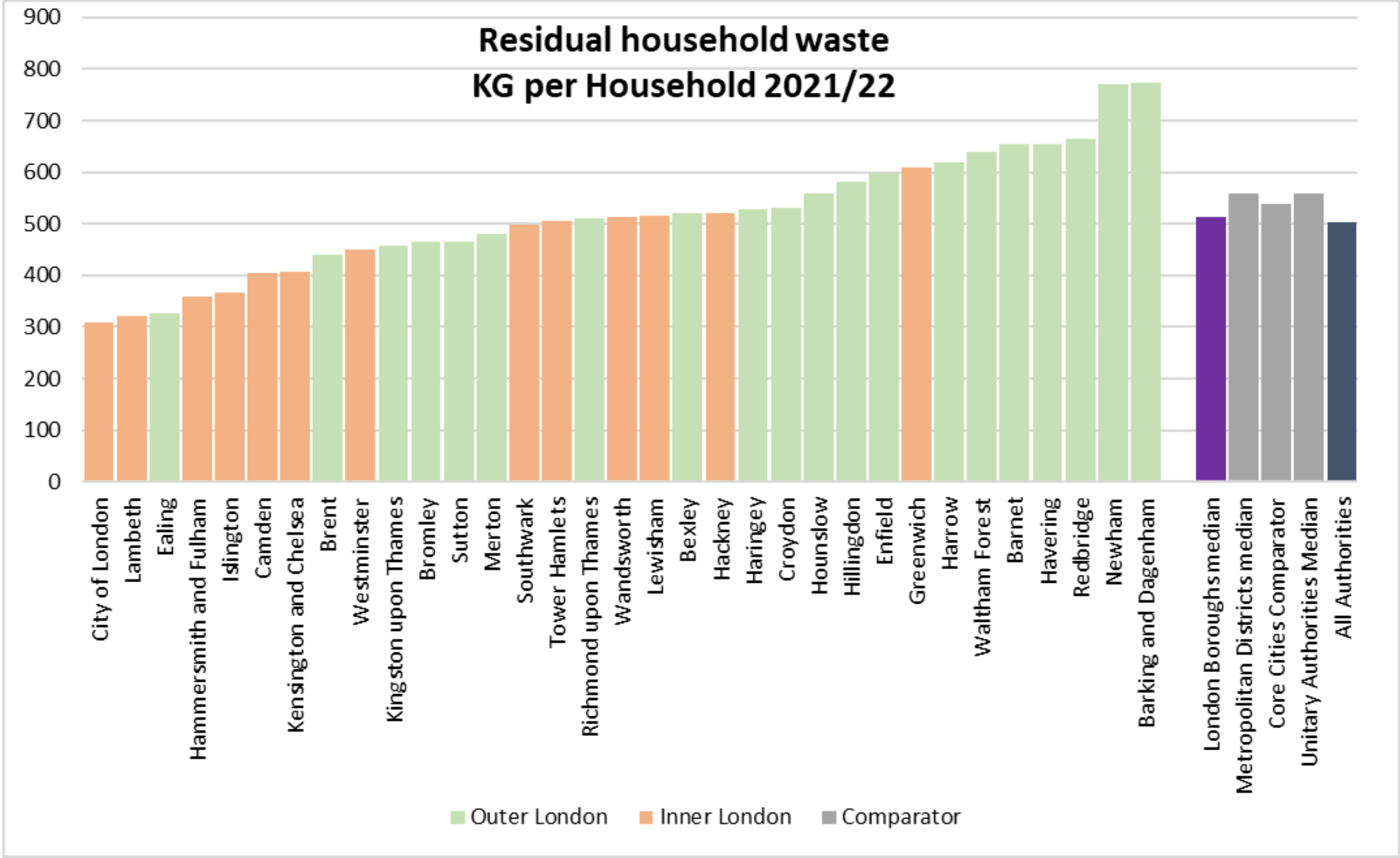
Residual household waste
KG per Household 2021/22
900
800
700
600
500
400
300
200
100
0
City of London
Lambeth
Ealing
Hammersmith and Fulham
Islington
Camden
Kensington and Chelsea
Brent
Westminster
Kingston upon Thames
Bromley
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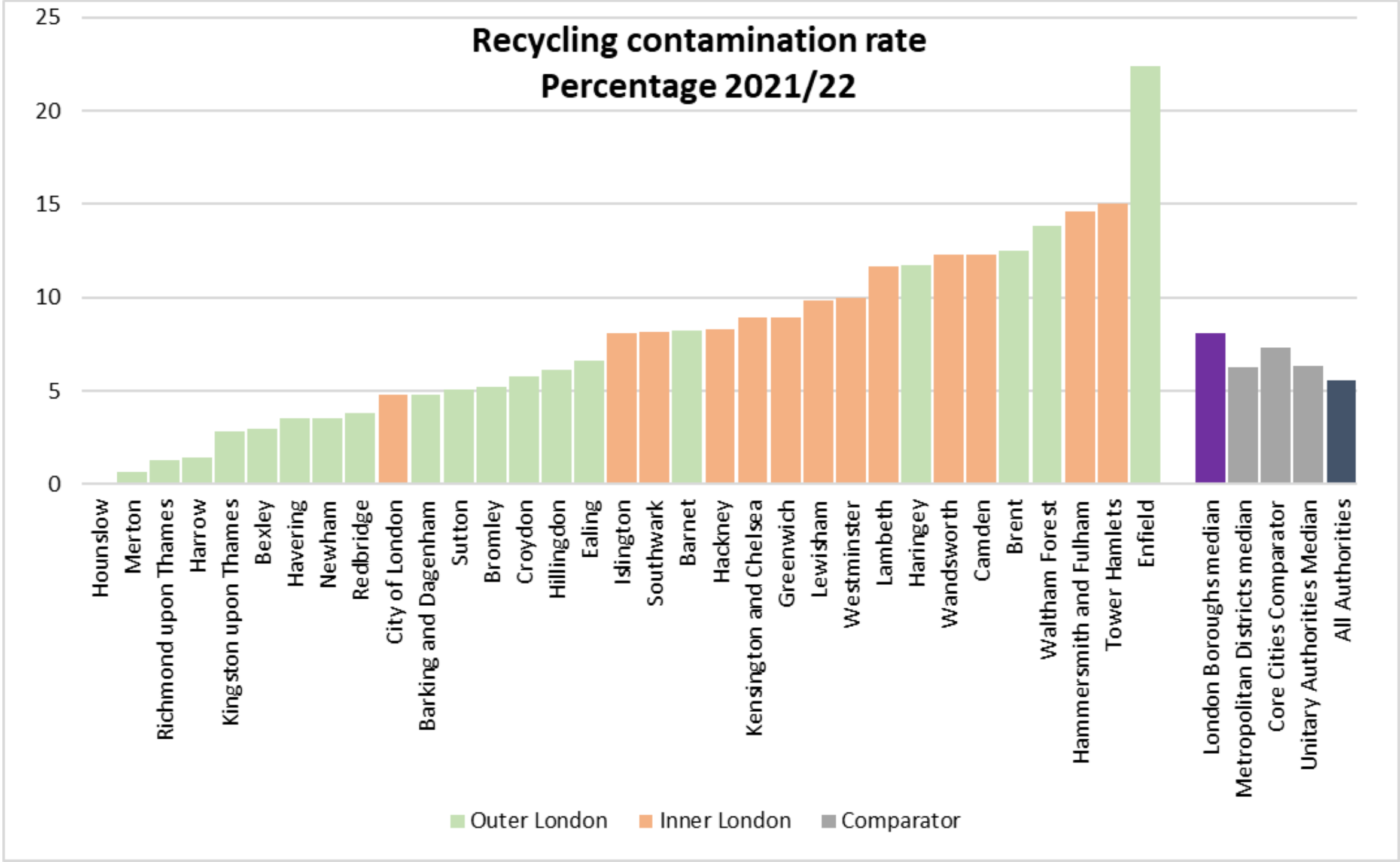
Recycling contamination rate
Percentage 2021/22
25
20
15
10
5
0
Hounslow
Merton
Richmond upon Thames
Harrow
Kingston upon Thames
Bexley
Havering
Newham
Redbridge
City of London
Barking and Dagenham
Sutton
Bromley
Croydon
Hillingdon
Ealing
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Southwark
Barnet
Hackney
Kensington and Chelsea
Greenwich
Lewisham
Westminster
Lambeth
Haringey
Wandsworth
Camden
Brent
Waltham Forest
Hammersmith and Fulham
Tower Hamlets
Enfield
London Boroughs median
Metropolitan Districts median
Core Cities Comparator
Unitary Authorities Median
All Authorities
Outer London
Inner London
Comparator

Adult Skills metrics

No	Metric
1	19+ FE and Skills Achievements per 100,000 population – incl. apprenticeships
2	19+ FE and Skills Achievements per 100,000 population – excl. apprenticeships
3	Proportion of the adult population aged 16-64 with level 3+ qualification

Adult skills metrics - context

Individual local authorities lack the direct levers to influence these indicators – London boroughs receive funding as Adult Community Education providers from the GLA and then deliver adult community learning locally. But they are often one of many providers – the bulk of the Adult Education Budget (AEB) goes to colleges, as well as some going to Independent Training Providers.

Whilst the GLA and combined authorities have a few more levers to influence qualifications levels (as they commission and set ruling rules for the AEB); again they are responsible for only a small part of the post-16 skills system. They (and boroughs) have no control over apprenticeship funding and policy; 16-18 provision or careers advice and guidance. These are key parts of the system that are not controlled by local government.

Likewise, measures such as the proportion of the population qualified to Level 3 and above is dependent on population change and demographics. London has consistently performed well on this measure because, as a global city, it attracts well qualified workers.

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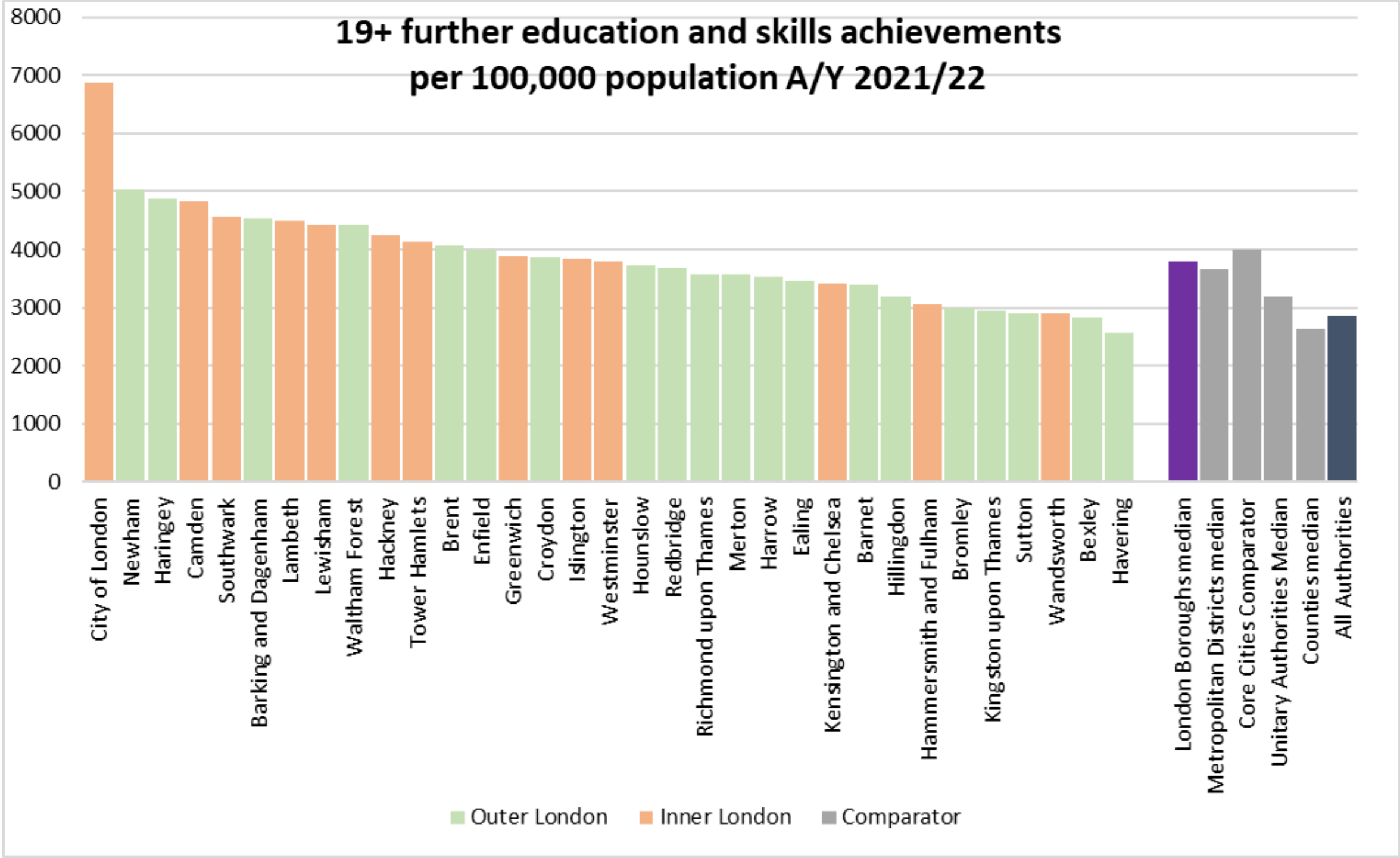
19+ further education and skills achievements per 100,000 population A/Y 2021/22
8000
7000
6000
5000
4000
3000
2000
1000
0
City of London
Newham
Haringey
Camden
Southwark
Barking and Dagenham
Lambeth
Lewisham
Waltham Forest
Hackney
Tower Hamlets
Brent
Enfield
Greenwich
Croydon
Islington
Westminster
Hounslow
Redbridge
Richmond upon Thames
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Harrow
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Hillingdon
Hammersmith and Fulham
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London Boroughs median
Metropolitan Districts median
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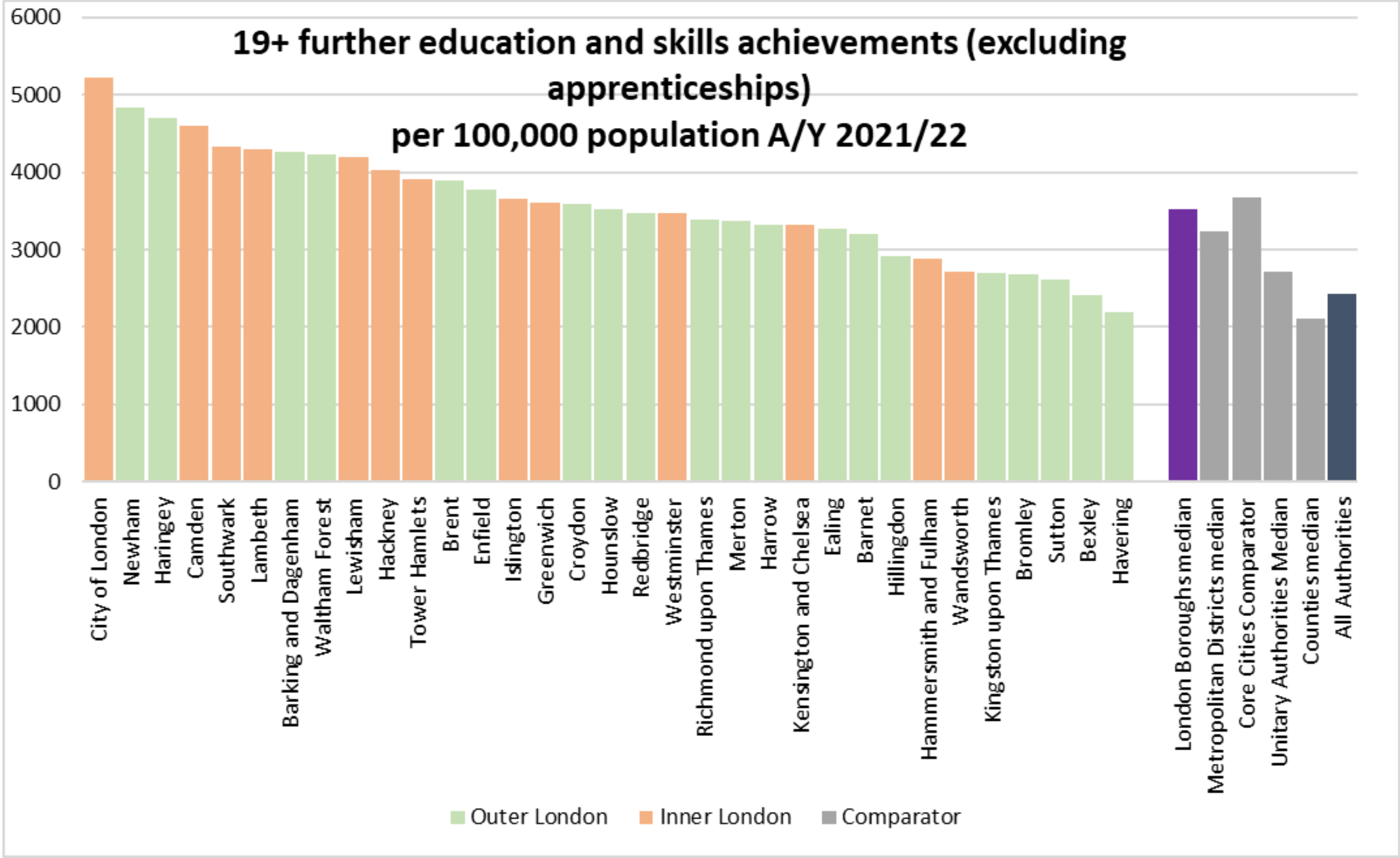
19+ further education and skills achievements (excluding apprenticeships)
per 100,000 population A/Y 2021/22
6000
5000
4000
3000
2000
1000
0
City of London
Newham
Haringey
Camden
Southwark
Lambeth
Barking and Dagenham
Waltham Forest
Lewisham
Hackney
Tower Hamlets
Brent
Enfield
Islington
Greenwich
Croydon
Hounslow
Redbridge
Westminster
Richmond upon Thames
Merton
Harrow
Kensington and Chelsea
Ealing
Barnet
Hillingdon
Hammersmith and Fulham
Wandsworth
Kingston upon Thames
Bromley
Sutton
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Havering
London Boroughs median
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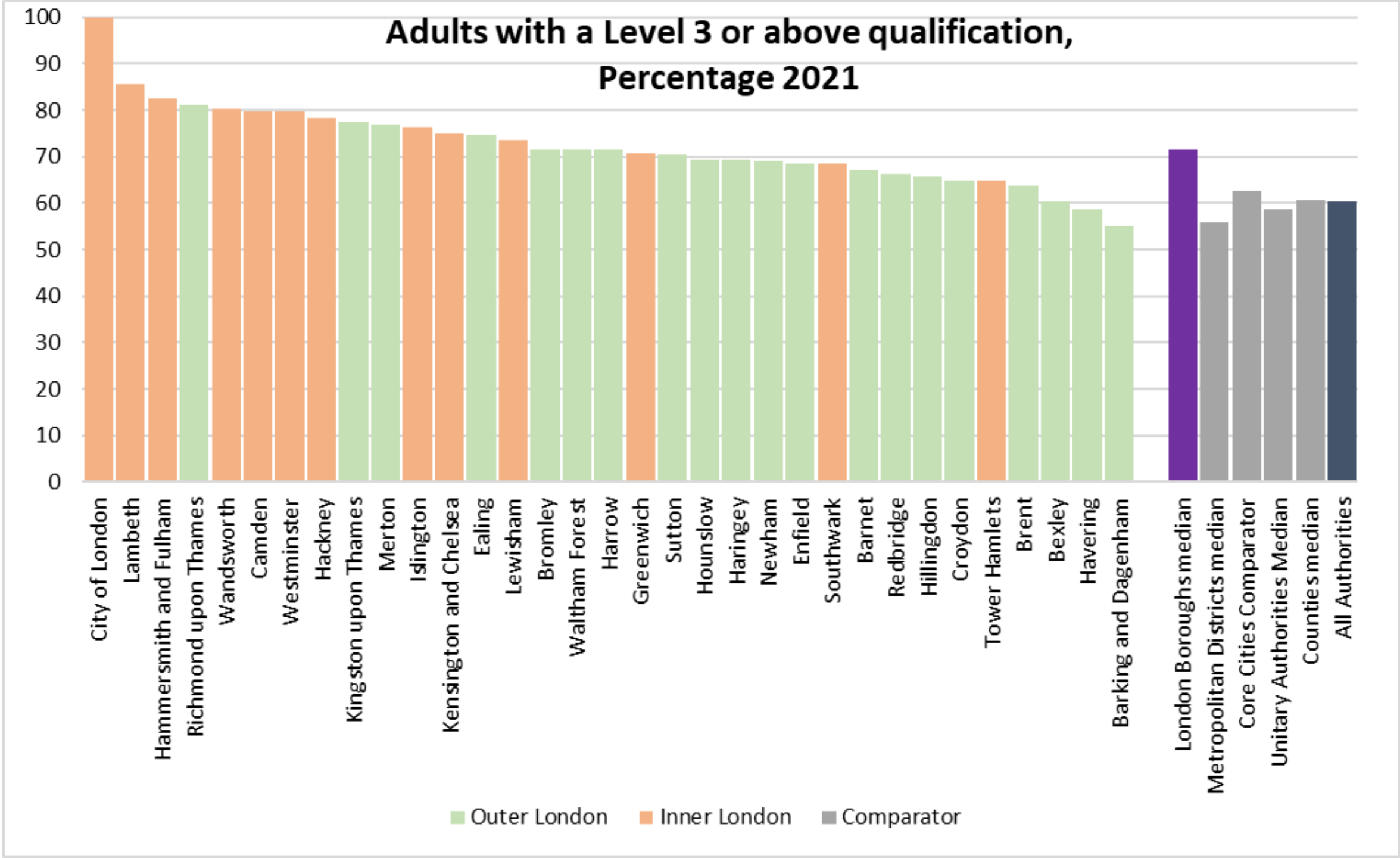
Comparator


Adults with a Level 3 or above qualification, Percentage 2021
100
90
80
70
60
50
40
30
20
10
0
City of London
Lambeth
Hammersmith and Fulham
Richmond upon Thames
Wandsworth
Camden
Westminster
Hackney
Kingston upon Thames
Merton
Islington
Kensington and Chelsea
Ealing
Lewisham
Bromley
Waltham Forest
Harrow
Greenwich
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Hounslow
Haringey
Newham
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Southwark
Barnet
Redbridge
Hillingdon
Croydon
Tower Hamlets
Brent
Bexley
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London Boroughs median
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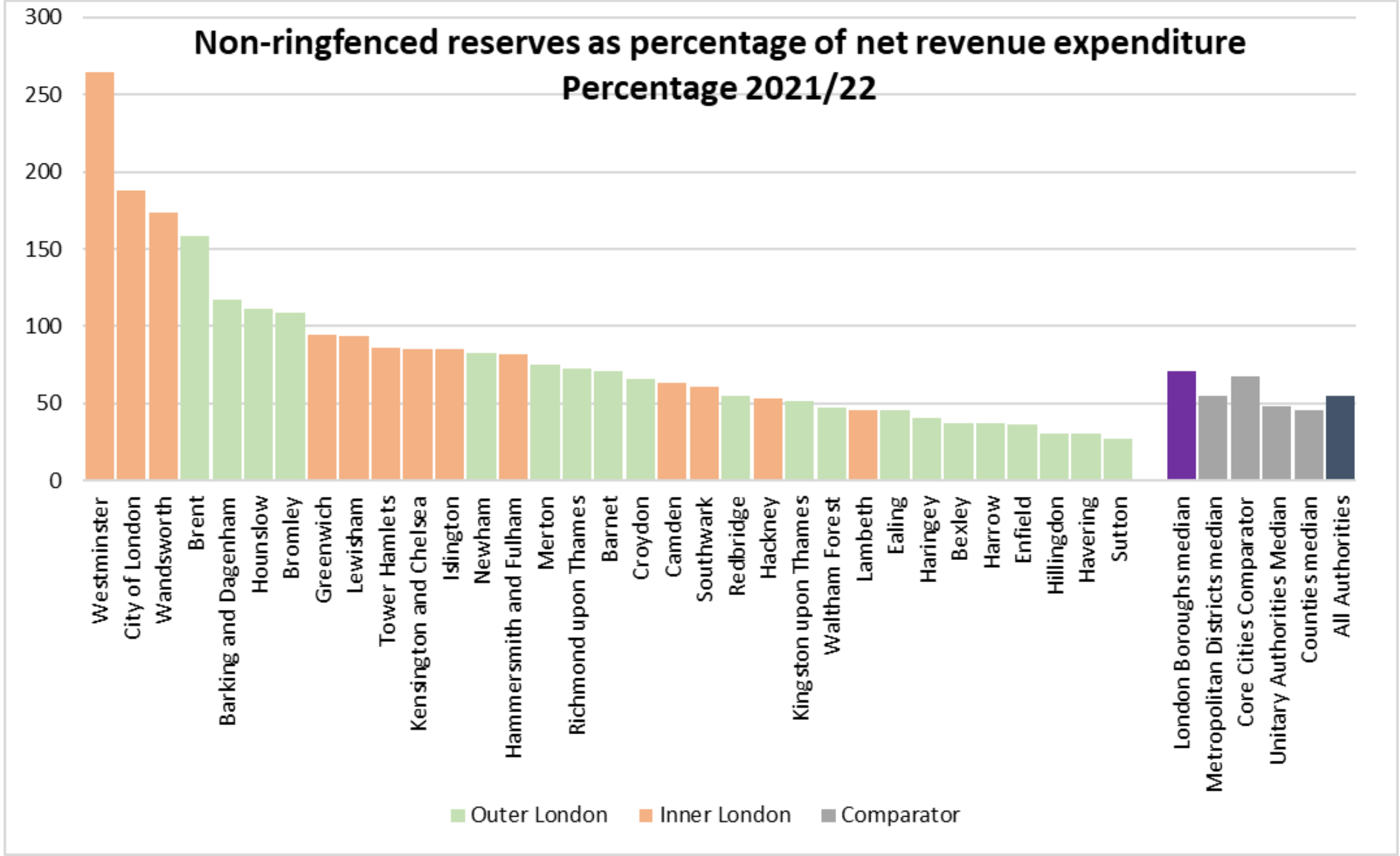
Outer London
Inner London
Comparator

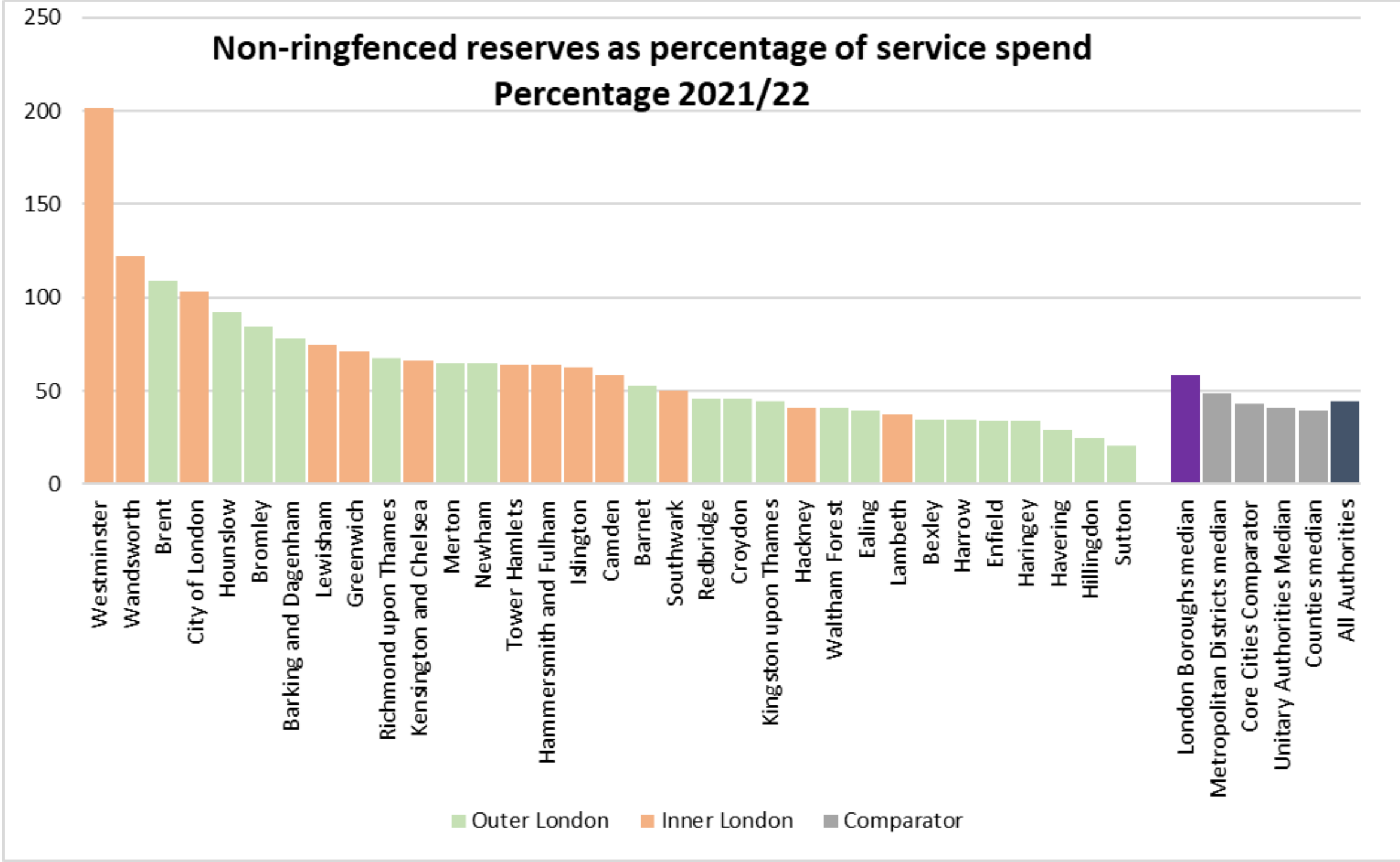
Finance metrics

No	Metric
1	Reserves as a percentage of Net Revenue Expenditure
2	Reserves as a percentage of service spend
3	Total Core Spending Power per dwelling
4	Level of Band D council tax rates
5	Council tax revenue per dwelling
6	Social care spend as % of Core Spending Power
7	Debt servicing as % of Core Spending Power
8	Total debt as % of Core Spending Power

Finance metrics analysis

- Financial reserve levels are a key measure of financial resilience. All councils are different and hold reserves for different reasons subject to their local context. For example, relating to capital programmes, regeneration projects and the different approaches to service delivery. They face different risks relating to their income profiles and the relative volatility of different funding streams.
- The two reserves measures use net current expenditure and an adjusted measure of service expenditure as the denominators to work out reserves as a % share of spending. Both are net of locally generated income including sales, fees & charges which London boroughs are more reliant on than other areas. Boroughs determine reserves levels based on the associated risks to their total (gross) budgets, which partly explain why reserves as a share of net spending appear higher for London boroughs compared with other areas. When compared as a share of gross spending, boroughs' reserves are around the England average.
- Debt levels, and councils' ability to finance debt, also have a relationship to financial resilience. London boroughs may have larger levels of total debt because of the high costs and scale and complexity of some regeneration projects in the capital.
- Social care has grown as a share of total spending for all authorities since 2010. As social care is a core statutory service driven to a large extent by local demographic demand, the greater the proportion of a council's budget goes towards social care the fewer levers it has to address other services. This measure, alongside others, may be an indicator of relative financial resilience.
- The other three measures are not related to financial resilience per se but are comparative funding measures. The level of Band D council tax rates in 2023-24 is, to a significant extent, dependent on historic decisions and circumstances which may have changed over the last 30 years since council tax was last revalued. Especially since 2011 when council tax was effectively capped by the introduction of referendum limits.
- Council tax revenue per dwelling shows the overall amount of council tax generated per chargeable dwelling. Rather than the band D charge, this measure takes some account of the number of dwellings in an area and their value.
- Core Spending Power does not represent all local government funding – for example it doesn't include public health or homelessness grants, and it also assumes all councils collect their target level of business rates (in reality most are above target but a few are below). The Core Spending Power per dwelling measure should therefore be viewed with a degree of caution as it doesn't show the full extent of resources available in each area.
- It is not obvious why measures of net revenue spending are used for the reserves measures, but Core Spending Power is used in the debt and social care measures.


Non-ringfenced reserves as percentage of net revenue expenditure
Percentage 2021/22
300
250
200
150
100
50
0
Westminster
City of London
Wandsworth
Brent
Barking and Dagenham
Hounslow
Bromley
Greenwich
Lewisham
Tower Hamlets
Kensington and Chelsea
Islington
Newham
Hammersmith and Fulham
Merton
Richmond upon Thames
Barnet
Croydon
Camden
Southwark
Redbridge
Hackney
Kingston upon Thames
Waltham Forest
Lambeth
Ealing
Haringey
Bexley
Harrow
Enfield
Hillingdon
Havering
Sutton
London Boroughs median
Metropolitan Districts median
Core Cities Comparator
Unitary Authorities Median
Counties median
All Authorities
Outer London
Inner London
Comparator


Non-ringfenced reserves as percentage of service spend
Percentage 2021/22
250
200
150
100
50
0
Westminster
Wandsworth
Brent
City of London
Hounslow
Bromley
Barking and Dagenham
Lewisham
Greenwich
Richmond upon Thames
Kensington and Chelsea
Merton
Newham
Tower Hamlets
Hammersmith and Fulham
Islington
Camden
Barnet
Southwark
Redbridge
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Ealing
Lambeth
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Harrow
Enfield
Haringey
Havering
Hillingdon
Sutton
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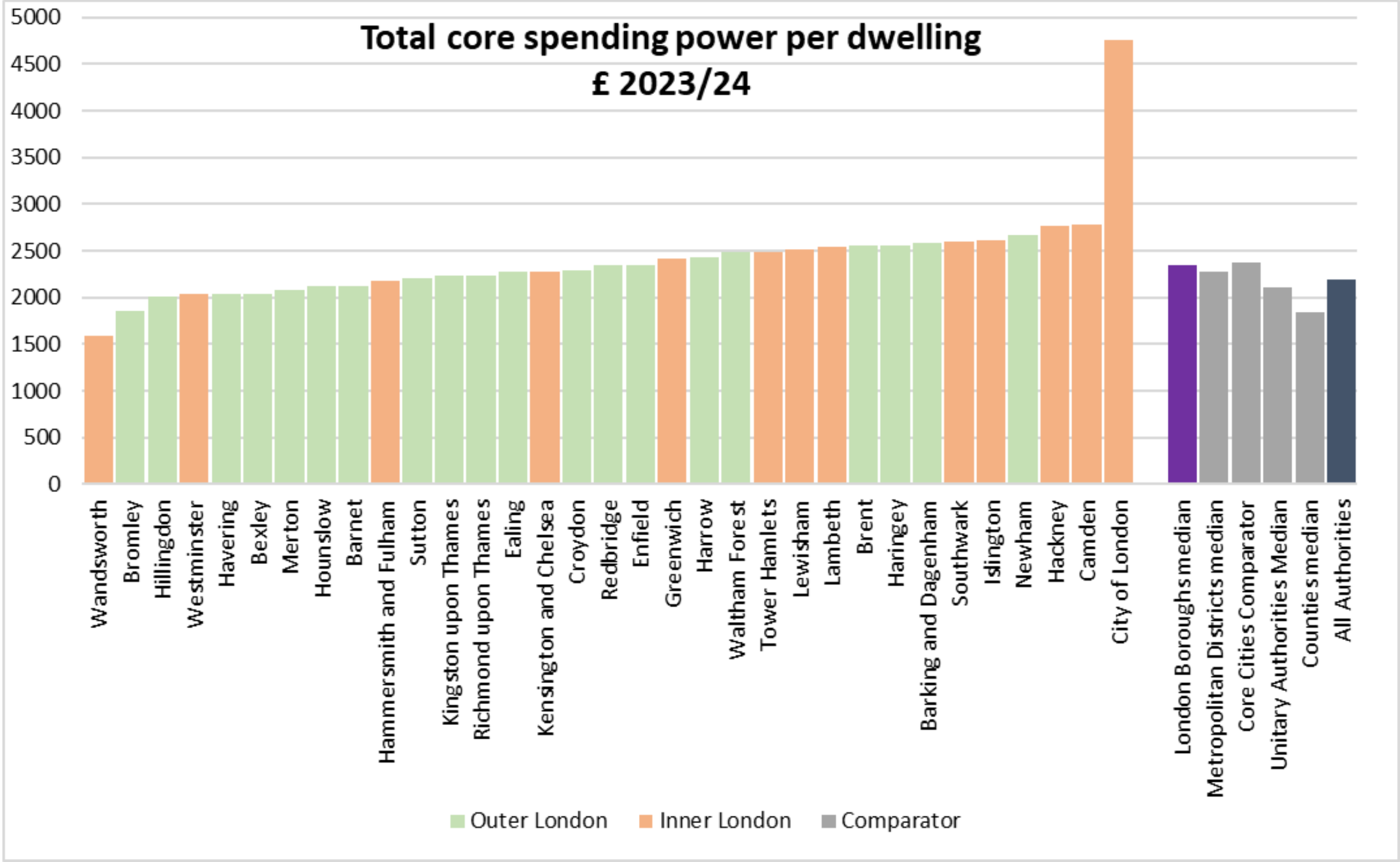
Metropolitan Districts median
Core Cities Comparator
Unitary Authorities Median
Counties median
All Authorities
Outer London
Inner London
Comparator


Total core spending power per dwelling
£ 2023/24
5000
4500
4000
3500
3000
2500
2000
1500
1000
500
0
Wandsworth
Bromley
Hillingdon
Westminster
Havering
Bexley
Merton
Hounslow
Barnet
Hammersmith and Fulham
Sutton
Kingston upon Thames
Richmond upon Thames
Ealing
Kensington and Chelsea
Croydon
Redbridge
Enfield
Greenwich
Harrow
Waltham Forest
Tower Hamlets
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Brent
Haringey
Barking and Dagenham
Southwark
Islington
Newham
Hackney
Camden
City of London
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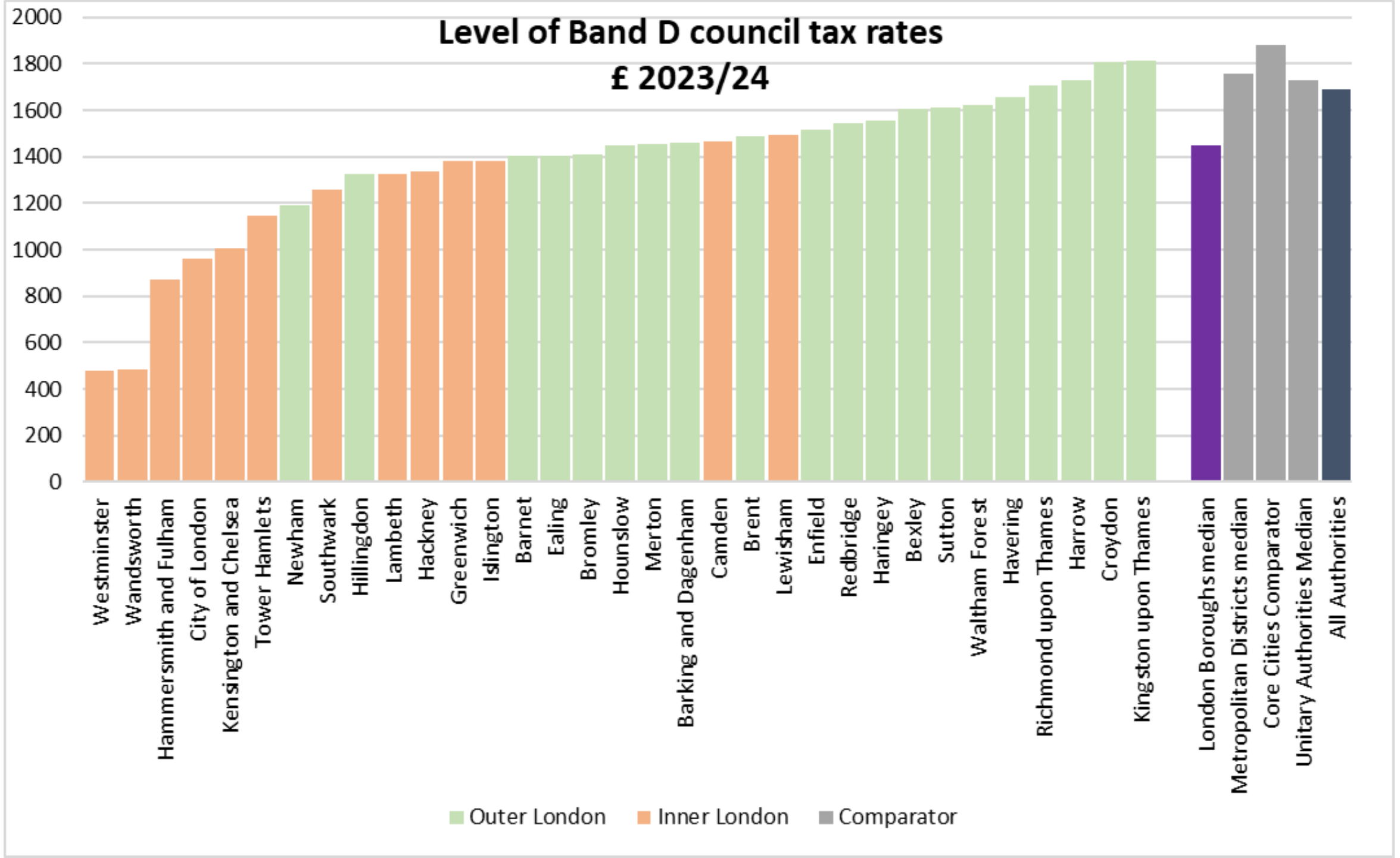
Level of Band D council tax rates
£ 2023/24
2000
1800
1600
1400
1200
1000
800
600
400
200
0
Westminster
Wandsworth
Hammersmith and Fulham
City of London
Kensington and Chelsea
Tower Hamlets
Newham
Southwark
Hillingdon
Lambeth
Hackney
Greenwich
Islington
Barnet
Ealing
Bromley
Hounslow
Merton
Barking and Dagenham
Camden
Brent
Lewisham
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Redbridge
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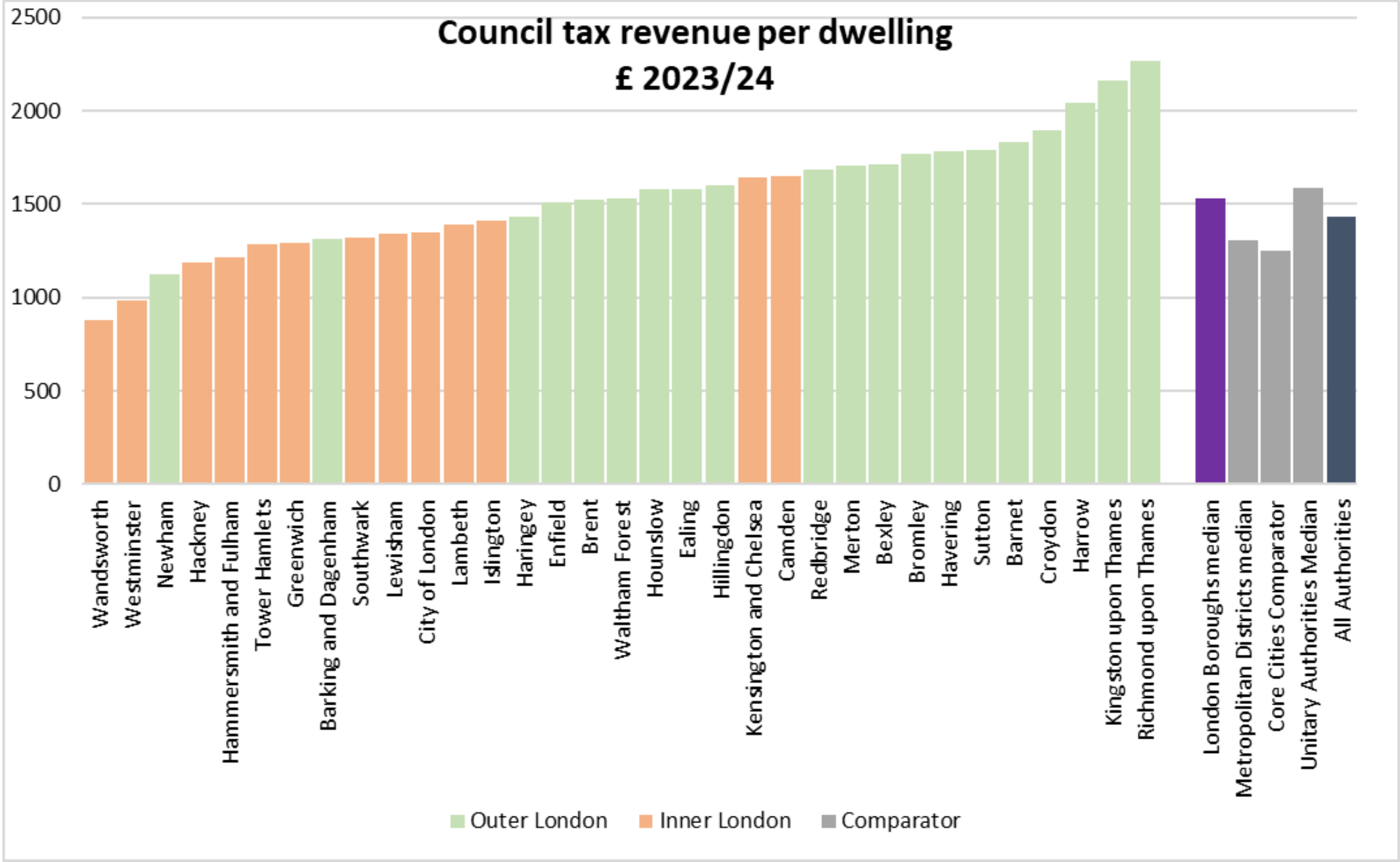
Council tax revenue per dwelling
£ 2023/24
2500
2000
1500
1000
500
0
Wandsworth
Westminster
Newham
Hackney
Hammersmith and Fulham
Tower Hamlets
Greenwich
Barking and Dagenham
Southwark
Lewisham
City of London
Lambeth
Islington
Haringey
Enfield
Brent
Waltham Forest
Hounslow
Ealing
Hillingdon
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Camden
Redbridge
Merton
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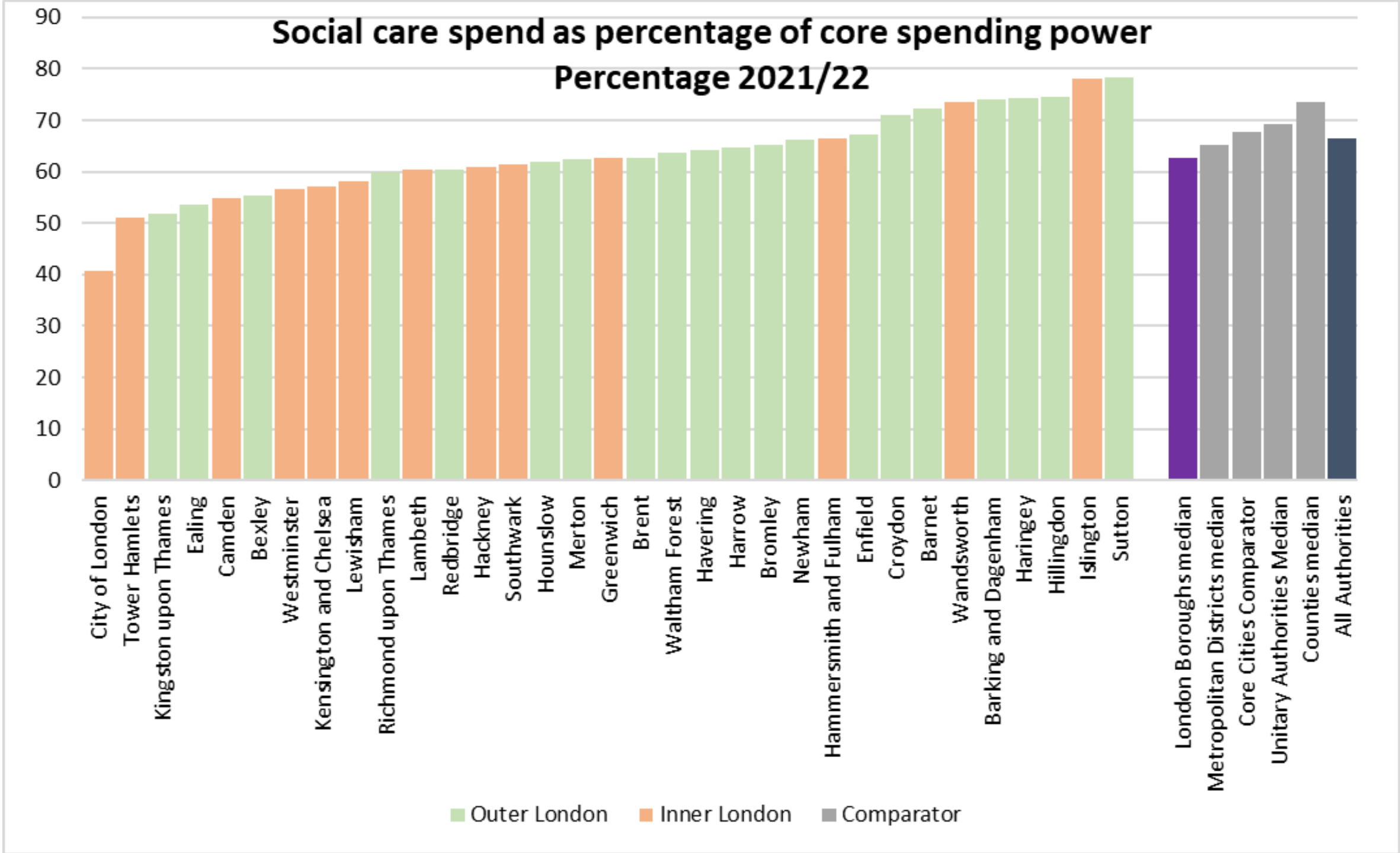
Social care spend as percentage of core spending power
Percentage 2021/22
90
80
70
60
50
40
30
20
10
0
City of London
Tower Hamlets
Kingston upon Thames
Ealing
Camden
Bexley
Westminster
Kensington and Chelsea
Lewisham
Richmond upon Thames
Lambeth
Redbridge
Hackney
Southwark
Hounslow
Merton
Greenwich
Brent
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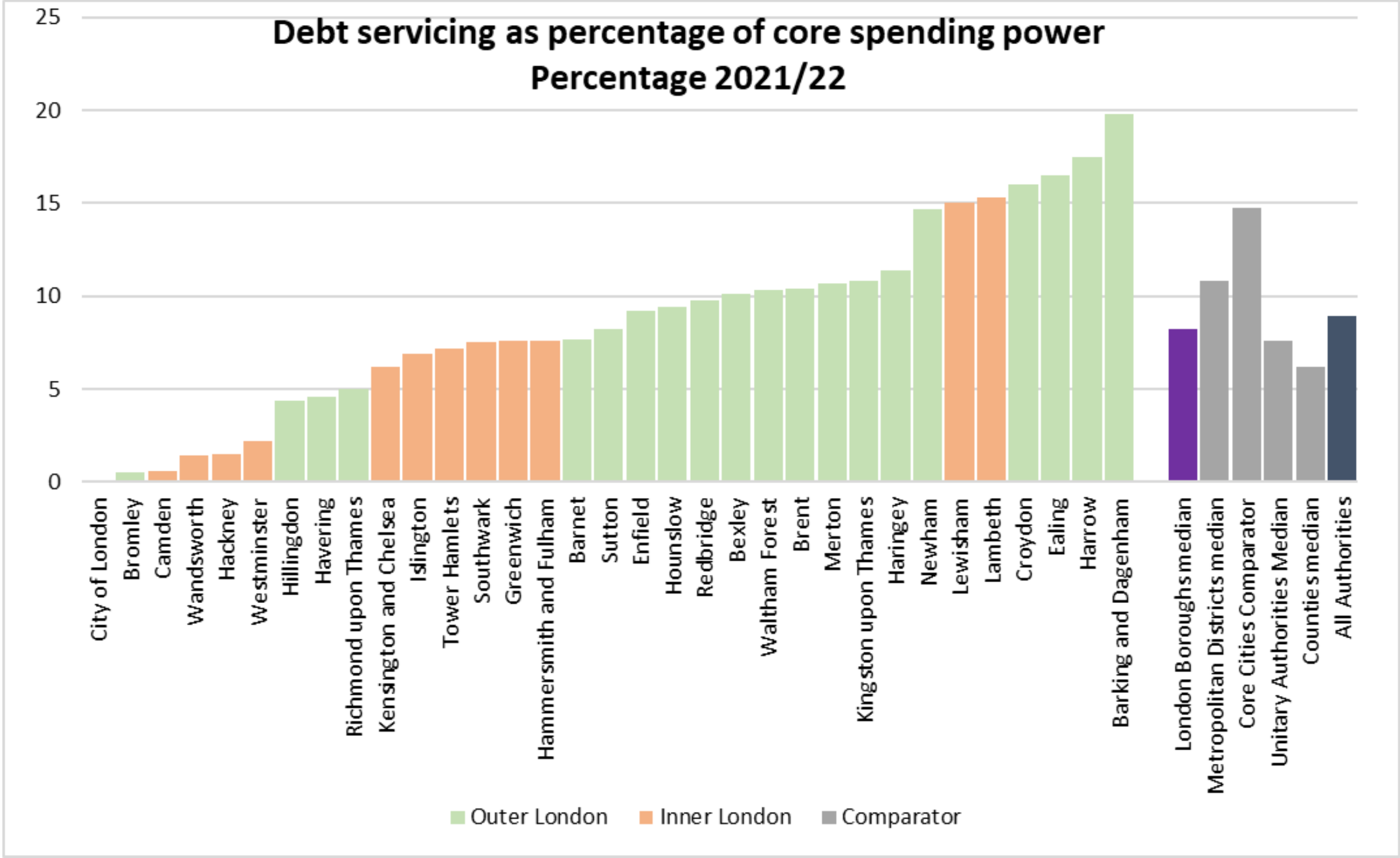
Debt servicing as percentage of core spending power
Percentage 2021/22
25
20
15
10
5
0
City of London
Bromley
Camden
Wandsworth
Hackney
Westminster
Hillingdon
Havering
Richmond upon Thames
Kensington and Chelsea
Islington
Tower Hamlets
Southwark
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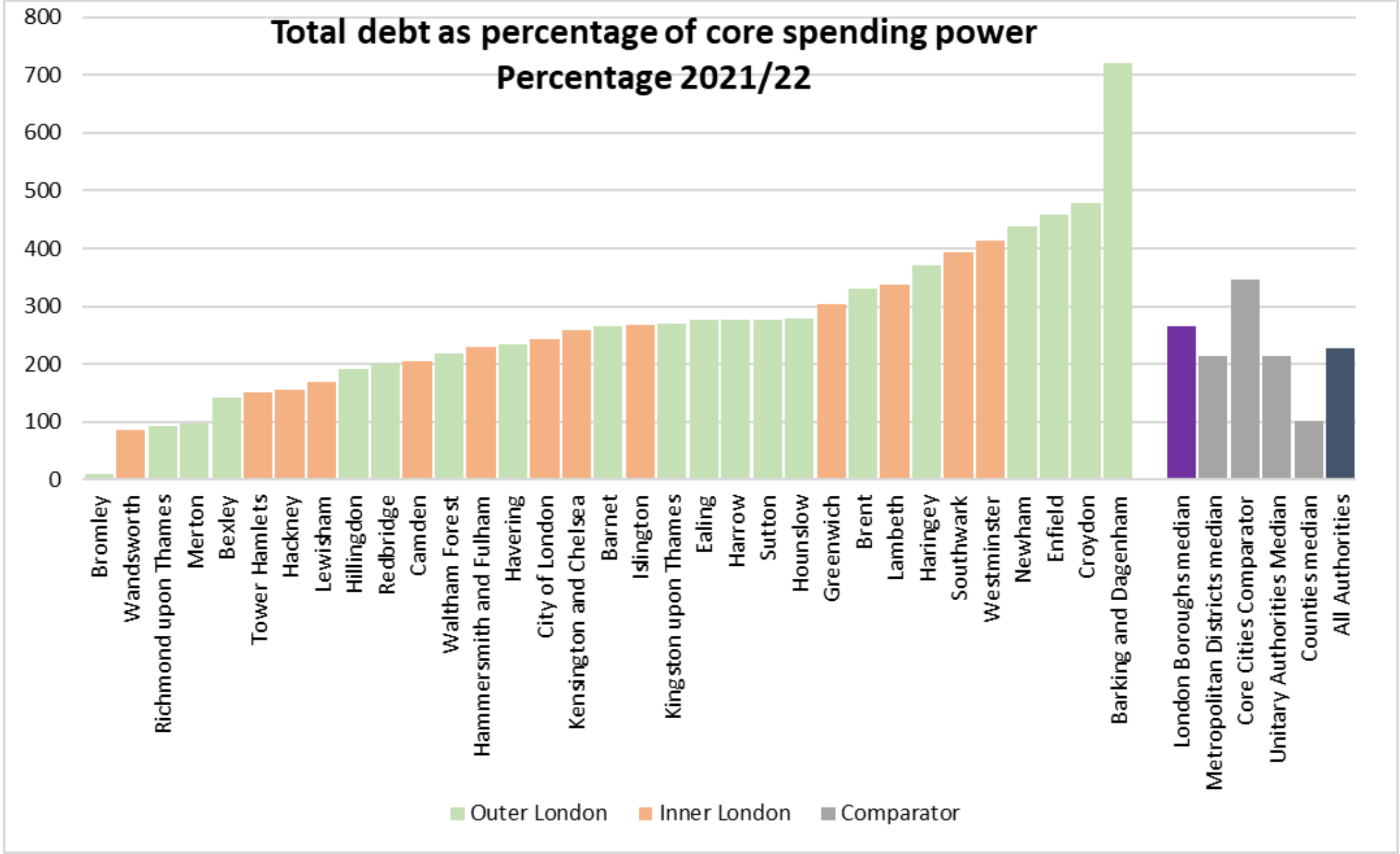
Total debt as percentage of core spending power
Percentage 2021/22
800
700
600
500
400
300
200
100
0
Bromley
Wandsworth
Richmond upon Thames
Merton
Bexley
Tower Hamlets
Hackney
Lewisham
Hillingdon
Redbridge
Camden
Waltham Forest
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