Local Government Benchmarking Framework

National Benchmarking Overview Report 2016/17

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Preface

This is the sixth annual report for the Scottish Local Government Benchmarking Framework (LGBF). All 32 Scottish councils have worked with the Improvement Service (IS) over the last seven years to develop a common approach to benchmarking, which is grounded in reporting standard information on the services councils provide to local communities across Scotland.

This approach has been successful in encouraging councils to work and learn together to drive service improvements. Benchmarking enables greater understanding of why councils vary in terms of what they deliver and achieve for their communities and how they do so. This information is available to all citizens and users of council services, so that they can hold councils to account for what is achieved on their behalf, and ask questions of local government to promote improvement.

To ensure comparability across councils, it has been necessary to develop standard service definitions, and standard classifications for spending and performance. These are continually reviewed and improved to ensure the best possible performance information is available to communities, and to councils themselves. It is important to remember that councils across Scotland do not have common service structures. Each council has the structure and service arrangements that it believes are the most appropriate and cost effective to support its local community. Equally, all councils report their performance locally within locally developed and agreed public reporting frameworks, which draw upon LGBF information.

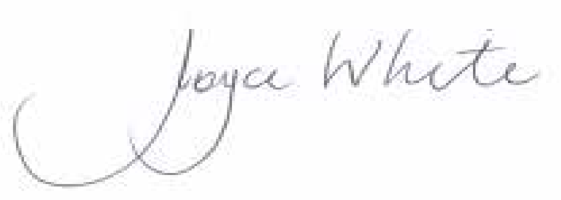
Councils are arranged in ‘family groups’ enabling comparisons to be made between councils that are similar in terms of the type of population that they serve (e.g. relative deprivation and affluence) and the type of area in which they serve them (e.g. urban, semi-rural, rural). The point of comparing like with like is that this is more likely to lead to useful learning and improvement.

There is a continuous improvement programme to refine the benchmarking framework and the current priority is on improving the outcome benchmarks for the health and wellbeing of children and for economic development. Stronger measures to support improvements in outcomes for older people are imperative and developments here will be informed by the evolving core suite of Health and Social Care Integration measures. Local government will, in the years to come, work with colleagues across wider public services to expand the range of indicators being deployed to support benchmarking.

The driving force behind this work is, and will always be, to improve the lives of people in communities across Scotland. We believe that effective public services contribute to both individual and community quality of life and the LGBF is an increasingly important element of the local intelligence necessary to achieve this vision.

Alison Evison

Chair, Improvement Service
COSLA President



Joyce White

Chair of SOLACE (Scotland)

Executive Summary

The benchmarking framework reports on how much councils spend on particular services, service performance and how satisfied people are with the major services provided by councils. The framework supports evidence based comparisons between similar councils so that they can work and learn together to improve their services. It is important to highlight that this report sets out the national position, however there is a wide range of variation in costs and performance across councils. It is this variation which provides the platform for learning and improvement.

The benchmarking framework now has seven years of trend data, covering 2010/11 to 2016/17[1]. Across the seven-year period for which we present data, total revenue funding for councils has fallen by 7.6% in real terms from £10.5 billion to £9.7 billion. Education spending has been relatively protected, and child protection and social care spending have grown substantially. As these account for over 70% of the benchmarked expenditure within the LGBF, other services have taken much more substantial reductions. Expenditure on roads has fallen by 20% in real terms, on planning by 33% and on culture and leisure services by 17%.

During this time councils have achieved substantial improvements in efficiency, innovation and productivity while service output and outcomes have been largely maintained and improved. Measures of educational outcome continue to show positive progress overall, but particularly for children from the most deprived areas showing the value of council's holistic approach to children's services. The increased usage of libraries, museums and leisure facilities coupled with reduced costs, provides evidence of positive service transformation and how widely valued council services are by communities across Scotland.

It is worth noting that the improvements evidenced by the LGBF may be subject to lag effects, and the full impact of the funding reduction in some service areas may take time to work through the system. It should also be recognised that use of reserves and a public-sector wage cap underpin the expenditure trends observed, therefore the historic trend of improvements shown in the LGBF cannot be taken for granted in future years. This will particularly be the case if staff pay increases by more than in recent years following the Scottish Government's relaxation of its Public Sector Pay Policy, which although not applicable to local government employees may raise their expectations in their pay negotiations. Given the scale of the challenge facing councils, the sustainability of some services will be increasingly dependent on the ability of councils and their partners to address the underlying demand for them.

Children's Services

1. Despite real reductions in the education budget of 3.8% since 2010/11, the number of pre-school and primary places in Scotland has increased by over 30,000. Across this same period, attendance and exclusion rates have also improved. Measures of educational outcome continue to show positive progress, particularly for children from the most deprived areas showing the value of council's holistic approach to children's services.

2. In pre-school, real costs per place have risen for the third year in a row, increasing by 7.1% in the past 12 months. This reflects the additional costs associated with new entitlements introduced in the Children and Young People (Scotland) Act 2014. The percentage of funded early years provision graded 'good or better' has improved from 87.1% to 91.7% since 2010/11, although it has shown a slight reduction in the past two years.

3. There has been a year on year improvement in the percentage of children meeting developmental milestones, increasing from 70.9% in to 72.4% between 2013/14 in 2015/16. Data for 2016/17 is not available until March.

1 Headline figures within this report have been adjusted to reflect inflation, and therefore will not correspond to cash values published elsewhere

4. Expenditure on looked after children has increased by 18.9% since 2010/11 reflecting the policy priority in this this area. Historic data shows significant improvement in school attendance and exclusion rates for children who are looked after, and positive trends in relation to the balance of care achieved between community and residential settings. Looked After Children statistics are published in March 2018 and so it was not possible to include current data on service performance or outcomes within this report. The introduction of thematic reporting will enable inclusion of this data when it is available.

5. In the past 12 months, there have been small reductions in real spend per primary and secondary pupil (0.2% and 0.4% respectively), with expenditure trends largely reflecting pupil number changes. Since 2010/11, real spend per primary and secondary pupil has fallen by 9.6% and 2.9%.

6. Meanwhile, senior phase attainment continues to show a very strong improving trend in 2016/17. The Scottish average tariff score has improved by 15.1% since 2011/12, and 1.1% in the past 12 months. Pupils from the most deprived areas have the fastest rate of improvement (30.5% since 2011/12 and 3.5% in the past 12 months). The pattern in the total tariff score data is replicated in the data on 5+ passes at SCQF level 5 and level 6 with average improvement rates of 17.6% and 30.8% respectively (1.7% and 3.0% in the past 12 months). For the most deprived quintile it was double that: 41.4% and 60.0% (2.5% and 6.7% in the past 12 months). There are however still major inequalities in attainment between the most deprived pupils and others. There are also very varying outcomes from pupils from similar backgrounds between councils and between schools. Continuing reform and improvement is essential, but it should be based on recognising the consistent pattern of improvement across the last six years despite the resource constraints in place. It is critical to ensure that continued reform does not disrupt the stable and consistent improvement trend already there, as schools, councils and regional improvement collaboratives adjust to new roles and relationships. This is not about whether continued reform occurs but how it is designed and implemented.

7. Satisfaction with schools has fallen for the fourth year in a row, reducing from 74% to 73% in the last 12 months, and by 10 percentage points since 2010/11. The LGBF satisfaction data is drawn from the Scottish Household Survey (SHS) and represents satisfaction levels for the public at large rather than for service users. There is considerable difference between satisfaction results observed in the SHS and those identified through local surveys.

Adult Social Care

8. Spending on care for older people has grown in real terms across the period since 2010/11 (6.3%) but not at the level necessary to keep up with demographic change (2-3% per annum). In the past 12 months, real spending on care has increased by 1.6%, a significant element of which has been focussed on meeting living wage commitments.

9. The balance of care has shifted in line with policy objectives across the period with a growth in home care hours provided (9.6%) and a relative decline in residential places (-1.1%). The percentage of people with intensive needs who are now receiving care at home has increased from 32.2% in 2010/11 to 35.3% in 2016/17. As importantly, the number of people receiving home care has decreased over time and the hours of care they receive on average has increased, i.e. in shifting the balance of care, a greater resource has become targeted on a smaller number of people with higher needs. Direct payments and personalised managed budgets have grown steadily across the period from 1.6% to 4.7% of total social work spend (excluding outliers).

Culture and Leisure Services

10. Despite a real reduction in spend of 17%, leisure and cultural services have sharply increased their usage rates and reduced their costs per use. Since 2010/11, the substantial increases in visitor numbers across sports (19.1%), libraries (47.4%), and museums (33.1%) have resulted in unit

cost reductions of 26%, 47% and 31% respectively. In the past 12 months, there has been a 3.6% reduction in spend on leisure and cultural services, largely driven by a 10% reduction in libraries expenditure. Public satisfaction rates for sports, library and museums facilities have fallen since 2010/11, with libraries and museums showing a further reduction in the last 12 months. In contrast to this trend, public satisfaction rates for parks and open spaces have increased by 3.9 percentage points over this period.

Environmental Services

11. Real spending on environmental services has reduced by 8.6% since 2010/11 with reductions in waste management (-1.4%), street cleaning (-30%) and trading standards and environmental health (-16.7%). The reduction in spend has accelerated in the past 12 months, with overall spend reducing by 4%. While recycling rates continue to improve despite these spending pressures, recent years have seen reductions in street cleanliness scores and satisfaction with refuse and cleansing.

12. Across the period, real spending on roads has fallen by 19.9%, while the road conditions index indicates conditions have been maintained and improved slightly across all class of roads. In the last 12 months, roads spending has increased by 1.6% due to an increase in capital expenditure as councils strive to tackle the backlog of maintenance and improvements.

Corporate Services

13. Council corporate and support costs continue to account for only 5% of total gross revenue spend for local government across Scotland. Real spend on support services has reduced by 13.9% since 2010/11, including an 8.1% reduction in the past 12 months. The cost per dwelling of collecting council tax also continues to reduce, falling by 40.9% over the period with the rate of reduction accelerating in recent years. Meanwhile, the collection rate continues to show steady improvement from 94.7% in the base year to 95.8% in 2016/17.

14. Sickness absence days for teaching staff have reduced by 8.2% since 2010/11 and by 0.5% in the past 12 months. However, for non-teaching staff, sickness absence has increased by 1.1% since 2010/11, and by 2.7% in the past 12 months.

Housing Services

15. Councils continue to manage their housing stock well with rent lost to voids reducing from 1.3% in 2010/11 to 0.9% in 2016/17, and a 14.2% reduction in average repair times across this period. There have also been consistent and significant improvements in terms of housing standards and energy efficiency standards, both of which are now above 90%. However, at the same time, the growth in tenant's rent arrears from 5.6% to 6.5% between 2013/14 and 2016/17 reveals evidence of the increasing financial challenges facing both housing residents and councils alike. Welfare reform and Universal Credit roll out may create further pressure on this trend and it will be important to monitor this. Where evidence is available from Universal Credit pilot councils, there has been a significant increase in rent arrears during 2016/17 following the introduction of Universal Credit Full Service.

Economic Development and Planning

16. While there has been an overall increase in the percentage of unemployed people assisted into work from council funded/operated employability programmes (9.1% in 2012/13 to 14% in 2016/17), there has been a small reduction in the past 12 months. The Business Gateway start-up rate has reduced from 19% to 16.6% across the period, including a fall from 16.9% to 16.6% in the last 12 months.

17. Councils continue to spend around 20% of their procurement spend on local small/medium enterprises (SMEs), although there has been a very small reduction since 2010/11, from 21.2%

to 20.3%. Given the pressures on council budgets this is a positive outcome as it suggests that the drive to reduce costs has not resulted in local SMEs being displaced by larger national suppliers of goods and services.

18. Real spend on planning services has reduced by 33.4% since 2010/11, representing one of the sharpest reductions across all services, and continuing in the past 12 months. Looking forward, the forthcoming Scottish Planning Bill proposes the introduction of higher fees for planning applications in line with those in England and the option to charge a pre-application fee. Once enacted this should increase planning service income generation to a full cost recovery scenario. Across this period, there has been a 23% reduction in the number of planning applications processed, and costs have fallen from £5,376 per application to £4,636 per application. In parallel, the time taken to process business and industry planning applications has reduced by 28.1% since 2012/13, from 13 weeks to 9.3 weeks.

Introduction

Trends and Key Issues

This section of the report highlights a number of key trends and issues at national level that cut across the more disaggregated data on individual councils and services presented across the rest of this report. The trends highlighted this year are:

(i) The continuing downward pressure on council budgets.

(ii) The continued improvement in pupil attainment over time, and in post school destinations.

(iii) The continued improvement in take up of leisure and cultural services.

The current and potential future issues raised by these trends are discussed in context below.

(i) Continuing Pressure on Council Budgets

Across the period from 2010/11 to 2016/17, total current revenue funding for councils has fallen by 7.6% in real terms (taking account of inflation across the period)[2]. This real-terms reduction in Scottish Government funding has created growing pressures on council budgets, the impact of which has not been felt equally across all council services. Table 1 below illustrates the different expenditure trends for different service areas.

As can be seen, education spending has been relatively protected, and child protection and social care spending have grown substantially in cash and real terms. As these account for over 70% of the benchmarked expenditure within the LGBF, other services have taken much more substantial reductions. Expenditure on roads has fallen by 20% in real terms, on planning by 33% and on culture and leisure services by 17%. This reflects national priorities in education and care, and "ringfencing" and targeting of grants from Scottish Government through conditionalities. The effect has been to create a block of "protected" services (education, child protection and care) and a block of "unprotected" services (all the rest).

Within that context, there has still been variation between councils in spending patterns, reflecting different population trends, different challenges and different priorities in different parts of Scotland. Table 2 below shows the variation around the average across the 32 councils in Scotland.

2 Audit Scotland, Local Government in Scotland, Financial Overview 2016-17

Table 1 – Changes in Real/Cash Expenditure Since 2010/11 (£000s) *

		Scotland Level							Change	
		2010-11	2011-12	2012-13	2013-14	2014-15	2015-16	2016-17	% Change from 2010/11 to 2016/17	% Change from 2015/16 to 2016/17
Education	Cash	£3,989,588	£3,903,522	£3,930,928	£3,963,880	£3,986,728	£4,094,762	£4,222,825	5.8%	3.1%
	Real	£4,388,117	£4,232,470	£4,175,442	£4,139,736	£4,104,105	£4,187,130	£4,222,825	-3.8%	0.9%
Looked After Children	Cash	£370,787	£395,030	£412,609	£431,076	£452,913	£471,420	£484,777	30.7%	2.8%
	Real	£407,826	£428,319	£438,274	£450,201	£466,248	£482,054	£484,777	18.9%	0.6%
Social Care	Cash	£2,553,788	£2,585,837	£2,672,604	£2,738,703	£2,796,594	£2,876,228	£2,986,620	16.9%	3.8%
	Real	£2,808,892	£2,803,744	£2,838,847	£2,860,204	£2,878,931	£2,941,109	£2,986,620	6.3%	1.5%
Culrture and Leisure	Cash	£444,164	£428,258	£431,687	£437,163	£421,352	£411,572	£405,626	-8.7%	-1.4%
	Real	£488,533	£464,347	£458,539	£456,558	£433,757	£420,856	£405,626	-17.0%	-3.6%
Environmental	Cash	£686,292	£679,538	£673,868	£687,391	£679,422	£702,981	£690,300	0.6%	-1.8%
	Real	£754,847	£736,802	£715,784	£717,887	£699,426	£718,839	£690,300	-8.6%	-4.0%
Roads	Cash	£628,695	£572,060	£547,915	£532,617	£518,845	£533,407	£554,057	-11.9%	3.9%
	Real	£691,497	£620,267	£581,997	£556,246	£534,121	£545,439	£554,057	-19.9 %	1.6%
Planning	Cash	£169,185	£157,054	£179,738	£132,148	£125,441	£136,933	£123,984	-26.7%	-9.5%
	Real	£186,085	£170,289	£190,918	£138,011	£129,134	£140,022	£123,984	-33.4%	-11.5%
Central Support Services	Cash	£783,855	£806,185	£796,541	£757,513	£769,090	£790,597	£742,589	-5.3%	-6.1%
	Real	£862,156	£874,122	£846,088	£791,120	£791,734	£808,431	£742,589	-13.9%	-8.1%

Note: Table 1 includes expenditure covered by the LGBF measures. While the LGBF measures reflect the significant areas of local government expenditure, there are some minor areas of spend excluded, which accounts for differences with Scottish Government published expenditure data. All trends represent gross expenditure, except Culture and Leisure and Residential Social Care which are based on net expenditure.

Table 2 – Variation in Spending Patterns Across Councils in Scotland (£000s)

		Scotland 2010-11	Scotland 2016-17	Scotland % Change from 2010/11 to 2016/17	Range Among Local Authorities % Change from 2010/11 to 2016/17
Education	Cash	£3,989,588	£4,222,825	5.8%	-12% to 18.6%
	Real	£4,388,117	£4,222,825	-3.8%	-20% to 7.8%
Looked After Children	Cash	£370,787	£484,777	30.7%	-28.6% to 121.9%
	Real	£407,826	£484,777	18.9%	-35.1% to 101.8%
Social Care	Cash	£2,553,788	£2,986,620	16.9%	-11.4% to 41.2%
	Real	£2,808,892	£2,986,620	6.3%	-19.5% to 28.4%
Culture and Leisure	Cash	£444,164	£405,626	-8.7%	-37.2% to 36.5%
	Real	£488,533	£405,626	-17.0%	-42.9% to 24.1%
Environmental	Cash	£686,292	£690,300	0.6%	-30% to 38.9%
	Real	£754,847	£690,300	-8.6%	-36.4% to 26.3%
Roads	Cash	£628,695	£554,057	-11.9 %	-52.6% to 94%
	Real	£691,497	£554,057	-19.9%	-56.9% to 76.4%
Planning	Cash	£169,185	£123,984	-26.7%	-65.7% to 68%
	Real	£186,085	£123,984	-33.4%	-68.9% to 52.8%
Central Support Services	Cash	£783,855	£742,589	-5.3%	-62.3% to 77.3%
	Real	£862,156	£742,589	-13.9%	-65.8% to 61.2%

Issues

Three key issues are raised by the trend data above. First, given the Scottish Fiscal Commission's projections of economic and fiscal pressures, it is likely that councils face continuing funding reductions for the foreseeable future. Recent analysis has shown the scale of additional expenditure required just to keep pace with the inflationary and demographic pressures facing local authorities. In 2018/19, for example, an additional £545 million (an increase of 5.7%) is estimated to be necessary simply to stand still[3] . Efficiency and productivity gains have already been made, and sustaining services across the last five years has depended on staff accepting real reductions in wages. Although greater exploitation of digital can improve productivity, it will be harder to reproduce the efficiency and productivity gains of the last five years again, especially if pay increases for staff are higher than in recent years with a consequential upward pressure on wage costs (around 60% of total costs).

Second, the relative priority for education, child protection and adult care makes policy sense given the economic, productivity and demographic challenges Scotland faces. However, it has meant that across the last five years, education and care have taken a progressively larger share of council budgets: 5% more between 2010/11 and 2016/17, increasing from 70% to 75% of benchmarked service expenditure. If that continues, there will be much greater pressure on other service budgets, and they have already taken much greater reductions across the last five years. Some of these are critical to Scotland's post Brexit offer (the quality of infrastructure, the integrity and responsiveness of the regulatory system), and some are central to health and wellbeing priorities (leisure and cultural services). If further substantial reductions are necessary, a much more fundamental and transformative change will be necessary and that will require local and national government to work together.

3 Improvement Service, Projected Cost Pressures for Scottish Local Government, 2017, http://www.improvementservice.org.uk/research.html

Finally, three related financial and fiscal issues should be noted. The level of spending that has been sustained across the last period has depended on use of reserves, but reserves are an exhaustible resource. As Audit Scotland has noted, many councils have depleted their reserves and it will be hard to rebuild them, given spending pressures. This is positively offset by the removal of the council tax freeze and the ability to raise council tax by up to 3% each year. The increased yield from the higher council tax bands will also contribute. Whether this offsets service budget cuts, or simply contributes to meeting wage pressures and reduced ability to deploy reserves is not yet clear. The increased income from charges has also helped to sustain the level of spending across the period. However, there may be limited market tolerance to this particularly for lower income households.

(ii) Continuing improvement in attainment

The 2016/17 data shows a continuing improvement in the attainment of Scottish school leavers. Table 3 provides the data from 2011/12 to 2016/17.

Table 3 - Average Tariff Scores by Quintile

	2011-12	2012-13	2013-14	2014-15	2015-16	2016-17	% change 2011-12 to 2016-17
Overall Average Total Tariff	770	798	827	860	877	886	15.1%
Average Total Tariff SIMD Quintile 1	478	510	551	581	603	624	30.5%
Average Total Tariff SIMD Quintile 2	618	644	685	716	740	750	21.4%
Average Total Tariff SIMD Quintile 3	759	789	817	851	864	880	15.9%
Average Total Tariff SIMD Quintile 4	909	929	962	984	998	999	9.9%
Average Total Tariff SIMD Quintile 5	1101	1135	1149	1185	1196	1207	9.6%

As the table shows, the Scottish average tariff score has improved consistently across the period, overall by 15%, and pupils from the most deprived areas (SIMD quintile 1) have the fastest rate of improvement (30.5% across the period of 5% per annum). This has occurred despite a real reduction in spending per pupil (around 8%). The tariff score data is supported by the data on the percentage of pupils gaining 5+ qualifications at N5/standard grade, and highers. Again, the most improved group are the most deprived (SIMD quintile 1), albeit from a low base.

The data on post school destinations also shows improvement with 40.3% of school leavers going directly into higher education.[4] The UK Government's "initial participation" measure, participation in higher education between the ages of 17 and 30, records the Scottish rate as 56%[5] against an English rate of 49%[6]. In summary, the current generation of Scottish school leavers is the best qualified in our history, with the highest rate of participation in higher education in our history both directly from school and subsequently.

As the data also shows, there is still major inequalities in attainment between the most deprived pupils and others and in participation in higher education. These are the lowest ever recorded (in 2016/17) but they are still unacceptably high. There are also very varying outcomes for pupils from similar backgrounds between councils and between schools. Continuing reform and improvement is essential but it should be based on recognising the consistent pattern of improvement across the last six years despite the resource constraints in place.

4 Scottish Government initial Destinations of Senior Phase School Leavers, 2017, http://www.gov.scot/publications/2017/03/2421

5 Scottish Funding Council, Statistical publication, 2017 http://www.sfc.ac.uk/web/FILES/Statistical_publications_SFCST062017_HigherEducationStudentsandQualifiersatS/SFCST062017_HE_Students_and_Qualifiers_2015-16.pdf

6 Department of Education, participation rates in Higher Education, 2017 https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/648165/HEIPR_PUBLICATION_2015-16.pdf

Three issues are raised by the above data. First, it is critical to ensure that the continued education reform process does not disrupt the stable and consistent improvement trend already there, as schools, councils and regional improvement collaboratives adjust to new roles and relationships. This is not about whether continued reform occurs but how it is designed and implemented.

Second, education reform needs linked to wider social welfare and economic policy. Ensuring children from deprived backgrounds realise their full potential is essential but so also is ensuring that fewer Scottish families experience deprivation. This will require education to be part of a multi-agency approach and schools to be hubs for wider public service support.

Third, although the sharply improved higher education participation rate is welcomed, around 30% of Scottish graduates are not in graduate employment one year after graduation. Educational improvement is an important part of national strategy for improving growth, productivity and investment in Scotland but also vice versa: if young people experience limited opportunities at the end of their educational journey, it will be harder to maintain motivation and momentum within education itself.

(iii) Continued improvement in uptake and use of leisure and cultural services

Despite a real reduction in spend of 17%, leisure and cultural services have sharply increased their use rates and reduced theirs costs per use. Table 4 gives the data for sports, libraries and museums.

Table 4 – Culture and Leisure Services Expenditure and Use

	2010-11	2011-12	2012-13	2013-14	2014-15	2015-16	2016-17	% change 2010-11 to 2016-17
Cost per attendance at Sports facilities (£)	3.91	3.50	3.33	3.33	3.05	2.98	2.90	-25.9%
Net Expenditure Sports facilities (£000s)	177569	168626	172085	177614	160774	158429	156828	-11.7%
No. Of Attendances	45459818	48202343	51624697	53320837	52705262	53084305	54149045	19.1%
Cost Per Library Visit (£)	3.75	3.53	3.35	2.69	2.53	2.50	1.98	-47.1%
Net Expenditure Libraries (£000s)	119188	113304	110636	108569	103271	103258	92831	-22.1%
No of Library Vists	31800305	32074635	33066250	40415254	40898758	41281169	46864184	47.4%
Cost of Museums per Visit (£)	4.62	3.76	3.81	3.49	3.43	3.11	3.19	-31.0%
Net Expenditure Museums & Galleries (£000s)	42840	44076	42265	40752	40864	39428	39329	-8.2%
No of museum visits	9270129	11707609	11102498	11670085	11917948	12663109	12334652	33.1%

As can be seen, the growth in use has been spectacular, particularly for libraries and museums, and the reduction in unit cost equally so. This suggests the management of retrenchment in these services, and service redesign for charged circumstances, has been very effective. The data however raises a range of issues. First, the data reflects "net spending", i.e. net of income raised from fees and charges. If the data was purely for the public budget, the spending reductions for sports facilities would be much greater. Reductions in public funding have been offset by increasing charges and increasing market share. Given the new public health agenda in Scotland, the importance of physical activity to health, and increasing rates of obesity, it is critical that growing income does not “price out” the people that most need brought into participation. Current attendance data does not allow analysis of who is using the service and better monitoring of that is necessary.

Second, the overwhelming bulk of funding for sports and leisure facilities comes from councils or from fees and charges. Given the preventative role of these services in maintaining physical and mental health and wellbeing, other public authorities need to consider funding programmes. As most provision is through leisure and culture trusts, dependence solely on council budgets is both unnecessary and restrictive.

Finally, the library service is now the major source of online access for people who are digitally excluded. This is critical around welfare and employability and the ongoing roll out of UK welfare reform assumes that claimants are supported to access benefits online. Continuing budget reductions on the scale of the last five years will jeopardise that and support for libraries could be examined as part of devolved welfare arrangements in Scotland.

The LGBF Approach

The core purpose of the exercise is benchmarking. That is making comparisons on spending, performance and customer satisfaction between similar councils so that all councils can identify their strengths and weaknesses and learn from those who are achieving the best performance to improve local service delivery throughout Scotland. All councils continue to participate in these collective efforts towards self-improvement.

Our approach means that there are three core points to bear in mind:

1. It is important when looking at councils to compare like with like.
2. The focus presented in this report is on variations in spending and performance that councils can directly control.
3. The aim is to help councils improve and become more cost effective in delivering local services and through that support people in improving their life outcomes.

The benchmarking framework reported here lends itself to any type of comparison councils, or citizens, wish to make. What is does not support is a crude “league table” assessment: it would be as misleading to assess the performance of councils with high levels of deprivation without taking account of that as it would be to explore the performance of island councils without noting they are island groups with a very distinctive population distribution.

The purpose is to create a framework that supports evidence based comparisons and, through that, shared learning and improvement. The indicators in the LGBF are very high-level indicators, and are designed to focus questions on why variations in cost and performance are occurring between similar councils. They do not supply the answers. That happens as councils engage with each other to “drill down” and explore why these variations are happening. That provides the platform for learning and improvement.

Councils continue to work together to ‘drill-down’ into the benchmarking data across service areas. This process has been organised around ‘family groups’ (see Appendix 2) of councils so that we are comparing councils that are similar in terms of the type of population that they serve (e.g. relative deprivation and affluence) and the type of area in which they serve them (e.g. urban, semi-rural, rural). The point of comparing like with like is that this is more likely to lead to useful learning and improvement. Examples of best practice emerging from this collaboration are being shared across all local authorities and are being used to inform local improvement activity within self-evaluation, service review, and service planning processes. Further information, briefing notes and case studies are available on the LGBF website.[7]

7 http://www.improvementservice.org.uk/benchmarking/

The benchmarking data should not be considered in isolation. To support this, there is a growing focus to better align the benchmarking data with outcomes. A new online interactive tool[8] links the LGBF with outcomes data presented in the Community Planning Outcomes Profile[9] (a resource which provides trend data on outcomes, both at a local authority level, and at a locality level). This will help to strengthen the narrative around the contribution council services play in improving outcomes, and support more strategic use of the LGBF in decision making and greater visibility within Public Performance Reporting.

The introduction of thematic reporting in 2018/19 will provide a 'drill down' into key policy areas to re-emphasise the 'can opener' nature of the LGBF information and strengthen the link between performance information and outcomes. This will encourage a more diagnostic use of the data, particularly within family groups. These developments will link with the Outcomes, Evidence and Performance Board (OEPB)[10] and support their work to improve the availability of performance evidence that can illuminate improvement in outcomes.

There is a continued commitment to make benchmarking information available to all citizens and users of council services. To further this end an online benchmarking public reporting tool has been designed called 'My Local Council'[11] and is incorporated within councils own local approaches to public performance reporting. All of the information generated by the LGBF is presented in this online benchmarking tool which contains "dashboards" for each council showing movement on indicators across the six years covered, and a comparison with the Scottish and Family Group average for all indicators.

LGBF Framework Indicators

The framework is based on seven overall service groupings which cover the major public facing services provided to local communities, and the support services necessary to do that. This includes children's services (education and child care), adult social care, environmental services, culture and leisure, housing, corporate support services and economic development and planning.

To develop precise indicators of cost and performance for comparison between councils, these broad service categories are divided into more specific sub-categories. For example, children's services divide into: pre-school education; primary education; secondary education and child care and protection. For each category, standard indicators of spend and performance have been applied.

This year, the suite of measures for children and young people has been expanded. This is to reflect the strategic priority given to improving outcomes for children and young people across Scotland, and to provide a more holistic picture of children's services to help inform decision making and target improvements. This suite now includes:

- Percentage of children meeting developmental milestones (27-30 months)
- Percentage of funded early years provision rated good/better
- School attendance rates (all pupils & looked after children)
- School exclusion rates (all pupils & looked after children)
- Participation rates for 16-19 year olds
- Child protection re-registrations within 18 months
- Percentage of looked after children with more than one placement in the last year

8 http://www.improvementservice.org.uk/benchmarking/outcomes-tool.html

9 http://www.improvementservice.org.uk/community-planning-outcomes-profile.html

10 www.improvementservice.org.uk/oepb

11 http://www.improvementservice.org.uk/benchmarking/tool.html

Unfortunately, 2016/17 figures are not yet available for most of these new measures and they are not therefore included in this overview report. The framework has, however, been updated to incorporate historic data, and will be refreshed with 2016/17 data as soon as this is available. Additionally, the introduction of thematic reporting will enable inclusion of this data when it is available.

A full list of service categories and indicators is attached (Appendix 1) and full technical specifications for all 75 indicators, including source details are available on the Local Government Benchmarking website.

The sources used to populate the measures include statistical returns to the Scottish Government, Scottish Qualifications Authority, The Scottish Housing Regulator, and SEPA, among others. Where data is not currently collected/published by another body or where it is published too late to allow inclusion within the benchmarking framework, councils provide data directly to the Improvement Service. The Scottish Household Surveys and the Health and Care Experience Surveys are used to provide customer satisfaction measures.

This framework is iterative and councils continue to collaborate to strengthen indicators and address framework gaps. We welcome public views in relation to how to improve this benchmarking framework and particularly if there are other measures which might usefully be included. You can provide feedback and suggestions by visiting our website (www.improvementservice.org.uk/benchmarking).

The Purpose of this Report

This report is an overview report and does not seek to replicate the local context or interpretation provided by each council via their Public Performance Reporting or the depth and detail of the 'My Local Council' tool.[12]

The focus of this report is on three important areas:

1. Trends across Scotland for the key framework indicators covering the period 2010/11 to 2016/17 inclusive. For consistency, all data is presented as financial years though some data may be for calendar years or academic years. For each unit cost indicator, we have calculated the change over the period in cash and in real terms, that is taking account of impact of inflation over time. To explore change over time we focused on the **real term change** but to allow for other comparisons we have also included the cash figures for each relevant indicator

2. The level of variation across councils and factors shaping these trends including physical geography, population distribution, size of council and the impact of deprivation[13]. Graphs are presented showing the level of variation across councils for each benchmarking measure. To improve interpretation, these graphs include only the base year and 2 most recent years.

3. Identification of areas where unexplained variation exists, providing opportunities where councils may wish to target improvements and/or efficiencies.

Before examining each section in turn, Table 5 below presents an overview of the trends across all LGBF indicators.

12 http://www.improvementservice.org.uk/benchmarking/tool.html

13 Correlation analysis and Mann-Whitney/Wilcoxon Two-Sample Tests were carried out to establish where statistically significant relationships exist between framework indicators and levels of deprivation, rurality, population distribution and size of council.

Table 5: Overview of Local Government Benchmarking Framework Indicators 2016/17

	Indicator Description	Scotland							Change*	
		2010-11	2011-12	2012-13	2013-14	2014-15	2015-16	2016-17	%/value change base* to 16/17	%/value change 15/16 to 16/17
Children's Services	Cost Per Primary School Pupil	5317	5173	5028	4924	4780	4813	4804	-9.7%	-0.2%
	Cost per Secondary School Pupil	7022	6820	6798	6796	6756	6841	6817	-2.9%	-0.4%
	Cost per Pre-School Education Registration	3678	3342	3290	3134	3401	3928	4207	14.4%	7.1%
	% of Pupils Gaining 5+ Awards at Level 5		51.0	53.0	55.0	57.0	59.0	60.0	9.0%	1.0%
	% of Pupils Gaining 5+ Awards at Level 6		26.0	27.0	29.0	31.0	33.0	34.0	8.0%	1.0%
	% of Pupils from Deprived Areas Gaining 5+ Awards at Level 5 (SIMD)		29.0	32.0	34.0	37.0	40.0	41.0	12.0%	1.0%
	% of Pupils from Deprived Areas Gaining 5+ Awards at Level 6 (SIMD)		10.0	11.0	14.0	14.0	15.0	16.0	6.0%	1.0%
	The Gross Cost of "Children Looked After" in Residential Based Services per Child per Week	3091	3268	3112	3242	3264	3483	tbc	12.7%	
	The Gross Cost of "Children Looked After" in a Community Setting per Child per Week	225	240	265	276	287	298	tbc	32.4%	
	Balance of Care for looked after children: % of children being looked after in the Community	91.0	91.2	90.9	90.6	90.1	90.4	tbc	-0.7%	
	% of Adults Satisfied with Local Schools	83.1		83.0	81.0	79.0	74.0	73.0	-10.1%	-1.0%
	Proportion of Pupils Entering Positive Destinations		90.1	91.7	92.5	93.0	93.3	tbc	3.2%	
	Overall Average Total Tariff		770	798	827	860	877	886	15.1%	1.1%
	Average Total Tariff SIMD Quintile 1		478	510	551	581	603	624	30.5%	3.5%
	Average Total Tariff SIMD Quintile 2		618	644	685	716	740	750	21.4%	1.4%
	Average Total Tariff SIMD Quintile 3		759	788	816	851	864	880	15.9%	1.9%
	Average Total Tariff SIMD Quintile 4		909	929	962	984	998	999	9.9%	0.1%
	Average Total Tariff SIMD Quintile 5		1101	1134	1149	1185	1196	1207	9.6%	0.9%
	% of Children Meeting Developmental Milestones (27-30 months)				70.9	71.6	72.4	tbc	1.5%	
	% Funded Early Years Provision Rated Good/Better	87.1	90.6	91.3	92.6	93.5	91.9	91.7	4.6%	-0.2%
	School Attendance Rates	93.1		93.6		93.7		93.3	0.2%	
	School Attendance Rates (Looked After Children)			88.5		91.6		tbc	3.1%	
	School Exclusion Rates	40.0		32.8		27.2		26.8	-32.0%	
	School Exclusion Rates (Looked After Children)			184.5		94.3		tbc	-48.9%	
	Participation Rates for 16-19 year olds						90.4	91.1	0.7%	0.7%
	Child Protection Re-registrations within 18 months			6.5	6.8	6.7	6.2	tbc	-4.7%	
	% of looked after children with more than 1 placement in the last year	21.1	21.4	21.2	21.9	21.4	20.7	tbc	-0.4%	-0.7%

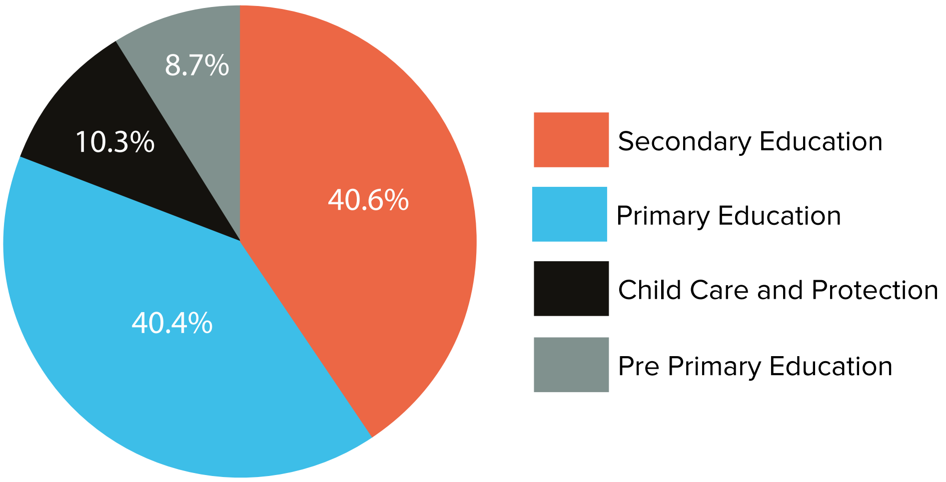
	Indicator Description	Scotland 2010-11	2011-12	2012-13	2013-14	2014-15	2015-16	2016-17	Change* %/value change base* to 16/17	%/value change 15/16 to 16/17
Corporate Services	Support services as a % of Total Gross expenditure	4.9	5.3	5.2	5.2	5.3	5.4	4.9	0.0%	-0.5%
	% of the highest paid 5% of employees who are women	46.3	48.5	48.7	50.7	51.7	51.9	52.0	5.7%	0.1%
	The gender pay gap						4.5	4.1	-0.4%	-0.4%
	The cost per dwelling of collecting Council Tax	15.2	14.3	14.1	12.7	11.3	10.6	9.0	-40.9%	-15.1%
	Sickness Absence Days per Teacher	6.6	6.2	6.6	6.1	6.3	6.1	6.1	-8.2%	-0.5%
	Sickness Absence Days per Employee (non-teacher)	10.8	10.4	10.9	10.3	10.8	10.6	10.9	1.1%	2.7%
	% of income due from Council Tax received by the end of the year	94.7	95.1	95.2	95.2	95.5	95.7	95.8	1.1%	0.7%
	% of invoices sampled that were paid within 30 days	89.5	90.2	90.5	91.9	92.5	92.8	93.1	3.6%	0.3%
Adult Social Care	Older Persons (Over65) Home Care Costs per Hour	22.15	21.44	21.74	21.15	20.84	21.67	22.54	1.7%	4.0%
	SDS spend on adults 18+ as a % of total social work spend on adults 18+	1.58	2.94	5.95	6.44	6.90	6.66	6.48	4.9%	-0.2%
	% of people 65+ with intensive needs receiving care at home	32.23	33.01	34.07	34.26	35.34	34.81	35.27	3.0%	0.5%
	% of adults receiving any care or support who rate it as excellent or good.					84.00	81.00	tbc	-3.0%	
	% of adults supported at home who agree that their services and support had an impact in improving or maintaining their quality of life					85.00	84.00	tbc	-1.0%	
	Older persons (over 65's) Residential Care Costs per week per resident	427.42	431.87	392.67	378.59	382.36	372.93	375.06	-12.2%	0.6%
Culture and Leisure Services	Cost per attendance at Sports facilities	3.91	3.50	3.33	3.33	3.05	2.98	2.90	-25.9%	-3.0%
	Cost Per Library Visit	3.75	3.53	3.35	2.69	2.53	2.50	1.98	-47.1%	-20.8%
	Cost of Museums per Visit	4.62	3.76	3.81	3.49	3.43	3.11	3.19	-31.0%	2.4%
	Cost of Parks& Open Spaces per 1,000 Population	28520.40	26326.77	25134.16	24329.89	24094.75	22285.78	21580.85	-24.3%	-3.2%
	% of adults satisfied with libraries	83.50		83.00	81.00	77.00	74.00	73.00	-10.5%	-1.0%
	% of adults satisfied with parks and open spaces	83.10		86.00	86.00	86.00	85.00	87.00	3.9%	2.0%
	% of adults satisfied with museums and galleries	75.50		78.00	76.00	75.00	71.00	70.00	-5.5%	-1.0%
	% of adults satisfied with leisure facilities	74.60		80.00	78.00	76.00	73.00	73.00	-1.6%	0.0%
Environmental Services	Net cost per Waste collection per premises			62.8	64.0	66.7	65.7	64.5	2.6%	-1.9%
	Net cost per Waste disposal per premises			98.0	96.3	93.9	99.6	98.8	0.8%	-0.8%
	Net cost of street cleaning per 1,000 population	21834.8	21012.9	18624.7	16962.5	16282.1	15792.3	14726.4	-32.6%	-6.7%
	Cleanliness Score (%age Acceptable)	95.4	96.1	95.8	96.1	93.9	93.4	93.9	-1.5%	0.5%
	Cost of maintenance per kilometre of roads	13269.7	11873.9	11118.4	10583.0	10152.9	10310.7	10456.2	-21.5%	2.8%
	% of A class roads that should be considered for maintenance treatment	30.3	30.5	29.4	28.7	29.0	29.0	29.5	-0.8%	0.5%
	% of B class roads that should be considered for maintenance treatment	35.8	36.3	35.0	35.2	36.1	34.8	34.8	-1.0%	0.0%
	% of C class roads that should be considered for maintenance treatment	35.0	36.0	34.8	36.6	37.3	34.7	34.6	-0.4%	-0.1%

	Indicator Description	Scotland							Change*	
		2010-11	2011-12	2012-13	2013-14	2014-15	2015-16	2016-17	%/value change base* to 16/17	%/value change 15/16 to 16/17
Environmental Services	% of unclassified roads that should be considered for maintenance treatment	41.9	38.3	40.1	39.4	39.3	40.1	39.5	-2.4%	-0.6%
	Cost of trading standards, money advice and citizen advice per 1,000 population			5438.2	5853.7	5758.0	5865.1	5438.5	0.0%	-7.3%
	Cost of environmental health per 1,000 population			17248.2	18045.7	17169.8	16980.4	16117.3	-6.6%	-5.1%
	% of total household waste arising that is recycled	38.7	40.1	41.1	42.2	42.8	44.2	45.2	6.5%	1.0%
	% of adults satisfied with refuse collection	80.9		83.0	83.0	84.0	82.0	79.0	-1.9%	-3.0%
	% of adults satisfied with street cleaning	73.3		75.0	74.0	74.0	73.0	70.0	-3.3%	-3.0%
Housing Services	Gross rent arrears as a % of rent due for the reporting year				5.6	5.9	6.2	6.5	0.9%	3.0%
	% of rent due in the year that was lost due to voids	1.3	1.3	1.2	1.3	1.2	1.1	0.9	-0.4%	-0.2%
	% of dwellings meeting SHQS	53.6	66.1	76.6	83.7	90.4	92.5	93.6	40.0%	1.1%
	Average time taken to complete non-emergency repairs				10.2	9.9	9.4	8.7	-14.2%	-7.0%
	% of council dwellings that are energy efficient	74.9	81.2	88.8	94.0	96.5	96.2	96.6	21.7%	0.4%
Corp. Asset	Proportion of operational buildings that are suitable for their current use	73.7	74.8	75.9	78.2	79.0	79.6	79.8	10.8%	4.9%
	Proportion of internal floor area of operational buildings in satisfactory condition	81.3	82.7	82.6	80.9	82.9	81.5	84.5	-1.5%	-1.7%
Economic Development	% of Unemployed People Assisted into work from Council Funded/ Operated Employability Programmes			9.1	12.5	14.1	14.2	14.0	4.9%	-0.2%
	Cost per Planning application	5376.0	5186.4	6572.7	4634.5	4376.1	4907.0	4635.6	-13.8%	-5.5%
	Average Time Per Business and Industry Planning Application			13.0	12.9	10.9	11.2	9.3	-28.2%	-16.8%
	% of procurement spent on local small/medium enterprises	21.2	21.0	20.6	20.1	20.1	20.2	20.3	-1.0%	
	No of business gateway start-ups per 10,000 population				19.0	18.9	16.9	16.6	-12.7%	-1.7%

Children's Services

The major elements of children's services, and the percentage of total spend on each one, are given in the graph below.

Proportion of Gross Revenue Expenditure for Children's Services by Element 2016-17



Source: Council supplied expenditure figures

As can be seen, primary and secondary school provision are the major spend areas, with pre-school education and child care and protection accounting for a very much lower percentage of total spending on children. The proportion spent on pre-primary has grown over recent years in line with the policy agenda to expand early years provision. Each element is looked at in turn below.[14]

Pre-school Provision

For pre-school educational provision for children ("nursery school"), spending has been standardised as total spend per pre-school place. Over the seven-year period the Scottish average for the cost per pre-school place has increased by 14.4%, an increase in real terms of £529 per place. This reflects a 20.5% increase in gross expenditure and a 5.3% increase in the number of pre-school places provided, an additional 4911 places.

In the last 12 months, real unit costs have increased by 7.1%. This reflects an increase in gross expenditure of 6.8% and a 0.3% reduction in the number of places provided during this period.

Cost per Pre-School Place 2010/11 – 2016/17

% Change	Cash	Real
2010/11 - 2016/17	25.8	14.4
2010/11 - 2011/12	-7.8	-9.1
2011/12 - 2012/13	0.5	-1.6
2012/13 - 2013/14	-3.1	-4.7
2013/14 - 2014/15	10.1	8.5
2014/15 - 2015/16	16.3	15.5
2015/16 - 2016/17	9.5	7.1

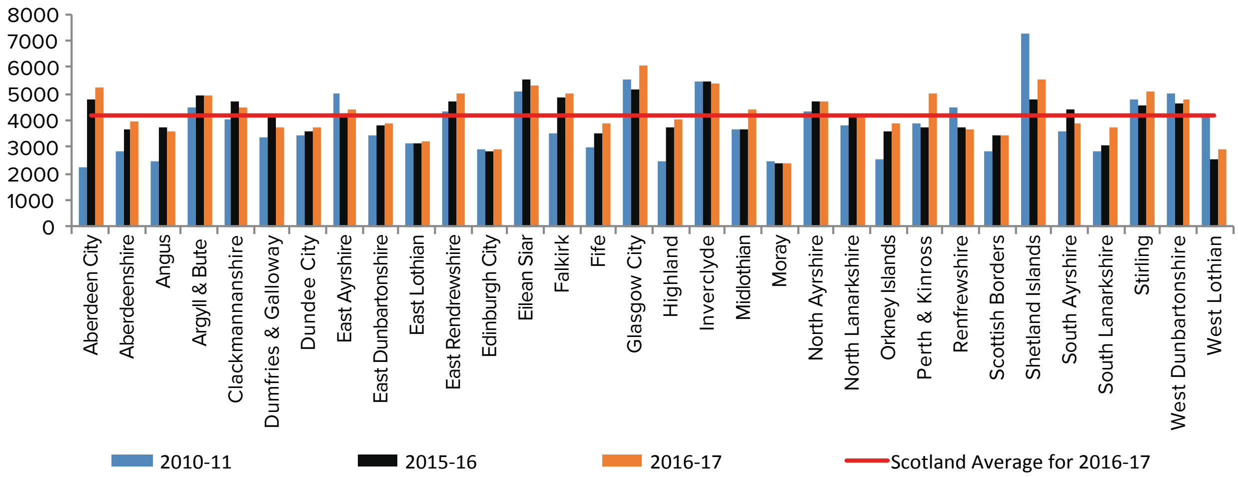
14 Data on Looked after Children will be published by Scottish Government in March 2018 therefore is not included within this analysis. The Benchmarking Framework will be updated to incorporate these figures at that time

From August 2014, the Children and Young People (Scotland) Act 2014 required local authorities to increase the amount of early learning and childcare from 475 hours a year to 600 hours for each eligible child. By 2020, the Act introduces a further commitment to the near doubling of entitlement to funded early learning and childcare to 1140 hours a year for all three and four-year olds and eligible two-year olds.

The impact of the new entitlements has been to increase the unit cost per pre-school place due to the increased hours associated with each funded place. The additional staffing costs in delivering the new entitlements, and the commitment by councils to offer the extended hours in a way that allows parents some choice and flexibility over what pattern of hours they can get will influence costs here.

In 2016/17, the average cost per place was £4,207, with substantial and widening variation between councils, ranging from £2,420 to £6,409 per place. There is no systematic relationship with deprivation, rurality or size of council.

Cost per Pre-School Registration (£)



Source: Early Learning and Childcare Census, Scottish Government; council supplied expenditure figures

Work within Family Groups has identified the following factors as important in understanding the local variation between authorities

- *Workforce composition – age, experience, grade and qualification level of staff*
- *Balance between council and partner provision*
- *Level of integration of pre-school and primary school provision*
- *Demographic variation and local capacity to respond*

Pre-School Performance

We have been working to develop systematic and consistent measures deployed by all 32 councils for assessing performance within the pre-school sector, or for understanding children's development as they progress through the pre-school setting.

This year, we have included in the framework Care Inspectorate quality evaluations for early years services and health visitor assessments at 27-30 months.

Care Inspectorate quality evaluations reflect the number of funded early years providers which were graded good or better for all quality themes as a percentage of all funded early years provision which was inspected. Overall, the proportion of funded services graded good or better for all quality themes has increased between 2010/11 and 2016/17, although there has been a small decrease in the past two years.

Percentage of Funded Early Years Provision Which is Graded Good/Better[15]

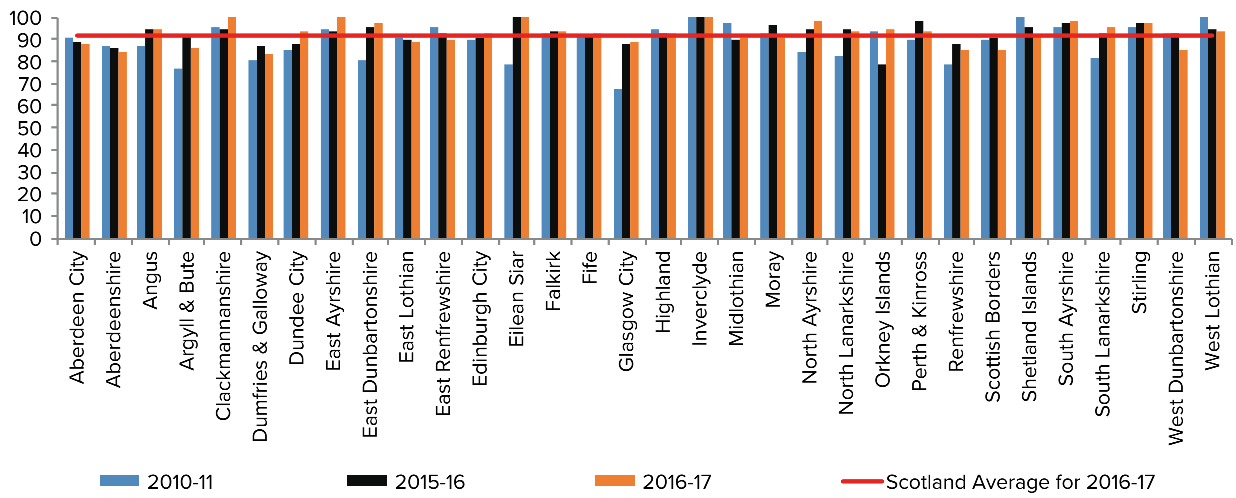
Year	% graded good/better
2010/11	87.1%
2011/12	90.6%
2012/13	91.3%
2013/14	92.6%
2014/15	93.5%
2015/16	91.9%
2016/17	91.7%

Further exploration is needed to fully understand the trends observed, including what role the following factors may play:

- The decreasing number of registered day-care of children services
- Variation in return rates of annual returns, inspection methodology and inspection frequency
- Variations in the question wording in the annual return in line with changes to government policy (the biggest change in the question was between 2014 and 2015).
- Number of cancellations and new registrations of services.

There is considerable variation across councils, with quality ratings in 2016/17 ranging from 84% to 100%. This variation has widened in recent years and does not appear to be systematically related to deprivation, rurality or size of authority. As this is the first year of inclusion within the benchmarking framework, this measure will be subject to review and on-going development across the coming period[16].

Percentage of Funded Early Years Provision Graded Good or Better



Source: Figures supplied by the Care Inspectorate

15 Data is a snapshot as at 31 December each year.

16 The figures on whether services provide funded places are based on returns received by the Care Inspectorate directly from Daycare of Children Services, and development work is ongoing to improve the robustness and reliability of this particular data item

Percentage of Children Meeting Developmental Milestones

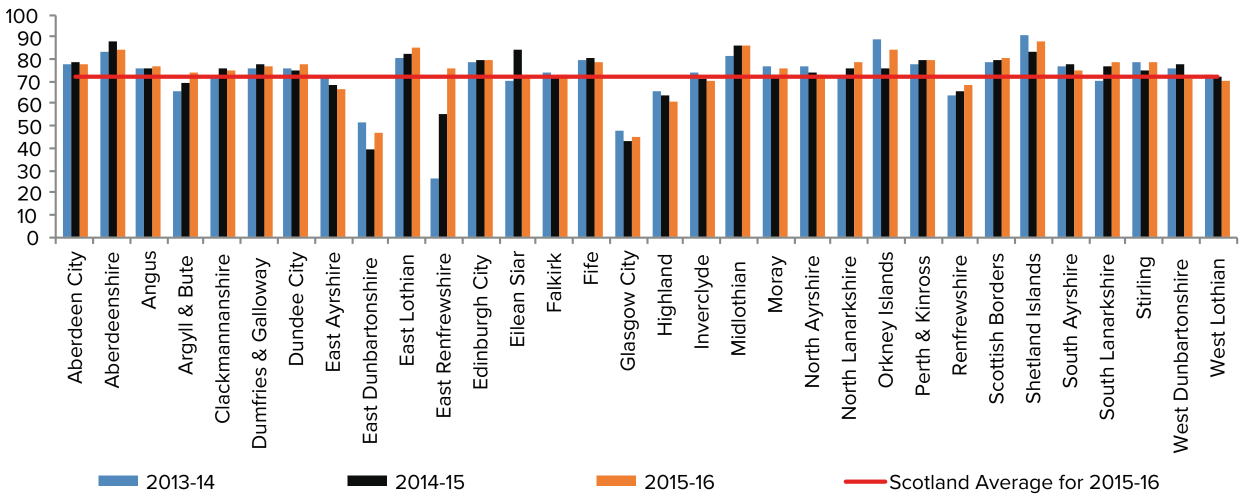
Understanding children's development as they progress through the pre-school setting is reflected as the percentage of children meeting developmental milestones, i.e. with no concerns across any domain, at their 27-30 month review. During 27-30 month reviews, the health professional (normally a health visitor) assesses children's developmental status and records the outcome (e.g. no concern, concern newly suspected as a result of the review, or concern or disorder already known prior to the review) against each of nine developmental domains (social, emotional, behavioural, attention, speech language & communication, gross motor, fine motor, vision and hearing).

Year	% children meeting developmental milestones (27-30 months)
2013/14	70.9
2014/15	71.6
2015/16	72.4
2016/17	tbc[10]

For the three years of data currently available, there has been a year on year improvement in the percentage of children meeting developmental milestones, increasing from 70.9% to 72.4%. Data for 16/17 will be published later in 2018 and will be included in the LGBF update if available.

There is significant although narrowing variation across councils, ranging from 45.4% to 88.1%. There is no systematic relationship with deprivation, rurality or size of council.

Percentage of Children Meeting Developmental Milestones (27-30 months)



Primary and Secondary School Spending

The pattern of spend on primary and secondary schooling is standardised as "total spend per pupil". In both primary and secondary education, there has been a reduction in real costs per pupil since 2010/11 (-9.65% and -2.9% respectively), although this has slowed in recent years.

Cost per Primary Pupil

Since 2010/11 there has been a real terms reduction of £513 per primary pupil, representing a 9.7% reduction. This reflects a 1.9% reduction in real gross expenditure which has occurred in parallel with an 8.6% increase in pupil numbers.

17 16/17 data not yet published

In 2016/17, the average cost per primary pupil was £4,804, a 0.2% reduction from £4,813 the previous year. This reflects a 1.2% increase in gross expenditure and a 1.4% increase in pupil numbers.

Cost per Primary Place 2010/11–2016/17

% Change	Cash	Real
2010/11 - 2016/17	-0.6	-9.7
2010/11 - 2011/12	-1.3	-2.7
2011/12 - 2012/13	-0.8	-2.8
2012/13 - 2013/14	-0.4	-2.1
2013/14 - 2014/15	-1.5	-2.9
2014/15 - 2015/16	1.4	0.7
2015/16 - 2016/17	2.1	-0.2

Cost per Secondary Pupil

As with primary pupil costs, since 2010/11 to 2016/17 there was a real terms reduction of £205 per secondary pupil, representing a -2.9% reduction in unit costs. There has been a -6.7% reduction in pupil numbers across this period; however, the reduction in gross expenditure has been proportionately larger at -9.4%.

In 2016/17, the average cost per secondary school pupil was £6,817, which has reduced from £6,841 in 2015/16, a reduction of 0.4%. This reflects a 0.7% reduction in expenditure in the past 12 months, and a 0.3% reduction in pupil numbers.

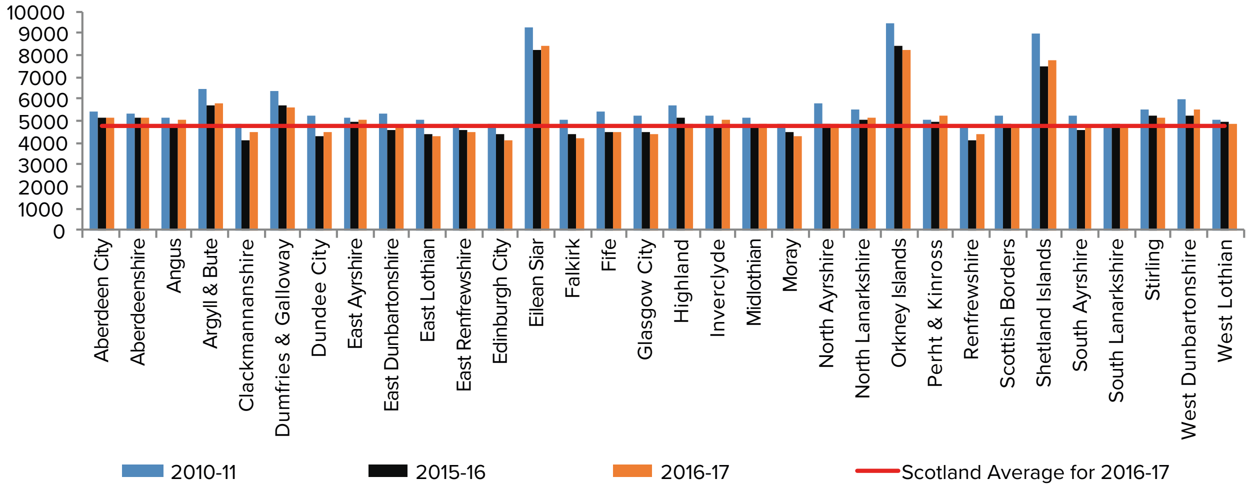
Cost per Secondary Place 2010/11–2016/17

% Change	Cash	Real
2010/11 - 2016/17	6.8	-2.9
2010/11 - 2011/12	-1.5	-2.9
2011/12 - 2012/13	1.8	-0.3
2012/13 - 2013/14	1.7	0.0
2013/14 - 2014/15	0.8	-0.6
2014/15 - 2015/16	1.9	1.3
2015/16 - 2016/17	1.9	-0.4

Around 60% of primary and secondary school spending is teaching staff costs. Given the current agreement between the Scottish Government and Local Authorities that teacher numbers will be maintained in line with pupil numbers, this represents a relatively fixed cost to councils. As such, this may limit councils' efforts in seeking to generate further efficiencies in this major area of expenditure and implement the curriculum in a way that meets local needs. In addition, after a decade in which public sector pay has been frozen or rises capped at 1%, the relaxation of its Public Sector Pay Policy, although it does not apply to local government, could by raising expectations put an upward pressure on budgets going forward.

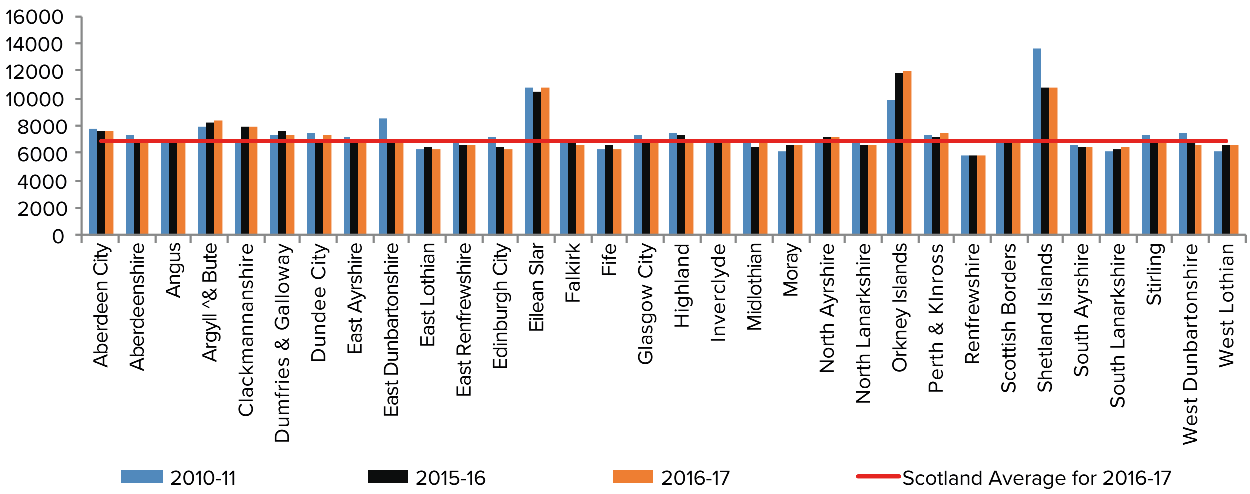
However, despite the fixed costs associated with teacher numbers, there is still a considerable although narrowing level of variation across councils, particularly for secondary education. Cost data continues to show a very distinctive pattern across Scotland, with the island councils spending significantly more than others. In primary education, costs range from £4105 to £8394 (£4,105 to £5,775 excluding islands) while in secondary the range is £5844 to £11,968 (5,844 to 8,433 excluding islands).

Cost per Primary School Pupil (£)



Source: Pupil Census, Scottish Government; council supplied expenditure figures

Cost per Secondary School Pupil (£)



Work within Family Groups has identified the following factors as important in understanding the local variation between authorities in education expenditure

- *Teacher demographics*
- *Local choices and priorities in relation to non-ringfenced elements of staffing budget such as support staff, teaching assistants, support for children with additional support needs, development teams*
- *PPP/PFI contract costs and arrangements*
- *Service design and growth of campus/hub school models*
- *Management structure and balance of senior roles*
- *Access to additional monies such as The Attainment Challenge fund*
- *Demographic variability – depending on existing class sizes and teacher numbers locally, changes in pupil numbers will have a varying impact on expenditure patterns for councils.*

Source: Pupil Census, Scottish Government; council supplied expenditure figures

Broad General Education

The National Improvement Framework has committed to introducing a consistent method for assessing children's development throughout the Broad General Education, P1-S3. This development is a significant contribution and addresses an important gap in understanding the educational journey of children across all stages of the curriculum.

For the past two years, the Scottish Government have published "experimental data" based on teacher professional judgements.[18] As there are still issues with consistency and reliability, this data is not yet sufficiently robust for benchmarking purposes. A new national programme of quality assurance and moderation has been put in place to provide more support and improve confidence and understanding among teachers, and, from August 2017, new nationally consistent standardised assessments have been made available for teachers to help inform their judgements.

We welcome these developments and will continue to work with Scottish Government and Education Scotland to strengthen this information to enable inclusion in the framework in future.

School Attendance Rates

Good school attendance is key to ensuring that every child gets off to the best start in life and has access to support and learning that responds to individual needs and potential. The role of school attendance in the protection of children is key.

Local authorities record information on pupils' attendance and absence from school and the reasons for this. This information is used to monitor pupil engagement and also to ensure pupils' safety and wellbeing by following up on pupils who do not attend school.

Attendance is standardised within this framework as "school attendance rates", the number of half-days attended for a local authority, as a percentage of the total number of possible attendances.[19] Between 2010/11 and 2014/15, the attendance rate increased from 93.1% to 93.7% and then decreased to 93.3% in 2016/17. Data is published only every two years.

School Attendance Rates for all Pupils and for Children who are Looked After (LAC)

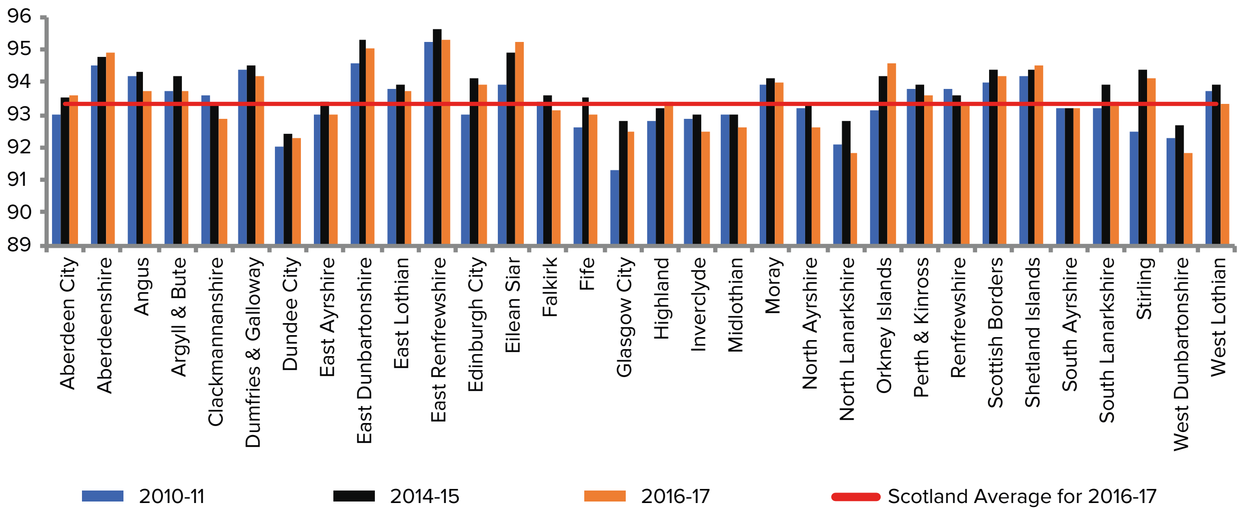
Year	School attendance rates	School attendance rates (LAC)
2010/11	93.1	-
2012/13	93.6	88.5
2014/15	93.7	91.6
2016/17	93.3	*tbc*

In terms of variation across councils, attendance rates range from 91.8% to 95.3%. This range of variation in attendance rates is consistent with the preceding years. There is no systematic relationship with deprivation, rurality or size of councils.

18 http://www.gov.scot/Resource/0052/00529096.pdf

19 This is based on a 380 half day year. The national average is the average number of half-days attended for local authority and mainstream grant-aided schools in Scotland.

School Attendance Rates

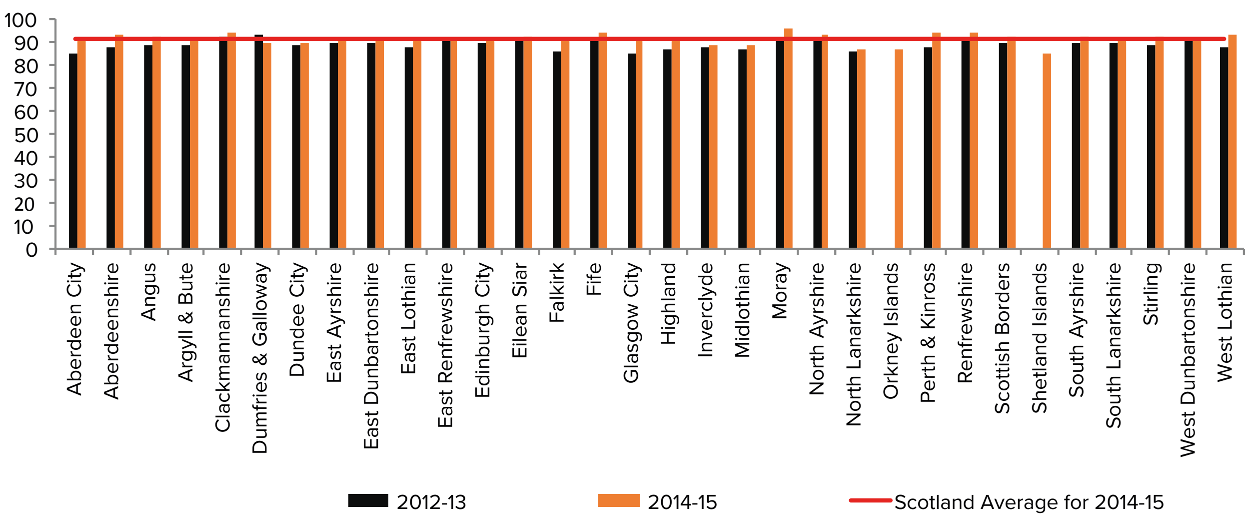


Source: Scottish Government Attendance and Absence figures

The 2 years of data currently available for looked after children show lower attendance rates for children who are looked after compared to other pupils. However, the figures suggest a faster rate of improvement for children who are looked after which has resulted in a significant closing of this gap in the most recent year available. School attendance rates for children who are looked after improved from 88.6% in 2012/13 to 91.6% in 2014/15. As with overall attendance rates, data is published only every 2 years. Figures for 2016/17 are not yet available.

There is greater variation across councils in attendance rates for looked after children than for other pupils, ranging from 84.8% to 96.0%. There are no systematic effects of deprivation, rurality or size of council. The small number of looked after children in some authorities may introduce volatility in the data for this measure which may explain some of the variation.

School Attendance Rates for Looked After Children



Source: Scottish Government Attendance and Absence figures

School Exclusion Rates

Councils strive to keep all learners fully included, engaged and involved in their education, wherever this takes place; and, to improve outcomes for those learners at risk of exclusion. While the power exists to exclude children and young people from school, there have been significant, concerted efforts by schools and local authorities to implement a range of approaches and solutions to positively engage young people in their education and improve relationships and behaviour. This is based upon a shared approach of agencies working together, and responding to the needs of learners early and effectively, in line with the principles of Getting it Right for Every Child (GIRFEC). Exclusion is considered only when to allow the child or young person to continue attendance at school would be seriously detrimental to order and discipline in the school or the educational wellbeing of the learners there.

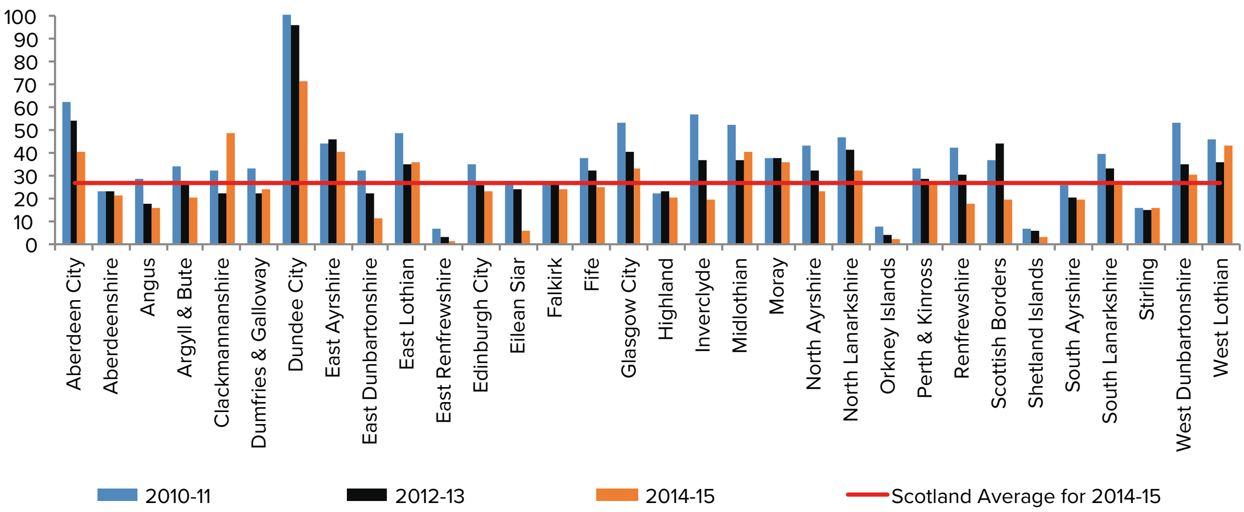
Exclusion is standardised within the framework as 'School Exclusion Rates", the number of half-days of temporary exclusions and number of pupils removed from the register (previously known as 'permanent' exclusions) per 1000 pupils. Between 2010/11 and 2016/17, exclusion rates reduced from 40.0 to 26.8.

School Exclusion Rates for all Pupils and for Children who are Looked After

Year	School exclusion rates (per 1000 pupils)	School exclusion rates (per 1000 Looked After Children)
2010/11	40.0	-
2012/13	32.8	184.53
2014/15	27.2	94.33
2016/17	26.8	*tbc*

There was significant but narrowing variation across councils in 2014/15, with rates per 1000 pupils ranging from 1.1 to 70.9. Exclusion rates do not vary systematically with deprivation, rurality or size of council. As with attendance rates, figures for exclusion are published every 2 years. Data for 2016/17 is not yet available at local authority level.

School Exclusion Rates (per 1000 Pupils)

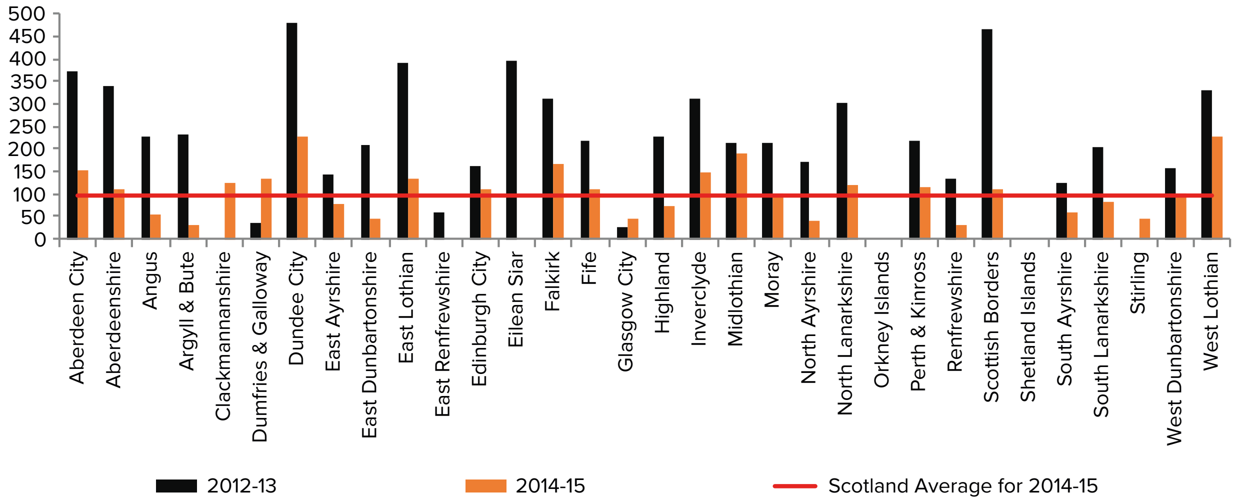


Source: Scottish Government Exclusions Dataset

Exclusion rates for children who are looked after are significantly higher than for all pupils, although the two years of available data indicates they are reducing at a much faster rate. Between 2012/13 and 2014/15, exclusion rates for children who are looked after reduced from 184.5 to 94.3. As with overall exclusion rates, figures for exclusion are published every two years, and data for 2016/17 is not yet available

There is greater variation across councils in exclusion rates for looked after children than for all pupils, ranging from 0 to 229.1. This variation between councils has narrowed significantly in the most recent year data is available for. There are no systematic effects of deprivation, rurality or size of council on exclusion rates. The small number of looked after children in some authorities may introduce volatility in the data for this measure which may explain some of the variation.

School Exclusion Rates for Looked After Children (per 1000 Looked After Children)



Source: Scottish Government Exclusions Dataset

Senior Phase

The LGBF Board is committed to developing a suite of performance measures which accurately reflect the senior phase (S4-S6) landscape and reflect wider educational achievement. The transitional suite presented here marks an important step in this development, however further measures will be introduced as suitable data becomes available over future years, to improve the scope and balance of information available on children's services.

Performance at secondary level is currently measured by:

- Average tariff score (by SIMD quintile)
- Percentage of pupils gaining 5+ SCQF level 5 qualifications or higher (described as '5+ at Level 5' for the purpose of this report)
- Percentage of pupils gaining 5+ SCQF level 6 qualifications or higher (described as '5+ at Level 6' for the purpose of this report)

The suite of measures also includes the percentage of school leavers entering positive destinations. However, as this information is no longer published in December it was not possible to include 2016/17 data here. This will be included when this is published in March.

The new participation measure was first published as experimental statistics in 2015 and provides a useful opportunity to track the progress of young people beyond the point at which they leave school. This measure reflects Opportunities for All[22] and measures participation in learning (including school), training or work for all 16-19 year olds in Scotland. This information is included for the first time in this report, and as this approach matures, we will work with education partners to agree how this information might be used alongside school leaver destinations in future publications.

22 Source: 'Developing a 'Participation' Measure for Post 16 Learning, Training and Work' 2013 Consultation, Scottish Government, http://www.gov.scot/Topics/Statistics/Browse/Labour-Market/scotstat/PartMeasureConsult/PartMeasCons-Report

Average tariff

Average Tariff is an overall measure of educational attainment which offers a wider measure of achievement to consider alongside breadth and depth measures. The tariff score is a summary measure calculated from the latest and best achievement of pupils during the senior phase (S4-S6) across a range of awards included in the benchmarking tool Insight. The measure here reflects cumulative attainment either to the point of leaving or to the end of S6.

Under Curriculum for Excellence, the number of subjects typically studied by pupils varies between local authorities. This reflects differing approaches to developing employability skills and the core qualification sets needed to enable a range of post school destinations. Tariff scores strongly reflect the total number of subjects studied and a better measure is needed to reflect different curriculum models better. Work is ongoing nationally to develop these better measures and they will be included in LGBF when available.

As the school leaver data is not yet available for 2016/17, the basis for the data included for these measures is different from published data available on Parentzone which is based on school leavers. To allow 2017 data to be included the Scottish Government have provided pupil's attainment by S6 based on the S4 cohort.

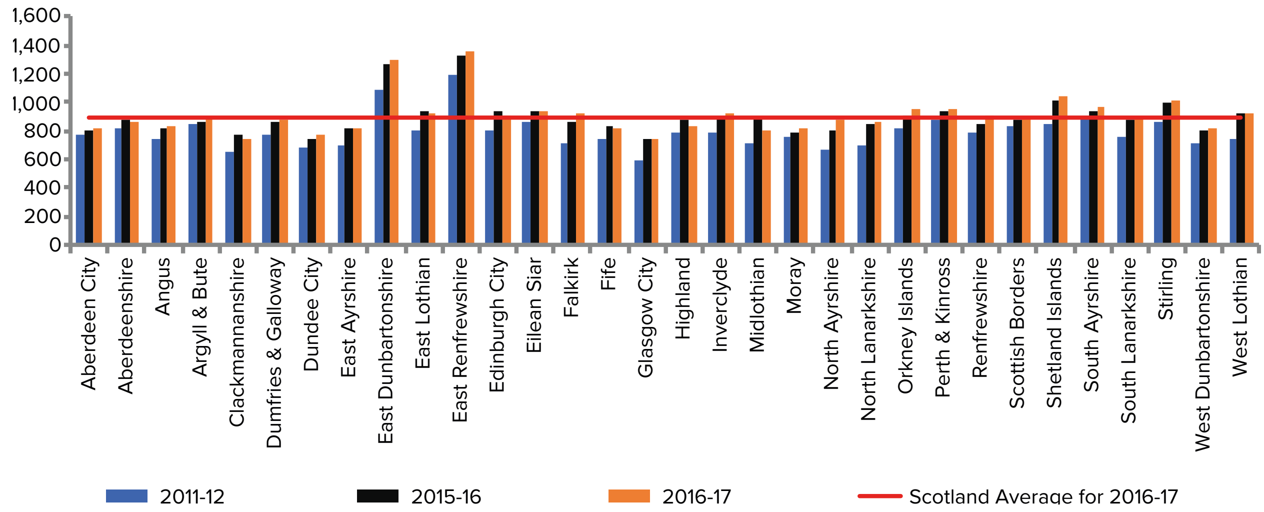
Average Total Tariff by SIMD Quintile

Year	Overall Average Total Tariff	Average Total Tariff SIMD Quintile 1	Average Total Tariff SIMD Quintile 2	Average Total Tariff SIMD Quintile 3	Average Total Tariff SIMD Quintile 4	Average Total Tariff SIMD Quintile 5
2011/12	770	478	618	759	909	1101
2012/13	798	510	644	788	929	1134
2013/14	827	551	685	816	962	1149
2014/15	860	581	716	851	984	1185
2015/16	877	603	740	864	998	1196
2016/17	886	624	750	880	999	1207
% change	15.1	30.5	21.4	15.9	9.9	9.6
Range 16/17	743 - 1351	417 - 945	612 - 1216	619 - 1280	813 - 1393	610 - 1491

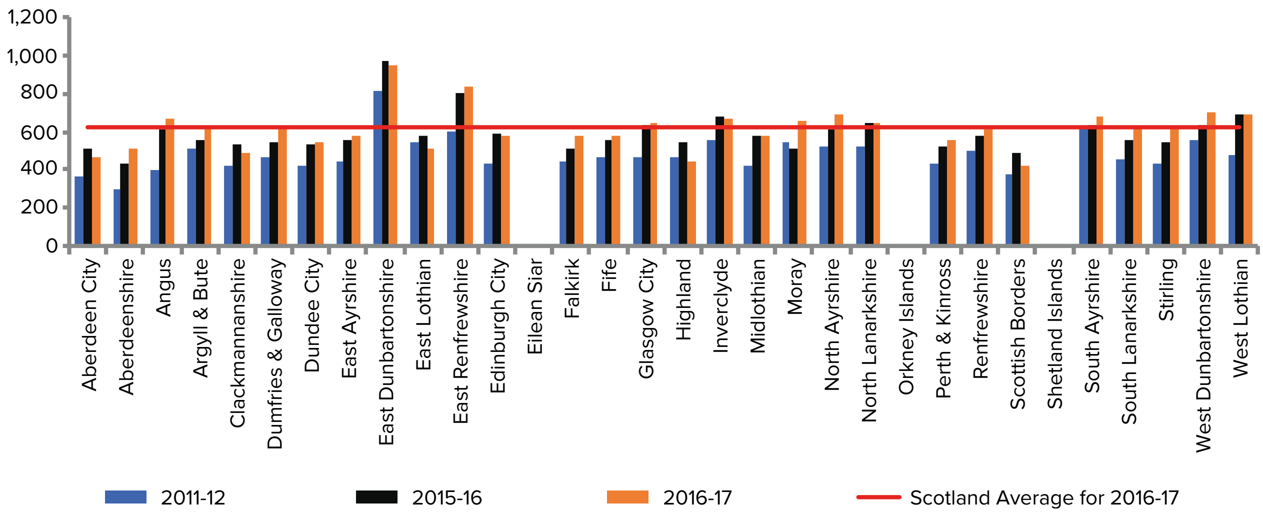
An improving trend can be seen in average total tariff over the past 6 years, increasing by 15.1% from 770 in 2011/12 to 886 in 2016/17. While this improving trend is evident for all SIMD groups, pupils from the most deprived groups have shown the largest improvement. Average tariffs have increased by 30.5% and 21.4% for the two most deprived groups compared to 9.9% and 9.6% for the least deprived groups. However, Average total tariff scores remain significantly lower for those pupils from the most deprived areas. Pupils from the least deprived quintile achieved an average tariff score of 1207 compared to 624 for pupils from the most deprived quintile.

There is a considerable and widening level of variation between councils in relation to overall average tariff (743 to 1351), and within each quintile group. Further detail of the variation within councils is presented in the graphs below.

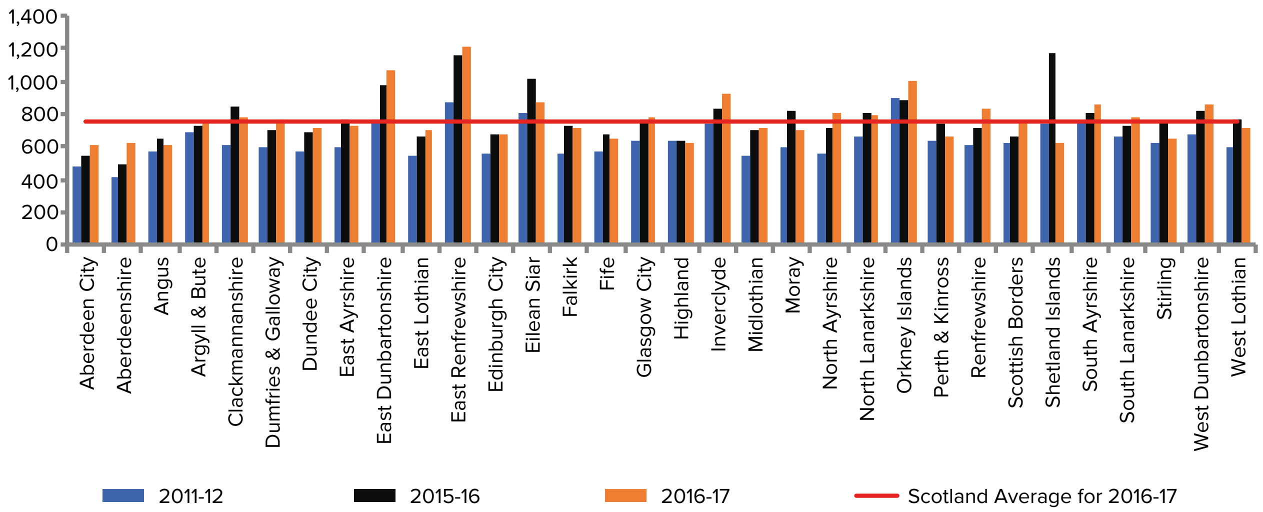
Overall Average Tariff



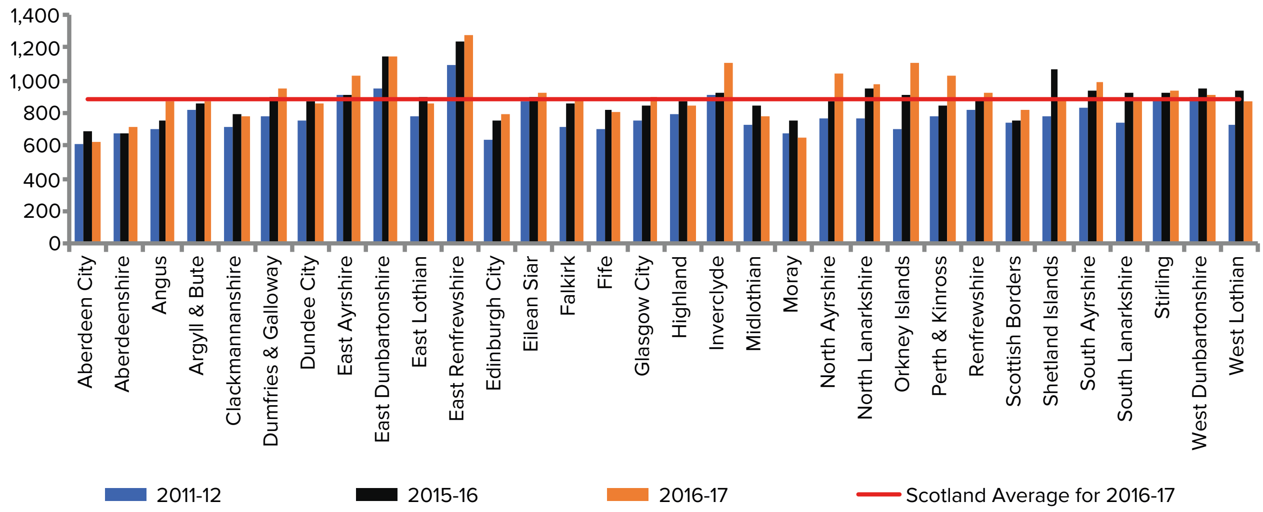
Average Total Tariff SIMD Quintile 1



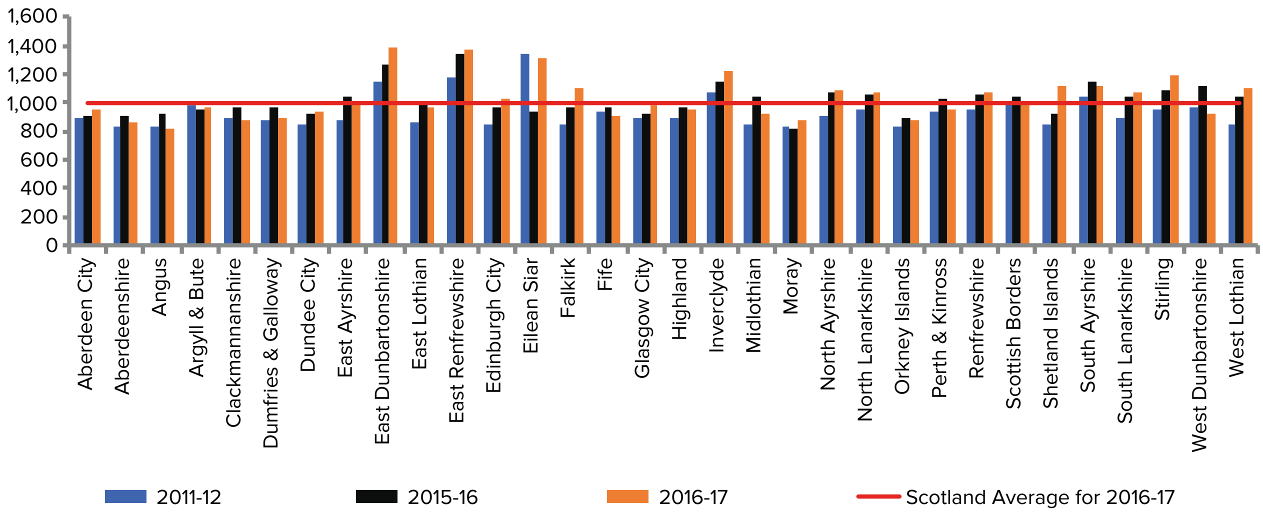
Average Total Tariff SIMD Quintile 2



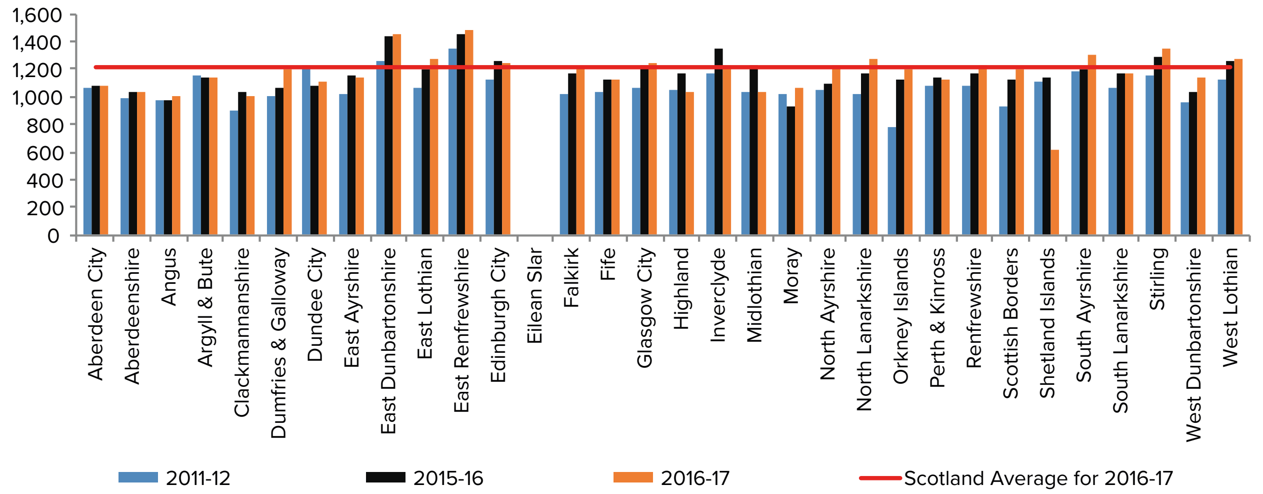
Average Total Tariff SIMD Quintile 3



Average Total Tariff SIMD Quintile 4



Average Total Tariff SIMD Quintile 5



Source: Breakdown of average total tariff by SIMD quintile provided by the Scottish Government and overall average total tariff calculated from this by the Improvement Service
Note: Missing values represent councils which have no pupils in this SIMD quintile

Performance at SCQF Levels 5 and Level 6 or Higher

These indicators provide a breadth and depth measure of achievement for pupils at higher levels of attainment, for all pupils and for those from more deprived areas. It should be noted that 5+ awards at SCQF level 5 and level 6 or higher are demanding academic criteria, and on their own provide a rather narrow picture of attainment. They are concentrated heavily on high attainers—those who would typically progress to higher education—and do not adequately reflect the outcomes and life chances of all school pupils.

These measures reflect the cumulative attainment at SCQF level 5 and level 6 or higher either to the point of leaving or to the end of S6. However, as with average tariff scores, as the school leaver data is not yet available for 2016/17, the basis for the data included for these measures is different from published data available on Parentzone which is based on school leavers. To allow 2017 data to be included the Scottish Government have provided pupil's attainment by S6 based on the S4 cohort.

An improving trend can be seen in the SCQF level 5 and level 6 data across the years for which we have collated data. The total percentage of young people gaining 5+ awards at level 5 and level 6 is increasing, for all pupils, and for those in the most deprived communities.

Percentage of Pupils Achieving 5 or More Awards at SCQF Level 5 and Level 6 or Higher

Year	% 5 or More Awards at Level 5	% 5 or More Awards at Level 5 in 20% Most Deprived Communities	% 5 or More Awards at Level 6	% 5 or More Awards at Level 6 in 20% Most Deprived Communities
2011/12	51.0	29.0	26.0	10.0
2012/13	53.0	32.0	27.0	11.0
2013/14	55.0	34.0	29.0	14.0
2014/15	57.0	37.0	31.0	14.0
2015/16	59.0	40.0	33.0	15.0
2016/17	60.0	41.0	34.0	16.0

In 2016/17, 60% of pupils achieved five or more awards at level 5 or higher, an increase of nine percentage points from 2011/12. Similarly, there has been a eight percentage point increase in the percentage of pupils achieving five or more awards at level 6 or higher during this time, from 26% to 34%. Since 2011/12, all 32 councils have seen an increase in attainment at these levels, with most showing a year-on-year improvement.

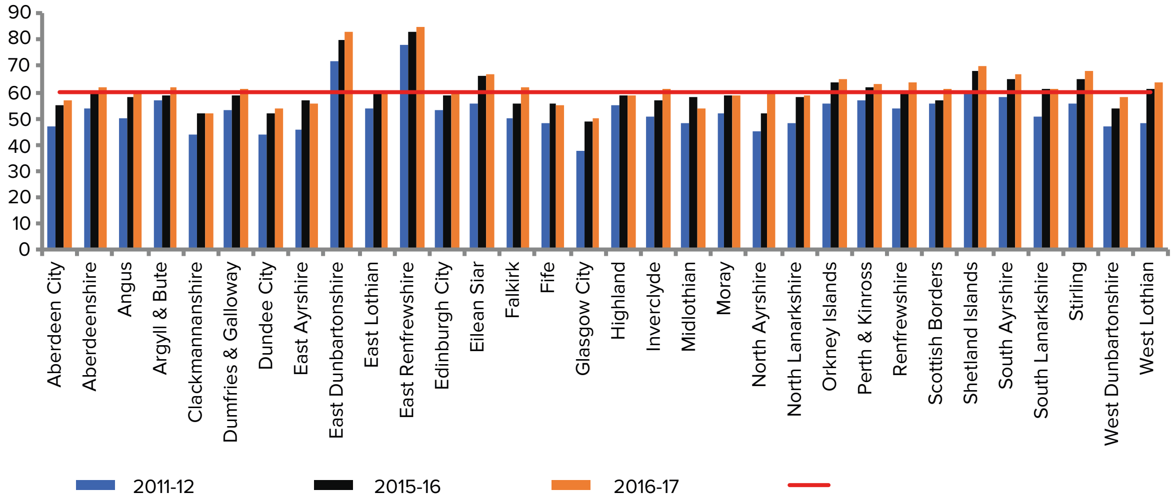
While achievement levels remain lower for children from the most deprived areas, there has been a faster rate of improvement within these groups. The percentage of children from the most deprived communities achieving 5+ awards at level 5 and level 6 in 2016/17 was 41% and 16% respectively, an increase of 12 percentage points and six percentage points from 2011/12. This is an improvement rate of 41.4% and 60.0%, compared to 17.6% and 30.8% for all pupils' achievement.

Across Scotland, substantial variations between councils can be identified at both level 5 and level 6, ranging from 50% to 85% and 22% to 63% respectively. The range has widened in the past 12 months at both levels due to faster improvement at the higher performance end. Substantial variations can also be seen between councils in achievement levels for the most deprived, ranging from 21% to 64% at level 5, and 0% to 33% at level 6. As with all pupils, the variation has widened in the past 12 months.

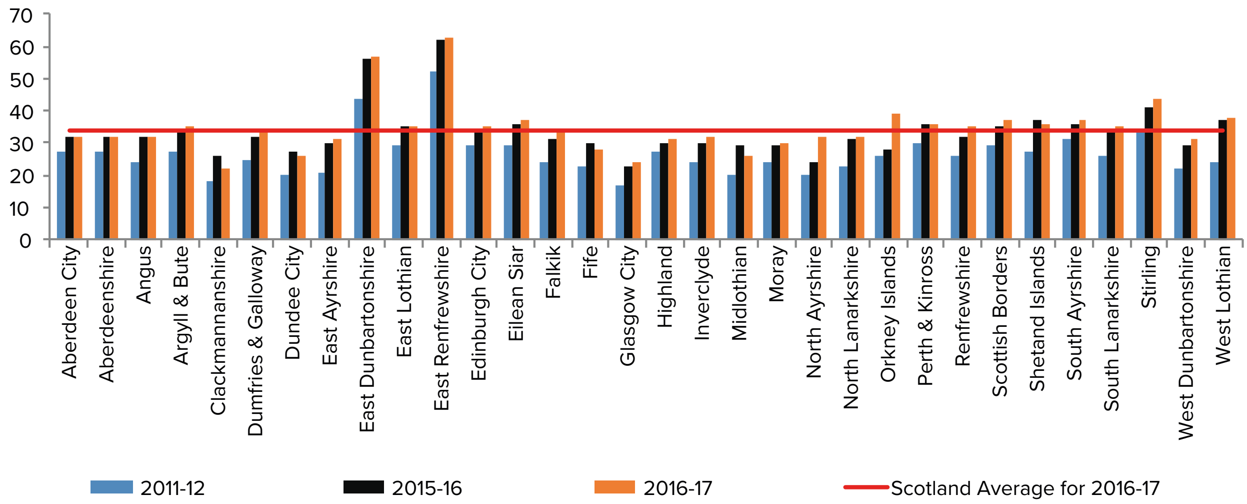
Achievement varies systematically with the overall level of deprivation in the council area: this accounts for approximately 35% to 40% of the variation in outcome between councils. For example, if councils are grouped according to their levels of deprivation, the average at level 5 for the most deprived councils is 58% compared to 64% for the least deprived councils. However, there are some councils with very low levels of overall deprivation who are achieving exceptional results with pupils from deprived areas. There are also councils with relatively high levels of overall deprivation achieving higher than average results.

The work being driven forward with local authorities and schools under the Scottish Attainment Challenge will be instrumental here. National and local partners will work together to identify the specific work that can be implemented successfully in classrooms and which will have a significant impact on the attainment of children from deprived communities. The local economy, size of the higher education/further education sector and types of local services supporting education are also important factors in understanding the variation. We will continue to work with all councils, ADES and Education Scotland to better understand the existing level of variation and the factors that drive it at school and council levels.

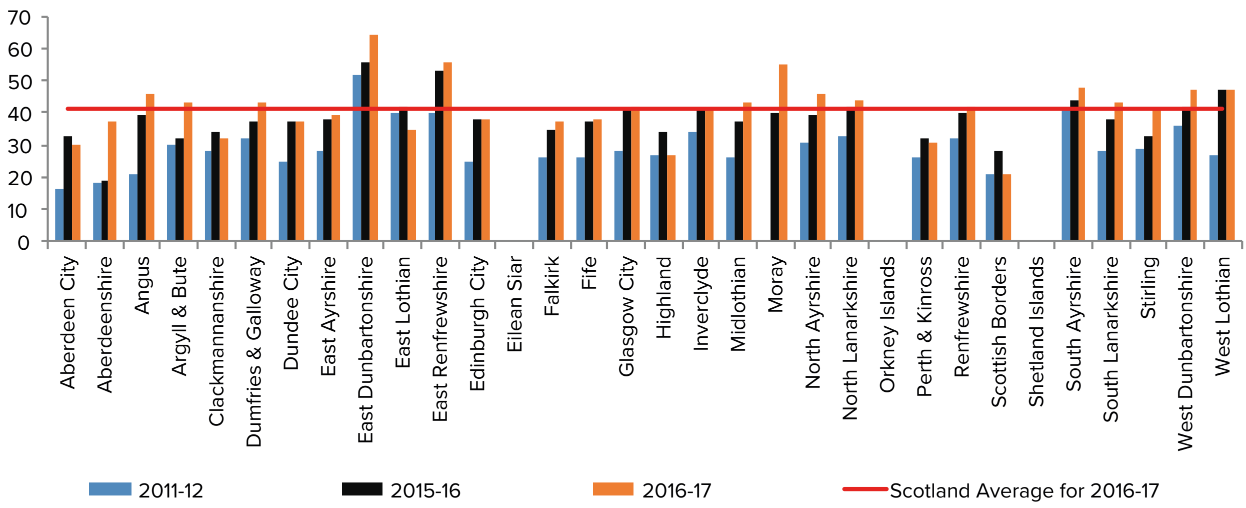
Percentage of Pupils Gaining 5+ Awards at Level 5



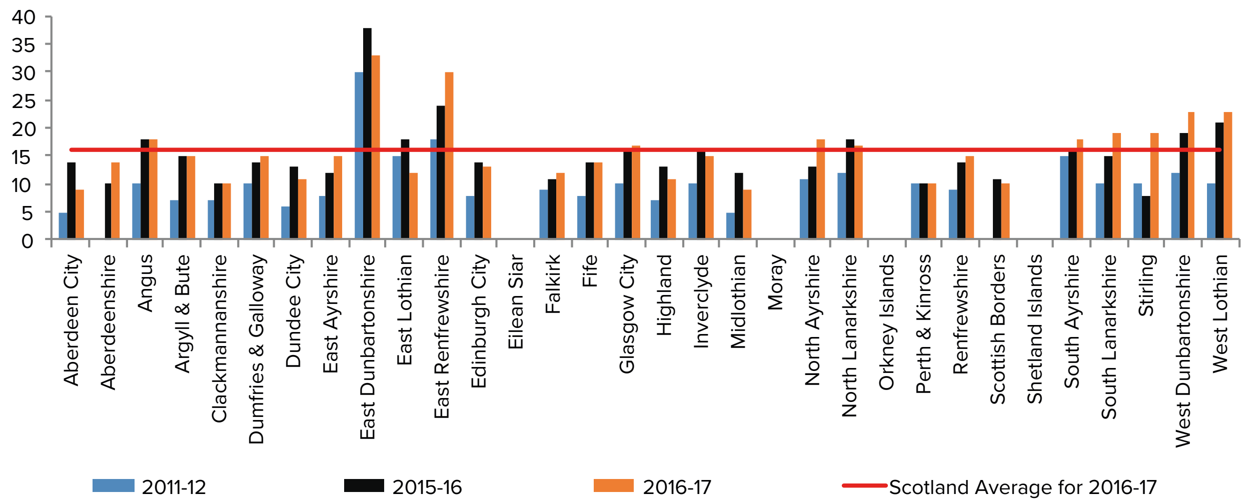
Percentage of Pupils Gaining 5+ Awards at Level 6



Percentage of Pupils from Deprived Areas Gaining 5+ Awards at Level 5 (SIMD)



Percentage of Pupils from Deprived Areas Gaining 5+ Awards at Level 6 (SIMD)



Source: Figures supplied by Scottish Government
Note: Missing values represent councils which have no pupils in the 20% most deprived communities

Positive Destinations and Participation Rate

Between 2011/12 and 2015/16, there has been continued improvement in relation to the proportion of young people entering initial "positive destinations" after school, increasing from 90.1% to 93.3%. Positive destinations include participation in further education (FE), higher education (HE), training/ apprenticeships, employment, volunteering or Activity Agreements. Data is not yet available for 2016/17, but will be included in the LGBF March refresh.

In 2016/17, the LGBF added a participation measure alongside positive destinations. The participation measure reflects participation in learning (including school), training or work for all 16-19 year olds in Scotland (as defined by Opportunities for All Data Practice Framework, Scottish Government, August 2014). This measure provides a useful opportunity to track the progress of young people beyond the point at which they leave school. It also recognises that all participation is positive and should be regarded as transitional— education and training are important phases in a young person's life that can improve their job options but are not destinations in themselves.

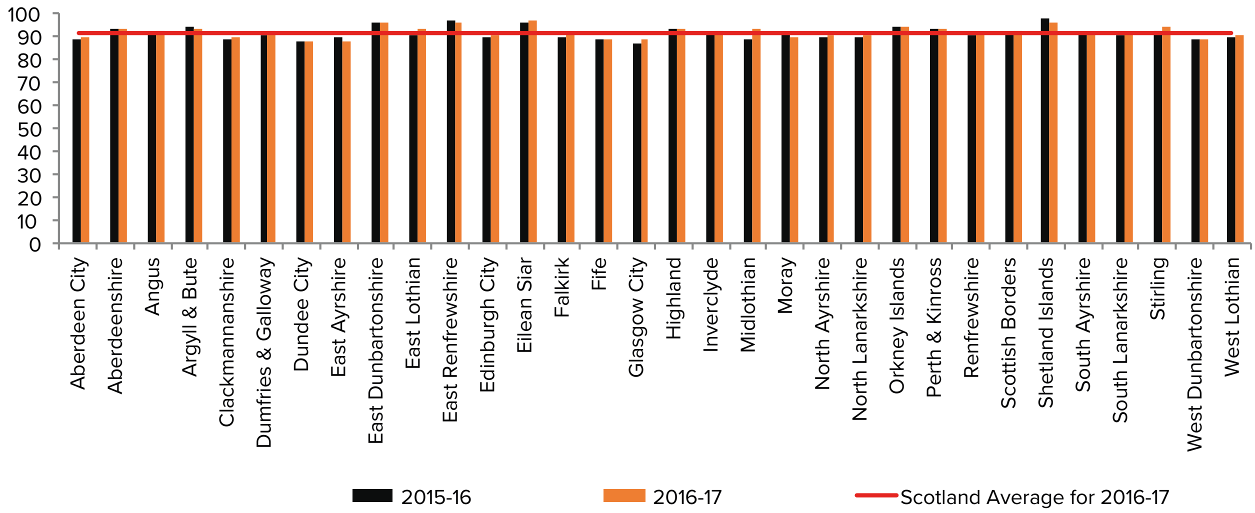
This measure was first published in 2015 by Skills Development Scotland as experimental statistics, and shows an increase in the participation rate from 90.4 to 91.1 between 2015/16 and 2016/17. This has been driven by an increase in employment, particularly part-time employment.

Positive Destinations and Participation Rate

Year	% Entering Positive Destinations	Participation Rate
2011/12	90.1	-
2012/13	91.7	-
2013/14	92.5	-
2014/15	93.0	-
2015/16	93.3	90.40
2016/17	tbc	91.10

In 2016/17, the participation rates for 16-19 year olds ranged from 87.6% to 96.9% across councils, with variation narrowing slightly in the past 12 months. As with destinations, there is a systematic relationship between participation rates and deprivation, with those councils with higher levels of deprivation reporting lower participation rates (e.g. 89.9% average for the most deprived councils compared to 93.6% average for the least deprived councils).

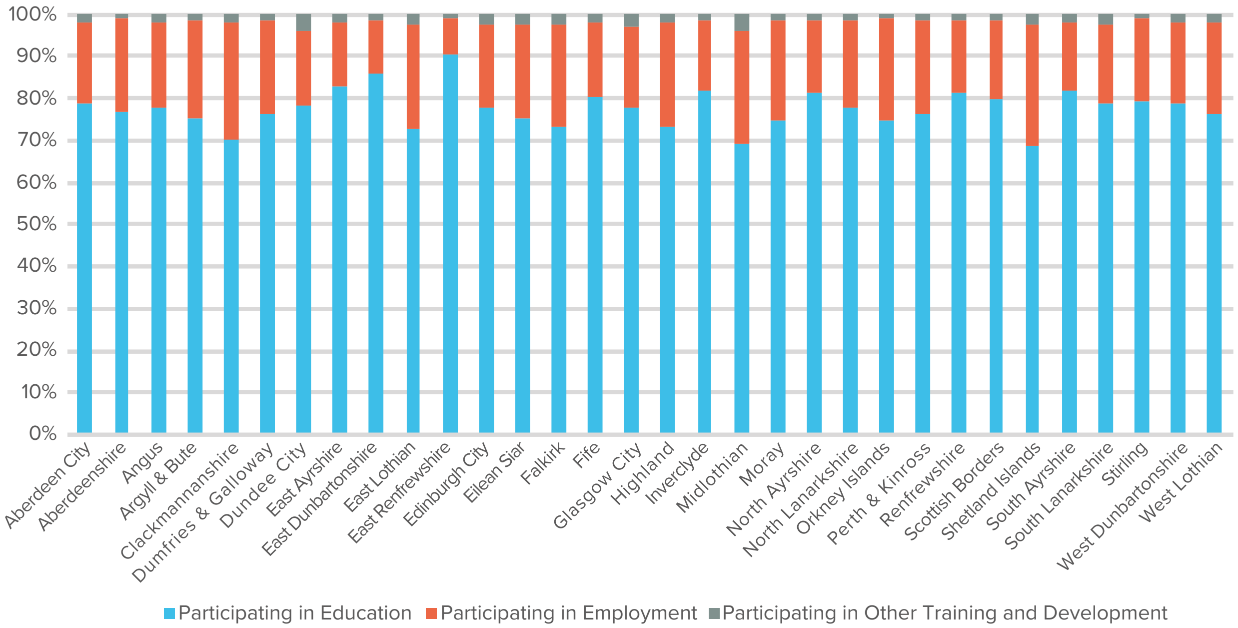
Participation Rates for 16-19 Year Olds (%)



Source: SDS Annual Participation Measure

There is significant variation across councils in how the participation status breaks down by education, employment and training as can be seen in the graph below. Further disaggregation of these categories will be provided as additional trend data becomes available in future years.

Participation Rates - Breakdown of Participating Status by Council, 2016-17 (%)



Source: SDS Annual Participation Measure
Education includes: school pupils, higher education & further education
Employment includes: full time employment, part time employment, self-employment and modern apprenticeships
Other training & development includes: employability fund, activity agreements, other formal training, personal skills development and voluntary work

Satisfaction with Schools

There has been a ten percentage point reduction in adults satisfied with their local schools service over the period, with satisfaction levels falling from 83% to 73% in between 2010/11 and 2016/17.

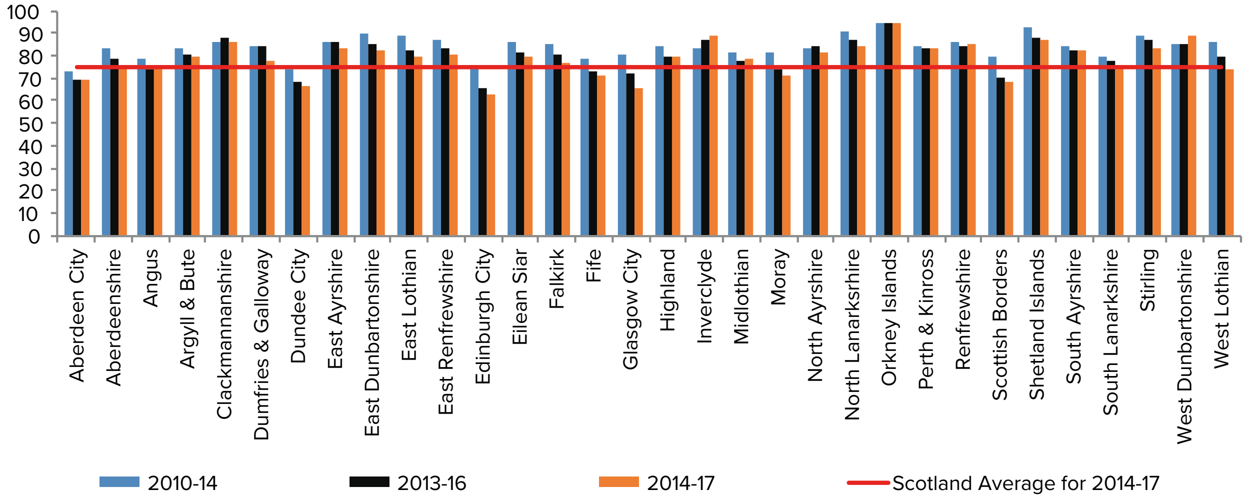
Percentage of Adults Satisfied with Local Schools

Year	% satisfied
2010/11	83
2012/13	83
2013/14	81
2014/15	79
2015/16	74
2016/17	73

The customer satisfaction data that is included in the LGBF is derived from the Scottish Household Survey (SHS). While this data is proportionate at Scotland level, it is acknowledged there are limitations at local authority level in relation to small sample sizes and low confidence levels. To boost sample sizes, three-year rolled averages have been used here. This ensures the required level of precision at local levels with confidence intervals within 6%. The data used represents satisfaction for the public at large rather than for service users. Smaller sample sizes for service users mean it is not possible to present service user data at a local authority level with any level of confidence. It should be noted that satisfaction rates for service users are consistently higher than those reported by the general population.

The range in satisfaction with local schools across Scotland is 63% to 95%, with larger authorities reporting significantly lower levels of satisfaction (73% compared to 87% in smaller authorities). The variation between authorities in satisfaction has widened year on year due to reductions at the lower end.

Percentage of Adults Satisfied with Local Schools



Source: Scottish Household Survey

Adult Social Care

The provision of services to support vulnerable adults and older people is a major priority for councils and accounts for around a quarter of total council spend. Social care services are undergoing fundamental reform as council services integrate with services from the National Health Service to create new Health and Social Care Partnerships (HSCPs). The purpose of these major changes is to strengthen the partnership working across public services to help improve outcomes for those using health and care services and also reduce the inefficiencies associated with dis-jointed systems.

To reflect this major reform, we continue to work with Social Work Scotland, Chief Officers of the Integration Authorities, and the new Health and Social Care Improvement body to agree benchmarking measures which will usefully support Integration Joint Boards fulfil their new duties. This will draw upon the core suite of Health and Social Care integration measures, which is currently being reviewed and will consider measures which might usefully be included to provide a fuller picture of improvement towards the national health and wellbeing outcomes and user experience.

Social care is an area where councils and their partners face growing demands due to an ageing population and the increasing complexity of needs experienced by vulnerable adults. It is forecast that the percentage of the population aged 65 or over will rise from 18.1% to 21.1% by 2024.[23] In the face of these increasing demands, councils and their partners continue to modernise and transform social care provision to deliver better anticipatory and preventative care, provide a greater emphasis on community-based care and enable increased choice and control in the way that people receive services.

Home Care Services

Council spend on home care services has been standardised around home care costs per hour for each council. This includes expenditure across all providers. Since 2010/11 there has been a real terms increase of 1.7% in spending per hour on home care for people over 65 across Scotland. This reflects an overall 11.5% increase in gross expenditure and 9.6% increase in the number of hours delivered during this period, although movement between years has fluctuated.

Home Care Costs per Hour for People Aged 65 or Over

% Change	Cash	Real
2010/11 - 2016/17	11.9	1.7
2010/11 - 2011/12	-1.8	-3.2
2011/12 - 2012/13	3.5	1.4
2012/13 - 2013/14	-1.0	-2.7
2013/14 - 2014/15	-0.1	-1.5
2014/15 - 2015/16	4.7	4.0
2015/16 - 2016/17	6.3	4.0

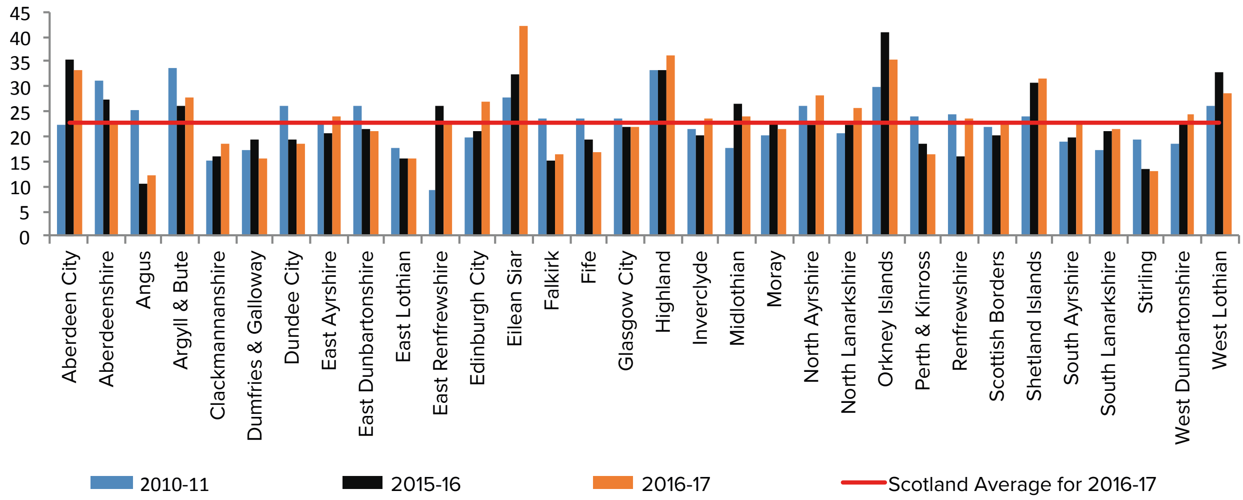
In the past 12 months, spending per hour has increased by 4.0% in real terms from £21.67 to £22.54. This reflects a 6.24% increase in expenditure and a 2.2% increase in hours delivered. The increase in expenditure will reflect in part the commitment from October 2016 to pay all social care workers the living wage.

There is significant variation across councils, with spend per hour ranging from £12.28 to £42.15.

23 Source: Population Projections, National Records of Scotland, http://www.nrscotland.gov.uk/statistics-and-data/statistics/statistics-by-theme/population/population-projections/population-projections-scotland/2014-based

This variation has widened in the past two years. Rural councils have significantly higher costs, with average costs of £27.72 compared to £23.56 for urban councils, and £22.09 for semi-rural.

Home Care Costs per Hour for People Aged 65 or Over (£)



Source: Social Care Survey, Scottish Government; council supplied expenditure figure

Balance of Care

The second area of adult social care services covered in the framework is the percentage of adults over 65 with intensive care needs (who receive 10+ hours of support) who are cared for at home. This is an area of growing importance in an effort to care for more people in their own home rather than institutional setting such as hospitals. The effective design and delivery of home care services can help prevent those most at risk of unplanned hospital admissions from entering the hospital sector unnecessarily. For those who do enter hospital, it can also help prevent delayed discharges.

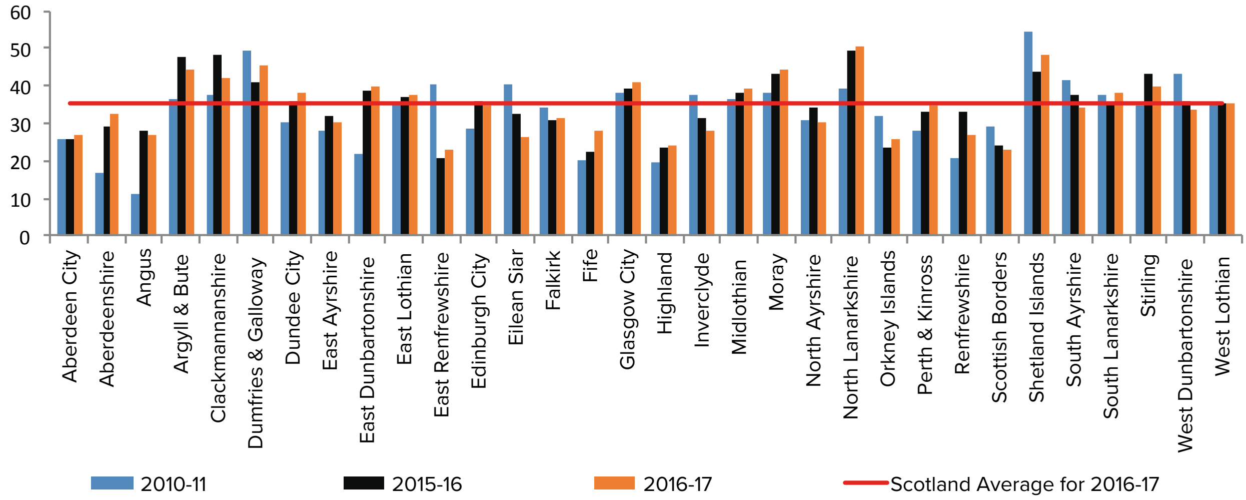
The balance of care has shifted in line with policy objectives across the period with a growth in home care hours provided (9.6%) and a relative decline in residential places (-1.2%). The percentage of people with intensive needs who are now receiving care at home has increased from 32.2% in 2010/11 to 35.3% in 2016/17. As importantly, the number of people receiving home care has decreased over time and the hours of care they receive on average has increased, i.e. in shifting the balance of care, a greater resource has become targeted on a smaller number of people with higher needs.

Percentage of People Aged 65 or Over With Intensive Needs Receiving Care at Home

Year	% of over 65's with Intensive Needs Receiving Care at Home
2010/11	32.2
2011/12	33.0
2012/13	34.1
2013/14	34.3
2014/15	35.3
2015/16	34.8
2016/17	35.3

There is significant although narrowing variation across councils in relation to the balance of care, ranging from 22.9% to 50.4% across Scotland. There is no systematic relationship in the balance of care provided and deprivation, rurality or size of council.

Percentage of Adults Aged 65+ With Intensive Needs Cared for at Home



Source: Social Care Survey, Scottish Government

Direct Payments and Personalised Managed Budgets

From 1st April 2014, self-directed support introduced a new approach which gives people who require social care support more choice and control over how their support is delivered. Social work services continue to drive forward changes to ensure people's outcomes are being met, rather than a person fitting in to a service.

The Self-Directed Support Act 2013 puts a duty on local authorities to be transparent about the cost of support under each of the four options:

- Direct payment (a cash payment)
- Personalised Managed Budget (PMB) where the budget is allocated to a provider the person chooses (sometimes called an individual service fund, where the council holds the budget but the person is in charge of how it is spent)
- The local authority arranges the support
- A mix of the above.

The indicator here refers to the percentage of total social work spend allocated via Direct Payments or Personalised Managed Budgets.[24] The breakdown of spend available across the four options will become more sophisticated as the approach is fully implemented and this will be reflected in the development of this framework.

Since 2010/11, the proportion of total social work spend allocated via Direct Payments and Personalised Managed Budgets has grown from 1.6% to 6.5%. However most of this growth is in Glasgow where expenditure via these two options has grown from £4.8 million to £71.4 million. Excluding Glasgow, the spend on Direct Payments and PMB as a percentage of total social work spend increased from 1.6% to 4.7% across the same period, with Direct Payments accounting for approximately 73% of this spend.

In the last 12 months, the proportion of spend via Direct Payments and Personalised Managed Budgets reduced from 6.7% to 6.5%. Again, this has been driven by a significant reduction in Glasgow Direct

24 The PMB breakdown was included in councils return to the Improvement service for 13/14 - 16/17, and includes only residual expenditure from the personalised budget where it is unknown what support was purchased, i.e. where the council used a third party to arrange services. It does not include where the budget has been used to purchase known services from either the authority or another provider. Analysis of the data however indicates some variation in relation to what is included currently.

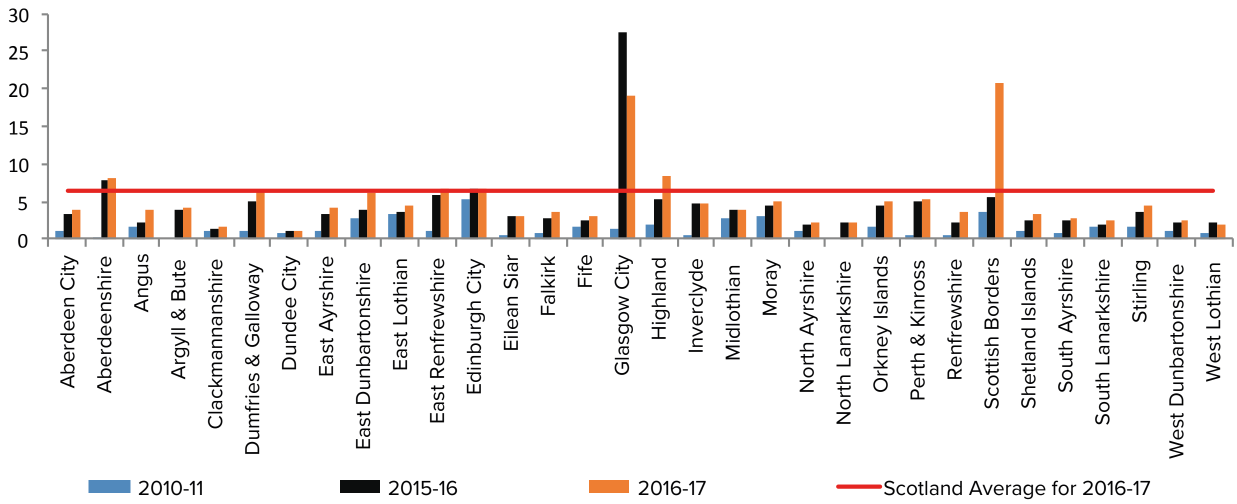
Payment/PMB spend (28% reduction in the past 12 months). Excluding Glasgow from the analysis, the proportion across Scotland has grown from 3.7% to 4.7% over the past 12 months.

Spend on Direct Payment and Personalised Managed Budgets as a Percentage of Total Social Work Spend

Year	Direct Payment & PMB Spend as a % of Total Social work Spend
2010/11	1.6
2011/12	2.9
2012/13	6.0
2013/14	6.4
2014/15	6.9
2015/16	6.7
2016/17	6.5

In 2016/17 the range in spend across councils was 1.0% to 20.7% (1.0% to 8.3% excluding outliers). The variation has narrowed slightly in recent years. Rural and less deprived councils tend to have higher levels of uptake of Direct Payments and PMB (5.4% of spend in rural councils is allocated via Direct Payments and PMB compared to 3.7% in urban, and 5.7% of spend in the least deprived family group compared to 2.7% in the most deprived). This finding is supported by Scottish Government examination of the uptake of Direct Payments and SIMD which shows that while there is no clear relationship for the 18-64 adult population, older people living in less deprived areas are more likely to choose direct payments.[25]

Direct Payment and PMB Spend as a Percentage of Total Social Work Spend on Adults 18+



Source: Council supplied expenditure figures
Note: Missing values reflect no data returned for that year

Care Homes

The third area covered by the framework relating to adult social care is the net cost of care home services. The measure has been standardised using net costs per week per resident for people over the age of 65.

It is important to note that the figures for 2012/13 to 2016/17 have in agreement with the local

25 Source: Social Care Services, Scotland, 2014, Scottish Government, http://www.scotland.gov.uk/Publications/2014/11/1085/6

government Directors of Finance excluded a support cost component which was included in 2010/11 and 2011/12, and therefore a direct comparison with costs from earlier years is not possible.

Over the five years for which we have comparable data, there has been a 4.6% reduction in unit costs from £393 to £375. This has been driven by a -3.2% reduction in net expenditure while the number of adults supported in residential care homes during this period has increased by 1.5%.

Gross expenditure levels have remained steady over this period therefore the reduction in net expenditure indicates an increase in the income received by councils rather than a reduction in expenditure. The increase in the number of privately or self-funded clients as a proportion of all long stay residents over this period would support this trend (an increase of 3.3% between 2010/11 and 2015/16).[26]

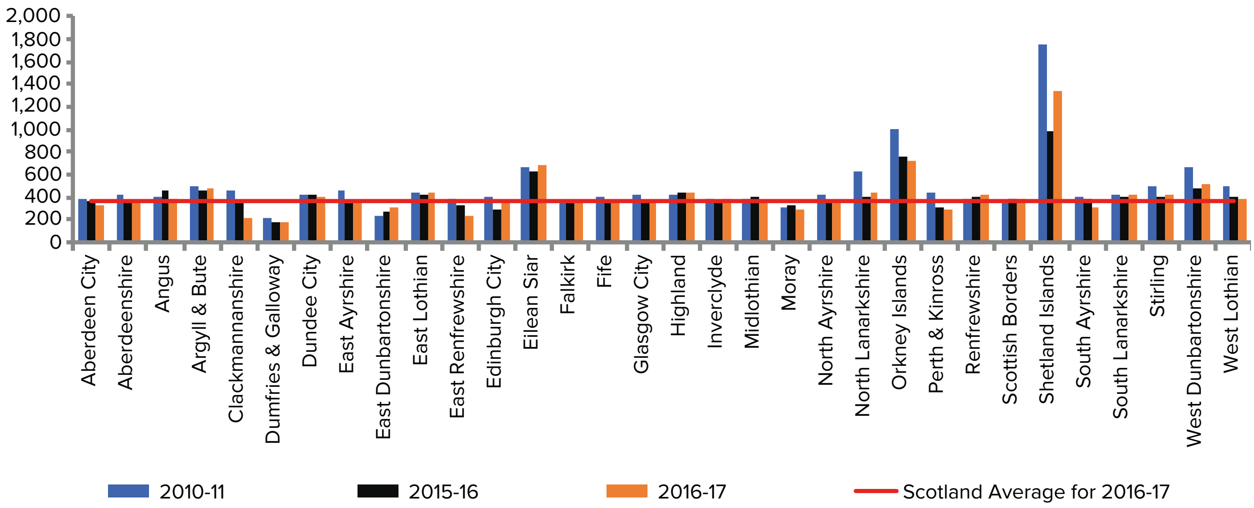
In the last 12 months, the average cost per week per resident increased by 0.6% from £373 to £375. This reflects a small increase in net expenditure (0.1%) and a small reduction in the number of residents (-0.5%).

Care Home Costs per Week for People Over 65

% Change	Cash	Real
2012/13 - 2016/17	1.4	-4.6
2012/13 - 2013/14	-2.1	-3.7
2013/14 - 2014/15	2.5	1.0
2014/15 - 2015/16	-1.8	-2.5
2015/16 - 2016/17	2.9	0.6

There is a considerable level of variation across councils with island councils in particular reporting significantly higher costs. When island councils are excluded, costs range from £186 to £516. Variation has widened in the last 12 months, after narrowing over recent years.

Older Persons (Over 65s) Residential Care Costs per Week per Resident (£)



Source: Community Care Quarterly Key Monitoring Return, Scottish Government; council supplied expenditure figures

Up to and including 2016/17, the National Care Home Contract (NCHC) for residential care for older people will, to a large extent, have standardised costs. However, it is important to note that the net cost per resident will not equate to the NCHC rate. The NCHC rate only applies to LA-funded residents who

26 Care Home Census 2010-2014, ISD, http://www.isdscotland.org/Health-Topics/Health-and-Social-Community-Care/Care-Homes/

are in private and voluntary run care homes. Residential care costs however include net expenditure on:

- The net cost of any LA-funded residents (this will be based on the NCHC)
- The net cost for self-funders (There are around 10,000 self-funders receiving Free Personal Care payments (around two-thirds also receive the Free Nursing Care payment)
- The net cost of running any LA care homes (this will be gross cost less charges to residents). These will not equate to the NCHC rate and not all LAs run their own care homes so this may be something to explore further when examining differences across councils.

Therefore, if we compare net expenditure with all long-stay care home residents (private/voluntary and local authority) we would expect the average rate to be lower than the NCHC rate.

Based on the above, variation in net costs between councils will be largely influenced by the balance of LA-funded/self-funded residents within each area, and the scale of LA care home provision and associated running costs.

Percentage of Adults Satisfied with Adult Social Care Services

In 2015/16, two measures from the Health and Care Experience Survey were introduced to the benchmarking suite to reflect service user satisfaction with social care services. These measures align with the initial core suite of HSC Integration Measures, and provide a more locally robust sample than is available from the Scottish Household Survey in relation to social care. The survey takes place every two years, and only two years of data is currently available making trend analysis difficult. The next available data will be for the period 2017/18.

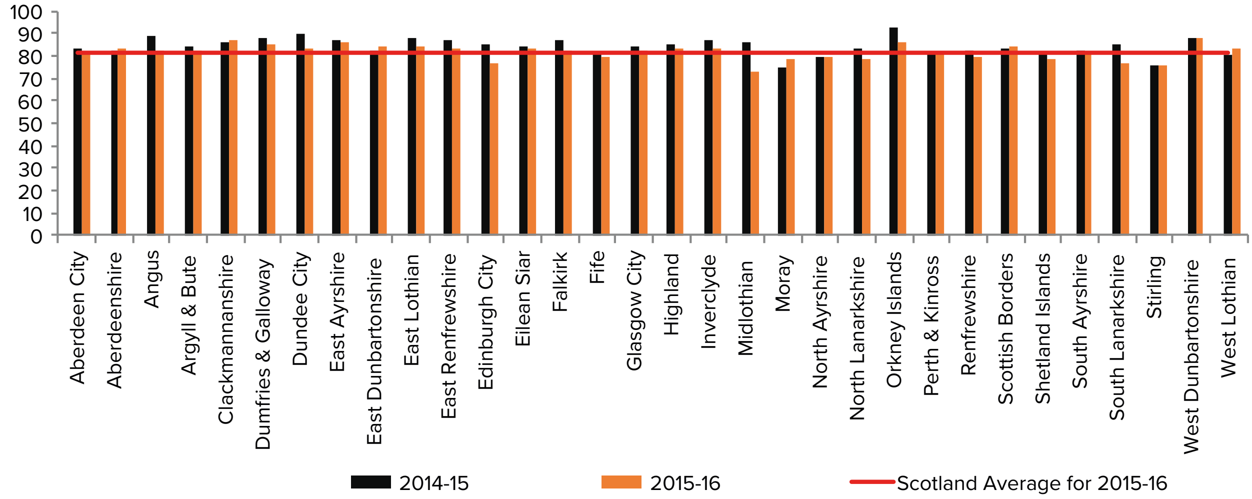
The percentage of adults receiving any care or support who rate it as Excellent or Good reduced from 84% in 2013/14 to 81% in 2015/16, a significant reduction at national level. Similarly, the % of adults supported at home who agree that their services and support had an impact in improving or maintaining their quality of life reduced from 85% in 2013/14 to 84% in 2015/16. This reduction is not significant.

Percentage of Adults Satisfied With Social Care Services

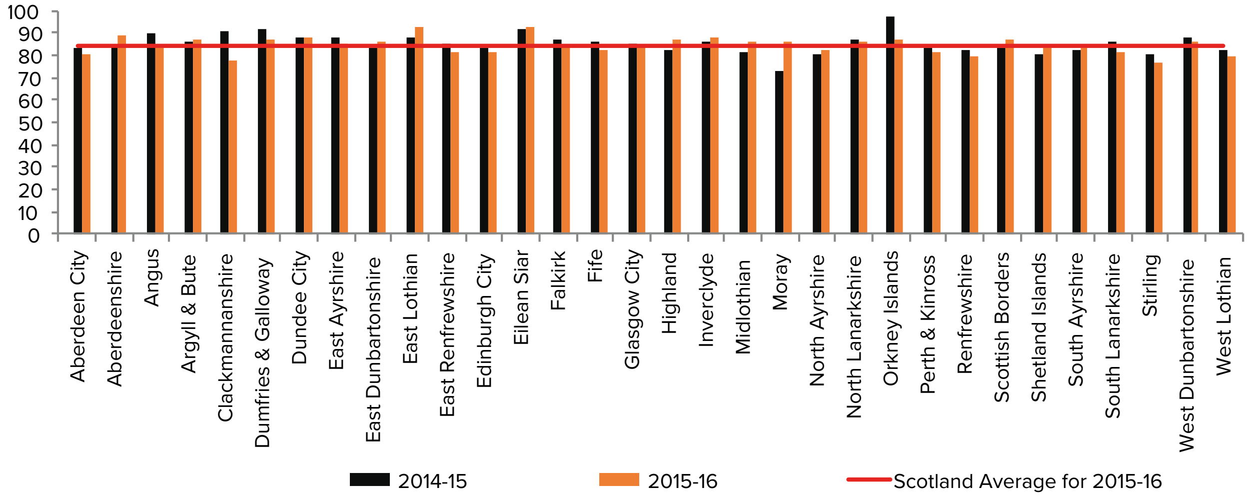
Year	% Receiving Any Care or Support who Rate it as Excellent or Good	% Supported at Home who Agree that their Services and Support had an Impact in Improving or Maintaining their Quality of Life
2013/14	84	85
2015/16	81	84

Satisfaction rates vary from 73% to 88% for those rating the care/support as excellent or good, and from 77% to 92% for those who agree their support had an impact in improving or maintaining their quality of life. There are no systematic effects of deprivation, rurality or size of council on satisfaction rates.

Percentage of Adults Receiving any Care or Support who Rate it as Excellent or Good



Percentage of Adults Supported at Home who Agree That Their Services and Support had an Impact in Improving or Maintaining Their Quality of Life



Source: Scottish Care and Experience Survey, Scottish Government

Work within Family Groups has identified the following factors as important in understanding the local variation between authorities in the provision of Adult Social Care Services

- *Rurality: there is a significant connection between rurality and the cost and balance of social care provision. Rural authorities have higher residential and home care costs and a lower proportion of people cared for at home. Rural areas also tend to have higher satisfaction rates in the quality of the service and in relation to its impact on their outcomes, although this is not statistically significant.*
- *Demographic variability: the number and proportion of over 75s within local populations will have a significant influence on the cost and balance of social care service provision locally.*
- *Proportion of self-funders locally and impact on residential care expenditure - variations in net expenditure between councils are systematically related to the percentage of self-funders within council areas[20]*
- *Local service design and workforce structure – local factors such as the service delivery balance between local authority provision and private/voluntary provision locally, along with variability in the resilience and capacity within local workforce and provider markets will influence both costs and balance of care*

27 Free Personal and Nursing Care, Scottish Government, http://www.gov.scot/Topics/Statistics/Browse/Health/Data/FPNC

Culture and Leisure

Culture and leisure services play an important role in the quality of life in local communities. In addition to the social and economic benefits delivered, the impact they have on promoting better health and wellbeing of the population and in reducing demand on other core services is well documented. Culture and leisure services also connect well with communities who more traditional and regulated services often struggle to reach. This unique relationship provides real potential to achieve impact for people in the greatest need. However, given there is little in the way of statutory protection for culture and leisure spending, culture and leisure services face a particularly challenging financial context across the coming period.

Despite a real reduction in spend of 17% since 2010/11, leisure and cultural services have sharply increased their use rates and reduced their costs per use. This provides evidence of positive service transformation and how widely valued council services are by communities across Scotland.

All culture and leisure cost measures are presented as net measures. This provides a better basis to compare like by like between councils, particularly in relation to different service delivery models, e.g., in-house/arm's length provision. It also recognises the increasing need for authorities to income generate across culture and leisure services, and ensures this activity is reflected accordingly.

Sports Facilities

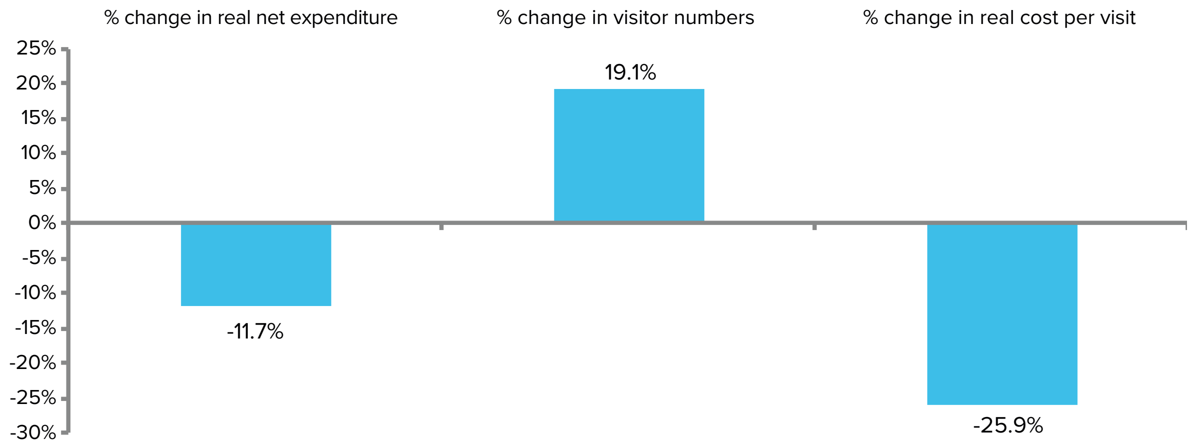
The data presented below illustrates the net cost per attendance at sports and recreation facilities. Over the six-year period from 2010/11 to 2016/17 the average unit cost has reduced year-on-year from £3.91 to £2.90 in real terms. In percentage terms, this represents a 25.9% reduction.

Cost per Attendance at Sports Facilities

% Change	Cash	Real
2010/11 - 2016/17	-18.4	-25.9
2010/11 - 2011/12	-9.1	-10.4
2011/12 - 2012/13	-2.7	-4.7
2012/13 - 2013/14	1.6	-0.1
2013/14 - 2014/15	-7.1	-8.4
2014/15 - 2015/16	-1.5	-2.2
2015/16 - 2016/17	-0.8	-3.0

The cost per attendance figures on their own do not give a complete picture of what has been happening in sports services over the period. Significant increases in visitor numbers have been achieved against a backdrop of reductions in real net expenditure. However, the growth in service users has slowed slightly in recent years, growing only 2.0% in the past 12 months.

Sports Facilities: Change in Total Spend, Visitor Numbers and Cost per Visit 2010/11–2016/17

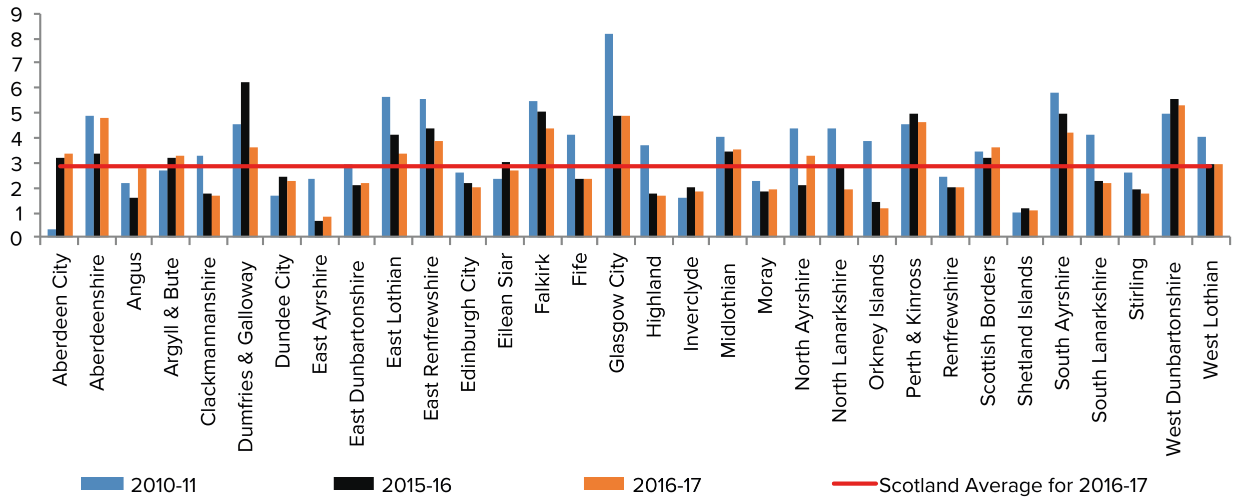


Council supplied expenditure and visitor figures

Over the seven-year period, the significant increase in user numbers while the unit cost of sports attendances has fallen indicates that leisure and recreation services have managed to attract more people into using their facilities while managing significant financial pressures. A key factor here may be the significant capital investment programme in sports facilities across Scotland 10 years ago now bearing fruit. However it may be that the additional capacity generated through this investment has now been reached, and thus the growth in user numbers is now tapering off.

However, the picture across councils with respect to the general trend is not universal. In 2016/17, costs per attendance at a sports facility ranged from £0.84 to £5.34. The variation in unit costs has narrowed in recent years mainly due to reductions at the higher cost end. There is no systematic relationship with deprivation, rurality or size of council.

Cost per Attendance at Sports Facilities (£)



Source: Council supplied expenditure and visitor figures

Library Services

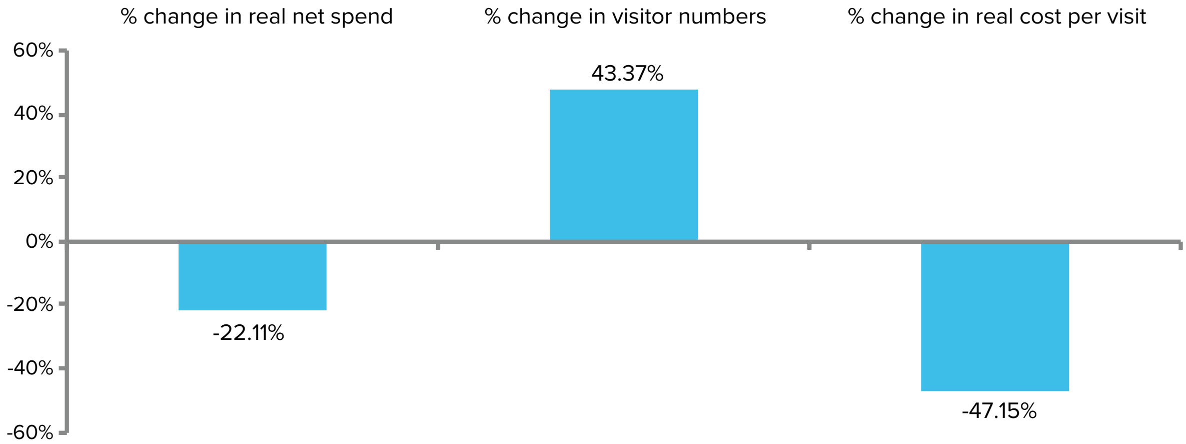
Library costs are represented as the average cost per library visit (both physical and virtual). There has been a year on year reduction in unit costs since 2010/11. The average cost per library visit in 2016/17 was £1.98, while in 2010/11 the cost per visit was £3.75. In real terms, this represents a reduction of 47.1% over the period. This represents significant year on year reductions, including a 21% reduction in the past 12 months.

Cost Per Library Visit

% Change	Cash	Real
2010/11 - 2016/17	-41.9	-47.1
2010/11 - 2011/12	-4.4	-5.7
2011/12 - 2012/13	-3.3	-5.3
2012/13 - 2013/14	-18.3	-19.7
2013/14 - 2014/15	-4.6	-6.0
2014/15 - 2015/16	-0.3	-0.9
2015/16 - 2016/17	-19.0	-20.8

As with sports services unit cost figures on their own do not tell the full story of the last seven years for library services. Over the period covered by the LGBF net spending on library services across Scotland fell by 22.1%. At the same time, visitor numbers increased across the country by 47.4%. Across this period, there has been a year on year reduction in expenditure levels, and a year-on-year increase in visit numbers. In the past 12 months alone, net expenditure reduced by 10.1% and library visitor numbers grew by 13.5%

Libraries: Change in Total Spend, Visitor Numbers and Cost per Visit 2010/11–2016/17

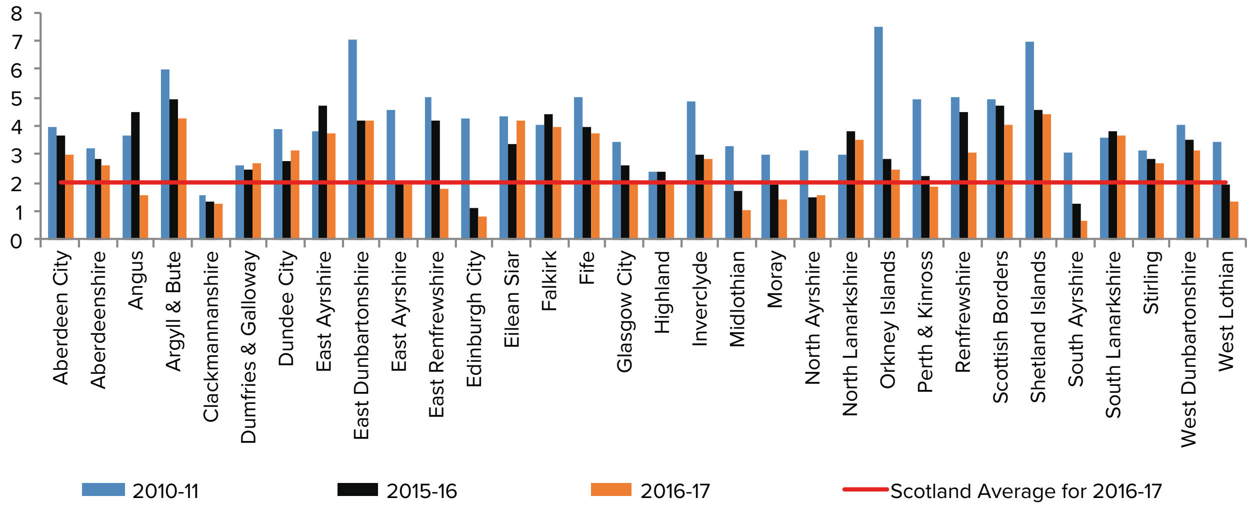


Council supplied expenditure and visitor figures

Again this indicates that against a difficult financial backdrop council services have achieved a growth in service user volume and as a consequence reduced the unit cost per visit to the council by a substantial margin. This shows decisions around the rationalisation of local services have been implemented intelligently and rather than reduce access, the sector has been successful in increasing visitor numbers over the period.

As with sports attendance the picture across councils with respect to the general trend is not universal. In 2016/17 the range across councils in cost per visit was £0.67 to £4.45. This range has narrowed significantly since the base year. There is no systematic relationship with deprivation, rurality or size of council.

Cost per Library Visit (£)



Source: Council supplied expenditure and visitor figures

Museum Services

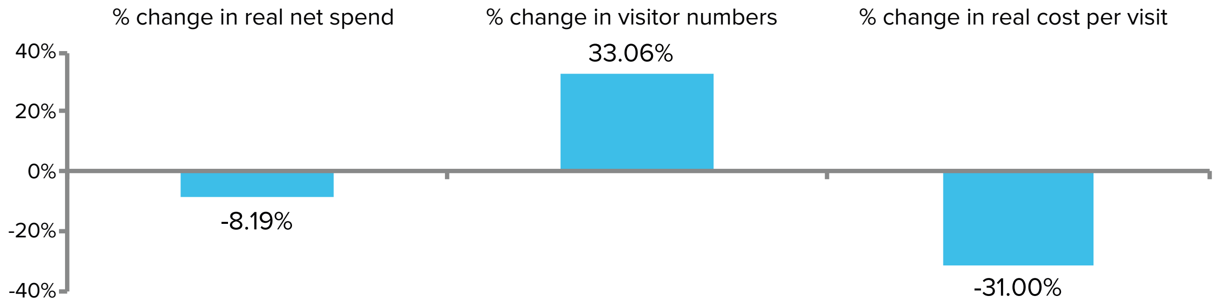
With respect to museum services, the pattern is similar to library and sports services in relation to falling unit costs accompanied by increasing visitor numbers. Over the seven-year period there has been a real terms reduction of 31% in cost per visit, from £4.62 to £3.19.

Cost Per Museums Visit

% Change	Cash	Real
2010/11 - 2016/17	-24.1	-31.0
2010/11 - 2011/12	-17.4	-18.5
2011/12 - 2012/13	3.2	1.1
2012/13 - 2013/14	-6.7	-8.3
2013/14 - 2014/15	-0.4	-1.8
2014/15 - 2015/16	-8.6	-9.2
2015/16 - 2016/17	4.7	2.6

As with other leisure and recreation services the high-level data only tells part of the story of what has been changing in museum services over the seven-year period. Net spending on museum services across Scotland has fallen by -8.2% since 2010/11 but in the same period visitor numbers have increased by 33.1%. The combined effect of this increase in the productive use of the service has been to reduce significantly the unit cost as measured by the cost per visit indicator.

Museums: Change in Total Spend, Visitor Numbers and Cost per Visit 2010/11–2016/17

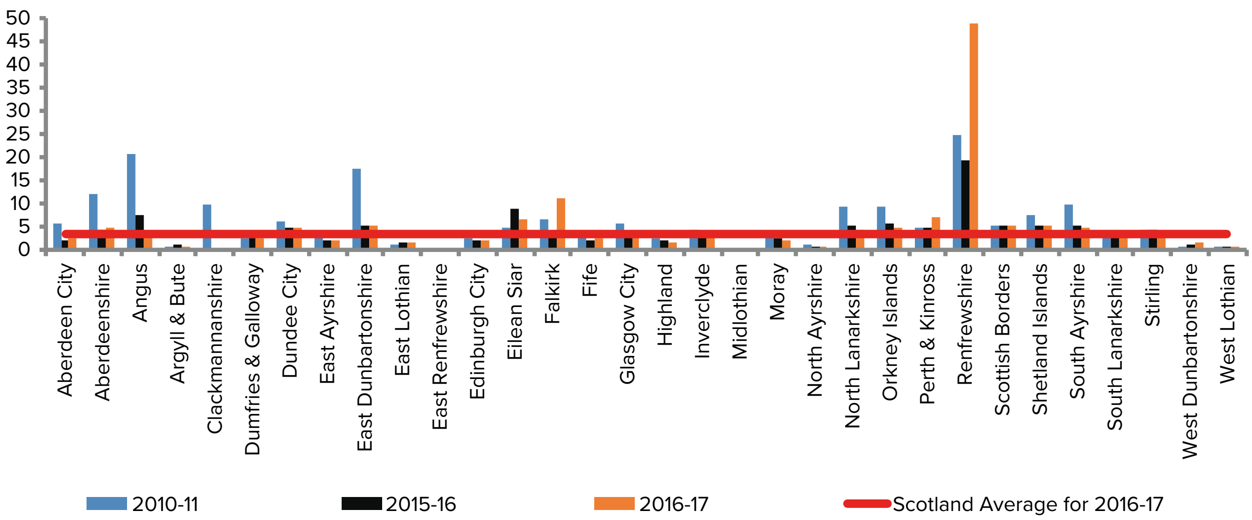


Source: Council supplied expenditure and visitor figures

Over the past 12 months however, for the first time, there has been a reduction in visitor numbers of -2.6%. During the same period, the reduction in spend has slowed to 0.3%. This has resulted in an increase in cost per visit of 2.6% over the last 12 months.

There is a significant range between councils' museums costs, which has widened in the past 12 months. In 2016/17 the range in cost per visit was £0.28 to £48.91 (£0.28 to £11.31 excluding Renfrewshire as an outlier). There is no systematic relationship with deprivation, rurality or size of council.

Cost of Museums per Visit (£)



Source: Council supplied expenditure and visitor figures
Note: Missing values for Clackmannanshire, East Renfrewshire and Midlothian reflect no council provided museum service

Parks and Open Spaces

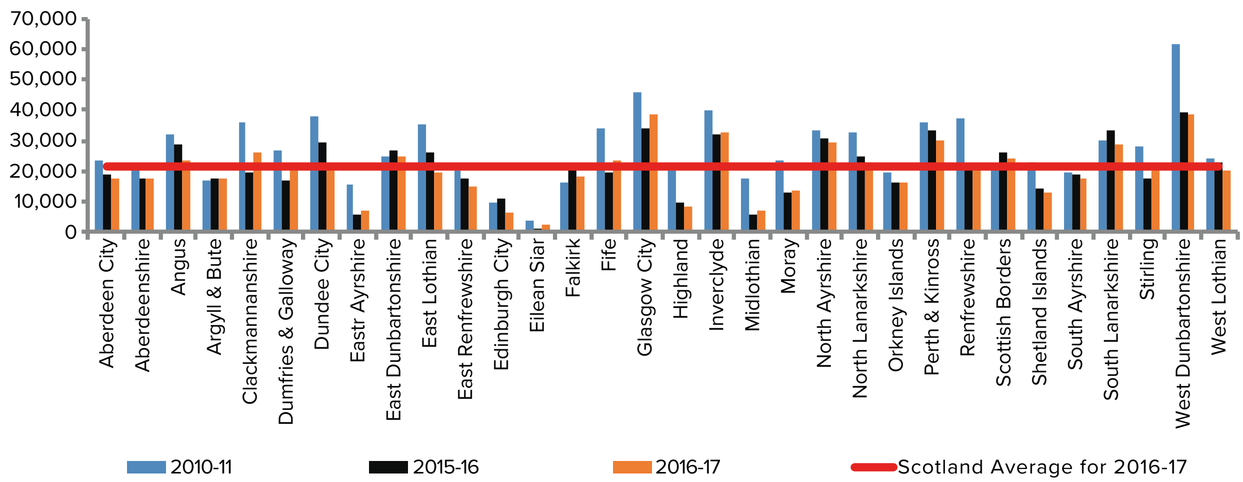
Spend on parks and open spaces is reflected as spend per 1,000 population. Over the seven-year period from 2010/11 to 2016/17 this has reduced in real terms by 24.3%, from £28,520 to £21,581. There has been a year on year reduction across the period.

Cost of Parks and Open Spaces per 1,000 Population

% Change	Cash	Real
2010/11 - 2016/17	-16.8	-24.3
2010/11 - 2011/12	-6.4	-7.7
2011/12 - 2012/13	-2.5	-4.5
2012/13 - 2013/14	-1.5	-3.2
2013/14 - 2014/15	0.5	-1.0
2014/15 - 2015/16	-6.9	-7.5
2015/16 - 2016/17	-1.0	-3.2

In 2016/17 the average cost of parks and open spaces was £21,581, with costs ranging from £2,230 - £38,692. The range across councils has narrowed since the base year due to a reduction in costs at the higher end. Costs of parks and open spaces vary systematically with the level of deprivation in councils, with those councils with higher levels of deprivation spending significantly more on parks and green spaces. The average for councils with the lowest deprivation by SIMD is £17,125 compared to £27,948 for areas with highest levels of deprivation by SIMD.

Cost of Parks and Open Spaces per 1,000 Population (£)



Source: Mid-year population estimates, National Records Scotland (NRO); Council supplied expenditure figures

Work within Family Groups has identified the following factors as important in understanding the variation between authorities in Culture & Leisure services

- *Local political and strategic priority given to the role of Culture and Leisure in supporting improvement in wider outcomes e.g. health and wellbeing, tackling inequality, economic development, community empowerment*
- *Scale of provision and level of service*
- *Digital channel shift*
- *Service delivery model and balance between in house and arms-length/trust delivery*
- *Service structure and integration with other services*
- *Staffing composition, level and roles*
- *Level of volunteering, community involvement and asset transfer*
- *Income generation capacity*
- *Asset management and co-location/multi-use venues*

Satisfaction with Culture and Leisure Services

Satisfaction levels for all areas of culture and leisure remain high at above 70%. However, all areas except parks and green spaces have seen a decrease in satisfaction since 2010/11. Libraries and museums have seen a further reduction in the past 12 months.

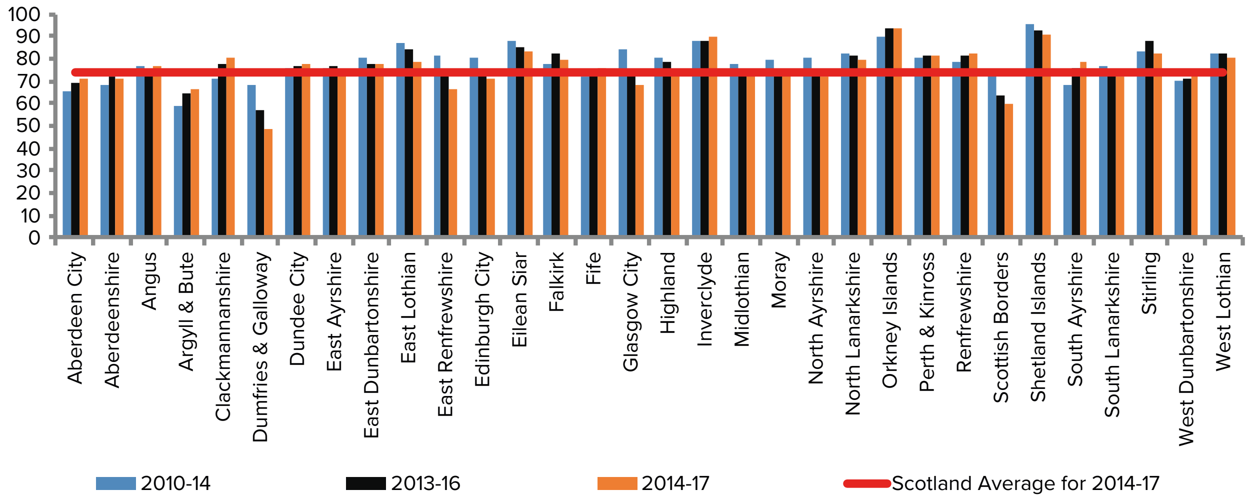
Percentage of Adults Satisfied with Culture and Leisure Services

Year	Leisure % satisfied	Libraries % satisfied	Museums % satisfied	Parks % satisfied
2010/11	74.6	83.5	75.5	83.1
2012/13	80.0	83.0	78.0	86.0
2013/14	78.0	81.0	76.0	86.0
2014/15	76.0	77.0	75.0	86.0
2015/16	73.0	74.0	71.0	85.0
2016/17	73.0	73.0	70.0	87.0

As with satisfaction with local schools, to boost sample sizes three-year rolled averages have been used to ensure the required level of precision at local levels. The data used represents satisfaction for the public at large rather than for service users. It should be noted that satisfaction rates for service users are consistently higher than those reported by the general population, but the smaller sample sizes available for service users mean it is not possible to present this data with any level of confidence.

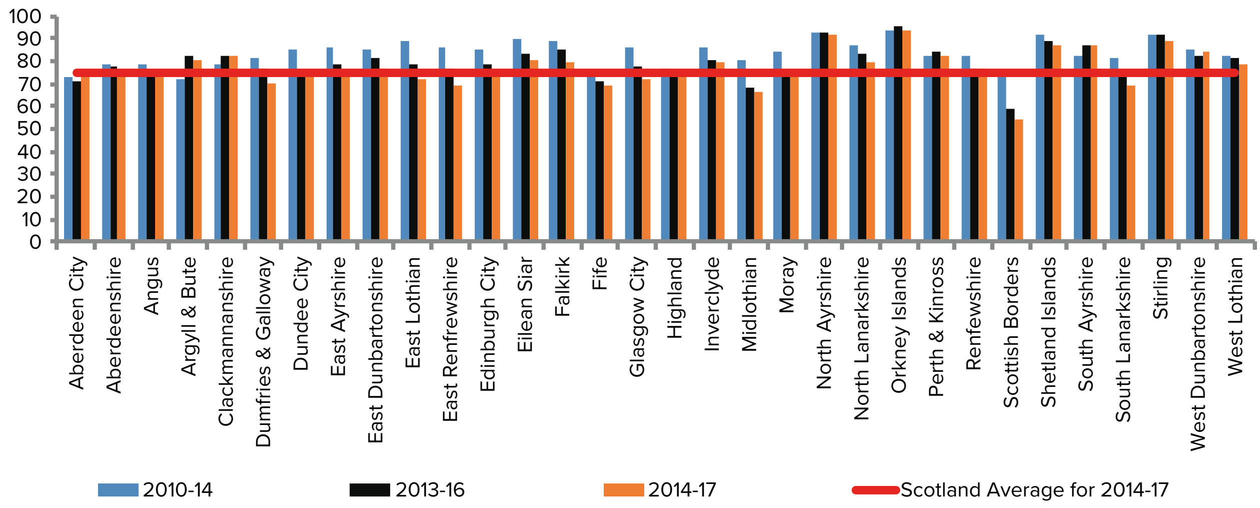
For all culture and leisure services, satisfaction levels vary considerably across councils. In leisure, satisfaction rates range from 49% - 93%; in libraries, it is 55% - 94%; for museums, 46% - 93%; and finally, for parks the range is 75% - 93%. Variation between councils has widened in the most recent year for all services except parks. There are no systematic effects of deprivation, sparsity or council size on satisfaction levels in relation to culture and leisure services.

Percentage of Adults Satisfied with Leisure Facilities

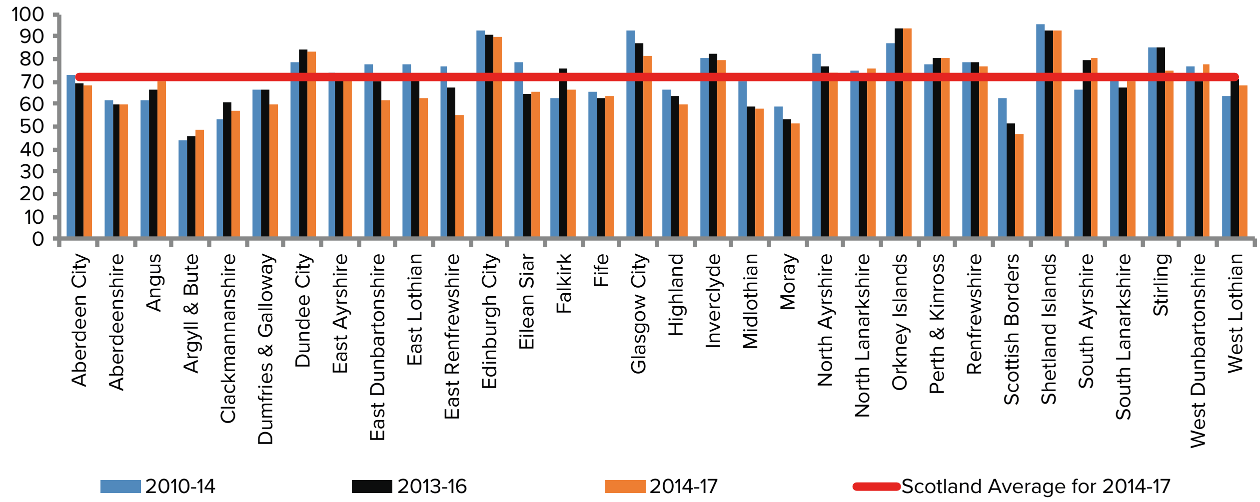


Source: Scottish Household Survey, Scottish Government

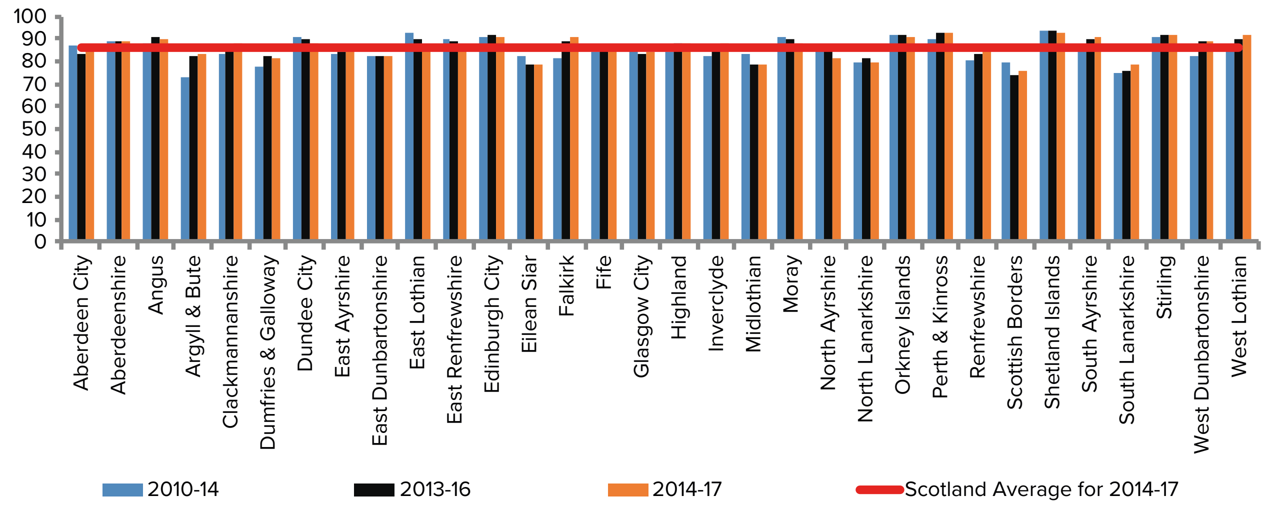
Percentage of Adults Satisfied with Libraries



Percentage of Adults Satisfied with Museums and Galleries



Percentage of Adults Satisfied with Parks and Open Spaces



Environmental Services

Environmental services are an area of significant spend for local authorities, and include waste management, street cleansing, roads services, and trading standards and environmental health. These areas have seen some of the largest budget reductions in recent years, with overall gross spend reducing by 8.6% since 2010/11. Against this reduction in expenditure, councils are facing challenges in maintaining or improving performance levels in relation to recycling, street cleanliness, roads condition and satisfaction.

Waste Management

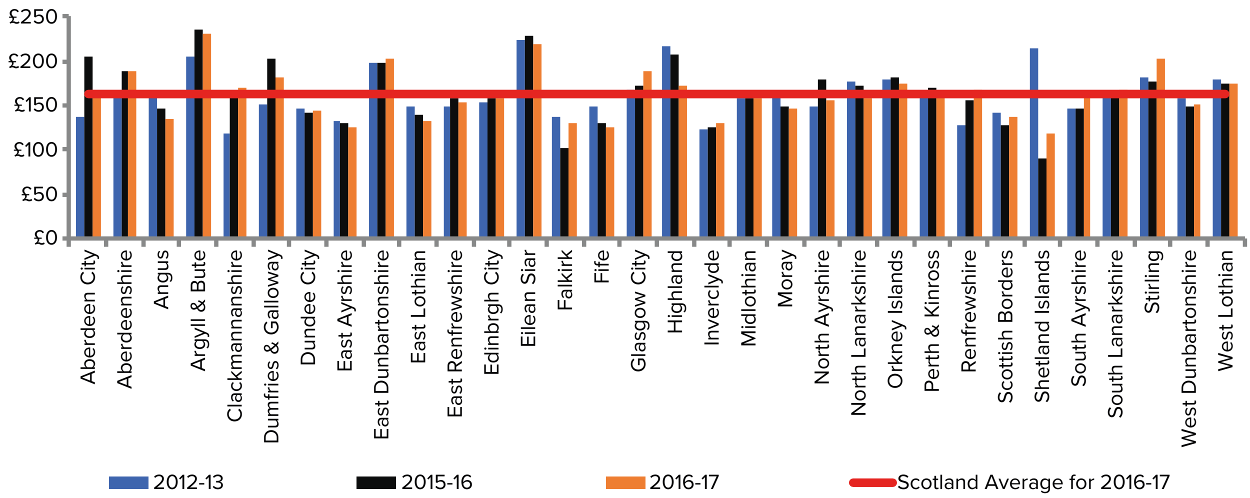
In examining the cost of waste management services across councils we use a measure on the net cost of waste collection and disposal per premise. This move to a net measure was in recognition of the increased efforts of councils to recycle waste which generates additional costs to the service but also an additional revenue stream as recycled waste is sold by councils into recycling markets. We moved to this new measure in 2012/13, and therefore only 5 years of data is presented here.

In 2016/17, the combined net cost of waste disposal and collection per premise is £160.30, a 1.5% increase from 2012/13. After remaining constant during the first three years, the combined cost increased in 2015/16 by 2.9% due to a significant increase in disposal costs, before falling again in 2016/17 by 1.2%. The range across Scotland in 2016/17 was £117 to £232.

Net Cost of Waste Collection and Disposal per Premise (in real terms)

Year	Collection	Disposal	Total
2012/13	62.80	98.03	160.83
2013/14	64.04	96.26	160.30
2014/15	66.74	93.89	160.64
2015/16	65.69	99.63	165.32
2016/17	64.46	98.84	163.30
% Change	2.6%	0.8%	1.5%

Net Cost of Waste Collection and Disposal per Premise



Source: Council supplied expenditure and visitor figures

Waste Collection

Over the five-year period from 2012/13 to 2016/17 the Scottish average cost per premise for waste collection increased from £62.80 to £64.46 representing a real terms percentage increase of 2.6%. While the number of premises increased by 3.4% during this period, the total spend increased by 5.2%.

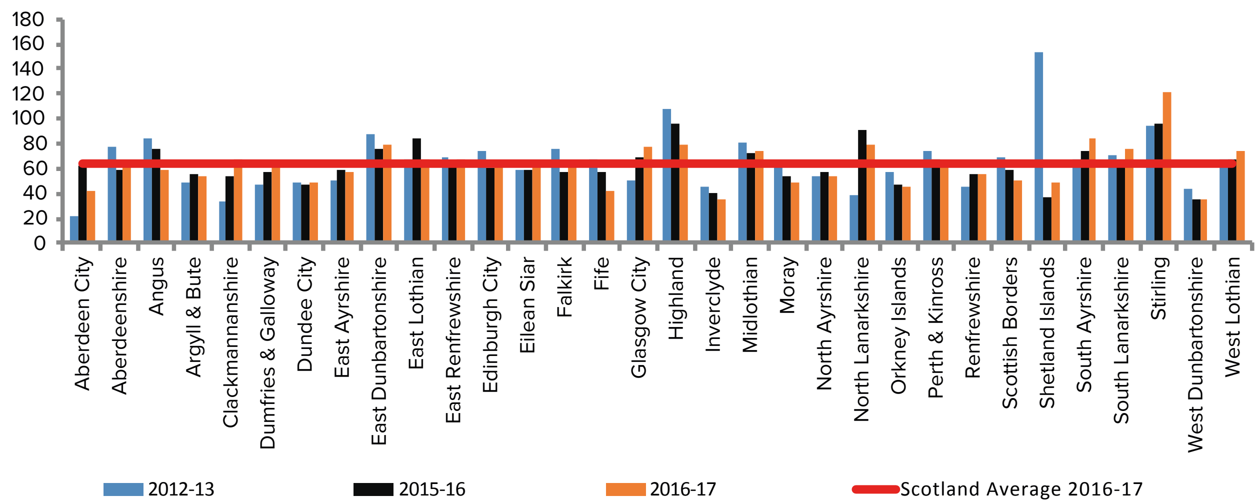
However, there has been a reduction of 1.9% in waste collection costs in the past 12 months. This reflects a reduction of 1.3% in net expenditure and an increase of 0.6% in premises served.

Net Cost of Waste Collection

% Change	Cash	Real
2012/13 - 2016/17	9.0	2.6
2012/13 - 2013/14	3.7	2.0
2013/14 - 2014/15	5.7	4.2
2014/15 - 2015/16	-0.9	-1.6
2015/16 - 2016/17	0.3	-1.9

There is considerable variation between councils in waste collection, with costs in 2016/17 ranging from £34.91 to £120.97. After narrowing year-on-year since 2012/13, variation across councils has widened in the past 12 months reflecting an increase in costs at the higher cost end. Analysis indicates that costs vary systematically with deprivation levels, with significantly lower average costs for areas with lower deprivation (£55.25) compared to areas with the highest levels of deprivation (£60.12).

Net Cost of Waste Collection per Premise (£)



Source: Council supplied expenditure and visitor figures

Waste Disposal

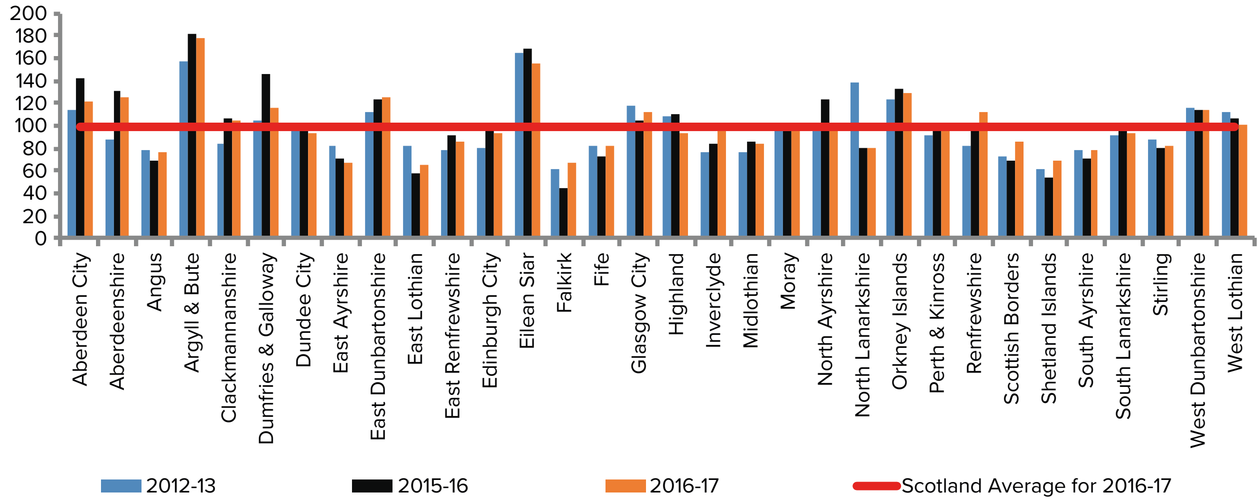
Over the five-year period from 2012/13 to 2016/17 the Scottish average net cost of waste disposal has increased by 0.8%, from £98.03 to £98.84. Across this period, there has been a 3.4% increase in the number of premises served accompanied by a similar 3.4% increase in net expenditure.

In the last 12 months, disposal costs per premise reduced by 0.8%. This reflects a 0.2% reduction in net expenditure and 0.6% increase in the number of premises. In 2016/17, the range in disposal costs across councils was £65.27 to £177.44. This reflects a narrowing in the variation between councils due to increases at the lower cost end. Variation in disposal costs is not systematically related to deprivation, rurality or size of council.

Net Cost of Waste Disposal

% Change	Cash	Real
2012/13 - 2016/17	7.1	0.8
2012/13 - 2013/14	-0.1	-1.8
2013/14 - 2014/15	-1.0	-2.5
2014/15 - 2015/16	6.8	6.1
2015/16 - 2016/17	1.4	-0.8

Net Cost of Waste Disposal per Premise (£)



Source: Council supplied expenditure and visitor figures

Recycling

Over recent years councils have put greater emphasis on the recycling of waste in compliance with the National Zero Waste Plan.[28] Recycling rates continue to improve across Scotland from 41% in 2011/12 to 45.2% in 2016/17 as efforts are made to achieve Scotland's Zero Waste 60% household waste recycling target by 2020. From 2014/15, the recycling rate used a new calculation from that used in previous years and so is not directly comparable. It might also be useful to note that for individual authorities, the new SEPA recycling definition may result in a slightly lower recycling rate than the previous definition. Prior to 2014, household waste composted that did not reach the quality standards set by PAS 100/110 was included in the recycling figures. If such waste was included, as in the previous method, the overall recycling rate in 2016 would have been 45.5%, an increase of 5.4 percentage points from the 40.1% achieved in 2011.

Percentage of Total Household Waste that is Recycled

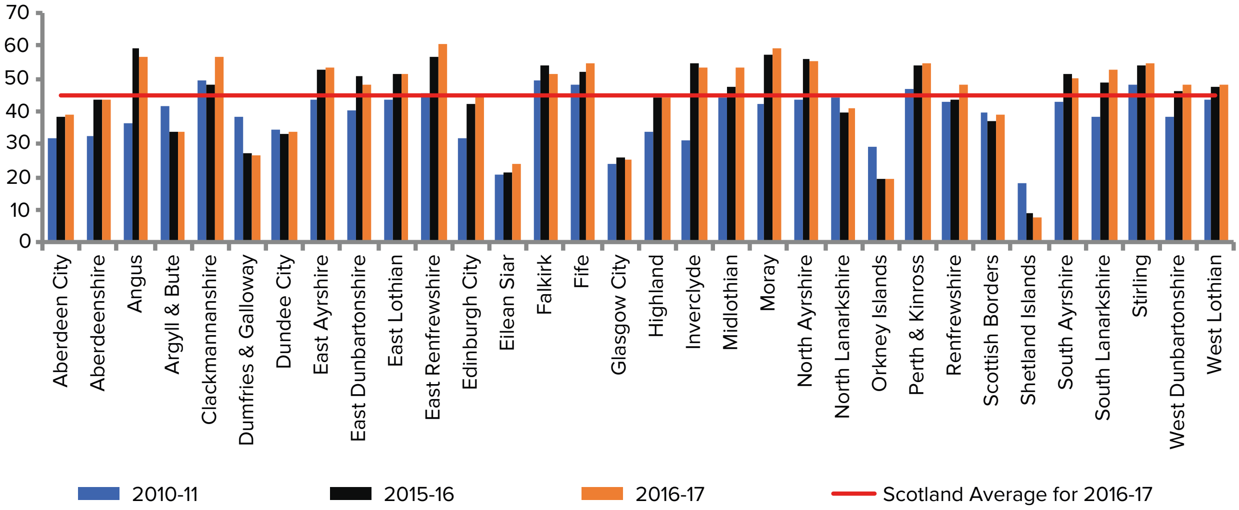
Year	Percentage of waste recycled
2011/12	40.1*
2012/13	41.1*
2013/14	42.2*
2014/15	42.8
2015/16	44.2
2016/17	45.2

** Note: Figures until 2013/14 are based on the old recycling definition; figures from 2014/15 to 2016/17 are calculated using the new definition*

28 Source: Scotland's Zero Waste Plan, Scottish Government, http://www.scotland.gov.uk/Publications/2010/06/08092645/0

There is significant and widening variation across Scotland in recycling rates, from 25.0% to 60.8% in 2016/17 (excluding Shetland as an outlier). Variation is not systematically related to deprivation, rurality or size of council.

The Percentage of Household Waste Arising that is Recycled



Source: WasteDataFlow, Scottish Environment Protection Agency (SEPA)

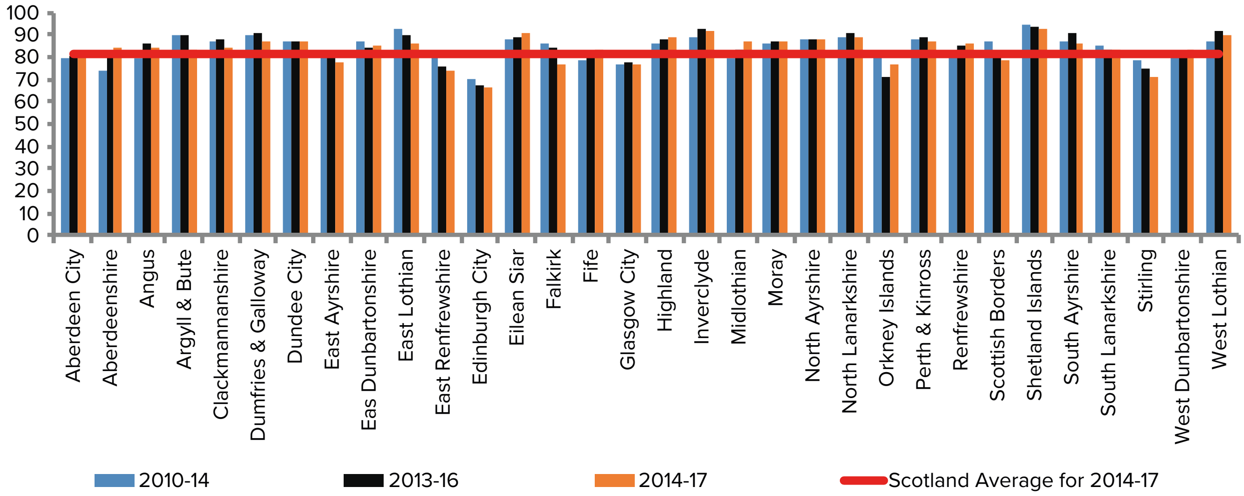
Percentage of Adults Satisfied with Waste Collection

Satisfaction levels for waste collection remain high, although as with other services, there has been a reduction in the past 12 months. This reduction means that satisfaction has dipped below the levels reported in the base year for the first time, reducing from 81% in 2010/11 to 79% in 2016/17. There is widening variation across councils, with rates ranging from 66% to 93% across Scotland. Variation is not systematically related to deprivation, rurality or size of council.

Year	Waste Collection % satisfied
2010/11	81
2012/13	83
2013/14	83
2014/15	84
2015/16	82
2016/17	79

As noted previously, the satisfaction data is drawn from the Scottish Household Survey (SHS) and while proportionate at Scotland level, there are limitations at local authority level in relation to the very small sample sizes and low confidence levels. To boost sample sizes three-year rolled averages have been used to ensure the required level of precision at local levels.

Percentage of Adults Satisfied with Refuse Collection



Street Cleaning

The cleanliness of Scotland's streets remains a priority for councils both in terms of improving the appearance of our streetscapes but also in terms of environmental improvements in the quality of people's lives.

Street cleanliness is presented using the Street Cleanliness Score, which is produced by Keep Scotland Beautiful.[29] This measures the percentage of areas assessed as 'clean' rather than completely litter free sites (considered impractical in areas of high footfall) and allows authorities to tackle litter problem areas to achieve better results.

The Scottish average for the Cleanliness Score has remained above 90% since the base year, although there has been a reduction in scores in last three years (from 96.1% in 2013/14 to 93.9% in 2016/17).

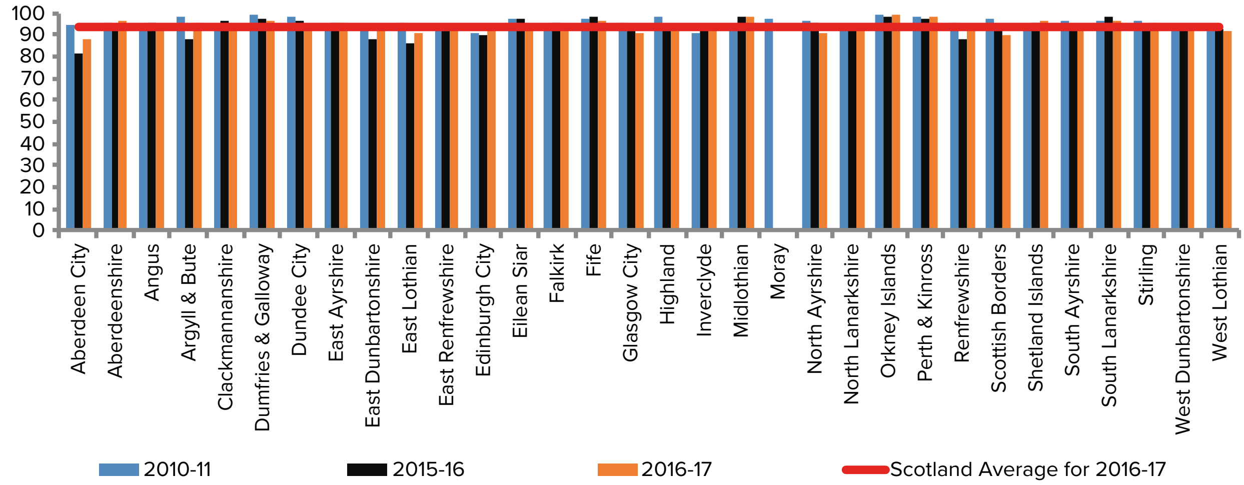
Percentage of Clean Streets

Year	% Clean streets
2010/11	95.4
2011/12	96.1
2012/13	95.8
2013/14	96.1
2014/15	93.9
2015/16	93.4
2016/17	93.9

Following several years of widening variation, the past 12 months has seen this variation narrow due to increasing scores at the lower end. In 2016/17, cleanliness scores ranged from 88.0% to 99.4%, with rural and smaller authorities reporting higher scores.

29 Source: Keep Scotland Beautiful, http://www.keepscotlandbeautiful.org/

Street Cleanliness Score (% Acceptable)



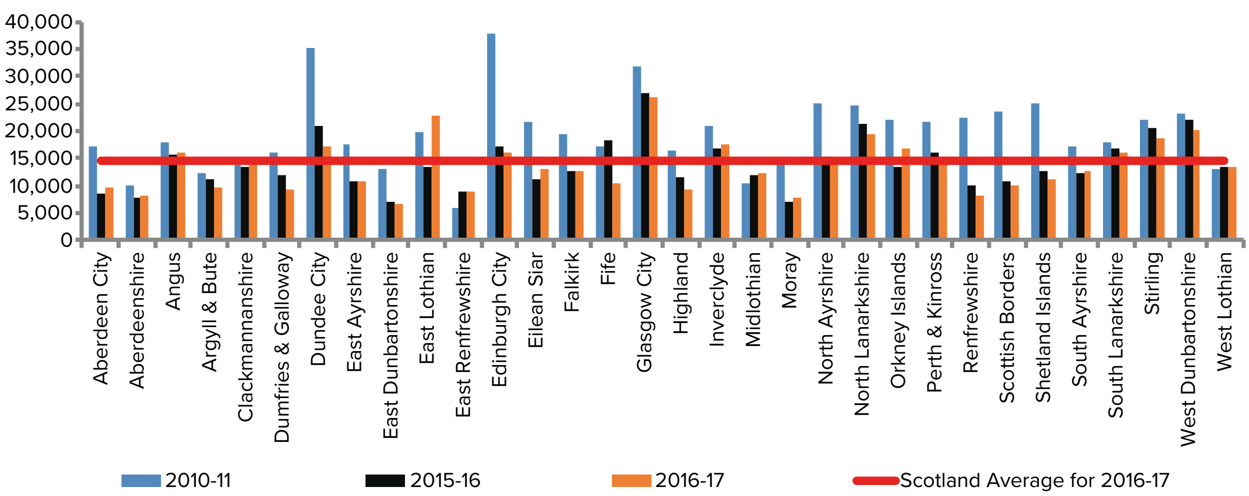
Source: Local Environmental Audit and Management System (LEAMS), Keep Scotland Beautiful
Note: Missing values reflect no data returned for that year

Over the same seven-year period the Scottish average for net cost of street cleaning per 1,000 population has reduced by 32.6%, from £21,835 in 2010/11 to £14,726 in 2016/17. This rate of reduction reflects a year-on-year reduction in costs.

Net Cost of Street Cleaning per 1,000 Population

% Change	Cash	Real
2010/11 - 2016/17	-25.8	-32.6
2010/11 - 2011/12	-2.4	-3.8
2011/12 - 2012/13	-9.5	-11.4
2012/13 - 2013/14	-7.4	-8.9
2013/14 - 2014/15	-2.6	-4.0
2014/15 - 2015/16	-2.4	-3.0
2015/16 - 2016/17	-4.6	-6.7

Net Cost of Street Cleaning per 1,000 Population (£)



Source: Mid-year population estimates, National Records Scotland (NRO); council supplied figures

The range across councils varies significantly, from £6,788 to £26,321, although this has narrowed over this period due to reductions at the higher cost end. Street cleaning costs vary systematically with deprivation and rurality, with higher costs in urban authorities and authorities with higher levels of deprivation (£15,967 in urban authorities compared to £10,163 in rural authorities, and £17,385 for areas with the highest level of deprivation compared to £12,130 for councils with the lowest levels).

Percentage of Adults Satisfied with Street Cleaning

Satisfaction levels for street cleaning remain high at above 70%, however rates have reduced since 2012/13 from 75% to 70%. The last 12 months have seen the largest reduction so far, with satisfaction rates reducing from 73% to 70% during this period. Until this point it appeared that the substantial efficiencies that have been introduced in delivering this service did not appear to have had a significantly detrimental impact on public satisfaction, indicating the care taken to protect key areas of public concern. The recent reduction in satisfaction however indicates a possible shift in public perceptions in the context of continuing significant reductions in budgets.

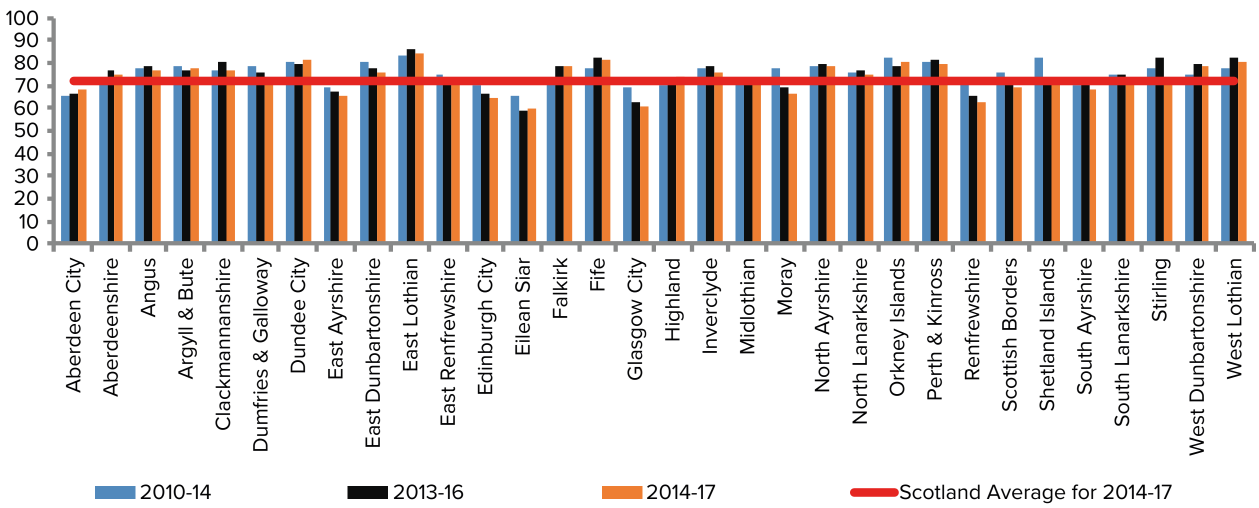
Percentage of Adults Satisfied with Street Cleaning

Year	Street Cleaning % satisfied
2010/11	73
2012/13	75
2013/14	74
2014/15	74
2015/16	73
2016/17	70

As noted previously, the satisfaction data is drawn from the Scottish Household Survey (SHS) and while proportionate at Scotland level, there are limitations at local authority level in relation to the small sample sizes and low confidence levels. To boost sample sizes, three-year rolled averages have been used to ensure the required level of precision at local levels.

There is significant and widening variation in satisfaction levels across Scotland, ranging from 59.7% to 84.7%. Variation is not systematically related to deprivation, rurality or size of council.

Percentage of Adults Satisfied with Street Cleaning



Roads Maintenance

Roads maintenance costs are represented in this framework using a cost of roads maintenance per kilometre measure. This measure includes both revenue and capital expenditure. The condition of the roads network is represented by the percentage of roads in various classes which require maintenance treatment.

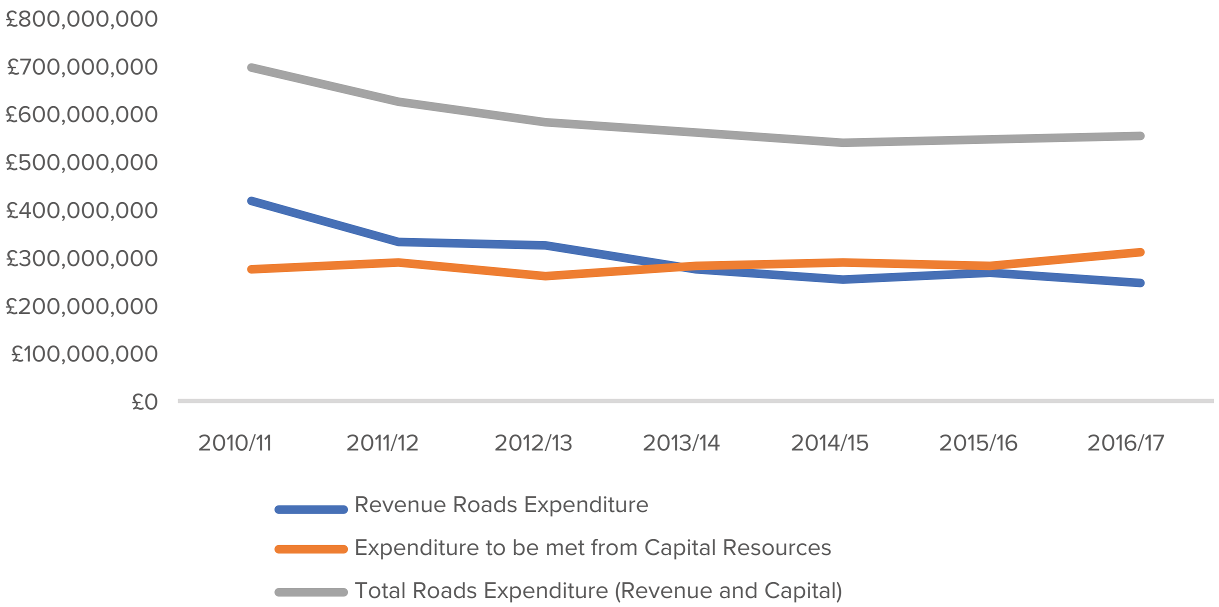
For the seven years for which we have data, the Scottish average cost per kilometre has reduced by 21.2% in real terms from £13,239 to £10,456. After reducing rapidly until 2014/15, costs have increased over the past two years, by 1.6% and 1.4%.

Cost of Maintenance per Kilometre of Road

% Change	Cash	Real
2010/11 - 2016/17	-13.3	-21.2
2010/11 - 2011/12	-9.2	-10.5
2011/12 - 2012/13	-4.4	-6.4
2012/13 - 2013/14	-3.2	-4.8
2013/14 - 2014/15	-2.7	-4.1
2014/15 - 2015/16	2.2	1.6
2015/16 - 2016/17	3.7	1.4

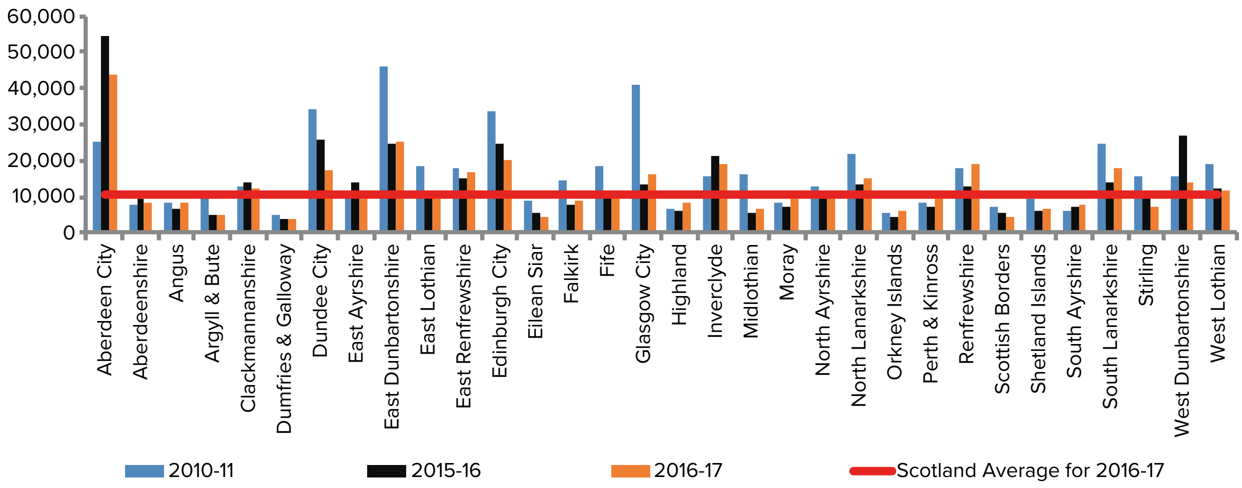
As the graph below shows, while revenue expenditure on roads maintenance has continued to reduce (-41% since the base year, and -7.6% in the last 12 months alone), the growth in capital expenditure has offset this trend to some extent. Capital expenditure has increased by 12% since the base year, and 9.8% in the last 12 months.

Roads Expenditure - Revenue and Capital



Over the past 12 months, the cost of roads maintenance increased by 1.4% from £10,310 to £10,456. There exists significant variation in the range of maintenance costs across councils, although this has narrowed since the base year. In 2016/17 costs ranged from £4,105 to £24,988 across councils (excluding Aberdeen which is an outlier at £43,869). Variation across councils is systematically related to rurality, with significantly higher costs in urban areas (e.g. £17,458 in urban areas, compared to £6,110 in rural areas, and £11,217 in semi-rural areas).

Cost of Maintenance per Kilometre of Road (£)



Source: Society of Chief Officers of Transportation in Scotland (SCOTS) / Association for Public Service Excellence (APSE) returns; council supplied expenditure figures

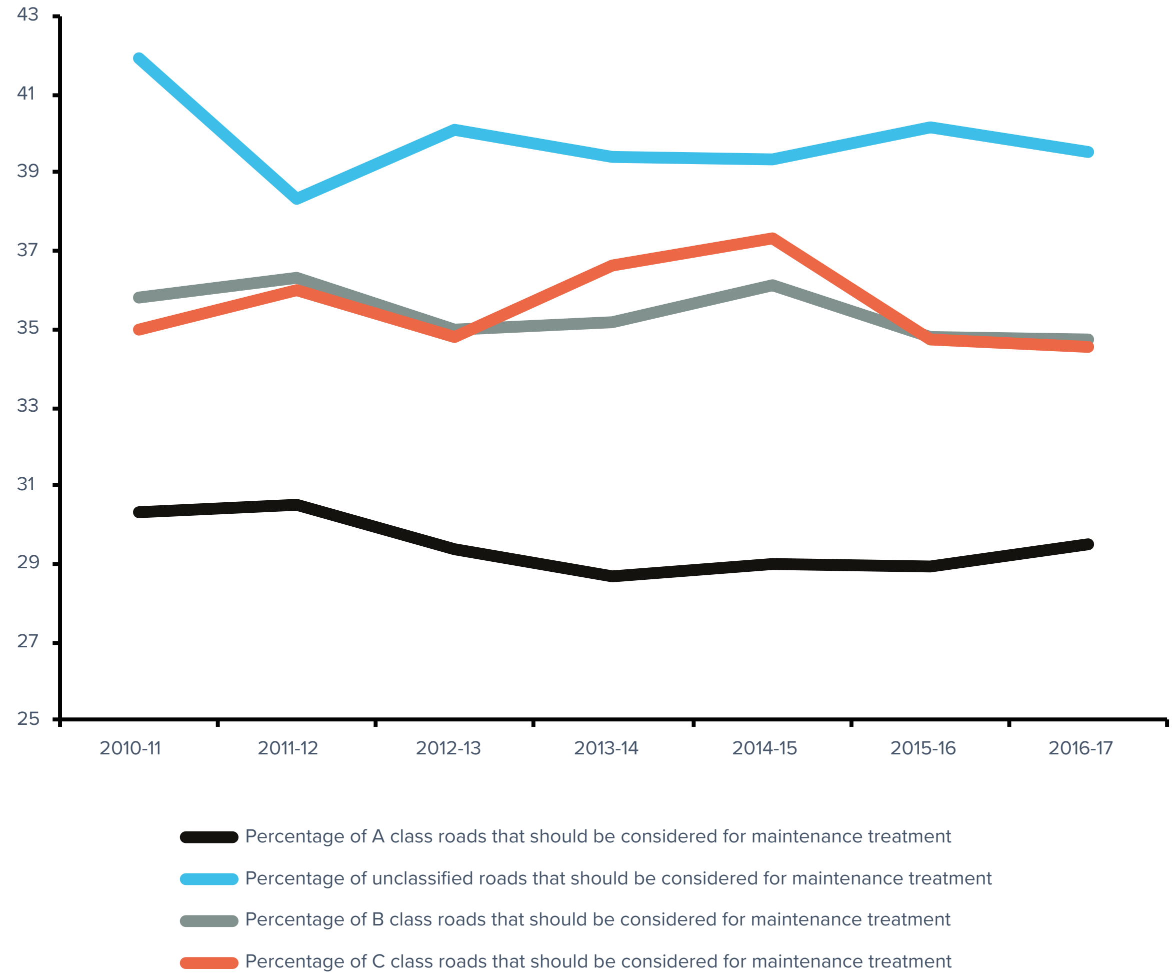
In terms of the condition of the road network, the seven-year period covered by this report has seen a slight improvement in the overall condition of all class of roads. Despite the significant reductions on spending therefore, the condition of key parts of the roads networks has improved.

Over the past 12 months, this picture becomes more mixed. While C class and unclassified roads have improved, B class roads have remained constant, and A class roads have shown a slight deterioration.

Percentage of A, B, C class and Unclassified roads that should be considered for maintenance

Year	% A class roads to be maintained	% B class roads to be maintained	% C class roads to be maintained	% unclassified class roads to be maintained
2009/11	30.3	35.8	35.0	41.9
2010/12	30.5	36.3	36.0	38.3
2011/13	29.4	35.0	34.8	40.1
2012/14	28.7	35.2	36.6	39.4
2013/15	29.0	36.1	37.3	39.3
2014/16	29.0	34.8	34.7	40.1
2015/17	29.5	34.8	34.6	39.5

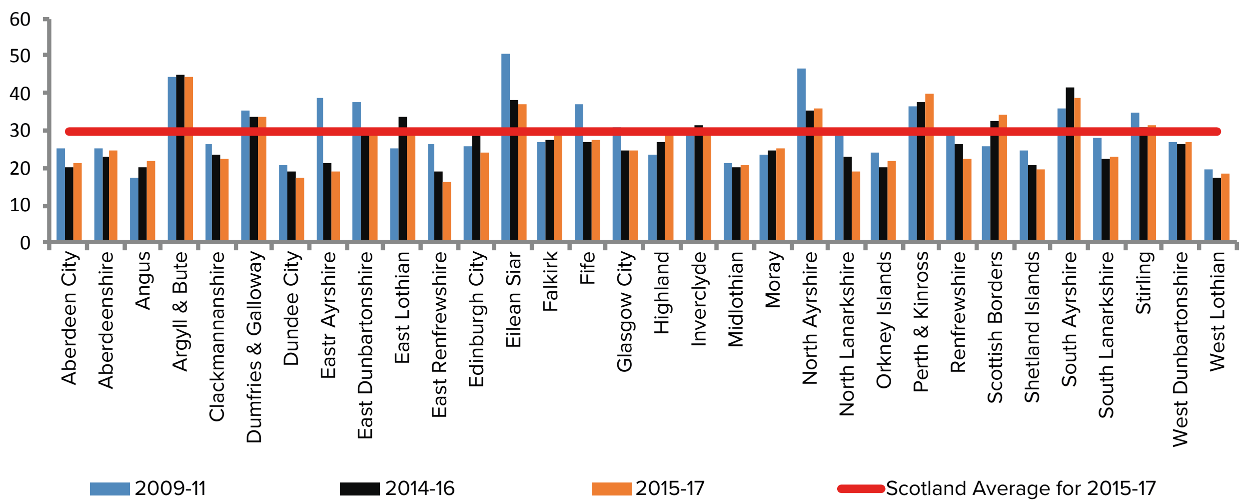
Percentage of A, B, C class and Unclassified roads that should be considered for maintenance



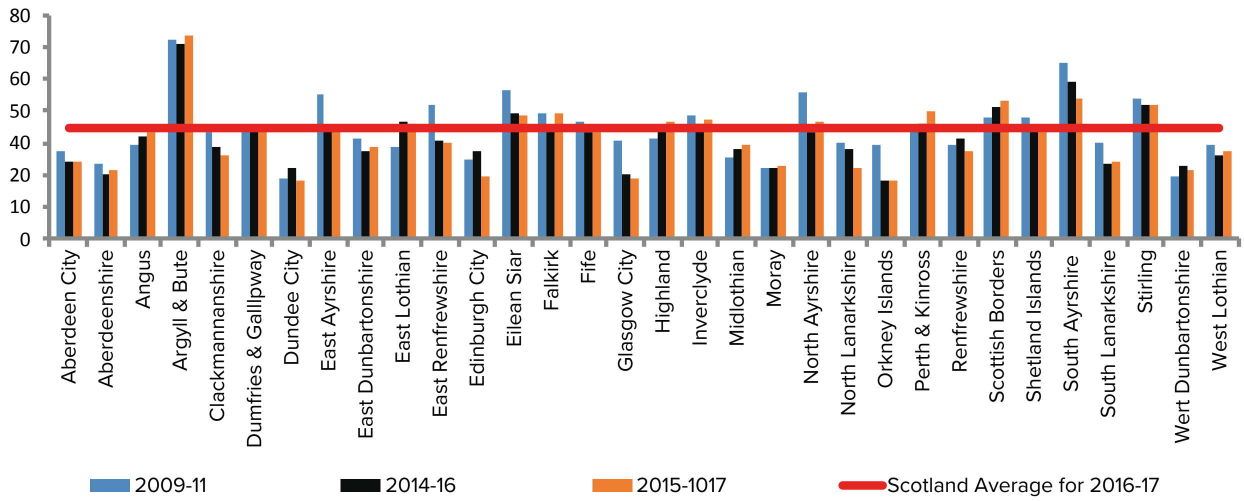
Source: Roads Asset Management Database, Society of Chief Officers of Transportation in Scotland (SCOTS)

The variation in condition varies significantly across Scotland for all classes of road, however this has narrowed since the base year. In 2016/17, the range for A class roads is 16% to 45%; B class roads is 18% to 63%; C class roads is 15% to 60%; and for unclassified roads the range is 24% to 57%.

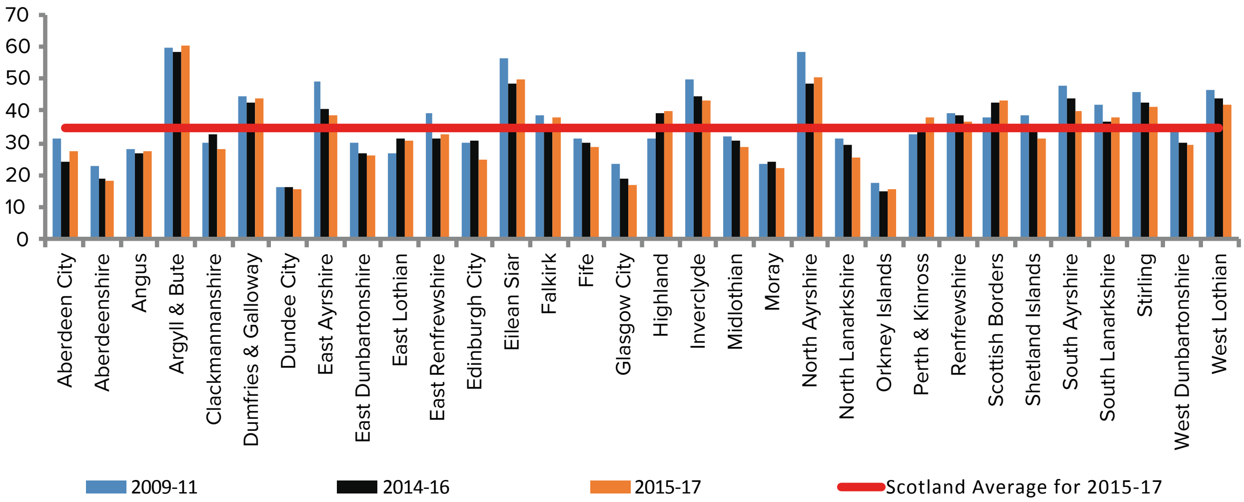
Percentage of A Class Roads That Should be Considered for Maintenance Treatment



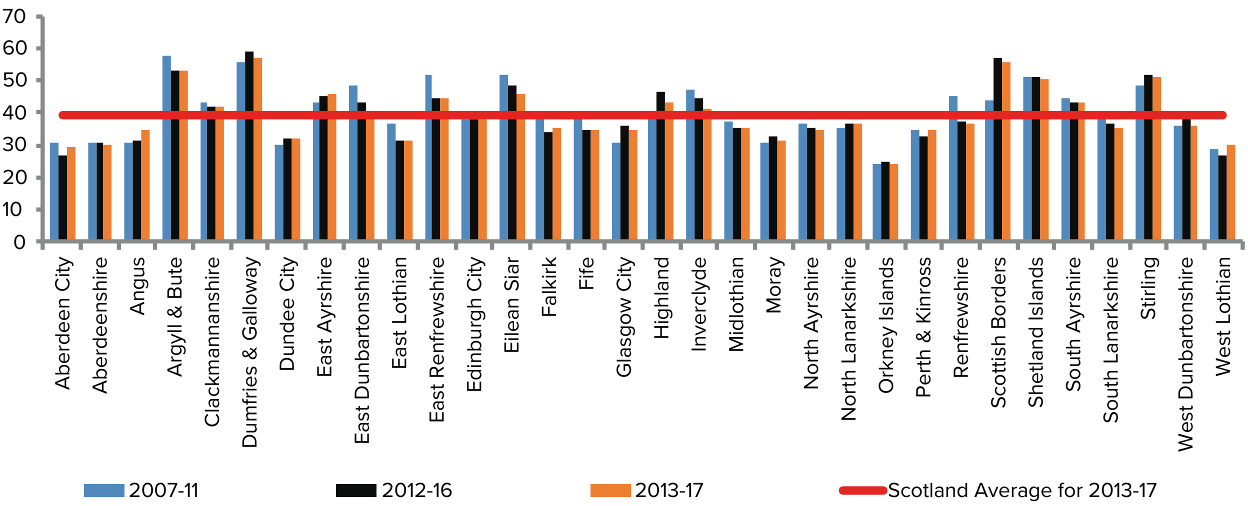
Percentage of B Class Roads That Should be Considered for Maintenance Treatment



Percentage of C Class Roads That Should be Considered for Maintenance Treatment



Percentage of Unclassified Roads That Should be Considered for Maintenance Treatment



Source: Roads Asset Management Database, Society of Chief Officers of Transportation in Scotland (SCOTS)

Environmental Health and Trading Standards

Since 2010/11, environmental health and trading standards costs have reduced by 19.5% from £26,766 to £21,555, with most of this reduction taking place between 2010/11 and 2011/12. In 2012/13, the framework split these measures to enable a better understanding of the trends in each of these services.

Trading Standards costs have been standardised within the framework to include expenditure on trading standards, money advice and citizen's advice per 1000 population. Since 2012/13, the cost of trading standards, money advice and citizen's advice services has fluctuated, with costs in 2016/17 now at the same level they were in 2012/13 (£5,438). In the last 12 months, costs have reduced by 7.3%. At the same time, Trading Standards services are seeing increasing demands for service in terms of reactive complaints and business support (e.g. export certificates). This workload is likely to increase, in part as a result of Brexit, and this is likely to create further pressures on existing regulatory arrangements.

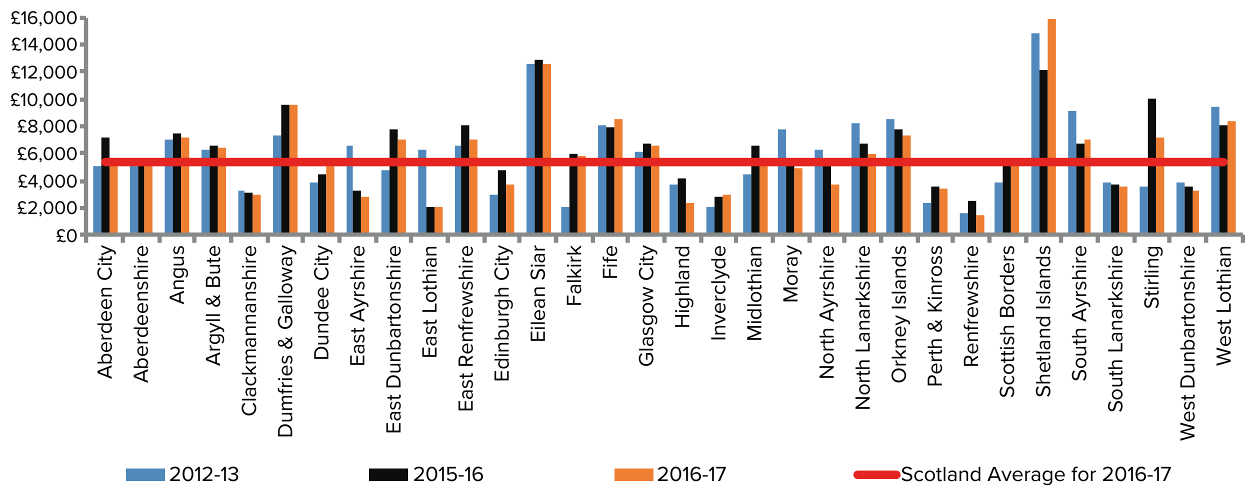
In 2016/17, costs ranged from £1,466 to £15,819 with variation systematically related to levels of deprivation within a council area. Trading standards costs are higher in councils with lower levels of deprivation (£7,151, compared £3,471 for councils with the highest level of deprivation).

Across this same period, there was a 6.6% reduction in the cost of environmental health services per 1,000 population, from £17,248 in 2012/13 to £16,117 in 2016/17. In the past 12 months, costs have fallen by 5.1% from £16,980 to £16,117. There is significant variation across councils, with costs ranging from £6,377 to £30,776. Rurality has a systematic impact on the cost of environmental health, with rural councils reporting significantly higher costs than urban or semi-rural authorities (£19,428 compared to £15,309 and £12,788 respectively). Rural authorities also tend to have higher trading standards costs (£6484) compared to £5,607 in urban authorities, although this difference is not statistically significant.

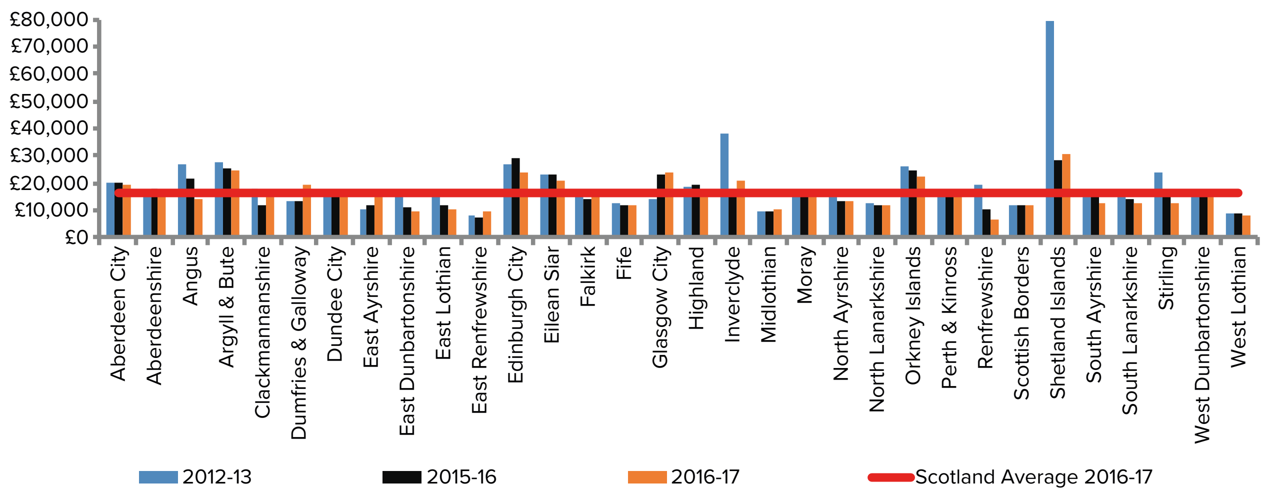
Cost of Trading Standards and Environmental Health per 1,000 Population

	Trading Standards, Money Advice & Citizen's Advice		Environmental Health	
% Change	Cash	Real	Cash	Real
2012/13 - 2015/16	6.2	0.0	-0.7	-6.6
2012/13 - 2013/14	9.5	7.6	6.4	4.6
2013/14 - 2014/15	-0.2	-1.6	-3.5	-4.9
2014/15 - 2015/16	2.5	1.9	-0.4	-1.1
2015/16 – 2016/17	-5.2	-7.3	-2.9	-5.1

Cost of Trading Standards, Money Advice and Citizen's Advice per 1,000 Population (£)



Cost of Environmental Health per 1,000 Population (£)



Work within Family Groups has identified the following factors as important in understanding the variation between authorities in Environmental Services

- *Local political/strategic priority given to the role of environmental services in supporting improvements in wider outcomes and tackling inequalities*
- *Workforce composition and demographic profile*
- *Working practices, e.g. shift patterns*
- *Service integration (e.g. Waste Management, Roads, Street Cleaning, Parks Services)*
- *Collection programmes, frequencies and model of service*
- *Asset management approaches – e.g super depots and leased vehicles*
- *Stage in Investment cycle*
- *Whether councils have landfills in their authority area which will require investment up to and beyond their closure dates over the next five years.*
- *Contract and procurement costs*
- *Access to external funding streams*

Corporate Services

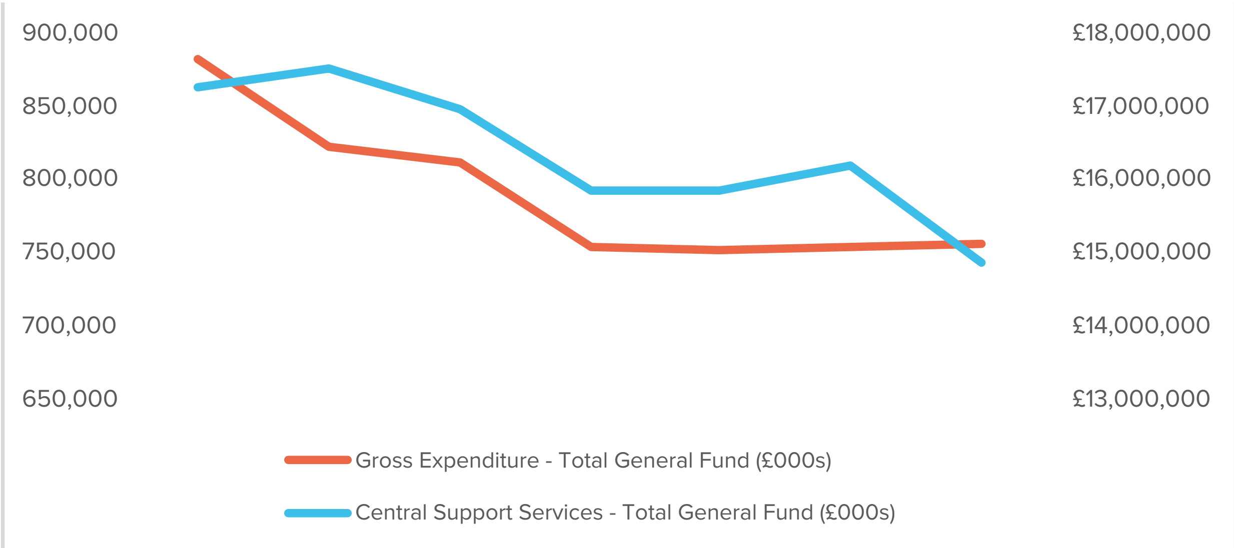
Support Services

Corporate support services within councils cover a wide range of functions including finance, human resources, corporate management, payroll legal services and a number of other corporate functions.

For standardisation purposes, support services are represented as a percentage of total gross revenue expenditure in the benchmarking framework. The figure has remained around 5% across the seven-year period. In 2016/17 the Scottish average was 4.92% compared to 4.89% in 2010/11, although there have been fluctuation across the period.

Although spend on support services and total revenue budget have reduced by similar proportions since 2010/11 (-13.9% and -14.4% respectively), year-on-year changes have not always been in parallel as the graph below shows. A significant element of the reduction in total general fund expenditure across the period was the removal of Police/Fire Services from local government in 2013/14. In terms of the reduction in the cost of support services, significant digital investment and increasing centralisation of support services may be important factors contributing to this trend. However, it is also possible an element of this increase is due to improved reporting following refined guidance from the Scottish Government in their financial return.

Support Services Expenditure and Total Gross Expenditure



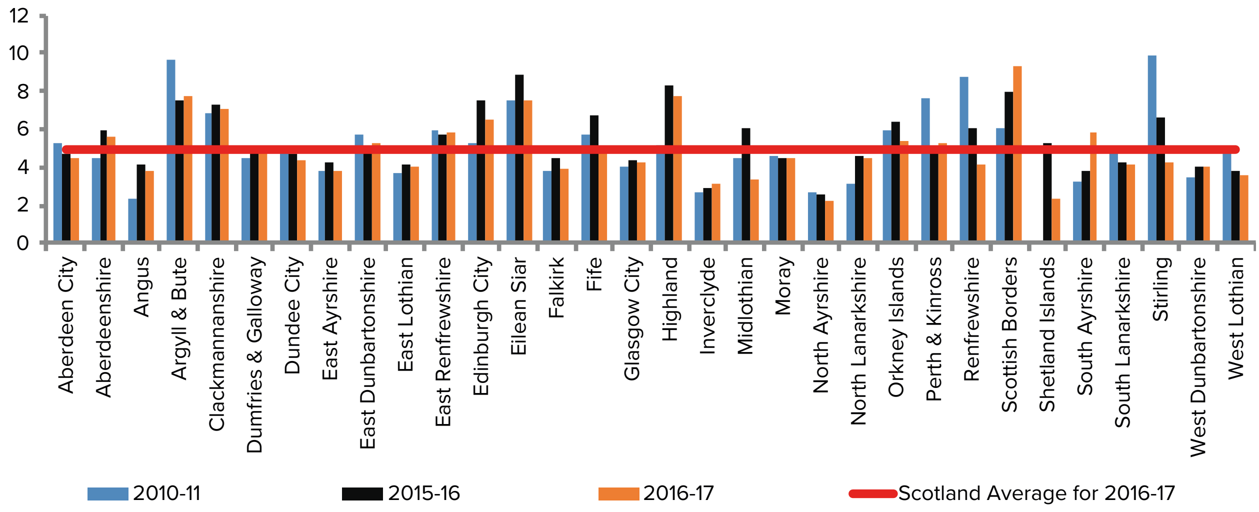
Source: Council supplied expenditure figures

In 2016/17, the range across councils in support services is from 2.3% to 9.4% of total general fund, with clear differences between urban, rural and semi-rural councils. In general terms, support services represent a higher percentage of the total gross expenditure in rural authorities than urban and semi-rural councils; the rates were 5.6% on average for rural councils and 4.3% and 4.1% for urban and semi-rural councils respectively.

Work within Family Groups has identified the following factors as important in understanding the variation between authorities in Support Services

- *Workforce composition and structure – workforce exit; staff terms & conditions; role redefinition*
- *Asset Management and rationalisation*
- *Service redesign – service integration; centralisation; self-service*
- *Digital Strategy*

Support Services as a Percentage of Total Gross Expenditure



Source: Council supplied expenditure figures
Note: Missing values reflect no data returned for that year

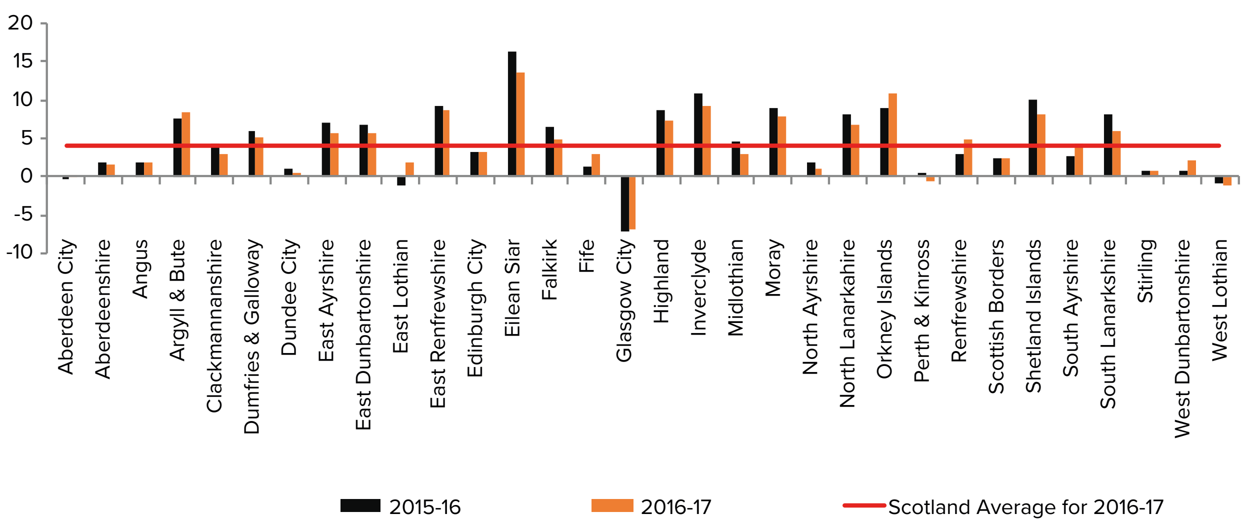
Gender Equality

The percentage of women in the top 5% of earners in councils is a significant measure of the attempts by councils to ensure equal opportunity between genders. From 2010/11 to 2016/17 this has increased from 46.3% to 52.0%. The range across councils is from 25% to 62%.

While this is an important measure reflecting the progress which has been made in relation to gender equality in senior positions, there is a need to capture the progress being made across the wider workforce. As such, we have introduced a measure on the Gender Pay Gap which represents the difference between men's and women's earnings and is a key measure under the Public Sector Equality Duty. This measure takes the average (mean) hourly rate of pay (excluding overtime) for female employees and divides this by average (mean) hourly rate for male employees. Both part-time and full-time employees are included. This is only the second year of publication, and this measure will be subject to review and on-going development across the coming period.

In 2016/17 the Gender Pay Gap was 4.14%, ranging from -7.0% to 13.7%. Those staff employed via arms-length organisations are not included within the calculation which will influence the variability observed and may be important in understanding the figures observed for Glasgow.

The Gender Pay Gap (%)



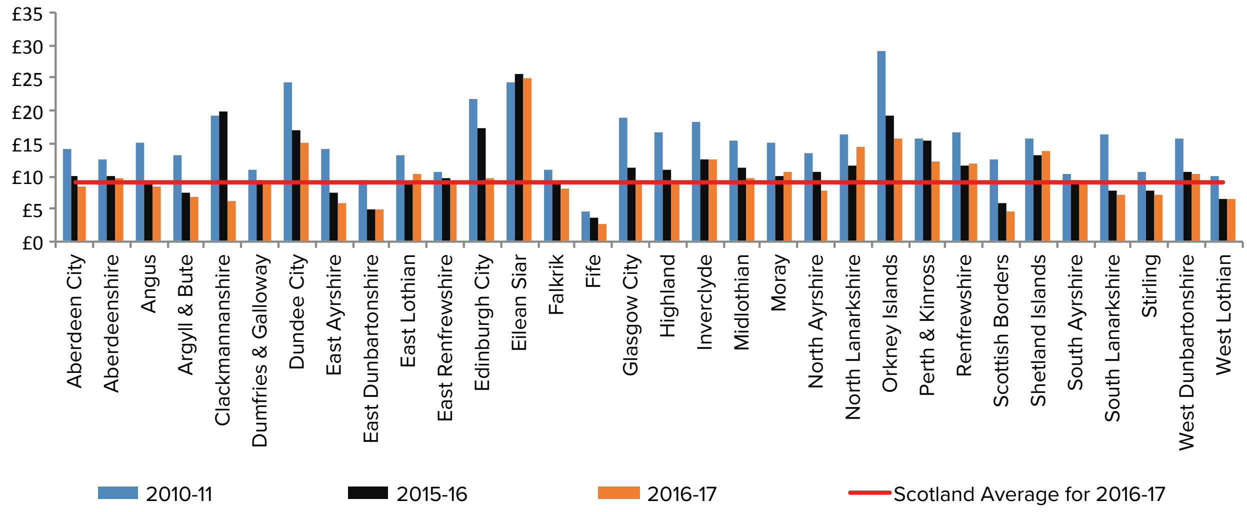
Source: Council supplied figures

Council Tax

The cost of collecting council tax is measured on a per property basis to standardise the measure across councils. Over the seven-year period from 2010/11 to 2016/17 this has reduced by 40.9%, from £15.19 to £8.98. There has been a year-on-year reduction in costs, which has accelerated in recent years, reducing by 15.1% in the past 12 months alone.

The range however varies significantly from £2.64 to £25.05, with smaller sized and island councils tending to report higher costs. A key factor driving the reduction in costs is the continued digital transformation and shift to embrace new technology and automation.

Cost per Dwelling of Collecting Council Tax (£)

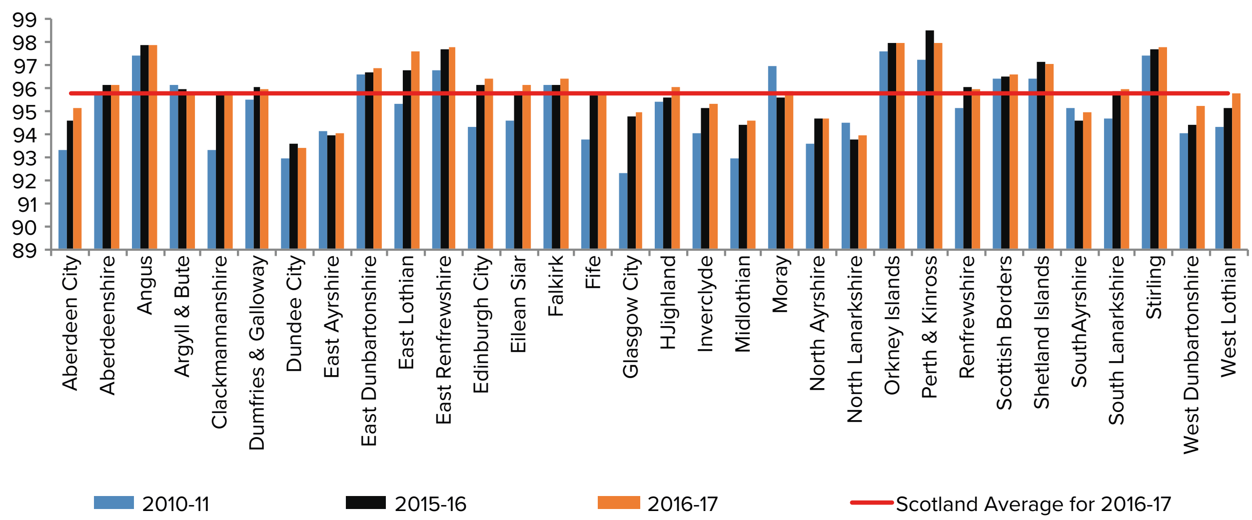


Source: Council supplied figures

At the same time as the reduction in unit costs, the overall rate of in-year collection for council tax has remained high and shown steady improvement from 94.7% in 2010/11 to 95.8% in 2016/17. This has been achieved despite the challenges created by a difficult economic climate and significant welfare reform.

The variation across councils is narrowing over time, with rates in 2016/17 ranging from 93.4% to 97.9%. Council tax collection rate shows a significant pattern in relation to rurality and level of deprivation. The roll-out of Universal Credit is likely to further exacerbate this over the coming period.

Percentage of Income Due from Council Tax Received by the End of the Year



Source: Council supplied figures

Work within Family Groups has identified the following factors as important in understanding the variation between authorities in Council Tax performance

- *Channel Shift to greater automation and self-service (both customer facing and back office)*
- *Structural variations in relation to Council owned or transferred housing stock and the impact of discount/exemption/Council Tax Reduction(CTR) take-up on collection*
- *Procedural variations such as:*
  - *Local set ups – Revenues and Benefits, shared service etc*
  - *Impact of annual/regular billing regimes on subsequent collection and recovery*
  - *Types/variety of accessible payment options, particularly the level of Direct Debit payment*
  - *Follow-up and recovery timetables*
  - *Payment arrangement guidelines*
  - *Impact of 'water only' debt and success of DWP collections (including Water Direct)*
  - *Working with others – RSL's, Educational Establishments, Advice Sector*
- *Recovery and Enforcement approaches, e.g.:*
  - *Corporate Debt strategies (refunds/offsets etc)*
  - *In-house recovery activity*
  - *Pre and post warrant intervention*
  - *Use of available diligence and enforcement actions*
  - *Relations with/management of Third Party Collectors (Sheriff Officers etc.)*
- *Asset Management and rationalisation in relation to office premises*

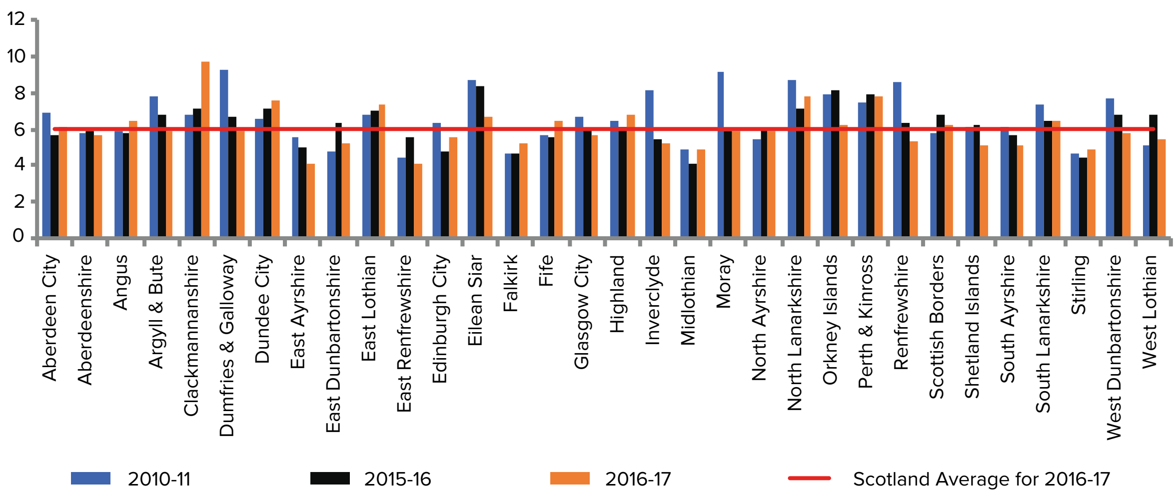
Sickness Absence Rates

The management of sickness absence is a major priority for councils in their efforts to manage their costs. Although there have been fluctuations, sickness absence days for teaching staff have reduced from 6.60 days to 6.06 days since 2010/11 (-8.2%) and from 6.09 days to 6.06 in the past 12 months (-0.5%).

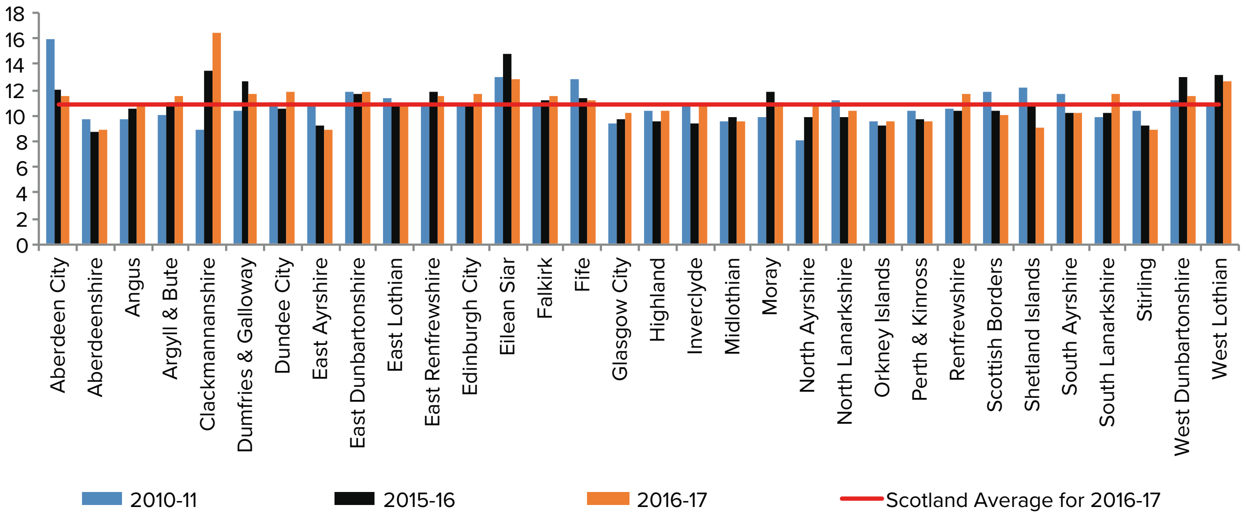
Sickness absence days for non-teaching staff are higher than those for teachers, and have increased slightly since 2010/11, from 10.8 days to 10.9 days (1.1%). Although there have again been fluctuations during this period, there has been an increase from 10.6 days to 10.9 days in the past 12 months (2.7%).

For teaching staff, the number of absence days ranges from 4.10 to 9.77, with rural authorities tending to report slightly higher levels (6.2 compared to 5.8). For non-teaching staff, the number of days range from 8.84 to 16.50 with analysis suggesting that the variation is systematically related to deprivation. Councils with higher levels of deprivation report higher absence rates (11.24 compared to 10.79 for areas with lowest deprivation).

Number of Sickness Absence Days per Teacher



Number of Sickness Absence Days per Employee (Non-Teacher)



Source: Council supplied figures

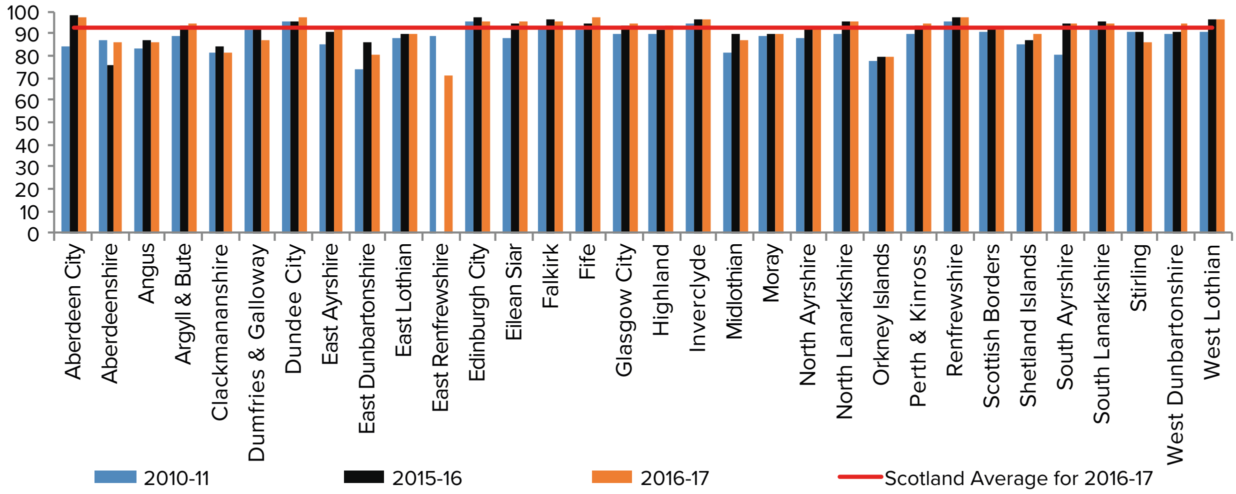
Work within Family Groups has identified the following factors as important in understanding the variation between authorities in sickness absence levels

- *Workforce composition and age profile*
- *Priority given to performance management and business intelligence to support early intervention*
- *Strategic priority given to Health and Wellbeing initiatives*
- *Level of staff engagement and involvement*
- *Differences in Absence Management policy and procedures, including the point at which disciplinary intervention is triggered*
- *Level of flexible working practices*
- *Level and type of occupational health and counselling*
- *Level of resource dedicated to maximising attendance and managing absence*

Invoices paid

Councils are major purchasers of goods and services both within their local economies and across the Scottish economy as a whole. The percentage of invoices paid within 30 days has steadily increased from 89.5% to 93.1% over the seven-year period, however the variation between councils has widened. In 2016/17 the range across councils was 71.0% to 97.2%.

Percentage of Invoices Sampled that were Paid Within 30 Days

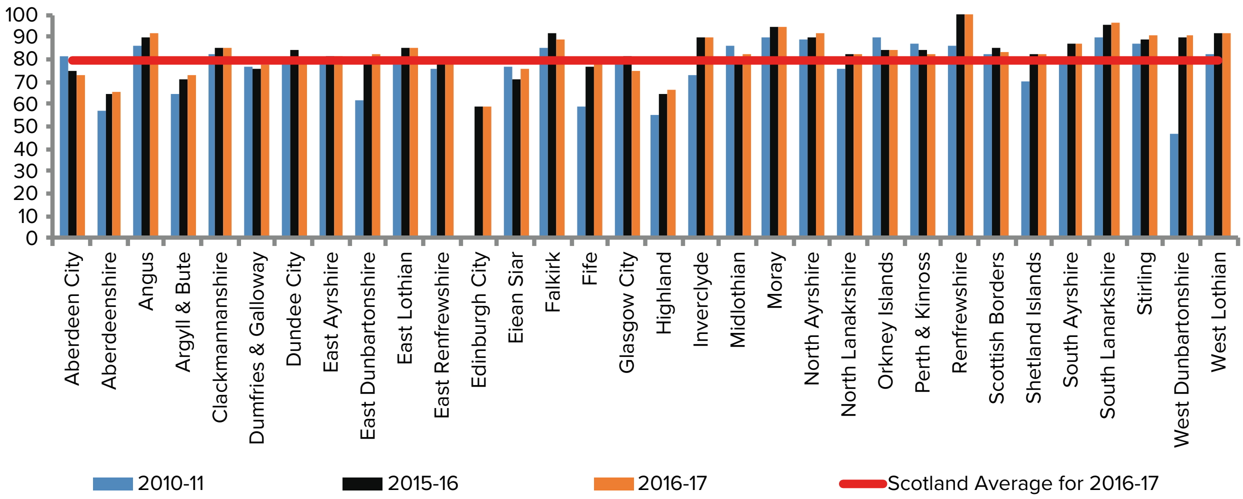


Corporate Assets

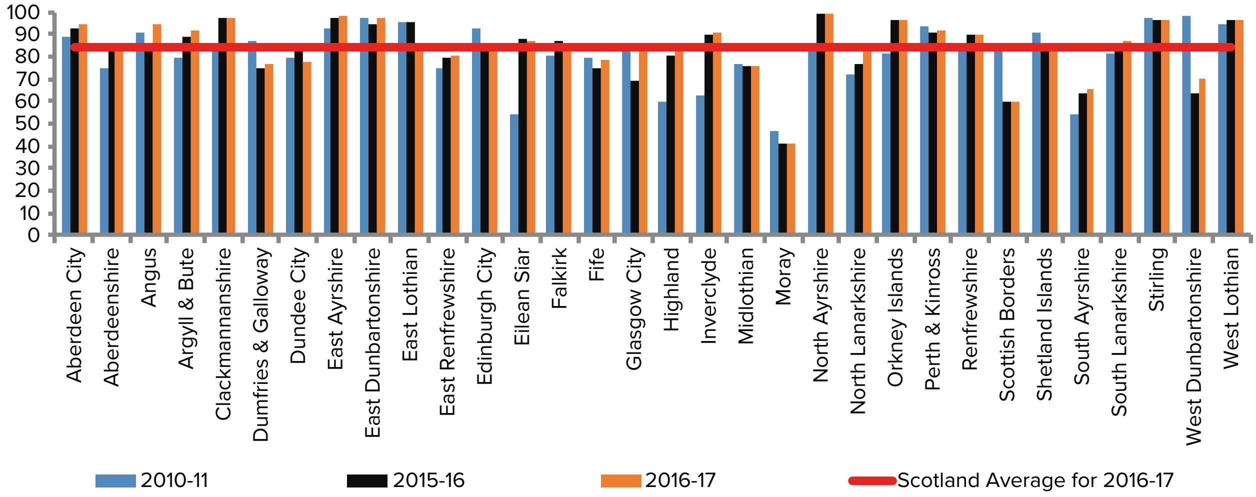
There has been improvement in the condition of councils' corporate assets over the period. The percentage of operational buildings that are suitable for their current use has improved from 73.7% to 79.8% and the proportion of internal floor area of operational buildings in satisfactory condition has improved from 81.3% to 84.5%.

There is significant variation across councils in both measures, ranging from 59% to 100% for buildings suitable for use, and 41% to 99% for condition of floor area. Rural councils have significantly lower levels of buildings suitable for their current use, although there is no similar relationship in terms of the condition of internal floor area.

Proportion of Operational Buildings that are Suitable for their Current Use (%)



Proportion of Internal Floor Area of Operational Buildings in Satisfactory Condition (%)



Source: Council supplied data

Work within Family Groups has identified the following factors as important in understanding the variation between authorities in relation to corporate assets

- *Review programme for school estate*
- *Investment in improvement works*
- *Lifecycle – key elements at end/past their useful economic life e.g. roofs/heating systems*
- *Capital programmes – investment in schools/energy efficiency programmes*
- *Asset transfer and the Community Empowerment agenda*

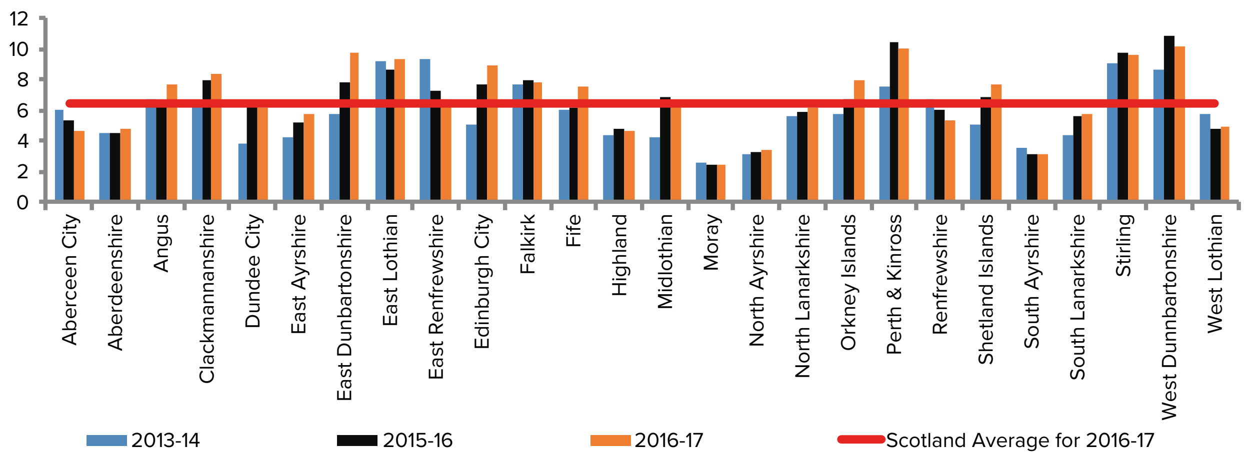
Housing

The housing information within the benchmarking framework covers housing management, housing conditions and energy efficiency. Only those councils who have responsibility for the provision of housing services are included here.

Rent Arrears and Voids

The average Scottish tenants' arrears as a percentage of rent due has increased year-on-year from 5.6% in 2013/14 to 6.5% in 2016/17. In 2013/14, the definition and methodology for this measure changed, therefore it is not possible to provide a direct comparison with previous years. In 2016/17, the percentage of arrears range from 2.5% to 10.1% across councils which indicates a widening variation since 2013/14. However, analysis indicates variation is not systematically related to levels of deprivation, rurality or size of authority area.

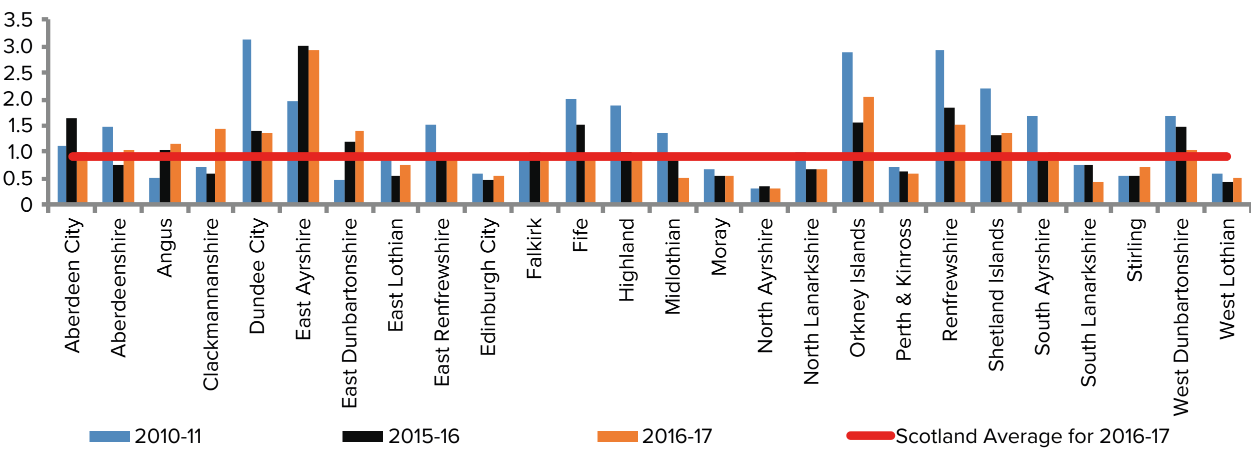
Gross Rent Arrears at a Proportion of Rent Due (%)



Source: Annual Return on the Charter (ARC), Scottish Housing Regulator (SHR)
Note: Missing values represent the six councils who do not provide housing services (RSL transfer)

Meanwhile, the rent lost due to voids has reduced from 1.3% in 2010/11 to 0.9% in 2016/17. Again, figures vary across authorities, from 0.3% to 2.9%, however the level of variation has reduced since the base year. Neither the urban/rural nature of the council nor the size have a systematic impact here.

Percentage of Rent Due in the Year that was Lost Due to Voids



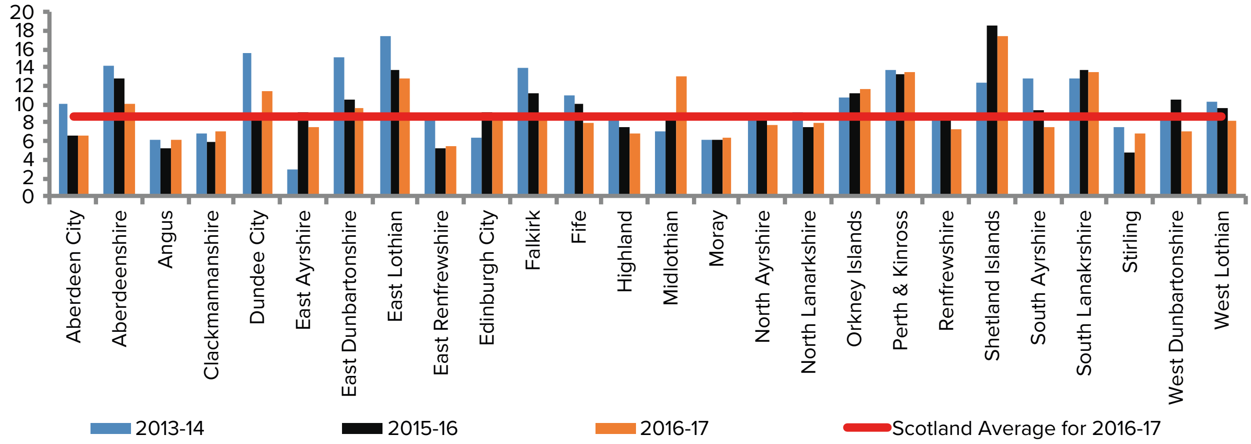
Source: Annual Return on the Charter (ARC), Scottish Housing Regulator (SHR)

The average length of time taken to complete non-emergency repairs has reduced by 14.2% over the period, from 10.2 days in 2013/14 to 8.7 days in 2016/17. As with rent arrears, the definition and methodology for this measure changed in 2013/14, therefore it is not possible to provide a direct comparison with previous years.

There is significant variation across councils although this has narrowed slightly since the base year. In 2016/17, length of time ranged from 5.4 days to 17.5 days, with rural councils reporting longer times (11.7) compared to urban councils (8.3).

Overall, these figures suggest the councils continue to manage their stock well in the face of mounting pressures.

Average Time Taken to Complete Non-Emergency Repairs (days)



Source: Annual Return on the Charter (ARC), Scottish Housing Regulator (SHR)

Housing Quality

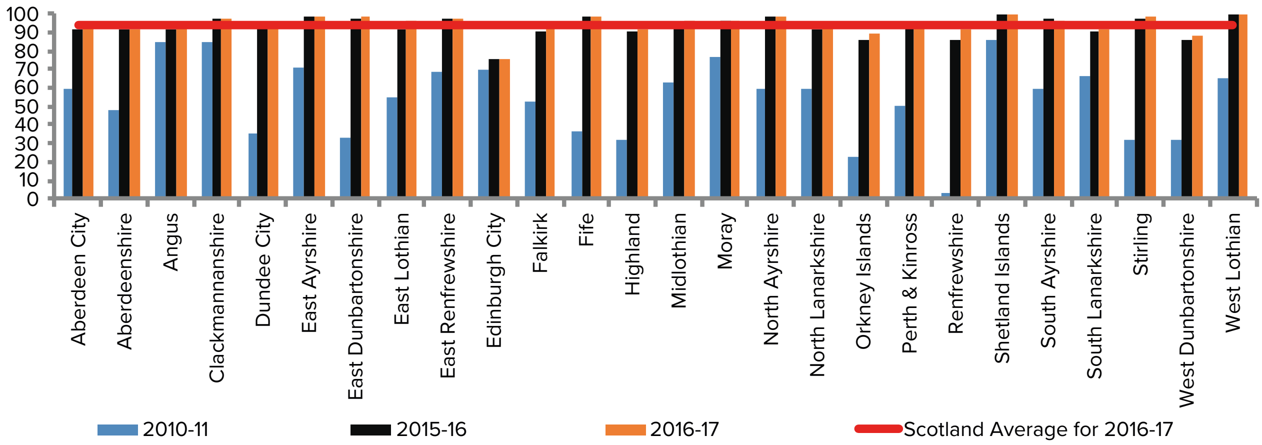
In terms of housing quality, there have been significant improvements over the past seven years in terms of dwellings meeting Scottish Housing Quality Standards (SHQS) and energy efficiency standards.[30] In 2016/17, 93.6% of council dwellings met the SHQS, an increase of 40 percentage points from 2010/11. The range across councils varies significantly from 75.7% to 99.9%, although this range has narrowed since 2010/11.

In 2016/17, 96.6% of council dwellings were energy efficient, an increase from 74.9% in 2010/11. Councils range from 82.8% to 100% with rural councils on average reporting lower levels of energy efficiency.

Year	% council dwellings meeting SHQS	Percentage of council dwellings that are energy efficient
2010/11	53.6	74.9
2011/12	66.1	81.2
2012/13	76.6	88.8
2013/14	83.7	94.0
2014/15	90.4	96.5
2015/16	92.5	96.2
2016/17	93.6	96.6

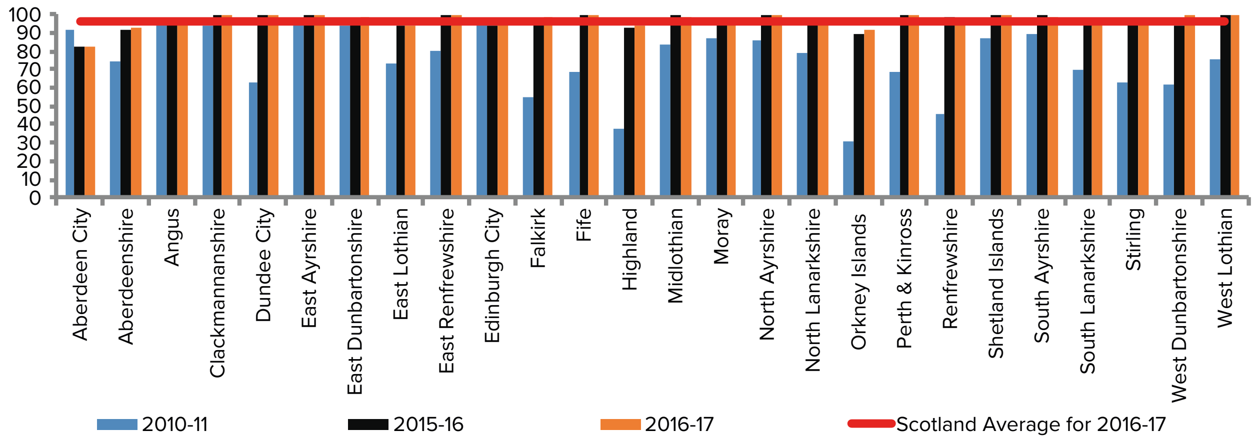
30 Percentage of properties at or above the appropriate NHER (National Home Energy Rating) or SAP (Standard Assessment Procedure) ratings

Properties Meeting SHQS (%)



Source: Annual Return on the Charter (ARC), Scottish Housing Regulator (SHR)
Note: Missing values represent the six councils who do not provide housing services

Percentage of Council Dwellings that are Energy Efficient



It is important to note that the sources used within this publication are not based on the Scottish Government data sources (Housing Revenue Account statistics and Scottish Housing Condition Survey) rather they are based on data collected by the Scottish Housing Regulator. There will be differences between the two sets of data. For example, the data published here reports only on council provision rather than provision by all registered social landlords. Additionally, there are differences in the SHQS methodology between SHR and SHCS.

Economic Development and Planning

Investing in economic development and employment opportunities results not just in a positive economic outcome, but can typically also lead to improvements across a wider range of social outcomes and reductions in demand for public services. The LGBF framework includes a suite of measures to reflect council performance across this strategically important area.

Employment

The first measure is the 'percentage of total unemployed people in an area assisted into work from council funded/operated employability programmes'. Most councils participate in employment-related support— either via direct provision and/or via funding delivery by third parties. Employability support is often delivered in partnership and this measure seeks to capture data on employability services where the council has either directly delivered and/or funded the intervention. The measure is an indication of the proportion of unemployed people in a council area that are participating in employability responses led or supported by the council, and in this sense assesses the reach and penetration of the intervention. Currently this measure utilises part of the data submitted by councils as part of their annual Scottish Local Authorities Economic Development group (SLAED) return.

In 2016/17, the Scotland average for the percentage of unemployed people assisted into work from council funded/operated employability programmes was 14.0% of total unemployed. This reflects an increase from 9.1% in 2012/13, however a very small reduction over the past 12 months.

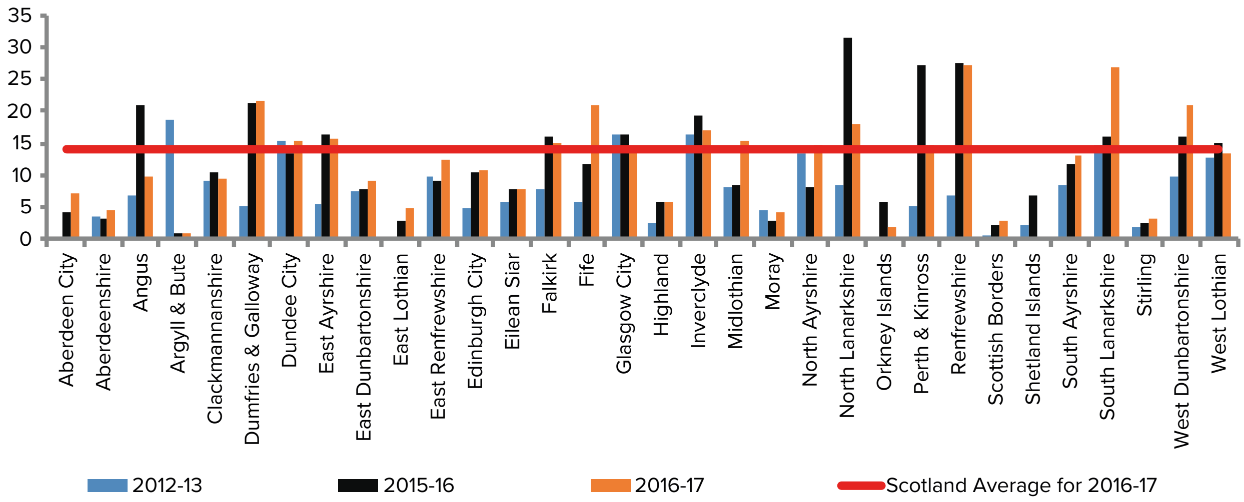
This recent trend may reflect a number of factors, including: the continuing focus on getting more long term workless people into work and the welfare changes that require these cohorts to undertake job search activities; the reduction in national funding for wage subsidy schemes; and improvements in the labour market that have removed some of the easier to assist persons from worklessness and left a residual group of harder to assist clients facing multiple barriers to employment who take longer to progress into work.

There is a considerable range across councils, from 0.9% to 27.1%, with lower rates for the least deprived councils (6.31%, compared to 16.1% in the most deprived), and for rural authorities (6.00%, compared to 14.95% in urban authorities).

Percentage of Unemployed People Assisted into Work from Council Operated/Funded Employability Programmes

Year	% Unemployed People Assisted into work from Council operated/funded Employability Programmes
2012/13	9.1
2013/14	12.5
2014/15	14.1
2015/16	14.2
2016/17	14.0

Percentage of Unemployed People Assisted into Work from Council Operated/Funded Employability Programmes



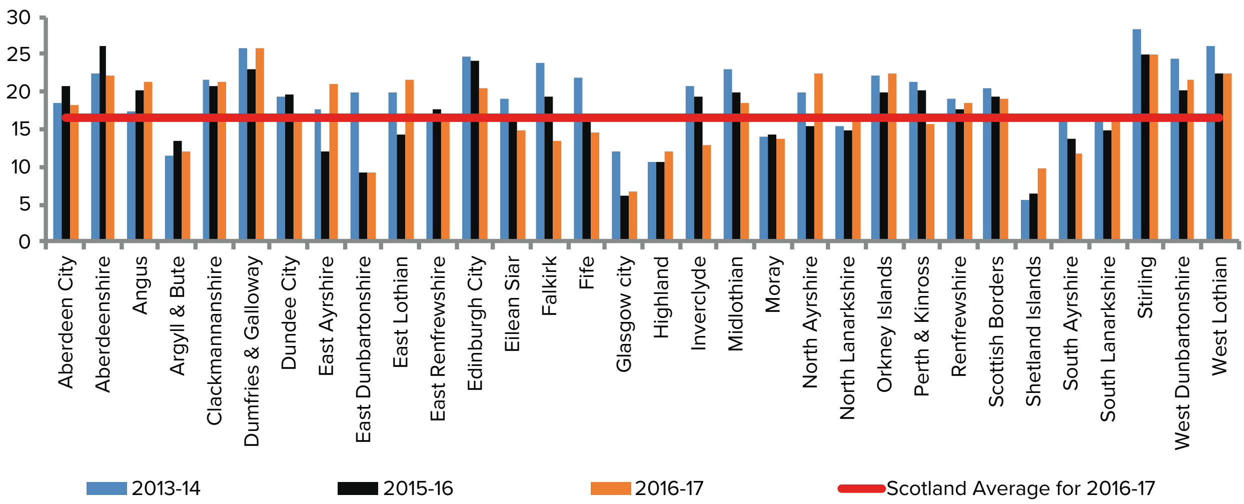
Source: Model based estimates for unemployment, Office for National Statistics (ONS); SLAED Indicators Framework returns
Note: Missing values reflect no SLAED return for that year

Business Support

To capture wider economic development and reflect the significant investment in business development and support (e.g. Business Gateway), the benchmarking framework includes the number of Business Gateway start-ups per 10,000 population. The start-up rate has reduced since 2013/14 from 19 to 16.6 in 2016/17. This may reflect a longer term strategic decision by some Business Gateway areas to focus a higher proportion of resources on supporting the growth and development of existing businesses as opposed to business start-ups. In areas where start-up numbers are good this may have greater job creating potential.

The graph below shows the significant variation which exists across councils, ranging from 6.62 to 25.75. There is no systematic relationship with start-up rates and rurality, deprivation or size of council.

Number of Business Gateway Start-ups per 10,000 Population



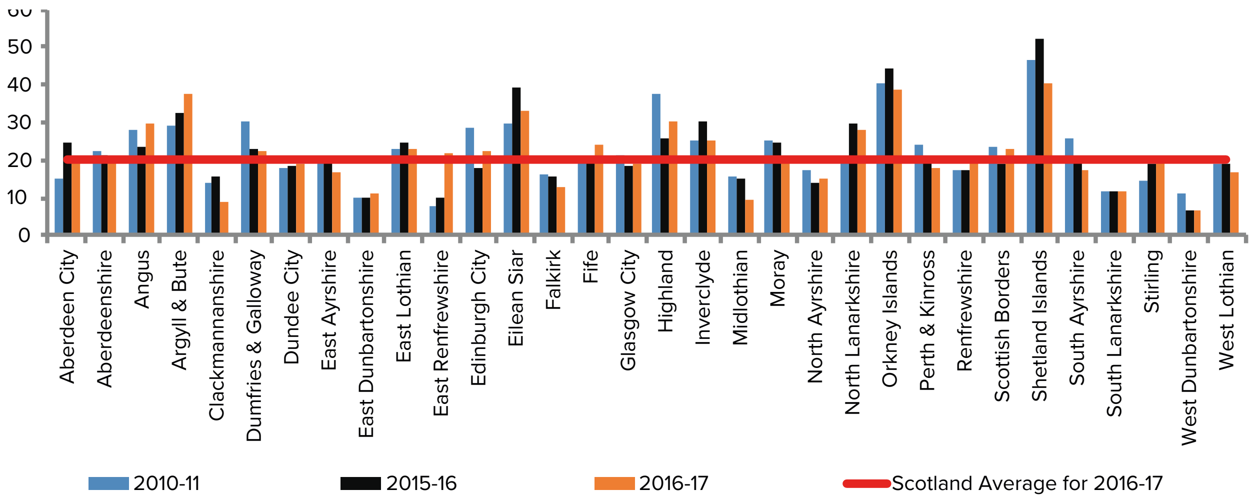
Procurement

Procurement spend in local government accounts for a significant proportion of total spend. This measure focussing on the proportion of this spend which is targeted at small and medium enterprises (SME's) is an important indicator of the progress councils are making in delivering on their standing commitment to invest in their local economies and create employment.

In 2016/17, the percentage of procurement spend on local small/medium enterprises was 20.3%, only a very slight reduction from 21.2% in the base year, and reflecting a slight growth in the past two years. Given the pressures on council budgets this is a positive outcome as it suggests that the drive to reduce costs has not resulted in local SMEs being displaced by larger national suppliers of goods and services.

There is significant variation across councils in relation to procurement spend, ranging from 6.8% to 40.6%. The Islands and rural authorities report higher procurement spend on local SME's than other authorities. Rural authorities spend on average 30.1% compared to 19.3% in urban authorities.

Percentage of Procurement Spent on Local Small/Medium Enterprises



Planning

Although spend on planning accounts for a relatively small amount of overall spend, this is a strategically important area in terms of the future development and use of land in our towns, cities and countryside. An efficient and well-functioning planning service plays an important role in facilitating sustainable economic growth and delivering high quality development in the right places.

Two indicators are included here. A measure of the total cost involved per planning application and the average time taken to process commercial planning applications (Business and Industry applications).

Cost of planning per application

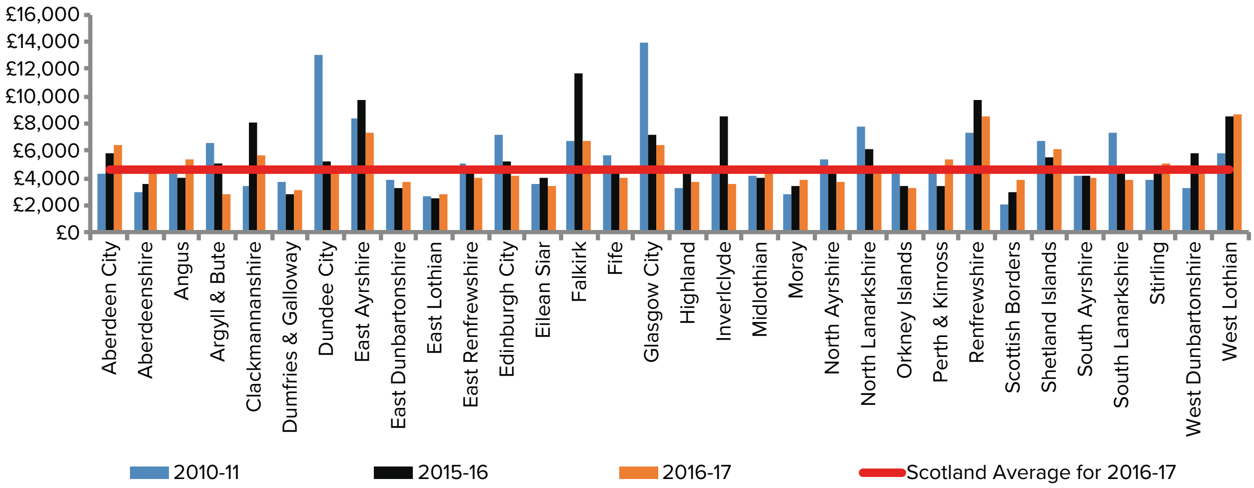
The cost of planning per application has fallen from £5,376 in 2010/11 to £4,635 in 2016/17. This reflects a real terms reduction of 13.8%. Although there have been fluctuations across the period, the trend represents a 33.4% reduction in gross expenditure and a 22.7% reduction in planning applications since 2010/11.

In the past 12 months, costs have reduced by 5.5%, reflecting an 11.5% reduction in gross expenditure and a 6.3% reduction in planning applications. There is substantial but narrowing variation in planning costs across Scotland, ranging from £2,880 to £8,688 in 2016/17. Costs vary systematically with rurality, with urban authorities spending more than rural and semi-rural authorities (£4,843 compared to £3,684 and £4,018 respectively).

Cost per Planning Application

% Change	Cash	Real
2010/11 - 2016/17	-5.2	-13.8
2010/11 - 2011/12	-2.1	-3.5
2011/12 - 2012/13	29.4	26.7
2012/13 - 2013/14	-28.3	-29.5
2013/14 - 2014/15	-4.2	-5.6
2014/15 - 2015/16	12.9	12.1
2015/16 - 2016/17	-3.4	-5.5

Cost per Planning Application

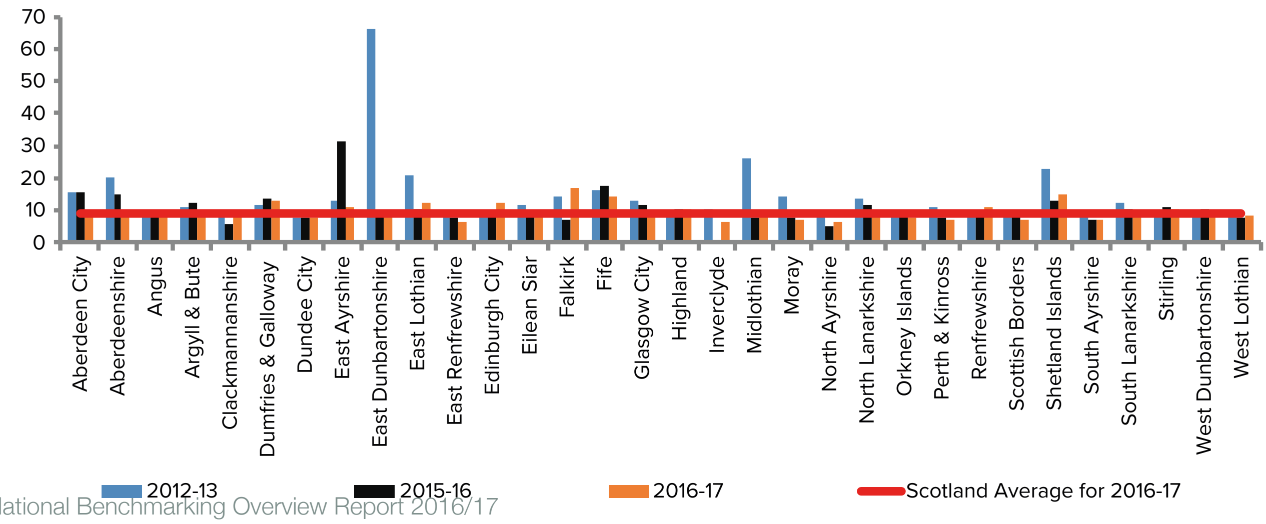


Source: Planning Authority Performance Statistics, Scottish Govt; Council supplied expenditure figures

There has been a reduction in the average time per business and industry planning application since 2012/13. In 2016/17 the average time taken was 9.3 weeks, compared to 13 weeks in 2012/13, a 28% reduction. During this time, there has been a 32% reduction in the number of business and industry applications (from 2,542 down to 1,717).

In the last 12 months, the average time has fallen by 16.8% from 11.2 weeks to 9.3 weeks. There is significant variation between authorities however, although this is narrowing over recent years. In 2016/17, the time taken ranged from 6.48 weeks to 17 weeks, with no statistically significant relationships with deprivation, rurality or size of council.

Average Time per Business and Industry Planning Application



Conclusions and Next Steps

The core purpose of the LGBF is to support councils to target their resources to areas of greatest impact and to ask important questions of key council services. The framework provides councils with insight into their own performance and provides a strengthened evidence base to help drive improvement, promote collaboration and learning, and strengthen public accountability.

This last year has seen councils across Scotland improve the quality and performance of key services while continuing to manage pressures to reduce costs. This report highlights, however, the significant variation in both cost and performance which exists between councils. It is these variations which provide the opportunities for learning. They provide 'can openers' which support collaboration and sharing between councils to better understand the differences and the approaches which may deliver improvements.

The Local Government Benchmarking board recently endorsed a 3-year Strategic Plan to support the continuous improvement and evolution of the LGBF. This plan, which has been welcomed by the Accounts Commission, sets out the following priorities to strengthen the LGBF across the next period:

1. To ensure the framework has relevance, credibility and timeousness
Engagement with professional associations and data owners will be prioritised to encourage more timely availability of data, and to strengthen measures around children and young people, health and social care, and economic development. This will require the participation and contribution of our relevant partners, e.g. integration joint boards. Continuing to ensure that the LGBF is relevant and robust will support councils to demonstrate the rationale behind strategic decisions to reshape and improve services, and report the performance of these services to the public.

2. To better align the LGBF and outcomes
This approach aims to:

- support more strategic use and public reporting of LGBF in line with a focus on outcomes
- strengthen narrative around the contribution different council services play in improving outcomes and reducing inequality of outcomes
- provide a useful relevance test for current framework measures
- support the development and implementation of LOIPs/Locality plans
- offer a route for partners to help align performance information to wider partnership outcomes

A new online interactive tool[31] links the LGBF with outcomes data presented in the Community Planning Outcomes Profile[32] (a resource which provides trend data on outcomes, both at a local authority level, and at a locality level). This will help to strengthen the narrative around the contribution council services play in improving outcomes, and support more strategic use of the LGBF in decision making and greater visibility within Public Performance Reporting.

The introduction of thematic reporting in 2018/19 will provide a 'drill down' into key policy areas to re-emphasise the 'can opener' nature of the LGBF information and strengthen the link between performance information and outcomes. This will encourage a more diagnostic use of the data, particularly within family groups. These developments will link with the Outcomes, Evidence and Performance Board (OEPB)[33] and support their work to improve the availability of performance evidence that can illuminate improvement in outcomes.

31 www.is-scratchpad.org.uk/cpop-lgbf.html
32 http://www.improvementservice.org.uk/community-planning-outcomes-profile.html
33 www.improvementservice.org.uk/oepb

3. To demonstrate how the framework is being used to inform decision making, drive improvement, and strengthen public accountability.

The aim is to re-emphasise the 'can opener' nature of the information within the framework, and encourage and support councils to be more thorough in using the data diagnostically, particularly within family groups. Greater visibility of the LGBF in Public Performance Reporting is also needed, with the developments above supporting improvements in this area.

The collective efforts of all 32 councils in Scotland have been important in taking this benchmarking project to its current stage of development and their on-going support will be critical to its further success.

Appendix 1 Full List of Indicators and Service Categories

	Data	Indicator Description
Children's Services	CHN1	Cost per primary school pupil
	CHN2	Cost per secondary school pupil
	CHN3	Cost per pre-school education place
	CHN4	Percentage of pupils gaining 5+ awards at level 5
	CHN5	Percentage of pupils gaining 5+ awards at level 6
	CHN6	Percentage of pupils living in the 20% most deprived areas gaining 5+ awards at level 5
	CHN7	Percentage of of pupils living in the 20% most deprived areas gaining 5+ awards at level 6
	CHN8a	The gross cost of "children looked after" in residential based services per child per week
	CHN8b	The gross cost of "children looked after" in a community setting per child per week
	CHN9	Balance of care for 'looked after children': % of children being looked after in the community
	CHN10	Percentage of adults satisfied with local schools
	CHN11	Percentage of pupils entering positive destinations
	CHN12a	Overall average total tariff
	CHN12b	Average total tariff SIMD quintile 1
	CHN12c	Average total tariff SIMD quintile 2
	CHN12d	Average total tariff SIMD quintile 3
	CHN12e	Average total tariff SIMD quintile 4
	CHN12f	Average total tariff SIMD quintile 5
	CHN17	Percentage of children meeting developmental milestones
	CHN18	Percentage of funded early years provision which is graded good/better
	CHN19a	School attendance rates
	CHN19b	School attendance rates
	CHN20a	School exclusion rates (per 1,000 pupils)
	CHN20b	School exclusion rates (per 1,000 'looked after children')
	CHN21	Participation rate for 16-19 year olds (per 100)
	CHN22	Percentage of child protection re-registrations within 18 months
	CHN23	Percentage LAC with more than 1 placement in the last year (Aug-July)
Corporate Services	CORP 1	Support services as a % of total gross expenditure
	CORP 3b	Percentage of the highest paid 5% employees who are women
	CORP 3c	The gender pay gap (%)
	CORP 4	The cost per dwelling of collecting council tax
	CORP 6a	Sickness absence days per teacher
	CORP 6b	Sickness absence days per employee (non-teacher)
	CORP 7	Percentage of income due from council tax received by the end of the year
	CORP 8	Percentage of invoices sampled that were paid within 30 days

	Data	Indicator Description
Adult Social Care	SW1	Home care costs per hour for people aged 65 or over
	SW2	SDS spend on adults 18+ as a % of total social work spend on adults 18+
	SW3	Percentage of people aged 65 or over with intensive needs receiving care at home
	SW4a	Percentage of adults receiving any care or support who rate it as excellent or good.
	SW4b	Percentage of adults supported at home who agree that their services and support had an impact in improving or maintaining their quality of life
	SW5	Residential costs per week per resident for people aged 65 or over
Culture & Leisure Services	C&L1	Cost per attendance at sports facilities
	C&L2	Cost per library visit
	C&L3	Cost of museums per visit
	C&L4	Cost of parks & open spaces per 1,000 population
	C&L5a	Percentage of adults satisfied with libraries
	C&L5b	Percentage of adults satisfied with parks and open spaces
	C&L5c	Percentage of adults satisfied with museums and galleries
	C&L5d	Percentage of adults satisfied with leisure facilities
Environmental Services	ENV1a	Net cost of waste collection per premise
	ENV2a	Net cost of waste disposal per premise
	ENV3a	Net cost of street cleaning per 1,000 population
	ENV3c	Street Cleanliness Score
	ENV4a	Cost of maintenance per kilometre of roads
	ENV4b	Percentage of A Class roads that should be considered for maintenance treatment
	ENV4c	Percentage of B Class roads that should be considered for maintenance treatment
	ENV4d	Percentage of C Class roads that should be considered for maintenance treatment
	ENV4e	Percentage of U Class roads that should be considered for maintenance treatment
	ENV5a	Cost of Trading Standards, Money Advice & Citizen Advice per 1000
	ENV5b	Cost of environmental health per 1,000 population
	ENV6	Percentage of total household waste arising that is recycled
	ENV7a	Percentage of adults satisfied with refuse collection
	ENV7b	Percentage of adults satisfied with street cleaning
Housing Services	HSN1b	Gross rent arrears (all tenants) as at 31 March each year as a percentage of rent due for the reporting year
	HSN2	Percentage of rent due in the year that was lost due to voids
	HSN3	Percentage of council dwellings meeting Scottish Housing Standards
	HSN4b	Average number of days taken to complete non-emergency repairs
	HSN5	Percentage of council dwellings that are energy efficient
Corporate Asset	CORP-ASSET1	Proportion of operational buildings that are suitable for their current use
	CORP-ASSET2	Proportion of internal floor area of operational buildings in satisfactory condition

	Data	Indicator Description
Economic Development	ECON1	Percentage of unemployed people assisted into work from council operated / funded employability programmes
	ECON2	Cost per planning application
	ECON3	Average time per business and industry planning application (weeks)
	ECON4	Percentage of procurement spent on local small/medium enterprises
	ECON5	No of business gateway start-ups per 10,000 population

Appendix 2 List of Family Groups

To understand why variations in cost and performance are occurring, councils work together to 'drill-down' into the benchmarking data across service areas. This process has been organised around 'family groups' of councils so that we are comparing councils that are similar in terms of the type of population that they serve (e.g. relative deprivation and affluence) and the type of area in which they serve them (e.g. urban, semi-rural, rural). The point of comparing like with like is that this is more likely to lead to useful learning and improvement.

People Services	Children, Social Work & Housing indicators			
	Family Group 1	Family Group 2	Family Group 3	Family Group 4
	East Renfrewshire	Moray	Falkirk	Eilean Siar
	East Dunbartonshire	Stirling	Dumfries & Galloway	Dundee City
	Aberdeenshire	East Lothian	Fife	East Ayrshire
	Edinburgh, City of	Angus	South Ayrshire	North Ayrshire
	Perth & Kinross	Scottish Borders	West Lothian	North Lanarkshire
	Aberdeen City	Highland	South Lanarkshire	Inverclyde
	Shetland Islands	Argyll & Bute	Renfrewshire	West Dunbartonshire
	Orkney Islands	Midlothian	Clackmannanshire	Glasgow City

Least deprived ↔ Most deprived

Other Services	Environmental, Culture & Leisure, Economic Development, Corporate & Property indicators			
	Family Group 1	Family Group 2	Family Group 3	Family Group 4
	Eilean Siar	Perth & Kinross	Angus	North Lanarkshire
	Argyll & Bute	Stirling	Clackmannanshire	Falkirk
	Shetland Islands	Moray	Midlothian	East Dunbartonshire
	Highland	South Ayrshire	South Lanarkshire	Aberdeen City
	Orkney Islands	East Ayrshire	Inverclyde	Edinburgh, City of
	Scottish Borders	East Lothian	Renfrewshire	West Dunbartonshire
	Dumfries & Galloway	North Ayrshire	West Lothian	Dundee City
	Aberdeenshire	Fife	East Renfrewshire	Glasgow City

Rural ↔ Urban

Local Government Benchmarking Framework

improvement service

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www.improvementservice.org.uk/benchmarking

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