



**ADULTS AND COMMUNITIES OVERVIEW AND SCRUTINY COMMITTEE**  
**2 MARCH 2026**

**NATIONAL PERFORMANCE BENCHMARKING 2024/25 AND**  
**PERFORMANCE REPORT 2025/26 – POSITION AT QUARTER 3**

**JOINT REPORT OF THE CHIEF EXECUTIVE AND**  
**DIRECTOR OF ADULTS AND COMMUNITIES**

**Purpose of the Report**

1. The purpose of this report is to provide information to the Committee to highlight the adult social care comparative performance position in 2024/25 through national benchmarking; and to present an update of the Adults and Communities Department's performance during the period April to December 2025.

**Policy Framework and Previous Decisions**

2. The Adults and Communities Department's performance is reported to the Committee in accordance with the Council's corporate performance management arrangements.

**Background**

3. At a national level, adult social care performance is monitored through the Adult Social Care Outcomes Framework<sup>1</sup> (ASCOF). This set of indicators is reported annually, and the Department of Health and Social Care (DHSC) published the 2024/25 position in December 2025.
4. The ASCOF is currently undergoing a revamp. In 2024/25 it consisted of 20 metrics: five new to the framework, seven sourced from the annual Adult Social Care Survey, and nine derived from a quarterly data file provided to DHSC known as Client Level Data (CLD).
5. CLD quarterly files have been produced for two years, however, the 12-month period from April 2024 to March 2025 marks the first time DHSC has published figures and switched the source data for nine ASCOF metrics to CLD. Consequently, there have been significant changes in how the metrics are calculated, making comparisons with previous years unreliable.
6. More broadly, the metrics detailed in Appendix A are based on the key performance measures of the Adults and Communities Department for 2025/26. These measures

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<sup>1</sup> The national ASCOF is a tool that the Department of Health and Social Care use to measure how well care and support services do the things that matter to most people. The framework consists of 20-25 metrics and focuses on six main areas: people's quality of life, independence, empowerment, safety, social connections and continuity and quality of care.

are reviewed annually through the business planning process to reflect the Department's and the Council's priorities. The structure of Appendix A aligns with the Adults and Communities Strategy 2025–2029, *Delivering Wellbeing and Opportunity in Leicestershire*. This strategic approach is built on principles that place the person at the centre, ensuring the support provided delivers the right outcomes. Appendix B outlines the 'layered' model designed to maximise independence: Prevent, Reduce, Delay, and Meet needs.

7. Appendix A is also structured in line with the Council's Strategic Plan 2022–26, which sets out the Council's overall policy framework. This plan is based on five aspirational strategic outcomes: *Clean and Green; Great Communities; Improved Opportunities; Strong Economy, Transport, and Infrastructure; and Safe and Well*.
8. Several metrics are not part of ASCOF, particularly those relating to Communities and Wellbeing, and therefore do not have a national average for comparison. As such, local targets have been agreed, and Appendix A outlines progress towards these by comparing performance against a milestone position at the end of the third quarter of 2025/26.

### Adult Social Care

9. During the six months to the end of December 2025, the Council received 16,420 **new contacts**<sup>2</sup>, which is fewer than the preceding six months (a 4.9% reduction from 17,270). Two-thirds (10,600) of the contacts were received via telephone or email, and four in every 10 (7,342) were a self-referral or from a family member. A quarter (4,300) were received from a hospital discharge which was 200 or 4.5% fewer than the previous six-month period.
10. Making use of nationally published CLD data, and using a rate per 100,000 of local populations, the number of new contacts can be compared during 2024/25 with other local authorities in Leicestershire's peer group<sup>3</sup>. This shows that for people aged 18-64, Leicestershire were slightly lower than the peer group average (1,573 compared to 1,615) and for those aged 65 or over, slightly higher (14,185 compared to 11,163). The notable variation for people aged 65 and over may be due, in part, to additional contacts being recorded as part of a local agreement whereby the Council commissions services on behalf of Health and later recovers the cost.
11. Assessing whether **an individual lives in their own home** is one way to measure independence. ASCOF 2E reports the proportion of adults aged 18–64 with a learning disability, who are known to the Council, and live in their own home or with family. In 2024/25, the proportion in Leicestershire was 87.3%, representing 1,255 out of 1,437 individuals, and was higher than the national figure of 81.4%. Between April and December 2025, this proportion has remained unchanged.
12. One of the key focus areas of the 2025 Care Quality Commission (CQC) inspection was the **timeliness of assessments and reviews**. Temporary resources have been allocated to address the current waiting list for Care Act assessments, and work is

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<sup>2</sup> A new contact is one where the person the contact relates to is not in receipt of a Council commissioned service at the point the Council is contacted.

<sup>3</sup> A peer group is a set of 16 local authorities, used for comparison purposes, which are similar with regard to various socio-economic and geographic factors such as age profile, ethnicity, density, and education.

underway to improve how waiting numbers are identified, aggregated, and reported. In the meantime, Appendix A reflects the current reporting approach, which uses cases in team planned trays as a proxy. At the end of December 2025, there were 416 people in team planned trays in Leicestershire - 256 fewer than the 672 recorded nine months earlier in March. Additionally, only eight people (1.9%) had been in the trays for six months or more by the end of December, down from 61 (9%) in March 2025.

13. **Reablement** is a short and intensive service to help people who have experienced deterioration in their health and/or have increased support needs to re-learn the skills required to keep them safe and independent at home. Leicestershire's Homecare Assessment and Reablement Team (HART) focus on a person's aims and goals whilst working in partnership with other teams such as NHS Community Therapy and Occupational Therapists to produce a reablement plan to help the person maximise their independence. Between April and December 2025, 3,100 people benefited from a reablement service for the first time.
14. The ASCOF framework includes two metrics related to reablement. The first, ASCOF 2A, measures the proportion of people who, after completing a period of reablement support, require no ongoing long-term services. In Leicestershire, this was 73.7% (2,067 out of 2,805) in 2024/25, slightly below the national average of 77.1%. The second metric, ASCOF 2D, tracks the proportion of people aged 65+ discharged from hospital to a reablement service who remain in the community 12 weeks post-discharge. Leicestershire recorded 58.7% (1,201 out of 2,046) in 2024/25, close to the national figure of 60.7%. Due to the change of source data to CLD, these metrics are currently challenging for local authorities to report in-year and are therefore reliant on DHSC published figures. For the 12 months to September 2025, ASCOF 2A fell to 69.7% (1,917 out of 2,749), while ASCOF 2D stood at 59.1% (1,210 out of 2,049) for the 12 months to June 2025.
15. During 2024/25, Leicestershire assisted over 10,980 **people needing care and support** (3,110 people aged 18-64 and 7,870 aged 65 or over). For the younger of the two age groups, the rate per 100,000 of the population worked out at 706, lower than the national figure of 882 and the peer group average of 792. For people aged 65 or over, the rate in Leicestershire was 5,002, again, lower than the national rate of 5,245, although higher than the peer group average of 4,407.
16. **Avoiding permanent placements in residential or nursing care** is a strong indicator of delaying dependency, and research shows that people generally prefer to remain in their own homes rather than move into permanent care. Across the 16 authorities in Leicestershire's peer group during 2024/25, 14.5% of adults aged 18-64 and 41.6% of those aged 65+ with a commissioned service were in residential or nursing placements. In comparison, Leicestershire's proportions were considerably lower at 10.3% and 33.8%, respectively.
17. The inclusion of two ASCOF measures encourages local health and social care services to work together to reduce avoidable admissions. In 2024/25, there were 50 admissions of people aged 18-64 to permanent placements, equating to a rate of 11.3 per 100,000 population, which is lower than the national rate of 17.0. For those aged 65 and over, the local rate was 526.9 (based on 829 admissions), also below the national rate of 592.5. The most recent figures, covering the 12 months to September 2025, show little change from these 2024/25 rates.

18. The County Council remains committed that everyone in receipt of long-term, community-based care should be provided with a personal budget, preferably as a **direct payment**. Nationally, the proportion of people choosing a direct payment to commission support services has trended downwards in recent years and the latest position for 2024/25 showed 24.5% of people doing so. Leicestershire is no different, although at 32.5% (1,675 out of 5,159) of people choosing a direct payment in 2024/25 the proportion remains considerably higher than the national position. The position at the end of the third quarter of 2024/25 showed little change at 32.4% or 1,672 out of 5,153.
19. Local authorities are required to conduct two **statutory surveys**, an annual survey of people in receipt of social care services and a similar survey of carers on a biennial basis. Only the former was required in 2024/25.
20. The annual **survey of people in receipt of adult social care services** took place in January 2025 and had a response rate in Leicestershire of 24%, similar to the national rate. A key ASCOF measure sourced from the survey highlights the ease by which people can find information. In Leicestershire, 61.1% of respondents said they found it easy to find information, a slight improvement on 59.3% the previous year, but lower than the national position of 67.8%. Asked if they had as much social contact as they would like, 39.6% of respondents said yes in Leicestershire compared to 45.4% nationally. Elsewhere, the survey asks about overall satisfaction with care and support services. In Leicestershire, 85% of respondents stated they were either extremely, very or quite satisfied with their support, lower than the national proportion of 89% and a change from the previous year when Leicestershire (90%) was slightly higher than the national figure of 89%. One final area to reflect on is a broad question that asks if people feel safe. In Leicestershire, there was a reduction from 72% in 2024 to 67% in 2025, slightly below the national average of 70%.
21. A **safeguarding** alert can include any concern for welfare and will often require a response from the Authority, though not always in relation to safeguarding. Using a rate based on the number of alerts per 100,000 population allows for comparison, and there is considerable variation across the country in safeguarding activity during 2024/25. Leicestershire, at 486 alerts per 100,000 population, is at the lower end of the scale, while the national average is 1,379 per 100,000 population. The number of alerts in Leicestershire has increased by 55% when comparing the period April to December 2025 with the equivalent nine months of 2024.
22. Once an alert has been investigated for any potential risk of abuse or neglect, there may be a need for a more in-depth enquiry under Section 42 of the Care Act 2014. Leicestershire reported 176 enquiries per 100,000 population in 2024/25, which is lower than the national average of 399 per 100,000 population. Comparing the number of alerts to enquiries allows us to calculate what is known as a conversion rate. In Leicestershire during 2024/25, the conversion rate was 36% (1,052 out of 2,909), higher than the national conversion rate of 29%.
23. The 2024/25 ASCOF introduced metric 4B, measuring the proportion of safeguarding enquiries where the identified risk was reduced or removed. During the year, 95.3% (650 out of 680) of enquiries in Leicestershire resulted in the risk being reduced or removed, a higher proportion than the national figure of 91.2%.

24. Under the Care Act 2014 Local Authorities must keep care and support plans under general review to ensure the plan remains relevant and responsive to the individual's needs. While the Act does not mandate a strict **annual review**, statutory guidance and best practice recommend that a full review should take place at least once every 12 months. At the end of March 2025, the proportion in Leicestershire who had been reviewed in the past 12 months was 77.3% (4,007 out of 5,184), higher than the national average of 59.1%. By the end of December 2025, the proportion in Leicestershire had further increased to 78.3% or 4,140 out of 5,287.

### Communities and Wellbeing

25. As outlined in paragraph 8, there is no national performance framework for the Communities and Wellbeing section of the Adults and Communities Department, so progress is assessed against locally agreed targets. Appendix A sets out the monthly milestones used to gauge whether performance is on track to meet annual expectations.
26. There were 119,244 **visits to heritage sites** between April and December 2025, 3% higher than the equivalent period last year (115,795), and just 1.9% short of the third quarter milestone of 121,588.
27. Council-managed **libraries** had 593,183 physical visits between April and December 2025, an increase of 21,086 (3.7%) compared with the previous year and 8,183 (1.4%) above the December milestone. This strong growth in footfall contributed to a 1.0% rise in total loans, including more than one million e-loans - 129,980 or 14.2% more than last year and 94,135 (10.0%) above the December milestone. However, junior loans totalled 543,459, which was 67,900 fewer than the same period last year and 19,000 (3.4%) short of the expected milestone. Following the move to a new library management system early in 2025, the service experienced some reporting issues which meant that not all junior loans were being recorded. Fixes to resolve this have been put in place and this is being monitored.
28. **Volunteers** contributed 19,484 hours across libraries, museums, and heritage services between April and December 2025—an increase of 3,454 hours (22%) on the previous year, and 4,100 hours above the December milestone.
29. The **Creative Learning Service (CLS)** supports schools across the county by providing resources, pupil workshops and professional guidance to promote reading and creative learning. More than 21,000 participants attended CLS workshops during the 2024/25 academic year. In the autumn term of 2025/26, attendance reached 7,465—124 more than the previous year and above the December milestone of 7,000.
30. The **Leicestershire Adult Learning Service (LALS)** measures its performance by the proportion of scheduled learning aims completed successfully. In 2024/25, the service achieved a completion rate of 92.1%, well above the 84% target. Early performance figures for 2025/26 show a similarly strong level at 88.4%.

## Conclusions

31. This report provides a summary of benchmarked adult social care performance in 2024/25 and an update of performance and activity across the wider department during the more recent period, April to December 2025.
32. Of the 20 ASCOF metrics published in December, Leicestershire had a performance that was in line with, or generally better, than the peer group average for 14 (70%) of them. These include areas such as residential admissions, reablement, living in their own home, and direct payments.
33. Conversely, there are areas covered by the ASCOF where performance was below the national position. These are primarily sourced from the annual survey and include finding information, having social contact, and feeling safe.
34. Visits to libraries and heritage sites continue to improve and at the end of the third quarter were on course to meet the full-year local targets. The number of loans from libraries, particularly e-loans, are also progressing well. Junior loans, in contrast, are below the quarter three milestone, and likely to fall short of the 2025/26 target.
35. For the two metrics based on an academic year (LALS aims and CLS attendances), figures relate to just one term of the new academic year of 2025/26. Both metrics, however, are in line with the milestone for the period.
36. Monitoring and analysis of activity and performance will continue throughout 2026.

## Background papers

- Adults and Communities Strategy 2025 – 2029: Delivering Wellbeing and Opportunity in Leicestershire
- Adult Social Care Outcomes Framework
- Leicestershire County Council Strategic Plan 2022-26
- Better Care Fund

## Circulation under the Local Issues Alert Procedure

37. None.

## Equality Implications

38. The Adults and Communities Department supports vulnerable people from all diverse communities in Leicestershire. However, there are no specific equal opportunities implications to note as part of this performance report.

## Human Rights Implications

39. Data relating to equalities implications of service changes are assessed as part of Equality Impacts Assessments.

**Health Implications**

40. Better Care Fund measures and associated actions are overseen and considered by the Integration Executive and Health and Wellbeing Board.

**Appendices**

- Appendix A - Adults and Communities Department Performance Dashboard for the period April to December 2025.
- Appendix B – Adult Social Care Strategic Approach

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