

Delegated Decisions by Cabinet Member for Adults

16th June 2026

Complex Needs supported living contract

Report by Director of Adult Social Services

RECOMMENDATIONS:

The Cabinet Member is **RECOMMENDED** to:

- a) **Agree to tender a new Complex Needs supported living contract via a mini competition through the Live Well Supported Services Framework Lot 2.**
- b) **To delegate authority to the Director for Adult Social Services, to award and enter into such contract following the completion of the procurement process.**

Executive Summary

1. The new Complex Needs supported living contract and developments are a critical aspect of Oxfordshire's local offer to support people on the Dynamic Support Register with a learning disability and/or autism who are most at risk of admission under the Mental Health Act.
2. The contract will provide support to people to whom the Council owes a duty under the Care Act 2014 and / or under Section 117 MHA 1983.
3. Oxfordshire needs to increase local supported living provision for people with "complex needs" who are most at risk of admission under the Mental Health Act 1983 and/or people in locked/secure settings needing discharge and others at risk of escalation; current supply of suitable self-contained units is insufficient, contributing to out-of-county placements.
4. The Dynamic Support Register is held by every County nationally to track and monitor people with a learning disability and / or autism who are at the highest risk of being detained under the Mental Health Act. This was introduced as part of Transforming Care 2012 in response to the abuse scandal at Winterbourne View exposed by Panorama in 2011.

5. There are currently 50 people on Oxfordshire's Dynamic Support Register, with 9 people in a locked/secure hospital environment who will require discharge in the next 6 to 18 months. There are 7 young adults identified 16 years upwards on the Dynamic Support Register who will transition into adult services in the next 6 to 24 months. Over 23 people have been identified on the Dynamic Support Register who require a robust and /or self-contained low stimulus environment within a community setting.
6. The Council's Capital Programme has allocated £5.9 million to use over 25/26 to 26/27 to develop supported living properties in Oxfordshire. As part of the programme, two sites have been identified for the Complex Needs contract in Ducklington and Witney for re-development and new build with 7 units.
7. Property and Assets have gone through Capital Property Board and Strategic Capital Board for approvals to proceed with Gibbetts Close Farm (Witney). The second site will provide 2 self-contained units for people which require less robust adaptations and mid complex needs support model this will be reflected in the price point of the hourly rate.
8. The Council needs to provide supported living services to the people who will live in the new units. The services within this contract will be predominantly for people with a learning disability and / or autism placed on the Dynamic Support Register. The accommodation will not only be physically resilient but also designed to cater to the diverse needs of this cohort. These homes will be characterized by their durability, safety features, and adaptability. The aim is to provide a living environment that supports independence while also accommodating the specific requirements of individuals with varying disabilities.
9. The tender will use the existing Live Well Supported Services Framework (Lot 2) to procure a 10-year, flexible supported living contract.
10. The proposed supported living provision will need to provide a flexible contract that can grow over time to a maximum value, aligning with needs of the residents and to work into any future properties as as they are developed. This initial key decision will be to agree the support delivered on the first 2 sites for 7 people. Any future supported living developments will need to come back for a key decision for additional spend that will be added to this contract (in line with future key decision value thresholds).

Background

11. The recommendation to procure a Complex Needs supported living contract was agreed by the Adults Directorate Leadership Team on 29th September 2025 to be taken to Key Decision.

12. To meet the future contracting requirements for supported living, the Live Well Supported Services Framework was developed in June 2023. There are currently 58 providers who have been quality assured on the Framework. Any new contracted activity for supported living will be progressed through the framework.
13. The Live Well Supported Services (Adults) Framework will be utilised to support the procurement of a supported living contract through a tender process with an initial maximum value of £ 26,479,029.85 over 10-years. The contract has been designed to allow for future growth should the responsible authority add further properties to the portfolio. Any additions over the initial value that are over the key decision threshold would require a further key decision.

Proposal

14. The business case to proceed with the procurement of the complex needs supported living contract has been agreed by the Adults Directorate Leadership Team (ASC DLT).
15. The new contract will be tendered and awarded through the Live Well Supported Services (Adults) Framework. The notification of the tender opportunity will be made available to providers on the Southeast Business Portal.
16. The supporting living service contract will be for 10 years, which will:
 - a Provide an ongoing continuity of care and support to vulnerable people that help ensure their independence and personal wellbeing and development is maintained and/or improved.
 - b Will create an efficiency for the Council in terms of reducing the need for a new and regular procurement process, where the incoming provider is delivering the quality and outcome required by the contract.
17. Key Performance Indicators will be included to improve outcomes and value for money over time and support greater contract leverage to improve outcomes for residents. These will include
 - a The expectation that the successful bidder will work with residents in a strengths-based way to increase independence and safely and reduce commissioned support hours by a minimum 2% from year 2 of the contract
 - b use of outcomes-focused tools to enable strengths-based support planning and delivery
 - c and workforce requirements such as Oxford Living Wage to improve resilience and continuity of service provision to underpin residents' increased independence and well-being
18. The contracts will include break clauses in year 5 and year 8, which will require one-years notice. This is beneficial for both the Provider and the Council to review quality and financial sustainability.

19. The contract is predicted to be a initial value of £ 26,479,029.85 over 10-years.

20.

Number	Title	Description	Contract Length	Contract start date	Hourly rate	First year Value	Total value over 10-years
1	Complex Needs Supported Living Contract	One new contract Learning disability Supported Living.	10 years	16 th November 2026	27.50 for Gibbet Farms and £26.81 for April Cottage	£528,586.44	£26,479,029.85

User and Family Involvement

21. Experts by experience have been involved in providing feedback to the design of the contract. The provider awarded will fully involve people who use support and their families during the mobilisation period to contract delivery go live and for the lifetime of the contract.

Council Priorities & Policies

22. The prevention and relief of homelessness and achievement and maintenance of independent living continue to be a priority for Oxfordshire County Council. The Supported Living contract contributes to this priority.

23. Accommodation based support services adopts a person-centred and outcomes focused approach to secure and maintain a sustainable housing tenancy with the opportunity to maximise independence and potentially step down / move on as assessed.

Financial Implications

Supported Living Contract Costs

24. Financial assumptions have been made with the supported living contract in terms of support delivery and existing hours of support individuals require. The supported living contract is set up with core shared hours (between residents) and 1 to 1 hours that can increase or decrease dependant on individual needs. Estimates on the level of core hours of support and the 1:1 hours have been predicted based on assessed needs profiles of people on the Dynamic Support Register who have been identified as requiring the type of support this contract will offer. Care Act assessments will determine the level of support each person requires.

Hourly Rates & Uplifts

25. The price point and quality requirements are sufficient to deliver the level of expertise required. This is affordable within the current budget, providing financial efficiencies regarding several individuals who are currently placed out of county.
26. The hourly rates of the contract will be £27.50 for the 5 people service and £26.81 for the 2 people service, reflecting the level of specialist support required at the two different sites.
27. The contract will start with waking nights with an option to reduce to a sleep in as individual support needs reduce at a rate in 26/27 of £80 (this is aligned to the 25/26 rates, with an uplift being agreed through the council's annual fee review mechanism for 27/28 less 0.5%).
28. The agreed framework rates will not be subject to any further uplifts in year 1 of the contract. In year 2, the rates will be subject to the council's annual price review mechanism with a 0.5% reduction on any agreed increases within this sector. In year 3, these rates will be reviewed as part of the annual review process.

Finance Comments Checked by;
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Legal Implications

29. The Council has a statutory duty to meet the care and support needs of eligible adults under s 18 Care Act 2014 and to provide mental health care services under s 117 Mental Health Act 1983. The proposed call-off contract to provide complex needs supported living services is designed to fulfil these duties.
30. The proposed call-off contract must be procured in accordance with the award mechanism set out in the Live Well Supported Services (Adults) Framework Agreement. Providers on such framework agreement were themselves selected competitively under the Council's Contract Procedure Rules and the Public Contract Regulations 2015 (as amended).
31. The contract will be set for 10 years, with break clauses in year 5 and year 8. One year's notice will be required to trigger the break clause.

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Staff Implications

32. The contract will be delivered by a contracted support provider and therefore do not involve services or staff directly provided by the Council. Therefore, there is no impact on the Council's workforce as a result of these recommendations.

Equality & Inclusion Implications

33. To ensure Oxfordshire County Council's statutory obligations under the Equalities Act 2010 are met, a full Equality Impact Assessment has been undertaken for commissioning purposes, and no major issues were identified.
34. Oxfordshire County Council's objectives in relation to health inequalities support this new contract and includes:
 - Tackling inequalities in Oxfordshire
 - Prioritising the health and wellbeing of residents
 - Support carers and the social care system
35. The supported living contract is designed to meet the specific needs of people with a learning disability, complex health, and physical disabilities. The expectation of the support provider is to deliver person centred support which ensures:
 - a Provision of in-county supported living so people with Care Act needs are not moved away from their networks.
 - b The least restrictive care to support greater independence for people. People are integrated into their local communities, with their individual needs and preference met.
 - c Their cultural and religious beliefs are supported to be observed, as well as related specific dietary requirements.
 - d People can become economically sufficient by accessing training, learning, voluntary and employment opportunities.
 - e People are supported to have better access to universal services.
 - f Competition in the market to enable people to have choice in their support provider.
36. The Supported Living contract include the requirement for the provider to have an Equalities Policy. Providers are required to self-certify that their organisation has an active Equality & Diversity Policy in keeping with the Equality Act 2010 (a requirement under the Live Well Supported Services Adults Framework).
37. The Quality & Improvement Team carry out regular monitoring of services. The Quality Improvement Team uses PAMMS (Provider Assessment and Market Management Solution tool) as a structured assurance tool to monitor how providers in Oxfordshire deliver equitable care for people with learning disabilities across services such as supported living, residential care, and day opportunities. This includes targeted assessment questions on accessibility, reasonable

adjustments, communication methods (including easy read and alternative formats), involvement in care planning, and the extent to which individuals are supported to exercise choice, control, and community inclusion. Quality Officers analyse this evidence alongside service user feedback, incident data, and observations to identify disparities in experience or outcomes for people with learning disabilities compared to other groups. Where gaps are identified—such as inconsistent use of person-centred communication tools or limited access to meaningful activities—the team works directly with providers to agree specific, measurable actions, ensuring services meet Equality Act duties and deliver inclusive, person-led care.

38. The Care Act assessment and subsequent support planning will be done in conjunction with the individual, their family and support network to ensure the support is tailored to their specific needs and is made clear to the care provider. Routine reviews of care alongside contract monitoring reports will enable the Council to monitor how the provider is upholding the intentions of the care plan.

Sustainability Implications

39. Oxfordshire Climate and Environmental Policy has been considered in the redevelopment and building phase for both sites. More specifically, the scheme supports the council's climate goals through:
 - a. Sustainable Development: By designing and constructing purpose-built accommodation, the council can incorporate energy-efficient materials, renewable energy sources (e.g. solar panels), and low-carbon technologies from the outset.
 - b. Reduced Travel Emissions: Locating residents closer to services and support networks can reduce the need for long-distance travel by care staff and families, lowering transport-related emissions.
 - c. Long-Term Efficiency: In-house ownership allows the council to maintain high environmental standards over the building's lifecycle, including retrofitting and energy performance monitoring.
 - d. Land Use Optimisation: Careful site selection avoids overdevelopment in urban centres, preserving green space and reducing environmental stress in densely populated areas.

Recruitment

40. The contract will offer local employment opportunities in the areas where the people supported live, maintaining positive job opportunities within their communities.

Staff Travel

41. The supported living contract is for accommodation-based services. These are static workplaces unlike domiciliary care calls to multiple locations.

Risk Management

42. The Dynamic Framework Agreement for The Provision of Live Well (Adults) Supported Services was specifically procured for the provision of these types of supported living services. The contract will be competed through the framework under Lot 2 for complex needs.
43. Self-contained supported living accommodation manages several risks
 - a It provides least restrictive support to the individual and offers safe accommodation that supports independence and the risk of escalation
 - b It avoids the risks of incompatibility which occurs in shared accommodation. This in turn enhances the mitigation above and reduces the risk to the Council of void costs where a suitable sharer cannot be identified
 - c The model reduces financial risks to the Council (and NHS) of high cost out of area and/or secure accommodation.

Consultations

44. People who use support and family members have already been involved in feeding back on quality through quality monitoring processes. The Quality Checkers Service, commissioned by Oxfordshire County Council involves independent Experts by Experience who review local learning disability services, such as supported living, through visiting services and meeting people supported by paid carers. They follow up their visit with a report and recommendations based on frameworks like the [Reach Standards](#) to make people have the best quality of life.

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