

Divisions Affected – Adults

Cabinet Member for Adults

14th July 2026

Banbury Cross supported living contract

Report by Director for Adult Social Services

RECOMMENDATIONS:

The Cabinet Member for Adults is RECOMMENDED to:

- a) Agree to tender a supported living contract via a mini competition through the Live Well Supported Services Framework Lot 2 to deliver support at 14 flats at the Banbury Cross development.
- b) To delegate authority to the Director of Adult Social Services to enter such contract following the completion of the procurement process to award the contract.

Executive Summary

1. The Housing Lin “[Specialist and Supported Housing Needs Assessment](#)” for Oxfordshire September 2024 provides a snapshot of future need, over the next 10-20 years, for specialist and supported housing and accommodation in Oxfordshire and confirmed local views that more self-contained sites need to be developed to meet the needs of:
 - a young people moving into adulthood,
 - b people who are currently placed out of county or who are likely to be placed out of area if there is not sufficient local self-contained accommodation,
 - c people with more complex needs who without more specialist support are at a high risk of being detained under the Mental Health Act (learning disability and / or autism).
2. To bring forward Live Well’s requirements for supported living the Property and Assets Directorate recommended a blended approach to property as there is not enough capital available within the council’s capital programme to fund all the new property that might be required. This blended model also allows the council to balance financial risk across different delivery models. As a result, there has been a joint effort to explore appetite with current and new housing partners

alongside investor/ developers to provide self-contained accommodation on sites where support can be shared to provide economies of scale.

As part of this approach, Chrysalis, a registered specialist supported landlord in Oxfordshire, has proposed a supported living development in Banbury designed to meet differing levels of need. The development will be known as *Banbury Cross*. The development will provide 2 blocks with 7 flats on each side. One block will offer skills training and communal space alongside additional office / potential sleep in space, and the other block will offer a larger staffing space to support greater complexity of need. The total cost of the purchase and re-development is £4 million and will be met wholly by the investor / developer Stepper Point that Chrysalis have previously worked with to deliver similar new supported living projects. The development works will be completed in November 2026.

3. One block of flats in the Banbury Cross development will support Oxfordshire's local offer to support people with a learning disability and/or autism with social, psychological and behavioural challenges and who are most at risk of admission under the Mental Health Act. The second block of flats will offer support needed for people with a learning disability for general support needs, who need a self-contained space and their own front door.
4. The Council is required to commission the supported living contract which will provide support to people living in Banbury Cross to whom the Council owes a duty under the Care Act 2014 and / or under Section 117 MHA 1983.
5. The Council will commission the supported living contract by tender using the existing Live Well Supported Services Framework (Lot 2) to procure a 10-year supported living contract. The new contract will start in January 2027.

Background

6. The business case recommendation to proceed with the Banbury Cross development and procure a supported living contract was agreed by the Adult Directorate Leadership Team on 30th March 2026.
7. The Live Well Supported Services Framework was developed in June 2023 to meet the future contracting requirements for supported living. There are currently 58 providers who have been quality assured and admitted to the Framework. Any new contracted activity for supported living will be progressed through the framework.
8. The Live Well Supported Services (Adults) Framework will be utilised to support the procurement of a supported living contract to meet the needs of residents at Banbury Cross through a tender process with an initial maximum value of £7,348,963.85 over 10-years.

Proposal

9. Supported living is typically defined as housing where support and/or care services are provided to help people to live as independently as possible. Supported living provides people with individual tenancies. This means that they have a home of their own and will benefit from a greater level of autonomy as far as their environment is concerned. Personalised care and support are designed and provided according to the needs of the individual, with a focus on maintaining, or if appropriate, increasing independence.
10. 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.
11. 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
12. 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.
13. The supported living contract is predicted to be a initial maximum value of £7,348,963.85 over 10-years. The contract has been designed to allow for future growth with the flexibility to add further properties if these are developed.

14.

Number	Title	Description	Contract Length	Contract start date	Hourly rate	First year Value	Total value over 10-years
1	Banbury Cross Supported Living Contract	One new contract Learning disability Supported Living.	10 years	11 th January 2027	£24.55 per hour with waking nights for Building 1 and £26.44 per hour with waking nights for Building 2	£192,554.00	£7,348,963.85

15. Future expansion of the service may require additional decisions by the relevant authority before that takes place.

User and Family Involvement

16. 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

17. 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.
18. 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

19. 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 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

20. 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.
21. The hourly rates of the contract will be £24.55 per hour with waking nights for Improve and Enable tier of need for Building 1 and £26.44 per hour with waking nights for Support and Protect tier of need for Building 2.
22. Procurement/mini competition would be through the Live Well Supported Services Framework for the tender of the supported living contract.

23. 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%).
24. The agreed framework rates will not be subject to any further uplifts in 26/27. In 27/28 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 28/29 these rates will be reviewed as part of the annual review process.

Finance Comments Checked by;
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Legal Implications

25. 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 supported living services is designed to fulfil these duties.
26. The proposed call-off contract for supported living services 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).
27. 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

28. 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

29. 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.
30. 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
31. 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.
32. 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).
33. 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.

34. 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.

Sustainability Implications

35. 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

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

Staff Travel

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

Risk Management

38. 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.

39. 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

40. 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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