



## **Delivering the City's Supported Living and Extra Care strategy**

For consideration by:  
Adult Social Care Scrutiny Commission

Date: 13<sup>th</sup> March 2025

Lead director: Kate Galoppi

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## Useful information

- Ward(s) All
- Report author: Michelle Larke – supporting comments from Lauren Tyrell, Head of Development Projects
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### 1. Purpose of report

- 1.1 To provide the Adult Social Care Scrutiny Commission an update on progress on the delivery of accommodation for people supported by Adult Social Care, as detailed in the Supported Living and Extra Care Housing Strategy 2021-2031.

### 2. Report Summary

- 2.1 The city council launched its [ten-year strategy for supported living and extra care](#) in 2021, since then we have worked to try and achieve key developments in line with the strategy but COVID and other restraints (in relation to capacity and potentially how the strategy is owned), means progress has been slow. 56 units have so far been achieved against a planned target of 262 by 2026.
- 2.2 In line with the commitments in the strategy, a refreshed demand has been completed so rethinking our approach to delivery is both necessary and timely in relation to that.
- 2.3 Given our demand and issues securing an appropriate delivery partner able to bring forward key developments at the Tilling and Hamelin Road sites, this report sets out the next steps for revisiting those developments and a range of other opportunities that could secure necessary housing for Adult Social Care. This includes:
  - 2.3.1 Smaller non-strategic sites available via the Local Plan which Adult Social Care has expressed an interest in pursuing.
  - 2.3.2 Planned developments being led by our colleagues in housing development, and those being brought forward by the market. This includes the sites at Tilling and Hamelin Road and our progress to date for revisiting those opportunities.
  - 2.3.3 The opportunities to secure appropriate accommodation through the asset review process
  - 2.3.4 The opportunities being pursued through the Accelerated Reform Fund to increase and diversify our shared lives services.

2.3.5 and opportunities for nominations in new developments in the County.

2.4 Alongside all of this, consideration of the best procurement solutions needed which could provide us with a mechanism to deliver on the aims of the strategy.

### **3. Recommendations**

3.1 ASC Scrutiny to:

3.1.1 Note the need for an estimated 467 units of accommodation over the next 7 years (to the end of the current strategy) to support a range of people accessing social care.

3.1.2 Note that the accommodation required is best met through a range of opportunities, including existing sites and a confirmed pipeline that is anticipated to deliver good quality accommodation.

3.1.3 Note that officers will explore the development of individual schemes as outlined in the strategy and to submit further reports to the City Mayor/Executive for approval.

3.1.4 Note the range of activities described which will see us engage with our housing provider market around the anticipated accommodation requirement and Homes England. Noting that this will also require access to ASC policy provision to support delivery of the proposed workstreams.

3.1.5 Note the number of schemes that have been successfully delivered, those that are in the pipeline for delivery, and those where early identification / discussion is underway.

3.1.6 Approve a revision to the strategy (Ten Year Plan) currently published to refresh the delivery targets and the accommodation required to support delivery over the next seven years.

### **4. Supporting information**

4.1 The importance of supporting people to live as independently as possible, for as long as possible, is a guiding principle of the Care Act 2014. The 'suitability of living accommodation' is also one of the nine areas of wellbeing that local authorities must pay attention to when looking at the needs of an individual.

- 4.2 Currently adult social care has access to a range of supported living accommodation across the city. Most of these schemes provide support to those with mental ill health and learning disabilities. This model of housing and support can help people retain or regain skills and confidence and prevent needs or delay their deterioration wherever possible. Our supported living services therefore can offer a way of achieving the vision as expressed in the Care Act for preventing and delaying the care and support needs of adults in the city.
- 4.3 Supported living and extra care is housing with support. The properties are generally self-contained flats for rent. Schemes incorporate appropriate design features, additional security, and communal lounges/café. In supported living, the type and frequency of support will vary; some people may need a few hours a week, whilst others might require 24-hour support. The key factor that differentiates extra care from sheltered housing or other forms of retirement living is the presence of care staff onsite.
- 4.4 The Council has access to 698 units of supported living accommodation which is used to support people with statutory care needs. These units are spread across 112 schemes. These schemes are either owned by the council, private landlords or are provided by registered social landlords. Appendix 1 shows the distribution of schemes across the city.
- 4.5 Despite the strategy proposing a more systemic approach across a ten-year timeframe to achieve key specialist builds; to date, 56 units of accommodation have been delivered against a requirement of 262 units which is the target to be achieved by 2026. At the point of publication, the strategy indicated that we required a total of 551 units of accommodation over the life of the strategy as follows:
- Phase 1 (up to 2022) 196 units.
  - Phase 2 (2022-2026) 66 units.
  - Phase 3 (2026 to 2030) 289 units (of which 70 are identified at this stage).
- 4.6 The phased delivery plan was in large part designed with the expectation that Tiling Road and Hamelin would be delivered in phase 1, which would have delivered 155 units. With the challenge of successful delivery at that site, delivery has inevitably fallen short of the target.
- 4.7 Despite the lack of progress against the Tiling and Hamelin Road developments, 56 units of accommodation have been successfully delivered across the city over 11 separate sites. This has provided a range of different accommodation, supporting a range of needs, including a bespoke specialist accommodation for complex needs, through to a development of 17 units of supported living accommodation.

- 4.8 In addition to those already delivered, several developments are in progress, and are at different stages of delivery:
- A single site development of 14 units is in development and should be ready for occupation June 2025.
  - 75 units of accommodation are under development and will be ready for delivery in 2026/27.
  - Procurement is planned for a further site of 21 units, designed in a core and cluster arrangement.
- 4.9 As per our commitment in the 10-year strategy, we continue to engage with the market to shape opportunities brought forward by developers. Currently we have 22 units of accommodation via this route that have confirmed delivery dates across 2025 and 2026; with discussions regarding a further 173 units of accommodation where we are actively working with developers to influence building specifications to support the needs required, against which 132 units we have reasonable confidence will deliver.
- 4.10 Shared Lives support provides accommodation-based support for adults in a family home, rather than a residential care setting, and supports people to achieve greater independence. Given the challenge of housing / built accommodation, expansion of shared lives presents an opportunity to meet the targets set out in the 10-year accommodation plan.
- 4.11 Our current shared lives offer has 53 shared lives carers across 36 caring households, supporting 31 individuals. The outcomes for the people supported in these settings are positive. We are now progressing plans to diversify and increase the offer through funds that we have through the Accelerated Reform Fund.
- 4.12 **Demand Forecast**
- 4.13 To ensure that the forecast for accommodation remained valid throughout the lifespan of the strategy it was agreed that it would require regular review. Work has been completed to refresh the demand analysis of the Supported Living and Extra Care Housing Strategy (2021-2031). This is now close to being finalised having undergone various check and challenge sessions. An independent review and validation process is planned which will further ensure that the refresh is a credible representation of our anticipated demand and the accommodation solutions that would help meet it, over the remaining seven years of the strategy.
- 4.14 The data suggests that the demand for accommodation has adjusted from the original target of 551 units between 2021-31, to 467 units of accommodation between 2024-31.

4.15 The demand refresh has followed a similar methodology to the one that underpinned the strategy developed and launched in 2021. It uses our 'as is' position, sense checked against our likely population growth in the city using ONS estimated future population figures. Our demand areas include:

- people waiting for supported living accommodation (our waiting list),
- those in residential care who would benefit from independent living
- our young people in transition,
- those more complex needing resettlement into community placements after a stay in an inpatient treatment and assessment unit,
- people in temporary accommodation, and.
- people (55+) in band 3 and waiting for a sheltered care placement.

4.16 **Next steps:** Adult Social Care is now partnering with City Development and Neighbourhoods. This collaborative approach will help drive four interlinked workstreams that need to be progressed:

- Validation of our demand forecast and data
- Market engagement with Registered Providers, developers, contractors, funders
- Review of site suitability – existing and new sites
- Outline delivery plan

4.17 Scoping of this staged commission to deliver on these workstreams has started with a provisional budget allocated. This will provide the basis to ensure key procurements are undertaken this year – the approach described above will ensure that these procurements are well designed and are aligned with the market's requirement, which will help ensure successful outcomes are seen with the next tendering process.

4.18 In line with this, officers intend to redesign a procurement opportunity to achieve appropriate developments at the Tilling and Hamelin Road sites. We anticipate that the requirement of units will be substantially reduced given our preference now for smaller schemes in line with CQC's building the right support.

4.19 To support this, officers are revisiting the two opportunities, ensuring the models of accommodation and build type align with our need but also the ambitions of our registered providers and housing developers to ensure a successful procurement is achieved.

4.20 A revised procurement will be supported by the lessons we have learned following a critical review of the issues around the last procurement and why we failed to attract responses from our registered provider market. This identified potential issues with the timescales, the specific requirements and tendering both sites together. The discussions with RPs

planned will ensure we design a revised procurement that achieves appropriate builds on these two sites.

- 4.21 **Scheme financing.** ASC currently has policy provision funding allocated to support the Extra Care schemes at Tilling and Hamelin Road. An Executive Decision report will be brought forward setting out our intentions to access this funding to support the developments at Tilling and Hamelin Road in due course.
- 4.22 Discussions as noted in section three of this report have been had with Homes England who are keen to support the development of the two sites which they have confirmed they will continue to do – specifically asking strategic partners which tend to be the larger RPs, to include Tilling and Hamelin Road in their plans. Grant funding through Homes England is our preference for funding these schemes.
- 4.23 **The case for investing in supported living and extra care.** As the population in the city grows older and the complexity of people supported increases, the case for developing good quality accommodation is persuasive. The right combination of accommodation and support can mean individuals remain independent for longer. This can reduce the need for residential care and can also have the additional benefit of freeing up scarce local family housing.
- 4.24 Whilst residential care will remain the most suitable option for some people based on their needs, the Council, in line with the Care Act 2014 needs to ensure and move towards a position where it is not the only or predominant choice.
- 4.25 The strategy addresses that by proposing a development programme that will achieve bespoke accommodation-based services which at present either constitute a gap or is in high demand and of limited availability in our portfolio.
- 4.26 Finally, and worth noting in relation to other connected work the ASC department is undertaking, that the ambitions of our ten-year accommodation strategy is very much in line with our strength-based ways of working and our focus on early action which recognises that:
- “We all want to live in a place we call home with the people and things we love, in communities where we look out for one another, doing the things that matter most.”**

## **5. Supporting Documents**

### **5.1 Appendix 1 – Location of Supported Living Schemes across the city.**

## **6. Financial, Legal, and other implications**

### **6.1 Financial implications**

- 6.1.1 The report is primarily seeking agreement to explore the development of Hamelin and Tiling Road, which will go towards bridging the gap in the current market.
- 6.1.2 Currently there is £5.9m in the Policy Provision for Extra Care. A report will need to be approved by mayoral decision to release the above, if this progresses further as per paragraph 4.14 above.
- 6.1.3 Note, this initiative also relies on grant funding from Homes England.
- 6.1.4 Detailed financial implications will need to be revisited once the costing and funding sources become clearer.

Signed: Rohit Rughani, Principal Accountant, ASC Finance  
Darren Stell, Capital Accountant.

Date: 13<sup>th</sup> February 2025

## 6.2 Legal implications

### 6.2.1 **Contract, Commercial and Procurement**

The report does not raise any issues that have immediate and direct legal implications, but the proposed strategy will include consideration of the following in the longer term:

### 6.2.2 **Grant Funding**

It is anticipated that Homes England (or other funders) will be involved in meeting the desired outcomes. The legal team will be able to assist in identifying any risks arising from the relevant grant funding agreements and in preparing appropriate documentation where funding is to be allocated to registered providers, developers and/or support providers.

### 6.2.3 **Procurement**

The report refers to “*consideration of the best procurement solutions needed*” in order to implement the strategy. As roll out will continue after the Procurement Act 2023 (“**PA**”) comes into force, it is noted that this legislation provides greater flexibilities that may be complementary to achieving such outcomes. Where outcomes are to be realised through a procurement route, both the procurement and legal teams should be contacted in the normal way to provide advice and support in relation to those arrangements and ensure compliance with both relevant legislation and the Council’s own internal Contract Procedure Rules.

### 6.2.4 **Property**

The legal team will also be able to provide ongoing support with any disposals or appropriations of land or other property interests as required. The team will also be able to advise in relation to development arrangements that are contemplated by the report.

Signed: Emma Young, Qualified Lawyer, Legal Services

Date: 18<sup>th</sup> February 2025

## 6.3 Climate Change Emergency implications



6.3.1 Housing is responsible for a third of Leicester's overall carbon emissions. Following the city council's declaration of a Climate Emergency its aim to achieve net zero carbon emissions for the city and council addressing these emissions is vital to meeting our ambition, particularly through the council's own housing, including supported accommodation, where it has the highest level of influence and control.

6.2.2 Where new accommodation is developed, opportunities should be taken to make the properties as energy efficient and low carbon as possible. This should be considered from the earliest stages of the projects, including through tendering processes and engagement with potential providers. Measures should include fitting high levels of insulation, low carbon heating and lighting, renewable energy sources and sustainable construction methods. Energy efficiency should also be considered as part of any refurbishment of newly purchased buildings. Alongside minimising carbon emissions, these measures would also significantly reduce energy costs for accommodation and should increase comfort levels for occupants.

6.2.3 Any development will nonetheless be required to follow policy CS2 of the Adopted Leicester Core Strategy and relevant building regulations. A toolkit is also being piloted within the council to support the achievement of reduced carbon emissions in capital construction and renovation projects.

Signed: Duncan Bell, Change Manager Climate Emergency

Date: 17<sup>th</sup> February 2025

#### **6.4 Equalities implications**

6.4.1 Under the Equality Act 2010, public authorities have a Public Sector Equality Duty (PSED) which means that, in carrying out their functions, they have a statutory duty to pay due regard to the need to eliminate unlawful discrimination, harassment and victimisation, to advance equality of opportunity between people who share a protected characteristic and those who don't and to foster good relations between people who share a protected characteristic and those who don't. Due regard to the Public Sector Equality Duty should be paid before and at the time a decision is taken, in such a way that it can influence the final decision.

6.4.2 Protected Characteristics under the Equality Act 2010 are age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation.

6.4.3 Good housing and support are central to a person's health and wellbeing, to their ability to contribute in community life, and participate in education and employment. The increase in the number of supported accommodation units to meet the needs of people accessing social care who also have a housing requirement would lead to positive outcomes for people from across a range of protected characteristics and help towards achieving key developments outlined in the strategy. It would help individuals to live independently in the community by taking a person-

centred approach and meet our obligations under the Care Act. We need to ensure equality considerations are embedded in the development of this work and any consultation/engagement is fair, accessible and proportionate.

Signed: Surinder Singh

Date: 18<sup>th</sup> February 2025

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Appendix 1

## Existing Supported Living Provision

**Extra Care: 170 units**

**Shared House: 147 units** (103 units within city, 44 units outside city)

**Supported Living: 381 units** (349 units within city, 32 units outside city)

**Total Units: 698 units** (622 units within city, 76 units outside city)

