



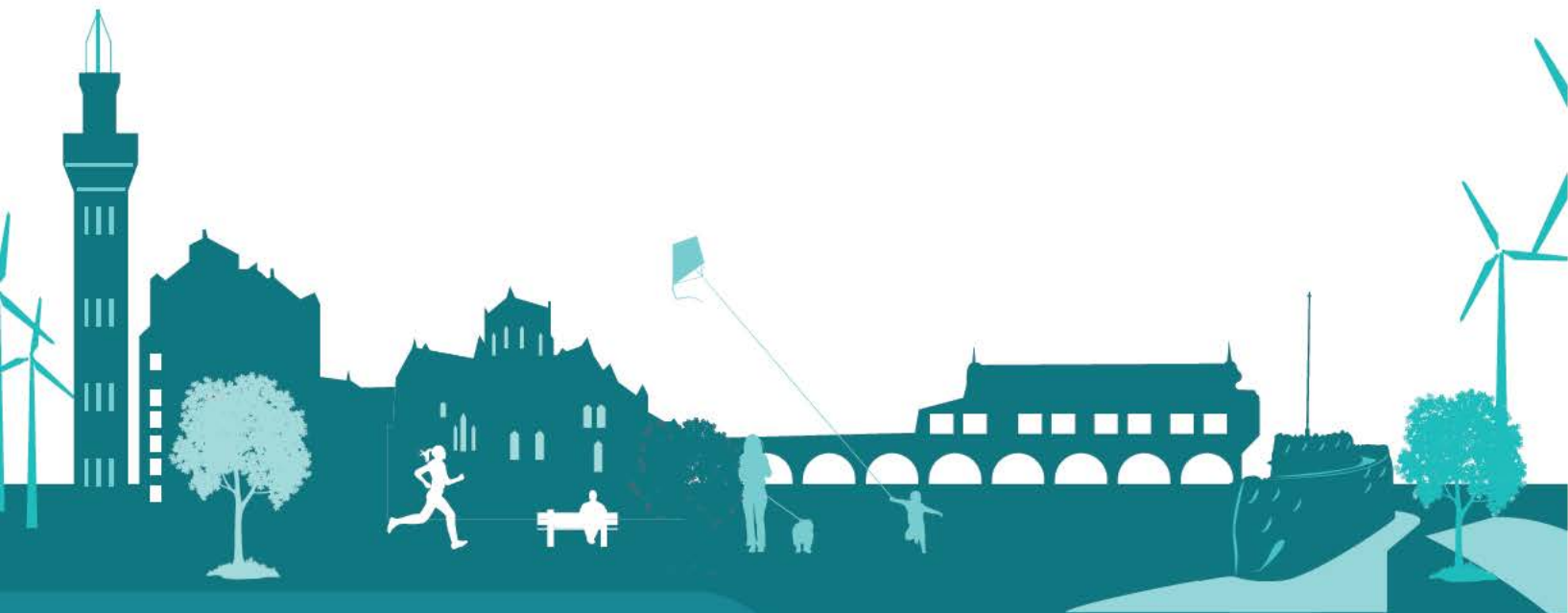
# All Age Housing with Care Strategy 2025-2029

Housing options for people who require care and support

# Executive Summary

Housing options for people who also require care and support are a critical element of ensuring that people can live as independently as possible in accommodation that enables them to stay safe and healthy.

This strategy considers the housing with care options for children and young people, working age adults and older adults in North East Lincolnshire. The aim of the strategy is to bring together a set of agreed principles and actions that supports the development of accommodation for those whose needs cannot be met by general needs housing and aligns with the North East Lincolnshire Housing Strategy 2023-2028.





# Strategic Aims

The strategic aims are to:

- Increase Extra Care Housing provision in North East Lincolnshire to double the current number of places.
- Increase the range of housing with care options for working age adults to include the development of a shared lives service.
- Enable young people to transition into adulthood and live as independently as possible in their community by commissioning suitable accommodation options
- Keep children and young people safely within their families and communities by ensuring that everyone has a safe and suitable accommodation.
- Develop new options for younger adults to support them to live as independently as possible. This will include the development of accommodation options available in supported living services. (currently being procured). This includes increasing the capacity of accommodation options so that more people can get the support they need closer to home, family and friends.
- Develop the range of housing related support services including community equipment, assistive technology and preventative advice and guidance services.
- Undertake market shaping activities for older adults in North East Lincolnshire that realigns the right capacity within the right types of accommodation. This requires a particular focus on the current oversupply of residential care beds and the growth required in Extra Care and support at home services enabling people to stay living in their communities in accommodation that allows for changing need.
- To ensure that innovative models of accommodation and care delivery are considered where appropriate.



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# Outcomes

The outcomes from the action plan will:

- Ensure housing with care is a key element of the housing strategy in North East Lincolnshire.
- A reduction in expensive out of area placements.
- A reduction in the number of children in care.
- Give clarity to providers of housing, support and care about our commissioning intentions through the Children's Sufficiency Strategy and Adult Social Care Market Position statement.
- Ensure that there is a cohesive approach across the North East Lincolnshire system to developing and commissioning appropriate accommodation options
- Shift the balance of care to increase the proportion of people who receive support and care in their own homes
- Provide the right services, at the right time, with accommodation to meet need and align the early intervention and family hub model.
- Develop a clear plan on how we work with partners in the voluntary, community and social enterprise sector as part of housing with care developments. This will include developing preventative, social support and advice and support for family carers.
- Ensure all developments and plans will be informed and co-produced by the experience and wishes of North East Lincolnshire residents and key stakeholders.

# Adults

North East Lincolnshire supports approximately 2,000 adults who require adult social care support. A fundamental factor in supporting people to have the best outcomes is ensuring the accommodation that people live in is suitable for their ongoing and changing needs. This varies significantly across different groups of people and the details of this for North East Lincolnshire can be found in Appendix 1.

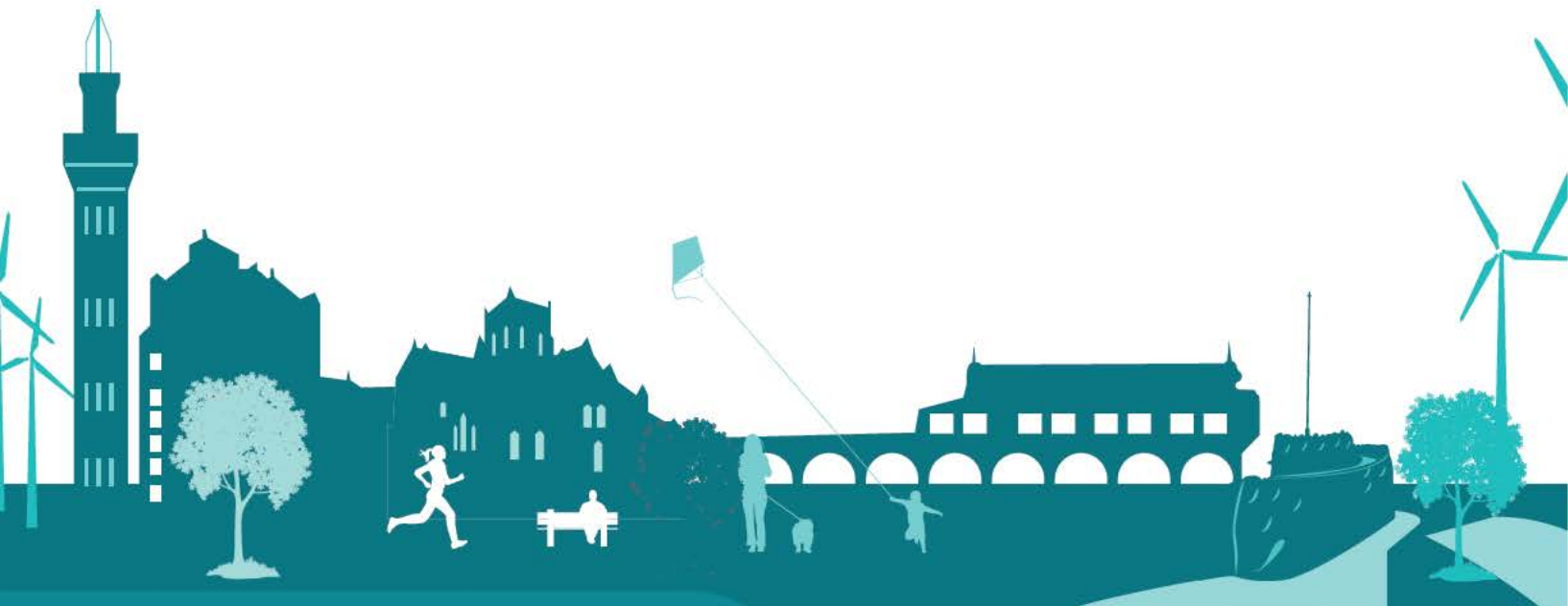
# Children and care leavers

The North East Lincolnshire Children in Care and Care Leavers Sufficiency Strategy 2024-2027 gives a comprehensive overview of the accommodation needs of children and care leavers, the current sufficiency of accommodation and the actions that will be undertaken to meet the ongoing needs in the future.

[NELC Children in Care and Care Leavers sufficiency strategy \(nelincs.gov.uk\)](https://nelincs.gov.uk)

# Homelessness and Rough Sleeping

The North East Lincolnshire Homelessness and Rough Sleeping Strategy is due to be implemented in 2025/26 and is currently in development. The strategy will identify how we support and help reduce the number of people that are evicted from supported housing provision, those who become homeless because of their disability or following discharge from an acute setting. A preventative approach to support people to successfully stay in their accommodation to reduce the instances of people becoming homeless is critical to reduce the prevalence of rough sleeping and use of interim, temporary accommodation.



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# Voluntary and Community Sector

The VCSE in North East Lincolnshire underpin the support provided to enable people to stay safe and healthy in their own home. Whilst the VCSE wrap around support through a range of individual projects, including housing provision the ICB and North East Lincolnshire Council need to consider the long-term commissioning arrangements to give the sector stability. The sector has a wide range of assets that include specialist knowledge, expertise and support that helps people to live the lives they choose.

There is further scope for the sector to work more closely together and with statutory organisations on projects related to supporting people with additional care and support needs to live independently within the local communities. This needs to be underpinned by a co-produced strategy and plan.

## **Funding**

The delivery of the strategic objectives will be done in partnership with key housing and accommodation providers as well as adult and social care providers.

Accommodation is often the biggest barrier in ensuring that people's need can be met effectively, achieving best outcomes for people as well as financial sustainability for the council. Investment for key schemes has been built into the Medium-Term Financial Plan on the basis that they will ensure long term benefits.

All will be subject to individual cabinet decisions and consideration by scrutiny



# Commissioning Intentions and Action Plan

Service	Action	Completion date
Support at Home	Re procurement of the support at home framework	Implemented September 2025
Extra Care Housing	Development of two Extra Care Schemes	First scheme – Autumn 2027
Care Homes	Market shaping and position statement to reflect the projected requirements for care homes in the future	March 2026
Supported Living	Implement new framework for provision	April 2025
	Develop 45 new placements in NEL	March 2029
Preparing for adulthood	Develop a new bespoke schemes (up to 12, ground level) for young people with the most complex needs moving into adulthood	March 2026- April 2029
Housing related support	Implement new framework for provision	April 2025
Shared Lives	Procurements of the service in partnership with North Lincolnshire council	April 2025
Transforming care partnership	Development of ICS wide framework for care and accommodation for TCP cohort	December 2025
Homelessness/rough sleepers	Develop a new Homelessness and Rough Sleeper Strategy and action for plan 2025.	April 2025
Disabled Facilities Grant	Continue to develop the use of the Disabled Facilities Grant to increase the number of adapted properties within North East Lincolnshire	March 2026

# Appendix 1

## Housing and Care for Older Adults aged 65 and over.

### Overview of Commissioning intentions for Older Adults Housing with Care

Care and housing needs are a constant changing variable factor in most people's lives. When considering housing the primary principle should be to support people to live for as long as possible in their own home. When a person does need more bespoke accommodation it is important that such provision is flexible to meet the persons needs and limits the chances of them having to receive different levels of care in different settings.

It is noted that North East Lincolnshire has a relatively static, but aging population with increasing complexity of need.

#### Population aged 65 and over, numbers projected to 2035, North East Lincolnshire

	2023	2025	2030	2035
People aged 65-69	9,300	9,700	11,100	10,800
People aged 70-74	8,200	8,300	9,200	10,500
People aged 75-79	7,700	8,000	7,500	8,400
People aged 80-84	4,800	5,100	6,600	6,300
People aged 85-89	3,100	3,200	3,500	4,500
People aged 90+	1,700	1,800	2,000	2,400
<b>Total population 65+</b>	<b>34,800</b>	<b>36,100</b>	<b>39,900</b>	<b>42,900</b>

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#### Population aged 65 and over, and percentage change from 2023 projected to 2035, North East Lincolnshire and England

	2023	2025 NEL (Eng)	2030 NEL (Eng)	2035 NEL (Eng)
People aged 65-69	-	4% (5%)	19% (21%)	16% (24%)
People aged 70-74	-	1% (-1%)	12% (10%)	28% (27%)
People aged 75-79	-	4% (3%)	-3% (-3%)	9% (8%)
People aged 80-84	-	6% (9%)	38% (37%)	31% (29%)
People aged 85-89	-	3% (4%)	13% (20%)	45% (53%)
People aged 90+	-	6% (4%)	18% (19%)	41% (41%)
<b>Total population 65+</b>	-	<b>4% (4%)</b>	<b>15% (15%)</b>	<b>23% (25%)</b>

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#### Population aged 65 and over as a percentage of the total population, projected to 2035, North East Lincolnshire and England

	2023 NEL (Eng)	2025 NEL (Eng)	2030 NEL (Eng)	2035 NEL (Eng)
People aged 65+	22% (19%)	23% (20%)	25% (21%)	27% (23%)
People aged 85+	3% (3%)	3% (3%)	3% (3%)	4% (4%)

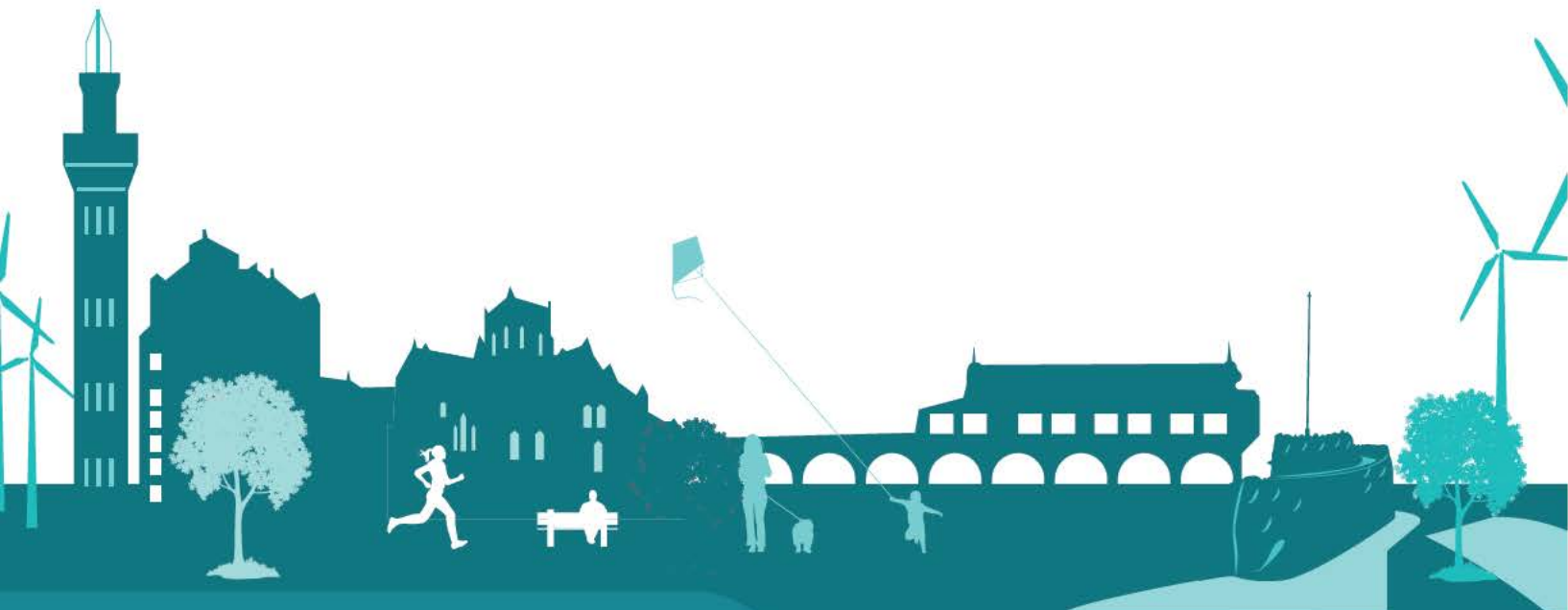
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Care will need to be provided for people with increasing levels of need and the skills that are needed to deliver this support will be identified as part of the market sustainability and workforce plans.

A focus needs to be given to adaptable housing options that can accommodate changes to people's needs allowing them to stay in their homes. This will need to be a planned programme of work aligned with housing associations, new build accommodation schemes such as extra care and the use of the disabled facilities grant.

# Support at home services

North East Lincolnshire commissions support at home services which are presently provided by three locality lead providers (delivering support within a defined geographical area). Providers are working away from a traditional times-based model of delivery to one which is more about individual outcomes and the delivery of care by a locality team. This model reduces the need for carers to travel extensively and builds more knowledge of the locality area and the services it offers. It also allows more individual flexibility to meet a person's needs by allowing staff to extend or shorten visits where this is beneficial to the person. Evidence from pilot projects has also identified the possible benefit to the person of having an increased skill set within our support at home service so that some support for health needs and conditions can also be delivered by carers where appropriately trained and supervised. Carers and those who draw on care and support have both fed back that this would be a welcome development. It is anticipated that future commissioning will factor in the need for an increasing level of skills needed to provide care for a population with more complex needs. This enabling people to continue to live in their own homes as their needs change. This coupled with the focus that needs to be placed on early intervention with aids, minor and major adaptations through the use of community equipment and the disabled facilities grant. North East Lincolnshire Council has made significant changes to the delivery of the disabled facilities grant to meet increasing demand.



# Extra Care Housing

North East Lincolnshire currently has 2 extra care facilities – Strand Court and Burchester Court. Both are 60-unit schemes for people aged 55+ years and offer an independent alternative to care home placements. Extra care housing enables people to maintain independence, with minimal support from housing and care staff, in their own home. Both facilities operate at high levels of occupancy and have waiting lists. Burchester Court currently has a higher proportion of residents with lower-level support needs. Over the coming years this will need slow adjustment as flats become vacant and are reassigned to people that require more complex support.

The Extra Care need identified in North East Lincolnshire via the Housing Learning Improvement Network report was a minimum of 300 units, a commitment made by the Health and Care Partnership in 2021. Two further Extra Care schemes are in early development, both will be between 75-90 units. This will bring the total units to the required number recommended for North East Lincolnshire.

It has become apparent that there are housing gaps for individuals that historically would have lived in warden assisted housing as well as a requirement for different models of supported housing for people that are experiencing homelessness and requiring support with their mental health. There have been discussions about multi-need Extra Care Housing schemes in the future, as well as a need to work closely with local housing providers and the Voluntary and Community Sector Organisations to develop other models of supported accommodation.

Two extracts from the Strategic Housing Market Assessment provide further information which will guide developments in Extra Care Housing:

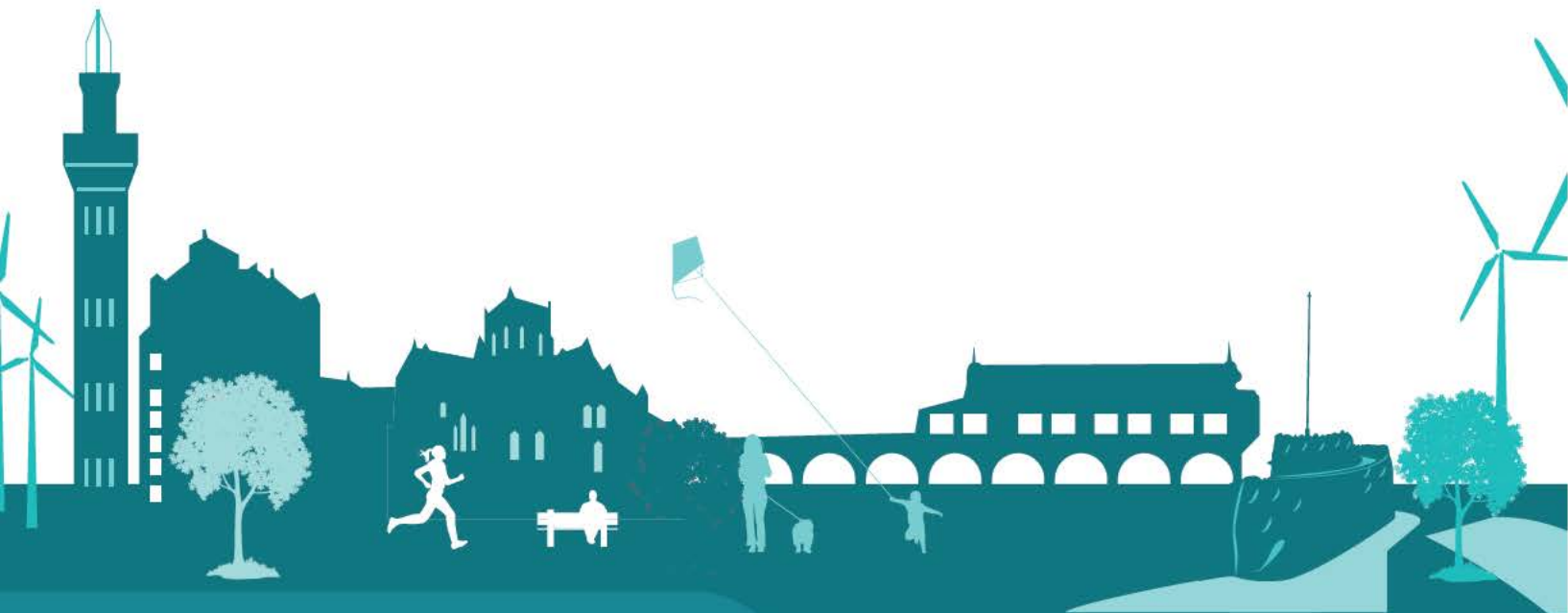
*The Council produced a Joint Strategic Needs Assessment [JSNA] in 2021 exploring the impact of Covid-19 on Adult Social Care in the Borough. The JSNA sets out the impact on care delivery across care giving settings including care homes, supported living/extra care housing as well as those in their own homes. The assessment highlights a series of key emerging issues including the impact social isolation particularly on elderly individuals and those affected by dementia and general ill-health. The assessment also acknowledges the shift of those in need of care depending more on informal care provision following lockdown restrictions with official service use declining during the pandemic.*

*In terms of Extra Care housing, North East Lincolnshire fares relatively poorly, with a total of 120 units across the Borough, all of which are located in the Urban Area. This equates to an average of just 7.9 units per 1,000 residents aged 75+, compared to the national average of 13.2 units across Yorkshire & The Humber and 15.7 across England.*

# Supported Accommodation

## Care Homes

Care and Nursing Homes will have a key role to play in supporting the needs of the older people of North East Lincolnshire as their needs become more complex. Presently there is capacity in the residential sector with average occupancy levels of 82% but projections do not suggest there will be a significant increase in demand for care home places. The commissioning of future care homes will be based on a market sustainability plan and will focus on supporting the market to reach more sustainable and effective levels of occupancy. This will be developed on the premise of less people requiring residential and nursing care but those that do require this level of support are likely to have the most complex needs. This will require adaptable and specialist accommodation options, that include fully accessible rooms.





# Housing and Care for Younger Adults aged 16-64.

## Supported Living

Supported Living in NEL is a long established and primary system for supporting people with a wide range of needs, enabling them to have their own tenancy to living in shared accommodation, apartments, or (for the most complex of needs) in their own bespoke environment. The underpinning ethos of provision in Supported Living is to enable people to grow, develop, and progress their skills towards the aim of living more independently, and 'stepping down' to other types of provision and accommodation in a timescale that is right for the individual.

A snapshot of NEL in one month of 2024 highlighted that there were 236 people supported in this way, with 10 potential places that were unfilled (voids). The number of voids is reducing thanks to active management, but there remains a few long-lasting voids where people were unable to be matched to the residence or accommodation. Most of the Supported Living accommodation is in Houses of Multiple Occupation, sharing a front door and amenities with a bedroom of their own. The quality of the environments of such provision is very variable. It is the ambition in North East Lincolnshire to improve this over the next 5 years by bringing more robust standards to its Supported Living Framework, including environmental standards in line with REACH. It is anticipated that this will see the closure of some houses and re-provision to a higher specification of environmental standards as the market transforms.

New developments of moderately sized and flexible apartment type models will be required to meet the future needs of the cohort. For people with the most complex needs a more robust environment is required. There will be need to deliver up to 12 small ground level complexes or discrete bungalow environments between 2025 and 2029 to meet the needs of people transitioning from Childhood, and to support a small number returning to the area in line with the Transforming Care Action plan.

Work is underway with some established providers in North East Lincolnshire to develop accommodation options which meet the specific needs of individuals over the next 5 years. This is part of a targeted commissioning process that aims to establish long term relationships with providers that are committed to working and developing bespoke supported living services.

The identified growth requirements are

Accommodation needs	Cohort type	2024/25	2025/26	2026/27	2027/28	Total
Robust Environment, advanced skilled care	Preparing for Adulthood (PfA)	2	10	3	4	19
	Repatriation	2	3	3	4	12
	Potential other	3	3	4	4	14
<b>Total Predicted Additional accommodation requirement</b>						<b>45</b>

Preparing for Adulthood (PfA)'.

These are identified young people due to transfer to adult services (Adult Social Care or Continuing Health Care) and are expected to have an eligible level of need. There will be variance due to the nature of this type of prediction, particularly for the later years.

'Potential Other' cases may come from responsive events such as adults leaving family home following carer not being able to continue their support, or a person's needs change on discharge from Mental Health wards including rehabilitation environments. This is an approximation based on previous years activity.

### Housing Related Support

Currently in North East Lincolnshire there are two Housing Related Support schemes – one operated through North East Lincolnshire Council and one hosted through Humber and North Yorkshire ICB. It is the strategic intent to jointly commission these schemes in the mid-term, and contract terms are being aligned to enable this to happen.

The North East Lincolnshire Council scheme broadly focusses on vulnerable people with a primary need for accommodation and offers time limited support for two broad cohorts of people (general and complex). The second scheme is a 'Health & Care' driven scheme, hosted by Humber & North Yorkshire ICB and operated through North East Lincolnshire Health & Care Partnership (NEL HCP). The HCP Housing Related Support refers to a tier of support for individuals whose vulnerabilities are primary to their need for support to maintain a tenancy. The service is intended to support those with needs related to physical or learning disability, including neurodiversity, and is not necessarily time limited. This cohort will be extended to include Severe Mental Illness (SMI). This support may be provided for people who experience challenges but do not meet the threshold eligibility of Adult Social Care, as well as people who do satisfy eligibility criteria.

At the time of writing this document the HCP Housing Related Support service is commissioned as an element of the Supported Living Framework. It is provided by three providers, each with a block contract to provide 880 hours of support between them, and those hours of support are used flexibly through a trusted provider model. Previous interpretations and applications of this service has seen some providers use a significant number of those

hours augmenting or supporting people in their Supported Living accommodations. Following this the number of hours available to support people without eligible social care need has diminished – weakening our ability in NEL to prevent the persons needs escalating to become dependent on statutorily based care, reducing their opportunities to live their lives as independently as possible.

The future for Housing Related Support will see the service reprocured to a new specification, separated from the Supported Living framework – representing the belief that Housing Related Support is an element of support inclusive within the Supported Living offer. This enables Housing Related support to be available for more people with their own tenancy arrangements in the wider social accommodation market. The aim is to foster the underpinning philosophy, that the North East Lincolnshire system should drive towards and systematically enable people to progress towards developing skills for as much independence as possible, enabling people to maximise their strengths and to live within a home they can call their own.

Whilst there will remain a need for people supported by Housing Related Support to be supported in accommodation where all residents are in receipt of Housing Related Support, this will be separate and distinct from Supported Living, and represent less than 33% of the HCP Housing Related Support offer.

It is also the intention to align Housing Related Support provision with Personal Support provision, enabling people with eligible needs who have gained skills to maintain their tenancy to further their progress whilst keeping the continuity of the relationships with the people supporting them to maintain their tenancy. It is these community connections that increase the chances of a vulnerable person living a successful and meaningful life.

### **Shared Lives**

Shared Lives represents a new offer for people with vulnerabilities in North East Lincolnshire. In other authorities, where implemented well, Shared Lives delivers excellent support to people and enables people to live good lives in a loving family home. Working with Local Authorities across the ICB footprint, North East Lincolnshire are exploring the implementation of Shared Lives scheme with the ambition of being able to deliver this model for at least 30 people in 2029. This should enable people to be supported in different types of accommodation available through enabling households to host people with different needs on a long term or short term basis within their home. Working as a network across the ICB footprint enables innovative options for people to explore, such as short breaks across a wider geography.

The North East Lincolnshire Council scheme will be commissioned in partnership with North Lincolnshire Council to enable a contract for a provider to deliver Shared Lives across Northern Lincolnshire.

### Children and care leavers

The North East Lincolnshire Children in Care and Care Leavers Sufficiency Strategy 2024-2027 gives a comprehensive overview of the accommodation needs of children and care leavers, the current sufficiency of accommodation and the actions that will be undertaken to meet the ongoing needs in the future.

[NELC Children in Care and Care Leavers sufficiency strategy \(nelincs.gov.uk\)](https://nelincs.gov.uk)

### Transforming Care Partnership Accommodation Plan –

North East Lincolnshire has historically been a key partner in the Humber Transforming Care Partnership alongside East Riding, Hull, and North Lincolnshire. This partnership oversees the development of an Accommodation Plan that focuses on supporting people with the most complex needs relating to Learning Disability and/or Autism & Mental Health returning to community settings from long stay and secure hospitals. It aims to do this by improving the support available for people with complex needs within the communities and as close to their home as possible. As a result of North East Lincolnshire not having a Learning Disability hospital within its locality it has already developed stronger community based models of care, with the Supported Living model working alongside local Intensive Support Teams and Forensic Outreach Liaison teams enabling many people to return to the area.

However, there remains around 80 people from North East Lincolnshire with complex Learning Disability needs who are placed in non-hospital settings outside of the area. A minority are supported out of the area to be nearer to family, or that are legally not permitted to return to North East Lincolnshire. However there remains over 50 people whose needs could not be met in North East Lincolnshire. It is the ambition of North East Lincolnshire to develop with providers more robust care and accommodation environments, supported by higher trained staff, and working in partnership with local services to both reduce the number of people needing placement out of area, and enable appropriate options for people to return to the area where possible.

This document is published at a time where Humber & North Yorkshire ICB are adjusting the governance arrangements and priorities of the Transforming Care programme. As such North East Lincolnshire Council HCP will work with the emergent Transforming Care Programme to ensure that those people who are not able to return to North East Lincolnshire are afforded good quality and resilient support packages within the ICB footprint and as close to home as possible, benefitting from the extended network opportunities across the places that the ICB covers.

### Disabled Facilities Grant

A Disabled Facilities Grant (DFG) is financial aid provided by local councils to help cover the costs of making necessary adaptations to a home for a disabled person. This ranges from minor aids to major adaptations delivered as a multi-disciplinary approach. A transformation programme has been undertaken in relation to the delivery of DFG's to reflect the requirements of people in North East Lincolnshire.

## Appendix 2

**Strategic Housing Management Assessment** – includes useful data on overall need and particular section on housing needs for older people p169 which reviews the need for Extra Care Housing and the section on adaptable and accessible homes, p 186 which highlights the importance of housing for those with a long term health need and/ or disability



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### Public Health Observatory Data on Housing

Information on housing and households allows us to identify areas where people may be at risk of social exclusion, due to the type and condition of their housing or their household structure. This report displays data on the type and tenure of dwellings as well as the condition of housing in North East Lincolnshire from the North East Lincolnshire Public Health Data Observatory.



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### SCIE – A Place We Can Call Home (2021)



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