

# Public Document Pack



Telford & Wrekin  
Co-operative Council

Protect, care and invest  
to create a better borough

Addenbrooke House Ironmasters Way Telford TF3 4NT

## CABINET

Date	Thursday, 6 January 2022	Time	10.00 am
Venue	Telford Room, Third Floor, Addenbrooke House, Ironmasters Way, Telford, TF3 4NT		

### Enquiries Regarding this Agenda

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<b><u>Cabinet Members:</u></b>	Councillor R A Overton	Deputy Leader and Cabinet Member for Housing, Enforcement and Transport
	Councillor A J Burford	Cabinet Member for Adult Social Care and Health, Integration and Transformation
	Councillor E M Callear	Cabinet Member for Visitor Economy, Employment and Skills
	Councillor L D Carter	Cabinet Member for Neighbourhood Services, Regeneration and the High Street
	Councillor R C Evans	Cabinet Member for Finance, Governance and Customer Services
	Councillor C Healy	Cabinet Member for Climate Change, Green Spaces, Natural and Historic Environment and Cultural Services
	Councillor K Middleton	Cabinet Member for Leisure, Public Health and Well-Being, Equalities and Partnerships
	Councillor S A W Reynolds	Cabinet Member for Children, Young People, and Families
	Councillor P Watling	Cabinet Member for Stronger and Safer Communities
	Councillor S Davies	Leader
<b><u>Invitees:</u></b>	Councillor W L Tomlinson	Liberal Democrats
	Councillor N A Dugmore	Conservative

## AGENDA

1. **Apologies for Absence**
2. **Declarations of Interest**
3. **Minutes of the Previous Meeting**

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	4.	<b>Leader's Announcements</b>		
Key	5.	<b>2021/22 Financial Monitoring</b>	Cllr R C Evans	9 - 32
Key	6.	<b>Medium Term Financial Strategy 2022/23 - 2025/26</b>	Cllr R C Evans	To Follow
Key	7.	<b>2022/23 School Funding Formula</b>	Cllr S A W Reynolds	To Follow
Key	8.	<b>Supported and Specialist Housing - SPD</b>	Cllrs A J Burford and R A Overton	33 - 84
Key	9.	<b>Borough of Telford &amp; Wrekin (Glebe Street Wellington) CPO 2021</b>	Cllr L D Carter	85 - 140
	10.	<b>Green Guarantee</b>	Cllr C Healy	141 - 148

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[http://www.telford.gov.uk/info/20243/council\\_meetings/365/filming\\_photography\\_recording\\_and\\_use\\_of\\_social\\_networking\\_at\\_meetings](http://www.telford.gov.uk/info/20243/council_meetings/365/filming_photography_recording_and_use_of_social_networking_at_meetings)

## CABINET

**Minutes of a meeting of the Cabinet held on Thursday, 2 December 2021  
at 10.00 am in Telford Room, Third Floor, Addenbrooke House,  
Ironmasters Way, Telford, TF3 4NT**

**PUBLISHED ON WEDNESDAY, 8 DECEMBER 2021**

**(DEADLINE FOR CALL-IN: MONDAY, 13 DECEMBER 2021)**

**Present:** Councillors R A Overton (Vice-Chair), A J Burford, E M Callear, L D Carter, R C Evans, C Healy, S A W Reynolds and P Watling.

**Also Present:** Cllr N A Dugmore (Conservative Group Leader)

**Apologies:** Councillor D Wright and S Davies

**CAB- Declarations of Interest  
115**

None.

**CAB- Minutes of the Previous Meeting  
116**

**RESOLVED** – that the minutes of the meeting held on the 4 November be confirmed and signed by the Chair.

**CAB- Leader's Announcements  
117**

The Deputy Leader expressed that as the Borough headed towards the winter pressures he encouraged everyone to take up the flu and covid vaccines to keep themselves and others safe and the help prevent pressure on the NHS.

**CAB- First Homes - Local Criteria  
118**

The Deputy Leader reported that the Council had an excellent record of delivering new homes in the borough with around a third of these being homes available for affordable rent, social rent or shared ownership. This clearly demonstrated the Council's commitment and performance in delivering quality homes for all residents.

In the last 10 years, the supply of affordable housing had increased significantly to over 300 homes per annum with the Council securing around 40% of the Borough's affordable housing supply through section 106 Agreements with the remaining 60% secured through other routes such as

100% affordable housing schemes delivered by Registered Providers or sites that benefited from grant funding through Homes England.

First Homes was a Government initiative to introduce a new form of discounted market housing available for first time buyers but it was felt that this scheme did not positively meet the needs of local residents in the Borough. From 28<sup>th</sup> December 2021, Government policy would require Local Planning Authorities (LPA) to set aside 25% of the affordable homes that they would secure through section 106 Agreements as First Homes. It was projected that around 30 affordable homes per annum locally (10% of total delivery) would be delivered by First Homes and would replace shared ownership properties which were a better means of meeting local affordable needs on developments where First Homes would now be required.

The Council recognised that the national criteria did not meet the delivery of affordable homes for residents in Telford & Wrekin and, in accordance with the legislation, a local criteria would be introduced that would better reflect the housing needs of local residents including increasing the minimum discount applicable to First Homes from 30% to 40% making homes more affordable for those most in need. Decreasing the price cap from £250,000 to £180,000 would help target more affordable one to three bedroomed properties. Decreasing the joint income cap from £80,000 to £60,000 would help prioritise the needs of key workers and allow joint households to purchase first homes. The introduction of a local connections test would ensure that First Homes were targeted to meet the needs of local residents, as well as meeting the needs of those relocating to the Borough to provide care for relatives. The 40% discount, income cap, local connection test and priority for key workers would also apply to all future resales of First Homes.

The Council was committed to increasing the supply of affordable homes to residents of the Borough and maintain its excellent track record of delivery.

Members felt that the national scheme was a missed opportunity but welcomed the local eligibility criterial to help meet local housing needs.

The Leader of the Conservative Group commented that the scheme would help low paid local residents and key workers get on the property ladder and reduce the pressure on the rental market. He mentioned that affordable homes were not always delivered as part of a planning application due to affordable housing requirements being waived or reduced

In response, the Cabinet Member for Climate Change, Green Spaces, Natural and Historic Environment expressed that the Council supported housing needs but the rules concerning viability on development had an impact on affordable housing. Investment in social housing, a house for life and good quality rented accommodation was what really made a difference.

The Deputy Leader stated that the Council would do its best to deliver and support key workers, the Council was passionate about housing and residents having access to better properties.

**RESOLVED** – that Cabinet

- a) Note the impact of First Homes on the supply of local affordable housing; and
- b) Approve the introduction of the local First Homes Criteria contained in the Policy Position Statement.

**CAB-119**      **Tibberton & Cherrington Neighbourhood Development Plan**  
**– Proceed to Making the NDP**

The Deputy Leader explained that the Localism Act 2011 introduced legislation which allowed Parish and Town Councils to produce a Neighbourhood Development Plan (NDP) for their administrative area. This report recommended that the Tibberton & Cherrington Parish NDP became the sixth NDP in the Borough to be adopted, reflecting the Council's commitment to engage local communities further in planning for development in their local areas.

The purpose of this report was to recommend that Cabinet 'make' Tibberton & Cherrington Parish NDP following the outcome of the local referendum on 11th November with 90% of those people who voted supporting the Neighbourhood Plan. This would mean that the policies within the Tibberton & Cherrington Parish NDP would become part of the Development Plan for Telford & Wrekin and would be considered in the determination of planning applications in the Tibberton & Cherrington Parish NDP area alongside national and borough-wide planning policy.

The Leader of the Conservative Group welcomed the response to the public consultation which showed the Council was listening to local residents.

The Deputy Leader welcomed residents positively getting involved with the planning process.

**RESOLVED** – that

- a) Cabinet agrees to make the Tibberton & Cherrington Parish Neighbourhood Development Plan; and
- b) Cabinet authorises the Director: Housing, Employment & Infrastructure to exercise all of the Council's relevant powers and duties and undertake all necessary procedural arrangements relating to the making of the Tibberton & Cherrington Parish Neighbourhood Development Plan.

**CAB-120**      **Draft Equality and Diversity Strategy**

The Cabinet Member for Cooperative Communities, Engagement and Partnerships presented the draft Equality and Diversity Strategy which followed on from the Equality and Diversity Progress Update report (October 2021), which highlighted positive steps that the Council had made in improving access to services, co-ordinating community response to hate crime incidents, celebrating diversity through a range of events and activities, and increasing training and guidance for Council employees.

Cabinet also recognised that despite the good progress that had been made, there was more that the organisation wanted to achieve, and so pledged to bring forward a new draft Equality & Diversity Strategy, which accompanied the report.

The draft strategy set out the Council's revised approach to equality and diversity through a new 4-year strategy. This replaced the existing Equality Policy. It took account of the legal duties and responsibilities and the type of culture the Council wished to promote throughout its workforce and in the way that local residents and customers were treated.

The strategy was currently in draft form but included a clear commitment and vision with meaningful and realistic objectives, together with a new set of objectives all of which would be driven by a supporting action plan that the Council would report against on an annual basis.

It was the intention for this strategy to inform and complement other strategies, many of which focussed on reducing inequality.

The draft strategy included four main areas of focus:

- Leading our organisation and communities;
- Supporting our workforce and elected members;
- Serving our customers;
- Celebrating and promoting diversity

External advice had been sought with the Equality and Diversity Steering Group continuing to be kept informed. More engagement was required to ensure that the strategy truly reflected the needs of the community, partners and workforce with engagement workshops taking place, the results of which would be considered in February/March 2022 and brought back to Cabinet in 2022.

Members welcomed the report and felt that this would lead into an expansive policy which had been developed with input from different voices and community sectors. The strength of work in achieving the objectives was pleasing to see as well as ensuring there would be monitoring of progress. This showed determination to deliver on the commitment.

The Leader of the Conservative Group fully supported the strategy and hoped it achieved its aims.

**RESOLVED – that Cabinet**

- a) **notes the new draft Equality & Diversity Strategy and approve the draft as the basis for further community engagement;**
- b) **endorses the approach to public accountability by agreeing to publish the new equality objectives in the revised Council Plan once finalised;**
- c) **agrees to annual progress reporting against the Strategy and Action Plan; and**
- d) **agrees to the Council appointing an independent facilitator to carry out further engagement within our communities before the strategy was finalised.**

**CAB-121      Progress update on recommendations from the Customer & Digital Peer Review and Key Actions from the Customer Strategy**

The Deputy Leader presented the progress update on recommendations from the Customer & Digital Peer Review and the key actions identified in the customer strategy.

The Council was committed to learning from best practice, both from across local government and other sectors. In May 2021, it invited the Local Government Association (LGA) to carry out a Customer Services and Digital Peer Challenge. A report on the findings and recommended actions was previously approved by Cabinet on the 8<sup>th</sup> July 2021, and this report provided an update on progress in delivering the agreed actions.

Customers were at the heart of everything the Council did and, to ensure that it delivered the best customer experience, the Council had introduced the 'Everything Speaks' approach. The aims and priorities were set out in the Customer Strategy, and the report provided an update on how this was being embedded across the Council. It highlighted examples of positive steps that had been taken to improve customer experience. It had introduced "Ask Tom" a chatbot facility which had received positive feedback, replaced the "Everyday Telford App" with the "My Telford App" with improved and expanded functionality, the contact centre had achieved a 95% customer satisfaction score and the introduction of real time feedback in physical locations by the use of QR codes. Further developments were due to be delivered before March 2022

In order to build on the learning from the LGA Peer Challenge, this report also included a proposal that the Council became a member of the Institute of Customer Services (ICS) for a three year period in order to access a wide range of benefits and, in particular, this would enable the Council to benchmark its customer service performance against other organisations within the sector (and other sectors) on an ongoing basis. It would enable the

Council to work towards attaining the ICS Service Mark, an independently and rigorously assessed accreditation of commitment to, and achievement of, customer service standards to drive improvement which was synonymous with customer service excellence.

Members welcomed and noted the progress made to date and the satisfaction rates from residents who came to the Council for a number of reasons in times of need. Every effort had been put in place to enable the public to gain access online and this helped to support Ward Members with their case work.

The Leader of the Conservative Group welcomed the digital strategy but reminded Cabinet of the need to ensure other methods of access were available and asked that residents without access to digital services were encouraged to use facilities available in libraries and community centres.. In response the Deputy Leader expressed that he understood the digital divide and the Council was doing all it could to alleviate the issues. There were many channels that residents could access and the current channels would not be changing as the Council had excellent statistics in relation to the Corporate Contact Centre.

**RESOLVED – that Cabinet**

- a) notes progress in delivering actions in the Customer Strategy and in responding to the feedback and recommendations from the Local Government Association Customer Services and Digital Peer Challenge; and**
- b) approves the recommendation that the Council sign up to a three year “Discovery Roadmap” membership of the Institute of Customer Services, the benefits of which were set out the report.**

The meeting ended at 10.23 am

**Signed for the purposes of the Decision Notices**

Anthea Lowe  
Associate Director: Policy & Governance  
Date: **Wednesday, 8 DECEMBER 2021**

Signed .....

Date: Thursday, 6 January 2022



## Agenda Item 5: 2021/22 Financial Monitoring



“Despite more than a decade of severe financial constraint, the council has a long track record of effectively managing its financial position. However, significant challenges are now apparent both in the budget for the current year and, particularly, in the outlook for future years. The cost of adult and children’s social care continues to put pressure on our budget. Clearly the projection will continue to change before the end of the year and this will be kept under review but our intention is that any remaining contingency funds at year end will be used to support council services in future years.”

Councillor Rae Evans, Cabinet Member for Finance, Governance and Customer Services

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**TELFORD & WREKIN COUNCIL**

**CABINET – 6 JANUARY 2022  
COUNCIL – 13 JANUARY 2022**

**2021/22 FINANCIAL MONITORING REPORT**

**REPORT OF THE DIRECTOR: FINANCE & H.R. (CHIEF FINANCIAL OFFICER)**

**LEAD CABINET MEMBER: CLLR RAE EVANS**

**PART A) – SUMMARY REPORT**

**1.0 SUMMARY OF KEY ISSUES**

**1.1 2021/22 Revenue**

Despite a more than a decade of severe financial constraint, the Council has a long track record of effectively managing its financial position. Sound financial management has meant that it has been reasonably well placed to withstand the financial impacts of the pandemic compared to some other councils. However, very significant challenges are now apparent both in the budget for the current year and, particularly, in the outlook for future years. Government Covid support has been of a one-off nature and has now largely come to an end. In many cases such as the income guarantee scheme only a proportion of the shortfalls faced by the Council and only for part of the year have been compensated placing additional challenges on the overall financial position.

In addition to the financial impacts of the pandemic, the Council has seen additional demand and increasing costs for many services, including Adult Social Care and Children’s Safeguarding. The projected outturn position is currently expected to be over budget by £1.06m at year end which is a deterioration of £0.56m compared to the position reported to Cabinet In November. Projected service pressures are currently £5.24m. Adding the £1m anticipated funding shortfalls relating to business rates (which will result in a deficit balance carried forward to next year on the collection fund) takes the total pressure to £6.24m against which the Council’s £5.18m emergency response funding allocation will be applied leaving a residual current projection of £1.06m overspend by year end. After covering this shortfall, the current projection is that there will be £2.89m left in the contingency at year end. Clearly the projection will continue to change before the end of the year and will be kept under review but our intention is that any remaining contingency funds at year end will be used to support the budget in future years.

<b>Summary</b>	<b>Variation</b>	<b>Variation</b>	<b>Movement</b>
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	£m	£m	£m
	Current	Nov Cabinet	
Projected total pressure on service budgets	+5.237	+4.677	+0.560
add estimated shortfall relating to business rates	+1.000	+1.000	0.000
<b>Total pressure</b>	<b>+6.237</b>	<b>+5.677</b>	<b>+0.560</b>
Emergency response funding	(5.179)	(5.179)	0.000
<b>Net Position</b>	<b>+1.058</b>	<b>+0.498</b>	<b>+0.560</b>

There are a number of variations from the approved budget. As expected many of these continue the trend seen last year. Projections will be refined and updated in the remainder of the year; the key variances are shown below:

Children's Safeguarding & Family Support – Children in Care Placement costs, such as additional children with complex needs coming into care and increased placement fees	+£1.722m
Adult Social Care – total projected overspend; this includes increased costs currently projected in relation to long term care purchasing; short term reablement costs; and staffing costs, offset by use of reserves and partner contributions.	+£3.538m
Income losses, including <ul style="list-style-type: none"> <li>- Leisure income</li> <li>- Car parking income</li> <li>- Arthog</li> <li>- Catering</li> </ul> <p>Clearly it is important to remember that whilst income is below target in these areas, very significant levels of income are still being achieved across our commercial services and PIP (in excess of £22m) which is helping to support the Council's overall financial position.</p>	+£0.689m +£0.170m +£0.336m +£0.640m

As well as the potential ongoing impact of Covid-19, the funding outlook for the medium term is extremely uncertain. The 2022/23 Medium Term Financial Strategy is a separate report on the Cabinet agenda and provides more detail on the medium term position.

## 1.2 **Capital**

The capital programme totals £73m for 2021/22 which includes all approvals since the budget was set. At the time of compiling this report projected spend was 88% of the budget allocation, therefore some further slippage is anticipated into future years.

## 1.3 **Corporate Income Collection- to be updated**

Covid-19 continues to have an impact on collection rates in 2021/22 with income collected in relation to Council Tax, Business Rates and Sales Ledger currently slightly behind the targets set.

It is difficult to predict the ongoing impact of Covid-19 on income collection and the position will be closely monitored during the remainder of the year. Ultimately, all debt will be pursued and will continue to be collected after the end of the financial year with all appropriate recovery avenues being pursued.

## 2.0 **RECOMMENDATIONS**

Members are asked to:-

- |       |  |
|-------|--|
| (i)   | Note the 2021/22 revenue budget position   |
| (ii)  | Note the position in relation to capital spend and recommend that Full Council approve the changes to the capital programme detailed in Appendix 3 |
| (iii) | Note the collection rates for NNDR, council tax and sales ledger   |

## 3.0 **SUMMARY IMPACT ASSESSMENT**

<b>COMMUNITY IMPACT</b>	Do these proposals contribute to specific Co-operative Council priorities?	
	Yes	Delivery of all priorities depend on the effective use of available resources. Regular financial monitoring in the financial management reports helps to highlight variations from plan so that action can be taken to effectively manage the Council's budget.
	Will the proposals impact on specific groups of people?	
	No	
<b>TARGET COMPLETION/DELIVERY DATE</b>	To outturn within the budget set for 2021/22 at 31/3/22.	
<b>FINANCIAL/VALUE FOR MONEY IMPACT</b>	Yes	The financial impacts are detailed throughout the report.
<b>LEGAL ISSUES</b>	No	None directly arising from this report. The S151 Officer has a statutory duty to monitor income and expenditure and ensure that the Council takes action if overall net overspends /shortfalls emerge.
<b>OTHER IMPACTS, RISKS</b>	No	Budget holders actively manage their

<b>&amp; OPPORTUNITIES</b>		budgets and the many financial risks and challenges that council services face, examples include the risk of a particularly harsh winter which would impact adversely on the winter gritting and adult social care budgets, the increasing dependency on income from a wide range of activities and the risk of interest rate movements, the risk of changes in legislative or accounting requirements impacting on budgets etc. The Council has comprehensive risk management arrangements in place, which are reviewed and updated by the Senior Management Team.
<b>IMPACT ON SPECIFIC WARDS</b>	No	

**PART B) – ADDITIONAL INFORMATION**

**4.0 2021/22 REVENUE BUDGET**

4.1 Financial management is the responsibility of budget holders and is supported by Finance staff using a risk based approach: following considerable reductions in finance resources through savings exercises in previous years, more focus is given to higher risk areas (high value/more volatile); less frequent financial monitoring is undertaken on budgets deemed to be medium to lower risk.

4.2 The overall 2021/22 budget position is summarised in the table below:

Service Area	Net Revenue Budget £'000	Variation 04/11/2021 Cabinet £'000	Movement £'000	Total Current Variation £'000
Prosperity & Investment	(5,135)	438	39	478
Finance & HR	12,777	(2,730)	(835)	(3,565)
Policy & Governance	851	0	(178)	(178)
Children's Safeguarding & Family Support	37,033	2,089	63	2,152
Education & Skills	13,880	894	223	1,116
Adult Social Care	47,982	2,973	565	3,538
Health, Wellbeing & Commissioning	2,395	0	1	1
Neighbourhood & Enforcement Services	30,725	(180)	104	(76)
Communities, Customer & Commercial Services	3,836	1,546	495	2,041
Housing, Employment & Infrastructure	1,984	214	(14)	200
Corporate Communications	0	0	0	0
Council Wide (incl. Covid Funding)	(15,314)	(5,746)	97	(5,649)
<b>Overall Service pressure</b>	<b>131,014</b>	<b>(502)</b>	<b>560</b>	<b>58</b>
Council Tax/Business Rates impact		1,000	0	1,000
<b>Total including CT and Rates</b>	<b>131,014</b>	<b>498</b>	<b>560</b>	<b>1,058</b>

The main changes since the last report are shown in the table below:

Variations £m	Cabinet – 04/11/21	Change	Current Variation
Finance & HR – additional benefits from active Treasury Management	-2.350	-0.650	-3.000
Education & Skills – home to school transport	+0.139	+0.365	+0.504
Adult Social Care Services	+2.972	+0.565	+3.537
<b>Main Changes – Total</b>	<b>+0.761</b>	<b>+0.280</b>	<b>1.041</b>
Other changes	-0.263	+0.280	+0.017
<b>Total Variations</b>	<b>+0.498</b>	<b>+0.560</b>	<b>+1.058</b>

4.3 Projected variances over £0.250m are highlighted below, all other variances over £50k are detailed in Appendix 2.

<b>Service Area</b>	<b>Variance £m</b>
<p><b><u>Property &amp; Investment</u></b></p> <p>There are currently no variances over £0.250m to report.</p> <p>Covid-19 continues to impact in some areas including PIP rental income and carpark income due to the lockdown measures in quarter 1 and gradual recovery. The position will continue to be closely monitored.</p>	
<p><b><u>Children's Safeguarding &amp; Family Support</u></b></p> <p><b>Children In Care Placements</b> – projected costs are based on a detailed model which is continually updated to reflect the latest information available; a number of residential placements have become significantly more expensive due to the complexities and challenges of cases being presented; the cost of 5 young people placed on remand has added £0.546m to the projected costs; there has also been some success with a number of young people being stepped down from residential placements.</p>	+1.722
<p><b><u>Education &amp; Skills</u></b></p> <p><b>Home to School Transport</b> – this pressure has been exacerbated by an increase in taxi costs from September 2021; a number of initiatives are underway to address the issue including reviewing different transport options, providing minibus transport rather than taxis, reviewing routes and retendering.</p> <p><b>Arthog</b> – Summer term bookings continue to be impacted by Covid-19 restrictions. The current projection is based on restrictions being lifted and a more normal pattern of activity resuming.</p>	+0.503  +0.336
<p><b><u>Adult Social Care</u></b></p> <p><b>Purchasing, Long Term Care</b> –expenditure pressure currently forecast</p> <p><b>Purchasing, Short Term Reablement</b> – current projection of care provided; partly offset by income from CCG</p> <p><b>CCG Income</b> – recharges relating to hospital discharges, includes the cost of short term care above and staffing capacity</p>	+2.769  +3.141  -1.529



<b>CCG Joint Funding</b> – income relating to client care part funded by the CCG	-0.719
<b>Operational Teams</b> – cost of agency workers required	+0.423
<b>Contribution from Reserves</b>	-0.500
<b><u>Communities, Customer &amp; Commercial Services</u></b>	
<b>Leisure Operations</b> – loss of budgeted income relating to closures required due to Covid-19 in the first quarter of the year. The impact of planned closure of Newport Pool from December until the end of March for remedial works is also included in the shortfall.	+0.689
<b>Catering (Education &amp; Commercial)</b> – income shortfall due to Covid in the first part of the year and ongoing impact.	+0.640
<b>Housing Benefit Subsidy</b> – projected shortfall includes the impact of B&B spend where no subsidy can be claimed and lost subsidy from charity landlords.	+0.399
<b><u>Housing, Employment &amp; Infrastructure</u></b>	
<b>Homelessness</b> – includes the costs associated with the provision of Bed & Breakfast provision.	+0.272
<b>Homelessness</b> – housing benefit income to offset B&B costs above	-0.192
<b><u>Finance &amp; Human Resources</u></b>	
<b>Treasury</b> – projected benefit from continued borrowing at lower than budgeted short term interest rates. This projection will continue to be updated.	-3.000
<b><u>Corporate</u></b>	
<b>Pension Costs</b> – mainly relates to the benefit from prepayment of employers pension contribution	-0.643

## 5.0 CONTINGENCIES

5.1 The 2021/22 budget includes general contingencies £3.95m, (£1.25m is held specifically for ASC and Children's Safeguarding). The contingency is set aside to meet any unforeseen expenditure or income shortfalls. The current position indicates that £1.058m of the contingency will be required to meet the projected overspend in 2021/22. On current projections therefore, this will leave £2.892m available contingency which will be used to support the budget in future years.

There is also an amount held centrally for contractual inflation totalling £0.6m which forms part of the approved revenue budget and will only be allocated to specific budgets when the relevant inflation information is available.

## 6.0 CAPITAL

### 6.1 2021/22 Capital Programme

The capital programme totals £73.3m, which includes the approvals proposed in this report. The financial position is shown in the table below which shows projected spend is currently at £64.7m.

Service Area	Current Budget	Spend to Date	% Spend	Year End Projection
	£m	£m		£m
Prosperity & Investment	25.33	9.22	36.40%	21.31
Policy & Governance	0.12	0.01	7.23%	0.06
Education & Skills	11.05	6.76	61.18%	11.05
Adult Social Care	0.18	0.04	19.01%	0.04
Neighbourhood & Enforcement Services	17.86	9.22	51.63%	17.86
Communities, Customer & Commercial	4.51	1.02	22.64%	3.99
Housing, Employment & Infrastructure	12.17	4.38	36.02%	8.28
Finance & HR	0.10	0.10	100.00%	0.10
Corporate Items	2.00	0.30	15.21%	2.00
	<b>73.31</b>	<b>31.04</b>	<b>42.35%</b>	<b>64.68</b>

6.2 The 2021/22 capital programme relies on £14.7m of capital receipts as part of its funding (after adjusting for known changes). Capital receipts included in the medium term budget strategy are under continual review and any changes will be reflected in future budget projections but are currently projected to be on target.

## 7.0 CORPORATE INCOME MONITORING

7.1 The Council's budget includes significant income streams which are regularly monitored to ensure they are on track to achieve targets that have been set and so that remedial action can be taken at an early

stage. The three main areas are Council Tax, NNDR (business rates) and Sales Ledger. Current monitoring information relating to these is provided below. The Council pursues outstanding debt vigorously, until all possible recovery avenues have been exhausted, but also prudently provides for bad debts in its accounts.

7.2 In summary, collection for council tax collection, NDR and Sales Ledger are currently slightly behind target.

<b>INCOME COLLECTION – November 2021</b>			
	<b>Actual</b>	<b>Target</b>	<b>Performance</b>
Council Tax Collection	72.28%	72.91%	0.63% behind target
NNDR Collection	72.11%	72.30%	0.19% behind target
Sales Ledger Outstanding Debt	6.33%	4.70%	1.63% outside target

### 7.3 Council Tax (£100.4m)

The percentage of the current year liability for council tax which the authority should have received during the year, as a percentage of annual collectable debit. The measure does not take account of debt that continues to be pursued and collected after the end of the financial year in which it became due. The final collection figure for all financial years exceeds 99%.

Year End performance 2020/21	97.09%
Year End Target for 2021/22	97.03%

Performance is cumulative during the year and expressed against the complete year's debit.

Month End Target	Month End Actual	Last year Actual
72.91%	72.28%	70.71%

Collection rates are 0.63% behind target for council tax which appears to be following the national trend. Collection rates at this point last year were lower due to the deferral / payment holiday scheme we had in place.

### 7.4 NNDR-Business Rates (£68.1m)

The % of business rates for 2021/22 that should have been collected during the year. This target, as for council tax, ignores our continuing collection of earlier years' liabilities.

The measure does not take into account the debt that continues to be pursued and collected after the end of the financial year in which it became due. As a general rule the final collection figure for any financial year exceeds 99%.

Year End performance 2020/21	96.34%
Year End Target for 2021/22	97.60%

Month End Target	Month End Actual	Last year Actual
72.30%	72.11%	73.48%

Retail discount of 100% is no longer available to businesses, so the amount of Business Rates we have to collect this financial year is much higher than last year. Collection rates are slightly behind target which is following the national trend.

#### 7.5 **Sales Ledger (£78.4m)**

This includes general debt and Social Care debt. Debt below 2 months is classified as a normal credit period.

The target percent is set relating cumulative debt outstanding from all years to the current annual debit. The targets and performance of income collection for 2021/22 are as follows:

Age of debt	Annual Target %	Nov 2021	
		£m	%
Total	4.70	4.964	6.33%

Sales ledger performance is outside target, although performance has improved from this time last year. We continue to invoice and follow the recovery process on all outstanding debt.

#### 8.0 **PREVIOUS MINUTES**

04/03/2021	Council, Medium Term Financial Strategy
10/06/2021	Cabinet, 2020/21 Outturn Report
08/07/2021	Cabinet, 2021/22 Financial Monitoring Report
22/07/2021	Council, 2021 Financial Monitoring Report
04/11/2021	Cabinet, 2021/22 Financial Monitoring Report
18/11/2021	Council, 2021 Financial Monitoring Report

#### 9.0 **BACKGROUND PAPERS**

2021/22 Financial Ledger reports  
2021/22 Service & Financial Planning Report

#### **Report Prepared by:**

Ken Clarke, Director: Finance & HR (Chief Financial Officer) – 01952 383100;

Pauline Harris, Corporate Finance Manager – 01952 383701

### Summary of 2021/22 Projected Variations

Service Area	Net Revenue Budget	Variation 04/11/2021 Cabinet	Movement	Total Current Variation
	£	£	£	£
Prosperity & Investment	(5,135,260)	438,324	39,480	477,804
Finance & HR	12,776,564	(2,729,730)	(835,380)	(3,565,110)
Policy & Governance	850,521	0	(177,919)	(177,919)
Children's Safeguarding & Family Support	37,032,664	2,089,257	62,911	2,152,168
Education & Skills	13,879,728	893,689	222,528	1,116,217
Adult Social Care	47,982,041	2,972,552	565,081	3,537,633
Health, Wellbeing & Commissioning	2,394,947	0	1,148	1,148
Neighbourhood & Enforcement Services	30,724,774	(180,311)	104,296	(76,015)
Communities, Customer & Commercial Services	3,836,203	1,546,393	494,991	2,041,384
Housing, Employment & Infrastructure	1,983,621	213,758	(13,701)	200,057
Corporate Communications	0	0	0	0
Council Wide (incl. Covid Funding)	(15,312,218)	(5,745,982)	96,770	(5,649,212)
	<b>131,013,585</b>	<b>(502,050)</b>	<b>560,205</b>	<b>58,155</b>
Council Tax/Business Rates impact		1,000,000	0	1,000,000
<b>Total</b>	<b>131,013,585</b>	<b>497,950</b>	<b>560,205</b>	<b>1,058,155</b>

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## 2021/22 Revenue Budget Variations over £50,000

Description		Budget	Total Variation	Comments
		£	£	
<b>Prosperity &amp; Investment</b>				
BIT	Admin Buildings	1,850,820	111,028	Undeliverable saving, alternative options to be considered but has been stalled due to Covid lockdown.
	Operational Properties	4,907,350	119,187	Additional cleansing required across all sites to maintain Covid safety standards and ongoing Operational property pressures. Cleansing at Ironbridge toilets now funded from COMF.
R&I	PIP Income	(6,793,202)	93,000	Estimated impact of rent reductions as a result of Covid implications. Service area has received some specific requests for rent reductions and will continue to monitor the position.
	Car Park income	(543,180)	169,833	Southwater and Hall Court Car Park reduced income reflecting the Covid lockdown period and gradual return of businesses, retail and customers to centre.
	Granville Depot	83,460	31,233	Ongoing pressure with this site transferred from Neighbourhood Services. Options currently being reviewed to aid mitigation ongoing.
Other Under £50k		(4,640,508)	(46,477)	
<b>Total Prosperity &amp; Investment</b>		<b>(5,135,260)</b>	<b>477,804</b>	
<b>Finance &amp; HR</b>				
Treasury		10,505,199	(3,000,000)	Benefit arising from current low interest rates and strategy to use temporary borrowing at lower than budgeted interest rates.
Revenues	Supplies & Services	311,970	(79,075)	Underspends projected on postage and printing
Payroll	Income	(894,540)	(71,560)	Projected additional income generated from external business, mainly schools
Finance	Employees	1,215,120	(66,664)	Projected staffing underspend from part year vacant posts.
Variations Under £50k		1,638,815	(347,811)	Combination of underspends from part year vacant posts, additional income, bank charges and cash collection. Covid variation relates to overtime for staff undertaking Covid duties and also £28k loss of Court Fees income from April to June.
<b>Total Finance &amp; HR</b>		<b>12,776,564</b>	<b>(3,565,110)</b>	
<b>Policy &amp; Governance</b>				
Policy & Development	Employees	851,690	(200,000)	One off underspends from a number of part year vacant posts following the service restructure.
Variations Under £50k		(1,169)	22,081	Covid pressure arising from ensuring Elections were Covid safe.
<b>Total Policy &amp; Governance</b>		<b>850,521</b>	<b>(177,919)</b>	

## 2021/22 Revenue Budget Variations over £50,000

Description		Budget	Total Variation	Comments
		£	£	
<b>Children's Safeguarding &amp; Family Support</b>				
CIC Placements		17,389,447	1,721,999	There has been significant pressure on residential placement costs, with a number of existing placements becoming significantly more expensive due to the complexities and challenges being presented. In addition five young people have been placed on remand and with costs of £385 per day, this alone has added £546K to the projected costs for the year. However, since the last cabinet a number of young people have been successfully stepped down from residential placements which has mitigated some of the pressures. The placement budget is based on a detailed model which reflects anticipated placement numbers and costs. Work is ongoing to review the current projections and reflect the latest information available for planned cessations (adoption, stepdown, reunification).
Post 18 Staying Put & Leaving Care Support		428,208	138,198	The demography of higher cost placements, with a significant number of teenagers approaching adulthood, has contributed to budget pressure in this area.
Health Funding		(400,000)	234,299	Health representatives now attend the weekly RAMP Panel to discuss new placement costs. They are involved in all discussions where the service considers there to be a requirement for funding linked to health needs. This increased engagement has been helpful and led to contributions from health increasing compared to 2020/21. This increased engagement is to be reinforced by meetings with the CCG to discuss existing placements where the child or young person has health needs.
Staffing - salaries		13,255,425	(442,006)	There have been a number of vacancies during the year, which have contributed to this underspend. Recruitment is proving increasingly challenging for T&W, reflecting the national situation and this is beginning to push up agency costs (see below). Work is underway to address this by ensuring that our recruitment package is competitive for areas of staffing pressure.
Staffing - Agency Costs		160,000	205,217	Agency staff are covering maternity/sickness absence in the service, but also increasingly covering for posts which are proving difficult to recruit to.
Staffing - Family Safeguarding Model		0	512,588	Grant funding will contribute to the costs of the Family Safeguarding initiative which has commenced this year (see matching income below).
Grant funding drawn down for Family Safeguarding project		0	(512,588)	
Contribution from Reserves		(578,991)	(111,916)	
Children with Disabilities		1,198,298	(123,275)	This area spent less in 2020/21 than the 2021/22 budget, but it is expected that as CV19 restrictions reduce, activity will return to more usual levels.
Children in Care Adoption Allowances		291,400	(47,900)	



## 2021/22 Revenue Budget Variations over £50,000

Description		Budget £	Total Variation £	Comments
Joint Adoption Service		774,417	51,972	External adoption agency fees have led to the forecast overspend. The 2021/22 outturn for this area will also potentially be impacted by the ongoing review of the Adoption Support Fund being undertaken by Shropshire, as this will determine whether the current assumptions for monies claimed but needing to be returned are accurate.
Under £50k		3,619,000	610,227	Contributors to the variance include legal costs, assessment fees and contributions to property adaptations.
<b>TOTAL</b>		<b>36,137,205</b>	<b>2,236,815</b>	
Independent Review - Staffing		701,610	(97,008)	
Independent Review - Under £50k		193,849	12,361	
<b>Total Children's Safeguarding &amp; Family Support</b>		<b>37,032,664</b>	<b>2,152,168</b>	
<b>Education &amp; Skills</b>				
Traded Advisory Service		88,081	68,935	The Department for Education (DfE) has announced that the amount of School Improvement Grant allocated from September 2021 will be reduced to reflect academy conversions in local authorities in recent years. The projections reflect this reduction.
Home to school transport		2,854,632	503,428	There is an existing pressure in this area which has been exacerbated by a sharp increase in taxi costs from September 2021. There are a number of factors contributing to this. Competition in the local area has reduced. Subsequently the largest local operator increased prices by 20% and in addition the local market for taxi drivers is tight, leading to upward pressure on costs. A number of initiatives are underway to address these issues, including: <ul style="list-style-type: none"> <li>• Work to develop market – given lack of competition and increased costs of transport/taxis.</li> <li>• Seek continued efficiencies by reviewing routes and retendering and moving away from high cost provision.</li> <li>• Increasing the take-up Personal Transport Budgets to encourage alternative transport options (and enabling Dedicated Schools Grant (DSG) to be utilised for high needs pupils).</li> <li>• Significantly increase numbers of young people receiving travel training.</li> <li>• Providing minibus transport rather than taxis where possible and re-tendering of taxi contracts.</li> </ul>
Post 16 transport		295,970	158,536	There is an existing pressure in this area, due to a number of post 16 young people with high needs needing individual transport arrangements. As with pre 16 transport this pressure has been supplemented by a sharp increase in taxi costs from September.
Work Ready, Life Ready		530,934	59,721	Education Business Partnership income is currently projected to be lower than budgeted because the usual work experience placements in the Spring weren't able to take place because of CV19 restrictions in place at the time. The service generates income from schools for each placement.

## 2021/22 Revenue Budget Variations over £50,000

Description		Budget £	Total Variation £	Comments
Skills Service Delivery		(109,352)	125,432	There is an existing pressure in this area. The service continues to seek to identify ways to achieve efficiencies, but the impact of CV19 on normal income generating activities has made this more challenging.
Arthog		292,626	336,299	Summer term bookings for Arthog have been fundamentally impacted by restrictions caused by CV19. Since lockdown began in 2020, Arthog's ability to operate has been severely restricted. The financial projections currently assume that from Autumn onwards a more normal pattern of activity is resumed.
Variation under £50K		9,926,837	(136,134)	
<b>Total Education &amp; Skills</b>		<b>13,879,728</b>	<b>1,116,217</b>	
<b>Adult Social Care</b>				
Long Term Care Purchasing	Residential/Residential(Dementia) care, Nursing/Nursing (Dementia) care, Homecare, Direct Payments, Shared Lives, Supported Accommodation and Supported Living, Daycare: Spot and Block contracts	57,847,675	2,769,068	Long term block and spot care expenditure pressure currently forecast.
Purchasing - Short Term Reablement care (through BCF)	Bed based care and homecare for up to six weeks	3,114,795	3,140,985	Current projected enablement gross spend. This will be partly offset by income from the CCG as part of the risk share agreement and further income, also from the CCG, which relates to specific initiatives and Covid related costs-see below
Income	Recharges to the CCG		(1,529,170)	This income covers costs arising from services commissioned by the Local Authority where funding is held by the CCG or is Commissioned on behalf of the CCG.i.e. Hospital Discharge Programme, Winter Pressures etc.
Income	Joint Funding	(1,681,218)	(718,782)	Additional funding projected relating to clients who have part of their care funded by the CCG. There is still a small amount of recharges unpaid relating to 20/21 and some differences relating to the quarter 1 recharge, but these are actively being chased by ASC Finance. Any reduction in the amount payable will have an adverse impact on this reported position.
Operational Teams	All team costs and non controllable spend	9,654,597	422,988	Following a review of agency numbers and spend to date it now seems likely that agency workers will be extended longer than projected earlier on in the financial year and so this variance is based on the assumption that all current SW agency staff will remain until March 22. This is due in part to difficulties recruiting to Social Worker vacancies and the increase in clients during 2021.

## 2021/22 Revenue Budget Variations over £50,000

Description		Budget	Total Variation	Comments
		£	£	
Variation under £50K		(20,953,808)	(47,456)	(500,000) Agreed use of reserves to offset increased short-term care costs as agreed in the budget strategy
<b>Total Adult Social Care</b>		<b>47,982,041</b>	<b>3,537,633</b>	
<b>Health, Wellbeing &amp; Commissioning</b>				
Sexual Health Services		190,000	(253,921)	This is due to reduced service capacity and attendance due to COVID-19 in both the integrated sexual health service and primary care. Activity is starting to increase with additional clinic being delivered to meet an increasing demand.
0-19 Commissioning		0	(223,902)	Additional implementation funding which was awarded to the provider on a non-recurring basis to support new developments to meet the service needs, was not implemented as a result of COVID-19. The service is now fully operating and therefore this work is now progressing.
Stop Smoking Service		7,904	(107,219)	There are vacancies within the team but plans are being progressed to recruit to these posts, which are needed to deliver elements of the Health Inequalities plan. In addition there is an underspend against the prescribing budget as a result of problems with the national supply chain. Discussions are taking place with the CCG and local medicines management to agree pathways to address this.
Library Service		1,392,207	84,240	Full year savings target not yet achieved due to delay in implementation of restructure and loss of income from Book fines/photocopying due to library closures due to Covid -19.
Health Protection Contribution to Public Health Reserve		50	(73,384) 705,234	Use of Public Health Grant to fund Health Protection SDM freeing up base budget Eligibility criteria determining the use of Public Health grant result in the unapplied grant (due to reduced expenditure on eligible services) being carried forward
Variation under £50K		804,786	(129,900)	
<b>Total Health, Wellbeing &amp; Commissioning</b>		<b>2,394,947</b>	<b>1,148</b>	
<b>Neighbourhood &amp; Enforcement Services</b>				
New Roads & Streetworks Act	Various	(448,130)	(148,828)	Underspend predominately arising from part year vacant posts £106k, plus additional income projected over and above income target for NRSWA.
Variations Under £50k		31,172,904	72,813	£20k income pressure from Ironbridge Car Parks
<b>Total Neighbourhood &amp; Enforcement Services</b>		<b>30,724,774</b>	<b>(76,015)</b>	

## 2021/22 Revenue Budget Variations over £50,000

Description		Budget	Total Variation	Comments
		£	£	
<b>Communities, Customer &amp; Commercial Services</b>				
Leisure	Income	(5,269,155)	688,636	Net shortfall projected against income due to the impact of closures and social distancing restrictions during Q1 as a result of Covid. Service Variations include income pressure from the closure of Newport Pool from December until the end of March for improvements to the pool and grant-funded works to reduce carbon emissions as part of our commitment to tackle climate change
Education Catering	Income - net of food costs	(3,189,085)	459,736	Net impact on School catering based on meal numbers up to October half term, with issues arising due to the numbers of children isolating. This does not account for any charges to schools for UIFSM not taken. The position is expected to remain challenging due to the number of Covid cases in schools.
Commercial catering	Income - net of food costs	(203,990)	180,214	Projected shortfall in income as Café Go and Ice Rink Café closed part year due to Covid plus allowance made for a lower customer capacity once open.
ICT - Corporate Income	Income	(332,345)	91,353	Shortfall anticipated against project income
ICT - External	Various	(54)	66,341	Projected shortfall in income due to the loss of income from one school academy chain, offset by reduction in Microsoft Enterprise Agreement below and securing new school contracts.
ICT - MFD's	Various	(104,191)	89,391	Shortfall against income from MFD's due to lower printing volumes as a result of home working. This loss assumes that staff return to the office for 2 days a week from the end of July. Corresponding underspends will be held within Service budgets.
ICT - Telephone Recharges	Various	(48,944)	(99,196)	Impact of reduction in VOIP charges.
Oakengates Theatre	Income	(528,510)	173,928	Covid pressure is due to net loss on income from shows for April to June. Service pressure reflects shortfalls in income anticipated for the rest of the year.
Co Operative Council	Income	(50,920)	50,920	Historic £75k private wire saving not able to be delivered, other savings identified to reduce this target to £51k. Proposal is to generate additional savings through delivery of carbon reduction projects funded by the climate change capital budget.
Customer Contact Centre	Employees	720,770	98,257	Not fully achieving the savings target of £104k. This is being covered by additional welfare reform grants being received by the Benefits team
Housing Benefit Subsidy	Various	(190,000)	399,266	£98k pressure due to lower level of recovery of overpayments. £78k pressure from B & B spend whereby no subsidy can be claimed back and also £785k lost subsidy from Charity landlords where only 60% subsidy can be claimed back.
Housing Benefit/Council Tax Support Team	Supplies & Services	158,388	(67,763)	Projected savings on Print and Postage costs.
Housing Benefit/Council Tax Support Team	Income	(910,075)	(89,461)	Projected additional grants achieved.

2021/22 Revenue Budget Variations over £50,000				
Description		Budget	Total Variation	Comments
		£	£	
Births, Deaths & Marriages	Various	(64,090)	64,073	Projected income shortfalls as a result of reduction in number of ceremonies in the early part of the financial year, however ceremonies are now returning to pre-Covid levels. This income shortfall is offset by reduction in staffing costs.
Other variations under £50k		13,848,404	(64,311)	
<b>Total Communities, Customer &amp; Commercial Services</b>		<b>3,836,203</b>	<b>2,041,384</b>	

2021/22 Revenue Budget Variations over £50,000				
Description		Budget	Total Variation	Comments
		£	£	
<b>Housing, Employment &amp; Infrastructure</b>				
Housing	Homelessness B&B gross cost	-	272,071	Homelessness gross cost of £272k estimated for the provision of Bed & Breakfast associated with 'Everyone In' including NRPF (no recourse to public funds) clients, This is an improved position from last year as a result of the anticipated benefit of the Next Steps programme from MHCLG.
	Homelessness B&B - Housing benefit Income	-	(191,934)	Housing benefit income to offset B&B Homelessness clients.
Private Sector Housing	Employees	-	55,647	Agency costs associated with backfilling long term sickness.
II&BS	Employees	(50,458)	53,303	PIOHS Capital funding no longer available to fund post.
Other under £50k		2,034,079	10,970	
<b>Total Housing, Employment &amp; Infrastructure</b>		<b>1,983,621</b>	<b>200,057</b>	
<b>Corporate Communications</b>				
<b>Total Corporate Communications</b>		<b>0</b>	<b>0</b>	
<b>Corporate</b>				
Council Wide Items (incl. Covid Funding)		(16,128,108)	(5,178,982)	
Shropshire Pension Fund	Compensation payments/prepayment discount		(477,000)	The benefit/discount received from prepaying the employers pension contribution in April 2020.
Purchase Rebates	Income	(172,500)	172,500	Impact of no dividend from WME in 2021/22.
Staff Miscellaneous	Employees	988,390	(165,730)	Underspend projected against pension charges from Shropshire Pension Fund
<b>Total Corporate</b>		<b>(15,312,218)</b>	<b>(5,649,212)</b>	
<b>Total</b>		<b>131,013,585</b>	<b>58,155</b>	
		131,013,585	58,155	
		131,013,585	58,155	

**Capital Approvals - by Service Area**

**Appendix 3**

<b>Slippage</b>							
Scheme	Service Area	Funding Source	21/22 £	22/23 £	23/24 £	Later Yrs £	
Climate Change	Communities, Customer and Commercial Services	Prudential	(1,500,000.00)	1,500,000.00			
Legacy Fund	Communities, Customer and Commercial Services	Prudential	(100,000.00)	100,000.00			
Integrated Transport	Neighbourhood & Enforcement Services	Prudential	(300,000.00)	300,000.00			
A442 Challenge Project	Neighbourhood & Enforcement Services	Grant	(1,652,634.08)	1,652,634.08			
Highways & Bridges Capital Maintenance	Neighbourhood & Enforcement Services	Prudential	(154,781.00)	154,781.00			
Highways/ Footpaths	Neighbourhood & Enforcement Services	Prudential	(337,000.00)	337,000.00			
Pride in Your High Street	Housing, Employment & Infrastructure	Prudential	(1,600,000.00)	1,600,000.00			
Pride in Your High Street	Housing, Employment & Infrastructure	Revenue	(1,000,000.00)	1,000,000.00			
Housing Investment Company	Prosperity and Investment	Prudential	(2,100,000.00)	1,100,000.00	1,000,000.00		
<b>Total</b>			<b>(8,744,415.08)</b>	<b>7,744,415.08</b>	<b>1,000,000.00</b>	<b>0.00</b>	

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## Agenda Item 8: Supported and Specialist Housing - SPD



“Accessible housing is a matter of national importance that needs to be addressed and the development of this new document is a huge step towards that.  
“It will help us lead the way with this agenda, assess housing need across the borough and drive the delivery of supported, specialist and accessible accommodation.”

Councillor Richard Overton, Deputy Leader and Cabinet Member for Housing,  
Enforcement and Transport

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**TELFORD & WREKIN COUNCIL**

**CABINET 06/01/22**

**HOMES FOR ALL – PROVIDING SPECIALIST, SUPPORTED AND ACCESSIBLE ACCOMMODATION IN TELFORD & WREKIN**

**REPORT OF DIRECTOR OF HOUSING, EMPLOYMENT & INFRASTRUCTURE**

**LEAD CABINET MEMBERS CLLR DAVID WRIGHT AND CLLR ANDY BURFORD**

**PART A) – SUMMARY REPORT**

**1. SUMMARY OF MAIN PROPOSALS**

1.1 Housing is a major contributor to good health and well-being. It is also the foundation upon which individuals can achieve quality of life and maintain healthy ageing. The Council's vision is of homes and communities that are inclusive, offering people places to live that meet their needs and provide them with independence, choice and control over their daily lives.

1.2 The Council is leading the field in delivering better housing, adopting a positive policy framework for better housing and making the cross sector and services links required for better housing. The Council are delivering now and its approach aligns with and pre-empts proposals set out by the Government in the White Paper '*People at the Heart of Care*'. The paper recognises the need to enable people to live independently for longer, this objective is at the heart of the Councils approach to social care, health and housing.

1.3 The Council has an excellent track record of delivering affordable housing in the borough. It consistently meets its affordable housing target with 30% of all new homes in the borough being available for affordable rent, social rent or shared ownership. This clearly demonstrates the Councils commitment and performance in delivering quality homes for all residents. In the last 10 years the supply of affordable housing has increased significantly to, on average, 300 homes per annum.

1.4 Over the next decade and beyond there will be an increase in the older and more vulnerable people in the borough with support needs. Planning now for a mix of housing that meets the needs of older people, residents

with disabilities, homeless and care leavers will help deliver better health and social care outcomes and relieve pressure on local NHS and social care services.

1.5 In March 2020 the Council adopted its Supported & Specialist Accommodation Strategy. The purpose of the strategy was to provide an evidence base around supported and specialist accommodation needs as well as an 'ask / offer' to developers and providers to encourage investment into a wider range of housing in the borough.

1.6 'The Homes for All – Providing Specialist, Supported and Accessible Accommodation in Telford & Wrekin' Supplementary Planning Document (or SPD) is consistent with Local Plan Policies and provides more detailed guidance on how the relevant policies in the Local Plan can be implemented. Further, it supports the delivery of the Councils strategy of providing better homes for all. The SPD provides guidance on accommodation to meet the needs of older people, for people with disabilities, people with care/support needs (such as dementia) as well as more accessible general needs housing, building standards, design and site selection. The SPD applies to affordable and open market housing provision.

1.7 The Council are already leading on delivery through the creation of an intergenerational community at Donnington Wood, via Nu Place with affordable homes, extra care and supported living accommodation. The SPD will drive delivery to meet need, provide certainty to developers and investors and empower the most vulnerable in our community.

## **2. RECOMMENDATIONS**

**2.1 Cabinet approve the use of Homes for All Supplementary Planning Document for use in determining planning applications within the Borough of Telford & Wrekin.**

## **3. IMPACT OF ACTION**

3.1 The SPD will assist in the implementation of relevant Local Plan Policies.

3.2 The SPD will aid the delivery of much needed specialist, supported and accessible housing in the borough by providing developers and scheme promoters with a clear understanding of the Councils requirements.

3.3 The SPD will support the wider efforts of the Council to plan for and deliver better social care and health services in the borough by enabling independent supported living.

#### 4. SUMMARY IMPACT ASSESSMENT

<b>COMMUNITY IMPACT</b>	Do these proposals contribute to specific Co-Operative Council priority objective(s)?	
	Yes	<ul style="list-style-type: none"> <li>• Every child, young person and adult lives well in their community</li> <li>• All neighbourhoods are a great place to live</li> <li>• A community-focussed, innovative council providing efficient, effective and quality services.</li> </ul>
	Will the proposals impact on specific groups of people?	
	Yes	The SPD will help deliver housing to meet the needs of a range of residents including older people, people with disabilities and vulnerable people such as care leavers.
<b>TARGET COMPLETION/DELIVERY DATE</b>	SPD will come into force following adoption at 6 January Cabinet.	
<b>FINANCIAL/VALUE FOR MONEY IMPACT</b>	Yes	<p>The Supplementary Planning document will provide additional detailed guidance for developers, providers, landowners and the community to assist in delivering specialist, supported and accessible housing within the Borough.</p> <p>It will also influence the funding and investment decisions of others which will help shape the development of appropriate specialist housing to benefit the community with improved outcomes for individuals.</p> <p>The SPD will allow the Council to continue to make the most effective use of its resources and support the efficient delivery of the Planning application process and will not require additional resources to implement the SPD.</p> <p>AEM 01/12/2021</p>
<b>LEGAL ISSUES</b>	Yes	SPDs cannot introduce new Local Plan Policies but they can provide more detailed guidance on

		<p>how policies in the Local Plan can be implemented. The more consistent they are with the related Local Plan policies, the more weight they will have in any determination. SPDs must not conflict with the Local Plan.</p> <p>The policies within the Council's Local Plan attract significant weight when determining planning applications because proposals should be determined in accordance with the Development Plan unless material considerations indicate otherwise. However, SPDs are not Local Plan policies. In their preparation, SPDs are not subjected to the same consultation/examination etc process as Local Plans and do not form part of the Council's Development Plan. As a consequence, if approved, this SPD would be a material consideration in the determination of planning applications but would not have the same weight in decision making as a Local Plan Policy.</p> <p>Approval of an SPD is a Cabinet function. (IR01.12.21)</p>
<b>OTHER IMPACTS, RISKS &amp; OPPORTUNITIES</b>	Yes	<p>The SPD will help increase the supply of specialist, supported and accessible homes within the borough.</p> <p>The introduction of planning guidance through the SPD will help applicants when considering how best to comply with the requirements of the relevant housing Local Plan policies and so reduce the level of officer engagement on planning applications that would otherwise be required to assess development schemes.</p>
<b>IMPACT ON SPECIFIC WARDS</b>	No	Borough wide impacts.

## **PART B) – ADDITIONAL INFORMATION**

### **5. INFORMATION**

#### Introduction

5.1 Telford & Wrekin Council is taking a proactive and positive role in delivering 'better homes for all'. To support the Council's strategic approach to ensuring people have access to the type of homes they need it has adopted an overall Housing Strategy 2020-25. The housing strategy has three key objectives:

- **Objective 1:** To create sustainable, accessible, affordable and integrated communities
- **Objective 2:** To make best use of our existing homes
- **Objective 3:** To provide homes to support and empower our most vulnerable people

5.2 To further support the Council's overall housing strategy a Supported & Specialist Housing Strategy has been adopted. This sub strategy sets out:

- The Council's vision for supported and specialist accommodation in the borough
- Investment & development opportunities for supported and specialist accommodation in the borough
- Why developers should invest in Telford & Wrekin and what support the Council can offer; and
- A comprehensive assessment of supported and specialist accommodation needs in the borough

5.3 The '*Homes for All*' SPD furthers the Council's strategy and provides planning guidance and a basis for care providers, registered housing associations and developers bringing forward the development of specialist, supported and accessible homes.

5.4 The Council have an excellent track record on meeting housing needs including affordable housing with on average a third of all new homes being either social / affordable rent or shared ownership (circa 300/pa). The Council will continue to work with registered housing providers to deliver homes that are not only affordable but also meet the need for specialist, supported and accessible accommodation. The Council deliver 40% of its affordable housing through Section 106 agreements and 60% through other sources including Homes England Grant funding.

5.5 The Government White Paper '*People at the Heart of Care*' is out for consultation. The document sets out a national approach which follows the

work the Council have been leading on locally to align housing, health and social care agendas. This includes direct delivery of supported, specialist and accessible housing through Nu Place and Telford & Wrekin Homes, the creation of an intergenerational community and Donnington Wood, the Independent Living Centre, the Virtual House and the adoption of the Supported and Specialist Accommodation Strategy

5.6 The White Paper is focussed on making every decision about care a decision about housing which is welcomed by the Council and is aligned to the approach the Council are currently delivering on. The paper includes funding proposals, but these do not go far enough to address the gap in provision. These include:

- £300m to integrate housing into local health and care strategies to develop local strategic leadership, innovative models of delivery and widen the range of supported housing options.
- £150m of additional funding to drive greater adoption of technology and digitisation to support independent living
- £210m for Care and Supported Specialised Housing up to 2025

5.7 The Council are awaiting the outcome of the Governments '*Raising accessibility standards for new housing*' consultation that concluded in September 2020. The consultation set out five options to help raise the standard of accessibility in new homes based on the standards set out in the building regulations. These largely focussed on the option to make M4 (2) standards apply to all new homes or to increase the minimum M4 (1) standards. The Government are yet to report on the outcome of the consultation. The Council are supportive of the proposals to make all homes more accessible by applying M4 (2) standards as a minimum to all new housing developments.

### Summary of needs

5.8 The Supported and Specialist Strategy set out the level of need arising the borough, by 2040 this includes the need for circa:

- 2,560 homes for older people for sale / shared ownership / rent
- 1,210 extra care / nursing care spaces to meet older people's needs
- 125 homes for residents with learning difficulties
- 130 homes for adults with physical difficulties
- 55 homes of adults with complex and challenging learning disabilities
- 600 homes for people at risk of homelessness or non-assessed mental health needs.
- 190 homes for vulnerable young people



5.9 The assessment of need summarised above was based on; identification of current and future supply, intelligence from local stakeholders and identification of factors driving demand for accommodation locally.

5.10 Local Plan policy 'HO4 Housing Mix' states *"The Council will require major developments to deliver a mix of housing types, sizes and tenures to meet a range of household needs"* it goes on to say that *"The Council will require major development to deliver housing that will meet the changing needs of households over time including the needs of an ageing population"*. The level of identified need provides a clear evidence base for the introduction of the SPD including the need to enable and support delivery of housing to meet this need across the borough.

5.11 The Council are directly investing and supporting the delivery of a number of developments that include specialist, supported and accessible accommodation through its wholly owned housing company Nu Place.

5.12 This approach helps to demonstrate; feasibility of delivery and the Council leading by example. A summary of schemes is included below:

- **Maples Fields, Wellington** – included 19 specialist homes targeted to older residents and / or those requiring an accessible property or wheelchair access.
- **Donnington Wood Way** – An intergenerational community of 329 homes with 57% made up of 186 affordable homes. The affordable housing includes - 76 bed Extra Care facility (including 12 specialist dementia care apartments) and a 20 bed supported living accommodation.
- **Former New College site** – Proposals for a mixed community retirement apartments, retirement bungalows and open market homes close to Wellington Town Centre

#### Support for adult social care and health & wellbeing outcomes

5.13 The SPD supports the improvement of social care and health & wellbeing outcomes in the borough. Not least enabling residents across a range of ages to live independently for longer. Supported independent living improves mental and physical health and provides the additional benefit of reducing financial pressures on public services including the NHS and the Council.

5.14 The Council has been at the forefront of addressing these issues across a number of services including social care, public health, housing and children services. This includes innovations such as the Independent

Living Centre and Virtual House which allow users to test adaptations in a household environment.

5.15 Further to this there is a general trend that supports the need for specialist, supported and accessible accommodation including:

- Over half of the population increase the borough will experience over the next decade is expected in the over-65 age group.
- The proportion of working age adults who report having a long term illness or disability is higher than the national average and increases with age, rising from 7.6% of 25-34 year olds to 29.6% of 55-64 year olds.
- People aged 65+ also report higher levels of long term limiting illness or disability than the national average and rates increase with age, from 39% of people aged 65-69, to 86% of those aged 85+.

#### Purpose and content of SPD

5.16 The purpose of the SPD provides additional detailed guidance to developers, providers, landowners and the community on the Council's approach to assist in the delivery of specialist, supported and accessible housing. The purpose of the SPD is to help implement Local Plan policy and drive the market in delivering supported and specialist housing that meets the evidenced needs in the borough. The guidance will help shape investment opportunities through the type, location and design of accommodation provided.

5.17 The following definitions from the Council's Supported & Specialist Housing Strategy will also be used:

- **Supported Living** - where care and/or support is a core part of the housing offer.
- **Specialist accommodation** - housing that is specifically for people with particular needs or characteristics, e.g. age-designated housing or adapted/wheelchair accessible but where there may not be care or support directly linked.
- **General needs/mainstream housing** - designed for all but where it might also suit those with particular needs and characteristics, for example with the addition of appropriate care and/or floating support or minor adaptations could accommodate some of our vulnerable residents.

5.18 The key areas of guidance and support the SPD addresses includes:

- Providing **greater clarity about the need for and the different types of specialist, supported and accessible housing** sought in the borough for older people, for people with disabilities, people with care/support needs as well as more accessible general needs housing;

- The **building standards** that apply to specialist and supported housing;
- **Design and site selection guidance** for specialist and supported housing schemes;
- **Guidance on the location of accessible housing** on development sites; and
- Setting out **how the Council will work with partners** to deliver specialist and supported housing.

5.19 The SPD can be applied to a range of application types recognising that adaptations for supported, specialist and accessible housing will be needed across a range of developments. This includes the need for small scale residential alterations to enable residents to live in their homes for longer. The guidance in the SPD can also be applied to the regeneration and re-use of existing building through applications of ‘change of use’. This will help support the delivery of sites in accessible locations such as town and district centre locations which are more accessible, close to shops, services and care needs such as GP’s.

5.20 The SPD sets out the Councils requirements for the delivery of accessible housing as defined in the Part M of the Building Regulations, this includes M4 (2) for accessible homes and M4 (3) for wheelchair accessible homes. Policy HO4 in the Telford & Wrekin Local Plan sets out the need for a mix of homes that meet the ‘changing needs of household’s overtime’, the clarification of accessible housing requirements supports this objective.

#### Telford & Wrekin Local Plan

- 5.21 The SPD provides additional detail to that set out in policies within the Telford & Wrekin Local Plan this includes:
- **Policy HO 4 – Housing mix** – major developments are required to deliver a mix of housing types, sizes and tenures to meet a range of household needs, including the needs of an ageing population, with properties built to the government’s nationally described space standard, provided this meets a specific need and does not threaten viability overall.
  - **Policies HO 5 and HO 6** – set out affordable housing requirements and delivery. Policy HO 5 requires schemes of 11 dwellings or more to deliver 25% affordable housing in Telford and 35% in Newport and the rural area. Policy HO 6 presumes on-site delivery of affordable housing, unless there are reasons why this would be inappropriate. The SPD applies for affordable housing schemes.
  - **Policy HO 7** – Specialist housing needs: Proposals within Class C2 and other forms of residential accommodation including retirement homes will be supported, provided it: Meets the specific need for

residents; is located in close proximity to community and support facilities, shops and services, and public transport connections; and Relates well to the local context in design, scale and form.

5.22 Registered housing providers and developers are reminded that where in place they should also take account of Parish led neighbourhood plans which provide further 'local' detail to policies contained in the Telford & Wrekin Local Plan.

#### Consultation

5.23 A 4 week consultation period was undertaken, this was targeted at registered housing providers, scheme providers, developers and Parish Councils. Respondents were supportive of the Councils approach.

5.24 The requirement to deliver accessible housing was raised at the consultation stage. Clarification of the Councils position in line with Local Plan policy HO4 has been provided. This sets out that where site constraints impact on the delivery of development and a developer can demonstrate a viability case the Council may vary the proportion of accessible housing requested.

#### Monitoring and review

5.25 The Government consulted on 'raising accessibility standards in new homes' in September 2020. They are yet to issue anything as a result of that consultation, however the Council recognise that the issue of accessible housing is clearly a matter of national importance that needs to be addressed now. The Council will address the implementation of consultation findings in any future updates of the SPD document.

### **6. PREVIOUS MINUTES**

None

### **7. BACKGROUND PAPERS**

- Telford & Wrekin Council – Supported & Specialist Accommodation Strategy (March 2020).

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# Supplementary Planning Document

## Homes for all:

Providing Accessible, Supported and Specialist Housing in  
Telford & Wrekin

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## Foreword

Housing is a major contributor to good health and well-being. It is also the foundation upon which individuals can achieve quality of life and maintain healthy ageing. The importance of an individual's home has been clearly shown during the Pandemic - housing will also be a key part of the local recovery and long term work on 'levelling up'.

The Council's vision is of homes and communities that are inclusive, offering people places to live that meet their needs and provide them with independence, choice and control over their daily lives. The Council will continue to work closely with local housing associations, developers and other organisations to ensure that there are good quality homes available for all people. The Council will help local people, in particular key workers and veterans, to find and sustain the homes they need. Support is also provided for young people leaving care to gain new skills, work opportunities and financial independence.

The borough's population is expected to increase from around 176,000 people to over 196,000 over the next decade, with over half of this population increase expected in the over-65 age group. The proportion of working age adults who report having a long term illness or disability is higher than the national average and increases with age, rising from 7.6% of 25-34 year olds to 29.6% of 55-64 year olds. People aged 65+ also report higher levels of long term limiting illness or disability than the national average and rates increase with age, from 39% of people aged 65-69, to 86% of those aged 85+.

Inclusive, spacious and accessible homes are important for everyone, allowing a home to be used throughout our entire lives as our needs change – only 9% of England's housing stock has basic accessibility features.<sup>1</sup> New homes should therefore not only be 'beautiful', but should also offer a good level of access and adaptability for people to live in or to visit. This will help to improve mental well-being, transform people's lives for the better and save vital public funds.

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<sup>1</sup> [https://www.housinglin.org.uk/\\_assets/Resources/Housing/OtherOrganisation/2018-19\\_EHS\\_Adaptations\\_and\\_Accessability\\_Fact\\_Sheet.pdf](https://www.housinglin.org.uk/_assets/Resources/Housing/OtherOrganisation/2018-19_EHS_Adaptations_and_Accessability_Fact_Sheet.pdf)



# 1. Scope and intention of this document

## Introduction

Telford & Wrekin Council (the Council) is taking a proactive and positive role in delivering 'better homes for all'. To support the Council's strategic approach to ensuring people have access to the type of homes they need, it has adopted an overall Housing Strategy 2020-25.

The housing strategy has three key objectives:

Objective 1: To create sustainable, accessible, affordable and integrated communities

Objective 2: To make best use of our existing homes

Objective 3: To provide homes to support and empower our most vulnerable people

To further support the Council's overall housing strategy a Supported & Specialist Housing Strategy has been produced which sets out:

- The Council's vision for supported and specialist accommodation in the borough
- Investment & development opportunities for supported and specialist accommodation in the borough
- Why developers should invest in Telford & Wrekin and what support the Council can offer; and
- A comprehensive assessment of supported and specialist accommodation needs in the borough

Delivery of the Council's housing strategy is underpinned by the Telford & Wrekin Local Plan (2018). Evidence supports a more defined position on accessible and adaptable housing for rent and sale (open market and affordable housing). Accessible and adaptable housing enables people to live more independently, while also saving on health and social costs in the future.

The Council is working proactively to integrate health, social care and commissioning of accommodation to meet residents' needs. This has seen a move away from institutional accommodation and a move towards more independent supported living. This will help deliver intergenerational communities, allow people to live well, safely and more independently in their homes for longer.

## The purpose of this guidance

This Supplementary Planning Document (SPD) sets out the Council's long term vision to ensure that all new homes are accessible, adaptable and well-designed to enable people to live independently and comfortably. This includes:

- Providing greater clarity about the need for and the different types of accessible and adaptable housing, and supported and specialist housing sought in the borough
- The building standards that apply to accessible and adaptable, supported and specialist housing
- Guidance on the location of accessible housing on development sites
- Design and site selection guidance for supported and specialist housing schemes; and

- Setting out how the Council will work with partners to deliver supported and specialist housing.

The purpose of this SPD is to drive the market in delivering supported and specialist housing that meets the evidenced needs in the borough. The guidance should shape investment opportunities through the type, location and design of accommodation provided.

Traditionally, specialist needs housing has often been thought of as bungalows and apartments, but the range promoted continues to grow and evolve. It is important that a mix of housing options are available in the borough to widen the local offer, enhance the resilience and prosperity of our communities and address the different needs of residents of all ages including those with disabilities or other care/support needs.

**This document will come into force on 6 January 2022. Outline planning applications that have been submitted prior to this date and are awaiting determination will be determined against the relevant Local Plan policies and guidance in this SPD. Full applications that have not been determined or sites with planning permission, on the above date, will not be subject to this guidance; however, any new applications on these sites will be assessed against this guidance.**

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## 2. Definition of accessible, supported and specialist housing

### Accessible and adaptable housing

Accessible and adaptable housing is built to the optional technical standards set out in the Building Regulations 2010 Approved Document M which supersedes the former Lifetime Homes concept<sup>2</sup>.

The standards are:

- **M4(2) Category 2: Accessible and adaptable dwellings** – where a new dwelling makes reasonable provision for most people to access the dwelling and incorporates features that make it potentially suitable for a wide range of occupants, including older people, those with reduced mobility and some wheelchair users.
- **M4(3) Category 3: Wheelchair user dwellings** – where a new dwelling makes reasonable provision, either at completion or at a point following completion, for a wheelchair user to live in the dwelling and use any associated private outdoor space, parking and communal facilities that may be provided for the use of the occupants.

### Supported and specialist housing

The following definitions from the Council's Supported & Specialist Housing Strategy will also be used:

- **Supported Living:** where care and/or support is a core part of the housing offer.
- **Specialist accommodation:** housing that is specifically for people with particular needs or characteristics, e.g. age-designated housing or adapted/wheelchair accessible but where there may not be care or support directly linked.
- **General needs/mainstream housing:** designed for all but where it might also suit those with particular needs and characteristics, for example with the addition of appropriate care and/or floating support or minor adaptations could accommodate some of our vulnerable residents.

The National Planning Policy Framework (NPPF, 2021) provides definitions of accommodation for older people and people with disabilities (see section 3 below) that are consistent and compatible with the Council's definition of supported and specialist housing.

The term 'older people' covers a range of people with differing needs and can include both people who are active or who have mobility needs. These can be addressed through a number of housing options either within specialist housing (for example, extra care housing, retirement housing, sheltered housing, retirement villages, continuing care communities, residential and nursing care homes); or mainstream housing (that is, people living independently in their own home, if necessary with some adaptations to their properties) depending on the level of care and support provided.

In addition to specialist and mainstream housing suited to the needs of older people, the category of 'supported living' will include, as set out in government policy<sup>3</sup>:

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<sup>2</sup>[https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/540330/BR\\_PDF\\_AD\\_M1\\_2015\\_with\\_2016\\_amendments\\_V3.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/540330/BR_PDF_AD_M1_2015_with_2016_amendments_V3.pdf)

<sup>3</sup> Government Policy statement on rents for social housing (MHCLG; 2019)

- Accommodation that has been designed, structurally altered or refurbished in order to enable residents with support needs to live independently; and
- Accommodation that has been designated as being available to individuals within an identified group with specific support needs.

In the context of this definition, 'specific support needs' includes:

- Domestic violence refuges
- Hostels for the homeless
- Support for people with drug or alcohol problems
- Support for people with mental health problems
- Support for people with learning disabilities
- Support for people with disabilities
- Support for offenders and people at risk of offending
- Support for young people leaving care
- Support for teenage parents; and
- Support for refugees

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## 3. Policy context

### National context

#### National Planning Policy Framework

The National Planning Policy Framework (NPPF; 2021) sets out the government's planning policies for England and how these should be applied. The NPPF housing policy states that the needs of groups with specific housing requirements are addressed. This includes the housing needs of older people and people with disabilities, which provides the context for preparing local housing needs assessments (such as the Council's Supported & Specialist Housing Strategy). The NPPF provides the following definitions in its glossary:

- **Older people:** People over or approaching retirement age, including the active, newly-retired through to the very frail elderly; and whose housing needs can encompass accessible, adaptable general needs housing through to the full range of retirement and specialised housing for those with support or care needs.
- **People with disabilities:** People have a disability if they have a physical or mental impairment, and that impairment has a substantial and long-term adverse effect on their ability to carry out normal day-to-day activities. These persons include, but are not limited to, people with ambulatory difficulties, blindness, learning difficulties, autism and mental health needs.

#### Planning Practice Guidance

The government's Planning Practice Guidance (PPG) provides further detail on different policies in the NPPF. Guidance is grouped by topic area into a web-based resource and regularly updated, sections are relevant to this SPD as summarised below.

- **Housing for older and disabled people:**<sup>4</sup> guidance for preparing planning policies on housing for older and disabled people. The guidance covers accessible and adaptable housing, the different types of specialist housing for older people (covered elsewhere in this SPD), considering inclusive design from the outset of the development process, designing age-friendly places that are accessible for all and addressing the needs of people with dementia.
- **Housing optional technical standards:**<sup>5</sup> guidance on the government's approach for setting technical standards for new housing. The optional accessibility, adaptability and wheelchair standards in new dwellings should be based on the need for requirement M4(2) (accessible and adaptable dwellings), and/or M4(3) (wheelchair user dwellings), of the Building Regulations.<sup>6</sup>

The government has consulted<sup>7</sup> on options to raise accessibility standards for new homes, which considers the existing optional accessible and adaptable standard for homes and the wheelchair user standard. The outcome of this consultation is awaited; however, it is linked with ongoing work on a National Strategy for Disabled People.

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<sup>4</sup> <https://www.gov.uk/guidance/housing-for-older-and-disabled-people> Published 26 June 2019

<sup>5</sup> <https://www.gov.uk/guidance/housing-optional-technical-standards> Published 27 March 2015

<sup>6</sup> <https://www.gov.uk/government/publications/access-to-and-use-of-buildings-approved-document-m> Last updated 19 July 2020

<sup>7</sup> <https://www.gov.uk/government/consultations/raising-accessibility-standards-for-new-homes>

## Use Classes

Planning legislation<sup>8</sup> puts uses of land and buildings into various categories known as 'Use Classes'. Supported and specialist housing can fall within the following use classes:

- **C2 Residential institutions:** Residential care homes, hospitals, nursing care homes, boarding schools, residential colleges and training centres.
- **C3 Dwelling houses:** Use as a dwelling house (whether or not as a sole or main residence):
  - a. By a single person or by people living together as a family
  - b. By not more than six residents living together as a single household and receiving care; or
  - c. By not more than six residents living together as a single household (other than a use within Class C4 – Houses in multiple occupation).

When determining whether a development for specialist housing for older people falls within C2 (Residential Institutions) or C3 (Dwelling house) of the Use Classes Order, consideration will be given to the level of care and scale of communal facilities provided.<sup>9</sup> Developers are encouraged to seek pre-application advice from the Council to establish whether their proposal may be classified as C2 or C3. The Council's approach is as follows:

- Extra care housing schemes (class C3) will generally have a more flexible approach offering self-contained homes to residents who may need care at the time they move in or may develop a need for care over time. Many extra care housing schemes (C3) seek to maintain a balance between people with relatively high care needs and people with lower needs in order to enable informal community support.
- Class C2 schemes will generally offer non-self-contained accommodation on a licence with the fee paid including both accommodation and care costs. One of the core criteria for a scheme to be identified as a care scheme (class C2) is that every resident must be in need of care and contracted to receive, and be in receipt, of at least two hours of personal care per week. This includes physical assistance in connection with:
  - eating and drinking
  - toileting
  - washing and bathing
  - dressing
  - oral care
  - the care of skin, hair and nails

## Care Act

The Care Act (2014) requires local authorities to help develop a market that delivers a wide range of sustainable high-quality care and support services that will be available to their communities. The Council should work with local people partners, like the NHS, to think about what types of services may be needed now and in the future.

Both the Health and Social Care Act 2008 (Regulated Activities) Regulations 2014, and the Care Quality Commission (Registration) Regulations 2009 set out standards for care quality and safety and requires care providers to register with the Care Quality Commission who are responsible for ensuring the safety and quality of health and social services provided.

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<sup>8</sup> The Town and Country Planning (Use Classes) Order 1987 (as amended)

<sup>9</sup> Housing for older and disabled people, Paragraph: 014 Reference ID: 63-014-20190626 (26 June 2019)

### People at the Heart of Care – White Paper (December 2021)

The recently launched White Paper ‘People and the Heart of Care’ sets out the Government’s approach to integrating housing, social care and health and making every decision about care a decision about housing. The paper sets out funding proposals to support delivery including:

- £300m to integrate housing into local health and care strategies to develop local strategic leadership, innovative models of delivery and widen the range of supported housing options.
- £150m of additional funding to drive greater adoption of technology and digitisation to support independent living
- £210m for Care and Supported Specialised Housing up to 2025

The White Paper is aligned to the approach the Council is already delivering on, however the funding proposals will still leave a significant gap that will need to be met through direct intervention by Local Authorities and private sector.

### Raising Accessibility Standards for New Homes – Consultation (September 2020)

The consultation set out five options to help raise the standard of accessibility in new homes based on the standards set out in the building regulations. These largely focussed on the option to make M4 (2) standards apply to all new homes or to increase the minimum M4 (1) standards. The Government are yet to report on the outcome of the consultation. The Council are supportive of the proposals to make all homes subject to M4 (2) standards as a minimum.

### Local context

#### Telford & Wrekin Local Plan

The Telford & Wrekin Local Plan was adopted in January 2018 and forms part of the development plan for the borough for the period 2011-31. The following policies are relevant to this SPD:

- Policy HO 4 – Housing mix: major developments are required to deliver a mix of housing types, sizes and tenures to meet a range of household needs, including the needs of an ageing population, with properties built to the government’s nationally described space standard<sup>10</sup>, provided this meets a specific need and does not threaten viability overall.
- Policies HO 5 and HO 6 set out affordable housing requirements and delivery. Policy HO 5 requires schemes of 11 dwellings or more to deliver 25% affordable housing in Telford and 35% in Newport and the rural area. Policy HO 6 presumes on-site delivery of affordable housing, unless there are reasons why this would be inappropriate.
- Policy HO 7 – Specialist housing needs: Proposals within Class C2 and other forms of residential accommodation including retirement homes will be supported, provided it:
  - Meets the specific need of residents
  - Is located in close proximity to community and support facilities, shops and services, and public transport connections; and
  - Relates well to the local context in design, scale and form.

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<sup>10</sup> <https://www.gov.uk/government/publications/technical-housing-standards-nationally-described-space-standard>

- Policy NE 4 – Public open space: Major development should provide and/or contribute to the provision of multi-functional open space which serves and meets the needs of the development as well as local and wider needs.
- Policy C 1 – Promoting alternatives to the car: The Council will require, where applicable and viable, major development in urban areas and on a case by case basis in the rural area, to meet criteria that encourage the use of more sustainable modes of travel.
- Policy C 5 – Design of Parking: Sets out parking design requirements. The parking standards in Appendix F of the Local Plan are set out by use class and include (where applicable) car, cycle and disabled car parking standards.
- Policy BE 1 – Design criteria: The policy lists design criteria against which all planning applications will be assessed. This includes factors such as integrated design, landscape, connections, a secure environment, healthy living and energy efficiency.
- Policy BE 2 – Residential alterations: The policy covers alterations and extensions of dwellings, setting out criteria against which applications will be assessed.
- Policy ER 1 – Renewable energy: The policy sets out the Council’s approach to renewable energy schemes and supports renewable energy solutions as part of new developments.

The distinction between Class C2 and Class C3 accommodation will guide application of several Local Plan policies, for example HO 5 (affordable housing), NE 4 (public open space) and C 5 (design of parking). Supported and specialist housing that provides self-contained dwellings will require affordable housing in accordance with Policies HO 5 and HO 6 of the Local Plan, having regard to overall scheme viability.

#### Neighbourhood plans

A Neighbourhood Development Plan is prepared by a parish council or neighbourhood forum for a designated neighbourhood area and can set out policies and site allocations for development in the local area. They can form part of the development plan for the borough once they have been approved at a local referendum. Five neighbourhood plans have been approved in Telford & Wrekin and more are being prepared.<sup>11</sup>

Where schemes come forward in areas covered by a Neighbourhood Plan developers should review the policy requirements within that plan alongside the Local Plan and this Supplementary Planning Document.

#### Climate change

The Council declared a Climate Emergency on 25 July 2019 and has committed to ensuring that its operations and activities are carbon neutral by 2030. An action plan has been prepared which sets out how the Council will seek to reduce its carbon footprint. The plan sets out several actions related to specialist, supported and accessible housing including support for carbon reduction in new developments and sustainable transport provision.

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<sup>11</sup> Details of neighbourhood plans: [https://www.telford.gov.uk/info/20453/neighbourhood\\_planning](https://www.telford.gov.uk/info/20453/neighbourhood_planning)



## 4. Building standards for different types of accessible, specialist and supported housing

### Accessible and adaptable housing requirements for specialist and supported accommodation

Ground floor apartments should be built to requirement M4 (2). Where the Council requires that M4 (2) or M4 (3) dwellings are flats above ground level then a passenger lift must be provided to achieve step-free access.

The Council requires specialist housing for older people to be built to the Building Regulation standards contained in Approved Document M. Specifically each type of housing should meet the requirements set out in Table 3 below. Accommodation including age restricted housing, retirement housing and/or extra care housing, depending on the level of care provided and ability to carry out daily living functions independently is likely to fall within Use Class C3. Care and nursing homes are likely to fall within Use Class C2.

Table 1. Older people’s specialist housing requirements

Type of Older People’s Specialist Accommodation	Sub type	Use Class	Building category
Age restricted / age exclusive independent accommodation		C3	M4(2): Category 2
Specialist housing for older people	Retirement housing	C3	M4(2): Category 2 and/or M4(3): Category 3
	Extra care housing	C3	M4(2): Category 2 or M4(3): Category 3
Nursing care homes		C2	M4(3): Category 3

Requirements for supported and specialist housing that is suitable for people with learning disabilities can vary; as such, they should be discussed and confirmed with the Council’s Adult Social Care teams.

### Adapting homes to meet needs

The Government’s reform of Health and Adult Social Care is underpinned by the principle of sustaining people at home for as long as possible.

Achieving an appropriate housing mix is essential to creating sustainable, inclusive and balanced communities. Well-designed and accessible homes that respond to changing demographic needs, provide ‘future-proof’ housing and enable people to live independently for longer, are important for their health and wellbeing while also helping to reduce the costs of adult health and social care.

This SPD supports delivery of specialist housing that can reduce the long term costs of social care, both for individuals and for the Council and a range of accessible homes that will help people to deal with a range of life events including the housing needs of our ageing population in Telford & Wrekin.

It is recognised that the cost of adapting or providing homes that allow people to live independently for longer is far more cost effective than providing for longer term care needs in a residential environment. Independent living helps to reduce the cost burden on the broader public sector including the NHS and Local Authorities. Given the ageing population both nationally and in Telford

& Wrekin providing homes built to a standard that supports independent living is an increasingly important consideration.

This includes alterations to existing residential properties which may help people to remain living independently in their existing homes. This is reflected in Local Plan Policy BE 2 – Residential alterations. The policy covers alterations and extensions of dwellings (including annexes, conversions and extensions that provide residential accommodation within the unit), setting out criteria against which applications will be assessed.

The Disabled Facilities Grant (DFG) is grant available from Local Authorities to pay for essential housing adaptations to help disabled people stay in their own homes. Opportunities may arise where a developer or purchaser of an unbuilt home applies for DFG to enable bespoke adaptations (such as access improvements or adapting heating and lighting controls) to the dwelling during the build phase which ensures the new home meets their needs from the first day. If any alterations or adaptations require planning permission, the DFG can be used towards the costs of fees. Further information is available on the [government](#) and [Council websites](#).

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## 5. Accessible, supported and specialist housing needs and priorities

### Accessible and adaptable housing needs – general needs housing

Accessible and adaptable housing enables people to live more independently, while also saving on health and social costs in the future.<sup>12</sup> The impact of an ageing population is one driver of policy objectives to increase the supply of accessible and adaptable homes, however the Council recognises that accessible homes are required by many other citizens including working age/younger adults with physical disabilities and other people who may need an accessible home for other reasons. Based upon evidence of need the Council have determined that accessible and adaptable housing to the M4 (2) and M4 (3) standards are required to help address the changing needs of households in the borough. This approach is consistent with government planning guidance<sup>13</sup>.

Policy HO 4 of the Local Plan requires major development to deliver housing that will meet the changing needs of households over time including the needs of an ageing population; this provides the policy basis to require accessible, adaptable and wheelchair user dwellings. Table 2 sets out the requirements for accessible, adaptable and wheelchair user dwellings on major developments.<sup>14</sup>

Table 2. Summary of requirements for accessible, adaptable and wheelchair user dwellings

	Requirements on major developments	
	Market housing	Affordable housing
<b>Requirement M4(2) Category 2 (accessible and adaptable dwellings)</b>	Minimum 20% of provision	Minimum 45% of provision
	Delivery should be distributed across a range of market and affordable tenures	
<b>Requirement M4(3) Category 3a and 3b (wheelchair user dwellings)</b>	Minimum 3.5% of provision	Minimum 5% of provision

For affordable housing delivered through sources other than Section 106 agreements (Homes England grant, for example) the Council will condition the required levels of M4 (2) and M4 (3) housing.

**M4 (3) requirements** - The Council will proactively work with developers and registered housing providers to identify potential occupants as early as possible prior to construction. Where potential occupants cannot be identified prior to construction these homes will be marketed for a 6 month period (secured through planning conditions) to residents who can demonstrate a need for M4 (3) accommodation, thereafter they will be available on the open market. Should a property be sold on the open market the Council will secure:

- a commuted sum to cover the installation costs of adaptations that would have otherwise been required within this property; and
- a condition on the title of the property (through a Section 106 agreement) that the property is marketed as adaptable for M4 (3) use for all future resales.

<sup>12</sup> Planning Practice Guidance, Reference ID: 63-008-20190626

<sup>13</sup> <https://www.gov.uk/guidance/housing-optional-technical-standards#accessibility-and-wheelchair-housing-standards>

<sup>14</sup> Major housing development is where 10 or more homes will be provided, or on sites of 0.5 hectares or more

Where the Council are confident that there is sufficient provision in the local area or offsite provision can be justified an appropriate financial contribution may be sought for the provision of M4 (3) accommodation elsewhere in the Borough. Homes built to M4 (3) standards should be sold at an equivalent price to a similar non-M4 (3) home.

The Council supports proposals that exceed the thresholds, which are based on a form of needs modelling, as a positive approach towards delivering homes for changing needs, although the Council supports the principle of making all new housing as accessible as possible because it is better to build accessible housing from the outset rather than have to make adaptations at a later stage – both in terms of cost and with regard to people being able to remain safe and independent in their homes.<sup>15</sup>

Based on these recommendations a worked example for a 100-unit scheme comprising 25% provision of affordable housing would result in the delivery of 15 Part M4(2) and 3 Part M4(3) wheelchair adaptable dwellings; together with 11 Part M4(2) and 1 Part M4(3) wheelchair accessible or adaptable dwelling affordable dwellings.

The Council's Supported & Specialist Housing Strategy is informed by evidence of need which includes need for wheelchair adapted properties. The expectation is that requirement M4 (3) (2) (a) or M4 (3) (2) (b) make up 5% of provision on major developments.

Where a developer can demonstrate a clear viability case the Council may agree to vary the requirements for M4 (2) and M4 (3) housing set out above. Any variation in the requirement for homes built to M4 (2) and (3) standards would be considered as part of the overall housing mix including the delivery of affordable housing units.

### Supported and specialist housing needs

Development proposals for supported and specialist housing will be supported where they meet an identified need. The Housing Learning & improvement Network (LIN), who are leaders in this field, independently produced evidence to inform the Supported & Specialist Housing Strategy which was produced in 2019 and since extended to cover the period to 2040.

The assessment of need for supported and specialist housing, the evidence from which is summarised in table 3, was based on a comprehensive methodology including:

- Identification and analysis of the current supply of supported and specialist housing;
- Intelligence from a range of Council Officers and from local external stakeholders;
- Intelligence about potential new supply;
- Local qualitative factors that are influencing need for supported and specialist housing, including the potential impact of the Covid-19 pandemic.
- Demographic factors that are influencing need for supported and specialist housing. This is primarily applicable to the assessment of need for accommodation for older people.

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<sup>15</sup> Planning Practice Guidance: Reference ID: 63-008-20190626

The quantitative assessment of future need for supported and specialist housing is disaggregated as follows:

- The current level of net need (i.e. estimated need net of need assumed to be met through existing supply) within Telford & Wrekin for different types of supported and specialist housing, as applicable, for each client 'cohort'.
- How this estimated net need is expected to change from 2020 to 2040.

A summary of estimated need extended to 2040 is shown in table 1 below. In line with the Supported & Specialist Housing Strategy the Council supports innovative approaches to housing and support that go beyond these 'cohort' definitions and widens housing choice in the borough.

Table 3. Summary of net need for supported and specialist housing (units) to 2040<sup>16</sup>. (Figures for net need are not cumulative; for example need for housing for older people for sale/shared equity will rise from 700 to a total of 1,100 units by 2040).

	Client 'cohort'	2020	2025	2030	2035	Total by 2040
<b>A</b>	<b>Older people<sup>17</sup></b>					
1	Housing for older people for sale/shared equity (units) <sup>18</sup>	700	800	900	1,000	1,100
2	Housing for older people for social rent/affordable rent (units) <sup>19</sup>	340	590	920	1,200	1,400
3	Housing for older people for market rent (units)	40	45	50	55	60
4	Extra care housing including mainstream and high needs/dementia care (units) (included within A1 and A2)	140	400	530	600	710
5	Residential care (beds)	0	0	0	0	0
6	Nursing care (beds)	50	200	300	400	500
<b>B</b>	<b>People with mental health needs (assessed)</b>	15	40	65	90	115
<b>C</b>	<b>People with learning disabilities</b>					
1	Adults with learning disabilities	10	20	30	40	50
2	Young people in 'transition' with learning disabilities	10	20	30	40	50
3	Adults with learning disabilities & physical disabilities	5	10	15	20	25
<b>D</b>	<b>Adults with physical disabilities (need for adapted and accessible properties)</b>					
1	Adults with physical disabilities	15	25	35	45	55
2	Adults with physical disabilities (bariatric needs)	1	5	10	15	20

<sup>16</sup> Figures are rounded up/down

<sup>17</sup> Estimated need for specialist housing/accommodation for older people. Estimated need figures show net estimated need, i.e. net of need that is assumed to be met through existing provision. It should be noted that no assumptions are made regarding the fitness for purpose of existing provision.

<sup>18</sup> Often referred to as 'retirement housing'

<sup>19</sup> Often referred to as 'retirement housing' or 'sheltered housing'

3	Families with a disabled children	15	25	35	45	55
E	<b>Transforming Care cohort Adults with complex and challenging learning disabilities and/or autism</b>	10	25	35	45	55
F	<b>People at risk of homelessness/people with (non-assessed) mental health needs*</b>	150	250	400	500	600
G	<b>Accommodation for vulnerable young people*</b>	90	110	130	160	190
	*includes estimated need for supported accommodation and access to mainstream housing					

The Council will monitor new delivery of supported and specialist accommodation on at least an annual basis against estimates of net need. The Council will update the needs assessment periodically in the light of any changes or factors that may affect estimates of need for supported and specialist accommodation.

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## 6. Types of supported & specialist housing

To meet the needs for supported & specialist housing identified in section 4, the Council wants to see the application of innovation and good practice reflected in the type and mix of housing in Telford & Wrekin. The Council has set out the types of supported and specialist housing that are required to meet identified needs (although this is not intended to be exhaustive) and the issues that developers should address when developing supported and specialist housing.

### Promoting choice and innovation

The Council is seeking supported accommodation that maximises its flexibility and suitability for people with differing needs and expectations reflecting:

- Whether the intention of supported accommodation is to provide short term housing or a long term home; and
- Whether care/support is flexible or provided 24/7 on site.

When developing proposals for supported and specialist housing developers should provide, in consultation with the Council, the following as part of their scheme:

- Accommodation and support models that create and foster inter-generational connections are encouraged. For example, housing that specifically accommodates younger and older people where there is an element of mutual and reciprocal support, for people who work in care/support/health jobs or as carers with a family unit; or for families with a disabled child where an accessible/ground floor bedroom is needed.
- Opportunities for the development of supported and specialist housing contributing, for example, to high street regeneration.
- Supported and specialist housing and support services that will decrease the need for residential care services.
- Supported accommodation for vulnerable young people and adults that supports people to access education, training and employment opportunities.
- Supported accommodation that promotes peer-to-peer support to foster self-confidence and independence.
- Supported accommodation schemes that provide appropriate consideration in terms of accessibility to amenities, proximity of public transport, access to local services and support networks, as set out in more detail in chapter 7.
- Making better use of existing supported accommodation resources for older people (such as existing sheltered and extra care housing, for example through redevelopment or remodelling) will help create an age and dementia friendly Telford & Wrekin. The Council seeks early engagement in discussions regarding long term asset management plans including reconfiguration and development proposals.
- Extra care housing schemes also provide a valuable resource for the communities in which they are based. They can provide a hub and services for local people, who in turn can help to support the viability of a scheme. They can also offer a variety of facilities which may not otherwise be available in a local area. By providing a range of other specialist or accessible accommodation in the vicinity a supportive or 'close care' community can be created.

- Care and support providers who embed care enabled technology within their support services that will promote independence and resilience and lessen demand for formal care and support.
- Early engagement with the Council through the Housing Commissioning Team to ensure that the accommodation proposals for supported living meet identified needs and social care requirements of the Council.

## Supported and specialist housing types in Telford

The following section summarises the requirements for different types of supported and specialist housing in the borough.

### *Accommodation for older people*

The following types of supported and specialist housing are required:

- Age-restricted general market housing - generally for people aged 55 and over and the active elderly. It may include some shared amenities but does not include support or care services (use class C3).
- Retirement living or sheltered housing - usually purpose-built flats or bungalows with limited communal facilities. It does not generally provide care services, but provides some support to enable residents to live independently, such as on-site assistance (alarm) and warden controlled/support staff (use class C3).
- Extra care housing or housing-with-care - usually purpose-built or adapted flats or bungalows with extensive communal areas and a medium to high level of care available if required, through an onsite care agency registered with the Care Quality Commission (CQC). Residents are able to live independently with 24 hour access to support services and staff, and meals are also available (use class C3).
- Nursing care homes - individual rooms within a residential building that provide a high level of care meeting all activities of daily living. They do not usually include support services for independent living (use class C2).

### *Accommodation for people with mental health needs*

The following types of supported and specialist housing are required:

- Supported housing providing self-contained, small scale, 'step down' models of housing with intensive support up to 24/7 provision, for example 4-6 housing units (use class C3).
- Access to small (1 bed) self-contained, affordable (within Local Housing Allowance rates) 'move-on' housing that is of sufficient quality to encourage movement from supported housing schemes (use class C3).

Shared housing types of supported housing doesn't suit all individuals and can have a negative impact on their mental health. The Council is unlikely to support development of shared supported housing or houses in multiple occupation (HMO) type housing development for this cohort.

### *Accommodation for people with learning disabilities*

The following types of supported and specialist housing are required:

- 'Clusters' of self-contained housing with varying levels of support, with no more than 6 dwellings in each cluster (use class C3).



- Shared type supported housing where this is explicitly specified and supported by the Council's Adults Services. This type of supported housing should provide en-suite facilities and be for no more than 4-6 individuals (use class C3).
- In consultation with the Council's Adult Services, developers should provide 'bespoke' housing for adults/young people with learning disabilities who have additional needs in relation to physical and/or sensory disabilities. The Council will specify whether this type of specialist housing should be self-contained or shared (use class C3).

The Council is unlikely to support development of shared supported housing or HMO type housing development for this cohort unless there is clear evidence from Council officers with responsibility for care assessment that this types of supported housing development is required.

#### *Accommodation for people with physical disabilities (including older people)*

People with physical disabilities, and particularly wheelchair users, may require adapted and/or accessible mainstream housing that can meet their accessibility requirements. In this context the types of adapted and/or accessible housing are:

- Fully wheelchair adapted dwellings i.e. similar to Part M(4) Category 3 broadly equivalent to the Wheelchair Housing Design standard.
- Accessible and adaptable dwellings i.e. similar to Part M(4) Category 2 (broadly equivalent to the Lifetime Homes standard which Part M of Schedule 1 of the Building Regulations 2010 supersedes) .

Developers of supported and specialist housing should be familiar with the Council's Local Plan *Policy HO 4 - Housing mix* which requires that development demonstrates how its design is capable of adaptation and extension to accommodate the changing lifestyles and needs of households over time including the needs of an ageing population. The Council's specific requirements in relation to accessible homes are set out in detail in section 6.

#### *Accommodation for people at risk of homelessness*

The following types of supported and specialist housing are required:

- 'Clusters' of self-contained housing with varying levels of support, with no more than 6 dwellings in each cluster (use class C3).
- Access to small (1 bed) affordable (within Local Housing Allowance rates) self-contained general needs housing for rent with access to support as required, particularly to provide 'move-on' housing options from supported housing (use class C3).

The primary requirement is for an increase in the availability of access to mainstream self-contained housing with access to flexible support services to complement supported accommodation services.

The development of HMO type accommodation or other forms of shared housing for 'move-on' housing purposes is unlikely to be supported by the Council.

#### *Accommodation for vulnerable young people*

The following types of supported and specialist housing are required:

- 'Clusters' of self-contained housing with varying levels of support, with no more than 6 dwellings in each cluster (use class C3).

- Access to small (1 bed) affordable (within Local Housing Allowance rates) self-contained general needs housing for rent with access to support as required, particularly to provide 'move-on' housing options from supported housing (use class C3).
- Shared type supported housing where this is explicitly specified and supported by the Council's Children's Services. This type of supported housing should provide en-suite facilities, may be similar to 'student type' accommodation and be for no more than 6 individuals (use class C3).
- It should be recognised that some care leavers use wheelchairs and will need adapted homes.
- Some vulnerable young people can live in accommodation with/alongside older people.
- This range of accommodation forms a key part of support for young people leaving care.

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## 7. Site selection, building and service design

### Site selection

Developers of supported and specialist housing should consider site selection based on the requirements in Policy HO 7 of the Local Plan. It is recognised that there may be differing site requirements for different types of specialist accommodation, for example accessibility to schemes with a use class C2 designation may be different to use class C3 schemes.

Specialist needs housing (class C3) should be in a location which allows residents to live independently, locally if possible or within easy access to their existing support network and which addresses a specific need for that type of housing in that location. Supported and specialist housing should be in close proximity to everyday services, preferably connected by safe and sustainable walking/cycling routes or public transport appropriate for the intended occupier. Location is also important for the scheme workforce in travelling to and from the site.

Proposals should demonstrate how they address, as far as practicable, the following site selection principles:

- **Well served by public transport:** bus stops, with a frequent and daily service to main centres where a wide range of shops and services are available, and are accessible to the intended residents, reflecting any likely mobility constraints.
- **Accessible:** sites and the surrounding area are relatively flat with drop kerbs and pedestrian crossings (or have the ability to do so) to promote access by ambulant older people, wheelchair users and mobility scooters. Sites are able to connect to the surrounding highway network.
- **Close to local facilities:** accommodation is in close proximity to community and support facilities and services. They should be within walking distance (within 400m) of local shops, bank/cashpoint, GP surgery/health centre, post office, community facilities (based on the list of facilities in Policy COM 1 of the Local Plan) and public open space; however, in some circumstances these requirements may be mitigated by intended residents being able to make use of alternative services, such as shopping home delivery.
- Be **integrated** with the wider community
- **Well-lit** and within a **safe neighbourhood**.
- **Incorporate a mix of tenures** including affordable housing in accordance with the Council's Policy HO 5 on affordable housing.

Development of supported and specialist housing in rural areas should take account of the type of accommodation (C2 uses in particular), the ability of carers and staff to access reach the site and the range of facilities that will be provided in order that residents are not isolated.

Table 4 summarises the accommodation types, levels of need and care provision, and guidance on location criteria. Accommodation with lower levels of care provision should be located in more accessible locations that are close to local facilities and are well served by public transport.

Table 4. Housing types, needs and location criteria

<b>Accommodation type</b>	<b>Type of needs</b>	<b>Location criteria</b>
General needs housing	No specific care needs – no age or care levels.	In accordance with Local Plan housing policies – Telford, Newport and rural housing policy
Age restricted / age exclusive independent accommodation	Self-contained accommodation that may include some shared amenities but does not include support or care services	Accessible locations in Telford and Newport.
Retirement housing	Purpose-built flats or bungalows with limited communal facilities and some support to enable residents to live independently	Accessible locations close to local facilities and well served by public transport
Independent living	Self-contained accommodation for older people with local connection	Accessible locations close to local facilities and well served by public transport
Extra care housing	Purpose-built or adapted accommodation with extensive communal areas and a medium to high level of care available if required	Accessible locations. Greater flexibility on access to facilities and public transport. Consideration given to the location of existing and emerging schemes.

The Council recognises that the type of supported accommodation being considered will affect the suitability of particular sites, for example supported accommodation for vulnerable young people should be accessible by public transport to allow access to education, training and employment opportunities.

Accessibility for residents of a nursing care home (class C2) will be considered differently as residents tend to be less mobile and consequently more site-bound, however access for staff and visitors should also be considered including access to public transport. Applications for these developments will be treated on a case-by-case basis - an appropriate location for these facilities will depend on the level of services and care that each facility provides and the availability of facilities in the immediate vicinity of the site.

Supported and specialist housing developments at the edge of an urban area may not be particularly accessible and therefore may not be suitable locations for all types of housing required. However, larger sites may be appropriate for some types of supported and specialist housing where they form part of a mix of types of accommodation, together with facilities such as a local centre and intergenerational housing.

Developers should demonstrate how the location of a development is suitable for the type of specialist housing proposed and that such provision will contribute to balanced communities. The contribution of supported and specialist housing towards intergenerational communities should be recognised through development location, accessibility and proximity to other accommodation provision such as a 'core and cluster' approach where self-contained property has support provided on-site by carers and support workers.

In circumstances where an individual applicant is seeking, for example, to develop a smaller property in their garden or on other land for 'downsizing' purposes in older age or to facilitate the

giving/receiving of high levels of personal care, the Council will consider such applications on a case by case basis within the context of this guidance.

Proposed development should reflect the need for climate change adaptation and mitigation, as set out in Policy ER 1. Sites should demonstrate high levels of sustainability and climate change adaptation, including the use of on-site renewable energy and/or heat generation, energy efficient buildings and the provision of infrastructure for electric vehicles in accordance with the latest Government and [Council guidance](#).

### Building and service design

Consistent with Policy HO 7, the Council wants to promote high quality design in all types of supported and specialist housing which will help to widen the choice of accommodation available to older people and other people with care/support needs. This should comprise a mix of housing types, including bungalows. Aspiration and expectations relating to their housing choices must be considered, planned and achieved where possible. In order to provide adequate and sustainable housing for residents, each development should offer attractive accommodation and be capable of adaptation over time to meet changing needs. Developments that only provide limited house types and sizes will not be supported.

Policy HO 7 requires that the design of supported and specialist housing meets the specific needs of residents and relates well to the local context. It is recognised that supported and specialist housing will vary significantly in terms of scale, e.g. a housing with care development for older people will typically be much larger in scale than supported housing for vulnerable young people, however the scale and form of a proposed development should be appropriate and suited to its context and setting.

Whilst developed in relation to housing suited to older people, the **HAPPI design principles**<sup>20</sup> should be applied as appropriate to supported and specialist housing for both older people and for other people with care/support needs. The HAPPI design principles are:

- Homes (both use class C3 and C2) should have generous internal space standards: to 'age proof' homes, sufficient space should be provided to accommodate aids and adaptations in future.
- Design of homes and circulation spaces should ensure plenty of natural light.
- Buildings should avoid internal corridors and single-aspect flats and apartments should have balconies, patios or terraces and outdoor space.
- To ensure adaptability, all homes must be provided with superfast broadband to be able to be 'care-ready' to enable emerging technologies, such as telecare and community equipment to be installed.
- Building layouts should ensure circulation areas and shared spaces offer connections to the wider context, avoids an 'institutional feel' and assists with wayfinding around the building.
- Housing schemes with communal areas such as lounges, dining areas and refuse/recycling stores, should promote wheelchair access. An induction loop system should be installed in communal rooms and reception areas.

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<sup>20</sup> <https://www.housinglin.org.uk/Topics/browse/Design-building/HAPPI/>

- Where appropriate in relation to the intended residents, multi-purpose space should be made available with appropriate supporting facilities, which could serve the wider neighbourhood as a community 'hub', particularly where they are lacking in the existing community.
- Homes should engage positively with the street and the natural environment should be nurtured through new trees and hedges. Where possible, sites should overlook outdoor spaces to provide a stimulating view for residents.
- Homes should be energy efficient, well insulated and well ventilated to avoid overheating.
- Provision for cycles and mobility aids should be made as well as additional storage both inside and outside the home; and
- Shared external areas such as 'home zones' that give priority to pedestrians should be considered.

Any major C3 development should meet nationally described space standards under Policy HO 4 which requires that dwellings are built to the Government's nationally described space standard.

### Dementia-friendly places

Supported and specialist housing developments designed for use by older people should demonstrate how they will meet best practice guidance in relation to supporting people living with dementia and help to promote dementia friendly communities; for example, guidance from the Royal Town Planning Institute<sup>21</sup> and Oxford Brookes University<sup>22</sup> sets out design principles that can be applied to a large number of settings for dementia-friendly outdoor environments:

- **Familiar:** functions of places and buildings are obvious, with only small and incremental changes
- **Legible:** a hierarchy of street types, which are short and fairly narrow. Clear signs at decision points
- **Distinctive:** a variety of landmarks and architectural features to distinguish from one another. Practical features such as trees and street furniture are included, but these are not cluttered
- **Accessible:** mixed uses with shops and services within a 5-10 minute walk from housing. Obvious and easy to use entrances that conform to disabled access regulations
- **Comfortable:** well-designed open spaces with toilets, seating, shelter and good lighting. Planting and fencing minimises background and traffic noise. Minimal street clutter to aid walking
- **Safe:** wide, flat and non-slip footpaths. Avoid dark shadows or bright glare in development orientation.

### Outdoor spaces and parking

To ensure that residents feel safe and comfortable inside and outside their properties, development should be designed and managed to promote secure environments where residents are able to maintain their independence and be part of a community.

<sup>21</sup> <https://www.rtpi.org.uk/practice/2020/september/dementia-and-town-planning/>

<sup>22</sup> [http://www.idgo.ac.uk/about\\_idgo/docs/NfL-FL.pdf](http://www.idgo.ac.uk/about_idgo/docs/NfL-FL.pdf)

Design of specialist housing must encompass not only the aesthetics of the buildings but also the provision of easy access to the outdoor environment. Outdoor space should be accessible, provide walking opportunities, be secure, have interesting features, and have locations which offer access to both shade and sunlight, include sensory planting and may include private or communal (secure) balconies, where appropriate, as a means of providing variety and securing amenity space. It should also be private and defensible. The Design Principles for Extra Care Housing (3rd edition)<sup>23</sup> published by the Housing LIN provides useful guidance about landscape design that is relevant to many different types of specialist accommodation. A well-designed, accessible and integrated outdoor environment should be designed to meet the particular needs of the intended residents, which could include gardening and helping to maintain the landscape.

The design will need to take careful consideration from the outset of parking requirements consistent with parking standards in Appendix F of the Local Plan. Proposals will need to demonstrate that there will be sufficient parking for residents, visitors, staff and emergency services provided as well as consideration of access for deliveries and refuse collection, depending on the type of accommodation provided. Where applicable to the intended residents, there should also be incorporation of pick up/drop off areas, cycle and mobility scooter parking/storage.

### Residential alterations

The scope of this guidance also covers conversions of existing buildings, annexes and extensions. Conversion of existing buildings may include changes to existing forms of supported accommodation (the Council's Specialised & Supported Housing Strategy refers to making the best use of existing supported accommodation resources including conversions). It may encompass the development of annexes, extensions to and conversions of existing buildings, for example older people or those with specialist needs wishing to remain in their own home or intending to move to live with family, within the grounds of an existing dwelling to provide self-contained residential accommodation. Policy BE 2 in the Local Plan covers alterations and extensions of dwellings, setting out criteria against which applications will be assessed.

### Change of use applications

Where there is a change of use application from supported and specialist accommodation that Council will require clear evidence that the use is no longer required or will be re-provided elsewhere (with betterment), this includes:

- Evidence of marketing the site for that use for no less than 6 months – including relevant trade press, local press or online.
- Evidence of re-provision on an alternative site with accompanying plans and details of service design in advance of a planning application to help determine with re-provision would be suitable and achieve betterment.

Where there is an application for a change of use from another use to a support and specialist use, this will be supported provided that:

- The proposals are policy compliant with the Local Plan
- They bring back into productive use redundant buildings

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<sup>23</sup> [https://www.housinglin.org.uk/assets/Resources/Housing/Support\\_materials/Factsheets/Design-Principles-For-Extra-Care-Housing-3rdEdition.pdf](https://www.housinglin.org.uk/assets/Resources/Housing/Support_materials/Factsheets/Design-Principles-For-Extra-Care-Housing-3rdEdition.pdf)

- Proposals can demonstrate they provide broader support to regeneration of the high streets, town centres and neighbourhoods.

Proposals can demonstrate they are accessible, with reference to table 3, and can be successfully integrated into the local area through all age friendly roads and streets.

### Examples of delivery on local developments

The Council through its wholly own housing company Nu Place is proving concept and leading the way in incorporating specialist housing within its developments and creating new intergenerational communities. These schemes provide a guide to what developers should aspire to deliver.

#### **Maples Fields, Wellington – specialist homes**

- The development offers 54 one, two, three and four bedroom homes for rent - including two affordable and 19 specialist homes.
- A range of specialist homes have been specifically designed to support people with particular needs to enable them to continue living independently. They have been designed to the Building Regulations accessible and adaptable or wheelchair user dwellings standards.
- The two homes are subject to NuPlace’s affordable rents policy.
- The nineteen specialist homes will be available in the first instance to those people who are over 55 or can demonstrate a need for an accessible or wheelchair property allocated on a first applied for basis.

#### **Donnington Wood Way – mixed intergenerational community**



- The development of 329 new homes is a partnership between Telford & Wrekin Council, NuPlace, Lovell Partnerships Ltd and the Wrekin Housing Group.
- The site will comprise a mix of properties including:
  - 66 homes for private rent by NuPlace
  - 77 homes for open market sale by Lovell
  - 186 properties delivered for Wrekin Housing Group comprising 1,2, 3 and 4 bedroom homes, a



76 bed Extra Care facility (including 12 specialist dementia care apartments) and a 20 bed supported living accommodation.

- Properties will have photovoltaic panels and electric car charging points, with several NuPlace properties built to 'Future Homes' standards, reducing carbon footprint and tenants' fuel bills.



#### **Southwater Way, Telford – specialist homes / town centre location**



- The site is situated close to Telford town centre and comprises 46, one, two, three and four bedroom homes for a mixture of private and affordable rent levels.
- The development includes a mixture of semi-detached and detached houses as well as a number of apartments.
- Properties will have photovoltaic panels and electric car charging points, reducing carbon footprint and tenants' fuel bills.

#### **New College, Wellington – proposed mixed community**

- A development of 64 retirement apartments, 10 retirement bungalows, 26 open market dwellings and a community sports facility.
- The site is close to Wellington town centre with access to local shops and community facilities.
- The mix of housing types and tenures cater for an ageing population. The proposal will meet residents' specific needs such as adapted living and bathroom areas, large communal spaces, areas to aid the storage of buggies, accessible lifts; and level or gradient external areas.

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## 8. Delivering supported and specialist housing

How will the Council, its partners and developers deliver better accommodation for all?

The Council is a significant commissioner of supported, specialist and accessible accommodation in the borough, to meet the care needs of residents through adaptations to existing homes to securing specialist accommodation, for example, extra care housing schemes. The Council intends to establish a Dynamic Purchasing System which will be utilised to procure supported and specialist housing. The Council, through the Housing Commissioning Team, will use its resources to positively influence and secure quality accommodation in the right locations and of the right type.

### The Council's offer

The Council has set out a clear offer to developers and providers in its Supported and Specialist Housing Strategy. Elements concerning the planning of new developments include:

- A supportive approach to Development Management giving developer/investor confidence and help to navigate the planning system as set out in this SPD.
- Pre-application discussions and during the planning process we will work with you to:
  - Provide you with the relevant planning policies for particular sites and help you to ensure your proposals are policy compliant.
  - Give you information about other permissions in an area.
- We have a multidisciplinary in-house technical team who can provide a range of services from feasibility studies and viability appraisals to a full design and construction service. Please see: [www.bit-group.co.uk](http://www.bit-group.co.uk).
- Through the Telford & Wrekin Local Plan we will consider how the housing need for accessibility, adaptability and space standards can be addressed in emerging policy. We will also use this plan to instil principles of intergeneration, co-location and interaction in our future communities. We are seeking innovative approaches from our partners, for example, delivering a range of housing sizes, types and tenures that will be appropriate to the needs of various groups in the community.
- We will lobby government to publish national planning guidance to give appropriate weight to the growing demand for supported and specialist housing provision.

### What developers / providers need to do

In return for our commitments to you, we expect the following from our providers of supported and specialist accommodation:

- We want you to talk to us as early as possible in the development process for new provision so we can work collaboratively to deliver innovative solutions that meet identified and geographical need.
- We are seeking innovative approaches to new housing development more generally. For example, we would like to see the infrastructure of new housing developments and associated roads and public spaces designed to be 'all age friendly'.
- We want to be involved at an early stage in considerations and discussions regarding the reconfiguration or disposal of existing provision that would require a 'change of use' through planning.

- We want to agree priority notification/nomination rights on existing and new supported and specialist housing within the borough.
- Once established, we want you to sign up to our DPS Framework and through this provide the necessary evidence that you have credible plans in place to achieve the highest regulatory ratings from the Social Housing Regulator.
- Whether you intend to own or lease housing for the purposes of providing supported housing we want to understand your funding model. Where housing is leased we want to be satisfied that this model is sustainable and in the interests of the intended residents.
- We want providers, to help to contribute to the wider health and wellbeing of the borough through their supported and specialist housing services.
- We want you to be willing to work with other partners/agencies to help facilitate the delivery of intergenerational and diverse communities.
- We want providers to acknowledge/adopt where possible, our overarching strategy objectives in relation to climate change and modern methods of construction.

The Council will consider direct intervention in the market through the “headroom” that it has where:

- The market is failing to deliver housing that adequately meets the council’s needs; or
- Where direct delivery would make financial service delivery sense.

Delivery will be achieved through a mix of:

- On-site provision of supported, specialist and accessible homes on market-led housing sites, integrated with other accommodation; affordable homes for rent as well as open market housing. Table 5 sets out the requirements in Telford & Wrekin.
- Direct delivery through housing proposals brought forward by the Council / Nu Place including affordable homes for rent and private rental homes.
- Direct delivery of supported accommodation commissioned by the Council and / or its partner providers such as care leaver’s accommodation.

Table 5. Delivery of supported, specialist and accessible housing on sites in Telford & Wrekin

Type of site	Provision
Minor development sites (less than 10 homes)	Homes built to M4(2) Category 2
Major developments (10 homes and above) - medium sized	Homes built to M4(2) Category 2 and M4(3) Category 3 standards (see Table 2)
Major developments – large	For larger developments of a strategic nature a mix of on-site provision will be required to create intergenerational communities. These communities should provide for life cycle accommodation which provides opportunities for residents to grow through childhood, adulthood and into old age within the community and specialist housing which would support less able bodied residents to live in the community – young or old. In general these developments should include: <ul style="list-style-type: none"> <li>• Homes built to M4(2) Category 2 and M4(3) Category 3 standards (requirements shown at Table 2)</li> <li>• Housing designated for older people, such as extra care housing provision</li> </ul>

	<ul style="list-style-type: none"> <li>Supported housing for people with care/support needs, or example for people with learning disabilities (however this will be considered on a site by site to reflect the suitability of the location and other relevant factors)</li> </ul> <p>All developments of 100 dwellings or more should consider the inclusion of supported or specialist housing in accordance with the Council's assessment of local needs.</p>
Dedicated supported / specialist accommodation proposals.	Subject to individual proposals – where possible accommodation will be integrated with other development proposals.

Offsite contributions – these may be sought in the following circumstances;

- Where it can be demonstrated that the provision of onsite supported, specialist and accessible homes would not be viable and external funding is not available to support onsite provision.
- Where the provision of supported and specialist provision would not be suitable for the location – for example where there is a lack of services and facilities to support clients / occupants needs.
- Where the Council can justify an offsite contribution for supported, specialist and accessible housing that would provide a better use of resources and help meet a clearly identified need, for example, for the delivery of 1 bed self-contained homes that could help meet the needs of a range of vulnerable client groups.

What other information is available online?

Housing developers/providers should familiarise themselves with:

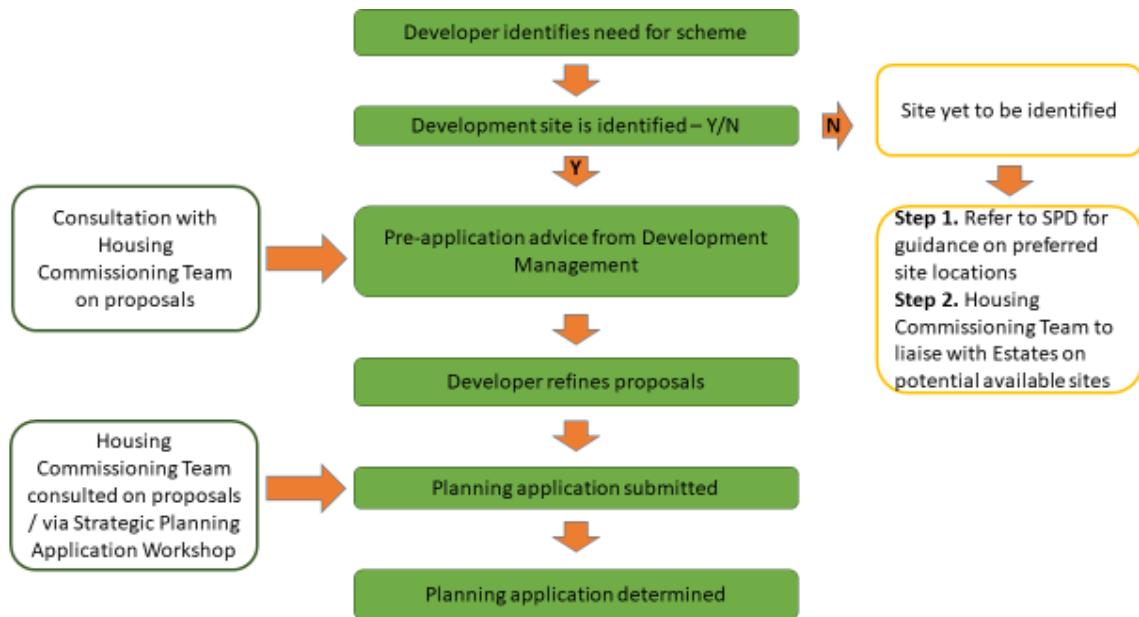
- Telford & Wrekin Council's Supported & Specialist Housing Strategy 2020-2025
- [Adult Social Care Market Position Statement](#)
- Telford & Wrekin Local Plan 2011-2031

How should providers and developers engage with the Council?

The Council will work with Registered Providers and other housing developers/providers to develop specialist, supported and accessible housing. This SPD is part of a dialogue with these organisations and individuals that are interested in delivering specialist, supported and accessible housing.

The Council will engage with housing developers/providers in the following ways:

- Involvement with Council officers from planning, housing and adult social care.
- Pre-application enquiries – what to submit, who to contact and involve.
- Planning application – process, plus Section 106 agreements (why, how, when they may be used)
- Community engagement on proposed developments



## Contacts

**Housing Commissioning Team** – leads on the commissioning of accommodation and related support services by housing and support providers and by the Council and its wholly owned housing companies. This includes increasing the supply of new, affordable accessible and life time homes widening choice and independence and stronger communities.

Telephone: 01952 382978

E-mail: [HousingStrategyandCommissioning@telford.gov.uk](mailto:HousingStrategyandCommissioning@telford.gov.uk)

**Development Management** – the Council section which determines planning applications in the borough. Development Management will work closely with the Commissioning Team to advise on the suitability of proposed development sites as well as, in the case of larger mixed developments, the appropriate location of supported and specialist accommodation based on this SPD.

Telephone: 01952 380380

E-mail: [planning.control@telford.gov.uk](mailto:planning.control@telford.gov.uk)

## What is the Council’s pre-application advice service?

### What the Council will do / service it offers

Through pre application discussions we will work with housing developers/providers to:

- Provide the relevant planning policies for particular sites and applicants to ensure their proposals are policy compliant.
- Give you information about other permissions in an area.
- Involve Adult Social Care and other commissioners as appropriate where development is in the scope of this guidance.

Information that would be helpful for the developers / promoters to provide

Applicants should submit information on the type of development including factors such as (where relevant): the level and type of care provision, the scale of communal facilities, any criteria for residents' eligibility (age, care needs) and how this will be managed.

For development proposals with a supported, specialist and accessible housing element the Housing Commissioning Team will provide advice at the pre-application stage to help shape developments, including; whether proposals meet local need.

Further information on the different levels of pre-application advice is available on the Council's website.<sup>24</sup>

### What support will the Council provide when determining planning applications?

Developers should read this SPD document alongside both the Supported & Specialist Housing Strategy and the Telford & Wrekin Local Plan prior to submitting a planning application.

Where proposals involve the provision of supported and specialist accommodation the Housing Commissioning Team will be consulted by Development Management and for larger applications be consulted through Strategic Application Workshops.

The Housing Commissioning Team will liaise with Development Management, Registered Providers and Developers to agree the mix of affordable and open market supported, specialist and accessible housing across a development as well as any additional residential facilities.

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<sup>24</sup> [https://www.telford.gov.uk/info/20170/planning\\_applications\\_and\\_guidance/110/planning\\_guidance](https://www.telford.gov.uk/info/20170/planning_applications_and_guidance/110/planning_guidance)

## Annex 1 - Supported & specialist housing needs and priorities

### *Need for accommodation for older people*

The assessment of need to 2030/31 indicates a requirement for:

- i. c.900 units of housing for older people (retirement housing) for sale (outright sale and shared equity).
- ii. c.900 units of housing for older people ('sheltered housing') for social/affordable rent.
- iii. c.530 units of extra care housing for rent and for sale (as part of the overall need for housing for older people).
- iv. c.300 nursing care beds (there is no anticipated net need for residential care beds).

### *Need for accommodation for people with mental health needs*

The assessment of need to 2030/31 indicates a requirement for:

- i. c.35 units of supported housing.
- ii. c.30 units of general needs housing for social/affordable rent as 'move on' accommodation.

### *Need for accommodation for people with learning disabilities*

The assessment of need to 2030/31 indicates a requirement for:

- i. c.30 units of supported housing for people with a learning disability, currently in residential care services or where their current accommodation may not meet their needs long term.
- ii. c.30 units of supported housing for young people in 'transition' (from Children's Services to Adult Social Care services).
- iii. c.15 units of supported housing for people with learning disabilities who are wheelchair users (some of this need may need adapted housing that is bespoke to individuals' needs).

### *Need for accommodation for people with physical disabilities*

The assessment to 2030/31 indicates a need for requirement M4(3) (wheelchair user dwellings):

- i. c.35 units.
- ii. c.35 units for households with a disabled child (in addition to i))
- iii. c.10 units (in addition) that are adapted to meet the bespoke requirements of people with bariatric needs.

### *Need for accommodation for people at risk of homelessness*

The assessment of need to 2030/31 indicates a requirement for:

- i. c.200 units of supported housing.
- ii. c.200 units of general needs housing for social/affordable rent as 'move on' accommodation.



*Need for accommodation for vulnerable young people*

The assessment of need to 2030/31 indicates a requirement for:

- i. c.70 units of supported housing.
- ii. c.60 units of general needs housing for social/affordable rent as 'move on' accommodation.

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## Appendix 2 - Glossary

<p>Accessible and adaptable dwellings</p>	<p>Approved document M provides guidance for satisfying Part M of the building regulations: Access to and use of buildings, which requires the inclusive provision of ease of access to, and circulation within, buildings, together with requirements for facilities for people with disabilities.</p> <p>M4(2): Category 2 covers accessible and adaptable dwellings. This requirement is met when a new dwelling provides reasonable provision for most people to access the dwelling and includes features that make it suitable for a range of potential occupants, including older people, individuals with reduced mobility and some wheelchair users. The requirement supersedes the former Lifetime Homes concept.</p>
<p>Care home</p>	<p>Residential care homes provide accommodation, typically as a single bedroom (which may have en-suite facilities) and personal care, such as help with washing, dressing, taking medicines and going to the toilet.</p> <p>Nursing care homes also provide personal care but there will always be 1 or more qualified nurses on duty to provide nursing care.</p>
<p>Extra care housing</p>	<p>Extra care housing is housing (self-contained dwellings) with care primarily for older people where occupants have specific tenure rights to occupy self-contained dwellings and where they have agreements that cover the provision of care, support, domestic, social, community or other services.</p>
<p>General needs housing</p>	<p>General Needs Housing (sometimes referred to as 'mainstream housing') applies to general family housing and dwellings for singles and couples. The accommodation is normally provided in self – contained bungalow, house, flat or maisonette form.</p>
<p>Houses of Multiple Occupancy</p>	<p>Refers to residential properties where 'common areas' exist and are shared by more than one household. Most HMOs have been subdivided from larger houses designed for and occupied by one family.</p>
<p>Local Plan</p>	<p>Local Plans set out the strategic priorities for development of an area and cover housing, commercial, public and private development, including transport infrastructure, along with protection for the local environment. They comprise a series of documents that should set out clear guidance on what development will and won't be permitted in a local authority area.</p>
<p>Nominations Agreement</p>	<p>Typically means an agreement negotiated between a Council and a social landlord which guarantees the Council's ability to access the social landlord's accommodation for applicants on the Council's</p>

	Housing Register, either via a Choice Based Lettings system or some alternative route.
Retirement communities	<p>Retirement Communities may also be referred to as retirement villages, extra care housing, housing-with-care, assisted living, close care apartments, or independent living settings.</p> <p>They combine housing options for older people with tailored support services. They allow residents to rent or own a property and to maintain their privacy and independence, with the reassurance of 24-hour on-site staff, communal facilities, and optional care and support as needed.</p>
Sheltered housing	<p>Sheltered housing is accommodation specifically designed for older people to allow them to live independently.</p> <p>It usually consists of self-contained flats with some communal facilities. In most cases, it is available to people aged over 55 or 60. In Telford &amp; Wrekin sheltered housing is provided for rent by social landlords.</p>
Supported housing	Supported housing typically means a rented dwelling in which the tenant or licensee receives care, support or supervision that is linked in some way to their accommodation: as a general rule, the tenant or licensee would not be living in the dwelling in the first place unless they needed the associated care, support or supervision.
Wheelchair user dwellings	<p>Approved document M provides guidance for satisfying Part M of the building regulations: Access to and use of buildings, which requires the inclusive provision of ease of access to, and circulation within, buildings, together with requirements for facilities for people with disabilities. Part M includes optional technical standards for accessible and adaptable homes and wheelchair accessible homes, and these broadly incorporate the Lifetime Homes criteria and the Wheelchair Housing Design guide into the Building Regulations.</p> <p>M4(3): Category 3 covers wheelchair user dwellings. This requirement is achieved when a new dwelling provides reasonable provisions for a wheelchair user to live in the dwelling and have the ability to use any outdoor space, parking and communal facilities.</p>

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## Agenda Item 9: Borough of Telford & Wrekin (Glebe Street Wellington) CPO 2021



“We are supporting Wrekin Housing Group to ensure the purchase of these remaining few maisonettes/flats in the Glebe Street area of Wellington, securing the delivery of new, fit for purpose, affordable housing and regenerating a key community in the borough.”

Councillor Lee Carter Cabinet Member for Neighbourhood Services, Regeneration  
and the High Street

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**TELFORD & WREKIN COUNCIL**

**CABINET**

**6 JANUARY 2022**

**BOROUGH OF TELFORD & WREKIN (GLEBE STREET, WELLINGTON) COMPULSORY PURCHASE ORDER 2022**

**REPORT OF DIRECTOR: PROSPERITY AND INVESTMENT**

**LEAD CABINET MEMBER – CLLR LEE CARTER, CABINET MEMBER FOR NEIGHBOURHOOD SERVICES, REGENERATION AND THE HIGH STREET**

**PART A – SUMMARY REPORT**

**1. SUMMARY OF MAIN PROPOSAL**

- 1.1 To note the progress made by Wrekin Housing Group with their residential redevelopment proposals at Glebe Street/High Street, Wellington.
- 1.2 To seek Cabinet approval to the making of the Glebe Street/High Street Compulsory purchase Order 2022

**2 RECOMMENDATIONS**

- 2.1 That Cabinet notes the progress Wrekin Housing Group have made with their development proposals at Glebe Street/High Street, Wellington.
- 2.2 That Cabinet authorises the Council to make and advertise a compulsory purchase order of the land edged red and coloured pink on the plan at Appendix 1 under section 17 Housing Act 1985 (“the CPO”) for the reasons set out in the draft Statement of Reasons (Appendix 3 ) prepared in support of the CPO.
- 2.3 That Cabinet authorises the Director; Prosperity & Investment and the Associate Director; Policy & Governance to take all necessary steps to secure the making (including making such further amendments to the draft Statement of Reasons prepared in support of the reasons for making the CPO as are necessary) confirmation and implementation of the CPO, including the publication and service of all relevant notices, the presentation of the Council’s case at any local public inquiry and the resolution of any compulsory purchase claims including, if necessary, by way of making (or responding to) a reference to the Upper Tribunal (Lands Chamber).

**3 SUMMARY IMPACT ASSESSMENT**

<b>COMMUNITY IMPACT</b>	Do these proposals contribute to specific Co-operative Council priorities?	
	Yes	Regeneration of those neighbourhoods in need and work to ensure that local people have access to suitable housing
	Will the proposals impact on specific groups of people?	
	Yes	In addition to meeting general housing need, the development will increase the availability of high quality affordable housing within the Borough.

<b>TARGET COMPLETION/ DELIVERY DATE</b>	<p>Local Growth Fund (Get Building) grant requires the projects to be delivered in their entirety by end March 2025.</p> <p>To meet these deadlines, the purchase of the remaining property interests need to conclude as soon as possible to enable site clearance and redevelopment to begin.</p>	
<b>FINANCIAL/ VALUE FOR MONEY IMPACT</b>	Yes	<p>The Council was awarded £2.38M grant through the Get Building Fund (allocated from Local Growth Funding) which is being used to support the second stage of the Stronger Communities Programme at New College, Wellington. The grant is also being used to support the redevelopment proposal at High Street/Glebe Street lead by WHG. The project must be delivered by 31 March 2025. Failure to meet this requirement may result in grant clawback.</p> <p>The award additionally identifies £18.62M of match funding which must be spent by the delivery partner Wrekin Housing Group (WHG). A back to back agreement is in place with WHG ensuring that the financial risk of non-delivery is addressed.</p> <p>The costs incurred in progressing the CPO will be funded by WHG either through the £1.5M grant allocated or as part of their match funding commitment.</p> <p>DR 29.11.21</p>
<b>LEGAL ISSUES</b>	Yes	<p>The Council has legal powers to promote CPOs under the Housing Act 1985 where the use of the powers will lead to a quantitative or qualitative improvement in housing.</p> <p>In promoting a CPO Government guidance provides that a CPO should only be made where there is a compelling case in the public interest. It is necessary for the Council to demonstrate that they have taken reasonable steps to acquire all of the land and rights required by agreement.</p> <p>Compulsory purchase is intended as a last resort to secure the assembly of land needed for the implementation of projects. However, it is appropriate to commence the CPO process whilst negotiations are ongoing.</p> <p>When making a CPO local authorities should be sure that the purposes for which the CPO is made justify interfering with the human rights of those with an interest in the land affected. The Council also has to give due regard to its Equalities Duties in the exercise of its CPO powers.</p> <p>The appended draft Statement of Reasons demonstrates that the Council has a compelling case in the public interest for exercising its CPO powers in this instance.</p> <p>EH 25.11.21</p>



<b>OTHER IMPACTS, RISKS &amp; OPPORTUNITIES</b>	Yes	<p>Whilst the use of CPO powers are to support Wrekin Housing Group with the acquisition of property interests, the responsibility for the CPO will remain with the Council. The Council will therefore work closely with Wrekin Housing Group in their discussions with third parties to ensure they are in accordance with CPO processes and procedures.</p> <p>The purchase of these remaining few property interests in a largely vacant residential area will support the delivery of new, fit for purpose, general needs housing and the regeneration of a key community</p>
<b>IMPACT ON SPECIFIC WARDS</b>	Yes	This report has implications for the College Ward, Wellington with the replacing of outdated residential accommodation no longer meeting a housing need.

## **PART B – ADDITIONAL INFORMATION**

### **4. INFORMATION**

- 4.1 The Council entered into a Get Building Fund (GBF) grant agreement with MHCLG in March 2021 to support local recovery from Covid-19, administered by the Marches Local Enterprise Partnership (LEP). The award of £2.38M was made to support the delivery of linked development proposals at New College and at Glebe Street/High Street, Wellington.
- 4.2 Preliminary work at New College funded through the earlier Stronger Communities Grant award left the site cleared with enabling works complete. Through discussions with Wrekin Housing Group (WHG), an opportunity was identified to widen the New College proposals through the unlocking of additional WHG redevelopment proposals within Wellington together with improved pedestrian linkages into Wellington Town Centre. The Get Building Fund was secured by the Council on the basis of supporting both key regeneration developments and leveraging in the additional financial resources to support the comprehensive masterplanning and redevelopment.
- 4.3 The WHG proposal at Glebe Street/High Street is the replacement of outdated maisonettes and flats within an estate design that no longer meets housing need. GBF gap funding was secured to support the cost of the demolition and clearance, land assembly and enabling works. WHG are leading on these redevelopment proposals and providing the match funding required to support the LEP grant award. £1.5M of the grant award is allocated to support the regeneration scheme which has the potential to deliver up to 70 new affordable housing properties for rent across a range of accommodation sizes and types including properties built to M4 (2) standard.
- 4.4 Approval to accept the grant was provided at Full Council on 26 November 2020 on the basis that acceptance would support the delivery of both elements of the proposals. The report noted that Compulsory Purchase Order (CPO) powers may be needed to support delivery where third party interests could not be secured by Wrekin Housing Group (WHG) at Glebe Street/High Street.
- 4.5 WHG interests at Glebe Street/High Street comprise a concentration of 130 poor quality residential properties with inherent design related defects affecting the roofs, drainage and fire safety issues. The development also requires significant levels of housing management due to anti-social behaviour and criminal activity which has increased over recent years. The 'complex' was identified as in need of 'action' a number of years ago and WHG have been acquiring flats previously purchased under 'right to buy' when they have been available for sale. Following the grant funding award and with WHG Board approval in place to progress the development proposals, WHG secured vacant possession and ownership of the majority

of the properties with only a few long leasehold interests outstanding to acquire. Properties occupied by WHG tenants have been slowly vacated with tenants moving to other properties across the area within WHG's housing portfolio.

- 4.6 Whilst negotiations had concluded with the majority of those parties with legal interests (117 with only 13 long leaseholds interests outstanding), due to the timescales of the grant award, WHG formally approached the Council for the support of its CPO powers to assist with remaining property interests.
- 4.7 Under delegated authority granted to the Director of Prosperity and Investment in the Council's Constitution, approval was obtained on 19 July 2021 to authorise, in principle, the exercise by the Council of its CPO powers so it could take the necessary preliminary steps, including identifying all those with interests in the land necessary to allow Cabinet to make a future decision on the making of a CPO in respect of the site.
- 4.8 The Council is keen to support WHG in bringing forward the development and external Solicitors (Freeths) are appointed to lead on the CPO providing joint advice to WHG and the Council. With the support of Freeths, external land referencers (Land Referencing Services) have been appointed to formally identify all parties with an interest in the development site to ensure these are all fully captured and recorded. With the support of the earlier CPO approval, WHG have been able to progress discussions with a number of remaining parties with further settlements having now completed and others either been agreed in principle or under discussions.
- 4.9 Despite the progress made to date with regard the remaining interests, and the fact it is likely that agreement can be reached with the remaining parties, the legal advice continues to be to progress with the making of the CPO to mitigate the risk of delays to the delivery programme to enable contractual GBF outputs to be met. The certainty of a CPO will also provide the comfort and ratification of a statutory framework to support affected parties with compensation entitlement.
- 4.10 There are 12<sup>1</sup> property interests that remain to be acquired and the locations of these are set out in the appended draft Schedule of Interests and CPO map (Appendix 1 & 2). The justification for the Council exercising its CPO powers is set out in the draft Statement of Reasons (Appendix 3).

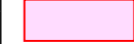
## 5.0. **PREVIOUS MINUTES**

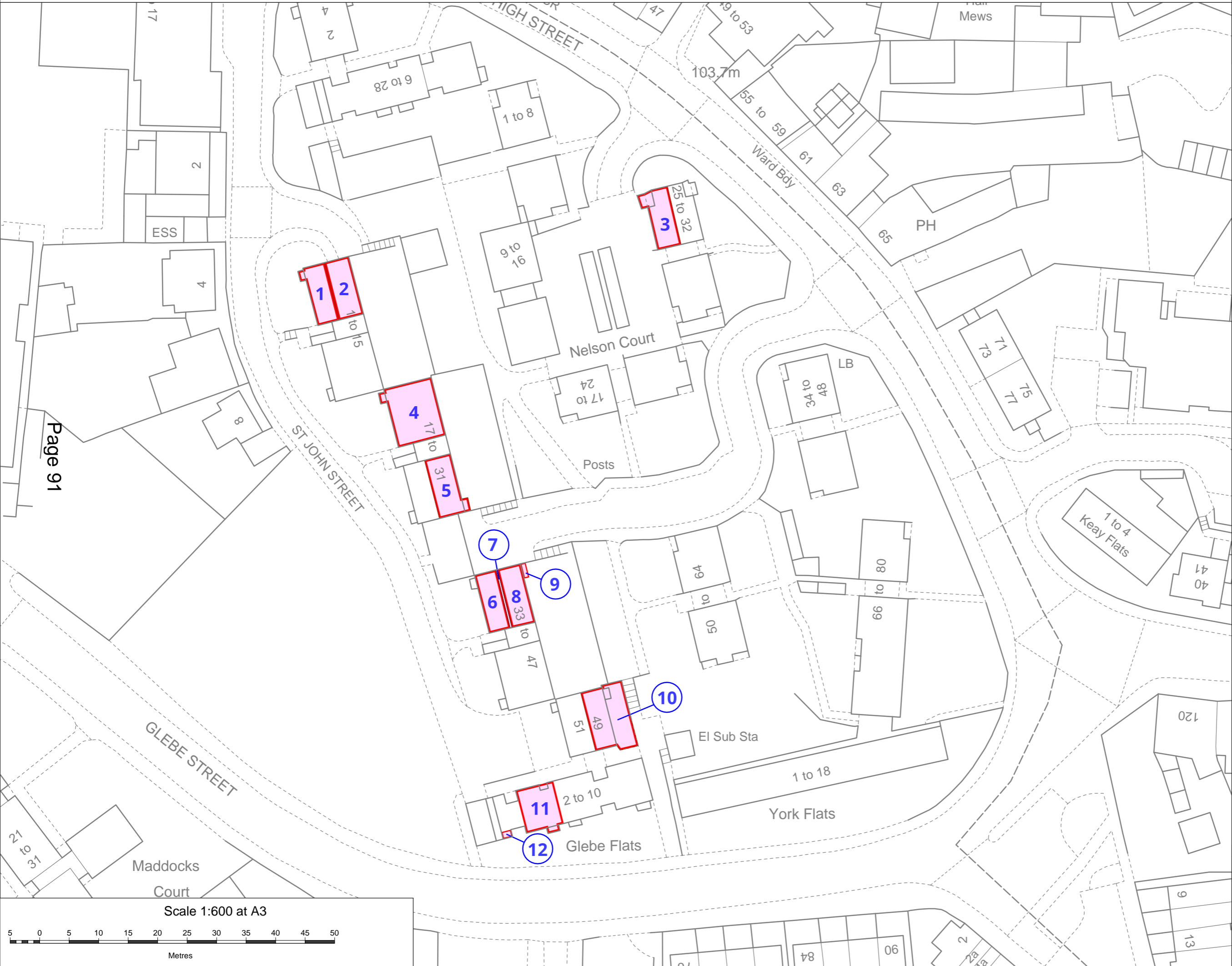
GET BUILDING FUND - NEW COLLEGE, WELLINGTON – Full Council – 26 November 2020  
GET BUILDING FUND – STRONGER COMMUNITIES – USE OF CPO POWERS – Delegated Decision by the Director of Prosperity & Investment - 19 July 2021

**Report prepared by Dawn Toy, Estates & Investments Service Delivery Manager: 01952 384330**

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<sup>1</sup> This figure will be updated prior to the making of the CPO post Cabinet Approval on 6<sup>th</sup> January 2022. It is likely that only 2 interests will be outstanding at this time.

Key:  
 Plots to be Acquired



Page 91

Scale 1:600 at A3

Version: 1.2 Date: 15 December 2021

Where applicable the plot boundaries show the general boundary of the registered land. It does not show the exact line of the boundaries. Measurements scaled from this plan may not match measurements between the same points on the ground.

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**The Borough of Telford & Wrekin (Glebe Street Wellington) Compulsory Purchase Order 2022****The Housing Act 1985 and the Acquisition of Land Act 1981**

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The Borough of Telford & Wrekin (in this order called "the acquiring authority") hereby makes the following order -

1. Subject to the provisions of this order, the acquiring authority is under section 17 of the Housing Act 1985 hereby authorised to purchase compulsorily the land described in paragraph 2 for the purpose of facilitating the acquisition of land for the provision of housing accommodation enabling the comprehensive redevelopment of the Glebe Street/High Street area of Wellington, Telford.
2. The land authorised to be purchased compulsorily under this order is the land described in the Schedule and delineated and shown Pink on a map prepared in duplicate, sealed with the common seal of the acquiring authority and marked "Map referred to in The Borough of Telford & Wrekin (Glebe Street Wellington) Compulsory Purchase Order".

## SCHEDULE

Table 1

Number on map (1)	Extent, description and situation of the land (2)	Qualifying persons under section 12(2)(a) of the Acquisition of Land Act 1981 – name and address (3)			
		Owners or reputed owners	Lessees or reputed lessees	Tenants or reputed tenants (other than lessees)	Occupiers
1	All interests in approximately 40 square metres of residential property, located on the 2 <sup>nd</sup> and 3 <sup>rd</sup> floor known as 11 St John Street, Wellington, Telford, TF1 1LJ except those owned by the acquiring authority	<b>The Wrekin Housing Group Limited</b> Colliers Way Old Park Telford TF3 4AW (SL127592)	██████████ 11 St John Street Wellington Telford TF1 1LJ (SL223240)	–	██████████ 11 St John Street Wellington Telford TF1 1LJ
2	All interests in approximately 43 square metres of residential property, located on the ground and 1 <sup>st</sup> floor known as 3 St John Street, Wellington, Telford, TF1 1LJ except those owned by the acquiring authority	<b>The Wrekin Housing Group Limited</b> Colliers Way Old Park Telford TF3 4AW (SL127592)	██████████ 3 St John Street Wellington Telford TF1 1LJ (SL88452)	–	██████████ 3 St John Street Wellington Telford TF1 1LJ
3	All interests in approximately 45 square metres of residential property, located on the 1 <sup>st</sup> floor known as 32 Nelson Court, High Street, Wellington, Telford, TF1 1JN except those owned by the acquiring authority	<b>The Wrekin Housing Group Limited</b> Colliers Way Old Park Telford TF3 4AW (SL128125)	██████████ Quellijnstraat 103 2V 1073 XH Amsterdam Netherlands (SL129760)	–	

**Table 1 (cont'd)**

Number on map (1)	Extent, description and situation of the land (2)	Qualifying persons under section 12(2)(a) of the Acquisition of Land Act 1981 – name and address (3)			
		Owners or reputed owners	Lessees or reputed lessees	Tenants or reputed tenants (other than lessees)	Occupiers
4	All interests in approximately 86 square metres of residential property, located on the ground and 1 <sup>st</sup> floor known as 19 St John Street, Wellington, Telford, TF1 1LJ except those owned by the acquiring authority	<b>The Wrekin Housing Group Limited</b> Colliers Way Old Park Telford TF3 4AW (SL127592)	<p>[REDACTED]</p> <p>83 Forton Road Newport Shropshire TF10 8BU (SL167366)</p> <p>[REDACTED]</p> <p>83 Forton Road Newport Shropshire TF10 8BU (SL167366)</p>	<p>[REDACTED]</p> <p>19 St John Street Wellington Telford TF1 1LJ</p>	<p>[REDACTED]</p> <p>19 St John Street Wellington Telford TF1 1LJ</p>
5	All interests in approximately 49 square metres of residential property, located on the 2nd floor known as 29 St John Street, Wellington, Telford, TF1 1LJ except those owned by the acquiring authority	<b>The Wrekin Housing Group Limited</b> Colliers Way Old Park Telford TF3 4AW (SL127592)	<p>[REDACTED]</p> <p>29 St John Street Wellington Telford TF1 1LJ (SL187007)</p>	-	<p>[REDACTED]</p> <p>29 St John Street Wellington Telford TF1 1LJ</p> <p>[REDACTED]</p> <p>29 St John Street Wellington Telford TF1 1LJ</p> <p>[REDACTED]</p> <p>29 St John Street Wellington Telford TF1 1LJ</p>

**Table 1 (cont'd)**

Number on map (1)	Extent, description and situation of the land (2)	Qualifying persons under section 12(2)(a) of the Acquisition of Land Act 1981 – name and address (3)			
		Owners or reputed owners	Lessees or reputed lessees	Tenants or reputed tenants (other than lessees)	Occupiers
6	All interests in approximately 38 square metres of residential properties known as 33 and 43 St John Street, Wellington, Telford, TF1 1LJ except those owned by the acquiring authority	<b>The Wrekin Housing Group Limited</b> Colliers Way Old Park Telford TF3 4AW (SL127592)	<p>██████████ 43 St John Street Wellington Telford TF1 1LJ (SL83874, in respect of 43 St John Street)</p> <p>██████████ 17 Mowbray Close Bromham Bedford MK43 8LF (SL32864, in respect of 33 St John Street)</p> <p>██████████ Eden House Farrs Lane Bath BA2 5DV (SL32864, in respect of 33 St John Street)</p>	–	<p>██████████ 43 St John Street Wellington Telford TF1 1LJ</p>



**Table 1 (cont'd)**

Number on map (1)	Extent, description and situation of the land (2)	Qualifying persons under section 12(2)(a) of the Acquisition of Land Act 1981 – name and address (3)			
		Owners or reputed owners	Lessees or reputed lessees	Tenants or reputed tenants (other than lessees)	Occupiers
7	All interests in approximately 3 square metres of residential premises known as 33 to 47 St John Street, Wellington, Telford, TF1 1LJ except those owned by the acquiring authority	<b>The Wrekin Housing Group Limited</b> Colliers Way Old Park Telford TF3 4AW (SL127592)	<p>[REDACTED] 17 Mowbray Close Bromham Bedford MK43 8LF (SL32864, in respect of 33 St John Street)</p> <p>[REDACTED] Eden House Farrs Lane Bath BA2 5DV (SL32864, in respect of 33 St John Street)</p> <p>[REDACTED] 43 St John Street Wellington Telford TF1 1LJ (SL83874, in respect of 43 St John Street)</p>	–	[REDACTED] 43 St John Street Wellington Telford TF1 1LJ

**Table 1 (cont'd)**

Number on map (1)	Extent, description and situation of the land (2)	Qualifying persons under section 12(2)(a) of the Acquisition of Land Act 1981 – name and address (3)			
		Owners or reputed owners	Lessees or reputed lessees	Tenants or reputed tenants (other than lessees)	Occupiers
7 (Cont'd)			<p>██████████ 41 St John Street Wellington Telford TF1 1LJ (SL126785, in respect of 41 St John Street)</p> <p>██████████ 28 Stokesay Road Wellington Telford TF1 3NX (SL126785, in respect of 41 St John Street)</p>		

**Table 1 (cont'd)**

Number on map (1)	Extent, description and situation of the land (2)	Qualifying persons under section 12(2)(a) of the Acquisition of Land Act 1981 – name and address (3)			
		Owners or reputed owners	Lessees or reputed lessees	Tenants or reputed tenants (other than lessees)	Occupiers
8	All interests in approximately 41 square metres of residential premises, located on the 2 <sup>nd</sup> and 3 <sup>rd</sup> floor known as 41 St John Street, Wellington, Telford, TF1 1LJ except those owned by the acquiring authority	<b>The Wrekin Housing Group Limited</b> Colliers Way Old Park Telford TF3 4AW (SL127592)	<p>[REDACTED]</p> <p>41 St John Street Wellington Telford TF1 1LJ (SL126785)</p> <p>[REDACTED]</p> <p>28 Stokesay Road Wellington Telford TF1 3NX (SL126785)</p>	–	–
9	All interests in approximately 3 square metres of rear accessway to residential premises, located on the 2 <sup>nd</sup> and 3 <sup>rd</sup> floor known as 41 St Johns Street, Wellington, Telford, TF1 1LJ except those owned by the acquiring authority	<b>The Wrekin Housing Group Limited</b> Colliers Way Old Park Telford TF3 4AW (SL127592)	<p>[REDACTED]</p> <p>41 St John Street Wellington Telford TF1 1LJ (SL126785)</p> <p>[REDACTED]</p> <p>28 Stokesay Road Wellington Telford TF1 3NX (SL126785)</p>	–	–

**Table 1 (cont'd)**

Number on map (1)	Extent, description and situation of the land (2)	Qualifying persons under section 12(2)(a) of the Acquisition of Land Act 1981 – name and address (3)			
		Owners or reputed owners	Lessees or reputed lessees	Tenants or reputed tenants (other than lessees)	Occupiers
10	All interests in approximately 78 square metres of residential property, located on the ground and 1 <sup>st</sup> floor known as 51 St John Street, Wellington, Telford, TF1 1LJ except those owned by the acquiring authority	<b>The Wrekin Housing Group Limited</b> Colliers Way Old Park Telford TF3 4AW (SL127592)	<p>██████████ 18 George Street Dawley Telford TF4 3AA (SL11026)</p> <p>██████████ 18 George Street Dawley Telford TF4 3AA (SL11026)</p>		<b>Unoccupied</b>
11	All interests in approximately 51 square metres of residential property, located on the 2nd and 3rd floor known as 5 Glebe Flats, Glebe Street, Wellington, Telford, TF1 1LH except those owned by the acquiring authority	<b>The Wrekin Housing Group Limited</b> Colliers Way Old Park Telford TF3 4AW (SL128128)	<p>██████████ 2 Brook House Farm Cottages Hooklands Lane Shipley Horsham RH13 8PY (SL167401)</p> <p>██████████ 2 Brook House Farm Cottages Hooklands Lane Shipley Horsham RH13 8PY (SL167401)</p>	██████████ 5 Glebe Flats Glebe Street Wellington Telford TF1 1LH	██████████ 5 Glebe Flats Glebe Street Wellington Telford TF1 1LH

**Table 1 (cont'd)**

Number on map (1)	Extent, description and situation of the land (2)	Qualifying persons under section 12(2)(a) of the Acquisition of Land Act 1981 – name and address (3)			
		Owners or reputed owners	Lessees or reputed lessees	Tenants or reputed tenants (other than lessees)	Occupiers
12	All interests in approximately 3 square metres of residential premises used as a bin storage area, Glebe Flats, Glebe Street, Wellington, Telford, TF1 1LH except those owned by the acquiring authority	<b>The Wrekin Housing Group Limited</b> Colliers Way Old Park Telford TF3 4AW (SL127592)	<p>██████████ 2 Brook House Farm Cottages Hooklands Lane Shipley Horsham RH13 8PY (SL167401, in respect of 5 Glebe Street)</p> <p>██████████ 2 Brook House Farm Cottages Hooklands Lane Shipley Horsham RH13 8PY (SL167401, in respect of 5 Glebe Street)</p>	<p>██████████ 5 Glebe Flats Glebe Street Wellington Telford TF1 1LH</p>	<p>██████████ 5 Glebe Flats Glebe Street Wellington Telford TF1 1LH</p>

**Table 2**

Number on map (4)	Other qualifying persons under section 12(2A)(a) of the Acquisition of Land Act 1981 (5)		Other qualifying persons under section 12(2A)(b) of the Acquisition of Land Act 1981 – not otherwise shown in Tables 1 & 2 (6)	
	Name and address	Description of interest to be acquired	Name and address	Description of the land for which the person in adjoining column is likely to make a claim
1	<p><b>Prudential Trustee Company Limited</b> 10 Fenchurch Street London EC3M 5AG</p> <p><b>Bank of Scotland plc</b> The Mound Edinburgh EH1 1YZ</p> <p><b>The Wrekin Housing Trust Limited</b> Colliers Way Old Park Telford TF3 4AW</p>	<p>As mortgagee to The Wrekin Housing Group Limited in respect of 1 to 55 St Johns Court, Wellington, Telford</p> <p>As mortgagee to [REDACTED] in respect of 11 St John Street, Wellington, Telford, TF1 1LJ</p> <p>Restriction until 25 February 2023 in respect of 11 St John Street, Wellington, Telford TF1 1LJ</p>	–	–
2	<p><b>Lloyds Bank plc</b> 25 Gresham Street London EC2V 7HN</p>	<p>As mortgagee to [REDACTED] in respect of 3 St John Street, Wellington, Telford, TF1 1LJ</p>	–	–

Number on map (4)	Other qualifying persons under section 12(2A)(a) of the Acquisition of Land Act 1981 (5)		Other qualifying persons under section 12(2A)(b) of the Acquisition of Land Act 1981 – not otherwise shown in Tables 1 & 2 (6)	
	Name and address	Description of interest to be acquired	Name and address	Description of the land for which the person in adjoining column is likely to make a claim
2 (cont'd)	<p><b>The Wrekin Housing Trust Limited</b> Colliers Way Old Park Telford TF3 4AW</p> <p><b>Prudential Trustee Company Limited</b> 10 Fenchurch Street London EC3M 5AG</p>	<p>Restriction until 25 February 2023 in respect of 11 St John Street, Wellington, Telford TF1 1LJ</p> <p>As mortgagee to The Wrekin Housing Group Limited in respect of 1 to 55 St Johns Court, Wellington, Telford</p>		
3	<p><b>Prudential Trustee Company Limited</b> 10 Fenchurch Street London EC3M 5AG</p>	As mortgagee to The Wrekin Housing Group Limited in respect of 1 to 32 Nelson Court, High Street, Wellington, Telford	–	–
4	<p><b>Prudential Trustee Company Limited</b> 10 Fenchurch Street London EC3M 5AG</p>	As mortgagee to The Wrekin Housing Group Limited in respect of 1 to 55 St Johns Court, Wellington, Telford	–	–
5	<p><b>Leeds Building Society</b> 26 Sovereign Street Leeds LS1 4BJ</p>	As mortgagee to [REDACTED] in respect of 29 St John Street, Wellington, Telford, TF1 1LJ	–	–

Number on map (4)	Other qualifying persons under section 12(2A)(a) of the Acquisition of Land Act 1981 (5)		Other qualifying persons under section 12(2A)(b) of the Acquisition of Land Act 1981 – not otherwise shown in Tables 1 & 2 (6)	
	Name and address	Description of interest to be acquired	Name and address	Description of the land for which the person in adjoining column is likely to make a claim
5 (cont'd)	<b>Prudential Trustee Company Limited</b> 10 Fenchurch Street London EC3M 5AG	As mortgagee to The Wrekin Housing Group Limited in respect of 1 to 55 St Johns Court, Wellington, Telford		
6	<b>National Westminster Bank plc</b> 250 Bishopsgate London EC2M 4AA  <b>Prudential Trustee Company Limited</b> 10 Fenchurch Street London EC3M 5AG	As mortgagee to [REDACTED] in respect of 41 St Johns Street, Wellington, Telford, TF1 1LJ  As mortgagee to The Wrekin Housing Group Limited in respect of 1 to 55 St Johns Court, Wellington, Telford	–	–
7	<b>National Westminster Bank plc</b> 250 Bishopsgate London EC2M 4AA  <b>Prudential Trustee Company Limited</b> 10 Fenchurch Street London EC3M 5AG	As mortgagee to [REDACTED] in respect of 41 St Johns Street, Wellington, Telford, TF1 1LJ  As mortgagee to The Wrekin Housing Group Limited in respect of 1 to 55 St Johns Court, Wellington, Telford	–	–



Number on map (4)	Other qualifying persons under section 12(2A)(a) of the Acquisition of Land Act 1981 (5)		Other qualifying persons under section 12(2A)(b) of the Acquisition of Land Act 1981 – not otherwise shown in Tables 1 & 2 (6)	
	Name and address	Description of interest to be acquired	Name and address	Description of the land for which the person in adjoining column is likely to make a claim
8	<p><b>National Westminster Bank plc</b> 250 Bishopsgate London EC2M 4AA</p> <p><b>Prudential Trustee Company Limited</b> 10 Fenchurch Street London EC3M 5AG</p>	<p>As mortgagee to [REDACTED] in respect of 41 St Johns Street, Wellington, Telford, TF1 1LJ</p> <p>As mortgagee to The Wrekin Housing Group Limited in respect of 1 to 55 St Johns Court, Wellington, Telford</p>	–	–
9	<p><b>National Westminster Bank plc</b> 250 Bishopsgate London EC2M 4AA</p> <p><b>Prudential Trustee Company Limited</b> 10 Fenchurch Street London EC3M 5AG</p>	<p>As mortgagee to [REDACTED] in respect of 41 St Johns Street, Wellington, Telford, TF1 1LJ</p> <p>As mortgagee to The Wrekin Housing Group Limited in respect of 1 to 55 St Johns Court, Wellington, Telford</p>	–	–
10				
11	<p><b>HSBC UK Bank plc</b> 1 Centenary Square Birmingham B1 1HQ</p>	<p>As mortgagee to [REDACTED] in respect of 5 Glebe Flats, Glebe Street, Wellington, Telford, TF1 1LH</p>	–	–

Number on map (4)	Other qualifying persons under section 12(2A)(a) of the Acquisition of Land Act 1981 (5)		Other qualifying persons under section 12(2A)(b) of the Acquisition of Land Act 1981 – not otherwise shown in Tables 1 & 2 (6)	
	Name and address	Description of interest to be acquired	Name and address	Description of the land for which the person in adjoining column is likely to make a claim
12	<b>HSBC UK Bank plc</b> 1 Centenary Square Birmingham B1 1HQ	As mortgagee to [REDACTED] [REDACTED] in respect of 5 Glebe Flats, Glebe Street, Wellington, Telford, TF1 1LH	–	–

## GENERAL ENTRIES

***LIST OF STATUTORY UNDERTAKERS AND OTHER LIKE BODIES HAVING OR POSSIBLY HAVING A RIGHT TO KEEP EQUIPMENT OR HAVING THE BENEFIT OF EASEMENTS ON, IN OR OVER THE LAND WITHIN THE ORDER***

<b>Party Name</b>	<b>Address</b>
Virgin Media Limited	500 Brook Drive, Reading, RG2 6UU
Western Power Distribution PLC	Avonbank, Feeder Road, Bristol, Avon, BS2 0TB
Cadent Gas Limited	Ashbrook Court, Prologis Park, Central Boulevard, Coventry, CV7 8PE
Severn Trent Water	Severn Trent Centre, 2 St John's Street, Coventry, CV1 2LZ
Openreach Limited	Kelvin House, 123 Judd Street, London, WC1H 9NP

[This order includes land falling within special categories to which section 17(2), 18 or 19 of the Acquisition of Land Act 1981 applies, namely –

Number on map

Special category]

[Date]

[Attestation Clause]

DRAFT

**THE HOUSING ACT 1985**

**AND**

**THE ACQUISITION OF LAND ACT 1981**

**BOROUGH OF TELFORD & WREKIN COUNCIL (GLEBE STREET, WELLINGTON) COMPULSORY  
PURCHASE ORDER 2022**

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**STATEMENT OF REASONS**

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## 1 INTRODUCTION

- 1.1 This document is the Statement of Reasons of Telford and Wrekin Council (“**the Council**”) prepared in connection with the making of a compulsory purchase order entitled the Borough of Telford and Wrekin Council (Glebe Street, Wellington) Compulsory Purchase Order 2022 (“**the Order**”), which is submitted to the Secretary of State for Levelling Up, Housing, Communities (“**the Secretary of State**”) for confirmation. The Council is the acquiring authority for the purposes of the Order. The Order is made pursuant to the Council Resolution at Cabinet on [6 January 2022]
- 1.2 The Council has made the Order pursuant to powers in section 17 of the Housing Act 1985. These powers are explained later in this Statement of Reasons. In this document the land included within the Order and the subject of proposed acquisition is referred to as “**the Order Land**”. The Council is the local planning authority and the local highway authority for the Order Land.
- 1.3 The Order has been made to facilitate the acquisition of land for the provision of housing accommodation (“**the Scheme**”). The Scheme will enable the comprehensive redevelopment of the Glebe Street/High Street area of Wellington, Telford, a key gateway location close to Wellington Town Centre (“**the Town Centre**”).
- 1.4 The Order is necessary to ensure land assembly for the proposed residential development, to provide up to 70 new general needs and affordable housing properties to rent (exact number subject to detailed design). The area of the Order Land to be acquired encompasses [12] property interests.
- 1.5 Planning permission to demolish the current properties (application reference TWC/2021/0815) was granted on 9 September 2021. A public consultation on the planning proposals was undertaken on 27 September 2021 and a detailed description of the Scheme proposals is found at Section 4 of this Statement of Reasons.
- 1.6 This Statement of Reasons has been prepared in compliance with paragraphs 22 and 196 of the Government “*Guidance on compulsory purchase process and the Crichton Down Rules for the disposal of surplus land acquired by, or under threat of, compulsion*” (July 2019) (“**the Guidance**”).

## 2 DESCRIPTION OF THE ORDER LAND

2.1 The Order Land comprises [12] remaining property interests listed in table in section 7

2.2 The properties comprise a small number of flats in 2 and 3 storey blocks constructed in the 1960s and forming part of the Glebe Street housing complex originally comprising 130 dwellings located close to the centre of Wellington Town, one of the towns that together form the Borough of Telford and Wrekin Council.

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### **3 ENABLING POWERS AND PURPOSE OF THE CPO**

- 3.1 The Council is empowered by section 17 of the Housing Act 1985 to acquire land, houses or other properties by compulsion for the provision of housing accommodation. A requirement of the exercise of the power is that the acquisition must achieve a quantitative or qualitative housing gain.
- 3.2 The Government has prepared the Guidance. The Council has had regard to and followed the Guidance where appropriate in relation to the Order.
- 3.3 The Council's purpose in seeking to acquire the Order Land is to enable the construction, through its Registered Provider delivery partner, Wrekin Housing Group, of up to 70 new dwellings (the precise number being subject to the approval of a planning application). The new dwellings are proposed to be a mixture of general needs housing and affordable properties to rent and make a significant contribution to meeting the need for new, quality homes in the Wellington town centre.

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## 4 THE SCHEME

4.1 As set out in section 1 above, the Scheme involves the delivery of new residential development in the Glebe Street complex to include St John St and Nelson Court. The Scheme represents a coherent residential development in its own right and will provide a high level of amenity for occupiers without reliance on the development of any future phases.

4.2 The Scheme will bring about the demolition of the existing dwelling comprising 130 residential units to be replaced by up to 70 new residential units.

### ***Quantitative Housing Gain***

4.3 The Scheme will not bring about any quantitative housing gain per se although it will deliver a broader range of housing types which better match demand in the local affordable rented market. For example, it provides for bungalows and houses, where the demand for these types of properties is high, replacing flats, for which there is an oversupply in the local area.

4.4 The existing flatted development was at 80% occupancy levels when the decanting began. The Scheme is anticipated to achieve occupancy levels of nearer 100%. The Wrekin Housing Group stock profile in Wellington indicates an oversupply of flats with 526 flats in the Wellington area. The majority of these flats are within a 10-minute walk and are newer, often with the benefits of designated parking and private amenity space. They also sit within an area of mixed property style and tenure type estates. In addition, a number of good quality private rented blocks are situated adjacent to the site along High Street, close to the Medical Centre and the Glebe Centre. In addition, the Glebe Centre has been earmarked for conversion to flats. It is therefore unlikely that refurbishing the flats the subject of the Scheme would result in occupancy levels increasing due to the oversupply of this type of accommodation in the area.

### ***Qualitative Housing Gain***

4.5 The new scheme will be designed in line with secured by design principles. This is particularly beneficial as the flats on the Glebe Street site have a lack of private amenity space, are inaccessible for the elderly or people with disabilities and have inadequate parking facilities. The site is characterised by large swathes of hard landscaping, including high walls, dark alleyways and long deck access corridors open to the elements. Refuse facilities in many instances cannot be accessed near to the home and involves travelling up and down flights of stairs and across roads/parked vehicles. Fly tipping as a result is a major issue. The blocks are also suffering from design and age-related issues including poor drainage and leaks from the flat roofs and balconies causing flooding into the communal areas and water ingress into the ground floor flats. The current properties are difficult to heat and suffer from damp related issues. As a result, demand to rent is low and would remain low.

4.6 The Scheme will bring about significant improvements in the housing stock at this location because it will:

4.6.1 provide up to 70 new homes designed for a range of household types such as families. This contrasts markedly with the predominantly single person households that lived in the existing flats. The greater variety of household types creates a more balanced, sustainable community which is expected to take greater advantage of the local offer in what is a highly sustainable location. The proposed Scheme is situated within a few minutes' walk of the principal shopping streets of Wellington, leisure and community facilities such as the Swimming Pool, Orbit Community Cinema & the Belfrey Theatre. The Scheme is located very close to Wellington bus and train stations providing excellent connectivity to other parts of Telford, Shrewsbury, the wider West Midlands and beyond. Good schools and Telford College and a variety of workplaces are all situated within close proximity of the Scheme;

4.6.2 provide a range of accommodation types and sizes all at an affordable rent. These will include 9 bungalows, 49 houses, and 12 apartments. 15 of the properties will be built to M4 (2) standard. The ground floor apartments and bungalows will provide level access and walk-in showers suitable for those with mobility problems. This will reduce the number of younger tenants with mobility issues currently having to be housed in Wrekin Housing Group bungalows thereby freeing up this stock for more mature households;

4.6.3 provide a range of property types that will encourage a diverse and inclusive community to develop in a neighbourhood well placed to reduce dependence on the private car and to promote walking and the informal interactions between neighbours that result;

4.6.4 provide private parking and refuse collection facilities located within the curtilage of each dwelling replacing current requirements to travel long distances and between floors to access such facilities. Communal refuse points will be significantly reduced and so reduce fly tipping issues which are currently prevalent;

4.6.5 provide an attractive and high-quality residential development on what is a key gateway location into and through the market town of Wellington;

4.6.6 replace the current medium rise, high density, low quality housing provision with modern energy efficient homes. All of the new homes are specified to achieve energy performance in compliance with Part L of the Building Regulations as a minimum which generally translates to an EPC B rating. However, going forward, Wrekin Housing

Group aspire to achieving enhanced U values to the fabric of the building to the equivalent of an A rating where financial viability permits; and

- 4.6.7 complement the nearby housing provision rather than compete with the high number of flats that surrounds it. This will result in the transformation of the local street scene and contribute to the health and well-being of residents with private landscaped gardens, to relax, exercise, play and undertake domestic activities such as drying clothes. Thereby replacing the concrete walkways and communal bin storage areas and underutilised areas of public space. Private and discreet parking drives replacing the current haphazard arrangement of parking on verges, paths, communal drying areas and green spaces. Refuse collection immediately adjacent to the home. The new development will provide warm, energy efficient homes producing lower fuel bills for tenants. The Scheme has been designed to complement and be sympathetic to the local heritage along the High Street. Following consultation with the Council's Heritage Officer the street scene reverts back to a style that was originally there. The concrete blocks being replaced with terraces of a mixed height and roof line with direct access onto the High Street itself. As such the Scheme will provide long term on-going sustainable demand therefore benefitting the area and the local community and nearby facilities/services.

## 5 JUSTIFICATION FOR THE USE OF COMPULSORY PURCHASE POWERS

### *The statutory and policy tests*

- 5.1 Section 17(1) (a) Housing Act 1985 (“**1985 Act**”) provides that a local housing authority, the Council in this instance, “*may for the purposes of this Part acquire land as a site for the erection of houses*”.
- 5.2 Section 17(2) of the 1985 Act provides that, “*The power conferred by subsection (1) includes power to acquire land for the purpose of....disposing of the land to a person who intends to provide housing accommodation*”.
- 5.3 Section 17(3) provides that “*Land may be acquired by a housing authority for the purposes of this Part by agreement, or they may be authorised by the Secretary of State to acquire it compulsorily*”.
- 5.4 Section 17(4) provides that “*A local housing authority may, with the consent of, and subject to any conditions imposed by, the Secretary of State, acquire land for the purposes of this Part notwithstanding that the land is not immediately required for those purposes; but an authority shall not be so authorised to acquire land compulsorily unless it appears to the Secretary of State that the land is likely to be required for those purposes within ten years from the date on which he confirms the compulsory purchase order.*”
- 5.5 The Guidance at paragraph 146 provides that, “*Section 17 of the Housing Act 1985 empowers local housing authorities to acquire land, houses or other properties by compulsion for the provision of housing accommodation. Acquisition must achieve a quantitative or qualitative housing gain*”.
- 5.6 Further, at paragraph 147 of the Guidance it provides that, “*The main uses of this power have been to assemble land for housing and ancillary development, including the provision of access roads; to bring empty properties into housing use; and to improve substandard or defective properties. Current practice is for authorities acquiring land or property compulsorily to dispose of it to the private sector, housing associations or owner-occupiers*”.

### **Existing Housing Need**

#### **National policy**

- 5.7 The Government, through the National Planning Policy Framework (“**NPPF**”), are clear that the quality of housing provision must be improved in order to: improve people’s health and well-being, combat climate change, create beautiful places and encourage regeneration of high streets and town centres.
- 5.8 The recently released National Design Guide and Design Code reinforce the need for improvements in the quality of housing, public realm and the natural environment. This is further evidenced by the NPPF with the emphasis on ‘*Achieving well designed places*’ including the need to ensure development enhances the quality of an area over the long term.

- 5.9 Housing quality is a critical determinate of public health. This includes the elements such as the physical fabric of a building, the size and space of living accommodation, the design of the building and provision of private amenity space or access to green open space. It is recognised that older designs of public housing can be detrimental to public health, encourage anti-social behaviour and limit life chances.
- 5.10 The Government have set a target of achieving carbon neutrality by 2050. This will only be achieved if the standard of housing is improved, homes are retrofitted for insulation and renewable energy, housing that has passed its design life is re-developed and through the development of new climate ready housing. The Government are addressing this through the 'Housing Standards Review' and the 'National Adaptation Plan 2018 – 23'. The National Planning Policy Guidance is clear that addressing climate change is one of the core land use planning principles that should underpin Local Development Plans. To be found sound, Local Plans need to reflect this principle and enable the delivery of sustainable development including the delivery of better housing.
- 5.11 National policy also supports the regeneration of town centres through the re-purposing of brownfield land and creating places where people want to live and work. The delivery of good quality residential development is a critical element of sustaining and growing town centres. The re-development sites including housing that is beyond its design life and detrimental to centres is encouraged through National Planning Policy and the Government's 'levelling up' policy.

#### **Local housing policy**

- 5.12 The Telford & Wrekin Local Plan was adopted in 2018 and provides a framework for regeneration, redevelopment and growth within the Borough. The plan allocates sites for housing and employment development that meet some of the local development needs. It also allows for windfall development to come forward to support the re-use of previously developed land and redevelopment of poorer quality housing.
- 5.13 The quality of development is addressed in design policy BE1 and policies also cover development in and around local centres as the need for a mix of housing within the borough. Policy HO4 addresses the need for a better mix of homes to support a variety of housing needs including the need for accommodation that, for example, enables older people to live at home for longer. Policy HO6 covers Affordable Housing Delivery this includes the need to provide 'tenure blind' properties.
- 5.14 The emerging Local Plan review will further address the need for regeneration of older centres and new town housing as well as a greater emphasis on addressing climate change as part of new development. Initial consultation on 'issues & options' was undertaken autumn 2020.
- 5.15 The Council's overarching Housing Strategy, 2000 – 2025 sets out how it will work as an enabler, a regulator and a consumer champion to meet the housing needs of its borough.

- 5.16 The Strategy complements other key documents, such as the Telford & Wrekin Local Plan and Climate Change Strategy and provides a framework for other supporting strategies. It recognises that the Borough's homes are a major asset and that while new housing is important, we need to make sure the homes we already have are as good as the best of the new ones that are being built today. The most recent Strategic Housing Market Assessment ("**SHMA**") for the Borough identifies an annual shortfall of more than 650 affordable homes each year.
- 5.17 This Strategy reflects the belief that a decent place to live is the foundation on which people build their lives. If you've got a good quality home, then health, employment, educational achievement and a happy family life are often much easier to obtain. The right balance of good quality homes, which are affordable, sustainable and provide variety, choice and accessibility, are essential to the economic prosperity, health and wellbeing of the people in our borough. The document sets out three key objectives:
- ***To create sustainable, accessible, affordable and integrated communities.***  
This includes promoting high standards in all new build homes including affordability, accessibility and environmental performance.
  - ***To make the best use of our existing homes***  
As part of this the Council will support the positive redevelopment and improvement of existing homes to address climate change and reduce fuel poverty. It will also continue to work to bring empty homes back into use. In addition, it will create a new focus on housing renewal in the borough to deliver sustainable, cohesive communities and champion high physical and management standards through its 'Better Homes for All' programme and its exemplar Nuplace initiative.
  - ***To provide homes to support and empower our most vulnerable people.***  
This includes increasing the supply of specialist and accessible homes, helping local people to find and sustain the homes they need and promoting independent living for as long as possible.
- 5.18 The Council works closely with the Wrekin Housing Group ("**WHG**") who are the largest Registered Provider of social housing in the Borough, with a stock of over 9,000 homes. WHG is also the biggest local developer of new affordable homes, delivering 200 - 300 new affordable homes each year. WHG is also undertaking a successful long term redevelopment programme of its existing housing stock – this includes the re-provision of unpopular and poor-quality medium-rise apartments and their replacement with family and other homes, together with the remodelling or re-provision of existing specialist housing schemes.
- 5.19 To underpin the approach to housing quality the Council have adopted a 'Supported & Specialist Accommodation Strategy'. The document identifies a range of vulnerable residents and quantifies their need for housing over the next decade<sup>1</sup>. The information contained in the strategy is an

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<sup>1</sup> Page 23, Telford & Wrekin Supported & Specialist Accommodation Strategy.

indication of the need to deliver housing to meet varying needs including housing for older people by shared ownership, social and affordable rent housing. The Council are in the process of developing a Support & Specialist Accommodation Supplementary Planning document which will provide further clarity for the development schemes.

***Local need for a qualitative improvement in housing***

5.20 The Scheme accords with national and local planning policy and are wholly consistent with the Council's support for improved housing within the borough. The Scheme is located on the edge of Wellington Centre and conservation area and consists of flats built during the 1950s. The existing development is no longer fit for purpose, as evidenced by the design, condition of the properties and the likely cost of bringing them up to modern housing standards. The properties are poorly insulated and glazed with low levels of energy efficiency. This increases the running costs for residents as they have to spend more to heat their homes during winter period. The proposed development would provide higher quality energy efficient homes that would help lower running costs for residents that are likely to be on lower incomes helping to address issues of 'fuel poverty'. The Council's 'Affordable Warmth Strategy' highlights that around 10% of homes within the borough are in fuel poverty, this includes:

5.20.1 7,220 households considered to be in fuel poverty; and

5.20.2 6,520 homes suffer from living in cold and damp conditions.

5.21 The location on the edge of Wellington High Street is a limiting factor in the redevelopment and regeneration of this area of the town. Considerable public benefit will be derived from better quality housing making this area of Wellington a more attractive place to live and invest. In consultation with the Council's Heritage Officer, the Scheme will deliver a development that is more in keeping with the surrounding buildings and historical heritage of the area by returning a street scene reminiscent of its historical past by providing an attractive frontage onto the High Street, as opposed to the current, set back poor quality high rise flats, which will help improve the street scene creating a more cohesive and positive environment for further investment in residential and commercial development. It will also help accelerate the regeneration and re-use of more aesthetically pleasing older properties on the opposite side of the High Street. The Council has been successful in securing £22m investment through the Town's Fund, this will include a significant investment in Wellington centre.

5.22 Policy HO6 Affordable Housing Delivery will ensure that the design of the properties will be tenure blind, this will be a marked change from the existing properties that are of a poor-quality design. The properties are of a 'public sector' housing design and as such suffer from poor perceptions and limit their desirability. The poor perception of housing can also impact on residents' mental health and life chances.



5.23 The ageing design of the flats limits the scope of residents who can be housed in this type of accommodation including elderly residents and those with limited mobility<sup>2</sup>. The replacement of flats with a mixed housing development will greatly assist in providing more accessible accommodation, with opportunities for step free access to properties. The development will also replace the poor-quality shared spaces and small balconies with much needed private gardens providing residents with ready access to open space and fresh air. The Council's Supported & Specialist Accommodation Strategy (March 2020) identified the need for accommodation that meets the needs of older residents that the current flats do not effectively do, this includes:

- an immediate need for 700 homes for older people for sale or shared equity. This increases to 900 homes by 2031; and
- an immediate need for 340 homes for older people for social or affordable rent. This increases to 920 homes by 2031.

In conclusion, the Scheme will see the replacement of 130 flats of similar size and design with up to 70 new homes which provide a mix of much needed 1 bed apartments<sup>3</sup>, bungalows and 2 to 3 bedroom homes.

5.24 The mix of housing provision and the uplift in the quality and liveability of the homes will justify the loss of 50 flats that are recognised as beyond their design life, have limited scope for modernisation, provide a very limited offer for meeting identified housing needs and are subject to levels of under occupation.

5.25 Further, the loss of 50 units will be offset by the Council's strong record on the delivery of affordable housing running at an average of 300 units per annum.

***Wider social, environmental and economic benefits***

5.26 The Scheme represents a significant investment in a key strategic area of Wellington, the benefits of which will be considerable to the social, environmental and economic well-being of the Council's area, including by means of:

- 5.26.1 delivery of a variety of housing types that complements the surrounding housing provision rather than competes with it. Providing accommodation more suited to the growing demand in Wellington and a living environment and offer that is not currently available at this site;
- 5.26.2 provision of modern energy efficient homes so aiding residents to reduce their fuel bills and therefore impact on the environment;
- 5.26.3 a scheme specifically designed with the heritage and historical context of the street scene at its heart. Returning this area of the High Street to a scene reminiscent of its thriving past;

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<sup>2</sup> 85+ age group is projected to more than double between 2017 and 2031 growing from 3,170 to 6,900, source Telford & Wrekin Supported & Specialist Accommodation Strategy.

<sup>3</sup> There is strong demand for 1 bed dwellings through the Council housing nominations process.

- 5.26.4 its location will contribute immensely to the local economy being adjacent to town centre, train and bus stations and other facilities including leisure & health;
- 5.26.5 the new housing will also help address the wider objectives of the Council and health sector to enable residents to live in their homes for longer through the provision of accessible homes;
- 5.26.6 the housing will also help improve resident's access to private outdoor amenity space through the provision of private gardens;
- 5.26.7 improving the image and perception of the Glebe street area and beyond in what is a key gateway into Wellington;
- 5.26.8 optimising the use of land in an important gateway location to Wellington town centre and supporting the wider regeneration of the high street area; and
- 5.26.9 the new housing will be to a higher standard of build quality, energy efficiency and design. It will help lower living costs for residents in need of affordable housing at a time of rising prices. It will also contribute positively towards the Council's aspiration for a carbon neutral borough as set out in the Council's Climate Change Action Plan<sup>4</sup>;

***Compliance with the Guidance***

- 5.27 Paragraph 147 of the Guidance indicates certain information is to be included with applications for confirmation of compulsory purchase orders made pursuant to section 17 Housing Act 1985. The information required is as follows:
- 5.28 There are currently around 78,000 dwellings in the borough of Telford & Wrekin.
- 5.29 Total number of substandard dwellings (i.e. the quantity of housing with Category 1 hazards as defined in section 2 of the Housing Act 2004).
- 5.30 The most recent sample stock condition survey (2008) for the borough estimated that 14.4% of dwellings across the borough had a Category 1 Hazard. Of these 7,110 were houses and 2,870 flats.
- 5.31 The highest rate of Category 1 Hazards were in the private rented sector (21.3%), followed by owner occupied (13.9%) and social housing (12.3%) dwellings. The main reasons for Category 1 Hazards were excess cold (65.9%), damp & mould (19.3%) and falls on stairs (16.2%). These are found in properties of all ages, but to a much lesser extent in those built since 1980.
- 5.32 There are currently 74,790 households in Telford & Wrekin (2017). The most recent Strategic Housing Market Assessment (SHMA) for the borough estimates an annual net shortfall of 665 affordable homes across the Borough each year (2016). While the Council has worked with local providers to deliver 1,940 new affordable homes over the last six years to 2020, the equivalent of 85% of these (1,640) have left the social sector as a result of enforced and unenforced sales and

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<sup>4</sup> <http://www.sustainabletelfordandwrekin.com/>

demolitions. In April 2021 the joint Choice Based Lettings housing application system was replaced by individual arrangements by local housing providers.

5.33 The Council's Specialist & Supported Accommodation Strategy (2020) identifies the need, by 2031, to provide by a further 920 homes for older people and 780 for a range of vulnerable groups for social/affordable rent.

5.34 The new homes on this site will be part of a comprehensive redevelopment scheme by the overall owner, the Wrekin Housing Group. This will include a range of general needs and accessible housing built to a M4 (2) standard and delivered with the support of the Homes England Affordable Homes Programme, 2021 – 2026. The Scheme will provide a range of property types and sizes including flats, bungalows and houses ranging from 1 to 3 bed in size and will be NDSS compliant. The properties will be owned and managed by WHG and all will be available at an affordable rent.

5.35 The Scheme will deliver affordable housing and is not intended to meet the specialist housing need of any particular group.

***Whether the purposes for which the proposed Order Land is to be acquired could reasonably be achieved by any other means within a reasonable timeframe***

5.36 The Scheme including the Order Land has been identified as the appropriate site for the delivery of up to 70 new dwellings. The purpose of the Scheme and its benefits are set out above. A comprehensive approach to development is required to realise the aspirations of the relevant planning policies and the public benefits that would result.

5.37 Refurbishing the flats is not a viable option. There are fundamental flaws with the current design and layout of the site which cannot be fully overcome by refurbishing the blocks. For instance:

- there would remain a substantial lack of private amenity space;
- access to many of the blocks and individual flats would remain inaccessible for the elderly or people with disabilities;
- the current layout would not allow for increasing parking facilities significantly enough, therefore the site would continue to have completely inadequate parking facilities;
- the site is characterised by large swathes of hard landscaping, including high walls, dark alleyways and long deck access corridors open to the elements. The majority of this would remain if the blocks were refurbished;
- the refuse facilities would continue in many instances to only being accessed by traveling long distances, across roads and up and down stairs; and
- the overall build quality would remain poor despite refurbishment due to some significant design related issues such as poor drainage and cold bridging.

- 5.38 Refurbishment is therefore not considered viable as it would not solve the issues outlined above. In addition, due to the oversupply of flatted accommodation close by there would be a significant risk that occupancy levels would not increase.
- 5.39 Allowing individual leaseholders the option to retain ownership would make the overall development unviable. This is because the individual leaseholder flats are pepper-potted across the site and their flats are in blocks of up to 14, with a number of the blocks attached to each other which would result in large areas of land being made redundant for the purposes of redevelopment. The majority of the flats have also been stripped out to deter vandalism and theft of metal making them uninhabitable. In addition, under the terms of their leases individual leaseholders would be required to pay substantial sums to pay for any refurbishment. A number are on low income and feedback previously obtained from the remainder reveals a reluctance to pay such an outlay. The piecemeal development of individual parcels within the Order Land is therefore not a realistic alternative, as it would be a highly inefficient use of land, lacking in coherent design and prohibitively expensive making the scheme financially unviable. Moreover, the Council and its partners would lack any control over timescales, and thus put at risk the LEP grant funding already obtained & future Homes England funding available to realise the Scheme. The LEP funds would need to be returned, and the development halted altogether. There would, furthermore, be no certainty of any delivery as the site would be left empty and boarded up with no prospect of regeneration thereby attracting anti-social behaviour and crime and severely impacting the quality of life of nearby residents.
- 5.40 Whilst discussions have taken place with affected leaseholders, the WHG has been unable to acquire all of the relevant interests required for the Scheme by agreement and, whilst discussions with leaseholders will continue throughout the CPO process, there is a risk of the site not being fully assembled without the use of compulsory purchase powers.
- 5.41 The Council's role is primarily one of enabling development. It is considered that the failure to bring forward the Scheme for redevelopment, in spite of a positive planning framework, is largely down to the fragmented nature of the leaseholders across the site and the difficulty in creating developments that are economically viable, where the costs of brownfield remediation are high and market prices are comparatively modest when compared with more attractive greenfield locations. These matters cannot be realistically addressed without the intervention of the Council.
- 5.42 Wrekin Housing Group has committed funding (both grant aid from Homes England through the HIF, its own revenue resources and funding from the Marches LEP) to support the acquisition of the Order Land. The Council is providing administration, project management and professional services / expertise to complete land assembly to support WHG.
- 5.43 In conclusion, the Council is satisfied that it has met the test in section 17 of the Housing Act 1985. The Scheme will achieve a qualitative housing gain. The Council is also satisfied that the dis-benefits arising from the interference with private rights are outweighed by the benefits of the Scheme to the public interest.

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## 6 CONSULTATION

- 6.1 Prior to submission of a detailed planning application, consultation was undertaken with local stakeholders, businesses, community groups and the general public in the Glebe Street/High Street area via an online consultation event. This was complemented by a public consultation event held at Wellington Library on 27 September 2021. In addition, in the years preceding, regular walkabouts with local residents took place to inform WHG. A resident's meeting was held in January 2020 to discuss the views of residents living in the flats and the issues they felt were of major concern. Individual one-to-one discussions have also been held between WHG and resident tenants and leaseholders with regards the issues the properties faced and to discuss how this could affect them. The issues raised at these discussions including ASB, parking, & hard to heat properties have helped to inform the masterplan and a number of changes to the outline design have been made in response to feedback and comments taken into account in the design proposals.
- 6.2 With regard to the acquisition of land and properties and the potential use of compulsory purchase powers, Wrekin Housing Group have had regular discussions with occupiers/ landowners concerning the problems on the estate and the potential impact on their properties from 2016 onwards.
- 6.3 With regard to the acquisition of land and properties and the potential use of CPO powers, the following engagement activities have taken place over the previous 4 years:
- 6.3.1 **2016 to 2021** (inclusive) – Initial conversations held with affected leaseholders in High Street, Nelson Court, York and Glebe Street flats to discuss the repairs and demand related issues at their block. Also the potential financial impact on them if WHG undertook improvements.
  - 6.3.2 **2016 - 2020** – further individual discussions with leaseholders culminating in the purchase of 10 flats.
  - 6.3.3 **January 2020** – Residents' meeting held to discuss on-going issues of concern for residents living in the complex. Concerns raised included anti-social behaviour, crime, poor lighting, safety, lack of parking, damp and cold properties.
  - 6.3.4 **January - October 2021** – discussions held with WHG tenants and tenants of investor landlords. Individual discussions with leaseholders at St John Street commenced and purchases agreed.
  - 6.3.5 **May 2021** - Consultation meeting with local ward councillors, faith and community leaders to discuss proposals.
  - 6.3.6 **September 2021** – Public consultation event to share planning proposals.

## 7 EFFORTS TO ACQUIRE LAND BY AGREEMENT

- 7.1 Single ownership of the Order Land is required to implement the Scheme. Discussions have been taking place with individual landowners. These commenced in 2016 and concern the high on-going maintenance requirements of ownership. Wrekin Housing Group has where applicable acquired property from 2016 to the current day.
- 7.2 Wrekin Housing Group have provided support to occupiers and owners by providing re-housing options suitable to the individual occupier in the form of: rented accommodation, purchasing a similar property from the Wrekin Housing Group or a straight purchase. In addition, they have provided affordable housing for the tenants of investor landlords when applicable. Wrekin Housing Group continue to actively engage with the remaining landowners with a view to reaching a settlement acceptable to both parties for the acquisition of their interest in the land.
- 7.3 WHG has been active in its engagement with owners and occupiers of the Order Land. In addition, on 29 July 2021 WHG wrote to all remaining landowners in the development area to formally advise them that it wanted to purchase their interests by agreement in order to progress with the redevelopment and also extend the offer of assistance with relocations. The letter also advised of the relationship with the Council and its support with the proposed CPO. A total of 14 separate third party land interests across the entire development area were identified and the Council subsequently issued requisitions for information under section 16 of the Local Government (Miscellaneous Provisions) Act 1976. This resulted in replies from all affected parties promoting further conversations with WHG and the Council about the regeneration plans and professional support available to assist with compensation claims and relocation. The Council employed a specialist land referencing company, Land Referencing Services, to support this exercise.
- 7.4 The Order Land houses [12] remaining property interests and WHG has proactively sought to engage with all interests within the Order Land. Negotiations have been opened with all affected parties and thus far, WHG has been able to agree terms with [10]. Only [2] interests remain and the situation in respect of each of the residential occupiers in the Order Land is summarised below:

Address of affected property	Order map reference	Status of negotiations
32 Nelson Court Wellington	3	Sale agreed. Awaiting legal completion.
5 Glebe Flats, Wellington	11,12	Negotiations are on-going
3 St John Street	2	Sale agreed. Awaiting legal completion
11 St John Street	1	Sale agreed. Awaiting legal completion
19 St John Street	4	Sale agreed. Awaiting legal completion.
29 St John Street	5	Sale agreed. Awaiting legal completion
33 St John Street	6,7	Sale agreed. Awaiting legal completion.
43 St John Street	6,7	Sale agreed. Awaiting legal completion
51 St John Street	10	Sale agreed. Awaiting legal completion
41 St John Street	8,9	Sale agreed. Awaiting completion

- 7.5 The Council considers that the use of its compulsory purchase order making powers to acquire all outstanding interests in the Order Land is now necessary as it has not yet been possible to achieve this by agreement and it is unlikely that it would be able to do so within an acceptable timescale without the Order.
- 7.6 The Council and Wrekin Housing Group is continuing to engage with those affected but now it is considered appropriate to proceed with Order in parallel in parallel with attempts to acquire by agreement, as contemplated by the Guidance.



## **8 IMPEDIMENTS TO DELIVERY**

- 8.1 The terms of the Marches LEP grant funding is that the scheme must be delivered in its entirety by March 2025 it is therefore vital to purchase all remaining interests in order to meet that deadline.
- 8.2 A pre-planning application has been undertaken and support for the principle of redevelopment has been obtained.
- 8.3 Planning permission has been granted to allow the demolition of the existing site (TWC/2021/0815)
- 8.4 A stopping up order under section 247 of the Town and Country Planning Act 1990 will be required at the head of St John Street (southern end) as the road will require reconfiguring to allow access to new properties and for a turning head to be established.
- 8.5 In summary, there are no known significant planning or other consenting impediments to the delivery of the Scheme once land assembly has been completed.

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## **9 CONSERVATION AREA AND LISTED BUILDINGS**

- 9.1 The Order Land is not within a conservation area and contains no listed buildings.
- 9.2 The Council is currently undertaking a review of Wellington Conservation Area and the consultation is open until 21 December 2021. Should the Order Land subsequently fall within a conservation area, the proposed development will be sympathetic to the area's requirements.

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**10 SPECIAL CATEGORIES OF LAND**

10.1 There are no known special categories of land within the Order Land.

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## **11 DELIVERY AND FUNDING**

11.1 Paragraph 13 of the Guidance requires that the Council demonstrate that all the necessary resources are likely to be available to deliver the Scheme within a reasonable time-scale. Section 17(4) of the Housing Act 1985 provides that the Secretary of State may not confirm a compulsory purchase order made under these powers unless he is satisfied that the land is likely to be required within 10 years of the date the order is confirmed.

### **Delivery**

11.2 Planning permission to demolish the blocks on the site has been obtained. In addition, positive comments have been received at pre-application from the Local Planning Authority supporting the principle of demolition and redevelopment of the site.

11.3 A grant funding agreement between the Council and WHG has been signed. This agreement provides for grant from the Marches LEP to be utilised on the pre-construction phase of the development. The terms of the grant funding impose strict timescales on delivering the development.

11.4 A Pre-construction services agreement between WHG and Lovells was signed in April 2021 covering works up to entering a build contract. In addition, an Early Works Agreement for service disconnections, asbestos removal and demolition works in advance of the Main Works will be signed shortly.

11.5 Lovells have been selected via a Direct Call Off from the Pagabo Framework. Pagabo can facilitate this project given that the Frameworks and subsequent call-off contracts are OJEU / PCR2015 compliant. Direct Award has been chosen as the best value approach due to the benefits of Early Contractor Involvement along with the programme and spend requirements of the Funding. Lovells have previous experience of working with TWC & Nu Place on delivering regeneration projects. WHG have an excellent recent history of demolition and redevelopment of similar sites across the Telford & Wrekin area.

### **Funding required to deliver the Scheme**

11.6 The scheme represents an investment of over £14 million pounds. This will be delivered by a mix of funding including Marches LEP grant, Homes England funding and directly from WHG.

11.7 Funding for the pre-construction phases has been secured via a Stronger Communities – Get Building Grant administered via the Marches Local Enterprise Partnership.

11.8 Upon demolition the scheme will be eligible for funding from the Homes England Affordable Homes Programme 2021- 2026.

11.9 WHG have secured the relevant internal approvals to fund any remaining balance required to successfully deliver the Scheme.

11.10 The Council is therefore satisfied that sufficient funding is available to:

- 11.10.1 complete the compulsory acquisition of the Order Land and meet statutory compensation claims together with all resource costs associated with making the Order;
  - 11.10.2 deliver the infrastructure required to facilitate the Scheme; and
  - 11.10.3 deliver the Scheme.
- 11.11 The Council is also satisfied that the Order Land will be required for development well within the 10-year statutory timescale, and WHG will enter into a grant agreement with Homes England which requires the same.

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## 12 HUMAN RIGHTS

- 12.1 Determining whether or not to confirm the Order, the Secretary of State must have regard to any interference with human rights, the provisions of the Human Rights Act 1998 and the European Convention on Human Rights (“**the Convention**”). The Secretary of State must consider whether, on balance, the case for compulsory purchase justifies interfering with the human rights of the owners and occupiers of the Order Land. The Secretary of State has also to be satisfied that the land included in the Order is necessary to secure the delivery of the Scheme and does not include land which is not required for that purpose.
- 12.2 Article 1 of the First Protocol to the Convention states that “...*Every natural or legal person is entitled to peaceful enjoyment of his possessions*” and “*no one shall be deprived of his possessions except in the public interest and subject to the conditions provided for by the law and by the general principles of international law...*”. Whilst occupiers and owners in the Order Land will be deprived of their property if the Order is confirmed and the powers are exercised, this will be carried out in accordance with the law, in this case the Acquisition of Land Act 1981. The Order is being pursued in the public interest as required by Article 1 of the First Protocol. The public benefits associated with the Scheme are set out earlier in this Statement of Reasons. The Council considers that the Order will strike a fair balance between the public interest in the implementation of the proposals and those private rights which will be affected by the Order.
- 12.3 Article 6 of the Convention provides that: “*In determining his civil rights and obligations...everyone is entitled to a fair and public hearing within a reasonable time by an independent and impartial tribunal established by law*”. The proposals, including those associated with the Order Land, have been extensively publicised and consultation has taken place with the communities and parties that may be affected by the Order. All those affected by the Order will be notified, will have the right to make representations and/or objections to the Secretary of State, and objecting parties will have the right to be heard at a public inquiry. It has been held that the statutory processes are compliant with Article 6 of the Convention.
- 12.4 Article 8 of the Convention states that: “*Everyone has the right to respect for his private and family life, his home and his correspondence...interference is justified however, if it is in accordance with the law and is necessary in a democratic society in the interests of national security, public safety or the economic well-being of the country, for its prevention of disorder or crime, for the protection of health or morals, or for the protection of the rights and freedom of others.*” The Council considers that any interference with this right that would result from the exercise of the powers conferred by the Order will be in accordance with the law (namely the Act), give effect to a legitimate aim (namely securing a qualitative improvement in the housing available in Wellington), and will be proportionate having regard to the public benefits to be secured.
- 12.5 Those whose interests are acquired under the Order will also be entitled to compensation which will be payable in accordance with the compulsory purchase Compensation Code, assessed on the basis

of the market value of the property interest acquired, disturbance (i.e. reasonable moving costs and costs/losses directly related to the compulsory acquisition) and statutory loss payments. The reasonable surveying and legal fees incurred by those affected in transferring interests to the Council will also be paid by the Council. The Compensation Code has been held to be compliant with Article 8 and Article 1 of the First Protocol to the Convention.

- 12.6 The European Court of Human Rights has recognised in the context of Article 1 of the First Protocol that *“regard must be had to the fair balance that has to be struck between the competing interests of the individual and the community as a whole”*. Both public and private interests are to be taken into account in the exercise of the Council’s powers and duties. Similarly, any interference with Article 8 rights must be *“necessary in a democratic society”* i.e. proportionate.
- 12.7 In promoting this Order, the Council has carefully considered the balance to be struck between the effect of acquisition on individual rights and the wider public interest in the redevelopment of the Order Land. Interference with Convention Rights is considered by the Council to be justified here in order to secure the economic regeneration, environmental and public benefits which the proposals will bring.
- 12.8 The requirements of the Human Rights Act 1998 and the Convention, particularly the rights of property owners, have therefore been fully taken into account. There is a compelling case in the public interest for the Order to be made and confirmed, and the interference with the private rights of those affected that would be the inevitable result of the exercise of the compulsory powers conferred by the Order would be lawful, justified and proportionate.
- 12.9 There has been public consultation on the proposals to redevelop this area, and further opportunity will be given through the consideration of the planning applications to make representations on the proposals. If objections are received, a local public inquiry will be held into the Order, and those, whose interests are acquired under the Order, if it is confirmed, will be entitled to compensation as provided for by law.

## **13 EQUALITY AND DIVERSITY**

- 13.1 In line with the Equality Act 2010 the Council has undertaken an Equalities Impact Assessment as part of its decision-making exercise, considering the impacts of the proposals on those affected, identifying whether there may be any impact on a protected group of individuals, establishing whether there are negative impacts and how these could be mitigated.
- 13.2 The Equalities Impact Assessment has identified the positive benefits the development of the Order Land would have on the Council's area as a whole in the form of housing stock better suited to the demands of the local area. This will include replacing the current over supply of flatted accommodation with stock that is currently in short supply including houses and bungalows. Together with apartments with level access and bathrooms designed for the less mobile, thereby relieving the demand on WHG bungalows in the Wellington area. These development opportunities will address the following Public Sector Equality Duty aims:
- 13.2.1 elimination of discrimination – the new homes will include affordable provision, and will be highly accessible by public transport and close to some of Wellington's most diverse areas, in terms of ethnicity and nationality. It is anticipated that the demographic profile of those benefiting from the new homes will reflect the diverse population of the Council's area covering all protected characteristics;
  - 13.2.2 promotion of equality of opportunity – the housing opportunities which will expand opportunities and outcomes available locally;
  - 13.2.3 fostering good relations between different groups of people – by providing a pleasant and walkable residential neighbourhood, reducing dependence on the private car, easy access to Wellington town centre, people from all backgrounds will be encouraged to use the public realm spaces, providing more opportunities to mix and participate together in community life.
- 13.3 WHG have also considered Equality, diversity & inclusion as part of its decision-making processes. This has included considering the impacts of the proposals on those affected. WHG have sought to provide individualised support packages to all residents affected and supported customers according to their individual needs.
- 13.4 The Council is satisfied that the Scheme will not have any negative impacts on equality and diversity, and is consistent with its Public Sector Equality Duty.



## **14 CONCLUSIONS**

- 14.1 The Council considers that there is a compelling case in the public interest for making the Order. The Scheme is a direct response to both national and local policy objectives to meet housing need. The Scheme will achieve a qualitative housing gain by improving the town's housing offer. To facilitate this development, the assembly of the Order Land is required. Given the number of third-party interests in the Order Land, the only way that this can be achieved, within a reasonable timeframe, is through the exercise of compulsory purchase powers.
- 14.2 The uses proposed by the Scheme accord with national policy guidelines and local policy objectives.
- 14.3 The Council has entered into a funding agreement with WHG to ensure delivery of new homes. The Council, with its partners WHG, already owns or controls a substantial part of the Scheme land. Further, the Council has secured significant capital grant from Marches LEP through the Stronger Communities – Get Building Fund to enable land assembly.
- 14.4 The Council is satisfied that there is a compelling case in the public interest for compulsory purchase powers to be sought to secure the delivery of the Scheme. The Council has made the Order and asks the Secretary of State to confirm the Order.

## **15 LEGAL STATUS OF THIS STATEMENT OF REASONS**

- 15.1 This Statement of Reasons is not a statement under Rule 7 of the Compulsory Purchase (Inquiries Procedure) Rules 2007.

## **16 CONTACTS FOR FURTHER INFORMATION AND NEGOTIATION**

- 16.1 Owners and occupiers of property affected by the Scheme seeking further information about the Glebe Street/High Street Regeneration programme should contact:

Council Contact:

[TBC]

Owners and occupiers of property affected by the Scheme who wish to negotiate or discuss matters of compensation should contact:

[TBC]

- 16.2 A copy of this Statement of Reasons, the Order and the accompanying maps and background documents are available for inspection at:

**[where]**

## **17 LIST OF DOCUMENTS**

- 17.1 In the event of a public inquiry the Council intends to refer or to put in evidence the following documents:

	<b>Document</b>	<b>Date</b>
1	<b>Compulsory Purchase Order and Supporting Policy</b>	
	Borough of Telford and Wrekin Council (Glebe Street, Wellington) Compulsory Purchase Order 2022	January 2022
	Guidance on compulsory purchase process and the Crichel Down Rules for the disposal of surplus land acquired by, or under the threat of, compulsion.	July 2019
2	<b>Planning Policy and other relevant policy</b>	
	National Planning Policy Framework <a href="https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/779764/NPPF_Feb_2019_web.pdf">https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/779764/NPPF_Feb_2019_web.pdf</a>	February 2019
	Telford and Wrekin Local Plan	<b>2018</b>
	Council's Housing Strategy	
	Strategic Housing Market Assessment	
	Telford and Wrekin Supported and Specialist Accommodation Strategy	March 2020
4	<b>Planning Permission</b>	
	Demolition consent; ref TWC/2021/0815	
5	<b>Legislation (relevant extracts)</b>	
	The Housing Act 1985	
	Local Government (Miscellaneous Provisions) Act 1976	
	The Acquisition of Land Act 1981	
	Compulsory Purchase (Inquiries Procedure) Rules 2007	

17.2 The Council may also refer to other documents in order to address any objections made to the Order.

APPENDIX A



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## Agenda Item 10: Green Guarantee



“The council is committed to protecting and investing in our green spaces. We are directing £3 million into this area and are currently awaiting the formal designation of four new Local Nature Reserve sites. Our Green Guarantee scheme adds further protections to sites of local importance. Since 2015, 200 Green Guarantee Sites have been designated, protecting an area equivalent to 680 football pitches.”

Councillor Carolyn Healy, Cabinet Member for Climate Change, Green Spaces,  
Natural and Historical Environment and Cultural Services

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**TELFORD & WREKIN COUNCIL**

**CABINET 6 January 2021**

**GREEN GUARANTEE REVIEW**

**REPORT OF DIRECTOR: PROSPERITY AND INVESTMENT**

**LEAD CABINET MEMBER - COUNCILLOR CAROLYN HEALY: CABINET MEMBER FOR CLIMATE CHANGE, GREEN SPACES, NATURAL AND HISTORIC ENVIRONMENT AND CULTURAL SERVICES**

**PART A) – SUMMARY REPORT**

**1.0 SUMMARY OF MAIN PROPOSALS**

- 1.1 The Council is committed to investing and protecting our parks and open spaces. During the last 18 months we have seen how these areas have played an important part in the health and wellbeing of our residents. As part of the £16m 'On Your Side' investment package, the Council has committed £3m investment into our parks and open spaces to enhance and further protect these important local assets.
- 1.2 In addition to this investment, the Green Guarantee Strategy provides added security for green spaces of local importance which are in the ownership of the Council and safeguards these from future development. These sites are not currently protected by other means such as Local Nature Reserves, Sites of Special Scientific Interest, Fields in Trust sites and Village Greens.
- 1.3 The protection is also recognised in the Telford & Wrekin Local Plan which confirms the Council's commitment to the provision of locally accessible green spaces and to meeting the needs of local communities. The sites are valuable to the wildlife they support and the opportunities they provide for leisure and recreation and the positive impacts they bring to health and wellbeing.
- 1.4 Since the Strategy was adopted by Cabinet in 2015, 200 sites to date covering 557 hectares - the equivalent of 680 football pitches, have been protected by Cabinet, and have benefited from £52,000 of investment as a result of the 'Big Green Vote' which engaged local people with their nearby green spaces. Further opportunities to designate more sites are being explored currently.
- 1.5 The purpose of this report is to provide a review of the Council's Green Guarantee Strategy and provide more clarity regarding the way spaces can be managed and maintained through licences or leases to ensure the land is retained as high quality green spaces. It should be noted however any proposal for the freehold sale of a Green Guarantee site will still require Cabinet approval.

**2.0 RECOMMENDATIONS**

- 2.1 That Cabinet endorses the continued promotion of the use of the designated Green Guarantee sites for use by the public;**
- 2.2 That Cabinet authorises the Director; Prosperity & Investment and the Associate Director; Policy & Governance in consultation with the Cabinet Member for Climate Change, Green Spaces, Natural and Historical Environment and Cultural Services to grant relevant leases and licences and other interests in accordance with paragraph 4.7 of this report; and**

**2.3 That Cabinet confirms that any decision that does not meet the requirements set out within paragraph 4.7 of this report, including freehold disposals, will remain decisions to be taken by Cabinet.**

### **3.0 SUMMARY IMPACT ASSESSMENT**

<b>COMMUNITY IMPACT</b>	Do these proposals contribute to specific Priority Plan objective(s)?	
	Yes	Our natural environment is protected, and the Council has a leading role in addressing the climate emergency - Protecting 200 green spaces from development
	Will the proposals impact on specific groups of people?	
	Yes	Telford & Wrekin Council, Local Green Space Infrastructure Needs Survey (2013) states that qualitative improvements of natural green spaces would help address health and wellbeing needs.
<b>TARGET COMPLETION/ DELIVERY DATE</b>	Immediate	
<b>FINANCIAL/VALUE FOR MONEY IMPACT</b>	Yes	<p>The continued promotion of the Green Guarantee sites will not commit the Council to undertaking additional maintenance or works on those sites.</p> <p>The Council will continue working in partnership with Town Councils, Parishes, Friends groups and local communities to ensure maintenance costs are kept within the budget available.</p> <p>AEM 01/12/21</p>
<b>LEGAL ISSUES</b>	Yes	<p>Cabinet is the decision-making body in respect of management of Council owned land unless those powers have been delegated to officers. This means that powers can be exercised by officers without the need to seek Cabinet approval by way of a formal report.</p> <p>Cabinet has already decided that it should retain the decision-making responsibility for all significant decisions relating to those areas included in the Council's Green Guarantee list.</p> <p>Such decisions currently include the granting of leases or licences the impact of this is that a decision to offer a lease or licence to current or future occupiers of Green Guarantee sites, even where such arrangements do not undermine the aims of the Green Guarantee protection, would need to be reported to Cabinet. This report recommends arrangements which helpfully clarify when officers are able to exercise their delegated powers in consultation with the relevant Cabinet member in respect of these sites without having to seek Cabinet authority. AI 23/12/2021</p>



<b>OTHER IMPACTS, RISKS &amp; OPPORTUNITIES</b>		Enhances the natural environment of the borough, supports climate change and contributes to the overall attractiveness of the borough that will support residents, and the local business and visitor economy.
<b>IMPACT ON SPECIFIC WARDS</b>		Borough wide impact.

## **PART B) – ADDITIONAL INFORMATION**

### **4.0 BACKGROUND**

- 4.1 The Green Guarantee Strategy is part of the Council’s overarching commitment to promote accessible green space. Approximately 90% of the borough is composed of ‘Green Infrastructure’ with only 10% comprising buildings, roofs, roads, footpaths, town squares and carparks. Telford Green Network covers approximately 2500ha and, described as “*one of the largest scale, visually beneficial and informal recreation assets of any town in the country*”, is a lasting legacy of the original landscape structure plan designed for the New Town in 1971.
- 4.2 Within this Green Network sits a hierarchy of statutory and non-statutory sites comprising:
- c. 108 ha of SSSI (Site of Special Scientific Interest), of a total 297ha in the borough.
  - c 410 ha of Local Nature Reserve (LNR)
  - c 144 ha of proposed Local Nature Reserve (LNR)
  - c. 513 ha of Local Wildlife Sites (some of which overlap with LNRs), and
  - c. 557 ha of existing Green Guarantee sites
- 4.3 The selection of sites has been made using the experience and knowledge across the Council. The Council have applied a set of criteria based on the value of the site to local communities, biodiversity value and leisure and recreational value evidence work undertaken as part of the Local Plan in accordance with the set criteria:

	<b>Criteria</b>	<b>Explanation</b>	<b>Evidence Base</b>
1	Ownership	Is the site owned by Telford and Wrekin Council	Telford and Wrekin land ownership datasets
2	Green Network	Is the site within the Green Network (as defined in the emerging Local Plan)	Green Network mapping 2018 as shown on the policies map within the Telford & Wrekin Local Plan
3	Local Support	Has the community been involved in the site in the past? E.g. community events, litter picking, tree planting etc... .	Council knowledge
4	Ecological Value	Does the site have ecological value evidenced by: a) Historical species records from the Shropshire Ecological Data Network b) Natural or Semi-natural habitats present on site c) Potential for wildlife to be	a) All species records from the Shropshire Ecological Data Network April 2015  b) & c) Council knowledge and interpretation

		present	
5	Ecological Corridor/Stepping Stone	Does the site form part of the Ecological Corridor or Stepping Stone as defined by the Lawton Report <sup>1</sup>	Telford & Wrekin Council Ecological Network Mapping Technical Paper & mapping 2014
6	Friends Group	Is there an active 'Friends of' group involved on the site	Council knowledge
7	Passive Recreation	Is the site used for passive recreation? E.g. dog walking, informal play etc... .	Council knowledge
8	Active Recreation	Is the site used for active recreation? E.g. formal sport and more formal play including use of formal play areas, pitches and games areas etc... .	Council knowledge
9	Cultural/Events Potential	Does the site have potential to be used for small scale community events?	Council knowledge

4.4 Protection of the Green Guarantee sites is afforded by the Council's ownership and that any such disposal of, or change of use of a Green Guarantee site is considered by Cabinet. As mentioned in previous Cabinet Reports, certain works that are in the community interest and do not impose any unbudgeted financial commitment on the Council can be authorised by the Director. Such works are regarded as being wholly consistent with the Green Guarantee strategy and would include:

- Proposals intended to enhance the recreational or leisure value of Green Guarantee sites for the communities they serve
- Proposals directly related to the management of the site for its current use
- The removal and/or replacement of existing structures or apparatus where there had been public engagement and where the local Parish Council are in agreement with the proposal
- Proposals for the creation or management of below ground easements and wayleaves with full re-instatement following the proposed works

4.5 It has been recognised that opportunities do arise where an organisation or body wants to manage and maintain a Green Guarantee site in a way which preserves or enhances the features that qualify the site for Green Guarantee status. It should also be noted that a number of the sites, including allotments and playing fields across the borough, when originally designated, were already under lease arrangements. Under the current delegations, any re-leasing of a site to an existing tenant or entering into a new lease of a site would require a report to Cabinet. The Council can impose terms within the tenancy agreement which ensure that a site continues to be managed and maintained in a way which preserves or enhances the features that qualified it for Green Guarantee status, it is considered that such leases/licences in accordance with section 4.7 below should be able to be granted without the need for Cabinet approval.

4.6 Suitable controls will be imposed in lease terms which safeguard land to ensure that any works or changes of use still meet the requirements of the Green Guarantee Strategy. It is proposed that any new lease/licence arrangement for a Green

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<sup>1</sup> Sir John Lawton. Making Space for Nature: A review of England's Wildlife Sites and Ecological Network (2010).

Guarantee site would secure control over 'development' but would allow some categories of appropriate works e.g. the erection of a shed on an allotment. It should be noted that any site that is subject to a lease/licence will still retain its Green Guarantee designation.

4.7 For clarity it is proposed that Cabinet approval is always sought for the disposal or change of use of any Designated Green Guarantee Site subject to the following exceptions:

1. Works and changes of use that are in the community interest and do not impose any unbudgeted financial commitment on the Council and which are consistent with the Green Guarantee strategy including:
  - a. Proposals intended to enhance the recreational or leisure value of Green Guarantee sites for the communities they serve
  - b. Proposals directly related to the management of the site for its current use
  - c. The removal and/or replacement of existing structures or apparatus where this is subject to consultation
  - d. Proposals that enclose designated areas for the purpose of facilitating or improving the operation of education or community facilities
  - e. Proposals for the creation or management of below ground easements and wayleaves with full re-instatement following the proposed works
  - f. Proposals that demonstrate enhancement of recreational or leisure value of Green Guarantee sites and the communities they serve
  - g. Proposals that involve the right to access or physical alterations to facilitate neighbouring development on third party land
2. Entering into a lease or licence arrangement to an organisation or body which proposes to manage and maintain the Green Guarantee site in a way which ensures that the site continues to qualify as a Green Guarantee site and on terms which enable the Council to:
  - a. protect the site from any future disposals, works or changes of use but
  - b. authorise future works or changes of use which meet one or more of the requirements of point 1 a to g above.

All such decisions taken in line with the exceptions set out above must have been approved in writing by the Director Prosperity & Investment (or an officer authorised in writing by that Director) in consultation with the Cabinet member for Climate Change, Green Spaces, Natural and Historical Environment and Cultural Services .

## **5.0 IMPACT ASSESSMENT**

5.1 All members of the community should have the opportunity to benefit from the diverse range of species and habitat present in the Borough. Research has shown that improving the provision of and access to natural green space can be valuable to a wide range of groups within the community. A statement of land management for green spaces provides clarity that the Council recognises the importance of green space.

5.2 Research has shown that the public health benefits derived from living close to accessible green spaces are considerable and include decreased levels of obesity, heart disease and diabetes as well as lower levels of stress. Access to green spaces is also seen as an effective treatment for clinical depression and regular

walking has been shown to increase life expectancy. Provision of accessible green spaces can help to reduce costs on some local NHS services.

## **6 PREVIOUS MINUTES**

Full Council Report 9 July 2015 entitled Draft Telford & Wrekin Local Plan 2011-2031

Cabinet Report 15 October 2015 entitled Green Guarantee & associated minutes

Cabinet Report 29 January 2016 entitled Donnington Recreation Ground Centenary Fields and associated minutes

Cabinet Report 31<sup>st</sup> May 2018 entitled Green Guarantee and the big green vote & associated minutes

## **7 BACKGROUND PAPERS**

Our Natural Health Service: The Role of the Natural Environment in Maintaining Healthy Lives. Natural England. (2009).

Telford & Wrekin Local Plan: Publication Document

Shropshire Ecological Data Network April 2015

Telford & Wrekin Council Ecological Network Mapping Technical Paper & mapping 2016

Sir John Lawton. Making Space for Nature: A review of England's Wildlife Sites and Ecological Network (2010).

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