Telford & Wrekin Co-operative Council

Protect, care and invest to create a better borough

Borough of Telford and Wrekin

Cabinet

Thursday 12 November 2026

Delivering New Council Homes

Cabinet Member:	Cllr Nathan England – Cabinet Member: Safer Streets and Better Housing
Lead Director:	Katherine Kynaston – Director: Housing, Commercial & Customer Services
Service Area:	Housing, Commercial & Customer Services
Report Author:	Joanne Cornwell – Housing Strategy and Commissioning Programme Manager
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Wards Affected:	All Wards
Key Decision:	Key Decision
Forward Plan:	Yes – 27 August 2026
Report considered by:	SMT – 13 October 2026 Business Briefing – 22 October 2026 Cabinet – 12 November 2026

1.0 Recommendations for decision/noting:

It is recommended that Cabinet:-

1.1 Supports the delivery of 300 new Council owned homes over the next 3 years, as set out in the report, significantly expanding the Council's stock ownership and:

- increasing the quantity of social and affordable rented properties, managed by the Council, for local residents;
- maximising delivery of social rented properties including a range of sizes and locations to support both individuals and families;
- including specialist and supported housing targeted to need.

1.2 Supports and recommends to full Council that a Council Homes Fund is included in the Medium Term Financial Strategy reflecting the level of investment outlined in this report.

1.3 Notes the wider work that is being done to increase the availability of affordable and specialist accommodation in the Borough to meet residents needs.

1.4 Delegate authority to the Director: Housing, Commercial & Customer Services and Director: Finance, People & IDT in consultation with the Lead Cabinet Member for Safer Streets & Better Housing to approve investment, subject to business case and enter into any documentation necessary to give effect to the recommendations in this report.

2.0 Purpose of Report

2.1 The Report sets out proposals for the Council to create 300 new social, affordable and specialist homes to be owned and managed by the Council and marking a move back into direct social housing delivery at scale for the first time in 27 years.

2.2 The Report outlines how existing work and delivery is already supporting local residents to access local housing opportunities and how through the delivery of new Council homes, the Council will intervene further, at scale in the market, directly delivering new affordable social rented homes across the borough to meet continued need. It responds to the Government's renewed focus on meeting housing needs and prioritising delivery of new social homes supported by increased national funding through the Supported and Affordable Homes Programme and Council Housebuilding Support offer.

3.0 Background

3.1 A decent place to live is the foundation on which people build their lives. If you've a good quality home, then health, employment, educational achievement and a happy family life are often much easier to obtain. Housing is a key priority for the Council – central to our Programme to Protect, Care and Invest to Create a Better Borough.

3.2 Our Housing Strategy sets out three objectives to:

- create sustainable, accessible, affordable and integrated communities
- make the BEST use of our existing homes
- provide homes to support and empower our most vulnerable people

3.3 This Report sets out how as a Council both directly and working with our partners we are delivering against these commitments. It also recognises that we still face challenges of affordability and access to suitable housing and sets out proposals to invest further through the direct delivery of a new £53.65m programme to deliver new Council owned homes.

3.4 As a Borough we have continued to see delivery year on year of over 1,000 new homes including over 300 affordable homes per annum.

3.5 From 2021, we have facillitated delivery of approximatley 500 units of Specialist & Supported Accommodation – a direct response from the housing market to our Supported & Specialist Housing Strategy. This is targeting the needs of our vulnerable residents including older and younger residents with mental and physical disabilities, care leavers and veterans.

3.6 Through our existing Housing Intervention Fund and using the Council's Registered Provider status the Council has already directly delivered over 60 units of new affordable, specialist & supported and temporary accommodation aimed at accommodating some of our most vulnerable residents.

3.7 Council investment has been made to provide accommodation that directly matches the need identified by our adult and children's services, meet housing and homelessness needs and addresses sites that are currently a blight on neighbourhoods including stalled sites, alongside bringing empty properties back into use.

3.8 The Council's investment has leveraged £6.6m of additional external grant to date to support delivery and to meet the housing needs of the residents of Telford & Wrekin.

3.9 Working with our Registered Provider (RP) partners under our Housing Allocations Policy and Nominations Agreements the Council has seen a 300%+ increase in the number of affordable properties offered to the Council, to nominate local residents and those most in local need with approximately 600 properties offered each year.

3.10 We have provided temporary accommodation to 900 people in urgent need of access to housing since 2024. However through our investment we have added an additional 33 properties to our directly owned temporary accommodation and alongside work with partners we have reduced our use of B&B by over 90% over the same timescale. Average usage of B&B is down to c.2-3 instances per week – sometimes zero - and stays are typically of a few days while clients circumstances are addressed.

3.11 The Housing Investment Programme has seen Nuplace and Telford & Wrekin Homes, the Council's wholly owned housing company, grow its portfolio to deliver 796 homes. High quality properties are available at both private and affordable and Local Housing Allowance rent levels, with targeted provision, including for key workers, veterans, foster carers and care leavers. The proposed delivery of Council homes will add an additional supply of social and affordable accommodation to the residents of Telford & Wrekin, delivered and managed directly by the Council.

3.12 We directy manage and maintain the Nuplace and Telford & Wrekin Homes portfolio attracting consistently positive feedback through annual tenant satisfaction surveys, the latest showing 91% of tenants would recommend Nuplace to friends and family. The new Council housing programme will also be managed in house benefitting from this established track record and commitment to continuous improvement.

3.13 We are driving change locally but we know there is more to do and we are therefore committing to invest a further £53.65m over the next 3 years. The investment will enable the Council to return to being a general need social housing stock holder for the first time since the transfer of Council Housing stock to Wrekin Housing Trust (now Housing Plus Group) in 1999, It will increase the supply of affordable social rented accommodation focussed on:

- increasing the quantity of social and affordable rented properties available locally;
- maximising delivery of general needs social rented properties including a range of sizes and locations to support both individuals and families;
- including specialist and supported housing targeted to need.

3.14 The investment will fund the acquisition and/or development of sites providing an increase in the supply of affordable social rented accommodation.

3.15 The Council investment will be used to leverage other investment including from Homes England (via the Supported and Affordable Homes Programme) and the Combined Authority maximising available funding to meet the local need for affordable and social rented accommodation. Theavailability of additional Government funding alongside the increased headroom -meaning the Council can now hold up to 1000 properties – is supporting the expansion of Council owned social housing that has not been possible, at scale, for many years.

4.0 Summary of main proposals

4.1 We continue to make huge strides in delivery to meet the objectives of our Housing Strategy, further supported by successful delivery against the objectives in our Specialist & Supported Accommodation Strategy.

4.2 Existing Council investment, from the Housing Intervention Fund, has allowed continued intervention to increase the supply and access for residents to affordable housing choices and to enable independent living.

4.3 We also recognise the huge role, alongside effective care and support services, that housing plays in helping to meet the needs of older, disabled and vulnerable people. This also includes our care leavers, veterans and supporting those who foster or ‘share lives’.

Achievements to Date

Delivering New and Affordable Homes

4.4 As a Borough we continue to consistently deliver over 1000 new homes per annum with 30% of all new homes delivered since 2011 of affordable tenure.

4.5 This is driven by our proactive approach to engagement with Registered Providers and developers from pre planning application through to developing tailored solutions to maximise delivery. Through engagement with Homes England, we have supported partners and the Council directly to draw down affordable housing

grant to maximise delivery across affordable rented and shared ownership tenures.

Improving access to available affordable housing

4.6 We successfully operate a nominations approach with our main Registered Providers. Coordinated through a single point of contact we are ensuring supply is appropriately and fully utilised. This has seen an average of over 600 properties offered to the Council each year for nomination.

4.7 We also over see access into commissioned short term supported accommodation and Extra care accommodation for those with a need for accommodation and care/support.

4.8 Supported by our Housing Allocations Policy which gives priority for some of our most vulnerable residents, this approach means we are able to utilise all available affordable housing to support those in most need.

4.9 Having priority nominations into accommodation has made a significant difference to the lives of individuals and families alike as demonstrated by the case studies below:

Case Study 1

Mrs C approached Housing Solutions in April 2023 having fled a refuge with her two daughters (one of whom was diagnosed with autism), after her abusive ex-partner found where they were living.

Initially placed into temporary accommodation, within two weeks the nominations team were able to put Mrs C and her daughters forward for nomination into a property with a Local Registered Housing Provider.

Mrs C was accepted and subsequently moved into the property where she continues to live safely with her two young children.

Shaping the Market

4.10 The Council's Housing Strategy & Commissioning team continue to provide a single point of information on accommodation requirements across Adult and Children's Social Care and Housing services. Coordination of the Local Authorities requirements enables us to continually shape the market and deliver the accommodation solutions to meet local need.

4.11 Our Specialist & Supported Accommodation Strategy has successfully signalled our accommodation requirements to the market and has resulted in realising the

delivery of approximatley 500 new units of specialist and supported accommodation over the last 5 years via our Local Housing Providers.

Delivering Directly

4.12 As detailed in the Annual Housing Investment Programme Report we are delivering directly to meet market need via Nuplace and Telford & Wrekin Homes. Nuplace's housing portfolio comprises of 759 homes with a further 37 in delivery and 300 in the pipeline bringing the portfolio to over 1000 homes. Nuplace which is focussed on delivery of predominantly private rented accommodation has also already directly delivered 75 homes at discounted rents but through the Council's investment has opened up sites like Donnington Wood Way, leveraging the delivery of a further 399 affordable homes to date through Registered Provider partners.

4.13 NuPlace has also supported access to bespoke adapted properties already within our portfolio which can be demonstrated by the case study below:

Case Study 2

In February 2025 the Council's Children with Disability team alerted housing to a family requiring more suitable accommodation.

Due to restricted mobility, the young person was no longer able to occupy their own upstairs bedroom and were forced to sleep in the living room.

The family needed a property that could offer level access living with a fully accessible bathroom.

Contact was made with Nuplace who identified a 2-bedroom bungalow that was due to become available on a new development.

The family moved into their new home in August 2025. The young person is now able to access their own bedroom and bathing facilities and the family are very happy in their new home.

4.14 Whilst remaining formally non stock holding, since establishing the Council as a Registered Provider, we have directly delivered over 60 units of Specialist & Supported and Temporary accommodation accessing grant support from Homes England and investing Council funding via the Housing Intervention Fund.

4.15 This has helped the Local Authority to bring forward the delivery of accommodation where the market is not sufficiently responding to meet identified demand.

4.16 A review of opportunities for innovative housing solutions by the Council's joint Communities and Business & Finance Scrutiny Committees reported to Cabinet in October 2026. This outlined opportunities being explored by the Council to develop smaller, affordable and flexible new homes to meet growing demand for one-bedroomed accommodation across the Borough. It acknowledged work already being undertaken to explore the use of garden pods to extend accommodation and recommended continuing to review options for housing delivery on suitable Council-owned sites alongside an initiative to explore the potential use of disused garage sites for new housing. These will be considered as part of the the new Council housing programme.

4.17 With a number of bespoke adapted properties already within our portfolio, work is also underway to deliver a High Needs Extra care scheme (subject to planning) in Wellington. This scheme will offer c30 self contained apartments within a secure environment for people to live with onsite care and support. This model of service is new and would represent a significant option for some of our more vulnerable residents offering a more independent living environment for those whose only alternative may be residential care.

Transforming our own Portfolio

4.18 We continue to transform our own property portfolio to meet changing housing and care needs. This has included using a building in Council ownership to deliver supported accommodation for 16-17yr Children in Care as an alternative to residential care. This transformation has enabled better use of an existing building that is designed to offer a supportive living environment whilst promoting a move towards independence for our young people.

Addressing Homelessness

4.19 We have also attracted over £1.9m in external funding to deliver new accommodation and support to address Rough Sleeping and homelessness. The investment has delivered additional emergency accommodation for those faced with sleeping rough with specialist support, ensuring no one from the Borough has to sleep rough. This investment is in addition to the 23 Telford Housing First properties providing accommodation for former Rough Sleepers with wrap around personalised support also delivered through external grant funding.

4.20 Furthermore, we have delivered 33 new temporary accommodation properties. This has helped the Local Authority to provide emergency accommodation to those in need and to minimise the use of B&B accommodation.

Case Study 3

In 2019 Mr A was a successful business man with his own company, living with his family in a three bedroom home.

At the end of 2019 Mr A started to go through some challenges with his business losing a major client and falling into debt. At the start of 2022 Mr A went through a series of stressful events that led to an emotional breakdown. He lost his business, house, and family leaving him just with his dog and no belongings

He felt isolated and alone resulting in him living rough and addicted to alcohol and drugs. Rock bottom came in August 2022 when he was found on the wrong side of a bridge wanting to end his life.

After receiving support to withdraw from addiction and rebuilding his relationship with his mum he was offered a Council owned property specifically for rough sleepers under the RSAP Programme (known as Telford Housing First) – a two year project to support people to become tenant ready. Mr A moved into a one bed flat with his dog.

Through personalised support from a Council Tenancy Sustainment Officer, he is rebuilding his life and having been previously in the armed forces, is also now supported by the charity – Soldiers, Sailors, Airmen and Families Assocaition.

Mr A is ready to move on at the end of the project and will be fully supported into his permanent home.

Supporting Safer, Stronger Communities

4.21 Work continues to support delivery of new homes on stalled sites and to bring empty properties back into use with an initial investment of c.£2m targeting key properties and stalled sites. Often these properties/sites have fallen into significant disrepair, were acquired by developers at the top of the market or where the cost of land conditions or refurbishment has made development unviable. Such sites cause a blight across communities whether this is empty properties, a boarded up pub or derelict site.

4.22 An example of a recent investment leveraged by Council funding has seen the development of 11 units of supported accommodation on the site of the former Red Lion Public House in Wellington.

4.23 As part of our Safer, Stronger Communities programme we have also invested directly in tackling long term empties and poor private rented properties particularly

in hotspots for ASB/crime. In Brookside this has contributed to a 52% reduction in crime through the programme.

4.24 Where necessary we have addressed market failure acquiring directly to bring property into public ownership addressing poor private sector management practice and supporting the local community. This has seen the refurbishment of The Royal (formerly Stamford/Terrace Lodge), in Dawley addressing a significant history of crime and ASB linked with the building and now effectively managed by the Council providing stable accommodation for tenants.

Wider Impacts of Investment

4.25 As a Council we have made a commitment to achieve zero carbon from our operations by 2030 and an aspiration to achieve the same across the Borough. We are driving this through the development being delivered by Nuplace with a sustained focus on providing low carbon homes featuring high levels of thermal insulation, PV (and battery), Air Source Heat Pumps and EV chargers including schemes in Southwater Way, Ketley, Wellington and most recently Denmark House in Station Quarter.

4.26 We are also investing in retrofitting our Council owned temporary accommodation portfolio and through the new Local Plan will ensure new development delivers against our targets.

4.27 Through maximising social value from procurement of local contractors and use of local supply chain the investment into housing will deliver local employment opportunity and economic growth.

Delivering New Council Housing

4.28 We are driving change locally but we know there is more to do with still significant levels of deprivation and inequality in some of our communities, a growing number of older and vulnerable individuals and families needing accessible and adaptable homes, and some residents facing financial difficulties at a time when the cost of living is rising making housing choices unaffordable. Challenges include:

- A need for more social and affordable homes with ongoing net losses from the social housing sector through sales, redevelopment and right to buy.
- Growing numbers of people contacting the Council in housing need
- The regeneration of a number of our former New Town Estates now in diverse ownership
- A growing and ageing population with 27% growth in 65-84 age group and the highest increase over 98%, expected in 85+ group compared to a growth rate across England of 47%.
- 36,500 of the population reporting a long term health problem or disability.

4.29 This £53.65m programme to deliver new Council homes will allow us to target investment to unlock opportunities to address these challenges. This will include the acquisition and development of properties that will remain under Council

ownership and be offered at an affordable social rent to local residents under the Council's Registered Provider status.

4.30 Proposals will be considered on a site by site basis subject to business case with Homes England funding bids being submitted through their Continual Market Engagement process.

Conclusion & Next Steps

4.31 Through existing measures and the use of the Housing Intervention Fund we are already shaping the development market and intervening where it is failing.

4.32 With the addition of the new programme we will provide further, much needed intervention with the Council returning to direct social housing stock holding, at scale.

4.33 We will acquire, build and work with Housing Developers to consider opportunities to convert homes to affordable social rent and to partner as a Registered Provider on new developments across the Borough. We will seek to use this investment where we can to further regeneration priorities.

4.34 We will review plans for further delivery beyond initial proposals contained in this report based on an ongoing consideration of local housing needs and ensuring financial viability.

5.0 Alternative Options

5.1 The alternative would be to do nothing leaving it entirely with the market to deliver affordable homes for local people. Based on the data we are already short of the social and affordable homes local residents need and with rising cost of living pressures this shortfall is only anticipated to grow. Failing to intervene and invest in areas of housing need risks an increase in homelessness and residents including families and young people living in unsuitable accommodation.

6.0 Key Risks

6.1 Rising costs of living and the impact of significant reforms within the private rented sector is leading to increased need and demand for affordable housing. The changing age and health demographic across the borough is also creating a need for more specialist and adapted accommodation to enable residents and families to continue living independently in their communities. Failure to address this now risks more residents living in unsafe or unsuitable accommodation, increased health inequalities and homelessness.

6.2 Increasing demand for homelessness assistance, temporary accommodation and support services and reliance on residential care risks placing additional pressure on Council and health budgets and resources

6.3 Sustained high interest rates, or any further increases, present a material risk to delivery of the programme. Higher borrowing costs will place direct pressure on scheme budgets and may result in individual business cases being financially unviable. This could require schemes to be reduced in scope, deferred or not progressed, with a consequential impact on delivery of the Council's housing ambitions.

7.0 Council Priorities

7.1 This report supports the delivery of the Council's Vision 2032 by contributing to the ambition that residents live in safe, secure and healthy homes and communities.

7.2 The report also supports the aspirations of a Child Friendly Telford by providing more affordable and suitable accommodation for families and young people transitioning to adult hood, specialist and adapted homes to support young people remain living independently in their communities and helping to address the impact of homelessness on children and young people ensuring children can grow up in safe, stable and suitable homes.

7.3 This report also supports the council priorities:

- Every child, young person and adult lives well in their community.
- Everyone benefits from a thriving economy
- All neighbourhoods are a great place to live.
- A community-focussed, innovative council providing efficient, effective and quality services.

8.0 Financial Implications

8.1 The proposed programme to deliver new Council homes has an indicative capital investment requirement of £53.65m over the next three years to support the acquisition and/or development of a further 300 social, affordable and specialist homes. This report does not commit expenditure on individual schemes; each proposal will be subject to a detailed business case and approval under the delegated authority set out in recommendation 1.4.

8.2 The programme will be funded from a combination of external grant, including funding from Homes England, S106 funding and prudential borrowing. This will be included within the Council's capital programme as part of the Medium Term Financial Strategy which will be approved at Full Council on 25 February 2027. The precise funding mix will be determined for each scheme with the aim being to maximise external funding to reduce the level of prudential borrowing and ensure that the overall programme remains affordable.

8.3 Each business case will set out the full capital cost, grant assumptions, borrowing requirement, projected rental and other income, operating and management costs, lifecycle and maintenance costs, and the associated borrowing costs. Schemes will only proceed where they demonstrate financial viability, value for money and sufficient provision for identified risks and contingencies. The net ongoing revenue

implications of each scheme will need to be met from existing budgets or other identified funding streams.

8.4 As set out in the key risks section, inflation and interest rates remained above forecast levels during 2026. Recent advice from the Council's external treasury advisers indicates that the Bank of England base rate may increase further before the end of the year, while inflation is forecast to continue rising until February 2027 before gradually falling below 2% in autumn 2027. In response, the borrowing-cost assumptions underpinning the Council's capital programme within the Medium Term Financial Strategy have been reviewed and increased. These revised assumptions will form the basis for assessing the borrowing cost and financial viability of each scheme brought forward under the programme. Sustained or further increases in borrowing costs would place additional pressure on scheme budgets and may result in individual business cases being reduced in scope, deferred or not progressed.

8.5 Homes England has made available a Council Housebuilding Support Fund which is designed to help councils build the capacity, expertise and pipeline needed to deliver more affordable and social housing. This fund makes up to £300k in revenue funding available per year over 3 years with application windows expected in November 2026, April 2027 and April 2028. If successful in securing this funding it will be used to support the viability of the programme.

9.0 Legal and HR Implications

9.1 The Council has power to acquire, develop and hold the proposed housing under Part II of the Housing Act 1985, supported by the general power of competence in s.1 Localism Act 2011 and s.111 Local Government Act 1972.

9.2 As a (non-private) registered provider, the Council is also subject to the Regulator of Social Housing's consumer standards and rent standard under the Housing and Regeneration Act 2008, including the revised standards in force from 1 October 2026, though not the economic standards that apply to private providers.

9.3 Housing stock held by the Council may also be subject to Right to Acquire and/or Right to Buy provisions but further legal advice can be provided in that respect at the appropriate time and, in addition, advice will be provided in respect of individual Business Cases wherte applicable and generally to the programme.

9.4 There are no HR implications arising from this report.

10.0 Ward Implications

10.1 Borough-wide impact.

11.0 Health, Social and Economic Implications

11.1 Access to safe, secure and suitable housing is a key determinant of health and wellbeing. The actions set out in the Report contribute to improved physical and mental health outcomes by delivering more affordable, social and specialist homes

helping to support more residents access suitable housing. The investment will maintain independent living, address poor housing conditions, support the needs of vulnerable residents including older people, those with disabilities, veterans and care leavers and prevent homelessness.

11.2 The programme delivers wider social benefits through homelessness prevention, helping residents maintain stability, independence and connections to their local communities and addressing stalled development sites within our neighbourhoods.

11.3 The actions can reduce demand on health, social care and emergency services, while supporting better outcomes for children, families and vulnerable adults.

11.4 The programme also delivers economic benefits through employment opportunities from construction as well as by reducing the costs associated with poor housing, homelessness and crisis intervention. Providing a stable home environment also supports residents to access employment, education and training opportunities through stable housing.

12.0 Equality and Diversity Implications

12.1 The proposals have a positive impact on equality, diversity and inclusion by supporting residents who may be disproportionately affected by poor housing conditions, homelessness and housing insecurity. This includes individuals with protected characteristics, particularly disabled people, older residents, women experiencing domestic abuse, people with mental health needs, and households experiencing financial hardship.

12.2 The Council remains committed to supporting the Armed Forces community in accordance with the Armed Forces Covenant which gives additional priority to the Armed Forces community ensuring they are not disadvantaged in accessing housing and support services.

12.3 The report supports the Council's commitment to Care Leavers providing the opportunity to deliver homes that provide appropriate accommodation pathways to independence. Accommodation will be made available in accordance with our Allocations Police which gives additional priority to Care Leavers.

13.0 Climate Change, Biodiversity and Environmental Implications

13.1 The proposals set out in the Report contribute to the Council's environmental and climate ambitions by supporting the delivery of new homes built to modern standards supporting carbon reduction and helping reduce household energy consumption as well as addressing fuel poverty.

14.0 Background Papers

14.1 None.

15.0 Appendices

15.1 None.

16.0 Report Sign Off

Signed off by	Date sent	Date signed off	Initials
Director	06102026	07102026	KK
Legal	07102026	08102026	EH
Finance	06102026	08102026	MB