

Supported Accommodation:  
Our vision  
to protect,  
care and invest

Telford & Wrekin's  
Specialist and Supported  
Accommodation Strategy

2020-2025

JULY 2020



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## One in six people in the UK are now over 65

The purpose of this strategy and the background work that has been undertaken, is in recognition of the Council's need to understand its supported and specialist requirements and to ensure that there is a sufficiency of appropriate and good quality housing to meet the needs of the growing numbers of older people, vulnerable working age adults and young people in the borough.

## Introduction

Telford & Wrekin Council's Plan 'Our programme to protect, care and invest to create a better borough 2019-2023'<sup>1</sup> includes commitments to:

- Protect and support our most vulnerable adults and children.
- Support communities and those most in need and work to give residents access to suitable housing.

Having a range of high quality specialist and supported accommodation is an essential part of delivering these commitments. This Specialist and Supported Accommodation Strategy contributes to our overall Housing Strategy and together with other Council strategies and plans, it is the framework through which our specialist and supported accommodation and housing related priorities are set out.

Telford & Wrekin Council faces a diversity of challenges in its role as a strategic housing authority. In common with other councils across the country, it no longer holds its own housing stock making the ability to directly intervene in the market more limited. Consequently the Council seeks to work with a range of partners to meet its objectives. The Council will ensure that the best use is made of existing provision, enabling additional development and brokering strong relationships with providers, to ensure it is of a high quality and that it meets the needs of local older and vulnerable people.

This strategy is aimed at:

- **Housing organisations** that provide supported, specialist and mainstream housing, including those currently operating in Telford & Wrekin and those who may consider operating here.
- **Support and Care organisations** that provide services in supported accommodation.
- **Community organisations** in Telford & Wrekin with an interest in specialist and supported accommodation.

In the absence of universally agreed definitions, we have set out below what we mean by specialist and supported accommodation within the scope of this strategy:

- **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.
- **Mainstream/Supported accommodation:** general needs/mainstream housing designed for all but where it might also suit those with particular needs and characteristics. E.g. with the addition of appropriate care and/or floating support or minor adaptations could accommodate some of our vulnerable residents.

<sup>1</sup> [https://www.telford.gov.uk/downloads/file/1604/our\\_programme\\_2019-2023](https://www.telford.gov.uk/downloads/file/1604/our_programme_2019-2023)





This strategy covers the Council's approach to specialist and supported accommodation for the following groups:

- Older people
- People with learning disabilities and people with autism
- People with mental health needs
- People with physical disabilities
- People with 'complex' needs; this includes people who are part of the Transforming Care programme (TCP)
- People at risk of homelessness who have a (non-assessed) mental health need
- Young vulnerable people, including care leavers

The Council's response to the wider needs of these groups is covered through other Council plans for the next five years, for example:

- Housing Strategy
- Adult Social Care Market Position Statement
- Children & Young Peoples Commissioning & Sufficiency Strategy<sup>3</sup>
- Homelessness strategy
- Better Homes for All. The Council's approach to the private rented sector
- Health & Wellbeing Strategy
- Drug & Alcohol Strategy
- Domestic Abuse Strategy

The UK population, as reflected in Telford, is ageing with wide consequences for society and the economy. One in six people in the UK are now over 65, an increase of more than one million from 2001. More and more people are living beyond 80. Suitable and appropriate housing impacts positively on a person's health and wellbeing as well as promoting and enabling greater independence for longer; it is particularly important in enabling the Council to meet its social care priorities cost effectively. The purpose of this strategy and the associated background work is to ensure that there is a sufficiency of appropriate and good quality housing to meet the needs of the growing numbers of older and vulnerable adults and young people in the borough.

This strategy sets out:

- The local and national context
- The identified need for specialist and supported accommodation and our priorities
- Reasons for investing in Telford & Wrekin and the Council's offer to investors
- Community and stakeholder engagement

<sup>2</sup> [https://www.telford.gov.uk/downloads/file/7110/market\\_position\\_statement\\_2018\\_-\\_2020\\_published\\_version\\_1](https://www.telford.gov.uk/downloads/file/7110/market_position_statement_2018_-_2020_published_version_1)

<sup>3</sup> [https://www.telford.gov.uk/downloads/download/2280/telford\\_and\\_wrekin\\_council\\_commissioning\\_sufficiency\\_strategy\\_2018-23](https://www.telford.gov.uk/downloads/download/2280/telford_and_wrekin_council_commissioning_sufficiency_strategy_2018-23)





# Our Vision

## Our ambition

The provision of good quality specialist and supported accommodation is a part of creating a place where all citizens can live well in Telford & Wrekin. Our vision is to secure the best quality of life we can for our older and vulnerable citizens both now and in the future. This means delivering a range of housing that enables people to live independently, with support and care where necessary.

## Our objectives

We will deliver our ambitions through:

- Making the best use of **existing accommodation** by utilising Disabled Facilities Grant to fund works and adaptations that will enable people to remain in their own homes, and live independently, for as long as possible whilst reducing the need for social care.
- Developing a range of **new build specialist and supported accommodation** over the next 10 years, that is tailored to reflect the identified needs within our local communities.
- Ensuring that support and care services, delivered by registered providers as well as the community, to people within supported housing as well as those living in mainstream housing, are effective in **promoting people's wellbeing and independence**.

This will result in:

- A wide range of supported accommodation that enables adults and young people to live independently in their communities.
- An increase in housing suited to older residents, including access to support and assistance to remain living in their own homes and access to a wider range of high quality specialist accommodation that is suited to ageing well in later life, including bungalows for over 55s.
- Reducing homelessness through the provision of high quality supported accommodation and 'move on' housing opportunities.

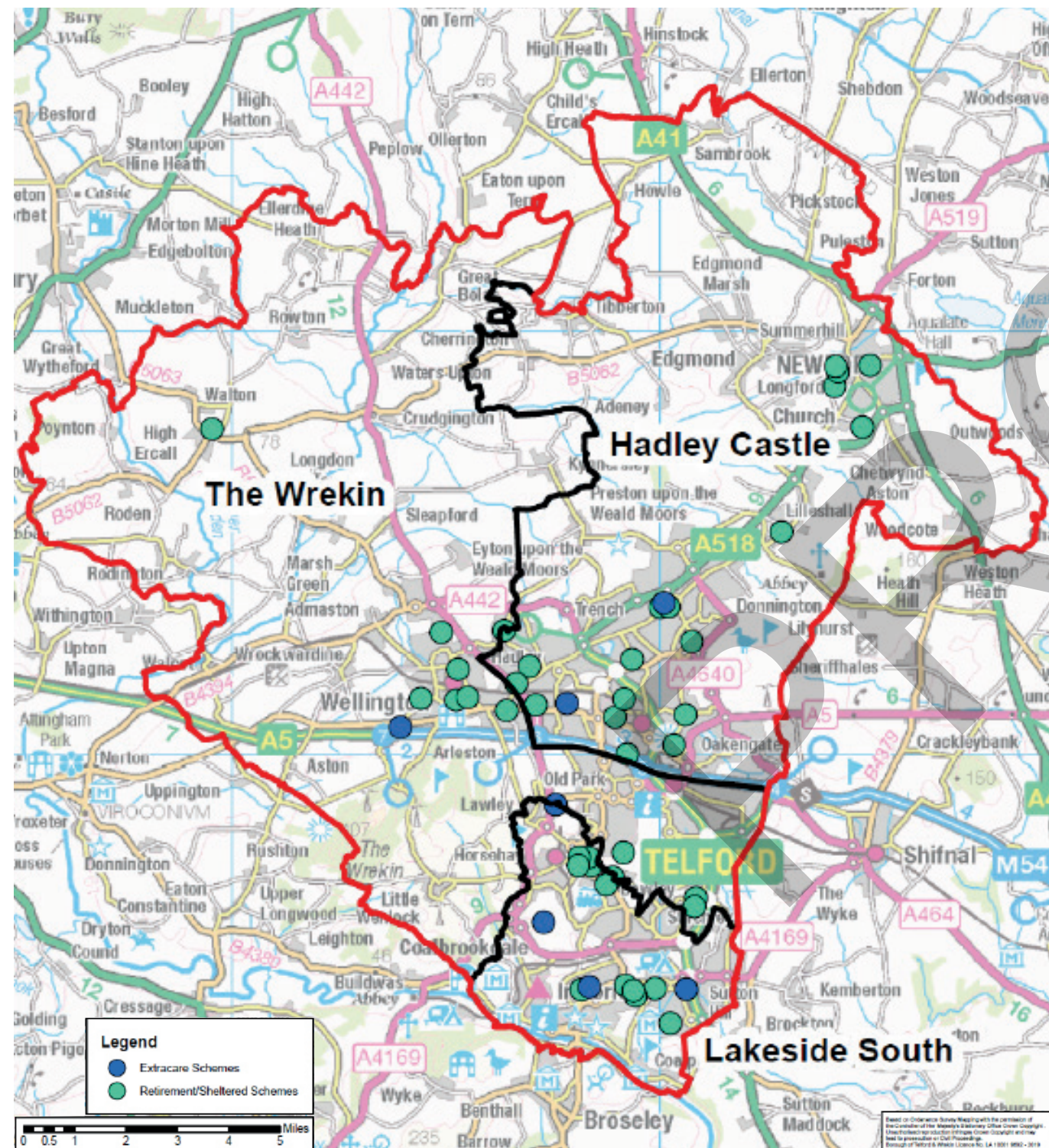
- A range of supported and move-on accommodation options for Care Leavers that is affordable and supports the Council's Care Leaver's Covenant. This will form a key part of providing support for care leavers up to the age of 25, ensuring that the Council continues to play its part in supporting young people leaving care.
- Ensuring that there is a place of safety available through emergency accommodation for all people including those experiencing domestic abuse, in accordance with the Council's Domestic Abuse Policy and our status as a White Ribbon Town.
- Stimulating the development of additional accessible and adapted housing that is suited to adults and children with physical disabilities and long term health conditions.
- Integration between the generations and fostering mutually supportive, stronger communities where the generations work together to create communities that are inclusive of older people and vulnerable citizens.
- Recognition of carers who may support both dependent children and parents over generations and require affordable multi-generational living with safe and secure housing options.
- Affordable and accessible housing for life that will enable stability for young adult carers who often encounter challenges to remain caring for parents and siblings whilst maintaining an independent life.
- Incorporating the use of assistive technology to assist older and vulnerable members of our community to live safely and live well.



# Context

The Council has already seen some real successes in the delivery of a wide range of specialist and supported accommodation services in Telford & Wrekin. The maps show the existing provision in the borough across Extra Care and Retirement/sheltered schemes as well as supported accommodation schemes that provide longer term homes and those used to accommodate individuals for short-term or temporary use. Through future engagement with Providers we can discuss appropriate geographical locations of additional provision.

**Figure 1:** Extra Care Schemes & Retirement/Sheltered Schemes



There has been a 65% growth in the provision of supported accommodation in the borough over the last 5 years<sup>3</sup>. Figures 1 to 3 refer.

<sup>3</sup> Homes England

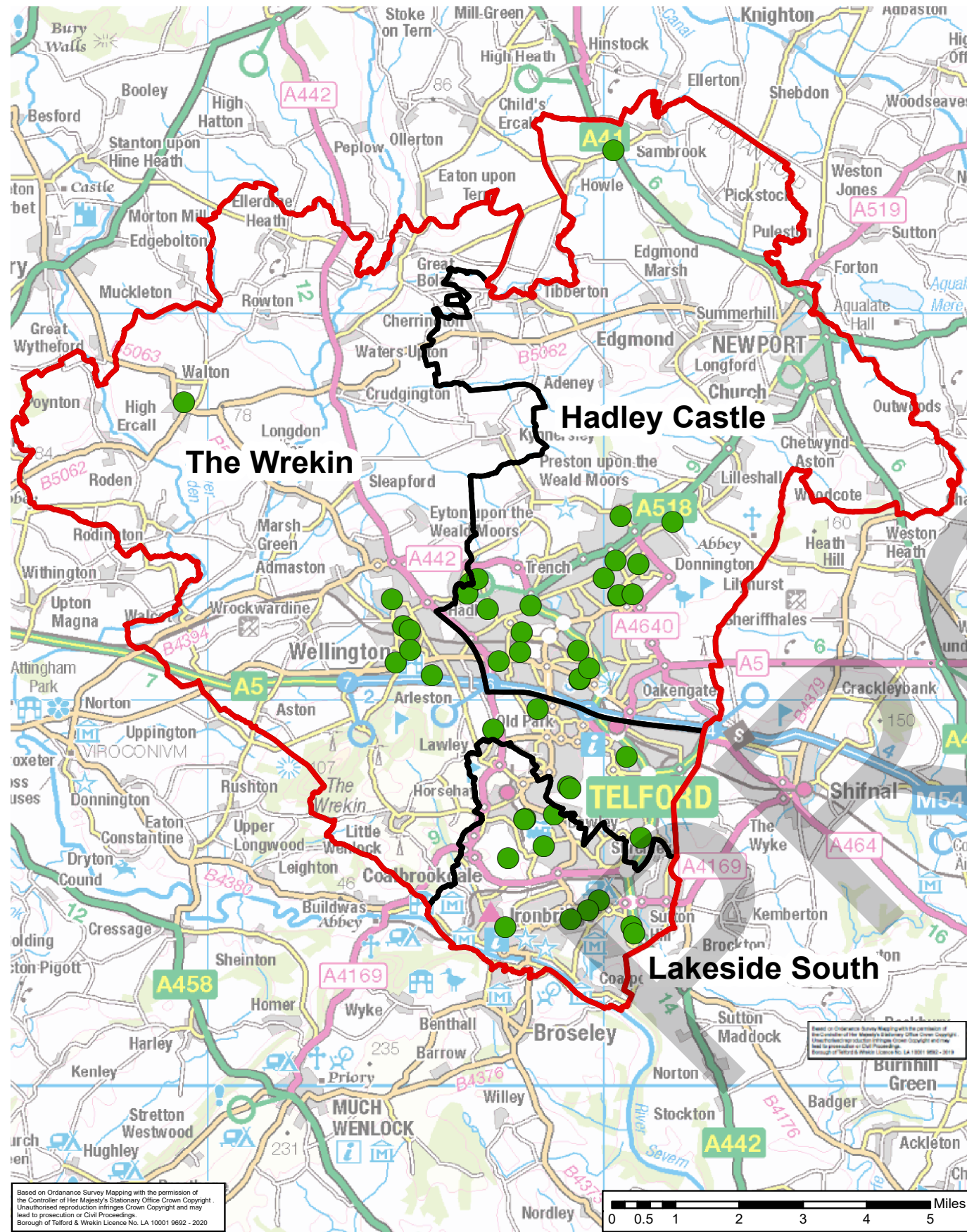
There is a mix of types of supported accommodation across all localities and it is mostly of good quality.

We recognise the great value of the supported accommodation sector locally, the innovation that it brings and the importance of having a mix of providers of housing and support.

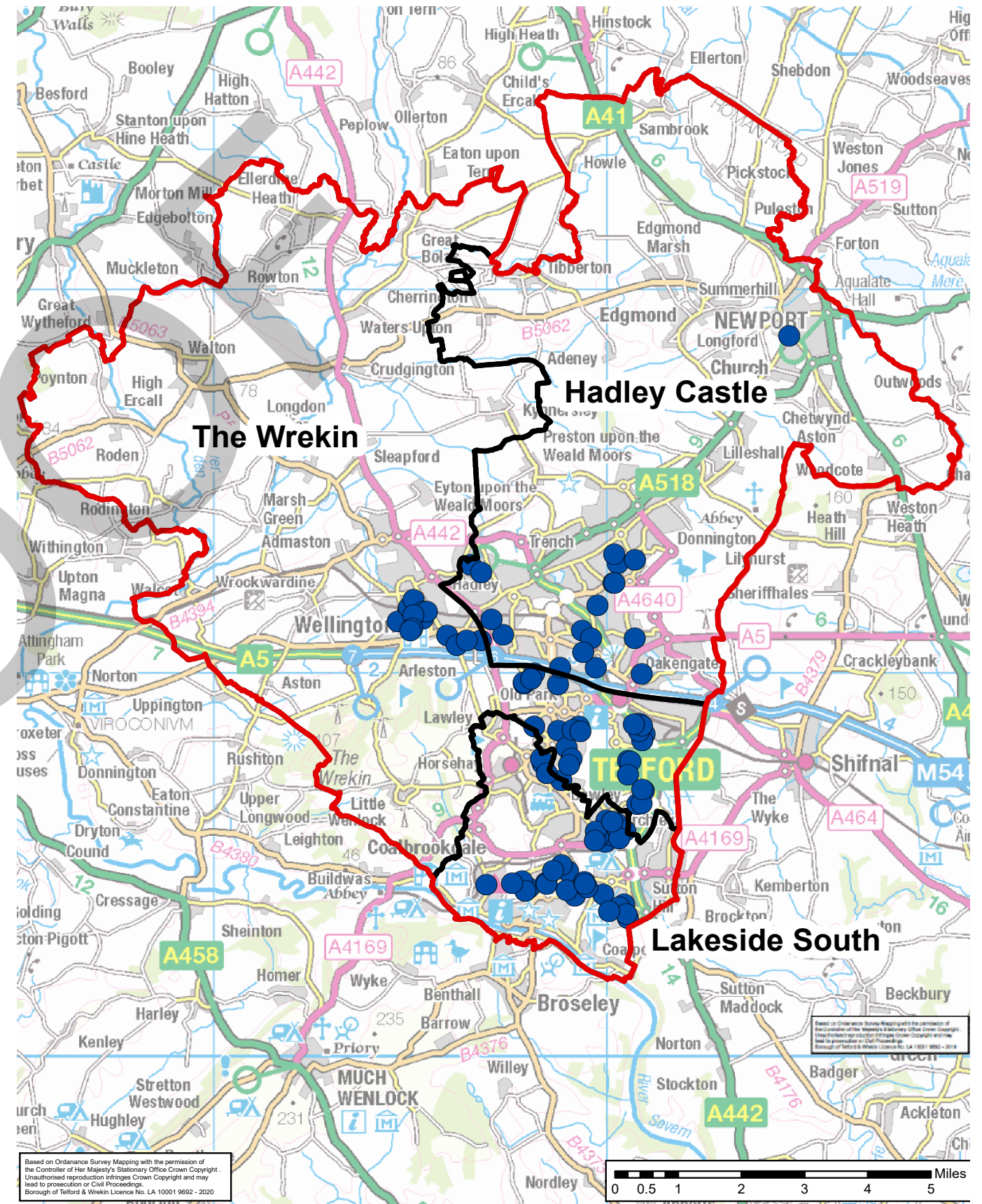
In the context of our wider priorities and the requirements of our citizens and communities we have taken actions to facilitate and encourage further development of and investment in specialist and supported accommodation.



**Figure 2:** Supported Accommodation – Permanent/Long-term use



**Figure 3:** Supported Accommodation – Short-term/temporary use





# This existing provision is already helping to make real differences to the lives of some of the most vulnerable people in the Borough

## Case Study – NuPlace Ltd (Maple Fields)

Nuplace Ltd is the Council’s wholly owned private rental company, incorporated in 2015 to build homes for rent and in doing so raise the standard of the private rental sector in the Borough. At one of Nuplace’s most recent development sites, at Maple Fields in Dothill, 19 of the 54 homes are being built to higher accessibility standards comprising a mix of accessible and adaptable and wheelchair accessible units, alongside more mainstream general needs housing.

These accessible bungalows are ring-fenced for people who are either 55 or over or have mobility issues. The proposals will deliver a mixed occupancy, inter-generational

community, enabling people to live independently and age well in their homes.

There is an increasing body of evidence to support a significant growth in the number older people selling up to pay off debts, boost retirement income, help children or letting the family home to downsize, thus entering the private rental market at a later stage. However, there is currently a significant undersupply in age specific private rental accommodation to meet this increasing market demand.

The Nuplace development at Maple Fields is an innovative and vital pilot intended to directly test the demand this with a view to increasing provision on future developments.



## Case study - HM

HM is 27 years old; she has cerebral palsy and autism and cannot communicate verbally. She can also experience high levels of anxiety which can lead to behaviours which need to be managed. HM can move around her home on her knees and uses a wheelchair outdoors or for long distances.

HM moved into her adapted bungalow in March 2019. The bungalow has been fitted with a range of technology to make HM’s daily routine easier to manage:

- A grid pad to communicate and control the environment in her home.
- High low sinks in the kitchen and bathroom and a high rise bath.
- A smart cooker and washing / drying machine.

- An easy open front door including a door video intercom system to enable HM to alert staff in an emergency.
- Grand Care System which provides HM with reminders and prompts throughout the day.

Whilst HM still receives 1:1 support during the day and has a sleep in support, it is anticipated that over the next few months, HM’s sleep in support can be gradually reduced and removed. Carers are also working with HM to identify periods of the day where HM can have time on her own in her bungalow, again being able to access the core support which remains close by 24/7. This is just one example of a suitably configured home, with the right technology, enabling a young person to live more independently.

## Case study – Mr & Mrs S

Mr and Mrs S moved to extra care housing in August 2019 from a supported living scheme where they were in a maisonette and struggled to cope with the stairs and as such had little independence and contact with the other residents. They both have a learning disability and Mrs S also suffers from Epilepsy.

They have settled into the Extra Care environment very successfully and are now able to feel part of a real community which they were unable to be in their former accommodation. The move has already resulted in the care package for Mrs S being reduced and also after a short period of increased care for Mr S to aid moving and settling-in, this has also reduced back to the original levels.

They both feel much happier and are embracing the social opportunities that Extra Care offers. Mrs S is engaging fully with the programme of varying activities on offer within the scheme and at the last visit she had taken on a role in the on-site shop and was looking forward to learning how to use the till.

During a recent review in their new home, they both commented **“We wish we had moved much sooner”**



## Our approach

### How we are supporting the development of the supported accommodation sector

We are already delivering some good housing solutions but we recognise that we need to do more to ensure delivery meets need.

We have launched a programme of work to underpin this good work with a focus on the following:

- **Needs analysis** – We commissioned the Housing LIN to undertake a comprehensive study of our specialist and supported accommodation need across a range of vulnerable groups over a 10 year period to 2030. This comprehensive evidence base informs this strategy and will be important in relation to future policy development, including the forthcoming review of the Telford & Wrekin Local Plan.
- **Access and referral arrangements** – We are streamlining the operational processes covering access and referral into specialist and supported accommodation. This is being implemented in phases aimed at improving the use of existing supported accommodation for both the Council and Providers and will ensure the most efficient use of new and existing accommodation going forward.
- **Extra care housing development and provision** – We have been very successful with our partners in developing 7 extra care housing schemes in the borough. More latterly we have been developing a joint application form, void notification process and a mechanism for referring clients by order of risk factor, care banding hours and preferred scheme(s) to the most appropriate vacancies.
- **Nominations** – For those schemes where nominations would be mutually beneficial, we are developing a standard Nominations Agreement which can be applied across all specialist and supported accommodation schemes and which can be adapted to suit the individual needs of the scheme.
- **Framework for supported accommodation providers** – We are looking into establishing a ‘framework’ for providers of supported accommodation. This would involve providers of supported accommodation joining a framework in order to access all relevant opportunities for provision within the borough. We are working with our Procurement Team to review the potential use of a Dynamic Purchasing System (DPS) for this purpose through which we will manage a coordinated approach to our procurement opportunities and the providers who will be invited to participate.
- **Improving our customer experience** - We are implementing a range of measures to ensure that our residents can easily access suitable housing solutions, especially when they are in crises. In particular we are:
  - o Establishing a single ‘front door’ for all supported accommodation services
  - o Reviewing and updating our website to ensure that housing options and advice is simple and easy to navigate.
  - o Providing a simple route to accessing Disabled Facilities and Wellbeing Grants to help people to remain in their own home
  - o Working with local service providers to develop an Independent Living Centre, to showcase and exhibit new initiatives and technologies that will help to enable people to live well, safely and more independently in their own homes.
  - o Developing an interactive app for and with young people to signpost to appropriate housing options.

Enabling young and old to live more independantly





## The national context

The Council's approach reflects renewed national interest in and Government priorities for specialist and supported accommodation. There has recently been a much clearer and stronger emphasis on the role of preventative approaches, including the role of housing, i.e. approaches to supporting people to remain living in their own homes, in both mainstream housing and supported accommodation.

The Government's Prevention Green Paper<sup>4</sup> reiterates the commitment to the Ageing Society Grand Challenge, the aim of which is to ensure that people can enjoy at least five extra healthy, independent years of life by 2035, while narrowing the gap between the experience of the richest and poorest. Whilst the Green Paper is health focussed, it is recognised that to deliver improved public health amongst an ageing population it is important to improve homes to meet the needs of older and vulnerable people.

The Government's recent strategy for tackling loneliness<sup>5</sup> refers to the role of community based housing and housing for older and vulnerable people in helping to create social connections and reduce the risk of loneliness.

A significant recent policy announcement from UK Government was in August 2018 when it set out its approach to the future funding of the housing costs in supported accommodation including older people's housing.<sup>6</sup> As a consequence, existing Housing Benefit regulations, including those covering 'specified accommodation/exempt accommodation', will continue to apply for the funding of eligible housing costs in supported accommodation and older people's housing for eligible individuals for the foreseeable future, addressing some of the financial uncertainty that has inhibited this sector in recent years.

It is anticipated that in 2019/20, MHCLG will publish a National Statement of Expectations aimed at commissioners and providers of supported accommodation. Although this will not be statutory guidance it is expected to set out the quality standards that will be expected in the supported accommodation sector and it will be a significant influence in how the Council formulates its approach to market management, monitoring and its overall 'stewardship' role.



<sup>4</sup> Advancing our health: prevention in the 2020s. DHSC (2019).

<sup>5</sup> <https://www.gov.uk/government/publications/a-connected-society-a-strategy-for-tackling-loneliness>

<sup>6</sup> <https://www.gov.uk/government/consultations/funding-for-supported-housing>

As the population increases over the next decade and beyond, we expect there to be an increase in older and vulnerable people with support needs:



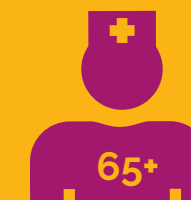
The proportion of working age adults who report having a long term illness or disability is higher than the national average,

nearly **16,000** adults



These rates increase with age

from **7.6%** of 25-34 year olds to **29.6%** of 55-64 year olds



People aged 65+ report higher levels of long term limiting illness or disability than the national average, around

**56%** of people (13,495 people)



These rates increase with age

from **39%** of 65-69 year olds to **86%** of those aged 85+



**16-74** year olds

It is estimated that around **10,700** people aged **16-64** have a moderate or serious physical disability

and around

**17,400** aged **16-64** have a common mental health disorder



It is estimated that around **700** people aged over **65** have severe depression

and around

**1,800** have dementia





## Investment and development opportunities

### Widening housing choices and promoting innovation

There is growing evidence in relation to high quality contemporary practice in the provision of specialist and supported accommodation. We want to be aspirational and achieve the best we can for the borough and its residents.

There are many examples of high quality, well designed specialist and supported accommodation developments. The Council have a strong interest in the application of innovation and good practice locally and we want this to be reflected in the type and mix of housing and supported accommodation in Telford & Wrekin. The Council expects specialist and supported accommodation to incorporate contemporary design standards and features; we are working to develop further guidance for the market about this.

We are 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.
- Whether care/support is flexible or provided 24/7 on site.

We are seeking further innovation from our partners including:

- The potential to create a ‘community village’ model, which will include specialist and supported accommodation alongside mainstream housing, that will provide accommodation and a range of health and wellbeing opportunities for older people and other citizens (see below). This reflects the Council’s overall approach to scheme development, based on evidence of need, stakeholder/community involvement and subsequent engagement with potential developers/providers.

- Accommodation and support models that create and foster inter-generational connections. This could include housing that specifically accommodates younger and older people where there is an element of mutual and reciprocal support. This might include people who work in care/support/health jobs or as carers with a family unit; it might include families with a disabled child where an accessible/ground floor bedroom is needed.
- 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.
- Making better use of existing supported accommodation resources for older people (such as existing sheltered and extra care housing) to help create an age and dementia friendly Telford & Wrekin. The Council would welcome being involved at an early stage in such discussions regarding long term asset management plans including reconfiguration and development proposals.
- Opportunities for the development of specialist and supported accommodation contributing, for example, to high street regeneration.
- 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.



- Housing and support services that will decrease the use of residential care.
- Supported accommodation schemes that provide appropriate consideration to accessibility to amenities, proximity of public transport, access to local services and support networks.
- Housing options that offer opportunities for future proofing such as Lifetime Homes standard that are enabled for aids and adaptations such as hoists, with the minimum of cost and disruption.

Our priority is to enable citizens to exercise their choice of care/support provider by the separation of housing provision from care provision. Where they are provided by the same organisation we would like to see protocols that enable people to choose a separate care/support provider without affecting their security of tenure.

## Assessment of need for specialist and supported accommodation

A comprehensive evidence base of the need for specialist and supported accommodation suited to the groups covered by this strategy has been produced in 2019 for Telford & Wrekin. A summary of future need is shown in table 1 below.

The assessment of need for specialist and supported accommodation is based on:

- Identification and analysis of the current supply of supported and specialist accommodation;
- Intelligence from local stakeholders, internal and external;
- Intelligence about potential new supply and factors that are driving demand for specialist accommodation locally.

The Council intends to provide an update to this assessment of need on an annual basis.

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

- The current level of unmet need within the Borough for different types of specialist and supported accommodation, as applicable, for each client 'cohort'.
- How this estimated need is expected to change in the short term (by 2020/21), in the medium term (by 2025/26) and in the longer term (from 2030/31)

The assessment of supply and future need indicates that additional specialist and supported accommodation is required in Telford & Wrekin to meet identified need. Whilst the assessment is shown in relation to 'client cohorts', we recognise that people's needs are often complex, therefore we are seeking innovative approaches to housing and support that go beyond these 'cohort' definitions in line with our objectives regarding widening housing choice and promoting innovation (above).

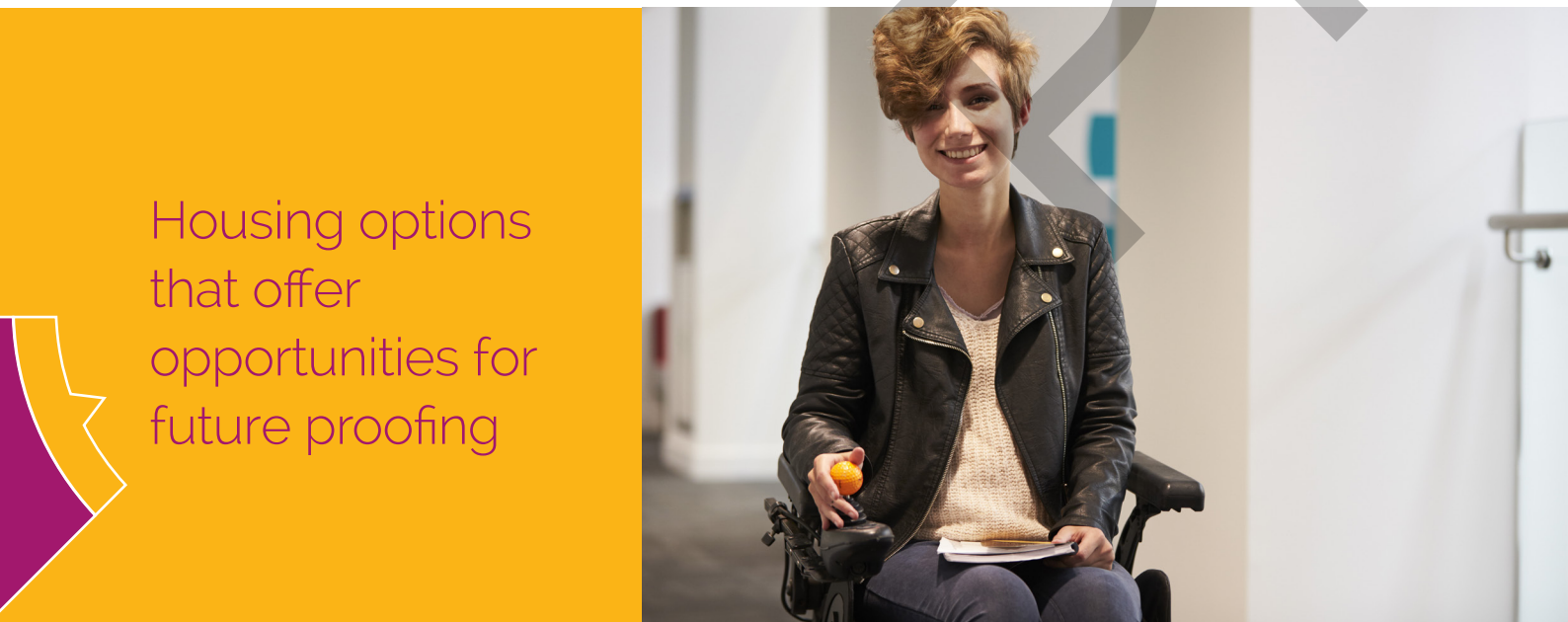
**Table 1:** Summary of need for supported and specialist (units) to 2030/31.

The figures below are not cumulative and the figures in the columns for 2025/26 onwards represent the uplift from the previous period. The column for 2020/21 represents our current/immediate need across the various cohorts.

	Specialist and Supported accommodation needs <small>(Need estimates are not cumulative)</small>	2020/21	2025/26	2030/31
<b>A</b>	<b>Older people</b>			
1	Housing for older people for sale/shared equity (units)	700	800	900
2	Housing for older people for social rent/affordable rent (units)	340	590	920
3	Housing for older people for market rent (units)	40	45	50
4	Extra care housing including mainstream and high needs/dementia care (units) (included within 1 and 2)	140	400	530
5	Residential care (beds)	0	0	0
6	Nursing care (beds)	50	200	300
<b>B</b>	<b>People with mental health needs (assessed)*</b>	15	40	65
<b>C</b>	<b>People with learning disabilities</b>			
	Adults with learning disabilities	10	20	30
	Young People in Transition with learning disabilities / learning difficulties	10	20	30
	Adults with learning disabilities and physical disabilities <small>(require adapted and accessible properties)</small>	5 <small>(including 1 bariatric need)</small>	10	10
<b>D</b>	<b>Adults with physical disabilities (need for adapted and accessible properties)</b>			
1	Adults with physical disabilities	15	25	35
2	Adults with physical disabilities and who are bariatric	1	5	10
3	Families with a disabled child(ren) or disabled parent with physical disabilities	15	25	35
<b>E</b>	<b>Transforming Care cohort</b>	10	25	35
	Adults with complex and challenging learning disabilities and / or Autism, Transforming Care (need for adapted, sensory efficient and robust properties)			
<b>F</b>	<b>People at risk of homelessness who have (non-assessed) mental health need*</b>	150	250	400
<b>G</b>	<b>Care Leavers/Vulnerable young people*</b>	90	110	130

\*Includes estimated need for supported accommodation and mainstream housing.

<sup>7</sup> This typically relates to single people at risk of homelessness (who may have 'non-assessed' mental health needs). The Council's homelessness strategy covers the needs of a wider cohort of the population at risk of homelessness.



Housing options that offer opportunities for future proofing



Based on this assessment of need, more specific investment priorities in the short to medium term (up to 2025) have been identified. These are set out below for each group:

## Older People

The estimated need for specialist and supported accommodation is summarised in Table 1. This indicates by 2030/31 an increase in need for:

- ‘Care ready’<sup>8</sup> housing across all tenures: for sale, social rent and market rent.
- Extra care housing for rent and for sale.
- Nursing care, including as part of ‘hybrid’ housing and care developments.

There is sufficient supply of residential care within the borough and as such we are not encouraging an increase to this type of provision.

### Short-Medium term priorities to 2025/26

- 188 units of extra care housing: Dementia/high needs care specific. A high-care model of extra care housing that can accommodate older people living with dementia to end of life. As part of the initiative to reduce the use of residential care and move into a supported living model.
- Up to 340 units of further mainstream extra care housing.
- Potential for a ‘community village’ model including a mix of tenures, housing types as well as on-site health services. This should appeal to a wide range of older people from different tenure backgrounds as well as being attractive to people of all ages who want to purchase or rent.
- ‘Care Ready’ housing that is available for rent and for sale to be attractive to a wide range of older people across the borough (Lines A1, A2 and A3 in Table 1 refers).

<sup>8</sup> Care ready housing typically means that a home is capable of adaptation over time to meet changing needs including space for aids and adaptations. Through good design homes can be built to be better suited to possible future requirements such as the need to have an over-night carer, storage for mobility scooters and space to retain independence.

## Care Leavers/Vulnerable young people and people at risk of homelessness with (non-assessed) mental health needs

The estimated need for supported accommodation and other housing is summarised in table 1. This indicates by 2030/31 an increase in need for:

- Additional supported accommodation, specifically ‘clusters’ of self-contained flats with varying levels of support.
- Access to general needs self-contained housing, including ‘move-on’ housing options from supported accommodation.

### Short-Medium term priorities to 2025/26

#### Vulnerable young people

- The creation of additional self-contained studio/1 bed flats that are affordable with varying levels of support. These need to be smaller in scale, e.g. 6-8 units, to avoid over ‘congregating’ vulnerable young people. An additional 4-5 clusters are required by 2025/26 as a minimum.
- Access to additional affordable self-contained general needs housing for rent with access to support as required. This is required to provide ‘move-on’ housing options from supported accommodation. Estimated need indicates that 50-60 units are required.

#### Key considerations for this group are:

- There is a need for affordable housing within this group and landlords should offer affordable housing as a priority.
- Landlords who can offer security of tenure i.e. by offering tenancy agreements in place of licence agreements.
- Avoiding the HMO/Shared housing based supported accommodation models that are more likely to lead to tenancy breakdown.

- To encourage security of tenure for young people, consideration for accommodation providers to enable settled young people to remain in the accommodation instead of moving on even when they no longer require ongoing weekly support. Benefits of young people remaining can be positive to other new young people moving in e.g. peer support.

## People at risk of homelessness

Up to 150 additional units including:

- Additional ‘clusters’ of self-contained flats with varying levels of support; evidence of need indicates 3-4 schemes maybe required.
- Access to additional affordable self-contained general needs housing for rent with access to support as required. To include ‘move-on’ housing options from supported accommodation.
- The delivery of a ‘Housing First’ type scheme for 5-10 individuals for which funding (e.g. MHCLG) may be sought.

#### Key considerations for this group are:

- 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.

- There is evidence that using HMO accommodation for move-on housing purposes has led in some cases to an over-congregation of people with support needs in particular locations and increased incidence of anti-social behaviour linked to some HMOs. There is consequently a need for affordable move-on housing that is self-contained.
- There is a problem where individuals are not deemed ‘tenant ready’ by landlords, including when they have been living in supported accommodation. Therefore, there is a need for landlords to locally agree criteria of what is ‘tenant ready’ to enable individuals to evidence how they have met/are engaged with support to work towards meeting this criteria. More housing needs to be available to individuals who are ‘less tenant ready’.
- There remains a requirement for support services that are flexible and can support individuals to maintain a tenancy once they have left supported accommodation. Any growth in the availability of supported accommodation and move-on accommodation will require that non scheme-based support services are available and sufficiently resourced to meet the growing demand, if this accommodation is to function effectively for this cohort.



Increase in the availability of access to mainstream self-contained housing



- There is a minority within the population at risk of homelessness that is particularly challenging to accommodate. Individuals are characterised as having been through existing supported accommodation resources previously, potentially several times, and exhibit behaviours that severely minimise their housing options. This cohort is most likely to benefit from a 'Housing First' type approach.

## People with learning disabilities and autism (incorporating Transforming Care), people with mental health needs and people with physical disabilities

The estimated need for specialist and supported accommodation is summarised in table 1. This indicates by 2030/31 an increase in need for:

- Supported accommodation, specifically 'clusters' of self-contained flats with varying levels of support.
- Wheelchair adapted and wheelchair accessible housing, some to suit bariatric individuals.
- General needs self-contained housing, including 'move-on' housing options from supported accommodation.

## People with Mental Health Needs (assessed)

### Short-Medium term priorities to 2025/26

- Circa 3-4 'clusters' of self-contained flats for around 40 people, with varying levels of support.
- Circa 30 units of affordable self-contained general needs housing for rent with access to support as required.

### Key considerations for this group are:

- There is evidence of growing need for both supported accommodation and access to 'move on' housing, given increasing levels of referrals for NHS and social care services.
- There is evidence of increasing need amongst existing clients who may need support or supported accommodation during crisis periods.

## People with Physical Disabilities

### Short-Medium term priorities to 2025/26

- Affordable wheelchair accessible accommodation for circa 23 families with a disabled child(ren), disabled parents or couples.

### Key Considerations for this group are:

- Ease of access and egress.
- Sufficient manoeuvrability within the internal spaces.
- Kitchens and bathrooms specifically need to be adapted to enable individuals to self-support as well as providing sufficient space when care staff/carers are required to assist.
- Ample room to park and store a wheelchair whilst it is not in use within the accommodation.

We are keen to agree a process whereby Council referrals into this type of accommodation can receive priority consideration in the first instance.

## People with Learning Disabilities & Autism (incorporating Transforming Care)

### Short-Medium term priorities to 2025/26

Housing will be required for people, who will either be discharged from long term hospital stay, coming through transition, are currently living with elderly parents, or where placements are no longer appropriate. It is acknowledged that individual situations can change and therefore, where possible, the accommodation provision will need to be as flexible as possible.

- Self-contained supported accommodation for circa 30 people with a learning disability, currently in residential care services or where their current accommodation may not meet their needs long term.
- Wheelchair accessible supported accommodation taken out of the general needs system for circa 10 people with learning disabilities who also have physical disabilities including fully wheelchair adapted housing suitable for bariatric users.
- Single-occupancy accommodation for circa 23 complex needs clients in a core and cluster model to allow for appropriate support and supervision where accommodation may have to be adapted for sensory efficiency, made

robust and where a larger, secure garden space is required.

- Accommodation, possibly shared, for circa 26 young people in 'transition'.
- To work with housing providers to purchase or build homes for individuals who have very bespoke needs.
- To work with housing providers, to be able offer a range of different and innovative schemes that are not limited to new-builds or refurbishments, such as opportunities for shared ownership of existing housing, or those make connections with private landlords to facilitate the use of this valuable source of accommodation.

### Key considerations for this group are:

The aim is to deliver homes in the community for people with learning disabilities, autism and for those with complex behaviours that challenge, at the time they need it, and with the inclusion of a package of care, will enable people to live independently and become part of their community. The provision will be for those where needs change and/or placements are no longer suitable, as well as those who are coming out of hospital, either from long or short term stays.

There is a shortage of specialist supported accommodation and supported living schemes with varying levels of care provision, therefore there is a need to consider whether the needs of the individual can be met through the existing housing stock by carrying out adaptations, using assistive technology and putting in appropriate care and support packages. This will also allow people to remain in their own homes continuing to live with or close to family and to remain a part of their familiar community.

However, we recognise that there are a number of challenges that should be considered when identifying suitable accommodation for these clients, in particular those with complex needs and we would like to work together to ensure that:

- We work with our partners in the Sustainability & Transformation Partnership (STP) and with care providers to achieve the best outcomes for people when living in the community.
- Housing should be based on the needs of the individual.



Enabling people to live independently and become part of their community





- Where possible tenancies should be offered for long term settled accommodation.
- The housing and care offer should allow people to live as independently as possible and encourage integration into the local community.
- The housing offer should be affordable.
- A range of housing providers, providing a mix of housing models and tenures.
- We provide flexible and sustainable housing to meet the changing needs of individuals in their homes, as well as the ability to adapt the accommodation to enable its continued use in the future.
- We use assistive technology to enable people to live as independently as possible and where possible to remain in their existing home.
- The care plan or discharge assessment should be able to identify and specify the housing need early in the process to facilitate strategic advance planning of the housing need.
- We understand whether an individual requires a 'step-down' model of accommodation, if being discharged from hospital, prior to moving into long term supported accommodation.
- We plan housing across all levels of need to take advantage of economies of scale and build strong relationships with housing providers for Shropshire.
- Where possible we employ joint working practices with our partners across Shropshire.
- We support the right number of schemes to meet the demand without creating an oversupply.
- We have a mechanism in place that will facilitate where possible, the early tendering of the housing and support provision. For this purpose we are planning to introduce a Dynamic Purchasing System (DPS) that providers will be expected to join in order to be presented with procurement opportunities.



Identify and specify the housing need early in the process





# Why invest in Telford & Wrekin

## The Council's offer. An introduction to our Borough

Telford and Wrekin is a place of contrasts. The borough comprises Telford New Town, the market towns of Wellington and Newport, borough towns which include Madeley, Oakengates and Dawley and the Ironbridge Gorge UNESCO World Heritage Site - birthplace of the Industrial Revolution. All surrounded by beautiful countryside and farmland with more than two thirds of the borough classified as rural.

There are circa 78,200 homes in the borough and this is forecast to grow at around 1,000 net new homes annually for the next 15 years as set out in our Local Plan.

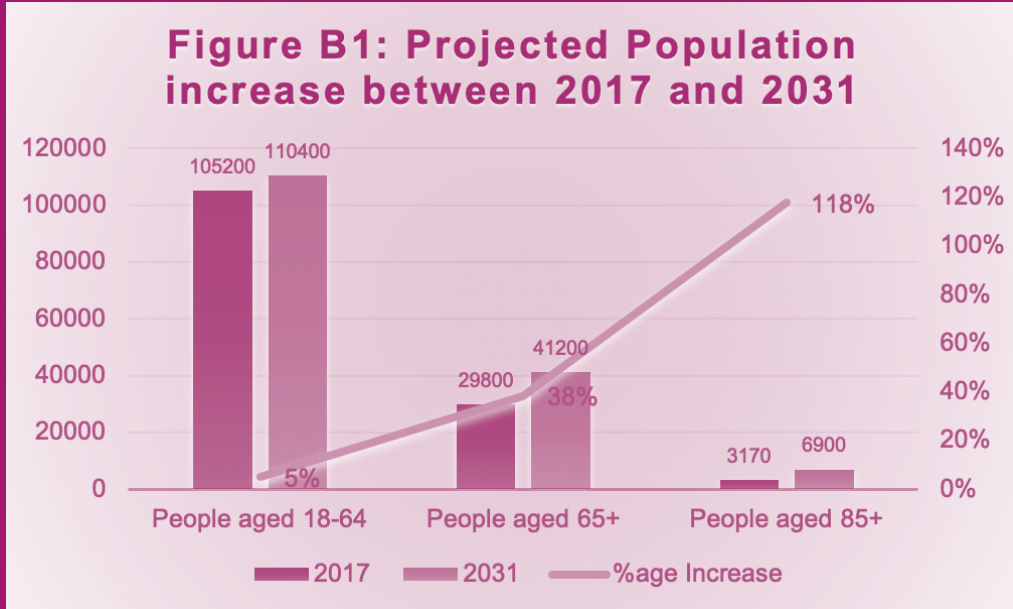
Our evidence (Section 4) indicates that as our population grows the demand for a wider mix of specialist and supported accommodation is increasing.

With an estimated population of 175,800, Telford & Wrekin is the largest urban area in the region outside the West Midlands and North Staffordshire conurbations. The population is growing, changing and ageing. The borough's population is projected to grow at a faster rate than the national population, rising to 196,600 people by 2031, with over half of this population increase expected in the over-65 age group:

Figure B1 below shows the current and projected numbers of the 18-64 age group and over 65's in Telford & Wrekin up to the year 2031.

As the population increases over the next decade and beyond, we expect there to be an increase in older and vulnerable people with support needs:

- The proportion of working age adults who report having a long term illness or disability is higher than the national average, nearly 16,000 adults. The rate also increases with age, rising from 7.6% of 25-34 year olds to 29.6% of 55-64 year olds.
- It is estimated that around 10,700 people aged 16-64 have a moderate or serious physical disability and around 17,400 have a common mental health disorder.
- People aged 65+ report higher levels of long term limiting illness or disability than the national average, around 56% of people (13,495 people). These rates increase with age, from 39% of people aged 65-69, to 86% of those aged 85+.





- It is estimated that around 700 people over 65 have severe depression and around 1,800 have dementia.

As the population grows it continues **to become more diverse**. Some 10% of the population are from a BAME background, rising to over 13% in the 0-24 age group. We expect supported accommodation services to be responsive to this increasing diversity.

Our priorities and the requirements of our citizens and communities present opportunities for investment in Telford & Wrekin. Delivering our priorities within the Council's Plan 'Our programme to protect, care and invest to create a better borough 2019-2023'<sup>9</sup> will require **investment in a mix of additional housing and accommodation for older and vulnerable citizens** as well as support for people to live well in their existing homes.

## The Council's offer

We are a proactive organisation, focussed on enabling the right developments within the Borough to meet need. We pride ourselves on being **solution focussed, supportive and engaging**, for example we have:

- Facilitated the delivery 1,200 homes per year in the Borough of which 300 are affordable, leveraging in £5m of Homes England (HE) grant.
- Invested £2.7m of commuted sums in affordable homes across Telford and Newport.
- Promoted and de-risked housebuilding on Council and Homes England land through the Telford Land Deal (TLD); delivered 179 homes with a further 574 under construction/committed.

- Coordinated and supported funding bids to West Midlands Combined Authority/Local Economic Partnership/HE and invested in infrastructure to unlock stalled sites.

The Council will adopt a range of approaches to the delivery of the specialist and supported accommodation that is required. 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
- Where direct delivery would make financial or service delivery sense.

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

There are many ways in which Telford & Wrekin Council can work with you and provide practical assistance.

## Market Intelligence

- We have completed a detailed appraisal of our existing and future specialist and supported accommodation needs and are keen to discuss requirements in more detail, brokering meetings with the relevant professionals as appropriate.
- Through our strong links with health partners, we can work together to develop innovative approaches to housing and communities that support and promote inter-generational connections.

- We have access to a wide range of data about Telford & Wrekin and its citizens. We are happy to share this with you.
- If you need bespoke data then we can work with you to obtain it quickly and economically.

We are intending to establish a Dynamic Purchasing System (DPS) framework and will utilise this to procure specialist and supported accommodation opportunities.

## Resources and funding

We can provide assistance in relation to:

- Offering a range of delivery options including, funding and owning new developments or acquisitions.
- Securing funding from partners including WMCA, LEP and HE to install infrastructure and unlock challenging sites thus supporting financial viability.
- Lobby government and Homes England to help ensure future funding streams for specialist and supported accommodation provision.
- Advice on external funding streams to support new development.
- Brokering contacts with external funders, e.g. Homes England.
- Advice and guidance in relation to funding for care and support.
- Disabled Facilities Grants and the Council's 'home improvement agency' type services.
- Advice regarding Housing Benefit, particularly the application of specified and exempt accommodation Housing Benefit regulations.
- Recruitment and skills support to help ensure the capacity and skilled workforce to enable partners to deliver e.g. the care sector is a key focus for growth and recruitment and one where providers may struggle to recruit.

<sup>9</sup> <https://www.telford.gov.uk/downloads/file/1604/our-programme-2019-2023>

## Land and sites

- We can provide support to identify sites and where appropriate acquire sites to facilitate delivery including stalled sites and those with unimplemented planning consents.
- Before taking any Council owned land to the market we will assess its suitability for the provision of specialist and supported accommodation.
- Planning guidance is being developed to support the strategy and this will undergo consultation prior to being adopted as Supplementary Planning Guidance in line with the review of the Telford & Wrekin Local Plan.

## Planning & Development

- We have implemented a supportive approach to Development Management giving developer/investor confidence and help to navigate the planning system.
- Through pre application discussions and during the planning process we will work with you to:
  - o Provide you with the relevant planning policies for particular sites and help you to ensure your proposals are policy compliant.
  - o Give you information about other permissions in an area.

Enabling young and old to live more independantly





- We have recently embarked on a review of the Telford & Wrekin Local Plan and in line with this we are developing Supplementary Planning Guidance to ensure that our specialist and supported accommodation needs are implemented. Through this process 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 specialist and supported accommodation provision.

### Commissioning offer

- We will work closely with providers to discuss our requirements, possible care delivery models, approaches to procurement and funding.
- We will broker solutions that are fit for purpose.
- We will give commissioning priority and support for those solutions that satisfy gaps identified in our Market Position Statement and our needs analysis.

- We are developing an internal waiting list of specialist and supported accommodation clients which will enable us to more proactively manage appropriate nominations.
- For bespoke accommodation commissioned by the Council, we will enter into specific nomination agreements and void management/coverage arrangements where appropriate.
- We are establishing a set of quality standards and requirements that are expected of all providers of supported accommodation operating in the borough.
- We are developing an approach to determining value for money offered by supported accommodation providers, including in relation to rents and service charges.

### Customer and community engagement

We can build on our existing customer and community engagement activities and experience to help you:

- Reach local audiences.
- Undertake consultation activities, including in relation to your development proposals, and facilitate formal public consultation where appropriate.
- Explore market opportunities.
- Help embed your developments and services within local communities using our existing connections.

### The Council's Ask: What we want from our providers

In return for our commitments to you, we expect the following from our providers.

We have recently embarked on a review of the Telford & Wrekin Local Plan and in line with this we are developing planning guidance that, following consultation, will be adopted as Supplementary Planning Guidance. Through this process 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 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.
- We want to agree priority notification/nomination rights on existing and new specialist and supported accommodation 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 higher/highest regulatory ratings from the Social Housing Regulator.
- We want you to own and lease housing for the purposes of providing supported accommodation and 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 develop proposals for specialist & supported accommodation which are effectively tailored to meet local need and to consult with local communities prior to and during the implementation of these proposals.
- We want providers, to help to contribute to the wider health and wellbeing of the borough through their specialist and supported accommodation 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.

Developing an internal waiting list of specialist and supported accommodation clients







# Stakeholder engagement

Telford & Wrekin Council is committed to engaging with local citizens and communities about the role for and types of specialist and supported accommodation required.

We have engaged with the following local groups and organisations as part of this process:

- Wrekin Housing Trust
- Bromford
- Bournville Village Trust
- Sanctuary
- Anchor/Hanover
- Trident
- Maninplace
- STAY
- A Better Tomorrow
- TACT
- YMCA
- First Choice Housing
- Accord
- Severnside Housing
- Parents Opening Doors (PoDs)
- Making it Real Board
- Carers Partnership Board
- Homes England
- Parish & Town Councils
- Lovell Homes

## Feedback from Stakeholder Engagement

We have consulted on the draft Specialist and Supported Accommodation Strategy with a range of partners and stakeholders and have received a number of highly constructive comments. These reflect the thoughts of those organisations who are likely to be assisting the council in the delivery of specialist and supportive housing, including both funders and providers, as well as those people who will ultimately be living in it. It is fair to say there is unanimous support for the scope and intentions of the Specialist and Supported Accommodation Strategy. It is also acknowledged that this strategy will be continuously evolving, will feed into the overarching Housing Strategy and is informed by other existing Council plans and strategies which are referenced within the document and not intended to be a replacement for these.

Following this engagement, the Strategy has been updated to reflect the feedback received, but more importantly the process has highlighted great opportunities to continue engagement and dialogue with providers, strategic groups and particularly with community groups such as Parents Opening Doors (PoDs), Making it Real Board and the Carers Partnership Board/A Life Outside Caring (ALOC) over the coming months to ensure that, wherever possible, demand is satisfied and expectations are met.

## Contact details

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## Annexe 1: Glossary

Disabled Facilities Grant (DFG)	A grant available from Local Authorities to pay for essential housing adaptations to help disabled people stay in their own homes.
Dynamic Purchasing System (DPS)	An electronic system operated by the Council that is used to purchase goods and services.
General needs housing	General Needs 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.
Homes England (HE)	Homes England is the non-departmental public body that funds new affordable housing in England.
Houses of Multiple Occupancy	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.
Local Economic Partnership (LEP)	Voluntary partnerships between local authorities and businesses set up by the Department for Business, Innovation and Skills to help determine local economic priorities and lead economic growth and job creation within the local area.
Local Plan	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.
Market Position Statement	A document produced by a local authority that outlines what support and care services people need and how they need them to be provided.
Nominations Agreement	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 Housing Register, either via a Choice Based Lettings system or some alternative route.
Transforming Care Programme (TCP)	A NHS England programme that is about improving health and care services so that more people can live in the community, with the right support, and close to home.
Telford Land Deal (TLD)	A deal between Telford & Wrekin Council and Homes England (formerly Homes & Communities Agency) that allows the Council to take responsibility for the marketing and selling all Homes England housing and employment land in Telford for a 10 years period from 2016.
West Midlands Combined Authority (WMCA)	The combined authority for the West Midlands metropolitan county in England. It is a strategic authority with powers over transport, economic development and regeneration.







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