



Telford & Wrekin  
Co-operative Council

Protect, care and invest  
to create a better borough



# Supplementary planning document



## HOMES FOR ALL:

Providing accessible, supported  
and specialist housing in  
Telford and Wrekin



January 2022



Telford.

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# 1 Foreword

1

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

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

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

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

1 [https://www.housinglin.org.uk/\\_assets/resources/housing/otherorganisation/2018-19\\_ehs\\_adaptations\\_and\\_accessability\\_fact\\_sheet.pdf](https://www.housinglin.org.uk/_assets/resources/housing/otherorganisation/2018-19_ehs_adaptations_and_accessability_fact_sheet.pdf)

## 2 Scope and intention of this document

### Introduction

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

**2.2** The housing strategy has three key objectives:

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

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

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

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

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

### The purpose of this guidance

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

- Providing greater clarity about the need for and the different types of accessible and adaptable housing, and supported and specialist housing sought in the borough;
- The building standards that apply to accessible and adaptable, supported and specialist housing;
- Guidance on the location of accessible housing on development sites;
- Design and site selection guidance for supported and specialist housing schemes; and
- Setting out how the Council will work with partners to deliver supported and specialist housing.

## 2 Scope and intention of this document

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

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

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

## 3 Definition of accessible, supported and specialist housing

### Accessible and adaptable housing

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

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

### Supported and specialist housing

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

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

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

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

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

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

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

3 Government Policy statement on rents for social housing (MHCLG; 2019)

## 3 Definition of accessible, supported and specialist housing

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

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



## 4 Policy context

### National context

#### National Planning Policy Framework

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

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

#### Planning Practice Guidance

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

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

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

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

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

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

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

## 4 Policy context

### Use Classes

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

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

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

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

### Care Act

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

8 The Town and Country Planning (Use Classes) Order 1987 (as amended)

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

## 4 Policy context

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

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

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

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

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

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

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

## **Local context**

### **Telford & Wrekin Local Plan**

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

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

## 4 Policy context

4

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

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

### Neighbourhood plans

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

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

### Climate change

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

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

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

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

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

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

**Table 1. Older people's specialist housing requirements**

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

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

### Adapting homes to meet needs

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

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

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

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

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

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

**5.9** The Disabled Facilities Grant (DFG) is grant available from Local Authorities to pay for essential housing adaptations to help disabled people stay in their own homes. Opportunities may arise where a developer or purchaser of an unbuilt home applies for DFG to enable bespoke adaptations (such as access improvements or adapting heating and lighting controls) to the dwelling during the build phase which ensures the new home meets their needs from the first day. If any alterations or adaptations require planning permission, the DFG can be used towards the costs of fees. Further information is available on the government<sup>(12)</sup> and Council<sup>(13)</sup> websites.

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12 [Disabled Facilities Grants - GOV.UK \(www.gov.uk\)](https://www.gov.uk)

13 [Occupational therapy - Occupational therapy - Telford & Wrekin Council](#)

## 6 Accessible, supported and specialist housing needs and priorities

### Accessible and adaptable housing needs - general needs housing

**6.1** Accessible and adaptable housing enables people to live more independently, while also saving on health and social costs in the future<sup>(14)</sup>. The impact of an ageing population is one driver of policy objectives to increase the supply of accessible and adaptable homes, however the Council recognises that accessible homes are required by many other citizens including working age/younger adults with physical disabilities and other people who may need an accessible home for other reasons. Based upon evidence of need the Council have determined that accessible and adaptable housing to the M4 (2) and M4 (3) standards are required to help address the changing needs of households in the borough. This approach is consistent with government planning guidance<sup>(15)</sup>.

**6.2** Policy HO 4 of the Local Plan requires major development to deliver housing that will meet the changing needs of households over time including the needs of an ageing population; this provides the policy basis to require accessible, adaptable and wheelchair user dwellings. Table 2 sets out the requirements for accessible, adaptable and wheelchair user dwellings on major developments<sup>(16)</sup>.

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

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

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

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

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

14 Planning Practice Guidance, Reference ID: 63-008-20190626

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

16 Major housing development is where 10 or more homes will be provided, or on sites of 0.5 hectares or more

## 6 Accessible, supported and specialist housing needs and priorities

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

**6.6** The Council supports proposals that exceed the thresholds, which are based on a form of needs modelling, as a positive approach towards delivering homes for changing needs, although the Council supports the principle of making all new housing as accessible as possible because it is better to build accessible housing from the outset rather than have to make adaptations at a later stage – both in terms of cost and with regard to people being able to remain safe and independent in their homes<sup>(17)</sup>.

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

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

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

### Supported and specialist housing needs

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

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

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

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



## 6 Accessible, supported and specialist housing needs and priorities

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

**6.13** A summary of estimated need extended to 2040 is shown in Table 3 below. In line with the Supported & Specialist Housing Strategy the Council supports innovative approaches to housing and support that go beyond these 'cohort' definitions and widens housing choice in the borough.

**6.14** Table 3. Summary of net need for supported and specialist housing (units) to 2040<sup>(18)</sup>. (Figures for net need are not cumulative for example need for housing for older people for sale/shared equity will rise from 700 to a total of 1, 100 units by 2040.)

**Table 3. Summary of Net Need**

	Client 'cohort'	2020	2025	2030	2035	Total by 2040
A	<b>Older people<sup>(19)</sup></b>					
1	Housing for older people for sale/shared equity (units) <sup>(20)</sup>	700	800	900	1,000	1,100
2	Housing for older people for social rent/affordable rent (units) <sup>(21)</sup>	340	590	920	1,200	1,400
3	Housing for older people for market rent (units)	40	45	50	55	60
4	Extra care housing including mainstream and high needs/dementia care (units) (included within A1 and A2)	140	400	530	600	710
5	Residential care (beds)	0	0	0	0	0
6	Nursing care (beds)	50	200	300	400	500
B	<b>People with mental health needs (assessed)</b>	15	40	65	90	115
C	<b>People with learning disabilities</b>					
1	Adults with learning disabilities	10	20	30	40	50
2	Young people in 'transition' with learning disabilities	10	20	30	40	50

18 Figures are rounded up/down

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

20 Often referred to as 'retirement housing'

21 Often referred to as 'retirement housing' or 'sheltered housing'

## 6 Accessible, supported and specialist housing needs and priorities

	Client 'cohort'	2020	2025	2030	2035	Total by 2040
3	Adults with learning disabilities & physical disabilities	5	10	15	20	25
D	<b>Adults with physical disabilities (need for adapted and accessible properties)</b>					
1	Adults with physical disabilities	15	25	35	45	55
2	Adults with physical disabilities (bariatric needs)	1	5	10	15	20
3	Families with a disabled child(ren)	15	25	35	45	55
E	<b>Transforming Care cohort</b> <b>Adults with complex and challenging learning disabilities and/or autism</b>	10	25	35	45	55
F	<b>People at risk of homelessness/people with (non-assessed) mental health needs*</b>	150	250	400	500	600
G	<b>Accommodation for vulnerable young people*</b>	90	110	130	160	190
	*includes estimated need for supported accommodation and access to mainstream housing					

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

## 7 Types of supported & specialist housing

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

### Promoting choice and innovation

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

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

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

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

## 7 Types of supported & specialist housing

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

### Supported and specialist housing types in Telford

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

#### ***Accommodation for older people***

**7.5** The following types of supported and specialist housing are required:

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

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

**7.6** The following types of supported and specialist housing are required:

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

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

#### ***Accommodation for people with learning disabilities***

**7.8** The following types of supported and specialist housing are required:

## 7 Types of supported & specialist housing

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

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

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

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

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

**7.11** Developers of supported and specialist housing should be familiar with the Council’s Local Plan *Policy HO 4 - Housing mix* which requires that development demonstrates how its design is capable of adaptation and extension to accommodate the changing lifestyles and needs of households over time including the needs of an ageing population. Evidence in the EHDNA Part 2 document supports the aims of this policy. The Council’s specific requirements in relation to accessible homes are set out in detail in section 6.

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

**7.12** The following types of supported and specialist housing are required:

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

**7.13** 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.

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

## 7 Types of supported & specialist housing

### ***Accommodation for vulnerable young people***

**7.15** The following types of supported and specialist housing are required:

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

## 8 Site selection, building and service design

### Site selection

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

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

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

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

**8.4** Development of supported and specialist housing in rural areas will need to take account of the type of accommodation, some of which may be better suited to rural settings (e.g. class C2 development), and the range of facilities that will be provided in order that residents are not isolated.

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

## 8 Site selection, building and service design

**Table 4. Housing types, needs and location criteria**

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

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

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

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

**8.9** Developers will be required to demonstrate that the location of a development is suitable for the type of specialist housing proposed and that such provision will contribute to balanced communities. The contribution of supported and specialist housing towards intergenerational



## 8 Site selection, building and service design

communities should be recognised through development location, accessibility and proximity to other accommodation provision such as a 'core and cluster' approach where self-contained property has support provided on-site by carers and support workers.

**8.10** In circumstances where an individual applicant is seeking, for example, to develop a smaller property in their garden or on other land for 'downsizing' purposes in older age or to facilitate the giving/receiving of high levels of personal care, the Council will consider such applications on a case by case basis within the context of this guidance.

**8.11** Proposed development should reflect the need for climate change adaptation and mitigation, as set out in Policy ER 1. Sites should demonstrate high levels of sustainability and climate change adaptation, including the use of on-site renewable energy and/or heat generation, energy efficient buildings and the provision of infrastructure for electric vehicles in accordance with the latest Council guidance<sup>(22)</sup>.

### Building and service design

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

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

**8.14** Whilst developed in relation to housing suited to older people, the **HAPPI design principles**<sup>(23)</sup> should be applied as appropriate to supported and specialist housing for both older people and for other people with care/support needs. The HAPPI design principles are:

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

22 [https://www.telford.gov.uk/info/20504/living\\_well\\_at\\_home/3678/occupational\\_therapy](https://www.telford.gov.uk/info/20504/living_well_at_home/3678/occupational_therapy)

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

## 8 Site selection, building and service design

- Housing schemes with communal areas such as lounges, dining areas and refuse/recycling stores, should promote wheelchair access. An induction loop system should be installed in communal rooms and reception areas.
- Where appropriate in relation to the intended residents, multi-purpose space should be made available with appropriate supporting facilities, which could serve the wider neighbourhood as a community ‘hub’, particularly where they are lacking in the existing community.
- Homes should engage positively with the street and the natural environment should be nurtured through new trees and hedges. Where possible, sites should overlook outdoor spaces to provide a stimulating view for residents.
- Homes should be energy efficient, well insulated and well ventilated to avoid overheating.
- Provision for cycles and mobility aids should be made as well as additional storage both inside and outside the home; and
- Shared external areas such as ‘home zones’ that give priority to pedestrians should be considered.

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

### Dementia-friendly places

**8.16** Supported and specialist housing developments designed for use by older people should demonstrate how they will meet best practice guidance in relation to supporting people living with dementia and help to promote dementia friendly communities; for example, guidance from the Royal Town Planning Institute<sup>(24)</sup> and Oxford Brookes University<sup>(25)</sup> sets out design principles that can be applied to a large number of settings for dementia-friendly outdoor environments:

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

### Outdoor spaces and parking

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

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

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

## 8 Site selection, building and service design

**8.18** Design of specialist housing must encompass not only the aesthetics of the buildings but also the provision of easy access to the outdoor environment. Outdoor space should be accessible, provide walking opportunities, be secure, have interesting features, and have locations which offer access to both shade and sunlight, include sensory planting and may include private or communal (secure) balconies, where appropriate, as a means of providing variety and securing amenity space. It should also be private and defensible. The Design Principles for Extra Care Housing (3rd edition)<sup>(26)</sup> published by the Housing LIN provides useful guidance about landscape design that is relevant to many different types of specialist accommodation. A well-designed, accessible and integrated outdoor environment should be designed to meet the particular needs of the intended residents, which could include gardening and helping to maintain the landscape.

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

### Residential alterations

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

### Change of use applications

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

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

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

- The proposals are policy compliant with the Local Plan

## 8 Site selection, building and service design

- They bring back into productive use redundant buildings
- Proposals can demonstrate they provide broader support to regeneration of the high streets, town centres and neighbourhoods.

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

### Examples of delivery on local developments

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

#### Maples Fields, Wellington – specialist homes



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

#### Donnington Wood Way – mixed intergenerational community

- The development of 329 new homes is a partnership between Telford & Wrekin Council, NuPlace, Lovell Partnerships Ltd and the Wrekin Housing Group.
- The site will comprise a mix of properties including:
  - 66 homes for private rent by NuPlace

## 8 Site selection, building and service design

- 77 homes for open market sale by Lovell
- 186 properties delivered for Wrekin Housing Group comprising 1, 2, 3 and 4 bedroom homes, a 76 bed Extra Care facility (including 12 specialist dementia care apartments) and a 20 bed supported living accommodation.
- Properties will have photovoltaic panels and electric car charging points, with several NuPlace properties built to 'Future Homes' standards, reducing carbon footprint and tenants' fuel bills.



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

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



## 8 Site selection, building and service design

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

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

## 9 Delivering supported and specialist housing

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

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

### The Council's offer

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

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

### What developers / providers need to do

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

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

## 9 Delivering supported and specialist housing

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

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

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

**9.5** Delivery will be achieved through a mix of:

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

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

Type of site	Provision
Minor development sites (less than 10 homes)	Homes built to M4(2) Category 2
Major developments (10 homes and above) - medium sized	Homes built to M4(2) Category 2 and M4(3) Category 3 standards (see Table 2)
Major developments – large	For larger developments of a strategic nature a mix of on-site provision will be required to create intergenerational communities. These communities should provide for life cycle accommodation which provides opportunities for residents to grow through childhood, adulthood and into old age within the community and specialist housing which would support less able bodied residents to live in the community – young or old. In general these developments should include:



## 9 Delivering supported and specialist housing

Type of site	Provision
	<ul style="list-style-type: none"> <li>• Homes built to M4(2) Category 2 and M4(3) Category 3 standards (requirements shown at Table 2)</li> <li>• Housing designated for older people, such as extra care housing provision</li> <li>• Supported housing for people with care/support needs, or example for people with learning disabilities (however this will be considered on a site by site to reflect the suitability of the location and other relevant factors)</li> </ul> <p>All developments of 100 dwellings or more should consider the inclusion of supported or specialist housing in accordance with the Council's assessment of local needs.</p>
Dedicated supported / specialist accommodation proposals.	Subject to individual proposals – where possible accommodation will be integrated with other development proposals.

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

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

### What other information is available online?

#### 9.7 Housing developers/providers should familiarise themselves with:

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

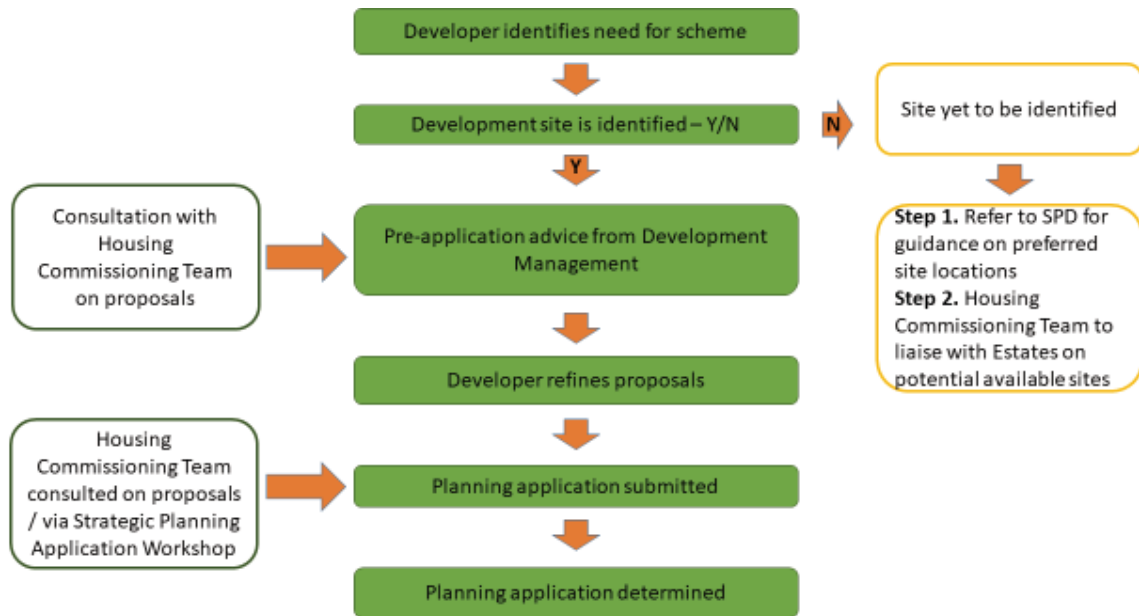
### How should providers and developers engage with the Council?

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

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

# 9 Delivering supported and specialist housing

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



## Contacts

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

- Telephone: 01952 382978
- E-mail: [HousingStrategyandCommissioning@telford.gov.uk](mailto:HousingStrategyandCommissioning@telford.gov.uk)

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

- Telephone: 01952 380380
- E-mail: [planning.control@telford.gov.uk](mailto:planning.control@telford.gov.uk)

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

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

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

## 9 Delivering supported and specialist housing

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

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

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

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

**9.16** Further information on the different levels of pre-application advice is available on the Council's website.<sup>(27)</sup>

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

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

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

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

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

## ***Need for accommodation for older people***

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

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

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

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

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

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

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

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

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

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

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

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

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

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

## ***Need for accommodation for vulnerable young people***

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

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

# 11 Appendix 2 - Glossary

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

## 11 Appendix 2 - Glossary

<p><b>Accessible and adaptable dwellings</b></p>	<p><b>Approved document M provides guidance for satisfying Part M of the building regulations: Access to and use of buildings, which requires the inclusive provision of ease of access to, and circulation within, buildings, together with requirements for facilities for people with disabilities.</b></p> <p><b>M4(2): Category 2 covers accessible and adaptable dwellings. This requirement is met when a new dwelling provides reasonable provision for most people to access the dwelling and includes features that make it suitable for a range of potential occupants, including older people, individuals with reduced mobility and some wheelchair users. The requirement supersedes the former Lifetime Homes concept.</b></p>
<p>Nominations Agreement</p>	<p>Typically means an agreement negotiated between a Council and a social landlord which guarantees the Council’s ability to access the social landlord’s accommodation for applicants on the Council’s Housing Register, either via a Choice Based Lettings system or some alternative route.</p>
<p>Retirement communities</p>	<p>Retirement Communities may also be referred to as retirement villages, extra care housing, housing-with-care, assisted living, close care apartments, or independent living settings.</p> <p>They combine housing options for older people with tailored support services. They allow residents to rent or own a property and to maintain their privacy and independence, with the reassurance of 24-hour on-site staff, communal facilities, and optional care and support as needed.</p>
<p>Sheltered housing</p>	<p>Sheltered housing is accommodation specifically designed for older people to allow them to live independently.</p> <p>It usually consists of self-contained flats with some communal facilities. In most cases, it is available to people aged over 55 or 60. In Telford &amp; Wrekin sheltered housing is provided for rent by social landlords.</p>
<p>Supported housing</p>	<p>Supported housing typically means a rented dwelling in which the tenant or licensee receives care, support or supervision that is linked in some way to their accommodation: as a general rule, the tenant or licensee would not be living in the dwelling in the first place unless they needed the associated care, support or supervision.</p>
<p>Wheelchair user dwellings</p>	<p>Approved document M provides guidance for satisfying Part M of the building regulations: Access to and use of buildings, which requires the inclusive provision of ease of access to, and circulation within, buildings, together with requirements for facilities for people</p>

## 11 Appendix 2 - Glossary

<p><b>Accessible and adaptable dwellings</b></p>	<p><b>Approved document M provides guidance for satisfying Part M of the building regulations: Access to and use of buildings, which requires the inclusive provision of ease of access to, and circulation within, buildings, together with requirements for facilities for people with disabilities.</b></p> <p><b>M4(2): Category 2 covers accessible and adaptable dwellings. This requirement is met when a new dwelling provides reasonable provision for most people to access the dwelling and includes features that make it suitable for a range of potential occupants, including older people, individuals with reduced mobility and some wheelchair users. The requirement supersedes the former Lifetime Homes concept.</b></p>
	<p>with disabilities. Part M includes optional technical standards for accessible and adaptable homes and wheelchair accessible homes, and these broadly incorporate the Lifetime Homes criteria and the Wheelchair Housing Design guide into the Building Regulations.</p> <p>M4(3): Category 3 covers wheelchair user dwellings. This requirement is achieved when a new dwelling provides reasonable provisions for a wheelchair user to live in the dwelling and have the ability to use any outdoor space, parking and communal facilities.</p>