

At home in Tewkesbury Borough

A housing strategy for our borough 2017-2021

Appendix 1c: Our Local Evidence – Specific Housing Needs



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1 Introduction

This document outlines the evidence gathered by Tewkesbury Borough Council showing the housing and homelessness context in which the council is working.

We have used this evidence to identify 4 priorities for housing and homelessness along with key objectives for the next 5 years.

The strategy will link with the priorities outlined in the Council Plan 2016-2020, set out the council's priorities and objectives for housing, and appropriate activities that will help us to meet our statutory housing duty under the Housing Act 1996.

Housing is a priority in the Tewkesbury Borough Council Corporate Plan because:

“We recognise how important it is for residents to be able to access good quality housing and housing related services that make a real difference to their lives.

“Not only is housing important for the health and well-being of residents it is also an important part of building and maintaining strong communities and supporting the economic prosperity of the borough.”

Tewkesbury Borough Council recognises that access to quality affordable housing underpins the success of our area and all of the overarching corporate priorities.

2 Deprivation

Tewkesbury borough as a whole is generally an affluent area; however this can mask pockets of significant inequality.

Indices of Multiple Deprivation (IMD¹) provides data on relative deprivation in small areas in England and the borough includes two lower super output areas (LSOAs) in the top 10% most deprived. These LSOAs are Tewkesbury Priors Park 2 and Tewkesbury Priors Park 3. Both perform poorly on employment, education, skills and training, and income deprivation affecting children. Priors Park 3 also performs poorly on income deprivation affecting older people.

The effects of changing government legislation and housing and homelessness policies impact greatly on households with low incomes in our Borough. The detail regarding affordability and specific groups is analysed more intensively in the appendix 1b homelessness evidence and appendix 2 homelessness and homelessness prevention strategy.

The need to assess the housing needs of specific groups who are unable to access mainstream housing options and are not homeless or rough sleeping is essential in understanding how residents in our borough cope in housing crisis.

3 Ex-military Personnel

Tewkesbury Borough Council is part of the Community Covenant between the local authority services in Gloucestershire and The Armed Forces Community in Gloucestershire. Joint protocols and preventative advice and assistance for those leaving the armed forces have been successful in meeting the needs of those leaving the services that approach in the prevention of homelessness. We work closely however with support services available for ex-military personnel such as the Royal British Legion, Alabare supported accommodation, and SAFFA to assist more vulnerable ex-military personnel.

¹ Source: <https://inform.gloucestershire.gov.uk/viewpage.aspx?c=page&page=-Deprivation>

4 Older people

The most vulnerable client groups as determined by the Homes & Communities Agency (HCA) shows that the most significant are the frail elderly and older people with mental health needs and support needs aged over 65 years old:

Table 1: Estimated number of vulnerable people in need of support, 2011 to 2021

Client group	2011 (no.)	2021 (no.)	Change 2011-21 (no.)	Change 2011-21 (%)
Teenage parents - 15-17 year old females in need	135	130	-5	-3.7
Young people - 16-17 year olds in need	11	11	0	0
Alcohol misuse - 18-64 year olds in need	251	262	11	4.4
Learning disabilities-18-64 year olds in need	130	137	7	5.4
Mental health problems-18-64 year olds in need	172	181	9	5.2
Offenders - 18-64 year olds in need	103	108	5	4.9
Physical or sensory disability - all -18-64 year olds in need	127	135	8	6.3
Refugees- 18-64 year olds in need	5	6	1	20
Rough sleepers- 18-64 year olds in need	1	2	1	100
Single homeless with support needs-18-64 year olds in need	131	138	7	5.3
Frail elderly-65+ year olds in need	383	496	113	29.5
Older people with mental health needs-65+ year olds in need	633	820	187	29.5
Older people with support needs-65+ year olds in need	2083	2698	615	29.5

Source: Homes & Communities Agency dataset

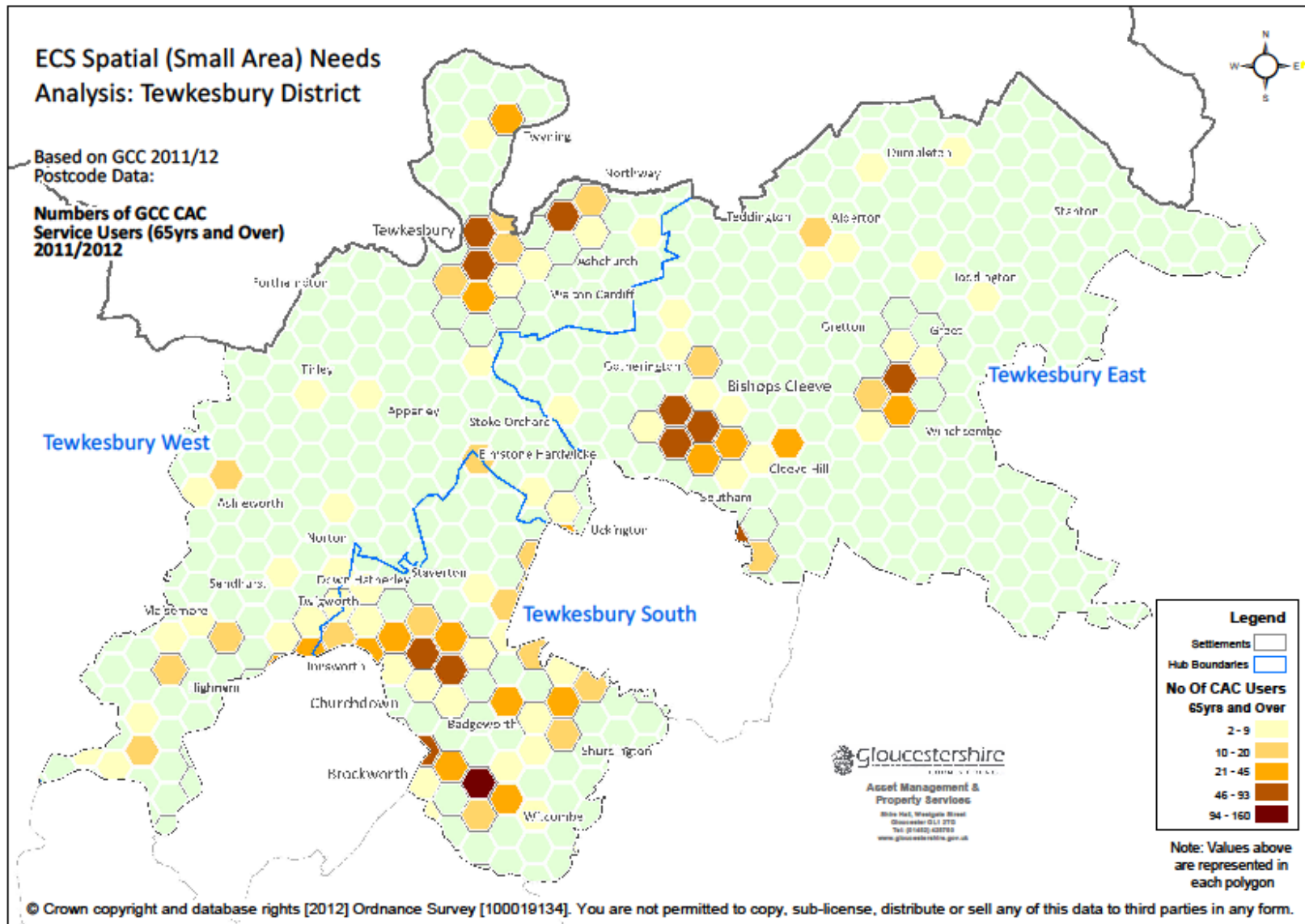
The table shows the main client group areas that will be in need of support. It is estimated that the increasing demand from over 65's as we live longer but needs are acute for many reliant on public services.

Also, the increasing demand on services for vulnerable groups where at present provision in the borough will not be able to support even these small increases in clients.

Research undertaken by Gloucestershire County Council in 2012 shows the areas within Tewkesbury Borough where households aged 65 and over are receiving community adult care services (see Chart 1 below).

It is no surprise that in the areas of the borough where population is highest (Tewkesbury Town and surrounding area, Bishop's Cleeve, Winchcombe, Brockworth and Churchdown) there is the greatest need. However it is clear there that for some rural areas the need is relatively high such as Twyning, Alderton, Woodmancote, Southam, Coombe Hill, Shurdington, Ashleworth, Sandhurst, Highnam and Minsterworth. This detail can be seen overleaf in Chart 1.

Chart 1: Gloucestershire County Council community adult care services by area for those aged 65+



Source: Planning Resource Pack Tewkesbury District 2012, Gloucestershire County Council and Ridgeway Associates Consulting Ltd

Tewkesbury Borough has 40 retirement homes, sheltered housing and extra care housing made up of 1,004 dwellings. There are also 25 care homes of 798 units of accommodation. Of the care homes, 12 are specific for older people (aged 55 and over), with the remaining accommodating any person with care needs and for people with specific disabilities.

Tewkesbury Borough will see significant growth in its older population and accommodation needs for this group are likely to change (as shown in Chart 1, page 6 of this document). 36.42% of households registered on Homeseeker Plus state that their medical issue is worsened by the housing circumstance. Of this, a quarter (around 180 households) is over 60 years old. Table 2 shows these issues by age group of the main household member.

Table 2: Number of households registered stating that a medical issue is worsened by their housing circumstance by age group

Age Group	16-17	18-24	25-59	60-64	65-74	75+	Total
Drug / Alcohol problems	0	1	15	0	0	0	16
Learning Disability	0	7	21	0	1	0	29
Medical Condition	0	19	142	17	42	34	254
Mental Health problems	1	31	179	6	10	2	229
Physical Disability	0	6	44	10	23	16	99
Social / Welfare problems	0	5	38	1	7	7	58
Total	1	69	439	34	83	59	685

Source: Gloucestershire Homeseeker dataset: Tewkesbury Borough

25.7% of these households are aged over 60 with a medical condition outside of the main categories; this may be a mobility issue or care need.

The majority of 25-59 year olds have mental health problems (40.7%) with a third stating a medical condition which upon further investigation appears to mostly be anxiety and depression. This is a worrying statistic and becoming more prevalent in the issues of our applicants. Particularly reported is low-level anti-social behaviour and neighbour disputes causing applicants distress and although adequately and appropriately housed, they register to move to escape such issues.

5 Adapted and adapting properties

Table 1 on page 6 shows the estimated number of vulnerable that will be in need of support in 2021 and the change from 2011.

There are 309 applicants (16.4%) on the housing register who have stated they are in need of ground floor accommodation, with 63 of these households requiring wheelchair adapted properties. Of this, 48 households will require specific adaptations for their needs. The HCA estimates that the need for support for vulnerable groups including those with physical disabilities and mobility issues will increase in almost every area.

No Place Like Home, research published in 2014² estimates that 300,000 disabled people are on housing waiting lists in Great Britain and that *“one in ten British adults (11%) - over 5 million people in Great Britain - say that they have a mobility problem”*. Only 5% of homes can be visited by someone in a wheelchair. The research states:

“Every year, more than 800,000 people become disabled – this could be from a car or sports accident, an illness like multiple sclerosis or a stroke, an injury on the battlefield, or simply due to old age. The total number of disabled people is also rising. Many disabled people – with a broad range of impairments – are living longer due to advances in medical treatment and social support.

For example, over the past 30 years, the life expectancy of people with Down’s Syndrome has more than doubled (from 25 in 1983 to 55 today), and for people with cystic fibrosis it has tripled (from 14 in 1980 to 41 today). Stroke mortality rates have also halved over the last 20 years”

Government statistics³ show that people with disabilities have a poorer quality of life with a *“substantially higher proportion of individuals who live in families with disabled members live in poverty, compared to individuals who live in families where no one is disabled.”* Barriers to employment and education are improving but remain significant as there is *“a 30.1 percentage point gap between disabled and non-disabled people, representing over 2 million people”* and that disabled people *“are around 3 times as likely not to hold any qualifications compared to non-disabled people, and around half as likely to hold a degree-level qualification”*.

In terms of housing these statistics say that *“Although the gap in non-decent accommodation has closed over recent years, 1 in 3 households with a disabled person still live in non-decent accommodation. 1 in 5 disabled people requiring adaptations to their home believe that their accommodation is not suitable”*.

With 2.5% of the housing waiting list requiring a ground floor, wheelchair property with specific adaptations, we must work with partners across the housing, health and social care

² No Place Like Home, 2014, Leonard Cheshire Disability <https://www.leonardcheshire.org/sites/default/files/no-place-like-home-leonard-cheshire-disability.pdf>

³ Figures published in 2014 by the Office for Disability Issues Department for Work and Pensions <https://www.gov.uk/government/statistics/disability-facts-and-figures>

sectors to consider how these homes will be built. We must also consider the challenges faced when working with the house-building sector, particularly larger house-builders, when Affordable Housing that is outside of the norm is requested as part of Section 106 agreements. Tewkesbury Borough Council often has to negotiate reduced overall Affordable Housing contributions in order to build specialist housing due to the costs associated.

Of all household in our Homeseeker dataset at July 2016, 16.4% (309) require ground floor accommodation of which 109 (or 35%) state they require special adaptations to meet their needs. 78 (or 4%) of households, require wheelchair accommodation and nearly 70% of these will require additional special adaptations for their needs.

6 Rural housing development

Seventeen, or 42.5%, of the 40 most rural parishes in Tewkesbury Borough have zero affordable homes at the time of writing. This is over a third (34%) of all the parishes (50) in Tewkesbury Borough.

The majority of rural affordable homes in Tewkesbury Borough are rented; typically these are at social rent levels but it is likely that we will see a change to an increasing number of affordable rents as more new homes are built. Affordable rents and rents across the borough and their impact are discussed in depth in appendices 1a and 1b.

The aspirations of households seeking to move to or move back to rural communities is to purchase a home. More often the Council is being approached to facilitate more home ownership opportunities in rural areas:

Table 3: List of the most rural parishes in Tewkesbury and the affordable housing stock they have as percentage of all affordable housing stock in Tewkesbury Borough, as at July 2016

Parish Council	As % of all Affordable Housing stock	Parish Council	As % of all Affordable Housing stock
Alderton	0.70%	Maisemore	0.40%
Ashchurch Rural	0.20%	Minsterworth	0.00%
Ashleworth	0.60%	Norton	0.10%
Badgeworth	2.60%	Oxenton	0.00%
Boddington	0.00%	Prescott Parish Meeting	0.00%
Buckland	0.00%	Sandhurst	0.30%
Chaceley	0.00%	Snowhill Parish Meeting	0.10%
Deerhurst	1.00%	Southam	0.00%
Down Hatherley	0.00%	Stanton	0.10%
Dumbleton	0.10%	Stanway	0.10%
Elmstone Hardwicke	0.10%	Staverton	0.10%
Forthampton	0.00%	Stoke Orchard & Tredington	1.00%
Gotherington	0.00%	Sudeley Parish Meeting	0.00%
Great Witcombe	0.00%	Teddington & Alstone	0.10%
Gretton	0.10%	Tirley	0.80%
Hasfield Parish Meeting	0.00%	Toddington	0.00%
Hawling Parish Meeting	0.00%	Twigworth	0.00%
Highnam	0.00%	Twynning	0.70%
Leigh	0.10%	Uckington	1.30%
Longford	0.90%	Woodmancote	0.40%

Source: Registered Providers

At the time of writing, the council's housing services team are working with the Gloucestershire Rural Community Council's Rural Housing Enabler in 11 Tewkesbury Borough parishes on specific affordable housing development opportunities.

7 Gypsies, travellers and travelling show people

As a rural borough, our proximity to larger towns and cities and to the M5 corridor has provided for a vibrant Travelling community and it is no surprise that we have significant accommodation needs for gypsies, travellers and travelling show people. The current provision in Tewkesbury Borough is as follows:

Table 4: Total amount of authorised provision in Tewkesbury (March 2016)

	Sites/Yards	Pitches/Plots
Private with permanent planning permission	16	94
Private sites with temporary planning permission	2	8
Public Sites (Council and Registered Providers)	3	72
Public Transit Provision	0	0
Private Transit Provision	1	8
Travelling Showpeople Provision	2	21
Total	24	203

Source: Gypsy and Traveller Accommodation Assessment 2016 Update

7.1 Planning policy for Traveller sites

The planning policy for traveller sites⁴ is one that supports provision such as rural exception sites to meet need, but changes the definition of gypsies, travellers and travelling show people.

Through the JCS examination an updated Gypsy and Traveller Accommodation Assessment⁵ (GTAA) was undertaken in 2016 to take into account this latest Government guidance. This reduced the council's requirement for Gypsy and Travellers from 2016-2031 owing to many gypsies and travellers Tewkesbury Borough not meeting the new definition.

We continue to have an accommodation need for the residents who are now to be considered under the SHMA as a general accommodation need. Those residents who do meet the definition will continue to have their accommodation needs assessed through the GTTA.

The 2016 GTTA also provided an assessment of 'non-travelling' households who no longer meet the Government definition.

There is also a further element of 'unknown' households who through the GTTA could not be contacted to confirm whether they meet the Government definition. The Government guidance indicates that households that no longer meet the definition should be picked up as part of wider housing need through the SHMA. Full figures are shown in Table 5 overleaf:

⁴ Planning policy for traveller sites 2015 <https://www.gov.uk/government/publications/planning-policy-for-traveller-sites>

⁵ GCT-JCS Gypsy and Traveller Accommodation Assessment (2016) <http://www.gct-jcs.org/Documents/Examination-Documents-Library-6/EXAM-223B---Gloucestershire-GTAA-Update-Summary---210416.pdf>

Table 5: 2016 Gypsy and Traveller Accommodation Assessment outcomes

	'Travelling' Households No.	'Travelling' Showpeople Households No.	'Unknown' Households No.	'Unknown' Showpeople Households No.	'Non- Travelling' Households No.
Total Supply	0	0	0	0	0
Total Current Need	0	12	12	0	1
Total Future Needs	5	10	36	2	24
Net Need	5	22	48	2	25

Source: Gypsy and Traveller Accommodation Assessment 2016 Update

Table 5 note: Net Need = Current plus Future Need minus Total Supply

7.2 Rental liabilities on Traveller sites

With regards to rental liabilities of the traveller sites within Tewkesbury Borough, the amounts vary from the lowest being £37.00 per week to the highest being £140.00 per week⁶.

The tenant has the option of applying for a Discretionary Housing Payment to help make up the difference in the shortfall if they are not able to afford the difference themselves.

At present the rental value on private sites could be restricted by Local Housing Allowance or the Rent Officer meaning that any housing benefit the Council pays may not meet the full amount of rental liability. More and more travellers are becoming reliant on housing benefit to subsidise their rental costs.

8 Refugees and asylum seekers

Not only are local people in need but wider groups. The Council must adhere to the policies of central government in working with groups such as refugees and asylum seekers and provide suitable housing.

Accommodation is sought not only from the social rented sector but also private rented. Tewkesbury Borough Council is a partner within the Gloucestershire Syrian Resettlement Programme and has worked with our partners Severn Vale Housing and Gloucestershire Action for Refugees and Asylum Seekers to provide accommodation for vulnerable families in our borough.

⁶ Source: Tewkesbury Borough Council Housing Benefits Team