



HOUSING WITH CARE STRATEGY

► Overview of Tewkesbury





1. Overview of Tewkesbury

The modelled demand for future developments of housing with care in Tewkesbury has highlighted an additional requirement as detailed in **Table 1**.

Table 1: Modelled demand for housing with care

Housing with care model	Extra care owned by 2041	Extra care affordable rent by 2041	Supported living by 2035
Additional units required	0	52	57

Future developments of housing with care in Tewkesbury need to consider the specific challenges and opportunities that delivering housing with care in Tewkesbury presents:

- Tewkesbury Borough has a population of roughly 92,599¹ spread over an area of 160 square miles.² The borough is predominantly rural in character with over 50% of the population living in rural settlements and large market towns³. Approximately 36% of the borough's landscape is recognised as being of national importance and is designated as part of the Cotswolds Area of Outstanding Natural Beauty (AONB). Flooding is a significant issue for the borough; the Environment Agency's 2012 Flood Map estimates that around 13% of land in Tewkesbury borough has a one in 100 (or greater) risk of flooding each year.
- Tewkesbury is made up of 22 wards.⁴ **Appendix 1** provides a breakdown of ONS population data; current levels of domiciliary care funded by Gloucestershire County Council (GCC); residential/nursing care; extra care and supported living at ward level. Tewkesbury Borough is recognised as the fastest growing district outside of London.⁵ The Tewkesbury Local Plan (TLP) identifies that housing growth will be focused on Tewkesbury town, with smaller growth at identified 'Rural Service Centres' and 'Service Villages'; Tewkesbury also has ambitious plans to develop new garden towns. Areas of the borough which lie at the edges of Gloucester and Cheltenham will play an important role in accommodating development through urban expansion as outlined in the Joint Core Strategy (JCS).⁶

¹ <https://minutes.tewkesbury.gov.uk/documents/s38770/Appendix%201-%20Tewkesbury%20Borough%20Council%20Plan%202020-%202024.pdf> (accessed on 09/06/2020)

² https://www.cheltenham.gov.uk/info/4/about_the_council/839/cheltenham_borough_by_numbers

³ [tewkesburyboroughplanningpolicy](https://www.tewkesbury.gov.uk/planning/policies)

⁴ <https://www.ons.gov.uk/peoplepopulationandcommunity/populationandmigration/populationestimates/datasets/wardlevelmidyearpopulationestimatesexperimental>

⁵ <https://minutes.tewkesbury.gov.uk/documents/s38770/Appendix%201-%20Tewkesbury%20Borough%20Council%20Plan%202020-%202024.pdf>

⁶ <https://www.jointcorestrategy.org/>

- Tewkesbury has experienced a faster growth rate in the working age group (11.4%) compared to England.⁷ 22.3% of the population of Tewkesbury is of state pension age and over. The old age dependency ratio in the borough is 337 (the ratio of the number of people of pensionable age and over, per 1,000 people aged 16 years to state pension age), reflecting the growing older population and the growth in working age adults.⁸

As a statutory planning consultee, proposals for specialist older people accommodation will only be supported by GCC and Gloucestershire Clinical Commissioning Group (GCCG) if they meet the following requirements as outlined in the TLP and JCS:⁹

- Proposals in locations outside defined settlement boundaries will only be supported where there is an evidenced need that cannot be appropriately met on allocated sites. In such cases proposals must connect well to an existing settlement and provide access to services and facilities, including public transport, healthcare, shopping and other community facilities which will enable the residents to live independently as part of a community
- Accommodation provided on a freehold or leasehold base, should provide affordable housing in accordance with Policy SD12 of the JCS: Affordable Housing
- Extra care housing should have good access to local services
- Extra care housing schemes which provide ancillary facilities on site should complement those already available in the locality and should be available to the wider community

In Tewkesbury the largest proportion of residents are classified as 'Affluent Achievers'.¹⁰ This means they are amongst some of the most financially successful people in the UK, living in high status rural and semi-rural and suburban areas. While Tewkesbury is considered a mainly affluent area, there are also challenges within the borough.



⁷ <https://www.gloucestershire.gov.uk/media/2097197/equality-profile-2020-final.pdf>

⁸ <https://www.ons.gov.uk/peoplepopulationandcommunity/populationandmigration/populationprojections/datasets/populationofstatepensionageandworkingageandoldagedependencyratiosforlocalauthoritiesandregionsinengland>

⁹ <https://www.jointcorestrategy.org/>

¹⁰ <https://www.gloucestershire.gov.uk/media/1521163/tewkesbury-1.pdf>

Diagram 1: Indices of Multiple Deprivation (IMD) – Tewkesbury

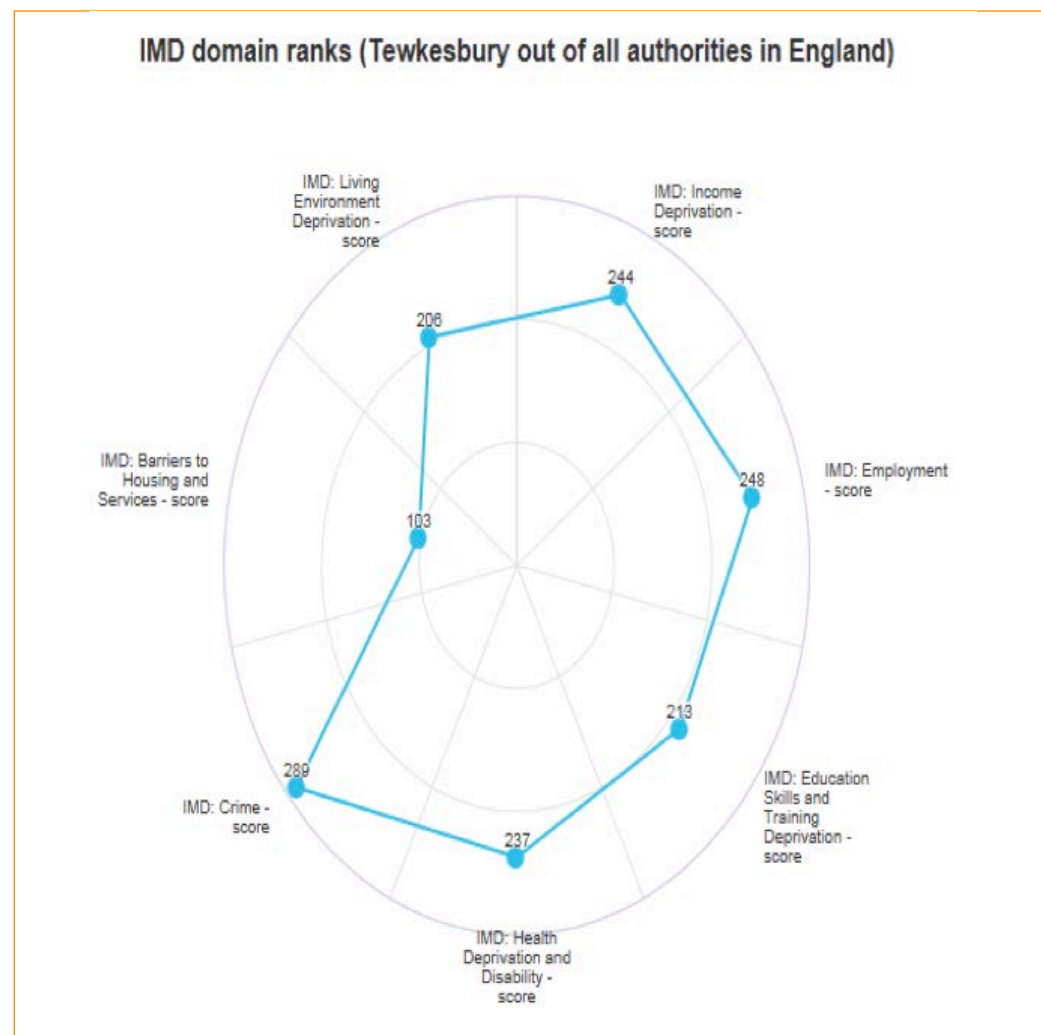


Diagram 1 shows the Indices of Multiple Deprivation for Tewkesbury. Tewkesbury ranks well in terms of overall deprivation, with the district ranking in the 20% least deprived authorities in England. However, Tewkesbury is the second most deprived district in Gloucestershire, after the Cotswolds, for 'Barriers to Housing and Services', with five areas in the most deprived 10% of areas nationally.¹¹ Additionally, Tewkesbury is the 3rd most deprived area in Gloucestershire for 'Living Environment Deprivation', after the Forest of Dean and the Cotswolds, with Highnam with Haw Bridge¹² amongst the most deprived 10% areas nationally.

Tewkesbury is the second least deprived district in Gloucestershire for 'Health Deprivation and Disability', with no areas in the most deprived 10% nationally. This is reflected in the relatively low number of working age adults in Tewkesbury who are predicted to require specialist supported living.

Housing with care is part of a programme of initiatives under the Joint Housing Action Plan (JHAP). The higher levels of deprivation relating to 'Barriers to Housing and Services and Living Environment' indicate the JHAP should focus support where possible, on initiatives aimed at reducing these areas of deprivation, including use of Disabled Facilities Grants, Better Care Fund and Warm and Well initiatives.

¹¹ https://www.gloucestershire.gov.uk/media/2094524/gloucestershire_deprivation_2019_v13.pdf

¹² https://www.gloucestershire.gov.uk/media/2094524/gloucestershire_deprivation_2019_v13.pdf



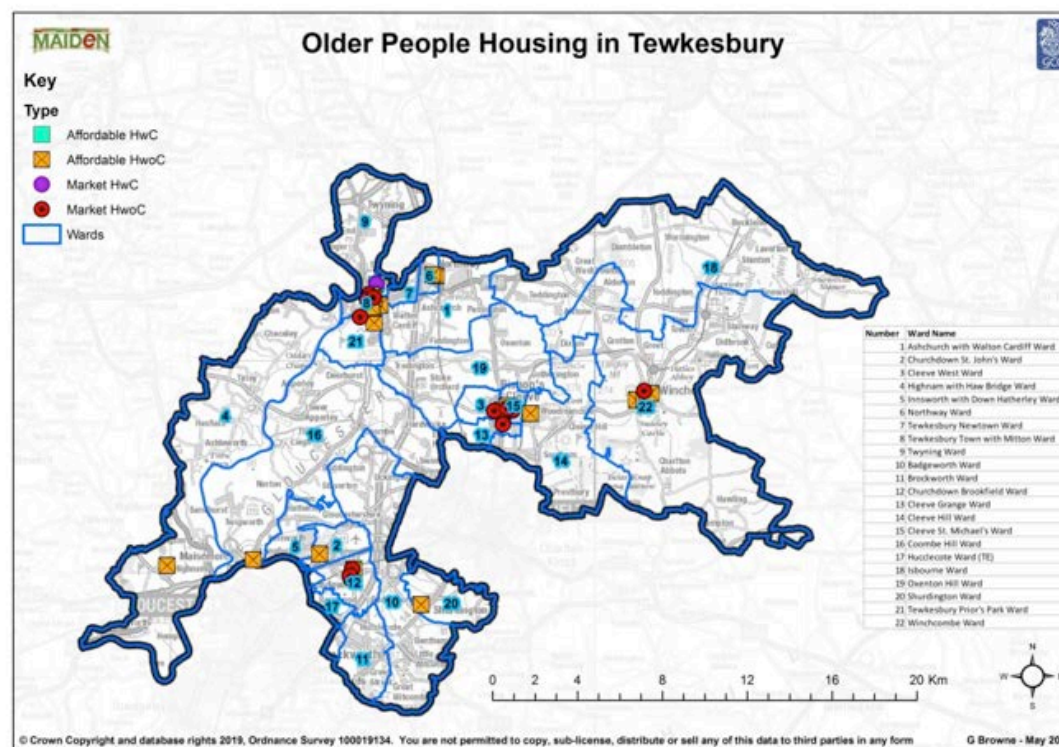
2. Housing with Care for Older People

Tewkesbury has the second lowest number of specialist older people housing in Gloucestershire (**Map 1**), after the Forest of Dean. Most recent development of market housing for older people has been concentrated in Cheltenham, the Cotswolds and Gloucester. Reflecting this, a review of market retirement living in Tewkesbury, using Rightmove, indicated a limited range of properties available from £85,000 to £214,500 depending on size, location, and desirability. Properties at the lower end of the market would not be considered suitable housing by GCC or GCCG for an aging population and do not meet the standards set out in the HAPPI recommendations.¹³ Tewkesbury has the second

highest level of modelled demand for extra care housing in Gloucestershire. Future developments of extra care housing need to be affordable, both in property price/rent and ongoing costs including service charges, ground rents, parking and any other costs at a local level to ensure they provide a real opportunity for local older people to move into more appropriate housing. Through local engagement, uncertainty of service charges associated with extra care housing was identified as a barrier to moving.



Map 1: Current location of Older People's Housing in Tewkesbury



Transparency of service charges will be important in ensuring local older people feel confident about the long-term affordability of moving into extra care housing.

Tewkesbury is projected to see a significant increase in older people with increasing levels of disability.¹⁴ The Local Plan identifies that a greater percentage of adaptable and wheelchair accessible homes could offset some of the demand for specialist housing. This reflects the HAPPI 4 recommendation that new, purpose built accessible accommodation in rural areas could free up family homes and enable older people to remain close to family, friends and networks that help preserve health and independence.¹⁵ However, some extra care housing will be required to meet the housing and care needs of older people in Tewkesbury

Table 2: Modelled demand for extra care housing in Tewkesbury (for a detailed rationale please refer to the Housing with Care Strategy, section 6).

Local Authority	Tenure	Rate per 1,000 person aged 75+	Gross need	Existing supply	New need by 2041
Cheltenham	Owned	10	190	32	158
	Rented	5	95	43	52

Gloucestershire Local Housing Needs Assessment (LHNA) highlights that 76% of older homeowners, 47% of social renters and 27% of private renters in Tewkesbury have two or more spare rooms. Data from Homeseekers plus indicates that there are 268 people aged 65 and over registered for social housing in Tewkesbury. Of these,

- 13 are allocated to the band 'down size to family home'
- 64 to 'significant medical or welfare need' and
- 5 to 'urgent medical or welfare need'.

Developing extra care in the right location would provide suitable housing for older people with a range of abilities, freeing up larger housing in the borough that could provide homes for younger families in Tewkesbury.

The development of 1,500 homes on the Perrybrook site includes planning consent for extra care housing. The development of Perrybrook is one of the strategic allocations detailed in the JCS. The provision of extra care on the site will meet some of the predicted future demand for extra care for both Tewkesbury and Gloucester. GCC and GCCG are working with the developer, Tewkesbury Borough Council and Gloucester City Council to ensure that the development meets the needs of local older people.

Consideration needs to be given to how any future development can serve the surrounding rural area to alleviate the dilemma of delivering care services to older people in remote locations.



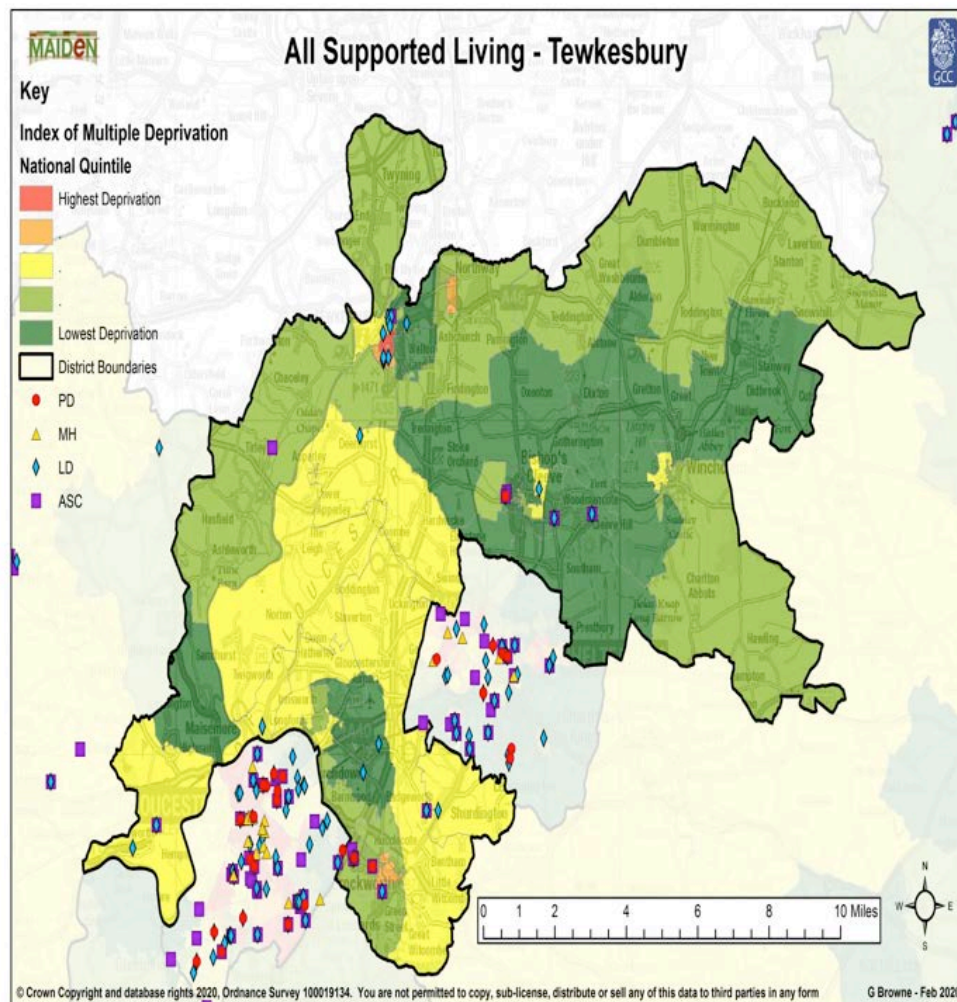
¹⁴ <https://tewkesburyboroughplan>

¹⁵ https://www.housinglin.org.uk/_assets/Resources/Housing/Support_materials/Reports/HAPPI-4-Rural-Housing-for-an-Ageing-Population.pdf

3. Housing with Care for people with a disability and mental health needs



Map 2: Location of supported living in Tewkesbury



The location of current supported living for people with a disability or mental health need in Tewkesbury is highlighted in **Map 2**. Supported living in Tewkesbury predominantly houses people with Autism Spectrum Condition (ASC) and/or a learning disability and is located in the larger settlements.

GCC has not been approached for two and a half years to endorse any development of supported living in Tewkesbury. The analyses presented in this district plan and local feedback has indicated a need for additional development of supported living in the borough.

Tewkesbury has the second lowest number of working age adults receiving a service from GCC compared to other districts. This is reflected in the low number of disability benefit claims in the borough. Both Disability Living Allowance (DLA) and Personal Independence Payment (PIP) claims account for 12% of the total claims made in Gloucestershire.

The modelled demand for supported living in Tewkesbury for people with a disability or mental health need is presented in **Table 3**. For a detailed rationale refer to the Housing with Care Strategy, section 7.



Table 3: Modelled demand for supported living for people with a disability or mental health needs in Tewkesbury

	Current supported living	Modelled demand required by 2035	New supply required by 2035
Autism	25	53	28
Learning disability	53	75	22
Mental Health	3	30	27
Physical disability	3	3	*
Total	81	161	77

*To be considered as part of all development of housing with care and general needs housing.

The total number of supported living units required in Tewkesbury is 161 units, representing 13% of the total number (1,248) of supported living units required for Gloucestershire by 2035. This reflects the lower level of deprivation of Health and Disability across the borough, the lower percentage of disability benefit claims and the lower number of individuals receiving a service from GCC in Tewkesbury compared to in other districts.

On average 5% of voids in supported living are within Tewkesbury. Future developments of supported living in Tewkesbury is likely to be focused in Tewkesbury town, Rural Service Centres and Service Villages where the availability and access to services that support people to maintain health and wellbeing are located and where development will be most cost effective.

Flexibility will be required within the built environment to ensure that any additional units of supported living can meet a range of needs across all disabilities as people age; ensuring financial viability for housing providers and care providers, as well as meeting the needs of local people with a disability in Tewkesbury. Reflecting the Tewkesbury Borough Housing Strategy¹⁶, consideration should be given to how housing, health and social care can influence the development of accessible, adaptable homes to meet the housing needs of individuals with a disability and enable them to retain their independence without the need to move to specialist supported living due to the impact of inaccessible housing on their health and wellbeing.





Appendix 1: Tewkesbury data

Ward	Total Population	Population 18+	Population 75+	Population 75+ as percentage of overall population 18+	*GCC Domiciliary care packages	Residential care		Extra care		Supported Living
								rented	owned	
Badgeworth	2,526	2,085	301	14%	<5	65	Under 65, 65+ PD			✓
Brockworth East	3,891	3,107	438	14%	<10	135	55 65+ 80 65+			✓
Brockworth West	4,888	3,710	257	7%	<10	0				✓
Churchdown Brookfield with Hucclecote	6,448	5,090	766	16%	<20	47	36 65+ 11 LD			✓
Churchdown St Johns	7,371	5,818	583	10%	<15					
Cleeve Grange	3,125	2,482	384	15%	<10					
Cleeve Hill	5,181	4,178	757	18%	<5	47	47 65+			✓
Cleeve St Michael's	4,844	3,357	539	16%	<15					✓
Cleeve West	5,080	3,872	431	13%	<5	50	50 65+			✓
Highnam with Hawbridge	4,360	3,577	476	13%	0	34	12 LD under 65 22 65+			✓
Innsworth	5,142	3,858	350	9%	<10	13	13 LD under 65			✓
Isbourne	3,433	2,887	434	15%	<10					
Northway	5,240	4,093	310	8%	<5	75	4 LD under 65 4 LD under 65 67 under 65 LD and 65 +			
Severn Vale North	2,627	2,072	225	11%	<5	0				
Severn Vale South	2,327	1,965	254	13%	<5	0				
Shurdington	1,971	1,591	289	18%	<10	26	26 65+			
Tewkesbury East	6,048	4,573	326	7%	<5	60	60 Under 65 LD/PD 65+			✓
Tewkesbury North and Twyning	5,139	4,375	814	19%	<25	5	5 PD/LD/MH/SI	43	32	✓

Tewkesbury South	6,161	4,985	548	11%	0	27	10 LD/PD 17 LD/PD			✓
Winchcombe	6,761	5,501	932	17%	<20	0				
total								43	32	

*Domiciliary care code – number of care packages in the community

<under 5

<10 between 9 and 5

<15 between 14 and 10

<20 between 19 and 15

<25 between 24 and 20