



HOUSING WITH CARE STRATEGY

► Overview of Gloucester





1. Overview of Gloucester

The modelled demand for future developments of housing with care in Gloucester 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	33	0	0

Future development of housing with care in Gloucester needs to consider the specific challenges and opportunities that delivering housing with care in Gloucester presents:

- Gloucester City has a population of roughly 129,285¹ spread over an area of 16 square miles and is the most densely populated district in Gloucestershire.² The historic cathedral City of Gloucester is the county town for Gloucestershire. Gloucester is boarded by the flood plains of the River Severn and the Gloucester and Sharpness Canal to the west, motorway and rising land to the east and south and agricultural land to the north and east.
- Gloucester City is made up of 18 wards.³ **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. Gloucester City Plan (GCP) and the Joint Core Strategy (JCS) outline the constrained nature of developing in the city given the limited amount of developable land and the importance of ensuring that development opportunities meet local need.⁴ The city is a growing and transforming place and is delivering an ambitious regeneration programme with the overall aim of revitalising the city and its centre.⁵
- 16.8 % of the population of Gloucester are of state pension age and over. The old age dependency ratio for the district is 267 (the ratio of the number of people of pensionable age and over, per 1,000 people age 16 years to state age pension age). While Gloucester City does have a large aging population, 24.8% of the population is under the age of 19, the highest of all the Gloucestershire districts, and is forecast to increase by 16.4% by 2035.⁶

¹ https://www.gloucester.gov.uk/media/4311/city_1294-housing-and-homelessness-strategy_dev7.pdf

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

³ <https://www.ons.gov.uk/peoplepopulationandcommunity/populationandmigration/populationestimates/datasets/wardlevelmidyearpopulationestimatesexperimental>

⁴ <https://www.gloucester.gov.uk/planning-development/planning-policy/city-plan/>

⁵ <https://jointcorestrategy->

⁶ *Ibid*

As a statutory planning consultee, GCC and Gloucestershire Clinical Commissioning Group (GCCG) will only support developments of specialist housing with care if they meet the following requirements outlined in the GCP and the JCS:

- a) Supported by evidence of the demonstrable need for this form of housing within Gloucester City
- b) Suitable for the intended occupiers in relation to the affordability, quality, design, and type of facilities with, if appropriate, the provision of support and/or care supported by a sustainable business model
- c) Accessible to local shops and services, public transport, and community facilities appropriate to the needs of the intended occupiers
- d) In a location that avoids excessive concentration of such housing within any one street or small area
- e) Accommodation provided on a freehold or leasehold base, should provide affordable housing in accordance with Policy SD12 of the JCS: Affordable Housing

In Gloucester, the majority of residents are classified as ‘comfortable communities’.⁷ This means they are middle of the road British, generally owner occupiers of average value properties. **Diagram 1** shows the Indices of Multiple Deprivation for Gloucester City. Gloucester City is the most deprived district in Gloucestershire for overall deprivation and falls within the middle quintile for deprivation, ranking 138 out of 317 English authorities.⁸ However, Gloucester is the second least deprived area in Gloucestershire for ‘Living Environment Deprivation’ after Cheltenham.⁹ Additionally, it is the third least deprived district in Gloucestershire after Cheltenham and Stroud for ‘Barriers to Housing and Services’, with two areas in the most deprived 10% of areas nationally.¹⁰



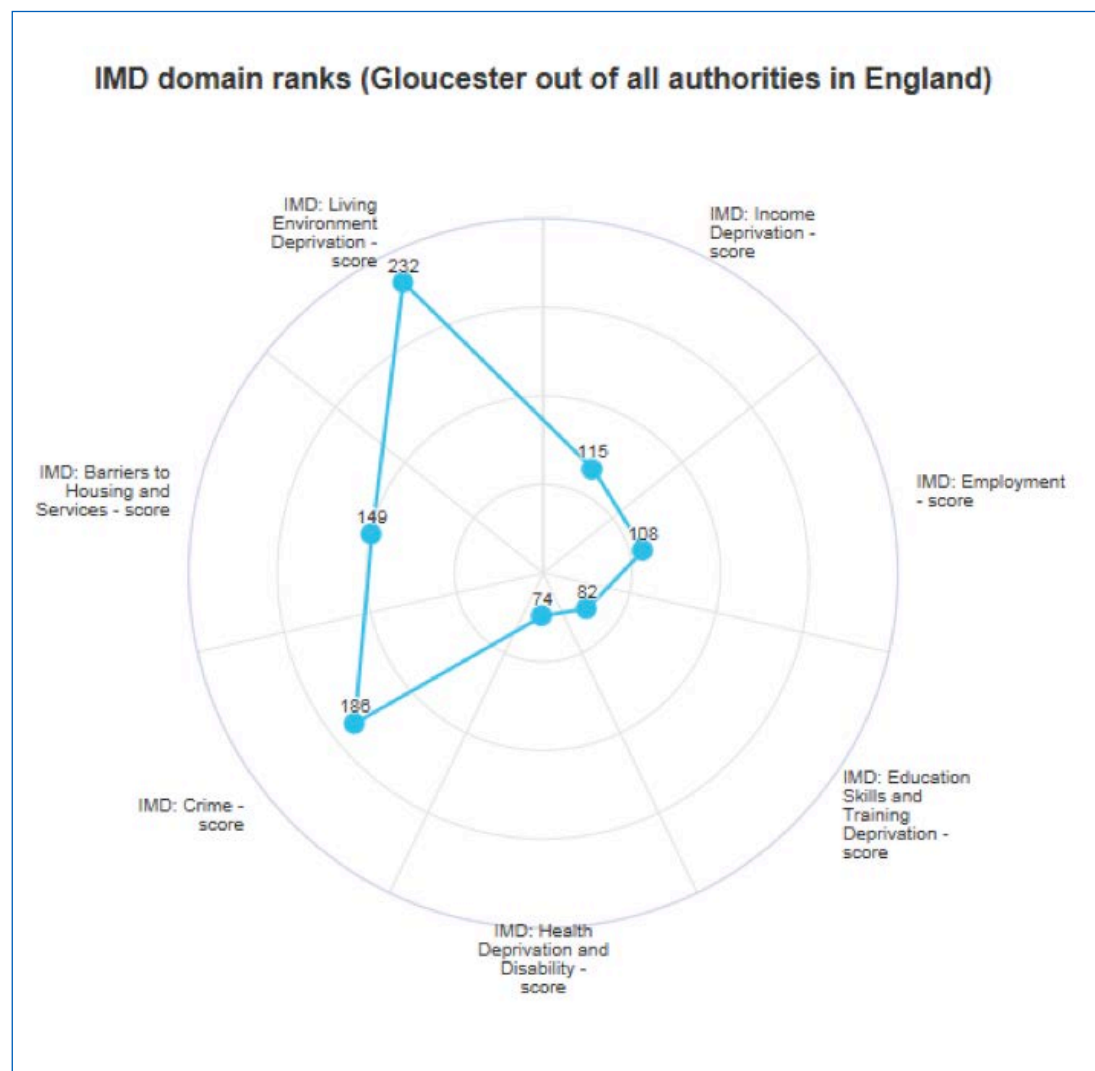
⁷ <https://www.gloucestershire.gov.uk/media/1521161/gloucester.pdf>

⁸ https://www.gloucestershire.gov.uk/media/2094524/gloucestershire_deprivation_2019_v13.pdf

⁹ https://www.gloucestershire.gov.uk/media/2094524/gloucestershire_deprivation_2019_v13.pdf

¹⁰ https://www.gloucestershire.gov.uk/media/2094524/gloucestershire_deprivation_2019_v13.pdf

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



Gloucester is the most deprived district in Gloucestershire for 'Health Deprivation and Disability', with 12 areas in the most deprived 10% nationally.¹¹ This is reflected in the relatively high number of working age adults in Gloucester 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 Health Deprivation and Disability and Barriers to Housing 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.



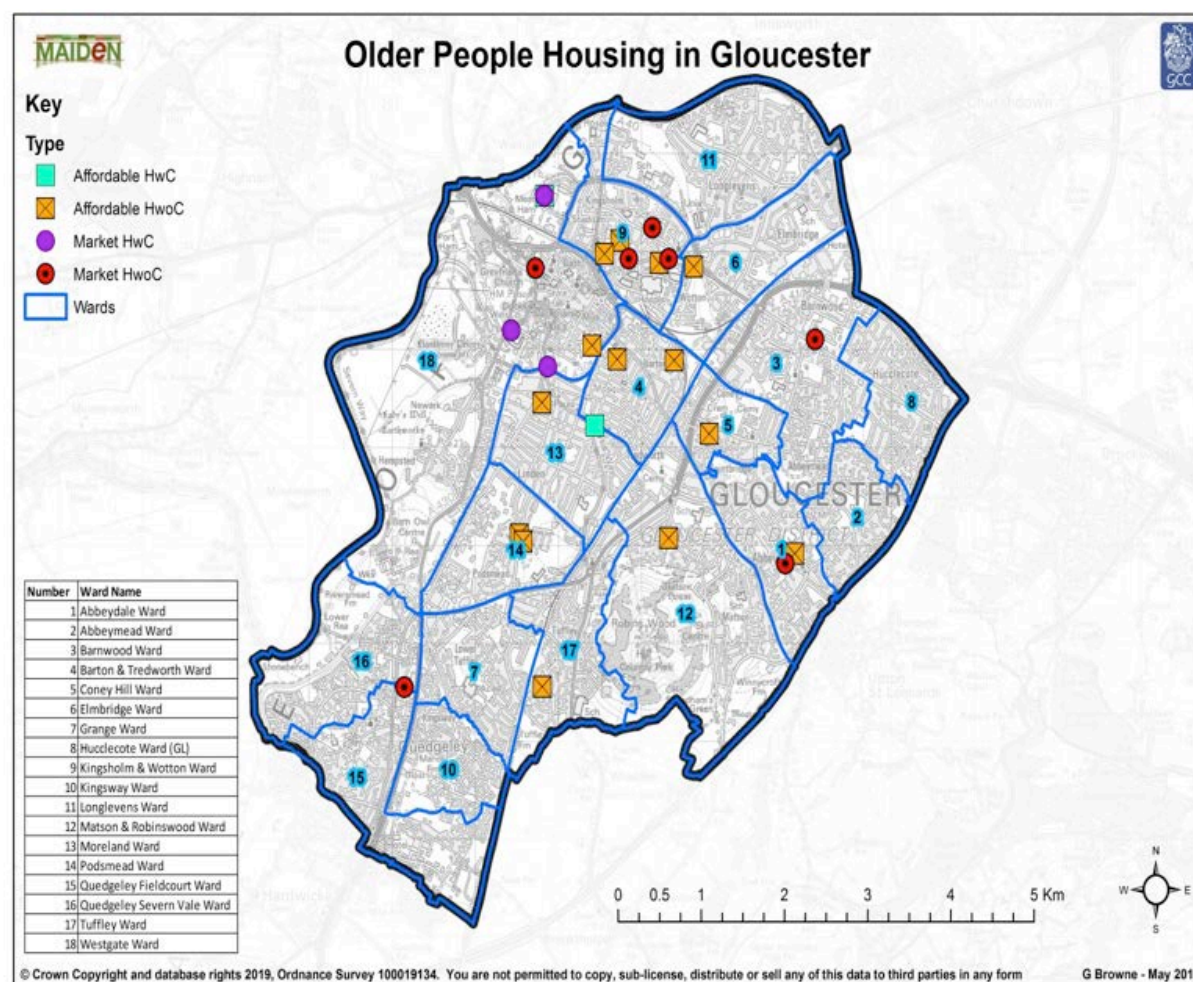


2. Housing with Care for Older People

Map 1 shows the location of housing for older people in Gloucester. Gloucester has seen an increase in the number of market homeownership retirement living properties as part of the regeneration of the city. Reflecting the level of recent development in the city current retirement properties for older people available on Rightmove showed a large range of properties available from £60,000 to £363,000 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. A review of the new developments of retirement properties indicates a purchase price from £176,950 for a one-bedroom property and from £249,950 for a two-bedroom property. In addition to the purchase price, homeowners would be required to pay ongoing service charges of £139.54 a week for a one bed property and £181.17 for a two-bedroom property. The option to rent properties on the new developments start from £1,680 pcm for a one bed-room property and £2,300 pcm for a two bed-room property.

Map 1: Current location of Older Peoples Housing in Gloucester City



These properties are at the higher end of the market for retirement living in Gloucester and any additional development of market housing for older people in the city needs to be affordable for the citizens of Gloucester City 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 right size. Through local engagement, uncertainty of service charges associated with extra care housing was identified as a barrier to moving. 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 at a local level.

Table 2: Modelled demand for extra care housing in Gloucester (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
Gloucester	Owned	10	194	161	33
	Rented	5	97	128	0

Gloucestershire Local Housing Needs Assessment (LHNA) highlights that 71% of older homeowners, 43% of social renters and 23% of private renters in Gloucester have two or more spare rooms. Data from Homeseeker plus indicates that there are 377 people aged 65 and over registered for social housing in Gloucester. Of these,

- 29 households are allocated to the band 'downsize to family home/non-family home
- 78 to 'significant medical or welfare need' and
- 17 to 'urgent medical or welfare need'.

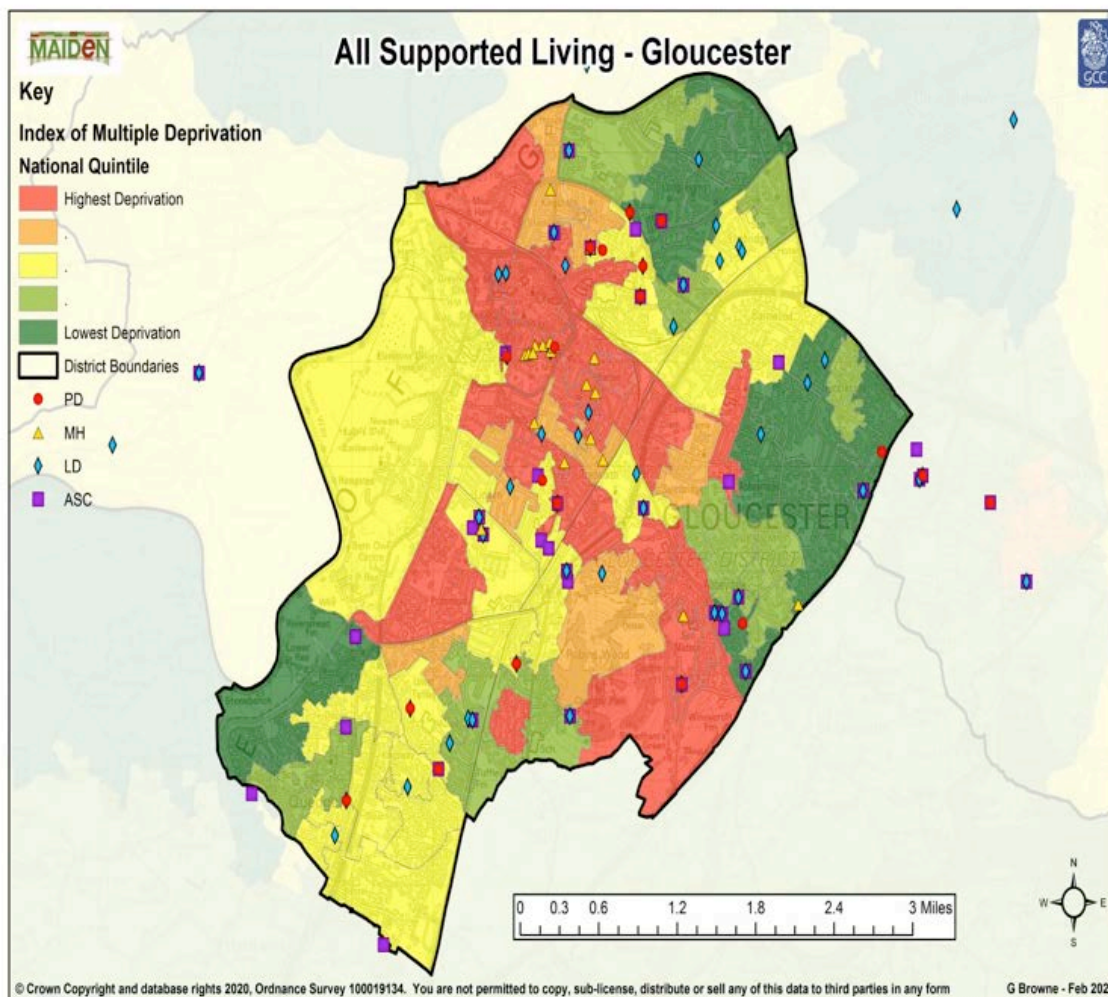
Developing extra care in the right location would provide suitable housing for older people with a range of abilities where they can age well, freeing up larger housing in the city that could provide homes for younger families in Gloucester.

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

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



Map 2: Location of supported living in Gloucester



The location of current supported living for people with a disability or mental health need in Gloucester is highlighted in **Map 2**. The map indicates that a high proportion of supported living is located in the more deprived areas of Gloucester. The current provision of supported living in Gloucester is varied and offers a range of accommodation across all disabilities. GCC is regularly approached to endorse new developments of supported living in Gloucester due to the relatively cheaper cost of land/property in the district comparative to other areas of Gloucestershire.

Gloucester has the highest number of working age adults receiving a service from GCC compared to the other districts. This is reflected in the high number of disability benefit claims in the city. Both Disability Living Allowance (DLA) and Personal Independence Payment (PIP) claims account for 27% of the total claims made in Gloucestershire.

The modelled future demand for supported living in Gloucester 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 Gloucester

	Current supported living	Modelled demand required by 2035	New supply required by 2035
Autism	90	82	0
Learning disability	123	116	0
Mental Health	163	99	0
Physical disability	29	29	*
Total	431	326	0

*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 Gloucester is 326 units, representing 26 % of the total number (1,248) of supported living units required for Gloucestershire by 2035. This reflects the higher level of deprivation of health and disability across the city, the higher percentage of disability benefit claims and the higher number of individuals receiving a service from GCC in Gloucester compared to the other districts. There are currently several developments of supported living in Gloucester at various stages of the planning process. These developments will help to alleviate pressure on the acute mental health services by providing additional housing with onsite care/support that will facilitate a reduction in delayed discharges from acute hospital settings.

While Table 3 indicates that there is

no need for further development of mental health services a large amount of the current provision was originally commissioned in the late 1990's as a result of the closure of Coney Hill Hospital and they are now reaching the end of their operational life. Work is currently underway looking at how best to recommission these services. This is likely to result in these services being re-provided within a number of purpose built developments in Gloucester City.

On average the majority of voids (56%) in the current provision of supported living are located in Gloucester city. While this reflects the higher level of provision in the city the level of voids will need to be reviewed in line with any proposed new developments to ensure that both the housing and care market remain viable for all parties.

Where any additional need for supported living in Gloucester City is identified, GCC will actively engage with the market to ensure that the best value is achieved for Gloucestershire and that future developments provide adaptable, accessible accommodation, adhere to specific design specifications relevant for the intended occupiers and meet the criteria outlined in section 1. Local feedback has highlighted concerns regarding the concentration of supported living in specific wards of the city in some of the more deprived areas; the location of any future supported living in Gloucester will be a key consideration for the endorsement of GCC and GCCG.





Appendix 1: Gloucester 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	
Abbeydale	7,524	5,993	721	12%	<10	66	36 65+ 30 65+			✓
Abbeymead	6,185	4,843	279	6%	<10	14	8 under 65 LD/PD 6 under 65 LD/PD			
Barnwood	6,719	5,246	496	9%	<25	35	4 LD/MH 8 LD/PD 28 65+			✓
Barton and Tredworth	11,524	8,331	585	7%	<20	125	2 LD 59 LD 2 LD 30 65+ 32 65+	48		✓
Coney Hill	3,401	2,466	178	7%	0	0				✓
Elmbridge	6,410	5,036	601	12%	<10	126	16 65+ 24 65+ 30 65+ 40 65+ 9 LD 7 LD/SL/MH			✓
Grange	6,842	5,466	791	14%	<20	15	11 LD 4 LD			✓
Hucclecote	6,152	5,066	973	19%	<20	0				✓
Kingsholm and Wotton	7,418	6,226	720	12%	<20	224	10 LD 41 65+ 6 LD 7 LD 10 LD/65+ 13 LD			✓

							35 65+ 10 SI/MH/PD under 65 30 65+ 35 65+ 27 65+			
Kingsway	8,066	5,418	104	2%	<20	3	3 LD			
Longlevens	9,344	7,644	1,027	13%	<20	60	60 PD/65+			✓
Matson and Robinsworth	9,323	6,951	584	8%	<30	35	12 LD 10 LD 13 LD			✓
Moreland	10,453	7,841	561	7%	<30	87	9 LD 7 MH/LD 9 LD			✓
Podsmead	3,167	2,465	295	12%	<10	14	9 LD/PD 5 PD			✓
Quedgeley Fieldcourt	6,222	4,683	305	6%	<15	110	80 65+ 30 65+			✓
Quedgeley Severn Vale	6,341	4,950	351	7%	<10	23	9 LD 14 LD/PD			
Tuffley	6,003	4,777	728	15%	<15	44	8 LD 36 65+			✓
Westgate	8,191	6,895	596	9%	<35	123	9 LD/PD 12 LD/PD 102 65+	80	56 88 17	✓

*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