

# THORNLEY ROAD HOUSING NEEDS ASSESSMENT



## Introduction

This statement supports a proposed housing allocation in the Newcastle's Draft Development & Allocations on land north of Thornley Road in West Denton. The site is currently open space and is identified as such in the Unitary Development Plan. This statement should be read alongside the 'Thornley Road Open Space Assessment', which concludes that housing development can deliver significant improvements in open space provision in the area, generating greater overall community benefit than the site provides at present.

## The proposed development

The Thornley Road site is proposed to be developed for approximately 100 units of mixed tenure housing and HCA 'Shared Ownership and Affordable Homes Programme' funding has been secured for the provision of:

- 5 two-bed 'Community Cluster' bungalows for people living with Learning Disabilities and for Autistic people for Affordable Rent;
- 7 bungalows (2 one-bed and 5 two-bed) for older persons, Affordable Rent & Shared Ownership;
- 4 three-bed bungalows as Independent Supported Living [ISL] units and/or households with a requirement for a level access property (Affordable rent)
- 2 five bed house for a large household with a requirement for level access (Affordable Rent & Shared Ownership);
- 6 three and four bed Shared Ownership houses;
- 8 two and three bed 'Rent to Buy' houses.

In addition there would be circa 70 homes for private sale.

## Strategic policy context

The Gateshead and Newcastle Core Strategy and Urban Core Plan [CSUCP] was adopted on 26 March 2015. Policy CS10 'Delivering New Homes' sets out a requirement for 960 net new homes per annum over the period 2015-20, stepping up to 1,080 net new homes per annum over the period 2020-30. As, historically, Newcastle has a persistent record of under-delivery of housing against its 'housing requirement' then, in accordance with Government policy in NPPF, it is required to build a 20% buffer into its 'five-year housing land supply'.

Policy CS11 'Providing a range and choice of housing' promotes lifetime neighbourhoods with a good range and choice of accommodation, services and facilities to meet varied and changing needs, including:

- requiring 60% of new private housing to be suitable for and attractive to families;
- encouraging provision of Lifetime Homes and Wheelchair accessible homes:
- increasing the choice of suitable accommodation for older persons – including bungalows, sheltered accommodation and extra-care accommodation.
- requiring developments of 15 or more dwellings are to provide 15% affordable homes (subject to development viability).

The CSUCP is underpinned by the Gateshead and Newcastle Strategic Housing Market Assessment Update Report 2013 [2013 SHMA], which identified a need for circa 150 new affordable homes per annum to be delivered in Newcastle and that the overall affordable housing mix should be broadly as follows:

- 35% 1 & 2 bed intermediate home ownership;
- 39% 1 & 2 bed social rent or affordable rent;
- 26% 3 & 4 bed social rent or affordable rent.

A key finding of the 2013 SHMA is that the very significant forecast growth in the numbers of older people will have major implications for demands for support resources and specialist accommodation. The rate of growth is higher in the older age groups – with the number of people aged 65+ living in Newcastle projected to increase by one-third, the number aged 75+ by two-fifths and the number aged 85+ by more than one-half between now and 2030. The SHMA also recommends that the provision of smaller units for older people will be important not just in improving the housing choices for older people but also in helping to free up under-occupied stock.

A new 2017 SHMA has recently been published. It notes that the 2013 SHMA employed a different methodology in calculating need and that future delivery of affordable homes may be constrained by viability considerations. The Council's evidence base, 'Housing Need & Standards' (2017) has reviewed the SHMA evidence and supports retention of the 15% affordable homes requirement as a minimum, maximising delivery of affordable homes, where possible.

Table 1, below, provides details of the breakdown of the 2017 SHMA modelled requirements for market and affordable housing by property type and size.

**Table 1: 2017 SHMA – Required housing mix 2015-30**

NEWCASTLE UPON TYNE		Market Housing	Affordable Housing	TOTAL
Flat	1 bedroom	631	2,175	2,807
	2+ bedrooms	2,746	901	3,647
House	2 bedrooms	1,568	854	2,422
	3 bedrooms	5,022	1,474	6,496
	4 bedrooms	934	472	1,406
	5+ bedrooms	9	137	146
<b>TOTAL</b>		<b>10,910</b>	<b>6,014</b>	<b>16,924</b>

Like the 2013 SHMA, the 2017 SHMA projects that the population aged 65+ will increase markedly – by more than 14,000 to nearly 56,000 by 2030 (46% of overall population growth) and identifies that an additional 900 or so households will require wheelchair adapted housing by 2030.

The following table sets out the wider need for specialist and supported housing.

**Table 2: 2017 SHMA – Estimates of Vulnerable and Older Persons Housing Needs**

NEWCASTLE UPON TYNE	2011	2021	Change 2011-21
<b>People aged under 18 in need</b>			
Teenage parents	539	520	-19
Young people aged 16-17	28	26	-2
<b>People aged 18-64 in need</b>			
Alcohol misuse	1,131	1,191	+60
Learning disabilities	510	531	+21
Mental health problems	987	1,028	+41
Offenders	588	613	+25
Moderate physical or sensory disability	317	328	+11
Serious physical or sensory disability	89	92	+3
Refugees	34	36	+2
Rough sleepers	11	12	+1
Single homeless with support needs	753	785	+32
<b>People aged 65+ in need</b>			
Frail elderly	895	1,061	+166
Older people with mental health needs	1,478	1,753	+275
Older people with support needs	4,862	5,765	+903

## Housing need

At a strategic level, the site can provide circa 100 mixed tenure homes and would make an important contribution to meeting the City's housing requirement for an average of 1,040 net additions per annum 2015-30. At least 60% of the private housing proposed is expected to be 3 or more beds – also making a positive contribution to the identified Citywide requirement for new homes that are suitable for and attractive to families. The delivery of 32 affordable homes would make an important contribution to meeting the affordable housing requirement (in excess of the 15% requirement). The provision of market housing has a particularly important function in terms of overall scheme viability. It will provide essential cross-subsidy for the affordable homes and funding to make improvements to existing open space, as set out in the accompanying Thornley Road Open Space Assessment.

### Homes for people with Learning Disabilities & Physical Disabilities

One of the key elements of the proposed development of the site is the provision of a much-needed Community Cluster bungalow scheme for people living with learning disabilities or who are autistic.

Around 7,000 people in the City have learning disabilities or autistic spectrum disorders (see Appendix A).

The Government and leading organisations across the health and care system are committed to transforming care for people with learning disabilities and/or autism who have a mental illness or whose behaviour challenges services. '**Transforming Care for People with Learning Disabilities – Next Steps**' is an ambitious programme of system wide change to improve care for people with learning disabilities and/or autism, and behaviour that challenges (learning disabilities). It sets out clear expectations that our six organisations - NHS England, Department of Health (DH), Local Government Association (LGA), Association of Directors of Adult Social Services (ADASS), Care Quality Commission (CQC) and Health Education England (HEE) will work together more effectively, to drive forward change.

Newcastle City Council is committed to offering a wide ranging choice of housing with support options available to people with a Learning Disability and/or Autism. Alongside traditional home care services, Independent Supported Living and Residential services, we have invested in new Concierge Plus schemes and Community Clusters as part of a 'Continuum of Support'. These developments support people to live more independently in their communities. It also means that adults with a learning disability/autism can remain within the city, close to family, friends and established support and social networks.

Safe, warm, secure housing is central to a person's health and well-being, to their ability to enjoy and take part in community life, and the ability to work and access education and training. Being unable to access appropriate housing can contribute

towards isolation, a loss of independence and in some cases can lead to a need for residential care, to hospital admissions or to homelessness.

In every community there are some people who require more tailored housing, with a degree of support attached. They may be vulnerable due to old age or ill health, have a long standing illness or disability, or lack the skills to manage a tenancy and need more support to maintain their independence.

Until comparatively recently, the Council had limited alternative but to house many people with learning disabilities and mental health issues in Independent Supported Living (ISL) properties and the Council is responsible for over 110 ISL properties across 12 landlords

However, over the last few years it has worked to increase the range of housing available to people with learning disabilities. Since 2011 approximately 90 'Concierge Plus' apartments have been built across 6 developments. 26 'Community Cluster' bungalows have been built across 5 developments to provide for people who require more intensive support. A shared, supported living unit is currently being built for 15 people who would otherwise be accommodated outside of the City because of a lack of suitable provision within the City itself.

A further 6 developments are proposed to be built by 2020, extending the Council's 'Continuum of Support' for people with learning disabilities or autistic spectrum disorders (see Appendix B).

The development proposed at Thornley Road incorporates a Community Cluster bungalow development (5 units). This will enhance the health and well-being of residents by:

- providing an environment designed for their individual needs,
- allow them to live safe, more active, independent and meaningful lives.
- being at the heart of a community, close to community facilities, shops, bus routes, family, friends and established support networks.

Feedback from residents and their families moving to Core and Clusters has improved their wellbeing and quality of life – activities, interests and social inclusion.

Some of the existing ISL properties in the City are ill-suited to the requirements of vulnerable residents (and cannot be easily converted) and the Council is thus seeking to make limited re-provision with spacious, modern level-access three-bed bungalows and has included such units in the proposed housing mix across a number of proposed housing sites, including 4 at Thornley Road. These units are also well-suited to meet the needs of families where one or more members has a physical disability. There is also a small but highly important requirement across the City for larger accessible homes for larger households where one or more members has a physical disability. Very few suitable properties currently exist and supply from relets is negligible. Consequently, 2 five-bed accessible houses are proposed to be built on the Thornley Road site.

To illustrate the lack of supply of larger units generally, the following table shows how, Citywide, the identified unmet need for 4 bed units exceeds annual supply through relets by a factor of 2 and the unmet need for 5 bed units exceeds annual supply through relets by a factor of 15. More locally, across the wards of Denton and Westerhope there is only one 5 bed Council unit.

**Table 3: Supply & Demand for larger affordable homes**

Bedrooms required	Four	Five
Council stock numbers	516	62
Annual turnover	36	4
Current need	71	59
Current need/stock turnover	2	15

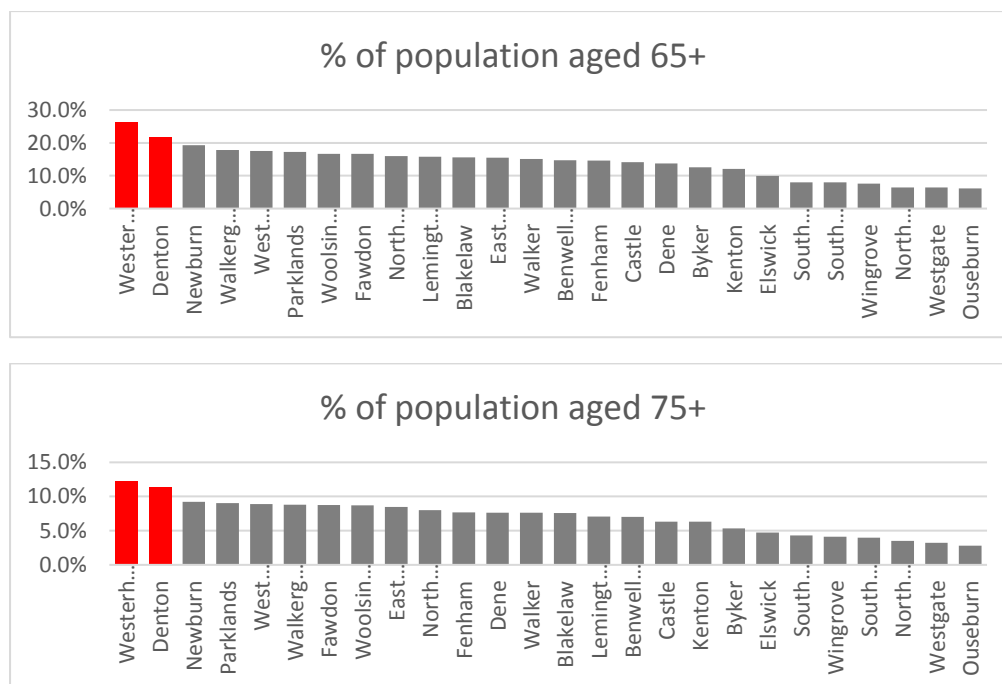
### Homes for older persons

In terms of local affordable housing requirements, the eastern part of Denton Ward already has a sizeable supply of affordable accommodation for general needs.

However, taken together, the adjoining wards of Westerhope and Denton have the highest concentration of older persons in the City.

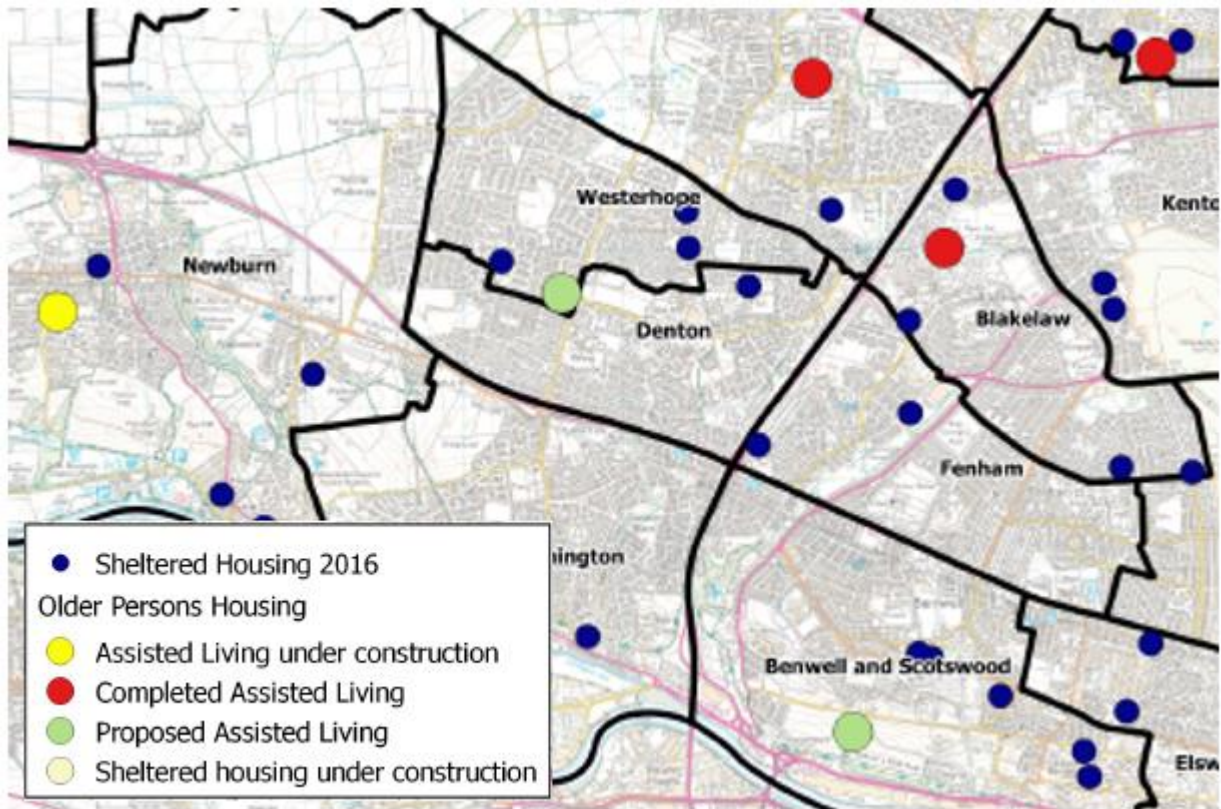
- More than 1 in 5 people (21.5%) in Denton and more than 1 in 4 people in the adjoining Westerhope ward (26.5%) are aged 65+ (nearly twice the City average of 13.8%)
- More than 1 in 9 people in Denton (11.4%) are aged 75+

**Figure 1: Population aged 65+ & 75+ by ward**



By comparison there is a lack of specialist housing for older persons in both Denton and Westerhope wards. The only sheltered flats within the ward is Lincrest Court on Linhope Road, a 35-unit scheme built for Anchor in 2001 and located to the north of West Denton Way.

**Figure 3: Older persons specialist housing**



The adjacent Westerhope ward also has a limited supply of retirement and sheltered housing, comprising of 104 flats and bungalows – all one-bed and all for rent from social landlords...

Bamburgh House, Hillheads Estate	32 x 1 bed & studio flats (1973)	YHN
Westerhope Bungalows, Hillheads Estate	48 x 1 bed bungalows (1960s)	YHN
Hanover Close/ Walk, Chapel House	24 x 1 bed flats (1967)	Hanover

There are only 35 Council-owned bungalows in Denton ward, with 9 bungalows managed by ISOS at Dunblane Crescent and a further 6 under construction for Leazes Homes at Hotch Pudding Place. All but 3 of the Council bungalows are one-bed.

Local evidence points to a significant unmet demand for a greater range of affordable accommodation to meet the varied requirements of the high – and increasing – number of older people in the ward. Provision of affordable units for older persons would not only better meet the needs of older persons for accessible homes but also potentially free-up under-occupied properties for general needs.

Bidding and lettings data from Tyne & Wear Homes shows that only one two-bed bungalow became available was let in the Outer West Hub over the past year with 41 one-bed bungalows also let. Comparing current unmet need for bungalows in the Outer West Hub suggests an effective ‘waiting list’ of more than 3 years for one-bed bungalows and more than 13 years for two-bed bungalows.

### General needs affordable homes

In addition to providing specialist housing for older persons and for people living with learning and/or physical disability, the site is proposed to accommodate a number of general needs Shared Ownership and ‘Rent to Buy’ houses. This is in recognition of the lack of provision of new, modern general needs affordable homes in the City over the past 30+ years – and also the limited output of new ‘intermediate’ market homes in recent years to address the requirement identified in the 2013 SHMA.

The inclusion of Rent-to-Buy and Shared Ownership properties is more aligned to Government priorities for the 2016-21 Shared Ownership & Affordable Homes Programme – the programme initially aimed to deliver 135,000 homes nationally for Shared Ownership, 10,000 for Rent to Buy and only 8,000 for Affordable Rent (all for supported and older persons accommodation)

Historically, there has not been a great deal of take-up of Shared Ownership in the City or the wider Region. The 2011 Census recorded just 489 shared ownership properties in City out of 121761 (0.4% - just one-third of that in London). The highest concentration of shared ownership housing in the City are in South Jesmond (Deuchar House, completed in 1980s), Kenton (Central Grange, mid to late 2000s) and Walker (Riversgate, late 2000s) – with just 21 units across Denton and Westerhope Wards. Consequently, there is a potential need for further provision and the opportunity to diversify the housing tenure in the area.

Rent to Buy homes are let to working households at an intermediate rent to give them the opportunity to save for a deposit to buy their first home. If tenants do not exercise their choice to purchase then the provider may retain the property as rented housing (affordable rent or market rent). Rent to Buy can provide a useful route to home ownership for households who expect their incomes to increase quickly or households who have sufficient income to sustain a mortgage but haven’t been able to save a deposit.

### **Alternative sites considered**

With the exception of the older persons’ housing, where there is a clear unmet local need for additional provision in the local area (Denton & Westerhope Wards), much

of the affordable accommodation proposed is somewhat more 'footloose' – and could be located in a somewhat wider area.

In terms of the element of housing for people living with learning disabilities, the Council considers that specialist housing should not be concentrated in any particular neighbourhood but located in accessible locations in all parts of the City. The proposed Community Cluster development is one of three such new facilities proposed Citywide. As the other proposed locations are in the north and north-east of the City, the broad area of search for a third facility is the west of the City – see Figure 4, overleaf.

#### *Site search criteria*

All of the proposed affordable homes on the Thornley Road benefit from an element of grant funding from the Homes & Communities Agency. However, in isolation, this is insufficient to fully fund the development of the affordable homes and additional subsidy is required. In the absence of alternative sources of funding, the affordable homes need to be part-funded through cross-subsidy from private sales. Consequently, the affordable units can only be viably developed where there is available land for mixed tenure housing, which greatly limits the range of opportunities available.

To be considered suitable sites must also command good levels of accessibility to services and facilities and be deliverable within a short timescale – i.e. within a couple of years.

### *Discounted sites*

Within the area of search there are a number of sites identified in the HELAA which are no longer available – as already under development (e.g. site references 2765, 2769, 4421, 4436, 4947 & 5297).

Other sites are privately owned, are not currently particularly accessible to services and facilities, and with no obvious mechanism available to secure the affordable homes sought within the required timescale (e.g. site references 4944, 4603, 4958 & 5145).

### *Shortlist of alternative sites considered*

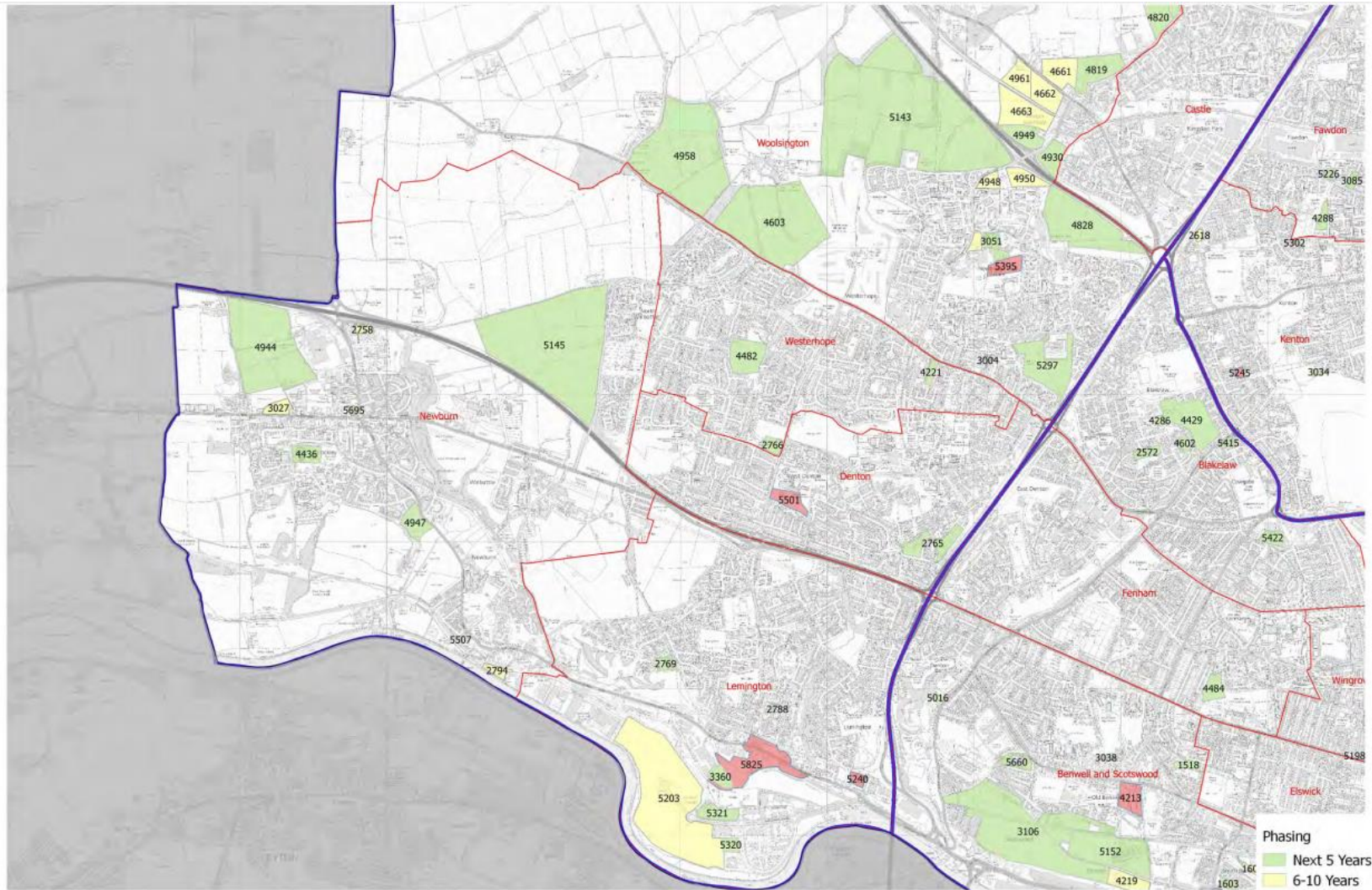
Three sites, all in Council ownership, have been identified that could in principle accommodate the proposed affordable homes within a reasonable timescale. However, of these, the former Parkway School site on Hillhead Parkway (ref. 2766) already has outline planning permission for an older persons' housing scheme and a delivery partner has been procured. As such, the Parkway site is not available.

The remaining two sites (former Chapel Park Middle School, ref. 4482, and land south of West Denton Primary School, ref. 5501) are both identified in the Unitary Development Plan as part of 'Education Establishments with attached open space' and it is arguable whether either is sequentially preferable to the Thornley Road site. More importantly, both incorporate significant areas of former playing field and Sport England issues would need to be satisfied. This could delay the delivery of the affordable homes – and the specialist Community Cluster development in particular. A potential for a wider package of compensation for loss of open space could also greatly reduce the scope for any private housing to cross-subsidise the high proportion of affordable homes proposed. This is particularly relevant to the site to the south of West Denton Primary School, which would only have physical capacity for circa 30 private homes, compared with circa 70 at the Thornley Road site. Furthermore, both the possible alternative sites are considerable less accessible to West Denton District Centre than the Thornley Road site, which is only around 200m away at its closest point. Indeed, both the alternative sites are located more than 600m walk from Chapel House Local Centre (the closest centre), which has a more limited range of services and facilities. Additionally, both sites are already proposed to be developed for mixed tenure housing over the next five years and so substituting the affordable homes proposed on the Thornley Road site would result in reduced delivery of both affordable and market homes in the City.

### **Conclusion**

In conclusion, there are no suitable alternative sites in accessible locations within the wider area where the substantial and overriding benefits of the proposed level of affordable homes can be viably delivered within the required timescale (i.e. in the next two years).



**Figure 4: Sites identified in the Housing & Economic Land Availability Assessment in West of City**



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 [2013]. Ordnance Survey [100019569].

<b>Sites per Phasing category - HELAA</b>
Outer sub-area (South)



**Key**  
 sub area boundary  
 Urban Core boundary



**Phasing**  
 Next 5 Years  
 6-10 Years  
 11-15 Years

## Appendix A: Adults with learning disabilities

A learning disability is a reduced intellectual ability and difficulty with everyday activities – for example household tasks, socialising or managing money – which affects someone for the whole of their life. People with a learning disability tend to take longer to learn and may need support to develop new skills, understand complicated information and interact with other people.

A learning disability can be mild, moderate or severe. Some people with a mild learning disability can talk easily and look after themselves, but take a bit longer than usual to learn new skills.

It is estimated that around 1.5m people in the UK have a learning disability. This means they can have difficulty:

- understanding new or complex information
- learning new skills
- coping independently

Others may not be able to communicate at all and have more than one disability. It is thought that up to 350,000 people nationally have severe learning disabilities.

The level of support someone needs depends on the individual. For example, someone with a mild learning disability may only need support with things like finding training or employment: While someone with a severe or profound learning disability, will often need fulltime care and support with every aspect of their life – they may also have physical disabilities.

People with certain specific conditions can have a learning disability too – for example, people with Down's syndrome and some people with autism.

It's important to remember that with the right support, most people with a learning disability can lead independent, fulfilling and rewarding lives.

Using data from *Projecting Adult Needs and Service Information* (PANSI), and *Projecting Older People Population Information* (POPPI), it is estimated that 4,655 people aged 18-64 years have a learning disability in Newcastle. PANSI and POPPI data shows that in 2014 some 1,912 people aged 18 to 64 years were predicted to have autistic spectrum disorders and a further 377 people aged 65 and over. The data from the state school census suggests we should expect approximately 40 people with autistic spectrum disorder to transition into adulthood each year.

## **Appendix B: Continuum of Support**

Newcastle already has a wide ranging offer of housing with support options available to people with a Learning Disability and/or Autism. Alongside traditional home care services, Independent Supported Living (either in purpose built accommodation or supporting people to maintain their own tenancies), and Residential Care services, in recent years the City Council has invested in new 'Concierge Plus' schemes and 'Community Clusters'. These developments support people to live more independently in the community.

The current Independent Supported Living provision provides high quality support for people with an incredibly broad range of needs. The aim is now to build on the City's successful investment in new types of housing with support to provide more focussed and flexible services. Within a 'continuum of support' for people with long-term and complex needs, it is proposed to deliver two new types of service:

- An 'Enhanced Concierge Plus' scheme, based on our existing Concierge Plus scheme, for people with less complex needs, and
- A 'Virtual Cluster' scheme, based on the Community Cluster schemes, for people with high levels of complex need.

### ***Enhanced Concierge Plus***

The Concierge Plus schemes provide a mixture of housing and welfare support on site, alongside bespoke packages of care for individuals from a care provider. Some of the schemes have a large number of different care providers providing support to people living in them.

The Enhanced Concierge Plus scheme would have a similar build model to concierge plus, but a single care provider would deliver all aspects of the support for people living within the scheme. This would include an on-call service, direct one-to-one support, overnight support in the form of a waking night service, housing and welfare support, and day activities all rolled together.

This service would provide appropriate support and a pathway to increased safe independence for:

- People who would typically be supported in an ISL setting but who have less complex needs
- Young people in transition who no longer wish to live at home but for whom an independent tenancy would be difficult to maintain, and
- Some people currently living in a residential setting.

An enhanced concierge plus scheme would provide support for up to 15 people per scheme, and it is proposed to develop three schemes in different parts of the City by 2020. Each scheme would provide:

- Day time support (8am – 10pm) from between 4 and 6 staff,

- Additional support where necessary at peak times (for example morning, lunch time, early evening)
- Waking Night support (10pm – 8am) from up to 2 staff across the scheme

### ***Virtual Clusters / Community Clusters***

Community Clusters provide support dedicated support to up to 6 people within a 'Courtyard' style development. A Virtual Cluster is similar but instead of providing support within a single site 'courtyard' development, support can be provided to people living in independent, self-contained bungalows within a short walking distance of each other, with staff facilities located close by. A single care provider will provide dedicated and floating support as well as waking night support.

This service would be designed for:

- People who would typically be supported in an ISL setting but who have very complex needs
- Some people living in out of area residential settings, where there was no other appropriate setting available within the City at that time.

Further Virtual Cluster / Community Cluster developments will provide support for up to 6 people per scheme. Again it is proposed to deliver 3 schemes in different parts of the City. Each scheme would be supported by a dedicated care team providing:

- Day time support (8am – 10pm) from between 6 and 8 staff
- Additional floating support where required
- Waking night support (10pm – 8am) from 3 staff across the service

By comparison, within the current offer we could otherwise expect to provide support to 6 people either in:

- Individual ISL schemes, providing
  - Day time support (8am – 10pm) from 2-3 staff, so up to 18 staff in total
  - Night time support in the form of either a Waking Night or a Sleep in for each scheme, 6 staff in total, or
- Individual Residential Care Placements