



**Greater Norwich Housing Market  
Assessment**

**Housing Requirements of Specific  
Household Groups**

**3 July 2007**

## 1 INTRODUCTION AND CONCLUSIONS

### 1.1 INTRODUCTION

This report considers the housing requirements of specific household groups. We look at a diverse range of households including...

- Households of older people.
- Refugee households.
- People with learning difficulties.
- Offenders.

For the Greater Norwich housing market assessment, we aim for a broad understanding of the housing requirements of specific household groups. We rely on research undertaken by or on behalf of Norfolk Supporting People (SP). It is not the purpose of this report to undertake new research in this area. We aim to provide sufficient information to ensure the housing market assessment fully considers the requirements of specific household groups.

We use evidence from SP to identify the main household groups we need to consider. Norfolk SP is responsible for funding housing support services. It has built up a large research base about the needs of service users.

Not all households within a specific household group require housing support. For example many older people require no housing support. Those who do need support may meet their needs through local support networks or by 'buying in' the services they need.

In section 2 of this report looks we look at the range of services funded by SP. This provides information about the number of service users and the costs of services.

For the Greater Norwich housing market assessment our focus is the housing requirements of specific household groups. We consider three broad categories of household...

1. The largest group of SP service users are older people. We consider the needs of older people in section 3 of the report.
2. Hostels and refuges provide housing and support targeted at specific groups. In section 4 we consider the role of hostels and refuges. We also consider specific groups who need the housing and support hostels and refuges provide...
  - Offenders.
  - People with mental health problems.
  - People with substance misuse problems.
  - Women at risk of domestic violence.

3. In section 5 – the final section of this report – we consider the housing requirements of other household groups...

- Gypsies and travellers
- Homeless people and families.
- People with physical and sensory disabilities.
- People with learning difficulties.
- Refugees.

## 1.2 CONCLUSIONS

### Supporting People

In 2006/07 just over 7,000 people and households in Greater Norwich used SP funded housing support services. In addition SP funded floating support for 1,700 people in Norfolk.

Nearly 90% of service users (6,200) are frail elderly or older people with support needs.

### Older People

In 2006, 27% of the Norfolk population were aged 60 or over. By 2021 older people will make up 33% of the population<sup>1</sup>. Broadland and South Norfolk districts follow the pattern for Norfolk. Norwich city is different. In Norwich only 20% of the population in 2006 were aged 60 or over. The ONS predicts little change in this percentage by 2021.

The proportion of pensioner households, living in non-decent homes, is similar to the sub-regional average of 29%. However, pensioners are likely to have greater difficulty in arranging for work to bring a non-decent home up to standard.

In the sub-region 1,800 homes contain older people with an unmet housing need. About 500 of these older households need to move in order to address housing need.<sup>2</sup>

For older households who want – as opposed to need – to move, the most common reason is that the current home is too large.

Currently the main form of housing support funded by SP is sheltered housing. Sheltered housing provides support for a minority of older people. SP is considering other models of provision, such as floating support and more extensive use of home improvement agencies. Both floating support and home improvement agencies aim to help older people live in their existing home.

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<sup>1</sup> Based on figures from the Office for National Statistics (ONS).

<sup>2</sup> Opinion Research Services Housing Need and Stock Condition Study 2006.

SP are consulting on proposals to 'de-link' revenue funding from sheltered schemes. If this happens SP will consult Social Care and other commissioners about the best way to provide a broader package of support services for older people.

### Hostels and Refuges and their Residents

Within the sub-region there are nearly 400 hostel bed spaces. Most are in Norwich city. The largest primary need group are the single homeless.

Demand for hostel spaces exceeds supply. However, this is due to a shortage of 'move on' accommodation. There are enough hostel spaces. SP is working with the seven district councils to increase the supply of appropriate move on accommodation.

There is a shortage of hostel spaces for people with complex support needs including...

- Offenders.
- People with mental health problems.
- People with substance misuse problems.

Offenders without suitable accommodation are at an increased risk of re-offending.

People with mental health problems identify a need for suitable 'move on' accommodation. Most would prefer self-contained housing with outreach support.

People with substance misuse problems have particular problems accessing and retaining hostel accommodation.

### Other Specific Groups

The available evidence suggests there is a shortage of authorised caravan sites for Gypsies and travellers in the sub-region.

The largest group of homeless people with support needs are single homeless. However, there are also a small number of homeless families with support needs.

A large number of people with learning difficulties live with older carers. The Norfolk Learning Disabilities Partnership estimates that there are nearly 700 people with learning difficulties living with a carer aged 65 or older. For this group of people with learning difficulties SP identifies a need for more housing with support.

There is currently a lack of evidence on the housing and support needs for people with a physical or sensory disability. Breckland Council will lead in the production of a Norfolk housing and support strategy.

## 2 SUPPORTING PEOPLE

Supporting People (SP) is a government programme. The programme provides housing support to help people live independently.

The table shows how many service users received support from organisations funded from Norfolk SP in 2006/07. Norfolk SP operates across the county but the table gives information for the three Greater Norwich districts only. The table shows number of service users and the cost of providing support for each service type.

The table does not include floating support services. Across Norfolk the floating support services provided floating support to 1,676 service users.

### Supporting People Services in Greater Norwich 2006/07

<b>Service Type</b>	<b>Number of Service Users</b>	<b>Cost of Providing Housing Support</b>
Frail elderly	409	£264,471
Homeless families with support needs	55	£53,298
Offenders or people at risk of offending	22	£146,312
Older people with support needs	5,817	£2,267,623
People with a physical or sensory disability	44	£68,062
People with learning disabilities	141	£986,878
People with mental health problems	81	£472,315
Single homeless with support needs	360	£1,893,218
Traveller	34	£20,902
Women at risk of domestic violence	14	£243,026
Young people at risk	49	£460,238
<b>Total</b>	<b>7,026</b>	<b>£6,876,343</b>

Source: Supporting People

The largest groups of service users are the frail elderly (409) and older people with support needs (5,817). Together they represent 89% of service users and account for 37% of spending.

The next largest group of service users are single homeless with support needs. This group contains 5% of all service users and accounts for 28% of spending.

Information from SP helps quantify the housing needs of people and households with specific housing needs. But SP does not provide support for all people and households with specific housing needs. This is because...

1. Not all people with specific housing needs also require ongoing support. For example, a person with a physical disability may meet their needs by adaptations to their home.
2. Supporting People do not provide support to all people with a specific housing need. For example most older service users live in sheltered housing. Other older people may have unmet needs.

### **3 OLDER PEOPLE**

Older people make up a large and growing proportion of the population. Most older people have no specific housing need. But a minority need or want sheltered housing or need housing with care. A further group need help with adaptations or repairs to their home.

In Greater Norwich older people represent 89% of SP service users. Older people form a large majority of the households with specific needs helped by SP.

We identify two broad issues for older people in relation to the housing market assessment...

1. Do older people without specific housing needs – the majority – have different housing preferences to the rest of the population?
2. How many older people have specific housing needs? How is this likely to change as the population ages? How well are these needs met by the market and the affordable housing sectors?

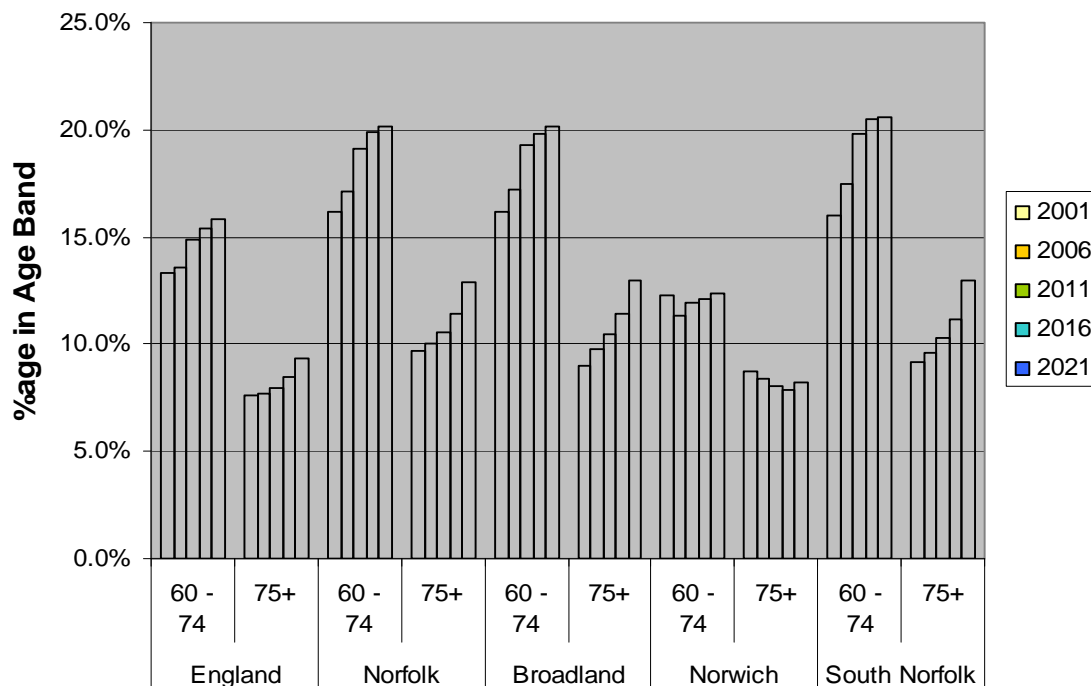
#### **3.1 DEMOGRAPHIC TRENDS**

The Office for National Statistics (ONS) provides population projections. These projections show the proportion of older people in the population will increase. Norfolk has a higher proportion of elderly people than the rest of England. ONS expect that this will continue.

Migration largely explains the higher proportions of older people in Norfolk. There is net in migration of both older working people aged 45 to 65 and people who have recently retired. Broadland and South Norfolk districts follow the pattern for Norfolk as a whole.

Norwich city is different. Most migrants into the city are young. For older ages net migration is out of the city largely to the nearby districts of Broadland and South Norfolk. If this pattern continues Norwich will not experience an increase in the proportion of older people in the period to 2021.

The Proportion of Older People in the Population



Source: Office for National Statistics 2004 trend based population projections.

**3.2 HOUSING NEED AND STOCK CONDITION INFORMATION**

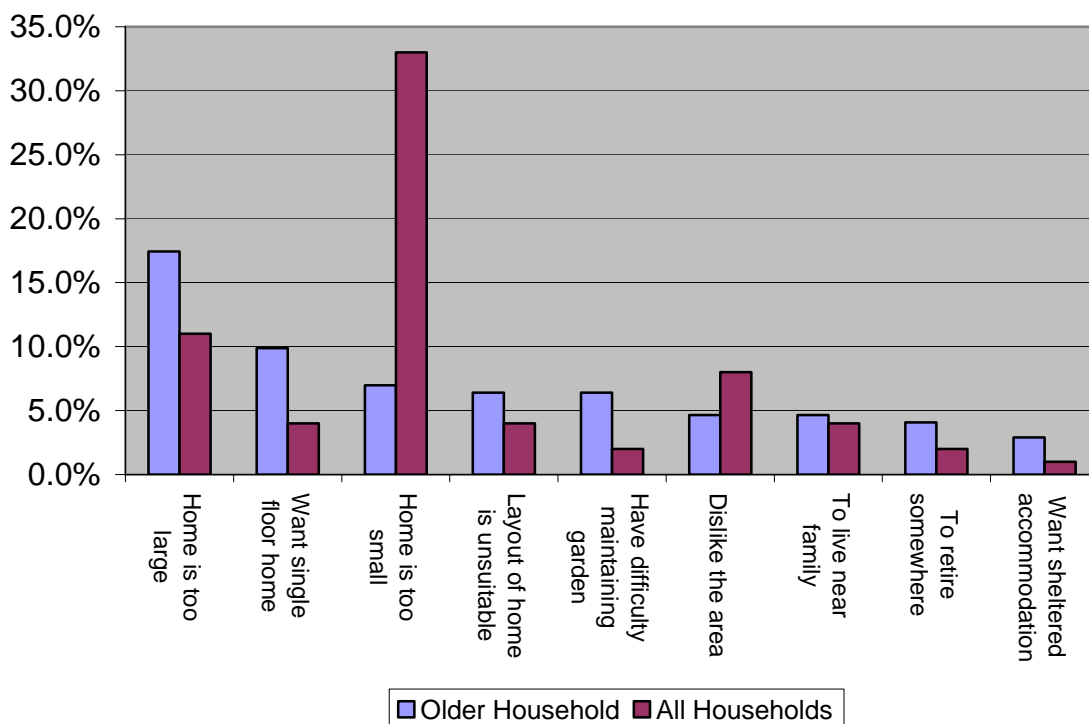
Opinion Research Services carried out a study of housing need and stock condition in 2006 (ORS). This study provides information about the needs and aspirations of older households in the sub-region.

Households Who Need to Move

Pensioner households (30.9%) are marginally more likely to live in a non-decent home than households in the sub-region as a whole (29.1%). But pensioners may have difficulty dealing with the things that may make a home non-decent. The most common problems that make a home non-decent are disrepair and lack of adequate thermal comfort.

ORS identified 1,800 homes in the sub-region that contain older people with unmet housing need due to health problems. In the majority of cases adaptations to their existing home will resolve the housing need. However, 500 older households needed to move.

Households Who Want to Move



Source: Opinion Research Services – Housing Need and Stock Condition Study

The graph shows the reasons for a household wanting to move. For older households the reasons are shown in order of importance. For comparison we show the results for all households. An older household contains at least one person over the age of 60.

The most likely reason for an older household wishing to move is because their home is too large. By comparison with all households, older households are less likely to find their home too small, but this is still the third most likely reason for wanting to move. For older households physical needs often appear to be behind the desire to move...

- Want single floor home.
- Layout of home is unsuitable.
- Have difficulty maintaining the garden.

As part of the ORS study people surveyed who were aged 60 or over were asked what type of housing they would be likely to consider if they moved in the future. The most popular option was a bungalow (40%), with sheltered housing, a retirement home and a private development for retired people all scoring close to 20%.

Bungalows are more expensive to purchase than a house of equivalent floor space. It follows that not all older people who want to move to a bungalow will be able to afford to, even if they are prepared to ‘downsize’.

### **3.3 SUPPORT SERVICES FOR OLDER PEOPLE**

Sheltered housing takes the majority of the SP budget for older people. A smaller proportion of the budget funds home improvement agencies (HIAs). HIAs provide help in the form of repairs and adaptations. These repairs and adaptations enable people to remain in their own home. The ORS study confirmed that many older people need the services provided by HIAs.

The charity Age Concern provides a range of services for older people. These services include alarm systems and directories of local trades' people.

In the private sector specialist house builders continue to develop sheltered leasehold housing. In these private developments, residents pay service charges to cover the cost of the support services provided by the scheme manager and alarm system.

The majority of older people are owner-occupiers. Most of these older people will be able manage their own needs as those needs change. This might involve adaptations to the home, the purchase of support services or perhaps a move to a private sheltered home.

A minority of owner-occupiers may need help to meet their housing needs. A further group of older people living in privately rented housing will require help in meeting their housing needs. These older people will seek help from services funded by SP. Norfolk SP is aware of the challenges ahead. SP is reviewing the way it funds services to meet the changing needs, and to maintain a balance between the needs of sheltered scheme residents and other older people with support needs.

## **4 HOSTELS AND REFUGES AND THEIR RESIDENTS**

In this section we look at the role of hostels and refuges in meeting the housing and support needs of specific groups. A large number of hostel residents are single homeless people. We consider this group with other homeless households later in the report.

Hostels and refuges are not intended as permanent housing. But the absence of sufficient 'move on' accommodation means many residents stay in hostels longer than they need to. This in turn means that there are insufficient spaces for potential residents who need a supported hostel environment.

### **4.1 HOSTELS**

There are nearly 400 hostel bed spaces in Greater Norwich. Most hostels are located in Norwich city.

Most hostels have a primary need group. But the reality is that many residents have additional needs. The additional needs may include substance abuse and mental health problems.

Hostel Provision in Greater Norwich

District	Primary Need Group			Overall
	Offenders	Single Homeless	Young People	
Broadland	7	17	-	24
Norwich	18	243	27	288
South Norfolk	-	86	-	86
Greater Norwich	25	346	27	398

Source: A Review of Hostels and Supported Housing in the Greater Norwich Housing Sub Region. Norfolk Supporting People and Norwich City Council 2006.

A review of hostel provision in the sub-region led by Norfolk SP and Norwich City Council found that...

*'Currently, demand for hostel accommodation exceeds supply. Principally this is down to slow move-on from hostels due, for example, to the general shortage of affordable housing, a lack of emphasis on resettlement and a general failure to develop move-on options in the private rented sector.'*

And

*'There is also limited access to services for individuals with dual diagnosis, multiple needs, active substance misuse, a history of exclusions from hostel services, arson or sexual offences, wheelchair users and for 16 and 17 year old homeless people. Improved access to current services for these groups is necessary and where appropriate new specialist services need to be developed.'*

(A Review of Hostels and Supported Housing in the Greater Norwich Housing Sub Region 2006.)

The supply of hostel bed spaces is adequate but these need to be better used and this requires better access to 'move on' accommodation. The hostels also need to refocus and provide for people with more complex support needs.

One of the outcomes of the hostel review is an action plan with a clear priority to improve 'move on' accommodation.

## 4.2 OFFENDERS

SP commissioned research by Research Plus+ into the accommodation and related support needs of offenders in Norfolk. Research Plus+ completed the research in 2004. Amongst a number of aims the research sought to...

- Identify existing provision for offenders.
- Identify current unmet need.
- To project need forward over a five year period.

The available data did not allow the researchers to build up a complete picture of need and future need. The prison service does not maintain information about the number of prisoners from Norfolk. So it is difficult to predict how many prisoners will want to live in Norfolk on release from prison.

However, it is likely that the requirement for accommodation for offenders will grow given the growing number of people in prison.

The research identified a number of issues relating to the housing of offenders...

1. Prisoners on release from prison are more likely to re-offend if they have no pre-arranged accommodation.
2. A lack of suitable housing is a factor in offending behaviour for...
  - A fifth of adult offenders.
  - A third of young offenders.
3. Substance abuse is a factor affecting many offenders. Many hostels will not house people who abuse substances. In consequence there is a shortage of supported housing for people with substance misuse problems.
4. There is a shortage of hostel spaces for offenders. In Greater Norwich only three hostels provide accommodation specifically for offenders. The three hostels can house 27 people. Many offenders therefore access hostels targeted at other groups. Few hostels are able to take sex offenders and people whose offences relate to domestic violence or arson.
5. Some temporary housing used by local councils is unsuitable for vulnerable offenders.
6. Rent deposit schemes can help offenders access the housing in the private rented sector.

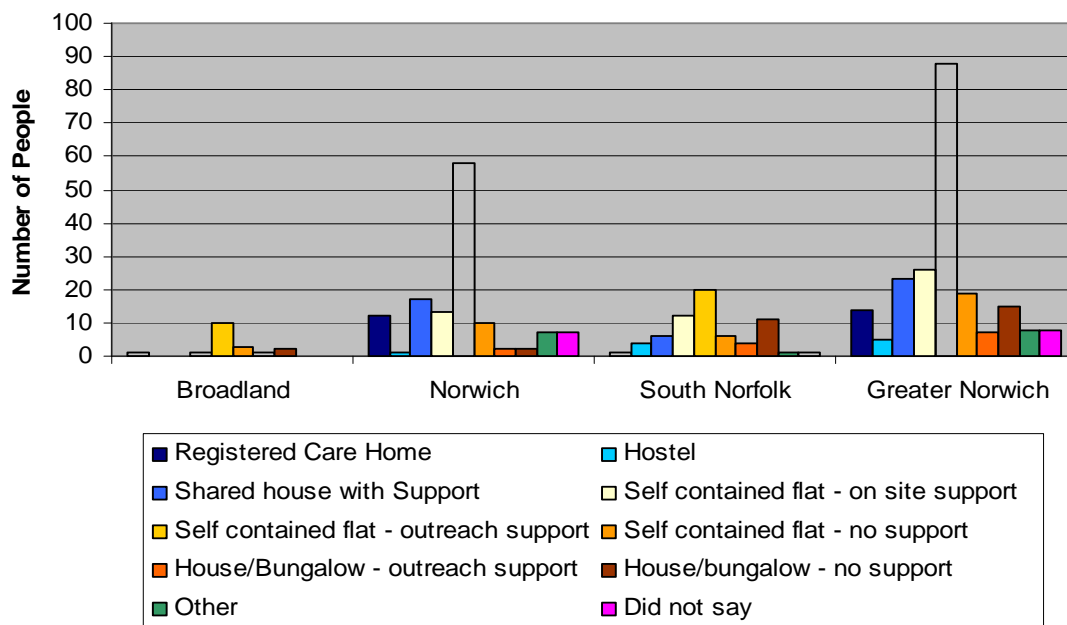
To address specific housing problems the report recommended the provision of additional accommodation with appropriate support. In the Greater Norwich sub-region the report identifies unmet need for...

1. Emergency 24-hour accommodation for offenders on release from prison.
2. Accommodation for people with substance misuse problems.
3. More move on accommodation to 'free up' existing hostel spaces.
4. Accommodation with support for offenders with severe mental health problems.
5. Accommodation with support for people with mild to moderate learning difficulties.
6. Accommodation for young offenders.

### 4.3 PEOPLE WITH MENTAL HEALTH PROBLEMS

Research funded by SP into the needs of people with mental illness found that most people who needed to move home wanted their own self-contained housing. Julian Housing undertook the research for SP in 2005.

*Preferred Housing Option for those who Want/Need to Move in Next Two Years*



Source: A Norfolk Wide Survey of Housing and Support Needs – SP 2005

The survey is based on the results of 509 completed surveys for the Greater Norwich sub-region. Of these completed surveys 213 people<sup>3</sup> identified a need for alternative housing either now or within the next two years.

### 4.4 PEOPLE WITH SUBSTANCE MISUSE PROBLEMS

The Norfolk Drug and Alcohol Partnership (NDAP) is a partnership of education, health, police, probation and voluntary organisations. The NDAP has funded research projects highlighting the importance of accommodation in helping people address substance misuse issues.

The NDAP research found that...

- Substance abuse was often a cause of homelessness.
- Many people with substance misuse problems also have mental health problems. The Homeless Outreach Team figures for Norfolk in 2003-04 showed that 42% of the individuals they worked with who were misusing substances also had an established mental health problem.

<sup>3</sup> Service users or carers, statutory and voluntary agencies, etc completing surveys on behalf of a service user.

- People who become homeless and have a substance misuse problem find it harder to locate and retain accommodation even when they are receiving support or treatment. These difficulties become even more severe when there are other complex needs.

As a result of the hostels review SP and NDAP jointly planned and commissioned an accommodation based support service in Norwich for offenders with substance misuse problems.

Norwich city council are considering developing further accommodation for people with more chaotic patterns of alcohol and drug use. SP also funds as a pilot, housing support for people with dual diagnosis needs.

#### **4.5 WOMEN AT RISK OF DOMESTIC VIOLENCE**

SP supports two refuges, one in Norwich and the other in South Norfolk, for women affected by domestic violence. The current Norwich refuge provides accommodation for nine people and there are plans to extend the provision to 12. The South Norfolk refuge provides accommodation for four people.

The government has set a target of one refuge place for every 10,000 in the population.

SP is currently engaged in a countywide strategic review of refuges and other housing related domestic violence support services. Broadland district is considering a potential refuge development on the outskirts of Norwich. SP will consider the revenue funding requirements of this development alongside other funding demands.

### **5 OTHER SPECIFIC HOUSEHOLD GROUPS**

This section looks at the housing needs of other specific groups that receive housing support from organisations funded by SP. SP with partner organisations is building up a research base. This research base helps inform decisions on priorities for funding.

The research base for some specific groups covered in this section is limited. In some cases SP have plans for further research to address gaps in knowledge.

#### **5.1 GYPSIES AND TRAVELLERS**

Evidence for the East of England Review of Gypsy and Traveller Accommodation identified a shortage of authorised caravan pitches. The review identifies a need for 1,220 additional pitches in the East of England and suggested two alternative allocation methods for the additional sites.

The two allocation methods give differing requirements for the Greater Norwich Districts.

The first allocation option uses evidence of need by current location of the need. However, most need arises from existing site provision and unauthorised developments. So, estimates of need are not evenly spread across the region. The second option allocates provision more evenly across the region.

<b>District</b>	<b>Option 1</b>	<b>Option 2</b>
Broadland	1	15
Norwich	5	15
South Norfolk	21	21

Research for the Department for Communities and Local Government (DCLG) found that at least 50% of Gypsies and Travellers live in permanent housing. As part of their research ORS interviewed 5,279 people. Thirty-three of these interviews involved Gypsies or Travellers living in permanent housing. Only three (9%) of Gypsy or Traveller households want to move. This is lower than the average for the sub-region of 13.1%. We conclude that Gypsy and Traveller families living in permanent housing do so as a positive choice and not because they are unable to find suitable sites for a caravan.

SP provided funding for two support workers from the Ormiston Trust. The support workers provide advocacy and housing support.

## 5.2 HOMELESS HOUSEHOLDS

In the year April 2005 to March 2006 the Greater Norwich districts had to house nearly 500 statutorily homeless households.<sup>4</sup> Over half were homeless families with dependant children and/or include a pregnant woman.

Not all homeless people are statutorily homeless. The largest group are single homeless people – most of whom are not in priority need as defined in legislation.

Whilst not in priority need ORS included single homeless people ready to move on from hostel/supported accommodation as part of their calculation of housing need.

### Statutorily Homeless Households 2005/06

<b>District</b>	<b>Statutorily Homeless Households</b>	<b>Families with Dependent Children and/or include a pregnant woman</b>
Broadland	140	85
Norwich	275	137
South Norfolk	81	48
Total	496	270

Source: HSSA 2005/06 from the Department for Communities and Local Government

In 2006/07 Norfolk SP provided funding to support over 400 homeless service users. The SP definition of homeless includes people for whom district councils

<sup>4</sup> These are defined as households that are not intentionally homeless who are eligible for assistance and in priority need.

have no duty to secure housing. For example, many single people do not have a priority need for housing.

Supporting People Services in Greater Norwich 2006/07

<b>Service Type</b>	<b>Number of Service Users</b>	<b>Cost of Providing Housing Support</b>
Homeless families with support needs	55	£53,298
Single homeless with support needs	360	£1,893,218
<b>Total</b>	<b>415</b>	<b>£1,946,516</b>

Source: Supporting People

Very broadly there are two groups of homeless...

1. Statutorily homeless households for whom district councils have a duty to secure housing. These are mostly families and others who require a place to live but who do not need support in order to live independently.
2. Single homeless and a small number of homeless families who need housing with support to live independently.

The total number of newly arising homeless households is not simply the addition of the statutorily homeless plus those receiving support funded by SP. The SP figures show current service users and not the number of new homeless people. The SP figures will also include some who are statutorily homeless. So we cannot be sure of the number of homeless households. But we can give a range – between 496 (the number accepted as statutorily homeless) and 911 (the statutorily homeless plus SP service users).

### **5.3 PEOPLE WITH LEARNING DIFFICULTIES**

The Norfolk Learning Difficulty Partnership Board has written a Housing Plan for people with learning difficulties. The plan is called 'This is My Home'.

'This is My Home' provides information about need using data from the 2001 census and from Social Services.

In 2002 the voluntary register held by Social Services recorded 2,596 people with a learning difficulty in Norfolk...

- 226 were under 16.
- 2,165 were aged 16 to 64
- 205 were 65 or older.

People on the register are spread fairly evenly across the seven Norfolk districts. 'This is My Home' estimates the number of people on the register will increase to 3,575 by 2008.

'This is my Home' found that the biggest single demand for services was for people living with older carers. Applying national statistics 'This is My Home' estimate that 60% or 2,042 people with learning difficulties in Norfolk live with older carers. About a third of family carers are aged over 65. In Norfolk this means 681 people are living with a carer aged over 65.

SP identifies a growing need for independent housing with support for people with learning difficulties. This need is partly due to the changing aspirations of people with learning difficulties. Demographic factors are also important. For example, the life expectancy of people with Downs' Syndrome is increasing. It is no longer realistic to expect the parents of a person with Downs' Syndrome to be able to provide care for the lifetime of their child.

Saffron Housing Trust together with Norfolk Learning Difficulty Service provides housing with support for 15 people with learning difficulties. SP provides £70,000 annually to pay for the support. Cotman Housing Association in Norwich is building five homes for use by people with learning difficulties. SP will provide funding to provide housing support.

### **5.4 PEOPLE WITH PHYSICAL AND SENSORY DISABILITIES**

Breckland Council will lead in the production of a housing and support strategy for people with a physical or sensory disability. SP hoped that work on this strategy would commence in June 2007. SP currently funds services that support 44 people with a physical or sensory disability.

## **5.5 REFUGEES**

SP is committed to work with partner agencies to provide any support required by refugees settling in Greater Norwich as part of the Gateway project. The Home Office funds the first year of accommodation and housing support costs for families settling in Norfolk as part of the Gateway project. SP is working with Gateway partners to ensure that floating support is available where needed for families with support needs beyond the first year.

Norwich is a receiving authority for asylum seekers who are awaiting a positive decision about their status. Over the last five years a very small number who receive a positive decision elect to remain in the sub-region.