



East Hagbourne

NEIGHBOURHOOD DEVELOPMENT PLAN -
2018 to 2033

Submission Version 17 September 2018

Appendix 9: Housing Needs Assessment

East Hagbourne
Housing Needs Assessment

January 2018

Quality information

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List of acronyms used in the text:

AH	Affordable Housing (NPPF definition)
AMH	Affordable Market Housing
SODC	South Oxfordshire District Council
DCLG	Department for Communities and Local Government
HMA	Housing Market Area
HLIN	Housing Learning and Improvement Network
HNA	Housing Needs Assessment
LPA	Local Planning Authority
NAOP16	Needs Analysis for Older People in Oxfordshire 2016
NP	Neighbourhood Plan
NA	Neighbourhood Area
NPPF	National Planning Policy Framework 2012
OCC	Oxfordshire County Council
ONS	Office for National Statistics
PPG	Planning Practice Guidance
PRS	Private Rented Sector (Housing)
SHMA14	Oxfordshire Strategic Housing Market Assessment 2014
SOLP17	South Oxfordshire Local Plan 2011-2033 Publication Version October 2017
SODC	South Oxfordshire District Council
VoWH	Vale of White Horse

1. Headlines

1. Shared ownership and other affordable forms of **home ownership and affordable renting**, including social renting, have a significant role to play in meeting locally expressed needs.
2. There is likely to be a significant need for **small and medium sized housing of 2-3 bedrooms in the future**, with these most appropriately provided via the provision of terraced houses.
3. There is a need for additional specialist housing for the elderly in the plan area totaling **17 units over the plan period**, which should be of sufficient size to make a dedicated scheme feasible.

2. Executive Summary

Introduction

4. East Hagbourne Parish Council is designated as a Qualifying Body (QB) and has decided to prepare a Neighbourhood Plan for the Parish area, referred to here as the Neighbourhood Area (NA). The 2011 Localism Act introduced neighbourhood planning, allowing parishes, town councils or neighbourhood forums across England to develop and adopt legally binding development plans for their neighbourhood area. We have been asked to prepare a Housing Needs Assessment by the Parish Council, based on a robust methodology, local data, and focussed on a number of research questions agreed with the Parish Council.
5. As more and more town and parish councils or neighbourhood forums seek to address housing growth, including tenure and type of new housing, it has become evident that developing policies need to be underpinned by robust, objectively assessed housing data.
6. In the words of the national Planning Practice Guidance (PPG), establishing future need for housing is not an exact science, and no single approach will provide a definitive answer¹. The process involves making balanced judgements based on the qualitative and statistical evidence gathered as well as having regard for relevant national and local planning policies and guidance.
7. At a neighbourhood planning level, one important consideration is determining the extent to which the neighbourhood diverges from the local authority average, reflecting the fact that a single town, village, or neighbourhood almost never constitutes a housing market area on its own and must therefore be assessed in its wider context.
8. The guidance quoted above on housing needs assessment is primarily aimed at local planning authorities preparing Strategic Housing Market Assessments (SHMAs), which are used to determine housing need at a local authority level. However, it helpfully states that those preparing neighbourhood plans can use the guidance to identify specific local needs that may be relevant to a neighbourhood, but that any assessment at such a local neighbourhood level should be proportionate.
9. Our brief was to advise on data at this more local level to help **East Hagbourne Parish Council (EHPC)** understand the tenure, type, and size of housing needed to inform neighbourhood plan policies.

Summary of Methodology

10. Housing Needs Assessment (HNA) at neighbourhood plan level can be focused either on quantity of housing needed, type of housing needed, or both. In most cases, there is a need to focus on quantity where the housing target for the settlement being assessed is unclear, for example where the local authority has not set a specific target for the settlement, or where there is no local plan in place.
11. In the case of East Hagbourne however, the emerging Local Plan for **South Oxfordshire District Council (SODC)** indicates projected growth of 5-10% over and above 2011 census dwelling numbers for the parish (including commitments), a figure which EHPC has considered appropriate given supply side constraints. In this context, the task of this HNA is to consider what types, tenures and sizes of housing are needed by the local population living in East Hagbourne, rather than the overall level of housing required.
12. The rationale for this approach is that neighbourhood plans need to meet the basic conditions, the fulfilment of which is tested through an independent examination. One of these, Basic Condition E, requires the Neighbourhood Plan to be in 'general conformity with the strategic policies' of the Local Plan. The Government's Planning Practice Guidance indicates that the level of housing development is likely to count as a strategic policy.² As such, this HNA investigates specific local needs that are relevant to the neighbourhood whilst supporting the strategic development

¹ PPG Paragraph: 014 Reference ID: 2a-014-20140306 Revision date: 06 03 2014

² See Planning Practice Guidance Paragraph: 006 Reference ID: 2a-006-20140306

needs set out in the emerging local plan. This means a neighbourhood plan can propose more housing where there is demonstrable need, but not less than the Local Plan.

13. In terms of the types of housing needed, there is generally more flexibility on what neighbourhood plans can cover. Indeed, the emerging local plan, South Oxfordshire Local Plan 2011-2033 Publication Version October 2017 (SOLP17), makes clear that both evidence from the SHMA and Neighbourhood Plan should inform local housing mix³. In order to understand the types of housing needed in East Hagbourne we have gathered a wide range of local evidence and summarised it into policy recommendations designed to inform decisions on housing characteristics.
14. This objective and independent housing needs advice note follows the PPG approach where relevant. This ensures our findings are appropriately evidenced. The PPG advises that assessment of development needs should be thorough but proportionate and does not require planners to consider purely hypothetical future scenarios, only future scenarios that could be reasonably expected to occur.
15. Our approach is to provide advice on the housing required based on need and/or demand rather than supply. This is in line with the PPG, which states that *'the assessment of development needs should be an objective assessment of need based on facts and unbiased evidence. Plan makers should not apply constraints to the overall assessment of need, such as limitations imposed by the supply of land for new development, historic under performance, viability, infrastructure or environmental constraints.'*
16. For this reason, we advise that the conclusions of this report should be assessed against supply-side considerations (including, for example, factors such as transport infrastructure, landscape constraints, flood risk and so on) as a separate and follow-on exercise⁴.

Types of Housing Needed

Table 1: Summary of local factors specific to South Oxfordshire with a potential impact on neighbourhood plan housing characteristics

Factor	Source(s) (see Chapters 6 and 7)	Factors affecting housing needed	Conclusion
Affordable Housing	PPG, Housing and Planning Act, Fixing our Broken Housing Market 2017, Census 2001/2011, SHMA14, Zoopla, PPD, UKHPI, SODC	<p>Owner occupied housing is the dominant tenure in East Hagbourne. However, social rented housing is also significant in the village, representing close to 15% of all housing versus 11% in the district. Consequently, levels of private renting are significantly lower than in the district. Between the two census periods, there has been relatively little change in the tenure of the housing stock.</p> <p>Affordability is worsening in the district and in East Hagbourne, with the district median income barely enough to rent in the village let alone buy a property. Indeed, based on a typical mortgage lending ratio, an income of £112,000 would have been required to purchase a house at the median price for East Hagbourne in 2016.</p>	<p>Given the existing tenures of housing in the Parish, and the preferences expressed by residents in surveys, it is recommended that affordable home ownership (shared equity) schemes should be provided to meet the affordable housing needs the community. Such needs could potentially be met by starter homes, which, capped at £250,000 outside of London, would be significantly cheaper than shared equity g sold at 80% of market prices, as well as cheaper than the vast majority of housing currently sold in the Parish. Affordable rented homes could also contribute to meeting affordable housing need in the parish, particularly given the lack of private rented sector housing.</p>

³ SOLP17, pp. 75

⁴ Such an approach, clearly separating housing need assessment from dwelling capacity assessment, was endorsed by the Government for calculating housing need at local authority level in the ministerial statement and press release 'Councils must protect our precious green belt land' (DCLG, 4 October 2014, available at <https://www.gov.uk/government/news/councils-must-protect-our-precious-green-belt-land>)

Demand/need for smaller dwellings	Census 2001/2011, SHMA14, EHPC	<p>Between the last two censuses, there were significant increases in the number of households living in large homes, although this was not necessarily correlated with larger families. Fully 51% of households in East Hagbourne have “two or more bedrooms more than is recommended for the number and composition of people living in the household and is also considered under-occupied by the Census”⁵. This is likely as a result of children growing up and leaving the family home.</p> <p>Less than a third of households in East Hagbourne have dependent children, less than in South Oxfordshire as a whole, with more one-person households over 65 and more families with no children living at home than the district average.</p>	All of the demographic data analysed points towards a need for smaller homes in the parish. Indeed, resident preferences as expressed in household surveys also point to a significant desire for smaller housing types, primarily of two and three bedrooms. The SHMA14 puts forward a strategic mixture of housing for both market and affordable homes, but for East Hagbourne, housing needs in terms of size tend more towards those specified for affordable housing than market housing. This suggests that there may be significant viability challenges to delivering the sizes of housing that are suitable for residents in a market context.
Demographic change	Parliamentary Research Briefings, Demos Top of the Ladder Report, Age UK, NAOP16 Census 2001/2011, SHMA14, Housing LIN Toolkit	There have been significant increases in the elderly population of East Hagbourne, particularly those aged 85+, who may be in greater need of specialist housing, sometimes for sufferers of dementia. This increase is on top of the general ageing population in this part of South Oxfordshire.	This shift will need to be accounted for in the future housing stock of East Hagbourne, with a need for both lifetime suitable homes, as well as for more specialist housing types, particularly given the advanced age of such residents. This indicates a local need for 17 additional specialist units over the plan period at current rates of provision for the district, although these could be met outside the parish.
Dwelling type	Census 2001/2011, SHMA14, Land Registry PPD, UKHPI, CACI	Linked to homes being relatively large in East Hagbourne, more than half of all housing is detached. Conversely, there are somewhat fewer flats in East Hagbourne than in the district, and far fewer terraced houses.	Given the relative undersupply of terraced housing & flats, there is a case to be made for building a higher number of smaller units to satisfy both housing needs in terms of size and affordability.
Larger-sized housing	Census 2001/2011, SHMA14, Land Registry PPD, UKHPI, CACI	The household and demographic shifts described above present clear evidence of a need for more smaller homes, and given that new households forming will likely be best served by smaller housing types, the provision of housing of four or more bedrooms would not be likely to meet future needs in the parish, particularly given the predominance of such types within the existing stock.	Smaller housing types should continue to be prioritised via the planning process, potentially even more than they are at district level as a whole. Indeed, with fewer families choosing to live in East Hagbourne than would be expected given the district average for this type of household, it is worth considering whether any future housing should be built of this size, given that demographic demand is likely to be low, with supply from the existing stock relatively high.

Source: AECOM

⁵<https://www.ons.gov.uk/peoplepopulationandcommunity/birthsdeathsandmarriages/families/articles/generalhealthinovercrowdedandunderoccupiedhouseholdsinenglandandwales/2015-02-19#results-england-and-wales>

Recommendations for next steps

17. This neighbourhood plan housing needs advice has aimed to provide EHPC with evidence on housing trends from a range of sources to identify local housing need within the Neighbourhood Plan Area. We recommend that the Parish should, as a next step, discuss the contents and conclusions with South Oxfordshire District Council with a view to agreeing and formulating draft housing policies:
 - The Basic Conditions that neighbourhood plans need to fulfil in order to pass examination, in particular having regard for national policies and advice contained in guidance issued by the Secretary of State; that its policies contributes to the achievement of sustainable development and are in general conformity with the adopted strategic local policies⁶;
 - the views of South Oxfordshire District Council – to in particular in relation to how planned for growth can accommodate the needs of local people through a local lettings policy forming part of planning conditions;
 - the views of local residents;
 - the views of other relevant local stakeholders, including housing developers; and
 - the numerous supply-side considerations, including local environmental constraints, the location and characteristics of suitable land, and any capacity work carried out by the South Oxfordshire District Council, including but not limited to the SHLAA
 - the recommendations and findings of this study.
18. Recent changes to the planning system, forthcoming changes to the NPPF, as well as the implementation of the Housing and Planning Act, will continue to affect housing policies at a local authority and, by extension, a neighbourhood level.
19. This advice note has been provided in good faith by AECOM on the basis of housing data and national guidance current at the time of writing (alongside other relevant and available information). Bearing this in mind, we recommend that the steering group should carefully monitor strategies and documents with an impact on housing policy produced by the District Council or any other relevant body and review the neighbourhood plan accordingly to ensure that general conformity is maintained.
20. At the same time, monitoring ongoing demographic or other trends over the neighbourhood plan making period relating to the factors summarised in Table 1 would be particularly valuable.

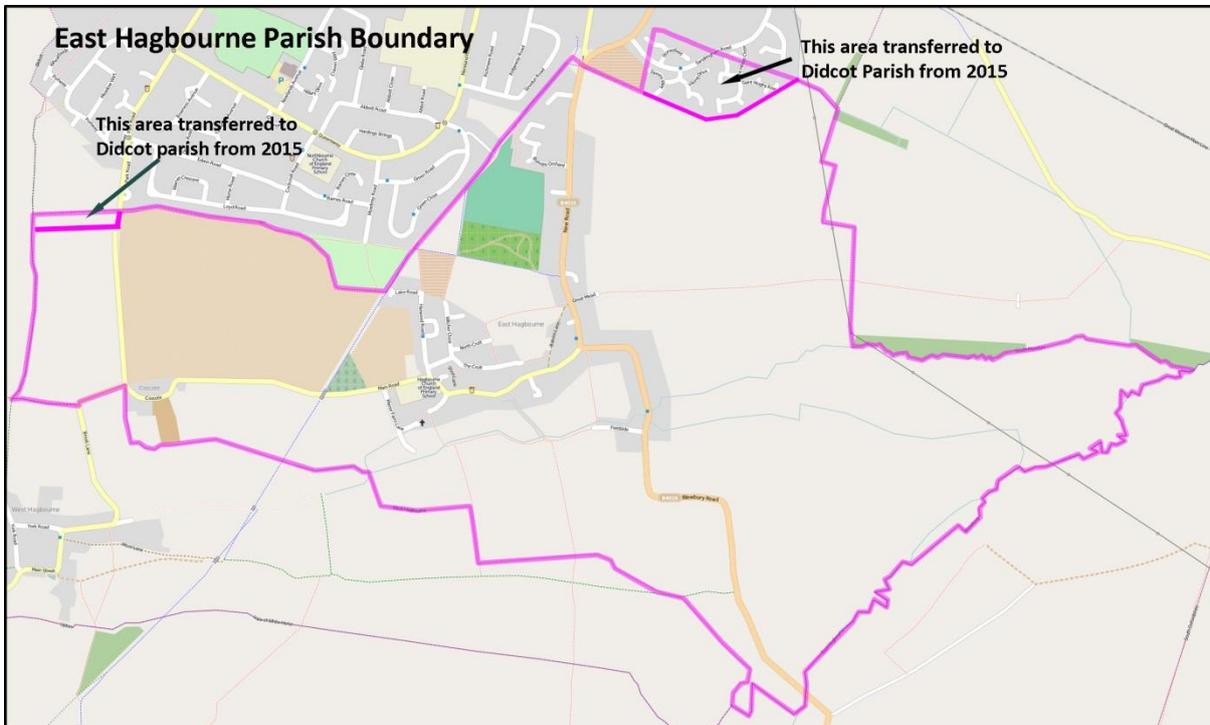
⁶ The five basic conditions and how they should be addressed can be seen in the document 'How to Write a Basic Conditions Statement, <https://mycommunity.org.uk/wp-content/uploads/2016/08/How-to-write-a-basic-conditions-statement.pdf> (visited 19/09/17)

3. Context

3.1 Local context

21. East Hagbourne is a village and civil parish sitting within the South Oxfordshire district of the Oxfordshire County in South East England. The parish boundary directly abuts Didcot to the North, and sits approximately 11 miles south of Oxford. Bordered by Hakka's and Mill Brooks to the south, the village is surrounded by fields and centred on a small square at the convergence of three main roads – Main Rd, Blewbury Rd and New Rd. Of these, New Road links the parish to Didcot to the North, whilst Main Road links it to West Hagbourne and on towards the A34, and Blewbury Road links the parish to the nearby village of Blewbury.
22. The neighbourhood plan boundary corresponds to the parish Boundary and so encompasses the hamlet of Coscote (to the west of the village) and also the small group of houses around Hagbourne Mill. Part of the parish was transferred to Didcot parish in 2015, and therefore this area has been excluded from the data considered in this report, namely by excluding the census geographies E00145849 and E00145850 for 2001 and 2011 census data collection.

Figure 1: East Hagbourne parish Boundary, with 2015 Change



Source: EHPC

3.2 Local planning policy context

23. In line with the basic conditions of Neighbourhood Planning, Neighbourhood Development Plans (NDPs) are required to be in general conformity with adopted strategic local policies, as discussed above. Consequently, there is a requirement for the relevant Local Plan to be reviewed as part of this HNA. South Oxfordshire District Council's Local Plan 2011, adopted on 20 January 2006, is the most up to date completed local plan for the area. However, the District Council has recently published a publication version of the emerging Local Plan 2011-2033 for which the consultation period recently ended on 30 November 2017. Both documents have been reviewed for policies relevant to housing need, although more attention has been given to the more recent Emerging Local Plan. Additionally, the District Council has published a Housing need and supply Topic Paper which also been reviewed here.

3.2.1 South Oxfordshire Local Plan 2011-2033 (Publication version, October 2017)

24. Policy STRAT1 & STRAT2: The overall strategy & The Need for New Development in South Oxfordshire. The spatial strategy sets out the strategy for "strengthening the heart of the district" and recognises the rural nature of the

distinct. It sets a hierarchy of settlements and directs development to larger villages and “supporting smaller and other villages by allowing for limited amounts of housing and employment to help secure the provision and retention of services. The level of new housing will be monitored and reviewed five years after the local plan is adopted and then periodically while taking up-to-date evidence into account”.

25. Policy H1: Delivering new homes. The target number of homes for the entire district is 20,800 and this should be broadly divided between the “Strategic Allocations, smaller sites allocated or carried forward in this plan and on sites that are allocated by Neighbourhood Development Plans”.
26. Policy H9: Affordable Housing: sets out the district’s requirements for the provision of at least 40% of the residential units to be affordable housing where there is a net gain of 11 or more residential units subject to viability. The tenure mix should be 75% social rented and 25% shared ownership. It then sets out that the affordable housing should be provided on site and mixed with the market housing.
27. Policy H8: Housing in the Smaller Villages, sets out policies related to smaller villages. East Hagbourne is designated as such in the settlement hierarchy (appendix 7). Smaller villages will together make provision for a minimum of 500 new homes met through small sites and infill development not allocated by the local planning authority but achieved through Neighbourhood Development Plans, with the proviso that such plans must allocate sites to achieve at least a 5% increase in dwelling numbers above those recorded in the 2011 census. Where no NDP is in place, a 5-10% increase in such dwelling numbers will be achieved through suitable developments.

4. Approach

4.1 Research questions

28. Below we set out the RQs relevant to this study, as discussed and agreed with EHPC.
29. Research Questions, abbreviated to 'RQ,' are arrived at the start of the project through discussion with the parish. They serve to direct our research and provide the structure for the HNA.

4.1.1 Quantity

30. East Hagbourne is identified in SODC's emerging Local Plan as a 'smaller village'⁷.
The Plan is specific in terms of the volume of additional housing deemed appropriate for settlements of this size, '5%-10% growth, based on the number of dwellings at the 2011 census, minus completions since 2011 and outstanding commitments.'⁸ A Community Survey conducted in 2016 showed that residents are not supportive of extensive house building, so the 5-10% growth figure is the guiding factor in the development of the neighbourhood plan. As such, this HNA considers the appropriate types and sizes of housing rather than the quantity that will be required over the plan period.
31. While EHPC does not specifically seek additional affordable housing, it is aware more will be provided as a result of the operation of SODC's housing policies. This study will therefore examine and put forward recommendations as regards the tenure mix.
32. **RQ 1. What affordable housing (social housing, affordable rented, shared ownership, intermediate rented) and market tenures should be included in the housing mix?**

4.1.2 Type and size

33. Survey work undertaken by EHPC indicates that the community feel that there may be a shortage of smaller dwellings in the neighbourhood, particularly two bed dwellings; moreover, the incremental process of domestic development has led, in the view of the parish, to an increase in the number of larger homes. The HNA will therefore look into the type and size of dwellings that should be supported in future years, bearing in mind the current stock of dwellings.
34. **RQ2. What type (terrace, semi, bungalows, flats and detached) and size (number of habitable rooms) of housing is appropriate?**

4.1.3 Housing for specialist groups

35. The parish is aware that its population is aging, and wishes to ensure future provision considers the needs of the retired as well as the specialist housing needs of disabled people as well as those aged 75+.
36. **RQ3. What provision should be made for specialist housing within the NA?**

4.2 Study objectives

37. The objectives of this report can be summarised as:
- The collation of a range of data with relevance to housing need in East Hagbourne in relation to South Oxfordshire as a whole.
 - Analysis of that data to determine patterns of housing need and demand;
 - Setting out recommendations based on our data analysis that can be used to inform the Neighbourhood Plan's housing policies.
38. The remainder of this report is structured around the objectives set out above, save for the section below, which describes the data sources which the report has drawn on in more detail.

⁷ South Oxfordshire Local Plan 2011-2033 Publication Version October 2017 page 231

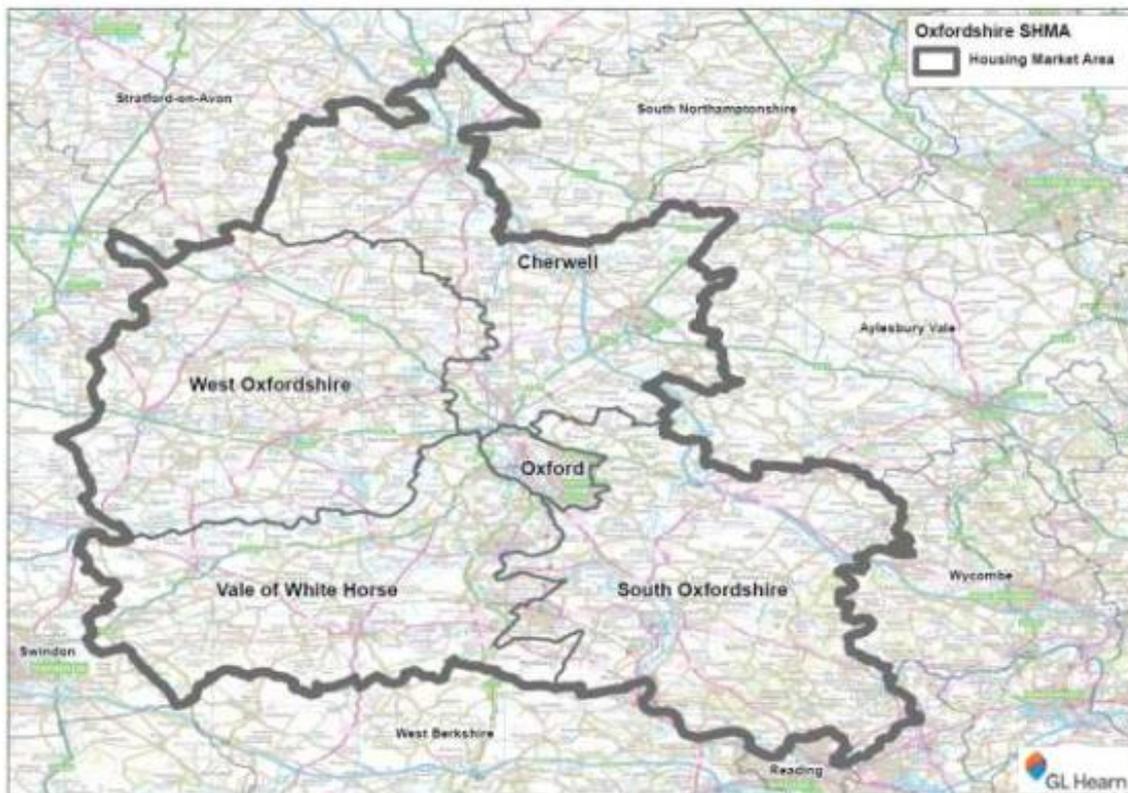
⁸ South Oxfordshire Local Plan 2011-2033 Publication Version October 2017 page 70

4.3 Relevant data

4.3.1 SHMA14

39. The PPG states that neighbourhood planners can refer to existing needs assessment prepared by the local planning authority as a starting point. As such, we turn to the Oxfordshire Strategic Housing Market Assessment, published in 2014, which provides relatively up-to date statistics and conclusions on housing need in the area.
40. The SHMA14 draws upon a range of data including population projections, housing market transactions and employment scenarios to derive the objectively-assessed housing need. As such, it contains a number of points of relevance when determining the degree to which the housing needs context of East Hagbourne itself differs from district and county picture.
41. The basis for strategic housing market assessments prepared by local planning authorities is the housing market area, a geographical area defined as part of the study as being a contiguous housing market, based on a series of statistical calculations including how people travel to work, and where they tend to move house. The Oxfordshire housing market area is shown in Figure 1 below. This Housing Market Area (HMA) has been used to contextualize the data in this study.

Figure 2: The Oxfordshire Housing Market Area



Source: SHMA14

4.3.2 Documents provided by South Oxfordshire Council

42. A range of information relevant to housing needs assessment is held by the LPA itself. Therefore, data acquired directly from South Oxfordshire Council, including annual dwelling completions monitoring data, affordable housing register data and self-build register data, has been used in preparing this HNA report.

4.3.3 Documents provided by EHPC

43. A comprehensive neighbourhood plan community survey report was provided by East Hagbourne parish Council, and was prepared by Community First Oxfordshire in September 2016. The survey consisted of questions on 7 themes, one of which was housing. Data from this survey has been considered in this study on the basis that it provides strong evidence of locally expressed needs and preferences regarding housing.

5. Tenure

RQ 1. What affordable housing (social housing, affordable rented, shared ownership, intermediate rented) and market tenures should be included in the housing mix?

44. The PPG states that HNAs should investigate household tenure in the current stock and recent supply, and make an assessment, based on a reasonable interpretation of the evidence gathered, whether continuation of these trends would meet future needs or whether, on account of significant misalignments between supply of housing falling into different tenure types and local need/demand, policies should support a change to the profile of tenure within the NA's housing stock.⁹
45. As has already been made clear above, this HNA will not consider the overall housing need in East Hagbourne, instead taking as its starting point the figure of 5-10% growth in dwelling numbers from the 2011 Census over the emerging Local Plan period to 2033. This would imply a total growth in dwelling numbers of between 24 and 49 homes. Indeed, annual monitoring data provided by SODC for the period 2011-2017 suggests that 7 homes were completed in East Hagbourne, and furthermore, this level of growth will apply to both completed dwellings and those committed through planning applications granted. As such, it is the task of this HNA to establish the characteristics of the housing needed rather than the overall number.

5.1 Background and definitions

46. It is necessary at this stage of this report to make clear the distinction between affordable homes in planning terminology and the colloquial meaning of the phrase. In the course of this study, we refer to Affordable Housing, abbreviated to 'AH'. We mean by this those forms of housing tenure that fall within the definition of Affordable Housing set out in the National Planning Policy Framework (NPPF): social, affordable rented and various forms of intermediate housing. To distinguish this from the colloquial definition, i.e. non-subsidised housing affordable to local people, we refer to the latter as Affordable Market Housing (AMH).
47. In this paragraph we briefly review the proposed reforms to the definition of AH set out in the Government's Housing White Paper published in February 2017. These reforms make clear its commitment to home ownership but recognised the important role of affordable rent for those not currently seeking home ownership. The changes proposed would broaden the definition of affordable housing, supporting 'present and future innovation by housing providers in meeting the needs of a wide range of households who are unable to access market housing'. This would include 'products that are analogous to low cost market housing or intermediate rent, such as discount market sales or innovative rent to buy housing. Some of these products may not be subject to 'in perpetuity' restrictions or have recycled subsidy'.
48. The Housing and Planning Act 2016 made provision for a new simplified definition of affordable housing as 'new dwellings...to be made available for people whose needs are not adequately served by the commercial housing market'¹⁰. Secondary legislation is required to implement this definition, necessitating further parliamentary debate¹¹.
49. The Housing White Paper¹² confirms that a revised definition of AH will be brought forward through changes to the NPPF early 2018, proposing a definition as 'housing that is provided for sale or rent to those whose needs are not met by the market (this can include housing that provides a subsidised route to home ownership' and which 'meets the criteria' for one of the following models¹³:
- **Social rented housing**, defined as currently and owned by local authorities and private registered providers (usually housing associations) with guideline target rents determined through the national rent regime. It may be owned by other persons and provided under equivalent rental arrangements, as agreed with the local authority or Homes England (formerly the Homes and Communities Agency);
 - **Affordable rented housing**, defined as currently and let by local authorities or private registered providers of social housing to households eligible for social rented housing. Affordable rent is controlled at no more than 80% of the local market rent including service charges where applicable;
 - **Starter Homes**, as defined in the Housing and Planning Act 2016 and subsequent secondary legislation with an income restriction of £80,000 outside London. These homes are expected to provide a new low

⁹ PPG Paragraph: 021 Reference ID: 2a-021-20160401

¹⁰ Housing and Planning Act 2016, part 6, section 159 (4)

¹¹ Section 159(2) of the Act inserts '(3ZB) No regulations may be made under section 106ZB [which contains the updated definition of affordable housing] unless a draft of the instrument containing the regulations has been laid before, and approved by a resolution of, each House of Parliament'

¹² DCLG (2017) Fixing our Broken Housing Market (para A.120)

¹³ Ibid (p100)

cost market housing product for first time buyers between the ages of 23 and 40 with a mortgage, sold for no more than 80% of open market value and capped at £250,000 outside London;

- **Discounted market sales housing**, sold at a discount of at least 20% below market value with provision to remain at a discount for future eligible households. Eligibility is to be determined with regard to local incomes and house prices;
- **Affordable private rent housing**, made available for rent at a level which is at least 20% below local market rent with provision to ensure that rent remains at a discounted level or alternative affordable housing provision is made if the discount is withdrawn. This is viewed as particularly suited to the provision of affordable housing in Build to Rent schemes; and
- **Intermediate housing**, defined to include discounted market sales and affordable private rent housing – as outlined above – and other housing that is ‘provided for sale and rent at a cost above social rent, but below market levels’.

50. However, a transition period is proposed to enable a review of local policies, with the revised definitions intended to apply from April 2018. The Government also intends to introduce a requirement for sites of 10 units or more to ensure that at least 10% of all homes are affordable home ownership products, including Starter Homes, shared ownership homes and homes available for discount market sale.

5.2 Current tenure profile in East Hagbourne

51. The PPG states that HNAs should investigate household tenure in the current stock and recent supply, and make an assessment, based on a reasonable interpretation of the evidence gathered, whether continuation of these trends would meet future needs or whether, on account of significant misalignments between supply of housing and local need/demand, policies should support a change to the profile of tenure within the NA’s housing stock.¹⁴
52. In Table 2 below we present a picture of household tenure in the East Hagbourne NA from the 2011 Census, which shows that owner occupiers make up the vast majority of households in the parish, more so than in the district as a whole, and significantly higher than the percentage of owner occupier households in England. This is matched by much lower rates of private renting in the village versus significantly higher rates of social renting than in the district. Indeed, this rate of social renting is more in line with the rate across England, though slightly lower. Shared ownership is also significantly lower than in either South Oxfordshire or England, though overall volumes are low in all cases.

Table 2: Tenure (households) in East Hagbourne (2015 boundary), 2011

Tenure	East Hagbourne	South Oxfordshire	England
Owned; total	79.5%	72.9%	63.3%
Shared ownership	0.2%	0.8%	0.8%
Social rented; total	14.9%	11.4%	17.7%
Private rented; total	4.7%	13.3%	16.8%

Source: Census 2011, AECOM Calculations

53. In Table 3 below we review the way this tenure split has altered between the 2001 and 2011 Censuses. Overall, the changes in tenure within the dwelling stock are very small, as the stock in East Hagbourne only increased by 2 dwellings over the 10 years between the two censuses. It should be noted however that this data does not include unoccupied household spaces such as second homes, of which there were 17 in the parish in 2011 (verses 16 in 2001), as tenure is not reported for these; nor does it include the 7 dwellings completed since that 2011.

Table 3: Households by tenure in East Hagbourne (2015 boundary), 2001 and 2011

Tenure	2001		2011	
	East Hagbourne	South Oxfordshire	East Hagbourne	South Oxfordshire
All categories	469	52105	469	54104
Owned; total	371	39696	373	39461
Shared ownership	0	210	1	459
Social rented; total	71	5927	70	6163
Private rented; total	21	4027	22	7211

Source: Census 2001 and 2011, AECOM Calculations

¹⁴ PPG Paragraph: 021 Reference ID: 2a-021-20160401

54. The data also broadly reflects similar trends at the district and national levels though in a much less extreme way. The loss of a social rented unit is likely as a result of Right to Buy policies allowing social rented occupiers to buy their homes, with the increase in owner occupied dwellings likely as a result of new homes being built or existing homes being subdivided. The small increase in the private rental sector again reflects national and district trends towards this form of tenure. What is worthwhile noting is that, in contrast to South Oxfordshire, where social rented dwellings were outnumbered by private rented dwellings in 2011, and in England as a whole, where the two were broadly the same, there are approximately twice as many social rented homes in East Hagbourne than private rented dwellings.
55. Indeed, between the two dates, just one shared ownership property was built in East Hagbourne. This also reflected wider growth in this tenure in South Oxfordshire and England as a whole, although from a very low base in both cases, with the total number of shared ownership dwellings in the district only reaching 371 in 2011. Still, were the same percentage of all the dwellings in the village (486) to be shared ownership as in the district as a whole, there would be three to four shared ownership dwellings rather than the single dwelling recorded at the census.
56. Bringing the evidence relating to current tenure together, three key trends emerge: the dominance of owner-occupation; for rented dwellings, the dominance of social rent, with some growth in the private rental sector, and the relative lack of shared ownership properties in the context of the significant growth in this sector in the district and nationally. We are now in a position to consider evidence relating to the affordability of housing and what this tells us about whether the current trends in tenure profile are likely satisfy current and future community needs.

5.3 Factors affecting affordable housing need: affordability

57. Affordability considers the relationship between price of a good, and the money to which the individual has access to purchase it. It is the most significant factor affecting overall need for affordable housing. The Affordability Ratio is a standard measure of affordability based on household incomes, and is used here. The table below reproduces Table 13 from SHMA14, which shows the Lower Quartile Affordability Ratio (LQAR) for the local authorities in the Oxfordshire HMA. LQAR describes the relationship between a lower quartile income (the amount which 25% of all households earn less than) and the lower quartile house price (the price below which 25% of homes have been sold in the period, which PPG considers to be “entry level” housing¹⁵). Whilst the data is now somewhat dated, it is clear that South Oxfordshire had the least affordable properties in the wider HMA in comparison with local incomes in 2012.

Table 4: Changes in Lower Quartile House Prices to Earnings

	1997-02	2002-7	2007-12	2012 Ratio
Cherwell	76%	32%	-7%	8.39
Oxford	60%	27%	-4%	10.03
South Oxfordshire	45%	57%	-6%	10.75
Vale of White Horse	66%	28%	-9%	8.45
West Oxfordshire	44%	33%	-16%	8.95
Oxfordshire	56%	32%	-7%	9.00
England	25%	63%	-9%	6.59

Source: SHMA14/CLG

58. The affordability ratios above indicate that house prices were approaching 11 times lower quartile household incomes across the district, even in 2012. With typical mortgage ratios ranging from 3.5-4.5 incomes, it is unlikely that those on lower quartile incomes were able to afford equivalent lower quartile house prices in 2012. Indeed, more recent data published by DCLG¹⁶ indicates that, as of the third quarter of 2016, the LQAR ratio for South Oxfordshire has worsened to 11.84 (based on a lower quartile annual household income of £23,857), meaning that in the four years that have elapsed, house prices have risen by, on average, more than a single year’s salary for lower quartile earners. Indeed, LQAR is a powerful measure of affordability precisely because it makes clear where incomes have not kept pace with house price inflation; particularly lower quartile ‘entry level’ housing.
59. Whilst LQAR is the government preferred measure of market housing affordability¹⁷, it is also highly informative to consider median affordability ratios (MAR) for South Oxfordshire, as these describe affordability for those on more typical median, rather than lower, incomes. The MAR for South Oxfordshire stood at 11.26 (based on a median

¹⁵ PPG Paragraph: 025 Reference ID: 2a-025-20140306

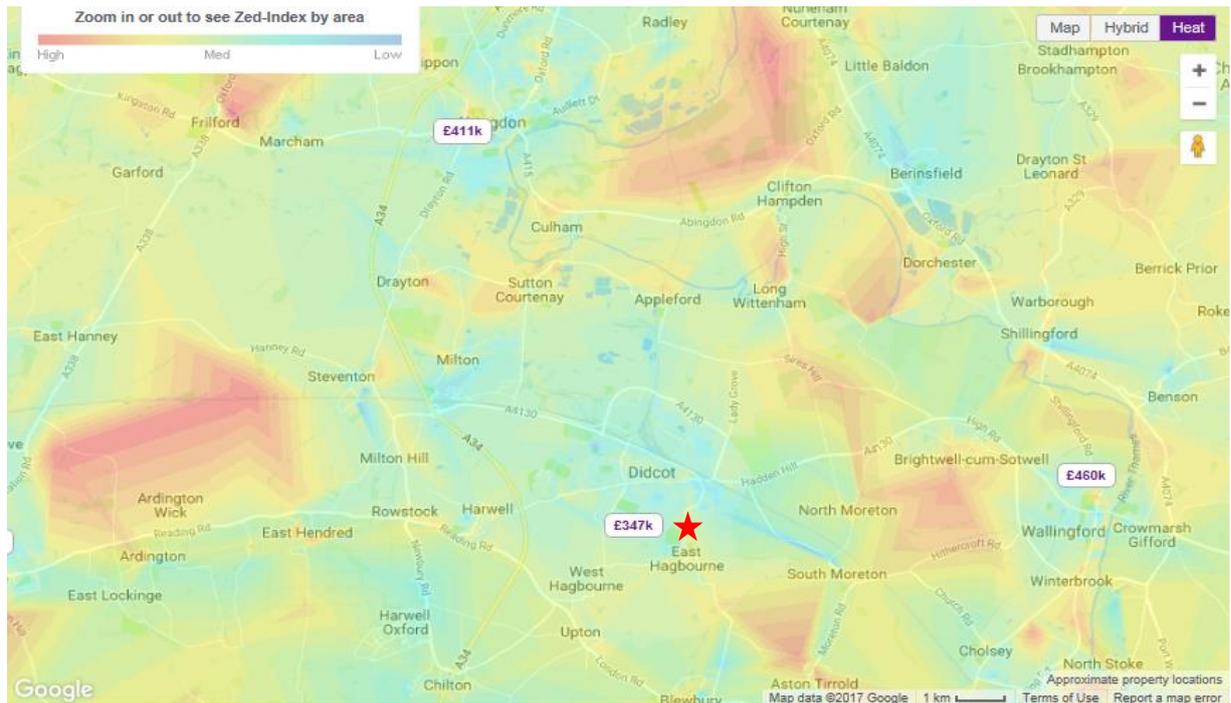
¹⁶<https://www.ons.gov.uk/peoplepopulationandcommunity/housing/datasets/ratioofhousepricetoworkplacebasedearningslowerquartileandmedian>

¹⁷ SHMA14, pp. 51

annual household income of £31,533). This clearly shows that even on a median income, house prices in South Oxfordshire are highly unaffordable, with households unlikely to be able to afford the mortgage on a typical property without significant financial assistance. In fact, The government’s Housing White Paper, published in 2017, showed that the average home across the country cost close to 8 times average earnings, a figure that has more than doubled in since 1998.¹⁸ As such, South Oxfordshire’s house prices are more than 40% higher than the average, in taking into account higher local earnings.

- 60. It is also interesting to consider affordability within East Hagbourne itself. Firstly, we consider a heat-map of house prices in East Hagbourne from the website Zoopla. The figure below suggests that East Hagbourne has broadly similar property values to other areas around it, such as West Hagbourne, Upton and South Moreton in the medium-high category (in yellow), although some areas of the parish may experience lower property prices clustered around Didcot (in light blue).

Figure 3: Heat-map of Zoopla Zed-Index around East Hagbourne



Source: Zoopla

- 61. It is helpful to compare recent and historical house prices in more detail, divided by type of house as the PPG recommends, in East Hagbourne and South Oxfordshire to further understand the trends identified above. Table 5 below considers Land Registry Price Paid Data between 2007 and 2016 for East Hagbourne against the Land Registry’s UK House Price Index for South Oxfordshire for those years. This allows us to compare house prices for the two geographies to see where these might differ, and to consider long term trends in affordability. The data is divided by house type because this is how it is collected by the Land Registry, and covers 151 transactions over 10 years, of which all but 13 (8.6%) were freehold properties, with the remaining being leasehold. Some types of property transactions, such as those sold at auction, are not included in this data, and no rental data is considered.

Table 5: Mean house prices in East Hagbourne and South Oxfordshire, 2007 and 2016

	2007			2016		
	East Hagbourne	South Oxfordshire	Difference	East Hagbourne	South Oxfordshire	Difference
Detached	£413,063	£426,139	-3%	£554,321	£631,286	-14%
Semi-Detached	£336,833	£262,764	22%	£504,500	£378,589	25%
Terraced	£149,950	£222,698	-49%	£359,950	£319,403	11%
Flats	£148,000	£179,394	-21%	£207,475	£233,439	-13%
All Types	£351,466	£274,836	22%	£502,337	£399,568	20%

Source: PPD, UKHPI

¹⁸ Fixing our Broken Housing Market, pp. 9

62. What is clear from the data is that in 2016 some housing types, namely semi-detached and terraced houses, are on average more expensive in East Hagbourne than in the district as a whole with detached houses and flats being less expensive on average. This is likely due to a combination of levels of demand as well as the existing stock in the area. It is worth noting however that there were only relatively small numbers of flats (less than two per year on average) sold in East Hagbourne over the period under consideration. Given the low number of sales of this housing type, it is unlikely that mean prices are representative, particularly as much of the stock is likely to be social rented, and therefore establishing its market value can be difficult. Overall however, prices in East Hagbourne are now on average 20% higher than those in the district, a figure which reflects the relative proportions of each type that have been sold. In particular, over the past 10 years, mid-sized properties such as terraced homes have become significantly more expensive in comparison with the district average, in contrast to 2007, when these were significantly more affordable in village. Again, transaction volumes for all types are relatively low, thus making averages potentially misleading, and not necessarily representative of the actual value of all homes in the parish.
63. Whilst very local income data at the parish level is not published by the ONS, it is still possible to consider how median incomes for the whole of South Oxfordshire (£31,533) might translate into local affordability ratios in East Hagbourne. Even considering the median house price for 2016 (£490,000), this would still yield a MAR of 15.53, much higher than that for the district as a whole (11.26), as shown in the table below.

Table 6: Affordability ratio in East Hagbourne in 2016

Median house price in 2016	Median annual earnings in 2016	Median affordability ratio	Income required for 80% mortgage 2016 (80% at x3.5)
£490,000	£ 31,533	15.53	£112,000

Source: PPD, SHMA14, AECOM Calculations

64. We can get a clearer picture of affordability of dwellings for sale at the local level by considering the level of mortgage finance available to a household based on lending multiples, as shown in the table above. A lending multiple of 3.5 is generally considered the maximum borrowing level that financial institutions will entertain (i.e. 3.5 times income), with this approach also used in SHMA14¹⁹. Applying this lending ratio to actual house prices in East Hagbourne in 2016 allows us to estimate the necessary income to afford a mortgage for such a home. As the table above shows, an annual income of more than double the median for the district as a whole would be required to buy even a typical, median priced house in East Hagbourne.
65. Indeed, looking at all types of housing sold in 2016, typical incomes required for all types of housing are significantly above the median for the district, implying that at least 50% of households (those earning less than the median) would require affordable housing or private rented housing to live in the village. These calculations are shown in Table 7 below.

Table 7: Income required for a typical mortgage, 2016 prices by type

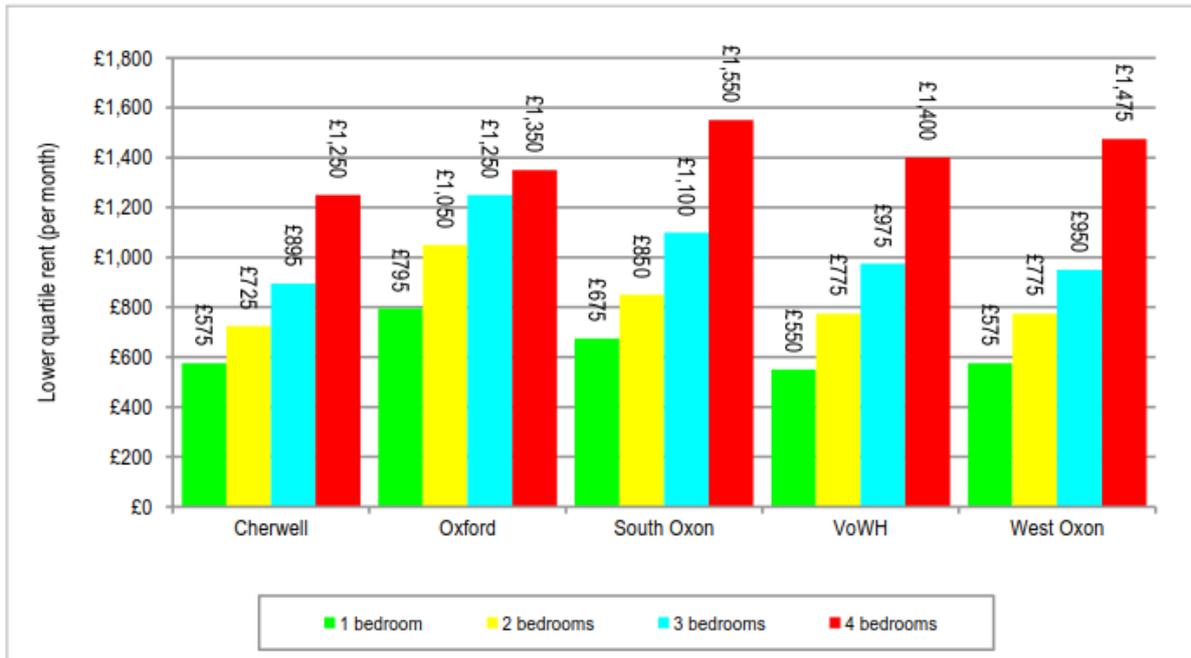
	Detached	Semi-Detached	Terraced	Flats
Price	£554,321	£504,500	£359,950	£207,475
Income required for 80% mortgage 2016 (80% at x3.5)	£126,701	£115,314	£82,274	£47,422

Source: PPD, UKHPI, AECOM Calculations

66. To develop an understanding of the affordability of rental properties, we employ the notion of 'affordability thresholds'. This suggests that no more than a certain percentage of household income should be spent on housing costs if the household in question is to have enough remaining money to achieve an acceptable standard of living. The SHMA14 comments that its analysis is "based on an assumption that [households] should not spend more than 35% of gross income on housing costs", and therefore this affordability threshold is also used here.
67. As shown in the previous section, approximately 20% of housing in East Hagbourne is for private or social rent. The figure on the following page describes entry level private rents for South Oxfordshire, dating to 2013, and reproduces Figure 8 from the SHMA14 appendices. The table shows a typical lower quartile rent for each size of housing. It is clear from the figure below that whilst rents for 4 bedroom homes were highest in South Oxfordshire, rents for other housing types were slightly lower than in Oxford itself, though still the second highest.

¹⁹ SHMA14, pp.106

Figure 4: Entry level private rents, Oxfordshire, 2013



Source: SHMA14

68. Based on these figures and the affordability threshold discussed above, it is possible to extrapolate the income that would have been required in 2013 to support such rents, as shown in the table below. Even using the 2016 income figures from above (£ 31,533), it is clear that such an income would only support a family to rent a home of two bedrooms or smaller. Indeed, in 2013, the median income was actually just £26,531, and so even a 2 bedroom flat in East Hagbourne would not have been affordable to rent for more than half of the population of the district, those earning under the median. This further demonstrates the relative unaffordability of housing East Hagbourne, including for rent, which could potentially be influenced by neighbourhood plan housing policies.

Table 8: Income required for a rents by number of bedrooms, 2013

	1 bedroom	2 bedroom	3 bedroom	4 bedroom
Rent/month	£675	£850	£1,100	£1,550
Annual income required based on 35% threshold	£23,143	£29,143	£37,714	£53,143

Source: SHMA14, AECOM Calculations

5.4 Other sources of affordable housing need

69. Other indicators are also helpful in gaining a clear understanding of affordable housing need in the NA. These include overcrowded households, that is those households experiencing a mismatch between the housing needed and the actual dwelling they occupy, and concealed households, that is those households who do not have sole use of basic facilities such as a kitchen or bathroom, either living with a host household, often made up of family members, or living with other households, who would prefer to occupy their own home, but cannot do so for reasons of affordability.²⁰
70. The 2011 Census showed East Hagbourne as having 2 households experiencing overcrowding, defined here as those households with an occupancy rating of more than one person per room. The same data also identifies 3 households considered to be concealed, defined by the census as “a multi-family household...such as a young couple living with parents.” There is likely to be some overlap between these ‘concealed’ households and those experiencing overcrowding, although this is not necessarily the case. Whilst this data merely presents a snapshot in time from 2011, and is thus somewhat outdated, it still provides a benchmark figure with which to compare the situation in the wider district.

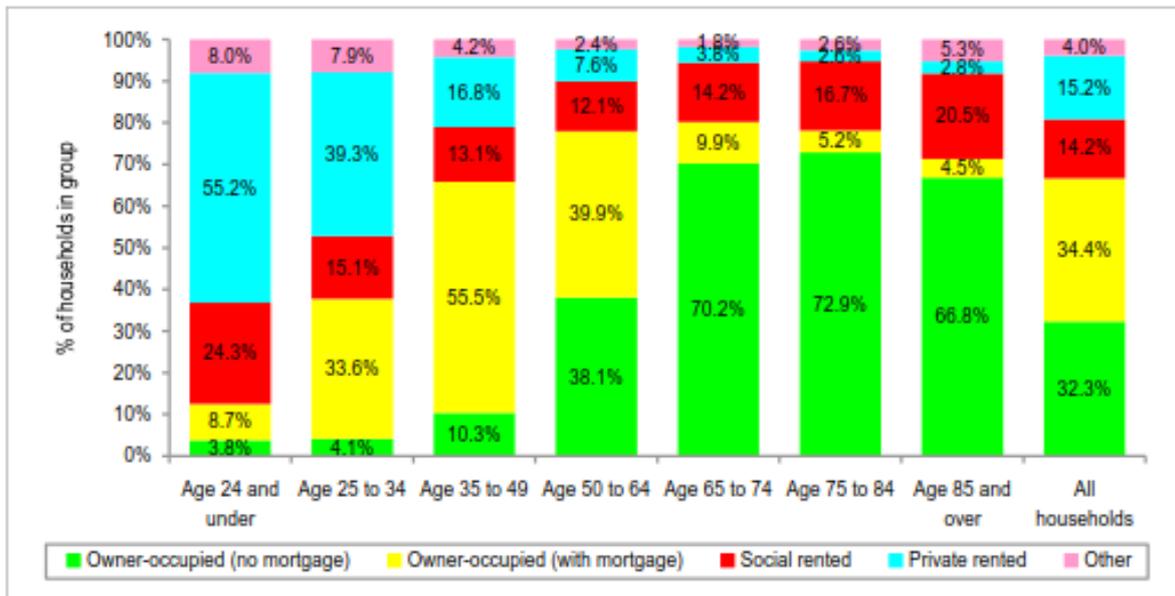
²⁰ <http://webarchive.nationalarchives.gov.uk/20160105222237/http://www.ons.gov.uk/ons/rel/census/2011-census-analysis/what-does-the-2011-census-tell-us-about-concealed-families-living-in-multi-family-households-in-england-and-wales-/summary.html>

- 71. Although overall these make up a small proportion of all households in the village, it is important to note that these households represent a growing generation of young people reaching maturity and seeking to leave the family home. If they are unable to access suitable housing within East Hagbourne, they are likely to move elsewhere, most moving within one year. The three households can therefore be seen as the most obvious indicator of households who would perhaps prefer to form their own household.
- 72. Indeed, a truer picture of ‘concealed households’ can be seen in data for households with non-dependent children, i.e. those with children living in the household over the age of 18, and some aged 16-18. For East Hagbourne, at the time of the last Census, 11% of all households fell into this type, slightly more than 50 households, suggesting the phenomenon of adult children living with their parents is not uncommon in the parish. Whilst not all of these children are considered ‘concealed households’, clearly the vast majority have the potential to form their own household, and thus represent a significant source of local housing need in East Hagbourne.

5.5 The housing market context

- 73. It is crucial to consider the context of tenure strategically, in the wider housing market. The figure below, reproducing Figure 72 of SHMA14, shows how tenures spread naturally across different age groups, with age referring here to the age of the Household Reference Person (HRP), the main member of the household in terms of economic activity for census data collection purposes. As would be expected, owner occupiers, who are the majority in the overall population in most parts of England, only become the majority in individual age groups above the age of 35, reflecting the time that many people are able to buy their own home. What this also demonstrates is that, in considering housing affordability, the main concern is for those entering the housing market, i.e. newly forming households who may be looking to buy, given that older households are so much more likely to own already. This reflects what has been said above about non-dependent children being a significant source of housing need due to their potential to form new households.

Figure 5: Tenure by age of household reference person in Oxfordshire



Source: SHMA14/Census 2011

- 74. SHMA14 found that 48.5% of newly forming households would be unable to afford market housing in South Oxfordshire.²¹ Indeed, this is not surprising given the affordability issues described above, which are likely to particularly impact newly forming households. The SHMA14 also notes that affordable housing need could arise from those falling into need, i.e. not from newly forming households but existing ones. This is particularly relevant to consider in the context of the impacts of overcrowding on the space needs of households who may need larger housing but cannot access it in the market. The SHMA14 puts forward a split of 472 newly forming households per annum in need of affordable housing in South Oxfordshire (77%) and 138 households per annum falling into need (33%). It is likely that this split reflects different kinds of needs in terms of type and size, particularly as households falling into need are likely to be larger than those that are newly forming, and thus have fewer children.

²¹ SHMA, pp. 113

5.6 Tenures of housing needed

75. The SHMA highlights the potential contribution, within the context of local housing market dynamics (or characteristics) which private rented sector housing can contribute to meeting housing needs, particularly through the Housing Benefit/Local Housing Allowance system. However, as has been shown above, levels of private renting are relatively low in East Hagbourne in comparison with the district, with levels of social renting relatively higher in comparison. Indeed, whilst private renting increased by 79.1% between the two censuses across the district, the increase in East Hagbourne was just 4.7%, which was equivalent to just one dwelling entering the private rented sector during this period. Given this clear trend in contrast to the district, it seems relatively unlikely that private renting will play as significant a role in meeting housing needs in the parish as it does in the district.
76. As such, it is reasonable to suggest that some of the affordable housing need arising from new households forming in East Hagbourne could be met through equity-based intermediate housing tenures such as shared ownership, with the SHMA also noting the potential contribution that could be made through intermediate rented housing tenures, costing up to 80% of market rents, which would be appropriate given the affordability challenges in East Hagbourne discussed above. Whilst the emerging local plan provides a mix target of 25% shared ownership properties and 75% social rented properties, it is worth considering whether such a mix would be appropriate in East Hagbourne, particularly given that close to 80% of existing housing in East Hagbourne is owner occupied.
77. Furthermore, the PPG suggests that “Local housing need surveys may be appropriate to assess affordable housing requirements specific to the needs of people in rural areas”.²² It is useful then to considering data from the Community Survey for East Hagbourne carried out by Community First Oxfordshire in September 2016, which was answered by 219 households, approximately 47% of the 2015 total. Of those, 21 indicated they were in need of another home, and 10 of these suggested that one of the reasons preventing them from moving was their inability to afford a home. Of the 24 respondents answering the question “what kind of housing would you prefer”, 20 indicated they would like to own their own home, with 11 indicating shared ownership as their second or third choice. This suggests that products such as Starter Homes and other forms of discounted market housing such as Shared Ownership properties would be appropriate and seen as relevant by residents.
78. As we have seen, the Housing and Planning Act 2016 includes provisions to introduce a general duty on planning authorities in England to promote the supply of ‘starter homes,’ and a specific duty to require a minimum number or proportion of ‘starter homes’ on certain residential development sites. At the time of writing, however, the relevant legislative provisions are not yet in force and no specific proportion or minimum has been put forward.
79. The Housing White Paper sheds further light on the government’s intentions in this area. It states that, *‘in keeping with our approach to deliver a range of affordable homes to buy, rather than a mandatory requirement for ‘starter homes, we intend to amend the NPPF to introduce a clear policy expectation that housing sites deliver a minimum of 10% affordable home ownership units. It will be for local areas to work with developers to agree an appropriate level of delivery of ‘starter homes, alongside other affordable home ownership and rented tenures.’*
80. This is a substantial watering-down of the ‘starter home’ requirement as envisaged when policy contained in the Housing and Planning Act was first conceived. In effect, it leaves it up to local groups, including neighbourhood planners, to decide an appropriate level of affordable home ownership products, while taking note of the 10% policy expectation. We also note that 20% is a minimum discount and, of course, greater discounts will make the policy more effective in enabling households on modest incomes afford to buy their own home. The ultimate level of discount should be arrived at on a site-by-site basis and will be determined by viability as well as other calls on finite resources stemming from planning gain, such as other forms of AH and infrastructure requirements.
81. Furthermore, the price of starter homes will be capped at £250,000 outside of London. In 2016, even the lower quartile sale price of a home in East Hagbourne was £375,000, with just two homes, both flats, being sold for below £250,000. Even discounting the lower quartile house price to 80% of market values (80% x £375,000 = £300,000) would still be above the price cap. Indeed, to reach this level, Starter Homes would need to provide a discount on a typical, lower quartile home in East Hagbourne of 33% rather than 20%, which would be beneficial for those wishing to own their own homes in the village.
82. So far, shared ownership tenure housing has not been built in East Hagbourne, with just 1 property at the 2011 census. Shared ownership involves the purchaser buying an initial share in a property typically of between 25% and 75% and paying rent on the share retained by the provider. Shared ownership is flexible in two respects, in the share which can be purchased and in the rental payable on the share retained by the provider. Both of these are variable. The share owned by the leaseholder can be varied by ‘stair-casing’. Generally, stair-casing will be upward, thereby

²² PPG Paragraph: 017 Reference ID: 2a-017-20140306

increasing the share owned. In exceptional circumstances (as a result of financial difficulties, and where the alternative is repossession), and at the discretion of the provider, shared owners may staircase down, thereby reducing the share they own.

83. Shared ownership constitutes a form of AH, targeting those on incomes around the mean; as such, it is termed 'intermediate' and is available to both first-time buyers, people who have owned a home previously and council and housing association tenants with a good credit rating whose household income does not exceed £60,000. Given these conditions, and the affordability analysis discussed above, shared ownership has the potential to provide affordable homes in the parish. Our recommendation would be that it should form part of the AH mix in the parish, given the demand and preference for owner occupied housing expressed above.

6. Type and size

RQ2. What type (terrace, semi, bungalows, flats and detached) and size (number of habitable rooms) of housing is appropriate?

84. As identified earlier in this study, PPG recommends a consideration of the existing housing provision in terms of type and size, and its suitability, having regard for demographic shifts in age and household composition as well as affordability, to address future as well as current community need. For this reason, we start with a consideration of the existing housing stock.

6.1 Background and definitions

85. It is important to be clear that household consumption of housing (in terms of housing size) tends to increase alongside wages, with the highest earning households consuming relatively more housing than those on lower incomes. Similarly, housing consumption tends to increase, alongside wealth and income, with age, such that older households tend to have larger homes than younger households, often as a result of cost and affordability.
86. In this context, even smaller households (those with smaller numbers of inhabitants, including one and two person or single couple households) may be able to choose to live in larger homes than their needs would suggest. This is a natural feature of the housing market, although it can make considerations of future housing needs a matter as much of market dynamics and signals, as demographics and household type and size projections in future years.
87. In order to understand the terminology surrounding size of dwellings, it is important to note the number of rooms recorded in Census data excludes kitchen, bathrooms and toilets; and to be clear that data on dwelling size is collected on the number of rooms being occupied by each household. In the section that that follows, 'dwelling size' should be translated as follows:
- 1 room = bedsit
 - 2 rooms = flat/house with one bedroom
 - 3 rooms = flat/house 2 bedrooms
 - 4 rooms = flat/house with 2 bedroom and 2 reception rooms, or 3 bedrooms and 1 reception room
 - 5 rooms = flat/house with 3 bedrooms and 2 reception rooms
 - 6 rooms = house with 3 bedrooms and 3 reception rooms or 4 bedrooms and 2 reception rooms
 - 7+ rooms = house with 4, 5 or more bedrooms house

6.2 Existing types and sizes

88. The table below shows the relative split between types of houses, as defined by the census, in East Hagbourne, in comparison with South Oxfordshire. As could be expected of a small village, East Hagbourne has a significantly higher proportion of detached houses than South Oxfordshire as a whole. Similarly, there are far fewer terraced houses in the village, and somewhat fewer flats than in the district. This reflects the relatively rural character of the area. It is pertinent to note that, although types of homes do not exactly correspond with sizes, it would be relatively rare for detached homes to have just two bedrooms, much less one bedroom, just as it would be relatively rare for flats to have four bedrooms, much less more. Data on the size of homes in East Hagbourne is discussed in more detail below.

Table 9: Types of housing in East Hagbourne, 2011

Dwelling type		East Hagbourne	South Oxfordshire
Whole house or bungalow	Detached	53.7%	35.8%
	Semi-detached	31.1%	32.3%
	Terraced	7.0%	19.0%
Flat, maisonette or apartment	Purpose-built block of flats or tenement	7.6%	8.7%
	Parts of a converted or shared house	0.4%	1.5%
	In commercial building	0.0%	1.0%

Source: Census 2011

89. The data below allows us to consider a broad picture of the size of the housing stock in East Hagbourne and South Oxfordshire, and changes between the two censuses. The vast majority of homes in East Hagbourne (81%) are 5 rooms or more, usually indicative of 3 bedrooms or more, as described above. The most significant changes over the period in terms of overall numbers (rather than percentages) are the decrease of 28 households occupying 5 rooms (usually a 3-4 bedroom house) and the increase of 20 households occupying 8 rooms or more.

Table 10: Number of Rooms per Household (including living spaces), and rates of change, 2001-2011

Number of Rooms	2001, East Hagbourne	2001, South Oxfordshire	2011, East Hagbourne	2011 South Oxfordshire	% Growth East Hagbourne	% Growth South Oxfordshire
1 Room	3	269	2	147	-33.3%	-45.4%
2 Rooms	6	843	5	875	-16.7%	3.8%
3 Rooms	19	3106	16	3514	-15.8%	13.1%
4 Rooms	60	8932	61	8757	1.7%	-2.0%
5 Rooms	101	12163	73	11294	-27.7%	-7.1%
6 Rooms	93	10340	95	10292	2.2%	-0.5%
7 Rooms	61	6253	71	7003	16.4%	12.0%
8 Rooms or more	126	10199	146	12222	15.9%	19.8%

Source: Census 2001/2011, AECOM Calculations

90. This data is fairly in line with that in the district as a whole, though the drop in the number of households occupying smaller and medium sized homes was more pronounced in East Hagbourne than in the district, with the reverse true of the increase in households in larger homes, which affected the district more than the parish. It is crucial to remember however that these changes describe the way that households occupy housing rather than merely describing the size of the existing stock. So for example, some of the increase in households in larger homes may be due to home extensions. Similarly, some of the decrease in medium and smaller sized homes could be as a result of these homes either being combined with other homes to form larger homes, or moving into the private rental sector as homes in multiple occupancy (HMOs).
91. Whilst it would be difficult to account for all of the factors affecting the way in which households occupy dwellings, the significant decrease in 5 room homes seen in both East Hagbourne and the district reflects the widening gap between those households occupying larger homes and those occupying small homes. Indeed some of the decrease in 5 room or more properties could have been accounted for by the increase in those occupying properties of 8 rooms or more, as a result of smaller properties being combined. Similarly, some mid-sized homes may have been vacated by older households wishing to downsize, with the home then used by multiple households in some capacity. What is clear is that the number of households occupying smaller and medium sized homes has dropped, with only the very largest, those with approximately five or more bedrooms, growing.
92. Given what has been discussed above about factors affecting the way that households occupy dwelling spaces, it is helpful to turn to actual demographic data to better understand how the future needs of East Hagbourne's population might be met in terms of new housing. The evidence assembled below seeks to populate a series of 'key indicators'; these are the household composition and age structure of the population both now and how they are likely to change in future years. Through a consideration of these trends and how they interrelate to each other, it is possible to arrive at recommendations as to how the type and size should be influenced through planning policy.

6.3 Factors affecting size of housing needed: household composition

93. Household composition is a key factor in driving the types of housing that will be needed in East Hagbourne in future. In Table 11 on the following page we set out data from the Census that records household composition in East Hagbourne, with data for the district and England for comparison. Data for the parish is broadly in line with that for the district, with slightly fewer one person households, though this masks a greater percentage of such households aged 65 and over than in either the district or England. It is important to remember however that the housing needs of one and two person households are relatively similar.
94. The area can also be seen to be relatively family oriented, with a slightly higher percentage of one family households, although this is likely as a result of there being fewer households in the parish falling into the 'other

category', which would include "multi-person households including unrelated adults sharing, student households, multi-family households and households of one family and other unrelated adults".²³

Table 11: Household composition in East Hagbourne, 2011

Type		East Hagbourne	South Oxfordshire	England
One person household	Total	23.7%	25.4%	30.2%
	Aged 65 and over	13.4%	12.1%	12.4%
	Other	10.2%	13.2%	17.9%
One family only	Total	71.4%	68.8%	61.8%
	All aged 65 and over	11.7%	10.5%	8.1%
	With no children	21.7%	20.5%	17.6%
	With dependent children	27.1%	28.2%	26.5%
	All children Non-Dependent	10.9%	9.6%	9.6%
Other household types	Total	4.9%	5.8%	8.0%

Source: Census 2011, AECOM calculations

95. It is also revealing to consider changes in household composition in East Hagbourne between the 2001 and 2011 census; as the PPG makes clear, changes should be used to determine whether, should such trends continue, future housing needs will be met by the existing housing stock. Table 12 below shows this data for East Hagbourne in comparison with the district and England. Most significant of all increases is that of one family households with non-dependent children. This provides a picture of a community in which families have stayed in the village for more than 10 years, and in which their children have become non-dependent over the census period, with the number of households with dependent children dropping (by 14 households) over the period. There has also been significant growth in households with no children, and both of these factors would indicate a need for smaller homes.

Table 12: Rates of change in household composition in East Hagbourne 2001-2011

Type		East Hagbourne	South Oxfordshire	England
One person household	Total	4.7%	1.9%	8.4%
	Aged 65 and over	-3.1%	-2.3%	-7.3%
	Other	17.1%	6.1%	22.7%
One family only	Total	4.0%	3.9%	5.4%
	All aged 65 and over	-15.4%	12.3%	-2.0%
	With no children	21.4%	-2.4%	7.1%
	With dependent children	-9.9%	3.3%	5.0%
	All children Non-Dependent	59.4%	11.3%	10.6%
Other household types	Total	-32.4%	13.1%	28.9%

Source: Census 2011, AECOM calculations

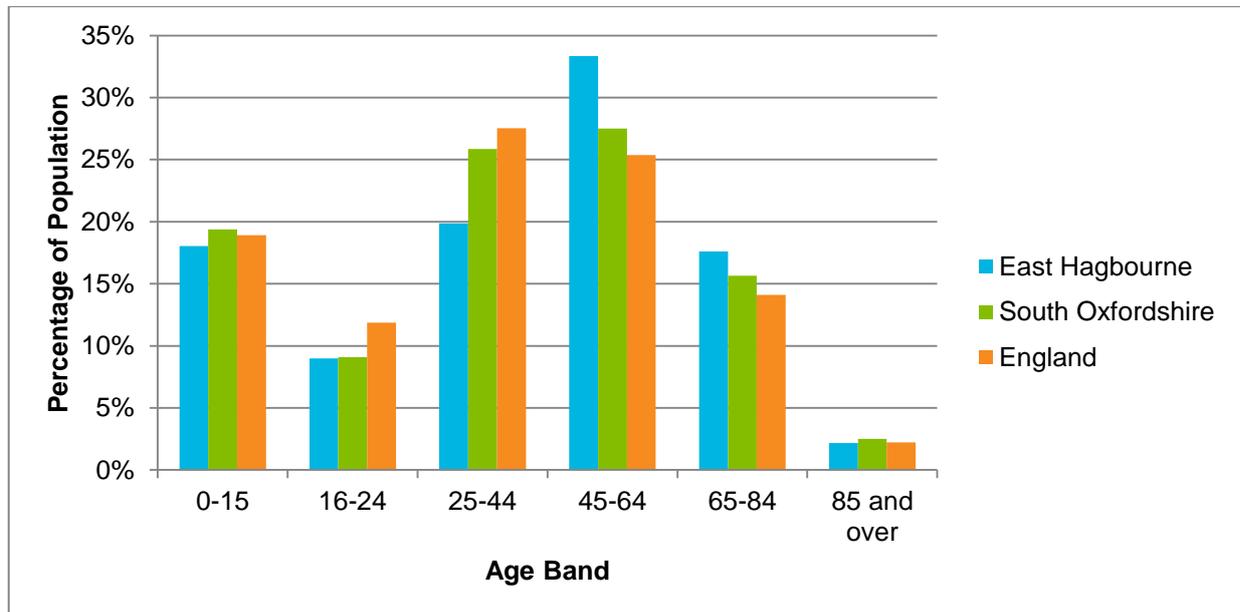
6.4 Factors affecting size of housing needed: age structure

96. Given that the way the census considers household composition is clearly related in part to age and different stages in life, it is also relevant to consider the age structure of the population in East Hagbourne. From Figure 6 on the following page, it is possible to discern two very clear trends: that East Hagbourne's adult population tends to be much older than that of the district as a whole, with older people more likely to be very elderly, and as a result, fewer young people. Whilst the number of 16-24 year olds in East Hagbourne is in line with the district, it is significantly lower than for England as a whole, and for children under 15, the percentage of the population is lower in the village

²³<https://www.ons.gov.uk/peoplepopulationandcommunity/birthsdeathsandmarriages/families/articles/householdsandhouseholdcompositioninenglandandwales/2014-05-29>

than in the district. This provides a picture of an older community than the average for South Oxfordshire and indeed England as a whole.

Figure 6: Age Structure in the NA



Source: Census 2001 and 2011, AECOM Calculations

97. Table 13 below provides an understanding of how the age structure has changed between the 2001 and 2011 Census. The data is unusual when compared with the district and England as a whole because of the significant decreases in populations of specific ages. In England, no age group decreased over the period between the censuses, and in Oxfordshire, only the population of young people aged 16-24 has declined, likely as a result of opportunities for jobs and homes elsewhere. There are a number of possible explanations for the reduction in children aged 0-15 in East Hagbourne, in adults aged 25-44 and in the elderly aged 65-84, as discussed below.
98. It is likely that children born before the last Census have stayed in the village with their parents, but that new families with children have not moved into the village and that few children have been born in the village over the period. This is also reflected in the relative decrease in younger parents aged 25-44, with the largest increase in population seen between those aged 45-64, likely as a result of the population of the village aging, and fewer younger people staying in the village.
99. The significant increase in those aged 85 and over is likely due to wider demographic shifts experienced across the country, including people living longer, but this appears to be happening in a more extreme way in East Hagbourne. The reduction in those aged 65-84 again suggests that the natural aging of the population in this age group rising to aged 85 and over has not been made up for by the existing population.

Table 13: Rate of change in the age structure of the population of East Hagbourne, 2001-2011

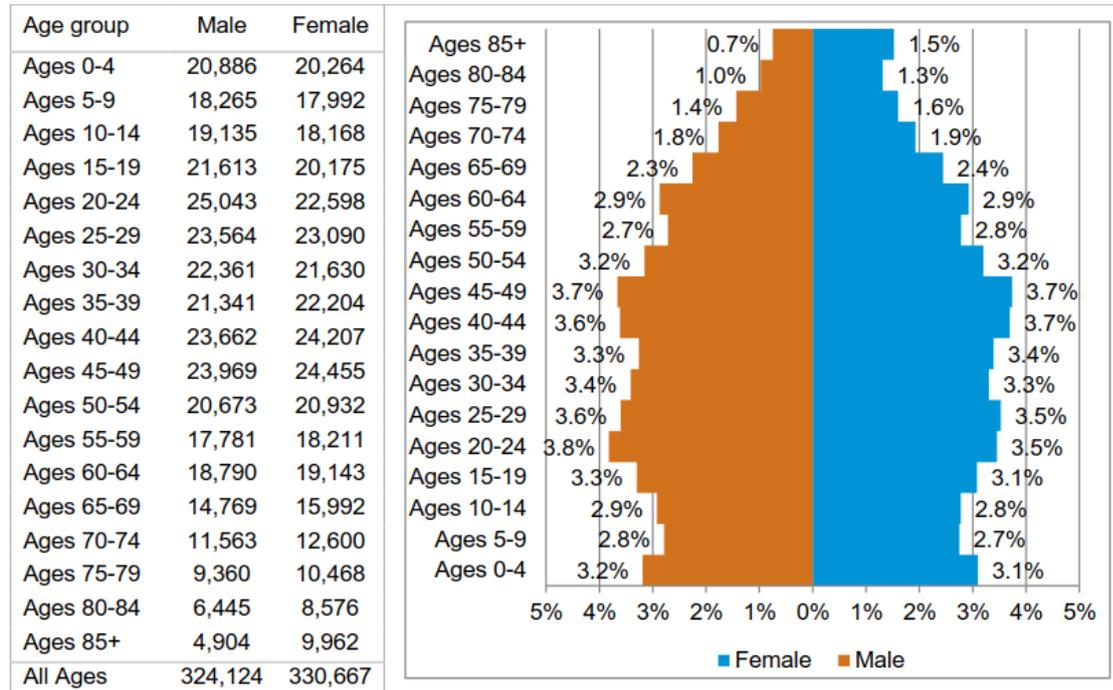
Age group	East Hagbourne	South Oxfordshire	England
0-15	-21.7%	0.4%	1.2%
16-24	16.9%	6.3%	17.2%
25-44	-27.4%	-10.2%	1.4%
45-64	39.4%	13.4%	15.2%
65-84	-7.7%	23.4%	9.1%
85 and over	66.7%	32.0%	23.7%

Source: Census 2011, AECOM Calculations

100. Indeed, in considering the population of Oxfordshire as a whole, the figure on the following page, reproducing Figure 47 of SHMA 14, shows the relatively larger populations across generation gaps, leading to the larger population groups at key age intervals such as 60-64, 40-49, 20-24, and 0-4. This represents the natural generational gaps within any population, and provides some explanation for the clustering of age groups seen on a more extreme level

in East Hagbourne. This also suggests that, given these clusters, the number of elderly people in East Hagbourne will increase very quickly between 2011 and 2033, as the larger group of those aged 45 and over reaches old age.

Figure 7: Population of Oxfordshire (5 year age bands), 2011



Source: SHMA14

6.5 The housing market context

101. Given these shifts in age structure and composition, it is necessary to understand the wider housing market context and how this relates to the future housing needs, in terms of type and size, of the parish. SHMA14 puts forward a strategic mix of dwellings, and it is helpful to consider whether these would be appropriate for the NA, given the data that has been reviewed above. This puts forward a strategic mix of housing by tenure and by size, suggesting a predominance of 3-bedroom properties for market housing, and a broader mixture of housing types for affordable dwellings.

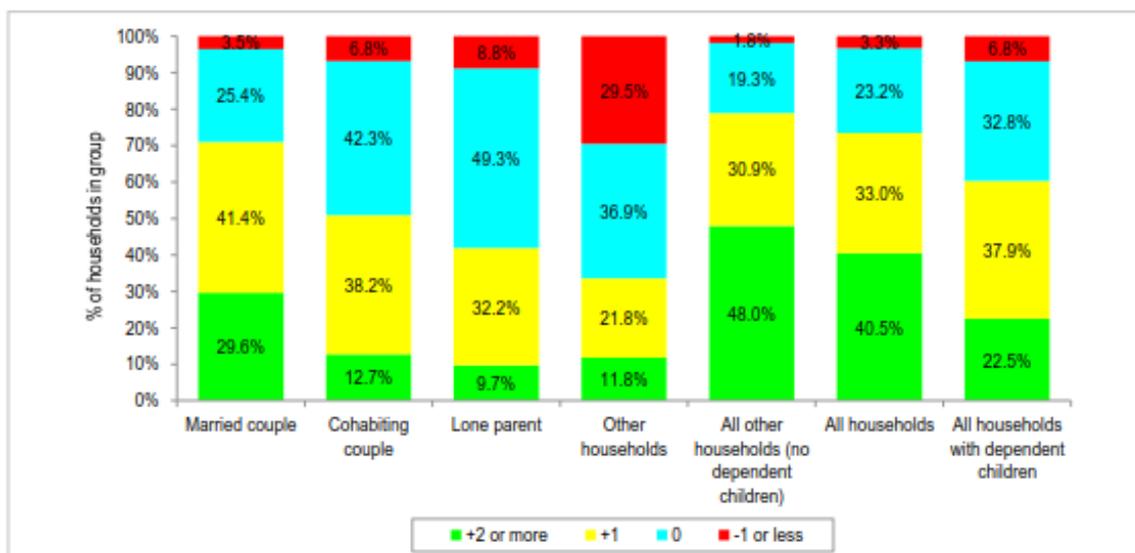
Figure 8: Conclusions regarding strategic mix of housing in the HMA

	1-bed	2-bed	3-bed	4+ bed
Market	5%	25%	45%	25%
Affordable	25-30%	30-35%	30-35%	5-10%
All dwellings	15%	30%	40%	15%

Source: SHMA14

102. Bringing together the evidence from our consideration of household composition and age structure in East Hagbourne in comparison to South Oxfordshire, it is clear that the parish is experiencing a later middle age and older population, with less young people coming into the village, and many children growing up and leaving. This has resulted in an increase in households classified as being with dependent children but under 65, as well as in older households.
103. Clearly, different types of households occupy housing differently, as discussed in the beginning of this chapter. The figure on the following page reproduces Figure 71 from SHMA14, which shows data on different household types and their occupancy rating, that is, the number of rooms per person. The occupancy rating is derived by subtracting the notional number of rooms deemed to be required by a household (according to its age and composition), from the actual number of rooms they occupy. This is helpful because it begins to explain the growth in households occupying 5 or more bedrooms discussed earlier, as 40.5% of all households have more than two extra bedrooms across the district, with almost 50% of households with no dependent children having more than two extra bedrooms. This is clearly linked to dependent children moving out of the area, and parents remaining in their larger family homes.

Figure 9: Occupancy rating for households in Oxfordshire



Source: SHMA14

- 104. This is typical of older couples who might wish to downsize, and given the prevalence of such households in the NPA, it would be appropriate to consider the need for smaller housing types in the village, even without the need for specialist housing for the elderly discussed in the next chapter. Indeed, the strategic mix of housing above suggests that, across both affordable and market tenures, 45% of housing would be 3 or more bedrooms. However, only 27.1% of households in East Hagbourne have dependent children, lower than the average for the district, with an additional 4.9% of households living with other households in the same home, also lower than the average for the district. This implies that 68% of households in the parish consist of just one or two people, and therefore need smaller housing types unless they choose to under occupy.
- 105. Census data on occupancy ratings in East Hagbourne suggest that 51% of all households have two or more extra bedrooms²⁴. These high levels of over-occupancy are broadly in line with the occupancy rating for households with no dependent children across Oxfordshire as a whole as shown above. However, it is possible to model the impact of different household types and occupancy ratings on the demand for larger housing types in East Hagbourne, as set out in the table below.

Table 14: Modelling of household types likely to need larger housing types

Housing need type	Household type	Number of households	Percentage of all households	Total
Households likely to need larger housing types	Households with dependent children living at home	127	27.1%	32%
	Other households, including concealed and those with multiple families	23	4.9%	
Households generating additional need for larger housing types	Households under occupying housing (51%)	319	68%	33%

Source: Census 2011, AECOM Calculations

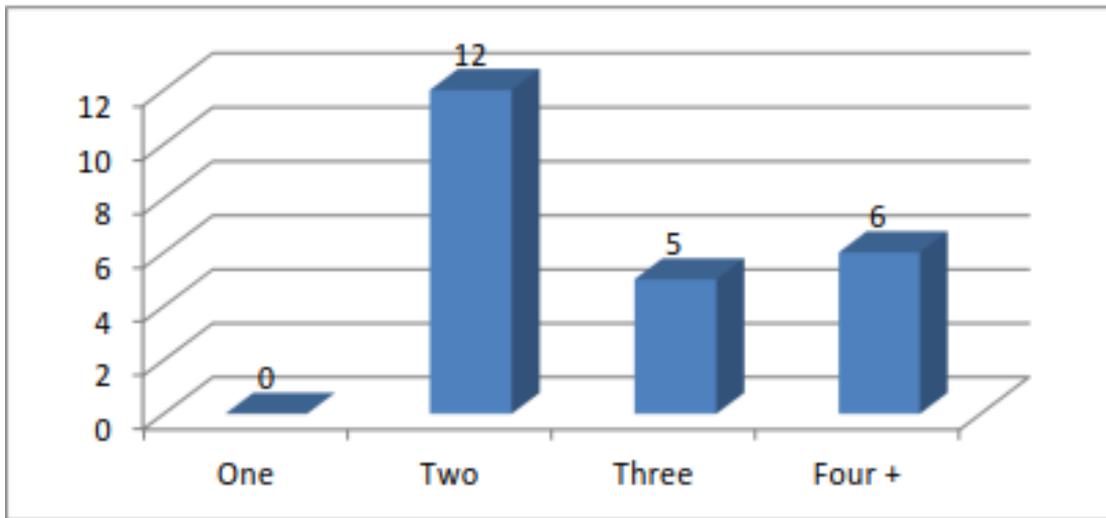
- 106. Adding the number of households with dependent children (127 to those containing multiple households (23) gives 150 households (32% of the total), which may potentially need larger housing in future due to their changing needs. We then consider the remaining 319 households in the parish, including households with non-dependent children and others whose need for larger housing types is limited to cases of over occupation. If 51% of these households under occupy housing, as was the case at the 2011 census, this would result in a further 163 households occupying or needing larger housing types, or 33% of the total. Adding the 150 households who may need larger housing in future due to dependent children or multiple families living in the same house, to the 163 households occupying

²⁴ <https://www.nomisweb.co.uk/census/2011/qs412ew>

larger housing as a result of under occupation, this still yields 313 households in need of larger housing types, which is just 65%, rather than the 70% described for market housing in the SHMA. This would suggest a greater need for smaller housing types to 're-balance' the housing stock, more in line with the proportions specified for affordable housing in the SHMA14. Furthermore, should older households in the parish wish to downsize in future, thus reducing under occupation rates, need for larger housing types could well be even lower.

107. Indeed, local survey data, as shown in the figure below, makes clear that residents from the parish needing a new or other home in the village, need, on average, homes larger than one bedroom, but smaller than four. This provides compelling evidence that need in the village is focused on two and three bedroom homes. Given the relatively lack of supply of terraced housing in comparison with the district, and the potential for this housing to be viably built with two to three bedrooms, this could be construed to be the most appropriate type of homes for the parish.

Figure 10: How many bedrooms would your new home need?



Source: EHPC

7. Housing for specialist groups

RQ3. What provision should be made for specialist housing within the NA?

7.1 Background and definitions

108. Before considering the data on East Hagbourne specifically in more detail, it is useful to understand the national context for specialist housing for the elderly across England (e.g. sheltered and extra care, see Appendix A for definitions). Between 1974 and 2015, the population aged 65 and over in England grew 47% and the population aged 75 and over grew by 89%.²⁵ A Demos survey of over 60s conducted in 2013 found a “considerable appetite” amongst this age group to move to a new property, with one quarter of all those surveyed suggesting they would be interested in buying a specialist property, and one quarter considering renting²⁶.
109. Indeed, 76% of those in homes of three or more bedrooms wished to downsize, and this rose to 99% of those in homes of five or more bedrooms, with two bedrooms the preferred choice for both²⁷. However, in spite of evidence of high demand, currently only 5% elderly people’s housing is made up of specialist homes²⁸, with Demos suggesting that “the chronic undersupply of appropriate housing for older people is the UK’s next housing crisis”²⁹, and local authorities often “accused of reluctance to approve development plans for specialist housing....out of fear of increased care costs”.³⁰
110. In 2014 there were approximately 450,000 units of sheltered social rented and private sector retirement housing in the England, with approximately one quarter of these in private sector and the rest provided at social rent levels³¹. However, this is likely to be a result of constraints on the supply of private sector retirement housing rather than a lack of demand. Indeed, whilst older people are increasingly healthier for longer than in the past, the supply of specialist housing for the elderly could be considered to be somewhat constrained. For example, the population aged 65 and over in England grew by 11% in England between 2001 and 2011, but the population living in actual residential care homes, those providing comprehensive care out with the sheltered housing sector, grew by just 0.3%, to about 291,000 people³².
111. The following sections consider the existing provision of specialist housing for the elderly in Oxfordshire as a whole, and for South Oxfordshire and East Hagbourne, and make projections of how needs might change in the future based on existing provision rates and demographic projections. These are then compared with rates of provision that have been recommended by the Housing Learning and Improvement Network (HLIN).

7.2 Existing provision of elderly housing

112. Data on the existing provision of elderly housing is not maintained at the very local level. However, the Needs Analysis for Older People in Oxfordshire 2016 (NAOP16) identified that in 2014 there were 1,481 specialist housing units for the elderly in South Oxfordshire, somewhat lower than the estimate given by the SHMA of 1,512 specialist housing units.
113. The NAOP16 notes the variation in rates of provision (discussed in more detail below) between different districts within the Oxfordshire housing market area, with South Oxfordshire falling into the mid-range of estimates for all the districts, as shown in the table on the following page. These variations are likely as a result of a combination of supply and demand factors, with the overall health of each district’s population a key driver of the need for some types of specialist housing for the elderly.

²⁵ <http://researchbriefings.files.parliament.uk/documents/CBP-7423/CBP-7423.pdf>

²⁶ <https://www.demos.co.uk/files/TopoftheLadder-web.pdf?1378922386>

²⁷ Ibid.

²⁸ https://www.housinglin.org.uk/_assets/Resources/Housing/OtherOrganisation/for-future-living_Oct2014.pdf

²⁹ <https://www.demos.co.uk/files/TopoftheLadder-web.pdf?1378922386>

³⁰ <http://researchbriefings.files.parliament.uk/documents/CBP-7423/CBP-7423.pdf>

³¹ https://www.ageuk.org.uk/globalassets/age-uk/documents/reports-and-publications/reports-and-briefings/safe-at-home/rb_july14_housing_later_life_report.pdf

³² <https://www.ons.gov.uk/peoplepopulationandcommunity/birthsdeathsandmarriages/ageing/articles/changesintheolderresidentcarehomepopulationbetween2001and2011/2014-08-01>

Table 15: Supply of specialist housing in Oxfordshire and its districts (2014)

Area	Number of homes	Rate of homes per 1,000 people aged 75+
Cherwell	2,072	185
Oxford	1,560	181
South Oxfordshire	1,481	118
Vale of White Horse	949	84
West Oxfordshire	615	62
<i>Oxfordshire Total</i>	<i>6,677</i>	<i>125</i>

Source: NAOP16

114. The SHMA provides further detailed information describing the differences in types of specialist housing in 2012.³³ This data is summarised in the table below:

Table 16: Actual provision of elderly housing across Oxford, 2012

	Cherwell	Oxford	South Oxon	VoWH	West Oxon	Oxfordshire
Sheltered Housing: Rent	1,244	1,034	983	467	91	3,819
Sheltered Housing: Lease	526	349	454	375	503	2,207
Enhanced Sheltered: Rent	0	0	0	64	0	64
Enhanced sheltered: Lease	61	0	35	105	20	221
All Sheltered Housing	1,831	1,383	1,472	1,011	614	6,311
Extra Care: Rent	130	152	40	0	0	322
Extra Care: Lease	0	0	0	0	0	0
All Extra Care	130	152	40	0	0	322
Residential Care	236	264	288	243	275	1,306
Nursing Care	642	409	653	558	808	3,070
All Registered Care	878	673	941	801	1083	4,376
All specialist housing	2,839	2,208	2,453	1,812	1,697	11,009
Per thousand population	20	15	18	15	16	17
Per thousand aged 75+	343	217	268	174	150	223

Source: SHMA14, Census, 2011, AECOM Calculations

115. The tables above considers the provision of care places per 1000 population, a standard metric used in documents including the SHMA and the Older People's Housing Strategy. Based on these figures, South Oxfordshire performs relatively well against other local authorities in the county, providing 18 units of specialist housing per 1000 population, second highest across Oxfordshire, after Cherwell. However, this metric does not take into account the fact that different areas may have greater or lesser proportions of their population who are elderly.
116. As such, we turn to the metric of units of specialist housing per 1000 75+ population. This provides a more detailed view of actual specialist housing provision in the context of needs, and shows how misleading the previous figure per 1000 of the general population actually was. As we can see above, using this metric, South Oxfordshire still performs relatively well in terms of such provision, although significantly less well than in Cherwell, with underperformers such as West Oxfordshire performing much less well than by the previous metric. However, it is worthwhile noting that, although much of these differences in provision reflect actual supply issues, for example relating to a lack of suitable sites or the relatively high cost of building specialist housing, they are also influenced by different patterns of demand, which in themselves may relate to the factors discussed below.

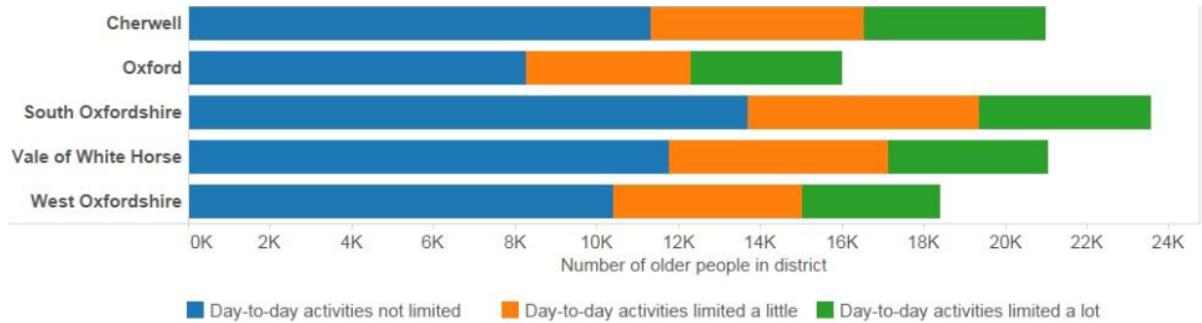
7.3 Factors affecting older people's housing need

117. As discussed above, the actual proportion of elderly people in need of specialist housing can be affected as much by health outcomes at the population scale as well as by individual lifestyle choices, given that the vast majority of elderly people choose to continue to live in their homes into their old age.

³³ SHMA14, pp.25

118. Still, it is interesting to consider long term rates of disability, within individual districts in the HMA, which the census measures by the extent to which people’s day to day activities are limited within the 75+ population, as shown in the figure below. This can be used to understand the extent to which the relative health of different populations may result in higher demand for specialist housing for the elderly in East Hagbourne. It should be noted that as the data is self-reported, some types of illness such as dementia may not be accounted for.

Figure 11: Households and people aged 75+ with long term Health problems or Disability (2011)

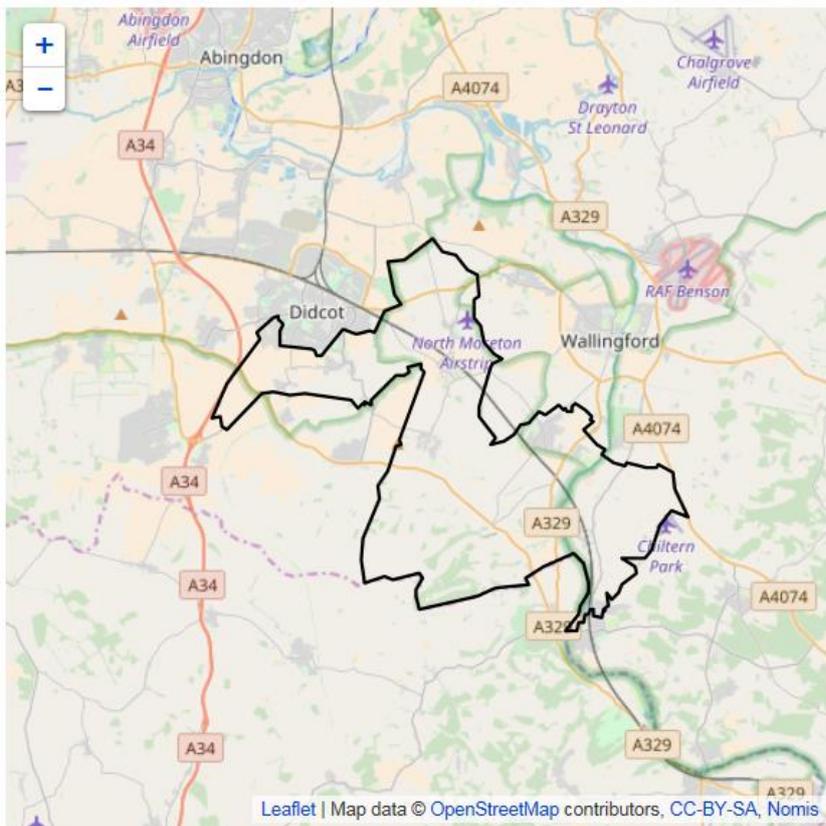


Source: NAOP16

119. Although there were more older residents in South Oxfordshire overall than in other districts, these residents experienced the lowest rate of limitations to their day-to-day activities, just 41.9%, compared with 48.3% in Oxford for example³⁴. There are likely to be numerous factors affecting such limitations, including the age distribution within the group in each local authority (for example, Oxford might have more residents aged over 90, who are much more likely to have significant disabilities, and therefore to need specialist housing), as well as other factors.

120. It is revealing then to consider, based on census data, how East Hagbourne might differ from the picture in Oxfordshire as a whole, and South Oxfordshire specifically in terms of rates of long term disability. Whilst data at the very local parish level on this is not available from the Census, data for an MSOA, Oxfordshire 015, covering East Hagbourne alongside a broader area between Didcot and Wallingford, as shown in the figure below, is available.

Figure 12: Map of MSOA encompassing East Hagbourne



³⁴ NAOP16, pp. 83

Source: <https://www.nomisweb.co.uk/>

Table 17: % of population aged 75+ with mobility limitations, 2011

Area	Day-to-day activities limited a lot	Day-to-day activities limited a little	Day-to-day activities not limited
East Hagbourne MSOA	16.8%	25.9%	57.4%
South Oxfordshire	17.9%	24.0%	58.1%

Source: Census 2011

121. This data suggests that the average rate of significant limitations to day-to-day activity for those aged 75 and over was slightly lower in the area shown above (16.8%) than in South Oxfordshire as a whole (17.9%). This could be indicative of relatively lower demand for specialist housing for the elderly. However, when considering both those who were “limited a lot” and those who were “limited a little”, the overall proportion in this age group with mobility limitations was slightly higher in the MSOA area (42.6%) than in South Oxfordshire (41.9%).
122. Given that it is elderly people with the most significant limitations who generate the highest levels of need for specialist housing for the elderly, this suggests that East Hagbourne may have slightly lower levels of need than the rest of the district. However it is important to consider the housing needs of all elderly people, both those who are significantly disabled and those who are only partly limited in their mobility. Clearly, varying levels of care are needed to meet varying levels of mobility, however the difference is not sufficiently compelling to warrant a different level of provision in East Hagbourne than in the wider district.

7.4 Estimates of current need

123. The Government’s recent consultation on housing need asked specifically for “suggestions on how to streamline the process for identifying housing need for individual groups”, particularly in reference to older people. This demonstrates the relative difficulty in estimating the housing needs of elderly people.
124. In order to overcome this, the existing levels of provision at the district level may be used as a proxy. Based on a simple fair shared calculation based on the percentage of all residents aged 75+ residing in East Hagbourne, this suggests East Hagbourne would need 33 units of elderly housing; Table 20 below shows how these should be broken down into different types.
125. These estimates are deemed to be appropriate for East Hagbourne given the broadly similar rates of disability in the elderly population of the parish and the district discussed above. The extent to which this need has been met at present is not entirely clear. Some needs may have been met by people adapting their homes to take account of their mobility limitations, whilst others specialist housing needs may have been met outside of the parish boundaries, in Didcot and its surroundings. Given the specialist nature of this housing, this is not entirely surprising.

Table 18: Existing need estimates for elderly housing in East Hagbourne

	Actual provision across South Oxfordshire	Provision per thousand 75+ in South Oxfordshire	Proportionate need estimate for residents of East Hagbourne
Sheltered Housing: Rent	983	107	13.2
Sheltered Housing: Lease	454	50	6.1
Enhanced Sheltered: Rent	0		0.0
Enhanced sheltered: Rent	35	4	0.5
All Sheltered Housing	1,472	161	19.8
Extra Care: Rent	40	4	0.5
Extra Care: Lease	0		0.0
All Extra Care	40	4	0.5
Residential Care	288	31	3.9
Nursing Care	653	71	8.8
All Registered Care	941	103	12.7
Total	2,453	268	33.0

Source: SHMA14, Census 2011, AECOM Calculations

126. It is worth considering however whether, in future, some of this local need for specialist elderly accommodation could be met within the parish boundaries, thereby allowing members of the community who have lived in the village up to the time they become elderly to remain in the parish even when they choose to enter more specialist accommodation.
127. It is also helpful to benchmark levels of provision against suggested figures set out by the Housing Learning and Improvement Network per 1,000 of the 75+ population³⁵. HLIN is a specialist research hub for knowledge on housing for our aging population, who have conducted extensive research on the topic for the public and third sectors including Public Health England and the Local Government Association. Their recommendations are regularly referenced by SHMAs, including by SHMA14³⁶, with the figures shown in the table below.
128. This data makes clear that South Oxfordshire already outperforms the recommended provision by 17 places per 1000 population 75+, or by 7%. This suggests that needs of East Hagbourne's elderly are already being met across the district as a whole, although as pointed out above, this may involve a move away from the parish.

Table 19: HLIN recommendations for specialist housing for the elderly

Housing type	Recommended provision per thousand 75+
Conventional sheltered housing to rent	60
Leasehold sheltered housing	120
Enhanced sheltered housing (divided 50:50 between that for rent and that for sale)	20
Extra care housing for rent	15
Extra care housing for sale	30
Housing based provision for dementia	6
Total	251

Source: HLIN

7.5 Estimates of future need

123. The proportion of the population of East Hagbourne over the age of 75 in 2011 was somewhat higher than that for the district at 10.62%, versus 8.45% for Oxfordshire. Building on ONS population projections for the district as a whole for the year 2033, the end of the Plan period, it is possible to project forward the number of residents falling into this age category by the end of the Plan period. It should be noted that these calculations are relatively simplistic, and are based on the number of elderly people in East Hagbourne levelling out to the proportion of the district (rather than the village retaining the relatively older population that it had in 2011).
124. The calculations suggest that by 2033, there will be 188 people aged 75 and over in East Hagbourne, an increase of 65 people on the 2011 figure. Were East Hagbourne to maintain its share of elderly people in the district, the growth in the elderly population aged 75 and over would be higher, at 106 additional residents falling into this age group.

Table 20: Change in the population of over 75s between 2011 and 2033

Age band	2011		2033	
	Population East Hagbourne	Population South Oxfordshire	Projected Population South Oxfordshire	Projected 75+ population East Hagbourne
All ages	1,158 (0.86% of the district)	134,257	150,000	
75+	123 (10.62% of the total)		21,900 (14.6% of the total)	188 (0.86% of the total in this age group)

Source: 2014-based Sub-national population projections, DCLG and Census 2011 (ONS)

125. It is possible, based on the figures in the table above, to conclude that East Hagbourne could see a significant rise in its requirement for specialist housing by 2033, from 33 units today to 50 in 2033 at current rates of provision in South Oxfordshire (268 per 1000 population aged 75+),

³⁵ Housing LIN (2011) Strategic Housing for Older People: Planning, designing and delivering housing that older people want, available online at: http://www.housinglin.org.uk/_library/Resources/Housing/SHOP/SHOPResourcePack.pdf

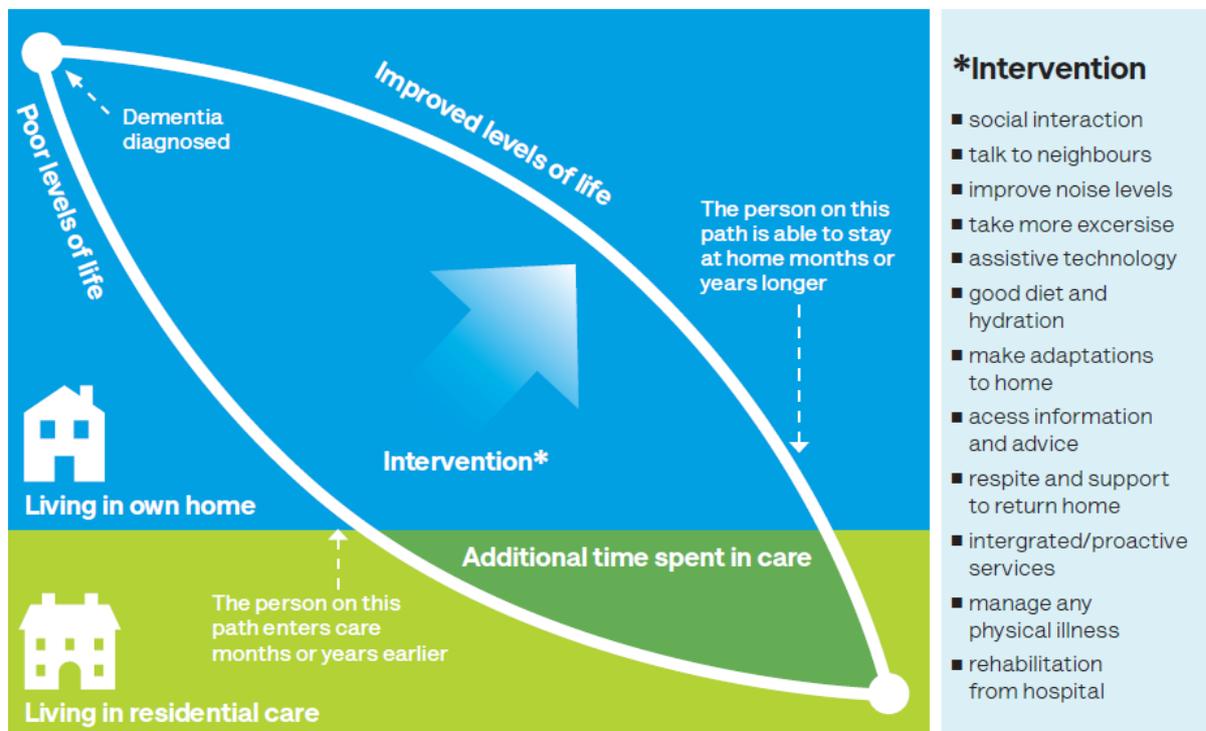
³⁶ SHMA14 pp.146

- 126. Whilst demand for specialist dwellings clearly varies between different parts of the district, with many older residents remaining in their family homes and not in specialist accommodation, it is for the parish to decide whether it wishes to provide specialist accommodation at the levels current provided across the local authority.
- 127. It is also important to note as above that there is no obligation for all 17 additional specialist dwellings (on top of the 33 units that are, on average, provided for residents of the parish) to be provided within the neighbourhood plan area and clearly in some cases, such as providing a single specialist dementia care dwelling, it would not be economically feasible to do so. However, 17 additional units would be of a scale which might make a dedicated specialist accommodation, including age exclusive housing, appropriate for East Hagbourne.
- 128. Alternatively, the specialist dwelling need could be split between the parish and the rest of the district, which will enable the elderly to live either within or as close to the parish as possible, taking account of potential limitations to medical provision for the elderly that might be experienced in East Hagbourne. Given these limitations, there could be the potential for specialist housing to be provided in, for example, Didcot itself, taking account of their higher levels of accessibility to services and facilities, which will help in the recruitment and retention of specialist care staff and enable economies of scale (e.g. a centralised dementia care unit or enhanced sheltered development serving a widely dispersed rural population from a single location).

7.6 Housing for people with dementia

- 129. Enabling people with dementia to live in their own homes for longer is critical to their quality of life as a result of the familiarity of surroundings and the help with retaining memories this facilitates³⁷. The challenge with this is two-fold; firstly the lack of appropriate adaptations in properties and, secondly, the support required to ensure a home is safe and suitable.
- 130. In Figure 13 on the following page we reproduce a chart showing the impact that early and appropriate intervention can have on the prospect of people with dementia remaining in their own home for longer. Based on the HLIN figures above, we calculate that, by 2031, approximately just one dwelling place for someone living with dementia will be required by the village. Given this small level of need, it is likely that this would have to be met elsewhere.

Figure 13: Dementia care chart



Source: Dementia Services Development Centre, 2013

³⁷ Alzheimer's Society, [Dementia-friendly housing charter](#), page 13

7.7 Other housing options for the elderly

131. **Retirement villages** are developments that involve the delivery of multiple homes satisfy the desire on the part of many older people to live in an environment with people facing similar challenges; retirement villages are often a cost-effective means of delivering sheltered and extra care housing together with the facilities and services these settlements imply. Given the numbers of units that result from the analysis above, it would be appropriate to consider this approach to the delivery of housing for the elderly in East Hagbourne
132. **Senior co-housing** has been identified as being particularly suited to the needs of older residents. It offers a way for a group of people with similar interests and needs to come together to create an environment suited specifically to their requirements. Moreover, it can be designed to help address one of the most important issues for older people: isolation and loneliness. A number of successful case studies exist of projects developed specifically with the needs of older people in mind; including the creation of public areas that encourage social interaction between members of the community (see <https://cohousing.org.uk>).
133. **Multi-generational homes** have been identified as a possible solution not only for older people, but all generations where it makes financial sense to share accommodation, particularly younger people who are struggling to set up their own households. This gives rise not only to designs for new homes, but conversions to existing dwellings, introducing internal subdivisions and peripheral extensions to create internal layouts that balance the private needs of different generations with the benefits of over-lapping, shared communal spaces.
134. **Lifetime homes** are created via LPA policies in Local Plans that a proportion of new homes should be built according to 'lifetime homes' principles; these are ordinary homes incorporating a number of design criteria that can be universally applied to new homes at minimal cost, for example parking that makes getting in and out of the car as simple and convenient as possible and ensuring movement in hallways and through doorways should be as convenient to the widest range of people, including those using mobility aids or wheelchairs, and those moving furniture or other objects.³⁸
135. **Right sized dwellings** are dwellings that may be specifically built for older people in mind, but are not necessarily marketed as such. It is important to note, this does not necessarily imply moving to a smaller home. Many older people have the wealth (and the choice that comes with it) to create a home suited to having visitors and accommodating care staff, who may need to make over-night stays. For this reason, it is important to recognise that different ages have different needs, thus in the provision of housing, choice is critical, catering for those with relatively modest requirements, to those who are more dependent on help. The provision of choice that responds to need is part of creating a smoothly operating local housing market in which older people are able move out of family homes when they wish, thus freeing up these properties for others.³⁹

7.8 Planning flexibility

136. Planning policy can be mobilized to help properties to become more adaptable in the context of an increasingly elderly population. This includes allowing the conversion of conventional dwellings or groups of dwellings (for example terraced housing) into multiple homes, particularly where additional features are included to address 'lifetime homes' criteria and to encourage interaction with the wider community. This can incorporate bigger community open space as a result of joining up different gardens.⁴⁰ This is not dissimilar to the practice of 'alley-gating' where alleyways between the backs of terraced housing have been gated off, and turned into shared community spaces.
137. As suggested above, it is appropriate for the neighbourhood group to work closely with the LPA to develop policy and approaches to addressing the need for housing for elderly people in the area. The LPA is under an obligation through national policy to address the needs of older people,⁴¹ it is therefore appropriate they should play the strategic role in co-ordinating new efforts by housing providers, adult care services, primary care and health trusts, private and third sector organisations to meet the housing needs of older people across the district.

³⁸ <http://www.lifetimehomes.org.uk/pages/about-us.html>

³⁹ Housing LIN, New Approaches to Housing for Older People, June 2014, page 6

⁴⁰ Gobber, S, *A Bright Grey Future*, Urban Design Group Journal, Spring 2016, page 29

⁴¹ NPPF, para 50

8. Conclusions

8.1 Overview

Table 21: Summary of local factors specific to South Oxfordshire with a potential impact on neighbourhood plan housing characteristics

Factor	Source(s) (see Chapters 6 and 7)	Factors affecting housing needed	Conclusion
Affordable Housing	PPG, Housing and Planning Act, Fixing our Broken Housing Market 2017, Census 2001/2011, SHMA14, Zoopla, PPD, UKHPI, SODC	<p>Owner occupied housing is the dominant tenure in East Hagbourne. However, social rented housing is also significant in the village, representing close to 15% of all housing versus 11% in the district. Consequently, levels of private renting are significantly lower than in the district. Between the two census periods, there has been relatively little change in the tenure of the housing stock.</p> <p>Affordability is worsening in the district and in East Hagbourne, with the district median income barely enough to rent in the village let alone buy a property. Indeed, based on a typical mortgage lending ratio, an income of £112,000 would have been required to purchase a house at the median price for East Hagbourne in 2016.</p>	<p>Given the existing tenures of housing in the Parish, and the preferences expressed by residents in surveys, it is recommended that affordable home ownership (shared equity) schemes should be provided to meet the affordable housing needs the community. Such needs could potentially be met by starter homes, which, capped at £250,000 outside of London, would be significantly cheaper than shared equity g sold at 80% of market prices, as well as cheaper than the vast majority of housing currently sold in the Parish. Affordable rented homes could also contribute to meeting affordable housing need in the parish, particularly given the lack of private rented sector housing.</p>
Demand/need for smaller dwellings	Census 2001/2011, SHMA14, EHPC	<p>Between the last two censuses, there were significant increases in households living in large homes, likely as a result of high levels of under-occupancy. Fully 51% of households in East Hagbourne have two or more extra bedrooms in addition to those they need, likely as a result of children growing up and leaving the family home.</p> <p>Less than a third of households in East Hagbourne have dependent children, less than in South Oxfordshire as a whole, with more one-person households over 65 and more families with no children living at home than the district average.</p>	<p>All of the demographic data analysed points towards a need for smaller homes in the parish. Indeed, resident preferences as expressed in household surveys also point to a significant desire for smaller housing types, primarily of two and three bedrooms. The SHMA14 puts forward a strategic mixture of housing for both market and affordable homes, but for East Hagbourne, housing needs in terms of size tend more towards those specified for affordable housing than market housing.</p>
Demographic change	Parliamentary Research Briefings, Demos Top of the Ladder Report, Age UK, NAOP16	<p>There have been significant increases in the elderly population of East Hagbourne, particularly those aged 85+, who may be in greater need of specialist housing, sometimes for sufferers of dementia. This increase is on top of the general ageing population</p>	<p>This shift will need to be accounted for in the future housing stock of East Hagbourne, with a need for both lifetime suitable homes, as well as for more specialist housing types, particularly given the advanced age of such residents. This indicates a local</p>

	Census 2001/2011, SHMA17, Housing LIN Toolkit	in this part of South Oxfordshire.	need for 17 additional specialist units over the Plan period, although these could be met out with the parish, as is currently the case.
Dwelling type	Census 2001/2011, SHMA17, Land Registry PPD, UKHPI, CACI	Linked to homes being relatively large in East Hagbourne, more than half of all housing is detached. Conversely, there are somewhat fewer flats in East Hagbourne than in the district, and far fewer terraced houses.	Given the relative undersupply of terraced housing & flats, there is a case to be made for building a higher number of smaller units to satisfy both housing needs in terms of size and affordability.
Larger-sized housing	Census 2001/2011, SHMA17, Land Registry PPD, UKHPI, CACI	The household and demographic shifts described above present clear evidence of a need for more smaller homes, and given that new households forming will likely be best served by smaller housing types, the provision of housing of four or more bedrooms would not be likely to meet future needs in the parish, particularly given the predominance of such types within the existing stock.	Smaller housing types should continue to be prioritised via the planning process, potentially even more than they are at district level as a whole,. Indeed, with fewer families choosing to live in East Hagbourne than would be expected given the district average for this type of household, it is worth considering whether any future housing should be built of this size, given that demographic demand is likely to be low, with supply from the existing stock relatively high.

Source: AECOM

8.2 Recommendations for next steps

138. This neighbourhood plan housing needs advice has aimed to provide EHPC with evidence on housing trends from a range of sources to identify local housing need from within the Neighbourhood Plan Area. We recommend that the parish should, as a next step, discuss the contents and conclusions with South Oxfordshire District Council with a view to agreeing and formulating draft housing policies, in particular the appropriate approach to identifying the level of need for housing for local people in the NA, bearing the following in mind:
- The Basic Conditions that neighbourhood plans need to fulfil in order to pass examination, in particular having regard for national policies and advice contained in guidance issued by the Secretary of State; that its policies contributes to the achievement of sustainable development and are in general conformity with the adopted strategic local policies⁴²;
 - the views of South Oxfordshire District Council – in particular in relation to how planned for growth can accommodate the needs of local people through a local lettings policy forming part of planning conditions;
 - the views of local residents;
 - the views of other relevant local stakeholders, including housing developers; and
 - the numerous supply-side considerations, including local environmental constraints, the location and characteristics of suitable land, and any capacity work carried out by the South Oxfordshire District Council, including but not limited to the SHLAA
 - the recommendations and findings of this study.
139. Recent changes to the planning system, forthcoming changes to the NPPF, as well as the implementation of the Housing and Planning Act, will continue to affect housing policies at a local authority and, by extension, a neighbourhood level.

⁴² The five basic conditions and how they should be addressed can be seen in the document 'How to Write a Basic Conditions Statement, <https://mycommunity.org.uk/wp-content/uploads/2016/08/How-to-write-a-basic-conditions-statement.pdf> (visited 19/09/17)

140. This advice note has been provided in good faith by AECOM consultants on the basis of housing data and national guidance current at the time of writing (alongside other relevant and available information).
141. Bearing this in mind, we recommend that the steering group should monitor carefully strategies and documents with an impact on housing policy produced by the District Council or any other relevant body and review the neighbourhood plan accordingly to ensure that general conformity is maintained.
142. At the same time, monitoring ongoing demographic or other trends over the neighbourhood plan making period relating to the factors summarised in Table 20 would be particularly valuable.

Appendix A : Definitions of Specialist Housing

A.1 Sheltered Housing

Sheltered housing (also known as retirement housing) means having your own flat or bungalow in a block, or on a small estate, where all the other residents are older people (usually over 55). With a few exceptions, all developments (or 'schemes') provide independent, self-contained homes with their own front doors. There are many different types of scheme, both to rent and to buy. They usually contain between 15 and 40 properties, and range in size from studio flats (or 'bedsits') through to 2 and 3 bedroomed. Properties in most schemes are designed to make life a little easier for older people - with features like raised electric sockets, lowered worktops, walk-in showers, and so on. Some will usually be designed to accommodate wheelchair users. And they are usually linked to an emergency alarm service (sometimes called 'community alarm service') to call help if needed. Many schemes also have their own 'manager' or 'warden', either living on-site or nearby, whose job is to manage the scheme and help arrange any services residents need. Managed schemes will also usually have some shared or communal facilities such as a lounge for residents to meet, a laundry, a guest flat and a garden. Source: <http://www.housingcare.org/jargon-sheltered-housing.aspx> (accessed 11/11/17)

A.2 Extra Care Housing

New forms of sheltered housing and retirement housing have been pioneered in recent years, to cater for older people who are becoming more frail and less able to do everything for themselves. Extra Care Housing is housing designed with the needs of frailer older people in mind and with varying levels of care and support available on site. People who live in Extra Care Housing have their own self-contained homes, their own front doors and a legal right to occupy the property. Extra Care Housing is also known as very or enhanced sheltered housing, assisted living, or simply as 'housing with care'. It comes in many built forms, including blocks of flats, bungalow estates and retirement villages. It is a popular choice among older people because it can sometimes provide an alternative to a care home. In addition to the communal facilities often found in sheltered housing (residents' lounge, guest suite, laundry), Extra Care often includes a restaurant or dining room, health & fitness facilities, hobby rooms and even computer rooms. Domestic support and personal care are available, usually provided by on-site staff. Properties can be rented, owned or part owned/part rented. There is a limited (though increasing) amount of Extra Care Housing in most areas and most providers set eligibility criteria which prospective residents have to meet. <http://www.housingcare.org/jargon-extra-care-housing.aspx> (accessed 11/11/17)

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