

# Burcot and Clifton Hampton

Housing Needs Assessment (HNA)

Summary Report

August 2022

## Quality information

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## Revision History

<b>Revision</b>	<b>Revision date</b>	<b>Details</b>	<b>Authorized</b>	<b>Name</b>	<b>Position</b>
1	May 2022	First Draft	PA	Paul Avery	Principal Consultant
2	May 2022	Internal Review	KP	Kerry Parr	Associate Director
3	July 2022	Group Review	GB	Giles Baxter	Burcot and Clifton Hampden Parish Council
4	August 2022	Locality Review	AO	Annabel Osborne	Neighbourhood Planning Officer
5	August 2022	Final Report	PA	Paul Avery	Principal Consultant

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# 1. Summary

1. The scope of this study has been agreed with Burcot and Clifton Hampden Parish Council and informed by comments from South Oxfordshire District Council (SODC). Its focus is on the housing needs of the parish specifically, in terms of the types, sizes and tenures of dwellings required by different demographic and income groups. The question of the overall quantity of need for housing is not within its scope. District and national level information is provided for context and used where more locally-specific data is unavailable. This document is a Summary Report intended as a stand alone document. A supporting Full Report providing background information and more detailed supporting calculations has been provided and published on the Parish Council website.
2. One key finding is that there is a wide gap between the existing housing stock in the parish and the mix of homes expected to be needed as the population continues to evolve. Large and detached housing dominate the housing options at present. However, the population is ageing and younger residents are not being retained or replenished. A likely contributing cause is the general lack of new homes in recent years, with only 4 new properties built since 2011 (according to SODC data).
3. Consequently, there is a need (primarily but not exclusively) for smaller and more affordable market homes to accommodate both younger households and those wishing to downsize who currently lack suitable options. More generally, the limited range of housing options and the trend toward an unbalanced population age profile, along with data on under-occupancy of large homes, suggests that there are insufficient opportunities for households to move around within the existing range of homes. Additional housing supply would help to combat this and to target particular unmet needs.
4. A second key finding is a serious and worsening affordability challenge, with high housing costs rising out of step with local incomes. There is a large group of households with incomes sufficient for renting but not for purchasing their own homes. Their needs could be met if new housing in future is smaller or less costly for other reasons (such as being delivered as flats or having less land), and if there is a possibility of subsidised tenure products coming forward that aim to widen access to ownership, such as shared ownership and First Homes.
5. Supplementing this challenge is a clear lack of social housing compared to the district average, meaning those on the lowest incomes have few options if they wish to remain in the community. There is clear justification for future development to be aimed at lowering barriers to entry, through lower cost market housing or additional provision of subsidised Affordable Housing.

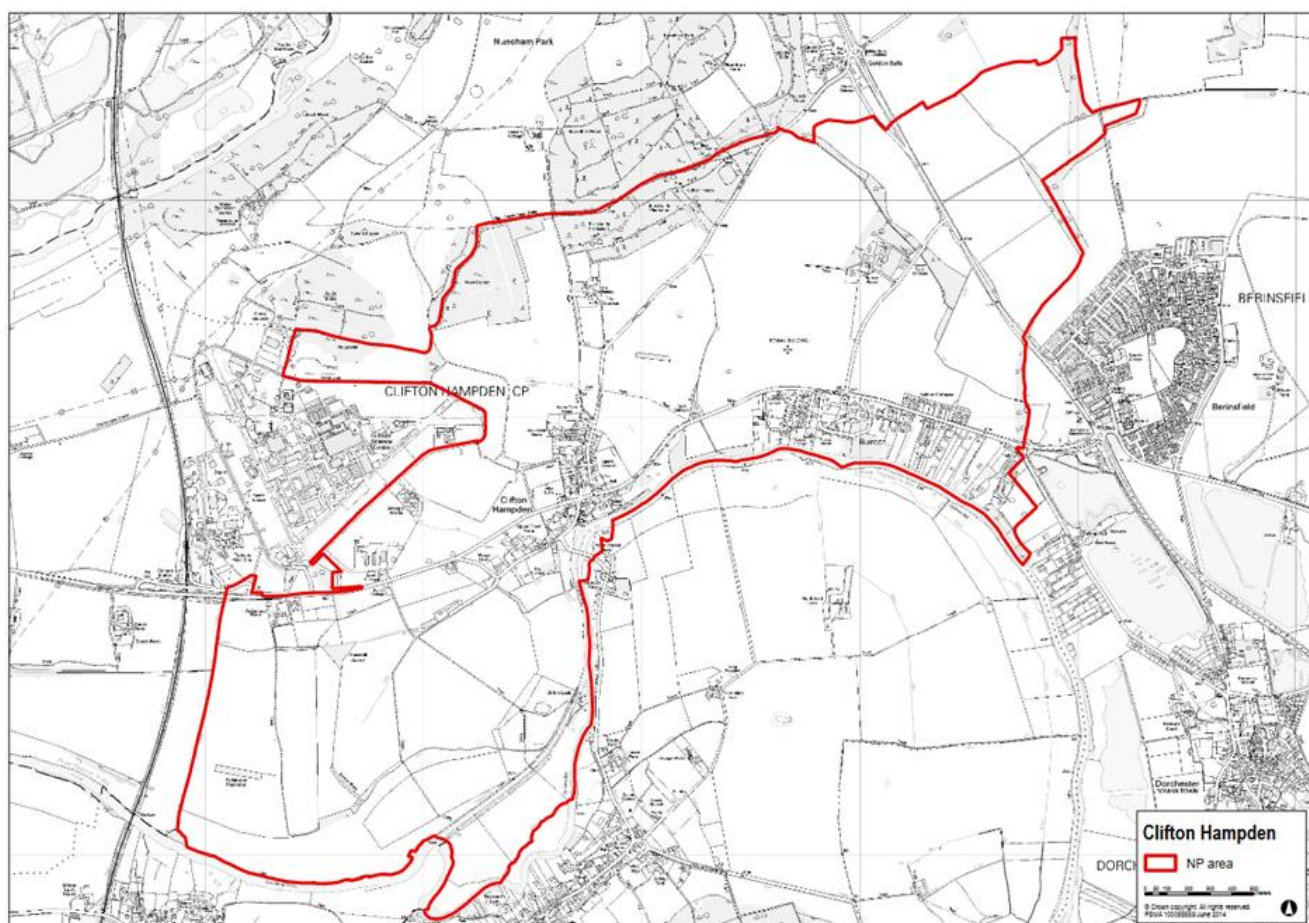
## 2. Context

6. Burcot and Clifton Hampton is a parish and Neighbourhood Area (NA, for the purpose of neighbourhood planning) located in South Oxfordshire.
7. The parish encompasses the two villages that give it its name and their largely rural surroundings. The two villages sit on the banks of the River Thames, which forms the southern boundary of the parish, around 4 miles east of Abingdon. The Abingdon Road runs parallel with the river through the main built-up areas of the two settlements. The majority of Clifton Hampton's built-up area is a conservation area. Local amenities include a shop/post office, GP surgery, primary school, church, village hall, three pubs and a variety of sports clubs and other societies. Nearby Dorchester and Abingdon provide a range of additional services and a wider retail offering, and the city of Oxford lies around 8 miles to the north.
8. In 2015 the parish boundary was changed to exclude part of its north-west corner, which includes the former Royal Naval Air Station HMS Hornbill, since redeveloped as Culham Science Centre, and now falling within Culham parish. In 2020 this change was reflected in the designated NA for the Burcot and Clifton Hampden Neighbourhood Plan, which is at an advanced stage of development.
9. This Housing Needs Assessment (HNA) has been commissioned to support the development of a draft Neighbourhood Development Order (NDO) that proposes a pair of sites on opposite sides of the Abingdon Road on the western edge of Clifton Hampden. Together the sites are currently envisaged to provide a new GP surgery, improvements to the village hall and in the region of 17 new homes, although the number and mix of new homes remains subject to change. The purpose of this study is not to prove the merits of any proposed housing mix or to justify the need for development in the Green Belt in principle, but to assess local housing need more generally to inform ongoing community discussions and the formal process around the scheme.
10. This HNA will take as its unit of analysis the whole parish/NA as this is the catchment area representing the closest expression of local housing need for the NDO scheme. A proxy area has been used for the purpose of data gathering due to a parish boundary change that occurred since the most recent Census. To understand current and future housing need, this research will look ahead to the year 2034 to align with the currently proposed end date of the Neighbourhood Plan.
11. In the 2011 Census the parish had a total of 662 residents, formed into 240 households and occupying 255 dwellings (with the remainder being vacant or second homes). The Office for National Statistics (ONS) produces mid-year population estimates for parishes and wards throughout the country. The mid-2020 population estimate for Burcot and Clifton Hampton is 646 – indicating population decline of around 16 individuals since 2011. This decline is the result of natural population change through ageing, migration and other factors. It is not associated with the parish boundary change of 2015 because parish level population estimates are based on the same proxy area as the Census.

12. SODC have indicated that just 4 new homes have been built in the parish since 2011. This brings the total number of homes to a current total of 259. The lack of population growth is not in conflict with the (very slight) increase in homes, because the ageing of the population and other factors mean that fewer people are likely to occupy the existing homes for reasons of mortality, children moving out, and fewer births.

13. A map of the current parish/NA boundary appears below in Figure 2-1.

**Figure 2-1: Map of the 2020 Burcot and Clifton Hampton Parish / Neighbourhood Area**



Source: SODC

14. The NPPF 2021 requires Local Authorities to provide neighbourhood planning groups with a number of houses to plan for over the Neighbourhood Plan period.

15. South Oxfordshire has fulfilled this by detailing its position in the Local Plan. In that document, Burcot and Clifton Hampton are classified as Smaller Villages, which, paragraph 4.37 explains, have no defined requirement to contribute towards delivering additional housing (beyond windfall and infill development) to meet the overall housing requirement of South Oxfordshire. However, should the Parish Council wish to deliver growth through sites in the Neighbourhood Plan this would be expected to be at the scale of 5-10% of the number of homes existing at the time of the 2011 Census minus completions since. In Burcot and Clifton Hampton this would imply 9-22 new homes (5-10% of 255 is a range of 13-26, with the 4 completions since 2011 deducted from both ends of the range). SODC confirm, furthermore, that across the District there is a

sufficient supply of housing from strategic allocations and from existing planning permissions that the less sustainable settlements (including Burcot and Clifton Hampden) will not be required to offset the housing requirement.

### 3. Type and Size

16. The conclusions that follow include an indication of the likely need for different types and sizes of homes based on demographic change. It is important to remember that other factors should be considered in determining the dwelling mix that is desirable in the parish or on any particular site. These include the specific characteristics of the nearby stock of housing (such as its condition and design), the role of the NA or site within the wider housing market area (linked to any Local Authority strategies or plans) and site-specific factors which may justify a particular dwelling mix.

#### The existing housing stock

17. Burcot and Clifton Hampden has a housing mix that is skewed toward typically less dense and larger homes. In terms of dwelling types this means a higher proportion of detached homes than the district and country and fewer flats and terraces in particular. In terms of size, a combined 46% of homes in Burcot and Clifton Hampden have 4 or more bedrooms, compared with 29% across South Oxfordshire and just 19% across England as a whole. These characteristics, detailed in Tables 3-1 and 3-2 below, are not unusual for a rural parish but carry clear implications for affordability and choice in general, particularly for potential downsizing households and young people looking to move out of their parents' home.
18. The proportion of homes that are bungalows in the area at 8% is slightly below the district average (using Valuation Office Agency (VOA) data). Although it is not necessarily a given that bungalows are be completely accessible (e.g. for an occupant using a wheelchair), and ground floor maisonettes can be equally suitable for people with mobility limitations, the relative lack of bungalows may be an additional factor, beyond the limited size options, obstructing downsizing in Burcot and Clifton Hampden.

**Table 3-1: Accommodation type, 2011**

Dwelling type	Burcot and Clifton Hampden	South Oxfordshire	England
Detached	46.7%	35.8%	22.4%
Semi-detached	32.5%	32.3%	31.2%
Terraced	13.3%	19.0%	24.5%
Flat	7.1%	11.3%	21.2%

Source: ONS 2011, AECOM Calculations

**Table 3-2: Number of bedrooms, 2011**

Bedrooms	Burcot and Clifton Hampden	South Oxfordshire	England
1	5.8%	7.7%	11.8%
2	15.0%	23.7%	27.9%
3	32.9%	39.9%	41.2%
4	32.5%	20.7%	14.4%
5 or more	13.8%	7.9%	4.6%

Source: ONS 2011, AECOM Calculations

### Demographics

19. The age structure of the population is a key indicator of the future need for housing. Burcot and Clifton Hampden had a generally older population profile than Mid Suffolk and England in 2011. The older age brackets have also grown the fastest between the 2011 Census and the latest ONS estimates for 2020, shown in Table 3-3 below. The percentage of the population aged under 45 is estimated to have declined from 42% to 38% in the last decade, which chimes with the natural evolution of the population as well as the difficulty of attracting a replacement younger population given the limited choice and affordability of housing options locally. This point is also applicable to statistics on the composition of household groups that suggest that the parish has an unusually high proportion of households containing adult children.

**Table 4-3: Population age structure, Burcot and Clifton Hampton, 2011 and 2020**

Age group	2011 (Census)		2020 (ONS, estimated)	
0-15	99	15.0%	86	13.3%
16-24	51	7.7%	55	8.5%
25-44	130	19.6%	103	15.9%
45-64	198	29.9%	205	31.7%
65-84	147	22.2%	169	26.2%
85 and over	37	5.6%	28	4.3%
Total	662		646	

Source: ONS 2011, ONS mid-2020 population estimates, AECOM Calculations

20. Applying ONS household projections for Mid Suffolk to the Burcot and Clifton Hampden population (shown in Table 3-4 below) suggests that by 2040 the 65 and over cohort could increase by 54% on 2011 levels to become by far the dominant group at 46% of the projected total, while the youngest age groups decline. It is clear that ageing will be a major driver of housing need in Burcot and Clifton Hampden going forward, whether older households intend to occupy the same dwellings they currently live in, or perhaps move within the community to a home better suited to the size of their household or their evolving needs.

**Table 3-4: Projected age distribution of households, Burcot and Clifton Hampton**

Year	Age of HRP 24 and under	Age of HRP 25 to 34	Age of HRP 35 to 54	Age of HRP 55 to 64	Age of HRP 65 and over
2011	1	19	90	45	85
2034	1	18	84	49	131
% change 2011-2034	-14%	-7%	-6%	9%	54%

Source: AECOM Calculations

21. Burcot and Clifton Hampden has a high rate of under-occupancy, with 85% of people living in a home with at least one bedroom more than they would be expected to need (at the time of the last Census). The percentage of people living in homes with fewer bedrooms than they might be expected to need is small at under 3%, although this does indicate that a number of people may have been (or still be) living in inadequate housing conditions.
22. The subsequent section establishes the high property values in the area, so it would appear that the largest homes are not necessarily occupied by those with the largest families but by those with the financial capacity to do so, often because properties were purchased some time ago, and by those who have been unable to find a smaller alternative suited to their needs in the area. Indeed, over-occupancy is strongly correlated with age, with those aged 65 and over the most likely to have more than two additional bedrooms.

**The future dwelling mix**

23. The results of a modelling exercise, which looks at the sizes of dwelling occupied by households at different life stages and projects the growth and decline of those household age groups to 2034, suggests that future housing delivery should be focused on medium and smaller homes, as shown below in Table 3-5.

**Table 3-5: Suggested dwelling size mix to 2034, Burcot and Clifton Hampton**

Number of bedrooms	Current mix (2011)	Target mix (2034)	Balance of new housing to reach target mix
1	5.8%	7.8%	11.1%
2	15.0%	23.4%	40.8%
3	32.9%	40.5%	48.2%
4	32.5%	20.5%	0.0%
5 or more	13.8%	7.7%	0.0%

Source: AECOM Calculations

24. 3 bedroom properties, while already the most common, will continue to be needed as generally the most popular, suitable to many groups, and existing at lower proportions in the parish than across the district and country. The other clear direction is to boost the supply of smaller homes from the current low base, while avoiding too many



additional large homes because there are already more than the population is expected to need (although they should not be excluded entirely).

25. An injection of small and mid-sized homes would both improve Burcot and Clifton Hampden's offering for younger households who have few options for their next step on the property ladder and enable older households currently under-occupying larger homes to downsize and in so doing potentially create churn in the market (although it is acknowledged that many of the larger historic properties may be too expensive to be taken up by young local families).
26. The subsequent chapter finds that affordability is a serious and worsening challenge in Burcot and Clifton Hampden. While the provision of Affordable Housing (subsidised tenure products) is one way to combat this, another is to ensure that homes come forward which are of an appropriate size, type and density for local residents' budgets. Continuing to provide smaller homes with fewer bedrooms would help to address this situation.
27. However, it is never advisable to entirely restrict the supply of specific size categories as is suggested here for homes with 4 or more bedrooms. Further considerations that would justify incorporating flexibility into this relatively imbalanced recommended mix are summarised below.

#### **Further considerations**

28. The results of primary survey and consultation evidence fill a clear gap in the secondary data reviewed here and provide valid justification for departing from the results of the model presented above. The most recent consultation (November 2020 to March 2021) is broadly aligned with the findings of this analysis in supporting 1-3 bedroom and level-access accommodation. The previous and more comprehensive 2014 survey expressed a desire for downsizing but also a (smaller) desire for upsizing. Another question on the size of new housing pointed to a higher need for smaller and mid-sized homes but again a not insignificant level of demand for some larger housing. This suggests that the mix proposed in this HNA is generally aligned with the community's priorities, but that the complete exclusion of larger homes would not be appropriate.
29. To best meet the needs of the large cohort of older households expected to be present by 2034, it should be considered whether the existing options are well tailored to older people's requirements in terms of space, flexibility, quality, location and accessibility. Variety should be sought within the mid-sized homes that come forward in future to attract both newly forming households on lower budgets and older households with substantial equity from their existing larger homes, whose needs are far from identical. Facilitating downsizing among older households may release those larger homes for use by families who need more bedrooms.
30. That said, it may not be realistic to expect growing families to be able to afford the larger detached homes that are currently under-occupied in the parish. Reducing the issue of dwelling size to a number of bedrooms is potentially unhelpful in this case. There may be a valid justification to continue supplying larger homes despite their abundance because a different kind of larger home is needed to accommodate growing families

with less buying power. This is too speculative to quantify in a percentage size mix, but is among the good reasons not to inhibit any size of dwelling entirely (despite the results of the HNA model).

31. More generally, it would be unwise for any new housing that does come forward to be delivered in an unbalanced way. Those wishing to move within or relocate to the area will have a range of circumstances and preferences, and they should be offered a range of choices. As such, it is recommended that priority is given to smaller homes but that this is done to a degree that aligns with the wider objectives of the community and does not limit choice or threaten viability.

## 4. Tenure and Affordability

32. Tenure refers to the way a household occupies their home. Broadly speaking, there are two categories of tenure: market housing (such as homes available to purchase outright or rent from a private landlord) and Affordable Housing (including subsidised products like social rent and shared ownership). We refer to Affordable Housing, with capital letters, to denote the specific tenures that are classified as affordable in the current National Planning Policy Framework (NPPF.) A relatively less expensive home for market sale can be affordable but it is not within the strict definition of Affordable Housing.

### Affordability issues

33. In Burcot and Clifton Hampden, home ownership is significantly more common than it is across the wider district and country. In turn, social renting and other forms of subsidised Affordable Housing are rare: just 3% of homes are social rented (8 in total) in the parish, compared with 11% in South Oxfordshire and 18% across England, as shown in Table 4-1 below. As by far the most affordable option for eligible households this lack of affordable rented housing presents a potentially serious barrier to those on lower incomes wishing to remain in the parish.

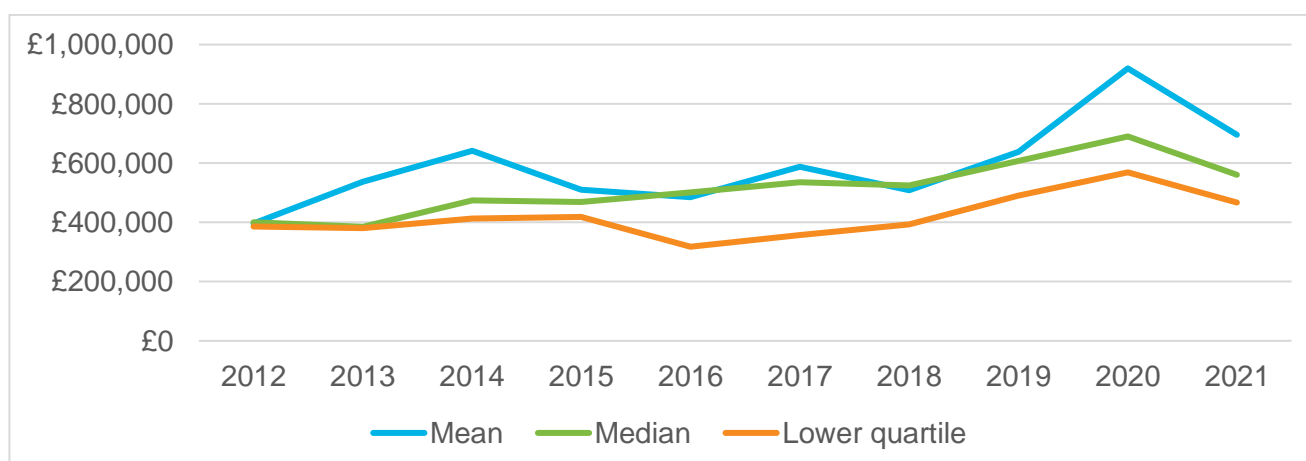
**Table 5-1: Tenure (households), various geographies, 2011**

Tenure	Burcot and Clifton Hampden	South Oxfordshire	England
Owned	78.3%	72.9%	63.3%
Shared ownership	0.4%	0.8%	0.8%
Social rented	3.3%	11.4%	17.7%
Private rented	15.4%	13.3%	16.8%

Sources: Census 2011, AECOM Calculations

34. Home values in Burcot and Clifton Hampden have increased over the past ten years despite a number of year-on-year fluctuations. Such fluctuations are not unusual with a small sample of transactions, between roughly 5 and 15 per year. The trajectory of the market is shown in Figure 5-1 below.

**Figure 5-1: House prices by quartile in Burcot and Clifton Hampton, 2012-2021**



Source: Land Registry PPD

35. The current mean house price is £694,877, which is 75% higher than the 2012 baseline. There is relatively little difference between prices in the middle and at the lower end of the market because there is not a large degree of variation in the types of homes that sell in a given year. For instance, no flats have sold in the parish since 2019 and only one terraced house sold in 2021. This is a problem for lower earning households, who are likely to face competition for the few smaller and more affordable homes that occasionally come on the market, including from potential downsizers in possession with greater equity/wealth.

**Tenure options**

36. AECOM has estimated the annual income required to afford various tenures of housing in the parish. These thresholds are compared to local incomes to determine which options are the most appropriate for local people going forward. The average household income in Burcot and Clifton Hampden is £52,100, and the lower quartile income (per person) for South Oxfordshire was £18,569 in 2020. This is doubled to £37,178 to attain a sense of the financial capability of households in which there are two relatively low earners. Table 5-2 below summarises the findings, and commentary follows the table.

**Table 5-2: Affordability thresholds in Burcot and Clifton Hampton (income required, £)**

Tenure	Mortgage value (90% of price)	Annual rent	Income required	Affordable on average incomes? £52,100	Affordable on LQ earnings (single earner)? £18,569	Affordable on LQ earnings (2 earners)? £37,178
<b>Market Housing</b>						
Median House Price	£504,000	-	£144,000	No	No	No
LQ/Entry-level (Lower Quartile) House Price	£419,625	-	£119,893	No	No	No
LA Entry-level (Terraced and Flats) New Build Median House Price	£228,600	-	£65,314	No	No	No
3+ Bed Market Rent	-	£23,556	£78,520	No	No	No
1-2 Bed Market Rent	-	£11,100	£37,000	Yes	No	Yes
Room in Shared House Market Rent	-	£8,100	£27,000	Yes	No	Yes
<b>Affordable Home Ownership</b>						
First Homes (-30%)	£160,020	-	£45,720	Yes	No	No
First Homes (-40%)	£137,160	-	£39,189	Yes	No	Marginal
First Homes (-50%)	£114,300	-	£32,657	Yes	No	Yes
Shared Ownership (50%)	£114,300	£3,175	£43,240	Yes	No	No
Shared Ownership (25%)	£57,150	£4,763	£32,204	Yes	No	Yes
Shared Ownership (10%)	£22,860	£5,715	£25,581	Yes	No	Yes
<b>Affordable Rented Housing</b>						
Affordable Rent	-	£9,010	£30,002	Yes	No	Yes
Social Rent	-	£5,867	£19,536	Yes	Marginal	Yes

Source: AECOM Calculations

37. It was found that a household would need an income far above the average (or a very large deposit) to qualify for a mortgage even for an entry-level home in the area. Smaller and denser housing types would help to lower the affordability threshold and widen the group of potential buyers. The median house price would require an annual income nearly three times the current average.
38. Private renting is affordable to average and dual lower earners if a 1-2 bedroom property is able to meet their needs. Larger rented homes appear affordable only to higher earners. Even a room in a shared house is beyond the reach of a single lower earner, giving such individuals few other options than subsidised Affordable Housing or reliance on housing benefits.
39. However, there is a relatively large group of households in Burcot and Clifton Hampden who may be able to afford to rent privately but cannot afford home ownership. They are typically earning between around £37,000 per year (at which point entry-level rents become affordable) and £120,000 (at which point entry-level market sale homes become affordable). This 'can rent, can't buy' cohort may benefit from lower cost market housing (i.e. homes at the smaller end of the size spectrum) as well as the range of affordable home ownership products such as First Homes and shared ownership.
40. All of these products could be valuable to different segments of the local population, with shared ownership at a lower than 25% equity share potentially allowing lower earning households to get a foot on the housing ladder, while rent to buy offers poorer long-term prospects but is helpful to those with little or no savings for a deposit, and First Homes (at the maximum 50% discount) provides the best long-term support to those who meet the criteria.
41. Affordable rented housing appears generally affordable to households with two lower earners (average earning households are unlikely to be eligible). However, households with a single lower earner are unable to afford any of the tenures considered except for smaller socially rented units. This is not unusual in rural areas. Many such individuals will, if unable to secure a social rented dwelling or additional subsidy, need to live in a room in a shared house using housing benefit.

### **Quantity of Affordable Housing needed**

42. The Oxfordshire SHMA 2014 identifies a need for 368 additional affordable rented homes each year across South Oxfordshire as a whole. On the basis that the share of this need attributable to the parish is in proportion to its share of the district population (0.5%), this suggests that Burcot and Clifton Hampden will need around 2 Affordable Housing units per year (or 24 to 2034).
43. While this evidence is a helpful indication of what can be understood as Burcot and Clifton Hampden's share of the district's overall needs, and of the rough scale of demand that might be expected, pro-rating district-level needs for rural areas presents problems in practice – particularly given the age of the SHMA. SODC advise that there are no households currently living in the parish on the register for affordable housing, but 30 have identified the parish as an area of preference. This study provides

additional estimates for each sub-tenure using the most up-to-date and locally specific available data inputs.

44. The result of the model is a modest shortfall of 1-2 additional affordable rented homes to 2034. It should be emphasised that this approach derives some of the need from existing residents of social housing who are limited in number in the parish due to the lack of social housing here.
45. The two survey/consultation exercises point to limited support for additional affordable rented housing in the parish, but this is cited by a not insignificant number of people as a valid reason for developing new homes, indicating some level of potential demand from local people.
46. Regarding the potential demand for affordable home ownership tenures, the HNA model estimates that around 2.5 households per year or 30 by 2034 may be interested in such products. The households identified in this estimate are, by and large, adequately housed in the private rented sector, Affordable Housing, or living in other circumstances. They do not necessarily lack their own housing but would prefer to buy rather than rent. They may also be assisted by the provision of lower cost market housing.

#### **Affordable Housing tenure mix**

47. South Oxfordshire's adopted policy on this subject (H9) requires 40% of all new housing (on sites of 10 or more homes) to be affordable. This is a policy area within the remit of the Local Planning Authority, but it is worth considering what the most appropriate mix of Affordable Housing products might be in the parish.
48. Within the broad scale planned for the NDO, which is in turn aligned with the 5-10% growth rate attributable to smaller villages in South Oxfordshire, there is potential for roughly 4-9 Affordable Housing units to be developed in the parish by 2034, subject to development viability and other negotiations. This would be sufficient to meet the limited future need for affordable rented homes and make a contribution to affordable routes to home ownership, although the inclusion of Affordable Housing in the NDO is not a given.
49. In this context of limited delivery, AECOM recommends that the tenure mix of any future development that does include an Affordable Housing component prioritise more acutely needed affordable rented homes (particularly given their absence at present) at or above the level of affordable home ownership options (which appear very helpful for meaningfully expanding access to home ownership, especially if smaller units). The updated Affordable Housing tenure mix published by SODC would appear to be appropriate for Burcot and Clifton Hampden's needs in this policy area.

