

Radley Neighbourhood Plan, 2018–2031

Housing Requirements for the Radley
Strategic Sites

**RADLEY PARISH COUNCIL:
SEPTEMBER 2016**



Housing requirements for the Radley strategic housing sites

Section 1. Summary of conclusions

Purpose and context (Section 2)

The Vale of White Horse Local Plan Part 1 provides for the construction of 900 new dwellings at three strategic housing sites within Radley parish, and proposes certain guidelines for their size and tenure mix. Radley Parish Council explored the housing requirements of Radley parishioners in a household survey carried out in May 2016. This paper reports the survey results in the context of the Local Plan proposals, and makes consequent suggestions for further consideration of the dwelling size and tenure guidelines for the three Radley sites.

Market housing size mix (Section 6)

The Radley household survey showed that around 70% of local demand is for smaller housing. To accommodate this level of local demand, we recommend that the Local Plan guidelines for the proportion of 1- and 2-bedroom dwellings on Radley sites should be doubled from 28% to 56%.

Housing for older people (Section 7)

Local Plan Core Policy 26 requires adequate housing to be provided to meet the needs of an ageing population but does not specify numbers. In the light of our survey findings, we propose that, on Radley sites,

- i. for every 6 new dwellings built, a minimum of one downsizer unit should be provided; and
- ii. for every 15 new dwellings built, a minimum of one place should be provided in a home for independent living with community facilities; and
- iii. for every 30 new dwellings built, one bed-space should be provided in a care home to be built on one of the sites.

Provision under these requirements should include some bungalows.

Affordable housing (Section 8)

The Radley household survey indicated a level of demand for intermediate housing which slightly exceeds the level of demand for social rented housing. To better match local needs, we therefore recommend a re-balancing of the proposed 75:25 split between social rented and intermediate housing within the affordable housing element on Radley sites in favour of the latter.

Self build (Section 8)

The survey revealed a significant amount of interest in self-build among Radley households. We recommend that the Vale of White Horse housing department take steps to identify individuals interested in self build at the Radley sites and to facilitate their contact with the developers. We propose that space for 6-10 self-build units should be reserved on each of the Radley sites until the level of demand is clearer.

Section 2. Context and purpose of paper

The Vale of White Horse draft Local Plan Part 1 provides for the construction of some 900 new homes in Radley parish over the next 15 years. Whilst we appreciate that many of those moving in to these new homes will be new to the area, the Parish Council has been concerned to ensure the new housing also provides what is needed to meet local requirements. We therefore included questions to explore local housing needs in a household survey undertaken by the parish council in May 2016. This paper reports keys results from these questions and builds on them to identify policies to meet local housing needs.

The draft Local Plan includes policies for the tenure, size and type of housing to be provided in all housing developments in the district, specifically:

- Core Policy 24 provides that all new housing on developments with 11 or more homes should include 35% affordable housing, and that this should be split 75:25 between rented and 'intermediate' housing. 'Intermediate' housing includes shared ownership and other subsidised purchase schemes.
- Core policy 23 provides that there should be a mix of dwelling sizes as determined in the latest Strategic Market Housing Assessment for Oxfordshire. Different mixes are determined for market and affordable housing.
- Core Policy 26 indicates that adequate provision will be sought on development sites to meet the needs of the aging population.

The policies developed in this paper are set against the background of these Local Plan policies.

Section 3. The questionnaire

The questionnaire asked respondents a series of questions about their own requirements for new housing in Radley in the near future and then went on to ask about any family members who might be seeking a home in Radley. In both cases, respondents were asked to indicate the size of dwelling they were interested in, and the tenure expected. The relevant questions are in section 7 of the questionnaire and an overview of the responses is on pages 16 to 21 of the report of the consultation. These documents and the full underlying data are available on the village website.

The questionnaire was distributed to every dwelling in Radley. 45% of households returned a completed survey form.

From a total of 457 respondents, there were 63 looking to move to different housing in Radley and 51 looking for homes in Radley for members of their family. These two groups of responses have been added together in some of the analyses below to give an overview of the numbers of new homes sought.

Where possible, 'other' responses were re-assigned to the closest main category in the light of the comments provided in order to give the most complete picture. Where a respondent identified two of three preferences, the response was allocated to the categories identified in fractions.

Section 4. Existing housing tenure in Radley

The parish currently has just over 1000 dwellings made up largely of owner-occupied permanent housing, mobile homes on four sites and tied employee accommodation provided by Radley College. Census data does not separately identify mobile homes and employer-owned accommodation so provides only a limited view of tenure in the parish. Combining our knowledge of numbers in these two categories from their postal addresses with information from the May 2016 survey (Q1.2) indicates a current tenure mix as in the table below.

Table 1. Questionnaire response numbers and estimated parish dwelling numbers by tenure type

Current tenure type	Questionnaire responses	Whole parish numbers (estimated ¹)	Tenure group as % of total parish dwellings
Owner occupied	311	557	54%
Mobile home (owned on rented land)	83	305	30%
Employer-provided accommodation	26	90	10%
Housing association rented	12	22	2%
Private rented	11	20	2%
Unknown	14	25	2%
Total	457	1019	100%

Section 5. Overview of responses by tenure type sought

Respondents were asked to indicate what type of tenure they were interested in for themselves or their families. The responses are shown below. They are grouped under the three headings of 'market', 'affordable' or 'other' to enable comparison with the Local Plan CP 24 guidelines.

Table 2. Numbers of survey responses by tenure type sought

Tenure type sought	Respondents wanting to move house within Radley	Respondents wanting housing for family in Radley	Total survey responses requiring a new home in Radley
Market housing	43	30	73
<i>Owner occupation</i>	43.5	29.8	73.3
Affordable housing	12	18	30
<i>HA rent</i>	3.5	10	13.5
<i>SO</i>	2.5	6.3	8.8
<i>Self build</i>	5.5	1.8	7.3
Other	8	3	11
<i>Employer-owned</i>	2		2
<i>Unknown</i>	6	3	9
Total all tenures	63	51	114

¹ Figures for mobile homes and employer-supplied accommodation are taken from parish address lists; numbers of households in these categories are known and response rates were well below the survey average. The whole parish numbers for other tenure groups were estimated by adjusting them in line with the residual response rate after subtracting responses from respondents in mobile homes and employer-owned housing.

Section 6. Market housing size mix

Local Plan policies suggest that 65% of all new housing provided should be market housing, and that the size mix should be in proportions set out in the SHMA. The proportions required and resulting numbers when applied to the three Radley sites together are in table 3.

Table 3: SHMA guidelines for size mix for market housing and resulting numbers for new housing proposed in Radley parish.

	1- bedroom	2-bedroom	3 bedroom	4+ bedroom	Total
SHMA guideline	5.9%	21.7%	42.6%	29.8%	100%
Radley parish numbers	35	127	249	174	585

As shown in table 2, our survey respondents had a total requirement for 73 owner-occupied homes in Radley for themselves and their families which, after adjusting in line with the survey response rate of 45%, translates into a parish requirement for perhaps 160 new owner occupied homes. About 100 of these would be for existing Radley residents who will release their current homes in Radley when they move, leaving a nett requirement for perhaps some 60 additional homes. This is a relatively small number in relation to the 585 new market homes proposed to be provided. Even after taking into account likely similar levels of demand from neighbouring parishes, new market housing provision is likely to be well in excess of numbers needed to meet local demand.

There is however an issue about the proposed size mix. Table 4 below shows what our survey revealed about the requirements of would-be Radley purchasers in terms of type/size of dwelling. Local people are predominantly looking for smaller homes, with around 70% looking either for downsizer or supported housing for older people (48%), or for starter housing (21%). This is in contrast to the SHMA guidelines which suggest that only 28% of all new provision should be in the form of 1 and 2 bedroom homes, with the remainder having 3 bedrooms or more.

Table 4. Survey respondents seeking homes for owner occupation by size/type of home required

Type of home required	Respondents wanting to move house within Radley	Respondents wanting housing for family members in Radley	Total new homes sought by survey respondents	Estimated requirement from whole parish	Estimated requirement as % of total
Family home with 3+ bedrooms	11.5	11.83	23	51	32%
Starter home	6.5	8	14.5	32	21%
Downsizer accommodation	18.5	7	25.5	56	35%
Home for independent living with communal facilities	5.5	3	8.5	19	13%
Total	42	29.83	72	158	100%

In terms of actual numbers, our survey suggests that there is a demand among Radley residents and their family members for some 80 smaller dwellings² in Radley. This compares to the 162 1- and 2-bedroom homes provided for on the 3 Radley sites under the SHMA guidelines (see table 3). The Radley sites will of course also be serving the needs of neighbouring parishes with much larger populations, including Abingdon and Kennington³. Given the relative population sizes, it would seem reasonable to at least quadruple Radley requirements in order to take account of the needs of the immediately neighbouring parishes. This would increase local demand for smaller market homes to 320, and suggest a doubling of the guidelines for smaller homes from 28% to 56%.

Our survey suggests that the demand for smaller homes splits in the ratio 70:30 as between homes for older people and starter homes. Both need to be catered for on the new sites. The need for housing for older people is explored in more detail in the next section.

Section 7. Housing for older people

The draft Local Plan provides that dwellings designed for older people should be provided to accommodate the needs of the district's aging population. Such accommodation can range from smaller homes designed with older occupants in mind through to sheltered housing schemes with some community facilities and to registered care homes. The draft Local Plan provides no guidelines for the numbers of such dwellings which should be built.

Table 5. Survey respondents indicating a need for older person's housing for themselves or family members: all tenure requirements

Type of accommodation sought	Respondents indicating a requirement for themselves	Respondents indicating a requirement for family members	Total respondent requirements	Estimated requirement for whole parish
Downsizer accommodation	18.5	8	26.5	59
Home for independent living with communal facilities	7.5	3	10.5	23
Care home	0	1	1	2
Total	26	12	38	84

Radley's household survey indicates a requirement for dwellings for older people as shown in Table 5 above. The responses suggest that there is a demand for perhaps 60 downsizer units in Radley from Radley residents and their family members and for a further 20+ homes for independent living

² Table 4 shows a total requirement for 107 smaller homes. Offsetting this, the responses suggest that 25 Radley households are looking to upsize and will release smaller homes when they move. This indicates a nett requirement for smaller homes in the order of 80.

³ Kennington and Abingdon's populations are 4,076 and 33,130 respectively, as against Radley's 2,835 (2011 Census). In addition to the 900 dwellings proposed in Radley parish, Abingdon will also be served by a further 400/500 new dwellings on that part of the N Abingdon site which falls in Sunningwell parish.

with community facilities. One respondent expressed a requirement for care home accommodation for a family member but, perhaps not surprisingly, no respondents sought care home facilities for themselves.

As mentioned in discussing the need for smaller housing, our information about the known requirements for Radley residents cannot be translated directly into objectively quantified guidelines for provision on the 3 strategic sites in Radley parish. The sites will also need to serve demands in Kennington, Abingdon and other neighbouring parishes who also have significant numbers of older residents⁴, but whose requirements we can only roughly estimate. Taking account of the relative sizes of the neighbouring parishes, we propose the following minimum requirements across the three sites:

- i. a minimum of 150 downsizer dwellings geared to the needs of older people, or one downsizer unit for each 6 new dwellings built;
- ii. a minimum of 60 places in homes for independent living with community facilities, or one for every 15 new dwellings built;
- iii. one care home with 30+ bed spaces, or one bed space for every 30 new dwellings built.

There will be some variation between the three Radley sites on how provision splits between these three types of housing. However, we would like to see each site contribute overall at least in the proportions suggested.

The demand from Radley parishioners for older person's housing was largely for dwellings for purchase, with only 10% of this group of respondents indicating a requirement for social renting. The downsizer housing in particular should be predominantly for owner occupation.

In general comments on Radley's housing needs, a strikingly large number of respondents (35) wanted to see the provision of more small bungalows for the elderly. Provision under the requirements proposed above should include some bungalows.

Section 8. Affordable housing

The Local Plan Core Policy 24 requires that 35% of all new housing should be affordable housing and that this category should be split 75:25 as between social rented housing and intermediate housing. Intermediate housing is defined to include shared ownership and other forms of subsidised home ownership. In terms of numbers for the three strategic sites within in Radley parish, this works through to a requirement as follows:

Total new dwellings on Radley sites	900
Affordable dwellings (35%)	315
Social rented dwellings (75%)	236
Intermediate dwellings (25%)	79

⁴ Census data shows that the 65+ population in Radley parish is 19% as compared to 18% in the Vale of White Horse as a whole, and 16% in Oxfordshire and nationally.

While a large number of our survey respondents (86) stressed the importance of providing some affordable⁵ housing in Radley, the numbers of respondents seeking social rented or intermediate housing for themselves or their families was relatively small. The numbers are shown in table 6 below.

Table 6. Survey respondents seeking affordable homes by type of tenure sought

Type of tenure	Respondents wanting to move house within Radley	Respondents wanting housing for family members in Radley	Total new homes sought by survey respondents	Estimated requirement from whole parish
Social rent	3.5	11	14.5	32
Intermediate housing				
Shared ownership	2.5	5.33	7.8	17
Self-build	6	1.83	7.8	17
Total affordable dwellings	12	18.16	30.16	66

Social renting

On the basis of the above figures, we estimate that around 32 Radley households and their families are looking for homes to rent from a social landlord. This is small number in relation to the 236 social rented homes which Local Plan guidelines suggest should be built. To ensure that provision of new social rented accommodation in Radley provides a good match to other local needs, we recommend that the Vale housing department undertakes a review of needs recorded on the housing register and consults Oxford City about any potential requirements in Radley from Oxford residents.

Intermediate housing

Our survey figures suggest that some 35 Radley households or their families may be interested in intermediate housing in Radley. This compares to 79 intermediate dwellings proposed to be provided under Local Plan guidelines. Assuming that there is proportionate interest in intermediate housing in neighbouring parishes, the proposed provision will not be enough to meet local demand. We suggest that consideration is given to increasing the proportion of intermediate dwellings within the totals identified for affordable housing on Radley sites so as to better match the requirements of local residents and their families.

⁵ But note that they may not have been using the term in the sense set out in Government policy

Affordable housing: size requirements

Table 7 below shows that the housing size mix for affordable housing indicated by the Radley household survey is broadly consistent with Local Plan guidelines for the size distribution of affordable dwellings. We accordingly support the Local Plan guidelines.

Table 7. Local Plan/ SHMA guidelines for size mix for affordable housing and size mix suggested by Radley parish survey

	1- bedroom	2-bedroom	3 bedroom	4+ bedroom	Total
SHMA guideline	27%	35%	34%	4%	100%
Radley parish requirement	60%		40%		315

Self build

8 survey respondents expressed an interest in self-build either for themselves or their families, suggesting that there may be an interest in pursuing self build in perhaps 17 Radley households (see Table 6). Many more supported the idea in principle in their general comments on what housing they would like to see developed in Radley. Whilst we are not aware of any precedents for providing a self-build component on developer-led large-scale housing development sites in the UK, we see no reason in principle why this could not be made to work. It would however depend on a group of enthusiastic would-be self-builders coming forward, and one or more of the Radley site developers being prepared to work with them.

Against this background, we invite the Vale of White Horse housing department to take steps to identify individuals interested in self build at any of the Radley strategic sites and facilitate contact with the developers. We propose that space for 6-10 self-build units should be reserved for self-build on each of the Radley sites until the level of demand is clearer.