

Mansfield District Council

Local Plan Consultation Draft

Housing Technical Paper



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Mansfield
District Council



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1 Executive summary

This paper sets out the background to how our preferred option for our housing target was established. Technical papers relating to employment, strategic green infrastructure, retail and leisure are also available.

1.1 This paper will form a key source of evidence in the generation of residential (hereby referred to as housing) targets within the emerging Mansfield District Local Plan. It will help us understand the number and types of housing required in the district for both existing and future residents.

1.2 Along with employment, retail and leisure development, making sure that there is sufficient suitable land for new housing will be important to ensure economic growth for the district. Providing new homes will help in supporting the local economy and offer a greater choice of properties for both existing and new residents.

1.3 The paper will set out existing evidence which has been used to set past housing targets, and new evidence, which will be used to set the total housing requirement in the district up to 2033.

1.4 It will also identify the need for affordable and specialist housing including the need for different sized homes, in terms of the number of bedrooms.



2 Introduction

2.1 One of the key decisions the district has to make when preparing a Local Plan is how many homes will be needed in the future. Housing requirements used to be 'handed down' to district councils by County or Regional authorities, but now they are set locally by the district's themselves, based upon evidence from Strategic Housing Market Assessments. Finding sufficient land to meet housing targets is one of the most contentious issues a local plan needs to address. This is because any housing target will have by far the greatest overall land requirement.

2.2 Balancing the need to provide sufficient homes for existing residents and those who wish to live in the district, with peoples inevitable concerns over the loss of 'greenfield' land to meet such a requirement, is one that requires careful consideration.

2.3 We therefore need to use the best and most up to date technical evidence to help ensure that the final housing target and the location of development is right for the district.

2.4 Deciding upon suitable locations for all our development needs which include housing, employment, retail and leisure, is addressed in the 'development requirements' technical paper.

What is the purpose of this paper?

2.5 This paper explains why the council have decided upon the housing requirement in the local plan. It sets out the various options that need to be considered when setting a new target for the future number of homes to be built in the district up to 2033. It includes various scenarios and reasoning why they have been selected or rejected.

2.6 It is supported by a Strategic Housing Market Assessment undertaken by GL Hearn in 2015 which calculates the Objectively Assessed Need (the minimum requirement housing market areas are expected to adopt) and also set out up to date figures based upon economic growth.

Why has it been prepared?

2.7 The reasons why this paper has been prepared are as follows:

- It explains and justifies why the council have moved from a locally agreed housing target to the Objectively assessed need figure.
- The Local Plan must contain a housing requirement which sets out in policy, how many properties will be delivered over the plan period 2013 - 2033. Once a housing target has been established, suitable sites will need to be found to meet the requirements along with sites for employment, retail and leisure.
- Setting a requirement informs what infrastructure will be required to support additional dwellings.
- The NPPF (paragraph 156) sets out that Local planning authorities should set out the strategic priorities for the area in the Local Plan and that this should include strategic policies to deliver 'amongst other things' the homes and jobs needed in the area.

What is the current strategy for housing?

2.8 The current strategy for housing growth (referred to as the locally agreed figure) was adopted by the council on the 24th April 2012 after work was commissioned by the Nottinghamshire and Derbyshire authorities to provide a number of housing options for authorities to use. This work was required due to the the governments announcement on 6th July that it would revoke regional strategies. The East Midlands Regional Plan which had previously set the housing requirements for the district was revoked on 20th March 2013. The housing requirement under the current strategy covers the period 2011 - 2031 and was set at 391 dwellings each year, or 7,820 over this 20 year period.

2.9 The locally agreed figure has been used since 2012 by the authority as the basis for assessing a 5 year land supply, which is a requirement as stated in the NPPF (paragraph 47).

Why are we proposing to change the existing strategy?

2.10 In 2014 we became aware that our Housing Market Area partners, Ashfield District Council, and Newark & Sherwood District Council) were looking to commission a new Strategic Housing Market Assessment (SHMA). We recognised that our locally adopted housing target was not based upon an up to date SHMA, and being part of the same housing market area as our neighbouring authorities considered we would like to work together in the commissioning of a new study.

2.11 We need to provide an up to date and robust housing requirement for the Local Plan. Having worked with Ashfield District Council and Newark and Sherwood District Council on commissioning GL Hearn to undertake an up to date Strategic Housing Market Assessment (SHMA), we need to use this evidence base to inform the most appropriate housing figure for inclusion within the new local plan.

2.12 The requirement for the Local Plan to have up-to-date and relevant evidence is stated in the NPPF. Paragraph 159 states that Local planning authorities should have a clear understanding of housing needs in their area. They should:

- Prepare a Strategic Housing Market Assessment to assess their full housing needs, working with neighbouring authorities where housing market areas cross administrative boundaries. The Strategic Housing Market Assessment should identify the scale and mix of housing and the range of tenures that the local population is likely to need over the plan period.

2.13 Housing requirements will inevitably change over time, as new statistics on population change, household formation, economic growth etc become available. Previous to the GL Hearn SHMA (2015) the last housing figure to be fully tested at examination was contained within the East Midlands Regional Plan, which was adopted in 2009. However that figure was based upon pre economic decline data and has limited relevance now.

2.14 Setting a new housing target and then applying a strategy as to how best, we can deliver the requirement is required, before the Local Plan can be taken to examination.



3 Context

Housing trends

3.1 Although the authority are required to demonstrate that the housing targets they set within their local plans are deliverable, it should be noted that currently, houses are not built by the council, and that although there are mechanisms that the council can use to help see development take place, it is market based housebuilding companies that build the vast majority of new homes.

3.2 While the local planning authority can identify suitable land to meet the housing requirement and subsequently grant permission for sufficient houses to be built, in the majority of cases the delivery of housing is often out of the councils control.

3.3 The delivery of sufficient housing to meet relevant targets continues to be a major area of concern for the authority. Targets set out in both the Regional Plan (530 net dwellings to be delivered each year) and the locally agreed figure (391 per year) have to date, failed to be delivered. This is despite considerable land having had the benefit of a planning permission, or support from the council, subject to the signing of a section 106 legal agreement. Delivery rates have averaged only 292 dwellings per year since April 2001.

3.4 There are a number of explanations as to why sufficient housing has failed to be delivered at the required rate, and it should be appreciated that this is not simply an issue faced by Mansfield District Council. The delivery of housing nationally has dropped due to the global recession and has become a major issue for the government, which needs to be addressed. There are complexities (and different viewpoints) as to why housing is not being delivered, in accordance with the targets set. These include:

- Earlier projections did not account for an economic downturn.
- The tightening of lending criteria, initiated by the credit crunch, which has had an impact on mortgage lending.
- Land banking; The local authority have no control over who purchases land that may be suitable for development. Financially owners are unlikely to develop land, if there are higher profits to be made from simply leaving it undeveloped and selling the land at a higher price at a later date.
- Competition; When land becomes available for housing development in different areas or districts, developers will look at a number of factors, before deciding which to develop first. Factors will include demand for property in the area, ability to buy, infrastructure costs, land values etc.
- Land being available in the wrong location; Developers may often criticise planning authorities for either releasing insufficient land, or land that they consider is in the wrong location. It is worth noting that the less housing that is delivered each year adds to the pressure for more land to be released. Trends in the last few years have gone in favour of developers being granted permission for new housing on sites, not always seen as appropriate by the authority, on the grounds that either the council currently has insufficient

suitable land to meet its requirements, or that the granting of permission on additional land will boost delivery.

- The burden on developers to provide facilities such as education contributions, affordable housing, and open space can make developments unviable, compared to expected returns.

3.5 The population of Mansfield district as a whole is set to increase from 105,296 in 2013 to 111,827 by the year 2033. Although this is a lower growth rate (6.2%) than the forecast for the East Midlands (12%) or England as a whole (13.3%) it will still result in a significant rise in households which will require new housing.

3.6 It is not only the population numbers as a whole that is changing, there are also important changes to the projected age profile of Mansfield district residents that will need to be addressed in housing policy, to ensure that the right type of properties will be provided for.

3.7 Demographics derived from the Office for National Statistics (ONS) data indicate that the age profile of the population will continue to change, especially in terms of increases in the resident population that will be over the age of 65. Figures from the latest SHMA show that there will be a 52% increase in the population that are aged 65+ by 2033. Increases in the population aged under 65 is forecast at only 1.6% by comparison.

3.8 The significant increase in the elderly population requires that careful planning as to the types of property that will be delivered is needed. This data has informed policies requiring the provision of bungalows and or specialist housing.

3.9 Provision of sufficient affordable housing is also a major consideration that needs to be addressed through the local plan. The provision of sufficient homes including homes that people can afford is a council priority. Issues around affordable housing, the types of affordable housing, barriers to supply and delivery are complex but one thing is clear in that the ability for people to acquire their own homes or rent suitable housing is very difficult. This is not just the case in Mansfield, but is recognised as a national issue. The gulf between peoples earnings and property prices, the ability to be granted mortgages, and the shortage of sufficient social and affordable rented properties are all factors which contribute to an affordable housing shortage.

3.10 From SHMA data it can be evidenced that lower quartile house prices are still 5.1 times that of lower quartile earnings, highlighting the need for affordable housing to be provided for despite relatively low property values across the district.

3.11 While an amount of affordable housing provision has been secured through section 106 agreements since the adoption of Interim Planning Guidance in 2008, the actual delivery of new affordable housing through the planning system has been minimal. This is due in part due to the failure in the delivery of sufficient market housing and viability issues.

3.12 SHMA also provides estimates for the size of properties (in terms of bedroom sizes) that are in greatest need for both market and affordable housing, although it is recognised that there is little authorities can do to ensure developers build properties of a certain size due to this being seen as an infringement on the free market. Developers priority is to build what will sell, and



this is not always the same as what is needed. In fairness to the housebuilding industry while households may only 'need' a 1 or 2 bed roomed property, they will often look to buy a larger house dependant upon finances available.

Policy context

3.13 The Government published the National Planning Policy Framework (NPPF) in March 2012. This document together with later published Planning Practice Guidance has replaced previous Planning Policy Statements (PPS), Planning Policy Guidance (PPG) and a number of circulars, and now forms national planning policy. Below is a summary how the NPPF and the Planning Practice Guidance informs our strategy for residential development.

3.14 National Planning Policy Framework (NPPF)

3.15 The NPPF makes it clear that there should be a presumption in favour of sustainable development. For plan-making this means that 'local planning authorities should positively seek opportunities to meet the development needs of their area' and that 'local plans should meet objectively assessed needs, with sufficient flexibility to adapt to rapid change'.

3.16 Paragraphs 47 to 55 of the NPPF pay particular attention to housing development. The following extracts from the NPPF are of particular relevance to this technical paper:

- using evidence bases to ensure that Local Plans meet the full, objectively assessed needs for market and affordable housing.
- identify key sites that are critical to the delivery of the housing strategy over the plan period
- identify a supply of specific, developable sites or broad locations for growth, for years 6 -10 and where possible, for years 11 - 15.
- plan for a mix of housing based on current and future demographic trends, market trends and the needs of different groups.
- identify the size, type, tenure and range of housing that is required in particular locations.
- where local planning authorities have identified that affordable housing is needed, set policies for meeting this need on site, unless off-site provision or a financial contribution of broadly equivalent value can be robustly justified.
- Promote sustainable development in rural areas by locating housing where it will enhance or maintain the vitality of rural communities.

3.17 In terms of plan making, Local Plans should be aspirational but realistic. This is particularly relevant, as long term historic evidence, demonstrates the conflict between meeting the housing need, and being realistic in what can/will be delivered. Regional Plan housing requirements for Mansfield District were very aspirational in terms of growth but could be criticised as being unrealistic in terms of what could be delivered regardless of the economic climate or available land.

3.18 National Planning Practice Guidance (NPPG)

3.19 This guidance supports local planning authorities in objectively assessing and evidencing development needs for housing (both market and affordable). The assessment of housing and economic development needs includes the Strategic Housing Market Assessment requirement.

3.20 'The assessment of development needs is an objective assessment of need based on facts and unbiased evidence. Constraints, such as limitations imposed by the supply of land for new development, historic under performance, viability, infrastructure or environmental constraints should not be applied. However, these considerations will need to be addressed when bringing evidence bases together to identify specific policies within development plans'.

3.21 Household projections published by the Department for Communities and Local Government should provide the starting point estimate of overall housing need.



4 Housing need and housing targets

How many houses?

4.1 Once the government announced its intention to revoke regional plans, local authorities were required to set locally agreed housing targets based upon evidence. The East Midlands Regional Plan which had previously set the housing requirements for the district was revoked on 20th March 2013. A strategy for housing growth (referred to as the locally agreed figure) was therefore adopted by the council on the 24th April 2012 after work was commissioned by the Nottinghamshire and Derbyshire authorities. The housing requirement which was adopted for use in assessing 5 year land supply covered the period 2011 - 2031 and was set at 391 dwellings each year or 7,820 over this 20 year period. It was envisaged at the time it was adopted by the council that this would be the most appropriate figure for inclusion of any forthcoming local plan.

Is this figure still our best estimate?

4.2 The locally agreed figure is no longer the most appropriate to use either for inclusion within the local plan, or for calculating land supply. This is because the Nottingham Outer 2015 Strategic Housing Market Assessment has now been completed and is a more robust and up to date evidence base to use.

How do we establish the need for new housing?

4.3 A Strategic Housing Market Assessment (SHMA) is required by government as a way of assessing the scale and mix of housing and the range of tenures that the local population is likely to need over the plan period.

4.4 The Nottingham Outer Strategic Housing Market area covers the three districts of Mansfield, Ashfield, and Newark & Sherwood, and these three authorities worked jointly on the preparation of the 2015 assessment in order to establish not only the housing requirements of the market area as a whole, but of each individual authority. The consultants appointed (GL Hearn Limited) were also asked to provide indicative housing requirements for the sub areas of Mansfield urban area and the Parish of Warsop, so that appropriate scales of housing could be allocated to each area if appropriate.

4.5 The SHMA has been prepared in line with guidance set out by government and uses the latest Office for National Statistics (ONS) figures and household projections as the starting point for establishing need. The base data was then appropriately adjusted to take account of the identified need for affordable housing.

4.6 The latest official population projections (2012 based) were published in May 2014 and took full account of the 2011 census. In order to establish the need for new housing household projections rather than population projections are used. This is because although a population may remain constant it does not mean there is no housing requirement. For example, two adults living together as a single household may separate to form two households, each in need of somewhere to live. Should this be the case, while the population remains the same there is a need for additional accommodation.

4.7 Details of how the SHMA was prepared can be found in the document itself and the summary report.

4.8 Table 4.1 sets out the approach taken in SHMA to establish the Objectively Assessed Need for the housing market area and the district.

Table 4.1 How SHMA calculates the Objectively Assessed Need

| Step | Task | How? | Resultant housing requirement |
|------|--|--|---|
| 1 | Identify projected population growth | Use the latest population projections published by the Office for National Statistics (ONS). In this case this was the 2012-based Sub-National Projections (SNPP) published in May 2014. These were the first set of population projections to take full account of the 2011 Census. | N/A |
| 2 | Update the projections | Take account of 2013 Mid-Year population estimates issued by ONS. | 263 per year |
| 3 | Establish the latest household projections | Published by government in February 2015 the latest at the time of producing SHMA were the 2012- based household projections. | |
| 4 | Project growth in household numbers | Apply headship rates to population and assess how age structure influences change in households | |
| 5 | Consider longer term (12 year) migration trends | 2012-based sub-national population projections are based on short term trends so reflect a period of a poor economic climate and lower than expected migration levels. Taking account of population and household growth that may take place if migration levels were applied at a rate since 2001 | 298 per year |
| 6 | Consider Unattributable population change (UPC) | ONS data 2001-2011 contains a notable level of UPC. It is a useful scenario to consider but on its own is not considered robust alternative to SNPP. The OAN is therefore based on a projection based upon the SNPP with 12 year migration and adjustment for UPC. | 356 per year |
| 7 | Consider adjustments to the overall housing requirement to improve affordability | Mansfield districts housing requirement figure of 356 is uplifted to take account of increasing affordability for those projected to be in the 25 year - 34 year age bracket within the plan period (1st time buyers age group) | 376 per year (this is the final Objectively Assessed Need figure for the district. |
| 8 | Provide sub area figures | Apply projections to smaller areas of the District to establish a need figure for Mansfield Urban Area and Warsop Parish | Mansfield urban area 340 per year Warsop Parish 36 per year |

4.9 The SHMA identifies the Objectively Assessed Need for housing and is therefore sometimes referred to as a 'Policy Off' position. That is it provides the basis on which councils can set housing targets, which need to take account of issues such as land constraints, growth aspirations, demand etc. As a minimum target, it is the duty of authorities to meet its OAN across the whole of the housing market area, therefore should one authority be severely restrained from delivering its proportion of the OAN it can set a lower housing target, provided another authority in the same housing market area would be prepared to make up any shortfall. Major constraints to districts meeting their proportion of housing would include Green Belt or other



environmental constraints. Within the Nottingham Outer Housing Market Area however, each district (Mansfield, Ashfield and Newark & Sherwood) have agreed that they will find their own requirements within their local authority boundaries.

4.10 The minimum figure to be used to set an appropriate housing target is therefore the OAN of 376 dwellings per year or 7,520 dwellings (2013 -2033).

Affordable housing need

4.11 As well as setting the overall need for housing, the SHMA also establishes the need for affordable housing. Although housing is relatively cheap in the district, (compared to regional and national averages) household incomes are also well below the national average, making affordability a real issue in the district. The assessment in SHMA takes account of a wide range of data including those in current need of affordable housing, newly arising need within the plan period, existing supply of affordable housing, and future supply from re-lets of existing stock.

4.12 Based upon available data, the need for affordable housing in the district set out within SHMA is for 64 units per year. This would mean that 17% of all housing delivered within the plan period should be affordable. In the governments Housing and economic development needs assessments planning practise guidance, it states in paragraph 029 that total affordable housing need should be considered in the context of its likely delivery as a proportion of mixed market and affordable housing, given the probable percentage of affordable housing to be delivered by market housing led developments. For this reason the target to be set in planning policy needs to balance need and likely delivery. The delivery of housing depends upon its financial viability, and should affordable housing targets be set too high, housing, both market and affordable will fail to be delivered.

The Experian baseline job growth approach

4.13 As stated earlier the SHMA is required to establish a housing need figure (policy off) , however in order to help authorities set housing targets (policy on), the impact of economic factors have been included within the evidence.

4.14 Two sets of economic data have been used to establish what any housing figure would need to be, in order to provide sufficient homes for the expected working population. The first set of data used to establish the projected jobs growth and change in the resident workforce is based upon Experian data.

4.15 The forecast growth according to the Experian data is as follows:

- Projected change in Jobs 6,105
- Projected change in resident workforce 6,964
- Dwellings required per year to meet above forecasts 308

4.16 It can be seen from the above information that the number of dwellings to provide for the projected workforce of 308 per year is less than the Objectively Assessed Need figure of 376.

4.17 There is therefore no need for the council to adopt a higher housing target in order to meet the job growth forecasting supplied by Experian.

The 'Policy on' job growth figure

4.18 The second set of job and workforce growth data is based upon the Experian data but has been uplifted to take account of additional economic potential.

4.19 The data below has been produced by Nathaniel Litchfield and Partners (NLP) as part of the Employment Land Forecasting Study (ELFS). This figure is referred to in the study as the 'Policy on' figure. This figure represents what the change in jobs would be if, in addition to the job growth assumed by the Experian model, all the schemes proposed / funded by the Local Enterprise Partnership (LEP) came to fruition.

4.20 The forecast growth according to this data is as follows:

- Projected change in Jobs 6,571
- Projected change in resident workforce 7,496
- Dwellings required per year to meet above forecasts 328

4.21 It can be seen from the above information that the number of dwellings to provide for the projected workforce of 328 per year is less than the Objectively Assessed Need figure of 376. As such even adopting the objectively assessed need figure (or policy off housing figure) would supply more than enough homes to provide for the work force required to satisfy the LEPs expectations.

4.22 There is therefore no need for the council to adopt a higher housing target in order to meet the job growth forecasting supplied by NLP.

Elderly and specialist housing need

4.23 As well as establishing the amount of market and affordable housing needed in the district, with the projected increase in elderly residents over the plan period, the SHMA has looked at the need for specialist housing for both older people and those with specialist needs such as long term illness, to help inform local plan policy.

4.24 As stated earlier in the policy context section of this paper, the NPPF requires planning authorities to plan for a mix of housing based on current and future demographic trends. Population forecasts in SHMA indicate that between 2013 - 2033 the population aged 75+ is due to rise from 8,550 to 14,634, a rise of 6,084 or 71percent.

4.25 While not all elderly people need or want specialist accommodation, the forecast increase in the resident elderly population is significant. For this reason the local plan will need to investigate ways to ensure that appropriate housing is provided for those residents that need to or wish to live in accommodation more suited to their need. Bungalows can be expensive to develop in terms of land costs and traditionally private developers have been reluctant to develop them, preferring to maximise the square footage of building on plots. This limits choice for those looking to downsize.



4.26 In addition to an increasing number of elderly residents, the district has traditionally had a high proportion of residents with long-term health problems or disability. The 2011 census indicates that compared to a national average of 17.6percent, 23.7 percent of Mansfield districts residents have long term health problems, and 30.6 percent of households have a member who suffers with a long term health issue. For this reason there is good justification for appropriate accommodation to be provided.

4.27 Building regulations can only insist that accessible and adaptable dwellings or wheelchair user dwellings are provided, if policies are included within local plans.

Housing Mix

4.28 Housing mix, in terms of the type of property e.g. Detached, terraced, flats etc and size of property in terms of the number of bedrooms is covered in SHMA as is the future need for certain sized property. However specifying the size of property developers should build is controversial in a free market economy. Developers will build what they can sell, and while someone may be in need of a 2 bedroom property, they may aspire to or actually seek to buy a 3 bedroom property.

4.29 In terms of existing stock, the district has a higher than national average of detached housing, but slightly lower than the average for the East Midlands as a whole. In terms of bedroom size the greatest proportion of housing is 3 bedroom which is unsurprising. There are lower than average 4 and 5 bed property in the district compared to both the East Midlands or National average.

4.30 In terms of projected need the SHMA identifies what is required in both the market sector and the affordable sector. For the market sector the greatest projected need is for 3 bedroom property whereas in the affordable sector the greatest need is for 2 bedroom property.

4.31 The council are not intending to include local plan policies on the mix of property required in terms of type or size other than proportions for affordable and specialist housing as described earlier in this topic paper. However where affordable housing is required the appointed housing association and / or strategic housing services would influence the size.

The local plan housing target

4.32 Having gathered up to date evidence about the 'need' for housing, the local plan needs to set a housing target. As explained briefly earlier in this topic paper the Objectively Assessed Need or OAN is what is sometimes referred to as a 'policy off' position whereas the housing target set in a local plan is 'policy on' and while it needs to take full account of the OAN figure it is not necessarily the same.

Housing target Options

4.33 There are basically 3 options the council need to consider before setting a housing target. These are as follows:

1. Set a housing target lower than the OAN

2. Use the OAN figure as the housing target
3. Set a housing target higher than the OAN

4.34 The first option would be for the council to set a housing target, lower than the objectively assessed need. The requirement from government is that the housing market area must meet its OAN in full. Individual districts therefore, can in exceptional cases request that other authorities within the same housing market area take some of their need due to severe environmental constraints. In order for this option to be credible, Mansfield district would need to demonstrate that it is so severely environmentally constrained by sensitive areas of the countryside, that it would be totally unacceptable to develop, would be lost. While development of the countryside is understandably a sensitive issue, the authority does not have any Green Belt or Areas of Outstanding Natural Beauty (AONB) constraining it, and no statutory areas of protected countryside would need to be lost in order to meet the OAN figure. There is therefore considered to be no justification for setting a figure lower than the OAN.

4.35 Using the OAN figure as the housing target for the local plan will no doubt be seen by those wishing to have their sites granted planning permission, as too low a figure, and one that does little to help job creation or increase housing delivery. In terms of job growth, the SHMA has evidenced that the OAN figure of 376 dwellings per year is higher than the required housing needed to meet either the Experian job forecasts or the more optimistic 'Policy on' job growth figures based upon the Local Enterprise Partnerships/ NLP figures. There is therefore no evidence that adopting the OAN figure as the housing target would stifle job creation.

4.36 On the issue of housing delivery, the NPPF stresses that Local Plans need to be aspirational but realistic. It is paramount that there is sufficient evidence to be able to demonstrate that any housing target set in the plan is deliverable within the plan period. For the council to ensure the delivery of 376 houses every year over a twenty year period is clearly aspirational as past delivery rate information going back to 1991 indicates that gross completions since then have only averaged 316. Net completion records since 2001 indicate average completions of 292. To achieve 376 annual completions would therefore require an increase of between 20 and 30 percent compared to long term past rates. Using the OAN figure would therefore meet the objectives of the NPPF in terms of aspiration and although challenging can be seen as possible to deliver.

4.37 Simply increasing the housing target does not lead to increased delivery. Setting unrealistic housing targets can impact significantly on the delivery of housing in that every year the annual target is not met, the target is increased for any subsequent years, eventually requiring additional and often speculative land to be released. Allocating land in a local plan that is unlikely to be delivered in the plan period is therefore not seen as a credible option. The district currently has a wide selection of land available for housing delivery ranging from urban previously developed sites to urban fringe greenfield sites of various sizes in various locations, also including a sustainable urban extension to the south of the district.

4.38 It is acknowledged that as well as being aspirational but realistic, the NPPF also indicates that plans need to be sufficiently flexible to changing circumstances. Although the local plan will set a housing target, it also needs to find suitable sites to deliver sufficient houses to meet the target. Part of the local plan process, involves estimating how many homes could be delivered on allocated sites. The number of properties actually delivered will not be known until detailed



planning applications are submitted and developments are built out. Estimates of the dwelling numbers that could be found on proposed allocations, in the consultative draft local plan, indicate that should appropriate and realistic densities be maximised, an additional 773 dwellings could be provided on top of any housing target.

4.39 The local plan has also made no allowance for dwellings that may come forward on 'windfall' sites in calculating what land requires allocating. This is partly due to the inevitable uncertainty over how many houses could come forward on such sites, and are accounted for at the time such sites get planning permission. Should housing continue to come forward at anything like past rates, in addition to the allocated sites being developed, then the number of houses built by the end of the plan period would exceed the housing target to be set within the local plan.

Conclusions

4.40 In terms of a housing target, for the reasons given in this topic paper, adopting the OAN figure in SHMA as the 'Policy on' housing target in the local plan, is considered appropriate. It meets the requirements of the NPPF in that it helps ensure that the OAN will be met within the housing market area, and does not put undue onus on neighbouring authorities to meet Mansfield districts quota. It also takes account of the need to set a figure that is realistically capable of being delivered. To raise the target above the OAN would be seen as unnecessary release of greenfield land that may well remain undeveloped. As suitable previously developed land will be maximised in the local plan, further greenfield land release outside the urban areas or villages could lead to priority sites (those in need of development) being neglected in favour of easier and potentially more profitable sites.

4.41 Due to demographic forecasts, it is also considered appropriate for the local plan to contain policies to ensure that affordable housing and properties suitable for the elderly and those with long term health issues are provided for.

5 Next Steps

5.1 Once an appropriate housing target has been established, account needs to be made for the housing that has already been completed within the plan period to date and for the existing supply through planning permissions or sites supported by the council subject to the signing of a section 106 agreement. Taking account of what has already been built, and what has already been committed to, allows the residual figure to be identified and allocated within the local plan.

5.2 For the purposes of this housing topic paper the following calculations have been made taking account of the latest published housing figures of 1 April 2015.

Calculating the required housing allocations (District wide)

| | Local plan period for housing purposes | 2013 2033 |
|---|--|--------------|
| a | Housing target 2013 - 2033 | 7,520 |
| b | Dwellings completed 1/4/13 -31/3/15 | 530 |
| c | Dwellings with Planning Permission as at 1/4/15 | 3,580 |
| d | Dwellings supported subject to signing of a 106 agreement | 573 |
| e | Total completions +supply as of 1/4/15 (b+c+d) | 4,683 |
| f | Dwellings to be provided for through the local plan (a - e) | 2,837 |
| g | Allowance made for windfall | 0 |
| h | Minimum dwellings that would be expected on allocated sites | 2,835 |
| i | Maximum dwellings that would be expected on allocated sites | 3,610 |

5.3 Although the above figures demonstrate the requirements for the district as a whole, the plan has been written with a spatial element, in that the specific housing needs of Warsop Parish and the needs of Mansfield urban area have been identified.

Mansfield urban area housing requirements

| | Local plan period for housing purposes | 2013 2033 |
|---|--|--------------|
| a | Housing target 2013 - 2033 | 6,800 |
| b | Dwellings completed 1/4/13 -31/3/15 | 393 |
| c | Dwellings with Planning Permission as at 1/4/15 | 3,444 |
| d | Dwellings supported subject to signing of a 106 agreement | 554 |
| e | Total completions +supply as of 1/4/15 (b+c+d) | 4,391 |
| f | Dwellings to be provided for through the local plan (a - e) | 2,409 |
| g | Allowance made for windfall | 0 |
| h | Minimum dwellings that would be expected on allocated sites | 2,370 |



| | Local plan period for housing purposes | 2013 2033 |
|---|---|-----------|
| i | Maximum dwellings that would be expected on allocated sites | 3,040 |

Warsop Parish housing requirements

| | Local plan period for housing purposes | 2013 2033 |
|---|--|------------|
| a | Housing target 2013 - 2033 | 720 |
| b | Dwellings completed 1/4/13 -31/3/15 | 137 |
| c | Dwellings with Planning Permission as at 1/4/15 | 136 |
| d | Dwellings supported subject to signing of a 106 agreement | 19 |
| e | Total completions +supply as of 1/4/15 (b+c+d) | 292 |
| f | Dwellings to be provided for through the local plan (a - e) | 428 |
| g | Allowance made for windfall | 0 |
| h | Minimum dwellings that would be expected on allocated sites | 465 |
| i | Maximum dwellings that would be expected on allocated sites | 570 |