

Mansfield District Council

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 the Objectively Assessed Housing Need and the level of housing supply required for Mansfield District were established. Technical papers relating to employment, strategic green infrastructure, retail and leisure are also available.

1.1 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.

1.2 This paper pulls together the evidence used in the preparation of the housing target and supply within the emerging Mansfield District Local Plan. It sets out how the Objectively Assessed Housing Need and required level of housing supply has been established for the plan period (2013 to 2033) and how this has been distributed around the District. It will also address the need for affordable and specialist housing including the need for different sized homes.

1.3 The recently issued Housing White Paper (February 2017) ⁽¹⁾ sets out some of the Governments priorities and actions for improving the planning system. It includes changes that could affect how the number of homes required in an area is assessed and the mix of sites required. Consultation on the White Paper was held between February and May 2017. At the time of writing the actual changes that will result are not yet known. The situation will be kept under review by the District Council and steps will be taken, where necessary, to ensure that the Local Plan is consistent with Government policy.

1 <https://www.gov.uk/government/publications/fixing-our-broken-housing-market>



2 Introduction

2.1 One of the key decisions the District Council has to make when preparing the Local Plan is how many homes will be needed during the plan period. Finding sufficient land to meet housing need is one of the most contentious issues a local plan has to address. Balancing the need to provide sufficient homes for existing residents and those who wish to live in the District, with inevitable concerns regarding the impact of meeting such a requirement, is one that requires careful consideration.

2.2 We therefore need to use the best and most up to date evidence on housing need and the supply of sites to help ensure that the final housing target and the location of development is right for the District. We are required by national planning policy to prepare a Strategic Housing Market Assessment (SHMA). The purpose of the SHMA is to use information on demographics to identify the 'Objectively Assessed Housing Need' for Mansfield District. Information on homes which have already been built during the plan period or have already been granted planning permission can then be used to start building up a picture of how the Objectively Assessed Housing Need will be met. Deciding upon suitable locations for our housing needs is addressed in the Site Selection Technical Paper.

2.3 This paper has been prepared to:

- Explain the policy background to the identification of housing need;
- Summarise the results of the SHMA and confirm the OAHN for the District;
- Consider if there are any reasons why the OAHN should not be delivered;
- Consider if there are any reasons to plan for more housing than required to meet the OAHN;
- Identify how the supply of housing will be distributed around Mansfield District.

2.4 Throughout this paper the following terms are used.

- **Objectively Assessed Housing Need (OAHN)** - this is the number of homes that has been assessed as needed in Mansfield District during the plan period. It may also be referred to as the **Housing Need**. It is assessed on a 'policy-off' basis and does not take account of constraints;
- **Housing Target** - this is the number of homes adopted through the Local Plan process. It may differ from the OAHN/Housing Need as account is taken of constraints.
- **Housing Supply** - this is the level of housing required to be planned for in Mansfield District during the plan period in order to meet the Housing Target. This may be higher than the Housing Target.

3 Policy Context

3.1 The Government published the National Planning Policy Framework (NPPF) in March 2012. This document together with the later National Planning Practice Guidance (NPPG) has replaced previous Planning Policy Statements and Guidance and a number of circulars, and now forms national planning policy. Below is a summary of how the NPPF and the NPPG informs the process for establishing the number of homes required.

National Planning Policy Framework (NPPF)

3.2 The NPPF makes it clear that there should be a presumption in favour of sustainable development (paragraph 14). 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".

3.3 Paragraphs 47 to 55 of the NPPF set out the approach to housing. Of particular relevance to this technical paper it sets out that local planning authorities should:

- use their evidence bases to ensure that Local Plans meet the full, objectively assessed needs for housing as far as is consistent with the NPPF;
- identify key sites that are critical to the delivery of the housing strategy over the plan period;
- identify a supply of deliverable sites to provide five years worth of housing;
- 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;
- set policies for meeting any need for affordable housing on site, unless other approaches can be robustly justified; and
- locate housing where it will enhance or maintain the vitality of rural communities.

3.4 Local Plans should be aspirational but realistic (paragraph 154). They should be based on a clear understanding of housing needs in the area and be informed by a Strategic Housing Market Assessment which has been prepared across the housing market area (paragraph 159). They 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 which:

- meets household and population projections, taking account of migration and demographic change;
- addresses the need for all types of housing, including affordable housing and the needs of different groups in the community (such as, but not limited to, families with children, older people, people with disabilities, service families and people wishing to build their own homes); and
- caters for housing demand and the scale of housing supply necessary to meet this demand.



National Planning Practice Guidance (NPPG)

3.5 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 covers the requirement to carry out a Strategic Housing Market Assessment. The guidance sets out that:

- assessing housing need is not an exact science but should be based on facts and unbiased evidence including the census;
- household projections published by the Department for Communities and Local Government should provide the starting point but may require adjustment to reflect factors affecting local demography and household formation rates which are not captured in past trends;
- any local changes to the methodology would need to be clearly explained and justified on the basis of established sources of robust evidence; and
- 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.

4 Local Context

Housing Market Area

4.1 The NPPF states that local planning authorities should use their evidence base to ensure Local Plans meet the full objectively assessed need for housing in their housing market area. In simple terms a housing market area is a geographic area in which the majority of people, who move homes, will move within. It also reflects the functional relationships between where people live and work.

4.2 Migration and commuting data suggests strong links between Ashfield District, Mansfield District and the western parts of Newark & Sherwood District. While there are links with Bolsover and Nottingham City these links are more localised and would not justify a single HMA. It is recommended that HMAs are defined using local authority boundaries. As such the following districts have been identified as forming the Nottingham Outer Housing Market Area:

- Ashfield District;
- Mansfield District; and
- Newark & Sherwood District.

Developers

4.3 There are three different types of developers active in Mansfield District at present. These are:

- Local Developers such as Dukeries Homes, Capita Homes, Rippon Homes, Hymas Homes, Chevin Homes, Linby Homes. This type of developer is generally very local to the Mansfield area and they know the market very well. They tend to build on smaller 'infill' plots, some experimenting with very modern designs, and some including bungalow type dwellings. A number build below Mansfield District Council's current affordable housing threshold of 14 homes. As an example, Dukeries Homes are currently building between 30 – 40 dwellings pa. The general build rate is between 1-3 per month. Densities vary depending on the type of development.
- Regional/National Developers such as Avant Homes, Barratts, Persimmon, Taylor Wimpey, David Wilson, Strawsons, Bellway Homes, Gleeson Homes, Miller Homes. These developers generally prefer to build on larger, greenfield sites on the edge of built up areas. The target market is mainly larger family housing, attracting both existing local residents and those relocating from Nottingham due to the better value housing. This type of developer tends to develop standard, well-tested products that provide value for money in Mansfield. Current sites includes the strategic Lindhurst site south of Mansfield, which is likely to have three developers operating at any one time each building 2-3 dwellings per month. There are a number of other consented sites which could potentially be developed by this type of developer. Densities on these type of scheme appear to range from 30 dph to 40 dph.
- Mansfield District Council also develops social housing. Since 2010 the council has undertaken a development programme of 215 new homes (54 of which are currently under construction). Of these, 159 have been built for older people including an 84 unit extra care scheme). The remaining properties have been built for families. The council tends



to develop on key regeneration sites or other challenging sites which require considerable remediation works.

4.4 Engagement with local developers and agents has identified that sites providing low cost homes close to and easily accessible by public transport to the town centre were attractive to first time buyers. Local developers noted a high demand in locations close to services and public transport for bungalow type developments to serve the ageing population of the District. The regional developers noted a rising demand for larger family type housing from residents moving out of Nottingham looking for 'value for money' but still able to commute easily using the good accessible bus service to Nottingham.

Past Delivery

4.5 Although the District Council, through its role as affordable housing provider, builds a small number of homes for rent or shared ownership each year, it is the private sector that will build the majority of new homes. The role of the District Council as Local Planning Authority is to identify a supply of new homes sufficient to ensure delivery of the Objectively Assessed Housing Need as a minimum.

4.6 Despite considerable land having had the benefit of a planning permission, or a resolution to grant planning permission, housing targets have not been met. Delivery rates have averaged 309 dwellings per year since April 2001.

Table 1 - Net Completions (2001/02 to 2015/16)

Year	Net Completions
2001/02	268
2002/03	373
2003/04	345
2004/05	164
2005/06	325
2006/07	583
2007/08	268
2008/09	216
2009/10	224
2010/11	359
2011/12	365
2012/13	206

Year	Net Completions
2013/14	297
2014/15	255
2015/16	389
Average	309 per annum

4.7 Over the last few years a large proportion of housing completions have come forward on 'windfall' sites. These are sites which are defined in the glossary to the NPPF as "sites which have not been specifically identified as available in the Local Plan process. They normally comprise previously-developed sites that have unexpectedly become available". The table below shows average delivery from windfall sites since 2006:

Table 2 - Average Windfall Completions Per Annum (2006/07 to 2015/16)

Total Average Completions	Dwellings from Windfall sites (1-5 dwellings)	Dwellings from Windfall sites (6-49 dwellings)	Dwelling from Windfall sites (50+ dwellings)	Percentage of Total Completions
278 dwellings	39 dwellings	81 dwellings	119 dwellings	88.53%

4.8 Windfall development often involves sites within the urban area; this is a benefit as they are generally located in reasonable proximity to services and public transport and do not involve development on open countryside. Those that are smaller in scale often provide opportunities for small and medium house builders. However, windfall sites generally make a limited contribution to local infrastructure through s106 agreements; due to the size and ad-hoc nature it is more difficult to plan for infrastructure. An over reliance on windfall for delivery does not deliver positive plan making⁽²⁾.

Demographic Changes

4.9 Office of National Statistics (ONS) figures⁽³⁾ indicate that the population of Mansfield district as a whole is forecast to grow 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 homes.

4.10 It is not only the overall population 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.

² More details about windfall can be found in Appendix B of the Site Selection Document

³ Table 10 Nottingham Outer 2014 SHMA (June 2015)



4.11 Demographics derived from 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. By comparison the increase in the population aged under 65 is forecast at only 1.6%. The significant increase in the elderly population requires careful planning as to the types of property that will be delivered. This data will inform policies requiring the provision of appropriate accommodation for both sale and rent and also policies related to the design and layout of development.

Housing Mix

4.12 The provision of sufficient affordable housing is also a 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 the ability for people to acquire their own homes or rent suitable housing can be challenging. This is not just the case in Mansfield District, but is recognised as a national issue. The difference between peoples earnings and property/rental prices, the ability to be granted mortgages, and the shortage of sufficient social and affordable rented properties are all factors which contribute to the affordable housing shortage.

4.13 From figures produced by the Department of Communities & Local Government it can be evidenced that within Mansfield District lower quartile house prices are 5.34 times that of local lower quartile earnings⁽⁴⁾ and are worsening. Whilst this is below the national average of 7.02 times lower quartile earnings it is still challenging for many residents to access the housing market.

4.14 Affordable Housing requirements are set out in the Interim Planning Guidance in 2008⁽⁵⁾ and secured through s106 Agreements. The actual delivery of new affordable housing through the planning system has been minimal and can vary significant between different years based on the type of site being developed. This is due in part due to the reduction in the delivery of sufficient market housing and viability issues.

Table 3 - Affordable Housing Completions (2012/13 to 2015/16)

Year	Net Completions	Affordable Homes	% of Completions
2012/13	206	8	3.8%
2013/14	297	20	6.7%
2014/15	255	76	29.8%
2015/16	389	71	18.25%
Average	309	44	14.4%

4 <https://www.gov.uk/government/statistical-data-sets/live-tables-on-housing-market-and-house-prices>

5 <http://www.mansfield.gov.uk/CHttpHandler.ashx?id=7084&p=0>

4.15 Through the Housing White Paper (Feb 2017), the Government has announced proposals to amend policy related to affordable housing. Starter Homes should now be included as part of the mix of affordable housing that responds to local needs and markets. These are homes which are reserved for first time buyers with a household income of less than £80,000. Starter Homes are to be sold at a discount of 20% of market value but there is a 15 year period during which buyers will be required to repay part of the discount.

4.16 Additionally the Government has recently amended policy to restrict planning contributions, including Affordable Housing, to sites of 10 or more dwellings; this may result in a change of the threshold in Mansfield District from the current 14 to 10 depending on the outcome of viability assessments. Further consideration will be given to affordable housing policy in the Local Plan including the mix of different types; this will be reviewed in the light of any announcements or changes to the policy made by the Government. Further details can be seen in Section 7 of this Paper.



5 Housing Need

5.1 As set out above, establishing the number of homes that are needed over the plan period is an important step in preparing a local plan. The number of homes required has implications for a range of other issues including infrastructure, employment and the environment. A Strategic Housing Market Assessment (SHMA) is prepared using a range of information sources to establish an Objectively Assessed Housing Need figure (OAHN). This section of the Technical Paper sets out a summary of the process of preparing the SHMA for Mansfield and how the OAHN has been established.

Establishing Objectively Assessed Housing Need

5.2 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.

5.3 The Nottingham Outer Strategic Housing Market area covers the three districts of Mansfield, Ashfield, and Newark & Sherwood. These three authorities worked jointly on the preparation of the assessment in order to establish not only the housing needs of the market area as a whole, but of each individual District. The SHMA also provides indicative housing requirements for the sub areas of Mansfield Urban Area and the Parish of Warsop, so that the housing need arising from each area could be considered.

5.4 The SHMA has been prepared in line with guidance set out by government. As the starting point it used the most up to date Office for National Statistics (ONS) figures and household projections at the time it was prepared.

5.5 Official population projections (2012 based) were used as the basis for the SHMA. These 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. Although population may remain constant it does not mean there is no housing need. Average household sizes have been falling as the population ages and more people choose to live alone. This means that there would still be a need new homes even if overall the population were not growing.

5.6 The SHMA identifies the Objectively Assessed Housing Need and is sometimes referred to as a 'Policy Off' position. It provides the starting point on which councils can prepare a Local Plan. Account then needs to be taken of issues such as land constraints, growth aspirations, demand etc. As a minimum, it is the duty of local planning authorities to meet the OAHN across the whole of the housing market area; should one authority be constrained from delivering its proportion of the OAHN it can set a lower housing target, provided other authorities in the same housing market area would be able to make up any shortfall.

OAHN For Mansfield District

5.7 Table 4 sets out the approach taken in the SHMA to establish the OAHN for the housing market area and Mansfield District. The full SHMA for Mansfield District can be found online ⁽⁶⁾

Table 4 - How SHMA calculates the Objectively Assessed Need

Task	Uplift	Total for Mansfield District	Notes
Identify the Number of new households per year	N/a	252 households pa	This takes account of the 2012-based Sub-National Projections and the 2013 Mid-Year Estimates. This is the demographic starting point.
Consider migration trends	35 households pa (14%)	286 households pa	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 will take account of the full economic cycle.
Consider Unattributable Population Change (UPC)	58 households pa (20%)	341 households pa	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.
Consider implication of economic growth	0 households	341 households pa	Consideration was given to two scenarios (policy off and policy on) to establish if uplift would be required to ensure sufficient homes to accommodate the workforce. In both scenarios the number of households remained below 315 pa and no uplift was required.
Consider impact of market signals	20 households pa (6%)	361 households pa	Mansfield Districts housing requirement figure of 356 is uplifted to take account of increasing affordability for those projected to be in the 25 - 34 age bracket within the plan period (1st time buyers age group)

6 <http://www.mansfield.gov.uk/CHttpHandler.ashx?id=8191&p=0>



Task	Uplift	Total for Mansfield District	Notes
Convert households to dwellings	15 households pa (4.4%)	376 dwellings pa	To convert households to dwellings an uplift of 4.4% is applied. This is based on analysis of 2011 census data about unoccupied housing and allows for vacant properties, movement within the housing stock and second homes.

5.8 More recent projections were made available in 2016. These were based on 2014-based population and household projections and mid-year estimates up to 2015. These projections have a similar starting point to the original 2012 projections (a difference of 7 households per year). Given the similarities between the starting points and the forthcoming Standard Methodology for calculating OAHN proposed in the Housing White Paper it is not considered proportionate to update the SHMA at this stage as any document would have a limited shelf life.

Sub-areas

5.9 The SHMA also provided information on the housing need arising from sub-areas with the housing market area. This was done to inform the preparation of the Local Plan.

5.10 For Mansfield District two sub-areas were looked at:

- Mansfield Urban Area (including Clipstone, Rainworth and Pleasley)
- Warsop and Villages (including Church Medan, Market Warsop, Medan Vale and Spion Kop).

5.11 The SHMA identified that the Mansfield Urban Area generated a need of 340 dwellings per annum. There was a need for 36 dwellings per annum from Warsop Parish. This represents roughly a 90/10 split between the Mansfield Urban Area and Warsop Parish.

Conclusions

5.12 As set out above, the Objectively Assessed Housing Need for Mansfield District is **376 homes per annum** (7520 homes during the plan period).

6 Housing Target and Supply

6.1 Having gathered up to date evidence about the need for housing, the local plan needs to identify an appropriate housing target and supply of housing to meet this target. As explained above the Objectively Assessed Housing Need or OAHN is what is sometimes referred to as a 'policy off' position whereas the housing target set through a local plan is 'policy on'; while it needs to take full account of the OAHN figure it is not necessarily the same.

6.2 Consideration is also given to the broad distribution around Mansfield District.

What Should The Housing Target Be?

6.3 The requirement from government is that the housing market area must meet its OAHN in full. Individual districts therefore, can in exceptional cases request that other authorities within the same housing market area provide some of their need due to severe environmental constraints. In order for this option to be credible, it would need to be demonstrated that Mansfield District is so severely constrained, that it would be unacceptable to meet the full OAHN.

6.4 The Housing White Paper proposes changes to the NPPF to clarify the circumstances when there may be strong reasons for development to be restricted. It is proposed that the following matters are identified as a clear list where restrictions may apply:

- Sites protected under the Birds and Habitats Directives;
- Sites designated as Sites of Special Scientific Interest;
- Green Belt;
- Local Green Space;
- Area of Outstanding Natural Beauty (AONB);
- Heritage Coast;
- National Park (or the Broads Authority);
- Designated heritage assets;
- Ancient Woodland; and
- locations at risk of flooding or coastal erosion.

6.5 Within Mansfield District there is no Heritage Coast, Green Belt, AONBs or National Park. The other matters have been considered through the HELAA process to establish if sites are suitable, available or achievable for development or through the Sustainability Appraisal. The findings of the HELAA show that there are more than enough suitable, available and achievable sites to achieve the portion of the OAHN identified for Mansfield District. There is, therefore, considered to be no justification for identifying a housing supply that does not meet the OAHN.

6.6 The other authorities within the Nottingham Outer HMA, Ashfield District Council and Newark & Sherwood District Council are also planning to meet their portions of the OAHN within their own boundaries. This has been agreed through a Memorandum of Understanding.



Table 5 - HMA Wide Housing Targets

District	OAHN identified in the SHMA	Housing Target in emerging Local Plan
Ashfield District	480 dpa	480 dpa
Mansfield District	376 dpa	376 dpa
Newark & Sherwood District	454 dpa	454 dpa
Housing Market Area / Total	1310 dpa	1310 dpa

6.7 For the District Council to ensure the delivery of an annual average of 376 homes over a twenty year period would involve a step change in delivery. Past completion rates since 2001 indicate average completions of 309 homes per year. To achieve 376 homes per year would involve an increase in average completions of almost 20%.

How Many Homes Should Be Planned For?

6.8 As identified above paragraph 159 of the NPPF requires that local plans meet population and household projections and cater for the scale of housing supply necessary. Additionally paragraph 47 sets out that local planning authorities should act to boost significantly the supply of housing. A number of Local Plans that have recently been found sound have included a buffer of between 10% and 20% on top of the OAHN. This buffer provides a number of benefits:

- Positive planning by ensuring that there are sufficient sites allocated to provide flexibility if circumstances with any of the sites change;
- Gives the housing market a range of sites to allow delivery;

6.9 Not providing a buffer (i.e. planning to meet the OAHN and no more) may do little to help job creation or increase housing delivery. In terms of job growth, the SHMA has evidenced that the OAHN figure of 376 dwellings per year is higher than the scale of housing needed to meet either the Experian job forecasts or the higher 'Policy on' job growth figures identified in the Employment Land Forecasting Study (2015). There is, therefore, no evidence that providing housing supply to just meet the OAHN figure would stifle job creation.

6.10 Not including a buffer will provide no flexibility if any of the sites currently with planning permission or allocated in the Local Plan do not come forward or come forward more slowly than anticipated. A number of factors could lead to housing not being delivered at the required rate. Factors include:

- **Nature of the developer.** In some cases sites are taken forward by companies who specialise in gaining planning permission before selling the land to a house builder. This can extend the time between planning permission being granted and development starting.
- **Industry Capacity.** The construction industry can be constrained by the availability of skilled labour and materials. This can affect the number of homes that can be built in an area.

- **Viability.** Where the expected sales values generated by a development do not exceed the cost of development (including a reasonable profit) the development is not financially viable. The cost of development is affected by a range of factors including land values, cost of materials and labour, borrowing costs and the costs of meeting policy requirements (e.g. education, affordable housing and open space). Sales value can be affected by the type of property offered, the areas surrounding the site and the level of wages/income in the area. Sites that are not currently financially viable are unlikely to be developed until circumstances change.
- **Economic Circumstances.** Changes to the global and national economy could impact on consumer confidence and the ability of people to afford mortgages leading to a reduction in housebuilding. This link was clearly shown following the financial crash of 2008.
- **Legal Challenges.** The grant of planning permission can be challenged through the Courts. This can result in substantial delays as the issue can return to the Courts a number of times.

6.11 Analysis of the situation between 2007/08 and 2015/16 shows that around 14% of the homes granted planning permission have subsequently lapsed without development starting. This figure excludes sites where a legal start was made but no homes have been built. It would be appropriate to take account of the likelihood that not every site that is granted planning permission would be developed.

Table 6 - % Of Homes Granted Planning Permission Since Lapsed (2007/08 to 2015/16)

Year	Total Homes Granted	No. Homes Lapsed	% of Total Lapsed
2007/08	352	131	37.22%
2008/09	793	60	27.11%
2009/10	386	45	11.66%
2010/11	461	134	29.07%
2011/12	667	176	26.39%
2012/13	549	53	9.65%
2013/14	1975	2	0.10%
2014/15	473	70	14.80%
2015/16	283	0	0%
Total	5939	826	13.91%

6.12 Increasing the number of homes built has become a priority for the Government. One of the areas being consulted on in the Housing White Paper is improving the information available about build out rates and the development pipeline. The Housing White Paper also consults on ensuring that sites where there is evidence on non-implementation are realistically deliverable



when considering granting renewed planning permission. Through the preparation of the Local Plan, consideration is being given to the the viability of sites through the HELAA and Local Plan Viability Assessment and ensuring that the sites to be allocated have a reasonable prospect of delivery during the plan period. Prior to adoption, the Local Plan must be examined by an Independent Planning Inspector who assesses whether the plan has been prepared in accordance with the law; it is hoped that this process will reduce the risk of legal challenge to specific sites.

6.13 In conclusion, it is considered that it is appropriate to identify sufficient housing sites to deliver the OAHN plus a buffer 20%. This approach has been found sound in a number of other Local Plans. It allows for a supply of allocated housing sites to provide a degree of flexibility to account for unforeseen problems and help ensure that the Five Year Land supply is met. It is not considered that delivery of new homes on brownfield land will be significantly affected; the majority of brownfield sites are smaller in scale than the available greenfield sites and will have lower upfront infrastructure costs.

Strategic Distribution

6.14 As well as providing information on the District wide OAHN, the SHMA identified a broad split between the different settlements within Mansfield District. It identified that, based on the existing split of population, 90% of need arose from Mansfield Urban Area and 10% from the settlements in Warsop Parish. Whilst using this split would ensure that need was met where it arose consideration has been given to alternative distribution splits.

6.15 Table 7 below sets out an assessment of the four distribution scenarios considered. These scenarios were identified when generating options for consultation. However, a review of the outcome of the HELAA process has indicated that there are insufficient sites to deliver Options 1, 2 or 3. This means that they are not 'Reasonable Alternatives' and will not be taken further.

6.16 As such growth within the District for the plan period (2013 to 2033) will be distributed as follows:

- Mansfield Urban Area - 90%
- Warsop Parish - 10%

Table 7 - Strategic Distribution Options

Option	Pros	Cons
<p>Option 1</p> <p>Mansfield - 90%</p> <p>Warsop Parish - 10%</p>	<p>Reflects split of need identified in SHMA</p> <p>Focuses most growth on most sustainable settlement but allows development in rural communities</p> <p>Sufficient sites to deliver</p>	<p>Reduced benefit for rural communities</p>

Option	Pros	Cons
Option 2 Mansfield - 80% Warsop Parish - 20%	Delivers higher level of growth at Warsop Parish - supports rural communities	Insufficient sites to achieve number of homes required Likely to increase pressure on A60 corridor and poorer access to MARR and M1
Option 3 Mansfield - 80% Market Warsop - 10% Church Warsop - 3.3% Medan Vale - 3.3% Rainworth - 3.3%	Delivers higher level of growth at villages - supports rural communities Recognises smaller settlements in their own right	Does not reflect split of need in SHMA - diverts need from Mansfield Urban Area Insufficient sites to achieve number of homes required Likely to increase pressure on A60 corridor and poorer access to MARR and M1 (other than Rainworth) Does not reflect split of need in SHMA - diverts need from Mansfield Urban Area
Option 4 Mansfield - 94% Warsop Parish - 6%	Focuses most growth on most sustainable settlement but allows some development in rural communities Lowest impact on A60 corridor. Sufficient sites to deliver	Does not reflect split of need in SHMA - diverts need from Warsop Parish. Least benefit for rural communities.

Conclusion

6.17 The SHMA identified an OAHN of 376 dwellings per year split between the Mansfield Urban Area (340 dwellings per year) and Market Warsop and its surrounding smaller settlements (36 dwellings per year). There are not considered to be any reasons not to set the Housing Target in the Local Plan as 376 dwellings per year or a total of 7520 during the plan period of 2013 to 2033. The Housing Target of 376 dwellings per year will be used to assess the five year housing land supply and monitor the effectiveness of the Local Plan.

6.18 It is proposed to distribute 90% of the housing target to the Mansfield Urban Area and 10% to Warsop Parish. This means that the Local Plan will identify the following housing targets:

- Mansfield Urban Area - 6768 homes
- Warsop and Villages - 752 homes



6.19 In order to ensure the delivery of the Housing Target it is proposed to provide a housing supply that equates to the OAHN plus a buffer of 20%. This is to provide flexibility in case any of the sites allocated or with extant planning permission do not come forward or come forward more slowly than anticipated. This means that a total of 9024 homes will be planned for through the Local Plan. The supply of sites will follow the 90/10 split identified above and will take account of the sites identified; this means that more than 9024 homes may ultimately be allocated. This results in the following minimum housing numbers:

- Mansfield Urban Area - 8122 homes
- Warsop Parish - 902 homes

7 Other Matters

7.1 As well as setting the overall need for housing, the SHMA also considers the need for affordable housing, elderly and specialist housing need and the mix of homes required. While these do not form a formal part of the consideration of OAHN they do provide context for the District and help inform future planning policies.

Affordable housing need

7.2 Although housing is relatively inexpensive in the district, compared to regional and national averages, household incomes are also well below the national average. This makes affordability an issue in the district. The assessment in the SHMA takes account of a wide range of data including those in current need of affordable housing, newly arising need within the plan period, the existing supply of affordable housing, and future supply from re-lets of existing stock.

7.3 Based upon available data, the need for affordable housing in the district set out within the SHMA is **64 units per year (or 1280 during the plan period)**. This would mean that 17% of all housing delivered within the plan period should be affordable. The guidance on housing need assessments states 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.

7.4 For this reason the target for affordable housing to be set in planning policy needs to balance need and likely delivery. The delivery of housing depends upon its financial viability; should affordable housing targets be set too high without flexibility, housing (both market and affordable), will fail to be delivered. Viability will be considered as part of the preparation of Local Plan informed by the Viability Appraisal.

Elderly and specialist housing need

7.5 As well as establishing the amount of market and affordable housing needed in the district, the SHMA has also looked at the need for specialist housing for both older people and those with specialist needs such as long term illness.

7.6 As stated above, the NPPF requires planning authorities to plan for a mix of housing based on current and future demographic trends. Population forecasts in the SHMA indicate that during the plan period (2013 - 2033) the population aged 75+ is forecast to rise by 6,084 or 71%. The SHMA identifies, as part of the OAHN, a need for 52 dwellings a year (sheltered or extra care) or 1034 over the plan period ⁽⁷⁾. In addition the SHMA identifies a need for 437 bed spaces in residential care homes; however this does not form part of the OAHN as this type of accommodation falls within the C2 use class.

7.7 While not all elderly people will need or want specialist accommodation, the forecast increase in the resident elderly population is significant. For this reason the local plan will need to include ways to ensure that appropriate housing is provided for those residents that need to



or wish to live in such accommodation. Bungalows can be expensive to develop in terms of land costs and traditionally private developers have been reluctant to develop them, preferring to maximise built development. This limits choice for those looking to downsize.

7.8 In addition to an increasing number of elderly residents, the District has a high proportion of residents with long-term health problems or disability. The 2011 census indicates that 23.7% of Mansfield Districts residents have long term health problems, compared to a national average of 17.6%, and 30.6% 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.

7.9 Building regulations can only insist that accessible and adaptable dwellings or wheelchair user dwellings are provided if policies are included within local plans. It will therefore be important that policies in the Local Plan enable the delivery of the required levels of specialist accommodation for both elderly and disabled residents. Options will be tested as part of the Viability Appraisal.

Housing Mix

7.10 Housing mix, in terms of the type of property (e.g. Detached, terraced, flats etc) and size of property (number of bedrooms) is covered in the SHMA. However, specifying the size of property developers should build is difficult. Developers will build what they can sell, and while someone may be in need of a two bedroom property, they may aspire to or actually seek to buy a three bedroom property.

7.11 In terms of existing stock, the proportion of detached housing in Mansfield District is higher than the national figure but slightly lower than the average for the East Midlands. In terms of bedroom size the greatest proportion of homes have 3 bedrooms. The proportion of 4 and 5 bed properties in the District is lower than the East Midlands or National average.

7.12 In terms of projected need, the SHMA identifies what is required in the housing market area in both the market sector and the affordable sector. For the market sector the greatest projected need is for three bedroom property whereas in the affordable sector the greatest need is for two bedroom property.

Table 8 - Mix of Homes Required

	1 Bed	2-Bed	3-Bed	4-Bed
Market	5%	35%	50%	10%
Affordable	35%	35%	25%	5%
All Dwellings	10%	35%	45%	10%

7.13 The District Council will consider including policies on the mix of property required in terms of type or size as well as proportions for affordable and specialist housing as described earlier in this technical paper. A number of other recently adopted Local Plans across the country have included such policies. Where affordable housing is required the appointed housing association and / or strategic housing team would influence the size.

8 Conclusions and Next Steps

8.1 This Technical Paper sets out that the proposed Housing Target for Mansfield District is **376 homes per year or 7520 homes** during the plan period. In order to ensure the best possible chance of delivering this requirement it is proposed to provide a housing supply of 7520 homes plus a buffer of 20%. This equates to a minimum supply of 9024 homes within the Local Plan. It is proposed to distribute these homes as follows:

- Mansfield Urban Area - 8122 homes (90%)
- Warsop Parish - 902 homes (10%)

8.2 These figures are for the whole plan period (2013 to 2033). Account will need to be taken of any homes that are already committed. This includes homes that have already been built, homes with a deliverable planning permission and, if justified, an allowance for 'windfall' (predicted completions on sites not identified in the Local Plan process). Where these sources do not produce sufficient homes, additional sites, either within or adjoining existing settlements, will need to be identified as part of the housing supply. The actual supply may exceed this figure due to the nature of the sites identified; the cumulative impact of these sites will be assessed through the Sustainability Appraisal.

8.3 Details of the sites that will be included in the housing supply are set out in the Site Selection Technical Paper.

8.4 Consideration will be given to the exact nature of any policies to be included in the Local Plan on elderly and specialist housing, affordable housing and the mix of homes as part of preparing the Publication Draft of the Local Plan.