

Report to:

**Mansfield District
Council**

**Housing Needs
of Particular Groups**

Final Report

April 2026

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Summary

Background

1. This report provides a new report on the Housing Needs of Particular Groups (Housing Needs Assessment (HNA)) for Mansfield District Council.
2. The study follows the approach set out in the latest published National Planning Policy Framework (NPPF)¹ and supporting Planning Practice Guidance (PPG)² and uses the latest available data from the Office for National Statistics (ONS) and a range of other available datasets to provide a contextual picture and analysis of the housing market for the Council's administrative area.
3. The report sets out a number of either linked or distinct sections to cover a range of core subject areas; the sections are summarised below:
 - Section 2 – Area Profile;
 - Section 3 – Overall Housing Need;
 - Section 4 – Affordable Housing Need;
 - Section 5 – Need for Different Sizes of Homes;
 - Section 6 – Older and Disabled People;
 - Section 7 – Private Rented Sector; and
 - Section 8 – Other Groups

Area Profile

4. Analysis was carried out to provide background information about population and housing in Mansfield. Data is compared with local, regional and national data as appropriate. The analysis can be summarised as covering three main topic headings:
 - Demographic baseline (including data on population age structure and changes);
 - Housing stock (including type and tenure); and
 - Housing market (including data on house prices)

¹ <https://www.gov.uk/government/publications/national-planning-policy-framework--2>

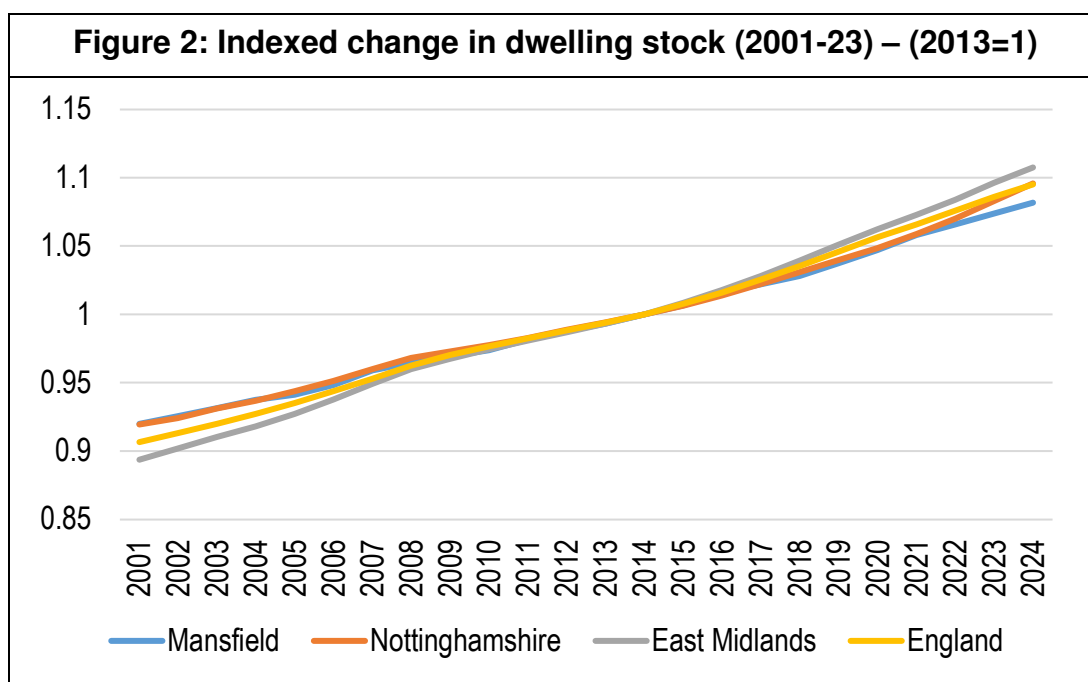
² <https://www.gov.uk/government/collections/planning-practice-guidance>

5. As of mid-2023, the population of Mansfield is 112,600 and since 2013 the population has grown by around 6% which is a lower rate of growth to that seen in other areas (County, region and nationally).
6. The age structure of the population is similar to other areas although there are fewer people aged in their 20s (likely to be linked to people moving away for further education). Over the past decade, the District has seen an ageing of the population, with the number of people aged 65 and over increasing by 17%; there have also been more modest increases in the number of children and people of 'working-age' (taken to be 16-64).

Figure 1: Change in population by broad age group (2013-23) – Mansfield				
	2013	2023	Change	% change
Under 16	19,181	20,887	1,706	8.9%
16-64	67,649	69,065	1,416	2.1%
65+	18,941	22,139	3,198	16.9%
TOTAL	105,771	112,091	6,320	6.0%

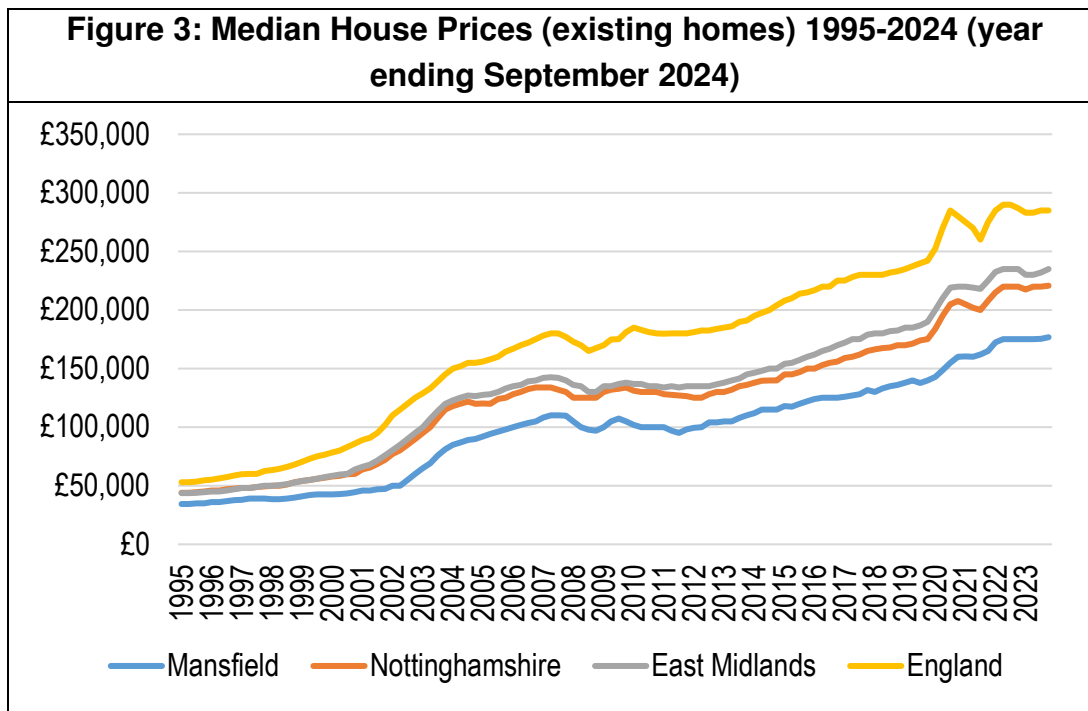
Source: ONS

7. Recent population growth in the District has been largely driven by internal migration – moves from one part of the UK to another, with this being particularly strong over the past three years for which data is available (2020-23). International net migration has also been recorded as being high over the last year (2022/23) as well as being historically high in the 2011-18 period.
8. ONS dwelling stock data indicates there were 51,700 dwellings in the District as of 2023, a net increase of 3,900 dwellings between 2013 and 2023. As with population growth, rates of change in dwelling numbers have been slightly lower than the levels seen across other benchmark areas.



Source: MHCLG (Live Table 125)

9. Some 64% of all households in the District are owner-occupiers, higher than the national average of 62% but below figures for Nottinghamshire and East Midlands, consequently the proportion of households living in the social rented (16%) and private rented (19%) sectors is higher than seen in the County and region.
10. The housing stock sees a relatively high proportion of semi-detached homes, making up 43% of all dwellings (32% nationally) and the stock has a high proportion of 3-bedroom homes (over half of all homes in the District have 3-bedrooms). Linked to this, the District sees a relatively high level of under-occupancy (in a national context), with 38% of all households living in homes with at least two spare bedrooms. Levels of overcrowding are relatively low (at 2.7% of all households) although this is a higher level to that seen in the County (1.8%).
11. In the year to September 2024 the median house price (existing dwellings) in Mansfield was around £177,000. This is below the median house price for Nottinghamshire and the East Midlands, and is 38% below the national average. Prices have also been increasing significantly, rising by 61% (£67,000) over the decade to September 2024 – this level of house price change is lower than seen nationally (an average increase of £94,000).



Source: ONS

12. As well as lower house prices, the District sees lower private rental costs, with the mean private rent for a 2-bedroom home standing at £677 per month in June 2025 (around £886 across the East Midlands and £1,279 nationally). Over the past decade, rents have increased by around 54%, slightly lower than the level of increase in house prices over the same period.
13. The analysis also looked at how key data varied across different parts of the district. There are generally only modest differences between areas with arguably the most notable being the built form of homes (Warsop having a greater proportion of semi-detached homes and fewer flats when compared with the Mansfield Urban Area).

Overall Housing Need

14. The report studied the overall housing need set against the NPPF and the framework of PPG – specifically the Standard Method for assessing housing need. This shows a need for 495 dwellings per annum. This is based on 0.8% of the current stock (51,262 = 410) and an uplift for affordability of 21%.

15. Taking the housing need number and using up-to-date demographic data (including ONS mid-year population estimates to 2023 and 2021 Census data) a bespoke population and household projection has been developed to look at the possible demographic implications of the delivery of this number of homes each year from 2023 to 2043 (the end of the plan period).
16. The method looked at the levels of migration likely to be needed to fill additional homes and also considered the possibility of greater levels of household formation amongst younger people (aged under 45) – data having shown a reduction in household representation from the age groups going back at least 20 years.
17. Overall, it is projected that the population might increase by 14,800 people over the 20 years (a 13% increase) with there being a continued ageing of the population, as well as notable increases in the ‘working-age’ population (16-64).

Figure 4: Projected population change 2023 to 2043 by broad age bands – Standard Method – Mansfield				
	2023	2043	Change in population	% change
Under 16	20,887	21,389	502	2.4%
16-64	69,065	76,649	7,584	11.0%
65 and over	22,139	28,849	6,710	30.3%
Total	112,091	126,887	14,796	13.2%

Source: JGC analysis

18. It was further estimated that population growth might be able to support somewhere in the region of 5,300 and 8,800 additional jobs as the economically active population increases over time.

Affordable Housing Need

19. Analysis has been undertaken to estimate the annual need for affordable housing. This includes accounting for local housing costs (both to buy and to rent) along with estimates of household income. The evidence indicates an acute need for affordable housing in the study area and in both sub-areas.

20. The majority of need is from households who are unable to buy OR rent and therefore points particularly towards a need for rented affordable housing rather than affordable home ownership. However, certain products (such as shared ownership) could potentially be made available to households at a cost below the cost of privately renting and would therefore meet some of the need from those unable to access any form of market housing (without subsidy).

Figure 5: Estimated Need for Affordable Housing (per annum) – split between different affordability groups				
	Unable to buy OR rent	Able to rent but not buy	TOTAL	% unable to buy OR rent
Warsop	27	4	31	86%
Mansfield	195	53	248	79%
District	222	57	279	80%

Source: JGC analysis

21. Despite the level of need being high, it is not considered that this points to any requirement for the Council to increase the Local Plan housing requirement due to affordable needs. The link between affordable need and overall need (of all tenures) is complex and in trying to make a link it must be remembered that many of those picked up as having an affordable need are already in housing (and therefore do not generate a net additional need for a home). In addition, the private rented sector is providing benefit-supported accommodation for many households. That said, the level of affordable need does suggest the Council should maximise the delivery of such housing at every opportunity.
22. The analysis suggests there will be a need for both social and affordable rented housing – the latter will be suitable particularly for households who are close to being able to afford to rent privately and possibly also for some households who claim full Housing Benefit. It is, however, clear that social rents are more affordable and could benefit a wider range of households – social rents could therefore be prioritised where delivery does not prejudice the overall delivery of affordable homes.

23. This study also considers different types of Affordable Home Ownership (AHO) – notably First Homes and shared ownership as each may have a role to play. Shared ownership is likely to be suitable for households with more marginal affordability (e.g. those only just able to afford to rent privately) as it has the advantage of a lower deposit and subsidised rent, although equity share levels of around 25% are likely to be needed to make this tenure ‘genuinely’ affordable. There was no strong evidence of a need for First Homes or discounted market housing more generally.
24. Although this report cannot provide an overall target for affordable housing (as this will be determined by viability) it can provide advice about the most appropriate tenure split. Overall, the recommendation is for an 80:20 split between rented and intermediate housing, with the majority (c75%) of rented housing at social rents and the 20% of intermediate housing focussing on shared ownership and rent-to-buy; no targets are suggested for discounted market sale or First Homes. The categories used in the table below are consistent with the affordable housing definitions set out in Annex 2 of the NPPF.

Figure 6: Suggested mix of affordable housing – Mansfield	
Type of affordable housing	Recommended Target (subject to viability)
a) Social Rent	60%
b) Other affordable housing to rent	20%
c) Discounted market sales housing	N/A
d) Other affordable routes to home ownership (Shared Ownership, Rent to Buy)	20%

Source: JGC analysis

25. Overall, the analysis identifies a notable need for affordable housing, and it is clear that the provision of new affordable housing is an important and pressing issue in the area. It does, however, need to be stressed that this report does not provide an affordable housing target; the amount of affordable housing delivered will be limited to the amount that can viably be provided. The evidence does, however, suggest that affordable housing delivery (and particularly social rents) should be maximised where opportunities arise.

Need for Different Sizes of Homes

26. Analysis of the future mix of housing required takes account of demographic change, including potential changes to the number of family households and the ageing of the population. The proportion of households with dependent children in Mansfield is about average, with around 27% of all households containing dependent children in 2021 (compared with around 28% regionally and nationally). There are notable differences across household types, with married couples (with dependent children) showing a high level of owner-occupation. In contrast, lone parents are particularly likely to live in social or private rented accommodation.
27. There are a range of factors which will influence demand for different sizes of homes, including demographic changes, future growth in real earnings, households' ability to save, economic performance and housing affordability. The analysis linked to future demographic change concludes that the following represents an appropriate mix of affordable and market homes, which takes into account of both household changes and the ageing of the population, as well as seeking to make more efficient use of new stock by not projecting forward the high levels of under-occupancy (which is notable in the market sector).
28. In all sectors, the analysis points to a particular need for 2- and 3-bedroom accommodation, with varying proportions of 1- and 4+-bedroom homes. For rented affordable housing, there is a clear need for a range of home sizes, with 45% having at least 3-bedrooms, of which 15% should have at least 4-bedrooms. Our recommended mix is set out below:

Figure 7: Suggested size mix of housing by tenure – Mansfield			
	Market	Affordable home ownership	Rented affordable housing
1-bedroom	5%	10%	20%
2-bedrooms	35%	45%	35%
3-bedrooms	45%	35%	30%
4+-bedrooms	15%	10%	15%

Source: JGC analysis

29. The strategic conclusions in the affordable sector recognise the role which delivery of larger family homes can play in releasing a supply of smaller properties for other households. Also recognised is the limited flexibility which 1-bedroom properties offer to changing household circumstances, which feed through into higher turnover and management issues. The conclusions also take account of the current mix of housing by tenure and also the size requirements shown on the Housing Register.
30. The Council should also consider the potential role of bungalows as part of the future mix of housing. Such housing may be particularly attractive to older owner-occupiers which may assist in encouraging households to downsize. Bungalows will also be suitable for households containing someone with a disability (across all age groups) – Mansfield seeing high levels of disability in a regional and national context.
31. The mix identified above could inform strategic policies although a flexible approach should be adopted. For example, in some areas affordable housing registered providers find difficulties selling 1-bedroom affordable home ownership (AHO) homes and therefore the 1-bedroom elements of AHO might be better provided as 2-bedroom accommodation. That said, given current house prices there are potential difficulties in making (larger) AHO genuinely affordable.
32. Additionally, in applying the mix to individual development sites, regard should be had to the nature of the site and character of the area, and to up-to-date evidence of need as well as the existing mix and turnover of properties at the local level. The Council should also monitor the mix of housing delivered.
33. Overall, there has been no increase in the number of smaller homes being delivered in the district. There may, however, need to be a consideration of applying space standards to ensure a supply of family-sized accommodation, as most of the flats, terraced and semi-detached stock is skewed towards smaller sizes.

Older and Disabled People

34. A range of data sources and statistics have been accessed to consider the characteristics and housing needs of the older person population and the population with some form of disability. The two groups are taken together as there is a clear link between age and disability. The analysis responds to Planning Practice Guidance on Housing for Older and Disabled People published by Government in June 2019 and includes an assessment of the need for specialist accommodation for older people and the potential requirements for housing to be built to M4(2) and M4(3) housing technical standards (accessibility and wheelchair standards).
35. The data shows that Mansfield has a similar age structure in terms of older people as is seen regionally and nationally, but higher levels of disability. The older person population shows high proportions of owner-occupation, and particularly outright owners who may have significant equity in their homes (74% of all older person households are outright owners).
36. The older person population is projected to increase notably moving forward. An ageing population means that the number of people with disabilities is likely to increase. Key findings for the 2023-43 period include:
- a 30% increase in the population aged 65+ (potentially accounting for 45% of total population growth);
 - a 51% increase in the number of people aged 65+ with dementia and a 42% increase in those aged 65+ with mobility problems;
 - a need for around 500 additional housing units with support (sheltered/retirement housing) in the market sector but a numerical oversupply of affordable housing;
 - a need for around 800 additional housing units with care (e.g. extra-care) – the majority (around 60%) in the affordable sector;
 - a need for additional nursing and residential care bedspaces (around 700 in the period); and
 - a need for around 650 dwellings to be for wheelchair users (meeting technical standard M4(3)).

37. This would suggest that there is a clear need to increase the supply of accessible and adaptable dwellings and wheelchair-user dwellings as well as providing specific provision of older persons housing. Given the evidence, the Council could consider (as a start point) requiring all dwellings (in all tenures) to meet the M4(2) standards and around 5% of homes meeting M4(3) – wheelchair user dwellings in the market sector (a higher proportion of around 10% in the affordable sector).
38. Where the authority has nomination rights the supply of M4(3) dwellings would be wheelchair-accessible dwellings (constructed for immediate occupation) and in the market sector they should be wheelchair-user adaptable dwellings (constructed to be adjustable for occupation by a wheelchair user). It should however be noted that there will be cases where this may not be possible (e.g. due to viability or site-specific circumstances) and so any policy should be applied flexibly.
39. In framing policies for the provision of specialist older persons accommodation, the Council will need to consider a range of issues. This will include the different use classes of accommodation (i.e. C2 vs. C3) and requirements for affordable housing contributions (linked to this the viability of provision). There may also be some practical issues to consider, such as the ability of any individual development being mixed tenure, given the way care and support services are paid for.

Private Rented Sector

40. The private rented sector includes a wide range of accommodation types, including privately owned homes rented to others, Houses in Multiple Occupation (HMOs), Co-living and build-to-rent accommodation.
41. The private rented sector (PRS) accounts for around 19% of all households in Mansfield (as of 2021) – a similar proportion to that seen across the East Midlands and England. The number of households in this sector has, however, grown substantially (increasing by 38% in the 2011-21 period).
42. The PRS has some distinct characteristics, including a much younger demographic profile and a high proportion of households with dependent children (notably lone parents) – levels of overcrowding are relatively high.
43. In terms of the built form and size of dwellings in the sector, it can be noted that the PRS generally provides smaller, flatted/terraced accommodation when compared with the owner-occupied sector.

44. That said, around half of the private rented stock has three or more bedrooms and demonstrates the sector's wide role in providing housing for a range of groups, including those claiming Housing Benefit and others who might be described as 'would-be owners' and who may be prevented from accessing the sector due to issues such as deposit requirements. The number of tenants claiming housing benefits increased dramatically during the COVID-19 lockdown in 2020 and has remained high.
45. The latest Local Authority Housing Statistics for 2024/25 estimate that there are 1,267 HMOs in Mansfield. Of these, 200 are estimated to be licensable HMOs, although the actual number of issued licences is 162.
46. The Council should consider developing Local Plan policies for build-to-rent within Mansfield. This should go beyond the affordable housing SPD. The viability of Build-to-Rent schemes is likely to differ from that of other forms of development. Therefore, the Council's policies on affordable housing provision should continue to be informed by up-to-date viability evidence.
47. This study has not attempted to estimate the need for additional private rented housing. Likely, households' decisions about whether to buy or rent a home in the open market are influenced by a number of factors, which means demand can fluctuate over time; these include mortgage lending practices and the availability of Housing Benefit.
48. A general (national and local) shortage of housing is likely to have driven some of the growth in the private rented sector, including increases in the number of younger people in the sector, and increases in shared accommodation. If the supply of housing increases, then this potentially means that more households would be able to buy, but who would otherwise be renting.

Other Groups

Service Personnel

49. MoD location statistics show that in April 2024, there were no MoD personnel based in Mansfield. Overall, the lack of regular forces in Mansfield means they are unlikely to have any impact on local affordability, and therefore, there is no policy requirement for this group.

Ethnic Minorities

50. The ethnic minority population in Mansfield is quite small relative to the regional and national position, with the White: Other population being the main group in the District. The number of people from an ethnic minority group grew strongly over the 2011-21 decade, with the number of people from an ethnic minority group increasing by 6,900 whilst the White: British population declined by 900 people.
51. Ethnic minority households appear to be typically younger and less likely to be owner occupiers than White: British households (British) population; ethnic minority households have a strong representation in the private rented sector, including for White: Other households: 56% of whom live in private rented accommodation. Ethnic minority households are also more likely to be overcrowded and less likely to under-occupy dwellings.
52. The implications of this are more for housing strategy than planning, and suggest a need to consider particularly how the needs of different groups are met within the local housing market including the higher levels of overcrowding in ethnic minority communities. It will also be important to consider the role which the Private Rented Sector plays in meeting needs of new migrant communities and the standards of housing in this sector. Investigating these issues in greater detail may assist development of strategic housing policies.

Students

53. The Mansfield HUB of Nottinghamshire Trent University is the key higher education provider within Mansfield. Much of its student body is recruited from the local areas, with many students remaining with their families during their time there. There is therefore no justification for a specific policy relating to student housing in the district.

Custom-and Self-Build

54. The Levelling Up and Regeneration Act made amendments to the way demand/need and supply of self and custom-built dwellings are calculated. Need must be calculated cumulatively, with supply permissions now needing to demonstrate that they will result in a self or custom-built dwelling.

55. There is currently an undersupply of self and custom build plots in Mansfield, with only seven permissions against a need for 62 (cumulative total entries on the register at the end of Base Period 6) – a backlog of 55. The Council will need to meet this backlog as well as continue to meet the newly arising need on the register. Based on past trends this will be in the region of 9 plots per base period.

Children's Care Homes

56. Nottinghamshire County Council's (NCC) overarching vision for Children in Care is to ensure that all children live with families and friends for as long as possible. NCC are hoping to provide 2 new residential homes for children across the County. Specific locations for these homes have not yet been identified; however, the Council should work with the County Council to accommodate this.
57. To ensure that the NCC has access to any new provision, Mansfield District Council may wish to adopt a policy similar to that of Lancaster City, whereby any additional children's residential care home permission/licences are only permitted if the Council get first refusal of placement.

1. Background

Introduction

- 1.1 Mansfield District Council commissioned Justin Gardner Consulting (JGC) and Icen Projects to prepare a new study of the Housing Needs of Particular Groups (Housing Needs Assessment (HNA)). This report provides evidence on housing need and mix, which will inform local planning policy and decision making.
- 1.2 This document will be brought together with other evidence-based documents to inform the future strategy for the scale and distribution of housing growth within the area, with reasonable alternatives tested through the plan-making and Sustainability Appraisal process. This assessment does not set targets but provides robust evidence to inform those in the Local Plan Review.
- 1.3 The report is based on the best and most up-to-date information available at the time of drafting – this was around May 2025. The report therefore incorporates changes to the National Planning Policy Framework published in December 2024. The Council should, however, continue to monitor and sense-check new data releases and respond to anything material to plan-making.

National Policy Context

- 1.4 Paragraph 63 of the National Planning Policy Framework (published December 2024, NPPF 2024) sets out that “the size, type, and tenure of housing needed for different groups in the community should be assessed and reflected in planning policies”. Included within the groups in the NPPF are those who require affordable housing (including Social Rent) older people and people with disabilities – it is these groups that provide the main focus of this report.

1.5 Government's Planning Practice Guidance (PPG)³ includes several sections which are relevant to the assessment. The key ones listed below:

- Housing and economic needs assessment (February 2025)
- Housing needs of different groups (May 2021)
- Housing for older and disabled people (June 2019)
- Housing: optional technical standards (March 2015)
- First Homes (December 2021)

Local Policy Context

Mansfield Local Plan 2013-33

- 1.6 The Mansfield Local Plan was adopted in September 2020 and establishes the planning framework for housing within the District. The Local Plan covers a plan period from 2013 to 2033. The Local Plan sets out an ambitious but realistic vision for the district in 2033, together with objectives which policies must address to ensure that key planning issues are addressed.
- 1.7 It sets out the spatial strategy for the district, which includes the overall levels of growth and where development sites for new homes and jobs will be located. It provides a framework for delivering the long-term regeneration of the Mansfield and Market Warsop urban areas, including enhancement of the town centres with new shopping, leisure, housing and economic development, and improvements to the area's physical and social infrastructure.
- 1.8 The Local Plan's Vision for 2033 includes "A range of good quality housing will have been provided that meets the needs of all our growing communities". The key issues and opportunities include ensuring that housing is delivered to meet the needs of the whole community, including those aged 65 and over. It seeks to ensure housing and employment growth, and development are achieved to meet the objectively assessed needs and to ensure that there is a five-year supply of housing land.

³ <https://www.gov.uk/government/collections/planning-practice-guidance>

- 1.9 It recognises that the district has a generally weak housing market with historically low levels of delivery, including affordable housing. Values are low, reflecting the low-wage economy, and this is “setting a ceiling on affordability”. To achieve this, the Local Plan Review will need to promote necessary growth but ensure development takes into account sustainability, respond to local viability issues with a balanced spatial strategy which identifies locations which offer scope to improve viability to ensure an improved range of infrastructure.
- 1.10 Objective 3 of the Local Plan is to “Increase the range and choice of housing throughout the urban areas and villages to better meet the needs of the whole community, through the provision of more diverse market, affordable, and specialist housing, so creating inclusive, mixed neighbourhoods.”
- 1.11 Policy SP2 seeks to deliver 6,500 new homes, with 90% or 5,860 to be delivered in Mansfield and 10% of 650 in Warsop parish. This equates to 325 dwellings per annum, which exceeds the Standard Method of 279 dwellings per annum at the time. This was due to the district council's growth aspirations.
- 1.12 Policy H3 requires proposals to “provide a range of dwelling sizes and types reflective of housing needs and the achievement of mixed and balanced communities.” It adds that this should reflect the need for different sizes and types of properties as contained in both the Strategic Housing Market Assessment (SHMA) and Housing Needs of Particular Groups.
- 1.13 Table 5.4 of the plan replicates the required housing mix but notes, “This policy does not set specific requirements that must be met by an individual site or phase of a development but is intended to act as a guide. Account will also be taken of the character and scale of the site and the wider area. It will be easier for larger sites to deliver a mix, while a town centre site is unlikely to deliver 4+-bedroom properties.” It also adds that “The provision of bungalows will be supported on sites as these may be particularly attractive to older people, which may assist in encouraging households to downsize”. Finally, the supporting text states that “Development proposals will not be supported where the mix varies substantially from the mix identified above, unless there are specific benefits associated with the mix of homes proposed”.

- 1.14 Policy H4 relates to affordable housing on sites of 10 or more dwellings and seeks between 10% and 20% on greenfield land and between 5% and 10% on brownfield land, depending on its location. The higher amounts are sought in the higher value areas to the south of the district.
- 1.15 Policy H5 supports custom and self-built homes that are within settlement boundaries and are of a high design standard. It does not have any requirement policy from larger sites.
- 1.16 Policy H6 relates to specialist housing. The policy only relates to C2 housing, such as sheltered and extra care, the provision of which is supported if well designed, accessible and conveniently located near services, shops and transport corridors.
- 1.17 Finally, Policy H7 deals with HMOs and bedsits. Again, this is a general support policy, but only if it is appropriate in respect of the character of the site, with the reuse of vacant buildings encouraged. Any HMO development must also contribute to a mixed and balanced community and provide adequate internal accommodation and external space without impacting adjacent properties.

Towards 2030: A Strategy for Mansfield Refresh 2024

- 1.18 Towards 2030: A Strategy for Mansfield⁴ it sets out the Council's overall strategic direction, vision for the future and the ambitions and priorities that it will focus on to ensure they meet those challenges.
- 1.19 In relation to housing the Strategy's priorities include:
- Support people to live independently in suitable, safe and warm homes
 - Deliver affordable housing that meets current and future needs
 - Enabling housing growth

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<https://mansfield.moderngov.co.uk/documents/s2107/Refreshed%20Corporate%20Strategy%20-%20Appendix%201.pdf>

Affordable Housing SPD

1.20 The Affordable Housing SPD⁵ was adopted by the council on 5 September 2023 and adds further detail to the policies of the Local Plan. The Affordable Housing SPD covers the following:

- The type and tenure of affordable housing required;
- The district council's position on how it will address the requirements in relation to First Homes;
- When off-site commuted sums may be sought, and the formula that will be used to calculate them.
- How to satisfactorily demonstrate that a different mix of types or level of affordable housing is required to make the scheme viable;
- Vacant Building Credit;
- Design and layout;
- Build to Rent schemes; and
- Specialist housing accommodation.

1.21 The SPD notes that the affordable housing needs in the district are not for AHO products but for social/affordable rented products. Given this, the district council's starting point is that it will seek to negotiate an appropriate mix of affordable housing with developers.

1.22 Where First Homes are to meet 25% of the overall affordable housing requirement, the district council will seek the remainder as rented or intermediate products based on identified need and subject to viability. Because of viability, the council have sought 100% of the affordable housing (5% in total) to be provided as First Homes in Zone 1 Brownfield, which is the lower value area.

1.23 The mix of affordable homes sought is 40% 1-bed, 35% 2-bed, 20% 3-bed and 5% 4-bed. However, local variation can be justified based on:

- The nature of the development and type of homes to be provided;
- The existing supply of affordable housing in the area;
- Characteristics of the expected occupants;
- The physical characteristics of the site;
- Any updated information about the size of affordable housing needed in the area;

⁵ <https://www.mansfield.gov.uk/spd>

- Emerging planning costs, e.g. S106, Biodiversity Net Gain, land take and maintenance;
- Building regulation changes in relation to Future Homes;
- The impact on a scheme's viability should the above sizes be implemented;
- Design standards; and
- Reduction of plot densities due to the Nottinghamshire Parking Standards

1.24 In relation to build-to-rent property, the SPD states that affordable housing should be provided at a 20% discount, but that households should not spend more than 30% of their income on housing.

1.25 Finally, the SPD notes that “it is not possible to require the provision of dwellings which meet either Part M4(2) or M4(3) as the requirement was not included in the Local Plan. However, it is proposed to support the provision of properties that meet these standards.”

Homelessness Prevention and Rough Sleeping Strategy

1.26 The Homelessness Prevention and Rough Sleeping Strategy (2024-2029)⁶ sets out several priority areas and actions that need to be taken to ensure the District Council’s vision to create an environment where people lead safe and healthy lifestyles, ensuring suitable housing for all is achieved. The priorities of this Strategy are:

- Early intervention through effective partnership working.
- The provision of an accessible, agile and responsive homelessness service.
- Access to affordable, quality and sustainable accommodation across all sectors.
- Tackle rough sleeping by developing and improving pathways.
- Linking health, well-being and housing together to improve the life chances and aspirations of those affected.
- Delivering holistic support solutions to sustain long-term tenancies and prevent homelessness and rough sleeping.

1.27 The strategy notes that over the last five years , out of the people who approach the Council for housing assistance, consistently, the end of assured shorthold tenancy is the main reason for homelessness. Overall, the number of applicants approaching the Council has increased.

⁶ <https://www.mansfield.gov.uk/homelessness-housing-advice/homelessness-2>

- 1.28 It also highlighted that the housing options for those in low-income households are limited as the private sector is becoming increasingly unaffordable, and Local Housing Allowance (LHA) is not keeping pace. In response, Mansfield District Council has enhanced its offer to applicants accessing the private rented sector, and they now offer cash payments towards deposit and rent in advance.
- 1.29 Regarding the need for temporary accommodation, as more applicants approach the Council due to homelessness, and less social housing is available, the length of time applicants spend in temporary accommodation is increasing. Mansfield District Council have 32 units of self-contained temporary accommodation (TA) across the district, and they employ a team to manage these licences and support the residents in them. The Strategy also notes that applicants are spending longer in TA, and there is a smaller turnover of available rooms. This has forced the council to rely on short-term hotel placements at an additional financial burden.

Nottinghamshire County Council Housing Strategy 2024 – 2029

- 1.30 The County Council's Housing Strategy⁷ focuses on how the County Council can work together with the local authorities to provide safe homes for the most vulnerable in our communities.
- 1.31 The Housing Strategy places a strong emphasis on meeting the housing needs of specific groups, particularly older people, younger people and households in acute housing need, including those who are homeless or at risk of homelessness.
- 1.32 Although the County Council is not a housing authority, it sets out how it will use its influence, land holdings and partnership role to shape provision and support across the county.
- 1.33 For older people, the strategy promotes a shift towards housing that supports independence, health and prevention. It encourages new homes to be built to accessible, "lifetime" standards and in locations close to services, public transport and community facilities, so that older residents can remain in their own homes and communities for longer.

⁷ <https://www.nottinghamshire.gov.uk/media/tnsj00a1/housingstrategydesign.pdf>

- 1.34 The County Council aims to use its own land to support delivery of extra care and other specialist housing where needs are identified. Alongside new provision, there is a clear focus on adapting existing homes through Disabled Facilities Grants and related services, speeding up adaptations to prevent falls, enable timely hospital discharge and delay or avoid moves into residential care.
- 1.35 For younger people, including vulnerable young adults, the strategy prioritises the prevention of homelessness and the development of appropriate supported accommodation.
- 1.36 Joint working with district and borough councils is intended to ensure consistent pathways and protocols for 16–21 year-olds at risk of homelessness.
- 1.37 Care leavers up to age 25 are a specific priority group, with commitments to provide stable, suitable housing options and to avoid crises that lead to homelessness or inappropriate placements. The emphasis is on early intervention, cross-agency planning and models of accommodation that combine housing with tailored support.
- 1.38 The strategy sets out a comprehensive approach to homeless households, including rough sleepers and those in temporary accommodation. It seeks to build on recent work to reduce rough sleeping by commissioning ongoing support services and improving move-on options, so that people do not return to the streets.
- 1.39 The County Council will work with the districts to improve the quality and suitability of temporary and move-on accommodation, reduce evictions from supported schemes and use its land and assets where appropriate for specialist or temporary provision.
- 1.40 Other vulnerable groups are also explicitly recognised. These include adults with learning disabilities, mental health needs and physical disabilities, for whom the Council aims to secure sufficient specialist and supported housing, again linked closely to social care commissioning.
- 1.41 Survivors of domestic abuse are prioritised through the Council's duty under the Domestic Abuse Act, with commitments to refuges, safe accommodation, sanctuary schemes and specialist support, and to improving the housing sector's response through accreditation and training.

- 1.42 Overall, the strategy frames housing as a key determinant of health, independence and safeguarding. It relies on partnership delivery including that with the local authorities, but provides a clear policy context for assessing current and future housing needs among older people, younger people and other vulnerable groups across Nottinghamshire.

Nottinghamshire Adult Social Care and Public Health Departmental Strategy

- 1.43 The Adult Social Care and Public Health Departmental Strategy⁸ is a one-page document which sets out the county council's commitment to supporting people to live independently for as long as possible. They will provide effective short-term interventions for people with care and support needs and invest in rapid response services to enable people to return home from hospital as quickly as possible. They will also seek to increase home care capacity and review the structure of older people's care homes and review residential care for younger adults.

Nottinghamshire Adult Social Care Market Position Statement

- 1.44 The Adult Social Care Market Position Statement (MPS)⁹ aims to give commissioning partners across health and social care an understanding of the health and social care market in Nottinghamshire. The MPS considered a range of factors, including population projections, market intelligence, needs analysis, and finance, to identify trends and predict future health and social care needs in Nottinghamshire.
- 1.45 The MPS notes that the County has an older population comparable to the national figure, and life expectancy at birth for females is 83 years, and 80 years for males, although it varies across districts, with Mansfield having a much lower life expectancy. It also notes that Mansfield has some of the highest levels of deprivation in the country. The MPS highlights some key trends, including:
- Growing population of people with a diagnosis of autism;
 - A growing population of people with behavioural challenges;
 - Nottinghamshire has a small Black and Minority Ethnic Community who live throughout the county and need culturally sensitive services;
 - Deprived areas of Nottinghamshire have poorer health and well-being outcomes;

⁸ <https://www.nottinghamshire.gov.uk/media/1739228/adult-social-care-and-health-plan-on-a-page.pdf>

⁹ <https://www.nottinghamshire.gov.uk/media/5081080/adultsocialcaremarketpositionstatement2023-2025.pdf>

- Approximately two-thirds of the adult population in Nottinghamshire is overweight or obese; and
- People with more complex needs are being supported in the community rather than in hospitals.

- 1.46 The County has 1,587 older adults in residential care and 643 in nursing care, and 709 young adults in residential care. Combined, this accounts for £155m of the County's budget. In relation to extra care, the County Council currently commissions 222 Housing with Care units based in 12 schemes within six districts. This includes sites in shared ownership, social rent and private ownership.
- 1.47 The County Council aim to increase the number of Housing with Care places, and providers are required to assist the Council in developing different and flexible models, including mixed tenure schemes. Some of this provision will be refocusing sheltered housing schemes and other housing schemes.
- 1.48 The focus of these services will continue to be on independent living to avoid or delay the need for higher levels of care or admission to residential or nursing homes. Providers will be required to develop services that demonstrate effective outcomes for residents with dementia and other specialist needs as the population lives longer with more complex needs.
- 1.49 The County Council also wishes to explore mixed models of housing with care to ensure a balance of needs which support a vibrant community. This may involve the inclusion of some younger adults with low-level support needs. In relation to Housing With Support, the Council's aspiration is for adults with social care needs to live as independently as possible in their own home.
- 1.50 The County Council wants to take a 'whole life approach' to support individuals, working to ensure that: a) there is the right support at the right time in the right place; b) those with care and support needs have access to the right kind of housing to enable maximum independence and c) people are supported to live and be part of their local community, in a place they can call home.

- 1.51 The current portfolio consists of around 200 schemes and 750 units of accommodation. It is expected that the number of housing units will increase in line with the commissioning intentions, which are:
- To increase the number of supported accommodation units available in Nottinghamshire;
 - To reduce the reliance on residential care services, achieved in part by increasing the number of alternative housing options;
 - Supported accommodation will be strategically managed, ensuring the right housing is available when required. This will include moving people out of residential care into more independent forms of supported accommodation where appropriate;
 - Where individuals do not need specialist housing or would not benefit from shared support hours, their needs will be met in general needs accommodation; and
 - Tenancy support will be focused on enabling maximum independence.
- 1.52 The MPS also notes the intention to support under-65s to move on from residential care into supported living services where appropriate and to contract with providers who deliver reablement and active support.

Housing with Care Strategy

- 1.53 The Housing with Care Strategy¹⁰ is somewhat dated (2018) but reiterates the County Council's strong commitment to ensuring older adults can live as independently as possible and for older adults to remain living in their own homes and avoid any unnecessary moves wherever possible. Nationally, housing with care models are accepted as providing a supportive environment to maximise an individual's independence, as well as being cost-effective alternatives to residential care.
- 1.54 The strategy sets out the County Council's ambition for nomination rights to 1,015 new housing with care places to be created across Nottinghamshire by 2025 to reduce reliance on residential care for those eligible for social care support.
- 1.55 The County Council is responsible for the provision of social care across Nottinghamshire. It is not a housing authority and therefore needs to work with Housing Providers who will provide the accommodation to create the required new housing with care places for older people.

¹⁰ <https://www.nottinghamshire.gov.uk/media/1527994/nottinghamshire-county-council-older-peoples-housing-with-care-strategy-2018-2025.pdf>

- 1.56 Nottinghamshire County Council will also continue to work collaboratively with District Councils to ensure new housing with care developments align with local housing plans and assessed housing need. The County Council will seek some consistent principles and elements from each scheme and partnership, including:
- design specifications to ensure all new housing with care accommodation created is built to the same standard;
 - an agreed number of nomination units for people eligible for social care within new schemes. The Council would expect to have nomination rights for a minimum of 15 units in each new scheme, subject to the location and size of each scheme;
 - a 24/7 domiciliary CQC (Care Quality Commission) registered care team dedicated to each scheme, which delivers both planned care and a rapid response to any urgent care needs;
 - The Council will seek to work with partners to fully utilise available capital grants to develop housing with care schemes. The Council will seek to minimise any requirement to borrow capital funds; and
 - The Council will consider the use of its own land on negotiated terms where a County Council-owned site is located within an area of demand for housing with care.
- 1.57 The report identifies a total number of new housing with care places required by 2025 in Mansfield as 104 units. This is based on population projections and a prevalence rate of 25 per 1,000 of older adults over 75, and of these 50% are to be affordable. This is in addition to the 46 existing housing with care places provided at Town View and Poppy Fields (2017).

Housing with Support Strategy

- 1.58 The County Council's Housing with Support Strategy¹¹ is specifically targeted for Adults aged 18-64. Section three of the strategy sets out the Future Requirements for 'Housing with Support'. For Mansfield, the Strategy sets out an existing supply of 160 units across 51 schemes (November 2018), although it does not provide a district-level need. At a county level, the strategy identifies a 6% growth in demand for services by 2026 from 2018.

¹¹ [Housing with Support Strategy](#)

1.59 The strategy notes that 72% of service users could be supported to be more independent and that this opportunity could result in cost savings and better outcomes:

- increasing their independence in their current home;
- increasing their independence to be able to move out of residential care; and
- Increasing their independence to be able to move out of supported accommodation.

1.60 Therefore, there is the potential for several individuals to move out of residential care and several in 'Housing with Support' to become more independent but still receive 'Support' as part of their arrangements. The Council will be looking to work with providers to provide a range of 'Housing with Support' properties across the county. These will include:

- Individual units in small clusters;
- Shared properties – with communal space;
- Bespoke properties – designed to meet the needs of very complex individuals; and
- Adapted properties - able to meet a variety of needs.

1.61 Finally, the Strategy notes that over the next three years, the Council will be looking to:

- Decommission some smaller shared units where they are identified as not meeting future needs;
- Replace smaller properties with schemes of at least 12-15 units of individual flats/cluster properties with no overall net increase in the number of supported accommodation units.
- Commission up to 25 units of bespoke Supported Accommodation throughout the county for supporting complex individuals leaving secure hospitals; and
- Reduce the number of residential beds commissioned by 12%.

Structure of this Report

1.62 This report sets out a number of either linked or distinct sections; these are summarised below with a brief description:

- Section 2 – Area Profile – Provides background analysis including looking at demographic trends, house prices and house price changes;
- Section 3 – Overall Housing Need – Sets out the District housing need using the Government's Standard Method and considers the implications of this for future population and household growth;
- Section 4 – Affordable Housing Need – Provides a new analysis of the need for affordable housing and builds on this by considering changes in the NPPF since the previous assessment and more recent Government announcements;
- Section 5 – Need for Different Sizes of Homes – This section assesses the need for different sizes of homes in the future, modelling the implications of demographic drivers on need/demand for different sizes of homes in different tenures;
- Section 6 – Older and Disabled People – Considers the need for specialist accommodation for older people (e.g. sheltered/Extra-care) and also the need for homes to be built to Building Regulations M4(2) any M4(3). The section studies a range of data around older persons and people with disabilities;
- Section 7 – Private Rented Sector – Looks at a series of statistics in relation to the private rented sector and looks at segments of the market, including privately owned homes rented to others, HMOs, Co-living and build-to-rent accommodation; and
- Section 8 – Other Groups – Provides information about a number of other groups, including the demand for and supply of custom- and self-build housing plots and needs for accommodation for looked after children.

Rounding

1.63 It should be noted that the numbers included in tables and figures throughout the report may not sum exactly due to rounding.

Background: Key Messages

- This report provides a new report on the Housing Needs of Particular Groups (Housing Needs Assessment (HNA)) for Mansfield District Council.
- The study follows the approach set out in the latest published National Planning Policy Framework (NPPF) and supporting Planning Practice Guidance (PPG) and uses the latest available data from the Office for National Statistics (ONS) and a range of other available datasets to provide a contextual picture and analysis of the housing market for the Council's administrative area.
- The report sets out a number of either linked or distinct sections to cover a range of core subject areas; the sections are summarised below:
 - Section 2 – Area Profile;
 - Section 3 – Overall Housing Need;
 - Section 4 – Affordable Housing Need;
 - Section 5 – Need for Different Sizes of Homes;
 - Section 6 – Older and Disabled People;
 - Section 7 – Private Rented Sector; and
 - Section 8 – Other Groups

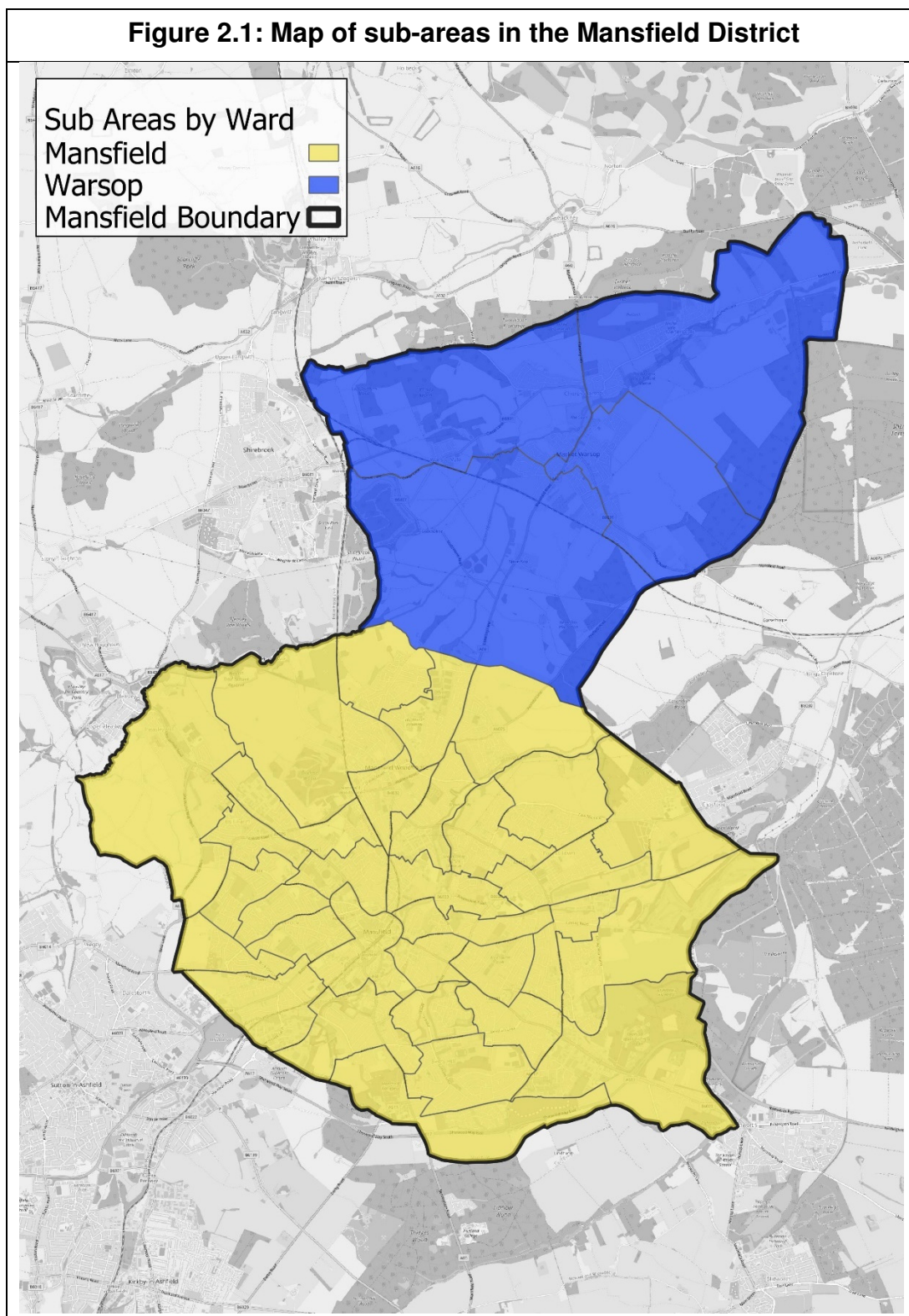
2. Area Profile

Introduction

2.1 This section provides some background analysis about population and housing in the Mansfield District. Data is compared with local, regional and national data as appropriate. The analysis can be summarised as covering three main topic headings:

- Demographic baseline (including data on population age structure and changes)
- Housing stock (including type and tenure)
- Housing market (including data on house prices)

2.2 Most of the analysis in this section focusses on the District as a whole. However, some analysis (and elsewhere in the report) is provided separately for the sub-areas of Mansfield and Warsop – the map below shows the two areas which have been based on ward boundaries.



Source: Map provided by Iceni Projects

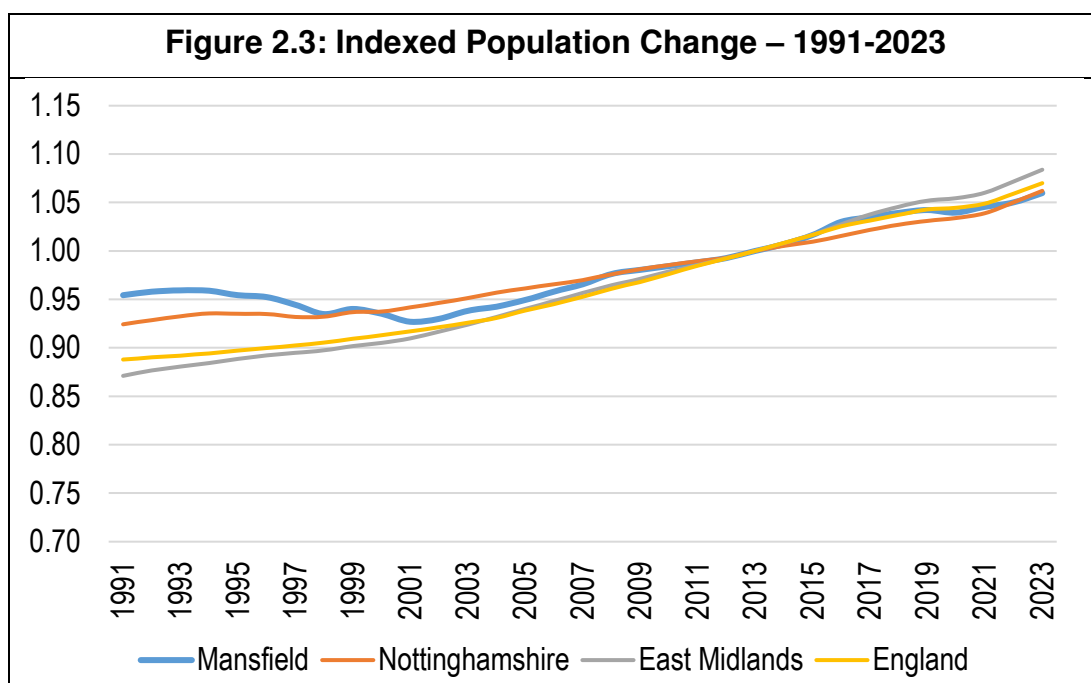
Population

- 2.3 As of mid-2023 (the latest date for which ONS has published mid-year population estimates (MYE)), the population of Mansfield is estimated to be 112,100; this is an increase of around 6,300 people over the previous decade (a 6% increase), which is lower than seen across the other areas studied.

Figure 2.2: Population change (2013-23)				
	2013	2023	Change	% change
Mansfield	105,771	112,091	6,320	6.0%
Nottinghamshire	795,119	844,494	49,375	6.2%
East Midlands	4,604,568	4,991,265	386,697	8.4%
England	53,918,686	57,690,323	3,771,637	7.0%

Source: ONS

- 2.4 The figure below shows an indexed population change back to 1991 (index to 1 in 2013). This shows population growth to have generally been weaker than seen in other areas throughout the period studied. Indeed, in the decade to 2001, the population of the District was estimated to have fallen (by around 2,900 people from 2001 to 2011).



Source: ONS

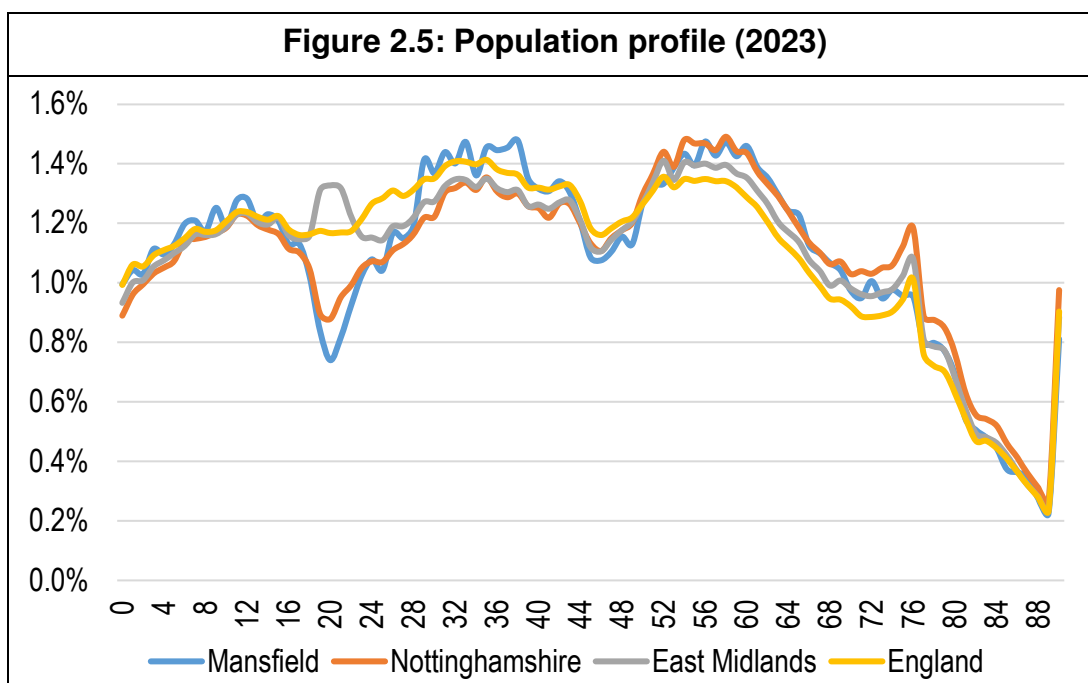
- 2.5 The table below shows the population in each of the sub-areas – this data is for 2022 (this being the latest available information at time of report drafting) – totals therefore differ from those above (which are for 2023). The analysis shows the vast majority (89%) of the population as living in Mansfield.

Figure 2.4: Population by sub-area (2022)		
	Population	% of population
Warsop	12,405	11.2%
Mansfield	98,665	88.8%
District	111,070	100.0%

Source: ONS

Age Structure

- 2.6 The figure below shows the age structure by single year of age (compared with a range of other areas). Overall, the population structure is broadly similar to that seen in other locations with key differences being in some younger age groups, notably a lower proportion of people in their late teens and early 20s – this latter observation will be linked to people moving away for further education although the data does also point to many of these returning over time.



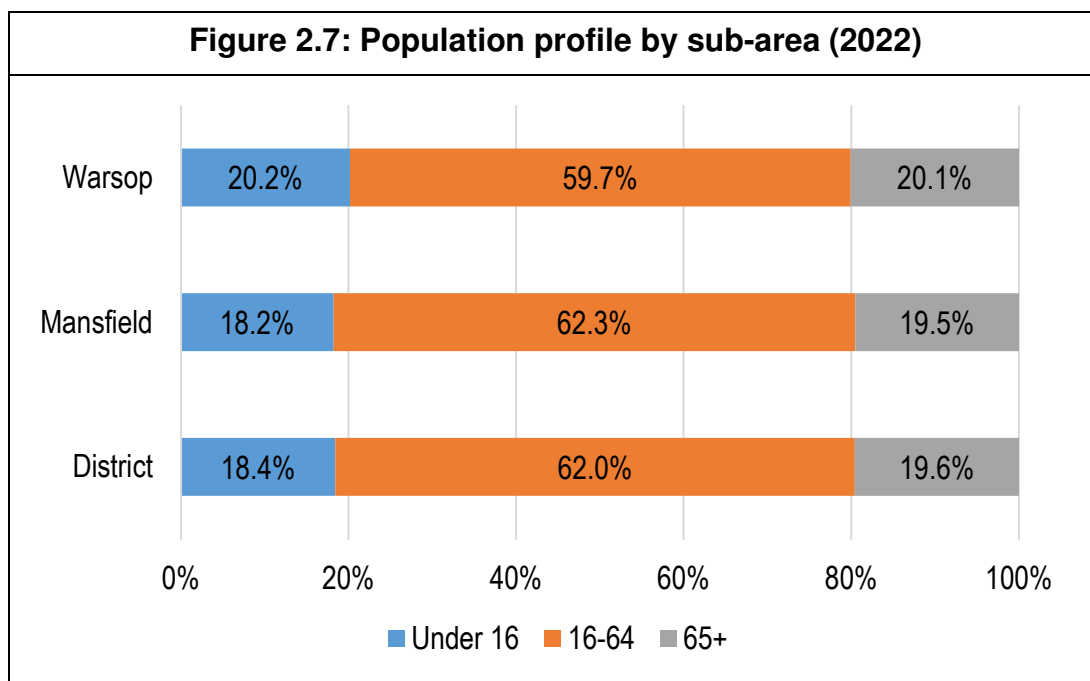
Source: ONS

- 2.7 The analysis below summarises the above information (including total population numbers for Mansfield) by assigning population to three broad age groups (which can generally be described as a) children, b) working age and c) pensionable age). This analysis confirms the similar age structure when compared with other locations.

Figure 2.6: Population profile (2023) – summary age bands					
	Mansfield		Nottinghamshire	East Midlands	England
	Population	% of population	% of population	% of population	% of population
Under 16	20,887	18.6%	17.8%	18.1%	18.5%
16-64	69,065	61.6%	60.7%	62.2%	62.9%
65+	22,139	19.8%	21.5%	19.8%	18.7%
All Ages	112,091	100.0%	100.0%	100.0%	100.0%

Source: ONS

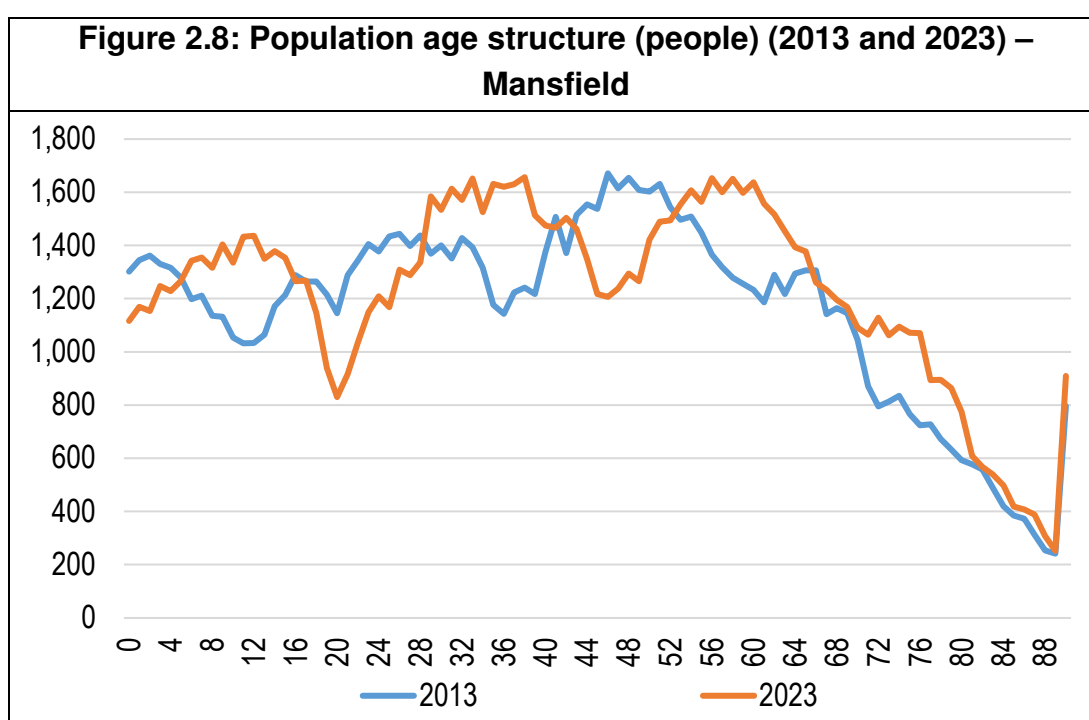
- 2.8 The figure below shows the population profile by sub-area (again for 2022). This shows a similar age profile in each of the two areas although it is notable that Mansfield has a lower proportion of children and a slightly lower proportion of people aged 65+.



Source: ONS

Age Structure Changes

- 2.9 The figure below shows how the age structure of the population has changed in the 10-year period from 2013 to 2023 – the data used is based on population so will also reflect the increase seen in this period. There have been some changes in the age structure, including increases in the population in their 50s; the number of people aged 65 and over also looks to have increased notably. Where there are differences, it is often due to cohort effects (i.e. smaller or larger cohorts of the population getting older over time).



Source: ONS

- 2.10 Again, the information above is summarised into the three broad age bands in Figure 2.9 to ease comparison. This shows population increases in all age bands with the highest proportionate increase being amongst those aged 65 and over – this age band also seeing the largest growth in total population terms – this age group increasing by 3,200 people, accounting for 51% of all population change in the District.

Figure 2.9: Change in population by broad age group (2013-23) – Mansfield				
	2013	2023	Change	% change
Under 16	19,181	20,887	1,706	8.9%
16-64	67,649	69,065	1,416	2.1%
65+	18,941	22,139	3,198	16.9%
TOTAL	105,771	112,091	6,320	6.0%

Source: ONS

Components of Population Change

- 2.11 The table below consider the drivers of population change from 2011 to 2023. The main components of change are natural change (births minus deaths) and net migration (internal/domestic and international). There is also an Unattributable Population Change (UPC) which is a correction made by ONS upon publication of Census data if population has been under or over-estimated (this is only calculated for the 2011-21 period). There are also 'other changes', which are variable (sometimes positive and sometime negative but generally small in size) – these changes are often related to armed forces personnel, prisons or boarding school pupils.
- 2.12 The data shows natural change to generally be dropping over time – there are now more births than deaths in the District. Migration is variable, and generally positive – it is interesting to note the higher levels of net international migration earlier in the period studied and stronger internal (domestic) migration over the last three years.
- 2.13 The analysis also shows (for the 2011-21) period a small positive level of UPC (totalling around 300 people over the 10-year period), this suggests when the 2021 Census was published ONS had previously under-estimated population change although the UPC figures are fairly low. Overall, the data shows a continuing trend of increasing population throughout the period studied.

**Figure 2.10: Components of population change, mid-2011 to mid-2023
– Mansfield**

	Natural change	Net internal migration	Net international migration	Other changes	Other (unattributable)	Total change
2011/12	331	-353	415	15	36	444
2012/13	226	-227	722	19	36	776
2013/14	322	-37	392	23	43	743
2014/15	177	40	759	0	20	996
2015/16	170	226	995	26	25	1,442
2016/17	111	55	314	11	18	509
2017/18	26	199	237	7	16	485
2018/19	127	34	84	22	24	291
2019/20	-133	-210	21	2	47	-273
2020/21	-268	793	68	-3	38	628
2021/22	-117	546	39	10	0	478
2022/23	-167	882	304	2	0	1,021

Source: ONS

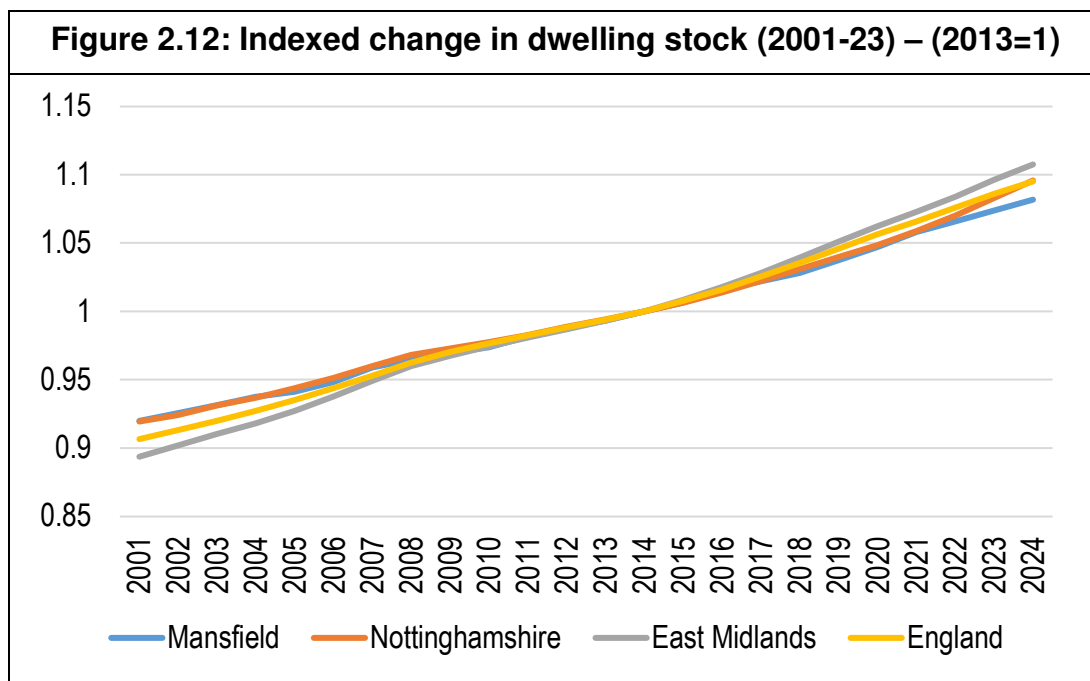
Housing Stock

2.14 As of 2024 there were 51,700 dwellings in Mansfield, an increase of 3,900 over the 10-year period from 2014 – this represents an 8% increase in the number of homes, slightly lower than seen across a range of benchmark areas. Figure 2.12 below the table shows dwelling completions to have broadly tracked other areas going back to at least 2001.

Figure 2.11: Change in dwellings (2014-24)

	Dwellings (2014)	Dwellings (2024)	Change	% change
Mansfield	47,746	51,652	3,906	8.2%
Nottinghamshire	352,988	386,777	33,789	9.6%
East Midlands	2,010,337	2,226,683	216,346	10.8%
England	23,389,956	25,617,413	2,227,457	9.5%

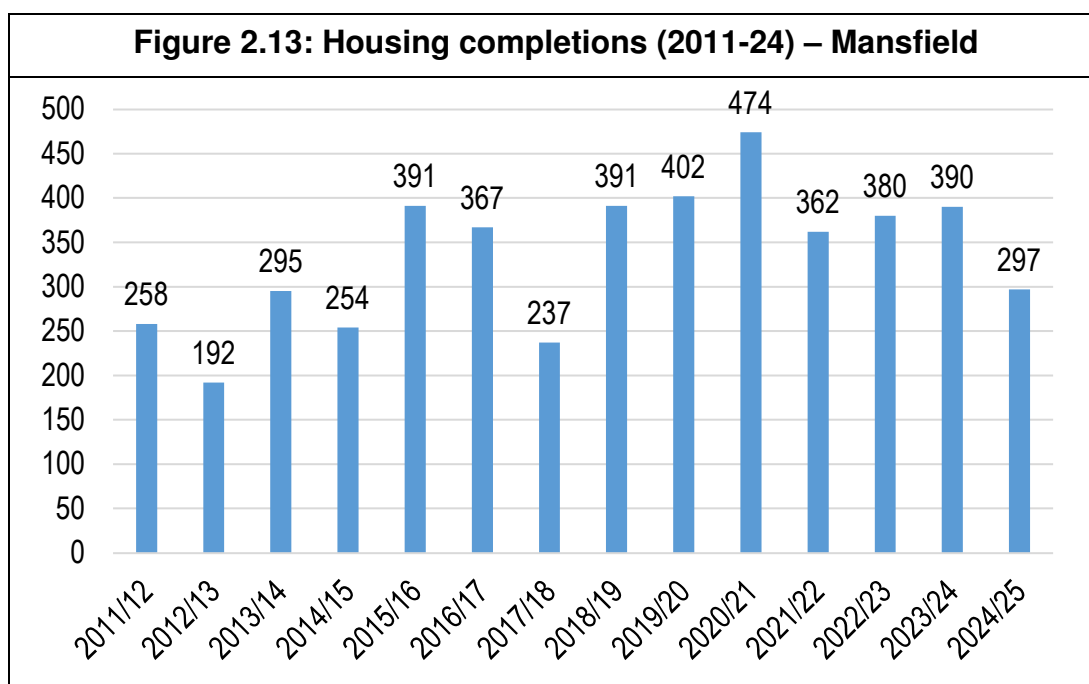
Source: MHCLG (Live Table 125)



Source: MHCLG (Live Table 125)

Completions

- 2.15 In addition, the Council provided data about completions for the 2011-25 period as is shown on the figure below. This period included 4,690 completions, including 3,691 over the past decade (an average of 369 per annum). For the 2014-24 period the Councils data shows a total of 3,648 completions, slightly lower than shown in the MHCLG source above. The difference is likely to be due to MHCLG making corrections to their data based on the 2021 Census.



Source: Mansfield District Council

2.16 In terms of the sizes of homes delivered the data showed a broad mix, although the data does not differentiate between broad tenures, so it is not possible to see if market and affordable housing has a very different mix. The table below shows over a third of homes (36%) as 1- and 2-bedroom units, with just under a quarter having 4 or more bedrooms.

2.17 It will be noted that the total row in the table below shows a higher number of completions than the previous figure. The difference can be explained by permissions which haven't been implemented (completed) but have been recorded by the Council.

Figure 2.14: Size of dwelling completed (2015-25) – Mansfield

	Total completions	% of completions
1-bedroom	557	10.5%
2-bedrooms	1,365	25.8%
3-bedrooms	2,086	39.4%
4+-bedrooms	1,283	24.2%
TOTAL	5,291	100.0%

Source: Mansfield District Council

- 2.18 Further analysis has been provided below about the tenure of affordable housing (this data being taken from MHCLG). This shows the majority of delivery was as affordable rents (71% of the total) followed by shared ownership (19%). Only 6% of delivery was recorded as being at social rents.

Figure 2.15: Affordable housing completions by tenure (2014-24) – Mansfield					
	Social rent	Affordable rent	Shared ownership	Affordable home ownership	TOTAL
2014-15	0	6	1	0	7
2015-16	17	71	10	11	109
2016-17	0	48	1	0	49
2017-18	3	0	16	0	19
2018-19	3	74	0	0	77
2019-20	0	0	5	0	5
2020-21	0	36	22	4	62
2021-22	0	29	0	2	31
2022-23	0	4	13	0	17
2023-24	5	38	14	0	57
TOTAL	28	306	82	17	433

Source: MHCLG

Vacant Homes

- 2.19 By using Census data about the number of dwellings and households (see Figure 2.16) it is possible to estimate the number of vacant homes in the District and how this has changed from 2011 to 2021. In 2011, there were 44,928 households in the District, implying a vacancy rate of 4.1%; by 2021 there were 48,032 households and an implied vacancy rate of 4.9%. The number and proportion of vacant homes has increased over this period although the increase is lower than seen regionally or nationally. The proportion of vacant homes in England is estimated to have increased from 4.0% to 6.0% over the 2011-21 decade (rising to nearly 1.5 million).

Figure 2.16: Number of dwellings, households and vacant dwellings (2011 and 2021)			
		2011	2021
Mansfield	Dwellings	46,859	50,520
	Households	44,928	48,032
	Vacant	1,931	2,488
	% vacant	4.1%	4.9%
Nottinghamshire	Dwellings	346,871	373,730
	Households	334,303	357,119
	Vacant	12,568	16,611
	% vacant	3.6%	4.4%
East Midlands	Dwellings	1,971,514	2,156,645
	Households	1,895,604	2,037,334
	Vacant	75,910	119,311
	% vacant	3.9%	5.5%
England	Dwellings	22,976,066	24,927,591
	Households	22,063,368	23,436,086
	Vacant	912,698	1,491,505
	% vacant	4.0%	6.0%

Source: ONS (Census)

Tenure

2.20 The table below shows household tenure compared with a number of other locations. In a national context the analysis identifies a slightly higher proportion of owner-occupiers (64% of all households – with slightly more outright owners than owners with a mortgage). The proportion of households living in the social rented sector is slightly lower than seen across the country as is the proportion living in the private rented sector. When compared with the region, levels of owner-occupation are slightly lower, with proportions of renters (both tenures) being slightly higher than average. Difference compared with the County are in the same direction as regional comparators but more notable (71% of all households in Nottinghamshire are owner-occupiers for example).

Figure 2.17: Tenure (2021)					
	Mansfield		Notting- hamshire	East Midlands	England
	House- holds	% of house- holds	% of house- holds	% of house- holds	% of house- holds
Owns outright	16,668	34.7%	38.2%	35.4%	32.5%
Owns with mortgage/loan	14,302	29.8%	32.2%	30.9%	29.8%
Social rented	7,865	16.4%	12.8%	14.9%	17.1%
Private rented	9,196	19.1%	16.7%	18.8%	20.6%
TOTAL	48,031	100.0%	100.0%	100.0%	100.0%

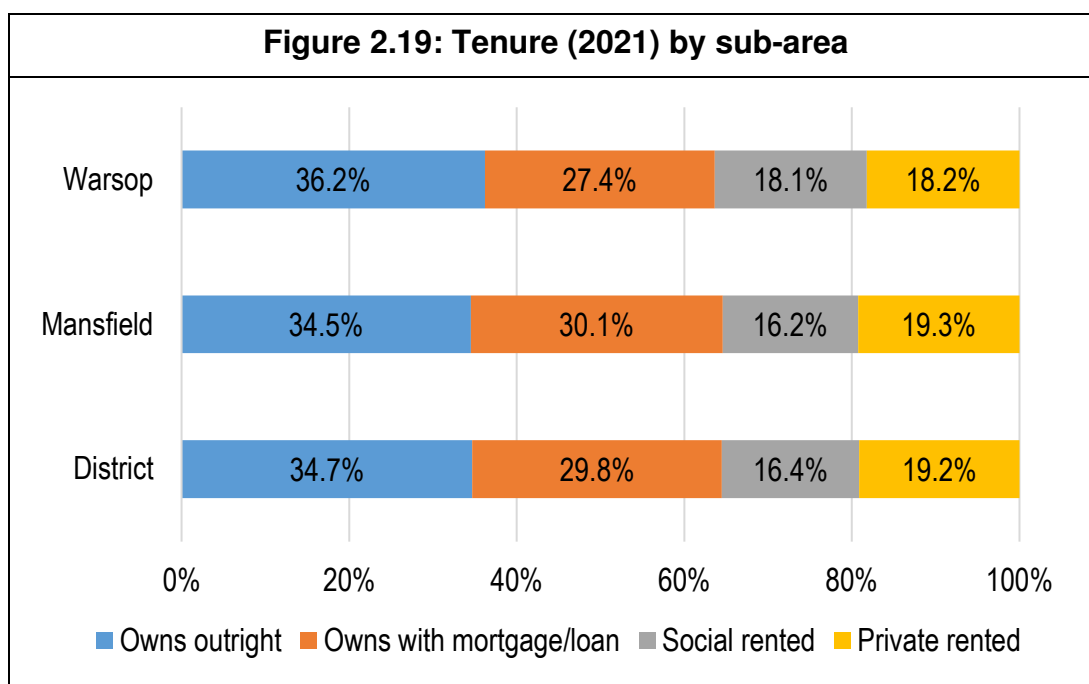
Source: 2021 Census

- 2.21 As well as looking at the current tenure profile, it is of interest to consider how this has changed over time; the table below shows data from the 2011 and 2021 Census. From this it is clear that there has been notable growth in the number of households who are outright owners and a notable decline in owners with a mortgage. The social rented sector has seen a modest decline over time whilst there has been strong growth in the private rented sector. The increase in the size of the private rented sector is also high compared with the equivalent national figure (a 20% increase over the 2011-21 period).

Figure 2.18: Change in tenure (2011-21) – Mansfield				
	2011	2021	Change	% change
Owns outright	14,658	16,668	2,010	13.7%
Owns with mortgage/loan	15,419	14,302	-1,117	-7.2%
Social rented	8,199	7,865	-334	-4.1%
Private rented	6,652	9,196	2,544	38.2%
TOTAL	44,928	48,031	3,103	6.9%

Source: Census (2011 and 2021)

- 2.22 The figure below shows the tenure split by sub-area – this shows only modest differences between locations with key ones being a slightly higher proportion of outright owners and households in the social rented sector in Warsop. The Mansfield Urban Area has slightly higher proportions of owners with a mortgage and households in private rented housing. Overall, difference between locations are not significant.



Source: Census (2021)

Dwelling Type

2.23 The 2021 Census shows (see Figure 2.20) that semi-detached homes were the most common dwelling type within Mansfield at 43% of total dwelling stock, with 30% of the stock being detached. The proportion of semi-detached homes is notably above the County, national and regional averages for this built-form. The proportion of flats/maisonettes is fairly low in comparison to other areas – 9% of all dwellings are flats compared with 22% nationally.

Figure 2.20: Accommodation type (2021)					
	Mansfield		Nottingham-shire	East Midlands	England
	House-holds	% of house-holds	% of house-holds	% of house-holds	% of house-holds
Detached	14,594	30.4%	36.5%	33.2%	22.9%
Semi-detached	20,776	43.3%	37.9%	35.7%	31.5%
Terraced	8,028	16.7%	15.7%	19.3%	23.0%
Flat	4,504	9.4%	9.4%	11.4%	22.2%
Other	129	0.3%	0.4%	0.5%	0.4%
TOTAL	48,031	100.0%	100.0%	100.0%	100.0%

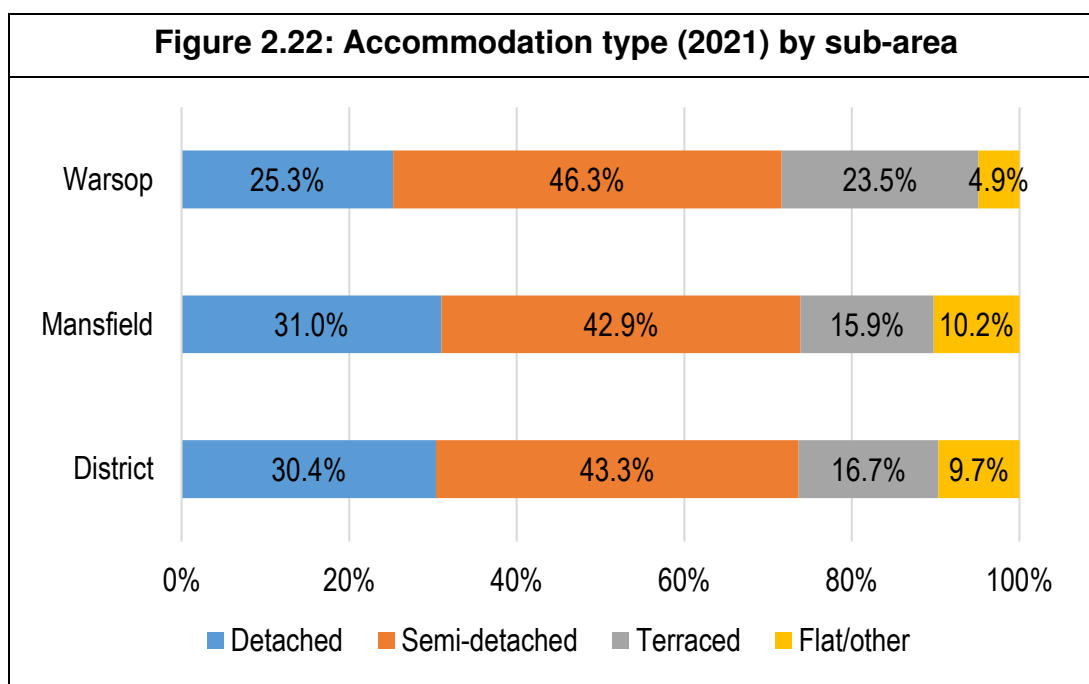
Source: Census (2021)

- 2.24 The Census can also be used to look at changes in dwelling types over the 2011-21 decade. This shows a reduction in the number of terraced homes and strong increases for detached and semi-detached dwellings – taken together these two categories account for 89% of all additional dwellings in the District. The number of flats also saw a notable increase (of 12%) although this is from a low base in 2011.

Figure 2.21: Change in accommodation type (2011-21) – Mansfield					
	2011	2021	Change	% change	% of change
Detached	13,135	14,594	1,459	11.1%	47.0%
Semi-detached	19,468	20,776	1,308	6.7%	42.2%
Terraced	8,180	8,028	-152	-1.9%	-4.9%
Flat/other	4,145	4,633	488	11.8%	15.7%
TOTAL	44,928	48,031	3,103	6.9%	100.0%

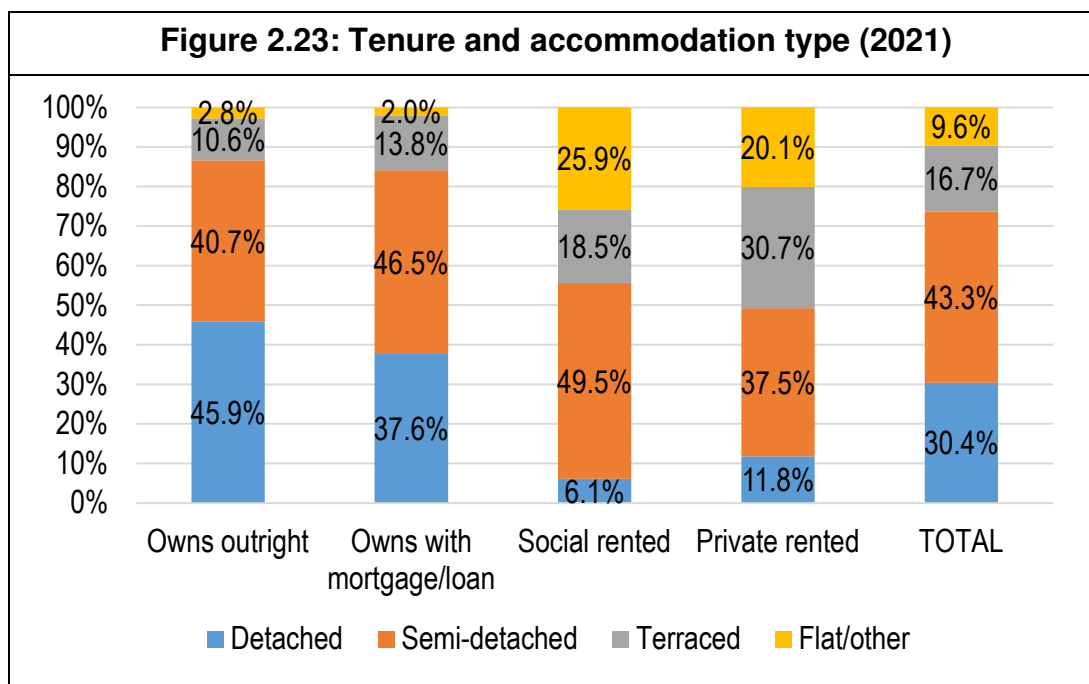
Source: Census (2011 and 2021)

- 2.25 The figure below shows accommodation type and sub-area – this shows some notable differences between locations. Mansfield sees a notably higher proportion of both detached homes and flat, whilst figures for semi-detached and terraced housing are higher in Warsop (where nearly a quarter of homes are terraced).



Source: Census (2021)

- 2.26 The figure below shows a cross-tabulation of tenure and accommodation type. This clearly shows the majority of owners as living in detached or semi-detached homes, whereas the social rented sector is more heavily concentrated on flats (although semi-detached is still the main built-form) – only 2% of all owners live in a flat compared with 26% in the social rented sector and 20% for private rented housing.



Source: Census (2021)

Bedrooms (accommodation size)

2.27 The analysis below shows the number of bedrooms available to households as of the 2021 Census. Generally, the size profile in Mansfield is one of slightly smaller homes with 16% of homes having 4+-bedrooms – this compares with 21% nationally and 22% across both the region and County. Overall, the average number of bedrooms in a home is 2.74, lower than the County (2.85) and region (2.80) but slightly above the national average of 2.71. The actual average number of bedrooms will be higher than these figures as the Census data has a cut-off at 4+-bedrooms (and for the purposes of calculating an average, 4+-bedroom homes are treated as having 4-bedrooms).

Figure 2.24: Number of bedrooms (2021)					
	Mansfield		Notting- hamshire	East Midlands	England
	House- holds	% of house- holds	% of house- holds	% of house- holds	% of house- holds
1-bedroom	3,806	7.9%	6.4%	8.0%	11.6%
2-bedrooms	12,567	26.2%	24.3%	25.9%	27.3%
3-bedrooms	24,150	50.3%	47.2%	44.0%	40.0%
4+-bedrooms	7,507	15.6%	22.1%	22.0%	21.1%
TOTAL	48,030	100.0%	100.0%	100.0%	100.0%
Average bedrooms	2.74		2.85	2.80	2.71

Source: Census (2021)

2.28 The table below shows how the number of bedrooms has changed over the 2011-21 decade for the whole of the District. This shows that over half of the change is accounted for by 4+-bedroom homes, with increases also seen for other dwelling sizes apart from 1-bedroom (which saw a modest decline).

Figure 2.25: Change in dwelling size (2011-21) – Mansfield					
	2011	2021	Change	% change	% of change
1-bedroom	3,838	3,806	-32	-0.8%	-1.0%
2-bedrooms	12,053	12,567	514	4.3%	16.6%
3-bedrooms	23,170	24,150	980	4.2%	31.6%
4+-bedrooms	5,867	7,507	1,640	28.0%	52.9%
TOTAL	44,928	48,030	3,102	6.9%	100.0%

Source: Census (2011 and 2021)

Overcrowding and Under-Occupation

2.29 The analysis below studies levels of overcrowding and under-occupation – this is based on the bedroom standard with data taken from the 2021 Census. The box below shows how the standard is calculated, this is then compared with the number of bedrooms available to the household (with a negative number representing overcrowding and a positive number being under-occupation). Households with an occupancy rating of +2 or more have at least two spare bedrooms.

Bedroom Standard

For the purposes of the bedroom standard a separate bedroom shall be allocated to the following persons –

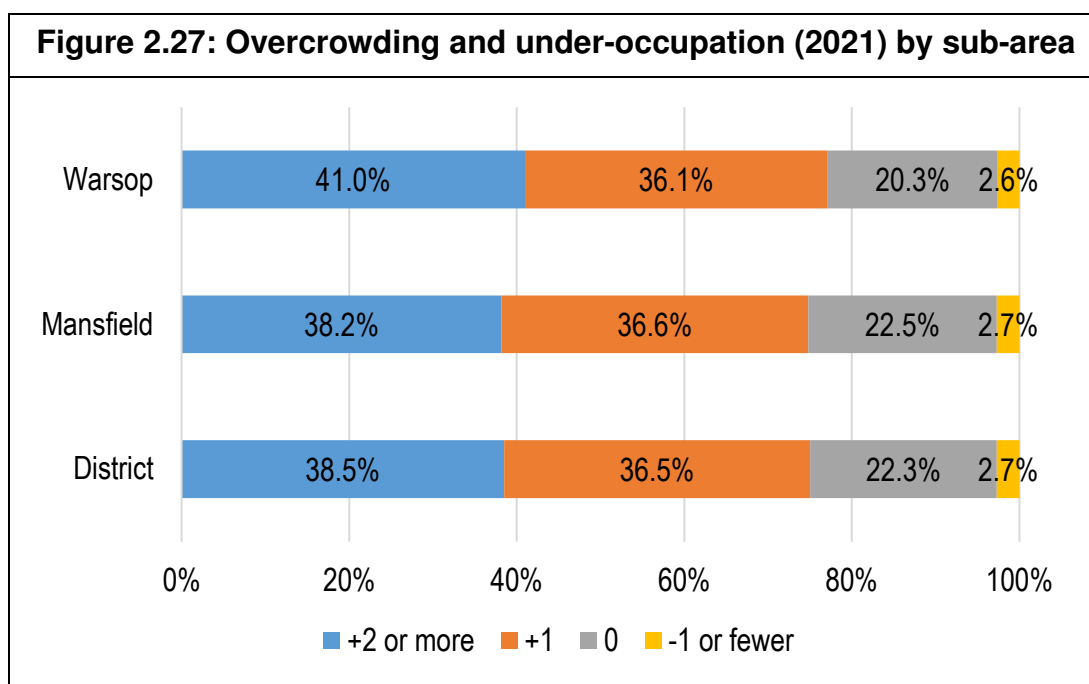
- (a) A person living together with another as husband and wife (whether that other person is of the same sex or the opposite sex)
- (b) A person aged 21 years or more
- (c) Two persons of the same sex aged 10 years to 20 years
- (d) Two persons (whether of the same sex or not) aged less than 10 years
- (e) Two persons of the same sex where one person is aged between 10 years and 20 years and the other is aged less than 10 years
- (f) Any person aged under 21 years in any case where he or she cannot be paired with another occupier of the dwelling so as to fall within (c), (d) or (e) above.

- 2.30 The analysis shows that levels of overcrowding in Mansfield are low in a national context with only 2.7% of households being overcrowded in 2021 (compared with 4.4% nationally). This level of overcrowding is however higher than the County and only slightly below the regional average. Levels of under-occupation are also relatively high (in a national context) with around 38% of households having a rating of +2 or more.

Figure 2.26: Overcrowding and under-occupation (2021) – bedroom standard					
	Mansfield		Nottinghamshire	East Midlands	England
	Number of households	% of households	% of households	% of households	% of households
+2 or more	18,484	38.5%	44.0%	40.3%	35.6%
+1	17,556	36.6%	35.7%	34.7%	33.2%
0	10,696	22.3%	18.5%	21.8%	26.8%
-1 or fewer	1,294	2.7%	1.8%	3.1%	4.4%
TOTAL	48,030	100.0%	100.0%	100.0%	100.0%

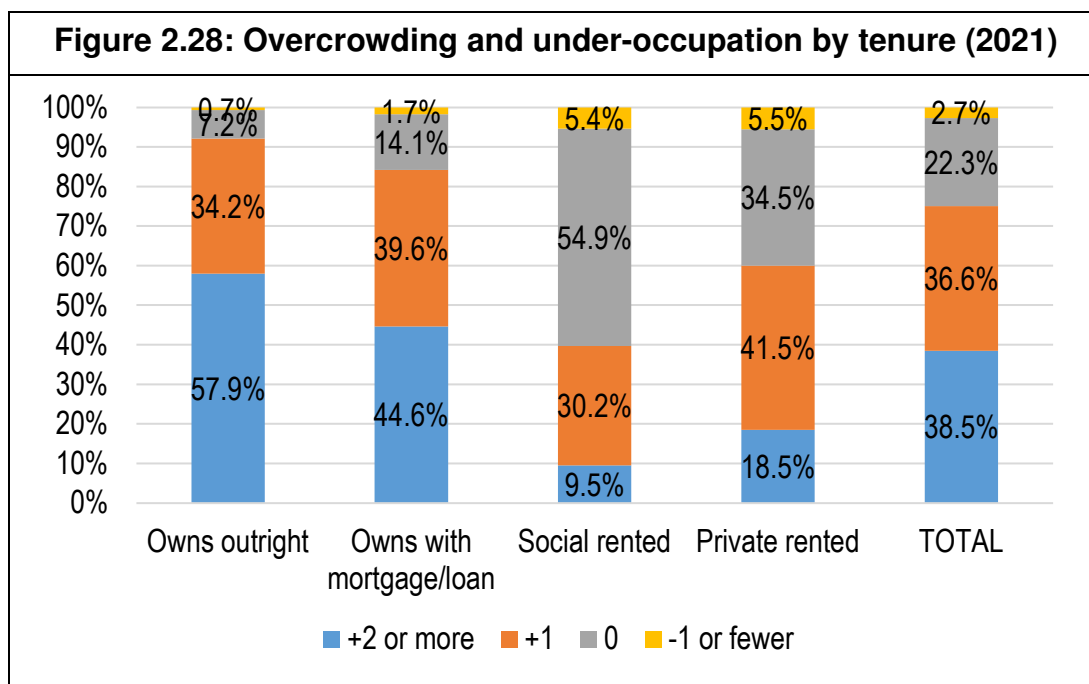
Source: Census (2021)

- 2.31 The figure below shows overcrowding and under-occupation by sub-area. This shows an almost identical pattern in both locations with the main difference being a slightly higher proportion of households with a +2 occupancy rating in Warsop.



Source: Census (2021)

2.32 The figure below shows overcrowding and under-occupation by tenure. This shows low levels of overcrowding in the owner-occupied sector, particularly outright owners with the highest levels being seen in social and private rented housing (over 5% in both cases). Levels of under-occupation are also high in the owner-occupied sector and much lower for social rented homes.



Source: Census (2021)

- 2.33 The table below shows how levels of overcrowding and under-occupancy have changed in the 2011-21 decade. This shows a notable increase in the number of households with a +2 occupancy rating (under-occupation) and a small reduction in the number of households who are overcrowded.

Figure 2.29: Change in overcrowding and under-occupation (2011-21) – Mansfield				
	2011	2021	Change	% change
+2 or more	16,220	18,484	2,264	14.0%
+ 1	16,880	17,559	679	4.0%
0	10,490	10,695	205	2.0%
-1 or fewer	1,338	1,294	-44	-3.3%
TOTAL	44,928	48,032	3,104	6.9%

Source: Census (2011 and 2021)

- 2.34 Focussing on overcrowding, the table below shows changes in the 2011-21 decade by tenure. This shows a decrease in the number of overcrowded households in both the owner-occupied and social rented sectors but an increase (of 17%) for private rented housing – although this increase is lower than the overall increase in the size of this sector – there were 38% more households privately renting in 2021 compared with 2011.

Figure 2.30: Change in overcrowding by tenure (2011-21) – Mansfield				
	2011	2021	Change	% change
Owner-occupied	435	367	-68	-15.6%
Social rented	470	421	-49	-10.4%
Private rented	433	506	73	16.9%
TOTAL	1338	1,294	-44	-3.3%

Source: Census (2011 and 2021)

House Prices

- 2.35 As can be seen in Figure 2.31 below, in the year to September 2024 the median (resale) house price in Mansfield was £177,000 – this is below the average seen in Nottinghamshire and the East Midlands region and 38% lower than the equivalent figure for England.

Figure 2.31: Median House Prices (year ending September 2024) – existing dwellings		
	Price	Difference from England
Mansfield	£177,000	-38%
Nottinghamshire	£221,000	-22%
East Midlands	£235,000	-18%
England	£285,000	-

Source: ONS

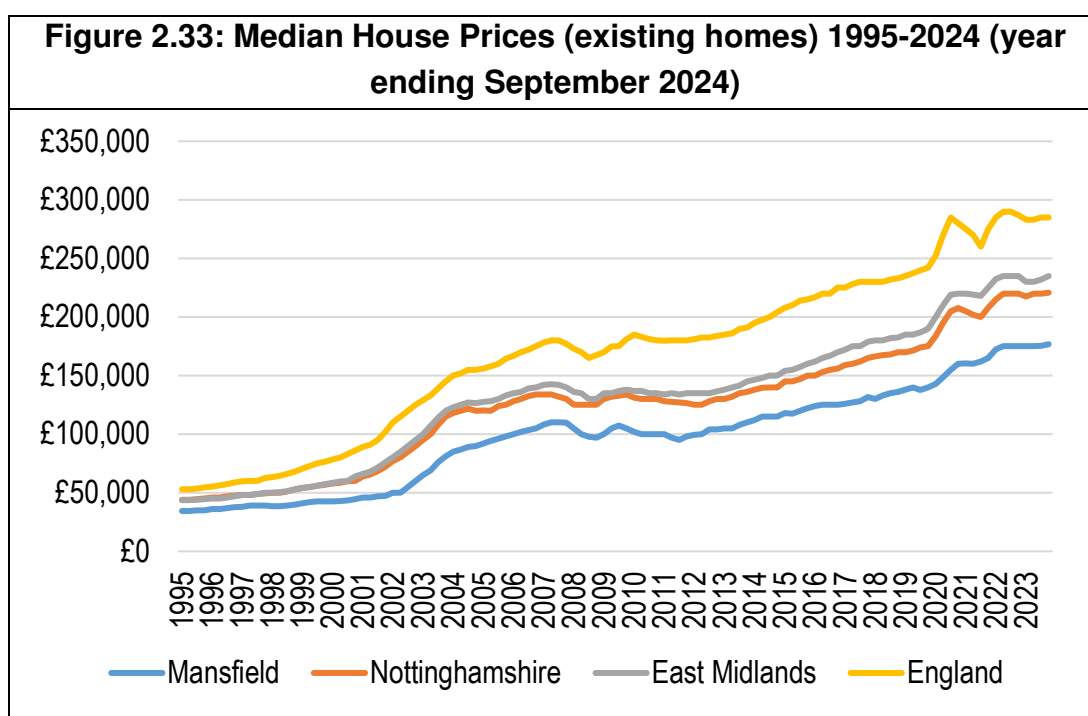
- 2.36 The table below shows median prices by dwelling type. This again shows some notable differences between prices in Mansfield and other locations. When compared with the national position, the analysis shows a difference in median price of over £100,000 for all dwelling types. When comparing with Nottinghamshire and the East Midlands the differences are lower but Mansfield has notably lower prices for all types of accommodation.

Figure 2.32: Median House Prices (year to September 2024) – existing homes					
	Flat/ Maison- ette	Terraced	Semi- Detached	Detached	All Sales
Mansfield	£102,500	£125,000	£170,000	£265,000	£177,000
Nottinghamshire	£137,000	£162,000	£200,000	£315,000	£221,000
<i>Differential</i>	<i>£34,500</i>	<i>£37,000</i>	<i>£30,000</i>	<i>£50,000</i>	<i>£44,000</i>
East Midlands	£130,000	£180,000	£220,000	£335,000	£235,000
<i>Differential</i>	<i>£27,500</i>	<i>£55,000</i>	<i>£50,000</i>	<i>£70,000</i>	<i>£58,000</i>
England	£228,000	£235,000	£270,000	£425,000	£285,000
<i>Differential</i>	<i>£125,500</i>	<i>£110,000</i>	<i>£100,000</i>	<i>£160,000</i>	<i>£108,000</i>

Source: ONS

House Price Changes

- 2.37 The figure below shows growth in the median house price over the period since 1995. House prices in Mansfield closely followed the national trend across England over time, with stronger price growth in the pre-recessionary period between 2003 and 2008, a dip during the recession and a strong increase to 2020 before seeing some variation over the last four years or so. Prices in Mansfield have remained below those for other areas throughout the period studied.



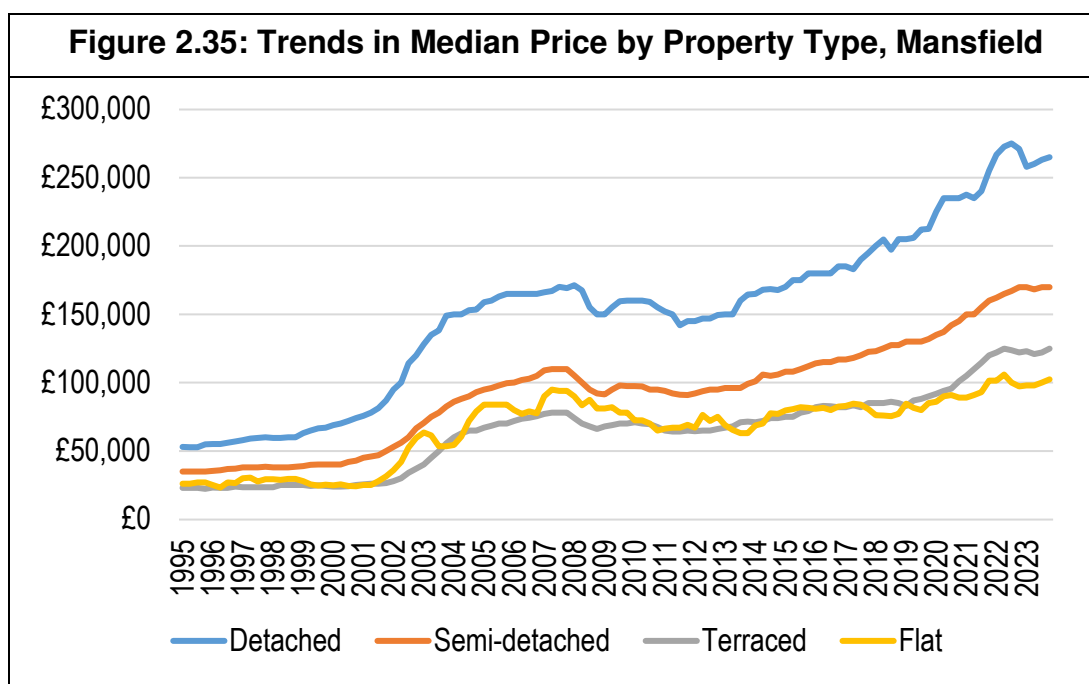
- 2.38 Relative to other areas, percentage house price increases in Mansfield have been in-line with those seen across Nottinghamshire and the East Midlands and slightly above the national position. In actual cost terms, the change in Mansfield has been lower than across any of the other areas studied.

Figure 2.34: Median House Price Change 2014 to 2024 – existing homes

	Year ending September 2014	Year ending September 2024	Change	% change
Mansfield	£110,000	£177,000	£67,000	61%
Nottinghamshire	£136,000	£221,000	£85,000	63%
East Midlands	£145,000	£235,000	£90,000	62%
England	£191,000	£285,000	£94,000	49%

Source: ONS

- 2.39 Trends in the values of different types of properties in Mansfield are shown in the figure below. It shows that in the longer-term, the strongest value growth has been for detached properties although all dwelling types have seen increased values. It is also notable that all dwelling types saw a drop in price through the early part of the 2008 recession, but that detached homes look to have been particularly affected by this.



- 2.40 The table below shows data for the last decade (to September 2024) – this shows all house types increasing by between 61% and 75% and in actual cost terms much stronger growth for detached homes than flats – detached homes increasing by more than £100,000 on average compared with less than £40,000 for flats.

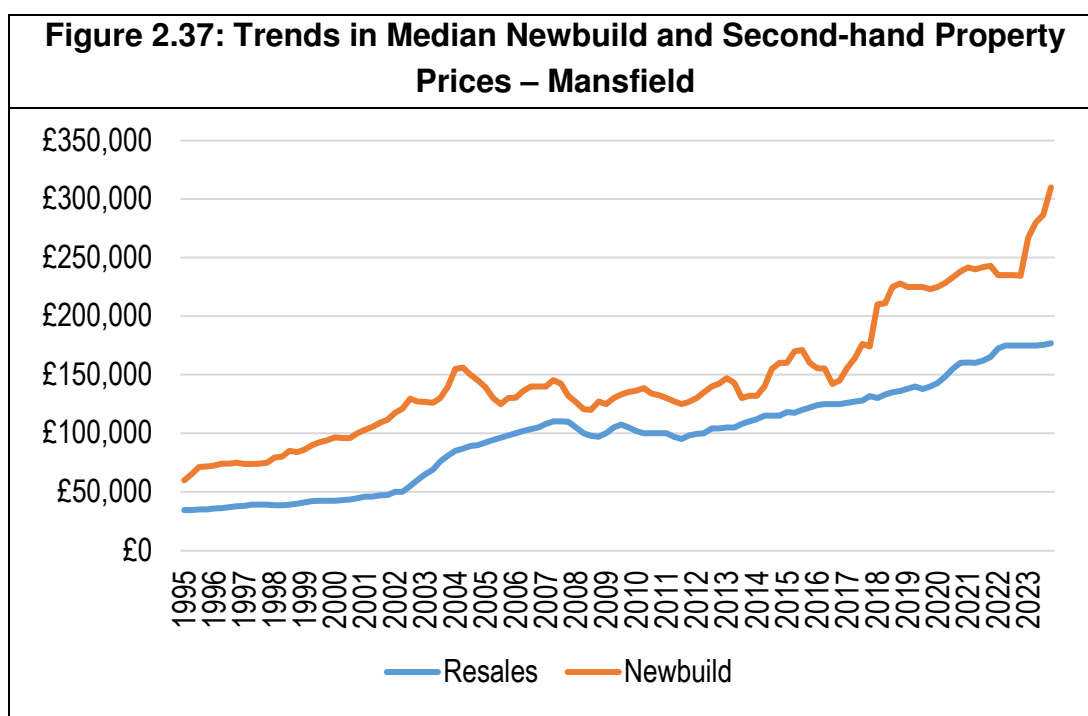
Figure 2.36: Median House Price Change 2014 to 2024 by dwelling type – Mansfield – existing dwellings

	Year ending September 2014	Year ending September 2024	Change	% change
Detached	£164,475	£265,000	£100,525	61%
Semi-detached	£99,000	£170,000	£71,000	72%
Terraced	£71,500	£125,000	£53,500	75%
Flat	£63,000	£102,500	£39,500	63%

Source: ONS

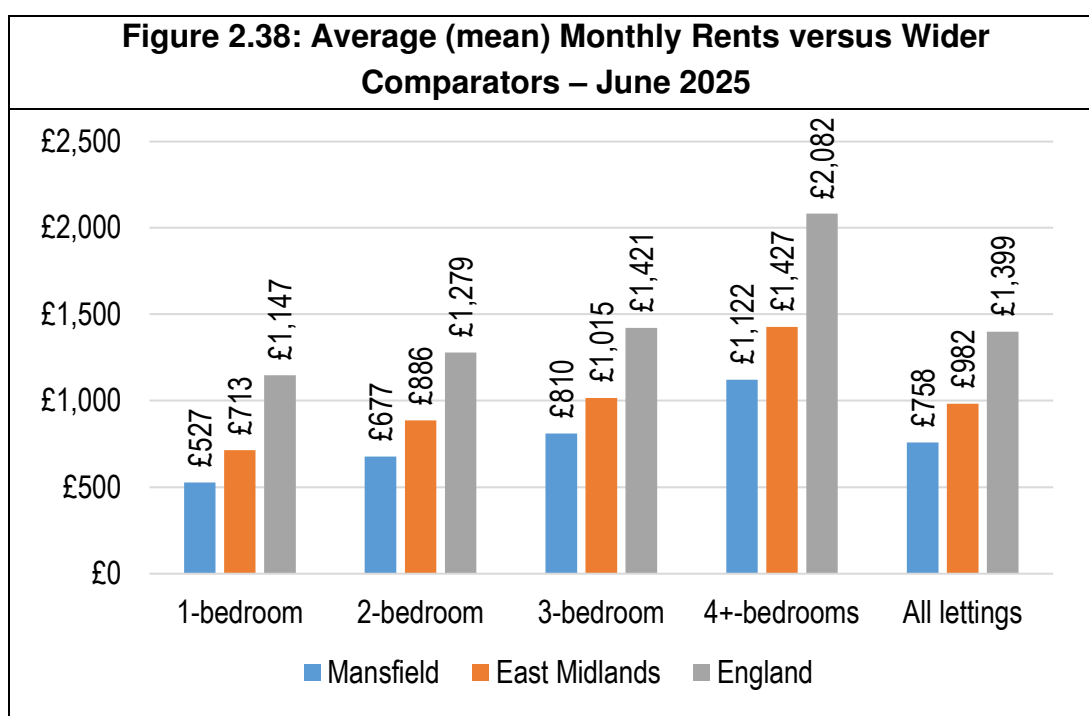
- 2.41 The analysis above has focussed on house prices for existing dwellings. It is also of interest to look at newbuild prices with the figure below showing the median existing and newbuild price (across all types) back to 1995. The newbuild price can be quite variable as it is influenced by the number of sales.

- 2.42 Looking at data for the past 10-years or so, it is clear there is consistently a notable 'premium' (difference) between new and second-hand sales. For the most recent period available (year to September 2024) the average newbuild price stood at £310,000, some £133,000 more than the average existing home – this is also equivalent to a newbuild premium of 75%.
- 2.43 The newbuild 'premium' in Mansfield looks to be particularly high when compared with other locations (36% in Nottinghamshire, 30% across the East Midlands and 23% nationally). However, it does need to be remembered that figures will be influenced by the size, type and location of homes sold.



Private Rental Values

2.44 The analysis below reviews current private rents in Mansfield against the regional and national average. The data is drawn from the ONS Price Index of Private Rents¹² and is based on a mean average of existing tenancies in the private rented sector. The figure shows an average rent across all properties of around £758 per month, notably below both the regional (£982) and equivalent national figure (£1,399 per month). By size, the data shows a range of average costs from around £527 for a 1-bedroom home, up to £1,122 for homes with four or more bedrooms.



Source: ONS

2.45 Analysis below has also sought to consider rental trends over the last 10-years. The evidence indicates that over this period rents have grown by an average of 54% with all dwelling sizes seeing a similar percentage change. The 54% increase in rents compares with a slightly higher (61%) increase in house prices (existing dwellings) over broadly the same period.

¹²

<https://www.ons.gov.uk/economy/inflationandpriceindices/bulletins/privaterentandhousepricesuk/september2025>

Figure 2.39: Mean Rental Change in Mansfield, 2015 – 2025				
	June 2015	June 2025	Change	% Change
1-bedroom	£336	£527	£191	57%
2-bedrooms	£442	£677	£235	53%
3-bedrooms	£524	£810	£286	55%
4+-bedrooms	£741	£1,122	£381	51%
All Lettings	£492	£758	£266	54%

Source: ONS

Consultation with Estate and Letting Agents

2.46 We have engaged with local estate and letting agents in mid-July to get a better understanding of the market. This information is provided anecdotally and may contradict elements of the report. This is not to say it is wrong, but it may only reflect a narrower section of the market which the agent operates in. The agents spoken to include:

- Pinewood Properties Mansfield
- Bairstow Eves Sales and Letting Agents Mansfield
- BuckleyBrown Estate Agents
- Martin & Co Mansfield Sales and Lettings
- Frank Innes Sales and Letting Agents, Mansfield
- Bairstow Eves Estate Agents Mansfield Woodhouse

2.47 In Mansfield, property prices have increased significantly in the last year. This is due to a large increase in demand for properties as households move from nearby areas to more affordable locations, alongside a limited supply of appropriate and affordable properties.

2.48 The length of time properties are on sale is very dependent on the property, but it is typically anywhere between 10 to 12 weeks.

2.49 First-time buyers are the most active group in Mansfield, due to the town's affordability. Families seeking to move to Mansfield and local families looking to upsize are also a very large section of the market.

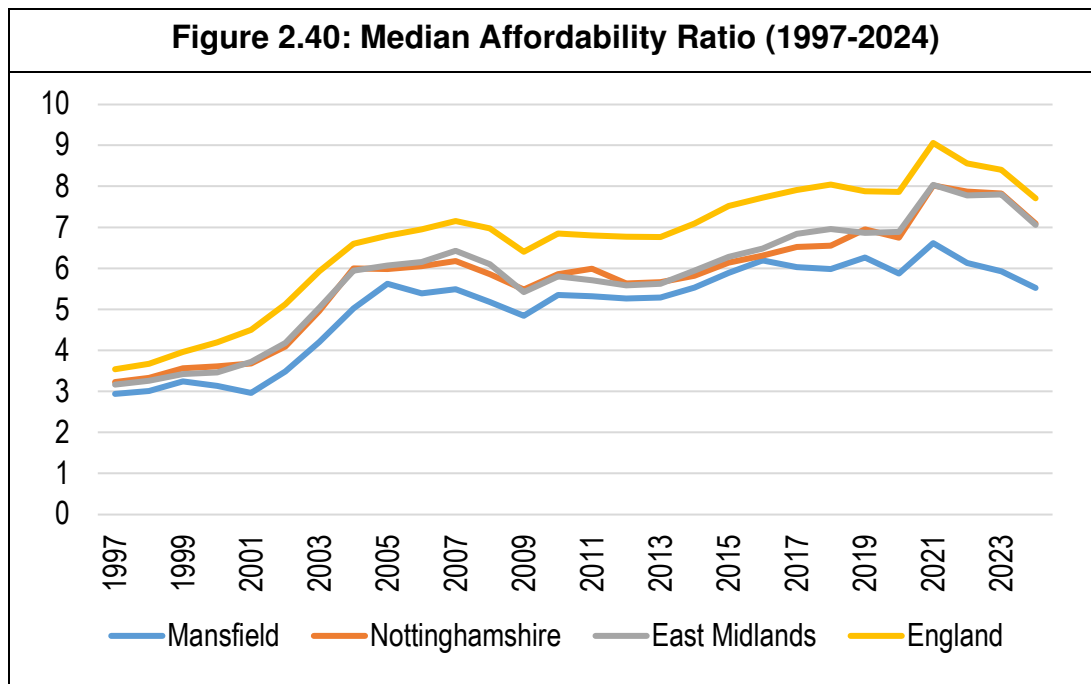
- 2.50 Buy-to-let professional investors are also significant in the area, due to lower property prices and attractive rental yields. However, the buy-to-let market in Mansfield has decreased with many landlords selling up due to mortgage interest rate pressures and taxation, and they have not been replaced by individuals, although limited companies are continuing to buy properties.
- 2.51 The split of sales between local buyers and relocators is roughly 60%/40%. The local buyers consist of first-time buyers, families upsizing to accommodate their growth and retirees downsizing often to bungalows.
- 2.52 The relocators are mostly coming from nearby cities such as Nottingham and Sheffield and commuting back for work, as Mansfield offers more value for money. Also, many people are hybrid workers, and this makes living in Mansfield more manageable.
- 2.53 The typical value per square foot is anywhere from £150 to £220, depending on the property type. New builds are at the higher end of this pricing. Asking prices are typically achieved if priced correctly.
- 2.54 Private rental costs in Mansfield have continued to experience significant growth over the last year, driven by increased demand and fewer available properties. The rental market is extremely active, and properties are typically let within 15 days.
- 2.55 The renter profile in Mansfield consists of young families renting between 2-4 bedroom properties, young couples renting 1 or 2 bedroom flats and short-term renters.
- 2.56 The town is attractive to those seeking to rent as it is more affordable than the surrounding towns, which have seen strong price growth in recent months. This has especially driven the increase in demand for the northern and eastern areas of the town.
- 2.57 Many households living in the PRS are supported by housing benefits, and landlords are generally happy to accept such claimants.
- 2.58 Generally, Mansfield is attractive to live in due to its character and its access to and availability of green spaces. The town also has a range of amenities and a strong sense of community.

- 2.59 The town also has good access to surrounding cities such as Nottingham, Sheffield and Derby and the employment opportunities and amenities these cities provide.
- 2.60 The town centre is very popular amongst short-term renters, with a high volume of flats and HMOs all very close to amenities and public transport.
- 2.61 As well as the Town Centre, there are HMO markets in Mansfield Woodhouse and Bellamy. HMOs are most popular amongst lower-income tenants. They are also popular amongst temporary employees, many of whom work in the nearby business parks.
- 2.62 The build-to-rent market has potential in Mansfield town centre, particularly near the train station, for working professionals and young couples to have good access to everything they need and the ability to commute for anything further.
- 2.63 According to agents, Warsop is typically more affordable than Mansfield, both in buying and rental prices, but the market activity is a lot slower. Generally, the area is less attractive to live in as there are poor public transport connections (no train station) and fewer amenities.
- 2.64 In Warsop, the majority of buyers already live locally. There is a higher number of individual landlords in Warsop, and the number of HMOs has also been increasing recently.
- 2.65 The stock in Mansfield Woodhouse is largely comprised of semi-detached and terraced houses and is popular amongst families and first-time buyers due to the good schools and local amenities.
- 2.66 Asking prices are frequently met or offers are accepted just under the asking price in Mansfield Woodhouse. There has been some regeneration to replace older, low-quality terraced houses with new builds. There is also a strong rental market.
- 2.67 Forest Town is largely terraced houses and flats, and as such is one of the more affordable areas and therefore attracts first-time buyers and also has a strong rental market. The area also has good public transport access and attracts some young professionals.

- 2.68 Berry Hill has recently seen some regeneration and is attractive to both buyers and renters. The main development area is the Lindhurst development to the south of Berry Hill, which is delivering 1,700 homes, a health centre and various other amenities.
- 2.69 The area is popular amongst families and professionals and is seen as a more expensive area of Mansfield. The housing stock mainly consists of semi-detached and detached homes.
- 2.70 Forest Town and Berry Hill would also work for build-to-rent family homes, as there are good schools and they are well connected to surrounding towns and business parks.

Market Affordability

- 2.71 The figure below shows median workplace-based affordability ratios over time. This is the ratio between median house prices and median earnings of those working in the Council area. In all areas affordability worsened between 1997 and around 2008 before dropping notably. Since about 2011 the affordability ratio nationally has been increasing, with the same trend (but less marked) being seen in Mansfield and also the region and County. In all areas the last three years for which data is available shows a decline in the affordability ratio.
- 2.72 Over the 2014-24 decade the affordability ratio in Mansfield has remained virtually unchanged (5.53 in 2014 and 5.52 in 2024). Nationally, the ratio over the same period went from 7.09 to 7.71 – a 9% increase. The ratios for both Nottinghamshire and the East Midlands also increased over this period (by 22% and 19% respectively).



Source: ONS, Housing Affordability in England and Wales

Area Profile: Key Messages

- Analysis was carried out to provide background information about population and housing in the Mansfield District. Data is compared with local, regional and national data as appropriate. The analysis can be summarised as covering three main topic headings:
 - Demographic baseline (including data on population age structure and changes);
 - Housing stock (including type and tenure); and
 - Housing market (including data on house prices)
- As of mid-2023, the population of Mansfield is 112,600 and since 2013 the population has grown by around 6% which is a lower rate of growth to that seen in other areas (County, region and nationally).
- The age structure of the population is similar to other areas although there are fewer people aged in their 20s (likely to be linked to people moving away for further education). Over the past decade, the district has seen an ageing of the population, with the number of people aged 65 and over increasing by 17%; there have also been more modest increases in the number of children and people of 'working-age' (taken to be 16-64).
- Recent population growth in the district has been largely driven by internal migration – moves from one part of the UK to another, with this being particularly strong over the past three years for which data is available (2020-23). International net migration has also been recorded as being high over the last year (2022/23) as well as being historically high in the 2011-18 period.
- ONS dwelling stock data indicates there were 51,700 dwellings in the district as of 2023, a net increase of 3,900 dwellings between 2013 and 2023. As with population growth, rates of change in dwelling numbers have been slightly lower than the levels seen across other benchmark areas.
- Some 64% of all households in the district are owner-occupiers, higher than the national average of 62% but below figures for Nottinghamshire and East Midlands, consequently the proportion of households living in the social rented (16%) and private rented (19%) sectors is higher than seen in the County and region.
- The housing stock sees a relatively high proportion of semi-detached homes, making up 43% of all dwellings (32% nationally) and the stock has a high proportion of 3-bedroom homes (over half of all homes in the district have 3-bedrooms). Linked to this, the district sees a relatively high level of under-occupancy (in a national context), with 38% of all households living in homes with at least two spare bedrooms. Levels of overcrowding are relatively low (at 2.7% of all households) although this is a higher level to that seen in the County.

Area Profile: Key Messages (cont...)

- In the year to September 2024 the median house price (existing dwellings) in Mansfield was around £177,000. This is below the median house price for Nottinghamshire and the East Midlands, and is 38% below the national average. Prices have also been increasing significantly, rising by 61% (£67,000) over the decade to September 2024 – this level of house price change is lower than seen nationally (an average increase of £94,000).
- As well as lower house prices, the district sees lower private rental costs, with the mean private rent for a 2-bedroom home standing at £677 per month in June 2025 (around £886 across the East Midlands and £1,279 nationally). Over the past decade, rents have increased by around 54%, slightly lower than the level of increase in house prices over the same period.
- The analysis also looked at how key data varied across different parts of the district. There are generally only modest differences between areas with arguably the most notable being the build form of homes (Warsop having a greater proportion of semi-detached homes and fewer flats when compared with Mansfield).

3. Overall Housing Need

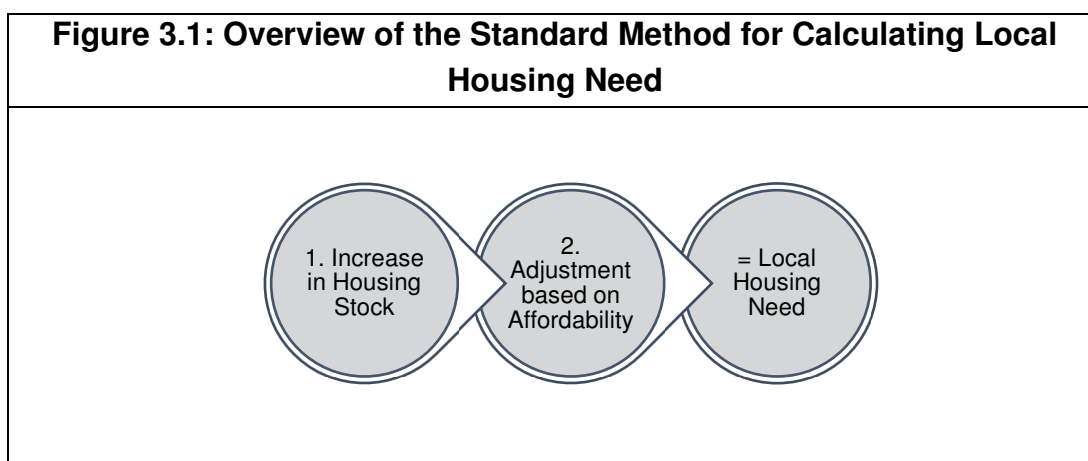
Introduction

- 3.1 This section of the report considers overall housing need set against the NPPF and Planning Practice Guidance (PPG) – specifically the Standard Method for assessing housing need – a need for 495 dwellings per annum. The method used has been to develop a trend-based projection and then flex levels of migration to and from the district so there is a sufficient population to fill the suggested number of homes. The projections look at the 2023-43 period and draw on data in the previous section about local population trends.
- 3.2 Before its publication the policy objectives of the 2024 NPPF consultation in terms of housing were clear, including to:
- *get Britain building again, to build new homes, create jobs, and deliver new and improved infrastructure;*
 - *take a brownfield first approach and then release low-quality grey belt land, while preserving the Green Belt;*
 - *boost affordable housing, to deliver the biggest increase in social and affordable housebuilding in a generation;*
 - *bring home ownership into reach, especially for young first-time buyers; and*
 - *promote a more strategic approach to planning, by strengthening cross-boundary collaboration, ahead of legislation to introduce mandatory mechanisms for strategic planning.*
- 3.3 The consultation also noted that *‘We must deliver more affordable, well-designed homes quickly. We are changing national policy to support more affordable housing, including more for Social Rent, and implementing golden rules to ensure development in the Green Belt is in the public interest. Promoting a more diverse tenure mix will support the faster build out we need’.*
- 3.4 The Government’s Standard Method seeks to support the ambition to deliver 1.5 million homes over the next five years (300,000 per annum on average) with the method seeking to provide a ‘more balanced distribution of homes across the country, by directing homes to where they are most needed and least affordable and ensure that all areas contribute to meeting the country’s housing needs’. The Standard Method actually sums to 370,000 homes per annum nationally (across England).

- 3.5 It is further suggested that *‘High and rapidly increasing house prices indicate an imbalance between the supply of and demand for new homes, making homes less affordable. The worsening affordability of homes is the best evidence that supply is failing to keep up with demand’*.
- 3.6 Looking beyond overall housing numbers, the NPPF seeks to deliver a high proportion of affordable housing, particularly social rented housing. This includes a recommendation on Green Belt land that *‘in the case of schemes involving the provision of housing, at least 50% affordable housing, with an appropriate proportion being Social Rent, subject to viability’*.

The Standard Method

- 3.7 The starting point for this is the standard methodology for calculating housing need, which is clearly set out by the Government in Planning Practice Guidance. The two-step process is set out in the figure below and worked through below.



Source: MHCLG

- 3.8 The Standard Method figures produce an estimate of ‘housing need’ and later in this section projections have been developed to consider the implications of housing delivery in line with this number.
- 3.9 The Standard Method is a simplified variation of the previous standard method. Step 1 seeks to grow the housing stock in each area by a flat 0.8% growth per annum.

- 3.10 Step 2 is an affordability uplift which uses an average of the last five years' affordability ratios and for each 1% the average ratio is above 5 the housing stock baseline is increased by 0.95%, with the calculation being as follows:

$$\text{Adjustment Factor} = \frac{\text{Affordability Ratio} - 5}{5} \times 0.95$$

Step One: Setting the Baseline

- 3.11 The first step in considering housing need against the standard method is to establish a baseline of housing stock. This is derived from Live Table 125 which is published annually (but also updated regularly). As of 2023 Mansfield had 51,262 dwellings; the baseline is 0.8% of the existing housing stock for the area and this equates to 410 dwellings per annum.

Step Two: Affordability Adjustment

- 3.12 The second step of the standard method is to consider the application of an uplift on the housing stock baseline, to take account of market signals (i.e. relative affordability of housing). The adjustment increases the housing need where house prices are high relative to workplace incomes. It uses the published median affordability ratios from ONS based on workplace-based median house price to median earnings ratio for the most recent five years.
- 3.13 At the time of the NPPF being published in December 2024 the latest (workplace-based) affordability data related to 2023. For Mansfield, this and the previous four years had an average ratio of 6.09; based on the calculation set out above this results in an uplift of 21%. The table below sets out the Standard Method calculation.

Figure 3.2: Standard Method	
	Mansfield
Total Dwelling Stock	51,262
Step 1. Annual Dwellings Stock Increase (0.8%)	410
Average Affordability Ratio (2019-23)	6.09
Uplift	21%
Step 2. Housing Need	495

Source: MHCLG

- 3.14 Since the NPPF was published and this section was drafted, ONS has released a new set of affordability ratios with data up to 2024. Taking a five-year average of this data shows a slightly lower ratio (of 6.01) which would work through into a slightly lower Standard Method calculation of 489 dwellings per annum. Further data on housing stock (released in May 2025) pushes the need estimate back up slightly (to 493 dwellings per annum).
- 3.15 The Council are however proposing to stick with the 495 dwelling per annum figure to provide a degree of flexibility and it is this figure used in analysis in this report.

Developing a Trend-based Projection

- 3.16 The purpose of this section is to develop a trend-based population projection using the latest available demographic information – this projection then being used as a base to develop an alternative scenario linking to the Standard Method. A key driver for developing a new projection is due to publication of 2021 Census data which has essentially reset estimates of population (size and age structure) compared with previous mid-year population estimates (MYE) from ONS (ONS has subsequently updated 2021 MYE figures to take account of the Census). In addition, as referenced above, a 2023 MYE is now available.
- 3.17 The projection developed looks at estimated migration trends over the past 5-years with this period being used as it is consistent with the time period typically used by ONS when developing subnational population projections.
- 3.18 Below, the general method used for each of the components and the outputs from the trend-based projection is set out. The population projection uses the framework of ONS subnational population projections (SNPP) as a start point. This means considering data on births, deaths and migration. The most recent ONS projections are 2018-based and therefore quite out-of-date, given there are now population estimates and components of change data up to 2023. The 2018-based projections are however used as a start point from which up-to-date projections can be developed.

Natural Change

- 3.19 Natural change is made up of births and deaths and the analysis above has shown a general downward trend over time. To project trends forward, the analysis looks at each of births and deaths separately and compares projected figures in the 2018-SNPP with actual recorded figures in the MYE.
- 3.20 The analysis also takes account of differences between the estimated population size and structure in the 2018-SNPP compared with ONS MYE (up to 2023). Overall, it is estimated recent trends in fertility are slightly lower (around 6% lower than projected in 2018) and mortality rates are slightly higher (7% higher) when compared with data in the 2018-SNPP and so adjustments have been made on this basis.

Migration

- 3.21 The migration analysis looks separately at each of in- and out-migration and for internal and international migration – all data being considered by sex and single year of age. Trend based projections do not typically simply project trends forward and can vary year by year, in part relating to how the population of other areas is projected to change. The approach used is to look at migration trends in the 2018-23 period and compare these with figures projected back in the 2018-SNPP for the same period. Adjustments are then made to migration numbers to provide a best estimate of a future projection based on recent trends. This method will provide a realistic view of projected migration in the absence of being able to develop a full matrix of moves at a national level (as ONS would do).

Population Projection Outputs

- 3.22 The estimates of fertility, mortality and migration (including changes over time) have been modelled to develop a projection for the period to 2043 (the end of the plan period) from 2023. The table below shows overall projected population growth of around 4,500 people – a 4% increase from 2023 levels.

**Figure 3.3: Projected population growth under a trend-based scenario
– Mansfield (2023-43)**

	Population 2023	Population 2043	Change	% change
5-year trend	112,091	116,603	4,512	4.0%

Source: JGC analysis

Household Projections

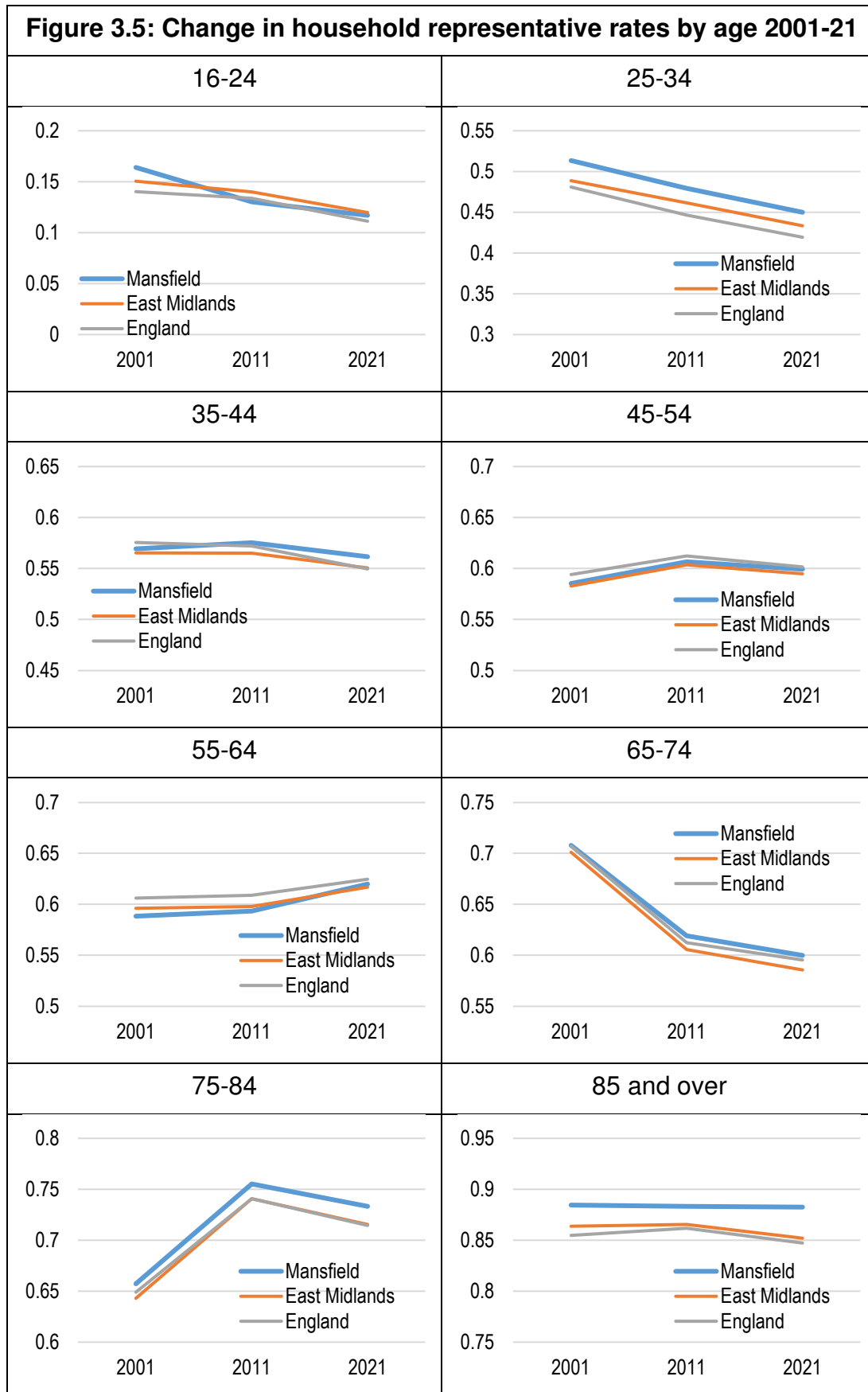
- 3.23 To understand what this means for housing need the population growth is translated into household growth using household representative rates (HRRs) and data about the communal (institutional) population. These have again been updated using data from the Census with the table below summarising the assumptions used.
- 3.24 For the communal population, it is assumed actual numbers are held constant up to ages under 75, with the proportion of the population being used for 75+ age groups – this approach is consistent with typical ONS projections. To calculate the number of households the number of people in communal establishments is subtracted from the total population (by age and sex) and the relevant HRR is then applied.
- 3.25 In interpreting the table below (by way of examples) the data shows around 11.2% of females aged 85-89 live in communal establishments (i.e. are not part of the household population) whilst around 75% of males aged 50-54 are considered to be a 'head of household' (where they are living in a household).
- 3.26 Generally, the HRRs increase by age, this is due to older people being more likely to live alone, often following the death of a spouse or partner.

Figure 3.4: Communal Population and Household Representative Rates from 2021 Census – Mansfield				
Age	Communal population		Household Representative Rates	
	Male	Female	Male	Female
0 to 15	1	0	-	-
16 to 19	5	0	0.019	0.031
20 to 24	14	1	0.170	0.203
25 to 29	4	2	0.449	0.320
30 to 34	16	9	0.635	0.392
35 to 39	13	8	0.690	0.408
40 to 44	16	6	0.732	0.420
45 to 49	12	12	0.740	0.442
50 to 54	18	22	0.754	0.462
55 to 59	21	15	0.765	0.493
60 to 64	25	29	0.747	0.481
65 to 69	20	5	0.693	0.461
70 to 74	30	27	0.761	0.498
75 to 79	0.012	0.015	0.828	0.603
80 to 84	0.022	0.047	0.868	0.702
85 to 89	0.052	0.112	0.921	0.819
90 or over	0.089	0.197	0.936	0.922

Source: Derived from Census 2021 (mainly Tables CT 106 and 107)

- 3.27 For household representative rates (HRRs) the figures are calculated at the time of the Census. If ONS follow the method used in their most recent projections for future releases then they are likely to build in the trend between the last three Census points (2001, 2011 and 2021). Figure 3.5 shows a summary analysis of the changes in HRRs by age.
- 3.28 Arguably the key groups to look at are younger age groups where there may have been a degree of suppression in household formation (due to affordability) and this does appear to be the case in Mansfield – particularly for those aged 25-34 and to a lesser extent 16-24 and 35-44. Continuing this trend in the projection would therefore potentially build in further suppression and would not be a positive reaction to the Standard Method seeking to improve affordability.

- 3.29 For some older age groups there does also appear to be a trend of increasing or decreasing HRRs – particularly the 65-74 and 75-84 age groups (and mainly in the 2001-11 period). For these age groups it is considered that the ‘trends’ are more likely to be due to cohort effects rather than any trend that should be modelled moving forward.



Source: ONS

- 3.30 The approach to HRRs taken in this report for the trend-based projection is to hold figures constant at the levels shown in the 2021 Census. However, when considering a higher housing need (linking to the Standard Method) the possibility of some increases for younger age groups is modelled (i.e. to reduce or reverse suppressed household formation) – this is discussed in relation to the Standard Method projection below.
- 3.31 Applying the HRRs to the trend-based population projection shows a projected increase of 4,200 households over the 2023-43 period, at an average of 211 per annum.

Figure 3.6: Projected change in households – trend-based – Mansfield				
	Households 2023	Households 2043	Change in households	Per annum
5-year trend	48,670	52,892	4,222	211

Source: JGC analysis

Developing a Projection linking to the Standard Method

- 3.32 As well as developing a trend-based projection it is possible to consider the implications of housing delivery in line with the Standard Method. The analysis below looks at how the population might change if providing this level of homes occurs. This is 495 dwellings per annum. A scenario has been developed which flexes migration to and from the district such that there is sufficient population for this level of additional homes to be filled each year.
- 3.33 Within the modelling, migration assumptions have been changed so that across the district the increase in households matches the housing need (including a standard 3% vacancy allowance). Adjustments are made to both in- and out-migration (e.g. if in-migration is increased by 1% then out-migration is reduced by 1%).

- 3.34 The analysis also considers Planning Practice Guidance (PPG) that was revised in December 2024, alongside the new Standard Method and provides some indication of why the Government sees a need to increase housing delivery¹³. Paragraph 006 (Reference ID: 2a-006-20241212) states:

‘Why is an affordability adjustment applied?’

An affordability adjustment is applied as housing stock on its own is insufficient as an indicator of future housing need because:

- housing stock represents existing patterns of housing and means that all areas contribute to meeting housing needs. The affordability adjustment directs more homes to where they are most needed*
- people may want to live in an area in which they do not reside currently, for example to be near to work, but be unable to find appropriate accommodation that they can afford.*

The affordability adjustment is applied in order to ensure that the standard method for assessing local housing need responds to price signals and is consistent with the policy objective of significantly boosting the supply of homes. The specific adjustment in this guidance is set at a level to ensure that minimum annual housing need starts to address the affordability of homes.’

- 3.35 The previous PPG also stated that an affordability uplift is required because *‘household formation is constrained to the supply of available properties – new households cannot form if there is nowhere for them to live’*.
- 3.36 Essentially, the Government considers that by providing more homes there is the opportunity for increased migration to an area to fill the homes whilst equally, one of Government’s core objectives in planning for the delivery of 370,000 homes a year nationally is to improve affordability. Increased housing provision should provide the opportunity for additional household formation.
- 3.37 The modelling therefore considers the possibility of additional housing delivery allowing the opportunity for additional households to form. For the Standard Method projection it has been modelled that HRRs for age groups up to 44 could return to the levels seen in 2001 (and shown on the figure above).

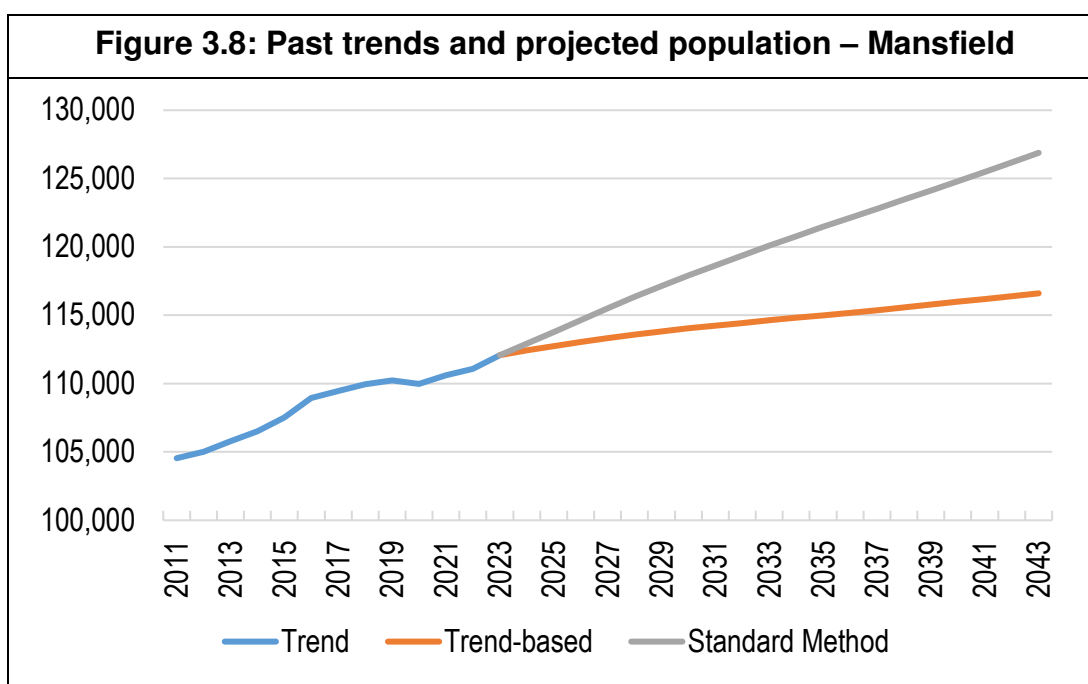
¹³ <https://www.gov.uk/guidance/housing-and-economic-development-needs-assessments>

- 3.38 In developing this projection, a population increase of around 14,800 people is shown – a 13% increase and notably higher than the trend-based projection (which is shown in the table below for context).

Figure 3.7: Projected population growth under a range of scenarios – Mansfield (2023-43)				
	Population 2023	Population 2043	Change	% change
5-year trend	112,091	116,603	4,512	4.0%
Standard Method	112,091	126,887	14,796	13.2%

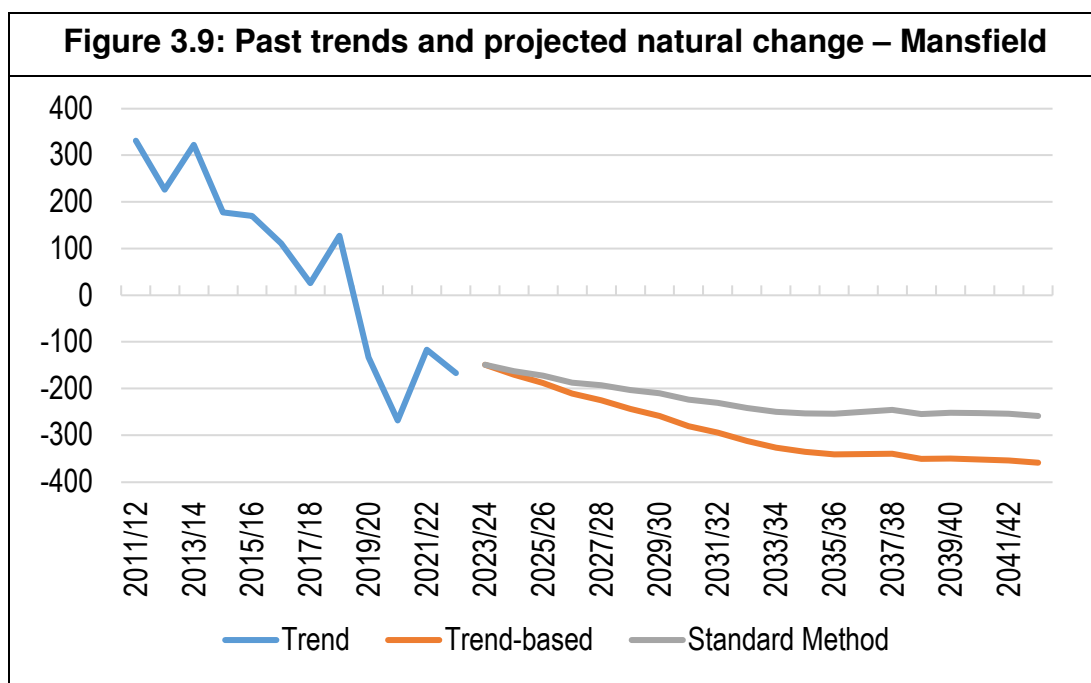
Source: JGC analysis

- 3.39 Below are a series of charts showing past trends and projected population growth and key components of change for each of the projections developed. The first figure looks at overall population growth, before considering natural change and net migration.
- 3.40 The analysis suggests the population of Mansfield could rise to 126,900 by 2043 (up from 112,100 in 2023) a 13.2% increase, or 0.7% per annum from 2023. Population growth is projected to average around 740 people per annum, which is slightly higher than the level seen between 2011 and 2023 (an average of 630 per annum). The Standard Method would therefore be projected to see a broad continuation of longer-term past trends in population growth.

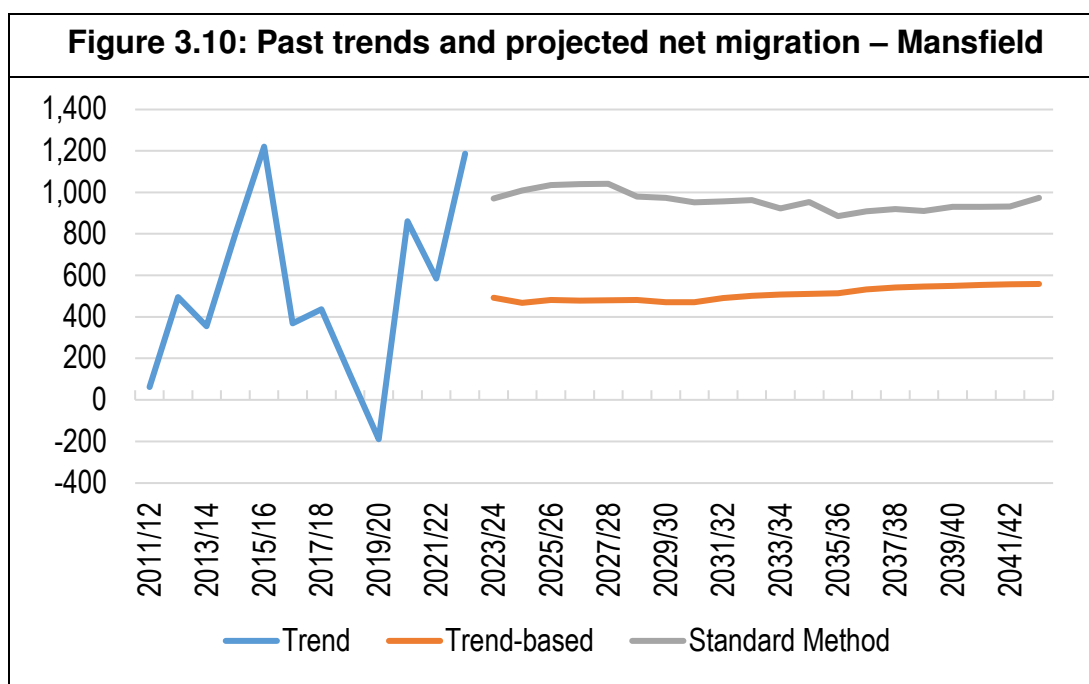


Source: ONS and JGC analysis

- 3.41 The main reason for the higher population growth (compared with the trend-based position) would be due to increased net in-migration, although the decline in natural change (births minus deaths) would also be projected to flatten off slightly as the population rises (as there will be more females of child-bearing age).
- 3.42 The figures below show projected natural change and net migration under the scenarios. Focussing on net migration, the analysis suggests that with higher delivery linked to the Standard Method net migration would generally be at a level higher than typical past trends – although below the levels seen in some years going back to 2011 (specifically, high net migration was recorded in 2015/16 and 2022/23).



Source: ONS and JGC analysis



Source: ONS and JGC analysis

- 3.43 A final analysis compares age structure changes under each of these projections. In both cases the projections show an ageing of the population and that with higher growth there would be higher increases in the number of children and people of 'working-age' (16-64).

Figure 3.11: Projected population change 2023 to 2043 by broad age bands – trend-based – Mansfield

	2023	2043	Change in population	% change
Under 16	20,887	19,052	-1,835	-8.8%
16-64	69,065	69,687	622	0.9%
65 and over	22,139	27,864	5,725	25.9%
Total	112,091	116,603	4,512	4.0%

Source: JGC analysis

Figure 3.12: Projected population change 2023 to 2043 by broad age bands – Standard Method – Mansfield				
	2023	2043	Change in population	% change
Under 16	20,887	21,389	502	2.4%
16-64	69,065	76,649	7,584	11.0%
65 and over	22,139	28,849	6,710	30.3%
Total	112,091	126,887	14,796	13.2%

Source: JGC analysis

Relationship Between Housing and Economic Growth

3.44 The analysis to follow considers the relationship between housing and economic growth; seeking to understand what level of jobs might be supported by changes to the local labour supply (which will be influenced by population change). To look at estimates of the job growth to be supported, a series of stages are undertaken. These can be summarised as:

- Estimate changes to the economically active population (this provides an estimate of the change in labour-supply);
- Overlay information about commuting patterns, double jobbing (i.e. the fact that some people have more than one job) and potential changes to unemployment; and
- Bringing together this information will provide an estimate of the potential job growth supported by the population projections.

Growth in Resident Labour Supply

3.45 The approach taken in this report is to derive a series of age and sex specific economic activity rates (EARs) and use these to estimate how many people in the population will be economically active as projections develop. This is a fairly typical approach with data being drawn in this instance from the Office for Budget Responsibility (OBR) – July 2018 (Fiscal Sustainability Report) – this data has then been rebased to information in the 2021 Census (on age, sex and economic activity). The table below shows the assumptions made for the district.

3.46 The analysis shows that the main changes to economic activity rates are projected to be in the 60-69 age groups – this will to a considerable degree link to changes to pensionable age, as well as general trends in the number of older people working for longer (which in itself is linked to general reductions in pension provision).

Figure 3.13: Projected changes to economic activity rates (2023 and 2043) – Mansfield						
	Males			Females		
	2023	2043	Change	2023	2043	Change
16-19	42.7%	43.1%	0.4%	43.1%	43.5%	0.4%
20-24	83.8%	83.6%	-0.2%	76.7%	76.6%	-0.1%
25-29	87.8%	87.8%	0.0%	81.1%	81.1%	0.0%
30-34	87.4%	87.4%	0.0%	81.0%	81.0%	0.0%
35-39	87.5%	87.1%	-0.4%	79.3%	80.8%	1.5%
40-44	86.3%	85.4%	-0.9%	81.6%	83.6%	2.0%
45-49	85.2%	84.3%	-0.9%	80.0%	83.8%	3.9%
50-54	82.8%	81.6%	-1.2%	75.6%	79.7%	4.2%
55-59	74.9%	74.3%	-0.6%	66.7%	68.9%	2.2%
60-64	59.3%	64.1%	4.8%	52.6%	59.1%	6.5%
65-69	23.9%	37.1%	13.2%	18.8%	32.5%	13.7%
70-74	6.6%	9.7%	3.1%	4.1%	11.3%	7.2%
75-89	3.6%	4.1%	0.5%	2.0%	4.8%	2.8%

Source: Based on OBR and Census (2021) data

- 3.47 In addition, a sensitivity has been developed where the EARs are held constant at 2021 levels. It is considered the sensitivity is reasonable given data (including from the Census) has shown activity rates have not grown as they had previously been forecast to do.
- 3.48 Working through an analysis of age and sex specific economic activity rates it is possible to estimate the overall change in the number of economically active people in the area – this is set out in the table below (linking to the 5-year trend-based projections and the Standard Method).
- 3.49 The analysis shows that a trend-based projection results in growth in the economically-active population of up to 2,800 people – a 5% increase. With the Standard Method the increase in the economically active population is projected to be up to 8,400 (a 16% increase).

Figure 3.14: Estimated change to the economically active population (2023-43) – Mansfield					
		Econom- ically active (2023)	Econom- ically active (2043)	Total change in econom- ically active	% change
Trend- based	OBR EAR	54,131	56,910	2,779	5.1%
	EAR no change	53,806	54,413	607	1.1%
Standard Method	OBR EAR	54,131	62,556	8,425	15.6%
	EAR no change	53,806	59,931	6,124	11.4%

Source: JGC Analysis

Linking Changes in Resident Labour Supply to Job Growth

3.50 The analysis above has set out potential scenarios for the change in the number of people who are economically active. However, it is arguably more useful to convert this information into an estimate of the number of jobs this would support. The number of jobs and resident workers required to support these jobs will differ depending on three main factors:

- Commuting patterns – where an area sees more people out-commute for work than in-commute it may be the case that a higher level of increase in the economically active population would be required to provide a sufficient workforce for a given number of jobs (and vice versa where there is net in-commuting);
- Double jobbing – some people hold down more than one job and therefore the number of workers required will be slightly lower than the number of jobs; and
- Unemployment – if unemployment were to fall then the growth in the economically active population would not need to be as large as the growth in jobs (and vice versa).

Commuting Patterns

3.51 The table below shows summary data about commuting to and from Mansfield from the 2011 and 2021 Census. Data from both sources is used as the 2011 data is quite old, but the 2021 data could be influenced by the COVID-19 pandemic.

- 3.52 Data from the 2011 Census shows a notable level of net out-commuting (around 18% more people living in the district and working than work in the District); by 2021 this figure had increased slightly (to 21%). This is shown as the commuting ratio in the final row of the table and is calculated as the number of people living in the district who are working (regardless of where they work) divided by the number of people who work in the district (regardless of where they live). Those with no fixed workplace are assumed (for the purposes of analysis) to both live and work in the district.
- 3.53 When comparing the two sources it is worth reflecting on a large increase in the number of home workers (or those of no fixed workplace) in 2021 compared with 2011. In 2011, a total of 7,300 people were recorded as home workers or with no fixed workplace; in 2021 this figure had more than doubled (to 16,600). As the country has moved away from the pandemic, it is possible this figure has started to reduce slightly with possible implications on commuting dynamics.

Figure 3.15: Commuting Patterns – Mansfield		
	2011	2021
Live and Work in District	17,969	13,140
Home Workers or No Fixed Workplace	7,301	16,568
In Commute	15,920	12,619
Out Commute	23,291	21,645
Total Working in LA	41,190	42,327
Total Living in LA and Working Anywhere	48,561	51,353
Commuting Ratio	1.179	1.213

Source: Census 2011, 2021

- 3.54 The analysis below looks at both sets of Census data with a further sensitivity of a balanced (1:1) commuting ratio (i.e. the increase in the number of people working in the area is equal to the number of people living in the area who are working).

Double Jobbing

3.55 The analysis also considers that a number of people may have more than one job (double jobbing). This can be calculated as the number of people working in the local authority divided by the number of jobs. Data from the Annual Population Survey (available on the NOMIS website¹⁴) for the past 5-years (for which data exists) suggests across Mansfield that typically about 4.3% of workers have a second job. It has therefore been assumed that around 4.3% of people will have more than one job moving forward – this means the number of jobs supported by the workforce will be around 4.3% higher than workforce growth. It has been assumed in the analysis that the level of double jobbing will remain constant over time.

Unemployment

3.56 The last analysis when looking at the link between jobs and resident labour supply is a consideration of unemployment. Essentially, this is considering if there is any latent labour force that could move back into employment to take up new jobs. The latest model-based unemployment data from the Annual Population Survey (for January 2024-December 2024) puts unemployment at around 5.4% which is above the national average of 3.9% and might suggest some scope for people to return to work.

3.57 However, the difference between data for Mansfield and nationally is not significant (when taking account of the error margins associated with the data) and on balance it is considered there is unlikely to be a significant pool of people unemployed and able to start/return to work. Therefore, no further adjustment is made to the data to take account of unemployment.

Jobs Supported by Growth in the Resident Labour Force

3.58 The tables below show how many additional jobs might be supported by population growth under the different projection scenarios. It is estimated under the trend-based projection that between 500 and 2,900 additional jobs could be supported and with the Standard Method this range is higher (between 5,300 and 8,800 additional jobs) – all figures for the 2023-43 period.

¹⁴ <https://www.nomisweb.co.uk/>

Figure 3.16: Jobs supported by demographic projections (2023-43) – Mansfield – Trend-based				
		Total change in economically active	Allowance for double jobbing	Allowance for net commuting (= jobs supported)
OBR EAR	2021 commuting	2,779	2,904	2,393
	2011 commuting	2,779	2,904	2,463
	1:1 commuting	2,779	2,904	2,904
EAR no change	2021 commuting	607	634	523
	2011 commuting	607	634	538
	1:1 commuting	607	634	634

Source: JGC analysis

Figure 3.17: Jobs supported by demographic projections (2023-43) – Mansfield – Standard Method				
		Total change in economically active	Allowance for double jobbing	Allowance for net commuting (= jobs supported)
OBR EAR	2021 commuting	8,425	8,803	7,256
	2011 commuting	8,425	8,803	7,467
	1:1 commuting	8,425	8,803	8,803
EAR no change	2021 commuting	6,124	6,400	5,275
	2011 commuting	6,124	6,400	5,428
	1:1 commuting	6,124	6,400	6,400

Source: JGC analysis

Overall Housing Need: Key Messages

- The report studied the overall housing need set against the NPPF and the framework of PPG – specifically the Standard Method for assessing housing need. This shows a need for 495 dwellings per annum. This is based on 0.8% of the current stock (51,262 = 410) and an uplift for affordability of 21%.
- Taking the housing need number and using up-to-date demographic data (including ONS mid-year population estimates to 2023 and 2021 Census data) a bespoke population and household projection has been developed to look at the possible demographic implications of delivery of this number of homes each year from 2023 to 2043 (the end of the plan period).
- The method looked at the levels of migration likely to be needed to fill additional homes and also considered the possibility of greater levels of household formation amongst younger people (aged Under 45) – data having shown a reduction in household representation from the age groups going back at least 20-years.
- Overall, it is projected that the population might increase by 14,800 people over the 20-year period (a 13% increase) with there being a continued ageing of the population, as well as notable increases in the ‘working-age’ population (16-64).
- It was further estimated that population growth might be able to support somewhere in the region of 5,300 and 8,800 additional jobs as the economically active population increases over time.

4. Affordable Housing Need

Introduction

- 4.1 This section provides an assessment of the need for affordable housing in Mansfield. The analysis follows the methodology set out in Planning Practice Guidance (Sections 2a-018 to 2a-024) and looks at the need from households unable to buy OR rent housing; and also from households able to afford to rent privately but not buy.

Affordable Housing Sector Dynamics

- 4.2 The 2021 Census indicated that 16% of households in Mansfield lived in social or affordable rented homes, with the sector accommodating around 7,900 households.
- 4.3 Data from the Regulator of Social Housing (RSH) for 2024 indicates that the Council and Registered Providers (RPs) owned 8,800 properties in the district, of which 68% were for general needs rent; 30% supported housing or housing for older people; and 2% low-cost home-ownership homes (such as shared ownership properties).
- 4.4 The majority of general needs homes are rented out at social rents (99% of all Council owned homes and 93% of Registered Provider homes) and the rest at affordable rents.

Figure 4.1: Stock owned or Managed by the Council and Registered Providers – Mansfield				
	LA	RP	Total	% of stock
General needs rented	4,221	1,751	5,972	67.9%
Supported/older persons housing	2,084	575	2,659	30.2%
Low-cost home ownership	16	151	167	1.9%
Total	6,321	2,477	8,798	100.0%

Source: RSH Geographical Look-Up Tool 2024

- 4.5 As at April 2024, there were 4,900 households on the Council's Housing Register. In addition, data for March 2025 shows there were 36 households accommodated in temporary accommodation (some 64% (23 households) of these being households with children).

Methodology Overview

- 4.6 The method for studying the need for affordable housing has been enshrined in Government practice guidance for many years, with an established approach to look at the number of households who are unable to afford market housing (to either rent or buy). In summary, the methodology looks at a series of stages as set out below:
- Current affordable housing need (annualised so as to meet the current need over a period of time);
 - Projected newly forming households in need;
 - Existing households falling into need; and
 - Supply of affordable housing from existing stock
- 4.7 The first three bullet points above are added together to identify a gross need, from which the supply is subtracted to identify a net annual need for additional affordable housing. Examples of different affordable housing products are outlined in the box on the page below.

Affordable Housing Definitions

Social Rented Homes – are homes owned by local authorities or private registered providers for which rents are determined by the national rent regime (through which a formula rent is determined by the relative value and size of a property and relative local income levels). They are low cost rented homes.

Affordable Rented Homes – are let by local authorities or private registered providers to households who are eligible for social housing. Affordable rents are set at no more than 80% of the local market rent (including service charges).

Rent-to-Buy – where homes are offered, typically by housing associations, to working households at an intermediate rent which does not exceed 80% of the local market rent (including service charges) for a fixed period after which the household has the chance to buy the home.

Shared Ownership – a form of low-cost market housing where residents own a share of their home, on which they typically pay a mortgage; with a registered provider owning the remainder, on which they pay a subsidised rent.

Discounted Market Sale – a home which is sold at a discount of at least 20% below local market value to eligible households; with provisions in place to ensure that housing remains at a discount for future households (or the subsidy is recycled).

First Homes – a form of discounted market sale whereby an eligible First-time Buyer can buy a home at a discount of at least 30% of market value. Councils are able to set the discounts and local eligibility criteria out in policies.

Affordability

- 4.8 An important first part of the affordable needs modelling is to establish the entry-level costs of housing to buy and rent. The affordable housing needs assessment compares prices and rents with the incomes of households to establish what proportion of households can meet their needs in the market, and what proportion require support and are thus defined as having an 'affordable housing need'. For the purposes of establishing affordable housing need, the analysis focuses on overall housing costs (for all dwelling types and sizes).
- 4.9 The table below shows estimated current prices to both buy and privately rent a lower quartile home in the district (excluding newbuild sales when looking at house prices). Across all dwelling sizes the analysis points to a lower quartile price of £140,000 and a private rent of £700 per month.

Figure 4.2: Estimated lower quartile cost of housing to buy (existing dwellings) and privately rent (by size) – Mansfield		
	To buy	Privately rent
1-bedroom	£70,000	£575
2-bedrooms	£105,000	£700
3-bedrooms	£150,000	£825
4-bedrooms	£250,000	£995
All dwellings	£140,000	£700

Source: Land Registry and Internet Price Search (2025)

- 4.10 Analysis also looked to see if there were any difference between the two sub-areas. Overall, the analysis suggested similar pricing in both locations with no substantial differences – very slightly lower price in Warsop and no discernible difference in rent levels.

Figure 4.3: Lower Quartile Prices and Market Rents, by sub-area		
	Lower quartile price (existing dwellings)	Lower Quartile rent, pcm
Warsop	£136,000	£700
Mansfield	£140,000	£700
District	£140,000	£700

Source: Land Registry and Internet Price Search (2025)

- 4.11 Next it is important to understand local income levels as these (along with the price/rent data) will determine levels of affordability (i.e. the ability of a household to afford to buy or rent housing in the market without the need for some sort of subsidy). Data about total household income has been based on ONS modelled income estimates, with additional data from the English Housing Survey (EHS) being used to provide information about the distribution of incomes. Data has also been drawn from the Annual survey of Hours and Earnings (ASHE) to consider changes since the ONS data was published.
- 4.12 Overall, the average (mean) household income across Mansfield is estimated to be around £45,100, with a median income of £35,900; the lower quartile income of all households is estimated to be £20,500. There are some differences between areas with median incomes estimated to be higher in Mansfield than Warsop.

Figure 4.4: Estimated average (median) household income by sub-area		
	Median income	As a % of District average
Warsop	£32,400	90%
Mansfield	£36,300	101%
District	£35,900	-

Source: JGC analysis

4.13 To assess affordability, two different measures are used; firstly to consider what income levels are likely to be needed to access private rented housing and secondly to consider what income level is needed to access owner occupation. This analysis therefore brings together the data on household incomes with the estimated incomes required to access private sector housing. For the purposes of analysis, the following assumptions are used:

- Rental affordability – a household should spend no more than 30% of their income on rent; and
- Mortgage affordability – assume a household has a 10% deposit and can secure a mortgage for four times (4×) their income.

Need for Affordable Housing

4.14 The sections below work through the various stages of analysis to estimate the need for affordable housing in the district and sub-areas. Final figures are provided as an annual need (including an allowance to deal with current need). As per 2a-024 of the PPG, this figure can then be compared with likely delivery of affordable housing.

Current Need

4.15 In line with PPG paragraph 2a-020, the current need for affordable housing has been based on considering the likely number of households with one or more housing problems (housing suitability). The table below sets out estimates of the number of households within each category. This shows an estimated 2,800 households as living in 'unsuitable housing', with 88% of these being in Mansfield. Approaching 300 of these (across the district) currently having no accommodation (homeless or concealed households).

Figure 4.5: Estimated number of households living in unsuitable housing (or without housing)					
	Concealed and homeless households	Households in over-crowded housing	Existing affordable housing tenants in need	Households from other tenures in need	TOTAL
Warsop	54	129	21	115	319
Mansfield	228	1,088	154	968	2,437
District	282	1,217	175	1,083	2,756

Source: JGC analysis

- 4.16 In taking this estimate forward, the data modelling next estimates the need by tenure and considers affordability. The affordability in different groups is based on estimates of how incomes are likely to vary, for owner-occupiers there is a further assumption about potential equity levels. For homeless and concealed households it is assumed incomes will be low and households unlikely to be able to afford to rent privately. The table below shows around half of those households identified above are unlikely to be able to afford market housing to buy OR rent and therefore there is a current need from around 1,350 households.

Figure 4.6: Estimated housing need and affordability by tenure			
	Number in unsuitable housing	% unable to afford	Current need after affordability
Owner-occupied	678	4.9%	33
Affordable housing	611	75.4%	460
Private rented	1,186	48.4%	574
No housing (homeless/concealed)	282	100.0%	282
TOTAL	2,756	48.9%	1,349

Source: JGC analysis

- 4.17 Finally, from these estimates, households living in affordable housing are excluded (as these households would release a dwelling on moving and so no net need for affordable housing will arise). The total current need is therefore estimated to be from 889 households.

- 4.18 For the purposes of analysis, it is assumed that the Council would seek to meet this need over a period of time. Given that this report typically looks at needs in the period from 2023 to 2043, the need is annualised by dividing by 20 (to give an annual need for around 44 dwellings). This does not mean that some households would be expected to wait 20-years for housing as the need is likely to be dynamic, with households leaving the current need as they are housed but with other households developing a need over time.
- 4.19 The table below shows this data for two sub-areas – this is split between those unable to rent OR buy and those able to rent but NOT buy. Given the pricing of housing in Mansfield, this analysis shows a more modest need for those able to rent but not buy and in all cases the number unable to rent OR buy is notably higher.

Figure 4.7: Estimated current affordable housing need by sub-area				
	Number in need (excluding those in AH)	Annualised		
		TOTAL	Unable to rent OR buy	Able to rent but NOT buy
Warsop	116	6	6	0
Mansfield	773	39	35	3
District	889	44	41	4

Source: JGC Analysis

Projected Housing Need

- 4.20 Projected need is split between newly forming households who are unable to afford market housing and existing households falling into need.

Newly-forming households

- 4.21 The number of newly forming households has been estimated through demographic modelling with an affordability test also being applied. This has been undertaken by considering the changes in households in specific 5-year age bands relative to numbers in the age band below 5 years previously, to provide an estimate of gross household formation. This approach is consistent with the CLG guidance of 2007 which is the last guidance published on this topic¹⁵.

¹⁵ <https://www.gov.uk/government/publications/strategic-housing-market-assessments-practice-guidance>
(see pages 19-20 of Annexes)

- 4.22 The number of newly-forming households is limited to households forming who are aged under 45 – this is consistent with CLG guidance (from 2007) which notes after age 45 that headship (household formation) rates ‘plateau’. There may be a small number of household formations beyond age 45 (e.g., due to relationship breakdown) although the number is expected to be fairly small when compared with formation of younger households.
- 4.23 In assessing the ability of newly forming households to afford market housing, data has been drawn from analysis of English Housing Survey data at a national level. This establishes that the average income of newly forming households is around 87% of the figure for all households¹⁶.
- 4.24 The analysis has therefore adjusted the overall household income data to reflect the lower average income for newly forming households. The adjustments have been made by changing the distribution of income by bands such that average income level is 87% of the all-household average. In doing this it is possible to calculate the proportion of households unable to afford market housing.
- 4.25 Overall, it is estimated that 859 new households would form each year and around half will be unable to afford market housing; this equates to a total of 432 newly forming households who will have a need per annum on average – the majority are households unable to rent OR buy.

Figure 4.8: Estimated Need for Affordable Housing from Newly Forming Households (per annum)					
	Number of new households	% unable to afford	Annual newly forming households unable to afford	Unable to rent OR buy (per annum)	Able to rent but NOT buy (per annum)
Warsop	96	53.9%	52	48	4
Mansfield	762	49.8%	380	336	44
District	859	50.3%	432	384	48

Source: JGC Analysis

¹⁶ Raw data from the 2018-19 and 2020-21 EHS has been analysed

Existing households falling into affordable need

- 4.26 The second element of newly arising need is existing households falling into need. To assess this, information about households entering the social/affordable rented sector has been used to represent the flow of households onto the Housing Register over this period. Following the analysis through suggests a need arising from 197 existing households each year – again most are households unable to buy OR rent.

Figure 4.9: Estimated Need for affordable housing from Existing Households Falling into Need (per annum)			
	Total Additional Need	Unable to rent OR buy	Able to rent but NOT buy
Warsop	22	20	1
Mansfield	175	162	13
District	197	183	14

Source: JGC analysis

Supply of Affordable Housing Through Relets/Resales

- 4.27 The future supply of affordable housing through relets is the flow of affordable housing arising from the existing stock that is available to meet future need. This focusses on the annual supply of social/affordable rent relets and also considers resales of affordable home ownership (such as shared ownership). Information from a range of sources (mainly Continuous Recording (CoRe) and Local Authority Housing Statistics (LAHS)) has been used to establish past patterns of social housing turnover. Data for three-years has been used (2021-22 to 2023-24).
- 4.28 For rented affordable housing (see figure below), the figures are for general needs lettings but exclude lettings of new properties and also exclude an estimate of the number of transfers from other social rented homes. These exclusions are made to ensure that the figures presented reflect relets from the existing stock. On the basis of past trend data it has been estimated that 385 units of social/affordable rented housing are likely to become available each year moving forward.

Figure 4.10: Analysis of Past Social/Affordable Rented Housing Supply, 2021/22 – 2023/24 (average per annum) – Mansfield					
	Total Lettings	% as Non-New Build	Lettings in Existing Stock	% Non-Transfers	Lettings to New Tenants
2021/22	713	95.9%	684	81.3%	556
2022/23	461	99.1%	457	65.3%	298
2023/24	479	91.0%	436	68.9%	300
Average	551	95.4%	526	73.3%	385

Source: CoRe and LAHS

- 4.29 It is also possible to consider if there is any supply of affordable home ownership products from the existing stock of housing. One source is likely to be resales of low-cost home ownership (LCHO) products with data from the Regulator of Social Housing showing a total stock in 2024 of 167. If these homes were to turnover at a rate of around 5% then they would be expected to generate around 8 resales each year. These properties would be available for these households and can be included as the potential supply. The table below shows the estimated supply of affordable housing from relets/resales in each sub-area.

Figure 4.11: Estimated supply of affordable housing from relets/resales of existing stock by sub-area (per annum)			
	Social/affordable rented	LCHO	TOTAL
Warsop	47	1	48
Mansfield	338	7	345
District	385	8	393

Source: CoRe/LAHS, 2021 Census

- 4.30 The PPG model also includes the bringing back of vacant homes into use and the pipeline of affordable housing as part of the supply calculation. These have however not been included within the modelling in this report. Firstly, there is no evidence of any substantial stock of vacant homes (over and above a level that might be expected to allow movement in the stock). Secondly, with the pipeline supply, it is not considered appropriate to include this as to net off new housing would be to fail to show the full extent of the need, although in monitoring it will be important to net off these dwellings as they are completed.

Net Need for Affordable Housing

- 4.31 The table below shows the overall calculation of affordable housing need. The analysis shows that there is a need for 279 dwellings per annum across the district – an affordable need is seen in both sub-areas. The net need is calculated as follows:

$$\text{Net Need} = \text{Current Need (allowance for)} + \text{Need from Newly-Forming Households} + \text{Existing Households falling into Need} - \text{Supply of Affordable Housing}$$

Figure 4.12: Estimated level of Affordable Housing Need by sub-area (per annum)						
	Current need	Newly forming households	Existing households falling into need	Total Gross Need	Relet Supply	Net Need
	A	B	C	D = A+B+C	E	F=D-E
Warsop	6	52	22	79	48	31
Mansfield	39	380	175	594	345	248
District	44	432	197	673	393	279

Source: JGC analysis

- 4.32 This can additionally be split between households unable to afford to BUY or rent and those able to rent but not buy. For this analysis it is assumed the LCHO supply would be meeting the needs of the latter group, although in reality there will be a crossover between categories. For example, it is likely in some cases that the cost of shared ownership will have an outgoing below that for privately renting and could meet some of the need from households unable to buy or rent – the issue of access to deposits would still be a consideration.
- 4.33 The table below shows the affordable need figure split between the two categories. Across the whole District the analysis shows around 80% of households in need of affordable housing as being unable to buy OR rent, with this figure being slightly higher in Warsop – differences are largely driven by the pricing of housing (to buy) in different locations.

Figure 4.13: Estimated Need for Affordable Housing (per annum) – split between different affordability groups				
	Unable to buy OR rent	Able to rent but not buy	TOTAL	% unable to buy OR rent
Warsop	27	4	31	86%
Mansfield	195	53	248	79%
District	222	57	279	80%

Source: JGC analysis

- 4.34 These figures can also be standardised based on the size of each location (in this case linked to the number of households shown in the 2021 Census). This shows a similar level of need in both areas – equivalent to 5.8 units per 1,000 households across the district.

Figure 4.14: Estimated level of Affordable Housing Need by sub-area (per annum)			
	% of net shortfall	Supply as % of need	Net need per 1,000 households
Warsop	31	5,309	5.9
Mansfield	248	42,721	5.8
District	279	48,030	5.8

Source: JGC analysis

- 4.35 Whilst the need above is provided down to sub-area level, it should be remembered that affordable need can be met across the district as and when opportunities arise, and so specific sub-area data should not be treated as a local target.

The Relationship Between Affordable Need and Overall Housing Numbers

- 4.36 The PPG encourages local authorities to consider increasing planned housing numbers where this can help to meet the identified affordable need. Specifically, the wording of the PPG (housing and economic needs) Ref ID 2a-024 states:

“The total affordable housing need can then be considered in the context of its likely delivery as a proportion of mixed market and affordable housing developments, given the probable percentage of affordable housing to be delivered by market housing led developments. An increase in the total housing figures included in the strategic plan may need to be considered where it could help deliver the required number of affordable homes”

- 4.37 However, the relationship between affordable housing need and overall housing need is complex. This was recognised in the Planning Advisory Service (PAS) Technical Advice Note of July 2015¹⁷. PAS conclude that there is no arithmetical way of combining the Objectively Assessed Need (OAN) (calculated through demographic projections) and the affordable need. There are a number of reasons why the two cannot be ‘arithmetically’ linked.
- 4.38 Firstly, the modelling contains a category in the projection of ‘existing households falling into need’; these households already have accommodation and hence if they were to move to alternative accommodation, they would release a dwelling for use by another household – there is, therefore, no net additional need arising. The modelling also contains ‘newly forming households’; these households are a direct output from demographic modelling and are therefore already included in overall housing need figures (a point also made in the PAS advice note – see paragraph 9.5).
- 4.39 The analysis estimates an annual need for 222 affordable homes for households unable to buy OR rent housing. However, as noted, caution should be exercised in trying to make a direct link between affordable need and planned delivery, with the key point being that many of those households picked up as having a need will already be living in housing and so providing an affordable option does not lead to an overall net increase in the need for housing (as they would vacate a home to be used by someone else).
- 4.40 It is possible to investigate this in some more detail by re-running the model and excluding those already living in accommodation. This is shown in the table below which identifies that meeting these needs would lead to an affordable need for just 13 homes per annum across the district. This figure is, however, theoretical and should not be seen to be minimising the need (which is clearly acute). That said, it does serve to show that there is a difference in the figures when looking at overall housing shortages.

¹⁷ <https://www.local.gov.uk/sites/default/files/documents/objectively-assessed-need-9fb.pdf>. While the technical note produced by PAS is arguably becoming dated, there is no more up-to-date guidance on this matter from a government source and the remarks remain valid.

- 4.41 The analysis is arguably even more complex than this – it can be observed that the main group of households in need are newly forming households. These households are already included within demographic projections and so the demonstrating of a need for this group again should not be seen as additional to overall figures from demographic projections.

Figure 4.15: Estimated Need for Affordable Housing excluding households already in accommodation		
	Including existing households	Excluding existing households
Current need	41	14
Newly forming households	384	384
Existing households falling into need	183	0
Total Gross Need	607	398
Relet Supply	385	385
Net Need	222	13

Source: JGC analysis

- 4.42 Additionally, it should be noted that the need estimate is on a per annum basis and should not be multiplied by the plan period to get a total need. Essentially, the estimates are for the number of households who would be expected to have a need in any given year (i.e., needing to spend more than 30% of income on housing). In reality, some (possibly many) households would see their circumstances change over time such that they would ‘fall out of need’ and this is not accounted for in the analysis. One example would be a newly forming household with an income level that means they spend more than 30% of income on housing. As the household’s income rises, they would potentially pass the affordability test and therefore not have an affordable need.
- 4.43 Additionally, there is the likelihood when looking over the longer-term that a newly forming household will become an existing household in need and would be counted twice if trying to multiply the figures out for a whole plan period.

- 4.44 It also needs to be remembered the affordability test used for analysis is based on assuming a household spends no more than 30% of their income on housing (when privately renting). In reality, many households will spend more than this and so would be picked up by modelling as in need but in fact are paying for a private sector tenancy. The English Housing Survey (2022-23) estimates private tenants are paying an average of 32% of income on housing (including benefit support) and this would imply that around half are spending more than the affordable level assumed in this report (if a similar figure were to be seen for Mansfield).
- 4.45 A further consideration is that some 57 of the 279 per annum affordable need is from households able to afford to rent a home but not buy. Technically, these households can afford market housing (to rent) and historically would not have been considered as having a need in assessments such as this – until recently only households unable to buy OR rent would be considered as having a need for affordable housing. For these reasons these households have not been included in the analysis looking at households with and without accommodation.
- 4.46 Finally, it should be recognised that Planning Practice Guidance does not envisage that all needs will be met (whether this is affordable housing or other forms of accommodation such as for older people). Paragraph 67-001 of housing needs of different groups states:

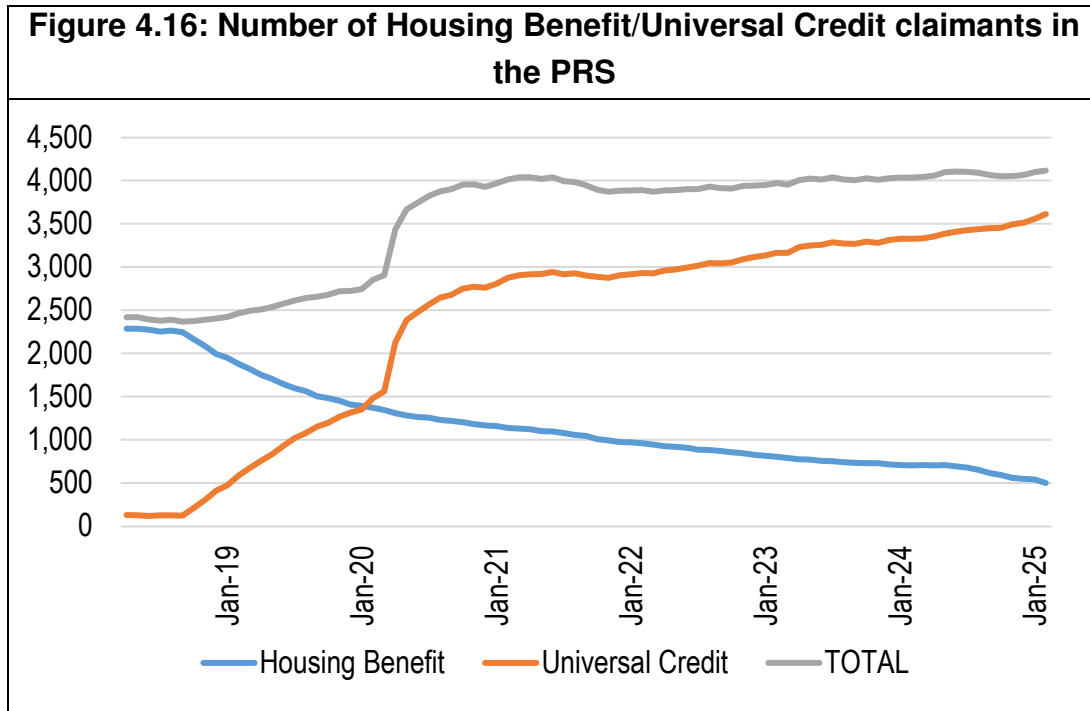
“This guidance sets out advice on how plan-making authorities should identify and plan for the housing needs of particular groups of people. This need may well exceed, or be proportionally high in relation to, the overall housing need figure calculated using the standard method. This is because the needs of particular groups will often be calculated having consideration to the whole population of an area as a baseline as opposed to the projected new households which form the baseline for the standard method”.

Role of the Private Rented Sector (PRS)

- 4.47 The discussion above has already noted that the need for affordable housing does not generally lead to a need to increase overall housing provision. However, it is worth briefly thinking about how affordable need works in practice and the housing available to those unable to access market housing without Housing Benefit. In particular, the role played by the Private Rented Sector (PRS) in providing housing for households who require financial support in meeting their housing needs should be recognised.

- 4.48 Whilst the Private Rented Sector (PRS) does not fall within the types of affordable housing set out in the NPPF (other than affordable private rent which is a specific tenure separate from the main ‘full market’ PRS), it has evidently been playing a role in meeting the needs of households who require financial support in meeting their housing need. Government recognises this, and indeed legislated through the 2011 Localism Act to allow Councils to discharge their “homelessness duty” through providing an offer of a suitable property in the PRS.
- 4.49 Data from the Department of Work and Pensions (DWP) has been used to look at the number of Housing Benefit supported private rented homes. As of February 2025, it is estimated that there were around 4,100 benefit claimants in the Private Rented Sector in Mansfield. From this, it is clear that the PRS contributes to the wider delivery of ‘affordable homes’ with the support of benefit claims.
- 4.50 Whilst the PRS is providing housing for some households, there are, however, significant risks associated with future reliance on the sector to meet an affordable housing need. The last couple of years have seen rents increase whilst Local Housing Allowance (LHA) levels have remained static. In the Autumn Statement 2023, the then Government increased the LHA rent to the 30th percentile of market rents (although this is based on existing rents and not rents likely to be payable by those moving home). However, demand pressure could nonetheless have some impact of restricting future supply of PRS properties to those in need; emphasising the need to support delivery of genuinely affordable homes.
- 4.51 The figure below shows the trend in the number of claimants in the Council area. This shows there has been a notable increase since March 2020, which is likely to be related to the Covid-19 pandemic. However, even the more historical data shows a substantial number of households claiming benefit support for their housing in the private sector (typically in excess of 2,500 households).
- 4.52 The data about the number of claimants does not indicate how many new lettings are made each year in the PRS. However, data from the English Housing Survey (EHS) over the past three years indicates that nationally around 7% of private sector tenants are new to the sector each year. If this figure is applied to the number of households claiming Housing Benefit/Universal Credit (HB/UC) then this would imply around 290 new benefit supported lettings in the sector.

- 4.53 Whilst we would not recommend including PRS supply as part of the modelling, not least as it is uncertain whether the availability of homes will remain at this level as well as concerns about the security of tenure, it is the case that the sector does provide housing and again the overall analysis does not point to the need to increase overall provision.



- 4.54 Whilst housing delivery through the Local Plan Review can be expected to secure additional affordable housing it needs to be noted that delivery of affordable housing through planning obligations is an important, but not the only means, of delivering affordable housing; and the Council should also work with housing providers to secure funding to support enhanced affordable housing delivery on some sites and through use of its own land assets.
- 4.55 Overall, it is difficult to link the need for affordable housing to the overall housing need; indeed, there is no justification for trying to make the link. Put simply the two do not measure the same thing and in interpreting the affordable need figure, consideration needs to be given to the fact that many households already live in housing, and do not therefore generate an overall net need for an additional home. Further issues arise as the need for affordable housing is complex and additionally the extent of concealed and homeless households needs to be understood as well as the role played by the private rented sector.

- 4.56 Regardless of the discussion above, the analysis identifies a notable need for affordable housing, and it is clear that provision of new affordable housing is an important and pressing issue across the study area. It does, however, need to be stressed that this report does not provide an affordable housing target; the amount of affordable housing delivered will be limited to the amount that can viably be provided. As noted previously, the evidence does however suggest that affordable housing delivery should be maximised where opportunities arise.

Types of Affordable Housing

- 4.57 The analysis above has clearly pointed to a need for affordable housing, and particularly for households who are unable to buy OR rent in the market. There are a range of affordable housing options that could meet the need which will include rented forms of affordable housing (such as social or affordable rents) and products which might be described as intermediate housing (such as shared ownership or discounted market housing/First Homes). These are discussed in turn below.

Social and Affordable Rented Housing

- 4.58 The table below shows current rent levels in the district for a range of products along with relevant local housing allowance (LHA) rates. All of Mansfield District falls into the North Nottingham Broad Rental Market Area (BRMA). Data about average social and affordable rents has been taken from the Regulator of Social Housing (RSH) and this is compared with lower quartile market rents. This analysis shows that social rents are significantly lower than affordable rents; the analysis also shows that affordable rents are well below lower quartile market rents – particularly for larger property sizes.
- 4.59 The LHA rates for all sizes of home are below lower quartile market rents for all sizes of accommodation. This does potentially mean that households seeking accommodation in many locations may struggle to secure sufficient benefits to cover their rent.

Figure 4.17: Comparison of rent levels for different products – Mansfield				
	Social rent	Affordable rent (AR)	Lower quartile (LQ) market rent	LHA
1-bedroom	£319	£420	£575	£444
2-bedrooms	£374	£491	£700	£549
3-bedrooms	£405	£528	£825	£583
4-bedrooms	£433	£529	£995	£808
ALL	£376	£489	£700	-

Source: RSH, market survey and VOA

- 4.60 To some extent it is easier to consider the data above in terms of the percentage one housing cost is of another and this is shown in the tables below. Focusing on 2-bedroom homes the analysis shows that social rents are significantly cheaper than market rents (and indeed affordable rents) and that affordable rents (as currently charged) represent 70% of a current lower quartile rent.

Figure 4.18: Difference between rent levels for different products – Mansfield			
	Social rent as % of affordable rent	Social rent as % of LQ market rent	Affordable rent as % of LQ market rent
1-bedroom	76%	56%	73%
2-bedrooms	76%	53%	70%
3-bedrooms	77%	49%	64%
4-bedrooms	82%	43%	53%
ALL	77%	54%	70%

Source: RSH and market survey

- 4.61 The table below suggests that around 16% of households who cannot afford to rent privately could afford an affordable rent at 80% of market rents, with a further 9% being able to afford current affordable rents. There are also an estimated 18% who can afford a social rent (but not an affordable one). A total of 57% of households would need some degree of benefit support (or spend more than 30% of income on housing) to be able to afford their housing (regardless of the tenure). This analysis points to a clear need for social rented housing.

Figure 4.19: Estimated need for rented affordable housing (% of households able to afford to buy OR rent)	
	% of households able to afford
Afford 80% of market rent	16%
Afford current affordable rent	9%
Afford social rent	18%
Need benefit support	57%
All unable to afford market	100%

Source: Affordability analysis

- 4.62 The analysis indicates that provision of at least 75% of rented affordable housing at social rents could be justified; albeit in setting planning policies, this will need to be considered alongside viability evidence. Higher provision at social rents will reduce the support through housing benefits required to ensure households can afford their housing costs.

Intermediate Housing

- 4.63 As well as rented forms of affordable housing, the Council could seek to provide forms of intermediate housing with the analysis below considering the potential affordability of shared ownership and discounted market sale housing (which could include First Homes). Generally, intermediate housing will be a newbuild product, sold at a discount (or on a part buy, part rent arrangement with shared ownership) and will therefore be based on the Open Market Value (OMV) of a new home.
- 4.64 The table below sets out a suggested maximum purchase price for affordable home ownership/First Homes in the Mansfield District by size. It works through first (on the left hand side) what households with an affordable home ownership need could afford (based on a 10% deposit and a mortgage at 4 times' income). The right-hand side of the table then sets out what Open Market Value (OMV) this might support, based on a 30% discount. The able to afford figure is based on a midpoint between the house price a household (just) able to privately rent might be able to afford and the lower quartile house price (or just the lower quartile price where this is higher).
- 4.65 Focussing on 3-bedroom homes, it is suggested that an affordable price is no more than £150,000 and therefore the open market value of homes would need to be no more than £214,300 (if discounted by 30%).

Figure 4.20: Affordable home ownership prices – Mansfield		
	What households able to rent but not buy could afford	Open Market Value (OMV) of Home with 30% Discount
1-bedroom	£70,000	£100,000
2-bedrooms	£105,000	£150,000
3-bedrooms	£150,000	£214,300
4-bedrooms	£213,400	£304,900

Source: JGC analysis

- 4.66 It is difficult to definitively analyse the cost of newbuild homes as these will vary from site-to-site and will be dependent on a range of factors such as location, built-form and plot size. We have however looked at newbuild schemes currently advertised on Rightmove with the table below providing a general summary of existing schemes.
- 4.67 This analysis is interesting as it shows the median newbuild price for all sizes of homes is above the OMV required to make homes affordable to those in the gap between buying and renting. That said, 4-bedroom homes at the bottom end of the price range could potentially be discounted by 30% and considered as affordable.
- 4.68 This analysis shows how important it will be to know the OMV of housing before discount to be able to determine if a product is going to be genuinely affordable in a local context – providing a discount of 30% will not automatically mean it becomes affordable housing. Overall, it is considered the evidence does not support a need for First Homes (or other discounted market products) in a local context.

Figure 4.21: Estimated newbuild housing cost by size – Mansfield			
	No. of homes advertised	Range of prices	Median price
1-bedroom	0	-	-
2-bedrooms	8	£160,000-£275,000	£225,000
3-bedrooms	35	£225,000-£390,000	£250,000
4-bedrooms	27	£285,000-£495,000	£360,000

Source: JGC analysis

- 4.69 The analysis below moves on to consider shared ownership, for this analysis an assessment of monthly outgoings has been undertaken with a core assumption being that the outgoings should be the same as for renting privately so as to make this tenure genuinely affordable. The analysis has looked at what the OMV would need to be for a shared ownership to be affordable with a 10%, 25% and 50% share. To work out outgoings the mortgage part is based on a 10% deposit (for the equity share) and a repayment mortgage over 25-years at 5% with a rent at 2.75% per annum on unsold equity.
- 4.70 The findings for this analysis are interesting and do point to the possibility of shared ownership being a more affordable tenure than discounted market housing (including First Homes).
- 4.71 By way of an explanation of this table (focussing on 2-bedroom homes) – if a 50% equity share scheme came forward then it is estimated the OMV could not be above £185,000 if it is to be genuinely affordable (due to the outgoings being in excess of the cost of privately renting). However, given the subsidised rents, the same level of outgoings could be expected with a 10% equity share but a much higher OMV of £270,000. Although affordability can only be considered on a scheme by scheme basis, it is notable that we estimate a median 2-bedroom newbuild to cost around £225,000 – for this size of accommodation, this points to shared ownership at a 25% equity share level as being genuinely affordable, although lower shares could increase the number of households able to afford.

Figure 4.22: Estimated OMV of Shared Ownership to be an affordable product with a 50%, 25% and 10% Equity Share by Size – Mansfield			
	50% share	25% share	10% share
1-bedroom	£152,000	£189,000	£222,000
2-bedroom	£185,000	£231,000	£270,000
3-bedroom	£218,000	£272,000	£318,000
4-bedrooms	£264,000	£328,000	£384,000

Source: JGC analysis

- 4.72 A further affordable option is Rent to Buy; this is a Government scheme designed to ease the transition from renting to buying the same home. Initially (typically for five years) the newly built home will be provided at the equivalent of an affordable rent (approximately 20% below the market rate). The expectation is that the discount provided in that first five years is saved in order to put towards a deposit on the purchase of the same property. Rent to Buy can be advantageous for some households as it allows for a smaller 'step' to be taken on to the home ownership ladder.
- 4.73 At the end of the five-year period, depending on the scheme, the property is either sold as a shared ownership product or to be purchased outright as a full market property. If the occupant is not able to do either of these then the property is vacated.
- 4.74 In order to access this tenure, it effectively requires the same income threshold for the initial phase as a market rental property although the cost of accommodation will be that of affordable rent. The lower-than-market rent will allow the household to save for a deposit for the eventual shared ownership or market property. In considering the affordability of rent-to-buy schemes there is a direct link to the income required to access affordable home ownership (including shared ownership). It should therefore be treated as part of the affordable home ownership products suggested by the NPPF.

Consultation with the Council's Housing Team

- 4.75 In addition to the analysis above, consultation was undertaken with the Council's Housing Team to discuss a range of issues, including around affordable housing. A summary of this discussion is presented below although parts are also relevant to other sections of this report (e.g. about the mix of housing in the following section and with regard to needs of older people).
- 4.76 The Council is a stock-owning authority, with a housing portfolio comprising between 6,500 and 7,000 properties, the majority of which are managed directly and cater to general housing needs. Among the support services provided are a pull-cord emergency system and warden support across several sheltered housing schemes.

- 4.77 A notable issue pertains to the upper floors in sheltered accommodation. The “stay put” policy in the event of fire discourages individuals with mobility impairments from taking up tenancies in such units, particularly where lifts are present but confidence in their use during emergencies is limited. Consequently, there is no current need for additional upper-floor sheltered housing.
- 4.78 There is, however, a shortage of larger family homes. The Council is actively reviewing cases of overcrowding, with only 150 properties comprising four bedrooms or more, of which just three have five bedrooms. Many three-bedroom homes are modest in size, and their layout (e.g. lack of convertible reception rooms) limits flexibility. Furthermore, the Council’s housing stock does not include large blocks of flats or three-bedroom flats.
- 4.79 The housing register reflects a mixed demand across property sizes, but there is a particular need for one-bedroom ground-floor accommodation and family homes with three or four bedrooms.
- 4.80 While the Council has a considerable number of bungalows and sheltered units suited to those requiring ground-floor living, demand remains high.
- 4.81 Mansfield is a densely populated area, and there is an identified need for increased provision of affordable housing.. Existing concentrations of social housing in areas such as Bellamy Road are considered sufficient. This locality suffers from limited public transport and high deprivation levels, creating accessibility challenges for residents. The settlement of Warsop generates the least interest from applicants due to its geographical detachment from the rest of the district.

Trends in Housing Applications and Homelessness

- 4.82 The Council has experienced a consistent increase in housing register applications, including a notable rise in applications from households in full-time employment. Care leavers from across Nottingham are also contributing to the growing demand. Outside Nottingham City, the district has some of the highest rates of rough sleeping and residents with support needs.
- 4.83 Mansfield offers many of the benefits associated with city living but at a more affordable cost, and it enjoys strong public transport links to Nottingham, making it an attractive option for many.

- 4.84 Despite proactive renewal efforts, the volume of new applications continues to exceed those renewed, rising from 1,341 renewals compared to 2,411 new applications between 2020/21 and 2023/24. During this period, there was also a marked increase in the number of Band 1 households, which rose from 336 in 2020 to 754 in 2024.
- 4.85 There has similarly been a significant rise in homelessness applications, increasingly from working families. Key contributing factors include rising private rental costs and landlords selling their properties. The number of homelessness duties rose from 195 in 2020/21 to 517 in 2024/25. Average waiting times vary by banding: Band 1 applicants wait an average of 8.5 months; Band 2, 13.5 months; and Band 3, 17 months.

Choice-Based Lettings (CBL) and Local Demand Patterns

- 4.86 Within the CBL system, the most sought-after areas are Oak Tree, Ladybrook, and Mansfield Woodhouse. The highest number of bids are received for family homes with two, three, or four bedrooms.
- 4.87 While the Council faces various challenges, it has implemented a robust maintenance programme, including the removal of asbestos during property void periods. Void rates remain low, indicating that the overall stock is in good condition, although exceptions do exist.

Private Rented Sector and Shared Ownership

- 4.88 Single males constitute the largest applicant group, though there is increasing demand from families who might otherwise access the private rented sector (PRS). The PRS meets some of the demand for single persons, particularly through Houses in Multiple Occupation (HMOs), which are often the only affordable option for individuals without high incomes. However, there is a shortage of one-bedroom PRS properties.
- 4.89 Many HMOs present issues related to safety and overcrowding. These properties are frequently owned by absentee landlords and managed by third-party companies with little connection to the local community. They tend to be expensive despite lacking amenities such as en-suite bathrooms or communal spaces, and typically, all rooms are let as bedrooms.

- 4.90 There is limited provision of shared ownership (SO) housing in the district, and most registered providers have expressed minimal interest in expanding this tenure.

Affordability and Housing Delivery

- 4.91 Affordable rents remain tied to Local Housing Allowance (LHA) rates, which are becoming increasingly strained. Although affordability issues are becoming more apparent, the Council lacks sufficient evidence to formally substantiate the problem. Recent housing delivery has focused entirely on homes for social rent, a trend the Council is keen to see continue. Without this, they would be unable to meet their statutory housing obligations.
- 4.92 There has been significant delivery of both family and sheltered housing, and the Council's strategic focus is to maintain momentum in delivering family-sized social housing. In addition, there is an identified need for shared ownership properties. With ongoing stock loss due to Right to Buy, shared ownership could help meet the aspirations of residents who are keen to purchase their homes. This latent demand is evident in the number of tenants reportedly "counting down the days" to buy their property. A dedicated shared ownership programme may provide a better alternative for this cohort.
- 4.93 Finally, the condition of the PRS is generally poor, and housing-related homelessness is frequently linked to disrepair. Many landlords operate on a part-time or passive basis, failing to maintain their properties adequately. As a result, tenants often pay significant sums for substandard accommodation.

Policy Response

- 4.94 It is not possible through the Housing Needs Study to set out the amount of affordable housing to be required through policy as this will largely depend on the viability of provision. We do however note the Council's current policy position in the adopted Local Plan (Policy H4) which is to seek up to 20% of homes as affordable housing depending on location and whether or not the site is greenfield or brownfield. No split is provided between rented and intermediate products although policy states *'the council will consider the type of property and tenure in relation to identified needs'*.

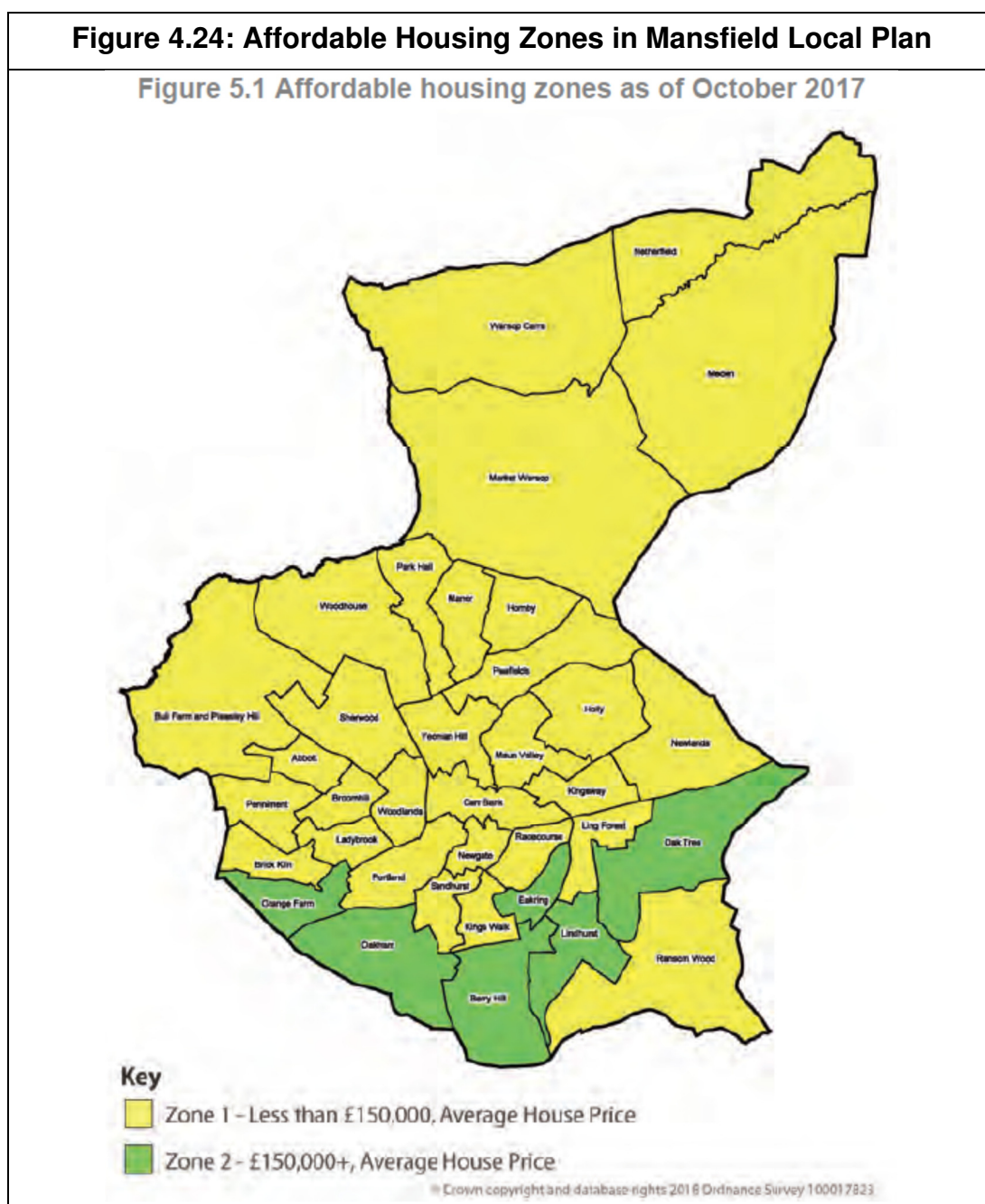
- 4.95 The issue of having different targets in different locations is discussed later in this section and overall it is considered that a 20% overall target could provide a good start point for viability testing. In addition, this report can provide advice on the tenure split, particularly in light of the December 2024 NPPF which says (in paragraph 64) that *'planning policies should specify the type of affordable housing required (including the minimum proportion of Social Rent homes required)'*.
- 4.96 Overall it is recommended the Council consider seeking a split between rented and intermediate housing in an 80:20 ratio. This is in-line with the analysis of the split between needs from households unable to rent or buy and those able to rent but not buy. Arguably a higher proportion of rented homes could be sought as those households with a need for rented products are more likely to have acute needs and fewer options in the housing market. However, it is considered that some intermediate delivery would help in creating and maintaining mixed and balanced communities.
- 4.97 In terms of types of affordable housing, the analysis suggests around 75% of rented homes should be at social rents (the rest at affordable rents). The analysis also suggests due to the cost of newbuild housing there is unlikely to be a role for discounted market housing (including First Homes) with the main focus likely to be on shared ownership (and possible rent-to-buy housing).
- 4.98 The following table sets out a suggested tenure split based on the evidence in this report. This would still be subject to viability and also the potential for alternative choices to be made by the Council – for example, it is possible that increasing levels of intermediate housing would increase overall delivery and this may be considered preferable to providing homes at social rents (of course the opposite could also be the decision made – more social rents, fewer homes overall).
- 4.99 Overall, the recommendation is for an 80:20 split, with the majority (c75%) of rented housing at social rents and the 20% of intermediate housing focussing on shared ownership and rent-to-buy; no targets are suggested for discounted market sale or First Homes. The categories used in the table below are consistent with the affordable housing definitions set out in Annex 2 of the NPPF.

Figure 4.23: Suggested mix of affordable housing – Mansfield	
Type of affordable housing	Recommended Target (subject to viability)
a) Social Rent	60%
b) Other affordable housing to rent	20%
c) Discounted market sales housing	N/A
d) Other affordable routes to home ownership (Shared Ownership, Rent to Buy)	20%

Source: JGC analysis

4.100 Returning to the issue of different target in different locations the analysis recognises the zones in the adopted plan as a start point, with these being shown in on the map below (taken from the Local Plan). The plan uses house price data from 2017 and is based on the ward boundaries in place at that time. Overall, six wards are defined as being in Zone 2 where prices are higher and therefore attract a 20% target (on green field sites). The six wards are:

- Lindhurst
- Berry Hill
- Oakham
- Eakring
- Grange Farm
- Oak Tree



Source: Mansfield District Council adopted Local Plan (2020)

4.101 The table below shows average (median) house prices as recorded by Land Registry for the year ending March 2023 – this slightly historical data being used to allow for a like for like area comparison with the ward areas used in the plan. This shows the Zone 2 areas (highlighted in bold) are generally some of the more expensive locations in the District, but that this is not universal – Oak Tree for example shows a much lower average prices than the majority of wards.

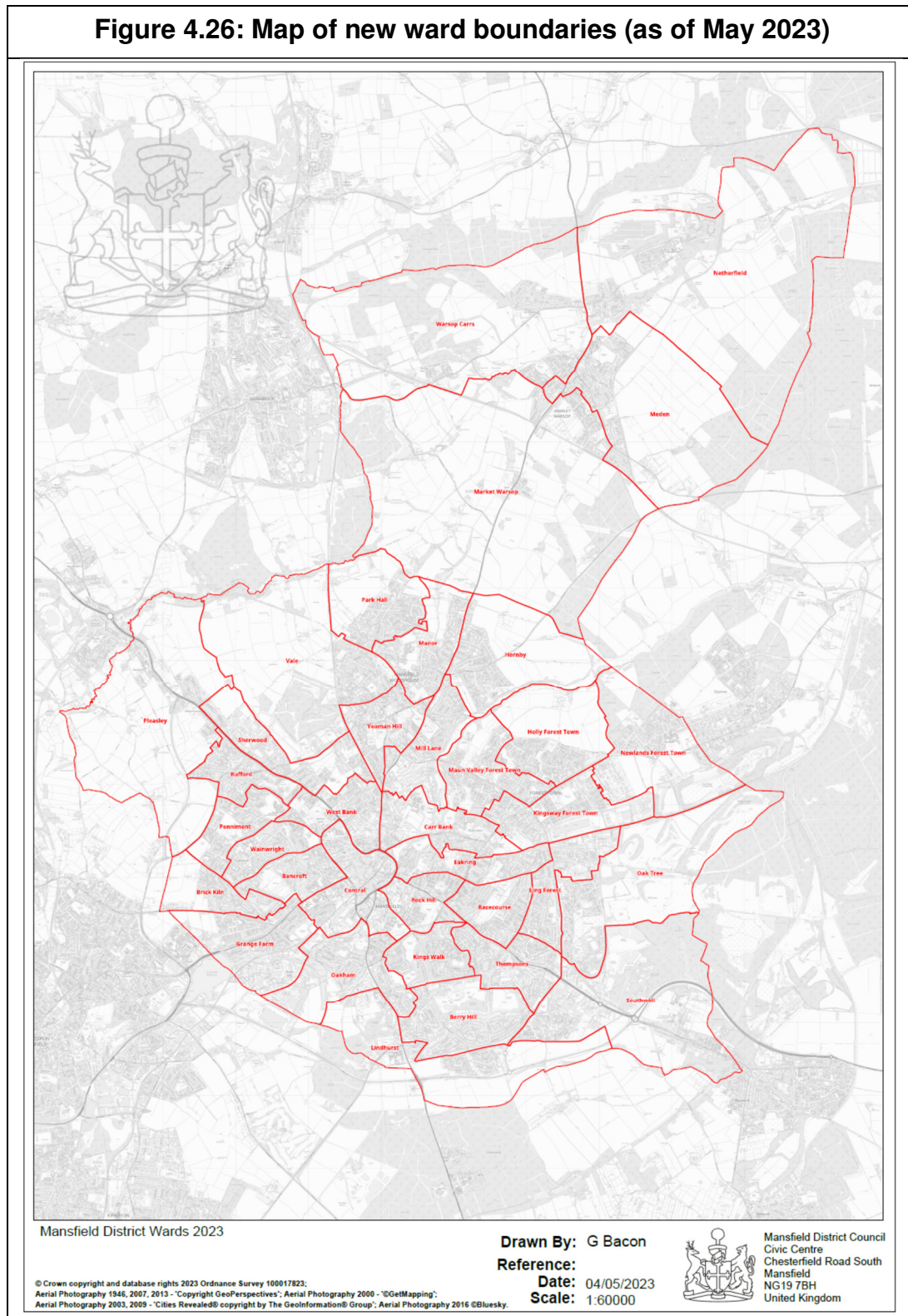
4.102 On the basis of this analysis it is not considered reasonable to continue with the current location split in the plan. Clearly values in areas can vary over time, whilst a jump in targets (in the case of the current plan from 10% to 20%) does not seem to reflect the relatively close average prices of many locations. For example, as of 2023 the lowest average price of the top six wards was £208,000 whilst the seventh ward is a very similar £205,000.

4.103 This might suggest having just a single zone might be appropriate; however there are clear differences in locations (from a low of £110,000 up to around £275,000). Having a single zone might mean targets would need to be lower so that the plan is viable and this could lead to less delivery overall. Additionally, a single figure could lead to more viability challenges. Therefore, the Council could consider retaining two (or possibly more) zones although the data does make it difficult to be definitive as to how these zones might be drawn.

Figure 4.25: Median house price by ward (year to March 2023)			
Ward	Median price	Ward	Median price
Lindhurst	£274,500	Ransom Wood	£171,375
Berry Hill	£272,500	Sandhurst	£167,000
Oakham	£265,000	Yeoman Hill	£160,000
Eakring	£220,000	Newlands	£158,000
Ling Forest	£218,750	Ladybrook	£154,775
Hornby	£208,000	Meden	£154,250
Manor	£205,000	Bull Farm & Pleasley Hill	£152,250
Grange Farm	£203,000	Market Warsop	£147,000
Peafields	£202,000	Brick Kiln	£145,000
Holly	£200,000	Park Hall	£142,500
Woodlands	£188,500	Penniment	£141,500
Maun Valley	£185,000	Netherfield	£141,000
Abbott	£182,000	Oak Tree	£140,065
Sherwood	£180,000	Carr Bank	£132,000
Kings Walk	£180,000	Woodhouse	£130,000
Warsop Carrs	£175,000	Broomhill	£128,000
Kingsway	£175,000	Newgate	£125,000
Racecourse	£172,500	Portland	£110,000

Source: ONS (HPSSA dataset 37)

4.104 The analysis above has been based on wards as they were drawn in March 2023 for comparison with the Local Plan. Ward boundaries have since changed with the map below showing new boundaries (which have been in place since May 2023).



Source: Mansfield District Council

4.105 A similar analysis of median prices is shown in the table below based on the new wards – data is for 2024 and has been ordered by average price. This again shows quite a range of average prices although splitting into zones is again not clearcut (although we would note that all four of the highest prices are in areas to the South West of the District).

4.106 It may be for the Council to work with their viability consultant to look at a sensible way to derive zones so as to ensure a viable plan whilst not compromising the potential delivery of affordable housing.

Figure 4.27: Median house price by ward (2024)			
Ward	Median price	Ward	Median price
Berry Hill	£388,300	Rufford	£178,300
Lindhurst	£263,300	Grange Farm	£177,000
Thompsons	£260,300	Penniment	£175,000
Southwell	£238,700	Park Hall	£172,000
Hornby	£223,000	Mill Lane	£162,000
Oakham	£220,000	Netherfield	£160,000
Kings Walk	£212,500	Racecourse	£158,300
Manor	£205,500	Vale	£157,000
Ling Forest	£203,000	Brick Kiln	£155,500
Pleasley	£202,500	Yeoman Hill	£155,000
Holly Forest Town	£201,600	Carr Bank	£145,000
Newlands Forest Town	£197,000	Oak Tree	£145,000
Kingsway Forest Town	£195,000	Market Warsop	£143,000
Sherwood	£194,000	Wainwright	£141,500
Eakring	£191,700	Bancroft	£137,500
Maun Valley Forest Town	£182,000	West Bank	£130,500
Meden	£181,300	Rock Hill	£121,000
Warsop Carrs	£178,500	Central	£109,800

Source: JGC analysis of Land Registry Price Paid data

- 4.107 On the subject of greenfield versus brownfield, it is difficult for this report to conclusively say if a different target is reasonable as this will be largely determined by viability. However, in principle it is considered that the same target should apply in the plan (partly for simplicity) but that recognition needs to be given to the likelihood that in some cases brownfield sites will be less viable to provide affordable housing.
- 4.108 Overall, it is therefore concluded that the Council could consider maintaining zones for different targets for affordable housing. However, it is difficult to definitively say how such zones should be drawn (and how many are appropriate). The large variation in house prices in different parts of the District does however point to a potential need for different targets across locations. It is also recommended that the plan includes an indication of the types of affordable housing to be sought as this should help in meeting some of the more acute needs in the District.

Affordable Housing Need: Key Messages

- Analysis has been undertaken to estimate the annual need for affordable housing. This includes taking account of local housing costs (to both buy and rent) along with estimates of household income. The evidence indicates that there is an acute need for affordable housing in the study area and a need in both sub-areas.
- The majority of need is from households who are unable to buy OR rent and therefore points particularly towards a need for rented affordable housing rather than affordable home ownership. However, certain products (such as shared ownership) could potentially be made available to households at a cost below the cost of privately renting and would therefore meet some of the need from those unable to access any form of market housing (without subsidy).
- Despite the level of need being high, it is not considered that this points to any requirement for the Council to increase the Local Plan housing requirement due to affordable needs. The link between affordable need and overall need (of all tenures) is complex and in trying to make a link it must be remembered that many of those picked up as having an affordable need are already in housing (and therefore do not generate a net additional need for a home). In addition, the private rented sector is providing benefit supported accommodation for many households. That said, the level of affordable need does suggest the Council should maximise the delivery of such housing at every opportunity.
- The analysis suggests there will be a need for both social and affordable rented housing – the latter will be suitable particularly for households who are close to being able to afford to rent privately and possibly also for some households who claim full Housing Benefit. It is however clear that social rents are more affordable and could benefit a wider range of households – social rents could therefore be prioritised where delivery does not prejudice the overall delivery of affordable homes.
- This study also considers different types of Affordable Home Ownership (AHO) – notably First Homes and shared ownership as each may have a role to play. Shared ownership is likely to be suitable for households with more marginal affordability (e.g. those only just able to afford to rent privately) as it has the advantage of a lower deposit and subsidised rent, although equity share levels of around 25% are likely to be needed to make this tenure ‘genuinely’ affordable. There was no strong evidence of a need for First Homes or discounted market housing more generally.

Affordable Housing Need: Key Messages (cont...)

- Although this report cannot provide an overall target for affordable housing (as this will be determined by viability) it can provide advice about the most appropriate tenure split. Overall, the recommendation is for an 80:20 split between rented and intermediate housing, with the majority (c75%) of rented housing at social rents and the 20% of intermediate housing focussing on shared ownership and rent-to-buy; no targets are suggested for discounted market sale or First Homes.
- Overall, the analysis identifies a notable need for affordable housing, and it is clear that provision of new affordable housing is an important and pressing issue in the area. It does however need to be stressed that this report does not provide an affordable housing target; the amount of affordable housing delivered will be limited to the amount that can viably be provided. The evidence does however suggest that affordable housing delivery (and particularly social rents) should be maximised where opportunities arise.

5. Need for Different Sizes of Homes

Introduction

- 5.1 This section considers the appropriate mix of housing across Mansfield, with a particular focus on the sizes of homes required in different tenure groups. This section looks at a range of statistics in relation to families (generally described as households with dependent children) before moving on to look at how the number of households in different age groups are projected to change moving forward.

Background Data

- 5.2 The number of families in Mansfield (defined for the purpose of this assessment as any household which contains at least one dependent child) totalled 13,200 as of the 2021 Census, accounting for 27% of households; this proportion is broadly similar to that seen across other areas although the slightly higher proportion of lone parent households and fewer married couples (with dependent children) is notable.

Figure 5.1: Households with Dependent Children (2021)					
	Mansfield		Nottinghamshire	East Midlands	England
	No.	%	%	%	%
Married couple	5,768	12.0%	13.4%	13.8%	14.4%
Cohabiting couple	2,937	6.1%	5.4%	5.1%	4.5%
Lone parent	3,373	7.0%	6.3%	6.5%	6.9%
Other households with dependent children ¹⁸	1,094	2.3%	1.8%	2.4%	2.7%
All other households	34,860	72.6%	73.2%	72.2%	71.5%
Total	48,032	100.0%	100.0%	100.0%	100.0%
Total with dependent children	13,172	27.4%	26.8%	27.8%	28.5%

Source: Census (2021)

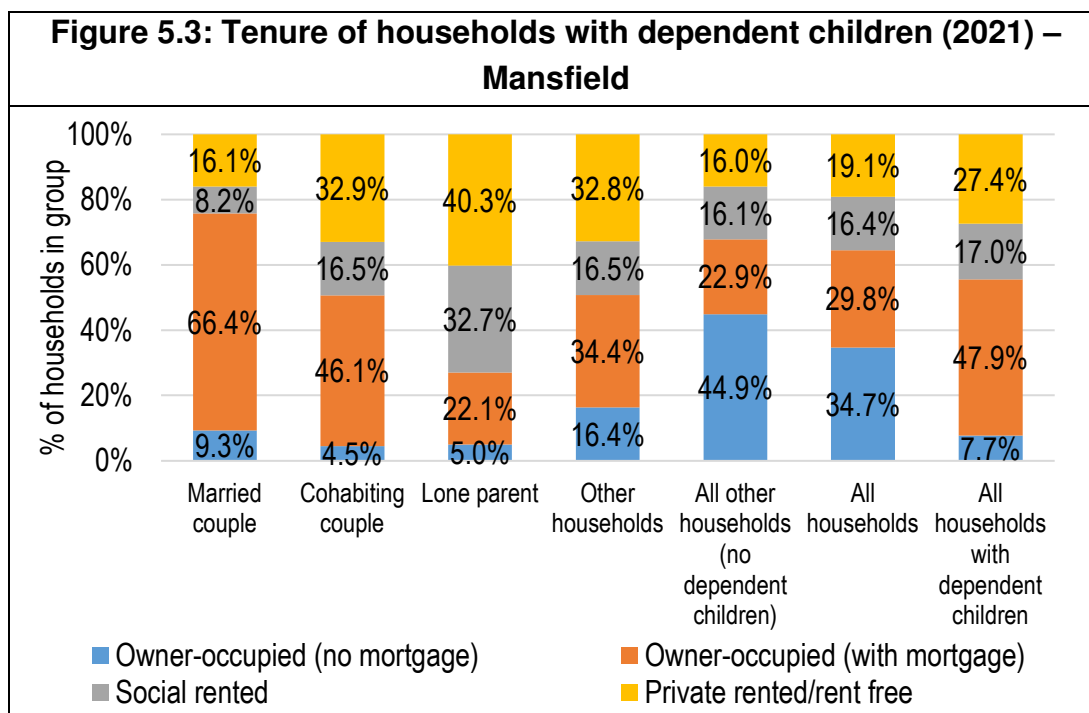
¹⁸ Although the numbers are relatively small the other households category will include multi-generational households and also households with multiple unrelated adults.

- 5.3 The table below shows the same information for each of the sub-areas. There are modest variations in the proportion of households with dependent children, this being slightly higher in Warsop (at 29% of households), although this location does have a lower proportion of married couples with dependent children.

Figure 5.2: Households with Dependent Children (2021) – sub-areas			
	Warsop	Mansfield	District
Married couple	11.7%	12.0%	12.0%
Cohabiting couple	6.8%	6.0%	6.1%
Lone parent	7.5%	7.0%	7.0%
Other households with dependent children	2.6%	2.2%	2.3%
All other households	71.4%	72.7%	72.6%
Total	100.0%	100.0%	100.0%
Total with dependent children	28.6%	27.3%	27.4%

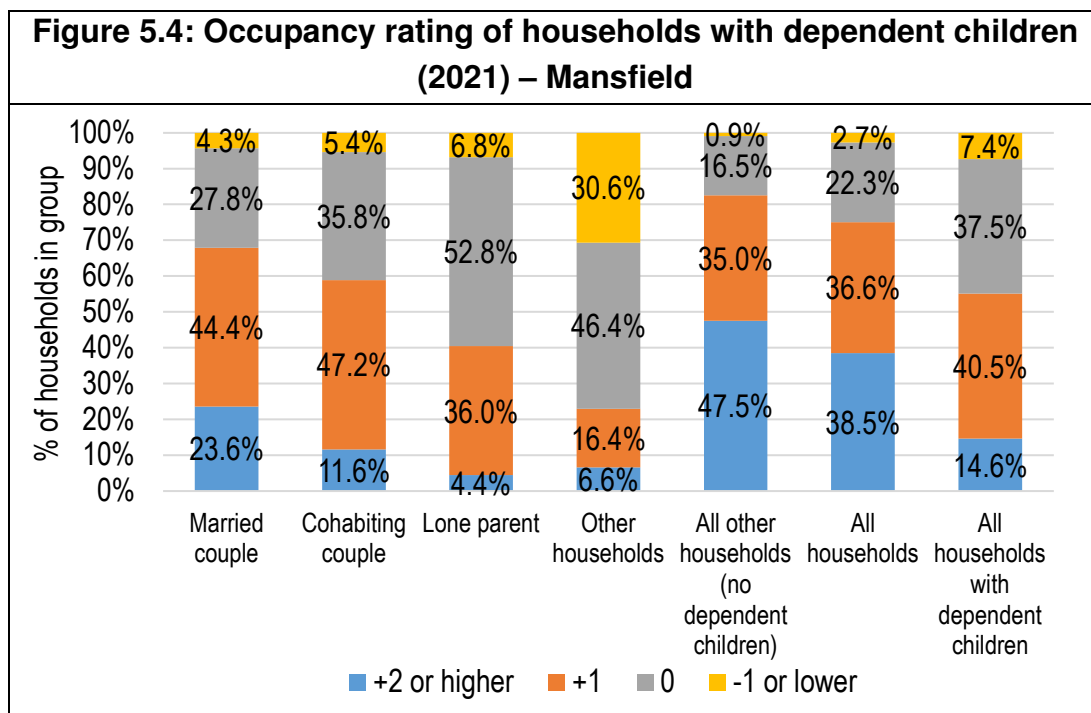
Source: Census (2021)

- 5.4 The figure below shows the current tenure of households with dependent children. There are some considerable differences by household type with lone parents having a very high proportion living in the social rented sector and also in private rented accommodation. Across the District, only 27% of lone-parent households are owner-occupiers compared with 76% of married couples with children.



Source: Census (2021)

- 5.5 The figure below shows levels of overcrowding and under-occupancy of households with dependent children. This shows higher levels of overcrowding (minus figure) for all household types with dependent children with 7% of all lone parents and 31% of 'other' households being overcrowded. Overall, some 7% of households with dependent children are overcrowded, compared with around 1% of other households. Levels of under-occupancy (positive figures) are also notably lower in households with dependent children.



Source: Census (2021)

Mix of Housing

- 5.6 A model has been developed that starts with the current profile of housing in terms of size (bedrooms) and tenure. Within the data, information is available about the age of households and the typical sizes of homes they occupy. By using demographic projections, it is possible to see which age groups are expected to change in number, and by how much.
- 5.7 On the assumption that occupancy patterns for each age group (within each tenure) remain the same, it is therefore possible to assess the profile of housing needed is over the assessment period (taken to be 2023-43 to be consistent with other analysis in this report).

- 5.8 An important starting point is to understand the current balance of housing in the area – the table below profiles the sizes of homes in different tenure groups across areas. The data shows a market stock (owner-occupied) that is dominated by 3+-bedroom homes (making up 78% of the total in this tenure group, the same proportion as across the East Midlands but with fewer 4+-bedroom homes). The profile of the social rented sector is broadly similar across areas whilst the private rented sector sees a similar average size as the East Midlands, but with fewer 1-bedroom and 4+-bedroom homes – the private rented stock is generally larger than seen nationally. Observations about the current mix feed into conclusions about future mix later in this section.

Figure 5.5: Number of Bedrooms by Tenure, 2021				
		Mansfield	East Midlands	England
Owner-occupied	1-bedroom	1%	2%	4%
	2-bedrooms	21%	20%	21%
	3-bedrooms	57%	49%	46%
	4+-bedrooms	21%	29%	29%
	Total	100%	100%	100%
	Ave. no. beds	2.98	3.06	3.01
Social rented	1-bedroom	32%	28%	29%
	2-bedrooms	34%	36%	36%
	3-bedrooms	32%	32%	31%
	4+-bedrooms	3%	4%	4%
	Total	100%	100%	100%
	Ave. no. beds	2.06	2.11	2.10
Private rented	1-bedroom	10%	14%	21%
	2-bedrooms	38%	39%	39%
	3-bedrooms	45%	36%	29%
	4+-bedrooms	7%	11%	11%
	Total	100%	100%	100%
	Ave. no. beds	2.48	2.43	2.30

Source: Census (2021)

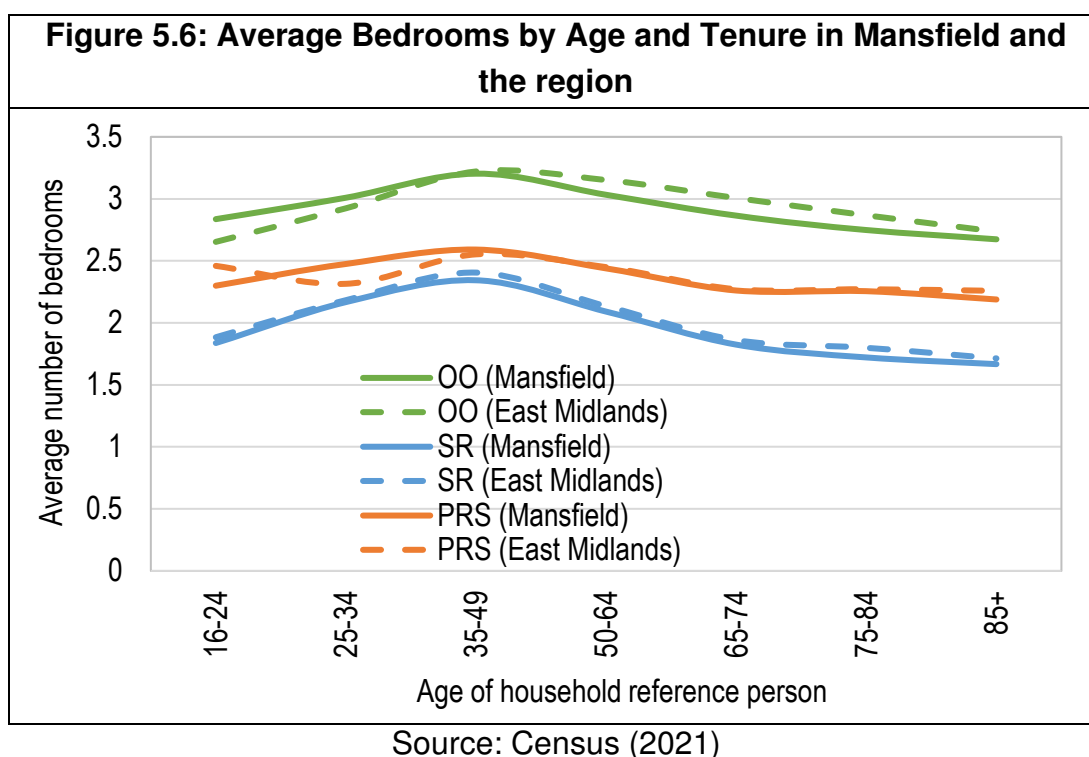
Overview of Methodology

- 5.9 The method to consider future housing mix looks at the ages of the Household Reference Persons (head of household) and how these are projected to change over time. The sub-sections to follow describe some of the key analyses.

Understanding how Households Occupy Homes

- 5.10 Whilst the demographic projections provide a good indication of how the population and household structure will develop, it is not a simple task to convert the net increase in the number of households into a suggested profile for additional housing to be provided. The main reason for this is that in the market sector, households are able to buy or rent any size of property (subject to what they can afford) and therefore knowledge of the profile of households in an area does not directly transfer into the sizes of property to be provided.
- 5.11 The size of housing which households occupy relates more to their wealth and age than the number of people they contain. For example, there is no reason why a single person cannot buy (or choose to live in) a 4-bedroom home as long as they can afford it, and hence projecting an increase in single-person households does not automatically translate into a need for smaller units.
- 5.12 That said, issues of supply can also impact occupancy patterns, for example, it may be that a supply of additional smaller level-access homes would encourage older people to downsize but in the absence of such accommodation, these households remain living in their larger accommodation.
- 5.13 The issue of choice is less relevant in the affordable sector (particularly since the introduction of the social sector size criteria) where households are allocated properties which reflect the size of the household, although there will still be some level of under-occupation moving forward with regard to older person and working households who may be able to under-occupy housing (e.g. those who can afford to pay the spare room subsidy ('bedroom tax')).
- 5.14 The approach used is to interrogate information derived in the projections about the number of household reference persons (HRPs) in each age group and apply this to the profile of housing within these groups (data being drawn from the 2021 Census).

5.15 The figure below shows an estimate of how the average number of bedrooms varies by different ages of HRP and broad tenure group for Mansfield and the East Midlands region. In all sectors, the average size of accommodation rises over time to typically reach a peak around the age of 50. After peaking, the average dwelling size decreases – as typically some households downsize as they get older. The analysis confirms Mansfield as having broadly similar dwelling sizes across tenures, with some differences seen for particular age groups.



5.16 The analysis uses the existing occupancy patterns at a local level as a starting point for analysis and applies these to the projected changes in Household Reference Person by age discussed below. The analysis has been used to derive outputs for three broad categories. These are:

- **Market Housing** – which is taken to follow the occupancy profiles in the market sector (i.e. owner-occupiers and the private rented sector);
- **Affordable Home Ownership** – which is taken to follow the occupancy profile in the private rented sector (this is seen as reasonable as the Government’s desired growth in home ownership looks to be largely driven by a wish to see households move out of private renting); and
- **Rented Affordable Housing** – which is taken to follow the occupancy profile in the social rented sector. The affordable sector in the analysis to follow would include social and affordable rented housing.

Changes to Households by Age

- 5.17 The table below presents the projected change in households by age of household reference person under the Standard Method. This shows growth as being expected in all age groups and in particular older age groups (notably 85+), although some high growth is also projected in younger age groups, in part due to an assumption that household formation could improve over time (and from a low base in the Under 25 age group).

Figure 5.7: Projected Change in Household by Age of HRP in Mansfield				
	2023	2043	Change in Households	% Change
Under 25	1,069	1,969	900	84.2%
25-34	6,572	7,613	1,041	15.8%
35-49	12,196	14,003	1,807	14.8%
50-64	14,225	15,116	891	6.3%
65-74	6,943	7,777	835	12.0%
75-84	5,573	8,221	2,647	47.5%
85+	2,093	3,583	1,491	71.2%
TOTAL	48,670	58,282	9,612	19.7%

Source: JGC analysis

Modelled Outputs

- 5.18 By following the methodology set out above and drawing on the sources shown, a series of outputs have been derived to consider the likely size requirement of housing within each of the three broad tenures at a local authority level. The analysis is based on considering both local and regional occupancy patterns. The data linking to local occupancy will to some extent reflect the role and function of the local area, whilst the regional data will help to establish any particular gaps (or relative surpluses) of different sizes/tenures of homes when considered in a wider context.
- 5.19 The table below shows the modelled outputs of need by dwelling size in the three broad tenures. Market housing focusses on 3+-bedroom homes, affordable home ownership on 2- and 3-bedroom accommodation and rented affordable housing showing a slightly smaller profile again.

Figure 5.8: Modelled Mix of Housing by Size and Tenure – Mansfield				
	1- bedroom	2- bedrooms	3- bedrooms	4+- bedrooms
Market	5%	29%	49%	17%
Affordable home ownership	15%	40%	35%	10%
Affordable housing (rented)	32%	36%	29%	3%

Source: JGC analysis

Rightsizing

- 5.20 The analysis above sets out the potential need for housing if occupancy patterns remain the same as they were in 2021 (with differences from the current stock profile being driven by demographic change). It is however worth also considering that the 2021 profile will have included households who are overcrowded (and therefore need a larger home than they actually live in) and also those who under-occupy (have more bedrooms than they need).
- 5.21 There is a case to seek for new stock to more closely match actual size requirements. Whilst it would not be reasonable to expect to remove all under-occupancy (particularly in the market sector) it is the case that in seeking to make the most efficient use of land it would be prudent to look to reduce this over time. Further analysis has been undertaken to take account of overcrowding and under-occupancy (by tenure).
- 5.22 The table below shows a cross-tabulation of a household's occupancy rating and the number of bedrooms in their home (for owner-occupiers). This shows a high number of households with at least 2 spare bedrooms who are living in homes with 3 or more bedrooms. There are also a small number of overcrowded households. In the owner-occupied sector in 2021, there were 27,400 households with some degree of under-occupation and around 370 overcrowded households – some 88% of all owner-occupiers have some degree of under-occupancy.

Figure 5.9: Cross-tabulation of occupancy rating and number of bedrooms (owner-occupied sector) – Mansfield					
Occupancy rating	Number of bedrooms				
	1-bed	2-bed	3-bed	4+-bed	TOTAL
+2 spare bedrooms	0	0	10,709	5,330	16,039
+1 spare bedrooms	0	5,350	4,911	1,098	11,359
0 “Right sized”	331	948	1,739	187	3,205
-1 too few bedrooms	20	128	194	28	370
TOTAL	351	6,426	17,553	6,643	30,973

Source: Census (2021)

- 5.23 For completeness the tables below show the same information for the social and private rented sectors. In both cases there are more under-occupying households than overcrowded, but differences are less marked than seen for owner-occupied housing.

Figure 5.10: Cross-tabulation of occupancy rating and number of bedrooms (social rented sector) – Mansfield					
Occupancy rating	Number of bedrooms				
	1-bed	2-bed	3-bed	4+-bed	TOTAL
+2 spare bedrooms	0	0	643	103	746
+1 spare bedrooms	0	1,513	791	73	2,377
0 “Right sized”	2,399	990	879	53	4,321
-1 too few bedrooms	88	136	175	18	417
TOTAL	2,487	2,639	2,488	247	7,861

Source: Census (2021)

Figure 5.11: Cross-tabulation of occupancy rating and number of bedrooms (private rented sector) – Mansfield					
Occupancy rating	Number of bedrooms				
	1-bed	2-bed	3-bed	4+-bed	TOTAL
+2 spare bedrooms	0	0	1,326	373	1,699
+1 spare bedrooms	0	2,026	1,646	148	3,820
0 “Right sized”	861	1,271	968	69	3,169
-1 too few bedrooms	102	208	169	26	505
TOTAL	963	3,505	4,109	616	9,193

Source: Census (2021)

- 5.24 In using this data in the modelling an adjustment is made to move some of those who would have been picked up in the modelling as under-occupying into smaller accommodation. Where there is under-occupation by 2 or more bedrooms, the adjustment takes 25% of this group and assigns to a '+1' occupancy. This does need to be recognised as an assumption, but can be seen to be reasonable as they do retain some (considerable) degree of under-occupation (which is likely) but does also seek to model a better match between household needs and the size of their home. For overcrowded households a move in the other direction is made, in this case households are moved up as many bedrooms as is needed to resolve the problems (this is applied for all overcrowded households).
- 5.25 The adjustments for under-occupation and overcrowding lead to the suggested mix as set out in the following tables. It can be seen that this tends to suggest a smaller profile of homes as being needed (compared to the initial modelling) with the biggest change being in the market sector – which was the sector where under-occupation is currently most notable.

Figure 5.12: Adjusted Modelled Mix of Housing by Size and Tenure – Mansfield				
	1- bedroom	2- bedrooms	3- bedrooms	4+- bedrooms
Market	4%	37%	45%	14%
Affordable home ownership	13%	42%	33%	12%
Affordable housing (rented)	30%	38%	27%	5%

Source: JGC analysis

- 5.26 Across the District, the analysis points to around a third of the social/affordable housing need being for 1-bedroom homes and it is of interest to see how much of this is due to older person households. In the future household sizes are projected to drop whilst the population of older people will increase. Older person households (as shown earlier) are more likely to occupy smaller dwellings. The impacts of older people have on demand for smaller stock is outlined in the table below.

- 5.27 This indeed identifies a larger profile of homes needed for households where the household reference person is aged Under 65, with a concentration of 1-bedroom homes for older people. This information can be used to inform the mix required for housing for older people (e.g. age restricted), although it does need to be noted that not all older people would be expected to live in homes solely for older people.
- 5.28 The 2, 3, and 4+-bedroom categories have been merged for the purposes of older persons as we would not generally expect many (if any) households in this category to need (or indeed be able to be allocated) more than 2-bedrooms in the rented affordable housing sector.

Figure 5.13: Modelled Mix of Housing by Size and Age – affordable housing (rented) – Mansfield				
	1-bedroom	2-bedrooms	3-bedrooms	4+-bedrooms
Under 65	24%	36%	33%	7%
65 and over	41%	59%		
All affordable housing (rented)	30%	38%	27%	5%

Source: Housing Market Model

- 5.29 A further analysis of the need for rented affordable housing is to compare the need with the supply (turnover) of different sizes of accommodation. This links back to estimates of need in the previous section (an annual need for 222 dwellings per annum from households unable to buy OR rent) with additional data from CoRe about the sizes of homes let over the past three years.
- 5.30 This analysis is quite clear in showing the very low supply of larger homes relative to the need for 4+-bedroom accommodation in particular, where it is estimated the supply is only around 20% of the need arising each year, whereas for 2-bedroom homes around two-thirds of the need can be met.

Figure 5.14: Need for rented affordable housing by number of bedrooms					
	Gross Annual Need	Gross Annual Supply	Net Annual Need	As a % of total net annual need	Supply as a % of gross need
1-bedroom	172	104	68	30.5%	60.6%
2-bedrooms	269	185	84	37.9%	68.7%
3-bedrooms	152	93	59	26.6%	61.2%
4+-bedrooms	14	3	11	5.0%	19.7%
Total	607	385	222	100.0%	63.4%

Source: JGC analysis

Indicative Targets for Different Sizes of Property by Tenure

- 5.31 The analysis below provides some indicative targets for different sizes of home (by tenure). The conclusions take account of a range of factors, including the modelled outputs and an understanding of the stock profile and levels of under-occupancy and overcrowding.
- 5.32 The analysis (for rented affordable housing) also draws on data from the local authority Housing Register with regards to the profile of need as well as taking a broader view of issues such as the flexibility of homes to accommodate changes to households (e.g. the lack of flexibility offered by a 1-bedroom home for a couple looking to start a family).
- 5.33 The Housing Register data below has been provided by the Council for March 2025. This shows the register to be focussed on 1-bedroom homes although a large proportion of these are in Band 5 (households with the lowest needs). Focussing on Bands 1 and 2 (who are considered to be most in need due to the measures of assessment used by the Council) a higher need for larger homes is identified. However, as seen previously the opportunity to access larger homes is more limited due to supply.

Figure 5.15: Size of Social/Affordable Rented Housing Needed – Housing Register Information (March 2026)						
	Number on register	Band 1	Band 2	Band 3	Band 4	Band 5
1-bedroom	2,760	96	291	488	17	1,868
2-bedrooms	1,334	96	164	255	5	841
3-bedrooms	860	22	110	321	5	402
4+-bedrooms	97	3	22	35	0	37
TOTAL	5,051	217	587	1,099	27	3,148

Source: Mansfield District Council

Social/Affordable Rented

5.34 Bringing together the above, a number of factors are recognised. This includes recognising that it is unlikely that all affordable housing needs will be met and that it is likely that households with a need for larger homes will have greater priority (as they are more likely to contain children). That said, there is also a possible need for 1-bedroom social housing arising due to homelessness (typically homeless households are more likely to be younger single people). The following mix of social/affordable rented housing is therefore suggested.

- 1-bedroom: 20%
- 2-bedroom: 35%
- 3-bedroom: 30%
- 4+-bedroom: 15%

5.35 If a development is to include housing specifically for older people (e.g. forms of age-restricted housing) then broadly a 50:50 split between 1- and 2-bedroom homes is recommended. The inclusion of some 2-bedroom homes is considered sensible with the aim to promote the opportunity for older person households to downsize – a 2-bed offering being more likely to encourage this than 1-bed homes. Also, whilst technically most older person households will only have a ‘need’ for a 1-bed home, a larger property remains affordable as most older person households are not impacted by the bedroom tax/spare room subsidy.

- 5.36 It should be noted that the above recommendations are to a considerable degree based on projecting the need forward to 2043 and will vary over time. It may be at a point in time the case that Housing Register data identifies a shortage of housing of a particular size/type which could lead to the mix of housing being altered from the overall suggested requirement.

Affordable Home Ownership

- 5.37 In the affordable home ownership sector a profile of housing that more closely matches the outputs of the modelling is suggested. It is considered that the provision of affordable home ownership should be more explicitly focused on delivering smaller family housing for younger households and childless couples. The conclusions also take account of the earlier observation that it may be difficult to make larger homes genuinely affordable for AHO. Based on this analysis, it is suggested that the following mix of affordable home ownership would be appropriate:

- 1-bedroom: 10%
- 2-bedroom: 45%
- 3-bedroom: 35%
- 4+-bedroom: 10%

Market Housing

- 5.38 Finally, in the market sector, a balance of dwellings is suggested that takes account of both the demand for homes and the changing demographic profile (as well as observations about the current mix when compared with other locations and also the potential to slightly reduce levels of under-occupancy).
- 5.39 We have also had regard to the potential for rightsizing but also recognise that in the market sector there is limited ability to control what households purchase. This sees a slightly larger recommended profile compared with other tenure groups:
- 1-bedroom: 5%
 - 2-bedroom: 35%
 - 3-bedroom: 45%
 - 4+-bedroom: 15%

- 5.40 Although the analysis has quantified this on the basis of the market modelling and an understanding of the current housing market (including the stock profile in different tenures as set out earlier in this section), it does not necessarily follow that such prescriptive figures should be included in the plan making process (although it will be useful to include an indication of the broad mix to be sought across the Council area) – demand can change over time linked to macro-economic factors and local supply. Policy aspirations could also influence the mix sought.
- 5.41 The suggested figures can be used as a monitoring tool to ensure that future delivery is not unbalanced when compared with the likely requirements as driven by demographic change in the area. The recommendations can also be used as a set of guidelines to consider the appropriate mix on larger development sites, and the Council could expect justification for a housing mix on such sites which significantly differs from that modelled herein. Site location and area character are also relevant considerations as to what the appropriate mix of market housing on individual development sites.

Smaller-area Housing Mix

- 5.42 The analysis above has focussed on overall study District-wide needs with conclusions at the strategic level. It should however be recognised that there will be variations in the need within the area due to the different role and function of a location and the specific characteristics of local households (which can also vary over time). This report does not seek to model smaller-area housing mix although data is available that can help inform specific local issues (including data about household composition, current housing mix and overcrowding/under-occupation). Below are some points for consideration when looking at needs in any specific location:
- a) Whilst there are differences in the stock profile in different locations this should not necessarily be seen as indicating particular surpluses or shortfalls of particular types and sizes of homes;
 - b) As well as looking at the stock, an understanding of the role and function of areas is important. For example, areas traditionally favoured by family households might be expected to provide a greater proportion of larger homes;
 - c) That said, some of these areas will have very few small/cheaper stocks and so consideration needs to be given to diversifying the stock; and

- d) The location/quality of sites will also have an impact on the mix of housing. For example, brownfield sites in urban locations may be more suited to flatted development (as well as recognising the point above about role and function) whereas a more suburban/rural site may be more appropriate for family housing. Other considerations (such as proximity to public transport) may impact on a reasonable mix at a local level.

5.43 Overall, it is suggested the Council should broadly seek the same mix of housing in all locations as a starting point in policy; but would be flexible to a different mix where specific local characteristics suggest (such as site characteristics and location). Additionally, in the affordable sector it may be the case that Housing Register data for a smaller area identifies a shortage of housing of a particular size/type which could lead to the mix of housing being altered from the overall suggested requirement.

Built-form

5.44 A final issue is a discussion of the need/demand for different built-forms of homes. In particular this discussion focusses on bungalows and the need for flats vs. houses.

Bungalows

- 5.45 The sources used for analysis in this report make it difficult to quantify a need/demand for bungalows in the District as Census data (which is used to look at occupancy profiles) does not separately identify this type of accommodation. Data from the Valuation Office Agency (VOA) does however provide estimates of the number of bungalows (by bedrooms) although no tenure split is available.
- 5.46 The table below shows a notable proportion of homes in Mansfield are bungalows (16% of all flats and houses) with over half (55%) of these having 2-bedrooms, and a further 29% 3-bedrooms; a notably lower proportion (9%) of homes across England are bungalows.

Figure 5.16: Number of dwellings by property type and number of bedrooms (March 2024) – Mansfield						
	Number of bedrooms					All
	1	2	3	4+	Not Known	
Bungalow	1,080	4,390	2,280	230	20	7,990
Flat/Maisonette	2,360	2,360	110	40	40	4,920
Terraced house	160	3,730	5,190	340	10	9,430
Semi-detached house	50	3,280	14,140	810	40	18,320
Detached house	10	420	4,660	4,760	30	9,870
All flats/houses	3,660	14,180	26,380	6,180	140	50,530
Annexe	-	-	-	-	-	20
Other	-	-	-	-	-	120
Unknown	-	-	-	-	-	660
All properties	-	-	-	-	-	51,320

Source: Valuation Office Agency

- 5.47 Bungalows are often the first choice for older people seeking suitable accommodation in later life and there is generally a high demand when it becomes available (this is different from specialist accommodation for older people which would have some degree of care or support). There may also be a demand from households containing someone with a disability (across all age groups).
- 5.48 The demand for bungalows can be seen in the pricing of this dwelling type with an internet search of homes for sale suggesting a median asking price for a 2-bedroom bungalow to be around £220,000, compared to just £120,000 for 2-bedroom homes of other built-forms.
- 5.49 Overall, the Council should consider the potential role of bungalows as part of the future mix of housing. Such housing may be particularly attractive to older owner-occupiers (many of whom are equity-rich) which may assist in encouraging households to downsize. However, the downside to providing bungalows is that they are relatively land intensive.
- 5.50 Bungalows are likely to meet a particular need and demand in the market sector and also for rented affordable housing (for older people as discussed in the next section of the report). Bungalows are likely to particularly focus on 2-bedroom homes, including in the affordable sector where such housing may encourage households to move from larger ‘family-sized’ accommodation (with 3+-bedrooms).

Flats versus Houses

- 5.51 Although there are some 1-bedroom houses and 3-bedroom flats, it is considered that the key discussion on built-form will be for 2-bedroom accommodation, where it might be expected that there would be a combination of both flats and houses. At a national level, 82% of all 1-bedroom homes are flats, 38% of 2-bedroom homes and just 5% of homes with 3-bedrooms.
- 5.52 The table below shows (for 2-bedroom accommodation) the proportion of homes by tenure that are classified as a flat, maisonette or apartment in Mansfield, the region and England. This shows a relatively low proportion of flats in Mansfield (16% of all 2-bedroom homes) and this would arguably point to the majority of 2-bedroom homes in the future being houses. The analysis does also show a higher proportion of flats in the social and private rented sectors (around a quarter of 2-bedroom homes in these sectors are flats).

Figure 5.17: Proportion of 2-bedroom homes that are a flat, maisonette or apartment (by tenure)			
	Mansfield	East Midlands	England
Owner-occupied	7%	8%	25%
Social rented	26%	31%	48%
Private rented	25%	30%	52%
All (2-bedroom)	16%	19%	38%

Source: 2021 Census

- 5.53 For completeness, the table below shows the proportion of flats in Mansfield for all sizes of accommodation and different tenures. Of particular note is the very small proportion of 3+-bedroom homes as flats.

Figure 5.18: Proportion of homes that are a flat, maisonette or apartment (by tenure and dwelling size) – Mansfield				
	1-bedroom	2-bedrooms	3-bedrooms	4+-bedrooms
Owner-occupied	28%	7%	0%	0%
Social rented	51%	26%	2%	11%
Private rented	78%	25%	3%	12%
All	56%	16%	1%	1%

Source: 2021 Census

- 5.54 As noted, this analysis would suggest that most 2-bedroom homes should be built as houses (or bungalows) rather than flats. Any decisions will have to take account of site characteristics, which in some cases might point towards flatted development as being most appropriate. The analysis would suggest that the affordable sector might be expected to see a higher proportion of flats than for market housing.

Space Standards

- 5.55 The Planning Practice Guidance in relation to Housing: Optional Technical Standards¹⁹ (Ref ID: 56-020-20150327) guides how local planning authorities establish a need for internal space standards in their area. It states:

“Where a need for internal space standards is identified, local planning authorities should provide justification for requiring internal space policies. Local planning authorities should take account of the following areas:

- need – evidence should be provided on the size and type of dwellings currently being built in the area, to ensure the impacts of adopting space standards can be properly assessed, for example, to consider any potential impact on meeting demand for starter homes.*
- viability – the impact of adopting the space standard should be considered as part of a plan’s viability assessment with account taken of the impact of potentially larger dwellings on land supply. Local planning authorities will also need to consider impacts on affordability where a space standard is to be adopted.*
- timing – there may need to be a reasonable transitional period following adoption of a new policy on space standards to enable developers to factor the cost of space standards into future land acquisitions.”*

- 5.56 This effectively states that it expects plan-makers to justify requiring internal space policies in line with the Nationally Described Space Standard (NDSS) and it should be based on need.

- 5.57 The information within this section, therefore, examines the evidence in Mansfield. If a need is established, then the impact of a policy should be tested in any subsequent viability analysis. As there is no Local Plan policy on space standards, there is no timing implication.

¹⁹ <https://www.gov.uk/guidance/housing-optional-technical-standards>

- 5.58 The NDSS sets a minimum requirement for the internal space in new homes in England, covering gross internal area. However, these standards are not mandatory. The space standards themselves are based on bedroom numbers, storeys and occupancy expectations. These were set out in the Technical Housing Standards – Nationally Described Space Standard²⁰ published in March 2015.

Figure 5.19: Minimum gross internal floor areas and storage (m²)

Number of bedrooms(b)	Number of bed spaces (persons)	1 storey dwellings	2 storey dwellings	3 storey dwellings	Built-in storage
1b	1p	39 (37) *			1.0
	2p	50	58		1.5
2b	3p	61	70		2.0
	4p	70	79		
3b	4p	74	84	90	2.5
	5p	86	93	99	
	6p	95	102	108	
4b	5p	90	97	103	3.0
	6p	99	106	112	
	7p	108	115	121	
	8p	117	124	130	
5b	6p	103	110	116	3.5
	7p	112	119	125	
	8p	121	128	134	
6b	7p	116	123	129	4.0
	8p	125	132	138	

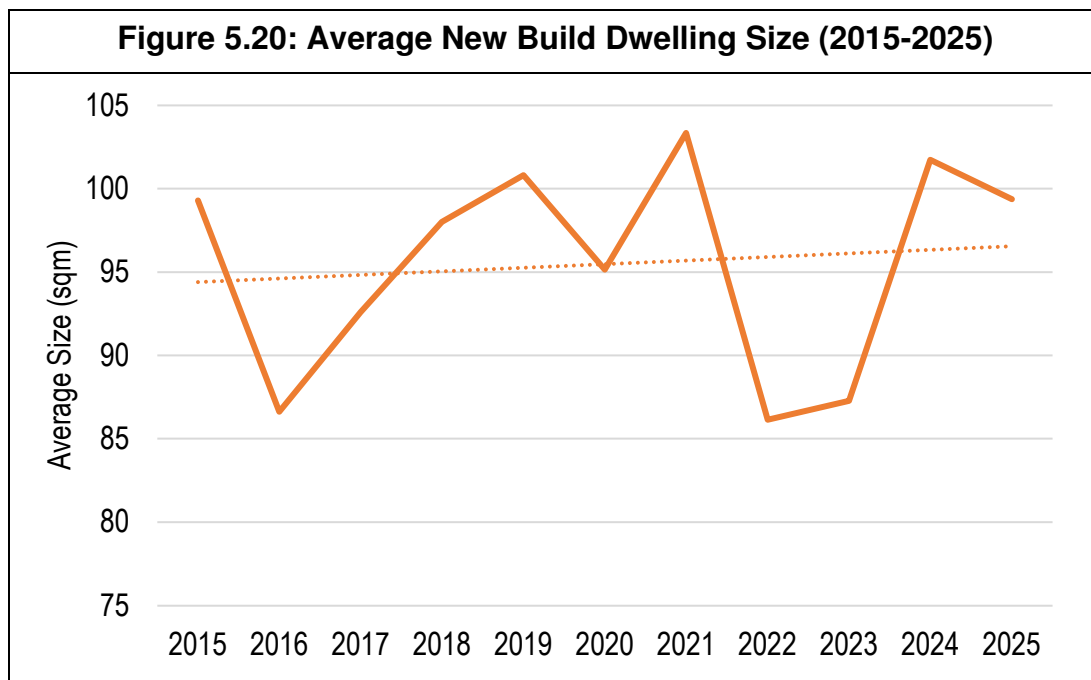
Source: DCLG - Technical housing standards – nationally described space standard – March 2015

- 5.59 It is challenging to be entirely accurate about how new-build housing in Mansfield has met these standards, as the data is not collected. However, it is possible to use data from Energy Performance Certificates (EPC) to examine the size of new builds of different types. However, the EPC data does not include information on bedroom numbers or bedspaces. Although storey data is collected, it is not universally applied.
- 5.60 The minimum space standards for a 1-bedroom, 1-person unit is 39 square metres. The EPC data reveals that since 2015 a total of 51 dwellings (1.6%) have been built below this level.

²⁰

https://assets.publishing.service.gov.uk/media/6123c60e8fa8f53dd1f9b04d/160519_Nationally_Described_Space_Standard.pdf

- 5.61 There does not appear to be any pattern of increasing instances of delivery at this scale. However, most of the deliveries below this level occurred in Mansfield Town Centre.
- 5.62 Since 2015, the average size of new-build dwellings in Mansfield has been 95.5 sqm. On an annual basis, the average has ranged from 86.2 to 103.4 sqm, and, as illustrated below, there is no trend toward smaller sizes in the District; indeed, the opposite is true.



Source: MHCLG – Energy Performance Certificates

- 5.63 In this period, the average size of flats is 57 sqm, which would be sufficient for 1-bedroom flats. For both terraced and semi-detached homes, the average was 77 sqm, which would be enough for a 2-storey 2-bedroom home. For detached homes, the average is 122 sqm, which, over two storeys, would be sufficient for a large 4- or 5-bedroom home.
- 5.64 Although the sample size is small, the data on tenure suggests that owner-occupied homes are the largest (94 sqm on average), followed by Social Rent (88 sqm) and PRS (42 sqm). This latter figure particularly reflects the development at Leeming Street, which is an office conversion.

- 5.65 This would suggest there is no need to apply space standards to larger homes, but there may well be an issue around flats, semi-detached, and terraced stock, which all appear to be delivered to the small end of the expected range. To further inform the potential need for a policy on Space Standards the Council could review recent and new planning applications although it will also be important to test viability should the Council seek to include a policy in the Local Plan.

Need for Different Sizes of Homes: Key Messages

- Analysis of the future mix of housing required takes account of demographic change, including potential changes to the number of family households and the ageing of the population. The proportion of households with dependent children in Mansfield is about average with around 27% of all households containing dependent children in 2021 (compared with around 28% regionally and nationally). There are notable differences between different types of households, with married couples (with dependent children) seeing a high level of owner-occupation, whereas as lone parents are particularly likely to live in social or private rented accommodation.
- There are a range of factors which will influence demand for different sizes of homes, including demographic changes; future growth in real earnings and households' ability to save; economic performance and housing affordability. The analysis linked to future demographic change concludes that the following represents an appropriate mix of affordable and market homes, this takes account of both household changes and the ageing of the population as well as seeking to make more efficient use of new stock by not projecting forward the high levels of under-occupancy (which is notable in the market sector).
- In all sectors the analysis points to a particular need for 2- and 3-bedroom accommodation, with varying proportions of 1- and 4+-bedroom homes. For rented affordable housing there is a clear need for a range of different sizes of homes, including 45% to have at least 3-bedrooms of which 15% should have at least 4-bedrooms. Our recommended mix is set out below:

Suggested size mix of housing by tenure – Mansfield			
	Market	Affordable home ownership	Rented affordable housing
1-bedroom	5%	10%	20%
2-bedrooms	35%	45%	35%
3-bedrooms	45%	35%	30%
4+-bedrooms	15%	10%	15%

- The strategic conclusions in the affordable sector recognise the role which delivery of larger family homes can play in releasing a supply of smaller properties for other households. Also recognised is the limited flexibility which 1-bedroom properties offer to changing household circumstances, which feed through into higher turnover and management issues. The conclusions also take account of the current mix of housing by tenure and also the size requirements shown on the Housing Register.

Need for Different Sizes of Homes: Key Messages (cont...)

- The Council should also consider the potential role of bungalows as part of the future mix of housing. Such housing may be particularly attractive to older owner-occupiers, which may assist in encouraging households to downsize. Bungalows will also be suitable for households containing someone with a disability (across all age groups) – Mansfield is seeing high levels of disability in a regional and national context.
- The mix identified above could inform strategic policies although a flexible approach should be adopted. For example, in some areas, affordable housing registered providers find difficulties selling 1-bedroom affordable home ownership (AHO) homes, and therefore, the 1-bedroom elements of AHO might be better provided as 2-bedroom accommodation. That said, given current house prices, there are potential difficulties in making (larger) AHO genuinely affordable.
- Additionally, in applying the mix to individual development sites, regard should be had to the nature of the site and character of the area, and to up-to-date evidence of need as well as the existing mix and turnover of properties at the local level. The Council should also monitor the mix of housing delivered.
- Overall, there has been no increase in the number of smaller homes being delivered in the district. There may, however, need to be a consideration of applying space standards to ensure a supply of family-sized accommodation, as most of the flats, terraced and semi-detached stock is skewed towards smaller sizes.

6. Older and Disabled People

Introduction

- 6.1 This section studies the characteristics and housing needs of the older person population and the population with some form of disability. The two groups are taken together as there is a clear link between age and disability. It responds to Planning Practice Guidance on Housing for Older and Disabled People published by Government in June 2019. It includes an assessment of the need for specialist accommodation for older people and the potential requirements for housing to be built to M4(2) and M4(3) housing technical standards (accessibility and wheelchair standards).

Older People

- 6.2 The table below provides baseline population data about older persons in Mansfield and compares this with other areas. The table shows the district has a similar age structure to that seen regionally and nationally with 20% of the population being aged 65 and over. The proportion of people aged 75 and over and 85 and over is also broadly in-line with equivalent figures for other areas.

Figure 6.1: Older Persons Population, 2023				
	Mansfield	Nottinghamshire	East Midlands	England
Under 65	80.4%	78.6%	80.3%	81.3%
65-74	10.4%	10.7%	10.1%	9.5%
75-84	6.9%	7.9%	7.2%	6.7%
85+	2.3%	2.8%	2.5%	2.5%
Total	100.0%	100.0%	100.0%	100.0%
Total 65+	19.6%	21.4%	19.7%	18.7%
Total 75+	9.3%	10.7%	9.7%	9.2%

Source: ONS

- 6.3 The table below shows the same data for sub-areas. This is based on the 2022 mid-year population estimates (MYE) and so is slightly different to the 2023 MYE as shown above. The analysis shows little variation in the proportion of older people, figures being very slightly higher in Warsop.

Figure 6.2: Older Persons Population, 2022 – sub-areas			
	Warsop	Mansfield	District
Under 65	79.9%	80.5%	80.4%
65-74	10.3%	10.4%	10.4%
75-84	7.2%	6.7%	6.7%
85+	2.6%	2.4%	2.4%
Total	100.0%	100.0%	100.0%
Total 65+	20.1%	19.5%	19.6%
Total 75+	9.8%	9.1%	9.2%

Source: ONS

Projected Future Changes to the Population of Older People

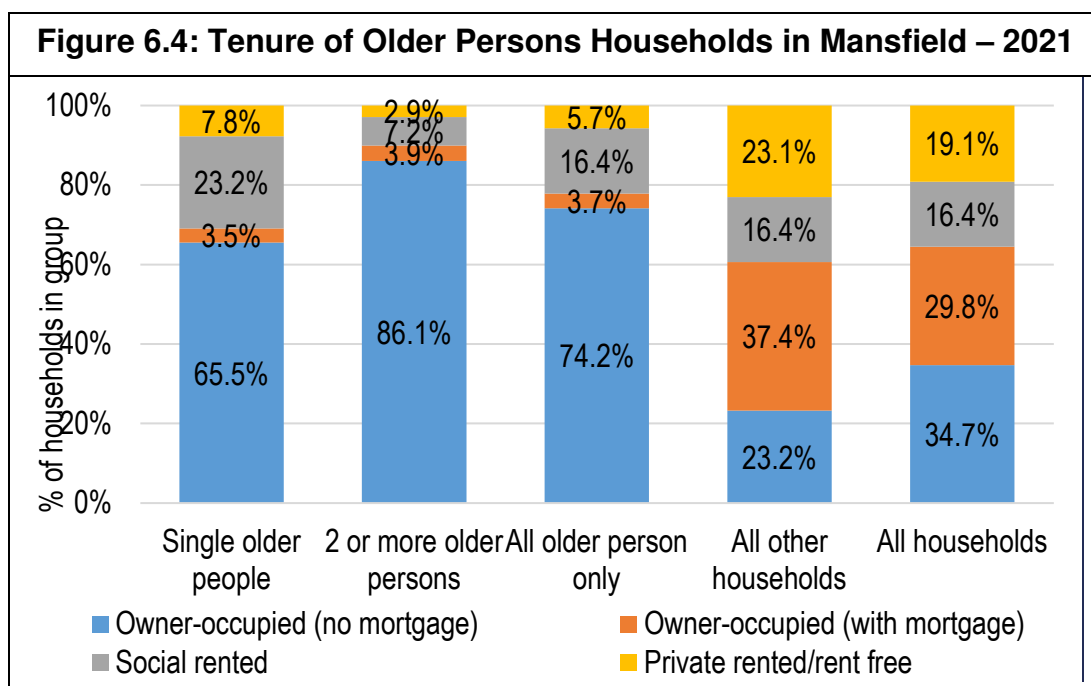
- 6.4 Population projections can next be used to provide an indication of how the number of older persons might change in the future with the table below showing that Mansfield is projected to see a notable increase in the older person population – the projection is based on the Standard Method.
- 6.5 For the 2023-43 period, a projected increase in the population aged 65+ of around 30% is shown – the population aged under 65 is in contrast projected to see a more modest increase (of 9%). In total population terms, the projections show an increase in the population aged 65 and over of 6,700 people. This is against a backdrop of an overall increase of 14,800 – population growth of people aged 65 and over therefore accounts for 45% of the total projected population change.

Figure 6.3: Projected Change in Population of Older Persons, 2023 to 2043 – Mansfield				
	2023	2043	Change in population	% change
Under 65	89,952	98,037	8,085	9.0%
65-74	11,675	12,979	1,304	11.2%
75-84	7,782	11,329	3,547	45.6%
85+	2,682	4,541	1,859	69.3%
Total	112,091	126,887	14,796	13.2%
Total 65+	22,139	28,849	6,710	30.3%
Total 75+	10,464	15,870	5,406	51.7%

Source: JGC analysis

Characteristics of Older Person Households

- 6.6 The figure below shows the tenure of older person households. The data has been split between single older person households and those with two or more older people (which will largely be couples). The data shows that the majority of older persons households are owner occupiers (78% of older person households), and indeed most are owner occupiers with no mortgage and thus may have significant equity which can be put towards the purchase of a new home. Some 16% of older persons households live in the social rented sector and the proportion of older person households living in the private rented sector is relatively low (about 6%).
- 6.7 There are also notable differences for different types of older person households with single older people having a lower level of owner-occupation than larger older person households – this group also has a higher proportion living in the social rented sector.



Source: 2021 Census

- 6.8 The table below shows the tenure of older person households by sub-area (figures are for all older person households). This shows a greater proportion of older owner-occupiers in Mansfield compared to Warsop – the Warsop area seeing a greater proportion of households in both the social and private rented sectors.

Figure 6.5: Tenure of Older Persons Households in Mansfield, 2021 – sub-areas					
	Owner-occupied (no mortgage)	Owner-occupied (with mortgage)	Social rented	Private rented	TOTAL
Warsop	69.1%	2.8%	21.1%	7.0%	100.0%
Mansfield	74.9%	3.8%	15.8%	5.5%	100.0%
District	74.2%	3.7%	16.4%	5.7%	100.0%

Source: 2021 Census

Disabilities

- 6.9 The table below shows the proportion of people who are considered as disabled under the definition within the 2010 Equality Act²¹, drawn from 2021 Census data, and the proportion of households where at least one person has a disability. The data suggests that some 38% of households in the district contain someone with a disability – this figure is higher than seen across other areas. The figures for the population with a disability also show higher proportions than other locations – some 22% of the population having a disability.

Figure 6.6: Households and People with a Disability, 2021				
	Households Containing Someone with a Disability		Population with a Disability	
	No.	%	No.	%
Mansfield	18,453	38.4%	24,318	22.0%
Nottinghamshire	123,869	34.7%	162,728	19.7%
East Midlands	680,791	33.4%	894,920	18.3%
England	7,507,886	32.0%	9,774,510	17.3%

Source: 2021 Census

- 6.10 The table below shows the same information for the two sub-areas; this shows a higher proportion of the population and households with a disability in Warsop where some 44% of households contain someone with a disability.

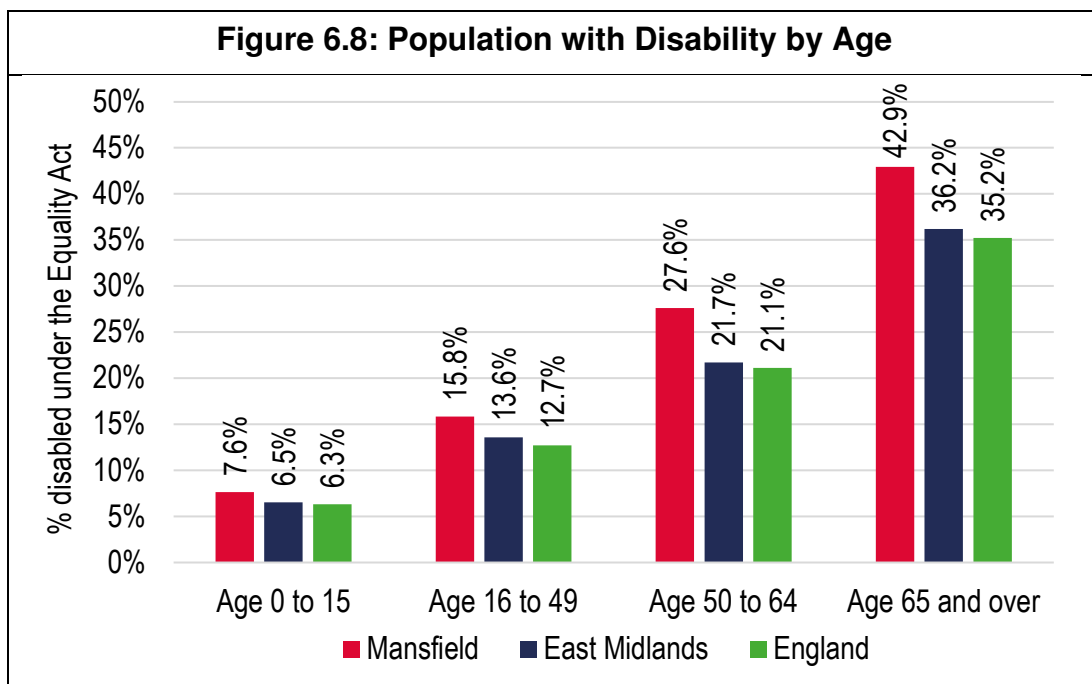
²¹ The Census uses the same definition of disability as described in the Equality Act. This defines disability as a person with a physical or mental impairment that has a 'substantial' and 'long-term' negative effect on their ability to do normal daily activities.

Figure 6.7: Households and People with a Disability, 2021 – sub-areas

	Households Containing Someone with a Disability		Population with a Disability	
	No.	%	No.	%
Warsop	2,349	44.3%	3,177	25.1%
Mansfield	16,104	37.7%	21,136	21.6%
District	18,453	38.4%	24,313	22.0%

Source: 2021 Census

6.11 As noted, it is likely that the age profile will impact upon the numbers of people with a disability, as older people tend to be more likely to have a disability. The figure below shows the age bands of people with a disability. It is clear from this analysis that those people in the oldest age bands are more likely to have a disability. The analysis also shows higher levels of disability in all age bands when compared with the regional and national position.



Source: 2021 Census

Health Related Population Projections

- 6.12 The incidence of a range of health conditions is an important component in understanding the potential need for care or support for a growing older population. The analysis undertaken covers both younger and older age groups and draws on prevalence rates from the PANSI (Projecting Adult Needs and Service Information) and POPPI (Projecting Older People Population Information) websites. Adjustments have been made to take account of the age specific health/disabilities previously shown.
- 6.13 Of particular note are the large increases in the number of older people with dementia (increasing by 51% from 2023 to 2043 and mobility problems (up 42% over the same period). Changes for younger age groups are smaller, reflecting the fact that projections are expecting older age groups to see the greatest proportional increases in population. That said, there will be a need generated by the increasing population of younger people.

Figure 6.9: Projected Changes to Population with a Range of Disabilities – Mansfield					
Disability	Age Range	2023	2043	Change	% change
Dementia	65+	1,806	2,720	913	50.6%
Mobility problems	65+	4,838	6,860	2,022	41.8%
Autistic Spectrum Disorders	18-64	839	932	93	11.1%
	65+	252	339	87	34.4%
Learning Disabilities	15-64	2,179	2,417	238	10.9%
	65+	561	727	166	29.7%
Impaired mobility	16-64	4,927	5,262	335	6.8%

Source: POPPI/PANSI and Demographic Projections

- 6.14 Invariably, there will be a combination of those with disabilities and long-term health problems that continue to live at home with family, those who chose to live independently with the possibility of incorporating adaptations into their homes and those who choose to move into supported housing.
- 6.15 The projected change shown in the number of people with disabilities provides clear evidence justifying delivering ‘accessible and adaptable’ homes as defined in Part M4(2) of Building Regulations, subject to viability and site suitability.

Need for Specialist Accommodation for Older People

- 6.16 Given the ageing population and higher levels of disability and health problems amongst older people, there is likely to be an increased requirement for specialist housing options moving forward. The box below shows the different types of older persons housing which are considered.

Definitions of Different Types of Older Persons' Accommodation

Age-restricted general market housing: This type of housing is generally for people aged 55 and over and the active elderly. It may include some shared amenities such as communal gardens, but does not include support or care services.

Retirement living or sheltered housing (housing with support): This usually consists of purpose-built flats or bungalows with limited communal facilities such as a lounge, laundry room and guest room. It does not generally provide care services, but provides some support to enable residents to live independently. This can include 24-hour on-site assistance (alarm) and a warden or house manager.

Extra care housing or housing-with-care (housing with care): This usually consists of purpose-built or adapted flats or bungalows with a medium to high level of care available if required, through an onsite care agency registered through the Care Quality Commission (CQC). Residents are able to live independently with 24-hour access to support services and staff, and meals are also available. There are often extensive communal areas, such as space to socialise or a wellbeing centre. In some cases, these developments are known as retirement communities or villages - the intention is for residents to benefit from varying levels of care as time progresses.

Residential care homes and nursing homes (care bedspaces): These have individual rooms within a residential building and provide a high level of care meeting all activities of daily living. They do not usually include support services for independent living. This type of housing can also include dementia care homes.

Source: Planning Practice Guidance [63-010]

- 6.17 The need for specialist housing for older persons is typically modelled by applying prevalence rates to current and projected population changes and considering the level of existing supply. There is no standard methodology for assessing the housing and care needs of older people. The current and future demand for elderly care is influenced by a host of factors including the balance between demand and supply in any given area and social, political, regulatory and financial issues. Additionally, the extent to which new homes are built to accessible and adaptable standards may over time have an impact on specialist demand (given that older people often want to remain at home rather than move to care) – this will need to be monitored.
- 6.18 There are a number of ‘models’ for considering older persons’ needs, but they all essentially work in the same way. The model results are however particularly sensitive to the prevalence rates applied, which are typically calculated as a proportion of people aged over 75 who could be expected to live in different forms of specialist housing. Whilst the population aged 75 and over is used in the modelling, the estimates of need would include people of all ages.
- 6.19 Whilst there are no definitive rates, the PPG [63-004] notes that ‘the future need for specialist accommodation for older people broken down by tenure and type (e.g. sheltered housing, extra care) may need to be assessed and can be obtained from a number of online tool kits provided by the sector, for example SHOP@ for Older People Analysis Tool’. The PPG does not specifically mention any other tools and therefore seems to be indicating that SHOP@ would be a good starting point for analysis. Since the PPG was published the Housing Learning and Information Network (Housing LIN) has removed the Shop@ online toolkit although the base rates used for analysis are known.
- 6.20 The SHOP@ tool was originally based on data in a 2008 report (More Choice Greater Voice) and in 2011 a further suggested set of rates was published (rates which were repeated in a 2012 publication). In 2016, Housing LIN published a review document which noted that the 2008 rates are ‘outdated’ but also noting that the rates from 2011/12 were ‘not substantiated’. The 2016 review document therefore set out a series of proposals for new rates to be taken forward onto the Housing LIN website.

- 6.21 Whilst the 2016 review rates do not appear to have ever led to an update of the website, it does appear from reviewing work by Housing LIN over the past couple of years as if it is these rates which typically inform their own analysis (subject to evidence based localised adjustments).
- 6.22 For clarity, the table below shows the base prevalence rates set out in the various documents described above. For the analysis in this report the age-restricted and retirement/sheltered have been merged into a single category (housing with support).

Figure 6.10: Range of suggested baseline prevalence rates from a number of tools and publications (supply per 1,000 head of population aged over 75)			
Type/Rate	SHOP@ (2008) ²²	Housing in Later Life (2012) ²³	2016 Housing LIN Review ²⁴
Age-restricted general market housing	-	-	25
Retirement living or sheltered housing (housing with support)	125	180	100
Extra care housing or housing-with-care (housing with care)	45	65	30-40 ('proactive range')
Residential care homes	65	(no figure apart from 6 for dementia)	40
Nursing homes (care bedspaces), including dementia	45		45

Source: Housing LIN

²² Based on the More Choice Greater Voice publication of 2008 (https://www.housinglin.org.uk/_assets/Resources/Housing/Support_materials/Reports/MCGVdocument.pdf). It should be noted that although these rates are from 2008, they are the same rates as were being used in the online toolkit when it was taken offline in 2019.

²³

https://www.housinglin.org.uk/_assets/Resources/Housing/Support_materials/Toolkit/Housing_in_Later_Life_Toolkit.pdf

²⁴ <https://edocs.elmbridge.gov.uk/IAM/IAMCache/3793607/3793607.pdf>

6.23 In interpreting the different potential prevalence rates it is clear that:

- The prevalence rates used should be considered and assessed taking account of an authority's strategy for delivering specialist housing for older people. The degree for instance which the Council want to require extra care housing as an alternative to residential care provision would influence the relative balance of need between these two housing types;
- The Housing LIN model has been influenced by existing levels of provision and their view on what future level of provision might be reasonable taking account of how the market is developing, funding availability etc. It is more focused towards publicly commissioned provision. There is a degree to which the model and assumptions within it may not fully capture the growing recent private sector interest and involvement in the sector, particularly in extra care; and
- The assumptions in these studies look at the situation nationally. At a more local level, the relative health of an area's population is likely to influence the need for specialist housing with better levels of health likely to mean residents are able to stay in their own homes for longer.

6.24 These issues are considered to provide appropriate modelling assumptions for assessing future needs. Nationally, there has been a clear focus on strengthening a community-led approach and reducing reliance on residential and nursing care – in particular focussing where possible on providing households with care in their own home. This could however be provision of care within general needs housing; but also care which is provided in a housing with care development such as in extra care housing.

6.25 We consider that the prevalence rates shown in the 2016 Housing LIN Review is an appropriate starting point; but that the corollary of lower care home provision should be a greater focus on delivery of housing with care. Having regard to market growth in this sector in recent years, and since the above studies were prepared, we consider that the starting point for housing with care should be the higher rate shown in the SHOP@ report (this is the figure that would align with the PPG).

6.26 Rather than simply taking the base prevalence rates, an initial adjustment has been made to reflect the relative health of the local older person population. This has been based on Census data about the proportion of the population aged 75 and over who have a long-term health problem or disability (LTHPD) compared with the England average. In Mansfield, the data shows slightly worse health in the 75+ population and so a modest increase has been made to the prevalence rates.

- 6.27 A second local adjustment has been to estimate a tenure split for the housing with support and housing with care categories. This again draws on suggestions in the 2016 Review which suggests that less deprived local authorities could expect a higher proportion of their specialist housing to be in the market sector. Using 2019 Index of Multiple Deprivation (IMD) data shows Mansfield to be the 56th most deprived local authority in England (out of 317). This is a relatively high level of deprivation and points to a greater need for affordable rather than market housing (for housing with support and housing with care).
- 6.28 The following prevalence rates, expressed as a need per 1,000 people aged 75 and over have been used in the analysis:
- Housing with support (market) – 39 units;
 - Housing with support (affordable) – 106 units;
 - Housing with care (market) – 20 units;
 - Housing with care (affordable) – 32 units;
 - Residential care– 47 bedspaces; and
 - Nursing care– 52 bedspaces
- 6.29 It is also important to understand the supply of different types of specialist accommodation with the table below showing various categories of accommodation. Figures are expressed as a total and as a proportion of the population aged 75 and over (estimated to be 10,464 in 2023).
- 6.30 The analysis shows a total of 2,057 units of housing with support, which represents around 197 per 1,000 people aged 75 and over – some 96% of this in the affordable sector. For housing with care, a much lower current supply is shown (just 58 units – all in the affordable sector). For nursing and residential care, a supply of 841 bedspaces is shown with the majority (57%) being residential care.

Figure 6.11: Current supply of housing for older people – Mansfield			
		Current supply	Supply per 1,000 aged 75+
Housing with support	Market	90	9
	Affordable	1,967	188
Total (housing with support)		2,057	197
Housing with care	Market	0	0
	Affordable	58	6
Total (housing with care)		58	6
Residential care bedspaces		483	46
Nursing care bedspaces		358	34
Total bedspaces		841	80

Source: Elderly Accommodation Counsel

- 6.31 Taking the supply forward and using the prevalence rates suggested the tables on page 145 below show estimated needs for different types of housing linked to the population projections. The analysis is separated into the various different types and tenures although it should be recognised that there could be some overlap between categories (i.e. some households might be suited to more than one type of accommodation).
- 6.32 The analysis suggests a need for all types and tenures of accommodation other than affordable housing with support – this finding being driven by the large number of sheltered social rented homes already in the district. It can also be noted that the need for and supply of residential care bedspaces is currently broadly in balance, although there is projected to be some additional need moving through to 2043.

Figure 6.12: Specialist Housing Need, 2023-43 – Mansfield

		Housing demand per 1,000 75+	Current supply	Current demand	Current shortfall/surplus (-ve)	Additional demand to 2043	Shortfall /surplus by 2043
Housing with support	Market	39	90	408	318	211	528
	Affordable	106	1,967	1,113	-854	575	-279
Total (housing with support)		145	2,057	1,521	-536	786	250
Housing with care	Market	20	0	209	209	108	316
	Affordable	32	58	339	281	175	456
Total (housing with care)		52	58	548	490	283	772
Residential care bedspaces		47	483	487	4	251	255
Nursing care bedspaces		52	358	548	190	283	472
Total bedspaces		99	841	1,034	193	534	728

Source: JGC analysis

- 6.33 The provision of a choice of attractive housing options to older households is a component of achieving good housing mix. The availability of such housing options for the growing older population may enable some older households to downsize from homes which no longer meet their housing needs or are expensive to run. The availability of housing options which are accessible to older people will also provide the opportunity for older households to ‘downsize’ which can help improve their quality of life.
- 6.34 It should also be noted that within any category of need there may be a range of products. For example, many recent market extra-care schemes have tended to be focused towards the ‘top-end’ of the market and may have significant service charges (due to the level and quality of facilities and services). Such homes may therefore only be affordable to a small proportion of the potential market, and it will be important for the Council to seek a range of products that will be accessible to a wider number of households if needs are to be met.

Consultation with NCC regarding Older Persons

- 6.35 The following sub-section details the main outputs of stakeholder engagement with Nottinghamshire County Council’s Adult Social Care team.

- 6.36 The County Council's market position statement (MPS) was due for publication in Early Autumn 2025, although it did not provide local authority-specific data. Nonetheless, it is expected to reinforce the County Council's preference for in-situ care and extra-care over traditional residential care.
- 6.37 The County Council have been working in partnership with organisations such as When I Get Old (wigo.org.uk) to inform its strategy of promoting independence and preventative care.
- 6.38 The County Council is also undertaking a county-wide assessment of extra-care needs over the period to 2030. Initial indications highlight a clear need for additional extra-care provision within the area.
- 6.39 Overall, the County Council also see a surplus of residential care. However, they still require continued provision for specialist forms of residential care, including nursing care, younger age groups, and individuals with complex or challenging needs requiring 24-hour support.
- 6.40 In contrast, demand for pure residential care remains limited, reflecting wider national trends of oversupply and changing expectations regarding independence, accessibility, and quality.
- 6.41 Despite the oversupply of standard residential care (as demonstrated by vacancy rates as high as two thirds), applications for new developments continue to be received, which risks further increasing the level of oversupply. When this occurs, the County Council has sought to steer development towards nursing care, extra-care, or specialist residential care.
- 6.42 A significant proportion of existing residential care homes are of a more traditional design, often lacking modern facilities. Whilst there has been consideration of introducing a minimum standard, such as requiring en-suite provision, there are concerns that this would reduce the overall supply available.
- 6.43 Demand from the very oldest age groups tends to be less discerning regarding the standard of facilities; however, younger cohorts entering care are increasingly seeking en-suite accommodation.

- 6.44 The demand for extra-care is demonstrated by existing schemes maintaining waiting lists, ranging from a few weeks to up to a year. There is a view that these waiting lists may be suppressing wider demand, compounded by limited public awareness of extra-care options.
- 6.45 The County Council is actively promoting independence and preventative care. Extra-care is therefore favoured as a housing model, supported by the integration of technology-enabled care to reduce staff costs. Grants from the Integrated Care Board are available to support technology adoption.
- 6.46 Typical extra-care schemes comprise a majority of one-bedroom units. Two-bedroom flats are harder to let, with affordability barriers created by the 'bedroom tax' where residents are not in receipt of pension credit.
- 6.47 Many schemes operate on a mixed-tenure basis, with approximately 20–30% of units subject to nomination agreements. Examples include Larkhill, where freehold and self-funding units are available alongside affordable provision.
- 6.48 The County Council intends to expand extra-care provision, with a focus on schemes in accessible locations (e.g. bus routes and community hubs), rather than more isolated or elevated sites. This approach supports both community integration and the release of family sized housing stock.
- 6.49 Some older extra-care schemes have smaller, less accessible flats unsuited to wheelchair users, although newer developments are designed to modern accessibility standards.
- 6.50 Fire safety and evacuation regulations present ongoing challenges. Mansfield District Council requires that residents be able to evacuate independently, which has contributed to increasing vacancies in certain schemes, such as Poppyfields.

Wheelchair User Housing

- 6.51 The analysis below draws on secondary data sources to estimate the number of current and future wheelchair users and to estimate the number of wheelchair accessible/adaptable dwellings that might be required in the future. Estimates of need produced in this report draw on data from the English Housing Survey (EHS) – mainly 2020/21 data. The EHS data used includes the age structure of wheelchair users, information about work needed to homes to make them ‘visitable’ for wheelchair users and data about wheelchair users by tenure.
- 6.52 The term ‘visitability’ as used in the EHS comprises four key features which are considered to be the most important for enabling people with mobility problems to either access their home or visit someone else’s home. These four features are:
- Level access;
 - Flush threshold;
 - Sufficiently wide doors and circulation space; and
 - WC at entrance level
- 6.53 The table below shows at a national level the proportion of wheelchair user households by the age of household reference person. Nationally, around 3.1% of households contain a wheelchair user – with around 1% using a wheelchair indoors. There is a clear correlation between the age of household reference person and the likelihood of there being a wheelchair user in the household.

Figure 6.13: Proportion of wheelchair user households by age of household reference person – England					
Age of household reference person	No household members use a wheelchair	Uses wheelchair all the time	Uses wheelchair indoors only	Uses wheelchair outdoors only	TOTAL
24 and under	99.4%	0.4%	0.0%	0.1%	100.0%
25-34	99.4%	0.1%	0.1%	0.3%	100.0%
35-49	97.9%	0.4%	0.3%	1.4%	100.0%
50-64	97.1%	0.5%	0.2%	2.2%	100.0%
65 and over	94.3%	1.3%	0.5%	4.0%	100.0%
All households	96.9%	0.6%	0.3%	2.2%	100.0%

Source: English Housing Survey (2020/21)

- 6.54 The prevalence rate data can be brought together with information about the household age structure and how this is likely to change moving forward – adjustments have also been made to take account of the relative health (by age) of the population. The data estimates a total of 2,117 wheelchair user households in 2023, and that this will rise to 2,615 by 2043.

Figure 6.14: Estimated number of wheelchair user households (2023-43) – Mansfield					
	Prevalence rate (% of households)	Households 2023	Households 2043	Wheelchair user households (2023)	Wheelchair user households (2043)
24 and under	0.9%	1,069	1,969	10	18
25-34	0.8%	6,572	7,613	53	61
35-49	2.7%	12,196	14,003	330	379
50-64	3.9%	14,225	15,116	559	594
65 and over	8.0%	14,609	19,581	1,166	1,563
All households	-	48,670	58,282	2,117	2,615

Source: JGC analysis

- 6.55 The finding of an estimated current number of wheelchair user households does not indicate how many homes might be needed for this group – some households will be living in a home that is suitable for wheelchair use, whilst others may need improvements to accommodation, or a move to an alternative home. Data from the EHS shows that of the 814,000 wheelchair user households, some 200,000 live in a home that would either be problematic or not feasible to make fully ‘visitable’ – this is around 25% of wheelchair user households.
- 6.56 Applying this to the current number of wheelchair user households across the district gives a current need for 529 additional wheelchair user homes. If the projected need is also discounted to 25% of the total (on the basis that many additional wheelchair user households will already be in accommodation) then a further need for 124 homes in the 2023-43 period can be identified. Added together this leads to a need estimate of 654 wheelchair user homes – equating to 33 dwellings per annum.

Figure 6.15: Estimated need for wheelchair user homes, 2023-43			
	Current need	Projected need (2023-43)	Total current and future need
Mansfield	529	124	654

Source: JGC analysis

- 6.57 Furthermore, information in the EHS (for 2020/21) also provides national data about wheelchair users by tenure. This showed that, at that time, around 6.7% of social tenants were wheelchair user (including 1.8% using a wheelchair indoors/all the time), compared with 2.6% of owner-occupiers (0.8% indoors/all the time). These proportions can be expected to increase with an ageing population but do highlight the likely need for a greater proportion of social (affordable) homes to be for wheelchair users.

Figure 6.16: Proportion of wheelchair user households by tenure of household reference person – England					
Tenure	No household members use a wheelchair	Uses wheelchair all the time	Uses wheelchair indoors only	Uses wheelchair outdoors only	TOTAL
Owners	97.4%	0.6%	0.2%	1.8%	100.0%
Social sector	93.3%	1.3%	0.5%	4.9%	100.0%
Private renters	98.6%	0.2%	0.2%	1.0%	100.0%
All households	96.9%	0.6%	0.3%	2.2%	100.0%

Source: English Housing Survey (2020/21)

- 6.58 To meet the identified need, the Council could seek a proportion (potentially up to 5%) of all new market homes to be M4(3) compliant and potentially a higher figure in the affordable sector (potentially up to 10%). These figures reflect that not all sites would be able to deliver homes of this type. In the market sector these homes would be M4(3)A (adaptable) and M4(3)B (accessible) for affordable housing.
- 6.59 As with M4(2) homes it may not be possible for some schemes to be built to these higher standards due to built-form, topography, flooding etc. Furthermore, provision of this type of property may in some cases challenge the viability of delivery given the reasonably high build out costs.

- 6.60 It is worth noting that the Government has now reported on a consultation (Raising Accessibility Standards for New Homes²⁵) on changes to the way the needs of people with disabilities and wheelchair users are planned for as a result of concerns that in the drive to achieve housing numbers, the delivery of housing that suits the needs of the households (in particular those with disabilities) is being compromised on viability grounds.
- 6.61 The key outcome is: 'Government is committed to raising accessibility standards for new homes. We have listened carefully to the feedback on the options set out in the consultation and the government response sets out our plans to mandate the current M4(2) requirement in Building Regulations as a minimum standard for all new homes'. This change is due to shortly be implemented through a change to building regulations.
- 6.62 The consultation outcome still requires a need for M4(3) dwellings to be evidenced, stating 'M4(3) (Category 3: Wheelchair user dwellings) would continue as now where there is a local planning policy in place in which a need has been identified and evidenced. Local authorities will need to continue to tailor the supply of wheelchair user dwellings to local demand'.
- 6.63 As well as evidence of need, the viability challenge is particularly relevant for M4(3)(B) standards. These make properties accessible from the moment they are built and involve high additional costs that could in some cases challenge the feasibility of delivering all or any of a policy target.
- 6.64 It should be noted that local authorities only have the right to request M4(3)(B) accessible compliance from homes for which they have nomination rights. They can, however, request M4(3)(A) adaptable compliance from the wider (market) housing stock.

²⁵ <https://www.gov.uk/government/consultations/raising-accessibility-standards-for-new-homes>

Older and Disabled People: Key Messages

- A range of data sources and statistics have been accessed to consider the characteristics and housing needs of the older person population and the population with some form of disability. The two groups are taken together as there is a clear link between age and disability. The analysis responds to Planning Practice Guidance on Housing for Older and Disabled People published by Government in June 2019 and includes an assessment of the need for specialist accommodation for older people and the potential requirements for housing to be built to M4(2) and M4(3) housing technical standards (accessibility and wheelchair standards).
- The data shows that Mansfield has a similar age structure in terms of older people as is seen regionally and nationally, but higher levels of disability. The older person population shows high proportions of owner-occupation, and particularly outright owners who may have significant equity in their homes (74% of all older person households are outright owners).
- The older person population is projected to increase notably moving forward. An ageing population means that the number of people with disabilities is likely to increase. Key findings for the 2023-43 period include:
 - a 30% increase in the population aged 65+ (potentially accounting for 45% of total population growth);
 - a 51% increase in the number of people aged 65+ with dementia and a 42% increase in those aged 65+ with mobility problems;
 - a need for around 500 additional housing units with support (sheltered/retirement housing) in the market sector but a numerical oversupply of affordable housing;
 - a need for around 800 additional housing units with care (e.g. extra-care) – the majority (around 60%) in the affordable sector;
 - a need for additional nursing and residential care bedspaces (around 700 in the period); and
 - a need for around 650 dwellings to be for wheelchair users (meeting technical standard M4(3)).
- This would suggest that there is a clear need to increase the supply of accessible and adaptable dwellings and wheelchair-user dwellings as well as providing specific provision of older persons housing. Given the evidence, the Council could consider (as a start point) requiring all dwellings (in all tenures) to meet the M4(2) standards and around 5% of homes meeting M4(3) – wheelchair user dwellings in the market sector (a higher proportion of around 10% in the affordable sector).

Older and Disabled People: Key Messages (cont...)

- Where the authority has nomination rights the supply of M4(3) dwellings would be wheelchair-accessible dwellings (constructed for immediate occupation) and in the market sector they should be wheelchair-user adaptable dwellings (constructed to be adjustable for occupation by a wheelchair user). It should however be noted that there will be cases where this may not be possible (e.g. due to viability or site-specific circumstances) and so any policy should be applied flexibly.
- In framing policies for the provision of specialist older persons accommodation, the Council will need to consider a range of issues. This will include the different use classes of accommodation (i.e. C2 vs. C3) and requirements for affordable housing contributions (linked to this the viability of provision). There may also be some practical issues to consider, such as the ability of any individual development being mixed tenure given the way care and support services are paid for).

7. Private Rented Sector

Introduction

- 7.1 The private rented sector has been the key growth sector in the housing market for the last 15 years and now makes up just over 20% of all households in England. Since 2011, the private rented sector has been the second largest housing tenure in England behind owner-occupation, overtaking social housing. The private rental sector includes a wide range of accommodation types, including privately owned homes rented to others, HMOs, Co-living and build-to-rent accommodation.

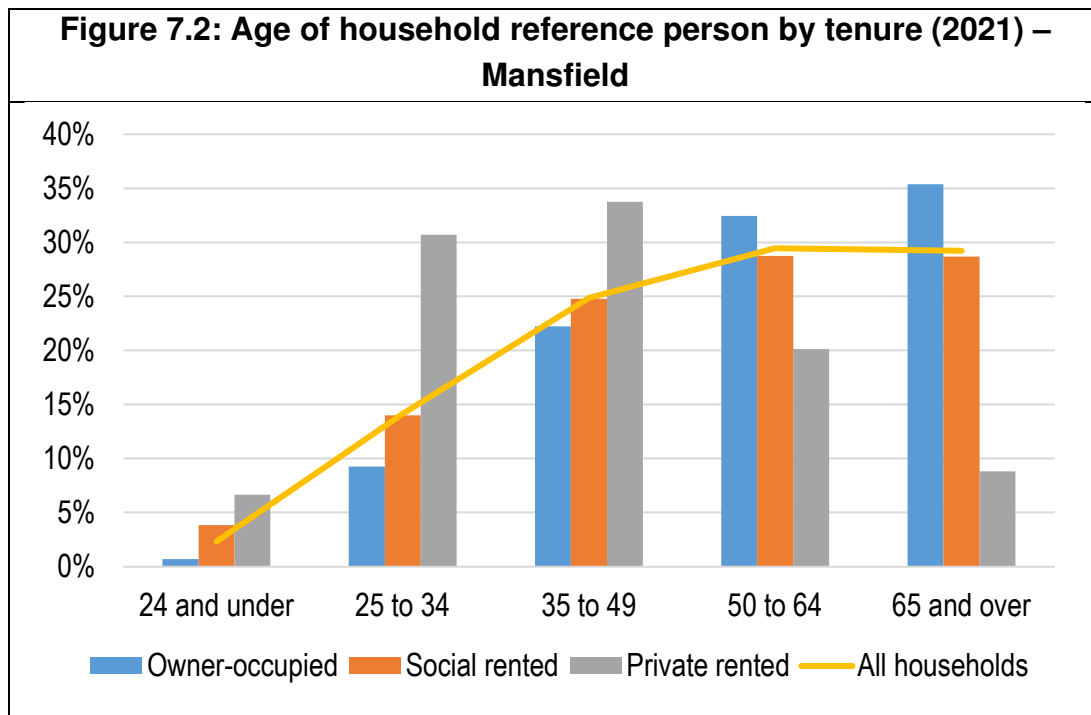
Background Data

- 7.2 As set out earlier in this report the PRS accounts for 19% of all households in the district (9,200 households). Between 2011 and 2021 the tenure grew faster than any other at 38% or 2,500 additional households. This report also examined the rental market which, in summary, highlights the following key points:
- Overall mean rents in the district are £758 per calendar month which is 46% below the England average.
 - Mean monthly rents vary from £527 for 1-bedroom to £1,122 for 4+-bedroom properties (based on existing tenancies).
 - Lower quartile monthly rents vary from £575 for 1-bedroom to £995 for 4-bedroom properties (based on new tenancies).
 - Between 2015 and 2025 average (mean) rents in the district increased by 54% or £266. This percentage change is a similar rate of growth to that seen in other areas.
- 7.3 Earlier in this report we also identified the role the PRS has in providing affordable housing. In February 2025 around 3,600 households in the PRS were being supported by Universal Credit with a housing element and an additional 500 households seeking housing benefit. The number of Universal Credit claimants increased from fewer than 1,400 at the beginning of 2020 much of which can be attributed to the Covid-19 pandemic.
- 7.4 The table below shows the composition of households living in the private rented sector (and compared with other tenures). This shows a particularly high proportion of households with dependent children, making up 39% of the PRS and younger single person households (25% of the sector).

Figure 7.1: Household composition by tenure (2021) – Mansfield				
	Owner-occupied	Social rented	Private rented	Total
Single person aged 66+	14.0%	18.5%	5.3%	13.0%
Single person aged <66	12.4%	26.5%	24.9%	17.1%
Couple aged 66+	13.3%	4.2%	1.5%	9.5%
Couple, no children	22.1%	9.5%	16.0%	18.8%
Couple, dependent children	18.9%	12.2%	20.6%	18.1%
Couple, all children non-dependent	8.4%	4.4%	2.5%	6.6%
Lone parent, dependent children	2.9%	14.0%	14.8%	7.0%
Lone parent, all children non-dependent	3.8%	5.7%	3.1%	4.0%
Other households with dependent children	1.8%	2.3%	3.9%	2.3%
Other households	2.5%	2.7%	7.5%	3.5%
Total	100.0%	100.0%	100.0%	100.0%
Total households	30,969	7,866	9,197	48,032
Total dependent children	23.6%	28.5%	39.3%	27.4%

Source: Census (2021)

- 7.5 Private renters are younger than social renters and owner occupiers. In 2021, the average age of household reference persons (HRPs) in the private rented sector was 43 years (compared with 58 years for owner occupiers and 54 for social renters). Over two-thirds (71%) of private rented sector HRPs were aged under 50 compared with 43% of social renters and 32% of owner occupiers.



Source: Census (2021)

- 7.6 The tables below show the size and type of accommodation in the PRS compared with other sectors. From this it can be seen that the profile PRS generally sits somewhere between that of owner-occupation and social renting. For example, the PRS has a higher proportion of detached homes than the social rented sector, but fewer than owner-occupiers, with the opposite pattern being seen for flats. The high proportion of terraced homes in the PRS is also noteworthy.
- 7.7 When looking at the size of accommodation, it is clear that the PRS is strongly focussed on 2- and 3-bedroom homes (making up 83% of all households in this tenure). The owner-occupied sector in contrast is dominated by 3+-bedroom homes (78% of the total in this tenure) whilst social renting has the highest proportion of 1-bedroom homes (32%).

Figure 7.3: Accommodation type by tenure (households) – Mansfield				
	Owner-occupied	Social rented	Private rented	Total
Detached	42.1%	6.0%	11.8%	30.4%
Semi-detached	43.4%	49.5%	37.5%	43.3%
Terraced	12.1%	18.5%	30.7%	16.7%
Flat/other	2.4%	25.9%	20.1%	9.6%
Total	100.0%	100.0%	100.0%	100.0%
	30,969	7,869	9,194	48,032

Source: Census (2021)

Figure 7.4: Accommodation size by tenure (households) – Mansfield				
	Owner-occupied	Social rented	Private rented	Total
1-bedroom	1.1%	31.7%	10.5%	7.9%
2-bedrooms	20.7%	33.5%	38.1%	26.2%
3-bedrooms	56.7%	31.6%	44.7%	50.3%
4+-bedrooms	21.4%	3.2%	6.7%	15.6%
Total	100.0%	100.0%	100.0%	100.0%
	30,971	7,864	9,195	48,030

Source: Census (2021)

- 7.8 The analysis below studies levels of overcrowding and under-occupation – this is based on the bedroom standard with data taken from the 2021 Census. The analysis shows that levels of overcrowding in the PRS are higher than for households generally, with 5.5% of households being overcrowded in 2021 (similar to the 5.4% figure in social rented accommodation, but notably above the owner-occupied figure of 1.2%). Levels of under-occupation are slightly higher than in the social rented sector, with around 60% of households having at least one spare bedroom (88% in the owner-occupied sector).

Figure 7.5: Overcrowding and under-occupation by tenure (households) – Mansfield				
	Owner-occupied	Social rented	Private rented	Total
+2 or more	51.8%	9.5%	18.5%	38.5%
+1 or more	36.7%	30.2%	41.5%	36.6%
0	10.3%	54.9%	34.5%	22.3%
-1 or less	1.2%	5.4%	5.5%	2.7%
Total	100.0%	100.0%	100.0%	100.0%
	30,973	7,865	9,194	48,032

Source: Census (2021)

Stock Condition

- 7.9 A report in March 2022 by Shelter²⁶ highlights poor housing conditions and disrepair in the private rented sector nationally. In particular the report notes that a consequence of this will be for private renters on average having to pay more in heating bills due to poor insulation, inefficient heating systems and a lack of double glazing; this is on the back of noting private renters already typically pay higher housing costs than other tenures.
- 7.10 Information about stock condition at a local authority level is difficult to find from secondary data sources. However, in June 2023 Department of Levelling Up, Housing and Communities (DLUHC) published new Experimental Official Statistics providing – sub-regional estimates of housing stock condition²⁷. Specifically, modelled estimates of:
- the number and proportion of occupied homes that are deemed non-decent according to the Decent Homes Standard in each local authority, by tenure and dwelling type; and
 - the number and proportion of occupied homes that are deemed unsafe due to having a Housing Health and Safety Rating System (HHSRS) Category 1 hazard in each local authority, by tenure and dwelling type.

²⁶

https://england.shelter.org.uk/professional_resources/policy_and_research/policy_library/briefing_poor_quality_conditions_and_disrepair_in_private_rented_sector_housing

²⁷ <https://www.gov.uk/government/statistics/english-housing-survey-local-authority-housing-stock-condition-modelling-2019/english-housing-survey-local-authority-housing-stock-condition-modelling-2019>

- 7.11 Turning first to the Decent Homes standard, the modelled data suggests some 14.4% of all dwellings are non-decent; the estimated figure for private rented homes is however higher than this (at 20%). Both of these figures are lower than estimates for England. The modelled data also looks at non-decent homes and built-form (but not separately by tenure) – this identifies the highest proportion of non-decent homes to be detached and terraced houses (17% non-decent) with the lowest proportion (at 7%) being bungalows.

Figure 7.6: Estimates of non-decent homes by tenure (2019 estimates)		
	Mansfield	England
Owner-occupied	14.4%	16.4%
Private rented	20.0%	23.3%
Social rented	10.2%	12.0%
TOTAL	14.4%	16.7%

Source: MHCLG

Figure 7.7: Estimates of non-decent homes by dwelling type (2019 estimates)		
	Mansfield	England
Detached	16.9%	12.8%
Semi-detached	13.4%	16.3%
Bungalow	6.8%	13.4%
Terraced	16.9%	18.0%
Flats	14.8%	19.1%
TOTAL	14.4%	16.7%

Source: MHCLG

- 7.12 For the HHSRS, the modelled data points to a slightly lower proportion of homes with Category 1 hazards than seen nationally, although the figure in the private rented sector is very slightly higher than seen nationally (13.1% of privately rented homes are estimated to have Category 1 hazards compared with the national estimate of 13.1%).
- 7.13 By dwelling type, the data points to a similar pattern to non-decency, with the highest figure being seen for detached houses (14% with Category 1 hazards) and the lowest figure for bungalows (at 4%).

Figure 7.8: Estimates of dwellings with Category 1 hazards by tenure (2019 estimates)		
	Mansfield	England
Owner-occupied	10.3%	10.4%
Private rented	13.1%	12.9%
Social rented	2.9%	5.3%
TOTAL	9.3%	9.9%

Source: MHCLG

Figure 7.9: Estimates of dwellings with Category 1 hazards by dwelling type (2019 estimates)		
	Mansfield	England
Detached	14.1%	10.1%
Semi-detached	7.9%	10.3%
Bungalow	4.0%	8.8%
Terraced	11.6%	11.5%
Flats	4.7%	7.7%
TOTAL	9.3%	9.9%

Source: MHCLG

- 7.14 Finally on stock condition it is possible to look at the number and proportion of homes that do not have central heating. Whilst the overall proportion is low (0.7% of households) the data does show household in the private rented sector as being slightly more likely than most other tenure groups to not have central heating.

Figure 7.10: Number and proportion of households without central heating by tenure (2021) – Mansfield			
	Households without central heating	Total households	% without central heating
Owns outright	112	16,667	0.7%
Owns with mortgage	75	14,302	0.5%
Social rented	74	7,869	0.9%
Private rented	95	9,194	1.0%
TOTAL	356	48,032	0.7%

Source: 2021 Census

Agency Engagement

7.15 A full engagement with local agents is set out in Section 2 of this report; however, concerning the rental market, the following was noted:

- Many landlords are selling up for a variety of reasons, although limited companies are continuing to buy properties to meet demand;
- Private rental costs have continued to experience significant growth over the last year;
- The rental market is extremely active, and properties are typically let within 15 days;
- Renters consist of young families renting between 2-4 bedrooms and young couples renting 1- or 2-bedroom flats;
- The town is attractive to those seeking to rent, as it is more affordable than the surrounding towns;
- Many households living in the PRS are supported by housing benefits, and landlords are generally happy to accept such claimants;
- Mansfield town centre is popular amongst renters, with a high volume of flats and HMOs. There are also smaller HMO markets in Mansfield Woodhouse and Bellamy; and
- According to agents, the build-to-rent multi-family market has potential in Mansfield town centre, particularly near the train station. Forest Town and Berry Hill could also have potential for build-to-rent family homes.

Houses in Multiple Occupation (HMOs)

7.16 A house in multiple occupation (HMO) is defined as an entire house, flat, or converted building that is let to three or more persons who form two or more households and share facilities such as a kitchen, bathroom, and toilet. This is based on Sections 254-260 of the Housing Act 2004²⁸, which defines the criteria for the purposes of safety and suitability of accommodation and the need to license where necessary.

²⁸ <https://www.legislation.gov.uk/ukpga/2004/34/section/254>

- 7.17 One definition used in planning²⁹ of use class C4 (HMO) is “small, shared houses or flats occupied by between three and six unrelated people who share basic amenities” such as a toilet, personal washing facilities or cooking facilities. Where more than six unrelated individuals share amenities, this is termed an HMO in Sui Generis use.
- 7.18 Large HMOs rented to five or more people who form more than one household, where some or all tenants share toilet, bathroom or kitchen facilities, and where at least one tenant pays rent, require mandatory licensing within Mansfield. However, smaller HMOs do not require a licence, which makes it difficult to determine their extent.
- 7.19 Smaller use class C4 HMOs typically do not require planning permission for a change of use from a C3 dwelling unless there is an Article 4 Direction which mandates it. An Article 4 Direction does not mean the HMOs are banned, only that they require planning permission for a change of use from a C3 dwelling.
- 7.20 Finally, for Council Tax purposes, an HMO is considered a property that was originally built, or later adapted for more than one household to live in. It can also be a property where 1 or more people live, but they either have only written or verbal permission to live in part of the property, or have written or verbal permission to live in the whole property, and are not responsible for paying rent or a licence fee for the whole property.
- 7.21 The latest Local Authority Housing Statistics for 2024/25 estimate that there are 1,267 HMOs in the Mansfield District. Of these, 200 are estimated to be licensable HMOs, although the actual number of issued licences is 162. This suggests that most HMOs in the district are small.

Figure 7.11: Houses in Multiple Occupation (2024/25)			
	Estimated Total HMOs	Estimated total licensable HMOs	Actual number of HMO licences
Mansfield	1,267	200	162

Source: Local Authority Housing Statistics, 2025 (based on Housing Act definition)

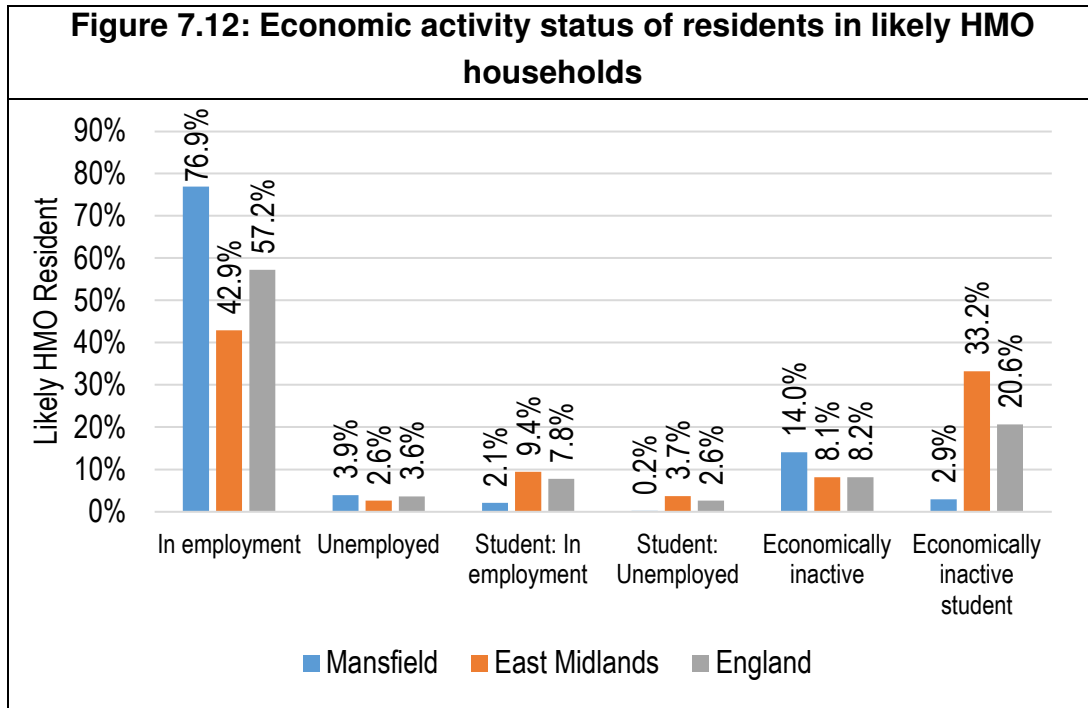
²⁹ <https://www.gov.uk/government/publications/changes-to-planning-regulations-for-dwellinghouses-and-houses-in-multiple-occupation-circular-08-2010>

- 7.22 Given that there are 51,262 dwellings in the district, this would represent around 2.4% of the housing stock being HMOs. This would not represent a significant pressure on the district-wide housing stock, but there may be localised issues, particularly around Mansfield Town Centre.

HMO Tenant Profile

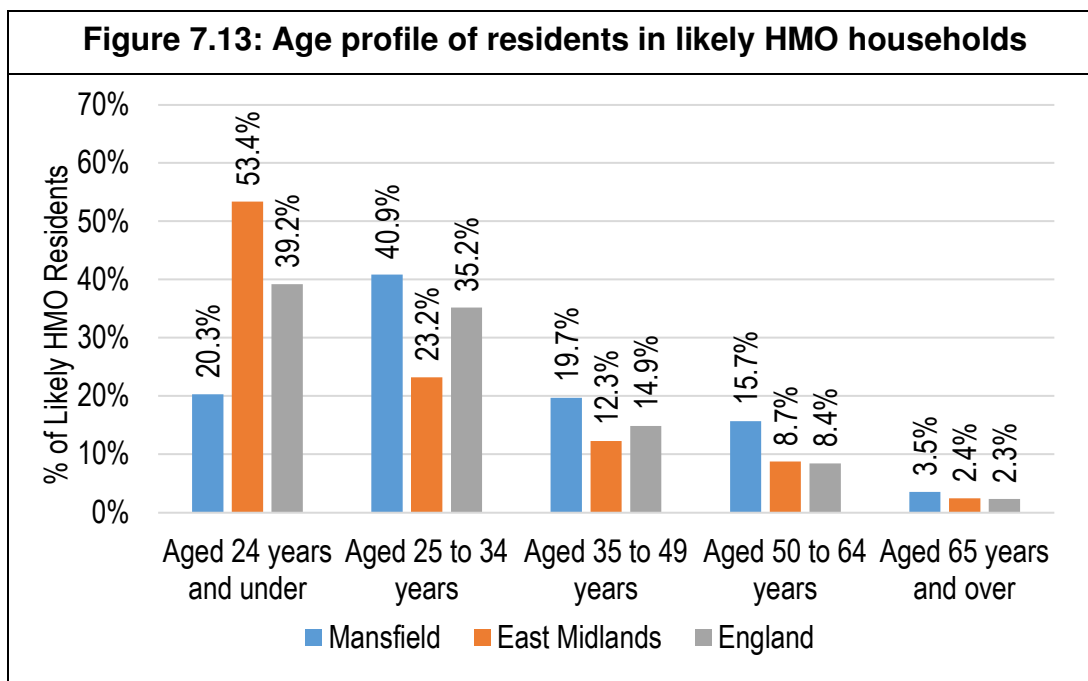
- 7.23 2021 Census data has been used to provide an approximate profile of local HMO tenants. The 2021 Census includes an output identifying dwellings that are HMOs. However, this dataset is published only at the dwelling level, and cannot be cross-tabulated with individual characteristics to form a tenant profile.
- 7.24 Instead, this analysis uses the “Other: Other household types” household composition category cross-tabulated with private rented housing tenures. This identifies non-family households in the private rented sector without dependent children.
- 7.25 In many cases, people in these categories are likely to be living in HMOs. As a result, this is one of the best Census proxies available for HMO tenants.
- 7.26 However, this method does have some limitations. The “Other: Other household types” category is broad and may include households that do not meet the statutory HMO definition (e.g., two unrelated adults sharing).
- 7.27 Conversely, some HMOs may not be captured if respondents recorded them as family households. This analysis, therefore, provides an approximate rather than an exact representation of the local HMO tenant population. This data suggests that there are 1,647 residents of likely HMOs in the Mansfield District.
- 7.28 Nationally, many HMOs are occupied by students or young professionals house-sharing. As a result, 31% of residents of likely HMOs are full-time students across England, and 46% in the East Midlands.
- 7.29 However, only 5% of likely HMO residents in the Mansfield District were full-time students, noting that there are no major higher education institutions in the district with Nottingham Trent University having a small campus on Nottingham Road alongside West Notts College.

- 7.30 By contrast, 77% of residents of likely HMOs in the Mansfield District were employed (excluding students also in employment), substantially above the 57% across England. A notable number of people in the Mansfield District were also economically inactive (14%), again above national and regional benchmarks (8% in both cases).



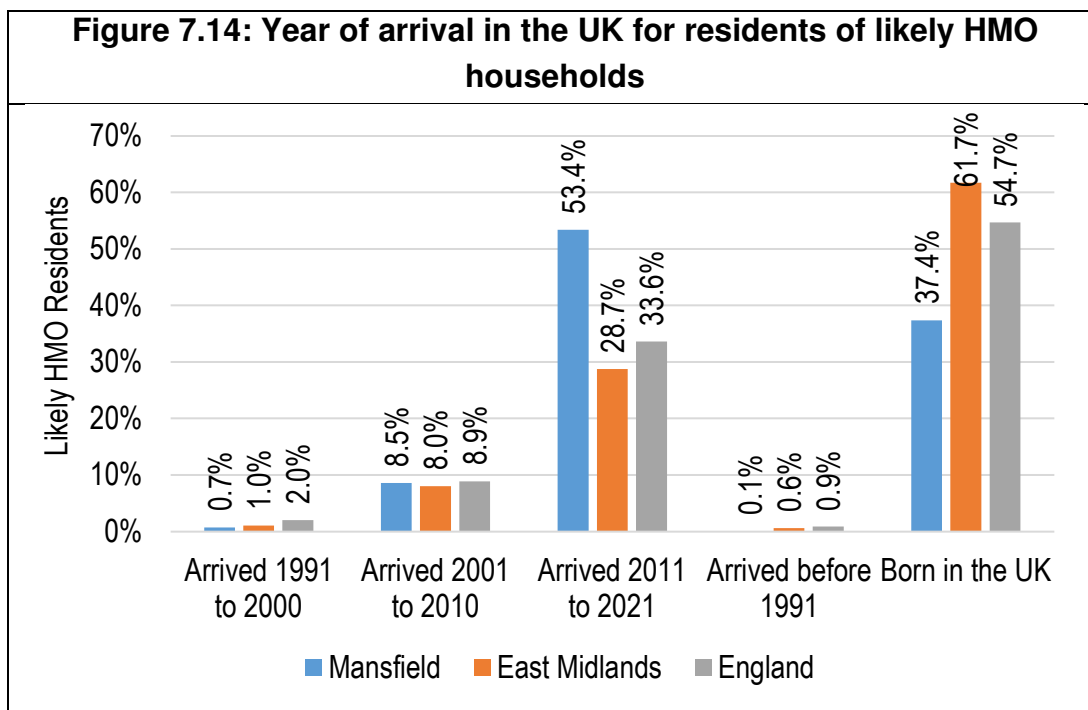
Source: 2021 Census

- 7.31 The age profile of likely HMO tenants in the Mansfield District is older and more mixed than that seen regionally and nationally, reflecting the lack of students in the district.
- 7.32 In 2021, 39% of residents in likely HMO households nationally were aged under 25, and 35% 25-34. In contrast, in the Mansfield District, only 20% were under 25 and 41% were aged between 25 and 34, while 20% were aged 50 or older (vs 10% nationally).



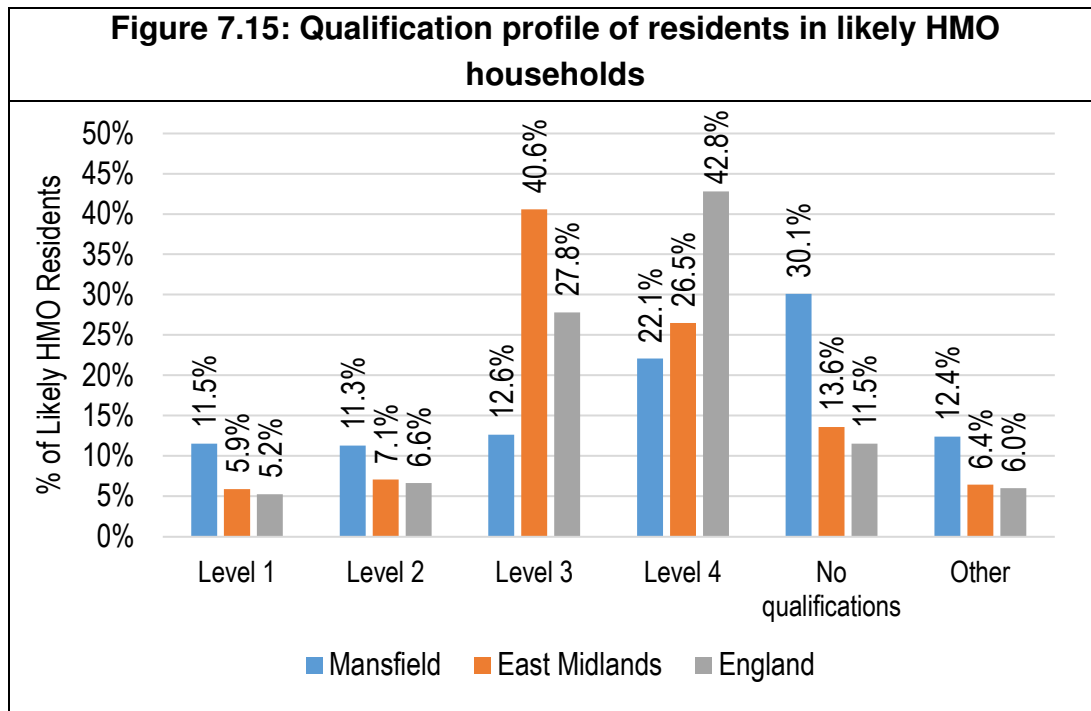
Source: 2021 Census

- 7.33 Many of those living in likely HMOs in the Mansfield District were recent migrants to the UK, having arrived between 2011 and 2021 (53.4%). This is unlike elsewhere, where the majority of HMO residents are born in the UK (61.7% in the East Midlands, 54.47% nationally). Only 37.4% of likely HMO residents in the Mansfield District are born in the UK.



Source: 2021 Census

- 7.34 The following figures provide the qualification and occupation profiles of likely HMO residents. In line with the standard national framework³⁰, qualifications are grouped into level 1 (basic lower secondary), level 2 (GCSE or equivalent), level 3 (A-level or equivalent), and level 4+ (higher education and professional qualifications).
- 7.35 Compared to regional and national benchmarks, residents of likely HMOs in the Mansfield District were relatively unskilled, with only 22% having level 4+ qualifications and 13% level 3, compared to 43% and 28% nationwide.



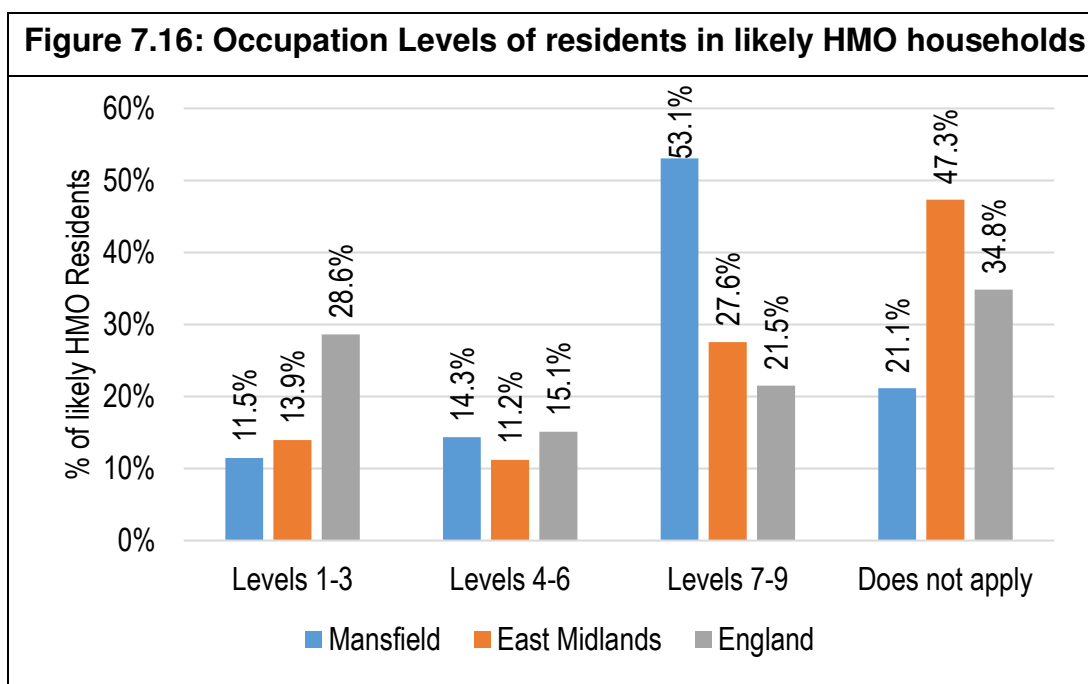
Source: 2021 Census

- 7.36 Conversely, 30% of likely HMO residents in the Mansfield District had no qualifications compared to 14% across the East Midlands region and 12% nationally.
- 7.37 Around 11% employed people living in likely HMO accommodation work in a higher occupation levels (1-3 professional, technical, manager, director and senior official occupations); however, these categories are substantially under-represented compared to regional and national benchmarks (14% and 29% of employed people, respectively).

³⁰ See link for definition:

<https://www.ons.gov.uk/census/census2021dictionary/variablesbytopic/educationvariables/census2021/higherlevelofqualification>

- 7.38 In contrast, a large number (53%) of likely HMO residents worked in the three lowest-level occupations (7-9 sales and customer service, process, plant and machine operatives, elementary occupations, lower-skilled process, plant, and elementary occupations and machine operatives). This compares to 28% in the East Midlands and 21% nationally.



Source: 2021 Census

- 7.39 In both cases, these statistics will reflect, in part, the lack of students and recent graduates living in HMOs in the Mansfield District. However, given that a high proportion of Mansfield District's HMO tenants are employed, these statistics show that HMOs are a source of accommodation for local low-skilled workers.
- 7.40 The Emerging Local Plan Review contains Policy H7, which addresses houses in multiple occupation and bedsit accommodation. The policy supports additional HMOs if they would result in the re-use of a vacant building or disused land, contribute to the achievement of mixed and balanced communities, and provide adequate internal accommodation and external private amenity space without causing a significantly adverse impact on the amenity enjoyed by the occupiers of adjacent properties.

- 7.41 The supporting text provides further guidance on determining whether proposals contribute to the creation of mixed and balanced communities, stating that “a community will be considered to be ‘imbalanced’ where: more than 10% of residential properties within a 100m radius of the area surrounding the application property are already in HMO use.”
- 7.42 It also adds that the “council will not always have information about the location of HMO’s, especially where they do not require planning permission due to permitted development rights or where they may not need a license due to their size (under 5 tenants).” Adding that, “the assessment of a proposal’s contributions towards a balanced community will be based on the information available at the time of the application.”
- 7.43 While this is a reasonable approach to policy, it may lack deliverability if the number of homes and the number of HMOs are not known in a given 100m radius. The council, therefore, may wish to consider whether this could be aggregated to an output area (or larger), given the availability of known data.
- 7.44 Alternatively, the council should assist with assessing this through mapping where there are HMO clusters and identifying those areas where a HMO will or will not be allowed.

Housing Benefits

- 7.45 The Local Housing Allowance sets the maximum amount of housing benefit (or its successor, the housing component of universal rent) that a benefits claimant can receive towards their rent payments. It is based on the size of property a household is deemed to need, and calibrated to the thirtieth percentile within a broad rental market area (BRMA).

7.46 The whole of Mansfield District lies within the North Nottingham BRMA. As shown in the table below, this means benefits claimants can receive benefits to cover rents of up to:

- £338 PCM for single people under 35 with no dependants (i.e. category A - eligible for single bedroom with shared facilities otherwise);
- £444 PCM for single people aged 35+, childless couples, and younger single people exempt from the shared room rate (i.e. category B - eligible for a single bedroom with exclusive use of other facilities); and
- Between £548 - £808 for households requiring higher numbers of bedrooms (i.e. categories C – E).

Figure 7.17: North Nottingham BRMA Local Housing Allowance Rates applicable from April 2025 to March 2026					
Category	A	B	C	D	E
Property size	1 bedroom and shared facilities	1 bedroom and exclusive use of other facilities	2 bedrooms	3 bedrooms	4 bedrooms
Local Housing Allowance (per week)	£78.00	£102.41	£126.58	£134.63	£186.41
Local Housing Allowance (PCM)	£338	£444	£548	£584	£808

Source: VOA Local Housing Allowance 2025-2026 Tables

7.47 People receiving Housing Benefit or the housing element of Universal Credit are generally eligible to apply for social housing. However, eligibility does not mean immediate access.

7.48 Social housing stock is limited, and allocations are made based on assessed need, local priorities and waiting time. Most single adults without dependants, including those receiving Housing Benefit, typically fall into lower priority bands, unless they have additional vulnerability, homelessness status or urgent medical needs. As a result, many low-income single people — particularly those only entitled to the Shared Accommodation Rate (LHA Category A) — face significant waits for a social tenancy. During this period, they rely on the private rented sector.

- 7.49 At the time of writing, 17 one-bedroom units were advertised for rent on Rightmove in Mansfield that weren't house shares. The cheapest was advertised for £400 PCM, with most being £575 or more.
- 7.50 The level of housing benefits available for a single person or childless couple (£444 pcm) would not be sufficient to cover the cost of most of these units. Instead, the only private rental housing available in Mansfield to those in housing benefit categories A or B, without requiring them to pay the shortfall themselves, would be an HMO.
- 7.51 Department for Work and Pensions Data indicate that there are 225 Households in Mansfield that receive the 1-bedroom or Shared Accommodation Housing Benefit in the Private Rental Sector.

Homelessness

- 7.52 Since June 2018, 32% of average quarterly homelessness presentations have been a result of the end of a short-term tenancy. This illustrates particular supply and affordability pressures in the private rental sector.
- 7.53 HMOs can form part of the temporary accommodation pathway for households whose private tenancies have ended, helping to reduce reliance on Council-provided housing where suitable private rented options are available.
- 7.54 Homelessness data for Mansfield indicates that a substantial proportion of presentations are from single-person households (39%) from June 2018 onwards.
- 7.55 For these household types, shared accommodation is often the most realistic option in the private rented sector. As noted above, single-person households under 35 are eligible only for the one-room-with-shared-facilities category of housing benefits, although. However, only 20 households in Mansfield receive the shared facilities housing benefit in PRS.
- 7.56 It is therefore clear that HMOs provide a range of benefits, including housing new migrants, accommodating low-skilled and low-earning workers, providing affordable accommodation for people who would otherwise be seeking affordable housing from the Council and also allowing the Council to discharge its homelessness duties.

Build-to-Rent

- 7.57 According to Annex 2 of the NPPF, Build to Rent housing is defined as: *“Purpose-built housing that is typically 100% rented out. It can form part of a wider multi-tenure development comprising either flats or houses but should be on the same site and/or contiguous with the main development. Schemes will usually offer longer tenancy agreements of three years or more and will typically be professionally managed stock in single ownership and management control.”*
- 7.58 The Build to Rent Planning Practice Guidance³¹ states that “If a need is identified, authorities should include a plan policy setting out their approach to promoting and accommodating build-to-rent. This should recognise the circumstances and locations where build-to-rent developments will be encouraged – for example, as part of large sites and/or a town-centre regeneration area.” (Paragraph: 001 Reference ID: 60-001-20180913).
- 7.59 The PPG also provides guidance as to how Local Authorities can ensure “Family Friendly” tenancies of three years or more. “In granting planning permission for build-to-rent developments, authorities should set in place a planning condition requiring scheme operators to offer tenancies of 3 or more years to all tenants in the development, who are eligible to live in the country for that period (under the right to rent). This should apply to all tenants, whether paying market rent or affordable private rent.” (Paragraph: 010 Reference ID: 60-010-20180913).
- 7.60 It also adds that there is no obligation on customers to take up that option if they prefer a shorter-term contract and can give notice to terminate the contract at any point, and that any rent or service charge reviews should be in line with an agreed percentage or linked to inflation.
- 7.61 Concerning minimum standards, the PPG states that “Individual schemes should meet any relevant local and national planning policy requirements. Affordable private rental homes within any particular scheme should be constructed and managed to the same high-quality standards as the market private rental homes. There are no extra national standards in addition to this.” (Paragraph: 011 Reference ID: 60-011-20180913).

³¹ <https://www.gov.uk/guidance/build-to-rent>

7.62 It also notes that there is “no national requirement for authorities to apply national space standards in their area” and “Where authorities choose to apply them, the national policy does not preclude authorities from dis-applying them for particular parts of the local plan area, or for particular development types, such as build to rent schemes.” (Paragraph: 011 Reference ID: 60-011-20180913).

Benefits of build-to-rent

7.63 The benefits of Build to Rent are best summarised in the Government’s A Build to Rent Guide for Local Authorities³², which was published in March 2015. The Guide notes the benefits are wide-ranging, but can include:

- Helping local authorities to meet demand for private rented housing whilst increasing tenants’ choice, “as generally speaking tenants only have the option to rent from a small-scale landlord”;
- Retaining tenants for longer and maximising occupancy levels as Build to Rent investment is an income-focused business model;
- Helping to increase housing supply, particularly on large, multiple phased sites, as it can be built alongside build-to-sale and affordable housing; and
- Utilising good design and high-quality construction methods, which are often key components of the Build to Rent model.

7.64 This Build to Rent Guide provides a helpful overview of the role that Build to Rent is intended to play in the housing market, offering opportunities for those who wish to rent privately (i.e. young professionals) and for those on lower incomes who are unable to afford their own home.

7.65 Over recent years, there has been a rapid growth in the Build to Rent sector backed by domestic and overseas institutional investment. Turning to the present and the latest market insight on Build to Rent as it begins to mature and strengthen as a development sector, the Savills UK Build to Rent Market Update³³ for Q1 2025 states that the market now has 127,000 completed units, 50,000 under construction and 110,000 in the development pipeline, a total of 287,000 units.

³² <https://www.gov.uk/government/publications/build-to-rent-guide-for-local-authorities>

³³ https://www.savills.co.uk/research_articles/229130/376156-0

Supply

- 7.66 According to the British Property Federation (BPF), there is a single build-to-rent development within Mansfield. Although there are likely others operated by Wise Living. The site highlighted by the BPF comprises 75 units at the Former Mansfield Brewery. It is a single-family build-to-rent development including 1-, 2-, 3- and 4-bedroom unfurnished homes.
- 7.67 The development is priced at £745 pcm for a 1-bedroom house, £900 pcm for a 2-bedroom house, £965 to £1,050 for 3-bedrooms and £1,250 for 4-bedrooms. All of which are considerably above typical rents for the district.
- 7.68 Two other developments are advertised by Wise Living, including Bath Lane or Indigo Court, which is a 36-home flatted development comprised of 1 and 2 bedrooms and Marksman Close, comprising 24 two and three-bedroom houses with 27 one and two-bedroom apartments.

Profile of Build-to-Rent tenants

- 7.69 The British Property Federation (“BPF”), London First and UK Apartment Association (“UKAA”) published a Report³⁴ in late 2002 profiling those who live in Build to Rent accommodation in England. This showed that around 40% of residents were aged between 25 and 34, which is broadly similar to the wider private rented sector market.
- 7.70 The survey-based data identified that incomes are similar to those in private rented sector accommodation, with 18% earning between £26,000 and £32,000, and 23% earning between £32,000 and £44,000. Typically, Build to Rent residents spend between 28% and 33% of their income on accommodation. The report noted that Build to Rent has comparable levels of affordability but is notably more affordable for couples and sharers. This is perhaps reflected in the higher incidence of these household types within the Build to Rent sector.
- 7.71 The report also identified a broadly similar balance of people working in the public and private sectors, with 17% of residents employed in the public sector living in Build to Rent accommodation compared with 19% in the private rented sector.

³⁴ <https://bpf.org.uk/our-work/research-and-briefings/who-lives-in-build-to-rent-2022/>

Co-living

- 7.72 A further component of the build-to-rent market is Co-living. There is no accepted planning definition of "co-living" in either the NPPF or planning practice guidance. However, Co-living developments generally involve private rooms or studios with access to shared communal facilities like kitchens, living areas, and workspaces. They are often large-scale developments.
- 7.73 While the NPPF does not specifically mention co-living, it highlights that the needs of specific housing groups should be addressed concerning the size, type and tenure of housing (paragraph 63) they require.
- 7.74 Savills' research (see footnote 21) indicates that demand for co-living accommodation is concentrated in London and other major regional cities and estimates the potential size of the target market for co-living across the UK to be around 725,000 units. There are currently no Co-living developments in Mansfield.

Profile of Co-living tenants

- 7.75 Target residents of co-living developments are typically students, recent graduates and young professionals and most development is located in city centres. Savills also profiled a co-living development in Guildford and noted that it has attracted residents working in "healthcare, gaming, and technology."
- 7.76 In another co-living development in Wembley, the same research showed that only around 41% of residents had lived in London previously, and 35% of residents were from overseas. Although open to all ages, residents of co-living developments are predominantly aged 18–40 years old.

Benefits of Co-living

- 7.77 As well as addressing housing need, co-living benefits young professionals facing affordability pressures, as well as those who are new to an area, as it allows them to establish roots and make friendships when otherwise they might face a degree of isolation.

- 7.78 The Savills research also stated that co-living has several pull factors (extensive amenities, interaction with fellow residents, flexible leases and all-inclusive bills), but demand is also aided by the push factors of high house prices, a lack of PRS stock, high rents and people seeking to avoid house-shares.

Build-to-Rent and Co-living Potential Policy Response

- 7.79 The PPG on Build to Rent recognises that where a need is identified that local planning authorities should include a specific plan policy relating to the promotion and accommodation of Build to Rent. Although there is only modest rental pressure in Mansfield, there has been some delivery of build-to-rent accommodation. As such, we think it would be prudent for the Council to consider a policy to respond to future applications. This would be in addition to the Affordable Housing SPD but reflective of it.
- 7.80 The Council Affordable Housing SPD seeks to build-to-rent to contribute 20% affordable housing at a 20% discount on eligible schemes, but the policy position to build to rent could also reflect this. Given that the sector is still evolving, we would recommend that the Council is not overly prescriptive on the mix of dwelling sizes within new Build to Rent development. So far, the developments have provided a mix of housing and are typically single-family developments.
- 7.81 The NPPF's definition of Build-to-Rent development sets out that schemes will usually offer tenancy agreements of three or more years and will typically be professionally managed stock in single ownership and management control. Even with a 20% discount, the existing Build to Rent developments are above LHA. We would therefore advise that Affordable Private Rent is capped at Local Housing Allowance rates in order for it to be truly affordable.
- 7.82 Although we recognise that the viability of Build to Rent development will differ from that of a typical mixed tenure development in the sense that returns are phased over time and that affordable housing contributions will differ from those from general housing delivery.
- 7.83 We do not think that the council requires a co-living policy in addition to build-to-rent to rent policies. But if it does seek to do so, then some guidance can be gained from the London Plan³⁵ and separate viability testing should also occur.

³⁵ <https://www.london.gov.uk/programmes-strategies/planning/implementing-london-plan/london-plan-guidance/large-scale-purpose-built-shared-living-lpg>

Private Rented Sector: Key Messages

- The private rented sector includes a wide range of accommodation types, including privately owned homes rented to others, HMOs, Co-living and build-to-rent accommodation.
- The private rented sector (PRS) accounts for around 19% of all households in Mansfield (as of 2021) – a similar proportion to that seen across the East Midlands and England. The number of households in this sector has, however, grown substantially (increasing by 38% in the 2011-21 period).
- The PRS has some distinct characteristics, including a much younger demographic profile and a high proportion of households with dependent children (notably lone parents) – levels of overcrowding are relatively high. In terms of the built form and size of dwellings in the sector, the PRS generally provides smaller, flatted/terraced accommodation compared with the owner-occupied sector.
- That said, around half of the private rented stock has three or more bedrooms. It demonstrates the sector's wide role in providing housing for a range of groups, including those claiming Housing Benefit and others who might be described as 'would-be owners' and who may be prevented from accessing the sector due to issues such as deposit requirements.
- The number of tenants claiming housing benefits increased dramatically as a result of the Covid lockdown in 2020 and has remained high.
- The latest Local Authority Housing Statistics for 2023/24 estimates that there are 1,267 HMOs in Mansfield. Of these, 190 are estimated to be licensable HMOs, although the actual number of issued licences is 152.
- HMOs provide a range of benefits, including housing new migrants, accommodating low-skilled and low-earning workers, providing affordable accommodation for people who would otherwise be seeking affordable housing from the Council and also allowing the Council to discharge its homelessness duties.
- The Council should consider developing Local Plan policies for build-to-rent within Mansfield. This should go beyond the affordable housing SPD. The viability of Build-to-Rent schemes is likely to differ relative to other forms of development. Therefore, the Council's policies on affordable housing provision should continue to be informed by up-to-date viability evidence.

Private Rented Sector: Key Messages (cont...)

- This study has not attempted to estimate the need for additional private rented housing. It is likely that the decision of households as to whether to buy or rent a home in the open market is dependent on a number of factors which mean that demand can fluctuate over time; this would include mortgage lending practices and the availability of Housing Benefit.
- A general (national and local) shortage of housing is likely to have driven some of the growth in the private rented sector, including increases in the number of younger people in the sector, and increases in shared accommodation. If the supply of housing increases, then this potentially means that more households would be able to buy, but who would otherwise be renting.

8. Other Groups

Introduction

- 8.1 This section of the report considers a range of other groups set out in the NPPF and PPG. This includes service personnel, ethnic minority households, self- and custom-build development and looked-after children.

Service Personnel

- 8.2 MoD location statistics show that in April 2024, there were no MoD personnel based in the Mansfield District, and there have not been any since 2014, when there were 10 stationed in the district.
- 8.3 Overall, the lack of presence of regular forces in Mansfield means that they are unlikely to have any implications on local affordability or the demand for housing. Therefore, a specific Local Plan policy for this group is not required.
- 8.4 Annex 2 of the NPPF identifies Military Personnel as Essential Key Workers. As such, accommodation specifically comes under the definition of affordable housing. Depending on their incomes, this group will already be accounted for within the affordable housing need and will largely not be additional to it.
- 8.5 Although we do not recommend delivery of First Homes and the government has moved away from it as a product, the Planning Practice Guidance for First Homes allows local authorities to set out their own criteria for accessing such housing. One such criterion could be a key worker requirement, which would include service personnel, should the council seek to deliver First Homes.
- 8.6 The PPG also stipulates that “local connection criteria should be disapplied for all active members of the Armed Forces, divorced/separated spouses or civil partners of current members of the Armed Forces, spouses or civil partners of a deceased member of the armed forces (if their death was wholly or partly caused by their service) and veterans within 5 years of leaving the armed forces”.
- 8.7 The most acute and pressing issue is likely to be finding accommodation for those transitioning out of the forces, as well as existing personnel who are seeking to buy in the district.

- 8.8 Low-Cost Home Ownership could play a part in meeting this demand as it would provide a discounted route to home ownership. Although, as noted previously, this could be at the expense of others in more acute need.
- 8.9 In addition, the Allocation of Housing (Qualification Criteria for Armed Forces) (England) Regulations ensure that service personnel (including bereaved spouses or civil partners) are allowed to establish a 'local connection' with the area in which they are serving or have served.
- 8.10 This means that ex-service personnel would not suffer a disadvantage from any 'residence' criteria chosen by the Local Authority in their allocations policy.

Ethnic Minorities

- 8.11 Ethnic Minority households, as a group, are quite often found to have distinct characteristics in terms of their housing needs, or may be disadvantaged in some way. In this section we study various characteristics of the ethnic minority population and households. Unless otherwise stated the term ethnic minority is taken to include all people/households from a group other than White: British (which does include Northern Ireland).
- 8.12 In 2021 around 14,000 people in the Mansfield District came from an ethnic minority background – this is 13% of the population; a figure notably below that seen across the East Midlands (20%) and nationally (26%). The largest ethnic minority group in Mansfield is Other: White making up over half of ethnic minorities in the District.

Figure 8.1: Ethnic Group population (2021)				
	Mansfield		East Midlands	England
	No.	%	%	%
Asian	2,234	2.0%	8.0%	9.6%
Asian: Bangladeshi	338	0.3%	0.4%	1.1%
Asian: Chinese	337	0.3%	0.5%	0.8%
Asian: Indian	839	0.8%	4.7%	3.3%
Asian: Pakistani	250	0.2%	1.5%	2.8%
Asian: Other Asian	470	0.4%	0.9%	1.7%
Black	1,174	1.1%	2.7%	4.2%
Black: African	755	0.7%	1.7%	2.6%
Black: Caribbean	263	0.2%	0.6%	1.1%
Black: Other Black	156	0.1%	0.3%	0.5%
Mixed or Multiple ethnic groups	1,544	1.4%	2.4%	3.0%
Mixed: White and Asian	345	0.3%	0.6%	0.8%
Mixed: White and Black African	219	0.2%	0.3%	0.4%
Mixed: White and Black Caribbean	650	0.6%	1.0%	0.9%
Mixed: Other	330	0.3%	0.5%	0.8%
White	104,712	94.8%	85.7%	81.0%
White: British	96,475	87.3%	79.6%	73.5%
White: Irish	387	0.4%	0.6%	0.9%
White: Gypsy or Irish Traveller	89	0.1%	0.1%	0.1%
White: Roma	182	0.2%	0.1%	0.2%
White: Other White	7,579	6.9%	5.3%	6.3%
Other ethnic group	818	0.7%	1.3%	2.2%
Other: Arab	186	0.2%	0.3%	0.6%
Other: Any other ethnic group	632	0.6%	1.0%	1.6%
Total: All usual residents	110,482	100.0%	100.0%	100.0%
No./% ethnic minority	14,007	12.7%	20.4%	26.5%

Source: Census (2021)

- 8.13 Since 2011 the ethnic minority population in the District can be seen to have increased significantly as shown in the table below (based on a smaller range of groups than shown in the table above). The data shows that whilst the overall population of Mansfield has risen by 6,000 over the 10-year period the increase in ethnic minority groups (all groups other than White (British)) has been 6,900. The White (British) population has dropped by about 900 people.
- 8.14 Looking at particular ethnic minority groups, we see that the largest rise in terms of population has been for Other: White people – increasing by 4,100 over the ten years. In proportionate terms the greatest increase has been of the Black population which has increased by nearly three times from about 400 people to nearly 1,200.

Figure 8.2: Change in ethnic groups 2011 to 2021 (Mansfield District)				
Ethnic Group	2011	2021	Change	% change
Asian	1,289	2,234	945	73.3%
Black	398	1,174	776	195.0%
Mixed	1,106	1,544	438	39.6%
White: British	97,408	96,475	-933	-1.0%
Other: White	4,114	8,237	4,123	100.2%
Other	151	818	667	441.7%
TOTAL	104,466	110,482	6,016	5.8%

Source: Census 2011 and 2021

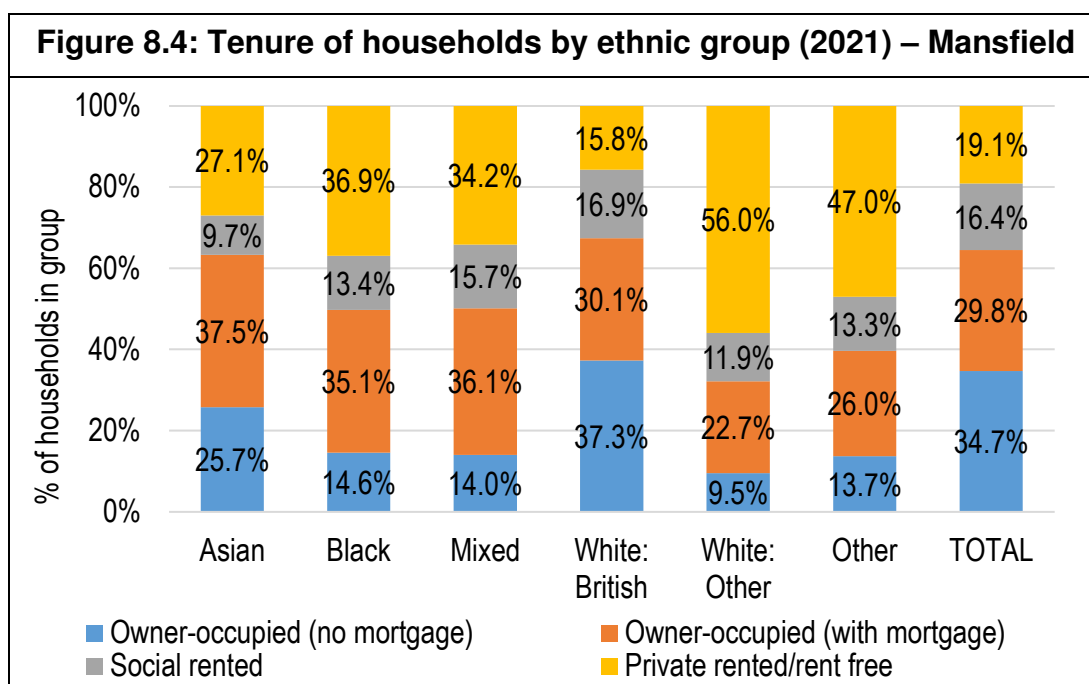
Household Characteristics

- 8.15 We have used 2021 Census data to provide an indication of the characteristics of ethnic minority households. The table below shows the composition of households by ethnic group. This shows that ethnic minority households are less likely than White: British households to contain only people of pensionable age and more likely to contain dependent children. Notably, around half of Asian and other households contain dependent children; Black and Mixed households show high proportions of lone parents.

Figure 8.3: Household composition by ethnic group in Mansfield							
	Asian	Black	Mixed	White: British	White: Other	Other	TOTAL
Single person aged 66+	4.1%	5.2%	2.3%	14.2%	3.2%	3.9%	13.0%
Single person aged <66	16.9%	26.1%	26.3%	17.1%	14.3%	21.6%	17.1%
Couple aged 66+	2.4%	1.6%	2.0%	10.4%	1.9%	1.4%	9.5%
Couple, no children	14.1%	9.2%	18.1%	19.1%	19.2%	9.2%	18.8%
Couple, dependent children	37.7%	25.1%	23.7%	16.9%	26.5%	34.0%	18.1%
Couple, all children non-dependent	5.5%	5.0%	2.5%	6.9%	3.8%	6.0%	6.6%
Lone parent, dependent children	5.1%	11.4%	15.5%	6.9%	7.7%	5.0%	7.0%
Lone parent, all children non-dependent	3.3%	4.2%	3.1%	4.1%	2.5%	2.5%	4.0%
Other households with dependent children	4.9%	4.0%	5.1%	1.7%	8.1%	9.6%	2.3%
Other households	5.9%	8.2%	1.4%	2.7%	12.7%	6.7%	3.5%
Total	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Total households	750	501	354	42,950	3,189	282	48,026
Total dependent children	47.7%	40.5%	44.4%	25.5%	42.3%	48.6%	27.4%

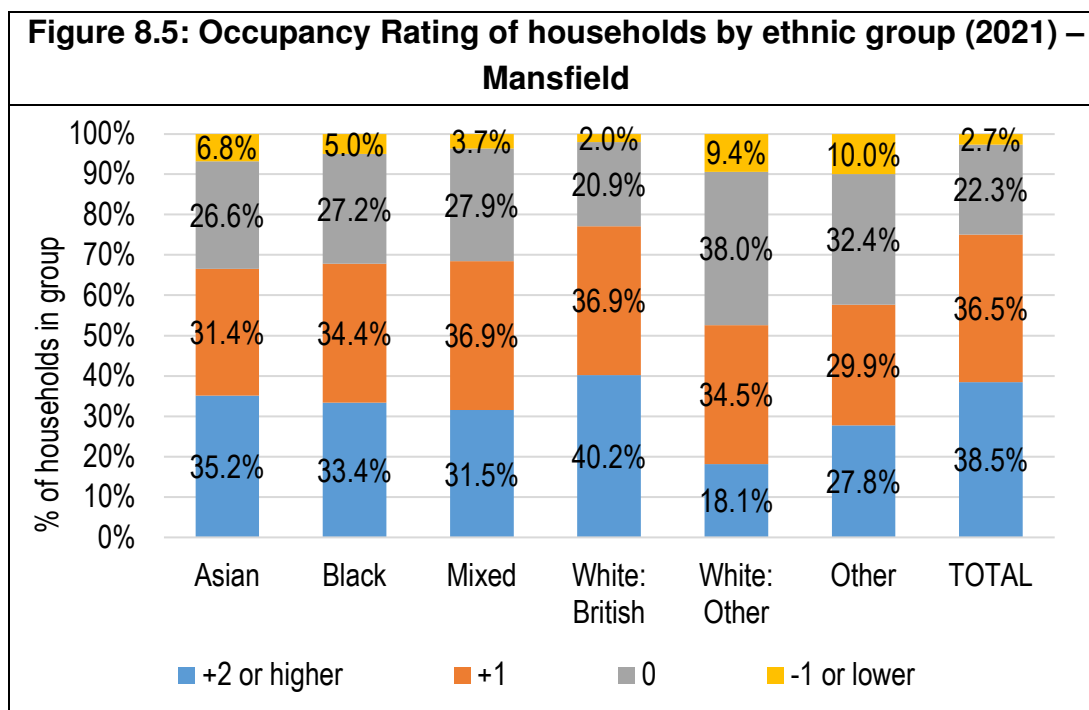
Source: Census (2021)

8.16 The figure below shows the current tenure of households by ethnic group. There are some considerable differences by ethnic group with White: British households having a high proportion of owner-occupation, including outright ownership. Asian households also see a relatively high proportion in owner-occupied housing (63% are owner-occupiers). At the other end of the scale White: Other households see only 32% as owner-occupiers and 56% living in private rented accommodation, a notably higher figure than seen for any other group. Ethnic minority households are generally less likely to live in the social rented sector than White: British households.



Source: Census (2021)

- 8.17 The figure below shows levels of overcrowding and under-occupancy of households by ethnic group. This shows higher levels of overcrowding for all ethnic minority groups with 9% of White: Other and 10% of Other households being overcrowded. Levels of under-occupancy are also lower in ethnic minority households (again notably White: Other and Other).



Source: Census (2021)

Ethnic Minorities – summary

- 8.18 Drawing the analysis together, the ethnic minority population in Mansfield is quite small relative to the regional and national position, with the White: Other population being the main group in the District. The number of people from an ethnic minority group grew strongly over the 2011-21 decade, with the number of people from an ethnic minority group increasing by 6,900 whilst the White: British population declined by 900 people.
- 8.19 Ethnic minority households appear to be typically younger and less likely to be owner occupiers than White: British households (British) population; ethnic minority households have a strong representation in the private rented sector, including for White: Other households: 56% of whom live in private rented accommodation. Ethnic minority households are also more likely to be overcrowded and less likely to under-occupy dwellings.
- 8.20 The implications of this are more for housing strategy than planning, and suggest a need to consider particularly how the needs of different groups are met within the local housing market including the higher levels of overcrowding in ethnic minority communities. It will also be important to consider the role which the Private Rented Sector plays in meeting needs of new migrant communities and the standards of housing in this sector. Investigating these issues in greater detail may assist development of strategic housing policies.

Students

- 8.21 Nottingham Trent's Mansfield University Hub is located on the same site as Vision West Nottinghamshire College, approximately 1.5 miles from Mansfield town centre. The campus has a wide range of specialist teaching and learning facilities that support local people to upskill, retrain and access employment in high-demand areas, such as nursing, paramedicine, engineering, business, criminal justice, education, childhood and community support, and sport and exercise science.
- 8.22 Any student studying in Mansfield has the option of applying to any of the Halls of Residence in Nottingham City. Although the University Accommodation officer did not hold any data on which campus residents' study. Anecdotally, they said that many of the Mansfield Hub students were still living at home; there are very few who are moving to the area to study.

- 8.23 The University owns two houses in Mansfield, close to the campus. These are run by a third-party management company and are typically used by Post-Graduates. Some undergraduates require accommodation, and this group is more likely to live in halls in the City Centre and commute. This is due to the attractive nightlife on offer. The two houses comprise:
- **Grange Avenue** is located less than two miles from the university hub and a 5-minute bus ride to Mansfield centre. It is fully furnished and has seven single bedrooms with three shared bathrooms and a fully equipped kitchen/dining area. Rooms rent for £103 per week.
 - **Layton Avenue** is located less than two miles from the university hub and a 10-minute walk to Mansfield centre. It has four fully furnished double-bed studio flats with private lounge, kitchen and shower room. Rooms rent for £124 per month.
- 8.24 Both houses are provided on a 44-week contract, have onsite parking and cleaning is provided. There are regular buses (45 minutes) and trains (20 minutes to 30 minutes) from Nottingham City Centre to Mansfield, but there is no support for the cost of commuting.
- 8.25 Data from the 2021 Census indicates that there were just over 1,942 full-time students over the age of 18 living in Mansfield at the time of the Census. Most of these students were aged between 18 and 20 (51%). A very clear majority of all students were living with parents at the time (64%), with the next highest proportion “living in another household type” (25%), which would include full-time students who are living in households with people who are not full-time students. Only 6% of students live in all student households in Mansfield, 115 people overall.
- 8.26 Given the low number of students and all student households in Mansfield, we do not consider that a specific policy relating to student housing in the district is justified.

Custom-and self-build

- 8.27 As of 1st April 2016, and in line with the Act and the Right to Build, relevant authorities in England are required to have established and publicised a self-build and custom housebuilding register which records those seeking to acquire serviced plots of land in the authority’s area to build their own self-build and custom houses.

- 8.28 Furthermore, in line with the continued Government drive to support the self and custom-build sector, the latest National Planning Policy Framework (paragraphs 71 and 73(b), December 2024) duly recognises that it is important that a sufficient amount and variety of land can come forward where it is needed and that the needs of groups with specific housing requirements are addressed. As part of this, the Framework (paragraph 63) states that:

“the size, type and tenure of housing needed for different groups in the community should be assessed and reflected in planning policies including...people wishing to commission or build their own homes” (our emphasis).

- 8.29 The Self-Build and Custom Housebuilding Planning Practice Guidance³⁶ is a material consideration and draws on legislation set out under the 2015 Act and the 2016 Act but provides wider guidance on assessing demand and supporting self-build development.
- 8.30 In line with the legal duty placed on local authorities by the 2016 Act, the PPG reminds us that relevant authorities must give suitable development permission to enough suitable serviced plots of land to meet the demand for self-build and custom housebuilding in their area. The level of demand is established by reference to the number of entries added to an authority’s register during a ‘base period’.
- 8.31 The first base period begins on the day on which the register is established and ends on 30th October 2016. Each subsequent base period is 12 months beginning immediately after the end of the previous base period. Subsequent base periods will therefore run from 31st October to 30th October each year.
- 8.32 At the end of each base period, relevant authorities have 3 years in which to meet their legal duty and grant permission for an equivalent number of plots of land, which are suitable for self-build and custom housebuilding, as there are entries for that base period.
- 8.33 The PPG states that local planning authorities should use the demand data from the registers in their area, but this should also be supported as necessary by additional data from secondary sources, to understand and consider future need for this type of housing in their area when preparing housing needs assessments.

³⁶ <https://www.gov.uk/guidance/self-build-and-custom-housebuilding>

- 8.34 Concerning what a ‘duty to grant planning permission etc’ means, the PPG states that:

“Relevant authorities must give suitable development permission to enough suitable serviced plots of land to meet the demand for self-build and custom housebuilding in their area. The level of demand is established by reference to the number of entries added to an authority’s register during a base period.”

- 8.35 In respect of what having a ‘duty as regards registers’ means, the PPG states that:

“Section 2(1) of the Self-build and Custom Housebuilding Act 2015 places a duty on relevant bodies to have regard to each self-build and custom housebuilding register, including Part 2 of the register (where a register is in two parts), that relates to their area when carrying out their planning, housing, land disposal and regeneration functions.” (our emphasis)

- 8.36 The PPG³⁷ is clear that self-build or custom build helps to diversify the housing market and increase consumer choice. Self-build and custom housebuilders choose the design and layout of their homes and can be innovative in both their design and construction.

Levelling Up and Regeneration Act (2023)

- 8.37 The Levelling Up and Regeneration Act (2023) made some amendments to the 2015 Self and Custom Housebuilding Act which advised how the supply and demand of self and custom build housing plots can be assessed. When assessing demand, the LURA inserted in section 6 of the 2015 Act the following:

“(a) the demand for self-build and custom housebuilding in an authority’s area in respect of a base period is the aggregate of—
(i) the demand for self-build and custom housebuilding arising in the authority’s area in the base period; and
(ii) any demand for self-build and custom housebuilding that arose in the authority’s area in an earlier base period and in relation to which—
(A) the time allowed for complying with the duty in subsection (2) expired during the base period in question, and
(B) the duty in subsection (2) has not been met;
(aa) the demand for self-build and custom housebuilding arising in an authority’s area in a base period is evidenced by the number of entries added during that period to the register under section 1 kept by the authority;”

³⁷ Paragraph: 16a Reference ID: 57-016a-20210208 <https://www.gov.uk/guidance/self-build-and-custom-housebuilding>

8.38 As a result, although each authority still has 3 years to meet the need that arises from the register this need must now be counted cumulatively. For example, the need as of the 30th of October 2024 will be the cumulative demand shown in all base periods prior to the 30th of October 2021.

8.39 When considering the supply of plots LURA removes section 6(c) of the 2015 Act which read:

“development permission is “suitable” if it is permission in respect of development that could include self-build and custom housebuilding”

8.40 This change means that the Councils will therefore need to demonstrate that serviced plots have resulted in self and custom-build development rather than what could be self and custom-build plots, for example, on the assumption of a CIL exemption. Essentially, this means that in order for planning permissions to be counted towards the supply of self and custom build homes, there needs to be evidence to show that this is what the development is for.

8.41 The exact detail of what can be considered appropriate evidence of a dwelling or planning application being specifically for self and custom build is still to be confirmed, but appeal case law gives some indication of what this may be. Evidence that would confirm that a development is specifically for self and custom-build may include:

- Planning Condition attached to approval requiring the development to be carried out for self-build; or
- Confirmation through S106 agreement for self-build; or
- Requirement for the self-build nature of the scheme to be included within the description of the development.

8.42 On historic permissions, further evidence will likely be required to demonstrate that the development was self and custom-built, often this will be in the Design and Access Statement.

8.43 The evidence for what does and does not constitute an appropriate permission for self-build has not yet been published. It is likely that the regulations will reflect the 2015 Act and existing PPG and demonstrate that the applicant/occupant has had “primary input” into the design of the scheme.

- 8.44 It is also likely that applications to replace existing dwellings with new self-build properties will constitute a fair proportion of the self-build supply, even though they do not result in a net gain of housing.
- 8.45 Going forward, the Authorities will need to continue to monitor applications for self-build dwellings in Mansfield. Ensuring that all supply permissions are evidenced to be self-built will also be important to ensure that an assessment on whether the duty is properly met can be made.
- 8.46 It may also be prudent for the Council to retrospectively assess supply permissions to properly ascertain which permissions are specifically for the carrying out of self and custom-build development.
- 8.47 The register for Mansfield is a joint one with Ashfield DC and Newark & Sherwood DC (Administered by Ashfield). The register includes those who have expressed interest in one district or multiple districts.
- 8.48 The table below shows the number of annual entries for anyone who has expressed an interest in a self and custom build plot in Mansfield in isolation or in combination with the Ashfield, Newark and Sherwood (“Annual Entries” column).
- 8.49 We have also separated out in the third column (“Mansfield Only”), which shows the total entries onto the register in each base period which choose Mansfield only. This is based on detailed information from 2020 only, although the 2020 register did pick up some, but potentially not all, previous entries.
- 8.50 While the total number of “Mansfield Only” entries is 13, the register is actively managed, and at present, there are only 4 households on the register seeking a plot in Mansfield.
- 8.51 The Councils have not introduced a Local Connection Test for entry to the register; it is only in one Part.

Figure 8.6: Self- and Custom-Build Register			
Base Period	Annual Entries	Mansfield Entries Only	Permissions
Base Period 1 (1 st April 2016 to 30 th October 2016)	2	0	0
Base Period 2 (31 st October 2016 to 30 th October 2017)	11	1	1
Base Period 3 (31 st October 2017 to 30 th October 2018)	4	3	1
Base Period 4 (31 st October 2018 to 30 th October 2019)	3	3	0
Base Period 5 (31 st October 2019 to 30 th October 2020)	17	2	0
Base Period 6 (31 st October 2020 to 30 th October 2021)	25	3	1
Base Period 7 (31 st October 2021 to 30 th October 2022)	15	0	1
Base Period 8 (31 st October 2022 to 30 th October 2023)	1	0	3
Base Period 9 (31 st October 2023 to 30 th October 2024)	2	1	0
Total	80	13	7
Average	9	2	

Source: Right to Build Register Monitoring

- 8.52 At the end of Base Period 9, a total of 80 people/households were on the register stating some interest in Mansfield. Against which only 7 plot was/ permitted for self and custom-built dwellings.
- 8.53 The council have 3 years from an individual's entry to the register to permit a plot to satisfy the need they create. Therefore, as of the 30th of October 2024, the need is the cumulative total entries on the register at the end of Base Period 6/ (30th of October 2021), which was 62.
- 8.54 On the 30th of October 2025, the need will rise to the cumulative total entries on the register at the end of Base Period 7 (30th of October 2022), which would be 77,

- 8.55 With only seven suitable permissions allowed in Mansfield, the need is currently not being met with an overall supply shortfall of 55 plots; this would rise to 70 plots in October 2025 if no further suitable permissions are allowed in the current base period.
- 8.56 In taking this assessment forward, the council will need to address the scale of any future registrations. An indication of this can be gleaned from past trends, which suggest a need for 9 suitable plots per base period.
- 8.57 These numbers all fall if only those who have expressed an interest in Mansfield are used. The shortfall would be 5 plots, with the interest averaging just 2 plots per base period

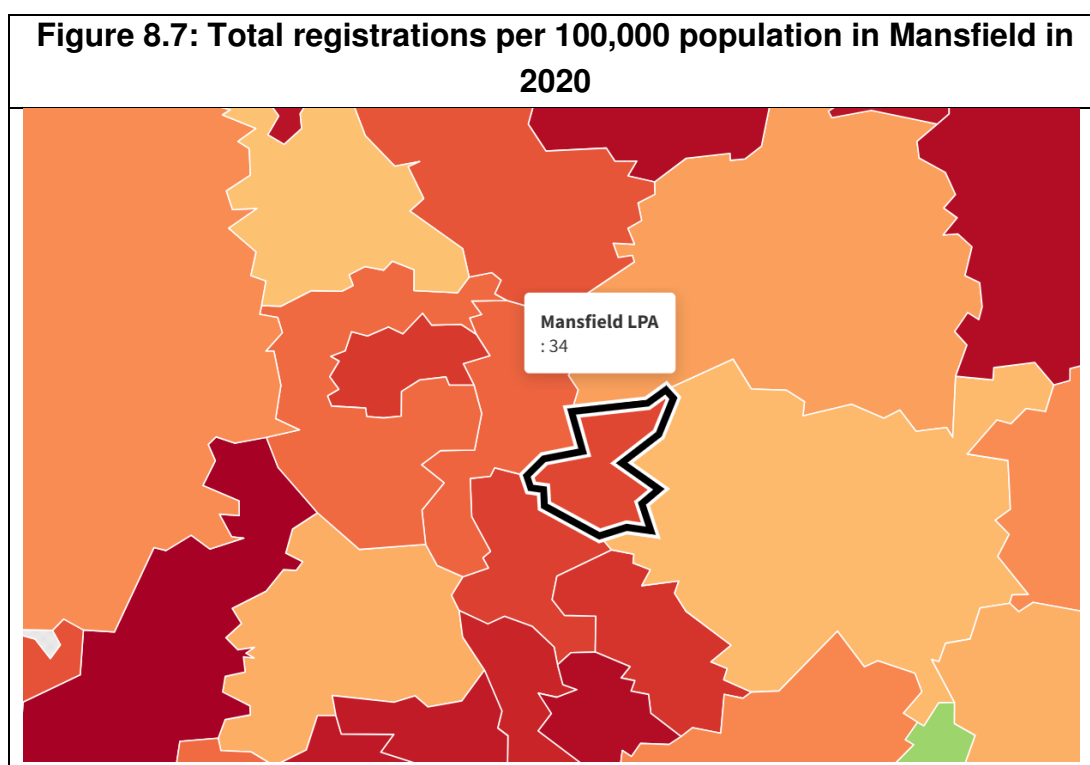
Supply Monitoring

- 8.58 As discussed earlier, changes made by the Levelling Up and Regeneration Act (2023) have amended how supply permissions can be counted. Going forward, we recommend that the Council consider CIL Exemption Form 7, Parts 1 and 2, as well as counting permissions granted through the development management process.
- 8.59 Supply permissions should be able to demonstrate that they will result in the delivery of a self and custom build dwelling, legal agreements such as Unilateral Undertakings and S106 agreements can also confirm this, as can conditions attached to the planning permissions and descriptions of development specifying self and custom build.

Broader Demand Evidence

- 8.60 To supplement the data from the Council's register(s), we have looked to secondary sources as recommended by the PPG, which, for this report, is data from NaCSBA - the National Custom and Self-build Association.
- 8.61 First, it is worth highlighting that the October 2020 survey undertaken by YouGov on behalf of NaCSBA found that 1 in 3 people (32%) are interested in building their own home at some point in the future, including 12% who said they were very interested.

- 8.62 Notably, almost half (48%) of those aged between 18 and 24 were interested in building their own home, compared to just 18% of those aged 55 and over. This is notable as, traditionally, self-build has been seen as the reserve of older members of society aged 55 and over, with equity in their property.
- 8.63 Secondly, we can draw on NaCSBA data to better understand the level of demand for serviced plots in Mansfield in relative terms. The association published an analysis with supporting maps and commentary titled “Mapping the Right to Build” in 2020.
- 8.64 This document includes an output on the demand for serviced plots as a proportion of the total population relative to all other local authorities across England (see figure below).



Source: NaCSBA

- 8.65 This shows that the demand in Mansfield was 34 per 100,000 population. Based on the population of Mansfield in 2023, this would equate to a need for around 38 plots. With the planned growth to 2043 this need would increase by 12 plots. Despite the figure from NaCSBA being much lower than the level of demand shown on the register the Council still must permit enough plots for self and custom build as indicated by the register.

Policy Response

- 8.66 The Self-Build and Custom Housebuilding PPG sets out how authorities can increase the number of planning permissions which are suitable for self-build and custom housebuilding and support the sector.
- 8.67 The PPG³⁸ is clear that authorities should consider how local planning policies may address identified requirements for self and custom housebuilding to ensure enough serviced plots with suitable permission come forward and can focus on playing a key role in facilitating relationships to bring land forward. There are several measures which can be used to do this, including but not limited to:
- supporting Neighbourhood Planning groups where they choose to include self-build and custom-build housing policies in their plans;
 - working with Homes England to unlock land and sites in wider public ownership to deliver self-build and custom-build housing;
 - when engaging with developers and landowners who own sites that are suitable for housing, encouraging them to consider self-build and custom housebuilding, and facilitating access to those on the register where the landowner is interested; and
 - working with local partners, such as Housing Associations and third sector groups, to custom-build affordable housing for veterans and other groups in acute housing need.
- 8.68 An increasing number of local planning authorities have adopted specific self-build and custom housebuilding policies in their respective Local Plans to encourage delivery, promote and boost housing supply.
- 8.69 There are also several appeal decisions in the context of decision-making which have found that paragraph 11(d) of the Framework is engaged in the absence of a specific policy on self-build housing when this is the focus of a planning application.
- 8.70 A specific policy would typically express support for self-build and custom housebuilding, which is the case in Mansfield currently, but that does not seem adequate given the lack of delivery and the identified need.

³⁸ Paragraph: 025 Reference ID: 57-025-20210508 <https://www.gov.uk/guidance/self-build-and-custom-housebuilding>

- 8.71 Therefore, the council could consider requiring that a minimum proportion of plots within development schemes (often over a certain size) are offered to self-builders or as custom-build plots and/or allocation of sites solely for the use.
- 8.72 This is often known as the “Teignbridge Rule” after the first District Council to adopt the first self-build policy. In this instance, 5% of all developable housing land is allocated for custom and self-build on larger sites.
- 8.73 If the Council do not wish to pursue an approach seeking contributions from all sites, then, given typical build-out rates, it should only seek to enforce such plots on larger sites (+70 units).
- 8.74 These plots should be properly marketed for 6/12 months, and then the developer can revert to delivering these plots as market accommodation without significantly elongating the build-out period.
- 8.75 The Council may also wish to consider making the first three months of marketing these plots to those on the custom and self-build register, with the remaining time widening it out to anyone else.
- 8.76 A further consideration for the Council relates to demonstrating supply to meet this demand. The Levelling Up and Regeneration Bill makes it harder for Councils to simply count CIL exemption sites. They now must demonstrate that these homes are specifically for self or custom-built occupiers. The Council should therefore adapt its monitoring accordingly.

Children’s Care Homes

- 8.77 This report summarises the key points from Nottinghamshire County Council’s Sufficiency & Commissioning Strategy for children in Nottinghamshire 2023-25³⁹, outlining the current and projected needs for residential care placements for children and young people. But first, we set out the national policy context.
- 8.78 The Care Standards Act 2000 defines a Children’s Home stating ‘an establishment is a children’s home... if it provides care and accommodation wholly or mainly for children’. ‘Wholly or mainly’ means that most of the people who stay at a home must be children.

³⁹ <https://www.nottinghamshire.gov.uk/media/valpr0dj/childrensufficiencycommissioningstrategy.pdf>

- 8.79 Key legislation relating to the accommodation and maintenance of a looked-after child is defined and outlined in Sections 22A to 22D of the Children Act 1989. The legislation provides a framework within which decisions about the most appropriate way to accommodate and maintain children must be considered:
- Section 22A of the Children Act 1989 imposes a duty on the responsible authority when a child is in their care to provide the child with accommodation.
 - Section 22B of the Children Act 1989 sets out the duty of the responsible authority to maintain a looked-after child in other respects apart from providing accommodation.
 - Section 22C of the Children Act 1989 sets out the ways in which a looked-after child is to be accommodated.
 - Section 22D of the Children Act 1989 imposes a duty on the responsible authority to formally review the child's case prior to making alternative arrangements for accommodation.
 - Section 22G of the Children Act 1989 requires local authorities to take strategic action with respect of those children they look after and for whom it would be consistent with their welfare for them to be provided with accommodation within their own local authority area.
- 8.80 In a Written Ministerial Statement⁴⁰ (WMS) made in May 2023, the Housing and Planning Minister reminded local authorities of their requirement to assess the housing need of different groups in the community including “accommodation for children in need of social services care”.
- 8.81 The WMS statement said, “Local planning authorities should give due weight to and be supportive of applications, where appropriate, for all types of accommodation for looked after children in their area that reflect local needs and all parties in the development process should work together closely to facilitate the timely delivery of such vital accommodation for children across the country”.
- 8.82 The WMS follows on from the Department of Education Implementation Strategy.⁴¹ to fix children's social care from February 2023. The “Stable Homes Built on Love” Strategy has undergone a recent consultation the results of which have not yet been published.

⁴⁰ <https://questions-statements.parliament.uk/written-statements/detail/2023-05-23/hcws795>

⁴¹

[https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1147317/Children s social care stable homes consultation February 2023.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1147317/Children_s_social_care_stable_homes_consultation_February_2023.pdf)

- 8.83 The strategy outlines an ambition to transform Children's Care through six pillars. The first of these pillars makes it clear that providing support to families is the first priority. This ensures that children can remain in their family home for as long as possible (Pillar 1) and then within their wider family if this is not possible (Pillar 3).
- 8.84 If both the immediate and wider family cannot look after a child then Pillar 4 seeks to ensure that "when care is the best choice for a child, the care system must provide stable, loving homes close to children's communities."
- 8.85 To achieve this, the strategy aims to increase and support foster carers and develop a programme to support improvements in the quality of leadership and management in the children's homes sector.
- 8.86 The report sets out a mission to "see an increase of high-quality, stable and loving homes available for every child in care, local to where they are from". To do this it suggests that an immediate action is to "boost the number of the right homes in the right places available for children as a matter of urgency."
- 8.87 The strategy notes "Local authorities have primary responsibility for the children in their care. This includes ensuring there is sufficient accommodation locally to meet the range of needs of children in care in their area" and that there is a "statutory duty to ensure there is sufficient provision for their children in care".
- 8.88 It also states that the Department of Education (DoE) "will continue to build on our work reforming supported accommodation for 16- to 17-year-olds. Semi-independent provision, including supported lodgings, can be the right option for some older children, but only where it is high-quality, and the young person is ready for the level of independence it promotes."
- 8.89 The Department will also continue "with the Children's Home Capital Programme, which has seen £259 million of capital funding invested to increase provision in local authority-run open and secure children's homes. We are working with local authorities to create new children's homes and increase provision in their local area."

- 8.90 At a similar time, the government also launched a consultation on the “Children’s Social Care National Framework.”⁴² and the “Children’s Social Care Dashboard”. The Framework sets out some of the outcomes to be measured including Outcome 4 relating to those seeking to ensure “children in care and care leavers have stable, loving homes”.
- 8.91 The indicators include the percentage of children in care living in foster care and living in residential care and the distance of placements from home. This is important to ensure the stability of schooling and contact with their siblings. The framework recognises that this will mean prioritising foster homes rather than residential homes.
- 8.92 The outcome can also be achieved by leaders undertaking “sufficiency planning and work with other local authorities and partners to jointly invest in care options that meet the future needs of children.”

Current Position

- 8.93 The Nottinghamshire *Sufficiency & Commissioning Strategy*⁴³ highlights that there are approximately 953 looked after children (as of July 31st, 2022) in Nottinghamshire. This equates to 0.6% of all Children in the County. Of these, 55.2% are in unrelated foster care, 17.1% are in residential care, 11.5% are in semi-independent accommodation, and 8.8% are fostered by a relative or friend.
- 8.94 The strategy also notes that 19.3% of looked-after Children originate from Mansfield, which is the second highest in the county behind Ashfield (22.5%). Approximately 30% of looked-after children are aged between 12-15, with a further 27% aged 16-17. Around 18% are aged 7-11, while 15% are three or under and 8% are aged 4-6%. Mansfield has the highest percentage of those aged three and under and the second-highest percentage of all other age groups.
- 8.95 More recent data from the County Council presented to the district through a planning committee briefing in early 2026, states that there are 912 Children in Care

⁴² https://consult.education.gov.uk/children2019s-social-care-national-framework/childrens-social-care-national-framework/supporting_documents/Childrens%20Social%20Care%20National%20Framework%20Consultation%20Document%20February%202023.pdf

⁴³ <https://www.nottinghamshire.gov.uk/care/childrens-social-care/looked-after-children/sufficiency-and-commissioning-strategy>

of whom 210 are in Children's homes (23%). This is therefore a reduction in overall numbers but an increased reliance on residential solutions.

- 8.96 Of these, 40 children originate from Mansfield District and only 10% of these (4) are placed within the district although the district has 13 Nottinghamshire children placed in it. In total 21 Mansfield children requiring residential services are placed outside of the County. In some cases this will be a safeguarding choice rather than a lack of provision.
- 8.97 The County Council has several approaches to better meet the needs of Children in Care. Firstly, they will look to place young people with relatives or friends wherever possible. Where young people have been placed in residential care against the recommendations of their care plan (which account for around 24% of those in residential care), the County Council will look to 'step down' to a family-based placement, or reunify them with birth parents where it is appropriate to do so.
- 8.98 The County Council are seeking to increase the number of foster placements that are with in-house carers rather than externally provided. They are also seeking to increase the proportion of younger children (12-15 year olds) in family-based care rather than residential care. They are also seeking to increase the number of children placed within Nottinghamshire and Derbyshire.
- 8.99 The County Council are seeking to grow and develop their own internal fostering and residential provision and ensure it is complementary to, and not competing with, the independent provider market. They are also seeking to work with the independent provider market to ensure it can provide them with sufficient quality and quantity of local provision to meet current and future demand.
- 8.100 There are currently two residential homes in the County operated by the County Council, one of which, Oakhurst, is in Mansfield, and has a capacity for four children. The County Council also has firm plans to introduce two further two-bedroom homes.
- 8.101 They did not state where these homes should be located, but they are intended to replace West View, which is in Pleasley in Mansfield and is becoming a learning disability and autism specialist home.

Future Need

- 8.102 Based on 0.6% of the population under 18 being Looked After and 17.1% of Looked After Children in Residential Care, it is possible to estimate the need for Residential Care in Mansfield. As shown in the table below, if all these assumptions stay true, then the need for Residential Care bedspaces in Mansfield will increase by 1 over the plan period.

Figure 8.8: Demand for Residential Care Bedspace in Mansfield (2023-2043)			
	Nottingham-shire 2022	Mansfield 2023	Mansfield 2043
Total Population	165,960	23,421	24,206
LAC	953	134	139
% LAC	0.6%	0.6%	0.6%
In Residential Care %	17.1%	17.1%	17.1%
In Residential Care	163	23	24

Source: JGC Analysis of NCC Data

- 8.103 However, it should be stressed that this is just a mathematical calculation. The County policy direction is to provide in-situ support, followed by familial and foster support. Therefore, the demand for care homes will largely be determined by the success of these policies. Where this is not possible, then the County Council will be required to provide safe accommodation in the right places.

Recommendations

- 8.104 The WMS statement said “Local planning authorities should give due weight to and be supportive of applications, where appropriate, for all types of accommodation for looked after children in their area that reflect local needs”.
- 8.105 The Council should continue to work with the County Council to identify sites or homes which are suitable for additional solo or small-group homes capable of supporting children with complex and co-occurring needs (mental health, Autistic Spectrum Conditions, trauma).
- 8.106 In some cases, it may be appropriate to assist NCC in identifying existing council-owned assets that may be appropriate for conversion into residential care accommodation.

- 8.107 The County Council would also welcome new homes provided as part of large housing developments and they are also exploring the possibility of working with housing developers to build purpose-built children's homes on such sites.
- 8.108 If feasible, the homes could be built by the developer, with C2 permission granted to the specific home(s). These units could then be transferred to the county council under a s106 agreement. This is similar to how social housing is transferred to registered providers, at a discount rate.
- 8.109 The County Council is seeking the district council to include details of housing needed for looked after children (number/size/location) within the Local Plan Review and if possible identify particular housing sites which are capable of providing this type of housing.
- 8.110 The County Council are also willing to make representations on specific development proposals submitted to the district Council that seek inclusion of children's homes. The County Council will ensure these align with the need identified in the plan and be supported by evidence to demonstrate that it would be necessary to mitigate the impact of that proposal on care services.
- 8.111 Consideration should also be given by the District Council to engaging with partner agencies like Health, Education/Early Years and the voluntary sector to strengthen their role in supporting increased placement provision locally and county-wide, for children with complex needs, although this may be satisfied with the conversion of West View.
- 8.112 The Council should ensure that any new 3–4 bed homes or multi-building units are developed in close collaboration with existing service providers. This need could also be met by seeking provision on larger strategic sites.
- 8.113 Such sites should align with the most appropriate locations according to Ofsted's Location Assessment⁴⁴ for such accommodation. In summary, this includes ensuring safeguarding concerns are met and that children have access to services.

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https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/339545/Children's_homes_regulations_amendments_2014.pdf

- 8.114 To ensure that the NCC has access to any new provision, Mansfield may wish to adopt a policy similar to that of Lancaster City, whereby any additional children's residential care home permission/licences are only permitted if the Council get first refusal of placement.
- 8.115 As well as new accommodation, the council should also support the targeted expansion of existing specialised provision. There will also be a need for supported accommodation for young adults leaving care, and the Council should work with Registered Providers to explore opportunities to provide this through developer contributions and in the existing stock.

Other Groups: Key Messages

Service Personnel

- MoD location statistics show that in April 2024, there were no MoD personnel based in Mansfield. Overall, the lack of regular forces in Mansfield means that they are unlikely to have any implications on local affordability and therefore, there is no policy requirement for this group.

Ethnic Minorities

- The ethnic minority population in Mansfield is quite small relative to the regional and national position, with the White: Other population being the main group in the District. The number of people from an ethnic minority group grew strongly over the 2011-21 decade, with the number of people from an ethnic minority group increasing by 6,900 whilst the White: British population declined by 900 people.
- Ethnic minority households appear to be typically younger and less likely to be owner occupiers than White: British households (British) population; ethnic minority households have a strong representation in the private rented sector, including for White: Other households: 56% of whom live in private rented accommodation. Ethnic minority households are also more likely to be overcrowded and less likely to under-occupy dwellings.
- The implications of this are more for housing strategy than planning, and suggest a need to consider particularly how the needs of different groups are met within the local housing market including the higher levels of overcrowding in ethnic minority communities. It will also be important to consider the role which the Private Rented Sector plays in meeting needs of new migrant communities and the standards of housing in this sector. Investigating these issues in greater detail may assist development of strategic housing policies

Students

- The Mansfield HUB of Nottinghamshire Trent University is the key higher education provider within Mansfield. Much of its student body is recruited from the local areas, with many students remaining with their families during their time there. There is therefore no justification for a specific policy relating to student housing in the district.

Other Groups: Key Messages (cont...)

Custom-and Self-Build

- The Levelling Up and Regeneration Act made amendments to the way demand/need and supply of self and custom-built dwellings are calculated. Need must be calculated cumulatively, with supply permissions now needing to demonstrate that they will result in a self or custom-built dwelling.
- There is currently an undersupply of self and custom build plots in Mansfield, with only seven permissions against a need for 62 (cumulative total entries on the register at the end of Base Period 6) – a backlog of 55. The Council will need to meet this backlog as well as continue to meet the newly arising need on the register. This will be in the region of 9 plots per base period based on past trends.
- As a general rule, the Council should continue to be supportive of opportunities for Self and Custom build development within the Local Plan and could potentially require a proportion of plots on larger schemes to be marketed for Self or Custom Build use.

Children's Care Homes

- Nottinghamshire County Council's overarching vision for Children in Care is to ensure that all children live with families and friends for as long as possible. NCC are hoping to provide 2 new residential homes for children across the County. Specific locations for these homes have not yet been identified; however, the Council should work with the County Council to accommodate this.
- To ensure that the NCC has access to any new provision, Mansfield District Council may wish to adopt a policy similar to that of Lancaster City, whereby any additional children's residential care home permission/licences are only permitted if the Council get first refusal of placement.