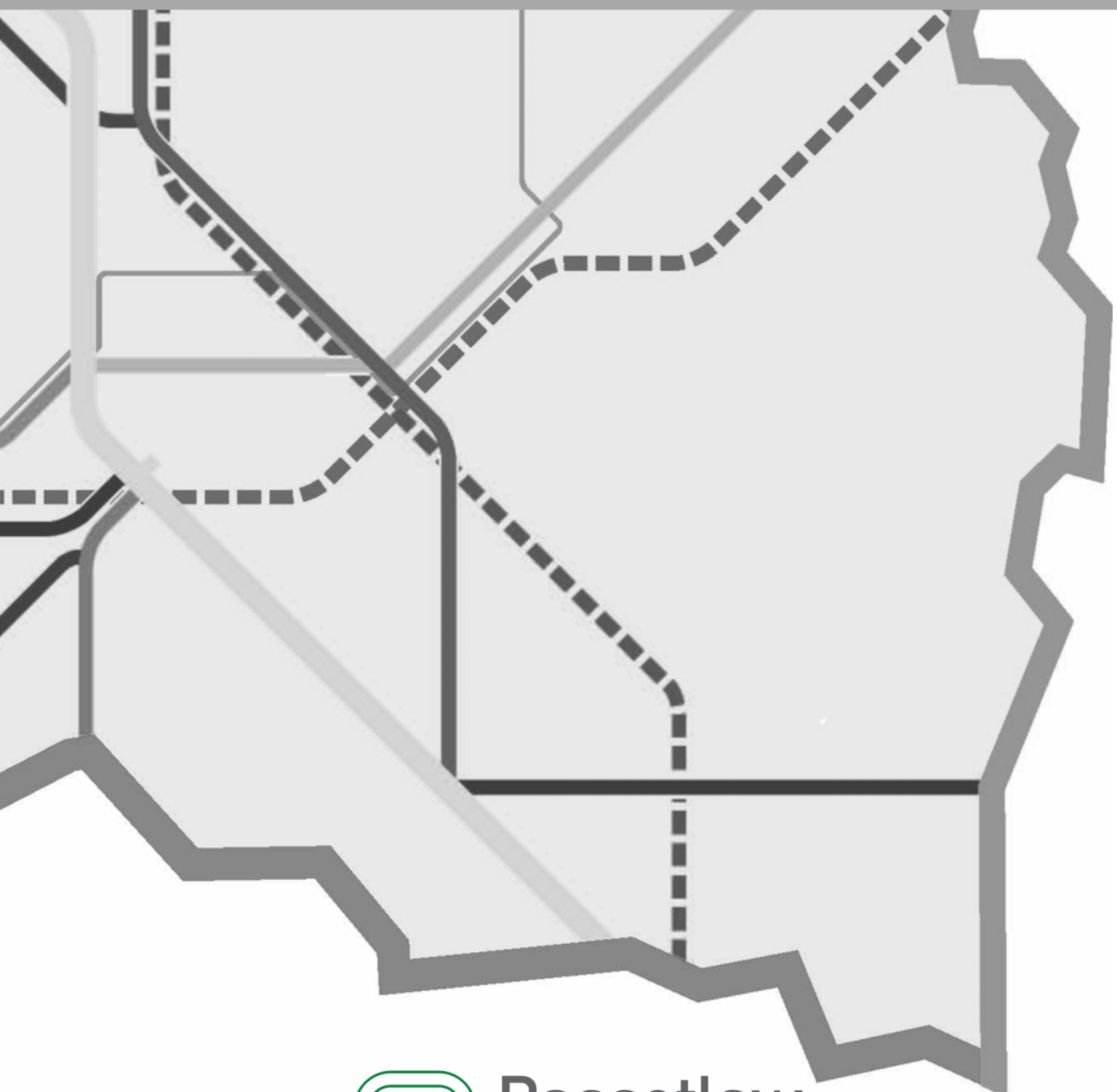


How much Housing does Bassetlaw need?

A BACKGROUND PAPER FOR THE BASSETLAW PLAN



Bassetlaw
DISTRICT COUNCIL
— North Nottinghamshire —

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1 Executive Summary

- 1.1** This background paper has been produced in a wider context that has been through significant changes. In particular, the national policy context for housing is changing with the introduction of the Housing and Planning Act 2016.
- 1.2** Bassetlaw is part of the North Derbyshire and Bassetlaw Housing Market Area (HMA) and planning for new housing must be undertaken by looking across this area as a whole. The key evidence for this is the 2013 Strategic Housing Market Assessment undertaken for this area. The District is also seeking to join Sheffield City Region and how new housing is planned for will need to take into account the wider aspirations of the City Region, particularly in terms of its economic growth aspirations.
- 1.3** The latest demographic projections produced by the Office of National Statistics predict that Bassetlaw's resident population will grow by around 6500 people over the course of the plan period. This will be accompanied by significant changes in the age profile of the population, particularly a decline in the population of working age, and an increase in the numbers of residents over 65.
- 1.4** Drawing together the different evidence results in a range of possible housing targets for the Bassetlaw Plan. The five possible targets outlined would set a target of between 299 and 629 dwellings per year. Work undertaken through the Interim Sustainability Appraisal suggests that a target of 435 dwellings per year is currently the most appropriate target. This would set an overall target of 6525 dwellings to be built between 2019 and 2034, the proposed plan period for the Bassetlaw Plan.
- 1.5** New housing construction in Bassetlaw over the past ten years has delivered between 160 and 359 dwellings per annum. This has resulted in a cumulative under-delivery of 685 dwellings against current targets, as of 31st March 2016. Current projections indicate a further 1850 dwellings that already have planning permission will be delivered during the plan period, from 2019 onwards.
- 1.6** The proposed approach to more sustainable rural areas set out in the Initial Draft Bassetlaw Plan would see new housing development permitted where it meets a range of criteria, but would not necessarily see land allocated for new housing in such areas. As such, including a formal windfall allowance for new housing in rural Bassetlaw may be appropriate. Current evidence suggests this allowance could be 65 dwellings per annum.
- 1.7** The Bassetlaw Plan will need to address a range of more specialist housing needs, including those of the elderly and those who require some additional support in order to live independently. The Plan will also need to account for a very high need for affordable housing in Bassetlaw, predominantly for social-rented housing. It will also be important to address demand for self-build and custom-build plots, and plots for Gypsies, Travellers & Travelling Showpeople.

2 Introduction

- 2.1** A fundamental objective of the Bassetlaw Plan is to ensure that the district's residents are able to access forms of housing appropriate to their needs. As such the aim of this topic paper is to set out the evidence for assessing future housing needs in Bassetlaw, in terms of both pure quantity, and different housing types, in order to meet the accommodation needs of different groups.
- 2.2** The context for this paper is a widely acknowledged national housing shortage that has constrained the ability of new households to form and contributed to rising house prices, making housing increasingly unaffordable.
- 2.3** Planning for new housing does not stop at the district boundary but is generally undertaken on the basis of housing market areas (HMAs). These are coherent geographical areas that reflect the linkages between where people live and work, and the demand for different types of housing that arise from this¹.
- 2.4** In addressing housing need Bassetlaw is part of a defined HMA called the North Derbyshire and Bassetlaw HMA. This covers the local authority areas of Bassetlaw, Bolsover, Chesterfield and North East Derbyshire. In addition to considering the housing needs of Bassetlaw the authority is obligated to ensure that sufficient new housing is planned for across the HMA as a whole.
- 2.5** Bassetlaw is also part of the Sheffield City Region and has applied for full membership of the Sheffield City Region Combined Authority. For this reason how new housing is being planned for across the wider City Region, and the evidence used to inform this, must be considered.
- 2.6** To address these matters this paper proceeds in four parts. The first considers the national policy context that guides how the authority plans for new housing in Bassetlaw, including how this is likely to change with current reforms. The second part reviews the evidence for what numbers of new houses should be built in Bassetlaw, in order to recommend an annual target for dwelling completions. The third part looks at what housing has been built in the district in the recent past, including setting out how many houses currently have planning permission. The final section of the paper considers the specific types of housing that need to be built in order to meet the needs of different groups, including those wish to build their own homes.

Duty to Co-operate

- 2.7** Housing targets are a key aspect of addressing the Duty to Co-operate, particularly where local authorities may be reliant on their neighbours to meet part of their own Objectively

¹ Paragraph 47 of the National Planning Policy Framework requires that housing need is addressed across the Housing Market Area: http://planningguidance.communities.gov.uk/blog/policy/achieving-sustainable-development/delivering-sustainable-development/6-delivering-a-wide-choice-of-high-quality-homes/#paragraph_47

Assessed Housing Need. Addressing this, the report of the Local Plan Expert Group² recommends that, where authorities within a Housing Market Area (HMA) fail to reach agreement about the distribution of housing targets by 2017, national government should intervene in the plan-making process. However, it is not currently known whether this recommendation will be taken forward by Central Government. For Bassetlaw the most up-to-date evidence on HMA wide need is the November 2013 SHMA.

Land Availability Assessment

2.8 Alongside work on the Bassetlaw Plan a Land Availability Assessment (LAA) is being undertaken, to consider what land in the district might be available for development. However it is important that need for housing is assessed independently from land available as the need for housing will not go away even if it is concluded that there is a shortage of appropriate land.

2.9 The methodology for the assessment notes that:

“The inclusion of a site in the LAA does not guarantee the site will be allocated for development in any local plan or that planning permission will be granted.”³

2.10 The results of the LAA will be published separately and will not be part of the consultation on the Bassetlaw Plan. They will be published as a fact-based assessment of each site’s potential and will only be changes were factual errors are identified.

2.11 The first stage of preparing the Bassetlaw Plan considers what form new housing development might take but does not identify specific locations for new development. Instead the second stage is proposed to comprise a Draft Plan, including proposed sites for new development.

²Local Plans Expert Group: Report to the Secretary of State:

<https://www.gov.uk/government/publications/local-plans-expert-group-report-to-the-secretary-of-state>

³ Page 3, North Derbyshire and Bassetlaw Land Availability Assessment - 2015 Methodology

3 Policy Context

Key Points

- National policy requires the Bassetlaw Plan to identify sites to meet Bassetlaw's 'Objectively Assessed Housing Need' over the next 15 years. This includes identifying what types of housing are needed to meet the needs of different groups.
- The 2016 Housing and Planning Act is expected to change how the Bassetlaw Plan accounts for affordable housing.

National Planning Policy Framework and National Planning Policy Guidance

- 3.1** The basis for assessing what levels of new housing development the Bassetlaw Plan will need to make provision for is the district's 'Objectively Assessed Housing Need' (OAHN). National Planning Policy Guidance specifies that the household population projections produced by the Department for Communities and Local Government should be used as the starting point for calculating housing need. The guidance requires that the latest available demographic data is taken into account. The most up to date assessment of Bassetlaw's OAHN is set out in the 2013 Strategic Housing Market Assessment (SHMA)⁴.
- 3.2** The National Planning Policy Framework (NPPF) requires us to consider what types of housing are required to meet the needs of different groups, through the production of a SHMA. The most up-to-date evidence for this is the 2013 SHMA, considered in greater depth in the following parts of this paper.
- 3.3** Finally the NPPF requires the Bassetlaw Plan to identify appropriate sites to meet the housing needs of Bassetlaw over the 15 year plan period, including identifying additional sites to give developers a degree of choice.
- 3.4** The NPPF also allows a 'windfall' supply of houses to be accounted for where there is strong evidence of housing being developed on unallocated sites. This is given further consideration in Part 8 of this paper, which considers past trends in housing development in Rural Bassetlaw.

2016 Housing and Planning Act

- 3.5** This paper has been written in a context where national policy is in the process of undergoing revision. On Friday 13th May 2016 the 2016 Housing and Planning Act received Royal Assent. This will bring about changes in how the Plan accounts for affordable housing, how it will meet the needs of first time buyers and how use is made of brownfield land for new housing. A key aspect of the Act is to introduce a duty on Local Planning Authorities to promote the delivery of Starter Homes. This is considered in more detail under Part 10 of this paper.

⁴ <http://www.bassetlaw.gov.uk/everything-else/housing-services/strategic-housing-market-assessment.aspx>

4 Changing Population Profile

Key Points

- Bassetlaw's population is projected to continue increasing, driven by in-migration to the district. The district's population is expected to age, with significant growth in the proportion of the population of retirement age, leading to a decrease in the size of the working population.

4.1 The key elements in population growth are the numbers of births and deaths in an area, and migration to and from that area. However the way in which this change translates into a particular number of households in need of their own place to live is more varied, and is particularly influenced by whether that household can afford an individual dwelling. Projections for the future number of households in each local authority area are produced by the Office of National Statistics, for the Department for Communities and Local Government (DCLG). Based on past trends in population growth these predict how the population of an area will grow, before applying a household formation rate to predict how many additional households will form as a result of this population growth.

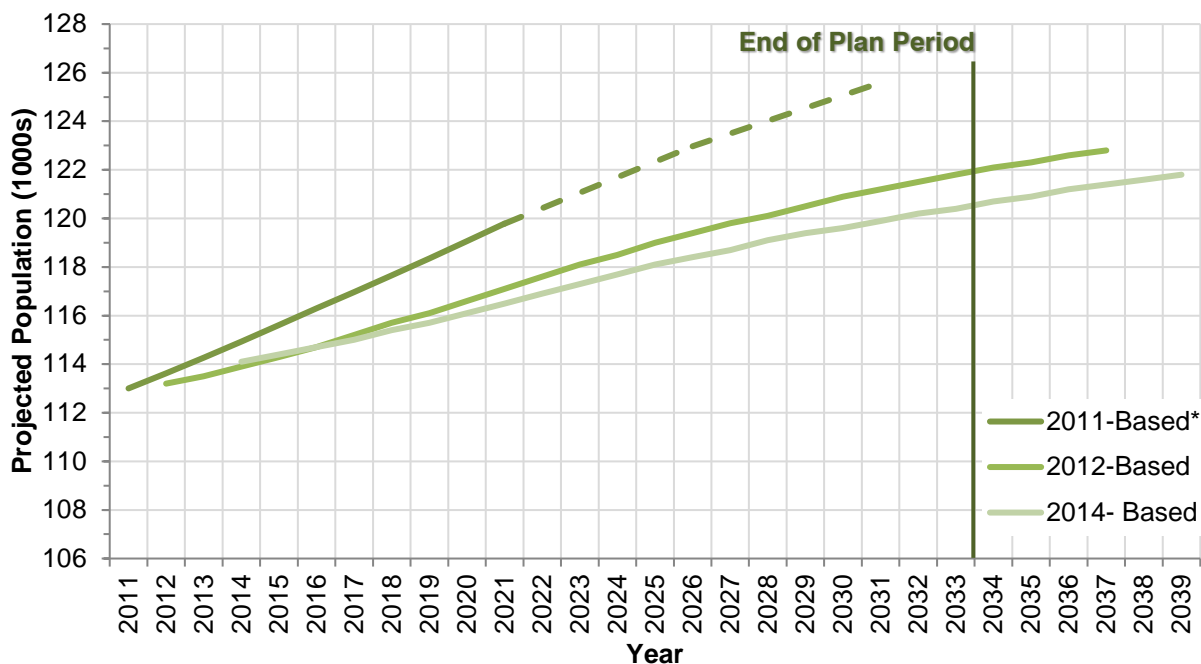
Comparing the 2011, 2012 and 2014 Based Projections

4.2 When considering how much new housing the Bassetlaw Plan should plan for between 2019 and 2034 four sets of DCLG population projections are relevant:

- **2008-based:** These projections were released in May 2010, using the 2001 Census as a basis. They are now out-of-date but continue to have an influence for having predicted a significantly higher household formation rate than more recent projections, in part due to an ageing population leading to smaller household sizes, and consequently to a greater need for housing.
- **2011-based:** These interim projections covered the period 2011-2021 and were used as a basis for the North Derbyshire & Bassetlaw Strategic Housing Market Assessment. They predict a household formation rate considerably lower than the 2008-based projections but continue to use the 2001 Census as a basis.
- **2012-based:** This full set of projections covers the period 2012-2037 and was the first set of projections produced using the 2011 Census as a basis. They predict a household formation rate higher than that of the 2011-based projections but still lower than the 2008-based projections.
- **2014-based:** These are the most recent household projections, published on 25th May 2016. The ONS introduced a more robust methodology for calculating intra-UK migration as part of these, basing migration on existing population rather than fixed numbers.

4.3 Critically the 2012-based projections draw on data from the 2011 census, where the 2011-based projections, as used in the SHMA, were based on the 2001 Census. The methodology for the 2012-based projections acknowledges that they project a slower rate of population increase than the 2011-based projections⁵. Figure 1, below, compares the numbers produced by each of the three projections for Bassetlaw's total population.

Figure 1: Comparison of Population Projections for Bassetlaw



*The 2011-based projections are interim projections, running only until 2021. However the SHMA extends this projection to 2031, represented by the dashed line.

4.4 The 2014-based population projections are broadly consistent with the 2012-based projections. They suggest a slightly higher rate of population growth early on, but a lower rate in future years, so that the overall population growth is slightly lower overall. It is also useful to note that the ONS projections are based on a significant drop on net international migration to the UK, from around 329,000 people in 2014, to around 185,000 people from year, from 2021 onwards⁶. This is a projected reduction of around 45%. Bassetlaw's projected population size for each year is reproduced at Appendix A.

Changing Population Profile

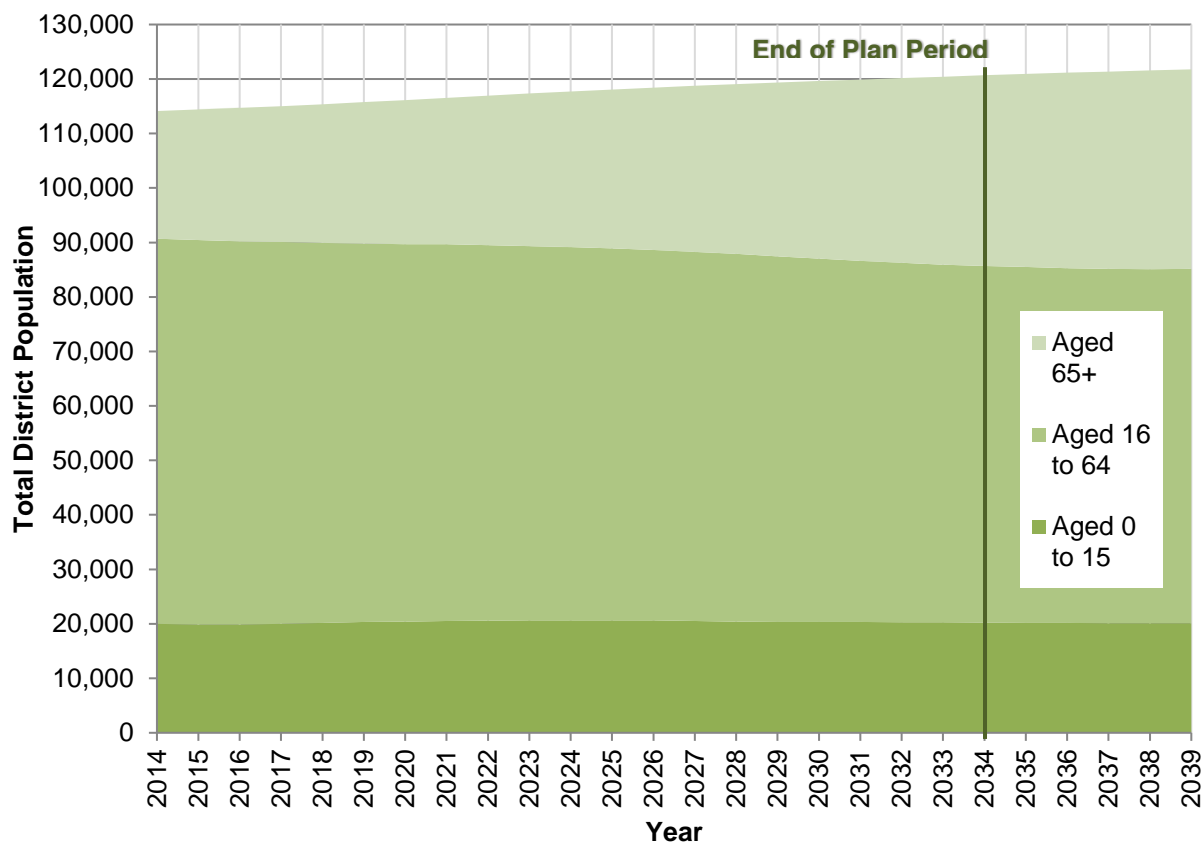
4.5 For each age group the data project the numbers of people living in Bassetlaw over the next 20 years. Drawing on the 2014-based projections, between 2014 and 2034, the expected end of the plan period, the district's resident population is expected to grow by around 6500 people, if current trends in migration and natural change continue. However there are also expected to be significant changes in the age profile of the population. The

⁵Department for Communities & Local Government: Household Projections 2012-based - Methodological Report: https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/408233/Household_Projections_2012-based_Methdology_Report-final-a.pdf

⁶ Office of National Statistics: Compendium: Migration assumptions: <http://www.ons.gov.uk/peoplepopulationandcommunity/populationandmigration/populationprojections/compendium/nationalpopulationprojections/2015-10-29/migrationassumptions>

changes in the age profile of Bassetlaw's population are shown in Figure 2, using the data presented in Appendix A.

Figure 2: Projected changes in the age profile of Bassetlaw's populations



Retirement Age Population

4.6 Both the population projections and the SHMA point to an ageing population in the area, which is expected to lead to increased under-occupation of existing housing stock, unless suitable, high quality smaller homes are available for those residents wishing to downsize. The SHMA highlights that this trend was already apparent between 2001 and 2011, with an increase in the population in all age groups over the age of 60.

4.7 The 2014-based projections predict that the number of Bassetlaw residents aged over 90 will increase from around 1000 people in 2014, to 2400 people by 2034. Over the same period the number of residents aged over 65 is projected to increase by around 11,500 people.

Working Age Population

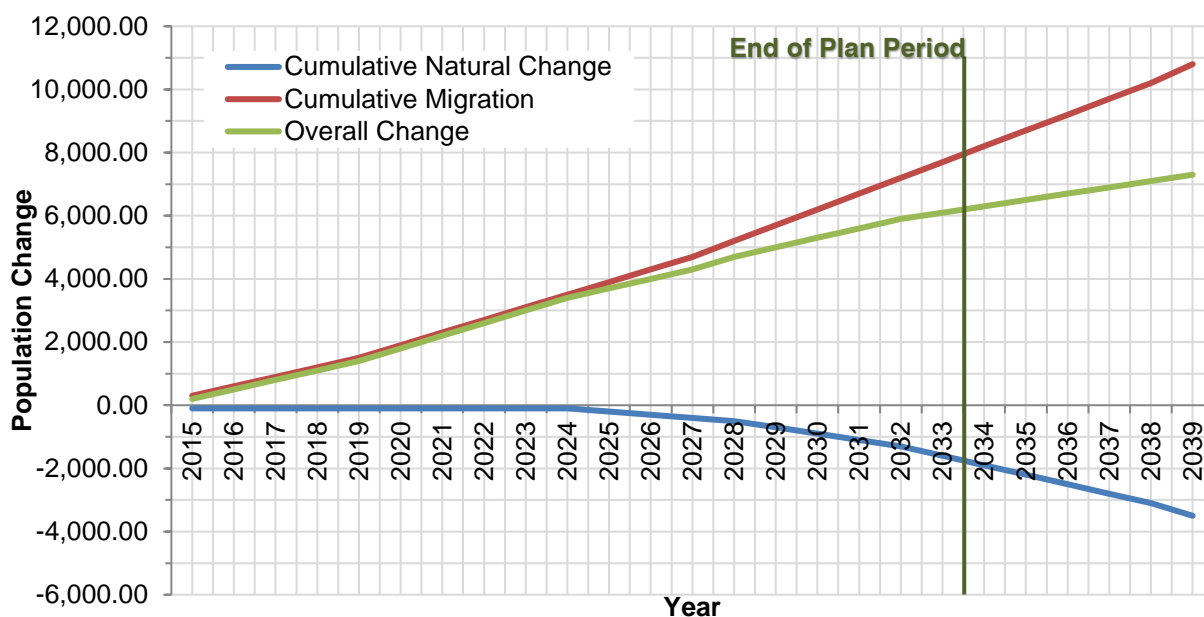
4.8 Working age is generally defined as 16-64. In 2014 there were approximately 70,500 Bassetlaw residents in this age range. In 2034 this is projected to drop to around 65,500 people. The resulting implication is a reduction in the size of the district's working age population, with the possibility of increasing in-commuting to fill the resulting gap.

4.9 Assuming no further change in the retirement age, if the district wished to maintain the size of its working population it would need to attract a further 4000 people to live in the district above predicted levels of population growth, over the course of the plan period.

The Factors behind Population Change

4.10 The relative contributions of natural change and migration to overall population growth is shown in Figure 3. The data used to produce Figure 3 is reproduced in Appendix B.

Figure 3: Contribution of Natural Change and Migration to Overall Population Growth



4.11 For each year of the projections births and deaths lead to either no change or a slight reduction. However, Figure 3 shows how this natural change leads to a significant cumulative population decrease, when considered over the course of the projections.

4.12 The main driver of population change is predicted to be net migration, particularly international migration. Without in-migration Bassetlaw's population would be projected to decrease by around 2000 people over the course of the plan period. The projected impacts of natural change and migration are reproduced in full, under Appendix B.

5 Objectively Assessed Housing Need

Key Points

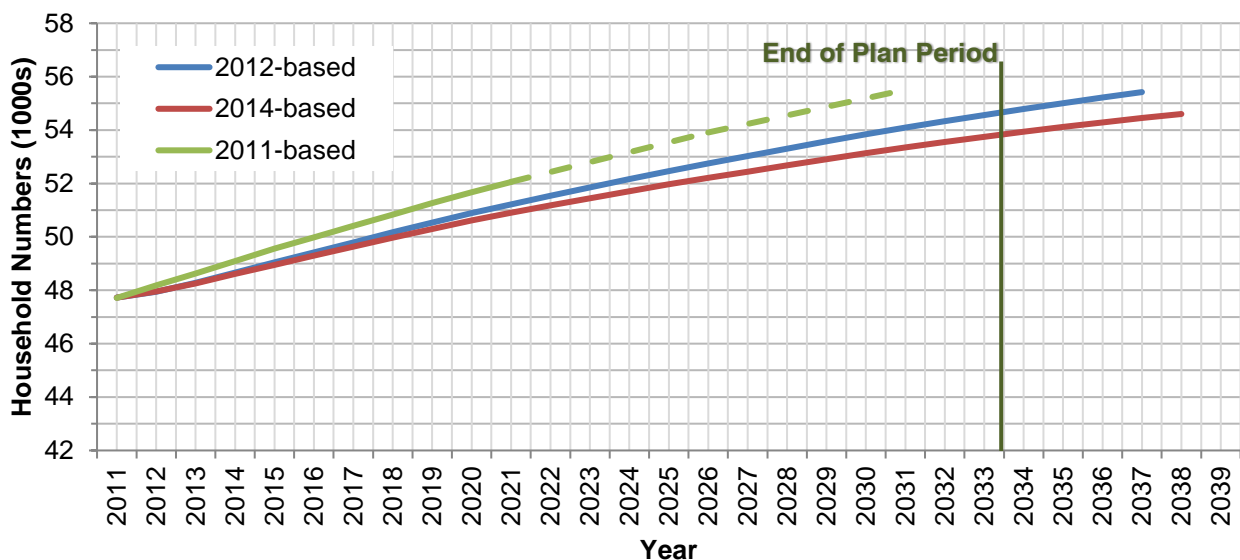
- Across the broader housing market area the 2013 North Derbyshire & Bassetlaw Strategic Housing Market Assessment suggests a need for 1065 new dwellings per year, up to 2031. For Bassetlaw this gives a minimum of 435 dwellings per year.

- 5.1** This part of the paper reflects on the evidence that informs what the housing targets for the Bassetlaw Plan should be. ‘Objectively Assessed Housing Need’ (OAHN) is the term used to describe the numbers of new houses that the Authority is expected to plan for, in order to meet the needs of the district’s residents over the coming decades.
- 5.2** The OAHN for Bassetlaw is based on a number of factors, starting from the population projections produced by central government, as considered in Part 4, but also taking into account other factors, such as a gradual reduction in household size and whether the Authority wants to encourage new job opportunities in the district.

Household Formation Rates

- 5.3** Household formation rates are applied to the population growth projections, in order to assess the housing need that they generate. Each of the three population projections set out in the previous part of the paper were translated by the Office of National Statistics into a projection of the number of households that will need to be housed. Figure 4 shows a comparison of projected growth in household numbers, using each of the 2011, 2012 and 2014 based projections. The comparison shows how the number of households projected at the end of the plan period in 2034 has decreased with each new projection.

Figure 4: Comparison of Household Projections



- 5.4** A long term trend toward higher formation rates has been identified, attributed particularly to a growth in single-person households. This would require the provision of additional dwellings even if the district’s population size remained static. Other variations centre on the state of the wider economy, and whether people wishing to form a new household can

afford to do so. Equally those migrating from abroad have tended to have a lower household formation rate initially, when compared to the general population.

- 5.5** The 2008-based household projections predicted that average household size would drop from 2.33 people in 2008 to 2.16 people in 2033, when considered across England as a whole. In contrast the more recent 2014-based projections predict that average household size across England will reduce to 2.24 people in 2034, suggesting a slower reduction in household size than that predicted by earlier projections.
- 5.6** Both the 2012-based and 2014-based projections predict that household size in Bassetlaw will reduce to around 2.17 in 2034, from around 2.27 in 2016. However the latest, 2014-based projections point to a lower rate of reduction over the longer term. These lower household formation rates, as a result of higher household size, will result in a need for fewer houses for any given population size.
- 5.7** The SHMA, using the 2011-based projections, assumes that average household size in Bassetlaw will reduce from 2.37 people in 2011 to 2.26 people in 2031. It illustrates the impact of higher household formation rates by applying the 2008-based rates to the 2011-based projections, giving an additional housing need of 65 dwellings per annum.

2013 North Derbyshire & Bassetlaw Strategic Housing Market Assessment

- 5.8** Published in November 2013, the Strategic Housing Market Assessment (SHMA) for the North Derbyshire and Bassetlaw Strategic Housing Market Area is the most recent and comprehensive evidence for both the quantities of housing that the Plan should account for, and the different types of housing that this should be made up of.
- 5.9** Across the HMA the SHMA recommends a target of 1190 housing completions per annum to 2021, reducing to 1065 if the projections are extended to 2031. This latter reduction accounts for projected changes in the HMA population's age structure between 2021 and 2031. For Bassetlaw this gave an annual housing need of between 435 and 500 dwellings, with the latter figure accounting for the additional dwellings needed to support economic growth in the area.
- 5.10** The SHMA considers the complex relationship between demographic projections, local houses prices and employment growth in order to recommend a range of housing targets for each of the HMA authorities. However the SHMA concludes that house prices in the HMA are already relatively low, whilst suggesting that employment growth could be supported to a significant degree by reducing out-commuting from the area. Equally the SHMA identifies that overcrowding is considerably lower than the national average, suggesting that household formation is less constrained than in other parts of the UK. However, for Bassetlaw, the SHMA does highlight a small increase in overcrowding between 2001 and 2011, from 3.4% to 3.8% of households⁷.

⁷ Based on the Census Occupancy Rating, which suggests that houses should have one common room, and an additional room for each household member. Overcrowding is lower when measured using the

- 5.11** Additionally the SHMA considers the affordability of housing for owner-occupation, noting that housing across the HMA is relatively affordable when compared to the national average. The Assessment also highlights the relatively young age of first time buyers in Bassetlaw when compared to the national average, suggesting that household formation is not significantly suppressed. Instead, a conclusion of the Assessment is that constraints on household formation have tended to be macro-economic (national scale) in nature, rather than about locally specific constraints.
- 5.12** In recommending suitable targets the Strategic Housing Market Assessment also highlights the need to make provision for vacant and second homes, adding 3% to the targets to account for this.

Changes since the Strategic Housing Market Assessment

- 5.13** The SHMA is the most up-to-date and robust evidence of housing need in the district and will form the basis for housing targets for the Bassetlaw Plan. However changes that have taken place since the SHMA was completed must also be considered, in order to examine whether the targets recommended by the assessment are still the most appropriate.
- 5.14** In March 2014 Bolsover District Council commissioned sensitivity testing of the SHMA⁸ to examine whether the targets it recommended were still appropriate in light of more recent data. In particular this drew on the work of Alan Holmans⁹, amongst others, to consider the factors behind a large drop in household formation rates suggested by the 2011-based projections, when compared to the 2008-based projections. A key question for Holmans was whether this represented a structural change in how the population was growing, or resulted from the poor economic outlook and limited housing supply constraining the ability of new households to form.
- 5.15** When compared to the 2008-based projection of how many households would have been formed in 2011, Holmans notes that the actual household representative rates apparent from the 2011 census indicate 375,000 households less than expected by the projections. Holmans attributed 200,000 of these households to international immigrants, who tend to have a lower household formation rate than the general population, and the remaining 175,000 to constrained household formation as a result of the poor economy and difficulties in accessing the housing market.
- 5.16** Following from this the sensitivity testing work examined three different scenarios, each treating the household formation rates underpinning the 2011-based projections as a medium term trend, and therefore looking at the impact of a gradual increase in household formation rates toward those underpinning the 2008-based projections. Compared to the

bedroom standard, which compares the number of bedrooms to the number of household members and the desirability of them sharing bedroom.

⁸ Housing Need in the North Derbyshire & Bassetlaw HMA: Sensitivity Testing Analysis - March 2014 for Bolsover District Council

⁹ Town & Country Planning: Tomorrow Series Paper 16: New Estimates of Housing Demand and Need in England, 2011 to 2031.

HMA wide need for 1065 annual housing completions to 2031, identified above, these scenarios lead to a higher target of between 1195 and 1213 dwellings per annum.

- 5.17** This work identified that the changes in housing targets were particularly marked in Bassetlaw when compared to other parts of the HMA. Compared to other authorities household size has fallen more slowly in Bassetlaw.
- 5.18** In addition the work considered more recent migration data, suggesting that the 2011-based projections overestimated the population growth resulting from this. Using migration data from the most recent five years available at the time (2007-2012) this suggested an annual need for 375 new dwellings in Bassetlaw.
- 5.19** Finally the work considered more recent data on employment, noting a particular increase in economic activity amongst older groups and females, generally repeating national trends in this respect. Conversely the work noted a slight decrease in economic activity amongst 16-24 year olds. The consequence of such changes is to reduce the number of additional households needed to maintain the same level of economic activity in the district, in the context of an ageing population. Applying these employment rates to the economic forecasts used in the SHMA resulted in an upper HMA-wide target of 1270 dwellings per annum, 315 dwellings per annum less than the upper target put forward by the SHMA. For Bassetlaw this reduces the upper housing target, based on aspirational growth in employment opportunities, from 567 dwellings per annum to 474 dwellings per annum.
- 5.20** In summary the projections developed through the Sensitivity Testing work suggest a housing target for Bassetlaw of between 367 and 474 dwellings per annum, compared to between 293 and 567 dwellings set out in the SHMA.

TCPA Paper: New Estimates of Housing Requirements in England, 2012 to 2037

- 5.21** Following on from the Holmans paper, the Town and Country Planning Association also published its own analysis of the 2012-based projections, carried out by Neil McDonald and Christine Whitehead¹⁰. In common with the Holmans paper McDonald and Whitehead consider the impacts of changing household formation rates, drawing comparisons between the 2008, 2011 and 2012-based projections. In particular the paper draws comparison between the 2012-based projections and the 2008-based projections, as the last full set of projections produced prior to the economic recession. The paper frames the 2011-based projections as very much a product of the recession.
- 5.22** McDonald and Whitehead conclude that some of the reduction in household formation rates is due to an increase in the number of couples, particularly as a result of an increase in male life expectancy. However there remains a question over how the extent to which household formation is constrained amongst younger groups by economic circumstance.

¹⁰ Town & Country Planning: Tomorrow Series Paper 17: New Estimates of Housing Demand and Need in England, 2012 to 2037.

Equally the authors suggest that the 2012-based projections may underestimate the level of international migration.

Analysis by Nathaniel Lichfield and Partners

- 5.23** Analysis of the 2012-based projections, produced by Nathaniel Lichfield and Partners¹¹ (NLP), cautions against seeing lower household formation rates as the new normal, noting that this could exacerbate the effects of under-supply in constraining household formation rates. In common with McDonald and Whitehead, NLP also suggest that the projections underestimate international migration rates, but suggest that the impact of this is mostly confined to large cities and their hinterlands. Additionally, the relatively young age of first time buyers in Bassetlaw suggests that household formation is not significantly suppressed.
- 5.24** When the variable impacts of the 2012-based projections, when compared with the 2011-based projections, are mapped; this shows significant increases in the rate of population growth for some areas. This can be seen for example in the North West however significant decreases are shown in other areas. Bassetlaw falls into the latter category, along with its neighbours; Newark and Sherwood; Mansfield and West Lindsey.

Economic Growth Aspirations across the City Region

- 5.25** The link between economic growth and population trends is highlighted by the SHMA, in its observation that decreased population growth between 1989 and 1999 could be linked to the decline of coal-mining and manufacturing in the area. However the SHMA suggests that weak employment growth since means that this does not strongly drive the housing market, and has contributed to an ageing of the population, as outlined in Part 4.
- 5.26** The Strategic Economic Plan (SEP)¹² for Sheffield City Region sets a target of creating 70,000 new jobs across the city region by 2025. This target is framed as the number of jobs necessary to return to the pre-recession level of employment. As such, it must be emphasised that the 70,000 target is aspirational rather than evidence-based. Work to refresh the SEP for Sheffield City Region is currently being undertaken.
- 5.27** FLUTE modelling for the city region as a whole suggests that there is sufficient land available to meet this target and the housing need associated with it. This is based on local authorities within the city region submitting a portfolio of sites on which development may feasibly take place. However the report is very clear that the modelling **does not** replace decisions to be made through the Local Plan about where new development is most appropriate.

¹¹ An Incomplete Picture: The 2012-based Sub National Household Projections: http://www.nlplanning.com/public/Household%20Projections_Feb%202015.pdf

¹² Sheffield City Region – 2014 Strategic Economic Plan: <http://sheffieldcityregion.org.uk/about/growthplan/>

- 5.28** The D2N2 Local Enterprise Partnership sets a target of creating 55,000 new private sector jobs by 2023 in its own SEP¹³.

Edge Analytics work on Demographic Forecasts for the Sheffield City Region

- 5.29** The Phase 2 work undertaken by Edge Analytics¹⁴ is intended to provide an evidence base of population and household forecasts for local authorities within the city region. The starting point for the work is the Strategic Economic Plan's ambition to deliver 70,000 new jobs in the city region over ten years. The numbers produced are intended to underpin co-operation between the constituent authorities, particularly around the distribution of growth, through a consistent approach to evidence collection.
- 5.30** Adopting the housing target proposed by the Edge work to account for this level of jobs growth would require a very significant increase in housebuilding in Bassetlaw when compared to recent trends, as considered in more detail under Part 9. Given the aspirational nature of this target, consideration is needed as to how the Bassetlaw Plan should have regard to this aspiration, and what indicators might demonstrate whether the aspiration is being met.
- 5.31** The work draws on the more recent 2012-based population projections, released in May 2014, where Phase 1 of the work drew on the 2010-based projections. The work notes that the 2012-based projections estimate a population increase across the city region 2.8% smaller than that estimated by the 2010-based projections. For Bassetlaw this reduces the projected population increase over 20 years from 14.4% to 8.5%, an absolute reduction of 6550 people.
- 5.32** Building on these projections multiple scenarios have been developed, including modelling scenarios that examine the balance between jobs growth and housing growth in order not to increase out-commuting from the region. One scenario models the population growth and associated housing growth required to support the ambition to deliver 70,000 jobs, as outlined in the Strategic Economic Plan.
- 5.33** Compared to other authorities in the City Region the components of population change in Bassetlaw have been more varied in their impact. In particular both internal migration and natural change have varied between increasing and decreasing the district's population. In relation to Bassetlaw the Edge work draws on the later 2012-based demographic projections. Compared to earlier projections these suggest a lower population increase.
- 5.34** The analysis makes the observation that, for the City Region as a whole, the current dwelling completion targets lead to relatively high population growth when compared to the benchmark 2012-based projections. In this sense the dwelling completion targets can already be suggested to build in an aspirational element; the Edge work projects that the

¹³ D2N2 Local Enterprise Partnership – Strategic Economic Plan:
http://www.d2n2lep.org/write/Documents/D2N2_SEP_March_31st.pdf

¹⁴ Work undertaken by Edge Analytics for Sheffield City Region.

current housing target of 456 dwellings per year (accounting for past under-delivery) will support jobs growth of 178 new jobs per annum.

- 5.35** The proposed housing target for Bassetlaw to meet the SEP ambition is projected to support the generation of 3670 jobs over ten years. In comparison the current housing target is projected to support the creation of 1780 jobs over ten years, slightly less than half of the proposed target but still highly ambitious.

Table 1: Edge Analytics - Detailed Numbers for Bassetlaw, 2014-2034*

	Annual Dwelling Completions	Annual Jobs Growth
Meeting the SEP Target of 70,000 additional jobs	629	367
Meeting the SEP Target, including an uplift in labour participation rates to the national average	554	367
Current Housing Target**	456	178
Jobs-led Steady; average of current jobs baseline and SEP aspiration	383	100
Jobs-led Steady including an uplift in labour participation rates to the national average	314	100
SNPP 2012 Baseline	318	32
SNPP 2011 Baseline***	402	
Maintaining Current Employment Trends****	73	-167

*Data taken from work undertaken by Edge Analytics for Sheffield City Region

**Current housing target based on 435 dwellings per year, as recommended by 2013 SHMA, increased to account for past under-delivery.

***The 2013 SHMA draws on the 2011 Sub-National Population Projections.

****Current employment trends in Bassetlaw are negative, the positive figure accounts purely for changes in household size and population age.

- 5.36** Pursuing either scenario in Table 1 that includes uplifting labour participation rates to the national average will need to be co-ordinated with the efforts of other groups, for example, strategies for improving the skill levels of Bassetlaw residents. The Edge work, drawing on data from the 2011 Census, suggests that this would involve improving the economic participation rates amongst 16 to 74 year olds from 68% to 70%.

- 5.37** The numbers produced also draw comparison between the projected household formation rates, indicating that applying the 2008 household formation rates would entail increasing the annual baseline target from 318 dwellings per annum to 338 dwellings per annum. Adopting this higher target may, in turn, go some way towards addressing the concerns that household formation has been constrained by lack of supply.

6 Setting an Appropriate Housing Target

Key Points

- The possible housing targets cover a significant range, from 299 dwellings per annum if an average of the last ten years of completions are taken, to 629 dwellings per annum if the decision is taken to pursue the ambitious forecast set out by the Sheffield City Region Strategic Economic Plan.
- The recommended target for the Bassetlaw Plan, based on currently available evidence, is 435 new dwellings per annum.

6.1 The NPPF gives the starting point for setting an appropriate housing target as ensuring that the Local Plan ‘meets the full, objectively assessed needs for market and affordable housing in the housing market area’ (p.12). Moving forward the evidence points to five reasonable alternative housing targets for which the case could be made. These are outlined in Table 2, along with the key arguments for and against each.

Table 2: Possible Housing Targets for the Bassetlaw Plan

Target Basis	Annual Target	Arguments For	Arguments Against
Option 1: Trend-based*	299	<ul style="list-style-type: none"> ▪ Realistic prospect of delivery based on past trends. 	<ul style="list-style-type: none"> ▪ Doesn't account for the possibility of increasing delivery through allocation of large sites, following policy change. ▪ Doesn't meet the district's objectively assessed housing need.
Option 2: Population Projection-based Objectively Assessed Housing Need	338	<ul style="list-style-type: none"> ▪ Meets objectively assessed housing need as based on population projections. ▪ Requires only a moderate increase in delivery rates. 	<ul style="list-style-type: none"> ▪ Falls below the target set for Bassetlaw in the SHMA, affecting housing delivery across the HMA.
Option 3: Population Projection-based Objectively Assessed Housing Need	383	<ul style="list-style-type: none"> ▪ Meets objectively assessed housing need and allows for economic growth, contributing to the wider City Region aspirations. 	<ul style="list-style-type: none"> ▪ Falls below the target set for Bassetlaw in the SHMA, affecting housing delivery across the HMA.

+ Moderate Economic Growth			
Option 4: Lower end of SHMA Range	435	<ul style="list-style-type: none"> Meets objectively assessed housing need and allows for economic growth, contributing to the wider City Region aspirations. Fulfils Bassetlaw's obligations across the wider HMA area. 	<ul style="list-style-type: none"> Would require significant uplift in housing delivery.
Option 5: Sheffield City Region Strategic Economic Plan	629	<ul style="list-style-type: none"> Makes a full contribution to the aspirations of Sheffield City Region. 	<ul style="list-style-type: none"> Would require significant increase in annual completions, in the context of little market evidence to support.

*Based on an average of last ten years completions

6.2 The Bassetlaw Plan: Sustainability Appraisal Scoping Report sets out 14 Sustainability Objectives against which the plan will be judged, in order to reach a conclusion about whether it delivers sustainable development. The targets set out here have been assessed against these objectives and the full assessment can be found in the Interim Sustainability Appraisal published alongside this paper.

6.3 Using this assessment as a basis this part of the paper considers the suitability of each proposed housing target, in order to reach a recommendation as to which target should form the basis for the Bassetlaw Plan.

Option 1: Trend-based

6.4 Option 1 would see the Plan adopt a housing target based on projecting forward the past ten years of completions, an average of 299 dwellings per annum.

6.5 The biggest benefit of planning for new development in line with past trends is that it provides a reasonable level of certainty that the proposed target will be delivered. Conversely adopting a trend-based target does not account for the possibility of increasing delivery through new site allocations, particularly as the current Core Strategy does not allocate any land for development.

6.6 This option would fail to meet the OAHN for housing in Bassetlaw, constraining the ability of future generations to house themselves, and potentially increasing house prices. A reduced housing supply would also limit opportunities to provide affordable and specialist housing, and improved infrastructure, as part of new development.

6.7 In environmental sustainability terms this option requires the lowest land take, minimising impacts on biodiversity and reducing pressure to develop greenfield land and land at risk of flooding. Equally this approach should help to minimise impacts on heritage assets.

However this approach could promote in-commuting as there would be an insufficient labour supply within the district to fill existing jobs.

Option 2: Population Projection-based Objectively Assessed Housing Need

- 6.8** Option 2 would see a housing target set based on the size of Bassetlaw's future population, as calculated from official demographic projections produced for the Department of Communities and Local Government by the Office for National Statistics. The latest 2014-based projections suggest that this would require 338 dwellings per annum.
- 6.9** This approach would provide sufficient housing to meet the needs of Bassetlaw's future population, as projected. However this would not account for any population growth generated by economic growth attracting new workers to Bassetlaw. This could, in turn, detract from environmental sustainability by promoting additional commuting. This option would also fail to meet the National Planning Policy Framework's requirement that housing need is addressed across the Housing Market Area as a whole.
- 6.10** In sustainability terms this option could be expected to have similar impacts to Option 1, but with the potential for more negative effects associated with using more land.

Option 3: Population Projection-based Objectively Assessed Housing Need + Moderate Economic Growth

- 6.11** Option 3 would build on the demographic projections underpinning Option 2, but would aim to deliver an additional number of dwellings each year to underpin increased numbers of jobs in the area. The resulting target is based on calculations made for the Sheffield City Region and would be expected to support the creation of 100 new jobs per year.
- 6.12** This approach would have many similar effects to Option 1 in sustainability terms, but, in common, with Option 2, an increased likelihood of negative effects occurring from the use of more land for development.

Option 4: Lower end of SHMA Range

- 6.13** Under Option 4 a target would be adopted based on the recommendation of the 2013 Strategic Housing Market Assessment. This would require planning for 435 new dwellings per annum.
- 6.14** Current demographic projections suggest that providing for this level of housing would also support significant numbers of new jobs in Bassetlaw, as it would be above the need generated purely by trend-based population growth. However, unlike Options 1 to 3, this approach would contribute fully to meeting the need for housing identified across the wider Housing Market Area.
- 6.15** In sustainability terms this approach is likely to require the development of greenfield land, with the potential for negative effects on biodiversity. However this scale of housing development is not expected to require the development of sites at a higher risk of flooding.

Option 5: Sheffield City Region Strategic Economic Plan

- 6.16** Following Option 5 would see the Plan adopt a housing target based on the number of houses necessary to support the delivery of 70,000 jobs in the Sheffield City Region over the next ten years. Based on work undertaken by Edge Demographics for the Sheffield City Region this would require 636 annual dwelling completions.
- 6.17** The greatest risk associated with this approach is that, should the anticipated number of jobs fail to be generated, the District could see an oversupply of housing. This approach also has the potential to impact negatively on environmental sustainability by increasing out commuting, should the new jobs not be located in Bassetlaw.
- 6.18** The large quantity of land that would be needed to accommodate the scale of housing growth proposed under this option could be expected to have significant negative impacts on sustainability, limiting opportunities to locate development in the most sustainable locations and leading to large scale loss of greenfield land. In turn this has the potential to have specific impacts on biodiversity and would increase pressure to develop sites at a greater risk of flooding. The larger number of sites that would be needed to meet this target would also lead to a greater probability of negative impacts on heritage assets.

Recommendation

- 6.19** In sustainability terms it can be suggested that Option 4 strikes a balance between environmental, social and economic aspects of sustainability. This option would provide sufficient housing to meet the needs of Bassetlaw's future resident population, whilst meeting the future need for housing across the Housing Market Area. In doing so it would be expected to support economic growth in the District, providing an additional supply of housing for people who move to area for jobs, thereby reducing in-commuting.
- 6.20** Pursuing Option 4 will also ensure Bassetlaw's housing growth meets its OAHN.
- 6.21** This approach would require significant use of greenfield land and is likely to have some impacts on biodiversity. However it should still allow the selection of sites that avoid the need to develop land with high biodiversity value, or land at greater risk of flooding.
- 6.22** Adopting a housing target of 435 dwellings per annum gives an overall target of **6525 new dwellings** over the course of the plan period, from 2019 to 2034.

7 Past Delivery

Key Points

- At 31st March 2016 there were 3930 dwellings with planning permission. Of these 1850 dwellings are projected to be built during the Plan period. This will change in the period prior to the Plan's adoption.
- Over the past ten years annual completions have varied between 160 and 514 dwellings.

Current Housing Permissions

- 7.1** In policy terms current planning permissions do not affect how Bassetlaw's future housing targets are calculated. However dwellings that currently have permission but that are not expected to be built until during the plan period will contribute to meeting the 6525 new dwellings target set out in the previous part of the paper.
- 7.2** Between 1st April 2015 and 31st March 2016 1417 dwellings were granted planning permission, more than twice as many as in the year 2014-15. As a result, on 31st March 2016 there were 3930 houses with planning permission. Of these 3317 are considered deliverable within the next 15 years¹⁵.
- 7.3** Of the 3317 dwellings that are considered deliverable the latest projections suggests that 1850 will be built from 1st April 2019 onwards. From an overall housing target of 6525 new dwellings over the course of the plan period this number can be subtracted, leaving a remainder of 4675 dwellings, for which sites will be needed.

Table 3: Projected Completions in Bassetlaw Based on Current Permissions

Year	Projected Annual Completions*	Cumulative Completions
2019-20	442	442
2020-21	397	839
2021-22	260	1099
2022-23	235	1334
2023-24	141	1475
2024-25	135	1610
2025-26	70	1680
2026-27	35	1715
2027-28	35	1750
2028-29	35	1785
2029-30	35	1820
2030-31	30	1850

¹⁵ These projections are set out in the 2016 Five Year Supply Statement, available at: <http://www.bassetlaw.gov.uk/everything-else/planning-building/planning-policy/planning-policy-monitoring/five-year-housing-land-supply-statement.aspx>

*Figures taken from the trajectory published as part of the 2016 Five Year Supply Statement

7.4 The trajectory will continue to be updated on an annual basis, to account for new permissions. As such, this number is subject to change prior to the Plan’s adoption. Additionally, this number reduces further when projected windfall is taken into account, considered in Part 8 of this paper.

Past Completion Trends

7.5 Under current national guidance adopting a new Local Plan ‘resets’ the target so that it is not affected by how the district has performed in the past. However it is useful to review the current situation in order to understand which parts of the district can already expect to see significant development over the next few years.

7.6 New housing development in Bassetlaw is currently monitored on an annual basis and the results are published through the Annual Monitoring Reports and Five Year Housing Land Supply Statements. These help the tracking of progress in relation to housing supply targets.

7.7 Since the 31st March 2014 the housing target for Bassetlaw has been 435 dwellings per annum, at the bottom end of the range recommended by the SHMA in November 2013. Previously the target was 350 dwellings per annum, as set out in the Core Strategy adopted in December 2011. The most recent Five Year Housing Land Supply Statement was published in August 2016¹⁶. Past completions data from this is set out in Table 3.

Table 4: Housing Completions in Bassetlaw for the Past Ten Years

Year	Past Completions	Housing Target	Over/Under Delivery	Cumulative Over/Under Delivery
2006/07	331	350	-19	-19
2007/08	514	350	164	145
2008/09	359	350	9	154
2009/10	160	350	-190	-36
2010/11	264	350	-86	-122
2011/12	303	350	-47	-169
2012/13	226	350	-124	-293
2013/14	249	350	-101	-394
2014/15	241	435	-194	-588
2015/16	338	435	-97	-685
Total	2985	3670	-685	-685

¹⁶ 2016 Five Year Housing Land Supply Statement: <http://www.bassetlaw.gov.uk/media/601315/Apr-2016-Five-Year-Supply-Statement.pdf>

- 7.8** This shows that over the last ten years the targets have been exceeded in two years, missed moderately in four years and missed substantially in four years. However it should be noted that the UK economy was in recession between the third quarter of 2008 and the final quarter of 2009, and again between the final quarter of 2011 and the middle of 2012, with a significant impact on housing delivery.
- 7.9** To put this in perspective the SHMA notes that average completions in Bassetlaw were 372 dwellings per year between 2001 and 2008, but dropped to 231 dwellings per year between 2009 and 2012.

8 Windfall Allowance in the Functional Clusters

Key Points

- Past completions data initially suggests that an allowance of 65 dwellings per annum would be appropriate to account for new housing coming forward on sites in settlements included in the Functional Clusters, where these have not been allocated.

- 8.1** Paragraph 48 of the NPPF permits local authorities to make an allowance for ‘windfall’ as part of its projected five year housing supply where there is strong evidence for doing so. Any allowance is expected to take into account land availability, historic rates of windfall and expected future trends, but should not include land currently used as gardens.
- 8.2** The Spatial Hierarchy proposes a tier of Functional Clusters; clusters of settlements in Rural Bassetlaw that are geographically localised and inter-connected for the purposes of being able to access key day-to-day services. The Hierarchy proposes that settlements included within these clusters will be allowed to grow organically, up to a cap of 20% of the settlement’s size at the start of the plan period. Part of the proposed approach is the removal of existing development boundaries, opening up the potential for development on land that would currently be considered unsuitable.
- 8.3** Current data shows that these settlements are home to 15,741 dwellings, such that, should each settlements grow by 20% over the plan period, this would deliver an additional 3148 dwellings.

Table 6: Past Windfall Delivery in the Functional Clusters

2005-2006	2006-2007	2007-2008	2008-2009	2009-2010	2010-2011	2011-2012	2012-2013	2013-2014	2014-2015	2015-2016	Total
102	47	145	77	32	77	59	25	49	53	57	723

- 8.4** Analysis of past completions set out in Table 6, shows that, over the past 11 years, 723 new dwellings have been built on sites of over 5 dwellings, that have not been allocated but may have been identified in previous Strategic Land Availability Assessments, and in or adjoining the settlements that form part of the ‘Functional Clusters’ tier of the Spatial Hierarchy. This number has been reached by excluding any homes built on garden land after the NPPF’s introduction in 2012, to reflect its presumption against this.
- 8.5** These homes have been built on sites that are too small to address through a site allocations process. Nonetheless they have made a significant contribution to meeting housing needs in Bassetlaw and can be expected to continue to do so in the future.
- 8.6** This gives an average of 65.7 dwellings per annum, rounded down to 65 dwellings per annum. Taking this rate forwards, adopting an organic growth in the Functional Clusters can conservatively be projected to deliver 975 dwellings over the plan period (15 years).

This figure is indicative at this stage and may be subject to review as the Bassetlaw Plan is developed.

9 Residual Housing Target

Key Points

- Accounting for the recommended housing target of 435 dwellings per annum, houses that currently have permission and the proposed windfall allowance leaves a minimum of 3700 dwellings for which land will need to be allocated.

9.1 Table 5 sets out the residual housing target that has been included in the Initial Draft Bassetlaw Plan. This takes into account the recommended housing target of 435 dwellings per year, projections of future completions based on current permissions and a proposed formal windfall allowance in villages considered part of Functional Clusters.

Table 5: Residual Housing Target*

Component	Number of Dwellings
1. Annual Housing Target	435
2. Overall Plan Target: 2019-2034	6525
3. Dwellings with Permission: 31st March 2016	3930
4. Dwellings Deliverable Within 15 years	3317
5. Completions Expected: 1st April 2016 - 31st March 2019	1467
6. Completions Expected in Plan period: 2019-2034	1850
7. Residual Housing Target	4675
8. Windfall Allowance (Functional Clusters Only)	975
9. Residual Housing Target	3700

*An explanation of each step is set out in paragraph 9.2.

**Figures taken from the trajectory published as part of the 2016 Five Year Housing Land Supply Statement

9.2 The residual housing target set out in Table 5 is reached using the following steps:

- Recommended annual housing target as set out in Part 6.
- Total housing target for the plan period, calculated by multiplying the annual housing target by 15 years.
- The number of dwellings with permission at 31st March 2016, as set out in the Five Year Supply Statement.
- Of the dwellings with permission, the number of dwellings that are considered likely to be constructed. This is based on data collected for the Five Year Supply Statement by talking to developers about their intentions.

5. Of the dwellings with planning permission, that are considered likely to be constructed, the number of dwellings that are projected to be built **before** the planned adoption of the Bassetlaw Plan in 2019.
 6. Of the dwellings with planning permission, that are considered likely to be constructed, the number of dwellings that are projected to be built **after** the adoption of the Bassetlaw Plan in 2019.
 7. The overall housing target (2) minus the number of dwellings with permission expected to be built after the adoption of the plan in 2019 (6), leaving a residual target to be addressed through the Bassetlaw Plan.
 8. The proposed formal windfall allowance over the plan period, for new dwellings in Functional Clusters (as set out in Part 8).
 9. The residual housing target (7) minus the number of dwellings developed in the Functional Clusters, to give the number of houses for which land will need to be built on land allocated through the plan.
- 9.3** It is important to note that, whilst the table gives a residual housing target for which land will need to be allocated, it is likely to be necessary to allocate additional land to give a degree of choice to developers over sites. Additionally very large sites may take several years to start delivering new housing, and therefore may not fully contribute to the housing target proposed for the plan period 2019-2034. Whilst Table 5 gives a residual housing target of 3700 dwellings, this may not reflect the quantity of land needed to ensure an annual delivery of 435 dwellings.

10 Specialist Housing Need

Key Points

- A lack of suitable accommodation for older generations has been identified as a barrier to downsizing.
- Central government has defined an optional national standard for accessible and adaptable homes where there is suitable evidence of need.

Addressing the Needs of an Ageing Population

- 10.1** Within the overall numbers of new housing required to meet the district's OAHN there are also some more specific needs that need to be addressed through the plan. The changing profile of the district's population suggests a need for new accommodation specifically tailored to meet the needs of an ageing population.
- 10.2** The 2013 SHMA examines changes in Bassetlaw's population structure between the 2001 and 2011 Censuses, highlighting an increase in residents aged over 60 and a decrease in most age groups under 40. The Assessment suggests that around 25% of the District's current households are made up only of people aged over 65. As earlier noted the number of Bassetlaw residents aged over 65 is projected to increase by around 11,500 people between 2014 and 2034.
- 10.3** The SHMA highlights that the area's ageing population could lead to an increase in the under-occupation of existing housing and suggests the possibility of addressing this by promoting smaller homes that are attractive to older persons.
- 10.4** A report from the All Party Parliamentary Group on Housing and Care for Older People¹⁷ highlights the need for Local Plans to promote the development of appropriate accommodation for older generations. Similarly the same group's work on the affordability of retirement housing¹⁸ noted that 7 million homes were occupied by residents who would be interested in downsizing, potentially leading to family homes becoming available. The same report noted that affordability was a significant issue for those looking to downsize.
- 10.5** This issue is in evidence in Bassetlaw. Of the households occupied only by older people, the SHMA notes that these are almost all one or two people in size. However, more than half of these households occupy dwellings that have three or four bedrooms, highlighting the potential for these homes to be freed up for family occupation.
- 10.6** Central government have defined optional national standards that local authorities may consider adopting through their Local Plans if they have appropriate evidence. One of these

¹⁷ Housing Our Ageing Population: Positive Ideas: Making Retirement Living A Positive Choice: June 2016, Richard Best and Jeremy Porteus

¹⁸ The affordability of retirement housing: An inquiry by the All Party Parliamentary Group on Housing and Care for Older People

standards relates to the accessibility and adaptability of housing and allows local authorities to require new dwellings to meet Requirement 4(2) of the Building Regulations.

Meeting the Needs of Those Requiring Additional Support

- 10.7** Drawing on a large scale household survey the SHMA estimates that more than 25% of households in Bassetlaw have members with a particular need for support. Of these more than 50% are household members with a walking difficulty not requiring a wheelchair. The SHMA provides further detail on the nature of different needs, highlighting that they affect a wide range of age groups.

11 Affordable Housing

Key Points

- Affordable housing need in Bassetlaw is higher than the District's annual need for new housing.
- Most of this need is for social rented housing.
- Government requirements to promote the supply of starter homes are likely impact on the future supply of social rented housing.

- 11.1** The most up to date data on the need for affordable housing in Bassetlaw comes from the 2013 SHMA. This gives a headline annual need of 646 affordable dwellings per annum for Bassetlaw, to 2031, if it is assumed that each household that cannot afford housing at market rates is allocated an affordable house. This is significantly above the OAHN for new housing (See Part 5), and indicates that the need for social housing is very high in the area.
- 11.2** This need drops to 443 dwellings per annum if it is assumed that households spend 30% of their income on housing rather than 25%, and if different projections of the numbers of households falling into need are drawn upon. The SHMA therefore emphasises the sensitivity of affordable housing need to different assumptions. However, even this lower annual need is above the overall OAHN identified in Part 5.
- 11.3** The Assessment recognises that this is not a realistic target in the current funding context, noting that the private rented sector will generally address a large proportion of this need, and that this part of the housing market has continued to grow. Indeed the SHMA indicates how, between 2001 and 2011, the number of households in the private rented sector grew significantly more than the number of households in the owner-occupied sector, offsetting a decline in the social-rented sector. However the numbers still highlight the importance of continuing to provide affordable housing as part of new housing developments.
- 11.4** Demand for a range of types of affordable housing is also considered by the SHMA:
- **Social Rented Housing:** For households who will need to access housing benefit regardless of cost, this represents 70% of the need for affordable housing in Bassetlaw.
 - **Affordable Rent:** For households who can afford social rents, but could not afford intermediate rents without subsidy, this makes up 3% of need in Bassetlaw.
 - **Intermediate Rent:** Rents set at no more than 80% of the market rate; 27% of the affordable housing need in Bassetlaw is for this type of housing.
 - **Shared Ownership:** For households who can afford 80% market price and who have sufficient equity to put towards purchasing part of a home, only around 1% of the demand for affordable housing in Bassetlaw is for this type of housing.

11.5 The Assessment shows some variation across the District; demand for shared ownership properties is concentrated in Retford and the Rural East, whilst there is a marginally greater demand for intermediate rental properties in Worksop and the Rural North West. However, the overall majority of affordable housing need across Bassetlaw is for rental properties where rents are below 80% of market rents.

Starter Homes

11.6 Following the adoption of the 2016 Housing and Planning Act the council has a duty to promote the delivery of Starter Homes. The final regulations that will specify in greater detail how this requirement is to be met, and therefore how it will need to be taken into account through the Bassetlaw Plan are currently awaited. It is unknown when the final regulations will be published.

11.7 These are homes that are for sale to first time buyers, between 23 and 40 years old, at a discount of 20% over the market rate. They are intended to address a declining rate of home ownership amongst under 40s.

11.8 The Consultation Paper published in March 2016 sets out the proposed regulations governing the provision of Starter Homes. The Paper proposes that on sites over 0.5Ha or 10 dwellings, 20% of the homes should be Starter Homes, provided on-site, except where this can be demonstrated to be unviable. Other proposed exemptions from the requirement are where they would be incompatible with the form of development proposed, for example schemes designed for elderly people, or affordable housing-led schemes. In these cases the proposal is that contributions for off-site provision should be made.

11.9 It is expected that the prioritisation of Starter Homes by central government will significantly affect the viability of other forms of affordable housing provision such as dwellings for social rent. However the extent of this remains unknown until the final regulations are published.

12 Self-Build

Key Points

- The 2016 Housing and Planning Act requires the Council to address demand for self-build and custom-build plots in Bassetlaw.

- 12.1** The SHMA highlights that self-build has not been a strong feature of the housing market in Bassetlaw to date, and this has been constrained by the towns being developed at a relatively high density. However, under the 2016 Housing and Planning Act the council must consider how it meets demand for self-build plots of land. This is monitored on an annual basis, using the register as evidence of demand for plots.
- 12.2** The council maintains a register for people who are interesting in, either building their own home, or commissioning a home in the district. This can be found at:
<https://www.bassetlaw.gov.uk/everything-else/planning-building/self-build-and-custom-build-register.aspx>
- 12.3** During the first monitoring period, from the opening of the register to the day on which the 2016 Housing and Planning Act was enacted, the council received 12 entries on the register. Forthcoming regulations to accompany the 2016 Act will set out the timescale within which the Council should meet demand.

13 Gypsy and Traveller Accommodation

Key Points

- Eight pitches are needed to meet gypsy and traveller needs between 2019 and 2029.

13.1 It is recognised that Gypsies, Travellers and Travelling Showpeople have distinctive accommodation needs, requiring a specific set of land allocations. The needs of these groups were assessed through the 2015 Bassetlaw Gypsy & Traveller Accommodation Assessment. This concludes that no additional pitches are needed in the period up until 2019. However the Assessment does identify a need for a further eight pitched between 2019 and 2029 and this will need to be taken into account through the Bassetlaw Plan.

14 Commuter Hubs

Key Points

- Forthcoming changes to the National Planning Policy Framework are expected to define a 'Commuter Hub', around which higher densities of housing development may be appropriate.

- 14.1** In early 2016 central government consulted on changes to the National Planning Policy Framework (NPPF)¹⁹, including whether new developments located close to 'commuter hubs' should be built at higher than average densities. The agreed definition of a commuter hub is expected to be included in the revised NPPF when it is published in late 2016.
- 14.2** In April 2016 central government launched a new initiative bringing together the Homes and Communities Agency with Network Rail, to look at the development of vacant land around railway stations for housing.
- 14.3** The intent is that new housing is built on sites with access to the most environmentally sustainable forms of transport, in order to reduce reliance on private vehicles.
- 14.4** None of the railway or bus stations in Bassetlaw meet the definition of a commuter hub as proposed through the consultation paper addressing the proposed changes to the NPPF. However the spirit of these proposals may be addressed by seeking to allocate sites with ready access to frequent public transport services through the Bassetlaw Plan.

¹⁹ Consultation on proposed changes to national planning policy:

https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/488276/151207_Consultation_document.pdf

Appendix A: Projected Population by Age Group*

Age Group	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024	2025	2026	2027	2028	2029	2030	2031	2032	2033	2034	2035	2036	2037	2038	2039		
0-4	6,400	6,300	6,300	6,200	6,200	6,200	6,200	6,200	6,200	6,200	6,200	6,200	6,200	6,100	6,100	6,100	6,000	6,000	6,000	6,000	6,000	6,000	6,000	6,000	6,000	6,000	6,100	
5-9	6,100	6,300	6,400	6,500	6,500	6,500	6,500	6,400	6,400	6,300	6,400	6,400	6,400	6,400	6,400	6,400	6,400	6,400	6,300	6,300	6,300	6,300	6,200	6,200	6,200	6,200	6,200	
10-14	6,100	6,000	6,000	6,200	6,300	6,400	6,500	6,600	6,700	6,700	6,700	6,700	6,700	6,600	6,500	6,600	6,600	6,600	6,600	6,600	6,600	6,600	6,600	6,600	6,600	6,500	6,500	
15-19	7,000	6,700	6,500	6,200	6,000	5,800	5,800	5,900	6,000	6,100	6,200	6,300	6,400	6,500	6,500	6,600	6,500	6,400	6,400	6,400	6,400	6,400	6,400	6,400	6,400	6,400	6,400	6,400
20-24	6,200	6,300	6,100	5,900	5,800	5,700	5,500	5,300	5,100	5,000	4,900	4,900	4,900	5,000	5,200	5,300	5,400	5,500	5,600	5,600	5,600	5,600	5,500	5,500	5,400	5,500	5,500	
25-29	6,200	6,200	6,300	6,500	6,600	6,600	6,700	6,500	6,300	6,200	6,100	6,000	5,800	5,700	5,500	5,500	5,400	5,500	5,700	5,800	5,900	6,000	6,100	6,200	6,200	6,200	6,200	
30-34	6,100	6,200	6,300	6,300	6,400	6,500	6,600	6,700	6,800	6,900	6,900	6,900	6,800	6,600	6,500	6,400	6,300	6,200	6,000	5,900	5,800	5,800	5,900	6,000	6,200	6,300	6,300	
35-39	6,100	6,100	6,200	6,300	6,400	6,400	6,500	6,600	6,600	6,700	6,800	6,900	7,000	7,100	7,200	7,200	7,200	7,100	6,900	6,800	6,700	6,600	6,500	6,300	6,200	6,100	6,100	
40-44	7,800	7,500	7,000	6,700	6,400	6,200	6,200	6,300	6,500	6,500	6,600	6,700	6,800	6,800	6,900	7,000	7,000	7,200	7,300	7,400	7,400	7,400	7,400	7,200	7,100	7,000	6,900	
45-49	8,900	8,700	8,700	8,500	8,200	7,900	7,700	7,200	6,800	6,500	6,400	6,400	6,500	6,700	6,800	6,900	6,900	7,000	7,000	7,100	7,200	7,300	7,400	7,500	7,600	7,600	7,600	
50-54	8,900	9,100	9,200	9,200	9,200	9,000	8,800	8,800	8,600	8,300	8,100	7,800	7,300	7,000	6,700	6,600	6,600	6,700	6,900	7,000	7,100	7,100	7,200	7,200	7,300	7,400	7,400	
55-59	7,700	7,800	8,100	8,300	8,600	8,800	9,100	9,200	9,200	9,200	9,000	8,900	8,800	8,600	8,400	8,100	7,800	7,400	7,000	6,800	6,700	6,700	6,800	7,000	7,100	7,200	7,200	
60-64	7,300	7,300	7,200	7,400	7,500	7,600	7,700	8,000	8,200	8,400	8,700	8,900	9,000	9,100	9,100	8,900	8,800	8,700	8,500	8,300	8,000	7,800	7,400	7,000	6,800	6,700	6,700	
65-69	7,700	7,800	7,800	7,500	7,300	7,200	7,100	7,100	7,200	7,300	7,400	7,600	7,800	8,100	8,300	8,600	8,800	8,900	8,900	8,900	8,800	8,700	8,600	8,500	8,200	8,000	8,000	
70-74	5,600	5,900	6,200	6,700	7,000	7,200	7,300	7,300	7,000	6,800	6,700	6,700	6,700	6,800	6,900	7,000	7,200	7,400	7,600	7,900	8,100	8,300	8,400	8,500	8,500	8,400	8,400	
75-79	4,300	4,400	4,400	4,500	4,700	5,000	5,200	5,500	5,900	6,300	6,400	6,500	6,600	6,300	6,100	6,100	6,100	6,000	6,200	6,300	6,400	6,500	6,800	7,000	7,200	7,400	7,400	
80-84	3,000	3,100	3,100	3,200	3,400	3,500	3,600	3,600	3,700	3,900	4,100	4,300	4,600	5,000	5,300	5,400	5,500	5,500	5,300	5,200	5,200	5,200	5,200	5,200	5,300	5,400	5,500	
85-89	1,800	1,900	1,900	1,900	2,000	2,100	2,100	2,200	2,300	2,400	2,500	2,600	2,600	2,700	2,900	3,000	3,200	3,400	3,700	4,000	4,100	4,100	4,200	4,000	4,000	4,000	4,000	
90+	1,000	1,000	1,000	1,100	1,100	1,100	1,200	1,200	1,300	1,300	1,400	1,500	1,500	1,600	1,700	1,800	1,900	2,000	2,100	2,200	2,400	2,600	2,700	3,000	3,200	3,400	3,400	
All ages**	114,100	114,400	114,700	115,000	115,400	115,700	116,100	116,500	116,900	117,300	117,700	118,100	118,400	118,700	119,100	119,400	119,600	119,900	120,200	120,400	120,700	120,900	121,200	121,400	121,600	121,800		

*Data from the Office of National Statistics: <https://www.ons.gov.uk/peoplepopulationandcommunity/populationandmigration/populationprojections/datasets/localauthoritiesinenglandtable2>

**Figures may not sum exactly due to rounding

Appendix B: Projected Impacts on Population from Different Components of Change*

Change Component	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024	2025	2026	2027	2028	2029	2030	2031	2032	2033	2034	2035	2036	2037	2038	2039
Births	1,200	1,200	1,200	1,200	1,200	1,200	1,200	1,200	1,200	1,200	1,200	1,200	1,200	1,200	1,200	1,200	1,200	1,200	1,200	1,200	1,200	1,200	1,200	1,200	1,200
Deaths	1,300	1,200	1,200	1,200	1,200	1,200	1,200	1,200	1,200	1,200	1,300	1,300	1,300	1,300	1,300	1,300	1,400	1,400	1,400	1,400	1,500	1,500	1,500	1,500	1,500
Natural Change	-100	0	0	0	0	0	0	0	0	0	-100	-100	-100	-100	-200	-200	-200	-200	-300	-300	-300	-300	-300	-300	-400
Internal Migration In	4,000	4,000	4,000	4,000	4,000	4,000	4,100	4,100	4,100	4,100	4,100	4,100	4,100	4,100	4,100	4,200	4,200	4,200	4,200	4,200	4,200	4,200	4,300	4,300	4,300
Internal Migration Out	3,900	3,900	3,900	3,900	3,900	3,800	3,800	3,800	3,800	3,800	3,800	3,800	3,800	3,800	3,800	3,800	3,900	3,900	3,900	3,900	3,900	3,900	3,900	3,900	3,900
International Migration In	500	400	400	400	400	400	400	400	400	400	400	400	400	400	400	400	400	400	400	400	400	400	400	400	400
International Migration Out	200	200	200	200	200	200	200	200	200	200	200	200	200	200	200	200	200	200	200	200	200	200	200	200	200
Cross-border Migration In	100	100	100	100	100	100	100	100	100	100	100	100	100	100	100	100	100	100	100	100	100	100	100	100	100
Cross-border Migration Out	100	100	100	100	100	100	100	100	100	100	100	100	100	100	100	100	100	100	100	100	100	100	100	100	100
All Migration Net	300	300	300	300	300	400	400	400	400	400	400	400	400	400	500	500	500	500	500	500	500	500	500	500	600
Cumulative Change	200	300	300	300	300	400	400	400	400	400	300	300	300	400	300	300	300	300	200	200	200	200	200	200	200
Population**	114,100	114,400	114,700	115,000	115,400	115,700	116,100	116,500	116,900	117,300	117,700	118,100	118,400	118,700	119,100	119,400	119,600	119,900	120,200	120,400	120,700	120,900	121,200	121,400	121,600

*Data from the Office of National Statistics:

<https://www.ons.gov.uk/peoplepopulationandcommunity/populationandmigration/populationprojections/datasets/componentsofchangebirthsdeathsandmigrationforregionsandlocalauthoritiesinenglandtable5>

**Starting population of 114,100 people in 2014. Figures may not sum exactly due to rounding