



# 8

## DELIVERING BETTER HOMES IN NORTH LINCOLNSHIRE

### Introduction

- 8.1 Everyone has the right to a safe, decent and affordable home which meets their needs, in a community where they want to live. This is at the heart of delivering the spatial vision for North Lincolnshire. Housing is the most extensive land use and, in its relationship with jobs, services and transport networks, is a key ingredient in helping to achieve sustainable communities. The number of new dwellings provided, together with the location and their affordability, are major issues for the Local Development Framework (LDF) to address, in order to provide high quality housing that reflects local people's aspirations.
- 8.2 Its main aim is to set out a strategy for housing provision, within the context of its sub-regional housing market that:
- Contributes towards North Lincolnshire's renaissance, by helping to create more mixed, diverse, inclusive and well connected communities. This will encourage attractive, safe, well designed, quality developments, located in areas with good access to jobs, key services and infrastructure
  - Encourages a wide range of housing types, for both affordable and market housing, to meet the needs of all members of the community – ensuring a better balance between housing demand and supply, as well as increasing affordability
  - Keeps the area's housing requirements, and the way in which they are being met, under regular review.

### Context

#### National/Regional

- 8.3 Planning Policy Statement (PPS) 3: Housing sets out the national planning framework for delivering the Government's housing objectives. The main aim of the policy is to ensure that everyone has the opportunity to live in a decent home, which they can afford, in a community where they want to live. The framework aims to achieve this overall goal through delivering housing which is well designed, built to a high standard and suitably located, with a mixture of house types and tenures.
- 8.4 The Regional Spatial Strategy (RSS) for Yorkshire and Humber identifies Scunthorpe as one of 11 sub-regional cities or towns, which are seen as the prime focus for new housing development and growth in the region. They offer the best opportunities to ensure that development takes place in the most sustainable way. Elsewhere, the Core Strategy aims to meet locally generated needs for both affordable and market housing including in the area's Market Towns.

- 8.5 The RSS identifies an overall housing requirement for North Lincolnshire between 2004 and 2026 of 15,700 new dwellings, which is phased into two periods – 2004 to 2008 and 2008 to 2026. Between 2004 and 2008, North Lincolnshire was expected to provide 2,200 new dwellings (a rate of 550 dwellings per year). Then in the period 2008 to 2026, the area is expected to provide 13,500 new dwellings (a rate of 750 dwellings per year). This level of housing provision reflects the economic opportunities provided by the Humber ports and the significant opportunity to provide an urban focus of development in Scunthorpe.

## Local

- 8.6 As of April 2010 there were 71,947 dwellings within North Lincolnshire, with the following characteristics:
- Over three quarters of properties in North Lincolnshire are detached or semi-detached with three bedroom properties being the most prevalent
  - Almost a fifth of homes in North Lincolnshire are under-occupied; this is reflected in the high demand on the social housing register for one and two bedroom housing. Over-occupation is relatively low
  - 16.3% of properties are terraces and the supply of flats/apartments is small
  - Owner-occupation is the dominant tenure, with 38.6% of households owning their properties outright and 38.5% doing so with a mortgage or loan
  - 15.7% of households live in socially rented accommodation
- 8.7 The private rented sector is relatively small, accounting for just 6.3%. The Strategic Housing Market Assessment Market Review (November 2008) identified the following key issues for future provision:
- In the 25 year period between 2004 and 2029, the population of North Lincolnshire will grow by 21,000 households to 88,000. This growth will predominately be one person households specifically made up of people over the age of 45 years old, increasing the already high demand for smaller properties
  - North Lincolnshire has an annual net shortfall of affordable homes of 373 units. This increased from 302 in 2005 and is as a result of a combination of low wage levels and high house prices
  - The greatest level of need for affordable housing is housing for rent, however a small proportion of this need could be met by an appropriate intermediate affordable tenure
  - The mean house price in North Lincolnshire ranges from £88,000 in the Frodingham area of Scunthorpe to £194,789 in Axholme South and £197,057 in Axholme Central. This demonstrates the extreme affordability difficulties being faced in rural communities.

## Future Provision

8.8 The RSS outlines an overall housing requirement for North Lincolnshire between 2004 and 2026 of 15,700 new dwellings, which is phased into two periods with an additional 40 hectares of employment. In first period (2004 to 2008) North Lincolnshire was expected to provide 2,200 new dwellings at a rate of 550 per year. Then in the second period (2008 - 2026), the area is expected to provide 13,500 new dwellings at a rate of 750 dwellings per year. The Core Strategy has been drafted two years into the RSS second period for housing delivery. Between 2004 and 2010, a total of 3,506 dwellings have been completed. This leaves a requirement of 12,063 dwellings (at a rate of 754 dwellings per year) to be delivered during the remainder of the period between 2010 and 2026. It is this up to date requirement which will be delivered through this Core Strategy. Table 8.1 identifies the overall housing requirement, spatial distribution and the number of dwellings with planning permission as the basis at April 2010.

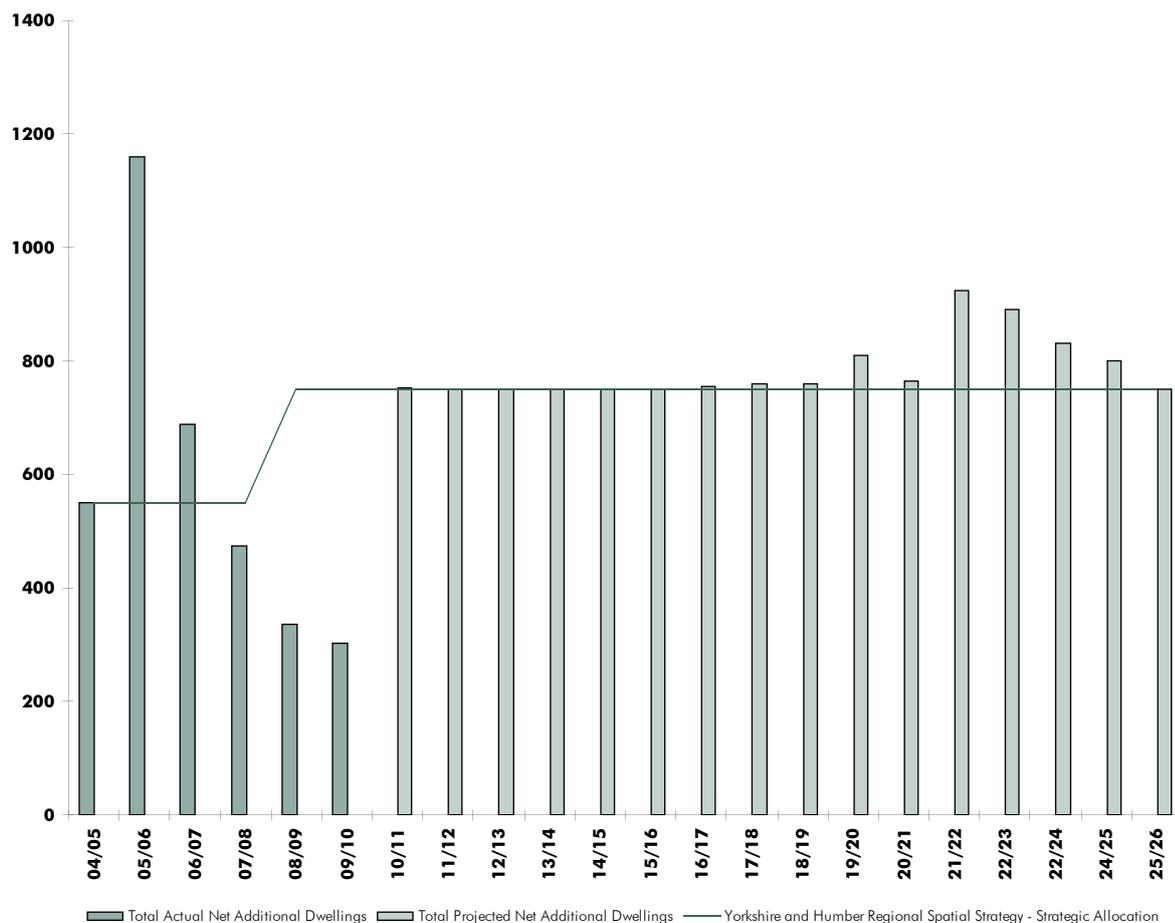
	<b>Spatial Distribution</b>	<b>Commitments at April 2010</b>	<b>Additional Housing Requirement</b>
North Lincolnshire overall requirement	12,063	3,482	8,581
Scunthorpe	9,892	2,642	7,250
Barton upon Humber	724	553	171
Brigg	844	88	756
Crowle	145	31	114
Kirton in Lindsey	181	168	13
Winterton	277	0	277
<b>Total</b>	<b>12,063</b>	<b>3,482</b>	<b>8,581</b>

8.9 In making provision to meet this strategic housing requirement, the council has had regard to the following key principles:

- To focus growth in the Scunthorpe Urban Area, by adopting a long term, flexible approach. The need to secure rapid urban renaissance in the town and housing renewal and growth is vital to strengthen its role as a sub-regional town
- Ensure that the area's Market Towns provide sustainable communities with local services that cater for their surrounding settlements
- Takes into account existing commitments, in terms of dwellings under construction and planning permissions at April 2010
- Makes an assumption that, while windfalls will inevitably occur and need to be shown as part of overall levels of housing supply, an allowance from this should not be included in the strategic allocation for the first ten years of the plan period.

## North Lincolnshire's Housing Trajectory to 2026

8.10 The housing trajectory takes into account sites likely to come forward in the first 5 years. The expected phasing and delivery detail for each site will be established through the Housing and Employment Land Allocations DPD, enabling the housing trajectory, including the requirement for a 15-year housing land supply.



## Approach

8.11 The approach of the Core Strategy will ensure that sufficient homes are provided in North Lincolnshire at prices that residents can afford and that meet the needs of people living in them. The delivery of housing is a key element in building sustainable linked communities. This underpins other key objectives of the strategy, including good health, education, economic prosperity and community safety.

## Spatial Distribution

8.12 To ensure that housing development takes place in the most sustainable locations, North Lincolnshire's additional housing requirement will be mainly allocated within Scunthorpe Urban Area. 82% of the net requirement will be allocated within Scunthorpe whilst a further 18% will be divided between five of the six Market Towns (Barton upon Humber, Brigg, Crowle, Kirton in Lindsey and Winterton) with a particular focus on Brigg and Barton upon Humber. The distribution reflects the intentions of the RSS to concentrate development in Regional and Sub Regional Cities and Towns and Local Service Centres.

8.13 Scunthorpe is the most sustainable settlement, as it has the greatest amount and range of employment and services including excellent public transport. In delivering 82% of the area's housing requirements, priority will be to use suitable previously developed land and buildings and other infill opportunities within the urban area followed by an urban extension to the west of the town.

- 8.14 The Strategic Housing Land Availability Assessment (SHLAA) identified that previously developed land within Scunthorpe is extremely limited. Therefore a significant amount of greenfield development will be required to accommodate 9,892 homes. This will take the form of an urban extension adjoining the western edge of the built up area. To deliver this urban extension, which takes the form of the Lincolnshire Lakes development, an Area Action Plan will be prepared. This will provide a detailed planning and implementation strategy for the Lincolnshire Lakes in accordance with the Core Strategy policies to ensure that development is phased appropriately alongside the provision of infrastructure as set out in the Infrastructure Delivery Plan.
- 8.15 North Lincolnshire's remaining housing requirement will be distributed between five Market Towns. The Sustainable Settlement Survey 2009 identified Barton upon Humber and Brigg to be the most sustainable settlements outside the Scunthorpe Urban Area. Both towns have a good variety of employment opportunities and key services and facilities including shops, schools, GP and leisure centres and provide an important role in serving the surrounding settlements. Given these points approximately 6% of the area's housing requirement will be located in Barton upon Humber with 7% being met in Brigg.
- 8.16 Crowle is the fourth largest Market Town in population terms and acts as a service centre for the northern proportion of the Isle of Axholme. The town is currently undergoing rural renaissance as part of Yorkshire Forward's Renaissance Market Towns project to improve local services and facilities and make the town more attractive to visitors and investors. In support of Crowle's role as Market Town and to help deliver rural renaissance, approximately 1.2% of the overall housing requirement will be located within the town.
- 8.17 The towns of Kirton in Lindsey and Winterton provide good local services such as schools and shops and act as service centres for the neighbouring settlements. In keeping with the existing character of the towns 1.5% of the housing requirement will be allocated in Kirton in Lindsey with 2.3% being allocated in Winterton.
- 8.18 Epworth is the sixth Market Town within North Lincolnshire and is the main service centre for the southern portion of the Isle of Axholme. The town has a wide range of services and facilities, and a thriving town centre. However there are a number of issues affecting the town, including traffic congestion and limited employment opportunities due to employment sites being redeveloped for housing. It is also felt that the existing infrastructure is not suitable to accommodate further growth. Taking these into account the future level of development within Epworth will be limited to that which has already commenced or has planning consent.
- 8.19 The release of housing land will be identified in more detail through the Housing and Employment Land Allocations DPD. This will be phased to ensure that a five year supply of deliverable sites which are available, suitable and achievable exist to meet the annual net dwelling target. Previously developed land will be released as a priority over greenfield land where the land is in a sustainable location.

## Affordable Housing

- 8.20 North Lincolnshire Council is committed to providing high quality affordable homes for people who are unable to access or afford market housing. Throughout the LDF consultation process local people highlighted the affordability of homes in the area as a major concern. The planning system is one of a number of mechanisms the local authority and its partners will use to increase the supply of good quality, affordable homes.
- 8.21 For the purpose of the LDF, the PPS3 definition of affordable housing will be used. This states that affordable housing includes social rented and intermediate housing provided to specified eligible households whose needs are not met by the market. Affordable housing should:

- Meet the needs of eligible households including availability at a cost low enough for them to afford, taking into account local incomes and local house prices
  - Include provision for the home to remain at an affordable price for future eligible households or, if these restrictions are lifted, for the subsidy to be recycled for alternative affordable housing provision.
- 8.22 The need for affordable housing in North Lincolnshire has been calculated using government guidance and is set out in the Strategic Housing Market Assessment Review 2008. This has taken into account current levels of housing need, future housing need (based upon new household formation, proportion of new households unable to buy or rent in the market and existing households falling into need), together with affordable housing supply.
- 8.23 The concept of affordability is critical in the needs assessment process. Government guidance states that gross household income and entry-level house prices should be used in the estimate affordable housing needs. A household is considered unlikely to be able to afford to buy a home that costs more than 3.5 times the gross household income for a single income home and 2.9 times the gross household income for a two income household. The Strategic Housing Market Assessment - Market Review 2008 identified that to purchase an entry-level property in North Lincolnshire of £95,000 a single income household would need £27,143 per annum (3.5 times income). A household with two or more incomes wishing to purchase an entry-level property would need £32,758 per annum (2.9 times income).
- 8.24 The Strategic Housing Market Assessment - Market Review 2008 estimates that annually 0.6% of all households in North Lincolnshire would be in housing need, resulting in a need to provide 373 new affordable homes per year. This is more than half of the total average annual requirement set by the RSS for North Lincolnshire of 550 dwellings between 2004 and 2008 and just over half the requirement for the period 2008-2026 of 750 dwellings. However, it is recognised that this level of provision is not economically deliverable or sustainable on all housing sites in North Lincolnshire, as there are wider issues such as viability, creating sustainable communities and delivering regeneration. It is evident that setting targets, which are unachievable, would prejudice the regeneration objectives for Scunthorpe and be counter-productive.
- 8.25 In addition to assessing local housing needs, PPS3 places a duty on local authorities to undertake an assessment of the economic viability of the threshold proportions of proposed affordable housing, including their likely impact on the overall level of housing delivery and creating mixed communities. In 2008 the council commissioned a Financial Viability Assessment of the policies for affordable housing within the emerging Core Strategy. Affordable housing impacts on development viability because it provides a significantly reduced level of revenue to the developer compared with market level sales values. Maintaining the viability (in this sense meaning the financial health) of residential development schemes is crucial to ensuring the release of sites and thus the supply of housing of all types.
- 8.26 The 2008 Financial Viability Assessment recommended:
- It is not financially viable to request more than 30% affordable housing on any development site in North Lincolnshire
  - On a site of 15 or more dwellings in the Scunthorpe urban area a target of 20% affordable housing on windfall sites and up to 30% on certain greenfield site allocations is viable
  - A target of 20% affordable housing on development sites of 5 or more dwellings in Market Towns

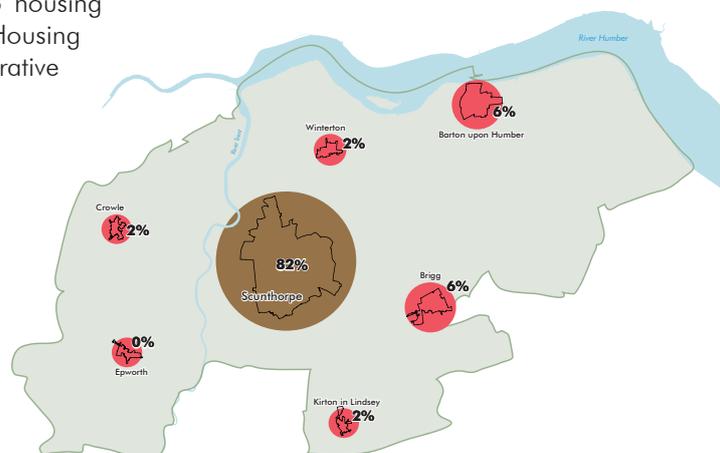
- That the council could also consider, again as a target, seeking carefully judged financial contributions equivalent to between 10% and 20% affordable housing from sites of 3 or more units in rural settlements
  - A target affordable housing tenure mix of 70% social rented and 30% intermediate tenure.
- 8.27 The RSS also states that North Lincolnshire should seek up to 30% of the total number of dwellings to be affordable. Although the level of housing need in North Lincolnshire would support this approach, the findings of the Financial Viability Assessment clearly show that this would render housing development in North Lincolnshire unviable thus impacting on housing delivery and the creation of mixed communities.
- 8.28 PPS3 states that the site-size threshold for affordable housing should be 15 dwellings, though a lower threshold may be adopted where viable and practicable.
- 8.29 It is proposed to adopt the threshold of 15 dwellings in the Scunthorpe urban area. In addition, there needs to be policy support for the provision of rural affordable housing where need is identified that will help to maintain sustainable rural communities. It will be necessary to apply a threshold for affordable housing provision, which is lower than 15 dwellings, to make sure that opportunities to provide the necessary affordable housing are taken. A threshold of 5 dwellings will be adopted in the Market Towns and 3 dwellings in the rural settlements. It is important that housing in small towns and villages contributes to affordable housing provision.
- 8.30 A stepped approach to the percentage requirement has also been proposed that will seek a target of 20% affordable housing in the Scunthorpe urban area and the Market Towns and a target of 10% in rural settlements.
- 8.31 Given that within current local policy there is no requirement for affordable housing on rural sites below 15 units, this policy change is significant and should have a positive impact on the provision of affordable housing in rural areas. As the Financial Viability Assessment suggests, this 10% contribution will be sought as an off-site financial contribution based on sites between 3 and 5 dwellings, or on sites of 5 or more dwellings the contribution should be on site if it is possible to do so.
- 8.32 Off site financial contributions will be made to the council and held until they can be used solely for the provision of affordable housing. Payments will be used within the same parish as the original development where possible. If this is not possible it will be used within the same housing market area. Payments will be secured through a Section 106 legal agreement. Provision of affordable housing using off-site contributions will include:
- New build affordable housing units
  - Refurbishment of existing affordable units to bring them up to standard
  - Purchase and refurbishment of empty properties to bring them into use as affordable dwellings
  - Land purchase to build home new affordable homes
  - Where new build homes is the only option the sum would be expected to cover the cost of finding an alternative site and developing new affordable homes.
- 8.33 All off-site contributions will be applied according to local housing needs and in line with North Lincolnshire Council's Housing Strategy.

- 8.34 A positive and proactive approach, informed by evidence, is required that sets clear targets for the deliverability of rural affordable housing. The council considers that in exceptional circumstances, this is best achieved by allowing small sites to be used, specifically for affordable housing in small rural communities that would not normally be used for speculative new housing. These exception sites would be outside existing development limits and be based on the identified needs of the local community. They would only be used for affordable housing and would be reserved for such uses indefinitely.
- 8.35 This approach takes into account the findings of the Strategic Housing Market Assessment - Market Review 2008 and the Financial Viability Assessment, but has been written to ensure that development is not stagnated. Additional guidance on the council's approach to affordable housing is set out in the forthcoming Affordable Housing SPD.

## Housing Density

- 8.36 The increased demand for new homes is putting development land under pressure. In order to maximise the use of available sites and reduce the pressure on greenfield land, priority will be to re-use previously developed land.
- 8.37 In recent years North Lincolnshire has seen development at or around 30 dwellings per hectare, depending upon the location and nature of the site. Sites within Scunthorpe and the Market Towns have achieved high quality design with densities significantly higher than this figure. These sites have included a variety of housing types for example family homes, apartments and town houses. Higher density development does not mean poor development. The requirement for quality will not be sacrificed in the pursuit of high densities. In order to further its aims of regeneration, as well ensuring the protection of the natural and built environment, the Core Strategy will aim to achieve the optimum density of development that is compatible with quality design and amenity of existing and future occupiers.
- 8.38 The Strategic Housing Land Availability Assessment (SHLAA) gave an indication of the dwelling densities that have been achieved over the past five years on a variety of site sizes and locations within North Lincolnshire. It identified that the following net density ranges have been achieved:
- Scunthorpe Town Centre 45-70 dwellings per hectares (dph)
  - Within Scunthorpe and Market Towns development limits 40-45dph
  - Outside the development limits of Scunthorpe and Market Towns 30-35 dph

- 8.39 The proposed spatial approach to housing provision is shown on the Housing Distribution Diagram for illustrative purposes.



## **CS7: OVERALL HOUSING PROVISION**

Between 2010 and 2026, North Lincolnshire's housing requirement is for 12,063 new dwellings to be provided (754 new dwellings per year):

Of these new dwellings around 3,482 will be provided from sites that already have planning permission or are under construction.

All proposals for housing should include a variety of housing types, sizes and tenures to meet the local housing needs. All new dwellings should be well designed and meet the Codes for Sustainable Homes. The exact housing mix on each site will be determined based on the Strategic Housing Market Assessment - Market Review (November 2008) and any updates to this document.

Housing land will be allocated, released and phased to ensure the delivery of additional dwellings remains close to the target identified above. Previously developed land will take priority over greenfield land where it is in a sustainable location. Based on the Annual Monitoring Report findings, allocated sites will be brought forward as required to maintain the five year supply and distribution of land for housing in the most sustainable locations in accordance with the spatial development strategy.

To provide flexibility in the delivery of housing the council will allocate contingency sites through the Housing and Employment Land Allocations Development Plan Document to deliver 1,300 additional dwellings within the Scunthorpe Urban Area. If over any continuous three year period the net additional housing requirement varies by more than 20% the allocated contingency sites will be brought forward.

Housing development will be required to make efficient use of land but the density of new development should be in keeping with the character of the area and should support the development of sustainable, balanced communities.

Dependent upon the location of a development site at least the following net density ranges should be achieved within a residential development site, or the residential element of a mixed use site:

- Scunthorpe town centre: 45-70 dwellings per hectare
- Within Scunthorpe and Market Towns development limits: 40-45 dwellings per hectare
- Within rural settlements and the countryside: 30-35 dwellings per hectare

- 8.40 The purpose of this policy is to set out the overall level of housing provision that will be required to meet North Lincolnshire's needs until 2026 and that an appropriate range and mix of housing is provided to meet the needs of the existing and future population.
- 8.41 The policy will be mainly delivered through the allocation of sites in the Housing and Employment Land Allocations DPD, Lincolnshire Lakes Area Action Plan and the consideration of planning applications. At least a ten-year supply will be identified through the Housing and Employment Land Allocations DPD. In accordance with Government advice there will be no allowance in the 10 year supply for windfalls, although these sites will be monitored on an annual basis.
- 8.42 The priority for the release of sites will be given to sites within the Scunthorpe Urban Area, then the Market Towns and small scale development in rural settlements. It is a key requirement to deliver development on previously developed land, contributing to the brownfield target. It will be important to ensure that a range of development sites are identified, in order to ensure that there is a choice of locations, and dwelling types and sizes available. Proposals for individual sites will give an indication of the number of dwellings that could be anticipated, along with any other requirements that the development may deliver.

- 8.43 New development will be in accordance with national density guidelines. Higher density does not mean a reduction in quality of amenity, or the urban and rural environment. All development including higher density development will be required to incorporate a high standard of design of buildings, streets and spaces. Densities will vary across North Lincolnshire's settlements. In some cases it might be necessary in the interest of townscape, or nature conservation, to provide for development at a lower density. Achieving higher densities will not be a reason for not providing a mix of property types and sizes.

## CS8: SPATIAL DISTRIBUTION OF HOUSING SITES

The allocation of sites for 12,063 new dwellings will be delivered in accordance with sustainable development principles and the following sequential approach:

- The principal focus for housing is previously developed land and buildings within the development limits of Scunthorpe followed by a greenfield urban extension to the west of the town. 82% of all new dwellings will be located in and adjacent to the urban area, equating 9,892 new dwellings. A total of 6,000 new dwellings will be provided within the Lincolnshire Lakes area during the plan period, with 1,250 being provided elsewhere within the urban area. Of these new dwellings 2,642 will be provided from sites that already have planning permission or are under construction.
- The Market Towns of Barton upon Humber, Brigg, Crowle, Kirton in Lindsey and Winterton will have approximately 18% houses built overall equating to 2,171 new dwellings of which 840 will be provided from sites that already have planning permission or are under construction. The overall provision will be divided as follows to enhance the level of services provided or meet the needs of the settlements and its immediate area:
 

• Barton upon Humber	6% (724 dwellings)
• Brigg	7% (844 dwellings)
• Crowle	1.2% (145 dwellings)
• Kirton in Lindsey	1.5% (181 dwellings)
• Winterton	2.3% (277 dwellings)
- New housing within the rural settlements will create opportunities for small scale infill development that maintains the viability of the settlement and meets identified local needs without increasing the need to travel.

In rural settlements in the countryside and in the open countryside outside development limits, housing development will be strictly limited. Consideration will be given to development, which relates to agriculture, forestry or to meet a special need associated with the countryside. All development should not have an adverse impact on the environment or landscape.

Urban extensions to support the Scunthorpe Urban Renaissance Programme will be promoted particularly alongside proposals for Lincolnshire Lakes project. To ensure that the scale of the house building is in line with the housing allocation the western urban extension will be phased to release land in such a way as to allow for the control of the pattern and speed of urban growth, co-ordination of infrastructure, and delivery of the previously developed land target and other sustainability objectives. The Lincolnshire Lakes project will be subject to the development and approval of an Area Action Plan.

The first priority is to re-use previously developed land and buildings within North Lincolnshire's built up areas which will be promoted by setting a target of 30% of the housing provision on such land. Second priority will be given to other suitable infill opportunities in North Lincolnshire's built up areas.

Development on greenfield sites will only be allowed where it can be demonstrated that this will bring additional community benefits, contributing to building sustainable communities and is acceptable in terms of its impact on the high quality environment of the urban space and adjoining countryside.

Flood risk will be taken into account, as this will be a determining factor in the distribution and location of housing.

- 8.44 The purpose of this policy is to set out the spatial distribution of housing for North Lincolnshire in the most sustainable locations. The majority of new housing will be located within the Scunthorpe urban area, reflecting its sub-regional role and to support the urban renaissance planned for the town. This will be followed in preference by the area's Market Towns and then the rural settlements.
- 8.45 A target of developing 30% of all new housing on previously developed land has been identified through the Strategic Housing Land Availability Assessment. This reflects the limited levels of such land across the area.
- 8.46 In recent years Scunthorpe has experienced a large amount of housing development. This has resulted in a relatively limited amount of previously used land being left available for development within the town. To ensure that the area's housing requirements can be delivered and assist in the delivery of the economic aspirations for the town as well as meet the requirements of the RSS to focus development in sub-regional towns like Scunthorpe, a sustainable urban extension approach will be adopted. Sites will be identified to the west of the urban area in the Housing and Employment Land Allocations DPD and Lincolnshire Lakes Area Action Plan.
- 8.47 To support the Market Towns as key service centres, appropriate levels of housing growth have been identified to ensure that the local services and facilities are able to support the level of expansion and develop alongside the additional housing.
- 8.48 In respect of the remaining settlements in North Lincolnshire, it is proposed not to allocate specific sites, but to allow limited levels of growth in appropriate circumstances with the focus on smaller infill developments.

## **CS9: AFFORDABLE HOUSING**

New residential housing development of 15 or more dwellings in the Scunthorpe urban area, 5 or more dwellings in Market Towns and 3 or more dwellings in rural settlements must make provision for an element of affordable housing which is accessible to those unable to compete in the general housing market. This policy seeks to achieve the following proportion of affordable housing:

- Scunthorpe urban area and Market Towns 20%
- Rural settlements 10%

A target of 70% of the affordable homes will be provided for rent, with the remaining provided as an intermediate tenure, to be agreed on a site by site basis.

Wherever possible, affordable housing should be provided on-site, but an off-site contribution may be acceptable where:

- a) Management of the affordable housing on-site cannot be secured effectively; or
- b) Affordable housing provision elsewhere in more suitable settlements is more likely to contribute towards the creation of mixed communities.

Where it can be demonstrated that the percentage of affordable housing sought will negatively impact on the delivery of a mixed community, or are subject to exceptional and authenticated site development costs, there may be a case for reducing the affordable housing. This should be proven through open book discussions with the council at planning application stage.

### **Rural Exception Sites**

Planning permission will be granted for the release of small rural exception sites within or adjacent to the development limits or within rural settlements for 100% affordable housing where a local need has been clearly identified. All proposals must be substantiated by evidence that the scale of development proposed meets the identified needs.

- 8.49 The actual amount of affordable housing to be provided is a matter for negotiation at the time of a planning application, having regard to any abnormal costs, economic viability and other requirements associated with the development. The opportunities and constraints provided by the development of housing differ greatly. As a result the provision of affordable housing through a section 106 legal agreement will be on a site-by-site basis and individual circumstances will be considered.
- 8.50 The latest housing needs information held by the council will be used to inform negotiations about the type and tenure of affordable housing provision. This will vary across North Lincolnshire, but will be clearly set out for each necessary section 106 legal agreement. For rural exception sites, an assessment of the housing need of the settlement where the development will take place must be provided. This should set out the type and tenure of the properties required to meet the identified needs.
- 8.51 A critical element of agreeing affordable housing provision is the impact it can have on the overall financial viability of housing development. If the target policy provision is not deemed to be financially viable, the onus is placed on the developer to set out the financial viability of the development and to demonstrate at what point the provision of affordable becomes viable.
- 8.52 The council will be flexible when negotiating for affordable housing, with the aim of agreeing an appropriate affordable housing contribution, whilst enabling the development of housing provision. Once an agreement has been reached the developer must complete an Affordable Housing Pro Forma, to be signed by the council's Strategic Housing Team and the developer. A planning application with an affordable housing contribution will not be able to have their affordable housing condition discharged without a completed pro-forma.
- 8.53 Affordable housing will be secured by a Section 106 legal agreement to ensure, where applicable, the provision remains affordable indefinitely. It is the council's preference for affordable housing to be transferred by the developer to a Registered Social Landlord working as one of the council's partners.
- 8.54 PPS3 states a presumption in favour of affordable housing on-site. It allows local authorities to set a lower threshold in certain parts of its rural areas. This policy indicates thresholds for rural settlements at 3 dwellings or more if the evidence base demonstrates this is viable and practicable. At this threshold there may be cases where the normal mechanism of on-site contribution cannot easily be reached if proposals are of an inappropriate scale. Therefore off-site contributions are the only possible method to utilise. Furthermore on-site provision may also be unviable as Registered Social Landlords could not easily or realistically be expected to manage isolated single dwellings. The approach to off-site contributions will be set out in greater detail in the Affordable Housing SPD.

## Gypsies, Travellers and Travelling Showpeople

- 8.55 The Government is concerned that not enough is being done to make provision for Gypsies and Travellers, and this is one of the factors that is leading to the establishment of a number of unauthorised sites across the country. Government planning guidance on this issue is Circular 01/2006: Planning for Gypsy and Traveller Caravan Sites, setting out the policy and legislative framework for sustainable site provision and effective enforcement. The circular requires local authorities to identify sites in their LDFs for Gypsies, Travellers and Travelling Showpeople. On the 29th August 2010, the Secretary of State for Communities & Local Government announced that the government intends to revoke Circulars 01/2006 'Planning for Gypsy and Traveller Caravan Sites' and 04/2007 'Planning for Travelling Showpeople' and replace them with new guidance for local authorities, outlining their statutory responsibilities. These circulars remain the current planning guidance on this issue and will continue to be used by this council until officially revoked.

- 8.56 Existing site provision for Gypsies and Travellers in North Lincolnshire comprises of three private sites: two in Brigg and a third near Kirton in Lindsey. A local authority owned site on Normanby Road, Scunthorpe, provides 20 transit pitches although this site is currently closed. There are four showman's yards in the area, one Local Authority owned, socially rented site and a further three private/owner-occupied sites providing pitches for approximately 17 travelling showpeople households.
- 8.57 The council together with North East Lincolnshire Council commissioned a Gypsy and Traveller Accommodation Assessment (GTAA). The GTAA established the need for 34 additional residential Gypsy and Traveller pitches between 2007 and 2012 and a further 10 residential pitches between 2012 and 2016 within North Lincolnshire. A need was also identified for 10 transit pitches between 2007 and 2016 across North and North East Lincolnshire and a further two Showman's pitches within the same period in North Lincolnshire.

### **CS10: GYPSIES, TRAVELLERS AND TRAVELLING SHOWPEOPLE SITES**

Sites will be identified to meet the demand for approximately 46 residential Gypsy and Traveller pitches between 2007 and 2016 and a further 10 transit pitches jointly across North and North East Lincolnshire within the same period.

1. The following considerations will be taken into account to designate sites for Gypsies and Travellers and Travelling Showpeople in the General Policies DPD:
  - Safe and convenient vehicular and pedestrian access to the site including public transport
  - Be large enough to provide adequate on site facilities for parking, storage, play and residential amenity
  - Should be well located on the highway network
  - Be in or near to existing settlements with access to local services, including shops, schools and healthcare
  - Not have an adverse impact on environmental assets such as landscape, historic environment, biodiversity, open space and green infrastructure, and avoid areas shown as at risk of flooding in the Strategic Flood Risk Assessment (SFRA).
  - Should not be detrimental to amenities of adjacent occupiers
  - Must be suitable for such accommodation with a realistic likelihood that the site can come forward within the plan period
2. These criteria are also to be used to assess planning applications in advance of the adoption of the Housing and Employment Land Allocations DPD

Previously developed land, derelict land and land on the edge of urban areas will be considered before any rural sites as with all other types of accommodation.

- 8.58 Providing sites in appropriate locations will help prevent the social exclusion of Gypsies, Travellers and Travelling Showpeople and conflicts with settled communities. In accordance with Circular 01/2006 and the Designing Gypsy and Traveller Sites Good Practice Guide 2008 new sites can be provided by the Local Authority or privately by Gypsies and Travellers themselves. Sites provided by the local authority will be managed by them, or by a Housing Association, in consultation with site residents or representatives of the Gypsy and Traveller community.

- 8.59 Sites to meet the unmet need will be identified in the General Policies DPD. In the meantime in accordance with Circular 01/2006 and the Designing Gypsy and Traveller Sites Good Practise Guide 2008, a general criteria based policy, which is considered to be fair, reasonable, realistic and effective in delivering sites will be applied. The criteria in the policy will also be used to assess planning applications and enable the council to respond to planning applications to address the specific needs of Gypsies, Travellers and Travelling Showpeople.

## Monitoring

- 8.60 Housing development activity will continue to be monitored to ensure any changes in the relationship between wages and house prices are considered. The Annual Monitoring Report will be used to identify the need for any changes to the affordable housing targets in relation to delivery through the planning system.
- 8.61 The Strategic Housing Needs and Market Assessment will be updated on a regular basis to ensure these matters are kept under constant review. The following indicators and targets will be used to monitor the implications and effectiveness of the policies contained in this chapter.

Indicator	Target
Number of net additional dwellings per annum by settlement hierarchy	Scunthorpe Urban Area 82% Brigg 7% Barton upon Humber 6% Crowle 1.2% Kirton in Lindsey 1.5% Winterton 2.3%
Percentage of new dwellings completed at: <ul style="list-style-type: none"> <li>Less than 35 dwellings per hectare (low density);</li> <li>Between 35 and 45 dwellings per hectare (medium density); and</li> <li>Above 45 dwellings per hectare (high density).</li> </ul>	PPS 3 requires all new dwellings to be completed at a minimum of 30 dwellings per hectare.
Ensure a five-year supply of deliverable sites is identified and maintained throughout the plan period.	North Lincolnshire Council will consistently have a 5 year supply of deliverable sites throughout the plan period
Percentage of new and converted dwellings on previously developed land.	30% of all new and converted dwellings on previously developed land.
Annual number of Affordable Homes delivered within North Lincolnshire.	2008/2009 70 units 2009/2010 149 unit 2010/2011 225 units
Number of Rural Exception Sites Completed.	The number of Rural Exception dwellings completed in settlements with an identified affordable housing need.
Annual number of net additional dwellings built to Lifetime Homes standards (Use CABE Building for Life Criteria).	10% of annual net additional dwellings will be built to Lifetime Home standards.
Meet the identified need for Gypsies, Travellers and Travelling Showpeople through regional and local surveys.	100% identified need met.

## Key Documents

- Planning Policy Statement (PPS) 3: Housing (DCLG, 2006)
- The Yorkshire & Humber Plan – Regional Spatial Strategy to 2026 (GOYH, 2008)
- ODPM Circular 01/2006 Planning for Gypsy and Traveller Caravan Sites (ODPM, 2006)
- The Road Ahead: Final report of the Independent Task Group on Site Provision and Enforcement for Gypsies and Travellers (DCLG, 2007)
- North Lincolnshire Housing Need and Market Assessment 2006 (Outside, 2006)
- North Lincolnshire Strategic Housing Market Assessment (Outside, 2008)
- North and North East Lincolnshire Gypsy and Traveller Accommodation Needs Assessment Final Report March 2008 (NLC, 2008)
- Designing Gypsy and Traveller Sites: Good Practice Guide (DCLG, 2008)
- Strategic Housing Land Availability Assessment (NLC, 2009)
- North Lincolnshire Sustainable Settlement Survey (NLC, 2009)

## Links to Key Objectives

### **Spatial Objectives:**

1, 3, 6

### **SA Objectives:**

SA1; SA4; SA5; SA6; SA9; SA10