North Lincolnshire Local Housing Needs Assessment

September 2019

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Executive Summary

The North Lincolnshire Local Housing Needs Assessment was carried out to ascertain the annual requirement for new homes in North Lincolnshire. Government policy and guidance- the National Planning Policy Framework (February 2019) and the Housing and Economic Needs Assessment guidance (updated July 2019) was used as the basis for carrying out the assessment for North Lincolnshire. The standard methodology recommended by government for calculating housing need determined that there is a need for a minimum of 419 new homes in North Lincolnshire each year. This figure is inclusive of all types and sizes of homes, including affordable housing and accommodation for specific groups of people.

Introduction

Background and objectives

This Local Housing Needs Assessment (LHNA) has been produced by North Lincolnshire Council. It replaces the Strategic Housing Market Assessment update published by GVA consultants in 2012 on behalf of North Lincolnshire Council.

North Lincolnshire Council are preparing a Local Plan to cover the period 2017 – 2036. The LHNA will form part of the evidence base for the new Local Plan, and will identify the minimum number of new homes that should be planned for each year in North Lincolnshire throughout the plan period.

The preparation of the LHNA has been carried out in accordance with relevant national policy and guidance, specifically the National Planning Policy Framework[1] (updated 19 February 2019) and the Housing and Economic Needs Assessment guidance[2] (updated 22 July 2019).

It is important to recognise that the information from this document should not be considered in isolation. This document does not seek to determine rigid policy conclusions, but instead provides a key component of the evidence base required to inform, develop and support a sound policy framework.

National Planning Policy Framework (NPPF) and housing guidance

The National Planning Policy Framework (NPPF) provides the national policies for plan-making. It details key policies against which development plans will be assessed and to which they must comply. It requires plans to be justified and based on proportionate evidence, taking into account relevant market signals.

Government Policy: Pre July 2018

The NPPF was updated in July 2018. Prior to this the NPPF 2012 contained a presumption in favour of sustainable development, and stated that Local Plans should meet the full, objectively assessed needs for market and affordable housing in the housing market area.

Paragraph 14 of the NPPF set out the presumption in favour of sustainable development, which should be seen as a golden thread running through both plan-making and decision-taking. It advised that local planning authorities should positively seek opportunities to meet the development needs of their area. Local Plans should meet objectively assessed needs, with sufficient flexibility to adapt to rapid change, unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole.

Paragraph 47 aimed to boost significantly the supply of housing. It recommended that local planning authorities should use their evidence base to ensure that their Local Plan meets the full, objectively assessed needs for market and affordable housing in the defined housing market area, as far as is consistent with the policies set out in this Framework.

[1] *National Planning Policy Framework,* Ministry of Housing, Communities & Local Government, February 2019 https://www.gov.uk/government/publications/national-planning-policy-framework--2 viewed on 15 April 2019
[2] https://www.gov.uk/guidance/housing-and-economic-development-needs-assessments viewed on 4 September 2019

Given this context, Strategic Housing Market Assessments (SHMAs) primarily informed the production of the Local Plan (which sets out the spatial policy for a local area). Their key objective was to provide the robust and strategic evidence base required to establish the full Objectively Assessed Need (OAN) for housing and provide information on the appropriate mix of housing and range of tenures needed. They did not set a 'housing target' for the planning authority.

Planning Practice Guidance (PPG) on the assessment of housing and economic development needs was first published in March 2015.

Government Policy: Post July 2018

The NPPF was updated in July 2018, and this update contains a number of changes compared to the previous NPPF. The underlying theme of sustainable development remains, but in relation to identifying and meeting housing needs several significant changes have been implemented. These include the NPPF 2018 containing:

- No references to housing market areas;
- No mention of Strategic Housing Market Assessments, which are now entitled Local Housing Needs Assessments (LHMAs);
- A new standard methodology to underwrite a LHMA;
- A new definition of affordable housing; and
- A Housing Delivery Test to assess if a planning authority is meeting its housing needs.

The main changes were included within the following paragraphs of the updated NPPF:

Paragraph 11 sets a presumption in favour of sustainable development whereby local plans should meet objectively assessed development needs, with sufficient flexibility to respond to rapid change.

Paragraph 61 requires local authorities to plan for a mix of housing based on current and future demographic trends, market trends and the needs of different groups in the community. This includes the recommendation that planning authorities should assess the size, type and tenure of housing needed for different groups in the area.

Paragraph 31 states that each local planning authority should ensure the local plan uses a proportionate evidence base that is relevant and up-to-date. This should be adequate and focused tightly on supporting and justifying policies, and take into account relevant market signals. This LHNA brings together relevant evidence to comply with this.

The new NPPF does not contain any explicit reference to Housing Market Areas (HMAs), and housing needs are to be determined at a local authority level. However, new Planning Practice Guidance on plan making does refer to HMAs, and therefore this has been explored within this LHNA.

Planning Practice Guidance

Planning Practice Guidance was issued by Government in March 2015, updated in September 2018 and February 2019 and contains guidance on 'Housing needs assessment.' This provides advice on how key elements of the NPPF should be interpreted, including the approach to deriving an assessment of Local Housing Need including the Standard Method. The approach used in this report takes account of the PPG.

A draft Strategic Housing Market Assessment for North Lincolnshire was produced to inform the emerging Local Plan in 2017/18. In light of more recent government guidance published in February

2019, the SHMA has been replaced and updated by a LHNA to take into account the methods outlined and recommended in the new guidance including the subsequent updated paragraphs issued in July 2018.

Local Planning Policy

The council has adopted a number of the documents that make up the North Lincolnshire Local Development Framework (LDF). This includes three statutory Development Plan Documents (DPDs):

- Core Strategy DPD (June 2011)
- Housing & Employment Land Allocations DPD (March 2016)
- Lincolnshire Lakes Area Action Plan (May 2016)
- The saved policies of the North Lincolnshire Local Plan 2003 are also still used in decision making

The Localism Act 2011 and the NPPF changed the national planning system and the way in which plans are prepared. Under this new system, single Local Plans have now replaced LDFs (which contained a number of separate development plan documents). These new style Local Plans still have to be prepared in line with national planning policy, set out a vision for future development, allocate land for development and protection and provide a policy framework for the determination of planning applications.

Local Plans should provide land to meet identified development needs in full, insofar as their areas have the sustainable capacity to do so, as defined by other policies in the NPPF. Where this capacity does not exist, need should be 'exported' to neighbouring areas and those neighbouring areas should accept it, as far as is reasonable and consistent with their sustainable capacity.

Local Plans

Local Plans are the key to delivering sustainable development that reflects the vision and aspirations of local communities. Planning decisions must be taken in accordance with the development plan unless material considerations indicate otherwise.

Local Plans should be aspirational but realistic. They should address the spatial implications of economic, social and environmental change. Local Plans should set opportunities for development and clear policies on what will or will not be permitted and where. Only policies that provide a clear indication of how a decision maker should react to a development proposal should be included in the plan.

The Local Plan sets out the strategic priorities for the area, including:-

- The homes and jobs needed in the area;
- The provision of retail, leisure and other commercial development;
- The provision of infrastructure for transport, telecommunications, waste management, water supply, wastewater, flood risk and coastal change management, and the provision of minerals and energy (including heat);
- The provision of health, security, community and cultural infrastructure and other local facilities; and

- Climate change mitigation and adaptation, and conservation and enhancement of the natural and historic environment (including landscape).

North Lincolnshire Local Plan 2017-2036

The level of housing provision identified in the Core Strategy was based on locally derived housing figures that were included in the Regional Spatial Strategy. The figure was validated through the objectively assessed need calculation included as part of the 2012 SHMA.

North Lincolnshire Council is progressing with the preparation of a single Local Plan for the area. When finally adopted, it will replace the existing LDF.

The Local Plan will use the objectively assessed need figure as a basis from which to set the overall housing provision for the area across the plan period. The Local Plan will put housing policy in place to ensure that this identified housing requirement is met, and that an appropriate range and mix of housing is provided to meet the needs of the existing and future population.

The Local Plan will also set out where development will happen and at what scale.

Changing Policy and Strategy Priorities

This section outlines the current national and regional policy context in which this LHNA is being prepared.

Housing and Planning Act 2016

In July 2015, the government set out plans to introduce a package of measures to accelerate house building and deliver more homes. The plans included steps to build discounted homes for first time buyers on all reasonably sized developments, unlock public land for hundreds of thousands of new homes and back small builders with planning changes[3]. These changes formed part of the Housing and Planning Bill 2015-16 which received Royal Assent on 12 May 2016[4]. The Act contains a number of major policy changes, including:

Starter Homes

Starter Homes have been introduced as an affordable housing category on new-build developments in England. The definition of a Starter Home is:

- A new dwelling
- Available to first time buyers only (under 40)
- Sold for at least 20% less than market price
- To be less than the price cap (£250,000 outside London; £450,000 in London).

Self-Build and Custom Housebuilding

Local Planning Authorities have a duty to provide an adequate quantity of development permissions in relation to serviced plots of land to match the demand for self-build and custom housebuilding.

Rogue Landlords and Property Agents in England

- A local housing authority in England may apply to the First-tier Tribunal for a 'banning order' against any residential landlord or property agent in England who has been convicted of a 'banning order offence'.
- The Secretary of State must establish and operate a database of rogue landlords and property agents, and local housing authorities must be able to edit the database.
- Rent repayment orders – the Act empowers the First-tier Tribunal to allow tenants or local authorities to reclaim rent or housing benefit where a landlord rents out an unlicensed property (such as a HMO), or the landlord has committed an offence.
- Recovering Abandoned Premises in England – these sections enable landlords of assured short-hold tenancies to repossess abandoned properties without the need for a court order, and speed up the repossession process.
- Extension of Right to Buy to Housing Associations – Housing Associations will extend the Right-to-Buy to their tenants on a voluntary basis.

[3] "PM and Chancellor announce 'one nation' plans to spread homeownership across the country" Press release, 4 July 2015, www.gov.uk

[4] http://services.parliament.uk/bills/2015-16/housingandplanning.html viewed on 07/07/16

- Vacant Higher Value Local Authority Housing – Local authorities now have a duty to consider selling retained higher value houses as they become vacant. The receipts should be ring-fenced to fund the extension of the Right-to-Buy to housing association tenants.
- Rents for High Income Social Tenants – through regulations, the Secretary of State may make provisions for instances where social housing tenants' household income exceeds £31,000 per annum (£40,000 p/a in London). Tenants will be required to gradually pay more rent on an area by area basis.
- Neighbourhood Planning – to speed up the planning process, local planning authorities are expected to bring forward both "neighbourhood development orders and neighbourhood development plans" as soon as reasonably practicable after the referendum is held.
- 'Planning Permission in Principle' (PPIP) will be granted automatically, foregoing formal process should key qualifying documents, such as a development plan, be evidenced. This will be introduced for sites identified in Local and Neighbourhood Plans.
- Nationally Significant Infrastructure Projects – the Secretary of State will have the power to grant development consents for housing linked to nationally significant infrastructure projects.

Fixing our broken housing market, Department for Communities and Local Government

The government published a Housing White Paper in February 2017 presenting proposals for future housing legislation.

The White Paper sets out a broad range of plans to inform the housing market including:

- planning for the right homes to be built in the right places;
- building homes faster;
- diversifying the market to include small and medium-size enterprises; and
- helping people, including with buying homes, making rent fairer for tenants and helping the most vulnerable who need support with their housing including tackling homelessness and rough sleeping through a range of measures.

Since the White Paper there have been a number of announcements and actions.

As part of the autumn budget 2017 the Government announced over £15 billion of additional financial support for housebuilding over the next five years, and planning reforms to make more land available for housing[5].

Homelessness Reduction Act 2017

The Homelessness Reduction Act places legal duties on councils so that everyone who is homeless or at risk of homelessness will have access to meaningful help regardless of their priority need status, as long as they are eligible for assistance.

[5] *Building the homes the country needs: Autumn Budget 2017 brief,* HM Treasury https://www.gov.uk/government/publications/building-the-homes-the-country-needs-autumn-budget-2017-brief viewed on 06/06/2019

Rough Sleeping Strategy (August 2018)

The government has set a vision for halving rough sleeping by 2022 and ending it by 2027. The Rough Sleeping Strategy sets out the government's plans to help people who are sleeping rough now, and puts in place structures to end rough sleeping in the future.

Social Housing Green Paper: a 'new deal' for social housing[6]

The paper aims to re-balance the relationship between landlords and residents, tackle stigma and ensure social housing can act as a stable base and support social mobility.

The Green Paper sets out five core themes:

- Tackling stigma and celebrating thriving communities;
- Expanding supply and supporting home ownership;
- Effective resolution of complaints;
- Empowering residents and strengthening the regulator;
- Ensuring homes are safe and decent.

Consultation on this document ended on the 6th November 2018.

Homes England Strategic Plan 2018 to 2023[7]

The government has committed to build 300,000 new homes a year on average. Homes England was established to accelerate the delivery of new homes, and has set the ambition to create a new type of delivery agency that will play a far more active role in the housing market and "show leadership on design, diversity and modernisation".

Homes England has developed a 5-year plan spanning 2018/19 to 2022/23 explaining what actions have been identified to improve housing affordability, and help more people access better homes in areas where they are needed more.

The objectives set out in the plan cover:

- Unlocking and enabling land
- Providing investment products, including for major infrastructure
- Supporting the affordable housing market
- Delivering home ownership products, such as Help-to-Buy
- Supporting Modern Methods of Construction (MMC)
- Addressing the barriers facing smaller builders
- Providing expert support to priority locations

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[6] *A New Deal for Social Housing- Social Housing Green Paper,* Ministry of Housing, Communities & Local Government, published 14/08/2018 https://www.gov.uk/government/news/social-housing-green-paper-a-new-deal-for-social-housing viewed on 06/06/2019

[7] *Homes England Strategic Plan 2018/19 – 2022/23,* Homes England https://www.gov.uk/government/publications/homes-england-strategic-plan-201819-to-202223 viewed on 7 May 2019

North Lincolnshire's Strategic Context

Geography

Map 3.1 illustrates the geographical context of North Lincolnshire. The authority is predominantly rural and comprises many historic towns and villages surrounded by countryside. At the centre lies the principle urban area of Scunthorpe and Bottesford- the main focus for education, jobs, retail, services and industry. North Lincolnshire's market towns of Barton-upon-Humber, Brigg, Crowle, Epworth, Kirton-in-Lindsey and Winterton are spread across the authority area alongside many settlements of various sizes ranging from large villages down to small hamlets.

Neighbouring authorities are East Riding of Yorkshire, Hull, Lincolnshire (West Lindsey), Nottinghamshire (Bassetlaw), North East Lincolnshire and South Yorkshire (Doncaster).

Map 3.1 North Lincolnshire- Geographical Context

North Lincolnshire Council Plan 2018/19

The Council Plan[8] sets out what the council is here to do, how it is funded, what council tax is spent on and the council priorities. The ambition is to be the *#BestPlace* for our residents and the *#BestCouncil* we can be.

[8] https://www.northlincs.gov.uk/wp-content/uploads/2018/11/Council-Plan-2018-19.pdf

The council has three priorities:

- Growing the economy
- Keeping people safe and well
- Enabling communities to flourish

Local Enterprise Partnerships

In June 2010 businesses and councils came together to form Local Enterprise Partnerships (LEPs). LEPs are non-statutory bodies which are partnerships between local authorities and local business, reflecting distinct economic areas, and who have discreet government funding programmes allocated to them. LEPs provide strategic leadership for economic growth in their areas, with some public funding support for economic objectives.

North Lincolnshire is part of two Local Enterprise Partnerships- the Humber LEP and the Greater Lincolnshire LEP.

Humber Local Enterprise Partnership

The Humber LEP Strategic Economic Plan (SEP)[9] is the overarching plan for growth in the Humber up to 2020. The SEP focuses on three key ambitions:

- A skilled and productive workforce
- Thriving successful businesses
- An infrastructure that supports growth

The Humber LEP has identified housing as an economic driver. The SEP sets an objective to ensure that the Humber is a great place to live with the range and quality of homes required for a growing workforce, and an attractive and vibrant cultural, leisure and visitor offer. The following strategic priorities have been identified in relation to housing:

- Deliver the market and affordable homes necessary to support a growing number of households, and to attract and retain the range of people necessary to support the economic ambitions of the Humber.
- Deliver the transport, flood protection and other critical infrastructure necessary to unlock investment in sustainable housing across the Humber.
- Develop a programme of regeneration activity to continue to transform and reposition neighbourhoods with poor quality urban fabric to ensure they have a sustainable future role.
- Implement measures to ensure existing homes are fit for purpose, with a focus on adapting to climate change, improving flood resilience and energy efficiency.

Both the Humber LEP and the Greater Lincolnshire LEP are developing a Local Industrial Strategy (LIS) in line with the government's Industrial Strategy White Paper.

Greater Lincolnshire Local Enterprise Partnership

As in the Humber, the Greater Lincolnshire LEP has produced a Strategic Economic Plan (2014 – 2030) [10]. The SEP was refreshed in Spring 2016 and sets out clear priorities for housing:

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[9] *Humber LEP Strategic Economic Plan* https://www.humberlep.org/wp-content/uploads/2014/11/StrategicEconomicPlan.pdf

[10] *Greater Lincolnshire LEP Strategic Economic Plan 2014 – 2030,* Refresh Spring 2016 https://www.greaterlincolnshirelep.co.uk/assets/documents/Strategic_Economic_Plan_2016_Refresh.pdf

- Priority 5 – to recognise the need for new housing for the existing local population and potential movers to the area, and support balanced housing and economic development through promoting the area's capacity to deliver high-quality growth.

The SEP identifies the close link between housing and the economy, and notes that there are two jobs created per house built (p4). The Greater Lincolnshire LEP sets out its commitment to housing growth noting that member authorities' Local Plans are committed to the delivery of 100,000 new dwellings up to 2031.

As mentioned previously, the Greater Lincolnshire LEP are preparing a Local Industrial Strategy. At the time of writing the LEP had identified a number of evolving opportunities for the Local Industrial Strategy. Of particular relevance for the LHNA is the focus on supporting people to live well for longer in rural areas. It explores the development and implementation of innovative new ways to sustain the health and care of those who live in hard-to-reach areas, and support people to live well and independently for longer. The vision and focus for the LIS will continue to develop throughout 2019/20.

Industrial Strategy: building a Britain fit for the future (Business, Energy and Industrial Strategy, November 2017)[11]

The Industrial Strategy was published in November 2017 and sets out plans for helping businesses create better, more highly-paid jobs with investment in the skills, industries and infrastructure of the future. The strategy is focussed around 5 foundations:

- Ideas
- People
- Infrastructure
- Business Environment
- Places

The strategy also sets out four grand challenges based around:

- AI & Data Economy – putting the UK at the forefront of the artificial intelligence and data revolution
- Future of mobility – becoming a world leader in the way people, goods and services move
- Clean growth
- Maximising the advantages for UK industry from the global shift to clean growth
- Aging society – harnessing the power of innovation to help meet the needs of an aging society

Key policies relating to housing in the strategy include:

- Creating a new National Retraining Scheme that supports people to re-skill, beginning with a £64m investment for digital and construction training.
- Increase the National Productivity Investment Fund to £31bn, supporting investments in transport, housing and digital infrastructure.

[11] *Industrial Strategy Building a Britain fit for the future,* November 2017 https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/730043/industrial-strategy-white-paper-print-ready-a4-version.pdf viewed on 7 May 2019

- Agree Local Industrial Strategies that build on local strengths and deliver economic opportunities.

Transport for the North Strategic Transport Plan (2019)

North Lincolnshire Council are members of Transport for the North (TfN). TfN became England's first sub-national transport body in April 2018 and as such has statutory powers to:

- Develop and implement a Strategic Transport Plan
- Act as 'one voice' for the North, relaying priorities to the Secretary of State
- Coordinate and deliver smart ticketing systems across the North
- Become statutory partners in road and rail investment decisions
- Oversee (jointly with the Department for Transport) franchised rail services covering Northern and Transpennine Express franchises
- Construct new roads, with the agreement of government and relevant highway and local authorities
- Decide on capital grants

TfN's Strategic Transport Plan (STP) puts forward the plans for how up to £70 billion of investment to 2050 could contribute towards an additional £100 billion in economic growth.

The STP vision is "A thriving North of England, where world class transport supports sustainable economic growth, excellent quality of life and improved opportunities for all." The STP sets out the following objectives:

- Transforming economic performance;
- Increasing efficiency, reliability, integration and resilience in the transport system;
- Improving inclusivity, health and access to opportunities for all; and
- Promoting and enhancing the built, historic, and natural environment.

TfN sets out in the STP its position on how it will work with partners and stakeholders across the North and beyond to deliver the STP. In regard to spatial planning and development, the following policy points are referenced[12]:

- Support emerging policy thinking on Freeport Zones and Special Economic Zones as well as connectivity to existing trade and business enterprise zones, to ensure connectivity maximises the role of logistics hubs in appropriate locations.
- Work with Partners to ensure that future strategic housing, commercial and industrial developments are well connected, and place high expectations on developers to provide access to public transport facilities, high levels of cycle parking and storage, and provide electric charging facilities to support a greener and cleaner road network.
- Ensure that improvements to the strategic transport network align with local spatial plans and other key strategies, and are in accordance with the National Planning Policy Framework.
- Ensure that necessary strategic transport interventions are delivered in the right place and at the right time to support the delivery of major development proposals, including

[12] *Strategic Transport Plan,* Transport for the North, https://transportforthenorth.com/wp-content/uploads/TfN-final-strategic-transport-plan-2019.pdf viewed on 11 May 2019, p161

Nationally Significant Infrastructure Project development, Enterprise Zones and Garden Towns/ Villages.

- Ensure that stations proposed to be served by HS2 and Northern Powerhouse Rail, as well as stations on the wider network, are ready for increased demand for interchange and onward local and regional connectivity, and are planned as fitting gateways to the places they serve.

Midlands Engine

North Lincolnshire Council, through membership of the Greater Lincolnshire LEP, is a member of Midlands Engine and Midlands Connect. The Midlands Engine is a coalition of councils, combined authorities, LEPs, universities and businesses across the region, actively working with government to build a collective identity and to promote the Midlands as a competitive and attractive location.

Midlands Engine's vision for growth sets out five priority areas of focus[13] to ensure that the Midlands drives the UK economy:

- Connecting the Midlands through maximising new technologies to deliver a radical transformation of the Midlands transport network.
- Tackling the mismatch between business skills needs and the skills levels of Midlands residents.
- Growing international trade and investment in existing and new markets.
- Increasing innovation and enterprise, creating an environment where our science and innovation strengths can be maximised.
- Shaping great places by promoting the Midlands as a great place to live, visit, learn and work.

Midlands Engine make reference to a pressing need to boost the supply of new homes to attract and retain the skills and flexible workforce needed to fill jobs and continue to drive productivity and growth. The organisation states a commitment to unlock housing growth with at least 600,000 new homes over the next 15 years.

Midlands Connect is the transport arm of Midlands Engine. Midlands Connect has produced a 25 year transport strategy making the case for transport improvements in the region. The strategy suggests that improving connectivity in the Midlands could boost the UK economy by £5 billion a year and contribute to the Midlands Engine aim of creating 300,000 additional jobs by 2030.

[13] https://www.midlandsengine.org/our-themes/ viewed on 12 May 2019

North Lincolnshire Housing Market Area

This chapter considers the current evidence available about the housing market area in North Lincolnshire.

A Housing Market Area (HMA) is a geographical area in which the majority of people who move, will move within it. It reflects functional relationships between where people live and work. However, defining housing market areas is not an exact science and there is no single source of information that will clearly identify HMAs.

Travel to Work Patterns

A definition of the Travel to Work Area (TTWA) is provided by the ONS, related to the TTWA data gathered from the 2011 Census. TTWAs have been developed so that relatively few commuters cross a TTWA boundary on their way to or from work. As such, TTWAs are based on statistical analysis rather than administrative boundaries.

TTWAs are non-overlapping contiguous areas covering the whole of the UK. They are defined to approximate self-contained local labour market areas, where the majority of an area's resident workforce work, and where the majority of the workforce live.

The latest TTWAs (produced by Newcastle University) have been created to identify commuting patterns from a 2011 Census matrix of commuting flow data by origin and destination for workers aged 16 and over, based on residence postcode and the address of the place of work for a main job.

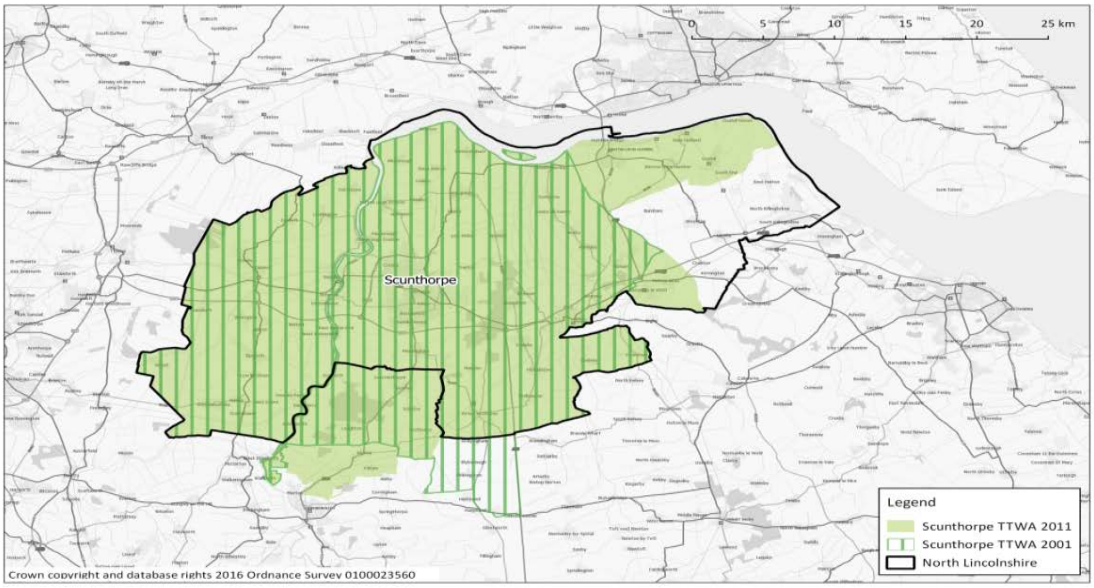
The criteria used for defining TTWAs is that generally at least 75% of an area's resident workforce work in the area, and at least 75% of the people who work in the area also live in the area. The area must also have a working population of at least 3,500. However, for areas with a working population in excess of 25,000, self-containment rates as low as 66.7% are accepted.

As the TTWAs have been defined in a consistent manner, it is possible to make meaningful comparisons between the number of TTWAs over time. What has been observed is a persistent reduction in the number of TTWAs as time has passed. In 1991 (in conjunction with the 1991 Census), there were 308 TTWAs covering the UK, in 2001 there were 243 TTWAs, and there has been a further reduction to 228 with the latest 2011 TTWAs.

This reduction in the number of TTWAs over time reflects the fact that an increasing proportion of workers are commuting longer distances to travel to work. More people commuting further means that most areas tend to become less self-contained, leading to a decrease in the number of TTWAs and hence an increase in the average land area and population size of TTWAs.

Map 4.1 shows the latest ONS TTWAs for North Lincolnshire comparing those in 2011 with 2001.

Map 4.1: North Lincolnshire TTWAs, 2001 and 2011



Source: ONS

As illustrated in Map 4.1, North Lincolnshire is covered by the Scunthorpe TTWA 2011 which broadly reflects the local authority boundary. This suggests a relatively strong degree of self-containment of the workforce in 2011.

Table 4.2 demonstrates the levels of self-containment in North Lincolnshire- those who live and work in the area. Overall, this shows that 76% of people who live in North Lincolnshire also work in the area. Observed from the alternative perspective, 77% of those who work in North Lincolnshire also live here.

Table 4.2: Workplace Location by Area of Residence, 2011

Workers	**Live in North Lincolnshire**		**Work in North Lincolnshire**	
	Work in North Lincolnshire	Work elsewhere	Live in North Lincolnshire	Live elsewhere
Number of workers	50,420	15,933	50,420	15,064
Proportion of workers	76%	24%	77%	23%

Source: Census 2011

Table 4.3 outlines the commuting flows to and from North Lincolnshire. The data classifies people currently resident in North Lincolnshire and shows the movement between their local authority of residence and place of work.

Table 4.3: Commuting Totals for North Lincolnshire - Top Ten Inflow and Outflow, 2011

Origin	Net Inflow	Destination	Net Outflow
North East Lincolnshire	4,692	North East Lincolnshire	3,803
West Lindsey	2,944	Doncaster	2,605
Doncaster	1,995	West Lindsey	1,421
East Riding	1,119	Hull	1,391
Hull	601	East Riding	1,107
Bassetlaw	440	Lincoln	463
East Lindsey	356	Bassetlaw	435
Rotherham	248	Leeds	401
Lincoln	241	Sheffield	370
Sheffield	212	Rotherham	248

Source: ONS, Census 2011 WU02UK - Location of usual residence and place of work

A large proportion of those commuting into North Lincolnshire from outside the local authority boundary are coming from the neighbouring authorities of North East Lincolnshire, West Lindsey, Doncaster and East Riding. Equally the places where the largest proportions of people who commute out of North Lincolnshire to work are - North East Lincolnshire; Doncaster; West Lindsey; Hull and East Riding.

Migration within the UK to and from North Lincolnshire

Migration flows reflect households' movement between areas and are a key factor in considering the geography of housing market areas.

Table 4.4 shows that a total of 11,832 residents currently living in North Lincolnshire had moved from another address within North Lincolnshire in the 12 months prior to the 2011 Census. This amounts to 70.0% of all moves for people currently living in North Lincolnshire.

This table also identifies the current residence of those who previously lived in North Lincolnshire and moved in the 12 months prior to the Census. This analysis shows that 73.0% of residents previously living in North Lincolnshire who moved house stayed within the local authority boundary. This falls in line with the 70% level of containment threshold for HMAs suggested in Planning Policy Guidance.

Table 4.4: Previous Area of Residence (12 months prior to Census) by Current Area of Residence

Moves	Live in North Lincolnshire		Previously lived in North Lincolnshire	
	Moved within North Lincolnshire	Moved from elsewhere	Moved within North Lincolnshire	Moved elsewhere
Number	11,832	4,964	11,832	4,401
% of moves	70%	30%	73%	27%

Source: Census 2011

International Migration

Table 4.5 shows the dynamics of the net flow of people to and from North Lincolnshire. The data clearly shows a significant flow of people from abroad (outside the UK) into North Lincolnshire, and to a lesser extent from North East Lincolnshire. After these areas the net inflows become increasingly less significant. Looking at the destination of migrants moving away from North Lincolnshire, it is clear that most are moving to neighbouring authorities, although in considerably lower numbers when compared to those moving into the area.

Table 4.5: Origin and Destination of Migrants, 2011

Origin	Net in Flow	Destination	Net Out
Abroad (Outside UK)	1014	North East Lincolnshire	440
North East Lincolnshire	510	West Lindsey	351
West Lindsey	377	Doncaster	287
Doncaster	337	Hull	233
Hull	228	East Riding	226
East Riding	222	Sheffield	225
Leeds	115	Leeds	169
Lincoln	106	Lincoln	164
Sheffield	86	East Lindsey	89
East Lindsey	64	Manchester	74

Source: ONS, Census 2011 MM01CUK_ALL - Origin and destination of migrants by age (broad grouped) by sex

Discussions with Neighbouring Authorities

This section highlights the close links between North Lincolnshire and neighbouring authorities, particularly North East Lincolnshire, West Lindsey and Doncaster. Many North Lincolnshire residents work in these neighbouring authorities and vice versa, with many residents of these neighbouring authorities working in North Lincolnshire.

Discussions have taken place with neighbouring authorities about our housing and economic market areas. All agree that despite some recognised strong links, overall North Lincolnshire is a self-contained housing market area. North Lincolnshire acknowledges the need to work closely with neighbouring authorities, particularly in recognition of the commuting patterns. No neighbouring authority has identified a requirement for housing to be provided in North Lincolnshire as a result of undersupply in their area. Details of the colloboration with neighbouring authorities and their progress with objectively assessed housing need can be viewed in Appendix 1 of this report.

Collectively, the evidence suggests that North Lincolnshire functions as a single housing market area, with a reasonably high level of containment of moves, workforce and strong commuting relationships. It will, however, be important to maintain communications with neighbouring authorities through the Duty to Co-operate to ensure that housing needs are met in full at a strategic level, and to remain aware of any shift in current trends.

North Lincolnshire's Housing Stock

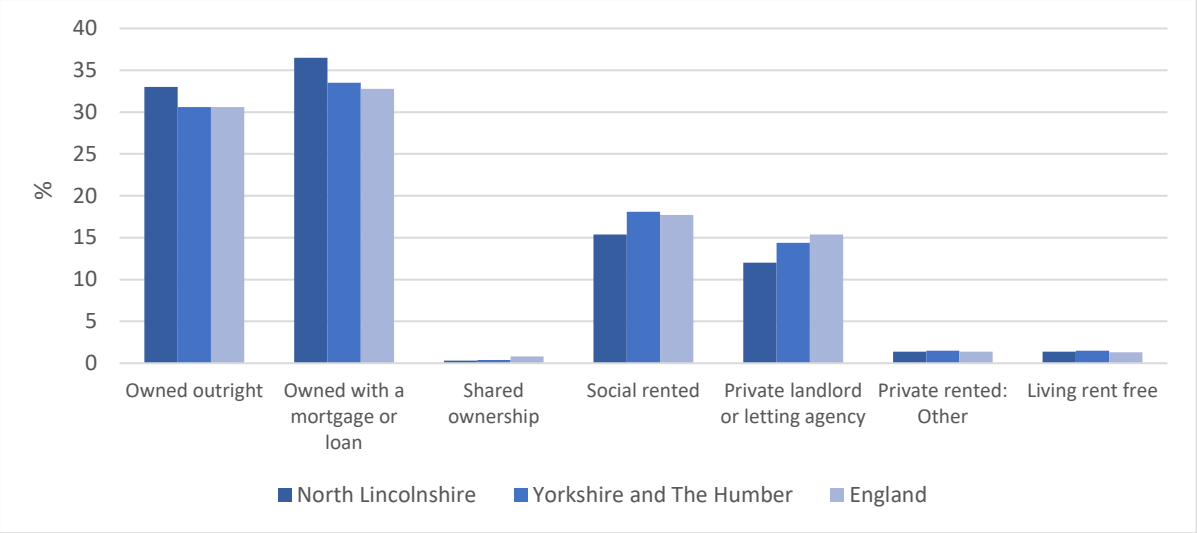
The purpose of this chapter is to explore the characteristics of the current housing stock in North Lincolnshire. It considers the profile of housing in the area by type, tenure and size; how people occupy housing and how the profile of North Lincolnshire's housing stock has changed over time.

Tenure Profile

A detailed profile of tenure composition can be gleaned from the 2011 Census. Of the 70,684 households recorded in North Lincolnshire, owner occupied households dominate. The majority (69.5%) of households across North Lincolnshire were owner occupiers in 2011, higher than both the regional (64.1%) and national (63.4%) averages.

North Lincolnshire has a lower than average proportion of households living in all types of rented accommodation. Here 13.4% of all households live in private rented accommodation, below the regional (15.9%) and national (16.8%) averages. A lower proportion of households live in socially rented properties locally- 15.4%, compared to the regional and national rates (18.1% and 17.7% respectively). The tenure profile of North Lincolnshire's households is illustrated in Graph 5.1. North Lincolnshire Council transferred its housing stock to housing association Ongo (previously North Lincolnshire Homes) in 2007.

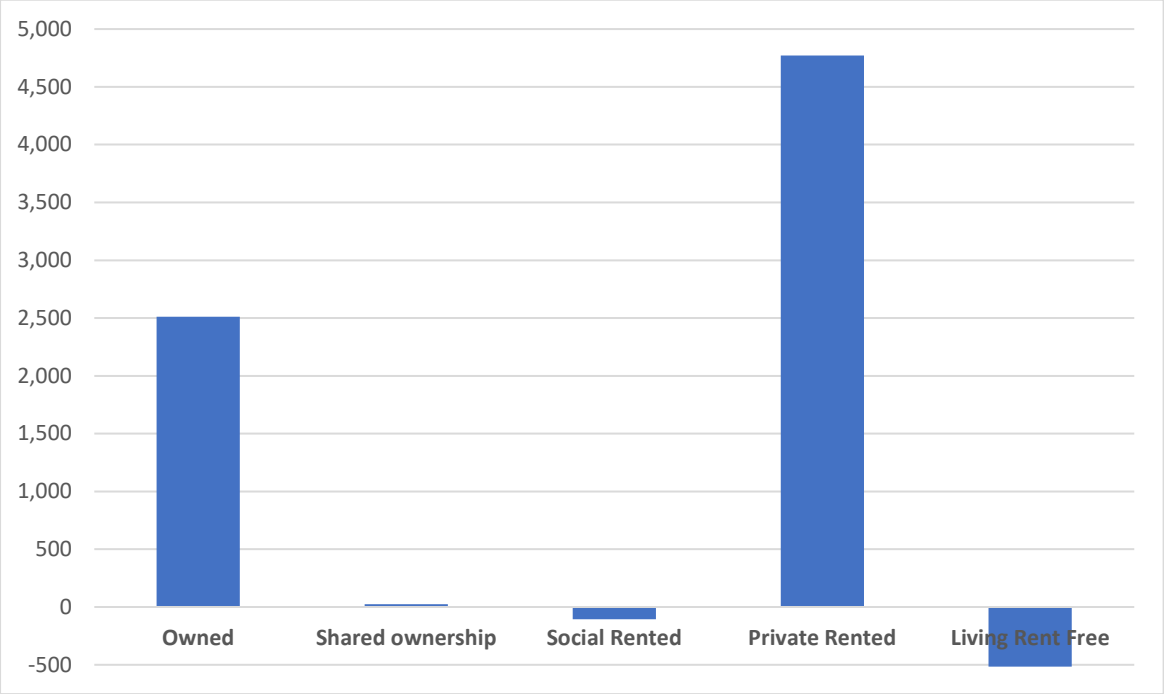
Graph 5.1: Detailed Tenure Composition, 2011



Source: *Census 2011, KS402*

There have been significant changes to North Lincolshire's tenure profile in the decade between the 2001 and 2011 Census, as shown in Graph 5.2. Over this period there has been a substantial growth in the number of households living in the Private Rented Sector (an increase of 4,770 households), with the number of households in owner occupied properties also increasing significantly by 2,511 households. The number of households living rent free has fallen by 526, the largest drop across all tenure types over the decade.

Graph 5.2: Changes in Tenure of Households, 2001 – 2011



Source: Census 2001 & 2011

More recent data in Table 5.3 shows that as of 2018, North Lincolnshire had a total dwelling stock of just over 76,000 houses. Again, the vast majority (85.1%) of the stock was in private sector ownership. This is compared to 82.7% across England. However, it is important to note that this includes privately rented as well as privately owned properties.

Table 5.3: Tenure of Dwellings, 2018

	Local Authority (incl. owned by other LAs)	Private Registered Provider	Other public sector	Private sector	Total
North Lincolnshire	0.0%	14.9%	0.0%	85.1%	76,080
England	6.6%	10.5%	0.2%	82.7%	24,172,000

Source: GOV.UK Table 100 Dwelling stock: Number of Dwellings by Tenure and district: England; 2018

Table 5.4 considers the profile of all households at ward level by tenure, with North Lincolnshire included as a comparator. The data clearly indicates the geographical disparities in tenure across the area. Bottesford and Axholme South wards with 89.1% and 82.6% respectively, have the highest rates of home ownership in the authority (either owned outright or owned with a mortgage). These rates are considerably higher than the North Lincolnshire average of 69.5%, and are almost double the rate of owner occupier households in Town ward (49.5%).

The wards with the lowest rates of owner occupation are Town (49.5%), Brumby (52.1%) and Frodingham (54.3%)- all located within the Scunthorpe urban area. Not surprisingly these wards also have double the North Lincolnshire average rates of households who rent- 25.6% of households rented privately in Town, with 37.6% social rented in Brumby and 29.6% social rented in Frodingham ward.

Table 5.4: Tenure Composition by Ward, 2011

	Owned outright	Owned with a mortgage or loan	Shared ownership	Social rented	Private rented: Private landlord or letting agency	Private rented: Other	Living rent free
Ashby	24.5%	39.2%	0.4%	18.4%	14.7%	1.7%	1.3%
Axholme Central	39.5%	39.7%	0.4%	9.4%	8.2%	1.1%	1.6%
Axholme North	31.7%	41.9%	0.4%	13.2%	10.3%	1.3%	1.2%
Axholme South	43.0%	39.6%	0.2%	8.5%	5.7%	1.0%	1.9%
Barton	33.8%	36.3%	0.4%	13.9%	13.0%	1.5%	1.2%
Bottesford	48.0%	41.0%	0.2%	2.6%	6.7%	0.7%	0.8%
Brigg and Wolds	35.8%	34.6%	0.2%	13.5%	12.8%	1.6%	1.6%
Broughton and Appleby	35.3%	41.5%	0.2%	7.6%	12.4%	1.6%	1.4%
Brumby	22.5%	29.6%	0.2%	37.6%	7.6%	0.9%	1.6%
Burringham and Gunness	40.5%	28.5%	0.3%	14.0%	13.9%	1.1%	1.7%
Burton upon Stather and Winterton	38.3%	39.2%	0.3%	9.0%	10.4%	1.5%	1.2%
Crosby and Park	25.7%	31.6%	0.3%	21.3%	18.6%	1.3%	1.3%
Ferry	34.8%	41.0%	0.1%	9.9%	11.5%	1.3%	1.4%
Frodingham	21.8%	32.5%	0.3%	29.6%	12.9%	1.3%	1.6%
Kingsway with Lincoln Gardens	29.5%	38.0%	0.2%	19.6%	10.1%	1.4%	1.3%
Ridge	39.7%	36.6%	0.3%	9.1%	10.3%	2.2%	1.9%
Town	22.6%	27.0%	0.3%	21.3%	25.6%	1.9%	1.4%
North Lincolnshire	**33.0%**	**36.5%**	**0.3%**	**15.4%**	**12.0%**	**1.4%**	**1.4%**

Source: Census 2011

Housing Type

Table 5.5 shows that North Lincolnshire has an above average proportion of detached homes, semi-detached homes and bungalows, accounting for 20%, 35% and 18% of the dwelling stock respectively. The proportions of other house types (particularly terraced properties) are below average when compared to regional and national rates.

Table 5.5: Dwellings by Type, 2018

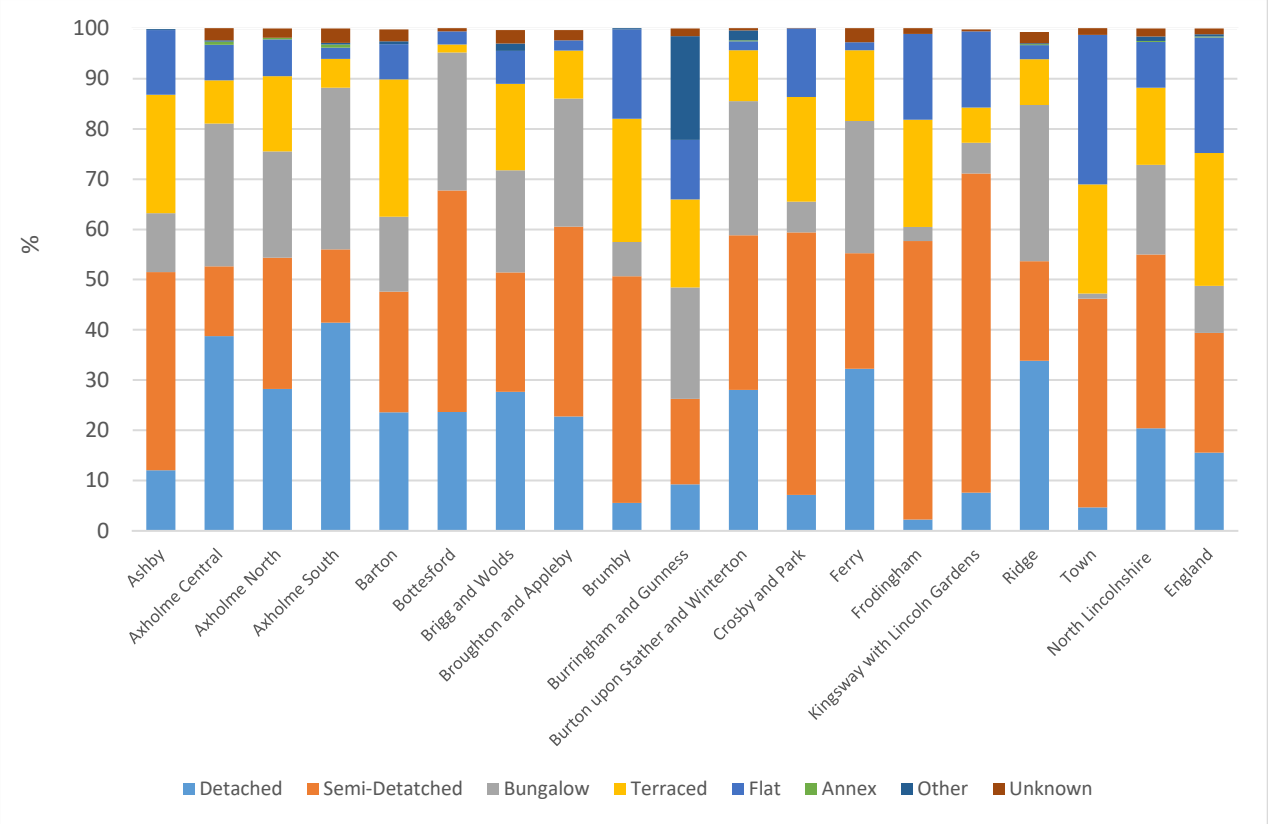
Type	North Lincolnshire	Yorkshire & the Humber	England
Bungalow	18%	11%	9%
Flat/ Maisonette	9%	15%	23%
Terraced	15%	29%	26%
Semi-Detached	35%	29%	24%
Detached	20%	14%	16%
Other	3%	2%	2%

Source: Ministry of Housing, Communities & Local Government, 2018 taken from The Humber Economy 2018/19, Humber Local Enterprise Partnership

Graph 5.6 illustrates house types across all wards in North Lincolnshire. There is a particularly high concentration of semi-detached homes in the urban wards of North Lincolnshire, and in rural wards

detached houses and bungalows are noticeably more prevalent. There is a significantly larger proportion of flats/maisonettes/ apartments in the central Scunthorpe wards, particularly Town where 29.8% of properties are of this type compared to the rate for this property type across all other wards. This is not surprising, as higher density accommodation tends to be more common in town centre locations. Gunness and Burringham ward has a vastly larger proportion of 'other' dwellings- caravans and mobile homes (20.6%), compared to other North Lincolnshire wards.

Graph 5.6: Profile of Stock by Type, 2018



Source: Valuation Office Agency Table CTSOP3.1 (subject to rounding errors)

Although Census 2011 gave us a comprehensive breakdown of the number of bedrooms per household, this information is now dated. Therefore, VOA table CTSOP3.1 has been used to investigate house size. This dataset does not provide the same level of accuracy however, some data is unknown, and the 'Annex' and 'Other' dwelling categories have been excluded. However, as a whole fewer than 4% of properties across North Lincolnshire are missing from this dataset and therefore is considered fit for this purpose.

In terms of dwelling size North Lincolnshire is dominated by medium sized properties, with well over half of all homes comprising three bedrooms. However, one and two bedroomed properties are under-represented in North Lincolnshire with only 27.4% of all homes being of this size compared to the national average of 40.9%.

Table 5.7: House Size – Number of Bedrooms, 2018

	Bedrooms 1	Bedrooms 2	Bedrooms 3	Bedrooms 4
Ashby	6.1	21.1	62.6	10.2
Axholme Central	5.2	25.5	41.2	28.0
Axholme North	5.3	25.8	48.9	19.9
Axholme South	4.0	20.3	46.3	29.3
Barton	5.1	27.6	48.8	18.5
Bottesford	2.5	19.3	65.2	13.1
Brigg and Wolds	6.5	22.9	49.4	21.2
Broughton and Appleby	3.1	22.6	58.7	15.6
Brumby	9.5	14.3	71.6	4.6
Burringham and Gunness	12.1	32.9	49.0	6.0
Burton upon Stather and Winterton	1.7	26.0	55.0	17.3
Crosby and Park	8.8	11.8	73.8	5.6
Ferry	2.7	27.2	48.6	21.6
Frodingham	8.5	15.1	73.9	2.6
Kingsway with Lincoln Gardens	5.5	17.0	70.5	7.0
Ridge	3.6	24.3	48.6	23.6
Town	17.3	17.5	61.2	4.0
North Lincolnshire	6.1	21.3	58.1	14.5
England	12.3	28.6	43.9	15.3

Source: Valuation Office Agency Table CTSOP3.1 (subject to rounding errors)

Table 5.7 demonstrates how the size of homes across North Lincolnshire differ geographically. Town ward and Burringham and Gunness ward have significantly higher proportions of one bedroom homes (17.3% and 12.1% respectively) than the average for North Lincolnshire (6.1%). At 2.6%, Frodingham has the lowest rate of four bedroomed properties, considerably below the North Lincolnshire average of 14.5%. The ward with the highest rate of four bedroom properties is Axholme South (29.3%), double the average rate for North Lincolnshire. Perhaps unsurprisingly there is a correlation between house size and location, with a greater proportion of larger houses located in rural wards and a larger amount of smaller sized properties concentrated in the urban wards.

Vacant Homes

According to recent figures (2018), there are 2,393 vacant dwellings in North Lincolnshire, equating to 3.1% of all dwellings. The total number of vacant homes in North Lincolnshire compared with the regional and national figures since 2011 is shown in Table 5.8.

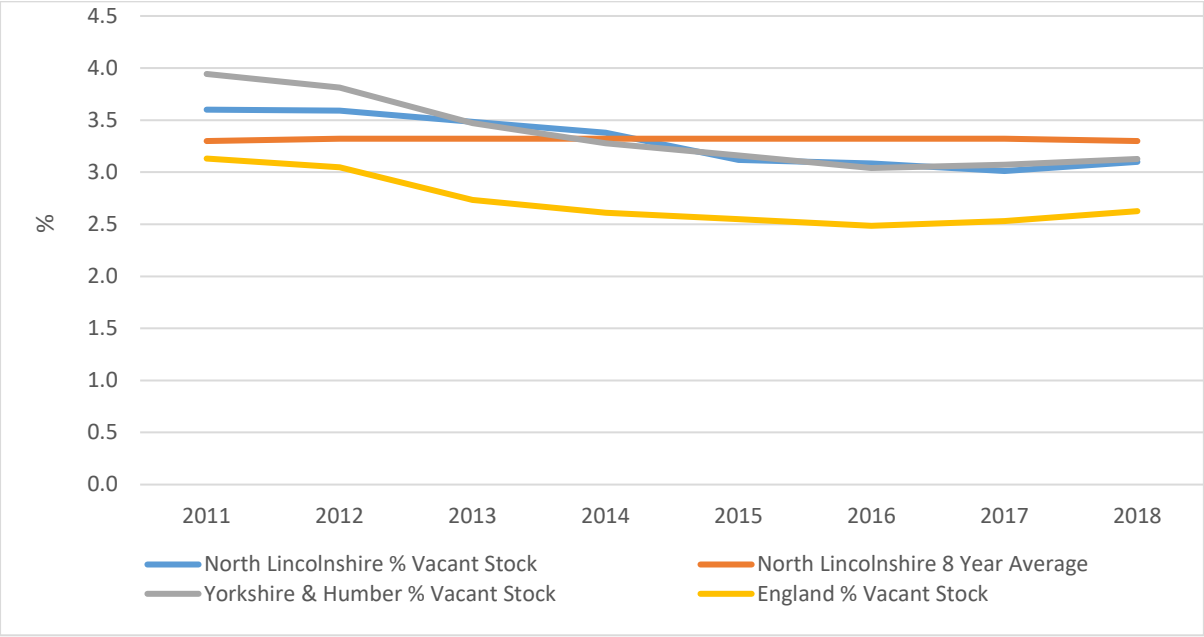
Table 5.8: All Vacant Homes

	2011	2012	2013	2014	2015	2016	2017	2018
North Lincolnshire Vacants	2,651	2,659	2,590	2,524	2,341	2,327	2,280	2,393
North Lincolnshire Vacants (% of total stock)	3.6	3.6	3.5	3.4	3.1	3.1	3.0	3.1
Yorkshire & Humber Vacants	91,478	88,933	81,322	77,117	74,841	72,453	73,728	75,656
Yorkshire & Humber Vacants (% of total stock)	3.9	3.8	3.5	3.3	3.2	3.0	3.1	3.1
England Vacants	719,352	704,357	635,127	610,123	600,179	589,766	605,891	634,453
England Vacants (% of total stock)	3.1	3.0	2.7	2.6	2.5	2.5	2.5	2.6

Source: GOV.UK Table 615 All vacant dwellings by local authority district: England – updated 11/03/19

Graph 5.9 illustrates the change in the proportion of empty properties compared to the total housing stock between 2011 and 2018. Latest figures show that locally 3.1% of the total housing stock is vacant, with North Lincolnshire rates very similar to the regional rate (particularly in more recent years), but consistently above the national rate. Vacancy rates in North Lincolnshire hit a high of 3.6% in 2012 and were lowest at 3.0% in 2017. Over the past 8 years the average rate of empty dwellings is 3.3% of the total housing stock.

Graph 5.9: Proportion of empty properties against the total housing stock

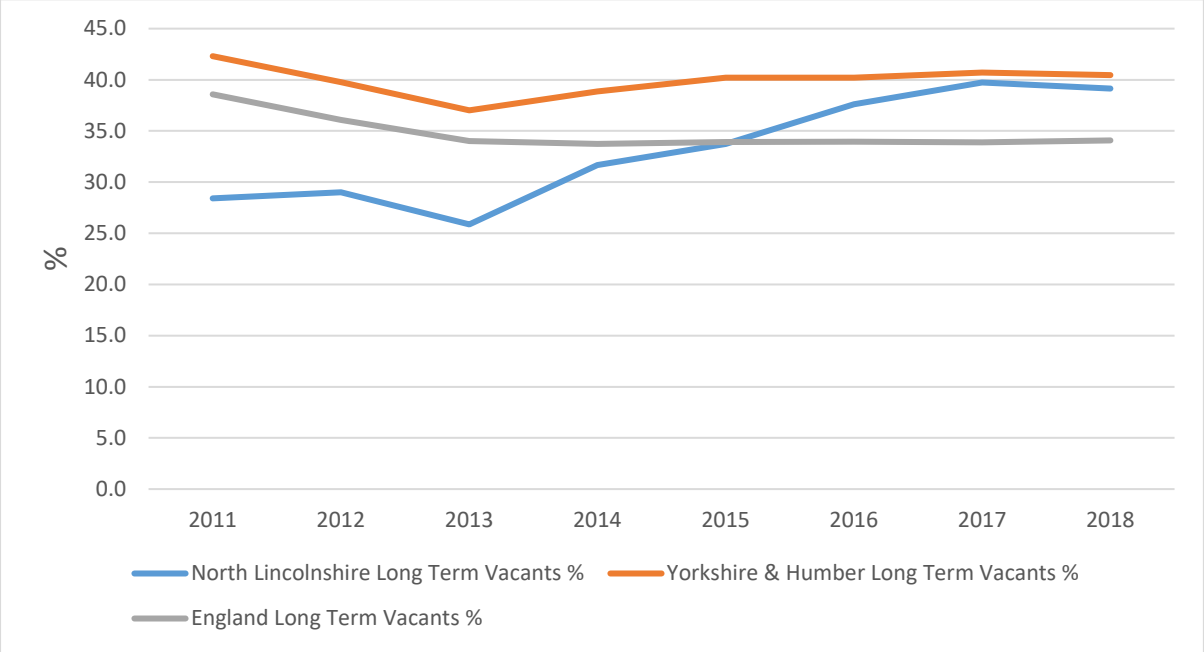


Source: GOV.UK Table 615 All vacant dwellings by local authority district: England – updated 11/03/19

Graph 5.10 shows the proportion of empty homes that are classified as 'long term vacants'- properties that have been empty for 6 months or more. The proportion of vacant dwellings that are classed as long term vacants in North Lincolnshire has consistently increased over the past 5 years to 39.2% from a low of 25.9% in 2013. The rate of long term vacant homes in North Lincolnshire has always been below the regional and national rates.

However, after 2013 North Lincolnshire's rate began to increase and by 2016 had climbed above the national rate, where it remains. Although generally the proportion of vacant properties is stable across all geographies, the percentage of vacant homes falling into the long term vacant category is rising. This leads to the assumption that there must be a degree of entrenchment amongst vacant properties locally and regionally in particular, with multiple barriers preventing these properties from being re-occupied.

Graph 5.10: Proportion of empty properties in North Lincolnshire that have been empty for 6 months or more

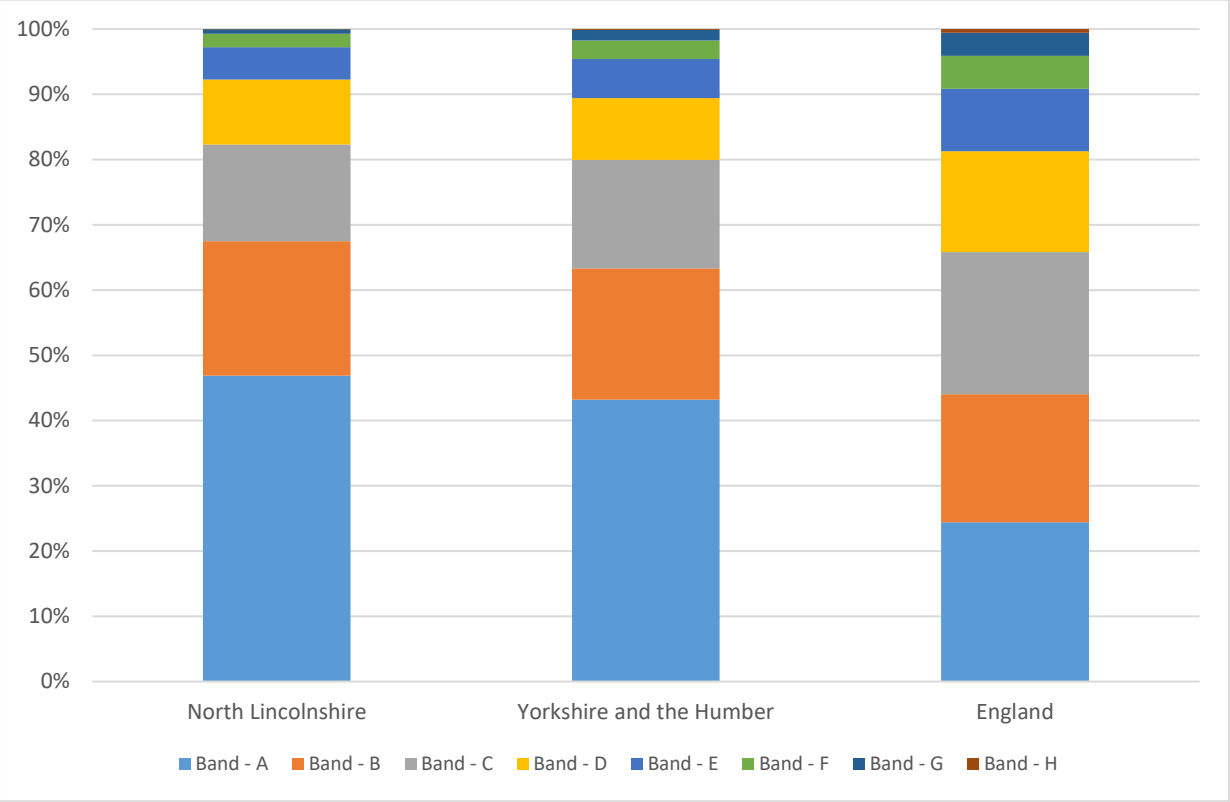


Source: GOV.UK Table 615 All vacant dwellings by local authority district: England – updated 11/03/19

Council Tax Banding

The profile of properties by Council Tax Band is also a useful factor to consider. Overall North Lincolnshire has a far greater proportion of Band A properties and a smaller proportion of Band E – H properties compared to the regional and national averages, as illustrated in Graph 5.11. This suggests that North Linconshire has fewer larger executive homes.

Graph 5.11: Dwelling Stock by Council Tax Band, 2018



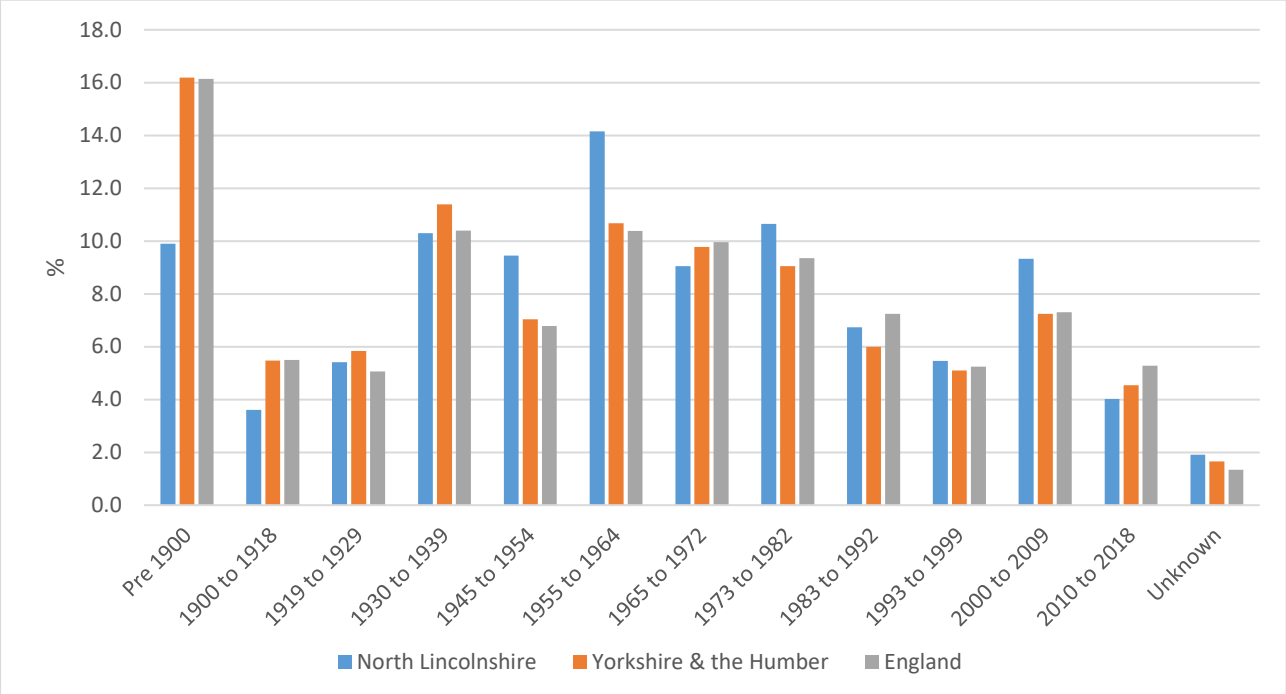
Source: Valuation Office Agency, 2018

Age of Housing Stock

As shown in Graph 5.12, North Lincolnshire has greater proportions of post-war housing stock than regionally and nationally, with almost a quarter of the stock being built between 1945 and 1964. North Lincolnshire has a considerably lower proportion of older dwellings built before 1919 (9.9%) compared to the regional and national rates (16.2% and 16.1% respectively).

The age profile of North Lincolnshire's housing accurately reflects the historical development of the main urban area of Scunthorpe in particular, where around half of the area's dwellings are located. Scunthorpe grew from five small villages to become a significant industrial centre in the late Victorian period. It was undergoing a significant period of growth when development was interrupted initially by the First, and then the Second World War. After the wars the boom in building was fuelled by economic demand, inward domestic migration and enthusiasm from the newly chartered Municipal Borough of Scunthorpe (1936 - 1996).

Graph 5.12: Dwelling Stock by Age, 2018



Source: Table CTSOP4.0 Valuation Office Agency, 2018

North Lincolnshire's Housing Market

Introduction

This chapter will consider the following market signals:

- House prices
- House sales
- Rents and affordability
- Housing delivery
- Overcrowding, concealed and shared households

North Lincolnshire's housing market has recognised linkages with the housing markets of neighbouring authorities including North East Lincolnshire, Doncaster, West Lindsey, East Riding of Yorkshire, Kingston upon Hull and Bassetlaw to varying degrees, as considered in Appendix 1 of this report. These areas are also important as locations of employment for North Lincolnshire residents. Therefore, in this section of the report we have considered these places as similar comparator areas alongside national level data.

House Prices

In 2018 the annual average house price in North Lincolnshire was £160,757 compared to the regional and national average house prices of £191,937 and £297,447 respectively. However, house prices in North Lincolnshire increased by 5.5% between 2017 and 2018, compared with slower growth rates observed regionally (2.6%) and nationally (1.5%).

Table 6.1 shows the change in the average house price in North Lincolnshire and comparator areas between 2000 and 2018. It is clear that between 2000 and 2009 there was a steep escalation of house prices with the average value more than doubling in all areas. After 2009 house prices continued to increase but at a far slower rate than experienced during the preceeding 9 year period.

Table 6.1: Change in Average House Price

Administrative Area	Average Price Paid 2000 £	Average Price Paid 2009 £	Average Price Paid 2018 £	% Change 2000 - 2018
North Lincolnshire	56,486	130,328	160,757	185%
Doncaster	53,849	124,421	149,367	177%
Kingston upon Hull	40,167	92,766	122,619	205%
East Riding of Yorkshire	70,455	160,756	208,298	196%
North East Lincolnshire	49,494	122,262	144,697	192%
West Lindsey	67,647	153,374	196,678	191%
Bassetlaw	66,787	141,236	182,606	173%
Yorkshire & the Humber	68,232	153,676	191,937	181%
England and Wales	107,461	213,433	297,447	177%

Source: Land Registry open data standard report created 04/09/2019

Table 6.1 shows that there is a notable geographical variation in house price change, with North Lincolnshire and all comparator areas except Bassetlaw experiencing growth exceeding the regional

and national rates. The highest rates of growth over this 18 year period ocurred in Kingston upon Hull and the East Riding of Yorkshire.

Table 6.2 shows the average house price by house type in North Lincolnshire and comparator areas. It demonstrates that there is a clear house price differential across house types. Relative to other house types there is an evident premium for detached properties.

Table 6.2: Yearly Average House Price by Type, 2018

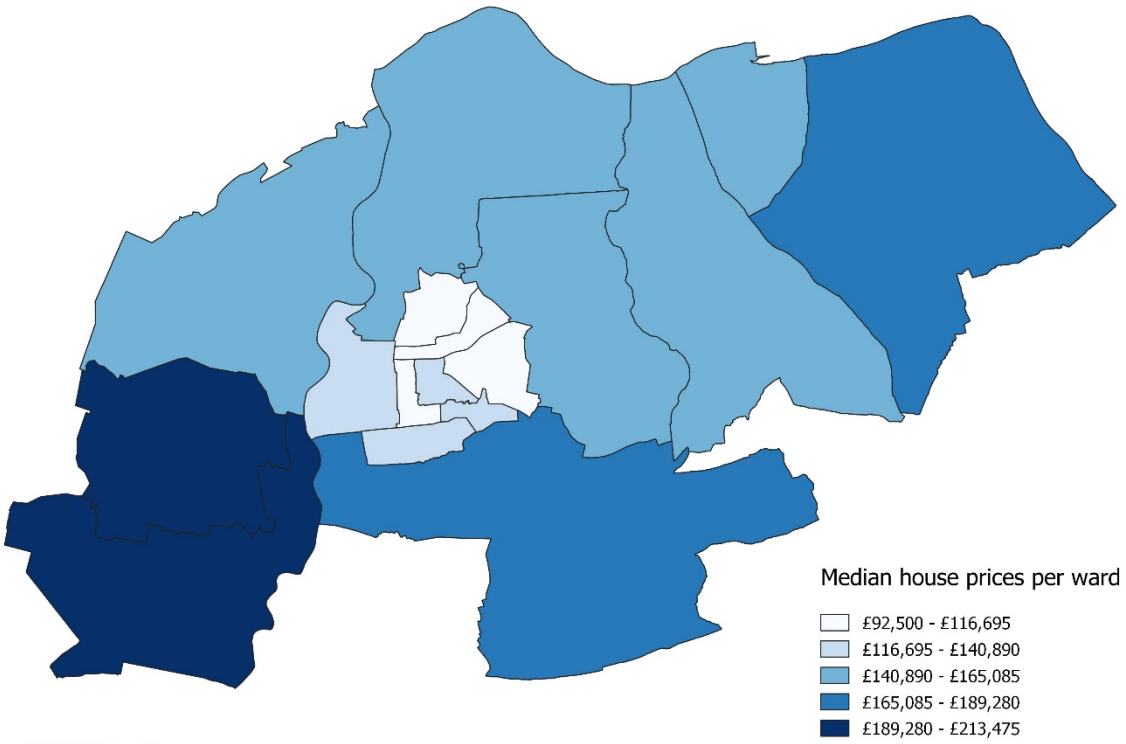
	North Lincolnshire	Doncaster	Kingston upon Hull	East Riding of Yorkshire	North East Lincolnshire	West Lindsey	Bassetlaw	Yorkshire & the Humber	England and Wales
Detached	£222,901	£232,303	£203,723	£294,908	£236,148	£262,721	£257,767	£303,025	£404,718
Semi-detached	£122,937	£126,424	£134,735	£173,598	£138,629	£150,255	£135,772	£172,574	£254,305
Terraced	£102,070	£92,373	£104,630	£141,270	£90,188	£115,927	£115,665	£139,597	£241,056
Flat	£70,580	£104,986	£80,542	£116,334	£89,697	£93,782	£106,423	£138,378	£299,531
Average	£160,757	£149,367	£122,619	£208,298	£144,697	£196,678	£182,606	£191,937	£297,220

Source: Land Registry open data standard report created 04/09/2019

It is clear that average house prices in North Lincolnshire are substantially below the regional and national averages across all property types. In fact, for all house types save detatched the England and Wales average house price is more than double that in North Lincolnshire. It is also evident that the average price of a semi-detached property and a flat or maisonette in North Lincolnshire is low-below the average price across all comparator areas.

Map 6.3 illustrates median house prices across the North Lincolnshire wards in September 2018. There are clear geographical trends in house prices across the local authority area. Higher prices are expected to be paid in Central and South Axholme, Ridge and Ferry wards, with lower house prices found in the central areas of Scunthorpe.

Map 6.3: House Price Statistics for Small Areas, North Lincolnshire Wards (September 2018)



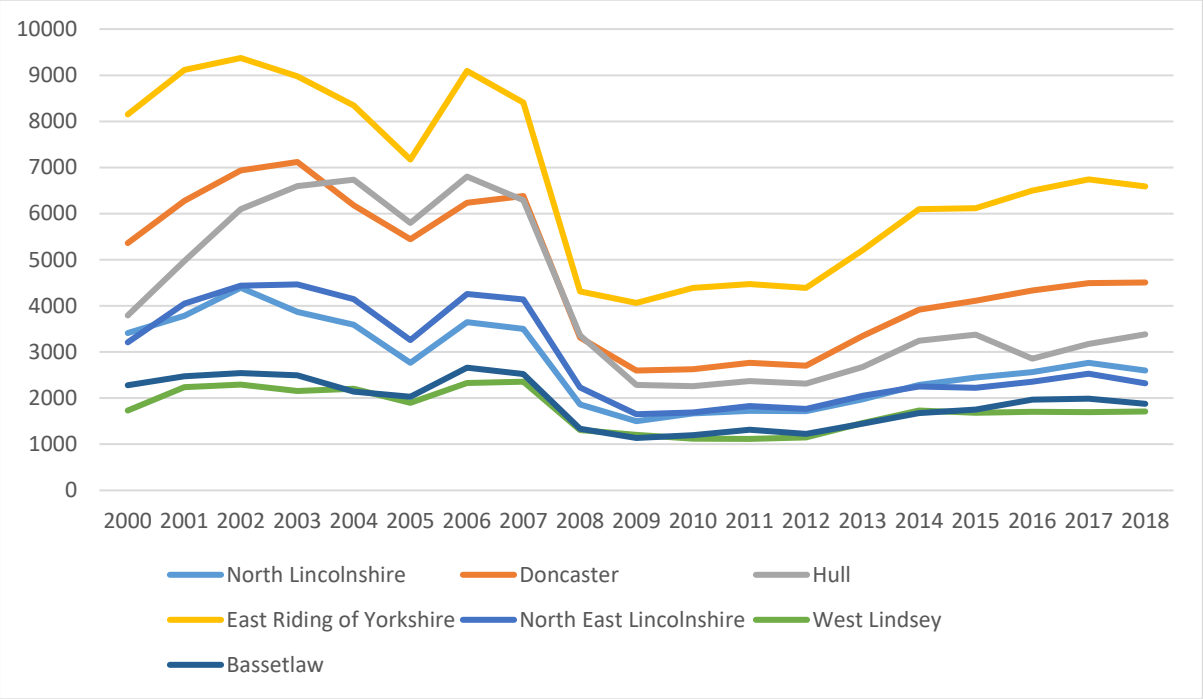
Source: ONS HPSSA Sep 18

House Sales

House sales volumes are an important indicator of effective demand for market housing. Sales performance against long-term trends has been benchmarked to assess the relative demand for market homes for sale. Graph 6.4 measures annual house sales in North Lincolnshire between 2000 and 2018 against the comparitor areas.

It is clear that the number of house sales in North Lincolnshire experienced a significant drop between 2007 and 2009 due to the recession- an impact reflected across all areas. There was some recovery from 2010 onwards with sales volumes somewhat stable until 2017, after which followed a recent slowdown, experienced by all neighbouring authorities with the exception of Hull.

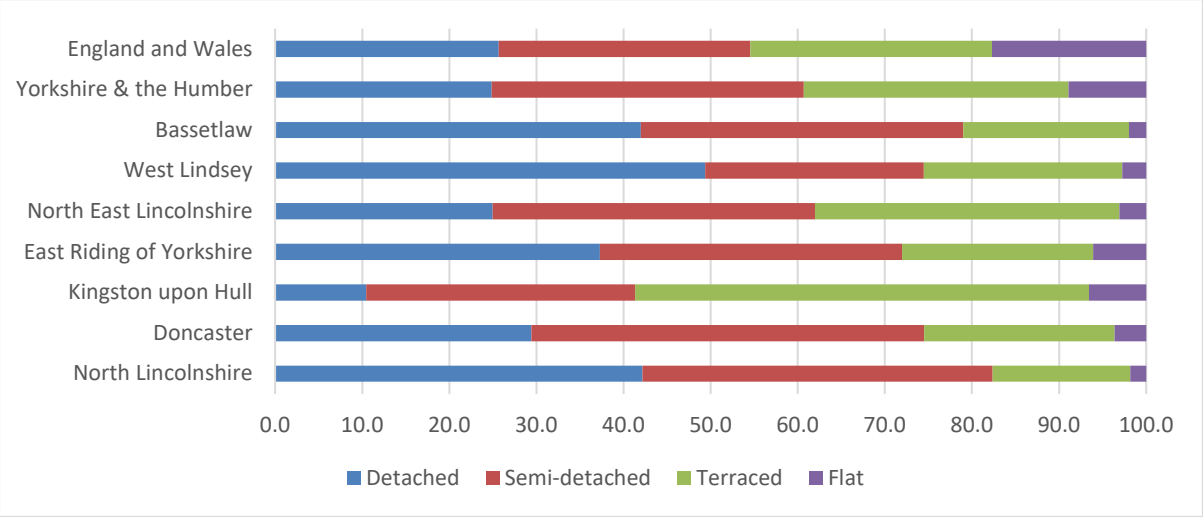
Graph 6.4: Volume of House Sales, 2000 – 2018



Source: Land Registry open data standard report created 22/05/2019

Graph 6.5 shows the rate of sales by house type in North Lincolnshire and comparator areas in 2018. At 82%, detached and semi-detached properties dominate house sales in North Lincolnshire, with the rate significantly higher than sales for these house types both regionally (61%) and nationally (55%). Consequently, only 18% of all house sales involve terraced houses and flats in North Lincolnshire, well below the regional rate of 39% and the national rate of 45%.

Graph 6.5: Sales by Property Type, 2018



Source: Land Registry open data standard report created 09/05/2019

Rents and Affordability

The private rented sector has experienced noticable expansion in North Lincolnshire in recent years. Here the median private rent across all accommodation types is £480 per month[14]. Comparing the median private rents in neighbouring authorities (as shown in Table 6.6) highlights that values in Kingston upon Hull are considerably below that of North Lincolnshire and other comparator areas. However, when compared to the national average private rental values across all featured locations are low.

Table 6.6: Private Rental Levels, October 17 to September 18

Area	Mean	Median rent (p.c.m)	Lower quartile rent (p.c.m)	Upper quartile
England	844	690	525	950
East Riding of Yorkshire UA	527	495	425	575
Kingston upon Hull, City of UA	421	400	350	475
North East Lincolnshire UA	460	450	395	500
North Lincolnshire UA	485	480	412	550
Doncaster	469	450	390	525
West Lindsey	515	475	395	595
Bassetlaw	533	495	425	595

Source: Valuation Office Agency released 13 December 2018

Table 6.7 shows the breakdown of rental levels in North Lincolnshire and comparator areas by property size (defined by the number of bedrooms). This demonstrates that (as may be expected) rents correlate to property size, with properties of four bedrooms or more commanding an average monthly rent of £743 in North Lincolnshire, although this is less than half the England average of £1,582. At the lower end of the market, a room to rent in North Lincolnshire is on average £275 per month, the lowest average monthly rent across all properties and geographies.

Table 6.7: Mean Private Rental Levels by Property Size, October 17 to September 18

Area	Room	Studio	One Bedroom	Two Bedroom	Three Bedroom	Four+ Bedrooms
England	404	654	720	787	898	1582
East Riding of Yorkshire	359	328	377	480	599	872
Kingston upon Hull, City of UA	362	279	363	426	503	636
North East Lincolnshire UA	342	321	357	459	490	721
North Lincolnshire UA	275	-	368	465	529	743
Doncaster	357	394	404	464	530	780
West Lindsey	-	-	361	467	541	795
Bassetlaw	316	-	370	480	587	878

Source: Valuation Office Agency released 13 December 2018

The ratio of lower quartile house prices to lower quartile earnings can be used to assess the affordability of housing. The ratio provides an indication of the relative ability of younger households

14 https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/763355/Yorkshire_and_the_Humber.pdf

to get on the housing ladder. This ratio is relatively simplistic- households' actual capability to afford to buy will be influenced by their ability to maintain mortgage repayments (affected by interest rates) as well as their ability to obtain mortgage finance including available savings which can be put towards a deposit.

Table 6.8 shows the ratio of lower quartile house prices to lower quartile earnings in 2008, 2013 and 2018. The house price to earnings ratio of 7.29 for England was higher than the ratio in North Lincolnshire and all comparator areas. Higher ratios tend to indicate less affordable housing, greater demand and a difficulty in households getting onto the property ladder. Lower ratios suggest greater affordability but may also indicate lower earnings, reduced purchasing power and/or lower demand in an area. Affirming these assumptions, latest figures show that across North Lincolnshire and neighbouring authorities the highest ratios are in the East Riding of Yorkshire and West Lindsey, with the lowest in Kingston upon Hull and Doncaster.

North Lincolnshire's ratio increased from 4.3 in 2013 to 5.55 in 2018. However, the impact of the recession in 2008 is clear to see, with the ratio in 2018 (5.55) just below the ratio measured a decade previously (5.96).

Table 6.8: Ratio of lower quartile house price to lower quartile gross annual residence based earnings

Area	2008	2013	2018
England	6.91	6.57	7.29
East Riding of Yorkshire	6.51	5.72	6.43
Kingston upon Hull, City of	4.46	3.94	4.77
North East Lincolnshire	4.85	4.25	4.7
North Lincolnshire	5.96	4.3	5.55
Doncaster	5.01	4.74	4.93
West Lindsey	6.29	5.43	5.9
Bassetlaw	5.36	4.81	5.49

Source: ONS

Housing Delivery

Census data shows that the number of dwellings in North Lincolnshire increased from 66,600 to 73,700 over the 10-year period 2001-11. This represents an increase of 10.7% in the housing stock (or 7,100 dwellings). Over the same decade in comparison, the number of dwellings in England increased from 21.2 million to 23.0 million, equivalent to an 8.5% increase (1.8 million dwellings). This demonstrates that the rate of housing development in North Lincolnshire has been greater than the average national rate over this decade.

However, council tax data indicates a lower rate of housing development in North Lincolnshire, counting an additional 6,200 dwellings between 2001 and 2011. Therefore, taking both measures into account, the more accurate housing growth rate is most likely to be just below 10%. Nevertheless, this still implies that the rate of housing development in North Lincolnshire has been greater than development rates nationally over this 10 year period.

North Lincolnshire Council monitors the number of new dwellings completed in the local authority area, and this data is reported on a quarterly basis. It is central to monitoring council performance and directly informs local policy and priorities. The recording of net additional dwellings involves the

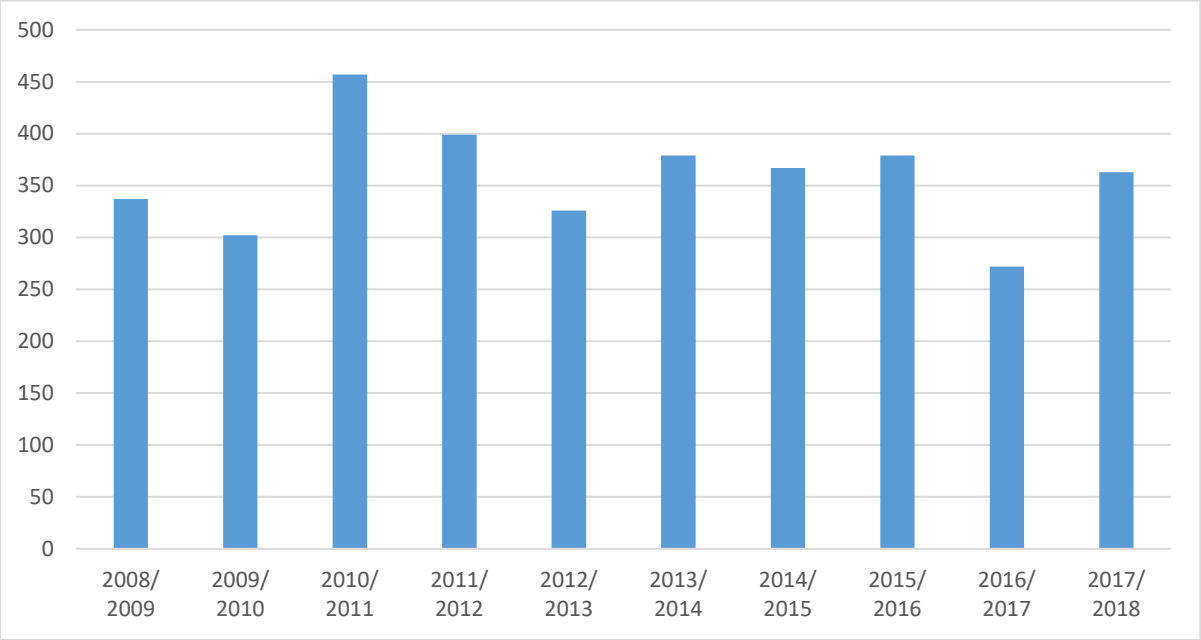
consideration of all residential development that has resulted in either gains or losses to the housing stock. This includes:

- new build homes;
- conversions of existing dwellings (e.g. a single house into flats);
- changes of use (a non-domestic building into a house, or a house into an alternative non-domestic use); and
- the demolition of dwellings.

Information on newly completed homes is obtained from North Lincolnshire's council tax records, where new council tax accounts can indicate a newly occupied dwelling. If further investigation of planning permissions indicates that the new council tax account is associated with a new property, then relevant details including the house type and number of bedrooms is recorded in the council's live housing completions monitoring system.

Graph 6.9 shows the total number of net additional dwellings completed in North Lincolnshire over the last 10 years. The rate of residential development in North Lincolnshire has clearly fluctuated during this period, with highest growth seen in 2010/11 when almost 460 dwellings were delivered within the reporting year. Since this point however supply has generally fallen, with fewer than 400 dwellings delivered annually throughout this decade (bar 2010/11).

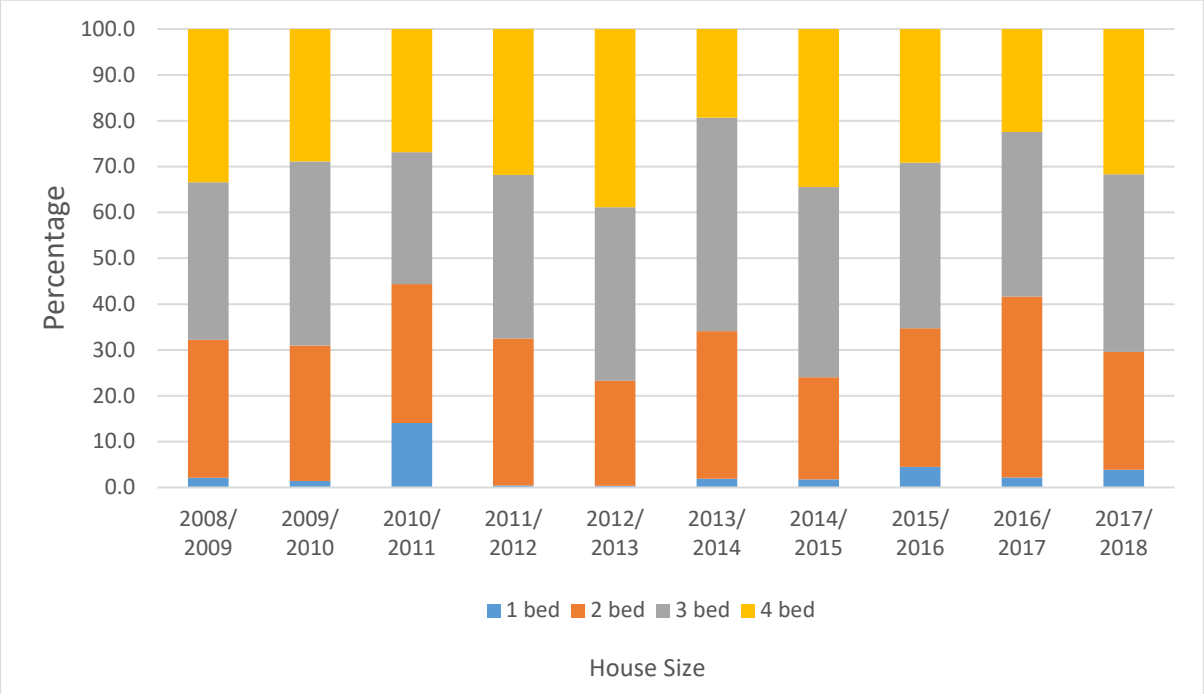
Graph 6.9: Net Additional Housing Completions in North Lincolnshire



Source: North Lincolnshire Housing Completions

Graph 6.10 illustrates the proportion of new build homes by property size completed each year in North Lincolnshire. The data shows that in general the majority of new build properties constructed since 2008/ 2009 have been three bedroom houses. In fact, over a third of all new homes built each year during this 10 year period have been three bedroom houses (with the exception of 2010/ 2011).

Graph 6.10: New Build Completions by bedrooms in North Lincolnshire



Source: North Lincolnshire Housing Completions

The annual housing requirement for North Lincolnshire of 754 dwellings was determined in the adopted Core Strategy DPD to be delivered during the remainder of the plan period between 2010 and 2026. This figure is based on targets set out in the now redundant Regional Spatial Strategy, allowing for the total number of housing completions achieved up to that point and any subsequent deficit. Table 6.11 shows the annual net additional dwellings built in North Lincolnshire over the past 10 years compared against the annual housing delivery target set by the relevant development plan.

Table 6.11: Net Housing Completions in North Lincolnshire

Year	Completions		Development Plan
	Total	Target	
08/09	337	750	Regional Spatial Strategy
09/10	302	750	Regional Spatial Strategy
10/11	457	750	Regional Spatial Strategy
11/12	399	754	Core Strategy DPD
12/13	326	754	Core Strategy DPD
13/14	379	754	Core Strategy DPD
14/15	367	754	Core Strategy DPD
15/16	379	754	Core Strategy DPD
16/17	272	754	Core Strategy DPD
17/18	363	754	Core Strategy DPD
10 Year Total	**3,581**	**6,778**	
Annual Average	**358**		

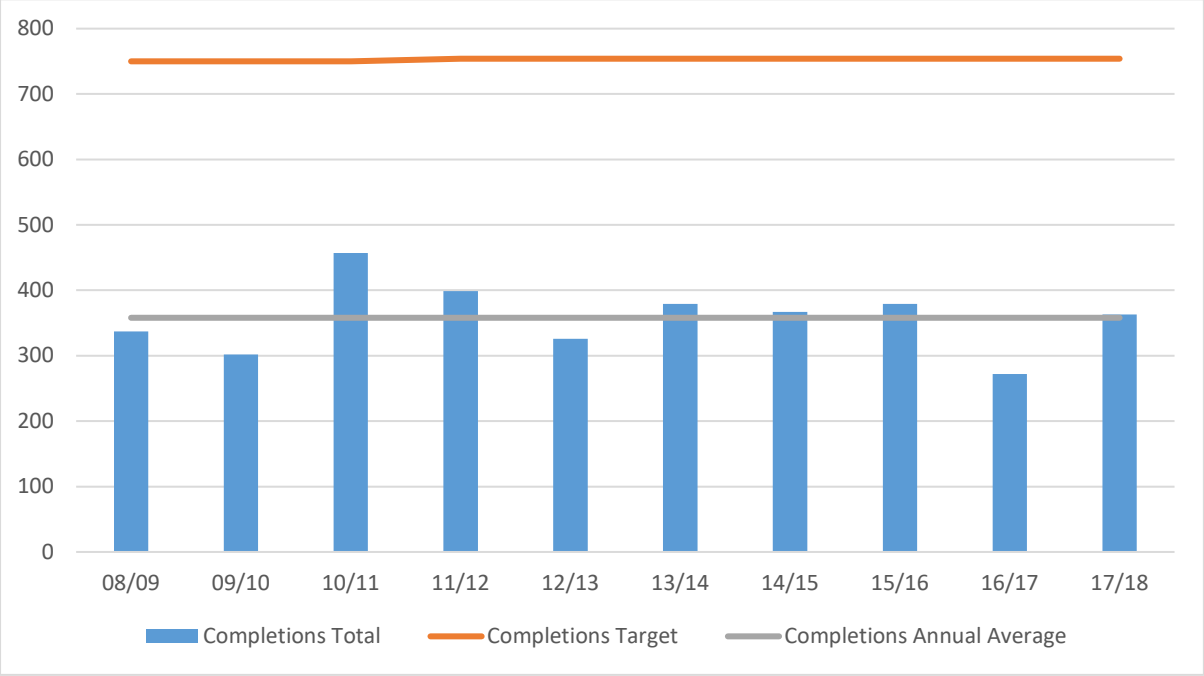
Source: North Lincolnshire Housing Completions

Over the decade there has been an average of 358 dwellings completed per year in North Lincolnshire. It is clear that North Lincolnshire has struggled to deliver new housing at the levels

required by development plans. Consequently targets were revised upwards in order to compensate for the under-delivery. Latest results show that less than half of the new homes target for 2017/18 were delivered.

The figures from Table 6.11 are illustrated in Graph 6.12, clearly demonstrating that the delivery of sufficient new dwellings to meet annual targets has proved a challenge in North Lincolnshire. Housing completions rates were hampered from 2007/08 onwards due to the national recession and associated decline in the housing market, and since then it has been a struggle to meet housing delivery targets locally.

Graph 6.12: Housing completions compared with annual target



Source: North Lincolnshire Housing Completions

Concealed, Shared and Overcrowded Households

It is suggested that indicators on overcrowding, concealed and sharing households, homelessness and the numbers of people in temporary accommodation should also be considered here, given that they can be indicative of unmet need for housing. Growth in overcrowded homes may reflect market stress and the inability for existing households to form.

Changes in overcrowding between 2001 and 2011 can be measured using the Census 'occupancy rating.' This considers the relationship between the number of people in a household and number of rooms in the home. It is a relatively simplistic measure which doesn't fully account for household structures.

Table 6.13: Changes in Over Occupied Houses 2001 – 2011

	2001	2011	% change
Bassetlaw	3.4%	3.8%	0.4%
Doncaster	3.9%	4.5%	0.7%
East Riding of Yorkshire	2.7%	3.1%	0.5%
Kingston upon Hull, City of	6.4%	8.0%	1.6%
North East Lincolnshire	3.8%	4.1%	0.3%
North Lincolnshire	2.8%	3.6%	0.8%
West Lindsey	2.2%	2.0%	-0.2%
Yorkshire and The Humber	5.5%	6.6%	1.1%
England	7.1%	8.7%	1.6%

Source: Census 2001 – 2011

The Census occupancy rating measure states that in 2011 North Lincolnshire had 2,527 households who were considered to over-occupy their homes with fewer rooms than the standard requirement. This represents 3.6% of households, above the level of 2.8% in 2001 (with an absolute increase of 750 households). The rate of overcrowded households in North Lincolnshire is below the regional and national rates. However, the increase between the proportion of overcrowded households in 2001 and 2011 in North Lincolnshire at 0.8% is the highest of the comparator areas, with the exception of Kingston upon Hull at 1.6%.

A further indicator of overcrowding from the 2011 Census is the proportion of families who are concealed, shown in Table 6.14 by the age of the family reference person (FRP). A family is considered to be concealed if they contain a family reference person but not a household reference person (HRP), indicating that they are not the main (or only) family in the household.

Table 6.14: Proportion of Families Concealed by Age of FRP 2011

Area	Age 24 and under	Age 25 to 34	Age 35 to 49	Age 50 to 64	Age 65 and over	All Ages
Bassetlaw	11.8%	2.4%	0.5%	0.5%	0.6%	1.1%
Doncaster	12.8%	2.8%	0.6%	0.7%	1.0%	1.6%
East Riding of Yorkshire	14.4%	2.7%	0.5%	0.4%	0.8%	1.1%
Kingston upon Hull, City of	10.0%	2.1%	0.5%	0.6%	0.8%	1.5%
North East Lincolnshire	9.0%	1.6%	0.5%	0.4%	0.8%	1.1%
North Lincolnshire	13.0%	3.0%	0.5%	0.4%	1.0%	1.4%
West Lindsey	9.9%	2.8%	0.4%	0.3%	0.7%	1.0%
Yorkshire and The Humber	11.5%	3.4%	0.7%	0.9%	1.5%	1.7%
England	12.8%	4.0%	0.8%	0.9%	1.8%	1.9%

Source: Census 2011

Within North Lincolnshire 1.4% of all families are classified as concealed. All local authorities featured have below the regional and national average rates of concealed families. The data demonstrates that concealment appears to be an issue particularly affecting younger families, and the rates of concealment of families where the FRP is aged 24 and under is particularly high across all geographies. The highest rate of young concealed families is in the East Riding of Yorkshire (14.4%), closely followed by North Lincolnshire (13.0%).

Assessment of Local Housing Need

Introduction

The government guidance document for housing and economic needs assessments clarifies that housing need is an unconstrained assessment of the number of homes needed in an area, and is the first step in the process of deciding how many homes need to be planned for.

The NPPF states that strategic policy-making authorities should follow the standard method as set out in the housing and economic needs assessment guidance for assessing local housing need.

The standard method uses a formula to identify the minimum number of homes expected to be planned for, in a way which addresses projected household growth and historic under-supply. The guidance makes it clear that the standard method identifies a minimum annual housing need figure. It does not produce a housing requirement figure.

Although it is not mandatory, North Lincolnshire Council has used the standard methodology for assessing its minimum annual housing need figure.

The Standard Method Calculation

The standard method used to calculate the minimum annual housing need figure for North Lincolnshire is as follows:

	Methodology in the guidance[15]	**Calculations**	**North Lincolnshire figures**
Step 1 – Setting the baseline	Set the baseline using the national housing growth projections[16] Using these projections, calculate the projected average annual household growth over a 10 year period (this should be 10 consecutive years, with the current year being used as the starting point from which to calculate growth over that period).	Household projection 2017	73,321
		Household projection 2027	77,315
		10 year difference between 2017 – 2027 77,315 – 73,321 = 3,994	3,994
		Annual average projected growth 3,994 / 10 = 399.4	399
Step 2 – An adjustment to take account of affordability	Adjust the annual average projected household growth figure (as calculated in Step 1) based on the affordability of the area.	Affordablity factor for North Lincolnshire (2017)	4.82

[15] Housing and economic needs assessment, GOV.UK, updated 20/02/2019 **https://www.gov.uk/guidance/housing-and-economic-development-needs-assessments**

[16] 2014-based household projections in England, table 406 unitary authorities and districts in England https://www.gov.uk/government/collections/household-projections#2014-based-projections

	The most recent median workplace-based affordability rents[17], published by the Office for National Statistics at a local authority level, should be used. No adjustment is to be made where the ratio is 4 or below. $Adjustment\ factor = \left(\frac{Local\ affordability\ ratio\ - 4}{4}\right) x\ 0.25 + 1$	Local affordability ratio – 4 4.82 – 4 = 0.82	0.82
		0.82/4 = 0.205	0.205
		0.205 X.025 = 0.05125	0.05125
		0.05125 + 1 = 1.05125	1.05125
		Adjustment factor for North Lincolnshire	1.05125
	The adjustment factor for North Lincolnshire is 1.05125 and is used as: Minimum annual local housing need figure = (adjustment factor) x projected household growth	Minimum annual local housing need figure = 1.05125 x 399 = 419.44875	419
Step 3 – Capping the level of any increase	A cap is then applied which limits the increases an individual local authority can face. How this is calculated depends on the current status of relevant strategic policies for housing. Where these policies were adopted in the last 5 years (at the point of making the calculation), the local housing need figure is capped at 40% above the average annual housing requirement figure set out in the existing policies. This also applies where the relevant strategic policies have been reviewed	North Lincolnshire adopted the Local Development Framework (LDF) Core Stategy in 2011	2011
		The average annual housing requirement figure in the existing LDF Core Strategy is 754	754
		Average annual household growth	399

[17] House price to workplace-based earnings ratio, ONS https://www.ons.gov.uk/peoplepopulationandcommunity/housing/datasets/ratioofhousepricetoworkplacebasedearningslowerquartileandmedian (Affordability ratios are calculated by dividing house prices by gross annual workplace-based earnings. Based on the median and quartiles of both house prices and earnings in England and Wales).

	by the authority withn the 5 year period and found to not require updating. For areas covered by spatial development strategies, the relevant strategic policies are those contained witin the spatial development strategy. For example, where a requirement figure for an authority in a spatial development strategy differs from that in a local plan the figure in the spatial development strategy should be used. Where the relevant strategic policies for housing were adopted more than 5 years ago (at the point of making the calculation), the local housing need figure is capped at 40% above whichever is the higher of: a) The projected household growth for the area over the 10 year period identified in step 1: or b) The average annual housing requirement figure set out in the most recently adopted strategic policies (if a figure exists)	over 10 years is 399 (as per Step 1)	
		The minimum annual local housing need figure is 419 (as per Step 2)	419
		The cap is set at 40% above the higher of the most recent average annual housing requirement figure (754) or average annual household growth over 10 years (399): Cap = 754 + (40% x 754) = 754 + 301.6 = 1055.6	1056
North Lincolnshire's local housing need-result	The capped figure is greater than the minimum annual local housing need figure and therefore does not limit the increase to the local authority's minimum annual housing need figure.	The minimum annual local housing need figure for North Lincolnshire is 419	419

North Lincolnshire's Annual Housing Need Figure

Referring back to the previous chapter, Table 6.11 (page 43) shows housing completions in North Lincolnshire over the past 10 years, with the annual average number of dwellings completed over this period being 358. The minimum annual local housing need figure for North Lincolnshire calculated using the standard method is 419. Comparing the two figures confirms that the delivery of 419 new homes per year is an accurate, realistic and achievable minimum target on which to base future housing allocation policies.

Identifying the Need for Different Types of Housing

Introduction

The guidance document for housing and economic needs assessments recognises that the need for housing for particular groups of people may well exceed, or be proportionally high in relation to, the overall housing need figure calculated using the standard method. This is because the needs of particular groups will often be calculated having consideration to the whole population of an area as a baseline, as opposed to the projected new households which form the basis for the standard method.

When producing policies to address the housing needs of specific groups, strategic policy-making authorities should consider how the needs of individual groups can be addressed within the overall need established.

This Local Housing Needs Assessment will consider the need for different types of housing including:

- Housing for older people
- Housing for people with disabilities
- The private rented sector
- Gypsy and traveller accommodation needs
- Self-build and custom housebuilding
- Student housing
- Affordable housing

Poor housing, unsuitable housing and unstable housing circumstances affect our physical and mental health. Generally speaking, the health and wellbeing of older people, children, disabled people and those with long term illnesses is at greater risk from poor housing conditions. The home is a driver of health inequalities, and those living in poverty are more likely to live in poorer housing, precarious housing circumstances or lack accommodation altogether. The right home environment is essential to lifelong good health and wellbeing. The right home environment can:

- Protect and improve health and wellbeing and prevent physical and mental ill-health;
- Enable people to manage their health and care needs, including long-term conditions, and ensure positive care experiences by integrating services in the home;
- Allow people to remain in their own home for as long as they choose. In doing so it can:
  - Delay and reduce the need for primary care and social care interventions, including admission to long-term care settings;
  - Prevent hospital admissions;
  - Enable timely discharge from hospital and prevent re-admissions to hospital;
  - Enable rapid recovery from periods of ill-health or planned admissions[18].

Housing for older people

In relation to older people, the guidance states that strategic policy-making authorities will need to determine in relation to their plan period the needs of people who will be approaching or reaching retirement as well as older people now.

[18] North Lincolnshire Integrated Strategic Assessment 2019, https://s.northlincs.gov.uk/sa/

The future need for specialist accommodation for older people broken down by tenure and type may subsequently need to be assessed in more detail.

Housing for people with disabilities
The provision of appropriate housing for people with disabilities, including specialist and supported housing, is crucial in ensuring that they are able to live safe and independent lives. People with disabilities are defined for planning purposes in the NPPF.

People with disabilities: People have a disability if they have a physical or mental impairment, and that impairment has a substantial and long-term adverse effect on their ability to carry out normal day-to-day activities. These persons include, but are not limited to, people with ambulatory difficulties, blindness, learning difficulties, autism and mental health needs[19].

The guidance also notes that authorities may wish to consider groups outside of the scope of this definition in order to meet the need of their communities.

The private rented sector
The guidance suggests that tenure data from ONS can be used to understand the future need for housing in the private rented sector. However, it is recognised that this may be based on past trends and therefore market signals could also be used to reflect the potential demand for private rented sector housing.

Gypsy and traveller accommodation needs
This Gypsy and Traveller Accommodation Assessment (GTAA) has been produced by North Lincolnshire Council to identify the accommodation needs of Gypsies and Travellers and Travelling Showpeople across North Lincolnshire.

The GTAA will replace the 2012 - 2017 GTAA. Secondary data and comprehensive analysis of local existing data sources have been undertaken to fully update the assessment of accommodation needs, taking into account policy changes that have taken place.

This study adopts the definition of a Gypsy, Traveller and Travelling Showperson as set out in the Planning Policy for Traveller Sites, August 2015.

The GTAA identified no need for additional provision for permanent and transit pitches.

Self-build and custom housebuilding
To obtain a robust assessment of demand for self-build and custom housebuilding in their area, local planning authorities are required to assess and review the data held on the self-build and custom housebuilding register. This data can be supplemented by secondary sources such as building plot search websites.

Student housing
Strategic policy-making authorities need to plan for sufficient student accommodation. They should engage with universities and other higher education establishments to ensure an understanding of future student accommodation requirements.

[19] *NPPF, p72 - https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/779764/NPPF_Feb_2019_web.pdf*

Affordable housing

The guidance considers that all households whose needs are not met by the market can be considered to be in affordable housing need. The definition of affordable housing for planning purposes is set out in Annex 2 of the NPPF.

Affordable housing: *housing for sale or rent, for those whose needs are not met by the market (including housing that provides a subsidised route to home ownership and/or is for essential local workers); and which complies with one or more of the following definitions:*

a) ***Affordable housing for rent:*** *meets all of the following conditions:*
(a) the rent is set in accordance with the government's rent policy for Social Rent or Affordable Rent, or is at least 20% below local market rents (including service charges where applicable);
(b) the landlord is a registered provider, except where it is included as part of a Build to Rent scheme (in which case the landlord need not be a registered provider); and
(c) it includes provisions to remain at an affordable price for future eligible households, or for the subsidy to be recycled for alternative affordable housing provision. For Build to Rent schemes affordable housing for rent is expected to be the normal form of affordable housing provision (and, in this context, is known as Affordable Private Rent).

b) ***Starter homes:*** *as specified in Sections 2 and 3 of the Housing and Planning Act 2016 and any secondary legislation made under these sections. The definition of a starter home should reflect the meaning set out in statute and any such secondary legislation at the time of plan-preparation or decision-making. Where secondary legislation has the effect of limiting a household's eligibility to purchase a starter home to those with a particular maximum level of household income, those restrictions should be used.*

c) ***Discounted market sales housing:*** *is that sold at a discount of at least 20% below local market value. Eligibility is determined with regard to local incomes and local house prices. Provisions should be in place to ensure housing remains at a discount for future eligible households.*

d) ***Other affordable routes to home ownership:*** *is housing provided for sale that provides a route to ownership for those who could not achieve home ownership through the market. It includes shared ownership, relevant equity loans, other low cost homes for sale (at a price equivalent to at least 20% below local market value) and rent to buy (which includes a period of intermediate rent). Where public grant funding is provided, there should be provisions for the homes to remain at an affordable price for future eligible households, or for any receipts to be recycled for alternative affordable housing provision, or refunded to government or the relevant authority specified in the funding agreement*[20]*.*

Strategic policy-making authorities will need to establish the current number of households and projected number of households who lack their own housing or who cannot afford to meet their housing needs in the market.

[20] *NPPF, p66 - https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/779764/NPPF_Feb_2019_web.pdf*

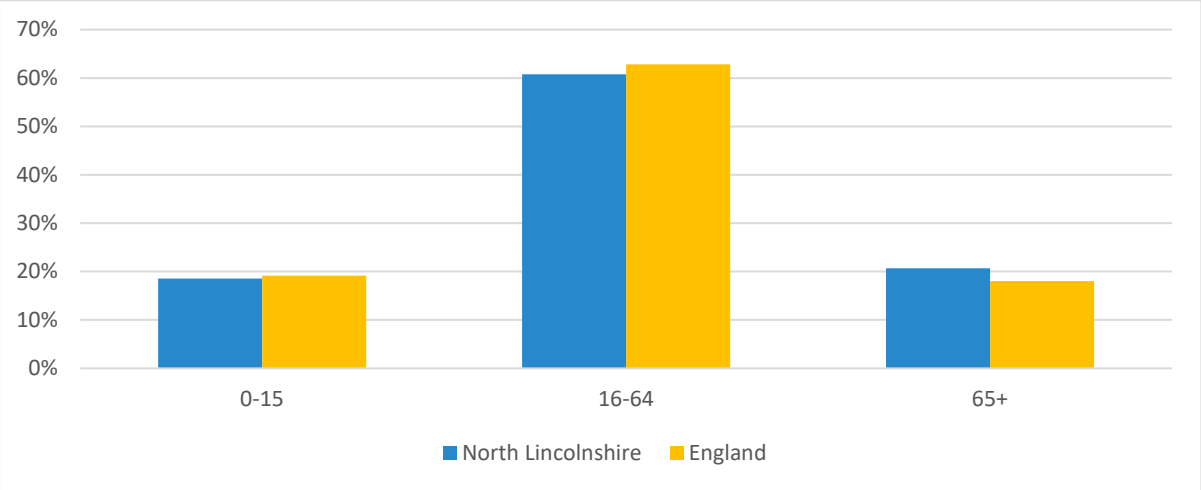
Housing for older people

The housing and economic needs assessment guidance stresses the critical need to provide housing for older people as the proportion of older people in the population continues to increase, taking into account the needs of those people who will be approaching or reaching retirement age in the future (in relation to each local authority's plan period) as well as older people now.

The NPPF defines older people for planning purposes, and recognises their diverse needs as– "*people over or approaching retirement age, including the active, newly-retired through to the very frail elderly: and whose housing needs can encompass accessible, adaptable general needs housing through to the full range of retirement and specialised housing for those with support or care needs".*[21]

2017 mid-year population estimates suggest that 20.7% of North Lincolnshire's population is aged 65 and over, higher than the national average and illustrated in Graph 8.1. This represents a 26% increase since 2007, compared with 21% growth in this age group nationally. Currently there are over 35,400 people aged 65+ resident in North Lincolnshire, and over a third of these people are estimated to live alone (as detailed in Table 8.3).

Graph 8.1: Population by Broad Age, 2017



Source: ONS 2017 MYE

Older people population projections

The population across all geographies is ageing. In North Lincolnshire in 2016 the average age of residents was 41.8 years, higher than the regional and national averages of 39.9 years and 39.8 years respectively. Locally, by 2041 the average age is expected to rise by 4.2 years, to 46.0 years.

As shown in Table 8.2, by 2037 there is projected to be a substantial growth of 42.5% (15,038 people) in the population over retirement age (65+). By 2037, 28.6% of North Lincolnshire's population is projected to be aged 65 and over. These changes broadly mirror predicted regional and national trends, however the number of people aged 85 and above in North Lincolnshire is predicted to rise at an even faster rate.

[21] National Planning Policy Farmework, Ministry of Housing, Communities and Local Government, p69

Table 8.2: North Lincolnshire Population Projections, 2017 - 2037

Age	2017	2037	Change 2017-2037	% change
All Ages	171,278	176,483	5,205	3.04%
Aged 0 to 15	31,604	28,202	-3,402	-10.76%
Aged 16 to 64	104,249	97,823	-6,426	-6.16%
Aged 65-84	31,067	41,723	10,656	34.30%
Aged 85+	4,356	8,738	4,382	100.60%

Source: ONS Population projections 2016-2041

Table 8.2 demonstrates that the population aged 85 and above is projected to grow at the highest rate, doubling between 2017 and 2037. This age group represent some of North Lincolnshire's most frail and vulnerable residents and are the heaviest users of health and social care. An estimated 70% of this age group have at least one chronic long term condition, and 20% have at least three conditions, including almost 1 in 5 (18%) with dementia.

The majority of those aged 85 and over continue to live in their own homes, and according to national research, wish to remain living independently for as long as possible. Central to this aspiration is access to affordable and appropriate housing located close to services, which can adapt easily to the needs of people as these change in later life[22]. In addition, the North Lincolnshire Council Plan highlights the priority given to supporting independence in later life[23].

Table 8.3 shows that in the future there is expected to be a considerable increase in the numbers of older people living alone. This will have further implications for the need for particular types of housing, and many older people will have at least one age related condition. The vast majority wish to remain in their own home but this does not necessarily mean in the home they are currently living in. There is a need for a greater choice of accommodation types and locations to meet the need to downsize, and future proofing to cope with potential access and mobility issues associated with age-related frailty.

Table 8.3: People aged 65 and over living alone in North Lincolnshire, by age and gender, projected to 2035

	2017	2020	2025	2030	2035
Males aged 65-74 predicted to live alone	1,980	2,040	2,040	2,260	2,360
Males aged 75 and over predicted to live alone	2,278	2,584	3,230	3,672	4,080
Females aged 65-74 predicted to live alone	3,030	3,120	3,150	3,420	3,630
Females aged 75 and over predicted to live alone	5,490	5,917	7,076	7,930	8,784
Total population aged 65-74 predicted to live alone	5,010	5,160	5,190	5,680	5,990
Total population aged 75 and over predicted to live alone	7,768	8,501	10,306	11,602	12,864

Source: www.poppi.org.uk version 9.0 – 13/02/2019

[22] Age UK, 2014

[23] https://www.northlincs.gov.uk/your-council/about-your-council/information-and-performance/council-plan/

Supply and demand for older people's housing

The Housing Register for the authority which is held by Home Choice Lincs (as shown in Table 8.4) tells us that in March 2019 older people made up 28% of all those on the register (904 people). However, this figure is slightly skewed because the register considers those over the age of 55 to be in the 'older people' category, and as such eligible to apply for older people's accommodation in the area. The proportion of those registered for housing where the youngest home seeker is aged over 65 is actually 12.7% (411 people).

Table 8.4: Older People Housing Register Priority Banding, March 2019

Band	Older People aged over 55		Older People youngest home seeker aged over 65	
	No.	%	No.	%
Band 1	30	3.3	17	4.1
Band 2	53	5.9	19	4.6
Band 3	90	9.9	36	8.8
Band 4	731	80.9	339	82.5
Total	904	100.0	411	100

Source: Home Choice Lincs March 2019

Of those people aged over 55 on the housing register, 155 are owner occupiers. Whilst some will need social or specialist housing due to health or disability needs, the number of owner occupiers on the housing register would suggest that appropriate market housing to meet older people's needs is not necessarily available, and that therefore there is scope for future housing development to meet their needs. Planning for retirement and downsizing whilst people are fit and healthy rather than at crisis point should be encouraged. Nearly a quarter of all households aged over 65 on the housing register (98) require adapted housing.

The Greater Lincolnshire LEP commissioned some research into the housing needs of older people in the Greater Lincolnshire area. The demographic profile of each area was considered alongside the current provision of accommodation, its suitability to meet need going forward (including choice), and the estimated demand for older people's housing, particularly specialist or supported housing. Finally it considered the gaps between existing provision and the estimated future need. Further research is currently being undertaken to provide a more qualitative assessment of older people's housing preferences and to inform future housing delivery and support options to promote independent living and wellbeing.

This research highlighted that North Lincolnshire has an ageing population, with the greatest increase amongst the 75+ and 85+ age groups, growing by approximately 49% in both cases by 2030. Evidence proved that there is not currently a balance of specialised housing and accommodation choices available for older people in Greater Lincolnshire.

North Lincolnshire's current position with regards housing provision for older people-

Housing for Older People	Current provision is significantly above the national average. Currently ranked 44 out of 326 local authorities for older people's housing (social rent). However, ranked 288 out of 326 authorities for private sector retirement housing.
Housing with Care	Limited provision. In line with the Greater Lincolnshire average but significantly below the national average for both social rent and for sale provision.
Residential Care	Provision significantly above both the Greater Lincolnshire and national averages. Ranked 7 out of 326 authorities.
Nursing Care	Provision significantly below both the Greater Lincolnshire and national averages. Ranked 312 out of 326 authorities.

Source: Housing LIN October 2018

Future need for older people's housing

Applying the suggested prevalence rates for older people's housing/ accommodation[24] projects the future need for North Lincolnshire, as detailed in Table 8.5.

Table 8.5: North Lincolnshire's projected future need

	Current Provision	**North Lincolnshire**				
		2018	**2020**	**2025**	**2030**	**2035**
Housing for Older people		Units	Units	Units	Units	Units
Social (rent)	2,305	2,176	2,276	2,536	2,639	2,673
Private (for sale)	87	608	688	922	1,137	1,317
Total	2,392	2,784	2,964	3,458	3,776	3,990
Housing with Care						
Social (rent)	52	216	244	323	389	446
Private (for sale)	8	24	36	78	138	219
Total	60	240	280	401	527	665

Source: Housing LIN October 2018

The current provision is subtracted from the projected need to identify the expected shortfall for different types of older peoples housing/ accommodation, as shown in Table 8.6.

[24] Table 4.3 in the SHOP@ model, Housing LIN, October 2018

Table 8.6: North Lincolnshire's projected net need (shortfall)

	Current Provision	North Lincolnshire				
		2018	**2020**	**2025**	**2030**	**2035**
Housing for Older people		Units	Units	Units	Units	Units
Social (rent)	2305	2,176	2,276	2,536	2,639	2,673
Net need		*-129*	*-29*	*231*	*334*	*368*
Private (for sale)	87	608	688	922	1,137	1,317
Net need		*521*	*601*	*835*	*1,050*	*1,230*
Housing with Care						
Social (rent)	52	216	244	323	389	446
Net need		*164*	*192*	*271*	*337*	*394*
Private (for sale)	8	24	36	78	138	219
Net need		*16*	*28*	*70*	*130*	*211*
		Beds	Beds	Beds	Beds	Beds
Residential Care	1206	720	758	859	907	931
Net Need		*-486*	*-448*	*-347*	*-299*	*-275*
Nursing Care	248	688	744	903	1,028	1,144
Net Need		*440*	*496*	*655*	*780*	*896*

Source: Housing LIN October 2018
(Negative number signifies an oversupply).

To summarise, in North Lincolnshire the GLLEP research identified a need for:

• An increase in the amount of housing for older people with a focus on housing for sale;

• An increase in the amount of housing with care for both rent and for sale;

• A decrease in residential care beds; and

• An increase in nursing care beds*

(* However, the number of vacancies within the Nursing Home Sector in North Lincolnshire would suggest that efforts to support people with health and social care in the community is working here, and the authority is not seeking to grow this sector).

Further qualitative research undertaken by the Housing LIN has been used to further inform the council's Specialist and Supported Housing Plan. The council's current understanding is that the majority of people both want to, and will remain in their own homes. However, many are needing to adapt their current homes in order to be able to remain independent. The most commonly requested Disabled Facilities Grants (DFGs) by those aged over 55 are for level access showers, followed by stair lifts and then ramps.

In order to help people to remain living in their own home for as long as possible when they have care needs, an Extra Care Housing scheme 'Ashby Meadows' was developed by Hanover Housing Association in Ashby, Scunthorpe. There is currently a waiting list of 12, and the waiting time for a flat here is between 1 month and 2 years dependent on needs at the time of application. Given that

most people apply for extra care at the point where they need to move, a wait of up to 2 years is too long, suggesting that there is a clear need for more places in schemes like this.

The council produces a regular Market Position Statement for Adult Services, which sets out its indicative commissioning activities. The statement for 2018-20 will enable current and future providers to understand and identify potential development opportunities[25].

Providers are encouraged to use this intelligence to develop new and innovative services, ultimately contributing to the development of a diverse housing market with better outcomes for local people. The other key sources of information are the council's Vulnerable Adults Strategy 2015 – 2020[26], and the Integrated Strategic Assessment chapter on Ageing Well.

Dementia

The Dementia Strategy for North Lincolnshire 2019 – 24[27] followed the Five Year Forward View and the Department of Health's "The Prime Minister's challenge on dementia 2020"[28]. The main findings were (as of October 2018):

- 2,269 residents of North Lincolnshire are estimated to be living with dementia, which represents 1.3% of the total population and 6.24% of those aged 65 and over.
- 1,435 people aged 65+ are registered as living with dementia.
- North Lincolnshire's diagnostic rate was 63.2%, compared with 71.9% for NHS England North (Yorkshire and Humber) and 67.9% nationally.
- North Lincolnshire's diagnostic rate has gradually fallen during 2018 from a peak of 66.5% recorded in January 2018.

In addition;

- Public Health England dementia profiles give a 2017/18 estimate that 440 (or 11.6 per 1,000) people aged 65+ newly develop the condition each year. This number will rise as the number of people reaching older age accelerates.
- North Lincolnshire Council has signed up to the Dementia Action Alliance and is working towards Dementia Friendly Communities as part of the Adults Partnership.
- Late onset dementia affects approximately 7% of North Lincolnshire's population aged 65+.
- Early onset dementia is a relatively rare condition. Based on national figures it is currently estimated in that 112 people are living with young/ early onset dementia in North Lincolnshire, of which 71 may have had a diagnosis.

The number of people predicted to be living with dementia is expected to increase significantly over the next 15 years, from 2,470 in 2019 to 3,799 in 2035. This is a faster rate than that expected nationally, due to North Lincolnshire's older than average population.

[25] https://www.northlincs.gov.uk/people-health-and-care/information-for-professionals/adults-and-all-age-complex-care-market-position-statements/
[26] https://www.northlincs.gov.uk/schools-libraries-and-learning/information-for-professionals/vulnerable-adults-strategy/
[27] The Dementia Strategy has yet to be published
[28] https://www.gov.uk/government/publications/prime-ministers-challenge-on-dementia-2020

The increasing incidence of dementia is balanced by those approaching end of life. The mortality rates for North Lincolnshire residents aged 65 and over with dementia have consistently increased in line with the national trend since 2011/ 12.

Living arrangements for those with Dementia

Nationally it is estimated that nearly two thirds of people with dementia live in the community and a third in care homes. Applied to North Lincolnshire's population this would mean an estimated 1,490 people with dementia living in private households and 770 living in care homes. There are 414 people known to North Lincolnshire Adult Social Services with dementia. Of these a third are living in the community and two-thirds in care homes. Although this appears to be opposite to expectations, it is likely that many more people continue to live in the community without necessarily having a diagnosis or needing care from the authority.

In 2019 the Integrated Strategic Assessment highlighted that there were 1,910 care home places in North Lincolnshire, of which 1,288 were registered for people with dementia.

National research suggests that good housing (including specific aids and adaptations) for people living with dementia can reduce or delay demand for health and social care services.

As public awareness of dementia increases and access to earlier treatment and support in the community improves, we should expect an increasing number of people with dementia to be living at home for longer. There is a clear need for more extra care-type housing options and specialist provision, and adapted homes including assistive technology to enable older people and those with early onset dementia to remain living in their own home for longer.

Assuming prevalence rates remain constant, the number of people living with dementia in North Lincolnshire could double by 2040. The impacts of this increase are likely to vary geographically across North Lincolnshire, with increasing numbers of families, individuals and carers being affected to a greater extent in rural areas where the older population is increasing at the fastest rate and access to facilities and services is less convenient. The rise in the number of both elderly people and those suffering from dementia will also have wider implications for health services, social care and transport.

The North Lincolnshire Integrated Strategic Assessment found people with dementia are also likely to suffer from additional illnesses, disabilities and conditions (dual diagnoses), and the projections are for a significant growth amongst people aged 85+ living with complex care needs. By 2035, the number of people in this age group living with both dementia and other comorbidities is likely to double. These people may also be living alone in the community and as the population ages an increasing number will also be from minority groups, such as BME communities or LGBT groups.

The Integrated Strategic Assessment highlights that going forward 'Age friendly environments, including access to suitable housing, transport and public spaces will be required to underpin the prevention agenda'.

Housing for people with disabilities

Physical health and disability

According to North Lincolnshire's Integrated Strategic Assessment, this area currently has a higher prevalence of lifestyle and age-related diseases and impairments in the adult population. This is reflected in North Lincolnshire's lower than national average healthy life expectancy for both males and females as shown in Table 8.7. Healthy life expectancy for North Lincolnshire residents is also significantly below the state pensionable age. If this stops people working to retirement age then this may impact on their ability to afford housing, and in some instances dictate the type of home that is suitable.

Table 8.7: Healthy Life Expectancy (HLE)

	North Lincolnshire	England
Males	60.4 yrs	63.4 yrs
Females	61.2 yrs	63.8 yrs

Source: NLC Public Health Information Team

An estimated 1,740 under 18s in North Lincolnshire have a disability, of whom between a quarter and a third have additional special educational needs. For 1,100 of these children and young people, their condition is severe enough to make them eligible for Disability Living Allowance, although the number meeting the Equality Act definition of disability may be twice that. Future housing plans must take into account the needs of these young people in terms of both family housing as well as independent accommodation as they transition into adulthood.

Projected Adult Needs and Service Information (PANSI) produced by the Institute of Public Care sets out the number of people aged 18 to 64 predicted to have either a moderate or serious disability. The projections show that 9,993 people in this age band will have either a moderate or serious disability by 2035 and of these, 5,356 will have impaired mobility. These figures are based on prevalence rates applied to ONS population projections for the 18 to 64 age group.

There is no identifiable trend over time that applies across all age groups. The highest numbers of people expected to have a serious physical disability are those in the older age groups. Overall estimates show that approximately 6% of the population in 2019 have either a moderate or serious physical disability.

North Lincolnshire has a high performing adult social care service and:

- Our frail and elderly residents are more likely to be supported at home, with fewer admissions to long term residential care, and more vulnerable adults benefitting from community based services than elsewhere.
- More than 90% of people using North Lincolnshire's rehabilitation and reablement services post hospital discharge are still living independently at home more than 3 months later.
- Local people are less likely to experience a delayed discharge from hospital, and once discharged, are more likely to stay at home for longer. [29]

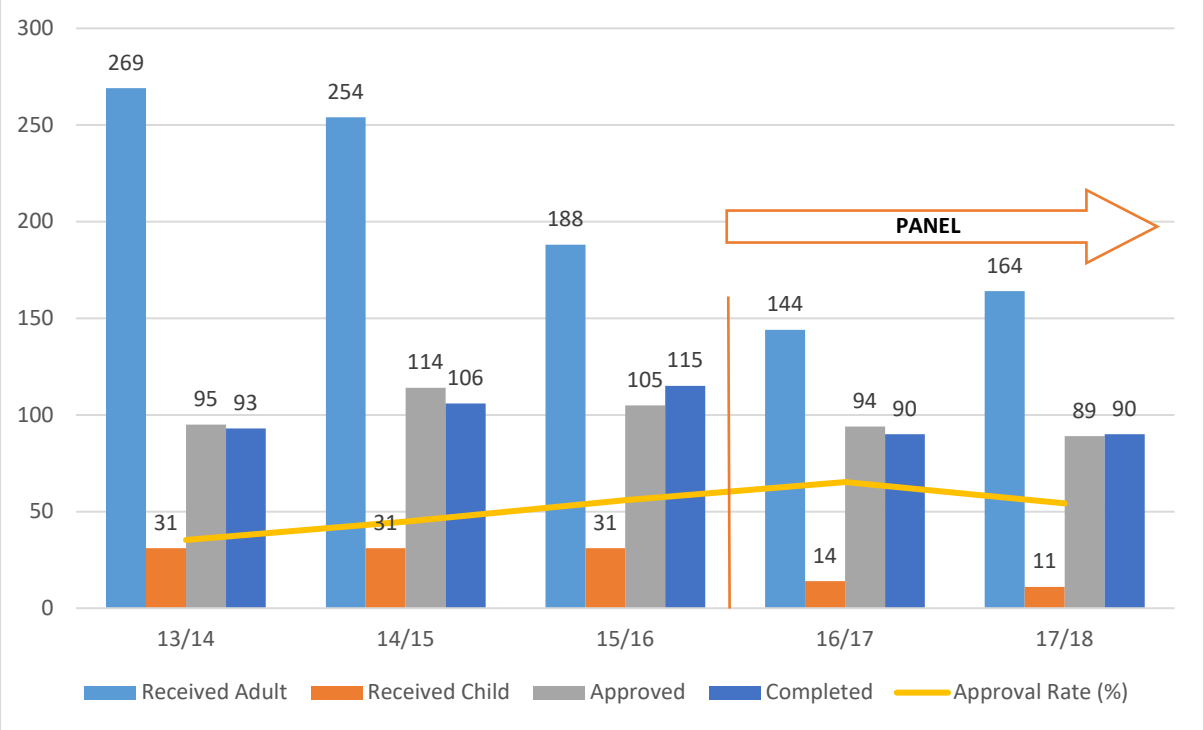
Reflected in future housing need, this suggests that more homes should be designed and built to better suit the needs of this group, or be capable of easy adaptation.

[29] North Lincolnshire Integrated Strategic Assessment 2019, https://s.northlincs.gov.uk/sa/

Adapting existing homes

The council has responsibility for allocating Disabled Facilities Grants (DFGs). These grants are for the provision of adaptations to disabled peoples' homes to help them to live independently for longer. The number of applications gives an indication of the amount of households needing to make adaptations to their homes in order to be able to remain living at home. Grant assistance can be sought to improve home access, bathing facilities, kitchen and safety issues, as well as to provide home extensions in some instances.

Graph 8.8: Total Disabled Facilities Grants recommendations, approvals and completions



Source: North Lincolnshire Council Private Sector Housing Team

Analysis of recommendations received by the Private Sector Housing Team (responsible for DFGs) is shown in Graph 8.8. It is clear that since 2013/14 the number of grant recommendations for DFGs has fallen, with a small increase in recommendations most recently in 2017/18.

DFG recommendations in the cases of children have been stable since 2013/14, but halved in 2016/17 followed by another slight dip in 2017/18 in conjunction with the introduction of the DFG decision making panel. Overall, across this five year period the number of DFG recommendations for adults has fallen by 39.0% and for children it has dropped by a significant 64.5%.

Although the actual number of DFG approvals has fallen year on year since 2014/15, the rate of approvals has steadily increased from 35.3% in 2013/14 to 65.3% in 2016/17, with a slight dip to 54.3% most recently in 2017/18. The number of DFG schemes completed has remained relatively stable during this five year period with levels very similar to the number of approvals each year. However, it is acknowledged that there will be some lag between the receipt of a DFG application and its completion, particularly where any extensive building work is involved.

Graph 8.9: Completed Disabled Facilities Grants by value

Source: North Lincolnshire Council Private Sector Housing Team

The majority of DFGs approved for schemes completed over this five year period were between £5,001 and £15,000 in value, as illustrated in Graph 8.9. However, the DFG value for completed schemes has generally increased since 2013/14, with a greater proportion each year in the £15,001 to £30,000 bracket. Most recently over a third (36.0%) of completed works were carried out with grants of between £15,001 and £30,000 in value. For the first time in 2017/18 there were some schemes completed with a DFG value of over £30,000. The majority of DFG applicants for both adults and children are owner occupiers.

There are many reasons why DFG applications do not proceed to the grant approval stage with adaptations being made. DFGs for adults are means tested, in some instances the amount of contribution sought from an applicant leads to the applicant withdrawing the application as they cannot afford the amount, or applicants decide to fully fund the works themselves. Some residents manage to move to a home that better suits their needs so no longer need adaptations. However, there is considerable pressure from demand on the limited number of fully adapted houses within both the social and market housing stock.

Of all adaptations that have been completed, analysis reveals that approximately 53% are for level access showers. It may be worth developers considering providing these as standard in bungalows, ground floor flats or apartment developments with lift access, or where there are multiple bathrooms in a home, ensuring that at least one has level access showering facilities.

Property access such as ramps account for approximately 20% of all adaptations as do stair-lifts. Other types of adaptation include; kitchen improvements, other bathroom adaptations, extensions, through floor lifts, fencing/ safety issues, ceiling track hoists, wet-rooms and safe-rooms.

The Home Choice Lincs housing register reveals the prevalence of medical reasons given for households needing to move (shown in Table 8.10), and suggests that the most common reason is difficulties in accessing part of their home. The number of applicants of all ages (not just the elderly) requiring adapted properties is 343 (or 10.6% of all households on the register). 152 households on the register use outdoor wheelchairs only, and 99 use wheelchairs both indoors and outdoors.

Table 8.10: Further detail on medical reasons for moving

Need to move because they have difficulty accessing any part of their home	276	8.5%
Due to external stairs	60	1.9%
Unable to access an upstairs bedroom	96	3.0%
Unable to access the bathroom or bathing facilities	116	3.6%
Unable to access the toilet	54	1.7%
Unable to be discharged from hospital	8	0.2%
Welfare	16	0.5%
Need to move to give or receive care	219	6.8%
Need an extra room for a carer	51	1.6%
Total Register	3231	

Source: Home Choice Lincs Register on March 2019

Over 45% of those households registered with Home Choice Lincs say that they have an illness, disability or impairment, however priority is only given for those whose current home does not meet their need. The need for adapted accommodation by household type and size is shown in Tables 8.11 and 8.12. These figures show that older people are the group most commonly in need of adapted homes, and that by far one bedroom properties are the adapted property type in greatest demand.

Table: 8.11 Need for adapted homes by household type

Household Type	**No.**
Lone Parent	28
Multi Adult no Children	39
Multi Adult with Children	44
Older People	195
Single Adults	37
Total	343

Source: Home Choice Lincs Register March 2019

Table 8.12: Size of adapted property required

Number of Bedrooms needed	**No.**
One Bed	222
Two Bed	63
Three Bed	45
Four Bed	12
Five Bed	1
Total	343

Source: Home Choice Lincs Register March 2019

The Home Choice Lincs partners aim is to minimise the number of adapted homes either allocated to households that do not need the adaptations or reduce the number where adaptations are removed in order to let a property, as Registered Social Landlords cannot afford to leave properties empty.

In 2017-18, 18 people with a physical disability were accepted by the authority as homeless – 22% of all homeless acceptances. This category of vulnerability includes anyone with significant health issues. This is a common reason for people being accepted as homeless.

The evidence points to the need to develop more homes that are suitable for disabled people, including lifetime homes that are more easily adapted at all life stages and meeting the requirements of Part M(2) Category 2 Accessible and adaptable dwellings or Part M(3) Category 3 Wheelchair user dwellings of the Building Regulations. Good, level access to bathing facilities are key to enabling people to remain living in their own homes.

Mental health and wellbeing

The North Lincolnshire Integrated Strategic Assessment 2019 (ISA)[30] highlights the Council's ambition for people to be able to live well for longer and enjoy good mental wellbeing. Adults in contact with secondary mental health services in North Lincolnshire are more likely to be living independently in the community (77%) than the England average (57%).

Adults with a serious mental illness, including psychotic illnesses, are at particularly high risk of developing potentially avoidable long term physical conditions and of dying prematurely from preventable conditions. In North Lincolnshire, excess deaths amongst this group are above the national rate.

In March 2019 there were 3,231 households on the Home Choice Lincs housing register looking for accommodation in North Lincolnshire. Of these, 155 households with a local connection indicated that one or more members had a mental health problem that needed to be taken into account for their rehousing. Further analysis is required to understand the types of households affected and where they want to live.

The number of people aged 18-64 with a mental health problem is predicted to slightly decrease in North Lincolnshire over the next 15 years, according to POPPI projections. Despite this, there is still expected to be just over 17,000 people with a common mental disorder in 2035 (some 17,711 people aged 18-64).

In contrast, when looking at those over 65, the prevalence of mental illness is expected to increase over time. The number of people with depression amongst the 65+ age group is expected to increase by 37% from 3,151 in 2019 to 4,320 in 2035. The number of people with severe depression is also expected to increase by 40% from 984 to 1,378 over the same period.

As shown in the housing section for older people, there is a clear need for housing and housing-related support to take into account the increased numbers of people expected to be suffering from mental ill health, including dementia, particularly as our ageing population increases. This will include exploring options for more extra care facilities in the area and specialist accommodation and support for people suffering from dementia.

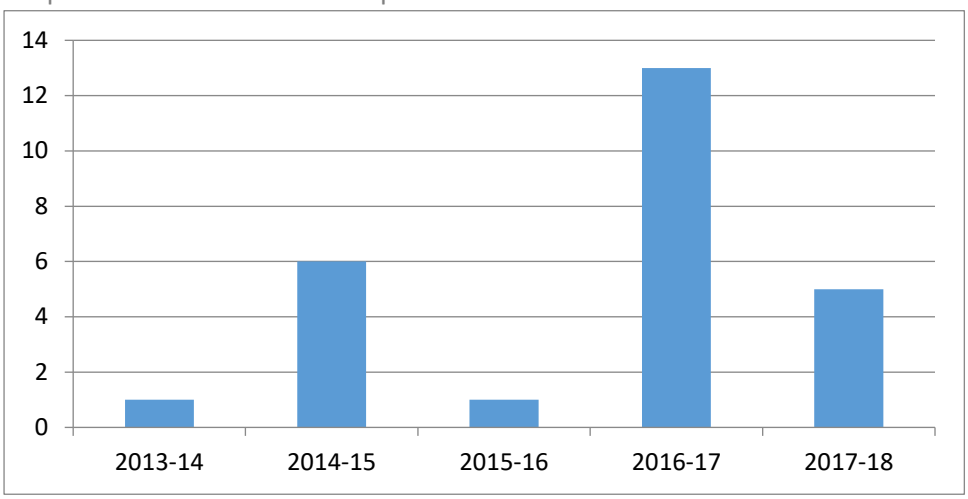
Mental health and homelessness is closely linked in many ways. Poor housing has a detrimental impact on many aspects of health and in particular exacerbates mental health illnesses of people

[30] North Lincolnshire Integrated Strategic Assessment 2019, https://s.northlincs.gov.uk/sa/

housed in poor quality accommodation which does not meet their needs. Housing stresses such as overcrowding, dampness and multiple-occupancy has an impact on personal wellbeing and in particular has considerable impact on those already suffering from mental illness.

Those with Chronic Mental Health conditions require specialist accommodation with support and cannot always share accommodation. Many of those with a mental health condition have a history of offending and involvement with the Crown Prosecution Service. Past behaviours have a big impact and stigma that prevent many of these people obtaining housing, which in turn can prevent rehabilitation. Insecure or poor housing circumstances can increase the likelihood of re-offending. The council is looking to collaboratively work to prevent the exclusion of this group of people. Those with mental health conditions have made up a significant proportion of those accepted as homeless, with a high of 12.3% of all acceptances in 2016/17 as shown in Figure 8.13.

Graph: 8.13 Homelessness acceptances for those with a mental illness



Source: NLC Housing Advice Team

The area does not have crisis accommodation for people with mental health issues, who many end up in inappropriate bed and breakfast accommodation whilst solutions are sought.

In the last couple of years there has been a loss of some units that were regularly used by people for short-term supported housing. On the supply side there is currently only one designated accommodation scheme specifically for people with a mental health problem in Ashby, Scunthorpe. This provides ten one bedroom flats with a commissioned service of housing-related support.

A private developer is currently converting a property in Scunthorpe to provide step down accommodation for those leaving hospital or residential care as a first step towards independent living in the community. In addition a number of people are expected to return to this area as part of the Transforming Care agenda- those in hospital or inappropriate accommodation outside of the North Lincolnshire administrative boundary. Therefore, the authority anticipates an increased future demand for suitable accommodation for this group.

Learning disability and Autistic Spectrum

People with a learning disability or on the Autistic Spectrum are a vulnerable group that require special consideration when it comes to housing provision. Those with very complex needs have often been placed in a residential care/ institutional care type situation, but many more are able to

live in the community either with family or in independent homes with or without support. There is a need to grow this community-based provision.

Adult social care outcomes framework indicator 1G shown in Table 8.14 measures the proportion of adults with learning disabilities who live in their own home or with their family. These are adults with a learning disability who live in stable and appropriate accommodation (% of working-age learning disabled clients aged 18-64) in 2017/18.

Table 8.14: Adult Social Care Outcomes Framework (ASCOF) indicator 1G

Adult Social Care Outcomes Framework (ASCOF) indicator 1G: *Proportion of working age (18-64) service users who received long-term support during the year with a primary support reason of learning disability support, who are living on their own or with their family (%)*			
	% Total	Male %	Female %
North Lincolnshire	76.4	76.6	76.1
Yorkshire and the Humber	80.9	80.6	81.4
England	77.2	76.9	77.8

Source: GOV UK-Measures from the Adult Social Care Outcomes Framework (ASCOF)

Since the Winterbourne Report[31i] local authorities have been seeking to move people out of long-term hospital type accommodation which is often outside the area, to local more community-based independent housing and settled accommodation. Ongo Homes developed a specialist scheme for people leaving hospitals in partnership with the council and health commissioners. Lessons learnt from this project will be applied to future developments that are likely to be needed for the next tranche of people needing to move.

NHS England, ADASS and the Local Government Association's 'Building the Right Home' guidance uses the Cabinet Office's definition of settled accommodation- namely accommodation in the community where individuals have security of tenure in the medium to long term. That definition includes multiple models: owner occupier schemes where individuals own or part-own their home; supported living services where people's needs are met by separate providers of housing and care; and tenancies in accommodation owned by friends, family or providers of social housing[32]. The key is that people are owner occupiers or tenants and can change their care provider without having to move.

The number of those with a learning disability between the ages of 18 to 64 living in North Lincolnshire is currently 2,426, with this expected to slightly reduce to 2,305 by 2035. Prediction rates have been applied by PANSI to ONS population projections of the 18 to 64 population. In addition the numbers over 65 are expected to increase as more people with a learning disability are expected to survive into old age.

A greater range of support and accommodation options, and in particular supported housing facilities are required for this group of people, which are explored in more detail in the Supported and Specialist Housing evidence base and plan[33].

[31] Winterbourne View – Time for Change Transforming the commissioning of services for people with learning disabilities and/or autism

[32] From Choice is Key – Where next for accommodation and support for people with learning disabilities. New Dialogues May 2017 ADASS Association of Directors of Adult Social Services

[33] Due to be published Spring 2020

Domestic Abuse

North Lincolnshire has one Women's Refuge with 7 self-contained units, including two that are big enough for larger families to use, and one which is wheelchair accessible. Further temporary accommodation can be accessed via the Housing Advice Team or the national network of Women's Refuges. The amount of specialist housing available for this group is not sufficient to meet current guidelines.

In 2017/ 18 there were 53 referrals to the local refuge with 70% of those coming from outside North Lincolnshire. A number of those fleeing domestic abuse will become homeless as a result- two households were accepted as homeless in 2017/ 18 and five in 2016/ 17.

During 2017/ 18 there were 12 women and 14 children accommodated in the Women's Refuge. The refuge advertises spaces only when women leave and does not operate a waiting list system, therefore it is difficult to ascertain the actual demand for bed spaces.

The government is making funds available to expand and enhance refuge accommodation, and those fleeing domestic abuse have been given extra tenancy protection through the requirement to give victims secure tenancies.

The Private Rented Sector

The private rented sector (PRS) has undergone a period of significant expansion over recent years, and now plays an important role in the operation of the wider housing market, offering an alternative to owner occupation and the social rented sector.

According to the Census the number of North Lincolnshire's households living in the PRS increased significantly from 5,188 in 2001 to 9,477 in 2011- an increase of 82.7%. This sector grew from accommodating 8.1% of households in 2001 to 13.4% in 2011.

Nevertheless, the private rented sector still comprises a relatively small proportion of households locally, and compares to 15.9% of households in the region and 16.8% nationally (Census 2011). Despite this, it is clear that this sector is experiencing significant growth.

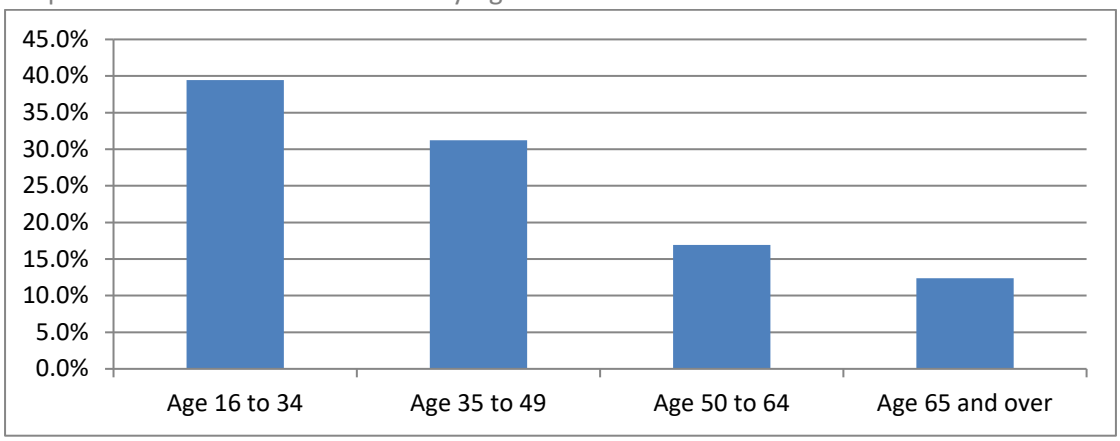
Town ward in Scunthorpe has the highest levels of private rented accommodation, with 25.6% of households her occupying this tenure. This is followed by the wards of Crosby and Park (18.6%), Ashby (14.7%), Burringham and Gunness (13.9%), Barton (13.0%) and Frodingham (12.6%)- proving that private rented accommodation tends to be concentrated in urban areas. The lowest levels of private rented accommodation are seen in Axholme South (5.7%), Bottesford (6.7%) and Axholme Central (8.2%). Table 5.4 on page 29 of this report shows the tenure composition by ward dataset from Census 2011 in further detail.

Findings from previous studies and consultations have highlighted issues with the quality of some of the private rented accommodation in North Lincolnshire. Although this is not a reflection of the private rented stock overall, further work is necessary to assess the quality of some private rented homes, particularly focussing on those areas where there are higher concentrations of private rented accommodation.

There is a clear demand from potential occupants for privately rented accommodation in this area, given that this sector already accommodates nearly 14% of all households. Graph 8.15 identifies the

age profile of PRS tenants in North Lincolnshire, demonstrating that demand is expected to arise particularly from young people in their twenties and thirties.

Graph 8.15: Private Rented Tenants by Age



Source: Census 2011

The extent to which households with affordable housing needs occupy housing in the private rented sector can be estimated using the latest data release from the Department for Work and Pensions (May 2018). Table 8.16 shows the number of local housing benefit recipients within huseholds residing in private rented accommodation in North Lincolnshire compared to regionally and nationally.

Table 8.16: Rented Tenure of Housing Benefit Claimants

	All Housing Benefit claimants	Tenure Type	
		Social Rented Sector	Private Rented Sector
North Lincolnshire	9,170	69.4%	30.6%
Yorkshire and The Humber	365,150	69.9%	30.1%
Great Britain	4,177,820	70.4%	29.5%

Source: ONS Housing Benefit Caseload Data, May 2018

Generally in North Lincolnshire, housing benefit claimants are slightly more likely to access housing through the private rented sector, compared to the regional and national averages. Evidently therefore, the private rented sector also plays an important role in meeting affordable housing need in North Lincolnshire.

Gypsy and traveller accommodation needs

The North Lincolnshire Gypsy and Travelling Showperson Accommodation Need Assessment was produced by the council in 2017. It takes account of recent changes in policy and aims to provide a comprehensive assessment of the current and future accommodation needs of Gypsies, Travellers and Travelling Showpeople across North Lincolnshire. This information can be used as part of the evidence base shaping relevant planning policies in the emerging Local Plan, and inform planning decisions such as planning applications for permanent and transit pitches. It updates and replaces

the North Lincolnshire Gypsy and Traveller Accommodation Needs Assessment 2012 – 2017, approved by the council in August 2012.

According to Census 2011, in North Lincolnshire 90 people identified themselves as White: Gypsy or Irish Traveller, equating to 0.1% of the total population. There are 4 private sites in North Lincolnshire with planning permission providing a total of 36 permanent pitches and 20 transit pitches. There are no public sites in North Lincolnshire, and there were a total of 60 single or multiple households recorded on unauthorised encampments in 2017.

The key objective of the accommodation need assessment is to establish the overall net need for both current and future accommodation for Gypsies and Travellers, and for travelling showpeople- the number of households whose accommodations needs are unmet. This is estimated by comparing the amount of pitches currently available for occupation against the current and future needs of the population.

The residential and transit pitch requirements for Gypsies and Travellers, and for travelling showpeople are identified separately, and the accommodation need is identified for the period 2018 to 2023. The assessment found that:

- There is no requirement for extra residential pitches;
- Transit pitches were available for those in need of one in 2017 and therefore it is assumed that no further piches will be needed during this period; and
- There were no Travelling Showpeople identified in North Lincolnshire meeting the planning definition of a travelling showperson, and so there is no current or future need for additional pitches.

Self-Build and Custom Build

The government wants to enable more people to build or commission their own home and wants to make this form of housing a mainstream housing option.

The Self-Build and Custom Housebuilding Act 2015, places a duty on local authorities in England to keep, and have regard to, a register of people and groups interested in self-build and custom build housing. As required, the council maintains a Self-Build and Custom Build register[34] enabling people to express an interest in serviced sites. It helps to inform the council about the level of demand for these types of homes in North Lincolnshire, providing information on the demand for custom build plots in the area- where people would like their plot to be located, and the type of home that they would like to build. This information may also help to inform and shape housing and planning policies to assist self and custom build housing projects, and to explore options to bring interested parties and plots together.

Since the inception of the scheme there have been 14 Self-Build and Custom Build queries in North Lincolnshire, the majority of which were for detached houses.

[34] http://www.northlincs.gov.uk/planning-and-environment/planning-policy/planning-policy-registers/self-build-and-custom-build-register/

Student accommodation

Census 2011 shows that there were no full-time student household types in North Lincolnshire, reflecting the fact that North Lincolnshire does not currently have a university.

However, North Lindsey College is a further education college based in Scunthorpe and has a university centre with approaching 1,000 students. Work has now begun to transform the former North Lincolnshire Council Civic Centre offices in Scunthorpe into a university campus. Phase one of the redevelopment is now complete with phase two (conversion of the remaining two floors into additional study spaces, digital, engineering and construction laboratories and a conference suite), expected to be finished in Summer 2020. North Lindsey College in partnership with Lincoln University, intends to become one of the first Institutes of Technology in the UK, re-locating its existing undergraduate programmes to the new premises. The building opened to the first cohort of students in September 2019 and when fully complete will deliver 1,500 university places, potentially increasing demand for student accommodation in the town. Consequently, student accommodation is a specialised type of housing that must now be considered in terms of planning policy as well as its contribution to future housing provision in the area.

Affordable Housing

Governement guidance recommends that strategic policy-making authorities establish the unmet (gross) need for affordable housing by assessing past trends and current estimates of:

- The number of homeless households
- The number of those in priority need who are currently housed in temporary accommodation
- The number of households in over-crowded housing
- The number of concealed households
- The number of existing affordable housing tenants in need (i.e. those householders currently housed in unsuitable dwellings); and
- The number of households from other tenures in need, and those that cannot afford their own homes, either to rent, or to own, where that is their aspiration[35].

Projections of affordable housing need should reflect new household formation, the proportion of newly forming households unable to buy or rent in the market area, and an estimate of the number of existing households falling into need. This process will need to identify the minimum household income required to access lower quartile (entry level) market housing. It can then assess what proportion of newly-forming households will be unable to access market housing.

Total newly arising affordable housing need (gross per year) = (the number of newly forming households x the proportion unable to afford market housing) + existing households falling into need

There will be a current supply of housing stock that can be used to accommodate households in affordable housing need as well as future supply. Assessing the total affordable housing supply requires the identification of:

[35] **https://www.gov.uk/guidance/housing-and-economic-development-needs-assessments** viewed on 4 September 2019

- the number of affordable dwellings that are going to be vacated by current occupiers that are fit for use by other households in need;
- suitable surplus stock (vacant properties); and
- the committed supply of new net affordable homes at the point of the assessment (number and size).

Strategic policy-makers will need to look at the current stock of houses taking into account their size and assess whether these match present and future needs.

The total need for affordable housing should then be converted into annual flows by calculating the total net need (subtract total available stock from total gross need) and converting total net need into an annual flow based on the plan period.

The total affordable housing need can then be considered in the context of its likely delivery as a proportion of mixed market and affordable housing developments, taking into account the probable percentage of affordable housing to be delivered by eligible market led housing developments. An increase in the total amount of housing proposed in the Local Plan may need to be considered where it could help to deliver the required number of affordable homes.

Calculating Affordable Housing Need

Stage 1: Current unmet housing need (gross backlog)

The PPG sets out the different types of households that are considered to be in affordable housing need as follows:

- Homeless households or insecure tenure (e.g. housing that is too expensive compared to disposable income).
- Households where there is a mismatch between the accommodation required and the actual dwelling (e.g. overcrowded households).
- Households containing people with social or physical impairment or other specific needs living in unsuitable dwellings (e.g. accessed via steps) which cannot be made suitable in-situ.
- Households that lack basic facilities (e.g. a bathroom or kitchen) and those subject to major disrepair or that are unfit for habitation.
- Households containing people with particular social needs (e.g. escaping harassment) which cannot be resolved except through a move.

This list of potential households in need is expanded upon in paragraph 24 of the PPG, which provides a list of the categories to consider when assessing current need. This assessment seeks to follow this list with Table 8.17 specifying the dataset used in each part of the assessment.

Table 8.17: Main Sources for assessing the Current Unmet Need for Affordable Housing

	Source	Notes	Stage in assessment
Homeless households	Home Choice Lincs Register	Households within North Lincolnshire currently registered on the Home Choice Lincs (CBL) waiting list for affordable housing that have been accepted as statutory homeless by North Lincolnshire Council.	**1.1**
Those in priority need who are currently housed in temporary accommodation	Home Choice Lincs Register	Households within North Lincolnshire currently registered on the CBL waiting list for affordable housing and are currently accommodated within temporary accommodation.	**1.1**
Households in overcrowded housing and concealed households	Home Choice Lincs Register	Households within North Lincolnshire currently registered on the CBL waiting list for affordable housing that are identified as overcrowded, in shared accommodation or lodgings.	**1.2**
Other Groups	Home Choice Lincs Register	Remaining households within North Lincolnshire currently registered on the CBL waiting list for affordable housing (not including owner occupied households and full-time equivalent households in Band 4)	**1.3a**
Transfers	Home Choice Lincs Register	Households within North Lincolnshire currently registered on the CBL register as transferring.	**1.3b**

Table 8.18 shows the initial estimate of the number of households who potentially have a current housing need. These figures are before any consideration of affordability has been made and has been termed 'the number of households in unsuitable housing'. Overall, the analysis suggests that there are currently some 2,087 households living in unsuitable housing (or without housing) in the North Lincolnshire HMA, as shown below.

Step 1.1

These are homeless households registered on Home Choice Lincs and/ or those who are in priority need who are currently housed in temporary accommodation.

Step 1.2

These are overcrowded or concealed households who receive priority for rehousing with Home Choice Lincs.

Step 1.3a

This figure is the remainder of those on the housing register, once those in Steps 1.1 and 1.2 have been removed.

Also minus Step 1.3b

This step removes those applicants on the housing register who are transferring from one social housing unit to another who are in the lower need bands. Those who are transferring with a higher

need are still recorded at Steps 1.1 and 1.2, and the homes they release for re-let are accounted for at Step 3.1.

Table 8.18: Stage 1 of the Affordable Housing Assessment – current need at March 2019

Stage 1	Households
1.1 Homeless households (Statutory Homeless by LA on CBL) and those in temporary accommodation (on CBL)	78
1.2 Overcrowding and concealed households	287
1.3a Other groups	2,552
1.3b CBL Transfers only for households that are in appropriate accommodation.	830
1.4 Total current housing need (gross) (1.1+1.2+1.3a)-1.3b	**2,087**

Source: CBL 26/03/2019

Stage 2: Total newly arising affordable housing need (gross per year)

This stage of the needs assessment model estimates the scale of newly arising need. The estimate is based on the proportion of newly forming households unable to buy or rent in the market area, and an estimation of the number of existing households falling into need.

Step 2.1 New household formation

This section estimates the number of new households likely to form per annum. PPG identifies that the government's national household projections should provide the starting point for overall housing need, and that the 2014 -2039 Household Projections are the most up to date estimate of future household growth. However, when considering the number of newly arising households likely to be in affordable housing need, PPG recommends a gross annual estimate, suggesting that the total need for affordable housing should be converted into annual flows.

The latest household projections show that between 2016 and 2036 there will be 7,057 new households. Factoring in the vacancy rate of 3.4, this equates to 7,297 new dwellings equal to 365 new households in need per annum. This household projection figure will therefore be used in the calculation of affordable housing need.

Step 2.2 Proportion of households unable to buy or rent in the market

The total number of newly forming households includes households who are likely to be able to afford to meet their housing requirements in the private sector at market prices.

The proportion that cannot afford market prices has been calculated using the North Lincolnshire average lower quartile private rent price along with the affordability threshold of rent totalling no more than 33% of income. According to Shelter and the Joseph Rowntree Foundation, spending more than a third of your disposable income on rent or a mortgage means you may not be able to afford other basic needs. This gives the salary required to afford market prices.

For the purpose of this assessment the average lower quartile rent price based on the cost of rental in the market place has been used as being lower than buying has been used. Taking the average lower quartile house price in North Lincolnshire in 2014 at £93,000, and applying the standard mortgage multiplier of 3.5 times annual salary this gives a required annual income of £26,571 to be able to buy a market house. However, taking the average lower quartile rent price of £400 per

month (£4,800 per annum) and applying the 33% affordability calculation gives an income of £14,545 required to access market housing.

Looking further at housing affordability for newly forming households, data from the council's Household Survey 2012 has been taken and compared with analysis of the English Housing Survey data at a national level. This establishes that the average income of newly forming households is around 84% of that for all households. Therefore, the overall household income data has been adjusted to reflect the lower average income.

Table 8.19: Adjusted distribution of household income in North Lincolnshire

Household Income	Adjusted Household Income to 84% of Household income	% of Households in each income bracket
£15,000	<£12,600	26.0%
£15,000 - £19,999	£12,600 - £16,799	7.9%
£20,000 - £29,999	£16,800 - £25,199	24.4%
£30,000 - £39,999	£25,200 - £33,599	17.1%
£40,000 - £49,999	£33,600 - £41,999	12.4%
£50,000 - £59,999	£42,000 - £50,399	5.8%
£60,000 - £69,999	£50,400 - £58,799	2.8%
£70,000 - £99,999	£58,800 - £83,999	2.7%
£100,000 - £149,999	£84,000 - 125,999	0.8%
£150,000 +	£126,000+	0.2%

Source: Experian 2014/ affordability analysis

This adjusted household income in Table 8.19 shows that 26% of households do not have an income equal to or above £12,600. Pro-rating the next income band (£12,600-£16,799) a further 4% have an income between £12,600 and £14,545 (required to access market housing). Combining these together gives a total of 30% of households unable to afford the average rental price in North Lincolnshire HMA, resulting in an average of 110 new households per year with a need for affordable housing up to 2036 as shown in Table 8.20.

Table 8.20: Estimated level of affordable housing need for newly forming households

	Number of new households	% unable to afford	Total in need per annum
North Lincolnshire	365	30%	110

Step 2.3 Existing households falling into need

The next element of newly arising need is existing households falling into need. This is an estimate of the number of households currently living independently in North Lincolnshire HMA whose circumstances will change such to create a requirement for affordable housing.

To assess this information from the housing register Home Choice Lincs has been used. Households who have been housed over the year 2015 – 2016 have been considered. From this total any newly forming households (e.g. those currently living with family) as well as households who have transferred from another social rented property have been discounted.

Using this calculation the estimate of existing households falling into need would be 563 per annum, as set out in Table 8.21.

Table 8.21: Estimated level of existing households falling into need

(A)Households registered on the Home Choice Lincs (CBL) waiting list for affordable housing that have been housed in the financial year 2015/2016	(B) Transfers from another social rented property	(C) Hidden newly forming households (previously living with family, living with friends or living in Care (Children's Home/foster care)	Number of existing households falling into need (Total = A-B-C)
816	15	238	563

Source: Home Choice Lincs Register, as of 20 May 2016

Step 2.4 Total newly arising housing need (gross per year)

NPPG states that calculating the total newly arising affordable housing need (gross per year) involves- multiplying stage 2.1 (the number of newly forming households) by step 2.2 (the proportion unable to afford market housing). This figure should then be added to step 2.3 (existing households falling into need). Table 8.22 summarises this calculation.

Table 8.22: Total newly arising affordable housing need (gross per year)

Step	Total
2.1 New household formation (gross per year)	365
2.2 Proportion of new households unable to buy or rent in the market	30% (110)
2.3 Existing households falling into need	563
2.4 Total newly arising housing need (gross per year) (2.2 +2.3)	**673**

Stage 3: Current and future affordable housing supply

Total affordable housing stock

The PPG indicates there will be a current supply of housing stock that can be used to accommodate households in affordable housing, as well as future supply. To determine the total affordable housing supply requires a review of the current housing stock by:

- Identifying the number of affordable dwellings that are going to be vacated by current occupiers and are fit for use by other households in need.
- Identifying surplus housing stock.
- Identifying the committed supply of new affordable homes (social rented and intermediate housing) at the point of the assessment (number and size).
- Identifying accommodation to be taken out of management (demolition or replacement schemes that lead to net losses of stock).

The PPG sets out that the total affordable housing stock is calculated by adding together the number of dwellings currently occupied by households in need with any surplus stock that can be brought back into use; and the committed additional housing stock at the point of the assessment. Any current affordable housing stock to be taken out of management should be subtracted from this total.

Table 8.23 shows these figures for North Lincolnshire, and the calculation which identifies the total affordable housing stock. Potentially there are 531 affordable dwellings that could help meet affordable housing need.

Table 8.23: Total affordable housing stock available

Step	Description	Number
3.1 Affordable dwellings occupied by households in need	This figure relates to those homes released by households transferring (1.1 and 1.2 accounted for in step 1.3b to create net need)	62
3.2 Surplus stock	Surplus housing stock – (October 2016 Long term empties list minus demolitions)	12
3.3 Committed supply of new affordable housing	The committed supply of new affordable units, (social rented and intermediate housing) at the point of the assessment plus secured affordable housing S106 financial contributions through the planning system divided by an equivalent HCA rate per unit of £25,000	504
3.4 Units to be taken out of management	Demolition or replacement schemes that lead to net losses of stock	47
3.5 Total affordable housing stock available (3.1+3.2+3.3-3.4)		**531**

Step 3.3 includes the development programmes of affordable housing providers (RSLs, developers, and local authorities), Regeneration\ Pathfinder Schemes, and includes conversions and intermediate housing products, plus units expected via S106 commitments.

Future Supply of Affordable Homes

The future supply of affordable housing is the flow of affordable housing arising from the existing stock that is available to meet future need. It is split between the annual supply of social re-lets and the annual supply of re-lets/ sales within the intermediate sector.

PPG is clear that the average number of social re-lets (net) should be calculated on the basis of past trends (generally the average number of re-lets over the previous three years should be taken as the predicted annual levels).

For the purposes of this assessment information from the Continuous Recording system (CoRe), a national information source on social rented lettings has been used to establish past patterns of social housing turnover. Table 8.24 shows the three year average of social re-lets in North Lincolnshire.

Table 8.24: Annual supply of social re-lets (net)

	Annual supply of social re-lets (net)
2013/14	728
2014/15	899
2015/16	848
Average	825

Source: CORE 2013/14, 2014/15, 2015/16

The PPG clarifies that the future annual supply of affordable housing units is the sum of social re-lets (825 per annum as shown in Table 8.24) and intermediate affordable units that are re-let or sold. The future supply of intermediate affordable units average 3 per year, giving a future annual supply of affordable units of 828.

Table 8.25 summarises Stage 3 of the assessment, which considers the current and future affordable housing supply.

Table 8.25: Affordable housing stock available

Step	Total
3.1 Affordable dwellings occupied by households in need	**62**
3.2 Surplus stock	**12**
3.3 Committed supply of new affordable housing	**504**
3.4 Units to be taken out of management	**47**
3.5 Total affordable housing stock available (3.1+3.2+3.3-3.4)	**531**
3.6 Annual supply of social re-lets (net)	**825**
3.7 Annual supply of intermediate affordable housing available for re-let or resale at sub market levels	**3**
3.8 Annual supply of affordable housing (3.6+3.7)	**828**

The guidance states the total need for affordable housing is converted into annual flows by calculating the total net need (subtracting total available stock from total gross need) and converting the total net need into an annual flow to establish an aggregate estimate of net annual housing need.Table 8.26 shows this calculation resulting in an net need of 156 households per year across the North Lincolnshire HMA who will require support in meeting their housing needs.

Table 8.26: Net annual housing need

	Dwellings
Total Net Need = Step 1.4 - Step 3.5	**1,556**
Annual Flow (20% of total net need)	311
Net annual housing need = (Step 2.4 + Annual Flow) – Step 3.8)	**156**

Net Affordable Housing Need

Table 8.27 shows the overall calculation of annual affordable housing need in North Lincolnshire. The net need calculated as follows:

Table 8.27: Net Need = Current Need + Need from newly-forming Households + Existing Households falling into Need – Supply of Affordable Housing

Stage	Dwellings
1.1 Homeless households (Statutory Homeless by LA on CBL) and those in temporary accommodation (on CBL)	78
1.2 Overcrowding and concealed households	287
1.3a Other groups	2,552
1.3b (CBL transfers only for households that are in appropriate accommodation)	830
1.4 Total current housing need (gross) (1.1+1.2+1.3a)-1.3b	**2,087**
2.1 New household formation (gross per year)	365
2.2 Proportion of new households unable to buy or rent in the market	110
2.3 Existing households falling into need	563
2.4 Total newly arising housing need (gross per year) (2.2 +2.3)	**673**
3.1 Affordable dwellings occupied by households in need	62
3.2 Surplus stock	12
3.3 Committed supply of new affordable housing	504
3.4 Units to be taken out of management	47
3.5 Total affordable housing stock available (3.1+3.2+3.3-3.4)	**531**
3.6 Annual supply of social re-lets (net)	825
3.7 Annual supply of intermediate affordable housing available for re-let or resale at sub market levels	3
3.8 Annual supply of affordable housing (3.6+3.7)	**828**
Total Net Need = Step 1.4 - Step 3.5	**1,556**
Annual Flow (20%of total net need)	311
Net annual housing need = (Step 2.4 + Annual Flow) - Step 3.8)	**156**

Need for Different Types of Affordable Housing

As well as considering the number of homes required it is also prudent to consider the potential role of intermediate housing in meeting indentified affordable housing need. The number and proportion of households in need of affordable housing that are likely to be able to afford an intermediate housing product should be considered, alongside those for which only social rented housing (including specialist housing for those with support needs such as older people) is affordable.

For the purposes of this report, it has been assumed that all households with an income which would allow them to afford 80% or more of market rent would represent the potential market for intermediate housing products. Given this, the following two categories have been defined:

- Households who can afford 80% or more of market rent levels– this includes equity based intermediate products such as shared ownership and shared equity homes (termed intermediate housing products);
- Households who cannot afford 80% of market rent levels, or would require housing benefit or an increased level of housing benefit to do so, including specialist housing for those with support needs.

Table 8.28 sets out the estimated annual need for intermediate affordable housing.

Table 8.28: Need for intermediate affordable housing

Households	Afford 80% of market rents	Notes
Lone Parents, Single Adults and Single Older People (not owner occupiers)	238	Households within North Lincolnshire registered on Home Choice Lincs (CBL) lowest band (Band 4).
Full-time equivalents	285	Households within North Lincolnshire registered on Home Choice Lincs (CBL) working 30 hours or more in Bands 1, 2 and 3.
Part-time (couples)	128	Households within North Lincolnshire registered on Home Choice Lincs (CBL) lowest band (Band 4).
Owner Occupiers (retired)	6	Households within North Lincolnshire registered on Home Choice Lincs (CBL) Bands 1, 2 and 3.
Total	**657**	
Total current housing need (gross)	2,087	
Proportion of need	**31%**	

Given this, it is considered a reasonable response to consider the figures in Table 8.28 as being broadly reflective of the need for intermediate housing products. However, it is important to acknowledge that many of these households with a modest income may not be able to afford intermediate housing as they have insufficient savings to cover a deposit. The remaining 69% of households are unable to afford 80% of market rents and therefore are in need of social housing products.

Meeting Affordable Housing Need

Affordable housing is delivered through two main channels, of which one is impacted on by the direct delivery of overall market housing through S106 agreements and the other is directly influenced by the various government HCA capital funded programmes.

It is expected that the affordable housing contributions will help in meeting the identified housing needs. However, it is accepted that in some circumstances due to financial viability, it may not be possible to meet affordable housing requirements in full.

Affordable housing contributions from market housing developments – either as on-site provision or a cash payment – are often viewed as an additional cost or subsidy that the developer must pay. If a developer believes that the cost of providing affordable housing is likely to undermine the economics of a scheme – effectively making the site undevelopable – then viability will become an issue. The council's approach to negotiating affordable housing contributions acknowledges the importance of financial viability and its role as a material planning consideration.

Over the five year period 2011 to 2016 the government created the main Affordable Housing Programme as well as other specific affordable housing programmes including the Empty Homes programme, the Place of Change programme and the Care and Support Specialist Housing programme, all of which North Lincolnshire Council partners bided successfully for and delivered during this time.

The (former) Homes and Community Agency, now Homes England programmes have helped keep the overall number of completed affordable homes per year at reasonable levels, with two out of the last five financial years seeing over 120 homes completed, as shown in Table 8.28. The number of homes secured and built as a result of Section 106 agreements has continued to be low due to the reduced amount of large housing developments being built in North Lincolnshire which trigger the requirement for S106s.

Meeting all of the identified need for affordable homes in North Lincolnshire (156 dwellings per annum) will be challenging, particularly with regard to the recent numbers of affordable housing completions recorded, detailed in Table 8.29. Since 2014/ 15 the number of affordable houses constructed in North Lincolnshire has fallen. Fewer than half the identified annual affordable housing need figure of 156 have been delivered during each of the past three years. The average number of affordable homes built in North Lincolnshire over this five year period is 91 dwellings per year.

Table 8.29: North Lincolnshire Affordable Housing Completions 2013-2018 by Product Type

	2013-14	2014-15	2015-16	2016-17	2017-18	Totals
Social Rent	12	26	3	10	8	**59**
Affordable Rent	96	106	65	39	52	**328**
Intermediate Rent	0	0	3	0	0	**3**
Shared Ownership	0	0	0	10	0	**10**
Affordable Home Ownership	16	1	0	0	9	**26**
Totals	**124**	**133**	**71**	**59**	**69**	

Source: Affordable housing supply statistics (AHS) 2018-19, Ministry of Housing, Communities and Local Government, 20/11/2019

In developing local plans, a potential policy issue is the extent to which the plan makes provision for meeting the identified affordable housing need, in accordance with paragraph 47 in the NPPF. The PPG states that:

"*The total affordable housing need should then be considered in the context of its likely delivery as a proportion of mixed market and affordable housing developments, given the probable percentage of affordable housing to be delivered by market led developments. An increase in the total housing*

figures included in the local plan should be considered where it could help deliver the required number of affordable homes".[36]

The important contribution made by the private rented sector (PRS) in meeting the housing needs of families in North Lincolnshire is recognised. The PRS does go some way to plug the gap that exists locally in meeting affordable housing need. Given the level of need now identified, the PRS will likely continue to be relied upon to make up any shortfall in the future. However it should be recognised that the PRS does not provide secure tenancies, and that standards within the sector vary. Furthermore there are households with specific housing needs who may not be able to find suitable accommodation with in the PRS. It is not considered appropriate to treat this sector as a form of affordable housing and subtract it from the identified annual affordable housing need figure of 156 homes per annum.

[36] Para 008 https://www.gov.uk/guidance/housing-needs-of-different-groups

Appendix 1- Objectively Assessed Need in Neighbouring Authorities

Authority	Objectively Assessed Need Evidence base	OAN	Local Plan Stage	Average housing requirement	Relationship with North Lincolnshire
Bassetlaw District Council	North Derbyshire and Bassetlaw SHMA- OAN Update published October 2017. Joint SHMA for North Derbyshire and Bassetlaw final report completed November 2013. Summary report for Bassetlaw District Council was completed in April 2014. The SHMA draws on a range of data sources including official statistics- results from the 2001 and 2011 Census, CLG household projections; and a household survey undertaken in	The Council consider that there is an OAN of between 340 and 417 homes per annum in Bassetlaw. The lower end of the range reflects the demographic need, and the higher end of the projection range is based on seeking to ensure that labour supply does not constrain economic growth. The lower OAN figure has been used to inform the five year land supply.	Core Strategy and Development Management Policies DPD were adopted December 2011. The Council is in the early stages of preparing the Bassetlaw Plan dealing with development in the area up to 2034. Consultation on the Initial Draft Bassetlaw Plan was completed in December 2016.	Core Strategy sets a target of 352 dwellings per annum (p76) Draft Bassetlaw Plan Part 1: Strategic Plan identifies a requirement of 390 dwellings per annum for the plan period 2018-2035 (p36).	Little/no evidence for a strong relationship with North Lincolnshire.

Authority	Objectively Assessed Need Evidence base	OAN	Local Plan Stage	Average housing requirement	Relationship with North Lincolnshire
	summer 2013 to inform the SHMA.				
Doncaster Metropolitan Council	Housing Need Assessment 2015 published in August 2015. Recalculation of the affordable housing need was carried out and an updated Housing Need Assessment published in March 2016. The overall OAHN remained unchanged but further analysis shows projection of the OAN baseline by settlement. The OAHN is based on the Government's sub-national household projections (SNHP2012) alongside anticipated housing need resulting from economic growth forecasts for the	The latest HNA shows that as a minimum, Doncaster can expect to have a baseline household growth rate of around 582 additional households per year across 2015-32. However, given economic growth forecasts for the Sheffield City Region and specifically Doncaster, household growth is likely to be higher. Considering the range of results from various modelling methods, as well as historic demand and market signals analysis, the HNA proposes that the OAHN for Doncaster is 920 homes per year	Core Strategy 2011 – 2028 formally adopted on 18 May 2012. Work has begun on a Local Plan. Consultation on draft policies, proposed sites and the supporting evidence base for inclusion in the Local Plan took place in Autumn 2018. Consideration of plan by Council- Early 2019 Publication- Feb/ Mar 2019 Submission to the Secretary of State- June 2019 Examination in Public- Summer 2019	Core Strategy states sufficient land will be provided to deliver a net addition of 1230 new homes each year 2011 – 2028 (20,910 in total) (Doncaster Council Core Strategy 2011 – 2028, p58). Target now replaced by the Local Plan target to address the Objectively Assessed Housing Need (920 pa over plan period 2015-2032, 15,640 homes in total).	The HNA concludes that Doncaster has a self-contained housing market area. North Lincolnshire is however, recognised as the second highest destination for people moving away from Doncaster. Doncaster's commuter flows information for 2011 shows 2,605 people travelling into Doncaster to work from North Lincolnshire, and 1,995 people travelling out of Doncaster to work in North Lincolnshire. This shows that there is a relatively strong relationship between

Authority	Objectively Assessed Need Evidence base	OAN	Local Plan Stage	Average housing requirement	Relationship with North Lincolnshire
	Sheffield City Region and specifically for Doncaster, shortfall in delivery against the SNHP2012 baseline and Doncaster's Empty Homes Strategy.	(15,640 in total from 2015 – 32).	Inspector's Report- Autumn 2019 Adoption- Winter 2019.		the two local authorities.
East Riding of Yorkshire Council	East Riding SHMA covers the period 2016-2021. The OAN section of the SHMA was informed by work undertaken by Justin Gardner Consultants (JGC) within the Hull and East Riding Joint Housing Needs Study published in December 2016.	The work undertaken by JGC confirms an OAN figure for East Riding of between 830 and 1,459 dwellings per annum. Whilst any figure within this range would be reasonable and justified, JGC advise that figures at the top end of the range may best reflect a reasonable view about the need for housing. This is because the higher level of need aligns better with their economic forecasts	A Strategy Document sets the overall strategic direction for the Local Plan. Adopted on 6 April 2016, it aims to steer new development across the area up to 2029, providing strategic policies to guide decisions on planning applications. An Allocations Document, allocating sites for development (including housing) was adopted on 27 July 2016.	Policy S5 in the Strategy Document identifies that provision will be made for at least 23,800 (net) additional dwellings (1,400 per annum) in the East Riding between 2012 and 2029.	There is evidence of some commuting flows between the two authorities. 2011 Census travel to work data shows that 1,119 people commute from East Riding to work in North Lincolnshire, and 1,107 North Lincolnshire residents work in East Riding.

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		and trends ensuring that there is not a workforce shortage in the future. Accordingly, the SHMA concludes that the current planned provision for 1,400 dwellings per annum in the Local Plan remains valid.			
Hull City Council	Hull and East Riding Joint Housing Needs Study undertaken by Justin Gardner Consultants (JGC) published in December 2016. This work provided a Joint Housing Need Study (HNS) for Hull and East Riding of Yorkshire Councils. The analysis in this report considers the OAN over the 16-year period from 2016 to 2032 – this is to be consistent with the plan	Hull and East Riding Joint Housing Need Study – December 2016. The main analysis is around OAN which concludes (annually over the 2016-32 period) the OAN to be: * Hull – 422-562 * East Riding – 830-1,459 * Hull & East Riding – 1,252-2,021	Following examination by a Planning Inspector the Hull Local Plan (submission draft) was found to be sound, subject to a number of modifications. The Hull Local Plan was adopted on 17 November 2017. The national Standard Method for calculating Local Housing Need has come into effect since then, so any future review will need to take account of this.	Using the same strategy approach as the East Riding Local Plan, the JHNS economic-led 'policy-on' projection (adjusted for market signals) identified the joint level of housing need at 2,021 homes per year. This projection equates to 562 homes per year in Hull and 1,459 per year in the East Riding. This is the accepted OAN for Hull and the East Riding HMA.	Using 2011 Census data, the Hull and East Riding JHNS suggests that the percentage of Hull's workforce commuting from North Lincolnshire is negligible (1.1%). Equally the proportion of Hull residents commuting to North Lincolnshire to work is also very small (0.5%). Discussions between Hull City Council and North Lincolnshire Council have identified the need to monitor the

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	period covered by the Hull Local Plan.	The lower end of the range is based on projections using the latest official data (2014-based) and is considered to reasonably be the 'start point'. The higher end of the range links to the REIU (Regional Economic and Intelligence Unit) forecasts.		The Joint Planning Statement agreed by both authorities supports regeneration and renaissance of the city and identifies Hull as a focus for new development and investment. The adopted East Riding Local Plan: Strategy Document (April 2016) identifies a housing requirement of 1,400 homes per year. Hull's housing requirement includes an adjustment for the accepted strategy of apportionment between the two authorities, accommodating the 59 dwellings not allocated within the East Riding Local Plan: Strategy Document. This results in a Hull housing requirement for a minimum of 621 (net) homes per year, rounded to 620 (9,920 over the plan period).	situation on work flows resulting from lowered Humber Bridge tolls and comparatively lower house prices south of the river compared to some of the areas surrounding Hull.
North East Lincolnshire Council	North East Lincolnshire SHMA published in May	The council has modelled forecast employment growth	North East Lincolnshire Local Plan 2013-2032	The current Local Plan sets out the housing requirement (p65).	There are strong linkages between the housing markets of

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	2013. In assessing the future need for housing the SHMA identified three potential growth scenario's: • a trend based scenario based on the Office for National Statistics Sub-National Population Projections 2010; • a natural change scenario; and • an employment-led scenario using a jobs-growth forecast from the Experian Regional Econometric Model (REM). Due to changes since the 2013 SHMA was	and linked it to produce a stepped housing requirement which increases the housing requirement as job opportunities come on stream. The requirement set out in the adopted Local Plan is: Between 2013 and 2032 at least 9,742 homes 2013/14 to 2017/18-397 homes per year 2018/19 to 2022/23-488 homes per year 2023/24 to 2027/28-649 homes per year 2028/29 to 2031/32-518 homes per year.	adopted on 22 March 2018.	Between 2013 and 2032, provision will be made to meet the need for at least 9,742 new homes in North East Lincolnshire. This represents an annualised requirement of 512 new homes per year.	North Lincolnshire and North East Lincolnshire. Continuous engagement between the two authorities will continue to happen as housing needs and housing requirements are refined, and throughout the development of plans and policies.

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	published, further work was carried out to assess the potential for jobs growth in North East Lincolnshire. This work was undertaken via the production of the Council's Local Economic Assessment (LEA). Edge updated the demographic analysis and forecasts in July 2015. This reflected the economic forecast that was being pursued, taking account of 2012-based household projections released in Feb/ March 2015.				
West Lindsey District Council *Local Plan area is actually Central Lincolnshire which includes West	Central Lincolnshire SHMA completed July 2015.	The SHMA concluded that the OAN falls within a range of 1,432 dwellings per annum to 1,780 dwellings p/a over the	The Central Lincolnshire Local Plan was adopted in April 2017.	The current Central Lincolnshire Local Plan sets a housing target of 1,540 dwellings (net) per annum for the Local Plan period 2012 – 2036 - a	West Lindsey's housing market has strong linkages with the North Lincolnshire housing market.

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Lindsey, City of Lincoln, and North Kesteven District Councils.		period 2012 – 2036. However, in order to support higher levels of job growth, a larger increase in the labour force was deemed to be required, which in turn generated a greater need for housing. This resulted in the SHMA suggesting an uplift to the original range to between 1,540 and 1,780 dwellings p/a over the period 2012-2036.	A review of the Central Lincolnshire Local Plan and associated evidence base was agreed by the Joint Strategic Planning Committee in January 2019. The timetable for this review aims for submission to the Secretary of State by December 2020 with examination of the plan followed by adoption in September 2021.	total dwelling target of 36,960. The annual requirement is identified as being within the OAN range established by the evidence, and above that necessary to accommodate demographic need. However, following the introduction of the Standard Method for assessing Local Housing Need, the annual figure is calculated to be a lower rate of 1,083 dwellings per annum. Work on the new Local Plan will consider the housing requirement figure against the Local Housing Need figure.	Commuter flows between North Lincolnshire and West Lindsey are high. There is double the number of people living in West Lindsey commuting to work in North Lincolnshire (2,944) compared to those living in North Lincolnshire and working in West Lindsey (1,421).

List of Figures