



Newark & Sherwood Local Development Framework

**Draft Interim Affordable Housing Supplementary
Planning Document**

March 2026

Document Passport

Title: Newark and Sherwood Draft Interim Affordable Housing Supplementary Planning Document

Status: Consultation document

Summary: This Draft Interim Affordable Housing Supplementary Planning Document (SPD) sets out proposals for how the District Council will seek to secure Affordable Housing as part of new housing developments. It sets out the policy context for such housing, then details of how the District Council will seek to negotiate these matters and how the issue of viability will be considered. The document also provides guidance on Affordable Housing in rural areas.

Consultation Summary: The consultation will focus on seeking views from local residents, landowners, developers, town & parish councils, registered housing providers and other interested parties.

Date of Approval for Consultation: 24 March 2026

Route of Approval for Consultation: Planning Policy Board 4 March 2026 , Cabinet 24 March 2026

Proposed Consultation period: April and May 2026

Copies are to be deposited at the main Council office at Castle House, Great North Road Newark NG24 1BY (open between 9.00 a.m. and 5.00 p.m. Monday to Friday), the District's libraries and the Council's website: www.newark-sherwooddc.gov.uk/affordablehousingspd/

After the consultation: The District Council will consider the responses made to this document and, taking these into account, prepare a finalised Interim Affordable Housing Supplementary Planning Document which will be reported to Cabinet for adoption as part of the Local Development Framework

Estimated Date of Final Adoption: June 2026

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1 INTRODUCTION

PURPOSE AND SCOPE OF THE INTERIM AFFORDABLE HOUSING SUPPLEMENTARY PLANNING DOCUMENT

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- 1.1 Since the last Affordable Housing SPD was adopted in 2013, significant change has occurred in the planning system which requires an up-to-date SPD to assist in securing affordable housing as part of new development. Ideally this SPD would have followed the introduction of the new NPPF and the Amended Allocations & Development Management DPD, which is currently at examination. However the government have indicated that Supplementary Planning Documents cannot be prepared and adopted after the 30th June 2026. In order to ensure that the Council has appropriate guidance in place before a new Local Plan is prepared, it has taken the decision to produce an Interim SPD. The aim of this SPD is to provide a context for planners, developers and other interested parties of on the approach that Newark & Sherwood District Council will take to these matters.
- 1.2 At present the policy context at national level is the February 2025 National Planning Policy Framework which sets out government expectations in relation to the planning system and affordable housing. More recently the government has published a draft NPPF which it has recently finished consulting upon. This new format NPPF sets out clear plan making and decision making national policies on all aspects of the planning system including affordable housing. This new style NPPF will sit alongside a new Local Plans system which aims to introduce quicker plan making, which has led the government to restrict the introduction of SPDs post June 2026.
- 1.3 The local policy context is that affordable housing policies are contained within the Amended Core Strategy (Adopted March 2019):
- Core Policy 1 Affordable Housing
 - Core Policy 2 Rural Affordable Housing
- 1.4 Changes to National Policy subsequent to the adoption of the Amended Core Strategy in 2019 means that our existing policies do not reflect the following:
- previously Affordable Housing could only be secured on sites of 11 or more dwellings, and now they can be secured on sites of 10 or more;
 - that alongside the dwelling number trigger, a combined gross floor space of more than 1000sqm was also included however now this has been replaced with a 0.5 hectares trigger;

In order to address these changes, the Council has prepared comprehensive new Affordable Housing policies in our Amended Allocations & Development Management DPD. This was submitted for examination in January 2024.

- 1.5 Following the hearing sessions the Inspector identified a number of main modifications that were consulted on in autumn 2025. This included changes to the affordable housing policies that reflected previous versions of the NPPF. These were superseded by the 2025 NPPF. Therefore in writing their report the Inspector will need to consider how best to marry together the various changes to national policy in the Affordable Housing policies within the Amended Allocations & Development Management DPD.
- 1.6 Given the level of change and complexity that exists, it is proposed to provide guidance on the current position and how Affordable Housing should be secured. It is not the intention of the Interim SPD to introduce new policy but to provide the context for the implementation of existing policy in the new circumstances.

2 NATIONAL AFFORDABLE HOUSING POLICY

2.1 This Chapter sets out in more detail current national policy and the emerging direction of national policy in the draft NPPF and government consultations.

Current National Planning Policy

2.2 The [National Planning Policy Framework](#) (December 2024) (NPPF) sets out the Government’s key objectives for housing, which is to significantly increase the delivery of new homes by:

- Increasing significantly the supply of housing;
- Encouraging a significant amount and variety of land with planning permission to be developed without unnecessary delay;
- Delivering a wide choice of high-quality homes that people want and need; and that meet identified housing need and the needs of specific groups;
- Widening opportunities for home ownership by supporting the development of entry-level homes suitable for first time buyers (or those looking to rent their first home);
- Creating sustainable, inclusive and mixed communities, including through the regeneration and renewal of areas with poor housing.

2.3 The NPPF sets out the following guidance:

Paragraph 35

Plans should set out the contributions expected from development. This should include setting out the levels and types of affordable housing provision required.

Paragraph 65 & Annex 2

Paragraph 65 of the NPPF establishes that the provision of Affordable Housing should not be sought for residential developments that are **not major developments** other than in designated rural areas (where policies may set out a lower threshold of 5 units or fewer). (It should be noted that Newark & Sherwood does not have any designated rural areas under the terms of the NPPF -although see 4.18 for rural protections on housing association properties). Major development is defined as:

“For housing, development where 10 or more homes will be provided, or the site has an area of 0.5 hectares or more.” (NPPF, Annex 2 Glossary)

Paragraph 65

To support the re-use of brownfield land, where vacant buildings are being reused or redeveloped, any Affordable Housing contribution due should be reduced by a

proportionate amount. This does not apply to vacant buildings which have been abandoned, or to major development on land within or released from the Green Belt.

Paragraph 66

Where major development involving the provision of housing is proposed, planning policies and decisions should expect that the mix of affordable housing required meets identified local needs, across Social Rent, other affordable housing for rent and affordable home ownership tenures.

- 2.4 The NPPF also sets specific requirements for affordable housing in the Green Belt. The current NPPF introduces the concept of grey belt which is lower quality greenbelt land which in certain circumstances can be developed for housing and commercial uses. In order for this development to be successful it must satisfy a number of 'golden rules'. Paragraph 157 states that "before development plan policies for affordable housing are updated in line with paragraphs 67-68 of this Framework, the affordable housing contribution required to satisfy the Golden Rules is 15 percentage points above the highest existing affordable housing requirement which would otherwise apply to the development, subject to a cap of 50%"
- 2.5 The NPPF seeks to ensure viability of proposed housing, the costs of any requirements likely to be applied to development, such as requirements for Affordable Housing, should, when taking account of the normal cost of development and mitigations, provide competitive returns to a willing landowner and willing developer to enable the development to be deliverable.
- 2.6 The NPPF defines Affordable Housing in the Annex 2 Glossary:

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) **Social Rent:** meets all of the following conditions: (a) the rent is set in accordance with the Government's rent policy for Social Rent; (b) the landlord is 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.

b) **Other affordable housing for rent:** meets all of the following conditions: (a) the rent is set in accordance with the Government's rent policy for 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).

- 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.

2.7 The NPPF also states that the **First Homes** products defined in the Affordable Homes Update Written Ministerial Statement 2021 still applies. This states that “from 28 June 2021, a home meeting the criteria of a First Home will also be considered to meet the definition of ‘affordable housing’ for planning purposes. The First Homes Criteria means:

- A First Home must be discounted by a minimum of 30% against the market value; and,
- after the discount has been applied, the first sale of the home must be at a price no higher than £250,000 (or £420,000 in Greater London).”

It should be noted that the NPPF makes clear that the requirement for 25% of affordable housing units secured through developer contributions set out in the statement no longer applies.

2.8 **Build to Rent** schemes are another type of Affordable Housing. The bullet points below define what these schemes are and outlines how these are distinct from other types of Affordable Housing. Build to Rent schemes are:

- Purpose built schemes and are typically 100% rented out.
- They can form part of a wider multi-tenure development comprising either flats or houses, thus successfully address the Affordable Housing needs of many demographics in the District. Dwellings however should be contiguous with the main development.
- Affordable Housing on build to rent schemes should be provided by default in the form of affordable private rent. Affordable private rent homes are at least

20% less than the private market rent. Build to rent Schemes will usually offer longer tenancy agreements of three years or more and will typically be professionally managed stock in single ownership and management control.

What isn't Affordable Housing

- 2.9 Defining and establishing what is and isn't Affordable Housing can be challenging at times as affordability is often subjective and average prices vary depending on the location in which the dwellings are situated. Affordable Housing is defined in NPPF and includes social and affordable rent, intermediate tenures such as Discount for Sale and shared ownership. These tenures provide housing with a minimum of 20% discount up to 50% discount from a market dwelling. It is expected that housing meeting this definition will be owned and managed by Registered Providers except in the case of discount for sale of which the conditions will be set out in a legal agreement.
- 2.10 The tables below list the different types of Affordable Housing products and state the conditions which would make them 'unaffordable'.

Table 1: Conditions which would make Affordable Rented Products Unaffordable.

| What conditions would make these affordable rented products unaffordable? | | | |
|--|--|---|---|
| Affordable rented | Immediate rented | Social rent | Build to Rent |
| If letting rates for these homes are not 20% or more below local market rents then they are not considered to be affordable. | If letting rates for these homes are not 20% or more below local market rents then they are not considered to be affordable. | Homes are not considered to be 'social rent homes' if they are not around 50% of market rents . | Dwellings on 'build to rent' schemes are not considered to be affordable if they are not at least 20% less than the private market rent . |

Table 2: Conditions which would make Affordable Home Ownership Products Unaffordable.

| What conditions would make these affordable home ownership products unaffordable? | |
|--|---|
| Homes committed by developers to be sold at a discount | Discounted homes for first-time buyers |
| If the property being sold is not being sold at least 20% below local market value , the property is not 'affordable' | If the property being sold isn't 30% to 50% below market value , then it is not considered to be an 'affordable first home'. The value should be less than £250,000 |

Emerging National Planning Policy

- 2.11 As part of the Government's reform of the planning system a draft National Planning Policy Statement was issued for consultation in December 2025. The draft NPPF is written like a local plan and includes a number of draft policies both for plan making and decision making. The draft policy HO5: Meeting the needs of different groups includes guidance on affordable housing plan making:

1. The development plan should, at the most appropriate level, set out policies to address the housing needs of different groups assessed under policy HO1. This should include:
 - a. In relation to affordable housing:
 - i. setting requirements for the type and mix of affordable housing (applying the definition in Annex B) required to meet identified local needs, including the minimum proportion of Social Rent homes required, as part of major development. In Designated Rural Areas, development plans may set affordable housing requirements for residential developments which are not major development; and
 - ii. setting a specific affordable housing requirement (or requirements) for major development involving the provision of housing on land which is proposed to be released from the Green Belt, or which may be approved on land within the Green Belt.

2.12 The approach set out above reflects to a large extent current national policy. Of particular note is a requirement for a minimum proportion of social rent to be included within policy.

2.13 HO8 provides the draft national decision-making policy on providing affordable homes:

1. Development proposals should meet or exceed up-to-date development plan requirements for the proportion and mix of affordable housing tenures relevant to the location, including the minimum proportion of Social Rent. This should be provided on-site unless:
 - a. Off-site delivery on an alternative nearby site would optimise the quality or quantity of homes built; or
 - b. A cash payment in lieu of on or off-site provision can be justified robustly, and the agreed approach contributes towards the objective of creating mixed and balanced communities.
2. Development proposals that include military affordable housing should not be required to meet development plan requirements for the mix of affordable housing tenures (including the minimum proportion of Social Rent). These proposals should:
 - a. Demonstrate an evidenced unmet need for military affordable housing (as provided by the Ministry of Defence); and
 - b. Meet development plan requirements for the proportion of affordable housing on the site. This includes where military affordable housing is the only form of affordable housing provided, or where military affordable housing is delivered alongside other tenures of affordable housing.
3. Where development proposals meet or exceed up-to-date development plan requirements for the proportion and mix of affordable housing tenures, including the minimum proportion of Social Rent properties, a flexible approach should be taken to

the application of any development plan requirements relating to the size of market homes, taking into account prevailing market conditions.

- 2.14 It should be noted that the definitions of affordable housing remain the same apart from the new category of Military Affordable Housing:

e. Military affordable housing: meets all of the following conditions:

- (a) the rent is submarket military rent as determined by the Ministry of Defence; and
- (b) it includes provisions to remain as affordable housing for future eligible households, service personnel and veteran households (including widowed partners and spouses of service personnel), or for the subsidy to be recycled for alternative affordable housing provision

- 2.15 The Government is keen to assist small and medium sized developers deliver more housing. Affordable housing delivery in relation to negotiation of Section 106 planning agreements and securing a registered provider to take on the stock have been identified as issues. Whilst not in the draft NPPF itself, in the accompanying consultation the Government asks if developers of medium sized sites (between 10 and 50 dwellings) should have the discretion to provide a contribution in lieu of onsite provision. The Government have also published a policy paper called “Policy statement: a roadmap for Section 106 delivery in England” which sets out a number of measures and proposals to address the current issues relating to securing a registered provider, including guidance on appropriate flexibility in relation to requirements and the development of standard templates for section 106 agreements.

- 2.16 In summary national policy continues to promote affordable housing and seeks to secure this on site, with a range of tenures based on the same definitions. Emerging issues are the introduction of Military affordable housing as a new type of affordable homes, an expectation that a minimum percentage of social housing should be required and moves to seek off-site contributions for medium sized sites. Chapter three explains how national policy both current and proposed impacts on Newark & Sherwood Affordable Housing policy.

3 AFFORDABLE HOUSING POLICY IN NEWARK & SHERWOOD



- 3.1 This Chapter sets out affordable housing policy in Newark & Sherwood, discusses the implications of national policy and how affordable housing is secured in the district.

Newark and Sherwood District Council Community Plan 2023-2027

- 3.2 The Council's Community Plan sets out the objectives for sustaining the strength of the District's community and outlines how these will be achieved. One of the key objectives in the plan is to *'increase the supply, choice, and standard of housing'*. Newark and Sherwood District Council Community Plan for 2023-2027:

[Revised-Community-Plan-23-27.pdf](#)

Housing Strategy and Delivery Plan 2023-2028

- 3.3 The Housing Strategy sets out how the Council will continue to deliver high quality housing and housing services for all residents in Newark and Sherwood. The document sets out 4 key priorities. Priorities 2 and 3 are of relevance for this document. The Housing Strategy and Delivery Plan for 2023-2028 can be viewed following the link:

[Housing Strategy](#)

- 3.4 Priority 2 is *'delivering Affordable Housing to meet local need'*. The objectives for ensuring that this priority is met are:

- Understand the need for a full range of Affordable Housing in the District including type, tenure and location.
- Deliver a range of affordable homes that meet the needs of local residents and workers.
- Work in partnership with registered providers, private developers and local landowners to accelerate delivery of rural Affordable Housing.
- We will explore opportunities to continue to deliver our Housing Revenue Account new build programme to provide additional affordable homes to add to the 350 already completed.

- 3.5 Priority 3 aims to focus on meeting people's housing needs. The objectives for ensuring that this priority is met are:

- Support residents to have a suitable home where they can live independently.
- Consider how the strategy will address the varied housing needs of different groups i.e., older people, refugees, support for armed force.
- Increase opportunities for people to access low-cost home ownership.

Establishing Housing Need in Newark & Sherwood

3.6 On a regular basis the Council carries out an assessment of housing need in the District to inform plan making and decision making. Current housing need information is set out in two documents, the Arc4 District Wide Housing Needs Assessment 2020 and the Arc4 Sub Area Summaries of Housing Needs Assessment 2020. These documents will be superceded by a revised Housing Needs Assessment available in July 2026. In addition, the Council has a programme of Parish Housing Needs surveys to provide evidence at a small settlement level. The documents provide up-to-date evidence to inform the strategies, policies and decisions of the Council and its partners.

3.7 **The District Wide Housing Needs Assessment** can be viewed on the Council's website:

[Housing-Needs-Study - Final-Report](#)

The report recommended that the target for 70% market and 30% affordable dwellings is maintained, with the Affordable Housing split between 60% rented and 40% intermediate.

3.8 The data for the sub area Affordable Housing needs data has been taken from the Arc4 District Wide Needs Assessment (2020) and the Sub Area Summaries of Housing Needs Assessment (2020). These documents provide information on the amount and types of Affordable Housing needed and can be viewed on the Council's website:

[District Wide Housing Needs Assessment sub area summaries](#)

3.9 When examining specific sub-areas, the order of demand, from highest to lowest, is as follows: Newark, Mansfield Fringe, Sherwood, Southwell, Rural South, Collingham, Sutton On Trent, and Nottingham Fringe. This should be considered when deciding where to prioritise the Affordable Housing development activities of the District Council and Registered Providers.

Planning Policy on Affordable Housing in Newark & Sherwood

3.10 Current planning policy on affordable housing is contained in the Amended Core Strategy (Adopted 2019). As explained in Chapter 1 the Council is updating this in its Amended Allocations & Development Management DPD. The Inspector is currently drawing up their report on the soundness of the plan. Main Modifications have been proposed to address the December 2024 NPPF, but broadly the new policies follow a similar path than those that are currently adopted. Similarly the proposals in the draft NPPF do not challenge the policies and approaches that Council has on affordable housing delivery.

Amount of Affordable Housing and thresholds

3.11 Core Policy 1 in the Amended Core Strategy (2019) requires a provision of 30% affordable housing and identifies the following qualifying thresholds:

- All housing proposals of 11 units or more or those that have a combined gross floor space of more than 1000sqm.

3.12 As explained in Chapter 1, this qualifying threshold has been superseded by changes to the NPPF. Since these changes we have been securing Affordable Housing based on National Policy, namely:

- All housing proposals of 10 units or more or those that have a site area of 0.5 hectares or more.

This approach is mirrored in the updated Core Policy 1 contained within the Draft Amended Allocations & Development Management DPD currently under consideration by the Planning Inspectorate. With regard to overall amount this was proposed at 30% this amount is supported by the evidence presented on viability and need at the Amended Core Strategy and Amended Allocations & Development Management DPD examinations. Therefore:

Amount and threshold for affordable housing on new development

The amount of affordable housing will be **30%** on qualifying sites.

The threshold for qualification is all housing proposals of **10 units or more** or those that have a site area of **0.5 hectares or more**.

3.13 It should be noted that the Council has no policy on the provision of the NPPF regarding development of grey belt within the green belt and the so-called 'Golden Rules.' This is something that will be brought forward as part of any new Local Plan in the future. As such therefore the provisions in the green belt in terms of development of such sites is, in line with national policy as follows:

Amount and threshold for affordable housing in the greenbelt

The amount of affordable housing will be **45%** on qualifying sites.

The threshold for qualification is all housing proposals of **10 units or more** or those that have a site area of **0.5 hectares or more**.

Type

3.14 Core Policy 3 in the Amended Core Strategy (2019) sets out that the District Council will seek to secure new housing development which adequately addresses the housing need of the District, namely:

- Family housing of 3 bedrooms or more
- Smaller houses of 2 bedrooms or less.
- Housing for the elderly and disabled population

- 3.15 Particular emphasis will be placed on securing smaller houses of 2 bedrooms or less and those for housing the elderly and disabled population.
- 3.16 Since the Amended Core Strategy (2019) was adopted, the Housing Need Assessment has been updated and as detailed above, new priorities have emerged. This will of course be updated again with the new Housing Needs Assessment currently being undertaken. As set out in both the current Core Policy 3 and the updated policy in the Draft Amended Allocations & Development Management DPD up-to-date information should inform the type of Affordable Housing provided. Therefore:

Type of affordable housing on new development

This should be based on the most up-to-date housing needs evidence either the Districtwide Housing Needs survey, or local analysis from a properly constituted local Housing Needs survey.

Tenure

- 3.17 The District Council will seek to secure a tenure mix of Affordable Housing to reflect local housing need and viability on individual sites. This target set out in Core Policy 1 is:
- 60% social rented/affordable rented;
 - 40% affordable home ownership product.

- 3.18 This approach is mirrored in the updated Core Policy 1 contained within the Draft Amended Allocations & Development Management DPD currently under consideration by the Planning Inspectorate and is supported by the evidence presented on viability and need at the Amended Core Strategy and Amended Allocations & Development Management DPD examinations. At this time we do not have a target for social rent within policy, so will continue to be led by evidence of need. Therefore:

Affordable Housing tenure on new development

- 60% social rented/affordable rented;
- 40% affordable home ownership product.

Neighbourhood Planning

- 3.19 Those creating Neighbourhood Plans can take the following measures to help shape the provision of Affordable Housing in their area:
- Writing local Affordable Housing policies - providing these are in general conformity with strategic policies in the rest of the Development Plan;

- Undertake a Local Housing Needs Survey to identify the nature of need in the locality; and
- Consider allocating land for Affordable Housing

The Affordable Housing policies in a Neighbourhood Plan become part of the Development Plan once the Plan is made. Details of current made Neighbourhood Plans can be found at [Made Neighbourhood Plans | Newark & Sherwood District Council \(newark-sherwooddc.gov.uk\)](https://www.newark-sherwooddc.gov.uk/made-neighbourhood-plans)

- 3.20 Taking all this into account the next section sets out the detailed requirements for delivering affordable housing on new development.

Distribution, Design and Layout Requirements

- 3.20 To achieve mixed, inclusive and sustainable communities, and comply with ‘Promoting healthy and safe communities’ policies of the NPPF, the affordable units should be ‘pepper potted’ throughout the site.
- 3.21 ‘Pepper potting’ is the dispersal of affordable homes across a development site within individual groups, rather than in one distinguishable block where the residents of Affordable Housing are separated from residents within open market housing. The size of these groups will depend on the size of the development and the percentage of Affordable Housing expected in that location, but it is expected that they will not exceed 10 units.
- 3.22 Affordable homes should be well integrated within and indistinguishable from those market units and built using the same materials, form and quality of design to ensure that it makes a positive contribution to local character and distinctiveness. In other words, the design quality of the Affordable Housing should be as good, if not better, than the private market housing.
- 3.23 In some cases however, Registered Providers may find it convenient for management purposes to have their stock in clusters. Small grouping of affordable homes (usually no more than 10 homes) will be accepted if it can be demonstrated to the Council’s satisfaction that there is a management reason for this approach i.e. the leasehold of flats. Early discussion with the purchasing registered provider will assist in locating affordable homes to ease management and avoid social division.
- 3.24 Plans submitted to the Council for planning consideration should clearly show the position of all affordable units within the development, except in outline applications where only illustrative plans are submitted and the exact locations identified within subsequent reserved matters planning applications.
- 3.25 In addition, adopted and emerging Neighbourhood Plans may also contain design policies, and these may well also need to be taken into consideration, depending on where in the District the proposed dwellings are located.

3.26 The majority of residents of Affordable Housing are car users. Parking for Affordable Housing should meet the Council’s current parking standards at the time of submitting a planning application. The Council expects the same parking provision to be made available for affordable and market housing of the same size. Garages are often not provided for affordable homes. The Residential, Cycle and Car Parking Standards SPD sets out the District’s recommended approach in relation to parking standards and design of parking provision for new residential development:

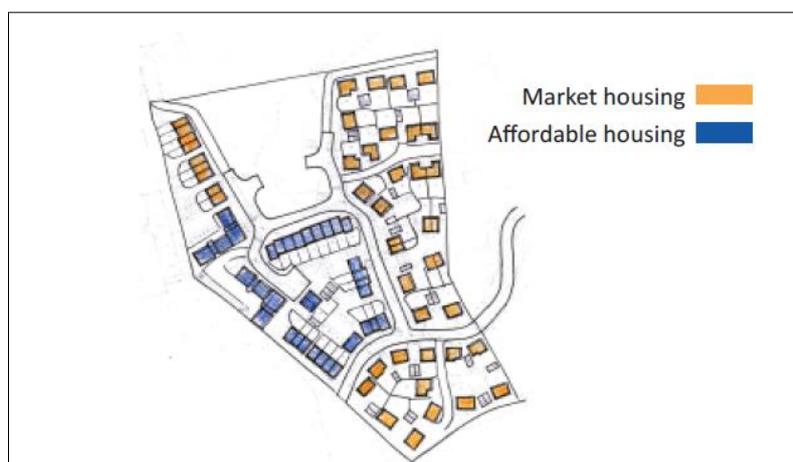
[Residential-Cycle-and-Car-Parking-Standards-and-Design-Guide-Supplementary-Planning-Document.pdf \(newark-sherwooddc.gov.uk\)](#)

3.27 The diagrams below illustrate the Council’s expectations on how Affordable Housing units should be integrated into developments.

Figure 1: Acceptable examples showing Affordable Housing integrated into the development



Figure 2: Unacceptable grouping of Affordable Housing on a development



3.28 The Council will not accept the concentration of affordable homes in areas of lower environmental quality for example next to main roads or overhead power lines.

- 3.29 The Council expects Affordable Housing units to provide sufficient internal floorspace to support an acceptable standard of residential amenity. Registered providers may have their own requirements in order to purchase the housing and applicants should consult them at an early stage in the planning process. This is generally reflected by schemes which seek to achieve nationally described space standards, the use and application of design codes, and the importance of landscaping and nature conservation in design.
- 3.30 Homes England, which may fund purchases by Registered Providers, also require Affordable Housing to be a minimum of 85% of Described Space Standards. Therefore, it may be necessary to ensure affordable homes are built to at least Nationally Described Space Standards where this is compatible with the need for affordable homes to be indistinguishable from homes for sale on the open market within the same development.
- 3.31 The Council may issue additional up to date guidance on the size and type of affordable homes required as well as more area or site specific guidance in certain cases, for example on the very large sites. The guidance will be based on:
- Overall housing needs across the District;
 - The needs of registered applicants on the Council's Choice Based Lettings system;
 - Needs for properties of a particular size or facilities to meet an identified special need;
 - The requirements of the purchasing Registered providers.
- 3.32 Generally a mix of sizes and types will be sought to meet local housing needs. Developers are also encouraged to open early discussion with the Council and the purchasing Registered provider to determine the mix of type and size needed.
- 3.33 Where a requirement for flats is identified as part of an Affordable Housing mix, applicants should consider that registered providers would require ownership of the freehold. Therefore, it is important to enter into early discussions with Registered Providers and the District Council to understand the housing need for the area and how this can be addressed where one or two bedroom dwellings are required.

Viability

- 3.35 The Council took viability into account in the Affordable Housing viability work that supported its Amended Core Strategy and the Draft Amended Allocations & Development Management DPD and it appreciates that there may be instances where it is necessary to assess the planning gain that individual applications can deliver. In this respect the Council applies a flexible approach to Affordable Housing delivery on a site-by-site basis. In circumstances where the viability of the scheme is in question, the developer will be required to demonstrate, to the satisfaction of the District Council, that this is the case.

3.36 Full, policy compliant contributions should be provided unless there is suitable, sufficient and justifiable evidence to depart from this. Any departure from this will require the applicant or their agent to demonstrate circumstances that justify the need for a viability assessment. This may include:

- Where development is proposed on unallocated sites of a wholly different type to those used in the viability assessment that informed the plan;
- Where further information on infrastructure or site costs is required;
- Where types of development are proposed which may significantly vary from standard models of development for sale (for example build to rent or housing for older people); or
- Where significant economic changes have occurred since the plan was brought into force.

3.37 Where the need for a viability assessment can be demonstrated, the District Council expects this to be prepared in line with the requirements of the NPPF and Planning Practice Guidance. It should take the form of a written report that includes appropriate and relevant evidence in relation to build costs, infrastructure requirements including land acquisition and future sales values. This should link back to the typology assumptions contained within the Newark & Sherwood Whole Plan Viability Appraisal.

3.38 The PPG indicates:

“Potential risk is accounted for in the assumed return for developers at the plan making stage. It is the role of developers, not plan makers or decision makers, to mitigate these risks. The cost of fully complying with policy requirements should be accounted for in benchmark land value. Under no circumstances will the price paid for land be relevant justification for failing to accord with relevant policies in the plan.

For the purpose of plan making an assumption of 15-20% of gross development value (GDV) may be considered a suitable return to developers in order to establish the viability of plan policies.”

3.39 Evidence submitted should be sufficient to provide a convincing case on whether the obligations being sought would make the development unviable or not. Other than in exceptional circumstances, any viability assessment that is submitted will be made available in the public domain. Viability assessments will be subject to independent review and the applicant will be required to bear the council’s costs for undertaking this work.

3.40 The Council’s decision as to whether the findings of the viability assessment are accepted will be based upon the outcome of the independent appraisal of the viability assessment. As set out in the planning practice guidance:

“The weight to be given to a viability assessment is a matter for the decision maker, having regard to all the circumstances in the case, including whether the plan and viability evidence underpinning the plan is up to date, and site circumstances

including any changes since the plan was brought into force, and the transparency of assumptions behind evidence submitted as part of the viability assessment.”

- 3.41 The Council will also have regard to whether it would be in the interest of the local community to refuse the application until adequate mitigation can be secured for the site in the future.
- 3.42 The District Council may agree to the provision of lower rates of contribution for a particular site if the viability assessment is accepted as being an accurate assessment of the cost and liabilities and shows that the development cannot proceed without reduced or revised financial obligations. This will be on the condition that the loss of planning obligations is not so significant that the development is no longer acceptable in planning terms.
- 3.43 Where the above circumstances arise, it may be acceptable to forego on-site provision of Affordable Housing and accept a commuted sum which is less than the cost of providing a policy compliant number of units on-site. Providing that the commuted sum will provide a competitive return and no more, and not accepting an appropriate commuted sum would prevent the development coming forward.
- 3.44 Where a level of Affordable Housing secured by a planning permission (either on site provision of units or financial contribution for off-site provision) is below the requirement set out in Core Policy 1 due to a viability case based on site specific circumstances, the Council will require an overage clause to be inserted in Section 106 Agreements.

Phasing

- 3.45 Control of the processes of construction and occupation of the required Affordable Housing will normally be linked to the operation of those processes on the remainder of a development site. Accordingly, construction of the Affordable Housing should be commenced before 40% of the market housing is commenced and, in addition, the Affordable Housing should be available for occupation before 60% of the market housing is completed. Where a commuted sum is acceptable in place of Affordable Housing provision on an individual site, the Council will normally require payment to be made prior to the commencement of development on the site but will have regard to phasing and viability which will be proportional to the scale and complexity of the development.

Review / Clawback Mechanisms

- 3.46 The PPG indicates that review mechanisms can be used by authorities to recover reduced or removed requirements arising from planning policies where viability improves during the lifetime of a project. Viability appraisals will remain valid until such time as it is considered by the council that significant changes have occurred which require an update of the appraisal to be undertaken. These changes could relate to factors such as realised construction costs being less than initially anticipated, an economic upturn which serves to increase sales values above initial expectations, and

abnormal costs originally allowed for are no longer deemed necessary due to alternative construction solutions.

- 3.47 Any planning application, which fails to deliver a policy compliant scheme due to viability should be subject to a review (with the timing of the review dependent on the scale of the scheme), based on the actual costs and values generated by the scheme (i.e. an 'open book' basis for all costs and values). In accordance with the advice in the PPG, the review will only apply to uplifts in compliance with planning policies over the lifetime of a project. Unless otherwise agreed with the council, the section 106 agreement will contain review mechanisms, at the applicant's expense, and at trigger point(s) / times agreed with the council (for example, completion or occupation of the development) when construction contracts have been agreed to ascertain the extent of any changes in these values and costs.
- 3.48 Where a viability appraisal review is triggered, a base appraisal will be used (in line with the agreed viability position as determined at the planning application stage). The only elements subject to change will be sales values and build costs. This is considered to be a clear process that provides greater certainty of delivery for developers and their funders and is easier for all parties involved to understand.

Commuted Sums

- 3.49 The District Council's preferred approach would normally expect Affordable Housing provision to occur on site. However, it is recognised that in some circumstances off site provision or contributions may be more appropriate, because of the characteristics of the scheme proposed or because it may help to deliver Affordable Housing provision more efficiently elsewhere in the locality. The District Council will require a financial contribution of equivalent value to that which would have been secured by on-site contribution. It is noted that circumstances may alter in relation to medium size sites but at present the on site first approach is articulated in national and local policy, both current and emerging.
- 3.50 The payment of commuted sums will be considered acceptable in the following circumstances:
- When no Registered Provider is willing or able to take on the affordable homes required on-site (subject to sufficient evidence being provided by the developer).
 - Where on-site provision is satisfactorily demonstrated not to be justified; or
 - Where off-site contributions can be shown to contribute to the successful development of other Affordable Housing schemes within the District.
- 3.51 Developers are required to offer Affordable Housing to appropriate Registered Providers (RP's). Where it is demonstrated, to the satisfaction of the Council, that no RPs are willing or able to take on the affordable homes, a commuted sum will be accepted instead. Sufficient evidence must be provided by the developer to demonstrate that all reasonable efforts were made to dispose of the properties to RPs.

A cascade clause will be included in the section 106 agreement to set this out. Robust evidence will be required before this approach is accepted.

- 3.52 The financial contribution will be paid into a ring-fenced fund which will be used to contribute to the overall Affordable Housing provision in the District through a range of projects such as supporting rural Affordable Housing (within exception sites), enabling specialist housing provision such as supported housing, and empty homes / refurbishments. This is not an exhaustive list, and the fund can be used to support new innovative ways to contribute to increasing Affordable Housing. It is expected that any commuted sum will be subject to repayment provisions, and these will be set out within the Section 106 Agreement.
- 3.53 To calculate the commuted sum payment in a consistent and transparent way, the Council will rely on the principle that the developer of a scheme should be no better or worse off financially whether they provide Affordable Housing on site or as a commuted sum. Secondly, the scheme being considered is viable for the percentage of Affordable Housing being tested. The commuted sum needs to reflect the uplift in market housing provision on the site that results from offsite provision This is because the developer will be able to sell additional market units as no Affordable Housing provision is made on site. The calculation of the commuted sum will be informed by:
- the particular circumstances of the site;
 - the residential scheme proposed;
 - current construction and finance costs;
 - current house prices and land values;
 - current national and local policy requirements, including Community Infrastructure Levy and Affordable Housing requirements;
 - Registered Provider offers.

| Application site nos | Affordable Housing Contribution as per policy 30% | Remaining dwellings available for market sale | Off site nos calculation | Nos affordable housing required site/com payment | of off sum | Remaining dwellings |
|----------------------|---|---|--------------------------|--|------------|---------------------|
| 100 | 30 | 70 | 143 | 43 | | 100 |

Unviable Proposals

- 3.54 Where a scheme is demonstrated to be unviable, the Council considers it acceptable to forego on-site provision of Affordable Housing and accept a commuted sum which is less than the cost of providing a policy compliant number of units on-site. Providing that the commuted sum will provide a competitive return and no more, and not accepting an appropriate commuted sum would prevent the development coming forward.

Vacant Building Credit

- 3.55 Across Newark and Sherwood there are an estimated 53,115 households and 57,392 dwellings, of which 2.4% of dwellings being vacant- (District Wide Housing needs assessment 2020, pg. 46).
- 3.56 The NPPF provides an incentive for brownfield development on sites containing vacant buildings. Where a vacant building is brought back into any lawful use or is demolished to be replaced by a new building, the developer should be offered a financial credit equivalent to the existing gross floorspace of relevant vacant buildings when the local planning authority calculates any Affordable Housing contribution which will be sought. Affordable Housing contributions may be required for any increase in floorspace. For example:

Scenario

- A building with a gross floorspace of 8,000 square metre building is demolished
- The proposed new development has a gross floorspace of 10,000 square metres (a 20% increase)

Financial credit required

- Any Affordable Housing contribution should be 20% of what would normally be sought
- The vacant building credit does not apply to properties which have been abandoned
- The courts have held that, in deciding whether a use has been abandoned, account should be taken of all relevant circumstances such as:
 - the condition of the property
 - the period of non-use
 - whether there is an intervening use; and
 - any evidence regarding the owner's intention

Each case will be judged on its own merits.

Occupancy and Nominations

- 3.57 The Council considers it important to ensure that properties provided by developers on-site as Affordable Housing are available to those in housing need, initially and in the long term (or in perpetuity in the case of rural exception sites).
- 3.58 Affordable Housing will be open to those who are in housing need and normally allocated through the Council's Allocation Scheme. The Council will require 100% nomination rights on the first lets/sales of all affordable homes, potentially dropping to 75% for subsequent re-lets. This allows Registered Providers to determine the allocation of a proportion of the properties in accordance with their own objectives and statutory requirements. However, in practice, many Registered Providers locally continue to accept nominations from the Council on all future re-lets. On Rural Exception Sites Affordable Housing will remain affordable in perpetuity (including sites in protected areas).

Local Connection and Cascade Mechanism

- 3.59 The Council will seek to ensure that the first and subsequent occupancy of all new Affordable Housing with a S106 agreement is determined in accordance with a 'cascade' approach. This means on the occasion of each vacancy, the individual dwellings are advertised through the Council's Allocation scheme and preference is given in the first instance to people with a local connection to the parish or ward (*dependant on the where the development is, i.e. rural or urban*) in which the development is located and thereafter to people in housing need elsewhere in the District. In operating the cascade approach, the Council will take into account the particular circumstances of the site and will not impose requirements which would result in properties remaining vacant for an unreasonable period of time.
- 3.60 The S106 agreement will require homes to be let at affordable rents or discounted sales prices, that the homes are affordable in perpetuity and that they remain the sole or main dwelling of the occupant. It is also likely to require that occupants should have a need for affordable homes and be unable to buy or rent homes in the parish on the open market. It may also include a local lettings requirement to ensure that they are offered to local people or those with a strong local connection in the first instance. "Local connections" could include:
- a. Those who have lived in the settlement or parish for at least the last 12 months.
 - b. Those who have previously lived in the settlement or parish for at least ten years and wish to return.
 - c. Those who have to work in the settlement or parish.
 - d. Those who have immediate family in settlement or parish, who have lived there for at least the past five years.
 - e. Those who need to live in the parish or settlement because they are in receipt of essential support or because they are providing essential support to a permanent resident. If necessary, the Council must be provided with evidence to verify that potential occupants meet the criteria.

Self and Custom Build housing

- 3.61 The Self-build and Custom Housebuilding Act 2015 (as amended by the Housing and Planning Act 2016) provides a legal definition of CSB housebuilding. A link to this definition is provided below:

Right to Build Task Force Custom and Self-Build Planning Guidance PG3: Provision of Affordable Housing, including Exception Sites, March 2021 [PG3v1.pdf \(righttobuild.org.uk\)](https://righttobuild.org.uk), pg. 6

‘(A1) In this Act “self-build and custom housebuilding” means the building or completion by—

(a) individuals,

(b) associations of individuals, or

(c) persons working with or for individuals or associations of individuals, of houses to be occupied as homes by those individuals.’-

- 3.62 The Government is promoting self and custom build developments with the statutory requirement to maintain a self-build register and provide an appropriate number of serviced plots to meet identified needs. Most self-build plots will come forward on an individual basis or in some cases as a small group if it involves a self-build collective. Rarely would a self-build scheme involve 10 or more units in a single planning application, however, it may do so if a landowner applies for an outline application for a site or custom build plots.
- 3.63 Local and national policies do not differentiate between small scale developments and self-build in terms of Affordable Housing provision, with no specific exemption for self-build schemes from making a contribution. Consequently, self-build sites of 10 or more will be subject to Affordable Housing requirements. As with ‘traditional’ forms of housing developments, self build proposals may not circumvent requirements by artificially subdividing sites.

Supported and Wheelchair Accessible Housing

Supported and Specialised Housing

- 3.64 Supported Housing is defined by Local Government Association as *‘a housing service where housing, support and/or care services are provided to help people to live as independently as possible. Supported housing provides homes for a wide range of people including older people, people with a learning disability and autistic people, people with mental health related needs, vulnerable young people and people who have experienced homelessness’*. ([Specialised supported housing: guidance for local Government and NHS commissioners | Local Government Association](#))
- 3.65 Government Guidance states that working collaboratively to deliver this type of accommodation is crucial.

‘We would encourage providers to engage with their local council to demonstrate the safety, quality and value of their service.

All organisations involved in the delivery of supported housing have a role to play in achieving safe and high quality housing, including:

- **providers**, in making sure housing is safe, well managed, of a good standard and costs are fair
- **local councils**, in assuring themselves of the suitability, safety and quality of accommodation (in both commissioned and non-commissioned provision) and monitoring costs
- **bodies making referrals**, including where these are made to other areas or where they have not commissioned or funded directly

It is important that residents are consulted and content with the placement. We would also encourage referring bodies to follow up with individuals or their representatives after individuals are placed in accommodation to ensure that the accommodation meets their expectations and needs’.

Supported Housing: National Statement of Expectations, GOV.UK: [Supported housing: national statement of expectations - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/444222/national-statement-of-expectations.pdf)

- 3.66 In line with the NPPF, new residential development to provide a proportion of Affordable Housing if they exceed the threshold for contributions. In accordance with a recent High Court judgement¹, this requirement applies to both proposals within Use Classes C2 (residential institutions) and C3 (dwelling houses). Consequently, proposals for C2 retirement accommodation which provide on-site care will also be expected to make an Affordable Housing contribution in accordance with the Local Plan depending on the self-containment of the residential dwellings and the scale of independent living they provide.
- 3.67 With regard to the type of C2 scheme, if the units can be used as independent dwellings (in this case they each had their own front door and private facilities), they can be considered as “dwellings”, irrespective of whether an element of care is provided. Affordable Housing provision is therefore required on such schemes in these circumstances, as per the High Court legal decision in [Rectory Homes v SSHCLG & SODC](#) (31st July 2020).
- 3.68 Use Class C2 also includes nursing homes, hospitals, residential colleges and training centres, however as these do not comprise separate self-contained dwellings, they are not required to make a contribution.
- 3.69 As nursing homes are excluded from this requirement, the Council will determine, on a case-by-case basis, whether the residential development comprises individual self-

¹ Rectory Homes Limited v SSHCLG and South Oxfordshire District Council [2020] EWHC 2098

contained dwellings that provide independent retirement accommodation and therefore where a contribution is required or if it is a nursing home, where it is not. Elements to consider when making the judgement include:

- Built form of the development (e.g. scale, facilities provided such as private kitchens and/or lounge, dwelling types, dwelling features (e.g. individual front doors), building standards);
- Provision of meals (either within a communal dining area or provided to residents' rooms) and other services (is it linked to the needs of the individual's personal care);
- Provision of communal facilities (kitchen, social areas, therapy rooms, offices and other areas for staff); and
- Whether residents individually own their accommodation or are contracted for a specific room.

Wheelchair and Specialist Accommodation

3.70 The District Wide Housing Needs Assessment 2020 indicates that there is an increase in the elderly population and that the District's housing will need to be adaptable to meet the needs of these residents.

3.71 Wheelchair and Specialist Accommodation are defined as:

- M4(1) Category 1: Visitable dwellings (the minimum standard that applies where no planning condition is given unless a plan sets a higher minimum requirement)***
- M4(2) Category 2: Accessible and adaptable dwellings***
- M4(3) Category 3: Wheelchair user dwellings'***

[Housing for older and disabled people - GOV.UK \(www.gov.uk\)](http://www.gov.uk)

3.72 As part of the Plan Review process the Council is proposing:

- On sites of 10 dwellings or more provision of 23% of new homes to M4(2) accessible and adaptable standard will normally be required.
- On sites of 50 dwellings or more 1% of new dwellings will normally be required to meet M4(3) wheelchair accessible standard and should be provided as part of the Affordable Housing delivered on site'.
- These requirements recognise that site specific factors such as vulnerability to flooding, site topography, and other circumstances which may make a specific site less suitable for M4(2) and M4(3) compliant dwellings, particularly where step free access cannot be achieved or is not viable. Where step free access is not viable, neither M4(2) or M4(3) would be applied.

- 3.73 At present this is not a something we can request as part of new development however we encourage developers to consider such dwelling types as part of delivering housing schemes reflective of local need.

Specialist Accommodation

- 3.74 Paragraph 63 of the NPPF indicates that within the context of establishing housing need, the size, type and tenure of housing needed for different groups in the community should be assessed and reflected in planning policies. These groups should include (but are not limited to) those who require Affordable Housing (including social rent); families with children; older people (including those who require retirement housing, housing-with-care, and care homes); students; people with disabilities; service families; travellers; people who rent their homes and people wishing to commission or build their own homes.
- 3.75 Development required to meet specialist needs, including those of the elderly or disabled, will normally be required to contribute to Affordable Housing where it provides self-contained units of accommodation, even where support and communal facilities are offered. It will be expected that the level of care and access to facilities for occupants of Affordable Housing will be the same as residents in the market housing within the scheme.
- 3.76 Demand for specialist accommodation is likely to rise as the population ages. The private sector has a key role in meeting some of this need. Case law confirms that development of this type may be required to provide Affordable Housing if the dwellings provided within the development are self-contained units of accommodation, providing all the facilities needed for day to day living, even if shared amenities and care is provided centrally. This will include developments such as:
- Age restricted general market housing or other market housing designed for specialist needs. These may include shared amenities but not support or care services.
 - Retirement living or sheltered housing. Purpose built dwellings with limited communal facilities with some support to enable residents to live independently (for example a 24-hour alarm system or house manager). Extra care housing, housing with care, retirement communities. Purpose built dwellings where residents can live independently but with access to a medium to high level of care if required and meals etc at a communal facility.
 - Residential care homes, nursing home or other facilities where residents have individual rooms within a residential building with care meeting all their daily needs (such as all meals provided by staff rather than cooked by residents and shared toilet and bathing areas) are excluded from this requirement.
 - Developers should provide details of the type of accommodation to be provided as part of an Affordable Housing statement so that officers can judge whether a contribution is required. It is accepted that transferring ownership

of some accommodation to a Registered Provider may not be practical in this type of development and in these circumstances a commuted sum may be negotiated.

- It is recognised that some provision may be made by charitable trusts who provide homes for older or disabled individuals meeting specific criteria. Although some may fall into the definition of dwellings, the Council will adopt a flexible approach to requirements for Affordable Housing for development by charitable trusts.

Section 106 Agreements

- 3.77 Affordable Housing will be secured in the long term (or in perpetuity in the case of rural exception sites) by a planning obligation under Section 106 of the Town and Country Planning Act 1990 or by an alternative form of equally effective provision. S106 agreements are usually associated with a planning permission and they bind the land subject to the Agreement then also run with the land—and apply to successive owners (with some exception).
- 3.78 The Council will expect S106 agreements (Heads of Terms) to be submitted for approval (if available) to be presented in draft form (ready to sign) with both full and outline applications or the application may be deemed invalid. They will normally specify:
- the numbers, type, tenure and location on the site of the Affordable Housing provision; if this information is available;
 - the timing of the construction of the Affordable Housing provision (the aim would be to have the Affordable Housing finished at agreed stages in relation to the overall development);
 - the arrangements to ensure that such provision is affordable for both initial and subsequent occupiers;
 - the occupancy criteria to be used for determining the identity of prospective and successive occupiers of the Affordable Housing and the means by which such occupancy criteria shall be enforced (where rural exception sites are concerned this will be in line with an agreed local lettings policy);
 - the control and management of the housing (which will usually be by the transfer of the affordable homes to a Registered Housing Provider) and any hand-over arrangements.
- 3.79 In the case of an outline application, on which insufficient details of the application are provided to allow agreement on some of the above matters, it will be normal practice to include a clause within the s106 Agreement requiring the submission of the relevant information at reserved matters stage.
- 3.80 The Council will require agreement for our legal costs and evidence of ownership of the site subject to the application (as identified in the Site Location Plan) and once this has been received the Council will provide a draft agreement including the obligations relevant to the site.

- 3.81 Excluding rural exception sites, the Council will consider the use of Mortgagee in Possession clauses in S106 agreements when a Registered Provider is involved with the application. The Council will be guided in its judgement on this by the needs of the Registered Provider and the practicality of securing successful delivery of the Affordable Housing units. The wording of any Mortgagee in Possession clause should ensure that if a Registered Provider is unable to repay its private loan, the Council or another Provider has the opportunity to take over the Affordable Housing units (and financial liability) before the units could be sold on the open market.

Index Linking

- 3.82 All financial contributions will be index linked to ensure that the value of contributions within Section 106 Agreements are maintained from the date of the decision to grant permission through until the date that the development commences or, as specified in the agreement, a later payment date.

Legal and Administration Costs

- 3.83 Applicants are required to pay the Council's reasonable legal costs for preparing and completing the Section 106 Agreement and where appropriate, those of third parties such as Nottinghamshire County Council. Applicants will also be required to cover any abortive legal fees and expenses. Applicants will also be required to pay the Council's fees for administering and monitoring the Agreement

Use of Financial Contributions for Off-Site Provision

- 3.84 The financial contributions for off-site Affordable Housing will be pooled and spent on delivering Affordable Housing as deemed appropriate by the Council. The Council will seek to spend the commuted payment as soon as possible but there will be no time limits in which to do so.
- 3.85 Other options for the delivery of Affordable Housing where off-site contributions are available could include regeneration activities and the purchase of existing homes or other properties for sale on the open market including the potential to buy back former social housing.

4 SECURING RURAL AFFORDABLE HOUSING

- 4.1 Provision of Affordable Housing contributes towards the creation of healthy and sustainable rural communities. Recognising the difficulty in delivering Affordable Housing schemes in such locations, National Policy enables local authorities to have policies that support the release of small sites for Affordable Housing provision in exceptional circumstances where land would not otherwise be allocated for housing (Rural Affordable Housing Exception Sites). The Council operates an 'Exceptions Site' Policy through Core Policy 2 of the Amended Core Strategy (2019). Under certain circumstances this allows for development, which would otherwise be inappropriate, on the edge of existing settlements.
- 4.2 Core Policy 2 in the Amended Core Strategy (2019) allows only for the granting of planning permission for small rural Affordable Housing schemes and will be expected to deliver 100% Affordable Housing, to remain affordable in perpetuity. The limited circumstances where cross subsidy could be appropriate is detailed in paragraph 5.5 below. Schemes involving shared ownership or in designated protected areas will normally have stair casing limits placed at a maximum 80% ownership or make provisions for the registered provider to re-purchase.

Exception Sites

Homes built on exception sites are intended for those most in housing need in the local area. The Council and provider should agree a means to ensure that:

- a) Homes are kept affordable in perpetuity.
- b) They remain the sole dwelling of the occupant.
- c) Local connection criteria will be used to ensure homes are for local people in housing need.

Rural Affordable Exception Sites

- 4.3 The District Council will proactively seek to secure the provision of Affordable Housing on rural Affordable Housing 'Exceptions Sites.' Such sites should be in or adjacent to villages and meet the requirements set out in Spatial Policy 3 (Rural Areas) relating to Scale, Need, Impact and Character of Development. Within the Green Belt Settlements development must be in line with Spatial Policy 4 Green Belt. The Spatial Policies can be read here: [Newark and Sherwood District Council Amended Core Strategy 2019: amended-core-strategy-DPD.pdf \(newark-sherwooddc.gov.uk\)](#)
- 4.4 The Council will work with communities to identify and meet the need for affordable homes in rural settlements. The need for such housing must be demonstrated by an appropriately constituted Parish Housing Needs Survey. The Council has agreed that information from the Council's housing register can be included to determine an

accurate level of need. The Council will allow the need from other adjacent settlements to be combined to allow a site to come forward where that need cannot be met in its own settlement.

Cross Subsidy on Exception Sites

- 4.5 In seeking to address the issue of funding of such exception schemes in rural areas, the District Council will take the lead from the NPPF, paragraph 82 which states that:

“Local planning authorities should support opportunities to bring forward rural exception sites that will provide Affordable Housing to meet identified local needs, and consider whether allowing some market housing on these sites would help to facilitate this.”

- 4.6 In some circumstances therefore, the Council may consider allowing a cross subsidy scheme on an exception site whereby a small number of market housing may be allowed that will contribute towards funding the Affordable Housing, but only where other funding mechanisms will not support the total development costs.

- 4.7 Where the Council accepts that it is not possible to deliver an entirely Affordable Housing scheme on an exception site then it will be permissible for some market housing to be provided to cross subsidise the Affordable Housing. This will be on the basis that:

- An open book approach will be taken with the Council having full access to all relevant financial information for the scheme in question. The minimum amount of market housing needed to allow the delivery of the Affordable Housing will be permitted and no more.
- The Affordable Housing should always be the majority of the overall scheme.
- Land values will remain in line with typical exception sites values and the Council will not allow market housing on exception sites where it is evident that the land price exceeds the Council’s evidence and experiences of typical exception site land value.
- To ensure maximum funding is provided by the market housing to cross-subsidise the Affordable Housing the Council reserves the right to make a judgement based on the circumstances of the particular scheme and the Council’s own evidence as to what will be an acceptable return for the development of the market housing.
- The property size of market housing provided should normally reflect the property size of the Affordable Housing.

Housing Need in Rural Areas

- 4.8 Before the Council will grant planning permission for Affordable Housing on a Rural Exception Site, it must be satisfied that there is an evidenced need for Affordable Housing in the locality, traditionally gained from the completion of a Parish Housing needs survey. However, in the absence of a Housing Needs Survey, the Council may choose to use other sources of evidence (i.e. the council’s housing register to illustrate local need. The Council will expect rural exception sites to:

- comply with local and national planning policy;
- have consulted the Parish Council and local residents;
- demonstrate that the Affordable Housing could not reasonably be provided elsewhere on a site allocated for residential development;
- be situated within or physically adjoining the development boundary of settlements as defined within the Core Strategy and be reasonably accessible to village services and facilities; and
- be of a scale appropriate to the size and character of the individual village concerned and the level of services and facilities available in the village.

4.9 The housing mix and tenure split of Affordable Housing on rural exception sites will be determined by the particular local need identified in the village or local area it serves. Any permission will be subject to conditions and/or a legal obligation to ensure that initial and all subsequent occupancy is restricted to members of the local community in need of Affordable Housing. For the purposes of this policy, a 'local connection' is defined as:

- 1) was born in the settlement; and/or
- 2) Lives in the settlement; and/or
- 3) Has family members who are resident with the settlement (family members include parents, those with parental responsibility or guardianship, grandparents and siblings);
- 4) Has lived in the settlement but has been forced to move away because of lack of Affordable Housing;
- 5) Whose work provides important services and who needs to work closer to the local community.

4.10 If no one falls within categories 1 – 5, then those categories shall be read as if the word Settlement was deleted and replaced in turn by adjacent settlements. Persons with a connection to the place earlier in the list will take priority over persons with a connection to a place later in the lists.

4.11 If no person qualifies under the requirements above, then the Registered Provider may offer to grant a tenancy or shared ownership lease of the Affordable Housing unit in question to a person living within the District of Newark and Sherwood who is in housing need.

4.12 In preparing the SPD, feedback from Registered Providers has shown the availability of suitable land to be a key barrier to the delivery of Affordable Housing, with scarcity also acting to drive up land price. In addition, other policy constraints such as flood risk can further limit the availability of suitable land in some locations, where a need has been shown. The importance of an active rural Affordable Housing programme is recognised, and so further detail over how relevant policy requirements will be interpreted is provided below. Under certain circumstances this could allow for the 'clustering' of villages in order to deliver rural Affordable Housing.

4.13 'Clustering' would result in Affordable Housing need identified in one location being met in another. The approach followed should be tiered- with the preference that the

need for rural Affordable Housing, identified in line with Core Policy 2 of the Amended Core Strategy, is satisfied in the location it arises wherever possible. But that where following a robust search for suitable and deliverable land, this is not possible, then consideration will be given to the potential for this to be met on site in or adjacent to an alternative village.

- 4.14 However, it is important that the housing can be reasonably said to be capable of addressing Affordable Housing needs present within the original village. Core Policy 2 of the Amended Core Strategy also refers back to the need criterion of Spatial Policy 3 'Rural Areas', which seeks new housing to support community facilities and local services. Therefore, where it is proposed to meet rural Affordable Housing through the 'clustering' of villages, then a functional relationship between the location and the original village should be present. For instance, this could include being within the same Primary School catchment or one of the villages having a concentration of local services and facilities which serves the wider area. Appropriate occupancy criteria will be set to ensure that the housing is made available for the intended purpose of meeting Affordable Housing needs in the clustered area.
- 4.15 Where 'clustering' is being considered then it would not necessarily need to be limited to two villages. There may be 'chains' of settlements with a relationship to one another, and where constraints mean there are fewer opportunities to deliver rural Affordable Housing to meet identified local needs. Scale, impact and character will though be important additional considerations where 'clustering' is proposed, and schemes should be demonstrated as being acceptable when considered against the relevant criteria in Spatial Policy 3. As outlined above, there will also be an expectation that consultation is undertaken with Parish Councils and local residents where 'clustering' of rural villages is being explored.

Exception Sites and the Green Belt

- 4.16 For sites within the Green Belt, Spatial Policy 4B (Green Belt Development) of the Amended Core Strategy sets out that:

"In or adjacent to the main built up area designated protected areas of the following villages, consideration will be given to the development of Rural Affordable Housing Exceptions Sites to meet local Housing Need:

Bulcote, Caythorpe, Epperstone, Gonalston, Gunthorpe, Hoveringham, Lowdham and Oxtun.

Proposals should be in line with Core Policy 2: Rural Affordable Housing. "Development should be small scale in nature, should not have a detrimental impact on the character of the village or on the openness of the Green Belt."

- 4.17 Given the very special circumstances which development is considered appropriate in the Green Belt, as outlined in the NPPF, cross market subsidy (i.e. market housing) is not deemed appropriate in the Green Belt. It should be noted that the golden rules in relation to development in the Green Belt do not apply in relation to exceptions sites.

Designated Protected Areas

- 4.18 Designated Protected Areas (DPA) came into being on the 7th September 2009 (Under the Housing and Regeneration Act 2008) with the aim of ensuring that shared ownership properties can be retained in rural locations where they would be difficult to replace if stock is lost and therefore remain 'in perpetuity'.
- 4.19 Where a development site lies within an area designated under the Designated Protected Areas Order, a Registered Provider granting a shared ownership lease must, if the scheme is grant funded or not (S106), include one of two DPA fundamental clauses, either to:

DPA Clauses for shared ownership properties

- Restrict equity shared to a maximum of 80%; or
- Ensure that if the owner does staircase to 100% equity, the registered provider commits to purchase them back at any future re-sale and re-market it as a shared ownership property to a person in housing need. Any recovered grant (known as Recycled Capital Grant Funding) is usually used to re-invest in the development of replacement Affordable Housing (non S106) to ensure future need is addressed.

- 4.20 The majority of the District's smaller rural areas (under 3,000 pop) have been designated as DPA's including parts of Southwell and Bulcote which have been designated by Map, see Appendix 1 for details.

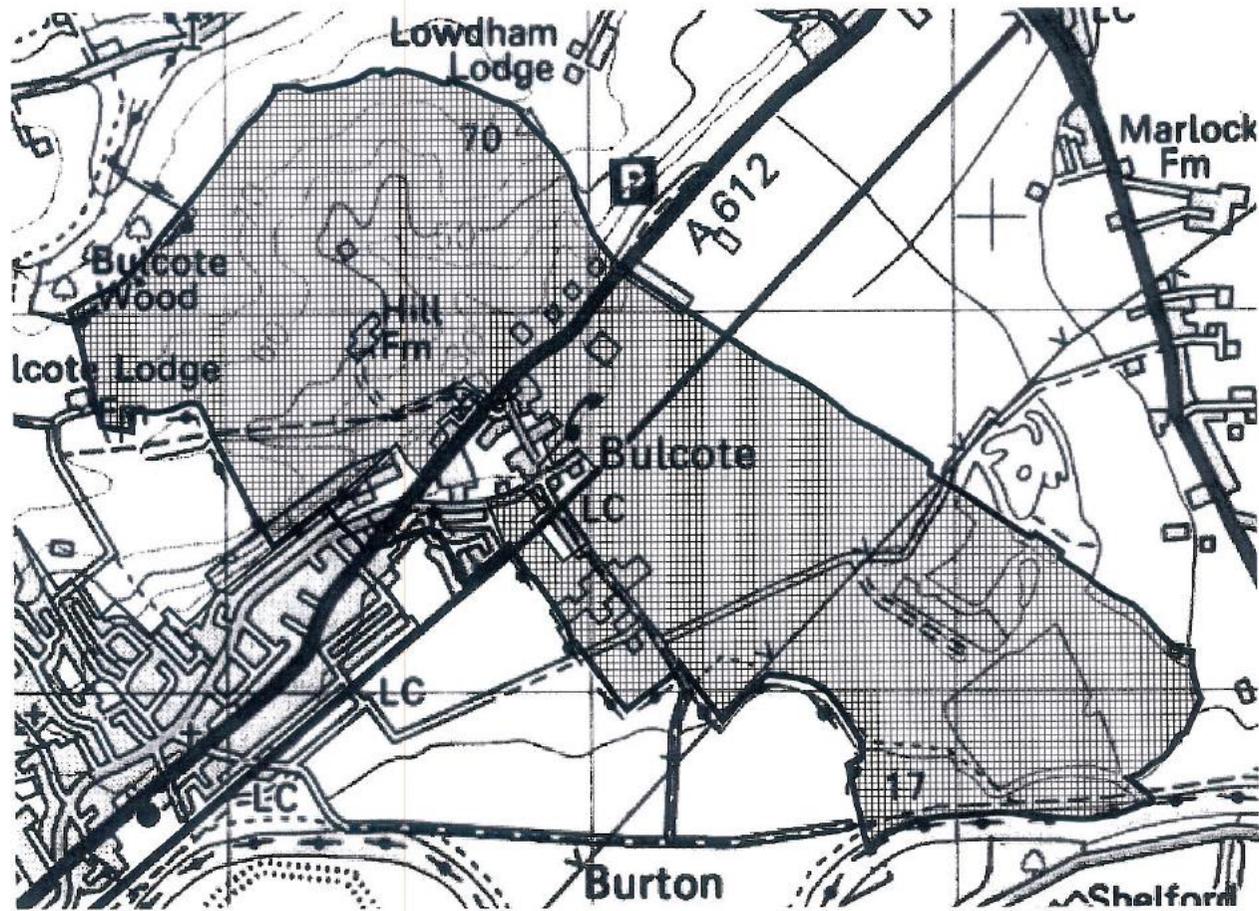
APPENDIX 1 DESIGNATED PROTECTED AREAS IN NEWARK & SHERWOOD

Parishes which are Designated Protected Areas in Newark & Sherwood are as follows:

Alverton, Averham,
Barnby-in-the-Willows, Bathley, Besthorpe, Bilsthorpe, Bleasby,
Carlton-on-Trent, Caunton, Caythorpe, Clipstone, Coddington, Collingham, Cotham,
Cromwell,
Eakring, East Stoke, Edingley, Egmanton, Elston, Epperstone,
Farndon, Farnsfield, Fiskerton cum Morton,
Girton, Gonalston, Grassthorpe, Gunthorpe,
Halam, Halloughton, Harby, Hawton, Holme, Hoveringham,
Kelham, Kersall, Kilvington, Kirklington, Kirton, Kneesall,
Laxton and Moorhouse, Lindhurst, Lowdham,
Maplebeck, Meering,
North Clifton, North Muskham, Norwell,
Ompton, Ossington, Oxton,
Perlethorpe cum Budby,
Rolleston, Rufford,
South Clifton, South Muskham, South Scarle, Spalford, Staunton, Staythorpe, Sutton-on-Trent, Syerston,
Thorney, Thorpe, Thurgarton,
Upton,
Walesby, Wellow, Weston, Wigsley, Winkburn, Winthorpe.

Also within the Parishes of Bulcote and Southwell parts of the parish have been designated by Map. Please see overleaf.

Bulcote Civil Parish, Nottinghamshire



 Parish area - included
 Parish boundary

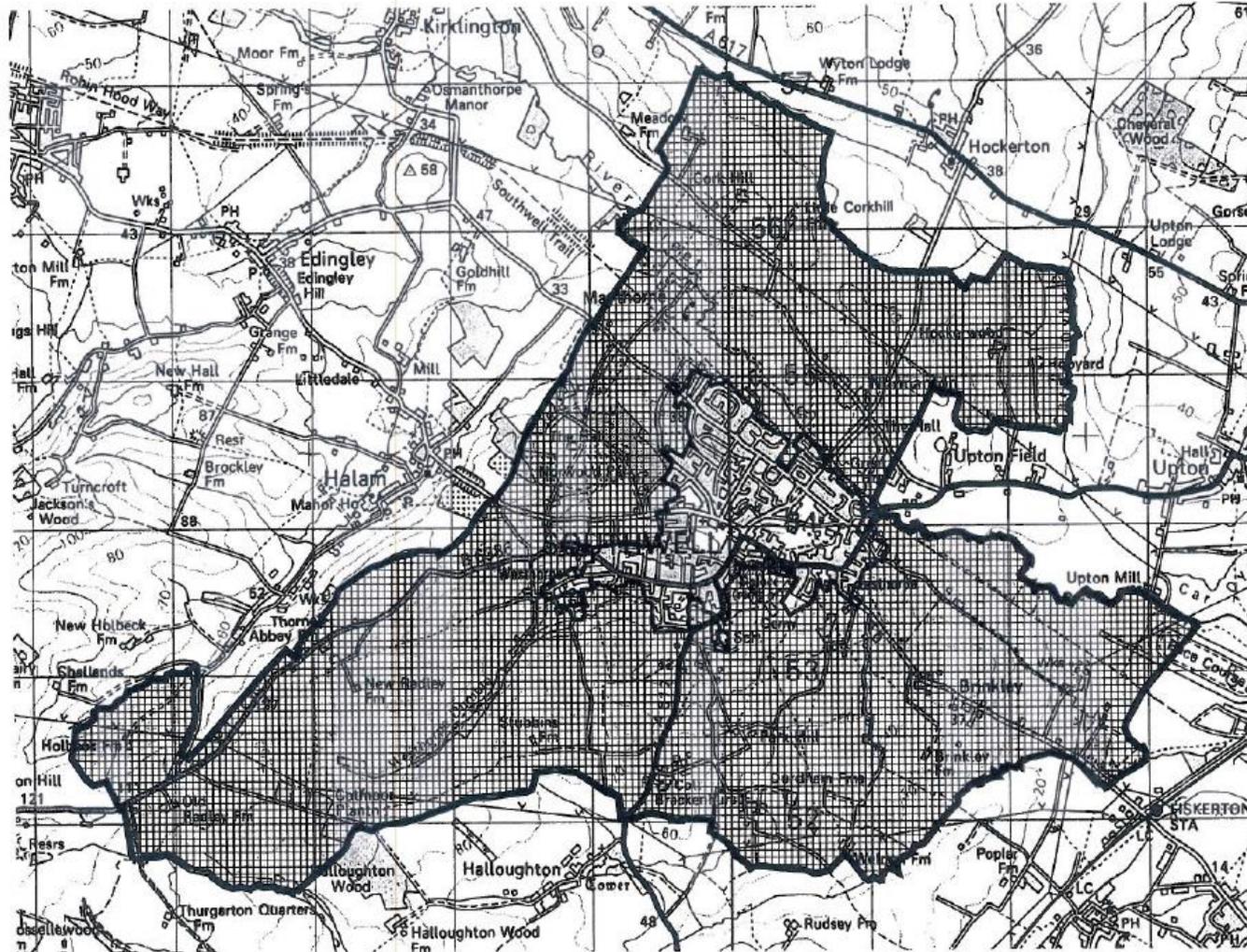
 Parish rural area - exempt

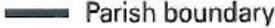
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Map produced by the DoE Census Unit.

Boundaries as at 1991

Southwell Civil Parish, Nottinghamshire



 Parish area - included
 Parish boundary

 Parish rural area - exempt

Crown Copyright 1996

Map produced by the DoE Census Unit.

Boundaries as at 1991