



Central Lincolnshire Housing Growth Delivery Plan

A prosperous, stronger and sustainable central Lincolnshire

2016 – 2021

April 2016

Central Lincolnshire Housing Growth Delivery Plan 2016-21

1.0 Introduction

A prosperous, stronger and sustainable Central Lincolnshire is the Central Lincolnshire Local Plan vision. We therefore have a clear aim, to ensure that Central Lincolnshire continues to be a great place to live and work, by delivering sustainable growth over the next 20 years.

Sustainable growth means that Central Lincolnshire will continue to provide:

- homes that meet the range of our needs,
- a vibrant economy and jobs, and
- infrastructure, such as schools, roads, health services and community facilities.

This will ensure that Central Lincolnshire can accommodate the needs of an increasing and an ageing population and strengthens its economy. This will ensure it continues to be vibrant and prosperous place, where all residents enjoy a great quality of life.

1.1 Purpose and scope of the Housing Growth Delivery Plan (HDP)

This HDP focuses on increasing the housing supply. Housing is obviously a key component of sustainable growth, and recognising that the development industry alone will not provide the full range of homes needed, the HDP sets out how the partner authorities will support the development industry and work together to deliver more homes.

The Central Lincolnshire Local Plan sets out the overall number of homes needed (the objectively assessed need figure) and the spatial distribution of this growth across the settlements in Central Lincolnshire. The Local Plan also sets out a range of other housing and related policies including affordable housing delivery, housing quality and infrastructure.

There is also a strong and interlinking relationship between housing, economic growth and the need for infrastructure and the HDP has been developed and should be considered alongside the Economic Growth Plan, and Infrastructure Delivery Plan.

The following sections of the Plan set out:

- The relationship between the HDP priorities and objectives and the Local Plan (Section 2.0)
- The national and local reasons why we have identified these housing priorities (Section 3.0)
- How we will deliver the priorities including resources, working with our partners (Section 4.0)
- What we are going to do in a high level action plan (Section 5.0)

1.2 Who is the Plan For?

This HDP has been produced by the Central Lincolnshire authorities working in partnership. They are:

- City of Lincoln Council, North Kesteven and West Lindsey District Councils
- Lincolnshire County Council
- Local Plan Team

It is intended as a framework for our wider partners and stakeholders involved in the delivery of housing in Central Lincolnshire.

2.0 What we want to achieve (our strategic housing priorities) and how it relates to the Local Plan

This Plan has 5 interrelated strategic housing priorities to deliver sustainable growth. These are:

1. To deliver sustainable housing growth
2. To deliver housing to meet a range of needs and circumstances
3. To deliver affordable housing
4. To make use of the existing stock and bring empty homes back into use
5. Deliver Quality and Energy Efficiency in the new housing stock

The Local Plan sets out the level and distribution of housing growth across central Lincolnshire through a number of policies including:

- LP1: A presumption in favour of sustainable development
- LP2: The Spatial Strategy and Settlement Hierarchy
- LP3: Level and Distribution of Growth
- LP4: Growth in Villages
- LP10: Meeting Accommodation Needs
- LP11: Affordable Housing
- LP28: Sustainable Urban Extensions
- LP29–LP47: Area specific policies for Lincoln, Sleaford and Gainsborough
- LP48: Sustainable Urban Extensions: Allocations
- LP49–LP53: Residential Allocations
- LP54: Remaining capacity on SUEs and broad locations for future growth
- LP55: Development in hamlets and the countryside
- LP56: Gypsy and Traveller Allocations

The table below sets out the HDP priorities for the delivery of housing across central Lincolnshire and their relationship with the Local Plan policies.

Local Plan Vision: A prosperous, stronger and sustainable central Lincolnshire		
Local Plan Housing Objective: To ensure that the housing stock meets the housing needs of the central Lincolnshire area		
Strategic Housing Priority	Relevant Local Plan Policies	Housing Delivery Plan Objective to meet priority
1. Deliver Sustainable Housing Growth	LP1: A presumption in favour of sustainable development	1.1 Support the delivery of a planning policy framework to stimulate sustainable growth
	LP2: The Spatial Strategy and Settlement Hierarchy	
	LP3: Level and distribution of growth	1.2 Deliver housing development
	LP27-47: A Growing Lincoln, Sleaford and Gainsborough	
	LP4: Growth in Villages	1.3 Promote Central Lincolnshire as potential for growth
	LP10: Meeting Accommodation Need	
2. Deliver housing to meet a range of needs and circumstances	LP28: Sustainable Urban Extensions	1.4 Enable appropriate supporting infrastructure
	LP48-54: Residential Allocations	
	LP10: Meeting Accommodation Need	2.1 Meet a variety of housing needs across Central Lincolnshire
	LP11: Affordable Housing	2.2 Deliver housing options for older people
	LP28: Sustainable Urban Extensions	2.3 Deliver housing options to meet specific needs
	LP56: Gypsy and Traveller Allocations	2.4 Provision of Gypsy and Traveller sites
3. Deliver Affordable Housing	LP55: Development in Hamlets and the Countryside	2.5 Provision of Student Accommodation
	LP4: Growth in Villages	3.1 Deliver more affordable housing
	LP11: Affordable Housing	3.2 Deliver more rural affordable housing
4. Make best use of existing stock including bringing empty properties back into use	LP11: Affordable Housing LP26: Design and Amenity	4.1 Bring Empty Homes back into use
5. Deliver Quality and Energy Efficiency in the new housing stock	LP26: Design and Amenity	5.1 Promote innovation, high quality design and materials in new developments
	LP18: Climate Change and Low Carbon Living	5.2 Increase energy efficiency standards and sustainable use of resources

Underlying these priorities is the ongoing need to maintain a robust and up to date evidence base that informs the future priorities for Central Lincolnshire.

2.1 Delivering Housing Growth in the Current Housing and Planning Policy Environment

The housing and planning policy environment is never static and at the time of writing this plan, a number of key legislative and policy changes are under consideration which will impact on what and how we deliver housing going forward.

- **Comprehensive Spending Review November 2015**

This increased the overall amount of funding for housing delivery but was accompanied by a major shift in public subsidy from affordable rented homes in favour of home ownership and Starter Homes.

- **The Housing and Planning Bill and Starter Homes**

The Housing and Planning Bill requirement that Starter Homes will be included on all "reasonably" sized sites. They are homes sold at a minimum of 20% below open market value, to under 40s who have not previously been a home owner. There are a number of key issues that require further clarity going forward, not least the intention to include these homes in the Government's definition of affordable housing and how this will impact on Section 106 planning obligations in future.

- **Self-Build**

A Self Build and Custom Build register must be held by all Local Authorities and they must have regard to the contents of the register when carrying out their planning, housing, land disposal and regeneration functions.

- **Brownfield Land Registers**

All Local Authorities are to have a brownfield register in place, with a pilot running to test the effectiveness of the registers. Permission in principle may be implemented for all sites listed on brownfield registers, suitable for housing and 10 units or less, as well as all sites allocated within Local Plans and Neighbourhood Plans.

- **The 2016 to 2021 Homes and Communities Agency Affordable Housing Prospectus**

The HCA's Affordable Housing Programme, post Spending Review was closed to new bids for rented units, and a new prospectus which will allocate funding for Starter Homes and Shared Ownership products for 2016 to 2021 is awaited. Information from the Homes and Communities Agency confirm that home ownership products will take almost all funding up to 2021 and there will only be minimal financial support for affordable rented housing for the vulnerable and elderly.

- **Operational changes for Registered Providers and Local Authorities in the provision and management of affordable housing**

There are a number of changes which affect how affordable housing providers own and manage their housing stock which will have implications on new delivery:

- **Reduction in social housing rent and Housing benefit cap in line with Local Housing Allowance (LHA) rates**

Registered Provider business planning has been based on a structured annual rent increases but from April 2016 rents must be reduced by 1% every year for 4 years. This will affect business plans of Registered Providers (RPs) and councils which retain their housing own stock. Also the requirement for rents to be capped at the Local Housing Allowance rate will impact where the total rent is above LHA rate, particularly affecting supported housing schemes.

- **Voluntary deal between Government and housing associations to extend the Right to Buy**
There is a continued lack of clarity on how this will apply including how much landlords will be reimbursed, how much freedom they will have regarding where homes should be replaced and what tenure they should be.
- **High value sales**
Councils will be charged a fixed levy based on a prior estimate of vacant high-value homes they will sell. Councils are urgently calling for clarity over the amount they will be charged next year as they are in the process of setting 2016/17 budgets.
- **Pay to Stay**
Social tenants whose income exceeds a specified annual amount (based on household income and could include two people on minimum wage levels) will be required to pay the full market rent for their home. This policy will be voluntary for housing associations, but will apply in full to Local Authorities.
- **Housing association reclassification and deregulation**
Has implications for public borrowing, and part of a wider pattern of policy announcements and reversals which are denting confidence, impeding future planning and delaying delivery.
- **Direct commissioning**
Government has announced plans to directly commission up to 13,000 new homes from small and medium-sized companies (SMEs) on publicly-owned land. 40% of new housing on these sites will be developed as Starter Homes.

All these changes reduce business planning certainty going forward. This has an impact on the ability of Registered Providers to fund the development of new affordable housing and also to deliver supported housing.

3.0 Why do we have these strategic housing priorities? The Need for Growth in Central Lincolnshire

3.1 Priority One: Deliver Sustainable Housing Growth

It is fundamentally important both nationally and locally that the right homes are provided in the right place, and that they are accessible and affordable to a range of needs and circumstances.

3.1.1 National reasons why this is a priority:

- There is an identified shortfall of housing and a need to increase delivery evidenced by national statistics and a number of Government reports and publications. (e.g. 2011 National Housing Plan, Elphicke Report etc);
- There is a presumption in favour of sustainable housing growth to meet the nation's housing need set out in the National Planning Policy Framework;
- National population and household projections forecast increasing population and housing numbers and Local Authorities are expected to demonstrate a 5 year land supply of deliverable sites to meet our objectively assessed housing need.

3.1.2 Local reasons why this is a priority:

- The Central Lincolnshire population has grown significantly in recent years and the population in Central Lincolnshire is ageing;
- The 2015 Central Lincolnshire Strategic Housing Market Assessment identifies the need for more homes;
- The Central Lincolnshire Local Plan sets the housing growth target of 1,540 per annum, as set out in policy LP3: Level and distribution of Growth;

- The Central Lincolnshire economy has grown and has further potential to grow but homes are required to accommodate and increase the working age population;
- Additional homes in turn will attract new businesses to the area which can provide additional jobs and prosperity.

Delivering the Priority: Challenges the Plan needs to address

- ***Delivering 36,960 homes by 2036;***
- ***Attracting more developers to Central Lincolnshire to deliver the housing needed;***
- ***Ensuring delivery of housing and infrastructure within an overall viability framework;***
- ***Engaging with communities to communicate the need for growth.***

3.2 Priority Two: Deliver Housing to meet a range of needs

An important element of sustainable growth is to ensure that housing meets a range of diverse needs arising from various circumstances including age, disability, supported needs, household composition and population trends. Therefore a range of housing types and mix must be provided.

3.2.1 National reasons why this is a priority:

- A mix of housing types ensures a buoyant housing market which provides a range of homes for a range of needs and preferences so people can access housing that suits their circumstances;
- Ageing population, people living longer and care provision is through a model which enables people to remain in their own home;
- Many young households are unable to afford to own or rent their own home
- Expectation that we meet Gypsy and Traveller needs.

3.2.2 Local reasons why this is a priority:

- Household sizes have reduced between 2001 and 2011 from 2.34 people to 2.27 people;
- Central Lincolnshire has an ageing population with a need to increase the choice in care provision ranging from enabling people to remain in their own home to extra care provision and residential accommodation;
- The 2013 Gypsy and Traveller Accommodation Assessment identifies a need for 71 pitches by 2033;
- Aspiration to retain our younger persons at working age and an increase in the number of younger persons in Lincoln specifically.

Delivering the Priority: Challenges the Plan needs to address

- ***Different housing types and sizes are required to meet the range of needs;***
- ***Additional costs associated with specific types of dwellings and implications for development viability;***
- ***Specific /bespoke housing schemes may be perceived as high cost high risk by the development industry;***
- ***Need for multi-agency partnership engagement to deliver housing, care and support;***
- ***Need to secure external funding for the delivery of affordable supported accommodation;***
- ***Maintaining an appropriate evidence base for a range of client groups.***

3.3 Priority Three: Deliver more affordable housing

Providing a mix of housing types as identified in priority one will provide homes available to households on a range of incomes. However, there is an identified need to provide homes which will meet the needs of those unable to afford or access housing to rent or buy on the open market.

3.3.1 National reasons why this is a priority

- Increasing differential between housing prices and incomes means homes are less affordable;
- Increasing national demand for affordable housing arising from a shortfall in provision;
- Increasing demand for private rented sector accommodation and consequential increase in rents;
- Impact of recent changes in housing, planning and welfare policies.

3.3.2 Local reasons why this is a priority

- 17,400 (47%) affordable homes required as evidenced in the SHMA over the next 24 years;
- 911 affordable homes per annum required across Central Lincolnshire for 2012 to 2017 with 676 additional affordable homes per annum from 2018 to 2036;
- Ensuring the sustainability and vibrancy of our rural communities by enabling affordable housing that is accessible to residents on low incomes.

Delivering the Priority: Challenges the Plan needs to address

- ***The 17,400 Affordable housing needed in Central Lincolnshire will not be delivered solely through planning obligations, due to viability issues arising from low sales/rental values;***
- ***Over half of the identified affordable housing need will need to be delivered by other mechanisms including:***
 - ***Securing the necessary level of external grant funding or other forms of subsidy to deliver affordable housing, due to this limited viability;***
 - ***Maintaining council house new build programmes;***
 - ***Securing land for affordable housing at prices which will allow delivery;***
 - ***Maintaining ongoing delivery partner engagement in Central Lincolnshire;***
 - ***Delivering affordable housing in rural settlements where opportunities are more limited and costs can be greater.***

3.4 Priority Four: Bring empty properties back into use

With a significant need for more homes across Central Lincolnshire it is important that all existing homes are used to their best potential and bringing empty homes back into use will maximise the overall housing supply.

3.4.1 National reasons why this is a priority

- The significant need for more homes and the fact that empty homes are a wasted resource;
- Bringing empty homes back into use has a role to play in delivering much needed homes;
- The benefits to neighbourhoods, communities and individuals with homes being brought back into use.

3.4.2 Local reasons why this is a priority

- There are 683 long-term empty homes in Central Lincolnshire;
- Empty homes can be the source of problems such as blighting neighbourhoods, locations for anti-social behaviour or other problems such as dangerous structures and infestation;

- It is recognised that it is important to ensure all homes are used to their best potential to assist in the overall delivery of much needed homes in line with our objectively assessed need and affordable housing need;
- Homes have been successfully brought back into use as affordable housing;
- Recognition of the benefits of homes being brought back into use at the district, community and local level.

Delivering the Priority: Challenges the Plan needs to address

- ***Complexity and costs associated with bringing empty homes back into use.***

3.5 Priority Five: Deliver Quality and Energy Efficiency in the new housing stock

3.5.1 National reasons why this is a priority:

- Ongoing national requirement to reduce carbon emissions;
- NPPF emphasis on high quality and inclusive design;
- Implementation of policies that are set out and ultimately agreed in the Housing Standard Review.

3.5.2 Local reasons why this is a priority:

- Commitment to reduce fuel poverty;
- Recognising local distinctiveness and quality of place;
- Commitment to build high quality council homes.

Delivering the Priority: Challenges the Plan needs to address

- ***Stimulating private sector interest to deliver beyond Building Regulations due to costs of implementing additional standards;***
- ***Balancing the desire for higher standards with development viability, housing numbers and Infrastructure delivery.***

4.0 How will we deliver these priorities? Resources, Partners and Stakeholders

The Central Lincolnshire authorities are working in partnership to deliver sustainable growth. It is recognised that it cannot be delivered in isolation and needs the support of a range of stakeholders and partners. The resources, input and support from this wide range of partners and stakeholders will be essential to bring forward housing delivery, and the necessary supporting infrastructure.

4.1 Central Lincolnshire Local Authorities

Local Authorities have limited resources but are currently exploring all opportunities to deliver more housing. These opportunities include:

- Devolution – investigating the development of a combined authority for Greater Lincolnshire and the opportunity to secure investment for housing delivery as part of the arrangements with Central Government;
- A Housing Company – setting up a housing company to build market and affordable housing;
- Council House building programmes – delivering more affordable rented Council housing;
- Gainsborough Housing Zones – to stimulate private sector development in defined locations;
- Ongoing enabling and supporting delivery in the private sector by developers and Registered Providers.

4.2 Key Delivery Partners

The Central Lincolnshire Local Authorities will work in partnership with partners and stakeholders which include public and private sector organisations:

- Greater Lincolnshire Local Enterprise Partnership (GLLEP) – the public, private sector partnership working across Greater Lincolnshire to improve the economy and prosperity of the area, as set out in its Strategic Economic Plan. The GLLEP is a source of expertise and funding opportunities for the delivery of infrastructure to bring forward growth;
- The Homes and Communities Agency (HCA) – the public organisation responsible for promoting and funding the delivery of additional housing and affordable housing provision through expertise, enabling support, financing and grant funding;
- Registered Providers – Specialist affordable housing providers who build, own and manage affordable housing and who are able to secure HCA grant funding and subsidise affordable housing delivery from their own resources;
- Private Developers and Agents – who are the principal deliverer of market led housing developments;
- Parish Councils – as representatives of local communities with local knowledge and expertise;
- Local communities – who will have views and opinions on housing delivery in their localities and who may formalise their views in Neighbourhood Plans, which formally articulate how they would like to see their communities grow.

5.0 What we are going to do: High Level Action Plan

The action plan sets out what we will do to deliver our strategic objectives. Whilst actions are presented against specific objectives and priorities it is recognised they are interlinked and the actions will contribute to the delivery of more than one objective in many cases.

High Level Action Plan

Strategic Housing Priority	Housing Objective to meet priority	Actions to deliver objective	
1.0 Deliver Sustainable Housing Growth	1.1 Support the delivery of a planning policy framework to stimulate sustainable growth	1.1.1	Work with partners across Central Lincolnshire to contribute to the development of the Local Plan and supporting documents.
		1.1.2	Work with partners to develop and deliver a Community Infrastructure Levy charging regime and Infrastructure Delivery Plan.
	1.2 Deliver housing development	1.2.1	Work with developers and site promoters to bring forward identified strategic growth locations.
		1.2.2	Investigate and enable the delivery of broad locations for future housing growth.
		1.2.3	Facilitating the delivery of sustainable urban extensions to Lincoln, Sleaford and Gainsborough.
		1.2.4	Investigate financing and funding opportunities with the GLLEP and HCA for the provision of infrastructure to support the delivery of market housing.
		1.2.5	Monitor Government housing initiatives and promote and maximise implementation including community based initiatives, self-build and support for first-time buyers.
	1.3 Promote Central Lincolnshire as potential for growth	1.2.6	Support community initiatives to increase housing delivery.
		1.3.1	Ongoing partner liaison and information sharing with developers and agents to bring forward appropriate development.
		1.3.2	Utilise existing development forums to highlight policy development and publicise/explore funding opportunities.
	1.3.3	Develop marketing material which identifies and promotes the benefits of Central Lincolnshire to a wider audience of developers.	

Strategic Housing Priority	Housing Objective to meet priority	Actions to deliver objective	
	1.4 Enable appropriate supporting infrastructure	1.4.1	Work with partners to develop the Infrastructure Delivery Plan and Community Infrastructure Levy charging regime.
		1.4.2	Investigate financing and funding opportunities with the GLLEP and HCA for the provision of infrastructure projects.
		1.4.3	Work with planning colleagues to secure viable planning obligations by ongoing negotiation of planning conditions (eg Section 106) and viability assessments to maximise viable contributions to supporting infrastructure.
		1.4.4	Work with local authority partners to maintain and improve understanding of development viability and monitor market trends.
2.0 Deliver housing to meet range of needs and circumstances	2.1 Meet a variety of housing needs across Central Lincolnshire	2.1.1	Work with developers to ensure a balanced housing market by providing an appropriate mix of housing types for a range of incomes and household sizes.
		2.1.2	Maintain liaison with the GLLEP and large employers regarding housing plans / requirements.
		2.1.3	Ongoing liaison with the MOD about their housing plans.
	2.2 Deliver housing options for older people	2.2.1	Encourage market to provide older persons accommodation as part of market housing developments.
		2.2.2	Engage with specialist older persons housing providers to explore potential development of a range of specific older persons market and affordable housing schemes.
		2.2.3	Work with delivery partners to increase extra care housing provision in Central Lincolnshire.
		2.2.4	Ensure opportunities to provide older persons affordable housing in line with identified needs when negotiating Section 106/ Planning obligations.
	2.3 Deliver housing options to meet specific needs	2.3.1	Work with partners to understand the needs of specific service user groups (eg learning disabilities, physical disabilities, mental health).
		2.3.2	Work with providers to deliver appropriate housing solutions.

Strategic Housing Priority	Housing Objective to meet priority	Actions to deliver objective	
	2.4 Provision of Gypsy and Traveller sites	2.4.1	Deliver provision to meet the identified need for pitches.
		2.4.2	Maintain an evidence base on the supply and demand for pitches.
	2.5 Provision of Student Accommodation	2.5.1	Support provision and encourage balanced, inclusive communities.
3.0 Deliver Affordable Housing	3.1 Deliver more affordable housing	3.1.1	Work with the HCA and GLLEP to identify funding opportunities including Affordable Homes Programme for the delivery of more affordable housing.
		3.1.2	Continue the use of Local Authority assets (eg land, commuted sum money) to maximise affordable housing delivery.
		3.1.3	Deliver Council house new build programmes in North Kesteven and City of Lincoln.
		3.1.4	Investigate and consider other assets that Local Authorities could use to stimulate delivery.
		3.1.5	Work with planning colleagues to secure viable planning obligations by ongoing negotiation of planning conditions (eg Section 106) and undertake viability assessments to maximise viable contributions to affordable housing.
		3.1.6	Maintain ongoing partnerships with Registered Providers to identify delivery opportunities.
	3.2 Deliver more rural affordable housing	3.2.1	Work with groups developing Neighbourhood Plans to identify local housing needs.
		3.2.2	Work with partners, landowners and developers to promote and deliver rural affordable housing, including securing land and funding opportunities.

Strategic Housing Priority	Housing Objective to meet priority	Actions to deliver objective	
4.0 Bring empty properties back into use	4.1 Bring Empty Homes back into use	4.1.1	Explore funding opportunities.
		4.1.2	Provide advice, information and signposting services for empty property owners.
		4.1.3	Share best practice in the approach to empty homes across departments and undertake enforcement action as necessary.
		4.1.4	Work with community groups to identify problematic empties for targeted action.
5.0 Deliver Quality and Energy Efficiency in the new housing stock	5.1 Promote innovation, high quality design and materials in new developments	5.1.1	Utilise urban design specialists to assess large site layouts/masterplans.
	5.2 Increase energy efficiency standards and sustainable use of resources	5.2.1	Develop Council housing to higher energy efficiency standards where viable to do so.