



Central Lincolnshire 2012  
**LOCAL PLAN** 2036



**North Kesteven**  
DISTRICT COUNCIL



# Central Lincolnshire Housing Growth Delivery Plan

A prosperous, stronger and sustainable

Central Lincolnshire

**2019– 2024**

January 2019

# **Central Lincolnshire Housing Growth Delivery Plan 2019- 2024**

## **1.0 Introduction**

A prosperous, stronger and sustainable Central Lincolnshire is the 2012-36 adopted Central Lincolnshire Local Plan vision. Therefore, we 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, strengthen its economy and continue 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)**

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 Central Lincolnshire. It also sets out a range of other housing and related policies including affordable housing, housing quality and infrastructure delivery. The HDP sets out how we intend to deliver the policies in the Plan.

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 Central Lincolnshire Economic Growth and Infrastructure Delivery Plans.

This 2019 -2024 HDP is an update of the previous 2016-21 version, published in 2016. It remains focused on increasing housing supply, a key component of sustainable growth. This update considers the latest strategic policy developments in planning and housing delivery and includes a refreshed action plan.

The following sections of the HDP set out:

- The relationship between the HDP priorities and objectives and the Local Plan (Section 2.0)
- A summary of the national and local reasons why we have identified these housing priorities (Section 3.0)
- How we will deliver the priorities, including resources and working with our partners (Section 4.0)
- What we have achieved and what more 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
- The Local Plan Team

It is intended as a delivery framework for these authorities and 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 they relate to the Local Plan**

This Plan has 5 interrelated strategic housing priorities to deliver sustainable growth. The table below summarises how these priorities fit with the Local Plan policies and the HDP objectives.

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

### **2.1.1 National Strategic Framework**

In February 2017 Central Government produced the housing White Paper 'Fixing our Broken Housing Market' which stated that "*from 225,000 to 275,000 or more homes per year are required to keep up with population growth and start to tackle years of under supply*". Following publication of the White Paper, Government has made a number of policy and other initiatives aimed at trying to address the issue of housing delivery against an overall national target of 300,000 more homes per annum.

- **National Planning Policy Framework (NPPF) & Housing Delivery Test**

The Ministry for Housing, Communities and Local Government (MHCLG) published its new National Planning Policy Framework (NPPF) on 24 July 2018. The publication of the revised NPPF followed on from a number of successive consultations on proposed policy direction for the country.

It contains a number of changes that have implications for planning and housing delivery. Most significantly;

- The presumption in favour of sustainable development is maintained
- A housing delivery test is confirmed, which requires authorities to continue to demonstrate a 5 year land supply but also to deliver a % of housing need which has been defined by a new standardised housing delivery test
- The standardised methodology for establishing housing need taking is now confirmed.
- Authorities are still assessing the implications of this methodology and Government is considering amendments to the process to ensure that the overall national target is delivered.

An initial assessment undertaken by Central Lincolnshire in line with the draft publication in 2017 identified that the dwelling requirement would be 1,131 homes per annum and that 87% of that had been delivered.

Whilst the final delivery test process is yet to be published and the new housing requirement will inform any future revisions of the Central Lincolnshire Local Plan, Central Lincolnshire remains committed to achieving sustainable housing growth.

- **Homes England and Housing and Infrastructure Programmes**

Homes England launched its Strategic Plan in 2018. As the Government's 'housing accelerator' the document sets out its mission;

"To intervene in the market to ensure more homes are built in areas of greatest need, to improve affordability. We will make this sustainable by creating a more resilient and diverse housing market" and how it will work in partnership to deliver more housing and supporting infrastructure , through enabling and funding support , working with partners and releasing more land for development".

The plan sets out programmes for;

- Unlocking land
- Unlocking investment
- Increasing productivity
- Driving market resilience
- Supporting local areas
- Delivering home ownership products

There are significant opportunities for local authorities and delivery partners going forward and working closely with Homes England remains extremely important in delivering the HDP.

### **2.1.2 Local Strategic Framework**

- **The 2012-36 Central Lincs Local Plan**

The adoption of the Local Plan in April 2017, by the Central Lincolnshire Joint Strategic Committee confirms its status as the planning policy framework, for the delivery of sustainable growth. Central Lincolnshire authorities are working closely under formalised governance and partnership arrangements to deliver the plan policies.

- **Greater Lincolnshire Local Enterprise Partnership**

The GLLEP has 5 priorities and drivers for success, which includes the housing related priority;

- To recognise the need for new housing, and to support balanced housing and economic development by promoting our capacity to deliver high quality growth.

The GLLEP is currently producing its Local Industrial Strategy and alongside its Strategic Economic Plan priorities, which recognise the links between housing and the economy. It remains an extremely important partner in the delivery of sustainable growth and housing going forward.

- **Greater Lincolnshire Collaboration**

Central Lincolnshire also engages with the wider Greater Lincolnshire collaboration between local authorities, the Greater Lincolnshire Local Enterprise Partnership and Homes England to deliver 100,000 more homes by 2040, across Greater Lincolnshire.

- **Infrastructure and Housing Delivery**

Through the Greater Lincolnshire Housing Infrastructure Group (HIG) and District Housing Network (tasked by HIG to deliver the housing target) Greater Lincolnshire is working in partnership, to secure funding for infrastructure to support housing growth and deliver the Greater Lincolnshire housing target. The DHN has developed a housing delivery action plan around 5 priorities;

- Enable and deliver more housing
- Enable and deliver more affordable housing
- Innovation, quality and a sense of place
- Enable and deliver more homes that meet a range of needs
- Maintain a robust evidence base
- Increase housing sector capacity and construction related skills

These are complimentary with the HDP priorities and create opportunities for efficiencies through collaborative working, as well as the potential to maximise delivery in Central Lincolnshire by presenting a coordinated and robust Greater Lincolnshire housing delivery pipeline. This will help to attract external funding to support housing and infrastructure delivery.

- **Planning for Growth and Strategic Infrastructure Planning**

Greater Lincolnshire authorities are also exploring the opportunities to secure future funding from Government under the 'Planning for Growth' collaboration. This sets out the levels of growth achievable with existing resources and the potential level that could be accelerated and achieved with additional Central Government Support. Ultimately this will inform the production of a growth strategy for Greater Lincolnshire, and future bidding or any further Growth Deal discussions with Central Government.

### **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.

##### **Delivering the Priority: Challenges the HDP 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.

##### **Delivering the Priority: Challenges the HDP 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**

##### **Delivering the Priority: Challenges the HDP needs to address**

- *The 17,400 Affordable housing needed in Central Lincolnshire*
- *Section 106 planning obligations will not be deliver these targets alone*
- *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 where needed 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.

#### **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**

#### **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:

- Planning for Growth – establishing the Greater Lincolnshire framework for delivery and the opportunity to secure investment for housing delivery as part of the arrangements with Central Government;
- Council House building programmes – delivering more affordable rented Council housing in North Kesteven and Lincoln;
- 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.
- Housing Companies – Lafford Homes has been set up by North Kesteven as a housing company to build market rented housing and market housing for sale;

### **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 and developing Local Industrial Strategy. The GLLEP is a source of expertise and funding opportunities for the delivery of infrastructure to bring forward growth;

- Homes England – the public organisation responsible for promoting and funding the delivery of infrastructure, additional housing and affordable housing provision and increasing land availability 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 Delivery Action Plan

### 5.1 Delivery to Date

Since the publication of the 2016 HDP, extensive progress has been made across the objectives in the action plan.

This includes;

- Adoption of the Central Lincolnshire Local Plan
- Securing £7m Housing Infrastructure Fund for infrastructure projects in Central Lincolnshire
- Progression of the Sustainable Urban Extensions at varying stages with planning applications submitted, permitted and construction on site
- Produced a Developer Obligations Supplementary Planning Document
- Securing Section 106 planning obligations including affordable housing and funding contributions for infrastructure provision
- Implemented the Community Infrastructure Levy Charging Regime
- Affordable housing delivery by Registered Provider partners and local authorities as direct providers
- Empty homes brought back into use
- Development of market rented accommodation by Lafford Homes

### 5.2 High Level Action Plan

The action plan below sets out the work programme for the next 5 years of the housing delivery plan against 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.

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 delivery of the Local Plan
		1.1.2	Monitor delivery of housing related Local Plan policies to ensure their continued effectiveness
	1.2 Deliver housing development	1.2.1	Build and maintain relationships with landowners, developers and site promoters to bring forward development opportunities, allocated sites and extant permissions five year land supply monitoring data.

		1.2.2	Facilitating the delivery of sustainable urban extensions to Lincoln, Sleaford and Gainsborough through partnership working, understanding and unblocking barriers and exploring funding opportunities to accelerate construction.
		1.2.3	Investigate financing and funding opportunities with the GLLEP and Homes England for the provision of infrastructure to support the delivery of market housing.
		1.2.4	Monitor Government housing initiatives and assess opportunities to implement them to accelerate housing delivery
		1.2.5	Support community initiatives to increase housing delivery by assisting groups to explore funding and land opportunities
	1.3 Promote Central Lincolnshire as potential for growth	1.3.1	Ongoing liaison and information sharing with developers and agents to bring forward appropriate development including using existing development forums to highlight policy development and publicise/explore funding opportunities.
		1.3.2	Engage with Greater Lincolnshire over complimentary marketing material which identifies and promotes the benefits of Central Lincolnshire alongside Greater Lincolnshire promotion 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	Secure Community Infrastructure Levy contributions in line with the approved Charging Schedules for North Kesteven, City of Lincoln and West Lindsey Councils.
		1.4.2	Support development of the Planning for Growth initiative and Strategic Infrastructure Delivery Plan to maximise opportunities for funding to support development projects
		1.4.3	Engage with the GLLEP and Homes England for the provision of funding for infrastructure projects.
		1.4.4	Work with planning colleagues to secure viable planning obligations by ongoing negotiation of planning conditions (e.g. Section 106) and viability assessments to maximise viable contributions to supporting infrastructure.
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	Influence developers to ensure the provision of an appropriate mix of tenures and housing types for a range of incomes and household sizes, in line with Local Plan policy requirements and emerging evidence.
		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 growth and rationalisation plans to understand implications and ensure that housing requirements can be met.

	2.2 Deliver housing options for older people	2.2.1	Encourage market to provide older persons accommodation as part of market housing developments to meet evidenced need for housing
		2.2.2	Engage with developers and specialist older persons housing providers to deliver a range of older persons market and affordable housing schemes.
		2.2.3	Work with delivery partners to increase older persons housing with care in Central Lincolnshire.
		2.2.4	Ensure opportunities to provide older persons affordable housing (such as shared ownership for the elderly) 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 (e.g. learning disabilities, physical disabilities, mental health).
		2.3.2	Work with providers to deliver housing in line with the Health and Wellbeing Board, Joint Strategic Needs Assessment and the emerging Supported Housing Strategy.

Strategic Housing Priority	Housing Objective to meet priority	Actions to deliver objective	
	2.4 Provision of Gypsy and Traveller sites	2.4.1	Work with partners to deliver appropriate 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	Work with providers to deliver more student accommodation to meet demand.
3.0 Deliver Affordable Housing	3.1 Deliver more affordable housing	3.1.1	Work with the Homes England 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 (e.g. land, commuted sum money) to maximise housing delivery including affordable housing.
		3.1.3	Deliver Council house new build programmes in North Kesteven and City of Lincoln and continue to explore opportunities to increase delivery.
		3.1.4	Investigate and consider other assets and wider approaches that Local Authorities could use to stimulate delivery of affordable housing (and market housing) .

		3.1.5	Work with planning colleagues to maximise viable planning obligations by ongoing negotiation of planning conditions (e.g. Section 106) and undertake viability assessments to maximise viable contributions to affordable housing.
		3.1.6	Maintain ongoing partnerships and explore other opportunities with Registered Providers to maximise delivery of affordable housing and other tenures.
	3.2 Deliver more rural affordable housing	3.2.1	Investigate funding opportunities for rural housing /community led housing facilitation and enabling including assessing made neighbourhood plan housing policies.
		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 to do bring empty homes back into use
		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.
		5.2.2	Explore Modern Methods of Construction and Off Site Manufacture opportunities and consider the potential for a pilot scheme, potentially in partnership with Greater Lincolnshire to secure necessary economies of scale.