

Housing Need Study 2023

City of Lincoln Council

Final Report
December 2023

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Executive Summary

Introduction

The City of Lincoln Housing Need Study 2023 provides the council with up-to-date evidence on housing need across all sections of the community over the period 2023 to 2033. The evidence will inform the update of the preparation of the Local Plan, other strategies, policies and decisions of the council and its partners.

The HNS has been prepared in accordance with the National Planning Policy Framework (NPPF) and associated Planning Practice Guidance (PPG).

Data have been produced at sub-area level where possible.

The HNS report complements the Central Lincolnshire Local Plan 2018-2040.

Dwelling stock

There are 47,272 dwellings (2023 Council Tax) and 42,510 (2021 Census) households across the city. The vacancy rate is 3.5% which is similar to the rate for England (2.8%). Most dwellings are houses (66.2%), 8.7% are bungalows and 25.2% are flats. 65.1% of households are owner occupiers, 13.8% privately rent and 21.1% live in affordable housing. There are around 297 affordable home ownership properties in the City of Lincoln.

House prices and rents

In 2022, lower quartile prices were £137,000 (East Midlands £172,000 and England £174,000) and median prices were £180,000 (East Midlands £234,995 and England £260,000).

In 2022, lower quartile private rents were £451 each month (East Midlands £624 and England £802) and median rents were £624 (East Midlands £776 and England £1,248).

Future dwelling mix and development priorities

The HNS has carefully considered the future population and household projections over the period 2023 to 2033, the range of dwellings lived in by different households and their dwelling aspirations (likes) and expectations. This helps to determine an appropriate mix of dwellings to inform future development priorities to better reflect the housing needs of communities across the City of Lincoln.

The Central Lincolnshire Local Plan Policy S2 establishes a housing requirement of 1,102 dwellings each year or 24,222 dwellings over the period 2018 to 2040. However, the plan seeks to facilitate the creation of new jobs and therefore aims to deliver 1,325 new homes each year.

In line with the Local Plan, a minimum of 25% of dwellings built should be affordable and the recommended tenure split is 80% rented and 20% affordable home ownership, which would include an element of First Homes.

The council's affordable housing policy will continue to support the ongoing delivery of affordable housing and diversify the affordable products available to local residents to reflect identified needs. The overall dwelling mix recommendations by tenure are set out in Table ES1.

Table ES1 Summary of overall dwelling mix by tenure

Dwelling type/size	Market	Affordable Rented	Affordable home ownership	Overall range
1- and 2- bedroom house	10-15%	2-5%	10-15%	10-15%
3-bedroom house	35-40%	20-25%	50-55%	30-35%
4 or more-bedroom house	30-35%	5-10%	5-10%	25-30%
1-bedroom flat	0-2%	10-15%	5-10%	2-5%
2 or more -bedroom flat	2-5%	10-15%	5-10%	5-10%
1-bedroom bungalow/level-access	0-2%	5-10%	0-2%	0-2%
2-bedroom bungalow/level-access	5-10%	20-25%	5-10%	5-10%
3 or more-bedroom bungalow/level-access	5-10%	5-10%	2-5%	5-10%
Dwelling type	Market	Affordable Rented	Affordable home ownership	Overall range
House	75-80%	30-35%	75-80%	65-70%
Flat	5-10%	25-30%	10-15%	10-15%
Bungalow/level-access	10-15%	35-40%	10-15%	15-20%
Number of bedrooms	Market	Affordable Rented	Affordable home ownership	Overall range
1	2-5%	25-30%	5-10%	5-10%
2	20-25%	30-35%	25-30%	25-30%
3	40-45%	25-30%	55-60%	40-45%
4	30-35%	5-10%	5-10%	25-30%

The needs of other groups

Particular needs which have been identified in the HNS are:

- Increasing and diversifying the supply of specialist housing for older people. There is a need for 1,138 more C3 sheltered/retirement dwellings, 316 C2 Extra Care but there are sufficient residential care bedspaces. Co-housing should also be considered.
- Based on an assessment of additional needs and longer-term demographics, 4% of new dwellings (23 each year) should be built to M4(3) wheelchair accessible standard; and all other new dwellings should be built to M4(2) accessible and adaptable standard which would include bungalows/level access accommodation.

The main report provides further details of the additional groups referenced in the NPPF and PPG.

Note that there is overlap between affordable, specialist older person and M4(3) need, so for instance the development of an older person's level access, wheelchair accessible affordable dwelling would help address three aspects of housing need.

Summary of policy recommendations

Theme	Data	Action
Overall housing requirement	1,102 average each year 2018-2040 with 64% of delivery in the Lincoln Strategy Area	Housing need figure to be noted. The requirement is not broken down by district but based on an estimate of 60% of delivery in the City of Lincoln, this would result in an annual requirement of 661
Affordable housing need	Annual imbalance of 164 which justifies need for robust affordable housing policy and delivery	Affordable housing policy to maximise delivery on market sites subject to viability and consider new ways of delivering affordable, particularly social rented housing. Note this is an overall strategic need but councils not expected to meet this need in full
	Affordable tenure mix of 80% rented and 20% affordable home ownership	Tenure mix to prioritise social/affordable rented and First Homes included as an element of affordable home ownership
Needs of different groups	4% of new dwellings to be M4(3) wheelchair accessible All new affordable and market dwellings to be built to M4(2) standard	Update relevant policies and strategies
	1,138 additional units of C3 accommodation for older people including sheltered, retirement and co-housing. 316 additional units of C2 Extra Care. Sufficient supply of residential care bedspaces	Diversify range of older persons accommodation including sheltered/retirement, Extra Care and cohousing. Continue to review need for residential care Strengthen policies to enable people to live in their own homes for longer with appropriate support and adaptation
	Other needs groups	Ongoing review of need for specialist housing and build upon the needs evidence in this HNS

1. Introduction

Background, aims and objectives

- 1.1 The City of Lincoln Council Housing Need Survey (HNS) 2023 provides the council with up-to-date evidence on housing need across all sections of the community over the period 2023 to 2033. The evidence will inform the update of the preparation of the Local Plan, other strategies, policies and decisions of the council and its partners.
- 1.2 The HNS report complements the Central Lincolnshire Local Plan 2018-2040.

National Planning Policy Framework

- 1.3 The evidence base needs to take account of the requirements of the National Planning Policy Framework (NPPF). The latest version was published in September 2023 and is supported by Planning Practice Guidance (PPG). The NPPF 2023 sets out the government's planning policies for England and how these are expected to be applied. Paragraph 11 of the NPPF states that plans, and decisions should apply a *'presumption in favour of sustainable development'*. As part of this, in relation to plan-making, it sets out that this means that *'strategic policies should, as a minimum, provide for objectively assessed needs for housing...'*
- 1.4 Paragraph 60 provides an important context to the policy for housing delivery, as follows:
'To support the Government's objective of significantly boosting the supply of homes, it is important that a sufficient amount and variety of land can come forward where it is needed, that the needs of groups with specific housing requirements are addressed and that land with permission is developed without unnecessary delay'
- 1.5 Paragraphs 61 to 63 relate to the evidence base requirements which underpin this study:

Paragraph 61: **'To determine the minimum number of homes needed, strategic policies should be informed by a local housing need assessment, conducted using the standard method in national planning guidance – unless exceptional circumstances justify an alternative approach which also reflects current and future demographic trends and market signals. In addition to the local housing need figure, any needs that cannot be met within neighbouring areas should also be taken into account in establishing the amount of housing to be planned for.'**

Paragraph 62: **'Within this context, the size, type and tenure of housing need for different groups in the community, should be assessed and reflected in planning policies including but not limited to: those who require affordable housing; families with children; older people; students; people with disabilities; service families; travellers; people who rent their homes; and people wishing to commission or build their own homes.'**

- Paragraph 63: **‘where a need for affordable housing is identified, planning policies should specify the type of affordable housing required’.**
- 1.6 Paragraph 65 requires that: **‘strategic policy-making authorities should establish a housing requirement figure for their whole area, which shows the extent to which their identified housing need (and any needs that cannot be met within neighbouring areas) can be met over the plan period. Within this overall requirement, strategic policies should set out a housing requirement for designated neighbourhood areas which reflects the overall strategy for the pattern and scale of development and any relevant allocations.’**
- 1.7 The Localism Act 2010 introduced the ‘Duty to Co-operate’ as a replacement for Regional Spatial Strategy and this requirement is also established in National Planning Policy (NPPF 2019, Paragraphs 24-27). Section 110 requires local authorities and other bodies, including Local Enterprise Partnerships to co-operate in maximising the effectiveness of strategic matters within development plan documents. The provision of housing development is a strategic priority and the council will have to ensure that it is legally compliant with the Localism Act at Local Plan examination.
- 1.8 The NPPF 2023 sets out affordable housing definitions which are presented at Technical Appendix A.

General national policy context

The White Paper: Levelling Up the United Kingdom

- 1.9 Housing has a key role in the government’s Levelling Up proposals. Housing is one of 12 missions, namely:
- *By 2030, renters will have a secure path to ownership with the number of first-time buyers increasing in all areas; and the government’s ambition is for the number of non-decent rented homes to have fallen by 50%, with the biggest improvements in the lowest performing areas.*
- 1.10 The proposal for a new minimum standard for privately rented homes will have an impact, but only if the standards from the Decent Homes Review are ambitious and local authorities have the resources to enforce them.
- 1.11 The scrapping of the ‘80/20’ rule, which sees some Homes England housing funds channelled to areas of the highest unaffordability will presumably mean the South East will receive a lower share.
- 1.12 The encouragement of “county deals” for resource allocation and coordination will place an onus on the district and county to work effectively together.
- 1.13 The White Paper has many, wide-ranging ambitions. However, there is limited detail on how the various targets, objectives and missions are to be achieved.

National Housing Market changes including COVID19 impact

- 1.14 Although not a policy change, and whilst it is too soon to be definitive, the pandemic may be generating new and significant structural alterations in

housing markets. It will be important that the pre-pandemic aspirations of extant policies are recalibrated in the light of four emerging phenomena :

- the so called “race for space” linked in part with the emergence of more remote working (notwithstanding the anticipated emerging return of demand from marginal workers in cities)
 - the persisting aspiration for out of town housing in less populated locations
 - the decline in town centre retail and replacement with web based purchasing and
 - possible changes in Higher Education residential requirements driven by more remote teaching approaches.
- 1.15 The lack of job security, lower employment and lower economic activity, plus fiscal changes like the 1.25% Health and Social Care Levy, are predicted to depress sale prices in the medium term. Shortages in skilled labour (HGV drivers and construction trades) and unskilled labour have created a 10% rise in median wage costs since February 2020. Added to input cost increases and combined with supply chain shortages an increase in house prices and slower house building is likely in the coming months.
- 1.16 The sharp rise in inflation and higher interest rates will be important determinants of sales volume and affordability in the short term.

Climate change, and energy use

- 1.17 The government’s original 10 Point Plan has now developed along three routes:
- The Net Zero Strategy
 - The Heat and Building’s Strategy
 - Wider Decarbonisation
- 1.18 Housing was not mentioned within the Glasgow Climate Pact’s 20 pages. However, a third of emissions are ascribed to housing.
- 1.19 Funding is a key challenge. The Commons’ Climate Change Committee has said that public investment for the transition needs to double. However, only around £7bn of new investment was announced in the Net Zero Strategy.
- 1.20 The 2021 Heat and Buildings Strategy is allocating a £450m budget for £5,000 grants for heat pumps from April 2022. However, this is only 10% of the scale of public funding required. Similarly, there is no funding for home insulation for the 60% of UK households, who own their own home and are not fuel poor.
- 1.21 The strategy signals the government’s intention “to phase out the installation of new natural gas boilers (currently present in 85% of homes) from 2035”. However, the alternative is not defined at this point. A proposal was announced to launch a Hydrogen Village trial to inform a decision on the role of that fuel in heating by 2026.
- 1.22 £3.9bn was allocated to support housing decarbonisation of which £800m was for the Social Housing Decarbonisation Fund. This is £3 billion *below* the 2019 manifesto commitment.

- 1.23 Notwithstanding this, all these commitments spending, heat and buildings remain a significant investment gap in green spending, with nearly £10bn additional investment needed this parliament to get on track to net zero.
- 1.24 In December 2021, the Department for Levelling Up, Homes and Communities (DLUHC) announced changes to building regulations operational from August 2022 which will require new CO2 emissions from new build homes to be around 30% lower than current standards.
- 1.25 The £320 million Heat Networks Investment Project (HNIP), which supports the development of heat networks (e.g. derived from water courses) across England and Wales, allocated £19 million in 2022 for projects in Liverpool, Kensington and Chelsea, Bristol and Worthing.
- 1.26 The National Infrastructure Bank will fund investment via a new green gilt potentially covering an additional £16bn of green major *infrastructure* spending.

Relevant Lincolnshire and Central Lincolnshire policies

Lincolnshire County Council Corporate Strategy

- 1.27 Lincolnshire County Council's Corporate Plan sets out what the council wants to achieve for local residents and communities.
- 1.28 The Corporate Plan underpins a 'One Council' approach, which ensures all services are working towards shared goals and will help different areas of the council work together more effectively. The corporate strategy identifies four outcomes ensuring people and communities will have
 - High aspirations
 - The opportunity to enjoy life to the full
 - Thriving environments
 - Good-value council services

Central Lincolnshire Local Plan 2018-2040

- 1.29 The Central Lincolnshire Local Plan has been adopted in April 2023 and will be used in making decisions on planning applications across the City of Lincoln, North Kesteven and West Lindsey areas, representing a joint vision for how Central Lincolnshire should evolve between now and 2040.
- 1.30 The new Local Plan introduces a number of new policies to guide development in Central Lincolnshire. The housing priority is a focus on 'new housing sites, capable of meeting our needs to 2040 and policies to ensure that the housing is in the right location and will be well designed.'

- 1.31 This is the second Local Plan for Central Lincolnshire, replacing the 2017 version which was revised to ensure it aligns with emerging pressures and priorities– such as those relating to climate change - and will ensure that the sustainable development occurs in the area.
- 1.32 Policy S2 Growth Levels and Distribution sets out a housing requirement for Central Lincolnshire is 1,102 dwellings each year or 24,244 over the plan period. This is a baseline position for land supply and Housing Delivery Test purposes. To support the economic vision and strategy of delivering 24,000 additional jobs over the plan period 2018 to 2040, the Local Plan aims to facilitate the delivery of 1,325 dwellings each year, or 29,150 over the Plan period.
- 1.33 The spatial strategy seeks to deliver around 64% of new homes in the Lincoln Strategy Area in the following priority order:
 1. Urban generation
 2. Sustainable urban extensions to Lincoln
 3. Growth at settlements which serve, and are serviced by, Lincoln.

Central Lincolnshire Housing Growth Strategy 2020-2025

- 1.34 This recognises that the population of Central Lincolnshire is growing and ageing. Housing growth is necessary to enable young people, families and older people to access homes they can afford which meet their needs. This will ensure that Central Lincolnshire has a ‘balanced’ population and economic prosperity into the future.
- 1.35 The Housing Growth Strategy sets out the housing issues and challenges facing Central Lincolnshire. It identifies six strategic objectives:
 - Deliver Sustainable Housing Growth
 - Deliver Affordable Housing
 - Deliver housing to meet diversity of need including older persons
 - Maintain and improve the housing stock and bring empty properties back into use
 - Deliver quality and energy efficiency in the new housing stock
 - Deliver and maintain a robust and up to date evidence base.

Lincolnshire Homelessness Strategy 2022-2027 (consultation version)

- 1.36 The consultation strategy reports the current position and challenges for homelessness across the county and sets out the priorities and actions that together aim to prevent homelessness and reduce rough sleeping.
- 1.37 Building on the successes of the last strategy and taking account of new challenges the new priorities for the next 5 years will be:

- Prevent – identify those that are at risk of becoming homeless as early as possible and working with them to prevent homelessness or rough sleeping.
- Protect – ensure individuals have access to the support and services they need to manage their homes as well as maintain their health, wellbeing which can prevent homelessness.
- Partnerships – strengthen and maintain relationships to bring together resources and knowledge to prevent and relieve homelessness.
- Place – ensure accommodation is both available and suitable for those that need it.
- Plan – take a proactive approach to tackling rough sleeping and ensure pathways are meeting the needs of each client group.

City of Lincoln relevant policies

Lincoln Housing Strategy 2020-2025

1.38 The housing strategy seeks to deliver quality housing through three objectives:

- **Providing housing which meets the varied needs of our resident**

The Council seeks to make best use of social housing stock through the implementation of a new allocations policy and the introduction of a nominations agreement. A Trusted Landlord Accreditation Scheme aims to improve standards in the private rented sector. The Council is delivering affordable and specialist housing to meet evidenced need through planning policy, direct delivery and enabling.

- **Building sustainable communities**

This is fundamental to delivering a housing strategy to meet the needs of the City. The City has ambitious plans for growth and is producing a Town Investment Plan. In addition to sustainable growth extensions, housing renewal and regeneration is planned for an area of the city centre which suffers from high levels of deprivation. The Council also seeks to balance the housing market through using planning policy and bringing empty homes into use.

- **Improving housing standards for all**

The housing strategy seeks to improve housing standards across the City through the provision of aids and adaptations to promote independent living and energy efficiency measures to reduce fuel poverty and carbon emissions. With respect to council owned stock, the Council is to produce a revised HRA Business Plan, incorporating an asset management strategy. This will ensure that unsustainable and low demand housing, which does not meet modern standards and aspirations, is remodelled or redeveloped.

Geography

1.39 The City of Lincoln is located in Lincolnshire in the East Midlands region. Lincoln is a nationally-recognised historic city and the largest settlement in

Central Lincolnshire. It acts a service centre over a wide area which includes a number of villages in proximity to the city. The geographical focus of this HNS is the City of Lincoln itself.

- 1.40 The resident population of the City of Lincoln was 103,804 according to the 2021 Census.
- 1.41 For the purposes of the HNS, the City of Lincoln has been divided into 3 sub-areas (Map 1.1).
- 1.42 The HNS also presents some data at Lower Super Output Area (LSOA) to provide a fine-grained analysis of selected household and housing market data.

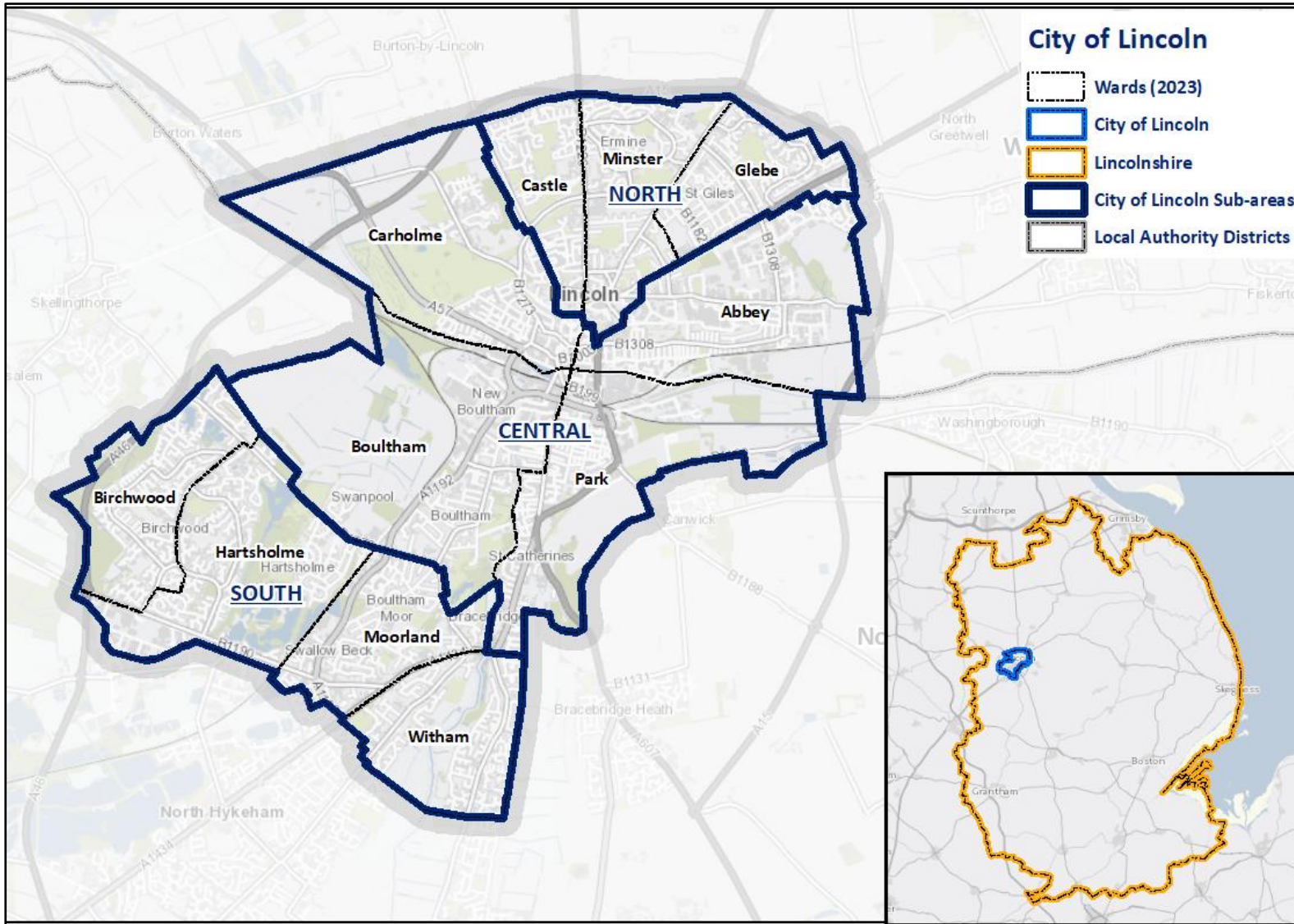
Research methodology

- 1.43 A multi-method approach has been used to prepare the 2023 HNS comprising:
 - An online survey of stakeholders which included 8 representatives from strategic and local organisations.
 - Interviews with estate and letting agents operating within the City of Lincoln.
 - A review of relevant secondary data including the 2021 Census, house price trends, ONS sub-national population projections and DLUHC/ONS household projections, CORE lettings data and DLUHC statistics.
 - A comprehensive online household survey. 7,470 households were contacted across the city and 523 responses were achieved representing a 7% response rate and a sample error of +/-4.3% which the ONS describes as 'precise'.
 - A review of particular client groups relevant to NPPF Paragraph 61, including hard to reach and vulnerable groups.
- 1.44 Further information on the research methodology is presented in Technical Appendix A.

Presentation of data

Data are clearly sourced throughout the HNS report. Where possible, data are 'triangulated' which means several sources are drawn upon to establish a robust output.

Map 1.1 City of Lincoln sub-areas



Report structure

- 1.45 The City of Lincoln HNS 2023 report is structured as follows:
- Chapter 2 considers the housing market key drivers focusing on dwelling stock, demographic drivers, household characteristics including income, economic drivers and migration.
 - Chapter 3 provides analysis of prices, rents and affordability.
 - Chapter 4 considers overall housing need and affordable housing need.
 - Chapter 5 considers the needs of different groups as referenced in the NPPF.
 - Chapter 6 considers overall dwelling type and mix.
 - Chapter 7 concludes the report with a summary of key findings and a consideration of strategic and policy issues.
- 1.46 The main report is accompanied by a separate technical appendix which provides detailed material that underpins the core outputs of the HNS. The technical appendix material includes:
- Affordable housing tenure definitions (Appendix A).
 - Research methodology (Appendix B).
 - Affordable housing need calculations (Appendix C).
 - Dwelling mix analysis (Appendix D).
 - Stakeholder consultation (Appendix E).
 - Agent review (Appendix F).
- 1.47 Please note that any references to data from the government department responsible for housing and planning matters has been standardised to the Department for Levelling Up, Housing and Communities (DLUHC).

2. Housing market and key drivers

Introduction

- 2.1 This chapter provides a detailed background to dwelling stock and tenure and the underlying economic, demographic and household drivers across the City of Lincoln.

Dwelling stock, vacant stock and household estimates

- 2.2 Current estimates of dwelling stock, vacant stock and households from multiple sources are presented in Table 2.1. For the purposes of the 2023 HNS, the total dwelling stock base is assumed to be **47,272** and the number of households as 42,510. Around 3.5% of dwellings are vacant compared with the national rate of 2.6% based on DLUHC data (2021 latest). Table 2.2 shows the number of dwellings and household estimates for smaller geographies.

Table 2.1 Dwelling stock and household estimates

Dwelling stock	Dwellings	Source
2023 Valuation Office Agency (all dwellings)	47,410	VOA Table CTSOP3.0
2023 Valuation Office Agency (excluding annex and unknown)	45,870	VOA Table CTSOP3.0
2022 DLUHC Dwelling Stock Estimates	45,265	DLUHC Live Tables
2023 Council Tax data	47,272	Council Tax
Vacant stock	Dwellings	Source
2022 DLUHC Vacancy estimate (all dwellings)	1,568 (3.5%)	DLUHC Table LT_615
2022 DLUHC Long-term vacancy estimate (all dwellings)	430 (0.9%)	DLUHC Table LT_615
Households	Households	Source
2014-based GLA Household Projections 2023 figure	43,331	GLA
2018-based ONS Household Projections 2023 figure	41,602	ONS
2021 Census	42,510	ONS

Dwelling type and size

- 2.3 The 2022 Valuation Office Agency data provides details on overall dwelling stock by type, number of bedrooms and council tax band. Table 2.3 presents the overall dwelling stock profile of the city compared with Lincolnshire, the East Midlands and England. Table 2.4 summarises dwelling type and size data for the City of Lincoln.
- 2.4 In summary, Tables 2.3 to 2.4 show:
- 80.8% of dwellings in the City of Lincoln are council tax band A or B properties and 19.3% are band C or above;

- 66.2% of dwellings are houses (34.3% terraced, 21.8% semi-detached and 10.1% detached), 25.2% are flats and 8.7% are bungalows; and
- 16.2% of dwellings have one bedroom, 32.3% two bedrooms, 40.3% three bedrooms and 11.2% four or more bedrooms.

2.5 Map 2.1 illustrates the predominant dwelling type and size by LSOA based on 2022 Valuation Office Agency data.

Table 2.2 Dwelling stock and household estimate by sub-area

Sub-area	Dwellings	Households
Central	20,920	17,951
North	10,420	10,125
South	14,530	14,434
City of Lincoln	45,870	42,510

Source: Dwellings 2021 Council Tax; households 2021 Census

Table 2.3 Dwelling type, number of bedrooms and council tax band for City of Lincoln and comparator areas

Dwelling type and number of bedrooms	Council Tax Band				Dwelling stock totals			
	A	B	C-E	F+	Lincoln	Lincolnshire	East Midlands	England Total
Bungalow 1-bedroom	1.2%	0.0%	0.0%	0.0%	1.2%	1.4%	1.3%	1.1%
Bungalow 2-bedrooms	1.0%	1.9%	1.2%	0.0%	4.0%	11.0%	6.6%	4.6%
Bungalow 3-bedrooms	0.2%	0.8%	2.3%	0.0%	3.3%	9.1%	4.0%	3.0%
Bungalow 4 or more -bedrooms	0.0%	0.0%	0.3%	0.0%	0.3%	1.2%	0.6%	0.6%
Flat 1-bedroom	14.3%	0.1%	0.0%	0.0%	14.5%	4.9%	6.9%	11.0%
Flat 2-bedrooms	6.3%	1.5%	0.7%	0.0%	8.5%	4.2%	5.1%	10.7%
Flat 3-bedrooms	0.3%	0.1%	0.0%	0.0%	0.4%	0.4%	0.4%	1.8%
Flat 4 or more-bedrooms	0.2%	0.5%	0.8%	0.2%	1.7%	0.3%	0.3%	0.5%
Terraced house 1-bedroom	0.5%	0.0%	0.0%	0.0%	0.5%	0.4%	0.5%	0.5%
Terraced house 2-bedrooms	13.4%	0.5%	0.0%	0.0%	13.9%	7.3%	9.1%	8.7%
Terraced house 3-bedrooms	13.8%	2.7%	0.9%	0.0%	17.4%	9.2%	12.0%	14.8%
Terraced house 4 or more-bedrooms	0.9%	0.5%	1.0%	0.1%	2.5%	1.3%	1.4%	2.4%
Semi-detached house 1-bedroom	0.0%	0.0%	0.0%	0.0%	0.0%	0.1%	0.1%	0.1%
Semi-detached house 2-bedroom	5.2%	0.5%	0.1%	0.0%	5.8%	4.8%	5.2%	3.8%
Semi-detached house 3-bedroom	4.3%	8.9%	1.5%	0.0%	14.7%	16.1%	21.1%	17.6%
Semi-detached house 4 or more-bedrooms	0.2%	0.2%	0.8%	0.1%	1.3%	1.7%	2.0%	2.7%
Detached house 1-bedroom	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%
Detached house 2-bedrooms	0.0%	0.1%	0.0%	0.0%	0.2%	1.2%	1.0%	0.7%
Detached house 3-bedroom	0.0%	0.8%	3.7%	0.0%	4.5%	10.7%	9.6%	5.9%
Detached house 4 or more-bedroom	0.0%	0.0%	4.8%	0.6%	5.4%	14.5%	12.8%	9.5%
Lincoln	61.7%	19.1%	18.2%	1.1%	100.0%			
Lincolnshire	37.8%	21.9%	37.0%	3.3%		100.0%		
East Midlands	35.8%	22.9%	36.2%	5.1%			100.0%	
England Total	23.5%	19.7%	47.6%	9.2%				100.0%

Base: Lincoln 45,870; Lincolnshire 344,850; East Midlands 2,144,550 England 24,596,090 (excludes annex, other and missing)

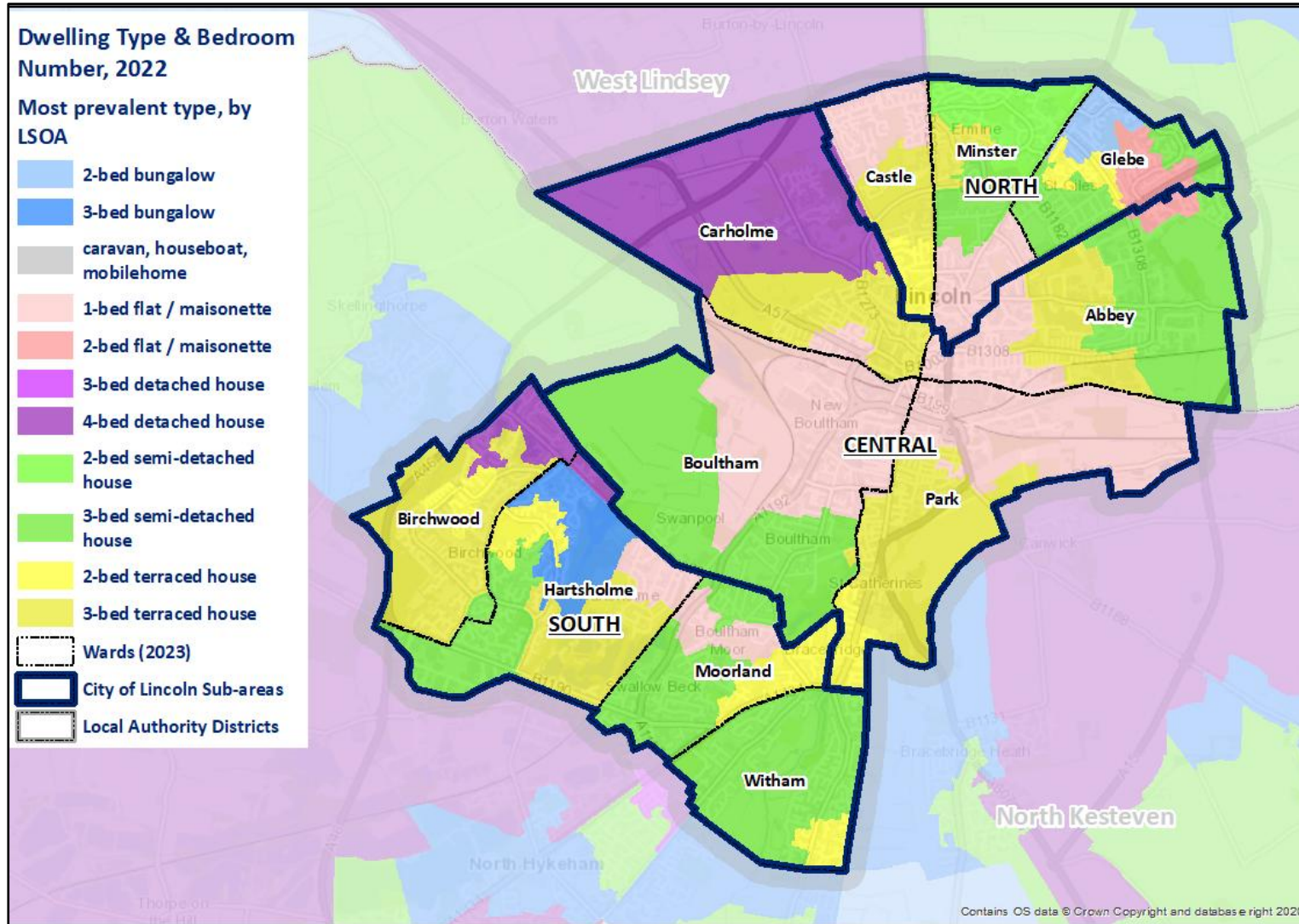
Source: VOA 2022

Table 2.4 Dwelling type, number of bedrooms and council tax band summary

Dwelling type	Council Tax Band				City of Lincoln
	A	B	C-E	F+	Total
Bungalow	2.3%	2.7%	3.7%	0.0%	8.7%
Flat	21.0%	2.3%	1.6%	0.3%	25.2%
Terraced	28.6%	3.7%	1.9%	0.1%	34.3%
Semi-detached	9.7%	9.5%	2.4%	0.1%	21.8%
Detached	0.0%	0.9%	8.5%	0.6%	10.1%
Total	61.7%	19.1%	18.2%	1.1%	100.0%
Number of bedrooms	A	B	C-E	F+	City of Lincoln Total
1-bedroom	16.0%	0.1%	0.0%	0.0%	16.2%
2-bedrooms	25.9%	4.4%	2.0%	0.0%	32.3%
3-bedrooms	18.6%	13.2%	8.4%	0.1%	40.3%
4-bedrooms	1.2%	1.3%	7.7%	1.0%	11.2%
Total	61.7%	19.1%	18.2%	1.1%	100.0%

Source: VOA 2022

Map 2.1 Predominant dwelling type and size by LSOAs: City of Lincoln



Source: Valuation Office Agency 2022

- 2.6 The total number of HMOs in Lincoln are estimated to be 1,197 (2021 Census). There are a total of 57 licenced HMOs across the city.

Table 2.5 HMO distribution across the City of Lincoln

Sub-area	Number of HMOs
Central	546
North	272
South	379
City of Lincoln	1,197

Source: 2021 Census

Property age and condition

The age and condition of City of Lincoln's housing

- 2.7 The age profile of the dwelling stock in the city is summarised in Table 2.6. 34.8% of dwellings were built before 1945, 32.6% between 1945 and 1982 and 32.6% since 1983.

Table 2.6 Age of dwelling

Age of Dwellings	Number	%
pre-1919	11,020	23.4%
1919-44	5,370	11.4%
1945-64	7,830	16.6%
1965-82	7,540	16.0%
1983-99	6,350	13.5%
post 1999	8,990	19.1%
Total	47,100	100.0%
Unknown	300	-
Grand Total	47,400	-

Source: VOA 2022

- 2.8 The English Housing Survey (EHS) produces national data on dwelling condition. Applying national trends to the stock profile of the City of Lincoln (Table 2.7) would suggest that around 16.8% of dwelling stock is non-decent, which is in line with the national average of 17.0%. The number of dwellings likely to fail the minimum standard of decent homes criteria is estimated to be 11.0% (compared with 9.9% nationally).
- 2.9 A full definition of what constitutes a decent home is available from DLUHC (source: https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/7812/138355.pdf) but in summary a decent home meets the following four criteria:

- a. it meets the current statutory minimum for housing;
 - b. it is in a reasonable state of repair;
 - c. it has reasonably modern facilities and services; and
 - d. it provides a reasonable degree of thermal comfort.
- 2.10 The 2023 household survey provides an indication of household satisfaction with the state of repair of accommodation. Overall 78% of respondents expressed satisfaction (34.4% were very satisfied and 43.6% were satisfied); 12.8% were neither satisfied nor dissatisfied. A total of 9.2% expressed degrees of dissatisfaction, of whom 7.7% were dissatisfied and 1.5% were very dissatisfied.
- 2.11 Table 2.8 considers how dissatisfaction with state of repair varies by tenure, property type, age and location. Dissatisfaction was highest amongst those living in the private rental sector and affordable housing (which is more reflective of tenant expectations of landlord responses to repairs rather than the actual state of repair); those in terraced / town houses, flats and apartments ; and those in properties built before 1984.

Table 2.7a Dwelling stock condition in England – percentage of dwellings failing decent homes criteria estimate

Dwelling age (ehs)	-	% fail Non-decent	% fail Minimum standard	% fail Repair	% fail Modern facilities and services	% fail Thermal Comfort	All dwellings in group (number)	Percentage of dwellings in group
pre-1919	-	32.0	21.7	7.3	4.6	7.8	4,906	20.1
1919-44	-	19.3	11.0	4.5	3.4	6.2	3,738	15.3
1945-64	-	16.1	8.9	4.7	1.5	4.2	4,369	17.9
1965-80	-	15.1	8.1	1.1	1.1	6.9	4,872	20.0
1981-90	-	16.5	3.8	1.0	2.1	12.1	1,959	8.0
post 1990	-	2.0	1.8	*	0.2	0.0	4,570	18.7
Total	-	17.0	9.9	3.3	2.1	5.6	24,414	100.0

Table 2.7b Dwelling stock condition in City of Lincoln – number of dwellings failing decent homes criteria estimate

Dwelling age (ehs)	Dwelling age (voa)	% fail Non-decent	% fail Minimum Standard	% fail Repair	% fail Modern facilities and services	% fail Thermal Comfort	All dwellings in group (number)	Percentage of dwellings in group
pre-1919	pre-1919	3,526	2,391	804	507	860	11,020	23.4%
1919-44	1919-44	1,036	591	242	183	333	5,370	11.4%
1945-64	1945-64	1,261	697	368	117	329	7,830	16.6%
1965-80	1965-82	1,139	611	83	83	520	7,540	16.0%
1981-90	1983-1992	757	174	46	96	555	4,590	9.7%
post 1990	Post 1992	215	194	*	22	0	10,750	22.8%
Total	-	7,934	4,658	1,543	1,008	2,597	47,100	100.0%
% of all stock	-	16.8	9.9	3.3	2.1	5.5	-	-
National %	-	17.0	9.9	3.3	2.1	5.6	-	-

Source: English Housing Survey 2019 data applied to 2022 Valuation Office Agency dwelling stock age

Note ‘*’ indicates sample size too small for reliable estimate

Table 2.8 Dissatisfaction with quality of accommodation by tenure, property type and property age

Tenure	No. of households dissatisfied	% of households dissatisfied	Base (households)
Owner occupier	1,169	4.3%	27,237
Private rented	1,160	19.9%	5,823
Affordable housing	1,279	16.7%	7,676
Total (all responses)	3,609	8.9%	40,736
Missing cases (where tenure was not stated)			1,772
Total (all households)			42,508
Property Type	No. of households dissatisfied	% of households dissatisfied	Base (households)
Detached house	79	0.9%	8,438
Semi-detached house	862	7.7%	11,242
Terraced house / town house	1,909	16.2%	11,759
Bungalow	276	6.9%	4,023
Maisonette	0	0.0%	182
Flat / apartment	698	13.2%	5,291
Caravan/part home / other	0	0.0%	476
Total (all responses)	3,824	9.2%	41,411
Missing cases (where property type was not stated)			1,097
Total (all households)			42,508
Property Age	Number of households dissatisfied	% of households dissatisfied	Base (households)
Pre 1919	524	8.3%	6,298
1919 to 1944	330	8.7%	3,793
1945 to 1964	496	10.2%	4,859
1965 to 1984	637	10.5%	6,067
1985 to 2004	225	3.6%	6,151
2005 onwards	0	0.0%	5,549
Don't know	1,613	18.3%	8,830
Total (all responses)	3,824	9.2%	41,547
Missing cases (where property age was not stated)			961
Total (all households)			42,508

Source: 2023 household survey

Housing tenure

- 2.12 The tenure profile by sub-area is presented in Table 2.9 This is based on the 2021 Census. Overall, 50.5% of occupied dwellings are owner-occupied, 27.5% are private rented (including tied accommodation and student housing) and 22.0% are affordable (including social rented from a council or housing association and shared ownership). There are considerable variations in tenure profile by sub-area.

Table 2.9 Tenure profile by sub-area

Sub-area	Tenure (%)			Total	Total households
	Owner occupied	Private rented	Affordable		
Central	41.1%	42.2%	16.7%	100.0%	17,951
North	48.7%	19.5%	31.8%	100.0%	10,125
South	63.5%	14.8%	21.6%	100.0%	14,434
City of Lincoln	50.5%	27.5%	22.0%	100.0%	42,510

Source: 2021 Census KS402EW and 2021 household estimate

The owner-occupied sector

- 2.13 An analysis of house prices and trends over time is presented in Chapter 3.

Stakeholder views on the owner-occupied sector

- 2.14 A full analysis of the findings of the online stakeholder survey and from discussions with estate agents is set out in Technical Appendix E. Key points raised by stakeholders include:
- Stakeholders described the housing market in Lincoln as a ‘vibrant and competitive market with a good mix of properties.’ The close proximity to a big city makes Lincoln a popular location.
 - The City of Lincoln is an affluent area with an expensive housing market and so affordability is another key weakness.
 - There continues to be a limited number of new build houses being developed within the city for all tenure types. Where new build developments are being constructed there continues to be a higher proportion of apartments, which are harder to sell and come with higher monthly costs, due to the associated service charges.
 - The correct split of housing types should be of key consideration when setting future housing standards, particularly with a view to avoiding an oversupply of apartments.
 - There is a need for one bedroom accommodation and also family accommodation especially two bedrooms for those with children. Study spaces should be considered with more people now working from home.

- Overall planning and design should be carefully considered. The need for green spaces, the correct level of parking (positioned in the correct location), connectivity in light of the shift over recent years to working from home, the overall street scene, variations in house types and external finishes will enhance the area and increase appeal. There should also be measures in place to address the climate crisis.
- 2.15 Appendix F provides a summary of market activity by broad sub-area.

The private rented sector

- 2.16 The private rented sector has become an important tenure in both meeting people's housing needs and providing flexible housing options for those moving for employment, to respond to changing circumstances and provides a housing option for those on low incomes. Across the city, the proportion of households renting increased from 12% in 2001 to 27.5% in 2021 (ONS census data). Increasing house prices pre-2007 and the struggling sales market when the downturn came are both factors that have underpinned the growth of the rental market for both 'active choice' renters and 'frustrated would-be' homeowners. Tenure reform and less accessible social rented housing are also likely to be an increasing factor to the growth in the private rented sector and the sector clearly now plays a vital role in meeting housing need, affordable need as well as providing an alternative to homeownership.
- 2.17 Local authorities have an important enabling and regulatory role in ensuring that the private rented sector helps to meet housing need. Balancing good quality supply with demand will help to stabilise rents and encouraging good quality management will improve the reputation of the sector and encourage longer term lets and lower turnover. However, this is a challenging task where existing partners need to be encouraged to participate and new partners and investors need to be identified.

Build to Rent

- 2.18 Build to Rent schemes can have a number of benefits. Schemes can quickly increase supply and provide improved quality and wider choice in housing markets; the accommodation and service offer provide better tenure options for households looking to rent longer term compared to what is available in the current PRS. Standards are expected to be more professional, tenancies longer and by introducing an affordable offer (minimum 20% below market rents), these schemes can meet an identified and specific need as affordable rental accommodation.
- 2.19 Local authorities already have tools and powers at their disposal to support Build to Rent. For example, as part of their plan-making and decision taking processes, authorities can:
- Identify sites in their Strategic Land Availability Assessments which might be well suited to particular types of development.
 - Include policies in their Local Plans on Build to Rent.

- Choose whether or not to deploy the nationally described space standard, taking into account viability and need considerations.
- 2.20 Local authorities also have non-planning powers at their disposal through which they can support Build to Rent, such as using their own council land holdings.

Recommendations for a policy framework

- 2.21 Any decisions regarding discounts and the amount of affordable private rent to be secured will need to be affordable to local households and take into account viability assessment analysis. The council would need to develop a planning policy to consider:
- what constitutes Build to Rent in terms of size of scheme;
 - the percentage discounts that will be applied to Build to Rent schemes to secure affordable private rent as an affordable product for local people in line with their affordability policies. It is likely the evidence in this report will need to be tested against viability evidence;
 - (the council may wish to consider) whether it wishes to vary the proportion of and explore a trade-off between the number of affordable private rent units and the discount offered on them across the development, with the proviso being that these should accord with the headline affordable housing contribution agreed through the planning permission;
 - the requirement that the affordable private rent units should be retained as affordable housing in perpetuity; there should be no break clause for the affordable housing which should remain as a community benefit in perpetuity;
 - the groups that affordable private rent should be targeted toward (the product is affordable for lower and median income groups across various locations and property sizes);
 - the size of units required for affordable private rent;
 - (the council may wish to consider) establishing an intermediate housing list and a mechanism for access to these properties;
 - a requirement for applications to demonstrate how any negotiated discount is affordable to local incomes;
 - the need for all options to be agreed jointly between the local authority and the developer as part of the planning permission; and
 - on site provision to be a priority but where this is not the requirement by the council, a commuted sum mechanism be developed to reflect the bespoke nature of Build to Rent.
- 2.22 Build to Rent and affordable private rent affords a number of benefits as a product to improve the quality of supply and management of rented accommodation in the City of Lincoln. To ensure these benefits are realised, the council may wish to consider setting out specific requirements within their planning policy that confirms that Build to Rent, and any affordable associated products must provide:

- unified ownership and unified management of the private and affordable private rent elements of the scheme;
 - longer tenancies (three years or more) to all tenants - these should have break clauses for renters, which allow the tenant to end the tenancy with a month's notice any time after the first six months;
 - rent certainty for the period of the tenancy, the basis of which should be made clear to the tenant before a tenancy agreement is signed, including any annual increases which should always be formula-linked;
 - for on-site management, this does not necessarily mean full-time dedicated on-site staff, but all schemes need to have a complaints procedure in place and are a member of a recognised ombudsman scheme;
 - no up-front fees of any kind to tenants or prospective tenants, other than deposits and rent-in-advance;
 - a range of unit sizes for affordable private rent in equal proportions of the Build to Rent units based on local market conditions;
 - a bespoke eligibility agreement agreed with the council on all developments;
 - an annual statement to demonstrate how the affordable private rent units are meeting local housing need;
 - for all affordable private rent units to be tenure blind, and physically indistinguishable, and designed to the same high design quality and specification as the market homes; and
 - for affordable private rent homes to be distributed throughout the scheme, to help support a mixed and balanced community.
- 2.23 Eligibility for occupying affordable private rented homes should be agreed locally between the local authority and the scheme operator, but with regard to criteria set out in planning guidance. Final decisions over the occupancy criteria for affordable private rent homes should be made by the Build to Rent scheme operator (which should reference part 6 allocations, the council's allocation policy and choice-based lettings scheme), working with the authority, taking into account the criteria, the Councils Allocation Policy including Local Connection criteria (where applicable and not to the exclusion of those exempt) and other parameters as agreed.
- 2.24 The eligibility criteria for the affordable private rent homes should be set out in the Section 106 agreement.

Stakeholder views on the private rented sector

- 2.25 A full analysis of the findings of the online stakeholder survey is set out in Technical Appendix E. A short summary for the private rented sector is provided here.
- 2.26 Stakeholders commented that:
- The rental market in the City of Lincoln is also strong.

- The private rental sector is very expensive. This is combined with varying quality of private landlords, many of whom have distorted the market to prioritise student accommodation.
- There is a need to improve the supply of private rented housing and encourage the reduction in some rents to make it more affordable for those on low income.
- The Trusted Landlord accreditation scheme is not mandatory and will provide no support for the most vulnerable renters who will be living in those outside the scope of accreditation. Stakeholders highlighted that schemes such as these only work if mandatory. The private rented sector is not subject to measures that social landlords are.
- The private rental sector is more challenging due to the demand from students. There needs to be better restrictions on converting larger properties into student HMOs.
- Students should be encouraged into purpose built student accommodation instead of the private rental sector to free up rental properties in the city.

Affordable housing

- 2.27 There is an estimated total of 9,954 affordable dwellings across the City of Lincoln. According to Local Authority Housing Statistics 2021/22, there are 7,699 council owned properties. According to the Regulator of Social Housing Statistical Data Return (SDR) 2022, there are 2,255 Registered Provider affordable dwellings broken down as follows:
- 1,353 general needs rented units;
 - 457 supported housing units;
 - 148 housing for older people units; and
 - 297 low-cost home ownership units (although the breakdown by affordable home ownership types is not available on the SDR return).
- 2.28 The SDR figures may differ from information held by the council.

Stakeholder views on affordable housing

- 2.29 A full analysis of the findings of the online stakeholder survey is set out in Technical Appendix E. A short summary for the affordable sector is provided here.
- 2.30 Stakeholders commented that:
- There continues to be strong demand for affordable homes in Lincoln. There is demand from a range of demographic groups.
 - There is also a good supply of supported housing but the stakeholder is keen to point out that 'there could always be more'.

- Stakeholders identified a shortage of new affordable homes, social housing, purpose built and private student accommodation, wheelchair adaptable properties, and temporary accommodation units.
- There is a need for more affordable homes with intermediate home ownership products. There is a need for more wheelchair accessible properties, more affordable housing, more social housing and good quality affordable private rented housing.
- Stakeholders shared concerns that there is not enough new affordable homes being built, more good quality supported housing is required.
- Demand for shared ownership and rent to buy remains strong across all areas. Flexibility in terms of the shares available remains key to the success of schemes and tailoring a suitable share to the individual's circumstances is crucial. Two and three bedroom houses remain the most popular house types for shared ownership and rent to buy.
- Lincoln has historically been seen as a 'closed shop' for social housing due to the local authority stock retention. Stakeholders agreed it would be useful to gauge the local political appetite for investment in social landlord / housing association supply of affordable housing products.
- Stakeholders generally agreed there is strong demand for all affordable products and all types of households with one stakeholder pointing out that more shared ownership could free up more affordable accommodation.
- Strategic intervention would help to bring more sites forward for affordable homes which are much needed. Closer working relationships with developing partners, pragmatic views on delivery and working as an enabling authority on land sale, rather than always working on best price would all benefit the affordable housing market.
- Building more, less planning interference and the local authority releasing underutilised land that they own were all suggested as a further way to improve the provision of affordable housing.
- One stakeholder has experienced some measure of caution in a recent Community Land Trust model which has seen a land transfer taking over 5 years and led to not being able to progress a 49 unit model.
- Many stakeholders suggested the need to build more. Specifically more social housing in areas in which people want to live, more affordable family accommodation and more homes for first-time buyers/lower income families.
- Stakeholders identified the need to continue to work with local and regional contacts to identify a future development pipeline of affordable homes. Affordable housing needs to include older person's housing, specialist housing for working age adults with disabilities, shared ownership and outright sales products across the area.
- There is a need to increase the number of 'moving on' opportunities for residents who are in supported housing. There also needs to be more available ready to let housing for patients leaving hospital instead of their temporary accommodation being a hotel room.

- Sustainability, energy efficiency, accessibility, fuel poverty and damp and mould all need to be addressed as key priorities.

Past trends in housing delivery

- 2.31 Over the past 9 years (2012/13 to 2020/2021) 1,967 net new dwellings have been built across the City of Lincoln (Table 2.10), over half of which have been built in the five years full years 2016/17 to 2020/21. In the past 5 years, an annual average of 219 net completions has been achieved. The distribution of newbuild activity since 2007 is show in Map 2.2.

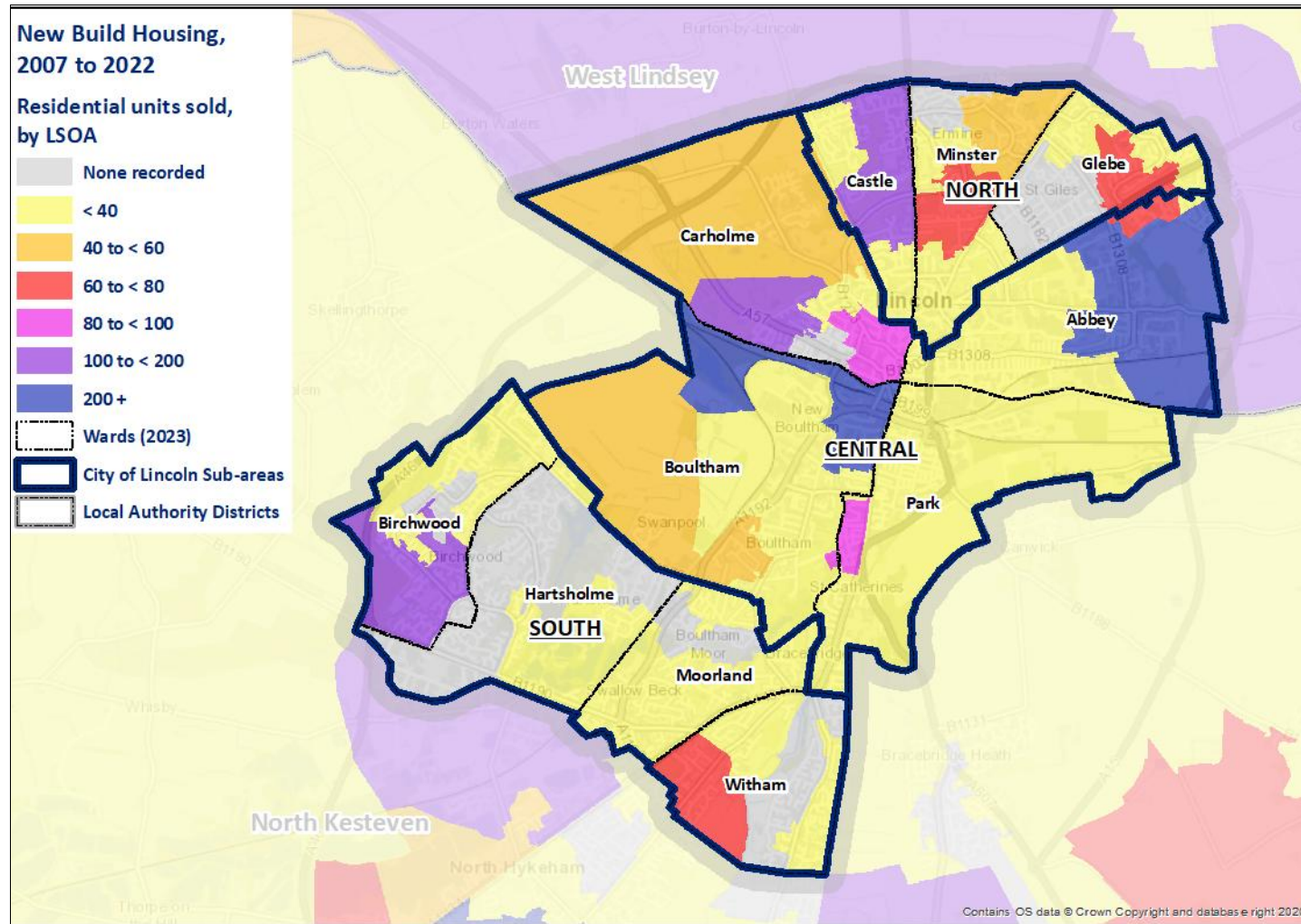
Table 2.10 Dwelling completions 2012/13 to 2020/2021

Year	Completions
	Total net completions
2012/13	233
2013/14	236
2014/15	166
2015/16	235
2016/17	188
2017/18	191
2018/19	346
2019/20	205
2020/21	167
2012-2021 (Total 9 years)	1,967
Total (most current 5 years)	1,097
Annual average (past 5 years)	219

Source: City of Lincoln Council Annual Monitoring Returns/Reports

Note that the Central Lincolnshire Local Plan identified an annual housing requirement of 1,102 dwellings each year. This figure is for all three districts and is not separated out at district level

Map 2.2 New build dwellings by LSOA over period 2007-2022



Source: Land Registry © Crown copyright 2007 to 2022

Demographic drivers: population and households

Population projections

- 2.32 The ONS produces population projections every two years. The latest 2018-based principal ONS population projections report a 2023 population of 99,487 across the city which is expected to increase by 2,835 (2.8%) to 102,322 by 2033 (Table 2.11). There is an increase across most age cohorts with the exception of the 0 to 19 and 55 to 64 age groups. Older age groups saw the largest increases. Table 2.11 also shows the 2014-based ONS population projection totals. These projections underpin the 2014-based DLUHC household projections which inform the standard method to calculate housing need. They show a higher level of population growth compared with the 2018-based projections.

Table 2.11a Change in population 2023-2033 by age group – 2018-based ONS population projections

2018-based ONS population projections				
Age groups	2023	2033	Number change 2023-2033	% change 2023-2033
0-19	23,906	23,199	-707	-3.0%
20-39	33,086	34,493	1,407	4.1%
40-54	15,370	15,808	438	2.8%
55-64	11,019	9,450	-1,569	-16.6%
65-74	8,243	9,739	1,497	15.4%
75-84	5,559	6,403	845	13.2%
85+	2,305	3,230	925	28.6%
All Ages	99,487	102,322	2,835	2.8%

Table 2.11b Change in population 2023-2033 by age group – 2014-based ONS population projections

Age groups	2023	2033	Number change 2023-2033	% change 2023-2033
All Ages	99,641	104,795	5,154	5.2%

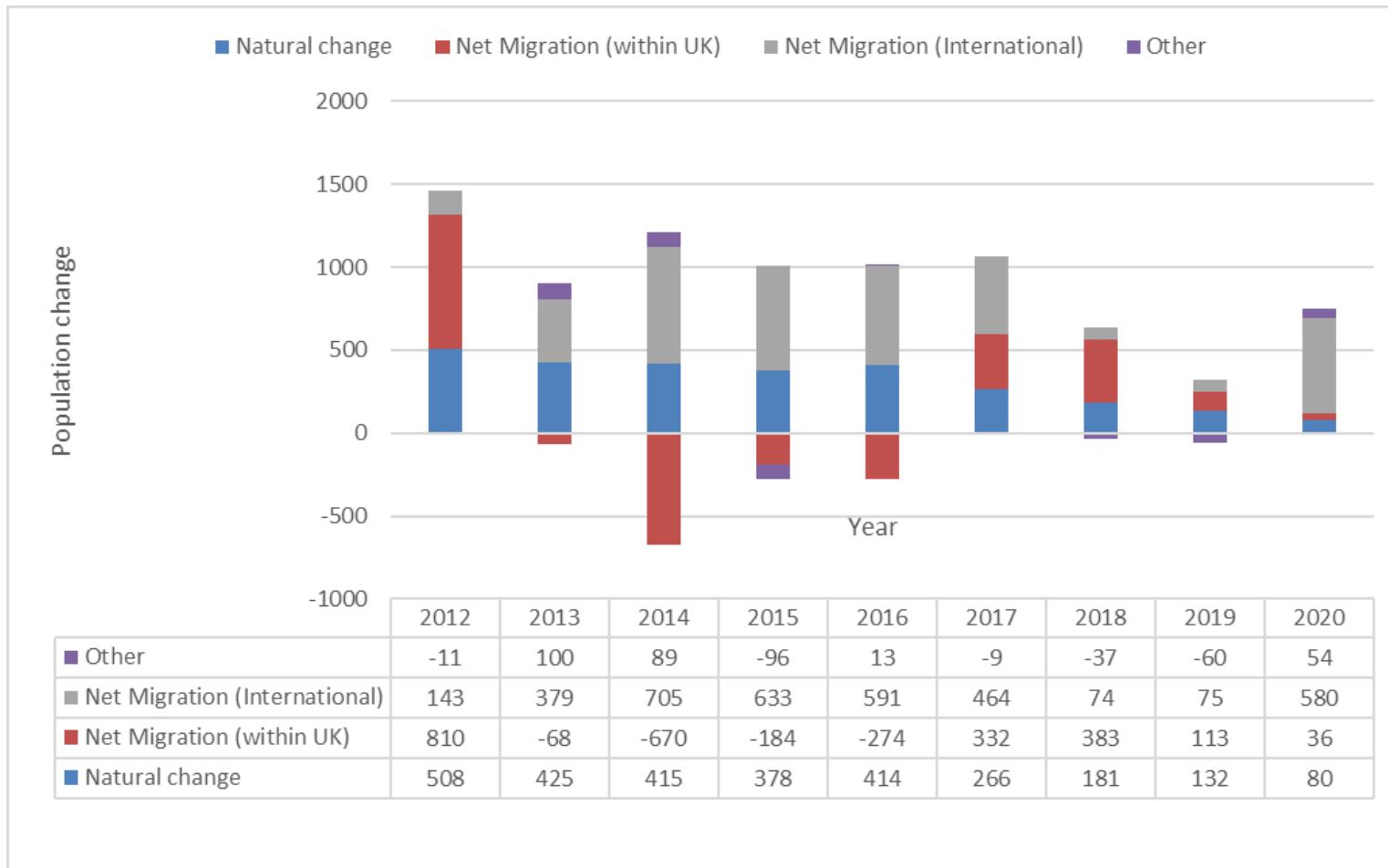
Source: 2018-based and 2014-based ONS population projections

Components of population change

- 2.33 The ONS publish mid-year population estimates at local authority level which includes an analysis of components of population change, that is natural change, national migration and international migration. The component analysis also includes 'other' change which can include boundary adjustment and military population moves. The data for the City of Lincoln 2012-2020 is shown

in Figure 2.2. Over the period 2012 to 2020, levels of net national and international in-migration have been key drivers of population change. Net international migration has consistently added to the population, but the number of additional residents has fluctuated each year. Net national migration has also varied each year, with the highest net inflow in 2012 followed in 2014 by a marked net outflow.

Figure 2.2 Components of population change 2011 to 2020



Source: ONS Population estimates and components of population change. Detailed time series 2012 to 2020

Migration trends 2012-2020

- 2.34 Table 2.12 presents a detailed analysis of internal and international migration by year and Table 2.13 summarises the data by broad age and year groups. The base numbers may differ slightly from the ONS components of change analysis due to rounding but provides useful insight into the age group of migrants, their origins and destinations and the relative importance of international migration.
- 2.35 Key trends in migration over the period 2012 to 2020 include:
- Overall annual net inflows in each year, averaging 458 over the period, mainly driven by net international migration (405) and net inflows from elsewhere in the UK (53);
 - Considerable net inflows from the 'rest of England' averaging 637 over the period and an average 124 net inflow from East Lindsey.
 - Outflows to elsewhere in Central Lincolnshire, notably 501 average to North Kesteven and 383 to West Lindsey
 - In terms of migration by age group:
 - During 2012-2020, the key inflow was of people under 30, with a net inflow of 7,553 into the City of Lincoln. Of these, 65% were from within the UK and 35% were from outside the UK. There were also notable outflows to North Kesteven and West Lindsey.
 - There was also a net inflow of 343 people aged 65 and over.
 - There was a net outflow of people aged 30 to 64, mainly to North Kesteven and West Lindsey and the rest of the East Midlands outside Lincolnshire.
- 2.36 An analysis of migration flows indicates that longer-distance migration from within the UK coupled with net international migration has resulted in an increase in population. There are notable outflows to neighbouring North Kesteven and West Lindsey by age groups, but principally people under 65.

Table 2.12 National and international migration by year

YEAR	Lincoln	LINCOLNSHIRE					ELSEWHERE UK					TOTAL (UK internal)	International	TOTAL (internal & international)
		East Lindsey	North Kesteven	West Lindsey	Rest of Lincolnshire	TOTAL	Rest of East Midlands	Rest of ENGLAND	NI	SCOTLAND	WALES			
2012	<i>Migrated OUT to</i>	253	1,656	964	236	3,110	1,129	3,497	23	95	55	7,907	631	8,538
	<i>Migrated IN from</i>	418	1,303	821	408	2,950	1,193	4,415	22	53	86	8,719	774	9,493
	<i>NET</i>	165	-353	-143	171	-160	64	919	-1	-42	31	812	143	955
2013	<i>Migrated OUT to</i>	294	1,565	1,021	291	3,171	1,219	3,573	7	73	74	8,117	547	8,664
	<i>Migrated IN from</i>	396	1,407	819	353	2,974	1,092	3,825	13	75	70	8,049	926	8,975
	<i>NET</i>	101	-158	-203	62	-197	-127	252	5	2	-4	-68	379	311
2014	<i>Migrated OUT to</i>	295	1,784	1,303	319	3,700	1,172	3,776	22	99	73	8,842	370	9,212
	<i>Migrated IN from</i>	351	1,266	753	386	2,757	1,187	4,077	13	63	75	8,172	1,075	9,247
	<i>NET</i>	56	-517	-549	67	-943	15	302	-9	-36	2	-670	705	35
2015	<i>Migrated OUT to</i>	224	1,791	1,313	227	3,556	1,086	3,636	10	74	56	8,417	472	8,889
	<i>Migrated IN from</i>	345	1,255	710	430	2,739	1,156	4,192	11	56	79	8,233	1,105	9,338
	<i>NET</i>	121	-536	-603	202	-816	71	555	1	-18	23	-184	633	449
2016	<i>Migrated OUT to</i>	265	1,760	1,198	219	3,442	1,192	3,699	10	72	70	8,486	507	8,993
	<i>Migrated IN from</i>	392	1,122	841	322	2,676	1,232	4,177	10	52	65	8,212	1,098	9,310
	<i>NET</i>	126	-638	-357	102	-766	40	478	0	-21	-5	-274	591	317
2017	<i>Migrated OUT to</i>	269	1,974	1,350	312	3,905	1,355	4,597	18	75	74	10,024	499	10,523
	<i>Migrated IN from</i>	457	1,390	889	404	3,139	1,512	5,540	12	49	103	10,356	963	11,319
	<i>NET</i>	188	-585	-461	92	-766	157	944	-6	-26	29	332	464	796
2018	<i>Migrated OUT to</i>	274	1,874	1,232	256	3,636	1,475	4,719	18	67	100	10,014	1,037	11,051
	<i>Migrated IN from</i>	393	1,344	947	405	3,089	1,563	5,583	18	51	93	10,397	1,111	11,508
	<i>NET</i>	119	-530	-285	148	-547	89	864	1	-17	-7	383	74	457
2019	<i>Migrated OUT to</i>	299	1,996	1,373	333	4,001	1,518	5,080	16	97	70	10,781	938	11,719
	<i>Migrated IN from</i>	456	1,491	930	473	3,349	1,631	5,724	12	70	107	10,894	1,013	11,907
	<i>NET</i>	156	-505	-443	140	-652	113	643	-3	-27	38	113	75	188
2020	<i>Migrated OUT to</i>	274	1,822	1,157	312	3,565	1,604	5,118	25	85	81	10,478	462	10,940
	<i>Migrated IN from</i>	356	1,136	755	485	2,731	1,744	5,890	15	55	78	10,514	1,042	11,556
	<i>NET</i>	82	-687	-403	173	-834	140	772	-10	-30	-3	36	580	616

Sources:

Internal: ONS detailed estimates of by origin and destination by local authorities age and sex

International: ONS Detailed time series 2001- 2020 (Table: MYEB2)

Table 2.13 Summary of national and international migration by year group and age group

PERIOD	AGE GROUP	Lincoln	LINCOLNSHIRE					ELSEWHERE UK					TOTAL (UK internal)	International	TOTAL (internal & international)
			East Lindsey	North Kesteven	West Lindsey	Rest of Lincolnshire	TOTAL	Rest of East Midlands	Rest of ENGLAND	NI	SCOTLAND	WALES			
2012-2014	<30	Migrated OUT to	560	2,587	1,715	629	5,492	2,726	8,626	37	140	134	17,155	803	17,958
		Migrated IN from	727	2,098	1,311	820	4,955	2,853	10,093	34	94	168	18,196	1,708	19,904
		NET	167	-490	-404	190	-537	126	1,467	-3	-46	34	1,041	905	1,946
	30-64	Migrated OUT to	245	2,055	1,381	200	3,881	725	1,923	11	110	57	6,708	701	7,409
		Migrated IN from	374	1,519	883	294	3,070	554	1,953	6	81	51	5,714	988	6,702
		NET	128	-536	-498	94	-811	-171	29	-5	-29	-6	-993	287	-706
	65+	Migrated OUT to	37	362	192	17	608	68	296	4	16	11	1,003	44	1,047
		Migrated IN from	65	360	199	32	655	66	298	10	16	26	1,071	79	1,150
		NET	28	-2	7	15	48	-2	2	5	0	15	68	35	103
2015-2017	<30	Migrated OUT to	452	2,837	1,915	537	5,741	2,742	9,518	20	118	129	18,269	834	19,103
		Migrated IN from	754	1,965	1,293	818	4,830	3,271	11,579	21	83	173	19,957	1,957	21,914
		NET	302	-873	-622	281	-911	529	2,061	1	-35	44	1,688	1,123	2,811
	30-64	Migrated OUT to	261	2,241	1,674	193	4,369	824	2,144	17	94	58	7,507	603	8,110
		Migrated IN from	356	1,399	908	296	2,960	567	2,057	11	63	55	5,714	1,109	6,823
		NET	95	-841	-766	103	-1,409	-257	-87	-6	-31	-3	-1,793	506	-1,287
	65+	Migrated OUT to	45	447	272	28	793	67	270	0	10	12	1,151	41	1,192
		Migrated IN from	83	403	239	40	765	63	298	0	13	31	1,170	100	1,270
		NET	38	-45	-34	12	-28	-3	28	0	3	19	19	59	78
2018-2020	<30	Migrated OUT to	510	2,944	1,877	653	5,985	3,578	12,056	32	125	157	21,933	1,357	23,290
		Migrated IN from	755	1,997	1,416	1,006	5,174	4,188	14,453	37	88	204	24,145	1,941	26,086
		NET	244	-947	-461	352	-811	610	2,398	5	-37	47	2,212	584	2,796
	30-64	Migrated OUT to	283	2,310	1,580	219	4,392	948	2,577	24	114	81	8,136	1,021	9,157
		Migrated IN from	362	1,497	938	315	3,111	650	2,430	8	75	65	6,339	1,121	7,460
		NET	79	-814	-642	96	-1,281	-298	-147	-17	-39	-16	-1,797	100	-1,697
	65+	Migrated OUT to	53	438	305	29	825	71	285	1	9	12	1,204	59	1,263
		Migrated IN from	88	476	278	42	885	101	314	1	12	8	1,321	104	1,425
		NET	35	38	-27	13	60	30	28	-1	3	-3	117	45	162

Sources:

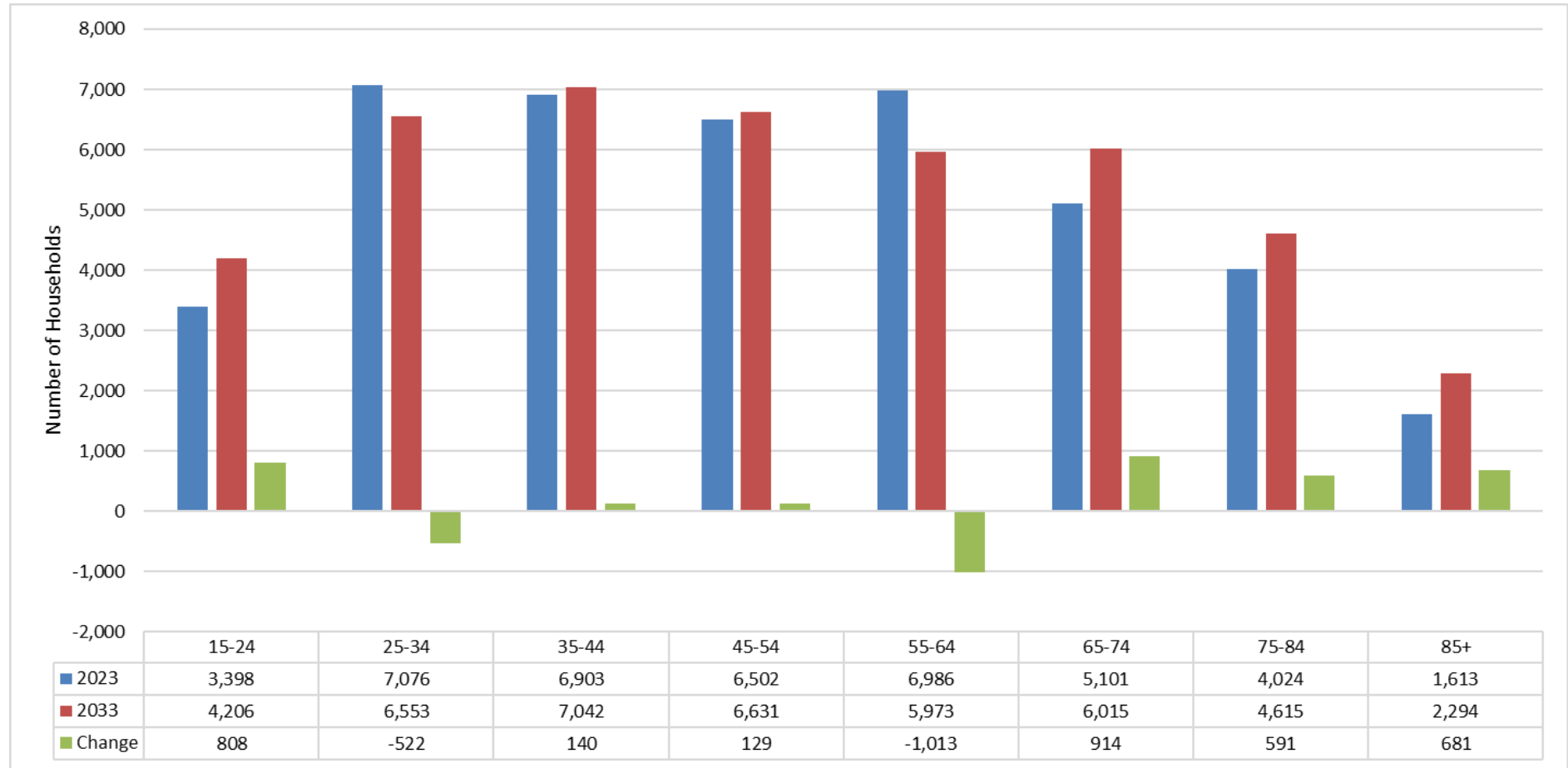
Internal: ONS detailed estimates of by origin and destination by local authorities age and sex

International: ONS Detailed time series 2001 -2020 (Table: MYEB2)

Household projections

- 2.37 The ONS produces household projections which are based on population projections. The ONS estimates the proportions of people who are likely to be household reference people by age, gender and household type based on census data. Variant household projections are also produced.
- 2.38 According to the 2018-based principal ONS household projections there are 10,739 households across the city in 2023 and this is projected to increase by 2,185 (20.3%) to 12,924 by 2033. Note however that the 2021 Census reports a lower number of households and subsequent ONS projections may show a lower level of household growth.
- 2.39 Table 2.14 provides a detailed breakdown of household type by the age of Household Reference Person to 2033. Currently available data shows that the overall household type profile is not expected to change over the 2023 to 2033 period, with the dominant household types being 'other households with two or more adults' and 'one person' households. Additionally, as illustrated in Figure 2.3, there will be a marked increase in the number of households where the Household Reference Person is aged 65 – 74, 75 – 84 and 85 or over.

Figure 2.3 Profile of households by age of Household Reference Person 2023 and 2033 projections



Source: 2018-based ONS household projections

Table 2.14 Household types and change 2023 to 2033 (by age of household reference person (HRP))

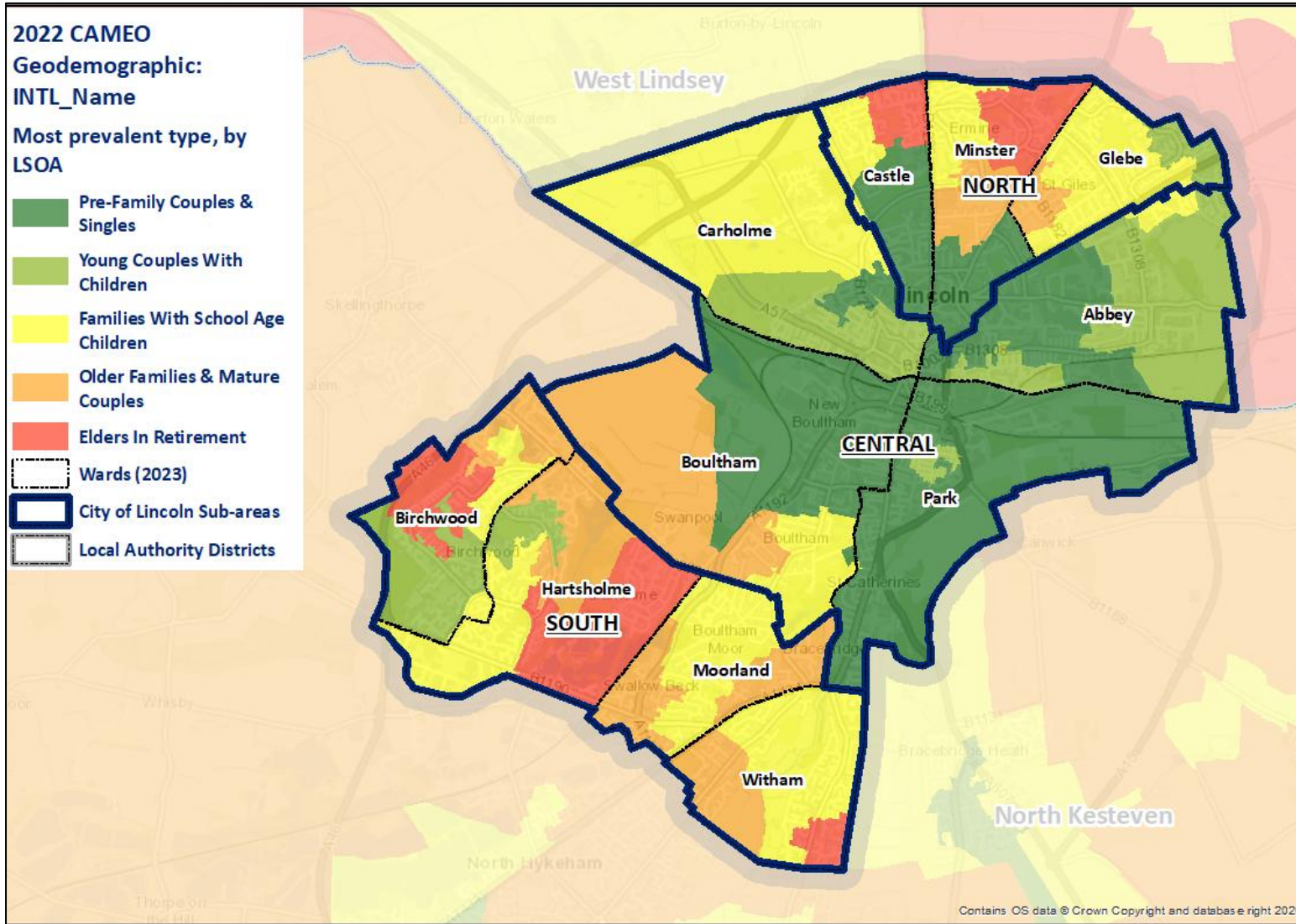
Year and household type	Age of household reference person (HRP)									TOTAL	%
	2023	15-24	25-34	35-44	45-54	55-64	65-74	75-84	85+		
One Person	897	1,961	2,099	2,215	2,829	2,428	1,953	1,074	15,457	37.2%	
Household with 1 dependent child	517	1,240	1,592	1,172	449	72	20	1	5,063	12.2%	
Household with 2 dependent children	258	894	1,210	668	186	19	7	1	3,243	7.8%	
Household with 3 or more dependent children	61	351	475	214	40	5	0	0	1,146	2.8%	
Other households with two or more adults	1,665	2,629	1,527	2,232	3,481	2,577	2,044	537	16,692	40.1%	
Total	3,398	7,076	6,903	6,502	6,986	5,101	4,024	1,613	41,602	100.0%	
2033	15-24	25-34	35-44	45-54	55-64	65-74	75-84	85+	TOTAL	%	
One Person	1,111	1,819	2,162	2,255	2,434	2,875	2,300	1,479	16,435	37.9%	
Household with 1 dependent child	642	1,127	1,602	1,207	366	86	21	2	5,052	11.7%	
Household with 2 dependent children	321	816	1,225	696	151	23	7	2	3,242	7.5%	
Household with 3 or more dependent children	76	316	487	224	31	6	0	0	1,142	2.6%	
Other households with two or more adults	2,056	2,475	1,567	2,248	2,990	3,026	2,287	810	17,458	40.3%	
Total	4,206	6,553	7,042	6,631	5,973	6,015	4,615	2,294	43,329	100.0%	
Change 2023-2033	15-24	25-34	35-44	45-54	55-64	65-74	75-84	85+	TOTAL	%	
One Person	214	-142	63	40	-395	447	347	406	978	56.7%	
Household with 1 dependent child	125	-114	10	35	-83	14	1	1	-11	-0.6%	
Household with 2 dependent children	63	-79	16	28	-35	4	1	1	-1	-0.1%	
Household with 3 or more dependent children	15	-35	12	10	-8	1	0	0	-5	-0.3%	
Other households with two or more adults	391	-154	40	16	-491	449	243	273	766	44.4%	
Total	808	-522	140	129	-1,013	914	591	681	1,727	100.0%	

Source: 2018-based ONS household projections

General household characteristics

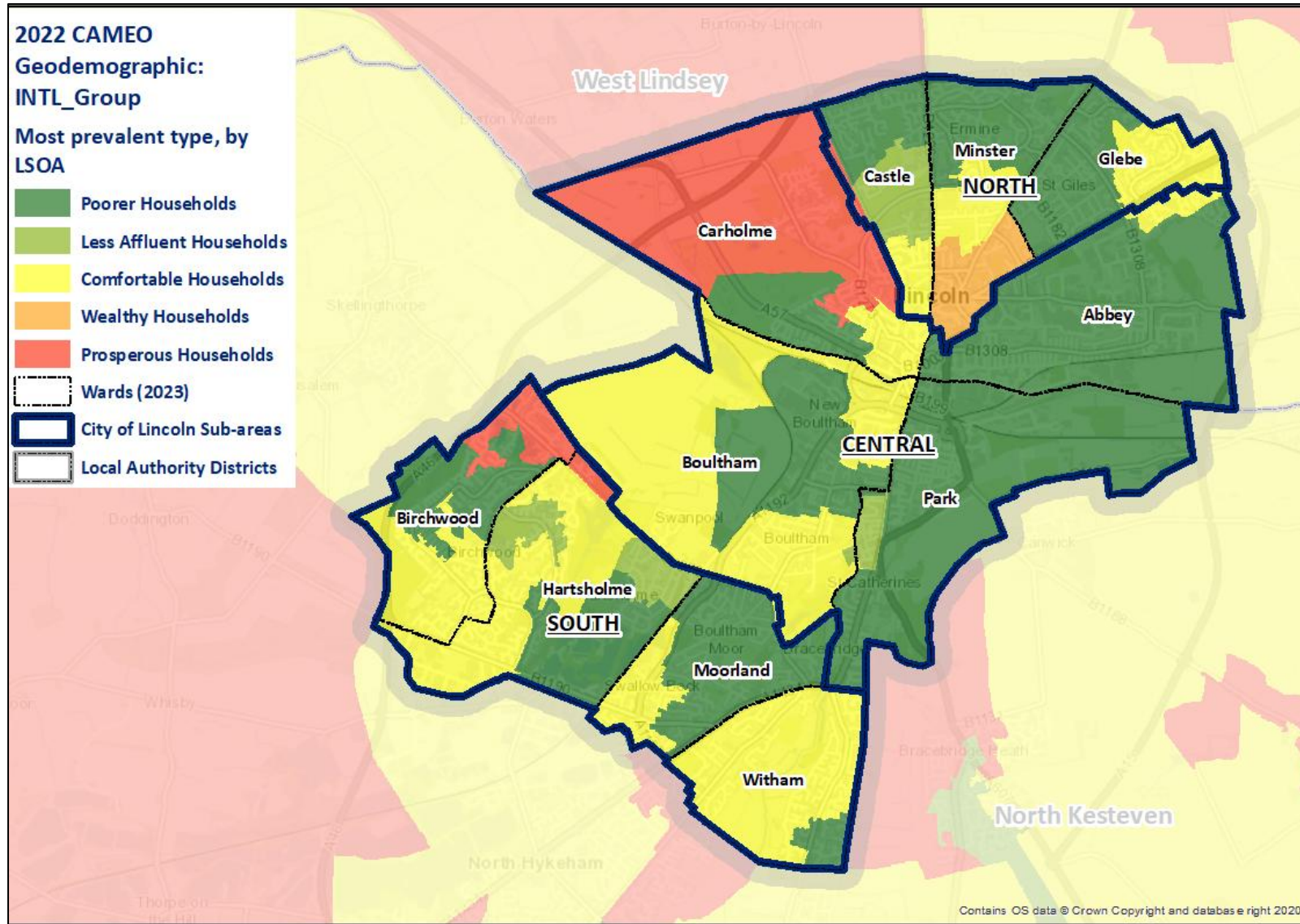
- 2.40 The range of households living in the City of Lincoln is illustrated in Maps 2.3 and 2.4. Map 2.3 illustrates the distribution of key household typologies and indicates a predominance of pre-family couples and singles in the Central sub-area with the main concentration in Boultham and Park wards. Young couples with children and families with school aged children are focused more in the North sub-area with the highest concentration in Carholme. Older families and mature couples plus elders in retirement tend to live towards the outskirts of the city with the main focus being the South sub-area of Hartsholme. Birchwood, Hartsholme and Minster have 4 different household types.
- 2.41 Map 2.4 considers income groups, broadly illustrating every sub-area and ward has clusters of poorer households with the majority focused around the Park and Abbey wards. Castle and Hartsholme are the only wards with less affordable households. With the exception of Park, every ward has households that can be described as 'comfortable'. Carholme has a predominance of 'prosperous' households with a smaller cluster located in Birchwood. Minster is the only ward to have households described as 'wealthy'.

Map 2.3 Household characteristics: household type by LSOA, 2022



Source: CAMEO UK

Map 2.4 Household characteristics: income type, by LSOA, 2022



Source: CAMEO UK

Income data

- 2.42 There are a range of income data sources available to inform this study which are now summarised. 2021 CAMEO income data provide range, quartile and average data of gross household income by sub-area. ONS Annual Survey of Hours and Earnings data provides gross earnings of economically active residents at district level.
- 2.43 Table 2.15 summarises gross income by sub-area using 2021 CAMEO UK data and indicates a city-wide lower quartile household income of £15,000 and an average income of £23,331.
- 2.44 The 2020 Annual Survey of Hours and Earnings resident-based data indicates lower quartile earnings are £22,612, median earnings are £31,011 and average earnings are £33,985 across the City of Lincoln.

Table 2.15 Annual gross household income by sub-area

Sub-area	Annual gross household income									Lower Quartile	Median	Average
	<£10k	£10k to <£20k	£20k to <£30k	£30k to <£40k	£40k to <£50k	£50k to <£75k	£75k or more	Unknown	Total			
Central	5.2%	47.6%	29.3%	13.3%	3.5%	0.5%	0.1%	0.0%	0.4%	£15,000	£15,000	£21,431
North	5.7%	49.4%	25.2%	12.9%	3.3%	2.5%	0.4%	0.0%	0.6%	£15,000	£15,000	£23,489
South	3.5%	35.5%	27.8%	22.2%	9.2%	1.6%	0.0%	0.0%	0.2%	£15,000	£25,000	£25,795
City of Lincoln	4.8%	43.8%	27.7%	16.3%	5.5%	1.4%	0.1%	0.0%	0.4%	£15,000	£25,000	£23,331

Source: CAMEO UK 2021. Note: data is show for broad income bands and sometimes lower quartile and median earnings fall within the same band.

Summary

- 2.45 Across the City of Lincoln there are an estimated 47,272 dwellings and 42,510 households and 3.5% of dwellings are vacant.
- 2.46 In terms of occupied dwelling stock:
- 50.5% of occupied dwellings are owner occupied, 27.5% are private rented and 22.0% are affordable (including social/affordable renting and shared ownership);
 - 66.2% of dwellings are houses (34.3% terraced, 21.8% semi-detached and 10.1% detached), 25.2% are flats and 8.7% are bungalows;
 - Most dwellings have 2 or 3 bedrooms, 16.2% of dwellings have one bedroom, 32.3% two bedrooms, 40.3% three bedrooms and 11.2% four or more bedrooms; and
 - 34.8% of dwellings were built before 1945, 32.6% between 1945 and 1982 and 32.6% since 1983. An estimated 16.8% of all dwelling stock is non-decent.
- 2.47 Over the 9 years 2012/13 to 2020/2021, 1,967 net new dwellings have been built across the City of Lincoln. In the past 5 years to 2020/2021, a total of 1,097 dwellings have been built across the city or 219 each year.
- 2.48 The population in 2023 was 99,487 and this is projected to increase by 3,266 to 102,753 by 2033, with the largest increases in the 65 – 74, 75 – 84 and 85+ age categories. 2018-based ONS household projections suggest a total of 99,641 households (which is higher than the 2021 Census figure) and this is projected to increase by 5,154 (5.2%) to 104,795 by 2033. Largest increases will be one person and other households with two or more adults, and households with a Household Reference Person aged 65 and over.
- 2.49 An analysis of migration flows indicates that net inflows have helped to increase population across Lincoln, with strong net inflows of people under 30 from within and outside the UK. There are also outflows to North Kesteven and West Lindsey of all age groups from the City of Lincoln.

3. Price, rents and affordability

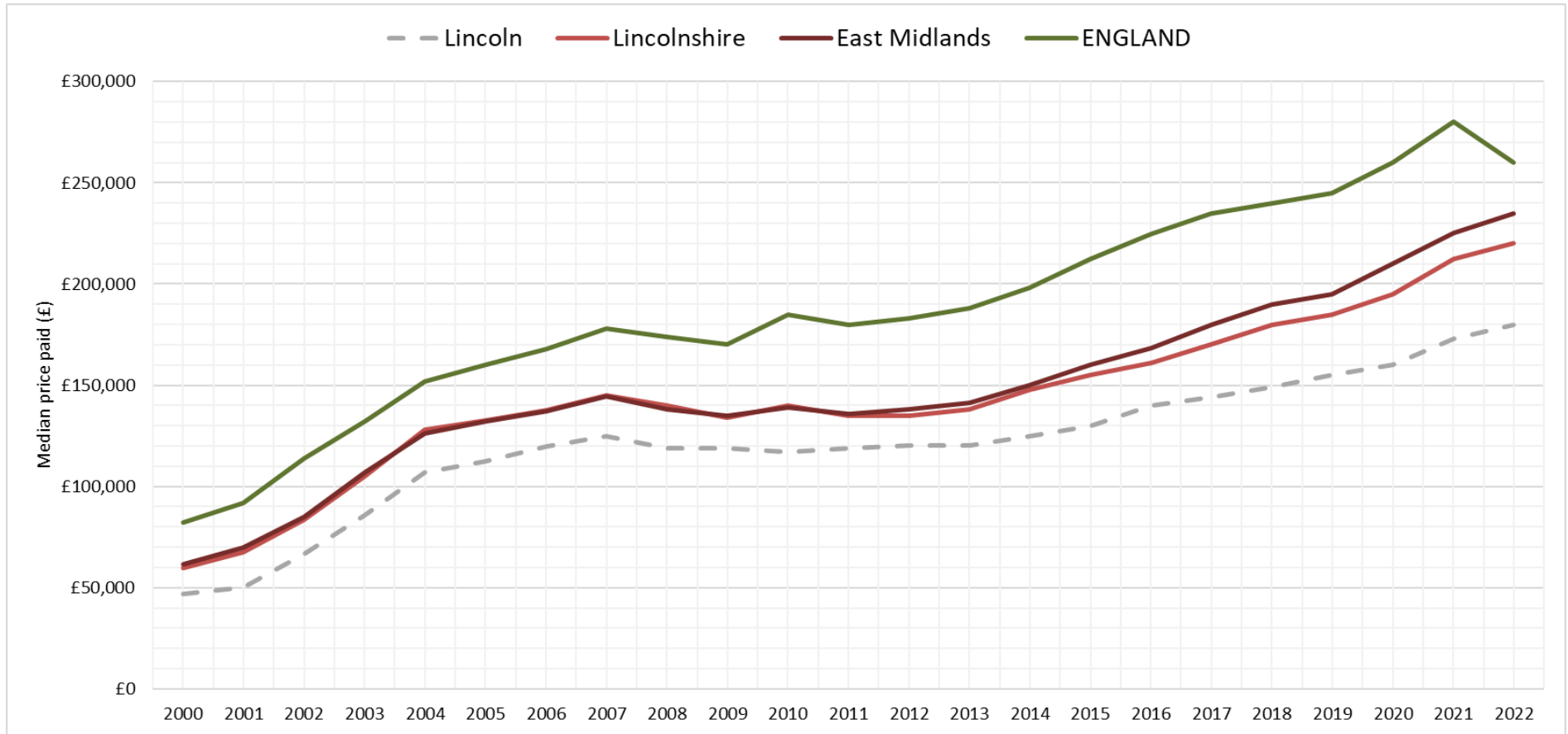
Introduction

- 3.1 This chapter sets out the cost of buying and renting properties across the city. The affordability of tenure options is then considered with reference to local incomes along with the incomes of key workers and households on minimum/living wages.

House price trends

- 3.2 Figure 3.1 shows how house prices in the City of Lincoln have changed over the years 2000 to 2022, based on full-year Land Registry price paid data. This is compared with Lincoln, Lincolnshire, the East Midlands and England.
- 3.3 Median house prices across the City of Lincoln have tended to be the highest across the Lincolnshire area and also higher than the East Midlands and England. Overall, median prices have increased from £46,850 in 2000 to £180,000 in 2022, an increase of +284.2%. Lower quartile prices have increased from £35,050 in 2000 to £137,000 in 2022, an increase of +290.9%. Tables 3.1 and 3.2 show how price change in the City of Lincoln compares with neighbouring areas, Lincolnshire, the East Midlands and England.

Figure 3.1 Median house price trends 2000 to 2022: Lincoln, Lincolnshire, East Midlands and England



Source: ONS House Price Statistics for Small Areas (HPSSAs) LQ and Median comparator 1995 onwards

Table 3.1 Comparative median house price change 2000-2022 with neighbouring districts, East Midlands and England

Location	Median price (£)		% Change 2000-2022
	2000	2022	
ENGLAND	£82,000	£260,000	217.1%
East Midlands	£61,500	£234,995	282.1%
Lincolnshire	£59,950	£220,000	267.0%
Lincoln	£46,850	£180,000	284.2%
East Lindsey	£58,000	£217,000	274.1%
North Kesteven	£65,000	£240,000	269.2%
West Lindsey	£57,000	£220,000	286.0%

Source: ONS House Price Statistics for Small Areas (HPSSAs) LQ and Median comparator 1995 onwards

Table 3.2 Comparative lower quartile (LQ) house price change 2000-2022 with neighbouring districts, East Midlands and England

Location	LQ price (£)		% Change 2000-2022
	2000	2022	
ENGLAND	£54,000	£174,000	222.2%
East Midlands	£43,995	£172,000	291.0%
Lincolnshire	£43,950	£165,000	275.4%
Lincoln	£35,050	£137,000	290.9%
East Lindsey	£44,000	£161,000	265.9%
North Kesteven	£49,500	£185,000	273.7%
West Lindsey	£39,500	£146,995	272.1%

Source: ONS House Price Statistics for Small Areas (HPSSAs) LQ and Median comparator 1995 onwards

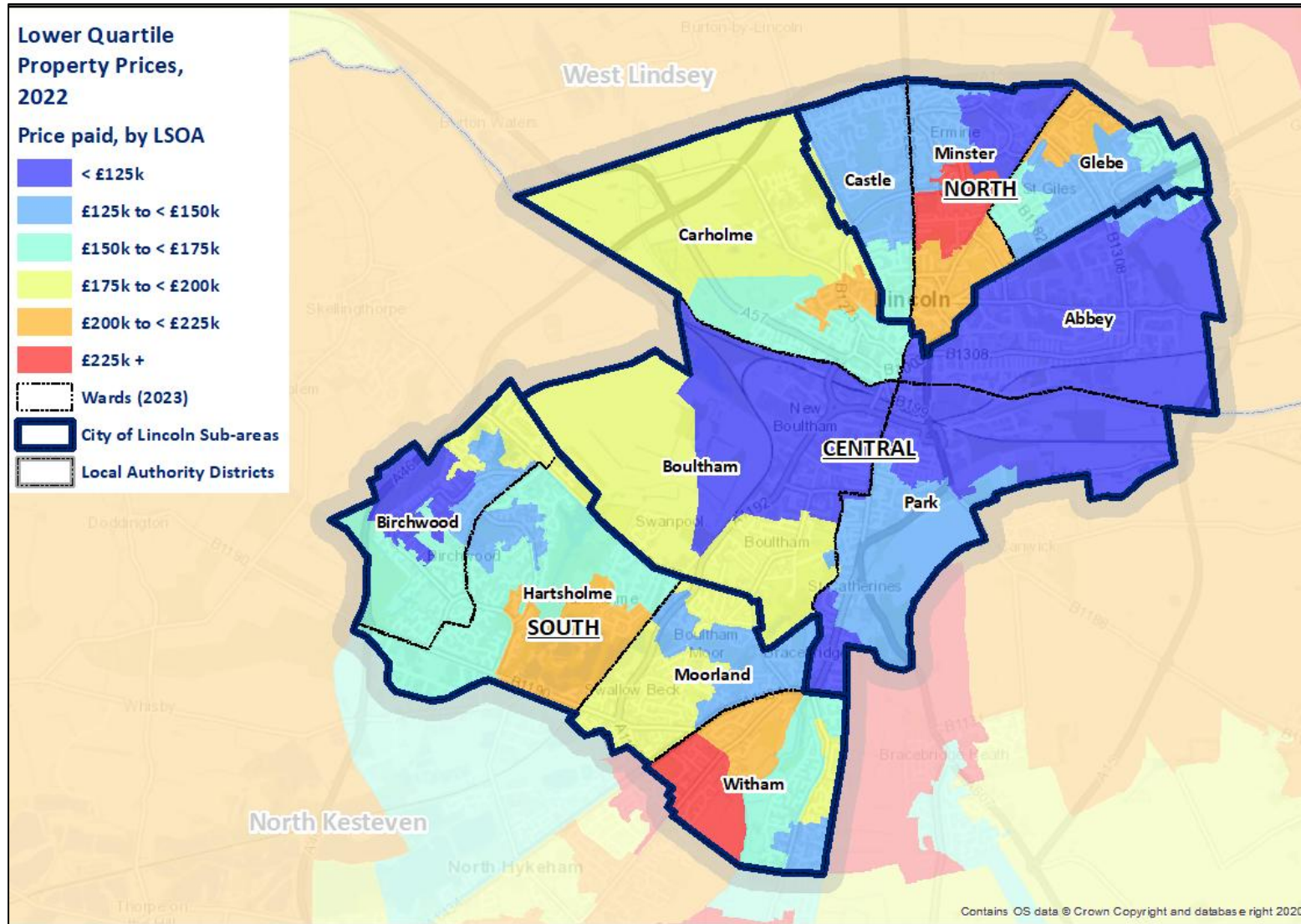
- 3.4 Table 3.3 sets out the change in house prices by sub-area over the period 2007 to 2022 (Note: Land Registry ward level analysis is only possible from 2007). During this period, median prices increased by +27.9% overall but varies considerably at sub-area level. The table also sets out LQ data for the same period and shows an overall increase of +25.1% with considerable variation within the city.
- 3.5 Maps 3.1 and 3.2 provide an illustration of LQ and median prices using Lower Super Output Area. The maps show a range of market prices, with highest prices Witham and Minster and the lowest in Park and Abbey wards.

Table 3.3 Comparative lower quartile and median house price change 2007-2022 for sub-areas

Sub-area	LQ house price			Median house price		
	2007	2022	% change	2007	2022	% change
Central	£95,950	£120,000	25.1%	£120,000	£153,500	27.9%
North	£108,500	£154,500	42.4%	£127,000	£190,000	49.6%
South	£106,975	£161,750	51.2%	£125,000	£190,000	52.0%
City of Lincoln	£100,000	£135,000	35.0%	£124,000	£175,000	41.1%

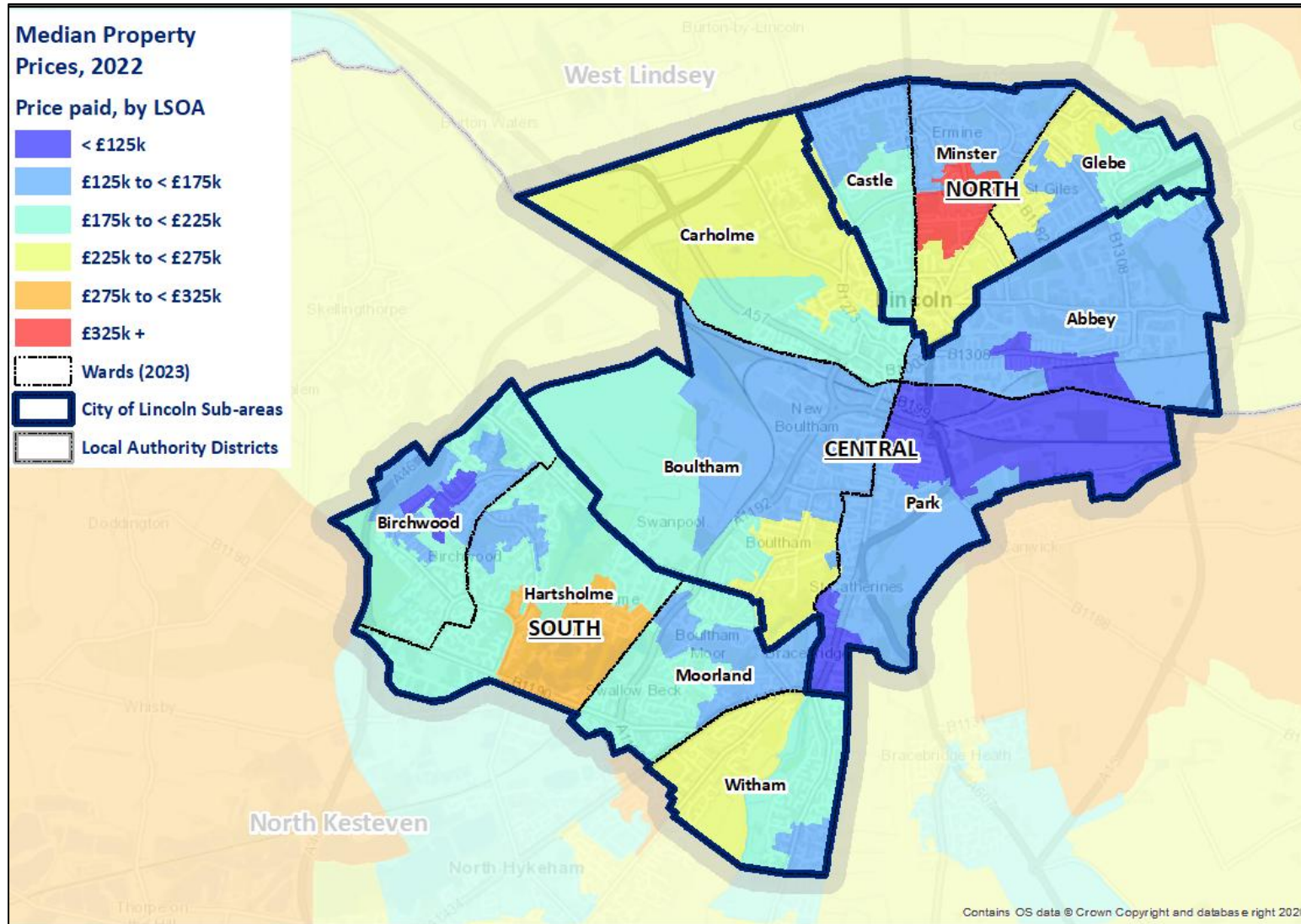
Source: Data produced by Land Registry © Crown copyright 2007 to 2022

Map 3.1 Lower quartile house prices 2022 by built-up areas within the LSOAs of the City of Lincoln



Source: Data produced by Land Registry © Crown copyright 2022

Map 3.2 Median house prices 2022 by built-up areas within the LSOAs of the City of Lincoln



Source: Data produced by Land Registry © Crown copyright 2022

Private renting

- 3.6 Table 3.4 provides an overview of the cost of renting privately across the City of Lincoln and compares prices with Lincolnshire, the East Midlands and England over the period 2010 to 2022. Over this time lower quartile rents have increased by 3% and median rents have increased by 26.3%. These increases are below those experienced across the East Midlands and England. Table 3.5 summarises 2022 price data by sub-areas.

Table 3.4 Comparative lower quartile and median rent price 2010 - 2022

Location	Lower quartile price by year (£)		% change 2010-2022
	2010	2022	
Lincoln	£438	£451	3.0%
Lincolnshire	£433	£524	21.0%
East Midlands	£446	£624	39.9%
England	£598	£802	34.1%
Location	Median price by year (£)		% change 2010-2022
	2010	2022	
Lincoln	£494	£624	26.3%
Lincolnshire	£494	£650	31.6%
East Midlands	£524	£776	48.1%
England	£893	£1,248	39.8%

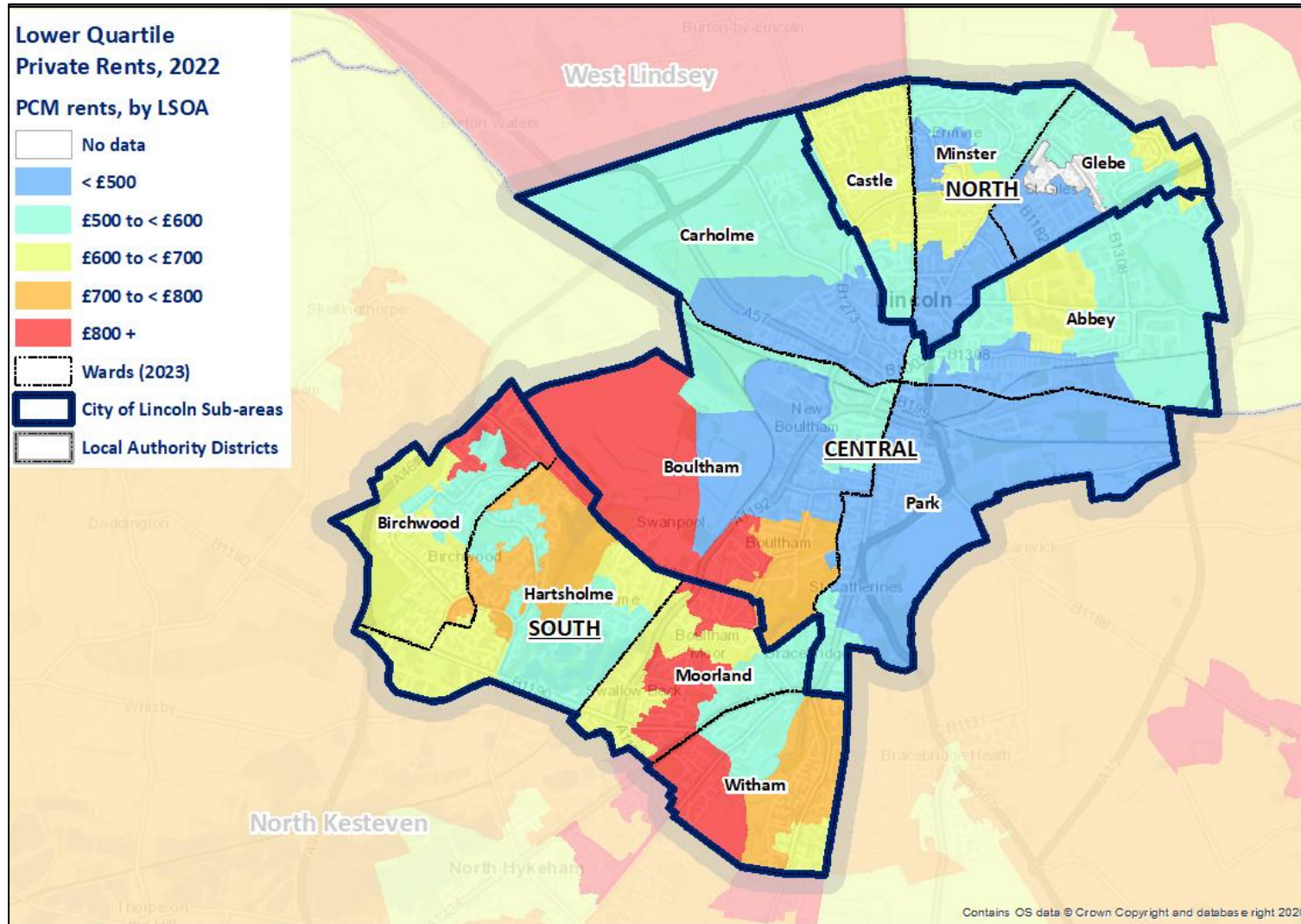
Table 3.5 Lower quartile and median rents by sub-area 2022

Sub-area	Lower quartile	Median
	(£ each month)	(£ each month)
Central	£433	£576
North	£550	£724
South	£650	£750
City of Lincoln	£451	£624

Source: Zoopla Lettings 2022

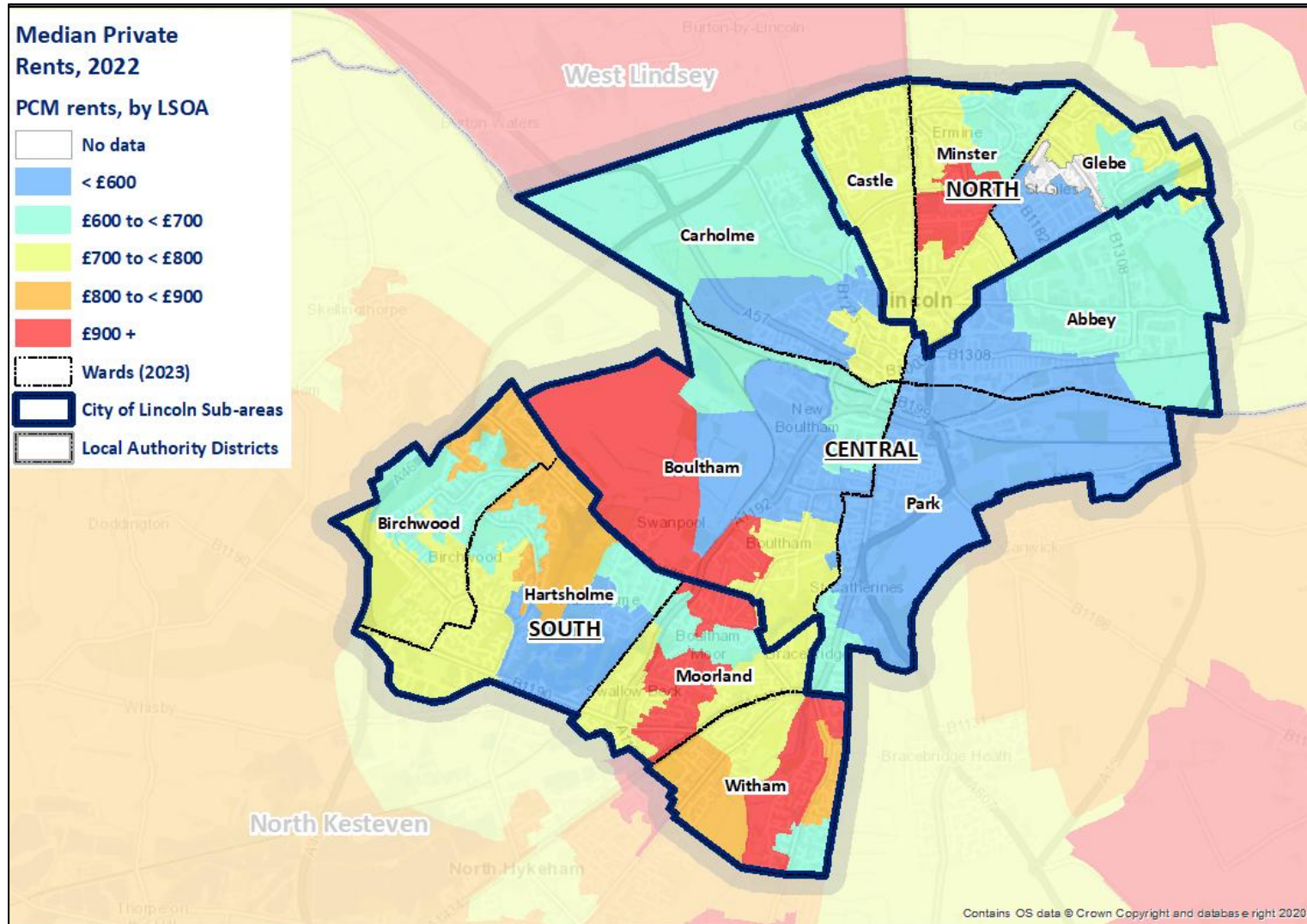
- 3.7 More detailed rental data within built-up areas at a small area level (Lower Super Output Areas) are presented in Map 3.3 (lower quartile) and Map 3.4 (median). This illustrates that rents are generally lower in the Central sub-area and higher in the South sub-area.
- 3.8 The private rented sector accommodates a proportion of low-income households that are eligible for assistance with rental costs. Map 3.5 illustrates the proportion of households in receipt of housing benefit assistance across the city. This shows a particularly high concentration in Castle, Park, Abbey and Glebe with smaller pockets in every ward.

Map 3.3 2022 lower quartile rents across the City of Lincoln by built up areas within LSOAs



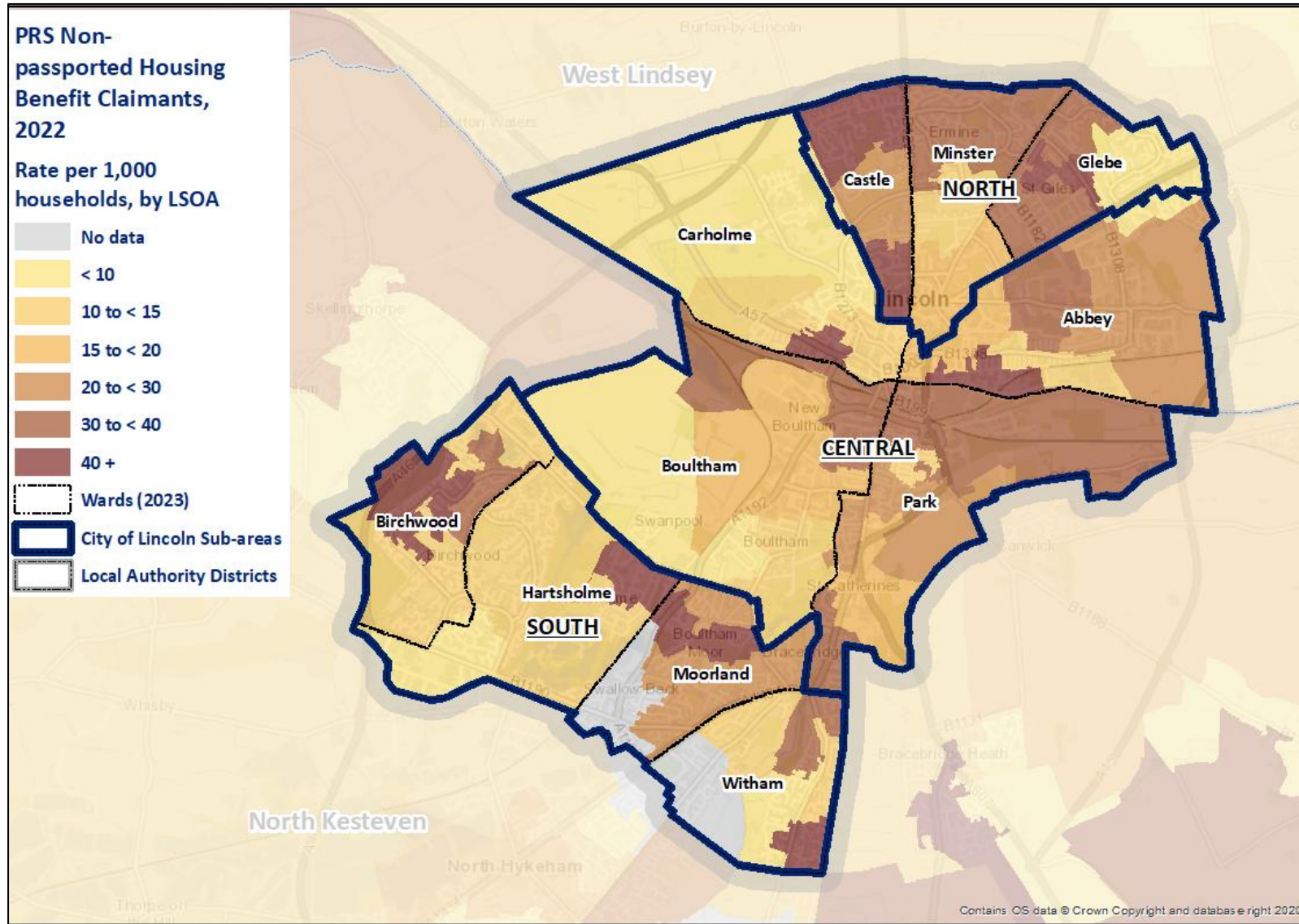
Source: Zoopla Lettings 2022

Map 3.4 2022 median rents across the City of Lincoln by built up areas within LSOAs



Source: Zoopla Lettings 2022

Map 3.5 Private rented sector Non-Passported Housing Benefit 2022



Source: 2022 DWP Stat Xplore

- 3.9 The amount that can be claimed for assistance with rental costs is capped to a local allowance that varies by area. The cap is estimated by the VOA and published in the form of a Local Housing Allowance (LHA) rate for a broad market area (BRMA). The City of Lincoln is located within the Lincoln BRMA (Table 3.6). Table 3.6 summarises the LHA for the BRMA and the variance between lower quartile rents and the LHA.

Table 3.6 Broad Rental Market Area Local Housing Allowance Rates (April 2022) - Lincoln BRMA

No. of Bedrooms	Rate per week (£)	Monthly rate	2022 LQ rent	Variance between LQ rent and LHA
Shared Accommodation	£66.25	£287	£494	-£207
1 Bedroom	£97.81	£424	£412	£12
2 Bedroom	£117.37	£509	£650	-£141
3 Bedroom	£132.33	£573	£477	£96
4 Bedroom	£172.60	£748	£412	£336

Source: Valuation Office Agency

Relative affordability

- 3.10 The ONS produces national data on the ratio of earnings to house prices. Two sets of data are available: workplace-based and resident-based. For each, lower quartile and median ratios are produced. The data are based on Land Registry Price Paid data and ONS Annual Survey of Hours and Earnings data.
- 3.11 Table 3.7 sets out the 2022 lower quartile and median affordability ratios for the City of Lincoln and compares these with neighbouring areas, the East Midlands and England. Using workplace-based median ratios to illustrate the data, prices are 5.6x income in the City of Lincoln. This ratio is lower than all neighbouring areas, regional and national ratios.

Table 3.7 Relative affordability of lower quartile and median prices by local authority area, Lincolnshire, East Midlands and England (workplace-based and residence-based)

Locality	2022 Lower Quartile		2022 Median	
	Workplace-based	Residence-based	Workplace-based	Residence-based
Lincoln	5.9	6.0	5.7	5.6
East Lindsey	7.3	7.0	7.5	7.3
North Kesteven	8.3	8.0	7.7	7.9
West Lindsey	5.8	5.9	6.2	6.3
Lincolnshire	7.2	7.0	7.2	7.1
East Midlands	7.3	7.2	7.5	7.3

ENGLAND	7.4	7.4	8.3	8.3
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Source: ONS Ratio of house price to residence-based & workplace-based earnings (lower quartile and median), 1997 to 2022

Relative affordability of housing tenure options and defining genuinely affordable housing

- 3.12 The relative cost of alternative housing options across the city and housing market sub-areas has been considered from two perspectives. Firstly, analysis considers prevailing prices at housing market sub-area level across a range of market and affordable tenures and the incomes required to afford these properties. Secondly, analysis considers what is genuinely affordable to households based on local incomes and assumptions around the proportion of income that should be spent on renting and the multiples of income for buying. The analysis of what is genuinely affordable also considers the incomes of selected key workers and those on minimum and living wages.
- 3.13 The thresholds for what is affordable and not affordable are as follows:
- for renting, 25% of gross household income is used as the ‘tipping point’ for affordability, with properties not affordable if more than 25% of income is spent on rent. There is no official guidance on what proportion of income should be used. Former CLG SHMA Practice Guidance (2007) recommended 25% and Shelter suggest using 35% of net income; and
 - for buying, affordability is based on a 3.5x gross household income multiple. Former CLG SHMA Practice Guidance (2007) recommended a 3.5x multiple for a household with a single earner and 2.9x for a dual earner.
- 3.14 Table 3.8 sets out the range of market and affordable tenures considered in analysis and any assumptions relating to the cost of properties. The cost of alternative affordable and market tenure options by sub-area is set out in Table 3.9. Table 3.10 shows the gross household incomes needed to afford the tenure based on the 25% rental and 3.5x income multiples. Table 3.11 considers the impact of deposits on sale price.

Table 3.8 Summary of tenure (including affordable options), price assumptions and data sources

Tenure	Tenure price assumptions	Affordability assumptions	Data Source
Social rent	2022 average prices	25% of income	Regulator of Social Housing Statistical Data Return 2022
London Living Rent	2022-23 ward-level maximum rent benchmarks (by bedroom number) averaged to inclusive geographies	25% of income	GLA 2022-23
Market Rent – lower quartile	2022 prices	25% of income	Zoopla 2022
Market Rent – median	2022 prices	25% of income	Zoopla 2022
Market Sale – lower quartile	2022 prices	90% LTV, 3.5x income	Land Registry Price Paid
Market Sale – median	2022 prices	90% LTV, 3.5x income	Land Registry Price Paid
Market Sale – average	2022 prices	90% LTV, 3.5x income	Land Registry Price Paid
Shared ownership (50%)	Total price based on median price and 50% ownership. Mortgage based on 40%. 10% deposit required; annual service charge £395, Annual rent based on 2.75% of remaining equity	90% LTV, 3.5x income for equity and 25% of income for rental element	Assumptions applied to Land Registry Price Paid data
Shared ownership (25%)	Total price based on median price and 25% ownership. Mortgage based on 20%, 5% deposit required, annual service charge £395. Annual rent based on 2.75% of remaining equity	90% LTV, 3.5x income for equity and 25% of income for rental element	Assumptions applied to Land Registry Price Paid data
Help to buy	Total price based on median price. Mortgage based on 75% equity. 20% loan and deposit of 5%. Loan fee of 1.75% in year 6 of outstanding equity loan increasing annually from yr7 at RPI+1%	70% LTV, 3.5x income	Assumptions applied to Land Registry Price Paid data
Discounted home ownership 30%	70% of median price (note this is comparable to the proposed government <u>First Home</u> tenure option). Mortgage based on discounted price, minus 10% deposit on discounted price.	Discounted home ownership 30%	Assumptions applied to Land Registry Price Paid data
Discounted home ownership 25%	75% of median price mortgage based on discounted price, minus 10% deposit on discounted price.	Discounted home ownership 25%	Assumptions applied to Land Registry Price Paid data
Discounted home ownership 20%	80% of median price mortgage based on discounted price, minus 10% deposit on discounted price.	Discounted home ownership 20%	Assumptions applied to Land Registry Price Paid data

Table 3.9 Cost of alternative tenures by sub-area and City of Lincoln

Tenure option	Price / equity requirement (2022)	Sub-area		
	Lincoln	Central	North	South
Social Rent (average)	£358	£358	£358	£358
Affordable Rent	£499	£461	£579	£600
Market Rent - Lower Quartile	£451	£433	£550	£650
Market Rent - Median	£624	£576	£724	£750
Market Rent - Average	£692	£664	£812	£792
Market Sale - Lower Quartile	£135,000	£120,000	£154,500	£161,750
Market Sale - Median	£175,000	£153,500	£190,000	£190,000
Market Sale - Average	£203,794	£189,118	£230,800	£209,605
Shared ownership (50%)	£87,500	£76,750	£95,000	£95,000
Shared ownership (25%)	£43,750	£38,375	£47,500	£47,500
Help to buy	£131,250	£115,125	£142,500	£142,500
Discounted Home Ownership (30%)	£122,500	£107,450	£133,000	£133,000
Discounted Home Ownership (25%)	£131,250	£115,125	£142,500	£142,500
Discounted Home Ownership (20%)	£140,000	£122,800	£152,000	£152,000

Source: Data produced by Land Registry © Crown copyright 2022, Zoopla Lettings 2022, DLUHC, RSH SDR 2022

Table 3.10 Household income required for tenure to be affordable (based on 25% of income for rents and 3.5x income for buying) by sub-area

Tenure option	Income required (2022)	Sub-area		
	Lincoln	Central	North	South
Social Rent (average)	£17,200	£17,200	£17,200	£17,200
Affordable Rent	£23,962	£22,118	£27,802	£28,800
Market Rent - Lower Quartile	£21,648	£20,784	£26,400	£31,200
Market Rent - Median	£29,952	£27,648	£34,752	£36,000
Market Rent - Average	£33,195	£31,880	£38,968	£38,001
Market Sale - Lower Quartile	£34,714	£30,857	£39,729	£41,593
Market Sale - Median	£45,000	£39,471	£48,857	£48,857
Market Sale - Average	£52,404	£48,630	£59,348	£53,898
Shared ownership (50%)	£33,565	£29,618	£36,319	£36,319
Shared ownership (25%)	£27,128	£23,972	£29,329	£29,329
Help to buy	£32,500	£28,507	£35,286	£35,286
Discounted Home Ownership (30%)	£31,500	£27,630	£34,200	£34,200
Discounted Home Ownership (25%)	£33,750	£29,604	£36,643	£36,643
Discounted Home Ownership (20%)	£36,000	£31,577	£39,086	£39,086

Source: Data derived from Land Registry © Crown copyright 2022, Zoopla Lettings 2022, DLUHC, RSH SDR 2022

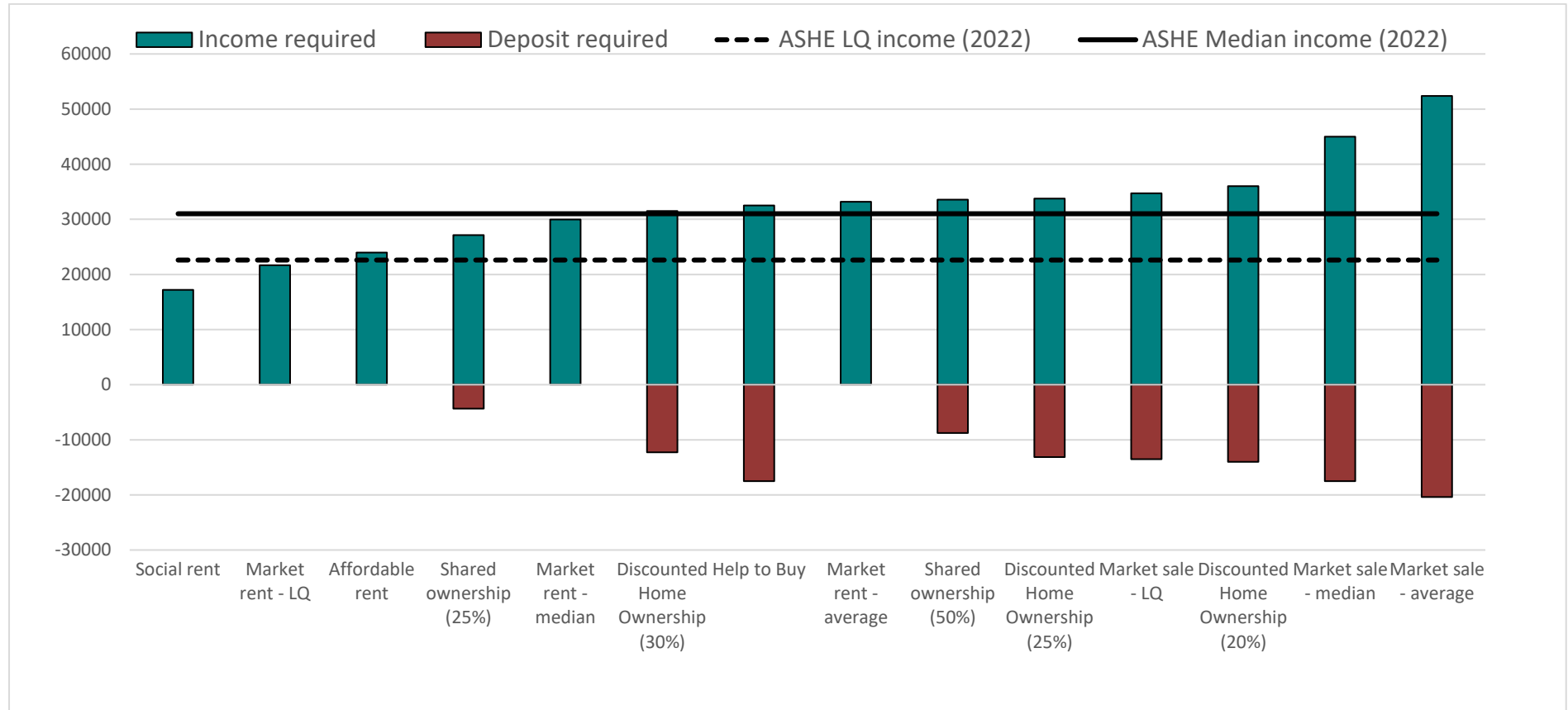
Table 3.11 Impact of alternative deposits on sale price and income required for open market properties

Market sale price	Deposit 10%	Deposit 20%	Deposit 30%	Deposit 40%	City Average Price
Market sale - lower quartile	£121,500	£108,000	£94,500	£81,000	£135,000
Market sale - median	£157,500	£140,000	£122,500	£105,000	£175,000
Market sale - average	£183,415	£163,036	£142,656	£122,277	£203,794
Household income required (3.5x multiple)	10%	20%	30%	40%	-
Market sale - lower quartile	£34,714	£30,857	£27,000	£23,143	-
Market sale - median	£45,000	£40,000	£35,000	£30,000	-
Market sale - average	£52,404	£46,582	£40,759	£34,936	-
Household income required (5x multiple)	10%	20%	30%	40%	-
Market sale - lower quartile	£24,300	£21,600	£18,900	£16,200	-
Market sale - median	£31,500	£28,000	£24,500	£21,000	-
Market sale - average	£36,683	£32,607	£28,531	£24,455	-

Source: Data derived from Land Registry © Crown copyright 2022

- 3.15 Figure 3.2 summarises in graphical form the relative affordability of alternative tenures at city level, setting out the incomes and deposits required for different options set against prevailing lower quartile and median earnings derived from 2021 CAMEO data.
- 3.16 This indicates that households on lower quartile incomes can afford social rents and lower quartile rent is marginally affordable but no other tenure option. For households on median incomes, social renting, lower quartile market rent, affordable and shared ownership is affordable and median market rent is marginally affordable, but all other tenure options are not affordable.

Figure 3.2 City of Lincoln household income and housing costs



Source: Data produced by Land Registry © Crown copyright 2022 RSH SDR 2022, Zoopla PPD 2022

What is genuinely affordable housing in the City of Lincoln context?

- 3.17 Having considered what a household needs to earn to afford alternative tenures, consideration is now given to the actual incomes of households across the city and how this relates to prevailing prices. This analysis helps to establish what is genuinely affordable based on reasonable income multipliers for renting and buying. The analysis considers:
- Lower quartile and median household incomes from the 2021 CAMEO data;
 - 2022 entry-level incomes from a range of key worker occupations;
 - incomes associated with 2022 minimum and living wages (using single, dual income and 1.5x income measures);
 - the proportion of income a household would need to spend on rent;
 - the extent to which affordable rental options are genuinely affordable to households; and
 - the extent to which households could afford home ownership based on multiples of household income, with up to 3.5x being affordable.

Genuinely affordable rents

- 3.18 Having considered what a household needs to earn to afford alternative tenures, consideration is now given to the actual incomes of households across the City of Lincoln and how this relates to current market prices and rents. The analysis helps to establish the extent to which different tenures are affordable and what are genuinely affordable prices and rents based on local incomes.
- 3.19 Table 3.12 focuses on the affordability of market renting and shows the cost of renting a lower quartile and median priced property by sub-area; how this compares with incomes; and what would be genuinely affordable based on local incomes. For example, lower quartile rents are £451 across the City of Lincoln where the lower quartile income is £1,250. This means that a household is spending 36.1% of income on rent. To be genuinely affordable, that is, costing no more than 25% of gross income, a lower quartile rent should be £313 each month and median rent should be £521 each month. However, there are affordability issues, particularly in the North and South sub-areas where households on lower quartile incomes are having to spend over 40% and up to 52% of their income on lower quartile rents.
- 3.20 Table 3.13 focuses on the affordability of home ownership and shows the cost of buying a lower quartile and median-priced property. This shows that prices are in excess of 5x household incomes. Citywide a property should cost no more than £52,500 to be affordable to households on lower quartile incomes and £87,500 to households on median incomes.

Table 3.12 Affordability of private rents by sub-area

Sub-area	LQ Rent and Income				Median rent and income			
	Actual LQ rent 2022	LQ Gross household income 2022 (Monthly £)	% LQ income required to be spent on LQ rent	What would be an affordable rent based on actual LQ income	Actual Median rent 2022	Median Gross household income 2022 (Monthly £)	% median income required to be spent on median rent	What would be an affordable rent based on actual median income
Central	£433	£1,250	34.6	£313	£576	£1,250	46.1	£313
North	£550	£1,250	44.0	£313	£724	£1,250	57.9	£313
South	£650	£1,250	52.0	£313	£750	£2,083	36.0	£521
City of Lincoln	£451	£1,250	36.1	£313	£624	£2,083	30.0	£521

Sources: Zoopla Lettings 2022, household income from 2022 CAMEO

Key

Up to and including 25%	24
Between 25% and 35%	32
35% or more	40

Table 3.13 Affordability of owner occupation by sub-area

Sub-area	LQ Rent and Income				Median rent and income			
	Actual LQ price 2022	LQ Gross household income 2022 (Annual £)	Income multiple required (assumes 10% deposit)	What would be an affordable property based on a 3.5x income multiple	Actual median price 2022	Median Gross household income 2022 (Annual £)	Income multiple required (assumes 10% deposit)	What would be an affordable property based on a 3.5x income multiple
Central	£120,000	£15,000	7.2	£52,500	£153,500	£15,000	9.2	£52,500
North	£154,500	£15,000	9.3	£52,500	£190,000	£15,000	11.4	£52,500
South	£161,750	£15,000	9.7	£52,500	£190,000	£25,000	6.8	£87,500
City of Lincoln	£135,000	£15,000	8.1	£52,500	£175,000	£25,000	6.3	£87,500

Sources: Land Registry © Crown copyright 2022, household income from 2022 CAMEO

Key

Up to 3.5x	2.9
Between 3.5x and 5x	4.2
5x or more	6.2

Affordability of prices and rents to selected key workers and households on minimum/living wages

- 3.21 The extent to which citywide open market rents are affordable to selected keyworkers and households on minimum and living wages are explored in Table 3.14. All key workers on entry-level grades are having to spend more than 20% of their income on rent.
- 3.22 Table 3.15 considers the income multiples needed to buy a property based on the incomes of selected key workers and households on minimum/living wages. Analysis assumed that a 10% deposit was available and indicates that multiples in excess of 3.5x were generally needed when buying a property. Prices that are genuinely affordable were also considered based on a 3.5x income multiple.

Table 3.14 Incomes of key workers and households on minimum/living wage and rental affordability

Income/Occupation/ Wage	Gross household income 2022 (Annual £)	Gross household income 2022 (Monthly £)	% LQ Income for LQ rent	% Median income for median rent	LQ Rent	Median Rent
Police officer	-	-	-	-	-	-
Pay Point 0	£23,556	£1,963	23.0	31.8	£451	£624
Pay Point 2	£27,804	£2,317	19.5	26.9	£451	£624
Pay Point 4	£30,060	£2,505	18.0	24.9	£451	£624
Nurse	-	-	-	-	-	-
Band 1	£20,270	£1,689	26.7	36.9	£451	£624
Band 3	£21,730	£1,811	24.9	34.5	£451	£624
Band 5	£27,055	£2,255	20.0	27.7	£451	£624
Fire officer	-	-	-	-	-	-
Trainee	£25,884	£2,157	20.9	28.9	£451	£624
Competent	£34,501	£2,875	15.7	21.7	£451	£624
Teacher	-	-	-	-	-	-
Unqualified (min)	£19,340	£1,612	28.0	38.7	£451	£624
Main pay range (min)	£28,000	£2,333	19.3	26.7	£451	£624
Minimum/Living Wage	-	-	-	-	-	-
Age 23 and over	-	-	-	-	-	-
Single household	£17,290	£1,441	31.3	43.3	£451	£624
1xFull-time, 1xPart-time	£25,935	£2,161	20.9	28.9	£451	£624
Two working adults	£34,580	£2,882	15.7	21.7	£451	£624
Age 21 and 22	-	-	-	-	-	-
Single household	£16,708	£1,392	32.4	44.8	£451	£624
1xFull-time, 1xPart-time	£25,061	£2,088	21.6	29.9	£451	£624
Two working adults	£33,415	£2,785	16.2	22.4	£451	£624

Key

	More than 35% of income spent on rent
	Between 25% and 35% of income spent on rent
	Less than 25% of income spent on rent

Table 3.15 Incomes of households, selected key workers and households on minimum/living wage and open market prices

Property Prices			LQ	Median	Shared ownership (50%)	Shared ownership (25%)	Help to buy	Discounted Home Ownership (30%)	Discounted Home Ownership (25%)	Discounted Home Ownership (20%)
Price>>			£135,000	£175,000	£87,500	£43,750	£131,250	£122,500	£131,250	£140,000
Price after deposit/loan>>			£121,500	£157,500	£78,750	£39,375	£113,750	£110,250	£118,125	£126,000
Gross household income 2022 (Annual £)			Ratio of house price to income							
CAMEO UK Household Income	LQ income	£15,000	8.1	10.5	5.3	2.6	7.6	7.4	7.9	8.4
	Median income	£25,000	4.9	6.3	3.2	1.6	4.6	4.4	4.7	5.0
	Average income	£23,331	5.2	6.8	3.4	1.7	4.9	4.7	5.1	5.4
ONS Annual Survey of Hours and Earnings	ASHE LQ	£22,612	5.4	7.0	3.5	1.7	5.0	4.9	5.2	5.6
	ASHE Median	£31,011	3.9	5.1	2.5	1.3	3.7	3.6	3.8	4.1
	ASHE Average	£33,985	3.6	4.6	2.3	1.2	3.3	3.2	3.5	3.7
Occupation	Wage	Ratio of house price to income								
Police officer*										
Pay Point 0	£23,556	5.2	6.7	3.3	1.7	4.8	4.7	5.0	5.3	
Pay Point 2	£27,804	4.4	5.7	2.8	1.4	4.1	4.0	4.2	4.5	
Pay Point 4	£30,060	4.0	5.2	2.6	1.3	3.8	3.7	3.9	4.2	
Nurse**										
Band 1	£20,270	6.0	7.8	3.9	1.9	5.6	5.4	5.8	6.2	
Band 3	£21,730	5.6	7.2	3.6	1.8	5.2	5.1	5.4	5.8	
Band 5	£27,055	4.5	5.8	2.9	1.5	4.2	4.1	4.4	4.7	
Fire officer***										
Trainee	£25,884	4.7	6.1	3.0	1.5	4.4	4.3	4.6	4.9	
Competent	£34,501	3.5	4.6	2.3	1.1	3.3	3.2	3.4	3.7	
Teacher****										
Unqualified (min)	£19,340	6.3	8.1	4.1	2.0	5.9	5.7	6.1	6.5	
Main pay range (min)	£28,000	4.3	5.6	2.8	1.4	4.1	3.9	4.2	4.5	
Minimum/Living Wage*****										
Single household (25 and over)	£17,290	7.0	9.1	4.6	2.3	6.6	6.4	6.8	7.3	
1xFull-time, 1xPart-time	£25,935	4.7	6.1	3.0	1.5	4.4	4.3	4.6	4.9	
Two working adults	£34,580	3.5	4.6	2.3	1.1	3.3	3.2	3.4	3.6	
Single household (21-24)	£16,708	7.3	9.4	4.7	2.4	6.8	6.6	7.1	7.5	
1xFull-time, 1xPart-time	£25,061	4.8	6.3	3.1	1.6	4.5	4.4	4.7	5.0	
Two working adults	£33,415	3.6	4.7	2.4	1.2	3.4	3.3	3.5	3.8	

Key

Up to 3.5x	2.9
Between 3.5x and 5x	4.2
5x or more	6.5

Concluding comments

- 3.23 In 2022, lower quartile house prices were £180,000 and median prices were £137,000. Prices across the City of Lincoln tended to be the highest across Lincolnshire and higher than both the East Midlands and England average. Lower quartile private rents in 2022 were £451 and median rents were £624.
- 3.24 The relative affordability of dwellings to buy or rent was explored at sub-area level. Across the City of Lincoln, the minimum income required for entry-level/lower quartile renting was £21,648. For buying an entry-level/lower quartile property, the minimum income required was £34,714. These calculations assumed that a rent is affordable if no more than 25% of household income is spent on rent and if buying a property should cost no more than 3.5x household income.
- 3.25 Analysis considered the affordability of rents and prices at sub-area and city level. Overall, households had to spend 36.1% of lower quartile income on a lower quartile rent and 30% of median income for median rents. There were no areas across the city where the income required was below 30% for either lower quartile or median income. Notable affordability pressures are identified in the South sub-area where the proportion of lower quartile income needed for lower quartile rents was generally above 50%.
- 3.26 For open market purchase, the ratio of lower quartile income to price across the City of Lincoln was 8.1x and for median income to median price it was 6.3x. Both ratios are above the benchmark of 3.5x income and ratio. Indeed, ratios are much higher in all areas of the city, and without substantial deposits, the ability to buy is a challenge to many households.
- 3.27 Specific analysis of the affordability of renting and buying for key worker incomes and those on minimum/living wages was carried out. Key workers on entry-level grades are generally having to spend more than 20% of their income on rent.
- 3.28 Private renting was generally affordable for those in key worker occupations and those on minimum or living wage. Single earners on minimum/living wage have to spend in excess of 30% of their income on lower quartile rents.
- 3.29 For buying, analysis assumed that a 10% deposit was available but indicated that income multiples in excess of 3.5x were generally needed to buy on the open market.
- 3.30 Using the evidence presented in this chapter, it is possible to establish what would be a genuinely affordable rent and purchase price across the City of Lincoln (Table 3.16). This is based on local incomes and assumes that no more than 25% of income is spent on rent and a household income multiple of 3.5x is applied to local household incomes when testing the affordability of buying. These figures should be considered when considering the extent to which new affordable housing is truly affordable.

Table 3.16 Genuinely affordable rents and purchase prices by sub-area

Geography	LQ rents (25% of income)	Median rents (25% of income)	LQ purchase (3.5x income multiple)	Median purchase (3.5x income multiple)
City of Lincoln	£313	£521	£52,500	£87,500
Sub-area				
Central	£313	£313	£52,500	£52,500
North	£313	£313	£52,500	£52,500
South	£313	£521	£52,500	£87,500

4. The needs of different groups

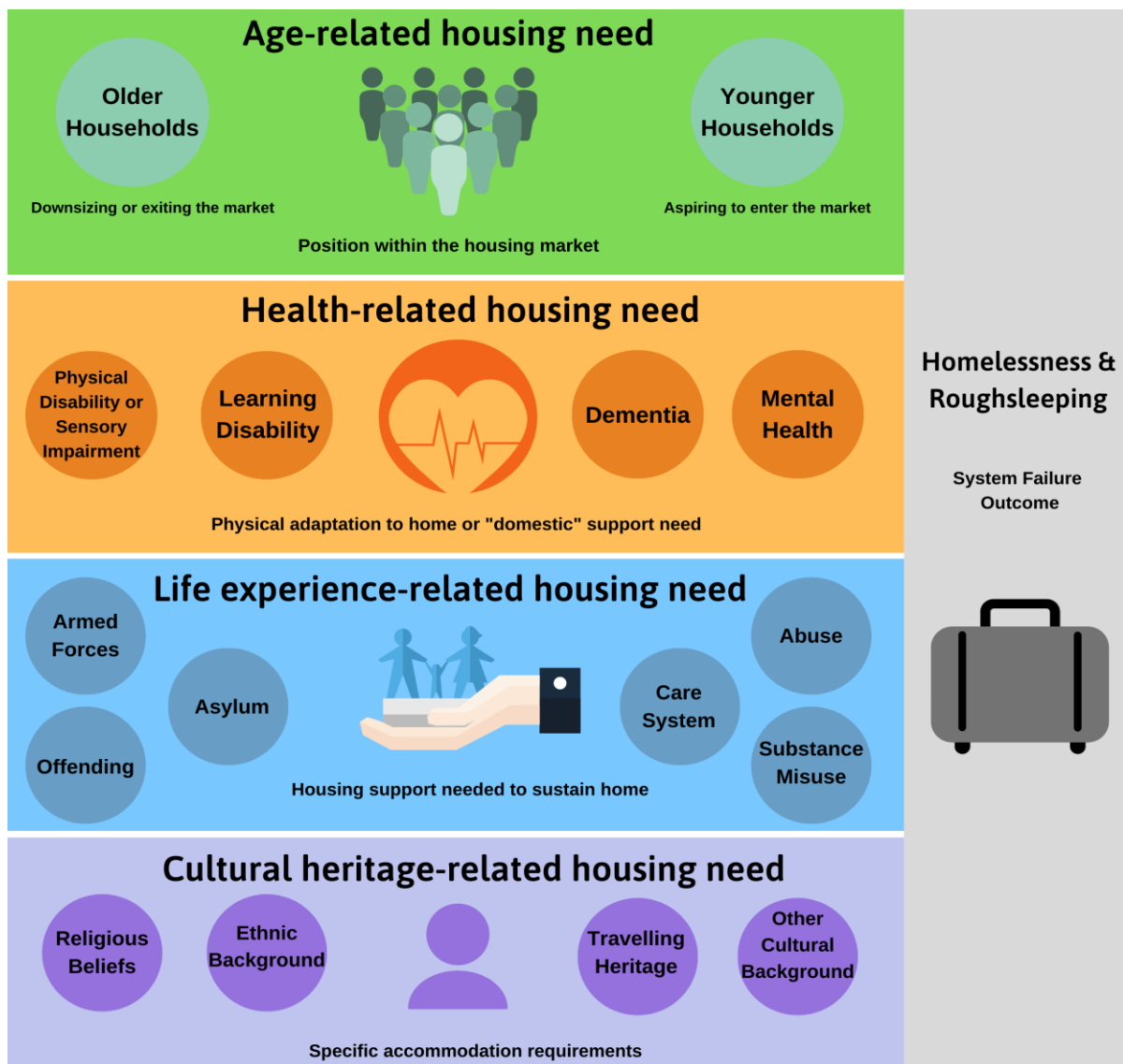
Introduction

4.1 Paragraph 62 of the NPPF refers to housing needs for different groups in the community and these fall into two broad groups: housing for people with additional needs and housing for specific household types.

Housing for people with additional needs

4.2 These groups include older people and accommodation for people with disabilities which are further sub-divided into those with health-related and life-experience related needs as summarised in Figure 4.1.

Figure 4.1 Establishing need associated with age, health and life experience



- 4.3 The evidence base relating to additional needs groups has been established based around these broad principles:
- people with additional needs are generally accommodated in mainstream housing and provided with care and support when needed;
 - some people will have complex and multiple needs and therefore may fall into several different categories of need;
 - some people require long-term accommodation to provide support for ongoing needs; and some require short-term supported housing which aims to support people for a period of time before moving on/back into mainstream housing; and
 - most people with additional needs will not need specialist supported housing but they may need adaptations to their homes and/or care and support provided in other ways.

Age-related housing need

- 4.4 Age-related housing need relates to the needs of specific age groups in the housing market due to life events and the impact this has on the need for dwellings of particular sizes/types and affordability. For older households this includes 'rightsizing' and adaptation of existing dwellings. For younger households, affordability is a particular concern and this has been considered elsewhere in the report. For this section we therefore focus upon the needs of older persons for particular unit types.

Housing for older people

- 4.5 The NPPF Annex 2 defines older people as '**people over or approaching retirement age, including the active, newly-retired through to the very frail elderly; and whose housing can encompass accessible, adaptable general needs housing through to the full range of retirement and specialist housing for those with care and support needs.**'
- 4.6 PPG recommends the following are considered in an assessment of older persons need:
- The future need for specialist accommodation (including but not restricted to age-restricted general market housing, retirement living or sheltered accommodation, Extra Care or housing with care), broken down by type and tenure.
 - The need for care in residential care and nursing homes (C2).
 - The need for co-housing communities.
 - The role of general housing and in particular bungalows and homes that can be adapted to meet a change in needs.
- 4.7 PPG notes that '**plan-making authorities will need to count housing provided for older people against their housing requirement**' (source: PPG June 2019 Paragraph: 016 Reference ID: 63-016-20190626).

- 4.8 Over the period 2023 to 2033 the number of people aged 65 and over is expected to increase by 20.3%. Similarly, the number of households headed by someone aged 65 or over is expected to increase by 2,185 (20.3%) by 2033.
- 4.9 The 2023 household survey indicates that the majority of older people (69.2%) want to remain in their current home with help and support when needed (Table 4.1). There is also interest in a range of options including open market and renting from the housing association and from the council.

Table 4.1 Older persons' housing preferences by age group

Housing option	65-74 (%)	75-84 (%)	85+ (%)	All 65+ (%)
Continue to live in current home with support when needed	65.2%	77.5%	58.4%	69.2%
Buying a dwelling on the open market	18.3%	11.4%	34.5%	17.0%
Rent a dwelling from a private landlord	1.9%	0.0%	20.7%	2.7%
Rent from housing association	13.1%	10.8%	20.7%	12.8%
Rent from the council	15.9%	2.9%	20.7%	11.5%
Sheltered accommodation - To rent	11.6%	2.9%	13.9%	8.6%
Sheltered accommodation - To buy	8.8%	8.4%	0.0%	8.0%
Sheltered accommodation - Part rent/buy (shared ownership)	9.9%	5.9%	13.9%	8.8%
Extra Care housing - To rent	11.9%	7.3%	0.0%	9.3%
Extra Care housing - To buy	3.9%	5.9%	0.0%	4.3%
Extra Care housing - Part rent/buy (shared ownership)	10.0%	2.9%	0.0%	6.6%
Supported housing for people with learning disabilities and autism	5.2%	0.0%	0.0%	2.9%
Supported housing for mental health conditions	0.0%	4.4%	0.0%	1.6%
Residential nursing/care home	4.8%	7.3%	0.0%	5.4%
Co-housing - your own home in a small community which shares facilities (e.g. laundry) and activities	8.4%	7.3%	13.9%	8.4%
Go to live with children or other relatives/friends	11.8%	7.3%	0.0%	9.2%
Other	4.8%	4.4%	0.0%	4.3%
<i>Base (total households responding)</i>	2,815	1,857	395	5,067

Source: 2023 household survey

- 4.10 The 2023 household survey indicates 49.3% of older people planning to move would like to move to a property with fewer bedrooms, 43.9% would like to move to a property with the same number of bedrooms and 6.8% would like a larger property (Table 4.2). The general conclusion is that smaller dwellings are needed to accommodate older movers but there are households who would require the same or even an increase in the number of bedrooms in their properties.

Table 4.2 Future housing choices of older households (rightsizing)

Housing choice	Aspiration (%)	Expectation (%)
Downsizing (moving to a smaller property)	36.2%	49.3%
Staying same	46.7%	43.9%
Upsizing (moving to larger property)	17.2%	6.8%
Total	100.0%	100.0%
Base (households responding)	1,580	1,492

Source: 2023 household survey

Future need for specialist older person accommodation and residential care provision

- 4.11 Across the City of Lincoln there are around 1,764 units of specialist older persons accommodation comprising 789 specialist older accommodation (C3 planning use class), 117 extra care units (C2 use class) and 858 units of residential care (C2 use class). Map 4.1 and Table 4.3 shows the current number of older persons units of accommodation across the city using data provided by the Elderly Accommodation Counsel.

Table 4.3 Categories of older person accommodation

Category (and planning use category)	Current number of units	Description
Age-exclusive housing (C3)	164	<p>EAC definition: Schemes or developments that cater exclusively for older people, usually incorporate design features helpful to older people and may have communal facilities such as a residents' lounge, guest suite and shared garden, but do not provide any regular on-site support to residents.</p> <p>PPG definition: This type of housing is generally for people aged 55 and over and the active elderly. It may include some shared amenities such as communal gardens but does not include support or care services.</p>
Care homes (C2)	423	<p>EAC definition: A residential setting where a number of older people live, usually in single rooms, and have access to on-site care services. Since April 2002 all homes in England, Scotland and Wales are known as 'care homes', but are registered to provide different levels of care. A home registered simply as a care home will provide personal care only - help with washing, dressing and giving medication.</p> <p>PPG definition: These have individual rooms within a residential building and provide a high level of care meeting all activities of daily living. They do not usually</p>

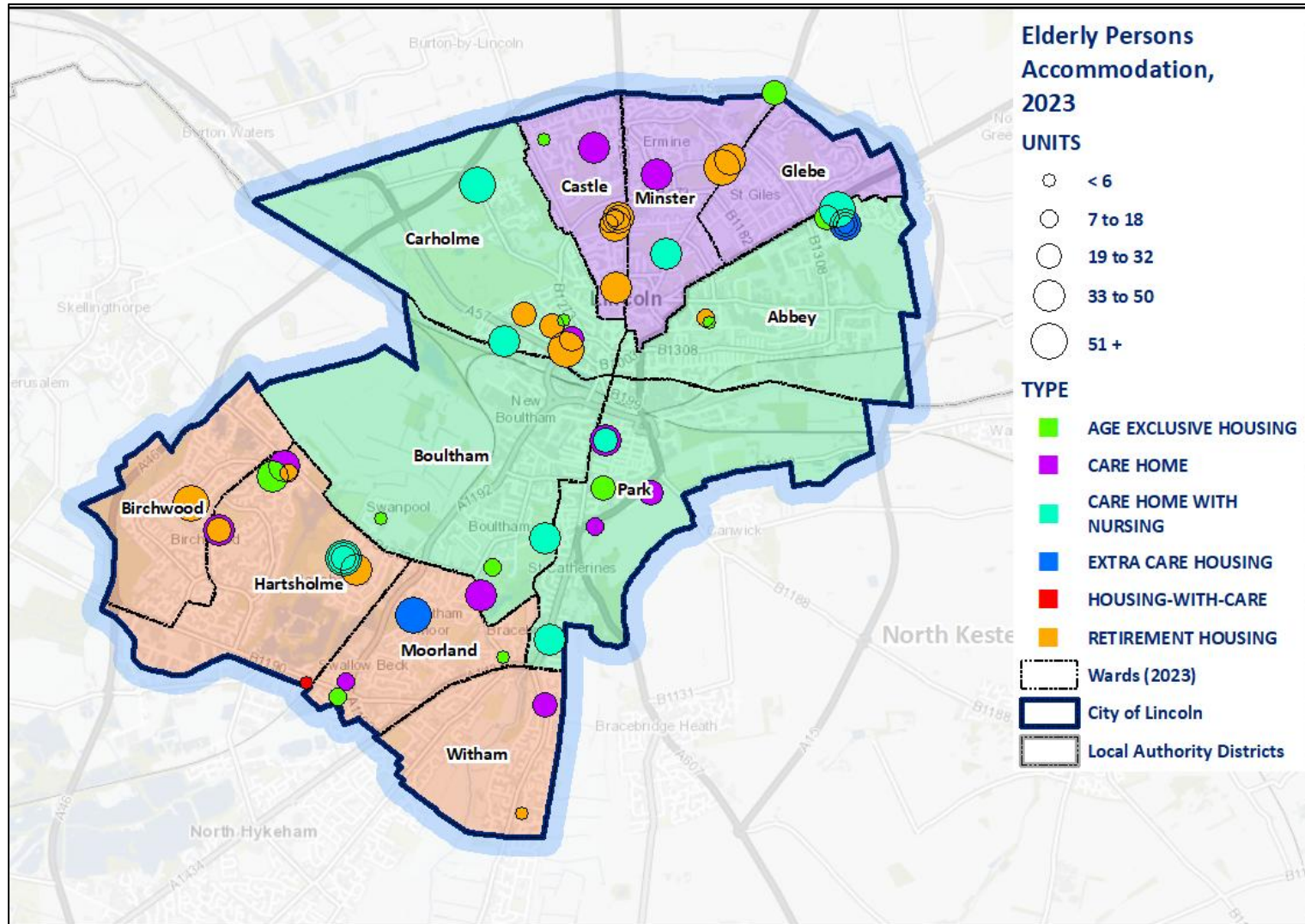
Category (and planning use category)	Current number of units	Description
		include support services for independent living. This type of housing can also include dementia care homes.
Care home with nursing (C2)	435	A home registered as a care home with nursing will provide the same personal care but also have a qualified nurse on duty twenty-four hours a day to carry out nursing tasks. These homes are for people who are physically or mentally frail or people who need regular attention from a nurse.
Enhanced sheltered/close care (C3)	0	Sheltered housing that provides more in facilities and services than traditional sheltered housing but does not offer the full range of provision that is found in an Extra Care housing scheme
Retirement/Sheltered housing (C3)	625 R 0 S	<p>EAC definition: Sheltered housing (S) means having your own flat or bungalow in a block, or on a small estate, where all the other residents are older people (usually over 55). With a few exceptions, all developments (or 'schemes') provide independent, self-contained homes with their own front doors. Retirement housing (R) means housing developments of a similar type to sheltered housing, but built for sale, usually on a leasehold basis. The term sheltered housing is now largely superseded by retirement housing.</p> <p>PPG definition: This usually consists of purpose-built flats or bungalows with limited communal facilities such as a lounge, laundry room and guest room. It does not generally provide care services but provides some support to enable residents to live independently. This can include 24-hour on-site assistance (alarm) and a warden or house manager.</p>
Extra Care housing or housing with care (C3)	117	<p>EAC definition: Extra Care Housing is housing designed with the needs of frailer older people in mind and with varying levels of care and support available on site. People who live in Extra Care Housing have their own self-contained homes, their own front doors and a legal right to occupy the property. Extra Care Housing is also known as very sheltered housing, assisted living, or simply as 'housing with care'. It comes in many built forms, including blocks of flats, bungalow estates and retirement villages. It is a popular choice among older people because it can sometimes provide an alternative to a care home.</p> <p>PPG definition: This usually consists of purpose-built or adapted flats or bungalows with a medium to high level of care available if required, through an onsite care agency registered through the Care Quality Commission (CQC). Residents are able to live independently with 24-hour</p>

Category (and planning use category)	Current number of units	Description
		access to support services and staff, and meals are also available. There are often extensive communal areas, such as space to socialise or a wellbeing centre. In some cases, these developments are known as retirement communities or villages - the intention is for residents to benefit from varying levels of care as time progresses. Note Extra Care can also provide accommodation for people with additional needs who are not older people
Total	1,764	

Source: EAC data 2022

- 4.12 This HNS will help provide evidence of the need for different accommodation options and support needs. Given the ageing of the population, the need for specialist older person accommodation is expected to increase.
- 4.13 Table 4.4 sets out an assessment of need for different types of older persons accommodation based on latest metrics provided by the Housing Learning and Information Exchange (Housing LIN). This establishes:
 - A need in 2023 for 1,573 C3 older person dwellings, increasing to 1,927 by 2033 compared with a supply of 789 dwellings in 2023.
 - A need in 2023 for 354 C3 Extra Care dwellings, increasing to 433 by 2022 compared with a supply of 117 in 2023.
 - A need in 2023 for 511 residential care bedspaces, rising to 626 by 2033 compared with a supply of 858 bedspaces in 2023.
- 4.14 Based on the analysis of demographic change and the Housing LIN estimates, Table 4.5 sets out the overall need for older persons specialist accommodation by type of provision and tenure to 2033.
- 4.15 This indicates a net need for 1,138 additional C3 dwelling units over the period 2023 to 2033 or 114 each year and a need for 316 Extra Care units or 32 each year. There is no additional need for C2 residential care, with existing supply expected to meet demand.
- 4.16 In summary, there is a particular need for leasehold sheltered housing, enhanced sheltered housing and Extra Care housing, particularly for sale.

Map 4.1 Current older persons accommodation across the City of Lincoln



Source: Elderly Accommodation Counsel 2023

Table 4.5 Future need for older person accommodation relative to current supply

	Supply	Modelled need	Modelled need	Change		
	2023	2023	2033	2023 to 2033		
	A	B	C	D=C-B		
Population 75+		7,864	9,633	1,770		
Type of accommodation		2023	2033	Change in need	Change in need minus 2023 supply E=D+B-A	Annual need = E/10
Conventional sheltered housing to rent C3	486	472	578	106	92	9
Leasehold sheltered housing C3	303	944	1,156	212	853	85
Enhanced sheltered housing (divided 50:50 between that for rent and for sale) C3	0	157	193	35	193	19
Extra Care housing for rent C2	117	118	144	27	27	3
Extra Care housing for sale C2	0	236	289	53	289	29
TOTAL C3	789	1,573	1,927	353	1,138	114
TOTAL C2 Extra Care	117	354	433	80	316	32
TOTAL C2 residential care	858	511	626	115	-232	-23
GRAND TOTAL	1,764	2,438	2,986	548	1,222	122

Source: Housing LIN, 2018-based ONS population projections

Senior cohousing communities

- 4.17 Senior cohousing is specifically mentioned in PPG as a housing option for older people: 'Senior co-housing communities are created and run by residents, based on the intention to live with a group of people of a similar age. The sites often consist of self-contained private homes as well as shared community space. Some communities offer an additional option for informal care.
- 4.18 This option should be considered by the council as part of a diverse range of accommodation for older people. The household survey identified a total of 210 households interested in co-housing, with interest in a range of dwelling types and sizes including 1 bedroom flats (25.8%), 2 bedroom properties (74.2%) and 3 bedroom properties (0%).

People with dementia and early onset dementia

- 4.19 The PPG makes specific reference to dementia and that **'there should be a range of housing options and tenures available to people with dementia, including mainstream and specialist housing. Innovative and diverse housing models should be considered where appropriate'** (source: June 2019 PPG Paragraph: 019 Reference ID: 63-019-20190626).
- 4.20 The PPG also outlines the characteristics of a dementia- friendly communities:
- easy to navigate physical environment;
 - appropriate transport;
 - communities shaped around the views of people with dementia and their carers;
 - good orientation and familiarity;
 - reduction in unnecessary clutter; and
 - reduction in disorienting visual and auditory stimuli.
- 4.21 2020 POPPI/PANSI data estimates there are 24 people aged 30 to 64 with early onset dementia and 1,092 people aged 65 and over with dementia (Table 4.6). By 2033, the number of people aged 65 and over with dementia is projected to increase by 52.7%, with an increase of 70% amongst the 85+ age group. The number with early onset dementia is expected to reduce.

Table 4.6 People with dementia

Dementia	2020	2033	% Change 2020-2033
Early onset dementia (30-64)	24	22	-8.3%
Dementia (65-74)	195	215	10.3%
Dementia (75-84)	401	610	52.1%
Dementia (85 and over)	496	842	69.8%
Dementia (total 65+)	1,092	1,667	52.7%

Source: POPPI/PANSI applied to 2018-based population projections

- 4.22 A report by the All Party Parliamentary Group (APPT) on Housing and Care for Older People published a report on Housing for People with Dementia in July 2021
[https://www.housinglin.org.uk/assets/Resources/Housing/Support materials/Reports/HCOP APPG Dementia Housing and Care Inquiry-LowRes.pdf](https://www.housinglin.org.uk/assets/Resources/Housing/Support%20materials/Reports/HCOP%20APPG%20Dementia%20Housing%20and%20Care%20Inquiry-LowRes.pdf)
- 4.23 This set out 23 recommendations which included:
- Recognise potential future loneliness and how we can maintain our family connections and wider social networks in the communities we live in before or after diagnosis.
 - Consider whether to move whilst we are able: rightsizing and moving to the right place and environment whilst able to still develop new routes and make new friends.
 - Make preventive changes, incrementally, to the home environment; such as when upgrading property or installing new technology, or where we require additional personal care and support to help us to live independently.
- 4.24 Regarding housing and planning, the report recommended:
- Support increased provision of Extra Care housing / assisted living accommodation and retirement housing that is dementia-ready, with top-sliced grant-aid through Homes England.
 - Strengthen DLUHC guidance to local planning authorities. LPAs should respond to demographic change and the need for more homes designed for older people, including those with dementia, through Local Plans specifying requirements for age-friendly housing.

The role of general housing and in particular bungalows and homes that can be adapted to meet a change in needs

- 4.25 The profile of dwellings occupied by households aged 65 and over by age group, based on the 2023 household survey, is summarised in Table 4.7. This shows that the majority (54.9%) live in houses, particularly with 3 or more bedrooms; 27.3% live in bungalows, 14.3% in flats and 3.6% in other dwelling types.

Table 4.7 Dwellings occupied by households where the HRP is aged 65 and over

Dwelling type and size	65 to 74 (%)	75 to 84 (%)	85+ (%)	Total (%)
1 or 2-bedroom house	12.8%	8.4%	0.0%	10.7%
3 bedroom house	31.7%	21.5%	21.4%	27.9%
4 or-more bedroom house	17.3%	15.2%	11.5%	16.3%
1-bedroom bungalow	3.1%	3.0%	0.0%	2.9%
2 or more-bedroom bungalow	20.8%	30.8%	28.6%	24.4%
1-bedroom flat	7.9%	7.4%	0.0%	7.3%
2 or more-bedroom flat	2.2%	13.8%	21.4%	7.0%
Other	4.3%	0.0%	17.2%	3.6%
Total	100.0%	100.0%	100.0%	100.0%
Base	5,699	2,916	477	9,092

Source: 2023 household survey

- 4.26 The provision of appropriate adaptations to existing dwelling stock can help people lead independent lives. PPG also asks councils to consider the extent to which existing dwelling stock can help meet the needs of older people (source: PPG 2019 Paragraph: 017 Reference ID: 2a-017-20190220).
- 4.27 Given that the majority of older people want to remain in their own homes with help and support when needed, the 2023 household survey provides a useful insight into the proportion of households who need care and support and the extent which properties are adapted (Table 4.8).
- 4.28 Table 4.8 shows that 8.0% of all households require care and support to enable them to stay in their home. This is highest amongst the 65 - 74 and 85 and over age groups and from households living in affordable housing. Of households with a household reference person aged 85 and over, 11.2% require help and support to enable occupiers to stay in their own home. Table 4.9 presents this data at sub-area level.
- 4.29 63.5% of households have sufficient space for a carer to stay overnight if needed – and this increases to over 72% across 75 and over older age groups. Owner occupiers were most likely to have space available, but private and in particular social renters were less likely. Around 21% of respondents in affordable housing had sufficient space for a carer.
- 4.30 Around 3.5% of all dwellings had been adapted or purpose-built for a person with a long-term illness, health problem or disability. This was highest amongst affordable housing occupants (9.2%) and lowest amongst private renters (1.1%). Older people were more likely to live in an adapted home, with 12.5% of households with a HRP aged 75-84 living in adapted homes.
- 4.31 Around 13.4% of households need facilities on one floor (living room, kitchen, bathroom and bedroom) and this increases of 31.6% of households with a HRP aged 75 – 84 age group.

Table 4.8 Adaptations, support needs and space for carer by tenure and age group

Tenure/Age of HRP	Is there sufficient space in your home for a carer to stay overnight, if this was needed?	Do you, or any other members of your household, require care or support to enable you/them to stay in this home?	Has your current home been adapted or purpose-built for a person with a long-term illness, health problem or disability?	Do you or someone in your household need all facilities on one floor (living room, bathroom, kitchen, bedroom)?
Tenure	Yes (%)	Yes (%)	Yes (%)	Yes (%)
Owner Occupied	79.4%	6.8%	2.5%	9.1%
Private Rented	45.6%	4.9%	1.1%	4.7%
Affordable	21.0%	15.6%	9.2%	35.5%
All tenures	63.5%	8.0%	3.5%	13.4%
Age of household reference person	Yes (%)	Yes (%)	Yes (%)	Yes (%)
Under 65	60.7%	6.6%	2.6%	8.4%
65 to 74	67.8%	14.2%	4.2%	27.9%
75 to 84	72.6%	9.7%	12.5%	31.6%
85 and over	80.2%	11.2%	0.0%	13.0%
All age groups	63.1%	81.9%	96.2%	13.4%

Source: 2023 household survey

Table 4.9 Adaptations, support needs and space for carer by sub-area

Sub-Area	Is there sufficient space in your home for a carer to stay overnight, if this was needed? (%)	Do you, or any other members of your household, require care or support to enable you/them to stay in this home? (%)	Has your current home been adapted or purpose-built for a person with a long-term illness, health problem or disability? (%)	Do you or someone in your household need all facilities on one floor (living room, bathroom, kitchen, bedroom)? (%)
Central	67.4%	7.8%	2.7%	11.4%
North	58.4%	7.8%	2.6%	16.7%
South	62.9%	8.5%	5.0%	13.1%
b	63.5%	8.0%	3.5%	13.4%

Source: 2023 household survey

Estimating future need for adaptations and home improvement

- 4.32 The 2023 household survey provides evidence of the range of adaptations and home improvements needs based on the age group of the household reference person (Table 4.10).
- 4.33 More insulation, better heating and double glazing were most frequently mentioned improvements needed.

- 4.34 Regarding adaptations, these were mainly mentioned by older households and most frequently mentioned were bathroom adaptations, internal handrails/grabrails, stairlift/vertical lift and kitchen adaptations. The need for adaptations was generally highest amongst the 75+ age group.
- 4.35 These requirements are self-determined by residents responding to the household survey and may not necessarily reflect actual requirements following an independent assessment in the home.

Table 4.10 Adaptations and home improvements required by age group

Adaptation/improvement required	% households Under 65	% households 65-74	% households 75+	Total
Home improvement				
More insulation (loft, wall cavities)	22.5%	23.5%	16.5%	22.1%
Better heating	17.2%	17.4%	16.6%	17.1%
Double glazing	9.6%	17.0%	6.6%	10.5%
Improved ventilation	7.8%	6.9%	1.6%	7.1%
Downstairs WC	4.4%	9.0%	3.2%	5.0%
Adaptations				
Adaptations to bathroom	6.8%	14.4%	24.0%	9.5%
Adaptations to kitchen	5.8%	13.6%	8.1%	7.2%
External handrails /grab rails	5.1%	8.7%	20.1%	7.0%
Internal handrails /grab rails	6.5%	17.5%	20.2%	9.4%
Stair lift / vertical lift	6.2%	17.6%	13.2%	8.5%
Lever door handles	2.7%	3.0%	0.0%	2.5%
Room for a carer	3.8%	6.9%	7.8%	4.6%
Base (all households)	28,307	5,699	3,393	37,399

Source: 2023 household survey

- 4.36 Resources for aids and adaptations remain limited, particularly for households in the private sector (owner occupation or privately rented accommodation). However, the provision of appropriate adaptations is essential to older households in maintaining independent living. Alternative sources of funding, such as equity loans, could be considered to finance remedial measures required by older person households. It should be pointed out that whilst local authorities will assess anyone’s needs, assistance is currently means tested and some older person households will self-fund.

Assistance in the home

- 4.37 The 2023 household survey also provides information on a range of practical assistance required from households by age group (Table 4.11). Overall, the highest level of need is for help with repair and maintenance of the home, help with gardening, cleaning the home and other practical tasks. For all types of

assistance, the level of need increases with age which includes the need for company/friendship, mentioned people aged 65 and over.

Table 4.11 Type of assistance required age group

Type of help needed now or in next 5 years	% households needing help by age group of HRP			
	Under 65	65-74	75+	All
Help with repair and maintenance of home	18.1%	34.6%	34.5%	22.1%
Help with gardening	11.5%	29.1%	39.5%	16.7%
Help with cleaning home	9.6%	20.3%	28.2%	12.9%
Help with other practical tasks	7.5%	24.1%	28.6%	11.9%
Help with personal care	6.3%	11.6%	27.4%	9.1%
Want company / friendship	8.0%	12.5%	5.6%	8.5%
Base (all households)	28,307	5,699	3,393	37,399

Source: 2023 household survey

Health-related housing need

- 4.38 A range of sources can be drawn upon to establish the overall scale of disability/support needs across the City of Lincoln. In summary:
- The 2021 Census reported that across the city 80.6% were in good health, and 19.4% in not good health (particularly across older age groups). A total of 21,108 residents (19.4%) were in not good health which compares with 17.5% across England.
 - 20% of residents reported that they were disabled, as defined under the Equality Act, with 8.1% saying their daily activities were limited 'a lot' and 12.4% 'a little' which compares with 7.0% and 9.9% respectively across England. This is mainly associated with older age groups.
 - 2,450 people received Disability Living Allowance in 2018 or 2.5% of the population.
 - The ONS Family Resources Survey 2018/19 estimates that around 20.5% of the population nationally has a disability. This translates to around 20,434 people across the City of Lincoln in 2023 and is projected to increase to around 21,017 by 2033.
- 4.39 The 2023 household survey data considered illness/disability. There was a least one person with an illness/disability in 18,347 or 43.2% of households. The survey estimated a total of 25,549 people or 24.6% had an illness/disability which is higher than the ONS estimates. Table 4.12 shows the number of people stating an illness/disability and the type of illness/disability. The most frequently mentioned illness/disability was physical / mobility impairment (8.8%), followed by mental health issue (8.1%), and other (6.4%).

Table 4.12 Number of people stating illness/disability

Illness/disability	Number of people	% of total Population
Physical/mobility impairment	9,113	8.8%
Learning disabilities	2,137	2.1%
Autism	3,493	3.4%
Mental health issue	8,431	8.1%
Visual impairment	2,402	2.3%
Hearing impairment	3,185	3.1%
Dementia / Alzheimer's	432	0.4%
Older age related frailty	3,151	3.0%
Other	6,648	6.4%
Total population (GLA, 2018-based Proj.)	103,814	
Total number of people with an illness/disability	25,549	24.6%
Households with at least one person with an illness/disability	Number of households	% of households
Total	18,347	43.2%

Source: 2023 household survey

Physical disability

- 4.40 POPPI and PANSI (Projecting Older People Population Information/Projecting Adult Needs and Service Information, Oxford Brookes University/Institute of Public Care) provides data on the likely prevalence in 2020 of a range of physical disabilities and how this is expected to change by 2033 (Table 4.13). In 2020, there were an estimated 5,766 people with mobility issues across all age groups which is projected to increase to 6,660 by 2033 mainly due to an increase in the number of people aged 65 with mobility issues.

Table 4.13 Physical disability prevalence

Disability (age group)	2020	2033	% change 2020-2033
Impaired mobility (18-64)	2,911	2,701	-7.2%
Mobility (unable to manage at least one activity on own) (65+)	2,855	3,959	38.7%
Moderate or serious personal care disability (18-64)	2,597	2,424	-6.6%
Serious visual impairment (18-64)	43	43	0.0%
Moderate or severe visual impairment (65+)	1,345	1,745	29.7%
Severe hearing loss (18-64)	305	280	-8.2%
Severe hearing loss (65+)	1,235	1,756	42.2%
All with mobility issues (impaired mobility 18-64 and mobility 65+)	5,766	6,660	15.5%

Source: POPPI/PANSI; 2018-based ONS population projections

Learning disability and autism

- 4.41 A learning disability is the label given to a group of conditions, present before the age of 18, that affect how an individual communicates and understands information. Autism is a lifelong developmental condition which affects how people communicate with, and relate to, other people and how they interact with the world around them.
- 4.42 The number of people across all age groups with moderate or severe learning disabilities is estimated to be around 416 in 2020 rising to 427 by 2033 (Table 4.14). There is a notable growth in the number of people aged 65 and over with learning disabilities. Around 808 people have autistic spectrum disorders in 2020 and this is expected to increase to 839 by 2033.

Table 4.14 Learning disability and autism

Learning disability (age group)	2020	2033	% change 2020-2033
Total (18-64)	1,634	1,628	-0.3%
Total (65+)	321	416	29.6%
Moderate or severe (18-64)	373	373	0.0%
Moderate or severe (65+)	43	54	25.6%
Moderate or severe (all ages)	416	427	2.6%
People with LD living with a parent (18-64)	163	169	3.7%
Downs syndrome (18+)	43	43	0.0%
Challenging behaviour (18-64)	30	30	0.0%
Autistic spectrum disorders (18-64)	665	659	-0.9%
Autistic spectrum disorders (65+)	143	180	25.9%
Autistic spectrum disorders (all ages)	808	839	3.8%

Source: POPPI/PANSI and 2018-based ONS population projections

Mental health

- 4.43 Mental health refers to an individual's emotional, psychological and social well-being. 2020 POPPI/PANSI data estimates there are around 12,380 residents with a common mental health disorder (Table 4.15). The number of people aged 18-64 with a common mental health disorder is expected to decrease by -0.9% over the period to 2033. Depression amongst people aged 65 or over is expected to increase considerably.

Table 4.15 Mental health prevalence

Mental health 18-64	2020	2033	% change 2020-2033
Common mental disorder	12,380	12,272	-0.9%
Borderline personality disorder	1,572	1,558	-0.9%
Antisocial personality disorder	2,215	2,196	-0.9%
Psychotic disorder	460	456	-0.9%
Psychotic disorders (2 or more)	4,728	4,687	-0.9%
Older people with depression	2020	2033	% change 2020-2033
Depression 65+	1,325	1,724	30.1%
Severe depression (65+)	418	559	33.7%

Source: POPPI/PANSI and 2018-based ONS population projections

Accessible and wheelchair standard housing

4.44 PPG states that **‘where an identified need exists, plans are expected to make use of the optional technical housing standards (footnote 46 of the NPPF). To help bring forward an adequate supply of accessible housing. In doing so planning policies for housing can set out the proportion of new housing that will be delivered to the following standards:**

- **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; and**
- **M4(3) Category 3: Wheelchair user dwellings**

‘Planning policies for accessible housing need to be based on evidence of need, viability and a consideration of site-specific factors ’ (source: PPG June 2019 Paragraph: 009 Reference ID: 63-009-20190626)

- **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; and**
- **M4(3) Category 3: Wheelchair user dwellings**

‘Planning policies for accessible housing need to be based on evidence of need, viability and a consideration of site-specific factors ’ (source: PPG Paragraphs: 008 Reference ID: 56-008-20160519 & 009 Reference ID: 56-009-20150327).

4.45 Regarding evidencing the need for accessible housing, PPG states:

‘Based on their housing needs assessment and other available datasets it will be for local planning authorities to set out how they intend to approach demonstrating the need for Requirement M4(2) (accessible and adaptable dwellings), and/or M4(3) (wheelchair user dwellings), of the Building Regulations. There is a wide range of published official statistics and factors which local planning authorities can consider and take into account, including:

- **the likely future need for housing for older and disabled people (including wheelchair user dwellings).**
- **size, location, type and quality of dwellings needed to meet specifically evidenced needs (for example retirement homes, sheltered homes or care homes).**
- **the accessibility and adaptability of existing housing stock.**
- **how needs vary across different housing tenures.**
- **the overall impact on viability.’** (source: Para: 007 Reference ID: 56-007-20150327).

4.46 Optional accessibility standards for dwellings were introduced by the government in 2015 to provide a mechanism for improving accessibility of housing for those with additional needs. National standards have been established and contained within Part M Volume 1 of the Building Regulations as set out in Table 4.16. Only one accessible housing standard can apply to any dwelling. The M4(2) accessible and adaptable dwelling standard is based on, and in 2015 effectively replaced, the ‘Lifetime Homes’ standard.

Table 4.16 Summary of accessible housing standards

Standard Label	Standard title	Level of accessibility provided	Mandatory or optional
M4(1)	Visitable dwellings	Level access not necessarily provided into the dwellings – few accessibility features	Mandatory
M4(2)	Accessible and adaptable dwellings	Level access is provided into the dwelling – easy to adapt to make more accessible – not suitable for most wheelchair users	Optional
M4(3)	Wheelchair user dwellings	Dwellings suitable for wheelchair users: either wheelchair adaptable (a) or wheelchair accessible (b)	Optional

4.47 It should be noted that Part M of the Building Regulations sets a distinction between wheelchair accessible (a home readily useable by a wheelchair user at the point of completion) and wheelchair adaptable (a home that can be easily adapted to meet the needs of a household including wheelchair users) dwellings (source: PPG Paragraph: 009 Reference ID: 56-009-20150327).

4.48 In order to establish an appropriate target for M4(3) dwellings, Table 4.17 sets out a series of assumptions regarding wheelchair use from the English Housing Survey and a report by Aspire Housing Association. Applying these assumptions would suggest a target of 3.5% (rounded from 4%) of newbuild to meet M4(3) wheelchair accessible standard is required.

- 4.49 According to PPG (source: PPG Paragraph: 009 Reference ID: 56-009-20150327), 'Local Plan policies for wheelchair accessible homes should be applied only to those dwellings where the local authority is responsible for allocating or nominating a person to live in that dwelling.' This would imply that the onus on wheelchair accessible housing delivery is with the local authority/registered providers, but private developers should also be encouraged to build to M4(3) wheelchair accessible or adaptable homes where appropriate. Any final targets should be set within the context of likely levels of delivery.

Table 4.17 Wheelchair use assumptions and resulting annual need

Assumption	% requirement	Number each year (based on c661 annual housing need)**
Wheelchair use from the English Housing Survey 2018/19 – households using wheelchair all the time	0.6%	4
Wheelchair use from the English Housing Survey 2018/19 – households using wheelchair either indoors or outdoors	3.0%	20
City of Lincoln has 229 current users of wheelchairs inside and outside the home based on 2021 household survey. This equates to 0.5% of households.	0.5%	3
Aspire report on wheelchair accessible housing (*)	10.0%	66
Average of indicators	3.5% (Rounded to 4%)	23

(*) Wheelchair Accessible Housing: Waiting for appropriate housing in England, Aspire October 2014 recommends that the national government should set a minimum requirement of 10% of all new build properties across all tenures to be wheelchair accessible.

- 4.50 Table 4.18 considers the profile of wheelchair accessible or adaptable dwellings needed by number of bedrooms and age group of the Household Reference Person.

Table 4.18 Wheelchair dwellings needed by age group and number of bedrooms

Age group	Number of bedrooms (Table %)			Total
	1	2	3	
Under 65	0.0%	0.0%	0.0%	0.0%
65 and over	34.9%	20.6%	44.5%	100.0%
Total	34.9%	20.6%	44.5%	100.0%
Age group	Number of bedrooms (needed each year by age group)			Total
	1	2	3	
Under 65	0	0	0	0
65 and over	8	5	10	23
Total	8	5	10	23

Source: 2023 household survey

Note: The annualised figure of 23 is based on the average of indicators in Table 4.17.

4.51 Given the ageing demographic of the City of Lincoln and the identified levels of disability amongst the population, it is recommended that a policy to provide new homes built to accessibility standards is included in the Local Plan. On the basis of available evidence which takes into account the requirements of PPG, it is recommended that:

- 4% of new dwellings are built to M4(3) wheelchair accessible standard (this would imply an average target of around 45 each year); and
- all remaining new dwellings are built to M4(2) accessible and adaptable standards to take account of the ageing demographics of the city. This will ensure that new dwellings can be occupied and also visited by people needing accessible/adaptable dwellings.

Stakeholder views on specialist housing

4.52 As general points, stakeholders commented that:

- With regards to retirement living accommodation, there continues to be high demand but low supply across the city. Stakeholders are keen to point out that there is not a demand for specialist older people accommodation not requiring warden control - the demand is for houses.
- Bungalows should be considered for specialist housing accommodation and should also be wheelchair adaptable.
- There was no response from specialist housing providers.

Domestic abuse

4.53 The council should aim to ensure that all victims of domestic abuse, including those in minority groups, are empowered to remain safely in their own homes where possible, and to ensure adequate provision of suitable supported accommodation is available to those who require it.

Ex-offenders

- 4.54 The council's should aim to ensure ex-offenders have the right level of supported housing, move-on accommodation, and support provision to provide ex-offenders with the best opportunity to reintegrate into society and reduce likelihood of reoffending.
- 4.55 There can be a series of barriers to accessing accommodation including upfront costs requested by private landlords; Local Housing Allowance being lower than private rents; and a lack of social/affordable rented studio and one-bedroom social rented dwellings to meet demand from this group of the population; and a need for support when seeking work and transitioning to independent living.

Substance misuse

- 4.56 Substance misuse refers to the use of psychoactive substances in a way that is harmful or hazardous to health. This can include illegal drugs and/or inappropriate use of legal substances such as alcohol and prescription medication.
- 4.57 The council should aim to ensure that the right type of supported housing is available to help people manage and reduce substance misuse. Collaborative working is crucial, and the council will work with both internal and external services to provide housing and support to address any co-occurring needs alongside substance misuse to improve health and maintain recovery.

Young people and care leavers

- 4.58 The council should seek to ensure the right kind of supported housing is available to help vulnerable young people including care leavers learn the necessary skills to become independent adults. The council should consider increasing provision to allow a greater choice of appropriate supported accommodation providing housing support and services for young people.

Cultural heritage related housing need

- 4.59 For those from a minority ethnic background there may be cultural heritage or religion related determined needs which impact on the type of accommodation required. This would include the specific needs of particular Black, Asian and Minority ethnic (BAME – households not identifying as 'White British') households as well as those from Travelling communities.

BAME population and households

- 4.60 Around 7.9% of the population in the City of Lincoln identify as BAME. The distribution of BAME people within the city is shown in Table 4.19. The majority of BAME people live in the Central sub-area.

Table 4.19 Distribution of BAME households across City of Lincoln

Sub-area	BAME population	% of BAME population in each sub-area	% of population in each sub-area who identify as BAME	All people
Central	5,356	65.6%	11.3%	47,286
North	1,384	17.0%	6.0%	23,224
South	1,422	17.4%	4.3%	33,304
City of Lincoln	8,162	100.0%	7.9%	103,814

Source: 2021 Census

- 4.61 The household survey identified 4,827 households where the household reference person identified as BAME. Overall, 9.3% of BAME households were in some form of housing need compared with 10.9% of all households. Households with people with mobility issues/other special needs were key reasons for BAME housing need.

Gypsy, Traveller and Travelling Showperson need

- 4.62 The 2020 Central Lincolnshire Gypsy and Traveller Accommodation Assessment is the latest evidence of need. This indicated a total of 21 pitches of which 7 were occupied and 12 unused pitches. There was a need for 5 pitches over period 2019-2024 but the unused pitches were assumed to address this need, resulting in a -7 pitch need over this period. In the longer-term 2024 to 2040, a need for 4 pitches was identified which was also assumed to be met through the unused pitches. This results in a need 2019 to 2040 for -3 pitches. Note that all of the need identified was from households who met the Planning Policy for Traveller Sites nomadic habit of life definition.

Other groups with particular housing requirements

- 4.63 This chapter concludes with a summary of the other household groups who have particular housing requirements in the City of Lincoln.

People who rent their homes

- 4.64 Chapter 4 presents a range of data on the characteristics of households who rent their homes – either privately or from a social housing provider.

Self-build and custom housebuilding

- 4.65 The NPPF 2023 sets out that the government wants to enable more people to build their own homes and wants to make this form of housing a mainstream housing option.

- 4.66 As at November 2022 there were 106 households on the self-build register for Lincoln. Virtually all were interested in detached properties.
- 4.67 A review of plot searches on the buildstore website in November 2023 identified one plot available in Lincoln.

Student housing need

- 4.68 The Central Lincolnshire Local Plan recognises the important role universities and colleges play in the local economy. Policies are in place to support the development of appropriate purpose-built student accommodation and for the sub-division and conversion of buildings for multiple occupation (Local Plan Policy S25 Sub-division and Multi-occupation dwellings within Lincoln).

Conclusion

- 4.69 In accordance with PPG, this housing need and demand study has considered the future need for specialist accommodation, the need for residential care and considered the role of general housing in meeting needs, in particular bungalows and homes that can be adapted to meet a change in needs.
- 4.70 The number of households headed by someone aged 65 or over is expected to increase by 3,266 (20.3%) by 2033. According to the 2023 household survey, the majority of older people 65 and over want to continue to live in their current home with support when needed according to the household survey, with help with repair/maintenance, gardening, cleaning, and other practical tasks, which would help people remain in their own home. There is also a need to deliver a range of smaller dwellings (particularly level-access accommodation) for older people across all tenures and specialist older persons housing provision.
- 4.71 Across the City of Lincoln there are around 1,764 units of specialist older persons accommodation comprising of 789 specialist older accommodation (C3 planning use class). 117 extra care units (C2 use class) and 858 units of residential care (C2 use class).
- 4.72 Based on population projections, there is a modelled need for 1,138 additional C3 dwelling units over the period 2023 to 2033 or 114 each year and a need for 316 Extra Care units or 32 each year. There is no additional need for C2 residential care, with existing supply expected to meet demand.
- 4.73 The HNS does not specify the precise nature of specialist older person dwellings to be built. This is to allow flexibility in delivery and PPG states that 'any single development may contain a range of different types of specialist housing' (source: PPG June 2019 Paragraph: 010 Reference ID: 63-010-20190626).
- 4.74 A key conclusion is that there needs to be a broader housing offer for older people across the city and the HNS has provided evidence of the scale and range of dwellings needed.
- 4.75 A wealth of information has been assembled from various sources which helps to scope out the likely level of disability across the city's population. Although it is a challenge to quantify the precise accommodation and support

requirements, the HNS has helped to scope out where needs are arising and has provided indicators of specific needs across various needs groups.

- 4.76 It is estimated there are around 20,434 people with a disability across the City of Lincoln based on 2021 Census and is projected to increase to around 21,017 by 2033. Regarding housing for people with disabilities, the 2023 household survey suggests around 3.5% of households live in properties which have either been purpose-built or adapted for someone with an illness or disability. 13.4% of households need all facilities (living room, bathroom, kitchen and bedroom) to be on one floor.
- 4.77 Given the ageing population of the city and the identified levels of disability amongst the population, it is recommended that 4% of new dwellings are built to wheelchair accessible M4(3) standard. All remaining new dwellings are built to M4(2) accessible and adaptable standard, to take account of the ageing demographics of the City of Lincoln.

5. Overall dwelling type and mix

Introduction

- 5.1 This chapter considers overall housing need, affordable need and establishes an overall dwelling type, size and tenure mix for the City of Lincoln. The detailed analysis underpinning this chapter is presented in Technical Appendix D.

Overall housing need

- 5.2 The Central Lincolnshire Local Plan sets out an annual completion figure of 1,540 dwellings across Lincolnshire. There are no specific figures presented for each of the individual districts but 64% of deliver is expected in the Greater Lincoln area. Although this extends beyond the City of Lincoln the HNS takes a pragmatic view that around 900 dwellings are delivered in the City of Lincoln each year.

Affordable housing need

- 5.3 A detailed analysis of affordable housing need in accordance with PPG is presented at Technical Appendix C. This establishes an overall gross affordable need of 876 and after taking into account affordable lettings and newbuild the net shortfall is 164 each year. Planning practice guidance is clear that only a proportion of need is expected to be delivered through the planning process.

Tenure mix and First Homes

- 5.4 The Central Lincolnshire Local Plan Affordable Policy establishes a First Homes policy for the City of Lincoln and recognises that First Homes are homes priced at least 30% below full market value at a maximum value of £160,000 after the discount has been applied. This price cap is subject to an annual review.
- 5.5 The recommended overall affordable tenure mix for the City of Lincoln is 80% rented and 20% affordable home ownership including First Homes.

Dwelling type and mix

- 5.6 Dwelling mix analysis is underpinned by a demographic scenario model which takes into account projected household change to 2033 using 2018-based ONS household projections. To support flexibility in delivery, dwelling type and mix by tenure is presented as a broad range which also considers household aspirations and expectations.
- 5.7 Further detail of the modelling along with analysis of dwelling mix by sub-area is presented in Tables D6 to D8 in Technical Appendix D. On the basis of

modelling carried out, Table 5.1 sets out the overall annual dwelling type/size recommendation by different tenures.

Conclusions

- 5.8 The Central Lincolnshire Local Plan Policy S2 establishes a housing requirement of 1,102 dwellings each year or 24,222 dwellings over the period 2018 to 2040. However, the plan seeks to facilitate the creation of new jobs and therefore aims to deliver 1,325 new homes each year. 64% of delivery is focused on the Greater Lincoln area.
- 5.9 The HNS has established future household change and the implications this has for dwelling type, size and tenure mix. This helps the council and its partners make informed decisions on the range and size of dwellings to be built to meet need over the period to 2033.
- 5.10 Given the level of net affordable need (164 homes each year), the Local Plan needs to maintain a robust affordable housing policy setting out targets and tenure split in order to maximise new supply. An affordable policy should therefore continue to support the ongoing delivery of affordable housing and diversify the affordable products available to local residents to reflect identified needs.

Table 5.1 Overall annual dwelling type/size and tenure mix recommendations

Dwelling type/size	Market	Affordable/ Social Rented	Affordable home ownership including First Homes	Total
Overall % split>>	75%	20%	5%	100%
1 and 2-bedroom house	10-15%	2-5%	10-15%	10-15%
3-bedroom house	35-40%	20-25%	50-55%	30-35%
4 or more-bedroom house	30-35%	5-10%	5-10%	25-30%
1-bedroom flat	0-2%	10-15%	5-10%	2-5%
2 and 3-bedroom flat	2-5%	10-15%	5-10%	5-10%
1-bedroom bungalow/level-access	0-2%	5-10%	0-2%	0-2%
2-bedroom bungalow/level-access	5-10%	20-25%	5-10%	5-10%
3 or more-bedroom bungalow/level-access	5-10%	5-10%	2-5%	5-10%
Dwelling type	Market	Affordable/ Social Rented	Affordable home ownership	Total
House	75-80%	30-35%	75-80%	65-70%
Flat	5-10%	25-30%	10-15%	10-15%
Bungalow/level-access	10-15%	35-40%	10-15%	15-20%
Number of bedrooms	Market	Affordable/ Social Rented	Affordable home ownership	Total
1	2-5%	25-30%	5-10%	5-10%
2	20-25%	30-35%	25-30%	25-30%
3	40-45%	25-30%	55-60%	40-45%
4	30-35%	5-10%	5-10%	25-30%

6. Conclusion: policy and strategic issues

- 6.1 This document has been prepared to equip the council and their partners with robust, defensible and transparent information to help inform strategic decision-making and the formulation of appropriate housing and planning policies. The work also takes account of existing and emerging government policy and guidance.
- 6.2 The City of Lincoln HNS will help the council plan for a mix of housing based on current and future demographic trends, market trends and the needs of different groups in the community. Specifically, the HNS identifies the size, type and tenure of housing required by considering current market demand relative to supply; and also identifies a continued affordable housing shortfall across the city.
- 6.3 This concluding chapter summarises key messages from the research findings, structured around a commentary on the current and future housing markets and key local strategic issues.

Overall Housing need

- 6.4 The Central Lincolnshire Local Plan Policy S2 establishes a housing requirement of 1,102 dwellings each year or 24,222 dwellings over the period 2018 to 2040. However, the plan seeks to facilitate the creation of new jobs and therefore aims to deliver 1,325 new homes each year. Around 64% of new housing is expected to be delivered in the Lincoln Strategy Area.

Dwelling type, tenure and mix

- 6.5 The relationship between household change and dwelling type/size and tenure requirements have been fully explored. The evidence will help the council deliver an appropriate range of dwelling stock for residents over the plan period. It is recommended that future planning policy references the broad mixes evidenced in Table 6.1 and taken into account when determining future applications.
- 6.6 Regarding affordable need, there is an annual net shortfall of 164 dwellings. A recommended tenure split is 80% rented and 20% affordable home ownership which would include First Homes. Delivery of affordable housing is subject to economic viability and the council does not need to plan to meet this number in full but affordable housing delivery should be maximised at every possible opportunity.

Table 6.1 Summary of overall dwelling mix

Dwelling type/size	Market	Affordable Rented	Affordable home ownership	Overall range
1-bedroom house	10-15%	2-5%	10-15%	10-15%
2-bedroom house	35-40%	20-25%	50-55%	35-40%
3-bedroom house	30-35%	10-15%	5-10%	25-30%
4 or more-bedroom house	0-2%	10-15%	5-10%	2-5%
1-bedroom flat	2-5%	10-15%	5-10%	5-10%
2 or more -bedroom flat	0-2%	2-5%	0-2%	0-2%
1-bedroom bungalow/level-access	5-10%	15-20%	5-10%	5-10%
2-bedroom bungalow/level-access	5-10%	5-10%	2-5%	5-10%
3 or more-bedroom bungalow/level-access	10-15%	2-5%	10-15%	10-15%
Dwelling type	Market	Affordable Rented	Affordable home ownership	Overall range
House	75-80%	40-45%	75-80%	65-70%
Flat	5-10%	25-30%	10-15%	10-15%
Bungalow/level-access	10-15%	30-35%	10-15%	15-20%
Number of bedrooms	Market	Affordable Rented	Affordable home ownership	Overall range
1	2-5%	25-30%	5-10%	5-10%
2	20-25%	30-35%	25-30%	25-30%
3	40-45%	25-30%	55-60%	40-45%
4	30-35%	5-10%	5-10%	25-30%

6.7 A recommended affordable tenure split is 80% rented and 20% affordable home ownership which would include First Homes.

Meeting the needs of older people and those with disabilities

- 6.8 There is evidence to support a programme of accommodation delivery to help meet the needs of older people and those with disabilities. Although the majority of older people want to remain in their own home with support when needed, there is a need to diversify options available to older people wanting to move to more appropriate accommodation.
- 6.9 Currently there are around 1,764 units of specialist older person accommodation comprising 858 units of residential care (C2 use class) dwellings, 117 extra care units (C2 use class) and 789 units of specialist older person dwellings (C3 use class) such as sheltered and Extra Care. Based on current supply, population projections and housing LIN estimates of demand for different types of accommodation, there is a modelled need to 2033 for

- 1,138 C3 units and 316 units of Extra Care accommodation, with a sufficient supply of residential care bedspaces. The C3 units should be included in the overall housing figure. Delivery of C2 units would be in addition to this figure.
- 6.10 A key conclusion is that there needs to be a broader housing offer for older people across the City of Lincoln and this HNS has provided evidence of scale and range of dwellings needed.
- 6.11 A range of information has been assembled from various sources which helps to scope out the likely level of disability across the City of Lincoln's population. The strategic need for different types of accommodation has been evidenced using available information including the Supported Housing Strategy and Older Persons' Housing Strategy.
- 6.12 Given the ageing population of the city and the identified levels of disability amongst the population, it is recommended that 4% of new dwellings are built to M4(3) wheelchair accessible and adaptable standard and all remaining new dwellings are built to M4(2) accessible and adaptable standard to take account of the ageing demographics of the City of Lincoln.
- 6.13 It is expected that some of this need will be met through the development of C3 accommodation and there is overlap between affordable, specialist older person and M4(3) need. For instance the development of an older person's level access, wheelchair accessible affordable dwelling would help address three aspects of housing need.
- 6.14 It is also assumed that there will be ongoing adaptation of existing dwellings to support those with additional needs.

Final comments

- 6.15 The evidence presented in this HNS suggests that there are three main policy areas that require particular attention from both a planning policy and social policy perspective:
- the challenge of enabling the quantity and mix of housing that needs to be delivered, including an appropriate level of affordable housing;
 - the challenge of ensuring that the housing and support needs of older people are met going forward; and
 - the challenge of ensuring that the needs of people with disabilities is appropriately addressed.

Technical Appendix A: Research methodology

Overall approach

A.1 A multi-method approach was adopted in order to prepare a robust and credible housing needs assessment for the City of Lincoln:

- A comprehensive household survey which achieved 523 responses, from 7,470 households, representing a response rate of 7% and a sample error of +/- 4.3% at the city level. Low response rates are expected and the sample errors achieved would be described by ONS as 'Precise' if +/-5% or lower and 'reasonable precise' if between +/- 5% to under +/-10%
- A survey of key stakeholders including representatives from the council, neighbouring local authorities, housing associations, specialist housing providers, estate agents, adult social care and developers;
- Interviews with estate and letting agents operating within the city;
- A review of relevant secondary data including the 2021 Census, house price trends, CORE lettings data and DLUHC Statistics.

Sub-area	Total residential dwellings	Total households sample	Sample required	Households contacted	Actual Response	Actual Response rate	Actual Sample error
Central	20,920	17,951	376	2,490	149	6.0%	7.99%
North	10,420	10,125	370	2,490	179	7.2%	7.26%
South	14,530	14,434	374	2,490	195	7.8%	6.97%
City of Lincoln	45,870	42,510	381	7,470	523	7.0%	4.26%

Technical Appendix B: Affordable housing definitions

Affordable housing definitions

Definitions relating to affordable housing are presented in the NPPF 2023 (Annex 2):

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

- a) **Affordable housing for rent:** meets all of the following conditions: (a) the rent is set in accordance with the government's rent policy for social rent or affordable rent, or is at least 20% below local market rents (including service charges where applicable); (b) the landlord is a registered provider, except where it is included as part of a Build to Rent scheme (in which case the landlord need not be a registered provider); and (c) it includes provisions to remain at an affordable price for future eligible households, or for the subsidy to be recycled for alternative affordable housing provision. For Build to Rent schemes, affordable housing for rent is expected to be the normal form of affordable housing provision (and, in this context, is known as Affordable Private Rent).
- b) **Starter homes:** is as specified in Sections 2 and 3 of the Housing and Planning Act 2016 and any secondary legislation made under these sections. The definition of a starter home should reflect the meaning set out in statute and any such secondary legislation at the time of plan-preparation or decision-making. Where secondary legislation has the effect of limiting a household's eligibility to purchase a starter home to those with a particular maximum level of household income, those restrictions should be used.
- c) **Discounted market sales housing:** is that sold at a discount of at least 20% below local market value. Eligibility is determined with regard to local incomes and local house prices. Provisions should be in place to ensure housing remains at a discount for future eligible households.
- d) **Other affordable routes to home ownership:** is housing provided for sale that provides a route to ownership for those who could not achieve home ownership through the market. It includes shared ownership, relevant equity loans, other low-cost homes for sale (at a price equivalent to at least 20% below local market value) and Rent to Buy (which includes a period of intermediate rent). Where public grant funding is provided, there should be provisions for the homes to remain at an affordable price for future eligible households, or for any receipts to be recycled for alternative affordable housing provision or refunded to government or the relevant authority specified in the funding agreement.

First Homes

In May 2021, Planning Practice Guidance was issued which set out the concept of First Homes and their delivery (<https://www.gov.uk/guidance/first-homes#first-homes-definition-and-eligibility-requirements>). Key points are:

- First Homes are a discounted market sale housing and should be considered to meet the definition of 'affordable housing' for planning purposes.
- They must be discounted by a minimum of 30% against market value after the discount has been applied, the first sale must be at a price no higher than £250,000 outside London.
- They must be sold to people meeting eligibility criteria which includes first-time buyers and household incomes should not exceed £80,000.
- The discount is passed onto each subsequent purchaser.
- First Homes are the government's preferred discounted market tenure and should account for at least 25% of all affordable housing units delivered by developers.

Technical Appendix C: Housing need calculations

Introduction

- C.1 Identifying the scale of affordable housing need is a key consideration of planning practice guidance. This is a separate calculation to the overall housing need figure derived using the standard model and set out in PPG paragraphs 18 (Reference ID: 2a-018-20190220) to 24 (Reference ID: 2a-024-20190220). The affordable housing need analysis helps to establish the overall scale of affordable housing need by location, type, size and tenure and whether the council should plan for more dwellings to help meet the need for affordable housing.
- C.2 PPG states that ‘all households whose needs are not met by the market can be considered in affordable housing need (PPG Paragraph: 018 Reference ID: 2a-018-20190220). PPG then considers how affordable housing need should be calculated:
- ‘Strategic policy-makers will need to estimate the current number of households and projected number of households who lack their own housing or who cannot afford to meet their housing needs in the market. This should involve working with colleagues in their relevant authority (e.g. housing, health and social care departments).’* (PPG Paragraph: 019 Reference ID: 2a-019-20190220).
- C.3 The PPG focuses on the use of existing (secondary data) but does not preclude the use of primary survey evidence.
- C.4 There are four broad components to the needs assessment method. These have remained relatively unchanged through the different guidance issued by government and focus on:
- Step A. Existing household in need (current unmet gross need).
 - Step B. Future households in need.
 - Step C. Affordable supply.
 - Step D. Annual need for affordable housing.

Affordability assumptions

- C.5 As part of the affordable needs assessment, the extent to which households in need cannot afford open market prices or rents is considered. PPG does not specify what household income should be spent for a property to be affordable although does state the ‘need to identify the minimum household income required to access lower quartile (entry level) market housing’ PPG 2019 Paragraph 021 Reference ID 2a-021-20190220. The last guidance to consider affordable prices/rents was published in the 2007 DCLG Strategic Housing Market Assessments Practice Guidance Version 2 August 2007, which stated that gross household incomes should be used to assess affordability and:
- a household can be considered able to afford to buy a home if it costs 3.5x the gross income of a single earner or 2.9x the gross income for dual-income households; and

- a household can be considered able to afford market renting where the rent payable was up to 25% of gross household income.
- C.6 The former guidance did note that local circumstances could justify higher figures being used for affordable renting and that allowances should be made for access to capital that could be used towards the cost of home ownership.
- C.7 Mortgage lending practices would suggest that 4.75x a single or joint income could be considered This is the maximum single or joint household income multiple offered by First Direct July 2020.
- C.8 Based on this data, the principal assumption considered by arc4 with reference to affordability is:
- for buying up to 3.5x gross household income; and
 - for renting up to 25% gross household income.

Step A: Current unmet gross need

- C.9 PPG Paragraph: 020 Reference ID: 2a-021-20190220 states that 'strategic policy-making authorities can establish the unmet (gross) need for affordable housing by assessing past trends and current estimates of:
- the number of homeless households;
 - the number of those in priority need who are currently housed in temporary accommodation;
 - the number of households in over-crowded housing;
 - the number of concealed households;
 - the number of existing affordable housing tenants in need (i.e., householders currently housed in unsuitable dwellings); and
 - the number of households from other tenures in need and those that cannot afford their own homes, either to rent or to own if that is their aspiration.'
- C.10 PPG notes that care should be taken to avoid double-counting and to only include those households who cannot afford to access suitable housing in the market. Table C1. sets out the overall scale of current need before affordability of market housing is considered.

Table C1 Current gross unmet need (before affordability testing)

Reason for need	Total in need	Comment	Source
A1 Homeless households	590	Number of households identified as homeless 2021/22	DLUHC Live tables
A2 Priority need / temporary accommodation	287	Households identified as threatened with homelessness in 2021/22 plus households living in temporary accommodation (based on quarterly average) in 2022	DLUHC Live tables
A3 Overcrowded	1,654	2021 Census data households	2021 Census TS052
	811		2023 household survey
A4 Concealed household	395	Census definition refers to couples and lone parents living within another family unit.	2021 Census RM009
	722		2023 household survey
A5 Existing affordable tenants in need	1,479		2023 household survey
A6 Other tenures in need	2,062		2023 household survey
A7 Sum of households in A3 to A6 with one or more needs	5,591	Sum of A3 to A6 BOLD figures	
A8 Total in A7 adjusted to remove any double counting	4,245	This is the total number of households with one or more needs	
A9. All households in need (A1+A2+A8)	5,122	Represents 12% of all households.	

Note table subject to rounding

Further Notes to Table C1:

A3. Overcrowding

The extent to which households are overcrowded is measured using the 'bedroom standard'. This allocates a standard number of bedrooms to each household in accordance with its age/sex/marital status composition. A separate bedroom is allocated to each married couple, any other person aged 21 or over, each pair of adolescents aged 10-20 of the same sex and each pair of children under 10. Any unpaired person aged 10-20 is paired if possible, with a child under 10 of the same sex,

or, if that is not possible, is given a separate bedroom, as is any unpaired child under 10. This standard is then compared with the actual number of bedrooms (including bedsits) available for the sole use of the household.

Note: the model has used overcrowding and concealed households data from the 2021 Census.

A4. Concealed households

The number of couples and lone parents living within a household.

A5. Existing affordable tenants in need and A6. Other tenures in need

Households in need based on the numbers who have one or more of the following needs: under notice, real threat of notice or lease coming to an end; too expensive; too difficult to maintain; sharing facilities; unsuitable due to age/mobility impairment; lacking facilities; major disrepair; harassment/threat of harassment from neighbours.

A7 and A8. Sum of households

A7 is the sum of households who are overcrowded, concealed, are existing tenants in need or other tenures in need. A8 adjusts this total to remove double counting to give a figure for the total number of households with one or more housing need. This final figure takes account of any duplicates (so if the household is overcrowded and has another need, it is only counted once as a household in need).

Affordability of open market options

C.11 Table C2 sets out sub-area lower quartile prices and rents.

Table C2 Lower quartile house prices and rents by sub-area

Sub-area	Lower Quartile price 2022	Lower Quartile private rent 2022
Central	£120,000	£433
North	£154,500	£550
South	£161,750	£650
City of Lincoln	£135,000	£451

Source: Data produced by Land Registry © Crown copyright 2022, Zoopla 2022

C.12 Table C3 sets out the proportion of households in need who could not afford open market prices or rents. Where no prices/rents are available, city average prices/rents have been used. The affordability analysis uses sub-area data on lower quartile prices and rents and assumes that a property is affordable if up to 25% of household income is spent on rent and buying costs up to 3.5x household income.

- C.13 It is reasonably assumed that all households in A1 (homeless) and A2 (priority need/in temporary accommodation) cannot afford open market prices or rents given their housing circumstances (and income information is not available from secondary data source).
- C.14 The affordability of open market options is tested on the remaining households in need (rows A3 to A6 in Table C1) based on 2023 household survey data.
- C.15 Analysis concludes that **2,621** households across the City of Lincoln are in housing need and cannot afford to buy or rent at lower quartile market prices.

Table C3 Affordability of open market housing for households in need

Needs groups	Number of households	% cannot afford to buy or rent	Number cannot afford to buy or rent
Sum of A1 and A2 households	877	100%	877
Sum of households in A3 to A6 with one or more needs	4,245	41.1%	1,744
Total cannot afford to buy or rent			2,621

Step B: Future households in need

- C.16 **PPG Paragraph 021 Reference ID: 2a-021029190220** states that ‘projections of affordable housing need will have to reflect new household formation, the proportion of newly-forming households unable to buy or rent in the market area, and an estimate of the number of existing households falling into need. The process will need to identify the minimum household income required to access lower quartile (entry level) market housing. It can then assess what proportion of newly-forming households will be unable to access market housing.’

New household formation

- C.17 The most useful data sources for assessing the level of new household formation are:
- DLUHC/ONS household projections, from which an annual net increase in households can be derived; and
 - the English Housing Survey, from which a national gross household formation rate can be derived and referenced as a data source in the PPG.
- C.18 Based on the requirements of PPG, the gross annual formation rate used in analysis is 627. This is the household formation rate derived from a range of projections set out in Table C4. Through the standard method of calculating need, allowance is made for increasing the level of housing delivery to support household formation through the affordability adjustment.

Table C4 Net and gross household formation 2023-2033

Scenario	Annual household formation	Notes	Source
A. DLUHC 2014-based household projections	282	2,824 NET increase between 2023 and 2033	DLUHC 2014-based household projections
B. ONS 2018-based household projections	173	1,727 NET increase between 2023 and 2033	ONS 2018-based household projections
C. Average gross household formation rate based on applying national rate to total households over the period 2022-2032 (2014-based projections)	644	Gross household formation rate of 1.435%	English Housing Survey 3- year average 2017/18 to 2019/20
D. Average gross household formation rate based on applying national rate to total households over the period 2022-2032 (2018-based projections)	610	Gross household formation rate of 1.435%	English Housing Survey 3-year average 2017/18 to 2019/120
E. Blended rate of gross household formation (C, D)	627		

New households likely to be in affordable housing need

C.19 Analysis of the incomes of households who have formed in the past 5 years using the 2023 household survey concludes that 41.5% could not afford buying or renting lower quartile (entry level) properties. Based on a gross formation rate of **627**, 260 households are estimated to be in affordable housing need.

Existing households expected to fall into need

C.20 The 2023 household survey identifies 457 households who have fallen into need in the past 5 years and require affordable housing or 91 each year.

Total newly arising affordable housing need (gross per year)

C.21 Total newly arising need is therefore 352 each year as summarised in Table C5.

Table C5 Total newly-arising affordable housing need

A. Number of newly-forming households		627
B. Proportion unable to afford market housing	41.5%	260
C. Existing households falling into need		91
Total newly arising affordable need (B+C)		352

Step C: Affordable housing supply

C.22 PPG Paragraph 022 Reference ID: 2a-022-20190220 notes that ‘there will be a current supply of housing stock that can be used to accommodate households in affordable housing need as well as future supply. There are five aspects to affordable supply to be considered as set out in Table C6.

Table C6 Affordable housing supply

Source of supply/stock loss	Data source	Data
The number of affordable dwellings that are going to be vacated by occupiers that are fit for use by other households in need	RP lettings data over most recent 4-year period	Annual average of 697 affordable dwellings have been let 2019/20 to 2021/22
Suitable surplus stock (vacant properties)	DLUHC vacant dwelling statistics	105 vacant affordable (council and housing association excluding not available for letting) dwellings reported as vacant in 2022 or 1.1% of total affordable stock. This is below the transactional rate of around 2% to allow movement in stock so no suitable surplus stock available
The committed supply of new net affordable homes at the point of assessment (number and size)	Council data	Total of 65 pipeline affordable dwellings in next 5 years and 1,084 in longer term.
Supply of affordable home ownership through <u>resale</u>	English Housing Survey Table FA4131	EHS indicates 5.9% of owner occupiers with a mortgage moved to their accommodation in the past year. This is used as a basis for estimating the number of resales of affordable home ownership products at 5% each year. Based on 297 dwellings there are an estimated 15 resales each year
Units taken out of management	Local authority data	None identified
Total annual supply (excluding newbuild)	Calculation	697 lettings + 0 vacant newbuild + 15 AHO resales – 0 units taken out of management = 712 each year

Note: stock losses through right to buy are not referenced in PPG and not included in this table. Any losses through right to buy would increase the shortfall.

C.23 Overall, the model assumes a total annual affordable housing stock supply of **712** dwellings excluding any affordable newbuild.

Step D: Total annual need and breakdown by size and tenure

- C.24 Table C7 summarises the total annual need for affordable housing across the City of Lincoln which establishes a gross annual need of 876 and after taking into account supply, a net need of 164 affordable dwellings each year assuming a clearance of gross unmet need over 5 years. Table C8 presents the data for individual sub-areas.

Table C7 Gross and net annual affordable need

Scenario	Factor	Number	Data source/assumption
A1	Current gross unmet need (before affordability test)	5,122	Table C1 row A9
A2	Current gross unmet need (after affordability test)	2,621	Table C3
A3	Annualised need	524	Assume unmet need is cleared over a 10-year period in line with Standard Method
B	Newly-arising annual need	352	Table C5
TGN	Total gross need	876	A3+B
C	Affordable annual housing supply	712	Table C6
	Total annual net need	164	TGN – C

Notes: Table subject to rounding errors

Pipeline supply

- C.25 The Central Lincolnshire Five-year Land Supply Report identified major (10 or more dwellings) housing schemes projected to come forward from 2023 onwards that will deliver affordable housing. These schemes are expected to deliver a total of 65 affordable dwellings in the short term 2023 to 2027 and 1,084 in the longer term, including 800 affordable homes on Western Growth Corridor strategic sites.
- C.26 Assuming an annual average supply of 13 each year of the next 5 years, this would reduce the total annual need to a 151.
- C.27 If all pipeline supply was delivered within 10 years, a total of 1,149 new affordable homes would be provided across the City of Lincoln. This would compare with a 10 year need for 1,640 dwellings, resulting in a remaining shortfall of 491 after current pipeline is considered.

Table C8 Gross and net annual affordable need by sub-area

CODE	Factor	Data source/assumption	CITY OF LINCOLN	Central	North	South
A1	Current gross unmet need (before affordability test)	Table C1 row A9	5,122	2,241	1,280	1,600
A2	Current gross unmet need (after affordability test) and housing register information	Table C3	2,621	876	992	753
A3	Annualised need	Assume unmet need is cleared over a 5-year period	524	175	198	151
B	Newly-arising annual need	Table C5	352	99	136	116
TGN	Total gross need	A3+B	876	275	335	267
C	Affordable annual housing supply	Table C6	712	218	251	243
	Total annual net need	TGN – C	164	57	83	24

Housing register

- C.28 According to the latest data from the Housing Register, there are 1,773 households on the housing register eligible for a property in the City of Lincoln. Table C9 summaries the number of bedrooms needed.

Table C9 Affordable need based on the housing register

Location	Number bedrooms 1	Number bedrooms 2	Number bedrooms 3	Number bedrooms 4 or more	Total	Base
City of Lincoln	53.5%	25.8%	17.3%	3.4%	100.0%	1,773

Source: Housing Register 2023

First Homes

- C.29 First Homes are described at Appendix A. The Central Lincolnshire Local Plan Affordable Policy establishes a First Homes policy for the City of Lincoln and recognises that First Homes are homes priced at least 30% below full market value at a maximum value of £160,000 after the discount has been applied. This price cap is subject to an annual review.

Tenure mix

- C.30 Analysis needs to consider the range of affordable tenures as set out in Annex 2 of the NPPF that may be appropriate for existing households in need and newly-forming households.
- C.31 For need arising from homeless households and those in temporary accommodation, it is assumed they all require social rented accommodation. For newly-forming households and existing households in need, a split between affordable rented and affordable home ownership should be considered. However, there is insufficient household income and savings data available from the housing register to complete this analysis. Therefore, CAMEO household income data has been used to establish the proportions of households who could afford social rent, affordable rent and affordable home ownership options.
- C.32 A minimum of 25% of all affordable housing units secured through developer contributions should be First Homes (**Paragraph 013 Reference ID: 70-013-20210425**). Then, PPG says 'once a minimum of 25% of First Homes has been accounted for, social rent should be delivered in the same percentage as set out in the Local Plan. The remainder of the affordable housing tenures should be delivered in line with the proportions set out in the Local Plan policy (**Paragraph 15 reference ID: 70-015-20210524**).
- C.33 Analysis has carefully considered the range of affordable tenures that may be appropriate for existing households in need and newly-forming households. Table C11 summarises the overall tenure split between affordable rented options

(social and affordable rent) and affordable home ownership solutions (including shared ownership, discounted for sale and other tenures as set out in Annex 2 of the NPPF).

Table C11 Affordable housing tenure preferences

Sub-area	Affordable Rented (%)	Affordable Home Ownership (%)
Central	78.7%	21.3%
North	82.2%	17.8%
South	81.0%	19.0%
City of Lincoln	80.8%	19.2%

Source: 2023 household survey

- C.34 For need arising from homeless households and those in temporary accommodation, it is assumed they all require affordable rented accommodation. For newly-forming households and existing households in need, the split is based on the proportions who would consider affordable rented and affordable home ownership options.
- C.35 Analysis would suggest an overall updated tenure split of 80% affordable rented and 20% affordable home ownership across the City of Lincoln. The affordable home ownership would include an element of First Homes.

Affordable dwelling mix

- C.36 The 2023 household survey has provided information on the number of bedrooms needed by households in affordable need and dwelling type aspirations and expectations. This is shown in Table C14. This suggests a broader range of need than expressed on the housing register.

Table C14 Summary of overall affordable dwelling need by bedroom size and dwelling type by sub-area

Dwelling type and size	Sub-area			
	Central	North	South	City of Lincoln
1/2-bedroom house	0.0%	0.0%	8.6%	3.2%
3-bedroom house	26.0%	13.0%	20.3%	21.0%
4+ bedroom house	23.5%	0.4%	0.4%	9.9%
1-bedroom flat	17.8%	0.0%	17.2%	13.8%
2-bedroom flat	11.4%	20.0%	11.4%	13.5%
1-bedroom level-access	6.9%	11.7%	1.5%	5.9%
2-bedroom level-access	14.4%	38.5%	28.7%	24.9%
3+ bedroom level-access	0.0%	16.5%	11.8%	7.9%
Total	100.0%	100.0%	100.0%	100.0%
Total annual gross need	275	335	267	876
Total annual net need	57	83	24	164

Comparison of current housing stock and current/future needs

C.37 PPG states that ‘strategic policy-making authorities will need to look at the current stock of houses of different sizes and assess whether these match current and future need (PPG Paragraph 023 Reference ID: 2a-023-20190220). Table C15 sets out this comparison with both the housing register and household survey information. The housing register suggests strongest need for 1- and 2-bedroom dwellings, with the greatest variance between the need and supply of 1-bedroom dwellings. In contrast, the housing register indicates a broader range of need, with the greatest variance between the need and supply of 3- and 4-bedroom properties.

Table C15 Comparison between current supply and annual gross need

Number of bedrooms	Current supply %	Housing register data		Household survey data	
		Annual gross need (%)	Variance compared with current supply	Annual gross need (%)	Variance compared with current supply
1-bedroom	35.5	53.5	18.0	29.6	-5.9
2-bedroom	38.0	25.8	-12.2	34.6	-3.4
3-bedroom	22.6	17.3	-5.3	26.4	3.8
4 or more-bedroom	3.9	3.4	-0.5	9.5	5.6
Total	100	100		100	

Source: 2021 SDR; 2023 household survey

Variance is need minus supply. A positive number indicates not enough stock and a negative number indicates sufficient stock relative to the need being tested.

Technical Appendix D: Dwelling mix and modelling

Introduction

- D.1 This technical appendix describes the method used by arc4 to establish future dwelling type and size mix across the City of Lincoln. It presents the baseline data used as a starting point for the analysis and how data are interpreted to establish a reasonable view on dwelling type and mix.

Starting points

- D.2 There are four main data sources which underpin the analysis:
- household projections;
 - dwelling stock information;
 - data identifying the relationships between households and dwellings derived from the 2023 household survey; and
 - data derived from affordable housing need analysis.

Household projections

- D.3 These are used to establish the number of households by Household Reference Persons (HRP) and household type using the 2018-based data, and how this is expected to change over the period 2023 to 2033.
- D.4 The change in the number of households over this period can be established and, assuming that the dwelling needs of these households do not change significantly over the plan period, the potential impact on type and number of bedrooms of future dwellings can be determined.

Relationship between households and dwellings

- D.5 The relationship between the age of Household Reference Person, household type and dwellings occupied by type and size can be derived from the 2023 household survey.
- D.6 The data available is summarised in Table D1. For each age group, the proportion of Household Reference Persons (HRPs) by household type living in different type/size and size of dwelling has been estimated.
- D.7 The 2023 household survey also provides data on household aspirations and what households would expect to move to. This data can also be broken down by HRP age group and household type.
- D.8 By combining this range of data, it is possible to model the likely change in dwelling type/size requirements with reference to:
- the current relationship between HRP/household type and dwelling type/size and this remains constant over the plan period (demographic baseline);
 - household aspirations by HRP/household type (aspirations); and

- what households would expect by HRP/household type (expect).

Table D1 Age groups, household type and dwelling types used

Age group of Household Reference Person	Household type	Dwelling type and number of bedrooms
15 to 24	One-person household	1-bedroom house
25 to 34	Household with 1 dependent child	2-bedroom house
35 to 44	Household with 2 dependent children	3-bedroom house
45 to 54	Households with 3 dependent children	4 or more-bedroom house
55 to 64	Other household with two or more adults	1-bedroom flat
65 to 74	All	2-bedroom flat
75 to 84		3 or more-bedroom flat
85+		1-bedroom bungalow
All		2-bedroom bungalow
		3 or more-bedroom bungalow
	All	

Applying the data at authority level

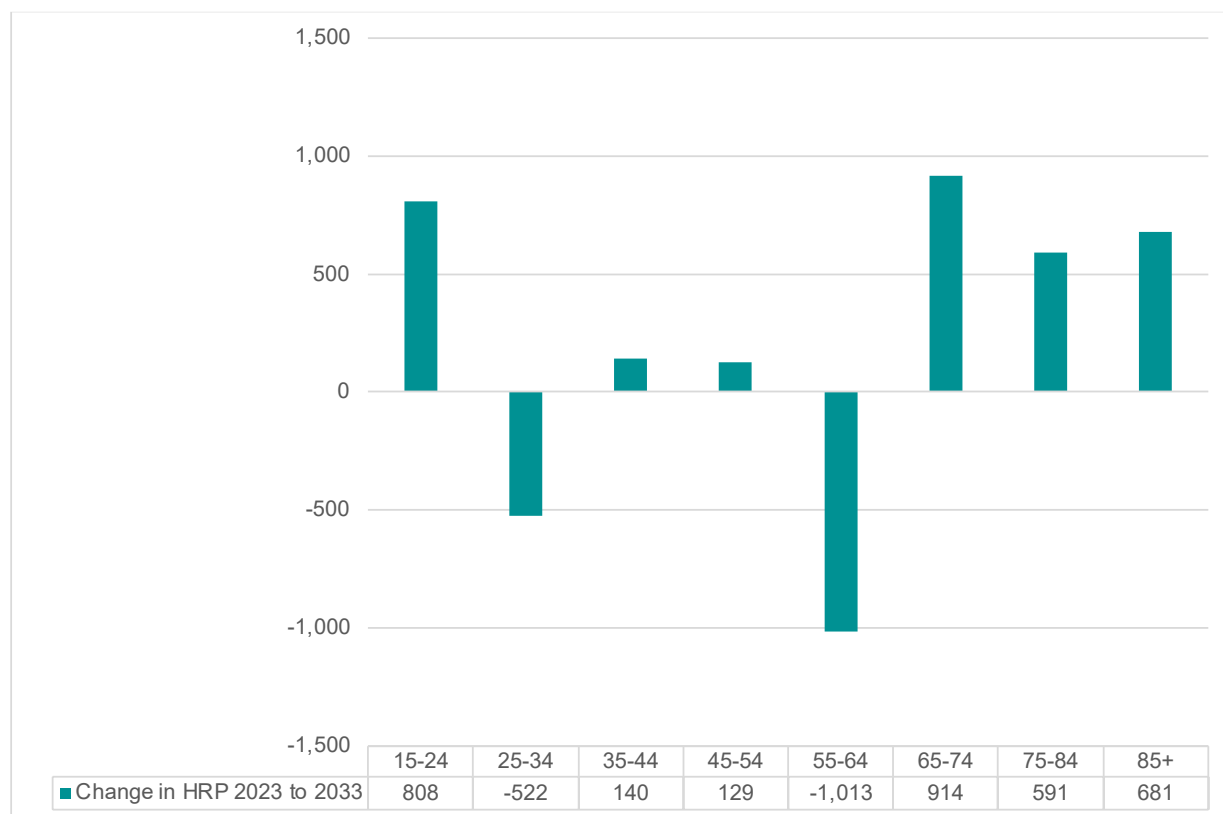
- D.9 Applying the data at authority level is done in a systematic way. Firstly, the change in the number of households by age group and household type is established from household projections. Assuming that the dwelling needs of these households do not change over the plan period, the overall impact on type/size of dwellings can be determined.
- D.10 Table D2 presents the baseline demographic data for the City of Lincoln. The total number of households is expected to increase by around 1,727 over the period 2023-2033 using 2018-based ONS household projections. Growth is mainly expected across older age cohorts. Figure D1 illustrates how the number of households by HRP age is expected to change over the period 2023-2033.

Table D2 Change in number of households by age group and household type 2023 to 2033

2023	One Person	Household with 1 dependent child	Household with 2 dependent children	Household with 3 or more dependent children	Other households with two or more adults	Total
15-24	897	517	258	61	1,665	3,398
25-34	1,961	1,240	894	351	2,629	7,076
35-44	2,099	1,592	1,210	475	1,527	6,903
45-54	2,215	1,172	668	214	2,232	6,502
55-64	2,829	449	186	40	3,481	6,986
65-74	2,428	72	19	5	2,577	5,101
75-84	1,953	20	7	0	2,044	4,024
85+	1,074	1	1	0	537	1,613
TOTAL	15,457	5,063	3,243	1,146	16,692	41,602
2033	One Person	Household with 1 dependent child	Household with 2 dependent children	Household with 3 or more dependent children	Other households with two or more adults	Total
15-24	1,111	642	321	76	2,056	4,206
25-34	1,819	1,127	816	316	2,475	6,553
35-44	2,162	1,602	1,225	487	1,567	7,042
45-54	2,255	1,207	696	224	2,248	6,631
55-64	2,434	366	151	31	2,990	5,973
65-74	2,875	86	23	6	3,026	6,015
75-84	2,300	21	7	0	2,287	4,615
85+	1,479	2	2	0	810	2,294
TOTAL	16,435	5,052	3,242	1,142	17,458	43,329
Change 2023-2033	One Person	Household with 1 dependent child	Household with 2 dependent children	Household with 3 or more dependent children	Other households with two or more adults	Total
15-24	214	125	63	15	391	808
25-34	-142	-114	-79	-35	-154	-522
35-44	63	10	16	12	40	140
45-54	40	35	28	10	16	129
55-64	-395	-83	-35	-8	-491	-1,013
65-74	447	14	4	1	449	914
75-84	347	1	1	0	243	591
85+	406	1	1	0	273	681
TOTAL	978	-11	-1	-5	766	1,727

Source: ONS 2018-based household projections

Figure D1 Change in HRP age groups 2023-2033



Source: 2018-based ONS household projections

D.11 Table D3 applies household survey data on dwelling occupancy to the demographic profile in 2033. The two right hand columns indicate the likely change in demand for dwelling types and sizes and how this translates to an overall percentage dwelling requirement.

Table D3 Impact of change in households by age group on dwellings occupied by 2033

Dwelling type and size	HRP age 15-24	HRP age 25-34	HRP age 35-44	HRP age 45-54	HRP age 55-64	HRP age 65-74	HRP age 75-84	HRP age 85+	TOTAL	%
1-bedroom bungalow/level access	66	6	30	201	118	293	129	108	951	2.2%
1-bedroom flat	919	833	965	1,032	719	754	324	108	5,655	13.1%
1-bedroom house	70	106	115	67	74	47	36	0	514	1.2%
1-bedroom other	8	12	19	10	100	19	16	0	184	0.4%
2-bedroom bungalow/level access	67	87	100	135	199	517	578	628	2,312	5.3%
2-bedroom flat	988	284	440	191	131	101	496	514	3,145	7.3%
2-bedroom house	1,057	2,614	1,287	1,563	905	699	372	321	8,818	20.4%
2-bedroom other	25	13	16	16	20	38	29	0	155	0.4%
3-bedroom house	775	1,882	2,693	1,576	2,262	1,917	980	202	12,287	28.4%
3 or more-bedroom bungalow/level access	40	45	270	36	98	547	817	108	1,962	4.5%
3 or more-bedroom flat	113	77	92	58	120	62	121	35	679	1.6%
3 or more-bedroom other	78	9	10	18	45	12	17	162	352	0.8%
4 or more-bedroom house	0	585	1,007	1,726	1,183	1,009	698	108	6,316	14.6%
Total	4,206	6,553	7,042	6,631	5,973	6,015	4,615	2,294	43,329	100.0%
Number of bedrooms	HRP age 15-24	HRP age 25-34	HRP age 35-44	HRP age 45-54	HRP age 55-64	HRP age 65-74	HRP age 75-84	HRP age 85+	TOTAL	%
1	1,063	957	1,129	1,311	1,011	1,113	506	215	7,304	16.9%
2	2,136	2,998	1,842	1,905	1,255	1,355	1,475	1,463	14,429	33.3%
3	1,007	2,013	3,064	1,689	2,525	2,539	1,936	507	15,280	35.3%
4 or more	0	585	1,007	1,726	1,183	1,009	698	108	6,316	14.6%
Total	4,206	6,553	7,042	6,631	5,973	6,015	4,615	2,294	43,329	100.0%

Note totals by age group may vary slightly due to rounding errors; Source: ONS 2018-based household projections and 2023 household survey

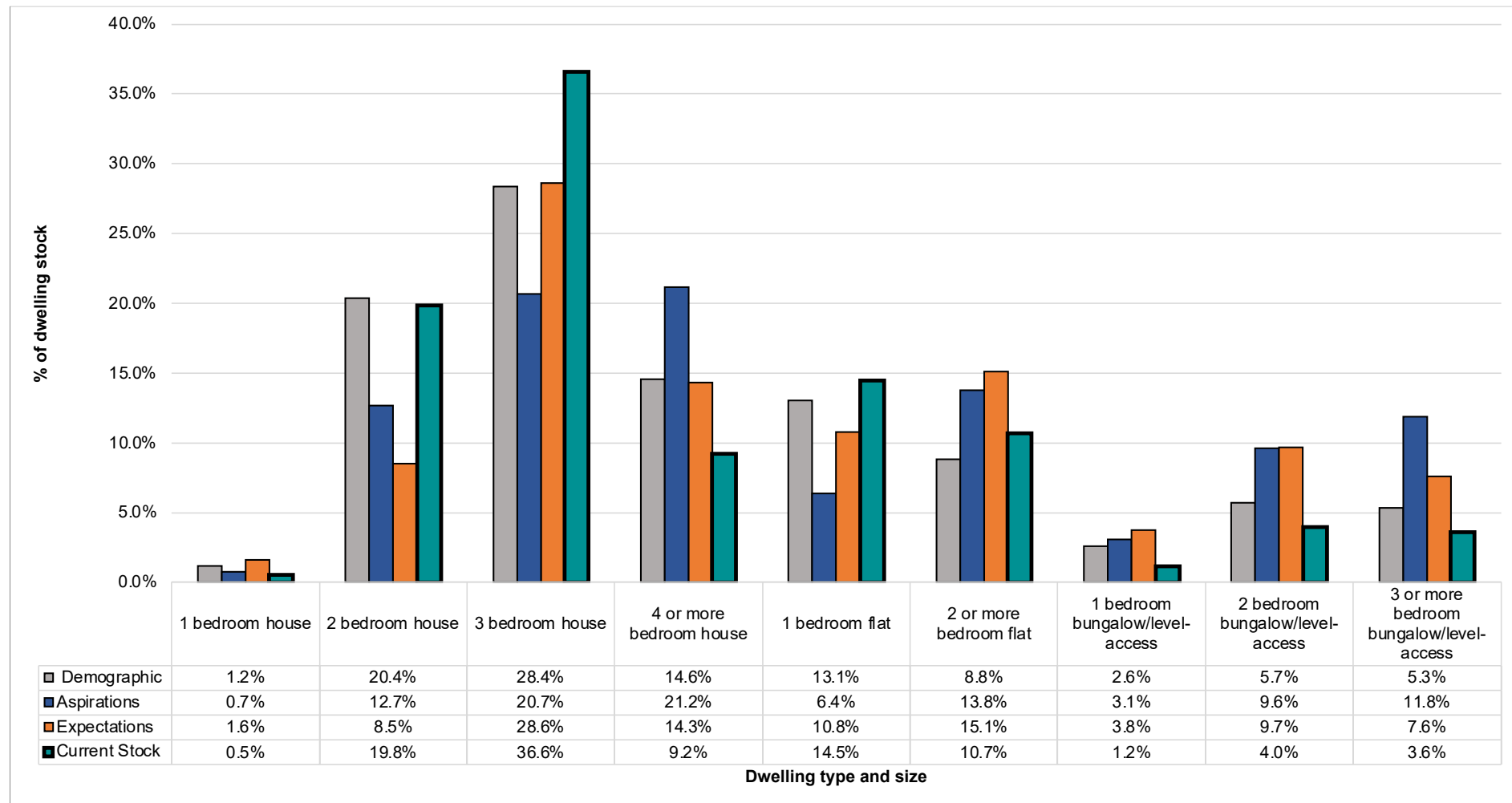
D.12 Table D4 sets out how the profile of dwelling stock changes when aspirations and expectations of households are considered. This indicates an increasing need for bungalow/level-access accommodation.

Table D4 Dwelling type and size outcomes under aspiration and expectation scenarios.

Dwelling type and size	Demographic	Aspirations	Expectations
1 bedroom house	1.2%	0.7%	1.6%
2-bedroom house	20.4%	12.7%	8.5%
3-bedroom house	28.4%	20.7%	28.6%
4 or more-bedroom house	14.6%	21.2%	14.3%
1 bedroom flat	13.1%	6.4%	10.8%
2 or more bedroom flat	8.8%	13.8%	15.1%
1 bedroom bungalow/level-access/other	2.6%	3.1%	3.8%
2-bedroom bungalow/level-access/other	5.7%	9.6%	9.7%
3 or more-bedroom bungalow/level-access/other	5.3%	11.8%	7.6%
TOTAL	100.0%	100.0%	100.0%
Dwelling type	Demographic	Aspirations	Expectations
House	64.5%	55.3%	53.1%
Flat	21.9%	20.2%	25.9%
Bungalow/level access/other	13.7%	24.6%	21.0%
Total	100.0%	100.0%	100.0%
Number of bedrooms	Demographic	Aspirations	Expectations
1	16.9%	10.2%	16.2%
2	33.3%	33.6%	30.2%
3	35.3%	35.0%	39.3%
4	14.6%	21.2%	14.3%
Total	100.0%	100.0%	100.0%

D.13 Figure D2 summarises the dwelling profiles under the scenarios considered and compares this with current dwelling stock. Under the baseline demographic scenario, strongest need is for 2- and 3-bedroom houses followed by 4-bedroom houses and 1- and 2-bedroom flats, with some need for level-access accommodation. Under the aspirations and expectations scenarios, there is an increasing emphasis on bungalows/level-access.

Figure D2 Summary of dwelling types in current stock and under baseline demographic, aspiration and expectation scenarios



Source: 2023 household survey and 2018-based household projections

Overall dwelling mix by tenure

- D.14 Table D5 summarises dwelling type/size mix based on the demographic scenario relating to the period 2023 to 2033. This analysis assumes, a minimum 25% affordable housing targets and an affordable tenure split of around 80% rented and 20% affordable home ownership. The analysis factors in the dwelling type/size analysis carried out as part of the affordable housing needs calculation and the dwelling type/size choices of households considering affordable home ownership solutions based on the range of dwellings currently available.
- D.15 The analysis can be revised if annual targets and affordable housing delivery targets are updated.

Table D5 Summary of overall dwelling mix by tenure

Dwelling type/size	Market	Affordable Rented	Affordable home ownership	Overall range
1 and 2-bedroom house	10-15%	2-5%	10-15%	10-15%
3-bedroom house	35-40%	20-25%	50-55%	30-35%
4 or more-bedroom house	30-35%	5-10%	5-10%	25-30%
1-bedroom flat	0-2%	10-15%	5-10%	2-5%
2 and 3-bedroom flat	2-5%	10-15%	5-10%	5-10%
1-bedroom bungalow/level-access	0-2%	5-10%	0-2%	0-2%
2-bedroom bungalow/level-access	5-10%	20-25%	5-10%	5-10%
3 or more-bedroom bungalow/level-access	5-10%	5-10%	2-5%	5-10%
Dwelling type	Market	Affordable Rented	Affordable home ownership	Overall range
House	75-80%	30-35%	75-80%	65-70%
Flat	5-10%	25-30%	10-15%	10-15%
Bungalow/level-access	10-15%	35-40%	10-15%	15-20%
Number of bedrooms	Market	Affordable Rented	Affordable home ownership	Overall range
1	2-5%	25-30%	5-10%	5-10%
2	20-25%	30-35%	25-30%	25-30%
3	40-45%	25-30%	55-60%	40-45%
4	30-35%	5-10%	5-10%	25-30%

Overall dwelling mix by sub-area

- D.16 Further analysis considers the range of dwellings by sub-area and tenure. This is based on the need for affordable/social rented dwellings, the need for affordable home ownership and open market need. This takes account of the

dwelling type aspirations and expectations of households and the number of bedrooms needed.

- D.17 Table D6 summarises affordable (social/affordable) rented need. Table D7 summarises affordable (affordable home ownership) need and Table D8 market need. Market mix is based on underlying demographics of the city blended with the expectations of existing and newly-forming households planning on moving in the general market. It is important that both planners and developers maintain a flexible approach to what is built within the City of Lincoln and helps to determine the relative priorities of development in particular sub-areas.

Table D6 Affordable (social/rented) need by sub-area

Dwelling type/size	Sub-area			City of Lincoln
	Central	North	South	
1 and 2-bedroom house	0-2%	0-2%	5-10%	2-5%
3-bedroom house	25-30%	10-15%	20-25%	20-25%
4 or more-bedroom house	20-25%	0-2%	0-2%	10-15%
1-bedroom flat	15-20%	0-2%	15-20%	10-15%
2 and 3-bedroom flat	10-15%	15-20%	10-15%	10-15%
1-bedroom bungalow/level-access	5-10%	10-15%	0-2%	2-5%
2-bedroom bungalow/level-access	10-15%	35-40%	25-30%	15-20%
3 or more-bedroom bungalow/level-access	0-2%	15-20%	10-15%	5-10%
Number of bedrooms	Sub-area			City of Lincoln
	Central	North	South	
1	30-35%	20-25%	25-30%	25-30%
2	15-20%	50-55%	40-45%	30-35%
3	20-25%	25-30%	25-30%	25-30%
4	20-25%	0-2%	0-2%	5-10%

Source: 2023 household survey

Table D7 Affordable (affordable home ownership) by sub-area

Dwelling type/size	Sub-area			City of Lincoln
	Central	North	South	
1 and 2-bedroom house	5-10%	15-20%	15-20%	10-15%
3-bedroom house	50-55%	30-35%	75-80%	50-55%
4 or more-bedroom house	5-10%	20-25%	5-10%	5-10%
1-bedroom flat	10-15%	0-2%	0-2%	5-10%
2 and 3-bedroom flat	5-10%	10-15%	0-2%	5-10%
1-bedroom bungalow/level-access	0-2%	0-2%	0-2%	0-2%
2-bedroom bungalow/level-access	10-15%	10-15%	0-2%	5-10%
3 or more-bedroom bungalow/level-access	5-10%	0-2%	0-2%	2-5%
Number of bedrooms	Sub-area			City of Lincoln
	Central	North	South	
1	10-15%	0-2%	0-2%	5-10%
2	20-25%	40-45%	15-20%	25-30%
3	55-60%	30-35%	75-80%	55-60%
4	5-10%	20-25%	5-10%	5-10%

Source: 2023 household survey

Table D8 Market mix by sub-area

Dwelling type/size	Sub-area			City of Lincoln
	Central	North	South	
1 and 2-bedroom house	10-15%	5-10%	10-15%	10-15%
3-bedroom house	40-45%	25-30%	30-35%	35-40%
4 or more-bedroom house	30-35%	35-40%	25-30%	30-35%
1-bedroom flat	2-5%	0-2%	0-2%	0-2%
2 and 3-bedroom flat	5-10%	2-5%	0-2%	2-5%
1-bedroom bungalow/level-access	0-2%	2-5%	0-2%	0-2%
2-bedroom bungalow/level-access	0-2%	15-20%	2-5%	5-10%
3 or more-bedroom bungalow/level-access	0-2%	0-2%	20-25%	5-10%
Number of bedrooms	Sub-area			City of Lincoln
	Central	North	South	
1	2-5%	2-5%	0-2%	2-5%
2	20-25%	25-30%	15-20%	20-25%
3	40-45%	25-30%	55-60%	40-45%
4	30-35%	35-40%	25-30%	30-35%

Source: 2023 household survey

Technical Appendix E: Stakeholder consultation

Introduction

- E.1 arc4 contacted a range of stakeholders to obtain feedback on the housing need of people living in the City of Lincoln. The findings are summarised in the report below.

Strengths of the local housing market

- E.2 Stakeholders described the housing market in Lincoln as a ‘vibrant and competitive market with a good mix of properties.’ The close proximity to a big city makes Lincoln a popular location.
- E.3 Strengths of the local housing market include the pro-growth agenda with political support for both public and social housing.
- E.4 The local authority plays a key role within the strong local housing market with control over their stock and coverage across a vast area of Lincoln with a variety of properties with various functions available. The willingness to consider community delivery models as part of the Community Land Trust is a further strength.
- E.5 There continues to be strong demand for affordable homes in Lincoln. There is demand from a range of demographic groups. There is also a good supply of supported housing but the stakeholder is keen to point out that ‘there could always be more.’
- E.6 The rental market in the City of Lincoln is also strong.

Weaknesses of the local housing market

- E.7 One of the main weaknesses of the local housing market is the lack of supply and limited resources to fulfil housing needs. Stakeholders identified a shortage of new affordable homes, social housing, purpose built and private student accommodation, wheelchair adaptable properties, and temporary accommodation units.
- E.8 The City of Lincoln is an affluent area with an expensive housing market and so affordability is another key weakness. The private rental sector is very expensive. This is combined with varying quality of private landlords, many of whom have distorted the market to prioritise student accommodation.
- E.9 The Trusted Landlord accreditation scheme is not mandatory and will provide no support for the most vulnerable renters who will be living in those outside the scope of accreditation. Stakeholders highlighted that schemes such as these only work if mandatory. The private rented sector is not subject to measures that social landlords are.

Gaps in the supply of types of housing

- E.10 There continues to be a limited number of new build houses being developed within the city for all tenure types. Where new build developments are being

constructed within there continues to be a higher proportion of apartments, which are harder to sell and come with higher monthly costs, due to the associated service charges.

- E.11 Many of the gaps in the supply of types of housing in Lincoln stem from the weaknesses. There is a need for more affordable homes with intermediate home ownership products. There is a need for more wheelchair accessible properties, more affordable housing, more social housing and good quality affordable private rented housing.
- E.12 With regards to retirement living accommodation, there continues to be high demand but low supply across the city. Stakeholders are keen to point out that there is not a demand for specialist older people accommodation not requiring warden control - the demand is for houses.
- E.13 The private rental sector is more challenging due to the demand from students. There needs to be better restrictions on converting larger properties into student HMOs.
- E.14 Lincoln has an admirable social and public housing growth agenda as one of the few local authorities who retained its stock. Stakeholders would welcome discussions about how to work in partnership and complement this with delivery of their own social housing.

Key areas to improve the housing market

- E.15 Many stakeholders suggested the need to build more. Specifically more social housing in areas in which people want to live, more affordable family accommodation and more homes for first-time buyers/lower income families. One stakeholder suggested sourcing to a secondary provider to expand housing.
- E.16 Strategic intervention is needed to enable potential development sites to be brought to market, consideration should be given to regenerating brown field sites and an ongoing review of funding availability is needed for the conversion of commercial and retail space into residential developments.
- E.17 The continuing increases in interest rates and the related affordability issues remain a big a challenge for many households, therefore, having access to more affordable housing products would be beneficial. Private housing developers should provide affordable homes on site by means of planning obligations (and not just First Homes).
- E.18 Students should be encouraged into purpose built student accommodation instead of the private rental sector to free up rental properties in the city.
- E.19 Partnership working with the other Lincolnshire Local Authorities should be improved in addition to ongoing partnership work with Housing Associations and Homes England.

Setting future housing standards

- E.20 Future housing standards should adhere to Future Homes Standard. Stakeholders also recommended the adoption of the National Housing Federation best practice and dwellings adhering to a minimum of 85% of NDSS.

- E.21 The correct split of housing types should be of key consideration when setting future housing standards, particularly with a view to avoiding an oversupply of apartments. Consideration should be given to social housing and first-time buyers, as this is what stimulates the market. There is a need for one bedroom accommodation and also family accommodation especially two bedrooms for those with children. Study spaces should be considered with more people now working from home. Bungalows should be considered for specialist housing accommodation and should also be wheelchair adaptable.
- E.22 Overall planning and design should be carefully considered. The need for green spaces, the correct level of parking (positioned in the correct location), connectivity in light of the shift over recent years to working from home, the overall street scene, variations in house types and external finishes will enhance the area and increase appeal. There should also be measures in place to address the climate crisis.
- E.23 Creating additional facilities should be planned for when building new properties. There is a need to plan for playgrounds and sports fields / multi-use weather courts.

Main concerns about existing and future affordable and specialist providers

- E.24 Land supply is a big issue. There are limited development sites that can be acquired at a reasonable cost and in the right location within the city. Any sites which are within scope for development tend to be plagued with costly grounds remediation works, making many sites unaffordable to develop. The associated Section 106 agreement and nomination agreement need to be fully considered to ensure that any restrictions do not lead to difficulty in securing mortgage finance/purchasers in the future. There are examples historically, where such clauses have led to financial hardship and health and wellbeing issues.
- E.25 Stakeholders shared concerns that there are not enough new affordable homes being built, more good quality supported housing is required. There is also a need to improve the supply of private rented housing and encourage the reduction in some rents to make it more affordable for those on low income.

Demand for affordable housing products

- E.26 Demand for shared ownership and rent to buy remains strong across all areas. Flexibility in terms of the shares available remains key to the success of schemes and tailoring a suitable share to the individual's circumstances is crucial. Two and three bedroom houses remain the most popular house types for shared ownership and rent to buy.
- E.27 Lincoln has historically been seen as a 'closed shop' for social housing due to the local authority stock retention. Stakeholders agreed it would be useful to gauge the local political appetite for investment in social landlord / housing association supply of affordable housing products.

- E.28 Stakeholders generally agreed there is strong demand for all affordable products and all types of households with one stakeholder pointing out that more shared ownership could free up more affordable accommodation.

Specific housing needs of different groups of people

- E.29 No response was provided with regards to specialist housing for age, health related, life experience related needs or the specific needs of any other groups.

Key priorities

- E.30 Stakeholders identified the need to continue to work with local and regional contacts to identify a future development pipeline of affordable homes. Affordable housing needs to include older person's housing, specialist housing for working age adults with disabilities, shared ownership and outright sales products across the area.
- E.31 There is a need to increase the number of 'moving on' opportunities for residents who are in supported housing. There also needs to be more available ready to let housing for patients leaving hospital instead of their temporary accommodation being a hotel room.
- E.32 Sustainability, energy efficiency, accessibility, fuel poverty and damp and mould all need to be addressed as key priorities.

Technical Appendix F: Agent Review

Introduction

- F.1 Agents were asked a series of questions to build up a detailed understanding of the housing market in Lincoln. Nine agents were contacted via telephone. Two had a focus on lettings, and seven agents were able to present an overview of both sales and lettings.

Strengths of the local housing market

- F.2 In terms of housing supply in Lincoln, agents pointed out both areas of concern and an abundant availability of properties. The overall supply of properties for sale has significantly increased. There are now twice as many properties on the market compared to the previous year, indicating a substantial rise in inventory.
- F.3 Lincoln offers a diverse range of properties for sale with a consistently high demand for bungalows, indicating that this housing type always remains popular among prospective buyers.
- F.4 The rental market is currently experiencing an exceptionally high level of activity. The demand for rental properties of all types and across various locations within the city is substantial. Walk-in enquiries predominantly consist of individuals seeking rental opportunities. The market's swiftness is evident as applications are often submitted on the same day a property is listed, and rentals are typically secured within a week of being marketed.

Weaknesses of the local housing market

- F.5 One notable gap in supply is the limited options for first-time buyers. This emphasizes the pressing requirement for an expanded range of affordable housing solutions tailored to cater specifically to this group of potential homeowners.
- F.6 Shared ownership properties are currently facing a shortage. These properties are highly sought after, with an average of six applications received for each available shared ownership unit. The demand for shared ownership homes is so significant that one agent described the situation as a pressing need, saying, "We're crying out for shared ownership properties."
- F.7 Agents mostly agreed that there is also a shortage of housing options for the over 55 market. The supply of such properties is limited, and the few available homes are quickly claimed by eager buyers. This high demand has even led to waiting lists for these properties indicating a clear need for increased provision of housing for this age group.
- F.8 Agents also cited a substantial shortage of properties within walking distance of the city centre. This scarcity can be primarily attributed to the influx of nurses coming to the area. The accommodation options provided by the hospital are limited, and some of the available housing does not meet the desired standards.

- F.9 Moreover, the city is experiencing an influx of students who are arriving with their families to pursue their studies at the university. Unfortunately, there is a notable absence of accommodation suitable for these student families. Currently, the only viable option for them is student halls, which do not adequately cater to a family's needs. One agent described queues of individuals urgently seeking residential lets, underscoring the pressing need for more diverse and family-friendly housing options in the city.

Most popular dwellings

- F.10 The popularity of dwelling types and preferred areas within Lincoln varies, reflecting the diverse preferences of prospective buyers and investors.
- F.11 In terms of dwelling types, 2-3 bedroom semi-detached properties priced up to £200,000 are highly sought-after, with a significant shortage of such properties in all areas. Additionally, 2-bedroom terraced and semi-detached houses are currently popular among buyers. While 3-bedroom semi-detached properties are in demand, they may take slightly longer to sell than usual.
- F.12 One noteworthy trend is the growing interest of investors in buying new-build properties for rental purposes. These new properties often come with warranties, which appeals to investors as they can rent to families or couples without concerns about aging appliances and maintenance issues.
- F.13 Regarding preferred areas, Doddington Park, Birchwood, and Glebe Park are highlighted by agents as popular choices due to the presence of good schools. This indicates that proximity to quality education plays a role in influencing buyer preferences. These areas are in consistent demand, making properties in these areas attractive options for buyers, landlords and tenants alike.
- F.14 The extremely high demand in the rental market makes it challenging to definitively identify the most popular dwelling types, bedroom numbers, or specific areas. However, some insights from agents shed light on property types that are in particularly high demand:
- F.15 In the city centre two to three-bedroom terraced properties priced between £600-£800 are highly sought after. One agent commented that if they had fifty of these properties, they could easily find renters for all of them. Also, three-bedroom semi-detached houses remain a popular choice among renters.
- F.16 While these insights provide some direction, agents were keen to stress that properties in all categories and areas are finding tenants quickly.

Least popular dwellings

- F.17 Properties exceeding the £400,000 price point tend to have lower attractiveness in the market due to their higher cost, which can narrow down the potential buyer pool and extend the time required for a successful sale. Agents reported that these larger detached properties, in comparison to other property types, often experience lengthier selling periods, although they do eventually secure buyers.

- F.18 All types of apartments, particularly those subject to leasehold arrangements, are considered less popular. Leasehold properties can come with additional costs and restrictions, making them less appealing to some buyers.
- F.19 The Central Bank area is perceived as less desirable by some agents, but this is reflected in lower property prices. Consequently, investors are attracted to this area, and properties tend to sell quickly.
- F.20 The incredibly active rental market makes it challenging to pinpoint the least popular dwelling types, bedroom numbers, or specific areas. Agents reported that a wide range of properties, from affordable studio apartments to larger detached homes with a monthly rental price of up to £2000pcm are all in high demand. Though the larger properties may have a slightly longer time-to-let, they do still find tenants.
- F.21 However, reservations were expressed about HMOs due to licensing requirements and the challenges of tenant management, signalling a lower preference for HMOs among landlords and agents in the present market.

Impact of 'help to buy' and stamp duty changes

- F.22 It appears that the effects of 'help to buy' and the adjustments to stamp duty have not made a significant impact on the Lincoln housing market according to agent responses. However, it's worth highlighting that the changes to stamp duty did have a noticeable effect. The temporary reduction in stamp duty costs incentivised many to enter the market, resulting in a surge of available properties. This influx of listings played a crucial role in the housing market's recovery in the wake of the COVID-19 pandemic.
- F.23 Nonetheless, the agents also underscored that the market's fluctuations have been more prominently shaped by other factors, such as interest rates and the cost-of-living crisis.

Build to Rent

- F.24 All agents indicated that they were unaware of this market in Lincoln.

Rent to buy products

- F.25 Most agents expressed support for the concept of 'rent to buy' products, suggesting that such initiatives could be beneficial for individuals lacking family assistance or facing financial constraints. However, there were reservations regarding the practical execution. Although the benefits were recognised there was uncertainty about its effective implementation voiced by three agents.

Conveyancing chains

- F.26 Conveyancing chains in Lincoln vary in terms of their duration. Some agents report that the average sale takes between twelve to sixteen weeks, and this timeline has remained relatively consistent since the onset of the COVID-19

pandemic. Others note that the average duration is around 12 weeks, with slight improvements seen in the last couple of years. However, there are still cases where the process takes about five months, and there hasn't been significant improvement in these instances.

- F.27 It's worth mentioning that mortgage affordability is a notable challenge. This can lead to delays in property transactions, as potential buyers face difficulties in securing suitable financing arrangements, contributing to the overall dynamics of conveyancing chains.

Right types of dwellings being built

- F.28 Agents opinions vary regarding the suitability of the types of dwellings being constructed. Some agents found it challenging to assess due to limited involvement with new build properties. Nevertheless, they still emphasised the importance of properties suitable for first-time buyers, suggesting a potential gap in this market segment.
- F.29 The wider area of Lincolnshire presents a favourable mix of new build properties. Agents pointed to new developments in places like Horncastle and Branston, offering various housing options, including terraced houses with 2 bedrooms, semi-detached homes with 2 or 3 bedrooms, and detached houses with 4 bedrooms. In Lincoln itself however, there is a perceived overabundance of 4-bedroom or larger properties and a shortage of 2-bedroom homes, indicating an imbalance in the types of properties being built.
- F.30 Some agents were satisfied that there is a diversity of properties being developed but all noted that bungalows consistently maintain their popularity, yet the supply consistently falls short of the demand.

Consideration when setting future housing standards

- F.31 When setting future housing standards agents emphasised several key considerations. First and foremost, there was a strong consensus on the importance of eco-friendliness and sustainability. Agents stressed the need for properties to be as cost-efficient as possible, given the current cost of living crisis and the growing concern about climate change. This includes incorporating energy-efficient features and environmentally friendly construction practices.
- F.32 Another crucial factor highlighted was the demand for smaller, more affordable properties. With larger properties perceived as dominating new developments, there's a clear need for smaller, budget-friendly options to accommodate a broader range of potential buyers.
- F.33 The size of bedrooms within properties was also identified as a critical factor. When a property is marketed as having three bedrooms, it's essential that these bedrooms are of a decent size to meet the expectations of buyers.
- F.34 Lastly, agents noted that the community surrounding new build estates should also be taken into account. This includes the availability of amenities, infrastructure, and services in the area to ensure that new developments contribute positively to the overall quality of life for residents.

Improving the housing market

- F.35 To enhance the housing market in Lincoln, agents proposed several strategies. First, they suggested lowering property prices to counteract the impact of rising interest rates. This reduction in prices could make homeownership more affordable for a wider range of people.
- F.36 Additionally, there was the obvious call to reduce mortgage rates, which would alleviate the financial burden on homeowners and make property investment more attractive. Another idea was to introduce incentives for individuals, especially first-time buyers, to encourage their participation in the housing market.
- F.37 Another suggestion is to streamline the decision-making process, specifically concerning decisions in principle. These preliminary decisions, which frequently shape buyers' expectations, should be dependable and precise. Agents highlighted numerous cases where buyers thought they were eligible, only to discover later, upon property completion, that they did not meet the necessary requirements. This highlights the importance of enhancing the reliability and accuracy of such decisions.
- F.38 Agents also recommended offering incentives to older individuals looking to downsize but facing challenges due to significant mortgages on their current properties. These measures aim to create a more balanced and dynamic housing market in Lincoln by addressing affordability issues and promoting greater engagement in the property market.
- F.39 It was proposed by two agents that providing support for landlords could be a viable solution to address the challenges in the market. One prominent proposal was the introduction of financial incentives to make property ownership more attractive for landlords. These incentives could take the form of tax breaks, subsidies, or grants designed to offset some of the costs associated with property management, maintenance, and compliance with regulations. Reducing the financial burden on landlords could encourage them to continue providing rental properties. They emphasised that it is crucial to take measures that would reinstate the appeal of property ownership for landlords, thereby ensuring a healthy and vibrant rental market.