



Ministry of the Interior and
Kingdom Relations

From plans to homes

Accelerated approach to the housing
shortage in the Netherlands

Summary



Summary

The housing shortage is one of the biggest challenges of our time. Hundreds of thousands of people are waiting for an affordable home, including first-time home-seekers who are forced to live with their parents for longer, families who do not have a suitable home and older people who would like to move to different housing but cannot. Teachers, nurses and police officers cannot find housing close to where they work. Groups that have particular difficulty finding suitable housing, such as students and beneficiaries of international protection, are especially affected. In order to address the shortage and build to meet the growing demand, we need 100,000 homes per year over the long term.

A home in a pleasant living environment is a basic need. Studies by organisations including TNO have shown that loneliness, health problems and inequality of opportunity are on the rise. The Netherlands Institute for Social Research (SCP) has reported that social cohesion is under pressure. These problems are made worse by the lack of suitable housing. Conversely, if there is sufficient housing this has a positive effect: it can prevent social problems.

This is a relay race and we are only as fast as the weakest link. We need all lights to be set to green: from sufficient space and enough locations to definitive plans and developers and builders who actually carry them out. To achieve this, the government must stay on course, be predictable and put the right

conditions in place. The goal is full commitment from public authorities, housing associations and commercial parties to scale up construction per year from almost 86,000 to 100,000 homes that meet people's needs.

We can only achieve this if we work together.

The challenges in area development transcend individual disciplines and require an integrated approach. Everyone's efforts are needed if we are to achieve breakthroughs. The government is pooling the strengths of the various ministries and working across domains. Together with subnational authorities, housing associations, commercial parties, investors and civil society partners, we will flesh out the details.

The Task Force on Accelerated Homebuilding is focusing on building more, faster and better.

This action plan sets out concrete steps to resolve issues in every phase of a housing construction project or integrated area development, and to increase production.

Measures

Building more

Additional national large-scale homebuilding locations. The government will designate 10 new national large-scale homebuilding locations, which will include Deventer Centrum, Schil & Keizerslanden, Haarlem Schalkwijk, Leeuwarden Middelsee-Spoordok, Maastricht Spoorzone and Weert Spoorzone. These five new locations together will deliver approximately 30,000 homes by the end of 2035, and in total the large-scale homebuilding locations will provide more than 400,000 homes in the next 10 years. Central government, together with subnational authorities, will take responsibility for ensuring that homebuilding, accessibility, the economy, health, climate, social cohesion and public facilities go hand in hand at these locations.

An investment agenda for long-term financial support for affordable homes. In order to provide as much financial certainty as possible to parties investing in homebuilding (subnational authorities, housing associations and commercial parties), the government is extending financial support for affordable homebuilding to 2035.

A boost for affordable rental homes. To tackle the housing crisis, we need sufficient rental homes, both social housing and homes in the

mid-priced segment. This will enable teachers, nurses and police officers to live close to where they work. The government is increasing the financial scope for housing associations and investors to build these homes by reducing the tax burden on housing associations and providing specific financial support for the mid-priced rent segment.

Every home counts. There are many opportunities to add extra homes to existing buildings, for example by building upward extensions, splitting or converting, shared housing and letting rooms to lodgers. Through the National Action Programme for Better Use of Existing Housing Stock, the government aims to create 10,000 to 20,000 additional homes per year.

Building better

A coherent approach with clear agreements. Tackling the housing crisis is about more than laying bricks. We will develop whole new neighbourhoods, not only providing homes but also paying attention to matters such as education, access to services, healthcare, mobility, energy, the economy and green space. We will also ensure a simple, predictable and integrated budget.

Central government is a partner in the delivery of homes at the national large-scale homebuilding locations. We will conclude implementation agreements with subnational authorities, housing associations and commercial parties, so as to accelerate homebuilding.

Government taking the lead: housing for key groups. Key groups need suitable housing.

These groups include older people, beneficiaries of international protection, and people with distressed and misunderstood behaviour. Government authorities are taking the lead in this respect. We will make agreements on housing for older people and students, encourage municipalities to include suitable housing for other key groups in their plans, and provide financial support for non-self-contained housing.

Building faster

Fifty per cent offsite construction by 2030, in order to speed up the process. By building homes in factories and supporting the process digitally, we can build faster, to higher quality standards, more affordably and more sustainably. We will promote offsite construction by putting the right conditions in place, such as type approval, demand aggregation and 'Housing Deals' (Woondeals, regional agreements on housing), national performance agreements and large-scale integrated area development.

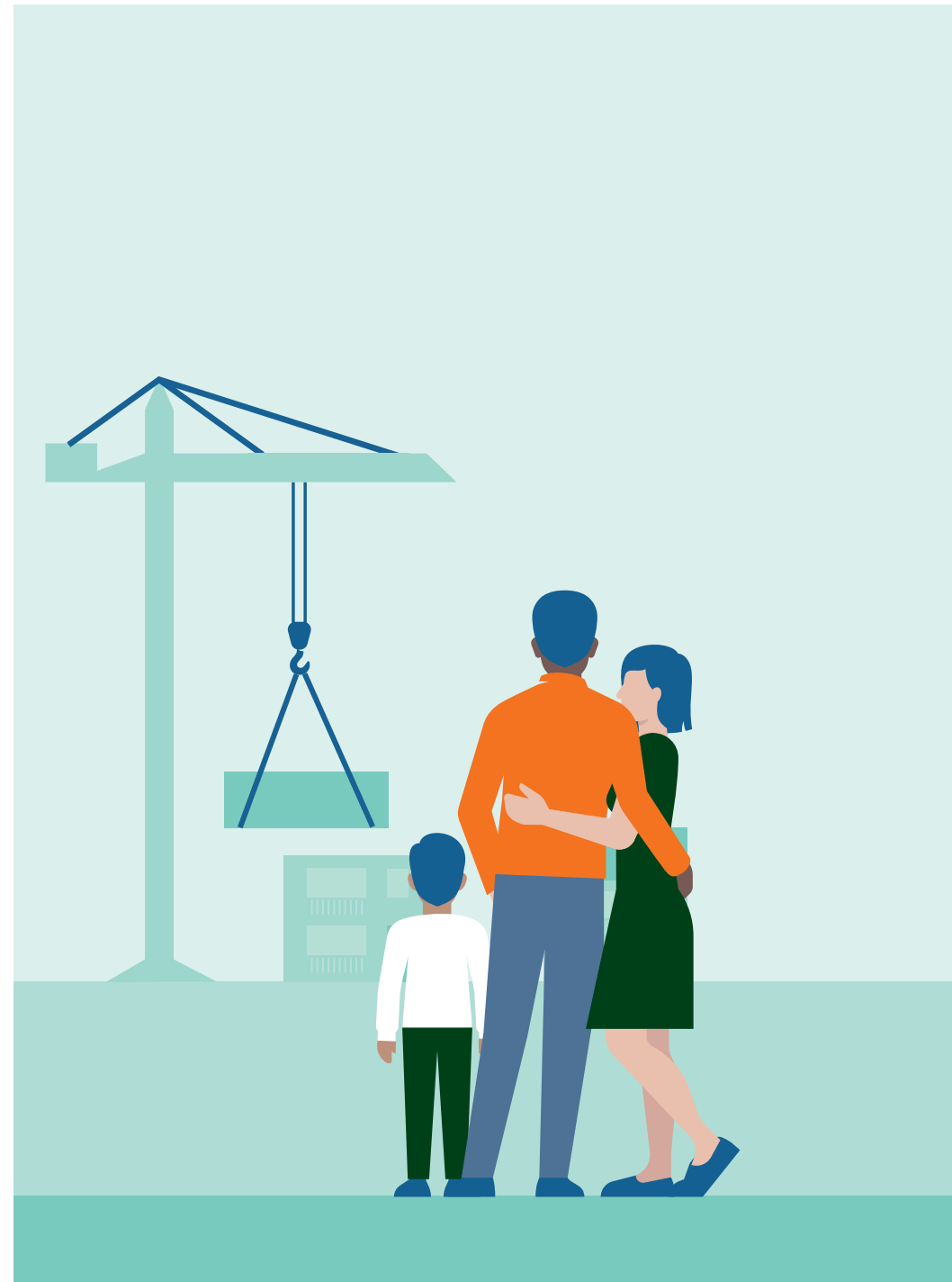
Faster construction procedures and parallel planning. Homebuilding will be given priority in legislation. Parallel planning will become the standard and the Strengthening Coordination of Housing Act will speed up procedures. We aim to halve the duration of the design and permitting process from eight to four years by 2030, partly through digitalisation.

Acceleration roundtables and breakthrough programme. The government will use acceleration roundtables and the nationwide breakthrough programme to resolve issues in stalled projects. In this context, the acceleration roundtables will be redesigned on the basis of public-private partnership.

Putting the right conditions in place for homebuilding. We are creating a comprehensive approach across various themes: in terms of grid congestion this includes making agreements with grid operators on congestion-neutral connections; national requirements for 'grid-aware' construction; a comprehensive package of measures on nitrogen emissions from the Task Force on Agriculture, Nature and Nitrogen, which should also help restart the issuing of permits for housing construction; in the improvement of air quality; implementation capacity at municipalities, etc. In order to speed up the process, we will make agreements on these themes when the Housing Deals (regional agreements on housing between central government, provinces and municipalities) are updated.

Scrapping, relaxing and simplifying. We can build faster by simplifying rules. We are doing this by implementing the STOER Action Plan and simplification measures including updating the Structures (Environment and Planning) Decree, the Environment and Planning Act and the accelerated amendment of legislation through the annual Simplification Act.

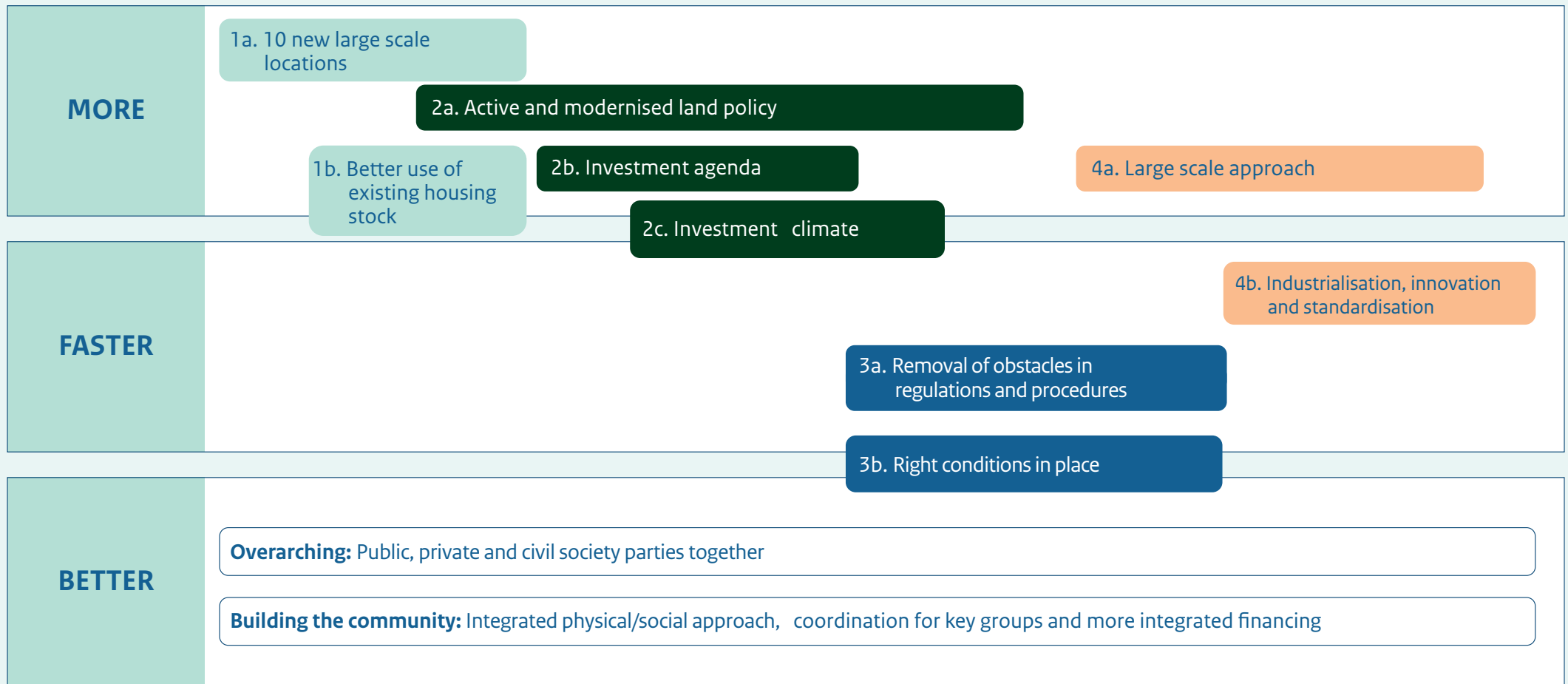
The Netherlands does not lack plans, it lacks implementation. The housing crisis does not need new analyses, it needs action. Clear agreements, careful monitoring and political responsibility. By investing, removing bottlenecks and making choices now, we will permanently increase homebuilding output to 100,000 homes per year. Not for the statistics, but for the people who are waiting for a home.



Building more, faster and better



Solutions



Introduction:

working quickly towards 100,000 homes per year

The Task Force on Accelerated Homebuilding has a clear goal in terms of tackling the housing crisis: building 100,000 homes per year, on a permanent basis, working together with all the ministries involved. Only if we as central government adopt a broader view and have the courage to take difficult decisions will we solve the housing crisis. That is why the Ministers of Housing & Spatial Planning, Infrastructure & Water Management, the Interior & Kingdom Relations, Finance, and Long-term Care, and the State Secretary for Climate and Green Growth, are drawing up a joint plan under the leadership of the prime minister.

Objectives of the Task Force:

- Achieve 100,000 homes per year on a permanent basis: by building new homes systematically and more rapidly, in close cooperation with provinces, municipalities, housing associations and commercial parties;
- Remove obstacles throughout the entire homebuilding chain and draw up a comprehensive action plan;
- Building for people also means looking beyond bricks and numbers. It means building neighbourhoods and strong communities that are pleasant places to live and work. A home for everyone.

The housing crisis affects home-seekers of all generations. Young people are forced to live with their parents for longer, people are postponing having children and older people cannot find suitable housing. Tens of thousands of people are homeless and people who work in crucial sectors, such as teachers and police officers, live far from their workplace. Among those looking for homes there are also people with complex mental health problems who, without an appropriate place to live, may pose a risk to their own safety and that of others. In other words, behind the statistics there are many stories of people who are currently stuck where they are. The government wants to do everything possible to give them new prospects. A home in a pleasant living environment is a basic need in that respect. Studies by TNO and other organisations have shown that loneliness, health problems and inequality of opportunity are on the rise. The Netherlands Institute for Social Research has reported that social cohesion is under pressure. These problems are made worse by the lack of suitable housing. In other words: ensuring sufficient suitable housing has a positive effect and can prevent problems.

We are not focusing solely on the number of homes but also on the right homes. When developing new neighbourhoods and areas, we will also pay attention to the environment and social development: living, working, mobility, healthcare, education, safety, access to services and green space all come together in this

respect. In this way we are working to create strong, vibrant and liveable neighbourhoods that are pleasant places to live.

Construction takes time. Building roads to new homes takes time. Connecting new homes to the electricity grid takes time. These kinds of conditions must all be in place. In recent years central government has focused more on this by providing support, giving incentives, and intervening where necessary.

To further accelerate construction we need to work together, with subnational authorities and housing associations, with commercial parties and investors. The government takes account of all the parties that together help address the homebuilding issue. We can only turn steps into leaps if we do it together. That is why broad support for this Action Plan has been sought among the partners of the Housing Alliance (Woonalliantie), a public-private partnership in the housing sector.



Stable policy is an important precondition for homebuilding. Building a home is a long and complex process. Continuity helps ensure predictability for the market. That means the government has to stay on course, be predictable and put the right conditions in place. Despite various issues, over the past eight years an average of some 86,000 homes have been delivered per year.¹

Integrated area development to create leverage for the broader task. In integrated area development, various other aspects must be taken into account besides housing construction, such as accessibility, energy, access to services, nearby employment and a healthy and green living environment. These topics must be addressed in a cohesive manner, and in order to do so, central government must be closely involved. This ensures that integrated area development brings value to both the area itself and the surroundings. For example, a ring road or new public transport connections that also benefit the adjacent neighbourhoods.

Integrated area development means broader issues in the areas of energy, accessibility, employment and access to services have to be resolved. With the right forms of housing, integrated area development can help reduce loneliness, and good neighbourhood design can improve safety. By building affordable homes, we can reduce poverty. In this way we can bring together different tasks to create well-functioning, attractive and future-proof areas to live in.

Long-term outlook

With this Action Plan we are working to address the housing shortage and alleviate today's urgent needs. Precisely because housing is a long-term matter, it is important to look ahead. Where necessary, we must step up our efforts. Enhance what is working well, and improve and innovate where there is scope to do so. We will therefore continue to focus in the longer term on building sufficient homes of good quality.

Conclusion

This Action Plan focuses on building faster, building better and building more. We are pulling out all the stops to achieve this. From faster planning processes to innovative construction. From large scale homebuilding locations to better use of the existing housing stock. From investment to the conclusion of implementation agreements. And although all of this is urgently needed, construction is not an end in itself. We are building so that everyone people in the Netherlands can find a suitable home in which they can shape their lives, now and in the future. Because the future starts at home. As a rule, houses are not built to last just a few decades. The large scale locations that we designate now are the residential neighbourhoods of the future. Neighbourhoods where first time home-seekers can take their first steps in the housing market. Places where older people can find suitable homes that provide comfortable surroundings for their later years. Places where communities emerge and where there are sufficient facilities for living and working.

This calls for choices that we make together.

So that care and housing, accessibility and the economy, nature and energy and all the other conditions that make for pleasant living come together in a place you can call home. At the same time, the world around us is not standing still. Numerous developments – geopolitical, demographic, technological, ecological, economic and social – are driving constant change. And although we do not know what the future will look like, it is the task of government

to shape predictable policy and, together with relevant parties, address the task of building sufficient housing. On the one hand, **to jointly create a robust system in which all stakeholders contribute to good living conditions for people in the Netherlands.** And on the other hand, to ensure agility given the increasing uncertainty in the world. Through innovation in construction, and through rapid planning and decision making, so that construction output can quickly be scaled up when needed.

¹ Source: Primos Prognosis 026. ABF Research (2026). This is due in part to the financial schemes of recent years. For example, the Homebuilding Incentive Scheme has contributed to the construction of some 230,000 homes since 2020. ²

² Source: Netherlands Enterprise Agency (RVO), see <https://www.rvo.nl/subsidies-financiering/woningbouwimpuls/resultaten-woningbouwimpuls> (in Dutch). We will continue to support homebuilding through the existing Realisation Incentive Scheme and the Homebuilding Incentive Scheme. We will also continue with the National Liveability and Security Programme (NPLV), which strengthens vulnerable neighbourhoods and areas. In this way we are continuing with measures that have proven effective and making additional efforts towards 100,000 homes.



With this Action Plan we are working to address the housing shortage and alleviate today's urgent needs. **Precisely because housing is a long term issue, it is important to look ahead.** We cannot predict the future, but we can imagine it. I am therefore commissioning research to assess where in the Netherlands new urban development would be possible in the long term, in order to meet the growing and changing demand for housing. This means looking beyond existing frameworks and constraints: could we live more on the water? What might new urbanisation areas in, for example, Twente, South Limburg, Groningen,

Assen, Zeeland or Drenthe look like in the longer term? How do we deal with the ever greater impact of climate change on the built environment? What will we need in order to live well in the next century? What will it mean if digitalisation has become the norm everywhere, and what if we make more use of flexible and modular construction because demand fluctuates and is less predictable? And how can we, through good design, contribute to towns and villages with a strong social fabric and flourishing communities? In doing so, **the choices in the National Spatial Strategy are our starting point.** For example, making water and

soil lead considerations, aligning with regional area characteristics and the principle of proximity, and taking account of the volatile nature of the job market. This process will be set in motion separately from the implementation of this Action Plan. **The future starts at home.** People in the Netherlands must be able to rely on a government that makes choices to guarantee that everyone has a home. A government that looks beyond the current issues of today and tomorrow. For this reason, this Action Plan has an open ended character: we will continually review whether we are doing enough to reduce the housing shortage. Where necessary, we

must step up our efforts: enhancing what is working well, and improving and innovating where there is scope to do so. We are not building for tomorrow's statistics, but for today's home-seekers and for future generations. So that in 20 years' time children will grow up in a safe neighbourhood where they feel at home. Where a first time buyer will turn the key in the door of their first affordable home. **Where builders have laid the bricks and concrete, but people make the neighbourhoods.** The foundations have been laid. Now it is up to us – creators, thinkers, doers and residents – to continue building our future together.

Actions

- 1 The government has designated Deventer Centrum, Schil & Keizerslanden, Haarlem Schalkwijk, Leeuwarden Middelsee-Spoordok, Maastricht Spoorzone and Weert Spoorzone as National Large Scale Homebuilding Locations that will in the short term (up to and including 2035) help to deliver sufficient homes.
- 2 In addition to the first five new National Large Scale Homebuilding Locations identified in the National Spatial Strategy, the government will designate a further five large scale homebuilding locations in order to be assured in the long term of sufficient locations and a continuous supply of homes.
- 3 The government regards homebuilding at these large scale locations (21 existing and 10 new) as a matter of compelling national interest and is pursuing an approach – including through the National Spatial Strategy – that involves a strong coordinating role for central government.
- 4 Together with provincial and municipal authorities, the government will make better use of the potential of the existing housing stock by means of legal changes to facilitate upward extension, splitting of dwellings and house-sharing in order to remove obstacles.
- 5 The government will make house-sharing by letting rooms to lodgers easier and more attractive, in order to make additional places to live available.
- 6 The government will encourage the creation of non self contained dwellings^[20] by making this eligible for subsidies.
[20: A non-self-contained dwelling is accommodation such as a flat or a room where you share essential facilities with other residents and/or do not have your own lockable entry door]
- 7 The government will work on simplifying the concept of a partner in the General Old Age Pensions Act (AOW), in order to remove obstacles to cohabitation and informal care.

- 8 The government will take stock of the restructuring task and assess liveability in relation to making better use of the existing housing stock.
- 9 In the autumn the government wants to reach agreements with municipalities, provinces and housing associations on the creation of additional forms of housing that potentially can be delivered more quickly than regular homebuilding projects.
- 10 In January 2027 the government will introduce the Land Acquisition Scheme for Homebuilding, in order to encourage and facilitate active land policy on the part of municipal authorities.
- 11 In the autumn of 2026 the government will explore the potential added value of a national integrated area development enterprise.
- 12 In the coming months the government will define the frameworks for an integrated National Land Bank, making it easier to exchange land.
- 13 The government will continue the implementation of the Homebuilding Incentive Scheme and the Realisation Incentive Scheme in the 2029 2035 period, in order to offer municipal authorities long term certainty (in terms of both public and private financing).
- 14 The government will more closely scrutinise the involvement of essential partners when allocating homebuilding funds.
- 15 The government is setting aside a total of €940 million for the development of the national large scale homebuilding areas.
- 16 The government will further map out the task of scaling up homebuilding, in order to achieve national step changes in scale in the medium term.
- 17 The government will take measures to improve the investment capacity of housing associations.
- 18 The government will take measures in both rental policy and tax policy to improve the investment climate.

- 19** The government will aim to shorten the design and permitting process from eight to four years, partly through digitalisation.
- 20** The government will introduce a working method that can significantly shorten the preliminary phase of integrated area development.
- 21** The government will continue work on simplification measures, in order to speed up procedures.
- 22** The government, provinces and municipalities will work together on a multi tier approach on standardisation, scaling up and modernisation of building regulations, so that homes are delivered more quickly, more efficiently and more affordably.
- 23** The government will provide municipalities, builders and developers with a practical handbook for preliminary agreements between municipal authorities and project initiators. This should contribute to greater uniformity in the arrangements made.
- 24** The government and municipal authorities are exploring the scope for long term integrated area development within the rules of the Provinces and Municipalities (Budgets and Accounts) Decree (BBV), in order to assess whether the current rules are still fit for purpose.



- 25** The government, the market, subnational authorities, civil society partners and other ministries will, before the summer of 2027, jointly draw up a roadmap for digitalisation, including costs and benefits and the necessary preconditions.
- 26** The government will accelerate industrialisation, circular construction, digitalisation, innovation, standardisation and demand aggregation by setting a target of at least 50% industrialised offsite construction in the 'Housing Deals' (Woondeals – regional agreements on housing) and National Performance Agreements, and for Large Scale Homebuilding Locations.
- 27** The government intends to amend the Structures (Environment and Planning) Decree. For industrial housing designs with full type approval, the permit or building notification requirement for the technical construction activity will be replaced by an appropriate information requirement.
- 28** The government, project developers, builders and grid operators want new build projects to go ahead, including in areas with grid congestion. They are therefore working on agreements on congestion neutral grid connection of new build projects, for example by using an area budget and making arrangements on the use of flexible installations. Part of these proposals is to provide insight into the additional costs and to explore how these costs are to be apportioned in projects by these partners.
- 29** The government is working on nationwide requirements for grid aware homebuilding, so that the electricity demand of homes is as low as possible and households use the grid as smartly as possible.
- 30** The government has announced a crisis legislation programme to alleviate grid congestion.
- 31** The government is working on scaling up the measures from the crisis approach for the Flevopolder Gelderland Utrecht region to other areas, in order to resolve grid congestion.
- 32** The Task Force on Agriculture, Nature and Nitrogen has adopted a comprehensive package of measures to improve the conservation of nature areas and to facilitate the granting of permits at national level (including for homebuilding).

- 33** The government, municipalities and provinces are working together to identify bottlenecks relating to other homebuilding conditions and, where necessary, to take concrete steps and achieve breakthroughs.
- 34** The government, provinces and municipalities are committed to a cooperation agenda as part of the Housing Deals, under which public authorities jointly tackle specific bottlenecks at locations.
- 35** Over the coming period the government will coordinate a process in which central government, together with area partners (private and public), work on an area specific basis towards an implementation agreement for each National Large Scale Homebuilding (NGW) area or location, in order to conclude comprehensive, concrete and reciprocal agreements on the homebuilding task for each NGW area.
- 36** The government will take targeted measures to accelerate homebuilding at large scale regional locations.
- 37** The government, provinces and municipalities will jointly establish the homebuilding programme for the 2027-2036 period in updated Housing Deals, in order to clarify the task in each region and municipality.
- 38** The government will encourage parallel planning to reduce the duration of planning processes (from six to two years on average) without amending legislation.
- 39** Through the implementation capacity programme, the government is providing support in the form of administrative capacity and expertise and a national homebuilding expertise centre.
- 40** The Ministry of the Interior and Kingdom Relations / Housing and Spatial Planning (BZK/VRO) will redesign the National Acceleration Roundtable (Landelijke Versnellingsstafel) on the basis of public private participation.
- 41** The government will make greater use of the instruments for administrative escalation, in order to break deadlocks at different levels of government.
- 42** The government will encourage and broaden public private, public public and public civil society cooperation, in order to enable the market, public authorities and civil society partners jointly to accelerate projects.

- 43** The government will give a more positive assessment to early-stage cooperation between municipal authorities and essential partners (such as housing associations) when allocating funds under the Homebuilding Incentive Scheme.
- 44** The government will, where possible, make agreements in the updated Housing Deals on homes for older people and students, in order to provide suitable accommodation for these groups.
- 45** The government will give special attention to housing for people with special care needs, including people with distressed and misunderstood behaviour.
- 46** The government will set up an interministerial working group for complete neighbourhoods, in order to enhance cross-domain cooperation, use of resources and policy development.
- 47** The government is building on the first steps taken in recent years to adopt a more integrated approach to area development.
- 48** The government is increasing the predictability of the financial instruments for homebuilding by, in principle, no longer amending the key conditions of ongoing grant schemes from 2027 onwards, unless changes demonstrably contribute to the efficiency and effectiveness of the grant funding.
- 49** Within the Housing and Spatial Planning (VRO) domain, the government will deploy the various special-purpose grants in a more coordinated way, in order to better support integrated area development.
- 50** The government will draw up integrated business cases for the physical and social domains and make proposals for an alternative financing approach that contributes to integrated area development.

Let's get to work!

Elanor Boekholt-O'Sullivan

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