

BOLSOVER DISTRICT COUNCIL

Meeting of the Planning Committee on 9th July 2025

Five-Year Housing Land Supply – Annual Position Statement (2025/26-2029/30)

Report of the Portfolio Holder for Growth

Classification	This report is Public.
Contact Officer	Neil Oxby. Principal Planning Policy Officer.

PURPOSE/SUMMARY OF REPORT

To update Members on housing land supply and to approve the publication of the Council's Annual Position Statement on the Five-Year Housing Land Supply as at 1st April 2025 for the period 2025/26 to 2029/30.

REPORT DETAILS

1. Background

- 1.1 A council's five-year housing land supply essentially looks forward, requiring an analysing of planning data and engagement with developers & housebuilders to forecasting when and how housing sites will be built-out.
- 1.2 The Local Plan for Bolsover District was adopted on 4th March 2020 covering a period of 2014 to 2033 for housing requirements and identifying a need to delivering land to meet a requirement of 272 dwellings per annum (dpa). Under Regulation 10A of the of the Town and Country Planning (Local Planning) (England) Regulations 2012, as amended, the Council is required to complete a review of its local plan every five years, starting from the date of adoption of the Local Plan.
- 1.3 The Planning Committee at its meeting of 19th February 2025 considered the Five-Year Review of the Council's adopted Local Plan for Bolsover District (LPR). The Local Plan has been very successful in delivering development within the district, however, changes were introduced by the National Planning Policy Framework (NPPF) and national planning guidance in December 2024. These changes included amendments to how local housing need was calculated, with a significant increase in the housing requirement for Bolsover and substantial changes were made to national policy on the approach to the Green Belt. Given these changes, it was concluded through the LPR that an update of the Local Plan was required. Subsequently the Planning Committee of 14th April 2025 approved a revised Local Development Scheme for the Council which set out the

timetable for an updated / new Local Plan to come forward, with work formally commencing in June 2027.

- 1.4 It is a requirement of the NPPF that local planning authorities should identify and update annually a supply of specific deliverable sites sufficient to provide a minimum of five years' worth of housing against their housing requirement set out in adopted strategic policies or against their local housing need where the strategic policies are more than five years old (unless these strategic policies have been reviewed and found not to require updating). Following the conclusions of the LPR the five year supply has to be considered against the local housing need set out under national planning policy and guidance.
- 1.5 Members will be aware that where a Council cannot demonstrate a Five-Year Housing Land Supply, under paragraph 11 of the NPPF planning applications for housing fall to be considered in the context of 'the presumption in favour of sustainable development' as relevant local plan policies for the supply of housing may not be considered up to date. Whilst the absence of a Five-Year Housing Land Supply is not conclusive in favour of the grant of planning permission, the Secretary of State and their Inspectors place significant to great weight on the need to demonstrate a Five-Year Housing Land Supply when considering appeals against the refusal of planning applications for housing developments.
- 1.6 In addition, councils are also subject to the Housing Delivery Test undertaken by the Government. The Test measures net homes delivered in a local authority area against the homes required and considers past delivery of housing by a local planning authority and informs whether a buffer is required in relation to the local housing need.

2. Details of Proposal or Information

- 2.1 The Annual Statement has been prepared covering the position for period the 1st April 2025 to 31st March 2030.
- 2.2 The core components of a Council's Five-Year Housing Land Supply calculation are the number of homes needed per annum, the amount of any historic shortfall and the amount of future deliverable housing supply. These components are discussed below.

Local housing need

- 2.3 The NPPF sets out that *"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 practice guidance."* The standard method determines the minimum number of homes needed as a starting point to establish a housing requirement for the District. As the Local Plan is more than five year old and the LPR identified the need for the Plan to be updated, the Council is required to use the standard method in calculating the local housing need. This reflects a formula set out by the Government in Planning Practice Guidance Housing and Economic Needs Assessment (PPG) which was amended in December 2024.

- 2.4 The amended PPG is based on:
- a) the housing stock for a district rather than demographics available from government statistics release in May of each year, and
 - b) an amended affordability factor which is averaged over a five-year period, available from government statistics available in March of each year
- 2.5 To calculate the current local housing need for Bolsover District, the Council has used the latest stock figure (May 2025) and the latest amended affordability factor (March 2025) in accordance with the revised standard method. This calculation leads to the current local housing need being 360 dpa.
- 2.6 Whilst the base date for the five-year supply is 1st April 2025, we have used the stock figure release on 22nd May 2025. This is considered to have a limited impact on the calculation as the difference between the May 2024 and May 2025 figures is an increase of 3 dpa, therefore resulting in an increase in the local housing need figure of 15 dwellings over the five-year period.
- 2.7 In addition to the local housing need, the NPPF paragraph 78, has reintroduced the requirement for the supply of deliverable sites to include a buffer, which for the Council would be 5%. This is identified in the NPPF as “*ensure choice and competition in the market for land.*”
- 2.8 Therefore, applying a 5% buffer to the local housing need figure of 360 dpa results in a housing requirement for Bolsover District of 378 dpa.

Housing delivery

- 2.9 The Local Plan for Bolsover District has a base date of 2014 for housing delivery and, as a result, any shortfall in housing delivery against the 272 annual housing requirement from this date to 31st March 2025 need to be identified and addressed going forward. In future years this will need to be reviewed against the local housing need plus the relevant buffer.
- 2.10 Table 1 identifies that between the 1st April 2014 and the 31st March 2025, the number of housing completions, i.e. those that have reached the ‘ready for occupation’ stage, has exceeded the annual requirement by 959 dwellings.

Table 1: Housing completions (net) against the Local Plan annual requirement to 31st March 2025.

Year	Annual Requirement	Completions (Net)	Variance
2014/15	272	253	-19
2015/16	272	325	+53
2016/17	272	290	+18
2017/18	272	248	-24
2018/19	272	291	+19
2019/20	272	439 *	+167
2020/21	272	446	+174
2021/22	272	537	+265
2022/23	272	491	+219

2023/24	272	359	+87
2024/25	272	404	+132
Total	2,992	4,083	+1,091

* Note: Due to the Covid-19 national lockdown measures, the annual site survey to determine the number of completions was carried out in mid-July 2020 rather than at the beginning of April as in normal years. The recorded figure has not been adjusted in recognition that a large number of housing sites experienced either shutdowns in construction or slower rates of building during the period April to July 2020. However, whilst it may include dwellings completed after April 2020 which otherwise would have been recorded in the period 2020/21, the uplift in the number of completions is principally considered to reflect the greater number of sites currently under construction across the District than in previous years.

- 2.11 This trend of completions being greater than the annual requirement over most years of this period indicates that the District’s housing market is performing strongly and is in good health. It also reflects the fact that the Council has pursued a growth agenda in recent years and this has seen additional housing coming forward through ‘windfall’ sites alongside the Local Plan for Bolsover District’s planned housing site allocations. In addition, this trend should also have the intended effect of depressing any growing unaffordability in house prices as supply is on the face of it outstripping demand, albeit recent increases in the rate of inflation and interest rates are likely to lead to a downward trend in the number of new houses built in the short-term.
- 2.12 The Housing Delivery Test is a further annual measurement used by the government to assess how well local planning authorities are meeting their housing requirements. It considers housing delivered over a three year period against the housing requirement for the same period. Where there has been significant under delivery of housing the NPPF requires that the supply of specific deliverable sites should include a buffer of 20%. The Council has no record of under delivery¹ over the monitoring period and has passed the Housing Delivery Test each year since its introduction in 2018. Consequently, there is no actions for Bolsover DC arising from the Test.

Housing supply

- 2.13 Paragraph 78 of the NPPF requires the Council to only include ‘deliverable’ sites within its Five-Year Housing Land Supply. Deliverable is defined in Annex 2 of the NPPF as follows:

“To be considered deliverable, sites for housing should be available now, offer a suitable location for development now, and be achievable with a realistic prospect that housing will be delivered on the site within five years. In particular:

- a) sites which do not involve major development and have planning permission, and all sites with detailed planning permission, should be considered deliverable until permission expires, unless there is clear evidence that homes will not be delivered within five years (for example because they are no longer viable, there is no longer as demand for the types of units or sites have long term phasing plans);

¹ Housing Delivery Test: 2023 measurement released 12th December 2024 identified a 260% measure for Bolsover DC (The trigger for action is a measure of 95% or less.

b) where a site has outline planning permission for major development, has been allocated in a development plan, has a grant of permission in principle, or is identified on a brownfield register, it should only be considered deliverable where there is clear evidence that housing completions will begin on site within five years.”

2.14 In determining whether sites within the housing supply are deliverable or not, the above NPPF definition and guidance set out in Planning Practice Guidance has been followed. This has included surveying the promoters of major sites with both detailed and outline planning permission and sites allocated in the Local Plan to understand where possible their intentions for the site and to seek clear evidence on whether housing completions will begin on site within five years. The Council has taken a robust approach in relation to considering what elements of our housing land supply can be considered to be deliverable over the next five years.

Assessment of the Five-Year Housing Land Supply

2.15 The Council has consistently followed the Sedgefield method when assessing its Five-Year Housing Land Supply and so has always planned to meet any shortfall within 5 years rather than across the whole of the Plan period (the Liverpool method).

2.16 Table 2 below shows the Local Plan requirements set against the deliverable housing supply over a five-year period from 1st April 2025. The supply for housing delivery on minor sites is reflected over a three year period with the loss of dwellings being identified in the first year.

Table 2: Deliverable supply set against the housing requirement.

Year	Housing Requirement Figure pa.	Anticipated Housing Supply Deliverable pa.	Cumulative Housing Requirement	Anticipated Cumulative Housing Supply Deliverable	Anticipated Delivery over Local Plan requirements
2025/26	378	608	378	608	
2026/27	378	445	756	1,053	
2027/28	378	418	1,134	1,471	
2028/29	378	342	1,512	1,813	
2029/30	378	338	1,890	2,151	261 dwellings

2.17 This table shows that the potential deliverable supply exceeds the requirement throughout the five-year period. The Council anticipates that 2,151 deliverable dwellings will come forward, with 261 dwellings in excess of the Local Plan requirements meaning the Council can demonstrate that it has in excess of a 5-year deliverable supply.

- 2.18 To calculate the extent of the Council's deliverable supply, it is necessary to divide the cumulative deliverable supply (2,151 dwellings) by our annual requirement (378 dwellings pa). The Council can show 5.69 years of deliverable housing land supply for the period 2025/26 to 2029/30.
- 2.19 Appendix A sets out the Council's annual position statement of its Five-Year Housing Land Supply. Appendix B sets out a full list of major development sites and their contribution to the Council's Five-Year Housing Land Supply.

3. Reasons for Recommendation

- 3.1 The Council's Five-Year Housing Land Supply is a consideration of the amount of housing that is deliverable on housing sites within the District at the 1st April 2025 for a period of the next five years.
- 3.2 The assessment of the Five-Year Housing Land Supply is a technical exercise. Based on the above assessment the Council can still demonstrate that it has a Five-Year Housing Land Supply.
- 3.3 Following the meeting of the Planning Committee, the Annual Position Statement will be published on the Council's website.

4 Alternative Options and Reasons for Rejection

- 4.1 Not to update the Five Year Housing Land Supply Report approved at the Planning Committee of 22nd January 2025. However, this would not conform to national planning policy requirements and fails to provide the Council with a up-to-date position with regard to its Five-Year Housing Land Supply, which informs planning determination by the Council and, where it arise, at appeal.

RECOMMENDATION(S)

That the Planning Committee:

- 1) Notes the detailed issues set out in the report;
- 2) Approves the assessment of the Council's Annual Position Statement of Five-Year Housing Land Supply 2025 as set out at Appendix A;
- 3) Authorises the publication of the Annual Position Statement of Five-Year Housing Land Supply (Appendix A) and List of Major Development Sites and their contribution to the Council's Five-Year Housing Land Supply (Appendix B) on the Council's website; and
- 4) Gives delegated authority to the Assistant Director of Planning and Planning Policy in consultation with the Chair of Planning Committee to make any minor changes to the text or information referred to in recommendation 3) prior to publication.

Approved by Councillor Tom Munro, Portfolio Holder for Growth

IMPLICATIONS:

<p><u>Finance and Risk</u> Yes <input type="checkbox"/> No <input checked="" type="checkbox"/></p> <p>Details: The assessment of the Council’s Five-Year Housing Land Supply is part of its annual monitoring work. As such it can be funded from existing budgets. However, it is important that this budget is maintained in future years.</p> <p style="text-align: right;">On behalf of the Section 151 Officer</p>	
<p><u>Legal (including Data Protection)</u> Yes <input type="checkbox"/> No <input checked="" type="checkbox"/></p> <p>Details: The Council has a statutory duty to keep under review the matters which may be expected to affect the development of their area. The development of land for housing is a key issue that affects the growth of the district. There are no specific legal or data protection issues arising from this report.</p> <p style="text-align: right;">On behalf of the Solicitor to the Council</p>	
<p><u>Staffing</u> Yes <input type="checkbox"/> No <input checked="" type="checkbox"/></p> <p>Details: There are no human resources implications arising from this report.</p> <p style="text-align: right;">On behalf of the Head of Paid Service</p>	
<p><u>Equality and Diversity, and Consultation</u> Yes <input type="checkbox"/> No <input checked="" type="checkbox"/></p> <p>Details: There are no specific direct or indirect negative impacts on any person with a protected characteristic or any group of people with a shared protected characteristic arising from this report.</p>	
<p><u>Environment</u> Yes <input type="checkbox"/> No <input checked="" type="checkbox"/></p> <p>Details: Housing development is brought forward under the policies set out in the Local Plan, which seeks to support sustainable growth and the prudent use of resources, to mitigate against and adapt to the impacts of climate change and to enhance biodiversity.</p>	

DECISION INFORMATION:

<p><input checked="" type="checkbox"/> <i>Please indicate which threshold applies:</i></p>	
<p>Is the decision a Key Decision? A Key Decision is an Executive decision which has a significant impact on two or more wards in the District or which results in income or expenditure to the Council above the following thresholds:</p>	<p>Yes <input type="checkbox"/> No <input checked="" type="checkbox"/></p>
<p>Revenue (a) Results in the Council making Revenue Savings of £75,000 or more or (b) Results in the Council incurring Revenue Expenditure of £75,000 or more.</p>	<p>(a) <input type="checkbox"/> (b) <input checked="" type="checkbox"/></p>
<p>Capital (a) Results in the Council making Capital Income of £150,000 or more or (b) Results in the Council incurring Capital Expenditure of £150,000 or more.</p>	<p>(a) <input type="checkbox"/> (b) <input checked="" type="checkbox"/></p>

District Wards Significantly Affected: <i>(to be significant in terms of its effects on communities living or working in an area comprising two or more wards in the District)</i> Please state below which wards are affected or tick All if all wards are affected:	All <input checked="" type="checkbox"/>
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Is the decision subject to Call-In? <i>(Only Key Decisions are subject to Call-In)</i> If No, is the call-in period to be waived in respect of the decision(s) proposed within this report? <i>(decisions may only be classified as exempt from call-in with the agreement of the Monitoring Officer)</i> Consultation carried out: <i>(this is any consultation carried out prior to the report being presented for approval)</i> Leader <input type="checkbox"/> Deputy Leader <input type="checkbox"/> Executive <input type="checkbox"/> SLT <input type="checkbox"/> Relevant Service Manager <input type="checkbox"/> Members <input type="checkbox"/> Public <input type="checkbox"/> Other <input checked="" type="checkbox"/>	Yes <input type="checkbox"/> No <input checked="" type="checkbox"/> Yes <input type="checkbox"/> No <input checked="" type="checkbox"/> Yes <input checked="" type="checkbox"/> No <input type="checkbox"/> Portfolio Member for Growth
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Links to Council Ambition: Customers, Economy, Environment, Housing
<u>Environment</u> <ul style="list-style-type: none"> Ensuring all area, neighbourhoods and streets in the district, irrespective of housing tenure or type, are places where people want to live, feel safe, and are proud to live. <u>Housing</u> <ul style="list-style-type: none"> Enabling housing growth by increasing the supply, quality, and range of housing to meet the needs of the growing population.

DOCUMENT INFORMATION:

Appendix No	Title
A	Annual Position Statement of Five-Year Housing Land Supply (2025-2030)
B	List of Major Development Sites and their contribution to the Council's Five-Year Housing Land Supply

Background Papers <i>(These are unpublished works which have been relied on to a material extent when preparing the report. They must be listed in the section below. If the report is going to Executive, you must provide copies of the background papers).</i>
<ul style="list-style-type: none"> Monitoring of the completions of major and minor housing sites. Evidence regarding deliverability of major sites.