

BOLSOVER DISTRICT COUNCIL

Meeting of the Planning Committee on 8th July 2026

Five-Year Housing Land Supply – Annual Position Statement (2026/27-2030/31)

Report of the Portfolio Holder for Growth

Classification	This report is Public
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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 2026 for the period 2026/27 to 2030/31.

REPORT DETAILS

1. Background

National Planning Policy

- 1.1 The Government’s ambition is to significantly boost the supply of housing as expressed through the Written Ministerial Statement “Building the homes we need”, published 30th July 2024. This statement emphasises the importance the Government places on housing delivery and states that the nation is in the middle of the most acute housing crisis in living memory and underlined planned changes to restore and raise housing targets. These changes were subsequently introduced through the National Planning Policy Framework (NPPF), published 12th December 2024 and through revisions to the Planning Practice Guidance on Housing and Economic Needs Assessment and in the revisions to the standard method for determining local housing need.
- 1.2 The NPPF (2024) requires:
- That strategic policies should be informed by a local housing needs assessment, conducted using the standard method; and
 - Local planning authorities identify and update annually a supply of specific deliverable sites sufficient to provide a minimum of five years’ worth of

housing against the strategic policies in the local plan or against their local housing need where strategic policies are more than five years old¹. The supply of specific deliverable sites should include a buffer, which dependent on a variety of factors, will be 5% or 20%.

- 1.3 The housing land supply links plan policies and sites to deliver housing and involves forecasting when and how sites will be built, which is a core part of planning monitoring for local authorities. It requires the Council to engage with developers and housebuilders to gather information on when and how their housing sites will be delivered and to forecast the number of homes on their sites that will get built within the next five years and what will fall beyond that period.
- 1.4 A further requirement of the Government is for councils to meet the Housing Delivery Test. The Housing Delivery Test compares the net homes delivered over three years to the homes required over the same period. If housing delivery in an a local authority area has not met the required levels, the following measures must be applied by the local planning authority to boost housing delivery in future years:
 - Delivery below 95% of need – Production an Action Plan to assess the causes of under-delivery and identify actions to increase delivery.
 - Delivery below 85% of need – Apply a buffer of 20% to the Five Year Housing Supply requirement.
 - Delivery below 75% of need – Apply the NPPF presumption in favour of sustainable development where relevant policies of the Local Plan may be considered to be out of date for decision making.

Implications of not having a Five Year Housing Supply

- 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 are 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 determinative in favour of the grant of planning permission, the Secretary of State and their planning inspectors typically 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 The Government has consulted on substantial changes to national planning policy, which included a [draft NPPF December 2025](#). The draft NPPF proposes the introduction of national decision making polices, and changes to the presumption in favour of sustainable development. It is anticipated therefore that there will be changes to ‘the presumption in favour of sustainable development’ in the near future. As set out in this draft NPPF, the presumption in favour of sustainable development will be reflective of a proposed development’s location in relation to settlements, based on the following policies:

¹ Unless these strategic policies have been reviewed and found not to require updating.

- The principle of development within settlements (Policy S4).
- The principle of development outside settlements (Policy S5). The principle of development outside settlements includes permitting development which would address an evidenced unmet need including the provision of housing where a council could not demonstrate a five year supply of deliverable housing sites or scores below 75% in the most recent Housing Delivery Test.

Local Plan for Bolsover District 2020

- 1.7 The Local Plan for Bolsover District (March 2020) covers the period of 2014 to 2033 for housing requirements and sets out a need to deliver land to meet a requirement of 272 dwellings per annum (dpa). This local housing need was consistently above the standard method requirement² until changes were introduced in the standard method methodology in December 2024.
- 1.8 In accordance with Regulation 10A of the of the Town and Country Planning (Local Planning) (England) Regulations 2012, as amended, the Council undertook a review of the local plan, which is required every five years from the date of adoption of the Local Plan. The Council determined that a review of the Local Plan for Bolsover District was necessary, in large part due to the significant increases to local housing need targets, which meant under the NPPF paragraph 78 the local housing need is assessed on the basis of the standard method set out in national planning practice guidance.
- 1.9 Despite this, the Council has overseen the delivery of a significant number of homes since 2024/15. Table 1 below identifies that between the 1st April 2014 and the 31st March 2026, the number of housing completions, i.e. those that have reached the 'ready for occupation' stage, has exceeded the annual requirement by 1,157 dwellings overall.

Table 1: Housing completions (net) against the Local Plan annual requirement to 31st March 2026.

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
2025/26	378	444	+66
Total	3,370	4,527	+1,157

² March 2024 the standards method requirement for Bolsover District was 195 dwellings per annum

* 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.

- 1.10 This trend of the number of completions being greater than the annual requirement over most years of this period indicates that the District's housing market is performing strongly. It also reflects the fact that the Council has pursued a growth agenda in recent years, which has seen additional housing coming forward alongside the Local Plan for Bolsover District's planned housing site allocations. However, national planning policy does not permit this oversupply against the identified annual local housing need to be taken into account in the Five Year Housing Supply, albeit it should theoretically help dampen affordability challenges.
- 1.11 The housing delivery set out in Table 1 does mean, however, in relation to the Housing Delivery Test the Council has no record of under delivery³ over the monitoring period and has passed the Housing Delivery Test each year since its introduction in 2018. Consequently, there are no actions for Bolsover DC arising from the Test.

2. Details of Proposal or Information

- 2.1 An Annual Statement of the Council Five Years Housing Supply has been prepared covering the position for period the 1st April 2026 to 31st March 2031. (Appendix 1).
- 2.2 The core components of a Council's Five-Year Housing Land Supply calculation are the number of homes needed per annum, and the amount of future deliverable housing supply. As set out in Table 1, there is no historic shortfall to be taken into account.

Local Housing Need

- 2.3 The conclusion that the Local Plan for Bolsover District needs updating means that, under the NPPF, the local housing need is based on the standard method rather than the Local Plan figure. The standard method 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 available from government statistics release in May of each year, and
 - b) an affordability factor which is based on median house prices and median earnings for Bolsover District, which is averaged over a five-year period. The figure is available from government statistic released in March of each year.

³ 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).

- 2.5 To calculate the current local housing need for Bolsover District, the Council has used the latest stock figure (May 2026) and the latest amended affordability factor (March 2026). This calculation leads to the current local housing need being 368 dpa.
- 2.6 Whilst the base date for the five-year supply is 1st April 2026, the stock figure release on 22nd May 2026 has been used. This is considered to have a limited impact on the calculation as the difference between the May 2025 and May 2026 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 Given the Council’s past high level of delivery and that the Housing Delivery Test has been passed it is considered that a 5% buffer should be reflected in the local housing need, which is identified in the NPPF as “*ensure choice and competition in the market for land.*” Applying a 5% buffer to the local housing need figure of 360 dpa results in a housing requirement for Bolsover District of 386 dpa. The implication is that over the five year period from 1st April 2026 to 31st March 2031 there is a requirement for 1,932 homes, Table 2.

Table 2: Local Housing Need Based on the Standard Method and a 5% buffer.

Five Year Housing Requirement (Dwellings):	Multiplier/ Divider	Dwellings
Local Housing Need to provide a minimum of 5 years housing. Based on Standard Method Formula 5 x Local Housing Need	368	1,840
Add buffer (NPPF December 2024 - 5% buffer)	5%	92
Total five year requirement including buffer		1,932
Annual requirement including buffer	5 years	386

Housing Supply

- 2.8 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 with additional information being set out in Planning Practice Guidance Housing supply and delivery (PPG). Based on the NPPF and PPG the analysis of the five year housing land supply reflects the followings:
 - a) Major planning permissions with full permissions.
 - b) Outline applications where there is evidence that they are likely to come forward within the five year period.
 - c) Allocations applications where there is evidence that they are likely to come forward within the five year period.
 - d) Minor planning permissions (in broad terms less than 10 dwellings). These reflect both full and outline planning permission which have the benefit of consent in the last three years or have started.

- e) If applicable, sites having a grant of permission in principle or are identified on the brownfield register.
- f) If applicable, permitted development.
- g) Residential institutions which may include care houses, houses in multiple occupation and children's homes.

The figures take into account any losses.

2.9 In determining whether sites within the housing supply are deliverable or not, promoters of major sites with both detailed and outline planning permission and sites allocated in the Local Plan have been contacted with a view to obtaining a response to understand their intentions for the site. 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

2.10 Table 3 identifies the standard method local housing need requirements set against the anticipated deliverable housing supply over a five-year period from 1st April 2026. The supply for housing delivery on minor sites is reflected over a three year period. While it anticipated that supply will be significantly above local housing needs for the first three years, thereafter, it falls behind the requirement. The consequence is that over the five year period there is a shortfall of 71 dwellings against the local housing need. Appendix 2 sets out the major development sites and their contribution to the Council's Five-Year Housing Land Supply.

Table 3: Deliverable supply set against the housing requirement.

Year	Housing Requirement Figure pa. (Standard Method)	Anticipated Housing Supply Deliverable pa.	Anticipated delivery over or shortfall
2026/27	386	434	
2027/28	386	455	
2028/29	386	401	
2029/30	386	317	
2030/31	386	254	
5 Year requirement (rounded up)	1,932	1,861	- 71

Five Years Housing Land Supply (2026/27 to 2030/31)

- 2.11 The Five Year Housing Land Supply is set out in Table 4. This Table identifies there is a shortfall in the potential deliverable supply of 71 dwellings against the Standard Method Local Housing Need (as adjusted for May 2026 stock figure). This means the Council has a housing land supply of 4.82 years.

Table 4: Five Year Housing Supply as at 31st March 2026 (adjusted for May 2026 Stock Figure).

Five Year Housing Requirement	Buffer 5%
Standard Method based on Affordability March 2026 & Stock May 2026 (368 dwellings per annum)	1,840
Buffer	92
Five Year requirement with a 5% buffer	1,932
Annual requirement with a buffer	386
Supply 1st April 2026	
Majors Net	1,563
Minors Net	271
Residential Institutions	7
Total Supply	1,861
5 year housing supply requirement	4.82
Oversupply / undersupply of dwellings	-71

Source: Bolsover District Council

- 2.12 The implication of this assessment is that the Council is not able to demonstrate a five-year housing land supply of deliverable sites for the period 2026/27 to 2030/31.
- 2.13 Under paragraph 11 and footnote 8 of the current NPPF (2024), the most important policies within the Local Plan for Bolsover District for determining a housing application are thereby considered out of date and permission should be granted unless a proposal is in a protected area (as defined by the NPPF) or where the harms caused by the proposed development significantly and demonstrably outweigh its benefits.
- 2.14 The decision maker has a duty to consider whether planning permission should be granted according to the Development Plan as a whole unless other material consideration indicate otherwise⁴. However, the NPPF and the application of sustainable development under paragraph 11 will be a significant material consideration in any determination. Consequently, any refusal must be based on

⁴ Section 38(6) of the Planning and Compulsory Purchase Act 2004 provides that, if regard is to be had to the development plan for any determination, then that determination must be made in accordance with the plan, unless material considerations indicate otherwise.

proper, sound, and demonstrable reasons showing that the proposed development's harms outweigh its benefits under NPPF, paragraph 11.

- 2.15 It is noted that this lack of a five-year housing land supply of deliverable sites for the period 2026/27 to 2030/31, albeit however slightly, may lead to an increase in speculative applications on land situated in the countryside beyond development envelopes where any refusal may be overturned at appeal. However, this may also lead to the Council adding to its housing land supply and regaining a five-year housing land supply of deliverable sites.

3. Reasons for Recommendation

- 3.1 The Council's Five-Year Housing Land Supply is an assessment of the amount of housing that is deliverable on housing sites within the District at the 1st April 2026 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 national planning policy requirements, on monitoring of housing sites and an analysis of the data from various sources. Based on the assessment carried out, the Council cannot demonstrate a Five Year Housing Land Supply and therefore the most important policies within the Local Plan for Bolsover District for determining a housing application are thereby considered out of date.
- 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 9th July 2026. 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 arises, at appeal.

RECOMMENDATION(S)

That the Planning Committee:

- 1) Notes the detailed issues set out in the report including that the Council anticipated "Five Year Housing Land Supply" has been assessed at 4.82 years with has the implications set out in the report;
- 2) Approves the assessment of the Council's Annual Position Statement of Five-Year Housing Land Supply 2026 as set out at Appendix 1;
- 3) Authorises the publication of the Annual Position Statement of Five-Year Housing Land Supply (Appendix 1) and List of Major Development Sites and their

contribution to the Council's Five-Year Housing Land Supply (Appendix 2) on the Council's website; and

- 4) Gives delegated authority to the Interim Strategic Director: Economic Growth, in consultation with the Chair of Planning Committee, to make any appropriate changes to the assessment, assumptions and process as necessary to take account of new government guidance, case law, best practice and valid stakeholder comments.

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"/> Please indicate which threshold applies:</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>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>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>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.</p>	<p>Yes <input type="checkbox"/> No <input checked="" type="checkbox"/></p> <p>(a) <input type="checkbox"/> (b) <input checked="" type="checkbox"/></p> <p>(a) <input type="checkbox"/> (b) <input checked="" type="checkbox"/></p> <p>All <input checked="" type="checkbox"/></p>
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<p>Is the decision subject to Call-In? <i>(Only Key Decisions are subject to Call-In)</i></p> <p>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></p> <p>Consultation carried out: <i>(this is any consultation carried out prior to the report being presented for approval)</i></p> <p>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"/></p>	<p>Yes <input type="checkbox"/> No <input checked="" type="checkbox"/></p> <p>Yes <input type="checkbox"/> No <input checked="" type="checkbox"/></p> <p>Yes <input checked="" type="checkbox"/> No <input type="checkbox"/></p> <p>Portfolio Member for Growth</p>
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<p>Links to Council Ambition: Customers, Economy, Environment, Housing</p>
<p><u>Environment</u></p> <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.

Links to Council Ambition: Customers, Economy, Environment, Housing

Housing

- 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
1	Annual Position Statement of Five-Year Housing Land Supply (2026-2031)
2	List of Major Development Sites and their contribution to the Council's Five-Year Housing Land Supply

Background Papers

(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).

- Monitoring of the completions of major and minor housing sites.
- Evidence regarding deliverability of major sites.