
Swindon Local Housing Needs Assessment

Overall Housing Need Update Annex

June 2025

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Introduction

- 1.1 A Local Housing Needs Assessment (LHNA) for Swindon Borough Council was published in November 2024. At the time that the report was published the December 2023 National Planning Policy Framework (NPPF) was extant and the principal outputs to the report were produced to align with this version NPPF and the Standard Method calculation within the associated Planning Practice Guidance (PPG) (published in December 2020). A consultation on a potential new NPPF and associated Standard Method calculation had begun, and the report therefore also contained outputs based on the Standard Method approach set out in the consultation document.
- 1.2 At the end of December 2024, the Government published a new NPPF alongside a new Standard Method within the revised PPG. The final published version of the Standard Method differed slightly from the approach set out in the consultation document. The new method has been designed to provide a figure that is more stable (as it does not fluctuate so much on an annual basis), is simple to calculate, and responds to the locations where housing is least affordable. The approach is still based on a standardised calculation using publicly available data.
- 1.3 This annex to the Council's LHNA sets out the new Standard Method calculation for Swindon as of June 2025 under the new Standard Method calculation. The annex then goes on to replicate the key outputs from the LHNA which are derived from the Standard Method figure; the type and tenure of housing needed, the requirement for specialist accommodation for older people and the requirement for accessible and adaptable housing. This annex will focus on the outputs of the modelling, with the methodology used the same as in the LHNA, which sets out in detail the approach used. To ensure the alignment of this annex with the original LHNA the modelling period of 2023 to 2043 is still used.

Overall housing need

- 1.4 This section describes the steps involved in the Standard Method, following the approach described in the PPG¹. It is important to note that the use of the Standard Method is required. Unlike under the earlier iterations of the NPPF, the December 2024 NPPF does not include scope to deviate from the Standard Method except in very limited and specific circumstances (such as in a National Park in which not all the source data is available).
- 1.5 This does not mean that the Council cannot decide to pursue a figure higher than that indicated by the Standard Method, as Paragraph 2 of the PPG² indicates the Standard Method identifies *'a minimum annual housing need figure and ensures that plan-making is informed by an unconstrained assessment of the number of homes needed in an area. It does not produce a*

¹ All the steps are described in paragraph 004 (Reference ID: 2a-004-20241212).

² Reference ID: 2a-002-20241212.

housing requirement figure. The latest approach is followed to calculate the housing need figure for Swindon. This section sets out the policy-off calculation of the Standard Method figure.

Step 1 – Setting the baseline

- 1.6 The baseline is set using the total existing housing stock for the area of the local authority sourced from the dwelling stock figures³ published annually by the Ministry of Housing, Communities and Local Government. The PPG indicates that a baseline annual growth of 0.8% of the existing stock of the area is appropriate, with the total from the most recent published data to be used. The most recent figures (published in May 2025) indicate that, as at the end of March 2024, there are 102,678 dwellings in Swindon. Applying the proposed figure of 0.8% gives a baseline figure of 821. The table below sets out the results of Step 1 of the Standard Method.

Table 1.1 Calculating the baseline figure in Swindon

<i>Local authority area</i>	<i>Totals dwellings in 2024</i>	<i>Baseline ratio</i>	<i>Baseline annual growth</i>
Swindon	102,678	0.8%	821

Source: 2024 Dwelling stock figures (2025)

Step 2 – An adjustment to take account of affordability

- 1.7 The baseline figure produced in Step 1 is then be adjusted to reflect the affordability of the area using the most recent median workplace-based affordability ratios. Paragraph 006 of the PPG describes that an affordability ratio is applied, to direct more homes to where they are most needed and to ensure that people aren't prevented from undertaking employment opportunities by the prohibitive cost of housing in the area near their proposed workplace.
- 1.8 The PPG is also absolute that the affordability adjustment also accounts for past under-delivery as described in Paragraph 011 of the PPG⁴, which states that *'the standard method identifies the minimum uplift that will be required and therefore it is not a requirement to specifically address under-delivery separately.'*
- 1.9 An affordability adjustment is only required where the ratio is higher than 5 and *'for each 1% the ratio is above 5, the housing stock baseline should be increased by 0.95%.'* The full formula is detailed in the PPG:

³ [Dwelling stock \(including vacants\) - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/publications/dwelling-stock-including-vacants) Paragraph 005 of the PPG (Reference ID: 2a-005-20241212) states that the dwelling stock is used to set the baseline as 'housing stock provides a stable and predictable baseline that ensures all areas, as a minimum, are contributing a share of the national total that is proportionate to the size of their current housing market.'

⁴ Reference ID: 2a-011-20241212

$\text{Adjustment factor} = \left[\frac{\text{five year average affordability ratio} - 5}{5} \right] * 0.95 + 1$

- 1.10 The table below sets out the results of Step 2 of the Standard Method calculation for Swindon. The baseline figure, adjusted to take account of the most recent five-year affordability ratios in the Borough, is 1,196.

Table 1.2 Adjusting to take account of affordability - Swindon

<i>Five year average of affordability ratio (2020 to 2024) (a)</i>	<i>Adjustment factor (((a-5)/5)*0.95)+1</i>	<i>Baseline figure</i>	<i>Baseline figure adjusted for affordability</i>
7.4	1.456	821	1,196

Source: Ratio of median house price to median gross annual workplace-based earnings by local authority (2024)

- 1.11 The final housing need in Swindon, as assessed using the Standard Method, is **1,196** dwellings per year. Paragraph 008 of the PPG⁵ notes that whilst *‘the standard method may change as the inputs are variable..., local housing need calculated using the standard method may be relied upon for a period of 2 years from the time that a plan is submitted to the Planning Inspectorate for examination.’*
- 1.12 As noted in Paragraph 012 of the PPG⁶, this approach provides an annual figure which can be applied to a whole plan-period. The Local Plan for Swindon is intended to run from 2023 to 2043 (20 years). The modelling of the Local Housing Need will therefore be presented up to 2043 to facilitate this.
- 1.13 Paragraph 40 of the PPG⁷ makes it clear that the Standard Method output represents a minimum starting point in determining the number of homes needed in an area and that an authority can choose to pursue a higher figure where that is appropriate.

Demographic outputs

- 1.14 The Standard Method figure of 1,196 per year means the Swindon must plan for an additional 23,920 households within the Borough over the 20-year plan period (1,196 * 20). This means the construction of notably more homes than is implied by the official projections as the affordability adjustment made in the Standard Method calculation lifts the housing need above the growth identified in the 2018-based household projections (as described in Chapter 4 of the LHNA). It is necessary to determine the profile of this additional household growth and

⁵ Reference ID: 2a-008-20241212

⁶ Reference ID: 2a-012-20241212

⁷ Reference ID: 2a-040-20241212

disaggregate the total local housing need so that appropriate accommodation can be provided for the whole population of Swindon up to and including 2043. Chapter 5 of the LHNA sets out the approach for disaggregating the local housing need into population and household change over the plan period.

- 1.15 The table below sets out the age profile of the population in Swindon in 2043 according to these population projections, in comparison to the age profile of the Borough at the start of the plan-period (2023). Those aged 75 or over are going to constitute a greater section of the population by the end of the modelling period – those aged 75 or over will rise from 18,213 in 2023 to 32,485 in 2043, an increase of 78.4%. Some 27.1% of all people in Swindon in 2043 will be aged 60 or over, with 30.3% aged under 30.

Table 1.3 Age of projected population in Swindon in 2043 compared with current age profile

<i>Age</i>	<i>2023 Population</i>	<i>2023 Percentage</i>	<i>2043 Population</i>	<i>2043 Percentage</i>
0-14	47,337	19.9%	46,140	15.8%
15-29	36,385	15.3%	42,377	14.5%
30-44	52,723	22.2%	63,671	21.8%
45-59	48,559	20.4%	61,116	20.9%
60-75	34,458	14.5%	46,755	16.0%
75+	18,213	7.7%	32,485	11.1%
Total	237,675	100.0%	292,544	100.0%

- 1.16 The table below sets out the number of households that will be resident in Swindon in 2043 disaggregated by broad household type according to these projections. The 2023 household profile is also presented as a reference point, as 2023 is the base date for this model.

Table 1.4 Projected household population in Swindon in 2043 by household type

<i>Household type</i>	<i>2023 Number</i>	<i>2023 Percentage</i>	<i>2043 Number</i>	<i>2043 Percentage</i>
One person	28,898	29.7%	38,951	32.1%
Couple with no children	25,459	26.2%	32,101	26.5%
Couple with child/children	26,542	27.3%	30,795	25.4%
Lone parent	9,602	9.9%	11,672	9.6%
Other*	6,783	7.0%	7,685	6.3%
Total	97,283	100.0%	121,203	100.0%

*Other households include multi-generational households, student households, households of unrelated people sharing accommodation as well as other groups.

Tenure and size of housing required

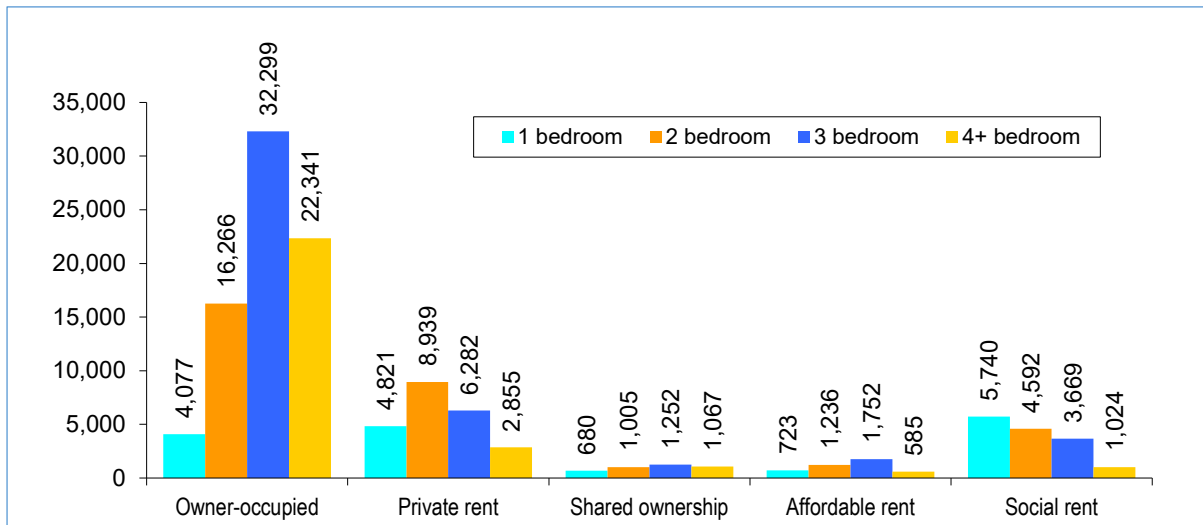
- 1.17 Chapter 5 of the LHNA explains how the profile of suitable accommodation for each household type is derived. This is then applied to the size of the household group in 2043. The accommodation profile required in 2043 is then compared to the current accommodation profile and the nature of additional housing required is derived. It should be noted that the model works by matching dwellings to households, so the figures are based on the change in number of households identified within the housing need calculations.
- 1.18 The table below shows the tenure profile required by households resident in Swindon in 2043, in comparison to the tenure profile recorded in the Borough at the start of the plan-period. The difference between these two distributions is the change required to the housing stock over this period. The results show that 55.6% of new housing in Swindon should be owner-occupied, 14.4% private rented, 11.8% should be Shared Ownership, 11.4% Affordable Rent and 6.8% Social Rent. It is important to note that whilst the net requirement for new Social Rented is smaller than the net requirement for new Affordable Rented homes this is because the current stock of Affordable rented accommodation is notably smaller than the existing Social rented stock. The largest requirement within the affordable sector at the end of the plan period in 2043 is still for Social Rented homes, some 77.8% of households in the affordable sector would require a Social Rented property rather than an Affordable Rented dwelling.

Table 1.5 Tenure of new accommodation required in Swindon over the 20-year modelling period

<i>Tenure</i>	<i>Base tenure profile (2023)</i>	<i>Tenure profile 2043</i>	<i>Change required</i>	<i>% of change required</i>
Owner-occupied	61,678	74,983	13,305	55.6%
Private rent	19,452	22,896	3,444	14.4%
Shared Ownership	1,179	4,004	2,825	11.8%
Affordable Rent	1,566	4,295	2,729	11.4%
Social Rent	13,408	15,025	1,616	6.8%
Total	97,283	121,203	23,920	100.0%

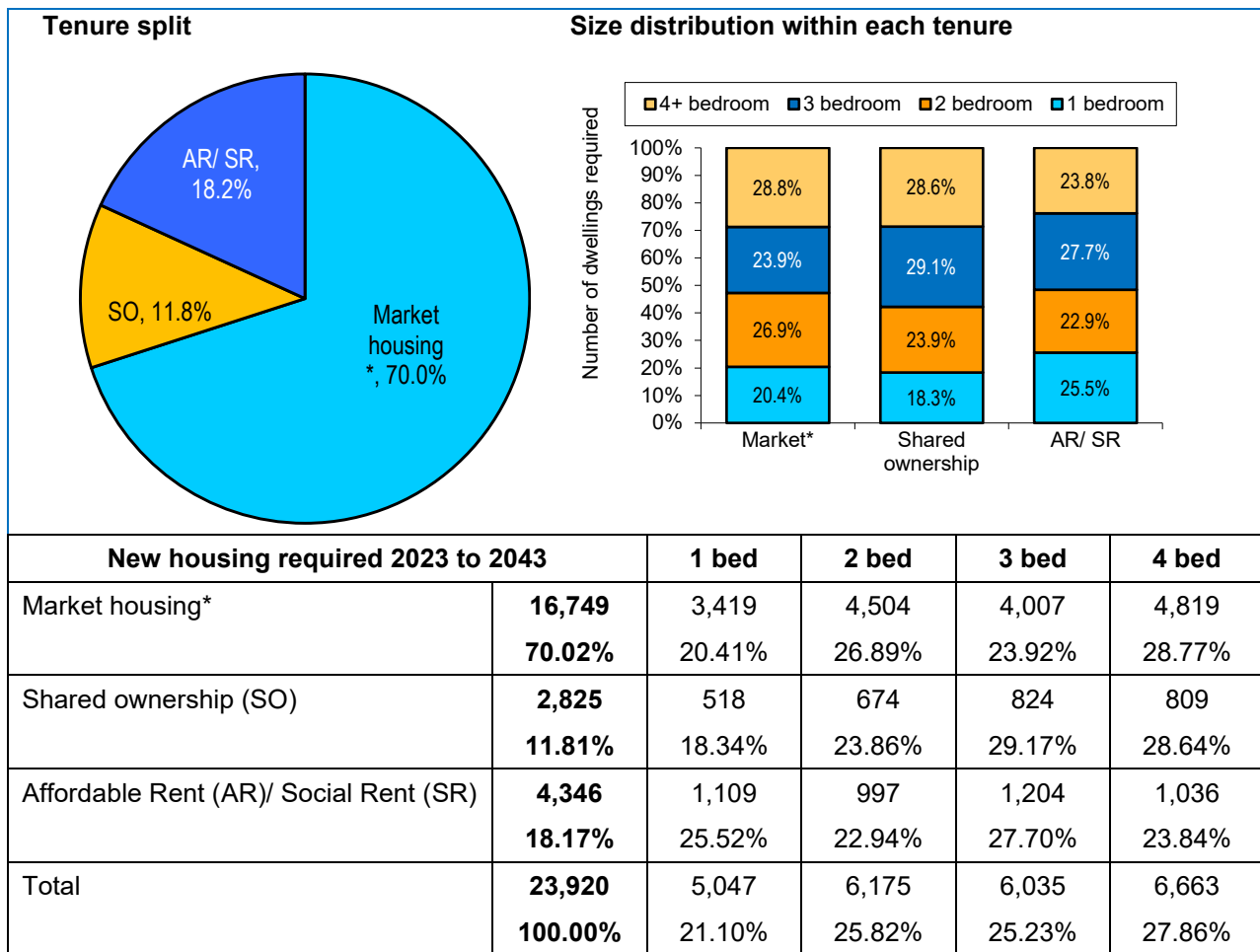
- 1.19 The modelling also identifies the size of new homes required within each tenure, which is presented in the figure below. Chapter 5 of the LHNA describes how this is derived. The figure below shows the ideal tenure and size profile of **all** housing in Swindon at the end of the plan period in 2043.

Figure 1.1 Ideal tenure and size profile for housing in Swindon in 2043



- 1.20 The net requirement for **new** housing is determined by deducting the current stock of housing in each tenure (detailed fully in Chapter 5 of the original LHNA report) from the gross requirement identified above. As the Council can only plan for new market accommodation as a whole, the owner-occupied and private rented tenures have been grouped together. Similarly, as new Affordable Rent accommodation can be generated by converting existing Social Rent into an Affordable Rented home once a tenancy has expired as well as through entirely new homes, the requirement for new homes across these two tenures is grouped.

Figure 1.2 Requirement for all new housing in Swindon over the plan period



*Market housing includes both owner-occupied and private rented.

Specialist accommodation for older person households

- 1.21 Chapter 7 of the LHNA details the housing requirements of specific groups of the population. The section on older persons identifies the requirement for specialist accommodation for this group, which arise from the change in the population identified within the Standard Method growth in Swindon over the plan period. Paragraphs 7.13 to 7.24 detail the methodology used to determine the current stock available, the future requirement and set out the definitions used for the different accommodation types profiled. This analysis has been replicated here in this annex, but the population growth is modelled on the new Standard Method figure of 1,196 per year.
- 1.22 The results of the modelling are set out in the table below. To meet likely future demand rates in 2043, the model identifies a requirement for 1,600 additional units of Sheltered housing for older people/ retirement housing and 534 additional Extracare units/ supported living housing in Swindon over the modelling period. Of the 1,600 new units of Sheltered housing for older people/retirement housing, some 57.6% should be market accommodation, with the remainder affordable. Of the 534 new Extracare housing/ supported living housing, 36.4% should be market and the rest affordable. These are Class C3 dwellings.

Table 1.6 Projected requirement for specialist accommodation for older person households in Swindon

<i>Type of specialist accommodation</i>	<i>Tenure</i>	<i>Base profile (2023)</i>	<i>Profile 2043</i>	<i>Additional units required</i>
Sheltered housing for older people/retirement housing	Market	392	1,314	922
	Affordable	1,419	2,097	678
	Total	1,811	3,411	1,600
Extracare housing/supported living housing	Market	56	250	194
	Affordable	222	562	340
	Total	278	812	534
All specialist accommodation for older person households	Market	448	1,564	1,116
	Affordable	1,641	2,659	1,018
	Total	2,089	4,223	2,134

- 1.23 The requirement for 2,134 additional specialist units for older person households represents 8.9% of the total household growth in Swindon for the period 2023 to 2043. The actual numbers and type of specialist accommodation needed may depend on changes in patterns of demand and expectations. It is therefore appropriate to consider this level of need with the acknowledgement that the form of accommodation delivered should not be too prescriptive.
- 1.24 As well as the need for specialist housing for older people, there will also be an additional requirement for Registered Care. As part of the process of projecting the future household typology within the disaggregation of the overall housing need figure the population that will reside in communal establishments is calculated.
- 1.25 The model identifies that, in 2043, there will be 1,490 people aged 65 and over in Swindon that will be resident in Registered Care. This implies that there will be a requirement for 323 additional Registered Care spaces between 2023 and 2043, of which 64.6% should be in the affordable sector and 33.4% within a market tenure. The table below details these calculations.

Table 1.7 Projected requirement for Registered Care for older persons in Swindon

<i>Tenure</i>	<i>Base profile (2023)</i>	<i>Profile 2043</i>	<i>Additional units required</i>
Market	244	358	114
Affordable	923	1,132	209
Total	1,167	1,490	323

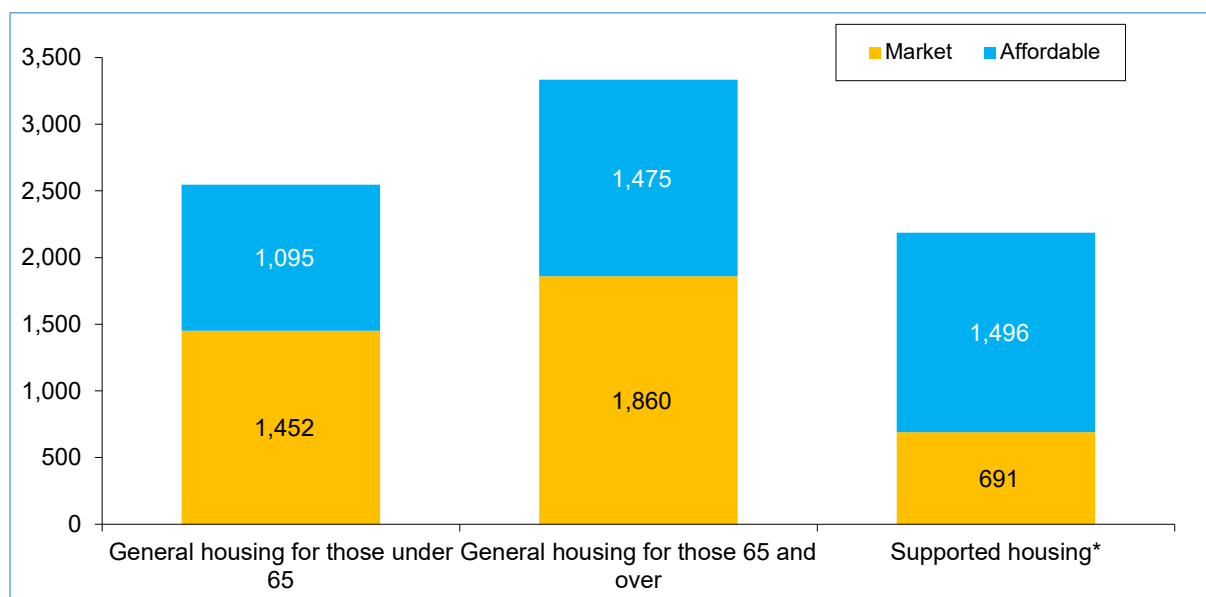
Accessible and adaptable housing

- 1.26 Chapter 7 of the LHNA goes onto look at the requirements of people with disabilities and within this section the report identifies the requirement for accessible and adaptable housing in

Swindon at the end of the plan period based on the demographic profile within the Standard Method housing need. Paragraphs 7.41 to 7.51 describe the approach used to model these figures. This analysis has been replicated here in this annex, but the population growth is modelled on the new Standard Method figure of 1,196 per year.

- 1.27 The figure below indicates the requirement for accessible and adaptable homes, in Swindon in 2043, differentiated by setting, age group and tenure. In total 8,069 accessible and adaptable homes are required in 2043 in Swindon, of which 4,003 should be in the market sector and 4,066 in affordable accommodation. Of the 8,069 accessible and adaptable homes required, 5,882 should be in the general housing stock and 2,187 in supported accommodation.
- 1.28 Whilst the future requirement for accessible and adaptable homes has been identified, there is limited information on the number of dwellings that fulfil this criterion in Swindon currently, and therefore there is not a detailed profile of the current stock from which to derive a net requirement. Overall, the requirement for 8,069 accessible and adaptable homes implies that a notable uplift will be required to the number of homes that meet this standard currently, and that by the end of the modelling period, around about 6.7% of the total stock should be available that meet this criterion. This is an estimated requirement for M4(2) Category 2 accessible and adaptable homes.

Figure 1.3 Number of accessible and adaptable homes required in Swindon in 2043

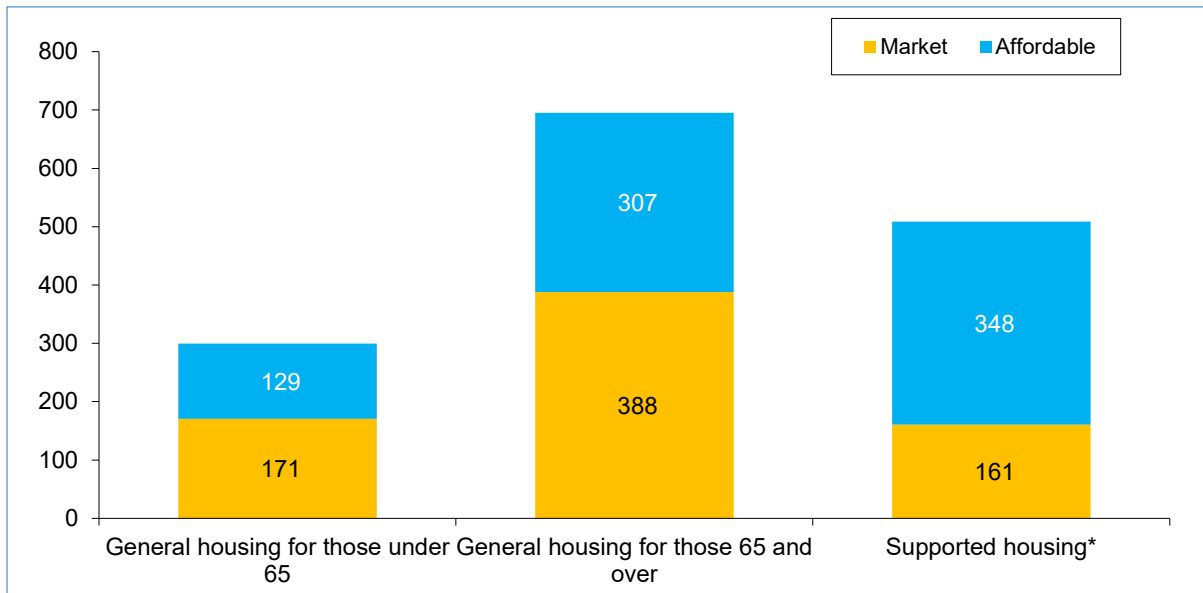


*Supported housing is specialist housing for older person households, such as those listed in Table 1.6.

- 1.29 There is also a requirement for M4(3) Category 3 homes - wheelchair user dwellings. The figure below indicates the requirement for wheelchair adaptable dwellings in Swindon in 2043, differentiated by setting, age group and tenure. In total, 1,503 wheelchair adaptable dwellings are required in 2043 in Swindon, of which 719 should be in the market sector and 784 in affordable accommodation. Of the 1,503 wheelchair adaptable dwellings required, 994 should be in the general housing stock and 509 in supported accommodation. Overall, the

requirement for 1,503 wheelchair adaptable dwellings will mean that by the end of the modelling period, about 1.2% of the total stock should be available to meet this criterion.

Figure 1.4 Number of wheelchair user dwellings required in Swindon in 2043



*Supported housing is specialist housing for older person households, such as those listed in table 1.6.

- 1.30 It is important to note that the PPG⁸ is clear that the suitability of these requirements should be assessed to determine whether they are viable, and also that the authority should not impose any further requirements to the building regulations beyond what is set out in the building regulations for M4(2) and M4(3a) dwellings.

⁸ Reference IDs: 56-003-20150327 & 56-008-20160519

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