

Five-year housing land supply statement

For period: 1st April 2023 to 31st March
2028 (published 1st November 2023)



SWINDON
BOROUGH COUNCIL

Five-year housing land supply statement

For period: 1st April 2023 to 31st March 2028

1. What is the purpose of this statement?

1.1. This statement sets out the Council's assessment of the housing land supply position for Swindon Borough. The purpose of this statement is to establish the extent to which the Council can fulfil the requirement to identify and maintain a five-year supply of land for housing. The time frame considered by this statement is the five-year period from 1st April 2023 to 31st March 2028.

1.2. This statement concludes that Swindon Borough has a housing land supply position of 4.87 years for the five-year period 1st April 2023 to 31st March 2028.

2. How much housing does Swindon need to plan for?

Swindon's Housing Requirement

2.1. The Swindon Local Plan 2026 (the Plan) was adopted on 26th March 2015. The Plan provides strategic planning policies for the borough which includes, at Policy SD2: The Sustainable Development Strategy, an ambitious housing requirement for delivering 22,000 new homes during the Plan period of 2011 to

2026. This housing requirement is stepped across the Plan period in anticipation of greater housing growth being delivered at the latter end of the Plan.

- 2.2. Whilst land supply should be measured against a housing requirement figure where the Plan was adopted in the last 5 years, paragraph 005 Reference ID: 68-005-20190722 of the Planning Practice Guidance (PPG) under the overall heading of 'Housing supply and delivery' and paragraph 74 of the National Planning Policy Framework (NPPF) makes clear that, in other circumstances, land supply should be measured against an area's local housing need figure. As the Plan was adopted more than 5 years ago, Swindon's supply of deliverable sites should be measured against Swindon's local housing need figure.

Swindon's Local Housing Need Figure

- 2.3. Policies within the adopted Local Plan are under review and the Swindon New Local Plan is currently being produced. Whilst the Plan Period and housing requirement for the New Local Plan have not yet been finalised, it is anticipated that the New Local Plan will cover at least a 20-year period; the current working assumption is from 2023 to 2043, with a vision extending to 2050.
- 2.4. A base date of 2023, which tracks the anticipated start of the New Local Plan period will be used within this 'standard method' calculation to determine Swindon's Local Housing Need figure. The 'standard method' calculation is shown below in Figure 1 and sets out a housing need of 999 dwellings per year (which is 4,995 dwellings over the five-year period). It is this local housing need figure which will be used within this calculation for assessing the Council's housing supply position.

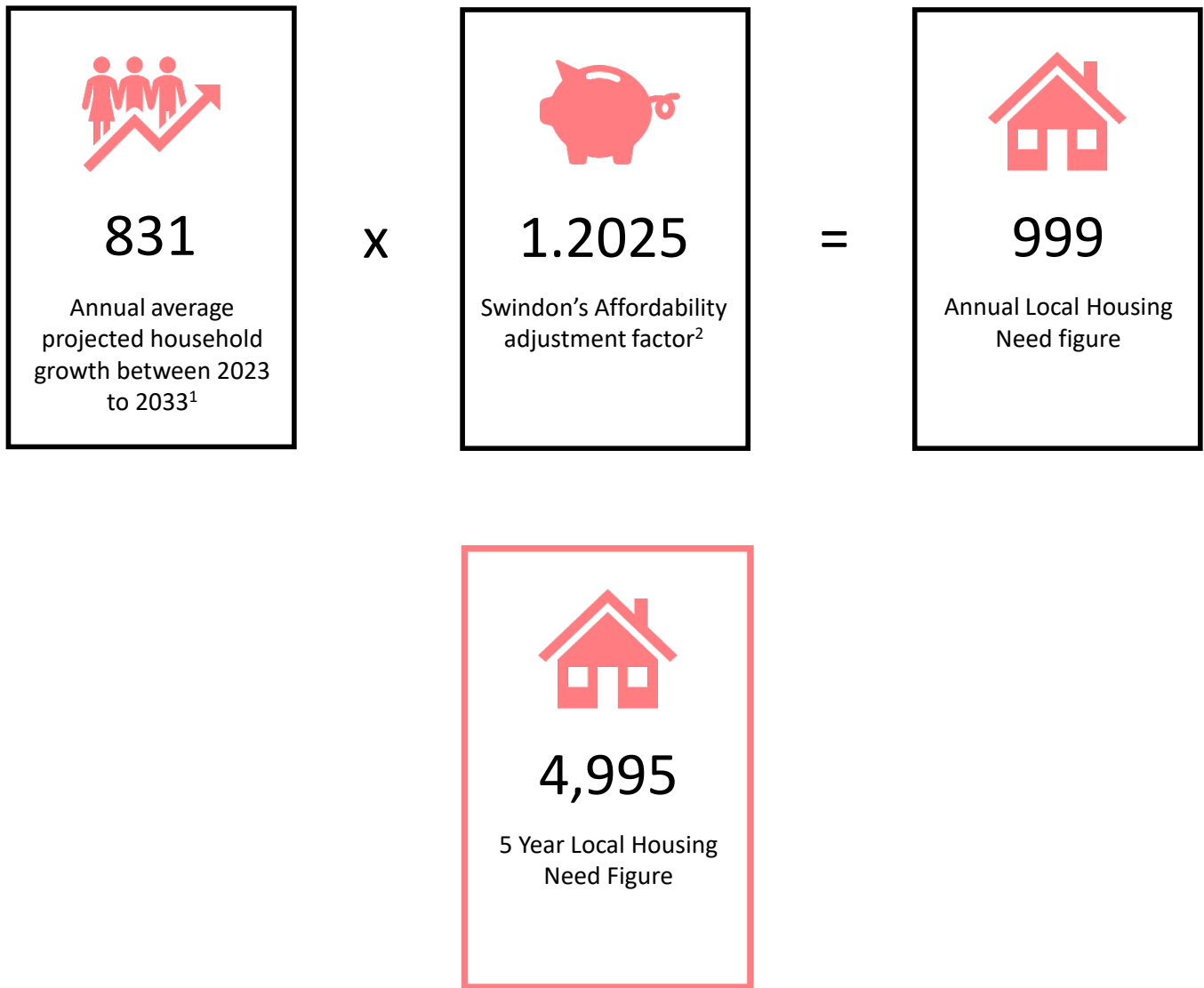


Figure 1: Swindon Borough's Local Housing Need

1 2014 based household projections used to calculate the annual average projected household growth of a 10-year consecutive period, as directed by 'step 1' of the standard method calculation in PPG chapter 'Housing and economic needs assessment'. <https://www.gov.uk/government/statistical-data-sets/live-tables-on-household-projections> Table 406.

2 Affordability adjustment factor determined with reference to the most recent median workplace-based affordability ratios (2022 base, reported Mar-23), as directed by 'step 2' of the standard method calculation in PPG chapter 'Housing and economic needs assessment'. <https://www.gov.uk/government/statistical-data-sets/live-tables-on-household-projections> Table 5c.

3. Housing delivery

- 3.1. The housing delivery performance of each relevant plan-making authority is measured on a yearly basis by Central Government through the Housing Delivery Test. The Housing Delivery Test is a backwards look over the previous three financial years and is a measurement of the net homes delivered against the number of homes needed over the same period.
- 3.2. The latest Housing Delivery Test results (published January 2022)³ show that, over the three-year period 1st April 2018 to 31st March 2021, the amount of housing delivered within Swindon Borough was at 92% of the amount needed. The HDT result previously for the period of 2017/18 to 2019/20 was at 95% and therefore the movement in local housing performance is therefore marginal between the two reporting periods. Whilst the Council acknowledges that housing delivery has fallen short of the overall local housing need figure needed during this period, it is important to note that delivery levels remain above the 85% threshold defined by the Housing Delivery Test as representing "significant under delivery".

Past housing delivery shortfalls

- 3.3 As noted prior, the Standard Method Local Housing Need figure is used within this statement as part of calculating the Council's housing supply position. The Council has moved from a plan review environment to a new Local Plan with a starting base date of 1st April 2023.

³ Housing Delivery Test results (published January 2022): Housing Delivery Test: 2021 measurement - GOV.UK (www.gov.uk)

3.4 In this statement, no allowance has been made for any shortfall in housing delivery, which may have occurred prior to the base date of the five-year period (before 1st April 2023). National planning policy guidance does not require local planning authorities to address housing shortfall arising before the start date for the Standard Method figure, given that it is accounted for through the adjustment made via the affordability ratio⁴. Any decision to address a shortfall in housing delivery is a policy matter which will be considered within the context of the new Local Plan to ensure a robust approach to housing delivery.

4. Housing buffer

4.1. Paragraph 74 of the NPPF states:

“The supply of specific deliverable sites should in addition include a buffer (moved forward from later in the plan period) of:

- a) 5% to ensure choice and competition in the market for land;*
- or*
- b) 10% where the local planning authority wishes to demonstrate a five year supply of deliverable sites through an annual position statement or recently adopted plan⁴⁰, to account for any fluctuations in the market during that year;*
- or*
- c) 20% where there has been significant under delivery of housing over the previous three years, to improve the prospect of achieving the planned supply⁴¹.”*

4.2. Footnote 41 of the NPPF and paragraph 022 Reference ID: 68-022-20190722 of the PPG under the overall heading of ‘Housing

4 Paragraph: 031 Reference ID: 68-031-20190722

supply and delivery' both confirm that 'significant under delivery' is determined by way of the Housing Delivery Test and corresponds to a Housing Delivery Test result below 85%.

- 4.3. The Council's interpretation of NPPF Para 74 is that a 20% buffer does not apply as there have not been significant under-delivery as defined against the Housing Delivery Test result (defined as less than 85% of need over the three-year housing delivery test period); a 10% buffer does not apply as this is not an annual position statement submitted to the Secretary of State. A 5% buffer has therefore been applied, as can be seen in Figure 5.

5. Swindon Borough's supply of housing land

- 5.1. For a site to fully or partially contribute towards the borough's supply of housing land, the PPG and the NPPF make clear that a site must first be considered 'deliverable' for housing.

Deliverable sites

- 5.2. In line with the definition of 'deliverable' set out at Annex 2: Glossary of the NPPF, sites with full / detailed planning permission for housing are presumed deliverable unless there is clear evidence that suggests otherwise. In addition, the NPPF glossary states that:

"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"

- 5.3. A trajectory of deliverable sites for the five-year period 1st April 2023 to 31st March 2028 is provided within the Annex E, F, G and

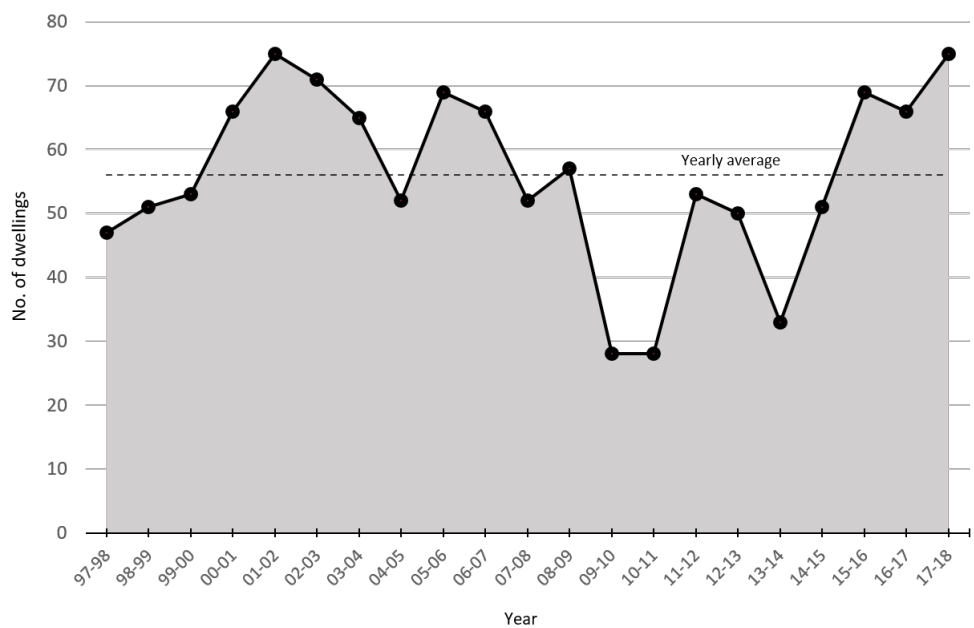
H of this statement. This trajectory is supported by:

- Empirical analysis of lead in times to different scale of housing development.
- Empirical analysis of build out rates.
- Extensive market engagement and intelligence from site agents and developers through a focused housing delivery questionnaire and follow-up information to arrive a site statements for higher risk aspects of the housing supply.

Inclusion of a windfall allowance

5.4. In addition to the above sources of ‘deliverable’ sites, paragraph 71 of the NPPF enables a windfall allowance to be included. The Council have included a windfall allowance as part of the borough’s land supply. This is a very modest allowance based upon small sites (under 5 units) and published in the Council’s SHELAA 2019 and replicated below in Figure 2. A further adjustment may be made to the windfall assessment following publication of an updated Strategic Land Availability Assessment (SLAA).

Figure 2: Number of dwellings completed on small windfall sites (<5 dwellings)



Inclusion of a non-implementation rate

- 5.5. Whilst annually there is a large amount of applications processed by Swindon Borough Council, the Council acknowledges that some of these do not move forward to deliver units, resulting in non-implementation of some planning permissions.
- 5.6. A detailed empirical review of planning applications has been undertaken which indicates in the 2021/2022 monitoring year (1st April 2021 to 31st March 2022) 2.5% of applications expired prior to and during that monitoring year. Moreover, during the 2022/2023 monitoring year (1st April 2022 to 31st March 2023) 7% of applications expired prior to and during that monitoring year. This provides an average of 4.75% of applications that are granted planning permission lapse. A non-implementation rate of 5% of non-commenced permissions has been subtracted from the overall land supply position. The non-implementation rate data will be reviewed as part of each statement publication.

Overview of Swindon's supply of housing land

- 5.7. There are 5,110 dwellings in Swindon's supply of housing land for the five-year period 1st April 2023 to 31st March 2028. Figure 3 provides a breakdown of supply for the 5-year period by supply source. Figure 4 provides a breakdown for the five-year period by parish (excluding windfall and the application of a non-implementation rate).

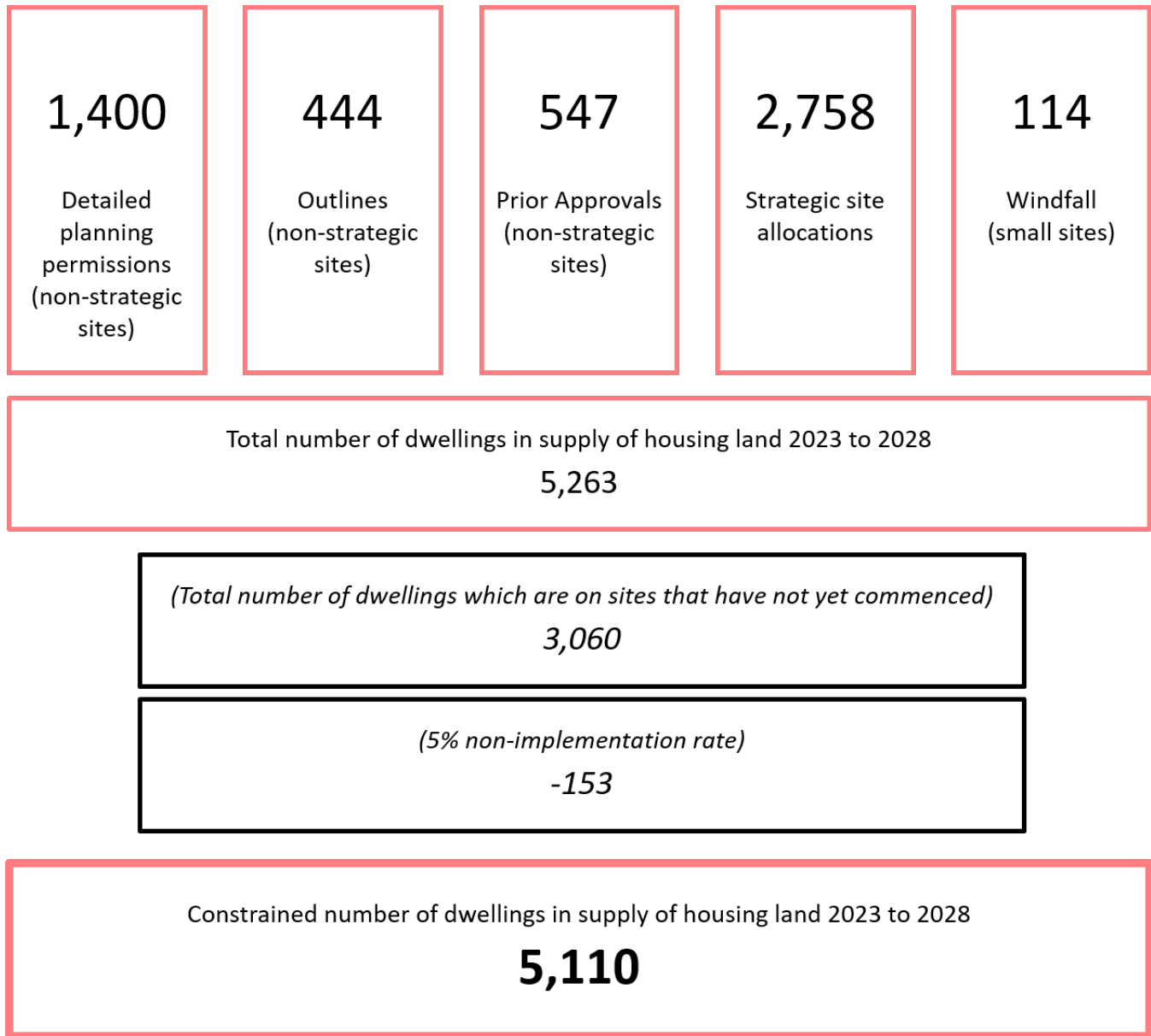


Figure 3: Supply source breakdown for five-year period with non-implementation rate applied

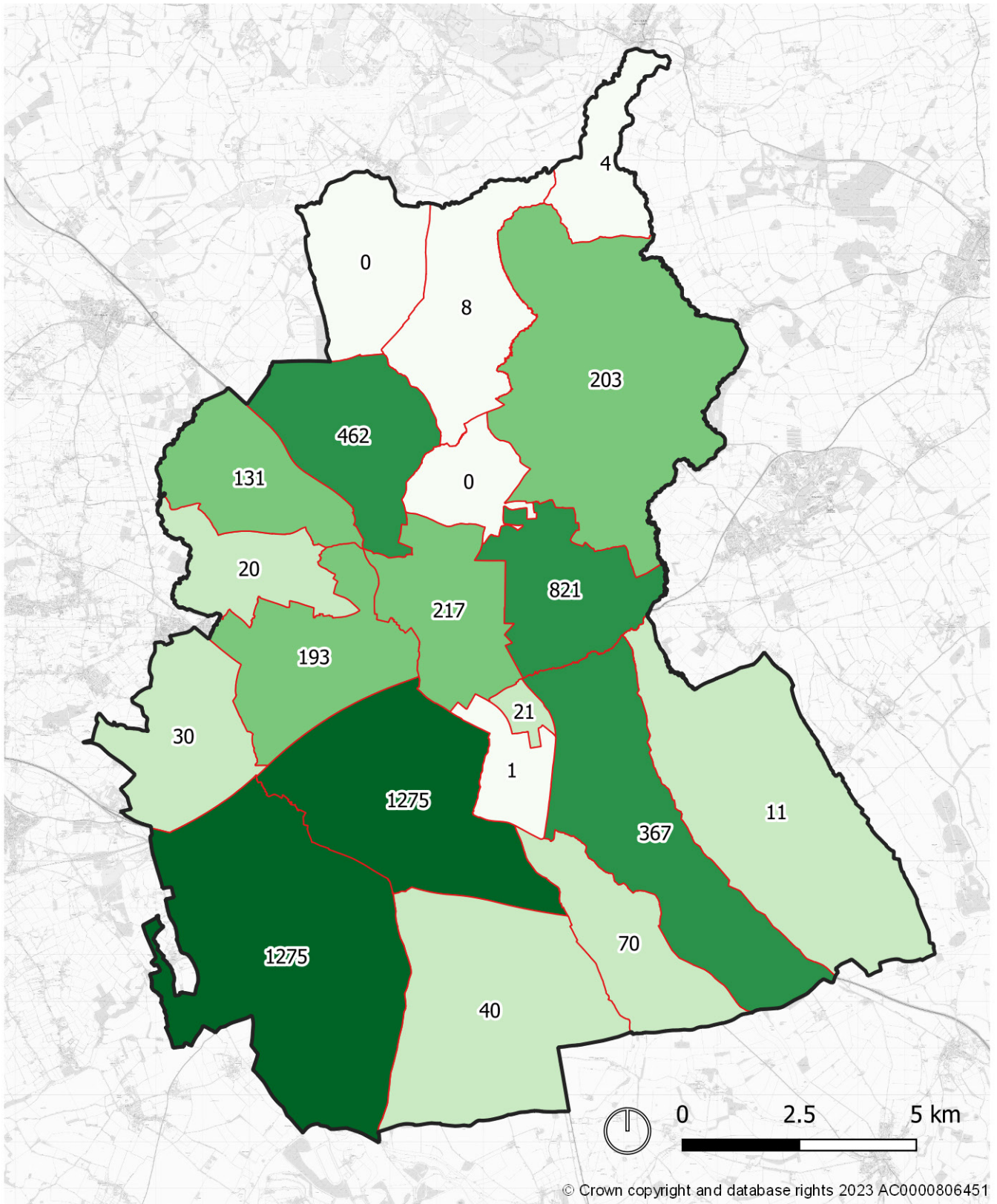
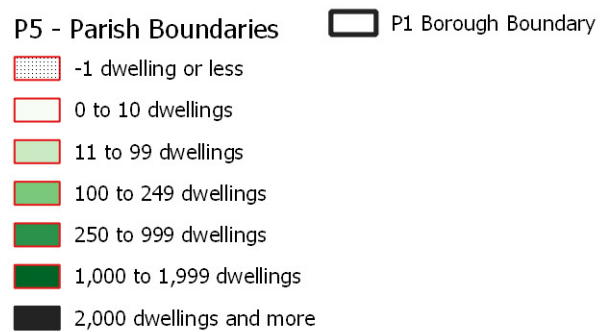


Figure 4: Total number of dwellings in 2023/28 5-year supply by parish (excluding windfall and non-implementation)



6. Swindon’s five-year housing land supply position

- 6.1. Figure 5 sets out Swindon’s five-year housing land supply calculation for the period 1st April 2023 to 31st March 2028. The calculation establishes the minimum target amount of housing that Swindon needs to plan for over that five-year period and compares this minimum target against the amount of homes due to be completed within the same time period on deliverable housing sites across the borough.
- 6.2. The calculation in Figure 5 concludes a land supply position of 4.87 years. The position has improved since the previous 2021 statement and the deviation from demonstrating a five-year supply is considered marginal.

Figure 5: Swindon’s five-year housing land supply calculation for period 1st April 2023 to 31st March 2028

Row ID	Input	Dwellings	
[A]	Minimum annual local housing need figure:	2023/24	999
		2024/25	999
		2025/26	999
		2026/27	999
		2027/28	999
[B]	Minimum local housing need figure for period 1st April 2023 to 31st March 2028:	4,995	
[C]	Delivery Shortfall	N/A	
[D]	Housing Buffer @ 5% of [B] + [C] :	250	
[E]	5-year housing land supply Total Requirement:	5,245	
[F]	Swindon’s supply of housing land for period 1st April 2023 to 31st March 2028:	5,110	
[G]	Swindon’s supply of housing land in years:	4.87	

7. Annexes

- Annex E – Detailed planning permissions (non-strategic sites);
- Annex F – Outlines (non-strategic sites);
- Annex G – Prior Approvals (non-strategic sites);
- Annex H – Strategic site allocations.

