



Stratford-on-Avon District Council 5 Year Housing Land Supply calculation at 31st March 2025

Background

1. This paper presents an update to the Stratford-on-Avon District Five Year Housing Land Supply calculation (5YHLS) as of 31st March 2025, for the five year period 1st April 2025 to 31st March 2030. It replaces the previous five year housing land supply figure of 2.74 years which was determined in an appeal decision issued in September 2025.¹
2. It has been prepared in accordance with paragraph 78 of the National Planning Policy Framework (NPPF) which requires 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 old³⁹. The supply of specific deliverable sites should in addition include a buffer (moved forward from later in the plan period)..."

3. Footnote 39 to para 78 states:

"Unless these strategic policies have been reviewed and found not to require updating. Where local housing need is used as the basis for assessing whether a five year supply of specific deliverable sites exists, it should be calculated using the standard method set out in national planning practice guidance."

The updated 5YHLS calculation at 31st March 2025

The requirement

4. The adopted Stratford District Core Strategy set a housing requirement of 14,600 homes over the period 2011-2030. This equates to an average annual requirement of 730 dwellings per annum(dpa). The Core Strategy was adopted in July 2016 and then subsequently reviewed in 2021. Referring to footnote 39 of the NPPF referenced above, whilst the housing requirement was found not to require updating at the time of the 2021 Review, there has been a subsequent change in circumstances following subsequent revisions to the National Planning Policy Framework (NPPF).

¹ [2025-09-03 Orchard Adjacent to Chutneys, Bordon Hill Appeal Decision](#)

- In December 2024, a revised NPPF was published alongside updates to the Planning Practice Guidance (PPG). Changes to the PPG included a revised standard method for calculating Local Housing Need. This saw Stratford-on-Avon District's Local Housing Need figure rise by over 100% to 1,126dpa, from the previous March 2024 LHN of 553dpa.

Table 1 – Stratford-on-Avon District Local Housing Need figures

Local Housing Need figures ²	Dwellings Per Annum
Local Housing Need using <i>Indicative</i> Standard Method (December 2020)	603
Local Housing Need using Standard Method (March 2021)	567
Local Housing Need using Standard Method (March 2022)	564
Local Housing Need using Standard Method (March 2023)	569
Local Housing Need using Standard Method (March 2024)	553
Local Housing Need using revised Standard Method (December 2024)	1,126
Local Housing Need using revised Standard Method (May 2025) ³	1,112

- The Plan Making section of the PPG refers to situations when local housing need changes as follows:

How often should a plan or policies be reviewed?

"...There will be occasions where there are significant changes in circumstances which may mean it is necessary to review the relevant strategic policies earlier than the statutory minimum of 5 years, for example, where new cross-boundary matters arise. Local housing need will be considered to have changed significantly where a plan has been adopted prior to the standard method being implemented, on the basis of a number that is significantly below the number generated using the standard method, or has been subject to a cap where the plan has been adopted using the standard method. This is to ensure that all housing need is planned for as quickly as reasonably possible."

[PPG Paragraph: 062 Reference ID: 61-062-20190315](#)

- It is acknowledged that an increase in Local Housing Need of over 100% amounts to a significant change in circumstances, meaning that the Core Strategy policy needs to be reviewed. Whilst a review has commenced in the form of the South Warwickshire Local Plan, this is not sufficiently advanced to be used for the purposes of an approved housing requirement. The PPG provides further guidance on such circumstances where existing policies are out-of-date:

² The Government do not routinely publish the outcomes of the standard method for each local authority and it is for each authority to follow the calculation in the PPG themselves. However others in the planning industry (notably Turley and the Land, Planning and Development Federation) publish annual figures for all authorities.

³ [The standard method of assessing housing need. Turley and LPDF Analysis – May 2025](#)

What are the implications for measuring 5 year supply of housing sites, in circumstances where the strategic policies need updating?

"Local planning authorities should identify and update annually a supply of specific deliverable sites sufficient to provide a minimum of 5 years' worth of housing against their local housing need in circumstances where strategic policies are more than 5 years old and need updating. The Framework makes clear that the presumption in favour of sustainable development should apply where an authority cannot demonstrate a 5 year supply of deliverable housing sites."

[PPG Paragraph: 067 Reference ID: 61-067-20190315](#)

8. Therefore as 1st April 2025 is the start of the first full monitoring year since the change to the standard method, the most recent Local Housing Need figure for Stratford District will now be used for the purposes of the 5YHLS calculation, instead of the Core Strategy requirement which is deemed to be out-of-date.
9. As table 1 indicates, since the standard method was revised in December 2024, more up-to-date data was released in May 2025, meaning that Local Housing Need can be recalculated. The most up-to-date figure available is that derived in May 2025, following the release of updated Dwelling Stock data⁴, combined with median workplace-based affordability ratios data which were released in March 2025⁵. Inputting these two data sources into the updated Standard Method calculation for Local Housing Need gives an annual figure of **1,112 dwellings**.⁶ Therefore the requirement over the five year period is **5,560 dwellings**.

Buffer

10. Paragraph 78 of the 2025 NPPF states that the supply of specific deliverable sites should in addition include a buffer (moved forward from later in the plan period) of either 5% to ensure choice and competition in the market or 20% where there has been significant under delivery of housing in the previous three years.
11. Significant under delivery of housing is measured against the Housing Delivery Test (HDT). Stratford-on-Avon's most recent Housing Delivery Test result, published in December 2024 was as indicated in Table 2.

⁴ [MHCLG Table 125: Dwelling stock estimates by local authority district](#) (published 22nd May 2025)

⁵ ONS - [House price to Workplace based earnings ratio](#) (published 24th March 2025)

⁶ Local Housing Need can be recalculated annually via the standard method in response to updated affordability ratio and housing stock data releases. See [PPG Paragraph: 009 Reference ID: 2a-009-20241212](#)

Table 2 – Stratford-on-Avon Housing Delivery Test: 2023 measurement⁷

	Housing requirement				Housing delivery				HDT Measurement	HDT Consequence
	2020-21	2021-22	2022-23	Total	2020-21	2021-22	2022-23	Total		
Stratford-on-Avon	401	567	564	1,532	811	1,643	1,444	3,899	254%	None

12. As Stratford-on-Avon delivered homes at 254% of the relevant housing requirement over the three year period, none of the consequences of the Housing Delivery Test as set out in paragraph 79 of the NPPF apply, and therefore the appropriate buffer to be applied to the housing requirement is 5% as indicated in NPPF para 78(a).

Deliverable supply

13. The Council’s supply of housing at 31st March 2025 has been assessed against the definition of ‘deliverable’ in the NPPF Glossary. This states:

Deliverable: 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 a demand for the type of units or sites have long term phasing plans).*
- 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.*

14. All sites included in the five year supply meet the deliverable criteria of either part (a) or part (b) of the NPPF Glossary definition. A summary of the Council’s supply of sites from the various different categories is set out in Table 3 below, with their Deliverable category indicated. For the 460 dwellings on major sites with outline permission which are category (b) sites, this relates to two sites and clear evidence supporting the delivery of completions within 5 years on these sites is presented in Appendix 1.

⁷ [Housing Delivery Test: 2023 measurement - GOV.UK](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/101422/Housing-Delivery-Test-2023-measurement.pdf)

Table 3 – Components of Five Year Housing Supply (1st April 2025 – 31st March 2030) ⁸

NPPF Glossary 'Deliverable' category	Deliverable Supply	Dwellings
(a)	Under Construction	1171
(a)	Initial Site Works Commenced	78
(a)	Full Permission Not Started	436
(a)	Outline Permission – Minor development sites	39
(b)	Outline Permission – Major development sites	460
(b)	No Permission (i.e. remaining CS allocations)	0
(b)	Resolution to Grant	0
(b)	Permission in Principle	0
	Total commitments	2218

Allowance for Older Persons accommodation

15. The PPG makes clear that authorities can include specialist housing for older people against their housing requirement:

"Plan-making authorities will need to count housing provided for older people against their housing requirement. For residential institutions, to establish the amount of accommodation released in the housing market, authorities should base calculations on the average number of adults living in households, using the published Census data."

[PPG, Paragraph: 016a Reference ID: 63-016a-20190626](#)

16. At 31st March 2025 there were extant permissions for 112 units of older persons accommodation in Stratford District⁹. This figure needs to be converted into an equivalent number of general dwellings to indicate the number released into the housing market by adults moving into specialist accommodation. The current national ratio for the total number of adults living in all households by the total number of households in England, is 1.9¹⁰ When this ratio is applied to this number of units of specialist accommodation, the resultant equivalent number of general dwellings that can be included within the supply is 59.

Small sites windfall allowance

17. NPPF para 75, states that:

"Where an allowance is to be made for windfall sites as part of anticipated supply, there should be compelling evidence that they will provide a

⁸ The full schedule of deliverable supply which lists the sites that comprise the commitments in this table is provided as Appendix 1 to this paper.

⁹ The extant permissions relating to these units of older persons accommodation are set out in Appendix 2.

¹⁰ [Housing Delivery Test measurement rule book - GOV.UK](#) Para 11

reliable source of supply. Any allowance should be realistic having regard to the strategic housing land availability assessment, historic windfall delivery rates and expected future trends. Plans should consider the case for setting out policies to resist inappropriate development of residential gardens, for example where development would cause harm to the local area."

18. Table 4 presents the number of completions on small windfall sites of 1-9 dwellings over the last 7 years. The mean average windfall completions over the last 7 years on small sites providing 1-9 dwellings has been 173.6 dwellings. This is reduced by 5% to ensure the allowance applied for future years is robust and can be viewed to be realistic, giving an annual allowance of 165dpa.

Table 4: Small windfall completions - past trends

Monitoring Year	Completions on sites of 1 - 9 dwellings
2018/2019	197
2019/2020	245
2020/2021	158
2021/2022	182
2022/2023	154
2023/2024	153
2024/2025	126
Mean average 2018/19 -2024/25	173.6
Mean average reduced by 5%	165

19. Taking into account the typical time period for unknown sites of this size to emerge, receive planning permission and be built out, the windfall allowance is applied after the first 3 years of the 5 year period (ie to years 2028/29 and 2029/30 only). This results in a total windfall allowance of 330 dwellings in the 5 year period.

The result

20. At 31st March 2025, the Council can demonstrate the equivalent of **2.21 years'** worth of housing land supply. The full calculation is set out in Table 5.

Table 5 – Update to Five Year Housing Land Supply Calculation at 31st March 2025 (for 5 year period 1st April 2025 to 31st March 2030)

			<i>Calculation Notes</i>
(a)	Stratford-on-Avon Local Housing Need at May 2025	1112	
(b)	5 Year Requirement	5560	<i>(a) x 5</i>
(c)	Add 5% buffer	5838	<i>(b) x 1.05</i>
(d)	Annualised Average	1167.6	<i>(c) / 5 years</i>
(e)	Deliverable Supply within 5 years	2,188	<i>Deliverable Supply in accordance with NPPF Annex 2 Definition</i>
(f)	Older Persons Residential Institutions (@1.9 adults per unit)	59	<i>112 older persons bedspaces in commitments at 31st March 2025</i>
(g)	Small Site Windfall allowance	330	<i>165dpa applied to Years 4 and 5 only</i>
(h)	Total Supply	2577	<i>(e) + (f) + (g)</i>
(i)	Number of Year's Land Supply	2.21	<i>(h) / (d)</i>
(j)	Surplus/Deficit of dwellings	-3261	