



Statement of Five-Year Housing Land Supply

1st April 2026

Published September 2026

Contents

1.0	Introduction	2
2.0	Requirement.....	3
a)	Local Housing Need.....	3
b)	Buffer	3
c)	Past Performance.....	4
d)	Five Year Land Supply Requirement	4
3.0	Supply	5
a)	Extant Planning Permission on Allocated Major Development Sites	6
b)	Extant Planning Permission on Unallocated Major Development Sites (Formerly Large Sites)	7
c)	Extant Planning Permissions on Non-Major Development Sites (Formerly Medium Sites (5-9 dwellings))	7
d)	Extant Planning Permissions on Non-Major Development Sites (Formerly Small Sites (1 - 4 dwellings))	7
e)	Remaining Allocated Sites within the Amended Core Strategy DPD	7
f)	Remaining Allocated sites within the Allocations & Development Management DPD	7
g)	Additional Sources of Supply	7
i.	C2 Specialist Accommodation	7
ii.	Houses in Multiple Occupation	8
iii.	Student Accommodation	8
h)	Calculation of Supply	10
4.0	Windfall Allowance	11
5.0	Five Year Land Supply Calculation.....	15
	Appendix 1: Five Year Housing Land Supply Trajectory	16

1.0 Introduction

- 1.1 This document sets out Newark & Sherwood District Council's ('NSDC') assessment of its Housing Land Supply from 1 April 2026 – 31 March 2031. This Statement is intended to meet the requirements of the National Planning Policy Framework ('NPPF') 2026 and the Planning Practice Guidance (PPG).
- 1.2 On 17 August 2026, a revised version of the National Planning Policy Framework ('NPPF') was published, and Annex D states that:

“Local planning authorities should identify and update annually a supply of specific deliverable sites. This should be sufficient to provide a minimum of five years’ worth of housing, assessed against their housing requirement in the development plan, or against their local housing need (calculated using the standard method) where the development plan housing requirement is more than five years old.”
- 1.3 Since the Amended Core Strategy DPD was adopted on 7th March 2019 and is now seven years old, the housing requirement is determined using the Local Housing Need (LHN) calculated by the Standard Method.
- 1.4 The application of the LHN figure should not be interpreted as indicating that the strategic policies of the ACS are out of date. Its use is solely to comply with the requirements of the NPPF.
- 1.5 For clarity, the assessment of sites for Gypsies and Travellers has been carried out separately.

2.0 Requirement

a) Local Housing Need

- 2.1 The Newark & Sherwood Amended Core Strategy DPD reached its fifth anniversary in March 2024. As a result, land supply calculations must now be based on Local Housing Need (LHN) calculated using the Standard Method. The LHN has been calculated using the 2026 dwelling stock and 2026 affordability ratio data and results in an annual housing need of **697 dwellings**. This equates to a five-year housing requirement of **3,485 homes**.

b) Buffer

- 2.2 The 2026 NPPF has a requirement for a buffer to be added to the supply:
- a. 5% to ensure choice and competition in the market for land; or
 - b. 20% where there had been significant under delivery of housing over the previous three years, to improve the prospect of achieving the planned supply; or
 - c. For the purposes of decision-making only, 20% where a local planning authority has a housing requirement adopted in the last five years examined against a version of the Framework published prior to December 2024, and whose annual average housing requirement is 80% or less of the most up-to-date local housing need figure calculated using the standard method set out above.
- 2.3 The 20% buffer set out in Annex D of the 2026 NPPF does not apply to Newark & Sherwood because it is intended for a local planning authority that is relying on a housing requirement from a plan adopted within the last five years and that requirement is 80% or less of the latest Local Housing Need (LHN) figure.
- 2.4 For the 2025 HDT (published August 2026), Newark & Sherwood District Council delivered 1,871 dwellings against a requirement of 1,345 over the three-year period 2022–23 to 2024–25. This represents 139% delivery, well above the threshold.
- 2.5 In Newark & Sherwood's case, the ACS reached its fifth anniversary in March 2024. Consequently, the five-year housing land supply is no longer assessed against the adopted plan requirement and is instead calculated using the latest Local Housing Need figure derived from the Standard Method. As the housing requirement used for the five-year land supply is already based on the most up-to-date LHN figure, the circumstances described in Annex D for a 20% buffer do not apply. Therefore, the Council is only required to apply the standard 5% buffer to ensure choice and competition in the market for land.

c) Past Performance

- 2.6 Table 1 shows past housing delivery. Please note that it excludes completions from communal accommodation, which are included in the Housing Delivery Test figures referenced above.

Table 1: Past Performance

Year	Gross Completions	Losses	Net Completions
2013/14	312	38	274
2014/15	462	15	447
2015/16	440	44	396
2016/17	585	14	571
2017/18	508	17	491
2018/19	671	17	654
2019/20	586	31	555
2020/21	799	32	767
2021/22	871	64	807
2022/23	618	30	588
2023/24	651	22	629
2024/25	598	35	563
2025/26	609	41	568
Totals	7,710	400	7,310

- 2.7 As shown in Table 1, over the 13-year plan period since 2013/14, housing delivery has averaged 593 gross dwellings per annum and 562 net dwellings per annum.

d) Five-Year Land Supply Requirement

- 2.8 The table below shows the calculation used to determine the five-year housing land supply requirement, which forms the basis for assessing the Council's housing land supply position.

Table 2: Five-Year Land Supply Requirement Calculation

A	Annual Housing Requirement (LHN)	697
B	+ 5% Buffer	35
C	Total Dwellings Per Annum (A+B)	732
	Five-Year Requirement (C * 5)	3,660

3.0 Supply

3.1 Under the 2026 NPPF, a site is considered deliverable if it is available now, offers a suitable location for development now, and be achievable with a realistic prospect that homes will be delivered on site within five years. Specifically:

- 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 homes will be delivered on-site within five years.

3.2 There is no complete definition of 'clear evidence', however the PPG provides a non-exhaustive list of what type of material can constitute clear evidence in support of Category B sites. It states:

"Such evidence, to demonstrate deliverability, may include:

- *current planning status – for example, on larger scale sites with outline or hybrid permission how much progress has been made towards approving reserved matters, or whether these link to a planning performance agreement that sets out the timescale for approval of reserved matters applications and discharge of conditions;*
- *firm progress being made towards the submission of an application – for example, a written agreement between the local planning authority and the site developer(s) which confirms the developers' delivery intentions and anticipated start and build-out rates;*
- *firm progress with site assessment work; or*
- *clear relevant information about site viability, ownership constraints or infrastructure provision, such as successful participation in bids for large-scale infrastructure funding or other similar projects."*

3.3 Given there is no exhaustive definition of 'clear evidence', it is ultimately a matter of planning judgement as to whether clear evidence is provided.

3.4 The 2026 NPPF defines major development for housing as development providing 10 or more dwellings, or development on a site with an area of 0.5 hectares or more. Historically, the Council has monitored housing sites using the categories small (0-4 dwellings), medium (5-9 dwellings) and large (10+ dwellings). As the housing trajectory was prepared prior to publication of the 2026 NPPF, these established monitoring

categories have been retained for consistency with previous monitoring reports. As a result, there are a small number of sites within the Council's current non-major development category that would now meet the NPPF definition of major development by virtue of their site area. These sites have been identified and reviewed, and the Council is satisfied that they meet the relevant definition of deliverable to be included in the five-year supply. It is intended that the Council's monitoring categories will be updated and aligned with the NPPF definition of major development in future monitoring publications.

- 3.5 Appendix 1 provides a schedule of sites with planning permission, listing all permissions for five or more dwellings and showing the number of homes expected to come forward within the five-year period. As there are many small permissions for 1-4 dwellings, these are summarised as overall figures.

a) Extant Planning Permission on Allocated Major Development Sites

- 3.6 15 allocated sites currently have an extant permission on all or part of the site, providing a total capacity of 6,386 dwellings. Some sites appear more than once in the records because they are being developed in phases or by multiple developers. A conservative estimate of 1,902 dwellings has been included in the five-year supply. This figure reflects allowances for the outline permissions listed below.

Outline Permissions on Allocated Sites

- 3.7 Under the NPPF, outline planning permissions can only count towards the five-year housing land supply if the Council can demonstrate '*clear evidence*' for these sites to be considered deliverable.
- 3.8 The Council has only included two outline permissions that fall under this category (Category 'B') of the NPPF's definition of deliverable. These are:
- ShAP4 - Thoresby Colliery (16/02173/OUTM)
 - NAP2a - Bowbridge Lane (Land South of Newark) (14/01978/OUTM)
- 3.9 An allowance of 39 dwellings within the five-year period has been included for Thoresby Colliery (16/02173/OUTM). The site is part of a large strategic development under construction, with 374 dwellings already completed across four parcels as of 31st March 2026. A Reserved Matters approval for Phase 5 has also been approved (22/01934/RMAM). In addition, an outline application was granted under reference 24/00289/OUTM in December 2025 to increase the overall site capacity from 800 to 990 dwellings. Consideration has also been given to past performance of the site and evidence of build-out performance of the site as a whole. This provides a robust basis for the anticipated rates of delivery. The Council considers this sufficient evidence to justify an allowance in the fifth year of the housing land supply.
- 3.10 An allowance of 95 dwellings within the five-year period has been included for Bowbridge Lane (Land South of Newark) (14/01978/OUTM). This site is part of a large strategic development currently under construction, with 683 homes already

completed across six parcels as of 31st March 2026. The master developer, Urban and Civic, prepares each parcel before releasing it to the market. As with Thoresby above, consideration has also been given to past performance of the site and evidence of build-out performance of the site as a whole. The Council considers this sufficient evidence to justify an allowance in the fifth year of the housing land supply.

b) Extant Planning Permission on Unallocated Major Development Sites (Formerly Large Sites)

3.11 This category includes 19 sites, providing a total capacity of 781 dwellings. A conservative estimate of 438 dwellings has been included in the five-year supply.

3.12 Five of these sites are not expected to contribute to the housing supply because, although they benefit from either outline or full planning permission, there is insufficient evidence to demonstrate that they are deliverable within the five-year period. Accordingly, these sites have not been included within the deliverable supply.

c) Extant Planning Permissions on Non-Major Development Sites (Formerly Medium Sites (5-9 dwellings))

3.13 This category includes 28 medium sites with permission for a total of 164 dwellings. It also contains one site that is not expected to contribute to the supply. Overall, 157 dwellings have been included in the five-year housing land supply.

d) Extant Planning Permissions on Non-Major Development Sites (Formerly Small Sites (1 - 4 dwellings))

3.14 Within this category, 22 sites have outline permission for 34 dwellings, and 239 sites have full permission for 270 dwellings. Overall, 263 dwellings have been included in the five-year housing land supply.

e) Remaining Allocated Sites within the Amended Core Strategy DPD

3.15 No dwellings are included within the five-year housing land supply from this category.

f) Remaining Allocated sites within the Allocations & Development Management DPD

3.16 No dwellings are included within the five-year housing land supply from this category.

g) Additional Sources of Supply

3.17 An additional source of supply is that of specialist accommodation. This is broken down into the following three categories:

i. C2 Specialist Accommodation

3.18 In the guidance on how to calculate a five-year housing land supply, the PPG states that local planning authorities '*will need to count housing provided for older people, including residential institutions in Use Class C2, as part of their housing land supply.*

This contribution is based on the amount of accommodation released in the housing market.'

- 3.19 To establish the amount of accommodation released in the housing market, the guidance indicates that authorities should base calculations on the average number of adults living in households using the published Census data.
- 3.20 The ratio used in the Housing Delivery Test Measurement Rule Book (2026) that is applied to 'other' communal accommodation (which includes all types except student accommodation) is 1.90. This has been calculated by dividing the total number of adults living in all households by the total number of households in England.
- 3.21 This category currently contains five sites, and an allowance of 2 dwellings is expected within the five-year period.
- 3.22 Please note that all ratio calculations are applied on a site-by-site basis.

ii. Houses in Multiple Occupation

- 3.23 For planning purposes, a house in multiple occupation (HMO) with 3 to 6 residents falls under Use Class C4. HMOs with more than 6 residents are classed as '*sui generis*'. Therefore, two different approaches are used for including HMOs in the housing land supply.
- 3.24 Where an HMO accommodates six or fewer residents, it is counted as one dwelling. For HMOs with more than six residents, the number of clusters (a group of rooms in a HMO serving as separate accommodations for two or more persons but sharing a common kitchen, bathroom and toilet) is calculated by dividing the total number of residents by six, with any remainder counted as an additional cluster.
- 3.25 This category currently contains one site. Therefore, an allowance of 2 dwellings is expected within the five-year period.
- 3.26 Please note that all ratio calculations are applied on a site-by-site basis.

iii. Student Accommodation

- 3.27 According to the guidance on calculating a five-year housing land supply, all student accommodation, whether communal halls or self-contained units, can, in principle, count towards the supply.
- 3.28 To determine the amount of accommodation released to the housing market, the guidance advises using Census data on the average number of students living in student-only accommodation. The exception is studio flats, which are counted on a one-for-one basis.
- 3.29 The ratio applied to student accommodation, as set out in the Housing Delivery Test Measurement Rule Book, is 2.40. This figure is calculated by dividing the total number

of students living in student-only households by the total number of student-only households in England.

3.30 There are currently 0 sites within this category.

h) Calculation of Supply

3.31 The table below draws together the detail above to set out the deliverable supply.

Table 3: Calculation of Supply

Supply anticipated within 5 years	
Permissions on Allocated major development sites	1,902
Permissions on Unallocated Major Development sites (10 or more dwellings)	438
Permissions on Unallocated Non-Major Development sites (5-9 dwellings)	157
Permissions on Unallocated Non-Major Development sites (1-4 dwellings)	263
Residual Amended Core Strategy DPD Allocations	0
Residual Allocations & Development Management DPD Allocations	0
Additional Sources of Supply - C2 Specialist Housing and HMOs	4
Deliverable Supply	2,764¹

¹ The total deliverable supply figure excludes any Windfall Allowance as this is assessed separately in Chapter 4.

4.0 Windfall Allowance

- 4.1 The NPPF (2026) permits Councils to include an allowance for windfall development. It states at Policy HO3 (2) that *‘where an allowance is to be made for windfall sites as part of the identified supply, there should be compelling evidence that they will provide a reliable source of supply. Any allowance should be realistic having regard to the land availability assessment, historic windfall delivery rates and expected future trends.’*
- 4.2 Historically, the Council's windfall analysis has been undertaken using its established housing monitoring categories of small (1-4 dwellings), medium (5-9 dwellings) and large (10 or more dwellings) sites. This approach has been applied consistently throughout the plan period and forms the basis of the historical evidence presented in this statement. Whilst the 2026 NPPF defines major development as development providing 10 or more dwellings or development on a site of 0.5 hectares or more, it would not be practical or proportionate to retrospectively review every windfall permission granted since the start of the plan period in 2013/14 to determine whether individual sites exceeded the 0.5-hectare threshold. Such an exercise would require a detailed reassessment of a large number of historic permissions and associated site plans. The Council has therefore continued to use its established monitoring categories for the purpose of analysing historic windfall trends, whilst applying the current NPPF definition of major development when assessing the deliverability of sites included in the five-year housing land supply.
- 4.3 The table below sets out the number of net windfall completions that have taken place since the beginning of the plan period.

Table 4: Historic Windfall Allowance

Year	Small & medium sites (net windfalls)	Large sites (net windfalls)	Total net windfall completions	Total Net Completions	% of total completions that are windfalls
2013/2014	46	146	192	274	70%
2014/2015	97	268	365	447	82%
2015/2016	98	189	287	396	72%
2016/2017	64	309	373	571	65%
2017/2018	67	148	215	491	44%
2018/2019	182	174	356	654	54%
2019/2020	169	188	357	555	64%
2020/2021	127	293	420	767	55%
2021/2022	136	185	321	807	40%
2022/2023	107	49	156	588	27%
2023/2024	139	119	258	629	41%
2024/2025	91	37	128	563	23%
2025/2026	89	16	105	568	18%
Total	1,412	2,121	3,533	7,310	48%
Average	109	163	272	562	48%
Average Last 5yrs	112	81	194	631	31%

- 4.4 Windfall development has been analysed since the start of the Plan Period in 2013. In doing so and establishing what might be an appropriate windfall allowance to include

in the 5YRHLS, major development (i.e., 10 or more dwellings) windfall sites have been excluded. These are windfall sites which will likely have planning permission at the base date of the 5YRHLS period and have already been counted in the deliverable supply.

- 4.5 Reviewing small and medium site windfall completion data from the start of the Plan Period in 2013/14, the Council has delivered on average 109 dwellings per annum. Windfall completions represent 48% of all completions. The number of windfall completions on small and medium sites remains higher than at the beginning of the Plan period, providing on average 112 dwellings per annum.
- 4.6 As can be seen, the level of windfall completions, although fluctuating, makes a significant contribution to the overall delivery position. The Amended Core Strategy supports appropriate windfall through Policies SP2 – Spatial Distribution of Growth and Policy SP3 – Rural Areas. Furthermore, flexibility afforded by policies in the NPPF, a more permissive stance regarding change of use from commercial to residential and changes to permitted development rights also mean that windfall delivery is likely to continue.
- 4.7 Since the emerging Amended Allocations & Development Management DPD does not include any new housing site allocations, it is expected that once the currently allocated sites are delivered, the proportion of windfall development will steadily increase for the foreseeable future.
- 4.8 It is acknowledged that at the base date of the five-year supply calculation, a number of these windfall sites will already have permission and would be counted in ‘sites with planning permission’. It is important to take account of committed windfall delivery across the five-year period to ensure that the Council does not double count those sites that are already in the pipeline. As a result, it is proposed to only include a windfall allowance for the latter two years of the five-year period.

Sources of Windfall

- 4.9 To help understand where windfall development is likely to come from in the future, an analysis of the previous use of small and medium developed windfall sites has been undertaken since the start of the Plan Period in 2013. By identifying the previous use of windfall sites, it has enabled a deeper analysis of the broad categories of use to understand the likely reliable sources of future windfall supply.
- 4.10 Reviewing these completions, there are a variety of sources of windfall development in the District. This is illustrated in Table 5 below. Since the start of the Plan Period in 2013, the largest proportions of windfall development have come from agricultural buildings / land, sites which have previously been in C-Use class and greenfield sites.

Table 5: Source of Windfall Completions Since Start of Plan Period

Source of Windfall	Total Delivery
Agricultural	278
B2 Use Class	2
B8 Use Class	67

C4 Use Class	5
C3 Residential Dwellinghouse	271
C2 Residential Institutions	23
C1 Hotels	2
E(a) Retail	80
E(b) Food & Drink	6
E(c) Financial and Professional Services	97
E(d) Indoor sport, recreation or fitness	7
E (e) Health or Medical Services	28
E (f) Creche, Day Nursery or Day Centre	4
E(g) Uses Carried out in Residential Area	34
F1(a) Education	17
F1(f) Public Worship	11
F2(b) Halls or Meeting Places	24
F2 (c) Outdoor Sport and Recreation	1
Greenfield	172
Residential Garden	165
Sui Generis	117
Total	1,411

4.11 Given the rural nature of the district and changes in modern agriculture, it is reasonable to assume that windfall completions on previous agricultural buildings and greenfield sites will continue to provide a consistent source of windfall supply. It is also expected that windfall completions on B8 Use Class buildings will continue to provide a modest contribution, due to permitted development rights, as can development from former C3 Residential land and buildings.

4.12 Based on historical trends, the following sources of windfall development have been deemed to be inconsistent on an annual basis or very minor in nature. As such, they have been removed from the windfall allowance calculation as they are not considered a reliable source of supply at the current time:

- B2
- C1
- C2
- C4
- E(b)
- E(d)
- E(e)
- E(f)
- E(g)
- F1(a)
- F1(f)
- F2(b)
- F2(c)

4.13 When discounting these sources, Table 6 below details the windfall completions by year from what the Council considers to be a 'reliable' source of windfall development. On average, the Council has delivered 96 dwellings per annum from these sources of windfall.

Table 6: Sources of 'Reliable' Windfall Supply

Source of Windfall	Total Delivery
Agricultural	278
B8 Use Class	67
C3 Use Class	271
E (a)	80
E (c)	97
Greenfield	172
Residential Garden	165
Sui Generis	117
Total	1,247
Average	96dpa

- 4.14 Based on the trend analysis above, the Council is satisfied that there is compelling and reliable evidence for a conservative windfall allowance of at least 90 dwellings per annum. This gives a total windfall allowance of **180 dwellings** across years four and five of the five-year supply period.

5.0 Five-Year Land Supply Calculation

- 5.1 This statement sets out the Council's position as at 1st April 2026. At a minimum the Council will review the housing land supply situation on an annual basis and may opt to update the position throughout the year.

Table 7: Five-Year Land Supply Calculation

Housing Land Supply 2026-2031	
Requirement	
Local Housing Need Requirement (dpa)	697
+5% Buffer	35
Five-Year Requirement	3,660
Deliverable Supply	
Permissions on Allocated major development sites	1,902
Permissions on Unallocated Major Development sites (10 or more dwellings)	438
Permissions on Unallocated Non-Major Development sites (5-9 dwellings)	157
Permissions on Unallocated Non-Major Development sites (1-4 dwellings)	263
Specialist Accommodation	4
Residual Amended Core Strategy DPD Allocations	0
Residual Allocations & Development Management DPD Allocations	0
Windfall allowance for years 4 and 5	180
Total	2,944
Five-Year Land Supply Position	4.02 years
Supply Against Requirement	-716

Appendix 1: Five-Year Housing Land Supply Trajectory