

**Bracknell Forest Housing Land Supply (HLS) calculation as at 1st April 2026
(Revised August 2026 following publication of the 2026 National Planning Policy
Framework (NPPF))**

1. Overview

1. This Housing Land Supply (HLS) document supersedes the HLS calculation relating to the position as at 1 April 2025. This document reflects the position as at 1st April 2026 and covers the five year period 2026/27 to 2030/31. It supersedes the version published in July 2026 in that this version references the National Planning Policy Framework (NPPF) that was published in August 2026¹.
2. The requirement to produce a HLS is set out in Annex D para. 8:

8. 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.
3. Bracknell Forest Council (BFC) is therefore required to produce an annual update of the HLS against the housing requirement set out in the Bracknell Forest Local Plan.
4. In addition, Annex D, para. 9 of the NPPF states:

9. The supply of specific deliverable sites should 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. 20% where there has 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.*
5. Taking account of Annex D paras. 8 and 9:
Bracknell Forest's HLS at 1st April 2026 is 3.53 years.
Further detail is provided in Table 2.

¹ [National Planning Policy Framework - GOV.UK](https://www.gov.uk/government/policies/national-planning-policy-framework)

2. **Supply matters**

Approach to oversupply

6. The BFLP Inspectors' report² considered the matter of oversupply within the five year HLS in paras. 177 and 178. It was concluded that there was nothing in the NPPF (2023) or Planning Practice Guidance (PPG) to suggest that the surplus of completions within the first three years of the plan period cannot be offset against the five year requirement.
7. The associated PPG that explains the position in relation to oversupply (ID ref 68-032-20190722³) has not been revised as part of the August 2026 publication:

How can past over-supply of housing completions against planned requirements be addressed?

Where areas deliver more completions than required, the additional supply can be used to offset any shortfalls against requirements from previous years.

Paragraph: 023 Reference ID: 68-032-20190722

Revision date: 22 07 2019

8. Therefore, in line with the above, accumulated delivery (which includes an overall oversupply) from the first five years of the BFLP plan period is taken into account within the HLS calculation.

Deliverable supply

9. All sites contributing to the supply of land over BFLP Plan period 2020/21-2036/37 are set out in the Housing Trajectory⁴. The current version of the trajectory relates to sites in the published Housing Commitments document (i.e. reflecting the position to 31 March 2026, published July 2026). Sites which form part of the five year supply period are summarised in Table 3 of this document.
10. The Council considers that the sites forming part of the five year HLS are deliverable (as defined in Annex B: Glossary to the NPPF), and that there is clear evidence and a realistic prospect that housing completions will begin within five years.
11. Officers visit all sites in order to obtain building progress data (not started, under construction or completed), liaise with case officers, have regard to planning history (progress on other applications linked to the sites such as approval of conditions) and liaise with developers/agents in order to inform the compilation of the Housing Commitments and Housing Trajectory. Large and medium sites are visited quarterly (end of June, September, December and March), and small sites are visited on an annual basis.
12. In terms of liaising with developers, an initial email is sent at the start of the monitoring year asking how many units are expected to be completed in the next five years.

² [BFLP Inspectors' Report](#)

³ [PPG, housing supply and delivery](#)

⁴ [BFC Housing Trajectory and Housing Commitments](#)

13. It is considered that the approach taken by the Council accords with advice published in the section of the PPG dealing with 'Housing Supply and Delivery')⁵ (relevant paragraphs have not been revised with the August 2026 publication). The Council has had regard to the factors listed in the PPG relevant to the trajectory relating to sites.
14. For clarification in relation to the types of sites listed in reference ID 68-007-20190722 of the PPG (types of sites which need further evidence to be considered deliverable), the Council does not include the following sites within the HLS (unless they benefited from a planning permission as at 31 March 2026, and met the definition of 'deliverable'):
- Sites allocated in a development plan
 - Sites included on the brownfield register
 - Sites listed in the 'Strategic Housing and Economic Land Availability Assessment' (SHELAA)
15. No post 31 March 2026 approvals are included within the housing figures (any such schemes will be reflected in future housing commitments/trajectory).

Approach to prior approval applications

16. Prior approval applications relate to developments which have been granted prior approval change of use from certain uses to residential. The Council is of the view that these prior approvals fall within the definition of being 'deliverable', taking account of relevant conditions, which for some prior approvals, require development to be completed within three years of the date of the permission. Prior approvals include:
- Office to C3 (PAC) - prior approval for change of use of office to a residential use (C3)
 - Use Class E to C3 (PAE) - prior approval for change of use from Class E (where it relates to an office use) to a dwelling house (C3)
 - Agricultural to C3 (PAA) - prior approval for change of use from agricultural use to a dwelling house (C3)
 - Retail to C3 (PAV) - prior approval for change of use from retail shops, including financial and professional services to a dwelling house (C3)
 - Use Class E to C3 (PAE) - prior approval for change of use from Class E (where it does not relate to office use) to a dwelling house (C3)
 - Class B8 to C3 (PAB) - prior approval for change of use from a storage or distribution centre (B8) to a dwelling house (C3)
- (NB: References in brackets relates to BFC application suffixes used by BFC prior to the introduction of a new planning applications management system in 2026, so will be reflected in older data, and this document. Going forwards, application format will be 'PA/year/application number').
17. The PPG ('when is permission required'⁶) explains that "*Permitted development rights are a national grant of planning permission which allow certain building works and changes of use to be carried out without having to make a planning application. Permitted development rights are subject to conditions and limitations to control impacts and to protect local amenity*" (reference ID: 13-016-20140306).
18. The above-mentioned 'conditions and limitations' imposed on prior approvals do not include the requirement for development to mitigate against its impacts on the Thames Basin Heaths Special Protection Area (SPA). Instead, this is a separate Regulation outside

⁵ [PPG, Housing Supply and Delivery](#)

⁶ [PPG, when is permission required](#)

the GPDO and the Town & Country Planning Act 1990 (as amended) (TCPA). Therefore, planning permission is granted for prior approval developments without limitations under the GPDO.

19. The requirement for SPA mitigation for prior approvals falls entirely under the Habitats Regulations regime, and not the GDPO or the TCPA. Accordingly, any enforcement of SPA mitigation falls under a separate regime to planning regulations in the case of prior approvals.
20. The trigger point for SPA mitigation is prior to the occupation of residential units (this is because the buildings already exist, with internal layout works not normally forming planning development, and therefore the change of use of development is only triggered upon active occupation). It is therefore the case that many developers undertake the internal renovation works prior to the completion of the Section 106 for SPA mitigation, limiting any overall delay.
21. In addition, for prior approvals, the required Section 106 agreements are 'single issue', solely to provide mitigation in the form of Suitable Alternative Natural Greenspaces (SANGs) and contributions towards Strategic Access Management and Monitoring (SAMM) measures. There is sufficient SANG capacity available in the Borough, which can be secured through a Section 106 (normally, in the case of prior approvals, through purchasing SANG capacity from a third party SANG provider).
22. The Council therefore sees no reason why these prior approval developments should not be classed as 'deliverable', and for this reason they form part of the Council's five year HLS.

Approach to windfall allowance

23. The term 'windfall' relates to sites that have not been specifically identified as available through the local plan process. Policy HO3, Clause 2 of the NPPF states 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.'*
24. The Council considers that in line with the above, inclusion of a windfall allowance is justified. As part of the BFLP examination, the Council assessed the contribution likely to be made by 'windfall' sites based on sites that have not been allocated but that have come forward and been completed over a ten year period.
25. The approach taken to the windfall allowance within the Housing Trajectory is set out in para. 6.15 of the BFLP, i.e.
 - 24 dpa (net) for small sites (less than 5 units/less than 1ha,
 - 77 dpa (net) for medium sites (5+ units/less than 1ha).
26. Small sites with outstanding planning permissions are not listed in the Housing Trajectory – the windfall allowance is relied upon for the number of future completions on small sites.
27. Medium sites with outstanding planning permission are listed in the Housing Trajectory. To avoid double counting, no allowance is included for the first two years of the projected figures and only 50% of the allowance is included for the third year of the projected figures. These assumptions are based on an analysis of the time taken to complete a medium

sized site. In relation to large sites, no windfall allowance has been included. If such sites come forward, they will be reported through the monitoring process.

28. This approach was endorsed by the BFLP Inspectors, taking account of Main Modifications to the BFLP (see paras. 45 and 171 of the Inspectors' report).

Approach to C2 use bed spaces

29. Prior to December 2024, the Council had applied a 1.8 ratio to convert bed spaces to a dwelling equivalent for inclusion within the Housing Trajectory (based on the July 2018 HDT Rule Book). The Rule Book was updated on 12 December 2024 to include an updated ratio of 1.9 (taking account of the results of the 2021 Census). A further update of The Rule Book⁷ was published on 17th August 2026 and retains this ratio. For past completions relating to monitoring years 2020/21-2023/24 of the plan period, the 1.8 ratio has been applied. The new ratio has been applied to commitments and completions for the period 2024/25 onwards.

⁷ [Housing Delivery Test measurement rule book - GOV.UK](#)

3. 1st April 2026 Housing Land Supply position

Housing requirement and associated buffer

30. As set out in Annex D, para. 8 of the NPPF, the HLS should be measured against the housing requirement in adopted strategic policies, or against the local housing need where strategic policies are more than five years old.
31. As the BFLP was adopted in March 2024, it is less than five years old. Therefore, the BFLP housing requirement of 614dpa (as contained in Policy LP4) is used within the HLS calculation.
32. As set out in Annex D, para. 9 of the NPPF, for the purposes of decision-making only, a 20% buffer is required where the housing requirement adopted in the last five years is 80% or less of the most up to date local housing need figure calculated using the standard method which is also set out in Annex D. The local housing need figure for BFC based on the standard method is 787 - see Table1 below. As the housing requirement is 78% of the LHN (614/787), it is 80% or less than the local housing need figure and a 20% buffer is required.

Housing Delivery Test (HDT) and associated buffer

33. The Government introduced the HDT in 2018, with the first results of the HDT being published by the Secretary of State in November 2018. The HDT measures the net additional dwellings provided in a local authority area against the homes required, using national statistics and local authority data. The HDT provides a measure based on the preceding 3 financial years.
34. The current published HDT result relates to the '2025 measurement' (published on 17 August 2026⁸), and covers the period 2022/23, 2023/24 and 2024/25. The data shows that between 2022/23 and 2024/2025, the Council delivered 104% of its housing requirement.
35. BFC has exceeded the national 85% threshold set out in Annex D para. 12 (b) of the NPPF for the 2025 measurement. Therefore, there is no requirement to add a 20% buffer to the Council's HLS in relation to NPPF Annex D, para. 9b.

⁸[Housing Delivery Test: 2025 measurement - GOV.UK](https://gov.uk/housing-delivery-test/2025-measurement)

1st April 2026 Housing Land Supply

Table 1: BFC local housing need for 2026, based on standard methodology

1. Setting the baseline	
a. Dwelling stock estimate 31 March 2025: (Updated 21 st May 2026) Table 125 unrounded: https://assets.publishing.service.gov.uk/media/682df34d7fb7a7d9cd77519b/LiveTable125.ods	54,967
b. 0.8% of dwelling stock	439.7
2. Adjustment for affordability	
a. Five year average of affordability ratio (table 5c: House price to workplace-based earnings ratio - Office for National Statistics (ons.gov.uk) , published 26 March 2026)	9.17
b. Affordability adjustment factor (if ratio is above 5) $1 + [(five\ year\ average\ affordability\ ratio - 5)/5] \times 0.95$	1.79
3. Minimum LHN	
(adjusted housing stock baseline x affordability adjustment factor) (1b x 2b)	787

Table 2: Five year supply calculation as at 1 April 2026

(a) Housing requirement over the next 5 years (2026/27-2030/31)	3,070	614 x 5
(b) Requirement up to 31 st March 2026, since the base date of the plan (2020/21-2025/26)	3,684	614 x 6
(c) Total completions achieved up to 31 st March 2026, since the base date of the plan (2020/21-2025/26)	4,075	2020/21: 973 2021/22: 779 2022/23: 437 2023/24: 924 2024/25: 416 2025/26: 546
(d) shortfall/surplus (b-c)	Plus 391	
Total requirement over the next 5 years		
LHN requirement taking account of completions to date	2,679	Requirement over five years minus surplus (a-d)
Plus NPPF buffer	3,215 (rounded)	20% as set out in Annex D para. 9
<i>Annual 5 year HLS requirement over next 5 years</i>	<i>643 (rounded)</i>	<i>3,215/5</i>
Deliverable supply (projected completions 2026/27- 2030/31)	2,267	
Five year HLS	3.53 (rounded)	2,267/643 (or 2,267/3,215 x5)
Surplus/shortfall	-948	2,267-3,215

Table 3 – sites contributing towards the five year HLS

Site Address	Application Reference/s	No. Bedrooms (C2 use - net)	Projected Net Completions (April-March)					Total Net	Site Status (as at April 2026)	
			2026/27	2027/28	2028/29	2029/30	2030/31			
(1 April 2026 position) * = new permission in the 2025/26 monitoring year (+) = a site based on site area would be classed as a medium site, but is located within a strategic SALP allocation, so recorded with large sites, for accounting of site balances									UC = under construction NS = not started C = completed	
C3 USES (NB, this does not include C3 specialist uses relating to senior living/extra care/sheltered accommodation falling within C3 use, see separate table)										
HARD COMMITMENTS (C3 uses: non-specialist)										
Large sites hard commitments (C3 uses: non-specialist) (site of 1ha or more)										
Land at junction of Wood Lane and Forest Road, Binfield (BFLP Policy LP11)	23/00488/FUL		10	28				38	UC	
The Hideout, West Road. Bracknell (Badgerwood Park)	18/01053/CLPUD 18/00562/CLPUD		2	1				3	UC	
Bracknell Beeches, Old Bracknell Lane West, Bracknell (SALP Policy SA1)	23/00438/FUL s.73 21/00701/FUL		128	107	41	73		349	UC	
Beaufort Park, South Road/Nine Mile Ride, Bracknell (BFLP Policy LP6) (Elmstead)	23/00767/FUL*		23	55	58	55	35	226	UC	
Land south of A329M and east of Vigar Way, Bracknell (land previously reserved for Park and Ride, Peacock Lane at Jennetts Park) (BFLP Policy LP12 and SALP Policy SA2)	21/00856/FUL			12	54	53		119	NS	
Land at former TRL Site, Nine Mile Ride, Crowthorne (SALP SA5) (Buckler's Park)	13/00575/OUT 17/00401/REM (Phase 1) 19/01099/REM (Phase 3a) 19/00791/REM (Phase 1a) 21/00004/REM (Phase 2) 22/00060/REM (Phase 3b) 22/00138/REM (Phase 4a) 22/00913/REM (Phase 4b) 22/01043/REM (Phase 5a)		33					33	UC	
Land at former TRL Site, Nine Mile Ride, Crowthorne (SALP SA5) (Buckler's Park)	22/01051/FUL (Phase 5b)			30	60			90	NS (site prep)	
Land east of Avery Lane and north of Watersplash Lane, Warfield (SALP Policy SA9, Area 1) (Orchids Place)	16/01195/FUL 18/01047/FUL		1					1	UC	
Land to south and west of 2 Fairclough Farm, Watersplash Lane, Warfield (+) (Larkshill Meadow) (SALP Policy SA9, Area 1)	19/00908/FUL		5					5	UC	

Site Address	Application Reference/s	No. Bedrooms (C2 use - net)	Projected Net Completions (April-March)					Total Net	Site Status (as at April 2026)
			2026/27	2027/28	2028/29	2029/30	2030/31		
Land east of Old Priory Lane, and west of Maize Lane, Warfield (Part of SALP Policy SA9, Area 1)	20/00214/OUT 22/00314/REM (Parcel 4) 22/00578/REM (Parcel 3) 22/00787/REM (Parcel 1) 24/00683/REM (Parcel 2)*		71	55	10	17	0	153	UC
Land south of Forest Road, Newell Green, Warfield (Orchids Court) (SALP Policy SA9, Area 1)	21/00592/FUL		21					21	UC
Land rear of Warfield Priory, Warfield (Part of Warfield Area 1, SALP Policy SA9)	24/00013/FUL*				16			16	NS
Land adjoining Warfield Park, Long Hill Road, Winkfield (The Paddocks)	15/00383/FUL (Allowed on appeal)		6	6	4	10	10	36	UC
Palmhills Estate, London Road, Winkfield Sandbanks, Longhill Road, and Dolyhir, Fern Bungalow and Palm Hills Estate, London Road, Winkfield (SALP SA3) (Ascot Oaks)	19/00847/OUT (Allowed on appeal) 21/00772/REM		20	20	17			57	UC (demolition complete)
St Christopher's Care Home, Ascot Priory, Priory Road, Winkfield	20/00503/FUL			10				10	NS
Total Large sites (C3 uses: non-specialist)			320	324	260	208	45	1157	
Medium sites hard commitments (C3 uses: non-specialist) (sites less than 1ha with 5+ dwellings)									
Land to the south east side of Turnpike Road (former 3M recreational land), Binfield	22/01008/FUL		5	28				33	NS
Fines Bayliwick House Hotel, London Road Binfield	22/00504/FUL			-1	11			10	NS
Burford House, Leppington, Bracknell	20/00823/FUL			12				12	NS
Former Bus Station, Market Street (Brickmark Place)	21/00707/OUT (hybrid, full permission for residential)		29	52	88			169	UC
Continuity House, Bracknell	20/01083/FUL			20				20	NS
Abbey House, Grenville Place, Bracknell	21/01090/FUL (allowed on appeal)			6				6	NS
Barn Close, Bracknell	22/00317/FUL		25					25	UC (demolition complete)
Bay House, Bay Road, Bracknell	22/00276/FUL*		0	32				32	UC (demolition complete)
One the Braccans, London Road, Bracknell	24/00141/PAE* (change of use)		47					47	UC
One the Braccans, London Road, Bracknell	24/00163/PARC* (additional floors)		26					26	UC
186-188 High Street, Crowthorne	20/01087/FUL		8					8	NS

Site Address	Application Reference/s	No. Bedrooms (C2 use - net)	Projected Net Completions (April-March)					Total Net	Site Status (as at April 2026)
			2026/27	2027/28	2028/29	2029/30	2030/31		
Former Mango Tree, 63 Church Street, Crowthorne	15/01269/FUL			5				5	NS (demolition complete)
The Royal Hunt, 177 New Road, Winkfield	20/00001/FUL		8					8	UC
Squirrels, North Street, Winkfield	21/00157/FUL		4					4	UC
Longcroft, Long Hill Road, Winkfield	22/00302/FUL (allowed on appeal)		6					6	UC (demolition complete)
Total Medium sites (C3 uses: non-specialist)			158	154	99	0	0	411	
Total C3 (non-specialist) large, medium and small sites hard commitments (excludes windfall allowance)			478	478	359	208	45	1568	
Medium Prior Approval sites (C3 uses) (decision granted) pending completion of s.106 in relation to habitat mitigation									
5 Arlington Square, Bracknell	25/00184/PAE*			63				63	NS
6 Arlington Square, Bracknell	25/00231/PAE*			31				31	NS
7 Arlington Square, Bracknell	25/00292/PAE*			67				67	NS
8 Arlington Square, Bracknell	25/00360/PAE*				44			44	NS
Premier Gate, Easthampstead Road, Bracknell	25/00539/PAE*				18			18	NS
Meadowbrook, Bracknell Road (Montessori pre-school), Warfield	25/00561/PAE*				6			6	NS
Lily Hill House, Lily Hill Road, Bracknell	25/00727/PAE*				33			33	NS
Columbia Centre, Station Road, Bracknell	25/00674/PAE*				76			76	NS
Total Medium Prior Approval sites			0	161	177	0	0	338	
TOTAL Prior Approval sites, subject to s.106 (C3 uses: non-specialist)			0	161	177	0	0	338	
TOTAL HARD COMMITMENTS (C3 uses: non-specialist) (Large, Medium, Small & prior approval s.106. Excludes windfall allowance)			478	639	536	208	45	1906	
SOFT COMMITMENTS (C3 USES: NON-SPECIALIST)									
Windfall Allowance									
Medium Windfall Allowance (C3 uses) (net)					37	77	77	191	
Small Sites Completions/Windfall Allowance (C3 uses) (net)			24	24	24	24	24	120	
Total windfall allowance (Medium and small sites)			24	24	61	101	101	311	
GRAND TOTAL (C3 uses: non-specialist)			502	663	597	309	146	2217	
Projections (small Sites windfall allowance, medium Site windfall allowance, prior approvals subject to s.106)									

Site Address	Application Reference/s	No. Bedrooms (C2 use - net)	Projected Net Completions (April-March)						Site Status (as at April 2026)	
			2026/27	2027/28	2028/29	2029/30	2030/31	Total Net		
HARD COMMITMENTS (residential care and nursing home bedspaces in C2 use) (NB: for C2 uses, in line with the Housing Delivery Rule Book (December 2024), a ratio of 1.9 has been applied to the number of bedroom spaces to derive an equivalent number of dwellings, rounded to the nearest whole unit, for overall total) for projected completions for 2024/25 onwards. Completions prior to 2024/25 are based on the previous ratio (July 2018) of 1.8)										
St David's Nursing Home, Ascot Priory, Ascot Priory Road, Winkfield	20/00503/FUL	16		8				8	NS	
St Christopher's Care Home, Ascot Priory, Ascot Priory Road, Winkfield	20/00503/FUL	8		4				4	NS	
Former St Margaret Clitherow Roman Catholic Church, Ringmead, Bracknell	23/00560/FUL*	72	38					38	UC	
TOTAL C2 Hard Commitments (care/nursing home)		96	38	12	0	0	0	50		
TOTAL care bed spaces C2 uses (Hard and Soft Commitments)		96	38	12	0	0	0	50		
TOTAL C2 USES (specialist housing for older people: extra care and care bedspaces)			38	12	0	0	0	50		
OVERALL TOTAL C2 & C3 SPECIALIST USES FOR OLDER PEOPLE		96	38	12	0	0	0	50		
OVERALL TRAJECTORY TOTAL (TOTAL C3, specialist housing for older people and other specialist uses)			540	675	597	309	146	2267		