

Housing Implementation Strategy

As at 1 April 2021

December 2021

1 Introduction

- 1.1 This Housing Implementation Strategy has been prepared to set out the Council's approach to managing the delivery of new housing within the Borough, as referred to in paragraph 12.17 of the adopted Test Valley Borough Revised Local Plan DPD 2011-2029 (2016).¹ It focuses on the five year housing land supply position.
- 1.2 This document needs to be read in the context of the adopted Local Plan, as well as national policy and guidance.
- 1.3 Additional information relevant to housing implementation can be found in the Authority's Monitoring Reports, which are published on the Council's website.²
- 1.4 The review of the housing land supply position was undertaken in the context of the National Planning Policy Framework (NPPF) and Planning Practice Guidance (PPG).

2 Background

- 2.1 Paragraph 74 of the NPPF³ establishes 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 their adopted strategic policies ...*".
- 2.2 This document sets out the Council's methodology for calculating the housing land supply position as well as updating records on the supply of housing over the plan period. This document was prepared taking into account national policy (through the NPPF) and national guidance (PPG), as well as relevant appeal decisions.
- 2.3 The Council publishes its Authority's Monitoring Report (AMR) on an annual basis which provide information on housing completions, outstanding permissions and housing supply (including the housing trajectory). It also includes information on the delivery of affordable housing.
- 2.4 The Strategic Housing and Economic Land Availability Assessment (SHELAA)⁴ identifies sites that have been promoted to the Council for development across the Borough. It includes sites proposed for a net gain of 5 or more dwellings. The inclusion of a site within the SHELAA does not imply that the Council would necessarily grant planning permission for residential use.

¹ Available: <https://www.testvalley.gov.uk/planning-and-building/planningpolicy/local-development-framework/dpd>

² Available: <http://www.testvalley.gov.uk/planning-and-building/planningpolicy/amr>

³ Available: <https://www.gov.uk/government/publications/national-planning-policy-framework--2>

⁴ Available: <https://www.testvalley.gov.uk/planning-and-building/planningpolicy/evidence-base/shelaa-review-2019>

2.5 A full review of the housing land supply position is undertaken on an annual basis to align with the financial year monitoring period (i.e. as at 1 April). The Council will consider whether to prepare interim updates in the course of a year, subject to specific circumstances at the time.

3 Housing Requirement for the Plan Period

3.1 The adopted Local Plan (2016) establishes the housing requirement for the Borough up to 2029 (see Policy COM1).

3.2 The adopted Local Plan sets out that the Borough includes two housing market areas, which are known as Southern Test Valley⁵ and Northern Test Valley⁶. Southern Test Valley forms part of the wider Southampton Housing Market Area. The rest of the Borough is considered separately. The Council considers that the provision of housing in one housing market area would not help to meet the need in the other housing market area; therefore the two housing market areas are monitored separately.

3.3 Table 1 summarises the housing requirement set out in Policy COM1 of the adopted Local Plan for the period 2011 to 2029 for the two housing market areas, as well as the Borough as a whole. The figures are also presented as an annual average – these are not annual targets but are provided for monitoring purposes.

Table 1: Housing Requirement for 2011 to 2029 from Policy COM1

Area of the Borough	Minimum Housing Requirement (per annum figures in brackets)
Northern Test Valley	7,092 (394)
Southern Test Valley	3,492 (194)
Borough Wide Total	10,584 (588)

Adopted Local Plan Five Year Review 2021

3.5 As the Local Plan reached the five year anniversary of its adoption on 27 January 2021, a review was undertaken in accordance with Regulation 10A The Town and Country Planning (Local Planning) (England) Regulations 2012 (as amended). Its purpose is to ensure that the plan and its policies remain effective and to identify any areas which need to be reviewed. The review considered whether there had been a significant change in circumstances which affects the plan's strategy and whether it remains up to date and consistent with national planning policy in the NPPF 2019. This review was undertaken as a self-assessment using relevant parts of the Planning Advisory Service (PAS) Local Plan Route Mapper Toolkit. The assessment was then reviewed by independent consultants appointed by PAS. The review was approved by Cabinet on 10 March 2021 and comprises three documents:

⁵ Comprises the Parishes of Ampfield, Chilworth, North Baddesley, Nursling and Rownhams, Romsey Extra, Romsey Town and Valley Park.

⁶ Comprises the remaining parishes within the Borough, outside of those within Southern Test Valley and outside the New Forest National Park.

- Toolkit Part 1 – Whether any significant changes affecting the plan’s spatial strategy
- Toolkit Part 2 – Consistency of the plan’s policies with NPPF 2019
- Advisory Note – Reviewing the assessment which has been undertaken

3.6 Part 1 assessment concluded that, the spatial strategy is considered to remain sound and plan policies remain up to date and continue to provide a robust basis for decision making in the determination of planning applications. Part 2 assessment concluded that NPPF 2019 requirement necessitate some new or additional policy, or revision of the current policy approach being considered to address these, or which will be taken into account and considered in preparing the next Local Plan, or which could alternatively be addressed through Supplementary Planning Documents or other additional guidance. However, these are not considered to mean that the adopted Local Plan is out of date or unsound. Recent appeal decisions have also confirmed the adopted Local Plan is consistent with the NPPF 2019.

3.7 Therefore for the purposes of calculating the five year housing land supply Policy COM1 housing requirement is considered to remain up to date, as there has not been a significant change in local housing need numbers from that specified in the adopted Local Plan and in light of the overall outcome of the five year review. At the time of the five year review, the Government’s standard method housing need figure for the Borough was 550dpa, and is currently 541dpa. This compares to 588dpa in Policy COM1 of the adopted Local Plan.

4 Components of the Housing Land Supply for the Plan Period

4.1 The NPPF set out that local planning authorities should identify a supply of specific deliverable sites, with further guidance provided within the PPG (e.g. paragraph ID 68-007-20190722).

4.2 The Local Plan sets out how the housing requirement is to be delivered across the plan period (i.e. 2011 to 2029). This includes through housing completions, existing commitments (e.g. sites with planning permission), identified capacity, windfall (unplanned) sites and allocations. Each of these is considered in turn.

Housing Completions

- 4.3 As the base date for the plan period is 2011, records of completions for the initial years of the plan period are available. Net housing completions since 2011/12 are presented in Table 2.

Table 2: Housing Completions within the Borough since 2011/12

Year	Northern Test Valley	Southern Test Valley	Total Test Valley
2011/12	437	86	523
2012/13	467	203	670
2013/14	359	183	542
2014/15	668	212	880
2015/16	666	338	1,004
2016/17	651	240	891
2017/18	599	194	793
2018/19	560	249	809
2019/20	669	279	948
2020/21	542	337	879
Total	5,618	2,321	7,939

Existing Commitments

- 4.4 The existing commitments category primarily relates to sites that have planning permission, but can also include schemes arising through prior approval processes (e.g. where conversion of an agricultural building to residential use does not require prior approval).
- 4.5 The existing commitments and their projected delivery programme are shown in the housing trajectories (Appendix 1) and in detail for the five year housing land supply period (Appendices 2 and 3 for Northern Test Valley and Southern Test Valley respectively). For monitoring purposes, the existing commitments are split into two categories based on whether or not the proposal provides for a net gain in dwellings of 5 or more. The Council seeks to monitor planning proposals for 5+ net gains on a site by site basis, including requesting updates on expected phasing from the site promoter.
- 4.6 Schemes for permission that fall below this threshold are considered collectively. Rather than site by site monitoring of phasing for these schemes, the Council applies a 10% discount to the outstanding net gain in dwellings to take account of the potential level of uncertainty regarding the exact number of permissions that will be implemented. This approach is considered to provide the appropriate level of confidence and degree of flexibility in the figures.

Allocations

- 4.7 The Council has made housing allocations within Northern and Southern Test Valley to aid in meeting the housing requirements. Details of the allocations are set out within the adopted Local Plan; therefore they have not been duplicated as part of this document.
- 4.8 The expected phasing of the housing allocations was agreed through the local plan process. This has been kept under review and is documented within the housing trajectories. For the current housing trajectories, see Appendix 1.

Identified Capacity

- 4.9 Identified capacity relates to sites that have been promoted through the SHELAA that would be considered acceptable in terms of the principle of residential development. The sites do not currently have planning permission but have been promoted on the basis that they could come forward during the plan period. The SHELAA only relates to sites for which 5 or more dwellings (net gain) are proposed.
- 4.10 Through the SHELAA, the contribution from this source is reviewed to ensure it remains appropriate. If identified capacity sites are permitted, subsequent housing supply records would be updated to log the site as an 'existing commitment' and this would be reflected in the SHELAA when it is next updated. The current position is as shown in the housing trajectories (see Appendix 1).

Windfall

- 4.11 Paragraph 71 of the NPPF recognises that an allowance for windfall sites can be made assuming that evidence is available to demonstrate this is likely to be a reliable source. The glossary of the NPPF provides a definition of windfall sites.
- 4.12 In reviewing the scale of windfall allowance, the Council has focused on sites that fall below a net gain of 5 dwellings; this is so as to avoid potential double counting of sites that might otherwise be classified as identified capacity. It is recognised that larger windfall sites may come forward that are not promoted through the SHELAA – these usually become part of the supply at the point they gained planning permission or have a resolution for permission.
- 4.13 The allowance is based on observed trends and analysis of whether such trends are likely to continue in the future. The Borough has historically benefitted from supply of windfall sites, often from redevelopment within the settlement boundaries established within the adopted Local Plan or through the reuse of buildings in rural areas. Historic completions have been used to inform the scale of allowance incorporated into the housing supply. The Council reviewed the scale of windfall completions between 2006/07 and 2012/13, which indicated an average of 35 dwellings per annum windfall in Northern Test Valley and 16 dwellings per annum in Southern Test Valley.

This was reviewed through the Examination in Public of the Local Plan - the annual windfall figures were supported by the Examining Inspector.

- 4.14 A windfall allowance is included within the housing supply calculation for years 2 to 5 of the five year period only. No allowance for completions from windfall sites is included within year 1, reflecting that such sites are likely to have planning permission and therefore already be included within the existing commitments.

Use Class C2 Self-Contained Accommodation

- 4.15 For the 2021 calculation, the figures now also include Use Class C2 self-contained accommodation, in addition to Use Class C3 dwellings. Following a change in definition, self-contained units which are akin to dwellings, but which provide a degree of supported living or extra care are classified as Use Class C2. Since these are included within the private household population used to determine the adopted Local Plan housing need, they are included as they contribute to meeting this requirement. Therefore, Use Class C2 self-contained completions for 2020/21 are included, as are future supply from 2021/22 onwards. Use Class C2 residential institutions (bedspaces in nursing and care homes) remain excluded, as these are communal accommodation and not part of the private household population.

5 Housing Trajectory

- 5.1 A housing trajectory is prepared to demonstrate the expected rate of housing delivery over the plan period. The Council has included housing trajectories within the adopted Local Plan (Annex D). Updates of the housing trajectory are published within the Authority's Monitoring Report (AMR).
- 5.2 Housing trajectories are published for Northern and Southern Test Valley reflecting the housing market areas within the Borough. The updated trajectories, using a base date of 1 April 2021, are provided in Appendix 1.
- 5.3 While not considered relevant at this point in time, given the housing supply position, the Council has set out phasing and contingency proposals at paragraph 5.101 to 5.103 of the Local Plan. This will be kept under review in future updates of this document.

6 Housing Delivery: Five Year Housing Land Supply

- 6.1 As set out above, the NPPF establishes 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 their adopted strategic policies...*" (paragraph 74). Further guidance is provided within the NPPF and PPG that informs the calculation of this position. This has been supplemented by appeal decisions.

- 6.2 This document sets out the Council's approach to the different aspects of the calculation that have led to the housing land supply position. The same base date is taken for the assessment of the requirement and supply sides of the calculation.
- 6.3 Reflecting the different housing market areas within the Borough, the housing land supply position is calculated for Northern Test Valley and Southern Test Valley separately, in the same way as has been done for the housing requirement figures⁷. These are considered in turn in the sections below. Each section is written so it can be considered separately, as such there is some duplication in the text between the Northern and Southern Test Valley sections. However, cross references to guidance used to inform the approach are not duplicated.
- 6.4 The five year assessment period uses a base date of 1 April 2021. Therefore the five year period under consideration is 1 April 2021 to 31 March 2026.

Nutrient Neutrality

- 6.5 In June 2019, Natural England advised the Council on the the impact of nutrients from new development on the group of Special Protection Area (SPA) and Special Areas of Conservation (SAC) international designations, within and around the Solent. This followed on from Court of Justice of the European Union (CJEU) judgements. High levels of nitrogen and phosphorous entering the water environment are causing eutrophication, resulting in dense mats of green algae impacting on the protected habitats and species.
- 6.6 Due to the uncertainty that new development will not cause further impact, and in order to be precautionary and satisfy the Habitat Regulations legislation, the recommended approach is for new residential development to achieve nutrient neutrality, which is a means of ensuring that new development does not add to existing nutrient loading. This advice applies to the catchments of the River Test and River Itchen and their tributaries, which then flow into the Solent. This covers the majority of the Borough, excluding an area around Shipton Bellinger and Cholderton, which falls within the catchment of the River Hampshire Avon and its tributaries.
- 6.7 The Council's options for strategic mitigation measures has been investigated, with the solution for Test Valley resulting in land based offsetting solutions. To assist the Council has established a financial contributions mitigation framework and to implement this has purchased nitrogen credits from Roke Manor Ltd in relation to land at Roke Manor Farm, Awbridge. These credits result from the cessation of nitrate inputs from the previous agricultural use. Applicants will be able to apply to participate in the Council's scheme, and have these credits allocated to them, mitigating against nitrogen increases

⁷ See paragraph 48 of the Inspector's Report on the Examination into the Test Valley Revised Local Plan. Available: <https://www.testvalley.gov.uk/planning-and-building/planningpolicy/local-development-framework/dpd>

that their development would produce, based upon its nutrient budget. This in turn, will ensure that it is nutrient neutral in terms of its overall impact. For larger schemes, developers have the option of purchasing credits directly from Roke Manor Ltd and other potential mitigation options are available, including those listed on the Partnership for South Hampshire (PFSH) website⁸. The Council continues to work in partnership with the other affected local authorities on longer term solutions to address the issue.

7 Housing Delivery: Housing Delivery Test

- 7.1 The Housing Delivery Test (HDT) comprises an assessment housing delivery over the past 3 years. The NPPF indicates that the outputs of the HDT will influence the appropriate buffer to be used in calculating the housing land supply position (more information below). Further ways the HDT figures are used are set out in the NPPF (including paragraphs 11, 76 and 222) and PPG. These implications apply from the day following the publication of the HDT measurement (PPG paragraph ID: 68-042-20190722).
- 7.2 The most recent HDT figures were published in January 2021, relating to the 2020 measurement.⁹ For Test Valley, the HDT 2020 measurement was reported to be 173%, with an indication that there are no resultant consequences.

8 Five Year Housing Land Supply: Northern Test Valley

Base Requirement for the Five Year Period

- 8.1 The housing land supply position should be considered in comparison to the local planning authority's housing requirement. On this basis, the housing requirement established through Policy COM1 is used for assessing the requirement.
- 8.2 As set out in Table 1, the housing requirement for Northern Test Valley is a minimum of 7,092 dwellings over the period from 2011 to 2029. This gives an average per annum figure of 394 dwellings. Therefore, the base requirement for the five year period is 394 dwellings x 5 years = 1,970 dwellings.

Assessing Past Delivery

- 8.3 The PPG (paragraph ID: 68-031-20190722) establishes that any past under supply should be dealt with in the first five years of the plan period. However it is indicated that if the authority wishes to deal with past under delivery over a longer period, then a case may be made through the plan making process. As such, past performance needs to be reviewed as part of the consideration of the housing land supply.

⁸ Available at: <https://www.push.gov.uk/work/mitigation-schemes-available-to-developers/>

⁹ Available at: <https://www.gov.uk/government/publications/housing-delivery-test-2020-measurement>

- 8.4 In order to assess past delivery, previous completion rates are compared to the average per annum figure. Focusing on the plan period for the Local Plan, Table 3 provides the comparison by financial year with the annual average housing requirement (based on Policy COM1) for Northern Test Valley.

Table 3: Comparing Completions to Annualised Requirement for 2011/12 to 2020/21

Year	Completions (Net Gain)	Requirement	Balance	Cumulative Balance
2011/12	437	394	43	43
2012/13	467	394	73	116
2013/14	359	394	-35	81
2014/15	668	394	274	355
2015/16	666	394	272	627
2016/17	651	394	257	884
2017/18	599	394	205	1,089
2018/19	560	394	166	1,255
2019/20	669	394	275	1,530
2020/21	542	394	148	1,678
Total	5,618	3,940	1,678	

- 8.5 As can be seen from Table 3, there is no under supply [shortfall¹⁰] relative to the annual average housing requirement for the period 2011/12 to 2020/21. Completions in this period are noticeably higher than the sum of the annualised requirement for this period. Therefore, if solely considering under supply from the plan period, there would be no addition to the requirement as there is a positive balance for Northern Test Valley.
- 8.6 There has additionally been consideration of any under supply between 2006/07 and 2010/11, which represents the period from the commencement of the South East Plan (now revoked) to the start of the plan period for the Local Plan. This is to recognise the approach in national policy of significantly boosting the supply of housing and to ensure a robust position.
- 8.7 Table 4 compares the completions to the annual average requirement (taken from the South East Plan) for the period 2006/07 to 2010/11 for Northern Test Valley.

Table 4: Comparing Completions to Annualised Requirement for 2006/07 to 2010/11

Year	Completions (Net Gain)	Requirement	Balance	Cumulative Balance
2006/07	61	305	-244	-244
2007/08	223	305	-82	-326
2008/09	93	305	-212	-538
2009/10	295	305	-10	-548
2010/11	369	305	64	-484
Total	1,041	1,525	-484	

¹⁰ Shortfall is taken to mean an under supply against the average per annum requirement for the current plan period.

- 8.8 Table 4 indicates a negative balance relative to the South East Plan requirement [backlog¹¹].
- 8.9 In summary, for the current plan period to date there is a positive balance between completions and annualised requirement of 1,678 dwellings, with a negative balance of 484 dwellings for the period linked to the South East Plan. Summing these figures there is a net positive balance of 1,194 dwellings.
- 8.10 Reflecting the position that past under supply should be taken into account, it is reasonable to also have regard to past positive performance. The method for how this has been calculated is provided in Table 5.

Table 5: Approach to Allowance for Positive Balance in Past Supply

Total positive balance for period 2006/07 to 2020/21	1,194 dwellings
Number of years left in the plan period (post 2020/21)	8 years
Reduction per annum in requirement for remainder of plan period to account for positive balance (i.e. 1,194 dwellings ÷ 8 years), rounded to nearest whole number	149 dwellings
Reduction in requirement for the five year period (i.e. 116 dwellings per annum x 5 years)	745 dwellings
Updated requirement for five year period (i.e. 1,970 dwellings – 580 dwellings)	1,225 dwellings

- 8.11 As a result, the updated requirement for the five year period is 1,225 dwellings.

Additional Buffers

- 8.12 The NPPF (paragraph 74) sets out that in addition to identifying five years' worth of deliverable sites, a buffer also needs to be applied, with the percentage buffer depending on the specific circumstances that apply. A 5% buffer is added to “*ensure choice and competition in the market for land*”, while a 20% buffer applies when there has been a significant under delivery of housing over the previous 3 years, as assessed through the HDT, “*to improve the prospects of achieving the planned supply*”.
- 8.13 In light of the published 2020 measurements for the HDT, a buffer of 5% is relevant for Test Valley. This is added to the requirement for the five year period. This gives a total requirement for the five year period of 1,286 dwellings, and an annualised requirement of 257 dwellings (i.e. 1,286 dwellings ÷ 5 years) for the five year period, when rounded to the nearest whole number.

¹¹ Backlog is taken to mean an under supply against the average per annum requirement for before the current plan period. In this case, this is taken as the plan period for the South East Plan prior to the start of the current plan period.

Supply of Specific Deliverable Sites

- 8.14 The NPPF (paragraph 74) sets out that the supply should be of “*specific deliverable sites*” with the glossary providing a definition of the term deliverable. The PPG provides further guidance on this matter (e.g. paragraph ID: 68-007-20190722).
- 8.15 The approach taken for Test Valley is to include sites with permission or resolutions for permission, allocations within the adopted plan, certain SHELAA sites and a windfall allowance in the supply of sites where it is considered that they align with the definition of deliverable within national policy and guidance. This reflects the supply sources identified in section 4.
- 8.16 In relation to existing commitments for sites providing a net gain of 5+ dwellings, sites are factored into the housing supply taking account of advice by the agent / developer for the site, including regarding the level of development anticipated and phasing. In some cases alternative figures will be used e.g. where previous delivery suggests that the proposed phasing is unlikely. Appendix 2 sets out the sites contributing to this part of the supply assessment.
- 8.17 Reflecting the approach identified in section 4, schemes with permission that provide less than a net gain of 5 dwellings are considered collectively, being factored into the supply calculation at 90% of the total net gain in dwellings. Appendix 2 sets out the contribution of this source to the supply assessment.
- 8.18 An allowance for allocations within the Local Plan is included in the supply reflecting the proportion of the sites projected to come forward within the five year period – this takes account of advice of the site promoters / developers. Appendix 2 sets out the sites contributing to this part of the supply assessment.
- 8.19 Sites promoted within the SHELAA that are located within the settlement boundary, where the principle of development would be acceptable, are included within the housing supply where the promoter advises that the site is likely to come forward within the five year period¹². For this update, three SHELAA sites have been identified as likely to come forward within the five year period. More detail on these sites, and the likely scale of development, is provided in Appendix 2.
- 8.20 Paragraph 71 of the NPPF identifies that an allowance for windfall sites can form part of the supply as long as though there is “*compelling evidence that they will provide a reliable source of supply.*” In line with the approach established in section 4, a windfall allowance has been calculated based on past completions from this source. For Northern Test Valley, the windfall allowance agreed through the Examination of the Local Plan is 35 dwellings per annum.

¹² The capacity of the sites is also reviewed with the promoter.

- 8.21 Windfalls are projected to form part of the housing land supply calculations for years 2 to 5, but not in the first year. This is to reflect that in year 1, sites are likely to be included as 'existing commitments', therefore also including an allowance for windfall development could result in double counting of supply. On this basis, the total windfall allowance included within the supply for the five year period is 140 dwellings [i.e. 4 x 35 dwellings].
- 8.22 Table 6 provides a summary of the supply of housing from the sources set out above for Northern Test Valley. More information on existing commitments, allocations, and SHELAA sites is provided in Appendix 2.

Table 6: Summary of Housing Supply in Northern Test Valley for Five Year Period

Source	Supply (net dwellings)
Existing Commitments – Sites providing 5+ dwellings	645
Existing Commitments – Sites providing less than 5 dwellings (including 10% deduction)	187
Allocations	257
Identified Capacity	241
Windfall Allowance	140
Total	1470

Calculation of Housing Land Supply Position for Northern Test Valley

- 8.23 Table 7 draws together the information set out above to provide the calculation of the housing land supply position for Northern Test Valley. The target figure, in order to be able to demonstrate five years housing land supply, would be 5.00 years. The calculation to derive this figure is total supply ÷ annualised total requirement.

Table 7: Northern Test Valley Housing Land Supply Position as at 1 April 2021

Component of Calculation		No. of Dwellings	Notes
a)	Annualised requirement for the five year period	394	Derived from Policy COM1
b)	Requirement for five year period	1,970	a) x 5
c)i)	Balance of past supply for period 2006/07 to 2010/11 (South East Plan period)	-484	Table 4
c)ii)	Balance of past supply for period 2011/12 to 2019/20 (Local Plan period)	1,678	Table 3
c)iii)	Balance for past supply for period 2006/07 to 2020/21	1,194	c)i) + c)ii)
d)	Reduction in per annum requirement for the remainder of the plan period (rounded to the nearest whole dwelling)	149	c)iii) ÷ 8 years
e)	Reduced requirement for the five year period accounting for past positive balance in supply	1,225	b) - (d) x 5 years)
f)	5% buffer of the requirement	61	e) x 5%
g)	Total requirement for the five year period including buffer	1,286	e) + f)
h)	Annualised total requirement (to the nearest whole dwelling)	257	g) ÷ 5
i)	Total housing supply	1,470	Sum of Table 6
j)	Years of housing supply	5.72	i) ÷ h)

9 Five Year Housing Land Supply: Southern Test Valley

Base Requirement for the Five Year Period

- 9.1 The housing land supply position should be considered in comparison to the local planning authority's housing requirement. On this basis, the housing requirement established through Policy COM1 is used for assessing the requirement.
- 9.2 As set out in Table 1, the housing requirement for Southern Test Valley is a minimum of 3,492 dwellings over the period from 2011 to 2029. This gives an average per annum figure of 194 dwellings. Therefore, the base requirement for the five year period is 194 dwellings x 5 years = 970 dwellings.

Assessing Past Delivery

- 9.3 In order to assess past delivery, previous completion rates are compared to the average per annum figure. Focusing on the plan period for the Local Plan, Table 8 provides the comparison by financial year with the annual average housing requirement (based on Policy COM1) for Southern Test Valley.

Table 8: Comparing Completions to Annualised Requirement for 2011/12 to 2020/21

Year	Completions (Net Gain)	Requirement	Balance	Cumulative Balance
2011/12	86	194	-108	-108
2012/13	203	194	9	-99
2013/14	183	194	-11	-110
2014/15	212	194	18	-92
2015/16	338	194	144	52
2016/17	240	194	46	98
2017/18	194	194	0	98
2018/19	249	194	55	153
2019/20	279	194	85	238
2020/21	337	194	143	381
Total	2,321	1,940	381	

- 9.4 As can be seen from Table 8, there is no under supply [shortfall] relative to the annual average housing requirement for the period 2011/12 to 2020/21. Therefore, if solely considering under supply from the plan period, there would be no addition to the requirement as there is a positive balance in Southern Test Valley.
- 9.5 As is the case for Northern Test Valley, there has additionally been consideration of any under supply between 2006/07 and 2010/11, which represents the period from the commencement of the South East Plan (now revoked) to the start of the plan period for the adopted Local Plan. This is to recognise the approach in national policy of significantly boosting the supply of housing and to ensure a robust position.
- 9.6 Table 9 compares the completions to the annual average requirement (taken from the South East Plan) for the period 2006/07 to 2010/11 for Southern Test Valley.

Table 9: Comparing Completions to Annualised Requirement for 2006/07 to 2010/11

Year	Completions (Net Gain)	Requirement	Balance	Cumulative Balance
2006/07	227	196	31	31
2007/08	116	196	-80	-49
2008/09	54	196	-142	-191
2009/10	143	196	-53	-244
2010/11	19	196	-177	-421
Total	559	980	-421	

- 9.7 Table 9 indicates a negative balance relative to the South East Plan requirement [backlog].
- 9.8 In summary, for the current plan period to date there is a positive balance between completions and annualised requirement of 381 dwellings, with a negative balance of 421 dwellings for the period linked to the South East Plan. Summing these figures there is a net negative balance of 40 dwellings.
- 9.9 The PPG (paragraph ID: 68-031-20190722) establishes that any past under supply should be dealt with in the first five years of the plan period, unless the case is made for a longer time period through the plan making process.
- 9.10 Based on paragraph 48 of the Inspector’s Report on the Examination into the Local Plan, any shortfall should be made up over the 10 year period to 2024/25. As the five year period extends to 2024/25, the entirety of the figure will be factored into the calculation.
- 9.11 As a result, the updated requirement for the five year period is 1,010 dwellings (i.e. 970 dwellings + 40 dwellings).

Additional Buffers

- 9.12 The NPPF (paragraph 74) sets out that in addition to identifying five years’ worth of deliverable sites, a buffer also needs to be applied, with the percentage buffer depending on the specific circumstances that apply. A 5% buffer is added to “*ensure choice and competition in the market for land*”, while a 20% buffer applies when there has been a significant under delivery of housing over the previous 3 years, as assessed through the HDT, “*to improve the prospects of achieving the planned supply*”.
- 9.13 In light of the published 2020 measurements for the HDT, a buffer of 5% is relevant for Test Valley. This is added to the requirement for the five year period.
- 9.14 The 5% buffer is added to the updated requirement for the five year period (1,010 dwellings). This gives a total requirement for the five year period of 1,061 dwellings, and an annualised requirement of 212 dwellings (i.e. 1,061 dwellings ÷ 5 years) for the five year period, when rounded to the nearest whole number.

Supply of Specific Deliverable Sites

- 9.15 The approach taken to considering housing supply is to include sites with permission or resolutions for permission, allocations within the adopted plan, certain SHELAA sites and a windfall allowance in the supply of sites where it is considered that they align with the definition of deliverable within national policy and guidance. This reflects the supply sources identified in section 4.
- 9.16 In relation to existing commitments for sites providing a net gain of 5+ dwellings, sites are factored into the housing supply taking account of advice by the agent / developer for the site, including regarding the level of development anticipated and phasing. In some cases alternative figures will be used e.g. where previous delivery suggests that the proposed phasing is unlikely. Appendix 3 sets out the sites contributing to this part of the supply assessment. As documented in the trajectory (Appendix 1) some of the permitted schemes will deliver dwellings post the five year period.
- 9.17 Reflecting the approach identified in section 4, schemes with permission that provide less than a net gain of 5 dwellings are considered collectively, being factored into the supply calculation at 90% of the total net gain in dwellings. Appendix 3 sets out the contribution of this source to the supply assessment.
- 9.18 An allowance for allocations within the Local Plan is included in the supply reflecting the proportion of the sites projected to come forward within the five year period – this takes account of advice of the site promoters / developers. The allowance for allocations comprises projected completions for Whitenap in Romsey, land at Hoe Lane in North Baddesley, and Park Farm at North Stoneham. Appendix 3 sets out the sites contributing to this part of the supply assessment.
- 9.19 Sites promoted within the SHELAA that are located within the settlement boundary, where the principle of development would be acceptable, are included within the housing supply where the promoter advises that the site is likely to come forward within the five year period. For this update, no SHELAA sites have been included within the relevant five year period.
- 9.20 Paragraph 71 of the NPPF identifies that an allowance for windfall sites can form part of the supply as long as though there is “*compelling evidence that they will provide a reliable source of supply.*” In line with the approach established in section 4, a windfall allowance has been calculated based on past completions from this source. For Southern Test Valley, the windfall allowance agreed through the Examination of the Local Plan is 16 dwellings per annum.
- 9.21 Windfalls are projected to form part of the housing land supply calculations for years 2 to 5, but not in the first year. This is to reflect that in year 1, sites are likely to be included as ‘existing commitments’, therefore also including an allowance for windfall development could result in double counting of supply.

On this basis, the total windfall allowance included within the supply for the five year period is 64 dwellings [i.e. 4 x 16 dwellings].

- 9.22 Table 10 provides a summary of the supply of housing from the sources set out above for Southern Test Valley. More information on existing commitments and allocations is provided in Appendix 3.

Table 10: Summary of Housing Supply in Southern Test Valley for Five Year Period

Source	Supply (net dwellings)
Existing Commitments – Sites providing 5+ dwellings	926
Existing Commitments – Sites providing less than 5 dwellings (including 10% deduction)	46
Allocations	412
Identified Capacity	74
Windfall Allowance	64
Total	1,522

Calculation of Housing Land Supply for Southern Test Valley

- 9.23 Table 11 draws together the information set out above to provide the calculation of the housing land supply position for Southern Test Valley. The target figure, in order to be able to demonstrate five years of housing land supply, would be 5.00 years. The calculation to derive this figure is total supply ÷ annualised total requirement.

Table 11: Southern Test Valley Housing Land Supply Position as at 1 April 2021

Component of Calculation		No. of Dwellings	Notes
a)	Annualised requirement for the five year period	194	Derived from Policy COM1
b)	Requirement for five year period	970	a) x 5
c)i)	Balance of past supply for period 2006/07 to 2010/11 (South East Plan period)	-421	Table 9
c)ii)	Balance of past supply for period 2011/12 to 2018/19 (Local Plan period)	381	Table 8
c)iii)	Balance for past supply for period 2006/07 to 2018/19	-40	c)i) + c)ii)
d)	Contribution towards addressing the under-supply in the five year period (rounded to the nearest whole number)	40	Negative of c)iii)
e)	Base requirement plus contribution towards addressing under supply	1,010	b) + d)
f)	5% buffer of requirement	51	e) x 5%
g)	Total requirement for the five year period including buffer	1,061	e) + f)
h)	Annualised total requirement (to the nearest whole dwelling)	212	g) ÷ 5 years
i)	Total housing supply	1,522	Sum of Table 10
j)	Years of housing supply	7.18	i) ÷ h)

10 Conclusion

- 10.1 This Strategy has focused on setting out the sources of supply that will aid in delivering the housing requirement in the adopted Local Plan and providing the background to the assessment of housing land supply.
- 10.2 Based on the data available and the methodology set out above, over five years supply of deliverable sites can be demonstrated relative to the housing requirement. For Northern Test Valley the figure is 5.72 years and for Southern Test Valley the figure is 7.18 years, both of which are set against a target of 5.00 years

Appendix 1: Housing Trajectories as at 1 April 2021

Northern Test Valley Housing Trajectory 1 April 2021

	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	2027/28	2028/29	TOTAL
<i>BLP (2006) Allocations</i>																			
East Anton, Andover	103	181	135	229	146	184	162	239	279	242	145	48							2093
Picket Twenty, Andover	147	178	180	176	164	145	175	37		17									1219
<i>RLP (2016) Allocations</i>																			
Picket Twenty Extension								45	155	152	60	60	48						520
Picket Piece Extension				2	2	14	33	30	93	62	25	35	18	11		20	20	19	384
George Yard/Black Swan Yard																	30	30	60
Projections - Allocated Sites											230	143	66	11	0	20	50	49	
Completions - Allocated Sites	250	359	315	407	312	343	370	351	527	473									3707
Completions - Unallocated Sites	187	108	44	261	354	308	229	209	142	69									1911
Projections - Existing Commitments											136	139	144	96	124	20	21	0	680
Identified Capacity - SHELAA sites (5+ units)											0	0	14	74	153	57	50	30	378
Unplanned sites (windfall)												35	35	35	35	35	35	35	245
Total Past Completions	437	467	359	668	666	651	599	560	669	542									
Total Projected Completions											366	317	259	216	312	132	156	114	7490
Cumulative Completions	437	904	1263	1931	2597	3248	3847	4407	5076	5618	5984	6301	6560	6776	7088	7220	7376	7490	
PLAN - Strategic Allocation (annualised)	394	394	394	394	394	394	394	394	394	394	394	394	394	394	394	394	394	394	7092
MONITOR - No. dwellings above or below cumulative allocation	43	116	81	355	627	884	1089	1255	1530	1678	1650	1573	1438	1260	1178	916	678	398	
MANAGE - Annual requirement taking account of past/projected completions	394	391	387	389	369	346	320	295	269	224	184	158	132	106	79	1	-64	-284	
Years Remaining	18	17	16	15	14	13	12	11	10	9	8	7	6	5	4	3	2	1	

Southern Test Valley Housing Trajectory 1 April 2021

	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	2027/28	2028/29	TOTAL
<i>BLP (2006) Allocations</i>																			
Romsey Brewery		8	5													10	10	10	43
Abbotswood, Romsey	30	190	157	114	152	90	20		10	27									790
<i>RLP (2016) Allocations</i>																			
Whitenap, Romsey															50	150	150	150	500
Hoe Lane, North Baddesley												51	107	103	39				300
Park Farm, North Stoneham													30	32					62
Projections - Allocated Sites												51	137	135	89	160	160	160	892
Completions - Allocated Sites	30	198	162	114	152	90	20		10	27									803
Completions - Unallocated sites	56	5	21	98	186	150	174	249	269	310									1518
Projections - Existing Commitments											375	185	181	143	88	22	0	0	994
Identified Capacity - SHELAA sites (5+ units)													44		30				74
Unplanned sites (windfall)												16	16	16	16	16	16	16	112
Total Past Completions	86	203	183	212	338	240	194	249	279	337									
Total Projected Completions											375	252	378	294	223	198	176	176	4393
Cumulative Completions	86	289	472	684	1022	1262	1456	1705	1984	1984	2359	2611	2989	3283	3506	3704	3880	4056	
PLAN - Strategic Allocation (annualised)	194	194	194	194	194	194	194	194	194	194	194	194	194	194	194	194	194	194	3492
MONITOR - No. dwellings above or below cumulative allocation	-108	-99	-110	-92	52	98	98	153	238	44	225	283	467	567	596	600	582	564	
MANAGE - Annual requirement taking account of past/projected completions	194	200	200	201	201	190	186	185	179	168	189	162	147	101	52	-5	-106	-388	
Years Remaining	18	17	16	15	14	13	12	11	10	9	8	7	6	5	4	3	2	1	

Appendix 2: Five Year Housing Land Supply – Supply Assumptions for Northern Test Valley

Table 1: Existing Commitments

Site	Application Number ¹³	Net Dwellings Permitted	Net Dwellings Remaining (at 1 April 2021)	2021/22	2022/23	2023/24	2024/25	2025/26	Total Completions Expected 2021/22 to 2025/26	Dwellings Under Construction (at 1 April 2021) ¹⁴	Net Dwellings Remaining post five year period ¹⁵
East Anton (Augusta Park), Andover	TVN.09258	2,484	193	145	48				193	148	0
Surplus Secondary School Site, East Anton, Andover	12/02497/OUTN	314	264	75	95	84	10		264	187	0
Church Farm, The Coach Road, West Tytherley	16/01607/FULLS	13	13			13			13	1	0
Land Surrounding Vespasian Road, Andover	16/00474/FULLN	9	9	9					9	9	0
Hyde Farm , Horsebridge Road, Broughton	18/00877/FULLS	9	9	9					9	0	0
Houghton Farm, Houghton	19/02293/FULLS	13	13	6	7				13	13	0
Office Depot UK Ltd, Guilbert House, Greenwich Way, Andover	19/01057/PDON	66	66					66	66	0	0
Crown Buildings, 6 - 8 London Street, Andover	20/01791/PDON	38	38				38		38	0	0
Enham Place, Newbury Road, Enham Alamein	15/00296/OUTN	81	81			10	10	20	40	0	41

¹³ Where application comprises of outline and reserved matters, only the outline application number is provided in this table.

¹⁴ Based on available information

¹⁵ Only relates to sites which are contributing to the five year housing land supply, not all sites.

Site	Application Number ¹³	Net Dwellings Permitted	Net Dwellings Remaining (at 1 April 2021)	2021/22	2022/23	2023/24	2024/25	2025/26	Total Completions Expected 2021/22 to 2025/26	Dwellings Under Construction (at 1 April 2021) ¹⁴	Net Dwellings Remaining post five year period ¹⁵
Combination of sites providing a net gain of less than 5 dwellings (with 10% deduction)		208	187	187					187		
TOTALS ¹⁶		3,027	686	244	150	107	58	86	645	358	41

¹⁶ Note the year by year totals do not include an allowance for the combined sites providing a net gain of less than 5 dwellings.

Table 2: Supply from Allocations

Site	Policy Reference	Net Dwellings Proposed	Net Dwellings Remaining (at 1 April 2021)	2021/22	2022/23	2023/24	2024/25	2025/26	Total Completions Expected 2021/22 to 2025/26	Dwellings Under Construction (at 1 April 2021) ¹⁷	Net Dwellings Remaining post five year period
Picket Piece Extension, Andover	COM6	400 ¹⁸	166 ¹⁹	25	35	18	11		89	51	77
Picket Twenty Extension, Andover	COM6A (16/03120/FULLN)	520	168	60	60	48			168	31	0
TOTALS		920	334	85	95	66	11	0	257	82	77

Table 3: Supply from Identified Capacity

Site	Reference	Total Completions Expected 2021/22 to 2025/26
Abbotts Manor Farm, Leckford	SHELAA 131	28
Additional capacity at East Anton, Andover	SHELAA 298	50
Land at Harewood Farm, Picket Twenty, Andover	n/a	113
Harewood Farm, London Road, Andover Down	17/03153/OUTN	50
TOTAL		241

¹⁷ Based on available information

¹⁸ This would relate to multiple planning applications and includes those dwellings within the allocation that have already been completed.

¹⁹ Through multiple planning permissions, there is outline or full permission for 89 dwellings (net) that are outstanding as at 1 April 2021.

Appendix 3: Five Year Housing Land Supply – Supply Assumptions for Southern Test Valley

Table 1: Existing Commitments

Site	Application Number ²⁰	Net Dwellings Permitted	Net Dwellings Remaining (at 1 April 2021)	2021/22	2022/23	2023/24	2024/25	2025/26	Total Completions Expected 2021/22 to 2025/26	Dwellings Under Construction (at 1 April 2021) ²¹	Net Dwellings Remaining post five year period ²²
Land at Redbridge Lane, Nursling	15/01763/FULLS 17/00466/FULLS	330	47	47					47	36	0
Land east of Rownhams Lane, Rownhams	14/00726/OUTS	317	278	100	100	78			278	127	0
Ganger Farm, Ganger Farm Lane, Romsey	14/01090/FULLS 19/02424/FULLS	277	58	58					58	56	0
Land south of Wren's Corner, Cupernham Lane, Romsey	15/00679/OUTS	16	16		6	10			16	0	0
Land West Of Cupernham Lane, Romsey	16/01857/FULLS	21	21		21				21	0	0
Land West Of Cupernham Lane, Romsey	17/02183/OUTS	73	46	46					46	46	0
Land West Of Cupernham Lane, Belbins, Romsey	17/00915/OUTS	5	5		5				5	0	0
Granton, Cupernham Lane, Romsey	18/03223/FULLS	8	8	8					8	8	0
Nightingale Lodge, Romsey	15/01261/FULLS	54	54	54					54	54	0
Great Woodley Farm, Woodley Lane, Romsey	17/01452/FULLS	5	5			5			5	0	0

²⁰ Where application comprises of outline and reserved matters, only the outline application number is provided in this table.

²¹ Based on available information

²² Only relates to sites which are contributing to the five year housing land supply, not all sites.

Site	Application Number ²⁰	Net Dwellings Permitted	Net Dwellings Remaining (at 1 April 2021)	2021/22	2022/23	2023/24	2024/25	2025/26	Total Completions Expected 2021/22 to 2025/26	Dwellings Under Construction (at 1 April 2021) ²¹	Net Dwellings Remaining post five year period ²²
The Four Horseshoes , Nursling Street, Nursling	18/01560/FULLS	5	5	5					5	5	0
Emer Farm Green Lane, Ampfield	20/00935/PDQS	5	5		5				5	0	0
Ringstead, Cupernham Lane, Romsey	19/02698/FULLS	13	13			13			13	0	0
Land Adjacent To Woodpeckers, Cupernham Lane, Romsey	20/01045/FULLS	9	9		9				9	0	0
Ashfield Sawmill, Southampton Road, Ashfield Romsey	18/01680/OUTS	29	29		20	9			29	0	0
Stanbridge Earls, Awbridge	16/02967/FULLS	155	48	48					48	48	0
Land east of Rownhams Lane, Rownhams	14/00726/OUTS 18/01529/RESS	60	60				60		60	0	0
Former North Hill Sawmill Yard, Baddesley Road, Flexford, North Baddesley	17/01615/OUTS	149	149			57	44	48	149	0	0
Grove Place, Upton Lane	17/02954/FULLS	10	10		10				10	0	0
Land at Park Farm - North Stoneham Park, Stoneham Lane	19/02811/FULLS	82	82				30	30	60	0	22
Combination of sites providing a net gain of less than 5 dwellings (with 10% deduction)		51	46	46					46		

Site	Application Number ²⁰	Net Dwellings Permitted	Net Dwellings Remaining (at 1 April 2021)	2021/22	2022/23	2023/24	2024/25	2025/26	Total Completions Expected 2021/22 to 2025/26	Dwellings Under Construction (at 1 April 2021) ²¹	Net Dwellings Remaining post five year period ²²
TOTALS²³		1,674	948	366	176	172	134	78	926	380	22

Table 2: Supply from Allocations

Site	Policy Reference	Net Dwellings Proposed	Net Dwellings Remaining (at 1 April 2021)	2021/22	2022/23	2023/24	2024/25	2025/26	Total Completions Expected 2021/22 to 2025/26	Dwellings Under Construction (at 1 April 2021) ²⁴	Net Dwellings Remaining post five year period
Land at Whitenap, Romsey	COM3	1,300	1,300					50	50	0	1,250
Land at Hoe Lane, North Baddesley	COM4 (16/02432/OUTS)	300	300		51	107	103	39	300	0	0
Park Farm, North Stoneham	COM5 (19/02630/FULLS)	62	62			30	32		62	0	0
TOTALS		1,662	1,662	0	51	137	135	89	412	0	1,250

Table 3: Supply from Identified Capacity

Site	Reference	Total Completions Expected 2021/22 to 2025/26
South of Romsey Town Centre	Bus Station	30
Abbotswood Block J	19/02755/FULLS	36
Abbotswood Block E	20/02395/FULLS	8
TOTAL		74

²³ Note the year by year totals do not include an allowance for the combined sites providing a net gain of less than 5 dwellings.

²⁴ Based on available information