

Housing Implementation Strategy

As at 1 April 2022

November 2022

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 April 2022 to 31st March 2027.
- 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/strategic-housing-economic-land-availability-assessment-shelaa-and-green-land-availability-assessment-glaa-call-for-sites>

- 2.5 The Council's brownfield register⁵ identifies brownfield sites (or previously developed land) which are available and suitable for residential development in accordance with the policies of the adopted Local Plan and NPPF. The register includes non-SHELAA sites, however thresholds for the brownfield register are similar; the site should be at least 0.25 hectares in size or capable of supporting five or more dwellings. Suitable sites which are included in parts of the register are included as identified capacity within the Housing Land Supply figures.
- 2.6 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 Valley⁶ and Northern Test Valley⁷. 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)

- 3.4 As the Local Plan reached the fifth year anniversary of its adoption a review was undertaken in accordance with Regulation 10A The Town and Country Planning (Local Planning) (England) Regulations 2012 (as amended)⁸. The

⁵ Brownfield Register

⁶ Comprises the Parishes of Ampfield, Chilworth, North Baddesley, Nursling and Rownhams, Romsey Extra, Romsey Town and Valley Park.

⁷ Comprises the remaining parishes within the Borough, outside of those within Southern Test Valley and outside the New Forest National Park.

⁸ Available: <https://www.testvalley.gov.uk/planning-and-building/planningpolicy/local-development-framework/dpd>

purpose of the review was to ensure that the plan and its policies remain effective and to identify any areas which need to be updated. The 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.

4 Components and Delivery 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 (including C3 and C2 self-contained units comprising private household population), existing commitments (e.g. sites with planning permission), identified capacity, windfall (unplanned) sites and allocations in both the Local Plan and made Neighbourhood Plans. Each of these is considered in turn.
- 4.3 The NPPF definition states for a site to be considered deliverable for housing it should be available now, offer a suitable location for development now, and be achievable with a realistic prospect that housing will be delivered on the site within five years.

Housing Completions

- 4.4 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
2021/22	528	326	854
Total	6,146	2,647	8,793

Existing Commitments

- 4.5 The existing commitments category primarily relates to sites that have planning permission or resolution for 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).
- 4.6 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.
- 4.7 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. However, annual site visits are undertaken to determine whether these developments have been completed to ensure they contribute to completions.

Allocations

- 4.8 The Council has adopted 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.
- 4.9 The expected phasing of the housing allocations was agreed through the local plan process. This has been updated annually and is documented within the housing trajectories. For the current housing trajectories, see Appendix 1.
- 4.10 If any made neighbourhood plans have allocated sites for housing the details of these allocations have also been included within the housing land supply if it is considered they are likely to come forward within the 5 year period.

Identified Capacity

- 4.11 Identified capacity relates to suitable sites that have been promoted through the SHELAA, sites on the Council's brownfield registers and other sites that would be considered acceptable in terms of the principle of residential development. Sites which do not currently have planning permission but have been identified on the basis that they could come forward during the plan period and are considered deliverable as defined by the NPPF. The SHELAA and brownfield register only relate to sites which are capable of delivering 5 or more dwellings (net gain).

- 4.12 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 and brownfield register when it is next updated. The current position is as shown in the housing trajectories (see Appendix 1).

Windfall

- 4.13 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.
- 4.14 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 or brownfield register– these usually become part of the supply at the point they gained planning permission or have a resolution for permission.
- 4.15 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.
- 4.16 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. The windfall allowance is separate to the stock of total number of permissions of less than 5 dwellings with a 10% discount.

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 2022, 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 figures⁹. 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 2022. Therefore the five year period under consideration is 1 April 2022 to 31 March 2027.

7 Housing Delivery: Housing Delivery Test

- 7.1 The Housing Delivery Test (HDT) comprises an assessment of 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 2022, relating to the 2021 measurement.¹⁰ For Test Valley, the HDT 2021 measurement was reported to be 184%, with an indication that there are no resultant consequences.

⁹ 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>

¹⁰ Available at: <https://www.gov.uk/government/publications/housing-delivery-test-2021-measurement>

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.
- 8.4 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 2021/22

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
2021/22	528	394	134	1,812
Total	6,146	4,334	1,812	

- 8.5 As can be seen from Table 3, there is no under supply [shortfall¹¹] relative to the annual average housing requirement for the period 2011/12 to 2021/22.

¹¹ Shortfall is taken to mean an under supply against the average per annum requirement for the current plan period.

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	

- 8.8 Table 4 indicates a negative balance relative to the South East Plan requirement [backlog¹²].
- 8.9 In summary, for the current plan period to date there is a positive balance between completions and annualised requirement of 1,812 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 1,328 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 2021/22	1,328 dwellings
Number of years left in the plan period (post 2021/22)	7 years
Reduction per annum in requirement for remainder of plan period to account for positive balance (i.e. 1,328 dwellings ÷ 7 years), rounded to nearest whole number	190 dwellings
Reduction in requirement for the five year period (i.e. 190 dwellings per annum x 5 years)	950 dwellings

¹² 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.

Updated requirement for five year period (i.e. 1,970 dwellings – 950 dwellings)	1,020 dwellings
---	-----------------

- 8.11 As a result, the updated requirement for the five year period is 1,020 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 2022 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 1,071 dwellings, and an annualised requirement of 214 dwellings (i.e. 1,071 dwellings ÷ 5 years) for the five year period, when rounded to the nearest whole number.

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 and made neighbourhood plans, suitable SHELAA sites and sites on the Council's brownfield register promoted within the local plan settlement boundary, 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, or there has not been a response for phasing information from a developer. Other sources of information are used in this instance including phasing information produced by Hampshire County Council which is also checked by the Council's Housing Team who are in contact with affordable housing providers. 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 within the 5 year period. Appendix 2 sets out the contribution of this source to the supply assessment.
- 8.18 An allowance for allocations within the Local Plan and made neighbourhood plans 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, and also takes into consideration those sites yet to receive detailed permission. Appendix 2 sets out the sites contributing to this part of the supply assessment.
- 8.19 Sites promoted within the SHELAA or through the brownfield register 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 period¹³. 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.
- 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. 4x35 dwellings] separate to permissions.
- 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	351
Existing Commitments – Sites providing less than 5 dwellings (including 10% deduction)	150
Allocations	126

¹³ The capacity of the sites is also reviewed with the promoter.

Identified Capacity	455
Windfall Allowance	140
Total	1,222

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 2022

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 2021/22 (Local Plan period)	1,812	Table 3
c)iii)	Balance for past supply for period 2006/07 to 2020/21	1,328	c)i) + c)ii)
d)	Reduction in per annum requirement for the remainder of the plan period (rounded to the nearest whole dwelling)	190	c)iii) ÷ 7years
e)	Reduced requirement for the five year period accounting for past positive balance in supply	1,020	b) - (d) x 5 years)
f)	5% buffer of the requirement	51	e) x 5%
g)	Total requirement for the five year period including buffer	1,071	e) + f)
h)	Annualised total requirement (to the nearest whole dwelling)	214	g) ÷ 5
i)	Total housing supply	1,222	Sum of Table 6
j)	Years of housing supply	5.71	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 2021/22

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
2021/22	326	194	132	513
Total	2,647	2,134	513	

- 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 2021/22. 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 513 dwellings, with a negative balance of 421 dwellings for the period linked to the South East Plan. Summing these figures there is a net positive balance of 92 dwellings.
- 9.9 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 10: Approach to Allowance for Positive Balance in Past Supply

Total positive balance for period 2006/07 to 2021/22	92 dwellings
Number of years left in the plan period (post 2021/22)	7 years
Reduction per annum in requirement for remainder of plan period to account for positive balance (i.e. 92 dwellings ÷ 7 years), rounded to nearest whole number	13 dwellings
Reduction in requirement for the five year period (i.e. 13 dwellings per annum x 5 years)	65 dwellings
Updated requirement for five year period (i.e. 970 dwellings – 65 dwellings)	905 dwellings

- 9.10 As a result, the updated requirement for the five year period is 905 dwellings.

Additional Buffers

- 9.11 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*".
- 9.12 In light of the published 2019 measurements for the HDT, a buffer of 5% is relevant for Test Valley. This is added to the requirement for the five year period (970 dwellings). This gives a total requirement for the five year period

of 922 dwellings, and an annualised requirement of 184 dwellings (i.e. 922 dwellings ÷ 5 years) for the five year period, when rounded to the nearest whole number.

Supply of Specific Deliverable Sites

- 9.13 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).
- 9.14 The approach taken for Test Valley is to include sites with permission or resolutions for permission, allocations within the adopted plan and made neighbourhood plans, suitable SHELAA sites and sites on the Council’s brownfield register promoted within the local plan settlement boundary, 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.
- 9.15 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.
- 9.16 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 within the 5 year period. Appendix 3 sets out the contribution of this source to the supply assessment.
- 9.17 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.
- 9.18 Sites promoted within the SHELAA or through the brownfield register 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 period¹⁴. For this update, three SHELAA sites have been identified as likely to

¹⁴ The capacity of the sites is also reviewed with the promoter.

come forward within the five year period. More detail on these sites, and the likely scale of development, is provided in Appendix 3.

- 9.19 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.
- 9.20 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] separate to permissions.
- 9.21 Table 11 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 11: Summary of Housing Supply in Southern Test Valley for Five Year Period

Source	Supply (net dwellings)
Existing Commitments – Sites providing 5+ dwellings	733
Existing Commitments – Sites providing less than 5 dwellings (including 10% deduction)	33
Allocations	437
Identified Capacity	30
Windfall Allowance	64
Total	1,297

Calculation of Housing Land Supply for Southern Test Valley

- 9.22 Table 12 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 12: Southern Test Valley Housing Land Supply Position as at 1 April 2022

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 2021/22 (Local Plan period)	513	Table 8
c)iii)	Balance for past supply for period 2006/07 to 2020/21	92	c)i) + c)ii)
d)	Reduction in per annum requirement for the remainder of the plan period (rounded to the nearest whole dwelling)	13	c)iii) ÷ 7years
e)	Reduced requirement for the five year period accounting for past positive balance in supply	905	b) - (d) x 5 years)
f)	5% buffer of the requirement	45	e) x 5%
g)	Total requirement for the five year period including buffer	950	e) + f)
h)	Annualised total requirement (to the nearest whole dwelling)	190	g) ÷ 5
i)	Total housing supply	1,297	Sum of Table 11
j)	Years of housing supply	6.83	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 5.71 years and for Southern Test Valley the figure is 6.83 years, both of which are set against a target of 5.00 years

Appendix 1: Housing Trajectories as at 1 April 2022

Northern Test Valley Housing Trajectory 1 April 2022

	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	150	43							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	124	44							520
Picket Piece Extension				2	2	14	33	30	93	62	57	1	11	10	10		20	20	365
George Yard/Black Swan Yard																			
Land north of Peake Way, Charlton															15	35			50
Projections - Allocated Sites												88	11	10	25	35	20	20	
Completions - Allocated Sites	250	359	315	407	312	343	370	351	527	473	331								4038
Completions - Unallocated Sites	187	108	44	261	354	308	229	209	142	69	197								2108
Projections - Existing Commitments												176	121	67	93	38			495
Identified Capacity (5+ units)														80	165	210	50	55	560
Unplanned sites (windfall)													35	35	35	35	35	35	210
Total Past Completions	437	467	359	668	666	651	599	560	669	542	528								
Total Projected Completions												264	167	192	318	318	105	110	7620
Cumulative Completions	437	904	1263	1931	2597	3248	3847	4407	5076	5618	6146								
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	1812	1682	1455	1253	1177	1101	812	528	
MANAGE - Annual requirement taking account of past/projected completions	394	391	387	389	369	346	320	295	269	224	184	135	114	103	81	2	-157	-418	
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 2022																			
	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																13
Abbotswood, Romsey	30	190	157	114	152	90	20		10	27									790
<i>RLP (2016) Allocations</i>																			
Whitenap, Romsey																75	135	135	345
Hoe Lane, North Baddesley													100	100	100				300
Park Farm, North Stoneham													30	32					62
Projections - Allocated Sites													130	132	100	75	135	135	
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	326	229							1844
Projections - Existing Commitments													244	223	34	36			766
Identified Capacity (5+ units)															10	20			30
Unplanned sites (windfall)													16	16	16	16	16	16	96
Total Past Completions	86	203	183	212	338	240	194	249	279	337	326								
Total Projected Completions												223	379	364	158	120	151	151	4246
Cumulative Completions	86	289	472	684	1022	1262	1456	1705	1984	1984	2310								
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	-150	-115	81	258	224	177	134	91	
MANAGE - Annual requirement taking account of past/projected completions	194	200	200	201	201	190	186	185	179	168	189	215	213	178	130	119	106	60	
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 ¹⁵	Net Dwellings Permitted	Net Dwellings Remaining (at 1 April 2022)	2022/23	2023/24	2024/25	2025/26	2026/27	Total Completions Expected 2022/23 to 2026/27	Dwellings Under Construction (at 1 April 2022) ¹⁶	Net Dwellings Remaining post five year period ¹⁷
East Anton (Augusta Park), Andover	TVN.09258	2,484	43	43					43	42	
Surplus Secondary School Site, East Anton, Andover	12/02497/OUTN	314	127	113	14				127	125	
Church Farm, The Coach Road, West Tytherley	16/01607/FULLS	13	13				13		13	1	
Houghton Farm, Houghton	19/02293/FULLS	13	13	6	7				13	13	
East View, Saunders Lane, Awbridge	19/02596/FULLS	5	5	5					5	5	
Crown Buildings, 6 - 8 London Street, Andover	20/01791/PDON	38	38		38				38		
Glebe Farm, Salisbury Road, Sherfield English	21/00526/PDQS	5	5				5		5		
Testway Housing, Testway House, Greenwich Way, Andover	21/01740/PDON	21	21				21		21		
Land at Staff Lane, Staff Road, Michelmersh	21/03658/PDQS	5	5		5				5		
Enham Place, Newbury Road, Enham Alamein	15/00296/OUTN	81	81	15	20	30	16		81		

¹⁵ Where application comprises of outline and reserved matters, only the outline application number is provided in this table.

¹⁶ Based on available information

¹⁷ Only relates to sites which are contributing to the five year housing land supply, not all sites.

Site	Application Number ¹⁵	Net Dwellings Permitted	Net Dwellings Remaining (at 1 April 2022)	2022/23	2023/24	2024/25	2025/26	2026/27	Total Completions Expected 2022/23 to 2026/27	Dwellings Under Construction (at 1 April 2022) ¹⁶	Net Dwellings Remaining post five year period ¹⁷
			351	182	84	30	55		351		
Combination of sites providing a net gain of less than 5 dwellings (with 10% deduction)	Various	167	150	150					150		
TOTALS ¹⁸		2979	501	212	114	60	85	30	501		

¹⁸ 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 2022)	2022/23	2023/24	2024/25	2025/26	2026/27	Total Completions Expected 2022/23 to 2026/27	Dwellings Under Construction (at 1 April 2022) ¹⁹	Net Dwellings Remaining post five year period ²⁰
Picket Piece Extension, Andover	COM6	400 ²¹	109 ²²	1	11	10	10		32		77
Picket Twenty Extension, Andover ²³	COM6A	520	44	44					44	33	
Land north of Peake Way, Charlton	CHA1 (Charlton Neighbourhood Plan)	50	50				15	35	50		
TOTALS		920	203	45	11	10	25	35	126		

Table 3: Supply from Identified Capacity

Site	Policy Reference	Net Dwellings Proposed	Net Dwellings Remaining (at 1 April 2022)	2022/23	2023/24	2024/25	2025/26	2026/27	Total Completions Expected 2022/23 to 2026/27	Net Dwellings Remaining post five year period ²⁴
Abbotts Manor Farm, Leckford	SHELAA 131	28	28				10	18	28	
Additional capacity at East Anton Local Centre, Andover	22/01992/FULLN	102	102			25	50	27	102	

¹⁹ Based on available information

²⁰ Only relates to sites which are contributing to the five year housing land supply, not all sites.

²¹ This would relate to multiple planning applications and includes those dwellings within the allocation that have already been completed.

²² Through multiple planning permissions, there is outline or full permission for 149 dwellings (net) that are outstanding as at 1 April 2020.

²³ This site has planning permission for 520 dwellings through application 16/03120/FULLN.

²⁴ Only relates to sites which are contributing to the five year housing land supply, not all sites.

Site	Policy Reference	Net Dwellings Proposed	Net Dwellings Remaining (at 1 April 2022)	2022/23	2023/24	2024/25	2025/26	2026/27	Total Completions Expected 2022/23 to 2026/27	Net Dwellings Remaining post five year period ²⁴
Land at Harewood Egg Farm, Picket Twenty, Andover	SHELAA 443	100	100			50	50		100	
Harewood Farm, London Road, Andover Down	17/03153/OUTN	180	180				25	70	95	85
Former Sainsbury's, Bridge Street, Andover	TVBC Brownfield Register	45	45					45	45	
Alan Child House, Andover	TVBC Brownfield Register	50	50					50	50	
Mountwood Nursing Home	SHELAA 349	30	30				30		30	
Williams Garage, Abbots Ann	22/00833/FULLN	5	5		5				5	
TOTALS		540	540		5	75	165	210	455	85

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

Table 4: Existing Commitments

Site	Application Number ²⁵	Net Dwellings Permitted	Net Dwellings Remaining (at 1 April 2022)	2022/23	2023/24	2024/25	2025/26	2026/27	Total Completions Expected 2022/23 to 2026/27	Dwellings Under Construction (at 1 April 2022) ²⁶	Net Dwellings Remaining post five year period ²⁷
Land east of Rownhams Lane, Rownhams	14/00726/OUTS	317	192	100	80	12			192	89	
Land south of Wren's Corner, Cupernham Lane, Romsey	15/00679/OUTS	16	16		6	10			16		
Land West Of Cupernham Lane, Romsey	16/01857/FULLS	21	21	21					21	17	
Land West Of Cupernham Lane, Romsey	17/02183/OUTS	73	3	3					3	3	
Land West Of Cupernham Lane, Belbins, Romsey	17/00915/OUTS	5	5		5				5		
Ringstead , Cupernham Lane, Romsey	19/02698/FULLS	13	14		14				14		
Land Adjacent To Woodpeckers, Cupernham Lane, Romsey	20/01045/FULLS	9	9	9					9		
Block E, Abbotswood Local Centre, Romsey	20/02395/FULLS	8	8	8					8	8	
Land at Abbotswood Local Centre, , Romsey	19/02755/FULLS	36	36		36				36	36	

²⁵ Where application comprises of outline and reserved matters, only the outline application number is provided in this table.

²⁶ Based on available information

²⁷ Only relates to sites which are contributing to the five year housing land supply, not all sites.

Site	Application Number ²⁵	Net Dwellings Permitted	Net Dwellings Remaining (at 1 April 2022)	2022/23	2023/24	2024/25	2025/26	2026/27	Total Completions Expected 2022/23 to 2026/27	Dwellings Under Construction (at 1 April 2022) ²⁶	Net Dwellings Remaining post five year period ²⁷
Holly Lodge, Chilworth Road, Chilworth	21/00718/FULLS	9	9		9				9		
Abbotswood House , Braishfield Road, Romsey	20/00599/FULLS	63	63		15	35	13		63		
Emer Farm Green Lane, Ampfield	20/00935/PDQS	5	5				5		5		
Ashfield Sawmill, Southampton Road, Ashfield Romsey	18/01680/OUTS	29	29					29	29		
Stanbridge Earls, Awbridge	16/02967/FULLS	155	32	32					32	1	
Land east of Rownhams Lane, Rownhams	14/00726/OUTS 18/01529/RESS	60	60			60			60		
Former North Hill Sawmill Yard, Baddesley Road, Flexford, North Baddesley	17/01615/OUTS	149	149	50	50	49			149		
Land at Park Farm - North Stoneham Park, Stoneham Lane	19/02811/FULLS	82	82		18	50	14		82		
Sub-total		1050	733	223	233	216	32	29	733		
Combination of sites providing a net gain of less than 5 dwellings (with 10% deduction)		37	33	33					33		
TOTALS²⁸		1087	766	229	239	223	39	36	766		

²⁸ 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 5: Supply from Allocations

Site	Policy Reference	Net Dwellings Proposed	Net Dwellings Remaining (at 1 April 2022)	2022/23	2023/24	2024/25	2025/26	2026/27	Total Completions Expected 2022/23 to 2026/27	Dwellings Under Construction (at 1 April 2022) ²⁹	Net Dwellings Remaining post five year period
Land at Whitenap, Romsey	COM3	1,300	1,300					75	75		1225
Land at Hoe Lane, North Baddesley	COM4 (16/02432/OUTS)	300	300		100	100	100		300		
Park Farm, North Stoneham	COM5 (19/02630/FULLS)	62	62		30	32			62		
TOTALS		1,662	1,662		130	132	100	75	437	0	1,225

Table 6: Supply from Identified Capacity

Site	Policy Reference	Net Dwellings Proposed	Net Dwellings Remaining (at 1 April 2022)	2022/23	2023/24	2024/25	2025/26	2026/27	Total Completions Expected 2022/23 to 2026/27	Net Dwellings Remaining post five year period ³⁰
South of Romsey Town Centre	TVBC Brownfield Register	30	30				10	20	30	
TOTALS		30	30				10	20	30	

²⁹ Based on available information³⁰ Only relates to sites which are contributing to the five year housing land supply, not all sites.