Housing Implementation Strategy as at 1 April 2018

September 2018



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). 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 website¹.
- 1.4 The review of the housing land supply position was undertaken in the context of the 2012 National Planning Policy Framework (NPPF). The 2018 NPPF has since been published (24 July 2018), with recent updates to national planning practice guidance (PPG). Future reviews of the housing land supply will take account of the implications of changes within the NPPF and updates to national guidance.

2 Background

- 2.1 Paragraph 47 of the 2012 NPPF established that local planning authorities should "*identify and update annually a supply of specific deliverable sites sufficient to provide five years worth of housing against their housing requirements* …" and that they should "… set out a housing implementation strategy for the full range of housing describing how they will maintain delivery of a five-year supply of housing land to meet their housing target".
- 2.2 Paragraph 73 of the 2018 NPPF retains the position that local planning authorities "should identify and update annually a supply of specific deliverable sites sufficient to provide a minimum of five years' worth of housing against their housing requirement set out in adopted strategic policies ...".
- 2.3 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 2012 NPPF) and national guidance (Planning Practice Guidance (PPG)), as well as relevant appeal decisions.
- 2.4 The Council publishes its Authority's Monitoring Report (AMR) on an annual basis which provides information on housing completions, outstanding permissions and housing supply (including the housing trajectory). It also includes information on the delivery of affordable housing.

¹ Available: <u>http://www.testvalley.gov.uk/planning-and-building/planningpolicy/amr</u>

- 2.5 The Strategic Housing and Economic Land Availability Assessment (SHELAA)² documents sites that have been promoted to the Council for residential development across the Borough. It relates to 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.
- 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 Plan³ establishes the housing requirement for the Borough up to 2029 (see Policy COM1).
- 3.2 The Local Plan sets out that the Borough includes two housing market areas, which are known as Southern Test Valley⁴ and Northern Test Valley⁵. 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.

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)					

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

4 Components of Housing 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 3-031-20140306 and 3-032-20140306).

² Available: <u>http://www.testvalley.gov.uk/planning-and-building/planningpolicy/evidence-base/shelaa</u> ³ Adopted January 2016. Available: <u>http://testvalley.gov.uk/planning-and-building/planningpolicy/local-development-framework/dpd</u>

⁴ Comprises the Parishes of Ampfield, Chilworth, North Baddesley, Nursling and Rownhams, Romsey Extra, Romsey Town and Valley Park.

⁵ Comprises the remaining parishes within the Borough, outside of those within Southern Test Valley.

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.

	nousing Completions w	innin the borough since .	2011/12
Year	Northern Test Valley	Total Test Valley	
2011/12	437	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
Total	3,847	1,456	5,303

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

Existing Commitments

- 4.4 The existing commitments category primarily relates to sites that have planning permission, but can also includes 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 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 proposals 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 seeking 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 primarily relates to sites that have been promoted through the SHELAA⁶ 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 48 of the 2012 NPPF recognises that an allowance for windfall sites can be made within the five year supply assuming evidence is available to demonstrate this is likely to be a reliable source⁷. The Glossary of the NPPF provides a definition of windfall sites.
- 4.12 The PPG (paragraph ID: 3-24-20140306) reiterates this but also indicates that a windfall allowance can be included for years 6 to 15 within the plan period (i.e. beyond the 5 year supply). This was also confirmed during a debate on Planning Reform in the House of Commons in response to a query from Caroline Nokes MP (Romsey and Southampton North) regarding whether windfall sites can be included in the supply for years 6 to 15, held in Westminster Hall on 8 January 2014 – the Parliamentary Under Secretary of State for Planning (Nick Boles MP) responded:

"... windfall sites absolutely can form part of a plan. Where an authority can evidence that it has a consistent delivery of housing through windfall sites in the past, and it is reasonable to expect that there will continue to be such a delivery of housing through windfall sites, it is absolutely reasonable to say

⁶ Currently based on sites contained within the SHELAA as published in February 2018.

⁷ A similar provision is contained within paragraph 70 of the 2018 NPPF.

that part of its planned projections assumes a level of windfall site delivery. There is nothing in the policy to prevent that." (Hansard Reference 8 January 2014: Column 99WH)

- 4.13 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.
- 4.14 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 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.
- 4.15 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.

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 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 2018, 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 2012 NPPF establishes that "*local planning authorities* should ... identify and update annually a supply of specific deliverable sites sufficient to provide five years worth of housing against their housing

requirements..." (paragraph 47). 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 Drawing on the information provided above, this document sets out the Council's approach to the different aspects of the calculation which 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 figures⁸. 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 2018. Therefore the five year period under consideration is 1 April 2018 to 31 March 2023.

7 Five Year Housing Land Supply: Northern Test Valley

Base Requirement for the Five Year Period

- 7.1 The housing land supply position should be considered in comparison to the local planning authority's housing requirement (NPPF 2012, paragraph 47). On this basis, the housing requirement established through Policy COM1 is used for assessing the requirement.
- 7.2 As set out in Table 1 above, 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 Performance

- 7.3 The PPG (paragraph ID: 3-035-20140306) establishes that any past under supply should be dealt with in the first five years of the plan period where possible. As such, past performance needs to be reviewed, with consideration to the period over which the assessment is made and the implications of the past performance.
- 7.4 In order to assess past performance, 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

⁸ See paragraph 48 of the Inspector's Report on the Examination into the Test Valley Revised Local Plan.

average housing requirement (based on Policy COM1) for Northern Test Valley.

Year	Completions	Requirement	Balance	Cumulative
	(Net Gain)			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
Total	3,847	2,758	1,089	

Table 3: Comparing Completions to Annualised Requirement for 2011/12 to 2017/18

- 7.5 As can be seen from Table 3, there is no under supply [shortfall⁹] relative to the annual average housing requirement for the period 2011/12 to 2017/18. Completions in this period are approximately 39% 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.
- 7.6 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.
- 7.7 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

2010/11				
Year	Completions	Requirement	Balance	Cumulative
	(Net Gain)			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	

⁹ Shortfall is taken to mean an under supply against the average per annum requirement for the current plan period.

- 7.8 Table 4 indicates a negative balance relative to the South East Plan requirement [backlog¹⁰].
- 7.9 In summary, for the current plan period to date there is a positive balance between completions and annualised requirement of 1,089 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 605 dwellings.
- 7.10 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.

Total positive balance for period 2006/07 to 2016/17	605 dwellings
Number of years left in plan period (post 2017/18)	11 years
Reduction in per annum requirement for remainder of	55 dwellings
plan period to account for positive balance (i.e. 605	
dwellings ÷ 11 years), rounded to nearest whole	
number	
Reduction in requirement for the five year period (i.e.	275 dwellings
55 dwellings per annum x 5 years)	
Updated requirement for five year period (i.e. 1,970	1,695 dwellings
dwellings – 275 dwellings)	
	,

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

7.11 As a result, the updated requirement for the five year period is 1,695 dwellings.

Additional Buffers

- 7.12 The 2012 NPPF (paragraph 47) sets out that in addition to identifying five years worth of deliverable sites, an additional buffer of 5% needs to be applied "*to ensure choice and competition in the market for land*". Where there is a record of persistent under delivery of housing, the buffer should be increased to 20%¹¹.
- 7.13 The PPG (paragraph ID: 3-035-20140306) establishes that identifying whether there is persistent under delivery is a matter of judgement for the decision maker. The Inspector's Report on the Examination into the Test Valley Revised Local Plan sets out that the application of the "20% buffer is not necessary, as the Council does not have a persistent record of low delivery" (paragraph 43). Completions since the Inspector's Report indicate a positive balance, so there is no reason to deviate from this position. On this basis, a 5% buffer is considered to be appropriate to Northern Test Valley.

¹⁰ 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.

¹¹ The 2018 NPPF continues to include buffers of 5% or 20%, although the trigger for the 20% buffer has been amended. A buffer of 10% is also identified as being relevant in certain circumstances. See paragraph 73.

7.14 The 5% buffer is added to the updated requirement for the five year period (1,695 dwellings, as set out in Table 5). This gives a total requirement for the five year period of 1,780 dwellings, and an annualised requirement of 356 dwellings (i.e. 1,780 dwellings ÷ 5 years) for the five year period, when rounded to the nearest whole number.

Supply of Specific Deliverable Sites

- 7.15 The 2012 NPPF (paragraph 47) sets out that the supply should be of "*specific deliverable sites*" with a footnote (11) setting out that deliverable means "*sites 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 5 years and in particular that development of the site is viable*". It goes on to state that sites with planning permission would be considered deliverable unless there is evidence that they will not come forward within the five years¹².
- 7.16 The PPG provides further elaboration on this matter (paragraph ID: 3-031-20140306), that:
 - Can include sites allocated for housing within the development plan unless there is clear evidence it will not come forward within 5 years;
 - Can include sites with permission (full or outline) unless there is clear evidence it will not come forward within 5 years;
 - Permission or allocation is not a prerequisite for a site being deliverable in terms of five year supply but local planning authorities will need to provide robust, up to date evidence to support the deliverability of sites, with these judgements being clearly and transparently set out;
 - Consideration will need to be given to the time taken to commence on site and build out rates.
- 7.17 The approach taken for Test Valley is to include sites with permission or resolutions for permission (subject to a legal agreement), allocations within the adopted plan, certain SHELAA sites and a windfall allowance in the supply of sites. This reflects the supply sources identified in section 4.
- 7.18 In relation to existing commitments for sites providing a net gain of 5+ dwellings, sites are factored into the housing supply unless advised by the agent / developer for the site that they are unlikely to come forward within the relevant period. The level of development anticipated and phasing will be based on advice from the agent / developer. 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. As documented in this appendix and in the trajectory (Appendix 1) some of the permitted schemes will deliver dwellings post the five year period.
- 7.19 Reflecting the approach identified in section 4, schemes with permission that provide less than a net gain of 5 dwellings are considered collectively, being

¹² For information, the definition of deliverable has been updated in the 2018 NPPF.

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.

- 7.20 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 is based on the advice of the site promoters. In addition there is no evidence that there are other factors which would prevent the allocations from coming forward. The allowance for allocations includes projected completions for the extension to Picket Twenty and the additional housing proposed at Picket Piece. Appendix 2 sets out the sites contributing to this part of the supply assessment.
- 7.21 Sites promoted within the SHELAA which 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.
- 7.22 In addition to the SHELAA sites, a further site has been included within the identified capacity. This relates to Harewood Farm at Andover Down (see Appendix 2). Whilst this site has not been promoted through the SHELAA, it has been included within the trajectory previously linked to the planning permission for up to 180 dwellings (application reference: 14/00774/OUTN), the site lies within the settlement boundary, and a current planning application is under consideration for this site (application reference: 17/03153/OUTN).
- 7.23 Paragraph 48 of the 2012 NPPF identifies that housing land supply assessments can include an allowance for windfall sites as long as though there is "compelling evidence that such sites have consistently become available in the local area and will continue to 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.
- 7.24 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].
- 7.25 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.

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

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

Source	Supply (net dwellings)
Existing Commitments – Sites providing 5+ dwellings	1,309
Existing Commitments – Sites providing less than 5	240
dwellings (including 10% deduction)	
Allocations	824
Identified Capacity	211
Windfall Allowance	140
Total	2,724

Calculation of Housing Land Supply Position for Northern Test Valley

7.26 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 April2018

Com	ponent 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 2017/18 (Local Plan period)	1,089	Table 3			
c)iii)	Balance for past supply for period 2006/07 to 2017/18	605	c)i) + c)ii)			
d)	Reduction in per annum requirement for the remainder of the plan period (rounded to the nearest whole dwelling)	55	c)iii) ÷ 11 years			
e)	Reduced requirement for the five year period accounting for past positive balance in supply	1,695	b) - (d) x 5 years)			
f)	5% buffer of the requirement	85	e) x 5%			
g)	Total requirement for the five year period including buffer	1,780	e) + f)			
h)	Annualised total requirement (to the nearest whole dwelling)	356	g) ÷ 5			
i)	Total housing supply	2,724	Sum of Table 6			
j)	Years of housing supply	7.65	i) ÷ h)			

8 Five Year Housing Land Supply: Southern Test Valley

Base Requirement for the Five Year Period

- 8.1 The starting point for considering the base housing requirement is the figure provided in the adopted Local Plan. 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 Southern Test Valley is a minimum of 3,492 dwellings over the period 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 Performance

8.3 In order to assess past performance, 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.

2010/17	-	-		
Year	Completions	Requirement	Balance	Cumulative
	(Net Gain)			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
Total	1,456	1,358	98	

Table 8: Comparing Completions to Annualised Requirement for 2011/12 to 2016/17

- 8.4 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 2017/18. 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.
- 8.5 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.
- 8.6 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.

2010/11				
Year	Completions	Requirement	Balance	Cumulative
	(Net Gain)			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	

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

- 8.7 Table 9 indicates a negative balance relative to the South East Plan requirement [backlog].
- 8.8 In summary, for the current plan period to date there is a positive balance between completions and annualised requirement of 98 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 323 dwellings.
- 8.9 The PPG (paragraph ID: 3-035-20140306) sets out the preferred timescale for dealing with the deficit is within the first five years this is known as the Sedgefield approach. Alternative approaches have also been put forward in some cases, including spreading the shortfall over the remaining plan period (known as the Liverpool approach).
- 8.10 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. Therefore the relevant proportion of the remaining under supply should be factored into the five year period (i.e. 5 years of the remaining 7 years to 2024/25). As such, the under supply factored into the assessment of the housing land supply is 231 dwellings (i.e. 323 dwellings ÷ 7 years x 5 years, rounded to the nearest whole number).
- 8.11 As a result, the updated requirement for the five year period is 1,201 dwellings (i.e. 970 dwellings + 231 dwellings).

Additional Buffers

- 8.12 The 2012 NPPF (paragraph 47) sets out that in addition to identifying five years supply worth of deliverable sites, an additional buffer of 5% needs to be applied "*to ensure choice and competition in the market for land*". Where there is a record of persistent under delivery of housing, the buffer should be increased to 20%.
- 8.13 The PPG (paragraph ID: 3-035-20140306) establishes that identifying whether there is persistent under delivery is a matter of judgement for the decision maker. The Inspector's Report on the Examination into the Test Valley Revised Local Plan sets out that the application of the "20% buffer is not necessary, as the Council does not have a persistent record of low delivery" (paragraph 43). Completions since the Inspector's Report have not

included a negative balance, so there is no reason to deviate from this position. On this basis, a 5% buffer is considered to be appropriate to Southern Test Valley.

8.14 The 5% buffer is added to the updated requirement for the five year period (1,201 dwellings). This gives a total requirement for the five year period of 1,261 dwellings, and an annualised requirement of 252 dwellings (i.e. 1,261 dwellings ÷ 5 years) for the five year period, when rounded to the nearest whole number.

Supply of Specific Deliverable Sites

- 8.15 The approach taken to considering housing supply is to include sites with permission or resolutions for permission (subject to a legal agreement), allocations within the adopted plan, certain SHELAA sites and a windfall allowance in the supply of sites. 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 unless advised by the agent / developer for the site that they are unlikely to come forward within the relevant period. The level of development anticipated and phasing will be based on advice from the agent / developer. 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 this appendix and in the trajectory (Appendix 1) some of the permitted schemes will deliver dwellings post the five year period.
- 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 3 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 is based on the advice of the site promoters. In addition there is no evidence that there are other factors which would prevent the allocations from coming forward. This source includes projected completions for Whitenap in Romsey, 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.
- 8.19 Sites promoted within the SHELAA which 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, one SHELAA site has been put forward as likely to come forward within the relevant five year period based on information currently available.

- 8.20 Paragraph 48 of the 2012 NPPF identifies that housing land supply assessments can include an allowance for windfall sites as long as though there is "compelling evidence that such sites have consistently become available in the local area and will continue to 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.
- 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 64 dwellings [i.e. 4 x 16 dwellings].
- 8.22 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, allocations and SHELAA sites is provided in Appendix 3.

Period	
Source	Supply (net dwellings)
Existing Commitments – Sites providing 5+ dwellings	1,197
Existing Commitments – Sites providing less than 5	42
dwellings (including 10% deduction)	
Allocations	700
Identified Capacity	5
Windfall Allowance	64
Total	2,008

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

Calculation of Housing Land Supply Position for Southern Test Valley

8.23 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.

2018			
Com	ponent 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 2017/18 (Local Plan period)	98	Table 8
c)iii)	Balance for past supply for period 2006/07 to 2017/18	-323	c)i) + c)ii)
d)	Contribution towards addressing the under-supply in the five year period (rounded to the nearest whole number)	231	Negative of c)iii) ÷ 7 years x 5 years
e)	Base requirement plus contribution towards addressing under supply	1,201	b) + d)
f)	5% buffer of requirement	60	e) x 5%
g)	Total requirement for the five year period including buffer	1,261	e) + f)
h)	Annualised total requirement (to the nearest whole dwelling)	252	g) ÷ 5 years
i)	Total housing supply	2,008	Sum of Table 10
j)	Years of housing supply	7.97	i) ÷ h)

Table 11: Southern Test Valley Housing Land Supply Position as at 1 April 2018

9 Conclusion

- 9.1 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.
- 9.2 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 7.65 years and for Southern Test Valley the figure is 7.97 years, both of which are set against a target of 5.00 years.

Appendix 1: Housing Trajectories as at 1 April 2018

Northern Test Valley Housing	, Traje	ctory 1	April	2018																
	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	
BLP (2006) Allocations																				
East Anton, Andover	103	181	135	229	146	184	162	212	270	187	152	35	35	28					2059	
Picket Twenty, Andover	147	178	180	176	164	145	175	37											1202	
RLP (2016) Allocations																				
Picket Twenty Extension								90	150	128	128	24							520	
Picket Piece Extension				2	2	14	33	68	80	66	70	20	30	15					400	
George Yard/Black Swan Yard														30	30	40			100	
Projections - Allocated Sites								407	500	381	350	79	65	73	30	40				
Completions - Allocated Sites	250	359	315	407	312	343	370												2356	А
Completions - Unallocated Sites	187	108	44	261	354	308	229												1491	В
Existing Commitments								226	92	61	113	164	88	52	34				830	
Identified Capacity - SHELAA sites (5+ units)										33	80	98	77	81	45				414	
Unplanned sites (windfall)									35	35	35	35	35	35	35	35	35	35	350	
Total Past Completions	437	467	359	668	666	651	599													с
Total Projected Completions								633	627	510	578	376	265	241	144	75	35	35	7366	D
Cumulative Completions	437	904	1263	1931	2597	3248	3847	4480	5107	5617	6195	6571	6836	7077	7221	7296	7331	7366		Е
PLAN - Strategic Allocation (annualised)	394	394	394	394	394	394	394	394	394	394	394	394	394	394	394	394	394	394	7092	F
MONITOR - No. dwellings above or below cumulative allocation	43	116	81	355	627	884	1089	1328	1561	1677	1861	1843	1714	1561	1311	992	633	274		G
MANAGE - Annual requirement taking account of past/projected completions	394	391	387	389	369	346	320	295	261	221	184	128	87	51	4	-43	-102	-239		н
Years Remaining	18	17	16	15	14	13	12	11	10	9	8	7	6	5	4	3	2	1		

Southern Test Valley Hou	using T	raject	ory 1	April	2018]
	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	
BLP (2006) Allocations																				1
Romsey Brewery		8	5										10	10	10	10	10	10	73	
Abbotswood, Romsey	30	190	157	114	152	90	20	10		26									789	1
RLP (2016) Allocations																				1
Whitenap, Romsey										50	150	150	150	150	150	150	150	150	1250	1
Hoe Lane, North Baddesley										100	150	50							300	1
Park Farm, North Stoneham									10	20	20								50	1
Projections - Allocated Sites								10	10	196	320	200	160	160	160	160	160	160	1696	1
Completions - Allocated Sites	30	198	162	114	152	90	20												656	A
Completions - Unallocated sites	56	5	21	98	186	150	174												690	E
Existing Commitments								225	251	352	200	175	49						1252	
Identified Capacity - SHELAA sites (5+ units)									5										5	
Unplanned sites (windfall)									16	16	16	16	16	16	16	16	16	16	160	1
Total Past Completions	86	203	183	212	338	240	194													C
Total Projected Completions								235	282	564	536	391	225	176	176	176	176	176	4569	C
Cumulative Completions	86	289	472	684	1022	1262	1456	1691	1973	2537	3073	3464	3689	3865	4041	4217	4393	4569		E
PLAN - Strategic Allocation (annualised)	194	194	194	194	194	194	194	194	194	194	194	194	194	194	194	194	194	194	3492	F
MONITOR - No. dwellings above or below cumulative allocation	-108	-99	-110	-92	52	98	98	139	227	597	939	1136	1167	1149	1131	1113	1095	1077		0
MANAGE - Annual requirement taking account of past/projected completions	194	200	200	201	201	190	186	185	180	169	119	60	5	-39	-93	-183	-363	-901		F
Years Remaining	18	17	16	15	14	13	12	11	10	9	8	7	6	5	4	3	2	1		1

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

	•			ľ						I	
Site	Application Number ¹⁴	Net Dwellings Permitted	Net Dwellings Remaining (at 1 April 2018)	2018/19	2019/20	2020/21	2021/22	2022/23	Total Completions Expected 2018/19 to 2022/23	Dwellings Under Construction (at 1 April 2018)	Net Dwellings Remaining post five year period ¹⁵
PERMISSIONS GRANTE	D										
East Anton (Augusta Park), Andover	TVN.09258	2,500	919	212	270	187	152	35	856	359	63
Surplus Secondary School Site, East Anton, Andover	12/02497/OUTN	350	350				60	116	176	0	174
Picket Twenty, Andover	TVN.09275	1,202	37	37					37	37	0
Land at Picket Twenty, Andover	16/01461/FULLN	14	14	14					14	14	0
Picket Piece, Andover	10/00242/OUTN	529	86	60	26				86	73	0
Land at Goch Way, Andover	14/00061/OUTN	85	85	77	8				85	77	0
Houghton Farm, Houghton	17/00121/FULLS	13	13			13			13	0	0
Land Surrounding Vespasian Road, Andover	16/00474/FULLN	9	9		9				9	0	0
Down Farm, Abbotts Ann Down	15/00076/FULLN	8	8	8					8	8	0
27A High Street, Andover	14/02003/FULLN	6	6	6					6	0	0

Table 1: Existing Commitments

¹⁴ Where application comprises of outline and reserved matters, only the outline application number is provided in this table. ¹⁵ Only relates to sites which are contributing to the five year housing land supply, not all sites.

Site	Application Number ¹⁴	Net Dwellings Permitted	Net Dwellings Remaining (at 1 April 2018)	2018/19	2019/20	2020/21	2021/22	2022/23	Total Completions Expected 2018/19 to 2022/23	Dwellings Under Construction (at 1 April 2018)	Net Dwellings Remaining post five year period ¹⁵
4-6 Belle Vue Road, Andover	16/01267/FULLN	5	3	3					3	3	0
Peter Golding Limited Old School Site, Bullington Lane, Barton Stacey	17/01194/FULLN	5	5	4	1				5	0	0
Land At Barton Cottage, Cocum Road, Barton Stacey	17/01296/FULLN	5	5				5		5	0	0
Combination of sites providing a net gain of less than 5 dwellings (with 10% deduction)		267	240						240	76	n/a
PRIOR APPROVAL											
3 Eastgate House, 5-7 East Street, Andover	16/03020/PDON	6	6	6					6	0	0
	TOTALS ¹⁶	5,004	1,786	427	314	200	217	151	1,549	571	237

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	Net						Total	Dwellings	Net
		Dwellings	Dwellings						Completions	Under	Proposed
		Proposed	Remaining (at 1 April 2018)	2018/19	2019/20	2020/21	2021/22	2022/23	Expected 2018/19 to 2022/23	Construction (at 1 April 2018)	Dwellings Remaining post five year period
Picket Piece Extension, Andover	COM6	400	349 ¹⁷	68	80	66	70	20	304	6	45
Picket Twenty Extension, Andover ¹⁸	COM6A	520	520	90	150	128	128	24	520	0	0
	TOTALS	920	869	158	230	194	198	44	824	6	45

Table 3: Supply from Identified Capacity¹⁹

Site	SHELAA	Total Completions
	Reference	Expected 2018/19 to
		2022/23
Land at River Way, Andover	SHELAA 251	38
Land adjacent to Andover	SHELAA 28	40
Station Freight Yard, Andover		
Abbotts Manor Farm, Leckford	SHELAA 131	13
Harewood Farm, London	-	120
Road, Andover Down		
	TOTAL	211

 ¹⁷ Through multiple planning permissions, there is outline or full permission for 241 dwellings (net). With a resolution for permission for a further 30 dwellings.
¹⁸ This site has planning permission for 520 dwellings through application 16/03120/FULLN.
¹⁹ Sites contained within the SHELAA, 2018; with the exception of the last site, as explained in the main document.

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

Table 1. Existing Comm							-				
Site	Application Number ²⁰	Net Dwellings Permitted	Net Dwellings Remaining (at 1 April 2018)	2018/19	2019/20	2020/21	2021/22	2022/23	Total Completions Expected 2018/19 to 2022/23	Dwellings Under Construction (at 1 April 2018)	Net Dwellings Remaining post five year period ²¹
PERMISSIONS GRANTE	D										
Abbotswood, Romsey	08/00475/OUTS	791	38	10		26			36	22	2
Land at Redbridge Lane, Nursling	15/01763/FULLS	326	255	55	55	55	50	40	255	54	0
Land east of Rownhams Lane, Rownhams	14/00726/OUTS	317	319			75	97	98	270	0	49
Ganger Farm, Ganger Farm Lane, Romsey	14/01090/FULLS	275	275	64	84	60	39	28	275	117	0
Land at Oxlease Farm, Cupernham Lane, Romsey	14/00204/OUTS	64	46	34	11				45	33	1
Land adjacent to Luzborough Public House, Botley Road, Romsey	14/01383/FULLS	56	56	28	28				56	29	0
Nightingale Lodge, Greatwell Drive, Romsey	15/01261/FULLS	54	54			54			54	0	0
Abbotsford, Braishfield Road, Romsey	15/03137/OUTS	46	46		10	36			46	0	0
Baroona, Cupernham Lane, Romsey	14/02265/OUTS	29	23	23					23	17	0

Table 1: Existing Commitments

²⁰ Where application comprises of outline and reserved matters, only the outline application number is provided in this table. ²¹ 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 2018)	2018/19	2019/20	2020/21	2021/22	2022/23	Total Completions Expected 2018/19 to 2022/23	Dwellings Under Construction (at 1 April 2018)	Net Dwellings Remaining post five year period ²¹
Land West Of Cupernham Lane, Romsey	16/01857/FULLS	21	21		21				21	0	0
Land south of Wren's Corner, Cupernham Lane, Romsey	15/00679/OUTS	16	16			16			16	0	0
1-3 Portersbridge Mews, Portersbridge Street, Romsey	15/01103/FULLS 16/02336/FULLS	9	9	8	1				9	6	0
Granton, Cupernham Lane, Romsey	17/00082/FULLS	8	8		8				8	0	0
Land at Nutburn Road, North Baddesley	14/02817/OUTS	5	5	5					5	3	0
Great Woodley Farm, Woodley Lane, Romsey	17/01452/FULLS	5	5				5		5	0	5
Combination of sites providing a net gain of less than 5 dwellings (with 10% deduction)		47	42						42	17	n/a
RESOLUTION FOR PER				_	-	-		-			_
Land West Of Cupernham Lane, Romsey	17/02183/OUTS	73	73		25	48			73	0	0
	TOTALS ²²	2,142	1,291	227	243	370	191	166	1,239	298	57

²² 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 2018)	2018/19	2019/20	2020/21	2021/22	2022/23	Total Completions Expected 2018/19 to 2022/23	Dwellings Under Construction (at 1 April 2018)	Net Proposed Dwellings Remaining post five year period
Land at Whitenap, Romsey	COM3	1,300	1,300			50	150	150	350	0	950
Land at Hoe Lane, North Baddesley	COM4	300	300			100	150	50	300	0	0
Park Farm, North Stoneham	COM5	50	50		10	20	20		50	0	0
	TOTALS	1,650	1,650	0	10	170	320	200	700	0	950

Table 3: Supply from Identified Capacity²³

Site	SHELAA	Total Completions
	Reference	Expected 2018/19 to
		2022/23
Eastwood Court, Romsey	SHELAA 156	5
	TOTAL	

²³ Sites contained within the SHELAA, 2018.