

Housing Implementation Strategy

As at 1 April 2023

February 2024

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 for 1 April 2023 to 31 March 2028.
- 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) (updated December 2023)³ and Planning Practice Guidance (PPG)⁴.

2 Background

- 2.1 Paragraph 75 of the NPPF establishes that local planning authorities should monitor their deliverable land supply against their housing requirement, which is set out in their adopted strategic policies. Paragraphs 76-77 require Councils to update annually a supply of specific deliverable sites sufficient to provide either a minimum of five years' worth of housing, or where specific provisions apply (as set out at paragraph 226 of the NPPF), a minimum of four years' worth of housing.
- 2.2 The Council is able to meet the provisions set out in paragraph 226 of the NPPF because; its strategic policies are more than five years and it has an emerging local plan that has either been submitted for examination or has reached Regulation 18 or Regulation 19 (Town and Country Planning (Local Planning) (England) Regulations 2012) stage, including both a policies map and proposed allocations towards meeting housing need. The Council formally agreed the publication of a full Regulation 18 Local Plan, including a policies map and proposed housing allocations, at Full Council on 17 January 2024. For this reason, a minimum four year housing land supply position should be demonstrated in this statement, to comply with the NPPF.
- 2.3 This report provides evidence of a 5 year position in housing land supply reflecting the approach taken in previous years. This is appropriate as National PPG has not yet been updated to demonstrate a methodology for calculating a 4 year supply position in practice and the revised PPG is awaited. The outcome of this report therefore demonstrates a more generous

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.gov.uk/government/collections/planning-practice-guidance>

period of supply than is required for Test Valley Borough under the provisions of the updated NPPF (December 2023).

- 2.4 The 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.
- 2.5 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.
- 2.6 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 Valley⁵ and Northern Test Valley⁶. Southern Test Valley forms part of the wider Southampton Housing Market Area. The rest of the Borough is considered separately. The Council considers that the provision of housing in one housing market area would not help to meet the need in the other housing market area; therefore the two housing market areas are monitored separately.
- 3.3 Table 1 summarises the housing requirement set out in Policy COM1 of the adopted Local Plan for the period 2011 to 2029 for the two housing market areas, as well as the Borough as a whole. The figures are also presented as an annual average – these are not annual targets but are provided for monitoring purposes.

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

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

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

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

- 3.4 As the Local Plan reached the five 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)⁷. Its purpose was to ensure that the plan and its policies remain effective and to identify any areas which need to be reviewed. 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 on methodology within National guidance as set out in the PPG (e.g. paragraph ID 68-007-20190722). The 5 year housing land supply is a calculation of whether there is a deliverable supply of homes to meet the planned housing requirement (or, in some circumstances, local housing need) over the next 5 years.
- 4.2 In previous years, the housing supply position for Test Valley Borough has included an 'appropriate buffer' of 5% in line with the Framework. The latest NPPF (December 2023) does not include a general requirement for a 5% buffer, although it describes specific situations (including a prior three year period of under delivery) where a 20% buffer would be appropriate. However, this does not apply to Test Valley because the latest housing delivery test data for the Borough (2019/20 to 2021/22) has been positive, at 189%⁸). For this reason, no buffer is required, and this is reflected in the calculations set out below.
- 4.3 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.
- 4.4 The NPPF glossary advises that for a site to be considered deliverable for housing it should be available now, offer a suitable location for development, and be achievable with a realistic prospect that housing will be delivered on the site within five years. It advises that there should be clear evidence that housing completions will begin on site within five years.

Housing Completions

⁷ Available: <https://www.testvalley.gov.uk/planning-and-building/planningpolicy/local-development-framework/dpd>

⁸ <https://www.gov.uk/government/publications/housing-delivery-test-2022-measurement>

- 4.5 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	541	337	878
2021/22	528	326	854
2022/23	257	139	396
Total	6,402	2,786	9,188

Existing Commitments

- 4.6 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).
- 4.7 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.
- 4.8 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

- 4.9 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.
- 4.10 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.
- 4.11 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

- 4.12 Identified capacity relates to 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. Some sites which do not currently have planning permission have been identified on the basis that they could come forward during the plan period. The SHELAA and brownfield register only relate to sites which are capable of delivering 5 or more dwellings (net gain). Information from developers or site promoters has also informed the data.
- 4.13 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).
- 4.14 The Strategic Housing and Economic Land Availability Assessment (SHELAA)⁹ identifies sites that have been promoted to the Council for development across the Borough and the Council's brownfield register¹⁰ identifies previously developed land that is available and suitable for residential development in accordance with the policies of the adopted Local Plan and NPPF. Suitable sites which are included in the register are included as identified capacity within the Housing Land Supply figures. Where there is clear evidence to suggest that specific sites are likely to be brought forward within the 5 year period, they are included in the data.

Windfall

- 4.15 Paragraph 72 of the NPPF recognises that an allowance for windfall sites can be made assuming that evidence is available to demonstrate this is likely to

⁹ <https://www.testvalley.gov.uk/planning-and-building/planningpolicy/evidence-base/strategic-housing-economic-land-availability-assessment-shelaa-2021-call-for-sites>

¹⁰ <https://www.testvalley.gov.uk/planning-and-building/planningpolicy/evidence-base/brownfield-register>

be a reliable source. The glossary of the NPPF provides a definition of windfall sites.

- 4.16 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.
- 4.17 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 a 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.
- 4.18 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 on 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 2023, 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 (or four) years' worth of housing against their

housing requirement set out in their adopted strategic policies (paragraph 77). Further guidance is provided within the NPPF and PPG to inform the calculation of this position. This has also 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 figures¹¹. 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 2023. Therefore the five year period under consideration is 1 April 2023 to 31 March 2028.

7 Housing Delivery: Housing Delivery Test

- 7.1 The Housing Delivery Test (HDT) comprises an assessment of housing delivery over the preceding 3 years, measured against the housing requirement. The NPPF indicates that the outputs of the HDT will influence the appropriate buffer to be used in calculating the housing land supply position. How the HDT figures are used is set out in the NPPF (including paragraphs 79-80) and in PPG. The implications apply from the day following the publication of the HDT measurement (PPG paragraph ID: 68-042-20190722).
- 7.2 The most recently published HDT figures are for the three year to 2022.¹² For Test Valley Borough, the HDT 2022 measurement was 189%, with an indication that there are no resultant consequences.

8 Five Year Housing Land Supply: Northern Test Valley

Base Requirement for the Five Year Period

- 8.1 The housing land supply position should be considered in comparison to the local planning authority's housing requirement. On this basis, the housing requirement established through Policy COM1 is used for assessing the requirement.

¹¹ 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>

¹² Available at: <https://www.gov.uk/government/publications/housing-delivery-test-2022-measurement>

- 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 2022/23

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	541	394	147	1,677
2021/22	528	394	134	1,811
2022/23	257	394	-137	1,674
Total	6,402	4, 728	1,674	

- 8.5 As can be seen from Table 3, there is no under supply [shortfall¹³] relative to the annual average housing requirement for the period 2011/12 to 2022/23. Completions over the full period are noticeably higher than the sum of the annualised requirement for this period (although annual completions were lower in 2022/23 than in recent years). 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.

¹³ Shortfall is taken to mean an under supply against the average per annum requirement for the current plan period.

- 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 [backlog¹⁴].
- 8.9 In summary, for the current plan period to date there is a positive balance between completions and annualised requirement of 1,674 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 1,190 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 2022/23	1,190 dwellings
Number of years left in the plan period (post 2022/23)	6 years
Reduction per annum in requirement for remainder of plan period to account for positive balance (i.e. 1,190 dwellings ÷ 6 years), rounded to nearest whole number	198 dwellings
Reduction in requirement for the five year period (i.e. 198 dwellings per annum x 5 years)	990 dwellings
Updated requirement for five year period (i.e. 1,970 dwellings – 990 dwellings)	980 dwellings

- 8.11 As a result, the updated requirement for the five year period is 980 dwellings.

¹⁴ 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.

Additional Buffers

- 8.12 The NPPF (paragraph 77) sets out that the Council should identify five years' worth of deliverable sites, or a minimum of five years' housing land supply (or four years' worth of supply where specific circumstances apply). Where the HDT data demonstrates a past under delivery of housing (over the preceding three years), a 20% buffer should be applied to the calculation, to help address past shortfalls. However, this does not apply to Test Valley, and no buffer is therefore necessary under current NPPF requirements.
- 8.13 The total requirement for the five year period is therefore 980 dwellings, with an annualised requirement of 196 dwellings (i.e. 980 dwellings ÷ 5 years) when rounded to the nearest whole number. No additional buffer (or a buffer of 0) has been applied in the calculations that follow.

Supply of Specific Deliverable Sites

- 8.14 The NPPF (paragraph 69) 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, certain 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 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 period¹⁵. For this update, seven sites with identified capacity are set out as likely to come forward within the five year period, including SHELAA and brownfield sites. More detail on these sites, and the likely scale of development, is provided in Appendix 2.
- 8.20 Paragraph 72 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	251
Existing Commitments – Sites providing less than 5 dwellings (including 10% deduction)	161
Allocations	106
Identified Capacity	482
Windfall Allowance	140
Total	1,140

Calculation of Housing Land Supply Position for Northern Test Valley

¹⁵ The capacity of the sites is also reviewed with the promoter.

- 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 2023

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)	1,674	Table 3
c)iii)	Balance for past supply for period 2006/07 to 2020/21	1,190	c)i) + c)ii)
d)	Reduction in per annum requirement for the remainder of the plan period (rounded to the nearest whole dwelling)	198	c)iii) ÷ 6years
e)	Reduced requirement for the five year period accounting for past positive balance in supply	980	b) - (d) x 5 years)
f)	Buffer (NB. no buffer requirement under updated NPPF, December 2023)	0	e) x 0%
g)	Total requirement for the five year period including 0% buffer	980	e) + f)
h)	Annualised total requirement (to the nearest whole dwelling)	196	g) ÷ 5
i)	Total housing supply	1,140	Sum of Table 6
j)	Years of housing supply	5.82	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 2022/23

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
2022/23	139	194	-55	458
Total	2,786	2,328	458	

- 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 2022/23. 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
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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 458 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 37 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	37 dwellings
Number of years left in the plan period (post 2021/22)	6 years
Reduction per annum in requirement for remainder of plan period to account for positive balance (i.e. 37 dwellings ÷ 6 years), rounded to nearest whole number	6 dwellings
Reduction in requirement for the five year period (i.e. 6 dwellings per annum x 5 years)	30 dwellings
Updated requirement for five year period (i.e. 970 dwellings – 30 dwellings)	940 dwellings

- 9.10 As a result, the updated requirement for the five year period is 940 dwellings and the annualised requirement is 188 dwellings (i.e. 940 dwellings ÷ 5 years) for the five year period, when rounded to the nearest whole number.

Additional Buffers

- 9.11 The NPPF, as amended in December 2023, no longer requires that an appropriate minimum buffer of 5% is applied to housing land supply calculations. In previous years, a buffer of 5% has been added to the requirement, in accordance with NPPF provisions, supported by PPG. However, in response to recent changes to the NPPF, the housing supply calculation in this report does not incorporate a minimum 5% buffer.
- 9.12 National Policy requires that a 20% buffer should be applied when there has been a significant under delivery of housing over the previous 3 years, as assessed through the Housing Delivery Test (HDT), in order to improve the prospects of achieving the planned supply. However, this is not relevant for Test Valley.

Supply of Specific Deliverable Sites

- 9.13 The NPPF (paragraph 77) sets out that the supply should be of “*specific deliverable sites*” with the glossary providing a definition of the term deliverable. The PPG also provides further guidance on this requirement.
- 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, certain 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 period¹⁶. For this update, two sites have been identified with capacity, 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 3.
- 9.19 Paragraph 70 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

¹⁶ The capacity of the sites is also reviewed with the promoter.

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	701
Existing Commitments – Sites providing less than 5 dwellings (including 10% deduction)	45
Allocations	437
Identified Capacity	70
Windfall Allowance	64
Total	1,317

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 2023

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)	458	Table 8
c)iii)	Balance for past supply for period 2006/07 to 2020/21	37	c)i) + c)ii)
d)	Reduction in per annum requirement for the remainder of the plan period (rounded to the nearest whole dwelling)	6	c)iii) ÷ 6years
e)	Reduced requirement for the five year period accounting for past positive balance in supply	940	b) - (d) x 5 years)
f)	Buffer (NB. no buffer requirement under updated NPPF, December 2023)	0	e) x 0%
g)	Total requirement for the five year period including buffer	940	e) + f)
h)	Annualised total requirement (to the nearest whole dwelling)	188	g) ÷ 5
i)	Total housing supply	1,317	Sum of Table 11
j)	Years of housing supply	7.01	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 Test Valley. For Northern Test Valley the figure is 5.82 years and for Southern Test Valley the figure is 7.01 years, both of which are set against a target of 5.00 years.
- 10.3 It is noted that the most recent National guidance (NPPF, December 2023) requires that a minimum of 4.00 years supply is demonstrated in Test Valley, following the Council's approval of its Regulation 19 Local Plan, in January 2024. However, there is currently no National Guidance in PPG to set out a methodology for demonstrating the 4 year minimum supply position. A PPG update is expected in due course.
- 10.4 It should also be noted that the supply figures provided in this report include a nil buffer, as the updated NPPF (December 2023) no longer requires a minimum 5% buffer to be applied to the housing requirement.

Appendix 1: Housing Trajectories as at 1 April 2023

Northern Test Valley Housing Trajectory 1 April 2023

	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	38	6						520
Picket Piece Extension				2	2	14	33	30	93	62	57	1	1	0	9	20	20	20	364
George Yard/Black Swan Yard																		50	50
Land north of Peake Way, Charlton																15	35		50
Projections - Allocated Sites													7	0	9	35	55	70	
Completions - Allocated Sites	250	359	315	407	312	343	370	351	527	473	331	82							4120
Completions - Unallocated Sites	187	108	44	261	354	308	229	209	142	69	197	175							2283
Projections - Existing Commitments													51	112	66	92	91	20	432
Identified Capacity (5+ units)													0	25	95	216	146	32	514
Unplanned sites (windfall)														35	35	35	35	35	175
Total Past Completions	437	467	359	668	666	651	599	560	669	542	528	257							
Total Projected Completions													58	172	205	378	327	157	7700
Cumulative Completions	437	904	1263	1931	2597	3248	3847	4407	5076	5618	6146	6403	6461	6633	6838	7216	7543	7700	
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	1675	1339	1117	928	912	845	608	
MANAGE - Annual requirement taking account of past/projected completions	394	391	387	389	369	346	320	295	269	224	184	135	115	126	115	85	-62	-451	
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 2023																			
	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											39	30	29		10	121
Abbotswood, Romsey	30	190	157	114	152	90	20		10	27		8							798
<i>RLP (2016) Allocations</i>																			
Whitenap, Romsey																	75	135	210
Hoe Lane, North Baddesley													50	100	100	50			300
Park Farm, North Stoneham												-1	63						62
Projections - Allocated Sites													113	139	130	79	75	145	681
Completions - Allocated Sites	30	198	162	114	152	90	20		10	27		7							810
Completions - Unallocated sites	56	5	21	98	186	150	174	249	269	310	326	132							1844
Projections - Existing Commitments													166	166	198	47	71	0	648
Identified Capacity (5+ units)															50	20			70
Unplanned sites (windfall)														16	16	16	16	16	80
Total Past Completions	86	203	183	212	338	240	194	249	279	337	326	139							
Total Projected Completions													279	321	344	192	111	809	4842
Cumulative Completions	86	289	472	684	1022	1262	1456	1705	1984	1984	1984	2123	2402	2723	3067	3259	3370	4179	
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	-205	-120	7	157	155	72	687	
MANAGE - Annual requirement taking account of past/projected completions	194	200	200	201	201	190	186	185	179	168	189	215	228	218	192	142	117	122	
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 ¹⁷	Net Dwellings Permitted	Net Dwellings Remaining (at 1 April 2023)	2023/24	2024/25	2025/26	2026/27	2027/28	Total Completions Expected 2023/24 to 2027/28	Dwellings Under Construction (at 1 April 2023) ¹⁸	Net Dwellings Remaining post five year period ¹⁹
Home Farm, Embley Lane, East Wellow (2 sites)	16/03064/FULLS 18/02158/FULLS	13	13	5	8				13	10	
Church Farm, The Coach Road, West Tytherley	16/01607/FULLS	13	13			13			13	1	
Houghton Farm, Houghton	19/02293/FULLS	13	1	1					1	5	
Former Anton Laundry Andover	14/00245/FULLN	28	28					28	28		
Crown Buildings, 6 - 8 London Street, Andover (2 sites)	20/01791/PDON 22/00772/PDMAN	46	46	8	38				46		
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		10	11			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				30	31	61		20

¹⁷ Where application comprises of outline and reserved matters, only the outline application number is provided in this table.

¹⁸ Based on available information

¹⁹ Only relates to sites which are contributing to the five year housing land supply, not all sites.

Site	Application Number ¹⁷	Net Dwellings Permitted	Net Dwellings Remaining (at 1 April 2023)	2023/24	2024/25	2025/26	2026/27	2027/28	Total Completions Expected 2023/24 to 2027/28	Dwellings Under Construction (at 1 April 2023) ¹⁸	Net Dwellings Remaining post five year period ¹⁹
Land east of Furzedown Road, King's Somborne	22/01359/OUTS	18	18				18		18		
Maintenance Office, Kings Road, Enham Alamein	21/01996/OUTN	5	5			5			5		
Agricultural Building, North of Malthouse Lane	22/00780/PDQN	5	5		5				5		
Mountwood Nursing Home, Andover	22/03061/FULLN	8	8		8				8		
Land South East of The Wayne, Grange Close, Fyfield	22/01070/PDQN	5	5		5				5		
Williams Garage, Abbots Ann	22/00833/FULLN	5	5	5					5		
20 Aldwych House Winchester Street	22/01697/PDMAN	12	12				12		12		
Combination of sites providing a net gain of less than 5 dwellings (with 10% deduction)	Various	179	161	161					161		
TOTALS²⁰		450	432	51	112	66	92	91	412	16	20

²⁰ 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 2023)	2023/24	2024/25	2025/26	2026/27	2027/28	Total Completions Expected 2023/24 to 2027/28	Dwellings Under Construction (at 1 April 2023) ²¹	Net Dwellings Remaining post five year period ²²
Picket Piece Extension, Andover	COM6	400 ²³	108	1	0	9	20	20	50		58
Picket Twenty Extension, Andover ²⁴	COM6A	520	6	6					6	6	
Land north of Peake Way, Charlton	CHA1 (Charlton Neighbourhood Plan)	50	50				15	35	50		
TOTALS		970	164	7	0	9	35	55	106	6	58

²¹ Based on available information

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

²³ This would relate to multiple planning applications and includes those dwellings within the allocation that have already been completed.

Table 3: Supply from Identified Capacity

Site	Policy Reference	Net Dwellings Proposed	Net Dwellings Remaining (at 1 April 2023)	2023/24	2024/25	2025/26	2026/27	2027/28	Total Completions Expected 2023/24 to 2027/28	Net Dwellings Remaining post five year period ²⁵
Abbotts Manor Farm, Leckford	TVBC Brownfield Register	28	28				10	18	28	
Additional capacity at East Anton Local Centre, Andover	22/01992/FULLN, in strategic allocation, adopted plan, promoter confirmed coming forward	102	102		25	50	27		102	
Land at Harewood Egg Farm, Picket Twenty, Andover	SHELAA 443, historic consent (expired), promoter confirmed coming forward	103	103			20	50	33	103	
Harewood Farm, London Road, Andover Down	17/03153/OUTN, in settlement boundary, adopted plan, promoter confirmed coming forward	180	180			25	70	50	145	35
Former Sainsbury's, Bridge Street, Andover	TVBC Brownfield Register	45	45					45	45	
Alan Child House, Andover	TVBC Brownfield Register	50	50				50		50	
Bilbao Court, Andover	TVBC Brownfield Register	9	9				9		9	
TOTALS		517	517		25	95	216	146	482	35

²⁵ Only relates to sites which are contributing to the five year housing land supply, not all sites.

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

Table 4: Existing Commitments

Site	Application Number ²⁶	Net Dwellings Permitted	Net Dwellings Remaining (at 1 April 2023)	2023/24	2024/25	2025/26	2026/27	2027/28	Total Completions Expected 2023/24 to 2027/28	Dwellings Under Construction (at 1 April 2023) ²⁷	Net Dwellings Remaining post five year period ²⁸
Land east of Rownhams Lane, Rownhams	14/00726/OUTS	317	110	80	30				110	70	
Land south of Wren's Corner, Cupernham Lane, Romsey	15/00679/OUTS	16	16			8	8		16		
Land West of Cupernham Lane, Romsey	16/01857/FULLS	21	21	10	11				21	21	
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	14	
Land Adjacent to Woodpeckers, Cupernham Lane, Romsey	20/01045/FULLS	9	2	2					2	2	
Land at Abbotswood Local Centre, Romsey	19/02755/FULLS	36	36	36					36	36	
Holly Lodge, Chilworth Road, Chilworth	21/00718/FULLS	9	9			9			9		

²⁶ Where application comprises of outline and reserved matters, only the outline application number is provided in this table.

²⁷ Based on available information

²⁸ Only relates to sites which are contributing to the five year housing land supply, not all sites.

Site	Application Number ²⁶	Net Dwellings Permitted	Net Dwellings Remaining (at 1 April 2023)	2023/24	2024/25	2025/26	2026/27	2027/28	Total Completions Expected 2023/24 to 2027/28	Dwellings Under Construction (at 1 April 2023) ²⁷	Net Dwellings Remaining post five year period ²⁸
Abbotswood House, Braishfield Road, Romsey	20/00599/FULLS	63	63	15	35	13			63	4	
Emer Farm Green Lane, Ampfield	20/00935/PDQS	5	5			5			5		
Romsey Brewery	TVS.00515/43	211	198		39	30	29		98		100
Ashfield Sawmill, Southampton Road, Ashfield Romsey	18/01680/OUTS	29	29			29			29		
Former North Hill Sawmill Yard, Baddesley Road, Flexford, North Baddesley	17/01615/OUTS	149	149		57		30	62	149	48	
Land at Park Farm - North Stoneham Park, Stoneham Lane	19/02811/FULLS	82	82			82			82		
109A Winchester Road, Romsey	22/02176/FULLS	8	8		4	4			8		
Grove Place, Upton Lane	21/03748/FULLS	20	20			20			20		
Oxlease House, Cupernham Lane	21/02635/FULLS	34	34		15	19			34		
Combination of sites providing a net gain of less than 5 dwellings (with 10% deduction)		50	45	45					45		
TOTALS²⁹		976	648	166	205	228	76	71	746	195	100

²⁹ 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 2023)	2023/24	2024/25	2025/26	2026/27	2027/28	Total Completions Expected 2023/24 to 2027/28	Dwellings Under Construction (at 1 April 2022) ³⁰	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	50	100	100	50		300	8	
Park Farm, North Stoneham	COM5 (19/02630/FULLS)	62	62	63					62		
TOTALS		1,662	1,662	113	100	100	50	75	437	8	1,225

Table 6: Supply from Identified Capacity

Site	Policy Reference	Net Dwellings Proposed	Net Dwellings Remaining (at 1 April 2023)	2023/24	2024/25	2025/26	2026/27	2027/28	Total Completions Expected 2023/24 to 2027/28	Net Dwellings Remaining post five year period ³¹
South of Romsey Town Centre	TVBC Brownfield Register	30	30				10	20	30	
Edwina Mountbatten House, Romsey	TVBC Brownfield Register	40	40				40		40	
TOTALS		70	70				50	20	70	

³⁰ Based on available information³¹ Only relates to sites which are contributing to the five year housing land supply, not all sites.