

Housing Implementation Strategy

as at 1 April 2016

July 2016

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.
- 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.

2 Background

- 2.1 Paragraph 47 of the National Planning Policy Framework (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 requirement ...*" 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 Taking this into account, this document seeks to set 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 has been prepared taking into account national policy (through the NPPF) and national guidance (Planning Practice Guidance (PPG) as well as relevant appeal decisions.
- 2.3 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.
- 2.4 The Strategic Housing Land Availability Assessment (SHLAA)² documents sites that have been promoted to the Council for housing development across the Borough. It relates to sites proposed for a net gain of 5+ dwellings. The inclusion of a site within the SHLAA does not imply that the Council would necessarily grant planning permission for residential use.
- 2.5 A full review is undertaken on an annual basis to align with the financial year monitoring period (i.e. as at 1 April). An interim update will normally be prepared at the half year point (i.e. as at 1 October). Other interim updates may be prepared in the course of a year subject to specific circumstances at the time.

¹ Available: <http://www.testvalley.gov.uk/resident/planningandbuildingcontrol/planningpolicy/local-development-framework/amr/>

² Available at: <http://www.testvalley.gov.uk/resident/planningandbuildingcontrol/planningpolicy/local-development-framework/shlaa/>.

3 Housing Requirement for the Plan Period

- 3.1 The adopted Local Plan 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 Valley³ and Northern Test Valley⁴. 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 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 presented for monitoring purposes.

Table 1: Proposed 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)

4 Components of Housing Supply for the Plan Period

- 4.1 Paragraph 47 of the NPPF sets out that local planning authorities should identify a supply of specific deliverable sites and specific developable sites, with these categories being defined within footnotes 11 and 12 respectively. Further guidance is provided within the NPPG (e.g. paragraph ID 3-031-20140306 and 3-032-20140306).
- 4.2 The Local Plan sets out how the housing requirement (as set out above) 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.

³ Comprises the Parishes of Ampfield, Chilworth, North Baddesley, Nursling and Rownhams, Romsey Extra, Romsey Town and Valley Park.

⁴ Comprises the remaining Parishes of the Borough, outside of those within Southern Test Valley

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	1004
Total	2597	1022	3619

Existing Commitments

- 4.4 The existing commitments category primarily relates to sites that have planning permission, but can also include schemes for which it has been concluded that prior approval is not required (e.g. through the agricultural building to residential use prior approval process).
- 4.5 For monitoring purposes, the 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 seeking updates on expected phasing from the site promoter. 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 (Appendices 2 and 3 for Northern Test Valley and Southern Test Valley respectively).
- 4.6 Schemes for permission that fall below this threshold are considered collectively. Rather than site by site monitoring of phasing for these permissions, 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 Local Plan; therefore they have not been duplicated as part of this document.
- 4.8 The expected phasing of the housing allocations has been agreed through the local plan process. This will be kept under review and will be 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 SHLAA 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 SHLAA only relates to sites for which 5 or more dwellings (net gain) are proposed.
- 4.10 Through the SHLAA, 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 SHLAA when it is next updated. The current position is as shown in the housing trajectories (Appendix 1).

Windfall

- 4.11 Paragraph 48 of the 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 source. The Glossary of the NPPF provides a definition of windfall sites.
- 4.12 The NPPG (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 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 put forward through the SHLAA – these would 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 the rural area.

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 and no objection raised to the scale of supply from this source. The annual windfall figures were supported by the Examination 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 included within the existing commitments (to avoiding double-counting).

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 2016 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 paragraphs 5.101 to 5.103. 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, paragraph 47 of the 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 requirement...*". Further guidance is provided within the NPPF and NPPG that informs the calculation of the supply 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 figures⁵.

⁵ See paragraph 48 of the Inspector's Report on the Examination into the Test Valley Revised Local Plan.

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 text between the Northern and Southern Test Valley. 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 2016. Therefore the five year period under consideration is 1 April 2016 to 31 March 2021.

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 requirement (NPPF, 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 7092 dwellings over the period 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 = 1970 dwellings.

Assessing Past Performance

- 7.3 The NPPG (paragraph ID: 3-035-20140306) establishes that any 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 average housing requirement (based on Policy COM1) for Northern Test Valley.

Table 3: Comparing Completions to Annualised Requirement for 2011/12 to 2014/15

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
Total	2597	1970	627	

- 7.5 As can be seen from Table 3, there is no under-supply [shortfall⁶] relative to the annual average housing requirement for the period 2011/12 to 2015/16.

⁶ Shortfall is taken to mean an under supply against the average per annum requirement for the plan period.

Completions in this period are approximately 32% 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 in 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

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	1041	1525	-484	

- 7.8 Table 4 indicates a negative balance relative to the South East Plan requirement [backlog⁷].
- 7.9 In summary, for the current plan period to date there is a positive balance between completions and annualised requirement of 627 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 143 dwellings.
- 7.10 Reflecting the position that past under supply should be taken into account, it is reasonable to also have regard to positive past performance. The method for how this has been calculated is provided in Table 5.

⁷ Backlog is taken to mean an under supply against the average per annum requirement for before the current plan period. In this case taken as the plan period for the South East Plan prior to the start of the current plan period.

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

Total Positive Balance for period 2006/07 to 2015/16	143 dwellings
Number of years left in plan period (post 2015/16)	13 years
Reduction in per annum requirement for remainder of plan period to account for positive balance (i.e. 143 dwellings / 13 years)	11 dwellings
Reduction in requirement for the five year period (i.e. 11 dwellings per annum x 5 years)	55 dwellings
Reduced base requirement for five year period (i.e. 1970 dwellings – 55 dwellings)	1915 dwellings

7.11 As a result, the updated requirement for the five year period is 1915 dwellings.

Additional Buffers

7.12 The 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%.

7.13 The NPPG (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 set 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). Completion figures 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.

7.14 The 5% buffer is added to the base requirement, before the allowance is made for the positive balance in past supply. Therefore a buffer of 5% equates to 99 dwellings (i.e. 1970 dwellings + 5%).

7.15 When the buffer is added to the reduced base requirement for the five year period (1915 dwellings, as set out in Table 5), this gives a total requirement for the five year period of 2014 dwellings. This gives an annualised requirement for the five year period of 403 dwellings (i.e. 2014 ÷ 5), when rounded to the nearest whole number.

Supply of Specific Deliverable Sites

7.16 The 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, and be achievable with a realistic prospect that housing will be delivered on the site within five 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 5 years.

- 7.17 The NPPG 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.
- 7.18 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 SHLAA sites and a windfall allowance in the supply of sites. This reflects the supply sources identified in section 4.
- 7.19 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.
- 7.20 Reflecting the approach identified in section 4, schemes with permission that provide less than a net gain of 5 dwellings are considered collectively, being factored into the supply calculation at 90% of the total net gain in dwellings. Appendix 2 sets out the sites contributing to this part of the supply assessment.
- 7.21 An allowance for allocations within the Local Plan is included in the supply reflecting the proportion of sites projected to come forward within the five year period – this is based on the trajectory in the Local Plan and 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.

- 7.22 Sites promoted within the SHLAA 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, no SHLAA sites have been put forward as likely to come forward within the relevant five year period based on information currently available.
- 7.23 Paragraph 48 of the 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 and allocations is provided in Appendix 1.

Table 6: Summary of Housing Supply in Northern Test Valley

Source	Supply (net dwellings)
Existing Commitments – Sites providing 5+ dwellings	1980
Existing Commitments – Sites providing less than 5 dwellings (including 10% deduction)	218
Allocations	466
Identified Capacity	0
Windfall Allowance	140
Total	2804

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 of 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 2016

Component of Calculation		Number of Dwellings	Notes / References
a	Annualised requirement for the five year period	394	Derived from Policy COM1
b	Requirement for five year period	1970	a x 5
c	Total balance for past supply for the period between 2006/07 and 2015/16	143	Sum of Tables 2 and 3
d	Reduction in per annum requirement for the remainder of the plan period	11	c ÷ 13 years
e	Reduced requirement for the five year period accounting for past positive balance in supply	1915	b – (d x 5 years)
f	5% buffer of the base requirement	99	b x 5%
g	Total requirement for the five year period including buffer	2014	e + f
h	Annualised total housing requirement (to nearest whole figure)	403	g ÷ 5
i	Total housing supply	2804	Sum Table 6
j	Years of housing supply	6.96	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 figures 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 above, the housing requirement for Southern Test Valley is a minimum of 3492 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.

Table 8: Comparing Completions to Annualised Requirement for 2011/12 to 2014/15

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
Total	1022	970	52	

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 2015/16. 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 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.

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

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

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 52 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 369 dwellings.

- 8.9 The NPPG (paragraph ID: 3-035-20140306) sets out that 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 a 10 year period; therefore half should be factored into the five year period. As such, the under supply factored into the assessment of the housing land supply is 185 dwellings (i.e. 369 dwellings / 2).

Additional Buffers

- 8.11 The 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%.
- 8.12 National guidance does not clarify at what stage in the calculation of housing land supply the buffer should be applied. Through a planning appeal decision by the Secretary of State⁸, it has been established that the buffer is applied to the requirement only. There is no buffer to be added to any past under-supply that has been identified as this was classed as double counting.
- 8.13 The NPPG (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 set 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). Completion figures 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 Southern Test Valley. Since the buffer is intended to be drawn from the overall supply rather than increasing the requirement, and the past under supply would be made up in full over the plan period, it would be inconsistent to apply the buffer to the past undersupply because this would inflate the overall provision and require additional supply to achieve it.
- 8.14 The 5% buffer is added to the base requirement to give 1019 dwellings (i.e. 970 dwellings + 5%). Subsequent to this, the allowance for past under-supply is added to give 1204 dwellings (i.e. 1019 dwellings + 184 dwellings). This gives an annualised requirement for the five year period of 241 dwellings (i.e. 1204 / 5), rounded to the nearest whole number.

⁸ Appeal reference APP/R0660/A/13/2209335, Land bounded by Gresty Lane, Rope Lane, Crewe Road and A500, Crewe – Secretary of State Decision, 19 January 2015, see paragraph 14.

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 SHLAA 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 sites contributing to this part of the supply assessment.
- 8.18 An allowance for allocations within the Local Plan is included in the supply reflecting the proportion of sites projected to come forward within the five year period – this is based on the trajectory in the Local Plan and 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 SHLAA 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, no SHLAA sites have 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 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 and allocations is provided in Appendix 3.

Table 10: Summary of Housing Supply in Southern Test Valley

Source	Supply (net dwellings)
Existing Commitments – Sites providing 5+ dwellings	1199
Existing Commitments – Sites providing less than 5 dwellings (including 10% deduction)	56
Allocations	530
Identified Capacity	0
Windfall Allowance	64
Total	1849

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.

Table 11: Southern Test Valley Housing Land Supply Position as at 1 April 2016

Component of Calculation		Number of Dwellings	Notes / References
a	Annualised requirement for the five year period	194	Derived from Policy COM1
b	Requirement for five year period	970	a x 5
c	Requirement for five year period plus 5% buffer	1019	b + 5%
d	Total under-supply 2006/07 to 2015/16	369	Sum of Tables 8 and 9
e	Contribution to addressing the under-supply in the five year period (rounded to nearest whole number)	185	d ÷ 2
f	Total requirement for five year period	1204	c + e
g	Annualised total housing requirement (rounded to nearest whole number)	241	f ÷ 5
h	Total housing supply	1849	Sum Table 10
i	Years of housing supply	7.68	h ÷ g

9 Conclusions

- 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 6.96 years and for Southern Test Valley the figure is 7.68 years, both of which are set against a target of 5.00 years.

Appendix 1: Housing Trajectories as at 1 April 2016

Northern Test Valley Housing Trajectory 1 April 2016																			
	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	150	150	150	150	150	150	140	100	75	50				2059
Picket Twenty, Andover	147	178	180	176	164	150	150	57											1202
<i>RLP (2014) Allocations</i>																			
Picket Twenty Extension							93	150	57										300
Picket Piece Extension						13	53	53	68	80	60	40	33						400
George Yard/Black Swan Yard												30	30	40					100
Projections - Allocated Sites						313	353	353	368	287	210	210	163	115	50				
Completions - Allocated Sites	250	359	315	405	310														1639
Completions - Unallocated Sites	187	108	44	263	356														958
Existing Commitments						296	317	174	94	109	50	10	50	75	90	80	45		1390
Identified Capacity - SHLAA sites (5+ units)											123	110	110	110	23	23	23	23	545
Unplanned sites (windfall) 2015/16-2028/29							35	35	35	35	35	35	35	35	35	35	35	35	420
Total Past Completions	437	467	359	668	666														
Total Projected Completions						609	705	562	497	431	418	365	358	335	198	138	103	58	7374
Cumulative Completions	437	904	1263	1931	2597	3206	3911	4473	4970	5401	5819	6184	6542	6877	7075	7213	7316	7374	
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	842	1153	1321	1424	1461	1485	1456	1420	1361	1165	909	618	282	
MANAGE - Annual requirement taking account of past/projected completions	394	391	387	389	369	346	324	289	262	236	211	182	151	110	54	6	-61	-224	
Years Remaining	18	17	16	15	14	13	12	11	10	9	8	7	6	5	4	3	2	1	

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Southern Test Valley Housing Trajectory 1 April 2016																			
	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	2027/28	2028/29	TOTAL
<i>BLP (2006) Allocations</i>																			
Romsey Brewery		8	5				10	10	10	10	10	10	10	10	10	10	10	10	133
Abbotswood, Romsey	30	190	157	114	152	90	57												790
<i>RLP (2014) Allocations</i>																			
Whitenap, Romsey									50	150	150	150	150	150	150	150	150	50	1300
Hoe Lane, North Baddesley							100	150	50										300
North Stoneham									10	20	20								50
Projections - Allocated Sites						90	167	160	120	180	180	160	160	160	160	160	160	60	1917
Completions - Allocated Sites	30	198	162	114	152														656
Completions - Unallocated sites	56	5	21	98	186														366
Existing Commitments						163	189	211	273	232	151	110	50	42					1421
Identified Capacity - SHLAA sites (5+ units)																			0
Unplanned sites (windfall) 2015/16-2028/29							16	16	16	16	16	16	16	16	16	16	16	16	192
Total Past Completions	86	203	183	212	338														
Total Projected Completions						253	372	387	409	428	347	286	226	218	176	176	176	76	4552
Cumulative Completions	86	289	472	684	1022	1275	1647	2034	2443	2871	3218	3504	3730	3948	4124	4300	4476	4552	
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	111	289	482	697	931	1084	1176	1208	1232	1214	1196	1178	1060	
MANAGE - Annual requirement taking account of past/projected completions	194	200	200	201	201	190	185	168	146	117	78	39	-2	-48	-114	-211	-404	-984	
Years Remaining	18	17	16	15	14	13	12	11	10	9	8	7	6	5	4	3	2	1	

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

Table 1: Existing Commitments⁹

Site	Application Number ¹⁰	Net Dwellings Permitted	Net Dwellings Remaining (at 1 st April 2016)	2016/17	2017/18	2018/19	2019/20	2020/21	Total Completions Expected 2016/17 to 2020/21	Net Dwellings Remaining post five year period
PERMISSIONS GRANTED										
East Anton (Augusta Park), Andover	TVN.09258	2500	1265	150	150	150	150	150	750	515
Surplus Secondary School Site, East Anton, Smannell Road, Andover	12/02497/OUTN	350	350						0	350
Northern Local Centre, East Anton, Andover	15/00729/FULLN	20	20		20				20	0
Picket Twenty, Andover	TVN.09275	1202	357	150	150	57			357	0
Picket Piece, Andover	10/00242/OUTN	530	279	104	125	50			279	0
Land at Picket Piece, Andover	14/01341/OUTN	63	63				43	20	63	0
Land rear of 22 and 22A Walworth Road, Andover	14/01176/FULLN	9	9	9					9	0
Land adjacent to Davenport Depot, Ox Drove, Andover	14/01174/FULLN	6	4	4					4	0
8A Ox Drove, Andover	15/00667/OUTN	25	25				25		25	0
Land at junction of Chantry Street / West Street, Andover	13/02650/FULLN	65	65	65					65	0

⁹ All figures correct to the best knowledge of the Council as at the date of publication.

¹⁰ Where application comprises of outline and reserved matters, only the outline application number is provided in this table.

Site	Application Number ¹⁰	Net Dwellings Permitted	Net Dwellings Remaining (at 1 st April 2016)	2016/17	2017/18	2018/19	2019/20	2020/21	Total Completions Expected 2016/17 to 2020/21	Net Dwellings Remaining post five year period
Andover Lawn Tennis Club, Eardley Avenue, Andover	12/02768/OUTN	14	14		14				14	0
Ecosse, Dauntsey Drove, Amport	12/00666/FULLN	21	12	12					12	0
Land at Weston Court, Enham Alamein	13/01859/FULLN	10	2		2				2	0
Anton Laundry, Marlborough Street, Andover	14/00245/FULLN	28	28		28				28	0
Harewood Farm, London Road, Andover	14/00774/OUTN	180	180			20	50	65	135	45
Shoddesden Grange, Great Shoddesden	14/00972/FULLN	5	5		5				5	0
Down Farm, Abbots Ann	15/00076/FULLN	8	8		8				8	0
Bonhomie Centre, South End Road, Andover	15/00917/FULLN	8	8	8					8	0
Land north of Evans Close, Over Wallop	14/02739/OUTN	35	35	10	25				35	0
27A High Street, Andover	14/02003/FULLN	6	6		6				6	0
Land at Goch Way, Andover	14/00061/OUTN	85	85		25	60			85	0
4-5 Hillside Villas, Charlton	13/01758/OUTN	6	6	6					6	0
Cherry Orchard, Windsor Road, Andover	14/02665/FULLN	13	13	13					13	0
Land at School Lane, Broughton	15/01615/FULLS	32	32	16	16				32	0
6-6A Bridge Street, Andover	12/01653/FULLN	5	5						0	5

Site	Application Number ¹⁰	Net Dwellings Permitted	Net Dwellings Remaining (at 1 st April 2016)	2016/17	2017/18	2018/19	2019/20	2020/21	Total Completions Expected 2016/17 to 2020/21	Net Dwellings Remaining post five year period
Combination of sites providing a net gain of less than +5 dwellings (with 10% deduction)		242	218	218					218	n/a
PRIOR APPROVALS										
Units 1 and 2 Eastgate House, 5-7 East Street, Andover	15/02554/PDON	12	12	12					12	0
Anton House, 47 Bridge Street, Andover	16/00160/PDON	7	7	7					7	0
TOTALS¹¹		5487	3113	566	574	337	268	235	2198	915

Table 2: Supply from Allocations¹²

Site	Policy Reference	Net Dwellings Proposed	2016/17	2017/18	2018/19	2019/20	2020/21	Total Completions Expected 2016/17 to 2020/21
Picket Piece Extension	COM6	400		53	53		60	166
Picket Twenty Extension	COM6A	300			93	150	57	300
TOTALS		400	0	53	146	150	117	466

¹¹ Note the year by year totals do not include an allowance for the combined sites providing a net gain of less than +5 dwellings.

¹² Only includes allocations expected to deliver completions within the five year period, for all allocations see the trajectory in Appendix 1.

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

Table 1: Existing Commitments¹³

Site	Application Number ¹⁴	Net Dwellings Permitted	Net Dwellings Remaining (at 1 st April 2016)	2016/17	2017/18	2018/19	2019/20	2020/21	Total Completions Expected 2016/17 to 2020/21	Net Dwellings Remaining post five year period
PERMISSIONS GRANTED										
Abbotswood, Romsey	08/00475/OUTS	790	147	90	57				147	0
Romsey Brewery, Romsey	TVS.00515/43	211	198		10	10	10	10	40	158
Land at Nutburn Road, North Baddesley	11/01253/OUTS	43	3	3					3	0
Land at Nutburn Road, North Baddesley	14/02817/OUTS	5	5		5				5	0
Coopers House, The Horsefair, Romsey	12/01683/FULLS	8	8	8					8	0
Morleys Green, Morleys Lane, Ampfield	12/01133/OUTS	39	1	1					1	0
18 Hadrian Way, Chilworth	13/01382/FULLS	7	7			7			7	0
Hilliers Garden Centre, Botley Road, Romsey	14/02036/FULLS	40	40	40					40	0
Former Council Offices, Duttons Road, Romsey	13/02672/FULLS	54	54	52	2				54	0
Land at Oxlease Farm, Cupernham Lane, Romsey	14/00204/OUTS	64	64	10	40	13			63	1

¹³ All figures correct to the best knowledge of the Council as at the date of publication.

¹⁴ Where application comprises of outline and reserved matters, only the outline application number is provided in this table.

Site	Application Number ¹⁴	Net Dwellings Permitted	Net Dwellings Remaining (at 1 st April 2016)	2016/17	2017/18	2018/19	2019/20	2020/21	Total Completions Expected 2016/17 to 2020/21	Net Dwellings Remaining post five year period
Land at Broadgate Farm, Hook Road, Ampfield	14/01145/OUTS	15	13	13					13	0
Land east of Rownhams Lane, Rownhams	14/00726/OUTS	317	317			25	50	50	125	192
Land at Redbridge Lane, Nursling	15/01763/FULLS	326	326	20	55	55	55	55	240	86
Land at Peel Close, Romsey	15/01841/FULLS	16	16		16				16	0
Baroona, Cupernham Lane, Romsey	14/02265/OUTS	29	29		29				29	0
Land west of Baroona, Cupernham Lane, Romsey	15/01832/OUTS	40	40					40	40	0
Day House, Alma Road, Romsey	15/01608/FULLS	6	6			6			6	0
Combination of sites providing a net gain of less than +5 dwellings (with 10% deduction)		62	56						56	n/a
RESOLUTIONS FOR PERMISSION										
Ganger Farm, Ganger Farm Lane, Romsey	14/01090/FULLS	275	275		25	50	75	75	225	50
Bargain Farm, Frogmore Lane, Nursling	14/00138/FULLS	23	23						0	23
South of Wren's Corner, Cupernham Lane, Romsey	15/00679/OUTS	16	16			16			16	0
Land adjacent to Luzborough Public House, Romsey	14/01383/FULLS	56	56			28	28		56	0

Site	Application Number ¹⁴	Net Dwellings Permitted	Net Dwellings Remaining (at 1 st April 2016)	2016/17	2017/18	2018/19	2019/20	2020/21	Total Completions Expected 2016/17 to 2020/21	Net Dwellings Remaining post five year period
Nightingale Lodge, Greatwell Drive, Romsey	15/01261/FULLS	54	54				54		54	0
1-3 Portersbridge Mews, Portersbridge Street, Romsey	15/01103/FULLS	7	7		6				6	1
PRIOR APPROVALS										
10-13 Latimer Walk, Romsey	15/01962/PDOS	5	5	5					5	0
TOTALS¹⁵		2508	1762	242	245	210	272	230	1255	511

Table 2: Supply from Allocations

Site	Policy Reference	Net Dwellings Proposed	2016/17	2017/18	2018/19	2019/20	2020/21	Total Completions Expected 2016/17 to 2020/21
Land at Whitenap, Romsey	COM3	1300				50	150	200
Land at Hoe Lane, North Baddesley	COM4	300		100	150	50		300
Park Farm, North Stoneham	COM5	50				10	20	30
TOTALS		1650	0	100	150	110	170	530

¹⁵ Note the year by year totals do not include an allowance for the combined sites providing a net gain of less than +5 dwellings.