BUILDING
A BETTER FUTURE

Housing Supply Topic Paper

November 2026



Havant
BOROUGH COUNCIL

Housing Supply Topic Paper

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1. Introduction

1.1. The purpose of this paper is set out the approach to the Council's housing requirement and supply in Policy 6: Amount of Housing of the Publication Building a Better Future Plan, and the resulting implications for unmet need given that Havant Borough is an authority which is unable to sustainably accommodate its housing need in full. It accompanies the Development Strategy and Housing Site Allocations Topic Papers.

1.2. Sections 2 and 3 of this paper provides an overview of the Borough's housing need based on the Government's standard methodology, before exploring the different elements of housing supply included in the Local Plan.

1.3. Section 4 considers the Council's approach to residential density standards and how it has applied the same approach to Policy 14: Housing Density in the assessment of sites as part of demonstrating the Council has left no stone unturned in meeting the Borough's housing needs as far as possible.

1.4. Section 5 provides an overview of the Council's approach to how it has maintained cooperation with its neighbouring authorities and other authorities in its Housing Market Area. This is supported by the Council's Statement of Cooperation.

1.5. Section 6 sets out the Council's approach to housing land supply and non-implementation discount and the stepping of the housing requirement.

2. Havant's Housing Need

2.1 The NPPF requires that, as a starting point, an area should meet its identified housing need. A local housing need assessment is undertaken using the standard method set out in the national planning practice guidance.

2.2 Under the revised standard method published in December 2024, Havant Borough has an indicative local housing need figure of 879 dwellings per annum with a base date of 2025 equivalent to 15,822 dwellings over the period from 2025/26 to 2042/43. The Council's housing need assessment using the standard method is provided in the table below.

Minimum annual housing need figure for Havant Borough 2026	
Stage 1: Setting the baseline – 0.8% of existing housing stock for the area	
57,120 (unrounded) 57,120 / 100 = 571.2 x 0.8 = 456.96 The housing stock baseline figure is 457.	457
Step 2: An adjustment to account of affordability	
$Adjustment\ factor = \left(\frac{five\ year\ average\ affordability\ ratio - 5}{5}\right) x\ 0.95 + 1$ 10.41 (2021) + 10.37 (2022) + 10.22 (2023) + 9.10 (2024) + 9.18 (2025)= 49.28 Adjustment factor = 49.28 / 5 = 9.86 9.86 – 5 = 4.86 4.86 / 5 = 0.972 0.972 x 0.95 = 0.9234 0.9234+ 1 = 1.9234	1.9234
Minimum annual local housing need figure = housing stock baseline x adjustment factor	
457 (housing stock baseline) x 1.9234 adjustment factor) = 878.9938 The resulting figure is 879 (rounded).	878.9938
The annual housing need figure for Havant is therefore **879 dwellings per annum.**	

2.3 The withdrawn Local Plan indicated how Havant Borough could just about meet overall housing need at the point of submission in 2021. This relied on a significant source of housing supply being delivered from town centre regeneration, but the Inspectors' report identified concerns about the deliverability of housing supply (paragraph 51)[1] prior to the Plan's withdrawal from Examination in 2022. The previous Local Plan Inspectors' highlighted that Havant Borough may be an authority

[1] https://www.havant.gov.uk/planning-services/planning-policy/local-plan/havant-borough-local-plan-2036-withdrawn-local-plan

that cannot sustainably meet its housing needs (paragraph 52). Since then, Havant Borough has seen a further, substantial rise to its housing need figure based on the Government's standard methodology.

2.4 In establishing the housing need for the area, the PPG indicates that strategic policy-making authorities will need a clear understanding of housing needs in their area, including working with neighbouring authorities and key stakeholders to establish an appropriate housing market area for meeting housing need across local authority boundaries. The Council's approach to cooperation on the strategic matter of unmet housing need is considered at Section 5.

Housing Market Areas

2.5 The PPG (Plan Making) defines Housing Market Area as *"a geographical area defined by household demand and preferences for all types of housing, reflecting the key functional linkages between places where people live and work."* Whilst HMA boundaries do not generally reflect the administrative boundaries, housing market areas are most often defined using local authority boundaries due to datasets relevant to assessing housing need being often published at a local authority level.

2.6 A study produced by GL Hearn (2014)[2] assessed housing market areas within the Partnership for Urban South Hampshire area, which included PUSH East HMA focused on Portsmouth and a Push West HMA focused on Southampton). The study reviewed data relevant to commuting, migration and house prices. From this, the study identified a Portsmouth HMA which included Havant, Portsmouth, Gosport, eastern wards of Fareham Borough, southern wards of Winchester District and the southern wards of East Hampshire District.

2.7 More recently, Portsmouth City Council has undertaken a review of the aforementioned study (Portsmouth Housing and Economic Development Needs Assessment (HEDNA) by Iceni Projects Limited, December 2023)[3]. Whilst the study focuses on Portsmouth, the conclusions are also relevant to Havant.

2.8 The study reviewed more recent data, including migration statistics over the 2017 to 2020 period, which indicated Fareham, Havant, Gosport, Southampton, Winchester and East Hampshire as areas of in and out migration. Similar to the 2014 study, the 2023 study identified Havant to have the closest link with Portsmouth in terms of in and out migration suggesting that both areas remain in the same Housing Market.

2.9 Whilst updated house price analysis indicates that Havant experienced stronger house price growth than Portsmouth and Gosport, the strong migration ties between these areas justify including Havant in the same functional Housing Market Area boundary.

2.10 In conclusion, the Portsmouth HEDNA confirmed that there is no justification to change the currently accepted Housing Market Areas and the previous findings of the PUSH study remain

[2] https://www.push.gov.uk/wp-content/uploads/2018/06/SHMA-2014-1.pdf and https://www.push.gov.uk/wp-content/uploads/2018/05/SHMA-2014-appendicies.pdf
[3] https://www.portsmouth.gov.uk/wp-content/uploads/2024/04/4-Portsmouth-HEDNA_Final-Report-Dec-2023-CONFIDENTIAL-1.pdf

valid. Havant still forms part of the same wider housing market (South Hampshire / PUSH East) which informs the engagement with the relevant authorities under the duty to cooperate and consideration of unmet housing need.

3. Housing Supply

Introduction

3.1 Having established the standard method figure of 879 dwellings per annum for Havant Borough, authorities should then assess whether that number of new homes can be provided. This section considers national policy on housing supply and land availability and considers this in the context of Havant Borough's constraints, the Council's Strategic Housing and Economic Land Availability Assessment (HS005) and Sustainability Appraisal (SP003A-G).

National Policy Context

3.2 At the heart of the NPPF, there is a presumption in favour of sustainable development. For plan making, paragraph 11 sets out that strategic policies should as a minimum, provide for objectively assessed needs for housing (and other uses, as well as any needs that cannot be met within neighbouring areas) unless:

i. The application of policies in this Framework protect areas or assets of particular importance provide a strong reason for restricting the overall scale, type or distribution of development in the plan area; or
ii. Any adverse impacts of doing so would significantly and demonstrably outweigh the benefits when assessed against the policies in the NPPF taken as a whole.

3.3 In establishing a housing requirement figure for the whole area, paragraph 69 of the NPPF states that, strategic policy-making authorities should show the extent to which their identified housing need (and any needs that cannot be met within neighbouring authorities) can be met over the plan period.

3.4 NPPF paragraph 72 indicates that strategic authorities should have a clear understanding of the land available in their area through the preparation of a strategic housing land availability assessment. From this, planning policies should identify a sufficient supply and mix of sites, taking into account their availability, suitability and likely economic viability including a supply of:

a) specific, deliverable sites for five years following the intended date of adoption; and
b) specific, developable sites or broad locations for growth, for the subsequent years 6-10 and, where possible, for years 11-15 of the remaining plan period.

3.5 Once local housing need has been assessed as set out in Planning Practice Guidance[4], authorities should then assess the amount of new homes that can be provided in their area. This can be justified by evidence on land availability, constraints on development and other matters.

[4] https://www.gov.uk/guidance/housing-and-economic-development-needs-assessments Paragraph: 040 Reference ID: 2a-040-20241212 Revision date: 12 12 2024

Havant Borough's Constraints

3.6 The previous Local Plan Inspectors' indicated that if the Council was unable to meet its housing need then it would be necessary to show that it was an authority unable to sustainably meet its development needs in accordance with Paragraph 11 b) of the 2024 NPPF. The Constraints Study provides a key piece of evidence in responding to this matter.

3.7 The Constraints Study (HS001-A and HS001-B) undertaken by Stantec provides a comprehensive overview of the Borough's constraints, and illustrates the significant challenge that the Council has in meeting its own development needs. It concludes that the Borough is exceptionally constrained.

3.8 The Borough is noted to have multiple competing constraints, namely:

- The National Landscape designations and their settings
  - Chichester Harbour National Landscape (previously Area of Outstanding Natural Beauty (AONB))
  - The South Downs National Park

- Coastal constraints, particularly in the southern part of the Borough
  - Flood risk
  - Ecology – where land is functionally linked to the Chichester and Langstone Harbours Special Protection Areas.

3.9 The Study indicates that there is limited development land remaining outside of the existing urban area. Stantec also advise that brownfield land has only limited potential to address the need for development land in Havant Borough, though note the Council is also looking to confirm what brownfield supply is available to support the new Local Plan. The paper concludes that aside from land at Dunsbury Park, Southleigh and Campdown which have already been identified for development, the scope of development in Havant Borough is extremely limited likely to be limited to:

- Undeveloped land at Hayling Island – but acknowledges the identified parcels in the north and south of the island are poorly accessible which may limit their capacity to support sustainable development; and
- Two infill parcels on the southern part of the mainland – 17ha at land west of the A3(M)[5] and 10ha North of the A27[6] – but also acknowledges that even if constraints can be overcome, these sites would struggle to make a meaningful contribution to the plan.

3.10 This study provided early assurance that there are few remaining options for development in Havant Borough. The conclusions pointed towards a need for robust evidence on land availability and reinforced the need to maximise development on brownfield sites. This assessment also

[5] SHELAA References WA17 and WA18 in Discounted Housing Sites within Portsmouth City Council's ownership with multiple ecological, landscape and heritage constraints. The sites were not previously available for housing development and were reserved for environmental mitigation purposes.
[6] SHELAA Reference ED11 - a Discounted Economic Site with no access to the adopted highway and no viable access solution. The site was originally promoted for storage and distribution uses in 2022, but the site promoter has subsequently confirmed they wish to use it for environmental mitigation purposes.

helped to inform early discussions with neighbouring authorities in respect of the anticipated unmet housing need arising out of Havant Borough.

Strategic Housing and Economic Land Availability Assessment (SHELAA)

3.11 The Strategic Housing and Economic Land Availability Assessment (SHELAA) provides the primary means by which the Council assesses land with potential for housing and economic development.

3.12 The Council first published a Strategic Housing Land Availability Assessment (SHLAA) in 2007. It was informed by a 'call for sites' as well as a stakeholder consultation involving landowners and developers. That document was regularly updated and informed the 2011 Core Strategy and the previous Havant Borough Local Plan which commenced in 2016. During the preparation of the latter plan, the SHLAA was regularly updated to include new sites following various 'call for sites', alongside further new sites submitted through the formal plan making stages, prior to its withdrawal from Examination in 2022.

3.13 A comprehensive review of the SHELAA was undertaken to inform the preparation of the Building a Better Future Plan in 2024. The Council undertook a thorough review of the methodology to ensure it conformed to the PPG and was being effective in maximising the amount of housing development the plan could identify. In addition, all sites and broad locations were examined to ensure the SHELAA provided an up-to-date and robust audit of land. This included an objective assessment of the developability of allocated sites in the Adopted Local Plan and proposed allocations in the previous Local Plan, including site phasing and off-site environmental mitigation where required. The scope of the study was also expanded to include economic development sites.

3.14 For the 2024 SHELAA, the Council undertook a desktop-based exercise to ensure that it identified all sites not previously identified for housing. Instead of relying on sites already included in the assessment, the Council sought to identify sites through a desktop review process as set out in the PPG[7]. The following methods to identify potential development land, with a focus on identifying potential development land not currently in the planning process:

- Interrogation of aerial photographs to identify vacant and derelict land;
- Interrogation of aerial photographs to identify land in non-residential use;
- Consultation with Havant Borough Council teams including Business rates, Economic Development, Building Control and Community Wardens on data and intelligence that they might hold on vacant or derelict land/buildings;
- Analysis of any land suggested through the Council's 2022 Building a Better Future consultation which included the question, 'Are there any brownfield sites that you think may have the potential for development?'.
- Interrogation of the Council's brownfield register;
- Contacting Estates Teams at Hampshire County Council, Portsmouth City Council, and the NHS to identify surplus land potentially available for development (in addition to land already identified through the response to the call for sites).

[7] https://www.gov.uk/guidance/housing-and-economic-land-availability-assessment Paragraph: 010 Reference ID: 3-010-20190722 Revision date: 22 07 2019

- Consideration of broad locations/opportunities in relation to sites which were allocated in the previous Local Plan or were submitted through the 2022 call for sites.

3.15 Importantly, this assessment reaffirmed that the Council had duly considered all housing sites not currently in the planning system through the SHELAA process. This analysis identified a single greenfield site with housing potential – SHELAA Reference HA19 Land Southeast of Lower Road following analysis of aerial photographs. Though the Council made attempt to contact the landowner to ascertain the availability of the site, there was no response.

3.16 The SHELAA was updated and reviewed in February 2026 to support the Publication Regulation 19 Plan in June 2026. The February 2026 version of the SHELAA provided a greater level of detail to determine whether sites are available and achievable, having regard to PPG guidance[8]. The June 2026 version fully reflected the outcome of some targeted engagement with site promoters with discounted sites through the Regulation 18 consultation, providing them with an opportunity to address reasons for discounting. This resulted in the re-categorisation of EM08 Land south of Havant Road (Horse's Field) from a discounted site to a developable one in the June 2026 SHELAA.

3.17 In addition, the Council undertook further engagement with a number of developable site promoters following the Council's Strategic Flood Risk Assessment (SFRA) Sites Review in November 2025. This work confirmed a developable site yield as set out in Appendix 3.

3.18 There have been several 'calls for sites' where landowners and developers were invited to submit or promote sites for consideration. Like most authorities, Havant Borough Council encouraged this within specific time periods, such as the Regulation 18 consultations which took place during 2022 and 2025 respectively. However, given the high level of housing need in Havant Borough and the limited availability of sites, the 'call for sites' has been continued to be publicised on the Council's website and left open to enable interested parties to submit potential sites for consideration at any time.

Sources of New Homes

Sites with Planning Permission

3.19 This element of supply has a base date of 1 April 2025 and comprises:

- Large sites of 10 or more dwellings that have extant planning permission. A mixture of sites that either have full or detailed planning consent following grant of outline permission or have prior approval for the completion of work. Most of the sites in this category are now under construction.
- Small sites of 9 dwellings or less that have extant planning permission. A 5% non-implementation discount is applied to this category of sites. This is an assumption adopted across all Hampshire authorities.
- Planning permissions for older persons housing. The figures for older persons accommodation are included on a proportionate basis, based on the national average

[8] https://www.gov.uk/guidance/housing-and-economic-land-availability-assessment Paragraphs: 019 and 020 Reference ID: 3-019-20190722 Revision date: 22 07 2019

household size of 1.9 persons. This is based on the amount of accommodation released in the housing market.

3.20 Sites with planning permission but not yet above slab level, have been included as an allocation in the Publication Building a Better Future Plan, to indicate the principle of development has been accepted in this location.

Proposed Allocations

3.21 The Publication Local Plan proposes the allocation of 25 sites to deliver housing, including Southleigh which is allocated for a mixed-use development including housing. All of these sites are 'developable' meaning they are in a suitable location for development, and that there is a reasonable prospect that they will be available and could be viably developed at the point envisaged. A number of allocation sites also meet the definition of 'deliverable' meaning that there is a realistic prospect that housing will be delivered on the site within five years. The Site Allocations Background Paper considers the deliverability of some of the larger housing site allocations.

3.22 An assessment has been made as to when these sites are likely to be delivered during the lifetime of the Plan which is set out in detail in the housing trajectory (Appendix 1). This has been informed with engagement with landowners and developers to establish the likely timescales for pre-applications and application submissions. Where more detail has been provided for sites, there is greater certainty about their delivery in the short term. However, the Council has taken a cautious approach to the assessment of deliverability, where there is clear evidence that completions will not begin on site in the first five years. For example, a number of proposed allocations are currently subject to planning applications but are not considered to be 'deliverable' at this stage. This may be that discussions with development management officers have indicated that there are relatively significant technical constraints that have yet to be addressed, which may include legal or ownership impediments. In these cases, there is not the necessary evidence to conclude that completions will begin on site in the first five years, and these sites can only be concluded to be 'developable' accordingly.

3.23 The allocated sites in the Plan include some sites with extant planning permission, but the development was not yet above 'slab level'[9] at the last point of monitoring permissions before the Local Plan was published in June 2026. As there is no guarantee that sites with planning permission will be developed, the approach taken is that such sites are included in this Plan to establish the principle of development if the planning permission is not subsequently built out. Nonetheless, the Council would expect sites with planning permission to commence and be built out swiftly by the development industry. As such, it is likely that some of these sites may be sufficiently advanced during the examination to propose deleting the allocation(s) themselves and move the figures into housing supply.

3.24 Where there have been planning applications, pre-applications discussions and site submission material and the potential site capacity has been considered realistic, these assumptions have been used to inform the amount of development which may be suitable for the site. Otherwise, the site capacities have been informed by the minimum density standards, unless there are site

[9] This is the finished floor level of the dwelling(s) onto which the walls will be constructed.

constraints which indicate a different approach should be taken. This is considered in further detail in Section 4.

Small/medium housing sites within the urban area

3.25 There are a small number of housing sites within the urban area which are not specifically allocated in the Plan. These were previously identified as 'Sites delivering 20 dwellings or less' at Draft Local Plan Regulation 18 stage, but as sites are no larger than a hectare – this category has been re-purposed to align with the NPPF. However, there are also allocated sites which are no larger than one hectare in size.

3.26 Paragraph 73 a) of the NPPF requires local planning authorities to identify through the development plan (and brownfield registers), land to accommodate at least 10% of their housing requirement on sites no larger than one hectare; unless it can be shown that there are strong reasons why this cannot be achieved. As the housing requirement is 7,087 new dwellings, to meet the 10% requirement, 708 dwellings would need to be identified on sites of less than one hectare.

3.27 The amount of development that can be achieved on sites of sites no larger than one hectare is 30 dwellings. There are strong reasons why this cannot be achieved, these are set out as follows:

- Havant Borough is an authority which is unable to meet its development needs in full, which means that it can only draw upon the developable land available to meet that need.
- A number of allocations have separate land interests which respectively may have a land area of one hectare or less, but it would not be in the interests of good place making or sustainable development to artificially subdivide sites.
- Havant, Waterlooville and Leigh Park Town Centre broad locations have the potential to significantly contribute towards the housing requirement but are not relied upon in supply terms for the reasons set out below.
- Windfall development will continue as a reliable source of supply and will make a meaningful contribution towards the Council's housing requirement – a large number of these developments will come forward as smaller sites. There is further information on the likely level of supply from windfall development in the Windfall Housing Development Analysis (HS07).
- The artificial subdivision of larger site allocations may threaten their deliverability and would threaten the Council's ability to secure affordable housing and other qualitative requirements set out in the Plan.

Broad locations

3.28 Havant, Leigh Park and Waterlooville town centres and the Civic Campus in Havant are identified as broad locations. They are identified as being suitable for mixed-use development including for housing reflecting their potential for regeneration some of the most sustainable locations for development in the Borough. They also offer the opportunity to deliver development at scale. Appendix 3 of the Waterlooville Masterplan Supplementary Planning Document and the Town Centre Appraisal Sites Report identifies the development potential of individual sites within these locations (see Appendix 2).

3.29 As with the proposed allocations, an assessment has been made as to whether the broad locations and the sites within them meet the definition of 'developable'. Build costs associated with the redevelopment of brownfield land, land values and site assembly mean it is inherently more challenging to deliver development in these locations than when compared to elsewhere in the

Borough. There are relatively few sites which are being promoted in these locations. On this basis, these sites are not included in overall housing supply because there is insufficient degree of certainty that these sites will come forward. The Council has therefore taken a conservative approach to indicate supply 'outside of the plan period'.

Windfall

3.30 Paragraph 75 of the 2024 NPPF indicates "*where an allowance is to be made for windfall sites as part of anticipated supply, there should be compelling evidence that they will provide a reliable source of supply. Any allowance should be realistic having regard to the strategic housing land availability assessment, historic windfall delivery rates and expected future trends.*"

3.31 Historically, given the built-up nature of Havant Borough, a significant proportion of housing development has come forward on small sites which are not possible to identify in advance, but include infill sites, conversions and changes of use. In any event, these sites typically fall below the size threshold for sites to be included in the SHELAA.

3.32 The Council's Windfall Housing Development Analysis paper (December 2025)[10] sets out how the projected windfall has been calculated. Based on analysis of completions between 2013/14 and 2023/24, there is an average of 94 dwellings being completed on small sites each year. To ensure the windfall projection going forward is realistic, a 10% is reduction is applied. This results in a total of 85 dwellings per annum. To avoid double counting with the small sites, the windfall allowance is not applied to the first three years of the plan period (2025/26-2027/28).

3.33 An additional stage of analysis was undertaken in 2025 to reflect the emerging development strategy to exclude past completions within areas affected by constraints. Whilst development would not generally take place on small sites within environmental or landscape designations, the development strategy takes a strong stance on flood risk and directs development away from current and future flood risk zones. As such, it cannot be assumed that this will continue and this is reflected within the windfall analysis. Nevertheless, there is compelling evidence that completions will continue on small windfall sites.

Urban Capacity

3.34 Urban capacity is a key measure in demonstrating whether the Council has left no stone unturned to address housing need. The following workstreams were undertaken to ensure that all potential sources of housing supply were fully explored within the urban area.

3.35 The robust audit of land that the Council undertook to identify sites not currently in the process through the 2024 SHELAA as set out above included maximising the urban capacity of the Borough. This covered various sources of supply in the urban area including (but not limited to) vacant and derelict land and buildings and garage/parking courts.

3.36 Large scale redevelopment and redesign of existing residential or economic areas, and additional opportunities for un-established uses are specifically identified by the PPG as a potential source of housing land supply. However, opportunities to deliver housing from these types of sites are limited in Havant Borough. The Council transferred its own housing stock to Hermitage Housing (now the

[10] https://www.havant.gov.uk/media/10653/download?inline

Guinness Trust) in 1994, as the housing authority for the Borough. So the Council itself does not have any large areas of existing residential areas which could be redeveloped. The Council did however, consult with the property teams at Havant Borough Council, Hampshire County Council, Portsmouth City Council (who own substantial land and property in the Borough), and the NHS, to identify any other opportunities to redevelop the existing urban area. However, this exercise did not identify any other further sites which had not already been identified through the Call for Sites. Notably, PCC is promoting Cabbagefield Row and Strouden Court which are both proposed housing allocations in the Publication Plan.

3.37 The Council's Residential Density Analysis[11] sets out recommended density thresholds and identifies opportunity areas for higher density e.g. mainly in and around Havant, Waterlooville and Leigh Park town centres – this is considered in detail in the following section.

3.38 Finally, the Council's Windfall Housing Development Analysis[12] identifies the amount of development expected to come forward on previously unidentified small sites during the plan period as set out above.

3.39 Collectively these measures demonstrate that the Council has "left no stone unturned" to maximise housing delivery within the urban area.

[11] https://www.havant.gov.uk/planning-services/planning-policy/local-plan/local-plan-evidence-studies-and-strategies
[12] ibid

Summary

3.40 The following table shows the contribution from each of the sources of housing supply.

Sources of housing supply against housing requirement during the Plan period (2025/2026-2042/2043)	Number of homes
2024 Standard method requirement*	**15,822**
Planned housing supply, including:	**6,215**
Planning permissions	984
Broad locations	1650
Allocations	2276
Small sites within urban area	30
Windfall	1275
Non-implementation discount**	-304
Duty to co-operate unmet need allowance in the Winchester City Council's adopted Local Plan	345
Total housing supply	**6,256**
Unmet Need	**9,566**

* 879 dwellings x 18 years of the Plan period
**Application of a non-implementation discount of 7% for all forms of major development and 15% for minor development except from implemented planning permissions (works are under construction) and planning permissions where some/all conditions have been already discharged or are in the process of being discharged.

4. Housing Density

Introduction

5.1 From the early stages of the plan making process, it was anticipated that Havant Borough would be an authority that would not be able to meet its housing need within the limits of sustainable development. The Council's Strategic Housing and Economic Land Availability Assessment (SHELAA) considers the Council's policy approach on minimum density standards. This section sets out how the Council has approached the assessment of site yields in the context of the Council's Residential Density Paper[13].

National Policy Context

5.2 Paragraph 129 of the NPPF indicates that planning policies and decisions should support development that makes efficient use of land, taking into account:

a) The identified need for different types of housing and other forms of development, and the availability of land suitable for accommodating it;
b) Local market conditions and viability;
c) The availability and capacity of infrastructure and services – both existing and proposed – as well as their potential for further improvement and the scope to promote sustainable travel modes that limit future car use;
d) The desirability of maintaining an area's prevailing character and setting (including residential gardens), or of promoting regeneration and change; and
e) The importance of securing well-designed, attractive and healthy places.

5.3 Paragraph 130 of the NPPF goes onto state that where there is an existing or anticipated shortage of land for meeting identified housing needs, it is especially important that planning policies and decisions avoid homes being built at low densities and ensure that developments make optimal use of the potential of each site. In these circumstances:

a) plans should contain policies to optimise the use of land in their area and meet as much of the identified need for housing as possible. This will be tested robustly at examination and should include the use of minimum density standards for city and town centres and other locations that are well served by public transport. These standards should seek a significant uplift in the average density of residential development within these areas, unless it can be shown that there are strong reasons why this would be inappropriate;

b) the use of minimum density standards should also be considered for other parts of the plan area. It may be appropriate to set out a range of densities that reflect the accessibility and potential of different areas, rather than one broad density range; and c) local planning authorities should refuse applications which they consider fail to make efficient use of land, taking into account the policies in this Framework. In this context, when considering applications for housing, authorities should take a flexible approach in applying policies or

[13] https://www.havant.gov.uk/media/10549/download?inline

guidance relating to daylight and sunlight, where they would otherwise inhibit making efficient use of a site (as long as the resulting scheme would provide acceptable living standards).

Residential Density Evidence Paper

5.4 The Residential Density Evidence Paper explores the role of high-density housing development in meeting Havant Borough's housing needs within the context of a constrained housing supply. It identifies ways in which residential density can be a key mechanism for delivering sustainable growth through a series of good practice examples. It recommends the following density standards are introduced which are set out at Policy 14 Housing Density of the Publication Plan:

- Developments within the identified core opportunity areas, as the town centres of Havant, Waterlooville and Leigh Park, should be expected to provide a minimum of 80 dwellings per hectare (net development area);
- Developments within the identified wider opportunity areas should be expected to provide a minimum of 55 dwellings per hectare (net development area).
- Developments outside of the identified opportunity areas should be expected to provide a minimum 40 dwellings per hectare (net development area).

5.5 The study does not recommend an upper limit on residential density but does recognise the need for the design and layout of individual development schemes to be carefully justified with reference to the accessibility of public transport, and services and facilities.

Approach to site yields in the Council's SHELAA

5.6 The Council has had an emerging approach to ensuring the effective use of land over many years. The 2019 NPPF signalled a step change in terms of ensuring that planning policies and decisions avoided homes being built at low densities, particularly where there is an existing or anticipated shortage of land for meeting identified housing needs[14]. For example, the Council refused a scheme on the Fowley Cottage site on the grounds of low density, which was then upheld at appeal[15].

5.7 The Council's SHELAA provides a methodology for estimating the development potential of sites and where possible, has used the above approach to higher densities in areas close to public transport and town centres. However, where there has been planning applications, pre-application discussions and site submission material where the potential capacity of the site has been considered realistic then this has been used. This is because there is a reasonable prospect of that form and quantum of development being achieved in line with the 'deliverable' definition provided by the NPPF[16].

[14] Paragraph 123 of the 2019 National Planning Policy Framework (NPPF). Available at: https://webarchive.nationalarchives.gov.uk/ukgwa/20210708211349/https://www.gov.uk/government/publications/national-planning-policy-framework--2

[15] Appeal Ref: APP/X1735/W/20/3252953 Fowley Cottage, 46 Warblington Road, Emsworth PO10 7HH

[16] Annex 2 of the 2024 National Planning Policy Framework (NPPF) sets out "To be considered deliverable, sites for housing should be available now, offer a suitable location for development now, and be achievable with a realistic prospect that housing will be delivered on the site within five years."

5.8 There are also already a number of applications on proposed allocations in the planning system. This means that it would be impractical to negotiate an uplift in density given the limited weight that can be given to emerging densities at this stage, unless the scheme demonstrably fails to make efficient use of land in line with the NPPF. Nevertheless, the Council has had emerging density standards over many years, and planning policy officers frequently provide comment on the efficient use of land and housing density on pre-application and planning application consultations. This has been reinforced by the NPPF signalling the need for a step change in terms of avoiding homes being built at low densities and demonstrated at appeal[17].

5.9 The SHELAA makes clear that in the unlikely event that a site cannot be delivered in accordance with the consent, the developer/landowner will be expected to use the minimum density standard for any revised scheme.

5.10 The Council undertook a density analysis of the developable housing sites to ensure that it is optimising the use of land within its area given the anticipated shortage of housing land (see Appendix 3). This informed, and was accurate at the point in time the February 2026 version of the Strategic Housing and Economic Land Availability Assessment was published. This has been based on the emerging density standards but has also taken into account the gross to net site area reductions as set out in Table 1 of the Council's SHELAA to ensure a consistent approach to the assessment of developable areas.

Gross Site Size	Gross to Net Ratio Reduction	Resulting Developable Area
Up to 0.49ha	0%	100%
0.5 to 1.99ha	20%	80%
2ha and above	40%	60%

Table 1: Gross to net ratio reductions applied to establish net developable area

5.11 Where a site promoter has indicated a site yield greater than the estimation produced by the density analysis, the promoted yield has been included in the site's assessment where this is considered realistic. Adjustments have been made to increase the site capacity where the site yield indicated by the site promoter has indicated a yield below unless there are site constraints which indicate a different approach should be taken.

Summary

5.12 The density analysis at Appendix 3 shows that a large number of sites meet or exceed the Council's proposed density standards, but it is not possible to achieve this in every case. This largely applies to sites already in the planning system which have had emerging development proposals over many years. Several sites are affected by constraints which influence the extent of the developable area beyond that estimated by the gross to net ratio.

[17] Appeal Ref: APP/X1735/W/20/3252953 Fowley Cottage, 46 Warblington Road, Emsworth PO10 7HH

The Council considers a degree of pragmatism is needed in balancing the efficient use of land versus the other sustainable development objectives.

5.13 The Council has allocated sites with planning permission where they are not yet above slab level. This means that several sites benefit from planning permission and so cannot be expected to meet the emerging density standards retrospectively. There is a reasonable degree of certainty that these sites will come forward in their consented form and will be important to boosting the Council's land supply in the short term.

5.14 Similarly, there are a number of other sites which are currently in the planning system such as Blue Star SHELAA reference WA06 and Palk Road SHELAA reference HA14. The Council has accepted these site yields as being realistic having regard to the technical work undertaken by the site promoter at application stage.

5.15 There are also a small number of developable sites which do not have a developer on board. In these situations, there is an opportunity to set the expectations for amount of development achieved on these sites. The site yield has been updated and reflected in the Council's SHELAA accordingly.

5. Effective Cooperation and Unmet Housing Need

Introduction

5.1 This section summarises how the Council has maintained effective cooperation with neighbouring areas on the key spatial issue of housing need. Full details of the Council's approach to effective cooperation are set out within the Council's Cooperation Statement (SP007).

National Policy Context

5.2 Paragraph 69 of the NPPF indicates:

"Strategic policy-making authorities should establish a housing requirement figure for their whole area, which shows the extent to which their identified housing need (and any needs that cannot be within neighbouring areas) can be met over the plan period."

5.3 This is supported by paragraphs 24 and 26 of the NPPF which indicate that local planning authorities continue to be under a duty to cooperate with each other on strategic matters that cross administrative boundaries. Although recent legislative changes have removed the Duty to Cooperate as a legal compliance requirement, the Council has continued to prioritise effective cross-boundary to ensure the Plan is 'positively prepared' and 'effective' under the tests of soundness and complies with the 2024 National Planning Policy Framework (NPPF).

5.4 Whilst the NPPF requires local authorities to consider how it can meet the unmet needs of its neighbours, Havant Borough is unable to meet its own needs based on the standard method figure, and so is unable to meet the housing needs of other authorities.

5.5 The starting point for duty to cooperate discussions has been therefore, to see if other authorities could meet some of Havant Borough's unmet need. For the Draft Building a Better Future Plan, the level of unmet need the Council was seeking to be met elsewhere was 9,292 dwellings, equivalent to 531 dwellings per annum. However, this assumed that an unmet needs allowance of 1,330 dwellings from the Submitted Winchester Local Plan 2020 – 2040 (which was at Examination at the time) would have been apportioned to Havant Borough.

Confirming the Unmet Need Position

5.6 The Publication Building a Better Future Plan sets out a housing requirement of 7,087 dwellings over the plan period of 2022 to 2043 (21 years). This housing requirement reflects the level of housing that can realistically be delivered within the Plan period, having regard to identified constraints and limited land availability.

5.7 As set out at Section 2, the 2026 standard method figure for Havant Borough is 879 dwellings which may be relied upon for plan-making purposes for a period of two years from submission of the Plan for examination. The housing need figure is applied from the latest monitoring base date of 1 April 2025 (at the time of publication) to the end of the plan period. There are 18 years (2025-2043) remaining in the Plan, giving a total housing need of 15,822 dwellings.

5.8 The use of a shorter period for housing need (2025-2043), compared to the plan period (2022-2043) is appropriate because the standard method is a forward-looking assessment of housing need. It includes an affordability adjustment to take account of past under-delivery, and the PPG does not expect the standard method to be retrospectively applied to the earlier years of the plan period. Applying the standard method across the full 21-year plan period (2022 to 2043) would overestimate the total housing need for Havant Borough because it would account for past affordability pressures that are already accounted for in the calculation of housing need. On this basis, the total housing need figure for the Plan is 15,822 dwellings.

Need / supply 2025/26-2042/43	No of dwellings
Housing need under the standard method	15,822
Housing supply from Building a Better Future Plan	5,908[18]
Unmet need allowance from Winchester's Local Plan	345
Total housing supply	6,253
Unmet housing need	9,569
Annualised unmet housing need	531.6

Table. 2 Need/Supply

5.9 The adopted Winchester District Local Plan 2020 - 2040, includes an 'unmet needs allowance' of 495 dwellings - of which 70% is apportioned to Havant Borough equivalent to 345 dwellings. Based on a housing supply of 5,908 dwellings, or 6,253 dwellings when taking Winchester's unmet need allowance into account the total unmet housing need figure is 9,569 dwellings, or 531.6 dwellings per annum when annualised.

Summary

5.10 Given the Havant Borough is unable to sustainably accommodate its full housing need, it has undertaken robust discussions worked with other authorities to consider whether any unmet housing need can be met elsewhere within those authorities' areas. It has not been practicable to secure any further formal offers of assistance with Havant's unmet housing need at this stage.

[18] Excluding 1,179 completions which tok place during 2022/23 and 2024/25

6. Trajectory, 5 Year Housing Land Supply and Housing Delivery Test

National policy context

6.1. The starting point in assessing housing delivery is paragraph 72 of the NPPF which states that:

Planning policies should identify a supply of:

a) specific, deliverable sites for five years following the intended date of adoption; and
b) specific, developable sites or broad locations for growth, for the subsequent years 6-10 and, where possible, for years 11-15 of the remaining plan period.

6.2. Paragraph 78 of the NPPF requires that an anticipated rate of housing delivery is set for specific sites and illustrated in a housing trajectory. Furthermore, local planning authorities are expected to identify a supply of specific deliverable sites sufficient to provide a minimum of five years' worth of housing against their housing requirement. This should also include an appropriate buffer (moved forward from later in the plan period) of 5% or 20%, depending on the rate of housing delivery during the previous three years.

6.3. The PPG in Paragraph: 012 (Reference ID: 68-021-20190722) provides further information in respect of the housing trajectory, and in particular clarifies that a stepped housing requirement could be applied in certain circumstances, where there is evidence to support this approach:

a) where there is to be a significant change in the level of housing requirement between emerging and previous policies and / or
b) where strategic sites will have a phased delivery or are likely to be delivered later in the plan period.

6.4. The PPG further clarifies that the planned housing requirements are to be met fully within the plan period, meaning that any reduced housing delivery rate over specific time is recouped during the remaining plan period.

Housing Land Supply over Plan period and non-implementation discount

6.5. The table below shows the specific sources of housing supply over the Plan period. The Strategic Housing and Economic Land Availability Assessment (SHELAA) (2026) identifies the supply of development land for housing in the Borough. Planning permissions and completions are informed by the latest monitoring data. An appropriate (discounted) windfall allowance has been included from year 7 of the Plan (2028/2029), and non-implementation discounts of 7% (major development of 10 or more dwellings) and 15% (minor development) have been included.

6.6. A review of monitoring data of planning permissions over period of 10 years (2015/2016-2024/2025) has revealed a difference in implementation rate between small and major developments.

6.7. The 10 year average rate of non-implementation of planning permissions for up to 9 dwellings is 16.39% of planning permissions, equating to 15.77% of approved dwellings.

6.8. The 10 year average rate of non-implementation of planning permissions for 10 dwellings or more is 4.44% of planning permissions, equating to 6.45% of approved dwellings.

6.9. In light of the above, the non-implementation discount applied to small sites has been 15% and for large development 7%. The non-implementation discount has been applied to all types of developments, including older persons housing.

Sources of housing supply (2022-2043)		Year 1-11	Year 12-21
Completions		1179	
Planning permissions (implemented/under construction, some/all conditions discharged/in the process of being discharged		643	
Planning Permissions (minor, <10 dwellings)		130	
Planning permissions (major, 10 and more dwellings)		113	
Planning permissions: older persons housing (minor, not started)		-2 (5 & -8)**	
Planning permissions: older persons housing (major, not started)		25*	
Planning permissions: older persons housing (major, implemented)		75*	
Housing site allocation	EM01 and EM02a & EM02b Land north of Long Copse Lane	30	295
Housing site allocation	EM08a Land south of Havant Road (Horse's Field)		85
Housing site allocation	HA02 Helmsley House	10	20
Housing site allocation	HA06 Land east of Castle Avenue	114	70
Housing site allocation	HA09 and HA10 Former Oak Park School		47*
Housing site allocation	HA14 Land at Palk Road	83	
Housing site allocation	HA20 Kingscroft Farm	120	
Housing site allocation	HA21 Portsmouth Water Headquarters	120	
Housing site allocation	LP01 Cabbagefield Row		150
Housing site allocation	LP02 Strouden Court		81
Housing site allocation	LP05 Dunsbury Way	37*	
Housing site allocation	LP07 Former Electricity Board, Bartons Road		90
Housing site allocation	WA03 Padnell Grange	84	
Housing site allocation	WA06 Blue Star	69	

Housing site allocation	WA9 Goodwillies Timber Yard	96	
Housing site allocation	WA14 South Downs College Car Park	85	
Housing site allocation	WA15 Campdown	103	487
Deliverable site	EM06 Fowley Cottage	9	
Deliverable site	HA17 Land at the western end of Lower Road	14	
Deliverable site	HI17 115 Elm Grove	7	
Broad location	BL5 Southleigh	150	1500
Windfall allowance (discounted)		425	850
Housing supply		**3719**	**3675**
Housing supply over Plan Period		**7394**	
Planning permissions, major development - minus 7% non-implementation discount (rounded)		-7.91	
Planning permissions, minor development - minus 15% non-implementation discount (rounded)		-19.5	
Planning permissions: older persons housing, major development - minus 7% non-implementation discount		-4.34	
Planning permissions: older persons housing, minor development- minus 15% non-implementation discount		0.3	
Deliverable and developable major sites - minus 7% non-implementation discount (rounded)		-75.46	-198
Deliverable and developable minor sites - minus 15% non-implementation discount		-2.4	
Housing supply after applying non-implementation discount (rounded)		**3610**	**3477**
Annual average		**328**	**348**
Housing supply over Plan Period		**7087**	
Annual average over Plan Period		**337**	
Duty to cooperate contribution from other local authorities* **		**345**	
Total housing supply over Plan Period		**7432**	

* Figure in the table represents a rounded housing equivalent of older persons housing number (older persons housing number divided by 1.9 and rounded)
** Figure in the table represents a rounded housing equivalent of older persons housing number (older persons housing number divided by 1.9); older persons housing numbers include 5 and -8, 5-8= -3; -3/1.9 = -1.57 (rounded to -2).
*** Allocation from the adopted Winchester City Council Local Plan.

Table 3. Housing supply over Plan Period

Stepped Trajectory

6.10. Table 3 above and the housing trajectory (Appendix 1) show that the delivery rate of housing numbers accelerates during the later part of the Plan period, namely from Year 12 (2032/33) onwards. This is due to expected completions on larger greenfield sites, in particular Land at Long Copse Lane, Campdown and Southleigh, details of which are provided in the Housing Site Allocations Topic Paper. During this Plan period the nature of supply changes from smaller brownfield sites to the larger greenfield sites.

6.11. In line with the guidance contained in PPG, as referenced above, it is considered appropriate to apply a stepped trajectory approach in this situation.

6.12. Table 3 shows that, having applied the relevant non-implementation buffers but excluding the unmet need allowance for Havant Borough in the adopted Winchester City Local Plan, the total housing delivery over the Plan period would be 7087 dwellings which equals 337 dwellings a year.

6.13. The supply in the first phase of the Plan period (up to and including Year 11) totals 3610 dwellings (328 dwellings per annum) and the supply during the later stage of the Plan (Year 12 onwards) totals 3477 dwellings (348 dwellings per annum).

6.14. In light of the above, it is considered appropriate to set the annual housing target as follows:

a) 328 dwellings per annum for years 1-11 (2022/23 - 2032/33), and
b) 348 dwellings per annum for years 12-21 (2033/34-2042/43).

Five-year Housing Land Supply for 2022/23 - 2027/28 (6 years before adoption)	**How calculated**	**Number of dwellings**
Anticipated completions during the years prior to anticipated adoption (outstanding planning permissions and planning allocations)	A total of: • completions over 2022/23-2024/2025: 1179 • commenced development: 530 • not yet implemented minor development: 128 • not yet implemented major: 133	1970 (before discounting)
7% non-implementation discount for major development: -9		
15% non-implementation discount for major development: -19		
TOTAL Supply for 2022/23 - 2027/28 after discounts applied		**1942**
Annualised requirement including 20% buffer (dwellings per annum)	328	328
Total requirement 2022/23 - 2027/28	328x 6	1,968

Surplus/shortfall against requirement for this period	1,968 - 1,942	-26
Anticipated completions in 2028/29-2032/33 (**the five year period from adoption**): strategic sites, allocations, windfall allowance, outstanding permissions	295 + 257 + 258 + 476 + 447 = 1733	1733
Non-implementation buffers of 7% and 15% applied to strategic sites, allocations and outstanding permissions	• planning permissions (major development): -6 • deliverable and developable major sites (7%): - 78 1733 – (78+6) = 1649	1649
Total supply anticipated in 2028/29-2032/33 minus shortfall predicted during 2022/23 - 2027/28	1649-(26/10 years) = 1646	1646
Annual housing target as set in the Plan (inclusive of 20% buffer)	328 x 5	1640
Surplus against identified need for this period	1646-1640 = 6	6
Housing land supply for 2027/28 - 2031/32	1646/328	**5.018**

Table 4. 5 Year Housing Land Supply

6.15. In respect of the requirement to apply a buffer, as set out in the NPPF paragraph 78, in case of Havant, a 20% buffer would be required due to 2023 Housing Delivery Test result of 74%, which is below the national policy requirement of 95%.

6.16. However, as explained in earlier sections of this Paper, Havant is an exceptionally constrained Borough with a few available sites available for development. All sites which could be allocated or identified have been allocated in the Local Plan and included in sources of supply. Therefore, a further buffer is not possible to be applied and the housing requirement set out above is considered to include the 20% buffer.

5 Year Housing Land Supply

6.17. It is anticipated that that the Plan will be submitted by the end of 2026 and that Examination will take place during 2027. From this, it is estimated that that Plan will likely be adopted in the spring/summer of 2028.

6.18. Based on the currently expected delivery of housing numbers, it is envisaged that on adoption of the Plan (2028/2029), the Local Planning Authority will be able to identify a five years' worth of housing against the housing requirement.

6.19. Table X below demonstrates that, at the point of adoption of the Plan, there will be a deliverable housing supply of 5.018 years identified in the Local Plan against the housing requirement.

Housing Delivery Test on adoption of the Local Plan

6.20. In the case of Havant, currently a 20% buffer is applicable due the 2023 Housing Delivery Test result of 74%, which is below the national policy requirement of 95%. This is due to falling numbers of homes being built despite sufficient planning permissions being granted.

6.21. However, the Housing Delivery Test measurement guidance indicates that a HDT calculation may be re-run using a new housing requirement where it is adopted after the publication of the measurement. Applying the proposed stepped trajectory to the HDT, the recalculated HDT result for 2025 would be as follows:

Number of homes required			Total number of homes required	Number of homes delivered			Total number of homes delivered	Housing Delivery Test measurement (%)
2022/23	2023/24	2024/25		2022/23	2023/24	2024/25		
328	328	328	984	495	368	316	1179	119

6.22. However, applying the standard method housing requirement to the HDT, the recalculated HDT result for 2025 would be as follows:

Number of homes required as per standard method			Total number of homes required	Number of homes delivered			Total number of homes delivered	Housing Delivery Test measurement (%)
2022/23	2023/24	2024/25		2022/23	2023/24	2024/25		
887	887	887	2,661	495	368	316	1,179	31

6.23. The application of the stepped housing trajectory ‘re-sets’ the 2023 Housing Delivery Test result from 74% to 119%. The result is that the Council would not be required to apply a buffer when it calculates its 5 year housing land supply. Furthermore, the presumption in favour of sustainable development would also not need to be applied from the date of adoption. This would ensure the Plan is ‘up to date’ at the point of adoption and would carry full weight in decision-making.

Appendix 1: Housing Trajectory

Year	Net Number of dwellings	2022/23	2023/24	2024/25	2025/26	2026/27	2027/28	2028/29	2029/30	2030/31	2031/32	2032/33	2033/34	2034/35	2035/36	2036/37	2037/38	2038/39	2039/40	2040/41	2041/42	2042/43
Year in Strategic Housing and Economic Land Availability Assessment (SHELAA)					**1**	**2**	**3**	**4**	**5**	**6**	**7**	**8**	**9**	**10**	**11**	**12**	**13**	**14**	**15**	**16**	**17**	**18**
Confirmed completions																						
	1179	495	368	316																		
Planning permissions																						
Planning permissions (implemented/under construction, some/all conditions discharged/in the process of being discharged	643				206	133	191	104	5		4											
Planning Permissions (minor, <10 dwellings)	130				130																	
Planning permissions (major, 10 and more dwellings)	113						33	50	30													
Planning permissions: older persons housing (minor, not yet implemented)					-3																	
Rounded dwelling equivalent based on Housing Delivery Test Measurement Technical Note, 2023	-2				-2																	
Planning permissions: older persons housing (major, not yet implemented)							48															
Rounded dwelling equivalent based on Housing Delivery Test Measurement Technical Note, 2023	25						25															
Planning permissions: older persons housing (major, permission implemented)					64	78																
Rounded dwelling equivalent based on Housing Delivery Test Measurement Technical Note, 2023	75				34	41																
Total	**984**				**368**	**174**	**249**	**154**	**35**		**4**											
Allocations (housing)																						
EM01 and EM02a & EM02b Land north of Long Copse Lane	325											30	50	50	50	50	50	45				
EM08a Land south of Havant Road (Horse's Field)	85													30	30	25						
HA02 Helmsley House	30									10								20				
HA06 Land east of Castle Avenue	184									14	50	50	50	20								
HA14 Land at Palk Road	83										42	41										
HA20 Kingscroft Farm	120							26	52	42												
HA21 Portsmouth Water Headquarters	120										60	60										
LP01 Cabbagefield Row	150													50	50	50						
LP02 Strouden Court	81															24	26	31				
LP07 Former Electricity Board, Bartons Road	90												39	39	12							
WA03 Padnell Grange	84									39	39	6										
WA06 Blue Star	69									32	37											
WA9 Goodwillies Timber Yard	96								30	36	30											
WA14 South Downs College Car Park	85							30	55													
WA15 Campdown	590										28	75	75	75	75	75	75	75	37			
Total	**2192**							**56**	**137**	**173**	**286**	**262**	**214**	**264**	**217**	**224**	**151**	**171**	**37**			
Allocations (older persons housing)																						
HA09 and HA10 Former Oak Park School	90													90								
Rounded dwelling equivalent based on Housing Delivery Test Measurement Technical Note, 2023	47													47								
LP05 Dunsbury Way	70										70											
Rounded dwelling equivalent based on Housing Delivery Test Measurement Technical Note, 2023	37										37											
Total (dwelling equivalent)	**84**										**37**			**47**								
Small/medium housing sites of 1ha or less in size																						
EM06 Fowley Cottage	9						9															
HA17 Land at the western end of Lower Road	14										14											
HI17 115 Elm Grove	7					7																
Total	**30**					7	9				14											
Broad locations																						
BL5 Southleigh	**1650**										50	100	150	150	150	150	150	150	150	150	150	150
Total	**1650**										**50**	**100**	**150**	**150**	**150**	**150**	**150**	**150**	**150**	**150**	**150**	**150**
Windfall allowance (discounted)																						
Total	**1275**							85	85	85	85	85	85	85	85	85	85	85	85	85	85	85
Total housing supply																						
Total (completions, permissions)	2163	495	368	316	368	174	249	154	35		4											
Total (allocations, small/medium housing sites, broad locations, windfall)	5231					7	9	141	222	258	472	447	449	546	452	459	386	406	272	235	235	235
Total	**7394**	**495**	**368**	**316**	**368**	**181**	**258**	**295**	**257**	**258**	**476**	**447**	**449**	**546**	**452**	**459**	**386**	**406**	**272**	**235**	**235**	**235**

Appendix 2: Broad locations

Havant Town Centre, the Civic Campus and Leigh Park Centre

Gillings Planning undertook an assessment of a range of sites spread across the sub-areas of Havant Plaza (the Civic Campus) and Havant Town Centre and Leigh Park Centre which can be found in the Town Centre Appraisal Sites Report. It is concluded that 904 dwellings, could be provided across the appraisal sites that are genuinely developable during the plan period. This is summarised in the table below.

Broad Location / Site Name	No of Units
Havant Town Centre	
Bulbeck Car Park (Site I)	54[19]
Market Parade and Car Park (Site J)	574[20]
Station House (Block N)	61
Subtotal	**689**
Civic Campus	
Central Car Park North (Site E)	71
Central Car Park South (Site F)	67
Job Centre (Site H)	32
Subtotal	**170**
Leigh Park Centre	
Tidworth Road Car Park	45
Subtotal	**45**
TOTAL	**904**

[19] The Council's Cabinet report dated 6 November 2024 confirms the preferred developer proposes 54 units on the site.
[20] Excludes separate option for Market Parade Car Park (Site K) to deliver 91 dwellings which is included in Site J to avoid double counting.

Waterlooville Town Centre

The Council has initially prioritised Waterlooville Town Centre and adopted a Masterplan Supplementary Planning Document. Appendix 3 of that document provides a capacity study to identify the amount of development which can be achieved across a number of sites, which amount to an overall capacity of 337 dwellings.

Site Name	No of Units
Waterlooville Police Station	69
Wellington Way	166
Queen's Parade South	28
The Precinct	15
Curzon Rooms	20
Queen's Parade North	12
Victoria Road	9
Stakes Hill Road	18
TOTAL	**337**

Appendix 3 Housing Density Analysis

This analysis informed and was accurate at the point in time the February 2026 version of the Strategic Housing and Economic Land Availability Assessment (SHELAA) was published.

Site Reference	Site name	Application reference	Site Area (ha)	SHELAA Gross to Net Ratio	Net Development Area (ha)	Within Opportunity Area? (Y/N)	Density (dph) applied	Estimated or Proposed Site Yield	Resulting Density from Site Yield (dph)	Calculated yield by density standard	Yield Difference	Commentary
BL05	Southleigh Strategic Site		126.6	60	75.95	N	40	2100	28	3038	-938	The BL05 Broad Location area totals 146.3 ha, but a more accurate site area is 126.6ha reflecting the site areas of the individual parcels within it (HA04, HA05, HA28 and HA29). The site is identified as being capable of providing 2,100 dwellings and the site promoter is expected to maximise the delivery of homes on this key site. It is noted from the Council's Infrastructure Delivery Plan that the scale of the proposed development requires a 3 form entry school to allow for development up to the upper range at 2,100 dwellings. Should the number of dwellings rise above the proposed upper figure of 2,100 then further discussion will be required regarding provision of a second primary school site.

Site Reference	Site name	Application reference	Site Area (ha)	SHELAA Gross to Net Ratio	Net Development Area (ha)	Within Opportunity Area? (Y/N)	Density (dph) applied	Estimated or Proposed Site Yield	Resulting Density from Site Yield (dph)	Calculated yield by density standard	Yield Difference	Commentary
EM01	Land north of Long Copse Lane (western site)		1.8	80	1.42	N	40	50	35	57	-7	TPO woodland wraps around the north and north west boundary of the site, and there would be a need for any development to maintain a buffer. Based on a revised NDA of 1.28ha and a gross to net ratio of 80, would result in a revised site yield of 51 dwellings. On this basis the site yield proposed by the landowner(s) is considered reasonable having regard to site specific constraints.
EM02a & EM02b	Long north of Long Copse Lane (main site) (Revised)	21/00893	17.1	60	10.26	N	40	275	27	410	-135	The land was previously subject to planning application reference APP/21/00893 for approximately 210 dwellings but was withdrawn in June 2025. The site boundary has been subsequently revised reflecting the two separate site submissions on behalf of different landowners. Notably, EM02b includes additional fields in the north west of the site which have not been previously promoted. The site will however be expected to be planned and delivered comprehensively. In December 2025, the site promoter of EM02b indicated a proposed site yield of 250 – 275 dwellings but this has yet to be evidenced in the form of any site-specific constraint analysis. Any development on the site will be expected to meet the Council's

Site Reference	Site name	Application reference	Site Area (ha)	SHELAA Gross to Net Ratio	Net Development Area (ha)	Within Opportunity Area? (Y/N)	Density (dph) applied	Estimated or Proposed Site Yield	Resulting Density from Site Yield (dph)	Calculated yield by density standard	Yield Difference	Commentary
												emerging density standards unless it is demonstrated that there are site-specific constraints and local character which justify a different approach. However, at this stage no detailed assessment of the developable area has been undertaken by either site promoter. Ecological constraints and TPO woodland will however constrain the developable area, but detailed work has not yet been undertaken by the site promoter. Given that a yield of 410 dwellings is likely to be unrealistic, the site has been identified as having a yield of 275 dwellings at this stage.
EM08a	Land west of Havant Road (Horse's Field) - previously known as EM39		3.6	60	2.13	N	40	85	85	0		Site submission proposes 132 dwellings on EM08, but does not provide a breakdown of estimated capacity by land parcel. It is considered that 85 dwellings represents a realistic site capacity at this stage.
EM09	Fowley Cottage		1.0	80	0.80	N	40	9	11	32	-23	There is recent planning history on the site, and the site promoter has undertaken extensive site assessment work to take into account of updated flood risk information which affects over two thirds of the site. On this basis, the site yield proposed by the landowners' agent is considered reasonable.

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HA02	Helmsley House		1.7	80	1.33	N	40	30	23	53	-23	There is no developer/housebuilder currently on board. The site can be considered in two plots. Plot A has a net development area of 0.27 hectares, excluding a buffer to the existing TPOs and other trees, and based on 40 dph would result in a site yield of 11 dwellings (when rounded). The existing house and associated buildings are situated within Plot B, and is assumed to be retained as part of any development proposals. Based on a revised site area of 0.55ha with a 80% gross to net ratio would result in a revised NDA of 0.44ha which would result in 18 dwellings based on 40 dph. On this basis there is not a need to adjust the proposed site yield.
HA03	Southleigh Park House		3.2	60	1.93	N	40	61	32	77	-16	The site has outline and reserved matters approval. Reserved matters approval reference APP/21/01451 for 41 dwellings was approved in May 2025. This follows outline permission reference APP/17/00863 in January 2019 which included detailed permission for 20 units through the change of use and alterations to the existing house.
HA06	Land east of Castle Avenue	21/01010	5.4	60	3.24	N	40	186	57	130	56	The number of proposed dwellings exceeds the proposed mininum density standards.

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HA09	Oak Park School (south west part)		0.5	80	0.43	N	40	21	49	17	4	The number of proposed dwellings exceeds the proposed mininum density standards.
HA10	Oak Park School (main)		2.0	80	1.57	N	40	53	34	63	-10	It is noted that within Hampshire County Council's representations on the Draft Local Plan in 2025 identifies a reduced developable area of 0.91ha. The Council's SFRA Sites Review which indicates a reduced site area of 0.87ha avoiding land at flood risk of 0.87ha which would result in a site yield of 35 dwellings based on 40dph. Proposal is for 100 bed care home or equivalent 53 dwellings. The site promoter has already provided an indication of site yield based on identified this as a constraint to development and provided a revised yield on this basis.
HA12	Richmond Suzuki		0.3	80	0.25	N	40	12	48	10	2	The number of proposed dwellings exceeds the proposed mininum density standards.
HA14	Palk Road	22/01231	1.2	80	0.94	N	40	83	89	37	46	The site is subject to a live planning application reference APP/22/01231. The Council's SFRA Sites Review indicates a reduced site area of 0.41ha avoiding land at risk which would result in a revised site yield of 16 dwellings based on 40 dph. In February 2026, the site promoter confirms that they were comfortable that any on-site analsysis will be able to demonstrate

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												that there is no increase risk to the site, and that they were comfortable with the quantum of development proposed. In any event, the current number of proposed dwellings through the planning application exceeds the proposed minimum density standards.
HA17	Land at the western end of Lower Road		0.4	80	0.34	N	40	14	41	14	0	The site is not proposed for allocation on a small/medium site of less than one hectare. Whilst the site promoter has indicated that the site has the potential to deliver 8 dwellings, it will be expected to meet the proposed minimum density standards unless site specific constraints and local character indicate an alternative approach should be taken. On this basis, the site yield has been amended to 14 dwellings in the Feb 2026 SHELAA.
HA18	Land to the West of Old Manor Farm, Lower Road (phase 2)		4.1	60	2.44	N	40	43	18	98	-55	The site has outline planning permission reference APP/21/01071 and reserved matters approval APP/24/00612 for the development of 43 dwellings, with the former being granted on appeal. The Council's SFRA Sites Review indicates a reduced site area of 2.27ha avoiding land at risk which would result in a revised site yield of 91 dwellings based on 40dph. However, given the site has reserved matters approval, no further

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												engagement with the site promoter is considered necessary at this stage.
HA20	Kingscroft Farm	22/00669	3.0	60	1.82	N	40	120	66	73	47	The site has resolution to grant outline planning permission reference APP/22/00669 of up to 120 dwellings. The Council's SFRA Sites Review indicates a reduced site area of 1.29ha avoiding land at risk which would result in a revised site yield of 52 dwellings based on 40 dph. Given the active developer interest, there may be merit in engaging with the developer to confirm that the quantum of development continues to represent a realistic yield.
HA21	Portsmouth Water Headquarters		3.2	60	1.93	Y	55	120	62	106	14	The Council's SFRA Sites Review indicates a reduced site area of 2.6 ha based avoiding land at risk. It is noted that this compares with the estimated net development area of 1.93ha which would result in a site yield of 106 dwellings based on 55dph. In February 2026, the site promoter confirmed they had consider the extent of the flood risk and that there is still sufficient developable area on site to accommodate 120 dwellings. This could be delivered through a variety of housing types/forms (houses, flats,

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												care home or a combination of any/all options).
HI04	Rear of 107 Havant Road		3.9	60	2.34	N	40	156	67	94	27	Whilst the site promoter has indicated a proposed yield of 156 dwellings, this is based on a gross development area of 3.9ha at 40 dph. It is considered that a more realistic site yield would be 94 dwellings based on a net development area of 2.34ha at 40dph. This has been reflected in the Feb 2026 SHELAA.
HI05	Land adjacent to Havant Road and Castlemans Lane		2.0	80	1.56	N	40	50	32	62	-12	The site is not proposed for allocation. Whilst the site promoter has indicated the site has a site yield of 50 dwellings, the site yield has been amended to 62 dwellings in the Feb 2026 SHELAA.
HI07	Land between Manor Road and West Lane		10.2	60	6.10	N	40	356	58	244	112	Whilst the site promoter has indicated a proposed yield of 356 dwellings, this would result in a density of 58 dwellings per hectare. It is considered that a more realistic site yield would be 244 dwellings based on 40dph. This has been reflected in the Feb 2026 SHELAA.
HI08	North of Saltmarsh Lane		8.0	60	4.80	N	40	280	58	192	88	The number of proposed dwellings exceeds the proposed minimum density standards.

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HI09	South of Saltmarsh Lane	21/01351	2.5	60	1.51	N	40	60	40	60	0	The number of proposed dwellings is meets the proposed minimum density standards.
HI10	West of Glebe Close		5.9	60	3.54	N	40	140	40	142	-2	The number of proposed dwellings is broadly consistent with the proposed minimum density standards.
HI11	North of the Oysters		1.2	80	0.99	N	40	29	40	40	-11	Reflects outline application APP/21/01350
HI15	Fathoms Reach		1.7	80	1.39	N	40	51	37	56	-5	The number of proposed dwellings is broadly consistent with the proposed minimum density standards.
HI16	Rook Farm		11.8	60	7.06	N	40	300	42	282	18	The number of proposed dwellings exceeds the proposed minimum density standards.
HI17	115 Elm Grove		0.057	80	0.046	N	40	7	154	2	5	The number of proposed dwellings exceeds the proposed minimum density standards.
HI33	Hayling Island Holiday Park		23.2	60	13.90	N	40	200	14	556	-356	This site is not directly comparable with the rest of the potential housing sites, as the site promoter is seeking a park home development of 200 homes. The site submission indicates an alternative proposal for a larger holiday park of some 800 units (in the event that the Council should consider it would be inappropriate to allocate the site for residential purposes).

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LP01	Cabbagefield Row	21/00989	7.4	60	4.44	N	40	150	34	178	-28	The site is currently subject to outline planning application reference APP/21/00989 for the development of 150 dwellings. The applicant has undertaken a large amount of site assessment work which has informed the site layout. The northern third of the site is designated as part of the Dunsbury Hill Grassland SINC and is proposed to be retained as part of the application proposals. The submitted Design and Access Statement indicates that the proposal has a density of 41 dwellings per hectare based on the net developable area.
LP03	West of Hulbert Road		7.3	60	4.35	N	40	100	23	174	-74	The site benefits from outline planning permission reference APP/20/00441 for the development of up to 100 dwellings, which was granted in February 2023. The application was granted as a departure to the development plan due to the need to significantly boost housing supply in the absence of a five year housing land supply.
LP02	Strouden Court		5.7	60	3.42	N	40	81	24	137	-56	The site outline includes six distinct areas within which which development will take place. As such, the site area (ha) is likely to significantly underestimate the likely density achieved as part of a development within the wider site area. Furthermore,

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												the site promoter has undertaken a large amount of site assessment work which has informed the site yield.
LP05	Dunsbury Way		0.6	80	0.44	Y	55	70	159	24	46	The number of proposed dwellings exceeds the proposed mininum density standards.
LP07	Former Electricity Board, Bartons Road	25/00639	1.7	80	1.33	Y	55	90	68	73	17	The number of proposed dwellings exceeds the proposed mininum density standards.
WA03	Padnell Grange	19/00224	2.6	60	1.58	N	40	84	53	63	21	The number of proposed dwellings exceeds the proposed mininum density standards.
WA06	Blue Star	23/00471	1.9	80	1.53	Y	55	69	45	84	-15	Outline planning application reference APP/23/00471 was originally for up to 90 dwellings and has reduced to 69 dwellings (as of October 2025). Though the site falls within the Waterlooville area of search for higher densities, it is closely related to the West of Waterlooville Major Development Area (MDA). As such, car parking provision has been sought on the basis of minimum car parking standards, rather than the maximum standards for the town centre. Minimum car parking standards have also been sought to avoid displacement of parking pressure into nearby residential areas, including Laxton Leaze.

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WA09	Goodwillies Timber Yard		3.4	60	2.04	N	40	96	47	82	14	The number of proposed dwellings exceeds the proposed mininum density standards.
WA11	MDA Newlands Phase 1 Hambledon Road		7.4	60	4.44	N	40	195	44	178	17	The number of proposed dwellings exceeds the proposed mininum density standards.
WA13	Land north of Highbank Avenue		1.5	80	1.17	N	40	25	21	47	-22	Not proposed for allocation in the BBFP, but the density policy will apply to any development proposals coming forward on this site. This site forms part of a much larger area of land, predominantly within Winchester City Council's area, but with access via Highbank Avenue to be taken from Havant Borough. It is noted that any vehicular access through the site would form part of the gross site area which would obviously reduce the net development area within Havant Borough. The Council's SFRA Sites Review indicates a very minor reduction to the site area in order to avoid land at risk. This is not expected to significantly impact on the net development area.
WA14	South Downs College Car Park	22/00439	2.3	60	1.36	N	40	85	62	54	31	The number of proposed dwellings exceeds the proposed mininum density standards.

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WA15	Campdown	23/00488	53.1	60	31.86	N	40	628	20	1274	-684	Extensive archaeological remains on the site constrain the amount of developable land on this site. A Roman villa Scheduled Monument (SM) and the remains of a roman road lie within the north of the site, along with the Long Barrow SM to the south of the site. Fort Purbrook SM also lies in close proximity to the site. The Council commissioned Purcell to undertake the College Road Housing Sites Heritage Statement & Settings Study which has informed the assessment of the site's yield, and whilst it does not determine an exact net developable area, does set out a series of mitigations in relation to setting impacts (see 6.3.3) including but not limited to the need for a masterplan to retain a generous open corridor southwards to maintain historic views southwards (from the Roman villa plateau to the Long Barrow SM); all built form to be located to the south of the Roman road and at a suitable distance down the incline (to ensure clear sight over the roofline of the development); and a reduced density in the south west corner of the site to maintain a sense of openness within the setting of Fort Purbrook. Whilst the Setting Study does not provide a definitive net development

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												area, there is a reasonable degree of confidence the site can deliver this amount of development. The Council's SFRA Sites Review indicates a very minor reduction to the site area in order to avoid land at risk. This is not expected to significantly impact on the net development area.