
**Rushmoor Five-Year
Housing Land Supply:
2021-2026**

March 2022

Executive Summary

- This paper sets out an assessment of whether there is a five-year supply of deliverable housing sites across Rushmoor, setting out the position as at 1st April 2021 for the five-year period from 2021-22 to 2025-26 inclusive.
- The Rushmoor Local Plan was adopted on 21st February 2019. It identifies an objectively assessed housing need (OAHN) of 436 net new dwellings per annum in Rushmoor for the period 2014-2032.
- As of 1st April 2021, 2,559 net new dwellings have been completed in Rushmoor since the base date of the Rushmoor Local Plan (1st April 2014), which represents a cumulative under-provision of 493 dwellings compared to the Local Plan housing target. The residual housing target for Rushmoor for the period 2021-2032 is now 5,289 net new dwellings, or 481 net new dwellings per annum.
- Taking the undersupply into account and adopting the Liverpool Method for assessing future supply, the five-year housing requirement for the period 2021-2026 is 2,405 net new dwellings (5 x 481 dwellings). Applying an additional buffer of 5% (120 dwellings) as required by the National Planning Policy Framework (NPPF), the requirement rises to 2,525 net new dwellings (505 per annum).
- Rushmoor has an overall supply of identifiable and deliverable housing land for 3,484 net new dwellings for the period 2021-2026. This equates to a housing land supply of approximately 6.9 years ($3484 \div 505$).
- This paper concludes that Rushmoor can demonstrate a five-year supply of deliverable housing land as of 1st April 2021.

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1. Policy Background

National Planning Policy

- 1.1 National planning policy on delivering new housing is contained within the [National Planning Policy Framework](#) (NPPF), which was revised in July 2021, and the [National Planning Practice Guidance](#) (NPPG). The NPPF (para. 74) states that local planning authorities ‘should identify and update annually a supply of specific deliverable sites sufficient to provide a minimum of five years’ worth of housing against their housing requirement set out in adopted strategic policies, or against their local housing need where the strategic policies are more than five years old’.
- 1.2 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’. The NPPF (Annex 2) further states that:
- a) Sites which do not involve major development and have planning permission, and all sites with detailed planning permission, should be considered deliverable until permission expires, unless there is clear evidence that homes will not be delivered within five years (for example, because they are no longer viable, there is no longer a demand for the type of units or sites have long-term phasing plans).
 - b) Where a site has outline planning permission for major development, has been allocated in a development plan, has a grant of permission in principle, or is identified on a brownfield register, it should only be considered deliverable where there is clear evidence that housing completions will begin on site within five years.¹
- 1.3 The NPPG (para. 007, ref. ID: 68-007-20190722) highlights that such evidence may include:
- Current planning status – for example, on larger-scale sites with outline or hybrid permission, how much progress has been made towards approving reserved matters, or whether these link to a planning performance agreement that sets out the timescale for approval of reserved matters applications and discharge of conditions;
 - Firm progress being made towards the submission of an application – for example, a written agreement between the local planning authority and the site developer(s) which confirms the developers’ delivery intentions and anticipated start and build-out rates;
 - Firm progress with site assessment work; or
 - Clear relevant information about site viability, ownership constraints or infrastructure provision, such as successful bids for large-scale infrastructure funding or other similar projects.
- 1.4 The NPPF (para. 74) requires that the supply of deliverable sites includes a buffer of:
- 5% to ensure choice and competition in the market for land; or

¹ In a High Court Consent Order in May 2020 quashing an appeal decision which had approved outline plans for four new houses in East Northamptonshire, the Secretary of State confirmed that the NPPF’s definition of a deliverable housing site is not a ‘closed list’ but leaves room for decision-makers to exercise their ‘planning judgment’. As such, ‘the examples given in categories (a) and (b) are not exhaustive of all the categories of site which are capable of meeting that definition’ (Consent Order CO/917/2020; May 2020).

- 10% where the local planning authority wishes to demonstrate a five-year supply of deliverable sites through an annual position statement or recently adopted plan, to account for any fluctuations in the market during that year; or
- 20% where there has been significant under-delivery of housing over the previous three years, to improve the prospect of achieving the planned supply.²

1.5 Local planning authorities may make an allowance for windfall sites within the five-year supply if there is 'compelling evidence that they will provide a reliable source of supply'. The NPPF (para. 71) states that any allowance 'should be realistic having regard to the strategic housing land availability assessment, historic windfall delivery rates and expected future trends'.³

Rushmoor Local Plan

1.6 The [Rushmoor Local Plan](#) was adopted on 21st February 2019 and replaces the Rushmoor Core Strategy (adopted in 2011) and saved policies from the Rushmoor Local Plan Review (adopted in 2000).⁴ It will guide the location, scale and type of future development in Rushmoor up to 2032 and provides detailed development management policies which are used to determine planning applications.

1.7 Policy SS2 (Spatial Strategy) of the Local Plan states that between 2014 and 2032 'the Council will ensure that, subject to the availability of deliverable avoidance and mitigation measures in respect of the Thames Basin Heaths Special Protection Area, provision is made for the delivery of at least 7,850 new dwellings in the Borough'. This will be provided as follows:

- About 3,850 new homes at Wellesley, Aldershot; and
- At least 4,000 new homes from the remainder of the urban area, with:
 - About 1,700 of these from within Aldershot (outside Wellesley); and
 - About 2,300 of these from within Farnborough.

² This is measured against the Housing Delivery Test, where housing delivery over the previous three years is below 85% of the housing requirement, as calculated according to the Department of Levelling Up, Housing and Communities' Housing Delivery Test Measurement Rule Book (July 2018).

³ Rushmoor's Strategic Housing and Economic Land Availability Assessment (SHELAA, March 2022) is available to view at www.rushmoor.gov.uk/shlaa.

⁴ The Rushmoor Local Plan is available to view at www.rushmoor.gov.uk/rushmoorlocalplan.

2. Five-Year Requirement

2.1 The National Planning Practice Guidance (NPPG, para. 005, ref. ID: 68-005-20190722) states that housing requirement figures identified in adopted strategic policies ‘should be used for calculating the five-year housing land supply figure where:

- The plan was adopted in the last five years; or
- The strategic housing policies have been reviewed within the last five years and found not to need updating.’

2.2 As noted above, the Rushmoor Local Plan was adopted on 21st February 2019. It identifies an objectively assessed housing need (OAHN) in Rushmoor of 436 net new dwellings per annum for the period 2014-2032. This equates to a requirement of 3,052 net new dwellings (7 x 436) for the period 2014-2021.

2.3 The table below summarises the number of housing completions in Rushmoor since the base date of the Rushmoor Local Plan.⁵ Considering net housing completions since 2014-15 (2,559), including accommodation for older people in Use Class C2, the residual housing target for Rushmoor is now 5,289 net new dwellings up to 2032 (7,848 – 2,559).⁶ This equates to 481 net new dwellings per annum for the remaining 11 years of the Plan period (5,289 ÷ 11 years).

Year	2014-15	2015-16	2016-17	2017-18	2018-19	2019-20	2020-21
Completed Dwellings (net)	299	173	411	450	298	724	204
Aggregate Total	299	472	883	1,333	1,631	2,355	2,559

2.4 Housing delivery to date represents a cumulative under-provision of 493 dwellings against the Local Plan target. In its guidance on how to address past shortfalls in housing completions against planned requirements, the NPPG (para. 031, ref. ID: 68-031-20190722) states that local planning authorities should aim to deal with any undersupply within the next five-year period by using the Sedgefield Method to calculate the five-year supply position. However, it also highlights that if ‘a strategic policy-making authority wishes to deal with past under-delivery over a longer period, then a case may be made as part of the plan-making and examination process rather than on a case-by-case basis on appeal’.

2.5 The Council considers that the Liverpool Method is more appropriate for calculating Rushmoor’s five-year housing land supply position. Whilst the Sedgefield Method includes any shortfall in housing delivery within the five-year calculation, the Liverpool Method spreads any shortfall over the remainder of the plan period. The Council successfully argued that its use of the Liverpool Method is justified as part of the examination process for the Rushmoor

⁵ This document uses data on housing completions and outstanding planning permissions which is compiled by Hampshire County Council on behalf of all Hampshire local planning authorities. All data is derived from Building Control and NHBC reports and verified by site visits.

⁶ The NPPG (para. 016a, ref. ID: 63-016a-20190626; para. 035, ref. ID: 68-035-20190722) requires plan-making authorities to count housing provided for older people, including accommodation in Use Class C2, against their housing requirement and as part of their housing land supply.

Local Plan. It argued that the Liverpool Method is appropriate because a large proportion of housing delivery (some 3,850 dwellings) will come forward on a single strategic site allocation (Wellesley) towards the end of the plan period. In her [Report on the Examination of the Rushmoor Local Plan](#) (para. 57), the Planning Inspector appointed to examine the Plan endorsed the Council's use of the Liverpool Method, noting:

A significant proportion of homes within the Borough will come forward on a single site which will deliver 3,850 homes over the plan period. A number of allocations also include phases which will come forward in the medium or long term; this is due to the majority being redevelopment or regeneration sites. There is no evidence that adjoining authorities are in a position to absorb further housing in the short term. In these circumstances, the use of the Liverpool Method is appropriate and justified.⁷

- 2.6 Taking the undersupply into account in accordance with the Liverpool Method, the five-year housing requirement for the period 2021-2026 is 2,405 net new dwellings (5 x 481 dwellings). With a minimum buffer of 5% (120 dwellings) as required by the National Planning Policy Framework (NPPF), the requirement rises to 2,525 dwellings.

Justification for a 5% Buffer

- 2.7 'To ensure that there is a realistic prospect of achieving the planned level of housing supply', the NPPG (para. 022, ref. ID: 68-022-20190722) states that local planning authorities 'should always add an appropriate buffer, applied to the requirement in the first five years ... bringing forward additional sites from later in the plan period.'
- 2.8 To ensure choice and competition in the market for land, the minimum buffer for all local planning authorities is 5% where housing delivery over the previous three years has not fallen below 85% of the housing requirement. As noted within the NPPF (para. 74, fn. 41), this is to be measured against the Housing Delivery Test.
- 2.9 The results of the Housing Delivery Test for the period 2018-2021 were published in January 2022. The Test found that Rushmoor had delivered 179% of the homes required within this period.
- 2.10 Where the housing requirement is less than five years old, as in Rushmoor's case, it should be noted that the number of homes required under the Housing Delivery Test is the lower of either the latest adopted housing requirement or the minimum annual local housing need figure calculated with a base date of 1st April each year. On this basis, the Test determined that a minimum of 700 net new dwellings were required in Rushmoor in the period 2018-2021, which is lower than the adopted housing requirement figure of 1,308 (3 x 436).⁸
- 2.11 It should also be noted that Rushmoor has a history of consistently over-delivering against plan-led housing targets. For example, the South East Plan, which was adopted in May 2009, identified that Rushmoor must plan for the provision of 6,200 new homes between 2006 and 2026. With 4,500 dwellings identified to be delivered at the Aldershot Urban Extension (now referred to as Wellesley), 1,700 net new dwellings were required elsewhere in the Borough.

⁷ The Planning Inspector's Report on the Examination of the Rushmoor Local Plan is available to view at www.rushmoor.gov.uk/rushmoorlocalplan.

⁸ More information on the Housing Delivery Test for the period 2018-2021 can be found at <https://www.gov.uk/government/publications/housing-delivery-test-2021-measurement>.

Between 2006 and 2010, 1,968 net new dwellings were delivered in Rushmoor, thereby exceeding the target of 1,700 for the period 2006-2026. Following the adoption of the Rushmoor Core Strategy in October 2011, Rushmoor also over-provided against the annualised plan-period target. Excluding the Aldershot Urban Extension, 2,100 net new dwellings, or 124 net new dwellings per annum, were required for the period 2010-2027. Between 2010 and 2014, 871 net new dwellings were delivered in Rushmoor, which is 375 more than the Core Strategy target for this period. In her Report on the Examination of the Rushmoor Local Plan (para. 56), the Planning Inspector appointed to examine the Plan concluded that there 'is no history of persistent under-delivery within the Borough set against previous plan targets'. Whilst the Inspector determined that the 'application of a 5% buffer is appropriate in the context of Rushmoor and would be consistent with national policy', it is important to note that the Local Plan was examined under the requirements of the previous NPPF (published in 2012) under transitional arrangements, as outlined within the 2021 NPPF (para. 220).

3. Five-Year Housing Provision

Methodology

- 3.1 As noted above, the National Planning Policy Framework (NPPF, Annex 2) defines deliverable sites as those that are ‘available now, offer a suitable location for development now, and [are] achievable with a realistic prospect that housing will be delivered on the site within five years’. Sites ‘which do not involve major development and have planning permission, and all sites with detailed planning permission, should be considered deliverable until permission expires, unless there is clear evidence that homes will not be delivered within five years’. Sites with outline planning permission for major development, allocated in a development plan, with a grant of permission in principle or identified on a brownfield register ‘should only be considered deliverable where there is clear evidence that housing completions will begin on site within five years’. The Secretary of State has confirmed that the examples given within the NPPF definition ‘are not exhaustive of all the categories of site which are capable of meeting that definition’ and that it ‘is a matter of planning judgment on the evidence available’ whether a site does or does not meet the definition (Consent Order CO/917/2020; May 2020).
- 3.2 Housing sites that have been incorporated within Rushmoor’s five-year housing land supply derive from the following sources:
- Sites with planning permission on 1st April 2021 (net dwellings unimplemented);
 - Sites with planning permission on 1st April 2021 (dwellings under construction);
 - Site allocations within the Rushmoor Local Plan;
 - Wellesley (Policy SP5)
 - Site allocations with planning permission on 1st April 2021
 - Site allocations without planning permission on 1st April 2021
 - Sites identified within the Strategic Housing and Economic Land Availability Assessment (SHELAA, March 2022) without planning permission on 1st April 2021;
 - Sites delivering accommodation for older people in Use Class C2;
 - Sites delivering purpose-built student accommodation; and
 - Windfall allowance.

Sites with Planning Permission on 1st April 2021 (net dwellings unimplemented)

- 3.3 As of 1st April 2021, there are 476 net new dwellings with planning permission that are anticipated to come forward within the period 2021-2026 which are yet to be implemented. This information is set out in Appendix 1.

Sites with Planning Permission on 1st April 2021 (dwellings under construction)

- 3.4 As of 1st April 2021, there are 726 net new dwellings with planning permission that are under construction and anticipated to come forward within the period 2021-2026. This information is set out in Appendix 2.

Site Allocations within the Rushmoor Local Plan

Wellesley (Policy SP1.5)

- 3.5 The Council approved a hybrid planning application in March 2014 for the Aldershot Urban Extension, now known as Wellesley, which consisted of an outline application for the development of up to 3,850 new dwellings and a full application for the erection of 228 new dwellings at Maida Zone (Phase 1) (ref. 12/00958/OUT). Reserved matters have since been granted for a number of phases. Based upon the developer’s housing delivery trajectory, the Council anticipates that 1,391 dwellings will be delivered at Wellesley within the period 2021-2026, as set out below:

Year	2021-22	2022-23	2023-24	2024-25	2025-26
Number of Dwellings (net)	185	357	237	316	296

Site Allocations with Planning Permission on 1st April 2021

- 3.6 As of 1st April 2021, the following sites allocated for housing within the Rushmoor Local Plan are considered deliverable. The site allocations had planning permission on 1st April 2021 and are therefore counted as part of the ‘sites with planning permission’ (see above and Appendix 1 and 2).

Local Plan Site Allocation	Local Plan Policy	Number of Dwellings Allocated	Number of Dwellings Permitted	Likely Net Yield: 2021-2026
Union Street East, Aldershot⁹	SP1.5	140	100	100
Aldershot Railway Station and Surrounds, Aldershot	SP1.7	30	32	32
The Crescent, Southwood Business Park, Farnborough	SP6	150	159	159
Meudon House, Meudon Avenue, Farnborough	SP7	230	197	197

⁹ Note that the site is now known as Union Yard.

Local Plan Site Allocation	Local Plan Policy	Number of Dwellings Allocated	Number of Dwellings Permitted	Likely Net Yield: 2021-2026
117 Farnborough Road, Farnborough	SP7	150	113	113

Site Allocations without Planning Permission on 1st April 2021

- 3.7 The following site allocations did not benefit from planning permission on 1st April 2021 and are therefore included within the ‘sites identified within the Strategic Housing and Economic Land Availability Assessment (SHELAA) without planning permission’ (see below and Appendix 3). In terms of The Galleries, the Council’s Development Management Committee resolved to grant planning permission in November 2020 for 596 dwellings, subject to the completion of a satisfactory legal agreement (ref. 20/00518/FULPP).

Local Plan Site Allocation	Local Plan Policy	Number of Dwellings Allocated	Likely Net Yield: 2021-2026
The Galleries, Aldershot	SP1.4	500	596

Sites Identified within the Strategic Housing and Economic Land Availability Assessment (SHELAA, March 2022) without Planning Permission

- 3.8 The Strategic Housing and Economic Land Availability Assessment (SHELAA, March 2022) has identified 655 net new dwellings that did not have planning permission on 1st April 2021 which are considered deliverable. This information is set out in Appendix 3.

C2 Uses for Older People

- 3.9 The National Planning Practice Guidance (NPPG, para. 016a, ref. ID: 63-016a-20190626) states that plan-making authorities ‘need to count housing provided for older people against their housing requirement’. In its guidance on how to calculate a five-year housing land supply, it further highlights that local planning authorities ‘need to count housing provided for older people, including residential institutions in Use Class C2, as part of their housing land supply’ (para. 035, ref. ID: 68-035-20190722). C2 uses are comprised of residential institutions, such as residential care homes and nursing homes. The Council has therefore reviewed permissions and completions of accommodation for older people in C2 use.
- 3.10 In determining the level of housing contribution that C2 uses make to housing land supply, the Council recognises that an individual bed space may not necessarily replace an individual unit of C3 accommodation. For residential institutions, the NPPG (para. 016a, ref. ID: 63-016a-20190626) states that ‘to establish the amount of accommodation released in the housing

market, authorities should base calculations on the average number of adults living in households, using the published census data'.¹⁰

- 3.11 At the time of its completion, the 2011 Census estimated that there were 70,091 adults (aged 16 or over) within 36,340 households in Rushmoor. This provides a ratio of 1.9 adults per household. The number of dwellings generated by accommodation in C2 use can therefore be derived by dividing the number of bed spaces by 1.9.¹¹
- 3.12 The table below sets out sites that are expected to deliver accommodation in C2 use for older people and the equivalent number of dwellings which are likely to be generated within the period 2021-2026.

SHELAA ID	Site Name	Proposal	Outstanding Bed Spaces (net)	Equivalent Number of Outstanding C3 Dwellings (net)	Expected Delivery
616	Parsons Barracks Car Park, Ordnance Road, Aldershot	21/00333/FULPP: erection of a three-storey, 66-bed care home for general residential and elderly people	66	35	2021-2026
624	Randell House, Fernhill Road, Blackwater	18/00614/FULPP: demolition of all buildings and the erection of a new building to provide a specialist nursing facility	58	31 ¹²	2021-2026
Total			124	66	

¹⁰ The 2011 Census data in question relates to the age of Household Reference Persons (HRPs) aged 16 or over by the number of adults in a household and is available to view at www.ons.gov.uk/peoplepopulationandcommunity/housing/adhocs/008208ct07742011censusageofhouseholdreferencepersonhrpbynumberofadultsinhouseholdnationaltolocalauthoritylevel.

¹¹ The Housing Delivery Test uses a nationally derived ratio of 1.8 to determine the number of dwellings generated by bedrooms in communal accommodation (excluding student accommodation). A local ratio of 1.9 is used within this document, as per the National Planning Practice Guidance advice.

¹² Note that this scheme also includes permission for a two-bedroom rehabilitation apartment. This additional dwelling is counted as part of the 'sites with planning permission' (see Appendix 1 and 2).

Student Accommodation

- 3.13 The NPPG (para. 034, ref. ID: 68-034-20190722) states that ‘all student accommodation, whether it consists of communal halls of residence or self-contained dwellings, and whether or not it is on campus, can in principle count towards contributing to an authority’s housing land supply’. This is based on:
- The amount of accommodation that new student housing releases in the wider housing market (by allowing existing properties to return to general residential use); and/or
 - The extent to which it allows general market housing to remain in such use, rather than being converted for use as student accommodation.
- 3.14 The NPPG (para. 034, ref. ID: 68-034-20190722) advises that this should be ‘applied to both communal establishments and to multi-bedroom self-contained student flats’ and observes that ‘several units of purpose-built student accommodation may be needed to replace a house which may have accommodated several students’. It states that authorities should ‘base their calculations on the average number of students living in student-only accommodation, using the published census data’ but that studio flats designed for students, graduates or young professionals can be ‘counted on a one-for-one basis’.¹³ A studio flat is ‘a one-room apartment with kitchen facilities and a separate bathroom that fully functions as an independent dwelling’.
- 3.15 At the time of its completion, the 2011 Census estimated that there were 268 students aged 18 or over within 131 student-only households in Rushmoor, which equates to an average of two students per household.¹⁴
- 3.16 The Council has reviewed recent permissions, completions and planning applications for student accommodation in Rushmoor. The table below sets out sites which are expected to deliver purpose-built student accommodation within the period 2021-2026.

¹³ The 2011 Census data in question relates to student-only households where all students are aged 18 or over and is available to view at <https://www.ons.gov.uk/peoplepopulationandcommunity/housing/adhocs/008207ct07732011censusnumberofstudentsinstudentonlyhouseholdnationaltolocalauthoritylevel>.

¹⁴ The Housing Delivery Test uses a nationally derived ratio of 2.5 to determine the number of dwellings generated by bedrooms in student communal accommodation. A local ratio of 2 is used within this document, as per the National Planning Practice Guidance advice.

SHELAA ID	Site Name	Proposal	Outstanding Student Units (net)	Equivalent Number of Outstanding C3 Dwellings (net)	Expected Delivery
591	Union Yard, Aldershot	20/00171/FULPP: construction of 100 residential units (Use Class C3) and 128 student units (sui generis), with 2,237 sq. m (GEA) of flexible floorspace (use classes A1-A5 / B1 / D1)	128	64	2021-2026
Total			128	64	

Windfall Allowance

- 3.17 The term ‘windfall’ refers to sites which have not previously been identified. Whilst windfalls are generally small or involve the conversion of existing buildings, larger sites can also be classed as windfalls.
- 3.18 The National Planning Policy Framework (NPPF, para. 71) advises that windfall sites can contribute towards anticipated housing supply where there is ‘compelling evidence that they will provide a reliable source of supply’. It states that any allowance ‘should be realistic having regard to the strategic housing land availability assessment, historic windfall delivery rates and expected future trends’. It further advises that local plans ‘should consider the case for setting out policies to resist inappropriate development of residential gardens’. In this regard, the Rushmoor Local Plan includes a dedicated policy which seeks to prevent the inappropriate development of garden land (Policy DE11: Development on Residential Gardens).
- 3.19 The SHELAA focuses on identifying sites that will deliver five or more net dwelling units. Any site which will deliver fewer than five net units is therefore not included in the SHELAA and would not have been identified in the development plan. Because the NPPF (Annex 2) defines windfall sites as ‘sites not specifically identified in the development plan’, a windfall allowance has been made for small sites which fall below the SHELAA threshold (1-4 net dwellings). Such sites have historically contributed to new housing in Rushmoor.
- 3.20 The windfall allowance does not exclude units on residential gardens. Although the Rushmoor Local Plan includes a policy which aims to prevent the inappropriate development of garden land, the policy does not preclude the development of residential gardens.
- 3.21 Past windfall rates have been obtained from internally collected housing completions data, and figures have been analysed for trends which are likely to continue in the years ahead.

Large windfall developments, which are more ‘one-off’ in nature, have been omitted from the trend calculations to avoid distorting the projections. Unexpected net losses are classed as windfalls and have been deducted from the windfall total.

- 3.22 All schemes that have delivered fewer than five net units since the start of the Local Plan period have been considered as potential windfalls. The SHELAA (March 2022) identifies an average delivery rate of 33 net new dwellings per year on such sites.
- 3.23 In line with the NPPF (para. 71), the Council considers that there is ‘compelling evidence’ to include a windfall allowance within the five-year housing land supply. In her Report on the Examination of the Rushmoor Local Plan (para. 53), the Planning Inspector appointed to examine the Plan made a similar conclusion. The SHELAA (March 2022) has identified that small windfall sites (sites comprising 1-4 net dwellings) delivered 9% of all completions in Rushmoor between 2014 and 2021, and such sites are expected to provide a reliable source of supply going forward.
- 3.24 A large ‘one-off’ windfall development which has planning permission for accommodation for older people in C2 use has been identified which will result in the net loss of the equivalent of 18 dwellings, as summarised below. Because this scheme is anticipated to be complete within the period 2021-2026, this net loss of dwellings has been deducted from the windfall total.

Site Name	Proposal	Consented Bed Spaces (net)	Equivalent Number of Dwellings (net)	Additional Dwellings Consented (net)	Expected Delivery
Abercorn House, Fernhill Road, Blackwater	18/00887/FULPP: retention, refurbishment and alterations of existing care home building (Use Class C2), an alternative to the demolition and redevelopment of the building, as approved with 13/00343/FULPP	-40	-21	3	2021-2026
Total		-40		-18	

- 3.25 The Council has also identified four developments with planning permission which will result in the net loss of 19 dwellings, as of 1st April 2021, as summarised below. These schemes are expected to be completed within the period 2021-2026. The anticipated net loss of these dwellings also been deducted from the windfall total.

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Site Name	Proposal	Outstanding Dwellings (net)	Expected Delivery
Land bounded by North Lane, Deadbrook Lane and Eastern Road, Aldershot	09/00431/FULPP: erection of 471 replacement dwellings	-11	2021-2026
32 Alexandra Road, Farnborough	19/00172/FULPP: change of use of restaurant and ancillary accommodation to short-stay serviced accommodation	-3	2021-2026
68-70 Giffard Drive, Farnborough	19/00341/FULPP: demolition of existing bungalow and erection of extension to doctors surgery	-1	2021-2026
Stafford House, 37-39 Station Road, Aldershot	20/00861/FULPP: removal of 7th floor flats	-4	2021-2026
Total		-19	

3.26 The windfall allowance will only be applied to years two to five to avoid double-counting sites with existing planning permissions for developments which comprise between one and four net new dwellings. This provides a windfall allowance of 95 dwellings for the period 2022-2026 ($[4 \times 33] - 18 - 19$).

4. Conclusion

- 4.1 Rushmoor has an overall supply of identifiable and deliverable housing land for 3,484 net new dwellings for the period 2021-2026 (1st April 2021 - 31st March 2026). This is derived from the following sources:
- Sites with planning permission on 1st April 2021 (net dwellings unimplemented): 487
 - Sites with planning permission on 1st April 2021 (net dwellings under construction): 726
 - Site allocations within the Rushmoor Local Plan, including Wellesley: 1,391
 - Sites identified within the Strategic Housing and Economic Land Availability Assessment (SHELAA, March 2022) without planning permission on 1st April 2021: 655
 - Sites delivering accommodation for older people in Use Class C2: 66
 - Sites delivering purpose-built student accommodation: 64
 - Windfall allowance: 95
- 4.2 As of 1st April 2021, 2,559 net new dwellings have been completed in Rushmoor since the base date of the Rushmoor Local Plan (1st April 2014), which represents a cumulative under-provision of 493 dwellings compared to the Local Plan housing target. The residual housing target for Rushmoor for the period 2021-2032 is now 5,289 net new dwellings, or 481 net new dwellings per annum.
- 4.3 Taking the undersupply into account and adopting the Liverpool Method for assessing future supply, the five-year housing requirement for the period 2021-2026 is 2,405 net new dwellings (5 x 481 dwellings). Applying an additional buffer of 5% (120 dwellings) as required by the National Planning Policy Framework (NPPF), the requirement rises to 2,525 net new dwellings (505 per annum).
- 4.4 This equates to a housing land supply of approximately 6.9 years (3484 ÷ 505).

Appendix 1 Sites with Planning Permission on 1st April 2021 (net dwellings unimplemented)

Planning Reference	Address	Proposal	Net Outstanding Dwellings
13/00081/FULPP	North Town Redevelopment Stage 2, Eastern Road, Denmark Square and Pegasus Avenue, Aldershot	Erection of 226 dwellings	55
13/00783/FULPP	Pickford House, 4 Pickford Street, Aldershot	Addition of a third- and fourth-floor extension to create 9 additional flats	9
16/00837/FULPP	The Crescent, Southwood Business Park, Summit Avenue, Farnborough	Redevelopment of site and erection of 159 dwellings	109
16/00981/FULPP	Aldershot Bus Station, 3 Station Road, Aldershot	Demolition of bus station and erection of commercial units and 32 flats	32
18/00614/FULPP	Randell House, Fernhill Road, Blackwater	Demolition of all buildings and the erection of a new building to accommodate a specialist nursing facility comprising 58 bedrooms and a two-bedroom rehabilitation apartment	1
19/00103/FUL	Block 3, Queensmead, Farnborough	Partial demolition of Kingsmead Shopping Centre and the erection of an extension (Block 3), comprising retail use on the ground floor (3,108 sq. m) and 99 apartments over nine floors	99
19/00249/FULPP	14 Cargate Hill, Aldershot	Conversion from HMO to 4 one-bedroom flats and 1 two-bedroom flat	4

Rushmoor Five-Year Housing Land Supply: 2021-2026 (March 2022)

Planning Reference	Address	Proposal	Net Outstanding Dwellings
19/00337/FULPP	Meudon House, Meudon Avenue, Farnborough	Demolition of existing structures and erection of 197 dwellings, comprising 86 one-bedroom flats, 77 two-bedroom flats and 34 three-bedroom houses	34
19/00391/FULPP	Development Site at Garages, Belle Vue Close, Aldershot	Erection of a pair of semi-detached two-bedroom houses	2
19/00445/FULPP	104a Peabody Road, Farnborough	Change of use of ground-floor retail unit to self-contained two-bedroom flat	1
19/00682/FULPP	Clyde Court, 233 Ash Road, Aldershot	Erection of extension to provide an additional self-contained two-bedroom flat	1
19/00828/FULPP	34a Southampton Street, Farnborough	Change of use from HMO to 1 one-bedroom flat and 1 two-bedroom flat	1
19/00849/FULPP	2 Ainger Close, Aldershot	Demolition of outbuilding and erection of annexe	1
19/00873/FULPP	2-4 Mount Pleasant Road, Aldershot	Erection of 17 dwellings following demolition of industrial buildings	17
20/00171/FULPP	Union Yard (Union Street East), Aldershot	Demolition of existing buildings and construction of 100 residential units	100
20/00177/FULPP	49 Cambridge Road, Aldershot	Conversion of existing residential property into 2 flats	1

Rushmoor Five-Year Housing Land Supply: 2021-2026 (March 2022)

Planning Reference	Address	Proposal	Net Outstanding Dwellings
20/00229/FULPP	Woodcot Court, 2a Woodcot Gardens, Farnborough	Change of use from general industrial to residential use and the erection of 7 houses	7
20/00653/FULPP	1 Cold Harbour Lane, Farnborough	Erection of 1 three-bedroom detached dwelling	1
20/00716/FULPP	Land adjacent to Green Hedges, Hawley Road, Blackwater	Redevelopment of site with 10 dwellings	10
20/00794/FULPP	North Barn Studio, 4 Hillside Road, Aldershot	Change of use of a detached office studio building to a three-bedroom dwelling	1
21/00046/PRIORP	87 Lynchford Road, Farnborough	Change of use of ancillary shop storage area to provide 1 dwelling	1
Total			487

Appendix 2 Sites with Planning Permission on 1st April 2021 (net dwellings under construction)

Planning Reference	Address	Proposal	Net Dwellings under Construction
08/00271/COU	45 Cambridge Road, Aldershot	Erect a three-storey extension and convert into 6 self-contained flats	6
08/00680/FUL	71 Holly Road, Aldershot	Erection of a detached dwelling	1
13/00081/FULPP	North Town Redevelopment Stage 2, Eastern Road, Denmark Square and Pegasus Avenue, Aldershot	Erection of 226 dwellings	160
13/00382/FULPP	22 Cargate Hill, Aldershot	Erection of 3 houses	3
13/00772/FULPP	Europa House, 2e Arthur Street, Aldershot	Demolish existing building and erect an attached building to provide 5 flats	5
14/00028/FULPP	Former TA Centre, Redan Road, Aldershot	Erection of 14 houses and a block of 8 flats	8
14/00706/FULPP	Ham and Blackbird, 281 Farnborough Road, Farnborough	Demolish pub and erect a five-storey building and a six-storey building to provide 62 flats and a community/arts/food and drink facility	62
15/00734/FULPP	16 Lower Newport Road, Aldershot	Erection of an attached dwelling	1

Rushmoor Five-Year Housing Land Supply: 2021-2026 (March 2022)

Planning Reference	Address	Proposal	Net Dwellings under Construction
16/00837/FULPP	The Crescent, Southwood Business Park, Summit Avenue, Farnborough	Redevelopment of site and erection of 159 dwellings	50
16/00878/FULPP	52 Victoria Road, Aldershot	Erection of a five-storey building comprising 56 flats, and demolition of commercial build	56
16/00929/FULPP	137-139 Alexandra Road, Farnborough	Change of use of dwelling to 6 flats and erection of 2 two-bed houses	6
16/00968/FULPP	Hockliffe House, 14 The Grove, Aldershot	Erection of a block of 3 two-bedroom houses at rear of site fronting Cavendish Road, with parking to rear	3
17/00315/FULPP	Falcon House, 16 Fernhill Road, Farnborough	Change of use of existing first-floor office and erection of a two-storey side extension to create 1 one-bedroom and 4 two-bedroom flats	3
17/00870/FULPP	Shop, Gold Valley Lakes, Government Road, Aldershot	Alterations to roof and elevations and change of use from former ancillary shop to a two-bedroom dwelling	1
18/00305/FULPP	3a Wellington Street, Aldershot	Change of use from 1 three-bedroom flat to 2 one-bedroom flats	2
18/00466/FULPP	117 Farnborough Road, Farnborough	Erection of extensions and alterations to existing office building (Use Class B1) to facilitate conversion and change of use to residential use (Use Class C3) to provide 113 flats	113

Rushmoor Five-Year Housing Land Supply: 2021-2026 (March 2022)

Planning Reference	Address	Proposal	Net Dwellings under Construction
18/00481/FULPP	Upper Union Terrace and 182-192 Victoria Road, Aldershot	Retention of 6 retail units on the ground floor and conversion of the upper floors and a two-storey extension at 182-192 Victoria Road to provide 7 flats; and conversion of existing warehouse building into 4 flats, and demolition of single-storey garage block and erection of a four-storey extension to provide a further 3 flats (14 flats in total)	7
18/00623/FULPP	110-118 Victoria Road, Farnborough	Demolition of five detached dwellings and the erection of 42 apartments for the elderly	42
18/00765/FULPP	Bens Cottage, 9 Eggars Hill, Aldershot	Demolition of existing dwelling and the erection of 3 flats	2
19/00007/FULPP	Kingston House, 11 Church Road West, Farnborough	Erection of a new three-bed house following the demolition of the existing outbuilding	1
19/00057/FUL	1 Romyne Close, Farnborough	Demolition of existing garage and erection of a three-bed detached dwelling	1
19/00108/COU	103-109 Victoria Road, Aldershot	Conversion of office floorspace to create 1 one-bedroom and 3 two-bedroom flats	4

Rushmoor Five-Year Housing Land Supply: 2021-2026 (March 2022)

Planning Reference	Address	Proposal	Net Dwellings under Construction
19/00337/FULPP	Meudon House, Meudon Avenue, Farnborough	Demolition of existing structures and erection of 197 dwellings, comprising 86 one-bedroom flats, 77 two-bedroom flats and 34 three-bedroom houses	163
19/00378/FULPP	137-139 Alexandra Road, Farnborough	Formation of an additional 1 bed, lower-ground floor flat in residential conversion scheme	1
19/00479/FULPP	125 Victoria Road, Aldershot	Change of use from hot-food takeaway to a mixed use comprising a takeaway on the ground floor and a self-contained flat on the first floor	1
19/00701/FULPP	Land to the Rear of 211 Weybourne Road, Aldershot	Erection of a detached three-bedroom dwelling	1
19/00870/COU	37 Union Street, Farnborough	Change of use of the first floor to form 3 two-bedroom dwelling units	3
20/00182/COU	Hartshead House, 61-65 Victoria Road, Farnborough	Conversion of premises from office use to 18 flats	18
20/00248/FULPP	29 Whites Road, Farnborough	Erection of an attached three-bedroom dwelling following the demolition of the existing garage	1

Rushmoor Five-Year Housing Land Supply: 2021-2026 (March 2022)

Planning Reference	Address	Proposal	Net Dwellings under Construction
20/00661/FULPP	31 Salisbury Road, Farnborough	Change of use from C2 to C3 dwelling	1
Total			726

Appendix 3 SHELAA Sites without Permission on 1st April 2021 Anticipated to Be Delivered during 2021-2026

SHELAA ID	Address	Estimated Housing Potential (net units)	Likely Net Yield: 2021-2026
542	1-5 Firgrove Parade, Farnborough	31	31
554	The Galleries Shopping Centre, High Street Multi-Storey Car Park and The Arcade, Aldershot	596	596
557	Briarwood, Sorrel Close, Farnborough	10	10
629	68 Alexandra Road, Farnborough	7	7
630	125-127 Alexandra Road, Farnborough	6	6
631	2 Alexandra Road, Farnborough	5	5
Total			655