



Five-Year Housing Land Supply Position Statement at 1 April 2025

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1. Introduction

- 1.1 Under the [National Planning Policy Framework 2024 \(NPPF\)](#) local planning authorities should have at least five years' worth of housing supply against their housing requirement.
- 1.2 Since adopting the [Hart Local Plan \(Strategy and Sites\) 2032 \(HLP32\)](#) in April 2020 the Council has comfortably demonstrated more than five years' worth of housing supply and is on track to meet its overall local plan requirement to 2032. It *would* continue to have a five-year housing land supply if the local plan housing requirement of 423 homes per annum from 2014 to 2032 were used as the basis for the calculation (factoring in previous over-delivery since the start of the plan period in 2014).
- 1.3 However, changes to housing numbers introduced by the Government in December 2024 rendered Hart's local plan housing requirement out of date from May 2025 - five years after the HLP32 was adopted. Under the NPPF this means that the Council's local housing need figure (LHN) of 771 homes per annum, based on the Government's 'standard method', must be used as the housing requirement from May 2025. As a result, the Council cannot currently demonstrate a five-year supply of housing land and [a new local plan](#) is being prepared to address this.
- 1.4 This paper sets out the housing land supply position at 1 April 2025 in detail.
 - [Section 2](#) establishes the five-year housing requirement from 1 April 2025 to 31 March 2030.
 - [Section 3](#) establishes the expected housing supply over the same five-year period.
 - [Section 4](#) compares the supply against the requirement.

2. Five-year housing requirement

- 2.1 The five-year housing requirement is the number of homes needed over the next 5 years i.e. from 1 April 2025 to 31 March 2030.
- 2.2 NPPF paragraph 78 and footnote 39 state that local planning authorities should calculate their five-year housing requirement using either:
- their housing requirement set out in adopted strategic policies, or
 - their Local Housing Need (LHN) where the strategic policies are more than five years old – unless those strategic policies have been reviewed and found not to require updating.
- 2.3 HLP32 was adopted on 30 April 2020 and therefore turned five years old on 30 April 2025.
- 2.4 The housing requirement of 423 homes per annum within HLP32 Policy SS1 has been reviewed and does require updating – a consequence of a change in December 2024 to the Government's standard method for calculating LHN which increased Hart's LHN from around 300 homes per annum to 750 homes per annum (this has since changed to 771 homes per annum when the latest data is used in the standard method formula). LHN now exceeds the local plan housing requirement of 423 homes per annum by some margin, rendering the local plan housing requirement out of date from the 1 May 2025. Consequently, from 1 May 2025, LHN replaced the local plan housing requirement as the basis for calculating the five-year housing requirement.

How is the Local Housing Need figure calculated?

- 2.5 [National planning practice guidance](#) sets out that LHN is calculated using the standard method.
- 2.6 The standard method relies on inputs from two key datasets which are updated annually: dwelling stock figures and affordability ratios. The most recently published datasets should be used when calculating LHN. Therefore, when the data inputs are updated the LHN figure changes too. LHN only becomes fixed for a two-year period once a local plan has been submitted for examination.
- 2.7 For the purpose of this calculation the most recently published datasets are:
- [dwelling stock figures](#) (published 22 May 2025) which record 42,938 dwellings in Hart district.
 - [median workplace-based affordability ratios](#) (published 24 March 2025) which set the 5-year average affordability ratio at 11.55.
- 2.8 Hart's LHN calculation using the standard method is set out below.

Step 1 – setting the baseline

The baseline is 0.8% of the total number of homes in the area. Hart has 42,938 homes which gives a baseline of 343.504.

$$\text{Baseline} = 42,938 \times 0.008 = 343.504$$

Step 2 – determining an adjustment to take account of affordability

The baseline is adjusted based on how affordable homes are in the area. For every 1% the ratio is above 5, the baseline goes up by 0.95%. In Hart's case, the affordability ratio is 11.55, resulting in an adjustment factor of 2.2445.

$$\text{Affordability adjustment factor} = ((11.55 - 5) \div 5) \times 0.95 + 1 = 2.2445$$

Step 3 – apply the adjustment factor to the baseline

The baseline is multiplied by the adjustment factor to give the final LHN figure.

$$\text{LHN} = 343.504 \times 2.2445 = 770.99$$

2.9 Hart's *current* LHN is therefore 771 homes per annum.

What is the total five-year housing requirement?

2.10 From 1 April 2025 to 30 April 2025 the local plan housing requirement of 423 homes per annum remained up to date and so this figure applies for the month of April 2025. Thereafter, from May 2025 to end March 2030 the LHN figure of 771 applies. In addition, a 5% buffer must be applied (see paragraph 2.11).

- Year 1 requirement without a buffer = $((423 \div 12) \times 1 \text{ month}) + ((771 \div 12) \times 11 \text{ months}) = 742$ homes
- Years 2, 3, 4 and 5 total requirement without a buffer = $4 \times 771 = 3,084$ homes
- Total 5-year requirement without a buffer = $742 + 3,084 = 3,826$ homes
- Total 5-year requirement with a 5% buffer = 4,017 homes (803 homes per annum).

What buffer must be applied?

2.11 NPPF paragraph 78 states that the housing requirement must include a buffer of either:

- 5% to ensure choice and competition on the market for land, 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.

- 2.12 Footnote 40 clarifies that “significant under delivery” should be assessed using the Housing Delivery Test (HDT) and scores below 85% trigger the requirement for a 20% buffer.
- 2.13 In the most recent [HDT \(2023\)](#) Hart achieved a score of 197% so only a 5% buffer is required.

3. Supply of new homes

Which homes form the five-year supply?

3.1 Hart district's five-year housing supply comprises the number of homes expected to be built within five years on specific 'deliverable' sites, and a windfall allowance.

3.2 Deliverable sites and windfall sites are defined in the [NPPF 2024 glossary](#):

Deliverable: 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. In particular:

- 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.

Windfall sites: Sites not specifically identified in the development plan.

3.3 In Hart district's context, homes that have been granted a 'prior approval' under permitted development rights, and are expected to be completed within five years, are counted as deliverable, unless mitigation is needed against impacts on the Thames Basin Heaths Special Protection Area and has not yet been secured (see Policy NBE3 of the HLP32). Prior approvals that need SPA mitigation (Suitable Alternative Natural Greenspace and Strategic Access Management and Monitoring), but do not have it, cannot be lawfully implemented, and so do not form part of the five-year supply.

3.4 On large deliverable sites, only those homes expected to be completed within five years count as part of the five-year supply. Information on build out rates has been obtained direct from developers in many cases. Where this information was not forthcoming, informed estimates have been used, working with the Spatial Policy, Strategy and Research Team at Hampshire County Council which provides estimates of large site delivery on behalf of local authorities across Hampshire.

Deliverable sites of 1 to 9 homes

- 3.5 At 1 April 2025 there were **82** homes (net) on deliverable sites of 1 to 9 homes. These sites are listed at [Appendix 1](#).
- 3.6 All of these sites benefit from planning permission or have a prior approval with SPA mitigation secured where needed. All homes on these sites are expected to be completed within the next three years. Those that have started are expected to be built out in 2024/25. Those not started are expected to be built out in 2025/26 and 2026/27.

Deliverable sites of 10 to 99 homes

- 3.7 Sites of 10 to 99 homes with planning permission, or prior approval with SPA mitigation where needed, are listed in detail at [Appendix 2](#).
- 3.8 At 1 April 2025, a total of **153** homes (net) had an outstanding planning permission on these sites.
- 3.9 All of these sites benefit from detailed planning permission or have prior approval with SPA mitigation where needed. The delivery rates on these sites are set out at [Appendix 3](#). All are expected to be built out within three years.

Deliverable sites of 100 or more homes

- 3.10 Sites of 100 or more homes with planning permission, or prior approval with SPA mitigation where needed, are listed at [Appendix 4](#). Delivery rates for these 5 sites are set out at [Appendix 5](#).
- 3.11 At 1 April 2025, a total of **1,685** homes (net) had an outstanding planning permission on these sites, with **1,026** homes to be delivered over the next five years.
- 3.12 Land at Watery Lane, Church Crookham benefits in its entirety from detailed planning permission, is under construction, and expected to be completed within five years.
- 3.13 The other two sites of 100 or more homes are:
- Land North of Netherhouse Copse, Fleet
 - Hartland Village, Fleet
- 3.14 At 1 April 2025, both of these sites benefitted from outline permissions and detailed permissions for some phases. Both sites are under construction and discussed in further detail below.
- 3.15 Providence House, Bartley Way, Hook is also included in the deliverable sites of 100 or more homes. The converted office building provided 107 flats which were completed in 2019/20 (16/00883/PRIOR). Subsequently, a separate application to deliver an addition 2 homes was permitted. These homes are

under construction and are expected to complete in the next 5 years (17/02465/FUL).

Land North of Netherhouse Copse

- 3.16 An outline permission (16/01651/OUT) for 423 homes was granted on appeal in July 2017. Reserved matters applications have since been approved to provide 178 homes in phase 1 (18/01795/REM, 19/02261/REM, 19/02471/REM, 19/02472/REM) and 39 homes in phase 2 (21/01254/REM).
- 3.17 In October 2023 planning permission was granted for a new hybrid application (21/02782/OUT). The new application redesigns later phases of the development, securing detailed permission for phase 3 and outline permission for phases 4 and 5 to deliver an additional 105 homes. This brings the total number of homes on the site to 528. A reserved matters application (24/02414/REM) for phases 4 and 5 was granted in October 2025.
- 3.18 Projected delivery rates were provided by the developer and have been incorporated into the table set out at [Appendix 5](#). This sets out that the remaining 311 homes are expected to complete within 5 years.

Hartland Village

- 3.19 An application (17/00471/OUT) to deliver 1,500 homes was granted permission by Hart District Council's planning committee in July 2018. The application secured detailed permission for 181 homes in phase 1 of the development with the remaining homes to be secured through subsequent reserve matters applications. Since then, reserved matters applications have been granted to deliver 132 homes in phase 2 (20/01885/REM) and 331 homes in phase 3 (21/02871/REM).
- 3.20 At April 2025, 312 homes had been completed on site. This is comprised of:
- 46 completions in 2020/21,
 - 64 completions in 2021/22,
 - 66 completions in 2022/23,
 - 69 completions in 2023/24, and
 - 67 completions in 2024/25.
- 3.21 An outline application to redesign later phases of the development and provide an additional 300 homes was submitted in March 2025 but was subsequently withdrawn.
- 3.22 Projected delivery rates provided by the developer were incorporated into the table set out at [Appendix 5](#). This sets out that 529 homes have been included in the five-year supply and the site is expected to complete in 2038/39.

C2 Uses for older people

- 3.23 Sites with planning permission to deliver C2 accommodation for older people are set out [Appendix 6](#).
- 3.24 At 1 April 2025, these sites had permission to deliver a total of 291 bedspaces (net), with 276 bedspaces expected to be delivered over the next 5 years.
- 3.25 In accordance with Planning Practice Guidance, the delivery of the 276 bedspaces will release the equivalent of **137** C3 homes into the housing market.

Windfall allowance

- 3.26 Windfall sites are sites not specifically identified in the development plan. The [NPPF](#) states that an allowance can be made for windfall sites as part of anticipated supply (paragraph 75).
- 3.27 Planning applications on such sites are regularly submitted and approved in Hart district, and this is expected to continue. Policy SS1 in the Hart Local Plan 2032 allows for windfall development within settlement boundaries and, in certain circumstances, in the countryside (see HLP32 Policy NBE1 Development in the Countryside).
- 3.28 [Appendix 7](#) sets out the approach to windfall sites in full and concludes that a windfall rate of **134** homes per annum (50 per annum on sites of 1 to 9 units, and 84 per annum on sites of 10 to 99 units) is considered reasonable whilst also being cautious to avoid over-reliance on unidentified sites.
- 3.29 The approach to a windfall allowance is based on the average annual rate of windfall completions from general (i.e. planning permissions) and prior approvals since 2014, adjusted to avoid the inclusion of sites that would unlikely be permitted under current policies. Further discounts were then applied recognising the uncertainties that exist when extrapolating an annual average figure forward.
- 3.30 No windfall allowance is made for sites of 100 or more homes. Windfall sites of this size are unlikely to come forward on a reliable or regular basis.
- 3.31 To avoid double counting with planning permissions, no windfall rate has been included in the first three years of the five-year supply. It is assumed that any homes completed in those years will already have planning permission. This is a cautious approach as in practice some windfalls not currently with permission may be built during this period, particularly in year 3.

Total supply of homes over the five-year period

3.32 Table 1 summarises the supply of homes over the next five years.

Table 1: Supply of homes over the five-year period

	2025/26	2026/27	2027/28	2028/29	2029/30	Total
Deliverable sites of 1 to 9 homes	27	28	27	0	0	82
Deliverable sites of 10 to 99 homes	42	111	0	0	0	153
Deliverable sites of 100 or more homes	185	251	342	153	95	1,026
Windfall allowance for sites of 1 to 9 homes	0	0	0	50	50	100
Windfall allowance for sites of 10 to 99 homes	0	0	0	84	84	168
C2 or older people	0	0	60	45	32	137
Total	254	390	429	332	261	1,666

4. The five-year housing land supply calculation

4.1 Table 2 sets out the five-year housing land supply calculation.

Table 2: Five-year housing land supply calculation

Reference	Housing supply	Total	Annual
A	Housing requirement 2025 – 2030 (see section 2)	4,017	803
B	Housing supply 2025 – 2030 (see table 1)	1,666	
C	Number of years supply (B ÷ 803)	2.07	

Appendix 1: Deliverable sites of 1-9 homes at 1 April 2025

Application reference	Address	Stage of construction	Outstanding gain	Outstanding loss	Outstanding net gain
22/00009/FUL	102-104 Fleet Road, Fleet	Under construction	1	0	1
18/00796/FUL	14 Weir Road, Hartley Wintney	Under construction	1	0	1
24/00308/FUL	144 Aldershot Road, Church Crookham	Not started	4	1	3
20/00007/FUL	164 Fleet Road, Fleet	Started	7	0	7
20/02618/FUL	18 St Cross Road, Crondall	Under construction	1	0	1
24/00038/FUL	276 Beaulieu Gardens, Blackwater	Under construction	1	0	1
18/00893/FUL	30 Wickham Close, Church Crookham	Under construction	3	0	3
16/00968/FUL	33 Basingbourne Road, Fleet	Under construction	1	0	1
23/01727/FUL	33 Buffins Road, Odiham	Not started	1	0	1
21/01732/FUL	34 Florence Road, Fleet	Under construction	1	0	1
23/00630/FUL	52 Church Road, Fleet	Not started	1	0	1
22/00734/FUL	54 Ryelaw Road, Church Crookham	Not started	1	0	1
21/02216/FUL	61 High Street, Hartley Wintney	Under construction	4	0	4
22/01273/FUL	61 High Street, Hartley Wintney	Under construction	1	0	1
23/01558/FUL	75 High Street, Hook	Not started	1	0	1
19/02835/FUL	82 Land At Rear High Street, Odiham	Under construction	1	0	1
23/00920/FUL	Apex Bungalow, London Road, Hook	Not started	4	1	3

Application reference	Address	Stage of construction	Outstanding gain	Outstanding loss	Outstanding net gain
23/00334/FUL	Bank House, High Street, Hartley Wintney	Not started	1	0	1
23/02055/FUL	Blue House Farm, Bottle Lane, Mattingley	Not started	2	3	-1
23/01905/FUL	Bramshill House, Bramshill Park, Bramshill	Not started	1	0	1
24/01700/FUL	Bramshill Stud, Wellhouse Lane, Bramshill	Not started	1	1	0
19/01896/FUL	Brookside, Turners Green Lane, Elvetham	Started	0	1	-1
19/01418/FUL	Bunkers Hill Farm, Reading Road, Rotherwick	Under construction	1	0	1
24/00210/FUL	Burlington, Bramshill Road, Hook	Not started	1	1	0
23/01298/FUL	Carrick House, Carrick Lane, Yateley	Not started	1	0	1
23/01060/FUL	Clevedge House, Hook Road, North Warnborough	Not started	1	0	1
24/02302/GPDCOM	Clover House, Western Lane, Odiham	Not started	4	0	4
23/01814/FUL	Corner House, The Street, Long Sutton	Not started	1	0	1
21/00896/FUL	Darwins Farm, The Stables, Hillside, Odiham	Under construction	1	0	1
22/02467/FUL	Ford House, New Mill Lane, Eversley	Not started	1	1	0
24/01116/FUL	Four Winds, Old Potbridge Road, Winchfield	Not started	1	1	0
24/00762/FUL	Green Park, Reading Road, Mattingley	Not started	1	1	0

Application reference	Address	Stage of construction	Outstanding gain	Outstanding loss	Outstanding net gain
21/00630/FUL	Grey House, Mount Pleasant, Hartley Wintney	Started	4	0	4
23/02585/GPDAGD	Harewarren Farm, Chalky Farm, Dogmersfield	Not started	2	0	2
22/02509/GPDOFF	Harewarren Farm, Chalky Lane, Dogmersfield	Not started	1	0	1
24/00315/FUL	Hatchgate Farm, Plough Lane, Bramshill	Not started	1	0	1
23/01108/FUL	Hatts Cottage, Hazeley Heath, Hartley Wintney	Not started	1	1	0
24/00193/FUL	Hawley Hill House, Fir Drive, Blackwater	Not started	1	1	0
24/02044/FUL	Highways Cottage, Farnham Road, Odiham	Not started	1	1	0
21/01268/FUL	Homecroft Farm, Church Lane, Ewshot	Started	6	0	6
22/02896/GPDAGD	Horsedown Farm, Well	Under construction	1	0	1
22/02612/FUL	Land At Thackhams Lane, Hartley Wintney	Not started	1	0	1
23/02469/FUL	Land South Of Watery Lane, Church Crookham	Under construction	3	0	3
24/00643/FUL	Land To The Rear Of Old School Road, Hook	Not started	2	0	2
23/02391/FUL	Little Hurst, Church Lane, Ewshot	Not started	1	0	1
22/01859/FUL	Marsh Farm, Bowling Alley, Crondall	Started	9	0	9
22/02182/FUL	Minley Manor, Minley Road, Blackwater	Not started	0	6	-6

Application reference	Address	Stage of construction	Outstanding gain	Outstanding loss	Outstanding net gain
24/00832/FUL	Murco Stop And Shop, 51-53 Kings Road, Fleet	Not started	2	0	2
21/03017/FUL	Nero Works, Brew House Lane, Hartley Wintney	Not started	4	0	4
24/01523/FUL	Oakfield, The Hollow, Ewshot	Not started	1	1	0
23/01009/FUL	Penn Croft Farm, Penn Croft, Crondall	Under construction	1	0	1
24/00289/FUL	Rosehip Cottage, The Hurst, Winchfield	Not started	1	0	1
17/02708/FUL	Rushgrove And Little Mead, Reading Road, Fleet	Under construction	1	0	1
24/00645/FUL	Safari Engineering Ltd, Reading Road, Eversley	Not started	1	0	1
22/02520/FUL	Silverlea, Cove Road, Fleet	Not started	0	3	-3
22/02792/FUL	St Margarets, Alton Road, Odiham	Not started	2	1	1
23/02570/FUL	Stapley Farm Cottages, Long Lane, Odiham	Not started	2	2	0
22/01125/FUL	Swaines Hill Manor, Swaines Hill, South Warnborough	Not started	2	0	2
23/01362/FUL	Swallow Cottage, Rye Common, Odiham	Not started	1	1	0
21/02138/FUL	Thackhams Orchard, Thackhams Lane, Hartley Wintney	Under construction	1	0	1
22/00075/FUL	The Barn, Watery Lane, Church Crookham	Under construction	1	0	1
24/00217/FUL	The Bungalow, Reading Road, Blackwater	Not started	1	1	0

Application reference	Address	Stage of construction	Outstanding gain	Outstanding loss	Outstanding net gain
21/02743/FUL	The Elvetham Hotel, Fleet Road, Hartley Wintney	Not started	0	6	-6
22/02428/FUL	The Homestead, Green Lane, Rotherwick	Not started	1	1	0
22/01754/FUL	The Hutches, Monteagle Lane, Yateley	Not started	1	1	0
23/02313/PIP	The Mapletons, Land Adjacent Farnham Road, Odiham	Not started	3	0	3
17/02877/FUL	The Pheasantry, Bramshill Park, Bramshill	Under construction	1	1	0
22/01165/FUL	The Pheasantry, Bramshill Park, Bramshill	Not started	2	2	0
23/02488/FUL	The Pump House, Mill Lane, Yateley	Not started	1	1	0
20/02232/FUL	Warbrook Cottage, Warbrook Lane, Eversley	Under construction	1	0	1
16/02293/FUL	Well Manor Farm Cottage 2, Well	Under construction	1	0	1
19/02423/FUL	Willow Cottage, Stroud Lane, Crookham Village	Started	1	0	1
24/00828/FUL	Woodlands, Doras Green Lane, Doras Green	Not started	1	1	0
24/00550/FUL	Woodside, Cove Road, Fleet	Not started	1	0	1
13/02190/FUL	Wychwood Carp Farm, Farnham Road, Odiham	Under construction	1	0	1
23/01606/PIP	Zenas, Reading Road, Hook	Not started	2	0	2
Total			124	42	82

Appendix 2: Deliverable sites of 10-99 homes

Application reference	Address	Stage of construction	Outstanding gain	Outstanding loss	Outstanding net gain
21/00777/OUT	Land on the West Sides of Alton Road, Odiham	Under construction	30	0	30
22/01062/FUL	Motoright, Village Way, Yateley	Under construction	22	0	22
24/01795/GPDCOM	Cygnus House, Waterfront Business Park, Fleet	Under construction	25	0	25
24/01797/GPDCOM	NTT House, Waterfront Business Park, Fleet	Under construction	42	0	42
21/00844/PRIOR	Zenith House, 3 Rye Close, Fleet GU51 2UY	Not started	34	0	34
Total			153	0	153

Appendix 3: Delivery rates for sites of 10 to 99 homes at 1 April 2025

Application Reference	Address	Stage of construction	Net outstanding	25/26	26/27	27/28	28/29	29/30	5 year supply total
21/00777/OUT	Land on the West Sides of Alton Road	Under construction	30	20	10	0	0	0	30
22/01062/FUL	Motoright, Village Way, Yateley	Under construction	22	22	0	0	0	0	22
24/01795/GPDCOM	Cygnus House, Waterfront Business Park, Fleet	Under construction	25	0	25	0	0	0	25
24/01797/GPDCOM	NTT House, Waterfront Business Park, Fleet	Under construction	42	0	42	0	0	0	42
21/00844/PRIOR	Zenith House, 3 Rye Close, Fleet GU51 2UY	Not started	34	0	34	0	0	0	34
Total			153	42	111	0	0	0	153

Appendix 4: Deliverable sites of 100+ homes at 1 April 2025

Application reference	Address	Stage of construction	Outstanding gain	Outstanding loss	Outstanding net gain
17/02465/FUL	Providence House, Bartley Way, Hook	Under Construction	2	0	2
21/02782/OUT	Land North of Netherhouse Copse, Hitches Lane, Crookham Village	Under Construction	311	0	311
17/00264/REM	Land at Watery Lane, Crookham Village	Under Construction	184	0	184
17/00471/OUT	Hartland Park, Fleet	Started	857	0	857
21/02871/REM	Hartland Park, Fleet	Under Construction	331	0	331
Total			1,685	0	1,685

Appendix 5: Delivery rates for sites of 100+ homes at 1 April 2025

Application Reference	Address	Stage of construction	Net outstanding	25/26	26/27	27/28	28/29	29/30	5 year supply total
17/02465/FUL	Providence House, Bartley Way, Hook	Under Construction	2	2	0	0	0	0	2
21/02782/OUT	Land North of Netherhouse Copse, Hitches Lane, Crookham Village	Under Construction	311	87	86	68	67	3	311
17/00264/REM	Land at Watery Lane, Crookham Village	Under Construction	184	60	60	64	0	0	184
22/01062/FUL	Hartland Park, Fleet	Under construction	1,188	36	105	210	86	92	529
Total			1,685	185	251	342	153	95	1,026

Appendix 6: Supply from C2 Uses for Older People

1. Planning Practice Guidance (PPG) – specifically [Housing for older and disabled people](#) (Paragraph: 016a) and [Housing Supply and Delivery](#) (Paragraph: 026) – states that local planning authorities should count housing provided for older people, including residential institutions in Use Class C2, as part of their housing land supply.
2. The supply from older persons accommodation in Use Class C3 (e.g. housing for older people and extra care) is recorded as part of general supply of market housing as detailed in appendices 2-5.
3. Older persons accommodation in Use Class C2 refers to residential institutions that provide higher levels of care, such as some types of extra care and residential/nursing care. These are typically measured in terms of bedspaces rather than dwellings and it is important to note that one C2 bedspace does not necessarily equate to one C3 dwelling.
4. According to PPG (Housing for older and disabled people: paragraph 016a) the contribution of C2 bedspaces to housing land supply should be assessed by “establishing the amount of accommodation released in the housing market”. This is done by referencing the average number of adults (aged 16 and over) per household, as defined by Census data.
5. Census 2021 data for Hart records 80,328 adults (aged 16 years and over) living in 39,964 households; equating to an average of **2.01 adults per household**. Therefore, the number of C3 dwellings released by the provision of C2 accommodation can be calculated by dividing the number of bedspaces by 2.01.
6. Table A6 presents the deliverable supply of C2 accommodation in Hart, alongside the equivalent number of C3 dwellings released into the housing market.

Table A6: Deliverable supply of C2 older persons accommodation

Application Reference	Address	Stage of construction	Number of bedspaces (net)	Number of equivalent C3 dwellings (net)	Expected delivery
20/00418/FUL	Fleetwood Lodge Reading Road, Fleet	Under construction	60	30	2027/28
21/00378/FUL	The Bell Inn 36 Frogmore Road, Blackwater	Under construction	21	10	2028/29
21/00630/FUL	Grey House, Mount Pleasant, Hartley Wintney	Under construction	65	32	2029/30
21/00777/OUT	Land On The West Sides Of Alton Road, Odiham	Under construction	60	30	2027/28
22/02520/FUL	Silverlea, Cove Road, Fleet	Not started	70	35	2028/29
Total			276	137	

Appendix 7: Windfall allowance

Introduction

1. Windfall sites are defined in the [NPPF](#) as “sites not specifically identified in the development plan”.
2. Paragraph 75 of the NPPF states “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. Planning applications on windfall sites are regularly submitted and approved in Hart district, and this is expected to continue. Policy SS1 in the Hart Local Plan 2032 allows for windfall development within settlement boundaries and, in certain limited, circumstances in the countryside (also see Policy NBE1 Countryside). However, the approach taken has been careful to avoid an over-optimistic windfall allowance.

Methodology

4. The approach taken uses past trends which have been adjusted to avoid the inclusion of sites that would skew the data when extrapolated forward under current policies, for example, greenfield extensions to settlements granted when the previous local plan was out of date. A further precautionary discount was then applied to the ‘adjusted’ trend data, recognising the uncertainties that exist when extrapolating an annual average figure forward. No reference is made to the Hart Strategic Housing Land Availability Assessment 2016 which is now considered to be out of date.
5. Past trends for housing completions have been considered for the period 2014-2025. A time frame of this length covers periods of varying economic prosperity.
6. The housing completions data for this period was then cleansed of homes built on sites allocated in previous or current development plans. Those homes, by definition, were not built on windfall sites.
7. The remaining sites are all windfall sites. However, for the past trends to be indicative of likely future trends under current policies, the following sites were removed from the completions data:

- i. Large sites resulting in extensions to settlements were removed from the data. Prior to the current local plan (HLP32) being adopted, several large sites were granted planning permission outside settlement boundaries (as they were then drawn) at a time when the previous local plan was out of date. However, such sites are not allowed under current policies.
 - ii. Rural exception sites. These sites come forward through a locally led, needs-based approach, rather than being driven by the market (see Policy HLP32 Rural Exceptions Sites). Whilst current policies do allow for these developments, they tend to come forward infrequently as exceptions, and it is prudent to remove them from the data.
8. With these sites removed, the windfall completions that remained provided a sound basis on which to look at past trends with a view to extrapolating forward under current policies.
 9. Table A7.1 lists all sites that were removed from the completions data, discussed at paragraphs 6 and 7 above. HLP(R) refers to the Hart Local Plan (Replacement) 1996-2006.

Table A7.1 Sites removed from the historic completions data

Site	Reference	Reason for exclusion
Elvetham Heath, Fleet	Pre- HLP(R)	Allocated site
Queen Elizabeth II Barracks, Church Crookham	DEV 2 in HLP(R)	Allocated site
Land Adjacent to Redfields Industrial Estate, Church Crookham	DEV 3 in HLP(R) allocated for business use but ultimately developed for housing	Allocated site
Land at Holt Lane, Hook	DEV 6 in HLP(R)	Allocated site
Land South-East of Queens Road, North Warnborough	DEV 8 in HLP(R)	Allocated site

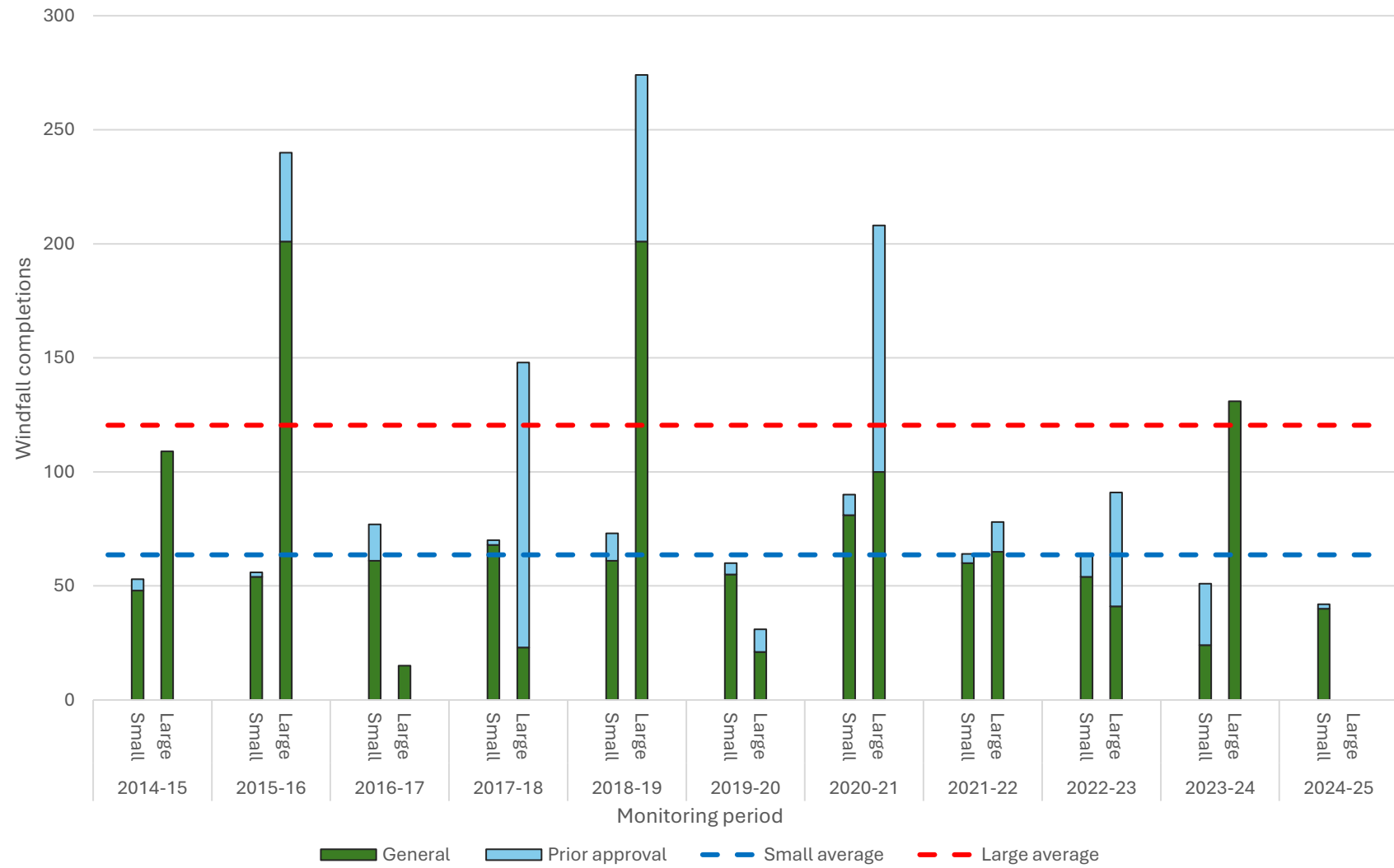
Site	Reference	Reason for exclusion
Dilly Lane, Hartley Wintney	DEV 9 in HLP(R) and ALT DEV 9 in the HLP(R) First Alterations	Allocated site
Guillemont Barracks, Hawley (Sun Park)	DEV 10 in HLP(R) allocated for business use but ultimately developed for housing also subsequently allocated for housing in a draft HLP32 but permitted before the submission plan was finalised and hence not allocated.	Allocated site
Redfields Garden Centre, Church Crookham	DEV15 in HLP(R) Planning application 13/02256/MAJOR "The Gables"	Allocated site
Clark's Farm, Darby Green	DEV17 in HLP(R) allocated for business use but ultimately developed for housing	Allocated site
Land off Sandhurst Road, Yateley	DEV21 and DEV22 allocated for business and leisure uses but ultimately developed for housing (Extra Care)	Allocated site
Reserve Housing Site, West of Hitches Lane, Fleet (Edenbrook)	DEV23 in HLP(R)	Allocated site
Hartland Village	Allocated in the Hart Local Plan (Strategy and Sites) 2032	Allocated site
Burford, West Street, Odiham	19/02541/FUL - Site allocated in the Odiham and North Warnborough Neighbourhood Plan (Site ii, 4 Western Lane)	Allocated site
Crumplins Business Court Land Adjacent Dunleys Hill, Odiham	16/00635/FUL - Site allocated in the Odiham and North Warnborough Neighbourhood Plan	Allocated site

Site	Reference	Reason for exclusion
Land on the West Sides of Alton Road, Odiham	21/00777/OUT - 16/00635/FUL - Site allocated in the Odiham and North Warnborough Neighbourhood Plan	Allocated site
The Bungalow, Crondall	19/02244/FUL - Site allocated in the Crondall Neighbourhood Plan	Allocated site
Land at Marsh Farm, Crondall	22/01859/FUL - Site allocated in the Crondall Neighbourhood Plan	Allocated site
18 St Cross Road, Crondall	20/02618/FUL - Site allocated in the Crondall Neighbourhood Plan	Allocated site
Land to the north of London Road, Hook	14/00733/MAJOR, 17/01123/REM, 17/01743/REM, 18/00509/REM	Countryside site - extension to settlement
Edenbrook South, Fleet	15/00154/MAJOR, 17/00372/FUL, 18/02150/FUL	Countryside site - extension to settlement
Land North of Netherhouse Copse, Fleet	16/01651/OUT, 18/01795/REM, 19/01472/REM, 19/02251/REM, 19/02471/REM, 21/02782/OUT	Countryside site - extension to settlement
Land at Watery Lane, Fleet	17/00264/REM	Countryside site - extension to settlement
Moulsham Lane, Yateley	17/02793/REM	Countryside site - extension to settlement
Hatchwood Place Land adjacent to Farnham Road, Odiham	13/02085/MAJOR	Countryside site - extension to settlement
Rifle Range Farm, Fleet Road, Hartley Wintney	14/00593/MAJOR	Countryside site - extension to settlement
Land at Odiham Road, Riseley	18/00242/REM	Countryside site - extension to settlement
Hatchwood Cottage Land, South of Farnham Road, Odiham	16/00606/REM	Countryside site - extension to settlement
Land adjacent to Reading Road, Hook	15/00697/REM	Countryside site - extension to settlement
Land at Knight Close, Crookham Village	14/01152/MAJOR	Countryside site - extension to settlement

Site	Reference	Reason for exclusion
Dilly Lane (Phase 2), Hartley Wintney	12/02427/MAJOR	Countryside site - extension to settlement
Broden Stables, Crondall	16/02377/FUL	Countryside site - extension to settlement
Hawley Park Farm, Hawley	18/00334/FUL	Countryside site - extension to settlement
Land Adjacent the Coach House And Oak Hollow Reading Road Eversley Centre Hook	03/00019/FUL	Rural exception site
Land At Gaston Lane South Warnborough Hook	05/02332/FUL	Rural exception site
Land North of Reading Road, Eversley, Hook	12/02114/FUL	Rural exception site
Land to the North Of Cowfold Lane, Rotherwick, Hook	13/00254/FUL	Rural exception site

10. The analysis considers how different sources have contributed historically to the district's windfall supply. The data will therefore be categorised into general windfalls (i.e. planning applications) and prior approvals where planning permission is not required (e.g. office to residential conversions).
11. To ensure the windfall allowance is robust, the data is sub-categorised to assess the difference in past trends between small sites of 1 to 9 homes, and large sites of 10 to 99 homes.
12. No allowance is made for sites of 100 or more homes as these are unlikely to come forward on a reliable or regular basis under adopted local plan policies, though they are not ruled out.
13. Figure A7 shows the annual housing completions on general and prior approval windfall sites of 1-9 homes (small) and 10-99 homes (large) over the HLP32 plan period – 2014 to 2025.

Figure A7: Windfall completions data 2014-2025



Windfall allowance for small sites of 1 to 9 homes

14. Table A7.2 shows the historic windfall supply from general and permitted development sites of 1 to 9 homes.

Table A7.2 Annual completions on windfall sites of 1 to 9 homes

	2014-15	2015-16	2016-17	2017-18	2018-19	2019-20	2020-21	2021-22	2022-23	2023-24	2024-25	Average
General	48	54	61	68	61	55	81	60	54	24	40	55
Prior approvals	5	2	16	2	12	5	9	4	10	27	2	9
Total	53	56	77	70	73	60	90	64	64	51	42	64

15. The data shows that historically small windfall sites are a reliable source of supply, with annual completions consistently close to the average.
16. Both general and prior approval windfall sites make a reliable contribution, although notably the historic supply from prior approvals has been more variable. Consequently, it is considered appropriate to apply a larger discount to the small site prior approval windfall allowance to account for this.
17. A windfall allowance of 50 homes per annum from small sites is considered reasonable without being over-optimistic. This is comprised of an annual allowance of 44 homes from general sites and 6 homes from prior approval sites; a 20% and 30% discount respectively.
18. Using the adjusted completions data, 50 homes per year is 14 fewer than the overall mean since 2014 – an overall discount rate of 21.9%. This level of discounting provides a reasonable buffer against the delivery in any given year dipping below the average.

19. To avoid double counting with planning permissions, no small site windfall allowance is made for years 1, 2 and 3. It is assumed that homes completed in those years will already have planning permission. Table A7.3 below shows anticipated delivery from specific, deliverable small sites and the windfall allowance from small sites.

Table A7.3 Projected completions on small sites of 1 to 9 homes

	2025/26	2026/27	2027/28	2028/29	2029/30	Totals
Homes under construction on deliverable sites of 1-9 units	27					27
Homes not started on deliverable sites of 1-9 units		33	32			55
Windfall allowance for sites of 1 to 9 homes				50	50	100

Windfall allowance for large sites of 10 to 99 homes

20. Table A7.4 shows the historic windfall supply from general and permitted development sites of 10 to 99 homes.

Table A7.4 Annual completions on windfall sites of 10 to 99 homes

	2014-15	2015-16	2016-17	2017-18	2018-19	2019-20	2020-21	2021-22	2022-23	2023-24	2024-25	Average
General	109	201	15	23	201	21	100	65	41	131	0	82
Prior approvals	0	39	0	125	73	10	108	13	50	0	0	38
Total	109	240	15	148	284	31	208	78	91	131	0	120

21. Historical evidence demonstrates that both large general windfall sites and those delivered through prior approvals have made a substantial contribution to housing supply; therefore, incorporating a windfall allowance from these sources is essential.
22. However, delivery from these sites tends to fluctuate more widely year to year than for small sites, reducing certainty as to what could happen in future years. This suggests a greater degree of caution is required when developing a windfall allowance i.e., a greater degree of discounting is needed when projecting past annual average completions forward.
23. A round figure of 84 homes per year is considered a reasonable estimate of future windfall from sites of this size, comprised of 57 homes from general sites and 27 homes from prior approvals. This amounts to a 30% discount from the average levels of delivery, which is a sizeable discount, but which also recognises the contribution that these sites do make to supply.
24. To avoid double counting with planning permissions, no windfall allowance is made for years 1, 2 and 3. This is a cautious approach because in practice some windfall could take place within that 3-year time frame from sites yet to secure planning permission. Table A7.5 below shows the large site windfall allowance going forward alongside projected completions from deliverable sites of 10 to 99 homes.

Table A7.5 Projected completions on large sites of 10 to 99 homes

	2025/26	2026/27	2027/28	2028/29	2029/30	Totals
Deliverable sites of 10 to 99 homes	42	77	0			119
Windfall allowance for sites of 10 to 99 homes				84	84	168

Appendix 8: Sites allocated in neighbourhood plans

Odiham and North Warnborough Neighbourhood Plan

1. The Odiham and North Warnborough Neighbourhood Plan Review was made in April 2025 and Policy 2 allocates 4 sites for new homes.
2. At 1 April 2025 the position of the allocated sites is:
 - Site i – Land at Longwood, Odiham: A pre-app to build 34 retirement apartments was submitted in August 2025 (24/01701/PREAPP). The site does not benefit from planning permission and is not considered deliverable.
 - Site ii – Land at Albion Yard, North Warnborough: An application to construct 4 self-build homes on this site allocated for 12 units was refused in April 2025 (25/00214/OUT). The site does not benefit from planning permission and is not considered deliverable.
 - Site iii – Land at Hook Road, North Warnborough (23/02094/FUL & 23/02095/FUL): Applications to deliver a total of 22 homes were granted permission by Hart's Planning Committee subject to the completion of a legal agreement. At 1 April 2025 the legal agreement had not been completed and therefore the site does not yet benefit from planning permission. Consequently, this site is not considered deliverable and is not included in the Council's five-year supply.
 - Site iv – Land on the west sites of Alton Road, Odiham (21/00777/OUT): This site has been granted permission to build 30 new homes and forms part of the five-year supply as a deliverable site (site also known as Crownfields).

Crondall Neighbourhood Plan

3. The Crondall Neighbourhood Plan was made in May 2021 and Policy 2 allocates 3 sites for new homes.
4. At 1 April 2025 the position of the allocated sites is:
 - Policy 2a -18 St Cross Road (20/02618/FUL): The site is under construction and included within the five-year supply as a deliverable site.

- Policy 2b - The Bungalow, Pankridge Street (19/02244/FUL): The site was completed in 2022/23.
- Policy 2c - Land at Marsh Farm (22/01859/FUL): The site was granted permission for 9 homes on 20 March 2024 and is included within the five-year supply as a deliverable site.