



BEDFORD
BOROUGH COUNCIL

5 YEAR SUPPLY OF DELIVERABLE HOUSING SITES

2019/20 -2023/24

Update to May 2019 report



1. Introduction

- 1.1 This report considers the supply of housing land in Bedford Borough which is available and deliverable for future residential development over the next 5 years.

The five year period

- 1.2 The five year supply period is measured from the start of the current financial year. Year one of the calculation is the year 2019/20 and year five is the year 2023/24. Due to the challenges of COVID 19 the Council has been unable to complete its monitoring for the financial year 2019/20 or to move forward to undertake a study of deliverable supply. At the present time it is not possible to set a date when this work can be taken forward but the timescale will be kept under review.

Approach to the calculation of five year supply

- 1.3 Paragraph 73 of the framework 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.³⁷” Footnote 37 adds “unless these strategic policies have been reviewed and found not to require updating. Where local housing need is used as the basis for assessing whether a five year supply of specific deliverable sites exists, it should be calculated using the standard method set out in national planning guidance”
- 1.4 Paragraph 73 of the NPPF also advises on the buffer to be applied to the five year supply of deliverable sites. It states that a buffer of 5% should be applied unless when measured against the housing Delivery Test the LPA has achieved less than 85% of its housing requirement. The results of the Housing Delivery Test published in February 2020 show that the Council has achieved 125% and therefore the buffer to be applied is 5%.
- 1.5 The implication of this for Bedford Borough is that following the adoption of the Bedford Borough Local Plan 2030 on 15th January 2020 the assessment of housing land supply should be based on the Local Plan figure of 970 dwellings pa. The Council does not however rely on Para 74 of the NPPF to demonstrate a five year supply. The supply which is documented in this report does not include any contributions from the sites allocated in the Bedford Borough Local Plan 2030 and is therefore a robust figure.

2. Housing provision to be delivered

- 2.1 The Council's most recently adopted Local Plan is the Bedford Borough Local Plan 2030. The Local Plan Inspectors found that the Council had a 5.4 year supply of deliverable sites. As stated above however, the Council does not rely on this Local Plan assessment of deliverable supply to demonstrate a five year supply in this update.
- 2.2 The supply evidenced below is based on the Local Plan housing target of 970 dwellings pa

Table 1: The 5 year supply target

	Objectively Assessed Need (15 years)	14,550		
	Annual requirement	970		
A	Five year requirement	4850		
	completions in 2015/16, 2016/17, 2017/18 and 2018/19	4928		
B	Shortfall in plan period	-1048		
	Delivery forecast for the five year period			
	2019/20	1343		
	2020/21	1198		
	2021/22	1007		
	2022/23	553		
	2023/24	442		

C	Total 5 year dwelling forecast	4593		
D	5% buffer (A+B) x 0.05	190		
E	Five year target (5 year requirement plus shortfall plus 5% buffer) A+B +D	3993		
F	Annual Target E divided by 5	798		
G	Number of years supply (deliverable supply divided by annual target) C divided by F	5.75		

3. Development sites with the potential to deliver housing

- 3.1 The 5 year target will be met through the delivery of residential dwellings from different types of identified development sites. In order to qualify as a specific site which should be counted within the 5 year supply a site should meet the definition of deliverable set out in the glossary of the NPPF 2019 which reads:

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.

The assessment of deliverable sites draws on the Council's own intelligence in respect of individual sites supplemented by information gained through ongoing contact between developers and landowners and Planning and Council Tax Officers.

3.2 The types of sites which make a contribution to the five year supply are:

- Sites with planning permission or with the benefit of prior approval (Part 3, Class O of the GPDO 2015 (as amended))
- Sites with planning permission identified in the Bedford Borough Local Plan 2002
- Sites with planning permission identified in Bedford Borough Town Centre Area Action Plan 2008
- Sites with planning permission identified in the Allocations and Designations Local Plan (2013)
- Sites with planning permission subject to section 106 planning obligations
- Additional capacity on allocated sites
- Windfall

Windfall

3.3 Paragraph 70 of the NPPF states that "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. Plans should consider the case for setting out policies to resist inappropriate development of residential gardens, for example where development would cause harm to the local area."

3.4 The Council has assessed the ten year trend of completions which have taken place on windfall sites in the Growth Area and Rural Policy Area (from 2018/19 urban area and rural area). No account has been taken of completions on residential garden land. A summary of the windfall analysis is shown in Appendix 2.

4. Specific deliverable sites

4.1 Appendix 3 sets out the specific sites that are likely to deliver housing over the five year period beginning on 1st April 2019

5. Conclusions

5.1 The Council has identified a supply of specific deliverable sites that are likely to deliver an additional 4,593 dwellings in the five year period. When a 5% buffer is applied for plan making purposes this represents a supply of 5.75 years.

Appendix 1: Recent housing delivery

Year	total completions	Relevant housing requirement target	Basis for the housing requirement
2011/12	919	879	Core Strategy and rural Issues plan
2012/13	654	879	Core Strategy and rural Issues plan
2013/14	997	879	Core Strategy and rural Issues plan
2014/15	828	879	Core Strategy and rural Issues plan
2015/16	964	884	Strategic Housing Market assessment 2015
2016/17	1255	950	Strategic Housing Market assessment Update 2016
2017/18	1350	950	Strategic Housing Market assessment Update 2016
2018/19	1359	970	Strategic Housing Market Assessment Addendum 2018

Appendix 2: Windfall analysis

A historic 10 year analysis of completions on non-allocated sites has been undertaken. No account has been taken of completions on garden land. The results are shown below. The windfall allowance is based on contributions from the urban area and sites of 0-4 dwellings in the rural area.

Growth Area (urban area from 2018/19)

Year	Net completions on sites of 0-4 dwellings	Net completions on sites of 5-24 dwellings
2009/10	22	20
2010/11	20	3
2011/12	31	30

2012/13	9	16
2013/14	25	70
2014/15	23	77
2015/16	15	85
2016/17	42	141
2017/18	48	103
2018/19	21	108
Total	256	653
10 year average	26	65

Rural Policy Area (rural area from 2018/19)

Year	Completions on sites of 0-4 dwellings (net)	Completions on sites of 5-14 dwellings (net)
2009/10	16	2
2010/11	13	4
2011/12	12	7
2012/13	14	2
2013/14	20	32
2014/15	22	5
2015/16	22	0
2016/17	31	9
2017/18	33	17
2018/19	23	28
Total	206	106
10 year average	21	11

Appendix 3

Five year supply of deliverable sites Update of May 2019 report Appendix 3										
Site name	Planning ref	Gross no. with planning permission	Total number of completions at 31/3/19	Number of units outstanding at 31/3/19	1 2019/20	2 2020/21	3 2021/22	4 2022/23	5 2023/24	
Sites in Bedford and Kempston with planning permission for 25 units and above										
Bedford, Land at Lurke Street/St Cuthberts Street	15/02315/MAF	49	0	49		49				
Bedford, Putnoe Lower School	16/1520/MAF	88	34	54	54					
Bedford, 21 -23 and no 27 Mill Street	17/02546 CPNO	30	0	30	30					
Bedford, Charter House, 59-61 Bromham Road	17/02830CPNO	33	30	3	3					
Bedford, Land at Willow Road	17/02110MAF 18/01746/FUL	43	0	43		22	21			
Kempston, Newnorth Print, College Street	17/0347/MAO	30	0	30			26			
Kempston, The Bury	17/02141/MAO	55	0	55		24	30			
Sites in the rural area with permission for 5 dwellings and above										
Wilstead, North End Farm/ Seasons car Park	14/00700/MAO	39	0	39						
Eastcotts, Land r/o sheds (eastern land parcel)	11/02685/EIA 14/02043/MAR	425	0	425	0	10	35	40	40	
Eastcotts, south eastern land parcel	11/02685/EIA	167	0	167	0	0	35	40	40	
Eastcotts, RAF Cardington, western land parcel	05/01332/OUT 10/01745/MAR	108	0	108	15	50	43			
Wixams, Land north of the Causeway	13/02227/MAF	230	0	230	230					
Wilstead, Whitworth Way	18/0557/MAF	70	0	70	40	30				
Bolnhurst and Keysoe, College Farm, Church Road	15/00512/FUL	8	0	8	8					
Oakley, 24 Lovell Road	14/01288/MAO 17/02094/MAR	15	0	15	15					
Milton Ernest The Old Maltings	16/01397/FUL	6	0	6		6				
Clapham Former Stables at Park Fm Green Ln	17/01534/FUL	5	0	5			5			
Great Barford, Land at 59-61 Roxton Road	14/00443/MAO 18/0267/MAR	81	0	81		30	30	17		
Eastcotts, Nisa Local, North Drive	15/00541/FUL	5	1	4	4					
Eastcotts, Site formerly 161 High Road	16/0168/FUL	5	0	5		5				
Ravensden, Curry Mansion Bedford Road	16/00103/FUL	8	0	8		8				
Adopted Local Plan sites with planning permissions										
Bedford, Britannia Works E & F, Kempston Road	11/02691/MAF	175	122	53	46	7				
Bedford, Land off Champion Way	18/1087/MAF	49	0	49		49				
Biddenham, Land north of Bromham Road	01/02199/OUT + RMS	1300	342	958	105	105	105	83	80	

Five year supply of deliverable sites Update of May 2019 report Appendix 3										
Site name	Planning ref	Gross no. with planning permission	Total number of completions at 31/3/19	Number of units outstanding at 31/3/19	1 2019/20	2 2020/21	3 2021/22	4 2022/23	5 2023/24	
Great Denham	02/00787/OUT + RMs	1712	1441	271	131	140				
West of Kempston	02/00787/OUT + RMs	1064	1060	4	4					
Eastcotts, RAF Cardington, Shortstown Phase 3	02/01920/OUT 16/0346/MAR	250	0	250	50	110	78	12		
Eastcotts, RAF Cardington, Shortstown phase 2	13/00612/MAR 13/00829/MAR 13/01054/MAR	392	354	38	38					
Stewartby, Land east and west of Broadmead Road	97/01163/OUT 14/03135/MAR	610	331	279	100	90	89			
Wixams village 1	99/01645/OUT +RMs	990	986	4	4					
Wixams Village 2	99/01645/OUT	1252	66	1186	120	150	150	150	150	150
Wixams village 4		137	0	137	8	50	50	37		
Wootton, Land south of Fields Road	15/02060/MAF	600	137	463	150	131	120	62		
Wootton, Land north of Fields Road	11/01502/EIA +RMs	610	587	23	23					
Wootton, Land north of Fields Road additional capacity	15/03081/MAF	71	53	18	18					
Town Centre Area Action Plan sites with planning permission										
Bedford Melbourne House, 3 Kingsway	12/01039/MAF 15/02985/M73	128	0	128		0	128			
Allocations and Designations Local Plan sites with planning permission										
Bedford, former University Buildings, off Warwick Avenue	13/02417/MAF	152	82	70	30	20	20			
Great Barford, Land south of Silver St	16/00873/MAF	54	49	5	5					
Windfall Allowance										
Annual supply					1343	1198	1077	553	422	