



BEDFORD
BOROUGH COUNCIL



**Bedford Borough
Five Year Supply of Deliverable Housing Sites
2026/2027 – 2030/2031**

1. Introduction

This report considers the supply of deliverable housing land across Bedford Borough to determine whether sufficient sites are available to meet identified growth targets over the next five years.

The five-year period

- 1.1** The five-year supply period is measured from the start of the current financial year. Year one of the calculation is the year 2026/27 and year five is the year 2030/31.

Approach to the calculation of five-year supply

- 1.2** The government's National Planning Policy Framework (NPPF), published in August 2026, states that:

“Local planning authorities should identify and update annually a supply of specific deliverable sites. This should be sufficient to provide a minimum of five years’ worth of housing, assessed against their housing requirement in the development plan, or against their local housing need (calculated using the standard method) where the development plan housing requirement is more than five years old” (Annex D, paragraph 8).

- 1.3** As the adopted housing requirement from the Local Plan 2030 is now more than five years old, Bedford Borough

Council has assessed its calculated housing need figure, in line with annex D of the NPPF.

- 1.4** Bedford Borough's local housing need figure, as derived from the government's standard method, is 1,251 dwellings per annum¹.
- 1.5** As set out in annex D, paragraph 9 of the NPPF, the government requires an appropriate buffer (moved forward from later in the plan period) to be applied to the housing requirement (including any shortfall). The appropriate buffer to be applied is one of:
- a) 5% to ensure choice and competition in the market for land; or
 - b) 20% where there has been significant under delivery of housing over the previous three years (measured against the Housing Delivery Test, where this indicates that delivery was below 85% of the housing requirement), to improve the prospect of achieving the planned supply; or
 - c) For the purposes of decision-making only, 20% where a local planning authority has a housing requirement adopted in the last five years examined against a version of the Framework published prior to December 2024, and whose annual average housing requirement is 80% or less of the most up to date local housing need figure calculated using the standard method.

¹ The standard method of calculating housing need uses a formula that incorporates a baseline of local housing stock and an upward adjustment to reflect local affordability pressures. This approach, as outlined in national

planning practice guidance (<https://www.gov.uk/guidance/housing-and-economic-development-needs-assessments>) aims to identify the minimum number of homes to be planned for.

Footnote 75 adds “or the housing requirement is more than five years old and the relevant development plan policies have been reviewed and found not to require updating”.

Footnote 76 defines the annual average housing requirement as “the total housing requirement, divided by the number of years in the plan period”.

1.6 For Bedford Borough, option c does not apply. In relation to option b, the most recent Housing Delivery Test result, published in August 2026, shows that the borough has achieved 94% of the housing requirement. As a result, the application of a 20% buffer on the five-year land supply is not required. Therefore, the buffer to be applied is 5% (option a).

1.7 The standard method figure of 1,251 dwellings per annum equates to 6,255 over a five-year period. As set out above, a 5% buffer is required and once applied, results in a five-year housing requirement of 6,568 dwellings.

2. Housing provision to be delivered

2.1 The supply evidenced below is based on the standard method figure of 1,251 dwellings per annum.

Table 1: The 5-year supply calculation.

	Bedford Borough local housing need calculated using the standard method	Total dwellings
A	Annual requirement	1,251
B	Base requirement over next five years A x 5	6,255
C	Five-year requirement plus 5% buffer B + 5%	6,568
D	Revised annual requirement C divided by 5	1,314
E	Deliverable supply over next five years (projected completions in 2026/27, 2027/28, 2028/29, 2029/30 and 2030/31)	2026/27 = 656 2027/28 = 1,046 2028/29 = 818 2029/30 = 868 2030/31 = 868 Total = 4,256
F	Number of years supply (deliverable supply divided by annual target) E divided by D	3.24 years

3. Development sites with the potential to deliver housing

- 3.1** In Bedford Borough, the 5-year target will be met through the delivery of residential dwellings from different types of identified development sites.
- 3.2** 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, which reads:

“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”.

- 3.3** The assessment of deliverable sites draws on Bedford Borough 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.
- 3.4** The types of sites which contribute to the five-year supply are:
- sites with planning permission or with the benefit of prior approval (part 3, class O of the General Permitted Development Order 2015 (as amended));
 - sites with planning permission identified in the Bedford Borough Local Plan (adopted in 2002);
 - sites with planning permission identified in the Allocations and Designations Local Plan (adopted in 2013);
 - sites with planning permission identified in the Bedford Borough Local Plan 2030 (adopted in 2020);
 - sites with planning permission identified in ‘made’ (i.e. formally adopted) Neighbourhood Plans²;
 - additional capacity on allocated sites; and
 - windfall opportunities.

² The current list of adopted Neighbourhood Plans can be found at <https://www.bedford.gov.uk/planning-and-building-control/planning-policy-and-place-making/neighbourhood-planning>.

Windfall

- 3.5** Policy HO3 of the NPPF states that: *“Where an allowance is to be made for windfall sites as part of the identified supply, there should be compelling evidence that they will provide a reliable source of supply. Any allowance should be realistic having regard to the land availability assessment, historic windfall delivery rates and expected future trends.”*
- 3.6** Bedford Borough Council has given due regard to historical windfall delivery rates, the supply of outstanding planning permissions, and anticipated opportunities for new windfall supply in the borough. Despite the national economic uncertainties in recent times, windfall delivery rates have remained relatively high (see appendix 1). There has, however, been a period when fewer planning applications have been received and determined due to other constraints relating to housing supply which are now beginning to ease.
- 3.7** For this reason there is a need for some caution about windfall delivery rates and therefore we have included an annual windfall allowance of 135 dwellings within the deliverable supply. This allowance is lower than the historic trend and is a robust approach.

4. Recent housing delivery

- 4.1** The number of new dwellings that are completed in Bedford Borough are monitored on an annual basis and the results are presented in appendix 2. Appendix 2 also sets out the relevant housing requirement target and the basis for the housing requirement.

5. Specific deliverable sites

- 5.1** Appendix 3 sets out the specific sites that are expected to deliver housing over the five-year period beginning on 1 April 2026.

6. Conclusions

- 6.1** Bedford Borough Council has identified a supply of specific deliverable sites that are likely to deliver an additional 4,256 dwellings in the five-year period. When a 5% buffer is applied, this represents a supply of 3.24 years.



Appendix 1: Windfall analysis

A historic 10-year analysis of completions on non-allocated sites has been undertaken. 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.

Urban and rural area

Year	Net completions on sites of 0-4 dwellings in the urban area	Net completions on sites of 5-24 dwellings in the urban area	Net completions on sites of 0-4 dwellings in the rural area	Total
2016/17	42	141	31	214
2017/18	48	103	33	184
2018/19	21	108	23	152
2019/20	15	80	14	109
2020/21	92	199	68	359
2021/22	14	85	11	110
2022/23	49	127	51	227
2023/24	24	12	32	68
2024/25	18	8	6	32
2025/26	13	48	23	84
Total	336	911	292	1539
10 year average	34	91	29	154

Appendix 2: Recent housing delivery

Year	Total net completions	Relevant housing requirement target	Basis for the housing requirement
2016/17	1255	950	Strategic Housing Market Assessment (updated in 2016)
2017/18	1350	950	Strategic Housing Market Assessment (updated in 2016)
2018/19	1359	970	Strategic Housing Market Assessment (addendum in 2018)
2019/20	1026	970	Bedford Borough Local Plan 2030 (adopted in 2020)
2020/21	1199	970	Bedford Borough Local Plan 2030
2021/22	1019	970	Bedford Borough Local Plan 2030
2022/23	1465	970	Bedford Borough Local Plan 2030
2023/24	689	970	Bedford Borough Local Plan 2030
2024/25	576	970 to 15 January 2025 1,202 from 16 January 2025	Bedford Borough Local Plan 2030 to 15 January 2025 The government's standard method (from 16 January 2025)
2025/26	665	1,251	The government's standard method

Appendix 3: Five-year supply of deliverable sites

					1	2	3	4	5
Site name	Planning application reference ³	Gross number with planning permission	Total number of net completions at 31/3/26	Number of units outstanding at 31/3/26 (net)	2026/27	2027/28	2028/29	2029/30	2030/31
Sites in Bedford and Kempston with planning permission for 25 dwellings and above									
Dallas Road, Bedford	19/02247/MAF	341	0	341		290	51		
Technology House, 239 Ampthill Road, Bedford	24/01734/CPNAA + class AA and MA notifications	105	0	105		18	87		
11 Lurke Street, Bedford	25/01845/CPNMA	26	0	26	26				
Aecom House, 200 Horne Lane, Bedford	25/01001/CPNMA	29	0	29			29		
16 St Cuthberts Street, Bedford	24/02158/CPNMA	40	0	40		40			
Rushmoor School 58-62 Shakespeare Road, Bedford	21/01940/MAF	55	0	55		55			
Sites in the rural area with planning permission for 5 dwellings and above									
Land south of Northampton Road, Bromham	24/00810/MAO	365	0	365			20	80	80
Radwell Hall Farm, Bridge End, Radwell	22/01435/FUL	5	0	5	5				
Land at Bedford Road and High Street, Roxton	22/02545/MAO	50	0	50			25	25	

³ Planning application information can be found at <https://www.bedford.gov.uk/planning-and-building-control/planning-applications/search-plans/search-plans-how-find-planning-documents-and-applications>

BEDFORD BOROUGH: FIVE YEAR SUPPLY OF DELIVERABLE HOUSING SITES

					1	2	3	4	5
Site name	Planning application reference ³	Gross number with planning permission	Total number of net completions at 31/3/26	Number of units outstanding at 31/3/26 (net)	2026/27	2027/28	2028/29	2029/30	2030/31
Land to rear of sheds (eastern and south eastern land parcels), Shortstown	20/00901/EIA	592	472	120	90	30			
Grain Store, Turvey	10/02406/MAO 21/02818/M73	108	54	54	54				
Land at Village Farm, 85 Cotton End Road, Wilstead	24/02231/MAO 25/02560/MAR	95	0	95		45	50		
124 Rushden Road and land rear of 98-124 Rushden Road, Wymington	20/02825/MAO 23/01287/MAR	13	0	12	12				
Key sites with approval subject to section 106 agreement									
Land at College Farm, Shortstown	23/02783/EIA	1100	0	1100			45	100	100
Land at former DVSA site, Shortstown	23/02598/MAO	204	0	204				55	60
Bedford Borough Local Plan 2002 sites with planning permission									
Land north of Bromham Road, Biddenham	01/02199/EIA + RMS	1300	866	434	45	40	50	75	75
Land adjacent to Mercia Road, Great Denham	21/01582/MAF	95	66	29	29				
Land north of The Causeway, Wixams	18/03158/MAF 23/02015/MAF	57	0	57				57	
Wixams Village 2	99/01645/OUT + RMS	1070	1022	48	40				
Wixams Village 3	99/01645/OUT + RMS	564	277	287	90	80	50	50	17

BEDFORD BOROUGH: FIVE YEAR SUPPLY OF DELIVERABLE HOUSING SITES

					1	2	3	4	5
Site name	Planning application reference ³	Gross number with planning permission	Total number of net completions at 31/3/26	Number of units outstanding at 31/3/26 (net)	2026/27	2027/28	2028/29	2029/30	2030/31
Wixams Village 4	16/02595/MAR 19/00546/MAR 23/01008/MAR	145	210	46	40	6			
Bedford Borough Local Plan 2030 sites with planning permission									
Ford End Road, Bedford	24/01244/MAF	107	0	107		72	35		
Land to the rear of Bromham Road, Biddenham	19/01394/MAO 23/01106/MAR	57	0	57	7	25	25		
Land at Graze Hill, Ravensden	19/00593/MAO 21/01901/MAR	163	109	54	30	24			
Stewartby brickworks	18/03022/EIA	1000	0	1000				50	150
Neighbourhood Plan sites with planning permission									
Key service centres									
Beauchamp Park, Bromham	19/01904/MAO	390	0	390				50	75
Milton Road, Clapham	21/00332/EIA	500	0	500				50	100
Hill Farm, Mill Road, Sharnbrook	22/02193/MOF	500	0	500	45	101	96	93	76
Land between Potters Cross and Wootton Road, Wootton	24/02426/MAF	50	0	50		40	10		
Land south of Keeley Lane, Wootton	23/01846/MAF	20	0	20	10	10			
Land on south side of Keeley Lane, Wootton	22/01035/MAO 23/02636/MAR	20	16	4	4				
Rural service centres									
Land to the rear of High Street, Oakley	23/02494/MAO 25/02085/MAR	10	0	10			10		

BEDFORD BOROUGH: FIVE YEAR SUPPLY OF DELIVERABLE HOUSING SITES

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Site name	Planning application reference ³	Gross number with planning permission	Total number of net completions at 31/3/26	Number of units outstanding at 31/3/26 (net)	2026/27	2027/28	2028/29	2029/30	2030/31
Land at Station Road, Oakley	21/02394/MAO 26/01214/MAR	40	0	40		20	20		
Land North of School Lane, Roxton	21/00014/MAO 21/03333/MAR	50	33	17	10	7			
The Beeches and rear of High Street. Thurleigh	20/02155/MAO 23/00386/M73 24/01167/MAR	11	0	10	10				
Mill Rise, Turvey	21/03304/MAF	24	0	24		8	14	2	
Windfall allowance					135	135	135	135	135
Neighbourhood Plan sites without planning permission (capacity estimate)									
Key service centres									
Old Stable Yard Development, Bromham	25/00216/MAF			30			20	10	
Great Barford West, Great Barford	24/02391/MAO			500				25	50
Rural service centres									
Land at Odell Road, Harrold	26/01013/MAF			16			10	6	
Land adjoining Willow Farm, Butler Street, Ravensden	24/02409/MAF			15			10	5	
Housing supply					656	1046	818	868	868
Total housing supply									4,256
Five-year supply in years									3.24

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