



**BEDFORD**  
BOROUGH COUNCIL



**Bedford Borough  
Five Year Supply of Deliverable Housing Sites  
2025/2026 – 2029/2030**

## 1. Introduction

This report considers the supply of housing land in Bedford Borough which is available and deliverable for future residential development 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 2025/26 and year five is the year 2029/30.

### Approach to the calculation of five-year supply

- 1.2** The government's National Planning Policy Framework (NPPF), published in December 2024, 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” (paragraph 78).*

Footnote 39 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 practice guidance.”*

- 1.3** As the adopted strategic policies from the Local Plan 2030 are more than five years old, Bedford Borough Council has assessed its deliverable supply of housing against its calculated local housing need figure.
- 1.4** Bedford Borough's local housing need figure, as derived from the government's standard method, is 1,235 dwellings per annum<sup>1</sup>.
- 1.5** As set out in paragraph 78 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 (as 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) from 1 July 2026, for the purposes of decision-making only, 20% where a local planning authority has a housing requirement adopted in the last five years

<sup>1</sup> 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, aims to identify the minimum number of homes to be planned for.

examined against a previous version of the framework, 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 set out in national planning practice guidance.

Footnote 41 adds “*or the housing requirement is more than five years old and the relevant strategic policies have been reviewed and found not to require updating*”.

Footnote 42 defines the annual average housing requirement as “*the total housing requirement, divided by the number of years in the plan period*”.

- 1.7** For Bedford Borough, option c does not apply at present. In relation to option b, the most recent Housing Delivery Test result, published in December 2024, shows that the borough has achieved 145% of the housing requirement. As a result, there are no consequences for the council and 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).
- 1.8** The standard method figure of 1,235 dwellings per annum equates to 6,175 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 6,484 dwellings.

## 2. Housing provision to be delivered

- 2.1** The supply evidenced below is based on the standard method figure of 1,235 dwellings per annum.

**Table 1: The 5-year supply calculation.**

| Ref      | Bedford Borough local housing need calculated using the standard method                                                     | Total dwellings                                                                                          |
|----------|-----------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------|
| <b>A</b> | <b>Annual requirement</b>                                                                                                   | 1,235                                                                                                    |
| <b>B</b> | <b>Base requirement over next five years</b><br>A x 5                                                                       | 6,175                                                                                                    |
| <b>C</b> | <b>Five-year requirement plus 5% buffer</b><br>B + 5%                                                                       | 6,484                                                                                                    |
| <b>D</b> | <b>Revised annual requirement</b><br>C divided by 5                                                                         | 1,297                                                                                                    |
| <b>E</b> | <b>Deliverable supply over next five years</b><br>(projected completions in 2025/26, 2026/27, 2027/28, 2028/29 and 2029/30) | 2025/26 = 799<br>2026/27 = 888<br>2027/28 = 1,004<br>2028/29 = 994<br>2029/30 = 666<br><br>Total = 4,351 |
| <b>F</b> | <b>Number of years supply</b><br>(deliverable supply divided by annual target)<br><br>E divided by D                        | <b>3.35 years</b>                                                                                        |

## 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 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.

**3.4** 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 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 Neighbourhood Plans;
- additional capacity on allocated sites; and
- windfall opportunities.

### Windfall

**3.5** Paragraph 75 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.”*

- 3.6** 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 likely to deliver housing over the five year period beginning on 1 April 2025.

## 6. Conclusions

- 6.1** Bedford Borough Council has identified a supply of specific deliverable sites that are likely to deliver an additional 4,351 dwellings in the five-year period. When a 5% buffer is applied, this represents a supply of 3.35 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** (Core Strategy and Rural Issues Plan Growth Area up to 2017/18)

| 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 |
|-----------------|-------------------------------------------------------------|--------------------------------------------------------------|-------------------------------------------------------------|-------|
| 2015/16         | 15                                                          | 85                                                           | 22                                                          | 122   |
| 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    |
| Total           | 338                                                         | 948                                                          | 291                                                         | 1577  |
| 10 year average | 34                                                          | 95                                                           | 29                                                          | 158   |

## Appendix 2: Recent housing delivery

| Year    | Total net completions | Relevant housing requirement target                  | Basis for the housing requirement                                                          |
|---------|-----------------------|------------------------------------------------------|--------------------------------------------------------------------------------------------|
| 2014/15 | 828                   | 879                                                  | Core Strategy and Rural Issues Plan (adopted in 2008)                                      |
| 2015/16 | 964                   | 884                                                  | Strategic Housing Market Assessment (published in 2015)                                    |
| 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<br>1,202 from 16 January 2025 | Bedford Borough Local Plan 2030 to 15 January 2025<br>Standard method from 16 January 2025 |

### Appendix 3: Five-year supply of deliverable sites

|                                                                                   |                                                   |                                       |                                            |                                              | 1       | 2       | 3       | 4       | 5       |
|-----------------------------------------------------------------------------------|---------------------------------------------------|---------------------------------------|--------------------------------------------|----------------------------------------------|---------|---------|---------|---------|---------|
| Site name                                                                         | Planning reference                                | Gross number with planning permission | Total number of net completions at 31/3/25 | Number of units outstanding at 31/3/25 (net) | 2025/26 | 2026/27 | 2027/28 | 2028/29 | 2029/30 |
| Sites in Bedford and Kempston with planning permission for 25 dwellings and above |                                                   |                                       |                                            |                                              |         |         |         |         |         |
| Dallas Road, Bedford                                                              | 19/02247/MAF                                      | 341                                   | 0                                          | 341                                          |         | 50      | 130     | 161     |         |
| Technology House, 239 Ampthill Road, Bedford                                      | 21/02895/CPNAA<br>21/01164/CPNO<br>24/01734/CPNAA | 65                                    | 0                                          | 65                                           | 47      |         | 18      |         |         |
| 11 Lurke Street, Bedford                                                          | 22/01137/CPNMA                                    | 26                                    | 0                                          | 26                                           | 26      |         |         |         |         |
| 16 St Cuthberts Street, Bedford                                                   | 24/02158/CPNMA                                    | 40                                    | 0                                          | 40                                           |         |         | 40      |         |         |
| Sites in the rural area with planning permission for 5 dwellings and above        |                                                   |                                       |                                            |                                              |         |         |         |         |         |
| Land off Manor Way, Cotton End                                                    | 23/01600/OUT                                      | 9                                     | 0                                          | 9                                            |         |         | 4       | 5       |         |
| Land north of Roxton Road, Great Barford                                          | 23/00495/REM<br>24/00237/NMA                      | 7                                     | 2                                          | 5                                            | 5       |         |         |         |         |
| Land to the south of Roxton Road, Great Barford                                   | 22/02242/PIP                                      | 5                                     | 0                                          | 5                                            |         |         |         | 5       |         |
| Radwell Hall Farm, Bridge End, Radwell                                            | 22/01435/FUL                                      | 5                                     | 0                                          | 5                                            |         | 5       |         |         |         |
| Land to rear of sheds (eastern and south eastern land parcels), Shortstown        | 20/00901/EIA                                      | 592                                   | 354                                        | 238                                          | 90      | 90      | 58      |         |         |
| Turvey, Grain Store                                                               | 10/02406/MAO<br>21/02818/M73                      | 108                                   | 54                                         | 54                                           | 16      | 28      | 10      |         |         |

# BEDFORD BOROUGH: FIVE YEAR SUPPLY OF DELIVERABLE HOUSING SITES

|                                                                  |                                              |                                       |                                            |                                              | 1       | 2       | 3       | 4       | 5       |
|------------------------------------------------------------------|----------------------------------------------|---------------------------------------|--------------------------------------------|----------------------------------------------|---------|---------|---------|---------|---------|
| Site name                                                        | Planning reference                           | Gross number with planning permission | Total number of net completions at 31/3/25 | Number of units outstanding at 31/3/25 (net) | 2025/26 | 2026/27 | 2027/28 | 2028/29 | 2029/30 |
| North End Farm / Seasons car park, Wilstead                      | 14/00700/MAO                                 | 25                                    | 0                                          | 25                                           |         |         | 15      | 10      |         |
| 124 Rushden Road and land rear of 98-124 Rushden Road, Wymington | 20/02825/MAO<br>23/01287/MAR                 | 13                                    | 0                                          | 12                                           | 12      |         |         |         |         |
| Key sites with approval subject to section 106 contributions     |                                              |                                       |                                            |                                              |         |         |         |         |         |
| Rushmore School, Bedford                                         | 21/01940/MAF                                 | 55                                    | 0                                          | 55                                           |         |         | 55      |         |         |
| Land at former DVSA site, Shortstown                             | 23/02598/MAO                                 | 204                                   | 0                                          | 204                                          |         |         |         | 55      | 60      |
| Local Plan 2002 sites with planning permission                   |                                              |                                       |                                            |                                              |         |         |         |         |         |
| Land north of Bromham Road, Biddenham                            | 01/02199/EIA + RMS                           | 1300                                  | 811                                        | 489                                          | 73      | 75      | 43      | 50      | 50      |
| Land adjacent to Mercia Road, Great Denham                       | 21/01582/MAF                                 | 95                                    | 12                                         | 83                                           | 50      | 33      |         |         |         |
| Land north of The Causeway, Wixams                               | 18/03158/MAF<br>23/02015/MAF                 | 57                                    | 0                                          | 57                                           |         | 57      |         |         |         |
| Wixams Village 2                                                 | 99/01645/OUT + RMS                           | 1070                                  | 967                                        | 103                                          | 40      | 40      | 15      |         |         |
| Wixams Village 3                                                 | 99/01645/OUT + RMS                           | 564                                   | 140                                        | 424                                          | 124     | 153     | 84      | 40      | 23      |
| Wixams Village 4                                                 | 16/02595/MAR<br>19/00546/MAR<br>23/01008/MAR | 145                                   | 171                                        | 85                                           | 45      | 40      |         |         |         |
| Local Plan 2030 sites with planning permission                   |                                              |                                       |                                            |                                              |         |         |         |         |         |
| Land at Gold Lane, Biddenham                                     | 18/00140/MAO<br>21/02820/M73<br>21/03302/MAR | 249                                   | 239                                        | 10                                           | 10      |         |         |         |         |

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|                                                   |                              |                                       |                                            |                                              | 1       | 2       | 3       | 4       | 5       |
|---------------------------------------------------|------------------------------|---------------------------------------|--------------------------------------------|----------------------------------------------|---------|---------|---------|---------|---------|
| Site name                                         | Planning reference           | Gross number with planning permission | Total number of net completions at 31/3/25 | Number of units outstanding at 31/3/25 (net) | 2025/26 | 2026/27 | 2027/28 | 2028/29 | 2029/30 |
| Biddenham, Land to the rear of Bromham Road       | 19/01394/MAO<br>23/01106/MAR | 57                                    | 0                                          | 57                                           |         | 7       | 25      | 25      |         |
| Ravensden, Land at Graze Hill                     | 19/00593/MAO<br>21/01901/MAR | 163                                   | 88                                         | 75                                           | 55      | 20      |         |         |         |
| Neighbourhood Plan sites with planning permission |                              |                                       |                                            |                                              |         |         |         |         |         |
| Key service centres                               |                              |                                       |                                            |                                              |         |         |         |         |         |
| Bromham, Beauchamp Park                           | 19/01904/MAO                 | 390                                   | 0                                          | 390                                          |         |         | 50      | 75      | 75      |
| Bromham, Land at Stagsden Road                    | 17/02242/MAO<br>20/02520/MAR | 80                                    | 76                                         | 4                                            | 4       |         |         |         |         |
| Clapham, Milton Road                              | 21/00332/EIA                 | 500                                   | 0                                          | 500                                          |         |         | 50      | 100     | 100     |
| Sharnbrook, Hill Farm, Mill Road                  | 22/02193/MOF                 | 500                                   | 0                                          | 500                                          |         | 30      | 75      | 90      | 90      |
| Wootton, Land south of Keeley Lane                | 23/01846/MAF                 | 20                                    | 0                                          | 20                                           |         | 15      | 5       |         |         |
| Wootton, Land on south side of Keeley Lane        | 22/01035/MAO<br>23/02636/MAR | 20                                    | 0                                          | 20                                           | 10      | 10      |         |         |         |
| Rural service centres                             |                              |                                       |                                            |                                              |         |         |         |         |         |
| Milton Ernest, Land at Rushden Road               | 23/02638/MAO                 | 25                                    | 0                                          | 25                                           |         |         |         | 10      | 15      |
| Oakley, Land to the rear of High Street           | 23/02494/MAO                 | 10                                    | 0                                          | 10                                           |         |         |         | 10      |         |
| Oakley, Land at Station Road                      | 21/02394/MAO                 | 40                                    | 0                                          | 40                                           |         | 20      | 20      |         |         |
| Roxton, Land North of School Lane                 | 21/00014/MAO<br>21/03333/MAR | 50                                    | 23                                         | 27                                           | 20      | 7       |         |         |         |
| Thurleigh, Land adj 67 High Street                | 19/00711/MAO<br>22/00370/MAR | 20                                    | 12                                         | 8                                            | 8       |         |         |         |         |

# BEDFORD BOROUGH: FIVE YEAR SUPPLY OF DELIVERABLE HOUSING SITES

| Site name                                                                | Planning reference                           | Gross number with planning permission | Total number of net completions at 31/3/25 | Number of units outstanding at 31/3/25 (net) | 1<br>2025/26 | 2<br>2026/27 | 3<br>2027/28 | 4<br>2028/29 | 5<br>2029/30 |
|--------------------------------------------------------------------------|----------------------------------------------|---------------------------------------|--------------------------------------------|----------------------------------------------|--------------|--------------|--------------|--------------|--------------|
| The Beeches and rear of High Street. Thurleigh                           | 20/02155/MAO<br>23/00386/M73<br>24/01167/MAR | 11                                    | 0                                          | 10                                           | 4            | 6            |              |              |              |
| Mill Rise, Turvey                                                        | 21/03304/MAF                                 | 24                                    | 0                                          | 24                                           |              | 8            | 14           | 2            |              |
| Carlton Road, Turvey                                                     | 23/00019/MAO                                 | 25                                    | 0                                          | 25                                           |              |              | 10           | 15           |              |
| Land between Sandy Road and Wood Lane, Willington                        | 20/02151/MAO<br>23/01034/MAR                 | 50                                    | 6                                          | 44                                           | 25           | 19           |              |              |              |
| Windfall allowance                                                       |                                              | Number of units                       |                                            |                                              | 135          | 135          | 135          | 135          | 135          |
| Local Plan 2030 sites without planning permission                        |                                              |                                       |                                            |                                              |              |              |              |              |              |
| Sites within the urban area                                              |                                              |                                       |                                            |                                              |              |              |              |              |              |
| Greyfriars                                                               | 20/00140/MAO                                 | 250                                   |                                            |                                              |              |              |              | 50           | 50           |
| Mowbray Road                                                             |                                              | 107                                   |                                            |                                              |              |              | 53           | 36           | 18           |
| Edge of urban area                                                       |                                              |                                       |                                            |                                              |              |              |              |              |              |
| Lodge Hill                                                               |                                              | 50                                    |                                            |                                              |              |              | 25           | 25           |              |
| 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           | 50           |
| Land between Potters Cross and Wootton Road, Wootton                     | 24/02426/MAF                                 |                                       |                                            | 50                                           |              | 40           | 10           |              |              |
| Land at Tinkers Corner, Wootton                                          |                                              |                                       |                                            | 15                                           |              |              | 15           |              |              |
| Rural service centres                                                    |                                              |                                       |                                            |                                              |              |              |              |              |              |

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|                                                      |                    |                                       |                                            |                                              | 1          | 2          | 3           | 4          | 5            |
|------------------------------------------------------|--------------------|---------------------------------------|--------------------------------------------|----------------------------------------------|------------|------------|-------------|------------|--------------|
| Site name                                            | Planning reference | Gross number with planning permission | Total number of net completions at 31/3/25 | Number of units outstanding at 31/3/25 (net) | 2025/26    | 2026/27    | 2027/28     | 2028/29    | 2029/30      |
| Land north of the Old Rectory, Bletsoe               |                    |                                       |                                            | 3                                            |            |            |             | 3          |              |
| Land at Odell Road, Harrold                          |                    |                                       |                                            | 17                                           |            |            |             | 17         |              |
| Land adjoining Willow Farm, Butler Street, Ravensden | 24/02409/MAF       |                                       |                                            | 15                                           |            |            |             | 15         |              |
|                                                      |                    |                                       |                                            |                                              |            |            |             |            |              |
| <b>Housing supply</b>                                |                    |                                       |                                            |                                              | <b>799</b> | <b>888</b> | <b>1004</b> | <b>994</b> | <b>666</b>   |
| <b>Total housing supply</b>                          |                    |                                       |                                            |                                              |            |            |             |            | <b>4,351</b> |
| <b>Five-year supply in years</b>                     |                    |                                       |                                            |                                              |            |            |             |            | <b>3.35</b>  |

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