



BEDFORD
BOROUGH COUNCIL

5 YEAR SUPPLY OF DELIVERABLE HOUSING SITES

2024/25 - 2028/29

January 2025

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 five 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 2024/25 and year five is the year 2028/29.

Approach to the calculation of five year supply

- 1.3 Paragraph 78 of the National Planning Policy Framework (NPPF) 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.³⁹” 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.”
- 1.4 As Bedford Borough Council’s adopted strategic policies from the Local Plan 2030 are more than five years old, the Council assesses its deliverable supply of housing against its calculated local housing need figure.
- 1.5 Bedford Borough’s local housing need figure, as derived from the government’s standard method, is 1,202 dwellings per annum.
- 1.6 As set out in paragraph 78, the NPPF 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 examined against a previous version of this Framework⁴¹, and whose annual average housing requirement⁴² 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 Council has achieved 145%. 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 1,202 dwellings per annum equates to 6,010 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 6,311 dwellings.

2. Housing provision to be delivered

2.1 The supply evidenced below is based on the standard method figure of 1,202 dwellings per annum.

Table 1: The 5 year supply calculation.

	Bedford Borough local housing need calculated using the standard method	
A	Annual requirement	1,202
B	Base requirement over next five years A x 5	6,010
C	Five year requirement plus 5% buffer B + 5%	6,311
D	Revised annual requirement C divided by 5	1,262
E	Deliverable supply over next five years (projected completions in 2024/25, 2025/26, 2026/27, 2027/28 and 2028/29)	2024/25 = 707 2025/26 = 803 2026/27 = 897 2027/28 = 902 2028/29 = 1062 Total = 4,371
F	Number of years supply (deliverable supply divided by annual target) E divided by D	3.46 years

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 2024 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.

- 3.2 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.

- 3.3 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 the Allocations and Designations Local Plan 2013
- Sites with planning permission identified in the Bedford Borough Local Plan 2030
- Sites with planning permission identified in made Neighbourhood Plans
- Additional capacity on allocated sites
- Windfall

Windfall

- 3.4 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.”
- 3.5 The 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 2). 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.
- 3.6 For this reason there is a need for some caution about windfall delivery rates and therefore the Council has 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. 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 1 April 2024.

5. Conclusions

- 5.1 The Council has identified a supply of specific deliverable sites that are likely to deliver an additional 4,371 dwellings in the five-year period. When a 5% buffer is applied this represents a supply of 3.46 years.

Appendix 1: Recent housing delivery

Year	Total completions	Relevant housing requirement target	Basis for the housing requirement
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
2019/20	1026	970	Bedford Borough Local Plan 2030
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

Appendix 2: 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
2014/15	23	77	22	122
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
Total	343	1017	307	1667
10 year average	34	102	31	167

Appendix 3: Five year supply of deliverable sites

					1	2	3	4	5
Site name	Planning ref	Gross number with planning permission	Total number of net completions at 31/3/24	Number of units outstanding at 31/3/24 (net)	2024/25	2025/26	2026/27	2027/28	2028/29
Sites in Bedford and Kempston with planning permission for 25 dwellings and above									
Bedford, Dallas Road	19/02247/MAF	341	0	341			50	130	161
Bedford, AECOM House, 200 Horne Lane	21/02136/CPNO	28	0	28	28				
Bedford, 11 Lurke Street	22/01137/CPNMA	26	0	26		26			
Bedford, 1 Lurke Street	23/01315/CPNMA	26	0	26	26				
Sites in the rural area with planning permission for 5 dwellings and above									
Great Barford, Land north of Roxton Road	23/00495/REM 24/00237/NMA	7	0	7		7			
Milton Ernest The Old Maltings	16/01397/FUL	6	0	6	6				
Radwell, Radwell Hall Farm, Bridge End	22/01435/FUL	5	0	5			5		
Shortstown, Land r/o sheds (eastern and south eastern land parcels)	20/00901/EIA	592	271	321	85	88	90	58	
Turvey, Grain Store	10/02406/MAO 21/02818/M73	108	54	54		16	28	10	
Wilstead, Land rear of 25 to 39 Howard Close	19/01019/MAO 21/03124/MAR	30	15	15	15				

					1	2	3	4	5
Site name	Planning ref	Gross number with planning permission	Total number of net completions at 31/3/24	Number of units outstanding at 31/3/24 (net)	2024/25	2025/26	2026/27	2027/28	2028/29
Wilstead, North End Farm / Seasons car park	14/00700/MAO	25	0	25				15	10
Wymington, 124 Rushden Road and land rear of 98-124 Rushden Road	20/02825/MAO 23/01287/MAR	13	0	12		12			
Key sites with approval subject to Section 106									
Bedford, Rushmore School	21/01940/MAF	55	0	55					55
Local Plan 2002 sites with planning permission									
Biddenham, Land north of Bromham Road	01/02199/EIA + RMS	1300	735	565	53	73	75	95	56
Great Denham, Land adjacent to Mercia Road	21/01582/MAF	95	0	95	20	50	25		
Wixams, Land north of The Causeway	18/03158/MAF	57	0	57		57			
Wixams Village 2	99/01645/OUT + RMS	1070	948	122	40	40	34		
Wixams Village 3	99/01645/OUT + RMS	564	18	546	110	110	94	85	85
Wixams Village 4	16/02595/MAR 19/00546/MAR 23/01008/MAR	145	145	111	6	50	50	5	
Local Plan 2030 sites with planning permission									
Biddenham, Land at Gold Lane	21/02820/M73 21/03302/MAR	249	184	65	65				

					1	2	3	4	5
Site name	Planning ref	Gross number with planning permission	Total number of net completions at 31/3/24	Number of units outstanding at 31/3/24 (net)	2024/25	2025/26	2026/27	2027/28	2028/29
Biddenham, Land to the rear of Bromham Road	19/01394/MAO 23/01106/MAR	40	0	40				20	20
Ravensden, Land at Graze Hill	21/01901/MAR	163	46	117	55	55	7		
Neighbourhood Plan sites with planning permission									
Bromham, Beauchamp Park	19/01904/MAO	390	0	390			50	75	75
Bromham, Land at Stagsden Road	20/02520/MAR	80	59	21	21				
Carlton, Land at the Causeway	21/02406/FUL	9	7	2	2				
Oakley, Land at Station Road	21/02394/MAO	40	0	40			20	20	
Roxton, Land North of School Lane	21/00014/MAO 21/03333/MAR	50	0	50	30	20			
Thurleigh, Land adj 67 High Street	19/00711/MAO 22/00370/MAR	20	0	20	10	10			
Thurleigh, The Beeches and rear of High Street	20/02155/MAO 23/00386/M73	11	0	10		4	6		
Wootton, Land south of Keeley Lane	22/01035/MAO 23/02636/MAR	20	0	20		10	10		
Willington, Land between Sandy Road and Wood Lane	20/02151/MAO 23/01034/MAR	50	0	50		25	25		
Windfall					135	135	135	135	135
Local Plan 2030 sites without planning permission		Number of units							
Sites within the urban area									
Greyfriars	20/00140/MAO	250							50

					1	2	3	4	5
Site name	Planning ref	Gross number with planning permission	Total number of net completions at 31/3/24	Number of units outstanding at 31/3/24 (net)	2024/25	2025/26	2026/27	2027/28	2028/29
Borough Hall and Prebend Street		225							50
Mowbray Road		118					40	40	38
Edge of urban area									
Lodge Hill		50					25	25	
Neighbourhood Plan sites without planning permission				Capacity estimate					
Key service centres									
Bromham, Old Stable Yard Development				30					30
Clapham, Milton Road	21/00332/EIA			500				50	100
Great Barford, Great Barford West				500				25	50
Sharnbrook, Hill Farm, Mill Road	22/02193/MOF			500		15	50	75	75
Wootton, Land between Potters Cross and Wootton Road				50			40	10	
Wootton, Land south of Keeley Lane	23/01846/MAF			20			15	5	
Wootton, Land at Tinkers Corner				15			15		
Rural service centres									
Bletsoe, Land north of the Old Rectory				3					3
Harrold, Land at Odell Road				17					17
Milton Ernest, Land at Rushden Road	23/02638/MAO			25					10

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