

Greater Cambridge Local Plan strategic spatial options assessment: Housing Delivery Study

Interim Findings

Greater Cambridge Shared Planning

November 2020

Quality information

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Table of Contents

1. Executive Summary	6
Progress update on the wider study	6
Summary of review of spatial options	6
Issues arising from the wider work so far	43
2. Introduction	44
Assessment of strategic options and spatial scenarios	44
Methodology	45
Surveys	46
Workshops	47
Limitations	47
3. Analysis	48
Comparison of baseline trajectory to housing requirement options	48
Stepped annual housing requirement	51
Commentary on overall levels of growth	55
Commentary on spatial options	71
4. Interim Conclusions	107
Next steps	108
Appendix 1 Delivery analysis of the 24 spatial options	109
Option 1a: Densification of existing urban areas (Minimum)	110
Option 1b: Densification of existing urban areas (Medium)	113
Option 1c: Densification of existing urban areas (Maximum)	116
Option 2a: Edge of Cambridge – outside the Green Belt (Minimum)	119
Option 2b: Edge of Cambridge – outside the Green Belt (Medium)	122
Option 2c: Edge of Cambridge – outside the Green Belt (Maximum)	125
Option 3a: Edge of Cambridge – Green Belt (Minimum)	128
Option 3b: Edge of Cambridge – Green Belt (Medium)	131
Option 3c: Edge of Cambridge – Green Belt (Maximum)	134
Option 4a: Dispersal – new settlements (Minimum)	137
Option 4b: Dispersal – new settlements (Medium)	140
Option 4c: Dispersal – new settlements (Maximum)	143
Option 5a: Dispersal – villages (Minimum)	146
Option 5b: Dispersal – villages (Medium)	149
Option 5c: Dispersal – villages (Maximum)	152
Option 6a: Public transport corridors (Minimum)	155
Option 6b: Public transport corridors (Medium)	158
Option 6c: Public transport corridors (Maximum)	161
Option 7a: Supporting a high-tech corridor by integrating homes and jobs (Minimum)	164
Option 7b: Supporting a high-tech corridor by integrating homes and jobs (Medium)	167
Option 7c: Supporting a high-tech corridor by integrating homes and jobs (Maximum)	170
Option 8a: Expanding a growth area around transport nodes (Minimum)	173

Option 8b: Expanding a growth area around transport nodes (Medium).....	176
Option 8c: Expanding a growth area around transport nodes (Maximum)	179
Appendix 2 Lead in times and build out rates	183
Appendix 3 Historic Delivery Rates	190
Appendix 4 Stepped housing requirement case studies	191
Cambridge Local Plan (adopted October 2018) and South Cambridgeshire Local Plan (adopted September 2018).....	193
Vale of White Horse Local Plan Part 1 (adopted December 2016).....	195
Guildford Local Plan 2015-2034 (adopted April 2019).....	196
Arun Local Plan 2011-31 (adopted July 2018)	197
Melton Local Plan (adopted 2018)	199
Poole Local Plan (adopted November 2018).....	201
West Oxfordshire Local Plan 2031 (adopted September 2018)	203
Oxford City Local Plan 2016-36 (adopted June 2020)	204
Thanet Local Plan 2031 (adopted July 2020).....	205
Conclusions for the Greater Cambridge Local Plan	206
Appendix 5 Literature Review.....	208

Figures

Figure 2.1: Local Plan Process	45
Figure 3.1: Baseline trajectory vs emerging housing requirements from 2020/21	49
Figure 3.2: Baseline housing trajectory comparison against different requirement options.....	49
Figure 3.3: Historic delivery in Greater Cambridge 2002/03-2018/19	51
Figure 3.4: Milton Keynes Council House Completions in Designated Area 1981- 2020	56

Tables

Table 1.1 Pros and Cons of the 24 different spatial options	9
Table 3.1: Comparison of the housing requirement options against average historic delivery 2002/03-2018/19.....	51
Table 3.2: Completions by tenure, 2011/12-2018/19, Greater Cambridge.....	58
Table 3.3: Completions by Size, 2011/12-2018/19	60
Table 3.4: Sales of Homes, New Build and Existing Stock, 2011/12-2018/19	62
Table 3.6: New Build Sales by Type, 2011/12-2018/19, Greater Cambridge	63
Table 3.6: Completions and Sales compared to Housing Stock, Greater Cambridge	63
Table 3.7: Detailed Components of Housing Completions, 2011/12-2018/19, Greater Cambridge.....	64
Table 3.8: Pros and cons of the different housing requirement options	69
Table 3.9: Spatial Options Commentary	73

1. Executive Summary

- 1.1 AECOM and HDH Planning and Development were appointed by the Greater Cambridge Shared Planning Service in August 2020 to undertake research on housing delivery to provide evidence to support the emerging Greater Cambridge Local Plan, feeding in to the Housing and Economic Land Availability Assessment (HELAA) process and updates to the Greater Cambridge housing trajectory.
- 1.2 This Interim Findings and Spatial Options Commentary report provide the preliminary views of the consultant team drawing on research to date and providing professional judgements on the emerging three growth level options for homes and jobs and eight strategic (non-site specific) spatial options.

Progress update on the wider study

- 1.3 The Housing Delivery Study commenced in August 2020, to date a literature review of relevant secondary sources and initial analysis of GCSP-held data has been conducted, alongside the distribution of a questionnaire sent to local and national stakeholders involved in the housing and development industry and drawn from the private, public and third sectors (550 consultees).
- 1.4 A series of workshops and one to one interviews are scheduled to take place in November 2020 with a series of respondents identified by the GCSP client team and consultant team as key stakeholders (individuals or organisations with an in-depth knowledge of the housing market and development industry). Following the principal primary data collection phase a draft final report shall then be prepared and shared with the GCSP client team prior to being finalised.

Summary of review of spatial options

- 1.5 The interim findings in this report utilise the Councils' existing assumptions of build out rates and lead-in times for estimating housing trajectories and calculating five-year housing land supply positions at plan adoption (assumed to be 1st April 2025 for the purpose of providing a baseline for this report). The final report will revisit the spatial options using updated lead-in times and build-out rate assumptions based on desktop research of comparator locations and engagement with developers and agents in the local market.
- 1.6 Using the Councils' distribution of development for each of the eight spatial options and the levels of growth at each location for the three housing growth level options, 24 unique housing trajectories have been prepared to assess housing deliverability over the plan period. In terms of the **housing growth level options** (across all eight spatial options):
 - The Minimum option (1,743 dwellings per annum, or dpa) is largely met by existing commitments (existing Local Plan allocations and planning permissions) and the windfall allowance over the plan period as a whole, however the supply is front-loaded before 2031, the end date of the existing Local Plans. As a result the additional supply is needed after 2031 to sustain delivery and ensure a sufficient buffer to enable delivery of the

housing requirement (additional sites are needed post 2031 to deliver approximately 400-500 dpa).

- The Medium option (1,996 dpa) requires additional supply of approximately 5,500 dwellings, alongside the existing commitments and windfall allowance. A relatively small amount of additional supply is needed from around 2028/29 onwards to provide a five-year housing land supply at plan adoption, and significantly more supply is needed from 2033/34 onwards (additional sites are needed post 2033/34 to deliver around 750 dpa).
- The Maximum option (2,711 dpa) requires additional supply of approximately 20,500 dwellings, alongside the existing commitments and windfall allowance. In this option, the Councils would begin the plan period (from 2020/21) with a shortfall in housing supply due to the significant increase in housing requirement both compared to the annual housing requirement of 1,675 dwellings in the adopted Local Plans 2018 and the historical average observed in Greater Cambridge between 2002/03 and 2018/19 of 1,439 dpa, an increase of 62% and 88% respectively. Under the Planning Practice Guidance (PPG) this shortfall should be met within the first five years of the plan (2025/26-2030/31)¹, however the scale of the shortfall in combination with the significantly higher annual housing requirement means the Councils would need to pursue either a stepped annual housing requirement over the plan period or the use of the Liverpool method for calculating their five-year supply for the majority of the spatial options (using the Councils' assumptions of distribution of development, build-out rates and lead-in times) to be able to demonstrate a five year housing land supply at plan adoption.

- 1.7 It is important to note, and as outlined by the Councils in their Greater Cambridge Local Plan: strategic spatial options for testing – methodology document, that the Councils' working assumption for all of the Maximum spatial options is that the historic build-out rate of sites in Greater Cambridge would need to be increased at strategic sites (500dpa, rather than the 250dpa agreed during Examination and in subsequent updates to the Greater Cambridge Housing Trajectory) to enable sustainable choices for the distribution of growth to be made. For the purposes of this interim report, this assumption is applied as outlined by the Councils in each of the options. Based on our initial research average build out rates in excess of 300 dpa will only be possible with significant interventions and/or alternative delivery models.
- 1.8 Secondary sources and emerging primary research suggests that a traditional market-led approach would be unlikely to exceed an average of 300 dpa over the duration of the build-out period. Furthermore the delivery profile of strategic sites is not "flat", instead it increases over time to a "peak" in the middle before then decelerating. The final report will provide alternative trajectories using revised assumptions but based on the interim findings to date **we do not believe that any of the eight Maximum spatial options are likely to be deliverable in practice** based on current market conditions and the UK housing market's traditional routes to delivery. We do believe that an annual housing requirement that is higher than the Medium option may be achievable, but we are not yet able to advise on what level of growth may be deliverable at

¹ Unless an alternative approach can be justified (i.e. the Liverpool method)

this stage of the study in advance of more detailed testing and engagement with the development industry.

- 1.9 Notwithstanding the overarching comments above about the high build-out rate assumptions of all of the Maximum options, the table below summarises the various pros and cons of the **different spatial options** in terms of housing delivery, which all have Minimum (a), Medium (b) and Maximum (c) variants (discussed in more detail in **Appendix 1**).

Table 1.1 Pros and Cons of the 24 different spatial options

Option Focus and Description	Pros	Cons	Other comments
1a. Densification (Minimum) Option focus source of supply <ul style="list-style-type: none"> North East Cambridge (delivery by 2041 assumption, using historic delivery rates) Cambridge urban area (low density) – not total capacity, only enough dwellings to fulfil balance to find 	<ul style="list-style-type: none"> Housing would be provided closest to many of the existing and proposed employment opportunities. Ability to provide private rented supply (Build to Rent) as well as housing for ownership and affordable housing. Ability to provide specialist housing if required e.g. older persons extra care because of existing facilities, services and amenities. Ability to deliver sufficient small sites to meet the NPPF paragraph 68 requirement. Market absorption into the established Cambridge housing market may allow high build out rates. Able to demonstrate a five-year housing land supply at plan adoption (using the Councils' assumptions of build-out rates and lead-in times). 	<ul style="list-style-type: none"> Densification would deliver a greater proportion of smaller units in urban locations, which is not likely to deliver the required mix of housing to meet full market demand (which will require a proportion of larger homes – including some wheelchair accessible homes - and homes in other locations). This would not be conducive to maximising build-out rates. Already high percentage of new builds within Cambridge (c.25% of all sales) - may limit ability to expand market. There may be a risk to relying on delivery from North East Cambridge during the middle part of the plan period subject to progress in the process to relocate the Cambridge Wastewater Treatment Plant. The relocation of the works has secured government funding through the Housing Investment Fund and Anglian Water has started the process of preparing a Development Control Order 	<ul style="list-style-type: none"> The trajectory for this option generally over-delivers against the annual requirement until 2032/33. Additional longer-term sources of supply would ensure the annual requirement is met throughout the plan period.

Option Focus and Description	Pros	Cons	Other comments
<p>1b. Densification (Medium)</p> <p>Option focus source of supply</p> <ul style="list-style-type: none"> • North East Cambridge (delivery by 2041 assumption, using historic delivery rates) • Cambridge urban area (medium density) <p>Additional sources of supply to make up balance</p> <ul style="list-style-type: none"> • Cambridge Airport (initial phase post 2030, outside Green Belt, using historic delivery rates) • Edge of Cambridge - Green Belt (equivalent to one site / broad location, using historic delivery rates) – not total capacity, only enough dwellings to fulfil balance to find 	<ul style="list-style-type: none"> • Housing would be provided closest to many of the existing and proposed employment opportunities. • Ability to provide private rented supply (Build to Rent) as well as housing for ownership and affordable housing. • Ability to provide specialist housing if required e.g. older persons extra care because of existing facilities, services and amenities. • Ability to deliver sufficient small sites to meet the NPPF paragraph 68 requirement. • Able to demonstrate a five-year housing land supply at plan adoption (using the Councils' assumptions of build-out rates and lead-in times). • Market absorption into the 	<p>for an alternative site. The level of confidence in the availability and deliverability of the site should be kept under review during the plan making process.</p> <ul style="list-style-type: none"> • Concern that there may not be sufficient HELAA capacity to support the medium option alongside the windfall allowance. • Densification would deliver a greater proportion of smaller units in urban locations, which is not likely to deliver the required mix of housing to meet full market demand (which will require a proportion of larger homes – including some wheelchair accessible homes - and homes in other locations). This would not be conducive to maximising build-out rates. • Already high percentage of new builds within Cambridge (c.25% of all sales) - may limit ability to expand market. • There may be a risk to relying on delivery from North East Cambridge during the middle 	<ul style="list-style-type: none"> • Under this option the Councils have assumed that the balance would be made up by development at Cambridge Airport. There may be a risk to relying on housing delivery from Cambridge Airport during the middle of the plan period, notwithstanding that Marshall recently confirmed to the Councils its commitment to relocate and seeks to demonstrate the availability and deliverability of the site, whilst being keen to stress that no final decisions have yet been made. It advises that it has a signed option agreement at Cranfield Airport, Bedford and that there would be no commercial, planning, technical or regulatory impediment to a move to Cranfield and vacant

Option Focus and Description	Pros	Cons	Other comments
	<p>established Cambridge housing market may allow high build out rates.</p>	<p>part of the plan period subject to progress in the process to relocate the Cambridge Wastewater Treatment Plant. The relocation of the works has secured government funding through the Housing Investment Fund and Anglian Water has started the process of preparing a Development Control Order for an alternative site. The level of confidence in the availability and deliverability of the site should be kept under review during the plan making process.</p>	<p>possession is anticipated by 2030. The position should be kept under review during the plan making process as appropriate. Alternative options to deliver in the middle of the plan period could include additional new settlements or Green Belt urban extensions to Cambridge.</p> <ul style="list-style-type: none"> • If Cambridge Airport and North East Cambridge were delivered concurrently it may result in a degree of competition, however there is considerable scope to ensure that the sites are sufficiently differentiated in terms of housing type and size to provide sufficient choice in the market.
<p>1c. Densification (Maximum) N.B. Assumes additional delivery by 2041 at committed new settlements. Option focus source of supply</p> <ul style="list-style-type: none"> • North East Cambridge (delivery by 2041 assumption, using 	<ul style="list-style-type: none"> • Housing would be provided closest to many of the existing and proposed employment opportunities. • Ability to provide private rented supply (Build to Rent) as well as housing for ownership and affordable 	<ul style="list-style-type: none"> • Concern that there may not be sufficient HELAA capacity to support the maximum option alongside the windfall allowance. • Densification would deliver a greater proportion of smaller units in urban locations, which 	<ul style="list-style-type: none"> • Under this option the Councils have assumed that the balance would be made up by development at Cambridge Airport. There may be a risk to relying on housing delivery from Cambridge Airport during the middle of the plan

Option Focus and Description	Pros	Cons	Other comments
<p>delivery rates as included in the housing trajectory in the draft North East Cambridge Area Action Plan (July 2020))</p> <ul style="list-style-type: none"> Cambridge urban area (at high density) <p>Additional sources of supply to make up balance</p> <ul style="list-style-type: none"> Cambridge airport (initial phase post 2030, outside Green Belt, higher delivery rates) – delivery by 2041 constrained to provide only enough dwellings to fulfil balance to find 	<p>housing.</p> <ul style="list-style-type: none"> Ability to provide specialist housing if required e.g. older persons extra care because of existing facilities, services and amenities. Ability to deliver sufficient small sites to meet the NPPF paragraph 68 requirement. Market absorption into the established Cambridge housing market may allow high build out rates. Able to demonstrate a five-year housing land supply at plan adoption (using the Councils' assumptions of build-out rates and lead-in times). 	<p>is not likely to deliver the required mix of housing to meet full market demand (which will require a proportion of larger homes – including some wheelchair accessible homes - and homes in other locations). This would not be conducive to maximising build-out rates.</p> <ul style="list-style-type: none"> Already high percentage of new builds within Cambridge (c.25% of all sales) - may limit ability to expand market. There may be a risk to relying on delivery from North East Cambridge during the middle part of the plan period subject to progress in the process to relocate the Cambridge Wastewater Treatment Plant. The relocation of the works has secured government funding through the Housing Investment Fund and Anglian Water has started the process of preparing a Development Control Order for an alternative site. The level of confidence in the availability and deliverability of the site should be kept under review 	<p>period, notwithstanding that Marshall recently confirmed to the Councils its commitment to relocate and seeks to demonstrate the availability and deliverability of the site, whilst being keen to stress that no final decisions have yet been made. It advises that it has a signed option agreement at Cranfield Airport, Bedford and that there would be no commercial, planning, technical or regulatory impediment to a move to Cranfield and vacant possession is anticipated by 2030. The position should be kept under review during the plan making process as appropriate.</p>

Option Focus and Description	Pros	Cons	Other comments
		<p>during the plan making process.</p> <ul style="list-style-type: none"> The Councils' have assumed that build-out rates at new settlements and strategic sites can be doubled to 500dpa for the purposes of testing the spatial options from the 250dpa agreed during the formulation of the current Local Plans. Initial research from other local authorities in the OxCam Arc shows that an average of 300dpa is the highest delivery rate expected to be delivered at a strategic site in those other housing trajectories and is considered a reasonable assumption to use (without the Councils committing to more interventionist approaches to increase delivery on future sites). It is unlikely that significantly more dwellings can be built per annum on existing committed strategic sites (and indeed attempts to do so may extend lead-in times where proposals are well-progressed), therefore further site allocations will be required to deliver the 	

Option Focus and Description	Pros	Cons	Other comments
		requirement by 2041.	
<p>2a. Edge of Cambridge - Non Green Belt (Minimum)</p> <p>Option focus source of supply</p> <ul style="list-style-type: none"> Cambridge airport (initial phase post 2030, outside Green Belt, using historic delivery rates) <p>Additional sources of supply to make up balance</p> <ul style="list-style-type: none"> North East Cambridge (delivery by 2041 assumption, using historic delivery rates) One village site at a Rural Centre outside of the Green Belt to make up balance to find 	<ul style="list-style-type: none"> Close geographical proximity between key employment locations and homes which will ensure that housing delivery is responsive to job creation, meeting demand from in-migrants. Ability to provide housing for ownership and affordable housing. Opportunity to offer self/custom build. Ability to provide specialist housing if required e.g. older persons extra care because of existing facilities, services and amenities. Marginal five-year housing land supply at plan adoption (using the Councils' assumptions of build-out rates and lead-in times). 	<ul style="list-style-type: none"> There may be a risk to relying on housing delivery from Cambridge Airport during the middle of the plan period, notwithstanding that Marshall recently confirmed to the Councils its commitment to relocate and seeks to demonstrate the availability and deliverability of the site, whilst being keen to stress that no final decisions have yet been made. It advises that it has a signed option agreement at Cranfield Airport, Bedford and that there would be no commercial, planning, technical or regulatory impediment to a move to Cranfield and vacant possession is anticipated by 2030. The position should be kept under review during the plan making process as appropriate. Likely not able to deliver sufficient small sites to meet the NPPF paragraph 68 requirement. 	<ul style="list-style-type: none"> Under this option the Councils have assumed that the balance would be made up by development at North East Cambridge. There may be a risk to relying on delivery from North East Cambridge during the middle part of the plan period subject to progress in the process to relocate the Cambridge Wastewater Treatment Plant. The relocation of the works has secured government funding through the Housing Investment Fund and Anglian Water has started the process of preparing a Development Control Order for an alternative site. The level of confidence in the availability and deliverability of the site should be kept under review during the plan making process. Alternative options to deliver in the middle of the plan period could include additional new settlements or

Option Focus and Description	Pros	Cons	Other comments
<p>2b. Edge of Cambridge - Non Green Belt (Medium)</p> <p>Option focus source of supply</p> <ul style="list-style-type: none"> Cambridge airport (initial phase post 2030, outside Green Belt, using historic delivery rates) <p>Additional sources of supply to make up balance</p> <ul style="list-style-type: none"> North East Cambridge (delivery by 2041 assumption, using historic delivery rates) Two smaller new settlements of 4,500 dwellings on public transport corridors to meet the balance to find (delivery by 2041, using historic delivery rates) Balance to find spread across the Rural Centre (30%) and Minor Rural Centres (70%) outside of the Green Belt 	<ul style="list-style-type: none"> Close geographical proximity between key employment locations and homes which will ensure that housing delivery is responsive to job creation, meeting demand from in-migrants. Ability to provide housing for ownership and affordable housing. Opportunity to offer self/custom build. Ability to provide specialist housing if required e.g. older persons extra care because of existing facilities, services and amenities. 	<ul style="list-style-type: none"> There may be a risk to relying on housing delivery from Cambridge Airport during the middle of the plan period, notwithstanding that Marshall recently confirmed to the Councils its commitment to relocate and seeks to demonstrate the availability and deliverability of the site, whilst being keen to stress that no final decisions have yet been made. It advises that it has a signed option agreement at Cranfield Airport, Bedford and that there would be no commercial, planning, technical or regulatory impediment to a move to Cranfield and vacant possession is anticipated by 2030. The position should be kept under review during the plan making process as appropriate. Marginally not able to demonstrate a five-year housing land supply at plan adoption (4.99 years) (using the 	<p>Green Belt urban extensions to Cambridge.</p> <ul style="list-style-type: none"> The balance to find under this scenario spreads development across villages which could deliver sufficient small sites to meet the NPPF paragraph 68 requirement. Without this approach the small sites requirement would not be met under this option. Under this option the Councils have assumed that the balance would be made up by development at North East Cambridge. There may be a risk to relying on delivery from North East Cambridge during the middle part of the plan period subject to progress in the process to relocate the Cambridge Wastewater Treatment Plant. The relocation of the works has secured government funding through the Housing Investment Fund and Anglian Water has started the process of preparing a Development Control Order for an

Option Focus and Description	Pros	Cons	Other comments
		<p>Councils' assumptions of lead-in times and build-out rates).</p> <ul style="list-style-type: none"> • Timing and delivery of infrastructure risk if incremental village extensions result in unsustainable patterns of growth i.e. poorly connected/served communities could harm build/sales rates. 	<p>alternative site. The level of confidence in the availability and deliverability of the site should be kept under review during the plan making process.</p> <ul style="list-style-type: none"> • Alternative options to deliver in the middle of the plan period could include additional new settlements or Green Belt urban extensions to Cambridge. • Potentially less likely to deliver private rented supply e.g. Build to Rent as development would be in less accessible locations, though North East Cambridge would be suitable for this tenure. • The two new settlements would compete with the committed new settlements from 2030 onwards when a total of six new settlements would be under construction, selling a similar product in similar locations. This may see a reduction in the build-out rate as a result.

Option Focus and Description	Pros	Cons	Other comments
<p>2c. Edge of Cambridge - Non Green Belt (Maximum)</p> <p>N.B. Assumes additional delivery by 2041 at committed new settlements.</p> <p>Option focus source of supply</p> <ul style="list-style-type: none"> Cambridge airport (initial phase post 2030, outside Green Belt, using higher delivery rates) <p>Additional sources of supply to make up balance</p> <ul style="list-style-type: none"> North East Cambridge (delivery by 2041 assumption, using delivery rates as included in the housing trajectory in the draft North East Cambridge Area Action Plan (July 2020)) One larger new settlement of 9,000 dwellings on a public transport corridor (delivery by 2041, using higher delivery rates but constrained to ensure that the strategic option homes total equals the balance to find. This does not affect the total homes all time figure) One smaller new settlement of 4,500 dwellings on a public transport corridor (delivery by 	<ul style="list-style-type: none"> Close geographical proximity between key employment locations and homes which will ensure that housing delivery is responsive to job creation, meeting demand from in-migrants. Ability to provide housing for ownership and affordable housing. Opportunity to offer self/custom build. Ability to provide specialist housing if required e.g. older persons extra care because of existing facilities, services and amenities. Marginal five-year housing land supply at plan adoption (using the Councils' assumptions of build-out rates and lead-in times). 	<ul style="list-style-type: none"> There may be a risk to relying on housing delivery from Cambridge Airport during the middle of the plan period, notwithstanding that Marshall recently confirmed to the Councils its commitment to relocate and seeks to demonstrate the availability and deliverability of the site, whilst being keen to stress that no final decisions have yet been made. It advises that it has a signed option agreement at Cranfield Airport, Bedford and that there would be no commercial, planning, technical or regulatory impediment to a move to Cranfield and vacant possession is anticipated by 2030. The position should be kept under review during the plan making process as appropriate. Likely not able to deliver sufficient small sites to meet the NPPF paragraph 68 requirement. The Councils' have assumed that build-out rates at new 	<ul style="list-style-type: none"> Under this option the Councils have assumed that the balance would be made up by development at North East Cambridge. There may be a risk to relying on delivery from North East Cambridge during the middle part of the plan period subject to progress in the process to relocate the Cambridge Wastewater Treatment Plant. The relocation of the works has secured government funding through the Housing Investment Fund and Anglian Water has started the process of preparing a Development Control Order for an alternative site. The level of confidence in the availability and deliverability of the site should be kept under review during the plan making process. Alternative options to deliver in the middle of the plan period could include additional new settlements or Green Belt urban extensions

Option Focus and Description	Pros	Cons	Other comments
2041, using higher delivery rates but constrained to ensure that the strategic option homes total equals the balance to find. This does not affect the total homes all time figure)		settlements and strategic sites can be doubled to 500dpa for the purposes of testing the spatial options from the 250dpa agreed during the formulation of the current Local Plans. Initial research from other local authorities in the OxCam Arc shows that an average of 300dpa is the highest delivery rate expected to be delivered at a strategic site in those other housing trajectories and is considered a reasonable assumption to use (without the Councils committing to more interventionist approaches to increase delivery on future sites). It is unlikely that significantly more dwellings can be built per annum on existing committed strategic sites (and indeed attempts to do so may extend lead-in times where proposals are well-progressed), therefore further site allocations will be required to deliver the requirement by 2041.	to Cambridge. <ul style="list-style-type: none"> Potentially less likely to deliver private rented supply e.g. Build to Rent as development would be in less accessible locations, though North East Cambridge would be suitable for this tenure. The proposed new settlements would compete with the committed new settlements from 2030 onwards when a total of five new settlements would be under construction, selling a similar product in similar locations. This may see a reduction in the build-out rate as a result.
3a. Edge of Cambridge - Green Belt (Minimum)	<ul style="list-style-type: none"> Close geographical proximity between key employment 	<ul style="list-style-type: none"> Lead-in times extended compared to other options due 	-

Option Focus and Description	Pros	Cons	Other comments
<p>Option focus source of supply</p> <ul style="list-style-type: none"> Edge of Cambridge - Green Belt (equivalent to three sites / broad locations, with development limited to ensure that the strategic option homes total equals the balance to find) 	<p>locations and homes which will ensure that housing delivery is responsive to job creation, meeting demand from in-migrants.</p> <ul style="list-style-type: none"> Ability to provide housing for ownership and affordable housing. Opportunity to offer self/custom build. Ability to provide specialist housing if required e.g. older persons extra care because of existing facilities, services and amenities. Able to demonstrate a five-year housing land supply at plan adoption (using the Councils' assumptions of lead-in times and build-out rates). 	<p>to the requirement to release Green Belt land through an adopted plan before applications can be approved (i.e. applications cannot be "twin-tracked" during plan-making unless "very special circumstances" can be demonstrated).</p> <ul style="list-style-type: none"> Would not be likely to meet the small sites requirement under NPPF paragraph 68. Green Belt site allocations are less likely to involve incremental urban extensions, and more likely to involve large-scale release where justified by exceptional circumstances. The sites would likely be delivering concurrently, competing with one another, which could reduce market absorption. 	
<p>3b. Edge of Cambridge - Green Belt (Medium)</p> <p>Option focus source of supply</p> <ul style="list-style-type: none"> Edge of Cambridge - Green Belt (equivalent to five sites / broad locations, using historic delivery 	<ul style="list-style-type: none"> Close geographical proximity between key employment locations and homes which will ensure that housing delivery is responsive to job creation, meeting demand 	<ul style="list-style-type: none"> Lead-in times extended compared to other options due to the requirement to release Green Belt land through an adopted plan before applications can be approved (i.e. applications cannot be 	<ul style="list-style-type: none"> The balance to find from Cambridge urban area could be increased to improve the five-year housing land supply position at plan adoption.

Option Focus and Description	Pros	Cons	Other comments
<p>rates)</p> <p>Additional sources of supply to make up balance</p> <ul style="list-style-type: none"> Minimal balance to find located within Cambridge urban area 	<p>from in-migrants.</p> <ul style="list-style-type: none"> Ability to provide housing for ownership and affordable housing. Wide range of dwelling types and sizes likely, supporting higher delivery rates. Opportunity to offer self/custom build. Ability to provide specialist housing if required e.g. older persons extra care because of existing facilities, services and amenities. 	<p>“twin-tracked” during plan-making unless “very special circumstances” can be demonstrated).</p> <ul style="list-style-type: none"> Marginally unable to demonstrate a five-year housing land supply at plan adoption (4.99 years) (using the Councils’ assumptions of lead-in times and build-out rates). Potential for the Green Belt site allocations to compete with each other and reduce delivery rates under this scenario as they would be delivering a similar product in a similar location concurrently at scale. Would not be likely to meet the small sites requirement under NPPF paragraph 68. Green Belt site allocations are less likely to involve incremental urban extensions, and more likely to involve large-scale release where justified by exceptional circumstances. 	
<p>3c. Edge of Cambridge - Green Belt (Maximum)</p> <p>N.B. Assumes additional delivery</p>	<ul style="list-style-type: none"> Close geographical proximity between key employment locations and homes which 	<ul style="list-style-type: none"> Lead-in times extended compared to other options due to the requirement to release 	-

Option Focus and Description	Pros	Cons	Other comments
<p>by 2041 at committed new settlements.</p> <p>Option focus source of supply</p> <ul style="list-style-type: none"> • Edge of Cambridge - Green Belt (equivalent to five sites / broad locations, using higher delivery rates, with development limited to ensure the strategic option equals the balance to find) 	<p>will ensure that housing delivery is responsive to job creation, meeting demand from in-migrants.</p> <ul style="list-style-type: none"> • Ability to provide housing for ownership and affordable housing. • Wide range of dwelling types and sizes likely, supporting higher delivery rates. • Opportunity to offer self/custom build. • Ability to provide specialist housing if required e.g. older persons extra care because of existing facilities, services and amenities. 	<p>Green Belt land through an adopted plan before applications can be approved (i.e. applications cannot be “twin-tracked” during plan-making unless “very special circumstances” can be demonstrated).</p> <ul style="list-style-type: none"> • Not able to demonstrate a five-year housing land supply at plan adoption (using the Councils’ assumptions of lead-in times and build-out rates) due to a significant shortfall prior to plan adoption and not consistently meeting the annual requirement until 2033/34, which would require a stepped annual housing requirement and/or Liverpool method. • Potential for the Green Belt site allocations to compete with each other and reduce delivery rates under this scenario as they would be delivering a similar product in a similar location concurrently at scale. • Would not be likely to meet the small sites requirement under NPPF paragraph 68. Green Belt 	

Option Focus and Description	Pros	Cons	Other comments
		<p>site allocations are less likely to involve incremental urban extensions, and more likely to involve large-scale release where justified by exceptional circumstances.</p> <ul style="list-style-type: none"> • The Councils' have assumed that build-out rates at new settlements and strategic sites can be doubled to 500dpa for the purposes of testing the spatial options from the 250dpa agreed during the formulation of the current Local Plans. Initial research from other local authorities in the OxCam Arc shows that an average of 300dpa is the highest delivery rate expected to be delivered at a strategic site in those other housing trajectories and is considered a reasonable assumption to use (without the Councils committing to more interventionist approaches to increase delivery on future sites). It is unlikely that significantly more dwellings can be built per annum on existing committed strategic sites (and 	

Option Focus and Description	Pros	Cons	Other comments
		indeed attempts to do so may extend lead-in times where proposals are well-progressed), therefore further site allocations will be required to deliver the requirement by 2041.	
4a. New Settlements (Minimum) Option focus source of supply <ul style="list-style-type: none"> Two smaller new settlements of 4,500 dwellings on a public transport corridor (delivery by 2041, using historic delivery rates constrained to ensure that the strategic option homes total equals the balance to find. This does not affect the total homes all time figure). 	<ul style="list-style-type: none"> Opportunities to deliver new housing at scale in the mid-latter parts of the plan period. Ability to provide housing for ownership and affordable housing. Opportunity to offer self/custom build. Able to demonstrate a five-year housing land supply at plan adoption (using the Councils' assumptions of lead-in times and build-out rates). Potentially less likelihood of directly competing sites if new settlements are located sufficiently distant from existing committed new settlements. 	<ul style="list-style-type: none"> Competition with existing committed new settlement sites in the mid-latter part of the plan period may saturate the local housing market with similar products in similar locations, thus reducing build-out rates. Less likely to deliver private rented supply e.g. Build to Rent as development would be in potentially less accessible locations and further from Cambridge where demand is higher. Less likely to deliver specialist e.g. older persons housing or delivered later in phasing when community centre complete. Not likely to deliver sufficient small sites to meet the NPPF paragraph 68 requirement. 	-
4b. New Settlements (Medium) Option focus source of supply	<ul style="list-style-type: none"> Opportunities to deliver new housing at scale in the mid- 	<ul style="list-style-type: none"> Competition with existing committed new settlement sites 	-

Option Focus and Description	Pros	Cons	Other comments
<ul style="list-style-type: none"> Three new settlements on public transport corridors (delivery by 2041, using historic delivery rates constrained ensure that the strategic option homes total equals the balance to find. This does not affect the total homes all time figures), including: <ul style="list-style-type: none"> Two larger new settlements of 9,000 dwellings One smaller new settlement of 4,500 dwellings One smaller new settlement of 4,500 homes on the road network (delivery by 2041, using historic delivery rates constrained ensure that the strategic option homes total equals the balance to find. This does not affect the total homes all time figures) 	<p>latter parts of the plan period.</p> <ul style="list-style-type: none"> Ability to provide housing for ownership and affordable housing. Opportunity to offer self/custom build. Potentially less likelihood of directly competing sites if new settlements are located sufficiently distant from existing committed new settlements. 	<p>in the mid-latter part of the plan period may saturate the local housing market with similar products in similar locations, thus reducing build-out rates.</p> <ul style="list-style-type: none"> Less likely to deliver private rented supply e.g. Build to Rent as development would be in potentially less accessible locations and further from Cambridge where demand is higher. Less likely to deliver specialist e.g. older persons housing or delivered later in phasing when community centre complete. Not likely to deliver sufficient small sites to meet the NPPF paragraph 68 requirement. Unable to demonstrate a five-year housing land supply at plan adoption (using the Councils' assumptions of lead-in times and build-out rates), requiring more short-term allocations or a stepped annual housing requirement. 	
4c. New Settlements (Maximum) Option focus source of supply	<ul style="list-style-type: none"> Opportunities to deliver new housing at scale in the mid- 	<ul style="list-style-type: none"> Competition with existing committed new settlement sites 	-

Option Focus and Description	Pros	Cons	Other comments
<ul style="list-style-type: none"> Three new settlements on public transport corridors (delivery by 2041, using higher delivery rates constrained ensure that the strategic option homes total equals the balance to find. This does not affect the total homes all time figures), including: <ul style="list-style-type: none"> Two larger new settlements of 9,000 dwellings One smaller new settlement of 4,500 dwellings One smaller new settlement of 4,500 homes on the road network (delivery by 2041, using higher delivery rates constrained ensure that the strategic option homes total equals the balance to find. This does not affect the total homes all time figures) 	<p>latter parts of the plan period.</p> <ul style="list-style-type: none"> Ability to provide housing for ownership and affordable housing. Opportunity to offer self/custom build. Potentially less likelihood of directly competing sites if new settlements are located sufficiently distant from existing committed new settlements. 	<p>in the mid-latter part of the plan period may saturate the local housing market with similar products in similar locations, thus reducing build-out rates.</p> <ul style="list-style-type: none"> Less likely to deliver private rented supply e.g. Build to Rent as development would be in potentially less accessible locations and further from Cambridge where demand is higher. Less likely to deliver specialist e.g. older persons housing or delivered later in phasing when community centre complete. Not likely to deliver sufficient small sites to meet the NPPF paragraph 68 requirement. Unable to demonstrate a five-year housing land supply at plan adoption (using the Councils' assumptions of lead-in times and build-out rates), requiring more short-term allocations or a stepped annual housing requirement. The Councils' have assumed that build-out rates at new 	

Option Focus and Description	Pros	Cons	Other comments
		<p>settlements and strategic sites can be doubled to 500dpa for the purposes of testing the spatial options from the 250dpa agreed during the formulation of the current Local Plans. Initial research from other local authorities in the OxCam Arc shows that an average of 300dpa is the highest delivery rate expected to be delivered at a strategic site in those other housing trajectories and is considered a reasonable assumption to use (without the Councils committing to more interventionist approaches to increase delivery on future sites). It is unlikely that significantly more dwellings can be built per annum on existing committed strategic sites (and indeed attempts to do so may extend lead-in times where proposals are well-progressed), therefore further site allocations will be required to deliver the requirement by 2041.</p>	
<p>5a. Villages (Minimum) Option focus source of supply</p>	<ul style="list-style-type: none"> A dispersal approach to the villages is likely to result in 	<ul style="list-style-type: none"> Additional housing delivery through new allocations is 	-

Option Focus and Description	Pros	Cons	Other comments
<ul style="list-style-type: none"> • 40% of balance to find at Rural Centres • 40% of balance to find at Minor Rural Centres (while this the same percentage of growth in total, because there are many more Minor Rural Centres than Rural Centres the absolute growth in each village is significantly greater for each Rural Centre). • 17% of balance to find at Group villages • 3% of balance to find at Infill villages 	<p>multiple smaller sites that are likely to be deliverable in the short-medium term.</p> <ul style="list-style-type: none"> • Greater potential to allocate small sites to meet the NPPF paragraph 68 requirement. • Able to demonstrate a five-year housing land supply at plan adoption (using the Councils' assumptions of lead-in times and build-out rates). • Deferring a proportion of site allocations (i.e. not all) to Neighbourhood Plans could spread delivery across the plan period and would be less likely to result in the loss of a five-year housing land supply. • Possible to deliver specialist housing if required e.g. older persons housing. • Would provide a wider choice of housing in the market for people in terms of size and location. Development in the villages is not likely to compete significantly with existing committed new 	<p>mainly required in the mid-latter part of the plan period. This option mainly delivers medium-term sites in villages, so would not be adding supply at the latter part of the plan period.</p> <ul style="list-style-type: none"> • Market-led sites are less likely to deliver affordable housing because some small sites will fall below the threshold for contributions and/or registered providers unable/unwilling to manage small numbers. • A highly dispersed growth pattern would lead to less concentrated infrastructure investment because growth would be distributed across numerous settlements over a broad geographical area. • Fewer small dwellings are likely to be delivered, especially apartments, limiting delivery rates overall. • Smaller sites are unlikely to deliver private rented supply e.g. Build to Rent. • Greater market delivery at villages would likely result in a 	

Option Focus and Description	Pros	Cons	Other comments
	settlements and therefore would maximise the market absorption rate.	reduction in the number of rural exception sites for affordable housing taken forward.	
5b. Villages (Medium) Option focus source of supply <ul style="list-style-type: none"> • 40% of balance to find at Rural Centres • 40% of balance to find at Minor Rural Centres (while this the same percentage of growth in total, because there are many more Minor Rural Centres than Rural Centres the absolute growth in each village is significantly greater for each Rural Centre). • 17% of balance to find at Group villages • 3% of balance to find at Infill villages 	<ul style="list-style-type: none"> • A dispersal approach to the villages is likely to result in multiple smaller sites that are likely to be deliverable in the short-medium term. • Greater potential to allocate small sites to meet the NPPF paragraph 68 requirement. • Able to demonstrate a five-year housing land supply at plan adoption (using the Councils' assumptions of lead-in times and build-out rates). • Deferring a proportion of site allocations (i.e. not all) to Neighbourhood Plans could spread delivery across the plan period and would be less likely to result in the loss of a five-year housing land supply. • Possible to deliver specialist housing if required e.g. older persons housing. 	<ul style="list-style-type: none"> • Additional housing delivery through new allocations is mainly required in the mid-latter part of the plan period. This option mainly delivers medium-term sites in villages, so would not be adding supply at the latter part of the plan period. • Market-led sites are less likely to deliver affordable housing because some small sites will fall below the threshold for contributions and/or registered providers unable/unwilling to manage small numbers. • A highly dispersed growth pattern would lead to less concentrated infrastructure investment because growth would be distributed across numerous settlements over a broad geographical area. • Fewer small dwellings likely to be delivered, especially apartments, limiting delivery rates overall. 	-

Option Focus and Description	Pros	Cons	Other comments
<p>5c. Villages (Maximum) N.B. High growth option assumes additional delivery by 2041 at committed new settlements. Option focus source of supply</p> <ul style="list-style-type: none"> • 40% of balance to find at Rural Centres • 40% of balance to find at Minor Rural Centres (while this the same percentage of growth in total, because there are many more Minor Rural Centres than Rural Centres the absolute growth in each village is significantly greater for each Rural Centre). • 17% of balance to find at Group villages • 3% of balance to find at Infill villages 	<ul style="list-style-type: none"> • A dispersal approach to the villages is likely to result in multiple smaller sites that are likely to be deliverable in the short-medium term. • Greater potential to allocate small sites to meet the NPPF paragraph 68 requirement. • Able to demonstrate a five-year housing land supply at plan adoption (using the Councils' assumptions of lead-in times and build-out rates). • Deferring a proportion of site allocations (i.e. not all) to Neighbourhood Plans could spread delivery across the plan period and would be less likely to result in the loss of a five-year housing land supply. 	<ul style="list-style-type: none"> • Smaller sites are unlikely to deliver private rented supply e.g. Build to Rent. • Greater market delivery at villages would likely result in a reduction in the number of rural exception sites for affordable housing taken forward. • Additional housing delivery through new allocations is mainly required in the mid-latter part of the plan period. This option mainly delivers medium-term sites in villages, so would not be adding supply at the latter part of the plan period. • Market-led sites are less likely to deliver affordable housing because some small sites will fall below the threshold for contributions and/or registered providers unable/unwilling to manage small numbers. • A highly dispersed growth pattern would lead to less concentrated infrastructure investment because growth would be distributed across numerous settlements over a 	-

Option Focus and Description	Pros	Cons	Other comments
	<ul style="list-style-type: none"> Possible to deliver specialist housing if required e.g. older persons housing. 	<p>broad geographical area.</p> <ul style="list-style-type: none"> Fewer small dwellings likely to be delivered, especially apartments, limiting delivery rates overall. Smaller sites are unlikely to deliver private rented supply e.g. Build to Rent. Greater market delivery at villages would likely result in a reduction in the number of rural exception sites for affordable housing taken forward. The Councils' have assumed that build-out rates at new settlements and strategic sites can be doubled to 500dpa for the purposes of testing the spatial options from the 250dpa agreed during the formulation of the current Local Plans. Initial research from other local authorities in the OxCam Arc shows that an average of 300dpa is the highest delivery rate expected to be delivered at a strategic site in those other housing trajectories and is considered a reasonable assumption to use (without the 	

Option Focus and Description	Pros	Cons	Other comments
6a. Public Transport Corridors (Minimum)	<ul style="list-style-type: none"> • Good commuting relationship between jobs and houses to meet demand where it exists. • Development in accessible villages, urban extensions and new settlements provides opportunities for higher density, build-to-rent, and affordable housing. Can also tie in village locations along the corridors where larger family/executive homes may be appropriate, maximising the opportunities for higher build-out rates. • Able to demonstrate a five-year housing land supply at 	<p>Councils committing to more interventionist approaches to increase delivery on future sites). It is unlikely that significantly more dwellings can be built per annum on existing committed strategic sites (and indeed attempts to do so may extend lead-in times where proposals are well-progressed), therefore further site allocations will be required to deliver the requirement by 2041.</p>	<ul style="list-style-type: none"> • Balance to find at eighteen villages could be increased to reduce risks resulting from delay or under-delivery at North East Cambridge.
<p>Option focus source of supply</p> <ul style="list-style-type: none"> • North East Cambridge (delivery by 2041 assumption, using historic delivery rates) • One smaller new settlement of 4,500 homes on a public transport corridor (delivery by 2041, using historic delivery rates constrained ensure that the strategic option homes total equals the balance to find. This does not affect the total homes all time figure). • Minimal balance to find spread 			

Option Focus and Description	Pros	Cons	Other comments
across eighteen villages sited along existing or proposed public transport corridors	plan adoption (using the Councils' assumptions of build-out rates and lead-in times).	of confidence in the availability and deliverability of the site should be kept under review during the plan making process.	
6b. Public Transport Corridors (Medium) Option focus source of supply <ul style="list-style-type: none"> • North East Cambridge (delivery by 2041 assumption, using historic delivery rates) • One larger new settlement of 9,000 homes on a public transport corridor (delivery by 2041, using historic delivery rates) • Balance to find spread across eighteen villages sited along existing or proposed public transport corridors 	<ul style="list-style-type: none"> • Good commuting relationship between jobs and houses to meet demand where it exists. • Development in accessible villages, urban extensions and new settlements provides opportunities for higher density, build-to-rent, and affordable housing. Can also tie in village locations along the corridors where larger family/executive homes may be appropriate, maximising the opportunities for higher build-out rates. • Sites at the eighteen villages would be likely to deliver sufficient small sites to meet the NPPF paragraph 68 requirement. • Providing development in the villages (alongside an urban extension and a new settlement) will provide a wider choice of housing in the 	<ul style="list-style-type: none"> • Marginally does not demonstrate a five-year housing land supply at plan adoption (4.9 years) (using the Councils' assumptions of lead-in times and build-out rates), however it would do with a smoother trajectory for village allocations delivering sooner after plan adoption. • There may be a risk to relying on delivery from North East Cambridge during the middle part of the plan period subject to progress in the process to relocate the Cambridge Wastewater Treatment Plant. The relocation of the works has secured government funding through the Housing Investment Fund and Anglian Water has started the process of preparing a Development Control Order for an alternative site. The level of confidence in the availability and deliverability of the site 	-

Option Focus and Description	Pros	Cons	Other comments
	market for people in terms of size and location and will increase the market absorption rate.	should be kept under review during the plan making process.	
<p>6c. Public Transport Corridors (Maximum)</p> <p>N.B. Assumes additional delivery by 2041 at committed new settlements.</p> <p>Option focus source of supply</p> <ul style="list-style-type: none"> • North East Cambridge (delivery by 2041 assumption, using delivery rates as included in the housing trajectory in the draft North East Cambridge Area Action Plan (July 2020)) • One larger new settlement of 9,000 homes on a public transport corridor (delivery by 2041, using higher delivery rates) • Balance to find spread across eighteen villages sited along existing or proposed public transport corridors 	<ul style="list-style-type: none"> • Good commuting relationship between jobs and houses to meet demand where it exists. • Development in accessible villages, urban extensions and new settlements provides opportunities for higher density, build-to-rent, and affordable housing. Can also tie in village locations along the corridors where larger family/executive homes may be appropriate, maximising the opportunities for higher build-out rates. • Able to demonstrate a five-year housing land supply at plan adoption (using the Councils' assumptions of build-out rates and lead-in times). • Site at the eighteen villages would be likely to deliver sufficient small sites to meet the NPPF paragraph 68 	<ul style="list-style-type: none"> • There may be a risk to relying on delivery from North East Cambridge during the middle part of the plan period subject to progress in the process to relocate the Cambridge Wastewater Treatment Plant. The relocation of the works has secured government funding through the Housing Investment Fund and Anglian Water has started the process of preparing a Development Control Order for an alternative site. The level of confidence in the availability and deliverability of the site should be kept under review during the plan making process. • The Councils' have assumed that build-out rates at new settlements and strategic sites can be doubled to 500dpa for the purposes of testing the spatial options from the 250dpa agreed during the formulation of the current Local Plans. Initial 	-

Option Focus and Description	Pros	Cons	Other comments
	<p>requirement.</p> <ul style="list-style-type: none"> • Providing development in the villages (alongside an urban extension and a new settlement) will provide a wider choice of housing in the market for people in terms of size and location and will increase the market absorption rate. 	<p>research from other local authorities in the OxCam Arc shows that an average of 300dpa is the highest delivery rate expected to be delivered at a strategic site in those other housing trajectories and is considered a reasonable assumption to use (without the Councils committing to more interventionist approaches to increase delivery on future sites). It is unlikely that significantly more dwellings can be built per annum on existing committed strategic sites (and indeed attempts to do so may extend lead-in times where proposals are well-progressed), therefore further site allocations will be required to deliver the requirement by 2041.</p>	
<p>7a. Supporting a high-tech corridor by integrating homes and jobs (southern cluster) (Minimum)</p> <p>Option focus source of supply</p> <ul style="list-style-type: none"> • One smaller new settlement of 4,500 homes on a public transport corridor within the 	<ul style="list-style-type: none"> • Good commuting relationship between jobs and houses to meet demand where it exists. • Mix of sites and focus on the south of the city will reduce competition with committed new settlements to the north and west of Cambridge, 	<ul style="list-style-type: none"> • Reliance on performance of the high-tech sectors of the economy in this location and demand for homes tied to this. • Estimated annual completions are consistently below the annual housing requirement from 2032/33 onwards which 	

Option Focus and Description	Pros	Cons	Other comments
<p>southern cluster area (delivery by 2041, using historic delivery rates)</p> <ul style="list-style-type: none"> Balance to find distributed equally between the five villages located within the core southern cluster area that are also on a public transport corridor. 	<p>minimising absorption rate issues.</p> <ul style="list-style-type: none"> Opportunities for higher density, build-to-rent, and affordable housing. Can also tie in village locations along the corridors where larger family/executive homes may be appropriate, maximising the opportunities for higher build-out rates. Able to demonstrate a five-year housing land supply at plan adoption (using the Councils' assumptions of lead-in times and build-out rates). Will deliver small sites in villages to help meet the NPPF paragraph 68 requirement. 	<p>would result in the need for additional mid-longer term allocations to avoid losing a five-year housing land supply.</p>	
<p>7b. Supporting a high-tech corridor by integrating homes and jobs (southern cluster) (Medium)</p> <p>Option focus source of supply</p> <ul style="list-style-type: none"> One smaller new settlement of 4,500 homes on a public transport corridor within the 	<ul style="list-style-type: none"> Good commuting relationship between jobs and houses to meet demand where it exists. Mix of sites and focus on the south of the city will reduce competition with committed new settlements to the north and west of Cambridge, 	<ul style="list-style-type: none"> Reliance on performance of the high-tech sectors of the economy in this location and demand for homes tied to this. Marginally does not demonstrate a five-year housing land supply at plan adoption (4.9 years) (using the 	

Option Focus and Description	Pros	Cons	Other comments
<p>southern cluster area (delivery by 2041, using historic delivery rates)</p> <ul style="list-style-type: none"> Balance to find spread across five villages sited along existing or proposed public transport corridors within the core southern cluster area (70%), and further villages within Southern Cluster core area not on PT corridors (including Group villages (20%) and Infill villages (10%). 	<p>minimising absorption rate issues.</p> <ul style="list-style-type: none"> Opportunities for higher density, build-to-rent, and affordable housing. Can also tie in village locations along the corridors where larger family/executive homes may be appropriate, maximising the opportunities for higher build-out rates. Will deliver small sites in villages to help meet the NPPF paragraph 68 requirement. 	<p>Councils' assumptions of lead-in times and build-out rates), however it would do with a smoother trajectory for village allocations delivering sooner after plan adoption.</p> <ul style="list-style-type: none"> A dispersed growth pattern to villages could lead to less concentrated infrastructure investment because growth would be distributed across numerous settlements over a broad geographical area. 	
<p>7c. Supporting a high-tech corridor by integrating homes and jobs (southern cluster) (Maximum)</p> <p>N.B. Assumes additional delivery by 2041 at committed new settlements.</p> <p>Option focus source of supply</p> <ul style="list-style-type: none"> One larger new settlement of 9,000 homes on a public transport corridor within the southern cluster (delivery by 2041, using higher delivery rates) 	<ul style="list-style-type: none"> Good commuting relationship between jobs and houses to meet demand where it exists. Mix of sites and focus on the south of the city will reduce competition with committed new settlements to the north and west of Cambridge, minimising absorption rate issues. Opportunities for higher density, build-to-rent, and affordable housing. Can also tie in village locations along 	<ul style="list-style-type: none"> Reliance on performance of the high-tech sectors of the economy in this location and demand for homes tied to this. Not able to demonstrate a five-year housing land supply at plan adoption (using the Councils' assumptions of lead-in times and build-out rates). A dispersed growth pattern to villages could lead to less concentrated infrastructure investment because growth would be distributed across 	<ul style="list-style-type: none"> Under this option the Councils have assumed that the balance would be made up by high delivery rates at North East Cambridge and Cambridge Airport. There may be a risk to relying on housing delivery from Cambridge Airport during the middle of the plan period, notwithstanding that Marshall recently confirmed to the Councils its commitment to relocate and seeks to

Option Focus and Description	Pros	Cons	Other comments
<ul style="list-style-type: none"> Balance to find spread equally across five villages sited at existing or proposed public transport nodes within the southern cluster. <p>Additional sources of supply to make up balance</p> <ul style="list-style-type: none"> Cambridge airport (initial phase post 2030, outside Green Belt, using higher delivery rates) North East Cambridge (delivery by 2041 assumption, using delivery rates constrained to ensure that the strategic option homes total equals the balance to find. This does not affect the total homes all time figure). 	<p>the corridors where larger family/executive homes may be appropriate, maximising the opportunities for higher build-out rates.</p> <ul style="list-style-type: none"> Will deliver small sites in villages to help meet the NPPF paragraph 68 requirement. 	<p>numerous settlements over a broad geographical area.</p> <ul style="list-style-type: none"> The Councils' have assumed that build-out rates at new settlements and strategic sites can be doubled to 500dpa for the purposes of testing the spatial options from the 250dpa agreed during the formulation of the current Local Plans. Initial research from other local authorities in the OxCam Arc shows that an average of 300dpa is the highest delivery rate expected to be delivered at a strategic site in those other housing trajectories and is considered a reasonable assumption to use (without the Councils committing to more interventionist approaches to increase delivery on future sites). It is unlikely that significantly more dwellings can be built per annum on existing committed strategic sites (and indeed attempts to do so may extend lead-in times where proposals are well-progressed), therefore further site allocations 	<p>demonstrate the availability and deliverability of the site, whilst being keen to stress that no final decisions have yet been made. It advises that it has a signed option agreement at Cranfield Airport, Bedford and that there would be no commercial, planning, technical or regulatory impediment to a move to Cranfield and vacant possession is anticipated by 2030. The position should be kept under review during the plan making process as appropriate.</p> <ul style="list-style-type: none"> There may be a risk to relying on delivery from North East Cambridge during the middle part of the plan period subject to progress in the process to relocate the Cambridge Wastewater Treatment Plant. The relocation of the works has secured government funding through the Housing Investment Fund and Anglian Water has started the process

Option Focus and Description	Pros	Cons	Other comments
		will be required to deliver the requirement by 2041.	<p>of preparing a Development Control Order for an alternative site. The level of confidence in the availability and deliverability of the site should be kept under review during the plan making process.</p> <ul style="list-style-type: none"> Alternative options to deliver in the middle of the plan period could include additional new settlements or Green Belt urban extensions to Cambridge.
<p>8a. Expanding a growth area around transport nodes (Minimum)</p> <p>Option focus source of supply</p> <ul style="list-style-type: none"> Expansion of Cambourne by the equivalent of one smaller new settlement (delivery by 2041, using historic delivery rates) <ul style="list-style-type: none"> completions and commitments + 4,500 dwellings = 11,300 (and close to further development of 3,500 at Bourn Airfield New Village) Balance to find spread across 	<ul style="list-style-type: none"> Good commuting relationship between jobs and houses to meet demand where it exists. Opportunities for higher density, build-to-rent, and affordable housing. Can also tie in village locations along the corridors where larger family/executive homes may be appropriate, maximising the opportunities for higher build-out rates. Able to demonstrate a five-year housing land supply at plan adoption (using the 	<ul style="list-style-type: none"> The lead-in times for strategic transport infrastructure delivery such as East-West Rail, the proposed new station at Cambourne and Cambridgeshire Autonomous Metro may delay housing delivery until after the infrastructure is operational. The annual housing requirement is not met in any year from 2033/34 onwards which would require additional longer-term sites to avoid the loss of a five-year housing land 	-

Option Focus and Description	Pros	Cons	Other comments
three villages sited along the A428 public transport corridor	<p>Councils' assumptions of lead-in times and build-out rates).</p> <ul style="list-style-type: none"> • New development in the villages (alongside new settlements) would provide a wider choice of housing in the market for people in terms of size and location, and therefore maximise the market absorption rate. • Development at A428 villages provides opportunities for small site delivery to meet NPPF paragraph 68 requirement. 	<p>supply later in the plan period.</p> <ul style="list-style-type: none"> • A new settlement expanding Cambourne would deliver additional housing that is fairly similar to the existing commitments, and it is expected to be delivering alongside Cambourne West and Bourn Airfield which would likely result in competition between the sites, therefore affecting market absorption and build-out rates. 	
<p>8b. Expanding a growth area around transport nodes (Medium)</p> <p>Option focus source of supply</p> <ul style="list-style-type: none"> • Expansion of Cambourne by the equivalent of one smaller new settlement (delivery by 2041, using historic delivery rates) <ul style="list-style-type: none"> – completions and commitments + 4,500 dwellings = 11,300 dwellings (and close to further development of 3,500 at 	<ul style="list-style-type: none"> • Good commuting relationship between jobs and houses to meet demand where it exists. • Opportunities for higher density, build-to-rent, and affordable housing. Can also tie in village locations along the corridors where larger family/executive homes may be appropriate, maximising the opportunities for higher build-out rates. • Able to demonstrate a five- 	<ul style="list-style-type: none"> • The lead-in times for strategic transport infrastructure delivery such as East-West Rail, the proposed new station at Cambourne and Cambridgeshire Autonomous Metro may delay housing delivery until after the infrastructure is operational. • Focuses a significant amount of development concurrently at Cambourne and along the wider A428 corridor, which creates a 	<ul style="list-style-type: none"> • Under this option the Councils have assumed that the balance would be made up by development at North East Cambridge. There may be a risk to relying on delivery from North East Cambridge during the middle part of the plan period subject to progress in the process to relocate the Cambridge Wastewater Treatment Plant. The relocation of the works has secured government funding

Option Focus and Description	Pros	Cons	Other comments
<p>Bourn Airfield New Village)</p> <ul style="list-style-type: none"> Balance to find spread across three villages sited along the A428 public transport corridor (60%) and four further Minor Rural Centre/Group villages sited within 5km of Cambourne (40%). <p>Additional sources of supply to make up balance</p> <ul style="list-style-type: none"> North East Cambridge (delivery by 2041 assumption, using historic delivery rates) 	<ul style="list-style-type: none"> year housing land supply at plan adoption (using the Councils' assumptions of lead-in times and build-out rates). Development at A428 villages provides opportunities for small site delivery to meet NPPF paragraph 68 requirement. 	<ul style="list-style-type: none"> risk of market saturation and absorption rate issues. 	<p>through the Housing Investment Fund and Anglian Water has started the process of preparing a Development Control Order for an alternative site. The level of confidence in the availability and deliverability of the site should be kept under review during the plan making process.</p> <ul style="list-style-type: none"> Alternative options to deliver in the middle of the plan period could include additional new settlements or Green Belt urban extensions to Cambridge.
<p>8c. Expanding a growth area around transport nodes (Maximum)</p> <p>N.B. Assumes additional delivery by 2041 at committed new settlements.</p> <p>Option focus source of supply</p> <ul style="list-style-type: none"> Expansion of Cambourne by the equivalent of one larger new settlement (delivery by 2041, using higher delivery rates) <ul style="list-style-type: none"> completions and 	<ul style="list-style-type: none"> Good commuting relationship between jobs and houses to meet demand where it exists. Opportunities for higher density, build-to-rent, and affordable housing. Can also tie in village locations along the corridors where larger family/executive homes may be appropriate, maximising the opportunities for higher build-out rates. 	<ul style="list-style-type: none"> The lead-in times for strategic transport infrastructure delivery such as East-West Rail, the proposed new station at Cambourne and Cambridgeshire Autonomous Metro may delay housing delivery until after the infrastructure is operational. Focuses a significant amount of development concurrently at Cambourne and along the wider A428 corridor, which creates a 	<ul style="list-style-type: none"> Under this option the Councils have assumed that the balance would be made up by high delivery rates at North East Cambridge and Cambridge Airport. There may be a risk to relying on housing delivery from Cambridge Airport during the middle of the plan period, notwithstanding that Marshall recently confirmed to the Councils its commitment to

Option Focus and Description	Pros	Cons	Other comments
<p>commitments + 9,000 dwellings = 15,800 dwellings (and close to further development of 3,500 at Bourn Airfield New Village)</p> <ul style="list-style-type: none"> Balance to find (accounting for sources of supply below) spread across: <ul style="list-style-type: none"> three villages sited along the A428 public transport corridor (60%) one Minor Rural Centre and three Group villages within 5km of Cambourne (40%) <p>Additional sources of supply to make up balance</p> <ul style="list-style-type: none"> Cambridge airport (initial phase post 2030, outside Green Belt, using higher delivery rates) North East Cambridge (delivery by 2041 assumption, using delivery rates constrained to ensure that the strategic option homes total equals the balance to find. This does not affect the total homes all time figure) 	<ul style="list-style-type: none"> Development at A428 villages provides opportunities for small site delivery to meet the NPPF paragraph 68 requirement. 	<p>risk of market saturation and absorption rate issues.</p> <ul style="list-style-type: none"> Not able to demonstrate a five-year housing land supply at plan adoption (using the Councils' assumptions of lead-in times and build-out rates). The Councils' have assumed that build-out rates at new settlements and strategic sites can be doubled to 500dpa for the purposes of testing the spatial options from the 250dpa agreed during the formulation of the current Local Plans. Initial research from other local authorities in the OxCam Arc shows that an average of 300dpa is the highest delivery rate expected to be delivered at a strategic site in those other housing trajectories and is considered a reasonable assumption to use (without the Councils committing to more interventionist approaches to increase delivery on future sites). It is unlikely that significantly more dwellings can be built per annum on existing 	<p>relocate and seeks to demonstrate the availability and deliverability of the site, whilst being keen to stress that no final decisions have yet been made. It advises that it has a signed option agreement at Cranfield Airport, Bedford and that there would be no commercial, planning, technical or regulatory impediment to a move to Cranfield and vacant possession is anticipated by 2030. The position should be kept under review during the plan making process as appropriate.</p> <ul style="list-style-type: none"> There may be a risk to relying on delivery from North East Cambridge during the middle part of the plan period subject to progress in the process to relocate the Cambridge Wastewater Treatment Plant. The relocation of the works has secured government funding through the Housing Investment Fund and Anglian

Option Focus and Description	Pros	Cons	Other comments
		committed strategic sites (and indeed attempts to do so may extend lead-in times where proposals are well-progressed), therefore further site allocations will be required to deliver the requirement by 2041.	<p>Water has started the process of preparing a Development Control Order for an alternative site. The level of confidence in the availability and deliverability of the site should be kept under review during the plan making process.</p> <ul style="list-style-type: none"> Alternative options to deliver in the middle of the plan period could include additional new settlements or Green Belt urban extensions to Cambridge.

Issues arising from the wider work so far

- 1.10 In addition to the discussion of the housing growth level options and the spatial options above, there are a number of other interim findings that have been identified thus far in the study.
- 1.11 The relationship between jobs growth and housing has a significant bearing on delivery rates. The rate of jobs growth and the locations where the jobs growth is taking place will significantly affect the demand for housing in terms of timing and location. Further work will be needed to determine the impact of accelerated home and remote working as a result of the COVID-19 pandemic. The GL Hearn Greater Cambridge Housing and Employment Relationships Report assumes that under the Medium and Maximum scenarios the housing supply would be significantly higher than household growth, and therefore the additional housing would be filled by in-migrants moving to the area, the majority of which would be for employment reasons. Therefore, in order to expand housing supply beyond current delivery levels, the Councils need to consider what range of homes would be attractive to in-migrants to Greater Cambridge and try to match the new housing supply with the demand. The location of homes relative to employment will be an important consideration, and we will continue to explore this at later stages of this study.
- 1.12 With regards to the windfall analysis, Greater Cambridge have historically taken a literal interpretation of windfall under the 2012 NPPF, assuming that all non-allocated sites are windfall (providing they are not on garden land). In practice many local planning authorities use a "small sites windfall" figure that is set below the HELAA minimum site size threshold so that there is no risk of double-counting small sites supply with larger sites that are assessed in greater detail through the HELAA process. This approach would provide more detailed information about urban capacity and phasing for large sites than relying on a windfall allowance and is something that should be considered by the Councils as the plan-making process continues, to consider whether this alternative approach is practicable.

2. Introduction

- 2.1 AECOM and HDH Planning and Development were appointed by the Greater Cambridge Shared Planning Service (GCSP) in August 2020 to undertake research on housing delivery to provide evidence to support the emerging Greater Cambridge Local Plan, feeding in to the Housing and Economic Land Availability Assessment (HELAA) process and updates to the Greater Cambridge housing trajectory.
- 2.2 The Councils require the production of this Housing Delivery Study at an early stage of the plan-making process to inform decisions that are made regarding the selection of a preferred spatial strategy option and annual housing requirement figure (potentially including a stepped annual requirement), by analysing the Council's evidence with a view to ensuring the Councils have a robust housing trajectory and defensible housing land supply position over the new joint Local Plan period.
- 2.3 At this stage the Councils are considering three potential housing requirement quanta which have been applied to eight different spatial distributions, which has resulted in the identification of 24 unique spatial options. Interim findings drawn from our own research and secondary sources has been synthesised to provide a commentary on the 24 unique spatial options under consideration by the Greater Cambridge Shared Planning Service, and the Councils' assumptions underpinning them. This document is issued early on in the timeline for the Housing Delivery Study and all initial findings are provided without prejudice to later work undertaken following further research, analysis or engagement with stakeholders.
- 2.4 At present the range of options vary significantly in terms of "how much" and "where". We recognise that through the process of plan making options will be narrowed down towards a preferred option. The Housing Delivery Study will be able to further advise on lead-in times, build-out rates and market absorption once further detailed site-specific considerations are known.

Assessment of strategic options and spatial scenarios

- 2.5 Cambridge City Council and South Cambridgeshire District Council completed public consultation on the Greater Cambridge Local Plan First Conversation (Issues and Options) in early 2020. Building on the initial options set out in the First Conversation, the Councils have identified three growth level options for homes and jobs and eight strategic (non-site specific) spatial options for testing. Description of the options and explanation of how they were developed is set out in the Greater Cambridge Local Plan: strategic spatial options for testing – methodology document.
- 2.6 The Councils have asked consultants producing Local Plan evidence studies, including the Housing Delivery Study, to assess the strategic options with regard to their initial evidence findings. This report forms one element of that assessment.

- 2.7 The initial evidence findings will be reported to the Joint Local Plan Advisory Group in autumn 2020 and help to inform further engagement with stakeholders.
- 2.8 Preferred Options public consultation is planned for summer/autumn 2021, including a preferred strategy and draft allocations. The process of Local Plan preparation is set out below in **Figure 2.1**.

Process of Local Plan preparation

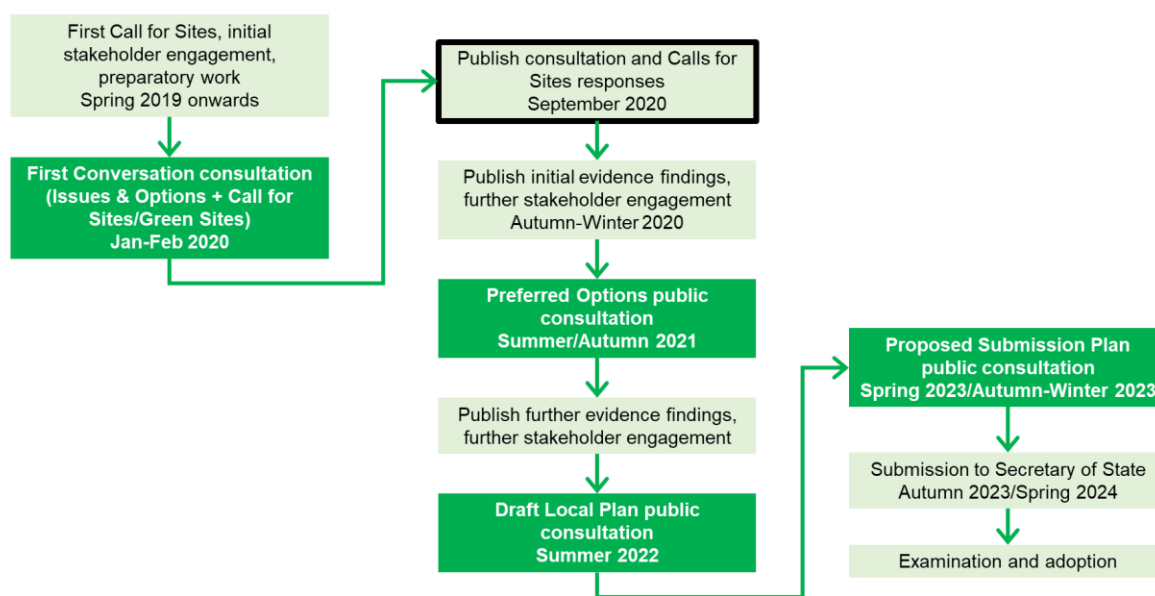


Figure 2.1: Local Plan Process

- 2.9 The three growth level options tested through this report are:

- Minimum – Standard Method homes-led
- Medium – central scenario employment-led
- Maximum – higher employment-led

- 2.10 The spatial scenarios tested through this report are:

- Densification of existing urban areas
- Edge of Cambridge – outside the Green Belt
- Edge of Cambridge – Green Belt
- Dispersal – new settlements
- Dispersal – villages
- Public transport corridors
- Supporting a high-tech corridor by integrating homes and jobs
- Expanding a growth area around transport nodes

Methodology

- 2.11 The final Housing Delivery Study will use a literature review and analysis of secondary data sources to supplement a review of all data supplied by GCSP

and evidence collected by the project team (via a survey, interviews and workshops) to provide commentary and guidance on the following matters:

- Implications for the Councils of different annual housing requirement options and feasibility of a stepped annual requirement
- Implications for housing delivery of each of the potential spatial scenarios (and commentary of location specific issues and opportunities)
- Windfall analysis
- Lead-in times and build-out rates assumptions
- Market absorption in terms of variety of types of sites and location
- Construction industry capacity
- Advice on deliverability and/or developability insofar as it relates to the five year housing land supply, housing trajectory and housing delivery test (including consideration of a stepped annual requirement)
- Potential of self and custom-build, modern methods of construction, older peoples housing, build to rent and specialist forms of housing to increase delivery rates
- Alternative options available to increase housing delivery

2.12 The consultant team are working iteratively with GCSP to review the housing delivery implications of the Councils' emerging preferred spatial strategy as work progresses.

2.13 Central to the Housing Delivery Study is engagement with the development industry and stakeholders in the local housing market. Whilst much of the analysis in this report is based on quantitative research (e.g. housing statistics), this is a forward looking study and so it is necessary to engage with those entities who will deliver housing over the plan period. The quantitative research will draw on development from across similar markets and must be put in the local context and then tested through further consultation and engagement via both surveys and interviews/workshops in order to collect qualitative information in relation to the Housing Market Area and the active participants in the market.

Surveys

2.14 In order to capture the full spectrum of housing bodies the following organisations will be surveyed:

- Housebuilders (medium and large, regional and national)
- Housing Associations and registered providers
- Public sector groups (e.g. Non-departmental public bodies)
- Specialist developers
- Landowners and promoters
- Agents
- Statutory undertakers and utilities companies

2.15 A questionnaire has already been sent to consultees and included the following themes:

- Market Capacity
- Industry Capacity
- Infrastructure Capacity
- Housing demand and need
- Market prospects (COVID-19, Brexit etc)
- Interventions

Workshops

2.16 Following the survey stage, a number of parties will be invited to participate in one to one surveys and thematic group workshops - to discuss in greater detail the themes covered in the questionnaire. These activities will be used to test the assumptions and invite feedback on the data collected to date. The nature of the study and the ambitious levels of housing delivery mean that it is particularly important to understand the industry's current thinking and capacity for delivering housing. This is unlikely to be fully captured through the questionnaire alone.

2.17 These discussions will allow the project team to test the initial findings and quantitative research. The workshops and interviews will be an opportunity for those involved in housing delivery to comment further and will be used to explore these matters in greater detail, in order to advise GCSP on those matters critical to housing delivery and the emerging spatial options. It is inevitable that a range of views will be expressed (a wide range of views are already being expressed about the impact of COVID-19 on the housing market and housebuilding). We will capture these views and take these into account in our conclusions and advice to the Councils in the final report.

Limitations

2.18 The interim findings presented in this report, as at November 2020, provide a snapshot of the study findings in advance of more survey responses and commencement of the workshop and interviews stage. As such the information contained herein is based on the interim review findings drawn from secondary sources, data supplied by GCSP and the professional judgements of the consultant team. It is also based on the Councils' own assumptions on lead-in times and build-out rates. The final Housing Delivery Study will benefit from further primary data collection and more in-depth analysis and will contribute to testing and updating the Councils' assumptions to advise on the delivery implications for housing trajectories, five-year housing supply calculations and Housing Delivery Test calculations from the different options.

3. Analysis

- 3.1 Using the Councils' distribution of development for each of the eight spatial options and the levels of growth at each location for the three housing growth level options, 24 unique housing trajectories have been prepared to assess housing deliverability over the plan period (see **Appendix 1**).
- 3.2 To prepare these housing trajectories we have drawn upon existing published commitments data over the existing Local Plan period as set out in the April 2020 Housing Trajectory and Five Year Housing Land Supply document. Trajectory information has been provided by the Councils for the strategic sites that are anticipated to deliver beyond the current Local Plan period to 2041. At this interim stage the trajectories included in **Appendix 1** use the Councils' own assumptions for lead-in times and build-out rates, provided in the November 2019 Housing Trajectory² and the Greater Cambridge Local Plan: strategic spatial options for testing – methodology document.
- 3.3 We have used the existing commitments and windfall allowance data to prepare a baseline trajectory which forms a “constant” across all spatial options – these rows are shown in grey in the tables in **Appendix 1**. The spatial options all add additional sources of supply to “top up” the baseline to meet the housing requirement options – these rows are shown in blue in the tables in **Appendix 1**.

Comparison of baseline trajectory to housing requirement options

- 3.4 **Figure 3.1** (below) is the baseline trajectory graph showing supply against the existing Local Plan requirement and the three housing requirement quantum options. It also shows the historic completions data from 2002/03 to 2018/19 against the adopted housing requirement at the time. The data behind the baseline trajectory is broken down by site source in the grey rows in the tables in **Appendix 1**. **Figure 3.2** then shows how the baseline trajectory fluctuates against the housing requirement option figures over time, identifying when new sources of supply need to be added.

² Available at: <https://www.cambridge.gov.uk/planning-policy-monitoring-reports>

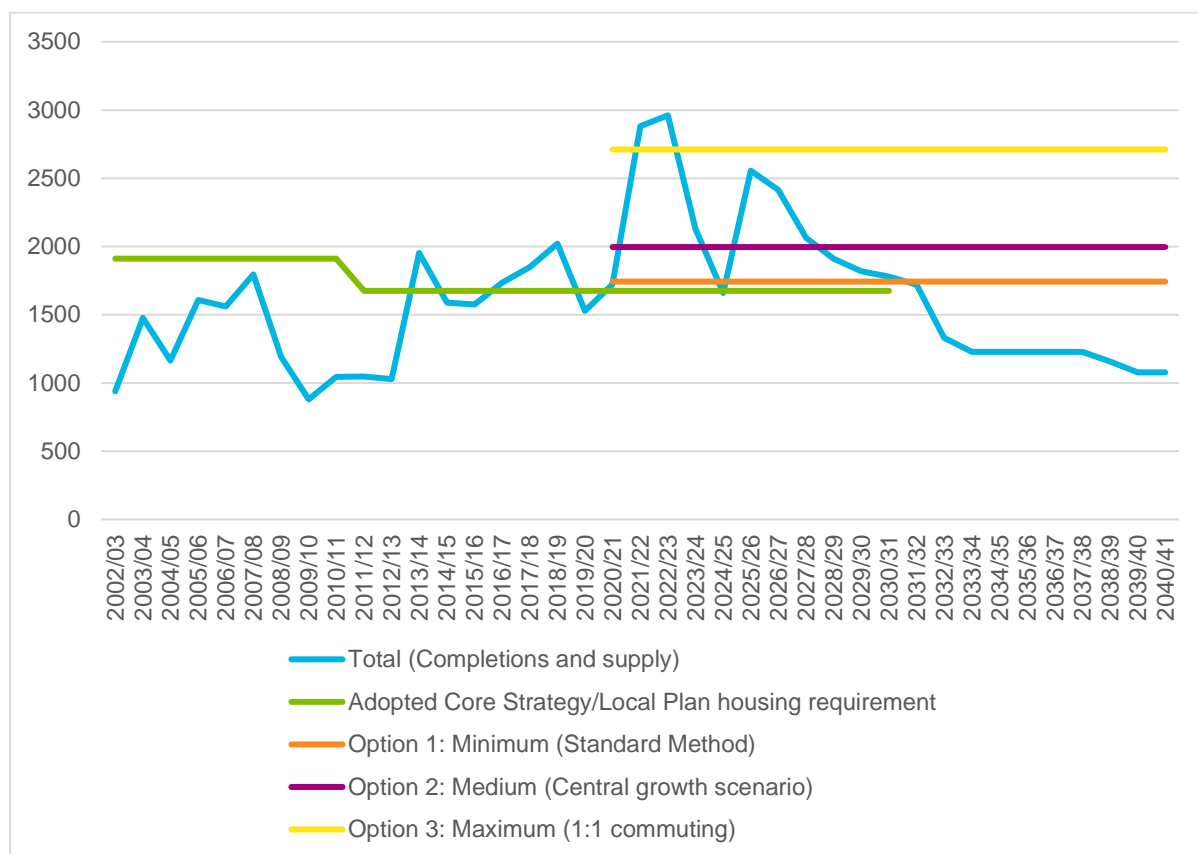


Figure 3.1: Baseline trajectory vs emerging housing requirements from 2020/21

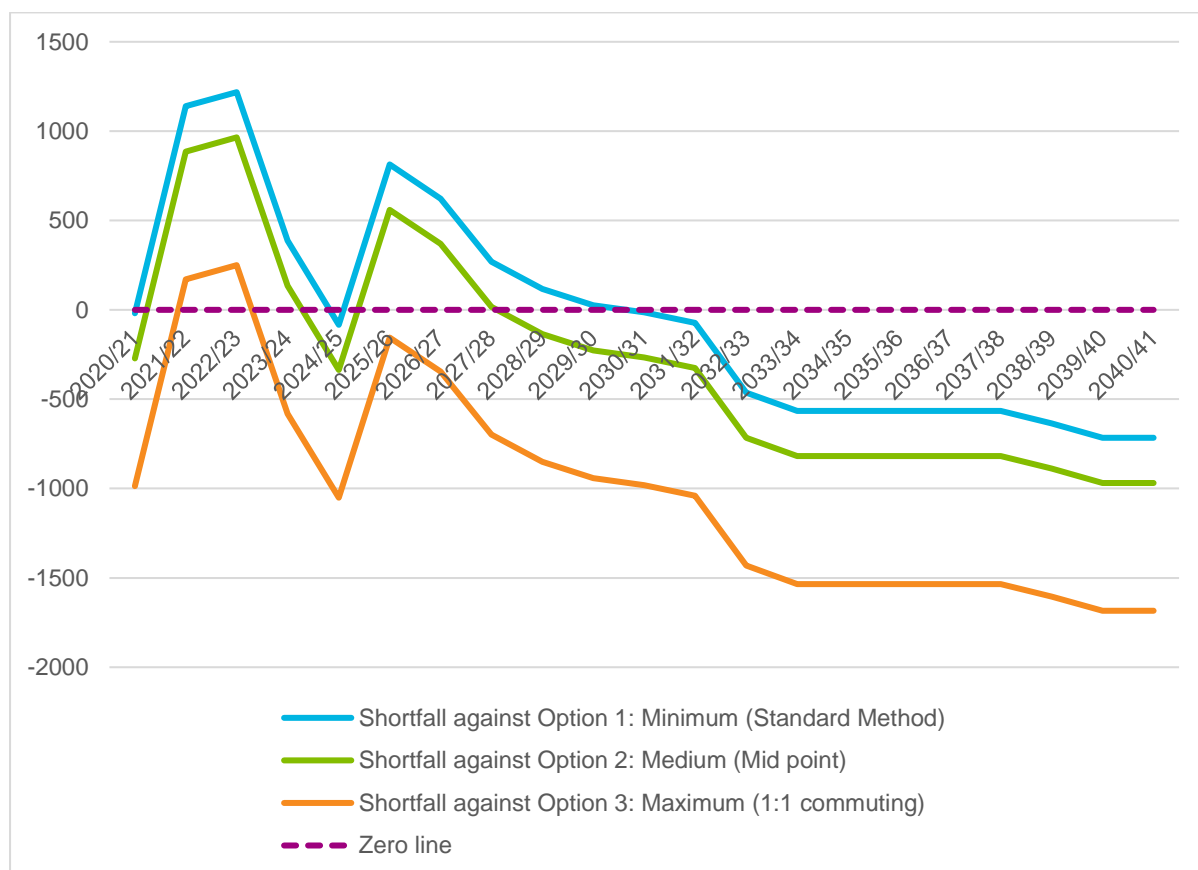


Figure 3.2: Baseline housing trajectory comparison against different requirement options

- 3.5 **Figure 3.1** and **Figure 3.2** show comparisons of the baseline trajectory (all sites allocated in the adopted Local Plans and Area Action Plans, plus the windfall allowance, and sites with extant planning permission) to the emerging housing requirements. As is to be expected, the trajectory shows that supply drops significantly after 2031, the end date of the current Local Plans. Supply over the longer-term beyond 2031 comes from the new settlement strategic site allocations that, due to their long lead-in times and the scale of the allocations, will be built out beyond the current Local Plan period, and some of them also beyond the emerging Local Plan period (2041).
- 3.6 As can be seen in the figures there is a shortfall in 2020/21 and 2024/25 against the comparative housing requirement figures being tested. This shortfall is mitigated by anticipated over-delivery in 2021/22 and 2022/23 and 2023/24 for all options except the Maximum, however these trajectory figures are based on information prior to COVID-19 and delivery in 2021/22 and 2022/23 will need to be monitored.
- 3.7 The baseline trajectory requires additional sources of supply towards the mid-latter part of the plan period to meet the minimum and medium housing requirement options. The maximum housing requirement figure requires a significant number of new sources of supply to meet the requirement as only the 2021/22 and 2022/23 monitoring years are above the Maximum requirement.
- 3.8 The Maximum annual requirement would not be met in any single year by existing commitments at currently anticipated build out rates, requiring a significant number of new allocations to be made, including smaller sites that can be delivered early during the plan period. As the baseline trajectory shows under-delivery prior to plan adoption (assumed to be 1st April 2025 for the purposes of this report) under the Maximum option, a stepped annual housing requirement may be necessary, however this will significantly increase the annual requirement in the mid-latter part of the plan period above that which has been delivered in Greater Cambridge in the past, as shown by the data from 2002/03 to 2018/19 in **Figure 3.3** and **Appendix 3** which averages at 1,439 dwellings per annum in Greater Cambridge over that period. Sustaining such unprecedented levels of development locally over a 10-15 year period would be challenging.

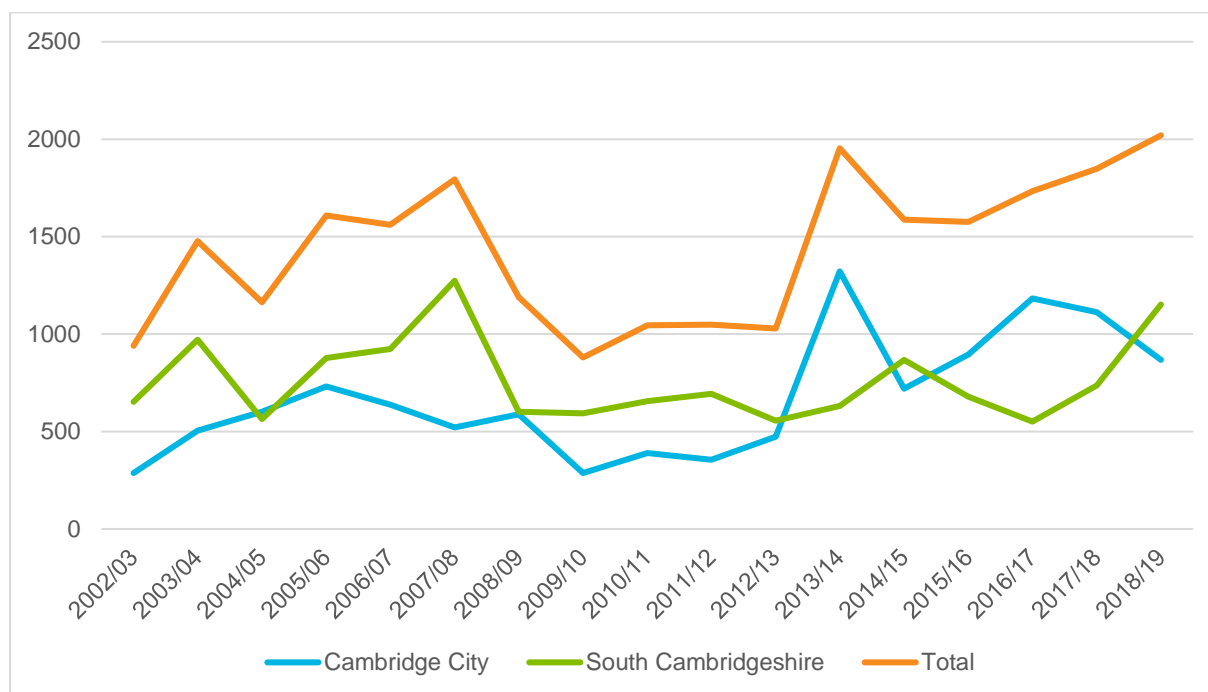


Figure 3.3: Historic delivery in Greater Cambridge 2002/03-2018/19

3.9 Looking at the historic completions data, over the period 2002/03-2018/19 the average level of completions was 1,439 dwellings but the trend has increased in recent years as additional supply materialises into delivery on the ground. The 2008/09 recession led to delays in completions on a number of sites, which is reflected in the lower rates in the following years. **Table 3.1** shows the increase that each of the three housing requirement options would result in against these historic delivery rates. The Minimum requirement figure is similar in percentage terms to the adopted Local Plan requirements, the Medium option would represent a further increase of around 20% to the minimum and adopted Local Plan requirements, but the Maximum requirement would be a significant increase of 88% compared to historic delivery rates and an increase of 62% compared to the adopted Local Plan requirements. Delivering against the Maximum scenario would be a step change in housing delivery locally.

Table 3.1: Comparison of the housing requirement options against average historic delivery 2002/03-2018/19

Requirement figure	Quantum (dwellings per annum)	Percentage increase from historic rates (2002/03-2018/19)
Current Local Plan (2011-2031)	1,675	16%
Minimum	1,743	21%
Medium	1,996	39%
Maximum	2,711	88%

Stepped annual housing requirement

3.10 All of the spatial options assume a “flat” housing requirement across the Joint Local Plan period; however, the Planning Practice Guidance allows for Local

Plans to adopt a “stepped” housing requirement which varies during the plan period. The guidance³ on stepped housing requirements is presented below:

When is a stepped housing requirement appropriate for plan-making?

A stepped housing requirement may be appropriate where there is to be a significant change in the level of housing requirement between emerging and previous policies and / or where strategic sites will have a phased delivery or are likely to be delivered later in the plan period. Strategic policy-makers will need to identify the stepped requirement in strategic housing policy, and to set out evidence to support this approach, and not seek to unnecessarily delay meeting identified development needs. Stepped requirements will need to ensure that planned housing requirements are met fully within the plan period. In reviewing and revising policies, strategic policy-makers should ensure there is not continued delay in meeting identified development needs.

Where there is evidence to support a prioritisation of sites, local authorities may wish to identify priority sites which can be delivered earlier in the plan period, such as those on brownfield land and where there is supporting infrastructure in place e.g. transport hubs. These sites will provide additional flexibility and more certainty that authorities will be able to demonstrate a sufficient supply of deliverable sites against the housing requirement.

Paragraph: 021 Reference ID: 68-021-20190722

Revision date: 22 July 2019

- 3.11 In addition to the PPG on stepped housing requirements for the plan period, there is also the guidance on how to address past housing shortfalls during the plan period:

How can past shortfalls in housing completions against planned requirements be addressed?

Where shortfalls in housing completions have been identified against planned requirements, strategic policy-making authorities may consider what factors might have led to this and whether there are any measures that the authority can take, either alone or jointly with other authorities, which may counter the trend. Where the standard method for assessing local housing need is used as the starting point in forming the planned requirement for housing, Step 2 of the standard method factors in past under-delivery as part of the affordability ratio, so there is no requirement to specifically address under-delivery separately when establishing the minimum annual local housing need figure. Under-delivery may need to be considered where the plan being prepared is part way through its proposed plan period, and delivery falls below the housing requirement level set out in the emerging relevant strategic policies for housing.

Where relevant, strategic policy-makers will need to consider the recommendations from the local authority’s action plan prepared as a

³ Available at: <https://www.gov.uk/guidance/housing-supply-and-delivery>

result of past under-delivery, as confirmed by the Housing Delivery Test.

The level of deficit or shortfall will need to be calculated from the base date of the adopted plan and should be added to the plan requirements for the next 5 year period (the Sedgefield approach), then the appropriate buffer should be applied. If a strategic policy-making authority wishes to deal with past under delivery over a longer period, then a case may be made as part of the plan-making and examination process rather than on a case by case basis on appeal. (N.B. This was the case with the adopted Local Plans)

Where strategic policy-making authorities are unable to address past shortfalls over a 5 year period due to their scale, they may need to reconsider their approach to bringing land forward and the assumptions which they make. For example, by considering developers' past performance on delivery; reducing the length of time a permission is valid; re-prioritising reserve sites which are 'ready to go'; delivering development directly or through arms' length organisations; or sub-dividing major sites where appropriate, and where it can be demonstrated that this would not be detrimental to the quality or deliverability of a scheme.

Paragraph: 031 Reference ID: 68-031-20190722

Revision date: 22 July 2019

3.12 In light of the PPG above it is possible to adopt a plan that varies the housing requirement over the plan period:

- For a step change in housing delivery;
- To accommodate the lead-in times of strategic sites which may come forward later in the plan period; and
- To address past under-delivery.

3.13 A number of case study examples are presented in **Appendix 4** to understand the existing precedents in how Councils and Planning Inspectors have dealt with proposals for stepped annual housing requirements and attempts to justify the use of the Liverpool method⁴ instead of the Sedgefield approach advocated in the PPG.

3.14 Under the PPG to support a stepped housing requirement there needs to be "evidence to support the approach" and the Councils should "not seek to unnecessarily delay meeting identified development needs". As the case study examples demonstrate evidence in this regard can include a lack of deliverable land supply in the first five years, sustainability appraisal evidence showing that sites that could come forward at the beginning of the plan period are unsustainable, or enabling infrastructure is required to be in place before development can take place. The HELAA, Sustainability Appraisal and Infrastructure Delivery Plan evidence will be key in informing the Council's decision-making in this regard.

⁴ The Liverpool method seeks to deliver housing to meet a past shortfall over the entire plan period; whereas the Sedgefield method, endorsed in the Planning Practice Guidance, seeks to meet the shortfall in the first 5 years of the plan.

- 3.15 In terms of the “significant change in the level of housing requirement between emerging and previous policies” point in the PPG, the Councils may be able to justify a stepped annual housing requirement if there is evidence that the local housebuilding industry needs time to build capacity to deliver the increased number of dwellings. At this moment in time we do not have this market housebuilding capacity evidence as we are awaiting the survey results and feedback from the development industry. Given recent levels of delivery the maximum development quantum option is the only option which potentially could justify a stepped annual housing requirement figure in line with PPG requirements. However, the use of a stepped annual housing requirement figure for a maximum growth level, that is significantly higher than historic delivery levels, brings into play market absorption issues and a risk that the local market is unable to absorb such a number of new dwellings.
- 3.16 Where existing levels of housing delivery have been constrained by policies that are proposed to be removed or amended (such as Green Belt release) this can meet the threshold of being judged to be a “step change” in delivery. It is arguable that the current Local Plans for Cambridge and South Cambridgeshire could have met this “step change” criterion but a stepped annual housing requirement was not justified then, instead the Councils successfully argued for the use of the Liverpool method for calculating five year supply and that their five year supply should be calculated jointly due to the development strategy and associated phasing of development across the plan period.
- 3.17 One argument in favour of a stepped requirement in Greater Cambridge is to ensure housing delivery aligns with planned infrastructure delivery, for example East West Rail, Cambridge Autonomous Metro, Oxford-Cambridge Expressway, and proposals at North East Cambridge and potentially Cambridge Airport too.
- 3.18 At present the Greater Cambridge Local Plan has a proposed base date of 1st April 2020. The July 2020 Local Development Scheme⁵ shows a planned submission date of Autumn 2023 or Spring 2024, which allowing for Examination could allow for an adoption date in 2025. During the first five years of the plan period, ahead of adoption, a shortfall in delivery against a higher annual housing requirement is likely to accrue, based on existing commitments. For a higher annual housing requirement, the Councils would therefore need to make a case to use the Liverpool method for calculating five-year housing land supply or a stepped annual housing requirement that starts at a lower level alongside the use of the Sedgefield method for calculating five-year housing land supply, if they are to be able to demonstrate a five-year housing land supply at plan adoption. Alternatively, the Councils could move the base date of the plan period to a later date to reduce the size of the shortfall.
- 3.19 If it can be assumed that there is little scope to introduce significant additional sources of new supply into the trajectory during the period to 2025 when the plan is due to be adopted (due to the lead-in times before new allocations are delivered) then the baseline trajectory can be taken as broadly being the de facto land supply to 2025.

⁵ <https://www.greatercambridgeplanning.org/media/1258/greater-cambridge-local-development-scheme-2020.pdf>

- 3.20 Under the Maximum growth option, the annual housing requirement is not met in any single year over the period 2020/21 to 2024/25, and therefore cumulatively over the period there is a shortfall of 2,199 dwellings. In addition to the high annual requirement of 2,711 dpa, the shortfall of 2,199 dwellings would need to be provided within the first 5 year period after plan adoption under the Sedgefield approach, which would add 440 dpa to the Maximum annual housing requirement for the period 2025/26 to 2030/31 – 3,151 dpa in total. The 3,151 dpa would then need to have a buffer applied to it, which would be 10% if the Councils wish to confirm a five-year housing land supply through the Local Plan Examination process. This would increase the annual requirement for the five year period to 3,466 dpa. With such a high requirement over the first 5 years after plan adoption from 2025/26 to 2030/31 it may not be possible for the Councils to demonstrate a five-year housing land supply without adopting a stepped annual housing requirement and/or using the Liverpool method to meeting the shortfall over the plan period.
- 3.21 However, utilising a stepped annual housing requirement and/or the Liverpool method will increase the Maximum growth option 2,711 dpa requirement over the mid-latter part of the plan period to a level significantly higher than has been delivered in Greater Cambridge in the past, for a sustained amount of time. It is considered unlikely that this level of development would be able to be sustained in the Greater Cambridge area over such a length of time. The Local Plan base date could be moved later to 2021/22 which avoids the inclusion of 2020/21's housing completions in the plan period, however the 2023/24 and 2024/25 years would still under-deliver against the Maximum annual housing requirement and therefore will still result in a shortfall to be met later in the plan period.

Commentary on overall levels of growth

- 3.22 **Appendix 5** sets out a comprehensive review of the available literature in respect of housing delivery, market absorption, build out rates and lead in times. These factors are crucial to understanding whether the overall levels of growth being considered by GCSP are realistic and deliverable. The published research shows that historic delivery rates are highly influenced by the private sector's ability to build and sell homes based on market absorption and their own business models.

Build out rates for strategic sites

- 3.23 At this interim stage, we would advocate that build-out rate assumptions of no more than an average of 300 dpa per strategic site should be used for calculating housing trajectories and identifying spatial options. This is supported by an interim analysis of comparator sites drawn from the OxCam Arc, Combined Authority area and other strategic sites in strong housing market areas (**Appendix 2**).
- 3.24 Based on AECOM's recent experience working on Milton Keynes' Plan:MK, the Harlow and Gilston Garden Town, Manydown North (a Government designated Garden Town) and Welborne Garden Village (Fareham), we have successfully defended assumptions with a maximum average build out rate of ~300 dwellings per annum. However, the Planning White Paper and sustained Government initiatives aimed at increasing the rate of housebuilding mean that

we cannot discount the ability to ‘buck’ these trends moving forward should the GCSP be successful in delivering interventions designed to mitigate market absorption risk and encourage new entrants into the market (that would not directly compete with housebuilders). Indeed, the first Garden Cities and New Towns were able to deliver significantly higher build out rates compared to more recent strategic-scale schemes by adopting alternative models of delivery. We have also found evidence of higher than average build out rates for sites involving Development Corporations and the public sector proactively delivering infrastructure and serviced sites (both in the UK and Europe). The survey, interviews and workshops in the second stage of the study will explore the potential of higher average build out rates/new models for delivery (alongside a more in-depth analysis of secondary sources).

3.25 In terms of town-wide market absorption Milton Keynes delivered circa 2,500 dpa at its peak, albeit with a large proportion of social housing. Between 1981 – 2020 data from Milton Keynes Council shows delivery in excess of 2,000 dwellings in a number of years (see **Figure 3.4**) in a weaker housing market than Greater Cambridge. From 1981 to 2010 Swindon had multiple growth sites representing approximately 34,000 units and averaging in the region of 1,200 units/pa. These precedents place the projected trajectories for Greater Cambridge into a historical context and demonstrate that such levels have been achieved in the past (albeit under different market and policy conditions).

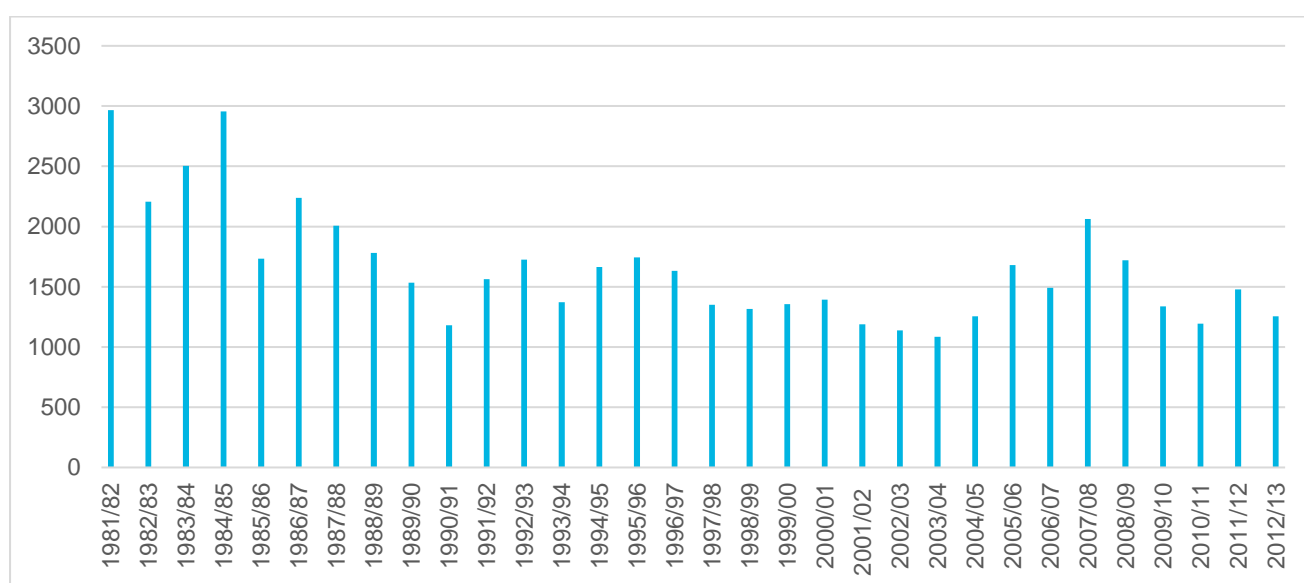


Figure 3.4: Milton Keynes Council House Completions in Designated Area 1981-2020

The Nature of the Existing Market and Capacity for Absorbing New Build Homes

3.26 This section analyses and comments on the nature of the existing market for homes in Greater Cambridge and how it affects delivery rates. That is, the tenure, type and size of homes that have been delivered and bought or rented in the market in recent years. It is not the purpose of this section to replicate the local housing need assessment; rather to set out how the nature of need and demand has shaped absorption rates in the past and how and whether this is expected to change in the future.

3.27 This analysis:

- Examines the pattern of recent completions in Greater Cambridge in terms of tenure and size mix
- Examines the pattern of market sales in Greater Cambridge, focusing on new build homes
- Comments on previous and emerging research on the nature of demand and need in the area in terms of:
 - The relationship between jobs and homes
 - The mix of housing required

Recent Completions in Greater Cambridge

3.28 The pattern of recent completions provides a guide on the scale and type of housing that can be absorbed into the market. However, past completions are constrained by previous planning policies, including housing targets, affordable housing policies etc. They do not reflect what might be delivered in the absence of policy constraints. Nevertheless, past completions provide a useful indication of the mix of market and affordable housing that can be absorbed in the local market.

3.29 **Table 3.2** shows that, on average, over the last 8 years (2011/12-2018/9), 1,599 homes have been completed per annum in Greater Cambridge. This is comprised of 866 per annum in Cambridge and 733 per annum in South Cambridgeshire. Overall, 31% of completions over this period were affordable homes. Almost 500 affordable homes were delivered on average in each year over the last 8 years.

Table 3.2: Completions by tenure, 2011/12-2018/19, Greater Cambridge

Tenure Type	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19	Per annum	% affordable
Cambridge	355	473	1322	720	896	1183	1112	868	866	-
Market	295	417	900	523	596	725	445	523	553	-
Affordable	60	56	422	197	300	458	667	345	313	36%
South Cambridge	693	555	631	868	679	551	737	1152	733	-
Market	525	486	481	539	550	435	557	811	548	-
Affordable	168	69	150	329	129	116	180	341	185	25%
Greater Cambridge	1048	1028	1953	1588	1575	1734	1849	2020	1599	-
Market	820	903	1381	1062	1146	1160	1002	1334	1101	-
Affordable	228	125	572	526	429	574	847	686	498	31%

Source: Local Authority Data

3.30 Overall, over the last 8 years, 54% of completions have been 1 and 2 bed properties with 45% larger 3 and 4 bed homes (plus 1% where the size was unknown). The mix has been broadly balanced between smaller and larger homes as a result of Cambridge delivering predominately smaller properties (70% 1 and 2 beds) and South Cambridgeshire delivering predominately larger properties (60% 3 and 4 beds). The largest proportion of homes delivered in Greater Cambridge was 2 bed properties, accounting for 39% of all completions over the last 8 years. This is common to many areas since 2 beds can be delivered as flats or houses and so are present on higher density urban flatted developments as well as lower density suburban and rural schemes.

3.31 **Table 3.3** shows that very few of the smallest properties (1 bed) have been completed in South Cambridgeshire and fewer larger (4 bed) properties in Cambridge City. This is likely to be reflective of the type of sites developed. The completions data shows that, together, Cambridge and South Cambridge provide a complimentary mix of new housing.

Table 3.3: Completions by Size, 2011/12-2018/19

Size Type	Completions per annum 2011/12-2018/19 (8 year average)	%
Cambridge	-	-
1 bed	231	24%
2 beds	416	44%
3 beds	169	18%
4+ beds	123	13%
Unknown	9	1%
Total	948	100%
South Cambridgeshire	-	-
1 bed	67	8%
2 beds	243	30%
3 beds	243	31%
4+ beds	229	29%
Unknown	15	2%
Total	797	100%
Greater Cambridge	-	-
1 bed	265	15%
2 beds	659	39%
3 beds	412	24%
4+ beds	352	21%
Unknown	24	1%
Total	1,711	100%

Source: Local Authority Data

3.32 Sales of new homes within Greater Cambridge indicate the capacity of the local market to absorb new housing completions. Again, this is limited by the number of completions (constrained by policy and other factors) so it does not tell us what the upper limit of market sales might be i.e. the limit of demand.

3.33 On average over the last 8 years (2011/12-2018/19) there have been just over 4,500 transactions per annum in the Greater Cambridge area (**Table 3.4**). The majority of these were in South Cambridgeshire (64% of all sales). Overall, 19% of all sales were new build properties (835 per annum in Greater Cambridge) with almost one quarter of sales in Cambridge being new build compared to 15% in South Cambridgeshire. On the face of it, this suggests Cambridge has a significant capacity to absorb new build market housing, indicative of strong demand. It also might suggest scope for South Cambridgeshire to absorb a higher proportion of new build sales. The reason

for this is that overall sales are already higher in the District, suggesting robust demand and that there is a much larger sales market where new build properties could increase their share.

- 3.34 Note that this level of sales is less than the number of new build market properties completed each year (1,100 per annum). This may reflect a lag between completion and sale meaning that completions and sales in a single year will not match up. However, it might be expected that this would even out over an 8 year time period.
- 3.35 The difference between average completions in the market 2011/12-2018/19 (1,100 per annum) and average sales of new build homes (835 per annum) is 266 homes – almost one quarter of completions. In practice, the difference is higher because a proportion of affordable completions are intermediate properties for sale which should also be reflected in the sales data.
- 3.36 The difference exists in both Cambridge and South Cambridgeshire but is more pronounced in Cambridge. The difference might be explained in large part by new build properties, particularly flats in Cambridge, being rented out by the developer rather than sold on the open market.

Table 3.4: Sales of Homes, New Build and Existing Stock, 2011/12-2018/19

Cambridge					South Cambridgeshire				Greater Cambridge			
Year	New	Existing	Total	% New	New	Existing	Total	% New	New	Existing	Total	% New
2011/12	210	1,250	1,460	14%	346	1,855	2,201	16%	556	3,105	3,661	15%
2012/13	670	1,322	1,992	34%	386	2,060	2,446	16%	1,056	3,382	4,438	24%
2013/14	581	1,377	1,958	30%	455	2,428	2,883	16%	1,036	3,805	4,841	21%
2014/15	314	1,341	1,655	19%	332	2,188	2,520	13%	646	3,529	4,175	15%
2015/16	488	1,151	1,639	30%	255	2,074	2,329	11%	743	3,225	3,968	19%
2016/17	425	1,219	1,644	26%	276	2,047	2,323	12%	701	3,266	3,967	18%
2017/18	263	1,104	1,367	19%	420	1,930	2,350	18%	683	3,034	3,717	18%
2018/19	224	1,102	1,326	17%	450	1,836	2,286	20%	674	2,938	3,612	19%
Total	3,175	9,866	13,041	24%	3,501	19,531	23,032	15%	6,676	29,397	36,073	19%
Per Annum	397	1,233	1,630	24%	438	2,441	2,879	15%	835	3,675	4,509	19%

Source: Land Registry Price Paid Data

3.37 A substantial proportion of new home sales in the last 8 years have been flats (35% of new build sales) (**Table 3.5**). This is largely comprised of new build flats sold in Cambridge. Detached property sales accounted for the second most common new build property type to be sold, largely comprised of sales in South Cambridgeshire. Sales of new build terraces were important in both authority areas (accounting for 22% of new build sales).

Table 3.5: New Build Sales by Type, 2011/12-2018/19, Greater Cambridge

2011/12-2018/19 (eight years)	Cambridge	South Cambridgeshire	Greater Cambridge
New build Sales	3,175	3,501	6,676
per annum	397	438	835
Of which:	-	-	-
- Flats	59%	11%	35%
- Terraces	22%	22%	22%
- Semis	8%	22%	15%
- Detached	11%	45%	28%

Source: Land Registry Data

3.38 It is worth putting these completions and sales into context in terms of the size of the housing stock in Greater Cambridge. **Table 3.6** shows that, compared to the size of the dwelling stock in 2020 (March), Cambridge added 1.5% to its stock each year on average over the last 8 years. The figure was 1.1% in South Cambridgeshire. Market completions accounted for 0.9% of the stock each year and new build sales represented 0.7% of the housing stock.

Table 3.6: Completions and Sales compared to Housing Stock, Greater Cambridge

Category	Cambridge	South Cambridgeshire	Greater Cambridge
Completions (8 year average)	866	733	1,599
Market completions (8 year average)	553	548	1,101
New build Sales (8 year average)	397	438	835
Housing stock (2020)	58,340	68,500	126,840
Completions as % of stock	1.5%	1.1%	1.3%
Market completions as % of stock	0.9%	0.8%	0.9%
New build Sales as % of stock	0.7%	0.6%	0.7%

Source: AECOM using Valuation Office Agency dwelling stock data March 2020 and data from previous tables

Table 3.7: Detailed Components of Housing Completions, 2011/12-2018/19, Greater Cambridge

Type of Property	Per annum (8 year average) %	
Total completions	1,600	100%
Market	1,067	67%
Studios	18	1%
Flats	390	24%
Houses	658	41%
Affordable	498	31%
Other	35	2%
Student	10	1%
Older person	1	0%
Gypsy/Travelling Showmen	15	1%
Live work	0	0%
Non-permanent	2	0%
Holiday homes	6	0%

Source: Local authority completions data

3.39 It is useful to breakdown housing completions further to understand the current components of supply. **Table 3.7** can be summarised as follows:

- 67% of completions are market properties. However, sales data from the last eight years (same time frame as completions) suggests that not all of these properties are sold on the open market. A large proportion may be directly rented out in the private sector. There may also be some lag between completion and sale.
- Affordable supply accounts for 31% of completions. This is a mixture of affordable home ownership (intermediate/ key worker housing) and social/affordable rented. Some of the key worker housing will have been for rent.
- Affordable homes make up only 31% of completions. Given the scale of need in the area and objectives in the Greater Cambridge Housing Strategy 'Homes for Our Future' to prioritise the provision of affordable/social rented housing within affordable housing supply, this suggests there is significant scope to increase the provision of subsidised rented properties. This could enable expansion of delivery rates if it can be provided viably (subject to grant conditions and site specific viability).
- It is likely that some older persons specialist housing will have been classified in the data as market completions or social/affordable rent. Nevertheless, there appears to have been limited provision of specialist forms of housing suggesting there is scope to expand specialist provision in order to tap into other segments of demand and to support higher delivery rates.

Jobs and Homes and Implications for Delivery Rates

3.40 The Greater Cambridge Housing and Employment Relationships Report (prepared by GL Hearn for GCSP) considers:

- The number of jobs likely to be supported by the homes required under the standard method
- The number of homes required to provide for the workforce to supply two employment projections (central and higher)

3.41 There are a number of relevant points to note from this research in relation of the delivery of new homes in Greater Cambridge.

3.42 Even under the standard method, it is assumed that new homes will be taken up by people moving into the area. The reason for this is that the standard method calculation provides a housing requirement (1,743 per annum) which is higher than household projections (1,222 per annum). This is included in the national methodology to allow for greater household formation following a period in which it was suppressed. However, not all of the extra housing will be filled by these households – GL Hearn argue that it will allow some extra households to form but not to fill all of the additional homes. Therefore, the additional homes will be taken up by in-migrants. AECOM note that this would be a good outcome in terms of the housing, labour market and travel patterns because these in migrants could be people who already work in Greater Cambridge but commute in from further afield e.g. because of cheaper housing.

3.43 Nonetheless, delivery of new homes in line with the standard method requirement means that these homes need to reflect the needs and demands of in-migrant households as well as existing and newly forming households living within the area.

3.44 We note that the standard method housing requirement (NPPF 2019) of 1,743 dwellings per annum is not substantially different to the average level of completions delivered in Greater Cambridge over recent years (1,439 dpa from 2002/03-2018/19). It is likely that this would represent 'business as usual' in terms of the current delivery rates and location and mix of homes provided.

3.45 Evidence contained in the CPIER report (2018) suggests that, in the past, employment growth in Greater Cambridge has not been matched by housing supply. This is reflected in house price and rent increases in the area and also in long commuting distances to Cambridge (see Figure 4, Section 1.4, CPIER report).

3.46 The CPIER report also argued that housing numbers for the area should reflect past under delivery i.e. that new supply should address the backlog of needs and demand in Greater Cambridge. This point remains relevant regardless of the outcome of employment growth following the COVID-19 pandemic and sharp recession.

3.47 It is important to note that the Standard Method (NPPF 2019) includes an affordability uplift to household projections which is designed to take account of previous under delivery of housing. The NPPF standard method does not, therefore, expect further uplift in order to make up for the failure to meet previous housing targets – the affordability uplift is considered sufficient to compensate.

- 3.48 The CPIER report also argued that as well as an adequate supply of housing, a range of types and price points of new homes were needed, reflecting the ability of different households to afford housing.
- 3.49 Larger scale housing supply, linked to employment growth, is modelled in the Greater Cambridge Housing and Employment Relationships Report:
- The central employment scenario, which anticipates the creation of 58,441 jobs 2020-2041 (2,782 jobs per annum), is associated with the need for 1,996 homes per annum in Greater Cambridge.
 - The higher employment scenario, which anticipates the creation of 78,742 jobs 2020-2041 (3,749 jobs per annum), is associated with the need for 2,711 homes per annum in Greater Cambridge.
- 3.50 In both of these scenarios, housing supply would be substantially higher than projected household growth (1,222 per annum). As with the modelling on the standard method, additional housing will allow some additional households to form (who would have been suppressed under a more constrained level of supply). However, the additional households are likely to be in-migrants.
- 3.51 Therefore, in order to expand housing supply beyond current delivery levels, the Councils need to consider what range of homes would be attractive to in-migrants to Greater Cambridge. There are a number of considerations.
- 3.52 This is far from a precise science. The correlation between the size and type of housing and household age, type or life stage is relatively weak. Assuming a similar type of economic growth to the past, new in-migrants to the area are likely to be similar to those in the past. This would imply an expansion of the existing range of housing rather than any radical change in the nature of supply.
- 3.53 However, in-migrants are more likely to be working age households. These households are more likely to move home, in large part because of moves associated with employment. However, these households comprise a range of circumstances:
- Young households (singles, couples) taking up graduate or early career positions. More likely to rent in the private rented sector and choose central locations (e.g. for transport accessibility). The quality of the private rented sector (and potential expansion of Build to Rent) will be important as well as opportunities to access entry level market sale housing.
 - Family households (young and older families), typically higher income and more likely to be existing owners and access home ownership. Typically occupy family sized housing in a range of locations but particularly suburban and rural areas.
 - Local workers comprising a range of different households and essential to the functioning of the economy and public services. May require affordable (subsidised) housing in order to access housing in the area.
 - Older households (without dependent children) but still active in the labour market, particularly as the pension age shifts. A range of circumstances including households who are leaders/captains of industry with considerable purchasing power as well as those who are struggling to make ends meet and may need subsidised housing.

3.54 Not all in-migrants are working age, economically active people and households. A proportion of moves are associated with retirement and are more linked to finding a perceived lifestyle associated with a location or home. This is likely to be greater in significance in South Cambridgeshire, particularly in the larger villages. However, it is important to note that older households who move home do not necessarily seek to downsize. Research suggests they aspire to homes and locations that provide them with a lifestyle, particularly one that enables and enhances their existing interests and activities.

3.55 It is useful to think about how the employment and housing scenarios may play out in a broad way and their impact on delivery of new homes in Greater Cambridge:

- **Homes delivered in line with job growth:** this would provide for homes to meet household formation, allow additional households to form as well as housing for in-migrants.
- **Significant job growth, not matched by housing supply:** this is the picture described in the CPIER report with consequences for worsening affordability and increased commuting distances. Delivery rates constrained by housing requirements/supply of sites rather than demand/need. This is the scenario most closely reflected in the recent past.
- **Subdued job growth, housing supply in excess of jobs created:** if supply can be sustained during the economic downturn this would provide the opportunity to address longer term imbalances in the market e.g. improving affordability, delivering additional affordable housing. It is possible that households currently commuting into Cambridge for work (because they are unable to afford to live there) may be able to buy into the market, with knock-on positive impact for sustainable travel patterns, improved health and wellbeing of the workforce etc.

3.56 It is useful to comment on the first and third of these three broad outcomes as they have implications for the range of housing delivered in order to support the necessary delivery rates.

3.57 The first scenario is likely to be the preferred outcome (subject to further development of evidence and Local Plan examination etc). In addition to the current rate and range of homes delivered within Greater Cambridge, the area is likely to need additional:

- Housing which is attractive to working age/economically active households including for young single/professional couples; spacious family housing and homes attractive to older workers (both wealthy and lower incomes)
- Additional affordable housing including in particular, greater supply of subsidised rent which has been limited under current delivery rates
- More forms of specialist housing including Build to Rent (e.g. primarily currently aimed at younger professionals but potential for family-style private rented in new communities e.g. the private rented sector Reit model) and housing with care for older people.

3.58 The third scenario is the most plausible in the short term given the economic impacts of COVID-19 and as the scale of housing delivery may be influenced to a greater extent by what public authorities can do to maintain supply:

- It is likely that some in-migrants will still move to Greater Cambridge if jobs are not created on the same scale. It is an attractive place to live and providing there are jobs available in nearby locations or that locations within Greater Cambridge are close enough to a household's existing employment base, there is likely to be a certain amount of additional in-migration of economically active people.
- If housing delivery can be maintained this would also allow for some rebalancing of existing commuting patterns. There is significant net commuting into Cambridge in particular and additional housing, particularly affordable housing, would enable some of those currently unable to live closer to work to move into the area.
- The post COVID-19 workplace and the relationship between work and home may shift patterns of location and of the type of homes people choose to live in. In some sectors or specific businesses, employees may have greater freedom to work from home more often. This enables people to live further from work. Under this scenario, Greater Cambridge will need to attract mobile workers and may prove particularly appealing to those working in London but seeking to live in a more attractive and relatively more affordable environment.
- Some in-migrants are not economically active (e.g. retired people) and housing locations and options which are attractive to them may be an important component of housing supply during a period where job growth is subdued. As with the commentary above, this does not only imply the need for older person specialist housing, but also mainstream housing which reflects the need and aspirations of older people.

3.59 There are a number of components that are common to both scenarios and likely to be important to maximising delivery rates:

- Higher levels of affordable housing development. This needs to be in addition to the existing levels and proportions secured through housing development. This is unlikely to be easy given emerging funding pressures but offers potential to expand housing supply without relying on private developers and/or on particular levels of employment growth. The Councils may wish to consider how they can further support or lead direct development of this form of accommodation, particularly where they have Council owned land available. Related to this, the Councils could explore the provision of affordable housing options for local workers using public sector land and working in partnership with other public agencies. The Councils already use a wider definition of key workers in their housing strategy 'Homes for Our Future' which includes workers in the private sector. Building on the experience of and understanding of essential workers during the COVID-19 lockdown, the Councils may be able to work in more creative ways with public agencies and local businesses to bring forward new supply of this form of affordable housing.
- In the current environment, a proportion of new housing in Greater Cambridge will need to be attractive to mobile workers – i.e. those who have a choice about where they live (and work). These households typically have higher incomes or may be moving from areas with higher house prices (and therefore have higher levels of equity). Innovative products

such as live work options, or opportunities to self-build or custom build may provide part of this solution.

- Older persons housing or rather, housing which is attractive to older people and may include mainstream housing that meets their needs and aspirations. This should not be limited to dwellings that are focused on downsizing (predominately smaller apartments).
- Specialist housing e.g. housing with care for older people (extra care/ assisted living accommodation) which provides an alternative to residential care for some vulnerable people (subject to evidence of need). Small numbers of specialist homes for vulnerable people with learning disabilities or mental health needs (e.g. clusters of flats or a large shared property with 'own front doors') could also add to this supply and may meet acute needs in the area.

Conclusions

3.60 All of the factors considered above have been considered in terms of their impact on housing delivery and the ability to deliver against the three different housing requirement growth options being considered by the Councils. This is summarised in **Table 3.8** below.

Table 3.8: Pros and cons of the different housing requirement options

Housing Requirement	Commentary (Pros/Cons)
a) Minimum (1,743 dpa)	<p>Pros:</p> <p>Can be largely met via existing commitments and windfall allowance.</p> <p>Housing allocations would be required in the longer-term after 2031/32 to "top up" the baseline trajectory where annual delivery is predicted to drop below the annual requirement.</p> <p>Supply is in line with historic trends which should be easily accommodated by the housebuilding industry.</p> <p>Cons:</p> <p>Wider sustainability concerns in terms of worsening housing affordability, increased commuting distances and environmental implications given the high level of existing employment commitments.</p> <p>Would not change the pattern of housing delivered (which is fairly reliant on new settlements towards the end of the plan period) e.g. similar mix of tenures, types and sizes.</p>
b) Medium (1,996 dpa)	<p>Pros:</p> <p>Requires additional supply of approximately 5,500 dwellings, alongside the existing commitments and windfall allowance.</p> <p>Housing allocations would be required in the medium-longer term after 2027/28 to "top up" the baseline trajectory where annual delivery is predicted to drop below the annual requirement.</p> <p>This level of supply is consistently above historic trends, but not significantly so, which should be able to be accommodated by the housebuilding industry.</p>

Housing Requirement

Commentary (Pros/Cons)

Has the potential to change the pattern of housing delivered and rebalance supply to meet demand if there is a mismatch.

Cons:

Should employment growth exceed housing delivery, wider sustainability concerns in terms of worsening housing affordability, increased commuting distances and environmental implications.

c) Maximum (2,711 dpa)

Pros:

Requires additional supply of approximately 20,500 dwellings, alongside the existing commitments (at 250dpa) and windfall allowance. This would best match housing with the high employment growth forecast, reflecting the maximum employment growth scenario, with resultant benefits in terms of housing affordability and reduced rates of long-distance commuting. The housing and economic land supply would be more flexible to changing circumstances with less reliance on a smaller more concentrated basket of sites as would likely occur under a lower requirement.

Has the potential to change the pattern of housing delivered and rebalance supply to meet demand if there is a mismatch.

Cons:

Given the level of supply through existing commitments the plan period would begin with under-delivery, which in turn would require a stepped annual housing requirement later in the plan period to make up for under-delivery during the period from the plan base date to the adoption date (given the scale of the shortfall plus the significant increase in the requirement), and also to allow for lead-in times for new development to come on-stream.

Previous recorded delivery in the Greater Cambridge area is 2,020 dwellings (in 2018/19) and the average over 2002/03-2018/19 is 1,439 dpa, therefore this will be a significant jump in delivery over the period to 2041. This is true before any stepped annual housing requirement is added to the latter end of the plan period.

All proposed spatial scenarios to meet the housing requirement (see further discussion below) include the Council's assumptions of build-out rates and lead-in times and that the delivery rates at new settlements and urban extensions can be doubled to 500dpa from the 250dpa assumption agreed during the formulation of the current Local Plans. Research from other local authorities in the OxCam Arc shows that an average of 300dpa is the highest delivery rate expected to be delivered at a strategic site in those other housing trajectories. Analysis of delivery rates shows that delivery rates are more "lumpy" with a peak in the middle of the build-out period, rather than a flat trajectory. The peak can exceed 250dpa on strategic sites however it does not happen consistently. To meet the maximum housing requirement, it is unlikely that significantly more dwellings can be built per annum on existing strategic sites (and indeed attempts to do so may extend lead-in times), therefore

Housing Requirement

Commentary (Pros/Cons)

more new site allocations will be required than the Council had initially anticipated in the spatial scenarios to deliver the requirement by 2041.

This level of supply is significantly above historic trends (88%), and the adopted annual housing requirement in the Local Plans 2018 (62%), which may present issues for the local housebuilding industry in terms of gearing up to deliver that quantity of development in a short amount of time.

Commentary on spatial options

- 3.61 **Appendix 1** contains high level trajectories for all 24 options and a more detailed discussion of their deliverability, including an estimated five-year housing land supply calculation at plan adoption using the Sedgefield method. This section summarises the detailed conclusions, including the pros and cons, of each option that are set out in **Appendix 1**. The trajectories in Appendix 1 use the Councils' own assumptions for build-out rates and lead-in times where provided – either from the published November 2019 Housing Trajectory⁶ or from the Greater Cambridge Local Plan: strategic spatial options for testing – methodology document. The high rates used for the Maximum growth scenarios are for illustrative purposes and whilst the research is not yet completed, we think it is highly unlikely that we will be able to evidence such high build-out rates.
- 3.62 Before discussing the spatial options in turn, it is important to discuss the assumptions that underpin the Maximum variants of all of the spatial options, to avoid repetition in the discussion and also raise a fundamentally important point at the outset. For all Maximum options, the Councils' assume that the delivery rates for strategic sites can be doubled from 250dpa to 500dpa. Additionally, under Maximum scenarios the more ambitious trajectory for North East Cambridge, as consulted on in the Summer/Autumn 2020 AAP consultation, is assumed. This may be optimistic given the need for the wastewater treatment works to be relocated.
- 3.63 Our initial analysis of build-out rates elsewhere (see **Appendix 2**) shows that for urban extensions and new settlements a figure of around 250-300dpa is generally appropriate in high demand areas such as Cambridge, although there are "peaks" within the trajectory at each site. Only two sites in **Appendix 2** have managed to deliver over 500dpa at their peak and this was only for a short amount of time, not a sustained period. It should be noted that one of these sites, the Milton Keynes Western Expansion Area, is owned by the local authority and the delivery rates are driven by the councils approach to masterplanning, infrastructure delivery and disposal of the land.
- 3.64 We note from reviewing the Council's monitoring data that historically sites in the Cambridge Fringe area have delivered over 500dpa, however this has been

⁶ Available at: <https://www.cambridge.gov.uk/planning-policy-monitoring-reports>

a fairly short-term peak in the completions, and it should be pointed out that the sites are located adjacent to Cambridge urban area and built out at a higher density with greater variety in the type and tenure of development including a higher proportion of flats and rental properties within walking distance of jobs than you would typically find at a new settlement. Additionally, at new settlements the demand for new housing is weaker at the outset compared to established markets such as Cambridge. Whilst it may be possible that new settlements could be built out at 500dpa at their peak, it is unlikely that this level of housebuilding would be able to be sustained over a number of years, particularly so when faced with competition from other new settlements that are due to be delivering concurrently in Greater Cambridge. For the Maximum New Settlements option, using the Councils' assumptions there could be as many as 6-8 new settlements being built out at 500dpa at the same time, and for the Medium New Settlements option there could be as many as 8 being built out at 250dpa. Given the number of new settlements already committed in the mid-latter part of the new plan period it is unlikely that there is much scope for adding many more new settlements to the supply before 2041, particularly given the impact of competition on existing committed new settlements.

- 3.65 Another point to make with effectively re-planning the phasing and delivery of existing new settlements to deliver the higher annual build out rates is that this would raise a number of questions about the impact on assumed lead-in times and delivery rates. For example, there could be consequential impacts on the Infrastructure Delivery Plan and agreed trigger points for payments and infrastructure delivery. Furthermore, the private landowners would need to be encouraged or incentivised to significantly increase delivery rates, with the Councils potentially required to make use of compulsory purchase powers to make this happen. Any of these issues have the potential to delay implementation, and therefore even with higher annual completions there may not be any overall benefit in terms of overall completions by 2041.
- 3.66 Any amendments to the phasing of well-advanced disposal and delivery strategies at the new settlements would push back the commencement date and negate some of the benefit of increased delivery rates within the plan period. Such "interventionist" delivery options should perhaps be considered for *new* site allocations in the emerging Local Plan to ensure they deliver quickly where proposals are not already well-advanced. That way delivery mechanisms, land acquisition and disposal, infrastructure planning and viability assessment can all be undertaken with higher delivery rates in mind, rather than retrofitting it to well-advanced schemes at a later date.
- 3.67 Notwithstanding the overarching comments above about the over-optimistic delivery assumptions of all of the Maximum options, **Table 3.9** below summarises the various pros and cons of the different spatial options (which are provided individually in more detail in **Appendix 1**).

Table 3.9: Spatial Options Commentary

Option Focus and Description	Pros	Cons	Other comments
1a. Densification (Minimum) Option focus source of supply <ul style="list-style-type: none"> • North East Cambridge (delivery by 2041 assumption, using historic delivery rates) • Cambridge urban area (low density) – not total capacity, only enough dwellings to fulfil balance to find 	<ul style="list-style-type: none"> • Housing would be provided closest to many of the existing and proposed employment opportunities. • Ability to provide private rented supply (Build to Rent) as well as housing for ownership and affordable housing. • Ability to provide specialist housing if required e.g. older persons extra care because of existing facilities, services and amenities. • Ability to deliver sufficient small sites to meet the NPPF paragraph 68 requirement. • Market absorption into the established Cambridge housing market may allow high build out rates. • Able to demonstrate a five-year housing land supply at plan adoption (using the Councils' assumptions of build-out rates and lead-in times). 	<ul style="list-style-type: none"> • Densification would deliver a greater proportion of smaller units in urban locations, which is not likely to deliver the required mix of housing to meet full market demand (which will require a proportion of larger homes – including some wheelchair accessible homes - and homes in other locations). This would not be conducive to maximising build-out rates. • Already high percentage of new builds within Cambridge (c.25% of all sales) - may limit ability to expand market. • There may be a risk to relying on delivery from North East Cambridge during the middle part of the plan period subject to progress in the process to relocate the Cambridge Wastewater Treatment Plant. The relocation of the works has secured government funding through the Housing Investment Fund and Anglian Water has started the process of preparing a Development Control Order 	<ul style="list-style-type: none"> • The trajectory for this option generally over-delivers against the annual requirement until 2032/33. Additional longer-term sources of supply would ensure the annual requirement is met throughout the plan period.

Option Focus and Description	Pros	Cons	Other comments
<p>1b. Densification (Medium) Option focus source of supply</p> <ul style="list-style-type: none"> • North East Cambridge (delivery by 2041 assumption, using historic delivery rates) • Cambridge urban area (medium density) <p>Additional sources of supply to make up balance</p> <ul style="list-style-type: none"> • Cambridge Airport (initial phase post 2030, outside Green Belt, using historic delivery rates) • Edge of Cambridge - Green Belt (equivalent to one site / broad location, using historic delivery rates) – not total capacity, only enough dwellings to fulfil balance to find 	<ul style="list-style-type: none"> • Housing would be provided closest to many of the existing and proposed employment opportunities. • Ability to provide private rented supply (Build to Rent) as well as housing for ownership and affordable housing. • Ability to provide specialist housing if required e.g. older persons extra care because of existing facilities, services and amenities. • Ability to deliver sufficient small sites to meet the NPPF paragraph 68 requirement. • Able to demonstrate a five-year housing land supply at plan adoption (using the Councils' assumptions of build-out rates and lead-in times). • Market absorption into the 	<p>for an alternative site. The level of confidence in the availability and deliverability of the site should be kept under review during the plan making process.</p> <ul style="list-style-type: none"> • Concern that there may not be sufficient HELAA capacity to support the medium option alongside the windfall allowance. • Densification would deliver a greater proportion of smaller units in urban locations, which is not likely to deliver the required mix of housing to meet full market demand (which will require a proportion of larger homes – including some wheelchair accessible homes - and homes in other locations). This would not be conducive to maximising build-out rates. • Already high percentage of new builds within Cambridge (c.25% of all sales) - may limit ability to expand market. • There may be a risk to relying on delivery from North East Cambridge during the middle 	<ul style="list-style-type: none"> • Under this option the Councils have assumed that the balance would be made up by development at Cambridge Airport. There may be a risk to relying on housing delivery from Cambridge Airport during the middle of the plan period, notwithstanding that Marshall recently confirmed to the Councils its commitment to relocate and seeks to demonstrate the availability and deliverability of the site, whilst being keen to stress that no final decisions have yet been made. It advises that it has a signed option agreement at Cranfield Airport, Bedford and that there would be no commercial, planning, technical or regulatory impediment to a move to Cranfield and vacant

Option Focus and Description	Pros	Cons	Other comments
	<p>established Cambridge housing market may allow high build out rates.</p>	<p>part of the plan period subject to progress in the process to relocate the Cambridge Wastewater Treatment Plant. The relocation of the works has secured government funding through the Housing Investment Fund and Anglian Water has started the process of preparing a Development Control Order for an alternative site. The level of confidence in the availability and deliverability of the site should be kept under review during the plan making process.</p>	<p>possession is anticipated by 2030. The position should be kept under review during the plan making process as appropriate. Alternative options to deliver in the middle of the plan period could include additional new settlements or Green Belt urban extensions to Cambridge.</p> <ul style="list-style-type: none"> • If Cambridge Airport and North East Cambridge were delivered concurrently it may result in a degree of competition, however there is considerable scope to ensure that the sites are sufficiently differentiated in terms of housing type and size to provide sufficient choice in the market.
<p>1c. Densification (Maximum) N.B. Assumes additional delivery by 2041 at committed new settlements. Option focus source of supply</p> <ul style="list-style-type: none"> • North East Cambridge (delivery by 2041 assumption, using 	<ul style="list-style-type: none"> • Housing would be provided closest to many of the existing and proposed employment opportunities. • Ability to provide private rented supply (Build to Rent) as well as housing for ownership and affordable 	<ul style="list-style-type: none"> • Concern that there may not be sufficient HELAA capacity to support the maximum option alongside the windfall allowance. • Densification would deliver a greater proportion of smaller units in urban locations, which 	<ul style="list-style-type: none"> • Under this option the Councils have assumed that the balance would be made up by development at Cambridge Airport. There may be a risk to relying on housing delivery from Cambridge Airport during the middle of the plan

Option Focus and Description	Pros	Cons	Other comments
<p>delivery rates as included in the housing trajectory in the draft North East Cambridge Area Action Plan (July 2020))</p> <ul style="list-style-type: none"> Cambridge urban area (at high density) <p>Additional sources of supply to make up balance</p> <ul style="list-style-type: none"> Cambridge airport (initial phase post 2030, outside Green Belt, higher delivery rates) – delivery by 2041 constrained to provide only enough dwellings to fulfil balance to find 	<p>housing.</p> <ul style="list-style-type: none"> Ability to provide specialist housing if required e.g. older persons extra care because of existing facilities, services and amenities. Ability to deliver sufficient small sites to meet the NPPF paragraph 68 requirement. Market absorption into the established Cambridge housing market may allow high build out rates. Able to demonstrate a five-year housing land supply at plan adoption (using the Councils' assumptions of build-out rates and lead-in times). 	<p>is not likely to deliver the required mix of housing to meet full market demand (which will require a proportion of larger homes – including some wheelchair accessible homes - and homes in other locations). This would not be conducive to maximising build-out rates.</p> <ul style="list-style-type: none"> Already high percentage of new builds within Cambridge (c.25% of all sales) - may limit ability to expand market. There may be a risk to relying on delivery from North East Cambridge during the middle part of the plan period subject to progress in the process to relocate the Cambridge Wastewater Treatment Plant. The relocation of the works has secured government funding through the Housing Investment Fund and Anglian Water has started the process of preparing a Development Control Order for an alternative site. The level of confidence in the availability and deliverability of the site should be kept under review 	<p>period, notwithstanding that Marshall recently confirmed to the Councils its commitment to relocate and seeks to demonstrate the availability and deliverability of the site, whilst being keen to stress that no final decisions have yet been made. It advises that it has a signed option agreement at Cranfield Airport, Bedford and that there would be no commercial, planning, technical or regulatory impediment to a move to Cranfield and vacant possession is anticipated by 2030. The position should be kept under review during the plan making process as appropriate.</p>

Option Focus and Description	Pros	Cons	Other comments
		<p>during the plan making process.</p> <ul style="list-style-type: none"> The Councils' have assumed that build-out rates at new settlements and strategic sites can be doubled to 500dpa for the purposes of testing the spatial options from the 250dpa agreed during the formulation of the current Local Plans. Initial research from other local authorities in the OxCam Arc shows that an average of 300dpa is the highest delivery rate expected to be delivered at a strategic site in those other housing trajectories and is considered a reasonable assumption to use (without the Councils committing to more interventionist approaches to increase delivery on future sites). It is unlikely that significantly more dwellings can be built per annum on existing committed strategic sites (and indeed attempts to do so may extend lead-in times where proposals are well-progressed), therefore further site allocations will be required to deliver the 	

Option Focus and Description	Pros	Cons	Other comments
2a. Edge of Cambridge - Non Green Belt (Minimum) Option focus source of supply <ul style="list-style-type: none"> Cambridge airport (initial phase post 2030, outside Green Belt, using historic delivery rates) Additional sources of supply to make up balance <ul style="list-style-type: none"> North East Cambridge (delivery by 2041 assumption, using historic delivery rates) One village site at a Rural Centre outside of the Green Belt to make up balance to find 	<ul style="list-style-type: none"> Close geographical proximity between key employment locations and homes which will ensure that housing delivery is responsive to job creation, meeting demand from in-migrants. Ability to provide housing for ownership and affordable housing. Opportunity to offer self/custom build. Ability to provide specialist housing if required e.g. older persons extra care because of existing facilities, services and amenities. Marginal five-year housing land supply at plan adoption (using the Councils' assumptions of build-out rates and lead-in times). 	requirement by 2041.	<ul style="list-style-type: none"> Under this option the Councils have assumed that the balance would be made up by development at North East Cambridge. There may be a risk to relying on delivery from North East Cambridge during the middle part of the plan period subject to progress in the process to relocate the Cambridge Wastewater Treatment Plant. The relocation of the works has secured government funding through the Housing Investment Fund and Anglian Water has started the process of preparing a Development Control Order for an alternative site. The level of confidence in the availability and deliverability of the site should be kept under review during the plan making process. Alternative options to deliver in the middle of the plan period could include additional new settlements or
		<ul style="list-style-type: none"> There may be a risk to relying on housing delivery from Cambridge Airport during the middle of the plan period, notwithstanding that Marshall recently confirmed to the Councils its commitment to relocate and seeks to demonstrate the availability and deliverability of the site, whilst being keen to stress that no final decisions have yet been made. It advises that it has a signed option agreement at Cranfield Airport, Bedford and that there would be no commercial, planning, technical or regulatory impediment to a move to Cranfield and vacant possession is anticipated by 2030. The position should be kept under review during the plan making process as appropriate. Likely not able to deliver sufficient small sites to meet the NPPF paragraph 68 requirement. 	

Option Focus and Description	Pros	Cons	Other comments
<p>2b. Edge of Cambridge - Non Green Belt (Medium)</p> <p>Option focus source of supply</p> <ul style="list-style-type: none"> Cambridge airport (initial phase post 2030, outside Green Belt, using historic delivery rates) <p>Additional sources of supply to make up balance</p> <ul style="list-style-type: none"> North East Cambridge (delivery by 2041 assumption, using historic delivery rates) Two smaller new settlements of 4,500 dwellings on public transport corridors to meet the balance to find (delivery by 2041, using historic delivery rates) Balance to find spread across the Rural Centre (30%) and Minor Rural Centres (70%) outside of the Green Belt 	<ul style="list-style-type: none"> Close geographical proximity between key employment locations and homes which will ensure that housing delivery is responsive to job creation, meeting demand from in-migrants. Ability to provide housing for ownership and affordable housing. Opportunity to offer self/custom build. Ability to provide specialist housing if required e.g. older persons extra care because of existing facilities, services and amenities. 	<ul style="list-style-type: none"> There may be a risk to relying on housing delivery from Cambridge Airport during the middle of the plan period, notwithstanding that Marshall recently confirmed to the Councils its commitment to relocate and seeks to demonstrate the availability and deliverability of the site, whilst being keen to stress that no final decisions have yet been made. It advises that it has a signed option agreement at Cranfield Airport, Bedford and that there would be no commercial, planning, technical or regulatory impediment to a move to Cranfield and vacant possession is anticipated by 2030. The position should be kept under review during the plan making process as appropriate. Marginally not able to demonstrate a five-year housing land supply at plan adoption (4.99 years) (using the 	<p>Green Belt urban extensions to Cambridge.</p> <ul style="list-style-type: none"> The balance to find under this scenario spreads development across villages which could deliver sufficient small sites to meet the NPPF paragraph 68 requirement. Without this approach the small sites requirement would not be met under this option. Under this option the Councils have assumed that the balance would be made up by development at North East Cambridge. There may be a risk to relying on delivery from North East Cambridge during the middle part of the plan period subject to progress in the process to relocate the Cambridge Wastewater Treatment Plant. The relocation of the works has secured government funding through the Housing Investment Fund and Anglian Water has started the process of preparing a Development Control Order for an

Option Focus and Description	Pros	Cons	Other comments
		<p>Councils' assumptions of lead-in times and build-out rates).</p> <ul style="list-style-type: none"> Timing and delivery of infrastructure risk if incremental village extensions result in unsustainable patterns of growth i.e. poorly connected/served communities could harm build/sales rates. 	<p>alternative site. The level of confidence in the availability and deliverability of the site should be kept under review during the plan making process.</p> <ul style="list-style-type: none"> Alternative options to deliver in the middle of the plan period could include additional new settlements or Green Belt urban extensions to Cambridge. Potentially less likely to deliver private rented supply e.g. Build to Rent as development would be in less accessible locations, though North East Cambridge would be suitable for this tenure. The two new settlements would compete with the committed new settlements from 2030 onwards when a total of six new settlements would be under construction, selling a similar product in similar locations. This may see a reduction in the build-out rate as a result.

Option Focus and Description	Pros	Cons	Other comments
<p>2c. Edge of Cambridge - Non Green Belt (Maximum)</p> <p>N.B. Assumes additional delivery by 2041 at committed new settlements.</p> <p>Option focus source of supply</p> <ul style="list-style-type: none"> Cambridge airport (initial phase post 2030, outside Green Belt, using higher delivery rates) <p>Additional sources of supply to make up balance</p> <ul style="list-style-type: none"> North East Cambridge (delivery by 2041 assumption, using delivery rates as included in the housing trajectory in the draft North East Cambridge Area Action Plan (July 2020)) One larger new settlement of 9,000 dwellings on a public transport corridor (delivery by 2041, using higher delivery rates but constrained to ensure that the strategic option homes total equals the balance to find. This does not affect the total homes all time figure) One smaller new settlement of 4,500 dwellings on a public transport corridor (delivery by 	<ul style="list-style-type: none"> Close geographical proximity between key employment locations and homes which will ensure that housing delivery is responsive to job creation, meeting demand from in-migrants. Ability to provide housing for ownership and affordable housing. Opportunity to offer self/custom build. Ability to provide specialist housing if required e.g. older persons extra care because of existing facilities, services and amenities. Marginal five-year housing land supply at plan adoption (using the Councils' assumptions of build-out rates and lead-in times). 	<ul style="list-style-type: none"> There may be a risk to relying on housing delivery from Cambridge Airport during the middle of the plan period, notwithstanding that Marshall recently confirmed to the Councils its commitment to relocate and seeks to demonstrate the availability and deliverability of the site, whilst being keen to stress that no final decisions have yet been made. It advises that it has a signed option agreement at Cranfield Airport, Bedford and that there would be no commercial, planning, technical or regulatory impediment to a move to Cranfield and vacant possession is anticipated by 2030. The position should be kept under review during the plan making process as appropriate. Likely not able to deliver sufficient small sites to meet the NPPF paragraph 68 requirement. The Councils' have assumed that build-out rates at new 	<ul style="list-style-type: none"> Under this option the Councils have assumed that the balance would be made up by development at North East Cambridge. There may be a risk to relying on delivery from North East Cambridge during the middle part of the plan period subject to progress in the process to relocate the Cambridge Wastewater Treatment Plant. The relocation of the works has secured government funding through the Housing Investment Fund and Anglian Water has started the process of preparing a Development Control Order for an alternative site. The level of confidence in the availability and deliverability of the site should be kept under review during the plan making process. Alternative options to deliver in the middle of the plan period could include additional new settlements or Green Belt urban extensions

Option Focus and Description	Pros	Cons	Other comments
2041, using higher delivery rates but constrained to ensure that the strategic option homes total equals the balance to find. This does not affect the total homes all time figure)		settlements and strategic sites can be doubled to 500dpa for the purposes of testing the spatial options from the 250dpa agreed during the formulation of the current Local Plans. Initial research from other local authorities in the OxCam Arc shows that an average of 300dpa is the highest delivery rate expected to be delivered at a strategic site in those other housing trajectories and is considered a reasonable assumption to use (without the Councils committing to more interventionist approaches to increase delivery on future sites). It is unlikely that significantly more dwellings can be built per annum on existing committed strategic sites (and indeed attempts to do so may extend lead-in times where proposals are well-progressed), therefore further site allocations will be required to deliver the requirement by 2041.	to Cambridge. <ul style="list-style-type: none"> Potentially less likely to deliver private rented supply e.g. Build to Rent as development would be in less accessible locations, though North East Cambridge would be suitable for this tenure. The proposed new settlements would compete with the committed new settlements from 2030 onwards when a total of five new settlements would be under construction, selling a similar product in similar locations. This may see a reduction in the build-out rate as a result.
3a. Edge of Cambridge - Green Belt (Minimum)	<ul style="list-style-type: none"> Close geographical proximity between key employment 	<ul style="list-style-type: none"> Lead-in times extended compared to other options due 	-

Option Focus and Description	Pros	Cons	Other comments
<p>Option focus source of supply</p> <ul style="list-style-type: none"> Edge of Cambridge - Green Belt (equivalent to three sites / broad locations, with development limited to ensure that the strategic option homes total equals the balance to find) 	<p>locations and homes which will ensure that housing delivery is responsive to job creation, meeting demand from in-migrants.</p> <ul style="list-style-type: none"> Ability to provide housing for ownership and affordable housing. Opportunity to offer self/custom build. Ability to provide specialist housing if required e.g. older persons extra care because of existing facilities, services and amenities. Able to demonstrate a five-year housing land supply at plan adoption (using the Councils' assumptions of lead-in times and build-out rates). 	<p>to the requirement to release Green Belt land through an adopted plan before applications can be approved (i.e. applications cannot be "twin-tracked" during plan-making unless "very special circumstances" can be demonstrated).</p> <ul style="list-style-type: none"> Would not be likely to meet the small sites requirement under NPPF paragraph 68. Green Belt site allocations are less likely to involve incremental urban extensions, and more likely to involve large-scale release where justified by exceptional circumstances. The sites would likely be delivering concurrently, competing with one another, which could reduce market absorption. 	
<p>3b. Edge of Cambridge - Green Belt (Medium)</p> <p>Option focus source of supply</p> <ul style="list-style-type: none"> Edge of Cambridge - Green Belt (equivalent to five sites / broad locations, using historic delivery 	<ul style="list-style-type: none"> Close geographical proximity between key employment locations and homes which will ensure that housing delivery is responsive to job creation, meeting demand 	<ul style="list-style-type: none"> Lead-in times extended compared to other options due to the requirement to release Green Belt land through an adopted plan before applications can be approved (i.e. applications cannot be 	<ul style="list-style-type: none"> The balance to find from Cambridge urban area could be increased to improve the five-year housing land supply position at plan adoption.

Option Focus and Description	Pros	Cons	Other comments
<p>rates)</p> <p>Additional sources of supply to make up balance</p> <ul style="list-style-type: none"> Minimal balance to find located within Cambridge urban area 	<p>from in-migrants.</p> <ul style="list-style-type: none"> Ability to provide housing for ownership and affordable housing. Wide range of dwelling types and sizes likely, supporting higher delivery rates. Opportunity to offer self/custom build. Ability to provide specialist housing if required e.g. older persons extra care because of existing facilities, services and amenities. 	<p>“twin-tracked” during plan-making unless “very special circumstances” can be demonstrated).</p> <ul style="list-style-type: none"> Marginally unable to demonstrate a five-year housing land supply at plan adoption (4.99 years) (using the Councils’ assumptions of lead-in times and build-out rates). Potential for the Green Belt site allocations to compete with each other and reduce delivery rates under this scenario as they would be delivering a similar product in a similar location concurrently at scale. Would not be likely to meet the small sites requirement under NPPF paragraph 68. Green Belt site allocations are less likely to involve incremental urban extensions, and more likely to involve large-scale release where justified by exceptional circumstances. 	
<p>3c. Edge of Cambridge - Green Belt (Maximum)</p> <p>N.B. Assumes additional delivery</p>	<ul style="list-style-type: none"> Close geographical proximity between key employment locations and homes which 	<ul style="list-style-type: none"> Lead-in times extended compared to other options due to the requirement to release 	-

Option Focus and Description	Pros	Cons	Other comments
<p>by 2041 at committed new settlements.</p> <p>Option focus source of supply</p> <ul style="list-style-type: none"> • Edge of Cambridge - Green Belt (equivalent to five sites / broad locations, using higher delivery rates, with development limited to ensure the strategic option equals the balance to find) 	<p>will ensure that housing delivery is responsive to job creation, meeting demand from in-migrants.</p> <ul style="list-style-type: none"> • Ability to provide housing for ownership and affordable housing. • Wide range of dwelling types and sizes likely, supporting higher delivery rates. • Opportunity to offer self/custom build. • Ability to provide specialist housing if required e.g. older persons extra care because of existing facilities, services and amenities. 	<p>Green Belt land through an adopted plan before applications can be approved (i.e. applications cannot be “twin-tracked” during plan-making unless “very special circumstances” can be demonstrated).</p> <ul style="list-style-type: none"> • Not able to demonstrate a five-year housing land supply at plan adoption (using the Councils’ assumptions of lead-in times and build-out rates) due to a significant shortfall prior to plan adoption and not consistently meeting the annual requirement until 2033/34, which would require a stepped annual housing requirement and/or Liverpool method. • Potential for the Green Belt site allocations to compete with each other and reduce delivery rates under this scenario as they would be delivering a similar product in a similar location concurrently at scale. • Would not be likely to meet the small sites requirement under NPPF paragraph 68. Green Belt 	

Option Focus and Description	Pros	Cons	Other comments
		<p>site allocations are less likely to involve incremental urban extensions, and more likely to involve large-scale release where justified by exceptional circumstances.</p> <ul style="list-style-type: none"> The Councils' have assumed that build-out rates at new settlements and strategic sites can be doubled to 500dpa for the purposes of testing the spatial options from the 250dpa agreed during the formulation of the current Local Plans. Initial research from other local authorities in the OxCam Arc shows that an average of 300dpa is the highest delivery rate expected to be delivered at a strategic site in those other housing trajectories and is considered a reasonable assumption to use (without the Councils committing to more interventionist approaches to increase delivery on future sites). It is unlikely that significantly more dwellings can be built per annum on existing committed strategic sites (and 	

Option Focus and Description	Pros	Cons	Other comments
		indeed attempts to do so may extend lead-in times where proposals are well-progressed), therefore further site allocations will be required to deliver the requirement by 2041.	
4a. New Settlements (Minimum) Option focus source of supply <ul style="list-style-type: none"> Two smaller new settlements of 4,500 dwellings on a public transport corridor (delivery by 2041, using historic delivery rates constrained to ensure that the strategic option homes total equals the balance to find. This does not affect the total homes all time figure). 	<ul style="list-style-type: none"> Opportunities to deliver new housing at scale in the mid-latter parts of the plan period. Ability to provide housing for ownership and affordable housing. Opportunity to offer self/custom build. Able to demonstrate a five-year housing land supply at plan adoption (using the Councils' assumptions of lead-in times and build-out rates). Potentially less likelihood of directly competing sites if new settlements are located sufficiently distant from existing committed new settlements. 	<ul style="list-style-type: none"> Competition with existing committed new settlement sites in the mid-latter part of the plan period may saturate the local housing market with similar products in similar locations, thus reducing build-out rates. Less likely to deliver private rented supply e.g. Build to Rent as development would be in potentially less accessible locations and further from Cambridge where demand is higher. Less likely to deliver specialist e.g. older persons housing or delivered later in phasing when community centre complete. Not likely to deliver sufficient small sites to meet the NPPF paragraph 68 requirement. 	-
4b. New Settlements (Medium) Option focus source of supply	<ul style="list-style-type: none"> Opportunities to deliver new housing at scale in the mid- 	<ul style="list-style-type: none"> Competition with existing committed new settlement sites 	-

Option Focus and Description	Pros	Cons	Other comments
<ul style="list-style-type: none"> Three new settlements on public transport corridors (delivery by 2041, using historic delivery rates constrained ensure that the strategic option homes total equals the balance to find. This does not affect the total homes all time figures), including: <ul style="list-style-type: none"> Two larger new settlements of 9,000 dwellings One smaller new settlement of 4,500 dwellings One smaller new settlement of 4,500 homes on the road network (delivery by 2041, using historic delivery rates constrained ensure that the strategic option homes total equals the balance to find. This does not affect the total homes all time figures) 	<p>latter parts of the plan period.</p> <ul style="list-style-type: none"> Ability to provide housing for ownership and affordable housing. Opportunity to offer self/custom build. Potentially less likelihood of directly competing sites if new settlements are located sufficiently distant from existing committed new settlements. 	<p>in the mid-latter part of the plan period may saturate the local housing market with similar products in similar locations, thus reducing build-out rates.</p> <ul style="list-style-type: none"> Less likely to deliver private rented supply e.g. Build to Rent as development would be in potentially less accessible locations and further from Cambridge where demand is higher. Less likely to deliver specialist e.g. older persons housing or delivered later in phasing when community centre complete. Not likely to deliver sufficient small sites to meet the NPPF paragraph 68 requirement. Unable to demonstrate a five-year housing land supply at plan adoption (using the Councils' assumptions of lead-in times and build-out rates), requiring more short-term allocations or a stepped annual housing requirement. 	
4c. New Settlements (Maximum) Option focus source of supply	<ul style="list-style-type: none"> Opportunities to deliver new housing at scale in the mid- 	<ul style="list-style-type: none"> Competition with existing committed new settlement sites 	-

Option Focus and Description	Pros	Cons	Other comments
<ul style="list-style-type: none"> Three new settlements on public transport corridors (delivery by 2041, using higher delivery rates constrained ensure that the strategic option homes total equals the balance to find. This does not affect the total homes all time figures), including: <ul style="list-style-type: none"> Two larger new settlements of 9,000 dwellings One smaller new settlement of 4,500 dwellings One smaller new settlement of 4,500 homes on the road network (delivery by 2041, using higher delivery rates constrained ensure that the strategic option homes total equals the balance to find. This does not affect the total homes all time figures) 	<p>latter parts of the plan period.</p> <ul style="list-style-type: none"> Ability to provide housing for ownership and affordable housing. Opportunity to offer self/custom build. Potentially less likelihood of directly competing sites if new settlements are located sufficiently distant from existing committed new settlements. 	<p>in the mid-latter part of the plan period may saturate the local housing market with similar products in similar locations, thus reducing build-out rates.</p> <ul style="list-style-type: none"> Less likely to deliver private rented supply e.g. Build to Rent as development would be in potentially less accessible locations and further from Cambridge where demand is higher. Less likely to deliver specialist e.g. older persons housing or delivered later in phasing when community centre complete. Not likely to deliver sufficient small sites to meet the NPPF paragraph 68 requirement. Unable to demonstrate a five-year housing land supply at plan adoption (using the Councils' assumptions of lead-in times and build-out rates), requiring more short-term allocations or a stepped annual housing requirement. The Councils' have assumed that build-out rates at new 	

Option Focus and Description	Pros	Cons	Other comments
		<p>settlements and strategic sites can be doubled to 500dpa for the purposes of testing the spatial options from the 250dpa agreed during the formulation of the current Local Plans. Initial research from other local authorities in the OxCam Arc shows that an average of 300dpa is the highest delivery rate expected to be delivered at a strategic site in those other housing trajectories and is considered a reasonable assumption to use (without the Councils committing to more interventionist approaches to increase delivery on future sites). It is unlikely that significantly more dwellings can be built per annum on existing committed strategic sites (and indeed attempts to do so may extend lead-in times where proposals are well-progressed), therefore further site allocations will be required to deliver the requirement by 2041.</p>	
5a. Villages (Minimum) Option focus source of supply	<ul style="list-style-type: none"> A dispersal approach to the villages is likely to result in 	<ul style="list-style-type: none"> Additional housing delivery through new allocations is 	-

Option Focus and Description	Pros	Cons	Other comments
<ul style="list-style-type: none"> • 40% of balance to find at Rural Centres • 40% of balance to find at Minor Rural Centres (while this the same percentage of growth in total, because there are many more Minor Rural Centres than Rural Centres the absolute growth in each village is significantly greater for each Rural Centre). • 17% of balance to find at Group villages • 3% of balance to find at Infill villages 	<ul style="list-style-type: none"> • multiple smaller sites that are likely to be deliverable in the short-medium term. • Greater potential to allocate small sites to meet the NPPF paragraph 68 requirement. • Able to demonstrate a five-year housing land supply at plan adoption (using the Councils' assumptions of lead-in times and build-out rates). • Deferring a proportion of site allocations (i.e. not all) to Neighbourhood Plans could spread delivery across the plan period and would be less likely to result in the loss of a five-year housing land supply. • Possible to deliver specialist housing if required e.g. older persons housing. • Would provide a wider choice of housing in the market for people in terms of size and location. Development in the villages is not likely to compete significantly with existing committed new 	<ul style="list-style-type: none"> • mainly required in the mid-latter part of the plan period. This option mainly delivers medium-term sites in villages, so would not be adding supply at the latter part of the plan period. • Market-led sites are less likely to deliver affordable housing because some small sites will fall below the threshold for contributions and/or registered providers unable/unwilling to manage small numbers. • A highly dispersed growth pattern would lead to less concentrated infrastructure investment because growth would be distributed across numerous settlements over a broad geographical area. • Fewer small dwellings are likely to be delivered, especially apartments, limiting delivery rates overall. • Smaller sites are unlikely to deliver private rented supply e.g. Build to Rent. • Greater market delivery at villages would likely result in a 	

Option Focus and Description	Pros	Cons	Other comments
	settlements and therefore would maximise the market absorption rate.	reduction in the number of rural exception sites for affordable housing taken forward.	
5b. Villages (Medium) Option focus source of supply <ul style="list-style-type: none"> • 40% of balance to find at Rural Centres • 40% of balance to find at Minor Rural Centres (while this the same percentage of growth in total, because there are many more Minor Rural Centres than Rural Centres the absolute growth in each village is significantly greater for each Rural Centre). • 17% of balance to find at Group villages • 3% of balance to find at Infill villages 	<ul style="list-style-type: none"> • A dispersal approach to the villages is likely to result in multiple smaller sites that are likely to be deliverable in the short-medium term. • Greater potential to allocate small sites to meet the NPPF paragraph 68 requirement. • Able to demonstrate a five-year housing land supply at plan adoption (using the Councils' assumptions of lead-in times and build-out rates). • Deferring a proportion of site allocations (i.e. not all) to Neighbourhood Plans could spread delivery across the plan period and would be less likely to result in the loss of a five-year housing land supply. • Possible to deliver specialist housing if required e.g. older persons housing. 	<ul style="list-style-type: none"> • Additional housing delivery through new allocations is mainly required in the mid-latter part of the plan period. This option mainly delivers medium-term sites in villages, so would not be adding supply at the latter part of the plan period. • Market-led sites are less likely to deliver affordable housing because some small sites will fall below the threshold for contributions and/or registered providers unable/unwilling to manage small numbers. • A highly dispersed growth pattern would lead to less concentrated infrastructure investment because growth would be distributed across numerous settlements over a broad geographical area. • Fewer small dwellings likely to be delivered, especially apartments, limiting delivery rates overall. 	-

Option Focus and Description	Pros	Cons	Other comments
<p>5c. Villages (Maximum) N.B. High growth option assumes additional delivery by 2041 at committed new settlements. Option focus source of supply</p> <ul style="list-style-type: none"> • 40% of balance to find at Rural Centres • 40% of balance to find at Minor Rural Centres (while this the same percentage of growth in total, because there are many more Minor Rural Centres than Rural Centres the absolute growth in each village is significantly greater for each Rural Centre). • 17% of balance to find at Group villages • 3% of balance to find at Infill villages 	<ul style="list-style-type: none"> • A dispersal approach to the villages is likely to result in multiple smaller sites that are likely to be deliverable in the short-medium term. • Greater potential to allocate small sites to meet the NPPF paragraph 68 requirement. • Able to demonstrate a five-year housing land supply at plan adoption (using the Councils' assumptions of lead-in times and build-out rates). • Deferring a proportion of site allocations (i.e. not all) to Neighbourhood Plans could spread delivery across the plan period and would be less likely to result in the loss of a five-year housing land supply. 	<ul style="list-style-type: none"> • Smaller sites are unlikely to deliver private rented supply e.g. Build to Rent. • Greater market delivery at villages would likely result in a reduction in the number of rural exception sites for affordable housing taken forward. • Additional housing delivery through new allocations is mainly required in the mid-latter part of the plan period. This option mainly delivers medium-term sites in villages, so would not be adding supply at the latter part of the plan period. • Market-led sites are less likely to deliver affordable housing because some small sites will fall below the threshold for contributions and/or registered providers unable/unwilling to manage small numbers. • A highly dispersed growth pattern would lead to less concentrated infrastructure investment because growth would be distributed across numerous settlements over a 	-

Option Focus and Description	Pros	Cons	Other comments
	<ul style="list-style-type: none"> Possible to deliver specialist housing if required e.g. older persons housing. 	<p>broad geographical area.</p> <ul style="list-style-type: none"> Fewer small dwellings likely to be delivered, especially apartments, limiting delivery rates overall. Smaller sites are unlikely to deliver private rented supply e.g. Build to Rent. Greater market delivery at villages would likely result in a reduction in the number of rural exception sites for affordable housing taken forward. The Councils' have assumed that build-out rates at new settlements and strategic sites can be doubled to 500dpa for the purposes of testing the spatial options from the 250dpa agreed during the formulation of the current Local Plans. Initial research from other local authorities in the OxCam Arc shows that an average of 300dpa is the highest delivery rate expected to be delivered at a strategic site in those other housing trajectories and is considered a reasonable assumption to use (without the 	

Option Focus and Description	Pros	Cons	Other comments
6a. Public Transport Corridors (Minimum)	<ul style="list-style-type: none"> • Good commuting relationship between jobs and houses to meet demand where it exists. • Development in accessible villages, urban extensions and new settlements provides opportunities for higher density, build-to-rent, and affordable housing. Can also tie in village locations along the corridors where larger family/executive homes may be appropriate, maximising the opportunities for higher build-out rates. • Able to demonstrate a five-year housing land supply at 	<p>Councils committing to more interventionist approaches to increase delivery on future sites). It is unlikely that significantly more dwellings can be built per annum on existing committed strategic sites (and indeed attempts to do so may extend lead-in times where proposals are well-progressed), therefore further site allocations will be required to deliver the requirement by 2041.</p>	<ul style="list-style-type: none"> • Balance to find at eighteen villages could be increased to reduce risks resulting from delay or under-delivery at North East Cambridge.
<p>Option focus source of supply</p> <ul style="list-style-type: none"> • North East Cambridge (delivery by 2041 assumption, using historic delivery rates) • One smaller new settlement of 4,500 homes on a public transport corridor (delivery by 2041, using historic delivery rates constrained ensure that the strategic option homes total equals the balance to find. This does not affect the total homes all time figure). • Minimal balance to find spread 			

Option Focus and Description	Pros	Cons	Other comments
across eighteen villages sited along existing or proposed public transport corridors	plan adoption (using the Councils' assumptions of build-out rates and lead-in times).	of confidence in the availability and deliverability of the site should be kept under review during the plan making process.	
6b. Public Transport Corridors (Medium) Option focus source of supply <ul style="list-style-type: none"> • North East Cambridge (delivery by 2041 assumption, using historic delivery rates) • One larger new settlement of 9,000 homes on a public transport corridor (delivery by 2041, using historic delivery rates) • Balance to find spread across eighteen villages sited along existing or proposed public transport corridors 	<ul style="list-style-type: none"> • Good commuting relationship between jobs and houses to meet demand where it exists. • Development in accessible villages, urban extensions and new settlements provides opportunities for higher density, build-to-rent, and affordable housing. Can also tie in village locations along the corridors where larger family/executive homes may be appropriate, maximising the opportunities for higher build-out rates. • Sites at the eighteen villages would be likely to deliver sufficient small sites to meet the NPPF paragraph 68 requirement. • Providing development in the villages (alongside an urban extension and a new settlement) will provide a wider choice of housing in the 	<ul style="list-style-type: none"> • Marginally does not demonstrate a five-year housing land supply at plan adoption (4.9 years) (using the Councils' assumptions of lead-in times and build-out rates), however it would do with a smoother trajectory for village allocations delivering sooner after plan adoption. • There may be a risk to relying on delivery from North East Cambridge during the middle part of the plan period subject to progress in the process to relocate the Cambridge Wastewater Treatment Plant. The relocation of the works has secured government funding through the Housing Investment Fund and Anglian Water has started the process of preparing a Development Control Order for an alternative site. The level of confidence in the availability and deliverability of the site 	-

Option Focus and Description	Pros	Cons	Other comments
	market for people in terms of size and location and will increase the market absorption rate.	should be kept under review during the plan making process.	
6c. Public Transport Corridors (Maximum) N.B. Assumes additional delivery by 2041 at committed new settlements. Option focus source of supply <ul style="list-style-type: none"> North East Cambridge (delivery by 2041 assumption, using delivery rates as included in the housing trajectory in the draft North East Cambridge Area Action Plan (July 2020)) One larger new settlement of 9,000 homes on a public transport corridor (delivery by 2041, using higher delivery rates) Balance to find spread across eighteen villages sited along existing or proposed public transport corridors 	<ul style="list-style-type: none"> Good commuting relationship between jobs and houses to meet demand where it exists. Development in accessible villages, urban extensions and new settlements provides opportunities for higher density, build-to-rent, and affordable housing. Can also tie in village locations along the corridors where larger family/executive homes may be appropriate, maximising the opportunities for higher build-out rates. Able to demonstrate a five-year housing land supply at plan adoption (using the Councils' assumptions of build-out rates and lead-in times). Site at the eighteen villages would be likely to deliver sufficient small sites to meet the NPPF paragraph 68 	<ul style="list-style-type: none"> There may be a risk to relying on delivery from North East Cambridge during the middle part of the plan period subject to progress in the process to relocate the Cambridge Wastewater Treatment Plant. The relocation of the works has secured government funding through the Housing Investment Fund and Anglian Water has started the process of preparing a Development Control Order for an alternative site. The level of confidence in the availability and deliverability of the site should be kept under review during the plan making process. The Councils' have assumed that build-out rates at new settlements and strategic sites can be doubled to 500dpa for the purposes of testing the spatial options from the 250dpa agreed during the formulation of the current Local Plans. Initial 	-

Option Focus and Description	Pros	Cons	Other comments
	<p>requirement.</p> <ul style="list-style-type: none"> • Providing development in the villages (alongside an urban extension and a new settlement) will provide a wider choice of housing in the market for people in terms of size and location and will increase the market absorption rate. 	<p>research from other local authorities in the OxCam Arc shows that an average of 300dpa is the highest delivery rate expected to be delivered at a strategic site in those other housing trajectories and is considered a reasonable assumption to use (without the Councils committing to more interventionist approaches to increase delivery on future sites). It is unlikely that significantly more dwellings can be built per annum on existing committed strategic sites (and indeed attempts to do so may extend lead-in times where proposals are well-progressed), therefore further site allocations will be required to deliver the requirement by 2041.</p>	
<p>7a. Supporting a high-tech corridor by integrating homes and jobs (southern cluster) (Minimum)</p> <p>Option focus source of supply</p> <ul style="list-style-type: none"> • One smaller new settlement of 4,500 homes on a public transport corridor within the 	<ul style="list-style-type: none"> • Good commuting relationship between jobs and houses to meet demand where it exists. • Mix of sites and focus on the south of the city will reduce competition with committed new settlements to the north and west of Cambridge, 	<ul style="list-style-type: none"> • Reliance on performance of the high-tech sectors of the economy in this location and demand for homes tied to this. • Estimated annual completions are consistently below the annual housing requirement from 2032/33 onwards which 	

Option Focus and Description	Pros	Cons	Other comments
<p>southern cluster area (delivery by 2041, using historic delivery rates)</p> <ul style="list-style-type: none"> Balance to find distributed equally between the five villages located within the core southern cluster area that are also on a public transport corridor. 	<p>minimising absorption rate issues.</p> <ul style="list-style-type: none"> Opportunities for higher density, build-to-rent, and affordable housing. Can also tie in village locations along the corridors where larger family/executive homes may be appropriate, maximising the opportunities for higher build-out rates. Able to demonstrate a five-year housing land supply at plan adoption (using the Councils' assumptions of lead-in times and build-out rates). Will deliver small sites in villages to help meet the NPPF paragraph 68 requirement. 	<p>would result in the need for additional mid-longer term allocations to avoid losing a five-year housing land supply.</p>	
<p>7b. Supporting a high-tech corridor by integrating homes and jobs (southern cluster) (Medium)</p> <p>Option focus source of supply</p> <ul style="list-style-type: none"> One smaller new settlement of 4,500 homes on a public transport corridor within the 	<ul style="list-style-type: none"> Good commuting relationship between jobs and houses to meet demand where it exists. Mix of sites and focus on the south of the city will reduce competition with committed new settlements to the north and west of Cambridge, 	<ul style="list-style-type: none"> Reliance on performance of the high-tech sectors of the economy in this location and demand for homes tied to this. Marginally does not demonstrate a five-year housing land supply at plan adoption (4.9 years) (using the 	

Option Focus and Description	Pros	Cons	Other comments
<p>southern cluster area (delivery by 2041, using historic delivery rates)</p> <ul style="list-style-type: none"> Balance to find spread across five villages sited along existing or proposed public transport corridors within the core southern cluster area (70%), and further villages within Southern Cluster core area not on PT corridors (including Group villages (20%) and Infill villages (10%). 	<p>minimising absorption rate issues.</p> <ul style="list-style-type: none"> Opportunities for higher density, build-to-rent, and affordable housing. Can also tie in village locations along the corridors where larger family/executive homes may be appropriate, maximising the opportunities for higher build-out rates. Will deliver small sites in villages to help meet the NPPF paragraph 68 requirement. 	<p>Councils' assumptions of lead-in times and build-out rates), however it would do with a smoother trajectory for village allocations delivering sooner after plan adoption.</p> <ul style="list-style-type: none"> A dispersed growth pattern to villages could lead to less concentrated infrastructure investment because growth would be distributed across numerous settlements over a broad geographical area. 	
<p>7c. Supporting a high-tech corridor by integrating homes and jobs (southern cluster) (Maximum)</p> <p>N.B. Assumes additional delivery by 2041 at committed new settlements.</p> <p>Option focus source of supply</p> <ul style="list-style-type: none"> One larger new settlement of 9,000 homes on a public transport corridor within the southern cluster (delivery by 2041, using higher delivery rates) 	<ul style="list-style-type: none"> Good commuting relationship between jobs and houses to meet demand where it exists. Mix of sites and focus on the south of the city will reduce competition with committed new settlements to the north and west of Cambridge, minimising absorption rate issues. Opportunities for higher density, build-to-rent, and affordable housing. Can also tie in village locations along 	<ul style="list-style-type: none"> Reliance on performance of the high-tech sectors of the economy in this location and demand for homes tied to this. Not able to demonstrate a five-year housing land supply at plan adoption (using the Councils' assumptions of lead-in times and build-out rates). A dispersed growth pattern to villages could lead to less concentrated infrastructure investment because growth would be distributed across 	<ul style="list-style-type: none"> Under this option the Councils have assumed that the balance would be made up by high delivery rates at North East Cambridge and Cambridge Airport. There may be a risk to relying on housing delivery from Cambridge Airport during the middle of the plan period, notwithstanding that Marshall recently confirmed to the Councils its commitment to relocate and seeks to

Option Focus and Description	Pros	Cons	Other comments
<ul style="list-style-type: none"> Balance to find spread equally across five villages sited at existing or proposed public transport nodes within the southern cluster. <p>Additional sources of supply to make up balance</p> <ul style="list-style-type: none"> Cambridge airport (initial phase post 2030, outside Green Belt, using higher delivery rates) North East Cambridge (delivery by 2041 assumption, using delivery rates constrained to ensure that the strategic option homes total equals the balance to find. This does not affect the total homes all time figure). 	<p>the corridors where larger family/executive homes may be appropriate, maximising the opportunities for higher build-out rates.</p> <ul style="list-style-type: none"> Will deliver small sites in villages to help meet the NPPF paragraph 68 requirement. 	<p>numerous settlements over a broad geographical area.</p> <ul style="list-style-type: none"> The Councils' have assumed that build-out rates at new settlements and strategic sites can be doubled to 500dpa for the purposes of testing the spatial options from the 250dpa agreed during the formulation of the current Local Plans. Initial research from other local authorities in the OxCam Arc shows that an average of 300dpa is the highest delivery rate expected to be delivered at a strategic site in those other housing trajectories and is considered a reasonable assumption to use (without the Councils committing to more interventionist approaches to increase delivery on future sites). It is unlikely that significantly more dwellings can be built per annum on existing committed strategic sites (and indeed attempts to do so may extend lead-in times where proposals are well-progressed), therefore further site allocations 	<p>demonstrate the availability and deliverability of the site, whilst being keen to stress that no final decisions have yet been made. It advises that it has a signed option agreement at Cranfield Airport, Bedford and that there would be no commercial, planning, technical or regulatory impediment to a move to Cranfield and vacant possession is anticipated by 2030. The position should be kept under review during the plan making process as appropriate.</p> <ul style="list-style-type: none"> There may be a risk to relying on delivery from North East Cambridge during the middle part of the plan period subject to progress in the process to relocate the Cambridge Wastewater Treatment Plant. The relocation of the works has secured government funding through the Housing Investment Fund and Anglian Water has started the process

Option Focus and Description	Pros	Cons	Other comments
		will be required to deliver the requirement by 2041.	<p>of preparing a Development Control Order for an alternative site. The level of confidence in the availability and deliverability of the site should be kept under review during the plan making process.</p> <ul style="list-style-type: none"> Alternative options to deliver in the middle of the plan period could include additional new settlements or Green Belt urban extensions to Cambridge.
<p>8a. Expanding a growth area around transport nodes (Minimum)</p> <p>Option focus source of supply</p> <ul style="list-style-type: none"> Expansion of Cambourne by the equivalent of one smaller new settlement (delivery by 2041, using historic delivery rates) <ul style="list-style-type: none"> completions and commitments + 4,500 dwellings = 11,300 (and close to further development of 3,500 at Bourn Airfield New Village) Balance to find spread across 	<ul style="list-style-type: none"> Good commuting relationship between jobs and houses to meet demand where it exists. Opportunities for higher density, build-to-rent, and affordable housing. Can also tie in village locations along the corridors where larger family/executive homes may be appropriate, maximising the opportunities for higher build-out rates. Able to demonstrate a five-year housing land supply at plan adoption (using the 	<ul style="list-style-type: none"> The lead-in times for strategic transport infrastructure delivery such as East-West Rail, the proposed new station at Cambourne and Cambridgeshire Autonomous Metro may delay housing delivery until after the infrastructure is operational. The annual housing requirement is not met in any year from 2033/34 onwards which would require additional longer-term sites to avoid the loss of a five-year housing land 	-

Option Focus and Description	Pros	Cons	Other comments
three villages sited along the A428 public transport corridor	<p>Councils' assumptions of lead-in times and build-out rates).</p> <ul style="list-style-type: none"> • New development in the villages (alongside new settlements) would provide a wider choice of housing in the market for people in terms of size and location, and therefore maximise the market absorption rate. • Development at A428 villages provides opportunities for small site delivery to meet NPPF paragraph 68 requirement. 	<p>supply later in the plan period.</p> <ul style="list-style-type: none"> • A new settlement expanding Cambourne would deliver additional housing that is fairly similar to the existing commitments, and it is expected to be delivering alongside Cambourne West and Bourn Airfield which would likely result in competition between the sites, therefore affecting market absorption and build-out rates. 	
<p>8b. Expanding a growth area around transport nodes (Medium)</p> <p>Option focus source of supply</p> <ul style="list-style-type: none"> • Expansion of Cambourne by the equivalent of one smaller new settlement (delivery by 2041, using historic delivery rates) <ul style="list-style-type: none"> – completions and commitments + 4,500 dwellings = 11,300 dwellings (and close to further development of 3,500 at 	<ul style="list-style-type: none"> • Good commuting relationship between jobs and houses to meet demand where it exists. • Opportunities for higher density, build-to-rent, and affordable housing. Can also tie in village locations along the corridors where larger family/executive homes may be appropriate, maximising the opportunities for higher build-out rates. • Able to demonstrate a five- 	<ul style="list-style-type: none"> • The lead-in times for strategic transport infrastructure delivery such as East-West Rail, the proposed new station at Cambourne and Cambridgeshire Autonomous Metro may delay housing delivery until after the infrastructure is operational. • Focuses a significant amount of development concurrently at Cambourne and along the wider A428 corridor, which creates a 	<ul style="list-style-type: none"> • Under this option the Councils have assumed that the balance would be made up by development at North East Cambridge. There may be a risk to relying on delivery from North East Cambridge during the middle part of the plan period subject to progress in the process to relocate the Cambridge Wastewater Treatment Plant. The relocation of the works has secured government funding

Option Focus and Description	Pros	Cons	Other comments
<p>Bourn Airfield New Village)</p> <ul style="list-style-type: none"> Balance to find spread across three villages sited along the A428 public transport corridor (60%) and four further Minor Rural Centre/Group villages sited within 5km of Cambourne (40%). <p>Additional sources of supply to make up balance</p> <ul style="list-style-type: none"> North East Cambridge (delivery by 2041 assumption, using historic delivery rates) 	<ul style="list-style-type: none"> year housing land supply at plan adoption (using the Councils' assumptions of lead-in times and build-out rates). Development at A428 villages provides opportunities for small site delivery to meet NPPF paragraph 68 requirement. 	<ul style="list-style-type: none"> risk of market saturation and absorption rate issues. 	<p>through the Housing Investment Fund and Anglian Water has started the process of preparing a Development Control Order for an alternative site. The level of confidence in the availability and deliverability of the site should be kept under review during the plan making process.</p> <ul style="list-style-type: none"> Alternative options to deliver in the middle of the plan period could include additional new settlements or Green Belt urban extensions to Cambridge.
<p>8c. Expanding a growth area around transport nodes (Maximum)</p> <p>N.B. Assumes additional delivery by 2041 at committed new settlements.</p> <p>Option focus source of supply</p> <ul style="list-style-type: none"> Expansion of Cambourne by the equivalent of one larger new settlement (delivery by 2041, using higher delivery rates) <ul style="list-style-type: none"> completions and 	<ul style="list-style-type: none"> Good commuting relationship between jobs and houses to meet demand where it exists. Opportunities for higher density, build-to-rent, and affordable housing. Can also tie in village locations along the corridors where larger family/executive homes may be appropriate, maximising the opportunities for higher build-out rates. 	<ul style="list-style-type: none"> The lead-in times for strategic transport infrastructure delivery such as East-West Rail, the proposed new station at Cambourne and Cambridgeshire Autonomous Metro may delay housing delivery until after the infrastructure is operational. Focuses a significant amount of development concurrently at Cambourne and along the wider A428 corridor, which creates a 	<ul style="list-style-type: none"> Under this option the Councils have assumed that the balance would be made up by high delivery rates at North East Cambridge and Cambridge Airport. There may be a risk to relying on housing delivery from Cambridge Airport during the middle of the plan period, notwithstanding that Marshall recently confirmed to the Councils its commitment to

Option Focus and Description	Pros	Cons	Other comments
<p>commitments + 9,000 dwellings = 15,800 dwellings (and close to further development of 3,500 at Bourn Airfield New Village)</p> <ul style="list-style-type: none"> Balance to find (accounting for sources of supply below) spread across: <ul style="list-style-type: none"> three villages sited along the A428 public transport corridor (60%) one Minor Rural Centre and three Group villages within 5km of Cambourne (40%) <p>Additional sources of supply to make up balance</p> <ul style="list-style-type: none"> Cambridge airport (initial phase post 2030, outside Green Belt, using higher delivery rates) North East Cambridge (delivery by 2041 assumption, using delivery rates constrained to ensure that the strategic option homes total equals the balance to find. This does not affect the total homes all time figure) 	<ul style="list-style-type: none"> Development at A428 villages provides opportunities for small site delivery to meet the NPPF paragraph 68 requirement. 	<p>risk of market saturation and absorption rate issues.</p> <ul style="list-style-type: none"> Not able to demonstrate a five-year housing land supply at plan adoption (using the Councils' assumptions of lead-in times and build-out rates). The Councils' have assumed that build-out rates at new settlements and strategic sites can be doubled to 500dpa for the purposes of testing the spatial options from the 250dpa agreed during the formulation of the current Local Plans. Initial research from other local authorities in the OxCam Arc shows that an average of 300dpa is the highest delivery rate expected to be delivered at a strategic site in those other housing trajectories and is considered a reasonable assumption to use (without the Councils committing to more interventionist approaches to increase delivery on future sites). It is unlikely that significantly more dwellings can be built per annum on existing 	<p>relocate and seeks to demonstrate the availability and deliverability of the site, whilst being keen to stress that no final decisions have yet been made. It advises that it has a signed option agreement at Cranfield Airport, Bedford and that there would be no commercial, planning, technical or regulatory impediment to a move to Cranfield and vacant possession is anticipated by 2030. The position should be kept under review during the plan making process as appropriate.</p> <ul style="list-style-type: none"> There may be a risk to relying on delivery from North East Cambridge during the middle part of the plan period subject to progress in the process to relocate the Cambridge Wastewater Treatment Plant. The relocation of the works has secured government funding through the Housing Investment Fund and Anglian

Option Focus and Description	Pros	Cons	Other comments
		<p>committed strategic sites (and indeed attempts to do so may extend lead-in times where proposals are well-progressed), therefore further site allocations will be required to deliver the requirement by 2041.</p>	<p>Water has started the process of preparing a Development Control Order for an alternative site. The level of confidence in the availability and deliverability of the site should be kept under review during the plan making process.</p> <ul style="list-style-type: none"> Alternative options to deliver in the middle of the plan period could include additional new settlements or Green Belt urban extensions to Cambridge.

4. Interim Conclusions

- 4.1 The interim findings show that all of the Minimum options can deliver the overall housing requirement and that the Councils will be able to demonstrate a five-year housing land supply at plan adoption. The Medium options show that: all options can meet the overall housing requirement over the plan period; three options can demonstrate a five-year housing land supply at plan adoption; and the five options that cannot demonstrate a five-year housing land supply at plan adoption are marginal and would be able to do so if a small number of short-term site allocations were included in the package of sites.
- 4.2 The interim findings show that the Maximum options under the Councils' working assumptions are highly likely to be undeliverable (based on current market conditions and no intervention) due to the assumption that strategic sites can deliver 500dpa. Additionally, given the high level of commitments and the imbalance between committed jobs and housing, the Minimum options would lead to unsustainable development and increase levels of in-commuting if the economy performs as anticipated by the GL Hearn studies. This really just leaves the Medium/Central growth scenario as the only "reasonable" option of the three from a housing delivery perspective, however this option is broadly in line with recent delivery and therefore it may be achievable to deliver more than this.
- 4.3 We believe that an annual housing requirement that is higher than the Medium option may be achievable, but we are not yet able to advise on what level of growth may be deliverable at this stage of the study in advance of more detailed testing and engagement with the development industry.
- 4.4 The NPPF (paragraph 72) recognises the role that new settlements or significant extensions to existing villages and towns can make, whilst cautioning that a realistic assessment of likely rates of delivery, given the lead-in times for large scale sites is required, alongside the identification of 'opportunities for supporting rapid implementation (such as through joint ventures or locally-led development corporations)'. Footnote 35 of the NPPF also acknowledges that *'large scale developments may need to extend beyond an individual plan period, and the associated infrastructure requirements may not be capable of being identified fully at the outset. Anticipated rates of delivery and infrastructure requirements should, therefore, be kept under review and reflected as policies are updated.'*
- 4.5 In light of this national policy context, we would recommend that if the Councils are to include new strategic sites (e.g. North East Cambridge and Cambridge Airport) as part of the spatial strategy that they apply cautious trajectory assumptions on these sites and over-allocate against the housing requirement to provide ample buffer/headroom. Milton Keynes Council took this approach with the Land East of the M1 allocation, which assumed a small number of completions at the end of the plan period but had the potential to deliver more should HIF funding be secured. Similarly East Hertfordshire District Council over allocated with the removal of Gilston from the Harlow Green Belt, recognising that some 7,000 homes would be delivered in the next plan period (or earlier), providing certainty to the market and stakeholders and allowing them to pursue strategic infrastructure improvements with their partners on the Harlow and Gilston Garden Town (e.g. HIF bid for second Stort crossing).

- 4.6 In testing the deliverability of the Maximum option, there needs to be further thought as to what a deliverable Maximum option could look like based on realistic lead-in times and build-out rates of promoted strategic sites. Such an approach is likely to involve sources of supply taken from all spatial scenarios (rather than only using a small number of these sources at high delivery rates in combination with high build out assumptions at existing committed sites) and will necessitate more detailed site-specific analysis as the Greater Cambridge spatial strategy evolves iteratively. It may be that there is only one option that can deliver the maximum requirement option during the plan period, or it may not be possible at all. The final Housing Delivery Study will help to advise on this matter.
- 4.7 Generally, the options that mix short-medium term sources of supply (smaller sites in urban areas and villages) with longer-term sources (new settlements, urban extensions and Green Belt release) are better-able to deliver across the plan period as a whole with a smoother trajectory. These sites also have different characteristics and are likely to result in variety in terms of location, size, type and tenure of housing, and also be more geographically spread to reduce competition, thus better-matching the housing supply with demand.
- 4.8 In order to optimise housing delivery, demonstrate a five-year housing land supply, and maintain delivery across the plan period to ensure delivery against the chosen requirement, it will be necessary to gap-fill the “troughs” in the baseline trajectory with additional sources of supply, underpinned by cautious but realistic lead-in times and build-out rates, and “over-allocate” against the requirement by a suitable buffer (we recommend at least 10%) to ensure that any unforeseen delays to delivering individual site allocations during the plan period, or changes to market conditions, do not result in under-delivery.

Next steps

- 4.9 The final study will provide updated lead-in times and build-out rates information which can be used by the Councils in the HELAA and future iterations of the growth options work, and will also make recommendations on windfall allowance and delivery from other forms of development. This information will help inform the Councils evidence base and subsequent decision-making process on the selection of a preferred housing requirement, development strategy and site allocations.

Appendix 1 Delivery analysis of the 24 spatial options

Please Note: The assumptions, figures and tables in this appendix represent theoretical models for distribution based on the differing spatial scenarios and growth levels being tested by GCSP and their appointed consultants (for the sole purpose of testing the implications of differing options). They do not represent draft policy of GCSP or preferred strategies. In addition, AECOM has applied their own assumptions to help produce visual outputs for illustrative purposes only.

Option 1a: Densification of existing urban areas (Minimum)

Summary of option

This approach would focus new homes and jobs within Cambridge, because it is the main urban area and centre for services and facilities. The primary location for development within the urban area is at North East Cambridge: this is the last major brownfield site within Cambridge urban area and is being taken forward separately via an Area Action Plan.

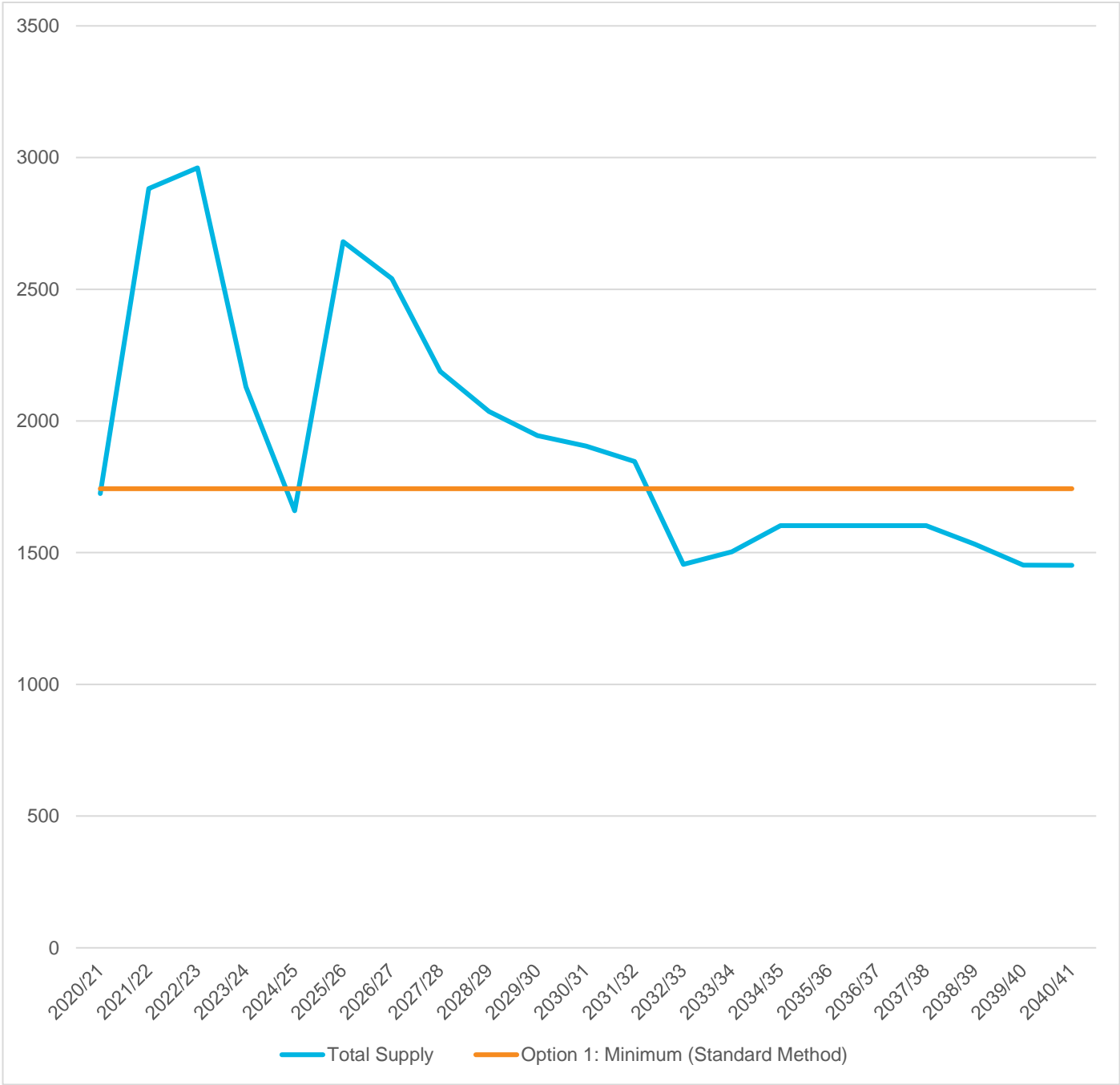
Minimum:

- North East Cambridge (delivery by 2041 assumption, using historic delivery rates)
- Cambridge urban area (low density) – not total capacity, only enough dwellings to fulfil balance to find

Source	2020/ 21	2021/ 22	2022/ 23	2023/ 24	2024/ 25	2025/ 26	2026/ 27	2027/ 28	2028/ 29	2029/ 30	2030/ 31	2031/ 32	2032/ 33	2033/ 34	2034/ 35	2035/ 36	2036/ 37	2037/ 38	2038/ 39	2039/ 40	2040/ 41	Total to 2041
Commitments	1492	2307	2121	1300	942	1406	1215	862	710	619	579	520	130	27	27	27	27	27	27	27	27	14419
Northstowe	232	345	395	345	187	250	250	250	250	250	250	250	250	250	250	250	250	250	250	250	250	5504
Waterbeach New Town	0	150	250	250	250	250	250	250	250	250	250	250	250	250	250	250	250	250	250	250	250	4900
Bourn Airfield	0	0	35	75	120	150	150	150	150	150	150	150	150	150	150	150	150	150	150	150	150	2630
Cambourne West	0	80	160	160	160	150	150	150	150	150	150	150	150	150	150	150	150	150	80	0	0	2590
Windfall (City)	0	0	0	0	0	130	130	130	130	130	130	130	130	130	130	130	130	130	130	130	130	2080
Windfall (South Cambs)	0	0	0	0	0	220	220	220	220	220	220	220	220	220	220	220	220	220	220	220	220	3520
Wellcome Genome Campus	0	0	0	0	0	0	100	100	100	100	100	100	100	100	100	100	100	100	100	100	100	1500
Uncertain Cambridge Allocations	0	0	0	0	0	0	-49	-49	-49	-49	-49	-49	-49	-49	-49	-49	-49	-49	-49	-49	-50	-736
Cambridge Urban Area	0	0	0	0	0	125	125	125	125	125	125	125	125	125	125	125	125	125	125	125	125	2,000
North East Cambridge	0	0	0	0	0	0	0	0	0	0	0	0	0	150	250	250	250	250	250	250	250	1,900
Cambridge Airport (safeguarded land)	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Green Belt Fringe	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
New settlements on public transport corridors	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
New settlements on road network	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Villages total	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Total (Completions and supply)	1724	2882	2961	2130	1659	2681	2541	2188	2036	1945	1905	1846	1456	1538	1603	1603	1603	1603	1533	1453	1453	40342
Option 1: Minimum (Standard Method)	1743	1743	1743	1743	1743	1743	1743	1743	1743	1743	1743	1743	1743	1743	1743	1743	1743	1743	1743	1743	1743	36603
Comparison against Option 1: Minimum (Standard Method)	-19	1139	1218	387	-84	938	798	445	293	202	162	103	-287	-205	-140	-140	-140	-140	-210	-290	-290	3739
Cumulative delivery	1724	4606	7567	9697	11356	14037	16578	18766	20802	22747	24652	26498	27954	29491	31094	32697	34300	35903	37436	38889	40342	-
Cumulative requirement Option 1: Minimum (Standard Method)	1743	3486	5229	6972	8715	10458	12201	13944	15687	17430	19173	20916	22659	24402	26145	27888	29631	31374	33117	34860	36603	-

Source	2020/ 21	2021/ 22	2022/ 23	2023/ 24	2024/ 25	2025/ 26	2026/ 27	2027/ 28	2028/ 29	2029/ 30	2030/ 31	2031/ 32	2032/ 33	2033/ 34	2034/ 35	2035/ 36	2036/ 37	2037/ 38	2038/ 39	2039/ 40	2040/ 41	Total to 2041
Rolling HDT	-	-	145%	152%	129%	124%	132%	142%	129%	118%	113%	109%	100%	93%	88%	91%	92%	92%	91%	88%	85%	-

Housing trajectory



Five-year housing land supply calculation at 1st April 2025 (assumed plan adoption)

Component	Step	Calculation	Number
(a)	Requirement from start of plan period (1st April 2020 - 31st March 2025)	1743dpa x 5	8715.0
(b)	Forecast completions from start of plan period to plan adoption (1st April 2025)		11356.0
(c)	Shortfall/Surplus*	(a) - (b)	-2641.0
(d)	5 year requirement + Shortfall/Surplus	(1743 x 5) + (c)	8715.0
(e)	Add 10% buffer	(d) x 1.10	9586.5
(f)	Annual target	(e) / 5 years	1917.3
(g)	Supply within first 5 years		11391.0
(h)	Land supply	(g) / (f)	5.94
(i)	Deficit / surplus	(g) - (e)	1805

* N.B. the PPG (Paragraph: 032 Reference ID: 68-032-20190722) states that "*Where areas deliver more completions than required, the additional supply can be used to offset any shortfalls against requirements from **previous** years*". The PPG does not state that over-delivery in the past can be used to offset **future** supply nor does it state that it cannot. It is noted the Secretary of State, in his decision letter in respect of a recovered appeal at Oakridge, Highnam, Tewkesbury (APP/G1630/W/3184272), agreed with overall conclusions and recommendation of an Inspector’s which was based in part on a conclusion by the Inspector that an over-supply from previous years should not be ‘banked’ so as to reduce the five-year housing target in future years. It is fair however to observe that the Secretary of State did not comment expressly on this conclusion by his Inspector in respect of past oversupply. Tewkesbury Borough Council, the LPA involved in that appeal, disagreed with this approach but its attempt to challenge the decision in the High Court did not proceed to a determination for technical reasons. A definitive view on how over-supply should be treated in a five-year housing land supply calculation has not provided by the Secretary of State through the PPG nor has it been determined by the Courts in interpreting current policy and guidance. Therefore, at this interim report stage, it is considered reasonable and pragmatic to adopt a worst case scenario and thereby to assume that any over-supply cannot be used to reduce future five-year housing land supply requirements.

Commentary:

Factor	Commentary
Ability to deliver new homes	Minimum housing requirement is largely met by existing commitments and the windfall allowance. Additional supply later in the plan period would act as a buffer to ensure delivery against the overall housing requirement. Some under-delivery against the annual housing requirement is anticipated later in the plan period from 2032/33 onwards which would result in the loss of a five-year housing land supply without additional allocations or changes to the phasing of the delivery of sites.
Stepped housing requirement	Not required as there is no step-change in delivery planned.
Market absorption including competition from similar sites	Cambridge Urban Area would provide greater choice in the market throughout the plan period providing smaller units in a high demand location to complement the committed strategic sites, increasing market absorption.
House building capacity	Supply is in line with historic trends which should be easily accommodated by the housebuilding industry.
Five year housing land supply	A five-year housing land supply figure of 5.94 years is anticipated at plan adoption with a 10% buffer. The poor rate of delivery in 2020/21 could be removed from the plan period if the base date of the plan period is moved forward a year into 2021/22. The five-year housing land supply calculation is based on the Council's trajectory data for 2021/22 and 2022/23 where strong delivery is predicted against the requirement and may be adversely affected by COVID-19.
Meeting the small sites requirement	Concentrating development at sites within Cambridge urban area is likely to yield a number of sites that would meet the NPPF Paragraph 68 definition of “small sites”, assisting with meeting the small sites requirement.
Housing Delivery Test	Housing Delivery Test is met until 3033/34 onwards when an Action Plan would need to be prepared. Delivery is not anticipated to drop below 85%, avoiding triggering the use of a 20% buffer on the five-year housing land supply.

Option 1b: Densification of existing urban areas (Medium)

Summary of option

This approach would focus new homes and jobs within Cambridge, because it is the main urban area and centre for services and facilities. The primary location for development within the urban area is at North East Cambridge: this is the last major brownfield site within Cambridge urban area and is being taken forward separately via an Area Action Plan.

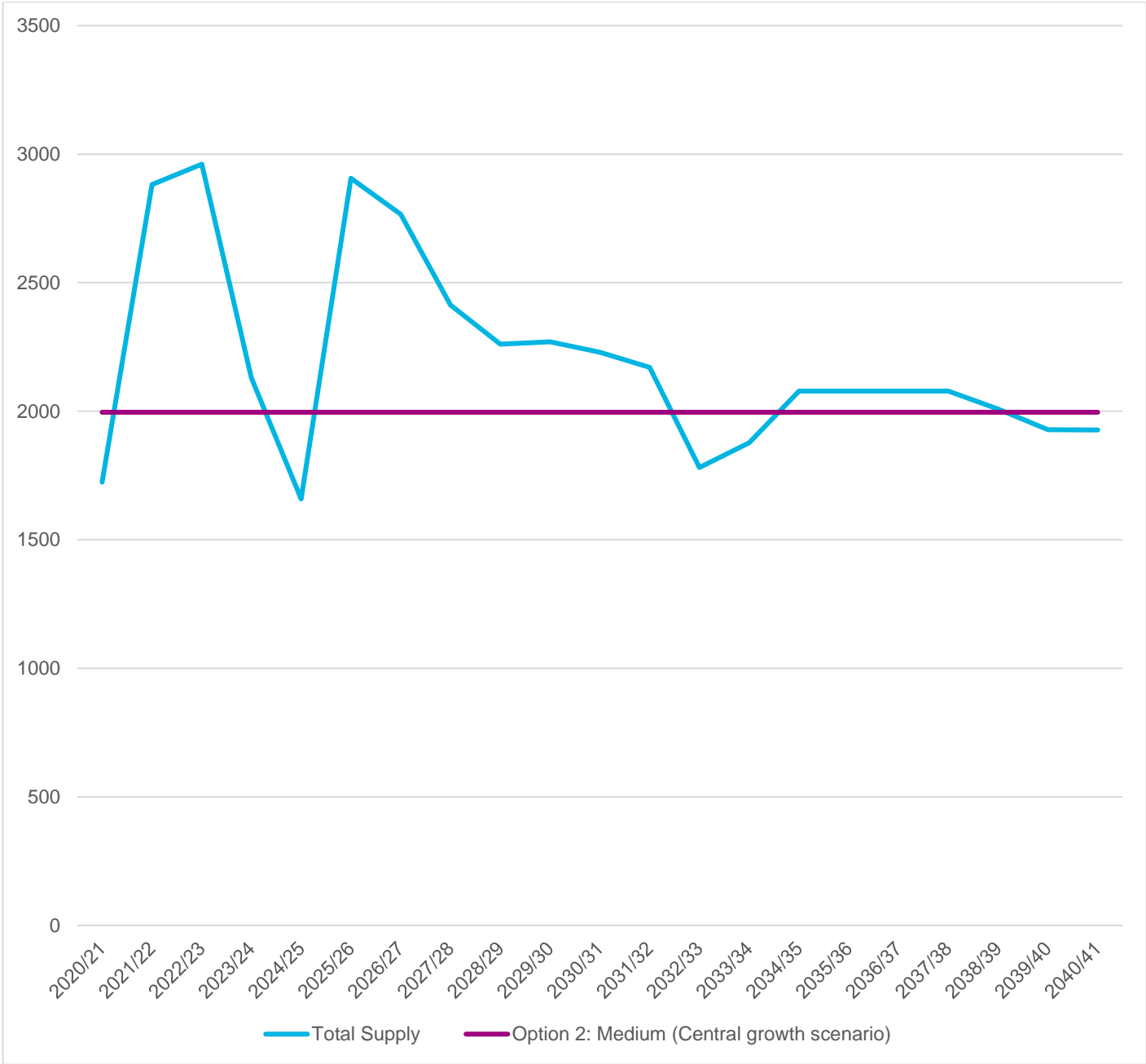
Medium:

- North East Cambridge (delivery by 2041 assumption, using historic delivery rates)
- Cambridge urban area (medium density)
- Cambridge Airport (initial phase post 2030, outside Green Belt, using historic delivery rates)
- Edge of Cambridge - Green Belt (equivalent to one site / broad location, using historic delivery rates) – not total capacity, only enough dwellings to fulfil balance to find
-

Source	2020/ 21	2021/ 22	2022/ 23	2023/ 24	2024/ 25	2025/ 26	2026/ 27	2027/ 28	2028/ 29	2029/ 30	2030/ 31	2031/ 32	2032/ 33	2033/ 34	2034/ 35	2035/ 36	2036/ 37	2037/ 38	2038/ 39	2039/ 40	2040/ 41	Total to 2041
Commitments	1492	2307	2121	1300	942	1406	1215	862	710	619	579	520	130	27	27	27	27	27	27	27	27	14419
Northstowe	232	345	395	345	187	250	250	250	250	250	250	250	250	250	250	250	250	250	250	250	250	5504
Waterbeach New Town	0	150	250	250	250	250	250	250	250	250	250	250	250	250	250	250	250	250	250	250	250	4900
Bourn Airfield	0	0	35	75	120	150	150	150	150	150	150	150	150	150	150	150	150	150	150	150	150	2630
Cambourne West	0	80	160	160	160	150	150	150	150	150	150	150	150	150	150	150	150	150	80	0	0	2590
Windfall (City)	0	0	0	0	0	130	130	130	130	130	130	130	130	130	130	130	130	130	130	130	130	2080
Windfall (South Cambs)	0	0	0	0	0	220	220	220	220	220	220	220	220	220	220	220	220	220	220	220	220	3520
Wellcome Genome Campus	0	0	0	0	0	0	100	100	100	100	100	100	100	100	100	100	100	100	100	100	100	1500
Uncertain Cambridge Allocations	0	0	0	0	0	0	-49	-49	-49	-49	-49	-49	-49	-49	-49	-49	-49	-49	-49	-49	-50	-736
Cambridge Urban Area	0	0	0	0	0	350	350	350	350	350	350	350	350	350	350	350	350	350	350	350	350	5,600
North East Cambridge	0	0	0	0	0	0	0	0	0	0	0	0	0	150	250	250	250	250	250	250	250	1,900
Cambridge Airport (safeguarded land)	0	0	0	0	0	0	0	0	0	0	0	0	0	150	250	250	250	250	250	250	250	1,900
Green Belt Fringe	0	0	0	0	0	0	0	0	0	100	100	100	100	0	0	0	0	0	0	0	0	400
New settlements on public transport corridors	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
New settlements on road network	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Villages total	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Total (Completions and supply)	1724	2882	2961	2130	1659	2906	2766	2413	2261	2270	2230	2171	1781	2013	2078	2078	2078	2078	2008	1928	1928	46342
Option 2: Medium (Central growth scenario)	1996	1996	1996	1996	1996	1996	1996	1996	1996	1996	1996	1996	1996	1996	1996	1996	1996	1996	1996	1996	1996	41916
Comparison against Option 2: Medium	-272	886	965	134	-337	910	770	417	265	274	234	175	-215	17	82	82	82	82	12	-68	-68	4426

Source	2020/ 21	2021/ 22	2022/ 23	2023/ 24	2024/ 25	2025/ 26	2026/ 27	2027/ 28	2028/ 29	2029/ 30	2030/ 31	2031/ 32	2032/ 33	2033/ 34	2034/ 35	2035/ 36	2036/ 37	2037/ 38	2038/ 39	2039/ 40	2040/ 41	Total to 2041
(Central growth scenario)																						
Cumulative delivery	1724	4606	7567	9697	11356	14262	17028	19441	21702	23972	26202	28373	30154	32166	34244	36322	38400	40478	42486	44414	46342	-
Cumulative requirement Option 2: Medium (Central growth scenario)	1996	3992	5988	7984	9980	11976	13972	15968	17964	19960	21956	23952	25948	27944	29940	31936	33932	35928	37924	39920	41916	-
Rolling HDT	-	-	145%	152%	129%	128%	140%	155%	142%	133%	129%	128%	118%	114%	112%	118%	119%	119%	118%	115%	112%	-

Housing trajectory



Five-year housing land supply calculation at 1st April 2025 (assumed plan adoption)

Component	Step	Calculation	Number
(a)	Requirement from start of plan period (1st April 2020 - 31st March 2025)	1996dpa x 5	9980.0
(b)	Forecast completions from start of plan period to plan adoption (1st April 2025)		11356.0
(c)	Shortfall/Surplus*	(a) - (b)	-1376.0
(d)	5 year requirement + Shortfall/Surplus	(1996 x 5) + (c)	9980.0
(e)	Add 10% buffer	(d) x 1.10	10978.0
(f)	Annual target	(e) / 5 years	2195.6
(g)	Supply within first 5 years		12616.0
(h)	Land supply	(g) / (f)	5.75
(i)	Deficit / surplus	(g) - (e)	1638

* N.B. the PPG (Paragraph: 032 Reference ID: 68-032-20190722) states that "Where areas deliver more completions than required, the additional supply can be used to offset any shortfalls against requirements from **previous** years". The PPG does not state that over-delivery in the past can be used to offset **future** supply nor does it state that it cannot. It is noted the Secretary of State, in his decision letter in respect of a recovered appeal at Oakridge, Highnam, Tewkesbury (APP/G1630/W/3184272), agreed with overall conclusions and recommendation of an Inspector's which was based in part on a conclusion by the Inspector that an over-supply from previous years should not be 'banked' so as to reduce the five-year housing target in future years. It is fair however to observe that the Secretary of State did not comment expressly on this conclusion by his Inspector in respect of past oversupply. Tewkesbury Borough Council, the LPA involved in that appeal, disagreed with this approach but its attempt to challenge the decision in the High Court did not proceed to a determination for technical reasons. A definitive view on how over-supply should be treated in a five-year housing land supply calculation has not provided by the Secretary of State through the PPG nor has it been determined by the Courts in interpreting current policy and guidance. Therefore, at this interim report stage, it is considered reasonable and pragmatic to adopt a worst case scenario and thereby to assume that any over-supply cannot be used to reduce future five-year housing land supply requirements.

Commentary:

Factor	Commentary
Ability to deliver new homes	Additional supply in the mid-latter part of the plan period will enable delivery against the overall medium housing requirement. The urban area sites are anticipated to deliver from plan adoption onwards whilst the small-scale Green Belt sites would add supply to the middle part of the plan period, before the longer-term North East Cambridge and Cambridge Airport sites would be delivered. The option would enable the annual housing requirement to be met throughout the plan period apart from minor under-delivery in 2024/25, 2032/33 and 2039/40-2040/41.
Stepped housing requirement	Not required as there is no step-change in delivery planned.
Market absorption including competition from similar sites	Cambridge Urban Area and urban extension sites would provide greater choice in the market throughout the plan period providing smaller units in a high demand location to complement the committed strategic sites, increasing market absorption. If Cambridge Airport and North East Cambridge were delivered concurrently it may result in a degree of competition, however there is considerable scope to ensure that the sites are sufficiently differentiated in terms of housing type and size to provide sufficient choice in the market.
House building capacity	This level of supply is consistently above historic trends, but not significantly so, which should be able to be accommodated by the housebuilding industry.
Five year housing land supply	A five-year housing land supply figure of 5.75 years is anticipated at plan adoption with a 10% buffer. The poor rate of delivery in 2020/21 could be removed from the plan period if the base date of the plan period is moved forward a year into 2021/22. The five-year housing land supply calculation is based on the Council's trajectory data for 2021/22 and 2022/23 where strong delivery is predicted against the requirement and may be adversely affected by COVID-19.
Meeting the small sites requirement	Concentrating development at sites within Cambridge urban area is likely to yield a number of sites that would meet the NPPF Paragraph 68 definition of “small sites”, assisting with meeting the small sites requirement.
Housing Delivery Test	As the supply comfortably exceeds the minimum standard method the Housing Delivery Test will be passed in all years of the plan period.

Option 1c: Densification of existing urban areas (Maximum)

Summary of option

This approach would focus new homes and jobs within Cambridge, because it is the main urban area and centre for services and facilities. The primary location for development within the urban area is at North East Cambridge: this is the last major brownfield site within Cambridge urban area and is being taken forward separately via an Area Action Plan.

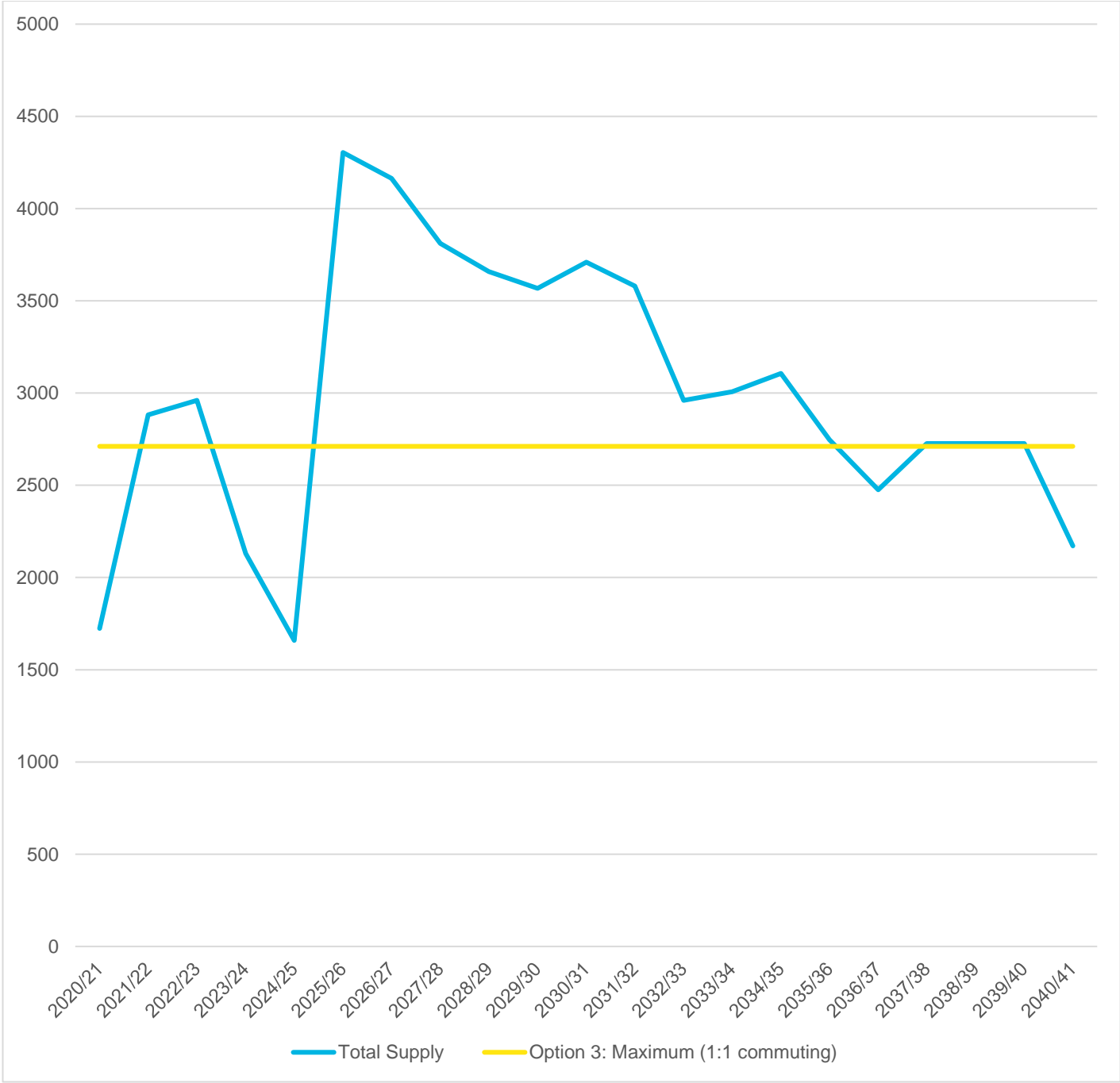
Maximum:

- All existing committed strategic sites assume double historic delivery rates from 2025/26 onwards (Northstowe 500dpa; Waterbeach 500dpa; Bourn Airfield 300dpa and Cambourne 300dpa).
- North East Cambridge (delivery by 2041 assumption, using delivery rates as included in the housing trajectory in the draft North East Cambridge Area Action Plan (July 2020))
- Cambridge urban area (at high density)
- Cambridge airport (initial phase post 2030, outside Green Belt, higher delivery rates) – delivery by 2041 constrained to provide only enough dwellings to fulfil balance to find

Source	2020/ 21	2021/ 22	2022/ 23	2023/ 24	2024/ 25	2025/ 26	2026/ 27	2027/ 28	2028/ 29	2029/ 30	2030/ 31	2031/ 32	2032/ 33	2033/ 34	2034/ 35	2035/ 36	2036/ 37	2037/ 38	2038/ 39	2039/ 40	2040/ 41	Total to 2041
Commitments	1492	2307	2121	1300	942	1406	1215	862	710	619	579	520	130	27	27	27	27	27	27	27	27	14419
Northstowe	232	345	395	345	187	500	500	500	500	500	500	500	500	500	500	500	500	500	500	500	319	9323
Waterbeach New Town	0	150	250	250	250	500	500	500	500	500	500	500	500	500	500	500	500	500	500	500	500	8900
Bourn Airfield	0	0	35	75	120	300	300	300	300	300	300	300	300	300	300	270	0	0	0	0	0	3500
Cambourne West	0	80	160	160	160	300	300	300	300	300	300	230	0	0	0	0	0	0	0	0	0	2590
Windfall (City)	0	0	0	0	0	130	130	130	130	130	130	130	130	130	130	130	130	130	130	130	130	2080
Windfall (South Cambs)	0	0	0	0	0	220	220	220	220	220	220	220	220	220	220	220	220	220	220	220	220	3520
Wellcome Genome Campus	0	0	0	0	0	0	100	100	100	100	100	100	100	100	100	100	100	100	100	100	100	1500
Uncertain Cambridge Allocations	0	0	0	0	0	0	-49	-49	-49	-49	-49	-49	-49	-49	-49	-49	-49	-49	-49	-49	-50	-736
Cambridge Urban Area	0	0	0	0	0	425	425	425	425	425	425	425	425	425	425	425	425	425	425	425	425	6,800
North East Cambridge	0	0	0	0	0	523	523	523	523	523	704	704	704	704	703	374	373	373	373	373	0	8,000
Cambridge Airport (safeguarded land)	0	0	0	0	0	0	0	0	0	0	0	0	0	150	250	250	250	500	500	500	500	2,900
Green Belt Fringe	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
New settlements on public transport corridors	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
New settlements on road network	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Villages total	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Total (Completions and supply)	1724	2882	2961	2130	1659	4304	4164	3811	3659	3568	3709	3580	2960	3042	3106	2747	2476	2726	2726	2726	2242	62901
Option 3: Maximum (1:1 commuting)	2711	2711	2711	2711	2711	2711	2711	2711	2711	2711	2711	2711	2711	2711	2711	2711	2711	2711	2711	2711	2711	56931
Comparison against Option 3: Maximum (1:1 commuting)	-987	171	250	-581	-1052	1593	1453	1100	948	857	998	869	249	331	395	36	-235	15	15	15	-469	5970
Cumulative delivery	1724	4606	7567	9697	11356	15660	19824	23635	27294	30862	34571	38151	41111	44152	47258	50005	52481	55207	57933	60659	62901	-

Source	2020/ 21	2021/ 22	2022/ 23	2023/ 24	2024/ 25	2025/ 26	2026/ 27	2027/ 28	2028/ 29	2029/ 30	2030/ 31	2031/ 32	2032/ 33	2033/ 34	2034/ 35	2035/ 36	2036/ 37	2037/ 38	2038/ 39	2039/ 40	2040/ 41	Total to 2041
Cumulative requirement Option 3: Maximum (1:1 commuting)	2711	5422	8133	10844	13555	16266	18977	21688	24399	27110	29821	32532	35243	37954	40665	43376	46087	48798	51509	54220	56931	-
Rolling HDT	-	-	145%	152%	129%	155%	194%	235%	222%	211%	209%	208%	196%	183%	174%	170%	159%	152%	152%	156%	147%	-

Housing trajectory



Five-year housing land supply calculation at 1st April 2025 (assumed plan adoption)

Component	Step	Calculation	Number
(a)	Requirement from start of plan period (1st April 2020 - 31st March 2025)	2711dpa x 5	13555.0
(b)	Forecast completions from start of plan period to plan adoption (1st April 2025)		11356.0
(c)	Shortfall/Surplus*	(a) - (b)	2199.0
(d)	5 year requirement + Shortfall/Surplus	(2711 x 5) + (c)	15754.0
(e)	Add 10% buffer	(d) x 1.10	17329.4
(f)	Annual target	(e) / 5 years	3465.9
(g)	Supply within first 5 years		19506.0
(h)	Land supply	(g) / (f)	5.63
(i)	Deficit / surplus	(g) - (e)	2177

* N.B. the PPG (Paragraph: 032 Reference ID: 68-032-20190722) states that "*Where areas deliver more completions than required, the additional supply can be used to offset any shortfalls against requirements from **previous** years*". The PPG does not state that over-delivery in the past can be used to offset **future** supply nor does it state that it cannot. It is noted the Secretary of State, in his decision letter in respect of a recovered appeal at Oakridge, Highnam, Tewkesbury (APP/G1630/W/3184272), agreed with overall conclusions and recommendation of an Inspector's which was based in part on a conclusion by the Inspector that an over-supply from previous years should not be 'banked' so as to reduce the five-year housing target in future years. It is fair however to observe that the Secretary of State did not comment expressly on this conclusion by his Inspector in respect of past oversupply. Tewkesbury Borough Council, the LPA involved in that appeal, disagreed with this approach but its attempt to challenge the decision in the High Court did not proceed to a determination for technical reasons. A definitive view on how over-supply should be treated in a five-year housing land supply calculation has not provided by the Secretary of State through the PPG nor has it been determined by the Courts in interpreting current policy and guidance. Therefore, at this interim report stage, it is considered reasonable and pragmatic to adopt a worst case scenario and thereby to assume that any over-supply cannot be used to reduce future five-year housing land supply requirements.

Commentary:

Factor	Commentary
Ability to deliver new homes	<p>Additional supply in the mid-latter part of the plan period will enable delivery against the overall maximum housing requirement. The plan period starts with a shortfall against the significantly increased housing requirement figure, which results in the need for the shortfall to be met within the first five years under the Sedgefield method, increasing the five-year housing land supply requirement.</p> <p>The urban area sites are anticipated to deliver from plan adoption onward, before the longer-term Cambridge Airport site would be delivered. It is noted that this option includes the draft North East Cambridge AAP housing trajectory for the site, and if delivery is delayed against this trajectory then the five-year housing land supply position will be worsened.</p> <p>The urban area sites are assumed as “high density” options, and are expected to be delivered alongside windfall completions at the current rate. Capacity from the HELAA sites and from the windfall allowance, both currently being assessed, will need to ensure that there is no double-counting of capacity for this option to be realistic.</p> <p>The trajectory shows a peak in the middle of the plan period, in the first 5 years after plan adoption. This in turn is based on an assumption by the Councils that delivery rates can be doubled on existing strategic sites that are already consented or allocated and working their way through the development management process. A build-out rate of 500dpa is assumed on existing sites from 2025/26 (plan adoption) onwards. This is considered unrealistic for sites that are already allocated and working their way through the system.</p> <p>Average build out rates in excess of 300 dwellings per annum (dpa) will only be possible with significant interventions and/or alternative delivery models. Secondary sources and emerging primary research suggests that a traditional approach would be unlikely to exceed 300 dpa.</p>
Stepped housing requirement	<p>The maximum scenario would be a step-change in housing delivery, 88% higher than historic completions in 2002/03-2018/19. Given the projected under-delivery in the period 2020/21 to plan adoption (1st April 2025) the shortfall should be met in the first 5 years under the Sedgefield method under the PPG (unless the Liverpool method can be justified). Due to the fact that, under the Councils’ assumptions, this option can deliver a five-year housing land supply at plan adoption under the Sedgefield method, a stepped annual housing requirement is not necessary. If it transpires that delivery rates of 500dpa at existing committed strategic sites are not deliverable, then a stepped annual housing requirement would be necessary; although this would further increase an already challenging housing requirement later in the plan period.</p>
Market absorption including competition from similar sites	<p>Cambridge Urban Area and urban extension sites would provide greater choice in the market throughout the plan period providing smaller units in a high demand location to complement the committed strategic sites, increasing market absorption. If Cambridge Airport and North East Cambridge were delivered concurrently it may result in a degree of competition, however there is considerable scope to ensure that the sites are sufficiently differentiated in terms of housing type and size to provide sufficient choice in the market. Under this option only limited windfall development would be proposed villages, which could further increase absorption rates.</p>
House building capacity	<p>This level of supply is significantly (88%) above historic trends, which may present issues for the local housebuilding industry in terms of gearing up to deliver that quantity of development in a short amount of time.</p>
Five year housing land supply	<p>A five-year housing land supply figure of 5.63 years is anticipated at plan adoption with a 10% buffer. The poor rate of delivery in 2020/21 could be removed from the plan period if the base date of the plan period is moved forward a year into 2021/22. The five-year housing land supply calculation is based on the Council’s trajectory data for 2021/22 and 2022/23 where strong delivery is predicted against the requirement and may be adversely affected by COVID-19. This calculation has been undertaken using the Councils’ assumptions for lead-in times and build-out rates. As discussed above the assumptions for strategic sites under the maximum scenario are considered unrealistic and undeliverable, therefore it is unlikely that a five-year housing land supply would actually be able to be demonstrated at plan adoption if evidence confirms that only lower rates are deliverable.</p>
Meeting the small sites requirement	<p>Concentrating development at sites within Cambridge urban area is likely to yield a number of sites that would meet the NPPF Paragraph 68 definition of “small sites”, assisting with meeting the small sites requirement.</p>
Housing Delivery Test	<p>As the supply comfortably exceeds the minimum standard method the Housing Delivery Test will be passed in all years of the plan period.</p>

Option 2a: Edge of Cambridge – outside the Green Belt (Minimum)

Summary of option

This approach would create new homes and jobs in extensions on the edge of Cambridge, using land not in the green belt. The only large site on the edge of Cambridge not in the Green Belt is Cambridge Airport.

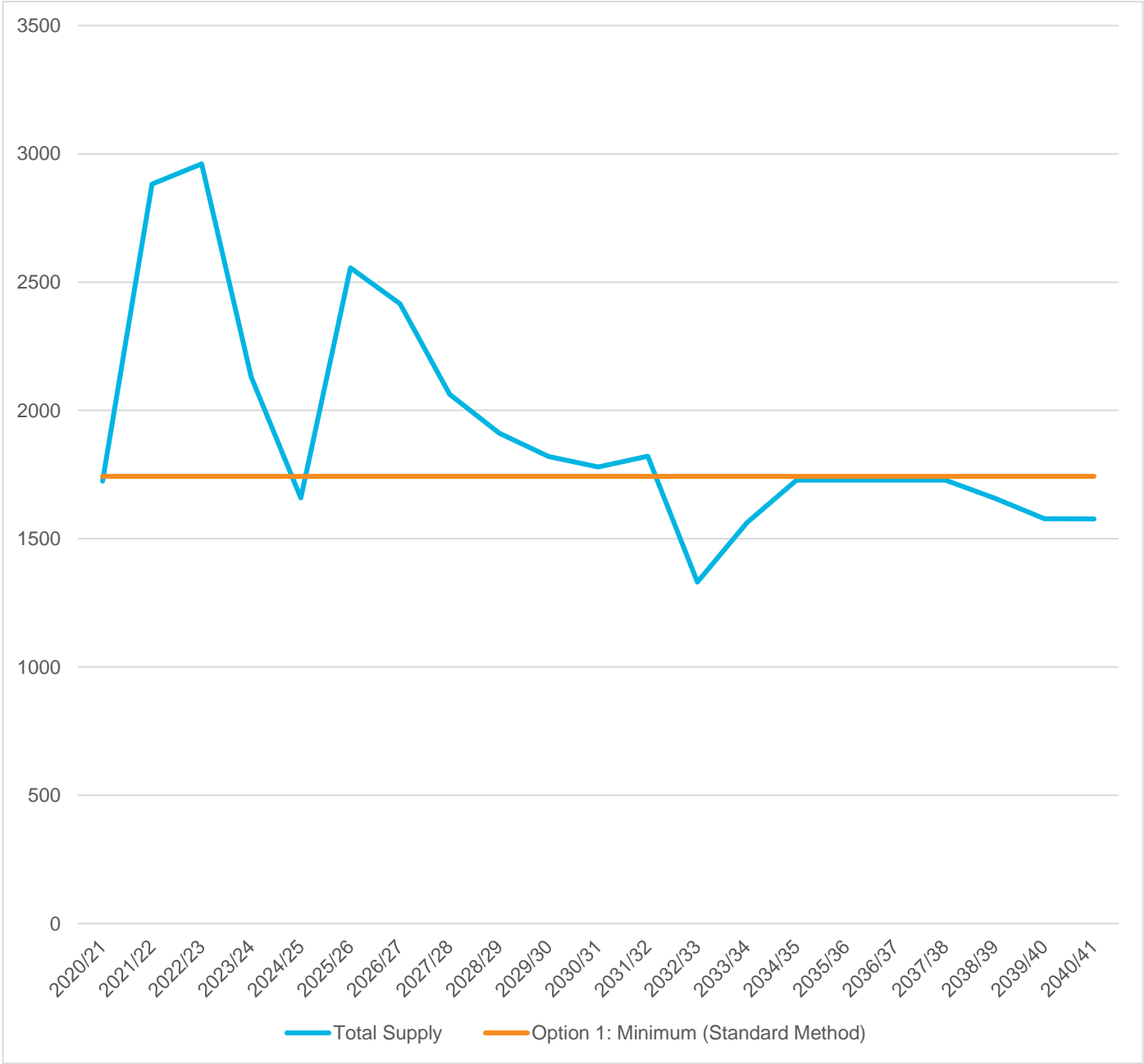
Minimum:

- Cambridge airport (initial phase post 2030, outside Green Belt, using historic delivery rates)
- North East Cambridge (delivery by 2041 assumption, using historic delivery rates)
- One village site at a Rural Centre and outside the Green Belt to make up balance to find

Source	2020/ 21	2021/ 22	2022/ 23	2023/ 24	2024/ 25	2025/ 26	2026/ 27	2027/ 28	2028/ 29	2029/ 30	2030/ 31	2031/ 32	2032/ 33	2033/ 34	2034/ 35	2035/ 36	2036/ 37	2037/ 38	2038/ 39	2039/ 40	2040/ 41	Total to 2041
Commitments	1492	2307	2121	1300	942	1406	1215	862	710	619	579	520	130	27	27	27	27	27	27	27	27	14419
Northstowe	232	345	395	345	187	250	250	250	250	250	250	250	250	250	250	250	250	250	250	250	250	5504
Waterbeach New Town	0	150	250	250	250	250	250	250	250	250	250	250	250	250	250	250	250	250	250	250	250	4900
Bourn Airfield	0	0	35	75	120	150	150	150	150	150	150	150	150	150	150	150	150	150	150	150	150	2630
Cambourne West	0	80	160	160	160	150	150	150	150	150	150	150	150	150	150	150	150	150	80	0	0	2590
Windfall (City)	0	0	0	0	0	130	130	130	130	130	130	130	130	130	130	130	130	130	130	130	130	2080
Windfall (South Cambs)	0	0	0	0	0	220	220	220	220	220	220	220	220	220	220	220	220	220	220	220	220	3520
Wellcome Genome Campus	0	0	0	0	0	0	100	100	100	100	100	100	100	100	100	100	100	100	100	100	100	1500
Uncertain Cambridge Allocations	0	0	0	0	0	0	-49	-49	-49	-49	-49	-49	-49	-49	-49	-49	-49	-49	-49	-49	-50	-736
Cambridge Urban Area	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
North East Cambridge	0	0	0	0	0	0	0	0	0	0	0	0	0	150	250	250	250	250	250	250	250	1,900
Cambridge Airport (safeguarded land)	0	0	0	0	0	0	0	0	0	0	0	0	0	150	250	250	250	250	250	250	250	1,900
Green Belt Fringe	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
New settlements on public transport corridors	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
New settlements on road network	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Villages total	0	0	0	0	0	0	0	0	0	0	0	100	0	0	0	0	0	0	0	0	0	100
Total (Completions and supply)	1724	2882	2961	2130	1659	2556	2416	2063	1911	1820	1780	1821	1331	1563	1728	1728	1728	1728	1658	1578	1578	40342
Option 1: Minimum (Standard Method)	1743	1743	1743	1743	1743	1743	1743	1743	1743	1743	1743	1743	1743	1743	1743	1743	1743	1743	1743	1743	1743	36603
Comparison against Option 1: Minimum (Standard Method)	-19	1139	1218	387	-84	813	673	320	168	77	37	78	-412	-180	-15	-15	-15	-15	-85	-165	-165	3739
Cumulative delivery	1724	4606	7567	9697	11356	13912	16328	18391	20302	22122	23902	25723	27054	28616	30344	32072	33800	35528	37186	38764	40342	-
Cumulative requirement Option 1:	1743	3486	5229	6972	8715	10458	12201	13944	15687	17430	19173	20916	22659	24402	26145	27888	29631	31374	33117	34860	36603	-

Source	2020/ 21	2021/ 22	2022/ 23	2023/ 24	2024/ 25	2025/ 26	2026/ 27	2027/ 28	2028/ 29	2029/ 30	2030/ 31	2031/ 32	2032/ 33	2033/ 34	2034/ 35	2035/ 36	2036/ 37	2037/ 38	2038/ 39	2039/ 40	2040/ 41	Total to 2041
Minimum (Standard Method)																						
Rolling HDT	-	-	145%	152%	129%	121%	127%	135%	122%	111%	105%	104%	94%	90%	88%	96%	99%	99%	98%	95%	92%	-

Housing trajectory



Five-year housing land supply calculation at 1st April 2025 (assumed plan adoption)

Component	Step	Calculation	Number
(a)	Requirement from start of plan period (1st April 2020 - 31st March 2025)	1743dpa x 5	8715.0
(b)	Forecast completions from start of plan period to plan adoption (1st April 2025)		11356.0
(c)	Shortfall/Surplus*	(a) - (b)	-2641.0
(d)	5 year requirement + Shortfall/Surplus	(1743 x 5) + (c)	8715.0
(e)	Add 10% buffer	(d) x 1.10	9586.5
(f)	Annual target	(e) / 5 years	1917.3
(g)	Supply within first 5 years		10766.0
(h)	Land supply	(g) / (f)	5.62
(i)	Deficit / surplus	(g) - (e)	1180

* N.B. the PPG (Paragraph: 032 Reference ID: 68-032-20190722) states that "*Where areas deliver more completions than required, the additional supply can be used to offset any shortfalls against requirements from **previous** years*". The PPG does not state that over-delivery in the past can be used to offset **future** supply nor does it state that it cannot. It is noted the Secretary of State, in his decision letter in respect of a recovered appeal at Oakridge, Highnam, Tewkesbury (APP/G1630/W/3184272), agreed with overall conclusions and recommendation of an Inspector's which was based in part on a conclusion by the Inspector that an over-supply from previous years should not be 'banked' so as to reduce the five-year housing target in future years. It is fair however to observe that the Secretary of State did not comment expressly on this conclusion by his Inspector in respect of past oversupply. Tewkesbury Borough Council, the LPA involved in that appeal, disagreed with this approach but its attempt to challenge the decision in the High Court did not proceed to a determination for technical reasons. A definitive view on how over-supply should be treated in a five-year housing land supply calculation has not provided by the Secretary of State through the PPG nor has it been determined by the Courts in interpreting current policy and guidance. Therefore, at this interim report stage, it is considered reasonable and pragmatic to adopt a worst case scenario and thereby to assume that any over-supply cannot be used to reduce future five-year housing land supply requirements.

Commentary:

Factor	Commentary
Ability to deliver new homes	Minimum housing requirement is largely met by existing commitments and the windfall allowance. Additional supply later in the plan period would act as a buffer to ensure delivery against the overall housing requirement. Some under-delivery against the annual housing requirement is anticipated later in the plan period from 2032/33-2033/34 and 2039/40-2040/41 which would result in the loss of a five-year housing land supply without additional allocations or alternative phasing.
Stepped housing requirement	Not required as there is no step-change in delivery planned.
Market absorption including competition from similar sites	Urban extension sites towards the end of the plan period would provide greater choice in the market, meeting needs in a high demand location to complement the committed strategic sites, reducing the risk of competition and increasing market absorption.
House building capacity	Supply is in line with historic trends which should be easily accommodated by the housebuilding industry.
Five year housing land supply	A five-year housing land supply figure of 5.62 years is anticipated at plan adoption with a 10% buffer. The poor rate of delivery in 2020/21 could be removed from the plan period if the base date of the plan period is moved forward a year into 2021/22. The five-year housing land supply calculation is based on the Council's trajectory data for 2021/22 and 2022/23 where strong delivery is predicted against the requirement and may be adversely affected by COVID-19.
Meeting the small sites requirement	The 100 dwellings at villages could yield small sites to help meet the NPPF Paragraph 68 small sites requirement. Given the additional need for small sites beyond those committed and expected to come forward through the windfall allowance, it is not anticipated that this option will enable the Councils to meet NPPF requirements.
Housing Delivery Test	Housing Delivery Test is met until 3032/33 onwards when an Action Plan would need to be prepared. Delivery is not anticipated to drop below 85%, avoiding triggering the use of a 20% buffer on the five-year housing land supply.

Option 2b: Edge of Cambridge – outside the Green Belt (Medium)

Summary of option

This approach would create new homes and jobs in extensions on the edge of Cambridge, using land not in the green belt. The only large site on the edge of Cambridge not in the Green Belt is Cambridge Airport.

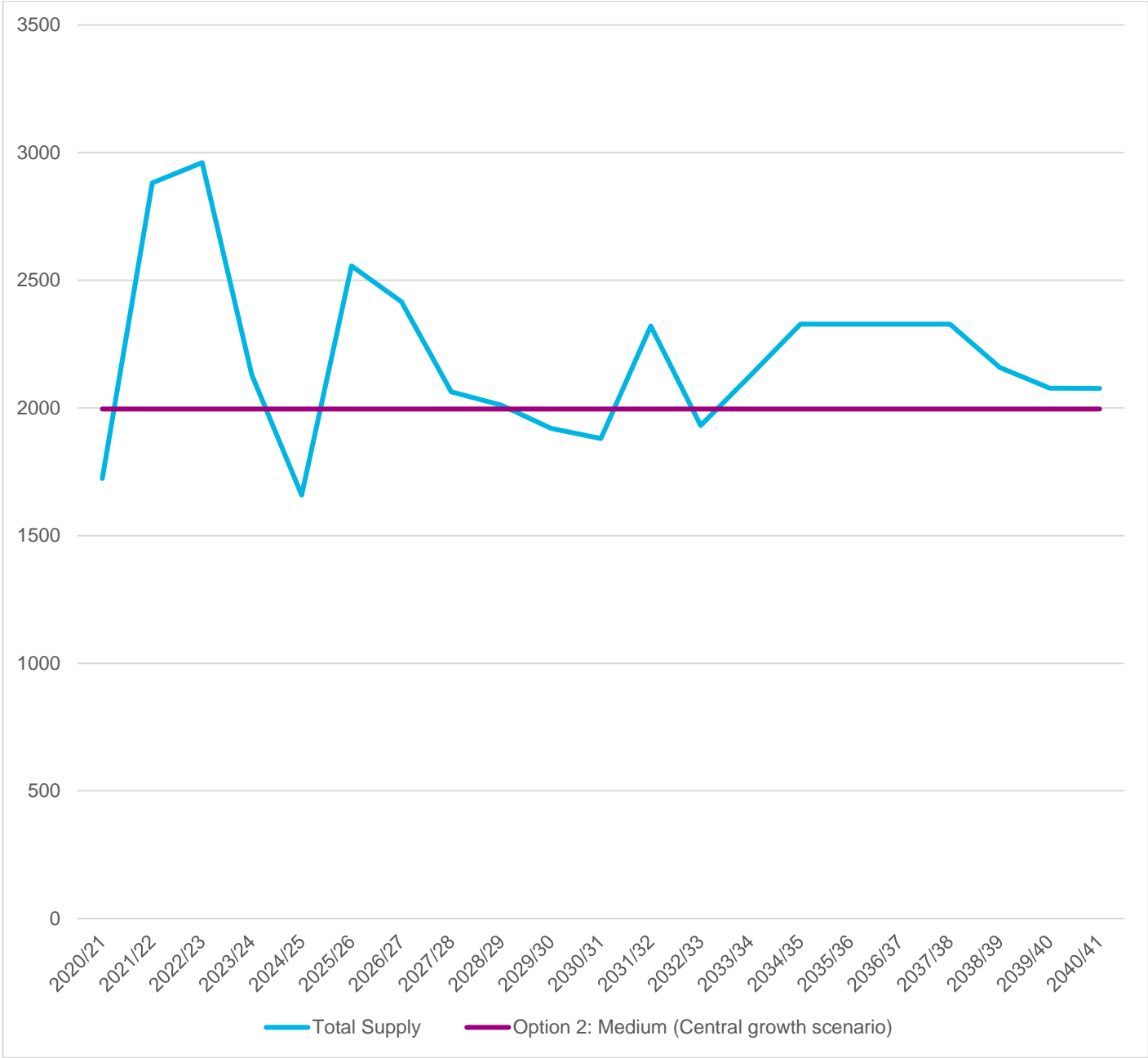
Medium:

- Cambridge airport (initial phase post 2030, outside Green Belt, using historic delivery rates)
- North East Cambridge (delivery by 2041 assumption, using historic delivery rates)
- Two smaller new settlements of 4,500 dwellings on public transport corridors to meet the balance to find (delivery by 2041, using historic delivery rates)
- Balance to find spread across the Rural Centre (30%) and Minor Rural Centres (70%) outside of the Green Belt

Source	2020/ 21	2021/ 22	2022/ 23	2023/ 24	2024/ 25	2025/ 26	2026/ 27	2027/ 28	2028/ 29	2029/ 30	2030/ 31	2031/ 32	2032/ 33	2033/ 34	2034/ 35	2035/ 36	2036/ 37	2037/ 38	2038/ 39	2039/ 40	2040/ 41	Total to 2041
Commitments	1492	2307	2121	1300	942	1406	1215	862	710	619	579	520	130	27	27	27	27	27	27	27	27	14419
Northstowe	232	345	395	345	187	250	250	250	250	250	250	250	250	250	250	250	250	250	250	250	250	5504
Waterbeach New Town	0	150	250	250	250	250	250	250	250	250	250	250	250	250	250	250	250	250	250	250	250	4900
Bourn Airfield	0	0	35	75	120	150	150	150	150	150	150	150	150	150	150	150	150	150	150	150	150	2630
Cambourne West	0	80	160	160	160	150	150	150	150	150	150	150	150	150	150	150	150	150	80	0	0	2590
Windfall (City)	0	0	0	0	0	130	130	130	130	130	130	130	130	130	130	130	130	130	130	130	130	2080
Windfall (South Cambs)	0	0	0	0	0	220	220	220	220	220	220	220	220	220	220	220	220	220	220	220	220	3520
Wellcome Genome Campus	0	0	0	0	0	0	100	100	100	100	100	100	100	100	100	100	100	100	100	100	100	1500
Uncertain Cambridge Allocations	0	0	0	0	0	0	-49	-49	-49	-49	-49	-49	-49	-49	-49	-49	-49	-49	-49	-49	-50	-736
Cambridge Urban Area	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
North East Cambridge	0	0	0	0	0	0	0	0	0	0	0	0	0	150	250	250	250	250	250	250	250	1,900
Cambridge Airport (safeguarded land)	0	0	0	0	0	0	0	0	0	0	0	0	0	150	250	250	250	250	250	250	250	1,900
Green Belt Fringe	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
New settlements on public transport corridors	0	0	0	0	0	0	0	0	0	0	0	500	500	500	500	500	500	500	500	500	500	5000
New settlements on road network	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Villages total	0	0	0	0	0	0	0	0	100	100	100	100	100	100	100	100	100	100	0	0	0	1000
Total (Completions and supply)	1724	2882	2961	2130	1659	2556	2416	2063	2011	1920	2000	2321	1931	2163	2328	2328	2328	2328	2158	2078	2078	46362
Option 2: Medium (Central growth scenario)	1996	1996	1996	1996	1996	1996	1996	1996	1996	1996	1996	1996	1996	1996	1996	1996	1996	1996	1996	1996	1996	41916
Comparison against Option 2: Medium (Central growth scenario)	-272	886	965	134	-337	560	420	67	15	-76	4	325	-65	167	332	332	332	332	162	82	82	4446

Source	2020/ 21	2021/ 22	2022/ 23	2023/ 24	2024/ 25	2025/ 26	2026/ 27	2027/ 28	2028/ 29	2029/ 30	2030/ 31	2031/ 32	2032/ 33	2033/ 34	2034/ 35	2035/ 36	2036/ 37	2037/ 38	2038/ 39	2039/ 40	2040/ 41	Total to 2041
Cumulative delivery	1724	4606	7567	9697	11356	13912	16328	18391	20402	22322	24322	26643	28574	30736	33064	35392	37720	40048	42206	44284	46362	-
Cumulative requirement Option 2: Medium (Central growth scenario)	1996	3992	5988	7984	9980	11976	13972	15968	17964	19960	21956	23952	25948	27944	29940	31936	33932	35928	37924	39920	41916	-
Rolling HDT	-	-	145%	152%	129%	121%	127%	135%	124%	115%	113%	119%	120%	123%	123%	130%	134%	134%	130%	126%	121%	-

Housing trajectory



Five-year housing land supply calculation at 1st April 2025 (assumed plan adoption)

Component	Step	Calculation	Number
(a)	Requirement from start of plan period (1st April 2020 - 31st March 2025)	1996dpa x 5	9980.0
(b)	Forecast completions from start of plan period to plan adoption (1st April 2025)		11356.0
(c)	Shortfall/Surplus*	(a) - (b)	-1376.0
(d)	5 year requirement + Shortfall/Surplus	(1996 x 5) + (c)	9980.0
(e)	Add 10% buffer	(d) x 1.10	10978.0
(f)	Annual target	(e) / 5 years	2195.6
(g)	Supply within first 5 years		10966.0
(h)	Land supply	(g) / (f)	4.99
(i)	Deficit / surplus	(g) - (e)	-12

* N.B. the PPG (Paragraph: 032 Reference ID: 68-032-20190722) states that "*Where areas deliver more completions than required, the additional supply can be used to offset any shortfalls against requirements from **previous** years*". The PPG does not state that over-delivery in the past can be used to offset **future** supply nor does it state that it cannot. It is noted the Secretary of State, in his decision letter in respect of a recovered appeal at Oakridge, Highnam, Tewkesbury (APP/G1630/W/3184272), agreed with overall conclusions and recommendation of an Inspector’s which was based in part on a conclusion by the Inspector that an over-supply from previous years should not be ‘banked’ so as to reduce the five-year housing target in future years. It is fair however to observe that the Secretary of State did not comment expressly on this conclusion by his Inspector in respect of past oversupply. Tewkesbury Borough Council, the LPA involved in that appeal, disagreed with this approach but its attempt to challenge the decision in the High Court did not proceed to a determination for technical reasons. A definitive view on how over-supply should be treated in a five-year housing land supply calculation has not provided by the Secretary of State through the PPG nor has it been determined by the Courts in interpreting current policy and guidance. Therefore, at this interim report stage, it is considered reasonable and pragmatic to adopt a worst case scenario and thereby to assume that any over-supply cannot be used to reduce future five-year housing land supply requirements.

Commentary:

Factor	Commentary
Ability to deliver new homes	Additional supply in the mid-latter part of the plan period will enable delivery against the overall medium housing requirement. North East Cambridge, Cambridge Airport and two new settlement sites are anticipated to deliver in the longer-term which leaves minor under-delivery against the annual housing requirement in 2029/30-2030/31 and 2032/33.
Stepped housing requirement	Not required as there is no step-change in delivery planned.
Market absorption including competition from similar sites	Urban extension sites towards the end of the plan period would provide greater choice in the market, meeting needs in a high demand location to complement the committed strategic sites, reducing the risk of competition and increasing market absorption. However the two new settlements would compete with the committed new settlements from 2030 onwards when a total of six new settlements would be under construction, selling a similar product in similar locations. This may result in a reduction in the build-out rate.
House building capacity	This level of supply is consistently above historic trends, but not significantly so, which should be able to be accommodated by the housebuilding industry.
Five year housing land supply	A five-year housing land supply figure of 4.99 years is anticipated at plan adoption with a 10% buffer. This is marginal and should be kept under review. The poor rate of delivery in 2020/21 could be removed from the plan period if the base date of the plan period is moved forward a year into 2021/22. The five-year housing land supply calculation is based on the Council's trajectory data for 2021/22 and 2022/23 where strong delivery is predicted against the requirement and may be adversely affected by COVID-19. The marginal lack of a five-year housing land supply is based on a cautious assumption that 100dpa would come forward in the villages from 2028/29 onwards; however shorter lead-in times and higher annual completions may be possible.
Meeting the small sites requirement	The 1,000 dwellings at villages could yield small sites to help meet the NPPF Paragraph 68 small sites requirement. Given the additional need for small sites beyond those committed and expected to come forward through the windfall allowance, the 1,000 dwellings in the villages will need to be used to make small site allocations to enable the Councils to meet NPPF requirements.
Housing Delivery Test	As the supply comfortably exceeds the minimum standard method the Housing Delivery Test will be passed in all years of the plan period.

Option 2c: Edge of Cambridge – outside the Green Belt (Maximum)

Summary of option

This approach would create new homes and jobs in extensions on the edge of Cambridge, using land not in the green belt. The only large site on the edge of Cambridge not in the Green Belt is Cambridge Airport.

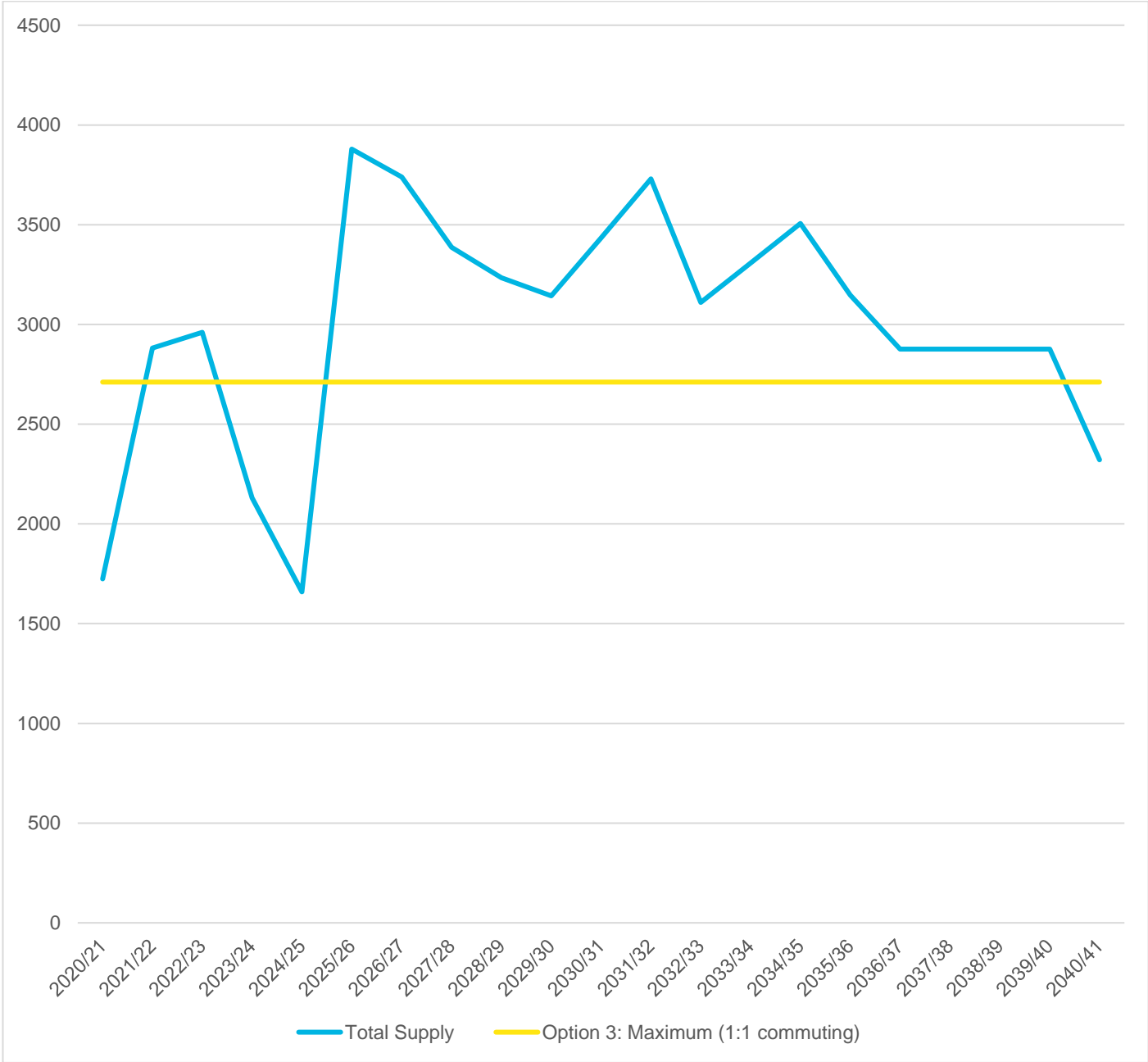
Maximum:

- All existing committed strategic sites assume double historic delivery rates from 2025/26 onwards (Northstowe 500dpa; Waterbeach 500dpa; Bourn Airfield 300dpa and Cambourne 300dpa).
- Cambridge airport (initial phase post 2030, outside Green Belt, using higher delivery rates)
- North East Cambridge (delivery by 2041 assumption, using delivery rates as included in the housing trajectory in the draft North East Cambridge Area Action Plan (July 2020))
- One larger new settlement of 9,000 dwellings on a public transport corridor (delivery by 2041, using higher delivery rates but constrained to ensure that the strategic option homes total equals the balance to find. This does not affect the total homes all time figure)
- One smaller new settlement of 4,500 dwellings on a public transport corridor (delivery by 2041, using higher delivery rates but constrained to ensure that the strategic option homes total equals the balance to find. This does not affect the total homes all time figure)

Source	2020/ 21	2021/ 22	2022/ 23	2023/ 24	2024/ 25	2025/ 26	2026/ 27	2027/ 28	2028/ 29	2029/ 30	2030/ 31	2031/ 32	2032/ 33	2033/ 34	2034/ 35	2035/ 36	2036/ 37	2037/ 38	2038/ 39	2039/ 40	2040/ 41	Total to 2041
Commitments	1492	2307	2121	1300	942	1406	1215	862	710	619	579	520	130	27	27	27	27	27	27	27	27	14419
Northstowe	232	345	395	345	187	500	500	500	500	500	500	500	500	500	500	500	500	500	500	500	319	9323
Waterbeach New Town	0	150	250	250	250	500	500	500	500	500	500	500	500	500	500	500	500	500	500	500	500	8900
Bourn Airfield	0	0	35	75	120	300	300	300	300	300	300	300	300	300	300	270	0	0	0	0	0	3500
Cambourne West	0	80	160	160	160	300	300	300	300	300	300	230	0	0	0	0	0	0	0	0	0	2590
Windfall (City)	0	0	0	0	0	130	130	130	130	130	130	130	130	130	130	130	130	130	130	130	130	2080
Windfall (South Cambs)	0	0	0	0	0	220	220	220	220	220	220	220	220	220	220	220	220	220	220	220	220	3520
Wellcome Genome Campus	0	0	0	0	0	0	100	100	100	100	100	100	100	100	100	100	100	100	100	100	100	1500
Uncertain Cambridge Allocations	0	0	0	0	0	0	-49	-49	-49	-49	-49	-49	-49	-49	-49	-49	-49	-49	-49	-49	-50	-736
Cambridge Urban Area	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
North East Cambridge	0	0	0	0	0	523	523	523	523	523	704	704	704	704	703	374	373	373	373	373	0	8,000
Cambridge Airport (safeguarded land)	0	0	0	0	0	0	0	0	0	0	0	0	0	300	500	500	500	500	500	500	500	3800
Green Belt Fringe	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
New settlements on public transport corridors	0	0	0	0	0	0	0	0	0	0	150	575	575	575	575	575	575	575	575	575	575	5900
New settlements on road network	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Villages total	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Total (Completions and supply)	1724	2882	2961	2130	1659	3879	3739	3386	3234	3143	3434	3730	3110	3507	3506	3147	2876	2876	2876	2876	2392	63066
Option 3: Maximum (1:1 commuting)	2711	2711	2711	2711	2711	2711	2711	2711	2711	2711	2711	2711	2711	2711	2711	2711	2711	2711	2711	2711	2711	56931

Source	2020/ 21	2021/ 22	2022/ 23	2023/ 24	2024/ 25	2025/ 26	2026/ 27	2027/ 28	2028/ 29	2029/ 30	2030/ 31	2031/ 32	2032/ 33	2033/ 34	2034/ 35	2035/ 36	2036/ 37	2037/ 38	2038/ 39	2039/ 40	2040/ 41	Total to 2041
Comparison against Option 3: Maximum (1:1 commuting)	-987	171	250	-581	-1052	1168	1028	675	523	432	723	1019	399	796	795	436	165	165	165	165	-319	6135
Cumulative delivery	1724	4606	7567	9697	11356	15235	18974	22360	25594	28737	32171	35901	39011	42517	46023	49170	52046	54922	57798	60674	63066	-
Cumulative requirement Option 3: Maximum (1:1 commuting)	2711	5422	8133	10844	13555	16266	18977	21688	24399	27110	29821	32532	35243	37954	40665	43376	46087	48798	51509	54220	56931	-
Rolling HDT	-	-	145%	152%	129%	147%	177%	210%	198%	187%	188%	197%	196%	198%	194%	194%	182%	170%	165%	165%	156%	-

Housing trajectory



Five-year housing land supply calculation at 1st April 2025 (assumed plan adoption)

Component	Step	Calculation	Number
(a)	Requirement from start of plan period (1st April 2020 - 31st March 2025)	2711dpa x 5	13555.0
(b)	Forecast completions from start of plan period to plan adoption (1st April 2025)		11356.0
(c)	Shortfall/Surplus*	(a) - (b)	2199.0
(d)	5 year requirement + Shortfall/Surplus	(2711 x 5) + (c)	15754.0
(e)	Add 10% buffer	(d) x 1.10	17329.4
(f)	Annual target	(e) / 5 years	3465.9
(g)	Supply within first 5 years		17381.0
(h)	Land supply	(g) / (f)	5.01
(i)	Deficit / surplus	(g) - (e)	52

* N.B. the PPG (Paragraph: 032 Reference ID: 68-032-20190722) states that "*Where areas deliver more completions than required, the additional supply can be used to offset any shortfalls against requirements from **previous** years*". The PPG does not state that over-delivery in the past can be used to offset **future** supply nor does it state that it cannot. It is noted the Secretary of State, in his decision letter in respect of a recovered appeal at Oakridge, Highnam, Tewkesbury (APP/G1630/W/3184272), agreed with overall conclusions and recommendation of an Inspector's which was based in part on a conclusion by the Inspector that an over-supply from previous years should not be 'banked' so as to reduce the five-year housing target in future years. It is fair however to observe that the Secretary of State did not comment expressly on this conclusion by his Inspector in respect of past oversupply. Tewkesbury Borough Council, the LPA involved in that appeal, disagreed with this approach but its attempt to challenge the decision in the High Court did not proceed to a determination for technical reasons. A definitive view on how over-supply should be treated in a five-year housing land supply calculation has not provided by the Secretary of State through the PPG nor has it been determined by the Courts in interpreting current policy and guidance. Therefore, at this interim report stage, it is considered reasonable and

pragmatic to adopt a worst case scenario and thereby to assume that any over-supply cannot be used to reduce future five-year housing land supply requirements.

Commentary:

Factor	Commentary
Ability to deliver new homes	<p>Additional supply in the mid-latter part of the plan period will enable delivery against the overall maximum housing requirement. The plan period starts with a shortfall against the significantly increased annual housing requirement figure, which results in the need for the shortfall to be met within the first five years under the Sedgefield method, increasing the five-year housing land supply requirement. North East Cambridge, Cambridge Airport and two new settlement sites are anticipated to deliver in the longer-term. It is noted that this option includes the draft North East Cambridge AAP housing trajectory for the site, and if delivery is delayed against this trajectory then the five-year housing land supply position will be worsened.</p> <p>The trajectory shows a peak in the middle of the plan period, in the first 5 years after plan adoption. This in turn is based on an assumption by the Councils that delivery rates can be doubled on existing strategic sites that are already consented or allocated and working their way through the development sites process. A build-out rate of 500dpa is assumed on existing sites from 2025/26 (plan adoption) onwards. This is considered unrealistic for sites that are already allocated and working their way through the system.</p> <p>Average build out rates in excess of 300 dwellings per annum (dpa) will only be possible with significant interventions and/or alternative delivery models. Secondary sources and emerging primary research suggests that a traditional approach would be unlikely to exceed 300 dpa.</p>
Stepped housing requirement	<p>The maximum scenario would be a step-change in housing delivery, 88% higher than historic completions in 2002/03-2018/19. Given the projected under-delivery in the period 2020/21 to plan adoption (1st April 2025) the shortfall should be met in the first 5 years under the Sedgefield method under the PPG (unless the Liverpool method can be justified). Due to the fact that, under the Councils' assumptions, this option can deliver a marginal five-year housing land supply at plan adoption under the Sedgefield method, a stepped annual housing requirement is not necessary. If it transpires that delivery rates of 500dpa at existing committed strategic sites is not deliverable, then a stepped annual housing requirement would be necessary; although this would further increase an already challenging annual housing requirement later in the plan period.</p>
Market absorption including competition from similar sites	<p>Urban extension sites towards the end of the plan period would provide greater choice in the market, meeting needs in a high demand location to complement the committed strategic sites, reducing the risk of competition and increasing market absorption. However the proposed new settlements would compete with the committed new settlements from 2030 onwards when a total of five new settlements would be under construction, selling a similar product in similar locations. This may result in a reduction in the build-out rate. Under the Council's assumptions there could be over 2,000 dwellings being delivered in 2030/31 from new settlements alone.</p>
House building capacity	<p>This level of supply is significantly (88%) above historic trends, which may present issues for the local housebuilding industry in terms of gearing up to deliver that quantity of development in a short amount of time.</p>
Five year housing land supply	<p>A five-year housing land supply figure of 5.01 years is anticipated at plan adoption with a 10% buffer. This is marginal and should be kept under review. This calculation has been undertaken using the Councils' assumptions for lead-in times and build-out rates. As discussed above the assumptions for strategic sites under the maximum scenario are considered unrealistic and undeliverable, therefore it is unlikely that a five-year housing land supply would actually be able to be demonstrated at plan adoption if evidence confirms that only lower rates are deliverable. The poor rate of delivery in 2020/21 could be removed from the plan period if the base date of the plan period is moved forward a year into 2021/22. The five-year housing land supply calculation is based on the Council's trajectory data for 2021/22 and 2022/23 where strong delivery is predicted against the requirement and may be adversely affected by COVID-19. To enable a less marginal five-year housing land supply to be demonstrated some new sites that can deliver in the short-term, such as small sites in villages, would be needed, or an argument advanced for a stepped annual housing requirement.</p>
Meeting the small sites requirement	<p>No new small sites are proposed in this option. Given the additional need for small sites beyond those committed and expected to come forward through the windfall allowance, it is not expected that this option will enable the Councils to meet NPPF requirements.</p>
Housing Delivery Test	<p>As the supply comfortably exceeds the minimum standard method the Housing Delivery Test will be passed in all years of the plan period.</p>

Option 3a: Edge of Cambridge – Green Belt (Minimum)

Summary of option

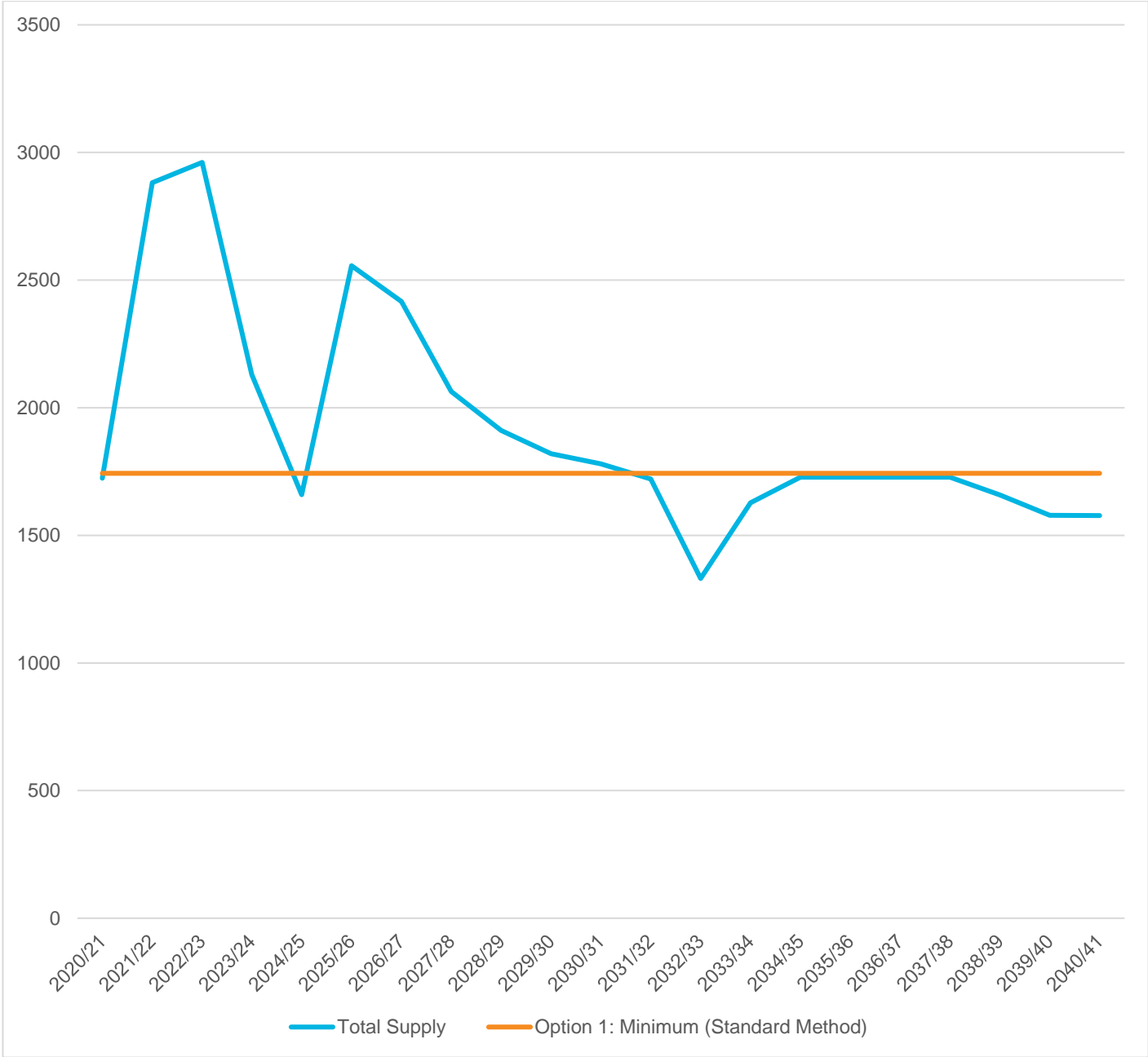
This approach would create new homes and jobs in extensions on the edge of Cambridge, involving release of land from the Green Belt.

Minimum:

- Edge of Cambridge - Green Belt (equivalent to three sites / broad locations, with development limited to ensure that the strategic option homes total equals the balance to find.

Source	2020/ 21	2021/ 22	2022/ 23	2023/ 24	2024/ 25	2025/ 26	2026/ 27	2027/ 28	2028/ 29	2029/ 30	2030/ 31	2031/ 32	2032/ 33	2033/ 34	2034/ 35	2035/ 36	2036/ 37	2037/ 38	2038/ 39	2039/ 40	2040/ 41	Total to 2041
Commitments	1492	2307	2121	1300	942	1406	1215	862	710	619	579	520	130	27	27	27	27	27	27	27	27	14419
Northstowe	232	345	395	345	187	250	250	250	250	250	250	250	250	250	250	250	250	250	250	250	250	5504
Waterbeach New Town	0	150	250	250	250	250	250	250	250	250	250	250	250	250	250	250	250	250	250	250	250	4900
Bourn Airfield	0	0	35	75	120	150	150	150	150	150	150	150	150	150	150	150	150	150	150	150	150	2630
Cambourne West	0	80	160	160	160	150	150	150	150	150	150	150	150	150	150	150	150	150	80	0	0	2590
Windfall (City)	0	0	0	0	0	130	130	130	130	130	130	130	130	130	130	130	130	130	130	130	130	2080
Windfall (South Cambs)	0	0	0	0	0	220	220	220	220	220	220	220	220	220	220	220	220	220	220	220	220	3520
Wellcome Genome Campus	0	0	0	0	0	0	100	100	100	100	100	100	100	100	100	100	100	100	100	100	100	1500
Uncertain Cambridge Allocations	0	0	0	0	0	0	-49	-49	-49	-49	-49	-49	-49	-49	-49	-49	-49	-49	-49	-49	-50	-736
Cambridge Urban Area	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
North East Cambridge	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Cambridge Airport (safeguarded land)	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Green Belt Fringe	0	0	0	0	0	0	0	0	0	0	0	0	0	400	500	500	500	500	500	500	500	3,900
New settlements on public transport corridors	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
New settlements on road network	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Villages total	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Total (Completions and supply)	1724	2882	2961	2130	1659	2556	2416	2063	1911	1820	1780	1721	1331	1628	1728	1728	1728	1728	1658	1578	1578	40307
Option 1: Minimum (Standard Method)	1743	1743	1743	1743	1743	1743	1743	1743	1743	1743	1743	1743	1743	1743	1743	1743	1743	1743	1743	1743	1743	36603
Comparison against Option 1: Minimum (Standard Method)	-19	1139	1218	387	-84	813	673	320	168	77	37	-22	-412	-115	-15	-15	-15	-15	-85	-165	-165	3704
Cumulative delivery	1724	4606	7567	9697	11356	13912	16328	18391	20302	22122	23902	25623	26954	28581	30309	32037	33765	35493	37151	38729	40307	-
Cumulative requirement Option 1: Minimum (Standard Method)	1743	3486	5229	6972	8715	10458	12201	13944	15687	17430	19173	20916	22659	24402	26145	27888	29631	31374	33117	34860	36603	-
Rolling HDT	-	-	145%	152%	129%	121%	127%	135%	122%	111%	105%	102%	92%	89%	90%	97%	99%	99%	98%	95%	92%	-

Housing trajectory



Five-year housing land supply calculation at 1st April 2025 (assumed plan adoption)

Component	Step	Calculation	Number
(a)	Requirement from start of plan period (1st April 2020 - 31st March 2025)	1743dpa x 5	8715.0
(b)	Forecast completions from start of plan period to plan adoption (1st April 2025)		11356.0
(c)	Shortfall/Surplus*	(a) - (b)	-2641.0
(d)	5 year requirement + Shortfall/Surplus	(1743 x 5) + (c)	8715.0
(e)	Add 10% buffer	(d) x 1.10	9586.5
(f)	Annual target	(e) / 5 years	1917.3
(g)	Supply within first 5 years		10766.0
(h)	Land supply	(g) / (f)	5.62
(i)	Deficit / surplus	(g) - (e)	1180

* N.B. the PPG (Paragraph: 032 Reference ID: 68-032-20190722) states that "*Where areas deliver more completions than required, the additional supply can be used to offset any shortfalls against requirements from **previous** years*". The PPG does not state that over-delivery in the past can be used to offset **future** supply nor does it state that it cannot. It is noted the Secretary of State, in his decision letter in respect of a recovered appeal at Oakridge, Highnam, Tewkesbury (APP/G1630/W/3184272), agreed with overall conclusions and recommendation of an Inspector’s which was based in part on a conclusion by the Inspector that an over-supply from previous years should not be ‘banked’ so as to reduce the five-year housing target in future years. It is fair however to observe that the Secretary of State did not comment expressly on this conclusion by his Inspector in respect of past oversupply. Tewkesbury Borough Council, the LPA involved in that appeal, disagreed with this approach but its attempt to challenge the decision in the High Court did not proceed to a determination for technical reasons. A definitive view on how over-supply should be treated in a five-year housing land supply calculation has not provided by the Secretary of State through the PPG nor has it been determined by the Courts in interpreting current policy and guidance. Therefore, at this interim report stage, it is considered reasonable and pragmatic to adopt a worst case scenario and thereby to assume that any over-supply cannot be used to reduce future five-year housing land supply requirements.

Commentary:

Factor	Commentary
Ability to deliver new homes	Minimum housing requirement is largely met by existing commitments and the windfall allowance. Additional supply later in the plan period would act as a buffer to ensure delivery against the overall housing requirement. Some under-delivery against the annual housing requirement anticipated later in the plan period from 2032/33-2033/34 and 2038/39-2040/41 which would result in the loss of a five-year housing land supply without additional allocations or changes to the phasing of the delivery of sites.
Stepped housing requirement	Not required as there is no step-change in delivery planned.
Market absorption including competition from similar sites	Urban extension sites towards the end of the plan period would provide greater choice in the market, meeting needs in a high demand location to complement the committed strategic sites, reducing the risk of competition and increasing market absorption. Given the need for Green Belt release through adoption of a new plan the lead-in times would be fairly lengthy, and the sites would likely be delivering concurrently, competing with one another, which could reduce market absorption.
House building capacity	Supply is in line with historic trends which should be easily accommodated by the housebuilding industry.
Five year housing land supply	A five-year housing land supply figure of 5.62 years is anticipated at plan adoption with a 10% buffer. The poor rate of delivery in 2020/21 could be removed from the plan period if the base date of the plan period is moved forward a year into 2021/22. The five-year housing land supply calculation is based on the Council's trajectory data for 2021/22 and 2022/23 where strong delivery is predicted against the requirement and may be adversely affected by COVID-19.
Meeting the small sites requirement	It is unlikely that Green Belt allocations would yield additional small sites. Given the additional need for small sites beyond those committed and expected to come forward through the windfall allowance, it is not anticipated that this option will enable the Councils to meet NPPF requirements.
Housing Delivery Test	Housing Delivery Test is met until 3032/33 onwards when an Action Plan would need to be prepared. Delivery is not anticipated to drop below 85%, avoiding triggering the use of a 20% buffer on the five-year housing land supply.

Option 3b: Edge of Cambridge – Green Belt (Medium)

Summary of option

This approach would create new homes and jobs in extensions on the edge of Cambridge, involving release of land from the Green Belt.

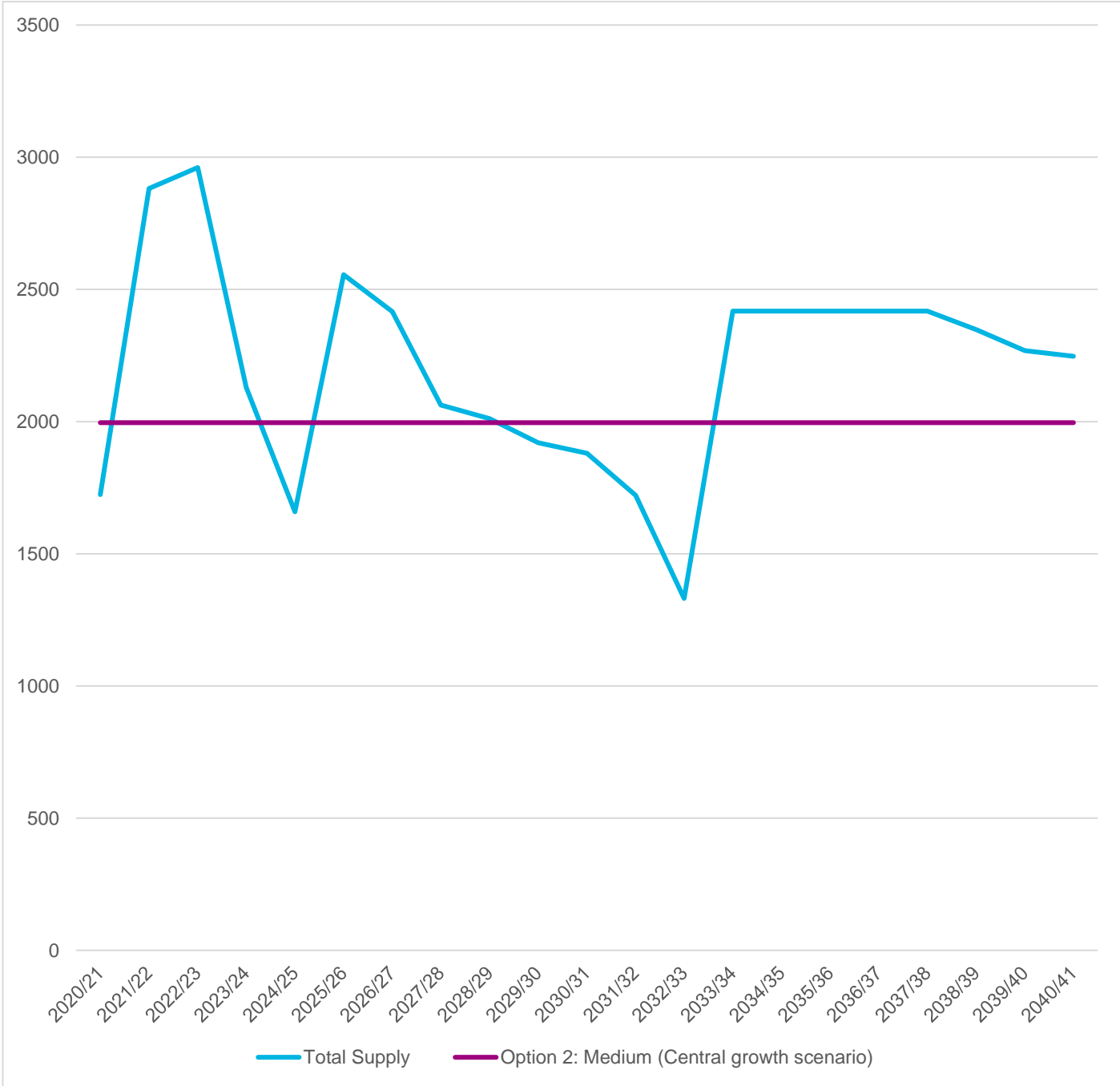
Medium:

- Edge of Cambridge - Green Belt (equivalent to five sites / broad locations, using historic delivery rates)
- Minimal balance to find located within Cambridge urban area.
-

Source	2020/ 21	2021/ 22	2022/ 23	2023/ 24	2024/ 25	2025/ 26	2026/ 27	2027/ 28	2028/ 29	2029/ 30	2030/ 31	2031/ 32	2032/ 33	2033/ 34	2034/ 35	2035/ 36	2036/ 37	2037/ 38	2038/ 39	2039/ 40	2040/ 41	Total to 2041
Commitments	1492	2307	2121	1300	942	1406	1215	862	710	619	579	520	130	27	27	27	27	27	27	27	27	14419
Northstowe	232	345	395	345	187	250	250	250	250	250	250	250	250	250	250	250	250	250	250	250	250	5504
Waterbeach New Town	0	150	250	250	250	250	250	250	250	250	250	250	250	250	250	250	250	250	250	250	250	4900
Bourn Airfield	0	0	35	75	120	150	150	150	150	150	150	150	150	150	150	150	150	150	150	150	150	2630
Cambourne West	0	80	160	160	160	150	150	150	150	150	150	150	150	150	150	150	150	150	80			2590
Windfall (City)	0	0	0	0	0	130	130	130	130	130	130	130	130	130	130	130	130	130	130	130	130	2080
Windfall (South Cambs)	0	0	0	0	0	220	220	220	220	220	220	220	220	220	220	220	220	220	220	220	220	3520
Wellcome Genome Campus	0	0	0	0	0	0	100	100	100	100	100	100	100	100	100	100	100	100	100	100	100	1500
Uncertain Cambridge Allocations	0	0	0	0	0	0	-49	-49	-49	-49	-49	-49	-49	-49	-49	-49	-49	-49	-49	-49	-50	-736
Cambridge Urban Area	0	0	0	0	0	0	0	0	100	100	100	0	0	0	0	0	0	0	0	0	0	300
North East Cambridge	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Cambridge Airport (safeguarded land)	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Green Belt Fringe	0	0	0	0	0	0	0	0	0	0	0	0	0	1190	1190	1190	1190	1190	1190	1190	1170	9,500
New settlements on public transport corridors	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
New settlements on road network	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Villages total	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Total (Completions and supply)	1724	2882	2961	2130	1659	2556	2416	2063	2011	1920	1880	1721	1331	2418	2418	2418	2418	2418	2348	2268	2268	46227
Option 2: Medium (Central growth scenario)	1996	1996	1996	1996	1996	1996	1996	1996	1996	1996	1996	1996	1996	1996	1996	1996	1996	1996	1996	1996	1996	41916
Comparison against Option 2: Medium (Central growth scenario)	-272	886	965	134	-337	560	420	67	15	-76	-116	-275	-665	422	422	422	422	422	352	272	272	4311
Cumulative delivery	1724	4606	7567	9697	11356	13912	16328	18391	20402	22322	24202	25923	27254	29671	32089	34507	36925	39343	41691	43959	46227	-
Cumulative requirement Option 2:	1996	3992	5988	7984	9980	11976	13972	15968	17964	19960	21956	23952	25948	27944	29940	31936	33932	35928	37924	39920	41916	-

Source	2020/ 21	2021/ 22	2022/ 23	2023/ 24	2024/ 25	2025/ 26	2026/ 27	2027/ 28	2028/ 29	2029/ 30	2030/ 31	2031/ 32	2032/ 33	2033/ 34	2034/ 35	2035/ 36	2036/ 37	2037/ 38	2038/ 39	2039/ 40	2040/ 41	Total to 2041
Medium (Central growth scenario)																						
Rolling HDT	-	-	145%	152%	129%	121%	127%	135%	124%	115%	111%	106%	94%	105%	118%	139%	139%	139%	137%	135%	132%	-

Housing trajectory



Five-year housing land supply calculation at 1st April 2025 (assumed plan adoption)

Component	Step	Calculation	Number
(a)	Requirement from start of plan period (1st April 2020 - 31st March 2025)	1996dpa x 5	9980.0
(b)	Forecast completions from start of plan period to plan adoption (1st April 2025)		11356.0
(c)	Shortfall/Surplus*	(a) - (b)	-1376.0
(d)	5 year requirement + Shortfall/Surplus	(1996 x 5) + (c)	9980.0
(e)	Add 10% buffer	(d) x 1.10	10978.0
(f)	Annual target	(e) / 5 years	2195.6
(g)	Supply within first 5 years		10966.0
(h)	Land supply	(g) / (f)	4.99
(i)	Deficit / surplus	(g) - (e)	-12

* N.B. the PPG (Paragraph: 032 Reference ID: 68-032-20190722) states that "*Where areas deliver more completions than required, the additional supply can be used to offset any shortfalls against requirements from **previous** years*". The PPG does not state that over-delivery in the past can be used to offset **future** supply nor does it state that it cannot. It is noted the Secretary of State, in his decision letter in respect of a recovered appeal at Oakridge, Highnam, Tewkesbury (APP/G1630/W/3184272), agreed with overall conclusions and recommendation of an Inspector’s which was based in part on a conclusion by the Inspector that an over-supply from previous years should not be ‘banked’ so as to reduce the five-year housing target in future years. It is fair however to observe that the Secretary of State did not comment expressly on this conclusion by his Inspector in respect of past oversupply. Tewkesbury Borough Council, the LPA involved in that appeal, disagreed with this approach but its attempt to challenge the decision in the High Court did not proceed to a determination for technical reasons. A definitive view on how over-supply should be treated in a five-year housing land supply calculation has not provided by the Secretary of State through the PPG nor has it been determined by the Courts in interpreting current policy and guidance. Therefore, at this interim report stage, it is considered reasonable and pragmatic to adopt a worst case scenario and thereby to assume that any over-supply cannot be used to reduce future five-year housing land supply requirements.

Commentary:

Factor	Commentary
Ability to deliver new homes	Additional supply in the mid-latter part of the plan period will enable delivery against the overall medium housing requirement. The Green Belt sites would add supply to the middle to latter part of the plan period, however the small amount of development in Cambridge Urban Area (300 dwellings) in addition to existing commitments would not be sufficient to deliver the annual housing requirement in the middle of the plan period. The option would enable the annual housing requirement to be met throughout the plan period apart from the years 2029/30-2032/33. Potentially removing one or two of the Green Belt sites and reallocating the development in the urban area would lead to a smoother trajectory.
Stepped housing requirement	Not required as there is no step-change in delivery planned.
Market absorption including competition from similar sites	Urban extension sites towards the end of the plan period would provide greater choice in the market, meeting needs in a high demand location to complement the committed strategic sites, reducing the risk of competition and increasing market absorption. Given the need for Green Belt release through adoption of a new plan the lead-in times would be fairly lengthy, and the sites would likely be delivering concurrently, competing with one another, which could reduce market absorption. It is noted that there are five potential Green Belt sites that are anticipated to deliver concurrently. Providing that they are sufficiently distant from one another to reduce competition, this should reduce the potential for competition between the sites and with the new settlement commitments.
House building capacity	This level of supply is consistently above historic trends, but not significantly so, which should be able to be accommodated by the housebuilding industry.
Five year housing land supply	A five-year housing land supply figure of 4.99 years is anticipated at plan adoption with a 10% buffer. This is marginal and should be kept under review. The poor rate of delivery in 2020/21 could be removed from the plan period if the base date of the plan period is moved forward a year into 2021/22. The five-year housing land supply calculation is based on the Council's trajectory data for 2021/22 and 2022/23 where strong delivery is predicted against the requirement and may be adversely affected by COVID-19. The marginal lack of a five-year housing land supply is based on the assumption that Green Belt sites would not come forward until 2033/34; however shorter lead-in times may be possible. However, to enable a five-year housing land supply to be met alternative short-term allocations could be made (such as small sites in villages), or potentially an argument could be advanced for a stepped annual housing requirement, but it is not considered that a convincing case could be made in light of the PPG requirement for the increase to be "significant" and to "not seek to unnecessarily delay meeting identified development needs".
Meeting the small sites requirement	It is unlikely that Green Belt allocations would yield additional small sites. The urban area sites (300 dwellings) may yield small sites, but it is unlikely to do so at scale. Given the additional need for small sites beyond those committed and expected to come forward through the windfall allowance, it is not anticipated that this option will enable the Councils to meet NPPF requirements.
Housing Delivery Test	As the supply comfortably exceeds the minimum standard method the Housing Delivery Test will be passed in all years of the plan period.

Option 3c: Edge of Cambridge – Green Belt (Maximum)

Summary of option

This approach would create new homes and jobs in extensions on the edge of Cambridge, involving release of land from the Green Belt.

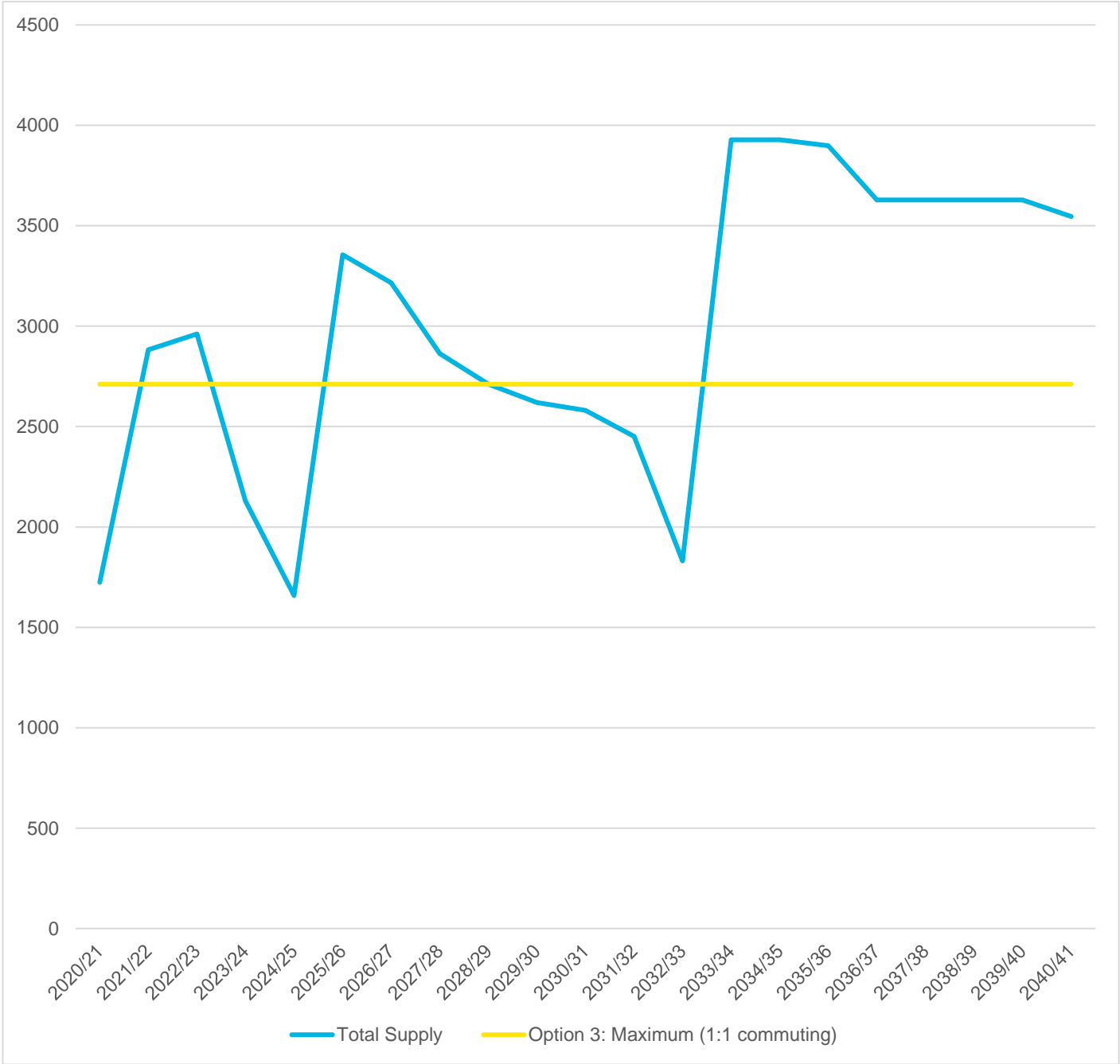
Maximum:

- All existing committed strategic sites assume double historic delivery rates from 2025/26 onwards (Northstowe 500dpa; Waterbeach 500dpa; Bourn Airfield 300dpa and Cambourne 300dpa).
- Edge of Cambridge - Green Belt (equivalent to five sites / broad locations, using higher delivery rates, with development limited to ensure the strategic option equals the balance to find).

Source	2020/ 21	2021/ 22	2022/ 23	2023/ 24	2024/ 25	2025/ 26	2026/ 27	2027/ 28	2028/ 29	2029/ 30	2030/ 31	2031/ 32	2032/ 33	2033/ 34	2034/ 35	2035/ 36	2036/ 37	2037/ 38	2038/ 39	2039/ 40	2040/ 41	Total to 2041
Commitments	1492	2307	2121	1300	942	1406	1215	862	710	619	579	520	130	27	27	27	27	27	27	27	27	14419
Northstowe	232	345	395	345	187	500	500	500	500	500	500	500	500	500	500	500	500	500	500	500	319	9323
Waterbeach New Town	0	150	250	250	250	500	500	500	500	500	500	500	500	500	500	500	500	500	500	500	500	8900
Bourn Airfield	0	0	35	75	120	300	300	300	300	300	300	300	300	300	300	270	0	0	0	0	0	3500
Cambourne West	0	80	160	160	160	300	300	300	300	300	300	230	0	0	0	0	0	0	0	0	0	2590
Windfall (City)	0	0	0	0	0	130	130	130	130	130	130	130	130	130	130	130	130	130	130	130	130	2080
Windfall (South Cambs)	0	0	0	0	0	220	220	220	220	220	220	220	220	220	220	220	220	220	220	220	220	3520
Wellcome Genome Campus	0	0	0	0	0	0	100	100	100	100	100	100	100	100	100	100	100	100	100	100	100	1500
Uncertain Cambridge Allocations	0	0	0	0	0	0	-49	-49	-49	-49	-49	-49	-49	-49	-49	-49	-49	-49	-49	-49	-50	-736
Cambridge Urban Area	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
North East Cambridge	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Cambridge Airport (safeguarded land)	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Green Belt Fringe	0	0	0	0	0	0	0	0	0	0	0	0	0	2200	2200	2200	2200	2200	2200	2200	2300	17,700
New settlements on public transport corridors	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
New settlements on road network	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Villages total	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Total (Completions and supply)	1724	2882	2961	2130	1659	3356	3216	2863	2711	2620	2580	2451	1831	3928	3928	3898	3628	3628	3628	3628	3447	62696
Option 3: Maximum (1:1 commuting)	2711	2711	2711	2711	2711	2711	2711	2711	2711	2711	2711	2711	2711	2711	2711	2711	2711	2711	2711	2711	2711	56931
Comparison against Option 3: Maximum (1:1 commuting)	-987	171	250	-581	-1052	645	505	152	0	-91	-131	-260	-880	1217	1217	1187	917	917	917	917	736	5765
Cumulative delivery	1724	4606	7567	9697	11356	14712	17928	20791	23502	26122	28702	31153	32984	36911	40839	44737	48365	51993	55621	59249	62696	-
Cumulative requirement Option 3: Maximum (1:1 commuting)	2711	5422	8133	10844	13555	16266	18977	21688	24399	27110	29821	32532	35243	37954	40665	43376	46087	48798	51509	54220	56931	-

Source	2020/ 21	2021/ 22	2022/ 23	2023/ 24	2024/ 25	2025/ 26	2026/ 27	2027/ 28	2028/ 29	2029/ 30	2030/ 31	2031/ 32	2032/ 33	2033/ 34	2034/ 35	2035/ 36	2036/ 37	2037/ 38	2038/ 39	2039/ 40	2040/ 41	Total to 2041
Rolling HDT	-	-	145%	152%	129%	137%	157%	180%	168%	157%	151%	146%	131%	157%	185%	225%	219%	213%	208%	208%	205%	-

Housing trajectory



Five-year housing land supply calculation at 1st April 2025 (assumed plan adoption)

Component	Step	Calculation	Number
(a)	Requirement from start of plan period (1st April 2020 - 31st March 2025)	2711dpa x 5	13555.0
(b)	Forecast completions from start of plan period to plan adoption (1st April 2025)		11356.0
(c)	Shortfall/Surplus*	(a) - (b)	2199.0
(d)	5 year requirement + Shortfall/Surplus	(2711 x 5) + (c)	15754.0
(e)	Add 10% buffer	(d) x 1.10	17329.4
(f)	Annual target	(e) / 5 years	3465.9
(g)	Supply within first 5 years		14766.0
(h)	Land supply	(g) / (f)	4.26
(i)	Deficit / surplus	(g) - (e)	-2563

* N.B. the PPG (Paragraph: 032 Reference ID: 68-032-20190722) states that "*Where areas deliver more completions than required, the additional supply can be used to offset any shortfalls against requirements from **previous** years*". The PPG does not state that over-delivery in the past can be used to offset **future** supply nor does it state that it cannot. It is noted the Secretary of State, in his decision letter in respect of a recovered appeal at Oakridge, Highnam, Tewkesbury (APP/G1630/W/3184272), agreed with overall conclusions and recommendation of an Inspector’s which was based in part on a conclusion by the Inspector that an over-supply from previous years should not be ‘banked’ so as to reduce the five-year housing target in future years. It is fair however to observe that the Secretary of State did not comment expressly on this conclusion by his Inspector in respect of past oversupply. Tewkesbury Borough Council, the LPA involved in that appeal, disagreed with this approach but its attempt to challenge the decision in the High Court did not proceed to a determination for technical reasons. A definitive view on how over-supply should be treated in a five-year housing land supply calculation has not provided by the Secretary of State through the PPG nor has it been determined by the Courts in interpreting current policy and guidance. Therefore, at this interim report stage, it is considered reasonable and pragmatic to adopt a worst case scenario and thereby to assume that any over-supply cannot be used to reduce future five-year housing land supply requirements.

Commentary:

Factor	Commentary
Ability to deliver new homes	<p>Additional supply in the mid-latter part of the plan period will enable delivery against the overall maximum housing requirement. The Green Belt sites would add supply to the middle to latter part of the plan period, however it would not be sufficient to deliver the annual housing requirement in the middle of the plan period. The option would enable the annual housing requirement to be met throughout the plan period apart from the years 2029/30-2032/33. Potentially removing one or two of the Green Belt sites and reallocating the development in the urban area would lead to a smoother trajectory.</p> <p>The plan period starts with a shortfall against the significantly increased housing requirement figure, which results in the need for the shortfall to be met within the first five years under the Sedgefield method, increasing the five-year housing land supply requirement beyond that which can be delivered under this option, resulting in the need for a stepped annual housing requirement and/or the Liverpool method to meeting the shortfall over the plan period.</p> <p>The trajectory shows a peak in the middle of the plan period, in the first 5 years after plan adoption. This in turn is based on an assumption by the Councils that delivery rates can be doubled on existing strategic sites that are already consented or allocated and working their way through the development management process. A build-out rate of 500dpa is assumed on existing sites from 2025/26 (plan adoption) onwards. This is considered unrealistic for sites that are already allocated and working their way through the system.</p> <p>Average build out rates in excess of 300 dwellings per annum (dpa) will only be possible with significant interventions and/or alternative delivery models. Secondary sources and emerging primary research suggests that a traditional approach would be unlikely to exceed 300 dpa</p>
Stepped housing requirement	<p>The maximum scenario would be a step-change in housing delivery, 88% higher than historic completions in 2002/03-2018/19. Given the projected under-delivery in the period 2020/21 to plan adoption (1st April 2025) the shortfall should be met in the first 5 years under the Sedgefield method under the PPG (unless the Liverpool method can be justified). Due to the fact that, under the Councils' assumptions, this option cannot deliver a five-year housing land supply at plan adoption under the Sedgefield method, either the Liverpool method or a stepped annual housing requirement is necessary. If it transpires that delivery rates of 500dpa at existing committed strategic sites is not deliverable, then a stepped annual housing requirement would be necessary; although this would further increase an already challenging housing requirement later in the plan period.</p>
Market absorption including competition from similar sites	<p>Urban extension sites towards the end of the plan period would provide greater choice in the market, meeting needs in a high demand location to complement the committed strategic sites, reducing the risk of competition and increasing market absorption. Given the need for Green Belt release through adoption of a new plan the lead-in times would be fairly lengthy, and the sites would likely be delivering concurrently, competing with one another, which could reduce market absorption. It is noted that there are five potential Green Belt sites that are anticipated to deliver concurrently at significant scale. Such a level of sustained planned delivery in similar locations would lead to competition between the sites which could reduce build-out rates.</p>
House building capacity	<p>This level of supply is significantly (88%) above historic trends, which may present issues for the local housebuilding industry in terms of gearing up to deliver that quantity of development in a short amount of time.</p>
Five year housing land supply	<p>A five-year housing land supply figure of 4.26 years is anticipated at plan adoption with a 10% buffer. This calculation has been undertaken using the Councils' assumptions for lead-in times and build-out rates. As discussed above the assumptions for strategic allocations under the maximum scenario are considered unrealistic and undeliverable, therefore it is unlikely that a five-year housing land supply would actually be able to be demonstrated at plan adoption if evidence confirms that only lower rates are deliverable. The poor rate of delivery in 2020/21 could be removed from the plan period if the base date of the plan period is moved forward a year into 2021/22. The five-year housing land supply calculation is based on the Council's trajectory data for 2021/22 and 2022/23 where strong delivery is predicted against the requirement and may be adversely affected by COVID-19. To enable a five-year housing land supply to be met additional short-term allocations could be made (such as small sites in villages), or an argument advanced for a stepped annual housing requirement.</p>
Meeting the small sites requirement	<p>It is assumed that Green Belt allocations would not yield additional small sites. Given the additional need for small sites beyond those committed and expected to come forward through the windfall allowance, it is not anticipated that this option will enable the Councils to meet NPPF requirements.</p>
Housing Delivery Test	<p>As the supply comfortably exceeds the minimum standard method the Housing Delivery Test will be passed in all years of the plan period.</p>

Option 4a: Dispersal – new settlements (Minimum)

Summary of option

New settlements would establish a whole new town or village, providing homes, jobs and supporting infrastructure in a new location, and would need to be supported by strategic transport infrastructure connecting to Cambridge.

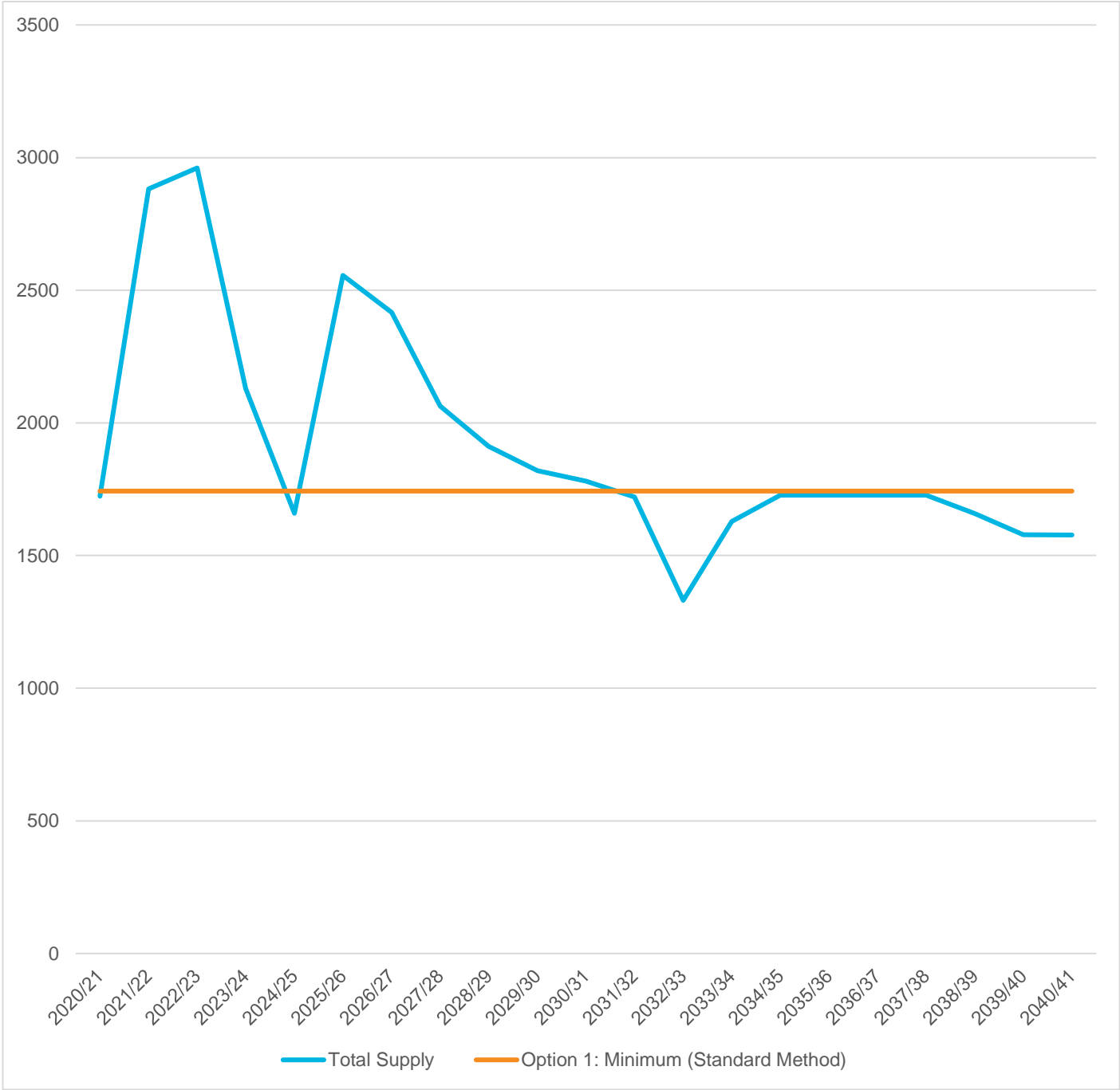
Minimum:

- Two smaller new settlements of 4,500 dwellings on a public transport corridor (delivery by 2041, using historic delivery rates constrained to ensure that the strategic option homes total equals the balance to find. This does not affect the total homes all time figure).

Source	2020/ 21	2021/ 22	2022/ 23	2023/ 24	2024/ 25	2025/ 26	2026/ 27	2027/ 28	2028/ 29	2029/ 30	2030/ 31	2031/ 32	2032/ 33	2033/ 34	2034/ 35	2035/ 36	2036/ 37	2037/ 38	2038/ 39	2039/ 40	2040/ 41	Total to 2041
Commitments	1492	2307	2121	1300	942	1406	1215	862	710	619	579	520	130	27	27	27	27	27	27	27	27	14419
Northstowe	232	345	395	345	187	250	250	250	250	250	250	250	250	250	250	250	250	250	250	250	250	5504
Waterbeach New Town	0	150	250	250	250	250	250	250	250	250	250	250	250	250	250	250	250	250	250	250	250	4900
Bourn Airfield	0	0	35	75	120	150	150	150	150	150	150	150	150	150	150	150	150	150	150	150	150	2630
Cambourne West	0	80	160	160	160	150	150	150	150	150	150	150	150	150	150	150	150	150	80			2590
Windfall (City)	0	0	0	0	0	130	130	130	130	130	130	130	130	130	130	130	130	130	130	130	130	2080
Windfall (South Cambs)	0	0	0	0	0	220	220	220	220	220	220	220	220	220	220	220	220	220	220	220	220	3520
Wellcome Genome Campus	0	0	0	0	0	0	100	100	100	100	100	100	100	100	100	100	100	100	100	100	100	1500
Uncertain Cambridge Allocations	0	0	0	0	0	0	-49	-49	-49	-49	-49	-49	-49	-49	-49	-49	-49	-49	-49	-49	-50	-736
Cambridge Urban Area	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
North East Cambridge	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Cambridge Airport (safeguarded land)	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Green Belt Fringe	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
New settlements on public transport corridors	0	0	0	0	0	0	0	0	0	0	0	0	0	400	500	500	500	500	500	500	500	3900
New settlements on road network	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Villages total	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Total (Completions and supply)	1724	2882	2961	2130	1659	2556	2416	2063	1911	1820	1780	1721	1331	1628	1728	1728	1728	1728	1658	1578	1578	40307
Option 1: Minimum (Standard Method)	1743	1743	1743	1743	1743	1743	1743	1743	1743	1743	1743	1743	1743	1743	1743	1743	1743	1743	1743	1743	1743	36603
Comparison against Option 1: Minimum (Standard Method)	-19	1139	1218	387	-84	813	673	320	168	77	37	-22	-412	-115	-15	-15	-15	-15	-85	-165	-165	3704
Cumulative delivery	1724	4606	7567	9697	11356	13912	16328	18391	20302	22122	23902	25623	26954	28581	30309	32037	33765	35493	37151	38729	40307	-
Cumulative requirement Option 1: Minimum (Standard Method)	1743	3486	5229	6972	8715	10458	12201	13944	15687	17430	19173	20916	22659	24402	26145	27888	29631	31374	33117	34860	36603	-

Source	2020/ 21	2021/ 22	2022/ 23	2023/ 24	2024/ 25	2025/ 26	2026/ 27	2027/ 28	2028/ 29	2029/ 30	2030/ 31	2031/ 32	2032/ 33	2033/ 34	2034/ 35	2035/ 36	2036/ 37	2037/ 38	2038/ 39	2039/ 40	2040/ 41	Total to 2041
Rolling HDT	-	-	145%	152%	129%	121%	127%	135%	122%	111%	105%	102%	92%	89%	90%	97%	99%	99%	98%	95%	92%	-

Housing trajectory



Five-year housing land supply calculation at 1st April 2025 (assumed plan adoption)

Component	Step	Calculation	Number
(a)	Requirement from start of plan period (1st April 2020 - 31st March 2025)	1743dpa x 5	8715.0
(b)	Forecast completions from start of plan period to plan adoption (1st April 2025)		11356.0
(c)	Shortfall/Surplus*	(a) - (b)	-2641.0
(d)	5 year requirement + Shortfall/Surplus	(1743 x 5) + (c)	8715.0
(e)	Add 10% buffer	(d) x 1.10	9586.5
(f)	Annual target	(e) / 5 years	1917.3
(g)	Supply within first 5 years		10766.0
(h)	Land supply	(g) / (f)	5.62
(i)	Deficit / surplus	(g) - (e)	1180

* N.B. the PPG (Paragraph: 032 Reference ID: 68-032-20190722) states that "*Where areas deliver more completions than required, the additional supply can be used to offset any shortfalls against requirements from **previous** years*". The PPG does not state that over-delivery in the past can be used to offset **future** supply nor does it state that it cannot. It is noted the Secretary of State, in his decision letter in respect of a recovered appeal at Oakridge, Highnam, Tewkesbury (APP/G1630/W/3184272), agreed with overall conclusions and recommendation of an Inspector’s which was based in part on a conclusion by the Inspector that an over-supply from previous years should not be ‘banked’ so as to reduce the five-year housing target in future years. It is fair however to observe that the Secretary of State did not comment expressly on this conclusion by his Inspector in respect of past oversupply. Tewkesbury Borough Council, the LPA involved in that appeal, disagreed with this approach but its attempt to challenge the decision in the High Court did not proceed to a determination for technical reasons. A definitive view on how over-supply should be treated in a five-year housing land supply calculation has not provided by the Secretary of State through the PPG nor has it been determined by the Courts in interpreting current policy and guidance. Therefore, at this interim report stage, it is considered reasonable and pragmatic to adopt a worst case scenario and thereby to assume that any over-supply cannot be used to reduce future five-year housing land supply requirements.

Commentary:

Factor	Commentary
Ability to deliver new homes	<p>Minimum housing requirement is largely met by existing commitments and the windfall allowance. Additional supply later in the plan period would act as a buffer to ensure delivery against the overall housing requirement.</p> <p>Some under-delivery against the annual housing requirement anticipated later in the plan period from 2032/33-2033/34 and 2038/39-2040/41 which would result in the loss of a five-year housing land supply without additional allocations or changes to the phasing of the delivery of sites.</p>
Stepped housing requirement	<p>Not required as there is no step-change in delivery planned.</p>
Market absorption including competition from similar sites	<p>New settlement sites towards the end of the plan period would deliver a similar product to the existing new settlements that are committed, which may not result in delivery of a wide enough range of the different types of housing in the different locations that the market wants. This would result in increased competition between committed and proposed new settlements, potentially reducing build-out rates as the market struggles to absorb a fairly homogenous product.</p>
House building capacity	<p>Supply is in line with historic trends which should be easily accommodated by the housebuilding industry.</p>
Five year housing land supply	<p>A five-year housing land supply figure of 5.62 years is anticipated at plan adoption with a 10% buffer. The poor rate of delivery in 2020/21 could be removed from the plan period if the base date of the plan period is moved forward a year into 2021/22. The five-year housing land supply calculation is based on the Council's trajectory data for 2021/22 and 2022/23 where strong delivery is predicted against the requirement and may be adversely affected by COVID-19.</p>
Meeting the small sites requirement	<p>No new small sites are proposed in this option. Given the additional need for small sites beyond those committed and expected to come forward through the windfall allowance, it is not anticipated that this option will enable the Councils to meet NPPF requirements.</p>
Housing Delivery Test	<p>Housing Delivery Test is met until 3032/33 onwards when an Action Plan would need to be prepared. Delivery is not anticipated to drop below 85%, avoiding triggering the use of a 20% buffer on the five-year housing land supply.</p>

Option 4b: Dispersal – new settlements (Medium)

Summary of option

New settlements would establish a whole new town or village, providing homes, jobs and supporting infrastructure in a new location, and would need to be supported by strategic transport infrastructure connecting to Cambridge.

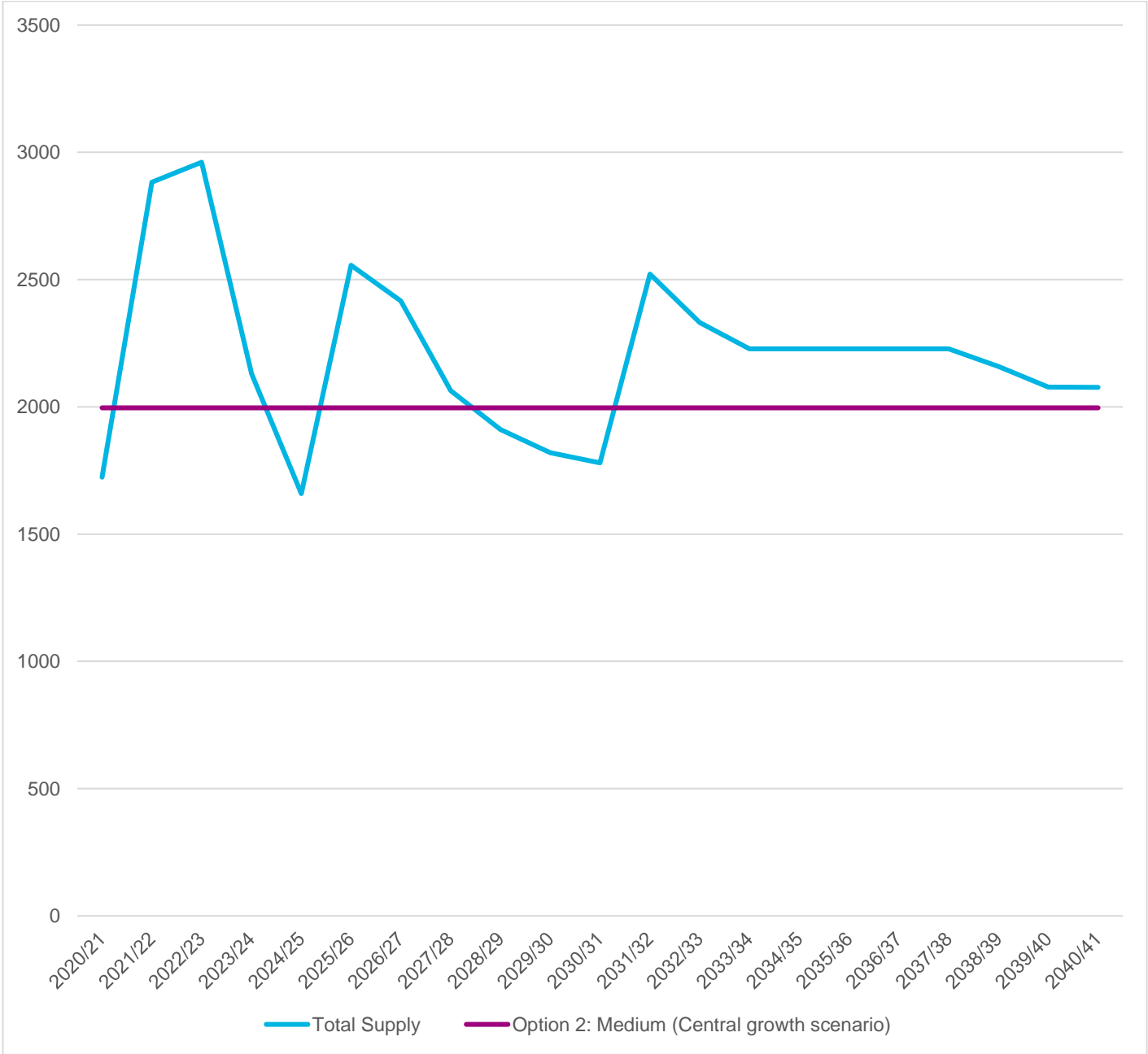
Medium:

- Three new settlements on public transport corridors (delivery by 2041, using historic delivery rates constrained ensure that the strategic option homes total equals the balance to find. This does not affect the total homes all time figures), including:
 - Two larger new settlements of 9,000 dwellings
 - One smaller new settlement of 4,500 dwellings
- One smaller new settlement of 4,500 homes on the road network (delivery by 2041, using historic delivery rates constrained ensure that the strategic option homes total equals the balance to find. This does not affect the total homes all time figures).

Source	2020/ 21	2021/ 22	2022/ 23	2023/ 24	2024/ 25	2025/ 26	2026/ 27	2027/ 28	2028/ 29	2029/ 30	2030/ 31	2031/ 32	2032/ 33	2033/ 34	2034/ 35	2035/ 36	2036/ 37	2037/ 38	2038/ 39	2039/ 40	2040/ 41	Total to 2041
Commitments	1492	2307	2121	1300	942	1406	1215	862	710	619	579	520	130	27	27	27	27	27	27	27	27	14419
Northstowe	232	345	395	345	187	250	250	250	250	250	250	250	250	250	250	250	250	250	250	250	250	5504
Waterbeach New Town	0	150	250	250	250	250	250	250	250	250	250	250	250	250	250	250	250	250	250	250	250	4900
Bourn Airfield	0	0	35	75	120	150	150	150	150	150	150	150	150	150	150	150	150	150	150	150	150	2630
Cambourne West	0	80	160	160	160	150	150	150	150	150	150	150	150	150	150	150	150	150	80	0	0	2590
Windfall (City)	0	0	0	0	0	130	130	130	130	130	130	130	130	130	130	130	130	130	130	130	130	2080
Windfall (South Cambs)	0	0	0	0	0	220	220	220	220	220	220	220	220	220	220	220	220	220	220	220	220	3520
Wellcome Genome Campus	0	0	0	0	0	0	100	100	100	100	100	100	100	100	100	100	100	100	100	100	100	1500
Uncertain Cambridge Allocations	0	0	0	0	0	0	-49	-49	-49	-49	-49	-49	-49	-49	-49	-49	-49	-49	-49	-49	-50	-736
Cambridge Urban Area	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
North East Cambridge	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Cambridge Airport (safeguarded land)	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Green Belt Fringe	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
New settlements on public transport corridors	0	0	0	0	0	0	0	0	0	0	0	600	750	750	750	750	750	750	750	750	750	7350
New settlements on road network	0	0	0	0	0	0	0	0	0	0	0	200	250	250	250	250	250	250	250	250	250	2450
Villages total	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Total (Completions and supply)	1724	2882	2961	2130	1659	2556	2416	2063	1911	1820	1780	2571	2331	2228	2228	2228	2228	2228	2158	2078	2078	46257
Option 2: Medium (Central growth scenario)	1996	1996	1996	1996	1996	1996	1996	1996	1996	1996	1996	1996	1996	1996	1996	1996	1996	1996	1996	1996	1996	41916

Source	2020/ 21	2021/ 22	2022/ 23	2023/ 24	2024/ 25	2025/ 26	2026/ 27	2027/ 28	2028/ 29	2029/ 30	2030/ 31	2031/ 32	2032/ 33	2033/ 34	2034/ 35	2035/ 36	2036/ 37	2037/ 38	2038/ 39	2039/ 40	2040/ 41	Total to 2041
Comparison against Option 2: Medium (Central growth scenario)	-272	886	965	134	-337	560	420	67	-85	-176	-216	575	335	232	232	232	232	232	162	82	82	4341
Cumulative delivery	1724	4606	7567	9697	11356	13912	16328	18391	20302	22122	23902	26473	28804	31031	33259	35487	37715	39943	42101	44179	46257	-
Cumulative requirement Option 2: Medium (Central growth scenario)	1996	3992	5988	7984	9980	11976	13972	15968	17964	19960	21956	23952	25948	27944	29940	31936	33932	35928	37924	39920	41916	-
Rolling HDT	-	-	145%	152%	129%	121%	127%	135%	122%	111%	105%	118%	128%	136%	130%	128%	128%	128%	126%	124%	121%	-

Housing trajectory



Five-year housing land supply calculation at 1st April 2025 (assumed plan adoption)

Component	Step	Calculation	Number
(a)	Requirement from start of plan period (1st April 2020 - 31st March 2025)	1996dpa x 5	9980.0
(b)	Forecast completions from start of plan period to plan adoption (1st April 2025)		11356.0
(c)	Shortfall/Surplus*	(a) - (b)	-1376.0
(d)	5 year requirement + Shortfall/Surplus	(1996 x 5) + (c)	9980.0
(e)	Add 10% buffer	(d) x 1.10	10978.0
(f)	Annual target	(e) / 5 years	2195.6
(g)	Supply within first 5 years		10766.0
(h)	Land supply	(g) / (f)	4.90
(i)	Deficit / surplus	(g) - (e)	-212

* N.B. the PPG (Paragraph: 032 Reference ID: 68-032-20190722) states that "*Where areas deliver more completions than required, the additional supply can be used to offset any shortfalls against requirements from **previous** years*". The PPG does not state that over-delivery in the past can be used to offset **future** supply nor does it state that it cannot. It is noted the Secretary of State, in his decision letter in respect of a recovered appeal at Oakridge, Highnam, Tewkesbury (APP/G1630/W/3184272), agreed with overall conclusions and recommendation of an Inspector's which was based in part on a conclusion by the Inspector that an over-supply from previous years should not be 'banked' so as to reduce the five-year housing target in future years. It is fair however to observe that the Secretary of State did not comment expressly on this conclusion by his Inspector in respect of past oversupply. Tewkesbury Borough Council, the LPA involved in that appeal, disagreed with this approach but its attempt to challenge the decision in the High Court did not proceed to a determination for technical reasons. A definitive view on how over-supply should be treated in a five-year housing land supply calculation has not provided by the Secretary of State through the PPG nor has it been determined by the Courts in interpreting current policy and guidance. Therefore, at this interim report stage, it is considered reasonable and

pragmatic to adopt a worst case scenario and thereby to assume that any over-supply cannot be used to reduce future five-year housing land supply requirements.

Commentary:

Factor	Commentary
Ability to deliver new homes	Additional supply in the mid-latter part of the plan period will enable delivery against the overall medium housing requirement. The four new settlement sites are anticipated to deliver in the longer-term which leaves a marginal shortfall against the annual housing requirement in the middle of the plan period. Using the Councils’ assumptions this option would enable the annual housing requirement to be met throughout the plan period apart from minor under-delivery in 2028/29 and 2030/31. Additional smaller site allocations with short lead-in times may be required to meet the annual housing requirement in the middle of the plan period.
Stepped housing requirement	Not required as there is no step-change in delivery planned.
Market absorption including competition from similar sites	New settlement sites towards the end of the plan period would deliver a similar product to the existing new settlements that are committed, which may not result in delivery of a wide enough range of the different types of housing in the different locations that the market wants. This would result in increased competition between committed and proposed new settlements, potentially reducing build-out rates as the market struggles to absorb a fairly homogenous product. The four new settlements would compete with the committed new settlements from 2030 onwards when a total of eight new settlements would be under construction, selling a similar product in similar locations. This may see a reduction in the build-out rate as a result.
House building capacity	This level of supply is consistently above historic trends, but not significantly so, which should be able to be accommodated by the housebuilding industry.
Five year housing land supply	A five-year housing land supply figure of 4.9 years is anticipated at plan adoption with a 10% buffer. This is marginal and should be kept under review. The poor rate of delivery in 2020/21 could be removed from the plan period if the base date of the plan period is moved forward a year into 2021/22. The five-year housing land supply calculation is based on the Council’s trajectory data for 2021/22 and 2022/23 where strong delivery is predicted against the requirement and may be adversely affected by COVID-19. To enable a five-year housing land supply to be met alternative short-term allocations could be made (such as small sites in villages), or potentially an argument could be advanced for a stepped annual housing requirement, but it is not considered that a convincing case could be made in light of the PPG requirement for the increase to be “significant” and to “not seek to unnecessarily delay meeting identified development needs”.
Meeting the small sites requirement	No new small sites are proposed in this option. Given the additional need for small sites beyond those committed and expected to come forward through the windfall allowance, it is not anticipated that this option will enable the Councils to meet NPPF requirements.
Housing Delivery Test	As the supply comfortably exceeds the minimum standard method the Housing Delivery Test will be passed in all years of the plan period.

Option 4c: Dispersal – new settlements (Maximum)

Summary of option

New settlements would establish a whole new town or village, providing homes, jobs and supporting infrastructure in a new location, and would need to be supported by strategic transport infrastructure connecting to Cambridge.

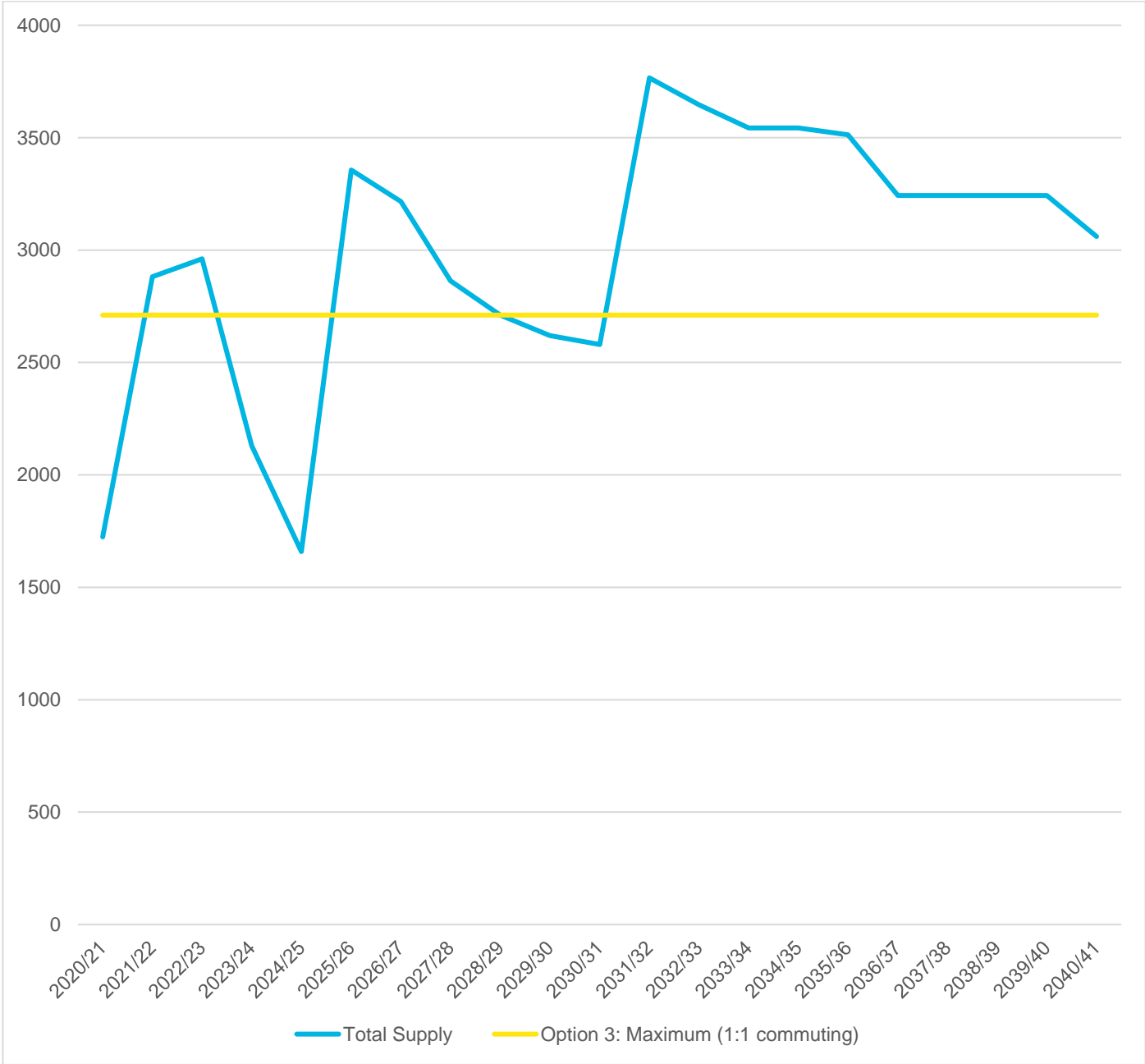
Maximum:

- All existing committed strategic sites assume double historic delivery rates from 2025/26 onwards (Northstowe 500dpa; Waterbeach 500dpa; Bourn Airfield 300dpa and Cambourne 300dpa).
- Three new settlements on public transport corridors (delivery by 2041, using higher delivery rates constrained ensure that the strategic option homes total equals the balance to find. This does not affect the total homes all time figures), including:
 - Two larger new settlements of 9,000 dwellings
 - One smaller new settlement of 4,500 dwellings
- One smaller new settlement of 4,500 homes on the road network (delivery by 2041, using higher delivery rates constrained ensure that the strategic option homes total equals the balance to find. This does not affect the total homes all time figures).

Source	2020/ 21	2021/ 22	2022/ 23	2023/ 24	2024/ 25	2025/ 26	2026/ 27	2027/ 28	2028/ 29	2029/ 30	2030/ 31	2031/ 32	2032/ 33	2033/ 34	2034/ 35	2035/ 36	2036/ 37	2037/ 38	2038/ 39	2039/ 40	2040/ 41	Total to 2041
Commitments	1492	2307	2121	1300	942	1406	1215	862	710	619	579	520	130	27	27	27	27	27	27	27	27	14419
Northstowe	232	345	395	345	187	500	500	500	500	500	500	500	500	500	500	500	500	500	500	500	319	9323
Waterbeach New Town	0	150	250	250	250	500	500	500	500	500	500	500	500	500	500	500	500	500	500	500	500	8900
Bourn Airfield	0	0	35	75	120	300	300	300	300	300	300	300	300	300	300	270	0	0	0	0	0	3500
Cambourne West	0	80	160	160	160	300	300	300	300	300	300	230	0	0	0	0	0	0	0	0	0	2590
Windfall (City)	0	0	0	0	0	130	130	130	130	130	130	130	130	130	130	130	130	130	130	130	130	2080
Windfall (South Cambs)	0	0	0	0	0	220	220	220	220	220	220	220	220	220	220	220	220	220	220	220	220	3520
Wellcome Genome Campus	0	0	0	0	0	0	100	100	100	100	100	100	100	100	100	100	100	100	100	100	100	1500
Uncertain Cambridge Allocations	0	0	0	0	0	0	-49	-49	-49	-49	-49	-49	-49	-49	-49	-49	-49	-49	-49	-49	-50	-736
Cambridge Urban Area	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
North East Cambridge	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Cambridge Airport (safeguarded land)	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Green Belt Fringe	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
New settlements on public transport corridors	0	0	0	0	0	0	0	0	0	0	0	1315	1315	1315	1315	1315	1315	1315	1315	1315	1315	13150
New settlements on road network	0	0	0	0	0	0	0	0	0	0	0	0	500	500	500	500	500	500	500	500	500	4500
Villages total	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Total (Completions and supply)	1724	2882	2961	2130	1659	3356	3216	2863	2711	2620	2580	3816	3646	3543	3543	3513	3243	3243	3243	3243	3062	62796
Option 3: Maximum (1:1 commuting)	2711	2711	2711	2711	2711	2711	2711	2711	2711	2711	2711	2711	2711	2711	2711	2711	2711	2711	2711	2711	2711	56931

Source	2020/ 21	2021/ 22	2022/ 23	2023/ 24	2024/ 25	2025/ 26	2026/ 27	2027/ 28	2028/ 29	2029/ 30	2030/ 31	2031/ 32	2032/ 33	2033/ 34	2034/ 35	2035/ 36	2036/ 37	2037/ 38	2038/ 39	2039/ 40	2040/ 41	Total to 2041
Comparison against Option 3: Maximum (1:1 commuting)	-987	171	250	-581	-1052	645	505	152	0	-91	-131	1105	935	832	832	802	532	532	532	532	351	5865
Cumulative delivery	1724	4606	7567	9697	11356	14712	17928	20791	23502	26122	28702	32518	36164	39706	43249	46762	50005	53248	56491	59734	62796	-
Cumulative requirement Option 3: Maximum (1:1 commuting)	2711	5422	8133	10844	13555	16266	18977	21688	24399	27110	29821	32532	35243	37954	40665	43376	46087	48798	51509	54220	56931	-
Rolling HDT	-	-	145%	152%	129%	137%	157%	180%	168%	157%	151%	172%	192%	210%	205%	203%	197%	191%	186%	186%	183%	-

Housing trajectory



Five-year housing land supply calculation at 1st April 2025 (assumed plan adoption)

Component	Step	Calculation	Number
(a)	Requirement from start of plan period (1st April 2020 - 31st March 2025)	2711dpa x 5	13555.0
(b)	Forecast completions from start of plan period to plan adoption (1st April 2025)		11356.0
(c)	Shortfall/Surplus*	(a) - (b)	2199.0
(d)	5 year requirement + Shortfall/Surplus	(2711 x 5) + (c)	15754.0
(e)	Add 10% buffer	(d) x 1.10	17329.4
(f)	Annual target	(e) / 5 years	3465.9
(g)	Supply within first 5 years		14766.0
(h)	Land supply	(g) / (f)	4.26
(i)	Deficit / surplus	(g) - (e)	-2563

* N.B. the PPG (Paragraph: 032 Reference ID: 68-032-20190722) states that "*Where areas deliver more completions than required, the additional supply can be used to offset any shortfalls against requirements from **previous** years*". The PPG does not state that over-delivery in the past can be used to offset **future** supply nor does it state that it cannot. It is noted the Secretary of State, in his decision letter in respect of a recovered appeal at Oakridge, Highnam, Tewkesbury (APP/G1630/W/3184272), agreed with overall conclusions and recommendation of an Inspector's which was based in part on a conclusion by the Inspector that an over-supply from previous years should not be 'banked' so as to reduce the five-year housing target in future years. It is fair however to observe that the Secretary of State did not comment expressly on this conclusion by his Inspector in respect of past oversupply. Tewkesbury Borough Council, the LPA involved in that appeal, disagreed with this approach but its attempt to challenge the decision in the High Court did not proceed to a determination for technical reasons. A definitive view on how over-supply should be treated in a five-year housing land supply calculation has not provided by the Secretary of State through the PPG nor has it been determined by the Courts in interpreting current policy and guidance. Therefore, at this interim report stage, it is considered reasonable and

pragmatic to adopt a worst case scenario and thereby to assume that any over-supply cannot be used to reduce future five-year housing land supply requirements.

Commentary:

Factor	Commentary
Ability to deliver new homes	<p>Additional supply in the mid-latter part of the plan period will enable delivery against the overall maximum housing requirement. The plan period starts with a shortfall against the significantly increased annual housing requirement figure, which results in the need for the shortfall to be met within the first five years under the Sedgefield method, increasing the five-year housing land supply requirement beyond that which can be delivered under this option, resulting in the need for a stepped annual housing requirement and/or the Liverpool method to meeting the shortfall over the plan period.</p> <p>The four new settlement sites are anticipated to deliver in the longer-term which leaves a marginal shortfall against the annual housing requirement in the middle of the plan period (2028/29-2030/31), which may mean additional smaller site allocations with short lead-in times are needed. The trajectory shows a peak in the middle of the plan period in 2031/32. This in turn is based on an assumption by the Councils that delivery rates can be doubled on existing strategic sites that are already consented or allocated and working their way through the development management process. A build-out rate of 500dpa is assumed on existing sites from 2025/26 (plan adoption) onwards. This is considered unrealistic for sites that are already allocated and working their way through the system.</p> <p>Average build out rates in excess of 300 dwellings per annum (dpa) will only be possible with significant interventions and/or alternative delivery models. Secondary sources and emerging primary research suggests that a traditional approach would be unlikely to exceed 300 dpa.</p>
Stepped housing requirement	<p>The maximum scenario would be a step-change in housing delivery, 88% higher than historic completions in 2002/03-2018/19. Given the projected under-delivery in the period 2020/21 to plan adoption (1st April 2025) the shortfall should be met in the first 5 years under the Sedgefield method under the PPG (unless the Liverpool method can be justified). Due to the fact that, under the Councils' assumptions, this option cannot deliver a five-year housing land supply at plan adoption under the Sedgefield method, either the Liverpool method or a stepped annual housing requirement is necessary. If it transpires that delivery rates of 500dpa at existing committed strategic sites are not deliverable, then a stepped annual housing requirement would be necessary; although this would further increase an already challenging housing requirement later in the plan period.</p>
Market absorption including competition from similar sites	<p>New settlement sites towards the end of the plan period would deliver a similar product to the existing new settlements that are committed, which may not result in delivery of a wide enough range of the different types of housing in the different locations that the market wants. This would result in increased competition between committed and proposed new settlements, potentially reducing build-out rates as the market struggles to absorb a fairly homogenous product. The four new settlements would compete with the committed new settlements from 2030 onwards when a total of seven new settlements would be under construction, selling a similar product in similar locations. This may see a reduction in the build-out rate as a result.</p>
House building capacity	<p>This level of supply is significantly (88%) above historic trends, which may present issues for the local housebuilding industry in terms of gearing up to deliver that quantity of development in a short amount of time.</p>
Five year housing land supply	<p>A five-year housing land supply figure of 4.26 years is anticipated at plan adoption with a 10% buffer. As discussed above the assumptions for strategic sites under the maximum scenario are considered unrealistic and undeliverable, therefore it is likely that the five-year housing land supply would be lower in reality at plan adoption if evidence confirms that only lower rates are deliverable. The poor rate of delivery in 2020/21 could be removed from the plan period if the base date of the plan period is moved forward a year into 2021/22. The five-year housing land supply calculation is based on the Council's trajectory data for 2021/22 and 2022/23 where strong delivery is predicted against the requirement and may be adversely affected by COVID-19. To enable a five-year housing land supply to be met alternative short-term allocations could be made (such as small sites in villages), or an argument advanced for a stepped annual housing requirement.</p>
Meeting the small sites requirement	<p>No new small sites are proposed in this option. Given the additional need for small sites beyond those committed and expected to come forward through the windfall allowance, it is not anticipated that this option will enable the Councils to meet NPPF requirements.</p>
Housing Delivery Test	<p>As the supply comfortably exceeds the minimum standard method the Housing Delivery Test will be passed in all years of the plan period.</p>

Option 5a: Dispersal – villages (Minimum)

Summary of option

This approach would spread new homes and jobs out to the villages.

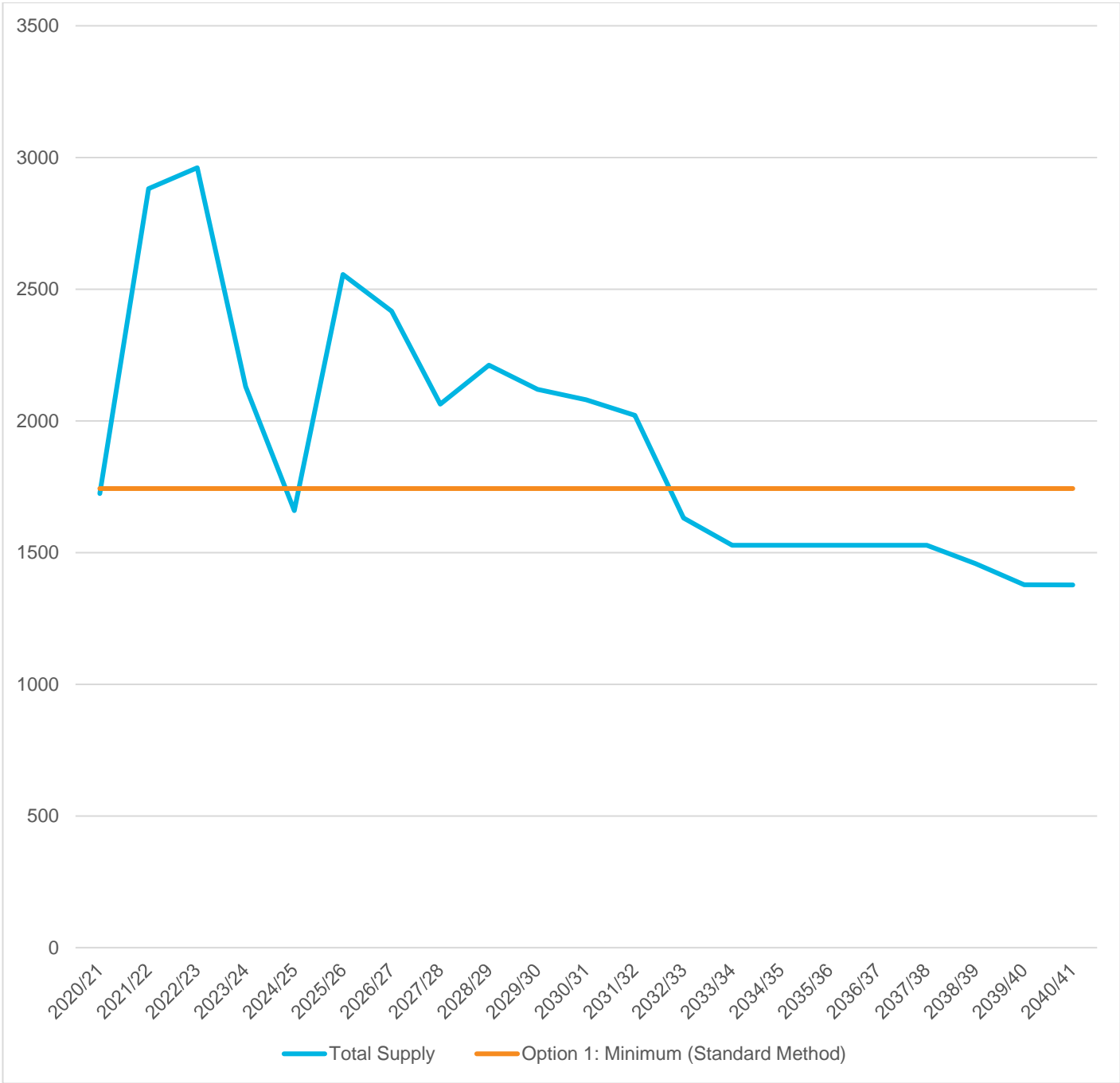
Minimum:

- 40% of balance to find at Rural Centres
- 40% of balance to find at Minor Rural Centres (while this the same percentage of growth in total, because there are many more Minor Rural Centres than Rural Centres the absolute growth in each village is significantly greater for each Rural Centre).
- 17% of balance to find at Group villages
- 3% of balance to find at Infill villages

Source	2020/ 21	2021/ 22	2022/ 23	2023/ 24	2024/ 25	2025/ 26	2026/ 27	2027/ 28	2028/ 29	2029/ 30	2030/ 31	2031/ 32	2032/ 33	2033/ 34	2034/ 35	2035/ 36	2036/ 37	2037/ 38	2038/ 39	2039/ 40	2040/ 41	Total to 2041
Commitments	1492	2307	2121	1300	942	1406	1215	862	710	619	579	520	130	27	27	27	27	27	27	27	27	14419
Northstowe	232	345	395	345	187	250	250	250	250	250	250	250	250	250	250	250	250	250	250	250	250	5504
Waterbeach New Town	0	150	250	250	250	250	250	250	250	250	250	250	250	250	250	250	250	250	250	250	250	4900
Bourn Airfield	0	0	35	75	120	150	150	150	150	150	150	150	150	150	150	150	150	150	150	150	150	2630
Cambourne West	0	80	160	160	160	150	150	150	150	150	150	150	150	150	150	150	150	150	80			2590
Windfall (City)	0	0	0	0	0	130	130	130	130	130	130	130	130	130	130	130	130	130	130	130	130	2080
Windfall (South Cambs)	0	0	0	0	0	220	220	220	220	220	220	220	220	220	220	220	220	220	220	220	220	3520
Wellcome Genome Campus	0	0	0	0	0	0	100	100	100	100	100	100	100	100	100	100	100	100	100	100	100	1500
Uncertain Cambridge Allocations	0	0	0	0	0	0	-49	-49	-49	-49	-49	-49	-49	-49	-49	-49	-49	-49	-49	-49	-50	-736
Cambridge Urban Area	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
North East Cambridge	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Cambridge Airport (safeguarded land)	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Green Belt Fringe	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
New settlements on public transport corridors	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
New settlements on road network	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Villages total	0	0	0	0	0	0	0	0	300	300	300	300	300	300	300	300	300	300	300	300	300	3900
Total (Completions and supply)	1724	2882	2961	2130	1659	2556	2416	2063	2211	2120	2080	2021	1631	1528	1528	1528	1528	1528	1458	1378	1378	40307
Option 1: Minimum (Standard Method)	1743	1743	1743	1743	1743	1743	1743	1743	1743	1743	1743	1743	1743	1743	1743	1743	1743	1743	1743	1743	1743	36603
Comparison against Option 1: Minimum (Standard Method)	-19	1139	1218	387	-84	813	673	320	468	377	337	278	-112	-215	-215	-215	-215	-215	-285	-365	-365	3704
Cumulative delivery	1724	4606	7567	9697	11356	13912	16328	18391	20602	22722	24802	26823	28454	29981	31509	33037	34565	36093	37551	38929	40307	-

Source	2020/ 21	2021/ 22	2022/ 23	2023/ 24	2024/ 25	2025/ 26	2026/ 27	2027/ 28	2028/ 29	2029/ 30	2030/ 31	2031/ 32	2032/ 33	2033/ 34	2034/ 35	2035/ 36	2036/ 37	2037/ 38	2038/ 39	2039/ 40	2040/ 41	Total to 2041
Cumulative requirement Option 1: Minimum (Standard Method)	1743	3486	5229	6972	8715	10458	12201	13944	15687	17430	19173	20916	22659	24402	26145	27888	29631	31374	33117	34860	36603	-
Rolling HDT	-	-	145%	152%	129%	121%	127%	135%	128%	122%	123%	119%	110%	99%	90%	88%	88%	88%	86%	83%	81%	-

Housing trajectory



Five-year housing land supply calculation at 1st April 2025 (assumed plan adoption)

Component	Step	Calculation	Number
(a)	Requirement from start of plan period (1st April 2020 - 31st March 2025)	1743dpa x 5	8715.0
(b)	Forecast completions from start of plan period to plan adoption (1st April 2025)		11356.0
(c)	Shortfall/Surplus*	(a) - (b)	-2641.0
(d)	5 year requirement + Shortfall/Surplus	(1743 x 5) + (c)	8715.0
(e)	Add 10% buffer	(d) x 1.10	9586.5
(f)	Annual target	(e) / 5 years	1917.3
(g)	Supply within first 5 years		11366.0
(h)	Land supply	(g) / (f)	5.93
(i)	Deficit / surplus	(g) - (e)	1780

* N.B. the PPG (Paragraph: 032 Reference ID: 68-032-20190722) states that "*Where areas deliver more completions than required, the additional supply can be used to offset any shortfalls against requirements from **previous** years*". The PPG does not state that over-delivery in the past can be used to offset **future** supply nor does it state that it cannot. It is noted the Secretary of State, in his decision letter in respect of a recovered appeal at Oakridge, Highnam, Tewkesbury (APP/G1630/W/3184272), agreed with overall conclusions and recommendation of an Inspector’s which was based in part on a conclusion by the Inspector that an over-supply from previous years should not be ‘banked’ so as to reduce the five-year housing target in future years. It is fair however to observe that the Secretary of State did not comment expressly on this conclusion by his Inspector in respect of past oversupply. Tewkesbury Borough Council, the LPA involved in that appeal, disagreed with this approach but its attempt to challenge the decision in the High Court did not proceed to a determination for technical reasons. A definitive view on how over-supply should be treated in a five-year housing land supply calculation has not provided by the Secretary of State through the PPG nor has it been determined by the Courts in interpreting current policy and guidance. Therefore, at this interim report stage, it is considered reasonable and pragmatic to adopt a worst case scenario and thereby to assume that any over-supply cannot be used to reduce future five-year housing land supply requirements.

Commentary:

Factor	Commentary
Ability to deliver new homes	Minimum housing requirement is largely met by existing commitments and the windfall allowance. Sites in the villages are likely to have shorter lead-in times post Local Plan adoption and therefore are likely to result in additional supply in the middle of the plan period. Because of this medium-term delivery, on top of existing commitments, this option is not expected to be able to meet the annual housing requirement after 2032/33 and would result in the loss of a five-year housing land supply after this point. If decisions over allocations were deferred to Neighbourhood Plans this would extend the lead-in times and deliver sites later in the plan period, but this relies on local communities bringing forward Neighbourhood Plans with sufficient housing allocations at the appropriate time (unless a suitable safeguard mechanism is put in place to allow Councils to make the allocations in a DPD should Neighbourhood Plans not do so). However, additional allocations would be required to meet the annual housing requirement post 2032/33 if over-delivery earlier in the plan period cannot be “banked”.
Stepped housing requirement	Not required as there is no step-change in delivery planned.
Market absorption including competition from similar sites	Dispersal of new development to the villages would complement the significant amount of committed development planned at new settlements and would provide a wider choice of housing in the market for people in terms of size and location. Development in the villages is not likely to compete significantly with new settlements which would maximise the market absorption rate.
House building capacity	Supply is in line with historic trends which should be easily accommodated by the housebuilding industry.
Five year housing land supply	A five-year housing land supply figure of 5.93 years is anticipated at plan adoption with a 10% buffer. The poor rate of delivery in 2020/21 could be removed from the plan period if the base date of the plan period is moved forward a year into 2021/22. The five-year housing land supply calculation is based on the Council's trajectory data for 2021/22 and 2022/23 where strong delivery is predicted against the requirement and may be adversely affected by COVID-19.
Meeting the small sites requirement	It is assumed that sites delivered in the villages would be smaller scale and therefore more likely to yield additional sites that meet the NPPF Paragraph 68 definition. This option is considered likely to enable the Councils to meet the NPPF small sites requirement.
Housing Delivery Test	Housing Delivery Test is met until 3032/33 onwards when an Action Plan would need to be prepared. Delivery is anticipated to drop below 85% after 2039/40, which would trigger the use of a 20% buffer on the five-year housing land supply at that stage.

Option 5b: Dispersal – villages (Medium)

Summary of option

This approach would spread new homes and jobs out to the villages.

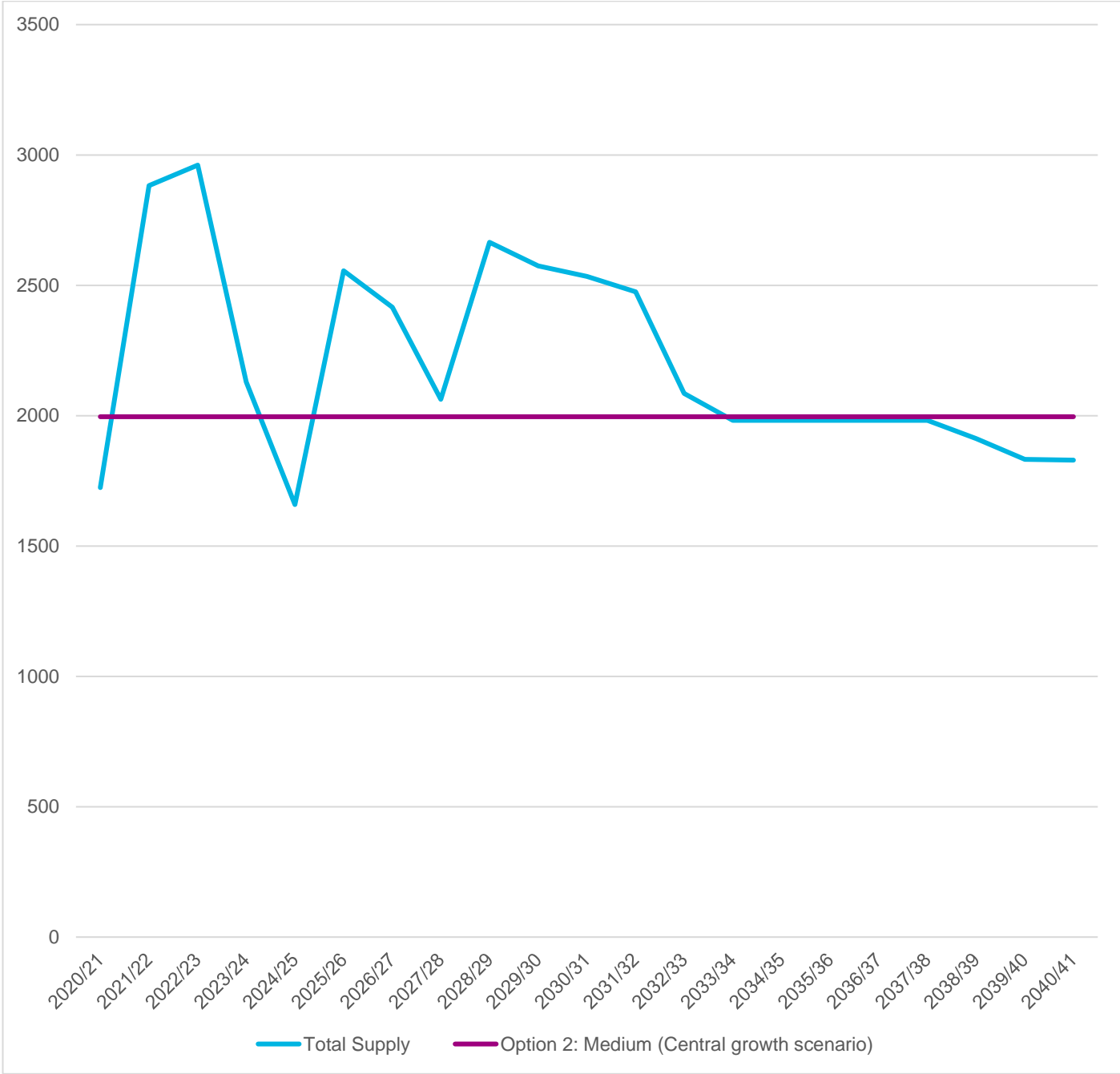
Medium:

- 40% of balance to find at Rural Centres
- 40% of balance to find at Minor Rural Centres (while this the same percentage of growth in total, because there are many more Minor Rural Centres than Rural Centres the absolute growth in each village is significantly greater for each Rural Centre).
- 17% of balance to find at Group villages
- 3% of balance to find at Infill villages

Source	2020/ 21	2021/ 22	2022/ 23	2023/ 24	2024/ 25	2025/ 26	2026/ 27	2027/ 28	2028/ 29	2029/ 30	2030/ 31	2031/ 32	2032/ 33	2033/ 34	2034/ 35	2035/ 36	2036/ 37	2037/ 38	2038/ 39	2039/ 40	2040/ 41	Total to 2041
Commitments	1492	2307	2121	1300	942	1406	1215	862	710	619	579	520	130	27	27	27	27	27	27	27	27	14419
Northstowe	232	345	395	345	187	250	250	250	250	250	250	250	250	250	250	250	250	250	250	250	250	5504
Waterbeach New Town	0	150	250	250	250	250	250	250	250	250	250	250	250	250	250	250	250	250	250	250	250	4900
Bourn Airfield	0	0	35	75	120	150	150	150	150	150	150	150	150	150	150	150	150	150	150	150	150	2630
Cambourne West	0	80	160	160	160	150	150	150	150	150	150	150	150	150	150	150	150	150	80	0	0	2590
Windfall (City)	0	0	0	0	0	130	130	130	130	130	130	130	130	130	130	130	130	130	130	130	130	2080
Windfall (South Cambs)	0	0	0	0	0	220	220	220	220	220	220	220	220	220	220	220	220	220	220	220	220	3520
Wellcome Genome Campus	0	0	0	0	0	0	100	100	100	100	100	100	100	100	100	100	100	100	100	100	100	1500
Uncertain Cambridge Allocations	0	0	0	0	0	0	-49	-49	-49	-49	-49	-49	-49	-49	-49	-49	-49	-49	-49	-49	-50	-736
Cambridge Urban Area	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
North East Cambridge	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Cambridge Airport (safeguarded land)	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Green Belt Fringe	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
New settlements on public transport corridors	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
New settlements on road network	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Villages total	0	0	0	0	0	0	0	0	754	754	754	754	754	754	754	754	754	754	754	754	752	9800
Total (Completions and supply)	1724	2882	2961	2130	1659	2556	2416	2063	2665	2574	2534	2475	2085	1982	1982	1982	1982	1982	1912	1832	1832	46209
Option 2: Medium (Central growth scenario)	1996	1996	1996	1996	1996	1996	1996	1996	1996	1996	1996	1996	1996	1996	1996	1996	1996	1996	1996	1996	1996	41916
Comparison against Option 2: Medium (Central growth scenario)	-272	886	965	134	-337	560	420	67	669	578	538	479	89	-14	-14	-14	-14	-14	-84	-164	-164	4293

Source	2020/ 21	2021/ 22	2022/ 23	2023/ 24	2024/ 25	2025/ 26	2026/ 27	2027/ 28	2028/ 29	2029/ 30	2030/ 31	2031/ 32	2032/ 33	2033/ 34	2034/ 35	2035/ 36	2036/ 37	2037/ 38	2038/ 39	2039/ 40	2040/ 41	Total to 2041
Cumulative delivery	1724	4606	7567	9697	11356	13912	16328	18391	21056	23630	26164	28639	30724	32705	34687	36669	38651	40633	42545	44377	46209	-
Cumulative requirement Option 2: Medium (Central growth scenario)	1996	3992	5988	7984	9980	11976	13972	15968	17964	19960	21956	23952	25948	27944	29940	31936	33932	35928	37924	39920	41916	-
Rolling HDT	-	-	145%	152%	129%	121%	127%	135%	137%	140%	149%	145%	136%	125%	116%	114%	114%	114%	112%	110%	107%	-

Housing trajectory



Five-year housing land supply calculation at 1st April 2025 (assumed plan adoption)

Component	Step	Calculation	Number
(a)	Requirement from start of plan period (1st April 2020 - 31st March 2025)	1996dpa x 5	9980.0
(b)	Forecast completions from start of plan period to plan adoption (1st April 2025)		11356.0
(c)	Shortfall/Surplus*	(a) - (b)	-1376.0
(d)	5 year requirement + Shortfall/Surplus	(1996 x 5) + (c)	9980.0
(e)	Add 10% buffer	(d) x 1.10	10978.0
(f)	Annual target	(e) / 5 years	2195.6
(g)	Supply within first 5 years		12274.0
(h)	Land supply	(g) / (f)	5.59
(i)	Deficit / surplus	(g) - (e)	1296

* N.B. the PPG (Paragraph: 032 Reference ID: 68-032-20190722) states that "*Where areas deliver more completions than required, the additional supply can be used to offset any shortfalls against requirements from **previous** years*". The PPG does not state that over-delivery in the past can be used to offset **future** supply nor does it state that it cannot. It is noted the Secretary of State, in his decision letter in respect of a recovered appeal at Oakridge, Highnam, Tewkesbury (APP/G1630/W/3184272), agreed with overall conclusions and recommendation of an Inspector’s which was based in part on a conclusion by the Inspector that an over-supply from previous years should not be ‘banked’ so as to reduce the five-year housing target in future years. It is fair however to observe that the Secretary of State did not comment expressly on this conclusion by his Inspector in respect of past oversupply. Tewkesbury Borough Council, the LPA involved in that appeal, disagreed with this approach but its attempt to challenge the decision in the High Court did not proceed to a determination for technical reasons. A definitive view on how over-supply should be treated in a five-year housing land supply calculation has not provided by the Secretary of State through the PPG nor has it been determined by the Courts in interpreting current policy and guidance. Therefore, at this interim report stage, it is considered reasonable and pragmatic to adopt a worst case scenario and thereby to assume that any over-supply cannot be used to reduce future five-year housing land supply requirements.

Commentary:

Factor	Commentary
Ability to deliver new homes	Additional supply in the mid-latter part of the plan period will enable delivery against the overall medium housing requirement. Sites in the villages are likely to have shorter lead-in times post Local Plan adoption and therefore are likely to result in additional supply in the middle of the plan period. Because of this medium-term delivery, on top of existing commitments, this option is not expected to be able to meet the annual housing requirement after 2033/34 and would result in the loss of a five-year housing land supply after this point. If decisions over allocations were deferred to Neighbourhood Plans this would extend the lead-in times and deliver sites later in the plan period, but this relies on local communities bringing forward Neighbourhood Plans with sufficient housing allocations at the appropriate time (unless a suitable safeguard mechanism is put in place to allow Councils to make the allocations in a DPD should Neighbourhood Plans not do so). However, additional allocations would be required to meet the annual housing requirement post 2032/33 if over-delivery earlier in the plan period cannot be “banked”. Delivery of an urban extension or new settlement could provide this additional longer-term delivery.
Stepped housing requirement	Not required as there is no step-change in delivery planned.
Market absorption including competition from similar sites	Dispersal of new development to the villages would complement the significant amount of committed development planned at new settlements and would provide a wider choice of housing in the market for people in terms of size and location. Development in the villages is not likely to compete significantly with new settlements which would increase the market absorption rate. However, there remains a question mark at this stage of the study over the full extent of the demand for new housing in the villages, and whether or not this option would over-deliver in the villages (through new allocations) and new settlements (through commitments) and not provide enough housing in and around Cambridge. If there is an oversupply in the villages then the market will not be able to absorb the new housing in accordance with the trajectory.
House building capacity	This level of supply is consistently above historic trends, but not significantly so, which should be able to be accommodated by the housebuilding industry.
Five year housing land supply	A five-year housing land supply figure of 5.59 years is anticipated at plan adoption with a 10% buffer. The poor rate of delivery in 2020/21 could be removed from the plan period if the base date of the plan period is moved forward a year into 2021/22. The five-year housing land supply calculation is based on the Council's trajectory data for 2021/22 and 2022/23 where strong delivery is predicted against the requirement and may be adversely affected by COVID-19.
Meeting the small sites requirement	It is assumed that sites delivered in the villages would be smaller scale and therefore more likely to yield additional sites that meet the NPPF Paragraph 68 definition. This option is considered likely to enable the Councils to meet the NPPF small sites requirement.
Housing Delivery Test	As the supply comfortably exceeds the minimum standard method the Housing Delivery Test will be passed in all years of the plan period.

Option 5c: Dispersal – villages (Maximum)

Summary of option

This approach would spread new homes and jobs out to the villages.

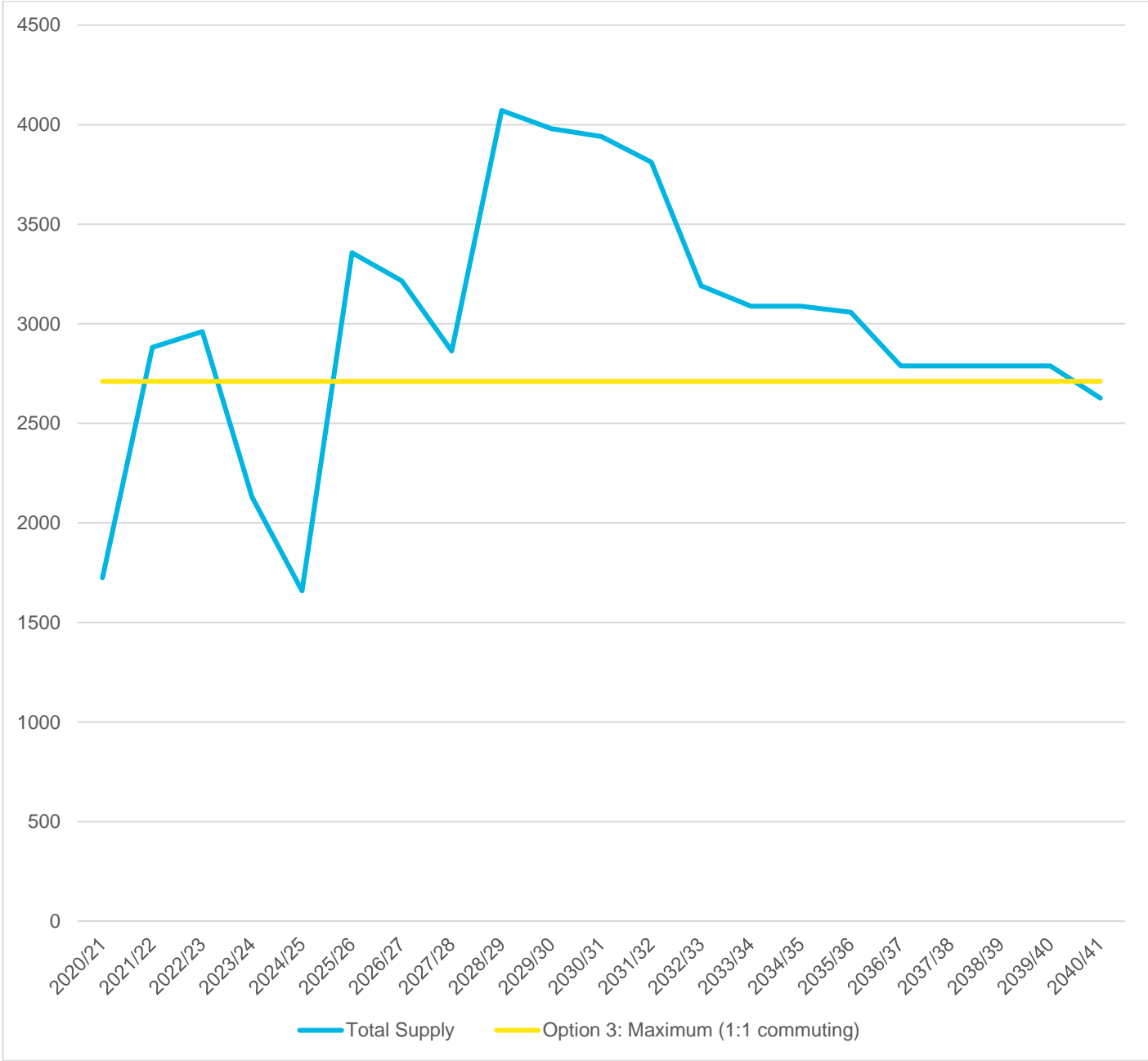
Maximum:

- All existing committed strategic sites assume double historic delivery rates from 2025/26 onwards (Northstowe 500dpa; Waterbeach 500dpa; Bourn Airfield 300dpa and Cambourne 300dpa).
- 40% of balance to find at Rural Centres
- 40% of balance to find at Minor Rural Centres (while this the same percentage of growth in total, because there are many more Minor Rural Centres than Rural Centres the absolute growth in each village is significantly greater for each Rural Centre).
- 17% of balance to find at Group villages
- 3% of balance to find at Infill villages

Source	2020/ 21	2021/ 22	2022/ 23	2023/ 24	2024/ 25	2025/ 26	2026/ 27	2027/ 28	2028/ 29	2029/ 30	2030/ 31	2031/ 32	2032/ 33	2033/ 34	2034/ 35	2035/ 36	2036/ 37	2037/ 38	2038/ 39	2039/ 40	2040/ 41	Total to 2041
Commitments	1492	2307	2121	1300	942	1406	1215	862	710	619	579	520	130	27	27	27	27	27	27	27	27	14419
Northstowe	232	345	395	345	187	500	500	500	500	500	500	500	500	500	500	500	500	500	500	500	319	9323
Waterbeach New Town	0	150	250	250	250	500	500	500	500	500	500	500	500	500	500	500	500	500	500	500	500	8900
Bourn Airfield	0	0	35	75	120	300	300	300	300	300	300	300	300	300	300	270	0	0	0	0	0	3500
Cambourne West	0	80	160	160	160	300	300	300	300	300	300	230	0	0	0	0	0	0	0	0	0	2590
Windfall (City)	0	0	0	0	0	130	130	130	130	130	130	130	130	130	130	130	130	130	130	130	130	2080
Windfall (South Cambs)	0	0	0	0	0	220	220	220	220	220	220	220	220	220	220	220	220	220	220	220	220	3520
Wellcome Genome Campus	0	0	0	0	0	0	100	100	100	100	100	100	100	100	100	100	100	100	100	100	100	1500
Uncertain Cambridge Allocations	0	0	0	0	0	0	-49	-49	-49	-49	-49	-49	-49	-49	-49	-49	-49	-49	-49	-49	-50	-736
Cambridge Urban Area	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
North East Cambridge	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Cambridge Airport (safeguarded land)	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Green Belt Fringe	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
New settlements on public transport corridors	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
New settlements on road network	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Villages total	0	0	0	0	0	0	0	0	1360	1360	1360	1360	1360	1360	1360	1360	1360	1360	1360	1360	1380	17700
Total (Completions and supply)	1724	2882	2961	2130	1659	3356	3216	2863	4071	3980	3940	3811	3191	3088	3088	3058	2788	2788	2788	2788	2607	62776
Option 3: Maximum (1:1 commuting)	2711	2711	2711	2711	2711	2711	2711	2711	2711	2711	2711	2711	2711	2711	2711	2711	2711	2711	2711	2711	2711	56931
Comparison against Option 3: Maximum (1:1 commuting)	-987	171	250	-581	-1052	645	505	152	1360	1269	1229	1100	480	377	377	347	77	77	77	77	-104	5845

Source	2020/ 21	2021/ 22	2022/ 23	2023/ 24	2024/ 25	2025/ 26	2026/ 27	2027/ 28	2028/ 29	2029/ 30	2030/ 31	2031/ 32	2032/ 33	2033/ 34	2034/ 35	2035/ 36	2036/ 37	2037/ 38	2038/ 39	2039/ 40	2040/ 41	Total to 2041
Cumulative delivery	1724	4606	7567	9697	11356	14712	17928	20791	24862	28842	32782	36593	39784	42871	45959	49017	51805	54593	57381	60169	62776	-
Cumulative requirement Option 3: Maximum (1:1 commuting)	2711	5422	8133	10844	13555	16266	18977	21688	24399	27110	29821	32532	35243	37954	40665	43376	46087	48798	51509	54220	56931	-
Rolling HDT	-	-	145%	152%	129%	137%	157%	180%	194%	209%	229%	224%	209%	193%	179%	177%	171%	165%	160%	160%	156%	-

Housing trajectory



Five-year housing land supply calculation at 1st April 2025 (assumed plan adoption)

Component	Step	Calculation	Number
(a)	Requirement from start of plan period (1st April 2020 - 31st March 2025)	2711dpa x 5	13555.0
(b)	Forecast completions from start of plan period to plan adoption (1st April 2025)		11356.0
(c)	Shortfall/Surplus*	(a) - (b)	2199.0
(d)	5 year requirement + Shortfall/Surplus	(2711 x 5) + (c)	15754.0
(e)	Add 10% buffer	(d) x 1.10	17329.4
(f)	Annual target	(e) / 5 years	3465.9
(g)	Supply within first 5 years		17486.0
(h)	Land supply	(g) / (f)	5.05
(i)	Deficit / surplus	(g) - (e)	157

* N.B. the PPG (Paragraph: 032 Reference ID: 68-032-20190722) states that "*Where areas deliver more completions than required, the additional supply can be used to offset any shortfalls against requirements from **previous** years*". The PPG does not state that over-delivery in the past can be used to offset **future** supply nor does it state that it cannot. It is noted the Secretary of State, in his decision letter in respect of a recovered appeal at Oakridge, Highnam, Tewkesbury (APP/G1630/W/3184272), agreed with overall conclusions and recommendation of an Inspector's which was based in part on a conclusion by the Inspector that an over-supply from previous years should not be 'banked' so as to reduce the five-year housing target in future years. It is fair however to observe that the Secretary of State did not comment expressly on this conclusion by his Inspector in respect of past oversupply. Tewkesbury Borough Council, the LPA involved in that appeal, disagreed with this approach but its attempt to challenge the decision in the High Court did not proceed to a determination for technical reasons. A definitive view on how over-supply should be treated in a five-year housing land supply calculation has not provided by the Secretary of State through the PPG nor has it been determined by the Courts in interpreting current policy and guidance. Therefore, at this interim report stage, it is considered reasonable and pragmatic to adopt a worst case scenario and thereby to assume that any over-supply cannot be used to reduce future five-year housing land supply requirements.

Commentary:

Factor	Commentary
Ability to deliver new homes	<p>Additional supply in the mid-latter part of the plan period will enable delivery against the overall maximum housing requirement. The plan period starts with a shortfall against the significantly increased annual housing requirement figure, which results in the need for the shortfall to be met within the first five years under the Sedgefield method, increasing the five-year housing land supply requirement.</p> <p>Sites in the villages are likely to have shorter lead-in times post Local Plan adoption and therefore are likely to result in a peak of supply in the middle of the plan period. If decisions over allocations were deferred to Neighbourhood Plans this would extend the lead-in times and deliver sites later in the plan period, but this relies on local communities bringing forward Neighbourhood Plans with sufficient housing allocations at the appropriate time (unless a suitable safeguard mechanism is put in place to allow Councils to make the allocations in a DPD should Neighbourhood Plans not do so). However, additional allocations would be required to meet the annual housing requirement post 2032/33 if over-delivery earlier in the plan period cannot be “banked”. The trajectory shows a peak in the middle of the plan period, in the first 5 years after plan adoption. This in turn is based on an assumption by the Councils that delivery rates can be doubled on existing strategic sites that are already consented or allocated and working their way through the development management process. A build-out rate of 500dpa is assumed on existing sites from 2025/26 (plan adoption) onwards. This is considered unrealistic for sites that are already allocated and working their way through the system.</p> <p>Average build out rates in excess of 300 dwellings per annum (dpa) will only be possible with significant interventions and/or alternative delivery models. Secondary sources and emerging primary research suggests that a traditional approach would be unlikely to exceed 300 dpa.</p>
Stepped housing requirement	<p>The maximum scenario would be a step-change in housing delivery, 88% higher than historic completions in 2002/03-2018/19. Given the projected under-delivery in the period 2020/21 to plan adoption (1st April 2025) the shortfall should be met in the first 5 years under the Sedgefield method under the PPG (unless the Liverpool method can be justified). Due to the fact that, under the Councils’ assumptions, this option can deliver a five-year housing land supply at plan adoption under the Sedgefield method, a stepped annual housing requirement is not necessary. If it transpires that delivery rates of 500dpa at existing committed strategic sites are not deliverable, then a stepped housing requirement would be necessary; although this would further increase an already challenging housing requirement later in the plan period.</p>
Market absorption including competition from similar sites	<p>Dispersal of new development to the villages would complement the significant amount of committed development planned at new settlements and would provide a wider choice of housing in the market for people in terms of size and location. Development in the villages is not likely to compete significantly with new settlements which would increase the market absorption rate. However, there remains a question mark at this stage of the study over the full extent of the demand for new housing in the villages, and whether or not this option would over-deliver in the villages (through new allocations) and new settlements (through commitments) and not provide enough housing in and around Cambridge. If there is an oversupply in the villages then the market will not be able to absorb the new housing in accordance with the trajectory.</p>
House building capacity	<p>This level of supply is significantly (88%) above historic trends, which may present issues for the local housebuilding industry in terms of gearing up to deliver that quantity of development in a short amount of time.</p>
Five year housing land supply	<p>A five-year housing land supply figure of 5.05 years is anticipated at plan adoption with a 10% buffer. This is marginal and should be kept under review. This calculation has been undertaken using the Councils’ assumptions for lead-in times and build-out rates. As discussed above the assumptions for strategic sites under the maximum scenario are considered unrealistic and undeliverable, therefore it is unlikely that a five-year housing land supply would actually be able to be demonstrated at plan adoption if evidence confirms that only lower rates are deliverable. The poor rate of delivery in 2020/21 could be removed from the plan period if the base date of the plan period is moved forward a year into 2021/22. The five-year housing land supply calculation is based on the Council’s trajectory data for 2021/22 and 2022/23 where strong delivery is predicted against the requirement and may be adversely affected by COVID-19. To enable a five-year housing land supply to be met additional short-term allocations could be made (such as sites in Cambridge urban area), or an argument advanced for a stepped annual housing requirement.</p>
Meeting the small sites requirement	<p>It is assumed that sites delivered in the villages would be smaller scale and therefore more likely to yield additional sites that meet the NPPF Paragraph 68 definition. This option is considered likely to enable the Councils to meet the NPPF small sites requirement.</p>
Housing Delivery Test	<p>As the supply comfortably exceeds the minimum standard method the Housing Delivery Test will be passed in all years of the plan period.</p>

Option 6a: Public transport corridors (Minimum)

Summary of option

This approach would focus homes and jobs along key public transport corridors and around transport hubs, extending out from Cambridge. This could be by expanding or intensifying existing settlements, or with more new settlements.

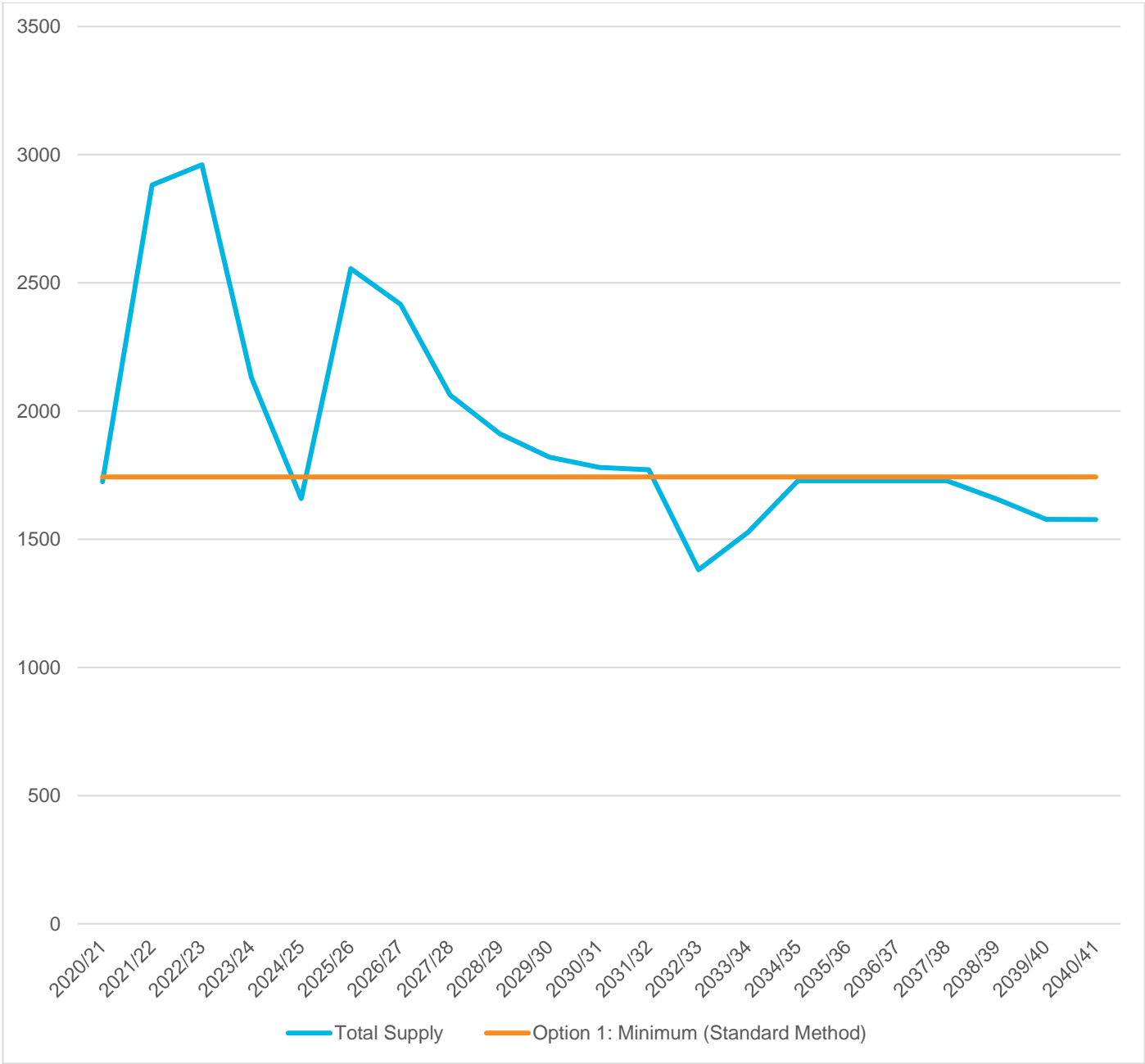
Minimum:

- North East Cambridge (delivery by 2041 assumption, using historic delivery rates)
- One smaller new settlement of 4,500 homes on a public transport corridor (delivery by 2041, using historic delivery rates constrained ensure that the strategic option homes total equals the balance to find. This does not affect the total homes all time figure).
- Minimal balance to find spread across eighteen villages sited along existing or proposed public transport corridors

Source	2020/ 21	2021/ 22	2022/ 23	2023/ 24	2024/ 25	2025/ 26	2026/ 27	2027/ 28	2028/ 29	2029/ 30	2030/ 31	2031/ 32	2032/ 33	2033/ 34	2034/ 35	2035/ 36	2036/ 37	2037/ 38	2038/ 39	2039/ 40	2040/ 41	Total to 2041
Commitments	1492	2307	2121	1300	942	1406	1215	862	710	619	579	520	130	27	27	27	27	27	27	27	27	14419
Northstowe	232	345	395	345	187	250	250	250	250	250	250	250	250	250	250	250	250	250	250	250	250	5504
Waterbeach New Town	0	150	250	250	250	250	250	250	250	250	250	250	250	250	250	250	250	250	250	250	250	4900
Bourn Airfield	0	0	35	75	120	150	150	150	150	150	150	150	150	150	150	150	150	150	150	150	150	2630
Cambourne West	0	80	160	160	160	150	150	150	150	150	150	150	150	150	150	150	150	150	80	0	0	2590
Windfall (City)	0	0	0	0	0	130	130	130	130	130	130	130	130	130	130	130	130	130	130	130	130	2080
Windfall (South Cambs)	0	0	0	0	0	220	220	220	220	220	220	220	220	220	220	220	220	220	220	220	220	3520
Wellcome Genome Campus	0	0	0	0	0	0	100	100	100	100	100	100	100	100	100	100	100	100	100	100	100	1500
Uncertain Cambridge Allocations	0	0	0	0	0	0	-49	-49	-49	-49	-49	-49	-49	-49	-49	-49	-49	-49	-49	-49	-50	-736
Cambridge Urban Area	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
North East Cambridge	0	0	0	0	0	0	0	0	0	0	0	0	0	150	250	250	250	250	250	250	250	1900
Cambridge Airport (safeguarded land)	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Green Belt Fringe	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
New settlements on public transport corridors	0	0	0	0	0	0	0	0	0	0	0	0	0	150	250	250	250	250	250	250	250	1900
New settlements on road network	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Villages total	0	0	0	0	0	0	0	0	0	0	0	50	50	0	0	0	0	0	0	0	0	100
Total (Completions and supply)	1724	2882	2961	2130	1659	2556	2416	2063	1911	1820	1780	1771	1381	1528	1728	1728	1728	1728	1658	1578	1578	40307
Option 1: Minimum (Standard Method)	1743	1743	1743	1743	1743	1743	1743	1743	1743	1743	1743	1743	1743	1743	1743	1743	1743	1743	1743	1743	1743	36603
Comparison against Option 1: Minimum (Standard Method)	-19	1139	1218	387	-84	813	673	320	168	77	37	28	-362	-215	-15	-15	-15	-15	-85	-165	-165	3704
Cumulative delivery	1724	4606	7567	9697	11356	13912	16328	18391	20302	22122	23902	25673	27054	28581	30309	32037	33765	35493	37151	38729	40307	-

Source	2020/ 21	2021/ 22	2022/ 23	2023/ 24	2024/ 25	2025/ 26	2026/ 27	2027/ 28	2028/ 29	2029/ 30	2030/ 31	2031/ 32	2032/ 33	2033/ 34	2034/ 35	2035/ 36	2036/ 37	2037/ 38	2038/ 39	2039/ 40	2040/ 41	Total to 2041
Cumulative requirement Option 1: Minimum (Standard Method)	1743	3486	5229	6972	8715	10458	12201	13944	15687	17430	19173	20916	22659	24402	26145	27888	29631	31374	33117	34860	36603	-
Rolling HDT	-	-	145%	152%	129%	121%	127%	135%	122%	111%	105%	103%	94%	89%	89%	95%	99%	99%	98%	95%	92%	-

Housing trajectory



Five-year housing land supply calculation at 1st April 2025 (assumed plan adoption)

Component	Step	Calculation	Number
(a)	Requirement from start of plan period (1st April 2020 - 31st March 2025)	1743dpa x 5	8715.0
(b)	Forecast completions from start of plan period to plan adoption (1st April 2025)		11356.0
(c)	Shortfall/Surplus*	(a) - (b)	-2641.0
(d)	5 year requirement + Shortfall/Surplus	(1743 x 5) + (c)	8715.0
(e)	Add 10% buffer	(d) x 1.10	9586.5
(f)	Annual target	(e) / 5 years	1917.3
(g)	Supply within first 5 years		10766.0
(h)	Land supply	(g) / (f)	5.62
(i)	Deficit / surplus	(g) - (e)	1180

* N.B. the PPG (Paragraph: 032 Reference ID: 68-032-20190722) states that "*Where areas deliver more completions than required, the additional supply can be used to offset any shortfalls against requirements from **previous** years*". The PPG does not state that over-delivery in the past can be used to offset **future** supply nor does it state that it cannot. It is noted the Secretary of State, in his decision letter in respect of a recovered appeal at Oakridge, Highnam, Tewkesbury (APP/G1630/W/3184272), agreed with overall conclusions and recommendation of an Inspector’s which was based in part on a conclusion by the Inspector that an over-supply from previous years should not be ‘banked’ so as to reduce the five-year housing target in future years. It is fair however to observe that the Secretary of State did not comment expressly on this conclusion by his Inspector in respect of past oversupply. Tewkesbury Borough Council, the LPA involved in that appeal, disagreed with this approach but its attempt to challenge the decision in the High Court did not proceed to a determination for technical reasons. A definitive view on how over-supply should be treated in a five-year housing land supply calculation has not provided by the Secretary of State through the PPG nor has it been determined by the Courts in interpreting current policy and guidance. Therefore, at this interim report stage, it is considered reasonable and pragmatic to adopt a worst case scenario and thereby to assume that any over-supply cannot be used to reduce future five-year housing land supply requirements.

Commentary:

Factor	Commentary
Ability to deliver new homes	Minimum housing requirement is largely met by existing commitments and the windfall allowance. Additional supply later in the plan period would act as a buffer to ensure delivery against the annual housing requirement. Some under-delivery against the annual housing requirement is anticipated later in the plan period in 2032/33-2033/34 and 2038/39-2040/41 which would result in the loss of a five-year housing land supply without additional allocations or changes to the phasing of the delivery of sites.
Stepped housing requirement	Not required as there is no step-change in delivery planned.
Market absorption including competition from similar sites	An urban extension and a new settlement towards the end of the plan period would deliver additional housing that is fairly similar to the existing commitments, which despite not resulting in the delivery of a wide range of the different types of housing in the different locations that the market wants, is not likely to result in a significant amount of competition between committed and proposed new settlements as the scale of the additional annual new settlement development is not significant. Additionally, the new settlement would be well-located to provide good accessibility to Cambridge, increasing demand. More variety in housing size, location and type would mitigate against the risk of reducing market absorption from new settlements.
House building capacity	Supply is in line with historic trends which should be easily accommodated by the housebuilding industry.
Five year housing land supply	A five-year housing land supply figure of 5.62 years is anticipated at plan adoption with a 10% buffer. The poor rate of delivery in 2020/21 could be removed from the plan period if the base date of the plan period is moved forward a year into 2021/22. The five-year housing land supply calculation is based on the Council's trajectory data for 2021/22 and 2022/23 where strong delivery is predicted against the requirement and may be adversely affected by COVID-19.
Meeting the small sites requirement	Only the new sites in villages would yield additional small sites. Given the additional need for small sites beyond those committed and expected to come forward through the windfall allowance, it is not anticipated that this option will enable the Councils to meet NPPF requirements.
Housing Delivery Test	Housing Delivery Test is met until 3032/33 onwards when an Action Plan would need to be prepared. Delivery is not anticipated to drop below 85%, avoiding triggering the use of a 20% buffer on the five-year housing land supply.

Option 6b: Public transport corridors (Medium)

Summary of option

This approach would focus homes and jobs along key public transport corridors and around transport hubs, extending out from Cambridge. This could be by expanding or intensifying existing settlements, or with more new settlements.

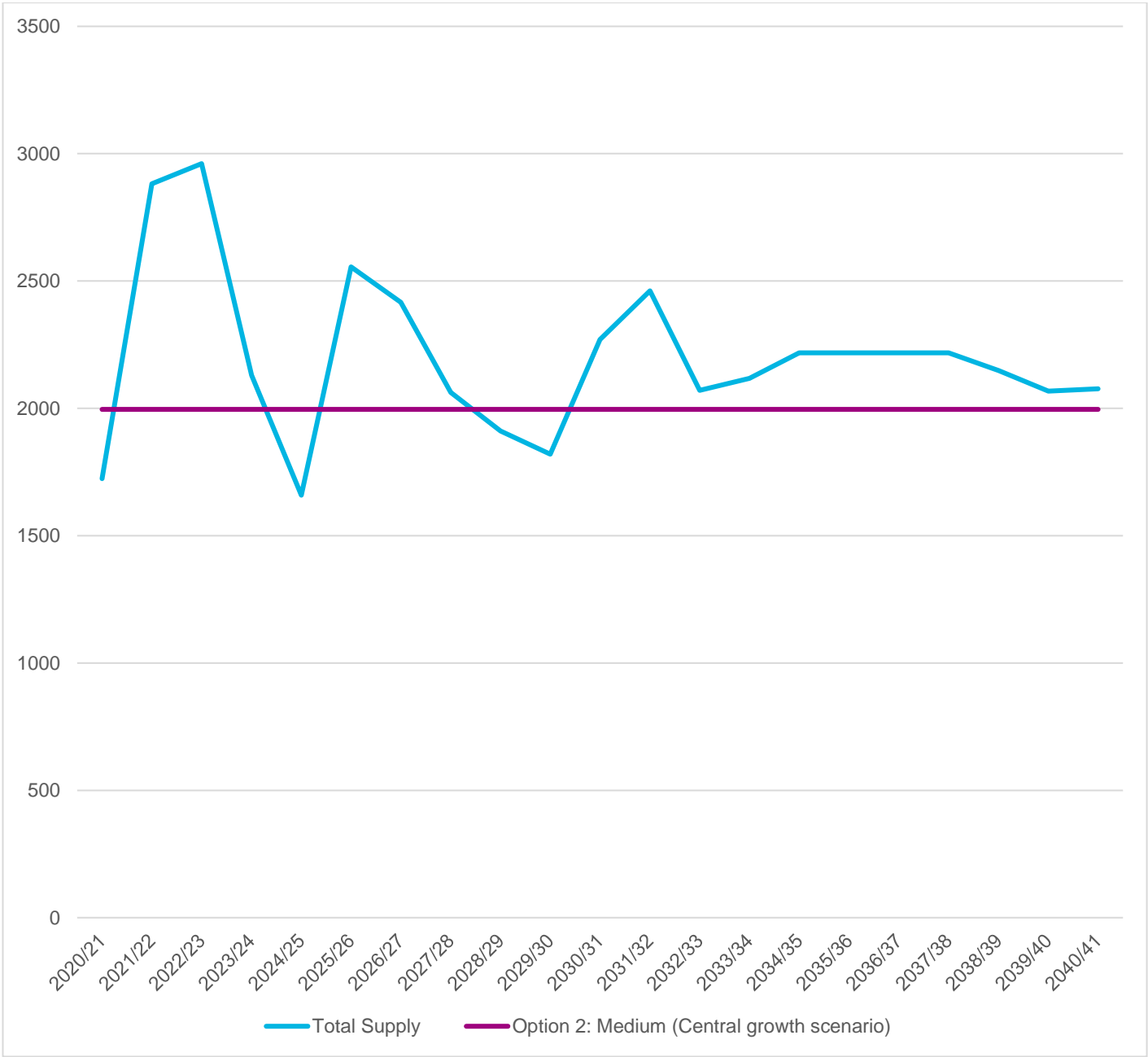
Medium:

- North East Cambridge (delivery by 2041 assumption, using historic delivery rates)
- One larger new settlement of 9,000 homes on a public transport corridor (delivery by 2041, using historic delivery rates)
- Balance to find spread across eighteen villages sited along existing or proposed public transport corridors

Source	2020/ 21	2021/ 22	2022/ 23	2023/ 24	2024/ 25	2025/ 26	2026/ 27	2027/ 28	2028/ 29	2029/ 30	2030/ 31	2031/ 32	2032/ 33	2033/ 34	2034/ 35	2035/ 36	2036/ 37	2037/ 38	2038/ 39	2039/ 40	2040/ 41	Total to 2041
Commitments	1492	2307	2121	1300	942	1406	1215	862	710	619	579	520	130	27	27	27	27	27	27	27	27	14419
Northstowe	232	345	395	345	187	250	250	250	250	250	250	250	250	250	250	250	250	250	250	250	250	5504
Waterbeach New Town	0	150	250	250	250	250	250	250	250	250	250	250	250	250	250	250	250	250	250	250	250	4900
Bourn Airfield	0	0	35	75	120	150	150	150	150	150	150	150	150	150	150	150	150	150	150	150	150	2630
Cambourne West	0	80	160	160	160	150	150	150	150	150	150	150	150	150	150	150	150	150	80	0	0	2590
Windfall (City)	0	0	0	0	0	130	130	130	130	130	130	130	130	130	130	130	130	130	130	130	130	2080
Windfall (South Cambs)	0	0	0	0	0	220	220	220	220	220	220	220	220	220	220	220	220	220	220	220	220	3520
Wellcome Genome Campus	0	0	0	0	0	0	100	100	100	100	100	100	100	100	100	100	100	100	100	100	100	1500
Uncertain Cambridge Allocations	0	0	0	0	0	0	-49	-49	-49	-49	-49	-49	-49	-49	-49	-49	-49	-49	-49	-49	-50	-736
Cambridge Urban Area	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
North East Cambridge	0	0	0	0	0	0	0	0	0	0	0	0	0	150	250	250	250	250	250	250	250	1900
Cambridge Airport (safeguarded land)	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Green Belt Fringe	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
New settlements on public transport corridors	0	0	0	0	0	0	0	0	0	0	0	250	250	250	250	250	250	250	250	250	250	2500
New settlements on road network	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Villages total	0	0	0	0	0	0	0	0	0	0	490	490	490	490	490	490	490	490	490	490	500	5400
Total (Completions and supply)	1724	2882	2961	2130	1659	2556	2416	2063	1911	1820	2270	2461	2071	2118	2218	2218	2218	2218	2148	2068	2068	46197
Option 2: Medium (Central growth scenario)	1996	1996	1996	1996	1996	1996	1996	1996	1996	1996	1996	1996	1996	1996	1996	1996	1996	1996	1996	1996	1996	41916
Comparison against Option 2: Medium (Central growth scenario)	-272	886	965	134	-337	560	420	67	-85	-176	274	465	75	122	222	222	222	222	152	72	72	4281
Cumulative delivery	1724	4606	7567	9697	11356	13912	16328	18391	20302	22122	24392	26853	28924	31041	33259	35477	37695	39913	42061	44129	46197	-

Source	2020/ 21	2021/ 22	2022/ 23	2023/ 24	2024/ 25	2025/ 26	2026/ 27	2027/ 28	2028/ 29	2029/ 30	2030/ 31	2031/ 32	2032/ 33	2033/ 34	2034/ 35	2035/ 36	2036/ 37	2037/ 38	2038/ 39	2039/ 40	2040/ 41	Total to 2041
Cumulative requirement Option 2: Medium (Central growth scenario)	1996	3992	5988	7984	9980	11976	13972	15968	17964	19960	21956	23952	25948	27944	29940	31936	33932	35928	37924	39920	41916	-
Rolling HDT	-	-	145%	152%	129%	121%	127%	135%	122%	111%	115%	125%	130%	127%	123%	125%	127%	127%	126%	123%	120%	-

Housing trajectory



Five-year housing land supply calculation at 1st April 2025 (assumed plan adoption)

Component	Step	Calculation	Number
(a)	Requirement from start of plan period (1st April 2020 - 31st March 2025)	1996dpa x 5	9980.0
(b)	Forecast completions from start of plan period to plan adoption (1st April 2025)		11356.0
(c)	Shortfall/Surplus*	(a) - (b)	-1376.0
(d)	5 year requirement + Shortfall/Surplus	(1996 x 5) + (c)	9980.0
(e)	Add 10% buffer	(d) x 1.10	10978.0
(f)	Annual target	(e) / 5 years	2195.6
(g)	Supply within first 5 years		10766.0
(h)	Land supply	(g) / (f)	4.90
(i)	Deficit / surplus	(g) - (e)	-212

* N.B. the PPG (Paragraph: 032 Reference ID: 68-032-20190722) states that "*Where areas deliver more completions than required, the additional supply can be used to offset any shortfalls against requirements from **previous** years*". The PPG does not state that over-delivery in the past can be used to offset **future** supply nor does it state that it cannot. It is noted the Secretary of State, in his decision letter in respect of a recovered appeal at Oakridge, Highnam, Tewkesbury (APP/G1630/W/3184272), agreed with overall conclusions and recommendation of an Inspector’s which was based in part on a conclusion by the Inspector that an over-supply from previous years should not be ‘banked’ so as to reduce the five-year housing target in future years. It is fair however to observe that the Secretary of State did not comment expressly on this conclusion by his Inspector in respect of past oversupply. Tewkesbury Borough Council, the LPA involved in that appeal, disagreed with this approach but its attempt to challenge the decision in the High Court did not proceed to a determination for technical reasons. A definitive view on how over-supply should be treated in a five-year housing land supply calculation has not provided by the Secretary of State through the PPG nor has it been determined by the Courts in interpreting current policy and guidance. Therefore, at this interim report stage, it is considered reasonable and pragmatic to adopt a worst case scenario and thereby to assume that any over-supply cannot be used to reduce future five-year housing land supply requirements.

Commentary:

Factor	Commentary
Ability to deliver new homes	Additional supply in the mid-latter part of the plan period will enable delivery against the overall medium housing requirement. North East Cambridge, Cambridge Airport and new settlement sites are anticipated to deliver in the longer-term which leaves a marginal shortfall against the annual housing requirement in the middle of the plan period in 2028/29 – 2029/30. Alternative small-scale site allocations with short lead-in times may be able to address this, for example in Cambridge Urban Area. Additionally, the allocations in the villages may be delivered over a longer time period than that assumed in the trajectory, with more delivering in the first 5 years, which could smooth out the trajectory.
Stepped housing requirement	Not required as there is no step-change in delivery planned.
Market absorption including competition from similar sites	An urban extension and a new settlement towards the end of the plan period would deliver additional housing that is fairly similar to the existing commitments, which despite not resulting in the delivery of a wide range of the different types of housing in the different locations that the market wants, is not likely to result in a significant amount of competition between committed and proposed new settlements as the scale of the additional annual new settlement development is not significant. Providing the balance of the requirement in the villages will provide a wider choice of housing in the market for people in terms of size and location. Development in the villages is not likely to compete significantly with new settlements which would increase the market absorption rate.
House building capacity	This level of supply is consistently above historic trends, but not significantly so, which should be able to be accommodated by the housebuilding industry.
Five year housing land supply	A five-year housing land supply figure of 4.90 years is anticipated at plan adoption with a 10% buffer. This is marginal and should be kept under review. The poor rate of delivery in 2020/21 could be removed from the plan period if the base date of the plan period is moved forward a year into 2021/22. The five-year housing land supply calculation is based on the Council’s trajectory data for 2021/22 and 2022/23 where strong delivery is predicted against the requirement and may be adversely affected by COVID-19. To enable a five-year housing land supply to be met alternative short-term allocations could be made (such as small sites in Cambridge Urban Area), or potentially an argument could be advanced for a stepped annual housing requirement, but it is not considered that a convincing case could be made in light of the PPG requirement for the increase to be “significant” and to “not seek to unnecessarily delay meeting identified development needs”.
Meeting the small sites requirement	The 5,390 dwellings at villages could yield a number of small sites to help meet the NPPF Paragraph 68 small sites requirement. Given the additional need for small sites beyond those committed and expected to come forward through the windfall allowance, the 5,390 dwellings in the villages will need to be used to make small site allocations to enable the Councils to meet NPPF requirements.
Housing Delivery Test	As the supply comfortably exceeds the minimum standard method the Housing Delivery Test will be passed in all years of the plan period.

Option 6c: Public transport corridors (Maximum)

Summary of option

This approach would focus homes and jobs along key public transport corridors and around transport hubs, extending out from Cambridge. This could be by expanding or intensifying existing settlements, or with more new settlements.

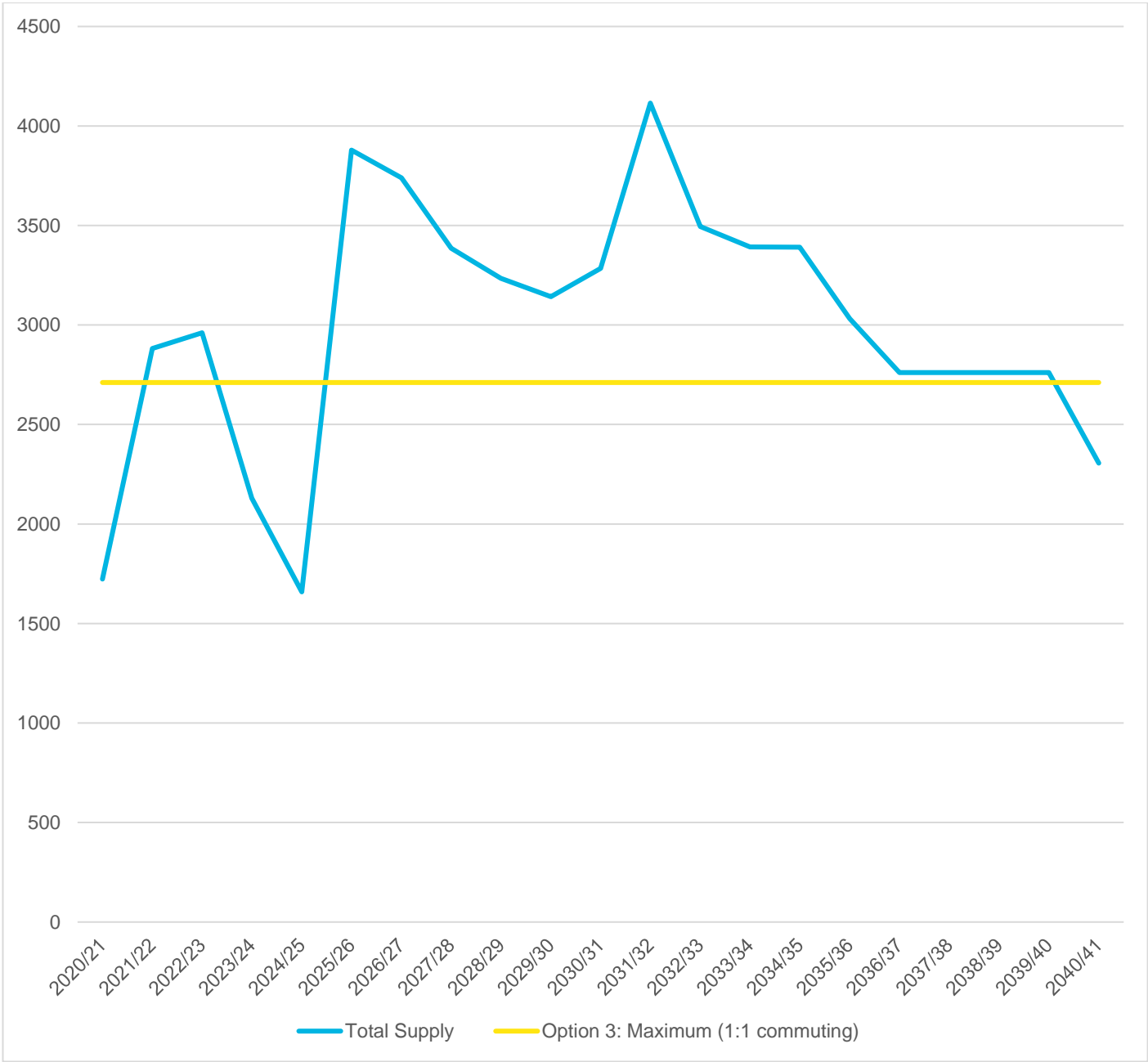
Maximum:

- All existing committed strategic sites assume double historic delivery rates from 2025/26 onwards (Northstowe 500dpa; Waterbeach 500dpa; Bourn Airfield 300dpa and Cambourne 300dpa).
- North East Cambridge (delivery by 2041 assumption, using delivery rates as included in the housing trajectory in the draft North East Cambridge Area Action Plan (July 2020))
- One larger new settlement of 9,000 homes on a public transport corridor (delivery by 2041, using higher delivery rates)
- Balance to find spread across eighteen villages sited along existing or proposed public transport corridors

Source	2020/ 21	2021/ 22	2022/ 23	2023/ 24	2024/ 25	2025/ 26	2026/ 27	2027/ 28	2028/ 29	2029/ 30	2030/ 31	2031/ 32	2032/ 33	2033/ 34	2034/ 35	2035/ 36	2036/ 37	2037/ 38	2038/ 39	2039/ 40	2040/ 41	Total to 2041
Commitments	1492	2307	2121	1300	942	1406	1215	862	710	619	579	520	130	27	27	27	27	27	27	27	27	14419
Northstowe	232	345	395	345	187	500	500	500	500	500	500	500	500	500	500	500	500	500	500	500	319	9323
Waterbeach New Town	0	150	250	250	250	500	500	500	500	500	500	500	500	500	500	500	500	500	500	500	500	8900
Bourn Airfield	0	0	35	75	120	300	300	300	300	300	300	300	300	300	300	270	0	0	0	0	0	3500
Cambourne West	0	80	160	160	160	300	300	300	300	300	300	230	0	0	0	0	0	0	0	0	0	2590
Windfall (City)	0	0	0	0	0	130	130	130	130	130	130	130	130	130	130	130	130	130	130	130	130	2080
Windfall (South Cambs)	0	0	0	0	0	220	220	220	220	220	220	220	220	220	220	220	220	220	220	220	220	3520
Wellcome Genome Campus	0	0	0	0	0	0	100	100	100	100	100	100	100	100	100	100	100	100	100	100	100	1500
Uncertain Cambridge Allocations	0	0	0	0	0	0	-49	-49	-49	-49	-49	-49	-49	-49	-49	-49	-49	-49	-49	-49	-50	-736
Cambridge Urban Area	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
North East Cambridge	0	0	0	0	0	523	523	523	523	523	704	704	704	704	703	374	373	373	373	373	0	8,000
Cambridge Airport (safeguarded land)	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Green Belt Fringe	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
New settlements on public transport corridors	0	0	0	0	0	0	0	0	0	0	0	500	500	500	500	500	500	500	500	500	600	5100
New settlements on road network	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Villages total	0	0	0	0	0	0	0	0	0	0	0	460	460	460	460	460	460	460	460	460	460	4600
Total (Completions and supply)	1724	2882	2961	2130	1659	3879	3739	3386	3234	3143	3284	4115	3495	3392	3391	3032	2761	2761	2761	2761	2277	62766
Option 3: Maximum (1:1 commuting)	2711	2711	2711	2711	2711	2711	2711	2711	2711	2711	2711	2711	2711	2711	2711	2711	2711	2711	2711	2711	2711	56931
Comparison against Option 3: Maximum (1:1 commuting)	-987	171	250	-581	-1052	1168	1028	675	523	432	573	1404	784	681	680	321	50	50	50	50	-434	5835
Cumulative delivery	1724	4606	7567	9697	11356	15235	18974	22360	25594	28737	32021	36136	39631	43022	46413	49445	52206	54967	57728	60489	62766	-

Source	2020/ 21	2021/ 22	2022/ 23	2023/ 24	2024/ 25	2025/ 26	2026/ 27	2027/ 28	2028/ 29	2029/ 30	2030/ 31	2031/ 32	2032/ 33	2033/ 34	2034/ 35	2035/ 36	2036/ 37	2037/ 38	2038/ 39	2039/ 40	2040/ 41	Total to 2041
Cumulative requirement Option 3: Maximum (1:1 commuting)	2711	5422	8133	10844	13555	16266	18977	21688	24399	27110	29821	32532	35243	37954	40665	43376	46087	48798	51509	54220	56931	-
Rolling HDT	-	-	145%	152%	129%	147%	177%	210%	198%	187%	185%	202%	208%	210%	197%	188%	176%	164%	158%	158%	149%	-

Housing trajectory



Five-year housing land supply calculation at 1st April 2025 (assumed plan adoption)

Component	Step	Calculation	Number
(a)	Requirement from start of plan period (1st April 2020 - 31st March 2025)	2711dpa x 5	13555.0
(b)	Forecast completions from start of plan period to plan adoption (1st April 2025)		11356.0
(c)	Shortfall/Surplus*	(a) - (b)	2199.0
(d)	5 year requirement + Shortfall/Surplus	(2711 x 5) + (c)	15754.0
(e)	Add 10% buffer	(d) x 1.10	17329.4
(f)	Annual target	(e) / 5 years	3465.9
(g)	Supply within first 5 years		17381.0
(h)	Land supply	(g) / (f)	5.01
(i)	Deficit / surplus	(g) - (e)	52

* N.B. the PPG (Paragraph: 032 Reference ID: 68-032-20190722) states that "*Where areas deliver more completions than required, the additional supply can be used to offset any shortfalls against requirements from **previous** years*". The PPG does not state that over-delivery in the past can be used to offset **future** supply nor does it state that it cannot. It is noted the Secretary of State, in his decision letter in respect of a recovered appeal at Oakridge, Highnam, Tewkesbury (APP/G1630/W/3184272), agreed with overall conclusions and recommendation of an Inspector’s which was based in part on a conclusion by the Inspector that an over-supply from previous years should not be ‘banked’ so as to reduce the five-year housing target in future years. It is fair however to observe that the Secretary of State did not comment expressly on this conclusion by his Inspector in respect of past oversupply. Tewkesbury Borough Council, the LPA involved in that appeal, disagreed with this approach but its attempt to challenge the decision in the High Court did not proceed to a determination for technical reasons. A definitive view on how over-supply should be treated in a five-year housing land supply calculation has not provided by the Secretary of State through the PPG nor has it been determined by the Courts in interpreting current policy and guidance. Therefore, at this interim report stage, it is considered reasonable and pragmatic to adopt a worst case scenario and thereby to assume that any over-supply cannot be used to reduce future five-year housing land supply requirements.

Commentary:

Factor	Commentary
Ability to deliver new homes	<p>Additional supply in the mid-latter part of the plan period will enable delivery against the overall maximum housing requirement. North East Cambridge and new settlement sites are anticipated to deliver in the longer-term, whilst the village allocations would be expected to deliver in the middle part of the plan period. The plan period starts with a shortfall against the significantly increased annual housing requirement figure, which results in the need for the shortfall to be met within the first five years under the Sedgefield method, increasing the five-year housing land supply requirement.</p> <p>It is noted that this option includes the draft North East Cambridge AAP housing trajectory for the site, and if delivery is delayed against this trajectory then the five-year housing land supply position will be worsened.</p> <p>The trajectory shows a peak in the middle of the plan period, in the first 5 years after plan adoption. This in turn is based on an assumption by the Councils that delivery rates can be doubled on existing strategic sites that are already consented or allocated and working their way through the development management process. A build-out rate of 500dpa is assumed on existing sites from 2025/26 (plan adoption) onwards. This is considered unrealistic for sites that are already allocated and working their way through the system.</p> <p>Average build out rates in excess of 300 dwellings per annum (dpa) will only be possible with significant interventions and/or alternative delivery models. Secondary sources and emerging primary research suggests that a traditional approach would be unlikely to exceed 300 dpa.</p>
Stepped housing requirement	<p>The maximum scenario would be a step-change in housing delivery, 88% higher than historic completions in 2002/03-2018/19. Given the projected under-delivery in the period 2020/21 to plan adoption (1st April 2025) the shortfall should be met in the first 5 years under the Sedgefield method under the PPG (unless the Liverpool method can be justified). Due to the fact that, under the Councils' assumptions, this option can deliver a five-year housing land supply at plan adoption under the Sedgefield method, a stepped annual housing requirement is not necessary. If it transpires that delivery rates of 500dpa at existing committed strategic sites are not deliverable, then a stepped annual housing requirement would be necessary; although this would further increase an already challenging housing annual housing requirement later in the plan period.</p>
Market absorption including competition from similar sites	<p>An urban extension and a new settlement towards the end of the plan period would deliver additional housing that is fairly similar to the existing commitments, which despite not resulting in the delivery of a wide range of the different types of housing in the different locations that the market wants, is not likely to result in a significant amount of competition between committed and proposed new settlements as the scale of the additional annual new settlement development is not significant.</p> <p>Providing the balance of the requirement in the villages will provide a wider choice of housing in the market for people in terms of size and location. Development in the villages is not likely to compete significantly with new settlements which would increase the market absorption rate. However, it is considered unlikely that there is sufficient demand in the market to sustain delivery rates double the historic average for four new settlement sites all being built concurrently.</p>
House building capacity	<p>This level of supply is significantly (88%) above historic trends, which may present issues for the local housebuilding industry in terms of gearing up to deliver that quantity of development in a short amount of time.</p>
Five year housing land supply	<p>A five-year housing land supply figure of 5.01 years is anticipated at plan adoption with a 10% buffer. This is marginal and should be kept under review. This calculation has been undertaken using the Councils' assumptions for lead-in times and build-out rates. As discussed above the assumptions for strategic allocations under the maximum scenario are considered unrealistic and undeliverable, therefore it is unlikely that a five-year housing land supply would actually be able to be demonstrated at plan adoption if evidence confirms that only lower rates are deliverable. The poor rate of delivery in 2020/21 could be removed from the plan period if the base date of the plan period is moved forward a year into 2021/22. The five-year housing land supply calculation is based on the Council's trajectory data for 2021/22 and 2022/23 where strong delivery is predicted against the requirement and may be adversely affected by COVID-19. To enable a five-year housing land supply to be met alternative short-term allocations could be made (such as small sites in villages or urban Cambridge), or an argument advanced for a stepped annual housing requirement.</p>
Meeting the small sites requirement	<p>The 4,600 dwellings at villages could yield a number of small sites to help meet the NPPF Paragraph 68 small sites requirement. Given the additional need for small sites beyond those committed and expected to come forward through the windfall allowance, the 4,600 dwellings in the villages will need to be used to make small site allocations to enable the Councils to meet NPPF requirements.</p>
Housing Delivery Test	<p>As the supply comfortably exceeds the minimum standard method the Housing Delivery Test will be passed in all years of the plan period.</p>

Option 7a: Supporting a high-tech corridor by integrating homes and jobs (Minimum)

Summary of option

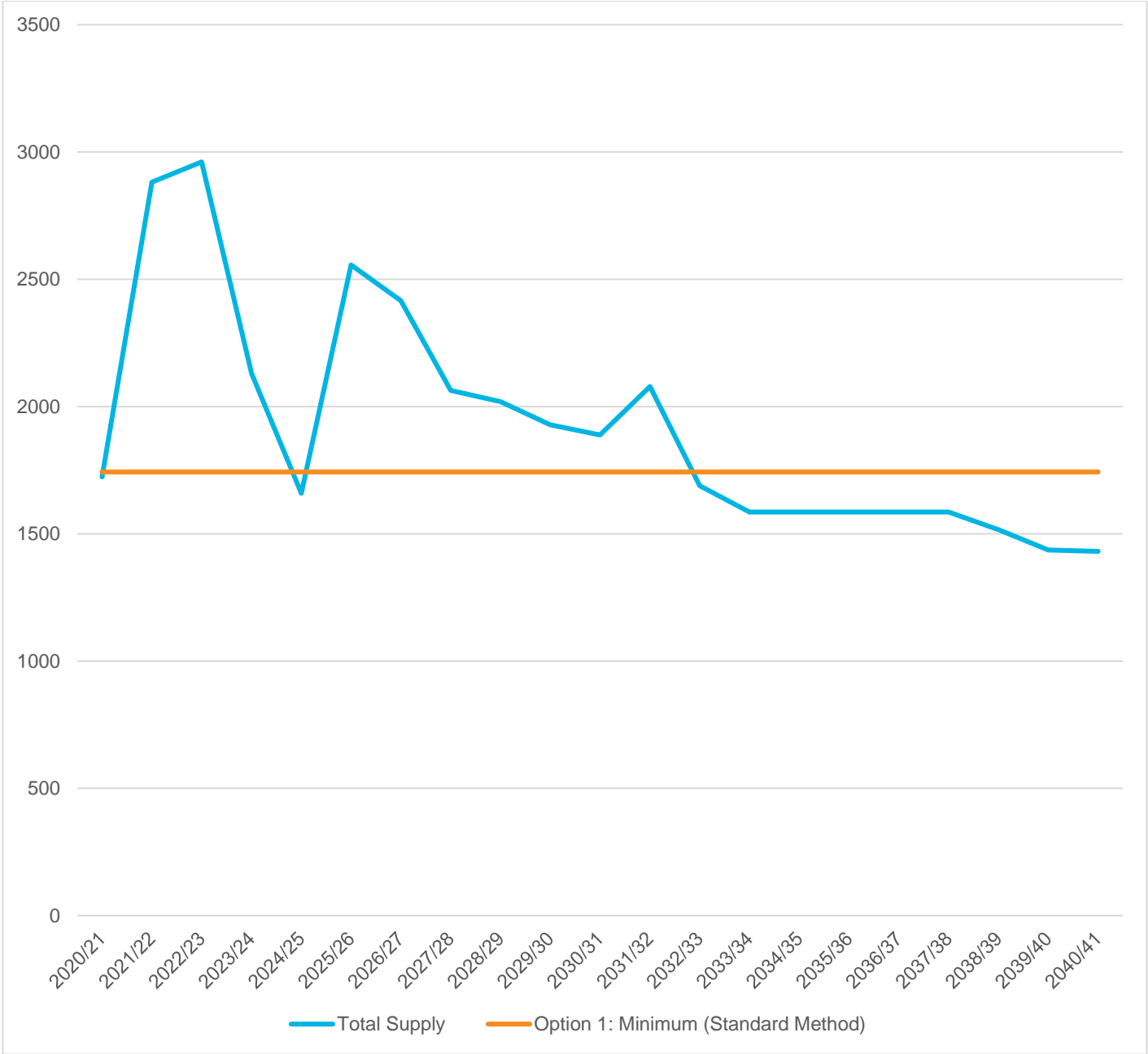
This approach would focus new homes close to existing and committed jobs within the life sciences cluster area around the south of Cambridge, including homes at existing villages and at new settlements.

Minimum:

- One smaller new settlement of 4,500 homes on a public transport corridor within the southern cluster area (delivery by 2041, using historic delivery rates)
- Balance to find distributed equally between the five villages located within the core southern cluster area that are also on a public transport corridor.

Source	2020/ 21	2021/ 22	2022/ 23	2023/ 24	2024/ 25	2025/ 26	2026/ 27	2027/ 28	2028/ 29	2029/ 30	2030/ 31	2031/ 32	2032/ 33	2033/ 34	2034/ 35	2035/ 36	2036/ 37	2037/ 38	2038/ 39	2039/ 40	2040/ 41	Total to 2041
Commitments	1492	2307	2121	1300	942	1406	1215	862	710	619	579	520	130	27	27	27	27	27	27	27	27	14419
Northstowe	232	345	395	345	187	250	250	250	250	250	250	250	250	250	250	250	250	250	250	250	250	5504
Waterbeach New Town	0	150	250	250	250	250	250	250	250	250	250	250	250	250	250	250	250	250	250	250	250	4900
Bourn Airfield	0	0	35	75	120	150	150	150	150	150	150	150	150	150	150	150	150	150	150	150	150	2630
Cambourne West	0	80	160	160	160	150	150	150	150	150	150	150	150	150	150	150	150	150	80	0	0	2590
Windfall (City)	0	0	0	0	0	130	130	130	130	130	130	130	130	130	130	130	130	130	130	130	130	2080
Windfall (South Cambs)	0	0	0	0	0	220	220	220	220	220	220	220	220	220	220	220	220	220	220	220	220	3520
Wellcome Genome Campus	0	0	0	0	0	0	100	100	100	100	100	100	100	100	100	100	100	100	100	100	100	1500
Uncertain Cambridge Allocations	0	0	0	0	0	0	-49	-49	-49	-49	-49	-49	-49	-49	-49	-49	-49	-49	-49	-49	-50	-736
Cambridge Urban Area	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
North East Cambridge	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Cambridge Airport (safeguarded land)	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Green Belt Fringe	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
New settlements on public transport corridors	0	0	0	0	0	0	0	0	0	0	0	250	250	250	250	250	250	250	250	250	250	2500
New settlements on road network	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Villages total	0	0	0	0	0	0	0	0	108	108	108	108	108	108	108	108	108	108	108	108	104	1400
Total (Completions and supply)	1724	2882	2961	2130	1659	2556	2416	2063	2019	1928	1888	2079	1689	1586	1586	1586	1586	1586	1516	1436	1436	40311
Option 1: Minimum (Standard Method)	1743	1743	1743	1743	1743	1743	1743	1743	1743	1743	1743	1743	1743	1743	1743	1743	1743	1743	1743	1743	1743	36603
Comparison against Option 1: Minimum (Standard Method)	-19	1139	1218	387	-84	813	673	320	276	185	145	336	-54	-157	-157	-157	-157	-157	-227	-307	-307	3708
Cumulative delivery	1724	4606	7567	9697	11356	13912	16328	18391	20410	22338	24226	26305	27994	29579	31165	32751	34337	35923	37439	38875	40311	-
Cumulative requirement Option 1: Minimum (Standard Method)	1743	3486	5229	6972	8715	10458	12201	13944	15687	17430	19173	20916	22659	24402	26145	27888	29631	31374	33117	34860	36603	-
Rolling HDT	-	-	145%	152%	129%	121%	127%	135%	124%	115%	112%	113%	108%	102%	93%	91%	91%	91%	90%	87%	84%	-

Housing trajectory



Five-year housing land supply calculation at 1st April 2025 (assumed plan adoption)

Component	Step	Calculation	Number
(a)	Requirement from start of plan period (1st April 2020 - 31st March 2025)	1743dpa x 5	8715.0
(b)	Forecast completions from start of plan period to plan adoption (1st April 2025)		11356.0
(c)	Shortfall/Surplus*	(a) - (b)	-2641.0
(d)	5 year requirement + Shortfall/Surplus	(1743 x 5) + (c)	8715.0
(e)	Add 10% buffer	(d) x 1.10	9586.5
(f)	Annual target	(e) / 5 years	1917.3
(g)	Supply within first 5 years		10982.0
(h)	Land supply	(g) / (f)	5.73
(i)	Deficit / surplus	(g) - (e)	1396

* N.B. the PPG (Paragraph: 032 Reference ID: 68-032-20190722) states that "*Where areas deliver more completions than required, the additional supply can be used to offset any shortfalls against requirements from **previous** years*". The PPG does not state that over-delivery in the past can be used to offset **future** supply nor does it state that it cannot. It is noted the Secretary of State, in his decision letter in respect of a recovered appeal at Oakridge, Highnam, Tewkesbury (APP/G1630/W/3184272), agreed with overall conclusions and recommendation of an Inspector’s which was based in part on a conclusion by the Inspector that an over-supply from previous years should not be ‘banked’ so as to reduce the five-year housing target in future years. It is fair however to observe that the Secretary of State did not comment expressly on this conclusion by his Inspector in respect of past oversupply. Tewkesbury Borough Council, the LPA involved in that appeal, disagreed with this approach but its attempt to challenge the decision in the High Court did not proceed to a determination for technical reasons. A definitive view on how over-supply should be treated in a five-year housing land supply calculation has not provided by the Secretary of State through the PPG nor has it been determined by the Courts in interpreting current policy and guidance. Therefore, at this interim report stage, it is considered reasonable and pragmatic to adopt a worst case scenario and thereby to assume that any over-supply cannot be used to reduce future five-year housing land supply requirements.

Commentary:

Factor	Commentary
Ability to deliver new homes	Minimum housing requirement is largely met by existing commitments and the windfall allowance. Additional supply from a new settlement later in the plan period would act as a buffer to ensure delivery against the annual housing requirement. Under-delivery against the annual housing requirement is anticipated later in the plan period from 2032/33 onwards which would result in the loss of a five-year housing land supply without additional allocations (if it is not possible to bank over-delivery in the early part of the plan period). Sites in the villages are likely to have shorter lead-in times post Local Plan adoption and therefore are likely to result in additional supply in the middle of the plan period. Because of this medium-term delivery, on top of existing commitments, this option is not expected to be able to meet the annual housing requirement after 2032/33 and would result in the loss of a five-year housing land supply after this point. If decisions over allocations were deferred to Neighbourhood Plans this would extend the lead-in times and deliver sites later in the plan period, but this relies on local communities bringing forward Neighbourhood Plans with sufficient housing allocations at the appropriate time (unless a suitable safeguard mechanism is put in place to allow Councils to make the allocations in a DPD should Neighbourhood Plans not do so). However, additional allocations would be required to meet the annual housing requirement post 2032/33 if over-delivery earlier in the plan period cannot be “banked”.
Stepped housing requirement	Not required as there is no step-change in delivery planned.
Market absorption including competition from similar sites	A new settlement towards the end of the plan period would deliver additional housing that is fairly similar to the existing commitments. It is important to note that the new settlement would be well-located to provide good accessibility to employment opportunities to the south of Cambridge, increasing demand and reducing competition with existing committed sites to the north and west of Cambridge. Dispersal of new development to the villages would complement the significant amount of committed development planned at new settlements and would provide a wider choice of housing in the market for people in terms of size and location. Development in the villages is not likely to compete significantly with new settlements which would maximise the market absorption rate.
House building capacity	Supply is in line with historic trends which should be easily accommodated by the housebuilding industry.
Five year housing land supply	A five-year housing land supply figure of 5.73 years is anticipated at plan adoption with a 10% buffer. The poor rate of delivery in 2020/21 could be removed from the plan period if the base date of the plan period is moved forward a year into 2021/22. The five-year housing land supply calculation is based on the Council's trajectory data for 2021/22 and 2022/23 where strong delivery is predicted against the requirement and may be adversely affected by COVID-19.
Meeting the small sites requirement	It is assumed that sites delivered in the villages would be smaller scale and therefore more likely to yield additional sites that meet the NPPF Paragraph 68 definition. This option is considered likely to enable the Councils to meet the NPPF small sites requirement.
Housing Delivery Test	Housing Delivery Test is met until 3032/33 onwards when an Action Plan would need to be prepared. Delivery is not anticipated to drop below 85% until the final year of the plan period, avoiding triggering the use of a 20% buffer on the five-year housing land supply until 2040/41.

Option 7b: Supporting a high-tech corridor by integrating homes and jobs (Medium)

Summary of option

This approach would focus new homes close to existing and committed jobs within the life sciences cluster area around the south of Cambridge, including homes at existing villages and at new settlements.

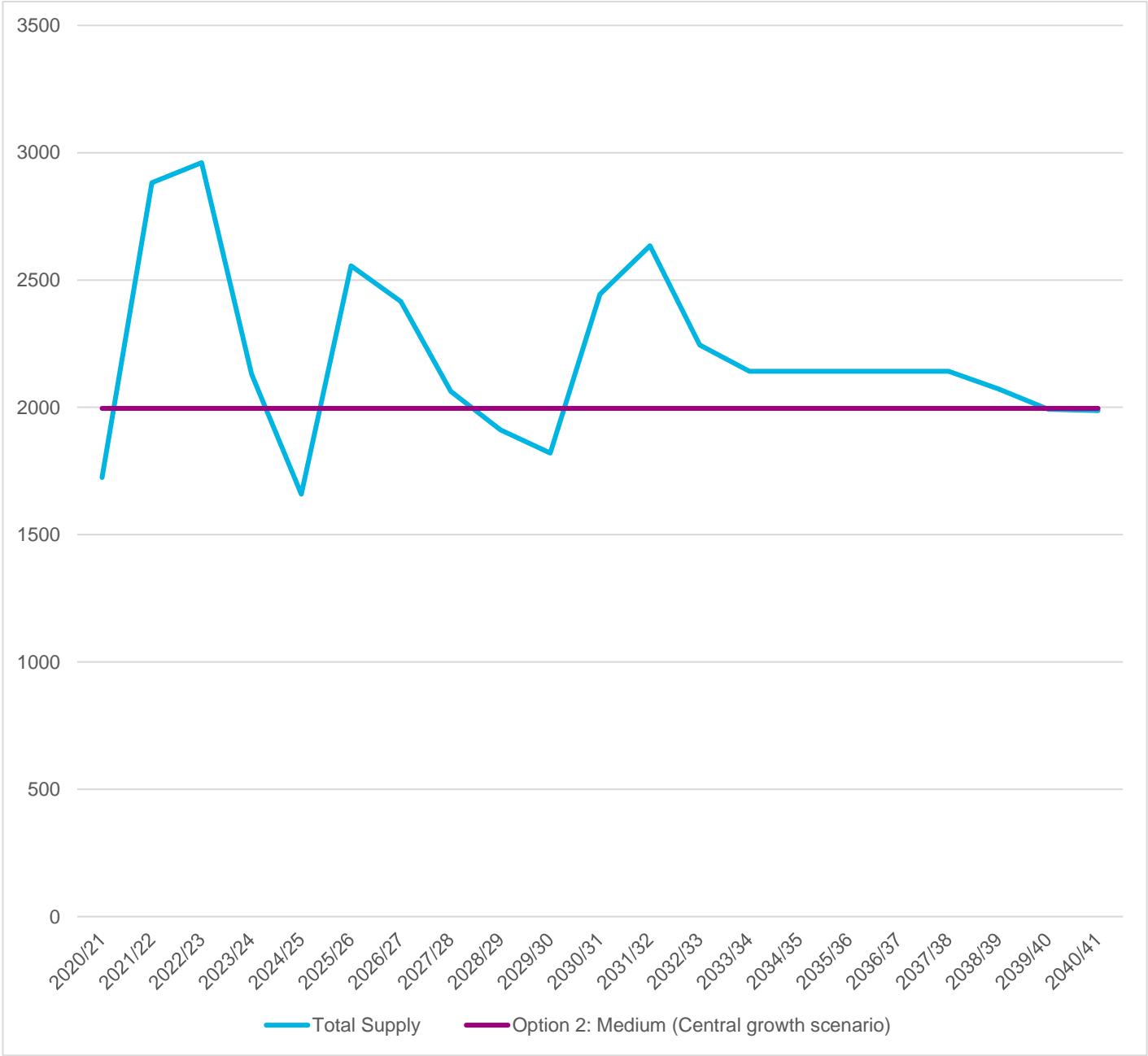
Medium:

- One smaller new settlement of 4,500 homes on a public transport corridor within the southern cluster area (delivery by 2041, using historic delivery rates)
- Balance to find spread across five villages sited along existing or proposed public transport corridors within the core southern cluster area (70%), and further villages within Southern Cluster core area not on PT corridors (including Group villages (20%) and Infill villages (10%).

Source	2020/ 21	2021/ 22	2022/ 23	2023/ 24	2024/ 25	2025/ 26	2026/ 27	2027/ 28	2028/ 29	2029/ 30	2030/ 31	2031/ 32	2032/ 33	2033/ 34	2034/ 35	2035/ 36	2036/ 37	2037/ 38	2038/ 39	2039/ 40	2040/ 41	Total to 2041
Commitments	1492	2307	2121	1300	942	1406	1215	862	710	619	579	520	130	27	27	27	27	27	27	27	27	14419
Northstowe	232	345	395	345	187	250	250	250	250	250	250	250	250	250	250	250	250	250	250	250	250	5504
Waterbeach New Town	0	150	250	250	250	250	250	250	250	250	250	250	250	250	250	250	250	250	250	250	250	4900
Bourn Airfield	0	0	35	75	120	150	150	150	150	150	150	150	150	150	150	150	150	150	150	150	150	2630
Cambourne West	0	80	160	160	160	150	150	150	150	150	150	150	150	150	150	150	150	150	80	0	0	2590
Windfall (City)	0	0	0	0	0	130	130	130	130	130	130	130	130	130	130	130	130	130	130	130	130	2080
Windfall (South Cambs)	0	0	0	0	0	220	220	220	220	220	220	220	220	220	220	220	220	220	220	220	220	3520
Wellcome Genome Campus	0	0	0	0	0	0	100	100	100	100	100	100	100	100	100	100	100	100	100	100	100	1500
Uncertain Cambridge Allocations	0	0	0	0	0	0	-49	-49	-49	-49	-49	-49	-49	-49	-49	-49	-49	-49	-49	-49	-50	-736
Cambridge Urban Area	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
North East Cambridge	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Cambridge Airport (safeguarded land)	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Green Belt Fringe	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
New settlements on public transport corridors	0	0	0	0	0	0	0	0	0	0	0	250	250	250	250	250	250	250	250	250	250	2500
New settlements on road network	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Villages total	0	0	0	0	0	0	0	0	0	0	664	664	664	664	664	664	664	664	664	664	660	7300
Total (Completions and supply)	1724	2882	2961	2130	1659	2556	2416	2063	1911	1820	2444	2635	2245	2142	2142	2142	2142	2142	2072	1992	1992	46211
Option 2: Medium (Central growth scenario)	1996	1996	1996	1996	1996	1996	1996	1996	1996	1996	1996	1996	1996	1996	1996	1996	1996	1996	1996	1996	1996	41916
Comparison against Option 2: Medium (Central growth scenario)	-272	886	965	134	-337	560	420	67	-85	-176	448	639	249	146	146	146	146	146	76	-4	-4	4295
Cumulative delivery	1724	4606	7567	9697	11356	13912	16328	18391	20302	22122	24566	27201	29446	31587	33729	35871	38013	40155	42227	44219	46211	-
Cumulative requirement Option 2:	1996	3992	5988	7984	9980	11976	13972	15968	17964	19960	21956	23952	25948	27944	29940	31936	33932	35928	37924	39920	41916	-

Source	2020/ 21	2021/ 22	2022/ 23	2023/ 24	2024/ 25	2025/ 26	2026/ 27	2027/ 28	2028/ 29	2029/ 30	2030/ 31	2031/ 32	2032/ 33	2033/ 34	2034/ 35	2035/ 36	2036/ 37	2037/ 38	2038/ 39	2039/ 40	2040/ 41	Total to 2041
Medium (Central growth scenario)																						
Rolling HDT	-	-	145%	152%	129%	121%	127%	135%	122%	111%	118%	132%	140%	134%	125%	123%	123%	123%	122%	119%	116%	-

Housing trajectory



Five-year housing land supply calculation at 1st April 2025 (assumed plan adoption)

Component	Step	Calculation	Number
(a)	Requirement from start of plan period (1st April 2020 - 31st March 2025)	1996dpa x 5	9980.0
(b)	Forecast completions from start of plan period to plan adoption (1st April 2025)		11356.0
(c)	Shortfall/Surplus*	(a) - (b)	-1376.0
(d)	5 year requirement + Shortfall/Surplus	(1996 x 5) + (c)	9980.0
(e)	Add 10% buffer	(d) x 1.10	10978.0
(f)	Annual target	(e) / 5 years	2195.6
(g)	Supply within first 5 years		10766.0
(h)	Land supply	(g) / (f)	4.90
(i)	Deficit / surplus	(g) - (e)	-212

* N.B. the PPG (Paragraph: 032 Reference ID: 68-032-20190722) states that "*Where areas deliver more completions than required, the additional supply can be used to offset any shortfalls against requirements from **previous** years*". The PPG does not state that over-delivery in the past can be used to offset **future** supply nor does it state that it cannot. It is noted the Secretary of State, in his decision letter in respect of a recovered appeal at Oakridge, Highnam, Tewkesbury (APP/G1630/W/3184272), agreed with overall conclusions and recommendation of an Inspector’s which was based in part on a conclusion by the Inspector that an over-supply from previous years should not be ‘banked’ so as to reduce the five-year housing target in future years. It is fair however to observe that the Secretary of State did not comment expressly on this conclusion by his Inspector in respect of past oversupply. Tewkesbury Borough Council, the LPA involved in that appeal, disagreed with this approach but its attempt to challenge the decision in the High Court did not proceed to a determination for technical reasons. A definitive view on how over-supply should be treated in a five-year housing land supply calculation has not provided by the Secretary of State through the PPG nor has it been determined by the Courts in interpreting current policy and guidance. Therefore, at this interim report stage, it is considered reasonable and pragmatic to adopt a worst case scenario and thereby to assume that any over-supply cannot be used to reduce future five-year housing land supply requirements.

Commentary:

Factor	Commentary
Ability to deliver new homes	Additional supply in the mid-latter part of the plan period will enable delivery against the overall medium housing requirement. The new settlement site is anticipated to deliver in the longer-term which leaves a marginal shortfall against the annual housing requirement in the middle of the plan period in 2028/29 – 2029/30 and at the end of the plan period in 2039/40 and 2040/41. Alternative small-scale site allocations with short lead-in times may be able to address this, for example in Cambridge Urban Area. Additionally, the delivery rates from allocations in the villages may be delivered over a longer time period than that assumed in the trajectory, with more delivering in the first 5 years, which could smooth out the trajectory.
Stepped housing requirement	Not required as there is no step-change in delivery planned.
Market absorption including competition from similar sites	A new settlement towards the end of the plan period would deliver additional housing that is fairly similar to the existing commitments. It is important to note that the new settlement would be well-located to provide good accessibility to employment opportunities to the south of Cambridge, increasing demand and reducing competition with existing committed sites to the north and west of Cambridge. Dispersal of new development to the villages would complement the significant amount of committed development planned at new settlements and would provide a wider choice of housing in the market for people in terms of size and location. Development in the villages is not likely to compete significantly with new settlements which would maximise the market absorption rate.
House building capacity	This level of supply is consistently above historic trends, but not significantly so, which should be able to be accommodated by the housebuilding industry.
Five year housing land supply	A five-year housing land supply figure of 4.9 years is anticipated at plan adoption with a 10% buffer. The poor rate of delivery in 2020/21 could be removed from the plan period if the base date of the plan period is moved forward a year into 2021/22. The five-year housing land supply calculation is based on the Council’s trajectory data for 2021/22 and 2022/23 where strong delivery is predicted against the requirement and may be adversely affected by COVID-19. To enable a five-year housing land supply to be met additional short-term allocations could be made (such as sites in Cambridge Urban Area), or potentially an argument could be advanced for a stepped annual housing requirement, but it is not considered that a convincing case could be made in light of the PPG requirement for the increase to be “significant” and to “not seek to unnecessarily delay meeting identified development needs”.
Meeting the small sites requirement	It is assumed that sites delivered in the villages would be smaller scale and therefore more likely to yield additional sites that meet the NPPF Paragraph 68 definition. This option is considered likely to enable the Councils to meet the NPPF small sites requirement.
Housing Delivery Test	As the supply comfortably exceeds the minimum standard method the Housing Delivery Test will be passed in all years of the plan period.

Option 7c: Supporting a high-tech corridor by integrating homes and jobs (Maximum)

Summary of option

This approach would focus new homes close to existing and committed jobs within the life sciences cluster area around the south of Cambridge, including homes at existing villages and at new settlements.

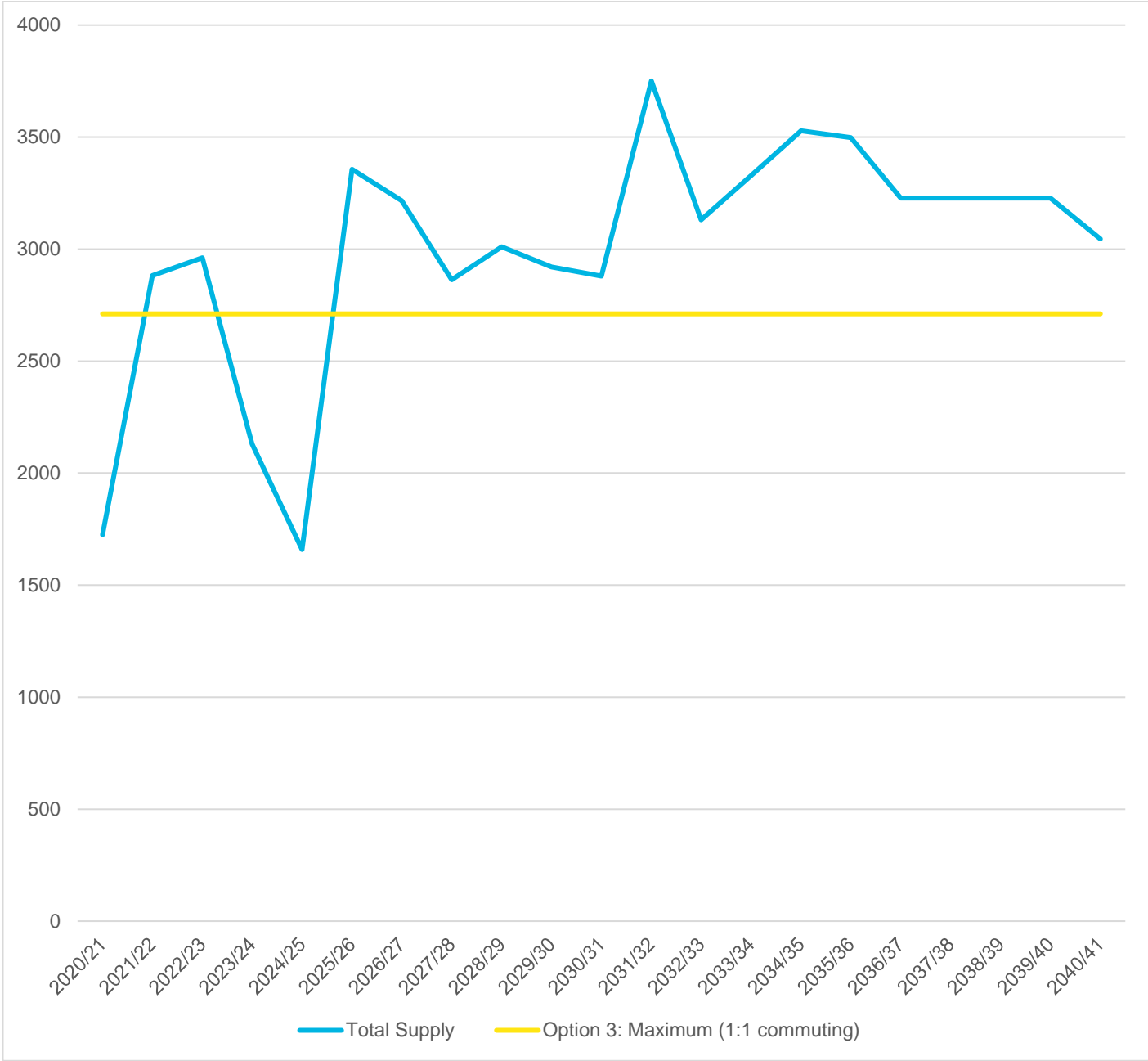
Maximum:

- All existing committed strategic sites assume double historic delivery rates from 2025/26 onwards (Northstowe 500dpa; Waterbeach 500dpa; Bourn Airfield 300dpa and Cambourne 300dpa).
- One larger new settlement of 9,000 homes on a public transport corridor within the southern cluster (delivery by 2041, using higher delivery rates)
- Balance to find spread equally across five villages sited at existing or proposed public transport nodes within the southern cluster.
- Cambridge airport (initial phase post 2030, outside Green Belt, using higher delivery rates)
- North East Cambridge (delivery by 2041 assumption, using delivery rates constrained to ensure that the strategic option homes total equals the balance to find. This does not affect the total homes all time figure).

Source	2020/ 21	2021/ 22	2022/ 23	2023/ 24	2024/ 25	2025/ 26	2026/ 27	2027/ 28	2028/ 29	2029/ 30	2030/ 31	2031/ 32	2032/ 33	2033/ 34	2034/ 35	2035/ 36	2036/ 37	2037/ 38	2038/ 39	2039/ 40	2040/ 41	Total to 2041
Commitments	1492	2307	2121	1300	942	1406	1215	862	710	619	579	520	130	27	27	27	27	27	27	27	27	14419
Northstowe	232	345	395	345	187	500	500	500	500	500	500	500	500	500	500	500	500	500	500	500	319	9323
Waterbeach New Town	0	150	250	250	250	500	500	500	500	500	500	500	500	500	500	500	500	500	500	500	500	8900
Bourn Airfield	0	0	35	75	120	300	300	300	300	300	300	300	300	300	300	270	0	0	0	0	0	3500
Cambourne West	0	80	160	160	160	300	300	300	300	300	300	230	0	0	0	0	0	0	0	0	0	2590
Windfall (City)	0	0	0	0	0	130	130	130	130	130	130	130	130	130	130	130	130	130	130	130	130	2080
Windfall (South Cambs)	0	0	0	0	0	220	220	220	220	220	220	220	220	220	220	220	220	220	220	220	220	3520
Wellcome Genome Campus	0	0	0	0	0	0	100	100	100	100	100	100	100	100	100	100	100	100	100	100	100	1500
Uncertain Cambridge Allocations	0	0	0	0	0	0	-49	-49	-49	-49	-49	-49	-49	-49	-49	-49	-49	-49	-49	-49	-50	-736
Cambridge Urban Area	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
North East Cambridge	0	0	0	0	0	0	0	0	0	0	0	490	490	490	490	490	490	490	490	490	490	4900
Cambridge Airport (safeguarded land)	0	0	0	0	0	0	0	0	0	0	0	0	0	300	500	500	500	500	500	500	500	3800
Green Belt Fringe	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
New settlements on public transport corridors	0	0	0	0	0	0	0	0	0	0	0	510	510	510	510	510	510	510	510	510	510	5100
New settlements on road network	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Villages total	0	0	0	0	0	0	0	0	300	300	300	300	300	300	300	300	300	300	300	300	300	3900
Total (Completions and supply)	1724	2882	2961	2130	1659	3356	3216	2863	3011	2920	2880	3751	3131	3398	3528	3498	3228	3228	3228	3228	3047	62866
Option 3: Maximum (1:1 commuting)	2711	2711	2711	2711	2711	2711	2711	2711	2711	2711	2711	2711	2711	2711	2711	2711	2711	2711	2711	2711	2711	56931
Comparison against Option 3: Maximum (1:1 commuting)	-987	171	250	-581	-1052	645	505	152	300	209	169	1040	420	687	817	787	517	517	517	517	336	5935

Source	2020/ 21	2021/ 22	2022/ 23	2023/ 24	2024/ 25	2025/ 26	2026/ 27	2027/ 28	2028/ 29	2029/ 30	2030/ 31	2031/ 32	2032/ 33	2033/ 34	2034/ 35	2035/ 36	2036/ 37	2037/ 38	2038/ 39	2039/ 40	2040/ 41	Total to 2041
Cumulative delivery	1724	4606	7567	9697	11356	14712	17928	20791	23802	26722	29602	33353	36484	39881	43409	46907	50135	53363	56591	59819	62866	-
Cumulative requirement Option 3: Maximum (1:1 commuting)	2711	5422	8133	10844	13555	16266	18977	21688	24399	27110	29821	32532	35243	37954	40665	43376	46087	48798	51509	54220	56931	-
Rolling HDT	-	-	145%	152%	129%	137%	157%	180%	174%	168%	168%	183%	187%	197%	192%	199%	196%	190%	185%	185%	182%	-

Housing trajectory



Five-year housing land supply calculation at 1st April 2025 (assumed plan adoption)

Component	Step	Calculation	Number
(a)	Requirement from start of plan period (1st April 2020 - 31st March 2025)	2711dpa x 5	13555.0
(b)	Forecast completions from start of plan period to plan adoption (1st April 2025)		11356.0
(c)	Shortfall/Surplus*	(a) - (b)	2199.0
(d)	5 year requirement + Shortfall/Surplus	(2711 x 5) + (c)	15754.0
(e)	Add 10% buffer	(d) x 1.10	17329.4
(f)	Annual target	(e) / 5 years	3465.9
(g)	Supply within first 5 years		15366.0
(h)	Land supply	(g) / (f)	4.43
(i)	Deficit / surplus	(g) - (e)	-1963

* N.B. the PPG (Paragraph: 032 Reference ID: 68-032-20190722) states that "*Where areas deliver more completions than required, the additional supply can be used to offset any shortfalls against requirements from **previous** years*". The PPG does not state that over-delivery in the past can be used to offset **future** supply nor does it state that it cannot. It is noted the Secretary of State, in his decision letter in respect of a recovered appeal at Oakridge, Highnam, Tewkesbury (APP/G1630/W/3184272), agreed with overall conclusions and recommendation of an Inspector's which was based in part on a conclusion by the Inspector that an over-supply from previous years should not be 'banked' so as to reduce the five-year housing target in future years. It is fair however to observe that the Secretary of State did not comment expressly on this conclusion by his Inspector in respect of past oversupply. Tewkesbury Borough Council, the LPA involved in that appeal, disagreed with this approach but its attempt to challenge the decision in the High Court did not proceed to a determination for technical reasons. A definitive view on how over-supply should be treated in a five-year housing land supply calculation has not provided by the Secretary of State through the PPG nor has it been determined by the Courts in interpreting current policy and guidance. Therefore, at this interim report stage, it is considered reasonable and pragmatic to adopt a worst case scenario and thereby to assume that any over-supply cannot be used to reduce future five-year housing land supply requirements.

Commentary:

Factor	Commentary
Ability to deliver new homes	<p>Additional supply in the mid-latter part of the plan period will enable delivery against the overall maximum housing requirement. The plan period starts with a shortfall against the significantly increased annual housing requirement figure, which results in the need for the shortfall to be met within the first five years under the Sedgefield method, increasing the five-year housing land supply requirement beyond that which can be delivered under this option, resulting in the need for a stepped annual housing requirement and/or the Liverpool method to meeting the shortfall over the plan period.</p> <p>North East Cambridge, Cambridge Airport and the new settlement sites are anticipated to deliver in the longer-term. It is noted that this option includes the assumption of a high delivery rate at Cambridge Airport, North East Cambridge and the new settlement on a public transport corridor. Medium-term supply is provided by allocations in the villages and double delivery rates at existing committed sites.</p> <p>The trajectory shows a peak in the middle of the plan period, in the first 5 years after plan adoption. This in turn is based on an assumption by the Councils that delivery rates can be doubled on existing strategic sites that are already consented or allocated and working their way through the development management process. A build-out rate of 500dpa is assumed on existing sites from 2025/26 (plan adoption) onwards. This is considered unrealistic for sites that are already allocated and working their way through the system.</p> <p>Average build out rates in excess of 300 dwellings per annum (dpa) will only be possible with significant interventions and/or alternative delivery models. Secondary sources and emerging primary research suggests that a traditional approach would be unlikely to exceed 300 dpa.</p>
Stepped housing requirement	<p>The maximum scenario would be a step-change in housing delivery, 88% higher than historic completions in 2002/03-2018/19. Given the projected under-delivery in the period 2020/21 to plan adoption (1st April 2025) the shortfall should be met in the first 5 years under the Sedgefield method under the PPG (unless the Liverpool method can be justified). Due to the fact that, under the Councils' assumptions, this option cannot deliver a five-year housing land supply at plan adoption under the Sedgefield method, either the Liverpool method or a stepped annual housing requirement is necessary. If it transpires that delivery rates of 500dpa at existing committed strategic sites are not deliverable, then a stepped annual housing requirement would be necessary; although this would further increase an already challenging annual housing requirement later in the plan period.</p>
Market absorption including competition from similar sites	<p>Under the Council's assumptions the strategic allocations are deferred to the latter part of the plan period once the existing committed new settlements have been completed, which ensures continuity of delivery whilst avoiding competition. Medium-long term supply is provided through allocations at the villages. Theoretically this has the potential to reduce competition and increase market absorption, however the trajectory assumes all strategic sites are built out at 500dpa which is deemed unrealistic.</p>
House building capacity	<p>This level of supply is significantly (88%) above historic trends, which may present issues for the local housebuilding industry in terms of gearing up to deliver that quantity of development in a short amount of time.</p>
Five year housing land supply	<p>A five-year housing land supply figure of 4.43 years is anticipated at plan adoption with a 10% buffer. This calculation has been undertaken using the Councils' assumptions for lead-in times and build-out rates. As discussed above the assumptions for strategic allocations under the maximum scenario are considered unrealistic and undeliverable, therefore it is likely that the five-year housing land supply would be lower in reality at plan adoption if evidence confirms that only lower rates are deliverable. The poor rate of delivery in 2020/21 could be removed from the plan period if the base date of the plan period is moved forward a year into 2021/22. The five-year housing land supply calculation is based on the Council's trajectory data for 2021/22 and 2022/23 where strong delivery is predicted against the requirement and may be adversely affected by COVID-19. To enable a five-year housing land supply to be met alternative short-term allocations could be made (such as small sites in villages), or an argument advanced for a stepped annual housing requirement.</p>
Meeting the small sites requirement	<p>It is assumed that sites delivered in the villages would be smaller scale and therefore more likely to yield additional sites that meet the NPPF Paragraph 68 definition. This option is considered likely to enable the Councils to meet the NPPF small sites requirement.</p>
Housing Delivery Test	<p>As the supply comfortably exceeds the minimum standard method the Housing Delivery Test will be passed in all years of the plan period.</p>

Option 8a: Expanding a growth area around transport nodes (Minimum)

Summary of option

This approach would focus new homes at Cambourne and along the A428 public transport corridor, on the basis that Cambourne is due to be served by a new East West Rail station and that Cambourne and the villages along the corridor are due to be served by the Cambridgeshire Autonomous Metro.

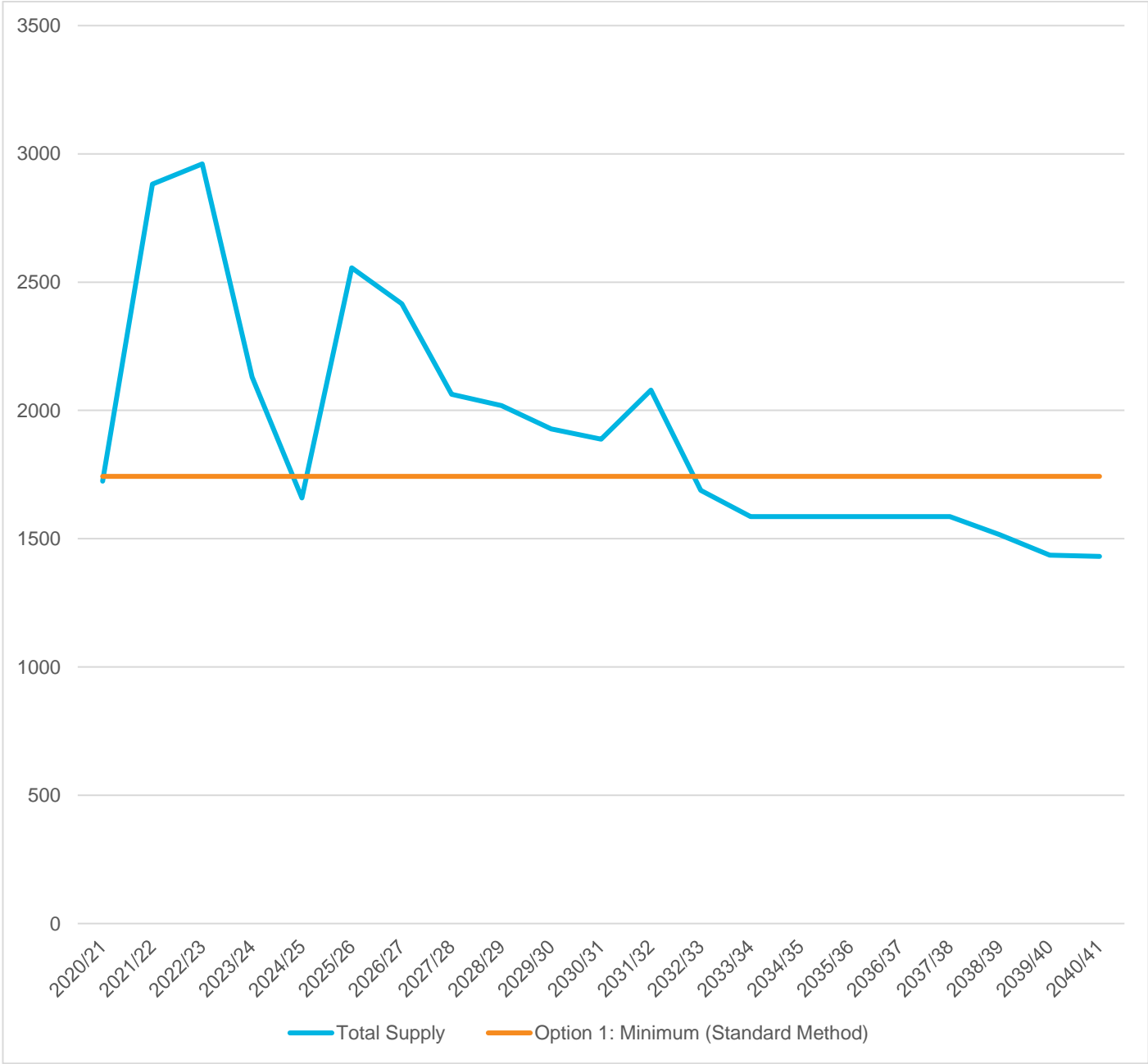
Minimum:

- Expansion of Cambourne by the equivalent of one smaller new settlement (delivery by 2041, using historic delivery rates)
 - completions and commitments + 4,500 dwellings = 11,300 (and close to further development of 3,500 at Bourn Airfield New Village)
- Balance to find spread across three villages sited along the A428 public transport corridor

Source	2020/ 21	2021/ 22	2022/ 23	2023/ 24	2024/ 25	2025/ 26	2026/ 27	2027/ 28	2028/ 29	2029/ 30	2030/ 31	2031/ 32	2032/ 33	2033/ 34	2034/ 35	2035/ 36	2036/ 37	2037/ 38	2038/ 39	2039/ 40	2040/ 41	Total to 2041
Commitments	1492	2307	2121	1300	942	1406	1215	862	710	619	579	520	130	27	27	27	27	27	27	27	27	14419
Northstowe	232	345	395	345	187	250	250	250	250	250	250	250	250	250	250	250	250	250	250	250	250	5504
Waterbeach New Town	0	150	250	250	250	250	250	250	250	250	250	250	250	250	250	250	250	250	250	250	250	4900
Bourn Airfield	0	0	35	75	120	150	150	150	150	150	150	150	150	150	150	150	150	150	150	150	150	2630
Cambourne West	0	80	160	160	160	150	150	150	150	150	150	150	150	150	150	150	150	150	80	0	0	2590
Windfall (City)	0	0	0	0	0	130	130	130	130	130	130	130	130	130	130	130	130	130	130	130	130	2080
Windfall (South Cambs)	0	0	0	0	0	220	220	220	220	220	220	220	220	220	220	220	220	220	220	220	220	3520
Wellcome Genome Campus	0	0	0	0	0	0	100	100	100	100	100	100	100	100	100	100	100	100	100	100	100	1500
Uncertain Cambridge Allocations	0	0	0	0	0	0	-49	-49	-49	-49	-49	-49	-49	-49	-49	-49	-49	-49	-49	-49	-50	-736
Cambridge Urban Area	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
North East Cambridge	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Cambridge Airport (safeguarded land)	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Green Belt Fringe	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
New settlements on public transport corridors	0	0	0	0	0	0	0	0	0	0	0	250	250	250	250	250	250	250	250	250	250	2500
New settlements on road network	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Villages total	0	0	0	0	0	0	0	0	108	108	108	108	108	108	108	108	108	108	108	108	104	1400
Total (Completions and supply)	1724	2882	2961	2130	1659	2556	2416	2063	2019	1928	1888	2079	1689	1586	1586	1586	1586	1586	1516	1436	1431	40307
Option 1: Minimum (Standard Method)	1743	1743	1743	1743	1743	1743	1743	1743	1743	1743	1743	1743	1743	1743	1743	1743	1743	1743	1743	1743	1743	36603
Comparison against Option 1: Minimum (Standard Method)	-19	1139	1218	387	-84	813	673	320	276	185	145	336	-54	-157	-157	-157	-157	-157	-227	-307	-312	3704
Cumulative delivery	1724	4606	7567	9697	11356	13912	16328	18391	20410	22338	24226	26305	27994	29580	31166	32752	34338	35924	37440	38876	40307	-
Cumulative requirement Option 1:	1743	3486	5229	6972	8715	10458	12201	13944	15687	17430	19173	20916	22659	24402	26145	27888	29631	31374	33117	34860	36603	-

Source	2020/ 21	2021/ 22	2022/ 23	2023/ 24	2024/ 25	2025/ 26	2026/ 27	2027/ 28	2028/ 29	2029/ 30	2030/ 31	2031/ 32	2032/ 33	2033/ 34	2034/ 35	2035/ 36	2036/ 37	2037/ 38	2038/ 39	2039/ 40	2040/ 41	Total to 2041
Minimum (Standard Method)																						
Rolling HDT	-	-	145%	152%	129%	121%	127%	135%	124%	115%	112%	113%	108%	102%	93%	91%	91%	91%	90%	87%	84%	-

Housing trajectory



Five-year housing land supply calculation at 1st April 2025 (assumed plan adoption)

Component	Step	Calculation	Number
(a)	Requirement from start of plan period (1st April 2020 - 31st March 2025)	1743dpa x 5	8715.0
(b)	Forecast completions from start of plan period to plan adoption (1st April 2025)		11356.0
(c)	Shortfall/Surplus*	(a) - (b)	-2641.0
(d)	5 year requirement + Shortfall/Surplus	(1743 x 5) + (c)	8715.0
(e)	Add 10% buffer	(d) x 1.10	9586.5
(f)	Annual target	(e) / 5 years	1917.3
(g)	Supply within first 5 years		10982.0
(h)	Land supply	(g) / (f)	5.73
(i)	Deficit / surplus	(g) - (e)	1396

* N.B. the PPG (Paragraph: 032 Reference ID: 68-032-20190722) states that "*Where areas deliver more completions than required, the additional supply can be used to offset any shortfalls against requirements from **previous** years*". The PPG does not state that over-delivery in the past can be used to offset **future** supply nor does it state that it cannot. It is noted the Secretary of State, in his decision letter in respect of a recovered appeal at Oakridge, Highnam, Tewkesbury (APP/G1630/W/3184272), agreed with overall conclusions and recommendation of an Inspector’s which was based in part on a conclusion by the Inspector that an over-supply from previous years should not be ‘banked’ so as to reduce the five-year housing target in future years. It is fair however to observe that the Secretary of State did not comment expressly on this conclusion by his Inspector in respect of past oversupply. Tewkesbury Borough Council, the LPA involved in that appeal, disagreed with this approach but its attempt to challenge the decision in the High Court did not proceed to a determination for technical reasons. A definitive view on how over-supply should be treated in a five-year housing land supply calculation has not provided by the Secretary of State through the PPG nor has it been determined by the Courts in interpreting current policy and guidance. Therefore, at this interim report stage, it is considered reasonable and pragmatic to adopt a worst case scenario and thereby to assume that any over-supply cannot be used to reduce future five-year housing land supply requirements.

Commentary:

Factor	Commentary
Ability to deliver new homes	Minimum housing requirement is largely met by existing commitments and the windfall allowance. Additional supply from a new settlement later in the plan period would act as a buffer to ensure delivery against the annual housing requirement. Under-delivery against the annual housing requirement is anticipated later in the plan period from 2032/33 onwards which would result in the loss of a five-year housing land supply without additional allocations. (assuming that over-delivery earlier in the plan period cannot be “banked”). Sites in the villages are likely to have shorter lead-in times post Local Plan adoption and therefore are likely to result in additional supply in the middle of the plan period. Because of this medium-term delivery, on top of existing commitments, this option is not expected to be able to meet the annual housing requirement after 2032/33 and would result in the loss of a five-year housing land supply after this point. If decisions over allocations were deferred to Neighbourhood Plans this would extend the lead-in times and deliver sites later in the plan period, but this relies on local communities bringing forward Neighbourhood Plans with sufficient housing allocations at the appropriate time (unless a suitable safeguard mechanism is put in place to allow Councils to make the allocations in a DPD should Neighbourhood Plans not do so). However, additional allocations would be required to meet the annual housing requirement post 2032/33 if over-delivery earlier in the plan period cannot be “banked”.
Stepped housing requirement	Not required as there is no step-change in delivery planned.
Market absorption including competition from similar sites	A new settlement expanding Cambourne towards the end of the plan period would deliver additional housing that is fairly similar to the existing commitments. It is important to note that the new settlement would be expected to be delivering alongside Cambourne West and Bourn Airfield which would likely result in competition between the sites and could affect market absorption and therefore build-out rates by delivering a similar product in a similar location. This is mitigated to a degree by dispersal of new development to the villages which would complement the significant amount of committed development planned at new settlements and would provide a wider choice of housing in the market for people in terms of size and location. Development in the villages is not likely to compete significantly with new settlements which would maximise the market absorption rate.
House building capacity	Supply is in line with historic trends which should be easily accommodated by the housebuilding industry.
Five year housing land supply	A five-year housing land supply figure of 5.73 years is anticipated at plan adoption with a 10% buffer. The poor rate of delivery in 2020/21 could be removed from the plan period if the base date of the plan period is moved forward a year into 2021/22. The five-year housing land supply calculation is based on the Council’s trajectory data for 2021/22 and 2022/23 where strong delivery is predicted against the requirement and may be adversely affected by COVID-19.
Meeting the small sites requirement	It is assumed that sites delivered in the villages would be smaller scale and therefore more likely to yield additional sites that meet the NPPF Paragraph 68 definition. This option is considered likely to enable the Councils to meet the NPPF small sites requirement.
Housing Delivery Test	Housing Delivery Test is met until 3032/33 onwards when an Action Plan would need to be prepared. Delivery is not anticipated to drop below 85% until the final year of the plan period, avoiding triggering the use of a 20% buffer on the five-year housing land supply until 2040/41.

Option 8b: Expanding a growth area around transport nodes (Medium)

Summary of option

This approach would focus new homes at Cambourne and along the A428 public transport corridor, on the basis that Cambourne is due to be served by a new East West Rail station and that Cambourne and the villages along the corridor are due to be served by the Cambridgeshire Autonomous Metro.

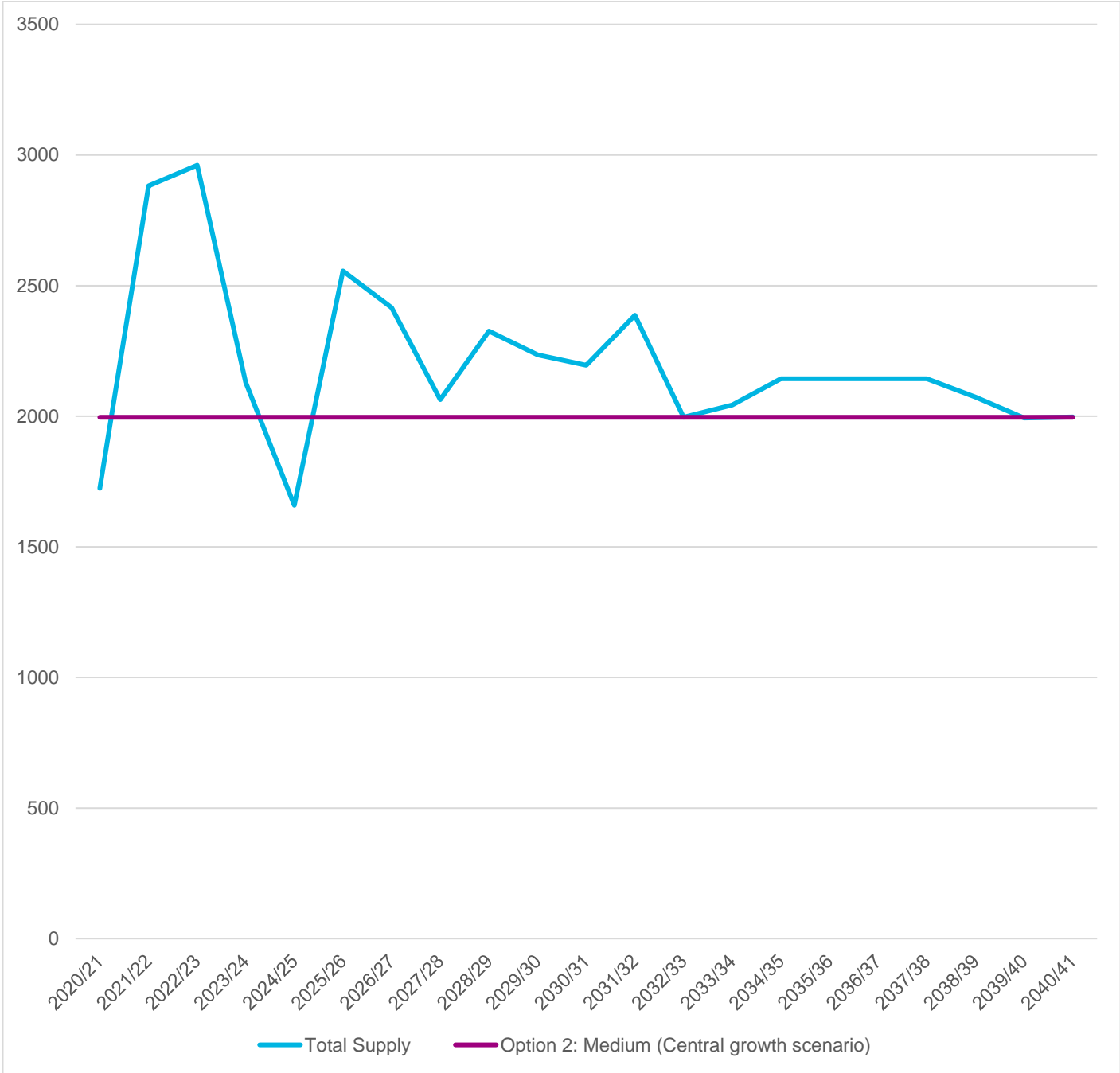
Medium:

- Expansion of Cambourne by the equivalent of one smaller new settlement (delivery by 2041, using historic delivery rates)
 - completions and commitments + 4,500 dwellings = 11,300 dwellings (and close to further development of 3,500 at Bourn Airfield New Village)
- Balance to find spread across three villages sited along the A428 public transport corridor (60%) and four further Minor Rural Centre/Group villages sited within 5km of Cambourne (40%).
- North East Cambridge (delivery by 2041 assumption, using historic delivery rates)

Source	2020/ 21	2021/ 22	2022/ 23	2023/ 24	2024/ 25	2025/ 26	2026/ 27	2027/ 28	2028/ 29	2029/ 30	2030/ 31	2031/ 32	2032/ 33	2033/ 34	2034/ 35	2035/ 36	2036/ 37	2037/ 38	2038/ 39	2039/ 40	2040/ 41	Total to 2041
Commitments	1492	2307	2121	1300	942	1406	1215	862	710	619	579	520	130	27	27	27	27	27	27	27	27	14419
Northstowe	232	345	395	345	187	250	250	250	250	250	250	250	250	250	250	250	250	250	250	250	250	5504
Waterbeach New Town	0	150	250	250	250	250	250	250	250	250	250	250	250	250	250	250	250	250	250	250	250	4900
Bourn Airfield	0	0	35	75	120	150	150	150	150	150	150	150	150	150	150	150	150	150	150	150	150	2630
Cambourne West	0	80	160	160	160	150	150	150	150	150	150	150	150	150	150	150	150	150	80	0	0	2590
Windfall (City)	0	0	0	0	0	130	130	130	130	130	130	130	130	130	130	130	130	130	130	130	130	2080
Windfall (South Cambs)	0	0	0	0	0	220	220	220	220	220	220	220	220	220	220	220	220	220	220	220	220	3520
Wellcome Genome Campus	0	0	0	0	0	0	100	100	100	100	100	100	100	100	100	100	100	100	100	100	100	1500
Uncertain Cambridge Allocations	0	0	0	0	0	0	-49	-49	-49	-49	-49	-49	-49	-49	-49	-49	-49	-49	-49	-49	-50	-736
Cambridge Urban Area	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
North East Cambridge	0	0	0	0	0	0	0	0	0	0	0	0	0	150	250	250	250	250	250	250	250	1900
Cambridge Airport (safeguarded land)	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Green Belt Fringe	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
New settlements on public transport corridors	0	0	0	0	0	0	0	0	0	0	0	250	250	250	250	250	250	250	250	250	250	2500
New settlements on road network	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Villages total	0	0	0	0	0	0	0	0	415	415	415	415	415	415	415	415	415	415	415	415	420	5400
Total (Completions and supply)	1724	2882	2961	2130	1659	2556	2416	2063	2326	2235	2255	2386	1996	2043	2143	2143	2143	2143	2073	1993	1993	46262
Option 2: Medium (Central growth scenario)	1996	1996	1996	1996	1996	1996	1996	1996	1996	1996	1996	1996	1996	1996	1996	1996	1996	1996	1996	1996	1996	41916
Comparison against Option 2: Medium (Central growth scenario)	-272	886	965	134	-337	560	420	67	330	239	259	390	0	47	147	147	147	147	77	-3	-3	4346

Source	2020/ 21	2021/ 22	2022/ 23	2023/ 24	2024/ 25	2025/ 26	2026/ 27	2027/ 28	2028/ 29	2029/ 30	2030/ 31	2031/ 32	2032/ 33	2033/ 34	2034/ 35	2035/ 36	2036/ 37	2037/ 38	2038/ 39	2039/ 40	2040/ 41	Total to 2041
Cumulative delivery	1724	4606	7567	9697	11356	13912	16328	18391	20717	22952	25207	27593	29589	31631	33774	35917	38060	40203	42276	44269	46262	-
Cumulative requirement Option 2: Medium (Central growth scenario)	1996	3992	5988	7984	9980	11976	13972	15968	17964	19960	21956	23952	25948	27944	29940	31936	33932	35928	37924	39920	41916	-
Rolling HDT	-	-	145%	152%	129%	121%	127%	135%	130%	127%	130%	131%	127%	123%	118%	121%	123%	123%	122%	119%	116%	-

Housing trajectory



Five-year housing land supply calculation at 1st April 2025 (assumed plan adoption)

Component	Step	Calculation	Number
(a)	Requirement from start of plan period (1st April 2020 - 31st March 2025)	1996dpa x 5	9980.0
(b)	Forecast completions from start of plan period to plan adoption (1st April 2025)		11356.0
(c)	Shortfall/Surplus*	(a) - (b)	-1376.0
(d)	5 year requirement + Shortfall/Surplus	(1996 x 5) + (c)	9980.0
(e)	Add 10% buffer	(d) x 1.10	10978.0
(f)	Annual target	(e) / 5 years	2195.6
(g)	Supply within first 5 years		11596.0
(h)	Land supply	(g) / (f)	5.28
(i)	Deficit / surplus	(g) - (e)	618

* N.B. the PPG (Paragraph: 032 Reference ID: 68-032-20190722) states that "*Where areas deliver more completions than required, the additional supply can be used to offset any shortfalls against requirements from **previous** years*". The PPG does not state that over-delivery in the past can be used to offset **future** supply nor does it state that it cannot. It is noted the Secretary of State, in his decision letter in respect of a recovered appeal at Oakridge, Highnam, Tewkesbury (APP/G1630/W/3184272), agreed with overall conclusions and recommendation of an Inspector's which was based in part on a conclusion by the Inspector that an over-supply from previous years should not be 'banked' so as to reduce the five-year housing target in future years. It is fair however to observe that the Secretary of State did not comment expressly on this conclusion by his Inspector in respect of past oversupply. Tewkesbury Borough Council, the LPA involved in that appeal, disagreed with this approach but its attempt to challenge the decision in the High Court did not proceed to a determination for technical reasons. A definitive view on how over-supply should be treated in a five-year housing land supply calculation has not provided by the Secretary of State through the PPG nor has it been determined by the Courts in interpreting current policy and guidance. Therefore, at this interim report stage, it is considered reasonable and pragmatic to adopt a worst case scenario and thereby to assume that any over-supply cannot be used to reduce future five-year housing land supply requirements.

Commentary:

Factor	Commentary
Ability to deliver new homes	Additional supply in the mid-latter part of the plan period will enable delivery against the overall medium housing requirement. North East Cambridge and new settlement sites are anticipated to deliver in the longer-term, while allocations in the villages have shorter lead-in times. The annual housing requirement would be met throughout the plan period apart from minor under-delivery at the end of the plan period in 2039/40-2040/41.
Stepped housing requirement	Not required as there is no step-change in delivery planned.
Market absorption including competition from similar sites	A new settlement expanding Cambourne towards the end of the plan period would deliver additional housing that is fairly similar to the existing commitments. It is important to note that the new settlement would be expected to be delivering alongside Cambourne West and Bourn Airfield which would likely result in competition between the sites and could affect market absorption and therefore build-out rates by delivering a similar product in a similar location. This is mitigated to a degree by dispersal of new development to the villages which would complement the significant amount of committed development planned at new settlements and would provide a wider choice of housing in the market for people in terms of size and location. Development in the villages is not likely to compete significantly with new settlements which would maximise the market absorption rate.
House building capacity	This level of supply is consistently above historic trends, but not significantly so, which should be able to be accommodated by the housebuilding industry.
Five year housing land supply	A five-year housing land supply figure of 5.28 years is anticipated at plan adoption with a 10% buffer. This is fairly marginal and should be kept under review. The poor rate of delivery in 2020/21 could be removed from the plan period if the base date of the plan period is moved forward a year into 2021/22. The five-year housing land supply calculation is based on the Council's trajectory data for 2021/22 and 2022/23 where strong delivery is predicted against the requirement and may be adversely affected by COVID-19.
Meeting the small sites requirement	It is assumed that sites delivered in the villages would be smaller scale and therefore more likely to yield additional sites that meet the NPPF Paragraph 68 definition. Given the scale of allocations in the villages this option is considered likely to enable the Councils to meet the NPPF small sites requirement.
Housing Delivery Test	As the supply comfortably exceeds the minimum standard method the Housing Delivery Test will be passed in all years of the plan period.

Option 8c: Expanding a growth area around transport nodes (Maximum)

Summary of option

This approach would focus new homes at Cambourne and along the A428 public transport corridor, on the basis that Cambourne is due to be served by a new East West Rail station and that Cambourne and the villages along the corridor are due to be served by the Cambridgeshire Autonomous Metro.

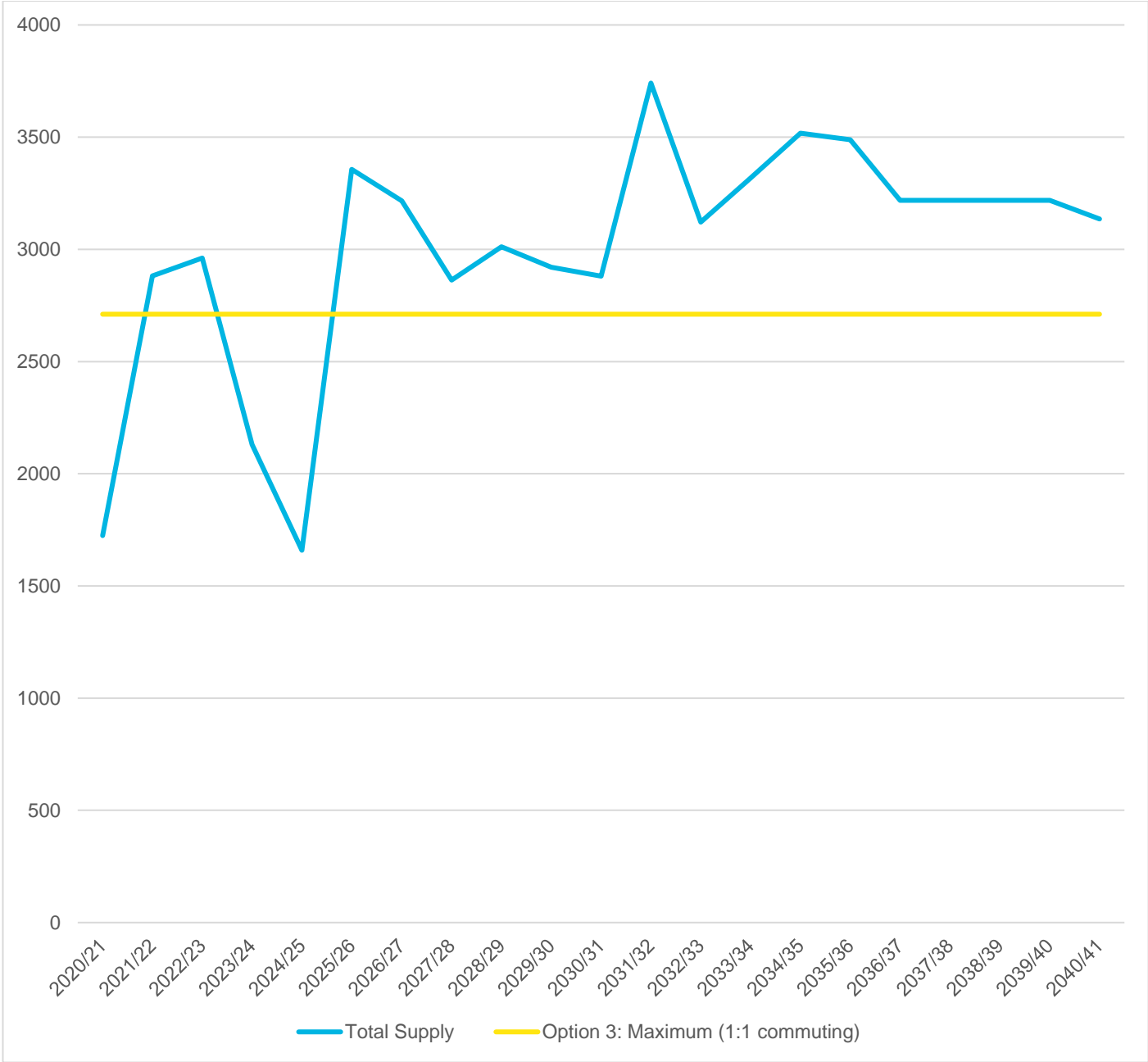
Maximum:

- All existing committed strategic sites assume double historic delivery rates from 2025/26 onwards (Northstowe 500dpa; Waterbeach 500dpa; Bourn Airfield 300dpa and Cambourne 300dpa).
- Expansion of Cambourne by the equivalent of one larger new settlement (delivery by 2041, using higher delivery rates)
 - completions and commitments + 9,000 dwellings = 15,800 dwellings (and close to further development of 3,500 at Bourn Airfield New Village)
- Balance to find (accounting for sources of supply below) spread across:
 - three villages sited along the A428 public transport corridor (60%)
 - one Minor Rural Centre and three Group villages within 5km of Cambourne (40%)
- Cambridge airport (initial phase post 2030, outside Green Belt, using higher delivery rates)
- North East Cambridge (delivery by 2041 assumption, using delivery rates constrained to ensure that the strategic option homes total equals the balance to find. This does not affect the total homes all time figure).

Source	2020/ 21	2021/ 22	2022/ 23	2023/ 24	2024/ 25	2025/ 26	2026/ 27	2027/ 28	2028/ 29	2029/ 30	2030/ 31	2031/ 32	2032/ 33	2033/ 34	2034/ 35	2035/ 36	2036/ 37	2037/ 38	2038/ 39	2039/ 40	2040/ 41	Total to 2041
Commitments	1492	2307	2121	1300	942	1406	1215	862	710	619	579	520	130	27	27	27	27	27	27	27	27	14419
Northstowe	232	345	395	345	187	500	500	500	500	500	500	500	500	500	500	500	500	500	500	500	319	9323
Waterbeach New Town	0	150	250	250	250	500	500	500	500	500	500	500	500	500	500	500	500	500	500	500	500	8900
Bourn Airfield	0	0	35	75	120	300	300	300	300	300	300	300	300	300	300	270	0	0	0	0	0	3500
Cambourne West	0	80	160	160	160	300	300	300	300	300	300	230	0	0	0	0	0	0	0	0	0	2590
Windfall (City)	0	0	0	0	0	130	130	130	130	130	130	130	130	130	130	130	130	130	130	130	130	2080
Windfall (South Cambs)	0	0	0	0	0	220	220	220	220	220	220	220	220	220	220	220	220	220	220	220	220	3520
Wellcome Genome Campus	0	0	0	0	0	0	100	100	100	100	100	100	100	100	100	100	100	100	100	100	100	1500
Uncertain Cambridge Allocations	0	0	0	0	0	0	-49	-49	-49	-49	-49	-49	-49	-49	-49	-49	-49	-49	-49	-49	-50	-736
Cambridge Urban Area	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
North East Cambridge	0	0	0	0	0	0	0	0	0	0	0	490	490	490	490	490	490	490	490	490	490	4900
Cambridge Airport (safeguarded land)	0	0	0	0	0	0	0	0	0	0	0	0	0	300	500	500	500	500	500	500	500	3800
Green Belt Fringe	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
New settlements on public transport corridors	0	0	0	0	0	0	0	0	0	0	0	500	500	500	500	500	500	500	500	500	600	5100
New settlements on road network	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Villages total	0	0	0	0	0	0	0	0	300	300	300	300	300	300	300	300	300	300	300	300	300	3900

Source	2020/ 21	2021/ 22	2022/ 23	2023/ 24	2024/ 25	2025/ 26	2026/ 27	2027/ 28	2028/ 29	2029/ 30	2030/ 31	2031/ 32	2032/ 33	2033/ 34	2034/ 35	2035/ 36	2036/ 37	2037/ 38	2038/ 39	2039/ 40	2040/ 41	Total to 2041
Total (Completions and supply)	1724	2882	2961	2130	1659	3356	3216	2863	3011	2920	2880	3741	3121	3318	3518	3488	3218	3218	3218	3218	3037	62696
Option 3: Maximum (1:1 commuting)	2711	2711	2711	2711	2711	2711	2711	2711	2711	2711	2711	2711	2711	2711	2711	2711	2711	2711	2711	2711	2711	56931
Comparison against Option 3: Maximum (1:1 commuting)	-987	171	250	-581	-1052	645	505	152	300	209	169	1030	410	607	807	777	507	507	507	507	326	5765
Cumulative delivery	1724	4606	7567	9697	11356	14712	17928	20791	23802	26722	29602	33343	36464	39781	43299	46787	50005	53223	56441	59659	62696	-
Cumulative requirement Option 3: Maximum (1:1 commuting)	2711	5422	8133	10844	13555	16266	18977	21688	24399	27110	29821	32532	35243	37954	40665	43376	46087	48798	51509	54220	56931	-
Rolling HDT	-	-	145%	152%	129%	137%	157%	180%	174%	168%	168%	182%	186%	195%	190%	197%	196%	190%	185%	185%	181%	-

Housing trajectory



Five-year housing land supply calculation at 1st April 2025 (assumed plan adoption)

Component Step		Calculation	Number
(a)	Requirement from start of plan period (1st April 2020 - 31st March 2025)	2711dpa x 5	13555.0
(b)	Forecast completions from start of plan period to plan adoption (1st April 2025)		11356.0
(c)	Shortfall/Surplus*	(a) - (b)	2199.0
(d)	5 year requirement + Shortfall/Surplus	(2711 x 5) + (c)	15754.0
(e)	Add 10% buffer	(d) x 1.10	17329.4
(f)	Annual target	(e) / 5 years	3465.9
(g)	Supply within first 5 years		15366.0
(h)	Land supply	(g) / (f)	4.43
(i)	Deficit / surplus	(g) - (e)	-1963

* N.B. the PPG (Paragraph: 032 Reference ID: 68-032-20190722) states that "*Where areas deliver more completions than required, the additional supply can be used to offset any shortfalls against requirements from **previous** years*". The PPG does not state that over-delivery in the past can be used to offset **future** supply nor does it state that it cannot. It is noted the Secretary of State, in his decision letter in respect of a recovered appeal at Oakridge, Highnam, Tewkesbury (APP/G1630/W/3184272), agreed with overall conclusions and recommendation of an Inspector’s which was based in part on a conclusion by the Inspector that an over-supply from previous years should not be ‘banked’ so as to reduce the five-year housing target in future years. It is fair however to observe that the Secretary of State did not comment expressly on this conclusion by his Inspector in respect of past oversupply. Tewkesbury Borough Council, the LPA involved in that appeal, disagreed with this approach but its attempt to challenge the decision in the High Court did not proceed to a determination for technical reasons. A definitive view on how over-supply should be treated in a five-year housing land supply calculation has not provided by the Secretary of State through the PPG nor has it been determined by the Courts in interpreting current policy and guidance. Therefore, at this interim report stage, it is considered reasonable and pragmatic to adopt a worst case scenario and thereby to assume that any over-supply cannot be used to reduce future five-year housing land supply requirements.

Commentary:

Factor	Commentary
Ability to deliver new homes	<p>Additional supply in the mid-latter part of the plan period will enable delivery against the overall maximum housing requirement. The plan period starts with a shortfall against the significantly increased annual housing requirement figure, which results in the need for the shortfall to be met within the first five years under the Sedgefield method, increasing the five-year housing land supply requirement beyond that which can be delivered under this option, resulting in the need for a stepped annual housing requirement and/or the Liverpool method to meeting the shortfall over the plan period.</p> <p>North East Cambridge, Cambridge Airport and the new settlement sites are anticipated to deliver in the longer-term. It is noted that this option uses a high delivery rate at Cambridge Airport, North East Cambridge and the new settlement at Cambourne. Medium-term supply is provided by allocations in the A428 corridor villages and double delivery rates at existing committed sites.</p> <p>The trajectory shows a peak in the middle of the plan period, in the first 5 years after plan adoption. This in turn is based on an assumption by the Councils that delivery rates can be doubled on existing strategic sites that are already consented or allocated and working their way through the development management process. A build-out rate of 500dpa is assumed on existing sites from 2025/26 (plan adoption) onwards. This is considered unrealistic for sites that are already allocated and working their way through the system.</p> <p>Average build out rates in excess of 300 dwellings per annum (dpa) will only be possible with significant interventions and/or alternative delivery models. Secondary sources and emerging primary research suggests that a traditional approach would be unlikely to exceed 300 dpa.</p>
Stepped housing requirement	<p>The maximum scenario would be a step-change in housing delivery, 88% higher than historic completions in 2002/03-2018/19. Given the projected under-delivery in the period 2020/21 to plan adoption (1st April 2025) the shortfall should be met in the first 5 years under the Sedgefield method under the PPG (unless the Liverpool method can be justified). Due to the fact that, under the Councils' assumptions, this option cannot deliver a five-year housing land supply at plan adoption under the Sedgefield method, either the Liverpool method or a stepped annual housing requirement is necessary. If it transpires that delivery rates of 500dpa at existing committed strategic sites are not deliverable, then a stepped annual housing requirement would be necessary; although this would further increase an already challenging annual housing requirement later in the plan period.</p>
Market absorption including competition from similar sites	<p>A new settlement expanding Cambourne towards the end of the plan period would deliver additional housing that is fairly similar to the existing commitments. It is important to note that the new settlement would be expected to be delivering alongside Cambourne West and Bourn Airfield which would likely result in competition between the sites and could affect market absorption and therefore build-out rates by delivering a similar product in a similar location. This is mitigated to a degree by dispersal of new development to the villages which would complement the significant amount of committed development planned at new settlements and would provide a wider choice of housing in the market for people in terms of size and location, however those villages are in the A428 corridor near Cambourne. Such a significant amount of development in the Cambourne / A428 area may be undeliverable, notwithstanding the plans for a new East West Rail station at Cambourne serving Cambridge, Bedford and Milton Keynes.</p>
House building capacity	<p>This level of supply is significantly (88%) above historic trends, which may present issues for the local housebuilding industry in terms of gearing up to deliver that quantity of development in a short amount of time.</p>
Five year housing land supply	<p>A five-year housing land supply figure of 4.43 years is anticipated at plan adoption with a 10% buffer. This calculation has been undertaken using the Councils' assumptions for lead-in times and build-out rates. As discussed above the assumptions for strategic allocations under the maximum scenario are considered unrealistic and undeliverable, therefore it is likely that the five-year housing land supply would be lower in reality at plan adoption if evidence confirms that only lower rates are deliverable. The poor rate of delivery in 2020/21 could be removed from the plan period if the base date of the plan period is moved forward a year into 2021/22. The five-year housing land supply calculation is based on the Council's trajectory data for 2021/22 and 2022/23 where strong delivery is predicted against the requirement and may be adversely affected by COVID-19. To enable a five-year housing land supply to be met additional short-term allocations could be made (such as small sites in villages), or an argument advanced for a stepped annual housing requirement.</p>
Meeting the small sites requirement	<p>It is assumed that sites delivered in the villages would be smaller scale and therefore more likely to yield additional sites that meet the NPPF Paragraph 68 definition. Given the scale of allocations in the villages this option is considered likely to enable the Councils to meet the NPPF small sites requirement.</p>
Housing Delivery Test	<p>As the supply comfortably exceeds the minimum standard method the Housing Delivery Test will be passed in all years of the plan period.</p>

Appendix 2 Lead in times and build out rates

Setting realistic delivery rates and lead in times should be considered carefully to ensure assumptions are realistic and backed by evidence. This will allow for a robust identification for how many dwellings each spatial scenario/strategic site can deliver over the plan period.

A useful proxy to establish realistic average annual delivery rates is to consider the performance of the volume housebuilders (**Table A2.3**). Some of which are involved on allocations in the study area. Annual Reports for 2017-2019 illustrate average completions per site (market and affordable) of 47 units per annum per outlet within a range of between 34-102 units per annum⁷. There are also well established norms for new build development e.g. average completions begin low and build up reflecting site-wide infrastructure and servicing being delivered. As a project matures and the landscaping and social infrastructure is completed rates will increase. It was notable that Countryside Properties achieved higher build out rates per outlet, and their annual reports state that they seek to deliver high levels of affordable homes and private rented units, with private sales representing a little over a third of all sales. This shall be explored in greater detail in the final study.

There are several other aspects to deliverability. One aspect is the capacity for the market to absorb development. This has been given much attention recently though the Letwin Report and other notable research reports⁸ - summarised in **Appendix 5**. It is widely recognised that, regardless of the need for housing from population change, the market (developers) will only build and release housing when they know that they can develop it and then sell it at a price at which they can make a return (or profit) based on the price they have paid for the land. In addition, a market saturated with similar schemes and products will be directly competing and push prices down acting as a disincentive for developers to build at pace. If large allocations are not able to provide policy compliant affordable housing, this exacerbates the market absorption risk.

Absorption rates are an important aspect in plan making and need to be analysed for the purposes of the housing trajectory and five year housing land supply. There is little point in allocating a strategic-scale site to meet a particular housing requirement if it is only going to come forward at a very slow rate. It may be more effective (in terms of housing delivery) to over allocate and include a variety of sites being promoted by different bodies (e.g. Homes England) and Small and Medium Enterprise (SME) developers. The rates of delivery are influenced by the characteristics of individual sites, the product built on the sites, and how sites relate

⁷ Based on 2017 - 2019 House builder Annual Reports for Barratts, Berkeley, Persimmon, Taylor Wimpey, Bellway, Bovis, Crest Nicholson, Redrow, Countryside and Linden Homes.

⁸ Planning and housing delivery (Savills, 2019) Accessed at: <http://pdf.euro.savills.co.uk/uk/spotlight-on/planning-and-housing-delivery---2019.pdf>

Independent review of build out: final report (Rt Hon Sir Oliver Letwin MP, October 2018) Accessed at: <https://www.gov.uk/government/publications/independent-review-of-build-out-final-report>
Start to Finish - How Quickly do Large-Scale Housing Sites Deliver? (Lichfields, November 2016)
Accessed at: <https://lichfields.uk/media/1728/start-to-finish.pdf>

to each other – as well as the general strength of the housing market. Therefore, a homogenous housing land supply should be avoided where possible.

There is potential for sites (normally larger sites) to see a number of outlets building new homes at any one time. Additional outlets are typically in the form of a different house builder, but it can also be in the form of different products sold from different marketing suites by the same house builder.

The final Housing Delivery Study will include more analysis of the housing market area comparator sites and GCSP strategic sites (completions and projections). An initial review of comparator sites is summarised in **Table A2.1** and **Table A2.4**.

Table A2.1: Comparator sites projections summary

	Peak build out dwellings per annum	Average build out dwellings per annum
Max	655	376
Mean	161	102

Source: AECOM, September 2020

Preliminary analysis of GCSP lead in time data (**Table A2.2**) shows it to be broadly consistent with lead in times nationally. The final study will explore those factors that may influence faster lead in times, particularly associated with urban extensions to Cambridge.

The literature review in **Appendix 5** includes information on average lead in times and build out rates, drawn from published research.

Table A2.2: Average lead-in times GCSP

	Count of Length of Time from Outline Planning Application Submitted to First Housing Completions (in months)	Average of Length of Time from Outline Planning Application Submitted to First Housing Completions (in months)	Years
Cambridge	3	76	6.3
10-49	-	-	-
50-99	1	62	5.2
100-199	1	96	8.0
200-999	-	-	-
1000+	1	69	5.8
City/South Cambs - Joint	2	71	5.9
1000+	2	71	5.9
South Cambs	12	45	3.7
10-49	5	41	3.4

	Count of Length of Time from Outline Planning Application Submitted to First Housing Completions (in months)	Average of Length of Time from Outline Planning Application Submitted to First Housing Completions (in months)	Years
50-99	4	37	3.0
100-199	1	56	4.7
200-999	1	67	5.6
1000+	1	61	5.1
Grand Total	17	53	4.4

Table A2.3: Volume Housebuilders Average Completions per Outlet

	Annual Reports 2017			Annual Reports 2018			Annual Reports 2019			Annual Reports 2020		
House Builder	Number of Completions	Number of Sites (Sales Outlets)	Average No. of Completions	Number of Completions	Number of Sites (Sales Outlets)	Average No. of Completions	Number of Completions	Number of Sites (Sales Outlets)	Average No. of Completions	Number of Completions	Number of Sites (Sales Outlets)	Average No. of Completions
Barratt Developments	17,395	366	48	17,579	368	48	17,856	370	48	12,604	366	34
Persimmon Plc	16,043	370	43	16,449	360	46	15,855	350	45	Not published	-	-
Taylor Wimpey	14,541	287	51	14,933	256	58	15,520	250	62	Not published	-	-
Bellway	9,644	230	42	10,307	247	42	10,892	268	41	Not published	-	-
Bovis/Vistry Group*	3,645	92	40	3,759	87	43	3,867	128	30	Not published	-	-
Berkeley**	3,905	58	67	3,536	62	57	3,698	69	54	2,723	70	39
Countryside	3,389	47	72	4,295	53	81	5,733	56	102	Not published	-	-
Crest Nicholson	2,935	51	58	3,020	55	55	2,912	59	49	Not published	-	-
Redrow	5,416	132	41	5,913	132	45	6,443	126	51	4,032	110	37
Linden Homes/ Galliford Try***	3,296	77	43	3,442	85	40	3,229	80	40	Not published	-	-
Total	80,209	1,710	-	83,233	1,705	-	86,005	1,756	-	19,359	546	-
Average	-	-	50	-	-	51	-	-	52	-	-	36

*Active outlets not stated for Annual Report 2019. $0.58/\text{week average} = 30.16 \text{ dwellings per outlet per year}$ ($3867/30.21 = \sim 128 \text{ outlets}$)

**Outlets not stated, live sites with 'implementable planning consent and are in construction' used as a proxy

*** Linden Homes and Galliford Try Partnerships acquired by Vistry Group January 2020

Table A2.4: Comparator Strategic Site Trajectories (Please note: this database is in draft and shall be refined prior to the final Housing Delivery Study)

LPA	Strategic site name	Total completed	Total in plan period	16/17	17/18	18/19	19/20	20/21	21/22	22/23	23/24	24/25	25/26	26/27	27/28	28/29	29/30	30/31	31/32	32/33	33/34	34/35	35/36	36/37	37/38	Peak dwellings per year	Average dwellings per year
Huntingdonshire	Alconbury Weald / RAF Alconbury / North Huntingdonshire cluster	394	5,104	48	227	119	199	207	209	208	208	300	300	300	300	300	300	300	300	300	300	300	-	-	-	300	249
Huntingdonshire	Edison Bell Way	0	342	-	-	-	-	-	42	100	100	100	-	-	-	-	-	-	-	-	-	-	-	-	-	100	86
Huntingdonshire	Bearcroft Farm, Godmanchester	429	799	87	114	114	114	75	100	110	55	30	-	-	-	-	-	-	-	-	-	-	-	-	-	114	89
Huntingdonshire	St Neots East Loves Farm (1300388OUT)/Wintringham Park (17/2308/OUT)	4	3,816	-	-	-	4	43	125	150	200	200	200	200	200	200	200	200	200	200	200	200	200	-	-	200	172
Huntingdonshire	RAF Upwood & Upwood Hill House	0	450	-	-	-	-	-	18	60	60	22	36	37	37	36	36	36	36	36	-	-	-	-	-	60	38
Huntingdonshire	East of Silver Street and South of A1, Buckden	0	270	-	-	-	-	-	-	-	-	-	-	-	20	50	50	50	50	50	-	-	-	-	-	50	45
Peterborough	Hampton (Residual sites)	-	1648	-	-	-	50	80	80	80	100	150	150	150	150	150	150	150	150	58	-	-	-	-	-	150	118
Peterborough	Land at Paston Reserve	0	963	-	-	-	-	-	-	-	-	100	100	100	100	50	56	-	-	-	-	-	-	-	-	100	84
Peterborough	Hampton Gardens	286	866	-	98	188	125	125	125	125	94	-	-	-	-	-	-	-	-	-	-	-	-	-	-	188	126
Peterborough	Hampton Heights	0	350	-	-	-	20	30	40	40	40	40	40	40	30	30	-	-	-	-	-	-	-	-	-	40	35
Peterborough	Land south of Oakdale Avenue (Residual)	0	483	-	75	75	0	80	80	80	70	23	-	-	-	-	-	-	-	-	-	-	-	-	-	80	60
Peterborough	Fletton Quays, land east Station Road	0	358	-	-	229	129	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	229	179
Peterborough	Site of former of Peterborough District Hospital	0	211	-	-	20	20	40	97	30	18	-	-	-	-	-	-	-	-	-	-	-	-	-	-	97	38
Peterborough	Land east of Alwalton Hill (gateway Peterborough)	0	610	-	-	-	-	-	-	-	-	80	80	80	80	80	80	80	50	-	-	-	-	-	-	80	76
Peterborough	East of England Show	0	650	-	-	-	-	-	-	-	50	125	125	125	125	100	-	-	-	-	-	-	-	-	-	125	108

LPA	Strategic site name	Total completed	Total in plan period	16/17	17/18	18/19	19/20	20/21	21/22	22/23	23/24	24/25	25/26	26/27	27/28	28/29	29/30	30/31	31/32	32/33	33/34	34/35	35/36	36/37	37/38	Peak dwellings per year	Average dwellings per year
Ground																											
Peterborough	Norwood	0	2000	-	-	-	-	-	50	50	100	150	200	200	200	200	200	200	150	150	100	50	-	-	-	200	143
Peterborough	Former Freemasons Site, Ivatt Way	0	460	-	-	-	-	-	-	-	-	-	-	-	-	50	50	50	70	90	70	80	-	-	-	90	66
Peterborough	Fengate South	0	350	-	-	-	-	-	-	-	-	-	-	-	-	50	50	50	50	50	50	50	-	-	-	50	50
Peterborough	Hampton Centre	0	200	-	-	-	-	-	-	-	50	50	50	50	-	-	-	-	-	-	-	-	-	-	-	50	50
Peterborough	Orton Centre	0	250	-	-	-	-	-	-	-	-	50	50	50	50	50	-	-	-	-	-	-	-	-	-	50	50
Peterborough	Part of Tanholt Farm, Eye	0	250	-	-	-	-	-	-	-	50	50	50	50	-	-	-	-	-	-	-	-	-	-	-	50	50
Peterborough	North Westgate Opportunity Area	0	200	-	-	-	-	-	-	-	-	50	50	50	50	-	-	-	-	-	-	-	-	-	-	50	50
Peterborough	Station West Opportunity Area	0	200	-	-	-	-	-	-	-	-	50	50	100	-	-	-	-	-	-	-	-	-	-	-	100	67
Peterborough	Station East Opportunity Area	0	400	-	-	-	-	-	-	-	-	100	100	100	100	-	-	-	-	-	-	-	-	-	-	100	100
Peterborough	Riverside South	0	200	-	-	-	-	-	-	-	-	50	50	50	50	-	-	-	-	-	-	-	-	-	-	50	50
East Cambridgeshire	Land at High Flyer Farm North of Kings Avenue Ely Cambridgeshire		800				0	0	0	50	50	50	50	50	50	50	50	50	50	50	0	0	0	0	50	32	
East Cambridgeshire	North Ely Urban Extension (western parcel)		1200				0	0	30	50	50	70	70	75	75	75	75	75	75	75	56	0	0	0	75	49	
East Cambridgeshire	Land at Newmarket Road Burwell		350				0	0	0	20	60	60	60	60	60	30	0	0	0	0	0	0	0	0	60	18	
East Cambridgeshire	West of Woodfern Road		250				0	10	50	50	50	50	40	0	0	0	0	0	0	0	0	0	0	0	50	13	
East Cambridgeshire	Land Parcel North of Grange Lane Littleport Cambridgeshire		680				0	0	0	35	70	70	70	70	70	70	70	35	35	15	0	0	0	0	70	36	
East Cambridgeshire	Land off Brook Street		400				0	0	0	0	50	50	50	50	50	50	50	0	0	0	0	0	0	0	50	21	

LPA	Strategic site name	Total completed	Total in plan period	16/17	17/18	18/19	19/20	20/21	21/22	22/23	23/24	24/25	25/26	26/27	27/28	28/29	29/30	30/31	31/32	32/33	33/34	34/35	35/36	36/37	37/38	Peak dwellings per year	Average dwellings per year
East Cambridgeshire	Eastern Gateway area		600				0	30	50	50	50	50	50	50	50	50	50	50	20	0	0	0	0	0	50	32	

Source: Various local planning authority Annual Monitoring Reports, housing trajectories and five-year housing land supply statements

At this interim stage the consultant team are continuing to build up an analysis of lead in times and build out rates drawn from the region and other comparable growth areas in the South East/East. To date this task has involved collecting data from sources such as Annual Monitoring Reports, five year housing land supply position statements and extant or submitted housing trajectories attached to Local Plans. The final report will benefit from a more comprehensive dataset and sample from a wider range of local planning authorities, at this stage the data in Table A2.4 only provides a general pattern/high-level indication of lead in times and build out rates from other authorities in Cambridgeshire. Table A2.4 in combination with other secondary sources (e.g. volume housebuilder annual reports and published research) has been used to inform the analysis at this interim stage and assist the Councils to understand what assumptions will need to be analysed further, and possibly amended, prior to publication of the final report.

Appendix 3 Historic Delivery Rates

Table A3.1: Greater Cambridge Historic Completions Data

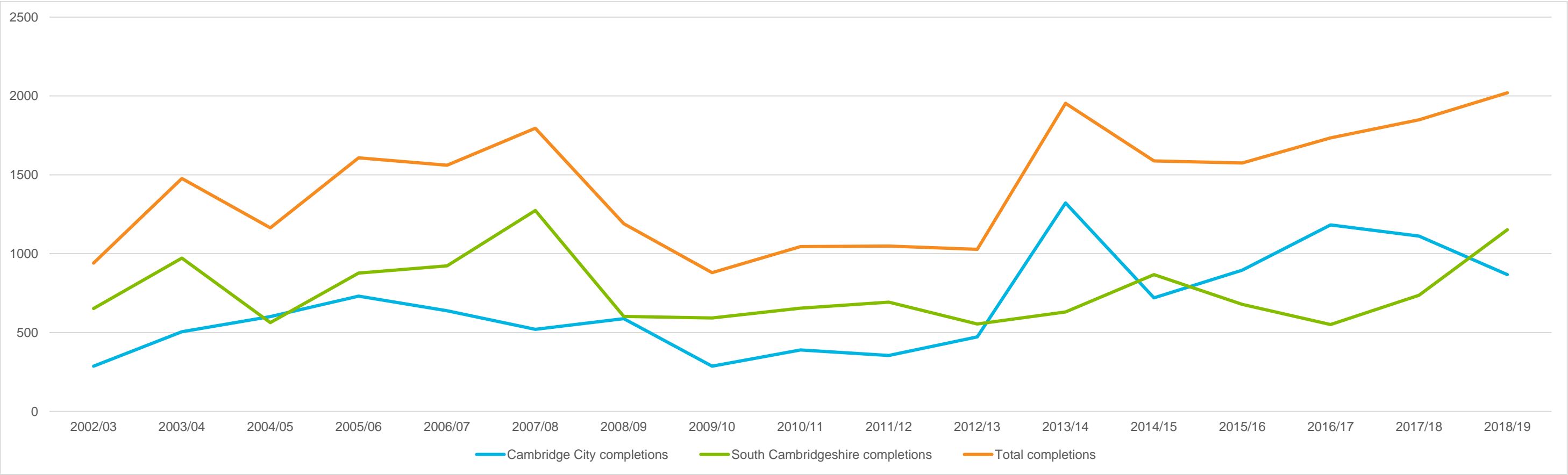
Completions	1999/2001*	2001/02**	2002/03	2003/04	2004/05	2005/06	2006/07	2007/08	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19	Total	Average 2002/03-2018/19
Cambridge City completions	325	159	287	505	601	731	638	521	588	287	390	355	473	1,322	720	896	1,183	1,112	868	11,961	675
South Cambridgeshire completions	1,602	525	653	972	563	877	923	1,274	602	593	655	693	555	631	868	679	551	737	1,152	15,105	763
Total completions	1,927	684	940	1,477	1,164	1,608	1,561	1,795	1,190	880	1,045	1,048	1,028	1,953	1,588	1,575	1,734	1,849	2,020	27,066	1,439

Data taken from published Annual Monitoring Reports (AMRs). Cambridge City data 1999-2010/11 is from the Cambridge City 2017/18 AMR. South Cambridgeshire data 1999-2010/11 is from the South Cambridgeshire 2017/18 AMR

Data from 2011/12 onwards is from the Appendix 2 of the Greater Cambridge AMR 2018/19

* Source data is only available for a two-year period (1.7.99 – 30.6.01)

** Nine month period as monitoring year was moved from July-June to April-March (1st April to 31st March each year)



Appendix 4 Stepped housing requirement case studies

All of the spatial options assume a “flat” housing requirement across the Joint Local Plan period; however, the Planning Practice Guidance allows for Local Plans to adopt a “stepped” housing requirement which varies during the plan period. The guidance⁹ on stepped requirements is presented below:

When is a stepped housing requirement appropriate for plan-making?

A stepped housing requirement may be appropriate where there is to be a significant change in the level of housing requirement between emerging and previous policies and / or where strategic sites will have a phased delivery or are likely to be delivered later in the plan period. Strategic policy-makers will need to identify the stepped requirement in strategic housing policy, and to set out evidence to support this approach, and not seek to unnecessarily delay meeting identified development needs. Stepped requirements will need to ensure that planned housing requirements are met fully within the plan period. In reviewing and revising policies, strategic policy-makers should ensure there is not continued delay in meeting identified development needs.

Where there is evidence to support a prioritisation of sites, local authorities may wish to identify priority sites which can be delivered earlier in the plan period, such as those on brownfield land and where there is supporting infrastructure in place e.g. transport hubs. These sites will provide additional flexibility and more certainty that authorities will be able to demonstrate a sufficient supply of deliverable sites against the housing requirement.

Paragraph: 021 Reference ID: 68-021-20190722

Revision date: 22 July 2019

In addition to the PPG on stepped housing requirements for the plan period, there is also the guidance on how to address past housing shortfalls during the plan period:

How can past shortfalls in housing completions against planned requirements be addressed?

Where shortfalls in housing completions have been identified against planned requirements, strategic policy-making authorities may consider what factors might have led to this and whether there are any measures that the authority can take, either alone or jointly with other authorities, which may counter the trend. Where the standard method for assessing local housing need is used as the starting point in forming the planned requirement for housing, Step 2 of the standard method factors in past under-delivery as part of the affordability ratio, so there is no requirement to specifically address under-delivery separately

⁹ <https://www.gov.uk/guidance/housing-supply-and-delivery>

when establishing the minimum annual local housing need figure. Under-delivery may need to be considered where the plan being prepared is part way through its proposed plan period, and delivery falls below the housing requirement level set out in the emerging relevant strategic policies for housing.

Where relevant, strategic policy-makers will need to consider the recommendations from the local authority's action plan prepared as a result of past under-delivery, as confirmed by the Housing Delivery Test.

The level of deficit or shortfall will need to be calculated from the base date of the adopted plan and should be added to the plan requirements for the next 5 year period (the Sedgefield approach), then the appropriate buffer should be applied. If a strategic policy-making authority wishes to deal with past under delivery over a longer period, then a case may be made as part of the plan-making and examination process rather than on a case by case basis on appeal.

Where strategic policy-making authorities are unable to address past shortfalls over a 5 year period due to their scale, they may need to reconsider their approach to bringing land forward and the assumptions which they make. For example, by considering developers' past performance on delivery; reducing the length of time a permission is valid; re-prioritising reserve sites which are 'ready to go'; delivering development directly or through arms' length organisations; or sub-dividing major sites where appropriate, and where it can be demonstrated that this would not be detrimental to the quality or deliverability of a scheme.

Paragraph: 031 Reference ID: 68-031-20190722

Revision date: 22 July 2019

In light of the PPG above it is possible to adopt a plan that varies the housing requirement over the plan period:

- Due to a step change in housing delivery;
- To accommodate the lead-in times of strategic sites which may come forward later in the plan period; and
- To address past under-delivery.

A number of case study examples are presented below to understand existing precedent in how Councils and Planning Inspectors have dealt with proposals for either stepped housing requirements and / or attempts to justify the use of the Liverpool method¹⁰ instead of the Sedgefield approach advocated in the PPG.

¹⁰ The Liverpool method seeks to deliver housing to meet a past shortfall over the entire plan period; whereas the Sedgefield method, endorsed in the Planning Practice Guidance, seeks to meet the shortfall in the first 5 years of the plan.

Cambridge Local Plan (adopted October 2018) and South Cambridgeshire Local Plan (adopted September 2018)

A Memorandum of Understanding was agreed between Cambridge City Council and South Cambridgeshire District Council in September 2014, which agreed that the housing trajectories for Cambridge and South Cambridgeshire, as updated each year in the Annual Monitoring Report, will be considered together for the purposes of phasing of housing delivery, including for calculating 5-year housing land supply in development management decisions that concern housing development.

The adopted plans state that this is consistent with the development sequence and spatial development strategy for Cambridge and South Cambridgeshire, and the phasing of housing delivery reflecting that strategy. As such, sites at the top of the development sequence in and on the edge of the urban area of Cambridge will deliver in the early and middle part of the plan period. Delivery in South Cambridgeshire will be greater in the middle and latter parts of the plan period, in particular as the fringe sites build out from the edge of Cambridge and move across the administrative boundary into South Cambridgeshire and as the new settlements come forward. There will also be some housing in larger villages early in the plan period.

The Councils have a record of providing significant levels of housing and have a significant level of identified housing supply. The development strategy for Cambridge and South Cambridgeshire has been carried forward from previous plans and includes two further new settlements. Under these circumstances the appropriate methodology for calculating five year housing land supply across the two authorities, in the extant Local Plans, is the Liverpool methodology. In response to historic levels of delivery, the appropriate buffer is 20%.

The trajectories rely on information about sites that have the potential to deliver dwellings over the 15 year plan period and beyond, taken from the strategic housing land availability assessments (SHLAA) and work on local plan allocation sites.

Appendix N (of the Cambridge Local Plan) and Appendix A (of the South Cambridgeshire Local Plan) set out the methodology for establishing housing land supply using this approach. The adopted plans included details of the housing land supply position as at November 2017. This showed that the Councils both individually and jointly could demonstrate a five year housing land supply based on the housing requirement included in the local plans, and that this was anticipated to continue for the remainder of the plan period. The housing supply data will be updated annually and published in the Annual Monitoring Report.

The Figure (below) shows past and projected completions for Cambridge and South Cambridgeshire over the plan period (2011/12 to 2030/31). In total, the plans must make provision for a minimum of 33,500 homes over this period, which is represented in the graph by the black 'plan' line (the combined annual housing requirement of 1,675 net homes). It also includes a 'manage' line, which shows the outstanding balance of completions relative to cumulative delivery.

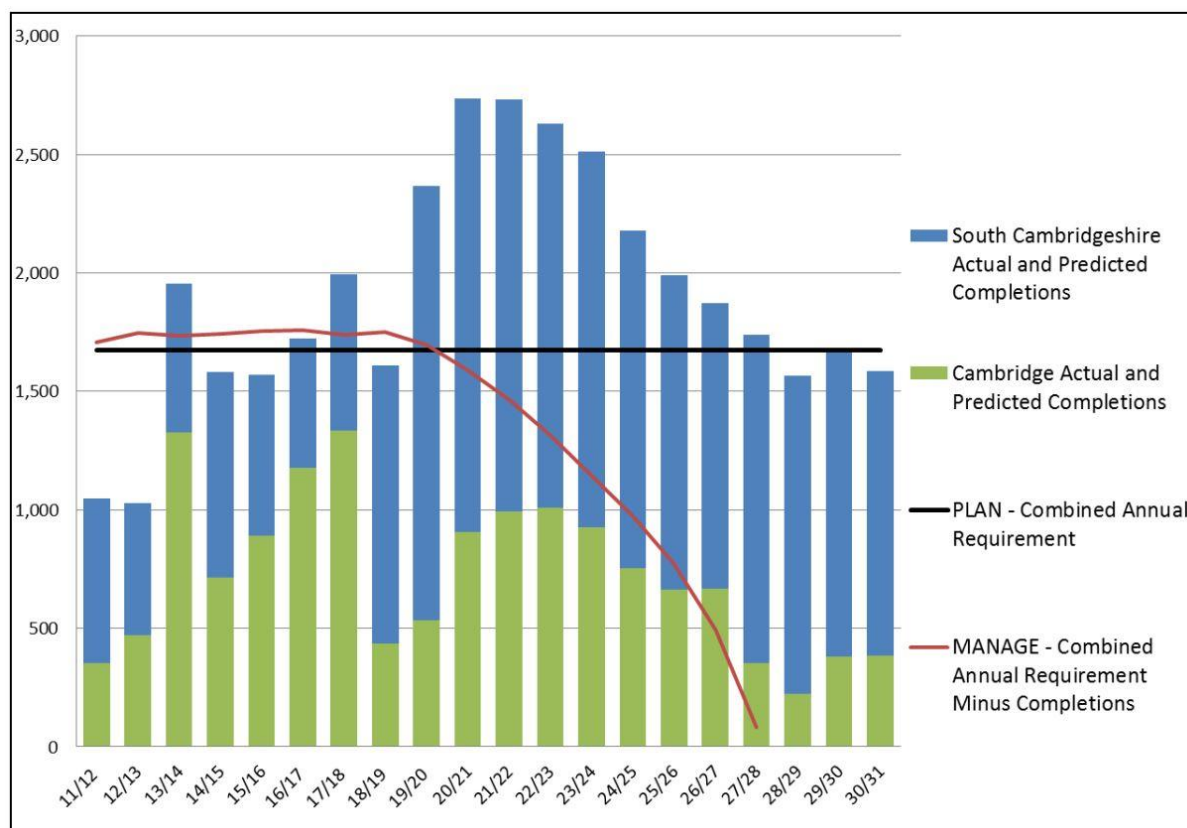


Figure A4.1: Greater Cambridge Housing Trajectory

The South Cambridgeshire Inspector commented that:

40. There has been a shortfall in housing delivery since the start of the plan period of 1,880 up to 31 March 2017. There are two generally recognised approaches to dealing with this undersupply: either within the next five years (known as the Sedgefield method), or over the remainder of the plan period (the Liverpool method). The PPG advises that local planning authorities should aim to deal with any undersupply within the first five years of the plan period 'where possible'.

41. The Local Plan is reliant on two new settlements at Waterbeach and Bourn to deliver a significant proportion of the housing requirement. Both sites require significant investment in infrastructure and, realistically, may not start to deliver new housing until the mid or later years of the plan period. If the Sedgefield method were to be used it would almost certainly result in increased pressure to develop new housing in the rural areas which are a lower tier in the Sustainable Development Strategy. In the circumstances, the use of the Liverpool method is justified.

The Cambridge City Inspector commented that:

42. The foundation for the Cambridge Local Plan and the South Cambridgeshire Local Plan is the Sustainable Development Strategy Review. ... Although a joint plan has not been prepared, the two plans are both based on the SDSR. ... During the Examination the City Council, together with South Cambridgeshire District Council, prepared a Memorandum of Understanding (RD/Strat/350) which advocates the use of a joint housing trajectory for the two authorities. Overall, the use

of the joint trajectory will lead to a more sustainable pattern of development in accordance with the SDSR.

43. ... The use of the joint trajectory across the two plans will be a temporary measure until a joint local plan is prepared ... which will bring the situation fully into line with PPG. In all the circumstances, this is a reasonable approach.

44. Cambridge City does not have a shortfall in the delivery of new housing in the years 2011-2017. However, for the purposes of the joint trajectory, it is appropriate to deal with the shortfall over the remainder of the plan period, known as the Liverpool method. This is because of the reliance, in the South Cambridgeshire Local Plan, on the delivery of two new settlements which require significant investment in new infrastructure and, realistically, may not start to deliver new housing until the mid or later years of the plan period.

The South Cambridgeshire Inspector noted how the Local Plan strategy was influenced by the timing and lead in of the larger strategic sites:

90. The proposals for Northstowe and Cambourne West are well advanced and highly likely to make a significant contribution to meeting development needs, particularly for housing, during the plan period. The proposals for Waterbeach and Bourn Airfield raise a number of issues, particularly in relation to the provision of new infrastructure. Work is underway, however, to address these issues. The review of the Plan offers an opportunity to consider progress towards ensuring that the requirements of the policies can be met, particularly in relation to sustainable transport measures. On the basis of the evidence before us, we conclude that there is a reasonable prospect that the new settlements will deliver sustainable development to meet identified needs during the plan period.

Key points:

Two separate plans covered by a joint housing trajectory is a novel approach, albeit the Inspector recommends early plan reviews pending a future joint plan. Where the spatial strategy involves emerging new settlement options expected to come forward in the later years of the plan period it would be unreasonable to apply the Sedgefield method. The interaction and balance between urban extensions around Cambridge in the earlier part of the plan period and new settlement options in the latter part of the plan period justified the Liverpool method.

Vale of White Horse Local Plan Part 1 (adopted December 2016)¹¹

A “flat” housing requirement was proposed by Vale of White Horse District Council, but for monitoring purposes the Council proposed to split the housing requirement into two areas – the “Science Vale Ring Fence” and the rest of the district – where the “Science Vale Ring Fence” area is the main focus for a significant amount of new development during the plan period.

¹¹ <http://www.whitehorsedc.gov.uk/services-and-advice/planning-and-building/planning-policy/local-plan-2031>

In the Science Vale Ring Fence area, where a step-change in delivery is planned, the plan proposes to meet the shortfall that accrued since the Local Plan base date (with a 20% buffer) across the plan period (the Liverpool method), but in the rest of the plan area outside of the Science Vale Ring Fence the Sedgefield approach was proposed.

The Inspector's Report¹² stated "I am satisfied that it is appropriate for the Council to apply the 'Liverpool' method to calculation of supply in its "self-imposed" ring fence area and in the application of policy CP5 (giving a supply of 5.9 years within the ring fence even excluding sites 12 and 13), given that across the district as a whole a supply well in excess of 5 years exists when calculated on the more demanding Sedgefield method. Moreover, given that some concern has been raised about the possibility of saturation of the housing market in the South East Vale Sub-Area (where the Science Vale Ring Fence is located), it is questionable whether the number of dwellings required to provide a five year supply using the Sedgefield method could be delivered".

Key points:

Where a 20% buffer to address under-delivery is coupled with a step-change in delivery, and there is a risk that the market may be saturated in the first five years of the plan, the use of the Liverpool method can be justified.

Guildford Local Plan 2015-2034¹³ (adopted April 2019)

A stepped requirement was proposed in the submission plan to boost the early supply of housing in a district with "seriously poor and deteriorating housing affordability" but was abandoned during the examination following updated household projections which lowered the objectively assessed need for housing. Despite this reduction in housing need the proposed Liverpool method to addressing the shortfall since the start of the plan period was found sound. The Local Plan states at paragraph 4.1.15:

"National policy states that where possible the deficit accrued since the start of the plan period should be met within the first five years. Given the step change in housing requirement compared to past delivery rates which have been constrained by Green Belt policy, the accrued backlog at the date of adoption is significant. Whilst the plan includes numerous smaller sites capable of being delivered early in the plan period, there are a number of strategic sites that have longer lead in times. For these reasons, the backlog will be met over the plan period, using the Liverpool approach to calculating a rolling five year housing land supply rather than the Sedgefield approach."

Main Modifications were made to amend the housing requirement from the submitted stepped requirement to a "flat" requirement over the plan period, despite the plan delivering a step-change in delivery compared to the previous plan.

¹²

<http://www.whitehorsedc.gov.uk/sites/default/files/Vale%20of%20White%20Horse%20Local%20Plan%202031%20Part%201%20-%20Inspectors%20Report.pdf>

¹³ <https://www.guildford.gov.uk/localplan/2015-2034>

Additionally the Inspector¹⁴ found that a significant overallocation against the housing requirement (approximately 40% higher) was sound:

“The housing trajectory indicates that there is potential to deliver 14,602 homes over the plan period. The difference between this and the total housing requirement of 10,678 homes has been raised during the examination in the context of whether there are exceptional circumstances to release land from the Green Belt. This is dealt with in more detail under Issue 5. But purely in terms of housing supply, there is enough headroom to ensure that the Plan remains robust in the event that there is slippage in the delivery of housing from the allocated or committed sites, avoiding the need to allocate reserve sites; and enough headroom to provide for the anticipated level of unmet need from Woking, bearing in mind that there would be a continuing level of undersupply over the period of Woking’s newly reviewed plan. The overall plan provision would also provide more affordable housing and go further to address serious and deteriorating housing affordability.”

Key points:

Where sufficient deliverable capacity demonstrably exists it may not be possible to justify a stepped housing requirement and defer meeting housing needs to the end of the plan period. To ensure delivery against a challenging housing requirement within the plan period Guildford significantly over-allocated against the housing requirement (around 40%), providing sufficient “headroom” to mitigate against the risk of under-delivery should strategic sites not deliver as forecast in the trajectory.

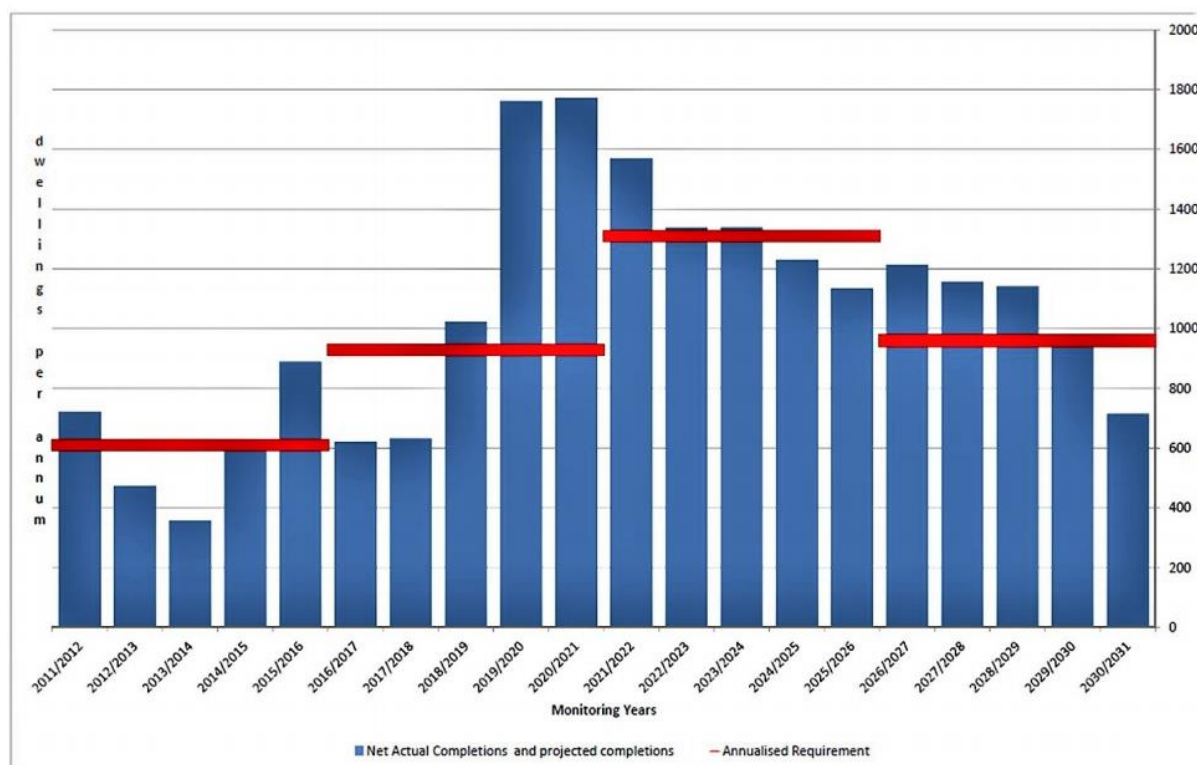
Arun Local Plan 2011-31 (adopted July 2018)¹⁵

The Local Plan’s housing supply is stepped across the plan period to match the planned delivery of strategic site allocations. There are targets for each five-year period in the plan, but these deliver the whole plan target of at least 20,000 homes by 2031. Due to persistent under-delivery the district’s five-year housing land supply calculation has a 20% buffer applied, but the Sedgefield approach was taken to meeting the shortfall.

¹⁴ https://www.guildford.gov.uk/media/29804/Appendix-1-The-Inspector-s-Report/pdf/Appendix_1_-_The_Inspector's_Report.pdf?m=636909200279400000

¹⁵ <https://www.arun.gov.uk/download.cfm?doc=docm93jjm4n12844.pdf&ver=12984>

Figure A4.2: Arun Local Plan Housing Trajectory



The Inspectors report¹⁶ states:

“Policy H SP1 includes a stepped approach to housing delivery increasing from 610 dpa between 2011/12 to 2015/16 to a peak of 1,310 dpa between 2020/21 to 2025/26. The LP proposes strategic allocations to bridge the considerable gap between existing supply and the large increase in the OAN. This will require a step change in delivery. It will not be straightforward to deliver the strategic sites which will require master-planning, related infrastructure and in some cases significant lead in times.

Delivering a greater range of sites within the LP, including smaller sites which would take less time to get off the ground, would have been one way of potentially avoiding a stepped delivery. However, the LP relies on NPs and a Non-Strategic Sites DPD to deliver smaller allocations. To widen the scope of the Plan at this stage would further delay adoption of an up-to-date LP and delivery of housing. Housing targets need to be realistic and deliverable. The stepped approach within Policy H SP1 is justified by the particular circumstances. However, in order to ensure that the policy is effective the 5 year periods need to be clear within the policy and this would be achieved by MM25.

Because a 610 dpa requirement would be applied during the 2011-16 period there is limited undersupply from the early years of the LP but the shortfall should be dealt with by the Sedgefield method. In order to make the approach to calculating the 5 year supply clear to the decision maker, thus making the LP effective, an explanation should be included which would be achieved by MM22. Based on up to date

¹⁶ <https://www.arun.gov.uk/download.cfm?doc=docm93ijim4n12488.pdf&ver=12506>

figures and applying the stepped delivery, a 20% buffer and the Sedgefield method to making up the shortfall, supply was 5.3 years at 31 March 2017.”

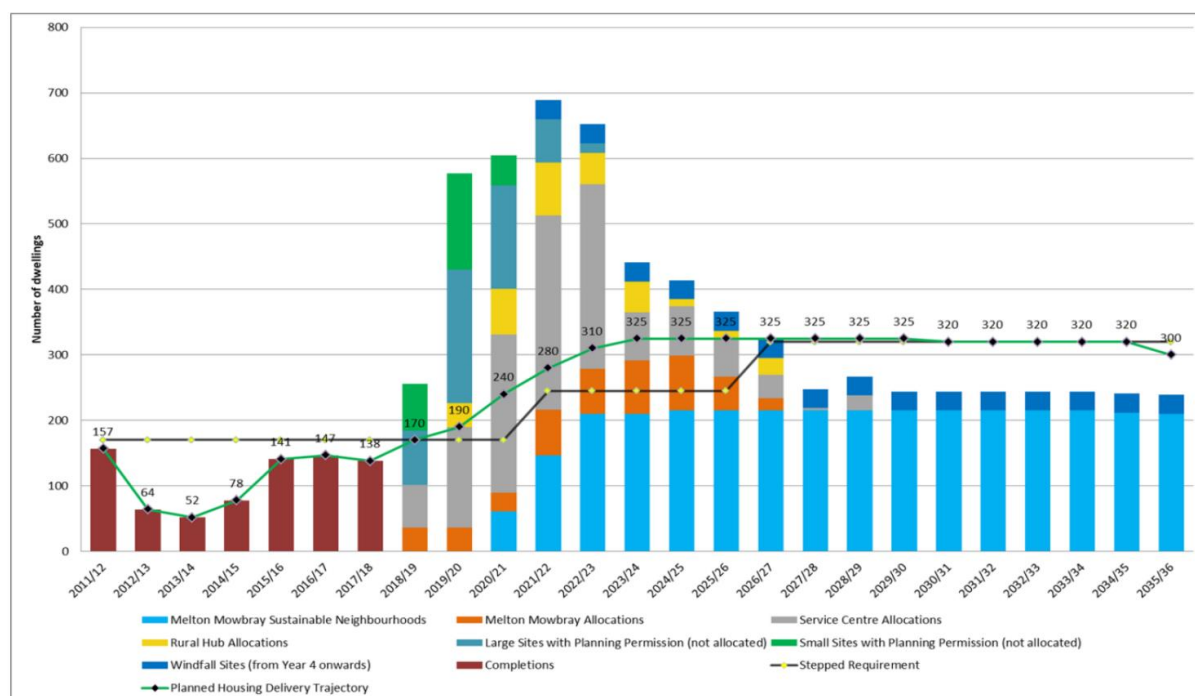
Key points:

The Arun plan was deemed to be delivering a “step change in delivery” yet it was still possible to demonstrate a five-year housing land supply with the Sedgefield method by using a stepped requirement. The nature of the strategic sites, the commitment to allocate non-strategic sites that would deliver immediately after plan adoption, and the Council’s agreement to invite planning applications on policy compliant HELAA sites and the first phases of some of the strategic allocations all convinced the Inspector that a stepped requirement was appropriate in the circumstances. The plan retrospectively applied a lower stepped housing requirement figure to the period prior to plan adoption which reduced the level of the shortfall, and subsequently the Council was able to use the Sedgefield method to meet that lower shortfall in the first five years of the plan.

Melton Local Plan (adopted 2018)¹⁷

Net completions from the beginning of the plan period to plan adoption (2011/12-2017/18) were recorded at an average of 111 dwellings per year, compared to the average annual requirement of 245 per annum. The trajectory is heavily reliant on two sustainable neighbourhoods north and south of Melton Mowbray which would take until 2022/23 to deliver significant numbers at full capacity. To reflect these matters, the annual housing requirement is 170dpa from 2011/12 to 2020/21, 245dpa 2021/22 to 2025/26, and 320dpa from 2026/27 onwards, as shown in **Figure A4.3** below.

Figure A4.3: Melton Local Plan Housing Trajectory



¹⁷ https://40598510-d83b-48fe-b4fd-63400f103e39.filesusr.com/ugd/2778e0_ec19e0e3c5184e2091477ee65acd3bd1.pdf

The Melton Inspectors Report¹⁸ acknowledges that the long-term average housing delivery in the Borough (1994-2016) is 170dpa, and that annual completions had only exceeded 245 dwellings in three of the past 23 years, therefore the plan was seeking a step change in delivery. The Inspectors Report states:

"In proposing the requirement figure of 6125, the Council has considered deliverability, including the implications for growth of the housing stock and comparison with completion rates in recent decades. In regard to the former, an increase of 6125 dwellings implies an average annual growth rate of 1% in the stock of dwellings. This is slightly above the rate of stock growth (0.8- 0.9%) that the White Paper: Fixing the Broken Housing Market seeks nationally. Since 2001, the Borough has averaged 0.8% growth per year, although in other districts in the HMA and in districts elsewhere that are said to be comparable to Melton, growth rates above 1% have been achieved in the same period. Overall, this lends support to the ambition for 6125 dwellings.

However, there is no convincing evidence that the uplift in housing completions that would be required to meet an average requirement of 245dpa from the start of the plan period is likely to be delivered in the short term. Taking account of the shortfall in delivery that has accrued against the requirement of 245dpa since 2011, net completions of 434dpa would be necessary if all of the shortfall were to be addressed within the next 5 years. Or if the shortfall were to be spread over the remainder of the Plan period (the Liverpool approach) as the submitted Plan proposes, it would result in an average requirement of 298dpa.

I am not aware of any precedent in the Borough for a delivery rate of 434dpa, and so far as 298dpa is concerned, net annual completions have exceeded 245 dwellings in only 3 of the past 23 years, the last peak being in 2008/2009, which was coterminous with an exceptionally favourable set of factors that influenced housing completions. Since then, completions dropped to a low of 52 in 2013/14 and have averaged only 142dpa from 2015 to March 2018. In contrast, the Plan is clearly aspirational and ambitious, and it provides for a very significant increase in the supply of deliverable housing land compared with the position earlier in this decade. Even so, the surplus in the supply of deliverable sites that has been identified (see Issue 5) is not an adequate reason to set a housing target for the Borough that would be excessively demanding in the short term. The market will need time to adjust to the Plan's proposals for a step change in growth, and the economic stimulus arising from the development of the sustainable neighbourhoods at Melton Mowbray and the significant improvement in transport infrastructure through the MMTS and MMDR will take time to come forward.

For the above reasons, and notwithstanding the views of developers and estate agents on this matter, I have concluded that it would be beyond the bounds of realism to require average completions to rise to 298dpa in the short term. It would also have the potential to undermine the spatial strategy, because there would be a significant risk of the

¹⁸ https://40598510-d83b-48fe-b4fd-63400f103e39.filesusr.com/ugd/c2f881_0a3d8c450c7c4b8798fa6175c56c639b.pdf

Council falling short against the annual housing delivery test, leading to pressures for development of unallocated and less sustainable sites across the Borough, particularly in the rural areas.

In these circumstances, it is justified and consistent with national planning policy to consider how the overall target of 6125 dwellings should be stepped over the remainder of the Plan period, to enable a more gradual increase in the annual level of completions that would be required. A number of alternative options were explored during the examination. In this light I have concluded that a 3-step requirement for average delivery rates of 170dpa 2011-2021, 245dpa 2021-2026, and 320dpa 2026-2036 would be aspirational and ambitious, while offering a reasonable prospect of being delivered. Accordingly, Policy SS2, the supporting text and the monitoring framework should be modified by MM1 to set this out. As Figure 6 of the MM shows, planned delivery increases gradually from 170dpa in 2018/19 to 310dpa in 2022/2023, clearly enabling a very significant increase in housing supply.”

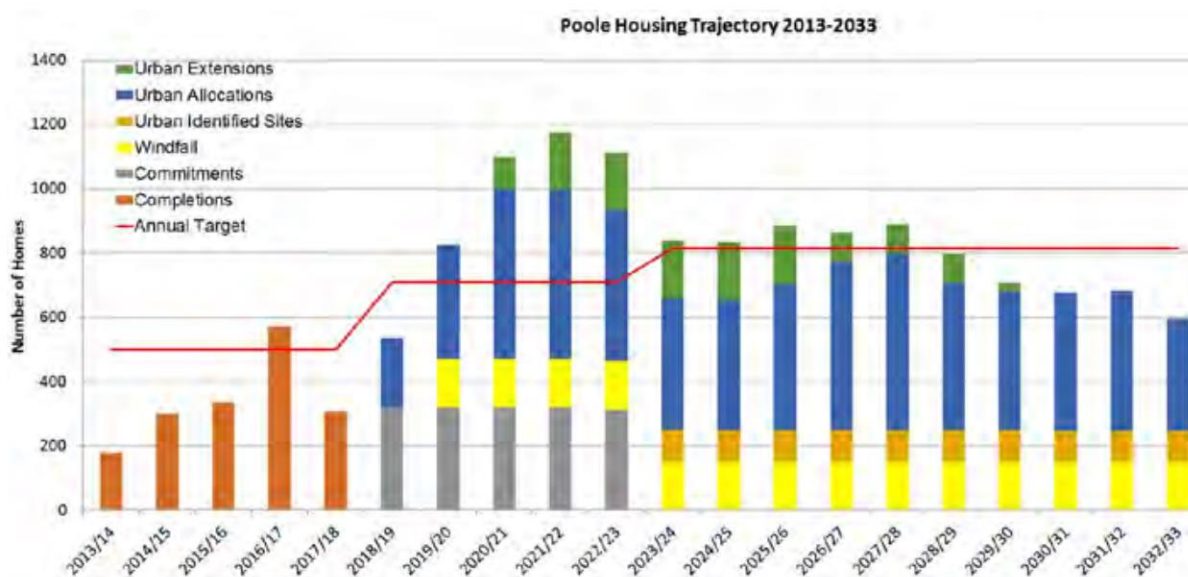
Key points:

Analysis of historic annual completion figures is important to understand if a step change in delivery is taking place. If the short-term annual housing requirement is so challenging that there is a risk that planning by appeal would occur and/or the Housing Delivery Test would be failed, this can be a justification for a stepped requirement and the use of the Liverpool method. Allowing sufficient time for infrastructure to be delivered can be a justification for a stepped requirement, as can allowing the market time to adjust to a step change in housing delivery and build capacity. The views of developers and estate agents can help Inspectors inform their view on this.

Poole Local Plan¹⁹ (adopted November 2018)

The Poole Local Plan makes provision for a step-change in housing delivery and utilises the Liverpool method for addressing the shortfall that accrued during the period 2013-2018 before the plan was adopted. Against an OAN of 710dpa the housing requirement increases from 500dpa over the period 2013-2018, to 710dpa for the period 2018-2023, to 815dpa over the period 2023-2033 with a requirement for an early review by 2023. The ability to release additional sites to provide short-term delivery is limited by Green Belt and Habitats Regulations issues regarding a Natural England review over the effectiveness of additional SANG provision.

¹⁹ <https://www.poole.gov.uk/resources/assets/attachment/full/0/47235.pdf>

Figure A4. 4: Poole Local Plan Housing Trajectory

The Inspectors Report²⁰ states that “without phasing of the requirement, the number of dwellings to be completed in the period to 2023 would be only 4% less than the likely to be available SANGS capacity²¹”. The Inspector noted that the Council and developers agreed a realistic deliverable supply of 5,053 dwellings within the next five years. With a 20% buffer this would have resulted in a five-year housing land supply of 4.8 years under the Sedgefield approach, or 5.5 years under the Liverpool approach. The Inspector stated that

“to maintain a five year supply of land, it would not be possible to use the ‘Sedgefield’ approach without allocating more sites for development. As already indicated, almost certainly these would need to be sites currently in the Green Belt and I am not persuaded that the exceptional circumstances necessary to remove the sites from the Green Belt would exist simply to ensure a five year supply of housing land in the district using the ‘Sedgefield’ approach. In reaching this conclusion I have also borne in mind that, even if deleted from the Green Belt and allocated for housing, there would not be an absolute guarantee that sufficient housing would be built on them to meet the five year requirement. Consequently, the use of the ‘Liverpool’ approach to recovering past shortfall in delivery is justified in Poole and for the plan to be effective MM7 is necessary to make this point clear. On this basis it is realistic that on adoption of the plan there will be a supply of deliverable housing land exceeding the five year requirement and that this situation will be maintained throughout the plan period.”

Key points:

The Poole Local Plan maximises delivery early in the plan period but the evidence demonstrates that any further short-term delivery to deliver a five-year housing land

²⁰ <https://www.poole.gov.uk/resources/assets/attachment/full/0/45776.pdf>

²¹ Whilst the period of the proposed 500 dpa requirement has now passed, retrospectively increasing the requirement for the 2013-2018 period to 710 dpa would (having regard to actual delivery in the 2013-2018 period and the need to ‘recover’ the resulting shortfall in delivery) have the effect of increasing the actual requirement in the 2018-2023 period well above the average annual requirement of 710 dpa.

supply under the Sedgefield method would be unacceptable in terms of Habitats Regulations and Green Belt policy. Under these circumstances it is appropriate to defer housing delivery until later in the plan period following a review of Natural England SANG mitigation effectiveness.

West Oxfordshire Local Plan 2031 (adopted September 2018)

The West Oxfordshire Local Plan housing trajectory²² provides for a step change in delivery from 365dpa as required under the South East Plan to 550dpa at the beginning of the new Local Plan before stepping up to 1,125 dpa by the end of the plan period. The highest historic delivery record for a single year since 1990 is 865 dwellings in 2007/08.

To address the significant shortfall since the base date of the Local Plan (2011) the Council proposed using the 'Liverpool' method. The Council also suggested a stepped housing requirement to help meet the OAN and unmet need from Oxford City, stating that insufficient capacity was identified through the SHLAA and Local Plan to deliver a 5-year supply under the Sedgefield approach which could only be achieved by releasing a large number of sites that were assessed by the Council as being unsuitable for new housing.

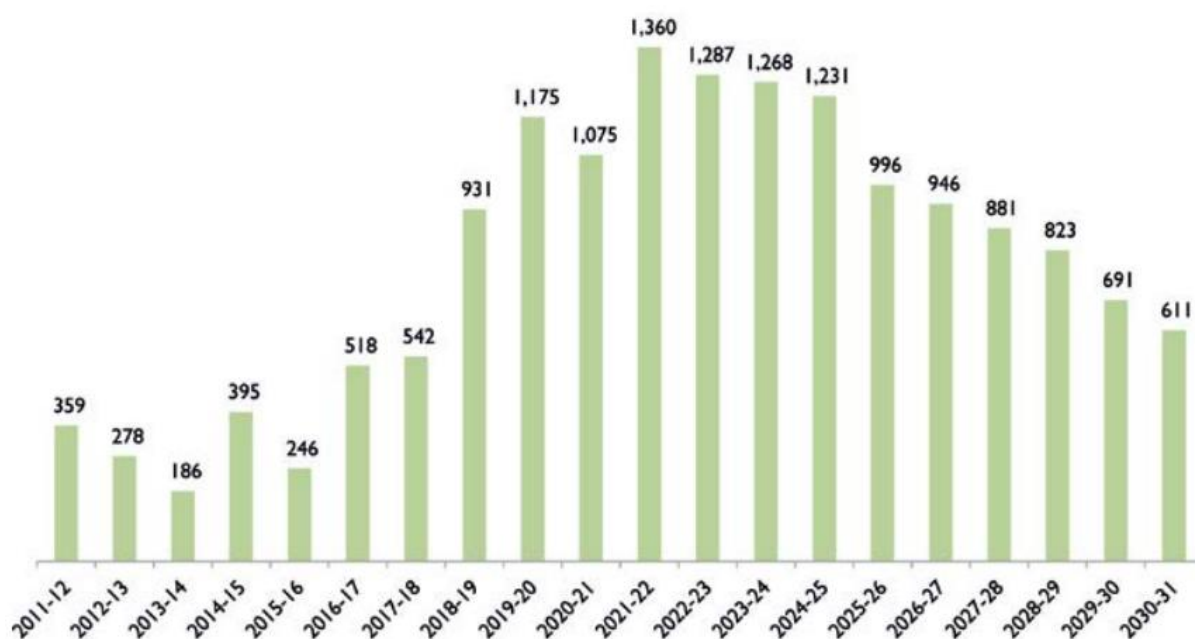
The Inspector agreed to make a main modification to the Local Plan to apply a lower initial housing requirement of 550 dwellings per year from 2011/12 – 2020/21, thereafter including an additional 275 homes per year for Oxford's unmet need and gradually increasing up to a total combined annual requirement of 1,125 homes per year.

The Inspectors Report²³ states that *"allocating more houses in the plan in an attempt to achieve a five year supply against the plan's annual average housing requirement figure would be likely to fail and cannot, therefore, be considered to be a sound approach. Moreover, it is the application of the 20% buffer which gives rise to these housing supply difficulties faced by the Council."*

Supporting the stepped requirement, the Inspector stated "A stepped trajectory would reflect the likely reality of delivery of the sites already included in the plan and, in particular, the strategic development areas (SDAs). Whilst challenging, the 1,125 dpa requirement for the last years of the plan period is realistic in the context of the highest annual delivery since 1990 of 865 dwellings. And, it is clearly much more realistic than the around 2,000 dpa delivery which would be required in the coming five years if the 'Sedgefield' approach to addressing shortfall in delivery were applied and no "stepping" of the housing requirement were to take place".

²² <https://www.westoxon.gov.uk/media/feyimpen/local-plan.pdf>

²³ <https://www.westoxon.gov.uk/media/ckibbnn2/west-oxfordshire-inspectors-report.pdf>

Figure A4.5: West Oxfordshire Local Plan Housing Trajectory

Key Points:

A stepped requirement and the Liverpool method was justified in light of a lack of suitable deliverable supply and the plan seeking to deliver a step-change in delivery including addressing unmet needs from a neighbouring authority. The plan maximises delivery from suitable sites in the first 5 years, however evidence was provided to demonstrate that this was not sufficient to meet housing need in the first few years of the plan period.

Oxford City Local Plan 2016-36²⁴ (adopted June 2020)

The Local Plan sets a capacity-based housing requirement and exports unmet needs to adjacent districts agreed under the Oxfordshire Memorandum of Cooperation. The stepped trajectory reflects the lead-in times and build-out rates of the available supply and addresses shortfall accrued since the base date of the plan. The stepped requirement and the capacity-based requirement of the plan was agreed through a Main Modification during the examination process. The capacity-based requirement was established in light of updated HELAA work, including a windfall allowance, and a housing trajectory.

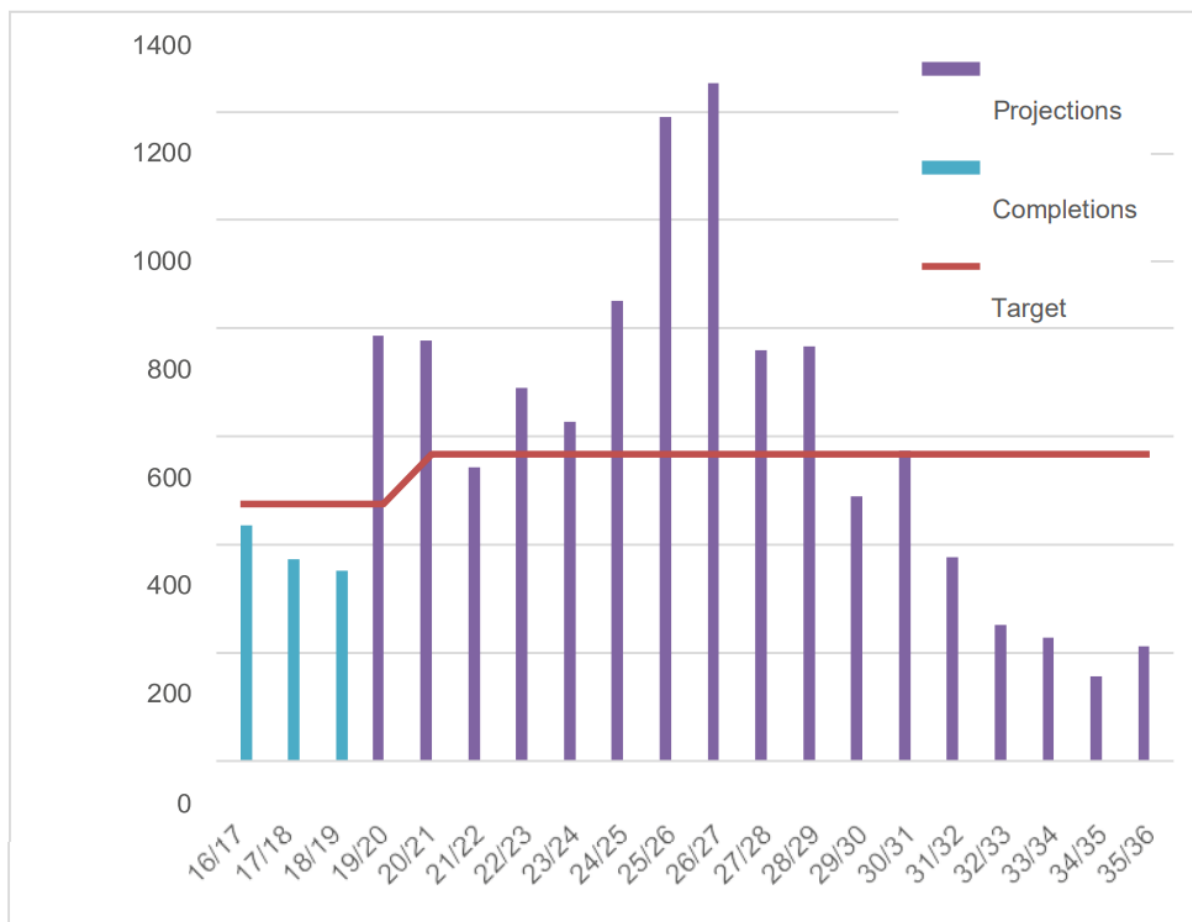
The Inspector's Report²⁵ states "There is no point in establishing a trajectory which would render the relevant housing policies in the plan immediately out-of-date within the terms of paragraph 11 of the NPPF. Consequently, the Council propose a housing requirement of 475 dpa in the first five years of the plan period (2016/17 to 2020/21) stepping up to 567dpa for the remainder of the plan. This is governed by the requirement to meet the housing requirement within the plan period; exceed the previous Core Strategy housing requirement of 400dpa in any given year; and to deliver a housing land supply of six years or more to ensure flexibility. From 2020/21

²⁴ https://www.oxford.gov.uk/downloads/file/7316/oxford_local_plan_2036_plain_text

²⁵ https://www.oxford.gov.uk/downloads/file/7288/inspectors_report_-_oxford_local_plan_2036

it would provide 6.2 years' supply, rising to 9.8 years in 2024/25. This stepped housing requirement is a reflection of the reality of housing delivery in the constrained conditions of Oxford and is required to ensure that the plan does not fail through an inability to meet the requirement for a 5 year housing land supply. MM6 introduces a stepped trajectory of 475 dpa from 2016/17 to 2020/21 followed by an increase to 567 dpa from 2021/22 to 2035/36 in recognition of the time passed since the start of the plan period and the need to increase delivery. The stepped trajectory reflects the reality of expected delivery rates. The modification is necessary to ensure that the plan is up to date and incorporates realistic delivery rates."

Figure A4.6: Oxford City Council Housing Trajectory



Key points:

A stepped requirement can be justified where it can be demonstrated that there are no further additional sources of supply that can be delivered in the first five years of the plan, and without a stepped requirement the Council would not be able to demonstrate a five-year housing land supply at plan adoption.

Thanet Local Plan 2031²⁶ (adopted July 2020)

The Council is taking a stepped approach to delivering the housing target with a lower requirement set for the first five years and with higher requirements for the

²⁶ <https://democracy.thanet.gov.uk/documents/s69015/Annex%203%20-%20Thanet%20Local%20Plan%20with%20appendices%20March%202020.pdf>

following 10 years to deliver the total housing requirement for the Plan period. The Local Plan states:

“Thanet has an emergent development market, but there is a real possibility that driving high levels of requirement in the early years might undermine the viability of some sites, or result in lowered viability, which again could affect the delivery of services and infrastructure, as well as affordable housing. Taking a “stepped approach” to meeting the housing target means that the Council can ensure that developments are supported by the necessary services and infrastructure, and reflects the expected trajectory of housing delivery from the strategic sites”.

The Inspectors Report²⁷ recognises that delivering the required number of new homes in Thanet “is going to require a demonstrable step-change in delivery”. The Inspectors Report states:

“In Thanet, housing completions have only exceeded 400 dpa once since 2011/12. Due to the limited number of completions since the start of the plan period, and the need to address any under-supply, the submitted Plan already requires the delivery of 4,500 dwellings between 2016 and 2021 (or 900 dpa). By the end of the Plan period it increases further to 5,585 dwellings (or 1,117 dpa). Following adoption of the existing Local Plan in 2006, delivery in Thanet was much stronger. 726 dwellings were built in 2009/10 and 889 dwellings in 2010/11. Even so, meeting housing needs is going to require a level of housebuilding not recently achieved in Thanet.”

The stepped trajectory is justified in light of the lead-in times of the strategic sites, with around 75% of the planned supply coming from strategic sites “which require significant new infrastructure” and are “expected to start delivering the bulk of new housing in the second half of the plan period”. The strategic sites are required to provide the critical mass necessary to deliver the required infrastructure for Thanet, such as new schools, healthcare and the ‘Inner Circuit’ relief road.

Key points:

Where a spatial strategy that concentrates delivery at a small number of strategic scale allocations is justified in order to deliver necessary infrastructure alongside a step-change in housing delivery, it is possible to justify a stepped housing requirement to allow the sites sufficient time to come forward. Such an approach is permissible to allow capacity to increase within the development industry in the local area.

Conclusions for the Greater Cambridge Local Plan

The above case studies provide useful examples of where other Councils have managed to justify the use of stepped housing requirements and/or the Liverpool method for addressing past under-delivery across the plan period.

It should be noted that all of the above plans were examined under the 2012 NPPF and before the Standard Method was introduced through the 2019 NPPF and

²⁷ <https://www.thanet.gov.uk/wp-content/uploads/2020/04/Thanet-Local-Plan-Report-Final-22.03.20-1.pdf>

updated PPG. As a result they were based on SHMA OAN requirements in accordance with the PPG at the time which resulted in a substantial time lag between the base date of the SHMA (and Local Plan) and plan adoption – in some cases 7 or 8 years – that subsequently created a large window for a shortfall to arise. Under the PPG the shortfall should be addressed within the first 5 years, but often because of combination of the size of the shortfall, the significant increase in housing requirement and the lengthy lead-in times for strategic sites to come forward, LPAs have been able to justify the adoption of a stepped housing requirement and/or the use of the Liverpool method for meeting the shortfall.

Under the 2019 NPPF the approach to assessed housing need has changed to the Standard Method, where under-delivery is factored into the Local Housing Need figure through the affordability adjustment²⁸. Whilst the local housing need figure should be calculated at the start of the plan-making process and the figure should be kept under review²⁹, there is no requirement under the Standard Method for Local Plans to make up for under-delivery. This means that the base date of the plan can be set later in the plan-making process which means there is less of a chance for a significant shortfall to accrue between the Local Plan base date and the adoption date. The corollary of this is that it will be harder under the Standard Method to be able to justify the use of the Liverpool method to meeting shortfall across the plan period, as the shortfall will be smaller. This leaves the other two factors mentioned in the PPG – the size of the increase in housing requirement, and the length of lead-in times for strategic sites to come forward – as the key factors that can justify the use of a stepped housing requirement.

Under the PPG to support a stepped housing requirement there needs to be “evidence to support the approach” and the Councils should “not seek to unnecessarily delay meeting identified development needs”. As the case study examples demonstrate evidence in this regard can include a lack of deliverable land supply in the first five years, sustainability appraisal evidence showing that sites that could come forward at the beginning of the plan period are unsustainable, or enabling infrastructure is required to be in place before development can take place. The HELAA, Sustainability Appraisal and Infrastructure Delivery Plan evidence will be key in informing the Council’s decision-making in this regard.

²⁸ The PPG states “The affordability adjustment is applied to take account of past under-delivery. The standard method identifies the minimum uplift that will be required and therefore it is not a requirement to specifically address under-delivery separately.” Paragraph: 011 Reference ID: 2a-011-20190220

²⁹ Planning Practice Guidance Paragraph: 008 Reference ID: 2a-008-20190220

Appendix 5 Literature Review

Table A5.1: Summary of Secondary Sources

Source	Lead in Times (variable metrics)	Build Out Rates / Outlets	Findings Summary (as taken set out in the source)
Housing Delivery on Strategic Sites. Research Study for Countryside Properties. (Colin Buchanan, December 2005)	5 years - All strategic sites 4.7 years - 1,000 to 1,999 dwellings 5 years - 2,000 to 2,999 dwellings 5.5 years - 3,000 dwellings or more Based on average time between application submission and first build year (Table 1) and trajectory assumptions (Table 7)	188 dpa - All strategic sites 101 dpa / 200 dpa - 1,000 to 1,999 dwellings 189 dpa / 250 dpa - 2,000 to 2,999 dwellings 330 dpa / 350 dpa - 3,000 dwellings or more Based on average of 36 strategic sites (Table 1) and trajectory assumptions (Table 7)	<p>The contribution of strategic sites to housing stock is relatively constant whereas the contribution of small sites (less than 1,000 dwellings) fluctuates widely. This shows that strategic sites provide a small but important base contribution to the housing stock per annum.</p> <p>The overall rate of development that has historically been achieved from strategic sites overall is only as high as 200 dwellings per annum for individual sites. This is the average that has been achieved since 1980 in the region <i>[East of England]</i>.</p> <p>Sites of between 1,000 and 1,999 dwellings have made a limited contribution towards overall development and have also been developed at much slower rates than larger developments. This may be reflective of the scale of investment required to service larger developments and the ability of larger developments (comprising 2,000 of more dwellings) to offset these costs, or to secure better investment.</p>
The Callcutt Review of housebuilding delivery (DCLG, November 2007)	25.1 months – pre-application process 6 months – planning consent given (after planning application submitted) 10.2 months – consent in legally implementable form (after planning application submitted) 17.2 months – start of construction work (after planning application submitted) Based on 150+ units schemes Source: London Development Research, unpublished research, 2007 using data from sources including the GLA and Estates Gazette	-	<p>It is almost an article of faith, universally held by housebuilders, that there is a limit of 35-50 homes which can be sold from one outlet in a single year; to achieve more rapid build-out requires prices to be reduced. Rates of sale on apartments are higher. Building out at a faster rate does not yield sufficiently larger early returns to offset the cost of discounts plus other marketing and management costs.</p> <p>There is no theory behind this, but rather the housebuilders’ observation and experience of how to make the best returns over time, balancing volume against price and risk. We believe that it partly reflects the capacity of local housing markets to absorb new supply, and partly the ability of local sales offices to process business. Overall, there is little reason to go for volume over price, particularly when the supply of fresh land is limited.</p> <p>Reflecting this rule of thumb, primary purchasers of major sites often split them up into smaller parcels for sale (or swap) to other builders. Each builder then opens a local office, with the result that build-out rates across the site as a whole are significantly increased, though not in full proportion to the number of outlets. The primary purchaser will obviously seek to obtain sufficient value now from selling or swapping land to offset future value forgone.</p> <p>We recommend that, in disposing of large sites for housing development, the Government and its agencies should wherever possible either break up a proportion of each site into smaller parcels for separate disposal or stipulate as a condition of sale that the primary purchaser should do so. This should both underpin faster build-out by creating opportunities for more sales outlets and enable smaller housebuilders to compete for their share of supply.</p>
Factors Affecting Housing Build-out Rates (CLG/ University of Glasgow, February 2008)		Most builders generally appear to set a target of between 40 and 80 units built and sold from each outlet annually. 59/outlet/year - Average optimal sales rate (Greenfield units) 67/outlet/year - Average optimal sales rate (Brownfield apartments)	<p>Over what distance does ‘competitor surveillance’ of rival developments extend? We asked the 18 housebuilders surveyed nationally to specify the typical distance in miles to what they would normally consider the furthest likely competitor for seven different types of development. The results show a clear distinction between urban and greenfield sites. It is apparent that within cities, housebuilders generally see potential competition as contained within a distance of two to four miles as compared with six to eight at greenfield locations. In both cases, this suggests that housebuilders may define local housing markets more</p>

Source	Lead in Times (variable metrics)	Build Out Rates / Outlets	Findings Summary (as taken set out in the source)																																																	
		Based on Table 4: Imputed Annual Optimal Sales Rates (sample of 18 survey responses)	<p>narrowly than in previous research.</p> <table><tr><th colspan="5">Table 4: Imputed Annual Optimal Sales Rates</th></tr><tr><th><i>Optimal annual rate</i></th><th><i>All respondents</i></th><th><i>Volume developers</i></th><th><i>Medium-sized developers</i></th><th><i>Smaller developers</i></th></tr><tr><td>Greenfield housing</td><td>58.61</td><td>55.83</td><td>45.71</td><td>80.00</td></tr><tr><td>Brownfield apartments</td><td>67.18</td><td>81.33</td><td>54.14</td><td>68.75</td></tr></table> <table><tr><th colspan="3">Table 9: Perceived Competition Limits for Individual Developments</th></tr><tr><th rowspan="2"><i>Development Type</i></th><th colspan="2"><i>Miles</i></th></tr><tr><th><i>Mean</i></th><th><i>SD</i></th></tr><tr><td>Apartments in outer London</td><td>2.40</td><td>2.79</td></tr><tr><td>Apartments in outer London</td><td>3.88</td><td>3.48</td></tr><tr><td>Apartments in major provincial city centres</td><td>2.73</td><td>2.48</td></tr><tr><td>Apartments within major provincial cities but beyond the city centre</td><td>3.37</td><td>2.54</td></tr><tr><td>Houses on greenfield sites on the edge of major provincial cities</td><td>6.00</td><td>3.96</td></tr><tr><td>Houses on greenfield sites on the edge of small and medium-sized towns</td><td>5.62</td><td>2.78</td></tr><tr><td>Houses on greenfield sites in mainly rural areas</td><td>7.97</td><td>4.09</td></tr></table> <p>Within this distance, developers keep a continuous watch on potentially competing sites to ensure that their own developments are advantageously placed in the local market. All 18 housebuilders collected data on three important aspects of rival developments, namely:</p> <ul style="list-style-type: none">• Total house/unit production• Subdivision by house/unit type• Selling prices <p>Where land is in short supply and competition between developers is intense, housebuilders must assume the highest possible sale prices in order to make winning bids for land. Such bids are viable only because the release of land is restricted in aggregate terms by the planning system, while the release of houses is managed on a site-by-site basis by builders themselves to achieve the target sales rates underpinning earlier bids for land. Government policy and industry practice have thus combined to encourage developer caution about the ability of local housing markets to ‘absorb’ new-build supply. This finds expression in unambitious build-out rates.</p> <p>Developers with cautious build-rate assumptions will benefit from an advantage in terms of the price they can offer landowners assuming that house prices are rising faster than construction costs and the cost of borrowing. If housing demand changes after the point of site acquisition, most developers are generally reluctant to alter their planned production rates. Whether demand rises or falls, most prefer to alter prices or incentives. Companies generally see production rates as a marginal factor that cannot be varied very far from what was originally planned.</p> <p>The typical strategy of most companies who participated in the research was to aim for a build and sales rate of about one unit per week on greenfield sites and slightly higher than</p>	Table 4: Imputed Annual Optimal Sales Rates					<i>Optimal annual rate</i>	<i>All respondents</i>	<i>Volume developers</i>	<i>Medium-sized developers</i>	<i>Smaller developers</i>	Greenfield housing	58.61	55.83	45.71	80.00	Brownfield apartments	67.18	81.33	54.14	68.75	Table 9: Perceived Competition Limits for Individual Developments			<i>Development Type</i>	<i>Miles</i>		<i>Mean</i>	<i>SD</i>	Apartments in outer London	2.40	2.79	Apartments in outer London	3.88	3.48	Apartments in major provincial city centres	2.73	2.48	Apartments within major provincial cities but beyond the city centre	3.37	2.54	Houses on greenfield sites on the edge of major provincial cities	6.00	3.96	Houses on greenfield sites on the edge of small and medium-sized towns	5.62	2.78	Houses on greenfield sites in mainly rural areas	7.97	4.09
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			<p>this on brownfield sites. Although this confirms anecdotal evidence, it should certainly not be taken as a ‘natural build-out rate’. Rather it reflects the particular institutional structure of the British housebuilding industry in which fierce competition for land then requires controlled and phased release of new development to ensure that the ambitious development values necessary to capture land in the first place are actually achieved when new homes are eventually sold.</p> <p>If local planning authorities were deliberately to allocate a range of housing sites, some large and some small, this would help accelerate sales and production by creating more outlets, even for the same housing numbers. ... However, such a policy will be effective only where careful thought is given to allocate sites that appeal to different sub-markets, rather than merely replicate the same product at another location.</p>
Homebuilding in the UK. A market study. (Office for Fair Trading, September 2008)	-	-	<p>Build out rates, or absorption rates as they are known, are dictated by local market conditions and not by the maximum technical speed at which homes can be built. Homebuilders deliver new homes as fast as they can sell them, not as fast as they can build them.</p> <p>Taking land through the planning system can take many years, so rapidly expanding homebuilders will often merge with other homebuilders to gain access to a greater range of sites. Acquisition of a greater number of sites becomes a critical part of these fast growing homebuilders' expansion strategies. It is far easier to sell 100 homes a year from four different sites (because of the absorption rates on each site) than it is to sell 100 homes from a single site. Consequently, for a homebuilder looking to grow rapidly the key is to acquire more sites rather than expand production on the sites that it already has. This imperative drives many of the mergers and takeovers. We reviewed six OFT [Office for Fair Trading] decisions made between 2001 and 2007 regarding mergers between homebuilders, all of which were approved. In most cases access to landbanks were cited as part of the rationale for the mergers. ... This increased merger activity leads to increased concentration, in particular among larger homebuilders.</p> <p>Small homebuilders and individuals building their own homes will build on smaller sites which the larger homebuilders will not take on. Without the smaller homebuilders and self-build some sites would simply remain undeveloped. The UK lags behind other countries in the number of self-build projects. In terms of ensuring that land which is already available for homebuilding is used efficiently and output maximised, it is important to maintain a vibrant small and self-build sector.</p> <p>Again with a view to maximising output, we would recommend that local authorities should consider the possibility that group self-build could deliver a healthy proportion of new housing. Local authorities should be encouraged to make publicly owned land available to an 'enabler' who will control the overall design of the site, divide it into suitable plots and plan necessary infrastructure allowing people building their own homes to develop these plots.</p>
Beyond Eco-towns. Applying the Lessons from Europe. Report and Conclusions (PRP Architects Ltd, URBED and Design for Homes, October 2008)	-	-	<p>Hammarby Sjöstad's rapid build-out rates are some ten times faster than in Greenwich Millennium Village, which is in a similar location. This highlights the importance of a strong masterplan that avoids over-dependence on the private sector and sales rates. The scheme is for 11,000 dwellings in an area of 200 hectares, with a tram extension providing the central spine to the ‘fishbone’ layout. While it took six years before the masterplan was submitted and approved, infrastructure went in earlier; the first phase was completed four years later, and five years after that the scheme was halfway complete, a rate of some 550 homes a year or ten a week. All homes are linked to the municipality’s district heating</p>

Source	Lead in Times (variable metrics)	Build Out Rates / Outlets	Findings Summary (as taken set out in the source)
			<p>system, and there is a high quality 'water cycle' that recovers waste heat, and other useful products from sewage.</p> <p>We were particularly struck by the fact that build-out and occupation rates are much faster than in the UK, allowing communities to form and mature over a relatively short time. For example, in Kronsberg, it has been possible to complete 1,000 homes a year and in Hammarby, over 800, whereas in Britain, volume housebuilders are only able to sell one house a week from an individual site, an issue that the Callcutt Review thought required further investigation.</p> <p>There is a much larger private rented market and intermediate innovations, like cooperative housing, which reduces the development risk and enables communities to grow much more rapidly (hence allowing households to try out an area before committing themselves to purchasing a house).</p>
Notes on Build out rates from Strategic Sites (Homes & Communities Agency, July 2013)	-	<p>150-300 dpa - Smaller strategic sites (<4,000 units)</p> <p>300-500 dpa - Very largest sites (>4,000 units)</p> <p>30/outlet/year - Weak market</p> <p>40-50/outlet/year - Strong market</p> <p>185.12 dpa - average taken from the Example Site Specific Housing Completions 1996/97 – 2011/12</p>	<p>For well-established sites in strong areas this could get as high as 10-15 [outlets]. Some of the larger national builders can even operate more than one outlet off a single site, and running these as entirely separate construction and sales outlets under different brands or aimed at different market segments.</p> <p>As the number of separate sales outlets grow, the overall build rate will increase. However, doubling the size, the number of outlets or the number of developers may not directly lead to a doubling of the build rate. Ultimately, there will be a finite number of purchasers able and willing to purchase properties in any particular geographic location irrespective of the degree of range and choice of product that can be made available.</p>
A Report into the Delivery of Urban Extensions. On Behalf of Gladman Developments Limited (Hourigan Connolly, February 2014)	8 year period should be allowed for from the preparation of an outline/in principle planning application to the delivery of homes.	30-35/outlet	<p>The provision of off-site infrastructure is a major hindrance to the delivery of houses from urban extensions. Many of the sites reviewed have not progressed (or have taken many years to progress) due to the impact the requirement to provide off-site infrastructure work has on scheme viability.</p> <p>The major impacts on timescales derive from the time taken to promote urban extensions through the plan making process, the time taken to prepare, submit and consider planning applications and the associated legal agreements relation to planning obligations, land ownership issues and off-site requirements.</p>
Urban Extensions. Assessment of Delivery Rates. Report to Barratt Homes (Savills, October 2014)	<p>>4 years – urban extension site starts construction on the first phase of housing more than four years after the submission of an outline application.</p> <p><3 years - considering only sites coming forward since 2010, the average time taken to start on site drops to under three years after the submission of an outline application.</p> <p>6.5 years - >3,000 unit sites</p> <p>4 – 5 years - <3,000 units sites</p>	<p>60 dpa - first year of construction</p> <p>100-120 dpa - in subsequent years</p>	<p>We are aware of many urban extensions in the south of England where recent delivery rates have been substantially in excess of 120 units per annum.</p> <p>The study indicates that, whilst many urban extensions have taken longer than four years to progress from outline application to a start on site, it appears that these timeframes have compressed more recently, to less than three years on average. This suggests that, if pre-application timeframes can be accelerated, it has become more likely that these sites can start to deliver housing within the lifetime of a five year housing land supply plan. A recurring hindrance to quick progress is the provision of infrastructure. This tends to slow down the delivery of urban extensions at two key points, firstly in agreeing the Section 106, and secondly between approval of reserved matters and starting on the first housing units. ... The timing of the infrastructure works is also key. Where is it planned to be delivered in line with the phasing of housing delivery, the potential for problems is limited. ... However, if the infrastructure works are not phased alongside the housing delivery, it can pose problems.</p> <p>There is however some indication that sites are more likely to progress quickly through the system in local authorities with high housing growth. Plotting the total time taken for</p>

Source	Lead in Times (variable metrics)	Build Out Rates / Outlets	Findings Summary (as taken set out in the source)
			<p>construction to begin from the submission of an outline application against the increase in dwelling stock in each local authority over the last decade shows rapid progression of sites of over 3000 units in the established growth areas of Milton Keynes and Corby. In these two local authorities, which have respectively seen a 16% and 18% growth in dwellings since 2004, construction began within three years of an outline application being submitted. Conversely in the local authorities which have seen less than 10% growth, all but two of the 3000+ unit sites took longer than the 5 year average. The rapid progress of these sites through the planning process in local authorities which were already delivering high numbers of new dwellings suggests that the appetite for development and resource for dealing with major applications within the local authority plays just as important role in bringing forward urban extensions as the characteristics of the site itself. Corby and Milton Keynes were both recipients of funding through the 2003 Sustainable Communities Plan, which included grants totalling £350 million across the country for Planning Delivery, enabling them to progress major development sites more rapidly.</p> <p>There is no overall trend of higher levels of delivery on the larger sites. There are very high rates on Eastern Development Area at Milton Keynes (capacity 4,000 units) where 791 units were delivered after three years of construction. This is in an established growth area, and was associated with high levels of competition between multiple developers on site.</p>
Sutton Coldfield Green Belt sites, Phase 2 Report of Study (Peter Brett Associates, HDH Planning & Development, June 2014)	-	-	<p>In this section we outline some features of the current market which are of relevance to this study, including some aspects of original research undertaken by Simon Drummond-Hay of HDH Development & Planning.</p> <ul style="list-style-type: none">• In the pre-recessionary period (i.e. pre-2008) there were around 7,000 outlets nationally of which 4,000 were sites of over three dwellings. In 2006 these outlets produced 2.7 units a month on average;• In the post-recessionary period (around 2010-11) there were about 3,200 outlets nationally, producing 2.2 units a month on average;• In 2014 there are 6,000 outlets nationally, producing 2.5 units a month on average;• In 1988 there were 12,000 builders nationally building up to 100 units per annum plus 250 regional and 13 national housebuilders;• By 2010 this had reduced to 2,800 builders nationally, building up to 100 units per annum plus 85 regional and 9 national housebuilders;• Generally the national total housing stock increases by 0.53% per year.• In the pre-recessionary period about 45% of houses were delivered on small sites, now it is just 10% nationally. In part this is due to funding constraints for small developers (and the disappearance of many of them, as noted above);• Since April 2013 37% of new homes sales nationally have been assisted by the Help To Buy scheme; and• Pre April 2013 21% were assisted under HomeBuy / NewBuy. <p>In an attempt to inform the phasing and number of outlets, we have considered development in and around two towns that are growing rapidly, those being Milton Keynes and Swindon.</p> <p>In and around Swindon, in early 2014, there were 15 active outlets. Swindon’s delivery rate is about 610 units per annum, of which approximately 50% were from smaller sites,</p>

Source	Lead in Times (variable metrics)	Build Out Rates / Outlets	Findings Summary (as taken set out in the source)
			<p>which equates to circa 300 units or 20 units per outlet per annum.</p> <p>It was notable that where a developer had more than one active outlet they are geographically separate and quite different in character. Whilst the physical product in terms of buildings is not necessarily very different, the schemes are.</p> <p>A broadly comparable situation prevailed in Milton Keynes where there were 28 outlets and a similar conclusion could be drawn – although in Milton Keynes there is a greater diversity of products being offered by developers. Milton Keynes’ delivery is about 1500 units per annum, of which approximately 25% were from smaller sites which leaves 1,125 or so from 28 main outlets, or circa 40 per main outlet.</p> <p>What conclusions can we draw from the HDH research, of relevance to the Sutton Coldfield situation? In terms of competition, the market is likely to view all the potential outlets identified as being in competition with each other. Indeed, Options B & C are immediately adjacent, separated only by roads or natural features and hence would be directly competitive.</p> <p>The provision of more than 25% of output from the main outlets is limited to the exceptional case of Milton Keynes, where strategic growth was planned for many years through the New Town Development Corporation and special delivery mechanisms still exist. Without such mechanisms in place, reliance on significant output from main outlets should therefore be guarded against.</p>
Responding to market demand; understanding private housing supply (HBF, August 2015)	-	-	<p>Two laws of private home building are relevant to the following discussion:</p> <ul style="list-style-type: none">• First, private housing production is sales led;• Second, all else being equal, sales are a function of the number of sales outlets. <p>The first law means that private home builders can only build if they have funded customers to sell to. These can include owner occupiers, small-scale private investors, corporate or institutional investors, affordable housing providers such as housing associations (e.g. for S106 units), custom builders, local or central government. Sales may be ordinary, plot-by-plot market sales, or they can be bulk sales, such as to a housing association or a large investor.</p> <p>The second law means that market sales are a function of the number of sales outlets, and not just the number of sites (a large site can have more than one sales outlet) or the total area of permissioned land. All else being equal, we would expect more market sales (and production) over any given period from 10 sites of 100 units than from 2 sites of 500 units or one site of 1000 units.</p> <p>Sales from a single outlet will of course be influenced by external factors: e.g. sales may rise because the housing market has become more buoyant, or because the Government has introduced a new scheme such as Help to Buy Equity Loan. However “all else being equal” - i.e. putting aside such external influences over which the home builder has little or no control - the rate of ordinary market sales per outlet per time period will be dependent on local market conditions, often referred to as the local market’s absorption capacity. This will be a function of the size of the local market and types of demand, the types of products offered by the home builder and their prices in relation to local demand, the number of new home competitors, etc. Bulk sales will be driven by different influences, such as the requirements of a S106 agreement or an investor’s requirements.</p> <p>Therefore the second law of home building means that if a home builder wishes to increase annual sales and production by, say, 10%, all else being equal the company will require roughly 10% more sales outlets. In other words, assuming no change in external</p>

Source	Lead in Times (variable metrics)	Build Out Rates / Outlets	Findings Summary (as taken set out in the source)
			<p>influences, a house builder cannot simply decide to build and sell 10% more homes from the company's existing sales outlets.</p> <p>A frequent accusation is that house builders control the rate of sales and production on a site "to protect their profit margin". This is quite true, but not for any sinister reason. House builders are price takers, in that the prices they can charge on a site will be determined by prices in the local market. If a house builder tried to factor lower prices than in the local market into their land purchase bid they would not be able to compete against other bidders factoring in local market prices. Once a site is purchased, the land value becomes a fixed cost and there is very little an efficient builder can do to cut other costs during production (e.g. build, infrastructure, fees, etc.). Therefore the only flexible element on a site already under production is the profit margin. Assuming constant market conditions, if the house builder were to cut sales prices, more homes could be sold. However the drop in revenue from lower sales prices would probably have to be absorbed by a lower profit margin. If this were done persistently, the company would go out of business. So protecting profit margins is simply another way of saying that companies must be able to stay in business.</p> <p>However the second law needs to be qualified, in that beyond a certain rate of sales and production other constraints will kick in. Depending on the type of building (houses, flats in small blocks, flats in large blocks, etc.), at some point building and site capacity constraints will limit the house builder's ability to increase production on a site (e.g. the number of trades working on a site, transport logistics, etc). If this happens before the site's sales potential has been exhausted, it will limit the rate of sales. In addition, most mortgage offers are for six months. Therefore a house builder will find it difficult to sell properties scheduled for physical completion much beyond six months to customers requiring a mortgage as buyers' mortgage offers will expire before legal completions can take place. The Help to Buy scheme imposes a similar constraint: the HCA allows no more than six months between exchange of contracts and legal completion, which means buyers cannot exchange contracts on properties scheduled for physical completion beyond six months.</p> <p>On large sites, home builders may open multiple outlets, or sell phases to competitors who open extra outlets, so the number of sales from the site can be increased. The different outlets will enable companies to offer different product ranges and brands. However there are likely to be diminishing returns, so that beyond perhaps four or five outlets, sales per outlet will decline.</p> <p>So put simply, increasing aggregate private housing supply, all else being equal, requires (a) many more sales outlets, (b) allowing home builders to offer the widest possible range of products to meet the broadest range of market and other demand, and (c) ensuring the widest possible range of housing suppliers, of all sizes, have access to viable, permissioned land. All three require the widest possible range of sites, by size and location.</p> <p>The range of available sites, by size and location, will determine the breadth of suppliers and brands able to acquire suitable sites. The plan-led system has tended to result in some local authorities concentrating development on a few large sites and severely restricting development elsewhere. As well as restricting the rates of sales and production, and restricting the range of products house builders can offer and the range of market needs they can meet, this also restricts the supply of smaller sites which are the lifeblood of Small and Medium Enterprise (SME) house builders. To maximise supply from local housing markets, local plans should be required to provide the widest possible range of</p>

Source	Lead in Times (variable metrics)	Build Out Rates / Outlets	Findings Summary (as taken set out in the source)
			<p>sites, by size and location, so that house builders can offer the widest possible range of products and brands to meet the full range of demand, and so that suppliers of all sizes, including SMEs, can find suitable sites.</p> <p>Custom build offers opportunities to expand housing supply, although we need to be realistic about the scale of any likely increase. In particular, it offers business opportunities for SMEs home builders.</p> <p>House builders frequently boost the build-out rate of large sites by opening more than one sales outlet, or by selling phases of the site to other developers who then open additional sales outlets. A site of 1,000 units with, say, three sales outlets will achieve significantly more sales per month or year than a single sales outlet.</p> <p>There may be other opportunities to increase delivery rates on large sites without damaging the main developer's financial interests. It may be possible to sell a later phase to an SME who may offer a product that larger developers may not offer, such as custom build. Private affordable housing and more flexible local authority affordable housing demands could boost the number and rate of delivery of affordable housing on large sites. Similarly, as noted above, it may be possible for later phases of a large site, or a large regeneration site, to offer opportunities for institutional investors in the private rented sector.</p> <p>Revised HCA public-sector land disposal processes will, we hope, reduce bidding costs and complexity. Increased land supply following reforms to the NPPF mean public-sector site disposals must compete against private sector site sales.</p> <p>'Buy now pay later' disposals could be particularly valuable in boosting supply. Joint ventures with public-sector landowners, by reducing the upfront capital requirements and changing the return on capital calculation, could allow companies to expand supply. Disposals of small sites suitable for SMEs need to be as straight forward as possible, avoiding excessive bidding costs.</p> <p>Direct commissioning should add to what the private sector can do, not duplicate. The current pilot at Northstowe must be based on realistic parameters (e.g. land value, profit margin, sales values).</p>
Spotlight Development: - The Value of Placemaking (Savills, 2016)		180 dpa – The additional infrastructure spend (an extra £15K per unit) is assumed to be spent as follows: 60% upfront investment then 10% every fifth of the development built out.	<p>When it comes to spending on placemaking, some key conditions stand out: the strength of the local market relative to connected markets and therefore the potential to increase sales values and sales rates through extra investment.</p> <p>At the simplest level, it [Savills land value model] shows that spending an extra 50% on placemaking, in markets where this leads to a higher sales value and faster sales rate, can boost the land value by around 25%, depending on required rates of return.</p> <p>A key feature highlighted by our modelling is that investment in place releases the potential for higher sales rates and sales values. This is particularly the case in areas of high demand where buyers can be drawn from strong markets nearby. Therefore, the uplift in sales values can only be achieved if there is investment in place to make it more appealing. The sooner the investment is made, the sooner the uplift in sales values can be achieved which is reflected in the land value. Conversely, investing later decreases the potential.</p> <p>Our model shows that for the legacy scenario the land value decreases by 26% if the majority of the extra investment is made 40% of the way through the build out rather than at the start.</p> <p>Investing more upfront however, increases the peak debt. In our model the peak debt is</p>

Source	Lead in Times (variable metrics)	Build Out Rates / Outlets	Findings Summary (as taken set out in the source)
			<p>56% greater if the majority of the investment is made upfront rather than later in the build. The ability to accommodate this level of debt is necessary to achieve the higher land values discussed above.</p> <p>Amongst the examples we have looked at where placemaking has been successful, some sites have seen strong increases in sales rates, others have seen strong increases in sales values or elements of both.</p> <p>In Poundbury, the urban extension to Dorchester in Dorset, new build values are up to 29% higher than on other new build schemes in the area on a type for type basis in the last year. At Brooklands in Milton Keynes the highest sales rates over the last three years have been nearly double (91% higher) that of other nearby developments such as Oakgrove and Middleton.</p> <p>In this legacy scenario, we have assumed that sales values reach 20% above the basic scenario to £300 per sq. ft and that the take up rate is 50% higher at 180 homes per year across all tenures, as a result of opening up new markets for the scheme.</p> <p>Where land is paid for over a period of time, there may be more financial capacity to invest in place and achieve better returns in the long term. There is therefore an incentive for the landowner to take a longer term view and maintain ownership of the land to benefit from the additional investment. This can be achieved by entering into a joint venture (JV) or development licence with a master developer.</p> <p>Land value is increased with faster sales rates because higher levels of income are achieved sooner and the development is completed faster. As a result, the period until the development breaks even is shortened and the finance costs are reduced. This benefits the various partners that may have invested in the scheme, including the public sector. Hence public bodies putting in the land, receive their back ended returns sooner and finance invested to support upfront costs of infrastructure can be repaid earlier, returning to the public purse.</p> <p>Developers building large urban extensions are not just selling houses, they are selling a vision of the future. Putting the site on the map as a destination with a character of its own is crucial to attract demand, particularly if the aim is to draw more affluent buyers from further afield. Early marketing, PR, social media and community engagement all have a part to play in shaping that vision in the public's imagination, gaining support for the development, easing the planning process and ultimately boosting values once homes go on sales.</p> <p>Urban & Civic's decision to invest in community engagement has played a large part in shaping perceptions of Alconbury Weald in Huntingdon, ultimately in supporting sales. The first homes, built by Hopkins, went on sale in April this year. Sales rates in the first two months were higher than anticipated - two per week compared to the average of one per week on an average outlet. Sales values on a per square foot level were 16% above that expected. Given that the scheme is still in it very early phases, we would anticipate further uplift.</p> <p>At Heyford Park, a development of over 700 homes on a former US air force base in Bicester, rental uptake increased significantly in the lead up to the opening of Heyford Park Free School in 2013 as parents sought to ensure that they were in the right catchment for the new state school. The success of the school which is currently three times oversubscribed has driven new build sales rates with approximately a quarter of new buyers suggesting the school was the main reason they buy at the site. Overall, Dorchester, the master developer behind Heyford Park, has experienced sales price</p>

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Start to Finish. How Quickly do Large-Scale Housing Sites Deliver? (NLP, November 2016)	<p>3.9 years - the average lead in time for large sites prior to the submission of the first planning application</p> <p>6.1 years - the average planning approval period of schemes of 2,000+ (5.3 – 6.9 years)</p> <p>~5 years - the average for all large sites</p>	<p>~161 dpa - The annual average build-rate for the largest sites (of 2,000 or more units)</p> <p>Table 3: Previous land use by size and average annual build out rate</p> <table><tr><th></th><th>Site Size (dwellings)</th><th>Number of sites in this group</th><th>Average Annual Build-out Rate</th></tr><tr><td rowspan="5">Greenfield Sites</td><td>500-999</td><td>14</td><td>86</td></tr><tr><td>1,000-1,499</td><td>9</td><td>122</td></tr><tr><td>1,500-1,999</td><td>7</td><td>142</td></tr><tr><td>2,000+</td><td>13</td><td>171</td></tr><tr><td>Total/Average</td><td>43</td><td>128</td></tr><tr><td rowspan="5">Brownfield Sites</td><td>500-999</td><td>16</td><td>52</td></tr><tr><td>1,000-1,499</td><td>3</td><td>73</td></tr><tr><td>1,500-1,999</td><td>1</td><td>84</td></tr><tr><td>2,000+</td><td>7</td><td>148</td></tr><tr><td>Total/Average</td><td>27</td><td>83</td></tr></table> <p>Source: NLP analysis</p>		Site Size (dwellings)	Number of sites in this group	Average Annual Build-out Rate	Greenfield Sites	500-999	14	86	1,000-1,499	9	122	1,500-1,999	7	142	2,000+	13	171	Total/Average	43	128	Brownfield Sites	500-999	16	52	1,000-1,499	3	73	1,500-1,999	1	84	2,000+	7	148	Total/Average	27	83	<p>growth from £250 per sq. ft to £340 per sq. ft in the two years since it started building with 150 homes already completed and sold by the housebuilder on site. It has experienced a sales rate of two a week, selling to one in four visitors.</p> <p>Housing sites with a larger proportion of affordable homes (meeting the definition in the NPPF) deliver more quickly, where viable. The relationship appears to be slightly stronger on large-scale sites (500 units or more) than on smaller sites (less than 500 units), but there is a clear positive correlation. For both large and small-scale sites, developments with 40% or more affordable housing have a build rate that is around 40% higher compared to developments with 10-19% affordable housing obligation.</p> <p>Our analysis also identifies that, on average, a site of 2,000 or more dwellings does not deliver four times more dwellings than a site delivering between 100 and 499 homes, despite being at least four times the size. In fact it only delivers an average of 2.5 times more houses. This is likely to reflect that:</p> <ul style="list-style-type: none">it will not always be possible to increase the number of outlets in direct proportion to the size of site – for example due to physical obstacles (such as site access arrangements) to doing so; andoverall market absorption rates means the number of outlets is unlikely to be a fixed multiplier in terms of number of homes delivered. <p>If more homes are to be built, more land needs to be released and more planning permissions granted. Confidence in the planning system relies on this being achieved through local plans that must be sufficiently ambitious and robust to meet housing needs across their housing market areas. But where plans are not coming forward as they should, there needs to be a fall-back mechanism that can release land for development when it is required.</p> <p>Planned housing trajectories should be realistic, accounting and responding to lapse rates, lead-in times and sensible build rates. This is likely to mean allocating more sites rather than less, with a good mix of types and sizes, and then being realistic about how fast they will deliver so that supply is maintained throughout the plan period. Because no one site is the same – and with significant variations from the average in terms of lead-in time and build rates – a sensible approach to evidence and justification is required.</p> <p>Spatial strategies should reflect that building homes is a complex and risky business. Stronger local markets have higher annual delivery rates, and where there are variations within districts, this should be factored into spatial strategy choices. Further, although large sites can deliver more homes per year over a longer time period, they also have longer lead-in times. To secure short-term immediate boosts in supply – as is required in many areas – a good mix of smaller sites will be necessary.</p> <p>Plans should reflect that – where viable – affordable housing supports higher rates of delivery. This principle is also likely to apply to other sectors that complement market housing for sale, such as build to rent and self-build (where there is demand for those products). Trajectories will thus need to differentiate expected rates of delivery to respond to affordable housing levels or inclusion of other market products. This might mean some areas will want to consider spatial strategies that favour sites with greater prospects of affordable or other types of housing delivery. This plays into the wider debate about support for direct housing delivery for rent by local government and housing associations and ensuring a sufficient product mix on sites.</p> <p>Finally, in considering the pace of delivery, large-scale brownfield sites deliver at a slower rate than do equivalent greenfield sites. The very largest brownfield sites have also seen</p>
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The Role of Land Pipelines in the UK Housebuilding Process (Chamberlain Walker Economics, September 2017)	0.5 to 0.8 years - Planning application to planning consent 1.7 years (21 months) - Planning consent to construction start	-	<p>very long planning approval periods. Self-evidently, many brownfield sites also face barriers to implementation that mean they do not get promoted in the first place. In most locations outside our biggest cities, a good mix of types of site will be required.</p> <p>Previous DCLG estimates suggest that 10% to 20% of planning permissions don't make it to a start because they lapse (i.e. expire), with a further 15% to 20% re-engineered as a fresh application. This means that the permissioned land bank needs to be much bigger than the permissioned pipeline of 4 years to account for those consents that don't make it through. Lapses can increase the required land bank significantly.</p> <p>The new data, together with corresponding completions data, imply a permissioned land bank in England of 5.4 years' worth of output currently. This is broadly consistent with the modelling presented in this report that demonstrates a permissioned land bank of 5.7 years is needed for a 'post-planning permission' development pipeline of 4 years with a 20% lapse rate and 5% per annum completions growth.</p> <p>The modelling demonstrates that a stock of 1.25 million planning permissions (1 million detailed) would be needed for 250,000 home completions a year in the 'zero growth' steady state. This compares to a stock of around 0.8 million planning permissions (0.7 million detailed) currently. That's a shortfall of around 450,000 planning permissions.</p> <p>Relative to their level of completions, the top three UK builders (Barratt, Persimmon and Taylor Wimpey) have smaller land banks than everyone else, with an average permissioned land bank of 5.3 years' worth of current output, compared to 5.5 years for the rest of the sector (5.4 years is the average).</p> <p>The top three UK builders' implementable land bank is only 3.3 years' worth of output. This reflects their fast-asset-churn, return on capital business models.</p> <p>55% of all planning permissions in England are not held by builders at all. 87% of outline planning permissions are not held by builders.</p> <p>Compared to other applicants, builders:</p> <ul style="list-style-type: none"> (a) hold a far richer concentration of detailed planning permissions within their consented land bank (94%) and very few outline-planning permissions (6%); (b) are more likely to have started construction on their detailed planning permissions (60% likelihood); and (c) have far fewer stalled sites (<3%).
Independent Review of Build Out Rates. Annexes. Annex A Build out rates (Rt Hon Sir Oliver Letwin MP, June 2018) ³⁰	>4-5 years - from application to first start (of the 15 large sites surveyed, 10 took longer than 4-5 years) Based on: Stage 1 and 2: Regulatory and build out stage length; and Stage 1: Regulatory stage length.	286.2 dpa – average annual build out (units) of the 15 large sites Based on Stage 2: Annual build out (units)	<p>I concluded in the Draft Analysis that the homogeneity of the types and tenures of the homes on offer on these sites, and the limits on the rate at which the market will absorb such homogenous products, are the fundamental drivers of the slow rate of build out.</p> <p>I also concluded that:</p> <ul style="list-style-type: none"> a. it would not be sensible to attempt to solve the problem of market absorption rates by forcing the major house builders to reduce the prices at which they sell their current, relatively homogenous products. This would, in my view, create very serious problems not only for the major house builders but also, potentially, for prices and financing in the housing market, and hence for the economy as a whole; b. we cannot rely solely on small individual sites. This cannot be a question of "either / or". We will continue to need more new housing both on smaller sites and on large sites; and c. if either the major house builders themselves, or others, were to offer much more

³⁰ Accessed at: https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/718879/Build_Out_Review_Annexes.pdf

Source	Lead in Times (variable metrics)	Build Out Rates / Outlets	Findings Summary (as taken set out in the source)
			<p>housing of varying types, designs and tenures including a high proportion of affordable housing, and if more distinctive settings, landscapes and streetscapes were provided on the large sites, and if the resulting variety matched appropriately the differing desires and financial capacities of the people wanting to live in each particular area of high housing demand, then the overall absorption rates – and hence the overall build out rates – could be substantially accelerated.</p> <p>Finally, I assessed the extent to which the rate of build out on very large sites might be held back by constraints other than the market absorption rate, if that binding constraint were removed. I looked in particular at the extent to which both start up on site and later build out rates could be affected by:</p> <ul style="list-style-type: none">• lack of transport infrastructure,• difficulties of land remediation,• delayed installations by utility companies,• constrained site logistics,• limited availability of capital,• limited supplies of building materials, and• limited availability of skilled labour. <p>I found that more effective coordination between government departments, agencies and private sector operators was urgently required to improve and speed up the delivery of transport and utility infrastructure before the build out could start (and sometimes during the construction period) on large brownfield sites; but I concluded that neither this issue nor any of the other potential constraints were likely to impede the build out rate itself, even if the constraint of the absorption rate was removed – with one exception – namely, the availability of skilled labour.</p> <p>On the availability of skilled labour, my conclusion was that an insufficient supply of bricklayers would be a binding constraint in the immediate future if there was not either a substantial move away from brick-built homes, or a significant import of more skilled bricklayers from abroad, or an implausibly rapid move to modular construction techniques. I concluded that the only realistic method of filling the gap in the number of bricklayers required to raise annual production of new homes from about 220,000 to about 300,000 in the near-term, was for the Government and major house builders to work together on a five year “flash” programme of on-the-job training.</p> <p>To give the greatest possible chance of significant change in the build out rates and quality of large scale development in the longer-term I recommend:</p> <p>a. the local authority could use a Local Development Company (LDC) to carry out this development role by establishing a master plan and design code for the site, and then bringing in private capital through a non-recourse special purpose vehicle to pay for the land and to invest in the infrastructure, before “parcelling up” the site and selling individual parcels to particular types of builders/providers offering housing of different types and different tenures; or</p> <p>b. the local authority could establish a Local Authority Master Planner (LAMP) to develop a master plan and full design code for the site, and then enable a privately financed Infrastructure Development Company (IDC) to purchase the land from the local authority, develop the infrastructure of the site, and promote the same variety of housing as in the LDC model.</p>

Source	Lead in Times (variable metrics)	Build Out Rates / Outlets	Findings Summary (as taken set out in the source)
How does your garden grow? A stock take on planning for the Government's Garden Communities programme (Lichfields, December 2019)	7-8 years – time taken for majority of Garden Community Sites which have no permissions yet (depending on their size) to begin delivering 2-3 years – time taken for those with outline permission (again dependent on size) to begin delivering	-	<p>To understand the trajectory of housing delivery from Garden Communities, we have applied average build rates and lead in times by size of site from our Start to Finish 2 publication to create a national Garden Communities trajectory. This indicative delivery timeline accounts for the stage at which individual sites and schemes within the programme have already reached, including any completions and outline permissions that have occurred, but does not account for potential variations in build out rates over time on individual sites (e.g. ramping up of delivery in the early years once full permission has been granted). We have not assembled this with a view to presenting a position on the trajectories of individual projects for the purposes of assessing individual plans; it is an attempt to estimate the trajectory of the overall programme.</p> <p>Our modelling suggests the Garden Communities programme will take until at least 2050 to build out fully before consideration of any unforeseen delays or specific measures to accelerate build-out. Based on our assumptions, the programme will deliver only around 21,000 homes over the next five years, before significantly increasing for the period from 2025 and ramping up to a peak rate of delivery of around 16,000 per annum after 2030 continuing until about 2044 before tapering (to 13,000 dwellings per annum) by the late 2040s. Caution is required, as there can be substantial variation in build out rates, both in terms of individual sites, as well as for sites over their lifespan of delivery. For example, our Start to Finish 2 research found that peak delivery could be up to 75% higher than average delivery across all years. Exogenous factors such as market conditions, planning policy changes and changes to financing are all likely to play a part in this, and of course one of the aims of the Government support that Garden Communities can attract is to help increase the pace of their delivery. However, the indicative timeline usefully shows how long it might take the Garden Village programme to achieve its housing output goals if average build rates were applied. We can conclude that Garden Communities will deliver a significant number of homes, but the more significant impact will not be seen until well after the next national electoral cycle.</p> <p>We have used typical lead in times and planning periods based on Start to Finish 2, suggesting that the majority of Garden Community Sites which have no permissions yet will take 7-8 years (depending on their size) to begin delivering, and those with outline permission will take 2-3 years (again dependent on size) to do so. Sites already under construction or with reserved matters granted are assumed to build out from 2020.</p> <p>The scale of the programme is undoubtedly ambitious, and it has progressed further than some ill-fated predecessors – such as ‘new country towns’ and ‘Eco Towns’. While the Garden Communities are unlikely to deliver the lion’s share of their housing allocations until the mid-2020s - beyond the next election cycle - they could deliver up to 16,000 dwellings per annum by the 2030s based on current typical build rates and lead in times, making a significant contribution to meeting housing need.</p>

Start to Finish. What factors affect the build-out rates of large scale housing sites? Second Edition. (Lichfield, February 2020)

Table I: Average planning approval period by size of site (years)

Site Size	1st edition research (years)	This research (years)
50-99	1.1	1.4
100-499	2.4	2.1
500-999	4.2	3.3
1,000-1,499	4.8	4.6
1,500-1,999	5.4	5.3
2,000+	6.1	6.1

Source: Lichfields analysis

160 dpa - The annual average build-rate for the largest sites (of 2,000 or more units)
61/outlet/year - average completions per outlet on sites with one outlet
51/outlet/year - for sites of two outlets
45/outlet/year - for sites with three outlets

Geography and Site Configuration - An under-explored aspect of large-scale site delivery is the physical opportunity on site. For example, some schemes lend themselves to simultaneous build out of phases which can have the impact of boosting delivery rates in that year, for example, by having access points from two alternative ends of the site. Other sites may be reliant on one key piece of infrastructure which make this opportunity less likely or impractical.

In the first edition of this research we touched on this point in relation to Eastern Expansion Area (Broughton Gate & Brooklands) of Milton Keynes. As is widely recognised, the planning and delivery of housing in Milton Keynes is distinct from almost

Source

Lead in Times (variable metrics)

Build Out Rates / Outlets

Findings Summary (as taken set out in the source)

Table 4: Mean delivery rates by site sizes, a comparison with first edition findings

Site size (dwellings)	2016 edition research (dpa)	2020 edition research (dpa)	Difference
50-99	27	22	-5 (-19%)
100-499	60	55	-5 (-8%)
500-999	70	68	-2 (-3%)
1,000-1,499	117	107	-10 (-9%)
1,500-1,999	129	120	-9 (-7%)
2,000+	161	160	-1 (-0.62%)

Source: Lichfields analysis

all the sites considered in this research as serviced parcels with the roads already provided were delivered as part of the Milton Keynes delivery model. Multiple house builders were able to proceed straight onto the site and commence delivery on different serviced parcels, with monitoring data from Milton Keynes Council suggesting an average of c.12 parcels were active across the build period. In this second edition of this research the Milton Keynes examples remain some of the sites with the highest annual build-out rates.

In this edition we look at the case study of Land South of the M4 in Wokingham. In 2017/18 the site achieved a significant 419 completions. Using the local authority’s granular recording of delivery on the site to date, we have been able to consider where these completions were coming forward from within the wider 2,605 dwelling scheme. As shown in Figure 14 (below), in that year new homes were completed on five separate parcels with completions ranging from 4 to 169 dwellings. On some of these parcels (SP9_1 and SP4) there were two or three separate housebuilders building out, and in total on the site there were seven different house building companies active (the impact of multiple outlets on build-out rates is explored later in this report). The parcels are located in separate parts of the site and each had their own road frontages and access arrangements which meant they are able to come forward in parallel. This can enable an increased build rate.

Figure 14: Map of parcels at Land South of M4, Wokingham



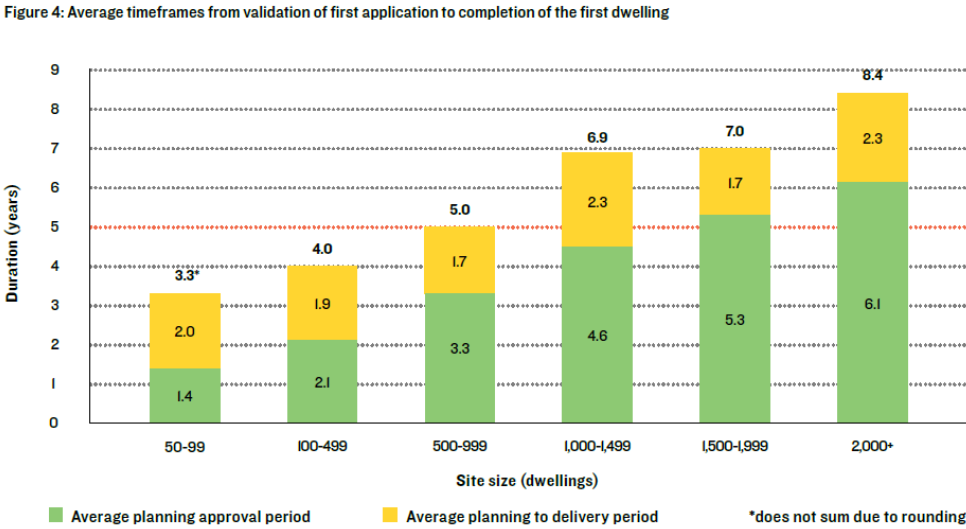
Source: © Google Earth 2020/ Wokingham Local Plan

Table 7: Parcels at Land South of M4, Wokingham

Parcel reference	Developers (active outlets)	Completions in 2017/18
SP1	Bellway (1)	59
SP2w	Bellway and Bovis (-)	None - parcel completed
SP3	Crest Nicholson (1)	47
SP4	Taylor Wimpey and David Wilson Homes (2)	140
SP9_1	Bloor, Bovis and Linden (3)	169
SP10	Darcliffe Homes (-)	None - parcel completed
SP11	Taylor Wimpey (1)	4

Source: Lichfields analysis

Large schemes can take 5+ years to start - In developing a local plan, but especially in calculating a five year housing land supply position, it is important to factor in a realistic planning approval period dependent on the size of the site. Our research shows that if a scheme of more than 500 dwellings has an outline permission, then the average time to deliver its first home is two or three years. However, from the date at which an outline application is validated it can be 5.0 - 8.4 years for the first home to be delivered dependent on the size of the site. In these circumstances, such sites would make no contribution to completions in the first five years.



Source: Lichfields analysis

Lead-in times jumped post-recession - Whilst attention and evidence gathering is often focused on how long it takes to get planning permission, the planning to delivery period from gaining permission to building the first house has also been increasing. Our research shows that the planning to delivery period for large sites completed since 2007/08 has jumped compared to those where the first completion came before 2007/08. This is a key area where improvements could be sought on timeliness and in streamlining pre-commencement conditions, but is also likely impacted by a number of macro factors including the recession and reductions in local authority planning resources.

Large greenfield sites deliver quicker - Large sites can deliver more homes per year over a longer time period, with this seeming to ramp up beyond year five of the development on sites of 2,000+ units. However, on average these longer term sites also have longer lead-in times. Therefore, short term boosts in supply, where needed, are likely to also require a good mix of smaller sites. Furthermore, large scale greenfield sites deliver at a quicker rate than their brownfield equivalents: the average rate of build out for greenfield sites in our sample was 34% greater than the equivalent figure for those on brownfield land. In most locations, a good mix of types of site will therefore be required.

Outlets and tenure matter - Our analysis suggests that having additional outlets on site has a positive impact on build out rates, although there is not a linear relationship. Interestingly, we also found that schemes with more affordable housing (more than 30%) built out at close to twice the rate as those with lower levels of affordable housing as a percentage of all units on site, but those with 20-29% had the lowest rates of all. Local plans should reflect that – where viable – higher rates of affordable housing supports greater rates of delivery. This principle is also likely to apply to other sectors that complement market housing for sale, such as build to rent and self-build (where there is demand).

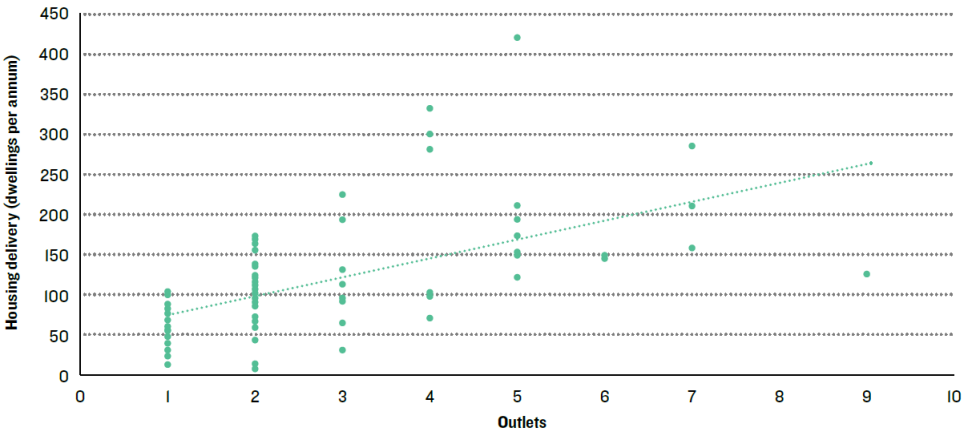
Source

Lead in Times (variable metrics)

Build Out Rates / Outlets

Findings Summary (as taken set out in the source)

Figure I3: Build-out rates by number of outlets present (dpa)



Source: Lichfields analysis

