

**MATTERS 8A & 8B**

**HOUSING LAND SUPPLY AND DELIVERY**

**NORTH BARTON ROAD LAND OWNERS GROUP**

**CAMBRIDGE CITY COUNCIL ID. 5336**

**SOUTH CAMBRIDGESHIRE DISTRICT COUNCIL ID. 21302**

**LOCAL PLAN EXAMINATIONS**

**CAMBRIDGE CITY AND SOUTH CAMBRIDGESHIRE**



Januarys 2015

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(September 2014)**



## 1. INTRODUCTION

- 1.1 This Statement has been prepared by Januarys on behalf of the North Barton Road Land Owners Group (North BRLOG) to the Local Plan Examinations for Cambridge City and South Cambridgeshire. North BRLOG comprises four landowners, as follows: Corpus Christi College, Downing College, Jesus College, and University of Cambridge. North BRLOG owns land to the North of Barton Road which is on the south western built-up edge of Cambridge. The site is currently located within the Green Belt. It crosses the administrative boundary between Cambridge City and South Cambridgeshire. In September and October 2013 representations were submitted on behalf of North BRLOG to both draft Cambridge Local Plan (Draft CLP2014) and draft South Cambridgeshire Local Plan (Draft SCLP); separate representation reports were prepared to address the specific policies and supporting text in each document.
- 1.2 The representations to Draft CLP2014 and Draft SCLP were supported by the following technical documents: Ecological Appraisal; Initial Landscape & Visual Appraisal; Response to review of the Inner Green Belt Boundary Study; Transport Submission; Flood Risk Assessment; Initial Archaeological Overview; Housing Requirements Study; and Development Vision & Masterplan. Where relevant we will refer to the findings of these previous studies and our original representations.
- 1.3 Since those representations were submitted in late 2013 discussions have taken place between the landowners of three potential development sites on the western edge of Cambridge between Madingley Road, Barton Road and the M11; West Cambridge (owned by University of Cambridge and allocated in Policy 7/6 of Cambridge Local Plan 2006 and Policy 18: West Cambridge Area of Major Change of Draft CLP2014), St John’s College, and North BRLOG. A plan showing the different landownerships is provided in **Appendix 1**.
- 1.4 There is agreement between the landowners that a co-ordinated development could be delivered with appropriate transport connections and an orbital cycle route providing links between housing and employment. The three potential development sites are controlled by like-minded parties that are heavily invested in the success of Cambridge continuing, who take a long term view of development opportunities, who historically have retained an interest in the ownership and management of sites, and who have delivered high quality and award winning projects. In addition, the University and Colleges have a good track record of working together to deliver projects. The University of Cambridge is of course a signatory to the City Deal.
- 1.5 There is some overlap between the questions for Matter 8 and the issues examined in Matter 2 (Overall Spatial Vision and General Issues) and Matter 3 (Housing Need). In summary, we previously concluded that the proposed development strategy fails to consider all three dimensions of sustainable development, it is contrary to the core planning principles, it would not support the economy of Cambridge, and it fails to promote sustainable modes of transport. GL Hearn demonstrated that the housing target should be increased to a minimum

of 21,200 dwellings for Cambridge (1,060 dwellings per annum) and a minimum of 25,300 dwellings for South Cambridgeshire (1,265 dwellings per annum). We conclude that it is the objectively assessed housing need identified by GL Hearn that should be planned for in the policies and strategic allocations contained in Draft CLP2014 and Draft SCLP.

- 1.6 Bidwells prepared a report for Matter 2 - Assessment of the Deliverability of Sites from the Housing Trajectory - which assessed housing delivery including at new settlements and at strategic sites on the edge of Cambridge. The Bidwells' Report is particularly relevant to the questions for Matter 8 and is resubmitted for ease of reference.

## 2. MATTER 8A

### **Are the housing trajectories realistic; will they deliver the number of new homes expected, within the Plan period?**

- 2.1 We consider that the housing trajectories are not realistic, and this is largely related to the unrealistic assumptions about delivery at the planned and proposed new settlements. In contrast, development is well advanced at the strategic sites on the edge of Cambridge which were previously released from the Green Belt, there are no constraints to future delivery at these sites, and policy compliant levels of affordable housing are being provided from the outset and indeed throughout the life cycle of those developments.
- 2.2 We commented on the delivery of new settlements and housing delivery in our representation report to Draft SCLP. Paragraphs 9.27 to 9.34 contain our representations to Policy S/6 and Paragraphs 9.35 to 9.43 deals with Policy S/12.
- 2.3 Bidwells have been instructed to assess the deliverability of the proposed Strategic Sites in Draft SCLP. The Bidwells' Report - Assessment of the Deliverability of Sites from the Housing Trajectory (September 2014) – is contained in **Appendix 2**.
- 2.4 There is no assessment in Draft SCLP of the deliverability or potential outcomes associated with a development strategy that is so heavily reliant on new settlements and a policy of dispersal in regard to new allocations.
- i. **Are the expectations for existing permissions and new allocations reasonable? Is there too much reliance on new settlements and will this prejudice the delivery of new housing in the plan period. (NB representations regarding individual sites will be heard at a later hearing).**
- 2.5 Section 3 of the Bidwells' Report provides a review of existing and new allocation sites contained in Draft CLP2014 – see Tables 3 and 4 of the Bidwells' Report. The review of these sites raises significant doubts that they are developable within the timeframe set out in the housing trajectory. The concerns are mostly related to the existing uses or occupiers which would need to be relocated before development could commence. Therefore, we conclude that the expectations on the delivery of a number of existing and new allocations are not reasonable, and as such the housing trajectory should be amended.
- 2.6 Section 4 of the Bidwells' Report provides a review of delivery at the existing new settlements in South Cambridgeshire and assesses the likely deliverability of the planned new settlements in Draft SCLP with respect to the expected delivery rates and viability. The Bidwells' Report compares this with the deliverability of urban fringe sites on the edge of Cambridge.
- 2.7 In summary, the Bidwells' Report demonstrates the following:

- there will be significant delays in the delivery of the new settlements;
- the assumed annual housing delivery rates for the new settlements are unrealistically high – it should be 250 dwellings per annum at each new settlement, rather than the overly optimistically assumed 400 dwellings;
- the upfront infrastructure costs and planning obligation requirements would affect the viability of the new settlements; and,
- new settlements will inevitably deliver lower proportions of affordable housing in the initial phases of development, which are then subsequently unlikely to be met in later phases.

2.8 There is no assessment in Draft SCLP of the deliverability or potential outcomes associated with a development strategy that is reliant on new settlements. Significant delays to the delivery of the new settlements and delayed or non-delivery of affordable housing cannot be acceptable outcomes for either Local Plan, particularly in an area with a substantial need for both housing and especially affordable housing. There is no sound evidence to justify the over-reliance on new settlements and the strategy is neither robust nor credible.

2.9 As far as we are aware no other authority in England is proposing a strategy that relies on the successful and timely delivery of three new settlements during a fifteen year plan period (Northstowe, Waterbeach and Bourn airfield). Leaving aside other delivery issues, there must at the very least be some uncertainty about the capacity of South Cambridgeshire District Council to manage the delivery of the proposed new settlements all at the same time.

2.10 In contrast to new settlements, the evidence shows that urban extensions to Cambridge are delivered quickly, remain viable, and do provide policy compliant levels of affordable housing.

**ii. Is there sufficient flexibility to deal with changing circumstances and/or uncertainty over when allocations will come forward for development?**

2.11 There is no flexibility within the proposed development strategy of Draft CLP2014 or Draft SCLP if the delivery of the new settlements is delayed. If new settlements are delayed by one year, for example, this would result in a significant shortfall in housing land supply. It appears that Draft SCLP will repeat the failures of the previous strategy, where insufficient flexibility also existed to deal with the implications of delays to the delivery of Northstowe which resulted in a housing shortfall against the housing requirements of the Cambridgeshire & Peterborough Structure Plan 2003. For South Cambridgeshire, the Structure Plan requirement was 20,000 dwellings between 1999 and 2016, but by 2012/13 approximately 10,500 dwellings only had been delivered– see Figure 4.7 of South Cambridgeshire AMR 2012/13. Figure 4.1 of the AMR shows that South Cambridgeshire has only met its housing target during one monitoring year (2007/08). The housing land supply requirements of the Structure Plan were only partially met, and this provision relied on the release of a number of strategic sites from the Green Belt.



- 2.12 As set out in the North BRLOG Matter 5 and Matter 7 Hearing Statements, there is uncertainty about the reliance on funding from City Deal to meet the transport projects required to deliver new settlements particularly to west of Cambridge. In addition, only the first tranche of funding from the City Deal is guaranteed. If the highway infrastructure improvement works are delayed because of a funding shortfall this would further delay the delivery of the new settlements. If insufficient public funding is available to implement the highway improvements this would put further pressure on the viability of the new settlements. The uncertainty about infrastructure funding has not been taken into account in the development strategy for Draft SCLP, and it is unclear what action would be taken if the necessary funding to deliver critical highway and public transport improvements is not forthcoming; this highlights the inflexibility in the strategy.
- 2.13 In contrast, development on the edge of Cambridge is deliverable and provides policy compliant levels of affordable housing, and would rely on significantly less funding for infrastructure (because it is more sustainable, is closer to Cambridge and does not require new significant transport facilities such as park and ride or highway improvements).

### 3. MATTER 8B

#### **Will the Plans ensure a rolling five year supply of specific deliverable sites in accordance with paragraph 47 of the Framework?**

- 3.1 Section 3 of the Bidwells' Report provides a review of the existing and new allocation sites contained in Draft CLP2014 – see Tables 3 and 4 of the Bidwells' Report. The review of these sites raises significant doubts about whether these sites are developable within the timeframe set out in the housing trajectory. If those existing and new allocations are not delivered when expected this will affect the ability of Cambridge City Council to maintain a five year housing land supply.
- 3.2 The outcome of the Waterbeach appeals demonstrates that South Cambridgeshire District Council cannot currently demonstrate a five year housing land supply. The uncertainty surrounding the timing of the delivery of the proposed new settlement indicates that the housing land supply will not be maintained during the plan period if, as expected, development is delayed. A similar outcome has occurred with the adopted development plan for South Cambridgeshire, with its over-reliance on the delivery of Northstowe. The successful implementation of the development strategy in Draft SCLP is reliant on the timely delivery of not one but three new settlements.
- iii. **Does the Memorandum of Understanding (RD/Strat/350) reflect an acceptance that, individually, the two plans will not provide a rolling five year supply across the plan period? If so, will the planned MMs (Appendix 3 of the Councils' statement to Matter 1), which would rely on a combined housing trajectory for Greater Cambridge, ensure compliance with paragraph 47 of the Framework? Bearing in mind the Inspector's rejection of this approach in the Waterbeach appeals, are the Councils able to draw my attention to any cases where such an approach has been supported (other than where joint plans have been prepared)? Would it be a better approach, if supported by the evidence, to have a 'stepped approach' (see, for example, West Lancashire Local Plan) to identifying the five year housing land supply for each Council on an individual basis?**
- 3.3 We note that the Memorandum of Understanding (MoU) is not part of the submitted Plans, the modifications required to incorporate the MoU into the documents have not been subject to public consultation, and those modifications have not been assessed in terms of their impact on sustainability objectives through the SA. These issues are outside the scope of the question, but at some stage in the examination process the consequences of the modifications required by the MoU will need to be examined. We consider that the modifications arising

from the MoU would fail to provide an adequate supply of housing and affordable housing, and they would score poorly against the housing related sustainability objectives.

- 3.4 Having said that, we consider that the MoU is a clear admission by South Cambridgeshire District Council that an unsound plan (Draft SCLP) has been submitted in terms of housing supply. Paragraph 47 of the NPPF makes no provision for combined housing trajectories to be prepared, and the responsibility for maintaining a five year housing land supply rests with individual local planning authorities. In this case, Cambridge City Council and South Cambridgeshire District Council are separate local planning authorities, and Draft CLP2014 and Draft SCLP are separate local plan documents. In our experience, even where a joint development plan document has been prepared which includes a total housing target for the combined areas, each authority is still given an individual housing target and retains overall responsibility for maintaining its own housing land supply e.g. South Worcestershire and West Northamptonshire We are not aware of any other local planning authority that has proposed a joint housing trajectory approach. It appears that the MoU is a late attempt to suppress rather than boost significantly the supply of housing as required by Paragraph 47 of the NPPF.
- 3.5 We have read the Inspector's Report for the West Lancashire Local Plan (dated 26<sup>th</sup> September 2013) to understand the 'stepped approach' to identifying a five year housing land supply. The West Lancashire Inspector refers to the delivery of housing as a staggered phasing approach, and in Paragraphs 59 to 64 of his report considers the soundness of this approach. The three reasons for the staggered phasing approach are as follows: the continuing effects of the post-2008 recession; waste water treatment infrastructure constraints; and, the potential delay to the delivery of safeguarded and Green Belt land to meet a substantial proportion of the housing requirement.
- 3.6 A stepped or staggered approach is not proposed by the Councils in Draft CLP2014 and Draft SCLP, and even if it were, we doubt whether evidence exists in Cambridge or South Cambridgeshire to support such an approach here. Cambridge and South Cambridgeshire were not affected by the recession to the same extent as other places in the UK, and any adverse impacts have now reversed and the local economy is growing quickly. The housing market, on any evidence is extremely buoyant. Evidence submitted to the Matter 3 Hearing Session (on Housing Need) showed that there are substantial house price rises in Cambridge. The demand for housing in Cambridge remains high, with high house prices and high rents. In addition, businesses continue to want to locate within and close to Cambridge because of the success of the local economy and its international reputation for higher education, research institutions and high technology businesses. The circumstances that exist in Cambridge are very different to those which exist in West Lancashire. The recession would certainly not be a reason to adopt a stepped approach to the delivery of housing in Cambridge and South Cambridgeshire.
- 3.7 It is very likely that the negative consequences of the stepped approach would be similar to those of the MoU, in that it would fail to provide an adequate supply of housing and affordable housing and would score poorly against the housing related sustainability objectives. It would

be an unacceptable outcome for those who have an existing housing and affordable housing need in South Cambridgeshire to be told to wait until towards the end of the plan period, notwithstanding that they may then have to wait even longer because of the expected delays to the delivery of the proposed new settlements.

**iv. Does the evidence on past delivery, (which I have taken to be paragraphs 3.18 -3.19 of RD/Top/070 for CCC and Table 3 of RD/Top/050 for SCDC) justify the use of a 5%, rather than 20% buffer?**

3.8 Our response to this question is focussed on past delivery in South Cambridgeshire. Policy S/12 of Draft SCLP proposes to include a 5% buffer to ensure that a five year supply of housing land can be maintained. We commented on the appropriate buffer in Paragraph 9.38 of our representations report to Draft SCLP. We also commented on the buffer and the outcome of the Waterbeach appeals in our response to Question 5d for Matter 5 in respect of monitoring targets. Figure 4.1 of the 2012/13 AMR shows that South Cambridgeshire has only met its housing target during one monitoring year (2007/08). The Inspector for the Waterbeach appeals concluded that the Council has a record of persistent under delivery of housing, and, as such, a 20% buffer should be applied. The use of a 5% buffer would be contrary to Paragraph 47 of the NPPF, and would undermine housing delivery. There is no justification that we have seen to support a 5% buffer.

**v. Is there compelling evidence with reference to historic delivery rates and expected future trends, as required by paragraph 48 of the Framework, that windfalls will contribute to the five year supply? For South Cambs Local Plan, are paragraphs 2.65 and 2.66 consistent with part 2 of Policy S/12?**

3.9 Our response to this question is focussed on South Cambridgeshire, and the approach to windfalls in Policy S/12 in Draft SCLP. We commented on Policy S/12 in Paragraph 9.39 of our representations report to Draft SCLP. There is no evidence that windfalls will make a meaningful or consistent contribution to the five year housing land supply, or that past trends on windfall rates will continue into the future. The assumptions about delivery from windfalls have not taken into account the revised status of garden land (i.e. no longer classified as previously developed) or the fact that a significant proportion of infill and redevelopment opportunities within the villages will already have been taken up as a result of previous development plan policies.

3.10 It appears that there is inconsistency between Paragraphs 2.65 and 2.66 and Policy S/12. On the one hand the Council claim that windfalls do not contribute to the housing supply but then rely on them for the buffer or when a shortfall occurs. The purpose of the buffer - as set out in Paragraph 47 of the NPPF - is to ensure choice and competition in the market, and to address a

shortfall in the housing land supply where one exists. It would be inappropriate to rely on unidentified sites, where delivery and the timing of development are uncertain, to meet the requirement for a housing land supply buffer.

**vi. For each Council what, if any, is the shortfall in delivery from the early years of the Plan period which needs to be accounted for and can this be made up in the first five years, which is the preferred method in Planning Practice Guidance? If not, what are the local circumstances which justify using a longer period (i.e not the economic recession).**

3.11 We have not assessed housing delivery in the first five year period in Cambridge, and therefore our response to this question is focussed on South Cambridgeshire. In summary, the Inspector for the Waterbeach appeals concluded that South Cambridgeshire has either 3.51 years supply (see Paragraph 42 of Manor Oak appeal) or 3.9 years supply (Paragraph 44 of Persimmon appeal). Therefore, on the basis of a proposed annual housing requirement for 950 dwellings per annum between 2011 and 2031, as proposed in Draft SCLP, the shortfall would equate to between approximately 1,000 and 1,500 dwellings.

3.12 There are no local circumstances which mean that the current housing shortfall should not be met within the first five year period. In fact the circumstances which exist in Cambridge and South Cambridgeshire indicate that the housing shortfall should be treated as a priority and met as soon as possible. Housing monitoring data shows that by 2012/13 approximately 17,000 dwellings have been delivered in Cambridge and South Cambridgeshire, against a Structure Plan requirement of 32,500 dwellings (i.e. only 52%). The 2012/13 AMR shows that South Cambridgeshire has only met its housing target in one of the last 14 monitoring years since 1999/2000. Therefore, there has been a substantial under-delivery of housing against previous targets. As set out above, the recession has had less of an impact on Cambridge and South Cambridgeshire compared with other places in the UK, and there are severe problems of housing affordability as a result of increasing house prices and rents.

**vii. How will the extra 1,000 new homes on rural exception sites to be delivered as part of the City Deal be reflected in the housing trajectory/ five year housing land supply?**

3.13 There are four supplementary issues which are relevant to this question. Firstly, what evidence exists to support the figure of 1,000 dwellings on rural exception sites? There is no evidence that the additional dwellings on rural exception sites would mean that affordable housing needs would be met within the villages of South Cambridgeshire. Secondly, the recent changes to the Planning Practice Guidance in respect of the site size threshold for affordable housing will mean that fewer sites will be required to provide such housing, and overall will mean that substantially less affordable housing will be delivered in South Cambridgeshire than currently anticipated. Thirdly, the figure of 1,000 rural exception dwellings has not been assessed

through the Sustainability Appraisal process, and no alternative higher or lower figures were considered or assessed. Fourthly, as discussed in the Matter 5 Hearing Session, there is uncertainty about the availability of funding from the City Deal to deliver the transport infrastructure improvements required to support the overall development strategy. As we understand it, all monies derived from the New Homes Bonus in Cambridge and South Cambridgeshire will be used to fund infrastructure. What funding will be available to support the delivery of housing on rural exception sites?

- 3.14 It is not clear how, when or where the extra 1,000 dwellings on rural exception sites will be delivered so that they might contribute towards the housing land supply. As set out below, the delivery of housing on rural exception sites is limited and typically varies from year to year, presumably subject to funding and availability of sites, and as such it would be inappropriate to apply an average annual figure. Parish Councils have already been asked to identify potential housing sites, including for rural exception housing, through the earlier stages of Draft SCLP with only very limited interest. Potential housing sites have already been assessed through the SHLAA and SA processes, and in most cases rejected as development opportunities, and therefore those sites would need to be reassessed if now required to accommodate rural exception housing.
- 3.15 Figure 4.17 in the South Cambridgeshire 2012/13 AMR published in February 2014 [Doc Ref. RD/AD/270] shows historic data on the delivery of affordable housing on rural exception sites. The data shows that the amount of rural exception housing delivered fluctuates widely from year to year, which will be a product of the availability of funding and the availability of suitable sites. The data also shows that on average less than 50 dwellings per year were provided on rural exception sites, and that within a five year period no more than 250 dwellings were provided on such sites.

*Figure 4.17: Affordable housing completions on rural exception sites (Indicator LOA3)*

	2004-2005	2005-2006	2006-2007	2007-2008	2008-2009	2009-2010	2010-2011	2011-2012	2012-2013
<b>Number of affordable dwellings built on rural exception sites</b>	36 (1 site)	6 (1 site)	85 (5 sites)	66 (4 sites)	60 (3 sites)	33 (3 sites)	27 (3 sites)	88 (5 sites)	19 (2 sites)
<b>% of district affordable housing total</b>	31%	2%	36%	14%	22%	12%	13%	46%	18%

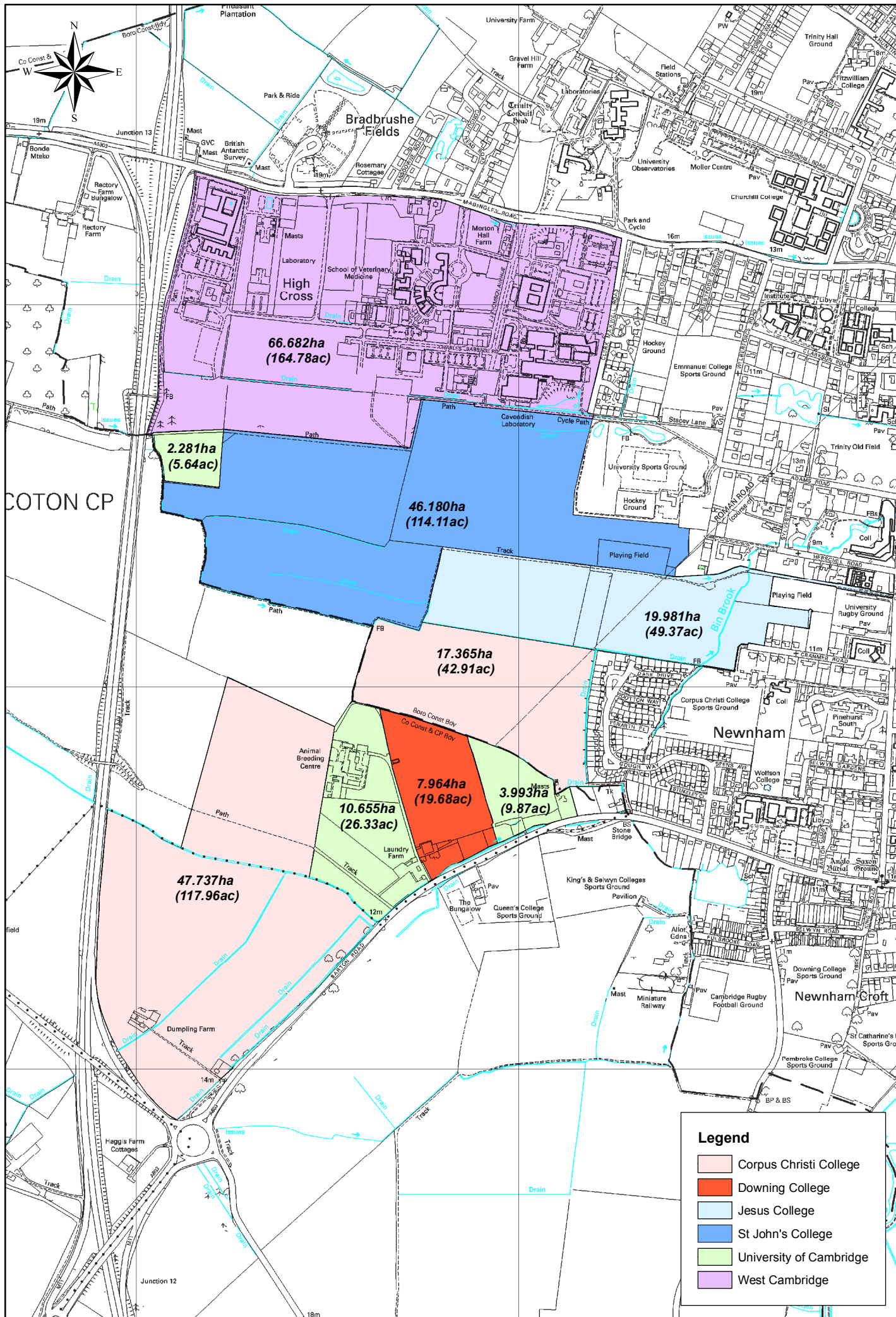
- 3.16 The successful delivery of rural exception sites would require input and support from the Parish Councils. It is not clear how much support exists. Parish Councils were asked at Issues & Options consultation stage whether they wanted to allocate additional sites in villages to meet local housing needs – see Issue 7 of Issues & Options Report July 2012 [Doc Ref. RD/LP/030]. In addition, we are aware that Cambridgeshire ACRE (Action for Communities in Rural England) have made presentations or contacted some parish councils in South Cambridgeshire to gauge

interest in rural exception housing schemes. It appears no Parish Councils responded to these requests, although subsequently Great Abington Parish Council and Graveley Parish Council proposed small housing sites to meet local housing needs – see Major Modification MM/7/01 to Policy H1 (Parish Council Led Allocations for Residential Development in Villages). Therefore, it is not clear where the rural exception sites will come from, other than the sites identified in major modifications.

- 3.17 The site assessment processes for the SHLAA and SA considered a range of potential residential development sites within the villages of South Cambridgeshire. The sites assessed as suitable have been allocated or included within the housing trajectory, while others have been rejected. It is likely that some sites which were assessed as part of these processes but rejected would be suitable as rural exception sites. A reassessment process would be required. It is not clear whether that reassessment process is being undertaken, and no evidence has been submitted to demonstrate suitability or deliverability of sites as rural exceptions.

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# Assessment of the Deliverability of Sites from the Housing Trajectory

**Barton Road Landowners Group**  
Land north of Barton Road, Cambridge  
08 October 2014



## Executive summary

- 1.1 This report has been produced to assess the deliverability of the Strategic Sites and Northstowe within South Cambridgeshire and housing allocation sites in Cambridge city which are identified in the housing trajectories over the Plan period 2011-2031.
- 1.2 The report also appraises the past deliverability of urban extension sites in Cambridge and new settlements in South Cambridgeshire in order to demonstrate using the evidence available how these different forms of large-scale housing allocations have performed in the last Local Plan period.
- 1.3 In particular, the report has analysed the performance of Northstowe and Cambourne which were new settlements allocations from previous Plans. Cambourne took 8 years from being allocated as a housing site to the first delivery of housing. The most recent planning permission for 950 dwellings at 'Upper Cambourne' proved to be unviable and, in consequence, the affordable housing provision had to be reduced to 30%.
- 1.4 Northstowe has taken in excess of 13 years to deliver dwellings from allocation. This new settlement has also proven unviable and the affordable housing provision for phase 1 comprising 1,500 dwellings has been reduced to 20%.
- 1.5 The evidence shows that expectations of delivery at new settlements in South Cambridgeshire (both from the promoters and planning authorities) have been excessively optimistic. New settlements in South Cambridgeshire cannot be relied upon to deliver housing in the Plan period and may only deliver housing at the end of the Plan period.
- 1.6 Urban extension sites on the edge of Cambridge have been shown to deliver dwellings within the Plan period. Trumpington Meadows, Clay Farm and Glebe Farm are housing allocation sites all on the Southern Fringe of Cambridge. Dwellings were delivered at all three of these housing allocations within 6 years of being allocated in the Plan. These urban extension sites have also been able to viably deliver the affordable housing provision of 40% in accordance with adopted planning policy.
- 1.7 The CCC and SCDC Memorandum of Understanding acknowledges that fringe sites that were released from the Green Belt in the last round of plan making are now well underway and delivering new homes, jobs and associated infrastructure on the ground. These urban extension cross-boundary fringe sites are logically building out from the edge of the existing built-up area. Urban extension sites to Cambridge are viable and deliverable in the Plan period.
- 1.8 In terms of delivery rates, Cambourne has been delivering housing for the past 15 years. The average delivery rate over this 15 year period was 235 dwellings per annum. This may be compared with the housing trajectory forecast for Northstowe which claim delivery of a peak of 400 dwellings per annum over the Plan period. Cambourne has only delivered in excess of 400 dwellings per annum once, in 2003-2004, at a time when it was the only major site being developed within the District. The housing trajectory for delivery of housing from Strategic Sites and Northstowe is not realistic and should be capped at 250 dwellings per annum.



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- Appendix 2 South Cambridgeshire District Council's Housing Trajectory**
- Appendix 3 Southern Fringe Plan**



## 1 Introduction

- 1.1 The report appraises the deliverability of the Strategic Sites and Northstowe within South Cambridgeshire and the urban extension sites to Cambridge. The report also assesses the deliverability of brownfield housing allocation sites in Cambridge city.
- 1.2 The report demonstrates that urban extension sites on the fringe of Cambridge are more certain of housing delivery during the Plan period compared to the allocated Strategic Sites and Northstowe in South Cambridgeshire and that CCC and SCDC housing objectives will not be met by the provisions of their Plans.
- 1.3 This report is not provided to assess if CCC and SCDC have objectively assessed their housing need.

## 2 Spatial Strategy of the Plans

- 2.1 A Memorandum of Understanding has been produced by CCC and SCDC setting out their agreement to consider their two housing trajectories together for the purposes of the assessment of housing land supply. Both Councils have prepared their own Local Plan which proposes a development strategy for the Greater Cambridge Area and the policy implications of the Memorandum of Understanding have yet to be addressed.
- 2.2 The Memorandum of Understanding supplements the Memorandum of Cooperation (May 2013) under which the Councils have committed to meeting in full their objective assessed needs within their respective areas. The Memorandum of Understanding claims that both Councils can provide a continuous 5 year housing land supply, but only when projected jointly. It also acknowledges that the Councils may be required to make modifications to their Plans in order to demonstrate this.
- 2.3 CCC confirms its commitment to delivery of housing in the urban areas and fringe areas already consented in the early and middle parts of the Plan period. SCDC is committed to delivery of housing in the fringe areas and at new settlements with emphasis on delivery in the middle to the later parts of the plan period due to the longer lead-in time of these Strategic Sites.

### Cambridge City Council

- 2.4 Policy 3 of CCC's Plan allocates 14,000 additional dwellings within CCC's administrative boundary. The housing allocation implies an average delivery rate of 700 dwellings per year.
- 2.5 CCC propose to achieve the housing allocation from the delivery of the below provision of sites;

**Table 1**

Dwelling Provision	Number of Dwellings
Completions 2011-2012	331
Sites with Planning Permission	8,955
Urban Extension without Planning Permission (i.e. Worts' Causeway GB1 and GB2)	430

## Barton Road Landowners Group

Land north of Barton Road, Cambridge

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Existing Allocated Sites without Planning Permission	721
New Local Plan Allocation Sites	1,904
Windfall	1,850
Total	14,191

2.6 CCC's Plan includes a Proposals Schedule of sites allocated for development in order to meet their housing allocation. Sites identified in the Proposals Schedule are discussed in Section 3.

### South Cambridgeshire District Council

2.7 Policy S/5 of SCDC's Plan allocates 19,000 new homes to the District. The housing allocation implies an average delivery rate of 950 dwellings per year.

2.8 SCDC propose to achieve the housing allocation from the delivery of the below provision of sites;

**Table 2**

Dwelling Provision	Number of Dwellings
Completions 2011-2012	696
Major Sites	11,113
Smaller Rural Sites	2,220
New Local Plan Allocation Sites	5,000
Total	19,029

2.9 The dwelling provision from Major Sites includes allocations from the South Cambridgeshire Local Development Framework (2007-2010) together with allocations contained in the Area Action Plans for Northstowe, North West Cambridge, Cambridge Southern Fringe and Cambridge East.

2.10 The dwelling provision from Major Sites also includes four new Strategic Site allocations known as Waterbeach New Town (Policy SS/5), New Village at Bourn Airfield New Village (Policy SS/6), Northstowe Extension (Policy SS/7) and Cambourne West (Policy SS/8). Only Waterbeach New Town, Bourn Airfield New Village and Cambourne West are identified in the housing trajectory to deliver dwellings in the Plan period. Northstowe Extension is not identified in the housing trajectory to deliver dwellings in the Plan period.

## 3 Deliverability of Housing Allocations – Cambridge City sites

3.1 The NPPF states that Local Planning Authorities should identify and update annually a supply of deliverable sites sufficient to provide five years' worth of housing against their housing requirements

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(NPPF, para. 47). The NPPF provides guidance on how to assess if a site can be considered 'deliverable'. Footnote 11 of the NPPF states;

*'To be considered deliverable, sites should be available now, offer a suitable location for development now, and be achievable with a realistic prospect that housing will be delivered on the site within five years and in particular that development of the site is viable.'*

3.2 Local Planning Authorities must also identify a supply of developable sites or broad locations for growth, for years 6-10 and, where possible, for years 11-15. The NPPF provides guidance on how to assess if a site can be considered 'developable'. Footnote 12 of the NPPF states;

*'To be considered developable, sites should be in a suitable location for housing development and there should be a reasonable prospect that the site is available and could be viably developed at the point envisaged.'*

3.3 Table 3 identifies sites from the Residential Proposals Schedule of CCC's Plan for housing allocations which were also historic housing allocations in the Local Plan 1996 or the Local Plan 2006.

**Table 3**

Allocation No.	Site	Address	Dwelling Allocation (Dwellings Trajectory different)	in if	First Allocated	Trajectory for Delivery	Principal Constraint
R7		The Paddocks Trading Estate, Cherry Hinton Road	123		2006 Local Plan	6-11	Occupied under multiple leases
R14		British Telecom, Long Road	76 (55)		2006 Local Plan	6-11	Operation requirement. Relocation is unviable due to fibre optic cables
R2		Willowcroft, Histon Road	78		1996 Local Plan	6-11	ATS Commercial Unit – business relocation
M4		Police Station, Parkside	50		1996 Local Plan	6-11	Operational requirement
R12		Ridgeons, Cavendish Road and Cromwell Road	245 (28)		1996 Local Plan	6-11	Ridgeons Commercial Unit – business relocation but part may become available
R4		Henry Giles House,	48		2006 Local Plan	6-11	Existing Use Value exceeds





	Chesterton Road, CB4					Market Value for residential development
R1	295	Histon	32	2006 Local Plan	6-11	Leased to the Squash Club
R21	Magnet Warehouse, 315-349, Mill Road		30	2006 Local Plan	6-11	Part of site has planning permission for a Mosque and part subject to imminent student accommodation application
M1	379-381 Milton Road		95	2006 Local Plan	11-15	Currently car dealership business relocation –
R10	Mill Depot and adjoining properties	Road	167	1996 Local Plan	11-15	Operational requirements and occupied under multiple leases

- 3.4 Unlike cities that are in decline, where there is an increasing supply of brownfield sites, Cambridge's growth means there are a decreasing number of brownfield sites coming forward. It is not realistic to assume that there will be an acceleration of units built on existing brownfield sites and that these sites can be considered developable in the Plan period.
- 3.5 We have reviewed all of the Existing Allocated Sites without Planning Permission which are identified to deliver 721 dwellings in the housing trajectory contained in the Annual Monitoring Report (December 2013) (appendix 1). **We have concerns about the availability of 10 sites and their ability to deliver 706 dwellings during the Plan period by 2031 as they have historically been allocated and not delivered for the reasons set out as the Principal Constraint detailed in Table 3.**
- 3.6 Table 4 identifies sites from the Residential Proposals Schedule of CCC's Plan for new housing allocations.

**Table 4**

Allocation No.	Site	Address	Dwelling Allocation	First Allocated	Trajectory for Delivery	Principal Constraint
R5		Camfields Resource and Oil Depot, 137-139 Ditton Walk	35	2014 Proposed Local Plan	6-11	Currently fuel depot – operational requirements and possible

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						contamination
R16	Cambridge Professional Development Centre, Foster Road	67		2014 Proposed Local Plan	6-11	Operational requirement
R17	Mount Pleasant House, Mount Pleasant	50		2014 Proposed Local Plan	6-11	Existing Use Value exceeds Market Value for residential development
R6	636-656 Newmarket Road, Holy Cross Church Hall, East Barnwell Community	75		2014 Proposed Local Plan	11-15	Operational requirement
R8	149 Cherry Hinton Road & Telephone Exchange, Coleridge Road	33		2014 Proposed Local Plan	11-15	Operation requirement – business relocation
R11	Horizon Resource Centre, 285 Coldham's Lane	40		2014 Local Proposed Local Plan	11-15	Operational requirement
M2	Clifton Road Area	550		2014 Proposed Local Plan	11-15	Occupied under multiple leases
M5	82-88 Hills Road & 57-63 Bateman Street	20		2014 Proposed Local Plan	11-15	Existing Use Value does not exceed Market Value for residential development

**3.7** We have reviewed all of the New Local Plan Allocation Sites which are identified to deliver 1,904 dwellings in the housing trajectory contained in the Annual Monitoring Report (December 2013) (appendix 3). **We have concerns about the ability of 8 sites to be developable in the Plan period and their ability to deliver 870 dwellings in the Plan period by 2031 for the reasons set out as the Principal Constraint detailed in Table 4.**



**3.8** Table 5 shows how many dwellings have been delivered in CCC for the 13 years period (1999-2012) compared to the Local Plan 2006 Housing Allocation.

**Table 5**

Local Plan	Housing Allocation	Average Delivery Rate / Annum	Actual Delivery	Actual Delivery Rate / Annum	Actual Delivery as % of Allocation
2006	12,500 (1999-2016)	735	5,366 (1999-2012)	413	56%

3.9 CCC has historically only delivered 56% of the housing allocation for the period 1999-2012. CCC's latest Annual Monitoring Report (December 2013) states that the latest reporting year (2012/2013) forecast a cumulative undersupply of -378 dwellings for the period.

## 4 Deliverability of Housing Allocations – New Settlements

### Lead-in Times

- 4.1 New settlements such as those identified as Strategic Sites in SCDC housing trajectory, typically experience long lead-in times from initial allocation of the site in a Plan through to delivering dwellings onsite. Strategic Sites require significant amounts of due diligence to be undertaken to enable their delivery, infrastructure upgrade works offsite and enabling works onsite prior to first dwelling delivery. This is not new and Bar Hill warrants mentioning. Bar Hill was conceived in the 1950's with the first residents arriving in 1967. The village took 23 years to complete and was built out at an average of around 80 dwellings per annum.
- 4.2 Some of the Strategic Sites allocated in the Plan are existing housing allocations from previous Plans and have taken many years from initially being identified to dwellings being delivered onsite.
- 4.3 A new settlement to the west of Cambridge was originally included in the approved South Cambridgeshire Local Plan 1991. Planning permission (reference S/1371/92/O) was first granted for Cambourne in April 1994 for a mixed-use development including up to 3,000 dwellings (later increased to 3,300 dwellings). In 2011 a further planning permission (reference S/6438/07/O) was granted for 'Upper Cambourne' for a mixed-use development including up to 950 dwellings. Cambourne benefits from planning permission for up to 4,250 dwellings and a total of 3,518 dwellings have so far been delivered (1999-2014).
- 4.4 Cambourne West is a Strategic Site proposed to be allocated in the Plan to the west of the existing new settlement at Cambourne. Whilst it took 8 years from Cambourne originally being allocated to the first delivery of dwellings, in contrast, the Plan proposes that Cambourne West will deliver dwellings in years 2016-2026 of the Plan which is the equivalent of 3 years from allocation. Whilst it would be realistic to expect such a new settlement expansion to take less time to first delivery than the development of Cambourne itself, the 3 year period is far too optimistic given the issues which have to be addressed before construction can commence.
- 4.5 Northstowe was originally identified as a new settlement in Cambridge Sub-Region Study (2001). The Northstowe Area Action Plan (adopted July 2007) allocated the site for the delivery of at least 4,800 dwellings by 2016 and ultimately 10,000 dwellings beyond that date. In April 2014 SCDC granted outline planning permission (reference S/0388/12/OP) for phase 1 comprising a mixed-use development including

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up to 1,500 dwellings. In August 2014 a planning application (reference S/2011/14/OL) for phase 2 was submitted comprising a mixed-use development including up to 3,500 dwellings. The planning application has not yet been determined. To date no dwellings have been delivered at Northstowe and the housing trajectory now only forecasts 64 dwellings to be delivered by 20015-16. This is a massive -4,736 dwelling shortfall compared to the Area Action Plan forecast and shows the difficulties of predicting delivery for such proposals.

- 4.6 The Southern Fringe was originally allocated for housing in CCC's Local Plan (adopted July 2006). The Southern Fringe Area Development Framework (adopted January 2006) allocates four housing sites (Trumpington Meadows, Clay Farm, Glebe Farm, Bell School) on the fringe of Cambridge in CCC for a total of approximately 3,320 dwellings (appendix 3). A further 600 dwellings are allocated in the Cambridge Southern Fringe Area Action Plan (adopted February 2008) in SCDC at Trumpington West (aka. Trumpington Meadows).
- 4.7 In 2009 Trumpington Meadows was granted planning permission for a mixed-use development including 1,200 dwellings. In 2010 Clay Farm and Glebe Farm were granted planning permission for a mixed-use development including 2,300 and 286 dwellings respectively. Development commenced on these sites in 2011 and the first dwellings were delivered in 2012.
- 4.8 Table 6 demonstrates that sites on the fringe of Cambridge are able to be delivered within a significantly shorter lead-in time than Strategic Sites.

**Table 6**

Site	Strategic Site or Fringe	Date Allocated	Date Planning Permission Granted	Date Dwellings Delivered	First	Years Between Allocation and Delivery	Dwellings Delivered to Date
Cambourne	Strategic Site	1991	1994	1999		8	3,518
Northstowe	Strategic Site	2001	2014	N/A		13+	0
Trumpington Meadows	Fringe	2006	2009	2012		6	230
Clay Farm	Fringe	2006	2010	2012		6	308
Glebe Farm	Fringe	2006	2010	2012		6	167

- 4.9 Table 7 identifies the lead-in times assumed by SCDC for the delivery of housing from Strategic Sites and Northstowe allocations.

**Table 7**

Strategic Site	Date Allocated for Delivery	Years between Allocation and Delivery
Waterbeach New Town	2026-2027	13

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New Village at Bourn Airfield	2022-2023	9
Northstowe	2015-2016	2
Cambourne West	2016-2017	3

4.10 We believe that the lead-in time for the Strategic Sites appear reasonable from allocation (2013-2014) to delivery of dwellings. However none of the lead-in times for the Strategic Sites are likely to be shorter than detailed in the housing trajectory.

### Delivery Rates

4.11 The delivery rate of dwellings from each housing allocation is fundamental in formulating the housing trajectory. There is evidence available from the historic delivery rate of dwellings on Strategic Sites and fringe sites in Cambridge to provide a robust delivery rate for dwellings in the housing trajectory.

4.12 The table below summarises the delivery rate of dwellings at Cambourne and the Southern Fringe to date.

**Table 8**

Site	Strategic Site or Fringe	Dwellings Consented	Dwellings Delivered including 2013-2014 Predictions	Average Dwellings Delivered per Annum
Cambourne	Strategic Site	4,250	3,518	235
Southern Fringe	Fringe	3,920	705	353

4.13 The three Strategic Sites and Northstowe are intended to deliver a total of 9,981 dwellings within the Plan period to 2031 (appendix 2). Table 9 illustrates the delivery rate that has been assumed by SCDC in the housing trajectory for the Strategic Sites and Northstowe.

**Table 9**

Strategic Site	Dwelling Allocation	Dwelling Allocation by 2031	Upper Trajectory per Annum
Waterbeach New Town	8,000 – 9,000	1,400 (2026-2031)	400
New Village at Bourn Airfield	3,500	1,700 (2022-2031)	220
Northstowe	9,500	5,681 (2015-2031)	400
Cambourne West	1,200	1,200 (2016-2025)	150

4.14 Cambourne has delivered approximately 235 dwellings per annum over a 15 year period since dwellings first started being delivered in 1999. Housing delivery peaked at 620 dwellings in 2003-2004 but reached a

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low of 102 dwellings in 2011-2012. The low point in housing delivery was at a time of turbulent economic contraction and shows that Strategic Sites and Northstowe are unreliable to consistently deliver housing at the rate detailed in the housing trajectory during the course of an economic cycle. Cambourne only achieved a sale rate in excess of 400 dwelling per annum once for the year 2003-2004. The average delivery rate for the last 5 years (2009-2014) is 148 dwellings per annum.

- 4.15 Northstowe is similar in nature to Cambourne. The peak delivery rate in the housing trajectory for Northstowe is 400 dwellings per annum for the period 2019-2031 (12 years). The housing trajectory for Northstowe is not consistent with the housing delivery rates achieved at Cambourne and is not realistic.
- 4.16 Cambourne West and Bourn Airfield New Village are both south of the A428 road and are within approximately 1 mile of each other. The peak housing delivery for housing trajectory across these two Strategic Sites is 370 dwellings per annum which is unrealistic to assume for the housing trajectory.
- 4.17 It should be noted that Cambourne has historically not had to compete with housing production from other new settlements in the District. The delivery of housing from the Strategic sites and Northstowe which are all of a similar nature will undoubtedly have a delivery cap based on the market's demand.
- 4.18 We have concerns with the housing trajectory for the Strategic Sites and Northstowe based on unrealistic delivery rates. The housing trajectory should be assumed at maximum of 250 dwellings per annum for Northstowe which is more consistent with Cambourne's historic housing trajectory. Cambourne West and Bourn Airfield's combined housing trajectory should also not exceed 250 dwellings per annum.**

### Viability

- 4.19 The NPPF requires Local Planning Authorities to set policies in order to meet their objectively assessed affordable housing need onsite.
- 4.20 SCDC affordable housing policy is contained in Policy H/9 of the Plan. For all development which increases the net number of homes by three or more will require that 40% of the homes will be affordable. Policy H/9 allows the affordable housing provision to be negotiated if it can be demonstrated that the level of affordable housing sought would make the development unviable.
- 4.21 Strategic Sites are contingent on infrastructure to be delivered at the front-end of the developments which is a significant cost of the overall development scheme. These infrastructure costs relate to servicing the site by providing highways, sewers and utilities with capacity to enable the development to commence.
- 4.22 Strategic Sites inevitably require greater expenditure to enable their delivery compared to urban extensions, however they will only come forward if viable. The higher costs of developing Strategic Sites directly affects the project's overall viability which means the scale of planning obligations delivered by Strategic Sites is reduced.
- 4.23 There have been very recent demonstrations of the viability issues relating to Strategic Sites in SCDC. In April 2014 SCDC granted outline planning permission (reference S/0388/12/OP) for Northstowe phase 1 comprising a mixed-use development including up to 1,500 dwellings with only 20% affordable housing. In 2011 SCDC granted outline planning permission (reference S/6438/07/O) for Cambourne comprising a mixed-use development including up to 950 dwellings with just 30% affordable housing. This indicates, as is to be expected, that viability constraints can be resolved only by reducing or delaying the level of affordable housing provided.

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- 4.24 In contrast, urban extensions on the fringe of Cambridge have been shown to be viable with 40% affordable housing provision onsite which is compliant with CCC's affordable housing policy contained in Policy 45 of the Plan.
- 4.25 In May 2009 the Secretary of State recovered two appeals by Countryside Properties PLC & Countryside Properties (UK) Ltd to Cambridge City Council (reference APP/Q0505/A/09/2103599/NWF and APP/Q0505/A/09/2103592/NWF). The appeals were made under section 78 of the Town and Country Planning Act 1990 against a failure to give notice within the prescribed period of a decision on an application for outline planning permission for Clay Farm and Glebe Farm.
- 4.26 The appeals sought to reduce the affordable housing provision in phase 1 based on viability of the development. The Secretary of State concluded that the appeal schemes should be capable of delivering 40% affordable homes and dismissed both appeals, thereby refusing planning permission. In August 2010 CCC approved a duplicate application to the appeal schemes but with a policy compliant 40% affordable homes provision. The development of this site is now well underway and delivering dwellings.
- 4.27 Northstowe phase 1 and Cambourne are examples of Strategic Sites which are unable to be developed viably without the reduction of affordable housing. Clay Farm and Glebe Farm are examples of urban extensions to the fringe of Cambridge which can viably meet the policy requirement for affordable housing provision.

**Table 10**

Site	Strategic Site or Fringe	Planning application reference	Affordable Housing
Northstowe (Phase 1)	Strategic Site	S/0388/12/OP	20%
Cambourne	Strategic Site	S/6438/07/O	30%
Clay Farm	Fringe	07/0620/OUT	40%
Glebe Farm	Fringe	09/1140/FUL	40%
Trumpington Meadows	Fringe	S/0054/08/O and 08/0048/OUT	40%
Bell School	Fringe	13/1118/S73	40%
Darwin Green	Fringe	07/0003/OUT	40%

- 4.28 We have concerns about the ability of South Cambridgeshire District Council to meet their objectively assessed affordable housing need from Strategic Sites and Northstowe allocated for housing in the Plan due their ability to be developed viably.**

### Demand

- 4.29 There is strong demand from house builders to acquire land in Cambridge to build out consented residential development schemes. There are currently a host of house building companies actively delivering housing allocations on the Southern Fringe which are named below;



**Table 11**

Southern Fringe Site	House Builder
Trumpington Meadows (parcels 1-5)	Barratt Homes
Glebe Farm (parcels 1, 2, 7-11)	Countryside Properties
Clay Farm (parcels 1B, 2, 5, 10 -12)	Countryside Properties
Clay Farm (parcels 16)	Bovis Homes
Clay Farm (parcels 19-20)	Skanska
Bell School	Hill Residential

4.30 The demand from house builders to acquire land on the fringe of Cambridge to deliver dwellings is evident by the current market conditions demonstrated through recent land disposals of consented development schemes. In summer 2014 Bidwells marketed 1.09 hectares (2.69 acres) of parcels 9A and 9B at Clay Farm with planning permission for the development of 66 dwellings. A number of proposals were received for the site demonstrating the depth of the market for consented land on the fringe of Cambridge.

4.31 In January 2014 Savills marketed 5.39 hectares (13.3 acres) at Clay Farm with planning permission for 274 dwellings. It is understood that Crest Nicholson has acquired this development opportunity.

**4.32 There is strong demand from house building companies to acquire land on the fringe of Cambridge for the delivery of dwellings and this has been demonstrated by the market.**

## 5 Market Economics

5.1 Revenue is, of course, a function of demand and supply. Table 12 below shows the revenues that are being achieved (measured in pounds per square foot) at various locations.

**Table 12**

Site	Strategic or Fringe	Site	House Builder	Average Revenues (ft)	Sales (£/sq ft)	Est. Cost of Development (£/sq ft)	Fixed of	Residual for Infrastructure and Planning Obligations (£/sq ft)
Clay Farm (parcels 1B, 2, 5)	Fringe		Countryside Properties	£480		£180		£300
Clay Farm (parcels 10, 11, 12)	Fringe		Countryside Properties	£400		£180		£220
Glebe Farm	Fringe		Countryside Properties	£380		£180		£200



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Trumpington Meadows	Fringe	Barratt Homes	£370	£180	£190
Cambourne	Strategic Site	Taylor Wimpey	£250	£180	£70
Longstanton (next to Northstowe)	Strategic Site	Charles Church (built 2006)	£230	£180	£50

- 5.2 Table 12 demonstrates the diversity of the sale revenues being achieved on development schemes on the fringe of Cambridge and those revenues being achieved outside of the City in South Cambridgeshire. Revenues are driven by the local housing market and are relatively rigid and the cost for the construction of the dwellings are fixed. A simple residual approach of these two inputs demonstrates the amount available for infrastructure and financial obligations. Table 12 demonstrates that the fringe sites are a much more viable due the higher GDV's of the developments compared to Strategic Sites.
- 5.3 Not only do the revenues show where the demand is for housing, it also demonstrates why the urban extension sites are more certain of delivery. During the life of the Plan, there will be 'ups and downs' in the market. When revenues are higher, the delivery from these sites is far more resilient than when revenues are lower.
- 5.4 It should be noted that the Cambridge Fringe sites identified in Table 6 were allocated in 2006 and permission was granted in 2009/10 and during this period there was extreme turbulence in the markets. Despite this turbulence these sites progressed. Sites where the revenues are significantly lower would not progress in this way.

## 6 Conclusion

- 6.1 The housing trajectory for housing allocation sites in the Cambridge Local Plan contains 4 sites for the delivery of 323 dwellings which are retained allocations from the Local Plan 1996. The housing trajectory also contains 6 sites for the delivery of 383 dwellings which are retained allocations from the Local Plan 2006. There is clear evidence to indicate that these sites for the delivery of 706 dwellings are not developable during the Plan period 2011-2031. They were not delivered under the previous Plans and there is no evidence that they are any more deliverable now. .
- 6.2 SCDC acknowledge that new settlements have long lead-in times to the delivery of housing. That is demonstrated by the histories of Cambourne and more recently Northstowe which was allocated for housing in the last Local Plan but failed to deliver any housing in the Plan period. SCDC housing trajectory does not forecast housing delivery from Bourn Airfield New Village until 2022-2023 which is 9 years in to the Plan period. SCDC housing trajectory also does not forecast delivery from Waterbeach New Town until 2026-2027 which is 13 years in to the Plan period. It is correct to assume that these sites are only capable of housing delivery in the latter period of the Plan. The consequence is that SCDC are unable to deliver a sufficient housing supply at the start of the Plan period.
- 6.3 SCDC has identified 9,981 dwellings to be delivered from Strategic Sites (Waterbeach New Town, Bourn Airfield New Village and Cambourne West) and Northstowe in their housing trajectory. Cambourne has been delivering dwellings over the last 15 year period at an average rate of 235 dwellings per annum and only exceeded 400 dwellings per annum once, 10 years ago in 2003-2004. It is not realistic that Northstowe will consistently deliver 400 dwellings per annum for a 12 year period (2019-2031) during the Plan period. It is also not realistic that Cambourne West and Bourn Airfield New Village will deliver a

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combined peak housing trajectory of 370 dwellings per annum given that the sites are within approximately 1 mile of each other. The housing trajectory for Northstowe and Cambourne West and Bourn Airfield New Village combined should be capped at a peak of 250 dwellings per annum which is more consistent with the historic deliver rate of Cambourne.

- 6.4 Trumpington Meadows, Clay Farm and Glebe Farm are within a 2 mile radius of each other on the Southern Fringe. A total of 705 dwellings have been delivered at the Southern Fringe of Cambridge equivalent to 353 dwellings per annum (2012-2014). It is expected that Barton Road North as an urban extension would deliver housing which reflects the same rate as the Southern Fringe.
- 6.5 Viability plays a key role in enabling Strategic Sites to come forward for delivery. It is well documented that new settlements detached from existing settlement boundaries require significant investment in infrastructure to enable their delivery. These costs are front-loaded. Strategic sites are also reliant on onsite provision of education and community facilities as they are detached from existing settlements. Strategic Sites are also projected to generate lower revenues which compared to urban extension to Cambridge and this is documented by the market conditions.
- 6.6 As a result of high infrastructure and planning obligation costs and relatively lower revenues, Strategic Sites have been unable viably to deliver a policy compliant affordable housing provision. Strategic Sites in the District at Cambourne and Northstowe phase 1 have been unviable to deliver a policy compliant level of affordable housing. Whereas, urban extensions to the fringe of Cambridge including Trumpington Meadows, Clay Farm, Glebe Farm and Darwin Green have proven viable to deliver a policy compliant level of affordable housing which assists the District in meeting its objectively assessed housing need.
- 6.7 It is evident that urban extensions to Cambridge are deliverable within the Plan period as demonstrated by the Southern Fringe which took 6 years from allocation in the Local Plan 2006 to delivery of the first dwellings. Furthermore, it has been demonstrated that there is strong demand from house builders to deliver dwellings on the fringe of Cambridge.



# Appendices



# Appendix 1

Cambridge City Council's Housing Trajectory



Ref	Project Name	Phase	Local Plan 2014 Allocation	Target number of dwellings on site	Built to date (up to 20/2/15)	Outstanding dwellings (20/3/14 - 20/3/15)	Reporting year (20/3/14 - 20/3/15)	14/15 year 1	15/16 year 2	16/17 year 3	17/18 year 4	18/19 year 5	19/20 year 6	20/21 year 7	21/22 year 8	22/23 year 9	23/24 year 10	24/25 year 11	25/26 year 12	26/27 year 13	27/28 year 14	28/29 year 15	29/30 year 16	30/31 year 17	Total Estimated Completions (20/3/14 - 20/3/31)	Availability	Achievability	Notes	
5.01	009584	CLP Site Clarendon Road	N	60	60	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	60	Y	Y	Under Construction	
5.02		The Partridge Training Estate, Cherry Hill Road	M	74	74	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	74	N	Y	Site allocated as Site E7 in the Local Plan 2014	
5.03	124327/FUL & 009500/01/T	British Telecom, Cornwell Road	M	62	62	0	0	62	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	62	Y	Y	Under Construction	
5.04		312-321 Milton Road	UK	35	35	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	35	N	Y		
5.05	030121/FUL	Cambridge City Football Ground, Milton Road	UK	138	138	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	138	Y	Y	Site allocated as Site E2 in the Local Plan 2014. Match on this site has also been allocated in the Local Plan 2014 under site R14, see Local Plan 2014 allocations table.	
5.06		British Telecom, Long Road	UK	55	55	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	55	N	Y		
5.07		Millicroft, Histon Road	UK	78	78	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	78	N	Y		
5.08		Territorial Army, Cherry Hill Road	UK	128	128	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	128	N	Y		
5.09	1107284/FUL	Trows Perkins, Devonshire Road	UK	43	43	0	0	0	0	15	28	0	0	0	0	0	0	0	0	0	0	0	0	0	43	Y	Y	Site allocated as Site R2 in the Local Plan 2014.	
5.11		Caravan Park, Fen Road	UK	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	N	N	Council assessment - not development, site is a permanent static home site.	
5.12		Police Station, Pershore	UK	50	50	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	50	Y	Y	Site allocated as Site M4 in the Local Plan 2014. Figures revised as part of local plan review.	
5.17	106523	Fine Station, Parkside	UK	40	40	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	40	N/A	N/A	Completed 2012/13	
5.13	0700328	Milton Infant & Junior School, Milton Road	UK	5	5	0	0	5	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	5	Y	Y	Additional capacity for this site has been allocated in the Local Plan 2014, see Local Plan 2014 allocations table.	
5.14		Beacons, Cavendish Road	UK	28	28	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	28	N	Y		
5.15		Housing Allocation at Henry Giles House, Chesterton Road, Cambridge, CB4	UK	48	48	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	48	N	Y		
5.16	000595	Junction of Cherry Hills & Hills Road	A	40	40	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	40	Y	Y	Site allocated as Site R2 in the Local Plan 2014.	
5.17		295 Histon Road	UK	32	32	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	32	Y	Y	Under Construction 2013/14	
5.18		Saxa Lave	UK	23	23	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	23	Y	Y	Site allocated as Site R1 in the Local Plan 2014.	
5.20	060794	Netherhall School, Queens Ediths Way	UK	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	N	N		
7.01	1001067/FUL	(Include backstop) 23-29 Occupation Road	UK	14	14	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	14	N/A	N/A	Site completed 2012/13
7.02	120629/FUL	Site Above M20 Occupation Road	M	13	13	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	13	Y	Y	Under Construction
7.03	090743/FUL	Site Above UK 7173 New Street	UK	5	5	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	5	N/A	N/A	Completed 2012/13
7.04	111067/FUL	Site Above UK 15 Harvest Way	UK	6	6	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	6	Y	Y	
7.05	110219/FUL	Site Above A6300	A	30	30	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	30	Y	Y	
7.06		Sutton House, Hills Road	A	63	63	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	63	Y	Y	Site allocated as Site R2 in the Local Plan 2014.
7.07		Cowhams Lane/Newmarket Road	UK	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	N	N	Local application approved for part of the site, housing not likely to come forwards on remainder of site.
7.08		Mitchell's Corner (remainder of site)	UK	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	N	N	Expected to be developed as retail and student accommodation.
7.09		West Cambridge Site, Masinger Road	UK	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	N	N	No intention to develop further for residential purposes.
7.10		Leckington House Grounds	UK	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	N	N	M25 likely to come forward as student housing instead of residential.
7.11		Grange Farm off Millers Road	UK	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	Y	Y	Residential.
7.12		Land Adjacent to Hill Lane	A	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	N	Y	Site allocated as Site U1 in the Local Plan 2014.
7.13	090181, 090179 & 110527	Suttonville Site	UK	205	75	130	120	10	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	10	Y	Y	Under construction. This allocation was never approved on year on year basis (11/13/40/FUL). This allocation represents the remainder of the site. Please note the potential residential capacity for this site. Additional capacity on this site has also been allocated in the Local Plan 2014 under site R21, see Local Plan 2014 allocations table.	
7.14		Morris Warehouse Mill Road	UK	30	30	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	30	Y	Y	
7.15		Gowling College, Athletic Ground, Long Road	UK	10	10	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	10	N	N	
7.16	080165	Site Above UK 7173 New Street	UK	100	100	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	100	N/A	N/A	Completed in 2011/2
7.17	080289 & 110548/FUL	Studio Area, Site Phase 1	A	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	Y	Y	Under Construction
7.18		Studio Area, Site Phase 2	A	103	103	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	103	Y	Y	
7.19		Studio Area	A	58	58	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	58	Y	Y	

\* The reporting year (20/3/14) does not contain actual figures but is based on survey data.









**Housing Trajectory Summary Tables**

Urban Extensions	7421	354	7087	504	591	873	1235	936	656	675	286	230	245	250	250	210	28	0	0	0	6563
Sites Allocated in the Local Plan	2588	510	2078	621	225	100	141	100	106	243	159	71	61	89	87	40	55	0	0	0	1457
Large Sites Over 50	604	376	228	0	0	63	40	40	40	0	25	30	30	0	0	0	0	0	0	0	228
Small Sites 10-49 Dwellings	190	167	28	83	44	14	12	0	0	14	0	0	0	0	0	0	0	0	0	0	84
New Allocations in the Local Plan 2014	3738	0	3738	0	0	10	138	148	133	138	188	367	409	313	296	256	234	239	256	247	3738

More detailed analysis of the 5 year supply can be found in Chapter 5

Total Completions - Indicators H2 (a & b)	159	287	505	601	731	628	521	588	288	390	331	482										5512									
Protected Completions - Indicator H2c													1208	890	1097	1589	1224	935	1056	647	682	703	758	650	548	337	234	238	258	247	1978
Cumulative Actual & Future Completions (H2 a & b + H2c) 2001/2 to 2030/31	159	446	951	1552	2283	2912	3433	4021	4309	4699	5030	5512	6720	7590	8677	10266	11490	12425	13481	14128	14820	15523	16281	16931	17477	17814	18048	18287	18543	18790	
Local Plan 2014 Housing Target Year on Year from April 2011 to March 2031 (14,000 divided by 20 years = 700pa)											700	700	700	700	700	700	700	700	700	700	700	700	700	700	700	700	700	700	700	700	14000
Annual Difference From Annual Local Plan 2014 Requirement for Protected Completions (H2 c)											-388	-216	508	180	397	889	524	235	356	-53	-8	3	58	-50	-154	-363	-486	-461	-444	-453	
1) Cumulative completions actual and projected											331	813	2021	2881	3978	5667	6791	7776	8782	9429	10121	10824	11582	12232	12776	13115	13349	13688	13944	14081	
2) Cumulative required completions											700	1400	2100	2800	3500	4200	4900	5600	6300	7000	7700	8400	9100	9800	10500	11200	11900	12600	13300	14000	

\* The reporting year (2013/14) does not contain actual figures but is based on survey data.



# Appendix 2

South Cambridgeshire District Council's Housing Trajectory





# Appendix 3

Southern Fringe Plan

# Cambridge Southern Fringe

May 2014



Trumpington Meadows			
Lot (Parcel)	Application Reference	Developer	No. of dwellings
1-5	11/0073/REM	Barratt Homes	163
1-5	11/0075/REM	Barratt Homes	161
6	14/0348/REM	Barratt Homes	39
7	14/0624/REM	Barratt Homes	87

Bell School			
Lot (Parcel)	Application Reference	Developer	No. of dwellings
n/a	13/1786/REM	Hill Residential	270 dwellings and 100 student units

Clay Farm			
Lot (Parcel)	Application Reference	Developer	No. of dwellings
1B, 2, 5	12/0794/REM	Countyside Properties	229
1A, 3, 4	12/0867/REM	Skanska	274
10, 11, 12C, 12C	10/1296/REM	Countyside Properties	306
12A, 13A, 13B, 14A, 14B	14/0520/REM	Countyside Properties	136
15, 17, 18	13/0751/REM	Bovis Homes	295
16	12/0754/REM	Bovis Homes	102
19 & 20	11/0698/REM	Skanska	128
Secondary School	13/0105/REM	Parkside Federation	n/a
Hobson's Square	13/0912/REM	Countyside Properties	n/a
Community Centre	14/0093/FUL	Cambridge City Council	n/a

Glebe Farm			
Lot (Parcel)	Application Reference	Developer	No. of dwellings
1-11	09/1140/FUL	Countyside Properties	286

**Sites/blocks with Outline Approval**

**Sites at Reserved Matters Stage**

**Sites with Reserved Matters applications approved**

**Sites Under Construction**

**Completed sites/blocks**

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