

Your ref: 40296
Our ref: Oakington Road
DD: [REDACTED]
E: [REDACTED]
Date: 29/01/2026

Greater Cambridge Shared Planning
South Cambridgeshire District Council
Cambourne Business Park
Cambridgeshire
CB23 6EA

Dear Sir/Madam

GREATER CAMBRIDGE LOCAL PLAN REGULATION 18 CONSULTATION 2026 – OAKINGTON ROAD, COTTENHAM (HEELA SITE ID REF. 115443)

These representations have been prepared by Bidwells on behalf of Christ's College, Cambridge in response to the Greater Cambridge Local Plan Regulation 18 Consultation (2026). These representations relate to land at Oakington Road, Cottenham (hereafter "the Site") which is within Christ's College ownership.

The Site was originally submitted in the Call for Sites exercise held in 2019 with subsequent representations submitted pursuant to the Regulation Issues and Options Consultation (2020) and the Regulation 19 Preferred Options Consultation (2021) and through the Council's Housing and Economic Land Availability Assessment (HELAA) was given the site reference **115443**. The Site was referenced as CH10 within the Greater Cambridge Green Belt Assessment (2021). Documents submitted in support of previous submissions were:

- Vision Document (Bidwells UDS);
- Drainage Assessment (EAS);
- Highway Appraisal (EAS);
- Heritage Appraisal (Bidwells Heritage);
- Ecology Appraisal (Ecology Solutions).

The earlier submissions outlined above made by Christ's College in support of the site remain up to date and relevant. Further the suite of technical documents set out above have demonstrated the Site has been appropriately assessed and collectively demonstrate a deliverable site. This representation adds to the suite of submission material previously submitted which demonstrates the Site as deliverable and free from any overriding technical considerations and accounts for changes to the context of the Site, the emerging Greater Cambridge Local Plan and updated to national policy, notably the National Planning Policy Framework.

The remainder of this representation is set out as follows:

- Site Description
- Cottenham



Bidwell House, Trumpington Road, Cambridge CB2 9LD
T: 01223 841841 E: info@bidwells.co.uk W: bidwells.co.uk

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- Development Proposals
- Response to the Draft Local Plan

Site Description

The Site is located to the immediate west of Cottenham, measures 4.2ha and lies entirely within South Cambridgeshire District Council. The Site is currently in agricultural use. To the northwest the Site is bound by Oakington Road, beyond which lies residential development. Elis Close lies to the northeast of the site, which residential dwellings lie off. To the south the Site is bound by agricultural fields.

The Site is characterised by residential development located along Oakington Road with a number of recently permitted and constructed dwellings to the north extending the built form of Cottenham further north along Oakington Road and Rampton Road. Development of the Site would be situated within that context.

The Site lies approximately 500m from the centre of Cottenham and hosts a strong range of services, shops and facilities; such facilities throughout the village are two doctor's surgeries, dentist, library, two convenience shops, three public houses, village college, primary school, grocers, butchers. There are pavements connecting the site to the village centre, the development would have the opportunity to provide and enhance pedestrian and cycle routes.

The Site is located entirely within the Cambridge Green Belt with the northeastern edge of the Site forming the boundary of the Green Belt.

Notably the Green Belt Assessment (2021) which supported the First Proposals Consultation (2021) assessed the Site (ref. CH10) as having the following contributions to the Cambridge Green Belt:

- Cambridge Purpose 1 – Limited/No contribution
- Cambridge Purpose 2 – Relatively limited
- Cambridge Purpose 3 – Limited / no contribution

The Assessment also identified that release of the site would have a **minor** impact on the contribution to the adjacent green belt and overall the parcel makes a **relatively limited** contribution to the purposes of the Cambridge Green Belt when taken together, and as such harm of a green belt release would be **low**.

Since the last submission pursuant to the Regulation 18 'First Proposals Consultation' (2021) the government published the revised NPPF (2024) which introduced the concept of Grey Belt. Grey Belt is defined as land within the Green Belt that is previously developed and/or land within the Green Belt that does not contribute strongly to purposes a), b) and d) of the Green Belt as set out within paragraph 143 of the NPPF. The Site is undeveloped greenfield land, an assessment of the Site against the purposes a), b) and d) is set out below:

| GREEN BELT PURPOSE | ASSESSMENT |
|---|---|
| A.) To check the unrestricted sprawl of large built-up areas | Built form bounds the site to the northeast along Oakington Road and to the south, extending past the site on both sites. The Site is hence more related to the urban form of the village than to the Green Belt. Development of the site would represent a moderate extension to the village, which would appear as part-and-parcel of the |

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| | |
|--|--|
| | urban form of the village and would round of the boundary of Cottenham logically. |
| B.) To prevent neighbouring towns merging into one another | Cottenham is classed as a village and not a town and hence not applicable. |
| D.) To preserve the setting and special character of historic towns | Cottenham is classed as a village not a town and hence not applicable and is some distance from Cambridge to have no impact at all on its setting. |

By virtue of the Site's location and its context the Site is by definition Grey Belt in accordance with the NPPF (2024). As discussed below, Bidwells advocate that GCSP must include the identification of Grey Belt land within the Draft Local Plan and as such the Site should be clearly identified as Grey Belt. This is further corroborated by the Council's own evidence base which identifies release of the site to be low harm.

Any future residential development of the Site would meet the 'Golden Rules' set out within Paragraph 156 of the NPPF which would include affordable housing provision of 50% under current policy, necessary improvements to local infrastructure which could be secured via a S106 agreement and provision of green spaces accessible to the public which could be included as an appropriate amount of Public Open Space within any future development proposals for the Site.

Through the identification and allocation of Grey Belt sites across Greater Cambridge, such as the Site, pressures on green space within villages can be alleviated and whilst ensuring the purposes of the Green Belt as set out within the NPPF (2024) and the Draft Local Plan are not compromised. The allocation of Grey Belt sites can ensure a spatial strategy with the most sustainable locations developed first and where the local need can be met in those villages where it has been identified that existing services and facilities provide a sustainable opportunity for further development, such as at Cottenham.

The area of Grey Belt identified within this submission is modest and would support a modest rollback of the Green Belt to better reflect the contemporary shape and form of Cottenham.

The Site lies entirely within Flood Zone 1 according to Environment Agency mapping and as such is not at risk of flooding from river and sea sources. In terms of surface water flooding small pockets of the site are assessed as being at 'high' (1 in 30) and 'medium' (1 in 100) of surface water flooding which can be adequately mitigated through layout and drainage strategy.

The centre of Cottenham is designated as a Conservation Area which contains numerous Grade II Listed Buildings, the nearest of which being Moretons Charity Almshouses located approximately 100m to the north of the Site. Development of the site could be accommodated through effective layout to ensure no harm to designated heritage assets at Cottenham including the Conservation Area.

Cottenham

The adopted Local Plan - South Cambridgeshire District Local Plan (SCDLP) (2018) identifies Cottenham as a Rural Centre in the Settlement Hierarchy and is one of the most sustainable villages in the district, recognising the wide variety of services.

Cottenham lies to the west of the A10, with Histon Road/Cottenham Road (B1049) providing a direct route through Histon and Impington into Cambridge.

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The Village Classification Report (2012) prepared by SCDC reaffirms the large range of facilities and services and ranks Cottenham as the fifth most sustainable village in South Cambridgeshire, a district which comprises over 100 villages. This is informed by the provision of transport connections, services, facilities and shops. The report found that Cottenham, at the time, had 30 shops and services and was one of the best performing villages. While the report was prepared in 2012, it still demonstrates the general range of facilities and services in Cottenham and that it is one of the better served, and therefore more sustainable villages in the district. More recently the *Development Strategy Topic Paper (2025)* identifies the sustainability credentials of Cottenham accounting for the wide range of facilities and services offered including a pharmacy, library, post office, dentist, community facilities, a public house and 28 shops.

In terms of sustainable transport Cottenham is well served by the Citi 8 bus route which runs a regular service (approximately every 40 minutes) into Histon and Cambridge. Histon provides a link onto the Cambridgeshire Guided Busway which in turn links to Cambridge North Station. A dedicated cycle way/footpath runs the length of the B1049 between Cottenham and Histon and Impington, where this route connects into the strategic cycle network on Histon Road to the south of the A14.

Development Proposals

Christ's College have explored the opportunity to promote the Site through the Local Plan process to accommodate approximately 75 dwellings at the Site. Christ's College are keen to work with the local community to provide a development that will make a positive contribution to Cottenham and wish to provide a housing mix that caters to local needs to benefit and complement the existing residential settlements.

The Site represents a logical extension to Cottenham to round off the existing settlement and contribute to Greater Cambridge meeting its housing needs across the emerging Local Plan period (2024 – 2045).

Representations to the Local Plan

A consideration of policies within the Draft Local Plan is set out below.

S/JH: New Jobs and Homes

Bidwells raise concern over the quantum of jobs and homes proposed to be delivered across the plan period is too conservative and does not reflect the aspirational targets for growth in Cambridge mandated by national, regional and local government. In the first instance planning for only 10,330 homes through new allocations across the plan period (2024-2045) is insufficient. Significantly more housing land should be allocated to ensure a plan-led approach to the sustainable growth of Greater Cambridge.

The identified overall need of 48,195 new homes across the plan period (2024 – 2045) is underpinned by the "Greater Cambridge Employment and Housing Needs Update 2024 – 2045" (September 2025) (hereafter the "EHNU") prepared by Icen Projects. The Report concludes at paragraph 3.55 that various scenarios modelled indicate a need between 67,600 – 90,900 additional jobs between across the plan period. This compares to between 66,600 – 75,800 additional jobs modelled under the previous 2023 results. This significant increase in the upper end of the modelling that economic growth expectations have strengthened exponentially, not diminished.

Rightly the EHNU draws a relationship between job growth housing need, on the basis that greater job growth in the region will generate a derived demand for housing; creating an interdependency between the two. The adoption of the preferred 'central growth scenario' for job growth (73,300 additional jobs) gives an output need for 48,132 dwellings across the plan period which translates a 'central scenario' for an annual need of 2,292 dwellings per annum (almost identical to the Standard Method requirement of 2,295). This is considered problematic.

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The ‘central growth scenario,’ as outlined within the EHNU, builds in assumptions of slower periods of growth, contractions, and economic shocks. Inherently both the number of jobs and homes proposed within the Draft Local Plan are conservative rather than reflective of the full growth potential of the Greater Cambridge economy.

‘Supercharged growth’ in Cambridge remains a priority for the incumbent Labour government, heightening the urgency for increasing job creation and housing supply and result in a step-change in the wider policy framework within which the Draft Local Plan must be considered and must respond to. On 23rd August 2024 Matthew Pennycook reaffirmed the Government’s commitment to Cambridge stating: *“The economic growth of Cambridge has been a phenomenal success and we should seek to maximise the potential contribution that Greater Cambridge could make to the UK economy.”* Pennycook goes on to say; *“Greater Cambridge has a vital role to play in this Government’s mission to kickstart economic growth”*. Pennycook’s commitment to Cambridge was further reinforced on 23rd October 2025 where the ambition to ‘supercharge growth’ within the Oxford-Cambridge Corridor and realise the full potential of Greater Cambridge was set out. This statement was accompanied by the announcement of £400 million worth of funding for the Cambridge Growth Company (CGC) to establish a centrally-led development corporation which will be informed by its own evidence base, which whilst unknown at present, is anticipated to exceed that currently envisioned by GCSP.

Furthermore, Greater Cambridge has been, and continues to be, the location of strategic infrastructure investment that will continue to drive upwards increases in the need for new jobs and homes. This includes the proposed East West rail station as well as the proposed public transport improvements for the Cambourne to Cambridge Corridor (C2C) and the Cambridge Easter Access corridor.

When considering the above, the decision to use the ‘central growth scenario’ for the identification of jobs and homes which, by Icen’s own admission, builds in assumptions of periods of slower growth, contractions and economic shocks, and is hence a conservative approach, is not considered to respect the growth agenda envisioned for Cambridge. Specifically with regards to housing, an annual requirement that is almost identical to the Standard Method figure (which does not take into account the unique circumstances and growth envisioned for Cambridge) is condemning of the Draft Local Plan’s lack of ambition.

The EHNU acknowledges a ‘High’ and ‘High Sensitivity’ scenario, whereby growth would meet or exceed the 2010–2020 trajectory. This high level of growth is feasible in Cambridge and would support the Government’s direction of travel. It is therefore important to recognise that higher-growth outcomes remain credible and should not be ruled out by policy. This requires revision to the proposed policy wording. Should the ‘central growth scenario’ be progressed it is considered these must be identified as a minimum level of growth, not a ceiling.

For these reasons, the Local Plan should consider utilising more optimistic and realistic figures for job and housing numbers and include explicit support for higher-growth scenarios. Without these changes, Policy S/JH risks being unsound and inconsistent with national policy objectives to support sustainable economic growth and productivity.

It is requested that GCSP allocates additional sites in Greater Cambridge to directly respond to the higher growth potential and to increase the diversity of allocated sites to optimise delivery and growth potential. Land at Oakington Road, Cottenham can soundly assist in realising a greater and more appropriate level of growth in a sustainable way.

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S/DS: Development Strategy

We object to the Development Strategy set out within Policy S/DS. Fundamentally planning for only 10,330 homes through new allocations between 2024 – 2045 is insufficient. Significantly more land for housing should be allocated to ensure a plan led approach to the sustainable growth of Cambridge.

The proposed Development Strategy is focused on a few large strategic sites to accommodate new housing development. Bidwells consider this problematic given such sites will rely on the timely delivery of major infrastructure to be in place before these sites can be delivered. Further, a review of historic Annual Monitoring Reports (AMRs) indicates the speed at which these sites can deliver housing is often far slower than the Council typically envision. A Housing Delivery Report prepared by Bidwells interrogates recent delivery of housing at sites across Greater Cambridge against the Council's delivery assumptions, the key findings of this report are below:

- With the exception of Waterbeach, strategic sites take longer to deliver their first dwelling than the Council originally anticipated, often a lot later;
- Once homes are delivered more often than not homes are delivered at a slower rate than the Council had anticipated;
- Some sites have been in the pipeline for many years with no certainty yet on when applications and delivery will actually commence, notably North East Cambridge and Cambridge East following Marshall's cancelled move to Cranfield Airport.

Overall, the appended Report identifies by virtue of the complex nature of strategic sites their delivery is often significantly delayed when compared to the Council's anticipated trajectory for these sites.

It is therefore considered further over reliance on large scale sites threatens the deliverability of the Local Plan, particularly in the early years of the Plan, should these sites (notably Cambourne North and Grange Farm) face delays in delivery as anticipated given the above commentary. As such the Council must allocate additional smaller sites which face shorter lead-in times and will kickstart the delivery of housing in the early years of the plan period whilst strategic sites progress with the delivery of relevant infrastructure to support their delivery later in the plan period.

The near absence of allocating smaller (non-strategic) sites in the Rural Area risks imposing a constraint on the sustainable development of many settlements and their communities. In particular, the lack of housing allocations in the villages fails to support the delivery of homes to meet the local housing needs of the next generation during the plan period. Instead of being able to live locally, this forces newly forming households to relocate to the main settlements, new settlements, or elsewhere – often away from their existing family, community and support network. This leads to an increased need for travel within Greater Cambridge, often via private cars rather than public transport. It also results in population imbalance, with ageing populations in villages and a falling roll in primary schools – whilst the new settlements have predominantly young populations and significant pressure on services.

A more balanced approach is required in respect to the Rural Area, including a wide range of housing sites to be allocated – in terms of size and location. This is necessary to ensure that the Local Plan supports sustainable communities and sustainable patterns of growth. In addition to providing housing to support new jobs in Cambridge and the key employment growth sectors, the development strategy should take account of the needs and vitality of existing villages and the wider rural economy and make planned provision for them.

In many villages, there is a lack of brownfield land available within the 'defined development extents' to facilitate housing delivery in accordance with the approach set out in Draft Policy S/SH (Settlement hierarchy). Also, small windfall sites provide limited affordable housing to meet local needs. Hence, there should be specific land allocations for housing development in some of the rural villages, to

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promote genuinely sustainable growth and development – supporting the rural economy, promoting mixed and inclusive communities and ensuring the vitality and viability of local services.

Bidwells advocate that sites, such as the Oakington Road, Cottenham, must be allocated to meet the acute need for additional housing within villages in Greater Cambridge. In doing so would ensure the Local Plan is positively prepared, justified and consistent with national policy.

S/SH: Settlement Hierarchy

We object to Draft Policy S/SH in respect to the development limit placed on Minor Rural Centres whereby development of up to 30 dwellings will be permitted. We do not consider that the indicative maximum scheme sizes are necessary for Minor Rural Centres, such as Cottenham. Development that comes forward within these villages should be considered on the basis of the site and its context. Schemes should be encouraged to make an efficient and effective use of land whilst delivering housing development that is appropriate and helps in meeting the needs of the local community. Often small windfall sites (under the thresholds indicated from Minor Rural Centres, Group and Infill Villages) will provide limited or no affordable housing, exacerbating the situation for newly forming households who cannot more fully meet their housing needs locally.

Policy S/GB: The Cambridge Green Belt

The *Development Strategy Topic Paper (2025)* states GCSP consider the identified need for 73,300 jobs and 48,195 new homes across the plan period can be delivered without necessitating the allocation or release of Green Belt land within the authority area, though given the fundamental changes to national policy and guidance regarding the Green Belt since the LUC Green Belt Assessment (2021) we now understand that a revised Green Belt Assessment will be completed and published after the Regulation 18 Consultation closes. It is argued the revised Green Belt Assessment should have informed the Draft Local Plan and been published as part of the Regulation 18 Consultation

It is considered the identified needs outlined above are too conservative and do not reflect the growth agenda in national, regional and local contexts mandated by the incumbent Labour government. In line with the Written Ministerial Statement made by Matthew Pennycook (Minister of State for Housing and Planning) on 23 October 2025 the ambition remains to ‘supercharge growth’ within the Oxford-Cambridge Corridor and realise the full potential of Greater Cambridge. Further it is anticipated that Cambridge Growth Company (CGC) will publish its own evidence base ahead of the formation of a centrally-led Development Corporation (backed by £400m funding announced in October 2025), which whilst yet unknown it is expected an ambitious growth target will be identified; likely to exceed that currently envisioned by GCSP. Collectively it remains apparent the government have a continued agenda to deliver high levels of growth within Greater Cambridge and as such it is considered that GCSP will need to plan for a greater level of growth as the Local Plan progresses.

Paragraph 146 (NPPF, 2024) identifies that one of the exceptional circumstances in which Green Belt boundaries can be altered is where an authority cannot meet its identified need for homes, commercial or other development through other means. Whilst GCSP, drawing on their current evidence base, do not consider that their development needs alone provide the exceptional circumstances required to justify removing land from the Green Belt, the further evidence referred to above may well change the context within which the Councils need to consider the Plan and the potential release of Green Belt land.

The omission of any reference to ‘Grey Belt’ within the Draft Policy S/GB is challenged. The NPPF (2024) introduced a clear duty for Grey Belt land to be identified when undertaking Green Belt Assessments for the purposes of determining applications; reinforced within the Planning Practice Guidance (PPG) (Para 001 ref.001 64-001-20250225). The direction of travel towards authorities being required to identify Grey Belt land within local plans is further evidenced within the forthcoming Consultation Draft NPPF (2025) (GB2[3]) and at Appendix E where the criteria for undertaking Green

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Belt Assessments is outlined. Hence, regardless of whether the Draft Local Plan can meet the identified needs for growth without Green Belt release, the relevant Plan Policy (S/GB) should include explicit reference to Grey Belt (consistent with the NPPF) and the identification of Grey Belt land within Greater Cambridge. To ensure the longevity of the Local Plan, it is recommended the revised Green Belt Assessment is undertaken with regard to Appendix E of the NPPF 2025.

Further, Bidwells understand that GCSP's consultants (LDA) are currently considering the process of examining Grey Belt issues and possibly Grey Belt sites across Greater Cambridge. Officers have stated at various committees that Grey Belt sites are not required to accommodate housing allocations and the Draft Local Plan 'is not configured for this'. However, the fact LDA are considering an assessment of Grey Belt suggests the Draft Local Plan does need to cover this important issue given the increasing importance of Grey Belt policy in the current NPPF (2024) and the Consultation Draft (2025).

Identifying Grey Belt land within the revised Green Belt Assessment and Draft Local Plan is hence both a policy requirement and crucial to ensuring the Local Plan promotes sustainable patterns of growth (as required by the NPPF) and is robust and flexible in providing a sufficient supply of suitable land in order to meet the 'supercharged growth' mandated for the Greater Cambridge by Government.

Overall, it is considered that Draft Policy S/GB is not consistent with national policy, does not reflect a positively prepared plan and is not justified. Pertinent to ensuring the Plan is sound will require:

- The publication of a revised Green Belt Assessment to support the Local Plan
- A consideration of higher growth targets and subsequent review of the Green Belt / Grey Belt where necessary
- The identification and inclusion of the Cambridge Grey Belt within the Local Plan to guide development to sustainable Grey Belt sites.

The Council must take a positive approach to the preparation of the Plan. Its failure to engage properly with the Green Belt has not led the plan to an effective spatial strategy. There is a superior sustainable plan to be formed by properly considering Green Belt (Grey Belt) sites that can better underpin sustainable development.

The Council needs to properly consider the inclusion of well-performing sites in the Grey Belt. For example, the land South of Oakington Road, Cottenham (ref: 115443) Site was assessed within the Council's Green Belt Assessment (2021) which supported First Proposals (2021) Draft Local Plan (parcel CH10). The Site is the only parcel of Green Belt land bordering Cottenham where the harm of release is assessed as 'low' when assessed against the three purposes of the Cambridge Green Belt. The Council need to release additional Green Belt sites in line with the hierarchy set out in paragraph 148 of the NPPF (2024) to lead to a sustainable spatial strategy.

Benefits

Allocation and in turn development of the Site would bring numerous social, economic and environmental benefits including:

- Effective use of sustainable Grey Belt land;
- The opportunity to deliver a substantial amount of affordable housing to address the acute need for affordable housing within Cottenham and Greater Cambridge;
- Locating residential development within one of the largest and most sustainable villages within South Cambridgeshire;

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- Opportunity to enhance the biodiversity of the site retaining existing hedgerow and increasing the natural capital of the Site;
- Support existing facilities, services and business ensuring the continued and enhanced vitality of Cottenham;
- Delivering development on Grey Belt land providing a natural extension to the existing settlement and will sit in a context defined by residential development on Oakington Road, Rampton Road and Elis Close and Histon Road, representing an organic extension to the existing urban grain.

Summary

These Representations have been submitted to supplement previous information submitted in support of the Site (ref: 115443) through previous Call for Sites and consultation submissions, which the conclusions and findings remain correct. This submission has addressed and responded to the transformed policy context of the Site both in term of the emerging Draft Local Plan and reforms to the NPPF within the 2024 revision and the forthcoming Consultation Draft NPPF (2025). Bidwells have identified the Draft Local Plan over relies on large strategic sites which have historically failed to start their delivery in a timely manner and then at much slower rates than the Council anticipated and relied upon. The absence of smaller sites in rural communities that can deliver early in the plan period to meet the acute housing need of Greater Cambridge is also considered a serious a flaw of the Draft Local Plan to achieve a sustainable spatial strategy.

The Site is highly sustainable and remains suitable, available and achievable for residential development to meet the growing housing needs of Cottenham and Greater Cambridge and represents a suitable, sustainable and deliverable Grey Belt site which should be prioritised for allocation Council require to provide a more diverse spatial strategy and/or properly meet the higher growth potential of the area. Development would represent a logical extension to the existing settlement and round off the boundary of Cottenham appropriately. Regardless it is noted the Site should be clearly identified as Grey Belt within the Local Plan.

Should you require any further information regarding the Site or these representations please do not hesitate to contact me.

Yours sincerely,

Guy Kaddish
Partner

Enclosures

Housing Delivery Report (Bidwells)

Appendix 1 – Housing Delivery Report

TECHNICAL NOTE ON DELIVERY OF STRATEGIC HOUSING SITES WITHIN GREATER CAMBRIDGE: JANUARY 2026

This Technical Note has been prepared by Bidwells LLP to assess the timescales on the planning process and delivery rates of historic strategic housing sites across Greater Cambridge.

The emerging Draft Greater Cambridge Local Plan will entirely replace the current adopted plans for South Cambridgeshire and Cambridge City and cover the 21- year period up to 2045, fourteen years beyond the current adopted Plans.

It is therefore important to understand how strategic residential allocations have historically performed given the proposed emerging development strategy of the Draft Greater Cambridge Local Plan to rely on a large number of strategic site allocations to meet the majority of the development needs to 2045 and beyond. This comprises carrying forward a number of allocations from the adopted plans, together with two new allocations (Cambourne North and Land adjacent to A11 and A1307 at Grange Farm).

The analysis undertaken in this report has relied as fully as possible upon data within publicly available Annual Monitoring Reports and Housing Land Supply reports of Cambridge City Council and South Cambridgeshire District Council. **A key trend that has been identified is that the Councils have consistently anticipated housing delivery on the large strategic residential sites to be sooner than has proved to be the case and at a delivery rate higher than has been the case.**

There are nine sites reviewed within this Note. Seven of the sites have delivered housing completions but, on average, there has been a delay of 4.9 years from when the Planning Authority first anticipated housing completions and when they actually happened. This leaves two sites that have not delivered any housing completions (Darwin Green Phases 2 and 3 and Bourn Airfield) despite them both forming allocations in respective local plan documents as far back as 2006 and 2018.

Darwin Green is one such example therefore that highlights the over optimism that has been set into historic plan making in Greater Cambridge. Further commentary on this particular site is summarised below. Full analysis of all of the other strategic sites are provided at **Appendix 1**.

Darwin Green

It has been a long-held objective of both Cambridge City Council and South Cambridgeshire District Council to propose a new sustainable urban extension of Cambridge on land between Huntingdon Road and Histon Road (now known as Darwin Green). This first dates back to the Cambridgeshire and Peterborough Structure Plan (adopted in **2003**) which identified land between Huntingdon Road and Histon Road as suitable for release from the Green Belt for housing and mixed-use development, under Policy P9/2c.

That part of the area between Huntingdon Road and Histon Road which falls within the jurisdiction of Cambridge City was released from the Green Belt in the Cambridge Local Plan (adopted in 2006), under Policy 9/8 (also known as 'Darwin Green Phase One'). The allocation was followed through to the subsequent, and current, Cambridge Local Plan adopted in 2018, under Policy 20.

The remaining land within the jurisdiction of South Cambridgeshire was first allocated in the South Cambridgeshire District Council Site Specifics Policies Development Plan Document (DPD) (adopted in 2010), under Policy SP/2 North West Cambridge Huntingdon Road to Histon Road (also known as 'Darwin Green Phase Two'). The allocation was

followed through to the subsequent, and current, South Cambridgeshire Local Plan adopted in 2018, under Policy SS/2.

Darwin Green Phase One was granted Outline Planning Permission in 2013 (following submission in 2006), benefits from six subsequent reserved matters approvals and is partly occupied, with the remaining parcels under construction. Darwin Green Phases Two and Three secured Outline Planning Permission in 2024, with work currently underway on discharging conditions and preparing the initial reserved matters applications.

Darwin Green Phase One first appeared in the Cambridge City Council Annual Monitoring Report (AMR) in 2010/2011 and this anticipated the first completions to be in 2013/14. However, delivery was later than expected and the City Council AMR from 2018/2019 confirmed that the first completions were not actually delivered until 2019 – **up to 6 years later** than first expected and representing a **13-year period between the outline planning application being submitted and delivery of the first completions**. According to the Greater Cambridge Housing Trajectory and Housing Land Supply Report (April 2025) only the Local Centre RMA (114 dwellings) and Parcel BDW1 (173 dwellings) have been completed (pursuant to the outline planning permission of 1,593 dwellings).

Similar levels of delay can be seen when reviewing the delivery of Darwin Green Phases Two and Three. Phases Two and Three first appeared in the South Cambridgeshire Annual Monitoring Report (AMR) in 2008/2009 and this anticipated the first completions in 2014/2015. However, no completions have yet been delivered on Site, with the Greater Cambridge Housing Trajectory and Housing Land Supply Report (April 2025) estimating the first completions in 2028/29 – **up to 14 years later** than first expected.

Therefore, in summary, a strategic site that was first proposed for release from the Green Belt in 2003 (23 years ago) and has been carried forward to form allocations in consecutive local plans ever since (with an estimated capacity for circa 2,700 dwellings in total) has only delivered 287 dwellings to date.

Summary

Whilst in principle a strategy of seeking to deliver a large number of new homes at scale within the Plan is supported, an over reliance on too few strategic sites is not supported. The development strategy set out within the emerging Draft Greater Cambridge Local Plan sets out such a strategy and relies too heavily on allocating significant levels of growth on just a small number of very large sites. A number of these large sites also rely on the timely provision of strategic scale infrastructure which must be in place before they can be constructed. For example, the Cambourne North new settlement (13,000 dwellings) relies upon a new railway station and complicated works to the A428, and Land adjacent to A11 and A1307 at Grange Farm (6,000 dwellings) relying on works to the A505. The draft Plan requires the two sites to deliver 5,100 dwellings between them by 2045. We believe this is highly unlikely based upon our review of historic delivery of strategic sites in Greater Cambridge.

An over optimistic approach to housing delivery is set again into the emerging Local Plan. The over reliance on too few sites to deliver so much of the housing need, embedded within the consistent over optimism in housing delivery, forms a housing delivery strategy that is primed to fail.

A combination of approaches to the distribution of spatial growth are considered likely to be necessary in order to allow for sufficient flexibility when considering the locations and scale of new housing and employment development in the Greater Cambridge area. This is necessary to ensure that the Local Plan supports sustainable communities and sustainable patterns of growth.

Appendix 1 : Analysis of Strategic Housing Sites within Greater Cambridgeshire

North West Cambridge

North West Cambridge effectively comprises two sites that straddle the local authority boundary:

- Darwin Green (NIAB), which is within the control of Barratt David Wilson Homes and the North West Cambridge Consortium of Landowners; and
- Eddington, which is being brought forward by the University of Cambridge and Hill Residential.

Darwin Green was allocated in the adopted South Cambridgeshire Local Plan for 1,000 dwellings (SS/2) and within the Cambridge City Local Plan for 1,696 dwellings (R43) meaning the whole allocation was envisioned to deliver 2,696 dwellings. Eddington was envisioned to deliver 3,000 dwellings as outlined within the North West Cambridge Area Action Plan Document. However, this is now proposed to increase to 5,500 dwellings in the emerging Plan to reflect the additional 2,500 homes anticipated to be delivered under Phase 2.

Both sites are addressed in turn below.

Darwin Green

Darwin Green, also referred to as National Institute of Agricultural Botany (hereafter 'NIAB') comprises two main elements:

1: Darwin Green 1 (Also known as NIAB Main), which achieved outline planning permission in 2013 for 1,593 dwellings and achieved first completions in 2018/19. According to the GC HLS Report 2025, the site is planned for completion in 2031/2032 which we have calculated would equate to an average rate of 114 dpa since first completions.

2: Darwin Green 2/3 (also known as NIAB 2 and 3), which achieved outline planning permission in 2024 for up to 1,000 dwellings, with the first RMA yet to be submitted. According to the GC HLS 2025, the anticipated first completions are due to take place in 2028 with a predicted delivery rate of 120 dpa.

Therefore, the overall Darwin Green development is considered, in total, to deliver circa 2,593 dwellings.

Darwin Green 1 / NIAB Main

Darwin Green 1/NIAB Main first appeared in the Cambridge City Council ('CCC') Annual Monitoring Report ('AMR') in 2010/2011 and was identified in the Local Plan (2006) as an area of major change under 9/8 Land between Huntingdon Road and Histon Road. This anticipated the first housing deliveries in 2013/2014.

However, the CCC AMR from 2018/2019 confirmed that the first housing completions happened February 2019, which is 5/6 years after the first report had expected housing.

Outline planning permission was granted for Darwin Green 1 in 2013 (LPA Ref. 07/0003/OUT), totalling a 7-year determination period for outline planning permission. After a further 2 years, the first RMA was submitted (LPA. 15/1670/REM) and approved in May 2016, with first deliveries in 2019. This represents a 13-year period between outline planning submission and first completions.

Furthermore, the table below compares the five-year period 2019/20 to 2023/24 in terms of anticipated deliveries and actual completions for Darwin Green 1. For clarity, anticipated deliveries are taken from the 2019 GC 5YHLS and Actual Deliveries are taken from the 2025 GC 5YHLS.

For Darwin Green 1/NIAB Main, this shows a considerable shortfall against the predicted levels of delivery set out in 2019, compared to the 2025 position. Of the overall 934 dwellings anticipated for completion from 2019 to 2024, only 316 homes have been delivered which equates to only 34% of the total anticipated completions.

| SIZE OF ALLOCATION | ORIGINALLY ASSUMED FIRST DELIVERY | YEAR OF FIRST DELIVERY | OUTLINE DETERMINATION PERIOD | RESERVED MATTERS PERIOD | DELIVERY – ANTIPCATED VS ACTUAL | 19/20 | 20/21 | 21/22 | 22/23 | 23/24 |
|--------------------|-----------------------------------|------------------------|------------------------------|-------------------------|---------------------------------|-----------|-----------|-----------|------------|----------------|
| | | | | | | | | | | |
| 1,696 dwellings | 2013/2014 | 2019 | 7 years | 2 years | Anticipated | 154 | 180 | 200 | 200 | 200 |
| | | | | | Actual | 100 | 103 | 0 | 86 | 27 |
| | | | | | Difference | -54 / 65% | -77 / 57% | -200 / 0% | -114 / 43% | - 173 / 13.5 % |

Darwin Green 2 and 3 / NIAB 2 and 3

Darwin Green 2 and 3/NIAB 2 and 3 first appeared in the South Cambridgeshire AMR in 2008/2009 and was identified in the Local Plan (2006) as an area of major change under 9/8 Land between Huntingdon Road and Histon Road. This report anticipated the first housing deliveries in 2014/2015, whilst the later Site-Allocations DPD (2010) confirmed anticipated deliveries from 2016.

The Greater Cambridge Housing Trajectory and Five-Year Housing Land Supply 2025 confirmed that there had been no housing deliveries on the Site as of 2025 and predicts that the first completion will occur in 2028/2029. This would be 14 years after the first trajectory had expected housing.

Outline planning was submitted in May 2022 and permission was granted for Darwin Green 2 and 3 in September 2024 (LPA Ref. 22/02528/OUT). No reserved matters applications have been submitted as of 2026.

As a result of the above, the Five-Year Housing Land Supply 2025 report outlines that the delivery position has significantly worsened with first completions now anticipated in 2028/2029. The table below compares the period from 2014/2015 to 2023/2024, in terms of anticipated deliveries and actual completions for Darwin Green 2 and 3. For clarity, anticipated deliveries are taken from the South Cambridgeshire AMR 2008/2009 which predicted 630 homes and actual deliveries from the GC 5YHLS 2025.

| SIZE OF ALLOCATION | ORIGINALLY ASSUMED DELIVERY | YEAR OF FIRST DELIVERY | OUTLINE DETERMINATION PERIOD | RESERVED MATTERS PERIOD |
|--------------------|-----------------------------|------------------------------|------------------------------|-------------------------|
| 1,000 dwellings | 2014/2015 | Not yet delivered a dwelling | 2 years, 4 months | Not yet submitted |

| DELIVERY – ANTIPCATED VS ACTUAL | 14/15 | 15/16 | 16/17 | 17/18 | 18/19 | 19/20 | 20/21 | 21/22 | 22/23 | 23/24 |
|---------------------------------|-------|-------|-------|-------|-------|-------|-------|-------|-------|-------|
| Anticipated | 270 | 360 | 360 | 110 | 0 | 0 | 0 | 0 | 0 | 0 |
| Actual | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Difference | - 270 | - 360 | - 360 | - 110 | - | - | - | - | - | - |

Eddington

Eddington is a housing-led mixed-use development located on the northwestern edge of Cambridge. The Site was originally allocated within the Cambridge Structure Plan (2006) for 1,150 dwellings and then updated in the North West Cambridge Area Action Plan ('AAP') (2009) for dwellings approximately 3,000 dwellings.

Outline planning permission was granted for the entire Northwest Cambridge Area in February 2013 for up to 3,000 dwellings. Following the grant of outline planning permission in 2013 (LPA Ref. S/1886/11 and 11/1114/OUT), the first RMA submission came forward in 2013 (LPA Ref. 13/1748/REM) and was approved in 2014, with first deliveries in 2016. This represents a 5-year period between outline submission and first completions.

However, it must be noted that the original outline planning permission has now expired and as a result, there is a current outline application for the Site (LPA Ref. 25/03753/OUT) which is under assessment and proposes to increase the total number of dwellings to 3,800 dwellings to increase scheme density.

For clarity, the wider outline area of Eddington comprises the following elements, known as 'Lots' which are individual reserved matters that have been submitted:

- Lots M1 & M2 – (240 dwellings) which achieved detailed planning permission in 2015 and was built out between 2017 and 2024 at an average rate of 32 dpa according to the GCSP 5YHLS Report 2019.
- Lot M3 - (106 dwellings) which achieved detailed planning permission in 2017 with first deliveries planned for 2025/2026 at a predicted rate of 106 dpa according to the GCSP 5YHLS Report 2025
- Lots M4 & M5 - (160 dwellings) which achieved detail planning permission in 2023 with first deliveries planned for 2025 and completion in 2028/2029 at a predicted rate of 40 dpa according to the GCSP 5YHLS Report 2025.
- Lots S1 & S2 – (373 dwellings) which achieved detailed planning permission in 2022 with first deliveries planned for 2024/2025, according to the GCSP 5YHLS Report 2025
- Lot S3 - (186 dwellings) which achieved detailed planning permission in 2019 with first delivery in 2022/2023 and completed in 2023/2024 at an average rate of 93 dpa, according to the GCSP 5YHLS Report 2025
- Lot 1 - (117 dwellings) which received detailed planning permission in 2014 and was built out in 2017 at a rate of 117 dpa, according to the GCSP 5YHLS Report 2019.
- Lot 2 - (264 dwellings) which received detailed planning permission in 2015 and was built out in 2018/2019 at a rate of 264 dpa, according to the GCSP 5YHLS Report 2019.
- Lot 3 - (232 dwellings) which received detailed planning permission in 2014 and was built out in 2017/2018 at a rate of 232 dpa, according to the GCSP 5YHLS Report 2019.
- Lot 4 - (88 dwellings) which received detailed planning permission in 2022 with first deliveries planned for 2024/2025, according to the GCSP 5YHLS Report 2025
- Lot 8 - (73 dwellings) which received detailed planning permission in 2014 and was built out in 2016/2017 at a rate of 73 dpa, according to the GCSP 5YHLS Report 2019.

Future Lots – Pursuant to 11/1114/OUT with requirements for 1,152 remaining dwellings (590 dwellings for Cambridge and 562 for South Cambridgeshire) planned for delivery from 2028/2029, according to the GC HLS Report 2025.

Reserved Matters Applications have approved for a total of 1,839 dwellings pursuant to the outline application for 3,000 dwellings. However, as the outline permission has now expired and the amended outline application seeks to increase housing to 3,800 dwellings, this leaves 1,961 dwellings to be delivered.

It is also important to consider that Eddington first appeared in the South Cambridgeshire Annual Monitoring Report in 2007-2008 and Cambridge City AMR 2010 . Both anticipated the first housing deliveries in 2013/2014 and predicted

that all dwellings would be completed by 2021/2022 at an average rate of 375 dpa. However, the Greater Cambridge Housing Trajectory and Five-Year Housing Land Supply (2019) confirmed that the first housing completions happened in 2016/2017 in Cambridge, which is 3 years after the first trajectory had expected housing.

Furthermore, the table below compares the period from 2016/2017 to 2023/24 in terms of anticipated deliveries and actual completions for all sites within the North West Cambridge Action Plan Area/Eddington. For clarity, the anticipated deliveries have been taken from the South Cambridgeshire Annual Monitoring Report in 2007-2008 and Cambridge City AMR 2010. Actual deliveries have been taken from the GC 5YHLS 2025.

This shows that since 2016 46% of the predicted housing has been delivered, with an over delivery in 2020/2021 and 2022/2023 but no completions in 2021/2022. The lack of completions in 2021/2022 was due to all RMAs at lots M1, M2, 8, 4, 3, 2 and 1 being completed with completions on Plot S3 then starting again in 2022/2023 following the grant of planning permission in 2019.

Although there has been over delivery in recent years, it must be noted that initial predictions estimated that the development would be completed by this time and this must be viewed with the history of significant underdelivery in mind.

Overall, of the 1,839 dwellings benefiting from detailed planning permission, 1,121 have been delivered, representing approximately 60% of the total as of 2025, despite original predictions of all dwellings being completed by 2017/2018.

| SIZE OF ALLOCATION | ORIGINALLY ASSUMED DELIVERY | YEAR OF FIRST DELIVERY | OUTLINE DETERMINATION PERIOD | RESERVED MATTERS PERIOD |
|--------------------|-----------------------------|------------------------|------------------------------|-------------------------|
| 3,000 dwellings | 2013/2014 | 2016 | 2 years | 0.5 years |

| DELIVERY – ANTICIPATED VS ACTUAL | 16/17 | 17/18 | 18/19 | 19/20 | 20/21 | 21/22 | 22/23 | 23/24 |
|----------------------------------|--------------------|-------|-------|-------|-------|-------|-------|-------|
| | Anticipated | 400 | 645 | 615 | 550 | 215 | 30 | 0 |
| Actual | 73 | 353 | 409 | 22 | 35 | 0 | 142 | 87 |
| Difference | - 327 | - 293 | - 206 | - 528 | - 180 | +30 | +142 | +87 |

North East Cambridge

North East Cambridge is a mixed-use development on the northern edge of Cambridge including land both within Cambridge City and South Cambridgeshire.

The general area was first allocated for development in the Cambridge Local Plan 2006, the continued delay in preparation of the site-specific AAP has meant that predictions for first deliveries have been absent from all AMR's until the Greater Cambridge Housing Trajectory and Housing Land Supply Report (2025). with first delivery planned for 2028/2029. At the time of writing, this strategic site cannot therefore be considered to demonstrate delivery. The land within Cambridge City was allocated in the Cambridge Local Plan (2018) for employment focused mixed use development with the number of dwellings not specified. The land within South Cambridgeshire was safeguarded for a

railway station and interchange facility in the Site-Specific Policies DPD (2010) and has been carried forward into the South Cambridgeshire Local Plan 2018 as an allocation for employment focussed mixed use development.

Consultation on a site-specific SPD, known as North East Cambridge Area Action Plan ('NECAPP') began in 2015 and the Council's agreed NECAPP subject to further consultation once the DCO for the Waste Water Treatment Plant ("WWTP") relocation had been approved. It was envisioned 8,350 homes would be delivered of which 5,550 would be on the WWTP site.

The Government removed the proposed funding following approval of the DCO application in August 2025¹.

The Site Allocations Topic Paper (2025) submitted in support of the draft Plan outlines that if the treatment plant remains in situ, this scenario would result in a very different vision for overall development.

It states that the number of homes to be delivered would be dramatically reduced with only 90 units across the whole North East Cambridge Area (inconsistent with the 425 consented under 22/02771/OUT). Despite the Central Government decision not to fund the new treatment plant in August 2025, the draft allocation notes the delivery of the maximum 8,350 homes. As a result, the reliance on this number of homes coming forward under the draft Local Plan is considered to be entirely unrealistic.

Despite this, North East Cambridge is now included as a comprehensive site allocation within the draft Cambridge Local Plan (2025) rather than taking forwards a separate Area Action Plan. The original 2006 Local Plan housing trajectory is not available online and we can find no record as to a firm date first housing was expected. However, clearly 20-years have passed since the City Council allocated the general area for development, and in this period no homes have been delivered.

Cambridge East

Cambridge East is allocated for major mixed-use development on the edge of Cambridge, including land within Cambridge City and South Cambridgeshire.

Outlined with the relevant Annual Monitoring Reports and 5YHLS Reports, Cambridge East effectively comprises 3 elements as part of the wider Cambridge East Area Action Plan as follows:

- **Land North of Cherry Hinton** – (1,200 homes) which is within the control of Bellway Homes.
- **Land North of Newmarket Road** (also known as WING or Marleigh) – (1,300 dwellings) which is within the control of Hill Marshall LLP. allocated within the South Cambridgeshire Local Plan for 1,300 dwellings (SS/3).
- **Land at Coldham's Lane** – (57 dwellings) which is within control of Weston Homes.
- **Land south of Worts Causeway** – (230 dwellings) which is within the control of Eddeva Park and Hill.
- **Land North of Worst Causeway** – (200 dwellings) being constructed by Cala homes.

Land at Coldham's lane, south and north of Worts Causeway have been discounted from this note. Land at Coldham's Lane is now completed and all sites are of much smaller scale of development and has therefore not been considered for the purpose of this note.

It must also be noted that the Cambridge East AAP was adopted in 2008 by both Cambridge City and South Cambridge. The plan set out a vision for 10,000 to 12,000 dwellings in the area despite the main landowner, Marshall of Cambridge, announcing in April 2010 that the relocation of Cambridge Airport would not happen before 2031 at the

¹ [Government decision not to fund Cambridge Waste Water Treatment Plant relocation - Cambridge City Council](#)

earliest, as there were currently no suitable relocation options. Within the latest GC 5YHLS (2025) report, it therefore only identifies the allocations outlined above which falls short of the initial expectations of 10,000+ dwellings.

Land north of Cherry Hinton

Land North of Cherry Hinton is allocated within the South Cambridgeshire Local Plan for 420 dwellings (SS/3) and the Cambridge Local Plan for 780 dwellings (R47), comprising 1,200 dwellings.

Outline planning permission for up to 1,200 homes was submitted in 2018 and granted in 2020 (LPA Ref. 18/0481/OUT). The first RMA was approved in 2023 (LPA Ref. 22/05018/REM) and first deliveries on Site in 2024. This represents an ongoing 6-year period from submission of the outline consent to first completions.

The Site is being marketed as ‘Springstead Village’ and is split into the following phases:

- **First Phase (known as RMA3)** – (351 dwellings) achieved detailed planning permission in 2023 with first completions in 2024 and predicted completion of all dwellings by 2027, according to the GCSP 5YHLS Report 2025
- **Second Phase (known as RMA4)** – (136 dwellings) achieved detailed planning permission in 2024 with first completions planned for end of 2026 and predicted completion of all dwellings by 2027, according to the GCSP 5YHLS Report 2025
- **Third Phase (known as RMA5)** – (292 dwellings) achieved detailed planning permission in 2025 and first completions are planned for early 2027, according to the GCSP 5YHLS Report 2025
- **Forth Phase (known as RMA6)** – (295 dwellings) to be submitted spring 2026 with first completions predicted end of 2027, according to the GCSP 5YHLS Report 2025
- **Remainder of the site** - (713 dwellings) benefitting from outline planning permission and associated RMA’s to be submitted by 2028, according to the GCSP 5YHLS Report 2025.

The first mention of delivery of the Site can be found within the Annual Monitoring Report 2012/2013 and with estimated first completions in 2021/2022. The Greater Cambridge Housing Trajectory and Housing Land Supply Report (2025) confirmed that the first housing completions actually happened in 2024, which is 3 years after the first trajectory had expected housing.

Furthermore, the table below compares the five-year period 2019/20 to 2023/24 in terms of anticipated deliveries and actual completions at land north of Cherry Hinton. This shows that since the first anticipated deliveries in 2022/2023, 39 dwellings have been completed compared to an anticipated 295 dwellings which equates to only 13.5% of total anticipated dwellings delivered. This demonstrates a significant shortfall in the number of anticipated dwelling completions.

| SIZE OF ALLOCATION | ORIGINALLY ASSUMED DELIVERY | YEAR OF FIRST DELIVERY | OUTLINE DETERMINATION PERIOD | RESERVED MATTERS PERIOD | DELIVERY – ANTICIPATED VS ACTUAL | 19/20 | 20/21 | 21/22 | 22/23 | 23/24 |
|--------------------|-----------------------------|------------------------|------------------------------|-------------------------|----------------------------------|-------|-------|-------|-----------|----------------|
| | | | | | | | | | | |
| 1,200 dwellings | 2022/2023 | 2024 | 2 years | 2 years | Anticipated | 0 | 0 | 0 | 95 | 200 |
| | | | | | Actual | 0 | 0 | 0 | 0 | 39 |
| | | | | | Difference | - | - | - | - 95 / 0% | - 161 / 19.5 % |

Cambridge East – North of Newmarket Road

Land north of Newmarket Road is allocated as Phase 1 within the wider Cambridge East AAP and is allocated within the South Cambridgeshire Local Plan (2019) for 1,300 dwellings.

Outline Planning permission was submitted in 2013 and granted in 2016 (LPA Ref. S/2682/13/OL) with subsequent RMA submission being granted in 2019 (LPA Ref. S/1096/19/RM) and first completions taking place in 2020. This represents a period of 7-years from submission of the outline planning application to first completions.

The Site is being marketed as 'Marleigh Village' and is split into 3 phases as follows:

- **Phase 1a** – (239 dwellings) achieved detailed planning permission in 2019 with first delivery in 2020/2021 and 187 dwellings complete by March 2024 at a rate of 47 dpa, according to the GC 5YHLS Report 2019
- **Phase 1b** – (308 dwellings) achieved detailed planning permission in 2020 with first deliveries in 2021/2022 and 141 dwellings complete by March 2024 at a rate of 47 dpa, according to the GC 5YHLS Report 2019
- **Phase 2** – (421 dwellings) achieved detailed planning permission in 2021 with first deliveries in 2022/2023 and 55 dwellings completed in March 2024 at a rate of 27.5 dpa, according to the GC 5YHLS Report 2019.
- **Phase 3** - (423 dwellings) split between an RMA for 332 dwellings and a full application for 91 dwellings with anticipated first completions in 2027, according to the GC 5YHLS Report 2025.

This site first appeared in the South Cambridgeshire and Cambridge City Annual Monitoring Reports in 2013/2014. Both reports anticipated the first housing deliveries in 2018/2019. The Greater Cambridge Annual Monitoring Report 2020/2021 confirmed that the first completions took place in 2020/2021 for Phase 1A which is 2 years after originally anticipated.

Furthermore, the table below compares the five-year period 2019/20 to 2023/24 in terms of anticipated deliveries and actual completions for land north of Newmarket Road. This shows that since the first anticipated deliveries in 2018/2019, 383 dwellings have been completed compared to an anticipated 705 dwellings, which equates to only 54% of the total anticipated dwellings having been delivered.

| SIZE OF ALLOCATION | ORIGINALLY ASSUMED DELIVERY | YEAR OF FIRST DELIVERY | OUTLINE DETERMINATION PERIOD | RESERVED MATTERS PERIOD | DELIVERY – ANTICIPATED VS ACTUAL | 19/20 | 20/21 | 21/22 | 22/23 | 23/24 |
|--------------------|-----------------------------|------------------------|------------------------------|-------------------------|----------------------------------|-------|------------|---------------|-------------|------------|
| | | | | | | | | | | |
| 1,300 dwellings | 2018/2019 | 2020 | 3 years | 3 years | Anticipated | 0 | 110 | 160 | 225 | 210 |
| | | | | | Actual | 0 | 62 | 84 | 108 | 129 |
| | | | | | Difference | - | - 48 /56 % | - 76 / 52.5 % | - 117 / 48% | - 81 / 61% |

Northstowe

Northstowe is a new settlement of up to 10,000 dwellings to the north west of Cambridge, adjacent to the villages of Longstanton and Oakington.

Northstowe is allocated within the adopted South Cambridgeshire Local Plan for 10,000 dwellings (SS/5) and prior to this was allocated in the Northstowe AAP adopted in 2007. The AAP took 2 years from initial consultation to adoption.

The site was first allocated in the 2003 Cambridgeshire and Peterborough Structure Plan which does not provide confirmation as to first deliveries, instead these were outlined in the 2007/2008 AMR.

The wider allocation/site is comprised of several phases as follows:

- Phase 1 – Outline permission was submitted in 2012 and granted in 2014 (LPA Ref. S/0388/12/OL) for up to 1,500 dwellings, with the first RMA approved in 2016 and first completions in 2016. This represents a period of 2-years from submission of outline planning to first completions. Phase 1 is being delivered by 5 housebuilders under the following parcels:
 - Parcel H1 – (92 Dwellings) being brought forward by Bloor Homes with construction taking place from 2016 to 2019 at a rate of 31 dpa, according to the GC 5YHLS Report 2025
 - Parcel H2 – (135 Dwellings) being brought forward by Barrats/David Wilson Homes with construction taking place between 2017 and 2021 at a rate of 34 dpa, according to the GC 5YHLS Report 2025.
 - Parcel H3 – (40 Dwellings) being brought forward by Taylor Wimpey with 33 dwellings completed between 2017 and 2019 and planned completion in 2025 at a rate of 5 dpa, according to the GC 5YHLS Report 2025.
 - Parcel H4 – (84 Dwellings) being brought forward by Bovis Homes with construction taking place between 2017 and 2020 at a rate of 28 dpa, according to the GC 5YHLS Report 2025.
 - Parcel H5 & H6 – (240 Dwellings) being brought forward by Bovis Homes with 167 dwellings completed between 2019 and 2023 and final completions planned for 2025/2026 representing a delivery rate of 33 dpa, according to the GC 5YHLS Report 2025.
 - Parcel H7 – (115 Dwellings) being brought forward by Barrats/David Wilson Homes with construction taking place between 2018 and 2024 at a rate of 20 dpa, according to the GC 5YHLS Report 2025.
 - Parcel H8 – (73 Dwellings) being brought forward by Barrats/David Wilson Homes with construction taking place between 2020 and 2023 at a rate of 25 dpa, according to the GC 5YHLS Report 2025.
 - Parcel H9 – (130 Dwellings) being brought forward by Barrats/David Wilson Homes with construction taking place between 2021 and 2023 at a rate of 65 dpa, according to the GC 5YHLS Report 2025.
 - Parcel H10 – (76 Dwellings) being brought forward by Taylor Wimpey with construction taking place between 2020 and 2023 at a rate of 26 dpa, according to the GC 5YHLS Report 2025.
 - Parcel H11 – (152 Dwellings) being brought forward by Taylor Wimpey with construction taking place between 2017 and 2021 at a rate of 51 dpa, according to the GC 5YHLS Report 2025.
 - Parcel H12 – (271 Homes) being brought forward by Linden Homes with construction taking place between 2017 and 2024 at a rate of 39 dpa, according to the GC 5YHLS Report 2025.
 - Parcel H13 – (92 Dwellings) being brought forward by Taylor Wimpey with 73 completions between 2022 and 2024 and final completions planned for 2024/2025 representing a delivery rate of 25 dpa, according to the GC 5YHLS Report 2025.
- Phase 2 – Outline planning permission was submitted in 2014 and granted in 2017 for up to 3,500 dwellings with the first RMAs granted in 2018. Phase 2 is being delivered alongside Homes England and the following Housebuilders:
 - Phase 2a – (406 Dwellings) Homes England remarketing for preferred bidder, with 43 completions between 2020 and 2024 and next completions due to take place in 2027, presenting a delivery rate of 58 dpa, according to the GC 5YHLS Report 2025

- Phase 2b – (300 Dwellings) being brought forward by Keepmoat Homes with 36 dwellings completed in 2023/2024 and the parcel due for completion by 2029 representing a delivery rate of 50 dpa, according to the GC 5YHLS Report 2025.
- Phases 2D1, 2C and TC1 – 2,794 remaining dwellings pursuant to the outline planning permission with associated RMA's anticipated for 2028, according to the GC 5YHLS Report 2025.
- Phase 3 – as a whole is anticipated to provide approximately 5,000 dwellings. Phase 3a has outline planning permission for 4,000 homes submitted in 2020 approved in March 2022 with associated RMA's to be submitted in 2027/2028, according to the GC 5YHLS Report 2025.

The wider Northstowe site first appeared in the South Cambridgeshire Annual Monitoring Report 2007/2008. This report anticipated the first housing deliveries in 2011/2012. The AMR of 2016/2017 confirmed the first housing completions actually happened by March 2017, which is 5/6 years after the first trajectory had expected housing.

Furthermore, Appendix 1 compares period 2001/2012 to 2023/2024 in terms of anticipated deliveries and actual completions at Northstowe. This shows that since 1049 dwellings have been completed compared to an anticipated 1084, this equates to circa 97% of all dwellings having been completed.

However, it is noted that it is anticipated that 2,834 dwellings are due to be delivered in remaining Phases by 2031. Due to the delay in finding a delivery partner on Phase 2 and based on the average year period from outline consent to deliver housing for phase 1, it is considered that the anticipated delivery of the remaining homes within the plan period may no longer be possible.

| SIZE OF ALLOCATION | ORIGINALLY ASSUMED DELIVERY | FIRST YEAR OF DELIVERY | OUTLINE DETERMINATION PERIOD | RESERVED MATTERS PERIOD |
|--------------------|-----------------------------|------------------------|------------------------------|-------------------------|
| 10,000 dwellings | 2011/2012 | 2016 | 2.3 years on average | 1.5 years average |

| DELIVERY – ANTICIPATED VS ACTUAL | 11/12 | 12/13 | 13/14 | 14/15 | 15/16 | 16/17 | 17/18 | 18/19 | 19/20 | 20/21 | 21/22 | 22/23 | 23/24 |
|----------------------------------|--------------------|-------|-------|-------|-------|-------|-------|-------|-------|-------|-------|-------|-------|
| | Anticipated | 150 | 400 | 600 | 650 | 650 | 650 | 650 | 650 | 650 | 650 | 650 | 650 |
| Actual | 0 | 0 | 0 | 0 | 0 | 13 | 140 | 278 | 243 | 258 | 219 | 237 | 92 |
| Difference | -150 | -400 | -600 | -650 | -650 | -637 | -510 | -372 | +83 | +44 | +1 | -5 | -158 |

Waterbeach

Waterbeach New Town is within the South Cambridge Local Plan for 8,000 to 9,000 dwellings (SS/6).

The wider site is split between the Western and Eastern Parcels as follows:

- Western parcels – (6,500 dwellings). Outline Planning Permission was granted in 2019 following submission in 2017 (LPA Ref. S/0559/17/OL) with the first approved RMA in 2021 and first completions in 2024.
- This represents 7-years from submission of outline to first completions. The Site being brought forward by Urban & Civic as Master Developer split further into the following phases:

- Key Phase 1 – permission for landscape, highways, earthworks and surface/foul drainage infrastructure approved 2020.
- Northern Woods – (89 Dwellings) being brought forward by Stonebond with detailed planning permission approved in 2021. 13 dwellings completed in 2024 and final dwellings anticipated for completion in 2025 representing a built out rate of 45 dpa, according to the GC 5YHLS Report 2025.
- Eastern Woods Parcel P2.1 – (111 Dwellings) being brought forward by Cala Homes, with detailed planning permission approved in 2021. 12 dwellings have completed as of 2024 and final dwellings anticipated for completion in early 2026 representing a build out rate of 37 dpa, according to the GC 5YHLS Report 2025.
- Eastern Woods Parcels P5.1, P5.2 and P5.3 – (90 dwellings) first completions anticipated late spring 2026, according to the GC 5YHLS Report 2025.
- Eastern Woods Parcels P4 and P4.3 – (178 dwellings) RMA awaiting submission and first completions anticipated summer 2026, according to the GC 5YHLS Report 2025.
- Eastern Woods Parcels P2.2. and P3.2 – (198 dwellings) RMA awaiting submission following named housebuilder and completion anticipated for summer 2026, according to the GC 5YHLS Report 2025.
- Eastern Parcels – outline planning permission for up to 4,500 dwellings approved in 2024 and being brought forward by RLW Estates. Anticipated delivery of 150-250 dwellings per year with first completions anticipated 2028 to 2030, according to the GC 5YHLS Report 2025.

The wider Waterbeach New Town site first appeared in the South Cambridgeshire Annual Monitoring Report 2012/2013. This first anticipated the first housing deliveries in 2026/2027. The Greater Cambridge AMR of 2024 confirmed when the first housing completions happened by March 2024, which is 2 years before initially anticipated.

Despite delivery being earlier than predicted, the table below sets out the five-year period 2019/20 to 2023/24 in terms of anticipated deliveries and actual completions at Waterbeach. This confirms that the anticipated delivery was updated in 2019, compared to when Waterbeach first appeared in 2012. In 2019, it was anticipated that 650 homes would be delivered between 2021 and 2024. However, only 25 homes have been delivered as of 2024 which equates to 3.8% and represents a significant shortfall in the anticipated quantum of homes planned for delivery.

| SIZE OF ALLOCATION | ORIGINALLY ASSUMED DELIVERY | YEAR OF FIRST HOUSING DELIVERY | OUTLINE DETERMINATION PERIOD | RESERVED MATTERS PERIOD | DELIVERY – ANTICIPATED VS ACTUAL | 19/20 | 20/21 | 21/22 | 22/23 | 23/24 |
|---------------------------|-----------------------------|--------------------------------|------------------------------|-------------------------|----------------------------------|-------|-------|-----------|-----------|------------|
| | | | | | | | | | | |
| 8,000 to 9,000 dwellings. | 2021 | 2024 | 2 years | 2 years | Anticipated | 0 | 0 | 150 | 250 | 250 |
| | | | | | Actual | 0 | 0 | 0 | 0 | 25 |
| | | | | | Difference | - | - | -150 / 0% | -250 / 0% | -225 / 10% |

Bourn Airfield New Village

Bourne Airfield New Village is allocated in the South Cambridgeshire Local Plan (2018) for a new village of approximately 3,500 dwellings and is subject to a site-specific Bourn Airfield New Village Supplementary Planning Document (SPD) adopted in 2019, following a 6-month consultation.

Outline planning permission was granted for 3,500 dwellings in July 2024 following submission in 2018. As of 2025, there have been no starts on Site and the agent has advised that a housebuilder is currently being onboarded to deliver the first 500 dwellings and expects the first RMA for 150-180 dwellings to be submitted in Q1 2026 with the first dwellings completed in Q2/3 2027, according to the GC 5YHLS Report 2025. This represents a potential 9-year period from submission of the outline application to first completions.

Despite the lack of progress on the Site, Bourn Airfield first appeared in the South Cambridgeshire AMR 2012/2013. This anticipated first housing delivery in 2022/2023. The latest position set out within the 2025 5YHLS report confirms that the delivery of the first units has now been significantly delayed until 2027/2028. The table below demonstrates that there have been no completions over the plan period. This represents a delay of 6 years after completions were initially anticipated.

| SIZE OF ALLOCATION | ORIGINALLY ASSUMED DELIVERY | FIRST DELIVERIES | OUTLINE DETERMINATION PERIOD | RESERVED MATTERS PERIOD | DELIVERY – ANTICIPATED VS ACTUAL | 19/20 | 20/21 | 21/22 | 22/23 | 23/24 |
|--------------------|-----------------------------|------------------|------------------------------|-------------------------|----------------------------------|-------|-------|-------|-------|-------|
| | | | | | | | | | | |
| 3,500 dwellings | 2020/2021 | N/A | 6 years | Ongoing 2 years | Anticipated | 0 | 0 | 25 | 100 | 150 |
| | | | | | Actual | 0 | 0 | 0 | 0 | 0 |
| | | | | | Difference | - | - | -25 | -100 | -150 |

Cambourne

Cambourne is a planned new settlement to the west of Cambridge, originally approved in 1996 for 3,300 new homes. The village is comprised of Lower, Great, West and Upper Cambourne. The first dwellings were delivered in Great and Lower Cambourne before the current plan period and are therefore not included within this note.

Cambourne West is allocated within the South Cambridgeshire Local Plan for 1,200 dwellings (SS/8).

Of relevance to the up-to-date housing supply position are the following sites as part of the wider Cambourne new village:

- West Cambourne – outline planning permission for 2,350 dwellings approved 2017 (LPA Ref. S/2903/14/OL) with first RMA in 2020 (LPA Ref. S/4537/19/RM) and first completions in 2021. This represents 7 years from submission of outline to first completions. West Cambourne is comprised of the following parcels:
 - Parcels 1.1a and 1.1b – (200 Dwellings) being brought forward by Vistry, with 190 dwellings completed between 2021 and 2024 with the remaining dwellings to be completed in 2025 representing a delivery rate of 50 dpa, according to the GC 5YHLS Report 2025.
 - Parcels 1.2 - (190 Dwellings) being brought forward by Taylor Wimpey with 157 dwellings completed between 2021 and 2024 with the remaining to be completed in 2025 representing a delivery rate of 47.5 dpa, according to the GC 5YHLS Report 2025.
 - Parcels 1.3a and 1.3d – (150 Dwellings) being brought forward by Vistry Group with 141 dwellings completed between 2021 and 2024 and the remaining to be completed by 2025 representing a delivery rate of 37.5 dpa, according to the GC 5YHLS Report 2025.
 - Parcels 1.3b, 1.3c, 1.3e, 1.4a and 1.4b (286 Dwellings) being brought forward by Taylor Wimpey with 128 dwellings completed between 2021 and 2023 representing a delivery rate of 64 dpa, according to the GC 5YHLS Report 2025.

- Parcels 1.5 – (41 Dwellings) being brought forward by Taylor Wimpey with planned completion 2026, according to the GC 5YHLS Report 2025.
- Parcel 2.1 – (118 Dwellings) being brought forward by Vistry with planned completion 2026, according to the GC 5YHLS Report 2025.
- Parcel 2.2b – (120 Dwellings) being brought forward by Taylor Wimpey with planned first completions 2026, according to the GC 5YHLS Report 2025.
- Parcel 3.2b – (122 Dwellings) being brought forward by Vistry with planned first completions by 2026, according to the GC 5YHLS Report 2025.
- Land within Business Park – (256 Dwellings) being brought forward by Hill and planned first completions by 2026 according to the GC 5YHLS Report 2025.
- Remaining parcels 2.3 and 3.2a – 203 Dwellings in Parcel 2.3 and 11 Dwellings in Parcel 3.2a with planned first completions in 2028, according to the GC 5YHLS Report 2025.

West Cambourne first appeared in the South Cambridgeshire Annual Monitoring Report in 2012/2013. This first anticipated housing deliveries in 2016/2017. Following this, the 2022 Greater Cambridge Housing Trajectory and Five-Year Housing Land Supply report confirmed that the first housing completions actually happened in 2021. Which is 6 years after initially anticipated.

Furthermore, the table below compares the five-year period 2019/20 to 2023/24 in terms of anticipated deliveries and actual completions for West Cambourne as Cambourne 950 is now complete. This shows that there has been a significant over delivery on West Cambourne from 2021 to 2024.

| SIZE OF ALLOCATION | ORIGINALLY ASSUMED DELIVERY | DELIVERY OF FIRST DWELLING | OUTLINE DETERMINATION PERIOD | RESERVED MATTERS PERIOD | DELIVERY – ANTICIPATED VS ACTUAL | 19/20 | 20/21 | 21/22 | 22/23 | 23/24 |
|--------------------|-----------------------------|----------------------------|------------------------------|-------------------------|----------------------------------|-------|-------|-------|-------|-------|
| | | | | | | | | | | |
| 2,350 dwellings | 2016/2017 | 2021 | 3 years | 3 years | Anticipated | 0 | 25 | 130 | 150 | 344 |
| | | | | | Actual | 0 | 93 | 263 | 200 | 588 |
| | | | | | Difference | - | +68 | +133 | +50 | + 244 |