Housing

Evidence Report

Update November 2013

Fenland
CAMBRIDGESHIRE
Fenland District Council

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Housing Evidence Report (Update November 2013)

Important Note:

This ‘November 2013’ version replaces the previous version dated ‘September 2013’. It has been updated to reflect the latest monitoring data, especially the newly released 12/13 data. The main changes are to the appendices (trajectories), with subsequent amendments to text within the main body of the report, as appropriate. The thrust of the report remains the same as the ‘September 2013’ version.

Contents

1 Introduction

Context

1.1 Fenland District Council is producing the Core Strategy which sets out the framework for how development will be considered across the district to 2031. Until recently, the East of England Plan, also known as the Regional Spatial Strategy (RSS), set out the regional strategy for planning and development in the East of England. It included growth targets for Fenland District of approximately 11,000 new homes and an indicative target for net growth in jobs for the period 2001-2021 for Cambridgeshire (including Fenland) of 75,000 (see East of England Plan (2008) Policy E1). The RSS has now been revoked. Therefore, in order to inform future development in Fenland, the Council and the wider Cambridge Housing Market Area authorities have undertaken a series of evidence studies to consider the most appropriate level of growth in the district to 2031 and to thus inform the development of the Core Strategy.

1.2 This Evidence report is one of several evidence studies. It seeks to draw together a number of sources to demonstrate what Fenland District Council consider to be the most appropriate level of housing growth for inclusion in its Core Strategy.

2 Role of this report

2.1 The overall aim of this report is to set out the Housing target for Fenland.

2.2 It draws upon best practice guidance and the NPPF to:

- Provide an overview of past and recent housing development trends;
- Examine a range of approaches to establish the most appropriate housing target to 2031;
- Set out the housing trajectory, through estimating what, when and how housing sites will come forward over the plan period;

2.3 This report concludes with a housing growth scenario that will be taken forward by the Core Strategy.

3 Current Baseline Housing Position in Fenland

3.1 Annual monitoring of development in the district provides us with a picture of how development has changed over the last ten years. It allows us to consider the extent to which past trends will continue into the future. It also helps us to understand what sites are in the planning 'pipeline' and are likely to come forward. This baseline helps to inform the strategy for housing growth to 2031.

3.2 Each year, annual monitoring of housing development provides information on sites that have been completed, sites that have been granted planning permission but may not have been started, or those that have only been partially built out.

Housing Completions 2001-2013

3.3 Since 1 April 2001, there have been a total of 6,398 net housing completions in the district. The figure below illustrates that the highest peak of delivery in Fenland was reached in 2007/08 when 921 dwellings were delivered. From 2001–2008 the average delivery rate was sustained at about 720 net additional dwellings a year.

3.4 However, as witnessed across much of the country, there has been a significant decline in housing delivery rates; the average over 2008-2013 has fallen to approximately 275 dwellings - a reduction of just over 60% from the period 2001-2008. Figure 1 clearly illustrates the impact the economic downturn has had on housing delivery in Fenland.

3.5 Table 1 below does however also demonstrate that when housing completions are considered since 2001 as a whole, the overall delivery rate is at about 533 average annual dwellings. Whilst the economic situation remains uncertain, historic trends suggest that Fenland is able to deliver around 500 dwellings a year over a sustained period.

Figure 1 – Housing completions in Fenland 2001-2013

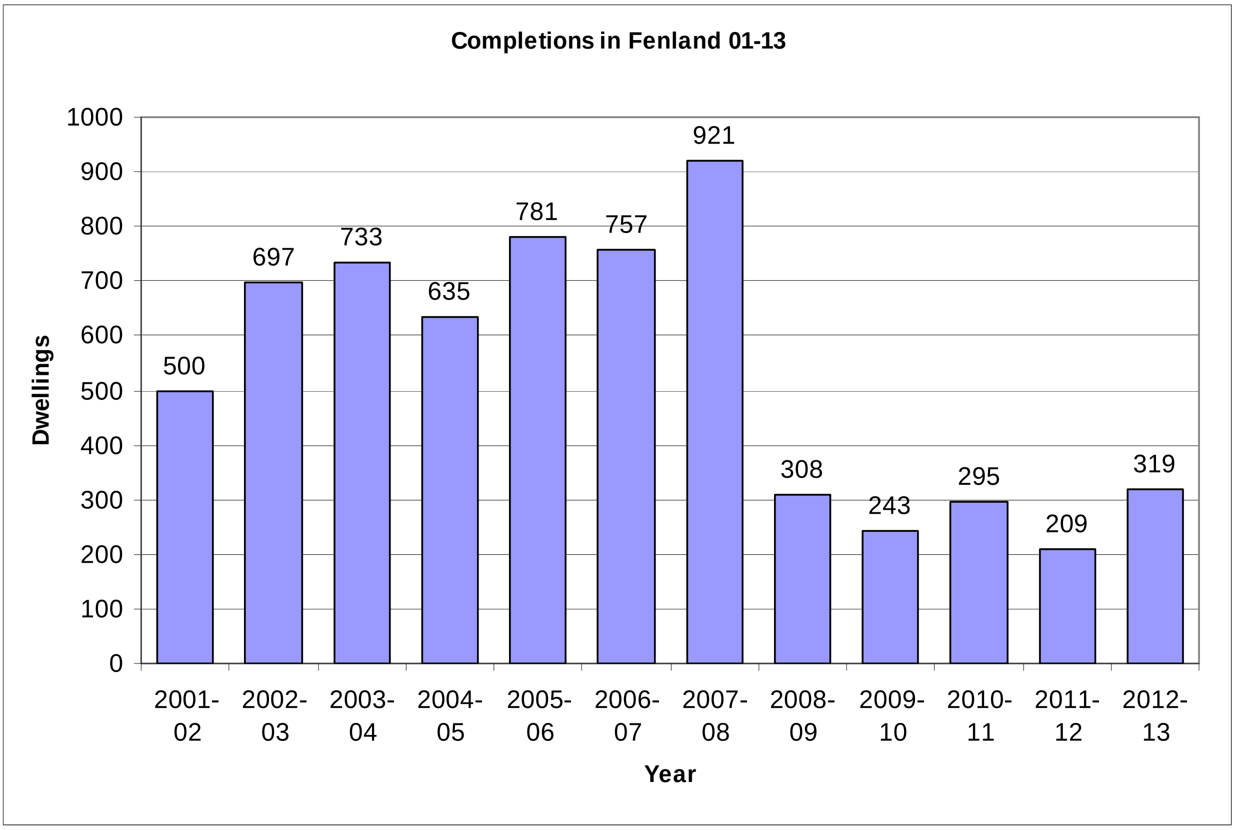


Table 1 – Cumulative and annual average totals

Monitoring Year (1st April – 31st March)	Cumulative total	Annual Average
2001/2002	500	500
2002/2003	1,197	599
2003/2004	1,930	643
2004/2005	2,565	641
2005/2006	3,346	669
2006/2007	4,103	684
2007/2008	5,024	718
2008/2009	5,332	667
2009/2010	5,575	619
2010/2011	5,870	587
2011/2012	6,079	553
2012/2013	6,398	533

Location of housing completions

3.6 Over the last ten years, the majority of housing completions (about 4,000 - or approximately 60%) were located in the four market towns of Wisbech, March, Chatteris and Whittlesey. These completions will have been through a combination of allocated sites, windfall developments and infill or replacement dwellings.

3.7 Significantly, this means that the remaining 40% of completions across the period have come forward in the villages or rural areas. The villages of Elm (116), Leverington (195), Wimblington (201) and Wisbech St Mary (127) have seen, relatively, high levels of growth. This is a reflection of the 1993 Local Plan policy H7 which sought to allow development within the defined development area boundaries and through identified allocations within the villages defined as limited rural growth settlements and the lack of available sites in the towns.

Table 2 – Locations of Growth

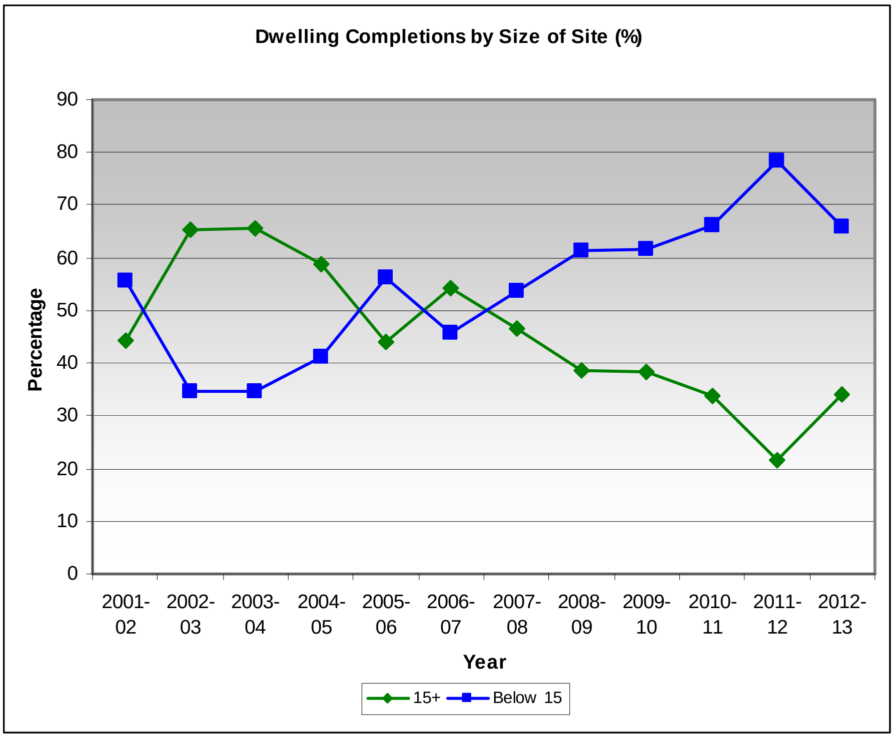
Settlement Hierarchy	Settlement	Completions (Net gains) (2001-2013)	% of total completions	Settlement Hierarchy Total (2011 - 2031)	% of Settlement Hierarchy
Market Towns	March	1,494	23.4%	4,200	38.2%
	Wisbech	1,226	19.2%	3,000	27.3%
	Chatteris	826	12.9%	1,600	14.5%
	Whittlesey	434	6.8%	1,000	9.1%
Sub-Total		3,980	62.2%	9,800	89.1%
Growth Villages	Wimblington	201	3.1%		
	Doddington	79	1.2%		
	Manea	179	2.8%		
	Wisbech St Mary	127	2.0%		
Limited Growth Villages	Coates	20	0.3%		
	Elm	116	1.8%		
	Friday Bridge	129	2.0%		
	Leverington	195	3.0%		
	Parson Drove	89	1.4%		
Small Villages	Benwick	98	1.5%		
	Christchurch	51	0.8%		
	Eastrea	13	0.2%		
	Gorefield	106	1.7%		
	Guyhirn	59	0.9%		

	Murrow	109	1.7%		
	Newton	9	0.1%		
	Turves	35	0.5%		
	Tydd St Giles	52	0.8%		
Other Villages	Church End	14	0.2%		
	Coldham	9	0.1%		
	Collet's Bridge	2	0.0%		
	Foul Anchor	1	0.0%		
	Pondersbridge	24	0.4%		
	Rings End	0	0.0%		
	Tholomas Drove	8	0.1%		
	Tydd Gote	1	0.0%		
Elsewhere	Other	692	10.8%		
Sub-Total		2,418	37.8%	1,200	10.9%
Total		6,398	100.0%	11,000	100.0%

Dwelling Completions by size of site

3.8 The monitoring data provides information from 2001 on the size of the site that completed dwellings are located. Figure 2 below shows that from 2006-07 there has been a shift from the highest proportion of completions on sites over fifteen dwellings, to the majority of completions being on sites below this threshold. For example, in 2011-12 around 80% of dwellings were completed on sites with permission for fewer than fifteen dwellings, this is in contrast to around 35% in 2003-04. This simple analysis may suggest that since 2006-07 there has been a gradual decline in the number of large sites contributing towards housing delivery. This could partly be explained by the economic downturn and the lack of finance for larger schemes; however, it is also likely that as many of the allocations from the 1993 Local Plan are completed, there has been a limited supply of sites capable of accommodating dwellings above this threshold.

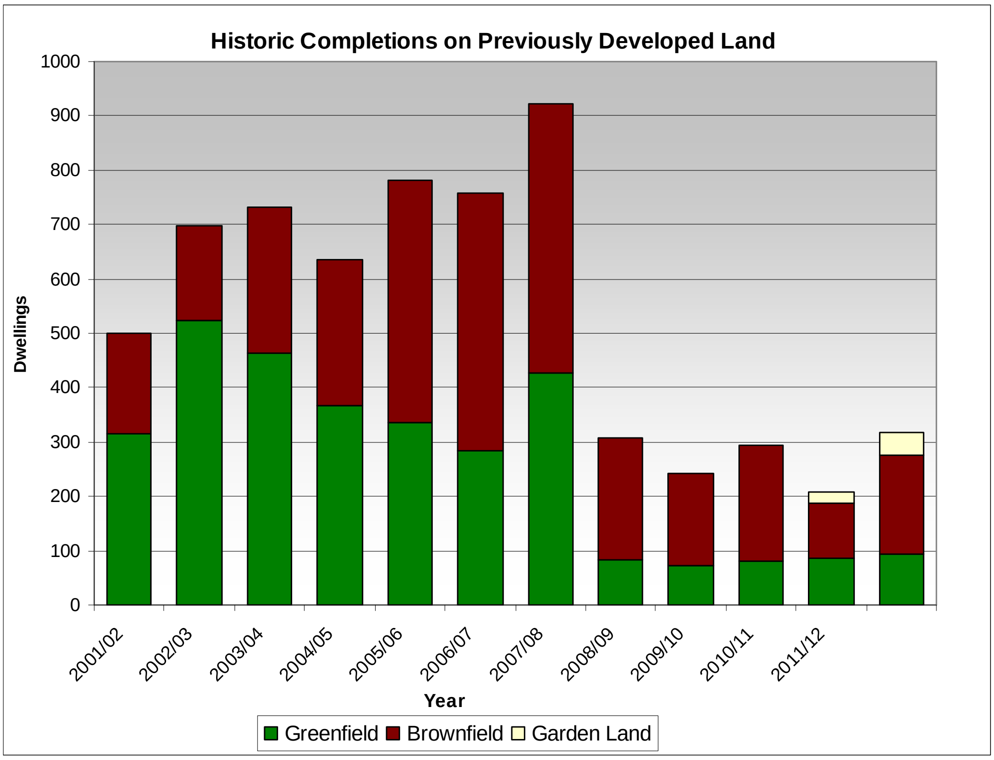
Figure 2 – Dwelling Completions by size of site



Housing Completions on Previously Development Land (also known as Brownfield Land)

3.9 There is a long standing national direction that local authorities should maximise the re-use of previously developed land in order to promote regeneration and minimise the amount of green field land being used for development. As illustrated in figure 3 below, there has generally been a high proportion of green field development in Fenland. This is likely to reflection on Fenland being a predominately rural district with limited brownfield industrial areas coming forward for redevelopment. In contrast to this general trend, the last few years have seen a higher proportion of development on previously developed land. This may be due to development largely coming forward on smaller infill plots, or development in private residential gardens[1] (as described above).

Figure 3 – Historic completions on Greenfield and Brownfield Land



Affordable Homes

3.10 Figure 4 below illustrates that, unlike market housing, the level of the development of new affordable housing[2] has been relatively constant over the period 2001–13, peaking at 104 in 2007-08.

3.11 The graph also shows that as a proportion of market housing affordable housing has not seen significant increases in peak years. This may suggest that there is potential for the greater delivery of affordable housing in peak periods; this will be explored through the development of the Core Strategy.

[1] Private residential gardens were removed from the definition of previously developed land in June 2010

[2] Note: This report focuses on dwellings developed as new build or through a change of use of an existing property. Affordable homes can also be provided through other means, such as conversion of an existing home, which are not included here.

Figure 4 – Historic proportion affordable housing completed

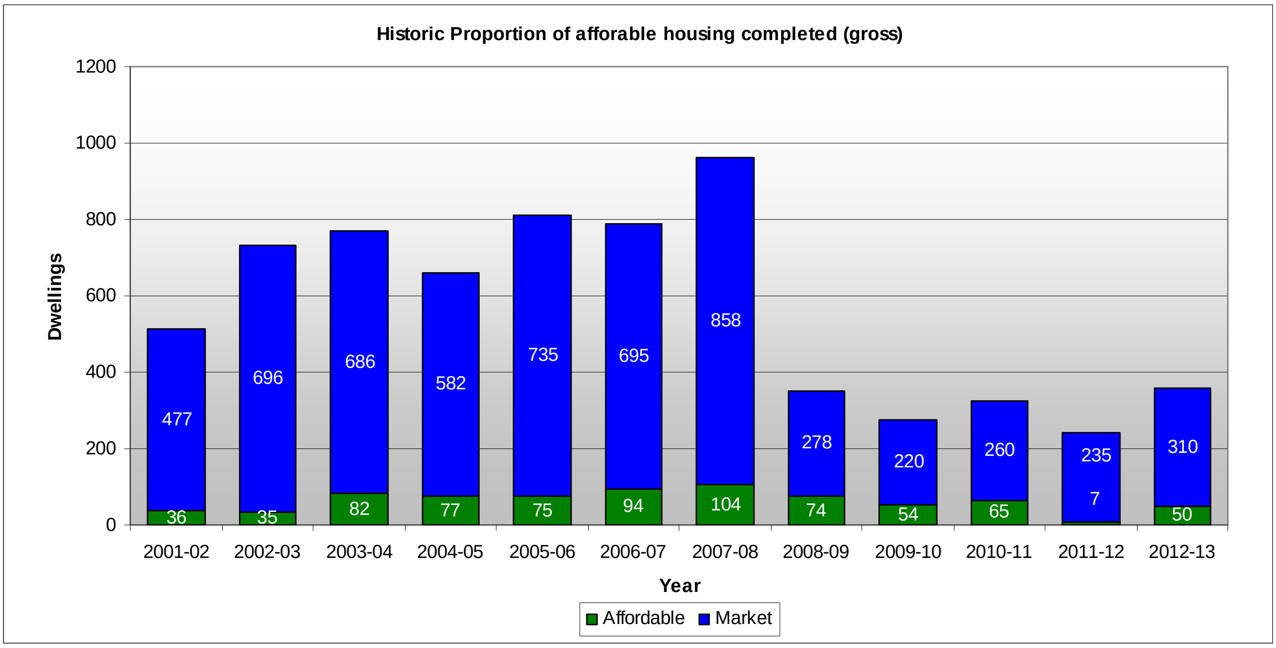


Table 3 – Proportion of Affordable Housing (Gross)

	01-02	02-03	03-04	04-05	05-06	06-07	07-08	08-09	09-10	10-11	11-12	12-13	Total
Total Comps	36	35	82	77	75	94	104	74	54	65	7	50	753
Affordable	513	731	768	659	810	789	962	352	274	325	242	360	6,785
% Affordable	7	5	11	12	9	12	11	21	20	20	3	14	12

Committed Sites

3.12 Committed sites are those that are known through having one of the following types of planning status;

a) Sites currently under construction
b) Sites with full planning permission on which development has not yet started
c) Sites with outline planning permission on which development has not yet started

3.13 At 31 March 2013 there were 2,035 (net) dwellings with outstanding planning permission. Of these permissions 1,049 (net) had full planning permission and 811 had outline permission. The remainder 175 (net) are sites with reserved matters permission.

3.14 Outstanding permissions give an indication of where future development may occur, though it should be noted that not all applications will be implemented. Even if it is assumed that most of the sites will be implemented, the commitment figures demonstrate that only limited growth could be accommodated through existing supply of sites.

Table 4– Outstanding Permissions

	As at 31 March 2013
Outline Planning Permissions	811
Full/Reserved Matters permission, Under construction	311
Full/Reserved Matters permission, Not Started	913
Total Permissions	2,035[3]

[3] This figure may differ from that quoted in CCC monitoring data as some sites will have been discounted for example – sites with restrictions as holiday lets.

Fenland Local Plan – Allocations

3.15 The 1993 Local Plan policies allocate land in Fenland for residential development. It remains the statutory planning document for Fenland and as such the identified sites remain committed. However, through the development of the Core Strategy, it is not currently proposed to allocate small scale sites and as such, upon adoption of the Core Strategy, the smaller (usually less than 250 homes) outstanding allocations will no longer have any formal planning status, though the flexible nature of the emerging Core Strategy is likely to mean they will still be looked at favourably.

3.16 Many of the allocated sites have either been developed or already have permission (and are therefore counted above). However, some of the allocated sites have residual areas that are still available for development. As such they represent an indication of land supply that may come forward in the future. Monitoring data on these allocated sites comes from the Cambridgeshire County Council team who produce an estimate of the residual capacity. Through this monitoring work, and taking into account planning history of these sites, these 'residuals' could deliver around 700-750 dwellings.

Summary

3.17 The analysis of past completions in the district demonstrates that Fenland has witnessed sustained periods of significant levels of growth. It also shows that consistent with the national trend, housing delivery rates have tailed off in the last few years. It is therefore clear that whilst the district is capable of achieving sustained high levels of housing growth, new allocations, interventions and careful monitoring will be required to buck the trend of lower growth as seen in recent years.

3.18 The completion data also suggests that Fenland has in the past seen large proportions of housing on Greenfield land, but recent trends suggest that a higher proportion have been on smaller brownfield sites. This combined with a limited supply of committed sites suggests a shift towards housing delivery relying on windfall developments rather than planned strategic sites.

4 Future housing growth

4.1 The Coalition Government has revoked the East of England Plan which included established housing targets. Local authorities are responsible for setting their own housing targets, and determining how many dwellings are needed in their area.

Approach to defining housing targets in Fenland

4.2 In order to consider the options for a housing growth target, a range of sources have been used. These are grouped under three main headings: Historic targets, Projections and Delivery. These are summarised below –

Table 5

Scenario	Description
1. Recent Targets	
Regional Spatial Strategy (2008)	Regional recommended / Government confirmed housing growth targets
Regional Spatial Strategy Review (draft 2010)	Regional recommended housing growth targets to Government (not confirmed by Government)
2. Objectively assessed need	
3. Deliverability	
Land Capacity -	Aecom assessment of land capacity for strategic growth
Market Delivery	Consideration of past delivery rates
Infrastructure Capacity	Infrastructure based approach

4.3 Used together, these approaches inform a target that is not only the most appropriate to meet predicted needs, but one that is considered to be deliverable and achievable in the context of a rapidly changing economic climate.

Scenario 1: Recent Targets

Regional Spatial Strategy (now revoked)

4.4 The first, and adopted, Regional Spatial Strategy (RSS) (also known as the 'East of England Plan') of 2008 set a housing target for Fenland at 11,000 dwellings between 2001-2021.

4.5 Such a target was derived from extensive and robust evidence, and tested by an independent Panel. That RSS also indicated that, beyond 2021, a similar level of housing growth should be planned for, on annual average basis (i.e. 550 pa for Fenland).

4.6 Whilst the RSS is now obviously revoked, the evidence behind it remains.

Draft Regional Spatial Strategy

4.7 Whilst now abandoned, a revision to the RSS commenced almost immediately after the adoption of the first RSS. This reached a stage whereby, in March 2010, it was submitted by the Region to the Secretary of State. No further action has or will be taken on it. Nevertheless, considerable work, consultation and appraisal (including Sustainability Appraisal and Habitats Regulation Assessment) accompanied the revised RSS, and therefore weight can be attached to what it proposed.

4.8 This revised RSS was to cover the period 2011-2031 (i.e. the same as the Fenland Core Strategy), and proposed a housing target of 11,000 dwellings for Fenland, at the annual average of 550 dwellings per year (i.e. the same as the adopted RSS).

Summary

4.9 Whilst the RSS has been revoked it had clearly been through significant scrutiny and review in order to establish the 550pa housing figure for Fenland. Furthermore, the update draft RSS, albeit not tested or 'signed off' by a Panel or Government, revisited this work and considered that it remained a valid figure that should be projected forward.

Scenario 2: Objectively Assessed Need

4.10 To fill the gap left by the revoked RSSs, government set out in the NPPF its approach to how housing targets should be calculated at the local level. Paragraphs 47 (first bullet) and 159 (first part) are the most relevant, as follows:

47. To boost significantly the supply of housing, local planning authorities should:

- *use their evidence base to ensure that their Local Plan meets the full, objectively assessed needs for market and affordable housing in the housing market area, as far as is consistent with the policies set out in this Framework, including identifying key sites which are critical to the delivery of the housing strategy over the plan period;*

And

159. Local planning authorities should have a clear understanding of housing needs in their area. They should:

- *prepare a Strategic Housing Market Assessment to assess their full housing needs, working with neighbouring authorities where housing market areas cross administrative boundaries. The Strategic Housing Market Assessment should identify the scale and mix of housing and the range of tenures that the local population is likely to need over the plan period which:*
  - *meets household and population projections, taking account of migration and demographic change;*
  - *addresses the need for all types of housing, including affordable housing and the needs of different groups in the community (such as, but not limited to, families with children, older people, people with disabilities, service families and people wishing to build their own homes); and*
  - *caters for housing demand and the scale of housing supply necessary to meet this demand;*

4.11 As set out in the Duty to Cooperate evidence report (available separately), the authorities in the Cambridge Housing Market Area took up this challenge set by the NPPF and prepared two key evidence base documents, and a landmark Memorandum of Understanding endorsed by all Councils in order to agree the individual targets for each council for their Local Plan reviews. The two evidence base documents are:

- A housing technical report, available here: http://www.cambridgeshireinsight.org.uk/housing/current-version/PopHseEmp_TechReport2013
- An updated SHMA, in particular an update to chapter 12 and 13 of the SHMA, available at http://www.cambridgeshireinsight.org.uk/housing/current-version . Please note the SHMA is a web based only document and not published as a single hard copy, with different chapters updated from time to time

4.12 The Memorandum of Understanding is available as a separate evidence document as submitted for examination.

4.13 Whilst the above three elements should be read in full in order to understand the methodology and assumptions made, the key conclusion is that Fenland should plan for 11,000 new homes between 2011-2031, a target endorsed by all Cambridgeshire districts and Peterborough City Council.

Scenario 3: Deliverability

Housing Delivery – trend based projections

4.14 To understand the context of whether the housing targets are deliverable, it is appropriate to consider the actual delivery of dwellings in Fenland. This demonstrates what has been achieved in the past, which in turn can help inform what is achievable in the future.

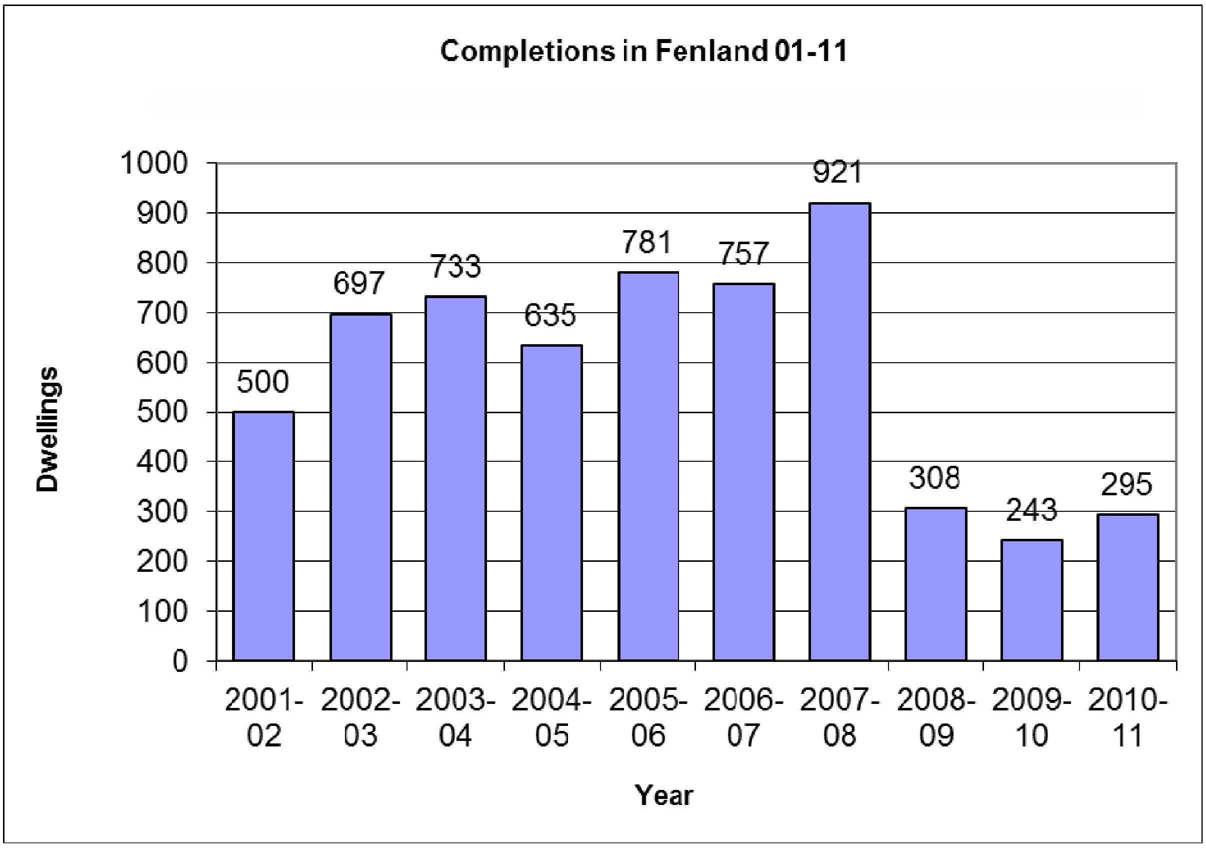
4.15 As seen in section 3 above, there has been a total of 5,870 dwelling completed over the period 2001-2011. The delivery rate of these completions is set out in table 6 and figure 5 below.

Fenland net completion totals: Table 6

	2001-02	2002-03	2003-04	2004-05	2005-06	2006-07	2007-08	2008-09	2009-10	2010-11
Completions in Fenland	500	697	733	635	781	757	921	308	243	295

Source: AMR 2010/11

Figure 5: Fenland net completion totals



Source: Cambridgeshire Research Group

4.16 The above table and chart clearly demonstrate a fluctuating level of housing delivery over the past 10 years, largely in line with the national situation (though perhaps even more extreme than the national 'average').

4.17 What it demonstrates is that in very weak conditions (such as 2008 to present), the market struggles to deliver up to 300 dwellings per year. However, in strong markets, at least double, and exceptionally treble that level can be achieved.

4.18 The annual average achieved over the above 10 year period is 587 dwellings.

4.19 Forecasting the economic future in Fenland is extremely difficult, and to some extent we are only able to make a 'best guess' at how long the undersupply of housing will continue. However, positive impacts through the adoption of the Core Strategy are certain to improve delivery: housing land supply will be dramatically improved, enhanced certainty of the plan and a clear strategy will help reduce risks for investing and building in Fenland. Fenland will therefore be in the right position for when investment levels pick up. Furthermore, large strategic sites, as proposed through the Strategic Allocations and broad locations, are likely to create a step-change in delivery as phasing creates a reliable supply of dwellings.

4.20 As such, it seems entirely reasonable to reach the conclusion that the market is capable, over the 20 year plan period, of continuing to deliver dwellings at around this average of 500-600 per year, leading to a 10,000 – 12,000 range.

4.21 But it is clearly not 'impossible', and may if the right conditions come together, exceed more than 11,000. As demonstrated above, when the market is strong (2005-08) an annual average of 820 dwellings is possible, the equivalent (if sustained long term) of around 16,000 dwellings over a 20 year period. Over the past 10 years, including the downturn of the last 3 years, 6 out of 10 years have exceeded 550 dwellings. However, when the market is weak, around 300pa is achieved, or only 6,000 over a 20 year period, giving a total 'deliverability' range of 6,000 – 16,000 homes, with a most likely range being 10,000 – 12,000.

Neighbourhood Planning Vision - Housing Land Supply

4.22 The Neighbourhood Planning Vision focused on the potential capacity of the four market towns in Fenland to support strategic housing and employment growth. It considers the physical capacity, opportunities and constraints and provides the basis for establishing three growth scenarios. These growth scenarios were then taken forward as 'book-ends' of growth and used to inform population, employment and infrastructure requirements [which are expanded upon elsewhere].

4.23 Section 8 of the FNPV provides the basis for developing an estimate for the potential housing growth that could be physically accommodated in Fenland, based on an assessment of risk of opportunity. In order to convert land into dwellings, a basic assumption of 30 dwellings per hectare has been used. Further work, including exact site boundaries, developable area ratios and densities will be completed at the application stage. A summary of each site assessment is set out in the sustainability appraisal.

This process identified three main growth scenarios:

Table 7

a)	A minimum target –	11,000;
b)	Upper Target	15,000
c)	A maximum target	21,000

4.24 These three growth scenarios are based on the categorisation of the broad locations as Option 1 – 3 Low to High Risk[4]. The options are cumulative. Therefore scenario c for each of the four Market Towns will include the locations identified in Option 1, 2 and 3.

4.25 Added to the identified broad locations are assumptions on the amount of capacity likely to come forward within, or adjacent to, the existing boundaries of the town. This includes sites with extant planning permission, an assumption on exception and windfall sites and a broad assumption on capacity sites. Since the completion of the Aecom report, the approach to windfall, exception and capacity sites has been refined. For the purposes of this report, the overall figures remain valid as indications of growth.

[4] 'Risk' in terms of non-delivery due to constraints

4.26 As the FNPV considered options by market town, a hybrid option of scenario either a, b or c was eventually recommended. It also demonstrated that for broad locations alone, around 5,200 – 14,800 dwellings could come forward.

4.27 The FNPV concluded that through considering land capacity alone, there is broadly sufficient appropriate land to potentially allow for growth up to 21,000 (subject to overcoming detailed site specific constraints).

Other Issues to impact on Housing Growth

The loss of housing land

4.28 Losses of housing can occur through the redevelopment of a site such as where a single detached dwelling is demolished and replaced by two smaller properties on the same plot. Across the district, the loss of dwellings has been high at about 30 annually or 300 over the last 10 years. It is expected that this trend will decline on adoption of the Core Strategy as the increased availability of land supply in the district will offer a greater range of sites, and thus potentially reducing the need for intensification of existing sites. The extent of this affect will be difficult to predict. As such, the trajectory has not made an allowance for losses of dwellings. Dwelling losses will be monitored, with action taken if the minimum trajectory is not being met as a result of significant losses.

Infrastructure Provision

4.29 When considering the level of housing growth in the district regard must also be had to the capacity of infrastructure to cope with this growth. Key stakeholders have been involved in the emerging Core Strategy and have been part of steering groups for the production of evidence studies such as the Water Cycle Study and the emerging Area Transport Studies. Infrastructure provision has been considered through the Fenland Infrastructure Delivery Plan which suggests that whilst phasing of certain sites may be required, there are likely to be no fundamental infrastructure constraints that will restrict housing growth.

Conclusion to Chapter 4

4.30 Undertaking a series of approaches provides a comparison of a range of forecasts or possible scenarios. It demonstrates the difficulty involved in predicted future housing need, deliverability and growth and particularly illustrates that all forecasts are a product of their base data and assumptions. No one approach should therefore be relied upon in isolation in setting a future housing target.

Table 8 – Housing Scenarios

Source	2011-2031	Annual Delivery Rate
Historic		
Adopted RSS	11,000	550
Draft RSS	11,000	550
Forecasts / objectively assessed need / apportionment of targets within a market area		
Cambridge HMA Memorandum of Cooperation	11,000	550
Delivery		
Completions (trend –base)	10,000-12,000	588
Aecom land capacity	Up to 21,000	1,050

4.31 These sources of evidence clearly point to a housing target of 11,000 in the Core Strategy is appropriate and, using the Aecom FNPV work, deliverable in terms of land availability and, using historic data, deliverable in terms of the market ability to build the dwellings.

5 Housing Trajectory

5.1 A Housing Trajectory illustrates the expected rate of delivery of new dwellings over the Core Strategy plan period 2011 – 2031. It demonstrates how the housing target of 11,000 additional homes could be achieved.

5.2 Following the letter from the Secretary of State, 30th March 2011, withdrawing national guidance on local plan monitoring, it is now the responsibility of each council to decide how to approach their monitoring reports. For Fenland, the trajectory will continue to be updated annually through the production of an Authorities' Monitoring Report (AMR), taking into account completions and updated intelligence from specific site data.

Source of Sites

5.3 The Fenland trajectory is split into the four main sections:

5.4 Completions – The completion part of the trajectory illustrates the net additional dwellings to have been built over the period 2001-2013. This approach takes into account the 'net' gains i.e the remaining total after dwellings lost to other uses or demolished are taken from the total new dwellings built. The inclusion of completions on the trajectory graph allows a direct comparison of the historic rate of delivery against the proposed future rate of delivery.

5.5 Committed Sites – are those that are currently known through having one of the following types of planning status:

a) Sites currently under construction
b) Sites with full planning permission on which development has not yet started
c) Sites with outline planning permissions on which development has not yet started

5.6 Strategic Allocations – these sites are proposed to be formally allocated through the Core Strategy and are set out in policies CS7-11. It is expected that these sites will come forward as part of developer-led masterplans. The evidence for the selection of these sites is set out in a separate report.

5.7 Broad Locations of Growth – these sites do not have planning permission but through policies CS7-11 are identified as having capacity to deliver large comprehensive areas of growth.

5.8 CS4 Part B Sites - These sites reflect the criteria based approach as set out in Part B of CS4 that allows appropriate new housing sites to come forward that fit with the Council's spatial strategy. It estimates the dwellings that will come forward on sites which meet the criteria but are of a scale too small to identify as Strategic Allocations or broad location of growth as defined on the key diagrams linked to policies CS7-11. This allowance is expected to include those remaining sites previously allocated through the 1993 Local Plan, those that come forward on the redevelopment of vacant sites and small scale proposals in Towns and Villages. To ensure that this approach brings forward sites as predicted, careful annual monitoring will be undertaken. It is expected that at least 2,005 dwellings will come forward through this approach.

Housing Trajectories

5.9 The trajectories are prepared on the basis of the perceived relative strengths of the housing market across the district and broad assumptions as to the time needed to allow significant levels of growth in housing completions in the four market towns. The following principles were applied:

- The completions are not simply spread at an even rate to accommodate capacity. They are instead spread to reflect the likelihood of economic cycles and the capacity of the market to deliver.

- Where rates of delivery exceed that of previous trends, it is assumed that transformational conditions are such that a higher level can be met.

- The trajectories will be annually monitored to ensure sufficient progress is being made to deliver the housing target. Should the annual rate of delivery exceed that of which is likely to be achieved by the market as a result of successive years of under delivery, contingency measures will be triggered.

Description of trajectories in each of the Market Towns

5.10 The following sections describe the housing trajectories by location, detailed graphs and housing figures are in the appendices.

5.11 District – Completions in the district over the last ten years have regularly exceeded the regional target of 550 per year. The peak in 2007/2008 of 921 demonstrates that in a good market Fenland is capable of delivering a high completion rate [discussed in more detail in section 3 above].

5.12 The trajectory seeks to make a realistic estimate of the likely delivery rate over the plan period. It assumes that for the next five years completions rises as the economic market improves. It is envisaged that throughout this period completions will mainly come forward through existing commitments, but as the market picks up the Strategic Allocations will have gained planning permission and will begin to deliver. Combined with the district wide improvements as an outcome of the Core Strategy, it is anticipated that the market will achieve a sustained level of around 630 dwellings; a level that had regularly been met leading up to the national economic difficulties. The impact of the market is difficult to predict but based on forecasting above it is assumed that demand for dwellings will be sufficient to enable the delivery of the trajectory.

5.13 Wisbech - as one of the two principal market towns in Fenland, Wisbech witnessed a peak of housing completions in 05/06 of 192 dwellings, with a gradual decline to 169 in 06/07 towards the current total of 66 dwellings. These completions were in the context of an ageing plan (1993 Local Plan) and the resulting limited supply of sites.

5.14 Looking to the future, Wisbech is predicted to maintain a steady trend of completions over the next five year period as commitments are built out and the economic market recovers. From 2017/19 it is assumed that the impact of the adoption of the Core Strategy will begin bring forward the Strategic allocations and broad locations of growth which will boost the annual delivery rate towards 150. During the period beyond 2020/21 market conditions and the impact of the Core Strategy policies come together to result in a sustained period of 170-180 annual dwelling completions. It is expected that through the flexible criteria based approach as defined by Policy CS2, further sites will come forward towards the end of the period to provide continuity of supply beyond 2031.

5.15 March – has seen the highest levels of completions of the Market Towns in the District, with a peak of 2007/8 258 dwellings. It has also seen the sharpest decline of completions with a total of only 21 dwellings in 2012/13. As stated above for Wisbech, it is likely that this is a direct impact of not only the international economic climate but also the limited supply of sites resulting from the 1993 Local Plan.

5.16 It is projected that for the first years of the plan period there will be a steady increase of completions towards a peak of 285 in 2027/28 as the impact of policies create an improved market that allow for a delivery rate that exceeds a level reached in the proceeding years.

5.17 Whittlesey – is one of the smaller two market towns in Fenland. Completions from 2001-2013 have fluctuated between a high of 89 in 2007/08 to a low of 4 in 2008/9. This is largely a result of one or two large sites coming forward in a particular year. The forward trajectory for

Whittlesey assumes a continue trend of around 50 – 70 dwellings over the course of the plan period. As above, the first five years consist mainly of existing commitments. Beyond this period the site to the east is expected to deliver most of the housing, with the CS4 – Part B allowance covering those smaller sites that have not been formally identified.

5.18 Chatteris – completions in Chatteris have also fluctuated with a peak of 157 dwellings in 2004/05. In recent years there have been between 45 and 50 completions. The trajectory continues this trend forward, anticipating that commitments will predominately make up supply as the larger extensions come forward through the planning process. From 2019/20 it is anticipated that most commitments will be built out and the broad locations will continue to supply, levelling off at a rate of around 100 dwellings per year before decreasing towards the end of the plan period.

5.19 Rural Areas – including settlements defined as Growth Villages, Limited Growth Villages, Small Villages and other rural locations, have in peak years delivered over 300 dwellings (02/03-07/08). In recent years this has decreased to around 70-80 dwellings per year. The current year saw an increase to 205 dwellings, again likely to be as a result of limited availability of sites in the market towns and development coming forward outside development area boundaries, therefore recorded as rural (Further monitoring research is need to confirm this).

5.20 The Council is not proposing to allocate specific areas for growth in the Villages. Instead, it is predicted that small proposals will come forward that meet the criteria as set out in the settlement hierarchy and rural areas policy. Exceptional larger proposals will only come forward if they have local support and as such cannot be predicted through this trajectory. It is anticipated for the first five years of the plan the existing commitments consented through the 1993 Local Plan will come forward – this produces a high initial build out rate of up to 151 in 13/14. Beyond this period as the Core Strategy is implemented the trajectory only allows for a small rate of development. This trajectory may be exceeded if individual parishes or villages come forward that are in favour of growth. Careful monitoring will be undertaken to understand the implications and impact of this approach on the rural areas.

5.21 Brownfield Land – The majority of future growth in the district will be on non-previously developed land (Greenfield). The reasons for this are two fold; firstly, the absence of an up-to-date Local Plan and the associated restricted land supply, has led to many potential brownfield sites being built out in the district over the last 10-15 years. Secondly, as a rural district, Fenland does not have large areas of historic brownfield land that may be available in larger settlements (with a history of manufacturing and industry, for example).

5.22 It is anticipated that sites within the settlements that come through as part of the criteria base approach, will continue to deliver on Brownfield sites but the amount is difficult to predict. As growth will be directed to the broad locations on the edge of the market towns, these will be predominately Greenfield.

Summary

5.23 The District Wide Trajectory and the individual location trajectories demonstrate that the housing growth target of 11,000 dwellings 2011-2031 can be met. Furthermore, it illustrates that the annual build rate required to achieve this target is below that actually achieved in previous years in the context of an ageing local plan. By location it also demonstrates that the annual build rate can be met. In both March and Wisbech, where previous trends are marginally exceeded in peak years an improved market brought about by the implementation of the Core Strategy is expected to enable delivery of the housing target to be met. The flexible approach as set out in the Core Strategy will also enable additional smaller sites to come forward to contribute to delivery.

6 Conclusion

6.1 This evidence report brings together a wide range of evidence and can confidently conclude that a target of 11,000 dwellings is considered to be the most appropriate for Fenland over the plan period 2011-2031. This target is deemed to meet the need and demand for dwellings in the district, through population growth and affordable housing need and also provide housing growth that will be used as a catalyst for addressing deprivation issues in the district.

6.2 To ensure that the Core Strategy is effective and that housing growth is delivered the following issues will need to be carefully addressed:-

- Intelligence through evidence gathering and interaction with market stakeholders is essential to understand the local housing market and to support implementation
- Strategic Allocations and Broad Locations will need to be master-planned to ensure housing growth is planned strategically.
- Monitoring should be undertaken to understand housing delivery. Contingencies should be triggered where there are significant and sustained departures from the planned delivery.

7 Reasonable Alternatives

7.1 This section considers the reasonable alternatives that were considered as part of this report but were rejected in preference of the preferred approach as set out in the section above.

1. Higher Housing Growth – this option would be contrary to the agreed Cambridge HMA apportionment and be contrary to the evidence regarding market deliverability. Other than 'land supply' there is no sound evidence to suggest a target above 11,000.

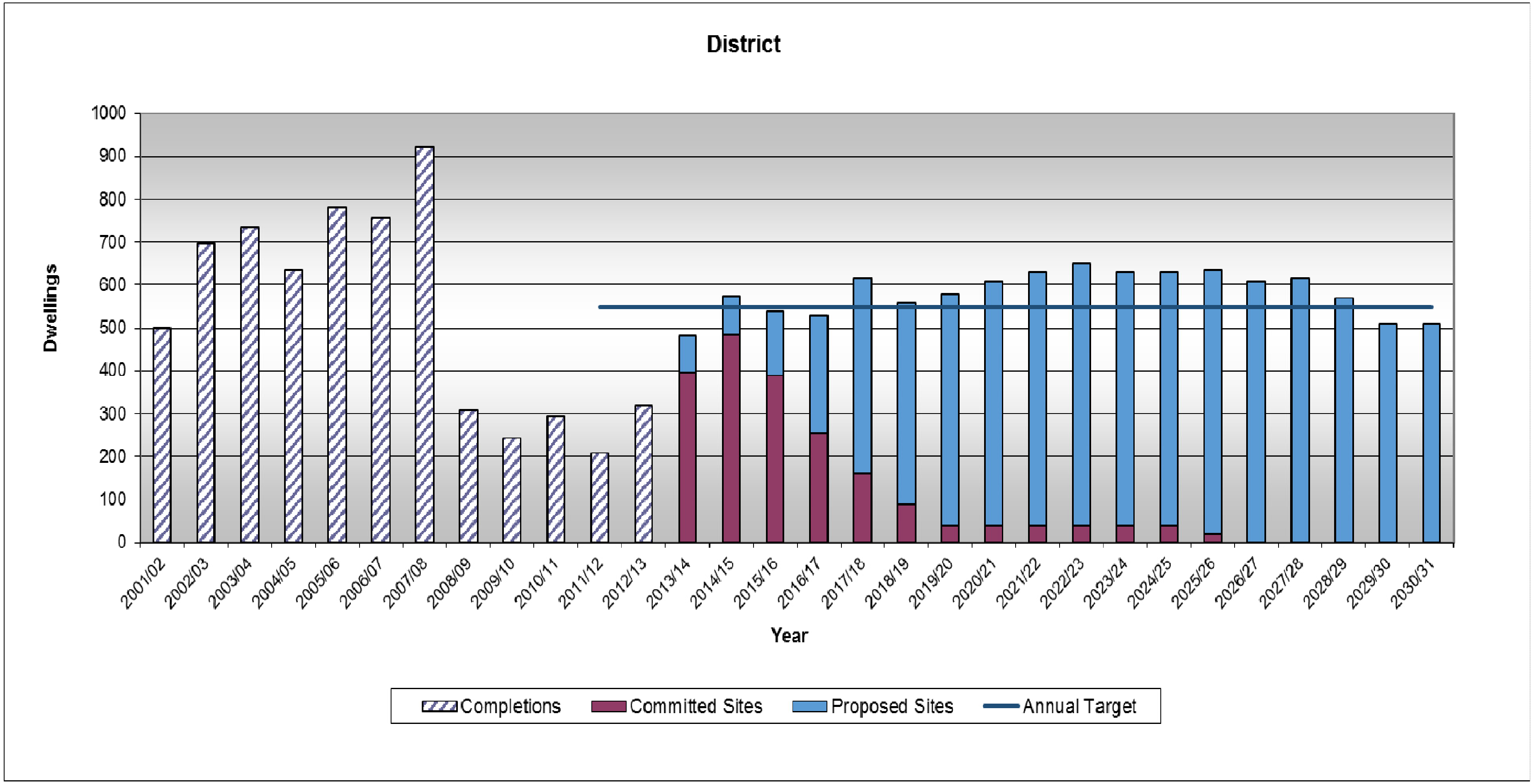
2. Lower Housing Growth – this option would be contrary to the agreed Cambridge HMA apportionment and be contrary to the evidence regarding market deliverability. It also does not represent Fenland's aspiration to address issues of deprivation in the district through capturing the benefits of housing growth

3. Using a range of growth – the Core Strategy consultation July – Sept 2011 included a range of growth 11,000 – 16,000. It was however, rejected for the following reasons:

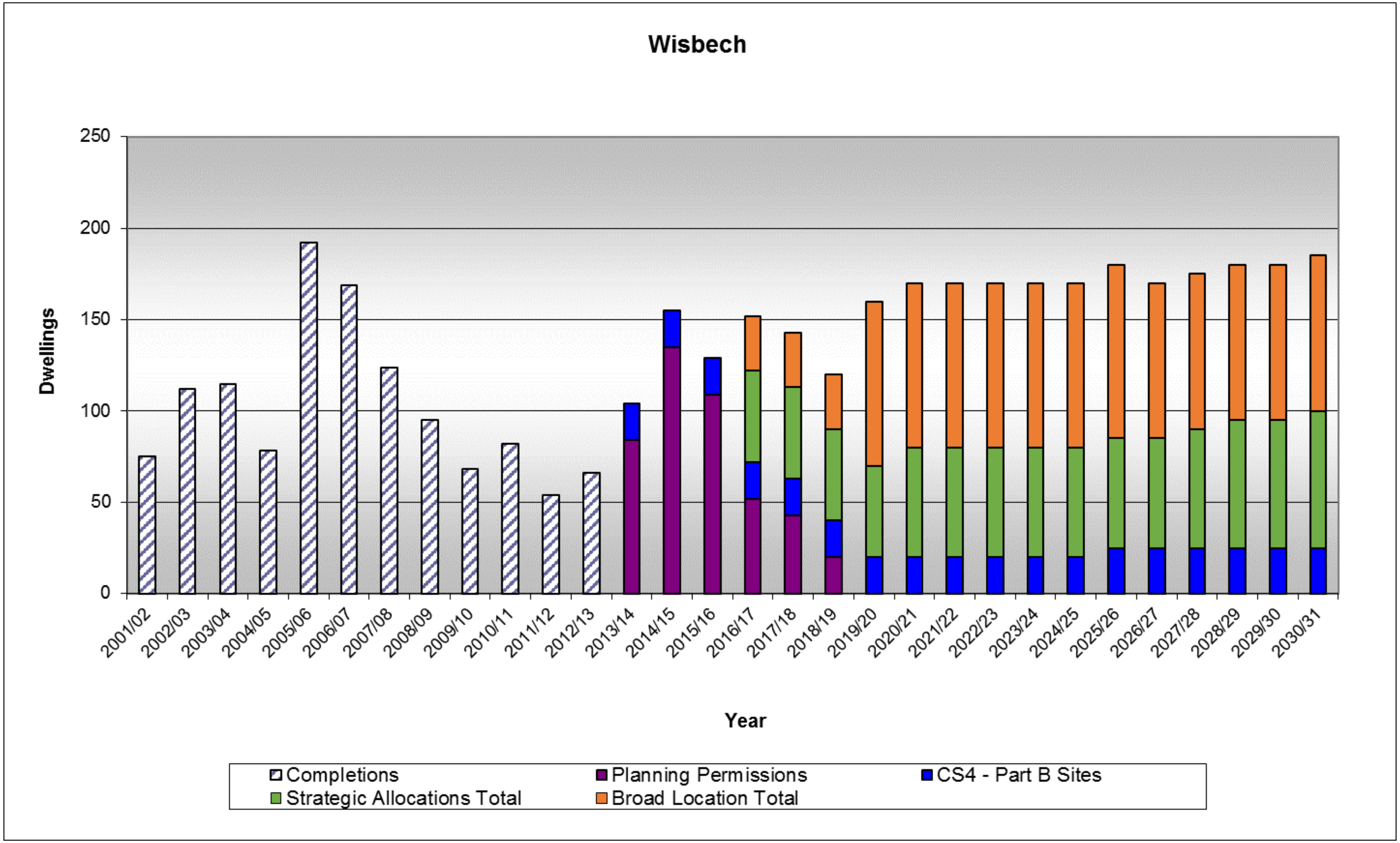
a) Consultation comments made clear that this 'range' approach was confusing and lead to uncertainty for infrastructure providers.
b) Whilst the higher figure was seen as aspirational it is unlikely to be delivered unless there is a significant step change in the demand for dwellings in the district.
c) This option would be contrary to the agreed Cambridge HMA apportionment

District Wide

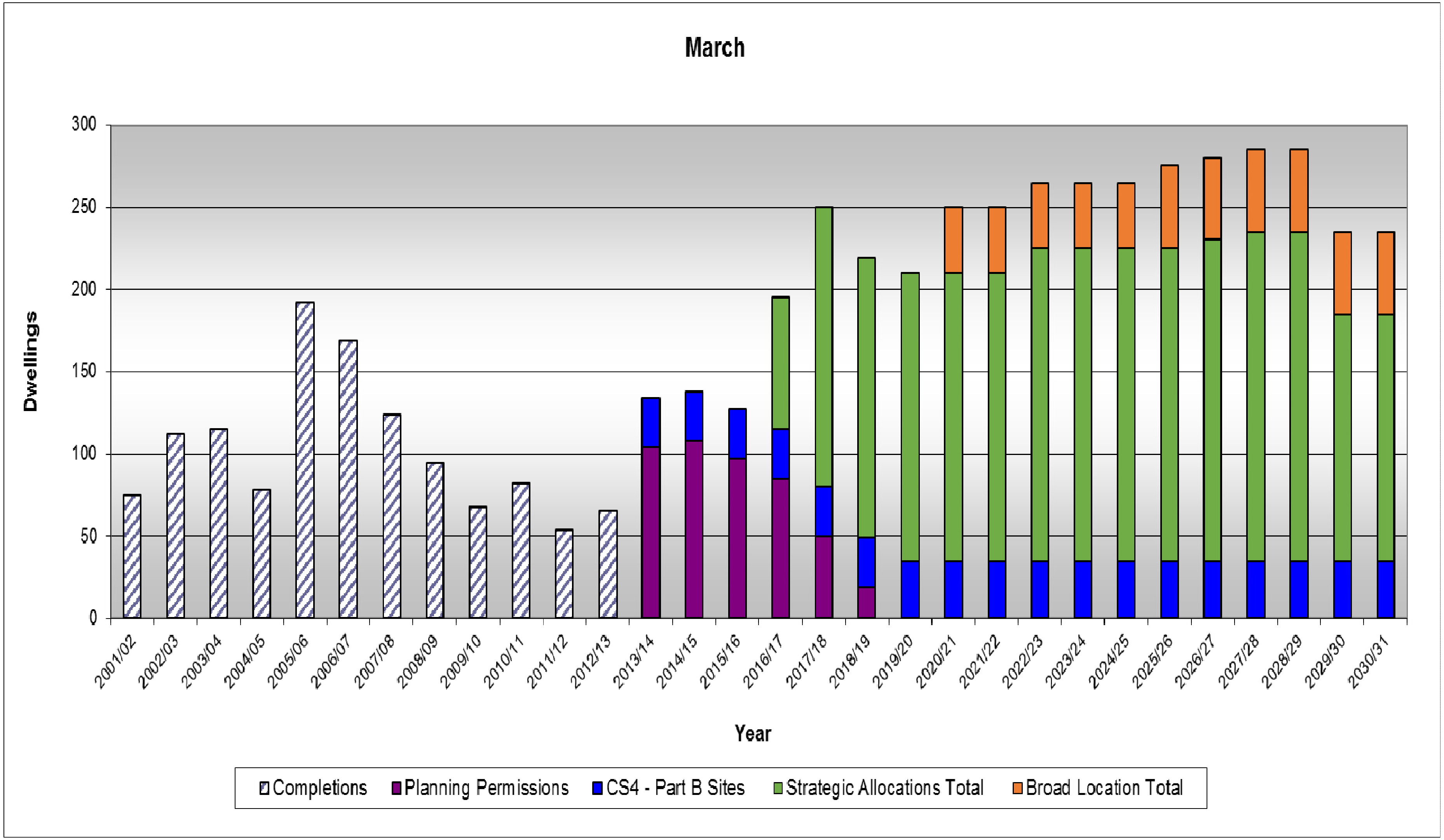
DISTRICT WIDE TOTAL	2001/02	2002/03	2003/04	2004/05	2005/06	2006/07	2007/08	2008/09	2009/10	2010/11	2011/12	2012/13	**2013/14**	**2014/15**	**2015/16**	**2016/17**	**2017/18**	**2018/19**	**2019/20**	**2020/21**	**2021/22**	**2022/23**	**2023/24**	**2024/25**	**2025/26**	**2026/27**	**2027/28**	**2028/29**	**2029/30**	**2030/31**	**TOTAL**
Completions Totals	500	697	733	635	781	757	921	308	243	295	209	319																			528
Strategic Allocations													0	0	60	150	330	340	345	335	335	345	345	345	335	340	345	290	230	220	4,690
Broad Locations													0	0	0	30	30	30	90	130	130	130	130	130	160	150	150	150	150	160	1,750
CS4 - Part B Sites	0	0	0	0	0	0	0	0	0	0	0	0	85	90	90	95	95	100	105	105	125	135	115	115	120	120	120	130	130	130	2,005
Planning Permissions	0	0	0	0	0	0	0	0	0	0	0	0	396	485	390	254	161	89	40	40	40	40	40	40	20	0	0	0	0	0	2,035
																															0
Total											209	319	481	575	540	529	616	559	580	610	630	650	630	630	635	610	615	570	510	510	11,008


District
Dwellings
1000
900
800
700
600
500
400
300
200
100
0
2001/02
2002/03
2003/04
2004/05
2005/06
2006/07
2007/08
2008/09
2009/10
2010/11
2011/12
2012/13
2013/14
2014/15
2015/16
2016/17
2017/18
2018/19
2019/20
2020/21
2021/22
2022/23
2023/24
2024/25
2025/26
2026/27
2027/28
2028/29
2029/30
2030/31
Year
Completions
Committed Sites
Proposed Sites
Annual Target

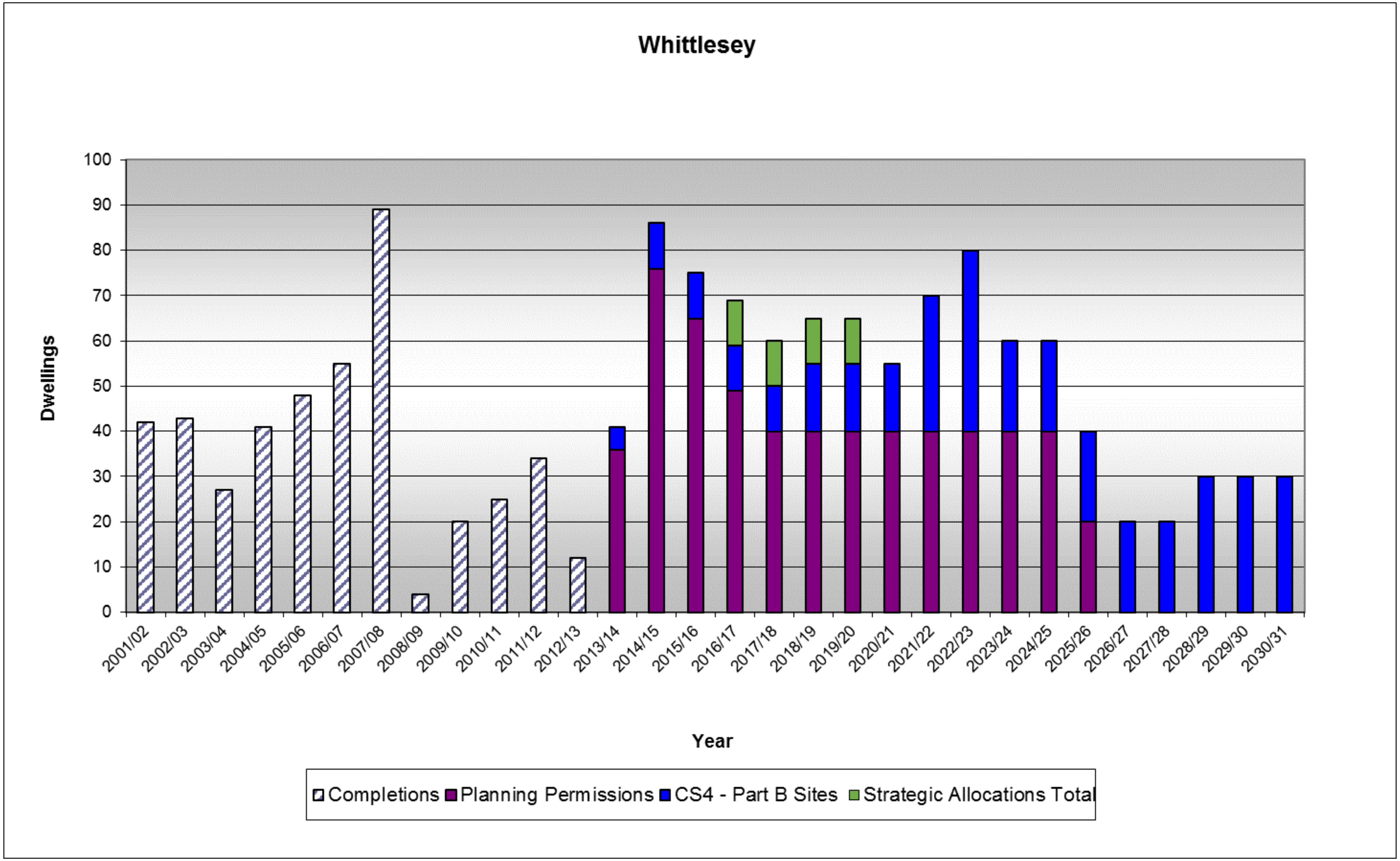
	2001/02	2002/03	2003/04	2004/05	2005/06	2006/07	2007/08	2008/09	2009/10	2010/11	2011/12	2012/13	**2013/14**	**2014/15**	**2015/16**	**2016/17**	**2017/18**	**2018/19**	**2019/20**	**2020/21**	**2021/22**	**2022/23**	**2023/24**	**2024/25**	**2025/26**	**2026/27**	**2027/28**	**2028/29**	**2029/30**	**2030/31**	**TOTAL**
WISBECH																															
East Wisbech											0	0	0	0	0	0	60	60	60	60	60	65	65	65	65	65	65	70	70	70	900
Strategic Allocations Total											0	0	0	0	0	0	60	60	60	60	60	65	65	65	65	65	65	70	70	70	900
West Wisbech											0	0	0	0	0	0	0	0	60	60	60	60	60	60	65	65	65	65	65	65	750
South Wisbech											0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	20	20	20	20	20	100
Nene Water-Front and Port Area											0	0	0	0	0	30	30	30	30	30	30	30	30	30	30	0	0	0	0	0	300
Broad Location Total											0	0	0	0	0	30	30	30	90	90	90	90	90	90	95	85	85	85	85	85	1,150
CS4 - Part B Sites											0	0	20	20	20	20	20	20	20	20	20	20	20	20	25	25	25	25	25	25	390
Planning Permissions											0	0	84	135	109	52	43	20	0	0	0	0	0	0	0	0	0	0	0	0	443
Completions -Plan Period											54	66																			120
Total											54	66	104	155	129	102	153	130	170	170	170	175	175	175	185	175	175	180	180	180	3,003
Historic Completions	75	112	115	78	192	169	124	95	68	82																					


Wisbech
Dwellings
0
50
100
150
200
250
2001/02
2002/03
2003/04
2004/05
2005/06
2006/07
2007/08
2008/09
2009/10
2010/11
2011/12
2012/13
2013/14
2014/15
2015/16
2016/17
2017/18
2018/19
2019/20
2020/21
2021/22
2022/23
2023/24
2024/25
2025/26
2026/27
2027/28
2028/29
2029/30
2030/31
Year
Completions
Planning Permissions
CS4 - Part B Sites
Strategic Allocations Total
Broad Location Total

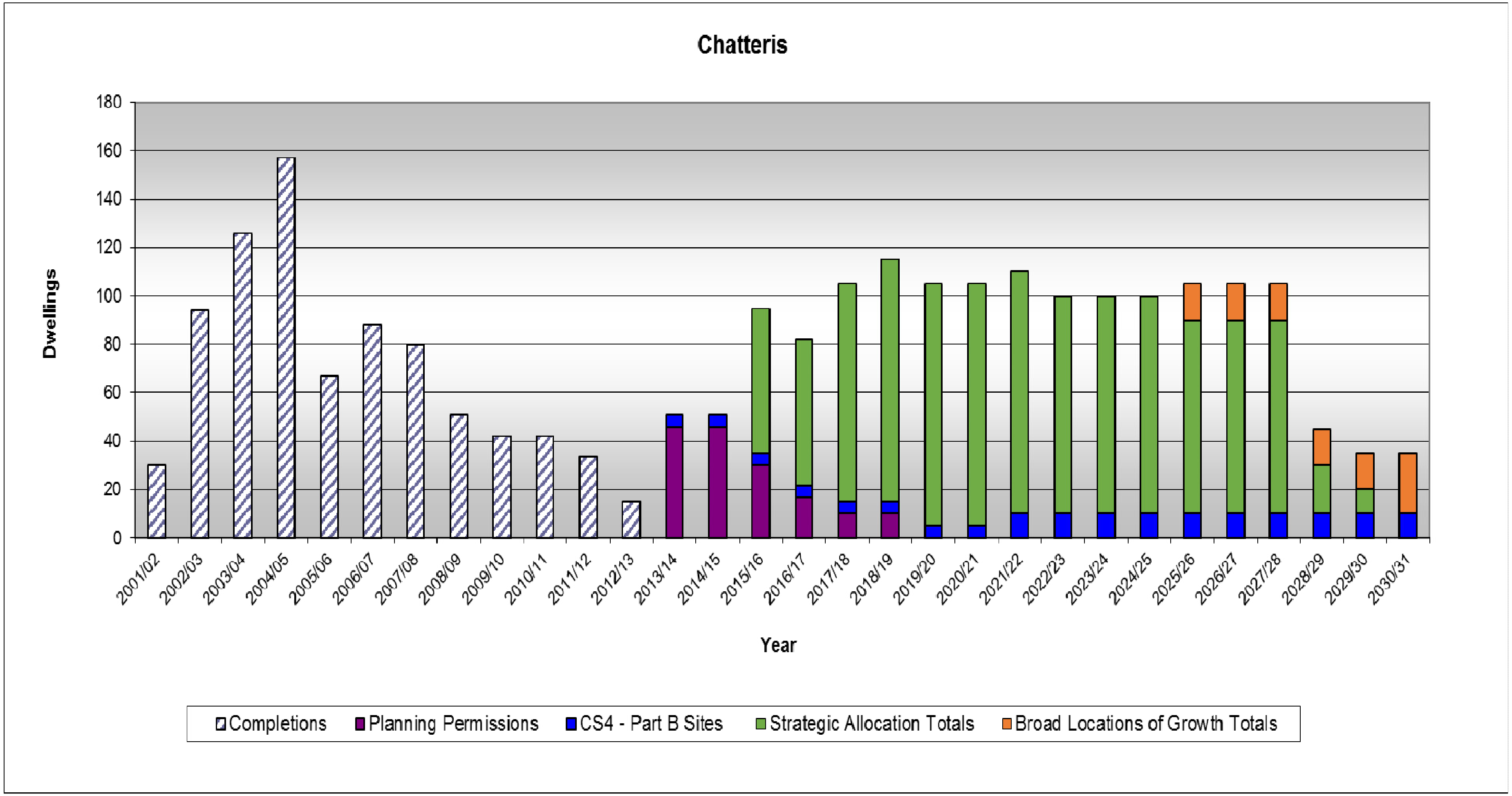
	2001/02	2002/03	2003/04	2004/05	2005/06	2006/07	2007/08	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	2027/28	2028/29	2029/30	2030/31	TOTAL
MARCH																															
South-East March											0	0	0	0	0	0	50	50	50	50	50	50	50	50	50	50	50	50	0	0	600
West March											0	0	0	0	0	80	120	120	125	125	125	140	140	140	140	145	150	150	150	150	2,000
Strategic Allocations Total											0	0	0	0	0	80	170	170	175	175	175	190	190	190	190	195	200	200	150	150	2,600
North March [trading estate]											0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
South-West March											0	0	0	0	0	0	0	0	0	40	40	40	40	40	50	50	50	50	50	50	500
Broad Location Total											0	0	0	0	0	0	0	0	0	40	40	40	40	40	50	50	50	50	50	50	500
CS4 - Part B Sites											0	0	30	30	30	30	30	30	35	35	35	35	35	35	35	35	35	35	35	35	600
Planning Permissions											0	0	104	108	97	85	50	19	0	0	0	0	0	0	0	0	0	0	0	0	463
Completions -Plan Period											22	21																			43
Total											22	21	134	138	127	195	250	219	210	250	250	265	265	265	275	280	285	285	235	235	4,206
Historic Completions	209	129	169	169	223	165	258	58	40	33																					


March
Dwellings
300
250
200
150
100
50
0
2001/02
2002/03
2003/04
2004/05
2005/06
2006/07
2007/08
2008/09
2009/10
2010/11
2011/12
2012/13
2013/14
2014/15
2015/16
2016/17
2017/18
2018/19
2019/20
2020/21
2021/22
2022/23
2023/24
2024/25
2025/26
2026/27
2027/28
2028/29
2029/30
2030/31
Year
Completions
Planning Permissions
CS4 - Part B Sites
Strategic Allocations Total
Broad Location Total

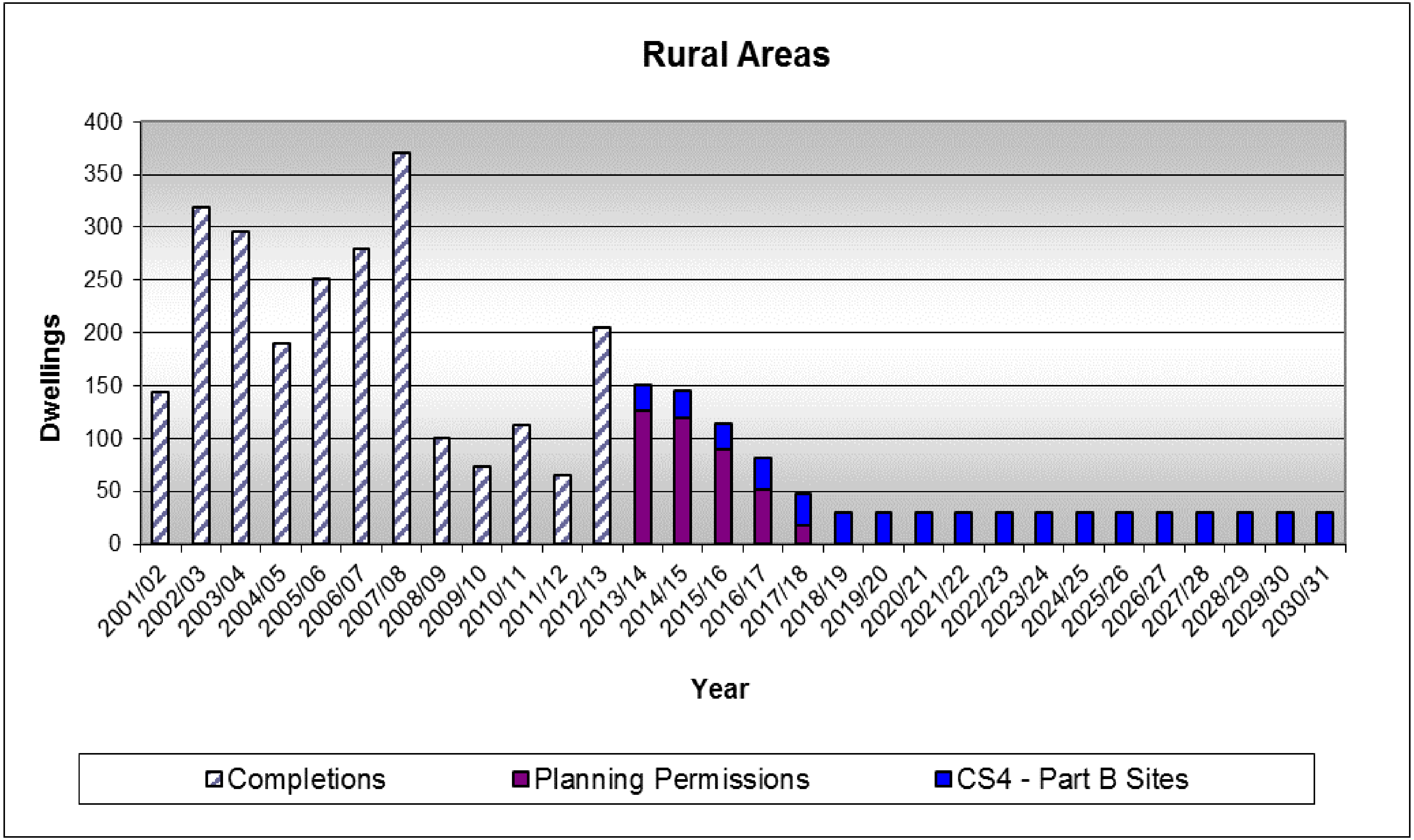
	2001/02	2002/03	2003/04	2004/05	2005/06	2006/07	2007/08	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	2027/28	2028/29	2029/30	2030/31	TOTAL
WHITTLESEY																															
East Whittlesey											0	0	0	0	0	10	10	10	10	0	0	0	0	0	0	0	0	0	0	0	40
Strategic Allocations Total											0	0	0	0	0	10	10	10	10	0	0	0	0	0	0	0	0	0	0	0	40
CS4 - Part B Sites											0	0	5	10	10	10	10	15	15	15	30	40	20	20	20	20	20	30	30	30	350
Planning Permissions											0	0	36	76	65	49	40	40	40	40	40	40	40	40	20	0	0	0	0	0	566
Completions -Plan Period											34	12																			46
Total											34	12	41	86	75	69	60	65	65	55	70	80	60	60	40	20	20	30	30	30	1,002
Historic Completions	42	43	27	41	48	55	89	4	20	25																					


Whittlesey
Dwellings
100
90
80
70
60
50
40
30
20
10
0
2001/02
2002/03
2003/04
2004/05
2005/06
2006/07
2007/08
2008/09
2009/10
2010/11
2011/12
2012/13
2013/14
2014/15
2015/16
2016/17
2017/18
2018/19
2019/20
2020/21
2021/22
2022/23
2023/24
2024/25
2025/26
2026/27
2027/28
2028/29
2029/30
2030/31
Year
Completions
Planning Permissions
CS4 - Part B Sites
Strategic Allocations Total

	2001/02	2002/03	2003/04	2004/05	2005/06	2006/07	2007/08	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	2027/28	2028/29	2029/30	2030/31	TOTAL
CHATTERIS																															0
South Chatteris											0	0	0	0	60	60	60	70	70	70	70	70	70	70	60	60	60	0	0	0	850
East Chatteris											0	0	0	0	0	0	30	30	30	30	30	20	20	20	20	20	20	20	10	0	300
Strategic Allocation Totals											0	0	0	0	60	60	90	100	100	100	100	90	90	90	80	80	80	20	10	0	1,150
North Chatteris											0	0	0	0	0	0	0	0	0	0	0	0	0	0	15	15	15	15	15	25	100
Broad Locations of Growth Totals											0	0	0	0	0	0	0	0	0	0	0	0	0	0	15	15	15	15	15	25	100
CS4 - Part B Sites											0	0	5	5	5	5	5	5	5	5	10	10	10	10	10	10	10	10	10	10	140
Planning Permissions											0	0	46	46	30	17	10	10	0	0	0	0	0	0	0	0	0	0	0	0	159
Completions -Plan Period											34	15																			49
Total											34	15	51	51	95	82	105	115	105	105	110	100	100	100	105	105	105	45	35	35	1,598
Historic Completions	30	94	126	157	67	88	80	51	42	42																					


Chatteris
Dwellings
180
160
140
120
100
80
60
40
20
0
2001/02
2002/03
2003/04
2004/05
2005/06
2006/07
2007/08
2008/09
2009/10
2010/11
2011/12
2012/13
2013/14
2014/15
2015/16
2016/17
2017/18
2018/19
2019/20
2020/21
2021/22
2022/23
2023/24
2024/25
2025/26
2026/27
2027/28
2028/29
2029/30
2030/31
Year
Completions
Planning Permissions
CS4 - Part B Sites
Strategic Allocation Totals
Broad Locations of Growth Totals

	2001/02	2002/03	2003/04	2004/05	2005/06	2006/07	2007/08	2008/09	2009/10	2010/11	2011/12	2012/13	**2013/14**	**2014/15**	**2015/16**	**2016/17**	**2017/18**	**2018/19**	**2019/20**	**2020/21**	**2021/22**	**2022/23**	**2023/24**	**2024/25**	**2025/26**	**2026/27**	**2027/28**	**2028/29**	**2029/30**	**2030/31**	**TOTAL**
OTHER																															
CS4 - Part B Sites											0	0	25	25	25	30	30	30	30	30	30	30	30	30	30	30	30	30	30	30	525
Planning Permissions											0	0	126	120	89	51	18	0	0	0	0	0	0	0	0	0	0	0	0	0	404
Completions -Plan Period											65	205																			270
Total											65	205	151	145	114	81	48	30	30	30	30	30	30	30	30	30	30	30	30	30	1,199
Historic Completions	144	319	296	190	251	280	370	100	73	113																					


Rural Areas
Dwellings
400
350
300
250
200
150
100
50
0
2001/02
2002/03
2003/04
2004/05
2005/06
2006/07
2007/08
2008/09
2009/10
2010/11
2011/12
2012/13
2013/14
2014/15
2015/16
2016/17
2017/18
2018/19
2019/20
2020/21
2021/22
2022/23
2023/24
2024/25
2025/26
2026/27
2027/28
2028/29
2029/30
2030/31
Year
Completions
Planning Permissions
CS4 - Part B Sites