

Louise St John Howe
PO Box 10965,
Sudbury,
Suffolk
CO10 3BF

CBRE

CBRE, Inc.
Henrietta House
Henrietta Place
London W1G 0NB

8th October 2025

Dear Mr Birkinshaw and Mr Bristow,

St Albans Local Plan Examination – MIQs for Stage 2 - Matter 9 – Issue 1 & 2– Housing Land Supply

CBRE is instructed on behalf of Tarmac Trading Limited in respect of the St Albans Local Plan Examination in Public (EiP).

Tarmac Trading Limited has 2 x omission sites in the Draft Local Plan:

- **Land at Colney Heath (CH-14-21)**
- **Land at Tyttenhanger (CH-06a-21, CH-06b-21-1 and CH-06b-21-2)**

Matter 9 – Housing Land Supply

Issue 1 – Total Land Supply

Q2. What is the windfall allowance based on and is it justified?

Q3. Is the projected supply of housing justified and has sufficient land been identified to ensure that housing needs will be met, including an appropriate buffer to provide flexibility and allow for changing circumstances? If not, what modifications can be made to the Plan in order to make it sound?

Issue 2 – Five Year Housing Land Supply

Q5 What allowance has been made for windfall sites as part of the anticipated five-year housing land supply? Is there compelling evidence to suggest that windfall sites will come forward over the plan period, as required by the Framework?

Q6 What are the implications if some of the larger sites, such as the 'Broad Locations' and sites associated with the HGC do not deliver as expected? Is there sufficient flexibility to ensure that the Plan will not become out of date?

Question 2 – Issue 1

The Council's evidence for Windfall Allowance is set out in HOU.01.02 as sets out and expectation for 145 homes per year to be delivered via windfall. The data used to inform the 145 pa figure is from 2013 – 2023.

There appears to be no acknowledgement that between the period of 2013 – 2023 there was no up-to-date plan for the St Albans Area. The relevance of this is that, almost by definition, most of the development coming forward would have been windfall by virtue of the absence of an up to date Local Plan to guide where development should be prioritised and allocated.

In this context it is reasonable to assume that the level of windfall development would be overrepresented compared to what could realistically be assumed to come forward in the future.



The NPPF (2023) states that:

“Where an allowance is to be made for windfall sites as part of anticipated supply, there should be compelling evidence that they will provide a reliable source of supply. Any allowance should be realistic having regard to the strategic housing land availability assessment, historic windfall delivery rates and expected future trends. Plans should consider the case for setting out policies to resist inappropriate development of residential gardens, for example where development would cause harm to the local area.”

We would argue that the assumed windfall rate is simply not realistic when considered in the context of a significant absence of a Development Plan for over two decades.

With around 81% of St Albans being Green Belt, it is reasonable to assume that the historic source of windfall in St Albans has been through sites that have been permitted in the Green Belt. Land off Bullen Green Lane, Colney Heath (APP/B1930/W/20/3265925) would be one such example where 100 homes were permitted at appeal in 2021. The circumstances of the case included the absence of a Five Year Land Supply. However, upon adoption of the Local Plan it is reasonable to assume that a Five Year Housing Land Supply will exist such that these types of applications (which have contributed to windfall) will be fewer in number compared to now.

The windfall rate should be revised to reflect this and a more realistic level. We would anticipate that additional sites will be needed to plug the shortfall that arises as a consequence of this adjustment.

Question 5 – Issue 2

HOU.01.02 sets out that 653 homes will be delivered via windfall in the first five years of the Local Plan.

For the reasons set out in response to Question 2 – Issue 1 we consider that this is not realistic and should be revised.

Question 3 – Issue 1 and Question 2 – Issue 6

If a 20% buffer is applied to the 485 dpa target in the first five years this would give 5.05 years worth of supply against the supply that is identified in Appendix A of HOU.01.02. If the revised assumptions as set out above are included for windfall, this would mean that upon adoption the Council would be unable to demonstrate a Five Year Housing Land Supply.

As set out in responses to other Matter Statements, we have significant reservations as to the soundness of the Council progressing with a housing trajectory that is so stepped (downwards). There is a significant back-log of housing need in the area and by suppressing the target in the first five years of the Local Plan delays how this need can be met.

The principle behind the application of a 20% buffer in the NPPF (2023) as set out in Paragraph 77 is to ensure that supply is increased in areas where there has been historically lower rates of housing delivery. In applying a 20% buffer to a housing need figure which is so significantly stepped (downwards) is counter to the principle of what Paragraph 77 is directing Local Planning Authorities to do. There is no disagreement in HOU.01.02 that St Albans is a location that should have a 20% buffer applied to it.

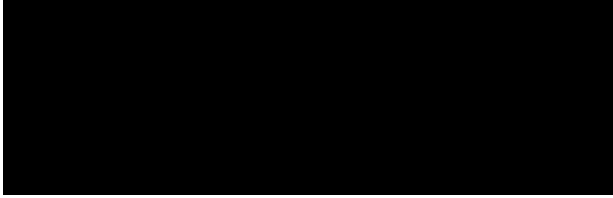
In the main the Broad Locations and Hemel Garden Community has been adjusted to not be delivering within the first five years of the Local Plan. Paragraph 69a of the NPPF (2023) states that specific, deliverable sites for five years following the **intended date of adoption**. On a best trajectory we assume that an adoption could occur in 2026, meaning that five years from this date will be the 2030/2031 monitoring year. Within the Broad Locations and Hemel Garden Community there will be 515 homes that are assumed to come forward from this source, broadly this is equivalent to one years' worth of housing supply. Given the fragility in the Five Year Housing Land Supply there is significant consequence for these sites not delivering as expected.

Hemel Garden Community has significant upfront infrastructure and design processes to work through, which is arguably further complicated by the cross boundary nature of the proposals.

There are omission sites, such as Tarmacs, which if included would resolve the soundness issues identified and contribute to delivery in the first five years of the Local Plan.

We would be grateful for formal confirmation of these representations having been received.

Yours sincerely,



Adam Kindred | Senior Director
CBRE LTD | UK Development - Planning