

Respondent	Summary of Comment	Council's Response			
Issue 2 – Has the expected total cost of this infrastructure been robustly estimated					
Bidwells on behalf of the Manydown Company Ltd	We are concerned about the disconnect between the LPA's infrastructure assumptions and those of BDBC / HCC as leaseholders of site SS3.10 (Manydown). The applicants for the outlined application (now submitted and being considered with infrastructure providers) has highlighted differences between the costs in the application's technical evidence and the LPA's assumptions. We note that costs have been increased by the LPA for the country park / transport but not across the whole range of costs. Reliance on EV01 is unreasonable and not based on robust evidence.	The LPA has sought to ensure that all of the costs and values factored in to the viability assessment are as robust as possible. Through the process of consulting on the proposed CIL rates, the LPA was made aware of variations in the costings associated with delivery of homes on the Manydown site by the leaseholders, particularly in respect of the country park and highways, which resulted in further analysis of these costs, as set out in the report to Full Council of 18 <sup>th</sup> May 2017. The outcome of this was an increase in the costs included in the viability modelling, resulting in a decrease in the proposed Manydown CIL rate from £60 to £50.			
Issue 9 – What are the implications of potential changes, both up and down, to development costs and sales values on the economic viability of the development within the Borough and the implementation of the development strategy? Should a separate contingency cost be included?					
Bidwells on behalf of the Manydown Company Ltd	Previous representations set out our concern on contingency / sensitivity testing. We await further work but continue to express concern that this will not analyse changes in other values beyond rises / falls in sales, build costs and borrowing costs. We have previously expressed concerns on potential changes in scheme delivery rates / housing mix on Manydown. Wider sensitivity testing should be undertaken, especially when the LPA has published documents it intends to rely on for other purposes. For example, the latest SHMA differs in terms of housing mix for Manydown, with the SHMA advocating a mix of 47% one bed and two beds, 28% three beds and 25% four + beds. By comparison, EV03.1, EV04.19 and EV04.22 are based on a default mix of 10% two bed, 68% three bed and 20% four bed. Further	Testing has followed the delivery rates set out in the Borough Council's Housing Land Supply.  The dwelling mix used for the testing is similar to the dwelling mix in the current Manydown application (17/00818/OUT) Design & Access Statement.			
		Totals	30 dph mix (as used for Manydown)	Design & Access Statement Table 4.1	
		1 bed flat	14%	5-10%	
		2 bed flat	10%	10-20%	
		2 bed house	16%	10-20%	
		3 bed house	28%	25-35%	
		4 bed house	20%	20-30%	
5 bed house	12%	-			

	<p>sensitivity would be welcome to consider since large sites will deliver over a long time period.</p>	<p>The main differences are that the testing has slightly more 1-bedroom flats and some 5-bedroom houses.</p> <ul style="list-style-type: none"> <li>• The 1-bedroom flats (along with the 2-bedroom flats) are to meet affordable housing need (as informed by discussion with the Council’s Housing Officer).</li> <li>• Some 5-bedroom houses are included as it is reasonable to assume that at 30dph there may be at least some larger dwellings.</li> </ul> <p>On this basis there seems to be relatively little cause for concern, particularly as the overall quantity of built floorspace is well within the industry standards (as noted in the Council’s response to the CIL modifications representations).</p> <p>The role of the SHMA is to identify housing needs, and this is important in determining the <i>affordable housing</i> mix, along with housing register requirements. The affordable housing mix agreed with the Council’s housing and planning officers and used in this testing is 35% 1-bedroom flats, 25% 2-bedroom flats, 25% 2-bedroom houses, 10% 3-bedroom houses and 5% 4-bedroom houses. This is included within the overall mix detailed above.</p> <p>The figures taken from the SHMA listed here appear to be from table 6.8 of the 2015 SHMA and these indicate the housing mix delivered within the borough between 2006/07 and 2012/13. These figures are not “advocated” by the SHMA and the Borough Council has not sought to prescribe a specific housing mix through the Local Plan. Instead policy CN3 allows for market dwellings to include a range of house types and sizes to address local requirements.</p> <p>In response to the concerns about the Manydown housing delivery rate further sensitivity testing has been undertaken.</p>
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<p>Issue 13 and 15 – Covering issues of residential rates and the assumptions that sit behind them</p>		
<p>Bidwells on behalf of the Manydown Company Ltd</p>	<p>The evidence base in EV01 is not complete, with some information not clearly apportioned between sites, such as Manydown. It is therefore not possible to compare s106 items in EV03.1, EV04.18 and EV04.22 and their stated delivery timescales.</p> <p>Importance of this is highlighted in the draft R123, which is scheme specific. It cannot be assumed that CIL will deliver the other items not fully accounted for in the</p>	<p>Not all infrastructure costs are directly attributable to specific developments.</p> <p>The reason for the difference in sports facilities costs is that the IDP takes into account the whole cost of delivering sports facilities; whereas the viability study only factors in the costs which could be attributed to Manydown and thus sought as obligations. This is because planning obligations must be “fairly</p>

	<p>‘exceptional costs’ or likely to be covered by the assumed £1,500 s106 cost. For example, sports provision (higher in IDP update EV01, with a lower input in Viability Appraisal EV03.1) no account is taken of associated paraphernalia (changing rooms / parking) or other items, such as the requirements for Public Rights of Way.</p> <p>Some items are not consistent when comparing the R123 list with the draft SPD – e.g. library provision.</p> <p>This results in no transparency between the IDP and the inputs into the modelling. The evidence base is not robust and we are concerned about the knock-on impacts on appraisals and ability for Manydown to stand the proposed charge.</p>	<p>and reasonably related in scale.” Any shortfall would be funded through CIL or partnership funding.</p> <p>It should be noted that the approach of the library service has changed over time, with the most recent information reflected in the viability assessment and R123 list where possible. This change of position has been reflected in the latest drafts of the Regulation 123 List and IDP, however the cost remains in the viability study because this work was undertaken prior to the change of position. This means that an addition £568,000 S106 cost has been attributed to Manydown in the viability study, which will no longer be sought, thus representing a worse case for Manydown’s viability than in reality.</p>
<p>Bidwells on behalf of the Manydown Company Ltd</p>	<p>A key objective of the Local Plan and elected Members is to deliver 40% affordable housing, which may be put at risk by CIL. A motion through full Council on 27 July 2017 affirms the position that Councillors view any reduction below the target of 40% affordable housing as not acceptable.</p> <p>We are concerned that conclusions from the Viability Assessments for the site will follow on from CIL and if outline permission is granted post the implementation of CIL, some specific infrastructure items that are essential to deliver the scheme and mitigate the impacts will be fixed and non-negotiable. Policy CN1 on affordable housing provides for some flexibility, subject to viability assessments. However, the LPA is not advocating a flexible approach to planning obligation contributions at Manydown and therefore a more sensible and flexible approach is required. The Council motion renders the</p>	<p>Local Plan forms the development plan for the Borough and is the basis upon which to judge planning applications. Policy CN1 retains the flexibility to consider viability through the development control process. However, information submitted with the planning application indicates that 40% provision for affordable housing will be made on the site.</p> <p>It should be noted that the minutes of the meeting of 27 July 2017 confirm that the motion referred to in this instance was rejected by Full Council.</p>

	<p>need for the CIL rate at Manydown to be robustly assessed to ensure it will not prejudice viability / deliverability.</p>	
<p>Joint representation from BDBC / HCC as joint leaseholders of Manydown</p>	<p>The points raised refer to issues 13, 15 and 18 and benefit from being a ‘live’ planning application with cost consultant advice, and which has been submitted as an outline planning application.</p>	
	<p>Infrastructure costs – include site preparation, opening up costs, primary access infrastructure, drainage and utility works and are direct costs to the developer / utility company and include allowances for preliminaries (13%), contractor overheads / profit (7%), surveys, fees and investigations (12%) and risk contingency (10%), based on inflation adjusted Q4 2017 prices, the operating costs are as follows:                  Site infrastructure – includes main spine road and associated public realm, plus primary road access junctions to land parcels and on-site walk / cycle. Site specific issues include the length and specification of the spine road, which serves a strategic function as well as place-making ‘street’, with generous footways, cycleways and hard / soft landscaping. This total element is approx. £32m.                  Drainage – includes a comprehensive SUDs strategy and flood management measures. This includes a nil detriment solution into Buckskin / Loddon catchment to the south east of the site requiring rainwater capture for all homes and tanked storage in southern portion of the site. This total element is approx. £29m.                  Utilities – include costs allowed for on-site diversion and reinforcement, including electricity, gas, water supply and foul water drainage. Site specific factors include off-site upgrades to the network across the town and Waste</p>	<p>We note the figures supplied by the leaseholders and the reference to the cost consultant input to the live planning application. We can find no evidence of a cost consultant report or any viability assessments within the planning documents submitted as part of current Manydown application (17/00818/OUT). Therefore, there is no way of establishing the basis of the information provided and what is included within the figures.</p> <p>As noted in the Council’s response to the CIL modifications representations, the site infrastructure/development costs modelled for Manydown total £142.7m (at 2015 prices), made up of £51.4m external works, £22.7m opening up, £5m general s106 and £63.6m specific s106.</p> <p>In addition to the general concerns above, our specific concerns with the information provided are:</p> <ul style="list-style-type: none"> <li>• The costs are future forecast to Quarter 4 2017, while PPG is clear that “Current costs and values should be considered when assessing the viability of plan policy”.</li> <li>• It is unclear on what basis the costs have been updated.</li> <li>• Some of the costs clearly include land purchase allowances and it is not clear what costs have been made for land. This is particularly pertinent in the light of the arguments that have been made in relation to the value of the 97ha Country Park. As noted in the Council’s response to the CIL</li> </ul>

	<p>Water Treatment Works at Whitmarsh Lane and diversions for electricity / gas infrastructure. This total element is approx. £32m. The combined total of the above is £109m.</p> <p>S106 costs include contributions and direct delivery of infrastructure needed to make the development acceptable in planning terms. These are based on the IDP, the Local Plan and consultee responses on the planning application. The IDP sets out broad requirements and the R123 list clarifies many items related to the development at Manydown are excluded from CIL. In view of uncertainty regarding the treatment of CIL, the items below assume provision through planning agreements / direct delivery. There is overlap on some items on the R123 list, including indoor sports, the country park and some community uses, which make up less than 10% of s106 costs. The info below assumes a formulaic approach with provision of 3,200 homes and will increase taking into account other development within the SS3.10 allocation. Capital items for the developer include allowances for preliminaries (13%), contractor overheads / profit (7%), surveys, fees and investigations (12%) and risk contingency (10%), Education – costs include primary and secondary land and contributions, based on HCC’s standard formula approach in the May 2017 document. Secondary school places have not been required for some years, but capacity is forecast to reduce during the plan period and contributions are now sought. This totals approx. £55m.</p> <p>Community Uses – costs include off-site contributions to upgrading libraries and providing a community</p>	<p>modifications representations the Country Park is modelled at a cost of approximately £20,000/ha, in line with independent valuation advice provided to the LPA but the Manydown leaseholders have argued that it should be £400,000/ha. The education and community facilities s106 costs also make refence to land and again it is unclear what allowances have been made and on what basis. Land is already included within the viability assessment as part of the residual value and the land value benchmark.</p> <ul style="list-style-type: none"> <li>• As a component of the service planning undertaken by the water companies, funding bids are made to OFWAT to secure future investment to support new development and other requirements of their service. This includes a detailed understanding of future needs in their area, and will include consideration of the requirements of the Adopted Local Plan. Thames Water have been heavily involved in this process, given local water quality issues and are fully familiar with the allocated sites and their detailed requirements and are likely to serve the Manydown site in full or in part. Southern Water have also been engaged in the process, and have indicated that they are able to serve a part of the site via their Oakley Treatment Works.</li> <li>• The costs presented include some items that are due to be provided through CIL (indoor sports facility etc.) and this double counting should not be part of the site costs estimates.</li> <li>• The council has assumed that indoor sports facilities would be funded through CIL, unless CIL is not adopted at the time of planning permission being granted for Manydown. The council has also assumed that the country park would be funded through CIL, with the possible exception of any mitigation directly required to be provided to make the development acceptable in planning terms. This is expressed</li> </ul>
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	<p>development worker, land and build costs for on-site local healthcare (GP), two community halls and on-site sports hall with changing. This totals approx. £15m.</p> <p>Green Infrastructure – costs include making provision for 101 ha country park (a requirement of the Local Plan) and within the 'red line' allotments, play, outdoor sports including a pavilion and car park, landscaping, off-site improvements to Rights of Way and a serviced site for Gypsies and Traveller pitches. This totals approx. £22m excluding commuted sums for maintenance.</p> <p>Transport – costs include primary access junctions to the site from the A339, B3400 and Roman Road. The scale and cost of these has increased significantly since tested in the Local Plan Transport Assessment (TA), and include off-site junctions in the TA associated with the outline application, plus public transport contributions, travel planning off-site walk / cycle and local traffic calming. This totals approx. £23m.</p> <p>The combined s106 and implementation costs are around £115m equal to approx. £36k per dwelling on 3,200 homes, dropping to £34k on 3,400 homes. However, it should be noted that this does not take account of consequent increases formulaic contributions. In any event, there is a large difference between the project example and the LPA's assumptions. Whilst there is some overlap with the R123 list as drafted, the overlap represents less than 10% of the estimated s106 costs.</p>	<p>in the Regulation 123 list. It is not clear which community uses the respondent is referring to, but it should be noted that advice provided to the LPA through the IDP and CIL process by the library service has indicated that they are do not intend to seek a financial contribution for the provision of a facility. However, the LPA is aware that their views have changed over time. Nonetheless, an allowance of £568,000 has been factored in to the viability modelling for library facilities. No specific allowance has been made for the cost of the provision of healthcare facilities given uncertainties in the future provision of this across the borough and the availability of funding, which is primarily available via NHS England. However, to assist in future delivery, healthcare facilities are included in the draft R123 list.</p> <ul style="list-style-type: none"> <li>• Education planning obligations to the value of £35.9million have been factored in to the viability assessment for Manydown (EV04 page 112). These costs are based on the Hampshire County Council Developer Contributions towards Children's Services Guidance and were confirmed by the Local Education Authority. On the basis of this research and direct contact with the service provider we do not recognise the £55m education cost suggested by the leaseholders.</li> <li>• Community uses - the council is no longer seeking contributions towards libraries and this is reflected in the latest Draft Regulation 123 list. Library costs should therefore be excluded from the HCC cost estimates. The council is only seeking provision of <i>land</i> towards a healthcare centre and this has been accounted for in the land budget. Primary care facilities are funded by the NHS and Clinical Commissioning Group. The cost of the three community halls required is £3million and this has been derived from the council's Community Development Team. On the basis of this research and direct contact with the service provider we</li> </ul>
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		<p>do not recognise the £22m community uses cost suggested by the leaseholders</p> <ul style="list-style-type: none"> <li>• Green Infrastructure - the council has factored in a cost of £7.85million for open space, £554,880 for allotments and a further £1.2million for outdoor sports. The council intends to use CIL to fund the country park. The costs of on-site equipped play areas have been accommodated within the residual S106 of £1500 per dwelling. Advice provided by the Community Development Team indicates that the overall cost includes the cost of provision of car parking, with this being a multi-purpose facilities and are therefore not specifically costed. An allowance has not been specifically made for the measures associated with Public Rights of Way, which has not been raised by service providers to date. However, it is considered that this form of cost would be covered by other walk / cycle infrastructure costs factored in elsewhere.</li> <li>• The Council’s response to the CIL modifications representations has already noted that the Gypsy &amp; Travellers site can be assumed to be cost neutral as it will have a commercial value and may be able to attract HCA funding. Therefore, these (unspecified) cost allowances should be removed.</li> <li>• Transport - The council has engaged with the landowner over the highways cost assumptions throughout the preparation of the viability study, however no detailed, costed evidence has been provided to highlight specific requirements. Therefore, the costs assumed by the council in the Manydown Viability Update Note (EV03) are based upon discussions with Hampshire County Council Highways Department and total £9.325million for highways and cycling + £3.2million for bus service provision and a travel plan. Several of these costs have been uplifted since the Local Plan</li> </ul>
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		<p>Transport Assessment to reflect emerging work. Based on the direct discussions with the service provider and the lack of alternative evidence we do not recognise these £23m transport costs.</p> <p>In addition to the points raised above, it should be noted that the ‘red line’ of the current planning application differs from the site allocation in the Adopted Local Plan (policy SS3.10) with the planning application excluding a large parcel of land to the south of the railway line. Whilst detailed discussions at the Local Plan examination considered highway concerns associated with accessing this site, agreement was reached with the Local Highways Authority that the site could accommodate up to 300 homes, as detailed in point (t) of Policy SS3.10 of the Adopted Local Plan. Sharing the infrastructure costs over further dwellings will strengthen the viability.</p> <p>Furthermore, consideration should be given to the potential increase in viability of the site associated with the scope for higher densities within the current planning application, given the scope of the Environmental Impact Assessment, undertaken to support the application, which considers the scope for an increase / decrease of 10% around the proposed 3,200 homes within the red line.</p>
	<p>The change sought is to apply a £0m2 residential rate for Manydown, consistent with earlier representations.</p>	<p>We note the suggestion but cannot see the viability evidence. The council must strike a balance between the desire to fund infrastructure and the impact of CIL on the economic viability of development. A zero-rate for Manydown would not strike this balance because the viability evidence indicates that the site can viably support a CIL. A significant buffer has been applied to ensure that the rate has not been set at the margins of viability and this should ensure that CIL does not prevent development coming forward at Manydown.</p>

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## **Basingstoke and Deane CIL Examination**

### **Additional Sensitivity Tests Briefing Note**

**29<sup>th</sup> August 2017**

#### **Introduction**

To assist the CIL Examination the Council was asked to undertake additional sensitivity tests to consider the impact of potential different cost and value scenarios. Sensitivity tests addressing these potential events have been undertaken and published on 22<sup>nd</sup> August 2017. The tests undertaken included various changes in costs and values, as well as changes to the finance rate.

Further sensitivity tests have now been undertaken and reported here, including issues in the responses to MIQs. This note should be read in conjunction with the Council's response to Examiner's Matters and issues for the Examination (MIQ01) Annex 1.

#### **Further tests**

As part of the responses to MIQs a further sensitivity test has been suggested, to take account of the possibility that the housing delivery on Manydown will not meet the Housing Land Supply delivery rates. The representation did not suggest an alternative development period or a revised delivery rate. For the purposes of sensitivity testing an additional five years has been added to the development period modelled, taking it from 13 years to 18 years. This reduces the housing delivery from a maximum of 320 pa to 217 pa (including market and affordable housing). This does not imply that the council agrees that the original delivery rates in the Housing Land Supply are unrealistic.

The sensitivity testing undertaken earlier in August 2017 included various changes in costs and values, as well as changes to the finance rate. These sensitivity tests were based upon updated sales values and build costs (using BCIS and Land Registry data). The changes in build costs of 11% were based on the average BCIS dwelling construction costs and the changes in sales values were based on Land Registry data. The council's viability consultants, Three Dragons, advise that since the July 2015 workshop, house prices overall in Basingstoke and Deane have increased by 18.7% (Land Registry House Price Index), as noted in the Council's response of 3 July 2017 to the examiner's letter of 20 June 2017. The viability consultants also noted that new build sales values have increased at a higher rate than for all housing stock, by an average of 22%<sup>1</sup> on a £/sq m basis (based on sales in 2016 and the beginning of 2017) over the values used in the 2016 report.

The sensitivity tests published on 22<sup>nd</sup> August were primarily based on the 18.7% change in values and the 11% change in costs noted above. However, the change

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<sup>1</sup> New build house prices Jan 2016 – March 2017 – some dwelling types have seen values/sq m increase by more than the 22% average

in values used for two of the case studies (the Manydown and Golf Club strategic sites) used the 22% change in new build values.

For clarity, this viability note includes additional sensitivity testing for Manydown and the Golf Course strategic sites based upon the 18.7% increase in sales values. The testing then uses the same sensitivity changes in costs and values as the earlier sensitivity testing (22<sup>nd</sup> August 2017):

- Forecast changes to values and costs
- A higher finance rate
- Increase/decrease in sales values

### **Sensitivity Testing Results**

The results of the sensitivity tests are set out below. These tests are grouped by each of the case studies (Manydown and the Golf Course).

- Manydown has been tested based on a starting point of an 18.7% increase in sales values and an 11% increase in construction costs; plus a sensitivity test based on Test 1 but increasing the development period from 13 years to 18 years. Housing delivery and opening up costs are extended, but other costs are as previously modelled. This is a very cautious approach.
- The Golf Course just has tests based on a starting point of an 18.7% increase in sales values and an 11% increase in construction costs.

Figures are presented as scheme residual values per ha, and the resulting theoretical maximum CIL (i.e. prior to adjustment for any buffer).

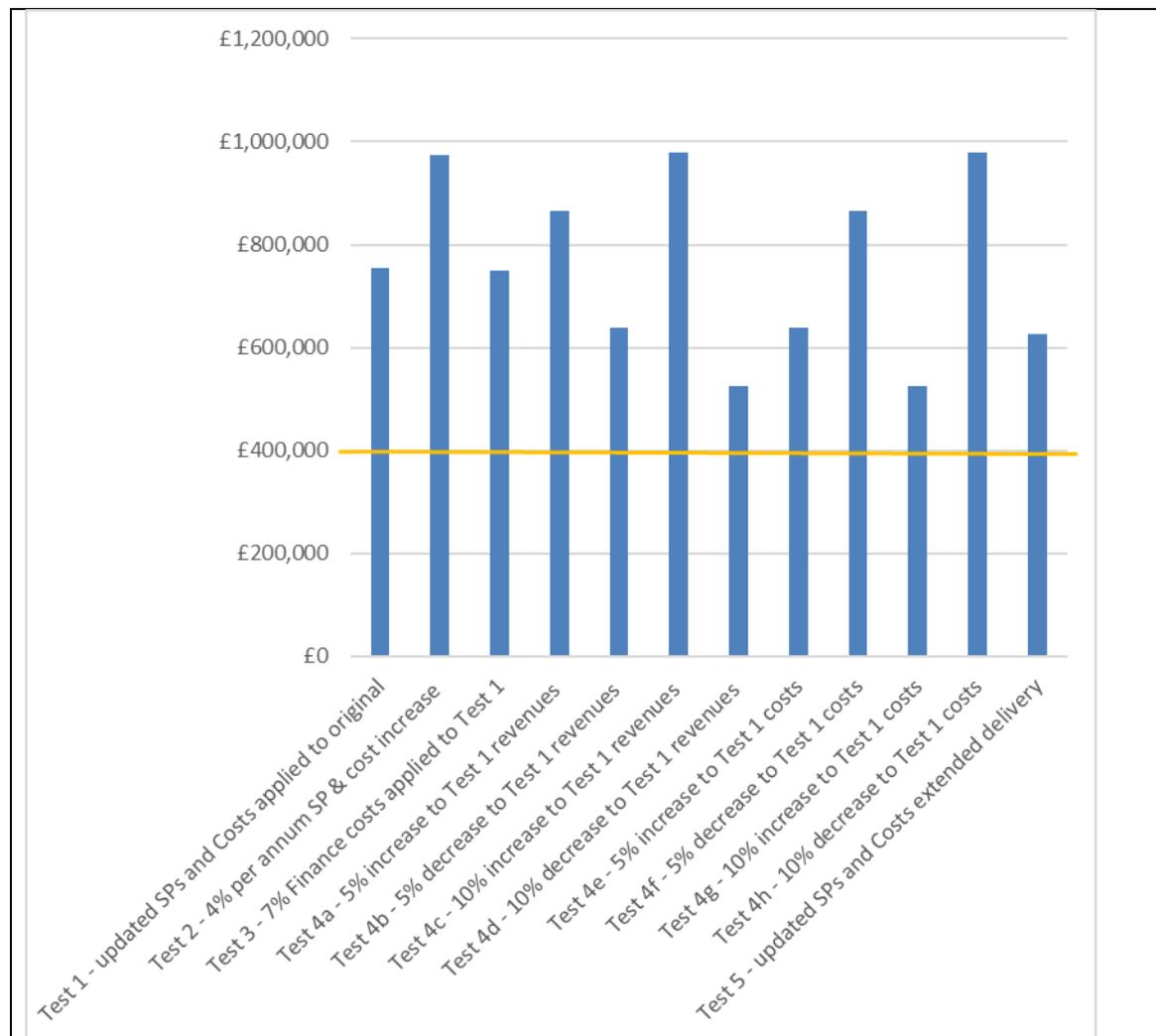
#### ***Manydown Strategic Site***

All of the sensitivity tests are well above the benchmark:

- The +/- 5% and +/-10% changes in revenues have expected impacts on the viability headroom. The weakest viability in these sensitivity tests is when a 10% decrease in values/10% increase in costs is applied but even so, residual values are well above the benchmark and allow for a maximum CIL rate of at least £60/sq m.
- The extended delivery period reduces the viability from the base position but still can comfortably support the proposed CIL and allow for a maximum CIL rate of at least £109/sq m.
- Theoretical maximum CIL rates vary between £60 to £280/sq m.

Note that these tests use the additional Country Park and transport costs included in the published Update Notes of February 2017.

Figure 5 – Manydown Strategic Site



**Manydown**

Test	Residual Value £/Ha	Potential CIL in £/sq m
Test 1 - updated SPs and Costs	£753,756	£171
Test 2 - 4% per annum SP & cost increase	£974,902	£278
Test 3 - 7% Finance costs applied to Test 1	£748,644	£169
Test 4a - 5% increase to Test 1 revenues	£865,653	£225
Test 4b - 5% decrease to Test 1 revenues	£639,251	£116
Test 4c - 10% increase to Test 1 revenues	£980,036	£280
Test 4d - 10% decrease to Test 1 revenues	£524,925	£60
Test 4e - 5% increase to Test 1 costs	£639,432	£116
Test 4f - 5% decrease to Test 1 costs	£866,399	£225
Test 4g - 10% increase to Test 1 costs	£524,564	£60
Test 4h - 10% decrease to Test 1 costs	£979,043	£280
Test 5 – Development period extended to 18 years	£625,837	£109

Site area ha – 183.56

Dwellings – 3,400

Benchmark Land Value/ha - £0.4m

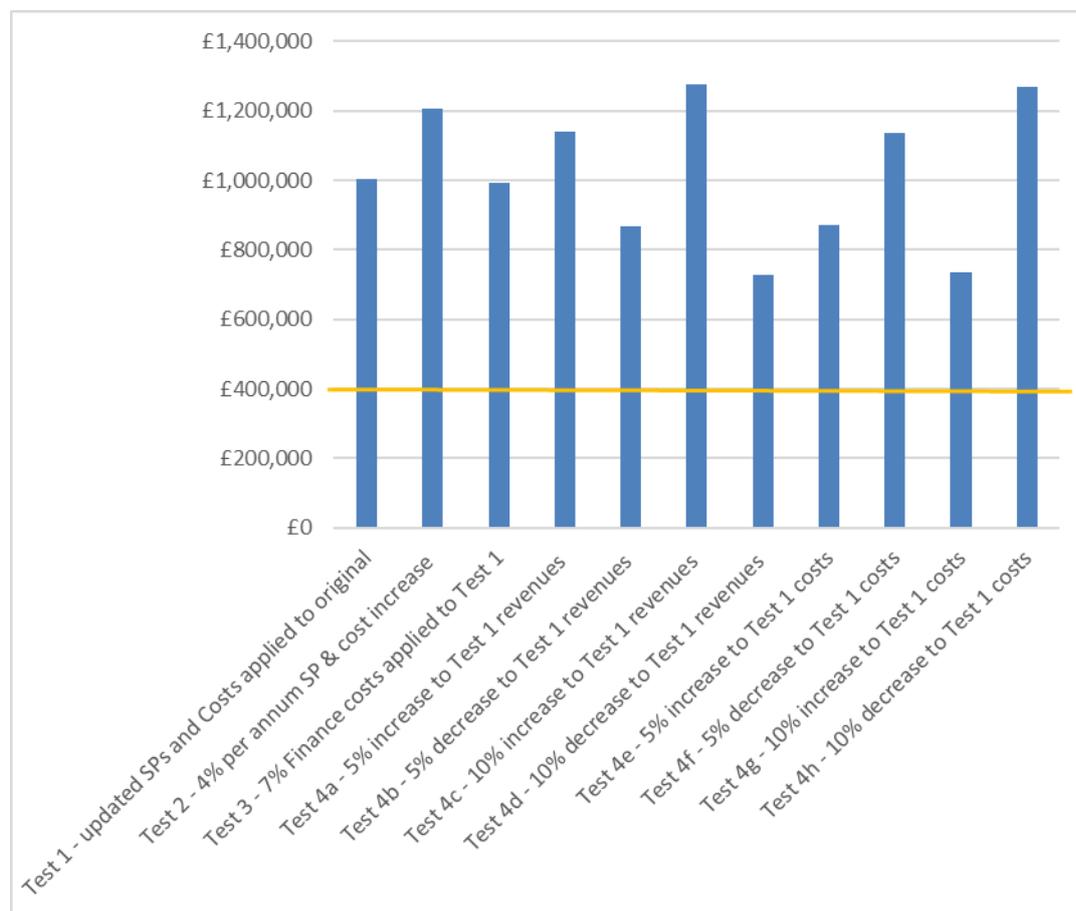
Note – SP = selling prices

**The Golf Course site**

All of the sensitivity tests are well above the benchmark:

- Again, the +/- 5% and +/-10% changes in revenues have expected impacts on the viability headroom. The weakest viability in these sensitivity tests is when a 10% decrease in values is applied but even so, residual values are well above the benchmark and allow for a maximum CIL rate of at least £146/sq m.
- Theoretical maximum CIL rates vary between £146 to £390/sq m.

Figure 6 – Golf Course Strategic Site



<b>Golf Course</b>		
Test	Residual Value £/Ha	Potential CIL
Test 1 - updated SPs and Costs	£1,003,370	£268
Test 2 - 4% per annum SP & cost increase	£1,207,227	£359
Test 3 - 7% Finance costs applied to Test 1	£993,447	£264
Test 4a - 5% increase to Test 1 revenues	£1,138,659	£328
Test 4b - 5% decrease to Test 1 revenues	£866,647	£207
Test 4c - 10% increase to Test 1 revenues	£1,276,928	£390
Test 4d - 10% decrease to Test 1 revenues	£729,268	£146
Test 4e - 5% increase to Test 1 costs	£869,869	£209
Test 4f - 5% decrease to Test 1 costs	£1,136,872	£328
Test 4g - 10% increase to Test 1 costs	£734,145	£149
Test 4h - 10% decrease to Test 1 costs	£1,268,332	£386
Site area ha – 46.95 Dwellings – 1,000 Benchmark Land Value/ha - £0.4m  Note – SP = selling prices		

### Summary

For all the sensitivity tests, all schemes tested remain viable. This includes the Manydown test with the development period extended from 13 years to 18 years.

Both Manydown and the Golf Course are viable through all of these sensitivity tests and able to support the proposed CIL rates of £50/sq m and £80/sq m respectively.