

# **SOUTH WORCESTERSHIRE**

**Covering the areas of Malvern Hills District,  
Worcester City & Wychavon District**

## **Housing Land Availability Monitor 2010**

**Information presented in this study  
represents data monitored from the period:**

**1<sup>st</sup> April 2009 to 31<sup>st</sup> March 2010**



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**APPENDIX**

**(Located on website as a separate PDF document)**

## 1.0 INTRODUCTION

- 1.1 This document is the principal information source for annual housing developments within Malvern Hills District, Worcester City and Wychavon District and contributes to all three Council's primary monitoring document, the South Worcestershire Annual Monitoring Report, annually published in December. It also provides figures for regional monitoring and national government returns such as the National Land Use Database.
- 1.2 The following pages contain analysis of the housing land situation at 1st April 2010 in terms of both allocated and windfall housing sites. This study examines the trend in housing completions, progress in the provision of affordable housing and the contributions towards the supply of housing on previously developed land and buildings. Additional information such as the size of dwellings, density, and previous use, is also provided. Finally, the study examines Malvern Hills District, the city of Worcester and Wychavon District's supply of available and deliverable housing land as well as current targets.
- 1.3 More recently the document has been modernised to take account of the joint South Worcestershire development plans. The document has been designed so that the reader can compare and contrast tables, graphs and analysis across all three South Worcestershire authorities.
- 1.4 The document is split into four parts (A to D). Part A introduces and examines the combined results of the three constituent local planning authorities that make up the South Worcestershire area. Part B, C and D examines Malvern Hills District's, Worcester City's and Wychavon District's Housing completions during 2009/10, housing land position at April 2010 and progress towards meeting housing targets and five year housing land supply, respectively.

## **2.0 METHODOLOGY**

- 2.1 This study is consistent with the methodology adopted within Worcestershire County and previous studies. The study examines housing land in the two categories of large sites (those capable of accommodating 10 or more dwellings), and small sites (those which are able to accommodate up to 9 dwellings).
- 2.2 For each large site with planning permission information is recorded on its location, planning status, land type, ownership and stage of development (outstanding, under construction or completed). This information including information on dwelling mix and sizes, density and site area with information on can be found in each of the separate local authority appendices..
- 2.3 An analysis was undertaken of all sites with a current planning approval. For sites with a detailed planning approval and outline permission information was recorded on their location, planning status, land type and stage of development. Small sites with outstanding permission are listed in the appendix.
- 2.4 The detailed surveys of large and small sites provide information on housing completions between 1 April 2009 and 31 March 2010 are also listed within the appendix. The appendix also provides more detailed information on completed sites, including dwelling numbers, bedroom counts and any demolitions that occurred due to site redevelopment.
- 2.5 Not all sites which receive planning permission are implemented within the three or five year span of the permission. The annual lapse rate of planning permissions can be found in the appendix
- 2.6 Where appropriate, sites listed in the schedules are identified under the following categories:

- 2.7 **Greenfield land (G):** Land which has not previously been developed including parks, recreation grounds and allotments. This category also includes land or buildings which are currently in use for agricultural or forestry purposes and land that was previously developed but where the remains of any structure or activity have blended into the landscape over time.
- 2.8 **Brownfield land (B): (also known as previously developed land)**  
Land which is or was occupied by a permanent structure, excluding agricultural or forestry buildings. The definition covers the curtilage of the development. For more information please visit Annex B of PPS3. A recent revision of PPS3 occurred on the 9 June 2010, of significance to this study are the changes to paragraph 41 (page 15) and Annex B: definitions (page 26).
- 2.9 **Page 15 - Paragraph 41, inclusion of the following sentence at the end of the Paragraph:** There is no presumption that land that is previously-developed is necessarily suitable for housing development nor that the whole of the curtilage should be developed. **Page 26 of PPS3, Annex B: Definitions - Previously-developed land,** inclusion of private residential gardens in sentence outlining land in built-up areas. (i.e. land that is excluded from definition of previously developed land). These changes now mean that “private residential gardens” are excluded from the list of land in built-up areas that are “previously developed land” (pdl or brownfield land). Simply this now means garden land is now considered greenfield land.
- 2.10 The definition excludes land and buildings that have been used for agriculture, forestry and woodland purposes, and land in built-up areas which has not been developed previously (e.g. parks, recreation grounds, and allotments – even though these areas may contain certain urban features such as paths, pavilions and other buildings). Also excluded is land which was previously developed but where the

remains of any structure or activity have blended into the landscape in the process of time (to the extent that it can reasonably be considered as part of the natural surroundings), or has subsequently been put to an amenity use and cannot be regarded as requiring redevelopment.

- 2.11 Prior to April 2001, sites identified in Housing Land Availability Reports were classified as either greenfield or brownfield. Following the publication of new Government guidance on monitoring of housing land availability, sub-categories of greenfield or brownfield are now being used to provide additional detail on previous uses.
- 2.12 Other abbreviations and definitions used in this study are found in the glossary of terms section at the end of the document.

**PART A**

**SOUTH**

**WORCESTERSHIRE**

### 3.0 SOUTH WORCESTERSHIRE HOUSING COMPLETIONS AT APRIL 2010

3.1 The aim of this section is to report the annual housing completions data, since 2006, for the three South Worcestershire authorities. This will help inform the South Worcestershire Joint Core Strategy DPD and the Site Allocations and Policies DPD.

3.2 In the twelve months ending 31 March 2010 a total of 743 dwellings were completed in the South Worcestershire area. This figure represents the total net increase to the total South Worcestershire dwelling stock and takes into account demolitions, changes of uses out of dwellings, replacement dwellings and losses due to conversions. Total net completions for 2009/10 are significantly lower than the total annual mean average of 850 net completed dwellings per year between 2006/7 and 2009/10. Since 2007/8 the number of dwellings being built across South Worcestershire has dropped by 25%. The 2009/10 monitoring period, illustrates the continuing effects of the economic recession. It is important to continue to monitor such trends and potential implications this has on planning policy, house prices and housing needs.

Year	Total Annual New Build Completions (gross)	Demolitions	Conversion (losses) / gains	Change of use (losses) / gains	Total Net Completions
2006/7	840	-18	#	#	883
2007/8	836	-43	#	#	934
2008/9	802	-37	#	#	880
2009/10	610	-56	9	140	703
<b>TOTAL</b>	<b>3088</b>	<b>-154</b>	<b>#</b>	<b>#</b>	<b>3400</b>

Table one: Housing Completions in South Worcestershire between 2006 and 2010

Key to table one:

# Comparative data not available

\* The formula used to establish total net completions is as follows:  
 Total annual new build completions + Conversion losses and gains +  
 Change of use losses and gains – Demolitions.

3.3 The total amount of new builds in this monitoring period equates to 610 dwellings. Future annual studies will monitor this to assess the amount of readily available convertible buildings in the District and also whether a trend exists for demolition and new build developments. During the 2009/10 monitoring period there were 611 completed dwellings which met the housing land monitor’s definition of residential subdivision.

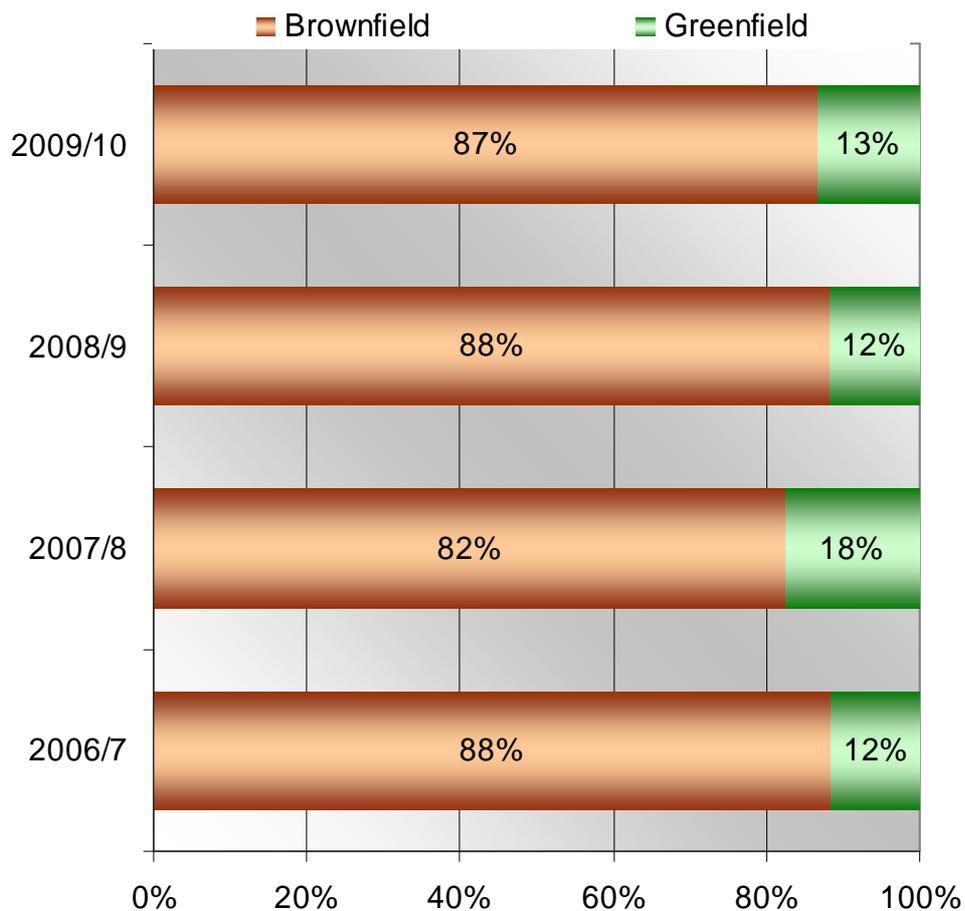


Figure one: Relationship between brownfield (brown columns) and greenfield (green columns) net completions over time across South Worcestershire.

- 3.4 Of the gross total number of completions during the year, there were:
- 256 dwellings (34%) completed on **local plan allocated sites**.
  - 206 windfall dwellings (28%) completed on sites of **10 dwellings or more**.
  - 268 windfall dwellings (36%) were completed on sites of **9 dwellings or less**.
  - 13 dwellings (2%) were completed on an approved **gypsy site**.

3.5 Figure two illustrates the supply of small windfall sites is an important source of completed dwellings, making up just over a third of all completions in 2009/10. It will become increasingly important to monitor these trends to establish the location and type of completed dwellings. These trends are important as it can aid the development of the South Worcestershire Development Plan especially on issues relating to the provision of future housing in South Worcestershire, the location of future land allocations and likely need for windfall allowances.

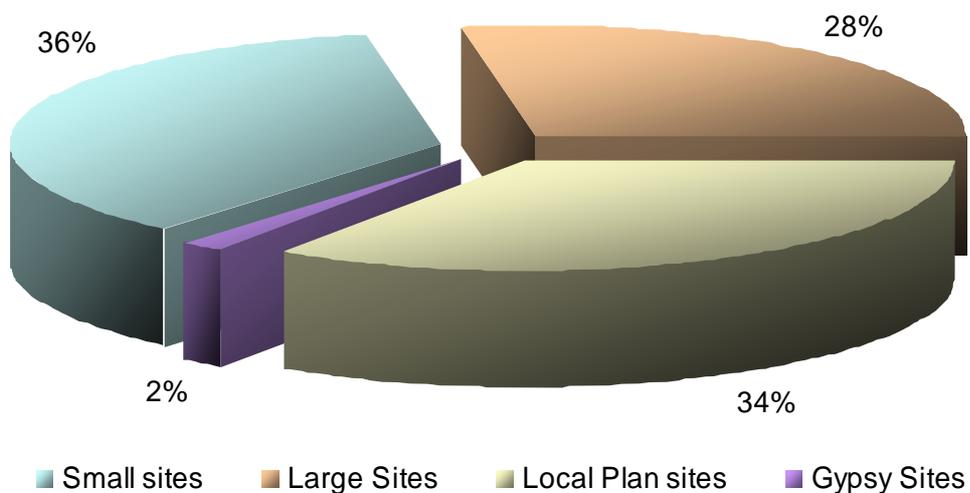


Figure two: Relationship between local plan allocated, large windfall, small windfall and gypsy site completions as a percentage total during 2009/10

3.6 Table two shows a further breakdown of completed dwelling by type and size. An analysis of all properties built this year shows that of the gross 743 dwellings completed 508 were houses (68%), 210 were flats (28%) whilst the remaining 25 dwellings (3%) do not have sufficient detail to ascertain the amount of bedrooms. It will be important to monitor housing type distribution and to cross reference this with local housing need assessments and the SHMA to ensure the most appropriate level of housing mix is being achieved.

Dwelling Type	No. Of Bed Units				Total
	1 Bed	2 Bed	3 Bed	4 Bed	
Houses & Bungalows	30	139	203	136	508
Flats & Maisonettes	68	121	21	0	210
Total	98	260	224	136	718
Totals As %	14%	36%	31%	19%	N/A
Number of dwellings where number of bedroom size was unknown					25

Table two: Completed dwellings by type and size 2009/10

3.7 Table three illustrates the number of completed dwellings by type during 2009/10 by local planning authority. As expected 75% of flats were built within Worcester City. In the rural districts of Wychavon and Malvern Hills houses and bungalows contributed to at least 82% and 80% of all dwelling types during 2009/10, respectively.

<b>Local Authority</b>	<b>Houses &amp; Bungalows</b>	<b>Flats &amp; Maisonettes</b>	<b>Unknown</b>
Malvern Hills	195	33	17
Worcester	185	157	0
Wychavon	128	20	8
<b>TOTAL</b>	<b>508</b>	<b>210</b>	<b>25</b>

Table three: Completed dwellings by type during 2009/10

- 3.8 The total average net density of completed sites and or completed phases, as quoted to the GOWM / WMLB, was approximately 29 dwellings per hectare. The average density of housing completions is monitored so as to allow the authority to examine its performance against PPS3's former indicative average of 30 dwellings per hectare. The figure is arrived at using the following methodology, *"Average density equals the sum of all housing completions (gross) on sites and phases of sites completed in 2009/10, divided by the total net site area of all sites and site phases involved."* (Residential Land Availability guidance notes, 2009). It should be noted that since June 2010 the indicative average density was removed from PPS3 and is no longer a feature of national planning policy.
- 3.9 While this provides a national comparable statistic it is important to note that measurements of densities on smaller sites are less meaningful. This is because a high proportion of developments include only part of a site, such as flats over shops, the subdivision of dwellings or changes of use of parts of buildings. The study has therefore split the average net density between small sites (one to nine dwellings) and large sites (ten or more dwellings) to illustrate a better account of dwelling densities.
- 3.10 The mean average net density of dwellings on fully completed large sites was approximately 52 dwellings per hectare. Measurements of densities on small sites are less meaningful largely because a high proportion of developments include only part of a site, such as flats

over shops, the subdivision of dwellings or changes of use of parts of buildings. However, the average density for completions on fully completed small sites was approximately 23 dwellings per hectare. Please note this year's density figures are the combined averages of all three LPAs. Whilst this provides a useful insight this is only an average. Future editions will combine the three LPA datasets together to establish the true annual South Worcestershire dwelling densities.

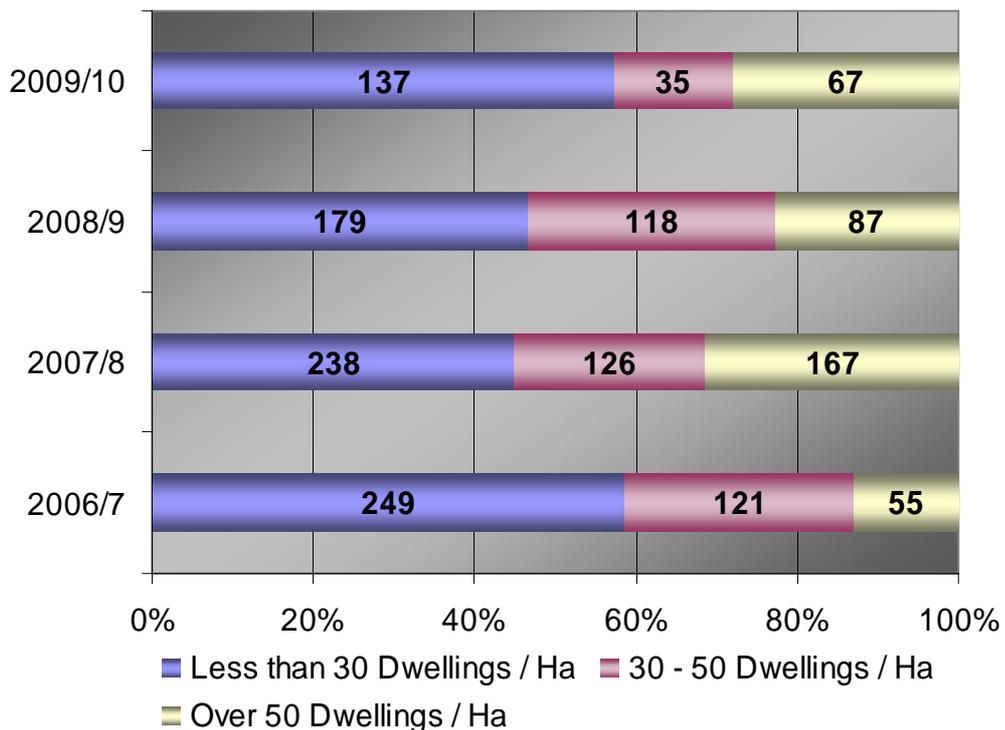


Figure three: Average density of completed dwellings (may not refer to all sites) across Malvern Hills and Wychavon District's. Please note this does not include Worcester City Figures

**Total Demolitions, Conversions and Change of Use in 2009/10**

**Demolitions**

3.11 The WMRSS requires that demolitions be monitored alongside completion (gross). Local authorities are asked to ensure that all demolitions from the monitoring year, whether they have occurred within or outside the planning process, are included in demolition

figures submitted to GOWM / WMLB. These figures are used to calculate the [AMR Core output Indicator H2b](#) and [National Indicator 154](#). These figures are used to highlight the type of dwelling being removed from a District's/City's housing stock, where for example demolition activity can be indicative of housing renewal. In the twelve months ending 31 March 2009, 60 dwellings (16 dwellings on large sites and 44 dwellings on small sites) on 29 sites were demolished.

### **Conversions**

- 3.12 **DEFINITION:** Conversions are changes to the housing stock resulting from adaptations of existing dwellings. For example one house becoming three flats. In this example, the three flats would equate to a gross gain of three, where the loss of the house would equate to a gross loss of one. The net change is therefore +2 dwellings.
- 3.13 **NET CHANGE:** In the twelve months ending 31 March 2009, a net gain of +12 dwellings on 11 sites were provided by way of conversions from existing residential buildings.

### **Change of Use**

- 3.14 **DEFINITION:** These are alterations to buildings either to or from residential dwelling. An example of a loss could be a large house becoming a shop. In this example, the large house would equate to a net loss of one (-1 dwelling). An example of a change of use gain might be a former hotel being converted into twenty flats, in this case the net gain would equate to +20 dwellings.
- 3.15 **NET CHANGE:** In the twelve months ending 31 March 2009, change of use from other previous uses accounted for 140 dwellings on 56 sites. Out of this total, 13 dwellings or 8 sites were barn conversions in greenfield locations.

### **Net Completions**

- 3.16 This figure is used for Core Output indicator H2b and National indicator 154. Both indicators measure the net increase in dwelling stock over one year. This is calculated as the sum of new build completions, minus demolitions, plus any net gain through conversions and changes of use.
- 3.17 DEFINITION: As explained in paragraph the net increase in dwelling stock over one year is calculated as the sum of new build completions, minus demolitions, plus any net gain through conversions and changes of use. Where the formula is:  $a - b + c + d = \text{net completions}$
- a = new build completions (gross) = 610
  - b = demolitions = -56
  - c = change of use (net gain) = 117
  - d = conversions (net gain) = 32
- 3.18 Therefore the number of net dwelling completions for South Worcestershire during 2009/10 is **703**

## **4.0 SOUTH WORCESTERSHIRE HOUSING LAND POSITION AT APRIL 2010**

4.1 The aim of this section is to report the combined South Worcestershire authorities housing land position at April 2010.

4.2 At 31 March 2010 there were 2,504 dwellings with unimplemented outstanding detailed or outline planning permission, 901 dwellings under construction and 22 local plan allocated sites (643 dwellings) without planning permission. Thus the gross number of dwellings available (i.e. those under construction, with planning permission or a local plan site) totals 4,048 compared with 3,958 in 2008/9; 4,406 in 2007/8; and 4,295 in 2006/7.

4.3 Over the past four years the level of commitments has ranged from a high of 4,406 dwellings in 2007/8 and a low of 3,958 in 2008/9. Whilst the level of commitments has stabilised with a slight increase of 90 dwellings since 2008/9, commitments are in decline albeit at a slower pace than previous years. There are two significant factors contributing to this decline, firstly the level of new windfall dwelling consents has slowed over the past two years and secondly local plan commitments are being built. In simplistic terms more dwellings are being built than dwellings gaining planning consent. This trend is predicted to continue over the short term and this will have a direct impact on South Worcestershire's annual supply of housing commitments.

4.4 Since 2006/7 South Worcestershire has built on average 850 dwellings per year. Putting this in to some context the adopted WRMSS phased requirement between 2006/10 is 3,245 dwellings whilst the WMRSS Phase II annual requirement (2006-2026) is 1,225 dwellings. At April 2010 South Worcestershire authorities are 155 dwellings over the adopted WMRSS housing requirement for 2006/10, however against the WMRSS phase II requirement South Worcestershire authorities are

1,500 dwellings under the cumulative target of 4,900 dwellings since 2006.

<b>Housing Land Position at April 2010</b>	
<b>WMRSS Phase II Requirement 2006-2026</b>	<b>24,500</b>
Net Completions 2006-2010	3,400
Commitments at April 2010	3,511
Assuming a 2% non-implementation rate	3,441
<b>Residual Balance</b> <i>((Completions (3,400) + Commitments (3,441)) - WMRSS requirement (24,500))</i>	<b>-17,659</b>
<b>Remaining Local Plan Housing Allocations at April 2010</b>	
Malvern Hills District	35
Worcester City	75
Wychavon District	478
<b>Total Allocations</b>	<b>588</b>
<b>Potential Undersupply</b> <i>Residual Balance (-17,659) + Total Allocations (588)</i>	<b>-17,071 dwellings</b>

Table four: South Worcestershire Housing land position at April 2010

**PART B**

**MALVERN HILLS**

**DISTRICT**

## 5.0 MALVERN HILLS DISTRICT HOUSING COMPLETIONS 2009 to 2010

5.1 This section examines the number and make up of houses completed with Malvern Hills District in 2009/10. The section is split into two themes, firstly total annual new build completions and secondly demolitions, conversions and change of use. The combined result of these two themes provides the study with a net completion figure. The net figure, along with previous years, is used to monitor against housing targets set by the WMRSS.

### Total Annual New Build Completions in 2009/10

5.2 In the twelve months ending 31 March 2010 a total of 245 dwellings were built in Malvern Hills District. This is in line with the total annual mean average of 264 completed dwellings per year between 1996/7 and 2009/10. Taking into account demolitions, changes of uses in to and out of dwellings and conversions, the net increase to the dwelling stock was 225 dwellings. During the 2009/10 monitoring period x% of dwellings were completed on previously developed land.

Year	Total Annual New Build Completions (gross)	Demolitions	Total Conversion losses / gains	Total Change of use losses / gains	Total Net Completions*	Total number of dwellings built
1996/7	#	#	#	#	#	402
1997/8	#	#	#	#	#	467
1998/9	#	#	#	#	#	306
1999/0	#	#	#	#	#	151
2000/1	#	#	#	#	#	196
2001/2	#	#	#	#	#	184
2002/3	#	#	#	#	#	256
2003/4	#	#	#	#	#	273
2004/5	#	#	#	#	#	248

Year	Total Annual New Build Completions (gross)	Demolitions	Total Conversion losses / gains	Total Change of use losses / gains	Total Net Completions*	Total number of dwellings built
2005/6	140	11	7	21	157	178
2006/7	160	2	4	21	183***	187
2007/8	212	21	21	87	299***	330****
2008/9	182	16	27	63	256	272
2009/10	174	17	2	63	222	245
<b>TOTAL</b>	<b>868</b>	<b>67</b>	<b>61</b>	<b>255</b>	<b>1117</b>	<b>3695</b>

# Comparative data not available

\* The formula used to establish total net completions is as follows:  
Total annual new build completions + Conversion losses and gains + Change of use losses and gains – Demolitions.

\*\* This figure is not derived from other figures contained within table one. These figures simply reflect the total number of houses built annually.

\*\*\* Whilst auditing the housing land availability database (April 2010) a few inaccuracies were found. Previously the total net completions figures read 172 and 306 in 2006/7 and 2007/8 respectively. The net difference between the two years is +4 dwellings.

\*\*\*\* Whilst updating the housing land availability database (April 2010) it was discovered previous HLA studies had reported an inaccurate figure. The figure previously read 328 it should read 330.

Table one: Housing Completions 1996 – 2009

5.3 The total amount of new builds in this monitoring period equates to 175 dwellings or 44 sites. Despite the UK economic recession during 2009/10 the number of new builds remains strong. However, since the high of 2007/8 new builds have been slowly declining. It is anticipated this trend will continue over the next few years as the availability land allocated in the adopted local plan gets built out.

5.4 There were 8 completed dwellings (4 sites) during the 2009/10 monitoring period which met the housing land monitor's definition of residential subdivision.

5.5 Figure one illustrates the number of gross new dwellings being built upon previously developed land (PDL). For the purposes of this graph gross completions are made up of new build dwellings, gains from change of use and gains from conversions on PDL as a total of all gross completions. The proportion of new housing completed on PDL, as illustrated in figure one, has increased since 2005/6. This reflects a higher proportion of completed dwellings on previously-developed allocated sites as well as MHDC's adherence to MHDLP policy DS5 (Housing sites within Malvern Urban Area).

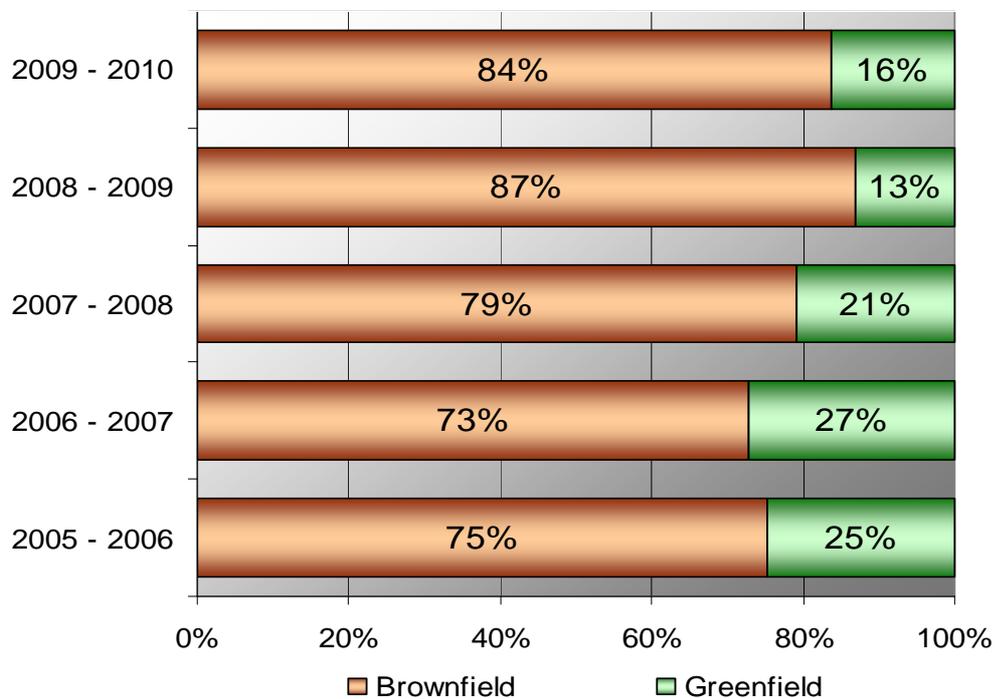


Figure one: AMR Core Indicator H3 - the number of gross new dwellings being built upon PDL since 2005/6.

- 5.6 Of the gross total number of completions during the year, there were:
- 93 dwellings (38%) completed on **local plan allocated sites**. This compares with 59 dwellings (22%) last year, 14 dwellings (4%) in the year 2007/8 and 0 dwellings (0%) in the year 2006/7;
  - 66 windfall dwellings (27%) completed on sites of **10 dwellings or more**. This compares with 96 dwellings (35%) last year, 70

dwellings (21%) in the year 2007/8 and a mean average of 61 dwellings between years 2005/6 and 2009/10; and

- 86 windfall dwellings (35%) were completed on sites of **9 dwellings or less**. This compares with 118 dwellings (43%) last year, 246 dwellings (75%) in the year 2007/8 and a mean average of 149 dwellings between years 2005/6 and 2009/10; (See appendices for further information)

5.7 Figure two indicates an emerging trend towards a greater importance of allocated local plan sites to the total supply of built houses. In the twelve months ending 31 March 2010, MHD recorded a further drop in the number of small sites being built. Though it is difficult to establish why this trend has emerged, it would seem that the recent recession has affected the type of built supply. It is hypothesised the limited supply of mortgage products available in the UK is having a direct affect on the number of smaller developments built throughout the District. Curiously the decrease in the number of small site builds is being replaced by an increase in the number of larger sites (including Local Plan sites such as Malvern Vale) builds. In the short term, it could be argued that MHDCs flexible supply of housing land is helping to mitigate the effects of the UK recession on the number of built houses.

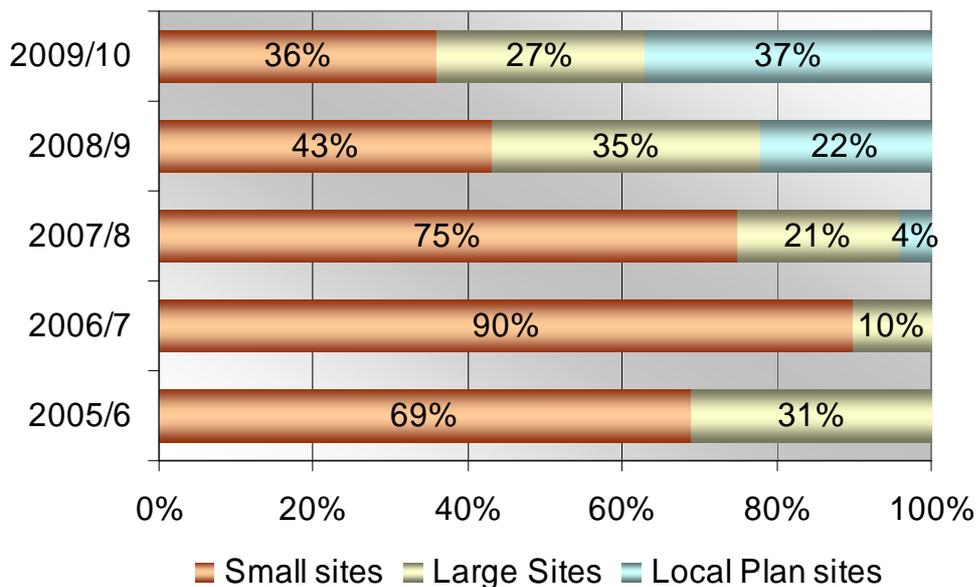


Figure two: Relationship between small windfall sites, large windfall sites and local plan allocated site completions as a percentage total per year.

5.8 Table two shows a further breakdown of completed dwellings by type and size. Analysis of all properties built this year shows that of the total (gross) 245 dwellings completed, 193 were houses (79%), 33 were flats (13%) whilst the remaining 19 dwellings (8%) were found to be too difficult to ascertain the number of bedrooms per dwelling built.

Dwelling Type	No. Of Bed Units				Total
	1 Bed	2 Bed	3 Bed	4 Bed	
Houses & Bungalows	21	50	57	67	193
Flats & Maisonettes	20	11	2	0	33
Total	41	61	59	67	228
Totals As %	17%	25%	24%	27%	N/A
Number of dwellings where number of bedroom size was unknown					17 (7%)

Table two: Completed dwellings by type and size 2009/10

5.9 As illustrated by table three, compared to last year there has been a decrease in the number of flats built. This monitoring year reports a higher percentage of houses/bungalows built as well as a more even spread of two, three and more than four dwellings being built. A large one-off development at Prospect Close (adjacent to the Prospect View Clinic on Pickersleigh Road, Malvern) accounted for 50 two-bedroom completed flats. It is important to monitor these trends against ONS population estimate to ensure the appropriate types of dwellings are meeting the needs of the District. The following table shows a breakdown of completed dwelling by type and size.

Year	Houses & Bungalows	Flats & Maisonettes	Unknown
2000/1	97	49	17
2001/2	122	20	15
2002/3	185	29	42
2003/4	229	24	20
2004/5	141	85	22
2005/6	130	26	22
2006/7	150	18	19
2007/8	247	63	18
2008/9	146	117	9
2009/10	195	33	19
<b>TOTAL</b>	<b>1642</b>	<b>464</b>	<b>203</b>

Table three: Completed dwellings by type since 2000/1

5.10 The total average net density of completed sites and or completed phases, as quoted to the GOWM / WMLB, was 14.46 dwellings per hectare. [Please note this calculation only includes completed sites and phases of sites of which there were 130 dwellings on 8.99 net hectares]. The average density of housing completions is monitored so as to allow the authority to examine its performance against PPS3's indicative average of 30 dwellings per hectare. [Please note the June 2010 revision of PPS3 no longer makes this a requirement] The figure is arrived at using the following methodology, *"Average density equals the sum of all housing completions (gross) on sites and phases of sites completed in 2009/10, divided by the total net site area of all sites and site phases involved."* (Residential Land Availability guidance notes, 2009).

5.11 While this provides a national comparable statistic it is important to note that measurements of densities on smaller sites are less meaningful. This is because a high proportion of developments include only part of a site, such as flats over shops, the subdivision of dwellings or changes of use of parts of buildings. The study has therefore split

the average net density between small sites (one to nine dwellings) and large sites (ten or more dwellings) to illustrate a better account of dwelling densities. The average density for completions on fully completed small sites was 9.2 dwellings per hectare. Conversely, the average net density of dwellings on fully completed large sites was approximately 52.3 dwellings per hectare. Unfortunately this data is not comparable with previous MHDC HLA reports due to a change in small and large site definitions.

5.12 As well as the average density, density by band is monitored. This can be particularly helpful in those authorities where, due to the nature of the authority, densities tend to be either particularly low or high. A good example locally is the difference between predominantly rural authorities such as MHDC and Wychavon District and a predominantly urban authority such as Worcester City. The result of the bands provides a clearer picture and helps to unmask the District's averaged net density as stated in paragraph 3.12.

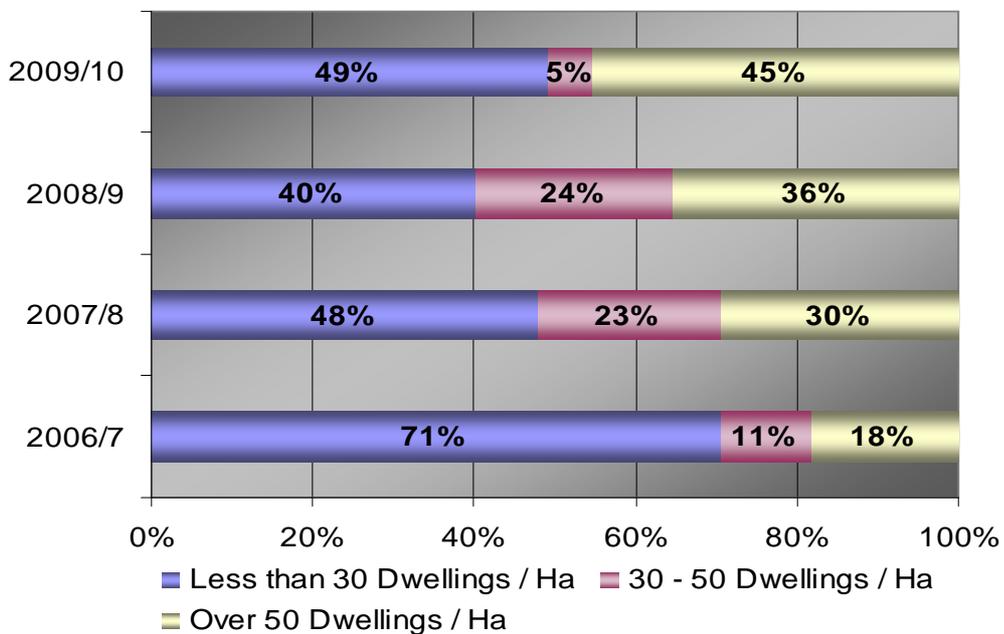


Figure three: Average density of completed dwellings on completed sites and or completed phases

## **Total Demolitions, Conversions and Change of Use in 2009/10**

### **Demolitions**

- 5.13 The CLG requires that demolitions be monitored alongside completion (gross). Local authorities are asked to ensure that all demolitions from the monitoring year, whether they have occurred within or outside the planning process, are included in demolition figures submitted to the CLG. These figures are used to calculate the [AMR Core output Indicator H2b](#) and [National Indicator 154](#). This data is used to establish the type of dwelling being removed from the District's housing stock, where for example demolition activity can be indicative of housing renewal. In the twelve months ending 31 March 2009, 17 dwellings (0 dwellings on large sites and 17 dwellings on small sites) on 17 sites were demolished.

### **Conversions**

- 5.14 Conversions are changes to the housing stock resulting from adaptations of existing dwellings. For example one house becoming three flats. In this example, the three flats would equate to a gross gain of three, where the loss of the house would equate to a gross loss of one. The net change is therefore +2 dwellings.
- 5.15 CONVERSION GAINS: In the twelve months ending 31 March 2010, the housing database recorded +4 dwellings (0 dwelling on large site and 4 dwellings on small sites) on 3 sites were provided by way of conversions from existing residential buildings.
- 5.16 CONVERSION LOSSES: In the twelve months ending 31 March 2010, the housing database recorded -2 dwellings (0 dwelling on large site and -2 dwellings on small site) on 1 site were lost by way of conversion from existing residential buildings.

### **Change of Use**

- 5.17 These are alterations to buildings either to or from residential dwelling. An example of a loss could be a large house becoming a shop. In this example, the large house would equate to a net loss of one (-1 dwelling). An example of a change of use gain might be a former hotel being converted into twenty flats, in this case the net gain would equate to +20 dwellings.
- 5.18 **CHANGE OF USE GAINS:** In the twelve months ending 31 March 2010, change of use from other previous uses accounted for 63 dwellings (28 dwellings on large sites and 35 dwellings on small sites) on 22 sites. Out of this total, 13 dwellings or 8 sites were barn conversions in greenfield locations.
- 5.19 **CHANGE OF USE LOSSES:** In the twelve months ending 31 March 2010, there were no recorded dwellings lost due to change of use.
- 5.20 The study will continue to monitor the amount of readily available convertible buildings in the District and also whether a trend exists for demolition and new build developments.

### **Net Completions**

- 5.21 This figure is used for Core Output indicator H2b and National indicator 154. Both indicators measure the net increase in dwelling stock over one year. This is calculated as the sum of new build completions, minus demolitions, plus any net gain through conversions and changes of use.
- 5.22 The formula used is  $a - b + c + d = \text{net completions}$
- a = new build completions = 174
  - b = demolitions = 17
  - c = change of use (net gain) = 63
  - d = conversions (net gain) = 2

5.23 Therefore the number of net completions for 2009/10 is **222 dwellings**

## 6.0 MALVERN HILLS DISTRICT HOUSING LAND POSITION AT APRIL 2010

- 6.1 At 31 March 2010 there were 812 dwellings with unimplemented outstanding detailed or outline planning permission, 166 dwellings under construction and 2 local plan allocated sites (35 dwellings) without planning permission. Thus the gross number of dwellings available (i.e. those under construction, with planning permission or a local plan site) totals 1,013 compared with 1,192 in 2008/9; 1,235 in 2007/8; 1,047 in 2006/7; and 983 in 2005/6.
- 6.2 The level of commitments peaked in 2007/8 and the annual supply is now in decline. There are two significant factors contributing to this decline, firstly the level of new windfall dwelling consents has slowed over the past two years and secondly local plan commitments are being built. In simplistic terms more dwellings are being built than dwellings gaining planning consent. This trend is predicted to continue over the short term. This will have a direct impact on MHDC's annual supply housing commitments.

<b>Housing Land Position at April 2010</b>	
<b>Worcestershire Structure Plan Requirement 96-11</b>	<b>3,900</b>
Gross Completions 1996-2010	3,697
Gross Commitments at April 2010 <i>(Dwellings under construction)</i> <i>(Dwellings outstanding)</i>	978 <i>(166)</i> <i>(812)</i>
Assuming a 2% non-implementation rate	958
Windfall Allowance 1/4/2006 to 31/3/2011 <i>(Based upon WCSP EIP Panel approved methodology)</i>	Zero (in last year of plan)
<b>Residual Balance</b> <i>((Completions (3,697) + Commitments (958) + Windfall</i>	<b>+755</b>

<i>Allowance (0) - WSP requirement (3900)</i>	
<b>Local Plan Housing Allocations at April 2010 (without the benefit of planning permission)</b>	
H10 Hospital site, Lansdowne Crescent	15
H11 Former Treasurers site, Victoria Road	20
<b>Total Allocations</b>	<b>35</b>
<b>Potential Oversupply</b> <i>Residual Balance (755) + Total Allocations (35)</i>	<b>+790 dwellings</b>

Table four: Housing land position at April 2010

- 6.3 Approximately 88% (713 out of 812 dwellings) of all dwelling plots with outstanding planning permission are located on previously developed (Brownfield) land. Please note this figure does not take into account recent PPS3 changes to the definition of PDL and specifically private residential gardens. This ratio will be monitored in future studies.

	<b>Detailed permission</b>	<b>Outline permission</b>	<b>Total Housing</b>	<b>% total</b>
<b>Greenfield land</b>	212	25	237	24%
<b>Brownfield land</b>	418	323	741	76%
<b>TOTAL</b>	<b>630</b>	<b>348</b>	<b>978</b>	<b>100%</b>
<b>Large sites (10+)</b> (Includes Local Plan sites)	289	314	603	62%
<b>Small site (1 to 9)</b>	341	34	375	38%
<b>TOTAL</b>	<b>630</b>	<b>348</b>	<b>978</b>	<b>100%</b>

Table five: Housing land with permission at 31 March 2010 (including under construction).

- 6.4 Out of the 978 gross commitments at April 2010 approximately 184 dwellings, with outstanding permission, consist of change of use,

conversions or subdivisions<sup>3</sup>, either from residential properties or other types of buildings. And approximately 974 dwellings are new build which may involve demolition<sup>2</sup>.

### **Affordable Housing**

6.5 In the monitoring year 2009/10, 56 affordable housing units were completed and 50 affordable homes were delivered across sites in the District. This is down from 122 homes in 2008/09 but up on 2007/08 (72 homes). Future projections show this trend is likely to continue over the next four to five years whilst the Malvern Vale site is built out. Of significance in 2009/10 is the inclusion of a rural affordable housing site in Clifton upon Teme. This site utilised local plan policy CN3 resulting in planning consent that helps the local rural community to access local housing at an affordable price.

6.6 When comparing the two total completions columns you will notice Prospect Close is not included in the total completions. The previous HLA reported 50 completed affordable dwellings at Prospect Close however these dwellings had not been transferred to the local registered social landlord. This took place in late 2009 and as such can now be recorded as part of the total affordable homes delivered during 2009/10.

- 
1. The study considers sites “under construction” once any work has begun to produce dwellings on any part of a permitted site. Therefore, on larger sites, phased construction may mean that it will take a number of years before all residential units are built out.
  2. Due to the possibility of amended schemes and non implementation as well as the figures being fairly small these losses are recorded only when developments are built. Therefore this section of the monitor records figures gross unless otherwise cited.
  3. Sites are classified by the majority of units in each type, but some sites include an element of new build with conversion, so the figure for conversions could be slightly higher than stated.

<b>Location</b>	<b>RSL Rent Scheme</b>	<b>RSL Shared Ownership Scheme</b>	<b>Total Homes Built</b>	<b>Total Homes Delivered</b>
Malvern Vale Phase 2	0	13	13	13
Malvern Vale Phase 2 (Amendment)	14	0	14	14
Clifton upon Teme (exception site)	8	6	14	14
Prospect Close	24	26	0	50
<b>Total</b>	<b>46</b>	<b>45</b>	<b>41</b>	<b>91</b>

Table six: Total Affordable Housing Completions during 2009-2010.

## **7.0 PROGRESS TOWARDS MEETING MALVERN HILLS DISTRICT'S HOUSING TARGETS AND FIVE YEAR HOUSING LAND SUPPLY**

- 7.1 Planning Policy Statement 3, Housing (PPS3) states that from 1st April 2007 local planning authorities will need to assess and demonstrate the extent to which existing local plans meet the requirement to identify and maintain a 'rolling 5 year supply' of deliverable land for housing.
- 7.2 This chapter sets out an assessment of whether there is a five year supply of deliverable housing land in MHDC.
- 7.3 The components of the development plan for MHDC, which form the basis of the housing land supply assessment are the adopted MHDC Local Plan (1996-2011) Saved Policies, Worcestershire County Structure Plan Saved Policies (1996-2011) and the West Midlands Regional Spatial Strategy (formerly RPG11).
- 7.4 The existing WMRA was originally published as Regional Planning Guidance for the West Midlands (RPG11) in June 2004. When publishing the document, the Secretary of State indicated that an early review of certain aspects of the document needed to be undertaken. The subsequent revision of the WMRSS has been taken forward in three phases. The Phase Two Revision proposes both the deletion and amendment of existing adopted WMRSS policies and supporting text and also the inclusion of new policies and text. Of particular interest to this study is the inclusion of policy CF3: Level and Distribution of New Housing Development and its requirement for MHDC to provide 4,900 dwellings from 2006 up to 2026.
- 7.5 The preferred option for housing growth (WMRSS Phase two - Page 75) allocates South Worcestershire 24,500 dwellings up to 2026, of which 4,900 dwellings are allocated to Malvern Hills District Council. A

significant outcome of the RSS phase two draft revision is Worcester City's status as a growth point in the region and its allocation of 10,500 dwellings. It is recognised that Worcester City's administrative area cannot accommodate this level of growth within its boundary. The RSS phase two draft revision requires that roughly 7,300 dwellings of the allocation will need to be located adjacent to Worcester within the districts of Malvern Hills and Wychavon. This is recognised in the South Worcestershire Joint Core Strategy Preferred Option Paper.

- 7.6 To complicate matters further the newly formed HM Government and specifically Eric Pickles MP have set out clear instructions to abolish the regional planning framework via the proposed Decentralisation and Localism Bill. In the absence of any new locally decided targets this study will continue to refer to the adopted and emerging WMRSS housing targets.

### **Delivering Housing Land**

- 7.7 Planning Policy Statement 3 states that to be deliverable, the sites for housing supply should be available, suitable and achievable within a five year period.
- 7.8 For sites to be considered **available**, we have considered sites which:
- are under construction; or
  - have planning permission (i.e. commitments)
  - are allocated sites in the adopted Local Plan Development Plan Document (adopted July 2006) currently without planning permission but are; owned by a developer or have known developer interest; or are advertised for sale.
- 7.9 For sites to be considered **suitable**, sites should be in a suitable location and contribute to the creation of sustainable mixed communities. There is no single agreed definition of the term

‘sustainable community’, but the Department of Communities and Local Government (DCLG) suggests that such a community should be;

- 7.10 *“...places where people want to live and work, now and in the future. They meet the diverse needs of existing and future residents, are sensitive to their environment, and contribute to a high quality of life. They are safe and inclusive, well planned, built and run, and offer equality of opportunity and good services for all”*. – Extract from DCLG website – What is a Sustainable Community?
- 7.11 Sites allocated in existing plans or with planning permission for housing will generally be suitable but it may be necessary to review sites to see if circumstances have changed to alter their suitability.
- 7.12 For sites to be considered **achievable** sites should be:-
- a) under construction; or
  - b) have no known ownership constraints (for example, owner does not wish to sell site or site has multiple occupation); and
  - c) have no known physical or environmental constraints; and
  - d) have no conditions or section 106 agreements that prevent the development within the 5 year period.
- 7.13 The housing land availability database holds records of all sites with planning permission for residential development, this includes outstanding permissions, under construction permissions and all sites allocated in the MHDC Adopted Local Plan July 2006. For the purposes of the April 2010 to March 2015 (5 year) housing land supply all sites with full planning permission, sites under construction and allocated sites deemed deliverable over the next 5 years were extracted from the database. These sites are a mixture of new build, change of use and conversions varying from 1 dwelling to 211 dwellings and include both greenfield and brownfield sites.

- 7.14 As part of the process to assess the deliverability of the potential sites, as set out in paragraph 54 of PPS3, a number of assumptions have been made and as a result not all local plan commitments are considered achievable. Of the 923 (net) dwelling commitments only 805 dwellings are considered deliverable in five years. The remaining 118 dwellings are unlikely to contribute to MHDC 5 year housing land supply for the following reasons:
- a. Local Plan sites only achievable between 6 to 15 years;
  - b. the site only has outline planning permission; and
  - c. the application is likely to lapse over the next 5 years.
- 7.15 Unlike previous years it has now been made possible to assess windfall sites with planning permission. Previously it was argued that windfall sites have a good probability of delivering housing and were therefore considered deliverable. Following guidance from PINS and other English Local Authorities it became clear that a deliverability methodology should be applied to smaller sites to establish those most likely to deliver housing over the next 5 years. As illustrated in paragraph 5.14 points b and c have been applied to all commitments with planning permission. This methodology provides MHDC with a greater degree of certainty and strengthens our ability to substantiate a housing land supply.
- 7.16 Similar to previous years allocated Local Plan sites which are either still undeveloped or have the benefit of planning permission have been assessed for deliverability. There are eight Local Plan allocated sites still to be fully built out (See below); six have planning permission (H1, H3, H4, H6, H12 and H13); and two are without planning permission (H10 and H11). All sites have been assessed against the deliverability criteria and sites H1, H3 H6, H11, H12 and H13 are considered deliverable over the next 5 years. MHDC Local Plan allocated sites still to be built out are as follows:

1. H1: North Site (Approved for 490 dwellings);
2. H3: Peachfields (Approved for 20 dwellings);
3. H4: Lower Howsell Road (Approved for 4 dwellings).  
Allocated in the local plan for 6 dwellings;
4. H6: Newtown Rd (Approved for 8 dwellings);
5. H10: Hospital site, Lansdowne Crescent (15 dwellings);
6. H11: Treasurers Site (20 dwellings);
7. H12: QinetiQ (Approved for 28 dwellings); and
8. H13: Barrack Site (Approved for 28 dwellings).

**Malvern Hills District Five Year Supply of Deliverable Housing Land (based upon the soon to be revoked WMRSS)**

7.17 The assessment shows that there is a five year supply of housing land in Malvern Hills District Council. The figures for the five year land supply are based on the schedules in the appendices of this document.

7.18 The following calculation examines Malvern Hills District's deliverable five year housing land supply.

Five Year Housing Land Supply requirements 1 <sup>st</sup> April 2009 to 31 <sup>st</sup> March 2015		1. Submitted Calculation	2. Contextual
		Adopted WMRSS	Emerging WMRSS
		Figures based against RSS figures 2001 - 2021	Figures based against WMRSS Draft Revision figures 2006 - 2026
5 year target		718*	1225**
Commitments (net)	<i>(Under Construction)</i>	<i>(148)</i>	<i>(148)</i>
	<i>(Outstanding)</i>	<i>(770)</i>	<i>(770)</i>
	Total	918	918

Local Plan Allocations	35	35
Total Supply	953	953
Balance	235	-272
Total calendar housing supply	Approx 6.6 years supply	Approx 3.9 years supply

Table 41: Housing Land Supply at April 2010

### Identifying Housing Provision Targets

7.19 The first stage in assessing Malvern Hills housing land supply is to identify the housing provision targets. The Five Year (1st April 2010 to 31st March 2015) Housing Land Supply requirements table identifies two possible targets for Malvern Hills District. These are:

- Column 1 - Figures based against the adopted WMRSS figures 2001 – 2021
- Column 2 - Figures based against Emerging WMRSS – Preferred Option Phase 2 Partial Review 2006 - 2026

#### COLUMN ONE

7.20 Column 1 (\*) is based against Adopted WMRSS June 2004 as per DCLG instructions and HPDG criteria. Policy CF3 Table 1 of the adopted WMRSS allocates Worcestershire 1200 dwellings between 2007-2011 and 1000 dwellings between 2011-2021. MHDC's % share is 13.8% based upon previous percentages set out in the WCSP (this follows CLG/GOWM advice)

7.21 The following calculation shows the workings of the 5 year target:

#### Working out the annual rate

$$A) 2010 \text{ to } 2011 (1200) \quad x \quad 13.8\% \quad = \quad 165.6 / \text{ annum}$$

$$B) 2011 \text{ to } 2021 (1000) \quad x \quad 13.8\% \quad = \quad 138 / \text{ annum}$$

#### Working out the 5 year housing land supply

$$A) 2007 \text{ to } 2011 (165.6) \quad x \quad 1 \text{ years} \quad = \quad 166$$

$$B) 2011 \text{ to } 2021 (138) \quad x \quad 4 \text{ years} \quad = \quad 552$$

$$\text{TOTAL (A+B)} = 718$$

The following calculation shows how the target will be met:

Add

The total number of homes currently under construction = 148

to

The total number of homes with outstanding outline and full planning permissions (148 + 770) = 918

then add

The number of homes on allocated sites due to be completed by 2015 (918 + 35) = 953

This totals 953 homes, which are to be provided. This is a surplus of 235 readily available dwellings over or two years extra supply than that required to meet the 5 year land supply. This calculation can be seen on the next page.

$$953 \text{ (supply)} \div 718 \text{ (target)} \times 5 = 6.6 \text{ years.}$$

Therefore MHDC can demonstrate 6.6 years supply of housing land.

## COLUMN TWO

- 7.22 Column two (\*\*) establishes a five year target based upon the emerging RSS option 2, 2006 – 2026. The following calculation shows the workings of the 5 year target. (WMRSS Option 2 target for 2006 to 2026 = 4,900 = 245 per annum. 245 dwellings x 5 years = 1225 dwellings). This calculation is provided for contextual purposes only (as advised in CLG) and does not form part of the MHDC HPDG return. It should be noted that the Emerging WMRSS phase 2 partial review contains no indicative phasing requirements.

The following calculation shows how the target will be met:

Add

The total number of homes currently under construction = 148

to

The total number of homes with outstanding outline and full planning permissions (148 + 770) = 918

then add

The number of homes on allocated sites due to be completed by 2015 (918 + 35) = 953

This totals 953homes, which are to be provided. This will mean a shortfall of -272 dwellings or a 3.9 year housing land supply. This calculation is shown below.

$$953 \text{ (supply)} \div 1225 \text{ (target)} \times 5 = 3.9 \text{ years}$$

Therefore MHDC can demonstrate 3.9 years supply of housing land.

### Conclusion

7.23 The assessment, based on column one, demonstrates that Malvern Hills District has a five year housing land supply, however the emerging WMRSS five year land supply is continuing to decrease. This is particularly evident in this years' annual housing provision table where the draft RSS phase II revision illustrates a short fall of 272 dwellings short of the five year housing provision target.

YEAR	Adopted WMRSS	Emerging WMRSS
2006/2007	6.7 years	5.2 years
2007/2008	8 years	5 years
2008/2009	7 years	4.2 years
2009/2010	6.6 years	3.9 years

Table 42: Five year housing land supply per year since 2006.

**Windfall Allowance**

- 7.24 A windfall allowance is not currently included in Malvern Hills five year housing land supply. The adopted Local Plan recognises an expected contribution of windfall sites to come forward per annum. The local plan identifies windfall sites having a major role to play in the supply of housing to meet the needs of the district and as such the Local Plan allocates an allowance of 125 dwellings per annum. Coincidentally due to the local plan now in to its last year, the local plan states that no windfall allocation will be applied.

# **PART C**

# **WORCESTER CITY**

## 8.0 WORCESTER CITY HOUSING COMPLETIONS 2009 to 2010

8.1 This section examines the number and make up of houses completed within Worcester City in 2009/10. This section is split into two subsections, firstly total annual new build completions and secondly demolitions, conversions and change of use. The combined result of these two sections provides the report with a net completion figure. The net figure, along with previous years, is used to monitor against housing targets set by the West Midlands Regional Spatial Strategy (RSS). (Note: At the time of publication the impact of the revocation of the RSS is being assessed but any new housing targets will be adopted for monitoring purposes)

### Total Annual New Build Completions in 2009/10

8.2 In the twelve months ending 31 March 2010 a total of 342 dwellings were completed in Worcester City. Taking into account demolitions, changes of use of dwellings, replacement dwellings and losses due to conversions, the net increase to the dwelling stock was 327. This is in line with the total annual mean average of 355 completed dwellings per year between 1996/7 and 2009/10. This suggests that despite the economic downturn housing completions in Worcester have not been too greatly affected. The figure is down on the figure for the monitoring year 2008/09 and recent years, but is greater than the figure for 2004/05 when the economy was stronger than at present.

Year	Total Annual New Build Completions (gross)	Demolitions (net)	Conversion (losses )/gains	Change of use (losses) / gains	Total Net Completions
1996/7	689	1	#	#	688
1997/8	522	14	#	#	508
1998/9	670	25	#	#	645

Year	Total Annual New Build Completions (gross)	Demolitions (net)	Conversion (losses)/gains	Change of use (losses)/gains	Total Net Completions
1999/0	466	(17)	#	#	449
2000/1	273	(18)	#	#	255
2001/2	279	(4)	#	#	275
2002/3	187	(3)	#	#	184
2003/4	157	(3)	#	#	154
2004/5	212	(6)	#	#	206
2005/6	414	(6)	#	#	408
2006/7	460	(6)	#	#	454
2007/8	384	(14)	#	#	370
2008/9	431	(17)	#	#	414
2009/10	309	(17)	5	28	325
<b>TOTAL</b>	<b>3138</b>	<b>(80)</b>	<b>5</b>	<b>0</b>	<b>3043</b>

#- no comparative data available

Table one: Housing Completions 1996 – 2009

- 8.3 The total number of new dwellings in this monitoring period equates to 342 dwellings on 42 sites. This is lower than the previous 4 years, although not significantly so given the economic downturn. This higher than expected completions figure can be partly explained by large sites such as Bath Road, Royal Worcester Porcelain Works and Diglis Basin which gained planning permission a number of years ago but which are continuing to provide completions in the 2009/10 monitoring period.
- 8.4 There were 7 completed dwellings (4 sites) during the 2009/10 monitoring period which met the housing land monitor's definition of residential subdivision.
- 8.5 The proportion of new housing completed on previously developed-land, as illustrated in figure one, has generally increased since 1996/7, a reflection of WCC's adherence to *PPS3: Housing's* aim for a flexible

responsive supply of land. The figure for 2009/10 for completed sites stands at 100%.

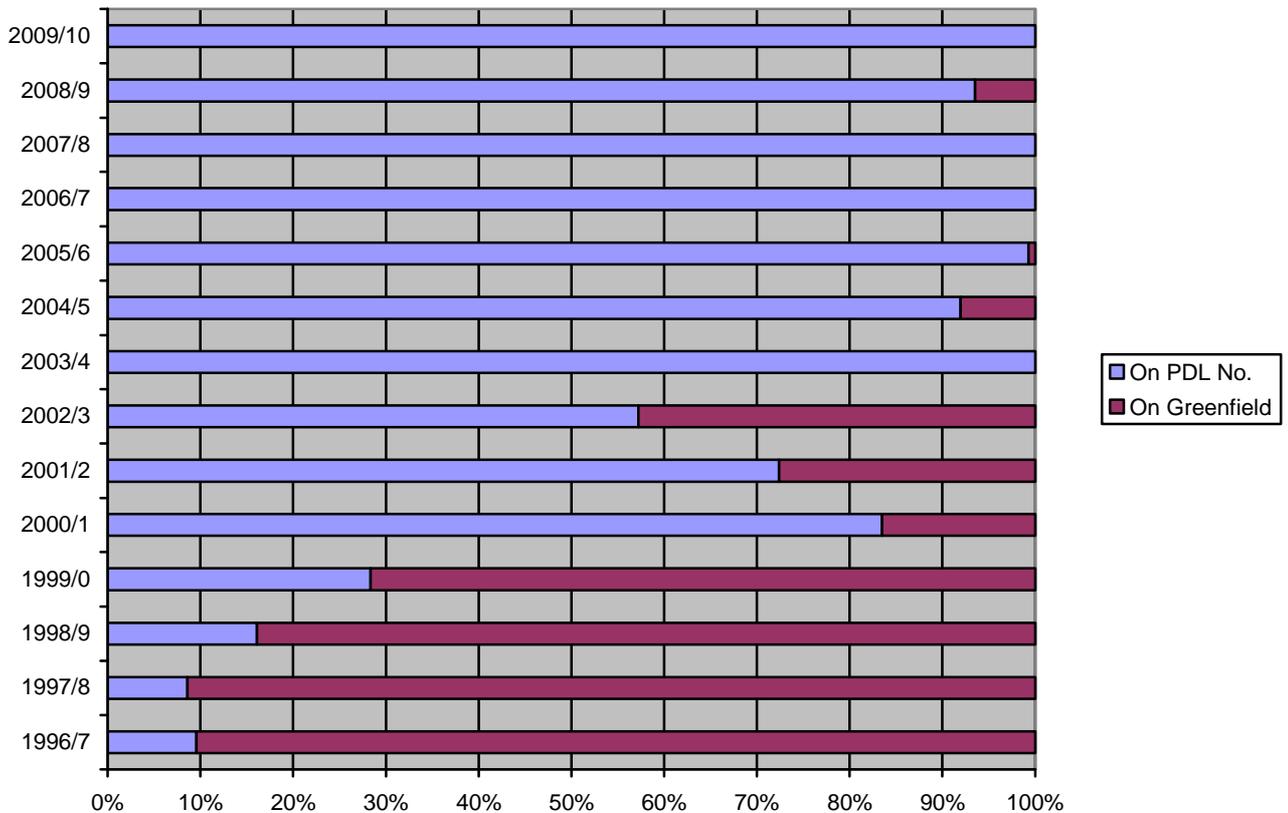


Figure one: Relationship between brownfield (green columns) and greenfield (blue columns) net completions over time.

8.6 Of the gross total number of completions during the year, there were:

- 123 dwellings (36%) completed on **local plan allocated sites**. This compares with 143 dwellings (33%) last year, 59 dwellings (15%) in the year 2007/8 and 102 dwellings (22%) in year 2006/7;
- 140 windfall dwellings (41%) completed on sites of **10 dwellings or more**. This compares with 215 dwellings (50%) last year, 224 dwellings (58%) in the year 2007/8 and a 268 dwellings (58%) in year 2006/7
- 79 windfall dwellings (23%) were completed on sites of **9 dwellings or less**. This compares with 73 dwellings (17%) last year, 101 dwellings (26%) in the year 2007/8 and 90 dwellings (20%) in year 2006/7; (See Appendices for further information)

8.7 As figure two illustrates, recent years indicate that the importance of small windfall sites has remained steady, hovering around 20%. In the twelve months ending 31 March 2010 the figure is fairly consistent with recent years, slightly up on the 2008-09 figure at 23%.

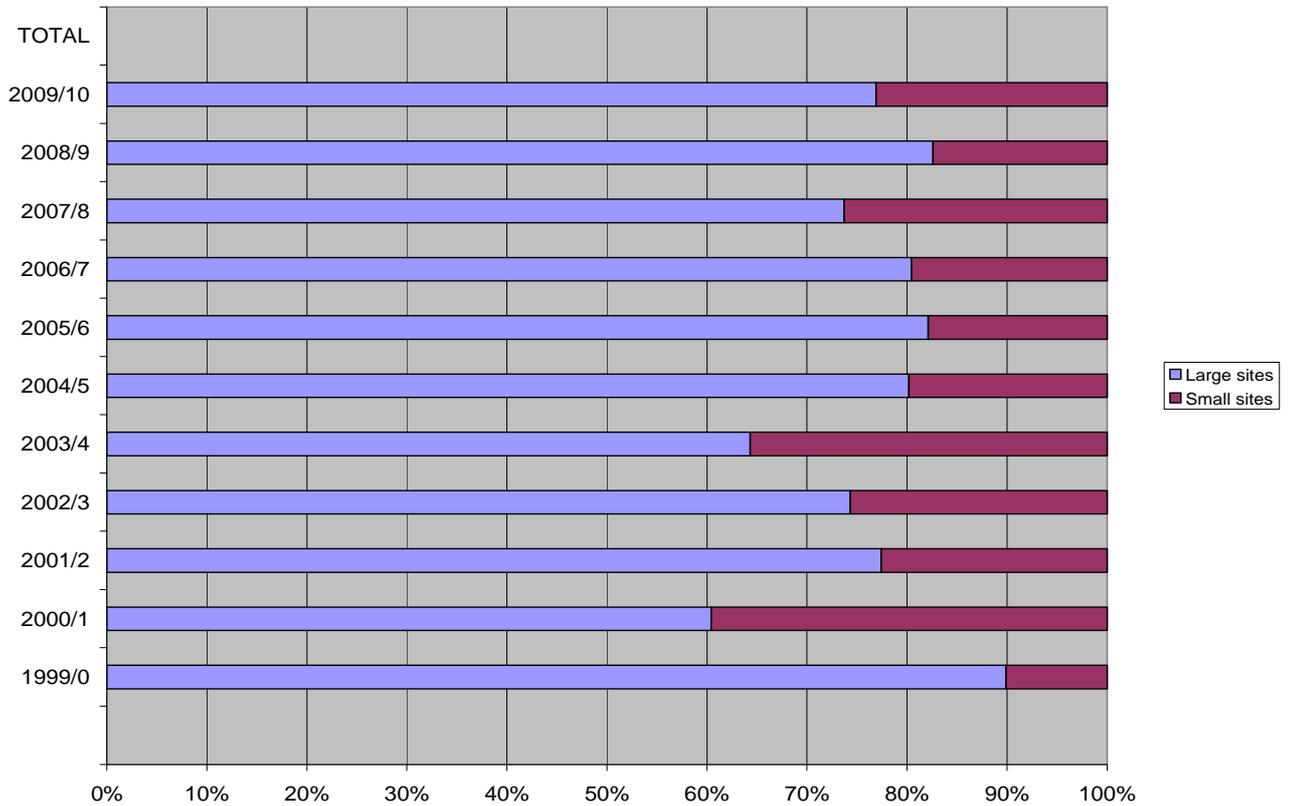


Figure two: Relationship between small windfall sites and large windfall site completions as a percentage total per year.

8.8 Table two shows a further breakdown of completed dwelling by type and size. Analysis of all properties built this year shows that of the total (gross) 342 dwellings completed 37 (just over one tenth) were 1 bed, 166 (just short of half) were 2 bed, 117 (just over one third) were 3 bed and just 21 (under one fifteenth) had 4 or more bedrooms.

Dwelling Type	No. Of Bed Units	Total
---------------	------------------	-------

	1 Bed	2 Bed	3 Bed	4 Bed	
Houses & Bungalows	1	64	99	21	185 (54 %)
Flats & Maisonettes	36	103	18	0	157 (45%)
Total	37	167	117	21	342
Totals As %	11%	49%	34%	6%	
Number of dwellings where number of bedroom size was unknown					0

Table two: Completed dwellings by type and size 2009/10

8.9 This is a considerable change in dwelling type distribution when compared against the previous monitoring years. Table three illustrates that for the first time since 2006/07 more houses than flats were completed. This was largely due to the Diglis Basin site and to a lesser extent the Brickfields Road and Royal Worcester Porcelain sites which provided a number of 2, 3 and 4 bed houses.

Year	Houses & Bungalows	Flats & Maisonettes	Unknown
2006/7	423	37	0
2007/8	180	204	0
2008/9	190	241	0
2009/10	186	156	0

Table three: Completed dwellings by type since 2006/7

8.10 The average density of housing completions is monitored so as to allow the authority to examine its performance against PPS3's indicative average of 30 dwellings per hectare. The figure is arrived at using the following methodology, "Average density equals the sum of all housing completions (gross) on sites and phases of sites completed in 2009/10, divided by the total net site area of all sites and site phases involved." (Residential Land Availability guidance notes, 2009).

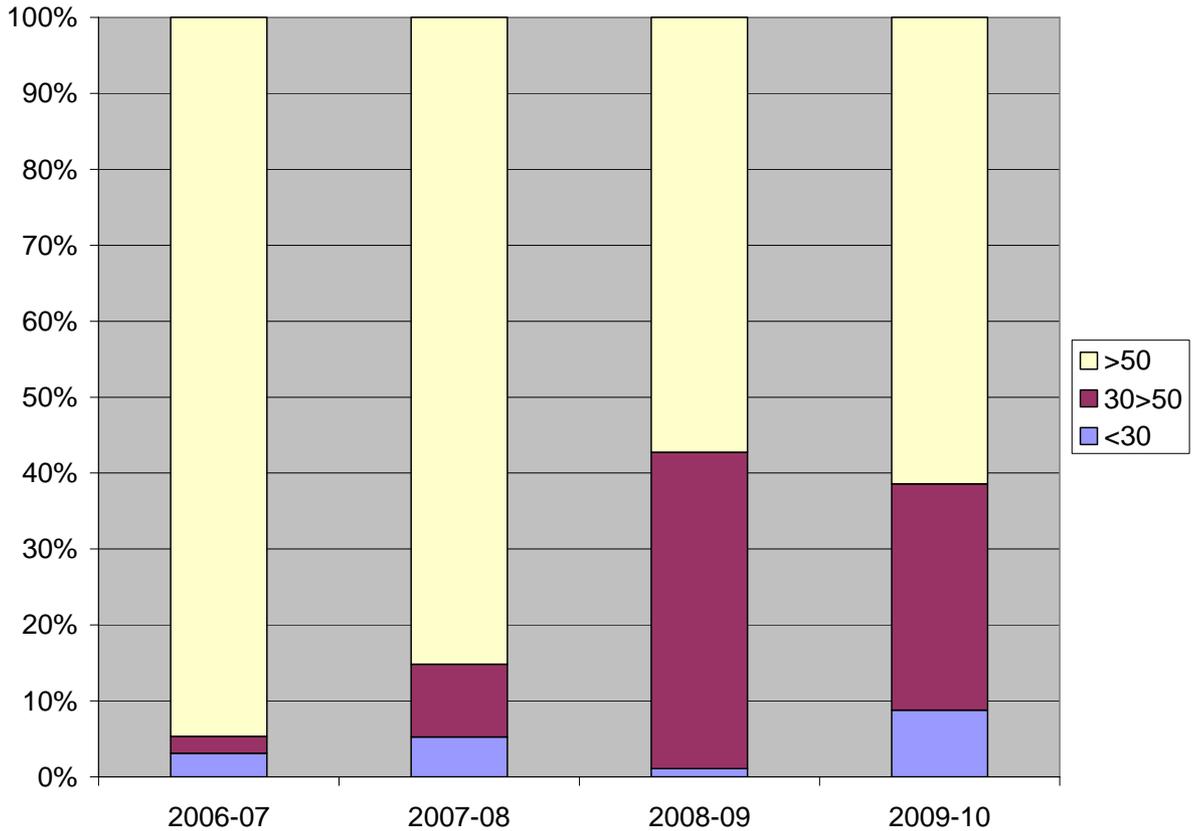


Figure three: Dwelling density by band

8.11 While this provides a national comparable statistic it is important to note that measurements of densities on smaller sites are less meaningful. This is because a high proportion of developments include only part of a site, such as flats over shops, the subdivision of dwellings or changes of use of parts of buildings. The report has therefore split the average net density between small sites (one to four dwellings) and large sites (five or more dwellings) to better illustrate dwelling densities. The average density for completions on fully completed small sites was 40.45 dwellings per hectare. The mean average net density of dwellings on fully completed large sites was approximately 62.48 dwellings per hectare. This gives an overall average density of housing completions in Worcester City of 60.39 dwellings per hectare. This is significantly down on the figure for monitoring year 2008/09 which was at 144 dwellings per hectare.

8.12 As well as the average density, density by band is monitored. This groups housing densities into three bands- less than 30 dwellings per hectare, between 30 and 50 dwellings per hectare, and more than 50 dwellings per hectare. This can be particularly helpful in those authorities where, due to the nature of the authority, densities tend to be either particularly low or high. A good example locally is the difference between predominantly rural authorities such as Malvern Hills District and Wychavon District and a predominantly urban authority such as Worcester City. The result of the bands provides a clearer picture and helps to unmask the City's averaged net density as stated in paragraph 3.10.

### **Total Demolitions, Conversions and Change of Use in 2009/10**

#### **Demolitions**

8.13 The West Midlands Region requires that demolitions be monitored alongside completions (gross). Local authorities are asked to ensure that all demolitions from the monitoring year, whether they have occurred within or outside the planning process, are included in demolition figures submitted to Government Office of the West Midlands (GOWM) / West Midlands Leadership Board (WMLB). These figures are used to calculate the [AMR Core output Indicator H2b](#) and [National Indicator 154](#). These are used to highlight the type of dwelling being removed from the City's housing stock, where for example demolition activity can be indicative of housing renewal. In the twelve months ending 31 March 2009, 17 dwellings (15 dwellings on large sites and 2 dwellings on small sites) on 3 sites were demolished. The net change was -3 dwellings due to the creation on these sites of 14 new dwellings.

#### **Conversions**

8.14 Conversions are changes to the housing stock resulting from adaptations of existing dwellings. For example one house becoming three flats. In this example, the three flats would equate to a gross gain

of three, where the loss of the house would equate to a loss of one. The net change is therefore +2 dwellings.

- 8.15 In the twelve months ending 31 March 2009, 5 dwellings (0 dwellings on large sites and 5 dwellings on 3 small sites) were provided by way of conversions from existing residential buildings. The net change here equates to +5 dwellings.

### **Change of Use**

- 8.16 These are alterations to buildings either to or from residential dwelling. An example of a loss could be a large house becoming a shop. In this example, the large house would equate to a net loss of one (-1 dwelling). An example of a change of use gain might be a former hotel being converted into twenty flats, in this case the net gain would equate to +20 dwellings.

- 8.17 In the twelve months ending 31 March 2009, change of use from other previous uses accounted for 28 dwellings (0 dwellings on large sites and 28 dwellings on 10 small sites). Out of this total, no dwellings were barn conversions in greenfield locations.

- 8.18 The City Council will continue to monitor the amount of readily available convertible buildings in the District and also whether a trend exists for demolition and new build developments.

### **Net Completions**

- 8.19 This figure is used for Core output indicator H2b and National indicator 154. Both indicators measure the net increase in dwelling stock over one year. This is calculated as the sum of new build completions, minus demolitions, plus any net gain through conversions and changes of use.

8.20 The formula used is  $a - b + c + d = \text{net completions}$

- a = new build completions
- b = demolitions
- c = change of use (net gain)
- d = conversions (net gain)

8.21 Therefore the number of net completions for 2009/10 is **325**

## 9.0 WORCESTER CITY HOUSING LAND POSITION AT APRIL 2010

9.1 At 31 March 2010 there were 844 dwellings with unimplemented outstanding detailed or outline planning permission and 619 dwellings under construction. Thus the gross number of dwellings available (i.e. those under construction and those with planning) totals 1463 compared with 1279 in 2008/9; 1528 in 2007/8; 1544 in 2006/7; and 1398 in 2005/6. This that despite the ongoing difficult economic climate Worcester's housing land position in 2010 is healthier than in 2009. It should be noted however that nearly 300 of these units currently only have outline planning permission.

<b>Housing Land Position at April 2010</b>	
<b>Worcestershire Structure Plan Requirement 96-11</b>	<b>3027</b>
Gross Completions 1996-2010	3138
Gross Commitments at April 2010 <i>(Dwellings under construction)</i> <i>(Dwellings outstanding)</i>	1463 619 844
<b>Residual Balance</b> <i>((Completions (3138) + Commitments (1463) + Windfall Allowance (0)) - WSP requirement (3027))</i>	<b>+1574</b>
<b>Local Plan Housing Allocations at April without the benefit of planning permission (deliverable)</b>	
Diglis/Bath Rd	30 (0)
Cedar Ave.	45 (45)
A44 Service Station	25 (0)
Barbourne/Brewery Road	30 (30)
<b>Total Allocations</b>	<b>130 (75)</b>
<b>Potential Oversupply</b> <i>Residual Balance (1574) + Total Allocations (130)</i>	<b>1704 dwellings</b>

Table four: Housing land position at April 2010

- 9.2 Approximately 78% of all dwelling plots with unimplemented planning permission are located on previously developed (Brownfield) land. This ratio will be monitored in future reports.

	Detailed permission	Outline permission	Total Housing	% total
<b>Greenfield land</b>	34	288	322	22.0%
<b>Brownfield land</b>	1141	0	1141	78.0%
<b>TOTAL</b>	<b>1175</b>	<b>288</b>	<b>1463</b>	<b>100%</b>
<b>Large sites (10+)</b> (Includes Local Plan sites)	930	288	1218	83.25%
<b>Small site (1 – 4)</b>	245	0	245	16.75%
<b>TOTAL</b>	<b>1175</b>	<b>288</b>	<b>1463</b>	<b>100%</b>

Table five: Housing land with permission at 31 March 2010 (including under construction).

- 9.3 Out of the 1463 gross commitments at April 2010 approximately 91 dwellings, with outstanding permission, consist of change of use, conversions or subdivisions<sup>3</sup>, either from residential properties or other types of buildings, all of which are to take place on small sites. And approximately 16 dwellings are new build which may involve demolition<sup>2</sup>. Sites with outline permission are not considered for this calculation because the re-use or demolition of any existing buildings on site may not be finalised.

### **Affordable Housing**

- 9.4 In the monitoring year 2009/10, 82 affordable housing units were completed across sites in the District. This is a decrease on the 149 units completed in the year 2008/09, which can be partly explained by the relatively small number of completions on larger sites such as Diglis Basin and the fact that the royal Worcester Porcelain site, despite completing 100 units, completed no affordable units in the last

year. The relatively small number of affordable homes provided in the monitoring year 2009-10 can at least in part be explained by the phasing of the building of affordable homes on large sites such as Diglis Basin and Royal Worcester Porcelain. On such sites the building of affordable homes is triggered after certain numbers of market homes are completed. It so happens that few such triggers have been reached in the year 2009-10, resulting in fewer affordable homes being completed. It is expected that more of said triggers will be reached next year resulting in more affordable home completions.

9.5 In addition to the 82 new affordable units completed, a further 10 affordable homes were created by way of purchase by Housing Associations. Stonham HA purchased 7 units across the city, while one unit in Powderham Drive was added and two units were moved to an RSL Rent scheme by way of a mortgage rescue scheme. Therefore a total of 92 affordable housing units were added to the city's stock in the year

Location	RSL Rent Scheme	RSL Shared Ownership Scheme	Intermediate Market Rent	Total Completions
Brickfields Drive	10	10	6	26
Canada Way	21	0	0	21
Land at Goodrest Walk, Rainbow Hill	13	0	0	13
Goldsmith Road	3	0	0	0
Garage site at Langdale Drive	0	6	0	6
Garage site at Chatcombe Drive	4	0	0	4
Garage site at Leckhampton Close	9	0	0	9
<b>Total</b>	<b>60</b>	<b>16</b>	<b>6</b>	<b>82</b>

Table six: Total Affordable Housing Completions during 2009-2010.

## **10.0 PROGRESS TOWARDS MEETING WORCESTER CITY'S HOUSING TARGETS AND FIVE YEAR LAND SUPPLY**

- 10.1 Planning Policy Statement 3, Housing (PPS3) states that from 1st April 2007 local planning authorities will need to assess and demonstrate the extent to which existing local plans meet the requirement to identify and maintain a 'rolling 5 year supply' of deliverable land for housing.
- 10.2 This chapter sets out an assessment of whether there is a five year supply of deliverable housing land in Worcester City.
- 10.3 The components of the development plan for Worcester City, which form the basis of the housing land supply assessment are the adopted Balanced Housing Market Development Plan Document, the Worcestershire County Structure Plan Saved Policies (1996-2011) and the adopted Regional Spatial Strategy.
- 10.4 The existing West Midlands regional spatial Strategy was originally published as Regional Planning Guidance for the West Midlands (RPG11) in June 2004. When publishing the document, the Secretary of State indicated that an early review of certain aspects of the document needed to be undertaken. The subsequent revision of the WMRSS has been taken forward in three phases. The Phase Two Revision proposes both the deletion and amendment of existing adopted WMRSS policies and supporting text and also the inclusion of new policies and text
- 10.5 The preferred option for housing growth (WMRSS Phase two - Page 75) allocates South Worcestershire 24,500 dwellings up to 2026. A significant outcome of the RSS phase two draft revision is Worcester City's status as a settlement of significant development, a growth point in the region and its resultant allocation of 10,500 dwellings. It is

recognised that Worcester City's administrative area cannot accommodate this level of growth within its boundary. The RSS phase two draft revision requires that roughly 7,300 dwellings of the allocation will need to be located adjacent to Worcester within the districts of Malvern Hills and Wychavon. This is recognised in the South Worcestershire Joint Core Strategy Preferred Options Paper

### **Delivering Housing Land**

- 10.6 Planning Policy Statement 3 states that to be deliverable, the sites for housing supply should be available, suitable and achievable within a five year period.
- 10.7 For sites to be considered **available**, we have considered sites which:
- are under construction; or
  - have planning permission (i.e. commitments)
  - are allocated sites on the adopted Local Plan Development Plan currently without planning permission but are owned by a developer or have known developer interest or are advertised for sale.
- 10.8 For sites to be considered **suitable**, sites should be in a suitable location and contribute to the creation of sustainable mixed communities. There is no single agreed definition of the term 'sustainable community', but the Department of Communities and Local Government (DCLG) suggests that such a community should be;
- 10.9 *"...places where people want to live and work, now and in the future. They meet the diverse needs of existing and future residents, are sensitive to their environment, and contribute to a high quality of life. They are safe and inclusive, well planned, built and run, and offer equality of opportunity and good services for all".* – Extract from DCLG website – 'What is a Sustainable Community?'

- 10.10 Sites allocated in existing plans or with planning permission for housing will generally be suitable but it may be necessary to review sites to see if circumstances have changed to alter their suitability.
- 10.11 For sites to be considered achievable sites should be:-
- a) under construction; or
  - b) have no known ownership constraints (for example, owner does not wish to sell the site or the site has multiple occupation); and
  - c) have no known physical or environmental constraints; and
  - d) have no conditions or section 106 agreements that prevent the development within the 5 year period.
- 10.12 For the purposes of the April 2010 to March 2015 (5 year) housing land supply all sites with full or outline planning permission, sites under construction and allocated sites for housing at 31 March 2010 were studied. These sites are a mixture of new build, change of use and conversions varying from 1 dwelling to 456 dwellings and include both greenfield and brownfield sites.
- 10.13 Windfall sites with planning permission have a good probability of delivering housing and therefore have not been individually assessed for this submission. Conversely the larger allocated Local Plan sites which are either still undeveloped or have the benefit of planning permission have been assessed for deliverability. There are 4 Local Plan allocated sites still to be fully built out (See below). All 6 sites have been assessed against the deliverability criteria and sites Worcester City FC, Earls Court, Cedar Avenue, A44 Service Station, Diglis Road and Barbourne Rd/Brewery Walk are the only sites considered deliverable over the next 5 years.

Four City Council Balanced Housing Market DPD allocated sites still to be built out

- Worcester City FC, St George's Lane (Full PP)
- Earls Court (Outline PP)
- Cedar Avenue
- A44 Service Station
- Diglis Road
- Barbourne Rd/Brewery Walk

## 11.0 THE FIVE YEAR SUPPLY OF DELIVERABLE HOUSING LAND AS OF 31<sup>ST</sup> MARCH 2010

11.1 The assessment shows that there is a five year supply of housing land in Worcester City. The figures for the five year land supply are based on the schedules in the appendices of this document.

### Five year housing land supply calculation

11.2 The following calculation examines Worcester City's deliverable five year housing land supply.

Five Year Housing Land Supply requirements 1 <sup>st</sup> April 2009 to 31 <sup>st</sup> March 2015		Balanced Housing Market DPD	Adopted WMRSS	Emerging WMRSS
		Figures based against Balanced Housing Market DPD	Figures based against RSS figures 2001 - 2021	Figures based against WMRSS Draft Revision figures 2006 - 2026
<b>5 year target</b>		<b>771</b>	<b>972.4</b>	<b>800</b>
Commitments (net)	<i>(Under Construction)</i>	619	619	619
	<i>(Outstanding)</i>	844	844	844
	<b>Total</b>	<b>1463</b>	<b>1463</b>	<b>1463</b>
Local Plan Allocations without PP (H3)		75	75	75
<b>Total Supply</b>		<b>1538</b>	<b>1538</b>	<b>1538</b>
<b>Balance</b>		<b>+767</b>	<b>+565</b>	<b>+738</b>
<b>Total calendar housing supply</b>		<b>Approx 9.79 years supply</b>	<b>Approx 7.9 years supply</b>	<b>Approx 9.6 years supply</b>

Table seven: Housing Land Supply at April 2010

### Identifying Housing Provision Targets

11.3 The first stage in assessing Worcester City's housing land supply is to identify the housing provision targets. The Five Year (1st April 2010 to

31st March 2015) Housing Land Supply requirements table identifies two possible targets for Worcester City. These are:

- Column 1 – Figures based on the Balanced Housing Market Development Plan Document
- Column 2- Figures based against the adopted WMRSS figures 2001 – 2021
- Column 3 - Figures based against Emerging WMRSS – Preferred Option Phase 2 Partial Review 2006 – 2026

### **COLUMN ONE**

- 11.4 Five year land supply calculation, based on the Balanced Housing Market Development Plan Document.

The following calculation is as follows:

Number of homes required equals:

1. Regional Spatial Strategy requirement based on the Structure Plan proportions = 3,027 minus net number of homes built since 2001 (3,027 minus 2,896) = 131

plus

2. Regional Spatial Strategy requirement 2006 to 2026 = 3200 homes divided by 20 years = 160 homes per year. Five year land supply is made up from the one remaining years from the current development plan document period plus four years Regional Spatial Strategy allocation = 131 + 640. Therefore, the target to meet until 2014 is 771 homes.

This is how the target will be met:

Add

1. The total number of homes currently under construction = 619





to 2026 = 3200 = 160 per annum. 160 dwellings x 5 years = 800 dwellings). This calculation is provided for contextual purposes only (as advised in CLG) and does not form part of the MHDC HPDG return. It should be noted that the Emerging WMRSS phase 2 partial review contains no indicative phasing requirements.

The following calculation shows how the target will be met:

Add

The total number of homes currently under construction = 844

to

The total number of homes with outstanding outline and full planning permissions = 770

**= 1463**

then add

The number of homes on allocated sites due to be completed by 2015  
**(1463 + 75) = 1538**

This totals 1538 homes, which are to be provided. This will mean a surplus of 738 dwellings or a 7 year housing land supply. This calculation is shown below.

$1538 \text{ (supply)} \div 800 \text{ (target)} \times 5 = 9.61 \text{ years}$

**Therefore WCC can demonstrate 9.6 years supply of housing land.**

### **Conclusion**

- 11.7 The assessment, based on column one, demonstrates that **Worcester City has a five year housing land supply.** Indeed Worcester City can demonstrate a housing supply of 10.1 years.

<b>YEAR</b>	<b>Balanced Housing Market DPD</b>	<b>Adopted WMRSS</b>	<b>Emerging WMRSS</b>
2007/2008	7.74 years	7.0 years	13.1 years
2008/2009	7.65 years	6.75 years	12.58 years
2009/2010	9.79 years	7.9 years	9.6 years

Table eight: Five year housing land supply per year since 2007.

# **PART D**

# **WYCHAVON DISTRICT**

## 12.0 WYCHAVON DISTRICT HOUSING COMPLETIONS 2009 to 2010

12.1 This section examines the number and make up of houses completed with Wychavon District in 2009/10. The section is split into two themes, firstly total annual new build completions and secondly demolitions, conversions and change of use. The combined result of these two themes provides the study with a net completion figure. The net figure, along with previous years, is used to monitor against housing targets set by the WMRSS.

### Total Annual New Build Completions in 2009/10

12.2 In the twelve months ending 31 March 2010 a total of 178 dwellings (Gross) were completed in Wychavon District. Taking into account demolitions, changes of uses out of dwellings, replacement dwellings and losses due to conversions, the net increase to the dwelling stock was 156. This is substantially below the annual mean average of 460 net completed dwellings per year between 1996/7 and 2009/10. The 2009/10 monitoring period, illustrates the fall in completions as a result of the global recession which has affected both house prices and the performance of the construction industry.

Year	Total Annual New Build Completions (gross)	Demolitions	Conversion losses / gains	Change of use losses / gains	Total Net Completions
1996/7	660	0	0	0	660
1997/8	772	0	0	1	773
1998/9	713	2	0	0	711
1999/0	641	15	0	1	627
2000/1	672	3	0	0	669
2001/2	400	4	0	0	396
2002/3	479	13	0	1	467

Year	Total Annual New Build Completions (gross)	Demolitions	Conversion losses / gains	Change of use losses / gains	Total Net Completions
2003/4	551	27	0	0	524
2004/5	419	4	0	2	417
2005/6	333	10	0	0	323
2006/7	220	10	5	31	246
2007/8	240	8	1	32	265
2008/9	189	4	2	23	210
2009/10	127	22	2	49	156
<b>TOTAL</b>	<b>6416</b>	<b>122</b>	<b>10</b>	<b>140</b>	<b>6444</b>

#- no comparative data available

Table one: Housing Completions 1996 – 2009 (Calculation = Column 1 minus Column 2, plus Column 3 and Column 4).

- 12.3 The total amount of new builds in this monitoring period equates to 127 dwellings.
- 12.4 There were 5 completed dwellings (5 sites) during the 2009/10 monitoring period which met the housing land monitor's definition of residential subdivision.
- 12.5 The proportion of new housing completed on previously developed-land, as illustrated in figure one, has generally increased since 1996/7, a reflection of a higher proportion of completed dwellings on previously-developed allocated sites as identified in Policy GD1, GD2 and SUR1 of the adopted Local Plan (2006). Furthermore it reflects Wychavon District Council's adherence to *PPS3: Housing's* aim for a flexible responsive supply of land.

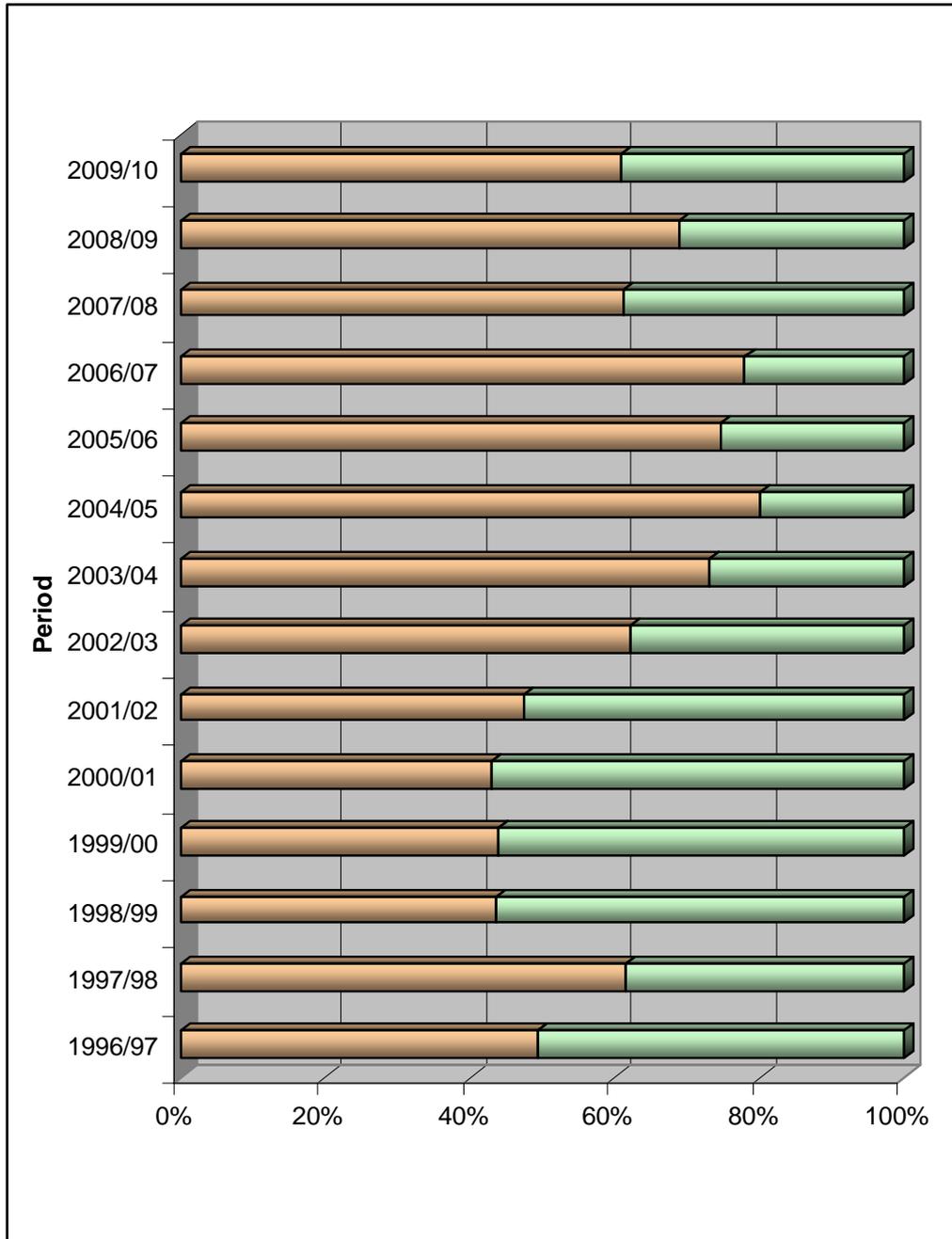


Figure one: Relationship between brownfield (brown columns) and Greenfield (green columns) net completions over time.

- 12.6 Of the total number of **Net completions** during the year, there were:
- 40 dwellings ( $40/156 \times 100 = 26\%$ ) completed on **local plan allocated sites**. This compares with 74 dwellings ( $74/210 \times 100 = 35\%$ ) last year, 62 dwellings ( $62/265 \times 100 = 24\%$ ) in the year 2007/8 and 21 dwellings ( $21/246 \times 100 = 9\%$ ) in year 2006/7;

- 103 windfall dwellings ( $103/156 \times 100 = 66\%$ ) completed on sites of **9 dwellings or less**. This compares with 106 dwellings ( $106/210 \times 100 = 51\%$ ) last year, 104 dwellings ( $104/265 \times 100 = 39\%$ ) in the year 2007/8 and a mean average of 118 dwellings between years 1996/7 and 2007/8;

And 13 of the dwellings completed in 2009/10 were neither allocated sites or windfall sites ( $13/156 \times 100 = 8\%$ ), 30 of the dwellings completed last year were neither allocated sites or windfall sites ( $30/210 \times 100 = 14\%$ ), 75 of the dwellings completed in 2007/08 were neither allocated sites or windfall sites ( $75/265 \times 100 = 28\%$ ) and a mean average of 346 dwellings between the years 1996/7 and 2007/8;

- 0 windfall dwellings (0%) were completed on sites of 10 **dwellings or more**. This compares with 0 dwellings (0%) last year, 24 dwellings ( $24/265 \times 100 = 9\%$ ) in the year 2007/8 and a mean average of 0 dwellings between years 1996/7 and 2007/8;  
**(See Appendices 6a and 6b for further information)**

12.7 As figure two illustrates, previous years indicate a trend towards a greater importance of smaller sites to the housing supply.

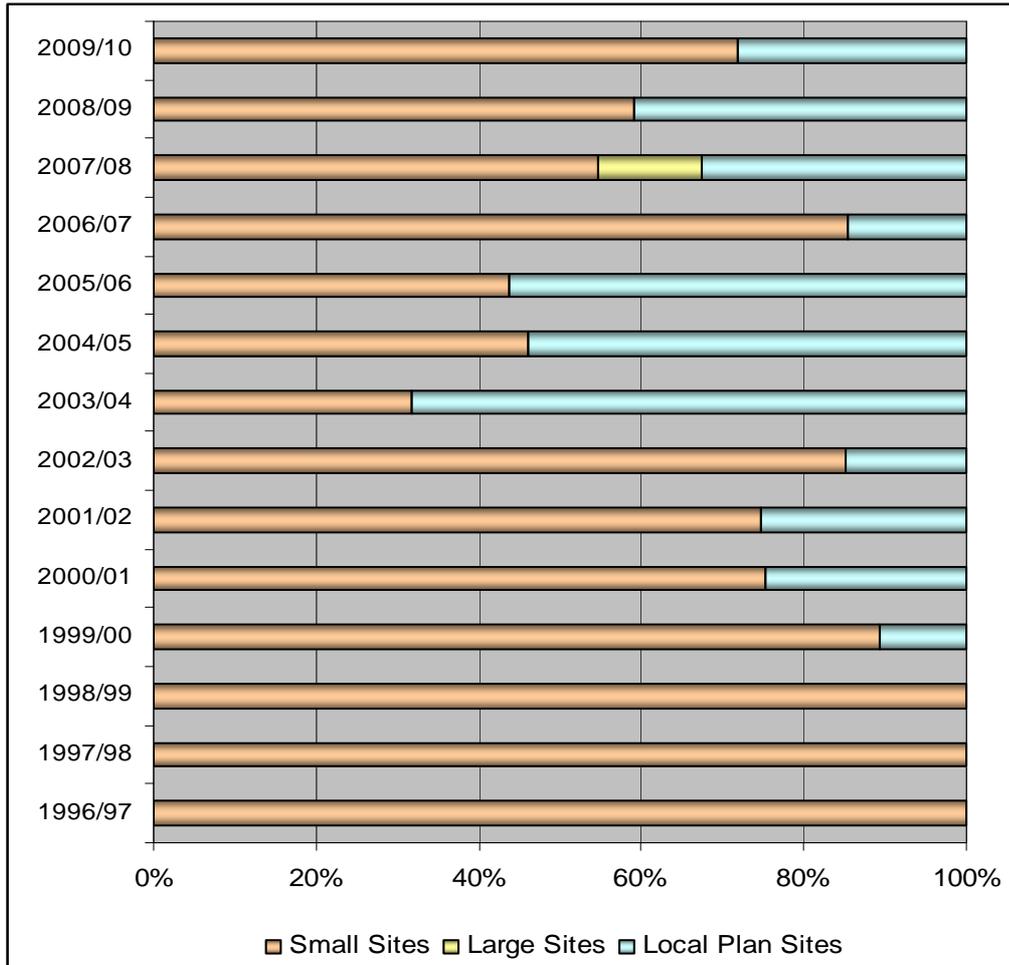


Figure two: Relationship between small windfall sites, large windfall sites and local plan allocated site completions as a percentage total per year.

12.8 Table two shows a further breakdown of completed dwelling by type and size. Analysis of all properties built this year shows that of the total 156 dwellings completed, 128 were houses (77%), 20 were flats (12%) whilst the remaining 8 dwellings (11%) do not have sufficient detail to ascertain the amount of bedrooms. The change in housing type distribution can be attributed to the market conditions and the emphasis on smaller sites.

Dwelling Type	No. Of Bed Units				Total
	1 Bed	2 Bed	3 Bed	4 Bed	
Houses &	8	25	47	48	128

Dwelling Type	No. Of Bed Units				Total
	1 Bed	2 Bed	3 Bed	4 Bed	
Bungalows					
Flats & Maisonettes	12	7	1	0	20
Total	20	32	48	48	148
Totals As %	13.6%	21.6%	32.4%	32.4%	100%
Number of dwellings where number of bedroom size was unknown					8

Table two: Completed dwellings by type and size 2009/10

12.9 The above table illustrates that as a result of smaller windfall sites making up a considerable amount of the District's housing completions there is a greater emphasis on three or four bedroom houses. As more Local Plan (2006) allocations come forward it is likely that smaller units will make up more of the completions.

Year	Houses & Bungalows	Flats & Maisonettes	Unknown
2009/10	128	20	8
<b>TOTAL</b>	<b>128</b>	<b>20</b>	<b>8</b>

Table three: Completed dwellings by type since 2006/7

12.10 The total average net density of completed sites and or completed phases, as quoted to the GOWM / WMLB, was 13.36 dwellings per hectare. The average density of housing completions is monitored so as to allow the authority to examine its performance against PPS3's former indicative average of 30 dwellings per hectare. The figure is arrived at using the following methodology, "Average density equals the sum of all housing completions (gross) on sites and phases of sites completed in 2009/10, divided by the total net site area of all sites and site phases involved." (Residential Land Availability guidance notes, 2009). It should be noted that since June 2010 the

indicative average density was removed from PPS3 and is no longer a feature of national planning policy.

- 12.11 While this provides a national comparable statistic it is important to note that measurements of densities on smaller sites are less meaningful. This is because a high proportion of developments include only part of a site, such as flats over shops, the subdivision of dwellings or changes of use of parts of buildings. The study has therefore split the average net density between small sites (one to nine dwellings) and large sites (ten or more dwellings) to illustrate a better account of dwelling densities. The average density for completions on fully completed small sites was 20.21 dwellings per hectare. Conversely, the mean average net density of dwellings on fully completed large sites was approximately 40.77 dwellings per hectare.
- 12.12 As well as the average density, density by band is monitored. This can be particularly helpful in those authorities where, due to the nature of the authority, densities tend to be either particularly low or high. A good example locally is the difference between predominantly rural authorities such as MHDC and Wychavon District and a predominantly urban authority such as Worcester City. The result of the bands provides a clearer picture and helps to unmask the District's averaged net density as stated in paragraph 3.12.

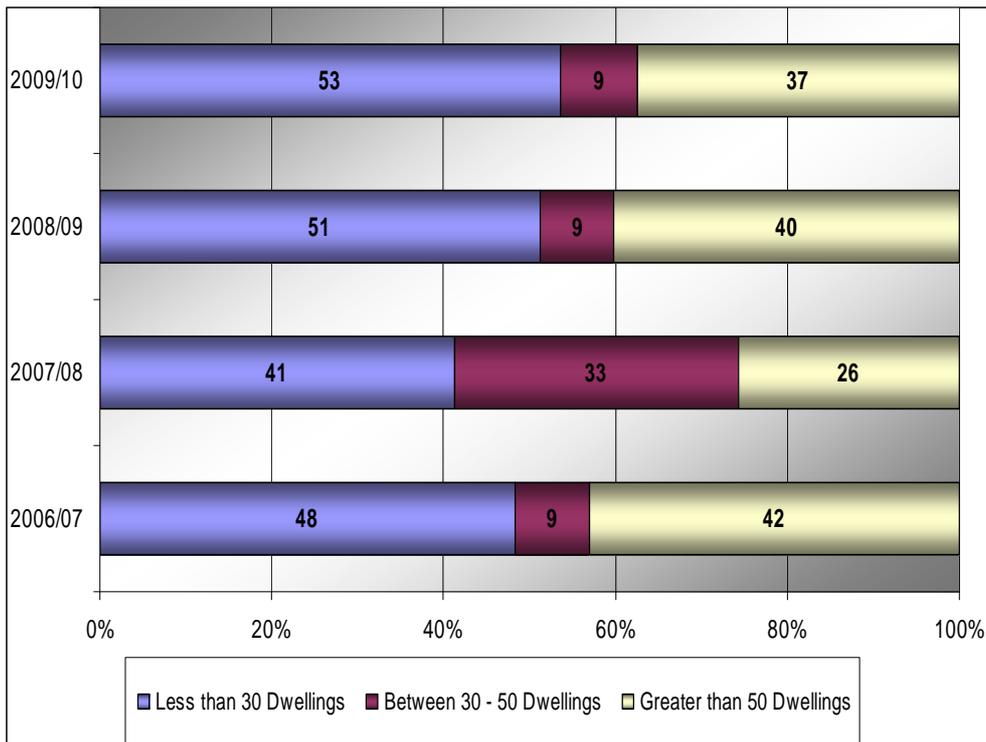


Figure three: Average density of completed dwellings (may not refer to all sites)

### Total Demolitions, Conversions and Change of Use in 2009/10

#### Demolitions

12.13 The WMRSS requires that demolitions be monitored alongside completions (gross). Local authorities are asked to ensure that all demolitions from the monitoring year, whether they have occurred within or outside the planning process, are included in demolition figures submitted to GOWM / WMLB. These figures are used to calculate the [AMR Core output Indicator H2b](#) and [National Indicator 154](#). There are used to highlight the type of dwelling being removed from the District's housing stock, where for example demolition activity can be indicative of housing renewal. In the twelve months ending 31 March 2009, 26 dwellings (1 dwelling on large site and 25 dwellings on small sites) on 9 sites were demolished.

### **Conversions**

- 12.14 Conversions are changes to the housing stock resulting from adaptations of existing dwellings. For example one house becoming three flats. In this example, the three flats would equate to a gross gain of three, where the loss of the house would equate to a gross loss of one. The net change is therefore +2 dwellings.
- 12.15 In the twelve months ending 31 March 2009, 5 dwellings (0 dwellings on large sites and 5 dwellings on small sites) on 5 sites were provided by way of conversions from existing residential buildings.

### **Change of Use**

- 12.16 These are alterations to buildings either to or from residential dwelling. An example of a loss could be a large house becoming a shop. In this example, the large house would equate to a net loss of one (-1 dwelling). An example of a change of use gain might be a former hotel being converted into twenty flats, in this case the net gain would equate to +20 dwellings.
- 12.17 In the twelve months ending 31 March 2009, change of use from other previous uses accounted for 49 dwellings (0 dwellings on large sites and 49 dwellings on small sites) on 24 sites. Out of this total, 9 dwellings or 2 sites were barn conversions in Greenfield locations.
- 12.18 The study will continue to monitor the amount of readily available convertible buildings in the District and also whether a trend exists for demolition and new build developments.

### **Net Completions**

- 12.19 This figure is used for Core output indicator H2b and National indicator 154. Both indicators measure the net increase in dwelling stock over one year. This is calculated as the sum of new build completions, minus demolitions, plus any net gain through conversions and changes of use.

12.20 The formula used is  $a - b + c + d = \text{net completions}$

- $a = \text{new build completions} = 127$
- $b = \text{demolitions} = 22$
- $c = \text{change of use (net gain)} = 49$
- $d = \text{conversions (net gain)} = 2$

12.21 Therefore the number of net completions for 2009/10 is **156**

## 13.0 WYCHAVON DISTRICT HOUSING LAND POSITION AT APRIL 2010

13.1 At 31 March 2010 there were 848 dwellings with unimplemented outstanding detailed or outline planning permission, 116 dwellings under construction and 16 local plan allocated sites (478 dwellings) without planning permission. Thus the gross number of dwellings available (i.e. those under construction, with planning permission or a local plan site) totals 1442 compared with 1487 in 2008/9; 1643 in 2007/8; 1704 in 2006/7; and 1344 in 2005/6. This illustrates the decreasing number of planning permissions granted as the market has slowed, caused by the global recession.

<b>Housing Land Position at April 2010</b>	
<b>Worcestershire Structure Plan Requirement 96-11</b>	<b>7450</b>
Gross Completions 1996-2010	6416
Gross Commitments at April 2010 <i>(Dwellings under construction)</i> <i>(Dwellings outstanding)</i>	1070 <i>(Unknown)</i> <i>(Unknown)</i>
Assuming a 2% non-implementation rate	1049
Windfall Allowance 1/4/2006 to 31/3/2011 <i>(Based upon WCSP EIP Panel approved methodology)</i>	Zero (in last year of plan)
<b>Residual Balance</b> <i>((Completions (6416) + Commitments (1070) + Windfall Allowance (0)) - WSP requirement (7450))</i>	<b>36</b>
<b>Local Plan Housing Allocations at April 2010</b>	
Canal Basin Project (mixed use), Droitwich Spa	80
Willow Court, Westwood Road, Droitwich Spa	24
Land Rover Garage, Hanbury Road, Droitwich Spa	70
Former Gas Depot, Common Road, (mixed use)	20

Evesham	
Inland Revenue, Burford Road, Evesham	10
Land rear of Lime Street/Northwick Road, Evesham	50
Children's Home, Peewit Road, Evesham	18
Health Centre, Lower Priest Lane, Pershore	15
Garage Court, St Andrews Road, Pershore	10
Garage Court, Abbots Road, Pershore	13
Garage Court, Mill Lane, Pershore	14
Land rear of High Street (mixed use), Pershore	40
Garage, High Street (mixed use), Pershore	34
Ivy Lane, Bretforton	20
Nursery, Bewdley Lane/Blind Land (mixed use) Evesham	40
Moreton House, Fernhill Heath (P.D.L)	20
<b>Total Allocations</b>	<b>478</b>
<b>Potential Oversupply</b> <i>Residual Balance (36) + Total Allocations (478)</i>	<b>514 dwellings</b>

Table four: Housing land position at April 2010

- 13.2 Approximately 21% of all dwelling plots with outstanding planning permission are located on previously developed (Brownfield) land. This ratio will be monitored in future studies.

	Detailed permission	Outline permission	Total Housing	% total
<b>Greenfield land</b>	280	94	374	36.8%
<b>Brownfield land</b>	617	25	642	63.2%
<b>TOTAL</b>	<b>897</b>	<b>119</b>	<b>1016</b>	<b>100%</b>
<b>Large sites (5+)</b> (Includes Local	3598	157	3755	67.6%

Plan sites)				
<b>Small site (1 – 4)</b>	1719	81	1800	32.4%
<b>TOTAL</b>	<b>5317</b>	<b>238</b>	<b>5555</b>	<b>100%</b>

Table five: Housing land with permission at 31 March 2010 (including under construction).

- 13.3 Out of the 1070 gross commitments at April 2010 approximately 102 dwellings, with outstanding permission, consist of change of use, conversions or subdivisions<sup>3</sup>, either from residential properties or other types of buildings, all of which are to take place on small sites. And approximately 53 dwellings are new build which may involve demolition<sup>2</sup>. Sites with outline permission are not considered for this calculation because the re-use or demolition of any existing buildings on site may not be finalised.

**Affordable Housing**

- 13.4 In the monitoring year 2009/10, no affordable housing units were completed across sites in the District. This is fairly consistent with the low number of affordable housing completions in 2008/09 monitoring period (6) and is largely a reflection of smaller sites making up the majority of completions (many of these sites are below the threshold which requires affordable housing to be delivered on-site).

Location	RSL Rent Scheme	RSL Shared Ownership Scheme	Total Completions	Total Homes Delivered
Wychavon	0	0	0	0
Total	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>

Table six: Total Affordable Housing Completions during 2009-2010.

## **14.0 PROGRESS TOWARDS MEETING WYCHAVON DISTRICT'S HOUSING TARGETS AND FIVE YEAR LAND SUPPLY**

- 14.1 Planning Policy Statement 3, Housing (PPS3) states that from 1st April 2007 local planning authorities will need to assess and demonstrate the extent to which existing local plans meet the requirement to identify and maintain a 'rolling 5 year supply' of deliverable land for housing.
- 14.2 This chapter sets out an assessment of whether there is a five year supply of deliverable housing land in Wychavon District.
- 14.3 The components of the development plan for Wychavon District which form the basis of the housing land supply assessment are the adopted Wychavon District Local Plan (1996-2011) Saved Policies, Worcestershire County Structure Plan Saved Policies (1996-2011) and the West Midlands Regional Spatial Strategy (formerly RPG11).
- 14.4 The existing WMRA was originally published as Regional Planning Guidance for the West Midlands (RPG11) in June 2004. When publishing the document, the Secretary of State indicated that an early review of certain aspects of the document needed to be undertaken. The subsequent revision of the WMRSS has been taken forward in three phases. The Phase Two Revision proposes both the deletion and amendment of existing adopted WMRSS policies and supporting text and also the inclusion of new policies and text. Of particular interest to this study is the inclusion of policy CF3: Level and Distribution of New Housing Development and its requirement for Wychavon District to provide 9,100 dwellings from 2006 up to 2026.
- 14.5 The preferred option for housing growth (WMRSS Phase two - Page 75) allocates South Worcestershire 24,500 dwellings up to 2026, of

which 9,100 dwellings are allocated to Wychavon District. A significant outcome of the RSS phase two draft revision is Worcester City's status as a growth point in the region and its allocation of 10,500 dwellings. It is recognised that Worcester City's administrative area cannot accommodate this level of growth within its boundary. The RSS phase two draft revision requires that roughly 7,300 dwellings of the allocation will need to be located adjacent to Worcester within the districts of Malvern Hills and Wychavon. This is recognised in the South Worcestershire Joint Core Strategy Preferred Option Paper

### **Delivering Housing Land**

- 14.6 Planning Policy Statement 3 states that to be deliverable, the sites for housing supply should be available, suitable and achievable within a five year period.
- 14.7 For sites to be considered **available**, we have considered sites which:
- are under construction; or
  - have planning permission (i.e. commitments)
  - are allocated sites in the adopted Local Plan Development Plan Document (adopted 2006) currently without planning permission but are; owned by a developer or have known developer interest; or are advertised for sale.
- 14.8 For sites to be considered **suitable**, sites should be in a suitable location and contribute to the creation of sustainable mixed communities. There is no single agreed definition of the term 'sustainable community', but the Department of Communities and Local Government (DCLG) suggests that such a community should be;
- 14.9 *"...places where people want to live and work, now and in the future. They meet the diverse needs of existing and future residents, are*

*sensitive to their environment, and contribute to a high quality of life. They are safe and inclusive, well planned, built and run, and offer equality of opportunity and good services for all".* – Extract from DCLG website – What is a Sustainable Community?

- 14.10 Sites allocated in existing plans or with planning permission for housing will generally be suitable but it may be necessary to review sites to see if circumstances have changed to alter their suitability.
- 14.11 For sites to be considered achievable sites should be:-
- a) under construction; or
  - b) have no known ownership constraints (for example, owner does not wish to sell site or site has multiple occupation); and
  - c) have no known physical or environmental constraints; and
  - d) have no conditions or section 106 agreements that prevent the development within the 5 year period.
- 14.12 The housing land availability database holds records of all sites with planning permission for residential development, this includes outstanding permissions, under construction permissions and all sites allocated in the Wychavon Adopted Local Plan 2006. For the purposes of the April 2010 to March 2015 (5 year) housing land supply all sites with full or outline planning permission, sites under construction and allocated sites for housing at 31 March 2010 were extracted from the database. These sites are a mixture of new build, change of use and conversions varying from 1 dwelling to 300 dwellings and include both Greenfield and Brownfield sites.
- 14.13 As part of the process to assess the deliverability of the potential sites, as set out in paragraph 54 of PPS3, a number of assumptions have been made Not all Local Plan commitments were considered achievable. Of the 500 Local Plan dwelling commitments all are

considered achievable in five years. (Please see NOTE for windfall allowances and SHLAA unallocated brownfield sites).

- 14.14 Windfall sites with planning permission have a good probability of delivering housing and therefore have not been individually assessed for this submission. Conversely the larger allocated Local Plan sites which are either still undeveloped or have the benefit of planning permission have been assessed for deliverability. There are 19 Local Plan allocated sites still to be fully built out (See Housing Land Position as at Apr 2010 below); 3 have planning permission (5.14 table below); and 16 are without planning permission (478 dwellings).

<b>HLA Study Local Plan previously allocated sites with permission not wholly complete as at 2009/10</b>			
<b>Site_ref</b>	<b>Planning Application no.</b>	<b>Site Address</b>	<b>Parish</b>
06/74A	07/150/PN 08/1621/PN(ALT)	BET 14-24 BADSEY FIELDS LANE	BADSEY
37/083A	09/01203/OU	Land rear of Highfield Road	EVESHAM
67/113A	07/1480/OU	LAND OFF MAIN ROAD	OMBERSLEY

Table 5.14 - Previously Allocated Sites with Planning Permission – not yet wholly complete.

### **The Five Year Supply of Deliverable Housing Land**

- 14.15 The assessment shows that there is a five year supply of housing land in Wychavon District. The figures for the five year land supply are based on the schedules in the appendices of this document.

### **Five year housing land supply calculation**

- 14.16 The following calculation examines Wychavon District’s deliverable five year housing land supply.

Five Year Housing Land Supply requirements 1 <sup>st</sup> April 2009 to 31 <sup>st</sup> March 2015		1. Submitted Calculation	2. Contextual
		Adopted WMRSS	Emerging WMRSS
		Figures based against RSS figures 2001 - 2021	Figures based against WMRSS Draft Revision figures 2006 - 2026
<b>5 year target</b>		<b>1555*</b>	<b>2570**</b>
Commitments (net)	<i>(Under Construction)</i>	<i>(112)</i>	<i>(112)</i>
	<i>(Outstanding)</i>	<i>(835)</i>	<i>(835)</i>
	Total	<b>928<sup>†</sup></b>	<b>928<sup>†</sup></b>
Local Plan Allocations		478	478
<b>Total Supply</b>		<b>1406</b>	<b>1406</b>
<b>Balance</b>		<b>-149</b>	<b>-1164</b>
<b>Total calendar housing supply</b>		<b>Approx 4.5 years supply</b>	<b>Approx 2.7 years supply</b>

Table seven: Housing Land Supply at April 2010

<sup>†</sup>The amount is the sum of the units under construction and outstanding reduced by 2%. This follows the guidance of the Inspector's Report (2005) of the adopted Local Plan (2006).

### Identifying Housing Provision Targets

14.17 The first stage in assessing Wychavon District housing land supply is to identify the housing provision targets. The Five Year (1st April 2010 to 31st March 2015) Housing Land Supply requirements table identifies two possible targets for Wychavon District. These are:

- Column 1 - Figures based against the adopted WMRSS figures 2001 – 2021

- Column 2 - Figures based against Emerging WMRSS – Preferred Option Phase 2 Partial Review 2006 - 2026

COLUMN ONE

14.18 Column 1 (\*) is based against Adopted WMRSS June 2004 as per DCLG instructions and HPDG criteria. Policy CF3 Table 1 of the adopted WMRSS allocates Worcestershire 1200 dwellings between 2007-2011 and 1000 dwellings between 2011-2021. Wychavon's % share is 24.5% based upon previous percentages set out in the WMRSS Phase II Revision Preferred Options (2007), this follows advice from Government Office for the West Midlands (GOWM).

14.19 The following calculation shows the workings of the 5 year target:

Working out the annual rate

$$\text{A) } 2007 \text{ to } 2011 \text{ (1200)} \quad \times \quad 24.5\% \quad = \quad 294/ \text{ annum}$$

$$\text{B) } 2011 \text{ to } 2021 \text{ (1000)} \quad \times \quad 24.5\% \quad = \quad 245/ \text{ annum}$$

Working out the 5 year housing land supply

$$\text{A) } 2007 \text{ to } 2011 \text{ (294)} \quad \times \quad 1 \text{ years} \quad = \quad \text{X } 294$$

$$\text{B) } 2011 \text{ to } 2021 \text{ (245)} \quad \times \quad 4 \text{ years} \quad = \quad \text{X } 980$$

$$\text{TOTAL (A+B)} \quad = \quad \text{x } 1274$$

14.20 The following calculation shows how the target will be met:

Add

The total number of homes currently under construction = 112

to

The total number of homes with outstanding outline and full planning permissions (112 + 835) = 947

This figure should be reduced by 2% to reflect the lapse rate set out in the Inspector's Report (2005) for the adopted Local Plan (2006).

$$(947-2\%) = 928$$

then add

The number of homes on allocated sites due to be completed by 2015

$$(487+928) = 1415$$

This totals 1406 homes, which are to be provided. This is a shortfall of 149 available dwellings. This calculation can be seen on the next page.

$$1406 \text{ (supply)} \div 1555 \text{ (target)} \times 5 = 4.5 \text{ years.}$$

Therefore Wychavon DC can demonstrate 4.5 years supply of housing land.

## COLUMN TWO

- 14.21 Column two (\*\*) establishes a five year target based upon the emerging RSS option 2, 2006 – 2026. The following calculation shows the workings of the 5 year target. (WMRSS Option 2 target for 2006 to 2026 = 9,100 = 455 per annum. 455 dwellings x 5 years = 2275 dwellings). This calculation is provided for contextual purposes only as advised in DCLG. It should be noted that the WMRSS phase 2 partial review contains no indicative phasing requirements.

The following calculation shows how the target will be met:

Add

The total number of homes currently under construction = 112

to

The total number of homes with outstanding outline and full planning permissions (112 + 835) = 947

This figure should be reduced by 2% to reflect the lapse rate set out in the Inspector's Report (2005) for the adopted Local Plan (2006).

$$(947-2\%) = 928$$

then add

The number of homes on allocated sites due to be completed by 2015

$$(478 + 928) = 1406$$

This totals 1406 homes, which are to be provided. This will mean a shortfall of -1164 dwellings or a 2.7 year housing land supply. This calculation is shown below.

$$1406 \text{ (supply)} \div 2570 \text{ (target)} \times 5 = 2.7 \text{ years}$$

Therefore Wychavon DC can demonstrate 2.7 years supply of housing land.

### **Windfall Allowance**

- 14.22 A windfall allowance is not currently included in the Wychavon District five year housing land supply. The adopted Local Plan recognises an expected contribution of windfall sites to come forward per annum. The local plan identifies windfall sites having a major role to play in the supply of housing to meet the needs of the district and as such the Local Plan allocates an allowance of 127 dwellings per annum. Because the adopted Local Plan (2006) is in its last year and following guidance set out in Planning Policy Statement 3 (PPS3) 'Housing' no windfall allowance has been applied.

### **Unallocated brownfield sites**

- 14.23 Further to the Five Year Housing Land Supply Table the recently published South Worcestershire Joint Core Strategy SHLAA has identified a potential of 385 dwellings on unallocated urban brownfield

sites. Guidance states that unallocated brownfield sites may be included in the five year supply of deliverable sites, but only where the LPA is satisfied, having considered the particular circumstances of the specific site, that the site will meet all the tests of deliverability in PPS 3 (Housing) paragraph 54 and will make a significant contribution to the delivery of housing during the relevant 5 year period. No assumptions have been made in this submission about potential unallocated urban brownfield sites. However if included:

- Column one has a potential oversupply of +236 dwellings; and
- Column two has a potential undersupply of -779 dwellings.

14.24 If a windfall allowance and unallocated brownfield sites were to be combined this provides:

- Column one with a potential oversupply of +871 dwellings; and
- Column two with a potential undersupply of -144 dwellings.

**Conclusion**

14.25 The assessment, based on column one, demonstrates that Wychavon District does not have a five year land supply, however the emerging WMRSS five year land supply is continuing to decrease. This is particularly evident in this years’ annual housing provision table where the draft RSS phase II revision illustrates a short fall of -1164 dwellings or roughly 27.6 months short of the five year housing provision target.

YEAR	Adopted WMRSS	Emerging WMRSS
2006/2007	466 per year	455 per year
2007/2008	294 per year	455 per year
2008/2009	294 per year	455 per year
2009/2010	294 per year	455 per year

Table eight: Five year housing land supply per year since 2006.



## GLOSSARY OF TERMS

### **Commencement/Under Construction**

The implementation of a planning permission. The dwelling(s) are under construction but have yet to be completed.

### **Completion**

A dwelling which has been constructed and ready for habitation.

### **Commitment**

A dwelling which has been granted planning permission but is currently under construction or outstanding.

### **DCLG**

The Department of Communities and Local Government sets policy on local government, housing, urban regeneration, planning and fire and rescue. They have responsibility for all race equality and community cohesion related issues in England and for building regulations, fire safety and some housing issues in England and Wales.

### **Dwelling**

The definition of dwelling (in line with the 2001 Census) is a self-contained unit of accommodation. Self-containment is where all the rooms in a household are behind a door, which only that household can use. Non-self contained household spaces at the same address should be counted together as a single dwelling. Therefore, a dwelling can consist of one self-contained household space or two or more non-self-contained spaces at the same address. (CLG, 2008)

### **Greenfield Land**

Greenfield land is defined as land which has not been previously developed. Such land would include public open space, playing fields,

allotments and agricultural land. PPG3 'Housing' states that barn conversions should always be classed as greenfield sites.

### **Total Gross Dwelling Completion**

This is the total annual number of dwellings completed

### **HPDG**

Housing Planning Delivery Grant. This was established in 2007 to reward local authorities for improved delivery of housing and other planning outcomes as part of their strategic, place shaping role and to provide more support to communities and local councils who are actively seeking to deliver new homes. The grant replaces the Planning Delivery Grant which has been paid since 2002-03.

### **Total Net Dwelling Completion**

This is the total annual number of dwellings completed minus demolitions, changes of uses out of dwellings, replacement dwellings and losses due to conversions.

### **Non-Implementation Rate**

The Worcestershire County Structure Plan Examination In Public Panel recommended a discount/non-implementation rate of 2% is applied to commitments to take account of those dwellings which have been granted permission but which are not implemented. This discount/non-implementation rate has been used when calculating the housing land position in Table One of this Report.

### **ONS**

Office for National Statistics

### **PDL**

Previously Developed Land

## **PPS / PPG**

Planning Policy Statement / Planning Policy Guidance

### **Replacement Dwelling**

Where an existing dwelling is replaced by another. This usually involves either the demolition and rebuilding of the existing dwelling. Within the Worcestershire County Structure Plan housing provision totals, a replacement dwelling allowance of 15 dwellings per annum has been made for Malvern Hills District. The forthcoming Local Plan Review will look at the actual contribution made by replacement dwellings in more detail.

### **Site Size**

Elsewhere in Worcestershire, a site of 10 or more dwellings is regarded as being a large site. Agreement was reached in 1990 between the former Hereford and Worcester County Council, District Councils and the House Builders Federation that a site of 5 or more dwellings within the former Malvern Hills District should be regarded as a large site. The definition of large sites in Malvern Hills District of 5 or more dwellings remains current. Sites of less than 5 dwellings are termed as small sites.

## **SPD**

Supplementary Planning Document

### **Windfall Allowance**

In providing for the overall number of dwellings to be provided within Malvern Hills District, Worcester City and Wychavon District between 1996-2011, the Worcestershire County Structure Plan made an allowance for the contribution that will be found on 'windfall sites'. This allowance has been estimated based on past trends of windfalls. The average windfall rate taken by the Worcestershire County Structure 'Examination In Public' Panel for Malvern Hills District was 132 dwellings per annum.

With specific regard to MHDC, calculating the District's windfall allowance (using methodology agreed by the Worcestershire County Structure Plan Examination In Public Panel), the remaining Structure Plan period of 6 years is taken into account but the final year is excluded as it is unlikely that dwellings given permission in this year will be constructed or completed by the end of the Structure Plan period. The Panel also endorsed the application of a 5% lapse rate for Malvern Hills District which allows for those dwellings which are granted planning consent but are never built. The adjusted windfall allowance at 1<sup>st</sup> April 2009 is 125 dwellings. The contribution of windfalls to the general housing land supply will be carefully monitored and assessed as recommended in the Inspectors Report (pg 132) into the Local Plan Malvern Hills District.

With specific regard to Wychavon District Council, calculating the District's windfall allowance (using methodology agreed by the Worcestershire County Structure Plan Examination In Public Panel), the remaining Structure Plan period of 6 years is taken into account but the final year is excluded as it is unlikely that dwellings given permission in this year will be constructed or completed by the end of the Structure Plan period. The Panel also endorsed the application of a 5% lapse rate for Wychavon District which allows for those dwellings which are granted planning consent but are never built. The adjusted windfall allowance at 1<sup>st</sup> April 2009 is 127 dwellings. The contribution of windfalls to the general housing land supply will be carefully monitored and assessed as recommended in the Inspectors Report (pg 132) into the Local Plan Wychavon District.

### **Windfall Site**

Windfall sites are those sites which are granted permission but have not been specifically identified or formally allocated for development in the Local Plan. Within Malvern Hills District, all sites of less than 5 dwellings are categorised as windfall sites. Windfall dwellings tend to

be in-fill plots along with the conversion and sub-division of existing dwellings.

**WCSP**

Worcestershire County Structure Plan

**WMLB**

West Midlands Leaders Board

**WMRA**

West Midlands Regional Assembly

**WMRSS**

West Midlands Regional Spatial Strategy