

Malvern Hills District Council

Housing Land Supply Monitor



Published August 2013

Data Monitored up to 31/03/2013

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INTRODUCTION

The Malvern Hills Housing Land Supply Monitor is the principal information source for the annual housing supply update within Malvern Hills District. This report contains analysis of the housing land situation at 31st March 2013. This study examines the trend in planning permissions, housing completions, progress in the provision of affordable housing and the contributions towards the supply of housing on previously developed land.

This report examines Malvern Hills District's supply of available and deliverable housing land and provides an update on Malvern Hills' five year housing land supply via a range of scenarios. The status of each site is obtained from status update checks carried out by planning officers in April to May of each year.

This report has been produced to take into account the continued joint working of Malvern Hills District Council, Worcester City Council and Wychavon District Council in preparing the South Worcestershire Development Plan (SWDP) and tracking progress towards meeting the proposed housing requirements of South Worcestershire from 2006 to 2030.

For additional information, please see the appendices that accompany this main report for a full breakdown of the data used in the study.

For a detailed discussion of the potential housing targets, and approaches to calculating the five year housing land supply, please see the council's Position Statements on Housing Land Supply, available on the MHDC website.

PART ONE

MALVERN HILLS DISTRICT - DWELLING COMPLETIONS 2012/13

- 1.1 This section examines the number and make up of dwellings completed within Malvern Hills District in 2012/13. 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 a net additional dwellings figure for 2012/13. The net figure, along with previous net figures, is used to monitor against relevant housing targets.

Total Annual New Build Completions in 2012/13

- 1.2 In the twelve months up to 31st March 2013, a total of 191 dwellings (gross) were completed in Malvern Hills District. This is 61 dwellings below the total annual mean average of 252 net additional dwellings over the last 17 years. For gross new build completions, Malvern Hills' total for 2012/13 is 145 dwellings. Taking into account demolitions, changes of uses and conversions, the net increase to the dwelling stock during 2012/13 is **176 dwellings**.

Year	Total Annual New Build Completions (gross)	Demolitions	Net Conversion losses / gains	Net Change of use losses / gains	Total Completions*	Net Additional Dwellings**
1996/97	#	#	#	#	402	#
1997/98	#	#	#	#	467	#
1998/99	#	#	#	#	306	#
1999/00	#	#	#	#	151	#
2000/01	#	#	#	#	196	#
2001/02	#	#	#	#	184	#
2002/03	#	#	#	#	256	#

Year	Total Annual New Build Completions (gross)	Demolitions	Net Conversion losses / gains	Net Change of use losses / gains	Total Completions*	Net Additional Dwellings**
2003/04	#	#	#	#	273	#
2004/05	#	#	#	#	248	#
2005/06	140	11	7	21	178	157
2006/07	160	2	4	21	187	183
2007/08	212	21	21	87	330	299
2008/09	182	16	27	63	272	256
2009/10	174	17	2	63	245	222
2010/11	107	7	4	33	149	137
2011/12	209	5	0	25	254	229
2012/13	145	5	14	22	191	176
TOTAL	1,329	84	79	335	4,289	1,659

Table 1: Net Additional dwellings completed April 1996 to March 2013

Comparative data not available

*'Total Completions' is a gross figure which takes into account all dwellings built (including replacement dwellings).

**The formula used to establish total net additional dwellings is as follows:

Total annual new build completions
+ Conversion losses and gains
+ Change of use losses and gains
– Demolitions.

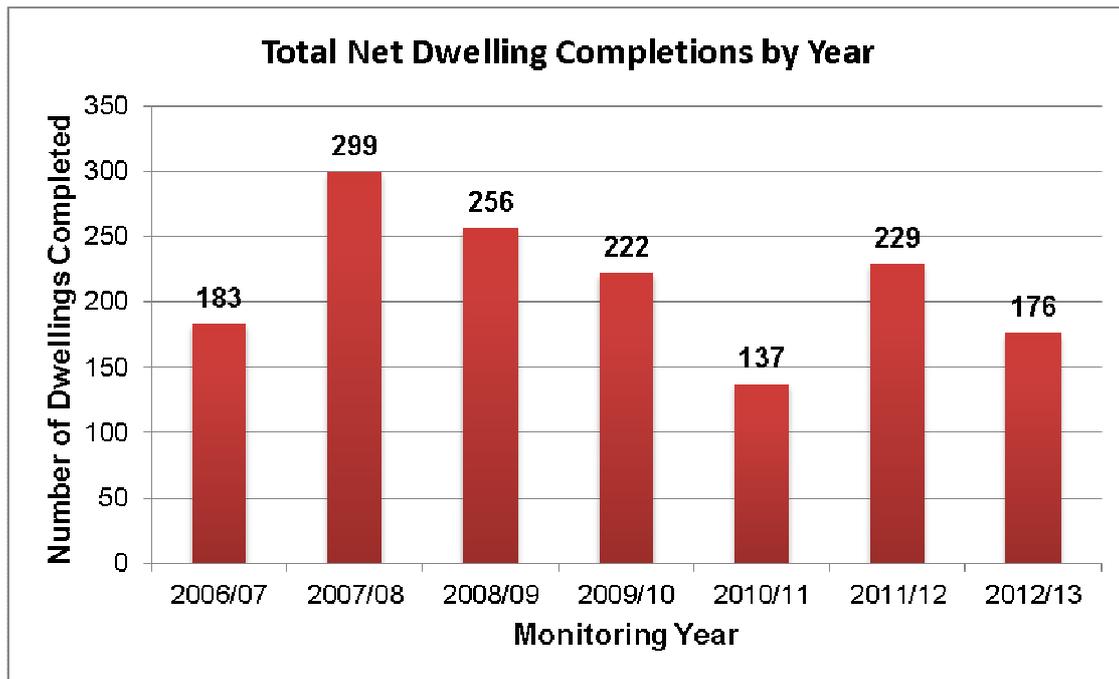


Figure 1: Net Additional Dwellings by Year since 2006/07

1.3 The total amount of new builds in this monitoring period 2012/13 equates to 145 dwellings on 22 sites. This is a lower number than in 2011/12, and indicates that new builds may be starting to decline again following last year's upturn. 2012/13 saw a 23 per cent reduction in net additional dwellings when compared to the previous monitoring year. It is unknown whether this downward trend will continue over the next few years. In terms of future supply contributing to the housing stock for Malvern Hills, the remaining housing land allocated in the adopted local plan is mostly built out and the emerging SWDP site allocations are yet to reach formal adoption. However, applications have now been submitted on a number of the sites proposed for allocation in the SWDP (post 31/03/2013 monitoring) and a number of these now have planning permission or have a resolution to approve subject to the signing of a Section 106 Agreement (See **Appendix 'D'**). Planning applications have also been submitted on greenfield sites in the open countryside and the council is awaiting appeal decisions on a number of such sites where it either refused or was minded to refuse planning permission. If the appeals on these sites are allowed it could potentially increase the supply. Any constrained supply in the future will undoubtedly have an impact on the annual completions of dwelling

stock. For information relating to **affordable housing** (completions and commitments), see pages 17 to 20.

1.4 **Figure 2** below illustrates the gross number and proportion of new dwellings completed on previously developed land. For the purposes of this chart, gross completions are made up of new build dwellings, gains from change of use and gains from conversions on previously developed land as a total of all gross completions.

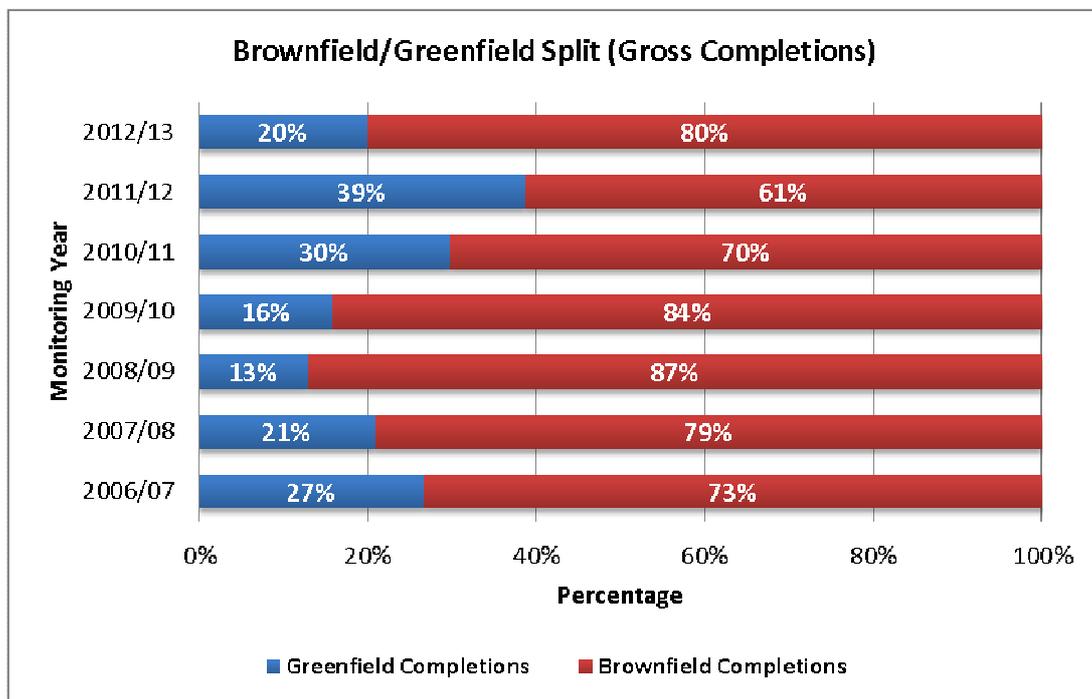


Figure 2: Gross Brownfield and Greenfield land completions since 2006/07.

1.5 The proportion of new housing completed on greenfield land had been in decline for the monitoring years up to 2009/10. However during 2010/11 and 2011/12, the number of greenfield completions as a proportion of total completions rose, with 2011/12 recording the highest percentage to date. However, 2012/13 has shown an improvement of brownfield land completions (primarily due to the 99 dwellings completed on the Malvern Vale/North Site development), taking the proportion back up to 80%. Since 2006/07, 77% of all gross completions have been on previously developed (brownfield) land.

Year	06/07	07/08	08/09	09/10	10/11	11/12	12/13	Total to Date
Greenfield Land	50	69	35	39	44	98	39	374
Brownfield Land	137	261	237	206	104	156	152	1,253
TOTALS	187	330	272	245	148	254	191	1,627

Table 2: Gross dwelling completions on greenfield and brownfield land since 2006/07.

1.6 **Table 3** and **Figure 3** indicate that in recent years, Malvern Hills has increasingly relied on allocated local plan sites as an important component of the housing land supply. In the twelve months ending 31st March 2013, Malvern Hills District recorded a further increase in the number of dwellings on local plan allocated sites being built. In terms of windfalls (permissions on unallocated sites), the completions breakdown on sites in 2012/13 has been concentrated in the small to medium categories (sites of 1-4 and 5-9 dwellings). There were no windfall sites of more than 10 dwellings recorded as complete in 2012/13.

Year	MHDC District Local Plan Allocated Sites	Windfall Sites*			Total Windfalls
		10 Dwellings or More	5 to 9 Dwellings	1 to 4 Dwellings	
2006/07	0 (0%)	18 (10%)	169 (90%)		187 (100%)
2007/08	14 (4%)	70 (21%)	246 (75%)		316 (96%)
2008/09	59 (22%)	96 (35%)	118 (43%)		214 (78%)
2009/10	93 (38%)	66 (27%)	86 (35%)		152 (62%)
2010/11	62 (42%)	14 (9%)	10 (7%)	63 (42%)	87 (58%)
2011/12	93 (37%)	33 (13%)	24 (9%)	104 (41%)	161 (63%)
2012/13	99 (52%)	0 (0%)	21 (11%)	71 (37%)	92 (48%)
TOTALS	420 (26%)	297 (18%)	912 (56%)		1,209 (74%)

Table 3: Total number of gross completions by planning policy housing type

*This includes Brownfield, Greenfield and Residential Garden Land Completions

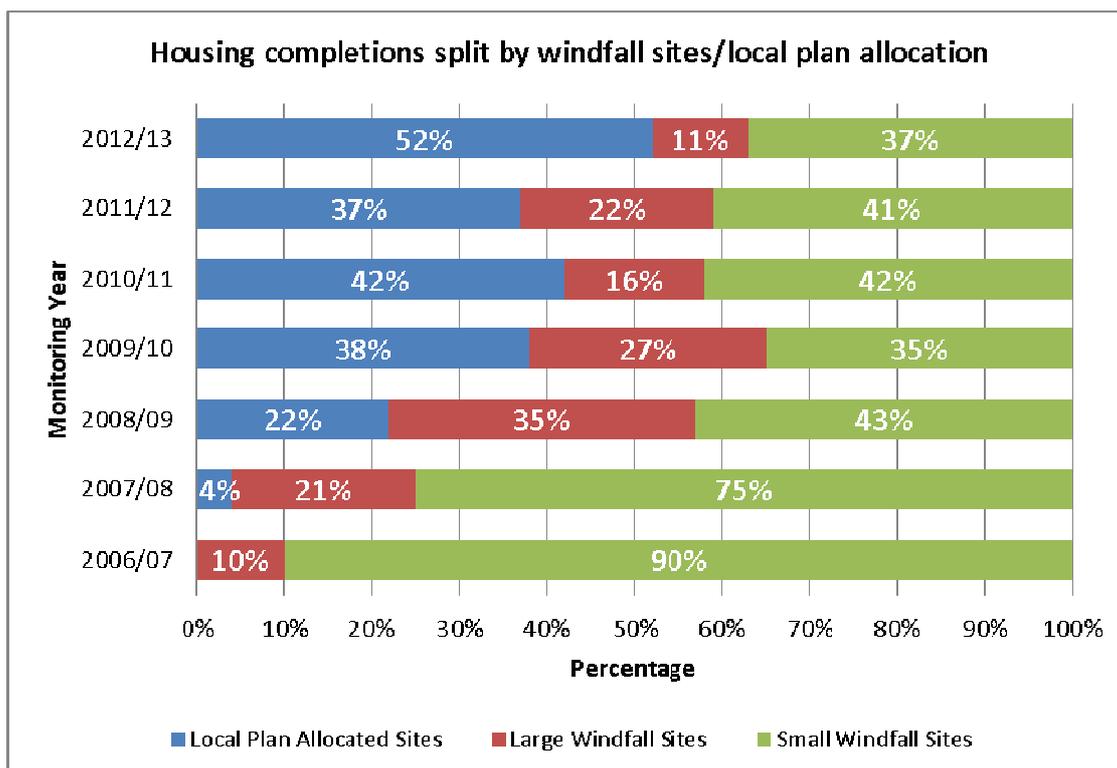


Figure 3: Small windfall sites (0 to 4 dwellings), large windfall sites (5 or more dwellings) and local plan allocated site completions as a percentage total per year.

1.7 **Table 4** below shows a further breakdown of completed dwellings by type and size. Analysis of all properties built this year shows that of the total 191 dwellings completed (gross), 142 were houses (74%), 48 were flats (25%) and 1 site was not categorised (mobile home) (1%).

Dwelling Type	No. of Bed Units				Total
	1 Bed	2 Bed	3 Bed	4 Bed & more	
Houses & Bungalows	3	40	54	45	142
Flats & Maisonettes	8	38	0	2	48
Not Categorised (Mobile Home)					1
Totals	11	78	54	47	191
Totals As %	6	41	28	25	100

Table 4: Completed dwellings by type and size 2012/13

1.8 As illustrated by **Tables 4 and 5**, there has been a slight increase in the number of flatted developments when compared to the previous three monitoring periods. The largest element of built dwellings was from two, three and four-plus bedroomed houses and bungalows. It is important to monitor these trends to ensure the appropriate types of dwellings are meeting the needs of the district. **Table 5** shows the breakdown of completed dwellings by type since 2000/01.

Year	Houses & Bungalows	Flats & Maisonettes	Unknown/Not Categorised
2000/01	97	49	17
2001/02	122	20	15
2002/03	185	29	42
2003/04	229	24	20
2004/05	141	85	22
2005/06	130	26	22
2006/07	150	18	19
2007/08	247	63	18
2008/09	146	117	9
2009/10	195	33	19
2010/11	128	19	2
2011/12	218	34	2
2012/13	142	48	1
TOTALS	2,130	565	208

Table 5: Completed dwellings by type since 2000/2001

1.9 The total average gross density of completed sites and or completed phases for larger schemes on the total gross site area was **17 dwellings per hectare**. This calculation only includes fully completed sites and completed phases of larger sites. For this calculation there were 128 dwellings completed on 7.75 hectares of land (gross site areas). This includes one phased completions site, of which 4 dwellings were

completed in 2012/13 but the number of dwellings completed on the site totals 50.

1.10 Using the above method, the average density for completions on fully completed small sites (those sites of 4 dwellings or less) was **10 dwellings per hectare**, while the average density of dwellings on fully completed large sites (those sites of 5 or more dwellings) was approximately **47 dwellings per hectare**.

1.11 As well as the average density, density by band is monitored. The result of the bands for 2012/13 is shown in **figure 4** below:

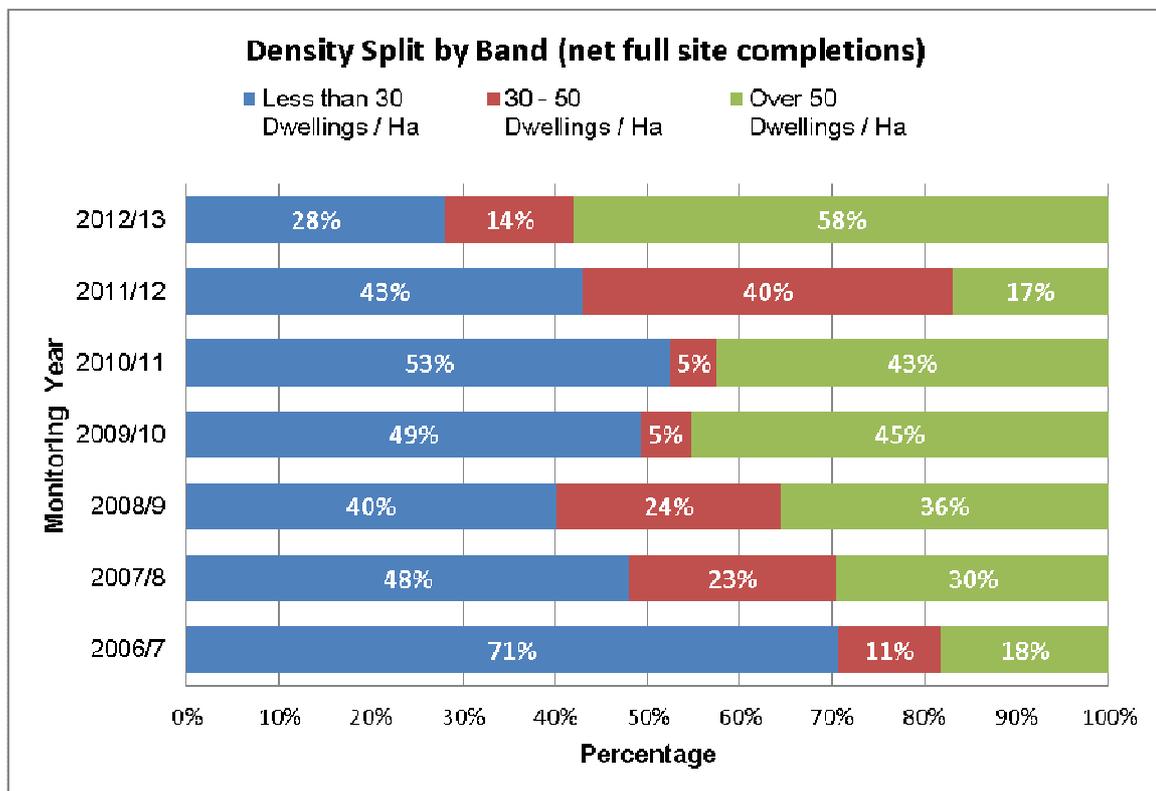


Figure 4: Average density of completed dwellings on completed sites and or completed phases

1.12 There is no particular recognisable pattern with regard to density by band in Malvern Hills district, although dwellings on sites of less than 30 dph appear to have been in relative decline in recent years. The results for 2012/13 are slightly skewed with regard to the inclusion of the phased

completion site in the 'over 50 dwellings per hectare' category, which will have increased the proportion for this density band on a somewhat artificial level in terms of the completions included in the calculation.

How many new dwellings have been added to Malvern Hills District's housing stock during 2012/13?

- 1.13 This is calculated as the sum of new build completions, minus demolitions, plus any net gain through residential conversions and changes of use into and out of dwellings. **Paragraph 1.19** illustrates the formula used to establish the annual net increase in housing stock.

Demolitions

- 1.14 In the twelve months ending 31st March 2013, **5 dwellings on 5 sites** were demolished.

Conversions

- 1.15 Conversion Gains: In the twelve months ending 31st March 2013, **15 dwellings on 5 sites** were provided by way of conversions of residential buildings to create additional units.
- 1.16 Conversion Losses: In the twelve months ending 31st March 2013, **1 dwelling was lost** by way of conversion from residential buildings to other uses.

Change of Use

- 1.17 Change of Use Gains: In the twelve months ending 31st March 2013, change of use from other previous uses accounted for **22 dwellings on 12 sites** (all dwellings were on small sites). Out of this total, only 3 dwellings (2 sites) were in greenfield locations.
- 1.18 Change of Use Losses: In the twelve months ending 31st March 2013, there were **0 recorded dwellings lost** due to change of use.

Net Additional Dwellings

1.19 The formula used is: **A - B + C + D = E (Net Completions)**

A:	New Build Completions (gross)	145
B:	Demolitions	5
C:	Changes of Use (net gain)	22
D:	Conversions (net gain)	14
E:	(145 – 5 + 22 + 14)	176

Therefore net additional dwellings figure for 2012/13 is: **176 dwellings**

Changes to the Permitted Development Rights

1.20 On 30th May 2013, a number of changes to the Town and Country Planning (General Permitted Development) Order were introduced, some of which will effect the monitoring of the dwelling stock throughout the district. It is now possible for premises in B1(a) office use to change to C3 residential use without requiring planning permission (subject to a prior approval process covering flooding, highways and transport issues and contamination) Further exceptions for changes of use from agricultural to b1a use (and thus subsequently to residential use) have also been introduced. This new permitted development right will apply until 30th May 2016 and does not apply on land in certain areas, including certain military sites, safety hazard areas and areas described as Article 1(6A) land. DCLG have also recently published a consultation on '*Greater flexibilities for change of use*' (August 2013) which includes proposals for a permitted development right to allow change of use from an existing building used as a small shop or provider of professional/financial services (A1 and A2 uses) to residential use (C3) and existing buildings used for agricultural purposes of up to 150 square metres to change to residential use or be used as the footprint for the construction of a new build dwelling. The consultation is running until 15th October 2013.

- 1.21 This follows on from a previous measure to allow two flats to be created above a shop without the need for planning permission (the limit was previously one flat). This change to permitted development rights came into force on 1st October 2012 and applies to A1 (retail units) and A2 (financial/professional services units) commercial properties.
- 1.22 These changes will mean the council cannot control the principle of the change and will need to review monitoring arrangements to try to ensure we pick up these new dwellings as the effects on policy implementation could be widespread.

PART TWO

MALVERN HILLS DISTRICT'S DWELLINGS - COMMITMENTS AT APRIL 2013

2.1 At 31st March 2013 there were 387 dwellings with unimplemented (extant) detailed or outline planning permission, 188 dwellings under construction and 36 dwellings capacity on 3 allocated local plan sites (1996-2011) without planning permission*. Therefore, the **gross** number of dwellings committed through these sources of supply (i.e. those sites with planning consent or an allocated local plan site) totals **611**, compared with 865 in 2011/12. Figure 4 below shows the decline in commitments since 2008.

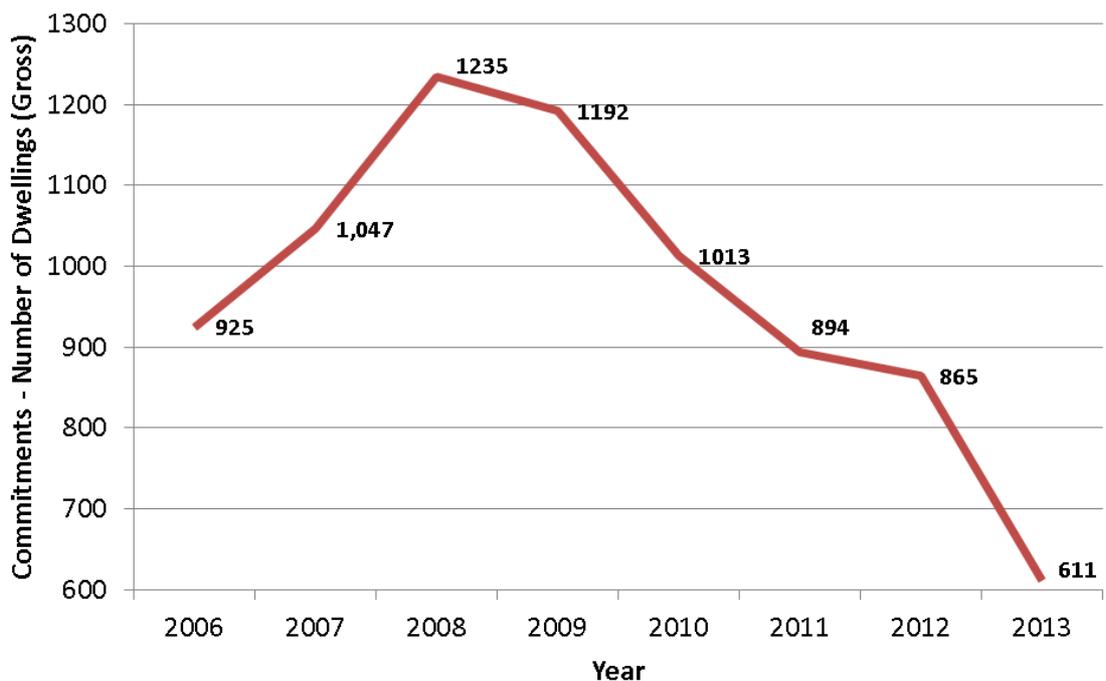


Figure 5: Malvern Hills District's annual supply of dwelling commitments (gross) since April 2006.

**Not all of the outstanding MHDC Local Plan sites have been included in the Five Year Housing Land Supply Calculation*

2.2 The level of commitments peaked in April 2008 and the annual housing commitments have been in decline since. A significant factor of this

decline is that most of the local plan allocated site commitments have now been built out and the emerging SWDP (the new local plan containing the proposed site allocations going forward to 2030) has not yet reached adoption. Furthermore, **table 6** below illustrates that more dwellings are either being built out or permissions for them expiring than new dwellings gaining planning consent. This trend may continue over the short term until the adoption of the South Worcestershire Development Plan, which is currently scheduled for 2014.

Annual change in Housing Commitments during 2012/13	Number of Dwellings
Planning consents granted on new sites*	+146
Expired planning consent	-125
Built out planning consent	-191
Outstanding Local Plan Allocations	+36
Total annual change in housing supply	-134

Table 6: Annual change in Malvern Hills District Housing Commitments
(Calculations are based on gross figures)

*Completions of the same year and renewals have not been counted

- 2.3 At 31st March 2013, approximately 65% (304 out of 465) of all dwellings with outstanding planning permission are located on previously developed (brownfield) land. This figure takes into account recent changes to the definition of previously developed land and specifically exclusion of private residential gardens, in line with national policy set out in the NPPF (See **table 7** below).
- 2.4 Out of the 465 net commitments at 31st March 2013 (including those sites that are under construction), approximately 97 dwellings with outstanding permission involve the use of garden land, 21% of the total outstanding supply. 63% of all commitments are on large sites (5 dwellings or more) whilst small sites (1 to 4 dwellings) comprising 37% of all commitments.

Net Commitments	Detailed permission	Outline permission	Total Housing	% total
Greenfield land	57	7	64	14%
Garden Land	97	0	97	21%
Brownfield land	154	150	304	65%
TOTAL	308	157	465	100%
Large sites (5+)	145	149	294	63%
Small sites (1 to 4)	162	9	171	37%
TOTAL	307	158	465	100%

Table 7: Housing land commitments at 31st March 2013

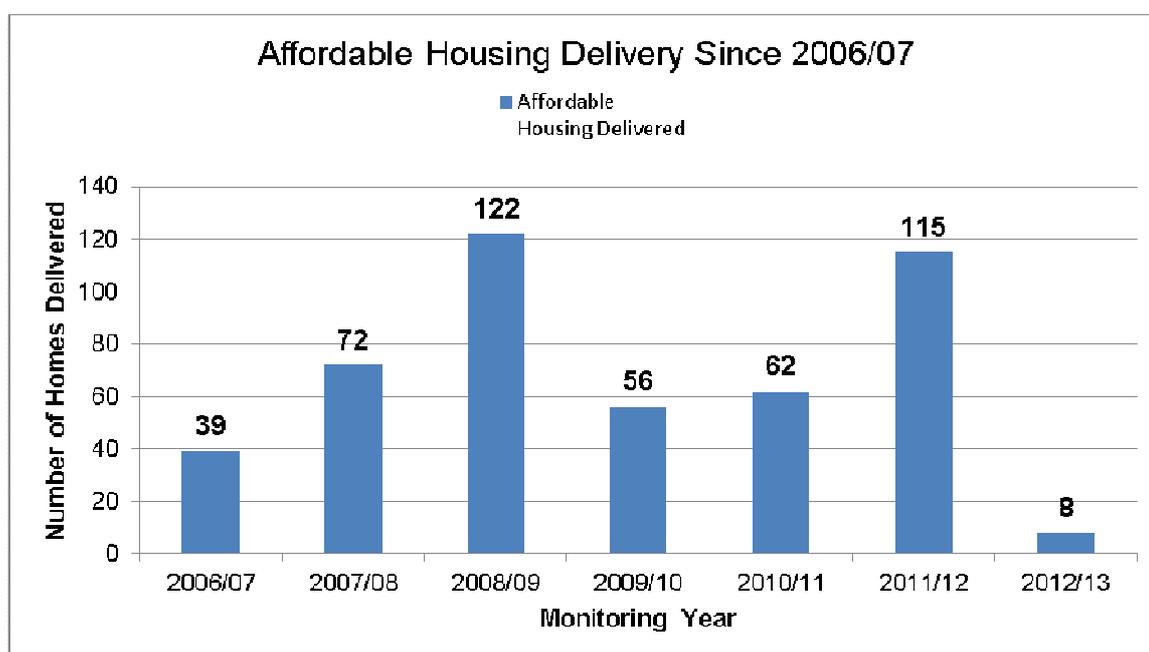
Monitoring Affordable Housing Provision

2.5 In the 2012/13 monitoring year, **8 affordable homes were delivered** across sites in the district, approximately **5%** of the total net supply for 2012/13 (**table 8**). **Figure 6** below shows affordable housing delivery in Malvern Hills district since 2006/07. While there is no particular trend in the number of affordable homes being delivered throughout the monitoring periods, the proportion of affordable homes delivered has not fallen below 20 per cent of all net completions since 2006/07. 2012/13 therefore represents a significant dip in completions when compared to the previous monitoring years and is the lowest on record since 2007/08 by a significant margin. It is worth noting that in 2011/12, 115 affordable dwellings were delivered, which was the highest annual delivery since 2007/08. On average, 73 affordable dwellings have been delivered per annum since 2006/07. However, affordable housing provision is set to increase in forthcoming monitoring periods as there is a good supply of outstanding commitments for affordable housing. **Table 9** below sets out these sites. In addition, **table 10** also outlines the affordable housing element of the North Site (Malvern Vale), which is expected to come forward in the following monitoring periods.

Location	Planning App Ref	RSL Rent Scheme	RSL Shared Ownership Scheme	HomeBuy Direct Scheme	Total Homes Delivered
Land adjacent to Moat Crescent and Moat Way, Malvern (Site 1)	11/01410/FUL (12/01278/S73)	4	0	0	4
Land adjacent to Moat Crescent and Moat Way, Malvern (Site 2)	12/00261/FUL (12/01279/S73)	4	0	0	4
Total		8	0	0	8

Table 8: Total Affordable Housing Completions during 2012/13

1. **HomeBuy Direct:** If you are a first-time buyer who can't afford to buy a home, you may be able to get help through an 'equity loan' scheme – FirstBuy or HomeBuy Direct – to purchase a new-build home. Equity loans are available on certain newly built homes on specific housing developments across England.
2. **RSL:** Registered Social Landlords. RSLs are government-funded not-for-profit organisations that provide affordable housing. They include housing associations, trusts and cooperatives. They work with local authorities to provide homes for people meeting the affordable homes criteria.



Monitoring Year	2006/07	2007/08	2008/09	2009/10	2010/11	2011/12	2012/13	TOTALS
Affordable Housing Delivered	39	72	122	56	62	115	8	474
Total Net Completions	183	299	256	222	137	229	176	1,502
% Affordable Housing of total net completions	21.3	24.1	47.7	25.2	45.3	50.2	4.5	31.6

Figure 6: Affordable Housing Delivery since 2006/07

Planning Application	Address	Description	Number of affordable dwellings proposed (gross)	Total number of dwellings on site (gross)	Status
12/00562/FUL	Bank House Bowling Club, Bransford	Rural exception site proposal for 10 new homes (RSL)	10	10	Under Construction
10/01499/FUL	Alexandra Gardens/Brookside, Gloucester Close, Malvern	Demolition of Alexandra Gardens and Brookside and replacement with an affordable mixed tenure independent living scheme	81	101	Under Construction
09/01603/FUL	Post Office Cottage, Newnham Bridge, Tenbury Wells	Residential development for 5 dwellings	2	5	Outstanding
10/00093/FUL	Land rear of 5 Florence Close, Kempsey	Residential development of 7 no. dwellings	3	7	Outstanding
11/00872/OUT	123A Main Road, Kempsey, Worcestershire, WR5 3LQ	Outline Planning application for 6 new residential dwellings (4 Detached houses and 2 Bungalows)	2	6	Outstanding
12/00837/FUL	Sheffield House, 36 Court Road, Malvern	Change of use and alterations to existing C2 residential institution to create 6 self contained C3 flats	6	6	Outstanding
12/00907/FUL	6-7 Baxters Walk, Malvern	Change of use of Pickersleigh Community Centre to two residential (former use) dwellings	2	2	Outstanding
12/01706/FUL	Land at (OS 7936 4671) Adjacent 250 Elgar Avenue, Malvern	Proposed 3 bedroom affordable dwelling	1	1	Outstanding
10/01577/OEX	S&T Buildings, QinetiQ, St Andrews Road, Malvern	Extension of time limit to commence development on application 05/00329/OUT - 28 residential units	12	28	Outstanding
10/01581/OEX	Barrack Stores, QinetiQ, St Andrews Road, Malvern	Extension of time limit to commence development on application 05/00383/OUT - 28 residential units	12	28	Outstanding
TOTALS			131	194	

Table 9: Affordable Housing Commitments at 31st March 2013

Planning Application	Address	Status	Total Number of Units Proposed	Number of <u>Affordable</u> Units Proposed
12/01488/REM	North Site Phase 4a	Application Decision Pending	48	48 – Shared Equity Units
12/01650/REM	North Site Phase 6	Application Approved 12/04/2013	26	7
12/01240/FUL	North Site Phase 7 (not part of the original outline application for North Site 04/00182/OUT)	Application Approved 10/04/2013	58	29 – 15 Social Rent, 14 Intermediate
		TOTALS	132	Approx. 84

Table 10: North Site (Malvern Vale) – Additional Affordable Units Proposed (Post 31st March 2013 Monitoring)

PART THREE

DETERMINING MALVERN HILLS DISTRICT'S HOUSING REQUIREMENT

- 3.1 In order to calculate a five year housing land supply, a requirement or 'target' needs to be identified against which supply can be measured. Paragraph 47 of the Framework indicates that 'requirements' should be identified in Local Plans, and that it is these requirements against which the 5 year supply should be measured.
- 3.2 The Localism Act (November 2011) set in motion the abolition of Regional Strategies that had hitherto provided regional and lower level housing targets for district areas. The adopted West Midlands Regional Strategy 2008 (WMRSS) was revoked on 20th May 2013. The Regional Strategy Phase 2 Revision had progressed to the post-examination 'Panel Report Stage' in 2009 before being discontinued in 2010. The saved targets of the Malvern Hills District Local Plan are still saved and extant, but only cover the period 2006-2011. There is therefore effectively no adopted development plan target for housing supply in Malvern Hills District.
- 3.3 The National Planning Policy Framework (NPPF) came into force on 27th March 2012, stating that local planning authorities need to annually identify and update a supply of specific deliverable sites sufficient to provide five years worth of housing against their housing requirements. In addition to this, a buffer of 5 per cent (moved forward from later in the plan period, or 20 per cent for persistent under delivery) is also required to ensure choice and competition in the market for land.
- 3.4 Further discussion of the possible alternative targets is set out in the Position Statement: 5 Year Housing Land Supply (5YHLS) 12th August 2013 which concludes that the SWDP Proposed Submission Document January 2013 housing requirement should be the starting point in terms of five year housing land supply calculations. Information is however also shown against The Regional Strategy Phase 2 Revision 'Panel Report' (2009) for information.

PART FOUR

ASSESSING AND DELIVERING HOUSING LAND – COMPONENTS OF SUPPLY

- 4.1 The council's housing land supply database holds records of all sites with planning permission for residential development. This includes outstanding permissions, sites under construction, outstanding allocations in the MHDC Adopted Local Plan (July 2006) and emerging SWDP sites. For the purposes of the April 2013 to March 2018 (five year) housing land supply, all sites with full planning permission, sites under construction and allocated sites deemed deliverable over the next five years have been included. These sites are a mixture of new build, change of use and residential conversions on both brownfield and greenfield sites.
- 4.2 An 8% lapse rate has been applied to the outstanding commitments, determined by monitoring the average rate of expired planning permissions from 2006/07 (the lapse rate has not been applied to adopted Local Plan sites with planning permission – 143 dwellings). A windfall allowance has also been included (see page 28), but for only three years out of the five year period, to avoid the double counting of small site permissions in the outstanding commitments that are already known to be coming forward. This allowance provides Malvern Hills with a greater degree of certainty and strengthens the district's ability to substantiate a housing land supply.
- 4.3 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; five of which have planning permission (H1, H6, H11, H12 and H13); and three without planning permission (H3, H4 and H10). All sites have been assessed against the deliverability criteria (see page 26). All sites are considered to be deliverable over the next five years with

the exception of H11, which is being developed under use class C2 and is therefore not considered applicable to the supply, and H3 which had planning permission for 20 dwellings but expired in 2012 and remains unimplemented. The MHDC Local Plan allocated sites and their current status are outlined below on pages 24 and 25 (**Table 11** and **Figure 7**).

Local Plan ID	Address	Allocation	Status (also see figure 5)
H1	North Site (All Phases except Phase 7)	Consent granted for up to 490 dwellings	Site Under Construction – 479 dwellings likely to be built (plus an additional 58 dwellings on Phase 7)
H2	Former Brooklyn Ford Garage, Worcester Road	49 dwellings	Site Completed
H3	Former Railway Sidings, Peachfield Road	Allocated for 15 dwellings	Site Outstanding – Planning Permission for 20 dwellings lapsed in 2012 so has not been included in the Five Year Supply (but is still a commitment)
H4	Lower Howsell Road	Allocated for 6 dwellings	Site Outstanding
H5	Former Garage Site, Worcester Road	5 dwellings	Site Completed
H6	Former Garage Site, Newtown Road	Planning Permission granted for 13 dwellings	Site Outstanding
H7	Former Laundry, Yates Hay Road	38 dwellings	Site Completed
H8	Site at Worcester/Zetland Road	14 dwellings	Site Completed
H9	Mill farm, Guarlford Road	7 dwellings	Site Completed
H10	Hospital Site, Lansdowne Crescent	Allocated for 15 dwellings	Site Outstanding
H11	Former Treasurers Site, Victoria Road	Planning Permission granted for 54 dwellings	Site Under Construction C2 Use Class – Not Included as a commitment or in the Five Year Supply
H12	QinetiQ S&T Site, St Andrews Road	Planning Permission granted for 28 dwellings	Site Outstanding
H13	Barrack Store Site, Court Road	Planning Permission granted for 28 dwellings	Site Outstanding

Table 11: Malvern Hills District Local Plan (2006) site status at April 2013

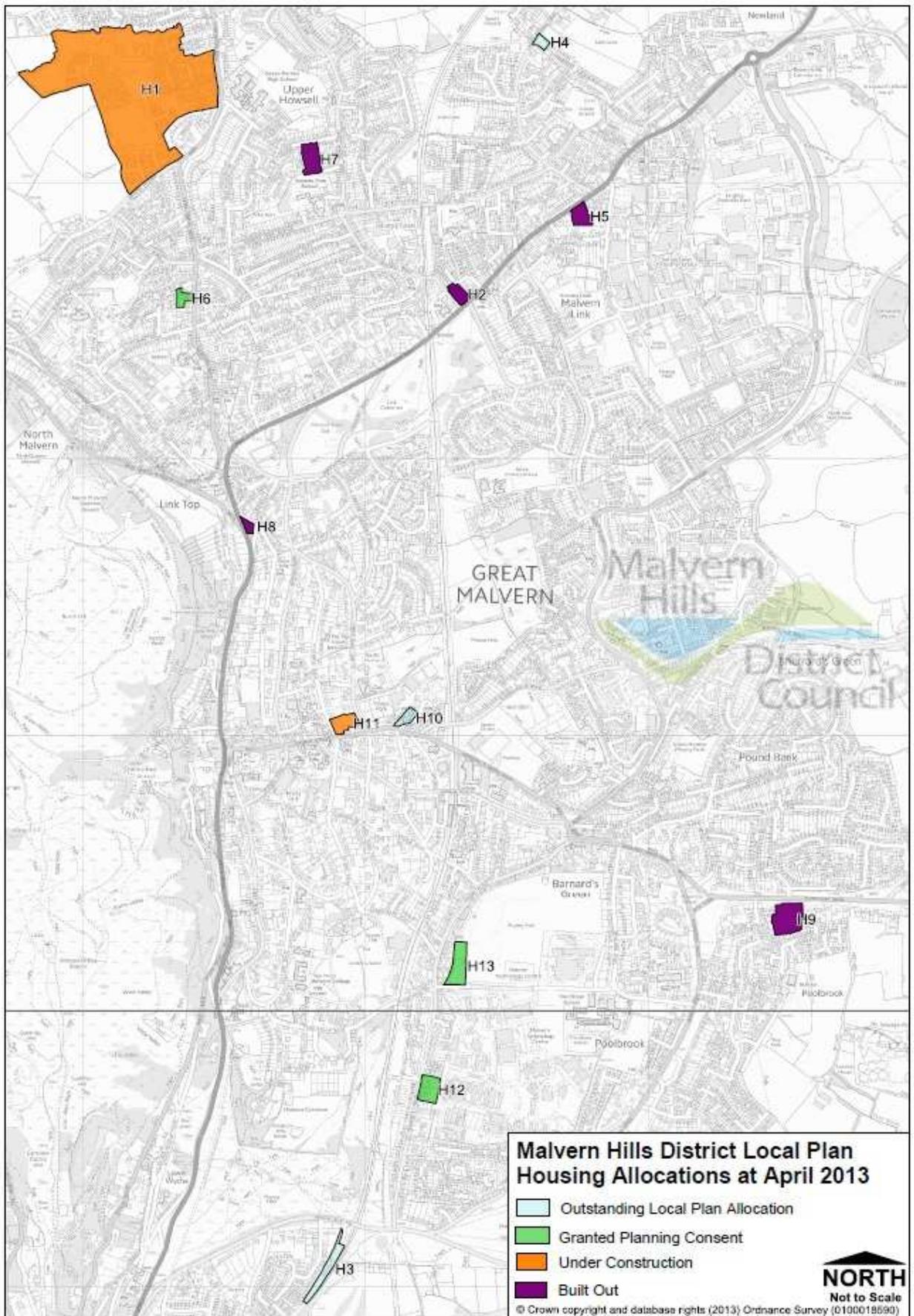


Figure 7: Malvern Hills District Adopted Local Plan Housing Allocations - Site Status

Assessing Housing Land Supply (Deliverability Criteria)

- 4.4 Deliverability criteria (NPPF footnotes 11 and 12) are used to assess housing land supply to ascertain whether or not a site is included in the district's housing supply. For the purposes of inclusion in the five year supply, to meet the criteria outline in footnote 11, sites need to be determined as **deliverable**. Three sub-tests are also factored into the criteria; whether or not sites are **available**, **suitable** and **achievable**. Footnote 12 sets out the criteria for **developable** sites, which are sites that are identified to come forward later in the plan period beyond the initial five year timeframe.
- 4.5 Footnote 11 of the NPPF states that for sites to be **deliverable** (i.e. included in the five year supply), the sites for housing supply should be *“available now, offer a suitable location for development now, and be achievable with a realistic prospect that housing will be delivered on the site within five years and in particular that the development of the site is viable”*.
- 4.6 The NPPF states that *“Sites with planning permission should be considered **deliverable** until permission expires, unless there is clear evidence that schemes will not be implemented within five years, for example they will not be viable, there is no longer a demand for the type of units or sites have long term phasing plans”*.
- 4.7 A recent 'recovered' appeal decision at Oaklands, Ersham Road, Hailsham on 18 June 2013 (APP/C1435/A/12/2186147) has confirmed that sites without the benefit of planning permission can be included in the supply, if they can be shown to be deliverable within the 5 year period.
- 4.8 A High Court Judgement in the case of Wainhomes (South West) Holdings limited v the Secretary of State for Communities and Local Government (Case CO/122207/2012) issued on 25th March 2013 also confirms that sites without planning permission can be included in supply if it can be demonstrated that they are deliverable.

4.9 For the purposes of the Housing Land Supply Monitor, for sites to be deemed "**available now**", there is no requirement for a grant of planning permission. It means that if there was planning permission there is no other legal or physical impediment integral to the site that would prevent immediate development. MHDC have considered sites which:

- are under construction;
- have planning permission
- are allocated sites in the adopted Local Plan (adopted July 2006) currently without planning permission but are; owned by a developer or have known developer interest; or are advertised for sale; and
- selected emerging SWDP allocations (see page 30/**Appendix 'D'**), subject to developer interest/applications.

4.10 For sites to be considered **suitable**, they should "*offer a suitable location for development now*". A site with planning permission is 'suitable'. A site allocated in a development plan is suitable unless there is specific evidence to suggest planning permission is unlikely to be forthcoming. Allocation in an emerging DPD is evidence of suitability, although the outcome of a particular planning application cannot be guaranteed. Sites which accord with the adopted development plan and come forward as windfalls will be suitable.

4.11 For sites to be considered **achievable**, they should "*be achievable with a realistic prospect that housing will be delivered on the site within five years*". This includes:

(1) Sites with planning permission, which start with a presumption of deliverability according to the Framework.

(2) Other sites, including those allocated in an emerging DPD, require site specific justification, but the fact of their allocation is a starting point for evidence of deliverability.

(3) Evidence of pre-application discussions with officer support, or planning applications on emerging SWDP sites is further evidence to which weight can properly be given.

Sites should also meet the following additional criteria:

- a) have no known ownership constraints (for example, owner is not willing to release the site for housing or the site is under multiple ownership);
- b) have no known physical or environmental constraints; and
- c) have no conditions or section 106 agreements that prevent the development occurring within the five year period.

4.12 Footnote 12 of the NPPF states that for sites to be considered **developable**, sites should be in a suitable location for housing development and there should be a reasonable prospect that the site is available and could be viably developed at the point envisaged. Developable sites are not included in the five year housing land supply calculation but are a key component in delivering the long term housing strategy for Malvern Hills district and the other south Worcestershire authorities up to 2030.

Calculating Windfall Allowance

4.13 The National Planning Policy Framework (NPPF) permits local planning authorities to make allowances for windfall sites within their housing land supply if there is evidence that proves such sites consistently become available in the local area and will provide a reliable source of supply (NPPF, paragraph 48). Malvern Hills have made such allowances within their current five year housing land supply calculation.

4.14 Malvern Hills District's windfall allowance is calculated by determining the average rate of net small windfall completions over the monitored years of

the plan period (2006/07 – 2012/13). The figure for windfalls (**table 12**) is heavily discounted, it excludes greenfield sites (including residential garden land) and only includes small brownfield windfalls on sites of below 5 dwellings. Larger windfall sites (5 dwellings and above) are not included in the calculation as these are normally expected to have been identified through the SHLAA or the Local Plan/emerging SWDP allocations process, although a number of large windfall sites will come forward and contribute to supply. The windfall figure is therefore considered to be a conservative estimate.

Plan period progress	Number of net dwellings completed	Windfall allowance: number of dwellings divided by years of plan period to date
2006/07 – 2012/13 (7 Years)	240 (small brownfield sites of 4 dwellings or less)	240/7 = 34 dwellings per annum

Table 12: Windfall allowance calculation

4.15 In terms of the submitted SWDP, for the first ten years of the plan period a windfall allowance of **34 dwellings per annum** has been determined (2013/14 – 2022/23). Thereafter, a lower rate of **23 dwellings per annum** (approximately two thirds of the windfall allowance calculation) is applied, which takes into consideration the balance between windfall supply and the likely increase in completions of allocated sites as the plan period progresses. To summarise:

34 dwellings per annum from 2013/14 – 2022/23 = **340 dwellings**
 23 dwellings per annum from 2023/24 – 2029/30 = **161 dwellings**

Total windfall allowance 2013/14 – 2029/30 = 501 dwellings

Please see **Appendix 'C'** for a list of sites that constitute the windfall allowance.

Please note that the windfall allowance calculation may show some variation when compared to the housing trajectory set out in the emerging

SWDP in terms of the calculation variables used and how the allowance is distributed over the plan period timescale. Note that Worcester City Council and Wychavon District Council count sites of 9 or below as small windfall sites.

Inclusion of proposed SWDP site allocations in the housing land supply calculation

- 4.16 It is considered appropriate to include an element of the proposed housing land allocations within the SWDP for the purposes of calculating five year housing land supply, now that it has been submitted to the Secretary of State for examination (28th May 2013). By taking into account an element of the proposed SWDP site allocations that may be ready to come forward in the immediate years after adoption of the SWDP (currently anticipated to be in 2014), Malvern Hills District could deliver an additional supply of approximately 433 dwellings phased over the period 2015 – 2018, the latter stages of this current five year housing land supply period. It is the case that there are permissions, planning applications and current pre-applications discussions that have already been submitted (post 31st March 2013) and/or approved on SWDP sites, indicating that there are willing landowners with land available, and that they are likely to be deliverable in the immediate plan period years after adoption. For a list of the included sites, see **Appendix 'D'** of this report. Please note that the calculation excludes the specific housing requirements for Worcester associated growth within the MHDC area, known as the Wider Worcester Area (WWA).

Emerging South Worcestershire Development Plan (SWDP) - Housing Requirement for the Plan Period (MHDC's Proportion)

- 4.17 Malvern Hills District's latest evidence base relating to the production of the SWDP points towards the requirement to build 4,900 dwellings over 24 years between 2006 and 2030, resulting in an annualised indicative

requirement of 204 dwellings required per annum (excluding the Wider Worcester Area). Over the first seven years of the plan period, Malvern Hills District has built 1,502 dwellings (net), leaving 3,398 dwellings required to meet the overall SWDP requirement. Taking into account deliverable commitments (those dwellings currently under construction, dwellings with planning permission and outstanding Local Plan allocations), plus an element of varying annual windfall allowance (see pages 28 and 29), Malvern Hills District needs to provide for an additional 2,413 dwellings to meet its housing requirement for the remainder of the SWDP plan period.

- 4.18 To address this requirement, sites for approximately 1,821 dwellings are proposed to be allocated within the emerging SWDP document (outside of the wider Worcester area). With these additional proposed housing allocations taken into account, and the inclusion of 58 dwellings approved as the additional 'Phase 7' of the Malvern Vale housing site (planning application determined 10/04/2013), Malvern Hills would have a potential under supply of 534 dwellings over the plan period (see **table 13** below). However, further supply elements (as set out in SWDP Proposed Submission document January 2013) anticipate that over the plan period, 200 additional dwellings will be provided through Extra Care Housing release and another 150 dwellings will be added through empty homes being brought back into use. Of the remaining balance (approximately 184 dwellings), it is anticipated that a large proportion of this outstanding balance will be met by additional windfall development, over and above the modest calculation in table 7 below (large windfall sites of 5 or more dwellings and sites on garden land have not been factored into the windfall allowance calculation), including additional capacity on the allocated SWDP sites.

Table 13: Housing Land Position at 31st March 2013	
SWDP - Emerging Housing Requirement (2006-2030)	4,900*
Net Completions to date (2006/07-2012/13)	1,502
Net Commitments at 31 st March 2013 <i>(Dwellings under construction)</i> <i>(Dwellings outstanding with planning permission)</i>	465 (103) (362)
Assuming an 8% non-implementation rate (on outstanding sites – no discount applied to adopted local plan sites with planning permission – 143 dwellings)	(345) <u>448</u>
Net Windfall Allowance: 1/4/2013 to 31/3/2030 <i>34 per annum from 2013/14 – 2022/2 = 340</i> <i>23 per annum from 2023/24 – 2029/30 = 161</i>	501
SWDP: Proposed Allocations	1,821
Residual Balance <i>((Completions (1,502) + Commitments (448) + Windfall Allowance (501) + SWDP Allocations (1,821)) - SWDP requirement (4,900))</i>	- 628
Outstanding Local Plan Housing Allocations at 31st March 2013 without planning permission (Not all Local Plan sites have been included in the Five Year Supply)	
H3 – Former Railway Sidings, Peachfield Road	15
H4 - Lower Howsell Road	6
H10 - Hospital site, Lansdowne Crescent	15
Total Local Plan Allocations	36
Additional Large Windfall Sites Approved (post 31/03/2013)	
Malvern Vale – Phase 7**	58
Further Supply Elements (As set out in SWDP)	
Extra Care Housing Release (C2 to C3)	200
Empty Homes Brought Back into Use	150
Total Potential Over/Under Supply	- 184 Dwellings

*Excludes the Wider Worcester Area (WWA)

**This is an additional phase separate to the outline planning permission of up to 490 dwellings (04/00182/OUT).

Background Context of the Wider Worcester Area (WWA)

- 4.19 At 4,900 dwellings, the policy provision of housing for Malvern Hills Sub Area is 2,600 below the level based simply on Sensitivity Scenario 2 in the Strategic Housing Market Assessment (SHMA, Feb 2012) for Malvern Hills District (approx. 7,500 dwellings to 2030). The SWDP has responded to this scale of potential unmet demand by redirecting the displaced housing requirement from the Malvern Hills Sub Area to the Wider Worcester Area (WWA) and Wychavon District. The displaced 2,600 dwellings are divided approximately evenly between these two sub areas.
- 4.20 Additionally, not all of the housing growth at Worcester required under Sensitivity Scenario 2 in the Strategic Housing Market Assessment (SHMA, Feb 2012) can be delivered within the city's administrative boundary. While approximately 5,500 dwellings can be accommodated within Worcester City, the remainder is proposed to be delivered through urban extensions immediately adjoining the city located in the Malvern Hills and Wychavon Districts (See **table 14** below).

Housing Provision (2006-2030)	SHMA (2012)	SWDP Sub Total
Wider Worcester Area*	8,150	9,400
Wychavon	7,500	8,900
Malvern Hills	7,520	4,900
TOTAL	23,170	23,200
<i>*of which Worcester City</i>	<i>(8,150)</i>	<i>(5,500)</i>

Table 14: SWDP Housing Requirements Proposed Submission Document
(January 2013)

For further information, please see the proposed submission version of the South Worcestershire Development Plan (SWDP) January 2013, or the Strategic Housing Market Assessment (SHMA) for Worcestershire, February 2012.

PART FIVE

FIVE YEAR HOUSING LAND SUPPLY UPDATE (2013-2018)

- 5.1 As stated in part three of this report, there is no definitive advice or guidance within the NPPF as to which plan target or methodology should be used for the purposes of calculating the five year housing land supply in the absence of an adopted development plan target.
- 5.2 For a detailed discussion of the range of targets that have been considered, please see the council's Position Statement on Housing Land Supply dated 12th August 2013.
- 5.3 The Position Statement concludes that the SWDP Proposed Submission Document January 2013 housing requirement should be the starting point in terms of the plan period and the five year housing land supply calculation. Information is however also shown against The Regional Strategy Phase 2 Revision 'Panel Report' (2009) for information.
- 5.4 The Position Statement also discusses the methodology for assessing previous performance and concludes that the Sedgefield approach should be used and that the council is a 5% authority, although the alternative Liverpool approach and 20% buffer are also included for information.
- 5.5 It is considered that the district does not have a record of persistent under delivery when the plan period delivery rates are analysed over the previous monitoring years against the relevant adopted targets for the appropriate year (see **Appendix 'E'** for source tables). The district council therefore considers it is "5%" authority and not a "20%" authority. However, to demonstrate all scenarios a 20% buffer is shown against the five year supply calculations. Please note that in order to substantiate an over/under supply outcome for each scenario, the over/undersupply calculations in the five year supply table differ by using a consistent plan period baseline target (source tables also available in **Appendix 'E'**).

- 5.6 Based on the approach set out in the Position Statement and the information and justification set out in this HLSM, it is concluded that in terms of housing, the district council can demonstrate that it does have a five year housing land supply against the proposed SWDP Submission Document target if a modest but realistic assessment is undertaken of the availability and deliverability of a certain proportion of the proposed allocations in the SWDP. It is considered that weight can be given to these allocations as the Plan has been drawn up so that the policies are in conformity with the Framework, and the sites have been subject to considerable public consultation and technical assessment including, through the SHLAA. The sites included are also either subject to pre-application discussions, are current planning applications or have been approved at planning committee (post 31st March 2013 monitoring).
- 5.7 **Table 15** below outlines the various five year housing land supply positions for Malvern Hills district against the submitted SWDP (MHDC's preferred housing requirement/plan period starting point) and the Regional Strategy Phase 2 'Panel Report' (2009), provided for contextual purposes.

Five Year Housing Land Supply requirements (1st April 2013 to 31st March 2018)		SWDP SUBMISSION TARGET 2006 – 2030 (24 years)		WM RSS PANEL REPORT 2006 – 2026 (20 years)	
		COLUMN 1: 'SEDFIELD' METHOD	COLUMN 2: 'LIVERPOOL' METHOD	COLUMN 3: 'SEDFIELD' METHOD	COLUMN 4: 'LIVERPOOL' METHOD
Plan Period Target		4,900 (204 per annum)		5,000 (250 per annum)	
Completions to Date		1,502		1,502	
Residual Target		3,398	3,398	3,498	3,498
Over/Under Supply		74 oversupply	n/a	248 undersupply	n/a
Five Year Target		947 (204 x 5 – 74 = 189 per annum)	1,000 (3,399 ÷ 17 years remaining = 200 residual annualised)	1,499 (250 x 5 + 248 = 300 per annum)	1,030 (3,499 ÷ 17 years remaining = 206 residual annualised)
Five Year Target +5%		993 (199 per annum)	1,050 (210 residual annualised)	1,573 (315 per annum)	1,082 (216 residual annualised)
Five Year Target +20%		1,135 (227 per annum)	1,200 (240 residual annualised)	1,798 (360 per annum)	1,236 (247 residual annualised)
Commitments (Net)	(Outstanding)	(362) 345 (8% lapse rate – not applied to adopted local plan sites with planning permission)	(362) 345 (8% lapse rate – not applied to adopted local plan sites with planning permission)	(362) 345 (8% lapse rate – not applied to adopted local plan sites with planning permission)	(362) 345 (8% lapse rate – not applied to adopted local plan sites with planning permission)
	(Under Construction)	103	103	103	103
	Total	448	448	448	448
Local Plan Sites (H4 and H10)		21	21	21	21
Windfall Allowance (Brownfield) Gross		102 (34 per annum for current 5 year period – 3 out of 5 years)	102 (34 per annum for current 5 year period – 3 out of 5 years)	102 (34 per annum for current 5 year period – 3 out of 5 years)	102 (34 per annum for current 5 year period – 3 out of 5 years)
Proposed SWDP Site Allocations*		433	433	433	433
Phase 7 Malvern Vale**		58	58	58	58
Total Supply		1,061	1,061	1,061	1,061
Balance		114	61	-438	31
Years supply		5.61	5.31	3.54	5.15
Balance		68	11	-512	-21
Years supply (+5%)		5.33	5.05	3.37	4.91
Balance		-74	-139	-737	-175
Years supply (+20%)		4.67	4.42	2.95	4.30

Table 15: Five Year Housing Land Supply Summary Table

**Select Site Allocations in the SWDP that either have planning permission post-31st March 2013, are at the planning application stage, or are at the pre-application stage (sites included monitored up to 31st July 2013).*

***Additional residential phase granted planning permission on 10th April 2013 for 58 dwellings (12/01240/FUL). This permission would take the total number of dwellings on the North Site up to 548 if the maximum number approved were built out (490 from the outline permission plus the 58 on phase 7).*

Conclusions

5.8 Based on the information contained in this report and the August 2013 Position Statement, it is considered that the Malvern Hills District Council can currently demonstrate a five year supply of land for housing based on the emerging SWDP target and the evidence that underpins it. Using the Sedgefield approach and allowing for a buffer of 5%, the council **can demonstrate a 5.33 years supply of land for housing.**

5.9 Evidence from this Housing Land Supply Monitor indicates that the current stock of available housing land commitments has declined in recent years (page 15). This is a result of previously allocated local plan sites now being built out and a lower quota of windfall consents occurring. It is anticipated that adoption of the SWDP will remedy the current constrained supply trend, with commitments increasing in the years following the adoption of the SWDP as allocated sites come forward through the planning process. As demonstrated by **Appendix 'D'** SWDP site allocations are already coming forward, either as permissions, planning applications or pre-applications, demonstrating that the supply of housing land is readily available and set to increase in the forthcoming monitoring periods. The planning applications and pre-application enquires that have been received for these SWDP sites are tending towards increased numbers above the indicative numbers set out in the SWDP. Certain sites have demonstrated to the council that modest increases in numbers can be supported, as set out in **Appendix 'D'**, for appropriate schemes. Furthermore, following the recent Proposed

Submission Consultation on the SWDP in January 2013, a number 'Omission Sites', extensions to proposed sites or intensifications (proposed increase in numbers) throughout the district have been put forward by interested parties. A sample list of the omission site representations received can be viewed in **Appendix 'G'**.