

**Malvern Hills District Council, Worcester City
Council and Wychavon District Council**

**Addendum to the Housing
Requirement
for Designated Neighbourhood Areas-
2021 Census update**

September 2024

1. Introduction

- 1.1 This document provides the necessary evidence to underpin Annex E in the South Worcestershire Development Plan Review (SWDPR): Housing Requirement for Designated Neighbourhood Areas. It serves as an addendum to the original 2022 document and provides updated housing requirement figures that reflect the latest Census data from 2021 whilst reinforcing the methodology used to underpin these figures. The approach is consistent with that used in the 2022 piece of evidence and ensures that housing development is distributed in a proportionate way in line with our spatial strategy to meet the needs of the neighbourhood areas across the district. The document also incorporates two new designated neighbourhood areas which have been formed since September 2022 (Crowle and Tibberton, both in Wychavon District).

2. National Planning Policy Framework

- 2.1 The National Planning Policy Framework (NPPF) covers England and Wales and as was last updated in December 2023. However, under transitional arrangements, and for the purposes of examination, the SWDPR is being examined under the NPPF 2021.
- 2.2 Paragraph 66 of the December 2021 Framework¹ states that “*strategic policy-making authorities should establish a housing requirement figure for their whole area, which shows the extent to which their identified housing need (and any needs that cannot be met within neighbouring areas) can be met over the plan period. **Within this overall requirement, strategic policies should also set out a housing requirement for designated neighbourhood areas which reflects the overall strategy for the pattern and scale of development and any relevant allocations.** Once the strategic policies have been adopted, these figures should not need re-testing at the neighbourhood plan examination, unless there has been a significant change in circumstances that affects the requirement.*” (emphasis added).

¹ National Planning Policy Framework (2021)

<https://webarchive.nationalarchives.gov.uk/ukgwa/20230830172251/https://www.gov.uk/government/publications/national-planning-policy-framework--2>

3. Evidence of Local Housing Need in Context

- 3.1 In 2018 the South Worcestershire Councils commenced a revision of the SWDP (2016) to cover the period 2021 – 2041. The level of housing need for the SWDPR is calculated using the Government’s published “standard methodology”². Currently, it is anticipated that the SWDPR will need to make provision for approximately 11,000 additional dwellings in the period to 2041 over-and-above those which have already been delivered, or are likely to be delivered based on current housing commitments, completions and outstanding allocations as of 1 April 2021.
- 3.2 The SWDPR allocates sites to meet unmet need for the period 2021 – 2041, after taking account of any justifiable windfall allowances. The distribution of housing allocations reflects the fact that Worcester is constrained by the limited availability of suitable land within its administrative boundary. Consequently, a significant proportion of the City’s housing (and employment need) will have to be met within Wychavon and Malvern Hills districts. SWDPR Development Strategy.
- 3.3 Policy SWDPR 02 and SWDPR 03 set out the proposed development strategy and settlement hierarchy for South Worcestershire for the period 2021 - 2041. The strategy for the pattern and scale of additional development is driven by the SWDPR Vision, the Sustainability Appraisal outputs and technical evidence. It brings together land use, development and infrastructure considerations that flow from the economic, environmental and social characteristics of the area and in so doing puts forward a rail-based strategy for a number of new or expanded existing settlements that are centred around existing or proposed rail stations and sustainable transport hubs. The settlements in South Worcestershire have been categorised based on their size, facilities and connectivity in accordance with the Village Facilities Rural Transport Study (VFRTS)³. This categorisation helps in planning and directing development to areas that can support sustainable growth as further detailed in paragraph.

² <https://www.gov.uk/guidance/housing-and-economic-development-needs-assessments#housing-need>

³ <https://www.swdevelopmentplan.org/swdp-review/swdp-review-evidence-base/village-facilities-and-rural-transport-study>

- 3.4 As background, the population of south Worcestershire in the 2021 Census was 315,820⁴. Of these, 205,851 (65%) were in the urban areas (Worcester city⁵ and the towns of Droitwich Spa, Evesham, Malvern⁶, Pershore, Tenbury Wells and Upton-upon-Severn), 48,582⁷ (15%) were in Category 1 villages, 21,025 (7%) were in Category 2 villages, 13,326 (4%) were in Category 3 villages, with the remaining 27,036 (9%) in Category 4 villages or land considered to be in the open countryside.
- 3.5 In South Worcestershire, the existing urban areas continue to provide the focus for most development as they have the greatest housing needs, accessibility to services and, in many cases also have access to rail services. The availability of suitable land available in these areas is, however, becoming increasingly limited over time. The SWDPR proposes 10,985 dwellings in the main urban areas and urban extensions at Worcester. Of the 10,985 dwellings allocated in urban areas 8,132 are reallocations from the SWDP and 2,853 are new allocations.
- 3.6 In order to deliver the social objectives of sustainable development, the SWDPR continues to direct some growth to rural settlements that benefit from local facilities and services. There are four categories of settlements (as set out in the VFRTS); category 1 settlements are considered the most sustainable, having scored the highest when assessed on size, facilities and connectivity, and categories 1-3 have allocations in the Plan; category 4 settlements have limited services and do not have any allocations. The breakdown of the allocations across the settlement categories, including the distinction between new allocations and reallocations is set out in Table 1.

Table 1 Distribution of Allocations by Settlement Category across South Worcestershire

Category of Village	Total Dwellings Allocated	Total Reallocations from SWDP	Total New Allocations
1	950	89	861
2	626	157	469
3	115	0	115

⁴ Although Burford shares a Neighbourhood Area with Tenbury Wells, the Parish of Burford is within Shropshire so has not been included in this population figure.

⁵ Includes the parishes of St Peter the Great County and Warndon

⁶ Includes the parishes of West Malvern and Malvern Wells

⁷ In 2011, the population recorded in the census was 43,129, not 48,129 as written in previous version of this report.

- 3.7 Excluding windfall development, 8,500 (40.1%) of the 21,176 dwellings allocated in the SWDPR are in the proposed new or expanded settlements, 10,985 (51.9%) are allocated in the main urban areas and reallocated urban extensions, 950 (4.5%) are in the Category 1 villages, 626 (3.0%) are in Category 2 villages and 115 (0.54%) are in Category 3 villages.

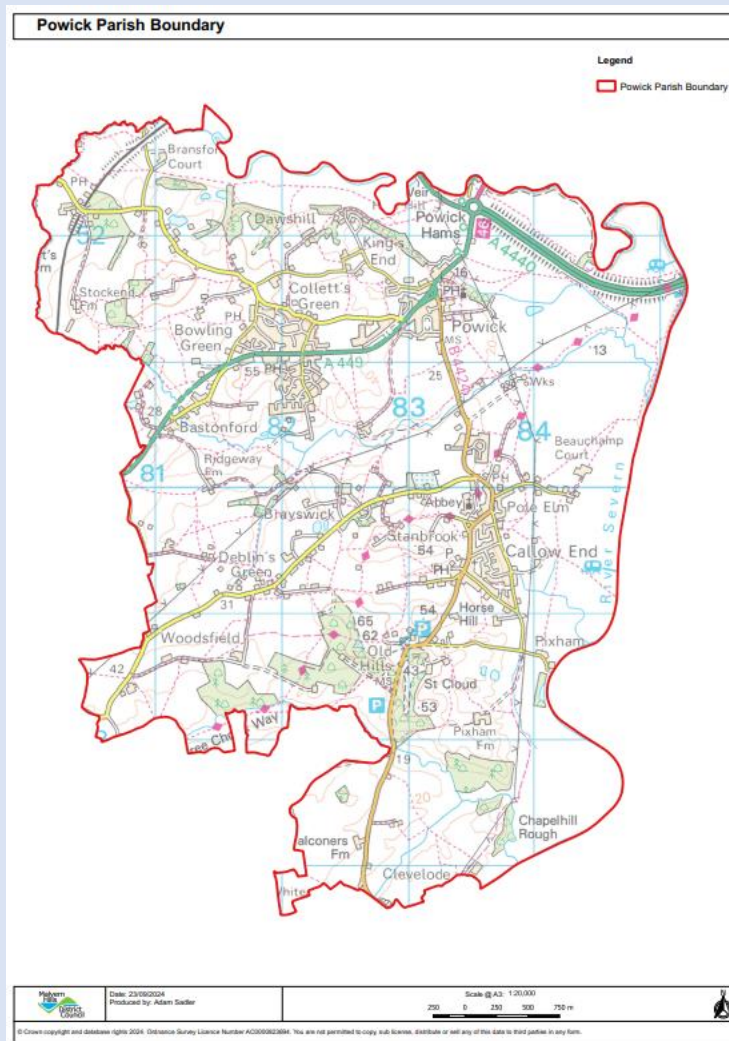
4. Methodology for Calculating Additional Housing Requirement for Designated Neighbourhood Areas

- 4.1. To reflect the overall strategy for the pattern and scale of additional development it is proposed that the housing requirement for neighbourhood areas for the period 2021 – 2041 is distributed according to the overall strategy for the pattern of development in the SWDPR, taking account of the population of the neighbourhood area (based on the 2021 census) and any relevant allocations in the SWDPR and made or submitted Neighbourhood Plans.
- 4.2. Based on the above principles, the methodology for calculating the additional housing requirement for the 42 designated Neighbourhood Areas in south Worcestershire takes account the following factors:
- i. The overall strategy for the pattern of development to 2041 that distributes required dwellings in the following proportions:
 - 40.1% in new or expanded settlements
 - 51.9% in the main urban areas and urban extensions
 - 4.5% in Category 1 villages
 - 3.0% in Category 2 villages
 - 0.5% in Category 3 villages.
 - ii. The scale of additional development required to 2041: the SWDPR is making provision for an additional 13,240 dwellings (including 500 at Mitton for Tewkesbury Council’s needs) in the period to 2041 over-and-above those which have already been delivered or are likely to be delivered based on current housing commitments, completions and reallocations.
 - iii. Relevant site allocations: the housing requirement for each Neighbourhood Area takes account of proposed allocations in the SWDPR, together with any allocations in made or submitted Neighbourhood Plans.

- 4.3. A Designated Neighbourhood Area is the region where neighbourhood plan policies would apply if a neighbourhood plan is created for that area. This area is often the same as the parish boundary, but parish or town councils may choose to partner with neighbouring parishes to create a larger area or opt for a smaller, more focused area such as a town centre. An area becomes designated once a formal application is submitted and approved by the local planning authority.
- 4.4. Each designated neighbourhood area may have a number of settlements within the boundary. The methodology for calculating each designated neighbourhood area requirement firstly involves looking at the village with the highest settlement category in the neighbourhood area to determine how the area should be classified for the exercise. The population of the whole designated neighbourhood area is then taken with the total population across the identified settlement category to calculate the percentage that particular designated neighbourhood area's population is of the total category's population.
- 4.5. This percentage population figure is then applied to the total number of allocations in that settlement category to proportionately calculate the designated neighbourhood area requirement figure. If there are any plan allocations in that neighbourhood area, the number of dwellings of that allocation is then deducted from the neighbourhood requirement figure to give the final figure. An example of this calculation is given below.

Figure 1 - Example: Designated Neighbourhood Area: Powick

Powick's designated Neighbourhood Area covers the Parish of Powick. According to the Village Facilities Rural Transport Study (VFRTS), the highest-ranking settlement in this Neighbourhood Area is Callow End, which is a Category 1 settlement. For the purposes of this calculation, the entire parish area is considered to be Category 1.



The total population in category 1 settlements is 48,129. The population of the Powick Designated Neighbourhood Area is 3,463. This represents 7.13% of the population of all Category 1 areas.

In the SWDPR, 950 dwellings are proposed to be allocated in Category 1 areas. Proportionally, this would equate to 68 dwellings being required within the Powick Neighbourhood Area

The total housing allocations in the SWDPR or made neighbourhood plans are then used to calculate the outstanding housing requirement. With a proposed SWDPR allocation of 25 dwellings, this is then deducted from the calculated housing requirement, resulting in an outstanding housing requirement for Powick of 43 dwellings.

- 4.6. The methodology does not take account of any specific physical, environmental or infrastructure constraints to future growth in a Neighbourhood Area. This methodology is merely a statistical analysis of the population and housing requirement and is therefore a theoretical spatial distribution across the SWCs.
- 4.7. Table 1 sets out the updated housing requirement by designated Neighbourhood Area to 2041 taking account of population data in the 2021 census, the development strategy, scale of additional development required to 2041 and relevant site allocations. The table represents the position as of 1 April 2024, therefore Neighbourhood Areas Designated and plans adopted after this point will not feature in the calculation.

Table 1: Housing Requirement to 2041 by Designated Neighbourhood Area

Neighbourhood Area	District	Highest Ranking Settlement in Settlement Hierarchy	Population of Neighbourhood Area (Census 2011)	Population of neighbourhood area (according to 2021 Census Data)	Population increase/decrease	Percentage of population across the settlement's category	Housing requirement	Proposed Allocations in SWDPR (2021–2041)	Allocations in Made Neighbourhood Plans as of 1 April 2024	Total Housing Allocations in either the SWDPR (2021 – 2041) or any Made /Submitted Neighbourhood Plans	Final Housing requirement
Abberley*	Malvern Hills	Cat 2	836	786	-5.98%	3.74%	23	31	0	31	-8
Alfrick & Lulsley	Malvern Hills	Cat 2	817	657	-19.58%	3.12%	20	0	0	0	20
Broadwas and Cotheridge*	Malvern Hills	Cat 2	539	656	21.71%	3.12%	20	0	0	0	20
Clifton-upon-Teme*	Malvern Hills	Cat 1	695	839	20.72%	1.73%	16	55	0	55	-39
Eldersfield	Malvern Hills	Cat 4	583	583	0.00%	2.16%	0	0	0	0	0
Great Witley and Hillhampton	Malvern Hills	Cat 1	689	871	26.42%	1.79%	17	44	0	44	-27
Hallow*	Malvern Hills	Cat 1	1,219	1,427	17.06%	2.94%	28	0	40	40	-12
Hanley Castle*	Malvern Hills	Cat 3	1,340	1,443	7.69%	10.83%	12	0	22	22	-10
Kempsey*	Malvern Hills	Cat 1	3,180	4,365	37.26%	8.98%	85	0	0	0	85
Leigh and Bransford*	Malvern Hills	Cat 3	1,832	2,116	15.50%	15.88%	18	52	0	52	-34
Malvern Town*	Malvern Hills	Urban Area	29,626	30,464	2.83%	14.80%	1626	1468	0	1468	158
Malvern Wells	Malvern Hills	Urban Area	3,196	3,119	-2.41%	1.52%	166	0	0	0	166
Martley, Knightwick and Doddenham*	Malvern Hills	Cat 1	1,438	1,747	21.49%	3.60%	34	71	0	71	-37
Powick	Malvern Hills	Cat 1	2,945	3,463	17.59%	7.13%	68	25	0	25	43
Rushwick	Malvern Hills	Cat 3	1,155	1,403	21.47%	10.53%	12	1,000	0	1000	-988
Tenbury Town and Burford ⁸	Malvern Hills / Shropshire	Urban Area	4,451	4,458	0.16%	2.17%	238	157	0 ⁹	157	81

⁸ This row contains population information from Burford, which is located within Shropshire. Data for solely Tenbury Town (excluding Burford) is located at the bottom of this table.

⁹ Whilst the neighbourhood plan allocation is noted as 0, 140 dwellings are proposed allocations within the in the Shropshire Local Plan

Upton upon Severn	Malvern Hills	Urban Area	2,881	2,901	0.69%	1.41%	155	120 ¹⁰	0	120	35
Welland*	Malvern Hills	Cat 1	1,181	1,558	31.92%	3.21%	30	17	13	30	0
Warndon	Worcester	Urban Area	10,897	10,726	-1.57%	5.21%	572	16	0	16	556
Ashton under Hill	Wychavon	Cat 2	753	811	7.70%	3.86%	24	6	0	6	18
Beckford	Wychavon	Cat 2	597	612	2.51%	2.91%	18	0	0	0	18
Bredon, Bredon's Norton and Westmancote (Bredon Parish) *	Wychavon	Cat 1	2,789	2,964	6.27%	6.10%	58	500	0	500	-442
Broadway*	Wychavon	Cat 1	3,080	3,482	13.05%	7.17%	68	114	0	114	-46
Cleeve Prior*	Wychavon	Cat 2	561	553	-1.43%	2.63%	25	57	0	57	-32
Crowle	Wychavon	Cat 2	1,081	1,132	4.72%	5.38%	34	40	0	40	-6
Dodderhill/Wychbold	Wychavon	Cat 1	2,127	2,630	23.65%	5.41%	51	24	0	24	27
Drakes Broughton and Wadborough with Pirton*	Wychavon	Cat 1	1,963	2,301	17.22%	4.74%	45	50	0	50	-5
Droitwich Spa	Wychavon	Urban Area	23,504	25,037	6.52%	12.16%	1336	962	0	962	374
Eckington*	Wychavon	Cat 2	1,217	1,257	3.29%	5.98%	37	38	27	65	-28
Elmley Castle (including Bricklehampton and Netherton)	Wychavon	Cat 2	788	815	3.43%	3.88%	24	27	0	27	-3
Hanbury	Wychavon	Cat 3	918	1,000	8.93%	7.50%	9	0	0	0	9
Harvington*	Wychavon	Cat 2	1,680	1,718	2.26%	8.17%	51	0	35	35	16
Honeybourne*	Wychavon	Cat 1	1,653	2,116	28.01%	4.36%	41	0	50	50	-9
Inkberrow	Wychavon	Cat 1	1,995	2,296	15.09%	4.73%	45	80	0	80	-35
North Claines*	Wychavon	Cat 1	3,520	4,456	26.59%	9.17%	87	40	39	79	8
Norton-juxta-Kempsey*	Wychavon	Cat 3	2,375	2,460	3.58%	18.46%	21	0	0	0	21
Omersley and Doverdale*	Wychavon	Cat 1	2,360	2,464	4.41%	5.07%	48	36	0	36	12
Pebworth*	Wychavon	Cat 3	808	863	6.81%	6.48%	7	0	12	12	-5
Sedgeberrow*	Wychavon	Cat 3	845	883	4.50%	6.63%	8	28	24	28 ¹¹	-20
South Lenches (Church Lench, Atch Lench, Ab Lench and Sheriff's Lench)	Wychavon	Cat 2	675	708	4.89%	3.37%	21	0	0	0	21
Tibberton	Wychavon	Cat 2	598	670	12.04%	3.19%	20	26	0	26	-6

¹⁰ 50 dwellings in Tunnel Hill for Upton upon Severn

¹¹ The proposed allocation in the SWDPR is on the same site as the allocation in the neighbourhood plan. Therefore, the total number is 28 as we have taken the higher number in the SWDPR

Whittington	Wychavon	Cat 2	575	1,499	160.70%	7.13%	45	0	0	0	45
Total			125,962	136,309	8.21%		5266	5084	262	5294	-28
Tenbury Town (Excluding Burford)	Malvern Hills / Shropshire	Urban Area	3,069	3,172	3.36%	1.49%	164	157	0	157	7

* Adopted Neighbourhood Plan in place