

Leeds Strategic Housing Land  
Availability Assessment 2012  
Methodology

## **1. Introduction**

- 1.1. Essentially, the Strategic Housing Land Availability Assessment (SHLAA) seeks to identify and assess all land that could be used for housing development with estimates of how many dwellings could be delivered and when. It is technical information and evidence designed to inform the preparation of plans (including Leeds' Core Strategy and Site Allocations Plan) and inform the 5 year supply. SHLAA information in itself is not a statement of policy or the allocation of sites. SHLAAs became a requirement of all local authorities in England from the mid 2000s. National practice guidance was issued in July 2007.

## **2. Chronology**

- 2.1. Preparation of Leeds' SHLAA commenced in 2008 with the setting up of a Partnership of external housing interests, agreement of a methodology and assessment of over 700 sites. The exercise completed in 2009 and the final reports were published early 2010. It was referred to as the 2009 SHLAA because its information relates to a base date of 1<sup>st</sup> April 2009.
- 2.2. It was agreed that there would be annual updates of the SHLAA but the update started in 2010 was rolled into the 2011 Update.

## **3. The SHLAA Partnership**

- 3.1. The SHLAA Terms of Reference were agreed at the 1<sup>st</sup> meeting of the SHLAA Partnership, and are reproduced in Appendix 1 for information. Three important points are clear from the Terms of Reference. Firstly that the balance of representation was agreed, including 3 housebuilder representatives out of a total group of twelve. Secondly that the role would be to agree the methodology, to assess the Council's conclusions on market deliverability of sites and to be involved in annual review. Thirdly the means of arriving at conclusions was clarified; the partnership would aim for consensus but record diverging views where consensus was not possible.
- 3.2. The modus operandi of the SHLAA Partnership was structured to be balanced. The majority of decisions reached by Leeds' SHLAA Partnership have been by consensus. Where matters of judgement were involved, for example on future deliverability of dwellings on brownfield sites which are not yet subject to formal development interest, discussions were robust from both housebuilders and city council/aligned representatives, but consensus was usually reached involving compromises on both sides.
- 3.3. Leeds took the decision to have its SHLAA Partnership Meetings chaired by a City Councillor. For the 2009 SHLAA another City Councillor also sat on the SHLAA Partnership to represent the

Development Plans Panel. The presence of local politicians on the Partnership has helped to marshal the interests of the City Council in SHLAA discussions. For the 2011 and 2012 Updates as a result of an inquiry into the SHLAA process by the City Council's Housing and Regeneration Scrutiny Board, a Community Representative was added to the SHLAA Partnership.

#### **4. Methodology**

- 4.1. The first SHLAA Partnership meetings in 2008 were charged with agreeing the essential methodology to undertake the SHLAA in accordance with the national practice guidance published in 2007. A methodology for agreeing the capacity of sites was agreed – see Appendix 2. Regard was had subsequently to advice from Housebuilders (Appendix 3) about the build-out-rates for sites, with the general conclusion that most small sites would have a build out rate of 25-50 dwellings although blocks of flats and large sites would be looked at separately. Further methodology was agreed on a number of matters, including where new sites are submitted that overlap with existing ones (Appendix 4).
- 4.2. A “call for sites” exercise was conducted in autumn 2008 to alert landowners that the SHLAA process was underway and interested in land opportunities for future housing development. Letters were circulated (Appendix 5) and a webpage created on LCC's website.
- 4.3. When the SHLAA exercise began in 2008, sites were assessed to a 1<sup>st</sup> April 2008 basedate. It became apparent after a number of Partnership meetings that the assessment would take far longer than originally envisaged and that an April 2009 basedate would be needed. A methodology was agreed with the SHLAA Partnership to transfer dwelling apportionments agreed at earlier Partnership meetings to the April 2009 basedate.
- 4.4. The 2011 Update changed the way dwellings were apportioned to future time periods. The 2009 SHLAA only apportioned to individual years for the first six years; any dwellings expected to be completed later than that were given a single medium term total for years 6-10 and a single long term total representing years 11 onwards. The 2011 Update apportioned dwellings to individual years right through the period. A methodology was agreed (Appendix 6) to reapportion dwellings concluded as single medium or long term totals into individual years.
- 4.5. An issue was raised whether sites proposed for student housing developments should feature within the SHLAA? It was concluded that student housing involving self-contained “cluster flats” typically of 4 – 6 bedrooms and kitchen/diner/lounge should be included because they would count as dwellings. Institutional residences in the C2 use

class would not be included. An email from CLG (Appendix 7) helps to clarify the position.

## **5. SHLAA 2012 Update**

- 5.1. As an overview, the update divides into two parts. One involves updating details of existing sites where new information is available. The other involves consideration of new sites. The process starts with officers undertaking the update and reaching conclusions. The new information is then circulated to members of the SHLAA Partnership for comment, with a meeting held to discuss points of disagreement and seek to agree revised conclusions.

### *Updates of Existing Sites*

- 5.2. Each SHLAA Update has a base-date of 1<sup>st</sup> April. This is to ensure that all sites are updated to a consistent point in time. The main source of new information is the progress made with planning applications and with construction on site. Where full planning permission had previously been granted, checks are made through Building Control records to ascertain the number of dwellings commenced construction and the number of dwellings completed. Where outline permissions had previously been granted, checks are made to see whether reserved matters applications have been received and whether they have been granted. This information provides the basis for updating the future annual delivery predictions of individual sites.
- 5.3. It is also necessary to review the sites which had dwellings expected to complete during the last year. Where construction has not commenced, it is necessary to try to ascertain whether the scheme is delayed and by how much, or whether it is abandoned. As such, the delivery of dwellings needs to be reapportioned accordingly.
- 5.4. Site update information is provided to Partnership members in the form of spreadsheets that illustrate the changes in annual dwelling apportionment and a brief explanation of the reason for the change.

### *New Sites*

- 5.5. The City Council accepts submissions of new sites all year round. For each annual SHLAA update there has to be a "cut-off" point whereby only those new sites submitted up to that date can be included in that year's assessment. Exceptionally, the 2012 Update dealt with a particularly large number of new sites as a result of a "Call-for-sites" exercise carried out in March 2012. This was designed to attract submissions of land for employment and retail uses, but had the indirect effect of generating over 100 submissions of housing land and even more mixed-use submissions involving some housing potential.

- 5.6. The process for considering new sites is as follows
- i. The submission is expected to include key details including a clear map of the site boundary, availability (eg when tenants will vacate, site assembly issues, active involvement of housebuilders etc), constraints (eg access to a highway, contamination, etc) and achievability (ie how many dwellings and annual delivery)
  - ii. Officers check whether site submission is for entirely new land, or overlaps or is subsumed within existing SHLAA sites. If there is overlap, judgements have to be made about whether to extend existing sites, or create new. The SHLAA has facility to record submitted sites as “dormant” if the land is included in another site. This avoids double counting of dwellings but keeps an audit trail of site submissions.
  - iii. All sites are given a unique SHLAA reference number
  - iv. Officers have the site boundaries digitised to provide an accurate measurement of gross site size and for site identification purposes
  - v. Officers assemble an array of site details including existing planning designations (eg Minerals Safeguarding Areas, levels of flood risk) and constraints (eg high pressure gas pipelines) and other attributes (eg public transport accessibility and housing market strength).
  - vi. Officers calculate the dwelling capacity of the site using an agreed standard methodology. Essentially, this ascribes an assumed density of dwellings for different zones of Leeds (City centre, edge of city centre, other urban areas, edge of urban areas and other rural areas) and an assumed net developable area depending on the size of site.
- 5.7. The site details help the officer to draw conclusions on suitability, availability and achievability which are provided as written narratives

## APPENDIX 1

### LEEDS STRATEGIC HOUSING LAND AVAILABILITY ASSESSMENT TERMS OF REFERENCE FOR THE PARTNERSHIP GROUP

#### Governance Arrangements

- Membership –
  - o Membership to include those listed on membership of Partnership list (attached). Continuity is important; members should endeavour to attend all meetings and are discouraged from sending substitutes.
  - o Membership means the representative will be actively involved in the role and functions of the Partnership as listed below.
  - o Members can call on additional people to assist them in Partnership work outside of meetings, eg checking site information etc
  - o Observers at the meetings will not be allowed
  
- Validation of conclusions – Conclusions on sites listed in the SHLAA will be established via an order of preference which is:
  - o Consensus – agreement of all members of the Partnership on conclusions relating to a particular site is preferred.
  - o Clear majority (allowing for possible weighting to minority views?)
  - o Where there is no clear majority conclusion on a site, the Council will list the varying views and conclude on its preferred approach.
  
- Servicing the meetings –
  - o note taking – minutes to be taken by admin staff of LCC
  - o all papers to be sent to members in advance of meetings. Where views on sites are sought sufficient time has to be allowed for adequate consideration of information supplied
  - o Members to correspond and submit information electronically where possible to SHLAA@leeds.gov.uk.

#### Role and Functions of the Partnership

- to agree and endorse the methodology for the work needed to undertake a SHLAA in Leeds
- to agree a work programme and timetable for production of the SHLAA
- to provide expertise and knowledge to come to a view on the deliverability and developability of sites, and how market viability may be affected by market conditions
- to agree an annual review process and be involved in the reviews

28.8.08

Membership of Leeds SHLAA Partnership group list.

Councillor Barry Anderson (Chair)

Steve Speak (Chief Policy & Strategy Officer, LCC)

David Feeney (Planning & Economic Policy Manager, LCC)

Robin Coghlan, (Policy Team Leader, LCC)

Tim Pegg, HBF nominee – [tim.pegg@persimmon.com](mailto:tim.pegg@persimmon.com)

Rebecca Wasse, HBF nominee – [Rebecca.j.wasse@barratthomes.co.uk](mailto:Rebecca.j.wasse@barratthomes.co.uk)

Vicky Cole, HBF nominee – [Victoria.cole@millers.co.uk](mailto:Victoria.cole@millers.co.uk)

David Cooke, CPRE – [cookedl@tiscali.co.uk](mailto:cookedl@tiscali.co.uk)

Steve Williamson or Huw Jones, Social Housing Sector nominee

Stephen Fielding, nominee of the Property Forum –

[sfielding@shulmans.co.uk](mailto:sfielding@shulmans.co.uk)

Harriet Fisher, Yorkshire & Humber Assembly – (first meeting only with no site specific input) – [harriet.fisher@yhassembly.gov.uk](mailto:harriet.fisher@yhassembly.gov.uk)

Rob Pearson, English Partnerships. [robpearson@englishpartnerships.co.uk](mailto:robpearson@englishpartnerships.co.uk)

## APPENDIX 2

### LEEDS STRATEGIC HOUSING LAND AVAILABILITY ASSESSMENT: METHODOLOGY FOR DETERMINING SITE CAPACITY

#### CLG GUIDANCE

The Strategic Housing Land Available Assessment Practice Guidance (July 2007) suggests approaches which can be taken to estimating the housing potential of each site. Where existing plan policy is out-of-date or doesn't provide a sufficient level of detail it suggests that assessments:

- Compare the site with a sample scheme which represents the form of development considered desirable in particular area; that
- Any sample schemes should represent the range of site sizes and locations where housing development is anticipated; and that
- Adjustments are made for individual site characteristics and physical constraints.

#### PROPOSED METHODOLOGY

Purpose: To estimate the potential housing capacity of the sites to be included in the SHLAA for which there is neither:

- a detailed planning permission; nor
- an exercise which provides an indication of the likely mix/density of development and the capacity of the site.

Overall approach: The estimated capacity of the site is determined by applying a standard density multiplier to the net area of the site available for housing development. The density multiplier varies according to where the site is located in the district.

Identifying Character Zones: A number of zones have been identified across the district. Housing development in the city centre and on the edge of the city centre has different characteristics to suburban or edge of urban area development therefore different density assumptions are applied. The breakdown of the zones is based on the broad character of areas in the district. 5 zones are identified and defined as follows:

- 1. City Centre** – Leeds City Centre as defined by the boundary shown in the UDP
- 2. Edge of City Centre** - Edge of Leeds City Centre defined as the area that lies within 2.2km of City Square and City Station but outside the defined UDP City Centre boundary. This definition is closely aligned to that of the 'Rim' as defined in the Rim Study produced by the Renaissance Leeds Partnership.
- 3. Other Urban Areas** - Includes the UDP defined Main and Smaller Urban Areas and the built up areas of Garforth, Kippax and Boston Spa (as defined by



Green Belt boundaries). These settlements are selected on the basis that they support one or more S2 Town Centres as defined by the UDP.

**4. Edge of Urban Areas** - Includes sites which directly adjoin an identified urban area (within about 800m), including unimplemented allocations which adjoin the existing built up area.

**5. Rural Areas** – The rest of the district not included within the above definitions.

Housing densities: The chosen density multipliers, expressed as dwellings per hectare (dph), are derived from past trends which take account of differences in site size and different mixes of houses and flats expected in the each of the five character zones. The assumed mix marries the mix achieved through past permissions with the mix expected through future policy directions, for example, the housing mix policy in the City Council's recently approved informal housing policy, which seeks a minimum of 65% of houses in new development outside the city centre or town centres. This means that assumed densities do not simply mirror recent trends which have been dominated by high density flat development, even in some suburban locations. Appendix A provides more information to explain the basis of the housing mix and density multiplier assumptions for each character zone.

Table 1 sets out the assumed mix and density multiplier to be applied to sites in each of the identified character zones:

<b>TABLE 1: EXPECTED MIX &amp; DENSITY MULTIPLIERS FOR CHARACTER ZONES</b>			
<b>Character Zones</b>	<b>Expected Housing Mix</b>		<b>Density multiplier (dph)</b>
	<b>% Houses</b>	<b>% Flats</b>	
City Centre (zone 1)	0	100	350
Edge of City Centre (zone 2)	40	60	65
Other urban areas (zone 3)	80	20	40
Edge of urban area (zone 4)	90	10	35
Rural areas (default zone)	100	0	30

Converting net densities to gross densities: The density multipliers set out in the table above are based on net density i.e. based on the net housing area of the development site. For larger sites the net area of housing will be smaller than the gross site area, allowing for provision of greenspace and other community facilities such as schools. The assumptions in the Table 2 below will be used to convert net site area to gross site area. These are based on past government guidance on carrying out urban capacity studies.

**TABLE 2: NET TO GROSS SITE DENSITIES BY SITE SIZE**

Site Size	Assumed Net Ratio
<0.4 ha	100%
0.4 – 2 ha	90%
>2 ha	75%

Additional considerations: The net site area may be further reduced if one or more of the following development constraints are considered to apply to the site, for example:

- Steep slopes
- Heavy tree cover
- Awkward shape

It is expected the additional reductions to the net site area will be need to be made sparingly, particularly for larger sites, as some or all of the constrained area may be used as amenity greenspace, green corridors etc and thus are already accounted for in the net to gross density calculation above.

Formula for calculating site capacity:

$$\text{SITE CAPACITY} = \text{SITE SIZE (HA)} \times \text{DENSITY MULTIPLIER (FROM TABLE 1)} \times \text{NET/GROSS RATIO (FROM TABLE 2)}$$

### WORKED EXAMPLES

#### **Example 1 – A 0.3 hectare site in the city centre**

$$\begin{array}{ccccccc} \text{SITE} & & \text{DENSITY} & & \text{NET/GROSS} & & \text{SITE} \\ \text{SIZE} & \times & \text{MULTIPLIER} & \times & \text{RATIO} & = & \text{CAPACITY} \\ 0.3 \text{ ha} & & 350 & & 100\% & & 105 \text{ dwellings} \end{array}$$

#### **Example 2 – A 1.2 hectare site on the edge of the city centre**

$$\begin{array}{ccccccc} \text{SITE} & & \text{DENSITY} & & \text{NET/GROSS} & & \text{SITE} \\ \text{SIZE} & \times & \text{MULTIPLIER} & \times & \text{RATIO} & = & \text{CAPACITY} \\ 1.2 \text{ ha} & & 65 & & 90\% & & 70 \text{ dwellings} \end{array}$$

#### **Example 3 – A 1.5 hectare site within the Leeds urban area**

$$\begin{array}{ccccccc} \text{SITE} & & \text{DENSITY} & & \text{NET/GROSS} & & \text{SITE} \\ \text{SIZE} & \times & \text{MULTIPLIER} & \times & \text{RATIO} & = & \text{CAPACITY} \\ 1.5 \text{ ha} & & 40 & & 90\% & & 54 \text{ dwellings} \end{array}$$

#### **Example 4 – A 4 hectare site on the edge of Leeds urban area**

$$\begin{array}{ccccccc} \text{SITE} & & \text{DENSITY} & & \text{NET/GROSS} & & \text{SITE} \\ \text{SIZE} & \times & \text{MULTIPLIER} & \times & \text{RATIO} & = & \text{CAPACITY} \\ 4 \text{ ha} & & 35 & & 75\% & & 105 \text{ dwellings} \end{array}$$

## **APPENDIX A – BACKGROUND INFORMATION ON DENSITY MULTIPLIERS**

### **Approach used**

This section explains in more detail how the density multiplier for each character zone were derived using monitoring data on housing developments given planning permission in Leeds over recent years.

To determine the appropriate density multiplier for each of the five character zones, an assumption was made on the likely mix of dwellings between flats and houses that would be provided, on average, in housing schemes in that area. This took into account the existing character of each area and the likely direction of future policy with regard to housing mix. An important factor in setting the parameters for these assumptions was the informal housing mix policy introduced in June 2008 by the City Council which requires that a minimum of 65% of total dwellings in new developments outside the city centre and town centres are family sized with gardens. It was felt that an alternative approach of basing densities on those achieved in recent development would become biased towards higher density flat schemes, which would not be consistent with the change in policy direction towards providing more family houses. The assumed mix for each character area is set out in Table 1 of this note.

To derive a density multiplier based on the expected housing mix, actual housing data was used based on schemes given planning permission between 1992 and 2008. The average density permitted on schemes with different proportion of house and flats was assessed, ranging from all houses to all flats and four combinations in between. The mix proportions assessed were:

- All houses;
- Over 70% houses, less than 30% flats;
- 50-69% houses, 31-50% flats;
- 30-49% house, 51-70% flats;
- Less than 30% houses, over 70% flats; and
- All flats.

Separate data is available for schemes in Leeds City Centre and outside. A more detailed breakdown of densities by character areas outside the city centre is not available because the small number of schemes in some of the mix proportion categories would make the results statistically unreliable.

## Sites in the City Centre

All sites given planning permission in Leeds City Centre between 1992 and 2008 were analysed to ascertain the average net density of housing development. Separate figures were collected for smaller sites under 0.4 hectares, which account for the majority of city centre schemes, and larger sites over 0.4 hectares. The results are set out in Table 3 below:

**TABLE 3: AVERAGE NET DENSITY OF CITY CENTRE HOUSING DEVELOPMENTS GRANTED PLANNING PERMISSION BY MIX AND SITE SIZE (1992-2008)**

	All flats* <0.4ha	All flats 0.4ha & over
<b>No. of schemes</b>	122	26
<b>% of total schemes</b>	82.4%	17.6%
<b>Average density (dph)</b>	436	351

\* All city centre schemes have been flats with one exception

Densities in the city centre can vary considerably according to the number of storeys built in developments but on average densities do not vary much according to the size of the site. Based on this information a **density multiplier of 350 dph** is to be applied to all the relevant sites which assumes that all of the units provided are flats.

## Sites outside the City Centre

All sites over 0.4 hectares outside the city centre which were given planning permission for housing development between 1992 and 2008 were analysed to ascertain the average net density in the six mix proportion categories<sup>1</sup>. The results are set out in Table 4 below:

**TABLE 4: AVERAGE NET DENSITY OF HOUSING DEVELOPMENTS OUTSIDE CITY CENTRE GRANTED PLANNING PERMISSION BY MIX (1992-2008)**

	All houses	> 70% houses	50 – 69% Houses	30 – 49% houses	< 30% houses	All flats
<b>No. of schemes</b>	216	62	40	28	15	55
<b>% of total schemes</b>	51.9%	14.9%	9.6%	6.7%	3.6%	13.2%
<b>Average density (dph)</b>	28	39	47	44	82	115

<sup>1</sup> 0.4 hectares is the lower threshold for sites to be included in the SHLAA outside Leeds City Centre.

As would be expected densities increase substantially as the proportion of flats included within the housing development increases. With this information and the expected mix on sites in each character zone, it is possible to estimate the densities likely to be achieved which can then be converted into a density multiplier. The density multiplier for each character zones has been calculated as follows:

<b>TABLE 5: JUSTIFICATION FOR HOUSING MIX AND DENSITY MULTIPLIERS APPLIED TO CHARACTER ZONES OUTSIDE THE CITY CENTRE</b>			
<b>Character Zone</b>	<b>Mix</b>	<b>Density Multiplier</b>	<b>Justification</b>
<b>Edge of City Centre</b>	H – 40% F – 60%	65	Derived from the average density ‘<30% houses’ and ‘30-49% houses’ mix categories which is considered to reflect the range of schemes likely to come forward on the edge of the city centre. This takes into account the informal housing policy which seeks more family houses in developments outside the city centre.
<b>Other urban areas</b>	H – 80% F – 20%	40	Density is based on the average achieved in the ‘>70% houses’ mix category. The choice of the 80-20 split is a product of the informal housing mix policy, which seeks a minimum of 65% family housing in new development, and recognition of the views expressed by house builders that fewer flats are going to be built in new schemes in the early years of the SHLAA period.
<b>Edge of urban area</b>	H – 90% F – 10%	35	Derived from the average density of the ‘all houses’ and ‘>70% houses’ categories. The mix reflects a more suburban form of development than the average of the existing urban area.
<b>Rural areas</b>	H – 100% F – 0%	30	The average density achieved on sites which were all houses was 28 dph but this includes sites granted planning permission before a density target of 30-50 dph was established in PPG3 in 2000. 30 dph remains the national indicative minimum density to guide policy development and decision-making as set out in PPS3

## APPENDIX 3



"Pegg, Tim"  
<tim.pegg@persimmonhomes.com>

27/11/2008 09:44

To <robin.coghlan@leeds.gov.uk>

cc "Lindsay Ramsden" <lramsd@dwf.co.uk>

bcc

Subject FW: Leeds SHLAA

History: This message has been forwarded.

Robin

Further to our recent correspondence regarding the Leeds SHLAA, the House Builders Federation would like to propose that the following paragraphs are contained within the SHLAA document. This wording has been submitted to both Wakefield and Doncaster Council's SHLAAs, and has been generally agreed with the exception of a small number of sites where evidence from the Council/developers/landowners suggests that higher rates could be achieved.

*The HBF would like to ensure that the SHLAA process contains a trajectory of sites over the 15 year period, and that this trajectory contains outputs that are reasonable and based upon market conditions prevalent at the time.*

*The HBF would like to point out that the average completion for housing on a single site by a single builder ranges between 25 and 35 dwellings per annum (in a 'normal' market). Where flats and apartments are involved the average rate of completion rate ranges from 35-50 units per annum, as a consequence of how they are constructed. For larger sites, where two builders are involved, or where a builder operates the sites as 2 sites (i.e. one producing houses, the other apartments) it is reasonable to double the output. Sites in the control of an individual builder, even with a mix of houses and flats, very rarely exceed 50 dwellings per annum as output and never get to 100. This calculation, however, does not continue to exist where 3 or builders become involved, as demand will limit take up.*

*It is also important to point out that when LPA's are calculating outputs, the lead-in times to construction and completion need to be recognised. For example, the provision of statutory services to a site can comfortably exceed a year, and it takes approximately 6 months from site to first house completion. In the case of apartment schemes, this period is much longer as large amounts are constructed in one go. It may be appropriate for sites under 50 dwellings to use a one year lead in time to obtain planning consent and start delivering on site. For sites over 50 dwellings a 2 year lead in period would be more appropriate.*

*The HBF recognise that the Housing Agenda is one for delivery and that to deliver all parties must work together. However, we would respectfully argue that delivery will not be achieved by loading individual sites with unrealistic output targets. The focus should be on ensuring a range of sites (or selling units) are available to meet need and demand. We would also argue that delivery of sufficient housing is far easier, even in the current difficult market conditions, if the number of sites/outlets is maximised. If a site is loaded with an unachievable completion rate and it is subsequently developed more slowly than the LPA had assumed, then the Government targets will not be met. It therefore follows that robust evidence on build out rates is necessary to inform decisions'.*

I trust the above meets with your approval and I look forward to discussing the wording on Monday

Kind regards

Tim

## **Appendix 4 – Approach to Overlapping Sites**

### What is important

I1, Partnership sees information and conclusions for single sites. They don't want to be presented with more than one set of info/conclusions for the same land.

I2, Submitters will want recognition that their submission lead to land being considered for housing development.

They should not be concerned if their submission is combined with other submissions or with LCC sites providing

1. there is an explanation of what has happened
2. Information on characteristics is not lost

I3, LCC will need a record of involvement of

1. Submitters name and contact details (if supplied)
2. Agents name and contact details (if supplied)

### Suggestions

#### 1 Database

1.1 Divide records in to three categories

- i Single submission records
- ii Principal active records
- iii Dormant informative records

A new field to record the three categories of submission status.

1.2 Provide a field to list reference numbers of overlapping sites and reasons/other points descriptions of site overlap.

#### 2. Planning Officer guidance (see illustrations below)

2.1 Where submissions overlap but do not suggest any new land (categories of overlap C1a, C1b, C2a and C2b):

Make one submission into the "Principal active" record. This will contain all site information (ie, submitter, owners, attributes, planning records, dwelling capacity, constraints, conclusions & map). Make any other submissions into "Dormant informative" records. The main purpose of these is to hold information on the submitter, his/her agent, site ownership (or other interest in the site) and a map of the submission site. Any other relevant information should go into the Principal active record, influencing conclusions as appropriate.

New cross references to the other overlapping sites must be inserted.

The choice of which submission becomes the Principal record will be a matter of judgement; normally this would be the submission with the largest land area or with the main access to the highway.

For maps of Principal Sites use the largest site area. For C1b use the full UDP boundary. For C3 use the largest site area. This may mean instructing graphics team to re digitise the boundary.

2.2 Where site submissions extend beyond UDP boundaries (categories C1c and C1d), include the larger area in the Principal record. If different conclusions are warranted for any suggested extensions to the UDP site area, these should be explained in the conclusions fields of the database. It might be that an extension area is considered unsuitable (in which case, you should base dwelling capacity totals on a smaller site area & explain how in the Other Source field of the Dwellings tab) or should be developed later (in which case, spread dwelling numbers over a longer period in the Dwellings tab). You will need to ask the Graphics team to redraw the digitised SHLAA site boundary for the Principal record.

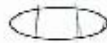
2.3 For internally generated SHLAA sites where one or more submission overlaps, always make the internally generated SHLAA record the Principal record. Where the submission site is larger, incorporate the larger site area into the Principal record - Graphics team should be given the site details to digitise.

2.3 There are no obvious rules for overlapping site category C2c. The most important thing will be to make sure there is no double counting of dwellings that could be built on the overlapping land. Otherwise, both submission records could be treated as Principal records. I am not aware that any of this category exist.



Categories of Overlapping Sites

C1 UDP Sites



Scenario a, More than one submitters with same UDP boundary eg



Scenario b, Submitters with smaller internal boundaries



Scenario c, One submitter with a larger site



Scenario d, Submitters with a larger site



C2, Non UDP Non internally generated sites



Scenario a, More than one submitters with same boundary



Scenario b, More than one submitters with small within large



Scenario c, More than one one submitter with a partial overlap



C3, LCC generated sites overlapping with submitted sites

▨ LCC

▨ Submission





[Recipients address]

**City Development  
Department**

The Leonardo  
Building  
2 Rossington  
Street  
LEEDS  
LS2 8HD

Contact: Robin  
Coghlan

Tel: 0113 247 8131

Fax: 0113 247 7748

email: robin.coghlan@leeds.gov.uk

27<sup>th</sup> August 2008

Dear [Name]

**Leeds City Council Local Development Framework Evidence Base  
Strategic Housing Land Availability Assessment (SHLAA)**

I am writing to inform you that the Council is embarking upon preparation of a Strategic Housing Land Availability Assessment (SHLAA) as part of the evidence base for the emerging Local Development Framework. The SHLAA will help identify and assess potential land for housing development in the period up to 2026.

This letter provides early warning that the Council is intending to issue a “call for sites” in the second half of September 2008. Landowners & developers will be invited to submit to the Council details of sites that they think suitable & appropriate for housing development. A follow-up letter will be dispatched closer to the time which will outline exactly what site details should be provided and in what format. The letter will also advise on the time period for submission after the “call for sites” is issued.

The “call for sites” will be made after the first meeting of the Leeds SHLAA Partnership which is planned for early September. The Partnership will be led by the Council with invited representation from a range of bodies interested in housing development in Leeds including nominees of the Home Builders Federation, environmental interest groups and social housing providers. The first meeting of the Partnership will be asked to agree a broad methodology for undertaking the SHLAA, including the “call for sites”.



At this stage in the process it is worth pointing out that it is not the Council's intention to restrict the area of search for sites; site submissions would be accepted for consideration from all areas of the metropolitan district. Whilst this early advice is intended to help allow landowners & developers to prepare for the "call for sites", it should nevertheless be borne in mind that this approach will require ratification of the Partnership. It should also be noted that the inclusion of a site in the SHLAA in itself will give no endorsement that the site is suitable for housing development; that will depend upon the characteristics of the site and the planning policy pertaining at the time.

In response to this letter, you might like to consider who in your organization or other organizations/clients that you deal with might own land which has potential to be developed for housing. This early warning of the "call for sites" gives time to notify others and to begin preparations for submitting information to the City Council in the autumn.

If you have any queries, please do not hesitate to contact me on the above number.

Yours faithfully,

**Robin Coghlan**  
Planning Policy Team Leader



[Recipients address]

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[Date]

Dear [Name]

### **Leeds Strategic Housing Land Availability Assessment – “Call for Sites”**

This letter is an invitation to you/your organization to submit details of any land or buildings that you consider appropriate for housing development now or in the future in Leeds metropolitan district. This “Call for Sites” forms part of the Strategic Housing Land Availability Assessment (SHLAA) exercise which every local authority must undertake to inform their spatial plan making.

Why bother making a submission? The SHLAA will provide evidence to inform the City Council’s spatial planning, including preparation of the Core Strategy. This “call” offers the opportunity for you to advance sites which you consider have potential to contribute to the future housing supply for Leeds. However, please note that inclusion of a site within the SHLAA gives no “green light” for development; this decision will need to be reached through the plan making and planning application processes. Proposals which conflict with planning policy pertaining at the time will be resisted.

Any submissions must be made using the form enclosed, which is also available as a MS Word document on the LCC website ([www.leeds.gov.uk](http://www.leeds.gov.uk) – type “shlaa” into the search box). It is also essential that a site plan be submitted. The City Council’s preference is for submissions to be sent electronically to [shlaa@leeds.gov.uk](mailto:shlaa@leeds.gov.uk) (nb a link is available on the website) although postal submissions may also be made.

Advice & instructions for making a submission are set out on the enclosed Guidance Note. Essentially, there are no limitations on where sites can be located although sites smaller than 0.4ha. will not be accepted unless the site is in the city centre. This does not mean that smaller sites do not have development potential, rather that sites of this size would overwhelm the SHLAA process.



Submissions should arrive with the City Council by the end of Wednesday 22nd October. The City Council will then record & verify details of sites submitted along with sites already known. These details will be held electronically as an inventory of potential housing land supply. Sites will be assessed against 3 criteria established by Communities & Local Government: suitability, availability and achievability and assigned to potential phases of development – the next 5 years, 5-10 years and beyond 10 years. The conclusions of the assessment will be subject to scrutiny by an external partnership of housing interests in Leeds and published in a report. This process is expected to take around 6 months.

The Guidance Note and the webpage should answer most queries about the Leeds SHLAA, but please do not hesitate to give me a call if you have any further questions.

Yours sincerely,

**Robin Coghlan**  
Planning Policy Team Leader

## Appendix 6

### New Approach to SHLAA Updating

#### Background

The method agreed for the 2009 SHLAA to annually update the delivery of dwellings on sites concluded to be suitable for development now but not achievable until the medium or longer term has been criticised by some Partnership members.

The re-apportionment was considered necessary because the SHLAA 2009 originally assigned the delivery of dwellings to the following years:

2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	2015-20	2020+
Short term						Medium	Long

The method sought to account for the lapse of one year through the normal passage of time by automatically re-apportioning 20% of medium term dwellings into the last year of the short term and 20% of long term dwellings into the medium term.

#### Proposed new approach

Instead of assigning dwelling delivery simply to multiple year blocks of "Medium Term" and "Long Term" it is proposed that dwellings are assigned to individual years right through to 2032. Although this will take some effort initially, it will rule out the need for manual reassignment of dwellings between the short, medium and long term blocks as part of future updates. It should also produce updates that enjoy the full support of the SHLAA Partnership. The Partnership agreed to this approach in principle at the meeting of 5<sup>th</sup> January 2011, including the forward weighting of dwelling delivery for sites with favourable credentials and rearward weighting for unfavourable credentials, subject to being able to comment on dwelling delivery in the normal way.

#### Method

The following rules will guide LCC officers to recast the dwelling delivery expectations of SHLAA sites from medium and long term blocks into individual years. The recast figures for sites will then be circulated to Partnership Members for approval.

#### *Build-out-rates*

The rules of thumb for annual build-out-rates agreed for the 2009 SHLAA need to be restated. These assumed that typical suburban sites in normal market conditions would build out 25-35 houses; schemes with a mix of houses and flats might build 35-50 dwellings. High density flats schemes were judged on their merits.

Based on the practice established in preparation of the 2009 SHLAA, it is proposed that this update be standardised into the following build-out-rates:

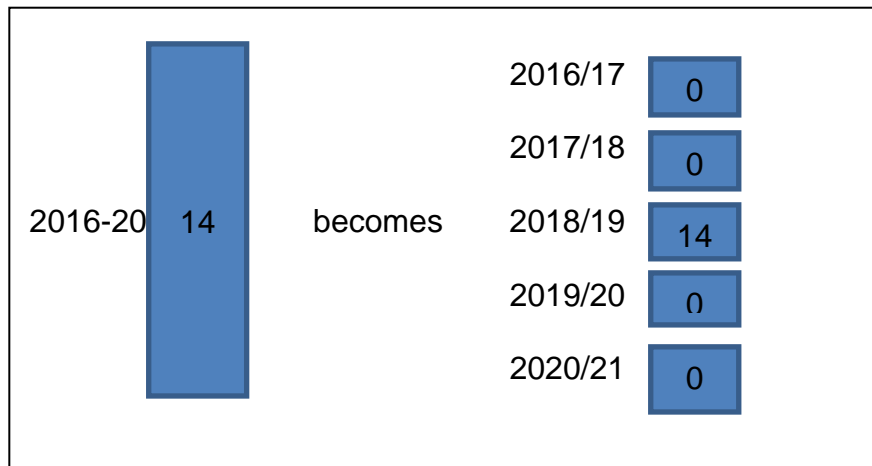
<b>Original Category: Medium Term</b>	
<b>Scheme size (no dwellings)</b>	<b>Annual Build Out Rate</b>
150 or less	40
151 –500	60 (extend into long term if necessary)
501+ (medium term)	Spread evenly over 10 years

<b>Original Category: Long Term</b>	
<b>Scheme size (no dwellings)</b>	<b>Annual Build Out Rate</b>
150 or less	40
151 – 500	60 (extend beyond 2026 if necessary)
501+ (medium term)	Spread evenly over 10 years

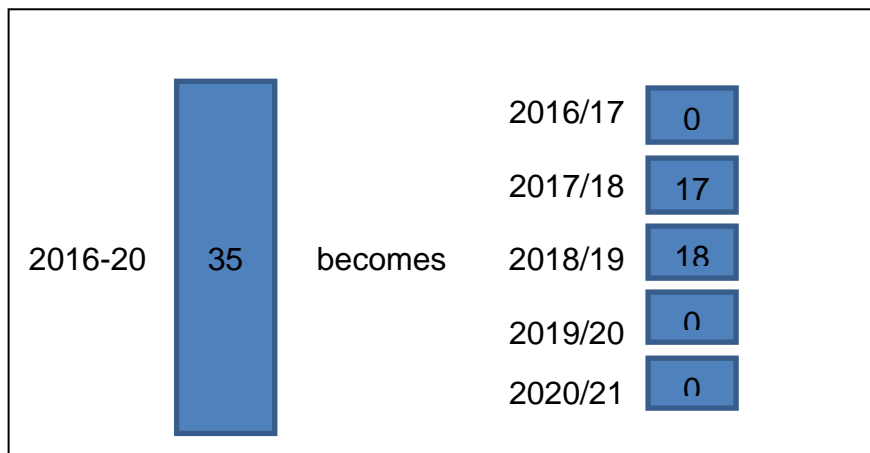
*Recognised delivery trends*

If the 2009 SHLAA agreed a discernible trend of dwelling delivery through short-term years and residual dwellings placed in the medium term, those medium term dwellings should be apportioned to individual years of the medium term in a way which continues the trend. There may be a few exceptionally large sites whose dwelling delivery may span short, medium and long terms. Again, any trend from the short term should be carried right through.

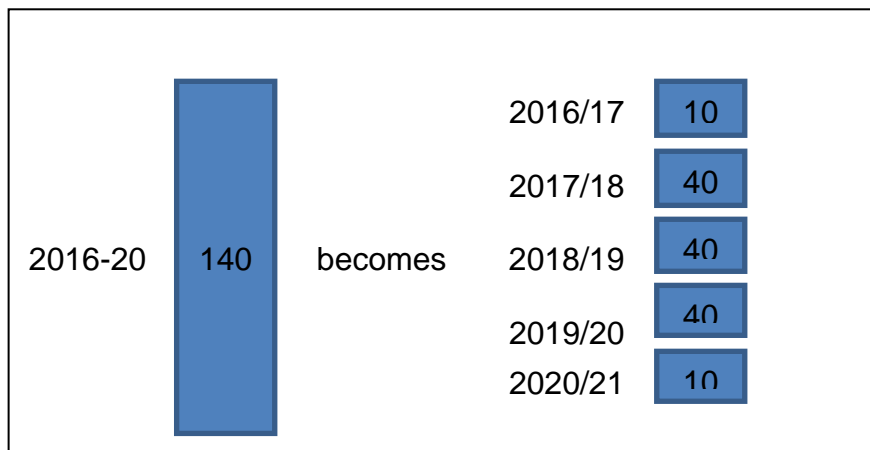
**Medium Term Default** sequential rules for reapportionment are as follows:  
 MTD1 If 20 or less units, place dwellings in the middle year



MTD2 If between 20 and 40, spread over the 2<sup>nd</sup> and 3<sup>rd</sup> years

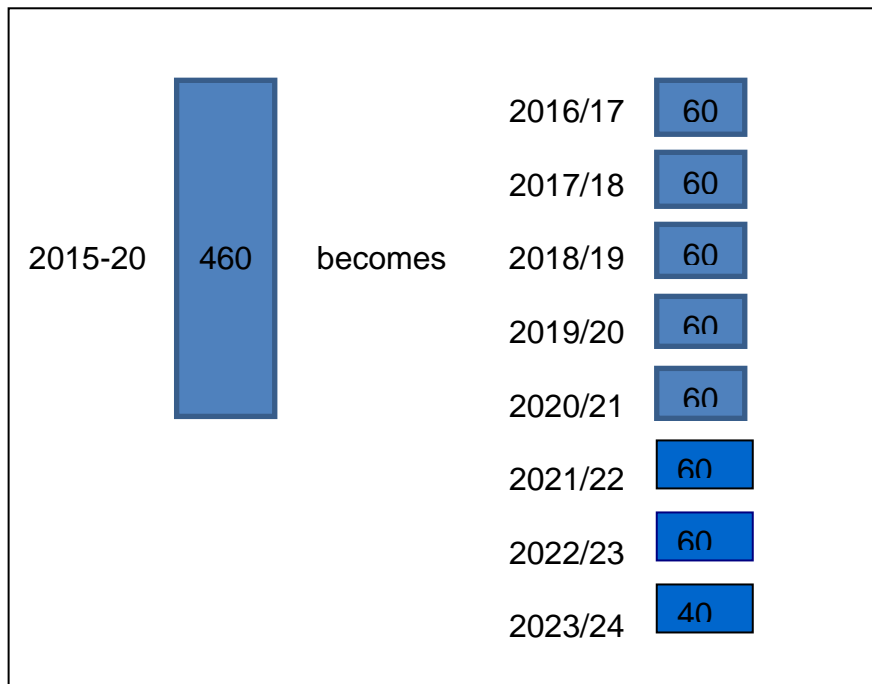
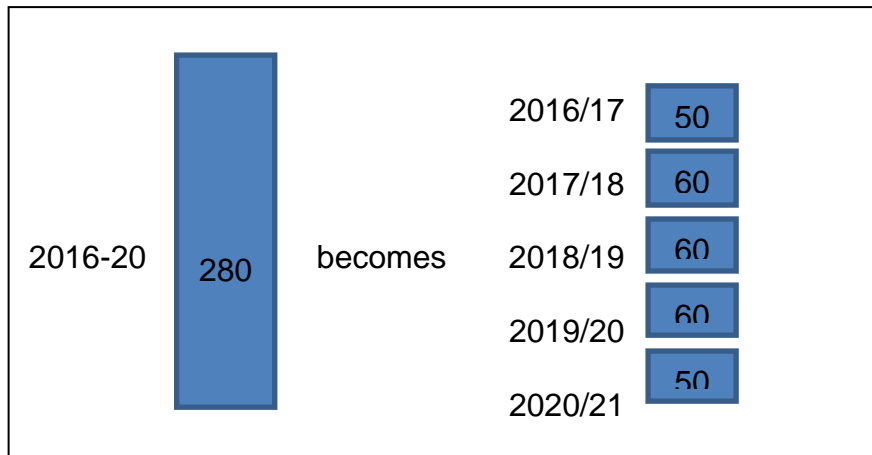


MTD3 If between 40 and 150 units year spread the dwellings to earlier and later years in equal proportion

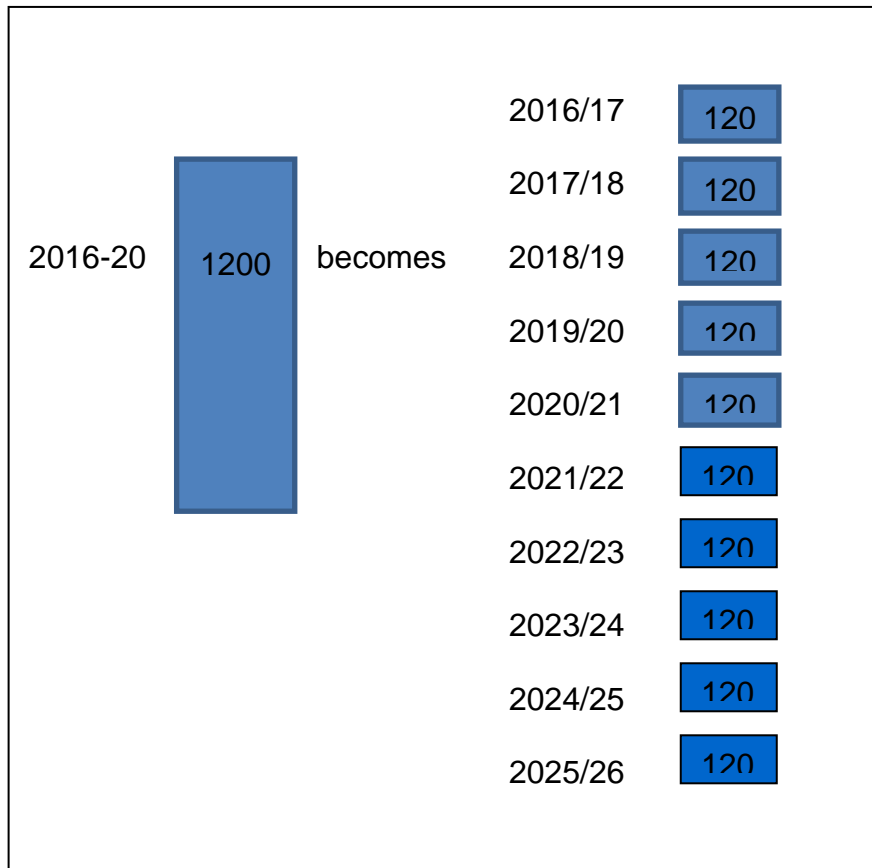




MTD4 Between 151 - 500 units, assume 60 dwellings pa, spread the dwellings to earlier and later years in equal proportion and extend beyond 2020/21 as necessary

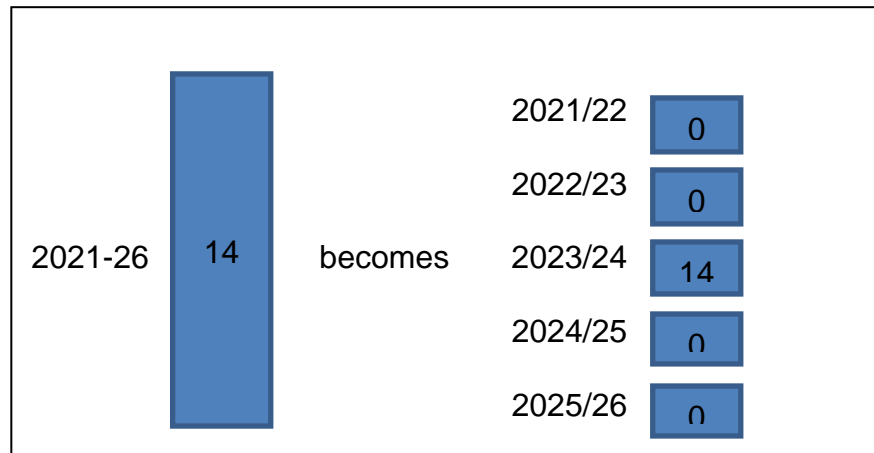


MTD5 If more than 500 units, spread equally over 10 years

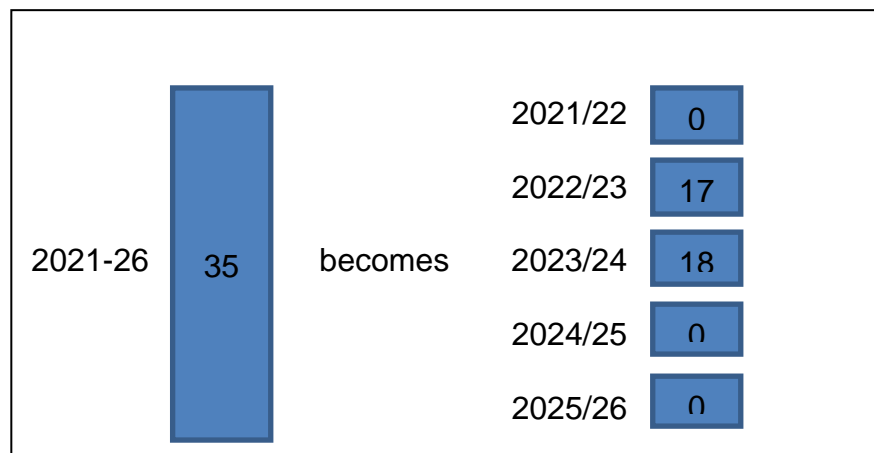


**Long Term Default** sequential rules for reapportionment are as follows:

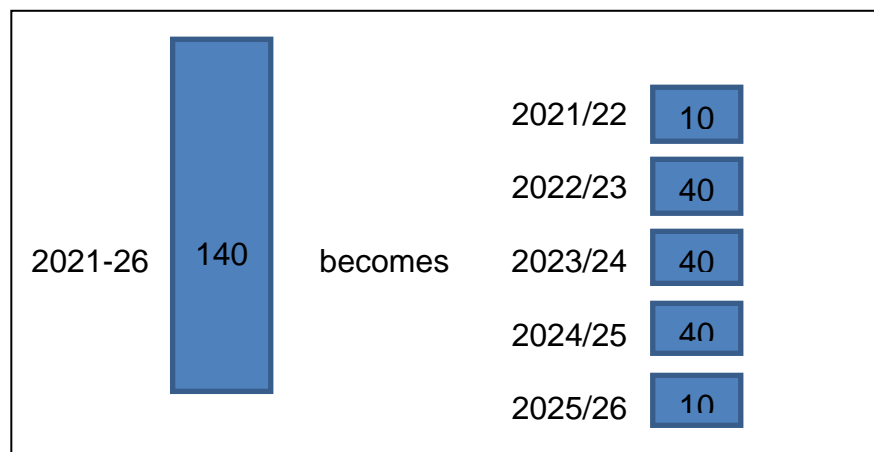
LTD1 If 20 or less units, place dwellings in the middle year MTD3



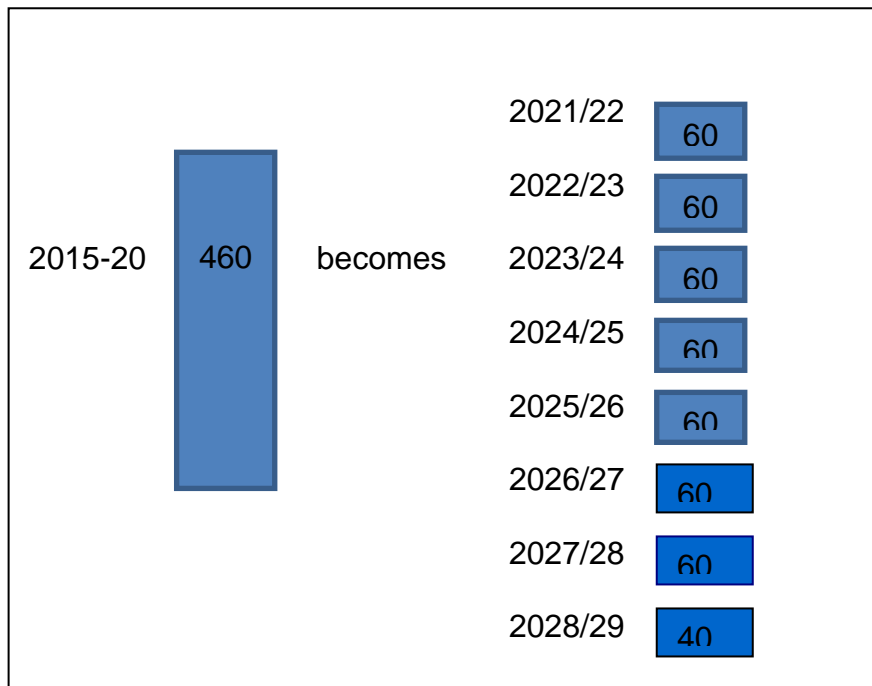
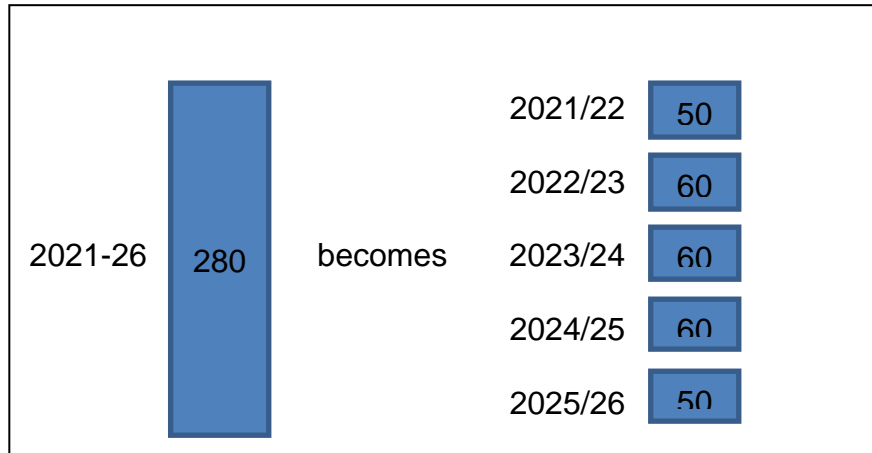
LTD2 If between 20 and 40, spread over the 2<sup>nd</sup> and 3<sup>rd</sup> years



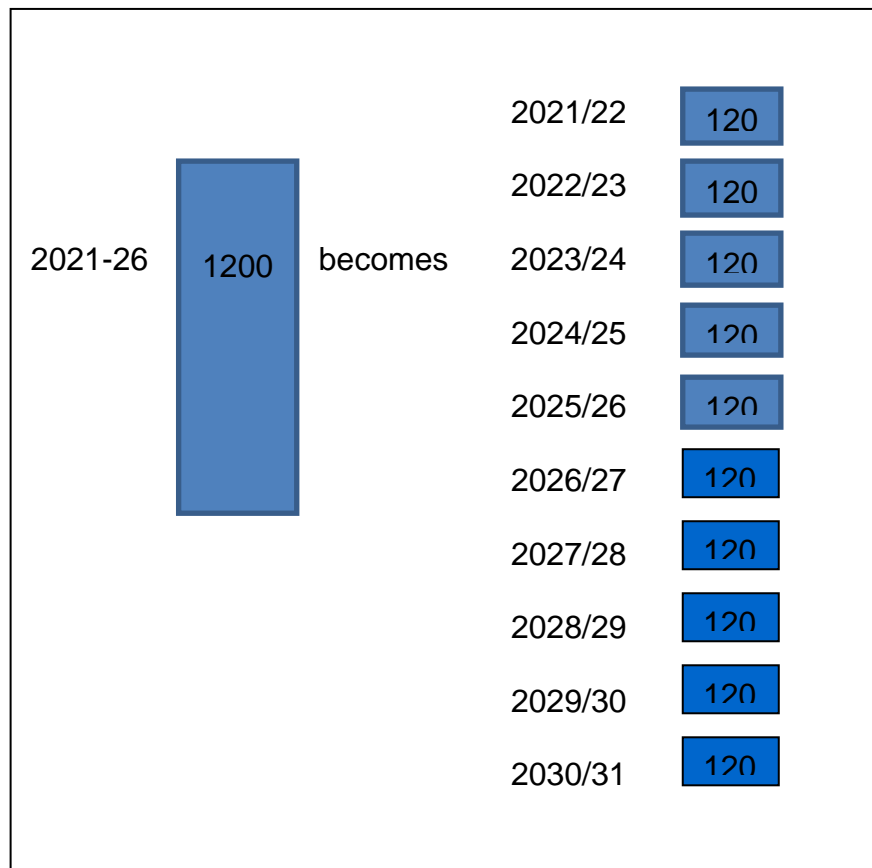
LTD3 If between 40 and 150 units year spread the dwellings to earlier and later years in equal proportion



LTD4 Between 151 - 500 units, assume 60 dwellings pa, spread the dwellings to earlier and later years in equal proportion and extend beyond 2020/21 as necessary



LTD5 If more than 500 units, spread equally over 10 years



It may be appropriate to depart from the standardised re-apportionment. Factors toward earlier or later apportionment are as follows:

<b>Earlier</b>	<b>Later</b>
Housing market area high or med-high	Housing market area low
Requires no infrastructure	Requires substantial infrastructure
Vacant or unused site	Site occupied
Active developer interest	

The few extremely large sites (above 2000 units) will need to be determined separately from the standard methodology.

In order to meet Leeds' housing requirement advanced in Core Strategy consultation 2011, proposals will need to be made on which "LDF to Determine" sites need to be brought forward from medium and long term apportionment. After the Council makes such proposals, the SHLAA apportionment will need to be altered accordingly and deliverability tested through the SHLAA Partnership.

Appendix 7 -----Original Message-----

**From:** Trevor Steeples [mailto:Trevor.Steeples@communities.gsi.gov.uk]

**Sent:** 06 May 2009 16:41

**To:** James Perry; Peter Williams; mark.hughes@4nw.org.uk; jennifer.peters@northeastassembly.gov.uk; lucy.mo@northeastassembly.gov.uk; kevin.reid@london.gov.uk; paul.bowdage@london.gov.uk; KateAulman@southeast-ra.gov.uk; nikkinicholson@southeast-ra.gov.uk; carrie-anne.hiscock@southwest-ra.gov.uk; p.bayliss@wmlga.gov.uk; Poxon, Jenny

**Cc:** Bob Garland

**Subject:** Change to HFR definition to include student cluster flats

All

For sometime there has been an ongoing debate as to whether student cluster flats should be included as part of the net housing supply. I have been looking back through the annual HFR returns to try to determine when student cluster flats were included and when they were excluded as well as the rationale for any changes. I have put together the attached note detailing my findings and what I want to do for the 2009 HFR data collection that is conducted by CLG. I would welcome comments not only from the regions that make use of the CLG HFR but also from joint return regions.

Basically, I'm asking local authorities that complete the CLG HFR to include student cluster flats in the return and if any have been included to note how many there were in the 'Interform' notes box. This should make the reconciliation between the stock at the beginning of the year and the stock at the end of the year easier as the opening stock taken from the HSSA return includes student cluster flats (Census 2001 definition). Recording the number of these flats in the 'Interform' notes box will also enable us to quantify the size of the issue. Following the data collection we can then make a decision on whether the definition in the AMR National CORE Indicator set should be changed. The definition of a dwelling in National Indicator 154 is the Census 2001 definition which includes student cluster flats so we currently have an inconsistency between the HFR and NI 154.

As you will see from the attachment the change in the HFR to exclude student cluster flats was implemented when the definition of a dwelling was being discuss for Census 2011 which will exclude student cluster flats. However, I think student cluster flats should be included at least until Census 2011 stock figures are available.

Comments and any issues that this change might raise please.

<<Note on definitional change in Housing Flows Reconciliation-1.1.doc>>

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Communities and Local Government