



Little Woodhouse Neighbourhood Plan

Housing: Evidence Base Review

Little Woodhouse Neighbourhood Plan: Policy Intentions

Evidence Base Review Report

EXECUTIVE SUMMARY

This paper considers some of the intentions behind the housing policies in the LWNP. Originally drafted in 2018, it has been updated to take account of the 2021 census data.

In this paper is an assessment of the housing mix, (including Family housing) and the locations of Purpose-Built Student Accommodation (PBSA). The paper evaluates the three most important policies from the Draft Neighbourhood Plan and provides evidence and data to support Neighbourhood Planning in Little Woodhouse.

The three policy intentions considered in this report are:

- **LWNP Housing Mix Policy Intention:** - Redress the imbalance in the mix of housing accommodation;
- **LWNP Family Homes Policy Intention:** - Encourage development which provides accommodation suitable for family - see Appendix 1 for definition of 'Family Homes';
- **LWNP Student Accommodation Policy Intention:** - avoiding high concentrations of purpose-built student accommodation (PBSA) and Houses in Multiple Occupation (HMO).

These intentions have been reflected in draft policies which can be found at paragraph 2.17 in Housing Policies for a Balanced Community and Housing Mix: Policy Context.

This report will demonstrate that the Housing mix and the demography of the Little Woodhouse area are seriously imbalanced (and getting worse), when compared with the Leeds area. In particular:

- The proportion of students in the area has increased from 49% in 2007 to 76% in 2016 (Jones, 2017), remaining high at 72.83% in 2021 (Office for National Statistics, 2021)
- 66% of the population is aged between 15 and 24 compared with the Leeds average of 15% (Office for National Statistics, 2021)
- Conversely, the proportion of 0-14-year-olds in Little Woodhouse is less than a third that of Leeds as of 2021 (Office for National Statistics, 2021)
- Detached and semi-detached housing makes up less than 6% of the housing stock compared with 52.93% in Leeds as a whole (Office for National Statistics, 2021)
- Nearly 90% of the population live in rented accommodation, compared with a Leeds average of 40% (Office for National Statistics, 2021)
- Purpose built flats (including student flats) accommodate 43.92% of residents compared with 17.45% city-wide (Office for National Statistics, 2021)
- In some parts of Little Woodhouse, the student population is nearly 90%, while in other parts it is still less than 10%. (Leeds City Council, 2020)

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Introduction

- 1.1. In July 2018, Little Woodhouse Neighbourhood Forum approached Leeds City Council to access some additional support on preparing an evidence base for the emerging policies of the neighbourhood plan. This support was provided through the Council's neighbourhood planning placement scheme and the report was started by Archie Noden, undergraduate student at Sheffield Hallam University. The report was then progressed by Jessica Cooke and Ellie Knowles, both masters' students at Leeds Beckett University after Archie's placement concluded. Leeds City Council officers and members of the Neighbourhood Forum Steering Committee had oversight of the project. The report was revised and updated by Emma Lewis, Planning Assistant in December 2020. Following the release of the 2021 Census Data, this document was updated again by Kwame Steadman in 2023 to form the current version.
- 1.2. It is intended that this report will help the Little Woodhouse Neighbourhood Forum to move forward with preparing their neighbourhood plan. It will identify sources of evidence that will support emerging policies and will help in providing a robust evidence base for the emerging Little Woodhouse Neighbourhood Plan.

NOTE

The demographics in the more recent 2021 National Census may well be skewed due to the Covid 19 Pandemic as students were encouraged not to attend their universities in person and so would not be recorded as living in Little Woodhouse. Due to changes in Ward Boundaries since 2011, the Census data from 2021 was obtained using a combination of the 'create an area profile' tool, and MSOA. The MSOA Leeds 063 is similar to the Little Woodhouse NA boundary. For comparisons with neighbouring areas, the MSOA Leeds 054 (Hyde Park and NE Burley) and Leeds 110 (covering parts of Hyde Park, South Headingley and Woodhouse) have been used – see below maps.

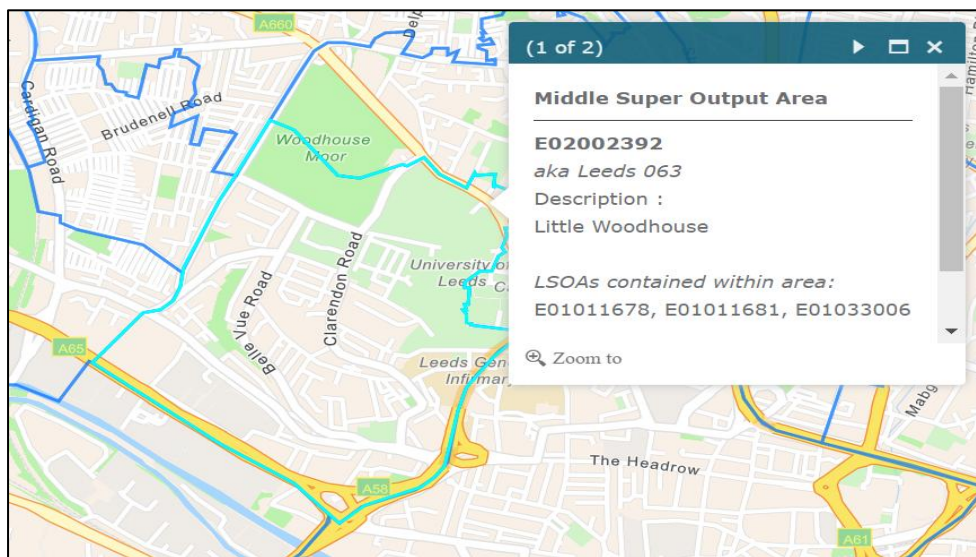


Figure 1 - Map showing the MSOA Leeds 063 Little Woodhouse

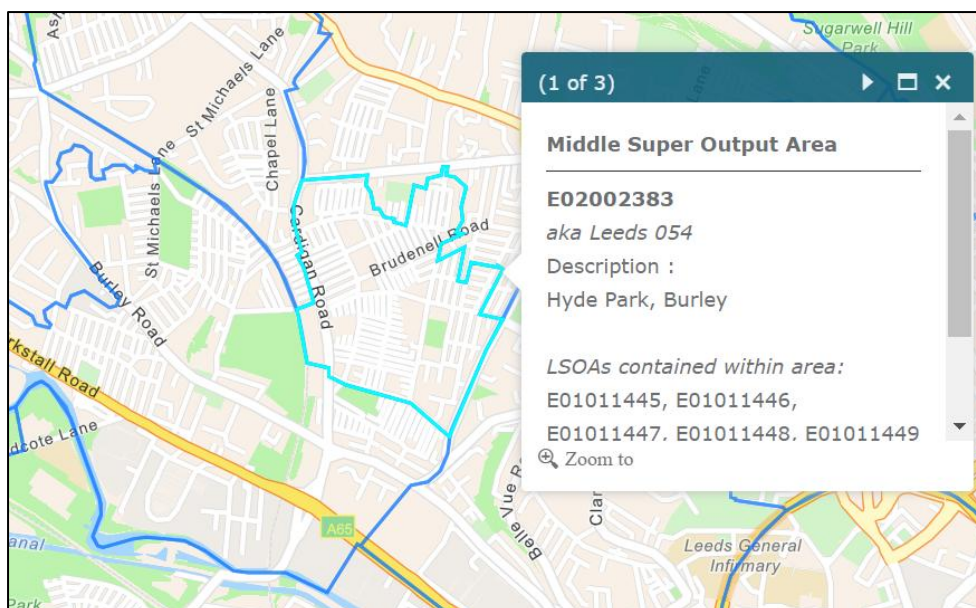


Figure 2 - Map showing MSOA Leeds 054 Hyde Park & Burley (NE)

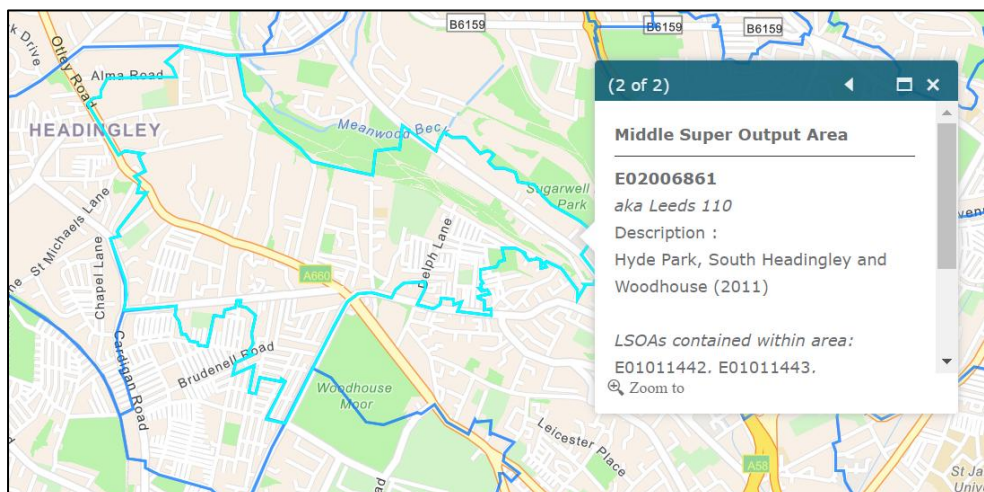


Figure 3 - Map showing MSOA Leeds 110 Hyde Park, South Headingley and Woodhouse (SE)

Background

- 1.3 In 2012 the government introduced Neighbourhood Planning and the devolution of power to local communities through the Localism Act (The Stationary Office, 2011). Of all the Neighbourhood Development Plans (NDPs) that have been made, 75% of them are situated in the South of the country and 25% in the North, representing the north/south divide. Furthermore, 67% of all plans now in use are in rural locations as opposed to urban plans at just 33% (Campaign to Protect Rural England, 2017).
- 1.4 As of January 2023, there are 2,991 NDPs at varying stages across the country. Of these, 1,155 have already been made by the Local Planning Authority (Locality, 2023). There are 38 designated neighbourhood areas that are at various stages in the process of creating a NDP within Leeds, of which 21 have been Made as of April 2023 (Leeds City Council, 2023). Leeds has the most inner-city neighbourhood plan areas in the country (outside of London, where inner-city neighbourhood planning is spread across a number of boroughs) (Mackay, 2023). In these inner-city areas the general trend for NDPs is addressing all local issues of concern. Little Woodhouse is a non-parished inner city area and shares a number of common issues to the Hyde Park, Kirkstall and Headingley neighbourhood areas.

Purpose of the report

- 1.5 This paper considers some of the policies from the Little Woodhouse Draft Neighbourhood Plan (Little Woodhouse Neighbourhood Forum, 2023), and provides an assessment of the housing mix, including family housing and the locations of Purpose-Built Student Accommodation (PBSA).
- 1.6 Based on discussions with Little Woodhouse Neighbourhood Forum members and Leeds City Council officers, this report will evaluate the three most important policy intentions, from the Draft Neighbourhood Plan, to provide evidence and data to support Neighbourhood Planning in Little Woodhouse. The policies referred to will form the basis of the main analysis and evidence throughout the report. However, the report will also refer to other policy intentions where appropriate.
- 1.7 It is intended that this report will help the Little Woodhouse Neighbourhood Forum (LWNF) address issues of local concern, add to the evidence base used to support the neighbourhood plan and help to progress the NDP to Regulation 14 stage and beyond.
- 1.8 This report focuses on selected policy intentions and draft policies. For each it introduces the local strategic policy context, identifies relevant parts of national planning policy contained within the National Planning Policy Framework, highlights what evidence is already being used to support the policy and goes on to provide further sources of information and analysis. This report can be used to support a number of different elements of the neighbourhood plan, in particular as part of the evidence base but also to support analysis of how the neighbourhood plan meets the Basic Conditions, the legal tests on which it will be judged at the independent examination stage.
- 1.9 The purpose of a neighbourhood plan is to deliver a vision through policies and projects to help the sustainability of the neighbourhood. Little Woodhouse Neighbourhood Plan Vision 2016, updated 2023 (Little Woodhouse Neighbourhood Forum, 2023) is as follows:

Little Woodhouse will be a strong and resilient mixed and balanced community of long-term residents, families, students and young

professionals, with good connections to the nearby city centre, the universities, the LGI hospital and major transport links. There will be strong community links across different groups and organisations involved in the area.

The Little Woodhouse area will retain and respect its rich heritage of buildings, streets and green spaces and will provide an attractive environment to residents and visitors, resilient to climate change. There will be clean and tidy streets with improvements in the environment, including litter collection, parking arrangements and safe bus, cycling and pedestrian routes.

The area will offer sustainable places to live to different sized households and different age groups with opportunities to work, study, shop, and to enjoy leisure and healthy exercise close by. There will be good access to health and education services for all age groups. It will be a tranquil area with a low crime rate for an inner-city area.

Population Breakdown

2.1 This section will provide a profile of key aspects of the population and demographics of the Little Woodhouse neighbourhood area. Most of this data from this section has been extracted from the 2011 Census, with updated information from the 2021 Census. Section 3 Demographic Changes will address some of the changes between 2011 and 2021.

2.2 **FIGURE 4** shows the age profiles within Little Woodhouse and surrounding areas in 2011. The age profile graphs outline the following points of interest:

- The only age range that is increasing on a consistent basis is 20–29-year-olds, providing supporting evidence to suggest that student populations in the area have increased since 2011 and are continuing to do so.
- The number of children between the ages of 0–4 are decreasing within the area. This provides evidence to support the fact that fewer families are living/choosing to have children in the area.
- A decrease in the population between the ages of 60 – 84 can also be seen over the years.

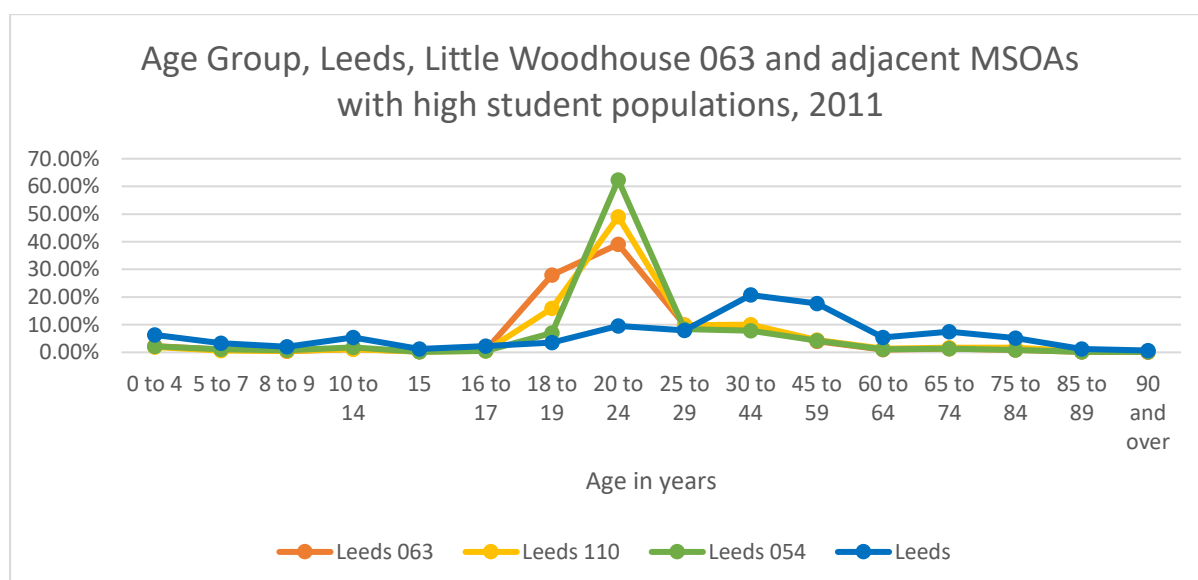


Figure 4 - Age Group, Leeds, Little Woodhouse 063 and adjacent MSOAs with high student populations, 2011

(Office for National Statistics, 2011) See **NOTE** on page 3 for area names and maps corresponding to each MSOA code

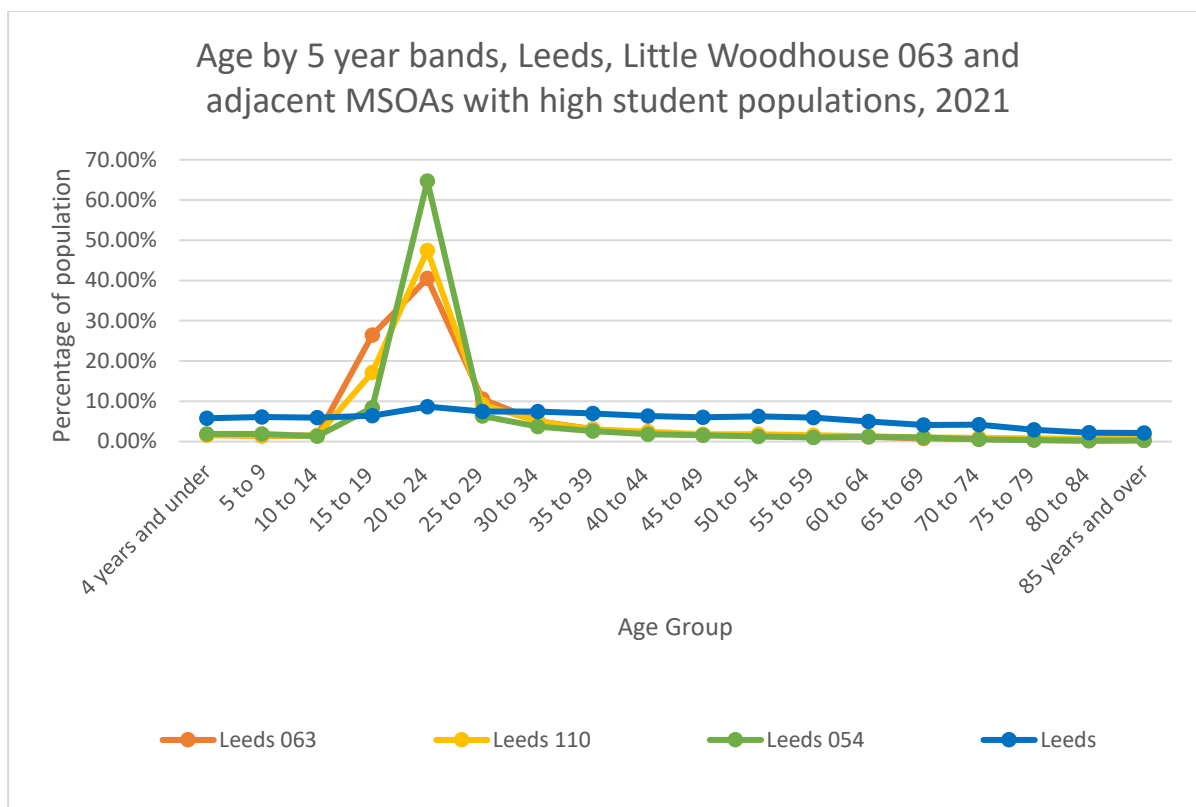


Figure 5 - Age by 5 year bands, Leeds, Little Woodhouse 063 and adjacent MSOAs with high student populations, 2021

(Office for National Statistics, 2021). See NOTE on page 3 for area names and maps corresponding to each MSOA code

2.3 **FIGURE 5** illustrates the above issues by comparing the population of Little Woodhouse (MSOA Leeds 063) with the average across Leeds as a whole, in 2021. The graph outlines the following points of interest:

- The age demographic is massively skewed compared to Leeds with a very high proportion of 15- to 29-year-olds and a pronounced peak between 20 and 24.
- Little Woodhouse (MSOA Leeds 063) has a low number of children between the ages of 0-14 compared to Leeds as a whole.
- In 2011, Leeds had a pronounced peak in the main working age groups (25-60), but this has been lost in 2021, which is reflected in the Little Woodhouse figures.
- There is also a low number of 60 – 80+ year olds living in Little Woodhouse compared to Leeds as a whole.
- Little Woodhouse (MSOA Leeds 063) has a higher number of 15-19 year olds than surrounding areas. This reflects the differing nature of students' accommodation as first-year students are more likely to choose PBSA due to the management of the accommodation. Surrounding areas have higher numbers of those ages 20-24 as there is less concentration of PBSA in these areas, the rate possibly reflecting a higher concentration of HMO than Little Woodhouse.

2.4 The Little Woodhouse Neighbourhood Area is home to significant ethnic and religious diversity, as outlined in **FIGURE 6** below showing the figures for MSOA Leeds 063:

geography	Leeds 063
geography code	E02002392
Ethnic Group	
Total: All usual residents	9991
Asian, Asian British or Asian Welsh	2358
Asian, Asian British or Asian Welsh: Bangladeshi	61
Asian, Asian British or Asian Welsh: Chinese	1030
Asian, Asian British or Asian Welsh: Indian	475
Asian, Asian British or Asian Welsh: Pakistani	443
Asian, Asian British or Asian Welsh: Other Asian	349
Black, Black British, Black Welsh, Caribbean or African	626
Black, Black British, Black Welsh, Caribbean or African: African	475
Black, Black British, Black Welsh, Caribbean or African: Caribbean	104
Black, Black British, Black Welsh, Caribbean or African: Other Black	47
Mixed or Multiple ethnic groups	484
Mixed or Multiple ethnic groups: White and Asian	188
Mixed or Multiple ethnic groups: White and Black African	55
Mixed or Multiple ethnic groups: White and Black Caribbean	112
Mixed or Multiple ethnic groups: Other Mixed or Multiple ethnic groups	129
White	5933
White: English, Welsh, Scottish, Northern Irish or British	5025
White: Irish	80
White: Gypsy or Irish Traveller	6
White: Roma	16
White: Other White	806
Other ethnic group	590
Other ethnic group: Arab	261
Other ethnic group: Any other ethnic group	329
Religion	
	-
Total	9987
No religion	4788
Christian	2290
Buddhist	92
Hindu	260
Jewish	130
Muslim	1092
Sikh	72
Other religion	96
Not answered	1167

Figure 6 - Ethnicity and religion in MSOA Leeds 063 (Office for National Statistics, 2021)

- White: English/Welsh/Scottish/Northern Irish/British accounts for 50% of the total population, with Other White/Irish/Roma or Traveller contributing another 9%.
- The largest group, other than White, is Asian/Asian British or Asian Welsh; Chinese; 10% of the overall neighbourhood population.

- In terms of religion, the largest proportion stated No religion (47%) and a further 11.6% gave no information.
- Of the total 4032 stating a religion, Christian forms the highest proportion, accounting for 56%, followed by Muslim, which accounted for 27% of those stating a religion.

Demographic Changes

2.5 This section identifies the key change in the population of Little Woodhouse. The proportion of young people in the area, principally students, has increased dramatically whilst the number of families within the area remains low compared to Leeds overall.

Household Type	Little Woodhouse	Leeds
Multi-person household: students	16%	2%
One person household	44%	33%
Multi-person household: other	10%	4%
Families with dependent children	13%	27%
Families with no dependent children	17%	34%

Figure 7 - Household Composition in Little Woodhouse and Leeds, 2011 (Office for National Statistics, 2011)

Household Type	Little Woodhouse	Leeds
Households with Dependent Children	9.88	28.10
Families with no Dependent Children	15.66	25.83
Other household types: Other, including all full-time students and all aged 66 years and over	23.74	5.12
One person household	47.51	32.62

Figure 8 - Household Composition in Little Woodhouse and Leeds, 2021 (Office for National Statistics, 2021)

2.6 **FIGURE 7** and **FIGURE 8** show the household composition within Little Woodhouse in 2011, and 2021 respectively, demonstrating the following¹:

- In 2011, Little Woodhouse had a higher number of multi-person student households when compared to Leeds as a whole, and in 2021 the 'other household types' category including students is more than quadruple the Leeds average. This helps to explain the high proportion of the population between the ages of 20 to 24.
- As of 2021, there are nearly 15% more one person households in Little Woodhouse than Leeds as a whole, as well as there being more multi-person households within the area.

2.7 Whilst the household multi-person, and one person household types are high in Little Woodhouse compared to Leeds as a whole, the area has a lower number of families within the area compared to Leeds as a whole. In 2011 30% of the area comprised of families, whilst in Leeds, this number was doubled at 61%. In 2021 these figures are 25.54% for Little Woodhouse and 53.93% for Leeds, showing an overall decline in families living in Leeds as a whole but the gap remains high at just over 28%.

¹ The category 'Multi-person household: students' does not appear to be available in the 2021 Census and so the category 'other household types' has been used instead.

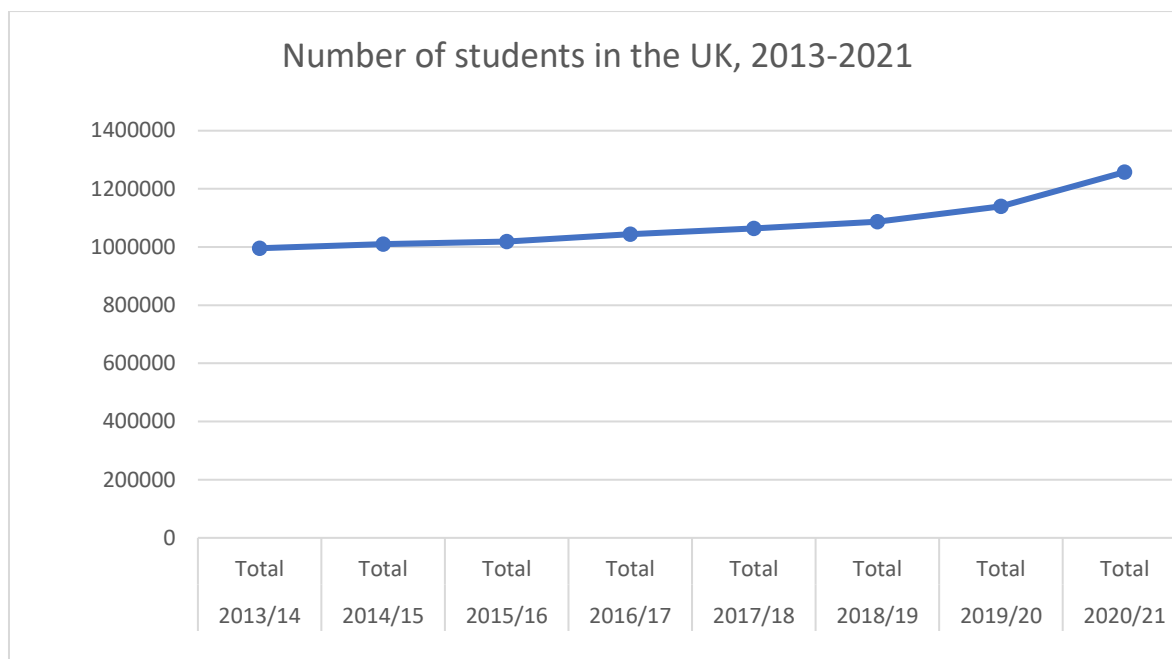


Figure 9 - Number of students from 2013-2021 in the UK (Higher Education Statistics Agency, 2022)

2.8 The high proportion of multi-person student households can be attributed to the general rise in student numbers across the UK. This is illustrated by [FIGURE 9](#), which shows that since 2013 there has been a continued upwards trend in the student population in the UK and, contrary to expectations, 2021 saw a record number of students in the UK. This is due to a number of factors including university funding, advertising, encouragement, academic achievement and the range of subjects now available. This graph demonstrates a general upwards trend, these figures may be affected in the future by the growth in the apprenticeship market. The COVID19 pandemic may have an impact on student numbers attending in person, with a possible increase in 'commuting' students. This may impact the requirement for housing / accommodation.

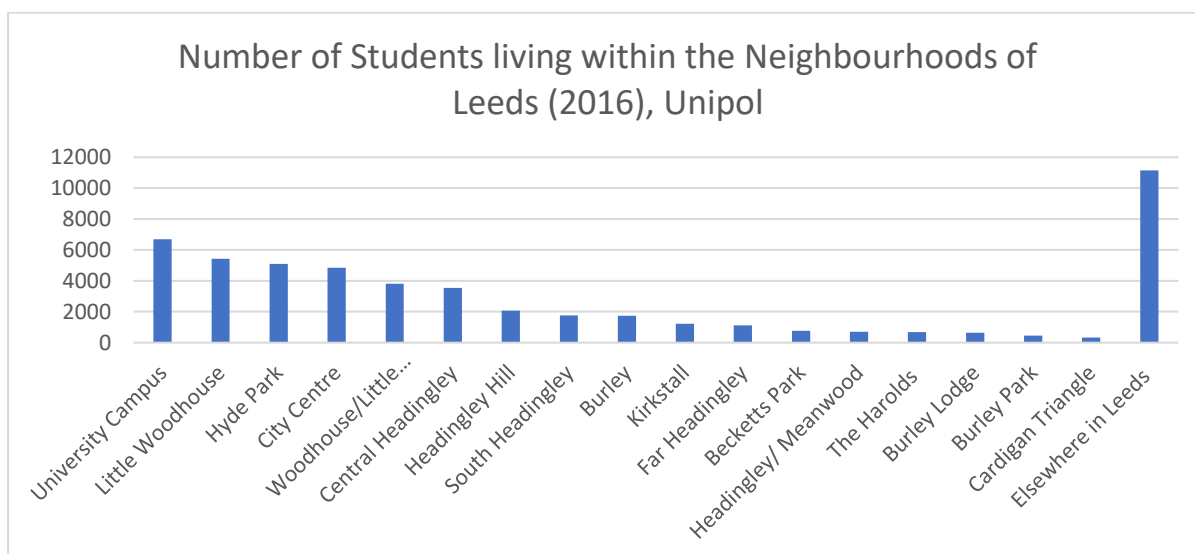


Figure 10 - Number of students across neighbourhoods of Leeds (Jones, 2017)

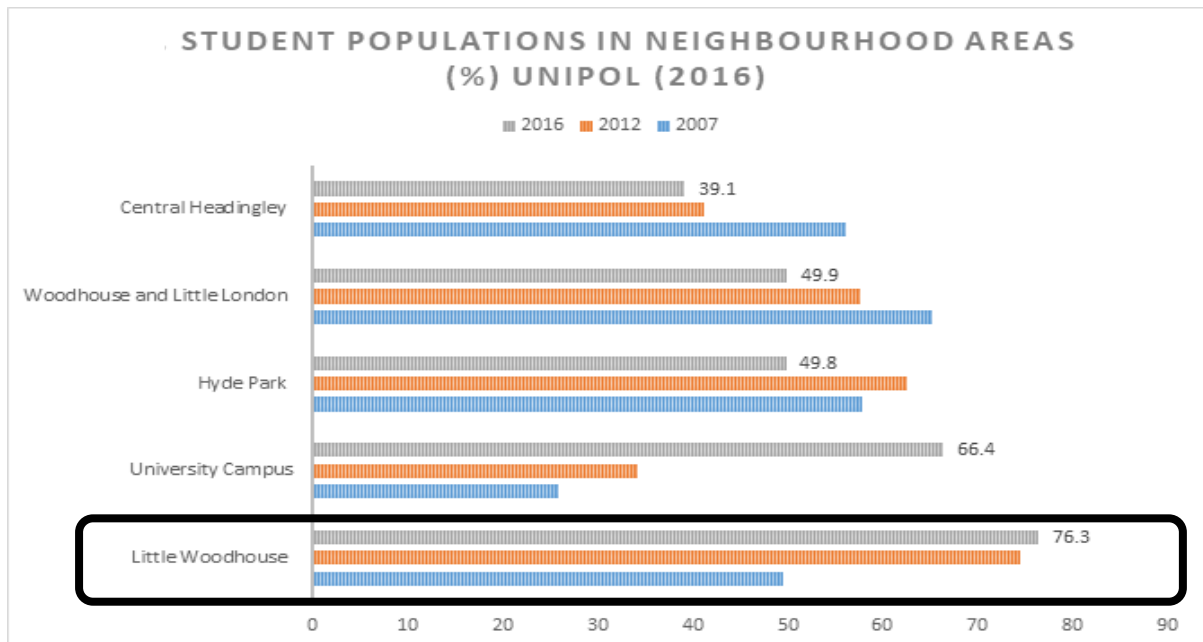


Figure 11 - Changes in student populations in INW Leeds Areas (Jones, 2017)

2.9 The rise in student numbers is significant for Little Woodhouse. **FIGURE 10** and **FIGURE 11** illustrate the size of the problem in relation to other neighbourhoods in Leeds. This gives substantial weight to the reason for addressing this problem through housing mix.

2.10 **FIGURE 11** illustrates the changes in student numbers over the period 2007 to 2016 across the Inner North West Area of Leeds. The survey was undertaken by Unipol in 2016 and identifies the growing populations of students in the inner North West of Leeds as a whole, including Central Headingley, Woodhouse and Little London, Hyde Park, the campus of the University of Leeds and University of Leeds Beckett and the neighbourhood area of Little Woodhouse. This data was recorded from 2007 to 2016, which, while 7 years old as of 2023, is the most recent data of its type available and provides a clear snapshot of the increase (Jones, 2017).

2.11 Between the years of 2007 and 2016, the student population changed in the neighbourhood areas of Inner North West Leeds by the following percentages:

- Central Headingley – a decrease from 56% to 39%
- Woodhouse and Little London – a decrease from 65% to 50%
- Hyde Park – a decrease from 58% to 50%
- University campus + an increase from 26% to 66%
- Little Woodhouse + an increase from 49% to 76%
- Little Woodhouse had the highest population of students in the Inner North West area in 2016 and saw an increase of 55% from 2007 to 2016.
- The University Campus saw the largest increase in student population from 2007, just over 150% but overall, its student population is still 10% less than that in Little Woodhouse (66% compared with 76%).
- Hyde Park saw the number of students fluctuate over the years and had a similar number of students to Woodhouse + Little London.
- Central Headingley saw a gradual decline of students between the years of 2007, 2012 and 2016. A decline can also be seen in Woodhouse + Little London, although there was still a larger population than in Central Headingley

- 2.12 It is evident that trends changed over the years. In 2007 students preferred the Little London and Woodhouse, Central Headingley and Hyde Park areas, but Little Woodhouse was still popular with a student population of 49%.
- 2.13 In 2012 a shift can be seen with Little Woodhouse the most popular area amongst students and Hyde Park remaining consistent to 2007. Central Headingley and Woodhouse/Little London decrease in popularity, but still have a higher proportion of student population than the University Campus.
- 2.14 In 2016, Little Woodhouse remained the most popular location, followed by the University Campus which rose most in popularity from 2007. Woodhouse/Little London and Hyde Park also reduced in popularity, but still had a higher proportion of student population than Headingley which has seen the biggest decrease in popularity.

Housing Policies for a Balanced Community and Housing Mix: Policy Context

2.15 The following section of the report will analyse the national and local strategic policy context for the LWNP intentions on Housing mix, providing evidence to support proposed neighbourhood plan policies. Data has been retrieved from the following sources:

- Census Data 2011 & 2021 (Office for National Statistics, 2011) (Office for National Statistics, 2021)
- Huw Jones Consulting- Student Residence Patterns in Leeds 2016 (Jones, 2017)
- Student Housing Demand and Supply: A review of evidence- Huw Jones, Charlotte Brown Re'new- August 2013 (Re'new, 2013)
- Leeds Unitary Development Plan, 2006 (Leeds City Council, 2006)
- ShangriLeeds and Low Impact Living Affordable Community (Low Impact Affordable Living Community (LILAC))
- McTaggart, S (2011) Families Reclaim Leeds suburb dubbed as 'Studentland' retrieved from <https://www.yorkshireeveningpost.co.uk/news/families-reclaim-leeds-suburb-dubbed-as-studentland-1-3736214> (Yorkshire Evening Post, 2011)
- BBC (2018) Departing Students 'Dumping Rubbish', retrieved from <https://www.bbc.co.uk/news/uk-england-44766630> (BBC, 2018)

2.16

Little Woodhouse Neighbourhood Plan Housing Policy Intentions:

Policy H1 Aiming for a balanced community- Policy Intention

To redress the imbalance in the mix of housing accommodation and ensure a higher proportion of dwellings suitable for family accommodation in the Little Woodhouse Area, where it is recognised there is high concentration of student accommodation, both as Purpose Built Student Accommodation (PBSA) purpose-built and as Houses in Multiple Occupation (HMOs)

Policy H2: Housing Mix -- Policy Intention

Aim for a suitable mix of C3 dwellings of appropriate size and quality for all potential residents, particularly those suitable for family occupation, whether through new building or conversion, to meet local needs and aspirations and encourage long term residency.

Policy H3: Purpose-Built Student Accommodation -- Policy Intention

Avoid high concentrations of PBSA where they can impact other residential areas and ensure that students benefit from good quality, well-designed accommodation.

6.1 Policy H4: Conversions to student accommodation – Policy intentions

Ensure that conversions for student use are also capable of use by a variety of other households, to assist in achieving a more balanced community living in good quality, well-designed accommodation.

7.1 Policy H5: Houses in Multiple Occupation – Policy intentions

Avoid high concentrations of HMOs, and encourage their conversion to residential use, including accommodation suitable for families.

8.1 Policy H6: Affordable Housing – Policy intentions

Improve the number and range of houses affordable to those wishing to live or continue to live in Little Woodhouse.

Little Woodhouse Neighbourhood Plan Housing Policies:

Policy H1: Aiming for a balanced community

Residential development must contribute to a rebalance in the mix of housing accommodation by:

- a) increasing the amount of accommodation suitable for families through both conversions and new build; and
- b) avoiding high concentrations of purpose built student accommodation (PBSA) and houses in multiple occupation (HMOs), which would undermine the balance and well-being of existing communities).

Policy H2: Housing Mix

Development of dwellings (Use Class C3) involving new construction, changes of use and conversions must provide an appropriate mix of dwelling types and sizes that meets identified local housing needs for all ages and sizes of household, including dwellings suitable for family occupation as part of a balanced mix:

- a) where 10 or more dwelling units are proposed, the mix must include at least 30% 3-bed and 10% 4+-bed units, with the remainder 1-bed and 2-bed units;
- b) where between two and ten units are proposed at least one new dwelling must be suitable for family occupation;
- c) Any exception to the above requirements for conversions would require justification based on the availability of overall space in the host property plus any acceptable extension.

Policy H3: Purpose-built student accommodation

The development of purpose built student accommodation must be located, designed and managed in accordance with the Principles set out in the "PBSA Design Guidance," including:

1 Health and Wellbeing: The design, use and management of PBSA should recognise that good design can positively influence health and wellbeing, should aim to improve the quality of life of both the students living within it and the local residents impacted by its design and use, and demonstrate, via a design statement, how it will do so.

2 Location: PBSA will normally only be permitted if it is located within the "Preferred PBSA Area" shown on the policy map. Any PBSA development must avoid undermining the balance and well-being of existing residential character and amenity and the loss of existing dwellings suitable for family accommodation.

3 Connections and Movement: Proposals for PBSA must demonstrate provision of pedestrian, cycle and vehicle access which is safe, convenient and a high quality environmental experience, both for users and others.

4 Communal Amenities and Facilities: PBSA development should provide a variety of internal and external communal amenities appropriate to the size of the development. Easily accessible waste storage should be provided within the building.

5 Building and Landscape Design: The scale, massing, design and landscaping of PBSA should respect the character of its location and aim to enhance the experience of those using and viewing it. PBSA should be designed so that future conversion to residential use (Use Class C3) can be achieved if and when required with the minimum of demolition. PBSA should also aim to improve biodiversity and minimise its carbon footprint in both construction and use.

6 Room design. The size and design of bedrooms and studios should aim to enhance the health and wellbeing of their occupants.

7 Management: Applications for development of PBSA must include a management plan, prepared in consultation with the local community, which will ensure consideration of the health and wellbeing of students and local residents, as well as other practical considerations such as arrangements for term start and finish arrivals and departures.

8 Community benefit: PBSA Development should demonstrate that there will be a positive benefit to the local community through provision of shared facilities.

Policy H4: Conversions to student accommodation

Conversions of existing buildings to student accommodation (sui generis) will only be permitted if:

- a) there is no loss of existing dwellings;
- b) the development would not adversely affect neighbours' amenity, including through increased activity or noise and disturbance, either from the proposal itself or combined with existing similar accommodation;
- c) individual units of accommodation are designed to be capable of use as dwellings (Use Class C3) which meet the appropriate space standards for dwellings without alteration;
- d) it includes a communal room(s) which can accommodate all occupants and is available to them within the building, unless all the units of accommodation include a separate living room;
- e) it includes external private amenity space of a proportionate size for use by all occupants, easily accessible adjoining the building;
- f) there is adequate and convenient bin storage, meeting current standards as a minimum, screened from public view, and secure cycle parking;
- g) where possible, priority should be given to designing at least one student unit to meet the requirements of M1 volume 2 of Part M of the Building Regulations for 'wheelchair accessible bedrooms'; and
- h) there is a management plan in place, prepared in consultation with the local community, which will ensure consideration of the health and wellbeing of students and local residents, as well as other practical considerations such as arrangements for term start and finish arrivals and departures.

Policy H5: Houses in Multiple Occupation

There will be a presumption against new development or conversions to HMOs unless it can be shown that the development will not result in a high concentration of similar uses.

Changes of Use of HMOS (C4 use and sui generis) to residential (C3 use) will be encouraged.

Policy H6: Affordable Housing

Where new housing development requiring affordable housing is otherwise acceptable, the provision of affordable housing on site will be particularly encouraged. Where provision off-site or a financial contribution is justified such provision or contribution should be made within the Little Woodhouse Neighbourhood Area where possible.

National Planning Policy Framework

2.18 The NPPF 2018 brought with it a new standardised measure to calculate local housing need which is set out in Planning Practice Guidance (The Ministry of Housing, Communities and Local Government, 2018). This is to ensure the correct number and mix of housing is provided to ensure local sustainability. The NPPF was updated again in 2021 (Department for Levelling Up, Housing and Communities, 2021). Paragraph 62 states:

...the size, type and tenure of housing needed for different groups in the community should be assessed and reflected in planning policies (including, but not limited to, those who require affordable housing, families with children, older people, students, people with disabilities, service families, travellers, people who rent their homes and people wishing to commission or build their own homes).

Local Strategic Policy

Core Strategy Policy H4: Housing Mix

2.19 The Leeds Core Strategy (Leeds City Council, 2014, p. 78) states that by 2026 there is expected to be 45,800 additional single person households and almost 19,500 couple households. Family households (including lone parent families) are forecast to only grow by approximately 4,500 households. Aligning household growth with preferences expressed in the 2017 Strategic Housing Market Assessment (SHMA) survey therefore suggests the following mix of dwelling sizes that should be aimed for: 22.5% 1-2 bed, 29.4% 3+ bed and 14.4 % 4+ bed across Leeds on average. **FIGURE 12** indicates the preferred housing mix between 2012 and 2028 which is picked up in Core Strategy Policy H4.

Table H4: Preferred Housing Mix (2012 - 2028)

Type	Max %	Min %	Target %
Houses	90	50	75
Flats	50	10	25
Size	Max %	Min %	Target %
1 bed	50	0	10
2 bed	80	30	50
3 bed	70	30	30
4 bed	50	0	10

Figure 12 - Preferred Housing Mix (Leeds City Council, 2014)

2.20 The Leeds Core Strategy states that on the ground delivery should be flexible as Leeds has a wide range of urban contexts. Furthermore, it is important to understand that the Core Strategy presents numbers that are place specific. To provide and implement a locally-specific housing mix policy, the Forum will need to consider the delivery of new housing (student

housing or otherwise) and how this has affected supply within the neighbourhood area as well as evidence that identifies local housing needs. Policy H4 from the Core Strategy aims to address concerns in areas across Leeds that have seen an imbalanced housing mix. According to the Leeds Core Strategy some areas need a revitalisation of their housing mix to enable better community links and improve local sustainability, Little Woodhouse being an example of this.

Core Strategy Policy H6: Houses in Multiple Occupation (HMOs), Student Accommodation and Flat Conversions

- 2.21 The aim of CS Policy H6 (Leeds City Council, 2014) is to ensure that enough HMOs are created in a sustainable way for both the occupants and the neighbouring communities. This means sufficient numbers of HMOs to be provided, ensure locality near employment and educational facilities whilst ensuring there are sufficient local amenities and parking, not too many are clustered together and does not allow for loss of suitable family housing.
- 2.22 The development of Purpose-Built Student Accommodation (PBSA) is controlled to avoid the pressure on private housing, avoid the loss of existing housing suitable for family occupation and avoid over concentration of students in one area that would be detrimental to the mix of an area and its subsequent sustainability. The control of PBSA will also ensure proximity to university sites and/ or public transport and ensure suitable living conditions.

Leeds Article 4 Direction

- 2.23 Article 4 Direction suspends the permitted development rights for the conversion of C3 (dwelling houses) to C4 (HMOs). This reduces the viability for property owners to turn family homes into student homes and gives the Council increased control over where HMOs are located (Leeds City Council, 2011).
- 2.24 Article 4 direction does not prohibit this change of use but enables the Council to aim to manage this type of development and to keep note of the problems of HMOs and ensure communities continue to have a balanced and sustainable housing mix.

Housing Mix: Local Evidence

2.25 This section will provide evidence to support LWNP policy intentions to balance the housing mix in the area and improve the sustainability of the community as a whole, including by encouraging development suitable for family accommodation and avoiding the over-concentration of PBSAs and Houses of Multiple Occupancy (HMOs).

2.26 The data presented will demonstrate that the current housing mix is helping to consolidate the imbalance in the demographics of the area and actively discourages families through lack of suitable accommodation.

Breakdown of Housing Types:

2.27 **FIGURE 13** provides a breakdown of specific accommodation types in Little Woodhouse neighbourhood area, with the data being taken from the 2011 Census. Similar data from the 2021 Census can be seen in **FIGURE 14**, although the categories have changed slightly.

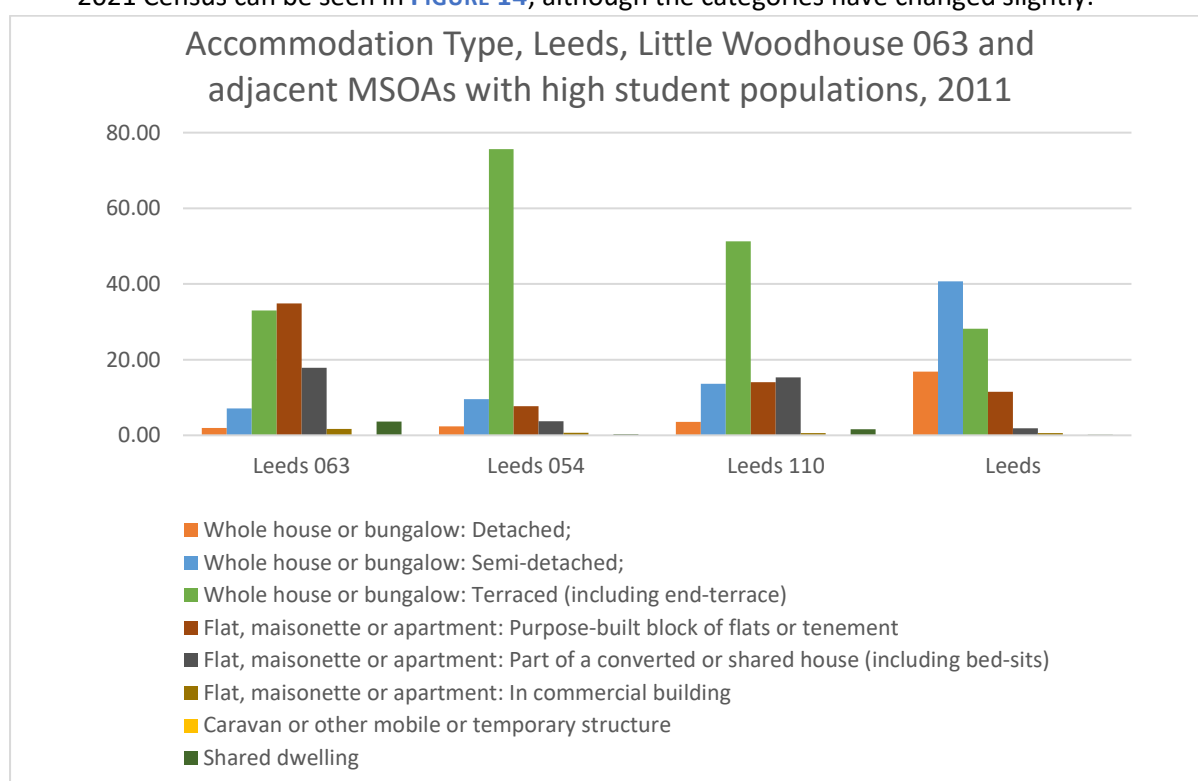


Figure 13 - Accommodation Types, Leeds, Little Woodhouse 063 and adjacent MSOAs with high student populations, 2011. (Office for National Statistics, 2011). See **NOTE** on page 3 for area names and maps corresponding to each MSOA code

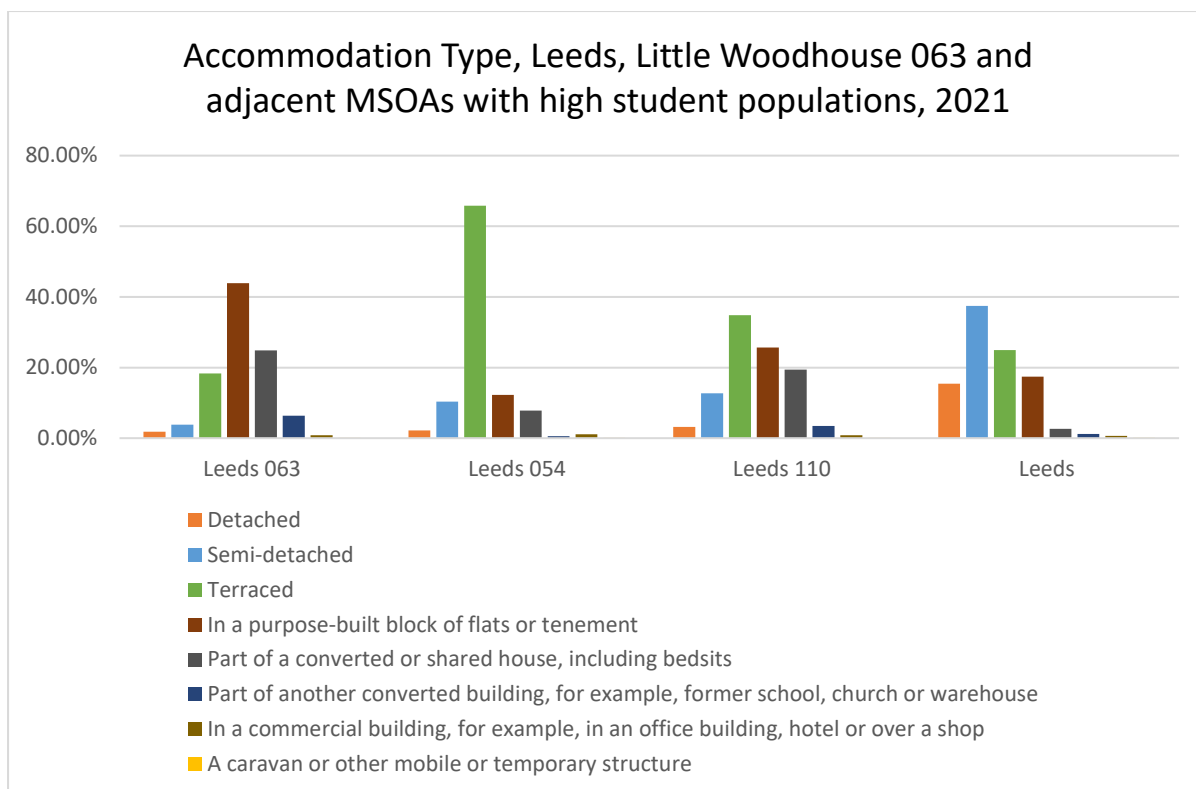


Figure 14 - Accommodation Type, Leeds, Little Woodhouse 063 and adjacent MSOAs with high student populations, 2021 (Office for National Statistics, 2021). See NOTE on page 3 for area names and maps corresponding to each MSOA code

2.28 Comparing the accommodation types in Little Woodhouse (FIGURE 13 and FIGURE 14) with the Leeds preferred housing mix in FIGURE 12 further illustrates the imbalance in the type of accommodation available in the Little Woodhouse Area. The figures for surrounding areas, and the Leeds district as a whole were included in the graph to help understand the wider context and further support the need for a housing mix policy that is locally-specific to LW. The graphs outline the following information as of 2021:

- Little Woodhouse has a high number of accommodation types that are 'part of a converted or shared house' at 24.83%, whilst Hyde Park & Burley (NE) has 7.81%, and Hyde Park, South Headingley and Woodhouse (NW) has 19.4%. Leeds as a whole has 2.66%
- Little Woodhouse has a high number of 'purpose built flats' at 43.92%, which is 20% more than Hyde Park/South Headingley/Woodhouse (NW) at 25.62. Both are higher than Leeds as a whole which has 17.45%. This figure has risen from 34.83% in 2011.
- Little Woodhouse has a low number of detached and semi-detached housing, making up 5.66% of all stock, this is lower than Hyde Park/Burley NE and Hyde Park/South Headingley/Woodhouse NW which have a stock of 12.47% and 15.87%, respectively. All three areas have a considerably lower amount when comparing to Leeds as a whole, which has a total stock of 52.93%
- The percentage of the population living in terraced housing is 6% lower than the Leeds average, which may reflect the proportional increase in those living in purpose-built flats.

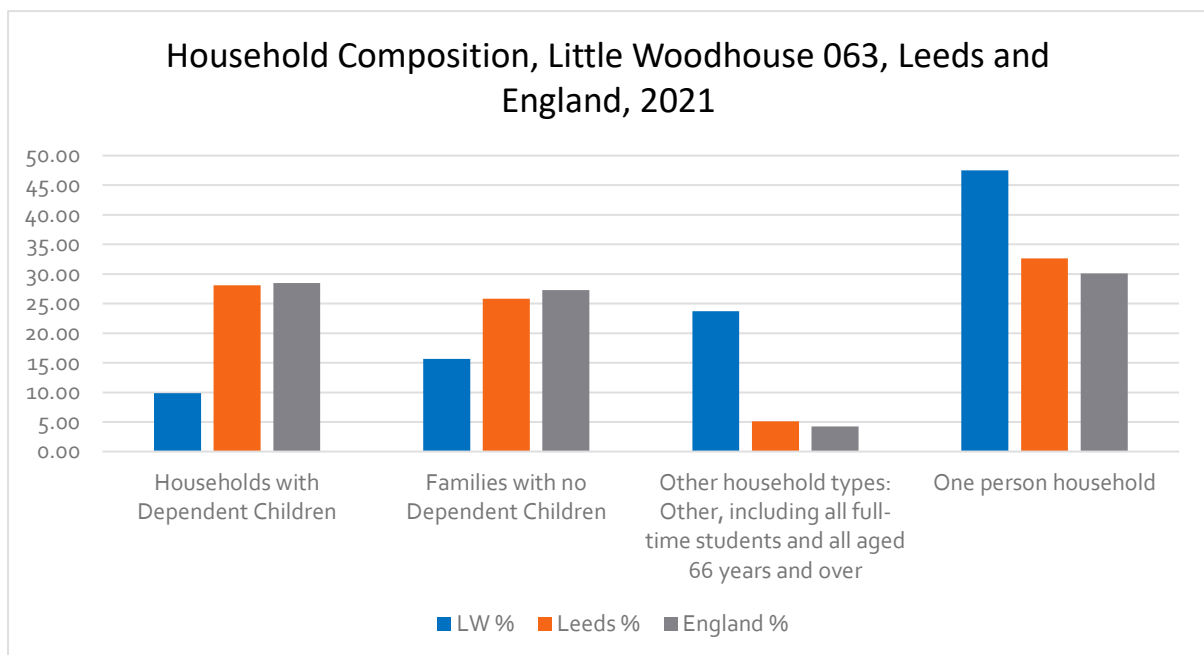


Figure 15 - Household Composition, Little Woodhouse 063, Leeds and England, 2021

2.29 **FIGURE 15** provides an illustration of multi-person households in Little Woodhouse compared to Leeds and England. It should be noted that comparable information from the 2021 Census does not include the separate category of 'Multi-Person Household: All full-time students'. The graphs highlight the following information:

- Compared to England and Leeds, Little Woodhouse has a high number of multi-person households including those comprised of full-time students. In 2021, 23.74% of households were of the 'Other Household Type' (i.e. not a single-person household and not a family home) compared with 5.12% in Leeds as a whole. This is consistent for an area where universities are located.
- Flats, maisonettes or apartments that are part of a converted or shared house (including bed-sits) account for 24.83% of homes in Little Woodhouse, which is nearly ten times the percentage of these types of homes in Leeds (2.66%).
- The substantial proportion of flats vs houses or bungalows within Little Woodhouse compared to Leeds provides an indication that the housing market is being driven by student accommodation development, which has resulted in a limited supply of larger homes for families.

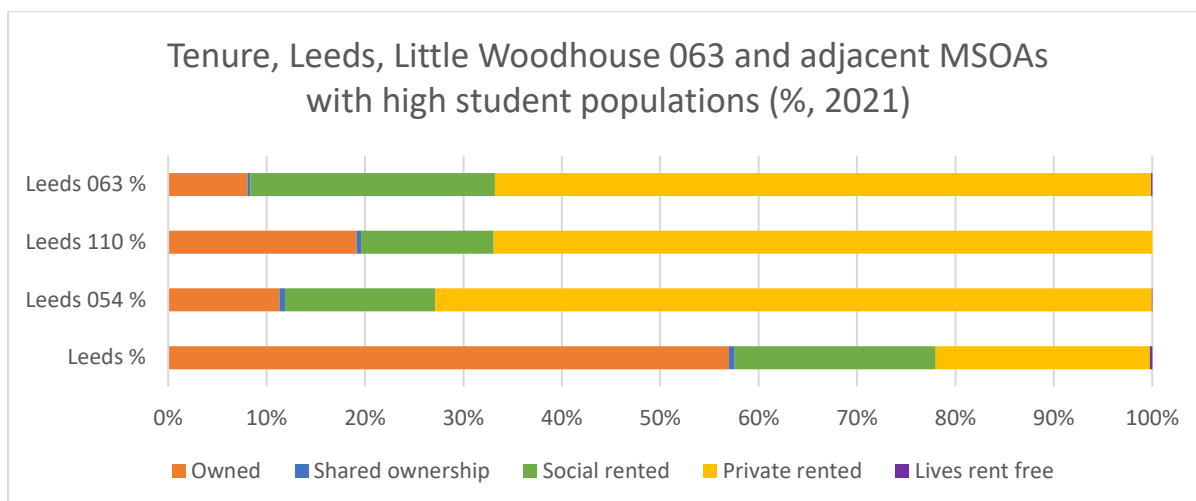


Figure 16 - Tenure, Leeds, Little Woodhouse 063 and adjacent MSOAs with high student populations (% , 2021) (Office for National Statistics, 2021). See NOTE on page 3 for area names and maps corresponding to each MSOA code

2.30 **FIGURE 16** demonstrates the wide gap between Little Woodhouse and the Leeds average in terms of a housing mix. This graph here shows that in Little Woodhouse 91.56% of residents rent and just 8% owning their own property. These rent numbers are remarkably high, but it is important to consider wider factors that affect the owner-occupier market which has seen dramatic shifts over the last 10 years. However, the Leeds average does not reflect this with more people owning their own home (56.98%) than renting (42.21%). This suggests that Little Woodhouse is home to many young professionals and students who rent rather than own their accommodation.

Family Homes

2.31 When referring back to **FIGURE 4** and **FIGURE 5**, the graphs show a comparison of the Little Woodhouse age profiles from 2011 and 2021. LWNPF have used this evidence to suggest that the increase in the number of students has resulted in a reduction in the availability of family housing to the wider community owing to increased demand for use of family housing for HMOs for student or multi-person accommodation.

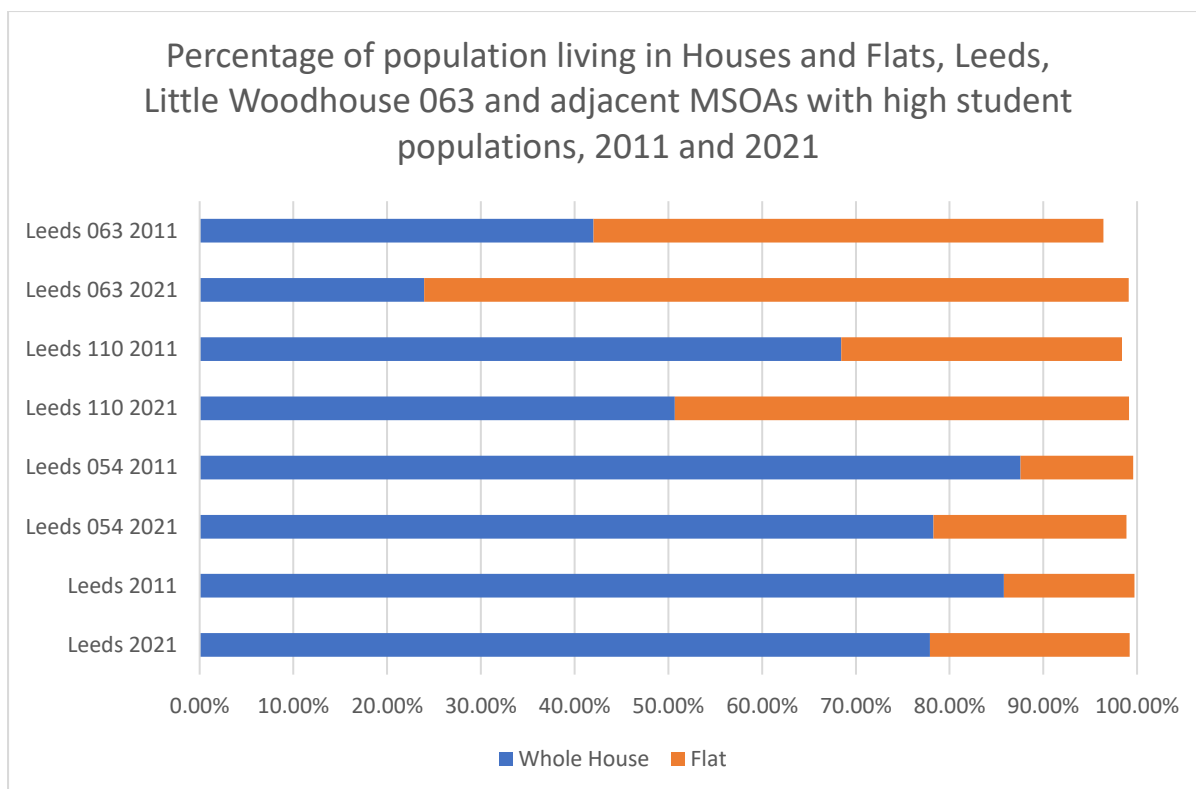


Figure 17 - Percentage of population living in Houses and Flats, Leeds, Little Woodhouse 063 and adjacent MSOAs with high student populations, 2011 and 2021 (Office for National Statistics, 2011) (Office for National Statistics, 2021). See NOTE on page 2 for area names and maps corresponding to each MSOA code

2.32 Using the census data from both 2011 and 2021 there is evidence that that there are more flats, maisonettes &/or apartments: part of a converted or shared house (including bed-sits) than there are whole houses, which indicates a reduction in the proportion of properties available to the family market. **FIGURE 17** indicates that those living in whole houses in little Woodhouse has dropped from 42% to 23%. This is likely to be partly down to growth in population being concentrated in newly created flats, and partly through the loss of family homes.

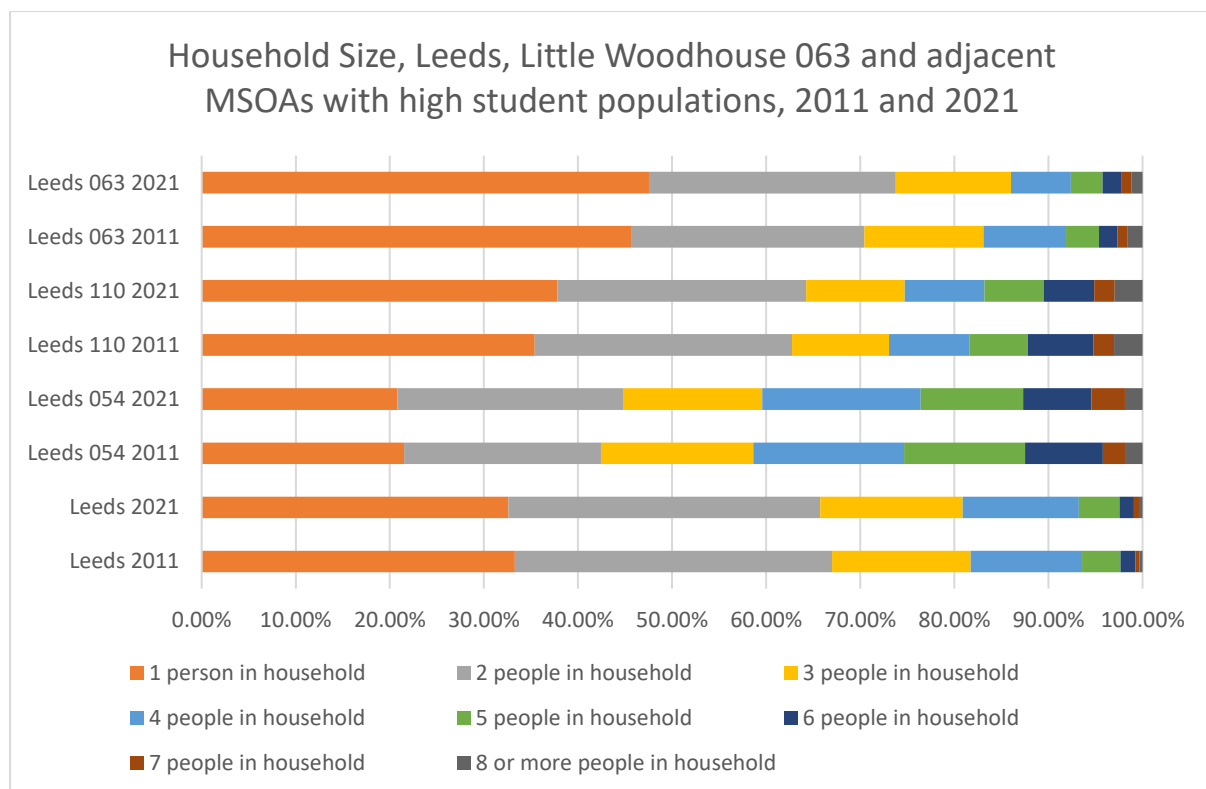


Figure 18 - Household Size, Leeds, Little Woodhouse 063 and adjacent MSOAs with high student populations, 2011 and 2021 (Office for National Statistics, 2011), (Office for National Statistics, 2021). See NOTE on page 3 for area names and maps corresponding to each MSOA code

2.33 Additional evidence to support the fact that there are a limited number of family homes in the neighbourhood area can be seen from **FIGURE 18**, which sets out household size within Little Woodhouse and outlines the following:

- 1 person households are the most common in Little Woodhouse at 47.5%, this figure is also considerably higher when compared to Leeds as a whole which is made up of 32.6% 1 person households. This disparity has widened from 12% in 2011 to nearly 15% in 2021.
- 2 person households are lower in Little Woodhouse than Leeds as a whole.
- 3 and 4 person households are low in Little Woodhouse when comparing these figures to Leeds as a whole. 26% of households in Little Woodhouse have three or more people in them, so require larger properties than the one-bed roomed flats/studios which appears to be the most common property size within Little Woodhouse. The figure for Leeds is 34% and the numbers of 3+ person households are higher in surrounding areas, which could indicate a pattern of displacement of larger households.
- Households larger than 5 people are slightly higher in Little Woodhouse than in Leeds as a whole.

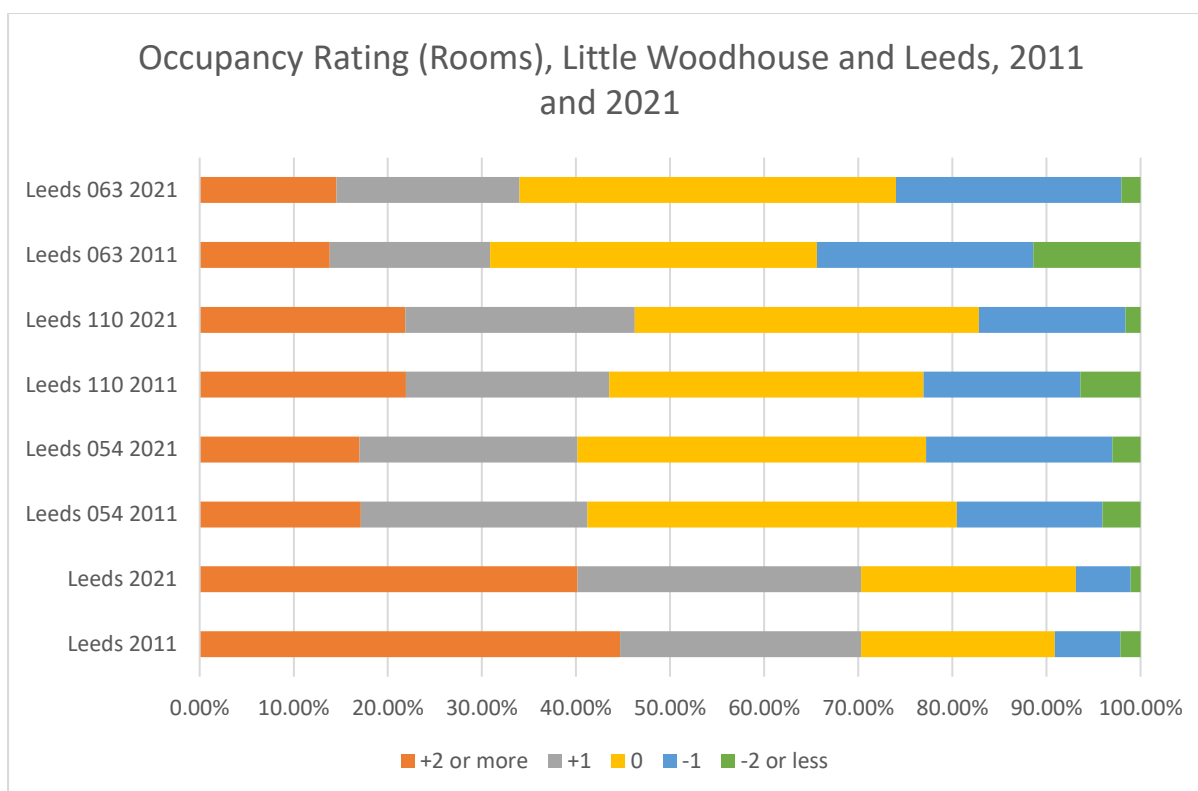


Figure 19 - Occupancy Rating (Rooms), Little Woodhouse 063 and Leeds, 2011 and 2021 (Office for National Statistics, 2011) , (Office for National Statistics, 2021)

2.34 **FIGURE 19** also demonstrates issues of overcrowding within housing in Little Woodhouse by comparing occupancy ratings of rooms in Little Woodhouse and Leeds in the 2011 and 2021 Censuses. Occupancy rating provides a measure of whether a household's accommodation is overcrowded or under occupied. An occupancy rating of -1 implies that a household has one fewer rooms/bedroom than required, whereas +1 implies that they have one more room/bedroom than the standard requirement. What can be seen from **FIGURE 19** is that there are high levels of overcrowding in Little Woodhouse, providing additional evidence from the lack of family homes:

- Little Woodhouse had an Occupancy Rating for 0 or less of 69% compared to 30% for Leeds as a whole in 2011 and the figures for Little Woodhouse and Leeds have reduced slightly in 2021 to 66% and 29.7%, respectively.
- Little Woodhouse had an occupancy rating of -1 or less of 34% in 2011, and 25.98% in 2021 compared to Leeds as a whole at 9% and 6.88% respectively, demonstrating that Little Woodhouse suffers from significantly higher issues of overcrowding although in both cases the figure has improved.

2.35 The findings from the 2011 and 2021 Census are backed up by a Parents Survey on Housing Issues undertaken by Rosebank Primary School in January 2021 (A1. Rosebank School parents' survey, 2021) which provides anecdotal evidence demonstrating a lack of sufficient family homes in the area and chronic overcrowding. This was arranged by the Head Teacher following a number of approaches from parents for the school to write in support of Housing requests, and in preparation for a meeting with Councillors and Council Officers on January 22nd, 2021, to discuss these issues. Forty parents responded, representing between 100 and 120 pupils at the school, or approx. a third of the school population. Among the results:

- Not surprisingly, they all required properties with more than one bedroom, and 71% required properties with three or more bedrooms, supporting [FIGURE 13](#) and [FIGURE 14](#) which demonstrate a limited number of detached, semi-detached and terraced houses in Little Woodhouse compared to Leeds as a whole.
- 18% were living in properties with only one bedroom, 34% had one bedroom for adults and one for children, 21% had more than two children sharing a bedroom and a further 8% had more than three children sharing a bedroom. This supports [FIGURE 19](#), which demonstrates that Little Woodhouse suffers from increased overcrowding issues when compared to Leeds as whole.
- 50% of the parents had considered moving school to find a suitable house.
- 94% would be looking for affordable/Social housing to rent.
- 59% had been on a waiting list for more than two years including 44% who had been on a list for longer than three years.
- Responding to the question 'What are the problems with getting a house nearer the school' 34% cited a lack of suitable affordable housing and 23% mentioned too much student accommodation in the area.

2.36 At the subsequent meeting on January 22nd, 2021, the availability of Council Housing in the area was discussed. In the preceding 12 months, the statistics for Leeds City Council (LCC) properties managed by Housing Leeds within a 2-mile radius of Rosebank were as follows:

- Leeds City Council had a total of 106 two-bedroom properties and only 7 had become vacant, with an average of 142 bids.
- LCC had a total of 65 three-bedroom properties and only 3 had become vacant, with an average of 160 bids.
- LCC had a total of 18 four-bedroom properties and only 2 had become vacant. No bids were accepted as the properties went to applicants on a direct letting list.
- LCC had no five-bedroom properties and only one 6-bedroom property, which was currently occupied.
- Council Officers were not aware of any plans to build new Council Housing in the area.

Observations:

2.37 A change in demographics can be one of the most important indicators that the housing mix of an area has become unbalanced. The demographic changes can be seen in [FIGURE 4](#) and [FIGURE 5](#), where there are some notable trends. The most dramatic shift was the 16-19 age category which saw a 23% increase in the area (5% in 2001 to 28% in 2011). In 2021, this figure was down slightly, to 26.4% for 15-19 year olds. With this increase in percentage share, a decrease has had to occur elsewhere in the age profile. The biggest reduction to the area was the 30- 44 age category which saw a 7% decrease (17% in 2001 to 10% in 2011, rising only slightly to 10.2% in 2021) and the age category 5-15 also fell by 7% (10% in 2001 to 3% in 2011, down to 2.9% in 2021) which indicates an overall decrease in the number of families living in the area.

2.38 One explanation for this change in population patterns is the expansions of universities. [FIGURE 9](#) shows that the UK has experienced drastic increases in numbers of students. The City of Leeds saw its biggest jump in number of students in 2007 and continued to rise from there (39,742 in 2007 to 52,067 in 2016). As of 2021, this figure was 80,038 for Leeds, 6913 of these being in Leeds 063 Little Woodhouse (Office for National Statistics, 2021). As a result of this, an increase of students in most inner-city neighbourhood areas is expected. This could be due to

the availability and affordability of housing in these localities. Furthermore, student numbers have increased in the Little Woodhouse area due to students moving from Headingley which reduces high concentrations of students in that area at the expense of Little Woodhouse. This marks a change in patterns of behaviour; that students prefer to live closer to the city centre. McTaggart (Yorkshire Evening Post, 2011) states that a rise in transport costs and the increasing amount of PBSAs are the main reasons for the shift. In the same article, titled 'families reclaim suburb dubbed as 'Studentland'', Michael Moore is interviewed. An estate agent at the time working for David Moor Estate Agents in Headingley, suggests that in 2006 70% of properties were being bought by landlords for student use while in 2011 this number was 10%, showing a shift in the pattern of demand for types of accommodation in Headingley.

2.39 The Leeds Unitary Development Plan (Leeds City Council, 2006, p. 171) states that controlling the growth of the students in Headingley and adjoining areas was becoming important and measures to encourage students to live in other locations across Leeds were supported. Little Woodhouse has always had a significant level of students living in the area but the additional numbers moving from Headingley into Little Woodhouse means this area is experiencing similar issues of over-concentration of students which, in turn, has a detrimental impact on the sense of community and pride of place.

2.40 This results in a lack of local services in the area, most notably in the provision of schools. Little Woodhouse only has one school in its neighbourhood area boundary, Rosebank Primary School on Burley Road. However, the Head Teacher confirmed that the school was 98% full for September 2023 with a flourishing Two and Three year old Nursery' (Smith, 2023). Ofsted have rated the school as 'Good' (OFSTED, 2022), however as noted above in para 5.11, its locality in an area dominated by student housing and PBSAs means parents struggle to find suitable family housing. It is also the 'last school standing' in the area; in 1997 Leeds Grammar School moved sites and Belle Vue Girls School, St Ann's School and St Michael's School have all closed in the past two decades. This is a significant factor for families considering moving to the area. Families need schools, but equally, schools need families.

2.41 This becomes even more apparent when comparing the numbers of school aged children in Little Woodhouse Neighbourhood Area from previous years. According to the 2001 Census, there were 521 people that were aged 5-15 whereas in the 2011 Census the same age category had halved to 260 living in the area. This is a stark decline and should be an important consideration in the preparation of any housing mix policy as the figure had only risen slightly again in 2021, to 295 aged 5-14.

2.42 As well as the more traditional forms of housing tenure, owner occupier, private rented etc LWNPF is aware of other initiatives such as ShangriLeeds and LILAC (Low Impact Living Affordable Community). 'ShangriLeeds' is a co-housing project in Leeds which envisions an inter-generational, state of the art housing of 15-25 unit size. ShangriLeeds has the ambition to build and encourage a mixed diverse community close to good schools and transport links, it believes in well-being of its members and tries to reduce environmental impact where ever possible (ShangriLeeds). LILAC, situated in Bramley in the inner west area of the city, is a co-housing project that has been established for a number of years. This alternative provides a new mix of houses that again look at diversity as a common feature. A big part of this organisation is having affordable homes in an eco- village. LILAC visualise creating a new housing movement (Low Impact Affordable Living Community (LILAC)).

Student Accommodation: Policy Context

2.43 LWNPF want to reduce the impact of PBSAs on existing residential areas. The Forum has developed a PBSA Design Code which will enable them to have more input into what future PBSA developments look like in terms of design, space standards and location. In determining suitable locations for PBSA, the Forum has identified two key considerations. The first is the relative scale of existing buildings in the specific location and the second is the proximity and impact on more traditional residential areas.

2.44 Little Woodhouse Neighbourhood Plan Student Accommodation Policy Intentions:

Policy H3: Purpose-Built Student Accommodation -- Policy Intention

Avoid high concentrations of PBSA where they can impact other residential areas and ensure that students benefit from good quality, well-designed accommodation.

Policy H4: Conversions to student accommodation – Policy intention

Ensure that conversions for student use are also capable of use by a variety of other households, to assist in achieving a more balanced community living in good quality, well-designed accommodation.

See 2.17 for full policies.

National Planning Policy Framework

2.45 The NPPF presumption in favour of sustainable development needs to be accounted for in all developments (Department for Levelling Up, Housing and Communities, 2021).

Economic sustainability ensures that the right type of development is located in the right places to ensure a competitive and thriving economy. This means PBSAs will be located in strategic locations close to university and employment areas.

Social sustainability ensures that development benefits everyone in the community through safe and accessible developments that provide for current and future generations. The communities and facilities around potential PBSA development sites will be taken into account and provided for.

Environmental sustainability ensures that development contributes to the natural built and historic environment. PBSA developments will have to consider mitigating for climate change, making effective use of land and upholding the quality of the land.

2.46 Early engagement or front loading is a key issue addressed in the NPPF. This should ensure effective consultation with the public meaning issues around location, size or design can be dealt with early in the application or planning process so there are less objections and more improved outcomes for the community.

Local Strategic Policy

2.47 The Leeds Core Strategy (Leeds City Council, 2014, pp. 82-83) notes that PBSA developments increased drastically in the period between 2001 and 2012 especially in the North West sector of the city centre (Little Woodhouse and Hyde Park). With growing concerns over an over-concentration of students and HMO's, the Leeds Core Strategy implemented Policy H6, which describes development of PBSA as necessary. PBSA's are being encouraged to relieve

Headingley of excess levels of HMO's. PBSA's are to be controlled under a variety of factors. These are:

- Increase supply of PBSA when it takes pressures off the need for private housing to be used for student use;
- Avoiding loss of family accommodation;
- Avoid locations which are not easily accessible to the universities by public transport, foot or bicycle;
- Satisfactory living spaces are of a good quality, provide daylight, outlook and a juxtaposition of living rooms and bedrooms.

2.48 According to the Leeds Core Strategy providing PBSA reduces the numbers of Houses of Multiple Occupation (HMOs) which the government has recognised as a positive impact. A high concentration of HMOs in an area can increase anti-social behaviour, unsustainable communities, pressures upon parking, increased crime, negative impacts on the streetscape and growth on renters rather than owner occupation which damages the local community. The BBC stated in 'Departing Students 'Dumping Rubbish' (BBC, 2018) that Birmingham, Coventry, Manchester and Leeds residents have all complained about students fly-tipping and how many students disregard the conservation of the environment. Little Woodhouse has experienced a growing trend in both HMOs and in PBSAs to the point where student populations have reached above 75% in the area.

Locations of Purpose-Built Student Accommodation (PBSA)

Evidence

2.49 The Little Woodhouse Neighbourhood Forum believe that one of the most pressing and important issues to address for the future of the area is where to locate the new PBSAs. In determining suitable locations for PBSA, the main considerations that the LWNF look for are:

- The relative scale of existing buildings in that location;
- The proximity of, and effect on traditional residential uses;
- That PBSA developments provide sufficient internal and external amenity space for its residents and where possible, the public.

2.50 It is clear that even though the number of students attending Leeds Beckett University and the University of Leeds was projected to drop by 2810 from 2012 to 2016 (Re'new, 2013) the numbers in Little Woodhouse are expected to continue to increase due to the attractiveness of the area in being close to the universities as well as the City Centre. This section of the report will analyse data that supports the LWNF's intention to have a say on where the PBSAs should go to reduce the pressures on the area. The data shown here will illustrate why the Little Woodhouse Neighbourhood Forum and other community groups in the area value the policy intention so highly.

2.51 As can be seen from **FIGURE 4** and **FIGURE 11**, the Little Woodhouse neighbourhood area is an increasingly popular location for people between the ages of 20 and 29, most of whom will be students. With this increase there is likely to be an increased demand for PBSA to accommodate the growth in student numbers.

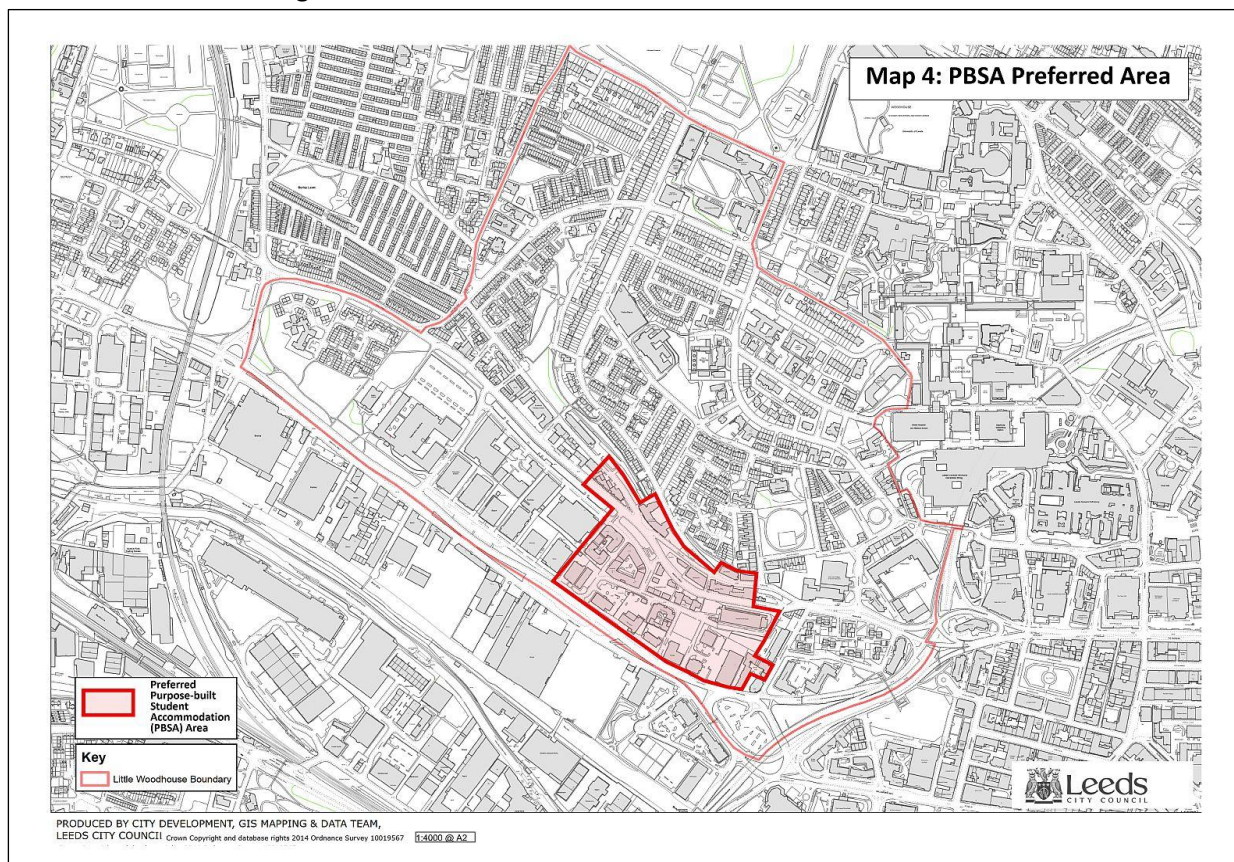


Figure 20 - PBSA Preferred Area (Little Woodhouse Neighbourhood Forum, 2023).

2.52 One of the policies being considered in the emerging Little Woodhouse Neighbourhood Plan is a preferred geographical area for future PBSA development. This is illustrated in **FIGURE 20**, with the red shaded area showing the LWNPF preferred area for PBSA, to the south of the Neighbourhood area. The steep gradient from Woodhouse Moor down to the Burley Road area means that PBSAs along Burley Road/Kirkstall Road can be built higher without having as much as an impact on sight lines etc as those built higher up. The concentration of PBSAs on Burley Road also means that anti-social behaviour associated with students (noise, nuisance and disruptions especially in the evenings and early mornings) is more easily contained in one area, although that is hardly a comfort to the residents of the Marlborough Estate who live adjacent to this area and are on the 'desire lines' between PBSAs and the night life of Leeds City Centre. This location also minimises the impact of development on existing housing stock within residential areas of Little Woodhouse, allowing for opportunity for more family homes.

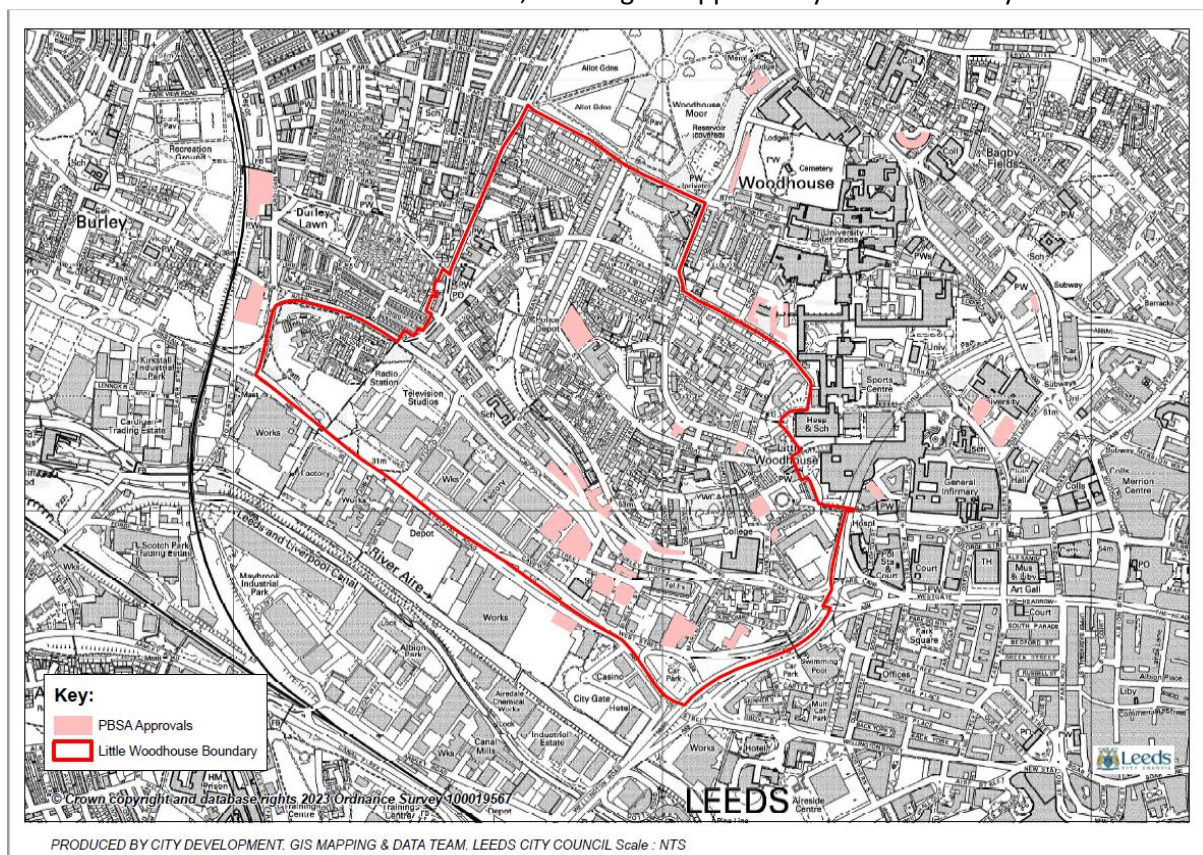


Figure 21 - Locations of PBSA. (Leeds City Council, 2023)

2.53 However, as can be seen from **FIGURE 21**, although the majority of existing and proposed PBSA development already lies within this preferred area, there are outliers, principally Sycamore House in Woodhouse Square and Asa Briggs House on St John's Road. **FIGURE 21** also demonstrates that the LWNPF preferred area closely matches the current preferred area for developers as well.

2.54 As well as ensuring suitable locations for PBSA, LWNPF have been focussing on internal and external space standards within PBSA developments due to growing concerns around increased mental health issues among students, as well as looking to integrate student communities with residents of Little Woodhouse. The Forum wants to ensure that

developments provide sufficient internal amenity space for its residents and where possible, providing external amenity space which can be accessed by all members of the community. This issue of space standards was recognised by Leeds City Council Planning Department who produced a Supplementary Planning Document (SPD) on PBSA, HMOs and Co-living Space Standards in December 2020 – which went out to Public Consultation January to March 2021 (Leeds City Council, 2021).

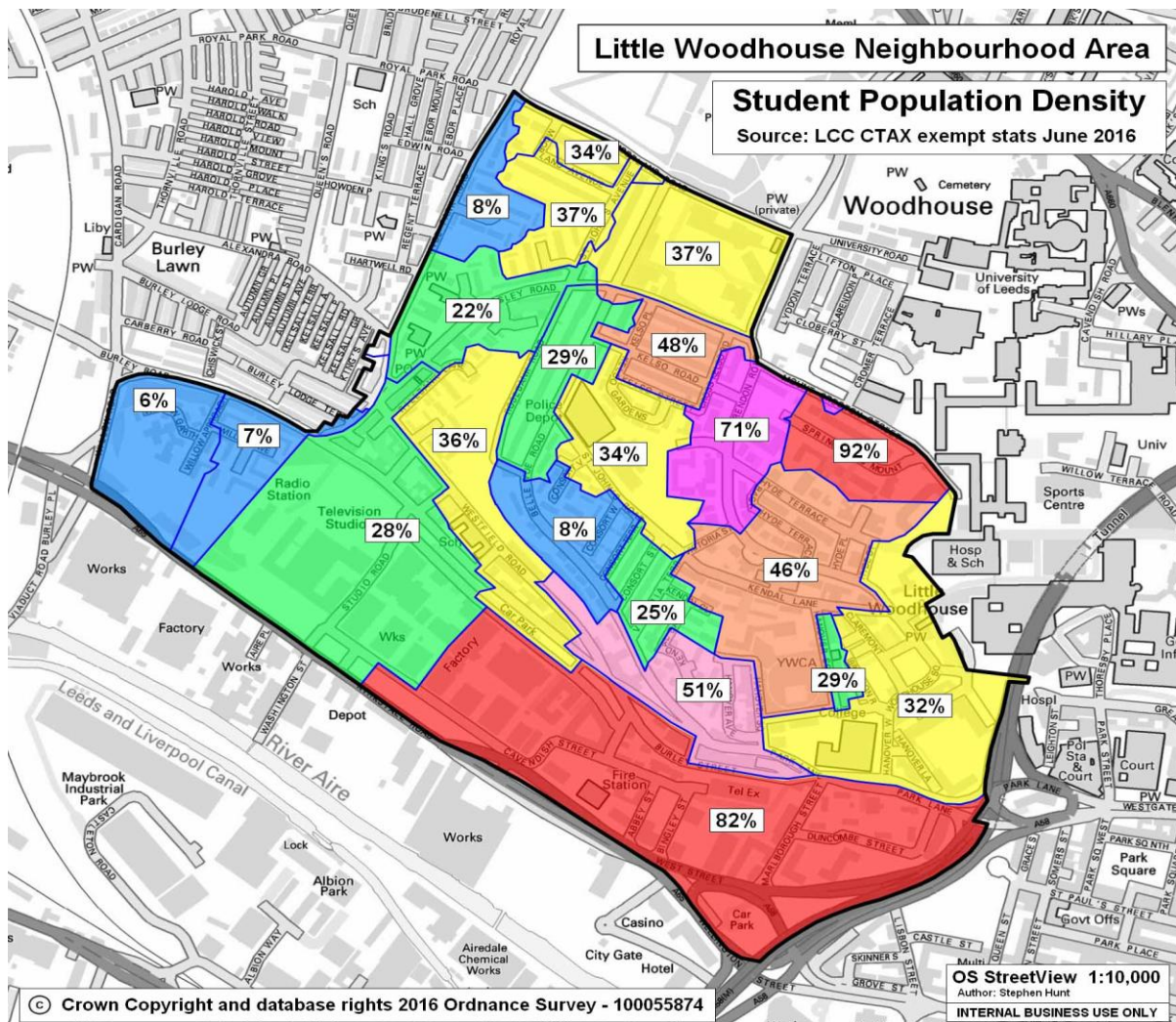


Figure 22 - A comparison of Little Woodhouse student population density calculated through Output Areas and council tax exemptions, from June 2016 and November 2020 (Leeds City Council, 2020)

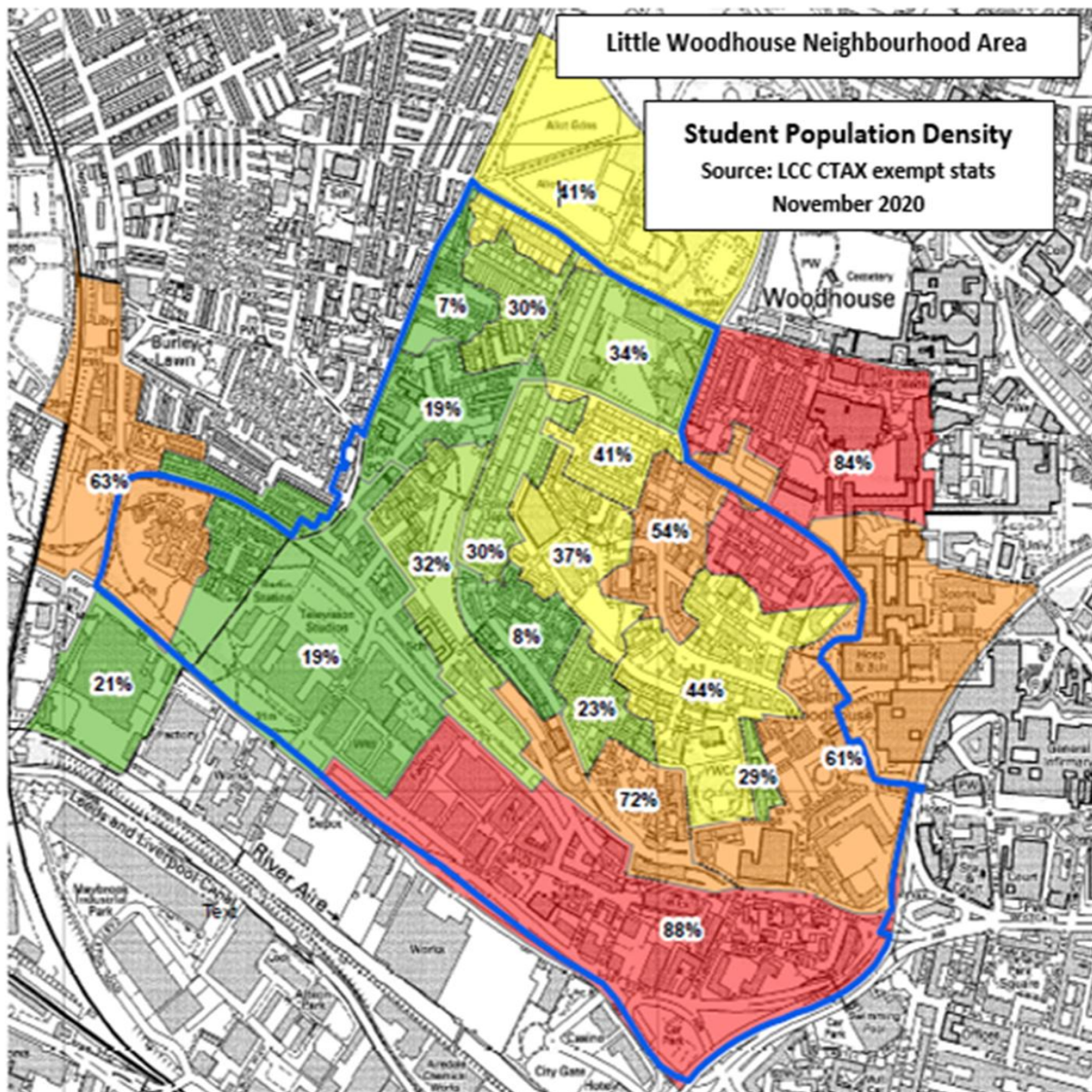


Figure 23 -- A comparison of Little Woodhouse student population density calculated through Output Areas and council tax exemptions, from June 2016 and November 2020 (Leeds City Council, 2020)

2.55 Whilst **FIGURE 20** indicates the preferred areas for PBSA, it is important to highlight the population densities of students within the neighbourhood area and correlate this with the PBSA preferred location area. **FIGURE 22** has been created through calculating council tax exemptions within the LWNP area. The highest level of council tax exemptions, and therefore student populations, can be seen in areas where there are housing policies relating to PBSA and mixed use.

2.56 **FIGURE 22** shows the relative concentrations of students in the Little Woodhouse Area. The information here has been calculated from June 2016 Leeds City Council Tax Exemptions. This is a heat map, with the red shaded areas having the highest concentrations of students living in them and the blue shaded areas the lowest concentrations. The highest concentration is 92%, in the northeast of the area, this is due primarily to the specific area being closest to The University of Leeds.

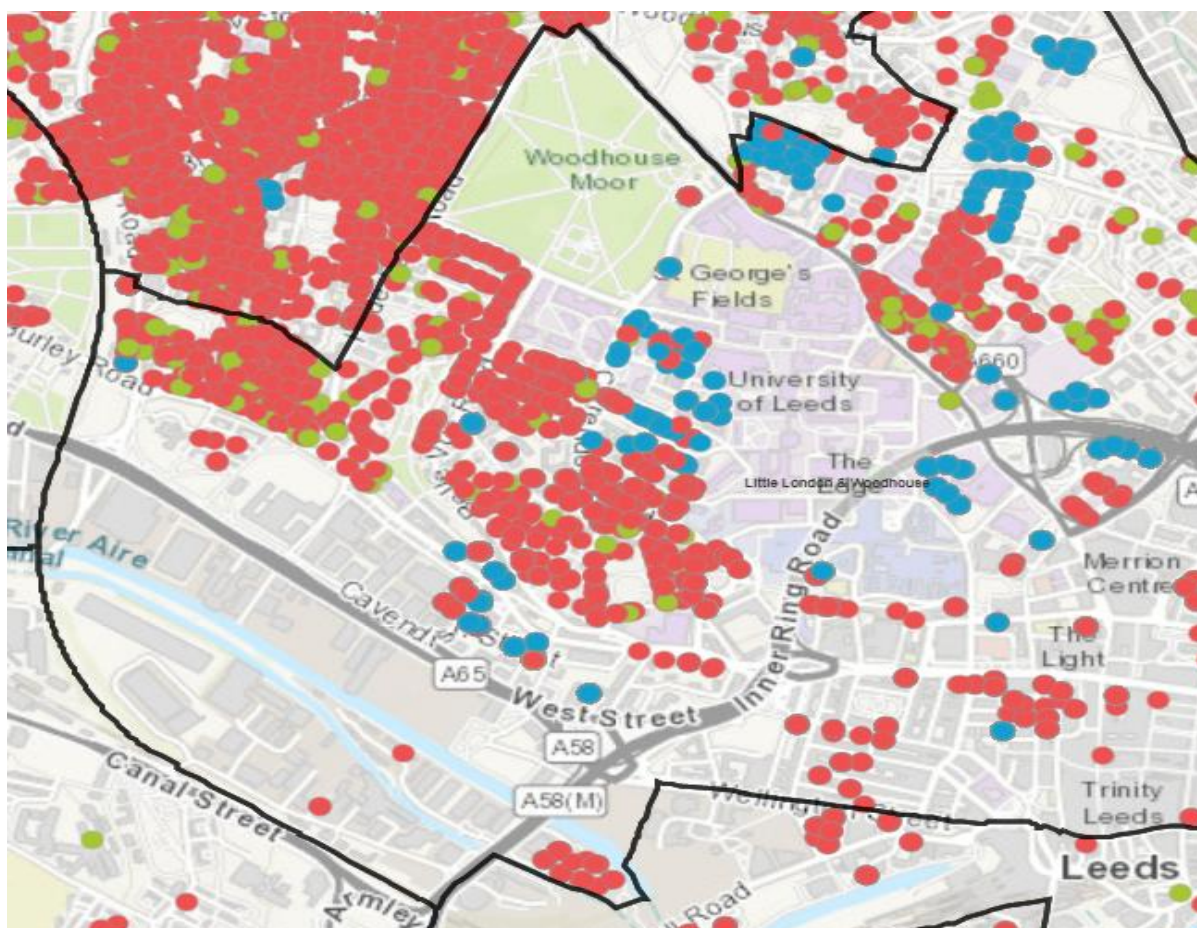


Figure 24 - HMO's, PBSA and HMO accommodation in Little Woodhouse, obtained from Council Tax Data 2020 (Leeds City Council, 2020)

2.57 **FIGURE 24** demonstrates student population density for Little Woodhouse from November 2020. Again, this is a heat map, areas shaded in red having the highest concentrations of students and areas in green indicating a low population. When comparing 2020 and 2016 figures, the following observations can be made:

- The area with the biggest increase in student population density from 2016 to 2020 is around the Woodhouse Square and Hanover Square areas. In 2016, these areas were at 51% and 32%, in 2020 this increased to 72% and 61%.
- The biggest change can be seen around Woodhouse Square, Clarendon Road and Hyde Terrace which has doubled from 32% to 61%.
- Lower Belle Vue Road has increased from 51% to 72% and in this immediate area it is important to note the additional PBSA on the site of Oak House and 46 Burley Street, and Trapezium. The student population density will be higher in this area than these figures reflect.
- Slight decreases of student population density can also be seen around St Johns Avenue and Moorlands. In 2016, figures for these areas were at 22%, 8%, 37%, and 37%. In 2020 these figures were at 19%, 7%, 30% and 34%.
- However, increases can be seen in the Woodhouse Moor area, which in 2016 was 34% and in 2020 was 41%.

2.58 Although patterns seem similar when comparing 2016 and 2020, it appears that the student population is becoming denser in the areas of Burley Road, along Burley Street and Westfield

Road and around Little Woodhouse Square and the hospitals. It must be noted that there will be additional increases that cannot be seen within this map as new approvals and constructions take place. **FIGURE 24** further reiterates the location of students within the neighbourhood area. The map shows the known HMOs in the area (in green and red), it also shows the halls of residence (in blue). A notable issue here is that the halls of residence/PBSA dots do not reflect the numbers of housing units, which could have been useful in terms of evaluating the map in terms of absolute student numbers. The biggest (and tallest) PBSAs are located in the area to the south of the map. The 'HMO Owner Liable' types (blue dots) comprises accommodation where there is a potential for non-students to be living and therefore council tax liable.

Observations

- 2.59** It is argued that the main role of PBSAs in the area is to provide students with accommodation and reduce the loss of family accommodation in the area by freeing up houses previously occupied by students. Even though the Leeds Core Strategy explicitly states that an over-concentration of PBSAs in any given area will most likely be detrimental for the local community (Leeds City Council, 2014), Little Woodhouse has seen a high concentration of the PBSAs being built along Burley Road.
- 2.60** In LWNPFs policy intentions document, in the area south of Burley Road there will be conditional support for the development of new build PBSAs. LWNPF understand that PBSAs attract investment and could result in a positive impact on the area, providing that they do result in students moving from traditional residential areas into PBSA accommodation, freeing up houses for family use. However, there is little to no evidence of this happening in the Little Woodhouse area, instead, the indications are that this loss of 'family' accommodation is continuing.

Conversions and their impact on the LWNA

- 2.61** A separate paper (Piper, 2022) has been produced by the Forum, showing the impact of conversions to student accommodation. In summary:
- 2.62** Successful planning applications in 2019 and 2020 for three adjacent properties in Hyde Terrace (Nos 34, 36 and 38), 40 Clarendon Road, 23-27 Hyde Park Terrace and 19 Springfield Mount all involved large detached Victorian properties in Little Woodhouse which were originally built as residential family accommodation being converted from offices or residential flats into student accommodation.
- 2.63** If the construction of PBSA was successfully moving students out of residential properties and freeing these up, at least some of these properties would have remained (or been converted from offices into) residential C3 accommodation. The construction of PBSA in Little Woodhouse is doing nothing to stem the loss of large detached/terraced Victorian houses to Student accommodation – instead, PBSA in large numbers are still being built in the area and residential type properties continue to be lost to student accommodation.
- 2.64** LWNF are looking to locate PBSAs where they already exist and in areas that will not be detrimental to existing long-term residents and their properties. Traditionally, development in the Little Woodhouse area has been two and three storeys in the main, but it is common to see four storey buildings. However, with the PBSA construction some of the buildings exceed ten (sometimes even thirteen) storeys. The argument for having the PBSAs in the south of the area is that topographically it is the lowest lying part of Little Woodhouse which will help to maintain the visual character of the area, and this is where high rise PBSAs are already located.

- 2.65 With the rising student numbers there have been an increasing number of PBSAs built in Little Woodhouse, six major schemes since 2013. There is now (2023) a total of 5,546 PBSA bedspaces (see PBSA Design Code para.10.1, built and with planning permission), adding to the approximately 2,500 residential dwellings (2,388 in the 2011 census). This represents an unsustainable pattern of growth and development in Little Woodhouse of one type of accommodation. This may be harmful in the future, especially from an economic point of view, if students suddenly decide to live in other areas or student numbers fall.
- 2.66 The data in this report supports the proposal for PBSAs to be located in a specific geographical area within Little Woodhouse. LWNPFs preferred location is to the south of the Neighbourhood area, identified on **FIGURE 20** above. The Burley Road/Kirkstall Road corridor – along the Aire Valley – is also at a lower level than much of Little Woodhouse, so PBSA built here can contain more storeys than in the residential areas of Little Woodhouse without having as much of an impact in terms of view and privacy. The location of PBSAs in this area will reduce the amenity impact on long term residents in Little Woodhouse associated with such developments as there is minimal long term residential accommodation in the Preferred Area, which is already dominated by high rise PBSA, Hotel and Office accommodation. Good connectivity to the public transport routes along Burley Road and Kirkstall Road here is important as new PBSA developments tend to be ‘car free.’ Such developments can also help create a more pedestrian friendly environment through the provision of active frontages, with Section 106 monies providing the opportunity to improve public realm.
- 2.67 Student growth is projected to continue in the medium term, although the impact of Covid 19 has yet to be determined. This policy intention will help to mitigate the spread of students and PBSAs within the Neighbourhood area, ensure that amenity standards are adequate for the residents of PBSA developments; and in line with the Housing Policy Intentions ensure family homes are protected by managing the location of PBSAs, and in turn, that the community of Little Woodhouse is re-balanced through a more suitable Housing mix.

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APPENDICES

A1. Rosebank School parents' survey, 2021

1. Working definition of 'Family Homes'

To restore a demographic balance of the community in Little Woodhouse, there is a requirement to increase the number of dwellings suitable for families, i.e., 3-bedroom (or more) dwellings which meet the national space standards and have private gardens meeting the standards set out in "Neighbourhoods for Living".

2. Rosebank Parents Survey on Housing Issues: summary of findings

The survey was undertaken in January 2021 by the Head Teacher of Rosebank Primary School. Forty parents responded, this equates to between 100-120 children, about a third of children at the school.

(Q1) Based on postcodes supplied, 20 (53%) out of 39 responses lived in the immediate Little Woodhouse Area and 16 (41%) from adjoining areas. 3 (8%) out of 39 came from further afield.

(Q2) – Journey to school - 33 respondents (85%) had up to 15 minutes' walk to school, 2 (5%) had journeys up to 30 minutes, and 4 over 30 minutes (10%).

(Q3) – What are the problems with getting a house nearer to school? – out of 35 responses to this open question, 12 (34%) said lack of affordable housing including 11 problems finding suitable size of housing for families, 8 (23%) mentioned too much student accommodation, 5 had no problems (3 because they lived close to school), 3 cited problems with traffic or the weather, 2 said lack of help.

(Q4) – How many bedrooms do you need to cater for your family? Out of 38 responses, 11 (29%) said two bedrooms, 14 (37%) three bedrooms, 11 (29%) four bedrooms and 2 (5%) more than four. None said they only required one bedroom.

(Q5) – Do you have enough bedrooms for your family in your current house? Out of 44 responses from 38 respondents, 13 (34%) had a bedroom for adults and one for children, but 7 (18%) had only one bedroom for the whole family. Eight (21%) had more than 2 children sharing a bedroom and 3 (8%) had more than three sharing. Six respondents mentioned other problems, including adults and children sharing and boy and girl sharing.

(Q6) If you could move nearer to school would you be looking to rent or buy? The overwhelming majority 34 out of 36 responses (94%) answered Rent rather than Buy.

(Q7) Would you consider moving school to find a suitable house near a school? The 36 responses were evenly divided between Yes and No.

(Q8) What are the other barriers to accessing suitable housing in the area? 33 responded to this open question, though of these 6 answered No or Not sure. Of the remaining 27, the majority 13 mentioned a shortage of houses for families, 7 mentioned preference for students, and 6 the price of accommodation. Also mentioned - damp, long priority/waiting lists, sale of council houses to landlords, landlords refusing to rent to families with kids and lack of help to access housing.

(Q9) If you are waiting for a suitable house, how long have you been waiting? Out of 34 responses, 5 (15%) had been waiting less than 6 months, 2 (6%) less than a year, 8 (24%) more than one year, 20 (59%) more than 2 years including 15 (44%) more than 3 years.

(Q10) What are the other key priorities for you in improving the area? Out of 32 responses, 12 (37.5%) ticked dangerous driving, 11 (34%) litter and graffiti, and 9 (28%) anti-social behaviour. Other responses mentioned: some local neighbours, pest and rodent issues, alcohol and drugs and homeless on streets making people feel unsafe, and the need for safe play space.

(Q11) Other information or concerns to mention to councillors: 15 responded with concerns: 7 related to housing, 3 to litter/bins/flytipping, 1 parking, 1 bus travel, 1 antisocial behaviour, 1 burglary, 1 more information on getting finance support.

Housing and our local area – responses to Rosebank Primary School Parents Survey January 2021

RESPONSES TO QUESTION 'WHAT ARE THE PROBLEMS WITH GETTING A HOUSE NEARER TO SCHOOL?'

1 No houses

2 Not many private rented house for family in the area, rent can be more than £1k for basic 3 bedroom house since many houses were catered for students

3 To expensive!

4 Not enough social housing for people in need as most landlords want students or don't want council bond.

5 Needs a 4 bedroom house

6

7 Small 1

8 No council house in school area

9 Been on the register for couple of years now but houses never comes up when bidding

10 Fast driving it is dangers for kids when they try to cross the road this happened is nearest the school

11 No family accommodation available

12 No big houses

13 Houses are rented out for students

14 N/A

15 There are no houses with 3 bedrooms which are council houses.

16 There are barely any homes for families- it's just student accommodations

17 To many roads

18 Very difficult have had no help at all

19 nothing

20 Where is my kids support homework device Ipad they doing they homework learning we don't get own ipad we can't get voucher to help my kids when they want to get shopping

21 Rent too high and no available property's

22 If weather is bad ie snow rain

- 23 No 24 i am lucky enough to live 5 minutes from school
- 25 Getting a house with three bedrooms isn't always easy
- 26 I don't have any problems because 10 minutes to school it's perfect just we are 3 people in one bedroom flat it's hard
- 27 high rent relatively small houses
- 28 Yes ,We trying exchanging ,swap or rehousing past 5 years but in this area are mostly. student accommodation not 4 bedroom houses for families.
- 29 Students 1/13/2021 1:48 PM
- 30 i live close to school 1/13/2021 1:45 PM
- 31 I need a 3 bed as lv got 3 children 2girls and a boy sharing a room
- 32 I being bidding for 5 years now I still not get house yet. We are 5 people living in a 1 bedroom and single room we are overcrowded in the house
- 33 Student accommodation lack of family homes
- 34 Too many landlords want students or priced too high for non working families
- 35 It's very high demand

RESPONSES TO QUESTION 'WHAT ARE THE OTHER BARRIERS TO ACCESSING SUITABLE HOUSING IN THE AREA?'

- 1 Not enough houses
- 2 High rental fees and suitable houses for families
- 3 Financial support!
- 4 Social housing list is long and takes a while to get to the top even though I'm in refuge I'm still 160 to 200 on the list
- 5 Don't know, as houses come then are given priority
- 6 Hyde Park
- 7 My house small , our have not garden and my landlord said leaving house
- 8 My house dump in of the room. And my children have asthma problems. He getting worse with damp
- 9 Houses are all been rented to students or professionals
- 10 They refuse to rent for families with kids. This was the reason many time from the agency
- 11 Student homes
- 12 N/A
- 13 Not

- 14 No, there's just a shortage of houses for families.
- 15 None
- 16 No houses only Student flats
- 17 nothing
- 18 Hydepark near our school an chapel town
- 19 Not enough help to access suitable housing
- 20 All student accommodation
- 21 Price
- 22 there all taken by students 1
- 23 We are looking for council property to rent with 3 bedrooms which is not easy to get near the school
- 24 Prices
- 25 long waiting list
- 26 Landlord preferred rent students not to families, mostly in this area are 1 or 2 bed houses/flats.
- 27 The high rents
- 28 none 1/13/2021
- 29 Not enough council houses they sold them all to student landlords
- 30 There's no house's in the area
- 31 Not sure
- 32 Not having guarantee or bond plus months rent up front
- 33 There are lots of people waiting for a house.

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