

Houses in Multiple Occupation,
Purpose-Built Student
Accommodation and Co-Living
Amenity Standards
Supplementary Planning
Document

LEEDS LOCAL PLAN

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1 Introduction

1.1 Introduction to the SPD and Statement of Intent

- 1.1.1 Core Strategy Policy H9 makes a commitment that a new Supplementary Planning Document (SPD) will be prepared to establish space, light and ventilation (amenity) standards for Houses in Multiple Occupation (HMOs) and Purpose-Built Student Accommodation (PBSA).¹ Proposals for a new co-living model are beginning to emerge in Leeds and there is an opportunity for standards to be introduced for this form of living through the new SPD.
- 1.1.2 This SPD introduces minimum standards for space, light and ventilation for new proposals for HMOs, PBSA and Co-Living proposals. It will be used to help determine planning applications for these types of proposals.
- 1.1.3 The SPD will help to ensure that residents of new HMOs, PBSA and Co-Living schemes have an appropriate standard of amenity which will help to improve health and wellbeing within communities in line with Council priorities.

2 Purpose and Scope of the SPD

2.1 Why has the Council committed to preparing the SPD?

- 2.1.1 In September 2019, the Core Strategy Selective Review was adopted by Leeds City Council. The Core Strategy (as amended) therefore now includes Policy H9: Minimum Space Standards which adopted the Nationally Described Space Standards into Local Plan Policy. The Nationally Described Space Standards (NDSS) are only applicable to new 'dwellings' classed as C3 dwellings by the Use Class Order.
- 2.1.2 The Council recognises that the NDSS were not designed with students in mind, and that there are clear differences between student accommodation and general housing in that students tend to live in their student accommodation for a fixed period of time throughout the year. It is also recognised that students are likely to spend more prolonged periods of time than the occupiers of general housing in private spaces such as bedrooms for study, and therefore ensuring these spaces are suitable for this purpose is important. Provision of reasonable space standards, which is tailored to the specific needs of students, is therefore important for purpose built student accommodation, and is the subject of this SPD.
- 2.1.3 Policy H9 does not apply to proposals for HMOs. Nevertheless, it is reasonable to expect that HMOs provide a good level of amenity for residents. HMOs can be occupied by students and non-students.

- 2.1.4 Commentary to supplement Core Strategy Policy H9 expects that:

¹ Leeds City Council (2019) *Leeds Core Strategy (as amended by the Core Strategy Selective Review)*. Available from: <https://www.leeds.gov.uk/Local%20Plans/Adopted%20Core%20Strategy/Consolidated%20Core%20Strategy%20with%20CSSR%20Policies%20Sept%202019.pdf>.

‘Development of student accommodation and houses in multiple occupation (HMOs) will not be subject to the space standards [as set out in the Table above]. Instead such development should reflect the NDSS with appropriate adjustments to address the particular characteristics of these types of development. They should also meet standards of general amenity for occupiers to include adequate space, light and ventilation. Further guidance will be provided through a Supplementary Planning Document.’²

2.1.5 Co-living is a relatively new form of accommodation provision whereby residents rent a room within a purpose-built development with shared amenities and facilities on a short term basis. This type of accommodation is seen as providing an alternative to traditional flat or house shares and includes additional services and facilities, such as room cleaning, on site gyms, shared kitchens, or a concierge service. Although not considered at the time of preparing Policy H9 and adopting it as part of the development plan, co-living proposals are an emerging part of the housing market and standards will be helpful to shape this type of development in Leeds.

2.2 The Need for Standards

HMOs

2.2.1 HMOs are a popular and necessary part of the housing market in Leeds. Rooms can sometimes be rented individually and provide accommodation for students, young people, and those on lower incomes. Analysis of planning decisions made in Leeds between 2014 and 2019 suggests that the trend for HMO applications (either as full planning applications or as applications for certificates of lawful development) has continued at a steady pace year-on-year.

2.2.2 Separate to planning, Crowding and Space is 1 of 29 hazards contained in the Housing Health and Safety Rating System (HHSRS), introduced by the Housing Act in 2004. Additionally, the Housing Act 2004 introduced a new system for assessing housing conditions, the Housing Health and Safety Rating System (HHSRS). The HHSRS is used to assess dwellings to determine whether any defects or deficiencies within a dwelling could contribute to a hazard which has the potential to cause harm. The seriousness of the hazard is scored and categorised. Local authorities have a legal duty to address the most serious hazards (Category 1) and discretionary powers to address Category 2 hazards. The HHSRS is not within the scope of this SPD because it is enforced using separate legislation however enforcement of the HHSRS demonstrates the Council’s approach to driving up the standard of housing in Leeds.

2.2.3 Whilst not within the remit of the Council’s Housing Service to implement standards set within a Supplementary Planning Document, the Council is taking a joined-up and holistic approach to reducing the number of crowding and space hazards which have been identified in Leeds in recent years. This SPD

² *Ibid.*

will only be used to determine planning applications for new HMOs or alterations to existing HMOs which will ensure that new HMO provision meets appropriate amenity standards.

Purpose Built Student Accommodation

- 2.2.4 Research by Arc4 recorded an increase in PBSA bed spaces of 11,265 and of 2,160 city centre private rented beds paces between 2007 and 2016. Over the same period Arc4 recorded a reduction in student bed spaces in HMOs of - 2,895. There are different trends going on between student housing and HMO provision for other occupants.
- 2.2.5 Universities in Leeds tend to guarantee all first year undergraduates, all international students and disabled students a place in university owned or managed accommodation. Consultation with the universities has indicated that there is an approximate 50-50 split across students living in sites owned and operated by universities directly and those living in properties that are contracted by the universities from other student accommodation providers.
- 2.2.6 Consultation with the universities has suggested that there are number of factors that are important to students when selecting accommodation:
- Well-run, safe and convenient accommodation with all the facilities expected by today's students.
 - Free internet access, closeness to campus, utility costs included, en-suite accommodation, and the accommodation guarantee have emerged as important factors considered by students choosing their accommodation;
 - Safe communities where they can socialise with other new students;
 - Suitable accommodation for students with family dependants;
 - Affordable accommodation for students from lower income backgrounds.
- 2.2.7 Introducing standards through this SPD will help to avoid sub-standard accommodation that would be harmful to the health and wellbeing of residents. Additionally, standards will help developers ensure future proposals meet acceptable space standards thus reducing the need for protracted negotiations.

Co-Living Schemes

- 2.2.8 Purpose built co-living schemes are a relatively new form of accommodation which are similar in their form to both HMOs and PBSAs. They provide a housing option for single person households who cannot or choose not to live in self-contained homes or HMOs. They are an intermediate and short-term form of accommodation with shorter tenancies usually between 3 to 6 months (or on a rolling basis with a minimum term of 3 months).
- 2.2.9 The SPD presents an opportunity to include standards on Co-Living Schemes to ensure that this form of accommodation provides an acceptable standard of living for residents.
- 2.2.10 In light of the fact that HMOs, PBSA and Co-Living schemes serve an important

function within the Leeds housing market, it is reasonable to expect that all of these types of accommodation meet appropriate standards in terms of space, light and ventilation in order to ensure the health and wellbeing of residents.

2.3 Scope of the SPD

2.3.1 The SPD will apply to proposals relating to HMOs, PBSAs or Co-Living Schemes and will help to determine planning applications for these types of developments alongside the policies within the development plan and other material planning considerations.

2.3.2 The SPD does not consider issues regarding the principle of the locations of these types of accommodation, for example it cannot be used to determine whether there is over- or under-provision or concentration of certain types of accommodation, as these matters are covered elsewhere in the development plan.

2.4 Regulatory Requirements

2.4.1 This SPD has been prepared in accordance with the Planning and Compulsory Purchase Act 2004 and the Town & Country Planning (Local Planning) (England) Regulations 2012.

3 Background Information

3.1 Space Standards

- 3.1.1 The 1875 Public Health Act required local planning authorities to implement bye-laws which introduced water and sanitation into new self-contained housing to minimise overcrowding and disease. By the end of the 1800s, these bye-laws had influenced the design of new housing development so that the dominant form of new housing became 'bye-law terraced' housing, with 2.5million of built between 1870 and 1910.³
- 3.1.2 The Parker Morris standards set out in '*Homes for Today and Tomorrow*' set new standards for public housing.⁴ The Committee Report took a functional, furniture-based approach which established requirements for furniture within each room, and the amount of space needed to use and move around it in the home. '*Design Bulletin 6 – Space in the Home*' published by the Ministry of Housing and Local Government in 1968 developed the Parker Morris standards.⁵
- 3.1.3 More recently, the Royal Institute of British Architects' '*The Case for Space*' (2011) highlighted the comparative lack of space in new build housing developments in England when assessed against European counterparts.⁶ It also noted contemporary attitudes to new housing development, with significant proportions of people commenting that they were unable to fit all of their furniture into new homes, there was lack of storage for possessions, and there was insufficient space to socialise, entertain guests, or spend quiet time in private.
- 3.1.4 '*The Case for Space*' also highlighted the effects that space in homes can have on educational outcomes for children, public health costs, individual wellbeing and interpersonal interactions and relationships. Citing the Commission for Architecture and the Built Environment (CABE) & University College London's (UCL) report '*Space Standards: the benefits*' (2010) and Building Research Establishment's (BRE) '*The Real Cost of Poor Housing*' (2010), the '*Case for Space*' highlighted the significant impact that poor-quality and over-crowded housing was having financially on the NHS (a sum of £600m resulting from the most hazardous homes) and educational attainment in children (children in better quality homes gain greater numbers of GCSEs, A Levels and degrees, and the loss of earning power as a result of poorer grades estimated to be £14.8b forecast for that generation). It also highlighted the impact of

³ Julia Park (2017) *100 Years of Housing Space Standards: What Now?* Available from: https://levittbernstein.co.uk/site/assets/files/2682/one_hundred_years_of_housing_space_standards.pdf.

⁴ Report of the Parker Morris Committee (1961), *Homes for Today and Tomorrow*. Available from: <https://archive.org/details/op1266209-1001>

⁵ Ministry of Housing and Local Government (1963), *Design Bulletin 6: Space in the Home*. Available from: https://books.google.co.uk/books/about/Space_in_the_Home.html?id=JQpUAAAAMAAJ&redir_esc=y

⁶ Royal Institute of British Architects (RIBA) (2011) *The Case for Space*. Available from: <https://www.architecture.com/-/media/gathercontent/space-standards-for-homes/additional-documents/ribacaseforspace2011pdf.pdf>.

overcrowding on the health of children set out in Shelter's 2006 report.⁷

3.1.5 In 2016, BRE's briefing paper '*The Cost of Poor Housing to the NHS*' updated the 2010 research by widening the scope from 'poor' housing to include 'sub-standard' housing and estimated the wider costs to society beyond treatment and care costs, for example the impact on educational and employment attainment of living in sub-standard housing.⁸ The updated research concluded that the first-year treatment costs to the NHS of leaving people in the poorest 15% of housing stock in England is now some £1.4b.

3.1.6 Julia Park and Levitt Bernstein Architects have produced extensive research on the impact of poor-quality housing and seek to make the case for housing space standards. They produced the National Housing Federation's '*Housing Standards Handbook*' (2016).⁹ The handbook provides extensive information on the design of new housing, and while focussed primarily on affordable housing providers, it is a tool which sets out best-practice guidance on new housing design.

3.1.7 A YouGov survey completed on behalf of the National Housing Federation in 2020 suggests that nearly a third (31%) of adults in Britain had mental or physical health problems because of the condition of, or lack of space in, their home during the Coronavirus Lockdown.¹⁰ This includes people seeking medical help or taking medication for mental health issues, not getting enough sleep, people experiencing depression or stress, as well as those falling physically ill or catching coronavirus. The '*Homes at the Heart*' campaign also revealed new analysis of the English Housing Survey which showed:

- 3.7m people are living in overcrowded homes, including a record 1.6m children; and
- 30,000 people spent lockdown in a home consisting of one room, and more than 3,600 children spent lockdown in a home made up of two rooms.¹¹

3.1.8 The Coronavirus pandemic has brought the issue of healthy and safe accommodation into sharper focus. This SPD will play a significant role in helping to ensure that HMOs, PBSA and Co-Living schemes which are the subject of planning applications provide a good standard of living for future

⁷ CABE & UCL (2010) *Space Standards: the benefits*. Available from: <https://webarchive.nationalarchives.gov.uk/20110118111541/http://www.cabe.org.uk/files/space-standards-the-benefits.pdf>; Shelter (2006) *Chance of a Lifetime: The impact of bad housing on children's lives*. Available from:

https://england.shelter.org.uk/_data/assets/pdf_file/0016/39202/Chance_of_a_Lifetime.pdf; House of Commons (2019) *The Cost of Unhealthy Housing to the National Health Service*. Available from: <http://researchbriefings.files.parliament.uk/documents/CDP-2019-0046/CDP-2019-0046.pdf>.

⁸ BRE (2016) *The Cost of Poor Housing to the NHS*. Available from:

<https://www.housinglin.org.uk/Topics/type/The-cost-of-poor-housing-to-the-NHS/>.

⁹ Levitt Bernstein (2016) *National Housing Federation: Housing Standards Handbook*. Available from: <https://www.levittbernstein.co.uk/research-writing/nhf-housing-standards-handbook/>.

¹⁰ National Housing Federation (2020) *Housing Issues During Lockdown: Health, Space and Overcrowding*. Available from: <https://www.housing.org.uk/globalassets/files/homes-at-the-heart/housing-issues-during-lockdown---health-space-and-overcrowding.pdf>

¹¹ National Housing Federation (2020), *Homes at the Heart*. Available from: <https://www.housing.org.uk/HomesAtTheHeart>

residents.

3.2 Leeds City Council Priorities

3.2.1 While the Council recognises the contribution that HMOs, PBSA and Co-Living schemes make to meeting overall housing needs, particularly as a source of accommodation for people on lower incomes, those aiming to make their first steps on the housing ladder, and students, it is reasonable to expect that these types of housing provide an good standard of living in line with Council priorities.

3.2.2 The Council has made a commitment in the Vision for Leeds (2011 - 2030) that by 2030:

- Leeds will be fair, open and welcoming;
- Leeds' economy will be prosperous and sustainable; and
- All Leeds' communities will be successful.¹²

3.2.3 The Best Council Plan (2020 - 2025) highlights 8 Best City priorities that will help to achieve the Vision for Leeds. Whilst this SPD will relate well to many of the priorities set out in the Best Council Plan, there are several that the SPD will make an important contribution to:

- **Housing:**
 - Housing of the right quality, type, tenure and affordability in the right places
 - Providing the right housing options to support older and vulnerable residents to remain active and independent
- **Safe, Strong Communities:**
 - Keeping people safe from harm, protecting the most vulnerable
 - Being responsive to local needs, building thriving, resilient communities
 - Promoting community respect and resilience
- **Health and Wellbeing:**
 - Reducing health inequalities and improving the health of the poorest fastest
 - Supporting healthy, physically active lifestyles¹³

3.2.4 The SPD will make a contribution to these objectives by ensuring that new HMO, PBSA and Co-Living developments provide good amenity standards in

¹² Leeds City Council (2011) *The Vision for Leeds*. Available from: <https://myfuture.leeds.gov.uk/about-the-council/vision-for-leeds>

¹³ Leeds City Council (2020) *Best Council Plan 2020 – 2025*. Available from: <https://www.leeds.gov.uk/docs/BCP%202020-2025.PDF>

terms of space, light and ventilation.

- 3.2.5 This SPD seeks to ensure that every resident in Leeds has a good standard of accommodation, regardless of the type or tenure of home that they live in. It supports the Council's priorities of strong communities benefitting from a strong economy by setting space, light and ventilation standards for HMOs, PBSA and Co-Living proposals in Leeds.

4 How will the SPD be used for decision making?

- 4.1 The SPD will be used to assess future planning applications relating to HMOs, Purpose Built Student Accommodation or Co-Living schemes. It will also be used by officers to provide pre-application advice and guidance.
- 4.2 Applications should be accompanied by a full set of floor plans to a recognisable scale alongside details of the space, light and ventilation provision to allow officers to assess the application against the standards set out in this SPD.
- 4.3 The Council will work with applicants, wherever possible, to address relevant issues. Where an application fails to meet the standards in this SPD, planning permission should be refused.
- 4.4 Where an application seeks outline permission, a condition will be applied to the permission that requires the subsequent reserved matters application to comply with the standards as set out in this SPD.

5 National and Local Policy Context

5.1 National Planning Policy Framework (NPPF)

5.1.1 The NPPF (2019) expects local planning authorities to achieve the sustainable development of their communities and set out the overall objectives of the planning system in delivering sustainable development:

- a) an economic objective – to help build a strong, responsive and competitive economy, by ensuring that sufficient land of the right types is available in the right places and at the right time to support growth, innovation and improved productivity; and by identifying and coordinating the provision of infrastructure;
- b) a social objective – to support strong, vibrant and healthy communities, by ensuring that a sufficient number and range of homes can be provided to meet the needs of present and future generations; and by fostering a well-designed and safe built environment, with accessible services and open spaces that reflect current and future needs and support communities' health, social and cultural well-being; and
- c) an environmental objective – to contribute to protecting and enhancing our natural, built and historic environment; including making effective use of land, helping to improve biodiversity, using natural resources prudently, minimising waste and pollution, and mitigating and adapting to climate change, including moving to a low carbon economy.¹⁴

5.1.2 Whilst the SPD relates to all three objectives of the planning system, there are obvious implications for assisting in achieving the social objective by supporting healthy communities and ensuring that HMOs, PBSAs and Co-Living Schemes will be well-designed for the safety and wellbeing of residents.

5.1.3 Chapter 5 of the NPPF supports local planning authorities to ensure that the delivery of new housing seeks to meet locally-identified need. Whilst the SPD does not determine the supply of HMOs, PBSA or Co-Living schemes, it will ensure a good level of amenity is provided by such schemes whilst allowing them to come forward to meet housing needs in Leeds.

5.1.4 Chapter 8 of the NPPF emphasises the importance of creating healthy, safe and inclusive communities. The introduction of space, light and ventilation standards will help to ensure a good standard of accommodation for vulnerable, those on lower incomes and for students which will help to improve health and wellbeing of residents and support the development of sustainable communities.

5.1.5 Chapter 12 sets out the Government's ambitions for the planning system to support the achievement of well-designed, high-quality buildings and places,

¹⁴ Ministry of Housing, Communities and Local Government (2019) *National Planning Policy Framework*. Available from:

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/810197/NPPF_Feb_2019_revised.pdf

which is ‘fundamental to what the planning and development process should achieve’. Paragraph 127 states that planning policies and decisions should ensure that developments:

- ‘Will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development’; and
- ‘Create places that are safe, inclusive and accessible which promote health and well-being, with a high standard of amenity for existing and future users; and where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion and resilience’.

5.1.6 This SPD will help to achieve the development of healthy and safe communities by setting amenity standards to achieve a good level of amenity for the future residents of HMO, PBSA or Co-Living proposals.

5.2 The Development Plan for Leeds

5.2.1 The development plan for Leeds consists of a suite of documents which set the overall vision and strategy for Leeds in planning terms up to 2033. It provides the basis for decision-making on planning applications.

5.2.2 Policy H9 of the Leeds Core Strategy (as amended by the Core Strategy Selective Review) (2019) adopts the Nationally Described Space Standards (NDSS) into local planning policy.¹⁵ Whilst the Nationally Described Space Standards do not apply to HMOs or PBSA as set out in Section 3, Policy H9 commits the Council to preparing supplementary planning guidance on amenity standards for HMOs and PBSA. It states:

Development of student accommodation and houses in multiple occupation (HMOs) will not be subject to the space standards as set out in the Table [of the Policy]. Instead such development should reflect the NDSS with appropriate adjustments to address the particular characteristics of these types of development. They should also meet standards of general amenity for occupiers to include adequate space, light and ventilation. Further guidance will be provided through a Supplementary Planning Document.

5.2.3 Policy P10 of the Core Strategy expects that new development proposals will adhere to the following key guiding principles:

- ‘The development protects the visual, residential and general amenity of the area through high quality design that protects surrounding routes, usable space, privacy, air quality and satisfactory penetration of sunlight and daylight’; and

¹⁵ Leeds City Council (2019) *Leeds Core Strategy (as amended by the Core Strategy Selective Review)*. Available from: <https://www.leeds.gov.uk/Local%20Plans/Adopted%20Core%20Strategy/Consolidated%20Core%20Strategy%20with%20CSSR%20Policies%20Sept%202019.pdf>.

- ‘The development creates a safe and secure environment that reduces the opportunities for crime without compromising community cohesion’.

5.2.4 Policy H6 of the Core Strategy states that:

- Development proposals for new HMOs will be determined ‘to ensure that proposals for new HMOs address relevant amenity and parking concerns’; and
- Development proposals for new PBSAs will be controlled to ensure ‘the proposed accommodation provides satisfactory internal living accommodation in terms of daylight, outlook and juxtaposition of living rooms and bedrooms’.

5.2.5 Saved Policy GP5 of the Leeds Unitary Development Plan Review (UDPR) (2006) requires development proposals to resolve detailed planning considerations and that they should ‘seek to avoid problems of environmental intrusion, loss of amenity, pollution, danger to health or life...’¹⁶

5.2.6 Saved Policy BD5 of the UDPR requires developments to ‘be designed with consideration given to both their own amenity and that of their surroundings. This should include usable space, privacy and satisfactory penetration of daylight and sunlight’.¹⁷

5.2.7 The purpose of this SPD is to supplement the above Core Strategy and UDPR policies and provide detailed guidance on appropriate space, light and ventilation standards for new HMO, PBSA and Co-Living proposals to support a good standard of amenity for residents. The standards will be used by the Council as the Local Planning Authority when considering planning applications.

¹⁶ Leeds City Council (2006) *Saved Unitary Development Plan Review. Volume 1: Written Statement*. Available from:

https://www.leeds.gov.uk/docs/FPI_UDP_001%20Volumen%201%20Written%20Statement.pdf.

¹⁷ Leeds City Council (2006) *Saved Unitary Development Plan Review. Volume 2: Appendices*.

Available from: https://www.leeds.gov.uk/docs/FPI_UDP_002%20Volume%202%20Appendices.pdf.

6 Houses in Multiple Occupation

- 6.1 HMOs are not subject to the NDSS requirements in Core Strategy Policy H9.
- 6.2 There is a range of living forms within HMOs, from living cohesively with a lot of sharing of facilities to rooms being let to individuals with accommodation being in a bed-sit form with fewer elements of sharing, perhaps with only one element of shared facilities. Evidence shows that residents who live in bed-sitting type accommodation are generally at a greater risk of being within a vulnerable group.
- 6.3 It is therefore important that size standards for HMOs are sufficient enough to accommodate the different forms of living within a HMO and the level of sharing of facilities. Bed-sitting room standards will need to be big enough to accommodate the greater demands on the space for storage, food preparation, eating and socialising.
- 6.4 It is important to note that without the sharing of at least one facility, bed-sitting accommodation would be regarded as self-contained flats and would be required to meet a minimum size requirement in accordance with the NDSS and Core Strategy Policy H9.
- 6.5 Definitions**
- 6.5.1 Part C of the Town and Country Planning (Use Classes) Order 1987 (as amended) defines C4 Houses in Multiple Occupation as 'small shared houses occupied by between three and six unrelated individuals, as their only or main residence, who share basic amenities such as a kitchen or bathroom'.¹⁸ A large HMO (above 6 residents) is a 'sui generis' use as it falls outside of the 6 person limit set within C4.¹⁹

¹⁸ Planning Portal. Available from:
https://www.planningportal.co.uk/info/200130/common_projects/9/change_of_use

¹⁹ *Ibid.*

7 HMO Standards

7.1 Requirements for Rooms in HMOs

7.1.1 Methodology: requirements for rooms in HMOs have been determined using the Housing Quality Indicators (HQI) method²⁰. The HQI system provides a measurement and assessment tool designed to allow potential or existing housing schemes to be evaluated on the basis of quality rather than just cost. Guidance has also been taken from the Advisory Note on HMOs published by the Private Sector Housing Team.²¹

7.1.2 Applications for new HMOs should provide the following number of facilities based on the expected occupancy of the HMO:

- Bedrooms:
 - 1 single bedroom per occupant (single occupancy)
 - 1 double bedroom per 2 occupants (double occupancy)
- Bathrooms and WCs:
 - Up to 4 people: 1 bathroom with toilet
 - Up to 5 people: 1 bathroom and 1 separate toilet*
 - Up to 8 people: 2 bathrooms with toilets
 - Up to 10 people: 2 bathrooms with toilets and a separate toilet or a third bathroom
 - 11+ people: 3 bathrooms with toilets
- Kitchens:
 - 1 for up to 10 people
 - 2 for 10+ people
- Dining rooms / spaces:
 - 1 for up to 10 people
 - 2 for 10+ people
- Living rooms:
 - 1 for up to 10 people
 - 2 for 10+ people

* 2 toilets should be provided for 3p or 4p when on two floors (which must also contain a wash hand basin)

7.2 Space Standards: HMOs

Size of Shared Rooms / Facilities

7.2.1 Methodology: To generate the space standards for shared rooms within HMOs, the National Housing Federation's Housing Standards Handbook has been

²⁰ Housing Quality Indicators System (2008). Available from: https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/366634/721_hqi_form_4_apr_08_update_20080820153028.pdf

²¹ Leeds City Council: Advisory Notes for Licensed Houses in Multiple Occupation (2019). Available from: <https://www.leeds.gov.uk/docs/HMO%20Licence%20Advisory%20Notes%20September%202019.pdf>

used to generate a schedule of furniture requirements for each living function within a HMO dependent on occupancy. The schedule has been combined with measurements set out in the Metric Handbook to generate space standards for each room within a HMO. Indicative drawings for each of the room types has been provided at Appendix 3.

7.2.2 Bathroom and WC sizes. The following minimum space standards apply to bathrooms and WCs within HMOs:

Occupancy	En-Suite	Shower Room	WC
Single	3.4sqm	2.4sqm	1.4sqm
Double	3.76sqm		

7.2.3 The following space standards apply to rooms within HMOs. Because HMOs come in a variety of arrangements with different combinations of living facilities shared by different numbers of residents, the table sets out the minimum size of facilities needed according to the availability of other facilities and number of users. For example, a living room of 14sqm would be required for a HMO of 4 residents who have access to kitchen and dining facilities:

Facilities (Minimum Sizes sqm)	Kitchen* <i>(Does not include living, dining or bathroom)</i>	Living / Dining <i>(Does not include kitchen or bathroom)</i>	Kitchen / Dining <i>(Does not include living or bathroom)</i>	Living <i>(Does not include kitchen, dining or bathroom)</i>	Dining <i>(Does not include kitchen, living, bathroom)</i>
Facilities for 1 person (single room)	5.5	13	8	11	4
Facilities for 2 people (double room or two single bedrooms)	6.5	14	9	12	4
Facilities for 3 people	6.5	16	10	13	4.8
Facilities for 4 people	7	17	11	14	5
Facilities for 5 people	8	19	12	15	8
Add 1sqm to each room per additional person					

*Shared kitchens should be no more than 1 floor away from bedrooms

7.3 Size of Bedrooms and Bed-sitting Rooms

- 7.3.1 Bedsitting rooms are let on an individual basis and have facilities within the room. There must be at least one element of shared facilities accessible to every bed-sitting room within the HMO, otherwise the room would be considered a self-contained dwelling and would be required to meet the 37sqm minimum standard required by Policy H9.
- 7.3.2 This SPD does not determine which element of the HMO must be shared, however it does set bed-sitting room size standards depending on which element of living is shared. The SPD adopts a 'living function' based approach where the space needed for individual elements of living are set out in a matrix. The space required within each bedsitting room depends on which facilities (living functions) are contained within the room, and which facilities (living functions) are elsewhere within the HMO.
- 7.3.3 Methodology: The space standards for bed-sitting rooms are the same standards as set out in 7.2.3 above but have been combined to generate a matrix of bed-sitting accommodation. A tolerance of 5% has been removed from the overall bed-sitting room size requirements to provide for an economy of space, i.e. the space required to use a living function/facility can be shared across more than 1 living function within a bed-sitting room. An additional 1sqm has been added to each bed-sitting room type to allow for storage space as required by Policy H9 and the NDSS for single occupancy rooms and 1.5sqm for double occupancy.
- 7.3.4 Bed-sitting room sizes are provided for single or double occupancy rooms. Single occupancy bed-sitting rooms include sufficient space for a double bed (10sqm as shown in the indicative drawings at Appendix 3) as adults residing in these types of rooms tend to sleep in double beds.
- 7.3.5 The following room sizes will apply to bed-sitting rooms:

Minimum Sizes of Bedsitting Rooms (not en-suite) Depending on Shared Element (sqm)							
Bedsitting Room Type	Bedsitting room size including kitchen / dining / living <i>(Does not include shared WC / bathroom)</i>	Bedsitting room size including kitchen and living <i>(Does not include dining WC / bathroom)</i>	Bedsitting room size including living <i>(Does not include kitchen****, Dining, WC / bathroom)</i>	Bedsitting room size including kitchen / dining <i>(Does not include living, WC / Bathroom)</i>	Bedsitting room size including kitchen <i>(Does not include living, dining, WC / Bathroom)</i>	Bedsitting room including dining <i>(Does not include kitchen, living, WC / Bathroom)</i>	Bedroom / Bedsitting room <i>(Does not include kitchen, living, dining, WC / Bathroom)</i>
1 person**	10 bedspace 5.5 kitchen 13 living / dining 1sqm storage Minus EOS*** 28.03sqm	10 bedspace 5.5 kitchen 11 living 1 storage Minus EOS 26.13sqm	10 bedspace 11 living 1 storage Minus EOS 20.9sqm	10 bedspace 8 kitchen / dining 1 storage Minus EOS 18.05sqm	10 bedspace 5.5 kitchen 1 storage Minus EOS 15.68sqm	10 bedspace 4 dining 1 storage Minus EOS 14.25sqm	10 bedspace 1 storage 11sqm
2 people (double bedsitting room)	11.5 bedspace 6.5 kitchen 14 living / dining 1.5 sqm storage Minus EOS 31.83sqm	11.5 bedspace 6.5 kitchen 12 living 1.5 storage 29.93sqm	11.5 bedspace 12 living 1.5 storage Minus EOS 23.75sqm	11.5 bedspace 9 kitchen / dining 1.5 storage Minus EOS 20.9sqm	11.5 bedspace 6.5 kitchen 1.5 storage Minus EOS 18.53sqm	11.5 bedspace 4 dining 1.5 storage Minus EOS 16.15sqm	11.5 bedspace 1.5 storage 13sqm

**For bedsitting rooms, the size standards are based on a minimum bedroom space of 10sqm, which provides enough floorspace for a double bed and circulation space (without the need for a standard double bedroom space). Adults living in bedsitting accommodation should have access to a double bed, which also provides space for visitors.

***EOS = economies of space tolerance of 5%.

****Kitchens should be no more than 1 floor away from bedsitting rooms.

Minimum Bed-sitting Room Size (En-suite) (sqm)							
Bedsitting Room Type	En-suite Bedsitting room size with kitchen / living <i>(Does not include dining)</i>	En-suite Bedsitting room with living / dining <i>(Does not include kitchen)</i>	En-suite Bedsitting room en-suite with living <i>(Does not include kitchen, dining)</i>	En-suite Bedsitting room with kitchen/dining <i>(Does not include living)</i>	En-Suite Bedsitting room with kitchen <i>(Does not include dining, living)</i>	En-Suite Bedsitting room with dining <i>(Does not include kitchen, living)</i>	En-suite bedroom <i>(Does not include kitchen, living, dining)</i>
1 person**	10 bedspace 3.4 en-suite 5.5 Kitchen 11 Living 1 storage Minus EOS 29.36sqm	10sqm bedspace 3.4 en-suite 13 living / dining 1 storage Minus EOS 26.03sqm	10sqm bedspace 3.4 en-suite 11 living 1 storage Minus EOS 24.13sqm	10sqm bedspace 3.4 en-suite 8 kitchen / dining 1 storage Minus EOS 21.28sqm	10sqm bedspace 3.4 en-suite 5.5 kitchen 1 storage Minus EOS 18.91sqm	10sqm bedspace 3.4 en-suite 4 dining 1 storage Minus EOS 17.48sqm	10sqm bedspace 3.4 en-suite 1 storage 14.4sqm
2 people	11.5 bedspace 3.76 en-suite 6.5 Kitchen 12 Living 1.5 storage Minus EOS 33.5sqm	11.5 bedspace 3.76 en-suite 14 living / dining 1.5 storage Minus EOS 29.22sqm	11.5 bedspace 3.76 en-suite 12 living 1.5 storage Minus EOS 27.32sqm	11.5 bedspace 3.76 en-suite 9 kitchen / dining 1.5 storage Minus EOS 24.47sqm	11.5 bedspace 3.76 en-suite 6.5 kitchen 1.5 storage Minus EOS 22.1sqm	11.5 bedspace 3.76 en-suite 4 dining 1.5 storage Minus EOS 19.72sqm	11.5 bedspace 3.76 en-suite 1.5 storage 16.76sqm

**For bedsitting rooms, the size standards are based on a minimum bedroom space of 10sqm, which provides enough floorspace for a double bed and circulation space (without the need for a standard double bedroom space). Adults living in bedsitting accommodation should have access to a double bed, which also provides space for visitors

***EOS = economies of space tolerance of 5%.

****Kitchens should be no more than 1 floor away from bedsitting rooms.

7.3.6 The sizes for shared facilities elsewhere within the HMO (bed-sitting room type) should meet the minimum sizes set out in paragraph 7.2.3.

7.4 Light Standards

7.4.1 The approach to light standards is proportionate and will be determined on a case by case basis depending on light availability and outlook within the proposed HMO.

7.4.2 All habitable rooms should have access to a good level of natural daylight, including kitchens, living rooms, dining rooms, and bed/bed-sitting rooms and achieve a good level of light penetration. Bedsitting rooms should have a good level of outlook. It is particularly important to ensure that private bedrooms in shared accommodation, have a good quality of natural light given that residents are likely to spend more prolonged periods of time than the occupiers of general housing in private bedrooms.

7.4.3 Proposals should optimise daylight and solar gain by the organisation and layout of fenestration. Basement or other subterranean accommodation is often difficult to accommodate and where this is proposed it is particularly important that sufficient light penetration is achieved.

7.4.4 If it is considered that the light levels within a scheme would be particularly low, further assessment will be required. One indicator of light penetration is the use of the 25 degree rule guide.

7.4.5 The 25 degree rule helps to establish the effect of existing properties on the building, and determines whether design should be altered to improve quality of daylight reaching rooms:

- If the obstruction angle is less than 25 degrees, conventional window design should deliver reasonable results
- If the obstruction angle is Between 25 and 45 degrees, enlarged windows or changes to room layouts should be considered in order to provide adequate daylight.
- If the obstruction angle is between 45 and 65 – adequate daylight would not be provided unless very large windows are used
- If the obstruction angle is more than 65 – it is often impossible to provide reasonable daylight, even if the whole wall is glazed

7.4.6 There are some simple ways a design can be improved when daylight is limited and internal layout restrictive. Window sizes should be increased to maximise natural light, it is more effective to do this by raising the window head height to allow more light to enter and the light to be distributed into the room. It is recognised however that such solutions will not be appropriate in all circumstances.

7.5 Outlook and Privacy

7.5.1 Change of use applications will need to ensure that bed/bed-sitting rooms have

a good level of outlook, particularly when rooms are converted that were not previously used as bedrooms. Also, bed/bed-sitting rooms should not be formed where they would suffer from such overlooking from other bedrooms, bedsits or properties that privacy would be impaired, nor where they would impair the privacy of other bedrooms, bedsits or principal rooms of other properties. In addition, it is particularly important, when considering converting rooms to bedroom at ground floor and basement levels that consideration is given to how rooms will relate to any outdoor amenity/garden space provided. Situations should be avoided where occupants need to keep curtains or blinds closed to maintain privacy as this impacts on sunlight/daylight penetration.

7.5.2 Where new build HMOs or extensions to existing HMOs are proposed they should not result in a significant loss of outlook from the main windows or gardens of neighbouring dwellings. Proposals should not adversely impact on the privacy of neighbouring dwellings and should provide a good standard of privacy of the occupiers of the HMO. A number of factors will be taken into account when assessing levels of outlook and privacy:

- Positioning of windows;
- Distance to boundaries;
- Plot sizes;
- Relationship to outdoor garden areas;
- Orientation; and
- Topography

7.6 Outdoor Amenity / Garden Provision

7.6.1 Proposals for HMOs should seek to provide good quality outdoor amenity space for future occupants. The Neighbourhoods for Living SPD advises that private amenity space, when provided communally can normally equate to a minimum of ¼ of the total gross floor area of a property.²² Care should be taken to design outdoor amenity areas that are suitable and accessible for all HMO occupants and are laid out in such a way that provides for a good level of amenity.

7.7 Ventilation Standards

7.7.1 Building Regulations Approved Document F: Ventilation establishes the ventilation standards for new buildings²³.

7.7.2 Consideration should be given to address any on site issues in relation to noise pollution or air quality. Environmental Health Service advice will be sought in relation to industrial / commercial noise and Environmental Studies Service advice will be sought in relation to transport related noise. Air Quality

²² Leeds City Council (2003) Neighbourhoods For Living SPD. Available from: <https://www.leeds.gov.uk/docs/Neighbourhoods%20for%20living.pdf>

²³ Building Regulations Approved Document F: Ventilation. Available from: https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/468871/ADF_LOCKED.pdf

Management Service advice will be sought in relation to poor air quality.

7.8 Interpretation

7.8.1 Applications for HMOs will be determined based on the detailed floor plans and layouts.

7.8.2 Where evidence of the *use* of rooms is available, for example in enforcement cases, retrospective applications and appeals, it will be important to apply minimum space standards based on a judgement of actual use of shared facilities rather than their physical existence alone.

7.9 Pre-existing uses: this SPD specifically applies to proposals for new HMO accommodation, including extensions to existing HMOs (where planning permission is required). It does not apply retrospectively to those properties that are already in a lawful HMO use.

7.10 As this SPD deals only with space and amenity standards, applicants need to be aware of all other development plan and supplementary planning policies that may be relevant. Policies requiring green / open space are set out in the Core Strategy and parking standards in the Parking / Transport SPD.

7.11 Planning Obligations

7.11.1 Planning obligations may be required to ensure that:

- Maximum number of occupants is controlled – number of facilities are dictated by occupancy therefore a substantial increase over the long term would warrant increased facilities.
- Bedrooms with a size sufficient for single occupancy but not sufficient for double occupancy are only occupied by single occupants.

8 Purpose Built Student Accommodation

8.1 Purpose Built Student Accommodation developments are not subject to the requirements set out in Policy H9 as the NDSS were not designed with student housing in mind. There are clear differences between student accommodation and general housing in that students live in student accommodation only for a fixed period of time, common space is often provided and there are no standards for dwellings with 7 or more bedrooms. However, provision of good amenity, including through the application of appropriate space standards, is still important for student accommodation. It is also the case that student occupants will use internal spaces differently and, in some instances, more intensely for a wider range of purposes (i.e. bedrooms acting as multi-purpose spaces for study and relaxation), than would be expected in general housing and this needs to be taken into account when considering the overall standard of amenity provided.

8.2 There is a shift in how students are choosing to live throughout their time at university, which has resulted in an increase in demand for PBSAs across the city, particularly in the city centre. Living in good housing conditions is a key element of health, wellbeing and quality of life, and this is as true for students as it is for the wider population. Student housing should provide residents with a place for study, rest, relaxation, safety, privacy and socialising. The design should include appropriate spaces and layouts that minimise risk to health and safety and support accessibility and inclusion.

8.3 This SPD also serves the same purpose as the NDSS in providing standards of accommodation to avoid sub-standard accommodation that would be harmful to the health of residents.

8.4 Definitions

8.4.1 PBSA is most commonly classed as Sui Generis use as it does not fall within any specific use class. It differs from conventional residential housing (C3) and can have similarities to a hotel (C1) in its operation as it often includes management arrangements for day-to-day operation and on site facilities such as laundry, reception and common rooms.

8.4.2 PBSA is generally provided in two forms. The first is 'cluster flats' of typically 4 – 6 en-suite bedrooms with shared kitchen / dining / living facilities within each flat. The second is self-contained studio units with kitchen/living/en-suite facilities within each room and additional provision of shared facilities elsewhere within the scheme. It is recognised that many PBSA developments provide a mixture of both. In Leeds, historical provision has predominantly been of cluster flats though there is a more recent trend towards self-contained studios, often aimed at overseas students.

8.4.3 A student for the purposes of PBSA, is defined as a person who is enrolled in a full time recognised degree level or postgraduate course within the City of Leeds at a university or higher educational institution or comparable educational establishment for at least the full duration of the Recognised Higher Education Term Time.

- 8.4.4 Recognised Higher Education Term Time means the published academic term of the higher educational institution attended by a student.
- 8.4.5 This SPD introduces standards for both forms of PBSA provision. In this context, PBSA refers to completely new-build schemes and also to conversions of existing buildings to form student accommodation.

9 Purpose Built Student Accommodation Standards

9.1 Mix within PBSA Developments

9.1.1 In order to encourage social interaction in support of the health and wellbeing of students residing in PBSA, new PBSA proposals will be expected to provide a mix of cluster flats and self-contained studios. Other arrangements would need to be justified and will be considered on a case-by-case basis.

9.1.2 Self-contained studios serve an important role in the PBSA market as they tend to cater for overseas/international students and postgraduate students. The Council has spent a number of years building up an awareness and understanding of high quality studio schemes through site visits and peer learning, and has a good understanding of the type and quality of studios suitable in Leeds. In setting standards for studio sizes, consideration has been given to the different living functions within a studio bed space and the space required for that living function, such as a bedroom area, study area, storage space and en-suite bathrooms. The availability of communal space is a critical factor in determining appropriate space standards for studio bed spaces.

9.1.3 Accessible bedrooms for wheelchair users should be provided within PBSA developments at a rate of one wheelchair accessible bedroom provided for every 20 bedrooms, or part thereof, in accordance with Part M of the Building Regulations.²⁴

9.2 Room Requirements for PBSA

9.2.1 Every student living in a PBSA development is expected to have access to the following facilities:

- Bedroom
- Bathroom
- Kitchen
- Living / Dining area
- Communal space

9.3 Space Standards

9.3.1 Methodology: Analysis of recent PBSA developments in Leeds has determined the general sizes of rooms (depending on room type), sizes of shared facilities, distribution within the scheme (locally within the cluster flat or generally within the scheme) and amount of facilities available (in relation to the number of expected users). The Council has compiled data on the sizes of rooms and communal areas of PBSA schemes approved between 2001 and 2020. Analysis of the older schemes is set out in Appendix 4 and the later schemes in Appendix 5.

²⁴ Building Regulations, Part M. Available from:
https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/441786/BR_PDF_AD_M2_2015.pdf

9.3.2 The standards set out minimum size requirements for both cluster flats and studio accommodation.

9.3.3 Proposals for new PBSA developments should meet the following minimum space ranges for the size of bedrooms:

Room type	Bedroom Size	Bathroom Size (accounted for within room size)
Cluster Bedroom Standard Room	11.5 – 14sqm	3.4sqm
Cluster Bedroom Accessible Room	18 – 22sqm	4.8sqm
Studio	20 – 28sqm	3.4sqm
Accessible Studio	22 – 30sqm	4.8sqm

9.3.4 It is expected that in most circumstances new rooms should achieve the mid to upper sizes of the ranges. Exceptions to this would be where the communal space and amenities within the development are of such a demonstrably high standard in terms of size and quality that the smallest room sizes in the range could be justified. It is therefore important to consider the standards set for communal areas below in combination with bedroom sizes: the smallest bedroom AND the smallest communal space will not normally be acceptable.

9.3.5 Consideration will also be given to the overall quality, layout and finish of the bedrooms.

Communal Space within Cluster Flats

9.3.6 Proposals for new cluster flats should meet the following standards of communal space within the cluster flats:

Cluster Flat Size (beds)	Shared Internal Space (Kitchen / Dining / Living)
3 bed spaces	26sqm
4 bed spaces	28sqm
5 bed spaces	30sqm
6 bed spaces	32sqm
7 bed spaces	34sqm
8 bed spaces	36sqm

* Bedrooms should be no further than **10metres** walking distance away from the communal kitchen, dining and living space within the cluster flat

9.3.7 Cluster flats of more than 8 bed spaces are not normally considered to provide a healthy and safe living environment which encourages social interaction. The shared internal area (kitchen / living / dining space) within a cluster flat should be available to every student within the cluster flat and larger cluster flats are

considered to put too much strain on the shared internal area.

- 9.3.8 Furniture (such as seating) within the shared internal kitchen / dining / living space should be proportionate to the bedspaces within the cluster flat.

General Communal Space

- 9.3.9 General communal space (e.g. common rooms) should be provided at **1sqm per bedspace** (excluding corridors / entrances / foyers / bike stores) as a minimum for **all bedspaces** including studios. It is expected that most developments will exceed this minimum requirement for communal space and exceptions to this would be where the individual studios and bed spaces within cluster flats were of a demonstrably high size, standard and quality. The communal space should be free to use for all students living in the scheme and is defined as any space within the development (internal and / or external) that accommodate free amenity facilities for use by the resident students only.

9.4 Light Standards

- 9.4.1 The approach to light standards is proportionate and will be determined on a case by case basis depending on light availability and the siting of the development, having regard to any adjacent tall buildings or obstructions to daylight.
- 9.4.2 All habitable rooms should have access to natural daylight and provide a good level of outlook, including kitchens, living rooms, dining rooms, and bedrooms. The level of light needs to be considered alongside other factors that contribute to the overall quality of a bedroom (see 9.1).
- 9.4.3 If it is considered that the light levels within a scheme would be particularly low, further assessment will be required. One indicator of light penetration is the use of the 25 degree rule²⁵.
- 9.4.4 The 25 degree rule helps to establish the effect of existing properties on the building, and determines whether design should be altered to improve quality of daylight reaching rooms:
- If the obstruction angle is less than 25 degrees, conventional window design should deliver reasonable results
 - If the obstruction angle is Between 25 and 45 degrees, enlarged windows or changes to room layouts should be considered in order to provide adequate daylight.
 - If the obstruction angle is between 45 and 65 – adequate daylight would not be provided unless very large windows are used
 - If the obstruction angle is more than 65 – it is often impossible to provide reasonable daylight, even if the whole wall is glazed
- 9.4.5 There are some simple ways a design can be improved when daylight is limited

²⁵ Leeds City Council (2012) *Householder Design Guide*. Available from: <https://www.leeds.gov.uk/docs/Householder%20Design%20Guide%202011.pdf>

and internal layout restrictive. Window sizes should be increased to maximise natural light, it is more effective to do this by raising the window head height to allow more light to enter and the light to be distributed into the room. It is recognised however that such solutions will not be appropriate in all circumstances.

9.5 Outlook and Privacy

9.5.1 Bedrooms should provide a good level of outlook and the proposal should not result in an overbearing sense of enclosure from the main windows or gardens of neighbouring dwellings. Proposals should not adversely impact on the privacy of neighbouring dwellings and should provide a good standard of privacy of the residents of the accommodation. A number of factors will be taken into account when assessing levels of outlook and privacy:

- Height;
- Distance to boundaries;
- Plot sizes;
- Orientation; and
- Topography

9.6 Outdoor Amenity

9.6.1 Proposals for PBSA should seek to provide good quality outdoor amenity space for future occupants. Neighbourhoods for Living SPD advises that private amenity space, when provided communally can normally equate to a minimum of ¼ of the total gross floor area of a property.²⁶ Care should be taken to design outdoor amenity areas that are suitable and accessible for all occupants and are laid out in such a way that provides for a good level of amenity.

9.7 Ventilation Standards

9.7.1 Building Regulations Approved Document F: Ventilation establishes the ventilation standards for new buildings²⁷.

9.7.2 Consideration should be given to address any on site issues in relation to noise pollution or air quality. Environmental Health Service advice will be sought in relation to industrial / commercial noise and Environmental Studies Service advice will be sought in relation to transport related noise. Air Quality Management Service advice will be sought in relation to poor air quality.

9.8 Interpretation

9.8.1 Regarding the future use of PBSA buildings, it will be assumed that if there is no longer a demand for student accommodation that it will be commercially viable to re-fit the building to suit a future use and therefore will be subject to

²⁶ Leeds City Council (2003) Neighbourhoods For Living SPD. Available from: <https://www.leeds.gov.uk/docs/Neighbourhoods%20for%20living.pdf>

²⁷ Building Regulations Approved Document F: Ventilation. Available from: https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/468871/ADF_LOCKED.pdf

relevant detailed policy considerations at that time. Consideration has been given to the future adaptability of PBSA development should the demand for the building no longer exist. It is considered that the standards set out above provide a practical framework to support the future adaptation of PBSA schemes.

9.9 As this SPD deals only with space and amenity standards, applicants need to be aware of all other development plan and supplementary planning policies that may be relevant. Policies requiring green / open space and energy efficiency requirements are set out in the Core Strategy and parking standards in the Parking / Transport SPD.

9.10 **Planning Obligations**

9.10.1 Planning obligations will be required to ensure that the communal space is retained and managed for the lifetime of the development and to ensure that the accommodation may only be occupied by students as the standards are different to general housing.

9.10.2 Planning obligations will be required to ensure that a management plan is provided which sets out how the communal space within the development will be managed and maintained throughout the lifetime of the development to maintain amenity.

10 Co-Living Schemes

- 10.1 Co-living is a relatively new form of housing model and offers individuals the opportunity to live together communally with accommodation containing communal areas such as lounges, kitchens and work spaces.
- 10.2 Private developers are now promoting co-living schemes in major cities, including Leeds, where the accommodation is a purpose-built rental model. Co-living schemes are being proposed as an affordable and intermediate form of accommodation for young professionals or recent graduates who are moving towards living in self-contained flats or houses or future home ownership.
 - 10.2.1 This type of accommodation is seen as providing an alternative to traditional flat/house shares and can include additional services and facilities, such as room cleaning, bed linen, on-site gyms and concierge services.
- 10.3 There are examples in Leeds where people have co-operated and created their own co-housing schemes, however these often have co-operative forms of ownership and are community-led. It is not intended that the SPD will cover co-housing developments as these proposals will be mainly within a C3 use and therefore be subject to the requirements of Policy H9.
- 10.4 **Definitions**
 - 10.4.1 For the purpose of this SPD, Co-Living Schemes are defined as purpose-built residential schemes that include studio accommodation with access to shared communal facilities. In this context, co-living development refers to completely new-build schemes and also to conversions of existing buildings to form a co-living development. In planning terms they are sui generis non-self-contained market housing developments. They are not restricted to particular groups by occupation or specific needs such as students, nurses or people requiring temporary or emergency accommodation proposed by speciality providers.

11 Co-Living Standards

11.1 The standards for Co-Living schemes have been drawn from a hybrid of standards for new HMOs and PBSA developments.

11.2 Distinguishing Features of Co-Living Schemes

11.2.1 Space standards for co-living studios are much lower than the NDSS that apply to C3 dwellings, so it is important to be clear what features of co-living are regarded as essential to the definition.

11.2.2 Each Co-Living Scheme should have the following essential facilities:

- Communal kitchen(s) and dining space in reasonably close proximity to bedrooms
- Social meeting space
- Managed entrance lobby
- Appropriate management regime for cleaning & security

11.2.3 The presence of the following facilities would help to confirm co-living use:

- Communal workspaces
- Recreational space
- Gyms / exercise space
- Laundry facilities

11.3 Private Bedrooms

11.3.1 Minimum Room Sizes: Private bedrooms within the Co-Living Scheme should be a minimum space range of **22 - 30sqm**.²⁸

11.3.2 To be at the lower end of the range, it is expected that the shared communal spaces should significantly exceed the minimum of 1sqm per bedspace (as required by paragraph 11.5.1) and be of a high quality, for example including communal workspace and recreation space, gyms and laundry facilities as well as communal kitchens and social meeting spaces.

11.3.3 Private bedrooms within the scheme must not be directly accessible from the street level. Access should be routed through a lobby and/or a shared space within the scheme to facilitate increased social interaction.

11.4 Kitchens

11.4.1 Communal kitchens and facilities should be sufficient assuming that residents do not have to rely upon small-scale kitchen facilities within private bedrooms.

11.4.2 Kitchens within Co-Living Schemes should meet the following size standards:

²⁸ 22sqm studio space from PBSA studio bedspaces adjusted for additional storage space.

Number of Bedrooms	Shared Kitchen Space**
Up to 5 bedrooms	30sqm
Up to 6 bedrooms	32sqm
Up to 7 bedrooms	34sqm
Up to 8 bedrooms	36sqm
Up to 9 bedrooms	38sqm
Up to 10 bedrooms*	40sqm

* Kitchens should not be shared by more than 10 private bedrooms.

** Shared kitchens should be no further than **10 metres** walking distance away from private bedrooms.

11.5 Other Communal Space

11.5.1 Communal space should be provided elsewhere within the scheme at a rate of **1sqm per bedspace**.

11.5.2 Garden space / outside space (e.g. roof terraces) should be provided for use by residents within the Co-Living Scheme in accordance with the requirements set out in the Neighbourhoods for Living SPD.²⁹ Additional green space may be required in accordance with Core Strategy Policies G4 and G5.

11.6 Management

11.6.1 Purpose-built Co-Living proposals must be supported by a management plan which includes details of the following:

- Management and cleaning regime
- Controlled access through a lobby or communal area
- How the scheme will be designed in such a way that facilitates social interaction and encourages engagement between residents

11.7 Light Standards

11.7.1 The approach to light standards is proportionate and will be determined on a case by case basis depending on light availability and the siting of the development, having regard to any adjacent tall buildings or obstructions to daylight.

11.7.2 All habitable rooms should have access to natural daylight, including kitchens, communal spaces, and private bedrooms.

11.7.3 If it is considered that the light levels within a scheme would be particularly low, further assessment will be required to ensure that the 25 degree rule guide is

²⁹ Leeds City Council (2003) Neighbourhoods For Living SPD. Available from: <https://www.leeds.gov.uk/docs/Neighbourhoods%20for%20living.pdf>

being followed.

11.7.4 The 25 degree rule helps to establish the effect of existing properties on the building, and determines whether design should be altered to improve quality of daylight reaching rooms:

- If the obstruction angle is less than 25 degrees, conventional window design should deliver reasonable results
- If the obstruction angle is Between 25 and 45 degrees, enlarged windows or changes to room layouts should be considered in order to provide adequate daylight.
- If the obstruction angle is between 45 and 65 – adequate daylight would not be provided unless very large windows are used
- Is the obstruction angle is more than 65 – it is often impossible to provide reasonable daylight, even if the whole wall is glazed

11.7.5 There are some simple ways a design can be improved when daylight is limited and internal layout restrictive. Window sizes should be increased to maximise natural light, it is more effective to do this by raising the window head height to allow more light to enter and the light to be distributed into the room.

11.8 Outlook and Privacy

11.8.1 Bedrooms should provide a good level of outlook and the proposal should not result in a significant loss of outlook from the main windows or gardens of neighbouring dwellings. Proposals should not adversely impact on the privacy of neighbouring dwellings and should provide a good standard of privacy of the residents of the accommodation. A number of factors will be taken into account when assessing levels of outlook and privacy:

- Height;
- Distance to boundaries;
- Plot sizes;
- Orientation; and
- Topography

11.9 Ventilation Standards

11.9.1 Building Regulations Approved Document F: Ventilation establishes the ventilation standards for new buildings³⁰.

11.9.2 Consideration should be given to address any on site issues in relation to noise pollution or air quality. Environmental Health Service advice will be sought in relation to industrial / commercial noise and Environmental Studies Service advice will be sought in relation to transport related noise. Air Quality

³⁰ Building Regulations Approved Document F: Ventilation. Available from: https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/468871/ADF_LOCKED.pdf

Management Service advice will be sought in relation to poor air quality.

11.10 Interpretation

11.11 As this SPD deals only with space and amenity standards, applicants need to be aware of all other development plan and supplementary planning policies that may be relevant. Policies requiring green / open space and energy efficiency requirements are set out in the Core Strategy and parking standards will be established within the Transport SPD.

11.12 Planning Obligations

11.12.1 Planning obligations will be required to ensure this form of accommodation is meeting its specific housing need and that it does not effectively become a hostel, so tenancies should be for a minimum of 3 months.

11.12.2 Planning permission would be required to convert the property into C3 accommodation and proposals would be subject to relevant detailed development plan policy requirements at that point in time.

12 Consultation

- 12.1 There will be two consultation exercises undertaken in accordance with the Council's Statement of Community Involvement and the Town & Country Planning (Local Planning) (England) Regulations 2012.
- 12.2 The first will be on the draft SPD and will involve statutory consultees and other identified stakeholders.
- 12.3 As necessary, the SPD will then be revised in response to comments and a consultation statement prepared.
- 12.4 A further round of 'pre-adoption' consultation will take place on the revised draft SPD and the consultation statement.

13 Implementation, monitoring and review

13.1 Implementation

13.1.1 Applications will need to be accompanied by detailed floor plans and sufficient detail to demonstrate compliance with the size standards, and that proposals include sufficient scope for daylight penetration and appropriate ventilation mechanisms.

13.1.2 The Council may prepare pro-forma documents to support applicants to demonstrate how the SPD requirements have been met.

13.2 Monitoring

13.2.1 Applications for HMOs, PBSA and Co-Living schemes will be monitored to ensure that proposals are meeting the standards set out in the SPD.

13.2.2 Results of monitoring may be made available through the Council's Authority Monitoring Report (AMR).

13.3 Review

13.3.1 The SPD will be reviewed if circumstances materially change to ensure that the standards are effective in ensuring HMOs, PBSA and Co-Living developments are of an appropriate standard.

14 Appendices

Appendix 1 – Evidence Base

Appendix 2 – Background Information

Appendix 3 – HMO Indicative Drawings

Appendix 4 – PBSA analysis 2001 – 2018

Appendix 5 – PBSA analysis 2016 – 2020

Appendix 1

Evidence Base Documents

The following documents have been used as evidence to support the setting of amenity standards through this SPD:

- BRE (2016) *The Cost of Poor Housing to the NHS*. Available from: <https://www.housinglin.org.uk/Topics/type/The-cost-of-poor-housing-to-the-NHS/>.
- CABE & UCL (2010) *Space Standards: the benefits*. Available from: <https://webarchive.nationalarchives.gov.uk/20110118111541/http://www.cabe.org.uk/files/space-standards-the-benefits.pdf>
- Chartered Institute of Housing (2019) *Young People's Future Health and the Private Rented Sector*. Available from: <http://www.cih.org/resources/PDF/Policy%20free%20download%20pdfs/Young%20People%20Future%20Health%20PRS.pdf>
- Eleanor Wilkinson, Iliana Ortega Alcazar (November 2019). 'Stranger danger? The intersectional impacts of shared housing on young people's health & wellbeing'. *Health and Place* 60. Available from: <https://www.sciencedirect.com/journal/health-and-place/vol/60/suppl/C>
- House of Commons (2019) *The Cost of Unhealthy Housing to the National Health Service*. Available from: <http://researchbriefings.files.parliament.uk/documents/CDP-2019-0046/CDP-2019-0046.pdf>
- Julia Park (2017) *100 Years of Housing Space Standards: What Now?* Available from: https://levittbernstein.co.uk/site/assets/files/2682/one_hundred_years_of_housing_space_standards.pdf.
- Leeds City Council (2006) *Saved Unitary Development Plan Review. Volume 1: Written Statement*. Available from: https://www.leeds.gov.uk/docs/FPI_UDP_001%20Volumen%201%20Written%20Statement.pdf
- Leeds City Council (2011) *The Vision for Leeds*. Available from: <https://myfuture.leeds.gov.uk/about-the-council/vision-for-leeds>
- Leeds City Council (2019) *Leeds Core Strategy (as amended by the Core Strategy Selective Review)*. Available from: <https://www.leeds.gov.uk/Local%20Plans/Adopted%20Core%20Strategy/Consolidated%20Core%20Strategy%20with%20CSSR%20Policies%20Sept%202019.pdf>
- Leeds City Council (2006) *Saved Unitary Development Plan Review. Volume 2: Appendices*. Available from: https://www.leeds.gov.uk/docs/FPI_UDP_002%20Volume%202%20Appendices.pdf
- Levitt Bernstein (2016) *National Housing Federation: Housing Standards Handbook*. Available from: <https://www.levittbernstein.co.uk/research-writing/nhf-housing-standards-handbook/>

- Ministry of Housing and Local Government (1963), *Design Bulletin 6: Space in the Home*. Available from: https://books.google.co.uk/books/about/Space_in_the_Home.html?id=JQpUAAAAMAAJ&redir_esc=y
- Ministry of Housing, Communities and Local Government (2019) *National Planning Policy Framework*. Available from: https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/810197/NPPF_Feb_2019_revised.pdf
- National Housing Federation (2020), *Homes at the Heart*. Available from: <https://www.housing.org.uk/HomesAtTheHeart>
- National Housing Federation (2020) *Housing Issues During Lockdown: Health, Space and Overcrowding*. Available from: <https://www.housing.org.uk/globalassets/files/homes-at-the-heart/housing-issues-during-lockdown---health-space-and-overcrowding.pdf>
- Planning Portal. Available from: https://www.planningportal.co.uk/info/200130/common_projects/9/change_of_use
- Report of the Parker Morris Committee (1961), *Homes for Today and Tomorrow*. Available from: <https://archive.org/details/op1266209-1001>
- Royal Institute of British Architects (RIBA) (2011) *The Case for Space*. Available from: <https://www.architecture.com/-/media/gathercontent/space-standards-for-homes/additional-documents/ribacaseforspace2011pdf.pdf>.
- Shelter (2006) *Chance of a Lifetime: The impact of bad housing on children's lives*. Available from: https://england.shelter.org.uk/_data/assets/pdf_file/0016/39202/Chance_of_a_Lifetime.pdf
- Shelter (2006) *Full House? How overcrowded housing affects families*. Available from: https://england.shelter.org.uk/_data/assets/pdf_file/0004/39532/Full_house_overcrowding_effects.pdf.
- Shelter (2017) *The Impact of Housing Problems on Mental Health*. Available from: https://england.shelter.org.uk/_data/assets/pdf_file/0005/1364063/Housing_and_mental_health_-_detailed_report.pdf.

The following materials have been used to establish standards:

- Analysis of Purpose Built Student Accommodation schemes in Leeds (2001 – 2020) (SPD Appendix 4 and Appendix 5).
- Building Regulations Approved Document F: Ventilation. Available from: https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/468871/ADF_LOCKED.pdf
- Building Regulations, Part M. Available from: https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/441786/BR_PDF_AD_M2_2015.pdf

- GOV.UK Housing Quality Indicator System:
<https://www.gov.uk/guidance/housing-quality-indicators> and
https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/366634/721_hqi_form_4_apr_08_update_200808_20153028.pdf
- Guide to Designing for Daylight, 45 and 25 Degree test:
<https://www.firstinarchitecture.co.uk/designing-for-daylight-45-and-25-degree-test/>
- Leeds City Council (2003) Neighbourhoods For Living SPD. Available from: <https://www.leeds.gov.uk/docs/Neighbourhoods%20for%20living.pdf>
- Leeds City Council (2012) *Householder Design Guide*. Available from: <https://www.leeds.gov.uk/docs/Householder%20Design%20Guide%202011.pdf>
- Leeds City Council (2019) Advisory Notes for Licensed Houses in Multiple Occupation. Available from: <https://www.leeds.gov.uk/docs/HMO%20Licence%20Advisory%20Notes%20September%202019.pdf>
- Levitt Bernstein (2016) *National Housing Federation: Housing Standards Handbook*. Available from: <https://www.levittbernstein.co.uk/research-writing/nhf-housing-standards-handbook/>
- Pamela Buxton (ed.) (2018) *Metric Handbook: Planning and Design Data*. 6th Edition. Available from: <https://www.architecture.com/riba-books/books/practice-and-business-management/product/metric-handbook-planning-and-design-data.html>

Appendix 2

Background Information

Houses in Multiple Occupation

The HMO Licence Register (dated 17 June 2020) indicates that there are 2986 Licensed HMOs in Leeds.¹

HMO Planning Decisions in Leeds 2014 – 2019:

	Approved		Refused		Total
	Number	Percent	Number	Percent	
2014	26	60%	17	40%	43
2015	39	58%	28	42%	67
2016	27	47%	30	53%	57
2017	43	58%	31	42%	74
2018	55	81%	13	19%	68
2019	55	81%	13	19%	68

Student Accommodation

Council Tax records indicate that approximately 18,000 properties in Leeds are exempt from paying Council Tax.²

The student population at the University of Leeds grew by 21.6% between 2013/4 and 2018/9 and the number of students allocated university accommodation has increased by 18.06% in the same time period. The number of 18 year olds in England is expected to increase by 30% by 2030, however, the University of Leeds anticipates that overall student numbers are anticipated to remain at approximately 40,000 up to 2023/4.

Consultation with the University of Leeds suggests:

- PBSA in Leeds full in Sept 2019, due to increased demand from 1st year undergraduates, international postgraduates and 2nd year + students;
- Unipol Student Homes estimate that there were only circa 400 void rooms in HMO's;
- Article 4 Direction, seems to have effectively restricted new developments in the area of housing management & fewer students seem to be living in Headingley HMOs;
- Beyond the short term, Leeds is likely to need more PBSA to meet a growth in demand forecast to 2030.

In total, planning applications for PBSA have been approved on 34 sites since 2012³ with total of 3,508 new studio apartments and cluster flats:

¹ <https://datamillnorth.org/dataset/housing-of-multiple-occupation-licence-register>

² <https://datamillnorth.org/dataset/student-housing-and-hmo-register>

³ As at 2019.

Year	Schemes	Units
2012	7	298
2013	2	151
2014	5	353
2015	6	238
2016	2	110
2017	4	612
2018	7	1,610
2019	1	136
Total	34	3,508

