

YORKSHIRE AND HUMBER  
REGIONAL ASSEMBLY

**Audit of urban potential  
studies / collation of regional  
housing information for use in  
the RSS**

Final Report  
August 2004

**BAKER**

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ASSOCIATES



## Acknowledgements

The work has been undertaken for the Yorkshire and Humber Regional Assembly as an independent exercise by planning consultants Baker Associates, and any views expressed are those of the consultants.

The work has been directed by a Steering Group and has only been possible through a great deal of cooperation from the planning authorities and other involved bodies in the region. The assistance of the Steering Group and of the local authority officers and all who have been involved is gratefully acknowledged.

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# 1 Introduction

## Purpose

- 1.1 Baker Associates is commissioned to assemble housing potential information for use by the Yorkshire and Humber Regional Assembly (YHRA) in developing the Regional Spatial Strategy (RSS). The information is to be collected from work done by the individual planning authorities throughout the region, discharging the requirement from PPG3 Housing (2000) that *'all planning authorities should undertake urban housing capacity studies'*, and in light of the statement that *'each local authority will be responsible for evaluating the capacity of its area.'*

## Report

- 1.2 This is the Final Report from the project. The work has been undertaken over a short time and has involved dialogue with all of the planning authorities, with specific contributions sought from those authorities. Not quite all of the material required has been obtained and the report presents an analysis of what it has been possible to obtain.
- 1.3 Matters dealt with in the report include:
- explanation of the task and the intended outputs – section 2
  - the methodology that has been followed – section 3
  - commentary on the local level studies in terms of particular issues that are critical to the approach and to the value of the material produced – sections 4 and 5
  - the collation of the data obtained – section 6
  - comment on the reliance that ought to be placed on the data – section 7
  - reference to the way that urban potential is built into thinking about the spatial strategy in the period beyond 2016 – section 8
  - discussion of the possible use of the information that is being assembled in relation to the housing distribution as part of the regional spatial strategy – Appendix 3
  - comment on the regional guidance on capacity studies – Appendix 4
- 1.4 The report has developed from its Draft to Final form with comment from the YHRA and following discussion with the planning authorities in the region.

## Terminology

- 1.5 In Yorkshire and Humber Region – in line with good practice – the term potential tends to be used rather than capacity in talking about the extent to which further housing may come forward within settlements, though as guidance refers to urban housing capacity studies, both terms are used in this report.

## 2 Task

- 2.1 The project is described in the Brief as an Audit of Urban Potential Studies. The audit of the work that has been undertaken by local authorities is a means to an end however, in that the **principal output** required is to be a set of data on the potential for further housing to be provided within districts and identified settlements in the region, to be used in developing the regional spatial strategy.
- 2.2 The requirement for urban housing capacity studies that PPG3 places on local authorities has been referred to. PPG3 also says that, '*Regional Planning Bodies (RPBs) should draw on urban housing capacity studies in proposing the recycling target for their region which will be set in RPG. Planning authorities will also wish to draw on these studies in seeking to ensure that housing requirements are apportioned between local authorities in a way which maximises the use of previously developed land and buildings and minimises greenfield land take.*'
- 2.3 This role for YHRA as the RPB and this possible use of information from urban housing capacity studies are the reasons for the work and this report.
- 2.4 An essential part of the RSS will be to determine which sources in what location are to be used in what time period to make provision for the regional housing requirement. Information on the potential for further housing to come forward in specified settlements is needed to enable:
- the potential for further housing to be provided within different types of settlements in different parts of the region to be taken into account in developing the spatial strategy
  - the potential for housing within settlements and from previously used land and buildings to be used along with other possible sources in the development of a portfolio approach to housing provision in the region.
- 2.5 We understand that both of these tasks are to be undertaken using the methodology proposed in the report to the Regional Assembly, 'Methodology for establishing the scale and distribution of housing provision', (Nathaniel Lichfield 2004). This methodology raises a specific requirement for data on housing potential at the District level.
- 2.6 There may also be some influence on the overall provision to be made for housing in the region from the knowledge of the potential within settlements.

- 2.7 Separate work is underway on the development of the regional spatial strategy, including consideration of the process to be followed in making the spatial strategy. It is expected that this will make use of various tasks that have been undertaken and information assembled, including the housing distribution methodology and the work on urban potential. These matters are referred to briefly in Appendix 3 of the report.
- 2.8 The core of the task is the collation of data on urban potential from comparable sources by a consistent method, and its presentation in ways that enable the data to be used in building alternative approaches to the spatial strategy.
- 2.9 The required audit of urban potential studies has been done in order to derive the required information, and a **second output** of the project is an indication to the planning authorities of matters that they might wish to address in a further round of urban potential work. Some of the local level studies have been carried out following the preparation of guidance from the YHRA on the way that studies should be done for consistency, and the audit assists in reflecting on the value of the guidance, with this reflection a **third output**.

### **3 Approach**

#### **Introduction**

- 3.1 This section of the report explains the approach that has been followed. It was not the requirement for the work that an approach be developed to assess the urban housing potential in the region from scratch for regional spatial planning purposes. Rather the approach required was to extract the information from existing work undertaken at the local level by individual local authorities, and primarily from studies undertaken to inform District level unitary development plan and local plan work, and to meet the requirement from PPG3.
- 3.2 In principle this is a good approach, as the information will be aggregated from the most detailed sources and this is preferable to any tendency to disaggregate work undertaken for strategic purposes to local areas. The approach is however dependent on a comprehensive information existing, and on the quality and consistency of that work.
- 3.3 The approach followed has therefore been determined by the required outputs and by the type of material that is available. Working with the local authorities has been an important part of the work, because the local authorities have information, but also because they have views on its use and on the distribution of development, so that involvement in the collation of information is likely to assist in taking forward the work on the distribution of the housing provision in the spatial strategy of the RSS.
- 3.4 The approach followed has focused on the requirement for regionally consistent information appropriate to use for making the RSS. In summary the approach has been one of:

- exploring with the Regional Assembly and the Steering Group why information is required, and hence what information is required
- agreeing with the Regional Assembly and the Steering Group the approach to be followed in getting to the information required
- engaging with the planning authorities in the region to ensure their understanding of the process and to invite their involvement in the collation of the information
- agreeing through a workshop with the planning authorities, the specification of the information that is required, with the necessary definitions and guidance to assist in its collation in a consistent and comparable form
- undertaking our own audit of the studies that have been undertaken, to extract relevant information, identify what else is needed, and to arrive at a view on the information itself
- identifying to the local authorities what we have been able to extract in the form required from the studies provided to us, and asking for the further information required as well as for comment on how we have interpreted the work
- continuing dialogue with the individual authorities to assemble the most complete and reliable information.

3.5 The overall approach therefore has been one of assembling the required information in a consistent form from the best available information, drawing on the urban potential studies where possible with our interpretation, and from supplementary interpretation and information from the planning authorities as necessary and where possible.

3.6 An important part of this is the way that the work with the planning authorities has been to hold a workshop to which all of the planning authorities were invited. This was held in Wakefield on 30 March 2004 with the main purpose of discussing and agreeing the details of the information to be collated and the way that it was to be obtained. The meeting was well attended though the authorities that could not attend have been contacted separately. A further meeting with the planning authorities to discuss what information had been obtained and what was required took place in Wakefield on 28 May 2004.

## **4 Critical matters for the study**

### **Introduction**

- 4.1 By reference to the intended use of the study outcomes, and the form in which studies have been guided (by the ODPM publication, Tapping the Potential, and the Regional Assembly's own guidance) there are a number of issues that were expected from the outset to be difficult in assembling comparable and consistent material on urban potential.
- 4.2 These are identified here, with the reason why there is an issue that had to be resolved set out, and an explanation of what approach has been taken in the study.
- 4.3 Some of these matters are explored further in the next section of the report, on the assessment of individual local level studies, because they are part of the framework used for examining the value of the studies.

### **Settlements**

- 4.4 The required output from the study is material on housing potential that can be used in developing the spatial strategy for the region. A basic premise of the work is that the approach adopted should not be pre-determined or constrained by the form in which information can be made available, but that information should be available to serve the purpose for which it needs to be used.
- 4.5 The approach to be followed in formulating the spatial strategy has yet to be fully described, but the information feeding into that process is likely to be more useful if it comes in a basic, disaggregated form. Having data available at the settlement level is likely to assist in the development of the more prescriptive forms of spatial planning currently envisaged as the RSS becomes part of the development plan, and as the development plan has only regional and local components.
- 4.6 The approach adopted is in principle intended to provide data in relation to each District according to a common approach to sources and settlements. The study has used the categorisation of settlements used in the Regional Guidance on Capacity Studies as representing the most likely form in which consistent information exists, and because it (presumably) reflects the 'building blocks' that the Assembly expects to use in developing the strategy.
- 4.7 This is the categorisation of settlements in the region into:
- main urban areas
  - market towns and coalfield towns
  - rural settlements of above and below 3000 population.
- 4.8 The individual local authorities have categorised settlements under these headings according to definitions provided for the Regional Guidance. As some of the studies were undertaken at the local level prior to this guidance,

there has been some degree of retrofitting involved and some difficulties encountered because of the way that studies were done and information collected.

- 4.9 In addition, information has been sought where possible on housing that will come forward from settlements other than those included in this categorisation, but which would be likely to produce housing regardless of the policy set out. This may not be something that would be generally expected from a study of urban housing capacity or potential, but the spatial strategy should have regard to such development or could incorrectly reflect what may happen in the area over the RSS period. The opportunity has therefore been taken whilst information is being assembled with the cooperation of the planning authorities.

#### **Base date**

- 4.10 It is essential that all data on housing supply – whether already completed or committed, or predicted to be possible – relates to a specific date. This is essential for individual studies to ensure that there is neither double counting nor omission in relation to sites that gain planning permission for instance. It is essential for the regional work so that the data from individual studies and by local authorities is comparable and can be combined on an equal basis.
- 4.11 After discussion at the Inception Meeting and again at the local authority workshop, 1 April 2003 has been adopted as the datum for the study information.
- 4.12 The base date for the RSS itself is a separate matter, for working purposes, and tying into existing data sources, this has been assumed (with the YHRA's agreement) to be 1 April 2001.

#### **The period 2001 - 2016**

- 4.13 The urban potential studies that have been carried out generally relate to the period 2001 - 2016, with some for a shorter period. Generally however, we have been able to work with the planning authorities to obtain data to 2016. The RSS period however, is to be to 2021, so that it is a requirement of the project to find another way to provide information on potential related to the local authority areas and such settlements as are used (see above) for the period 2016 - 2021.
- 4.14 This matter was discussed at the Inception Meeting with the point made that this information cannot come wholly from the potential studies or other existing work. The potential for this period will be derived from projections of figures for previous years, subject to what information is available. Five-year extrapolations will be calculated from the potential identified by authorities in the 2003-2016 period.
- 4.15 We are concerned at the implications if the RSS is to make significant decisions on the basis of such projections. To do so might imply acceptance of unsatisfactory situations (the mix of activity in existing settlements for instance) and might improperly preclude development options that ought to be considered for the spatial strategy.

- 4.16 At very least if the projected figures for potential to 2021 are to be used, in the absence of any other better approach, some form of scenario testing should be undertaken. The participating planning authorities have been invited to comment on the implications of assuming the continuation of development rates.
- 4.17 It is important that the RSS demonstrates how any decisions about provision based on such predictions of potential are related to the RSS review process and to the incorporation of the 'plan, monitor and manage' approach in development plans.

### **Discounting**

- 4.18 The ODPM guidance, Tapping the Potential, introduced the term 'discounting', and the terms 'unconstrained' and 'constrained capacity', and by doing so as well as by persisting with the term 'capacity' used in PPG3, has confused the issue of in-settlement potential since its publication. In an extreme form the 'unconstrained capacity' is effectively the area of a settlement multiplied by a suitably high density, or with a particular source as an example, the stock of dwellings large enough to be subdivided multiplied by the average number of flats that could be fitted into each former dwelling. Between this form of 'unconstrained' capacity and something appropriate for making sound decisions about the spatial strategy and in planning for settlements lies a great breadth of possible interpretation and possible outputs.
- 4.19 Not all of the studies we have been able to examine present information on 'unconstrained' and 'constrained capacity', but we have sought to understand how the studies have dealt with the kind of matters sometimes included under the heading 'discounting'.
- 4.20 It is the case that not every building or piece of land in a settlement will or should become housing at some time in the future. There is not the demand from the users and purchasers of housing for this to be the case, and in healthy and sustainable communities there is a need for an appropriate mix of many different but mutually dependent and supportive activities of varying standard and which meet different requirements.
- 4.21 This truism points to the need for any approach to assessing urban potential to identify how it has established a realistic assessment of housing development that can be expected to come forward, taking account of development constraints, environmental desirability and market considerations.
- 4.22 Studies are likely to be most credible if there is a clear distinction between the sources of possible housing that are identified and assessed by direct survey and those that are based on assumptions informed by past records, benchmarking or other standards. For the surveyed element what needs to be clear is:
- the way in which opportunities that could bring forward housing have been identified for consideration, with studies likely to be less convincing if the starting point is virtually all land and buildings not in residential use

- what matters have been considered in assessing the likelihood of the opportunity producing housing in the period considered
  - how the factors included in the assessment have been informed, with the reality of the market situation and the likely viability of a site to produce housing at a price that the market will support, both important factors.
- 4.23 It is generally held to be good practice for there to be sufficient information in a study on the process followed and on the assessment that has been made of sites recommended to be counted as future provision, and those that have been put aside.
- 4.24 For those parts of the future provision estimated from the projection of qualifying completions data, there should be no discounting.

## **5 Overview of the studies**

### **Current status of information**

- 5.1 We have identified with the planning authorities where studies have been done and where work is currently underway on potential studies. In a few cases there has been no study prepared. The position across the region is as set out in the table. The studies that have been undertaken have been obtained as the identified basic source of information for use in the study are identified in Appendix 1.

### **Current status of the 21 local authorities**

- 5.2 In summary, the current status of the studies from all the local authorities is as follows:
- 19 local authorities (85%) have returned a table – Barnsley, Bradford, Calderdale, Craven, Doncaster, East Riding, Harrogate, Hambleton, Kingston-upon-Hull, Kirklees, Leeds, Scarborough, Selby, Sheffield, Richmondshire, Ryedale, Wakefield, York, North Lincs.
  - 1 local authority (5%) has partially completed a table – Rotherham
  - 1 local authority (5%) is due to complete a study soon – North East Lincs.

### **Assessment of the studies**

- 5.3 A way was needed of comparing the studies with each other and with good practice. Establishing a framework of the issues that studies need to address, and of desirable characteristics that they should display has provided for this comparison. This has been developed from our own experience of undertaking and reviewing individual studies and from the South East Regional Guidance on Urban Potential Studies<sup>1</sup>.

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<sup>1</sup> Guidance on Urban potential Studies in the South East of England, 2003, published by South East of England Regional Assembly and GO-SE and prepared by a team led by Baker Associates.

5.4 Each study has been examined with respect to the following matters:

- the **time period** to which the study is related
- how **settlements** have been identified for inclusion in the study, and how these relate to the approach intended for the spatial strategy in the RSS, together with the way in which the **boundaries** of settlements have been determined for the study
- the general **method** used for the work, by reference to the different pieces of guidance available
- what possible **sources** for additional housing have apparently been included in the estimates produced, by reference to the sources in Tapping the potential
- how different **densities** are used, according to different locations within different types of settlements, and in relation to the character of the surrounding area for instance
- how **yields** from opportunities that are recommended to go forward are arrived at, including whether **design studies** have been used to inform the yields
- in what way '**discounting**' has been undertaken for different elements of the provision to be relied upon, and whether the views of developers and agents familiar with the local market have been sought and used in the work
- whether **consultation** has been undertaken during the work, and what for
- what dwelling yield or site area **threshold** has been used in the study in using different approaches to estimate the potential for housing to come forward within the settlements from surveyed sites and from sources other than those identified as specific sites
- what material has been included in the **report**, with particular reference to the use of maps and proformas making the details of housing opportunities available for scrutiny.

#### **Summary of findings from the assessment**

5.5 Table 5.1 sets out a summary of our assessment of the studies available for and examined by the study.

**Table 5.1 Assessment of the District level studies of potential**

District & Timescale	Settlement & Boundaries	Method	Sources	Density	Yield Method	Discounting	Consultation	Threshold	Report
Richmond Oct 2003	Sustainable Settlements Defined boundaries	TTP PPG3	8 Sources	30/40/50	Density multiplier and design studies	Market, ownership, policy, developability	Yes methodology	0.4	Plans and Proforma
Harrogate Jan 2003	Sustainable settlements Defined boundaries	TTP PPG3	8 Sources	30/40/50	Density multiplier and design studies	Market, ownership, policy, developability	Yes methodology	0.4	Plans and Proforma
Sheffield April 2004 2003- 2021	RPG defined settlement hierarchy Greenbelt boundary	TTP and Regional good practice guide	9 Sources allocations included in other sources.	Three scenarios per location 30/40/50 80/100/150 80/200/350	Density multiplier. No design studies	Physical constraints Demand for other uses Infrastructure Ownership Market	Intention to consult with the development industry.	0.4	Site plans
Hambleton Oct 2002-2016	Population 400+ and reasonable facilities No boundary included	Y & H regional guidance for UPS	14 sources	PPG 3 30/40/50	Density multiplier. No design studies	2 Stages: Access, amenity and current use. Then availability, market and viability	Water Auth Highways EA HBF	0.15ha 5 dwgs Adjusted to 0.4 for table	Site plans and proforma available.
Ryedale Due summer 04									
Scarborough Mar 2004-2016	Population 3000+ Boundaries included, but no explanation	DTLR GPG, Regional GPG and RPG	11 sources including empty homes and allocations	PPG 3 TUA + priority area 120-100 60-50 35-25	Sample of sites to determine yield then multiplied up to produce a total. No design studies.	Planning factors Market trends Physical Site constraints	House builders Agents, valuers and landowners Unclear	No threshold in study, Introducing 0.4 for the table	No plans or proformas contained in report
East Riding July 2002-2016	Population 3000+ Twenty largest Boundaries unclear	With URBED Regional guidance	8 sources	30 to 75 4 bands	Density Multiplier. No design studies	2 grades, new or existing sites	Developers focus group	No threshold in study, Introducing 0.4 for the table	Some plans, no proformas In report Schedule for some sources
N Lincs Draft - Due early summer 2004	2003-2016 Sustainable settlements No boundaries defined yet	Regional Guidance TTP	9 sources	30/40/50 subject to individual situations	Density multiplier. No design studies.	Discounting process unclear	Planned with HBF, CPRE, GOYH, FOE, Parish and town Councils	Unknown	Study not complete yet
Doncaster May 2004	Settlement sustainability Audit and RPG search sequence UDP Boundaries	PPG3, TTP, Regional Guidance URBED studies	10 sources	3 locational scenarios 100/75/50 75/50/38 50/38/30	Density multiplier. No design studies	Availability, viability and deliverability Physical, market and policy constraints Discounting percentages	Consultation with the development industry and estate/land agents	0.4 for figures in table.	Site plans and site schedule Proformas not included in report
Rotherham Feb 2004-2016	Sustainability Audit and settlement boundaries	Y & H Guide, TTP	11 Sources	75/40/30	Density multiplier. No design Studies	Suitability, availability, ownership, viability, funding and policy	Discounting workshop HBF, agents, utility companies, and environmental agents	0.4 used for calculating developable area. Presume all sites 0.4ha or above	No plans or proformas in report Proformas available

**Table 5.1 Assessment of the District level studies of potential (continued)**

Barnsley 2001-2016	Sustainable settlements Boundaries defined by greenbelt	Y& H Guide, TTP	11 Sources	38dpha	Density multiplier. No design Studies	Lower and upper percentage discounts	The draft seeks input from interested parties	No threshold	No Plans or Proformas in report
Wakefield 2001-2016	Sustainable Appraisal. Boundaries defined by greenbelt and Baker study 98	TTP and Y & H regional framework	9 sources	30/40/50	Density multiple on TUA type. No design studies	2 Stage Market and Physical	Limited HBF input	0.4	Plans and Proformas
Kirklees 2001- 2016	All except settlements over-washed by greenbelt Defined built up area boundaries at 2001	TTP	11 sources	PPG3 and accessibility matrix applied site by site	Site by site assessment of characteristics & accessibility, no design studies	Physical constraints Marketability test	HBF Bramley's estate agents	5 or more	Ward Plans, no proforma in report
Calderdale Mar 2001-2016	Settlements not in the greenbelt Adopted UDP boundary	TTP	9 sources	TTP design studies, over 30	Three scenarios for yield Design studies helped determine scenarios	Percentage discounts from BPG	Internal and local agents	0.4 for previously developed & derelict land	No Plans or proformas in report. Site schedule
Bradford 2004-2016 No UPS study	Unclear	TTP/PPG3	11 Sources	38.17	Yield by density No Design studies	Policy and supply position in replacement UDP	Consultation through and via outcome of replacement UDP process	0.4	Report contains no plans or proformas
Craven Sep 2003-2016	4 settlement areas. Local plan settlement boundaries	TTP PPG3 The Baker study 1998	8 sources including empty homes	PPG 3 50 on unconstrained	Density 50dph, based on developable area ha No design studies	2 stage Planning factors Policy/physical /market constraints	Landowners developers and agents	0.2ha 10 or more	No proformas in report Site plans for certain sources.
York Feb 2003	York, boundary not defined in report	PPG 3 TTP	4 sources	Unclear	Unclear yield No design studies	Market appraisal	Market appraisal with agents PC/ local business and voluntary groups.	0.2ha	Site plans but no proformas in report
Selby Nov 2003-2016	Category H6 + H7 settlements Deposit local plan boundaries	TTP Regional Guidance	13 sources	Specific density for each settlement	Density multiplier. No design studies	Access, Amenity, site constraints, technical and ownership	Council and landowners	0.2ha for site survey adjusted to 0.4 for the table.	Site plans and proformas
Leeds Jun-Aug 2003- 2016	Larger settlements. Study boundary included	TTP Y & H UPS 2002	All sources	Priority area and TUA PPG3	Density Multiplier and sample cross section of design studies	Scoring system to discount sites	Developers, council departments, HBF and regional bodies where invited to submit sites	0.05ha 5 dwg adjusted to 0.4 for the table.	Site plans and proforma available
Kingston Mar 2002-2016	Hull. No overall defined boundary, only sub-area boundaries	With URBED and recent Gov guidance	All sources Intensification covered by other sources	Higher than PPG 3 160, 90, 60, 45, 35	Density Multiple. No design studies	Two methods. 1) Marketability, Constraints and policy. Four outcomes. 2) Percentage discounting	No indication of formal consultation	None	Site plans No proforma in report
NE Lincs Due summer 04									

## **6 Collation of the data for regional purposes**

### **Specification**

- 6.1 The workshop held with the local authorities and consultants on 30 March 2004 was used to identify the information that it would be desirable to have for the regional work and that it might be possible to obtain from existing data, either from:
- the local level studies undertaken or underway, or
  - from other common local authority data sets.
- 6.2 The programme for the regional project did not provide for any original work to be done, though some reworking of data held by the local authorities has been undertaken to provide as comprehensive a set of consistent material as possible.
- 6.3 The specification developed in the workshop was developed by the consultants and circulated in the form of a table and guidance notes by the consultants to all of the participants. The general form of the table is that shown as table 6.1

**Table 6.1 Assessment of potential for housing in Yorkshire and Humber, 1 April 2003 to 31 March 2016 (13 years)  
 Form of data collation for each District**

Committed supply that cannot be re-visited		Future supply to be contained in the estimates of urban housing potential							
Column 1	Column 2	Column 3	Column 4			Column 5		Column 6	
Completions 01/04/2001-31/03/2003	Dwgs under construction and with permission at 01/04/2003 (see note 1)	Tiers of urban areas	Dwellings included in UDP / local plan allocations (see note 2) (P = peripheral, U = Urban)			Contribution from identified large sites (see note 3)		Contribution from unidentified small sites (see note 4)	
		<b>Main urban areas</b>	green (P)	green (U)	brown	green	brown	green	brown
		urban area 1							
		urban area 2 etc							
		<b>Market and coalfield towns</b>							
		town 1							
		town 2 etc							
		<b>Other settlements of 3000+ pop</b>							
		<b>other settlements under 3000 pop</b>							
		<b>District/UA total</b>							

The notes referred to in the table are the specification of the required information provided to the planning authorities following the workshop on 30 March 2004, and these are included as Appendix 2.

### **Dialogue**

- 6.4 The work on the collation of housing potential data has been undertaken in as cooperative fashion as possible, and in the following manner:
- by the agreement of the specification for the information with guidelines to limit the variety of interpretation
  - by the consultants identifying information from the examination of the published local level studies as far as possible
  - by providing the local authorities with what it has been possible to extract from the studies, together with a commentary and questions
  - by a phone an email dialogue with the planning authorities to seek supplementary information, from further interpretation of the material in the published study, or from other sources.

### **Collated information**

- 6.5 The information obtained from this work according to the agreed specification is set out in the tables below, with:
- table 6.2 identifying the potential identified in the main urban areas
  - table 6.3 identifying the potential identified in the market and coalfield towns
  - table 6.4 identifying the potential identified in the other settlements above 3000 population
  - table 6.5 identifying the potential identified in the other settlements below 3000 population.

### **Summary of information**

- 6.6 The information in the settlement category table is brought together as District totals in table 6.6.
- 6.7 Table 6.7 is the estimated potential for North East Lincolnshire, including the settlements of Grimsby, Cleethorpes and Immingham. The table includes an explanation of the calculations used to estimate possible potential.

**Table 6.2 Housing Potential in Yorkshire and Humber: Main Urban Areas, 1/04/03 to 31/03/2016 (13 years)**

Future supply to be contained in the estimates of urban housing potential							
Column 3	Column 4			Column 5		Column 6	
Settlements	Dwellings included in UDP/ local plan allocations			Contribution from large sites		Contribution from small sites	
Main Urban Areas	Green (P)	Green (U)	Brown	Green	Brown	Green	Brown
Barnsley	0	790	0	1613-1807	1183-1729	366-415	351-395
Doncaster	2680	227	756	0	1753	-	-
Rotherham	601	299	204	-	-	-	-
Sheffield	1176	0	149	320	6760	85	3240
Bradford	1615	2067	690	806	1073	-	-
Halifax including: (Sowerby Bridge)	0	282	144	22	422	72	473
Huddersfield	0	75	0	0	35	1	26
Huddersfield	1056	730	84	1543	981	505	1848
Dewsbury/Batley	603	959	196	46	1010	579	2377
Leeds	0	1516	1050	956	16611	1378	7263
Wakefield	0	158	63	0	1142	0	430
Harrogate	0	0	0	54	213	14	133
Catterick Garrison	-	109	42	15	624	-	-
Scarborough	-	914	-	-	148	-	1917
York	1245	72	5387	0	1260	0	269
Hull, including (Anlaby / Willerby / Kirkella)	3710	506	386	304	7127	400	
(Cottingham)	0	3	0	0	0	0	72
(Hessle)	0	17	0	0	0	0	10
Scunthorpe, including (Bottlesford)	0	3	0	0	22	0	30
	863	288	632	150	544	-	106
Grimsby (estimate), including (Cleethorpes, estimate)	899	-	384	150	-	-	-
	-	-	-	2535			
	-	-	-	582			
<b>Total in Main Urban Areas</b>	<b>14448</b>	<b>9015</b>	<b>10167</b>	<b>6076</b>	<b>41181</b>	<b>3025</b>	<b>18567</b>

The total future supply for all main urban areas, excluding green (P) = 91549

Notes: Ranged figures have had an average added to the totals.

Figures that are split between a number of columns have not been added to the column totals, only the overall total. The overall total includes:

(Hull 400) (Grimsby 2535) (Cleethorpes 582)

**Table 6.3 Housing Potential in Yorkshire and Humber: Market and Coalfield Towns, 1//0403 to 31/03/2016**

Future supply to be contained in the estimates of urban housing potential							
Column 3	Column 4			Column 5		Column 6	
Settlements	Dwellings included in UDP / local plan allocations			Contribution from identified large sites		Contribution from small sites	
<b>Market and coalfield towns</b>	Green (P)	Green (U)	Brown	Green	Brown	Green	Brown
Otley	0	0	0	0	129	0	99
Wetherby	0	0	0	0	75	0	24
Chapelton	0	0	0	0	12	5	205
Stocksbridge	20	0	0	0	500	5	100
Ackworth	0	0	70	0	0	1	50
Castleford	0	181	56	0	596	0	266
Crofton	0	0	0	0	3	2	1
Featherstone	0	0	78	0	0	0	25
Fitzwilliam & Kinsley	30	0	0	0	12	0	12
Hemsworth	0	52	0	0	294	0	52
Horbury	0	0	10	0	243	0	7
Knottingley & Ferrybridge	0	0	120	0	288	0	23
Normanton & Altofts	0	25	49	0	32	7	150
Ossett	0	0	21	0	3	0	52
Pontefract	0	5	100	0	706	2	93
Sth Elmsall & Kirkby	0	268	16	0	88	5	83
Stanley & Outwood	0	28	0	0	0	2	37
Knarborough	0	0	0	-	37	-	23
Ripon	0	0	0	34	158	-	54
Boroughbridge	0	0	0	-	38	-	30
Masham	0	0	0	0	46	17	-
Bedale	0	0	0	-	105	-	30
Easingwold	0	0	0	-	49	-	38
Northallerton	0	0	170	-	197	-	27
Stokesley	0	0	21	-	29	-	28
Thirsk	169	-	76	-	319	-	50
Selby	0	0	0	44	385	7	129
Sherburn in Elmet	0	0	0	-	47	26	16

Tadcaster	0	0	0	-	-	-	38
Settle	-	-	-	4	23	-	-
Skipton	-	25	-	41	177	-	-
Whitby	-	-	-	-	-	-	457
Keighley	174	445	32	367	99	-	-
Ilkley	0	59	0	0	76	-	-
Bingley	1192	0	0	0	16	-	-
Silsden	1462	74	0	0	0	-	-
Queensbury	0	53	149	0	0	-	-
Thornton	0	417	18	31	0	-	-
Steeton	0	214	0	0	0	-	-
Burley in Wharfedale	0	62	0	0	31	-	-
Menston	0	0	0	0	0	-	-
Richmond	-	-	-	50	40	-	-
Leyburn	-	-	-	122	0	-	-
Malton/Norton	0	200	0	0-229	39-529	60	200
Pickering	43	0	0	0	24-157	45	150
Kirkbymoorside	0	0	0	0	0-24	36	120
Beverley	0	99	68	21	64	45	49
Bridlington	546	0	0	53	48	14	838
Goole	67	683	7	0	94	10	200
Driffield	315	34	0	37	0	0	157
Pocklington	0	0	34	34	0	0	35
Market Weighton	283	156	81	0	0	32	26
Elloughton/Brough	0	0	0	0	0	0	14
Hedon	21	98	88	53	0	0	18
Hornsea	670	0	0	39	0	9	115
Howden	549	54	32	0	0	7	46
Snaith	0	0	0	0	0	0	2
Withernsea	205	0	0	0	0	7	105
Barton-upon-Humber	476	-	239	185	-	40	10
Brigg	345	-	179	225	110	-	-
Immingham (estimate)	-	-	-	287			
Brighouse	0	99	69	17	58	25	57
Elland	0	33	0	0	1	3	22
Mytholmroyd	0	0	0	0	0	0	1
Hebden Bridge	0	0	0	0	0	0	7

Todmorden	0	129	0	10	34	16	28
Cudworth	243	0	0	138	25	0	95-103
Darfield	0	57	0	0	65	0	4-5
Darton	0	112	0	539-545	649-651	44-52	78-86
Dearne Towns	248	338	23	0	43-45	36-41	97-108
Dodworth	0	130	0	0	0	0	17-18
Grimethorpe	137	194	0	0	70	80-90	0
Hoyland	196	72	33	54-60	0	296-333	67-74
Penistone	0	0	0	174	68	125-141	55-59
Royston	219	101	13	0	7	43-51	72-81
Wombwell	0	111	6	358	250	37-41	42-44
Armthorpe	0	0	615	-	113	-	-
Askern	252	91	314	-	120	-	-
Carcroft/Skellow	64	0	65	-	3	-	-
Bawtry	0	62	38	-	132	-	-
Brodsworth	0	0	400	-	0	-	-
Conisbrough/Denaby	192	11	294	-	42	-	-
Edlington	49	49	0	-	206	-	-
Rossington	0	0	0	-	40	-	-
Stainforth	90	0	18	-	63	-	-
Woodlands/Adwick le Street	0	0	0	-	14	-	-
Moorends	145	0	19	-	53	-	-
Mexborough	67	115	102	-	229	-	-
Thorne	779	19	129	-	119	-	-
Tickhill	0	0	0	-	20	-	-
<b>Total for Market &amp; Coalfield Towns</b>	<b>9248</b>	<b>4955</b>	<b>3852</b>	<b>2751</b>	<b>8014</b>	<b>1134</b>	<b>4954</b>

Total future supply from all market and coalfield towns, excluding green (P) = 25947

Notes: All range figures have had an average figure added to the totals.

Figures that are split between a number of columns have not been added to the column totals, only the overall total. The overall total includes:  
 Immingham C5 & C6-287

**Table 6.4 Housing Potential in Yorkshire and Humber: Settlements 3000+ population, by District, 1/4/03 to 31/03/16**

Future supply to be contained in the estimates of urban housing potential							
Column 3	Column 4			Column 5		Column 6	
Districts	UDP / local plan allocations			Contribution from large sites		Contribution from small sites	
<b>Other settlements 3000+ population</b>	green (P)	green (U)	brown	green	brown	green	brown
Barnsley	0	0	0	0	0	0	0
Doncaster	137	53	0	-	151	-	-
Rotherham	0	0	0	-	-	-	-
Sheffield	0	0	0	0	0	0	0
Bradford	0	74	53	16	17	-	-
Calderdale	0	0	0	10	32	28	14
Kirklees	73	200	532	529	1028	535	1120
Leeds	774	0	580	0	442	0	242
Wakefield	75	17	0	0	0	0	0
Craven	-	18	-	7	47	-	-
Hambleton	0	0	0	-	29	-	0
Harrogate	0	0	0	-	-	-	-
Richmondshire	-	-	-	-	-	-	-
Ryedale	0	0	0	0	0	3	10
Scarborough	230	13	-	-	11	-	357
Selby	0	0	0	0	0	0	0
York	-	-	-	-	-	-	-
Kingston-upon-Hull	-	-	-	-	-	-	-
East Riding	134	147	3	97	0	14	6
North Lincolnshire	244	133	186	225	-	75	198
NE Lincolnshire	-	-	-	-	-	-	-
<b>Total for All Districts</b>	<b>1667</b>	<b>655</b>	<b>1354</b>	<b>884</b>	<b>1757</b>	<b>655</b>	<b>1947</b>

Total future supply from Settlements of 3000+ population excluding green (P) = 7252 dwellings

**Table 6.5 Housing potential in Yorkshire and Humber: Other Settlements under 3000 population, 1/0403 to 31/03/16**

Future supply to be contained in the estimates of urban housing potential							
Column 3	Column 4			Column 5		Column 6	
Districts	UDP / local plan allocations			Contribution from large sites		Contribution from small sites	
<b>Other settlements under 3000 pop</b>	green (P)	green (U)	brown	green	brown	green	brown
Barnsley	193	49	0	-	-	-	-
Doncaster	218	56	0	-	44	-	-
Rotherham	0	0	0	-	-	-	-
Sheffield	0	0	21	0	0	10	210
Bradford	0	0	0	0	0	-	-
Calderdale	0	37	0	11	0	11	15
Kirklees	39	93	4	356	74	117	121
Leeds	140	0	275	0	134	0	327
Wakefield	0	0	0	0	0	0	0
Craven	-	-	10	53	224	-	-
Hambleton	150	-	15	-	42	-	0
Harrogate	0	0	0	-	-	-	-
Richmondshire	-	200	-	6	6	-	-
Ryedale	43	0	0	20-31	33-107	611	377
Scarborough	20	19	-	-	-	57	242
Selby	0	0	0	680	308	371	465
York	-	-	-	-	-	-	-
Kingston-upon-Hull	-	-	-	-	-	-	-
East Riding	1409	1062	117	-	-	770	1154
North Lincolnshire	319	-	-	20	480	5	15
NE Lincolnshire	-	-	-	-	-	-	-
<b>Districts Total</b>	<b>2531</b>	<b>1516</b>	<b>442</b>	<b>1152</b>	<b>1399</b>	<b>1952</b>	<b>2926</b>

Total future supply from Settlements under 3000 population excluding green (P) = 9387

Notes: When a range has been provided, an average figure has been used in the totals.

**Table 6.6 Housing Potential in Yorkshire and Humber: Combined figures for all Authorities 1 April 2001 to 31 March 2016  
 (13 years) presented by District**

Committed supply			Future supply to be contained in the estimates of urban housing potential								
Column 1	Column 2	Column 3	Column 4			Column 5		Column 6		Column 7	
Completions 01/04/2001- 31/03/2003	Dwgs under construction and with permission at 01/04/2003	Total C1+C2	Districts	Dwellings included in UDP / local plan allocations			Contribution from large sites		Contribution from small sites		Total, C4+C5+C6 excluding green (P)
				Green (P)	Green (U)	Brown	Green	Brown	Green	Brown	
1796	3590	5386	Barnsley	1236	1954	75	2979	2635	1096	926	9665
976	1439	2415	Doncaster	4673	683	2750	0	3102	166	3162	9863
1982	537	2519	Rotherham	1615	877	407	7843				9127
3810	4072	7882	Sheffield	1196	0	170	320	7272	105	3755	11622
3469	1492	4961	Bradford	4443	3465	942	1220	1312	0	7440	14379
1041	3619	4660	Calderdale	0	655	213	70	582	156	643	2319
1482	3464	4946	Kirklees	1771	1982	816	2474	3093	1736	5466	15567
4536	5735	10271	Leeds	914	1516	1905	956	17391	1378	7955	31101
2230	3846	6076	Wakefield	105	734	583	0	3407	19	1281	6024
484	700	1184	Craven	-	43	10	1317		377		1747
530	738	1268	Hambleton	319	0	282	-	770	280	366	1698
1084	2110	3194	Harrogate	0	0	0	88	492	2905		3485
455	615	1070	Richmondshire	0	309	42	193	670	130		1344
268	559	827	Ryedale (draft)	86	200	0	140	457	755	857	2409
1353	880	2233	Scarborough	250	946	-	-	159	57	2973	4135
358	1970	2328	Selby	0	0	0	724	740	404	648	2516
1401	3025	4426	York	1245	72	5387	0	1260	0	269	6988
3049	4250	7299	East Riding	4199	2356	430	334	228	908	2876	6998
1399	1607	3006	Kingston	3710	506	386	304	7127	400		8723
1279	1083	2362	North Lincs	3146	421	1619	955	1134	120	329	4578
536	-	536	NE Lincs	2199	58	779	3985				4822
<b>33518</b>	<b>45331</b>	<b>78849</b>	<b>Overall Total</b>	<b>31107</b>	<b>16777</b>	<b>16738</b>	<b>10757</b>	<b>51831</b>	<b>7180</b>	<b>38946</b>	<b>159186</b>

The Total for committed supply = 78849

The Total for future Supply excluding green (P) = 159186

**Table 6.6 Housing Potential in Yorkshire and Humber: Combined figures for all Authorities 1 April 2001 to 31 March 2016  
 (13 years) presented by District**

**(continued)**

**The Total for committed supply and future supply excluding green (P) = 238035**

Notes: Ranged figures from Barnsley and Ryedale have been changed to an average for the purpose of this table. Figures that are split between a number of columns have not been added to the column totals, only the end totals and overall total. These figures are:

Richmondshire	C6-130
Harrogate	C6-2905
Rotherham	C5 & C6-7843
Craven	C5-1317 & C6-377
Kingston-upon-Hull	C6-400
NE Lincolnshire	C5 & C6-3985

Notes: Table 6.6 includes additional non settlement specific potential and allocations not contained in Tables 6.2, 6.3, 6.4 and 6.5. These additions include the following:

Doncaster	C6 Green – 166 and C6 Brown – 3162
Rotherham	C4 Green (P) – 1014, C4 Green (U) – 578, C4 Brown – 203 and C5 & C6 – 7843
Bradford	C6 Brown – 7440
Craven	C5 – 741 and C6 – 377
Harrogate	C6 - 2634
Hambleton	C6 Green – 280 and C6 Brown - 193
Richmondshire	C6 - 130

**Table 6.7 Estimate of potential for housing in Yorkshire and Humber, 1 April 2003 to 2016 (13 years)**

**North East Lincolnshire**

Committed supply that cannot be re-visited		Future supply to be contained in the estimates of urban housing potential							
Column 1	Column 2	Column 3	Column 4			Column 5		Column 6	
Completions 01/04/2001-31/03/2003	Dwgs under construction and with permission at 01/04/2003	Tiers of urban areas	Dwellings included in UDP / local plan allocations.			Contribution from identified large sites		Contribution from unidentified small sites	
<b>536</b>  <b>01/02 – 302</b> <b>02/03 – 234</b>	<b>No data available</b>	<b>Main urban areas</b>	green (P)	green (U)	brown	green	brown	green	brown
		Grimsby	616	0	533	2535*			
		Cleethorpes	155	19	57	582*			
		<b>Market and coalfield towns</b>							
		Immingham	217	23	80	287*			
		<b>Settlements of 3000+ pop</b>	886	16	16	581*			
		<b>Settlements &lt;3000 pop</b>	325	0	35				
		<b>District/UA. Total</b>	<b>2199</b>	<b>58</b>	<b>721</b>	<b>3985*</b>			

Notes: \* Estimated figures. In the absence of a completed urban potential study for NE Lincolnshire it was decided that it would be beneficial to estimate the amount of potential likely to come forward between 2003-2016. The figures are the percentage of the total potential generated in the rest of the Yorkshire and Humber region based on the number of households in NE Lincolnshire.

	Yorkshire and Humber	NE Lincolnshire	Grimsby	Cleethorpes	Immingham
<b>Population</b>	<b>4964833</b>	<b>157979</b>	<b>100535</b>	<b>21946</b>	<b>11804</b>
<b>Households</b>	<b>2064748</b>	<b>66054</b>	<b>42009</b>	<b>9654</b>	<b>4759</b>
<b>Potential</b>	<b>120592</b>	<b>3985</b>	<b>2535</b>	<b>582</b>	<b>287</b>

### **Gaps in the data**

- 6.7 There are some gaps in the data obtained from existing studies and from other sources provided by the local authorities, and this takes two forms:
- where insufficient work has yet been done on urban potential by the relevant local authority
  - information that cannot be extracted in the form that is required by the specification from the relevant planning authority because of the way that studies have been done, or housing monitoring work carried out.
- 6.8 The second is not considered significant in relation to the regional purpose for which the study is seeking to collate material.
- 6.9 For the first gap, that of complete absence of information from specific local authorities, the possible potential from the settlements and local authority area has been estimated. These have been derived by estimating the potential based on total potential per household in the Yorkshire and Humber Region. Table 6.7 deals with this matter.

## **7 Reliance to be placed on the data**

### **Introduction**

- 7.1 There is a further matter in relation to the data, and this is the confidence that can be placed on the information for the intended use. We have identified facts that reduce the consistency of the housing data relating to each district. This is set out in table 7.1 with the matters that would need to be addressed to improve the reliance that could be placed on the information presented.
- 7.2 This assessment was presented to assist the discussion with the local authorities during the process.

**Table 7.1 Issues affecting the consistency between District level studies**

<b>Local authority</b>	<b>Issues that reduce consistency and reliance that can be placed on the data</b>	<b>Impact</b>
Richmondshire	No issues outstanding	
Harrogate	No issues outstanding	
Sheffield	Provisional large site potential figures subject to change	Await the completion of the revised UHP study
Hambleton	When the study was conducted the LPA was advised to not considered greenfield sources	Possible potential from identified urban greenfield unknown Unlikely to be significant
Ryedale	Draft discounted figures provided, methodology not seen Issue of ranged figures Future policy change concerns	Await completed study (mid summer) Minimal impact. An average figure has been used Point to note, the LPA intends policy change that could reduce windfall potential by half
Scarborough	Draft discounted figures and draft Study No windfall for urban areas, only identified sites	Await completion of Urban Potential study (mid summer) Potential for underestimate of small sites
East Riding	C2 figure dated 21/11/03 C6 figure includes only sites over 0.25 and under 0.4 ha	Cannot be back-dated, figure could vary, but it is considered that this figure would not fluctuate significantly A small number of sites will have slipped through
North Lincolnshire	Only draft methodology seen	The methodology should not alter significantly to effect consistency
Doncaster	No issues outstanding	
Rotherham	No breakdown of potential (C5 & C6 by settlement or Greenfield / Brownfield	Further breakdown required to allow settlement comparison
Barnsley	Issue of ranged figures	Minimal impact An average figure has been used
Wakefield	Potential timescale 31/12/02 not 01/04/03	Three months of additional potential makes figures inconsistent with other authorities Minimal impact on over estimate of unidentified potential
Kirklees	No issues outstanding	
Calderdale	No windfall figure included for unidentified sites	A large part of what would traditionally be windfall would be covered by sites identified in the UPS The LPA intention is to add a top up windfall in the next update of their study
Bradford	Potential timescale 01/01/04-to 31/03/16 No UPS, figures are housing information tested through the UDP replacement process	Inconsistent with other authorities potential timescale Nine months completions added to make overall 2001-2016 picture complete For full consistency UPS required
Craven	Potential for double counting through windfall allowances Site Threshold 0.2ha C2 figure subject to further revision	The number of dwelling involved is very small & therefore of minimal impact The different threshold division between the potential reduces consistency with other authorities but does not double count or under estimate potential
York	C2 does not include sites under 1ha/30 dwellings	Potential for additional dwellings in C2
Selby	No adopted Local Plan allocations	Need to be aware of additional proposed allocations
Leeds	No issues outstanding	
Kingston-upon-Hull	No issues outstanding	
North East Lincs	Rough estimate. Study currently being completed	Await completed study (mid summer)

## 8 Beyond 2016

- 8.1 Potential for the 2016-2021 period has been calculated by taking the potential from 2003-2016 for each district and reducing this to an annual figure for the thirteen-year period. This annual figure has been extrapolated to give the potential for the period 2016-2021.

**Table 8.1 Projection of potential to 2016-2021**

Authority	Potential 2003-2016	Annual Potential	Potential 2016-2021
Barnsley	7636	587	2935
Doncaster	6430	495	2475
Rotherham	7843	603	3015
Sheffield	11452	881	4405
Bradford	9972	767	3835
Calderdale	1451	112	560
Kirklees	12769	982	4910
Leeds	27680	2129	10645
Wakefield	4707	362	1810
Craven	1694	130	650
Hambleton	1416	109	545
Harrogate	3485	268	1340
Richmondshire	993	77	385
Ryedale (rough)	2209	170	850
Scarborough	3189	245	1225
Selby	2515	194	970
York	1529	118	590
Kingston-upon-Hull	7831	602	3010
East Riding	4346	334	1670
North Lincolnshire	2538	195	975
NE Lincolnshire	3985	307	1535
<b>Total</b>	<b>125670</b>	<b>9667</b>	<b>48335</b>

**The Total Potential for Yorkshire and Humber for 2016-2021 = 48330**

Sub-Region	Potential 2003-2016	Annual Potential	Potential 2016-2021
South Yorkshire	33361	2566	12830
West Yorkshire	56579	4352	21760
North Yorkshire	17030	1311	6555
Humber	18700	1438	7190
<b>Total</b>	<b>125670</b>	<b>9667</b>	<b>48335</b>



## **Appendices**

- |            |   |
|------------|---|
| Appendix 1 | District level studies of urban potential                         |
| Appendix 2 | Notes on the form of information sought from planning authorities |
| Appendix 3 | Using the information obtained                                    |
| Appendix 4 | Comment on the regional guidance on capacity studies              |



## Appendix 1 District level studies of urban potential

Name	Contact	Completed Final Study?	Progress
Richmondshire	Paul Steele	Yes - BA produced.	Table received
Harrogate	Mary Kidston 01423 556578	Yes – BA produced.	Table received
Sheffield	Simon Vincent	Yes – Old 2002 study and new draft methodology	Table received (Based on new study)
Hambleton	Glen Robinson 01609 767165	Yes – Study received	Table received
Ryedale	Jill Thompson 01653 600666 (Ext 309)	No - Just completing study	Table received (Draft figures)
Scarborough	Steve Wilson 01723 383520	Yes – Preliminary Draft report received	Table received
East Riding	Laura Hancock 01482 391734	Yes – Study received	Table received
North Lincolnshire	Lorraine Gibson 01724 297307	No - Draft method provided. Completion Mid Summer.	Table received
Doncaster	Jane Stimpson 01302 734690	Yes – Study received	Table received
Rotherham	Simon Hartley 01709 823888	Yes – Study received	Table received (No potential breakdown)
Barnsley	Gary Dickson 01226 772614	Yes – Draft study	Table received
Wakefield	Richard Hollinson 01924 306417	Yes – Study received	Table received
Kirklees	Patrick Auterson 01484 221000	Yes – Study received	Table received
Calderdale	John Houston 01422 392206	Yes – Study received	Table received
Bradford	Bill Caulfield 01274 434050	No – Housing information tested through UDP replacement process	Table received
Craven	Ruth Geddes 01756 700600 Matthew Collins	Yes – Study received	Table received
York	Gail Goodale 01904 551317	Yes – Study received	Table received
Selby	Sally Cawthorn 01757 705101	Yes – Study received	Table received
Leeds	John Townsend 0113 247 8000	Yes – Study received	Table received
Kingston-upon-Hull	Roger Gray 01482 612614	Yes – Study received	Table received
North East Lincs	Steve Davidson 01472 324269	No – Completion due mid summer.	Limited information available



## Appendix 2 Notes on the form of information sought from planning authorities (see Table 6.1 in the main text)

A2.1 Table 6.1 identifies the information that needs to be collated for this exercise. The notes set out below are to assist in interpretation, and to guide what is to be done. To emphasise the point made at the outset, the principle in designing the specification, and applying it in collating the information, is to obtain all that is required without omission or duplication. The table and notes are intended to allow each specific requirement to be met by use of the best available information and to avoid double counting sources of housing supply.

### Column 2/Note 1 - Dwellings under construction or with planning permissions

A2.2 Though often identified separately, these categories are combined in this exercise as there is no requirement for separate data. 'Soft commitments' (such as sites with a planning authority resolution to grant consent awaiting s.106) are not identified as a separate category and are **not** to be included in the planning permissions column. The potential for dwellings to come forward represented by sites with this status will appear in the column 5.

### Column 4/Note 2 - Allocations

A2.3 Yield from this source will appear in only one column - 4. 'Allocations' are defined as allocated housing and mixed use sites with housing included, in the adopted local plan/UDP (NOT a deposit version). An allocated site that is the subject of a 'minded to approve' decision by the planning authority, but which awaits a section 106 agreement (a soft commitment) should be included in the table under this column, as an allocation.

A2.4 All peripheral greenfield allocations are to be included in column 4 in the Green (P) category. Any other allocated sites which it is judged will not bring forward the residential development identified can be excluded, but only if this view is supported by a publicly made statement, that is, by a council decision of the planning authority.

### Column 5/Note 3 Estimates of provision from unidentified sources (windfall), large sites

A2.5 The information to complete this section of the table may be derived in different ways, depending upon what is available to the participating local authority. Whatever information and collation techniques are used, each participating local authority should provide details on the way that the information has been put together, identifying the studies or data sets used, and the timescales that information relates to for instance.

A2.6 This information should, where possible, be provided from in-settlement housing potential study undertaken at the local (district or unitary) level and comprise the estimated yields from sites of 0.4+ ha identified and assessed by surveys, and assumed from TUA assessments. These sites may include greenfield sites within settlements if these are identified as acceptable for housing and likely to be developed.

A2.7 If yield is sourced from an urban potential study that has taken a realistic approach to the housing market, and to deliverability, there should be no

reduction in the total yield for the purposes of this exercise, as this realistic approach will have 'discounted' by the exclusion of unrealistic sites.

- A2.8 If the information source is an urban capacity study which has been carried out by identifying all possible sites with little specific investigation of whether and how they will yield further housing, an appropriate discounting rate should have been incorporated in the study or applied before use of the information in this exercise.
- A2.9 In the absence of a district or unitary authority area study, this information should be provided by a projection of the past rate of completion of the yield from large 0.4 + ha sites of still-acceptable types, and related to the different categories of settlements (and out of settlement development) represented in the table. The past completions time series data should be for as long a period as possible, ideally a minimum of 10 years to allow for the peaks and troughs of the housing market. Each district and unitary estimate should be based on the longest period of available information.
- A2.10 The past rates of completion projected forward for the estimates of provision from large and small sites (see note 4) must be 'cleaned' of greenfield sites before the projection is done. This is because, whilst greenfield sites within settlements identified in survey work which are in locational and land use terms suitable for housing are to be included (see above), the projections done from past completion rates should not incorporate any assumption that such sites will continue to be available. Such sites would represent 'easy opportunities' and likely to be the first to be identified and developed by housebuilders.
- A2.11 If the assessment is done by projection of past rates, the annual average past rate of completions should be reduced by 15% to allow for those windfall completions which will arise from permissions already counted in Column 3, before it becomes the figure used for the projection. The figure of 15% is based on a calculation of the average period of time between planning permission and completion for residential development, related to the overall time period of 2003 to 2016.

Column 6/Note 4 Estimates of provision from unidentified sources (windfall), small sites

- A2.12 This information should be provided by a projection of the past rate of completion of the yield from small sites under 0.4 ha related to the different categories of settlements (and out of settlement development) represented in the table. Before use in the projection, the annual average past rate of completions should be reduced by 15% to allow for those windfall completions which will arise from permissions already counted in Column 2. The time series of past completions should be as long as possible, ideally a minimum of 10 years to allow for the peaks and troughs of the housing market.

## **Appendix 3 Using the information obtained**

### **Introduction**

A3.1 This section of the Final Report deals with a matter not specifically required by the Brief for the project, but is provided in this report in comment on how the information derived from the study is intended to be used, and with the benefit of the results.

### **Initial findings from the investigation**

A3.2 Though the Brief was originally concerned with identifying the potential for further housing to come forward within identified settlements in the region, we have collected data on housing completions and commitments too. The main reason for including this request in the specification of data has been to avoid either the double counting or omission of sources of housing potential. There is the further benefit however of providing the YHRA with information that will be needed in making decisions about the provision of housing and its distribution.

A3.3 The signs are that the sum of completions and commitments, and estimates of potential within settlements, amount to something around or possibly greater than the overall provision made in the current RPG. The level of future provision envisaged is not known to this study.

A3.4 This situation has a number of interesting implications, the most significant of which being that if the RSS were to proceed on the policy line that in-settlement capacity were to be used before any provision were contemplated on as-yet unallocated beyond-settlement or greenfield land, the housing distribution would already be determined. By following a brown good, green bad imperative, the RSS would effectively have predetermined the most significant issue it is to address, and arguably the best tool it has to influence change in the region, according to one criterion alone. Some might wonder if this constitutes a spatial strategy which sought to achieve an integrated contribution to a full range of economic, social and environmental objectives.

A3.5 To do so would appear for instance:

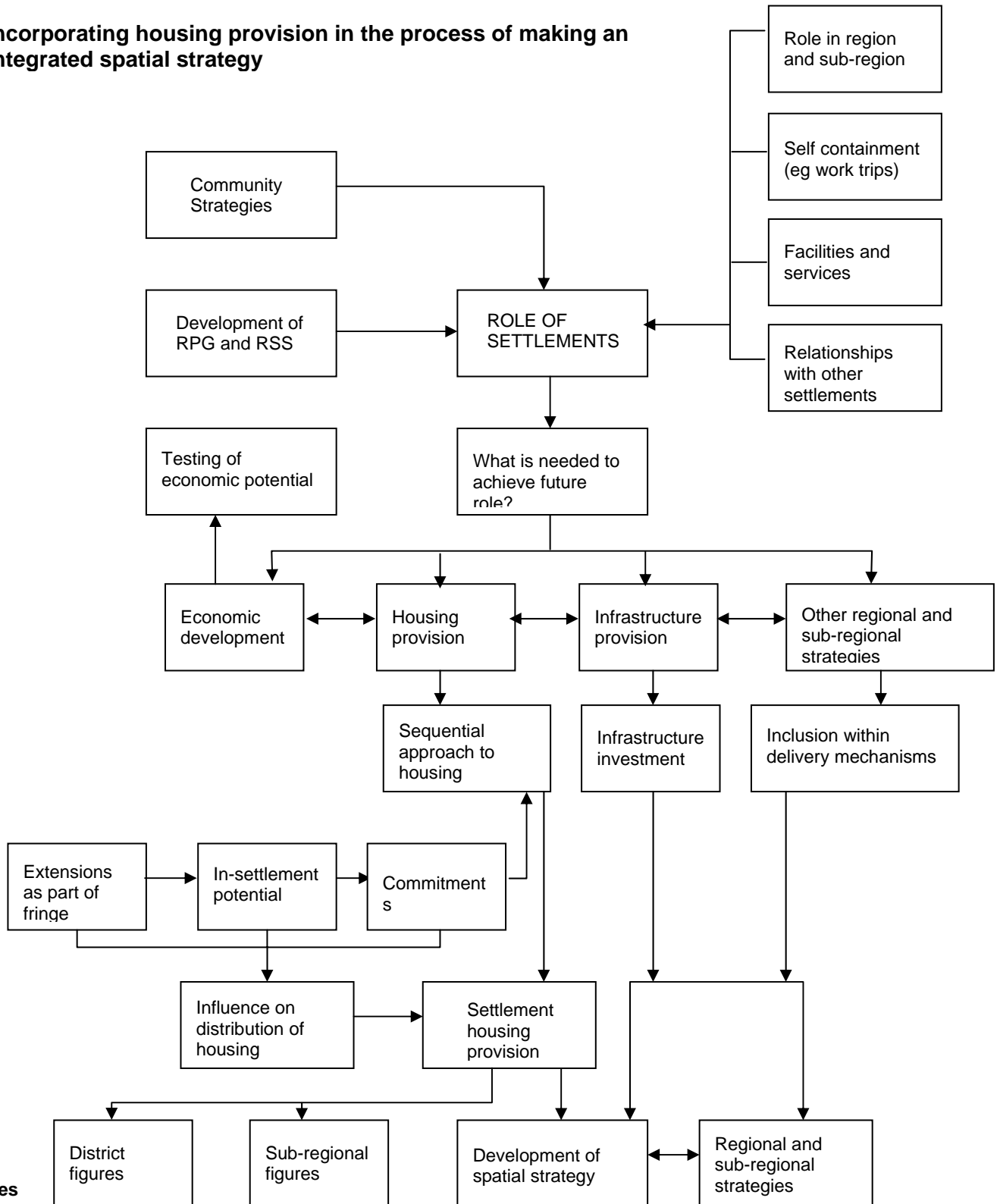
- to direct a great deal of housing to locations where, for whatever reasons, those with choice in the housing market have not chosen to seek houses in the past, a laudable regeneration aim perhaps, though not necessarily one founded in realistic aspiration
- to tend to direct housing to locations where economic potential were relatively weak when part of the regional strategy might need to be to assist in nurturing and accommodating economic development where the potential is strong
- provide little opportunity to address the need for affordable and local needs housing in some parts of the region.

A3.6 These matters are raised by an apparent combination of the intended use of a capacity-dominated distribution methodology and the prospect of a high

supply from in-settlement potential in addition to completions and commitments identified by this study.

- A3.7 Though it is not part of this study to do so, we would note that the information from the study would assist in the preparation of a spatial strategy to achieve overall social, economic and environmental objectives, based on settlements as building blocks, incorporating the use of development as part of the means of achieving desired outcomes, and looking at best ways to make development provision from settlements. The housing element of such a process for preparing the spatial strategy is illustrated in part in the following diagram.

**Incorporating housing provision in the process of making an integrated spatial strategy**



**Notes**

- initial thoughts!
- strand of policy approach for other settlements to add
- diagram focuses on technical steps - the process (partnership, participants, political) has to be added

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## **Appendix 4 Comment on the Regional Guidance on Capacity Studies**

- A4.1 The Regional Assembly has published Regional Good Practice Guide on Urban Potential Studies (in 2002). Some of the studies that have been prepared post date this guidance though even in these the precise way in which the guidance has influenced the studies is difficult to ascertain.
- A4.2 Whilst applauding the endeavour to achieve greater consistency across the region by providing guidance on how studies should be undertaken, (something sought by PPG3: Housing), we have reservations about the content of the guidance in relation to current expectations of good practice. Our concerns about the guidance have already been noted (in the Inception Report for the project, dated 16 March) and include:
- the guidance replicates much of Tapping the Potential rather than drawing upon practical knowledge from undertaking potential studies to provide guidance for use by local authorities
  - the premise that all of the potential in an area can be identified and is best assessed through surveys is misleading, and fails to recognise the nature of some sources and the value of using yield thresholds.
- A4.3 The most significant point about the Guidance however, is that it persists with the notion from 'Tapping the Potential' that studies should identify constrained and unconstrained potential. This is based in a failure to understand how development takes place, invites the belief that something is there that isn't (potentially leading to unsound strategy choices and planning decisions) and wastes time and effort assembling and presenting data that has no meaning or purpose. A clearer process of assessing the potential that is realistic and desirable needs to be set out.
- A4.4 Whilst the guidance is prepared in response to the requirement from PPG3 that RPBs should assist in achieving and monitoring consistency, the guidance does not appear to have had much effect in bringing this aim about. This may have been unrealistic given the timing of the guidance and studies, but our expectation is that it will continue to not do so. The reason for this, is that whatever the contrary arguments for leaving matters to be determined locally, regional consistency will not be achieved without the regional guidance being quite specific and prescriptive about the approach to be followed.
- A4.5 It is noted that the guidance does not address the aggregation of locally investigated potential for regional purposes, though in this omission it is continuing in the context of Tapping the Potential which does not even acknowledge the strategic and regional levels of planning.





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