

Half Year Housing Monitoring Update for Monitoring Year 2019/20¹

Housing Completions – Summary

Between 1st April 2019 and 30th September 2019 there were a total of **328 net housing completions**:

Some of the main developments have been;

- 289 homes (88.1%) were completed on (Use Class C3) housing sites
- 21 homes (6.4%) were a result of off campus privately managed student accommodation schemes at The Coal Yard, 11 Mansfield Street.
- 16 homes (4.9%) resulted from 'prior approval' i.e. sites benefitting from relaxed permitted development rights to allow conversion to residential use,
- Changes of use to existing buildings for residential use and conversions to existing residential properties accounted for 83 (25.3%) of all completions, and
- Development sites including Block F, Hungate where the handover of the first 50 out of 101 apartments took place, Former Terry's Factory site (41), Derwenthorpe (30), conversion of Grove House, Penleys Grove Street (29) and Germany Beck (25) all provided completions over the monitoring period.

Housing Consents – Summary

Net housing consents over the half year monitoring period totalled **120 net additional homes** that represents a potential drop in permissions compared to the significantly higher level of residential approvals experienced over the previous 2 monitoring years. The next six month period will provide a more accurate reflection of market conditions over the full monitoring year.

The main features of the housing approvals during the first six months of the 2019/20 monitoring period were;

- 117 of all net homes consented (97.5%) were granted on traditional (Use Class C3) housing sites.
- 2 net new homes (1.7%) were permitted as a result of relaxed permitted development rights ('prior approvals'), and 3 net new homes (2.5%) were granted through certificates of permitted development/lawful use.
- Consents for 45 net new homes (37.5%) on sites of less than 5 homes were granted. Whilst the most significant approved sites included 22 apartments at the Former Terry's Factory Clock Tower and a further 17 homes were consented for the Former Del Monte site at Skelton during the monitoring period.

¹ Monitoring year runs from 1st April to 31st March each year.

Housing Monitoring Update – October 2019

1 Housing Completions 2019/20

- 1.1 A total of **328 net housing completions**² took place during the first half of the 2019/20 monitoring year³ (see Table 1 below).
- 1.2 This figure is the result of compiling data from a number of sources comprising;-
- Results from 6 monthly site visits to verify the number of housing completions which have been carried out on each consented housing site,
 - Analysis of monthly Building Control completions returns that provide information of both City of York Council and private building inspection records,
 - Regular contact with developers/applicants for each site over 10 dwellings to accurately monitor completions and to estimate the likely level of completions over the term of the build programme, and
 - Monitoring of extant consents, new permissions and inclusion of development through certificates of lawful development previously not included within housing returns

Table 1: Housing Completions 2019-20 (1st April 2019 to 30th September 2019)

| Year | Completions | New Build | Net Conversions | Net Change of Use | Demolitions | Net Dwelling Gain |
|--|-------------|-----------|-----------------|-------------------|-------------|-------------------|
| 1 st April 2019 – 30 th September 2019 | 344 | 250 | 10 | 73 | 5 | 328 |

- 1.3 Table 2, below, highlights the more significant developments that resulted in housing completions on traditional housing sites (Use Class C3) over the six month monitoring period.
- 1.4 Significantly Block F within the Hungate development site demonstrated 50 completions out of a total of 101 homes in September 2019, the remaining 51 homes are due for completion in October/November later this year. 41 homes were completed at the Former Terry's Factory site and 30 more homes were completed at the Derwenthorpe housing development site. Notably the Former Grain Stores, Water Lane Site came to full completion during the monitoring period when 25 additional homes were completed. The Germany Beck housing has experienced significant progress and 25 homes were completed during the 6 month monitoring period, whilst the Grove House conversion, with 29 new

² Net housing completions are calculated as the sum of new build completions, minus demolitions, plus any gains or losses through change of use or conversions to existing properties

³ Each monitoring year starts on 1st April and ends the following year on 31st March

homes, was also fully complete. Along with other developments that fall within this category (see Table 2 below) a total of 289 homes were added to the housing stock.

Table 2: (Use Class C3) Housing Completion Sites

| | Site Name | Net Completions (1 st April 2019 to 30 th Sept 2019) |
|--|--|--|
| 1 st April 2019 – 30 th September 2019 | Pizza Hut Ltd 10 Pavement | 8 |
| | Rowntree Wharf Navigation Road | 9 |
| | Site to R/O 1-9 Beckfield Lane | 11 |
| | Fire Station 18 Clifford Street | 14 |
| | Former Grain Stores Water Lane | 25 |
| | Germany Beck East of Fordlands Road | 25 |
| | Grove House 40-48 Penleys Grove Street | 29 |
| | Land to West of Metcalfe Lane Osbaldwick (Phases III & IV) | 30 |
| | Factory (Terry's) Bishopthorpe Road | 41 |
| | Hungate Development Site (Block F) | 50 |
| Sites providing 5 dwellings or less during the monitoring period | | 47 |
| All Sites | | 289 |

- 1.5 Table 3, below, provides a breakdown of the categories making up the overall housing completions for the 6 month monitoring period. These categories are analysed further and Tables 4 & 5 reference significant individual sites and their associated completion numbers.

Table 3: Components of Housing Completion Sites

| Year | Type of Approval | Number of Sites with Completions | Gross Additional Homes Completed | Net Additional Homes Completed |
|--|--|----------------------------------|----------------------------------|--------------------------------|
| 1 st April 2019 – 30 th September 2019 | Residential (Use Class 3) ⁴ Approval | 46 | 303 | 289 |
| | Sites Granted Certificates of Lawful Use/Development | 2 | 4 | 3 |
| | 'Prior Approval' Sites (see paragraph 1.6 below for details) | 5 | 16 | 16 |
| | Development of Over 55s accommodation/Elderly Homes with limited care ⁵ | 0 | 0 | 0 |
| | Privately Managed Off Campus Student Accommodation | 1 | 21 | 21 |
| | Sites Lost to Housing Through Change of Use | 1 | N/A | -1 |
| 2019/20 | | | 344 | 328 |

- 1.6 By way of background information regulations came into force in May 2013 that increased permitted development and change of use rights in England so that some building work could be undertaken without the need for full planning permission⁶. This was to be a temporary arrangement for 3 years until May 2016. However, in October 2015 the Housing and Planning Minister announced new measures proposed in the Housing and Planning Bill that the then temporary relaxation of permitted development rights allowing for office to residential conversions (ORCs) together with certain retail, financial services and existing agricultural buildings were to become permanent.
- 1.7 Table 4, below, provides details of five sites where completions took place within this category over the six month monitoring period with the largest sites, The Diocese of York, Diocese House, Aviator Court (7) and Unit B, Aviator Court (4) providing a total of 11 new homes.
- 1.8 A total of 16 net completions resulted from this type of development over the monitoring period and continues to provide a steady source of housing supply throughout the city.

⁴ Dwelling houses – for full definition see the Town and Country Planning (Use Classes) Order 1987 (as amended) 25th February 2016. See also the 2017/18 Housing Flows Reconciliation (HFR) form.

⁵ 28 homes were provided on the Former Oliver House, Bishophill for Over 55's accommodation (see Notes for further information)

⁶ subject to prior approval covering flooding, highways and transport issues and contamination

Table 4: Housing Completions Resulting from 'Prior Approval' Sites

| | Site Name | Gross Additional Homes Completed | Net Additional Homes Completed |
|---|---|----------------------------------|--------------------------------|
| 1 st April 2019 – 30 th September 2019 | Sandburn Farm Malton Road Stockton on Forest | 1 | 1 |
| | Unit B Aviator Court | 4 | 4 |
| | Cowslip Hill Brecks Lane Strensall | 1 | 1 |
| | Lloyds 130 Haxby Road | 3 | 3 |
| | The Diocese of York Diocese House Aviator Court | 7 | 7 |
| | | 16 | 16 |

- 1.9 The Coal Yard, 11 Mansfield Street provided 21 new student cluster homes that fell into the privately managed off campus student accommodation development category during the six month monitoring period. (Please see paragraph 1.10 and the note at the end of this update that explains how student accommodation is assessed in terms of housing completions).

Table 5: Completions via Off Campus Privately Managed Student Accommodation Sites

| | Site Name | Gross Additional Homes Completed | Net Additional Homes Completed |
|---|-------------------------------|----------------------------------|--------------------------------|
| 1 st April 2019 – 30 th September 2019 | Coal Yard 11 Mansfield Street | 21 | 21 |
| | | 21 | 21 |

- 1.10 In line with HMCLG dwelling definitions, student accommodation ‘*can be included towards the housing provision in local development plans*’ (see link - <https://www.gov.uk/definitions-of-general-housing-terms> which states that “*purpose-built (separate) homes (eg self-contained flats clustered into units with 4 to 6 bedrooms for students) should be included. Each self-contained unit should be counted as a dwelling*”.
- 1.11 The National Planning Practice Guidance (NPPG) provides further information on how local planning authorities should deal with student housing in their housing supply in the section on housing and economic land availability assessment methodology - Paragraph: 038 Reference ID: 3-038-20140306 (See link – <https://www.gov.uk/guidance/housing-and-economic-land-availability-assessment#methodology--stage-5-final-evidence-base>

which states that “All student accommodation, whether it consists of communal halls of residence or self-contained dwellings, and whether or not it is on campus, can be included towards the housing requirement, based on the amount of accommodation it releases in the housing market. Notwithstanding, local authorities should take steps to avoid double-counting.”

1.12 Each housing site including off campus privately managed student accommodation has been assessed in these terms by CYC in calculating housing capacity and is represented in Table 5 above. This table indicates sites within this category that have provided completions during the first half of the 2019/20 monitoring year.

1.13 Sites granted Certificates of Lawful Use (CLUs), Certificates of Permitted Use (CPU) together with Certificates of Lawful Development (CLDs) accounted for an additional 2 homes within our completions returns for the mid-point of the 2019/20 monitoring year (see Table 6 for details)⁷.

Table 6: Completions through Certificates of Lawful Use and Permitted Use

| | Site Name | Gross Additional Homes Completed | Net Additional Homes Completed |
|--|---------------------|----------------------------------|--------------------------------|
| 1 st April 2019 – 30 th September 2019 | 78 Burnholme Avenue | 4 | 3 |
| | | 4 | 3 |

1.14 By way of context Table 7, below, provides details of net housing completions for the previous 10 full monitoring years.

Table 7: Dwelling completions and Demolitions by Year, 1st April 2009 to 31st March 2019

| Year | Completions | New Build | Net Conversions/ COU | Net Conversions | Net Change of Use | Demolitions | Net Dwelling Gain |
|------------------|-------------|-------------|----------------------|-----------------|-------------------|-------------|-------------------|
| 2009-2010 | 606 | 513 | 64 | -2 | 66 | 70 | 507 |
| 2010-2011 | 571 | 489 | 65 | 9 | 56 | 40 | 514 |
| 2011-2012 | 354 | 279 | 45 | 5 | 40 | 3 | 321 |
| 2012-2013 | 540 | 441 | 70 | 9 | 61 | 29 | 482 |
| 2013-2014 | 374 | 302 | 57 | 3 | 54 | 14 | 345 |
| 2014-2015 | 523 | 378 | 139 | 7 | 132 | 10 | 507 |
| 2015-2016 | 1171 | 908 | 219 | 1 | 218 | 6 | 1121 |
| 2016-2017 | 996 | 420 | 564 | 21 | 543 | 7 | 977 |
| 2017-2018 | 1336 | 1111 | 195 | 12 | 183 | 10 | 1296 |
| 2018-2019 | 481 | 299 | 155 | 18 | 137 | 5 | 449 |
| 2009-2019 | 6952 | 5140 | 1573 | 83 | 1490 | 194 | 6519 |

1.15 Figures reveal that York experienced a mean average⁸ of **651.9** annual completions over the last 10 monitoring years (2009/10 to 2018/19). This

⁷ Please note that the CPU relating to Pheasant Rise resulted in the loss of a dwelling to a holiday let during the monitoring period.

⁸ See note at end of this report that explains the difference between both a mean and median average

compares to a median average of **507** over the same period. For the last 5 years a mean average of **870** additional homes per year have been built (2014/15 to 2018/19), this compares to a median average of **977** for the same time period.

2 Housing Consents 2019/20

2.1 During the first six months of the 2019/20 monitoring year a total of **120 net new homes** were approved within the City of York authority area. Table 7, below, indicates a lower level of housing consents compared to significantly greater levels achieved in more recent years. Being a mid-point in the monitoring year and a number of significant sites awaiting legal agreement/ appeal decisions during the following six month monitoring period will determine the impact on the full monitoring year figures.

Table 7: Housing Consents (1st April 2019 to 30th September 2019)

| Year | Consents (Gross) | Proposed New Build | Proposed Net Conversions | Proposed Net Change of Use | Proposed Demolitions | Potential Net Dwelling Gain |
|--|------------------|--------------------|--------------------------|----------------------------|----------------------|-----------------------------|
| 1 st April 2019 – 30 th September 2019 | 129 | 77 | 8 | 37 | 2 | 120 |

2.2 By far the largest proportion of housing consents making up a total of 120 net additional homes granted approval over the monitoring period were the result of 117 net homes being approved on standard housing (Use Class C3) sites. Table 8 below provides details of the largest contributors within this total including the change of use to The Clock Tower within the former Terry's site to 22 apartments. 17 further homes were granted for the former Del Monte site in Skelton, 12 new homes at the Apartment Block at Tower Way within the former Terry's site gained consent whilst the land to the rear of Mount Vale Drive had approval for 11 net new homes. A further 45 net new homes gained approval on sites with a capacity of below 5 homes.

Table 8: Traditional (Use Class C3) Housing Consents

| | Site Name | Gross Additional Homes Allowed | Net Additional Homes Allowed |
|---|--|--------------------------------|------------------------------|
| 1 st April 2019 – 30 th September 2019 | Z Curry & Sons Ltd Workshop R/O 2 Hawthorn Street | 10 | 10 |
| | The Groundsmans House (No 24) & Land to R/O Mount Vale Drive | 12 | 11 |
| | Proposed Apartment Block Clock Tower Way | 12 | 12 |
| | Former Del Monte Site Skelton Park Trading Estate Shipton Road Skelton | 17 | 17 |
| | The Clock Tower Bishopthorpe Road | 22 | 22 |
| Sites Granted Consent for <5 Homes During first 6 months of 2019/20 | | 50 | 45 |
| All Sites | | 123 | 117 |

2.3 Table 9, below, provides a detailed breakdown of the various categories of housing approval that make up the consented totals, this being a combination of traditional (Use Class 3) residential approvals, sites granted consent through lawful use or lawful development and sites with 'prior approval'. Tables 10 and 11 respectively provide more specific details of the types of site where permission has been granted during the monitoring period.

Table 9: Components of Housing Consents (1st April 2019 to 30th September 2019)

| Year | Type of Approval | Number of Sites Granted Consent for Housing | Gross Additional Homes Consented | Net Additional Homes Consented |
|--|--|---|----------------------------------|--------------------------------|
| 1 st April 2019 – 30 th September 2019 | Residential (Use Class 3) Approval | 41 | 123 | 117 |
| | Sites Granted Certificates of Lawful Use/Development | 2 | 5 | 2 |
| | 'Prior Approval' Sites (see paragraph 1.6 above for details) | 1 | 2 | 2 |
| | Sites with reductions in housing numbers due to amendments to original approval ⁹ | 1 | -1 | -1 |
| 2019/20 | | | 129 | 120 |

2.4 Table 10, below, provides details of permissions through certificates of lawful use and permitted development.

Table 10: Consents Granted Certificates of Lawful Use/Development

| Site Name | | Gross Additional Homes Allowed | Net Additional Homes Allowed |
|--|---------------------|--------------------------------|------------------------------|
| 1 st April 2019 – 30 th September 2019 | 32 Stockton Lane | 1 | -1 |
| | 78 Burnholme Avenue | 4 | 3 |
| | | 5 | 2 |

2.5 A single site was allowed through 'prior approval' via an Office-Residential Conversions (ORCs) at the Bank of Scotland, Nessgate site that increased a previous approval by an additional 2 apartments (see Table 11 below).

⁹ This represents the reduced capacity of the Hudson House, Toft Green site (17/00576/FUL) compared to the previous approval (15/02965/ORC) for 12 fewer residential units.

Table 11: Sites Consented as a Result of 'Prior Approval'

| Site Name | | Gross Additional Homes Allowed | Net Additional Homes Allowed |
|--|-----------------------------|--------------------------------|------------------------------|
| 1 st April 2019 – 30 th September 2019 | Bank of Scotland 6 Nessgate | 2 | 2 |
| | | 2 | 2 |

2.6 In order to provide some context to recent approvals, Table 12 shows that York has experienced a mean average of **754.7** annual housing consents over the last 10 full monitoring years. This compares to a median average of **565.5** annual consents over the same period. For the last 5 years a mean average of **1025** annual consents have been granted (2014 to 2019), this compares to a median average of **1104** for the same time period.

Table 12: Housing Consents Granted Between 1st April 2009 and 31st March 2019

| Year | Gross Housing Permissions | Net Housing Permissions |
|---------------------|---------------------------|-------------------------|
| 2009/2010 | 207 | 182 |
| 2010/2011 | 224 | 198 |
| 2011/2012 | 203 | 174 |
| 2012/2013 | 365 | 337 |
| 2013/2014 | 1556 | 1531 |
| 2014/2015 | 1294 | 1264 |
| 2015/2016 | 710 | 680 |
| 2016/2017 | 487 | 451 |
| 2017/2018 | 1147 | 1104 |
| 2018/2019 | 1658 | 1626 |
| 2009 to 2019 | 7851 | 7547 |

Note Re: Calculation of Student Accommodation Units within the Housing Figures

DCLG produced a "Definition of "General Housing Terms" in November 2012 (see link below) <https://www.gov.uk/definitions-of-general-housing-terms>

which states that "*purpose-built (separate) homes (eg self-contained flats clustered into units with 4 to 6 bedrooms for students) should be included. Each self-contained unit should be counted as a dwelling*".

The NPPG provides guidance covering how local planning authorities should deal with student housing in their housing supply (Paragraph: 038 Reference ID: 3-038-20140306 – see link below) <https://www.gov.uk/guidance/housing-and-economic-land-availability-assessment#methodology--stage-5-final-evidence-base>

which states that "*All student accommodation, whether it consists of communal halls of residence or self-contained dwellings, and whether or not it is on campus, can be included towards the housing requirement, based on the amount of accommodation it releases in the housing market. Notwithstanding, local authorities should take steps to avoid double-counting.*"

Each housing site including off campus privately managed student accommodation has been assessed in these terms by CYC in calculating housing capacity and is represented in the tables above.

For example the Proposed Student Accommodation at Hallfield Road comprises 326 bed spaces in 28 x 1, 2 x 3, 17 x 4, 40 x 5 and 4 x 6 bed cluster units and has been calculated as **91** housing units when the DCLG definition is applied. Whereas, St Josephs Convent, Lawrence Street will include 660 bed spaces in 514 x 1, 1 x 3, 19 x 5 and 8 x 6 bed cluster units which equates to **542** housing units when the DCLG definition is applied.

Note Re: Assisted Living/Over 55's Accommodation

Please refer to Policies H3: balancing the Housing Market and H9: Older Persons Specialist Housing of the emerging Local Plan (Publication Draft February 2018 – Regulation 19 Consultation) that provides the annually assessed need for this type of accommodation which has been evidenced through the SHMA (2016), SHMA Addendum (2016) and SHMA Update (2017). The need for this type of accommodation has been calculated and forms part of our objectively assessed housing need (OAN) and we now monitor completions against this demand figure. The City of York Council SHMA and Addendum (2016) analysis identifies that over the 2012- 2033 period there is an identified need for 84 specialist units of accommodation for older people (generally considered to be sheltered or extra-care housing) per annum. Such provision would normally be within a C3 use class and is part of the objective assessment of housing need

Note Re: Averages used within this document

For clarity;

A mean average results from adding up all the numbers and then dividing by the number of numbers – this is the usual way of displaying an average and takes account of all figures.

The median average is the "middle" value in the list of numbers. To find the median the numbers need to be listed in numerical order from smallest to largest and the mid point is taken. The potential advantage of using a median average is that very large and very small values don't affect it.

Note Re: On Campus Student Accommodation and other Communal Accommodation

Due to time constraints and ongoing collation of evidence, an adjustment to the overall housing figure in accordance with Paragraph 9 of the Housing Delivery Test Rulebook, (whereby on campus student accommodation and other communal accommodation that have two nationally set ratios applied, based on England Census data), has not been included within this report.