

## **Full Year Housing Monitoring Update for Monitoring Year 2018/19<sup>1</sup>**

### **Housing Completions – Summary**

Between 1<sup>st</sup> April 2018 and 31<sup>st</sup> March 2019 there were a total of **449 net housing completions**:

Some of the main developments have been;

- 347 homes (77.3%) were completed on (Use Class C3) housing sites
- 40 homes (8.9%) were a result of off campus privately managed student accommodation schemes at the Former Herbert Todd & Son site in Percy's Lane (38) and Abbeyfields Veterinary Centre, 49 Clarence Street (2).
- 28 homes (6.2%) resulted from 'prior approval' i.e. sites benefitting from relaxed permitted development rights to allow conversion to residential use,
- Changes of use of existing buildings to residential use and conversions to existing residential properties accounted for 155 (34.5%) of all completions, and
- Development sites including Land at Metcalfe Lane (80), the Former Grain Stores, Water Lane (68), the former Oliver House site in Bishophill Senior (34)<sup>2</sup>, and the change of use of offices at Rowtree Wharf (25) all provided notable completions over the monitoring period.

### **Housing Consents – Summary**

Housing consents over the monitoring period totalled **1628 net additional homes** and represent a continuation of a greater level of residential approvals over the last two years following a decline experienced during the 2016/17 monitoring year.

The main features of the consents approved during the full 2018/19 monitoring period were;

- 1569 of all net homes consented (96.4%) were granted on traditional (Use Class C3) housing sites.
- Outline consent for up to 1100 new homes at the Former British Sugar site together with 165 new homes proposed for the Former Lowfield School Site and outline approval for 70 homes on the York St John University Playing Field Site were all approved during the monitoring period for significant future planned housing developments for the City, and
- 40 net new homes (2.5%) were permitted through 'prior approval' as a result of relaxed permitted development rights.

---

<sup>1</sup> Monitoring year runs from 1<sup>st</sup> April to 31<sup>st</sup> March each year.

<sup>2</sup> This is a development for over 55s /assisted living accommodation (C3 Use Class)

## Housing Monitoring Update – May 2019

### 1. Housing Completions 2018/19

1.1. A total of **449 net housing completions**<sup>3</sup> took place during the full 2018/19 monitoring year<sup>4</sup> (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 2018-19 (1<sup>st</sup> April 2018 to 31<sup>st</sup> March 2019)**

Year	Completions	New Build	Net Conversions	Net Change of Use	Demolitions	Net Dwelling Gain
1 <sup>st</sup> April 2018 – 30 <sup>th</sup> September 2018	310	196	3	95	3	291
1 <sup>st</sup> October 2018 – 31 <sup>st</sup> March 2019	171	103	15	42	2	158
<b>2018/2019</b>	<b>481</b>	<b>299</b>	<b>18</b>	<b>137</b>	<b>5</b>	<b>449</b>

1.3. Table 2, below, highlights the more significant developments that resulted in housing completions on traditional housing sites (Use Class C3) over the full monitoring period.

1.4. Notably the Land at Metcalfe Lane provided a total of 80 new homes over the full monitoring year, whilst the Former Grain Stores, Water Lane

<sup>3</sup> 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

<sup>4</sup> Each monitoring year starts on 1<sup>st</sup> April and ends the following year on 31<sup>st</sup> March

Site (68) and the change of use of offices at Rowntree Wharf - Phases I & II (25) all provided notable completions within the monitoring period.

**Table 2: (Use Class C3) Housing Completion Sites**

Site Name	Net Completions (1 <sup>st</sup> April 2018 to 30 <sup>th</sup> Sept 2018)	Net Completions (1 <sup>st</sup> October 2018 to 31 <sup>st</sup> March 2019)	Net Completions (2018/19)
Land to West of Metcalfe Lane Osbaldwick (Phases 3 & 4)	25	55	80
Former Grain Stores Water Lane	68	0	68
Rowntree Wharf Navigation Road (Phases 1 & 2)	17	8	25
Former Londons 31a Hawthorne Grove	10	0	10
128 Acomb Road	10	0	10
Newington Hotel 147 Mount Vale	6	1	7
Melbourne Hotel 6 Cemetery Road	6	0	6
Sites providing 5 dwellings or less during the monitoring period	54	87	141
<b>All Sites</b>	<b>196</b>	<b>151</b>	<b>347</b>

1.5. Table 3, below, provides a breakdown of the categories making up the overall housing completions for the full 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 <sup>st</sup> April 2018 – 30 <sup>th</sup> September 2018	Residential (Use Class 3) <sup>5</sup> Approval	48	214	196
	Sites Granted Certificates of Lawful Use/Development	0	0	0
	'Prior Approval' Sites (see paragraph 1.6 below for details)	4	28	27
	Development of Over 55s accommodation/Elderly Homes with limited care <sup>6</sup>	1	28	28
	Privately Managed Off Campus Student Accommodation	2	40	40
1 <sup>st</sup> October 2018 – 31 <sup>st</sup> March 2019	Residential (Use Class 3) Approval	57	164	151
	Sites Granted Certificates of Lawful Use/Development	0	0	0
	'Prior Approval' Sites (see paragraph 1.6 below for details)	1	1	1
	Development of Over 55s accommodation/Elderly Homes with limited care	1	6	6
	Privately Managed Off Campus Student Accommodation	0	0	0
<b>2018/19</b>			<b>481</b>	<b>449</b>

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 permission<sup>7</sup>. 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

<sup>5</sup> Dwelling houses – for full definition see the Town and Country Planning (Use Classes) Order 1987 (as amended) 25th February 2016. See also the 2018/19 Housing Flows Reconciliation (HFR) form.

<sup>6</sup> 34 homes were provided on the Former Oliver House, Bishophill for Over 55's accommodation during the full year (28 in the first half year, 4 during the second) (see Notes towards the end of this update for further information)

<sup>7</sup> subject to prior approval covering flooding, highways and transport issues and contamination

conversions (ORCs) together with certain retail, financial services and existing agricultural buildings were to become permanent.

- 1.7. Table 4, below, provides details of the five sites where completions took place within the 'prior approval' category during the full monitoring period with the largest site, Stonebow House, The Stonebow providing 13 new homes.
- 1.8. A total of 28 net completions resulted from this type of development over the twelve month period. This is a lower level of completions when compared to the more recent historic supply from this source. However, we still anticipate a considerable future supply of homes from this category of development as construction concludes on a number of significant sites throughout the city with Ryedale House (79) and Shepherd Engineering Services, Mill Mount (21) being just two such schemes under construction.

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

	Site Name	Gross Additional Homes Completed	Net Additional Homes Completed
1 <sup>st</sup> April 2018 – 30 <sup>th</sup> September 2018	Stonebow House The Stonebow	13	13
	The Diocese of York Diocese House Aviator Court	10	10
	British Red Cross 5-6 Marsden Park	4	4
	Osbalwick News 175 Osbalwick Lane <sup>8</sup>	1	0
1 <sup>st</sup> October 2018 – 31 <sup>st</sup> March 2019	Sandburn Farm Malton Road Stockton on Forest	1	1
		<b>29</b>	<b>28</b>

- 1.9. Two privately managed off campus student accommodation developments were completed during the first six months of the monitoring year. These comprised the developments at the Former Herbert Todd & Son site in Percy's Lane and Abbeyfield Veterinary Centre, 49 Clarence Street that provided a total of 40 net additional student units. (Please see paragraph 1.11 and the note at the end of this update that explains how student accommodation is assessed in terms of housing completions).
- 1.10. Whilst no completions took place within this category within the last six months it is normal practice that developer's aim for completion prior to the start of the academic year. We anticipate that developments of student cluster flats at the Coal Yard, 11 Mansfield Street (21) and The Fleeting Arms, 54 Gillygate (18) sites will be completed within the next six months.

<sup>8</sup> Please note this site involved the change of use of a shop and home into a single dwelling, therefore, no net gain of housing took place.

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

	Site Name	Gross Additional Homes Completed	Net Additional Homes Completed
1 <sup>st</sup> April 2018 – 30 <sup>th</sup> September 2018	Herbert Todd & Son Percys Lane	38	38
	Abbeyfield Veterinary Centre 49 Clarence Street	2	2
1 <sup>st</sup> October 2018 – 31 <sup>st</sup> March 2019	None completed during monitoring period	0	0
		<b>40</b>	<b>40</b>

1.11. 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*”.

1.12. 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.*”

1.13. 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 2018/19 monitoring year.

1.14. We have in previous updates included sites granted Certificates of Lawful Use (CLUs) together with Certificates of Lawful Development (CLDs) within our completions returns at the point of consent when they add or decrease to the net housing supply during the monitoring period. However, during the monitoring period no such consents were granted.

1.15. By way of context Table 6, below, provides details of net housing completions for the previous 10 monitoring years.

**Table 6: Dwelling completions and Demolitions by Year, 1<sup>st</sup> April 2009 to 31<sup>st</sup> 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
<b>2009-2019</b>	<b>6952</b>	<b>5140</b>	<b>1573</b>	<b>83</b>	<b>1490</b>	<b>194</b>	<b>6519</b>

1.16. Figures reveal that York experienced a mean average<sup>9</sup> of **651.9** annual completions over the last 10 monitoring years (2009/10 to 2018/19). This 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 2018/19

2.1. During the full 2018/19 monitoring year a total of **1,626 net new homes** were approved within the City of York authority area. Table 7, below, reveals that the current residential approval rate is healthy, reflecting a confident housing market that should translate into good levels of housing completions over the coming years.

**Table 7: Housing Consents (1<sup>st</sup> April 2018 to 31<sup>st</sup> March 2019)**

Year	Consents (Gross)	Proposed New Build	Proposed Net Conversions	Proposed Net Change of Use	Proposed Demolitions	Potential Net Dwelling Gain
1 <sup>st</sup> April 2018 – 30 <sup>th</sup> September 2018	1458	1386	8	54	1	1447
1 <sup>st</sup> October 2018 – 31 <sup>st</sup> March 2019	200	114	2	69	6	179
<b>2018-2019</b>	<b>1658</b>	<b>1500</b>	<b>10</b>	<b>123</b>	<b>7</b>	<b>1626</b>

2.2. By far the largest proportion of housing schemes granted approval over the monitoring period were the result of 1557 net homes being approved on standard housing sites (Use Class C3). Table 8 below provides details of the largest contributors within this total including the outline

<sup>9</sup> See note at end of this report that explains the difference between both a mean and median average

consent for up to 1,100 homes at the Former British Sugar Corporation Site off Plantation Drive. A further 165 additional homes were granted consent at the Former Lowfield School Site off Dijon Avenue, whilst outline consent was also granted at the York St John University Playing Fields Site off Windmill Lane for 70 new homes. The most significant approval within the last six months was for 32 new homes at Quickslide Windows in Layerthorpe.

**Table 8: Traditional (Use Class C3) Housing Consents**

	<b>Site Name</b>	<b>Gross Additional Homes Allowed</b>	<b>Net Additional Homes Allowed</b>
1 <sup>st</sup> April 2018 – 30 <sup>th</sup> September 2018	British Sugar Corporation Ltd Plantation Drive	1100	1100
	Former Lowfield School Dijon Avenue	165	165
	York St John University Playing Fields Windmill Lane	70	70
	Resource & Day Care Centre 126 Acomb Road	10	10
	Simons Auto Services 17 Mansfield Street	10	10
	79 Fulford Road	9	7
	Sites Granted Consent for 5 or less Homes	69	61
	Reductions Resulting from Amended Applications	-9	-9
1 <sup>st</sup> October 2018 – 31 <sup>st</sup> March 2019	Quickslide Windows Direct 1 Redeness Street	32	32
	Thomas Dick Ltd Hallfield Road	14	14
	Acomb Bowling Club Front Street	10	10
	Rowntree Wharf Navigation Road	9	9
	Old Vic Guest House 2 Wenlock Terrace	8	8
	York Post Office Employees Social Club 26 Marygate	7	7
	Richardson & Co Ltd 1 Peckitt Street	6	6
	Sites Granted Consent for 5 or less Homes	<b>81</b>	<b>60</b>
Reductions Resulting from Amended Applications	<b>-3</b>	<b>-3</b>	
		<b>1588</b>	<b>1557</b>

2.3. Table 9, below, provides a detailed breakdown of the various categories of housing approvals 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, sites with 'prior approval', together with schemes providing off campus privately managed student accommodation and also development of Over 55's Accommodation/Homes with Limited care. 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 (1<sup>st</sup> April 2018 to 31<sup>st</sup> March 2019)**

Year	Type of Approval	Number of Sites Granted Consent for Housing	Gross Additional Homes Consented	Net Additional Homes Consented
1 <sup>st</sup> April 2018 – 30 <sup>th</sup> September 2018	Residential (Use Class 3) Approval	48	1433	1423
	Sites Granted Certificates of Lawful Use/Development	0	0	0
	'Prior Approval' Sites (see paragraph 1.6 above for details)	5	30	29
	Privately managed off campus student accommodation	1	4	4
	Sites with reductions in housing numbers due to amendments to original approval <sup>10</sup>	3	-9	-9
1 <sup>st</sup> October 2018 – 31 <sup>st</sup> March 2019	Residential (Use Class 3) Approval	60	167	146
	Sites Granted Certificates of Lawful Use/Development	0	0	0
	'Prior Approval' Sites (see paragraph 1.6 above for details)	3	11	11
	Privately managed off campus student accommodation	1	19	19
	Development of Over 55's accommodation/Homes with limited care	2	12	12
	Sites with reductions in housing numbers due to amendments to original approval <sup>11</sup>	2	-9	-9
<b>2018/19</b>			<b>1658</b>	<b>1626</b>

2.4. Table 10, below, provides details of the privately managed off campus student accommodation schemes approved during the monitoring period. In the first half of 2018/19 the Coal Yard Site, 11 Mansfield Street was increased in capacity from the originally consented scheme by a

<sup>10</sup> This represents the reduced capacity of the Garage Court Site, Newbury Avenue (-4), Grove House, 40-48 Penley's Grove Street (-3) and St Joseph Convent, Lawrence Street (-2) compared to earlier approvals.

<sup>11</sup> This represents the reduced capacity of the Coal Yard, 11 Mansfield Street (-6) and 8 Wenlock Terrace (-3) compared to earlier approvals.

total of 4 additional units and York Dance Works in Layethorpe gained consent for 19 cluster units. During the second half of the monitoring year the Coal Yard site was then reduced by 6 cluster units from the original approval, this is reflected in the table below.

**Table 10: Consents Granted for Off Campus Privately Managed Student Accommodation Sites**

Site Name		Gross Additional Homes Allowed	Net Additional Homes Allowed
1 <sup>st</sup> April 2018 – 30 <sup>th</sup> September 2018	Coal Yard 11 Mansfield Street	4	4
1 <sup>st</sup> October 2018 – 31 <sup>st</sup> March 2019	York Dance Works 11 Redeness Street	19	19
	Reductions Resulting from Amended Applications	-6	-6
		<b>17</b>	<b>17</b>

2.5. On a total of eight sites benefitting from 'prior approval' through Office-Residential Conversions (ORCs), Agricultural Buildings to Residential (ABC) and Retail or Financial to Residential (RFPRES) a further 40 net additional homes have been allowed (see Table 11 below).

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

Site Name		Gross Additional Homes Allowed	Net Additional Homes Allowed
1 <sup>st</sup> April 2018 – 30 <sup>th</sup> September 2018	Shepherd Engineering Services Mill Mount	21	21
	Unit B Aviator Court	4	4
	Lloyds 130 Haxby Road	3	3
	Capricorn His 'n Hers Salon 32 Eastholme Drive	1	1
	Osballdwick News 175 Osballdwick Lane	1	0
1 <sup>st</sup> October 2018 – 31 <sup>st</sup> March 2019	Macmillan Cancer Relief Hamilton House 3 Fawcett Street	9	9
	Showroom Vehicle Lettering 77 Gillygate	1	1
	Cowslip Hill Brecks Lane Strensall	1	1
		<b>41</b>	<b>40</b>

2.6. During the second half of the monitoring year two consents for 12 homes were granted for retirement homes/over 55's living accommodation, full details of which can be found in Table 12 below.

**Table 12: Sites Consented for Over 55's Accommodation/Homes with Limited Care**

Site Name		Gross Additional Homes Allowed	Net Additional Homes Allowed
1 <sup>st</sup> April 2018 – 30 <sup>th</sup> September 2018	None Approved During Monitoring Period	0	0
1 <sup>st</sup> October 2018 – 31 <sup>st</sup> March 2019	Land to SE of Ryedale Caravan Site Green Lane Clifton	8	8
	Hazelwood Guest House 24-25 Portland Street	4	4
		<b>12</b>	<b>12</b>

2.7. In order to provide some context to recent approvals, Table 13, 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 13: Housing Consents Granted Between 1<sup>st</sup> April 2008 and 31<sup>st</sup> March 2018**

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
<b>2009 to 2019</b>	<b>7851</b>	<b>7547</b>

**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 comprised 326 bed spaces in 28 x 1, 2 x 3, 17 x 4, 40 x 5 and 4 x 6 bed cluster units and was calculated as **91** housing units when the DCLG definition was applied. Whereas, St Josephs Convent, Lawrence Street included 660 bed spaces in 514 x 1, 1 x 3, 19 x 5 and 8 x 6 bed cluster units which equated to **542** housing units when the DCLG definition was 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.