

## **Half Year Housing Monitoring Update for Monitoring Year 2017/18<sup>1</sup>**

### **Housing Completions – Summary**

Between 1<sup>st</sup> April 2017 and 30<sup>th</sup> September 2017 there were a total of **1036 net completions**:

Some of the main developments have been;

- 637 homes (61.5%) were a result of off campus privately managed student accommodation schemes that include St Josephs Convent, Lawrence Street (526), St Lawrence WMC, 29-33 Lawrence Street (108) and 2-14 George Hudson Street (3).
- 371 homes (35.8%) were completed on traditional (Use Class C3) housing sites
- 28 homes (2.7%) were from 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 101 (9.7%) of all completions, and
- Development sites including Hungate (Phase II) (195), Former Terry's Factory site (53), Former Grain Stores Water Lane (43), and Windy Ridge/Brecks Lane, Huntington (13) all contributed much needed new housing stock over the monitoring period.

### **Housing Consents – Summary**

Net housing consents over the same half year period totalled **928 net additional homes** and represent a return to higher level of residential approvals following a decline experienced during the 2016/17 monitoring year. The next six month period will reveal if this upward trend is to continue for the full 2017/18 return.

The main features of the consents approved during the first six months of the 2017/18 monitoring period were;

- 864 of all net homes consented (91.9%) were granted on traditional (Use Class C3) housing sites.
- 73 net new homes (7.8%) were permitted as a result of relaxed permitted development rights, and
- A further consent at the Hungate Development Site (Blocks D, F, G & H) increased the site capacity (328), whilst The Cocoa Works Haxby Road (258) and York Barbican, Paragon Street (187) were all approved during the monitoring period for significant future planned housing developments for the City.

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

## Housing Monitoring Update – October 2017

### 1. Housing Completions 2017/18

- 1.1. A total of **1036 net housing completions**<sup>2</sup> took place during the first half of the 2017/18 monitoring year<sup>3</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 2017-18 (1<sup>st</sup> April 2017 to 30<sup>th</sup> September 2017)**

Year	Completions	New Build	Net Conversions	Net Change of Use	Demolitions	Net Dwelling Gain
1 <sup>st</sup> April 2017 – 30 <sup>th</sup> September 2017	1066	943	5	96	8	1036

- 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. Notably Phase II of the Hungate Development Site provided a total of 195 completions, whilst the Terry's Former Factory Site (53) and Former Grain Stores, Water Lane (40) all provided healthy completion numbers within the monitoring period.

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<sup>2</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>3</sup> Each monitoring year starts on 1<sup>st</sup> April and ends the following year on 31<sup>st</sup> March

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

Site Name	Net Completions (1 <sup>st</sup> April 2017 to 30 <sup>th</sup> Sept 2017)
279 Huntington Road	6
Land to East of 51-57 Fenwick Street	8
Land Adj to & R/O Windy Ridge & Brecks Lane Huntington	13
Former Grain Stores Water Lane	43
Terrys Former Factory Bishopthorpe Road	53
Hungate Development Site Phase II	195
Sites providing 5 dwellings or less during the year	53
<b>All Sites</b>	<b>371</b>

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 <sup>st</sup> April 2017 – 30 <sup>th</sup> September 2017	Residential (Use Class 3) <sup>4</sup> Approval	57	398	371
	Sites Granted Certificates of Lawful Use/Development	0	0	0
	Sites Benefiting from the Relaxation of Permitted Development Rights	7	29	28
	Privately Managed Off Campus Student Accommodation	3	639	637
<b>2017/18</b>			<b>1066</b>	<b>1036</b>

1.6. By way of background information regulations came into force on 30th May 2013 that increased permitted development and change of use rights in England so that some building work could be undertaken without the need to apply for full planning permission<sup>5</sup>. This was to be a temporary arrangement for 3 years until 30th May 2016. However, on 13<sup>th</sup> 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.

<sup>4</sup> Dwelling houses – for full definition see the Town and Country Planning (Use Classes) Order 1987 (as amended) 30<sup>th</sup> May 2013

<sup>5</sup> subject to prior approval covering flooding, highways and transport issues and contamination

- 1.7. Table 4, below, provides details of the seven sites where completions took place within this category during the six month monitoring period with the largest site, Merchant Chambers 44-46 Fossgate providing an additional 16 new homes.
- 1.8. A total of 28 net completions resulted from this type of development over the six month period. This is a low level of completions when compared to the previous supply from this source. However, there are several large schemes with extant consent that are under construction that may well boost this total before the end of the full monitoring year.

**Table 4: Housing Completions Resulting from Relaxed Permitted Development Rights**

	Site Name	Gross Additional Homes Completed	Net Additional Homes Completed
1 <sup>st</sup> April 2017 – 30 <sup>th</sup> September 2017	Merchant Chambers 44-46 Fossgate	16	16
	Partners in Training Ltd 4 Marsden Park	2	2
	9 Marsden Park	2	2
	York Associates St Christopher House		
	George Cayley Drive	6	6
	Cockerill & Sons 107 Millfield Lane	1	1
	Shipton Road Stores 218 Shipton Road	1	0
	Ryethorpe Grange Stockton Lane	1	1
		<b>29</b>	<b>28</b>

- 1.9. Significantly three privately managed off campus student accommodation developments were completed during the six month monitoring period. These comprised the developments at St Josephs' Convent Lawrence Street, St Lawrence WMC and 2-14 George Hudson Street that provided a total of 637 net additional student units. (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 <sup>st</sup> April 2017 – 30 <sup>th</sup> September 2017	2-14 George Hudson Street (Rathmell Hall) - retrospective	3	3
	St Lawrence WMC 29-33 Lawrence Street	110	108
	St Josephs Convent of Poor Clare Collentines Lawrence Street	526	526
		<b>639</b>	<b>637</b>

- 1.10. In line with DCLG 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 2017/18 monitoring year.

1.13. 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.

1.14. 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 2007 to 31<sup>st</sup> March 2017**

Year	Completions	New Build	Net Conversions / COU	Net Conversions	Net Change of Use	Demolitions	Net Dwelling Gain
2007-2008	557	442	87	19	68	6	523
2008-2009	502	391	73	23	50	13	451
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
<b>2007-2017</b>	<b>6194</b>	<b>4563</b>	<b>1383</b>	<b>95</b>	<b>1288</b>	<b>198</b>	<b>5748</b>

1.15. Figures reveal that York experienced a mean average<sup>6</sup> of **574.8** annual completions over the last 10 monitoring years (2007 to 2017). This compares to a median average of **507** over the same period. For the last 5 years a mean average of **686.4** additional homes per year have been built (2012 to 2017), this compares to a median average of **507** for the same time period.

## 2. Housing Consents 2017/18

2.1. During the period 2013/14 to 2016/17, the previous four full monitoring years, York has experienced a total of 3,926 net residential consents, with an average of 981.5 consents per annum over that period. However, for the last full monitoring year (1<sup>st</sup> April 2016 to 31<sup>st</sup> March 2017) a sharp drop in consents was experienced when only 451 net additional homes were granted approval.

2.2. Table 7, below, shows that York has experienced a mean average of **698** annual consents granted over the last 10 full monitoring years (2007 to 2017). This compares to a median average of **492.5** annual consents over the same period. For the last 5 years a mean average of **852.6** annual consents have been granted (2012 to 2017), this compares to a median average of **680** for the same time period.

**Table 7: Housing Consents Granted Between 1<sup>st</sup> April 2007 and 31<sup>st</sup> March 2017**

Year	Gross Housing Permissions	Net Housing Permissions
2007/2008	1700	1629
2008/2009	665	534
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
<b>2007 to 2017</b>	<b>7411</b>	<b>6980</b>

2.3. Table 8, below, reveals that for the first six months of the 2017/18 monitoring period residential approval levels appear to be returning to those associated with the more buoyant market conditions prior to last year. With a total of 928 net additional homes gaining consent this reflects a more confident housing market with reason to believe that maintained high levels of completions can continue into future years.

<sup>6</sup> See note at end of this report that explains the difference between both a mean and median average

**Table 8: Housing Consents (1<sup>st</sup> April 2017 to 30<sup>th</sup> September 2017)**

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 2017 – 30 <sup>th</sup> September 2017	956	556	13	369	10	928

2.4. By far the largest proportion of housing consents making up a total of 928 net additional homes granted approval over the monitoring period were the result of 864 net homes being approved on traditional Use Class C3 sites. Table 9 below provides details of the largest contributors within this total with approvals for an increase to the Hungate Development Site capacity (328), The Cocoa Works, Haxby Road (258) and York Barbican, Paragon Street (187) accounting for the major part of the overall approvals in this category.

**Table 9: Traditional (Use Class C3) Housing Consents**

	Site Name	Gross Additional Homes Allowed	Net Additional Homes Allowed
1 <sup>st</sup> April 2017 – 30 <sup>th</sup> September 2017	61a Gale Lane	7	6
	Pizza Hut Ltd 10 Pavement	8	8
	Buildmark House George Cayley Drive	8	8
	Garden Lying to R/O 79-85 Stockton Lane	9	9
	Former Saxon House 71-73 Fulford Road	10	10
	York Barbican Paragon Street	187	187
	The Cocoa Works Haxby Road	258	258
	Hungate Development Site (Blocks D, F, G & H)	328	328
	Sites Granted Consent for <5 Homes During 2017/18	77	50
		<b>892</b>	<b>864</b>

2.5. Table 10, 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, sites allowed through relaxed permitted development rights, together with schemes providing off campus privately managed student accommodation. Tables 11 and 12 respectively provide more specific details of the types of site where permission has been granted during the monitoring period.

**Table 10: Components of Housing Consents (1<sup>st</sup> April 2017 to 30<sup>th</sup> September 2017)**

Year	Type of Approval	Number of Sites Granted Consent for Housing	Gross Additional Homes Consented	Net Additional Homes Consented
1 <sup>st</sup> April 2017 – 30 <sup>th</sup> September 2017	Residential (Use Class 3) Approval	53	892	864
	Sites Granted Certificates of Lawful Use/Development	0	0	0
	Sites benefiting from the relaxation of permitted development rights	4	73	73
	Privately managed off campus student accommodation	1	3	3
	Sites with reductions in housing numbers due to amendments to original approval <sup>7</sup>	1	-12	-12
<b>2017/18</b>		<b>59</b>	<b>956</b>	<b>928</b>

2.6. Table 11, below, provides details of the privately managed off campus student accommodation scheme approved during the monitoring period at 2-14 George Hudson Street site that increases the previously approved scheme by a total of 3 additional units.

2.7. Compared to previous updates this is a particularly low total of consents for this category of housing supply. However, when reference is made to the completions of this type of housing over the same period it would appear that this part of the housing market is still providing significant amounts of new homes and analysis over the next six month period will reveal if this trend is to continue.

**Table 11: Consents Granted for Off Campus Privately Managed Student Accommodation Sites**

Site Name	Gross Additional Homes Allowed	Net Additional Homes Allowed
2-14 George Hudson Street (Rathmell Hall)	3	3
	<b>3</b>	<b>3</b>

<sup>7</sup> 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.



2.8. On a total of four sites allowed through the relaxation of permitted development rights via Office-Residential Conversions (ORCs), Agricultural Buildings to Residential (ABC) and Retail or Financial to Residential (RFPRES) a further 73 net additional homes have been allowed (see Table 12 below).

**Table 12: Sites Consented as a Result of Relaxed Permitted Development Rights**

Site Name		Gross Additional Homes Allowed	Net Additional Homes Allowed
1 <sup>st</sup> April 2017 – 30 <sup>th</sup> September 2017	Guildford Construction Ltd 10 Roland Court Huntington	2	2
	British Red Cross 5-6 Marsden Park	4	4
	Arabesque House Monks Cross Drive Huntington	56	56
	Smiths Gore 48 Bootham	11	11
		<b>73</b>	<b>73</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 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: 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.