

Housing Monitoring Update for Monitoring Year 2016/17¹

Housing Completions – Summary

Between 1st April 2016 and 31st March 2017 there were a total of **977 net completions**:

Some of the main features of the completions records for 2016/17 were;

- 571 homes (58.4%) were completed on traditional (use Class C3) housing sites
- 152 homes (15.6%) were a result of off campus privately managed student accommodation schemes,
- 252 homes (25.8%) 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 564 (57.7%) of all completions, by far the greatest total for at least 20 years, and
- Development sites including Former Terry's Factory site (174), Derwenthorpe (76), Our Lady's RC School (55) Former Grain Stores Water Lane (50), and Windy Ridge/Brecks Lane, Huntington (40) all contributed much needed new housing stock over the monitoring period.

Housing Consents – Summary

Net housing consents over the same period totalled **451 net additional homes**. This total represents a marked decrease in residential approvals compared to those experienced during the previous three full monitoring years. However, housing consents are still higher compared to those achieved during the recessionary period preceding 2013/14

The main features of the consents approved during the full 2016/17 monitoring period were;

- 243 of all net homes consented (53.8%) were granted on traditional (Use Class C3) housing sites.
- 73 off campus privately managed student accommodation units (16%) were consented, and
- A further 177 net new homes (39.2%) were permitted a result of relaxed permitted development rights.

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

Housing Monitoring Update – May 2017

1. Housing Completions 2016/17

1.1. A total of **977 net housing completions**² took place during the full 2016/17 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 2016-17 (1st April 2016 to 31st March 2017)

Year	Completions	New Build	Net Conversions	Net Change of Use	Demolitions	Net Dwelling Gain
1 st April 2016 – 30 th September 2016	641	285	7	343	6	629
1 st October 2016 – 31 st March 2017	355	135	14	200	1	348
2016-2017	996	420	21	543	7	977

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 Former Terry's Factory Site provided a total of 174 completions, whilst 76 new homes were delivered at the Derwenthorpe (Metcalf Lane) site and all 55 homes at Our Lady's RC School, Windsor

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

Drive were completed during the last 12 months. Further notable completions were experienced at the Windy Ridge/Brecks Lane, Huntington (50), Former Grain Stores, Water Lane (40) and 1-9 St Leonards Place (34) sites within the monitoring period.

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

Site Name	Net Completions (1 st April 2016 to 30 th Sept 2016)	Net Completions (1 st October 2016 to 31 st March 2017)	Net Completions 2016/17
Holgate WMC 6 New Lane	6	0	6
The Malt House Lower Darnborough Street	0	6	6
Land to South of 26 Pottery Lane	0	6	6
Olgas Guest House 12 Wenlock Terrace	0	7	7
Former Terrys Factory Bishopthorpe Road Phase II	0	11	11
Shepherd Group Social Club 131 Holgate Road	0	12	12
1-9 St Leonards Place	0	31	31
Former Terrys Factory Bishopthorpe Road Phase I	15	16	31
Land West of Metcalfe Lane Osbaldwick (Phase II)	34	0	34
Former Grain Stores Water Lane	7	33	40
Land West of Metcalfe Lane Osbaldwick (Phase III & IV)	32	10	42
Land Adj to & R/O Windy Ridge & Brecks Lane Huntington	30	20	50
Our Ladys RC School Windsor Drive	40	15	55
Terrys Former Factory Bishopthorpe Road (Phase III)	41	91	132
Sites providing 5 dwellings or less during the year	56	52	108
All Sites	261	310	571

- 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 & 6 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 2016 – 30 th September 2016	Residential (Use Class 3) ⁴ Approval	50	273	261
	Sites Granted Certificates of Lawful Use/Development	2	2	2
	Sites Benefiting from the Relaxation of Permitted Development Rights	7	214	214
	Privately Managed Off Campus Student Accommodation	2	152	152
1 st October 2016 – 31 st March 2017	Residential (Use Class 3) ⁵ Approval	50	316	310
	Sites Granted Certificates of Lawful Use/Development	0	0	0
	Sites Benefiting from the Relaxation of Permitted Development Rights	5	39	38
	Privately Managed Off Campus Student Accommodation	0	0	0
2016/17			996	977

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 permission⁶. This was to be a temporary arrangement for 3 years until 30th May 2016. However, on 13th October 2015 Housing and Planning Minister Brandon Lewis 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 the sites where completions took place within this category during the full monitoring period. The most significant site providing homes was the changed use development at United House, Piccadilly that resulted in 119 units. Other significant

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

⁵ Dwelling houses – for full definition see the Town and Country Planning (Use Classes) Order 1987 (as amended) 30th May 2013

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

completions falling into this category included the changes of use to Castle Chambers, 7-13 Clifford Street (25), the William Birch & Sons Ltd former offices in Foss Place, Foss Islands Road (24) together with several office conversions that have taken place within the Clifton Moor area of York.

- 1.8. With a total of 252 net completions resulting from this type of development over the 12 month period, and with the knowledge that further similar developments are in the pipeline (see Table 12) this source of supply would appear to be providing an increasing amount of housing for the York market.

Table 4: Housing Completions Resulting from Relaxed Permitted Development Rights

	Site Name	Gross Additional Homes Completed	Net Additional Homes Completed
1 st April 2016 – 30 th September 2016	Tec House 7 Pioneer Business Park	13	13
	The Childrens Society George House 18 George Street	14	14
	Azlan Ltd Lion House 4 Pioneer Business Park Amy Johnson Way	18	18
	William Birch & Sons Ltd Foss Place Foss Islands Road	24	24
	Castle Chambers 7-13 Clifford Street	25	25
	Crown Prosecution Service United House Piccadilly	119	119
	OS Field 4470 Elvington Lane Dunnington	1	1
1 st October 2016 – 31 st March 2017	Units A & E Aviator Court	18	18
	Ryethorpe Grange Stockton Lane	1	1
	Darlington News 216 Shipton Road	1	0
	J&S Business Services GF Clifton Technology Centre Kettlestring Lane	16	16
	Huntsham Farm Burlands Lane Upper Poppleton	3	3
		253	252

- 1.9. During 2016/17 two privately managed off campus student accommodation developments at Hallfield Road and 2-14 George Hudson Street sites provided a combined total of 152 homes. (Please see paragraphs 1.10 and 1.11 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 2016 – 30 th September 2016	2-14 George Hudson Street	61	61
	Student Accommodation Hallfield Road	91	91
1 st October 2016 – 31 st March 2017	None	0	0
		152	152

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 2016/17 monitoring year.

Table 6: Housing Completed on Sites Granted Certificates of Lawful Use/Development

	Site Name	Gross Additional Homes Completed	Net Additional Homes Completed
1 st April 2016 – 30 th September 2016	The Granary 106 Haxby Road	1	1
	The Coach House 106 Haxby Road	1	1
1 st October 2016 – 31 st March 2017	None	0	0
		2	2

1.13. Certificates of Lawful Use (CLUs) together with Certificates of Lawful Development (CLDs) are included within our completions returns at the point of consent when they add or decrease to the net housing supply during the monitoring period. Checks are carried out to ensure that no double counting takes place.

1.14. Whilst no specific advice is provided within the National Planning Policy Framework (NPPF) or NPPG for the inclusion of additional housing through CLU/CLDs, contact with neighbouring Local Authorities reveals that it is standard practice for net completions from this source to be included within the year consent is granted.

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

Table 7: Dwelling completions and Demolitions by Year, 1st April 2007 to 31st 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
2007-2017	6194	4563	1383	95	1288	198	5748

1.16. Figures reveal that York experienced a mean average⁷ of **574.8** annual completions over the last 10 monitoring years (2007 to 2017). This

⁷ 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 **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 2016/17

2.1. Over the three previous full monitoring years (2013/14 to 2015/16), York has experienced a total of 3,475 net residential consents, with an average of 1158 consents per annum. For the full 2016/17 monitoring year (1st April 2016 to 31st March 2017) a further **451 net additional homes** have been granted approval. (see Table 8 for a breakdown of types of consents granted over this time).

Table 8: Housing Consents (1st April 2016 to 31st March 2017)

Year	Consents (Gross)	Proposed New Build	Proposed Net Conversions	Proposed Net Change of Use	Proposed Demolitions	Potential Net Dwelling Gain
1 st April 2016 – 30 th September 2016	216	121	16	66	-6	197
1 st October 2016 – 31 st March 2017	271	97	8	150	-1	254
2016-2017	487	218	24	216	-7	451

2.2. This total represents a marked decrease in residential approvals compared to those experienced during the previous three full monitoring years. However, housing consents are still notably higher compared to those achieved during the recessionary period preceding 2013/14.

2.3. By far the largest proportion of housing consents making up a total of 451 net additional homes granted approval over the monitoring period were a result of 243 net homes approved on traditional Use Class C3 sites. Whilst Table 9 below provides details of the largest contributors within this total it should be noted that 120 homes (49%) resulted from approval of small sites providing 5 or less homes.

Table 9: Traditional (Use Class C3) Housing Consents

	Site Name	Gross Additional Homes Allowed	Net Additional Homes Allowed
1 st April 2016 – 30 th September 2016	Flat 1 8 Wenlock Terrace	9	4
	Melbourne Hotel 6 Cemetery Road	6	6
	Catering Support Services St Maurices Road	7	7
	Newington Hotel 147 Mount Vale	7	7
	Former Londons 31a Hawthorne Grove	8	8
	Colin Hicks Motors Garage & Yard to R/O 33 Bootham	9	9
	Fire Station 18 Clifford Street	14	14
	Groves Chapel Union Terrace	16	16
	Sites Granted Consent for <5 Homes	72	59
1 st October 2016 – 31 st March 2017	26-30 Swinegate	8	8
	128 Acomb Road	10	10
	Rowntree Wharf Navigation Road	34	34
	Sites Granted Consent for <5 Homes	74	61
		274	243

2.4. Table 10, below, provides a 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, sites providing over 55's accommodation together with schemes providing off campus privately managed student accommodation. Tables 9, 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 (1st April 2016 to 31st March 2017)

Year	Type of Approval	Number of Sites Granted Consent for Housing	Gross Additional Homes Consented	Net Additional Homes Consented
1 st April 2016 – 30 th September 2016	Residential (use Class 3) ⁸ Approval	61	148	130
	Sites Granted Certificates of Lawful Use/Development ⁹	2	2	2
	Sites benefiting from the relaxation of permitted development rights	4	25	24
	Privately managed off campus student accommodation ¹⁰	2	41	41
1 st October 2016 – 31 st March 2017	Residential (use Class 3) Approval	49	126	113
	Sites Granted Certificates of Lawful Use/Development	0	0	0
	Sites benefiting from the relaxation of permitted development rights	10	153	153
	Development of Over 55s accommodation/Elderly Homes with limited care	1	34	34
	Privately managed off campus student accommodation	1	32	32
	Sites with reductions in housing numbers due to amendments to original approval	3	-74	-78
2016/17			487	451

⁸ Dwelling houses – for full definition see the Town and Country Planning (Use Classes) Order 1987 (as amended) 30th May 2013

⁹ See completions section for full details

¹⁰ In line with DCLG dwelling definitions <https://www.gov.uk/definitions-of-general-housing-terms> ‘student accommodation ... can be included towards the housing provision in local development plans’

2.5. Table 11, below, provides details of the privately managed off campus student accommodation schemes approved during the monitoring period. These accounted for 41 of the proposed net additional homes at both the Herbert Todd & Son, Percy Lane site (38) and the increase to original consent at 2-14 George Hudson Street site (3).

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 ¹¹	3	3
Herbert Todd & Son Percy Lane	38	38
	41	41

2.6. On a total of fourteen 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 177 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 st April 2016 – 30 th September 2016	Stonebow House The Stonebow	20
	Darlington News 216 Shipton Road	1
	People Energies Ltd 106 Heworth Green	1
	Unidec Systems Ltd Manor Chambers 26a Marygate	3
1 st October 2016 – 31 st March 2017	Partners in Training Ltd 4 Marsden Park	2
	York Associates St Christopher House George Cayley Drive	6
	9 Marsden Park	2
	Buildmark House George Cayley Drive	16
	Aviva Yorkshire House 2 Rougier Street	24
	Ryedale House 58-60 Piccadilly	73
	Cockerill & Sons 107 Millfield Lane	1
	James House James Street	2
	The Diocese of York Diocese House Aviator Court	25
	Sandburn Farm Malton Road Stockton on Forest	2
	178	177

2.7. By way of context Table 13, below, provides details of housing consents for the previous 10 monitoring years. The figures highlight a decline in consents over the period 2007/08 to 2012/13 monitoring years whilst a significant increase has been experienced over the previous three full monitoring years prior to 2016/17. To a large extent this increase has occurred at a time when off campus student accommodation, which can

¹¹ This represents an increase to the original consent for 58 privately managed off campus student cluster flats.

be counted within the housing supply, has added significantly to consents. This together with a relaxation of the permitted development rules has brought about significant numbers of potential office to residential conversion schemes. Future monitoring years will reveal if this is the start of an upward trend or merely a peak in market trends for this type of accommodation.

Table 13: Housing Consents Granted Between 1st April 2007 and 31st 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
2007 to 2017	7411	6980

2.9. Figures reveal that York experienced a mean average of **698** annual consents granted over the last 10 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.

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.