

## **Half Year Housing Monitoring Update for Monitoring Year 2016/17<sup>1</sup>**

### **Housing Completions – Summary**

Between 1<sup>st</sup> April 2016 and 30<sup>th</sup> September 2016 there were a total of **629 net completions**:

Some of the main developments were;

- 261 homes (41.5%) were completed on traditional (use Class C3) housing sites
- 152 homes (24%) were a result of off campus privately managed student accommodation schemes,
- 214 homes (34%) were from sites benefitting from relaxed permitted development rights to allow conversion to residential use, and
- Development sites including Derwenthorpe (66), Our Lady's RC School (40) and Former Terry's Factory site (56), all contributed much needed new housing stock over the monitoring period.

### **Housing Consents – Summary**

Net housing consents over the same period totalled **197 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 first six months of the 2016/17 monitoring period were;

- 66% of all consents (130 net homes) were granted on traditional (Use Class C3) housing sites.
- Almost 21% of all consents (41 net units) were for privately managed student accommodation units
- A further 12% of all the additional homes consented (24 net units) were a result of relaxed permitted development rights.

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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 2016

### 1. Housing Completions 2016/17

- 1.1. A total of **629 net housing completions**<sup>2</sup> took place during the first half of the 2016/17 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 2015-16 (1<sup>st</sup> April 2015 to 30<sup>th</sup> September 2015)**

Year	Completions	New Build	Net Conversions	Net Change of Use	Demolitions	Net Dwelling Gain
1 <sup>st</sup> April 2016 – 30 <sup>th</sup> September 2016	641	285	7	343	6	629

- 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 period.
- 1.4. Notably the Land West of Metcalfe Lane, Osbaldwick (Phases II, III & IV) provided a total of 66 completions, whilst 40 of the 55 homes at Our Lady's RC School, Windsor Drive and a combined total of 56 new homes were completed at the former Terry's Chocolate Works, Bishopthorpe Road over 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 2016 to 30 <sup>th</sup> Sept 2016)
Holgate WMC 6 New lane	6
Former Grain Stores Water Lane	7
Former Terrys Factory Bishopthorpe Road Phase I	15
Land Adj to & R/O Windy Ridge & Brecks Lane Huntington	30
Land West of Metcalfe Lane Osbaldwick (Phase III & IV)	32
Land West of Metcalfe Lane Osbaldwick (Phase II)	34
Our Ladys RC School Windsor Drive	40
Terrys Former Factory Bishopthorpe Road (Phase III)	41
Sites providing 5 dwellings or less during the year	56
<b>All Sites</b>	<b>261</b>

**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 2016 – 30 <sup>th</sup> September 2016	Residential (Use Class 3) <sup>4</sup> 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
<b>2016/17</b>		<b>61</b>	<b>641</b>	<b>629</b>

1.5. Table 3, above, provides a further 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 below reference significant individual sites and their associated completion numbers.

1.6. By way of background information new 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 Housing and Planning Minister Brandon Lewis announced new measures proposed in the Housing and Planning Bill that the current temporary relaxation of permitted development rights allowing for office to residential conversions (ORCs) together with certain

<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

retail, financial services and existing agricultural buildings will become permanent. Table 4 below provides details of the sites where completions took place during the 6 month monitoring period. The most significant site within this category providing homes was the changed use development at United House, Piccadilly that resulted in 119 units.

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

Site Name	Gross Additional Homes Completed	Net Additional Homes Completed
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
	<b>214</b>	<b>214</b>

- 1.7. Significantly 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 paragraph 1.8 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
2-14 George Hudson Street	61	61
Student Accommodation Hallfield Road	91	91
	<b>152</b>	<b>152</b>

- 1.8. 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*”.
- 1.9. 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.”

1.10. 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 in the first 6 months of 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
The Granary 106 Haxby Road	1	1
The Coach House 106 Haxby Road	1	1
	<b>2</b>	<b>2</b>

1.11. 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.

1.12. 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.

1.13. 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, 1<sup>st</sup> April 2006 to 31<sup>st</sup> March 2016**

Year	Completions	New Build	Net Conversions / COU	Net Conversions	Net Change of Use	Demolitions	Net Dwelling Gain
2006-2007	875	734	110	18	92	46	798
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
<b>2006-2016</b>	<b>6073</b>	<b>4877</b>	<b>929</b>	<b>92</b>	<b>837</b>	<b>237</b>	<b>5569</b>

1.14. Figures reveal that York experienced a mean average of **556.9** annual completions over the last 10 monitoring years (2006 to 2016). This compares to a median average of **507** over the same period. For the last 5 years a mean average of **555** additional homes per year have been built (2011 to 2016), this compares to a median average of **482** 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 first 6 months of the 2016/17 monitoring year (1<sup>st</sup> April 2016 to 30<sup>th</sup> September 2016) a further **197 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 (1<sup>st</sup> April 2016 to 30<sup>th</sup> September 2016)**

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 2016 – 30 <sup>th</sup> September 2016	216	121	16	66	-6	197

- 2.2. Should this current trend continue for the remainder of 2016/17, 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.
- 2.3. As a steady flow of applications is still being received for privately managed student accommodation and office conversions through relaxed permitted development rights along with more traditional housing consents (Use Class C3) it is too early to predict if this relatively low level of consents will continue for the remaining part of monitoring year.
- 2.4. By far the largest proportion of housing consents making up a total of 197 net additional homes granted approval over the monitoring period were a result of 130 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 59 homes (45%) 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
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 During 2016/17	72	59
	<b>148</b>	<b>130</b>

2.5. 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, 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 (1<sup>st</sup> April 2016 to 30<sup>th</sup> September 2016)**

Year	Type of Approval	Number of Sites Granted Consent for Housing	Gross Additional Homes Consented	Net Additional Homes Consented
1 <sup>st</sup> April 2016 – 30 <sup>th</sup> September 2016	Residential (use Class 3) <sup>6</sup> Approval	61	148	130
	Sites Granted Certificates of Lawful Use/Development <sup>7</sup>	2	2	2
	Sites benefiting from the relaxation of permitted development rights	4	25	24
	Privately managed off campus student accommodation <sup>8</sup>	2	41	41
<b>2016/17</b>		<b>69</b>	<b>216</b>	<b>197</b>

<sup>6</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>7</sup> See completions section for full details

<sup>8</sup> 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’

2.6. 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 <sup>9</sup>	3	3
Herbert Todd & Son Percy Lane	38	38
	<b>41</b>	<b>41</b>

2.7. 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 24 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
Stonebow House The Stonebow	20	20
Darlington News 216 Shipton Road	1	0
People Energies Ltd 106 Heworth Green	1	1
Unidec Systems Ltd Manor Chambers 26a Marygate	3	3
	<b>25</b>	<b>24</b>

2.8. 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 last three full monitoring years. To a large extent this increase has occurred at a time when off campus student accommodation, which can 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.

<sup>9</sup> This represents an increase to the original consent for 58 privately managed off campus student cluster flats.



**Table 13: Housing Consents Granted Between 1<sup>st</sup> April 2006 and 31<sup>st</sup> March 2016**

Year	Gross Housing Permissions	Net Housing Permissions
2006/2007	1359	1316
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
<b>2006 to 2016</b>	<b>8283</b>	<b>7845</b>

2.9. Figures reveal that York experienced a mean average of **784.5** annual consents granted over the last 10 monitoring years (2006 to 2016). This compares to a median average of **607** annual consents over the same period. For the last 5 years a mean average of **779.2** annual consents have been granted (2011 to 2016), 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.