

Half Year Housing Monitoring Update for Monitoring Year 2018/19¹

Housing Completions – Summary

Between 1st April 2018 and 30th September 2018 there were a total of **291 net completions**:

Some of the main developments have been;

- 196 homes (67.4%) were completed on (Use Class C3) housing sites
- 40 homes (13.7%) 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).
- 27 homes (9.3%) 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 95 (32.6%) of all completions, and
- Development sites including the Former Grain Stores, Water Lane (68), the former Oliver House site in Bishophill Senior (28)², Land at Metcalfe Lane (25) and the change of use of offices at Rowntree Wharf (17) all provided completions over the monitoring period.

Housing Consents – Summary

Net housing consents over the same half year period totalled **1447 net additional homes** and represent a continued return to higher level of residential approvals over the last eighteen months 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 2018/19 return.

The main features of the consents approved during the first six months of the 2018/19 monitoring period were;

- 1423 of all net homes consented (98.3%) were granted on (Use Class C3) housing sites.
- 29 net new homes (2%) were permitted as a result of relaxed permitted development rights, and
- 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.

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

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

Housing Monitoring Update – October 2018

1. Housing Completions 2018/19

- 1.1. A total of **291 net housing completions**³ took place during the first half of the 2018/19 monitoring year⁴ (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 (1st April 2018 to 30th September 2018)

Year	Completions	New Build	Net Conversions	Net Change of Use	Demolitions	Net Dwelling Gain
1 st April 2018 – 30 th September 2018	310	196	3	95	3	291

- 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 the Former Grain Stores, Water Lane Site provided a total of 68 completions, whilst the redevelopment of the Oliver House site for over 55s/assisted living in Bishophill Senior (28), Land at Metcalfe Lane (25) and the change of use of offices at Rowntree Wharf (17) all provided completions within the monitoring period.

³ 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

⁴ Each monitoring year starts on 1st April and ends the following year on 31st March

Table 2: (Use Class C3) Housing Completion Sites

Site Name	Net Completions (1 st April 2018 to 30 th Sept 2018)
Former Grain Stores Water Lane	68
Land to West of Metcalfe Lane Osbaldwick (Phases 3 & 4)	25
Rowntree Wharf Navigation Road (Phases 1 & 2)	17
Former Londons 31a Hawthorne Grove	10
128 Acomb Road	10
Melbourne Hotel 6 Cemetery Road	6
Newington Hotel 147 Mount Vale	6
Sites providing 5 dwellings or less during the monitoring period	54
All Sites	196

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 2018 – 30 th September 2018	Residential (Use Class 3) ⁵ 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 ⁶	1	28	28
	Privately Managed Off Campus Student Accommodation	2	40	40
2018/19			310	291

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 permission⁷. This was to be a temporary

⁵ 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.

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

⁷ subject to prior approval covering flooding, highways and transport issues and contamination

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 four sites where completions took place within this category over the six month monitoring period with the largest site, Stonebow House, The Stonebow providing 13 new homes.

1.8. A total of 27 net completions resulted from this type of development over the monitoring period. This is a low level of completions when compared to the previous supply from this source. However, we anticipate a considerable supply of homes from this category of development over the next year or two as construction concludes on a number of significant sites throughout the city.

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

	Site Name	Gross Additional Homes Completed	Net Additional Homes Completed
1 st April 2018 – 30 th 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 ⁸	1	0
		28	27

1.9. Two privately managed off campus student accommodation developments were completed during the six month monitoring period. 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 1.10 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 2018 – 30 th September 2018	Herbert Todd & Son Percys Lane	38	38
	Abbeyfield Veterinary Centre 49 Clarence Street	2	2
		40	40

⁸ 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.

- 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 2018/19 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, 1st April 2008 to 31st March 2018

Year	Completions	New Build	Net Conversions/ COU	Net Conversions	Net Change of Use	Demolitions	Net Dwelling Gain
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
2017-2018	1336	1111	195	12	183	10	1296
2008-2018	6973	5232	1491	88	1403	202	6521

1.15. Figures reveal that York experienced a mean average⁹ of **652.1** annual completions over the last 10 monitoring years (2008 to 2018). This compares to a median average of **507** over the same period. For the last 5 years a mean average of **849.2** additional homes per year have been built (2013 to 2018), this compares to a median average of **977** for the same time period.

2. Housing Consents 2018/19

2.1. During the first six months of the 2018/19 monitoring year a total of **1447 net new homes** were approved within the City of York authority area. Table 7, below, reveals that the current residential approval level appears to be healthy and continues to reflect a confident housing market with reason to believe that maintained high levels of completions should continue into future years.

Table 7: Housing Consents (1st April 2018 to 30th September 2018)

Year	Consents (Gross)	Proposed New Build	Proposed Net Conversions	Proposed Net Change of Use	Proposed Demolitions	Potential Net Dwelling Gain
1 st April 2018 – 30 th September 2018	1458	1386	8	54	1	1447

2.4. By far the largest proportion of housing consents making up at total of 1447 net additional homes granted approval over the monitoring period were the result of 1423 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 outline consent for up to 1100 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

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

granted at the York St John University Playing Fields Site off Windmill Lane for 70 new homes.

Table 8: Traditional (Use Class C3) Housing Consents

	Site Name	Gross Additional Homes Allowed	Net Additional Homes Allowed
1 st April 2018 – 30 th 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 Homes During first 6 months of 2018/19	60	52
		1424	1414

2.5. 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, sites with 'prior approval', together with schemes providing off campus privately managed student accommodation. 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 2018 to 30th September 2018)

Year	Type of Approval	Number of Sites Granted Consent for Housing	Gross Additional Homes Consented	Net Additional Homes Consented
1 st April 2018 – 30 th 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 ¹⁰	3	-9	-9
2018/19			1458	1447

¹⁰ 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.

2.6. Table 10, below, provides details of the privately managed off campus student accommodation scheme approved during the monitoring period at the Coal Yard Site, 11 Mansfield Street that increases the previously approved scheme by a total of 4 additional units.

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

Site Name	Gross Additional Homes Allowed	Net Additional Homes Allowed
Coal Yard 11 Mansfield Street	4	4
	4	4

2.7. On a total of five sites benefitting from 'prior approval' via Office-Residential Conversions (ORCs), Agricultural Buildings to Residential (ABC) and Retail or Financial to Residential (RFPRES) a further 29 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 st April 2018 – 30 th September 2018	Shepherd Engineering Services Mill Mount	21
	Unit B Aviator Court	4
	Lloyds 130 Haxby Road	3
	Capricorn His 'n Hers Salon 32 Eastholme Drive	1
	Osbalwick News 175 Osbalwick Lane	1
	30	29

2.8. In order to provide some context to recent approvals, Table 12, shows that York has experienced a mean average of **645.5** annual housing consents over the last 10 full monitoring years. This compares to a median average of **492.5** annual consents over the same period. For the last 5 years a mean average of **1006** annual consents have been granted (2013 to 2018), this compares to a median average of **1104** for the same time period.

Table 12: Housing Consents Granted Between 1st April 2008 and 31st March 2018

Year	Gross Housing Permissions	Net Housing Permissions
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
2017/2018	1147	1104
2008 to 2018	6858	6455

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.