Full Year Housing Monitoring Update for Monitoring Year 2017/18¹

Housing Completions – Summary

Between 1st April 2017 and 31st March 2018 there were a total of **1,296 net housing completions**:

Some of the main elements making up this figure have been;

- 1,111 (85.7%) of all completions were new build
- 637 homes (49.2%) 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).
- 589 homes (45.4%) were completed on traditional (Use Class C3) housing sites
- 68 homes (5.2%) 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 195 (15%) of all completions, and
- Development sites including Hungate (Phase II) (195), Former Terry's Factory site (88), Former Grain Stores Water Lane (82), Land West of Metcalfe Lane (46) and the change of use of offices at Rowntree Wharf Navigation Road (28) all contributed much needed new housing stock over the monitoring period.

Housing Consents – Summary

Net housing consents over the monitoring period totalled **1,104 net additional homes** and represent a return to a higher level of residential approvals following a decline experienced during the 2016/17 monitoring year.

The main features of the approvals in the 2017/18 monitoring period were;

- 932² of all net homes consented (84.4%) were granted on traditional (Use Class C3) housing sites.
- 157 net new homes (14.2%) 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 by 305³ additional homes, whilst The Cocoa Works Haxby Road (258), York Barbican, Paragon Street (187) and Grove House, Penleys Grove Street (32) were all approved during the monitoring period for significant future housing developments.

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

² This total takes account of reductions to previously consented C3 homes following new approvals ³This total has been reduced from 328 units to take account of a reduced capacity of Block G by 23 homes.

Housing Monitoring Update – May 2018

1. Housing Completions 2017/18

- 1.1. A total of **1,296 net housing completions**⁴ took place during the full 2017/18 monitoring year⁵ (see Table 1 below).
- 1.2. This figure is the result of compiling data from a number of sources including;-
 - 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 (1st April 2017 to 31st March 2018)

Year	Completions	New Build	Net Conversions	Net Change of Use	Demolitions	Net Dwelling Gain
1 st April 2017 – 30 th September 2017	1066	943	5	96	8	1036
1 st October 2017 – 31 st March 2018	270	168	7	87	2	260
2017/2018	1336	1111	12	183	10	1296

- 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 Phase II of the Hungate Development Site provided a total of 195 completions, whilst the Terry's Former Factory Site (88), Former Grain Stores, Water Lane (82) and Derwenthorpe (Land West of

⁴ 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

⁵ Each monitoring year starts on 1st April and ends the following year on 31st March

Metcalfe Lane, Osbaldwick) with 46 new homes, all provided healthy completion numbers within the monitoring period.

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

Site Name	Net Completions (1 st April 2017 to 30 th Sept 2017)	Net Completions (1 st October 2017 to 31 st March 2018)	Net Completions 2017/18
1-9 St Leonards Place	0	5	5
279 Huntington Road	6	0	6
Catering Support Services St Maurice's Road	0	7	7
29c Walmgate	0	8	8
Land to East of 51-57 Fenwick Street	8	0	8
Land Adj to & R/O Windy Ridge & Brecks Lane Huntington	13	0	13
Groves Chapel Union Terrace	0	16	16
Rowntree Wharf Navigation Road (Phase I)	0	28	28
Land West of Metcalfe Lane Osbaldwick (Phase 3 & 4)	3	43	46
Former Grain Stores Water Lane	43	39	82
Terrys Former Factory Bishopthorpe Road	53	35	88
Hungate Development Site Phase II	195	0	195
Sites providing 5 dwellings or less during the year	50	37	87
All Sites	371	218	589

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
	Residential (Use Class 3) ⁶ Approval	57	398	371
1 st April 2017 –	Sites Granted Certificates of Lawful Use/Development	0	0	0
30 th September 2017	Sites Benefiting from the Relaxation of Permitted Development Rights	7	29	28
	Privately Managed Off Campus Student Accommodation	3	639	637
	Residential (Use Class 3) Approval	52	227	218
1 St October 2017 – 31 st March 2018	Sites Granted Certificates of Lawful Use/Development	2	2	2
	Sites Benefiting from the Relaxation of Permitted Development Rights	7	41	40
	Privately Managed Off Campus Student Accommodation	0	0	0
2017/18			1336	1296

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 permission⁷. This was to be a temporary arrangement for 3 years until 30th May 2016. However, on 13th 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. This type of development is now often referred to as 'Prior Approval'.

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 $^{^6}$ Dwelling houses – for full definition see the Town and Country Planning (Use Classes) Order 1987 (as amended) 30_{th} May 2013

⁷ 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 full monitoring period with the largest sites, Merchant Chambers 44-46 Fossgate and Buildmark House, George Cayley Drive each providing an additional 16 new homes.
- 1.8. A total of 68 net completions resulted from this type of development over the twelve month period. This is a relatively 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 in future monitoring reports

Table 4: Housing Completions Resulting from Relaxed Permitted Development Rights

	Site Name	Gross Additional Homes Completed	Net Additional Homes Completed
	Merchant Chambers 44-46 Fossgate	16	16
	Partners in Training Ltd 4 Marsden Park	2	2
1 st April 2017	9 Marsden Park	2	2
- 30 th September	York Associates St Christopher House George Cayley Drive	6	6
2017	Cockerill & Sons 107 Millfield Lane	1	1
	Shipton Road Stores 218 Shipton Road	1	0
	Ryethorpe Grange Stockton Lane	1	1
	The Diocese of York Diocese House Aviator Court	8	8
	First York 45 Tanner Row	13	13
1 st October	Buildmark House George Cayley Drive	16	16
2017 – 31 st	Cow Slip Farm Lords Moor Lane Strensall	1	1
March 2018	Ryethorpe Grange Stockton Lane	1	1
	Hagg House Farm Westwood Lane Askham Bryan	1	1
	Hair Station 10 Railway View	1	0
		70	68

1.9. Significantly three privately managed off campus student accommodation developments were completed during the first 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). No completions were experienced within this category during the second half year period.

<u>Table 5: Completions via Off Campus Privately Managed Student Accommodation</u> Sites

	Site Name	Gross Additional Homes Completed	Net Additional Homes Completed
1 st April 2017	2-14 George Hudson Street (Rathmell Hall) - retrospective	3	3
- 30 th September	St Lawrence WMC 29-33 Lawrence Street	110	108
2017	St Josephs Convent of Poor Clare Collentines Lawrence Street	526	526
1 st October 2017 – 31 st March 2018	None	0	0
		639	637

- 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 full 2017/18 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 2017 - 30 th September 2017	None	0	0
1 st October 2017 – 31 st	16 New Forge Court Haxby	1	1
March 2018	The Annex 20 Asquith Avenue	1	1
		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 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

1.16. Figures reveal that York experienced a mean average⁸ 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** over the same time period.

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⁸ See note at end of this report that explains the difference between both a mean and median average

2. Housing Consents 2017/18

- 2.1. Following a dip in net housing consents over the last two monitoring years compared to both 2013/14 (1531) and 2014/15 (1264) York experienced **1,104 net housing consents** for the full 2017/18 monitoring period. This figure reflects the more favourable housing market conditions being experienced and is reflected by both this and the completions resulting over the twelve months period.
- 2.2. This figure could have been greater but for a series of applications that reduced down previously consented schemes. These included reductions of approved schemes at;
 - The Land Registry, James House, James Street now approved for a homeless hostel that cannot be included within these figures as it will provide temporary accommodation. This resulted in a loss of 60 approved homes that appeared in previous reports.
 - Hungate development site was corrected to a reduced capacity of Block G by 23 homes compared to previously reported figures
 - The latest proposal for Hudson House reduced the capacity of the previously approved scheme by a total of 12 flats, and
 - The Coal Yard, Mansfield Street had further approval that reduced capacity by 9 student units compared to an earlier approved scheme

Overall capacities of previously approved schemes were reduced down by 104 units. This reduction is taken into account in the overall reported consents for this monitoring period.

2.3. Table 7, below, shows that York has experienced a mean average of **645.5** annual consents granted over the last 10 full monitoring years (2008 to 2018). This compares to a median average of **492.5** annual consents over the same period. For the last 5 years a mean average of **1,006** annual consents have been granted (2013 to 2018), this compares to a median average of **1,104** for the same time period.

Table 7: 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

2.4. Table 8, below, reveals that for the full 2017/18 monitoring period residential approval levels appear to have experienced an uplift compared to lower levels achieved during the last two full monitoring periods. With a total of 1,104 net additional homes gaining consent this may well indicate a more confident housing market with reason to believe that maintained high levels of completions can continue into future years.

Table 8: Housing Consents (1st April 2017 to 31st March 2018)

Year	Consents (Gross)	Proposed New Build	Proposed Net Conversions	Proposed Net Change of Use	Proposed Demolitions	Potential Net Dwelling Gain
1 st April 2017 – 30 th September 2017	956	556	13	369	10	928
1 st October 2017 – 31 st March 2018	191	44	14	123	5	176
2017-2018	1147	600	27	492	15	1104

2.4. By far the largest proportion of housing consents making up at total of 1,104 net additional homes granted approval over the monitoring period were the result of 932 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)⁹, The Cocoa Works, Haxby Road (258), York Barbican, Paragon Street (187) and Grove House, Penleys

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⁹ This total was later reduced to 305 following amendments to Block G reducing capacity by 23 units

Grove Street (32) 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
	61a Gale Lane	7	6
	Pizza Hut Ltd 10 Pavement	8	8
	Buildmark House George Cayley Drive	8	8
1 st April	Garden Lying to R/O 79-85 Stockton Lane	9	9
$2017 - 30^{th}$	Former Saxon House 71-73 Fulford Road	10	10
September	York Barbican Paragon Street	187	187
2017	The Cocoa Works Haxby Road	258	258
	Hungate Development Site (Blocks D, F, G & H)	328	328
	Sites Granted Consent for 5 or less Homes	77	50
	Reductions Resulting from Amended Applications	-12 ¹⁰	-12
	Alma House 15 Alma Terrace	7	6
	Land to West of Block D Aviator Court	6	6
	Rear of 25 Bootham	8	8
1 St Octobor	Proposed Hotel 46-50 Piccadilly (Residential Part of Scheme)	8	8
1 st October 2017 – 31 st	The Falcon Tap 94 Micklegate	11	10
March 2018	Fiesta Latina 14 Clifford Street	10	10
March 2016	26 Tadcaster Road Dringhouses	11	11
	Rowntree Wharf Navigation Road	14	14
	Grove House 40-48 Penleys Grove Street	32	32
	Sites Granted Consent for 5 or less Homes	68	58
	Reductions Resulting from Amended Applications	-83	-83
		972	932

2.5. Table 10, below, provides a detailed breakdown of the various categories 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.

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 $^{^{10}}$ This represents the reduced total units at Hudson House following further approval

Table 10: Components of Housing Consents (1st April 2017 to 31st March 2018)

Year	Type of Approval	Number of Sites Granted Consent for Housing	Gross Additional Homes Consented	Net Additional Homes Consented
	Residential (Use Class 3) Approval	53	892	864
	Sites Granted Certificates of Lawful Use/Development	0	0	0
1 st April 2017 – 30 th September 2017	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 ¹¹	1	-12	-12
	Residential (Use Class 3) Approval	47	175	163
	Sites Granted Certificates of Lawful Use/Development	2	2	2
1 st October 2017 – 31 st March 2018	Sites benefiting from the relaxation of permitted development rights	7	85	84
	Privately managed off campus student accommodation	2	20	19
	Sites with reductions in housing numbers due to amendments to original approval ¹²	3	-92	-92
2017/18			1146	1104

2.6. Table 11, below, provides details of the privately managed off campus student accommodation schemes approved during the monitoring period

¹¹ 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.

¹² This total includes the reduced capacities at Land Registry, James Street (-60) Hungate (-23) and

Coal Yard Mansfield Street (-9) as a result of changes to original consents/re-assessment of capacities.

and include the 2-14 George Hudson Street site that increases the previously approved scheme by a total of 3 additional units, The Fleeting Arms in Gillygate (17) and Abbeyfield Veterinary Centre, Clarence Street (2). These gains are offset somewhat with the reduction of the previously approved scheme at The Coal Yard, Mansfield Street by a reduction of 9 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.

<u>Table 11: Consents Granted for Off Campus Privately Managed Student</u>
Accommodation Sites

	Site Name	Gross Additional Homes Allowed	Net Additional Homes Allowed
1 st April 2017 – 30 th September 2017	2-14 George Hudson Street (Rathmell Hall)	3	3
et -	The Fleeting Arms 54 Gillygate	18	17
1 st October 2017 – 31 st March 2018	Abbeyfield Veterinary Centre 49 Clarence Street	2	2
	Reductions Resulting from Amended Applications	-9	-9
		14	13

2.8. On a total of eleven sites allowed through the relaxation of permitted development rights (Prior Approval Sites) via Office-Residential Conversions (ORCs), Agricultural Buildings to Residential (ABC) and Retail or Financial to Residential (RFPRES) a further 157 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 2017 - 30 th 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
1 st October 2017 – 31 st March 2018	Environment Agency Coverdale House Aviator Court	29	29
	Hair Station 10 Railway View	1	0
	Bank of Scotland 6 Nessgate	16	16
	23 Piccadilly	24	24
	YH Training Services Ltd York House 15 Clifford Street	4	4
	Environment Agency Coverdale House Aviator Court	5	5
	Ryedale House 58-60 Piccadilly ¹³	6	6
		158	157

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)

 $\frac{https://www.gov.uk/guidance/housing-and-economic-land-availability-assessment\#methodology--stage-5-final-evidence-base}{}$

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,

¹³ This relates to an increase in total units compared to the previous consent (16/02022/ORC)

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.