

Housing Monitoring Update for Monitoring Year 2015/16¹

Housing Completions - Summary

Between 1st April 2015 and 31st March 2016 there were **1121 net housing completions**:

Some of the main developments were:

- 579 homes (52%) were a result of off campus privately managed student accommodation schemes;
- 114 homes (10%) were from sites benefitting from relaxed permitted development rights to allow conversion to residential use; and
- Development sites including Derwenthorpe (100 homes), Sessions Former Print Works (18 homes) Beckfield Lane Depot (18 homes), Burnholme Social Club (22 homes), Fox & Hounds, Copmanthorpe (28 homes), and the first homes at Windy Ridge/Brecks lane Site Huntington (24 homes) all contributed much needed new housing stock over the monitoring period.

Housing Consents - Summary

Net housing consents over the same period totalled **680 additional homes**. This represents a decline compared to the two previous monitoring years. However, during both 2013/14 and 2014/15 a large amount of homes were consented as a result of sites benefitting from relaxed permitted development rights together with high levels of sites approved for off campus privately managed student accommodation schemes (see previous housing monitoring updates).

The main features of the consents approved in 2015/16 were;

- Almost a quarter (24%) of approvals were for off campus student privately managed accommodation schemes with 166 units approved; and
- A further 17 sites were approved through relaxed permitted development rights. Making up 35% of all approvals (241 net additional homes)

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

Housing Monitoring Update – June 2016

1. Housing Completions 2015/16

1.1. A total of **1121 net housing completions**¹ took place during the 2015/16 monitoring year² (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 (1st April 2015 to 31st March 2016)

1 st April 2015 – 30 th September 2015	806	721	3	58	5	777
1 st October 2015 – 31 st March 2016	365	187	-2	160	1	344

1.3. A significant feature of the housing provision during 2015/16 was that more than half (51.65%) of completions were brought about as a result of privately managed off campus student housing developments. Two privately managed off campus student accommodation developments at the Former Citroen Garage 32 Lawrence Street and Yorkshire Evening Press 76-86 Walmgate sites provided a combined total of 579 dwellings. (Please see paragraph 1.9. and the note at the end of this update that

¹ 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

² Each monitoring year starts on 1st April and ends the following year on 31st March

explains how student accommodation is assessed in terms of housing completions).

- 1.4. A further 114 homes were completed on sites brought about through relaxed permitted development rights (see Table 4 and paragraph 1.8 for full details). These sites accounted for 10.17% of all completions during the year.
- 1.5. Two development sites at Terry's Former Factory Site and Our Lady's RC School previously anticipated for this monitoring year. In the case of the Terry's Factory Site 26 dwellings were completed over the monitoring year. The Our Lady's RC School site, which stalled as a result of both utilities and development company insolvency issues, is now anticipated to deliver all the planned 55 new homes during the 2016/17 monitoring year.
- 1.6. Table 2 below highlights the more significant developments that resulted in housing completions over the twelve month period. Notably the Land West of Metcalfe Lane, Osbaldwick (Phases II, III & IV) provided a total of 100 completions, whilst Sessions Former Print Works and the Former Civic Amenity Site Beckfield Lane (18 each), Burnholme Social Club (22) Fox and Hounds 39 Top Lane Copmanthorpe (28)³ and the first homes at the Windy Ridge/Brecks Lane Huntington Site (24) all provided much needed additional housing stock over the monitoring period.

³ This development comprises retirement apartments for over 60's that are advertised on the open market as individual homes and as such fall within the C3 (Residential) Use Class category.

Table 2: Breakdown of Housing Completion Sites

2 Pioneer Business Park Amy Johnson Way	0	6	6
C&K Hunter 1 Link Avenue	0	6	6
1-9 Front Street Acomb	0	7	7
Heworth Auto Point Mill Lane	8	0	8
Hollycroft 20 Wenlock Terrace	8	0	8
Proposed Development of Apartments at Hewley Avenue	0	8	8
Elliot's Hotel 2 Sycamore Place	9	0	9
Land Lying to South of Centurion Way Tribune Way	0	9	9
British Heart Foundation 34 Piccadilly	10	0	10
Hilary House 16 St Saviours Place	11	0	11
Blue Bridge Hotel 39 Fishergate	0	11	11
Pack of Cards 164 Lindsay Avenue	0	14	14
Hunter House 57 Goodramgate	0	14	14
First Floor Matmer House Hull Road	0	15	15
Sessions of York Huntington Road	18	0	18
Former Civic Amenity Site Beckfield Lane	18	0	18
Premier Global Xpedite Systems Ltd 3 Pioneer Business Park Amy Johnson Way	0	19	19
Burnholme Social Club Burnholme Drive	13	9	22
Land Adj to & R/O Windy Ridge & Brecks Lane Huntington	0	24	24
Former Terrys Factory Bishopthorpe Road Phase I	0	26	26
Fox and Hounds 39 Top Lane Copmanthorpe	27	1	28
Land to West of Metcalfe Lane Osbaldwick (Phase 2)	6	43	49
Holgate Villa 22 Holgate Road	0	50	50
Land to West of Metcalfe Lane Osbaldwick (Phase 3 & 4)	20	31	51
Former Citroen Garage 32 Lawrence Street	218	0	218
Yorkshire Evening Press 76-86 Walmgate	361	0	361

Table 3: Components of Housing Completion Sites

1 st April 2015 – 30 th September 2015	Residential (Use Class 3) ⁴ Approval	53	202	183
	Sites Granted Certificates of Lawful Use/Development	2	7	4
	Sites Benefiting from the Relaxation of Permitted Development Rights	4	18	18
	Privately Managed Off Campus Student Accommodation	2	579	579
	Sites Lost to Housing Through Change of Use	7	N/A	-7

- 1.7. For a further breakdown of sites making up the totals within Table 3, see Tables 4, 5 & 6 below that reference significant individual sites and their associated completion numbers.

Permitted Development Rights

- 1.8. 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 permission⁵. This was initially intended to be a temporary arrangement lasting for 3 years until 30th May 2016. However, on 13th October 2015 Housing and Planning Minister Brandon Lewis announced

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

⁵ subject to prior approval covering flooding, highways and transport issues and contamination

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 should become permanent.

- 1.9. The Government recently confirmed that permitted development rights to convert offices to homes is to be made permanent from 6 April 2016 along with proposals to extend similar relaxed planning restrictions applying to light industrial unit conversions to residential use. Table 4 above provided details of the sites where completions took place during the 12 month monitoring period.

Table 4: Housing Completions Resulting from Relaxed Permitted Development Rights

Medhob Ltd 70 The Mount	1	1
Hilary House 16 St Saviours Place	11	11
Minster Alarms 1 st Floor Suncliffe House 157 New Lane Huntington	1	1
50 York Road Acomb	5	5
2 Pioneer Business Park Amy Johnson Way	6	6
Premier Global Xpedite Systems Ltd 3 Pioneer Business Park Amy Johnson Way	19	19
Holgate Villa 22 Holgate Road	50	50
NHA Financial Management 1st Floor 12 Tadcaster Road Dringhouses	2	2
Endevour House George Cayley Drive	4	4
First Floor Matmer House Hull Road	15	15

Student Accommodation

- 1.10. In line with DCLG dwelling definitions student accommodation ‘*can be included towards the housing provision in local development plans*’ (see link below)

<https://www.gov.uk/guidance/housing-statistics-and-england-housing-survey-glossary/a-to-z>

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. 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 2015/16 monitoring year.

Table 5: Completions via Off Campus Privately Managed Student Accommodation Sites

Yorkshire Evening Press 76-86 Walmgate	361	361
Former Citroen Garage 32 Lawrence Street	218	218

Certificates of Lawful Use (CLU) and Certificates of Lawful Development (CLDS)

- 1.12. 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.
- 1.13. Whilst no specific advice is provided within the 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.

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

1 Park Grove	3	2
60 Clarence Street	4	2
18 Scott Street	2	1
17 Park Crescent	2	1

Historic Dwelling Completions 2006 to 2016

1.14. Table 7, below, provides details of net housing completions carried out during the previous 10 monitoring years.

Table 7: Dwelling completions and Demolitions by Year, 1st April 2006 to 31st March 2016

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

1.15. York has a mean average of **557** 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 2015/16

2.1. **680 net additional homes** were approved during the 2015/16 monitoring year.

2.2. This total represents an increase in consents granted compared to the levels experienced during previous years affected by more adverse market conditions. However, the level is lower than the previous two years which were greatly influenced by the number of office to residential conversions granted through the relaxation of permitted development rights and a significant number of purpose built student accommodation schemes granted approval. Table 8, below, provides a breakdown of all consents granted for the full 2015/16 monitoring year, whilst Tables 9, 10 and 11 analyse the component parts of the types of housing granted consent further.

Table 8: Housing Consents (1st April 2015 to 30th September 2015)

1 st April 2015 – 30 th September 2015	Residential (use Class 3) ⁶ Approval	55	205	185
	Sites benefiting from the relaxation of permitted development rights	9	45	45
	Privately managed off campus student accommodation ⁷	1	58	58
1 st October 2015 – 31 st March 2016	Residential (use Class 3) Approval	51	151	143
	Sites benefiting from the relaxation of permitted development rights	8	196	196
	Privately managed off campus student accommodation	1	110	108

2.3. Privately managed off campus student accommodation has accounted for 166 of the proposed net additional homes at the 2-14 George Hudson Street and St Lawrence WMC sites (see Table 9 below). This type of approval made up just over 24% of all consents granted in 2015/16.

Table 9: Consent of Off Campus Privately Managed Student Accommodation Sites

2-14 George Hudson Street	58	58
St Lawrence WMC 29-33 Lawrence Street	110	108

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

⁷ In line with DCLG dwelling definitions <https://www.gov.uk/guidance/housing-statistics-and-england-housing-survey-glossary/a-to-z>

‘student accommodation ... can be included towards the housing provision in local development plans’

- 2.4. On a total of seventeen 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 241 net additional homes have been allowed (see Table 10 below) making up over 35% of all approvals.
- 2.5. The remaining 328 net additional homes consented are a result of approvals on 106 Use Class C3 sites.

Table 10: Sites Consented as a Result of Relaxed Permitted Development Rights

Beau & Joli Ltd 1st & 2nd Floors 43 York Road Acomb (RFPRES)	1	1
Hagg House Farm Westwood Lane Askham Bryan (ABC)	1	1
OS Field 4470 Elvington Lane Dunnington (ABC)	1	1
The Barn Dauby Lane Elvington (ABC)	1	1
QA Research Brackenhill 29 St George Place (ORC)	1	1
Crown Prosecution Service United House Piccadilly (ORC)	3	3
Ryethorpe Grange Stockton Lane (ABC)	3	3
Huntsham Farm Burlands Lane Upper Poppleton (ABC)	3	3
TEC House 7 Pioneer Business Park (ORC)	12	12
The Childrens Society George House 18 George Street (ORC)	14	14
J&S Business Services Ground Floor Clifton Technology Centre Kettlestring Lane (ORC)	15	15
Azlan Ltd Lion House 4 Pioneer Business Park Amy Johnson Way(ORC)	18	18
Units A & E Aviator Court (ORC)	20	20
William Birch & Sons Ltd Foss Place Foss Islands Road (ORC)	24	24
Hudson House Toft Green (ORC)	24	24
Aviva Yorkshire House 2 Rougier Street (ORC)	42	42
Land Registry James House James Street (ORC)	58	58

Table 11: Breakdown of Housing Consents

17 No. Office-Residential Conversions/Sites resulting from relaxed permitted development rights	241	241
The Malt House Lower Darnborough Street	6	6
1-9 Front Street Acomb	7	7
Site to R/O 1-9 Beckfield Lane	9	9
Former Grain Stores Water Lane	18	18
2-14 George Hudson Street	58	58
Del Monte Skelton Park Trading Estate Skelton	60	60
Terrys Former Factory Bishopthorpe Road	92	92
St Lawrence WMC 29-33 Lawrence Street	110	108
3 No. Sites with reductions in housing numbers due to amendment to original approval	-55	-55

- 2.6. Table 11, above, provides a breakdown of the larger sites approved over the twelve month monitoring period. Other than student housing

approvals and sites benefitting from relaxed permitted development rights, that have already been highlighted in Tables 9 and 10, the most significant approved sites were;

- Terry's Former Factory Site (92) – representing the increase in the proposed housing numbers compared to the original outline consent
- Del Monte Former factory Site, Skelton (60), and
- Former Grain Stores, Water Lane (18) – representing the increase in the proposed housing numbers compared to the original outline consent

2.7. By way of context Table 12, 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 was experienced over the following two 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 currently being experienced 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.

2.8. Overall net additional homes decreased by 55 as a direct result of reductions to previously consented schemes. The following sites comprising these reductions; Public Toilets, Tanner Row (-3) Aviva Roman House (-49) both superseded due to the application to extend The Grand Hotel, and First York Tanner Row (-3) which had a reduced approved scheme during the monitoring year compared to a previously consented scheme.

Table 12: Housing Consents⁸ Granted Between 1st April 2006 and 31st March 2016

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

⁸ To avoid double counting Reserved Matters Consents are excluded from these figures, unless they vary, either positively or negatively, from the original Outline Consent.

2.9. Figures reveal that York experienced a mean average of **785** 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 **797** annual consents have been granted (2011 to 2016), this compares to a median average of **972** 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/guidance/housing-statistics-and-england-housing-survey-glossary/a-to-z>

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*".

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.