

Stockton-on-Tees
BOROUGH COUNCIL

Student Accommodation

Stockton-on-Tees Local Development Framework

2008

Index

1.0	Introduction
2.0	Issues
3.0	Educational Establishments
4.0	Student Concentrations
5.0	Potential Issues Caused by Student Housing
6.0	Council Evidence
7.0	Private Sector
8.0	Other Local Planning Authorities
9.0	Appeals
10.0	Conclusions
11.0	Policy Recommendations

Tables

Table 1	Full Time Undergraduate Students 2007/ 08 (Durham University)
Table 2	Post graduate and Part Time Students 2007/ 08 (Durham University)
Table 3	First Year Undergraduate Intake from past five years (Durham University)
Table 4	Private Sector Rooms from University Accommodation Office (Durham University)
Table 5	2001 Census Data: Student Concentrations
Table 6	2008 Student Council Tax Exemptions

Appendices

Appendix 1	List of student accommodation planning applications in Stockton-on-Tees Borough
Appendix 2	Other Local Planning Authority Policies

1.0 Introduction

- 1.1 Queen's Campus which is part of Durham University is located on Teesdale Business Park in the Mandale Victoria Ward south of the river Tees from Stockton Town Centre. Two colleges are located here; John Snow and George Stephenson, and around 2,000 full time students are currently enrolled here. Fourteen other colleges are located in Durham City.
- 1.2 Other education establishments are present in the Borough such as Stockton Riverside College; the University of Teesside is also based in the neighbouring town of Middlesbrough. These organisations may also generate need for student accommodation.
- 1.3 At present Stockton-on-Tees Borough Council does not have any planning policies to guide officers when dealing with planning applications for student accommodation. The Local Plan contains no specific targets or precise allocations for this particular use and previous applications for student accommodation indicate that there is no clear consensus about the amount and type of accommodation that it required. It is uncertain what impact student accommodation is having on existing residential areas around the Borough.
- 1.4 National planning policy for housing, expressed in particular through Planning Policy Statement PPS3 Housing, confirms the Government's intention that everyone should have the opportunity of living in a decent home. PPS3 offers no particular guidance in respect of student housing but one central aim is "to create sustainable, inclusive, mixed communities in all areas" (paragraph 9). It says also that one specific outcome of the planning system should be "a mix of housing, both market and affordable, particularly in terms of tenure and price, to support a wide variety of households in all areas" (paragraph 10).
- 1.5 The adopted North East Regional Spatial Strategy emphasises the importance of the region's universities and further and higher education establishments to the economy. It encourages the development of Universities but offers no direct guidance on the provision of student accommodation.
- 1.6 Queen's Campus is of key strategic importance to Stockton. Together with other educational establishments it is crucial for diversifying the area's economic base; as well as improving skills and developing a highly qualified workforce. The presence of the campus, with its emphasis on medical research, offers opportunities for the expansion of 'knowledge- based' businesses. The Core Strategy emphasises it as an important aspect of the Borough's economic and spatial redevelopment. Therefore, the Council will continue to support the University's expansion plans, including the proposed North Shore redevelopment.
- 1.7 The purpose of this report is to gather evidence on student accommodation and to set out an action plan for guiding planning officers on how to deal with applications for student accommodation and give clear guidance for prospective developers through statutory planning policy in the future.

2.0 Issues

- 2.1 This section details some of the issues about student accommodation which the evidence for Stockton discussed in subsequent sections will seek to address.

Potential issues caused by student housing

- 2.2 Other local planning authorities such as Newcastle City Council have highlighted lifestyle issues between students and local residents in areas of city like Jesmond and Heaton. Evidenced in the Shared Housing SPD discussed in section 8.0. Long term impacts include high levels of residential turnover resulting in little long term commitment to the area and a decline in community spirit; an imbalance in the social mix with predominance of one sort of household; loss of family homes through conversion to multi- bedroom dwellings; emptying out of some areas during University vacations; and falling numbers of children attending the school in the area. It would also not be uncommon to experience lack of care and maintenance of housing stock; and houses looking neglected or untidy.
- 2.3 Purpose built student accommodation schemes do bring a large number of students into a small area. However, purpose built accommodation provides scope to build in physical and administrative measures to discourage noise, disturbance and anti- social behaviour. Issues like rubbish collection can also be controlled. Whereas private rental does not have these same controls.
- 2.4 As a result of these issues Newcastle City Council has imposed restrictive policies and has in place strategies to allocate sites for purpose built accommodation in order to reduce the pressure on existing residential areas.

Destudentification

- 2.5 In work by Darren Smith at Brighton University, a new phenomenon called 'destudentification'¹ is identified. This term is used to explain the movement of students away from certain areas from the private rented sector into purpose built accommodation. In certain cities like Leeds there is some emerging evidence of landlords selling on properties to the market as students move to or stay longer in purpose built accommodation. This could potentially make more accommodation available to families and other groups.
- 2.6 Smith's research highlights that properties put up for sale by landlords do not automatically bring families back into the area. Families may not want to locate to areas in which they feel overwhelmed by student households. The cost of reverting Houses of Multiple Occupation (HMOs) back to family style accommodation may also be prohibitive and additional to high house prices within areas. His research does however suggest that there are a number of options for intervention and facilitating reuse of such properties.

¹ Smith, D. (2006) 'Studentification: A Guide to Opportunities, Challenges and Practices,' Universities UK.

Student preferences

- 2.7 The needs and aspirations of students continually evolve. Availability of purpose built accommodation is frequently important to prospective students. Required standards and amenities provided such as en- suite facilities, automatic access to broadband facilities and televisions with freeview and sky sports, should also be taken into consideration.
- 2.8 There is greater certainty over how much students need to pay up front as bills are included in the rent, and payments are usually quarterly, timed to an extent with student loan payments.

Housing cost

- 2.9 There has been growing opposition to some purpose built schemes by various student unions because of high costs and long rental periods. In a time of rising student debt there is a concern that high rent levels could lead to a high drop out rate.
- 2.10 Purpose built schemes may however, provide cost related benefits such as increased safety and resulting reduced cost for insurance. Furthermore, they may reduce transportation costs as usually the schemes tend to be in closer proximity to universities than areas of private rental.

Student entry levels

- 2.11 There are many variables which affect student entry levels. Issues could include:
- The Government White Paper “The Future of Higher Education” sets out a target of 50% of young people to gain access to higher education.
 - Tuition fees are now a maximum of £3,000 a year for undergraduates up from £1,000 previously. All home and EU students can borrow up to £3,145 per year from the Student Loans Company, and therefore, do not have to pay towards their tuition until they graduate. This is additional to a maintenance loan.
 - Fluctuations in numbers of international students depending on competition between universities in the UK and abroad.

Adaptability of student accommodation

- 2.12 Purpose built student housing is often in the form of individual units of accommodation consisting of a relatively small bedroom and en- suite bathroom, with several units sharing a kitchen and sometimes a living room. Such buildings are generally not easily converted into other uses such as mainstream housing. Furthermore, as the parking space requirements are lower for student housing, problems could arise if they were to be converted to accommodation for non- students. Although developers would have to re apply for planning permission should they decide to adapt the buildings, and these factors would be considerations for case officers.

Images of purpose built student accommodation

2.13 The following images of Rialto Court in Stockton show the type of layout purpose built accommodation can take:

Image of Rialto Court



Image of living room



Image of reception



Image of bedroom



3.0 Educational Establishments

- 3.1 Possible generators of need for student accommodation were contacted in order to determine student numbers and growth rates; as well as current accommodation provision.

Durham University (Queen's Campus)

- 3.2 For the 07/08 academic year there are about 2,031 full time students based at Queen's Campus. Within this figure around 1,718 are UK undergraduates; 313 are international undergraduates; and 30 are postgraduates (the majority of whom are local). There are seven part time students (see tables 1 and 2).
- 3.3 The number of students is predicted to grow incrementally to approximately 2,200 in the next five years. They also expect growth in postgraduate numbers, but mainly of local students who do not require residential accommodation. Over the medium to long term the University has plans to grow numbers significantly adding perhaps 500- 600 further undergraduates and additional postgraduates subject to funding becoming available.
- 3.4 The growth figures for the University over the longer term, which is generally accepted to mean to around 2020 is anticipated to result in a shift in the relative number of undergraduates. It is envisaged that part time and postgraduate students will make up an increasing proportion of the total student population, up to around 45% of the total student population eventually. A provisional figure of 4,500 students with 2,500 full time undergraduates and 2,000 postgraduates and part time students is being looked at over this longer time frame. This is likely to impact on the need or demand for certain types of housing and the overall housing requirement for the University.
- 3.5 The percentage of students who require accommodation fluctuates. This percentage has increased over the years from about 60% of the first year student entry requirement in 2003/ 04 to around 78% in 2007/ 08. The overall figure for all years is higher again at 86% for the 2007/ 08 academic year (see table 2). As an average about 80% accommodation requirement is given for students who require accommodation, taking into account student movement.
- 3.6 At the moment there are 512 bedrooms in University owned residences which are mainly occupied by first year students, about ten of the rooms are let to other years. As the University guarantees accommodation for all first years they also have to sub let additional rooms from the private sector as they do not have enough rooms within the residences. This figure has varied over the last five years, from none in 2003/ 04 to 75 in 2005/ 06, to around 50 in 2007/ 08, and 50 projected for 2008/ 09 (see table 3).
- 3.7 For all other years students make their own arrangements for accommodation. The majority of this need is met by the private sector in properties of multiple occupation. For the 2007/ 08 academic year there are around 1,700 students who require accommodation, taking into account the University owned residences this leaves about 1,200 students in the private sector.

Table 1: Full Time Undergraduate Students 2007/ 08

Accommodation	UK Undergraduates				
	1st	2nd	3 rd	4th	Total
University Owned	416	0	0	0	416
Private Sector	47	460	450	0	957
Total	463	460	450	0	1373
Total including those who do not require accommodation	616	619	477	6	1718

Accommodation	International Undergraduates				
	1st	2nd	3rd	4th	Total
University Owned	133	0	0	0	133
Private Sector	3	103	64	0	170
Total	136	103	64	0	303
Total including those who do not require accommodation	145	103	64	1	313

Accommodation	Overall Total: UK and International Full time Undergraduate Students
University Owned	549*
Private Sector	1202
Total % accommodation requirement	1751 (86%)
Total including those who do not require accommodation	2031

*There are only 512 bed spaces in University owned accommodation, however, there was some movement of students throughout the year, and therefore, this is why this figure is higher, as it refers to the total number of students recruited for this accommodation but is not reflective of the overall number of students who stay throughout the year.

(Source: Durham University, Summer 2008- figures are approximate).

Table 2: Post graduate and Part Time Students 2007/ 08

Accommodation	Part Time Students	Post graduates	
		07/08	Projected 08/ 09
University Owned	0	0	0
Private Sector	0	0	0
Total	7	30 (the majority whom are local)	50

(Source: Durham University, Summer 2008- figures are approximate).

Table 3: First Year Undergraduate Intake from past Five years

Accommodation	First Year Undergraduate Intake (combined UK and international students)					
	2003/04	2004/05	2005/06	2006/07	2007/08	Projected 2008/ 09
University Owned	447	464 (remainder of rooms in College were occupied by other year students)	500	500	550*	Similar to 07/ 08
Private Sector	0	31	75	69	50	Similar to 07/ 08
Total % accommodation requirement	447 (60%)	495 (65%)	578 (68%)	569 (71%)	600 (78%)	Similar to 07/08
Total including those who do not require accommodation.	763	753	845	794	761	Similar to 07/ 08

*There are only 512 bed spaces in University owned accommodation, however, there was some movement of students throughout the year, and therefore, this is why this figure is higher, as it refers to the total number of students recruited for this accommodation but is not reflective of the overall number of students who stay throughout the year.

(Source: Durham University, Summer 2008- figures are approximate).

3.8 For the 2008/ 09 academic year the Accommodation Office was aware of 280 bed spaces not let in summer 2008, although some landlords may not have informed the accommodation office their properties have been let. Normally nearly all have been let by this stage, and as far as the office is aware all students now have housing for this year (June 2008). Approximately 900 bed spaces were advertised at the start of the house hunting season, although this does not include houses which have been retained for students for the 08/ 09 year. Meaning that the accommodation office has a vacancy rate of

approximately 30%. This indicates there is a sufficient supply of accommodation in the short to medium term (see table 4).

Table 4: Private Sector Rooms from University Accommodation Office

Bed Spaces	07/08	08/09
Advertised	467	900
Still Available	170 (Summer 07)	280 (Summer 08)
Vacancy Rate	36%	31%

(Source: Durham University, Summer 2008- figures are approximate).

- 3.9 The most up to date Student Accommodation Officer feedback survey of students living in the private sector from three years ago showed that the students were generally satisfied with the standard of accommodation and response to request for repair, but had concerns about the area the properties were in; personal safety for walking from University; distance to the University and some had had inter tenant disputes over the payment of bills.
- 3.10 The University runs an accreditation scheme for landlords. Properties must meet all the requirements for them to be advertised through the University accommodation office. The requirements are gas safety certificate; electrical periodic inspection report; automatic fire detection; mains linked carbon monoxide detector; fire blanket in the kitchen; fire extinguisher near exit door; half- hour fire resistant door with self- closer to kitchen; half hour fire door downstairs and half hour fire protection under stair well; solid doors to all bedrooms; thumb turn locks on all external doors; window locks on ground floor and accessible; first floor windows; a minimum of 4 electrical sockets in each bedroom; burglar alarm; security light in yard; deposits; microwave and washing machine and electrical safety.

Stockton Riverside College

- 3.11 Stockton Riverside College is also located in Teesdale. It provides vocational education and training to around 15,000 full and part time students in any given academic year. Within this figure there are around 1,500 16- 19 year olds and over 12,000 adult learners.
- 3.12 The College considers that the majority of students are from the local area and do not require accommodation, therefore, they do not have an accommodation office. They do have 424 students on franchised in/partnership courses run in conjunction with Teesside and Huddersfield Universities. Students on University partnership courses are technically and practically the University's students and they would deal with any accommodation matters or issues.
- 3.13 The University of Teesside Accommodation Officer indicated so far they have only helped one person to find accommodation from Stockton Riverside College and have not had anyone this year. They currently only offer accommodation in Middlesbrough and therefore, would not be able to help directly in finding accommodation in the Stockton area.

University of Teesside

- 3.14 The University of Teesside is located in Middlesbrough south of the river from Stockton town centre. The Accommodation Officer at the University indicated that she was not aware of any students enrolled at the University who wanted to live in Stockton as the main priority in finding accommodation is proximity to the University.
- 3.15 In the private rental market there is a general feeling that supply greatly outstrips demand in Middlesbrough. Whilst the University has a growing student population its nature is changing in terms of more part time students, students commuting from within the region (including as far north as Newcastle and south as York) and foundation degrees and work based courses. Over 70% of the student population is from within the region.
- 3.16 The Accommodation Office manages a private sector housing scheme and has reduced the number of properties on that scheme during the last few years due to the changing nature of each cohort of first year students. Further indicating that there is no shortage of accommodation for students in Middlesbrough.
- 3.17 The University of Teesside has plans to expand the university into Darlington. The new development will be built in partnership between the university and Darlington College and is due to open in 2009. The University of Teesside accommodation officer expects the students to be local or to commute to Middlesbrough if they have a housing need. She does not envisage them living in Stockton, unless it is their parental home. However, this could be a potential source of student numbers, particularly if students wish to live between Middlesbrough and Darlington or have friends at Queen's Campus. It is difficult to quantify this trend at this stage, but should be taken into account when assessing need in the future.

Open University

- 3.18 The Open University is a distance learning or supported open learning organisation, meaning students study in their own time to study for qualifications. Nearly all of the students study part time. The head quarters for the organisation are based in Milton Keynes, where most of the research students are based. They have an accommodation office based here, which provides information and advice to students on accommodation in the Milton Keynes area only.
- 3.19 The northern office is based in Newcastle, and this covers the Teesside area. There are 11,000 students currently based here. Students go here for tutorials; advice on aspects of their course and examinations. They do not deal with accommodation requests, as it is operated on a distance learning basis and therefore, people already have their own accommodation as they are not specifically moving to an area to study.

4.0 Student Concentrations

Census Data (2001)

- 4.1 The last census was conducted in 2001, and data is available from the National Statistics website. While figures from this study are now out of date they can give some indication of student concentrations in the Borough. The overall figure indicates that of the 73,000 households in the Borough 0.15% or around 125 households are made up entirely of students.
- 4.2 Table to show student concentrations by ward according to 2001 Census Data

Table 5: Census Concentrations

Ward	Total Households	Number of Student Households	Percentage Concentration
Billingham Central	3,038	0	0
Billingham East	2,870	0	0
Billingham North	3,559	0	0
Billingham South	2,681	0	0
Billingham West	2,447	0	0
Bishopsgarth and Elm Tree	2,654	3	0.11
Eaglescliffe	3,227	0	0
Fairfield	1,934	3	0.16
Grangefield	2,036	13	0.64
Hardwick	1,848	0	0
Hartburn	2,639	0	0
Ingleby Barwick East	2,583	0	0
Ingleby Barwick West	2,854	0	0
Mandale and Victoria	4,104	72	1.75
Newtown	2,374	3	0.13
Northern Parishes	904	0	0
Norton North	2,846	3	0.12
Norton South	2,974	0	0
Norton West	2,630	0	0
Parkfield and Oxbridge	2,956	22	0.74
Roseworth	2,156	3	0.14
Stainsby Hill	2,761	0	0
Stockton Town Centre	2,873	3	0.10
Village	2,162	0	0
Western Parishes	1,182	0	0
Yarm	3,558	0	0

- 4.3 The above table shows that the majority of wards within the Borough did not have any all student households in 2001. Relatively the most significant concentrations of students were found in the Mandale and Victoria, and Parkfield and Oxbridge wards. However, student households still made up a very small proportion of the overall ward number of households, with the highest percentage concentration being 1.75% in the Mandale Victoria ward.

Council Tax

- 4.4 Properties made up of all students are exempt from paying Council tax; therefore looking at this figure in relation to wards is a good indication of student concentrations. Council tax legislation defines a 'student' as 'full time students are defined as studying for more than 21 hours a week, and more than 24 weeks a year. The course must be higher or further education, and last at least one academic or calendar year.'
- 4.5 Council Tax Records in September 2008 show that there are 343 properties across the Borough which are covered by student exemptions.
- 4.6 Table to show student concentrations by ward by comparing the number of student Council tax exemptions with the total households per ward derived from ONS Census 2001 with current estimations for ward from Tees Valley JSU 2006.

Table 6: Council Tax Concentrations

Ward	Total Households (ONS Census 2001 with current estimations for ward from Tees Valley JSU, 2006)	Number of Student Exemptions (Council Tax) September 2008	Percentage Concentration
Billingham Central	3,115	2	0.06
Billingham East	2,985	10	0.34
Billingham North	3,765	1	0.03
Billingham South	2,735	5	0.18
Billingham West	2,520	2	0.07
Bishopsgarth and Elm Tree	2,735	3	0.10
Eaglescliffe	4,325	7	0.16
Fairfield	2,545	3	0.12
Grangefield	2,590	16	0.61
Hardwick	2,995	7	0.23
Hartburn	2,775	1	0.03
Ingleby Barwick East	3,360	10	0.30
Ingleby Barwick West	3,420	9	0.26
Mandale and Victoria	4,445	122	2.75
Newtown	3,080	11	0.36
Northern Parishes	1,290	2	0.15

Norton North	3,020	3	0.01
Norton South	2,975	5	0.17
Norton West	2,745	3	0.10
Parkfield and Oxbridge	2,935	61	2.08
Roseworth	2,940	5	0.17
Stainsby Hill	2,765	4	0.14
Stockton Town Centre	3,100	40	1.3
Village	2,845	4	0.14
Western Parishes	1,275	1	0.08
Yarm	3,995	6	0.15

4.7 The overall number of student exemptions has increased significantly from 125 households in 2001 to 343 in 2008, the spread of exemptions is also much wider.

4.8 The above table shows that there are student households varying in degrees of concentration across all of the wards in the Borough. The ward with the highest number of student exemption households is Mandale and Victoria, then Parkfield and Oxbridge, Stockton Town Centre has the third highest amount of student exemptions. However, the concentrations of students are still fairly low. The highest concentration is in the Mandale and Victoria ward with 2.75% of the total number of households being covered by student exemptions.

5.0 Potential issues caused by student housing

- 5.1 The Community Safety Manager at Stockton-on-Tees Borough Council indicated that there did not seem to be many issues between students and existing residents in Stockton. However, incidents would only be recorded as a 'student incident' if the victim was being targeted as a result of being a student or the culprit did something so bad it could impact on the University. She was not aware of any complaints about letting boards or areas becoming deserted during vacation periods.
- 5.2 Environmental Health was contacted to determine whether the presence of students resulted in increased numbers of complaints about noise in certain areas. It was confirmed that they receive very few numbers of complaints from local residents against students about noise. Noise complaints are not coded if they are about students, but as a rough estimate there are about five noise complaints about students each year.
- 5.3 The census data discussed in the previous section indicates that students are present in much lower numbers compared to other University cities/ towns. The highest concentration of students can be found in the Mandale and Victoria ward where approximately 2.75% of households are covered by student exemptions. While student behaviour can cause issues which are not necessarily increased by volumes, it is likely the higher the student concentrations the greater the impact or disturbance on areas. For example in Newcastle there are around 37,000 students enrolled at both of the Universities in the city. In Nottingham there were four wards where concentrations of students reached between 29.5% and 50.5% in the 2001 Census.

Department for Communities and Local Government Evidence Gathering: Housing in Multiple Occupation and possible planning responses ²

- 5.4 CLG has recently commissioned a report into the issues caused by housing in multiple occupation and possible planning responses to them.
- 5.5 This report presents a number of options to mitigate these perceived problems: option one would be to do nothing; option two would be to promote the use of non planning related mechanisms and planning policy levers through wider dissemination and option three would be to amend the use class order to provide a definition of HMOs and allow tighter planning controls over houses in multiple occupation.
- 5.6 Two overall responses to the issues around concentration of HMOs developed out of this report are; to tackle the social and environmental symptoms (non planning led approach) and to stop the symptoms from emerging by restricting control (planning led approach).
- 5.7 It is considered Stockton does not have the same issues as those cities referred to in this report, as the concentrations of students are much lower.

² "Evidence Gathering: Housing in Multiple Occupation and possible planning responses"
<http://www.communities.gov.uk/publications/planningandbuilding/evidencegatheringresearch>,
accessed September 2008

6.0 Council Evidence

Development Services Planning Applications

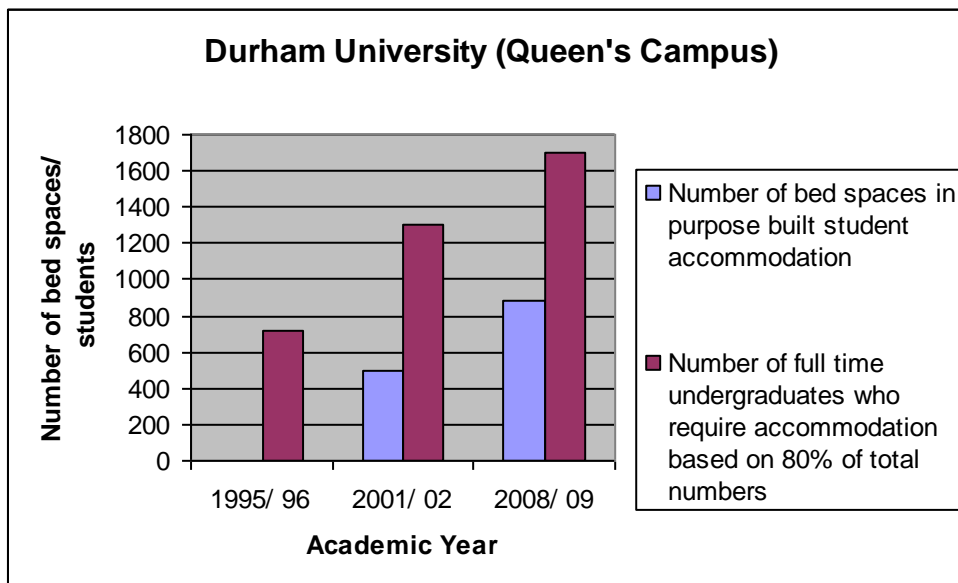
- 6.1 Development Services showed that there have been a number of different planning applications for student accommodation varying in size and scale over the last couple years. A list of approvals and refusals can be found in Appendix 1. In general there seems to be a trend towards applications in Stockton Town Centre Ward, away from the traditional student wards of Parkfield Oxbridge and Mandale Victoria.
- 6.2 There are four applications currently under consideration; one for a student block with 125 bed spaces in Stockton town centre, application number 08/2129/FUL. Another for phase 2 of the development on Bridge Road for 226 bed spaces with associated collegiate space including a university book shop, gym, university café/ common room and university accommodation office, application number 08/2580/FUL. Another one is for the erection of a student accommodation building with 204 bed spaces with a bar at the former Rocket building in Thornaby, application number 08/2713/FUL. The most recent is an outline application which is illustrative pending the submission of a reserved matters application for 260 bed spaces and 6 commercial units, on the former Supreme Knitwear, application number 08/1184/OUT. Further details can be found in Appendix 1.
- 6.3 The largest to be built so far is Rialto Court on Bridge Road which was an application for two blocks of student residential accommodation with a total of 382 bed spaces. This has been completed for the 08/09 academic year starting in September leading to a significant increase in the amount of student accommodation within Stockton. The number of second and third year students who have signed up to rent these flats has led to a surplus of bed spaces in the private sector for the next academic year.
- 6.4 Two applications for new build student accommodation have been refused. The main reasons have been on the grounds of design and impacts on surrounding residential properties. The principle of student accommodation was considered to be acceptable in both cases. The decisions to refuse both of the applications are currently being appealed by the developers. Queen's Avenue, Thornaby, application number 07/3438/FUL for 175 bed spaces, and an outline application for 17 bed spaces on Dovecot Street application 08/0327/OUT.
- 6.5 The following applications are currently under consideration and if:
- the appeal at Queen's Avenue is allowed (175 bed spaces);
 - the appeal on Dovecot Street is allowed (17 bed spaces);
 - the town centre application approved (125 bed spaces);
 - phase 2 of the Rialto Court approved (226 bed spaces);
 - the Rocket building approved (204 bed spaces); and
 - the outline application at the Former Supreme Knitwear approved (260 bed spaces).

Subject to approved by Stockton-on-Tees Borough Council and PINS this could lead to a possible 1007 bed spaces coming forward. While it is by no means guaranteed that they will all be approved and built out it is worth

considering the impact on supply if they did come forward. There are 820 students currently in the private rental sector; based on the total of 1,700 students who require accommodation and taking away 500 bed spaces in collegiate accommodation and 380 in Rialto Court this leaves 820 students. Therefore, there would be 187 extra bed spaces if all the applications come forward and every student rents a room in a purpose built flat based on current student numbers.

- 6.6 Student numbers are predicted to grow incrementally to an extra 200 or 10% of the current number over the next five years. If 80% require accommodation this will be 160 extra students, and together with the current number of 820 a total of 980 students in the private rental sector. This is 27 students less than the number of bed spaces currently in the pipeline, indicating a small over supply situation if the applications were all approved and were built out at the end of the incremental student numbers growth in five years time.
- 6.7 Graph to show the ratio of bed spaces in purpose built student accommodation to students who require accommodation (this is based on 80% of total numbers) in the 1995/ 96, 2001/02 and 2008/ 09 academic years. The establishment of the George Stephenson and John Snow colleges in 2001 provides 500 purpose built bed spaces, this figure is increased to 880 bed spaces with the establishment of the Rialto Court development for the 08/ 09 academic year.

Graph 1: Ratio of bed spaces in purpose built accommodation to students



North Shore

- 6.8 Durham University has in place a strategy designed to meet its own needs and the North Shore Outline approval contains provision for student accommodation for the University. This includes a proposed 180,000 sq ft of new student residential and conference facilities which will be linked to the existing campus by a new foot bridge. At the moment 200 bed spaces are expected to be delivered as part of this project. Academic, teaching space and a lecture/ performance hall may also feature as part of this site. Meaning that the student accommodation will be part of a mixed use scheme and more integrated with teaching facilities.
- 6.9 The University would like to continue the collegiate system in this location. The changing structure of their student base may also influence the type of accommodation provided on this site. For example postgraduates, particularly international postgraduates who may bring their families to University, are likely to have different space and layout requirements from purpose built accommodation, meaning high density developments like the applications currently under consideration, may not always be appropriate.
- 6.10 It must be noted that the University does not have a statutory requirement to provide accommodation for its own students and ministerial guidance advises that it is not the role of the planning system to restrict competition between different types and/ or providers of accommodation.

Housing

- 6.11 The Council's housing section was contacted to determine the housing needs of students. They were not separated out in either the 2006 Local Housing Assessment or the ongoing current update.
- 6.12 Private Sector Housing indicated that the main concentration of student accommodation is within the Parkfield Oxbridge and Mandale Victoria wards (wards to the south and south west of the town centre). The division has records of 40 properties which have been converted into use as houses in multiple occupation specifically for student purposes. These are generally large three storey terraced houses which had formally been used as bed- sit accommodation.
- 6.13 The increase in students in these areas has brought these difficult to let properties such as bed sits back into use. Overall leading to a positive effect on the regeneration and viability of the housing within these wards.
- 6.14 It is very difficult to predict the impacts of students moving away from the traditional wards of private rental. An argument often presented is that students will "free up" housing for families and potentially those on low incomes. In the case of Stockton this could potentially be the case for some smaller housing that has been converted.
- 6.15 However, there are concerns about the large three storey properties housing up to 10 or 12 students. These properties are particularly common in the Parkfield ward and before the increase in student numbers were subject to decline and low demand for this type of accommodation. These properties fell into disrepair and were often empty and had a negative impact on the

neighbourhood and resulted in the blight that can be associated with empty properties. These properties are unlikely to have the potential for freeing up housing for families due to their size and potential running costs for low income households. If they cease to be viable as student housing they could once again become empty and fall into disrepair and resulting in the associated problems with low demand and obsolete stock.

- 6.16 It has been suggested that freeing up housing for families on low income and providing affordable housing could be built into a long term strategy with the homeless section and the Council as a whole. However, there is uncertainty about creating a market of large scale affordable housing with low income families living in one defined area.
- 6.17 Therefore, overall it was felt that the existing stock of housing within the Borough should be used to provide any future requirements for student needs rather than new build that may lead to oversupply and hamper ongoing regeneration.

Tees Valley Strategic Housing Market Assessment

- 6.18 The final draft of this assessment was published in September 2008, and while the accommodation needs of students are not separated out there is a section on student markets. It states that findings from stakeholder interviews suggest that purpose built accommodation is meeting the majority of the needs of students. There is also evidence of a private sector student rented market in lower priced terraced housing in Stockton. However, this market may be affected by the development of purpose built student accommodation.
- 6.19 Appendix D sets out details of stakeholder consultation that informed the assessment. This highlights that landlords in Thornaby and Stockton are concerned about students moving into purpose built accommodation. Local authorities will need to plan sensitively around these issues and include private landlords in any future consultation events surrounding student accommodation.

7.0 Private Sector

- 7.1 Both letting agents and new build developers were contacted on this issue in order to inform the evidence base. Landlords are currently facing significant costs arising from compliance with Housing in Multiple Occupation licensing and the introduction of the Home Health and Safety Rating System under the Housing Act 2004. The requirements under this new system are leading to major improvements in the physical quality and safety of properties and better standards of management and maintenance.

Bournston Developments

- 7.2 Mandale Developments has recently transferred their portfolio of student accommodation over to Bournston developments. Including the recent 382 bedroom Rialto Court purpose built development on Bridge Road which will be open from September for the 08/09 academic year. To date 250 bedrooms have been let from this development and they anticipate from discussions with Queen's Campus, letting a further 50 bedrooms to first year students for academic year 08/09. This is a 79% letting rate. From the lettings to date a very small number are to University of Teesside students.
- 7.3 The rental arrangements for this development are slightly different to the private rented sector with tenants renting for 48 weeks, and paying for bills/ the internet/ security/ cleaning all together at a minimum rental of £79.95 and maximum of £84.99 per week. In the private rental sector weekly rentals can vary from £92.88 for one bedroom flats on Shaftesbury Street to larger houses at £35 per room in areas like Thornaby and Oxbridge. It varies as to whether the private sector includes bills in the rent or whether students have to pay for this separately. The Queen's Campus Accommodation Office has negotiated for reduced rent during the summer months in the private rental sector.
- 7.4 The company generally forms their view for the need/ demand for accommodation in student areas from the number of students attending a particular University; the number of bed spaces provided on campus; the number of students living at home; and cost and quality of alternative accommodation available in the locality.
- 7.5 They have been advised by Queen's Campus, and their expectation for the short to medium term is that demand for purpose built student accommodation in Stockton will be met by George Stephenson and John Snow Colleges and Rialto Court and there is no further requirement. They will be working very closely with the University to ascertain the further requirement from new students for the new academic year and the anticipated level of take up and retention within the 382 bed spaces at Rialto Court.
- 7.6 Mandale has submitted an application on the adjoining JT Dove site to provide 226 bed spaces, phase 2 of Rialto Court. Bournston has reached an agreement with Mandale to acquire the completed scheme. They feel that this scheme will be developed successfully as if student accommodation is to be provided off campus it is best located on a single strategic location.

Kexgill

- 7.7 Kexgill let properties to students in the Stockton area. They are a satellite company and also have a new build branch based in Hull.
- 7.8 They are currently 41% student let; however, they do have a few properties let through a management company these are not student lets but take the percentage to 50% to let. Ideally they would aim to be 100% let, however, a reasonable percentage would be 90- 95%. They have noticed a drop in take up of properties for the 08/ 09 academic year due to the new Rialto Court development.
- 7.9 At present they do not think there is a demand as such for new build student accommodation. Students are individual in their choices many prefer to live in a house rather than a new build flat; this way they are not sharing amenities such as laundry facilities, and have fewer problems with parking. However, there is the section the of student population that does like this lifestyle.
- 7.10 In Stockton currently they feel that there is sufficient choice in accommodation this can be supported by the fact that there is still availability in new build development, along with plenty of private landlords still having availability.
- 7.11 It is also debatable whether or not new build developments retain their appeal. Their experience dictates that insufficient attention is given by landlords of large developments to maintenance of standards in what is "high maintenance" accommodation. There is frequently a drift back to more traditional student housing, this trend has occurred in Middlesbrough.
- 7.12 However, it must also be considered whether there will be increased student numbers in the future as new developments have a lead time of at least two years. Kexgill's perception is that Queen's Campus is likely to expand and that the profile of students will be of a type that will require a wide range of accommodation both in relation to price and type.
- 7.13 In their opinion landlords with smaller portfolios are having problems with viability in the present market place. For such landlords any void is potentially serious in terms of financial implications not only because of rent loss but because of the ongoing costs of insurance, interest charges and maintenance but also because of the current Council Tax regime which imposes a heavy burden unless all furniture is removed, which is not a viable alternative in many instances.

Python Properties

- 7.14 Python Properties let to students as part of their portfolio in Stockton which also includes executive and commercial properties.
- 7.15 They currently are currently 95% let, with a 5% vacancy rate. They consider 10% to be the maximum acceptable vacancy rate. However, in recent years have been fully let to the student market at earlier stages of the year. The company has noticed that there has been lower demand from student for the 08/09 academic year, but there has been increased demand from other sectors as expected given the current status of the housing market.

- 7.16 The company feels there was a demand for purpose built student accommodation, however, the Rialto Court development has met this given the relatively low student numbers in Stockton. As operators with a very good knowledge of the student market (10 years) they would not contemplate new build in Stockton, there is no demand available at the moment.
- 7.17 While the company cannot say with any certainty that landlords are having problems with viability they would anticipate this to be the case due to a number of factors including competition, but also statutory obligations to upgrade the properties may result in more landlords opting out of student accommodation and reverting to more traditional lets; for example families or working people.

National Surveys

- 7.18 A survey published in August 2008 by the student website www.accommodationforstudents.com analyses UK rent from 73 cities and 45,934 properties. Stockton was found to have an average student weekly rental of £47.39. The UK average weekly rental was £61.64. This gave Stockton an index (compared to the UK average ranked as 100) of 77 (the highest was London with an index of 167; and the lowest was Middlesbrough with an index of 66). The results can be accessed from: http://media.accommodationforstudents.com/media_room_PressRelease.asp?id=307
- 7.19 The Red Brick media group conducted a survey for students from January to June 2008³ to uncover attitudes towards student housing, with results from all over the UK. As part of this study it investigated the most significant factors for the respondents' choice of accommodation, with price, property condition and security of the property being the most important. Area safety, transport links and amenities are somewhat less important, while previous tenants' experience and accreditation are the least important of the factors measured.

³ Red Brick Media Group Ltd (2008) 'National Student Housing Survey'

8.0 Other Local Planning Authorities

- 8.1 Policies from other local planning authorities were investigated to find out how they had approached this issue, and how successful they were in implementing policies. It varies greatly as to how the issue was approached depending on the particular circumstances of the educational establishments which generate need, as well as the housing markets contained within the local authority.

Comparative Examples

- 8.2 The following examples are from Councils where broadly the policy approach has been based around need for further student accommodation:

Preston City Council

- 8.3 Preston City Council published a guidance note on student accommodation in April 2007. See Appendix 2 for the full note.
- 8.4 The guidance note was produced in consultation with the Central Lancashire University. It is an informal guidance note which does not have any weight or status and does not supplement a policy in the development plan. They encourage all applicants for student accommodation to follow the note and have done so with some success.
- 8.5 This note was designed to help ensure that proposals for student accommodation meet the needs of the student population so that in the future there is no pressure for student accommodation to be converted into residential dwellings. Such conversions were considered unlikely to be acceptable given the current housing over supply situation within Preston. As well as to help ensure that proposals for student accommodation do not have an adverse impact on the character of Preston and its residential areas.
- 8.6 As of yet, a policy has not been drafted in the Core Strategy to follow this up. Although it is intended to include a policy on student accommodation eventually.

Salford City Council

- 8.7 The Council adopted a policy on student accommodation in 2004 as part of the UDP up to 2016. This policy H7 sets out a number of criteria that student accommodation would need to satisfy in order to get planning permission. See Appendix 2 for the full policy details.
- 8.8 H7 was drafted without the input of developers or the University. The University supported the policy through the UDP review process, there was no opposition from developers and the UDP Inspector recommended no changes to it.

- 8.9 The policy sets out a number of criteria which a developer will have to satisfy in order to get permission to develop: “there is a proven need for the development; the development is in a location which has very good access by public transport, walking and cycling to local facilities and to the educational facilities it is designed to serve; there would be no unacceptable impact on the amenity of the occupiers of neighbouring developments; the use would not have an unacceptable impact either in itself or cumulatively on the character of the area; and the proposal is compatible with wider regeneration objectives and is consistent with other policies and proposals of the UDP. “
- 8.10 In December 2006 the Council expanded this policy in its Housing Planning Guidance. This document sits outside the LDF and contains HOU7 which expands on criterion (i) of UDP Policy H7; “there is a proven need for the development” by setting out what information will be required to be submitted as part of an assessment of the need for student housing. The document was subject to public consultation in May 2006.
- 8.11 The Council has refused a small number of applications on the back of these policies. There have been no appeals as a result. At the time of writing the UDP there was concern about the growing number of applications for student accommodation. However, over recent years the number of applications has declined.
- 8.12 The Council intends to follow up this policy in the Core Strategy (currently at the Issues and Options stage). A potential option would be to allow student housing in areas accessible to the educational establishment by public transport and walking/ cycling and where there would not have an unacceptable impact on the character of the area.

Scarborough Borough Council

- 8.13 Scarborough Borough Council adopted a Supplementary Planning Guidance (SPG) on student accommodation in April 2004. The document is attached in Appendix 2.
- 8.14 The Council had a specific problem with a glut of applications for the conversion of properties to student accommodation within a specific area of Scarborough and pulled the SPG together, not to prevent this happening but to have greater control over it to prevent communities from becoming unbalanced.
- 8.15 As it was an SPG and not produced under the new planning guidelines the production of the document involved limited evidence collection. It was based on recent experience and in consultation with the University and colleges within the area, who supported the document. Local landlords and agents were also involved in a consultation period on the document.
- 8.16 The SPG requires developers to firstly prove a need for the accommodation, the Council after having being advised by the University believed that there was no further requirement. If the developer could prove a need then they would have to satisfy a number of other criteria: location; size and type of property; management; general guidance and room size/ layout; maintenance; commuted payments towards open space and security in order for planning permission to be granted.

- 8.17 On completion of the SPG the problem became greatly reduced with very few applications coming through for two reasons; the student accommodation requirement was in line with supply and the housing market took off within the Borough, making it more financially viable for developers to convert buildings to flats rather than student accommodation.
- 8.18 They have had no appeals that have referred to the guidance and the Council is unsure at this stage if a policy on student accommodation will be incorporated into the LDF.

Middlesbrough Borough Council

- 8.19 Middlesbrough Borough Council has incorporated a policy on student accommodation into its Regeneration Development Plan Document. This document is currently at the Preferred Options stage:

Policy REG23: The Southern Sector: University of Teesside

“The southern sector is divided into two areas.

1. Within the University area of the Southern Sector identified on the proposals map, the following uses will be appropriate:
 - i development that is for, or supports the continued growth of the University of Teesside, including
 - a suitable expansion sites and premises to improve and extend the existing campus; and
 - b requirements for additional student accommodation needs; and
 - ii retailing uses ancillary to the University, providing these do not undermine the role of the town centre or the Linthorpe road area of the southern sector.

Provided that:

- a adequate off- street parking to serve development is provided in line with an approved parking and transport strategy for the area;
- b there is no detrimental impact on other uses within or adjacent to the University area. “

- 8.20 The Council has not gathered any evidence on this issue as such. They encourage the development of high quality student accommodation in particular locations that will support the growth of the University of Teesside and the further attraction of students. When applications come in they usually require a housing/ supporting statement justifying the need for student accommodation.

Contrasting Examples

- 8.21 While the policy approach in the following examples is slightly different due to much higher student numbers they are useful to determine what evidence was gathered to inform the policy stance:

Newcastle City Council

- 8.22 Newcastle City Council adopted an SPD on student accommodation in February 2008. This document can be accessed from:
www.newcastle.gov.uk/wwwfileroot/regen/ldf/spd_sh_as_adopted_28-02-08.pdf
- 8.23 The Council investigated projected growth figures from Newcastle and Northumbria Universities, and the number of bed spaces in purpose built accommodation managed by the University. The amount of shared housing within the city was mapped by ward using Census data from 2001 and Council tax exemption figures. This was brought down to the local level by the Newcastle Neighbourhood Information System.
- 8.24 An analysis of planning applications to create new bed spaces was carried out. The document focused on the number of applications to install roof lights into upper Tyneside flats thus enabling extension into the roof space. A parallel analysis of prices associated with this was undertaken.
- 8.25 This document also highlighted the impacts that students were having on existing residential areas, there was no evidence base as such associated with these points.
- 8.26 The Council referred to existing policy in other cities experiencing similar issues such as Leeds, Nottingham, and Loughborough. In preparing and adopting the SPD the Council has referred to the responses to the consultation on its draft SPD on Shared Housing of November 2005 and the draft SPD on Shared Housing of February 2007.
- 8.27 The SPD was based upon and expands policies saved within the UDP on student accommodation. UDP Policy H1.5 says that “applications of planning permission for student accommodation will be considered against the following criteria:
- A. Proximity to the site to the campus, or its suitable location within the city centre or district centre.
 - B. Satisfactory conversion or redevelopment of non- residential premises.
 - C. Suitable conversion and/ or adaption of Local Authority Housing Stock.
 - D. Convenient access to a good public transport system.”
- 8.28 The policy approach is to define areas of housing mix. Within these areas there would be restraint of works to houses and flats in these areas where it would lead to a loss of valuable housing resources or would have other unacceptable impacts.

- 8.29 As part of Newcastle City Council's response to the student housing issues they have produced an Interim Planning Statement on Purpose Built Accommodation which was published in April 2007. This document calculated the need for student bed spaces using the current shortfall and average future growth; current shortfall and University estimated future growth and detailed University estimates and assumptions. Using this evidence the document goes on to identify 50 sites listing them in a matrix which provides a summary of each site under the headings: site size; estimated student bed spaces; location; current use/ background; constraints; ownership; property and land uses; timescales; planning context including sustainability/ transportation and regeneration issues.

Charnworth Borough Council

- 8.30 A Supplementary Planning Document (SPD) on student accommodation was adopted by the Council in 2005. This document can be accessed from: <http://www.charnwood.gov.uk/uploads/studenthousinginloughboroughspd.pdf>
- 8.31 Evidence they used to produce the SPD included 2001 census data to determine student concentrations by ward; figures from Loughborough University on the current student population and future growth rates. Consultation with local residents was undertaken which uncovered that 68% believed that there should not be more than 2 in 10 properties which are made up of student households.
- 8.32 The approach adopted by the Council was that rather than relying upon a specifically designated area of restraint due to the particular geography of Loughborough centre the Threshold Approach was developed. It is founded upon an assessment of the proportions of households within the 'neighbourhood' surrounding an application as informed by information gathered from Council Tax records. Subject to the outcome of that assessment, one of three policy sets will be applied to assist in the determination of the application.
- 8.33 The process will identify three broad bands corresponding to thresholds identified the consultation process on the draft guidance: where the proportion of households in student occupation exceeds 20%, where the proportion of households in student occupation falls between 10 and 20%; and where the proportion of student households falls below 10%.
- 8.34 The Council intended to examine through the Loughborough Master Plan and Local Development Framework Allocations DPD opportunities to identify and promote suitable sites for the development of purpose built halls of residence particularly within the Town Centre and in locations where they can contribute to physical regeneration.

Nottingham City Council

- 8.35 A Supplementary Planning Document (SPD) on Building Balanced Communities was originally adopted in March 2006 after Judicial Review. The reissued 2007 version can be found at: <http://www.nottinghamcity.gov.uk/cdplanningbbcspreissued200307.pdf>

- 8.36 This document supplements a Local Plan policy on student accommodation. It uses evidence from Council Tax records to determine the concentrations of students in various wards. This information is used to complement Census data also aimed at determining student concentrations. The Council collected student growth figures from 2000/ 01 to 2004/ 05. It produced a table comparing this figure to completed purpose built student bed spaces and the remaining students who need to be accommodated in the private sector. Overall to demonstrate that the growth in the number of purpose built bed spaces has not kept pace with student growth figures.
- 8.37 The Council came up with the figure of 25% as being an acceptable figure for the concentration of students in a particular area. These areas were mapped using GIS. Every application coming in for student accommodation will be assessed to determine whether it is in or adjacent to areas with over a 25% student population. Once this has been established if there is still considered to be an issue then further analysis will be undertaken, the onus is on the applicant to demonstrate that their application will not cause a further imbalance in the community. If the local planning authority still considers there to be an issue once this information has been gathered then the application will be refused.
- 8.38 The SPD supports the development of a greater proportion of purpose built student accommodation to exceed the growth in student numbers to free up existing family housing occupied by students for more general occupation.

9.0 Appeals

- 9.1 The following are summaries of appeals against student accommodation planning application refusals to determine how this issue has been dealt with by other Local Planning Authorities and the Planning Inspectorate.

Oxford

Windmill Road, Headington, Oxford, Oxfordshire OX3 7BZ

April 2008

- 9.2 An application for the demolition of 88, 90 Windmill Road and IA Mattock Close and the erection of four buildings to provide 49 student rooms with communal facilities. The appeal was allowed.
- 9.3 The main reasons for refusal were effects of the proposed development on the character and appearance of the area and the living conditions of neighbours with particular reference to noise and disturbance.
- 9.4 The Inspector did not consider that the likely noise and disturbance from the proposed development would harm the character of the area. The proposed building would not appear out of scale or of a discordant design to the street scene.
- 9.5 The Inspector decided that the prospects of an effective supervision of and sanctions against, transgressors was more likely where students reside in private rooms rather than private lets. Purpose built student accommodation provides scope to build in physical and administrative measures to discourage noise, disturbance and anti- social behaviour. The Inspector imposed a condition requiring an on-site warden for the development. Subject to this condition it was considered that the proposed development would not have an unacceptable adverse effect on the living conditions of those living nearby by virtue of noise, disturbance or anti-social behaviour.

Carlisle

24-28 Bridge Street and 1 Bridge Lane, Carlisle CA2 5SX

May 2007

- 9.6 An application for 24 apartments and student halls of residence- 96 bedrooms and 7 studios, a redevelopment in a mixed use area of the city. The appeal was allowed.
- 9.7 The Council's main objection to the student building centred on its siting and scale within the streetscene and its massing relative to both its immediate and wider context.
- 9.8 The Inspector decided that the scale, mass and design would enhance the character of the area and would represent an appropriate treatment relative to its immediate context.

Exeter, Devon

Consignia Court, Brunel Close, Exeter, Devon
October 2006

- 9.9 Applications for two schemes for either 59 or 55 units (maximum 238 students) of student accommodation redevelopment of Royal Mail depot on edge of city centre. There was an extant planning permission for 42 flats on the site. The appeal was allowed.
- 9.10 The main grounds for refusal the Council gave were the proposed developments would lead to an overconcentration of students in the St David's ward.
- 9.11 However, the Inspector considered the scheme would not lead to an imbalance in the community by causing swamping by students. The appellant suggested that in 2001 students compromised 18- 19% of the wards population. The Inspector thought as non- students would still make up around 80% of the population then they would not be outnumbered.
- 9.12 Furthermore, the development would not lead to increased crime or anti-social behaviour. There would be no additional pressure on on-street parking as students would not be eligible for permits in Controlled Parking Zone. The refusal of planning permission for student housing elsewhere was not considered to be a precedent.
- 9.13 Costs were awarded to the appellant as the Local Authority failed to substantiate their objections.
- 9.14 While the appeals discussed are very useful to uncover how purpose built student accommodation applications have been determined at appeal particularly with regards to design and the concentration of students, it must be noted that none of the three applications discussed were refused on the grounds of "need" and therefore, this issue was not a consideration for the Inspectors. However, what was clear and consistent between the three appeals was the Inspector did not consider that the concentration of students in purpose built developments and possible resulting impacts on the existing areas due to noise, cars, anti- social behaviour were grounds enough for refusal.

10.0 Conclusions

- 10.1 Durham University Queen's Campus is of key spatial and economic importance to Stockton, there are currently around 2,000 enrolled here. Student numbers are predicted to grow by 10% over the next five years, and then more significantly over the longer term, including an extra 500- 600 undergraduates and additional postgraduates and part time students subject to funding becoming available.
- 10.2 The availability of both new build and private rental demonstrated through the vacancy rates for the 08/09 academic year discussed in the report indicates that there is a sufficient supply of both private rental housing and new build flats in Stockton for the short to medium term.
- 10.3 The impacts of students moving into new build developments on current areas of private rental in Stockton are difficult to quantify. In the opinion of the Council's Head of Housing while smaller properties could be converted into accommodation for non students other larger properties are more difficult to let. There is no evidence to suggest that student housing is causing major lifestyle issues with existing residential populations.
- 10.4 If purpose built accommodation is not taken up then problems may arise in the future from difficulties adapting the layouts into accommodation for non-students and also with car parking provision associated with the developments.
- 10.5 However, student numbers are predicted to grow, particularly over the longer term. Demand for particular types of accommodation may vary depending on the number and profile of students coming to the University. Furthermore, depending on their scale, new developments may need a lead time of at least two years so this must also be taken into consideration when assessing need.
- 10.6 Other Local Authorities have approached the issue of student accommodation in different ways. Councils such as Preston, Salford and Scarborough have developed policies based around need for student accommodation. Whereas Local Authorities like Newcastle, Charnworth and Nottingham have much greater student populations and different issues associated with this. Therefore, they have approached the issue using area based restraint policies to attempt to rebalance communities. Newcastle City Council has identified suitable sites for purpose built developments to reduce the pressure on traditional areas of private rental.
- 10.7 From the Planning Inspectorate appeal decisions it was clear there would have to be comprehensive evidence to refuse applications on the grounds of over- concentration of students. Anecdotal accounts of the negative impacts students were having on areas would not suffice. However, they are limited in what they can indicate about refusal on the grounds of need.
- 10.8 It is clear from this evidence base that a balance between the private rental and purpose built student accommodation sectors should be maintained.

- 10.9 The current sufficient supply situation may be exacerbated by more purpose built developments of which there are potentially 1007 bed spaces in the pipeline (subject to approval by Stockton-on-Tees Borough Council and PINS). Taking into account the 1700 students who require accommodation, and minus the 500 bed spaces in University owned colleges and 380 bed spaces at Rialto Court, this leaves 820 students. Therefore, there would be 187 extra bed spaces if all the applications come forward and every student rents a room in a purpose built flat.
- 10.10 Student numbers are predicted to grow incrementally to an extra 200 or 10% of the current number over the next five years. If 80% require accommodation this will be 160 extra students, and together with the current number of 820 a total of 980 students in the private sector. This is 27 students less than the number of bed spaces currently in the pipeline, indicating a small over supply situation if the applications were all approved and were built out at the end of the incremental student numbers growth in five years time.
- 10.11 Private sector views indicate that it is highly unlikely that every student will want to live in purpose built accommodation, particularly as Rialto Court is not fully let and therefore, it is likely that this figure will be an under estimate and the over supply will be greater if all the applications come forward, and the University grows as anticipated.
- 10.12 Any policy needs to be flexible enough to adapt to changing circumstances, as student numbers are predicted to increase further over the longer term and this will impact on how much accommodation is required over this longer time frame.

11.0 Policy Recommendations

- 11.1 Based on these conclusions the following policy is recommended for inclusion in the Core Strategy Development Plan Document in Core Strategy Policy 8 Housing Mix and Affordable Housing Provision:

“Major planning applications for student accommodation will have to demonstrate how they will meet a proven need for the development; are compatible with wider regeneration objectives; and are conveniently located for access to the University and local facilities.”

The reasoned justification for this will be:

“Queen’s Campus which is part of Durham University is located on Teesdale south of the river Tees from Stockton Town Centre. There are around 2,000 students currently based here. The University is of key strategic importance to the Borough, and it is important that the need for student accommodation is satisfied, but only in appropriate locations, which have good access both to the educational establishments they serve and to local facilities such as shops to be in accordance with the wider sustainability objectives of the LDF. Furthermore, it must be ensured that these developments are compatible with the character of the area and do not impact negatively on the amenity of neighbouring developments. The overall number of applications for student accommodation has increased recently and the Council wishes to avoid an oversupply of provision.”

- 11.2 The policy is not prescriptive and if developers can prove there is a need for more student accommodation then subject to other planning considerations there is no reason why student accommodation applications should be refused. It will enable up to date information about student numbers and the supply situation to be taken into account when considering individual applications in the future.
- 11.3 The timescale for this document is it anticipated it will go out for first publication at the end of October which will involve a consultation period of eight weeks. Submission of the Core Strategy and supporting documents to the Secretary of State is anticipated to take place in February 2009. The Independent examination will take place 14 weeks after submission. The receipt of the Inspector’s report will be 29 weeks after submission. The amendments of the Core Strategy in line with the Inspector’s requirements and adoption is expected to be in Autumn 2009.
- 11.4 The North Shore development is considered to be the preferred location for further purpose built accommodation for students as it will be well integrated with the future development of the campus and also with the existing site via a foot bridge. It is a mixed use site which is of strategic importance to the Borough. This site is recommended to be identified for student accommodation in the Regeneration Development Plan document as it already has planning permission.
- 11.5 Additional to the identification of North Shore, the number of applications for student accommodation will be monitored closely and if there is still considered to be an issue then a more detailed criteria based policy may be included in the Regeneration Development Plan Document.

11.6 North Shore Development Framework Plan⁴



The above diagram shows the proposed land uses at North Shore. The proposed Queen's Campus university site is shown in purple, which will be linked to the existing site by the foot bridge. As the accommodation will be integrated with the rest of the campus and be part of a mixed use scheme of strategic importance to the Borough it is the preferred location for further student accommodation development.

⁴ Accessed August 2008 from Tees Valley Regeneration <http://www.teesvalleyregeneration.co.uk/regeneration-projects/north-shore/plans>

APPENDICES

Appendix One Student Accommodation Applications in Stockton-on-Tees Borough

Applications under consideration

Application number	Site Address	Applicant	Proposal	Status
08/1184/OUT	Former Supreme Knitwear Middleway Thornaby Stockton-on-Tees Mandale and Victoria	Mr Nasser Din Primrose Business Centre 1 Orde Wingate Way	Outline application for mixed use student accommodation development and commercial floor space. Illustrative pending the submission of reserved matters application: 260 bed spaces and 6 commercial units on the ground floor.	Under consideration
08/2713/FUL	Former Rocket Building Railway Terrace Thornaby Stockton-on-Tees Mandale and Victoria	H and M Properties	Erection of student accommodation unit with 204 bed spaces and café/ bar (demolition of existing building).	Under consideration
08/2580/FUL	J T Dove Limited, Bridge Road TS18 3AL Stockton Town Centre	Mandale Commercial Ltd PO Box 29 TS18 2XW	Student housing development including related collegiate accommodation and external works. 226 bed spaces 875m ² of associated collegiate floor space. Including ancillary retail, university book shop, university café/ common room, ancillary leisure use (gym) and university accommodation office.	Under consideration

08/2129/FUL	15- 19 Yarm Lane, Stockton-on-Tees, TS18 3DR Stockton Town Centre	Hawkins and Beadle, 19 Yarm Lane, Stockton	Erection of building for use as student accommodation with 2 no. retail units on ground floor. 125 bed spaces	Under consideration
			Total: 867 bed spaces	

Appeals

Application number	Site Address	Applicant	Proposal	Status
08/0327/OUT	Ace Tarpaulins Limited, Dovecot Street, Stockton-on-Tees, TS18 1HG Stockton Town Centre	Mr M Edwards, 28 Harlsey Road, Stockton-on-Tees	Revised outline application for erection of 17 no. bed student accommodation (demolition of existing building)	The developer is appealing the decision made by the Local Planning Authority as the scheme does not result in a reduction of amenity for residents of nearby dwellings, as separation distances enjoyed exceed local standards and visual amenity will be enhanced by demolishing a visually depressive structure therefore the proposed development is not in contravention of Local Plan Policies. The refusal was made due to "Although both the principle of development and the design of the unit are acceptable there remain very real concerns over the detrimental impact of the development on neighbouring residents in Ewbank drive and Tarring Street. On this basis the policy is considered contrary to policies GP1, HO3 and HO11 of the adopted Local Plan."

07/3438/FUL	Land 35 Metres To West Of British Legion Club, Queens Avenue, Thornaby Mandale Victoria	Kexgill Construction Limited The Trees 56 Cottingham Road Hull	Revised application for development of 33 no. apartments for student accommodation, providing 175 no. en-suite bedrooms and associated parking and means of access.	The developer is appealing the decision made by the Local Planning Authority as the reason for refusal cannot be substantiated given the Council's previous deliberations and decisions for the site. The refused was made due to "In the opinion of the Local Planning Authority the proposed development by virtue of its design, scale and massing would be overbearing on the adjacent residential properties which would be contrary to the guidance in PPS 1 that the overall design, scale and massing needs to be appropriate to the locality and fit into the character of the area. The proposed development is considered to be deficient in private amenity space and would adversely affect the privacy of the occupants of the nearby residential properties and the undercroft parking would give rise to crime and safety issues and is therefore contrary to the saved Policies HO 11 (i) and (iv) of the adopted Stockton on Tees Local Plan."
			Total: 192 bed spaces	

Applications Approved

Application number	Site Address	Applicant	Proposal	Status
07/0739/COU	13 Mandale Road, Thornaby Stockton-on-Tees, TS17 6AD Mandale Victoria	Mrs J Earl Ivydene 79a High Street Yarm	Change of use to student accommodation and external alterations. 6 bed spaces.	Approved
07/0991/COU	1 And 2 Nelson Terrace, Stockton-on-Tees, TS18 1NJ Stockton Town Centre	Ian Jackson, 11 Bromley Road, Hartburn, Stockton	Change of use of first and second floor from A2 to student accommodation. 5 bed spaces.	Approved
06/3243/REV	66 Bridge Road, Stockton-On-Tees TS18 3AX Stockton Town Centre	Mandale Commercial Limited, PO Box 29 Stockton, TS18 2YW	Reserved matters application for the erection of 2 no. blocks of student residential accommodation and related external works including riverside footpath and cycleway. 382 bed spaces.	Approved
06/3578/FUL	45 - 53 Dovecot Street Stockton-On-Tees TS18 1LJ Stockton Town Centre	Mr R Blackburn 69 Greens Lane Hartburn Stockton	Demolition of existing building and erection of 1 no. retail unit with 36 no. student flats above. 36 bed spaces.	Approved
			Total: 429 bed spaces	

Applications Refused

Application number	Site Address	Applicant	Proposal	Status
08/0327/OUT	Ace Tarpaulins Limited, Dovecot Street, Stockton-on-Tees, TS18 1HG Stockton Town Centre	Mr M Edwards, 28 Harlsey Road, Stockton-on-Tees	Revised outline application for erection of 17 no. bed student accommodation (demolition of existing building)	Refused. “Although both the principle of development and the design of the unit are acceptable there remain very real concerns over the detrimental impact of the development on neighbouring residents in Ewbank drive and Tarring Street. On this basis the policy is considered contrary to policies GP1, HO3 and HO11 of the adopted Local Plan.” <i>Material Considerations</i> The application site lies within the limits to development and is a previously developed site. The principle of student accommodation on this site is therefore considered to be acceptable.
07/3438/FUL	Land 35 Metres To West Of British Legion Club, Queens Avenue, Thornaby Mandale Victoria	Kexgill Construction Limited The Trees 56 Cottingham Road Hull	Revised application for development of 33 no. apartments for student accommodation, providing 175 no. en-suite bedrooms and associated parking and means of access.	Refused. The refused was made due to “In the opinion of the Local Planning Authority the proposed development by virtue of its design, scale and massing would be overbearing on the adjacent residential properties which would be contrary to the guidance in PPS 1 that the overall design, scale and massing needs to be appropriate to the locality and fit into the character of the area. The proposed development is considered to be deficient in private amenity space and would adversely affect the privacy of the occupants of the nearby residential properties and the undercroft parking would give rise to crime and safety issues and is therefore contrary to the saved Policies HO 11 (i) and (iv) of the adopted Stockton on Tees Local Plan.”
			Total: 192 bed spaces	

Appendix Two Other Local Planning Authority Policies

Preston City Council

Student Accommodation Guidance Note

This guidance has been prepared to help you if you are considering submitting a planning application for new student accommodation. It sets out the issues that you should address in your application and the information which should be provided as part of the application. Compliance with this guidance should ensure that your proposals are considered fully and properly with no delays.

Issues to consider

When preparing applications for new student accommodation you should consider the following, in order to ensure that high quality student accommodation is provided:

- i. is the accommodation needed and will it meet the needs of Preston's Student population ?;
- ii. will it have an adverse impact on the character of the surrounding area or cause noise, nuisance or disturbance for surrounding properties ?;
- iii. will there be suitable facilities for students nearby ?; and
- iv. will the accommodation be close to public transport facilities in order to reduce demand for car travel ?

Why there is a need for this guidance.

The guidance has been prepared for two reasons:

1. To help ensure that proposals for student accommodation meet the needs of the student population so that in the future there is no pressure for student accommodation to be converted into residential dwellings. Such conversions are unlikely to be acceptable given the current housing over supply situation within Preston.
2. To help ensure that proposals for student accommodation do not have an adverse impact on the character of Preston and its residential areas. There is a concern that the City has been subject to intense pressure over recent years to accommodate a large number of units for students and that there is now such a level of provision (either built or committed) that a position of over capacity may have been reached. Without proper guidance and checks to ensure that student accommodation is justified the character of Preston and its residential areas could be adversely affected.

Definition of a "student"

For the purposes of this guidance a student is defined as any person enrolled at the University of Central Lancashire or other educational establishment on a full time basis or part time basis whether for a full academic year or for part of a semester (including students temporarily seconded from other universities and overseas students) or, during University vacations only, by Delegates attending conferences, exhibitions, courses, training, graduations, conferences and other events which are taking place at the University or other educational establishments.

Required Information

The information set out below is the minimum required for both the conversion of residential dwellings or other premises to student accommodation and where new purpose built accommodation is proposed. Failure to provide the information listed below may result in your application not being validated, unnecessary delays in determining your application or refusal of the application. The information that should be submitted as part of proposals for student accommodation should be provided in addition to that required by the 'Checklist of basic submission requirements' applicable to all planning applications and which is produced by the Council.

In your supporting information for student accommodation you should address the issues set out above by including:

- a) an assessment of the existing supply of student accommodation, including vacancies, gaps in the market and provision for accommodation of students with special needs;
- b) an assessment of how the accommodation provided will differ from other student accommodation in the area;
- c) a plan showing the surrounding land uses of the property/site whether there are dwellings, the facilities available in the local area – shops, social facilities.
- d) details of public transport provision in the area.

and should indicate:

- e) the educational establishment that the development is designed to support.
- f) the number of students to be accommodated.
- g) the distance from the university or college.
- h) the type of accommodation to be provided and standard of accommodation i.e. facilities to be provided within the accommodation within the boundary of the property/site and parking and whether these facilities are to be provided for individual students or if they are intended to be shared.
- i) the proposed management and supervision of accommodation / occupants.
- j) the proposed weekly rental level.

In addition to the above, developments with a gross floor area of over 250 square metres will also require a transport assessment to be carried out and those applications of 500 square metres or above will need to be accompanied by a Travel Plan.

If planning permission is granted for new student accommodation, a condition will be attached to the approval notice to restrict the occupation of the premises to students only. In some instances a legal agreement may also need to be entered into.

If you are considering development consisting of student accommodation you are strongly advised to discuss the matter with a planning officer prior to making an application. The planning department can be contacted on 01772 906581 or you can e-mail us at planningdept@preston.gov.uk.

Salford City Council

Adopted UDP 2004- 2016

.2 Policy H 7

Provision of Student Accommodation

Planning permission will be granted for the provision of student residential accommodation provided that the following criteria are met:

- i. there is a proven need for the development;
- ii. the development is in a location with very good access by public transport, walking and cycling to local facilities and to the educational establishment that it is designed to serve;
- iii. there would be no unacceptable impact on the amenity of the occupiers of neighbouring developments;
- iv. the use would not have an unacceptable impact, either in itself or cumulatively, on the character of the area; and
- v. the proposal is compatible with wider regeneration objectives, and is consistent with other policies and proposals of the UDP.

Reasoned justification

7.24 The University of Salford, Salford College, and the other universities and colleges within and on the edge of the city, create a significant need for student residential accommodation in Salford. It is important that this need is satisfied, but only in appropriate locations, which have good access both to the educational establishments they serve and to local facilities such as shops. The University of Salford campuses, and those parts of the Chapel Street West mixed-use area (MX 1/2) closest to them, are likely to be the most appropriate location, although student accommodation will not be allowed to dominate at the expense of the overall mix of uses and vitality of the area.

7.25 Student accommodation is normally not entirely self-contained, with shared facilities such as kitchens and living areas, and typically consists of smaller units than would be found in apartment developments. This relatively specialist nature of such accommodation can limit the options for reuse without major refurbishment work, so it is essential that a need for new student accommodation is proven by the applicant before any proposals are given planning permission.

7.26 An overconcentration of student accommodation can be detrimental to the character of an area, reducing the level of activity at certain times of the year, and such development will be controlled to ensure that this does not occur and that a balanced population is retained in any one area. The city council will work with the University of Salford, Salford College and other appropriate education providers to prepare a strategy for student accommodation.

Adopted Housing Planning Guidance

December 2006

Policy HOU 7

DEMONSTRATING A NEED FOR STUDENT HOUSING

Major planning applications for student housing should be accompanied by an assessment of the need for student housing within the local area, and the city of Salford more generally. Such an assessment should specifically identify

- The likely level of demand for student housing over the next ten years (split by type and cost);
- The existing number and location of student housing units (split by type and cost);
- The number and location of additional student housing units that have extant planning permission (split by type and likely cost);
- The sector of the student housing market at which the proposed development is targeted in terms of type and cost, compared with the likely level of demand within that sector and the existing and anticipated levels of provision in that sector elsewhere within the city;
- Any potential "leakage" of demand to student housing outside the city;
- Any potential impact on the local housing market if the number of students living in accommodation not specifically designed for students decreases; and
- The adaptability of the proposed development for uses other than student housing if the anticipated demand does not manifest.

Reasoned Justification

For the purpose of this policy, student housing is defined as housing that people move into when they become students and do not remain in for any significant period after they cease being students. It therefore includes accommodation specifically built for the student market, as well as mainstream housing in which groups of students live on a shared basis during their course. It excludes housing that students were already living in prior to applying to their course, for example where they continue to live with their parents or where they are already working in the area and commence a part-time course.

Purpose-built student accommodation is often in the form of individual units of accommodation consisting of a relatively small bedroom and en-suite bathroom, with several units sharing a kitchen and sometimes a living room. Such buildings are generally not easily converted to other uses such as mainstream housing. Given this lack of adaptability, it is therefore essential that the expected need for new purpose built accommodation is relatively certain. Otherwise there is a risk that the development might not be occupied, or there could be pressures for its alternative use as hostel accommodation which would generally be inappropriate in such a large concentration (such uses instead being more suited to smaller buildings that enable greater integration into communities).

Therefore, planning permission will only be granted for new student housing where the demand for the additional accommodation has been clearly demonstrated. In determining the likely level of demand for student accommodation, regard should be had to inter alia:

- Existing and projected numbers for students in further/ higher education in Salford, taking into account any expansion plans of the University of Salford and Salford College;
- The proportion of these students that are likely to require accommodation in Salford;
- The number of students at further/ higher education establishments in Manchester that would be likely to access student housing in Salford.

The market for student housing is not homogenous, not just in terms of various options relating to shared housing or self-contained purpose built accommodation, but also with regards to accessing such housing. Therefore, regard will be had to such issues of type and cost when considering the likely need/ demand for additional student housing. It will also be important to identify whether the additional completion from the development with the use of mainstream housing by students could lead to any destabilising of local housing markets a sudden reduction in demand.

This policy supplements UDP Policy H7.

Scarborough Borough Council

STUDENT

ACCOMMODATION

Supplementary Planning Guidance

April 2004

Foreword

The attached Supplementary Planning Guidance (SPG) was the subject of public consultation for a six week period between 9 January 2004 and 20 February 2004. The SPG was also placed upon the Council's Website to allow electronic inspection and feedback. In response to the comments received, the Borough Council agreed minor amendments at its meeting on 20 April 2004. The guidance has now been adopted in this revised form by the Council and will be taken into account in the determination of planning applications.

In accordance with PPG12, the SPG is reproduced together with a Schedule of Consultees and the details of the Council's response to comments received. The SPG is to be the subject of regular monitoring and review to ensure that it remains relevant and achieves the desired results.

Contents

Page No.

1.0 Introduction

2.0 Background Information

- *University of Hull (Scarborough Campus)*
- *Yorkshire Coast College*
- *The Current Trend of Converting Hotels and Other Properties to Units of Student Accommodation*

3.0 What does / does not require planning permission?

4.0 The Criteria for the Conversion of Properties to Student Accommodation?

- *Need*
- *Location*
- *Size and Type of Property*
- *Management*
- *General Guidance and Room Layout/Sizes*
- *Maintenance*
- *Commuted Sum Payments*
- *Security*
- *Further Issues*

5.0 Relevant Contacts

Appendix 1– Relevant Policies

Appendix 2 – Standard Conditions

Appendix 3 – Statement of Consultation and Involvement

Appendix 4 – Schedule of Response to Public Consultation

1.0 Introduction.

1.1 During 2002/3 there was an increasing number of planning applications received within Scarborough town for the conversion of properties, including hotels, to student accommodation. This trend has largely been a market led response to the accommodation requirements of students enrolled at the University of Hull's Scarborough Campus. This trend, in addition to meeting the needs of students, is assisting the regeneration of Scarborough, bringing under-used, vacant and derelict properties back into use, improving the vitality of certain areas, assisting in the continued success of the town's educational establishments, and working towards the common goal of the renaissance of Scarborough and the North Yorkshire Coast.

1.2 It has, however, also caused concerns in the local community that unchecked growth could result in future problems including :-

- An imbalance in the population in certain areas of the town resulting in a loss of community and perceived anti-social behaviour problems.
- An adverse effect on the character of certain areas.
- The loss of a proportion of the town's stock of hotels.
- An over-supply of student accommodation and the potential for future pressure to create conventional Houses in Multiple Occupation (HiMO) of which there are already considered to be sufficient within the Borough.

1.3 To address these concerns, the Local Planning Authority consider it important to expand on current planning policy by means of this Supplementary Planning Guidance (SPG) to guide developers and prevent any future problems. The guidance contained within this SPG along with that contained within the existing 'Guidance Note on Flat Conversions' clarifies adopted Local Plan policies H.10, H.11, H.12, H.13, L.5 and E.14, which are all included in Appendix 1 of this document. The aims of these policies are to :

- Ensure that there is suitable provision for family housing, by way of retaining and protecting small terraced properties and the family housing stock.
- Ensure that in any conversion to flats, including those to student accommodation, the amenity of existing and future residents is protected.
- Protect Listed Buildings and Conservation Areas from insensitive development.

- Restrict the creation of further HiMOs and encourage the upgrading of existing HiMOs and Hostels.
- Resist the change of use of the existing hotel stock in Prime Holiday Areas defined in the Local Plan and of hotels with over 30 bed spaces.

1.3 This Supplementary Planning Guidance is intended to facilitate good quality conversions to Student Accommodation. It will be important for applicants to demonstrate that the property is suitable for conversion, that the proposed use will not lead to harm and in the case of larger properties, that there is a justified and proven need for such use.

2.0 Background Information

2.1 Following discussions with representatives of the local educational establishments the following information has been established.

2.2 University of Hull (Scarborough Campus)

2.1 The University has approximately 2000 students at any one time and although numbers have dipped slightly for the year 2003/04 this is seen as a temporary blip. This is considered to be a result of the current political and economic world climate which has led to a reduction in foreign students travelling to the UK. The approximate average intake of first year students is 550, although the current intake is approximately 425 for 2003/04. The University has no plans for major expansion in the short term.

2.2.2 The University has a policy that all first year students requiring accommodation will be offered University approved accommodation. The current breakdown of accommodation for first year students is :

- 223 Students in University owned accommodation (Cayley Hall and Filey Road)
- Approximately 150 to 200 properties managed by the University under the Head Leasing Scheme. This figure depends on the actual intake of the year.

2.2.3 It should be noted that not all first year students take up the offer of University approved accommodation under the Head Leasing Scheme. Also a number of students are from the local area and continue to live at home. This means that the need for accommodation, in terms of bed spaces, falls below the intake number although this is subject to some fluctuation.

2.2.4 The Head Leasing Scheme is an arrangement whereby the owner leases his/her property to the University for a fixed term at a fixed rate. The property is sub-let to a group of students and the University takes over the day-to-day management of the property. The only involvement the owner will have during term time is if repairs, for which they are responsible, are necessary. For further information on the Head Leasing Scheme please contact the University of Hull direct on 01723 357245.

2.2.5 The Head Leasing Scheme relates to a range of properties which are large enough to accommodate 2 – 20+ students.

2.2.6 Currently 75 students are accommodated within units of 20 bed spaces and over, under the Head Leasing Scheme. The University has confirmed that they currently have no requirement for further properties of this scale, as supply now matches demand in respect of these properties. The properties preferred by the University for inclusion in the Head Leasing Scheme tend to accommodate up to 12 students, however, subject to demand the University will accept properties accommodating between 12 and 20.

2.2.7 Depending on intake, between 1000 and 1500 students make their own arrangements for accommodation. The majority of this need is met by the private sector and consists of properties accommodating 4 to 6 students.

2.3 Yorkshire Coast College

2.3.1 The College is concerned mainly with the provision of further education as opposed to higher education. As such, the main intake of students is from Scarborough, Whitby and Filey who live locally and attend on a daily basis. Whilst the College does provide some Higher Education courses, these are extremely limited and currently involve only approximately 20 students. There are no plans to significantly increase the number of Higher Education courses and the number in following years (2004/5 onwards) is not expected to exceed 50 students. The College has therefore confirmed that the demand for accommodation is low. The College collates a list of properties in the area for visiting students but has no involvement in running the accommodation. The College has suggested that the main requirement is for units of 4-6 bed spaces with no demand for larger units owing to the relatively small intake of students from outside of the area.

2.4 The Current Trend of Converting Hotels and Other Properties to Student Accommodation.

2.4.1 Since 1999 the Council has granted planning permission for the change of use of a number of larger buildings within Scarborough to student residences, for example 1-3 Carlton Terrace which accommodates 29 students.

2.4.2 Over 175 student bed spaces have been created by planning permission, accommodated in 12 separate buildings, with a further 20 bed spaces confirmed by the grant of Certificates of Lawfulness.

3.0 What does / does not require planning permission?

3.1 The proposed conversion of all commercial and non-residential buildings to student residences will require planning permission. Also, larger dwellings, where more than six students will be accommodated, will normally require planning permission. The need for planning permission and the acceptability of the use of such buildings will be assessed in accordance with the guidance and criteria in Section 4 and should be discussed with the Council's Development Control Section at an early stage, in order to inform an owner or developer's decision making.

3.2 Under the Town and Country Planning (Use Classes) Order, smaller dwellinghouses can be used by up to six students living together as a single household, without the need for planning permission. This requires the students to share the main facilities of the dwelling, including a kitchen, bathroom and living room with shared utility service accounts rather than forming a bed-sitting type arrangement within the property. However, it may be necessary to upgrade the property, particularly in terms of fire precautions, under the provisions of the Housing Act 1985 (as amended) and you are advised to contact the Council's Environmental Health and Housing Department for further advice in this matter.

4.0 The Criteria for the Conversion of Properties to Student Accommodation.

4.1 This section sets out the criteria for the successful conversion of buildings to student accommodation and will examine the types of properties which are and which are not suitable for conversion.

4.2 Need

4.2.1 In line with advice from the University there is currently no need for accommodation providing for 20+ students. When applications for the conversion of buildings to units of student accommodation for less than 20 students are submitted, they must be accompanied by supporting evidence to show that there is a demonstrable, unmet need for additional student housing of this size in the area.

4.2.2 Should a need be successfully proven the following criteria laid out in this section will need to be fully considered.

4.3 Location

4.3.1 The specific location of student accommodation should be considered at an early stage in terms of its appropriateness and the potential impact on existing development or communities. The following issues should be considered and/or addressed :

- Demonstrate that the conversion of the property to student accommodation will not result in a demographic imbalance in an area or a concentration of students. Such concentrations can disrupt communities and be of detriment to the amenity and character of an area because of the particular life style and needs of students. For example, the viability of a local school or playgroup could be threatened if opportunities for family use of accommodation were to be denied by a concentration of students in the area. Areas should accommodate a wide mix of properties and residents. Whilst there is little evidence to confirm that a concentration of such a group in a single area results in problems including anti-social behaviour it is certainly a perceived threat by existing residents within communities. When considering proposals for student accommodation the impact on neighbouring residents will be a material consideration and it is therefore advised that student accommodation should not be sited near or adjacent to noise sensitive residents (e.g. a care home for the elderly)
- Properties should not be in unsustainable locations, i.e. remote from the university/college and shops, poorly served by public transport.
- Properties near or adjacent to 'bad neighbours' such as industrial or noisy late night uses are generally considered to be unsuitable.

4.4 Size and Type of Property

4.4.1 Certain types of property will be more appropriate for conversion to student accommodation and the following is a brief guide to what is generally suitable and unsuitable:

Suitable

- Larger residential properties which are no longer suitable for occupation as a single house.
- Other properties (non-residential) where conversion to student accommodation would not be contrary to Local Plan policy. For example, development should not result in the loss of viable industrial or business units which are safeguarded by Policy I.4.
- Vacant flats above shops.
- Existing HiMOs and bedsits which would benefit from upgrading to self contained flats or purpose built student accommodation (it is always sensible to check the planning status of a HiMO to check whether permission will be needed for student use).

Unsuitable

- All hotels over 30 bed spaces and any hotels or guest houses in Prime Holiday Areas.
- Listed Buildings. Such buildings may generally be unsuitable for conversion owing to the impact of any internal works on the fabric and character of the building. It is suggested that prior to progressing any scheme to convert a listed building to student accommodation that preliminary discussions are arranged with the Council's Conservation Officer.

4.5 Management

4.5.1 The management and wardening of properties is an issue which will require addressing prior to the grant of planning permission. The following will need to be complied with in all cases :

- Provide self-contained accommodation for an on-site, resident warden for properties accommodating 8 or more students.
- Ensure that only bona fide students in full-time education at a local University or College will be housed in the resulting accommodation.
- Provide details as to how the accommodation will be utilised outside of the core term time. Whilst support may be given for short term holiday use, permission is unlikely to be granted for semi-permanent occupation/primary residence use by other, transient groups.

4.6 General Guidance and Room Layout/Sizes

4.6.1 For smaller properties, such as single houses and flats, it may still be necessary to comply with a number of the above criteria and it is suggested that you contact the Council's Development Control Office to discuss any proposal. In cases where planning permission is not required, the Local Planning Authority will have no control over such matters, however, it is suggested that you contact the Environmental Health Section and Building Standards Consultancy to discuss any proposals. For details on the need for planning permission, please refer back to section 3.0.

4.6.2 Specific guidance on room sizes and layouts can be found in the Councils Publication 'Guidance Note on Flat Conversions'. However, as a guide the following is a brief background on guidelines and specifications of rooms and sizes for student accommodation :

- Twin bedrooms will not be permitted. Students should be accommodated one per bedroom.
- Bedrooms are to be a minimum of 7.5 m². This is to allow the room to accommodate a bed, wardrobe and study desk.
- Communal kitchens should be, wherever possible, separate to other rooms. In a small unit, up to 3 students, a kitchenette as part of a

dining room may be acceptable. The minimum requirement for a kitchen will be 7.65m², although a more sizeable kitchen may be required in larger residences.

- A communal lounge will be required of a size sufficient to accommodate the number of students in the unit. Dining space shall be provided for all students either separate to or as part of the living/communal room.
- A toilet (wc), shower and wash basin should be provided on each floor with bedrooms, either in the form of communal a facility or en-suite to/in bedrooms.
- Bedsits style arrangements will not be appropriate; i.e. cooking in rooms.
- Storage space for bicycles etc will also be required.

4.6.3 The accommodation should comply with relevant legislation contained in the Housing Act and The Building Regulations. There are, for example, more stringent requirements for the installation of fire precautions amongst other matters, within student accommodation. Any developer should consult the Council's Environmental Health and Housing Department and Building Standards Consultancy at an early stage, to ascertain these requirements.

4.6.4 As mentioned previously, comprehensive guidelines on all aspects of converting properties to flats (student or otherwise) can be obtained within the 'Guidance Note on Flat Conversions'.

4.7 Maintenance

4.7.1 In addition to the above, it will be a requirement of all permissions to convert properties into student accommodation that the owner enters into an ongoing programme of maintenance for the exterior fabric of the building. This will be required by condition. An example is indicated in Appendix 2.

4.8 Commuted Payments Towards Open Space

4.8.1 It is appropriate where a non-domestic property is converted to student accommodation for the Local Planning Authority to seek a commuted sum payment towards the off-site provision or improvement of public open space. In the case of student residences accommodating 8 or more students the rate for payment will be £104 per student based on the information provided within the Council's Draft SPG on Standards for the Provision of Open Space and Recreation in New Housing Development.

4.9 Security

4.9.1 Whilst security of converted properties is an issue outside of the control of the Planning Service, it should be noted by developers that North Yorkshire Police have raised it as a main issue when considering student accommodation. Student properties are often the target for crime, owing to the equipment often contained within (e.g. PC's, Printers and other electrical equipment). Whilst the

Local Planning Authority cannot enforce security measures by condition, it is agreed that all developers of student accommodation should be encouraged to contact the Police Architectural Liaison Officer (PALO) to discuss this matter. The PALO can be contacted on 01723 509725.

4.9.2 An informative note will be added to relevant decision notices to further draw the applicants attention to the need to provide an adequate level of security.

4.9 Further Issues

4.9.1 Further issues including refuse storage, disabled access, energy efficiency, parking and cycling facilities and design are covered in the document 'Guidance Note on Flat Conversions'.

5.0 Relevant Contacts

5.1 The following is a list of contacts at the Local Authority when submitting planning applications, listed building applications or building regulation applications for the conversion of buildings to student accommodation:

Development Control Tel: 01723 232477

Email: marcus.whitmore@scarborough.gov.uk

Conservation Officer Tel: 01723 232481

Email: chris.hall@scarborough.gov.uk

Building Standards Consultancy Tel: 01723 232440

Email: building.standards@scarborough.gov.uk

Environmental Health and Housing Tel: 01723 232530

Email: tony.fenter@scarborough.gov.uk

Written correspondence should be addressed to any of the above at the following address:

Scarborough Borough Council
Town Hall
St Nicholas Street
Scarborough YO11 2HG
Main Switchboard: 01723 232323
Internet: www.scarborough.gov.uk

The Police Architectural Liaison Officer can be contacted at:

Pickering Police Office
Malton Road
Pickering, YO17 7EY

Appendix 1

Relevant Policies from the Scarborough Local Plan

H10: Protection of Residential Amenity

Planning permission will not be granted for development that would have a serious effect on residential amenity. In considering proposals account will be taken of:

- (A) The extent of overlooking and loss of privacy;
- (B) The proximity and relationship of new and existing buildings and whether there is an overbearing effect on existing property;
- (C) Disturbance or danger resulting from the level of traffic likely to be generated by the development;
- (D) Levels of noise, smell and other emissions and pollutants;
- (E) The impact of the development on the appearance of the area; and
- (F) The loss of significant open space or landscaped areas.

H11: Protection of Small Terraced Houses

Proposals involving the conversion of small terraced houses to flats will not be permitted.

H12: The Conversion and Sub-Division of Buildings for Residential Use

With the exception of buildings to which Policy H11 applies (Small Terraced Houses), the conversion of buildings or the sub-division of existing dwellings to form smaller units of accommodation will only be permitted within the defined development limits of towns and settlements where self contained accommodation can be provided without:

- (A) Affecting adversely the amenities of potential occupants or nearby residents; or
- (B) External alterations likely to detract from the street scene; or
- (C) Leading to a concentration of such uses, or otherwise likely to harm the character of the surrounding area.

Proposals for non self-contained accommodation will only be permitted where they satisfy the above criteria and are justified either by a proven housing need or a need to retain the special character and features of particular buildings, e.g. room sizes in listed buildings.

H13: Residential Use of Upper Floors

The use of upper floors for commercial premises for residential purposes will be permitted unless it would give rise to conflict with existing uses in the area.

E14: Extensions and alterations to existing buildings

Extensions and alterations to existing buildings will be permitted provided that:
In the case of alterations:

1. The alteration will not detract from the character, appearance or historic significance of the building; and
2. The alterations will not harm the uniformity of a terraced frontage or otherwise harm the appearance of a streetscene.

L5: Changes of use of hotels and guest houses

The change of use of hotels with over 30 bed spaces will not be permitted. The change of use of other hotels and guest houses within the prime holiday areas defined on the proposals map will only be permitted where:

1. It can be demonstrated that overall demand for this type of accommodation during peak periods in the particular town is being met; or
2. The proposal will result in a significant environmental improvement or other benefit to the character of the prime holiday area.

Appendix 2

The following is a list of standard conditions which may be appropriate for inclusion on Decision Notices relating to student accommodation. Please note that this list is not exhaustive.

1. Maintenance of Exterior of Property

The external appearance of the converted property shall be maintained in a good state of repair in accordance with an agreed and ongoing scheme of external maintenance which has been submitted to and approved in writing by the Local Planning Authority.

Reason: *As the property will be occupied by groups of students on a short term basis the maintenance of the exterior of the building is unlikely to be carried out by the occupants of the property. It is therefore the responsibility of the owner of the property to ensure that the exterior of the property is maintained to an appropriate standard in order to safeguard the appearance and visual amenities of the area in which it is situated.*

2. Occupation of Property

The occupation of the property shall be limited to bona fide students whose main residence is elsewhere and who are enrolled on recognised full-time courses at one of the higher educational establishments in the town of Scarborough only, and it shall not be occupied by any other persons.

Reason: *To ensure that the accommodation is available to bona fide students at all times and to safeguard against the use of the property as a house in multiple occupation. The Local Planning Authority consider that accommodation of this type is suitable only to meet the demands of higher educational establishments and that sufficient shared accommodation for other persons already exists in the locality. The Local Planning Authority aims to ensure that a concentration of shared use accommodation which would lead to an imbalance in housing provision and social profile does not occur.*

3. Communal Living Accommodation

The rooms entitled kitchen, dining room/lounge on the plans forming part of the application shall be retained as communal living accommodation for use by all the student residents of the property.

Reason : *To ensure that the occupiers of the property have an appropriate standard of residential amenity.*

4. Students per Bedroom

The student residents of the building shall be accommodated one per bedroom and the maximum total number of students accommodated in the building shall be no more than (insert number) without the express written approval of the Local Planning Authority.

Reason : *To ensure that the occupiers of the property have an appropriate standard of residential amenity.*

5. Restricted Letting

The building shall not be used for any other type of lettings without the express written approval of the Local Planning Authority.

Reason: *To ensure that the accommodation is available to bona fide students at all times and to safeguard against the use of the property as a house in multiple occupation.*

6. Adverts if Converted from Guesthouse/Hotel

Prior to the first occupation of the building as a student residence all external signage and paraphernalia associated with the guest house use shall be removed from the property and the site.

Reason: *In the interests of the appearance of the property and the character of that part of the Conservation Area in which it is set.*

7. Example of External Improvements Condition

Within one month of the date of the planning permission hereby permitted, a detailed schedule of external improvements and repairs shall be submitted to and be approved by the Local Planning Authority. The schedule shall include for, inter alia, the retention, repair and overhaul of all the original sliding sash windows on the front elevation, or their like for like replacement, the removal of the stone cladding around the front door and the rendering of that area, the repainting of the front elevation of the property and the re-instatement on the front elevation of a painted timber panelled door. The schedule of works so approved shall be implemented in full within six months of the date of the planning permission hereby permitted or within such other time period as may be approved in writing by the Local Planning Authority.

Reason: *The use hereby permitted is only acceptable on the basis of this condition, in the interest of the character of the building and the visual amenity of that part of the Conservation Area in which the property is situated.*

8. Confirmation of no Permitted Development Rights

Other than the alterations required under Condition X above, there shall be no external alterations to the property without the prior written approval of the Local Planning Authority.

Reason: *To safeguard the rights of control of the Local Planning Authority over alterations, in the interests of the character and appearance of the Conservation Area in which it is set.*

Appendix 3

Statement of Consultation and Involvement.

The draft SPG was subject to public consultation for a period of 6 weeks. To ensure that the guidance was commented upon by a varied and large group the following were consulted :

- The Local Educational Establishments (University of Hull – Scarborough Campus and Yorkshire Coast College)
- Scarborough Hospital
- Recent Applicants for Student Accommodation
- All members of the Architects and Agents Liaison Group
- Scarborough Borough Councils Environmental Health Section and Legal Services Section.
- All Members of the Planning Sub-Committee (Urban)
- Scarborough Landlords Association.
- North Yorkshire Police.
- Universities of Hull, Teesside and York
- Other Local Authorities.

In addition to the above the draft SPG was available to view within Borough Council Offices and on the Councils Web Site (www.scarborough.gov.uk). It was also possible to leave feedback online.

Appendix 4
STUDENT ACCOMMODATION SPG
SCHEDULE OF THE

RESPONSE TO PUBLIC CONSULTATION

Ref. No.	Consultee	Comments Made	Suggested Response
1.	Scarborough and North East Yorkshire Healthcare (NHS)	Threshold of 8 students for the need to provide a warden is too low.	The need for wardened accommodation will be decided on an individual basis and it is unlikely to apply to any future on-site hospital accommodation for medical students. However, in general it is considered that a threshold of 8 students is appropriate as this level of accommodation has the potential to have nuisance and amenity issues.
2.	As above	The 'concentration' of students in a particular area works well on some occasions. Preference would be to locate students as close as possible to place of education, though this is at odds with this SPG.	Allocation within Borough Local Plan for student accommodation near to University site demonstrates that policy welcomes such accommodation near to place of education. Comments from North Yorkshire Police (Ref. No. 7) explain clearly reasons why some dispersal is important.
3.	University of Hull	Flexibility and implementation of changes should be allowed if and when necessary with SPG.	Noted.
4.	As above	The natural North / South Bay divide is bound to create areas of increased student population.	Noted.

5.	North Yorkshire Police	Supports consistency of approach and the fact it will ensure long term use of premises as student accommodation rather than being a stepping stone to HiMO.	Support noted.
6.	As above	Support need to justify requirement for additional student accommodation.	Support noted.
7.	As above	Support dispersal suggestion as it will assist in integration of students into wider community. Will also	Support noted.