

Full Year Housing Monitoring Update for Monitoring Year 2019/20¹²

Housing Completions – Summary

Between 1st April 2019 and 31st March 2020 there were a total of **560 net housing completions**:

Some of the main developments have been;

- 492 homes (87.9%) were completed on (Use Class C3) housing sites
- 39 homes (7%) were a result of off campus privately managed student accommodation schemes at the Coal Yard, 11 Mansfield Street (21) and The Fleeting Arms, 54 Gillygate (18),
- 21 homes (3.8%) resulted from 'prior approval' i.e. sites benefitting from relaxed permitted development rights to allow conversion to residential use,
- Changes of use of existing buildings to residential use and conversions to existing residential properties accounted for 134 (23.9%) of all completions, and
- Development sites including the Hungate Development Site (101), the Former Terry's Factory Site (97), Germany Beck (55), and the Derwenthorpe Development Site (30) all provided notable completions during the monitoring period.

Housing Consents – Summary

Housing consents over the monitoring period totalled a significant **3,466 net additional homes**. This total represents a sustained increase in residential approvals over the last three years following a decline experienced during the 2016/17 monitoring year.

The main features of the consents approved during the full 2019/20 monitoring period were;

- 3,391 of all net homes consented (97.8%) were granted on traditional (Use Class C3) housing sites,
- Outline consent for up to 2,500 new homes at the York Central site and a further 425 at The Cocoa Works (Nestle Phase II) site have been granted, whilst full approval, following appeal, for 266 homes at the Former Civil Service Sports Club, Boroughbridge Road site were all approved during the monitoring period for significant future planned housing developments for the City, and
- 75 net new homes (2.2%) were permitted through 'prior approval' as a result of relaxed permitted development rights.

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

² Please note that this update does not include data relating to completions or consents of communal establishments as required by MHCLG as part of their Housing Flows Reconciliation Return for 2019/20 – these details will be collated and confirmed in readiness of the annual return later in the year.

Housing Monitoring Update

1. Housing Completions 2019/20

1.1. A total of **560 net housing completions**³ took place during the full 2019/20 monitoring year⁴ (see Table 1 below).

1.2. This figure is the result of compiling data from a number of sources comprising;-

- Results from 6 monthly site visits to verify the number of housing completions which have been carried out on each consented housing site,
- Analysis of monthly Building Control completions returns that provide information of both City of York Council and private building inspection records,
- Regular contact with developers/applicants for each site over 10 dwellings to accurately monitor completions and to estimate the likely level of completions over the term of the build programme, and
- Monitoring of extant consents, new permissions, developments allowed on appeal and the inclusion of development through certificates of lawful development previously not included within housing returns

Table 1: Housing Completions 2019-20 (1st April 2019 to 31st March 2020)

Year	Completions	New Build	Net Conversions	Net Change of Use	Demolitions	Net Dwelling Gain
1 st April 2019 – 30 th September 2019	344	250	10	73	5	328
1 st October 2019 – 31 st March 2020	252	187	1	50	6	232
2019/2020	596	437	11	123	11	560

³ Net housing completions are calculated as the sum of new build completions, minus demolitions, plus any gains or losses through change of use or conversions to existing properties

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

- 1.3. Table 2 highlights the more significant developments that resulted in housing completions on traditional housing sites (Use Class C3) over the full monitoring period.
- 1.4. Full completion of Block F of the Hungate Development site provided a total of 101 new homes over the full monitoring year, whilst further significant completions took place at the Former Terry's Factory site (97) and the Germany Beck site (55) added significant family housing stock. The final homes on the Former Grain Stores site on Water Lane (25) were completed over the 12 month period, whilst Grove House, Penleys Grove Street (29) was fully converted and a further 30 homes were completed at the Derwenthorpe site in Osbaldwick.

Table 2: (Use Class C3) Housing Completion Sites

Site Name	Net Completions (1 st April 2019 to 30 th Sept 2019)	Net Completions (1 st October 2019 to 31 st March 2020)	Net Completions (2019/20)
26 Tadcaster Road Dringhouses	0	6	6
Pizza Hut Ltd 10 Pavement	8	0	8
Rowntree Wharf Navigation Road	9	0	9
Resource & Daycare Centre 126 Acomb Road	0	10	10
Former Del Monte Site Shipton Road Skelton	0	10	10
Site to R/O 1-9 Beckfield Lane	11	0	11
Fire Station 18 Clifford Street	14	0	14
Former Grain Stores Water Lane	25	0	25
Grove House 40-48 Penleys Grove Street	29	0	29
Land to West of Metcalfe Lane Osbaldwick (Phases III & IV)	30	0	30
Germany Beck East of Fordlands Road	25	30	55
Factory (Terry's) Bishopthorpe Road	41	56	97
Hungate Development Site (Block F)	50	51	101
Sites providing 5 dwellings or less during the monitoring period	47	39	86
All Sites	289	203	492

- 1.5. Table 3 provides a breakdown of the categories that make up the overall housing completions for the full monitoring period. These categories are analysed further in this update and Tables 4 to 7 reference significant individual sites and their associated completion numbers.

Table 3: Components of Housing Completion Sites

Year	Type of Approval	Number of Sites with Completions	Gross Additional Homes Completed	Net Additional Homes Completed
1 st April 2019 – 30 th September 2019	Residential (Use Class 3) ⁵ Approval	46	303	289
	Sites Granted Certificates of Lawful Use/Development	1	4	3
	'Prior Approval' Sites (see paragraph 1.6 below for details)	5	16	16
	Development of Over 55s accommodation/Elderly Homes with limited care	0	0	0
	Privately Managed Off Campus Student Accommodation	1	21	21
	Sites Lost to Housing Through Change of Use	1	N/A	-1
1 st October 2019 – 31 st March 2020	Residential (Use Class 3) Approval	42	216	203
	Sites Granted Certificates of Lawful Use/Development	1	1	-1
	'Prior Approval' Sites (see paragraph 1.6 below for details)	2	5	5
	Development of Over 55s accommodation/Elderly Homes with limited care	2	12	12
	Privately Managed Off Campus Student Accommodation	1	18	18
	Sites Lost to Housing Through Change of Use	4	N/A	-5
2019/20			596	560

1.6. Regulations came into force in May 2013 that increased permitted development and change of use rights in England so that some building work could be undertaken without the need for full planning permission⁶. This was to be a temporary arrangement for 3 years until May 2016. However, in October 2015 the Housing and Planning Minister announced new measures proposed in the Housing and Planning Bill that the then temporary relaxation of permitted development rights allowing for office to residential conversions (ORCs) together with certain retail,

⁵ Dwelling houses – for full definition see the Town and Country Planning (Use Classes) Order 1987 (as amended) 25th February 2016. See also the 2018/19 Housing Flows Reconciliation (HFR) form.

⁶ subject to prior approval covering flooding, highways and transport issues and contamination

financial services and existing agricultural buildings were to become permanent.

- 1.7. Table 4 provides details of the seven sites where completions took place within the ‘prior approval’ category during the full monitoring period with the largest site, Diocese House, Aviator Court providing 7 new homes.
- 1.8. A total of 21 net completions resulted from this type of development over the twelve month period. This continues a lower trend in this category of completions when compared to the historic supply from this source. However, it is anticipated that a considerable future supply of homes from this category of development as construction continues on a number of significant sites throughout the city with Ryedale House (79) and Shepherd Engineering Services, Mill Mount (21) being just two such schemes still under construction, whilst several sites have, as yet, unimplemented consent.

Table 4: Housing Completions Resulting from ‘Prior Approval’ Sites

	Site Name	Gross Additional Homes Completed	Net Additional Homes Completed
1 st April 2019 – 30 th September 2019	Sandburn Farm Malton Road Stockton on Forest	1	1
	Unit B Aviator Court	4	4
	Cowslip Hill Brecks Lane Strensall	1	1
	Lloyds 130 Haxby Road	3	3
	The Diocese of York Diocese House Aviator Court	7	7
1 st October 2019 – 31 st March 2020	Showroom Vehicle Lettering 77 Gillygate	1	1
	Yh Training Services Ltd York House 15 Clifford Street	4	4
2019/20		21	21

- 1.9. Two privately managed off campus student accommodation developments were completed during the monitoring year. These were the developments at the Coal Yard, 11 Mansfield Street (21) and The Fleeting Arms, 54 Gillygate (18) sites that provided a total of 39 net additional student units. Please see paragraph 1.10 and Appendix 1 which explain how student accommodation is assessed in terms of housing completions.

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

	Site Name	Gross Additional Homes Completed	Net Additional Homes Completed
1st April 2019 – 30th September 2019	Coal Yard 11 Mansfield Street	21	21
1st October 2019 – 31st March 2020	The Fleeting Arms 54 Gillygate	18	18
2019/20		39	39

- 1.10. In line with MHCLG dwelling definitions⁷, student accommodation ‘*can be included towards the housing provision in local development plans*’ and ‘*purpose-built (separate) homes (eg self-contained flats clustered into units with 4 to 6 bedrooms for students) should be included. Each self-contained unit should be counted as a dwelling*’.
- 1.11. Last year the National Planning Practice Guidance (NPPG) provided further information on how local planning authorities should deal with student housing in their housing supply in the section on housing and economic land availability assessment methodology - Paragraph: 038 Reference ID: 3-038-20140306. This reference has since been removed.
- 1.12. However, MHCLG through their dwelling definition in the Housing Flow Reconciliation (HFR) returns form and guidance notes⁸ have in the meantime provided clarity to local authorities in how to deal with student accommodation and communal accommodation in their assessment of completions.
- 1.13. Each housing site, including off campus privately managed student accommodation, has been assessed in accordance with these terms by CYC in calculating housing capacity and is represented in Table 5 above. This table indicates sites within this category that have provided completions during the 2019/20 monitoring year.
- 1.14. No completions within the category covering development of over 55’s accommodation/homes for the elderly or homes with limited care took place during the first 6 months of the monitoring period. However, two sites (see table 6 for details) provided an additional 12 homes during the remaining part of the year.

⁷ see: <https://www.gov.uk/guidance/housing-statistics-and-england-housing-survey-glossary/a-to-z>

⁸ see: <https://www.gov.uk/guidance/dwelling-stock-data-notes-and-definitions-includes-hfr-full-guidance-notes-and-returns-form>

Table 6: Completions carried out on Developments for over 55's/Elderly and Homes providing Limited Care.

Time period	Site Name	Gross Additional Homes Completed	Net Additional Homes Completed
1 st April 2019 – 30 th September 2019	None	0	0
1 st October 2019 – 31 st March 2020	Hazelwood Guest House 24-25 Portland Street	8	8
	Land to SE of Ryedale Caravan Site Green Lane Clifton	4	4
2019/20		12	12

1.15. Sites granted Certificates of Lawful Use (CLUs), Certificates of Permitted Use (CPU) together with Certificates of Lawful Development (CLDs) accounted for a net additional 2 homes within our completions returns for the full 2019/20 monitoring year (see Table 7 below for detail).

Table 7: Completions through Certificates of Lawful Use and Permitted Use

Time period	Site Name	Gross Additional Homes Completed	Net Additional Homes Completed
1 st April 2019 – 30 th September 2019	78 Burnholme Avenue	4	3
1 st October 2019 – 31 st March 2020	32 Stockton Lane	1	-1
2019/20		5	2

1.16. To put this in an overall context of completions over time, Table 8 provides details of net housing completions for the previous 10 monitoring years.

Table 8: Dwelling completions and Demolitions by Year, 1st April 2010 to 31st March 2020

Year	Completions	New Build	Net Conversions/ COU	Net Conversions	Net Change of Use	Demolitions	Net Dwelling Gain
2010-2011	571	489	65	9	56	40	514
2011-2012	354	279	45	5	40	3	321
2012-2013	540	441	70	9	61	29	482
2013-2014	374	302	57	3	54	14	345
2014-2015	523	378	139	7	132	10	507
2015-2016	1171	908	219	1	218	6	1121
2016-2017	996	420	564	21	543	7	977
2017-2018	1336	1111	195	12	183	10	1296
2018-2019	481	299	155	18	137	5	449
2019-2020	596	437	134	11	123	11	560
2010-2020	6942	5064	1643	96	1547	135	6572

1.17. The figures reveal that York experienced a mean average⁹ of **657.2** annual completions over the last 10 monitoring years (2010/11 to 2019/20). This compares to a median average of **510.5** over the same period. For the last 5 years, a mean average of **880.6** additional homes per year have been built (2015/16 to 2019/20), this compares to a median average of **977** for the same time period.

2. Housing Consents 2019/20

2.1. During the full 2019/20 monitoring year a total of **3,466 net new homes** were approved within the City of York authority area. Table 9 reveals that the approval rate has been healthy and reflects a confident housing market over the monitoring period.

2.2. These figures indicate a strong projection for future housing completions over the coming years. However, continued monitoring and contact with the building industry is required to determine estimates of the future consents in order to understand the impact of the current Covid-19 situation on the development industry.

Table 9: Housing Consents (1st April 2019 to 31st March 2020)

Year	Consents (Gross)	Proposed New Build	Proposed Net Conversions	Proposed Net Change of Use	Proposed Demolitions	Potential Net Dwelling Gain
1 st April 2019 – 30 th Sept 2019	129	77	8	37	2	120
1 st Oct 2019 – 31 st March 2020	3359	3221	9	119	3	3346
2019-2020	3488	3298	17	156	5	3466

2.2. Analysis of our consents records reveals that by far the largest proportion of housing schemes granted approval over the monitoring period were the result of 3,391 net homes being approved on standard housing sites (Use Class C3).

2.3. Table 10 provides details of the contributors to this total, the largest of which is the outline consent for up to 2,500 homes at the proposed York

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

Central Development site¹⁰. A further 425 additional homes were granted outline consent at the Cocoa Works Site, Haxby Road (Phase II)¹¹, whilst full consent was also granted for 266 homes the Former Civil Service Sports Ground, Boroughbridge Road¹², following appeal. These three sites make up for 3,191 homes approved during the 12 month period and equate to 92% of all approvals.

Table 10: Traditional (Use Class C3) Housing Consents

	Site Name	Gross Additional Homes Allowed	Net Additional Homes Allowed
1 st April 2019 – 30 th September 2019	Z Curry & Sons Ltd Workshop R/O 2 Hawthorn Street	10	10
	The Groundsmans House (No 24) & Land to R/O Mount Vale Drive	12	11
	Proposed Apartment Block Clock Tower Way	12	12
	Former Del Monte Site Skelton Park Trading Estate Shipton Road Skelton ¹³	17	17
	The Clock Tower Bishopthorpe Road	22	22
	Sites Granted Consent for 5 or less Homes	50	45
1 st October 2019 – 31 st March 2020	62 Balmoral Terrace	7	7
	Hungate Development Site (Block D) ¹⁴	10	10
	Hotel Noir Ltd 3-5 Clifton Green	10	10
	The Cocoa Works Haxby Road (Phase 1) ¹⁵	21	21
	Former Civil Service Club & Agricultural Land North of Boroughbridge Road	266	266
	The Cocoa Works Haxby Road (Phase 2)	425	425
	York Central Leeman Road	2500	2500
Sites Granted Consent for 5 or less Homes	48	35	
2019/20		3410	3391

2.4. Table 11 provides a detailed breakdown of the various categories of housing approvals that make up the consented totals comprising of traditional (Use Class 3) residential approvals, sites granted consent through lawful use or lawful development and sites with 'prior approval'. Tables 12 provides specific details of the sites benefitting from 'prior approval' over the full monitoring period.

¹⁰ Allocation ST5 'York Central' in the submitted Local Plan Publication Draft (2018) currently under examination.

¹¹ Allocation ST17 'Nestle South' in the submitted Local Plan Publication Draft (2018) currently under examination.

¹² Allocation ST2 'Former Civil Service Sports Ground' in the submitted Local Plan Publication Draft (2018) currently under examination.

¹³ This figure relates to the addition of a further 17 homes compared to earlier approval for 60 homes on this site.

¹⁴ This figure relates to the addition of a further 10 homes compared to earlier approval for 186 homes on this site.

¹⁵ This figure relates to the addition of a further 21 homes compared to earlier approval for 258 homes on this site.

Table 11: Components of Housing Consents (1st April 2019 to 31st March 2020)

Year	Type of Approval	Number of Sites Granted Consent for Housing	Gross Additional Homes Consented	Net Additional Homes Consented
1 st April 2019 – 30 th September 2020	Residential (Use Class 3) Approval	41	123	117
	Sites Granted Certificates of Lawful Use/Development ¹⁶	2	5	2
	'Prior Approval' Sites (see paragraph 1.6 above for details)	1	2	2
	Sites with reductions in housing numbers due to amendments to original approval ¹⁷	1	-1	-1
1 st October 2019 – 31 st March 2020	Residential (Use Class 3) Approval	38	3287	3274
	'Prior Approval' Sites (see paragraph 1.6 above for details)	4	73	73
	Sites with reductions in housing numbers due to amendments to original approval ¹⁸	1	-1	-1
2019/20			3488	3466

2.5. Table 12 provides details of the 5 sites benefitting from 'prior approval' through Office-Residential Conversions (ORCs), Agricultural Buildings to Residential (ABC) and Light Industrial to Residential (LIC) and a further 75 net additional homes have been allowed within this category. Two sites in Rougier Street (Rougier House and Northern House accounting for 10 and 58 homes respectively) make up more than 90% of this figure.

¹⁶ See Table 7 for full details (please note approval for development at 32 Stockton Lane made in first 6 months of this monitoring year, completion took place in second half of year)

¹⁷ This represents the reduced capacity of the York St John University Playing Fields, Hull Road site by 1 home compared to an earlier approval for 70 homes.

¹⁸ This represents the reduced capacity of the 26 Marygate site by 1 home compared to an earlier approval for 2 homes.

Table 12: Sites Consented as a Result of 'Prior Approval'

Site Name		Gross Additional Homes Allowed	Net Additional Homes Allowed
1 st April 2019 – 30 th September 2019	Bank of Scotland 6 Nessgate ¹⁹	2	2
1 st October 2019 – 31 st March 2020	Pine Alley Workshop Carey Street	1	1
	Wheldrake Hall Farm Church Lane Wheldrake	4	4
	Rougier House 5 Rougier Street	10	10
	Northern House Rougier Street	58	58
		75	75

- 2.6. During the full monitoring year no consents were granted for retirement homes/over 55's living accommodation, homes providing limited care or for off campus privately managed student accommodation.
- 2.7. In order to provide context of approvals over time, Table 13 shows that York has experienced a mean average of **1,083.1** annual housing consents over the last 10 full monitoring years. This compares to a median average of **892** annual consents over the same period. For the last 5 years a mean average of **1,465.4** annual consents have been granted (2015 to 2020), this compares to a median average of **1,104** for the same time period.

Table 13: Housing Consents Granted Between 1st April 2010 and 31st March 2020

Year	Gross Housing Permissions	Net Housing Permissions
2010/2011	224	198
2011/2012	203	174
2012/2013	365	337
2013/2014	1556	1531
2014/2015	1294	1264
2015/2016	710	680
2016/2017	487	451
2017/2018	1147	1104
2018/2019	1658	1626
2019/2020	3488	3466
2010 to 2020	11132	10831

¹⁹ This figure relates to the addition of a further 2 homes compared to earlier approval for 16 homes on this site

Appendix 1: Notes

Calculation of Student Accommodation Units within the Housing Figures

DCLG produced a “Definition of “General Housing Terms” in November 2012 (see link below)

<https://www.gov.uk/definitions-of-general-housing-terms>

which states that “*purpose-built (separate) homes (eg self-contained flats clustered into units with 4 to 6 bedrooms for students) should be included. Each self-contained unit should be counted as a dwelling*”.

It should be noted that as recently as last year the National Planning Practice Guidance (NPPG) provided further information on how local planning authorities should deal with student housing in their housing supply in the section on housing and economic land availability assessment methodology - Paragraph: 038 Reference ID: 3-038-20140306. This reference has since been removed.

However, MHCLG through their dwelling definition in the Housing Flow Reconciliation returns form and guidance notes

(see link: <https://www.gov.uk/guidance/dwelling-stock-data-notes-and-definitions-includes-hfr-full-guidance-notes-and-returns-form>)

have in the meantime provided clarity to local authorities in how to deal with student accommodation and communal accommodation in their assessment of completions.

Each housing site including off campus privately managed student accommodation has been assessed in these terms by CYC in calculating housing capacity and is represented in the tables above.

For example the Proposed Student Accommodation at Hallfield Road comprised 326 bed spaces in 28 x 1, 2 x 3, 17 x 4, 40 x 5 and 4 x 6 bed cluster units and was calculated as **91** housing units when the DCLG definition was applied. Whereas, St Josephs Convent, Lawrence Street included 660 bed spaces in 514 x 1, 1 x 3, 19 x 5 and 8 x 6 bed cluster units which equated to **542** housing units when the MHCLG definition was applied.

Assisted Living/Over 55's Accommodation

Please refer to Policies H3: balancing the Housing Market and H9: Older Persons Specialist Housing of the emerging Local Plan (Publication Draft February 2018 – Regulation 19 Consultation) that provides the annually assessed need for this type of accommodation which has been evidenced through the SHMA (2016), SHMA Addendum (2016) and SHMA Update (2017). The need for this type of accommodation has been calculated and forms part

of our objectively assessed housing need (OAN) and we now monitor completions against this demand figure. The City of York Council SHMA and Addendum (2016) analysis identifies that over the 2012-2033 period there is an identified need for 84 specialist units of accommodation for older people (generally considered to be sheltered or extra-care housing) per annum. Such provision would normally be within a C3 use class and is part of the objective assessment of housing need

Averages used within this document

For clarity;

A mean average results from adding up all the numbers and then dividing by the number of numbers – this is the usual way of displaying an average and takes account of all figures.

The median average is the "middle" value in the list of numbers. To find the median the numbers need to be listed in numerical order from smallest to largest and the mid point is taken. The potential advantage of using a median average is that very large and very small values don't affect it.

On Campus Student Accommodation and other Communal Establishments

Due to time constraints and ongoing collation of evidence, an adjustment to the overall housing figure in accordance with Paragraph 9 of the Housing Delivery Test Rulebook, (whereby on campus student accommodation and other communal accommodation that have two nationally set ratios applied, based on England Census data), has not been included within this report.

N.B. Please note that a number of site visits for this 2019/20 housing update were carried out during March 2020, prior to lockdown, and information provided on site at that time has been used to complete the end of year totals. We accept that on a very small number of sites the new working practices may have affected the anticipated completion numbers, however, the Forward Planning Team are confident that our data is as accurate as practicably possible at this time.