

Half Year Housing Monitoring Update for Monitoring Year 2020/21¹²

Housing Completions – Summary

Between 1st April 2020 and 30th September 2020 there were a total of **182 net housing completions**. This represents a lower level of completions than anticipated earlier in the year and can largely be attributed to the impact of the Covid-19 pandemic on new working practices and building material supply.

The main features of the housing completion that were carried out are;

- 164 homes (90.1%) were completed on (Use Class C3) housing sites
- 19 homes (10.4%) resulted from an off campus privately managed student accommodation block at York Dance Works, Redeness Street.
- Changes of use to existing buildings for residential use and conversions to existing residential properties accounted for 25 (13.7%) of all homes completed, and
- Individual sites that saw the construction of five or less dwellings during the monitoring period contributed an additional 40 homes (22%)
- Development sites including Germany Beck (26), the provision of a new apartment block at Tower Way (Former Terry's Factory site) (18), and the Former Del Monte Site Shipton Road Skelton (23) were the most significant individual sites that provided traditional (Use Class C3) housing completions over the monitoring period.

Housing Consents – Summary

Planning applications determined in the half year monitoring period resulted in the approval of **950 net additional homes**. This represents a continuation of significant levels of housing consents that have taken place over the previous three full monitoring years.

The main features of the housing approvals are;

- 720 of all net homes consented (75.8%) were granted on traditional (Use Class C3) housing sites.
- 232 privately managed student 'cluster' flats (24.4%) were permitted at Frederick House, Fulford Road.
- The two largest sites granted approval for traditional (Use Class C3) housing were the Former Gas Works, Heworth Green (607) and the Vacant Site, Eboracum Way (62). In combination these two sites account for 70.4% of all net homes consented during the monitoring period.

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 2020/21 – these details will be collated and confirmed in readiness of the annual return in 2021

Housing Monitoring Update – October 2020

1 Housing Completions 2020/21

1.1 A total of **182 net housing completions**³ took place during the first half of the 2020/21 monitoring year⁴ (see Table 1 below).

1.2 This figure is the result of compiling data from a number of sources comprising:

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

Table 1: Housing Completions 2020-21 (1st April 2020 to 30th September 2020)

Year	Completions	New Build	Net Conversions	Net Change of Use	Demolitions	Net Dwelling Gain
1 st April 2020 – 30 th September 2020	190	160	5	20	3	182

1.3 Table 2 highlights the more significant developments that resulted in housing completions on traditional housing sites (Use Class C3) over the six month monitoring period.

1.4 Collectively a total of 40 net additional homes were provided on sites with five or less homes being built during the monitoring period and represents 22% of all completions. The development sites at Germany Beck, the Former Del Monte site near Skelton and a new apartment block at the Former Terry's Factory site provided a total of 67 new homes. However, due to partial lock-down and new working practices due to Covid-19 pandemic, all of these sites provided fewer homes than anticipated earlier in the year.

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

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

Table 2: (Use Class C3) Housing Completion Sites

	Site Name	Net Completions (1 st April 2020 to 30 th Sept 2020)
1 st April 2020 – 30 th September 2020	Development Land South of 25 New Lane Huntington	7
	Former Terrys Factory Bishopthorpe Road Phase II	8
	Thomas Dick Ltd Hallfield Road	14
	St Josephs Convent of Poor Clare Collentines Lawrence Street	14
	North Lodge Clifton Park Avenue	14
	Proposed Apartment Block Clock Tower Way	18
	Former Del Monte Site Skelton Park Trading Estate Shipton Road Skelton	23
	Germany Beck East of Fordlands Road	26
Sites providing 5 dwellings or less during the monitoring period		40
All Sites		164

- 1.5 Table 3 provides a breakdown of the categories making up the overall housing completions for the 6 month monitoring period. Tables 4 provides details of the student accommodation provided within the 6 month monitoring period.

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 2020 – 30 th September 2020	Residential (Use Class 3) ⁵ Approval	37	171	164
	Privately Managed Off Campus Student Accommodation	1	19	19
	Sites Lost to Housing Through Change of Use ⁶	1	N/A	-1
2020/21			190	182

- 1.6 No completions were experienced over the monitoring period that fell into the categories covering 'prior approvals', development through certificates of lawful development previously not included within housing returns or homes for over 55's/homes providing limited care.

⁵ Dwelling houses – for full definition see the Town and Country Planning (Use Classes) Order 1987 (as amended) 25th February 2016. See also the 2017/18 Housing Flows Reconciliation (HFR) form.

⁶ The change of use from dwelling house (Use Class C3) to care home (Use Class C2) took place during the monitoring period.

- 1.7 The York Dance Works, 11 Redeness Street provided 19 new student cluster homes that fell into the privately managed off campus student accommodation development category during the six month monitoring period⁷.

Table 4: Completions via Off Campus Privately Managed Student Accommodation Sites

	Site Name	Gross Additional Homes Completed	Net Additional Homes Completed
1 st April 2020 – 30 th September 2020	York Dance Works 11 Redeness Street	19	19
		19	19

- 1.8 In line with MHCLG dwelling definitions⁸, 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*’.
- 1.9 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.
- 1.10 However, MHCLG through their dwelling definition in the Housing Flow Reconciliation (HFR) returns form and guidance notes⁹ have in the meantime provided clarity to local authorities on how to deal with student accommodation and communal accommodation in their assessment of completions.
- 1.11 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 4. This table indicates sites within this category that have provided completions during this monitoring period.
- 1.12 By way of context Table 5 provides details of net housing completions for the previous 10 full monitoring years.

⁷ Please see paragraph 1.8 and Appendix 1 that explains how student accommodation is assessed in terms of housing completions.

⁸ see: <https://www.gov.uk/guidance/housing-statistics-and-england-housing-survey-glossary/a-to-z>

⁹ see: <https://www.gov.uk/guidance/dwelling-stock-data-notes-and-definitions-includes-hfr-full-guidance-notes-and-returns-form>

Table 5: 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

1.13 Figures reveal that York experienced a mean average¹⁰ 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 2020/21

2.1 During the first six months of the 2020/21 monitoring year a total of **950 net new homes** gained approval within the City of York authority area. Table 6, below, highlights that 929 of these approvals are for new build homes. Should a further 50 net additional homes be approved during the remainder of the monitoring year, this would represent four consecutive years in which approvals have surpassed one thousand net additional homes.

Table 6: Housing Consents (1st April 2020 to 30th September 2020)

Year	Consents (Gross)	Proposed New Build	Proposed Net Conversions	Proposed Net Change of Use	Proposed Demolitions	Potential Net Dwelling Gain
1 st April 2020 – 30 th September 2020	959	929	5	22	6	950

2.2 By far the largest proportion of housing consents making up at total of 950 net additional homes granted approval over the monitoring period were the result of 720 net homes being approved on standard housing (Use Class C3) sites. Table 7 below provides details of the largest contributors within this total including the new homes planned for the Vacant Site at Eboracum Way

¹⁰ See note at end of this report that explains the difference between both a mean and median average

(62) and the Former Gas Works at Heworth Green (607). A further 35 net new homes gained approval on sites with a capacity of 5 homes or less.

Table 7: Traditional (Use Class C3) Housing Consents

	Site Name	Gross Additional Homes Allowed	Net Additional Homes Allowed
1 st April 2020 – 30 th September 2020	Priory Hotel 126-128 Fulford Road	7	7
	Dean Court Secure Car Park R/O Portland Street	9	9
	Vacant Site Eboracum Way	62	62
	Former Gas Works Heworth Green	607	607
Sites Granted Consent for 5 or less Homes		44	35
All Sites		729	720

2.3 Table 8 provides a detailed breakdown of the various categories of housing approval that make up the consented totals, this being a combination of traditional (Use Class 3) residential approvals, sites with 'prior approval' and privately managed off campus student accommodation. Tables 10 and 11 respectively provide more specific details of the types of site where permission has been granted during the monitoring period.

Table 8: Components of Housing Consents (1st April 2020 to 30th September 2020)

Year	Type of Approval	Number of Sites Granted Consent for Housing	Gross Additional Homes Consented	Net Additional Homes Consented
1 st April 2020 – 30 th September 2020	Residential (Use Class 3) Approval	33	729	720
	'Prior Approval' Sites (see Appendix 1 for details)	1	1	1
	Privately managed off campus student accommodation	2	233	233
	Sites with reductions in housing numbers due to amendments to original approval ¹¹	1	-4	-4
2020/21			959	950

2.4 A single site was allowed through 'prior approval' via a change of use of an agricultural building to a residential dwelling (ABC3) at Haygarth, Hull Road, Dunnington (see Table 9).

¹¹ This represents the reduced capacity of the change of use from offices (Use Class B1a) to residential (Use Class C3) at Ryedale House, 58-60 by 4 fewer apartments compared to earlier consents.

Table 9: Sites Consented as a Result of 'Prior Approval'

Site Name		Gross Additional Homes Allowed	Net Additional Homes Allowed
1 st April 2020 – 30 th September 2020	Haygarth Hull Road Dunnington	1	1
		1	1

2.5 Table 10 provides details of the privately managed off campus student accommodation schemes approved during the monitoring period. The most significant approval in this category is for a total of 232 'cluster flats' at Frederick House, Fulford Road where a scheme for a combined change of use from previous office use and new build.

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

Site Name		Gross Additional Homes Allowed	Net Additional Homes Allowed
1 st April 2020 – 30 th September 2020	Flat 212-214 Fulford Road	1	1
	Frederick House Fulford Road	232	232
		233	233

2.6 In order to provide some context to recent approvals, Table 12 shows that York has experienced a mean average of **1083.1** 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 **1465.4** annual consents have been granted (2015 to 2020), this compares to a median average of **1104** for the same time period.

Table 12: 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

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 have in the meantime provided clarity to local authorities in how to deal with student accommodation and communal accommodation in their assessment of completions. See link: <https://www.gov.uk/guidance/dwelling-stock-data-notes-and-definitions-includes-hfr-full-guidance-notes-and-returns-form>

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)¹², SHMA Addendum (2016)¹³ 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.

¹² <https://www.york.gov.uk/downloads/file/1530/sd051-city-of-york-council-strategic-housing-market-assessment-shma-june-2016->

¹³ <https://www.york.gov.uk/downloads/file/1531/sd052-city-of-york-council-strategic-housing-market-assessment-addendum-shma-june-2016->

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.

Prior Approval Sites

By way of background information, regulations came into force in May 2013 that increased permitted development and change of use rights in England so that some building work could be undertaken without the need for full planning permission¹⁴. 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, financial services and existing agricultural buildings were to become permanent.

N.B. Please note that site visits for this housing update were carried out in accordance with Covid-19 pandemic restrictions and information provided at the various site visits has been used to complete this update. 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.

¹⁴ subject to prior approval covering flooding, highways and transport issues and contamination