

## Half Year Housing Monitoring Update for Monitoring Year 2021/22<sup>12</sup>

### Housing Completions – Summary

Between 1<sup>st</sup> April 2021 and 30<sup>th</sup> September 2021 there were a total of **160 net housing completions**. This represents a lower level of completions than anticipated and can largely be attributed to the impact of the Covid-19 pandemic on working practices, labour force capacity and building material supply. The impact of the pandemic can be felt across all forms of housing and includes housing permissions.

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

- 158 homes (98.75%) were completed on (Use Class C3) housing sites
- A total of 122 new build homes were completed whilst 1 home was demolished during the monitoring period
- Changes of use to existing buildings for residential use and conversions to existing residential properties accounted for 39 (24.4%) of all the homes completed, and
- Individual sites that saw the construction of five or less dwellings during the monitoring period contributed an additional 35 homes (21.9%)
- Development sites including Germany Beck (35) and the Former Lowfield School site (31) were the most significant individual sites that provided (Use Class C3) housing completions over the monitoring period.

### Housing Consents – Summary

Planning applications determined during the half year monitoring period resulted in the approval of **108 net additional homes**. Compared to previous updates this represents a significant drop in the level of housing consents. However, several sites benefited from a resolution to grant planning permission subject to the completion of legal agreements and are likely to add to overall consent levels before the end of the full 12 month monitoring period.

The main features of the housing approvals are:

- 85 of all net homes consented (78.7%) were granted on traditional (Use Class C3) housing sites.

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<sup>1</sup> Monitoring year runs from 1<sup>st</sup> April to 31<sup>st</sup> March each year.

<sup>2</sup> Please note that this update does not include data relating to completions or consents of communal establishments as required by DLUHC as part of their Housing Flows Reconciliation Return for 2021/22 – these details will be collated and confirmed in readiness of the annual return in 2022.

- 21 senior living homes (19.4%) were approved at Beverley House, 17 Shipton Road, Clifton.
- Sites granted approval for traditional (Use Class C3) housing included Duncombe Barracks (34) 11 The Crescent (9) and 86 Heworth (9). In combination these three sites account for 48.1% of all net homes consented during the monitoring period.

## Housing Monitoring Update – October 2021

### 1 Housing Completions 2021/22

1.1 A total of **160 net housing completions**<sup>3</sup> took place during the first half of the 2021/22 monitoring year<sup>4</sup> (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 2021-22 (1<sup>st</sup> April 2021 to 30<sup>th</sup> September 2021)**

Year	Completions	New Build	Net Conversions	Net Change of Use	Demolitions	Net Dwelling Gain
1st April 2021 – 30th September 2021	165	122	6	33	1	160

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

<sup>3</sup> 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

<sup>4</sup> Each monitoring year starts on 1<sup>st</sup> April and ends the following year on 31<sup>st</sup> March

- 1.4 Collectively a total of 35 net additional homes were provided on sites with five or less homes being built during the monitoring period, this represents 21.9% of all completions. The development sites at Germany Beck, Former Terry’s Factory and Former Lowfield School provided a total of 77 new homes. However, partly due to the continued impact of partial lock-down, new working practices and material shortages due to Covid-19 during the monitoring period all these sites provided fewer homes than previously anticipated.

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

Time period	Site Name	Net Completions
1 <sup>st</sup> April 2021 – 30 <sup>th</sup> September 2021	Del Monte Skelton Park Trading Estate	6
1 <sup>st</sup> April 2021 – 30 <sup>th</sup> September 2021	Proposed Hotel 46-50 Piccadilly	8
1 <sup>st</sup> April 2021 – 30 <sup>th</sup> September 2021	Rear of 25 Bootham	9
1 <sup>st</sup> April 2021 – 30 <sup>th</sup> September 2021	Fiesta Latina 14 Clifford Street	9
1 <sup>st</sup> April 2021 – 30 <sup>th</sup> September 2021	Former Terrys Factory Bishopthorpe Road Phase II	11
1 <sup>st</sup> April 2021 – 30 <sup>th</sup> September 2021	Savilles (UK) Ltd 48 Bootham	14
1 <sup>st</sup> April 2021 – 30 <sup>th</sup> September 2021	Former Lowfield School Dijon Avenue	31
1 <sup>st</sup> April 2021 – 30 <sup>th</sup> September 2021	Germany Beck Site East of Fordlands Road	35
1 <sup>st</sup> April 2021 – 30 <sup>th</sup> September 2021	Sites providing 5 dwellings or less during the monitoring period	35
1 <sup>st</sup> April 2021 – 30 <sup>th</sup> September 2021	<b>All sites</b>	<b>158</b>

- 1.5 Table 3, below, provides a breakdown of the categories making up the overall housing completions for the 6 month monitoring period. Tables 4, 5 and 6 provide specific details of homes delivered through ‘prior approval’, certificates of lawful use/permitted development and student accommodation 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 <sup>st</sup> April 2021 – 30 <sup>th</sup> September 2021	Residential (Use Class 3) <sup>5</sup> Approval	33	161	158

<sup>5</sup> 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.

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Year	Type of Approval	Number of Sites with Completions	Gross Additional Homes Completed	Net Additional Homes Completed
1 <sup>st</sup> April 2021 – 30 <sup>th</sup> September 2021	Privately Managed Off Campus Student Accommodation	1	1	1
1 <sup>st</sup> April 2021 – 30 <sup>th</sup> September 2021	Sites Granted Certificates of Lawful Use/Development	1	1	1
1 <sup>st</sup> April 2021 – 30 <sup>th</sup> September 2021	'Prior Approval' Sites (see paragraph 1.6 below for details)	2	2	2
1 <sup>st</sup> April 2021 – 30 <sup>th</sup> September 2021	Sites Lost to Housing Through Change of Use <sup>6</sup>	1	N/A	-2
<b>2021/22</b>		<b>38</b>	<b>165</b>	<b>160</b>

1.6. Table 4 provides details of the two sites where completions took place within the 'prior approval' category during the monitoring period. Both sites added a single dwelling to the housing stock.

**Table 4: Housing Completions Resulting from 'Prior Approval' Sites**

Time period	Site Name	Gross Additional Homes Completed	Net Additional Homes Completed
1 <sup>st</sup> April 2021 – 30 <sup>th</sup> September 2021	Pine Alley Workshop Carey Street	1	1
1 <sup>st</sup> April 2021 – 30 <sup>th</sup> September 2021	Wheldrake Hall Farm 6 Church Lane Wheldrake	1	1
1 <sup>st</sup> April 2021 – 30 <sup>th</sup> September 2021	<b>Total</b>	<b>2</b>	<b>2</b>

1.7 This is a low level of completions when compared to the previous supply from this source. However, there remains a significant number of unimplemented consents that fall within this category and the potential for new homes over the forthcoming years remains positive.

1.8 One home was completed through the granting of a certificate of lawful use (see Table 5 below).

**Table 5: Completions through Certificates of Lawful Use and Permitted Use**

<sup>6</sup> The change of use from residential use (Use Class C3) to restaurant/bar (Use Class E/Sui-generis) took place during the monitoring period.

Time period	Site Name	Gross Additional Homes Completed	Net Additional Homes Completed
1 <sup>st</sup> April 2021 – 30 <sup>th</sup> September 2021	4A Boroughbridge Road	1	1

- 1.9 Conversion works at 212-214 Fulford Road provided one new student cluster home that fell into the privately managed off campus student accommodation development category during the six month monitoring period. (Please see paragraph 1.10 and the note at the end of this update that explains how student accommodation is assessed in terms of housing completions).

**Table 6: Completions via Off Campus Privately Managed Student Accommodation Sites**

Time period	Site Name	Gross Additional Homes Completed	Net Additional Homes Completed
1 <sup>st</sup> April 2021 – 30 <sup>th</sup> September 2021	Flat 212-214 Fulford Road	1	1

- 1.10 In line with DLUHC dwelling definitions<sup>7</sup>, 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 DLUHC have provided further clarity through their dwelling definition in the Housing Flow Reconciliation (HFR) returns form and guidance notes<sup>8</sup> for local authorities on how to deal with student accommodation and communal accommodation in their assessment of completions.

- 1.12 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 6 above. This table indicates sites within this category that have provided completions during this monitoring period.

- 1.14 Table 7 below provides details of all net housing completions over the previous 10 full monitoring years.

**Table 7: Dwelling completions and Demolitions by Year, 1<sup>st</sup> April 2011 to 31<sup>st</sup> March 2021**

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

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

Year	Completion s	New Build	Net Conversion s/ COU	Net Conversion s	Net Change of Use	Demolition s	Net Dwelling Gain
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
2020-2021	643	469	159	14	145	6	622
<b>2011-2021</b>	<b>7014</b>	<b>5044</b>	<b>1737</b>	<b>101</b>	<b>1636</b>	<b>101</b>	<b>6680</b>

1.15 The figures reveal that York experienced a mean average<sup>9</sup> of **668** annual completions over the last 10 monitoring years (2010/11 to 2020/21). This compares to a median average of **533.5** over the same period. For the last 5 years, a mean average of **780.8** additional homes per year have been built (2016/17 to 2020/21), this compares to a median average of **622** over the same time period.

## 2 Housing Consents 2021/22

2.1 During the first six months of the 2021/22 monitoring year a total of **108 net new homes** gained approval within the City of York authority area. Table 8, below, highlights that 74 of these approvals are for new build homes whilst 39 new homes were consented for the change of use of non-residential buildings.

**Table 8: Housing Consents (1<sup>st</sup> April 2021 to 30<sup>th</sup> September 2021)**

Year	Consents (Gross)	Proposed New Build	Proposed Net Conversion s	Proposed Net Change of Use	Proposed Demolition s	Potential Net Dwelling Gain
1 <sup>st</sup> April 2021 – 30 <sup>th</sup> September 2021	125	74	1	39	6	108

2.2 Of the 108 net additional homes granted consent, the greatest proportion were the result of 85 net homes being approved on standard housing (Use Class C3) sites. Table 9 provides details of the largest contributors within this total including the new homes planned for Duncombe Barracks (34) which is one of City of York Councils Housing Delivery Programme sites. A further 33 net new homes gained approval on sites with a capacity of 5 homes or less.

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

**Table 9: Traditional (Use Class C3) Housing Consents**

Time period	Site Name	Gross Additional Homes Allowed	Net Additional Homes Allowed
1 <sup>st</sup> April 2021 – 30 <sup>th</sup> September 2021	11 The Crescent	9	9
1 <sup>st</sup> April 2021 – 30 <sup>th</sup> September 2021	George Chapman (York) Ltd 86 Heworth	9	9
1 <sup>st</sup> April 2021 – 30 <sup>th</sup> September 2021	1 Duncombe Barracks Burton Stone Lane	34	34
1 <sup>st</sup> April 2021 – 30 <sup>th</sup> September 2021	Sites Granted Consent for 5 or less Homes	50	33
1 <sup>st</sup> April 2021 – 30 <sup>th</sup> September 2021	<b>Total</b>	<b>102</b>	<b>85</b>

2.3 Table 10, below, 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 11 to 13 respectively provide more specific details of the types of site where permission has been granted during the monitoring period.

**Table 10: Components of Housing Consents (1<sup>st</sup> April 2021 to 30<sup>th</sup> September 2021)**

Year	Type of Approval	Number of Sites Granted Consent for Housing	Gross Additional Homes Consented	Net Additional Homes Consented
1 <sup>st</sup> April 2021 – 30 <sup>th</sup> September 2021	Residential (Use Class 3) Approval	35	102	85
1 <sup>st</sup> April 2021 – 30 <sup>th</sup> September 2021	'Prior Approval' Sites (see Appendix1 for details)	1	4	4
1 <sup>st</sup> April 2021 – 30 <sup>th</sup> September 2021	Sites Granted Certificates of Lawful Use/Development	2	2	2
1 <sup>st</sup> April 2021 – 30 <sup>th</sup> September 2021	Development of over 55s accommodation / homes for elderly with limited care	1	21	21

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Year	Type of Approval	Number of Sites Granted Consent for Housing	Gross Additional Homes Consented	Net Additional Homes Consented
1 <sup>st</sup> April 2021 – 30 <sup>th</sup> September 2021	Sites with reductions in housing numbers due to amendments to original approval <sup>10</sup>	1	-4	-4
<b>2021/22</b>			<b>125</b>	<b>108</b>

- 2.4 A single site was allowed through 'prior approval' via a change of use of an office building to a residential dwelling at 3-7 Leake Street (see Table 11 below).

**Table 11: Sites Consented as a Result of 'Prior Approval'**

Time period	Site Name	Gross Additional Homes Approved	Net Additional Homes Approved
1 <sup>st</sup> April 2021 – 30 <sup>th</sup> September 2021	British Trust for Conservation Volunteers 3-7 Leake Street	4	4

- 2.5 Table 12, below, provides details of two sites approved through certificates of lawful use/development and account for two additional homes.

**Table 12: Consents Granted through Certificates of Lawful Use/Development**

Time period	Site Name	Gross Additional Homes Approved	Net Additional Homes Approved
1 <sup>st</sup> April 2021 – 30 <sup>th</sup> September 2021	The Old Vicarage Vicarage Lane Naburn	1	1
1 <sup>st</sup> April 2021 – 30 <sup>th</sup> September 2021	4A Boroughbridge Road	1	1
<b>1<sup>st</sup> April 2021 – 30<sup>th</sup> September 2021</b>	<b>Total</b>	<b>2</b>	<b>2</b>

<sup>10</sup> This represents the reduced capacity of the change of use from garage (Use E(c)(iii)) to residential (Use Class C3) at the Former Garage Site Mansfield Street by 4 fewer apartments compared to the earlier consent.



- 2.6 During the monitoring period Joseph Rowntree Housing Trust gained approval for 21 senior living homes at Beverley House, full details of which can be found in Table 13 below

**Table 13: Sites Consented for Over 55's Accommodation/Homes with Limited Care**

Time period	Site Name	Gross Additional Homes Approved	Net Additional Homes Approved
1 <sup>st</sup> April 2021 – 30 <sup>th</sup> September 2021	JRHT Beverley House 17 Shipton Road Clifton	21	21

- 2.7 In addition to the 108 net additional approvals, a further 266 homes had the benefit of approval by Councillors through a resolution to grant planning permission subject to the execution of a section 106 agreement. Table 14 provides information of these four sites and capacities agreed by members prior to 30<sup>th</sup> September 2021.

**Table 14: Sites with a resolution to grant planning permission subject to the execution of a legal agreement**

Time period	Site Name	Gross Additional Homes Approved	Net Additional Homes Approved
1 <sup>st</sup> April 2021 – 30 <sup>th</sup> September 2021	Plumbase Waterloo House Fawcett Street	83	83
1 <sup>st</sup> April 2021 – 30 <sup>th</sup> September 2021	Barnitts 28A Colliergate	12	12
1 <sup>st</sup> April 2021 – 30 <sup>th</sup> September 2021	Cherry Tree House 218 Fifth Avenue	48	48
1 <sup>st</sup> April 2021 – 30 <sup>th</sup> September 2021	Burnholme Community Hub Mossdale Avenue	83	83
1 <sup>st</sup> April 2021 – 30 <sup>th</sup> September 2021	<b>Total</b>	<b>266</b>	<b>266</b>

- 2.8 Further, the Former York City Football Club site in Bootham Crescent was approved for 93 new homes in August 2020 and is due to have a legal agreement signed off and it is anticipated that these will add to the end of year consents total.

2.9 Table 15, below, shows that York has experienced a mean average of **1,176.6** annual housing consents over the last 10 full monitoring years. This compares to a median average of **1,118.5** annual consents over the same period. For the last 5 years a mean average of **1,556** annual consents have been granted (2016 to 2021), this compares to a median average of **1,133** for the same time period

**Table 15: Housing Consents Granted Between 1<sup>st</sup> April 2011 and 31<sup>st</sup> March 2021**

<b>Year</b>	<b>Gross Housing Permissions</b>	<b>Net Housing Permissions</b>
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
2020/2021	1151	1133
<b>2011 to 2021</b>	<b>12059</b>	<b>11766</b>

## **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 (now called DLUHC) 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.

### **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 permission<sup>11</sup>. 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.

When the new Use Class E came into force in September 2020 it introduced flexibility into changes of use by grouping together commercial, business and service uses and allowing change between these uses without requiring planning permission. The extension to PD rights now provides further flexibility by allowing uses within Class E to change to residential use. The new PD rights allow restaurants, medical facilities, creches, gyms and indoor sports facilities to change to residential use without requiring planning permission subject to certain conditions (see footnote 11) and regulations such as Environmental Impact Assessments and Habitats Regulations.

**N.B. Please note that site visits for this housing update were carried out during applicable Covid-19 working arrangements 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.**

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<sup>11</sup> subject to prior approval covering flooding, highways and transport issues and contamination