

Half Year Housing Monitoring Update for Monitoring Year 2023/24¹²

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Housing Completions – Summary

Between 1 April 2023 and 30 September 2023, a total of **152 net housing completions**³ took place. This represents fewer housing completions compared to the same monitoring period last year. However, several significant housing sites are anticipated for completion over the next six months including the remaining 244 homes at The Cocoa Works, Haxby Road (Phase I), 62 homes at Eboracum Way, along with the ongoing developments at Germany Beck and Former Civil Service Club, Boroughbridge Road together with several other pipeline sites that should see an improved annual total of completions compared to more recent years.

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

- 141 homes (92.76%) were completed on (Use Class C3) housing sites.
- A total of 106 new build homes (69.74%) were completed whilst 3 homes were demolished during the monitoring period.
- Individual sites that saw the construction of five or less dwellings during the monitoring period contributed just 21 (13.82%) additional homes.
- The most significant individual sites that provided (Use Class C3) housing completions over the monitoring period have been 35 flats at the Cocoa Works, Haxby Road (Phase I Block C),

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

² 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 2023/24 – these details will be collated and confirmed in readiness of the annual return in 2024.

³ This figure takes account of all completions and losses through demolitions and change to other uses.

Germany Beck (27), Former Civil Service Club, Boroughbridge Road (25) and the Former Lowfield School site (24).

Housing Consents – Summary

Planning applications determined during the half year monitoring period resulted in the approval of **324 net additional homes**⁴ and represents a drop of more than one hundred compared to last year's update covering the same equivalent monitoring period.

The main features of the housing approvals are:

- 247 of all net homes consented (76.23%) were granted on traditional (Use Class C3) housing sites.
- Sites granted approval for traditional (Use Class C3) housing included Os Field South of & Adjacent to 1 Tadcaster Road, Copmanthorpe (158), Land East of Middlewood Close, Rufforth (21) and Clifton Without County Junior School, Rawcliffe Drive (15). Whilst a further 38 homes were approved on sites of 5 or less homes.
- Three sites were granted 'prior approval' for a net total of 33 new homes, the most significant of which was at Gateway 2, Holgate Park Drive (31)
- 44 net new retirement homes were allowed on appeal at 11 The Village, Wigginton.
- A further 23 homes were approved through a resolution to grant consent by councillors in the previous six months at Morrell House, 388 Burton Stone Lane (13) and 12 Sturdee Grove (10).

⁴ This figure takes account of all consents and proposed losses through demolitions and change to other uses.

Housing Monitoring Update – October 2023

1. Housing Completions 2023/24

- 1.1 A total of **152 net housing completions**⁵ took place during the first half of the 2023/24 monitoring year⁶ (see Table 1 below).
- 1.2 This figure is the result of compiling data from several 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 the inclusion of development through certificates of lawful development previously not included within housing returns.

Table 1: Housing Completions 2023-24 (1 April 2023 to 30 September 2023)

Year	Completions	New Build	Net Conversions	Net Change of Use	Demolitions	Net Dwelling Gain
1 April 2023 – 30 September 2023	173	106	-3	52	3	152

- 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.
- 1.4 Collectively a total of 21 net additional homes were provided on sites with five or less homes being built during the monitoring period, this represents just 13.82% of all completions. The development sites at the Cocoa Works, Haxby Road (Phase I), Germany Beck, Former Civil Service Club, Boroughbridge Road and Former Lowfield School provided a total of 111 new homes.
- 1.5 It has been reported that labour and material shortages continue to affect housing delivery rates, especially on smaller sites. However, there

⁵ 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.

⁶ Each monitoring year starts on 1 April and ends the following year on 31 March.

is optimism in the market which is anticipated to increase material access and progressively ease skills shortages to allow future sites to progress at previously anticipated rates.

Table 2: (Use Class C3) Housing Completion Sites

	Site Name	Net Completions (1 April 2023 to 30 Sept 2023)
1 April 2023 – 30 September 2023	11 The Crescent	9
1 April 2023 – 30 September 2023	Former Lowfield School Dijon Avenue	24
1 April 2023 – 30 September 2023	Former Civil Service Club & Agricultural Land to North of Boroughbridge Road	25
1 April 2023 – 30 September 2023	Gemany Beck East of Fordlands Road	27
1 April 2023 – 30 September 2023	The Cocoa Works Haxby Road Phase I (Block C)	35
1 April 2023 – 30 September 2023	Sites providing 5 dwellings or less during the monitoring period	21
1 April 2023 – 30 September 2023	All Sites	141

1.6 Table 3, below, provides a breakdown of the categories making up the overall housing completions for the 6-month monitoring period. Tables 4 and 5 provide specific details of homes delivered through ‘prior approval’ and sites lost to housing through change to other uses over this time.

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 April 2023 – 30 September 2023	Residential (Use Class 3) ⁷ Approval	29	161	141
1 April 2023 – 30 September 2023	‘Prior Approval’ Sites (see para 1.7 below for details)	4	12	12
1 April 2023 – 30 September 2023	Sites Lost to Housing Through Change of Use	1	n/a	-1
1 April 2023 – 30 September 2023	All sites	34	173	152

⁷ 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.

1.7. Table 4 provides details of the four sites where completions took place within the ‘prior approval’⁸ category during the monitoring period. In total these sites added 12 dwellings to the housing stock.

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

	Site Name	Gross Additional Homes Completed	Net Additional Homes Completed
1 April 2023 – 30 September 2023	Independent Home Living 77 Heworth Road	1	1
1 April 2023 – 30 September 2023	The Ashberry Hotel 103 The Mount	1	1
1 April 2023 – 30 September 2023	British Trust for Conservation Volunteers 3-7 Leake Street	2	2
1 April 2023 – 30 September 2023	TMS Development International Ltd 128 Holgate Road	8	8
1 April 2023 – 30 September 2023	All Sites	12	12

1.8. These completions represent a slight increase when compared to the previous supply from this source over recent years. There also remains a significant number of unimplemented consents that fall within this category. The potential for new homes over the forthcoming years remains positive especially when considering the governments expansion of permitted development rights through the new use class order introduced in September 2022 (see Appendix 1 for further details).

1.9. There were no contributions to the housing stock through privately managed off campus student accommodation or over 55s accommodation/homes for elderly with limited care during the six-month monitoring period. However, significant approvals of both types of development are in the pipeline and are anticipated to contribute greatly to the housing stock over the next few years (see next section).

1.10. One residential property was lost to other uses during the monitoring period and Table 5 below provides details of this development.

Table 5: Sites lost to housing through change of use

	Site Name	Description of change/conversion	Net Homes Lost
1 April 2023 – 30 September 2023	J G Fielder and Son 48 Clarence Street	Change of use of first and second floors from residential (use class C3) to office (use class B1)	-1
1 April 2023 – 30 September 2023	All Sites		-1

1.11. Table 6 below provides details of all net housing completions over the previous 10 full monitoring years.

⁸ See Appendix 1 for a full explanation of what constitutes a prior approval site.

Table 6: Dwelling completions and Demolitions by Year, 1 April 2013 to 31 March 2023

Year	Completions	New Build	Net Conversions /COU	Net Conversions	Net Change of Use	Demolitions	Net Dwelling Gain
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
2021-2022	419	350	58	18	40	6	402
2022-2023	494	411	55	1	54	7	459
2013-2023	7033	5085	1735	106	1629	82	6738

1.12. The figures reveal that York experienced a mean average⁹ of **673.8** annual completions over the last 10 monitoring years (2013/14 to 2022/23). This compares to a median average of **533.5** over the same period. For the last 5 years, a mean average of **498.4** additional homes per year have been built (2018/19 to 2022/23), this compares to a median average of **459** for the same time.

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

2. Housing Consents 2023/24

- 2.1 During the first six months of the 2023/24 monitoring year a total of **324 net new homes** gained approval within the City of York authority area. Table 7, below, highlights that 272 of these approvals are for new build homes whilst 58 new homes were consented for the change of use of non-residential buildings.

Table 7: Housing Consents (1 April 2023 to 30 September 2023)

Year	Consents (Gross)	Proposed New Build	Proposed Net Conversions	Proposed Net Change of Use	Proposed Demolitions	Potential Net Dwelling Gain
1 April 2023 – 30 September 2023	342	272	-1	58	5	324

- 2.2 Of the 324 net additional homes granted consent, the greatest proportion were the result of 247 net homes being approved on standard housing (Use Class C3) sites. Table 8 provides details of the largest contributors within this total including the new homes planned for draft housing allocations identified in the draft new Local Plan. This includes: ST31: Land at Tadcaster Road, Copmanthorpe (158), H38: Land R/O Rufforth Primary School, Rufforth (21), and H58: Clifton Without Primary School (15). A further 38 net new homes gained approval on sites with a capacity of 5 homes or less.

Table 8: Traditional (Use Class C3) Housing Consents

	Site Name	Gross Additional Homes Allowed	Net Additional Homes Allowed
1 April 2023 – 30 September 2023	The Entertainer 36 Coney Street	7	7
1 April 2023 – 30 September 2023	The Magnet 57 Osbaldwick Lane	8	8
1 April 2023 – 30 September 2023	Clifton Without County Junior School Rawcliffe Drive	15	15
1 April 2023 – 30 September 2023	Land to East of Middlewood Close Rufforth	21	21
1 April 2023 – 30 September 2023	Os Field South of & Adj to 1 Tadcaster Road Copmanthorpe	158	158
1 April 2023 – 30 September 2023	Sites Granted Consent for 5 or less Homes	55	38
1 April 2023 – 30 September 2023	All Sites	264	247

2.3 Table 9, 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 over 55's accommodation/homes for the elderly with limited care requirements. Tables 10 and 11 respectively provide more specific details of the types of sites where permission has been granted during the monitoring period.

Table 9: Components of Housing Consents (1 April 2023 to 30 September 2023)

Year	Type of Approval	Number of Sites Granted Consent for Housing	Gross Additional Homes Consented	Net Additional Homes Consented
1 April 2023 – 30 September 2023	Residential (Use Class 3) Approval	32	264	247
1 April 2023 – 30 September 2023	'Prior Approval' Sites (see Appendix 1 for details)	3	33	33
1 April 2023 – 30 September 2023	Development of over 55s accommodation / homes for elderly with limited care	1	45	44
1 April 2023 – 30 September 2023	All Sites	36	342	324

2.4 Three sites were granted 'prior approval' through the change of use from commercial, business and service (Use Class E) or agricultural use (sui generis) to residential use (see Table 10 below).

Table 10: Sites Consented as a Result of 'Prior Approval'

	Site Name	Gross Additional Homes Approved	Net Additional Homes Approved
1 April 2023 – 30 September 2023	29 Front Street	1	1
1 April 2023 – 30 September 2023	Agricultural Building East of Mullingar Farm and North of Low Moor Lane Hessay	1	1
1 April 2023 – 30 September 2023	Gateway 2 Holgate Park Drive	31	31
1 April 2023 – 30 September 2023	All Sites	33	33

2.5 Table 11 shows that during the monitoring period, Churchill Retirement Living were allowed on appeal a net additional 44 new retirement living apartments.

Table 11: Sites Consented on Developments for Over 55's Accommodation/Homes for Elderly with Limited Care Requirements

	Site Name	Gross Additional Homes Approved	Net Additional Homes Approved
1 April 2023 – 30 September 2023	11, The Village, Wigginton	45	44
1 April 2023 – 30 September 2023	All Sites	45	44

2.6 In addition to the 324 net additional approvals, a further 23 homes were approved at Morrell House 388 Burton Stone Lane (13) and 12 Sturdee Grove (10) by Planning Committee through a resolution to grant planning permission subject to the execution of a section 106 agreement. (See Table 12 for details)¹⁰.

Table 12: Sites with a resolution to grant planning permission subject to the execution of a legal agreement.

	Site Name	Gross Additional Homes Approved	Net Additional Homes Approved
1 April 2023 – 30 September 2023	Morrell House 388 Burton Stone Lane	13	13
1 April 2023 – 30 September 2023	12 Sturdee Grove	10	10
1 April 2023 – 30 September 2023	All Sites	23	23

2.7 A further application for circa 300 homes at Huntington South Moor, New Lane went to appeal in January of 2022 and is still awaiting a decision from the Secretary of State.

2.8 To provide context to recent planning approvals Table 13 shows that York has experienced a mean average of **1,314.1** annual housing consents over the last 10 full monitoring years. This compares to a median average of **1,198.5** annual consents over the same period. For the last 5 years a mean average of **1,622.2** annual consents have been granted (2018 to 2023), this compares to a median average of **1,559** over the same time.

¹⁰ A further 75 homes were approved by councillors on 5th October at draft housing allocation site H29: Land at Moor Lane Copmanthorpe falling just outside this monitoring period.

Table 13: Housing Consents Granted Between 1 April 2013 and 31 March 2023

Year	Gross Housing Permissions	Net Housing Permissions
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
2021/2022	354	327
2022/2023	1586	1589
2013 to 2023	13431	13141

Appendix 1: Notes

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:

The calculation of 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 mid-year 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 permission¹¹. 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

¹¹ subject to prior approval covering flooding, highways and transport issues and contamination.

then temporary relaxation of permitted development (PD) 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 and regulations such as Environmental Impact Assessments and Habitats Regulations.

Further Information

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