

Full Year Housing Monitoring Update for Monitoring Year 2020/21¹

Housing Completions – Summary

Between 1st April 2020 and 31st March 2021 there were a total of **622 net housing completions**:

Some of the main developments have been;

- 504 homes (81%) were completed on traditional (Use Class C3) housing sites
- 99 homes (15.9%) resulted from 'prior approval' sites i.e. sites benefitting from relaxed permitted development rights to allow conversion to residential use. All of these homes resulted from developments at Shepherd Engineering Services Mill Mount (22) and Ryedale House 58-60 Piccadilly (77),
- Changes of use of existing buildings to residential use and conversions to existing residential properties accounted for 159 (25.6%) of all completions, and
- Development sites including the Hudson House, Toft Green site (127), the Ryedale House, 58-60 Piccadilly site (77), the Former Del Monte Factory site in Skelton site (58) and the Germany Beck site in Fulford (53), all provided notable completions during the monitoring period.

Housing Consents – Summary

Housing approvals between 1st April 2020 and 31st March 2021 totalled **1,133 net additional homes**. This total represents a sustained high level of approvals over the last four years where more than eleven hundred homes have been consented.

The main features of the consents approved during the full 2020/21 monitoring period were;

- 902 of all net homes consented (79.6%) were granted on traditional (Use Class C3) housing sites,
- Notable housing schemes at the Former Gas Works, Heworth Green (607), the Castle Mills Car Park site in Piccadilly (106) and vacant land on Eboracum Way (62);
- 233 student cluster flats (20.6%) at Frederick House, Fulford Road;
- A further 127 homes at Bootham Crescent (93) and Duncombe Barracks (34) had the benefit of approval through a resolution to grant planning permission subject to legal agreements prior to 31st March 2021. These are in addition to the 1,133 homes with full approval.

¹ 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 later in the year.

Housing Monitoring Update

1. Housing Completions 2020/21

- 1.1. A total of **622 net housing completions**² took place during the full 2020/21 monitoring year³ (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 2020-21 (1st April 2020 to 31st March 2021)

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 st October 2020 – 31 st March 2021	453	309	9	125	3	440
2020/2021	643	469	14	145	6	622

- 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. Notable completions included:
- completion of the residential part of the mixed use scheme at Hudson House, Toft Green providing a total of 127 new homes;

² 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

³ Each monitoring year starts on 1st April and ends the following year on 31st March

- 58 dwellings at the Former Del Monte Site in Skelton;
- 53 dwellings at Germany Beck, Fulford;
- 34 homes on the Former Terry's Site when combining completions on Phase II and the Apartment Block on Tower Way.
- 32 homes on the redevelopment of the Quickslide Windows Direct site in Redeness Street
- 76 homes over the full monitoring year on sites developing five or less homes.

Table 2: (Use Class C3) Housing Completion Sites

Site Name	Net Completions (1 st April 2020 to 30 th Sept 2020)	Net Completions (1 st October 2020 to 31 st March 2021)	Net Completions (2020/21)
Land to West of Block D Aviator Court	0	6	6
Former Saxon House 71-73 Fulford Road	0	6	6
Development Land South of 25 New Lane Huntington	7	0	7
Royal Masonic Benevolent Institute Connaught Court St Oswalds Road	2	6	8
Acomb Bowling Club Front Street	3	7	10
Hotel Noir Ltd 3-5 Clifton Green	0	10	10
The Falcon Tap 94 Micklegate	0	10	10
The Groundsmans House (No. 24) & Land to Rear of Mount Vale Drive	0	11	11
Colin Hick Motors Garage & Yard R/O 33 Bootham	0	14	14
Thomas Dick Ltd Hallfield Road	14	0	14
St Josephs Convent of Poor Clare Collentines Lawrence Street	14	0	14
North Lodge Clifton Park Avenue	14	0	14
Former Terrys Factory Bishopthorpe Road Phase II	8	8	16
Proposed Apartment Block Clock Tower Way	18	0	18
Quickslide Windows Direct 1 Redeness Street	0	32	32
Germany Beck East of Fordlands Road	26	27	53
Former Del Monte Site Skelton Park Trading Estate Shipton Road Skelton	23	35	58
Hudson House Toft Green	0	127	127
Sites providing 5 dwellings or less during the monitoring period	35	41	76
All Sites	164	340	504

1.4. 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 2020 – 30 th September 2020	Residential (Use Class 3) ⁴ Approval	37	171	164
	Privately Managed Off Campus Student Accommodation	1	19	19
	Sites Lost to Housing Through Change of Use	1	N/A	-1
1 st October 2020 – 31 st March 2021	Residential (Use Class 3) Approval	46	351	340
	Sites Granted Certificates of Lawful Use/Development	3	3	3
	'Prior Approval' Sites (see paragraph 1.6 below for details)	2	99	99
	Sites Lost to Housing Through Change of Use	1	N/A	-2
2020/21			643	622

1.5. Table 4 provides details of the two sites where completions took place within the 'prior approval' category during the full monitoring period with the largest site, Ryedale House, Piccadilly providing 77 new homes.

1.6. A total of 99 net completions resulted from this type of development over the twelve month monitoring period. This total improves upon a lower delivery experienced in this category over the last couple of years and it is anticipated that a regular future supply of homes from this category of development will continue with several significant unimplemented consents still in the pipeline.

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

	Site Name	Gross Additional Homes Completed	Net Additional Homes Completed
1 st April 2020 – 30 th September 2020	None	0	0
1 st October 2020 – 31 st March 2021	Shepherd Engineering Services Mill Mount	22	22
	Ryedale House 58-60 Piccadilly	77	77
2020/21		99	99

⁴ Dwelling houses – for full definition see the Town and Country Planning (Use Classes) Order 1987 (as amended) 25th February 2016. See also the 2019/20 Housing Flows Reconciliation (HFR) form.

- 1.7. One privately managed off campus student accommodation development was completed during the monitoring year. York Dance Works at 11 Redeness Street provided 19 'cluster' flats during the first half of the monitoring period. 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
1 st April 2020 – 30 th September 2020	York Dance Works 11 Redeness Street	19	19
1 st October 2020 – 31 st March 2021	None	0	0
2020/21		19	19

- 1.8. In line with MHCLG dwelling definitions⁵, 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. National Planning Practice Guidance (NPPG) advice has been removed in relation to how authorities should deal with student housing in their housing supply⁶. However, through their dwelling definition in the Housing Flow Reconciliation (HFR) returns form and guidance notes⁷, MHCLG has provided clarity to local authorities in how to deal with student accommodation and communal accommodation in their assessment of completions (see also Appendix 1).
- 1.10. Each housing site, including off campus privately managed student accommodation, has been assessed in accordance with the HFR guidance, which is reported in Table 5.
- 1.11. No completions for development of over 55's accommodation/homes for the elderly or homes with limited care took place during the monitoring period.
- 1.12. Sites granted Certificates of Lawful Use (CLUs), Certificates of Permitted Use (CPU) together with Certificates of Lawful Development (CLDs) accounted for a net additional 3 homes within our completions returns for the full 2020/21 monitoring year (see Table 6).

⁵ see: <https://www.gov.uk/guidance/housing-statistics-and-england-housing-survey-glossary/a-to-z>

⁶ NPPG: Paragraph: 038 (Reference ID: 3-038-20140306).

⁷ see: <https://www.gov.uk/guidance/dwelling-stock-data-notes-and-definitions-includes-hfr-full-guidance-notes-and-returns-form>

Table 6: Completions through Certificates of Lawful Use and Permitted Use

Time period	Site Name	Gross Additional Homes Completed	Net Additional Homes Completed
1 st April 2020 – 30 th September 2020	None	0	0
1 st October 2020 – 31 st March 2021	Stable Cottage Ferrymans Walk Nether Poppleton	1	1
	Blacksmiths Cottage Ferrymans Walk Nether Poppleton	1	1
	31a Brownlow Street	1	1
2020/21		3	3

10 Year Trend Data

1.13. To put this in an overall context of completions over time, Table 7 provides details of net housing completions for the previous 10 monitoring years.

Table 7: Dwelling completions and Demolitions by Year, 1st April 2011 to 31st March 2021

Year	Completions	New Build	Net Conversions/ COU	Net Conversions	Net Change of Use	Demolitions	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
2011-2021	7014	5044	1737	101	1636	101	6680

1.14. The figures reveal that York experienced a mean average⁸ 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** for the same time period.

⁸ See note at end of this report that explains the difference between both a mean and median average

2. Housing Consents 2020/21

2.1. During the full 2020/21 monitoring year a total of **1,133 net new homes** were approved within the City of York authority area. This shows a continuation of relatively high annual consent figures in comparison to previous years.

Table 8: Housing Consents (1st April 2020 to 31st March 2021)

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 Sept 2020	959	929	5	22	6	950
1 st Oct 2020 – 31 st March 2021	192	137	9	39	2	183
2020-2021	1151	1066	14	61	8	1133

2.2. Analysis of recent housing consents indicates that by far the largest proportion of housing schemes granted approval over the monitoring period were the result of 902 net homes being approved on standard housing sites (Use Class C3).

2.3. Table 9 provides details of the contributors to this total. Three sites make up 775 of all homes approved during the 12 month period and equate to 68.4% of all approvals:

- 607 homes at the Former Gas Works Site, Heworth Green⁹;
- 106 homes at Castle Mills Car Park, Piccadilly, which is part of City of York Council’s Housing Delivery Programme; and
- 62 homes on vacant land at Eboracum Way.

Table 9: Traditional (Use Class C3) Housing Consents

	Site Name	Gross Additional Homes Consented	Net Additional Homes Consented
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
1 st October 2020 – 31 st March 2021	Car Parking Area Adj 15 Holgate Road	6	6
	Overland Underwater Fawcett House 201 Acomb Road	7	6
	York City Living Ltd 22-26 Blossom Street	16	15
	Castle Mills Car Park Piccadilly	106	106
	Sites Granted Consent for 5 or less Homes	56	49
2020/21		920	902

⁹ Allocation H1a & b ‘Former Gas Works, 24 Heworth Green’ in the submitted Local Plan Publication Draft (2018) currently under examination.

2.4. Table 10 provides a detailed breakdown of the categories of housing approvals that make up the consented totals comprising:

- traditional 'dwellinghouse' residential approvals (Use Class 3),
- sites with 'prior approval', and
- privately managed off campus student accommodation.

Tables 11 and 12 provide specific details of the sites benefitting from 'prior approval' and student accommodation projects over the full monitoring period.

Table 10: Components of Housing Consents (1st April 2020 to 31st March 2021)

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 paragraph 1.6 above 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 ¹⁰	1	-4	-4
1 st October 2020 – 31 st March 2021	Residential (Use Class 3) Approval	38	191	182
	'Prior Approval' Sites (see paragraph 1.6 above for details)	1	1	1
2020/21			1151	1133

2.5. Table 11 provides details of the 2 sites benefitting from 'prior approval' through Office-Residential Conversions (ORCs), Agricultural Buildings to Residential (ABC) and Light Industrial to Residential (LIC) with just 2 net additional homes allowed within this category. This represents a significant drop in consents within this category compared to previous years, however, it is probably too early to suggest housing consents will continue to fall especially if home working policies impact on the need for the same amount of office space.

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

Site Name		Gross Additional Homes Consented	Net Additional Homes Consented
1 st April 2020 – 30 th September 2020	Haygarth Hull Road Dunnington	1	1
1 st October 2020 – 31 st March 2021	Kexby Stray Farm Elvington Lane Elvington	1	1
		2	2

2.6. During the full monitoring year no consents were granted for retirement homes/over 55's living accommodation or homes providing limited care. However, two applications for off campus privately managed student accommodation were approved in the first half of the monitoring year. Table 12, below, provides details of these two sites, the largest of which is at Frederick House on Fulford Road that gained approval for 232 student cluster flats.

Table 12: Privately managed off campus student accommodation consents

Site Name		Gross Additional Homes Consented	Net Additional Homes Consented
1 st April 2020 – 30 th September 2020	Flat 212-214 Fulford Road	1	1
	Frederick House Fulford Road	232	232
1 st October 2020 – 31 st March 2021	None	0	0
		233	233

2.7. In addition to the 1,133 net additional approvals, a further 127 homes had the benefit of approval through a resolution to grant planning permission subject to the execution of a section 106 agreement. Table 13 provides information of these two sites and capacities agreed by members prior to 31st March 2021

Table 13: Sites with a resolution to grant planning permission subject to the execution of a legal agreement

Site Name		Gross Additional Homes Consented	Net Additional Homes Consented
1 st April 2020 – 30 th September 2020	York City Football Club Bootham Crescent (approved at Main Planning Committee in August 2020)	93	93
1 st October 2020 – 31 st March 2021	1 Duncombe Barracks Burton Stone Lane (approved at Area Planning Sub-Committee in March 2021)	34	34
		127	127

10 Year Trends

- 2.8. In order to provide context of planning approvals over time, Table 14 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 (2015 to 2020), this compares to a median average of **1,133** for the same time period.

Table 14: Housing Consents Granted Between 1st April 2011 and 31st March 2021

Year	Gross Housing Permissions	Net Housing Permissions
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
2011 to 2021	12059	11766

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.

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 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 a number of site visits for this 2020/21 housing update were carried out during April and May 2021 due to Covid-19 work restrictions prior to that time and information provided on site over that period 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 actual recorded completion numbers, however, the

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

Forward Planning Team are confident that our data is as accurate as practicably possible at this time.