

Half Year Housing Monitoring Update for Monitoring Year 2022/23¹²

Housing Completions – Summary

Between 1st April 2022 and 30th September 2022 there were a total of **337 net housing completions³**. This represent a near return to pre-pandemic levels of housing completions and are similar to figures achieved in both 2018 and 2019 for the same 6-month monitoring period. However, this year's figures are heavily influenced by the completion of 232 student flats at Frederick House, Fulford Road and with labour and materials shortages still being experienced by housebuilders these factors continue to affect housing delivery rates throughout the authority area.

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

- 232 student cluster flats (68.84%) were completed at Frederick House, Fulford Road in time for the new academic year
- 107 homes (31.75%) were completed on (Use Class C3) housing sites
- A total of 319 new build homes 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 an additional 42 homes (12.46%)
- Development sites at Germany Beck (40) and the Former Lowfield School site (16) were the most significant individual sites that provided (Use Class C3) housing completions over the monitoring period, whilst the first completions at the Former Civil Service Club, Boroughbridge Road (4) also took place.

Housing Consents – Summary

Planning applications determined during the half year monitoring period resulted in the approval of **467 net additional homes⁴**. Compared to last year's update covering the same equivalent monitoring period this represents a return to a level of consents needed to meet our housing requirement.

The main features of the housing approvals are:

- 261 of all net homes consented (55.9%) were granted on traditional (Use Class C3) housing sites.
- Sites granted approval for traditional (Use Class C3) housing included Development Site Hospital Fields Road & Ordnance Lane (85), Os Field 2800 Eastfield Lane Dunnington (83), and Cherry Tree House 218 Fifth Avenue (48).

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 DLUHC as part of their Housing Flows Reconciliation Return for 2022/23 – these details will be collated and confirmed in readiness of the annual return in 2023.

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

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

- Approval was granted for two privately managed student accommodation developments that totalled 208 'cluster' flats at Mecca Bingo 68 Fishergate (104) and Alton Cars York Ltd 3 James Street (104) and represents 44.5% of all approvals over the monitoring period.
- A further 158 homes in Copmanthorpe were approved through a resolution to grant consent by councillors with the application being referred to the Secretary of State for determination.
- An application on Land North of Monks Cross that is allocated within the draft Local Plan (ST8) for 970 homes went to appeal in January 2022 due to non-determination and a decision from the SoS is imminent. Indications are that CYC Planning Committee would have approved this scheme if the Local Plan had been adopted.
- A further application for circa 300 homes at Huntington South Moor, New Lane also went to appeal in January and has been sent to the SoS for consideration. CYC do not support this site for development.

Housing Monitoring Update – October 2022

1 Housing Completions 2022/23

- 1.1 A total of **337 net housing completions**⁵ took place during the first half of the 2022/23 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 2022-23 (1st April 2022 to 30th September 2022)

Year	Completions	New Build	Net Conversions	Net Change of Use	Demolitions	Net Dwelling Gain
1st April 2022 – 30th September 2022	352	319	5	16	3	337

- 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 42 net additional homes were provided on sites with five or less homes being built during the monitoring period, this represents 12.46% of all completions. The development sites at Germany Beck and Former Lowfield School provided a total of 56 new homes whilst the Former Civil Service Club, Boroughbridge Road experienced its first four completions. Labour and material shortages continue to affect housing delivery rates and it is hoped that the market will correct itself in future years to allow sites identified in the Local Plan to progress at previously anticipated levels.

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 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 2022 to 30 th Sept 2022)
1 st April 2022 – 30 th September 2022	Nova 2 George Cayley Drive	9
1 st April 2022 – 30 th September 2022	Former Lowfield School Dijon Avenue	16
1 st April 2022 – 30 th September 2022	Germany Beck East of Fordlands Road	40
1 st April 2022 – 30 th September 2022	Sites providing 5 dwellings or less during the monitoring period	42
1st April 2022 – 30th September 2022	All Sites	107

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 and 5 provide specific details of homes delivered through ‘prior approval’ and student accommodation 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 st April 2022 – 30 th September 2022	Residential (Use Class 3) ⁷ Approval	36	118	107
1 st April 2022 – 30 th September 2022	Privately Managed Off Campus Student Accommodation	1	232	232
1 st April 2022 – 30 th September 2022	‘Prior Approval’ Sites (see paragraph 1.6 below for details)	2	2	2
1 st April 2022 – 30 th September 2022	Sites Lost to Housing Through Change of Use	3	N/A	-4
1st April 2022 – 30th September 2022	All sites	42	252	337

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.

- 1.6. 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

	Site Name	Gross Additional Homes Completed	Net Additional Homes Completed
1 st April 2022 – 30 th September 2022	Haygarth Hull Road Dunnington	1	1
1 st April 2022 – 30 th September 2022	Kexby Stray Farm Elvington Lane Elvington	1	1
1st April 2022 – 30th September 2022	All Sites	2	2

- 1.7 These completions represent a relatively low return 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 especially when considering the governments expansion of permitted development rights through the new use class order introduced in September 2022 (see the attached appendix for further details).
- 1.8 The part change of use and new build that took place at Frederick House, Fulford Road provided 232 new student cluster flats that fell into the privately managed off campus student accommodation development category during the six-month monitoring period. (Please see paragraph 1.9 and the note at the end of this update that explains 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 2022 – 30 th September 2022	Frederick House Fulford Road	232	232
1st April 2022 – 30th September 2022	All Sites	232	232

- 1.9 In line with DLUHC dwelling definitions⁸, student accommodation ‘*can be included towards the housing provision in local development plans*’ and ‘*purpose-built (separate) homes (e.g. 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*’.
- 1.10 DLUHC have provided further clarity through their dwelling definition in the Housing Flow Reconciliation (HFR) returns form and guidance notes⁹ for 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 5 above.
- 1.12 Four residential properties were lost to other uses during the monitoring period and Table 6 below provides details of each of these developments.

Table 6: Sites lost to housing through change of use

	Site Name	Description of change/conversion	Net Homes Lost
1 st April 2022 – 30 th September 2022	Intown 21 Gillygate	Use of existing building for up to 3 holiday lets	-2
1 st April 2022 – 30 th September 2022	49b Fossgate	Change of use of existing residential flat to ad hoc overnight accommodation for staff	-1
1 st April 2022 – 30 th September 2022	11 Emmerson Street	Change of use from 2no. flats to 1no. four-bedroom House in Multiple Occupation	-1
1st April 2022 – 30th September 2022	All Sites		-4

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

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 7: Dwelling completions and Demolitions by Year, 1st April 2012 to 31st March 2022

Year	Completions	New Build	Net Conversions / COU	Net Conversions	Net Change of Use	Demolitions	Net Dwelling Gain
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
2021-2022	419	350	58	18	40	6	402
2012-2022	7079	5115	1750	114	1636	104	6761

1.14 The figures highlight that York experienced a mean average¹⁰ of **676.1** annual completions over the last 10 monitoring years (2012/13 to 2021/22). This compares to a median average of **533.5** over the same period. For the last 5 years, a mean average of **665.8** additional homes per year have been built (2017/18 to 2021/22), this compares to a median average of **560** for the same period.

2 Housing Consents 2022/23

2.1 During the first six months of the 2022/23 monitoring year a total of **467 net new homes** gained approval within the City of York authority area. Table 8, below, highlights that 426 of these approvals are for new build homes whilst 43 new homes were consented for the change of use of non-residential buildings.

Table 8: Housing Consents (1st April 2022 to 30th September 2022)

Year	Consents (Gross)	Proposed New Build	Proposed Net Conversions	Proposed Net Change of Use	Proposed Demolitions	Potential Net Dwelling Gain
1 st April 2022 – 30 th September 2022	480	426	-2	43	0	467

2.2 Of the 467 net additional homes granted consent, the greatest proportion were the result of 261 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 Cherry Tree House 218 Fifth Avenue (48), Os Field 2800 Eastfield Lane Dunnington¹¹ (83),

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

¹¹ this site is draft allocation H31 in the Local Plan

and Development Site Hospital Fields Road & Ordnance Lane (85) which is one of City of York Councils Housing Delivery Programme sites. A further 20 net new homes gained approval on sites with a capacity of 5 homes or less.

Table 9: Traditional (Use Class C3) Housing Consents

	Site Name	Gross Additional Homes Allowed	Net Additional Homes Allowed
1 st April 2022 – 30 th September 2022	Heworth House Clinic Heworth House Melrosegate	6	6
1 st April 2022 – 30 th September 2022	Shoezone 5 High Ousegate	8	8
1 st April 2022 – 30 th September 2022	Church House 10-14 Ogleforth	11	11
1 st April 2022 – 30 th September 2022	Cherry Tree House 218 Fifth Avenue	48	48
1 st April 2022 – 30 th September 2022	Os Field 2800 Eastfield Lane Dunnington	83	83
1 st April 2022 – 30 th September 2022	Development Site Hospital Fields Road & Ordnance Lane	85	85
1 st April 2022 – 30 th September 2022	Sites Granted Consent for 5 or less Homes	20	20
1st April 2022 – 30th September 2022	All Sites	261	261

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 and 12 respectively provide more specific details of the types of sites where permission has been granted during the monitoring period.

Table 10: Components of Housing Consents (1st April 2022 to 30th September 2022)

Year	Type of Approval	Number of Sites Granted Consent for Housing	Gross Additional Homes Consented	Net Additional Homes Consented
1 st April 2022 – 30 th September 2022	Residential (Use Class 3) Approval	29	261	261
1 st April 2022 – 30 th September 2022	'Prior Approval' Sites (see Appendix 1 for details)	2	2	2
1 st April 2022 – 30 th September 2022	Privately managed off campus student accommodation	2	208	208
1 st April 2022 – 30 th September 2022	Sites with reductions in housing numbers due to amendments to original approval ¹²	1	-4	-4
1st April 2022 – 30th September 2022	All Sites		467	467

2.4 Two sites were allowed 'prior approval' through the change of use from commercial, business and service (Use Class E) to residential use (see Table 11 below).

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

	Site Name	Gross Additional Homes Approved	Net Additional Homes Approved
1 st April 2022 – 30 th September 2022	13 York Road Acomb	1	1
1 st April 2022 – 30 th September 2022	Independent Home Living 77 Heworth Road	1	1
1st April 2022 – 30th September 2022	All Sites	2	2

2.5 In addition to the 467 net additional approvals, a further 158 homes were approved on draft housing allocation site ST31 in Copmanthorpe by Councillors through a resolution to grant planning permission subject to the execution of a section 106 agreement. The approval has also been referred to the Secretary of State and is currently awaiting a decision. (See table 12 for details).

¹² This represents the reduced capacity of the change of use from guest house (C1) to form 3no. dwellings (C3) at Priory Hotel 126-128 Fulford Road by 4 fewer homes compared to the earlier consent.

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 st April 2022 – 30 th September 2022	OS Field Lying To The South Of And Adjacent To No 1 Tadcaster Road, Copmanthorpe. (Draft housing allocation ST31)	158	158

- 2.6 In addition to the above consents an appeal took place in January 2022 involving an application for 970 homes on Land North of Monks Cross. The land is currently an allocation site in the draft Local Plan (ST8) and was taken to appeal for non-determination. The decision from the SoS is due shortly, however, it is likely that the CYC Planning Committee would have approved the scheme had a Local Plan been adopted.
- 2.7 A further application for circa 300 homes at Huntington South Moor, New Lane also went to appeal in January and has been sent to the SoS for consideration. However, CYC do not support this site for development
- 2.8 To provide context to planning approvals over time, Table 13 shows that York has experienced a mean average of 1,191.1 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 1,531.2 annual consents have been granted (2017 to 2022), this compares to a median average of 1,133 for the same time period.

Table 13: Housing Consents Granted Between 1st April 2012 and 31st March 2022

Year	Gross Housing Permissions	Net Housing Permissions
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
2021/2022	354	327
2012 to 2022	12210	11919

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:

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 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 permission¹³. 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 (PD) rights allowing for office to residential conversions (ORCs) together with certain retail, financial services and existing agricultural buildings were to become permanent.

¹³ subject to prior approval covering flooding, highways and transport issues and contamination

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.