

Appendix 1

Hull Housing Growth Plan – 2025 – 2031



Contents

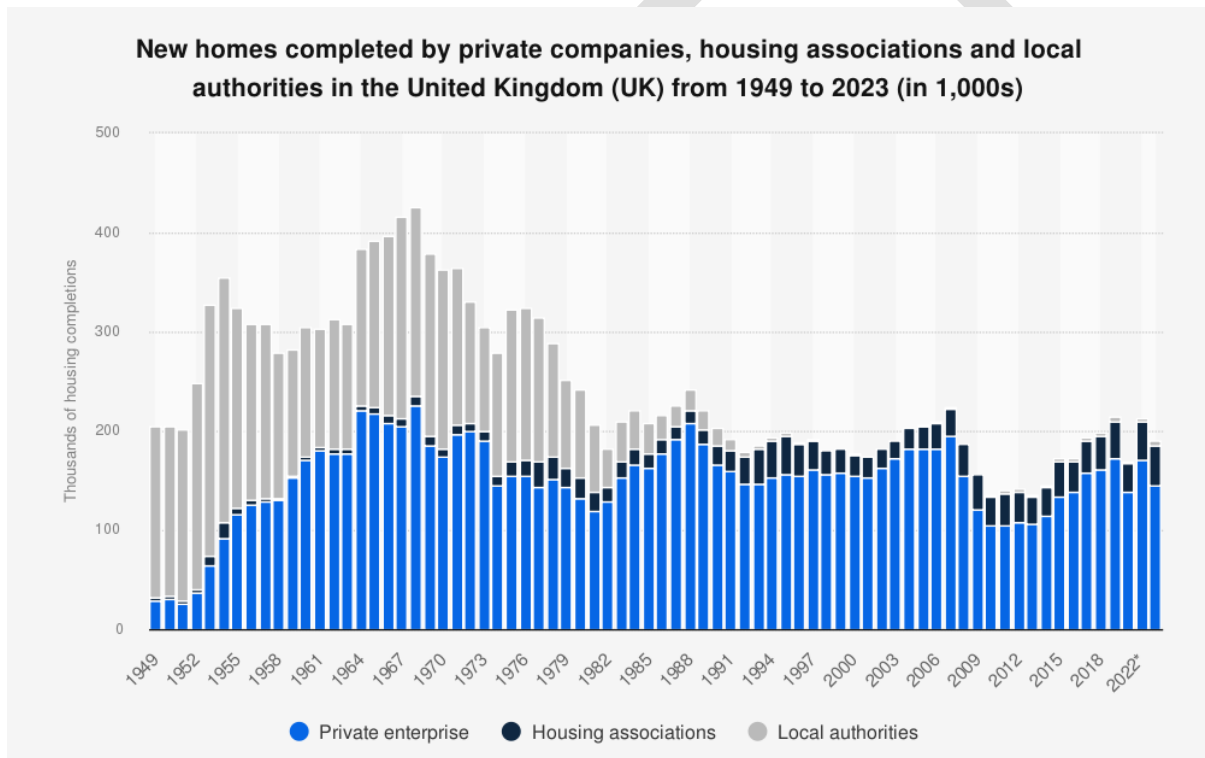
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Introduction

The housing crisis in the UK shows no sign of waning and a key finding from the Community Plan consultation with residents in Hull clearly set out that the most important thing to them was having somewhere safe, comfortable and affordable to live. Homelessness presentations are still much higher than pre-Covid levels (3,331 households assessed as being ‘owed a homelessness duty’ in 2023/24 vs 2,414 in 2018/19). The UK government has set out a target to build 1.5m homes over the next five years¹ thus needing to match house building numbers not seen since the post-war house building boom. The National Planning Policy Framework sets out a new housing delivery target of 993 homes per annum

All of this provides a clear basis for developing this plan; whether new homes are delivered directly (bought or built by the Council) or indirectly (through the provision of property, land or finance) or independently of active Council intervention or support – but with permissions still granted in accordance with the Local Plan – the Council has a role to play in enabling all of this to happen. Indeed, the last and only time the UK delivered new homes at the pace and scale the current government is suggesting can be delivered over the next five years was when Local Authorities matched private sector through direct delivery²:



Whilst national policy and subsidy programmes have not yet been launched or delivered at the scale required to meet that level of housing growth in Hull this Plan, and the programme of work it underpins, sets out the Council’s ambition to deliver new homes – directly and through supporting others to build here – at scale and pace such that if the national grant programmes and policy required to meet those national housebuilding targets are announced and confirmed, Hull stands ready to rise to the challenge.

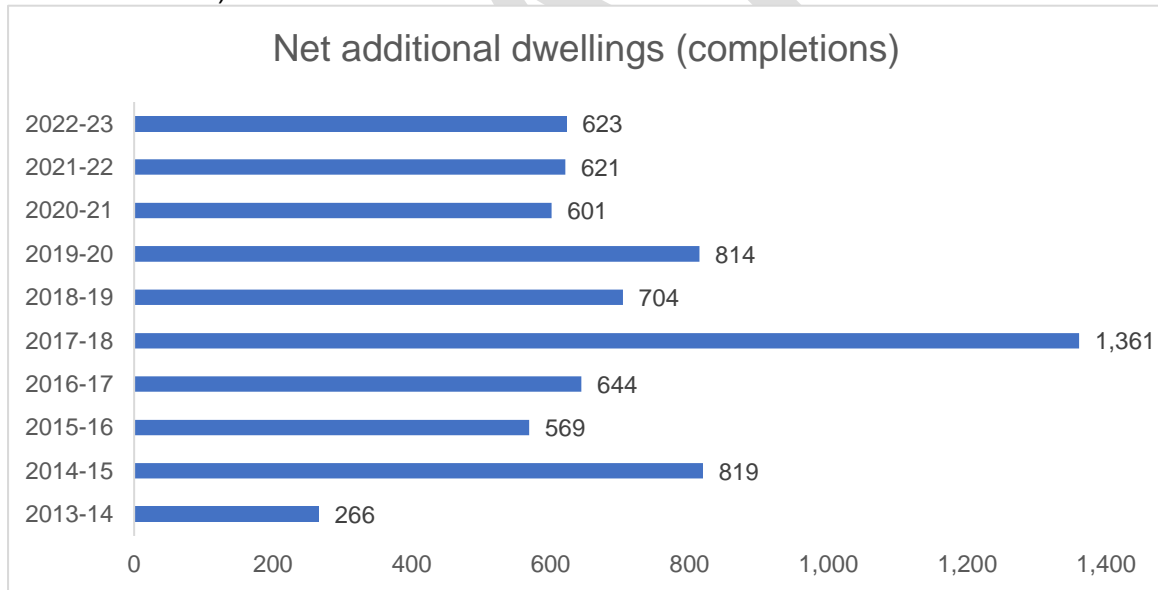
The Council’s Housing Strategy³ sets out the key actions and activity which are to be undertaken in order to ensure that the city’s housing market is balanced and accessible in the broadest sense – meeting residents’ housing needs and delivering all of the benefits that come from having somewhere safe, comfortable and affordable to live; the intention of this

Plan is to set out the Council’s objectives in respect of housebuilding in Hull and outline the approaches the Council will employ in order to achieve them.

This Plan period starts in a strong place – the Council has committed developer partners in the form of the Citywide Lead Developer Partnership and the Ings Development Agreement, the remainder of housing development on Kingswood is being worked up and there is a growing city centre office/retail to residential conversion sub-sector. Developer partners are being sought for a number of key sites, a new city centre masterplan is being developed and the Council is drawing up plans for regeneration of previous council housing sites in the north and west of the city. The Council and registered providers operating in the area have a long and successful relationship with Homes England; the track record of affordable housing delivery and successful grant applications under various Homes England grant/subsidy programmes has been very effective and this is a partnership which will underpin almost every part of this Plan.

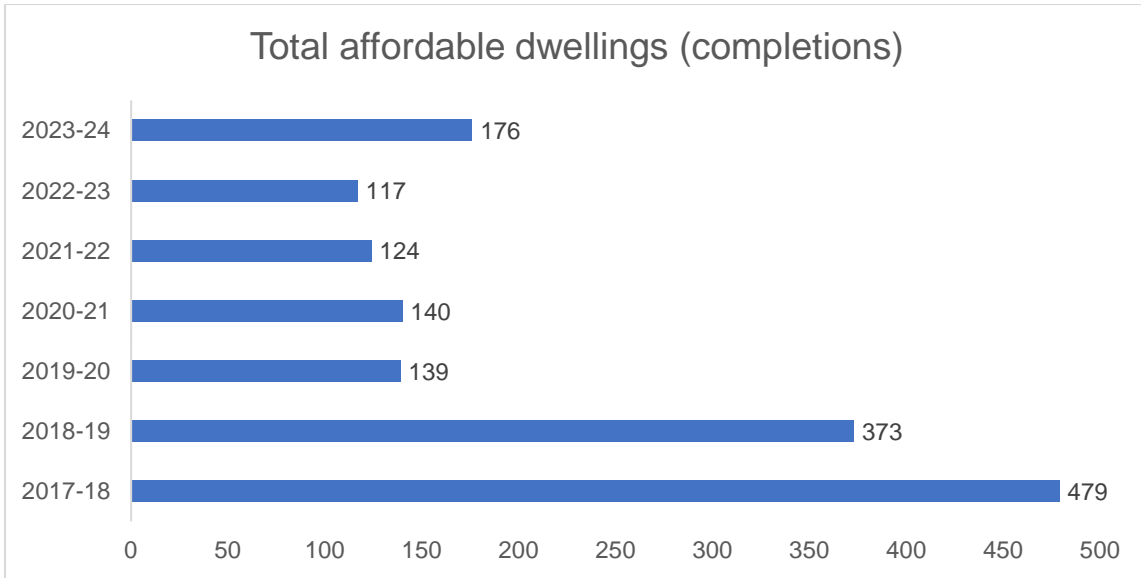
Housing Delivery in Hull – a recent history

Housing growth in Hull in recent years has been strong – cumulatively, delivery has exceeded the numbers of new homes required as set out in the Local Plan (620). Hull’s latest Housing Needs Assessment (calculated using the previous Standard Method) showed Hull’s Housing Need as 540 per year. This is compared with an average of 702 net additions over the last 10 years. However, this is below the new target of 993 additional homes per year as set out in the latest National Planning Policy Framework (NPPF) (published December 2024).



Taken from Ministry of Housing, Communities and Local Government Live tables (122) on housing supply.

The Housing Needs Assessment (2022) sets out an affordable housing need of 242 units per annum, the previous Joint Housing Need Study (2016) set out an affordable housing need of 141 units per annum; under the previous Housing Growth Plan (adopted 2018) affordable housing delivery overall has exceeded those numbers. The cumulative need for affordable housing over the 2017/18 – 2022/23 was 1,048 (141 per year, 242 per year from 2022) and the delivery of affordable homes over that period was 1,372 with annual delivery as set out below:



Taken from Ministry of Housing, Communities and Local Government Live tables (1008C) on affordable housing supply.

Whilst cumulative delivery has met cumulative need over the period the above table and assessed housing need numbers show a slowing down of affordable housing delivery against a growing affordable housing need; the delivery profile of the last 6 years highlights the culmination of a number of affordable completions across Area Action Plan areas (including West Hull and Holderness Road Corridor) at the beginning of the period.

Affordable starts on site have increased in 2022-23 (117 starts, up from 29 in 2021-22, 85 in 2020-21) and completions have in 2023-24 increased on the previous year illustrating an uptick in activity and a return to strong affordable housing growth in the city which has been somewhat stifled following recent years' economic challenges.

This Plan sets out a roadmap for how housing delivery will continue to meet, and exceed affordable housing delivery where possible, over the next six years.

Aim of the Plan - Meeting Housing Need

Meeting housing need requires a cohesive partnership of landowners, developers, local government, registered housing providers, community-led housing providers and private operators working together to build enough homes to meet identified housing need both now and in the future.

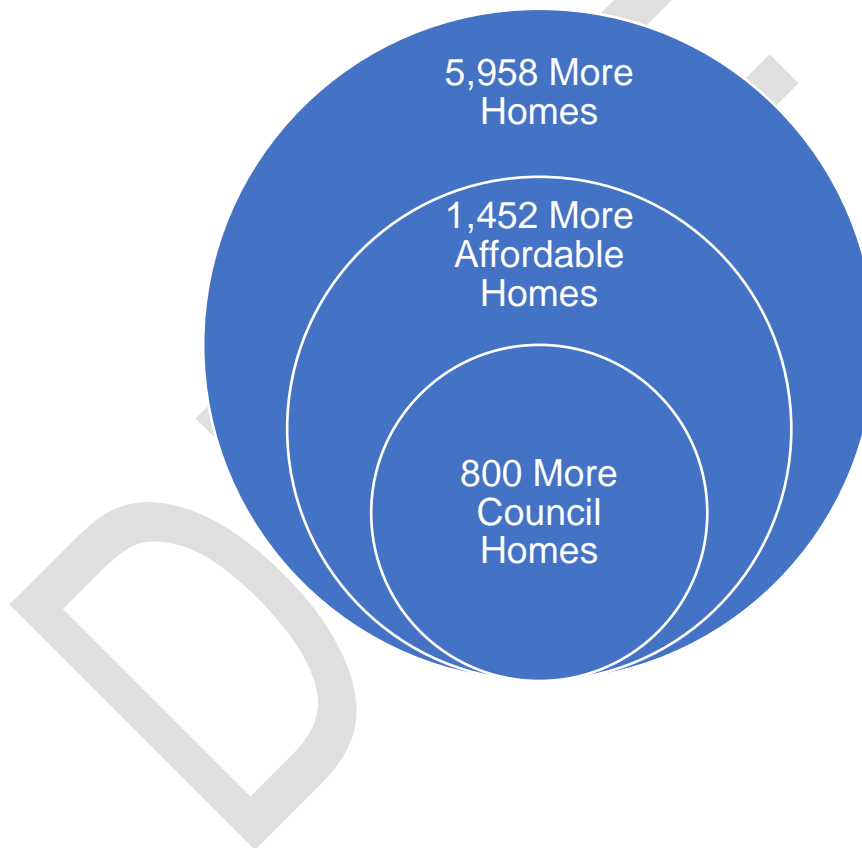
This Plan sets out three, clear objectives:

Building more homes – delivering 993 homes per year, as set out in the proposed Natopnma Planning Policy Framework and revised local housing need methodology.

Increasing the proportion of housing in Hull which is affordable – delivering at least the 242 affordable homes per year as identified in the Housing Needs Assessment.

Growing the Council's housing stock – delivering at least 800 new council homes over the plan period.

This Plan therefore commits to facilitate the following to be built by 2031:



More Homes

As established above, housing growth in general has met identified need – fairly consistently – and the majority of the homes have been delivered by private developers building market homes (for sale or rent). There are a number of reasons for this including:

1. a strong plan-led approach to housing development – a current Local Plan and the legacy of Area Action Plans developed through Housing Market Renewal.
2. general economic and cultural growth – a growing economy, new sectors making Hull their home, the wider region cementing itself as the centre of the green industrial revolution and the cultural legacy that being the UK's City of Culture has provided. All creating employment opportunities and a 'place' that drives demand for housing.
3. a diverse and active developer sector – including a range of national, regional and small and medium enterprise developers all having a presence in, and commitment to, the city.
4. a long history of successfully attracting housing/growth grants, funding and support from both government departments, Homes England (HE) and regional economic development bodies.
5. elected members and local authority teams which understand the need for strong housing growth, are responsive and actively support quality housing development (including planning, property and assets, major project and housing partnerships & development/strategy teams).

However, the scale of the challenge to boost overall housing growth to 993 homes per annum in Hull is significant; it will require an acceleration of housebuilding and conversion of non-residential buildings and for some of these sites to be developed out at significantly higher density that might have otherwise been the case. The most recent Strategic Housing Land Availability Assessment has around 8,500 units allocated across sites anticipated to be brought forward by 2034 – under the proposed housing target of 993, and without additional sites being identified, this will mean the majority of these will need to be built out and complete by 2031 with housing land availability beyond this currently unidentified.

The Local Plan is due a review (with a revised plan due for adoption in 2027) and in order to maintain strong housing growth and accelerate delivery to meet the new targets it is important that local developers and landowners engage in the process – through formal consultation or the call for sites process to ensure that land suitable for housing development can be properly allocated. A robust Local Plan, and policy map, with clear housing policies provides those in the house building sector with a clear framework and a degree of certainty required to start work on potential housing schemes. A Local Plan which has the buy-in from and has been shaped with the housing sector provides regional and national funding bodies with the confidence they need to shape grant programmes and award monies to housing schemes in Hull.

Good quality housing development which provides the homes and neighbourhoods residents need – which are developed at scale and pace – must be evidence and plan-led and the Local Plan acts as the foremost enabler. The primary focus in terms of delivering new housing more generally over this Growth Plan period is therefore to develop a Local Plan and complementary master plans which underpin those ambitions.

The city centre is identified in the current Local Plan as a housing growth area; this commitment to city centre housing development will carry over to any revised Local Plan with the expectation that housing delivery comes from conversion of unused commercial and retail spaces and the building out of key sites (East Bank, St Stephens Place, Mytongate and

Albion Square). There is already a developing commercial to residential conversion sector operating in the city and this Plan will support those developers building out high quality conversions.



Fruit Market

The Council holds vast amounts of information about existing stock, housing need and affordability and can make this more accessible to market at large – publishing this sort of information can help to give a clear steer of what type of housing developments are most needed and sought after to help underpin business cases for housing-led investment. The build to rent sector is in its infancy in Hull but it is anticipated that build to rent (combining professional landlord services with a long term investment vehicle) will be critical to developing out key sites in the city and therefore providing build to rent operators and funders with reliable intelligence about the Hull housing market, and economic growth prospects more generally in the city, is an important part of what must happen under this plan.



Maybury

Key Sites

All of the key sites for housing delivery are included in the Local Plan Policies Map and Strategic Housing Land Availability Assessment – the latter is reviewed on an annual basis. The Council encourages property owners, with land and/or buildings suitable for housing development, to engage with the annual call for sites process or contact the Council's housing teams to discuss suitability for housing development and support/options that might be available to enable delivery at those sites.

City Centre

The City centre is a key housing growth area with the current Local Plan with housing allocations on key city centre sites being in excess of 2,000 dwellings; the Council's City Centre design guide⁴ sets out the broad design principles to be employed on any of those sites providing developers with a clear indication of the expected scale, massing, density and quality of developments on those sites.

Established Growth Areas

A number of established regeneration areas, identified initially through the Housing Market Renewal Pathfinder programme and subsequently adopted into planning policy through Area Action Plans and the Local Plan 2016, still have significant numbers of housing delivery to meet over the plan period – the majority of these (Ings, Preston Road and Wawne View) will complete over the Plan period delivering ~1000 new homes across a range of tenures.



Amy Johnson

Key actions

1. Local Plan Review

- a. Developers, landowners and housing operators are engaged in the Local Plan Review and call for sites process ahead of 2027 adoption.
- b. Conduct a 'citywide conversation' and ongoing engagement exercise on housebuilding to understand residents' concerns about housing development and amplify the benefits of high quality housing development and placemaking, with the aim of creating a positive response to prospective housing development.
- c. Masterplans for key areas of the city and identified housing growth areas are produced, consulted on extensively and formally adopted giving investors, developers and funders the confidence they need to build Hull.

2. Clear advice and market messaging

- a. Regular Market Position Statements are published by the Council setting out known gaps in housing supply (tenure, type, size or location) in order to give confidence to builders, investors and operators.
- b. The Council's Housing Strategy and Growth, Economic Development and Property and Asset Teams meet regularly with landowners of housing allocated sites, developers seeking new sites and housing operators in order to provide advice and connect parties able to bring forward new development.

- c. The Council coordinates and supports outward communications, to the housing sector in Hull and beyond, about the successes of housing and regeneration schemes – including those developed by the private market.
- d. Host annual house building in Hull conferences are held to bring the wider development sector together and for the Council to set out its latest growth projections, announce policy changes or support available and share the latest development news.
- e. Develop an enhanced Strategic Housing Land Availability Assessment tool detailing the current ownership details of land allocated for housing, whether there are existing developer commitments with the Council offering an advice service for land owners on the most efficient route to have the site built out.

3. Hull City Council land/assets and wider public sector estate for housing development

- a. Establish a Land Commission (or other body bringing together public sector landowners) with a view to developing a shared disposals methodology which favours development of affordable housing where that is deliverable and financially viable.
- b. Ongoing commitment to existing lead developer partnerships and ensuring build out of remaining phases of land under the Citywide and Ings Development Agreements.
- c. The Council's Land and Property Asset Disposals Programme 2024-27 sets out rationale for the disposal of Council assets which include the facilitation of regeneration and to support the delivery of housing; developers and funders are therefore encouraged to engage with the Council where they believe they can deliver a viable housing-led scheme on a Council-owned asset.

4. Devolution - working with Mayoral Combined Authority (MCA) colleagues at the East Riding of Yorkshire Council

- a. Enable the development of a strategic housing partnership to act as a housing sounding board for the MCA.
- b. put forward a brownfield housing proposal (in line with the recommendations published by the Northern Housing Consortium⁵) which ensures any Brownfield Housing Fund monies are allocated efficiently and enable the delivery of housing on complex, higher risk sites.

5. Innovation

- a. As modern methods of construction (MMC) products continue to diversify, combined the pace and quality at which MMC housing can be delivered, the Council will showcase all MMC developments to encourage wider sector to adopt MMC as a standard delivery tool.

- b. Showcase excellent quality city centre conversion schemes (of unused commercial to residential/mixed use) to encourage this method as a means to boost housing supply.



Shirethorn House/City Point development

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More Affordable Homes

Mandatory housing targets and methodology for overall housing targets may change over the course of this Plan period, however, the Council has a current Housing and Economic Development Needs Assessment which provides a clear outline of the need for affordable housing in the city. This is based on known demand for Council housing, affordability assessments (income vs. housing costs) as well as data on lettings in Registered Providers of Social Housing stock in the city. All of this underpins the increased Housing Growth Plan target of delivering 242 affordable homes each year; a significant uplift on the 141 affordable homes per year established in the previous Joint (Hull and East Riding) Housing Need Study of 2016.

Clearly, affordable housing need is predicated on household incomes and should incomes increase at a faster rate than housing costs then this number will reduce; at the time of writing, however, this is the currently identified affordable housing need and therefore this Plan needs to provide the means to achieve it.

Whilst the overall housing growth figure of 540 per annum is largely achievable (based on current market sentiment and with the momentum of existing multi-year developments) enabling the delivery of 242 affordable homes per year will require a significantly faster pace and new models of delivery. Around half of all affordable housing growth is forecast to be delivered directly by the Council under its Council House Building and Acquisition Programme (covered in the next section) which means this Plan must provide the means and conditions for the wider affordable housing sector to deliver ~110 homes per annum, on average, over the plan period.

Registered Providers

Hull has a strong and diverse registered provider (RP) sector – from large regional and national housing associations to locally controlled organisations with housing stock held exclusively in Hull and the East Riding – all of whom play have played an important role in driving affordable housing growth in the city. Despite regulatory pressures forcing registered providers to reconsider their capital programme priorities (in order to meet new property standards), and this impacting on affordable housing delivery forecasts over the medium term nationally, it is clear that RPs operating in Hull remain committed to new housing delivery with many starting on site on new build schemes or taking s.106 and turnkey units in year.

Further, RPs continue to develop new models of affordable housing – such as flexi-rent (which ensures a higher supply of affordable rent units when interest rates are running high, and a planning policy compliant minimum number of affordable rent units when rates are low) – which provide the space for a more diverse range of investors to fund affordable housing delivery in the city; where such models align with local need the Council will seek to support 'pathfinder' programmes and pilots.

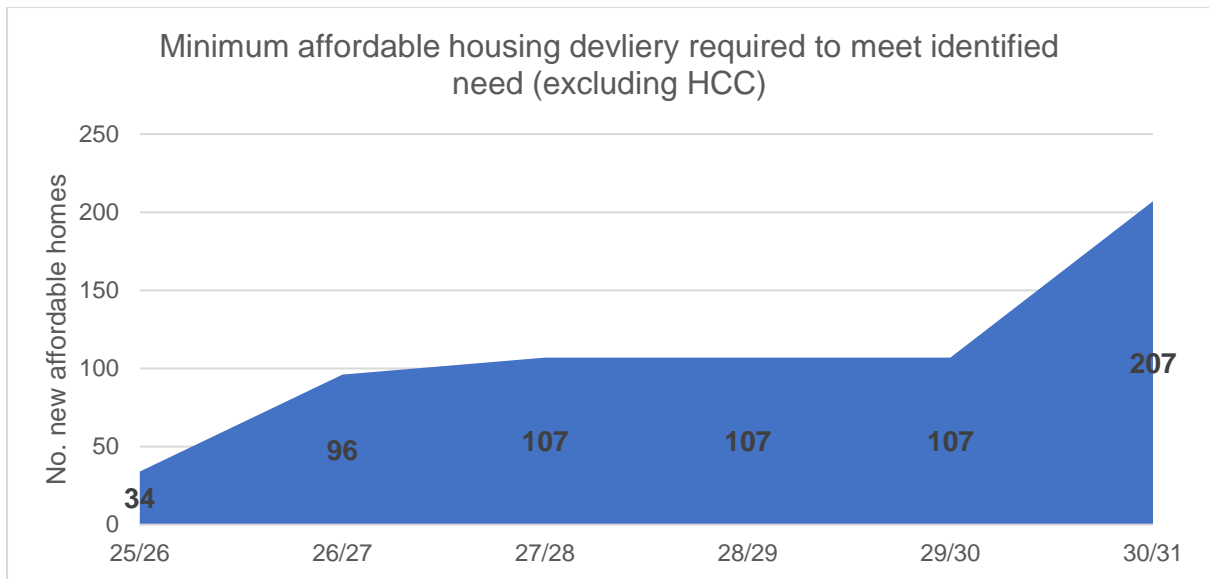


Newbridge Village, Pickering and Ferens

Community-led housing sector

Although not a formally recognised part of the affordable housing sector (in National Planning Policy Framework definitions or counted in Ministry of Housing, Communities and Local Government (MHCLG) affordable housing delivery numbers) the community-led housing/housing cooperative sector in Hull plays a crucial role in providing affordable housing i.e. housing which is affordable to local people and let at below market rents. The community-led housing sector provides an ultra-local housing offer which puts it in a unique position to serve the community and neighbourhood in which their housing stock is situated. Whilst previous MHCLG grants available to this sector (such as empty homes programmes) no longer form part of the housing grants framework the Council will continue to lobby for the return of such programmes and support this sector directly through the provision of grants and loans where the financial capacity exists to do so.

Based on the Council's own Council housebuilding programme, and in order to meet assessed housing need, the wider affordable sector will need to deliver new housing developments at the profile set out below:



Key actions

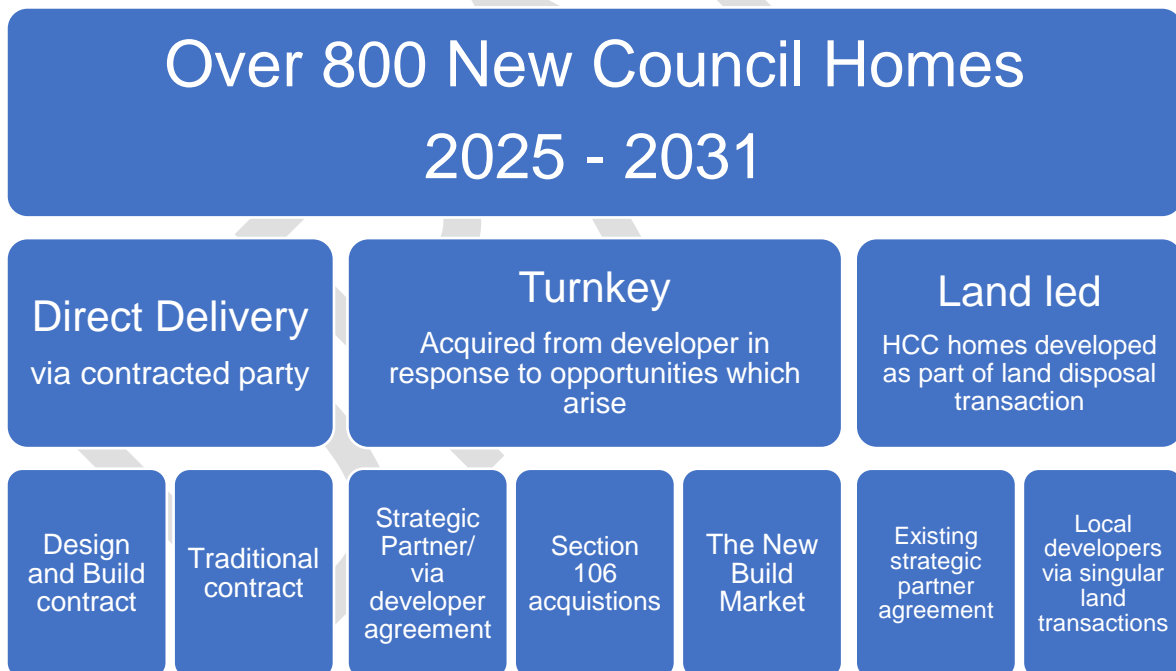
1. Through a Hull and East Riding affordable housing providers partnership, develop a shared new build pipeline in order to determine whether or not existing new build plans, across the sector and wider geography, will provide sufficient supply.
2. Through that partnership, agree an approach to acquiring s.106 new build units (i.e. those delivered through the planning system) which enables a wide range of Registered Providers to grow their stock in Hull through this route, prevents RPs from inadvertently bidding against one another for the same homes and brings certainty for developers about the acquiring organisation early in the process.
3. As far as reasonably possible, jointly agree a s.106 dwelling standard to ensure that the quality of such units is fit and future-proofed to meet the quality requirements demanded of social housing stock.
4. Where the quality of the development would be improved, or there is an identified need for a wider product offering (i.e. shared ownership and discounted sale) on larger sites, the Council will seek to develop new housing in partnership with Registered Providers.
5. Develop a framework of community led housing providers and a suite of support and funding mechanisms (inclusive of loans and grants facility) to partially replicate, at local level, the role HE play for Registered Providers.
6. Explore models such as 'flexi-rent' and other discounted rent schemes being put forward as the affordable element of market-led schemes and develop a Council-wide policy position for emergent affordable housing models.

More Council Homes

All housing tenures and type have their place in a balanced housing market, however, in recent years demand has been greatest for council housing given equity of access, affordable rents and security of tenure therefore this section sets out the Council’s plan for delivering more Council homes.

The Council’s own housebuilding track record – be that through direct delivery, land led approaches (such as those through lead developer/s) or via turnkey – is strong with over 400 new build completions between 2018 and 2023. Whilst this Plan sets out the delivery of Council Homes as a subset of wider housing delivery it is the case that Council-led development can and has provided the necessary momentum for housing delivery more generally. The Council’s land led developer partner arrangements have transformed part of the city around the Holderness Road Corridor and in West Hull – driving demand for housing of all tenure types in those areas – and acquiring turnkey units can help small and medium enterprise (SME) developers to complete sites with the sales certainty they need or enable developers to sell remaining units on their latest schemes thus accelerating starts on future sites. All of this is to say that delivering more Council homes provides a direct impact for those residents housed in them but provides a secondary, indirect benefit of enabling housing growth much more generally.

The Council will deliver new Council homes using the following delivery framework:



It is likely that the majority of Council housing delivery in the first half of this Plan period will come in the form of direct delivery on smaller sites and via turnkey; in the latter half of the period, it is likely to see new regeneration sites being developed out with Council homes being delivered through land-led agreements. Given demand for Council housing is high, the Council will consider increasing its new build housing stock through any means necessary – the framework above outlines the currently utilised routes to do so but will make use of any other routes which develop over the Plan period with the only real constraints to developing or acquiring new Council housing being the Housing Revenue Account’s capital programme

capacity, financial viability and the management case (i.e. can the units be managed by the Council's existing landlord functions).

Council housing delivery is underpinned – almost entirely – by Homes England grant; the current Affordable Homes Programme runs to the end of March 2026 and any programme beyond this date has not yet been announced. It is anticipated that the launch of the next iteration of the AHP will follow the Spring 2025 spending review. The amount of funding, grant rates available, delivery timescales, preferred tenure types and any constraints around house types/locations will all inform both the Council house delivery profile and the means by which those homes are developed. The recently introduced caps on Right to Buy discounts mean that it is likely that the Council will generate fewer Right to Buy Receipts at least over the next few years; this puts a greater emphasis on the need to ensure that HE are supportive of the Council's growth ambitions and remain an active and involved partner throughout the plan period.

Key actions

1. Using the existing Council House Building Programme (with identified sites as set out below) develop out all sites making use of the delivery framework set out above – using the delivery route most appropriate for each site.
2. Actively pursue acquisition and turnkey opportunities via existing developer agreements and early dialogue with those seeking planning permission for housing sites.
3. Where required to build out some of the Council's larger regeneration sites (i.e. to ensure pace of delivery or diversify tenure types not offered by the Council), establish new developer and strategic partnership agreements with housebuilders and Registered Providers.
4. Find developable small sites across the city – in consultation with ward councillors and local communities – to add to the small sites programme over the life of this Plan.
5. Develop a small sites contractor framework, design a range of small sites HCC house types and establish a consistent delivery profile (inclusive of those in the Programme below and others which are deliverable) over the Plan period.
6. Where there is realistic prospect to develop a Council home-exclusive scheme doing so represents best value (in terms of financial, social and environmental benefits), transfer Hull City Council corporate estate and assets to the Housing Revenue Account to develop those scheme/s.
7. Acquire existing properties as purchase and repair opportunities were doing so contributes towards broader housing priorities such as on Priority Streets, to bring empty homes back into use, to meet a corporate service need (i.e. in response to demand for homelessness, children's or adults' services).

Council House Building Programme 2025 – 2031

The current Council House Building Programme and delivery profile is set out in the table below:

Site	24/25	25/26	26/27	27/28	28/29	29/30	30/31	TOTAL
Dane Park		52	47					99
Isledane			34					34
Pickering				50	50	50		150
Selworthy				50	50	50		150
Henson			24					24
Future regeneration sites								TBC
Small Sites								
Hopewell & Hollywell		18						18
Campbell Court		17						17
Oriel Grove		20						20
Ellerburn Ave		5						5
Marfleet		5						5
Walliker		3						6
Bilton Grange			33					33
Wath Grove			16					16
Bethune								
Future Small Sites				20	20	20	20	80
Preston Rd	12	11						23
Wawne Road	10	15	18					43
Ings	6							6
Balham			9					9
Turnkey/ s106	15	15	15	15	15	15	15	105
Total	43	161	196	135	135	135	35	840

Summary

In summary the Housing Growth Plan aims to foster sustainable development that meets the housing needs of residents in Hull by implementing the actions set out in each section. The Plan and activity it underpins will enable the Council and all housing sector stakeholders to create a safe, vibrant and inclusive environment for all residents, whilst preserving the natural environment and enhancing the character and integrity of our neighbourhoods and city centre.

Ultimately this plan has been developed to enable the delivery of new housing supply in Hull – such that it meets identified housing need (540 homes per annum, 242 of which to be affordable) therefore the measure of success is that number of homes – at least 3,240 of which 1,452 to be affordable – developed between 2025 and 2031.

It is essential that the council remains committed to monitoring the progress of this plan and adapting strategies as necessary to respond to emerging challenges and opportunities therefore the Council will publish an annual Housing Growth report for the duration of the Plan setting out the latest position and producing an updated Council Housebuilding Programme and small sites list each time. The annual reports will revise the actions within the Plan or shift emphasis as necessary to meet housing growth targets and to meet housing need.

Endnotes

¹ <https://www.gov.uk/government/news/housing-targets-increased-to-get-britain-building-again>

² New homes completed by private companies, housing associations and local authorities in the United Kingdom (UK) from 1949 to 2023 (in 1,000s). Statista. Statista Inc.. Accessed: November 04, 2024. <https://www.statista.com/statistics/746101/completion-of-new-dwellings-uk/>

³ [hull.gov.uk/downloads/file/1734/the-hull-housing-strategy](https://www.hull.gov.uk/downloads/file/1734/the-hull-housing-strategy)

⁴ <https://www.hull.gov.uk/downloads/file/3665/spd13-city-centre-design-guidance>

⁵ <https://www.northern-consortium.org.uk/brownfield-first/>