



**Hull**  

---

**City Council**

**PRELIMINARY MARKET  
ENGAGEMENT  
Housing Growth  
Development Partner**



# **Contents**

Preliminary Market Engagement: Brief	3
Introduction: Councillor Drake Davis	4
HCC Housing Growth Plan & Strategic Objectives	5
Our Vision	5
The Initial Sites:	7
Site 1 – Pickering	7
Site 2 – Selworthy	9
Delivery Strategy	11
Principles and Vision	11
Funding	13
Procurement Strategy	14
Development Agreement	14
Procurement Process	14
Timescale for Development	14
PME Timescales	15
PME Questions	15
Appendices	17





## **Expression of Interest Brief**

Originally issued in August 2025, this Preliminary Market Engagement Brief (PME) has been reissued by Kingston Upon Hull City Council (the Council) to prepare the market ahead of the start of the formal tender process for the selection of a Delivery Partner, to undertake the role of Housing Growth Development Partner and develop sites owned by the Council.

The responses received previously have enabled the council to refine the procurement process taking on board the feedback we received.

The Council has an exciting new opportunity and is seeking to procure a Lead Development Partner to deliver new homes and community facilities across its Housing Growth Plan (HGP), including two of its larger strategic housing sites. This EOI will help to gauge interest in the market and shape the Council's delivery and procurement route.

The Council is looking for a long-term delivery partner who can bring the experience, skills and expertise to this project and work with the Council to unlock and drive forward housing delivery within our Housing Growth Plan.

**Estimate value of Project - £350,000,000 to £450,000,000**

### **Contact details:**

For any queries relating to this PME please use the YORtender portal (reference number 100107933)

**The deadline for submitting your return is 17:00 on Friday 13th March 2026.**



## **Introduction**

### **Councillor Drake Davis: Portfolio Holder for Economic Renewal, Housing and Organisational Development**



The Council has ambitious plans to continue its proud track record of housing growth across the city. Our recently adopted Housing Growth Plan sets out these ambitious plans for development of housing sites across the city starting with the initial sites at Pickering and Selworthy forming a major role in this growth.

The Council has a history of successfully delivering major award-winning housing led regeneration schemes in partnership with lead developers. We believe that Housing is a driver for strong economic growth to the local area with partnership working a fundamental part of achieving this.

The approach for delivering new homes on the sites set out in this document requires a long-term delivery partnership with a developer who can bring experience, expertise, innovation, creativity and financial capacity to work with the Council. This will drive our desire to provide good quality new homes and strong neighbourhoods guided by robust place making principles.

I would like to encourage all potential bidders to embrace this opportunity and the potential it brings to make a positive impact in the local area.





## **HCC Housing Growth Plan & Strategic Objectives**

The Council has a strong track record of housing delivery and an award-winning housing growth programme, delivering and facilitating high quality, mixed tenure new homes citywide on strategic sites and regeneration areas. In recent years, housing growth in Hull has exceeded the numbers of new homes required as set out in the previous Local Plan (620 homes). Much of this delivery has been facilitated through partnerships.

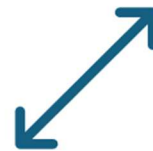
The Council has recently adopted a new HGP 2025-2031 which sets out three clear objectives;



Building more homes



Increasing the proportion of Affordable Housing



Growing the Council's Housing stock

Meeting housing need will therefore require 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.

The focus of this PME is to promote an opportunity to work with the Council and deliver new homes across the city on the Council's owned land with an initial start on two strategic sites.

Contained within the new HGP are two of the Council's larger, more strategic sites, Pickering and Selworthy. These sites combined have the potential to deliver between 300-675 new homes and will be key to achieving the Council's housing targets, as well as kickstarting the development of additional sites across the city. These are key development sites and the Council would like to engage in a positive and engaging process that is both responsive and proactive to integrate real placemaking vision and ambition from the outset.

### **Our Vision**

The proposed strategy provides an opportunity for the Council and a procured Delivery Partner to deliver well designed modern new neighbourhoods with



placemaking at their heart. Delivering a range of house types to suit diverse range of residents, the sites will promote sustainable living with blue and green infrastructure woven into the fabric of the design.

The opportunity will include a number of sites across the city, each capable of delivering a minimum of 15 homes. Some of these sites already have planning approval and include a mixture of defined house types including bungalows; however, the majority of sites are still in the early design stages with house types yet to be established. The intention is to deliver these sites as Council homes, subject to viability. A list of identified sites that would form part of this opportunity have been included below:

Sites	Potential Homes	Number of Council Homes (Expected)
Pickering	300 - 450	150 – 450
Selworthy	200 - 400	150 - 400
Bilton Grange	33	33
Henson Villas	24	24
Beverley Road Calders	45	45
Brandsby Close	42	42
Future Sites not yet identified	250	TBC
<b>Total*</b>	<b>644 – 994</b>	<b>444-994</b>

\*does not include future sites

**Obj:**

As part of the approach to deliver new homes across these sites, the Council has agreed the following objectives:



Provide 492 new Council Homes.



Accelerate housing delivery in line with its new Housing Growth Plan



Take a fabric first approach to deliver energy efficient homes..



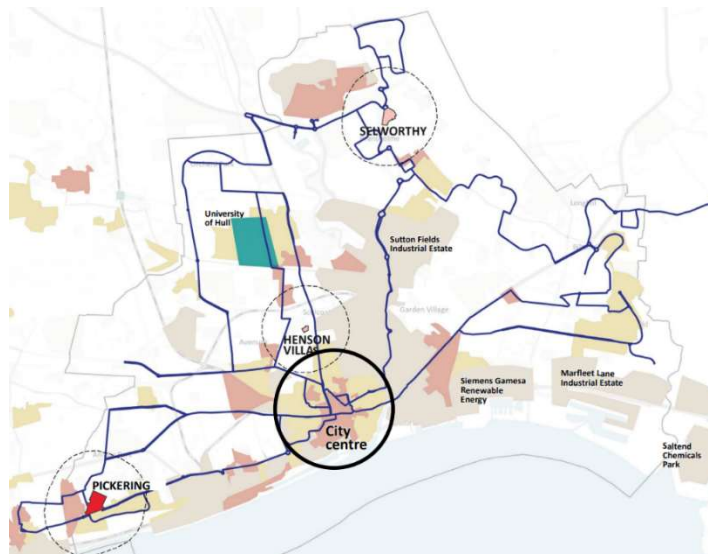
Commitment to provide community facilities on identified sites.





**The Initial Sites**

The following section provides an overview of the two priority sites, including existing site information and their associated opportunities and constraints. Further information has been provided within the appendices.



**Site 1 - Pickering**

Background Following a positive round of consultation, the Council gained Cabinet approval for the demolition of three existing tower blocks and subsequent redevelopment of the site. A process of relocation has been completed and a contractor is now in place for the demolition of the existing flats which are expected to be demolished by late summer 2026.





The Pickering site is a largescale regeneration site to the West of the city that is located close to the East Riding boundary with easy access to the city centre and A63. The site is largely amenity grassland with a large number of mature trees, whilst the remainder of the site is brownfield due to the existing flats and associated hard standings. The site is well served by local bus routes including via Tilbury Road which runs directly through the site. This site provides the Council with an exciting new opportunity to redevelop the area with highly efficient and sustainable new homes.

As part of any redevelopment, the council are required to deliver a minimum of 150 new energy efficient and sustainable Council homes to replace the loss of units from the demolition. There is a requirement to retain a minimum of 30% green space in acknowledgment of the site's current allocation as Open Space, as well as an existing Sports England allocated football pitch.

This site is a higher priority of the two initial sites; therefore, we would expect any early momentum and focus to be on this site to begin with.

**Existing Site Features:**

Site Description	Land at Millport Drive
Street	Millport Drive
Town	Kingston upon Hull
Postcode	HU4 7DU
Ward	Pickering
Grid Reference	TA 04751 26881
Site Area (approx.)	8.15ha
Flood Zone	1, 2, 3ai
Greenfield / Brownfield	Mixed
Local plan ref	7, 8, 9, 10 (Open Space)

- Three residential tower blocks & sub stations (to be demolished).
- Hardstanding areas.
- Amenity grassland with mature trees and scrub.
- Surrounding areas: primary school to the north, green spaces, and suburban residential areas.

**Feasibility Masterplan**

In 2024 the Council commissioned AR Urbanism to undertake a feasibility masterplan study which assessed the site and identified possible constraints and opportunities. The objective of the masterplan was to determine whether achieving the 150 new homes would be achievable, whilst establishing whether there were any additional opportunities to increase this number. The process was shaped by community feedback from public consultation held in March 2024 which helped inform the vision.

The study proposed an optimal range of between 300-450 new homes whilst retaining the sports pitch and a minimum of 30% green space. The final masterplan layout proposed 375 new homes, which included some higher density apartment blocks of up to six storeys that remained below the Building Safety Act (BSA) Higher-Risk Buildings.

**Risks / Constraints:**

The feasibility masterplan and separate constraints plan appended to this document include the relevant risks and constraints for this site. The major constraints have been summarised below:

- Requirement for minimum 150 Council homes.
- Requirement to retain a minimum of 30% green space.
- Majority of site currently allocated as Open Space.
- Existing ecology and Biodiversity Net Gain requirements.
- Existing Sports England football pitch allocation.
- Majority of site falls within Flood Zone 3.



- Potential contamination from previous use.

## Site 2 - Selworthy

### Background

The site is allocated for housing in the Local Plan and is considered appropriate for the development of housing in planning policy terms with a potential minimum of 150 new homes.



The Selworthy site is a brownfield site to the East of the City that formerly comprised of a residential development that was demolished in 1987. The site has minimal constraints and therefore offers an exciting opportunity to maximise potential development in this area.



**Existing Site Features:**

Site Description	Selworthy Close
Street	Minehead Road
Town	Kingston upon Hull
Postcode	HU7 4EW
Ward	West Carr
Grid Reference	TA 10291 34532
Site Area (approx.)	4.31ha
Flood Zone	1, 2, 3ai
Greenfield / Brownfield	Mixed
Local plan ref	805 (Housing)

- Predominantly cleared, brownfield site (existing sub-station on site).
- Majority scrubland with some trees and amenity grassland.
- Existing homes and pub at North-East boundary.
- Surrounding areas: largely suburban residential areas and green spaces.

**Feasibility Masterplan**

Similar to the Pickering study, the Council commissioned AR Urbanism to determine the likely number of homes that could be delivered against the 150 suggested within the Local Plan.

The study proposed an optimal range of between 200-400 new homes with the final layout proposing 300 homes which also includes some higher density units that remain below the BSA high risk category. Therefore, this exceeds the numbers suggested within the Local Plan and its recently adopted HGP which currently require the Council to deliver 150 new council homes on this site.

**Risks / Constraints:**

The feasibility masterplan and separate constraints plan appended to this document include the relevant risks and constraints for this site. The major constraints have been summarised below:

- Requirement for minimum 150 Council homes.
- Existing ecology and Biodiversity Net Gain requirements.
- Majority of site falls within Flood Zone 2 and 3.
- Potential contamination from previous use.



## **Delivery Strategy**

### **Principles and Vision**

The Council are looking for a developer who champions partnership and collaboration. The feasibility masterplan has been designed with placemaking at its heart and bidders will be expected to continue this vision. Working with the Client, the successful bidder will need to take account of and communicate an understanding of the sites and their context to the local area. The Council is looking to procure a partner that will work collaboratively with us and our local planning authority colleagues, with an expectation that the sites meet with the relevant policy requirements and guidance, whilst ensuring viable and deliverable proposals. Bidders will therefore take a holistic approach working with the local authority, clearly demonstrating that their design has undergone a thorough site analysis and contextual review. They will also be expected to work with the Council to agree the wider strategy and phasing of the proposed sites, with the aim of accelerating housing delivery and meeting the Council's HGP.

In order to select a preferred bidder, the Council will seek to evaluate how well the developer has understood the site and place. The Council believes that that this will be one of the most important aspects to the success of the project. Bidders that apply for the future tender are encouraged to provide feedback including mark-ups of the illustrative masterplans that have been prepared for both sites. They will also be required to provide a narrative around how they would develop the wider strategy for all of the sites. This is to help the Council determine how well the bidders have interpreted the Council's vision for the sites.



### Affordable Housing and Housing Standards

Whilst the Council will not prescribe specific house types, the Development Partner will be asked to explore various typologies as part of the design process to help optimise density and the development opportunity, acknowledging the Councils recent housing targets. The Council also wishes to explore innovative heating and energy strategies to help meet its Net Zero targets whilst reducing fuel poverty for its residents. As part of this the Council are keen to explore the role that MMC (category 1 or 2) can play in delivering a fabric first approach to ensure quality control by delivered thermally efficient modern new homes.

As set out earlier in this document, the Council have set numbers of affordable council homes in order to meet with their HGP targets across both sites. Where viability allows and where additional numbers can be generated across the sites, then various other forms of tenure including shared ownership, build to rent and open market sale will be considered.

As referred to above, any delivery Partner will be required to work to current policy as part of any design process. This includes but is not limited to technical housing standards such as Nationally Described Space Standards (NDSS) and Part M accessibility requirements, as set out within the Local Plan.

### Abnormals - Ground Conditions and Flood Risk

The Council has undertaken high level desktop site investigation works, primarily for the two priority sites; however, no onsite intrusive surveys have taken place and this will be expected once the successful bidder is on board. This will enable the successful bidder to efficiently target any onsite investigations when preparing layouts and engineering specifications.

Hull has significant challenges with poor ground conditions and subsequent ground work requirements. This will need to be considered as part of the wider financial viability of the sites. The Council has a strong track record of working with partners to lever in external funding where opportunities exist, to help address such abnormals.

Although significant flood alleviation measures have taken place in Hull in recent years, Hull is within National Flood Zone 3 and flood resistance and resilience measures will be required as part of any new development. This often includes flood measures such as raising levels and incorporating flood resistant construction methods to tackle flood risk.

### Viability & Sequencing

As part of any future tender process the Council will evaluate how well developers demonstrate compliance with the overall objectives; however, the Council acknowledges that viability and deliverability are key drivers that will influence the overall number of homes that are achievable. Beyond the indicative numbers provided, the Council will not specify the overall mix of tenures or quantum of houses; however as stated earlier in this document, the council are required to

deliver 150 new council affordable homes on the two priority sites. The developer will be required to explore innovative delivery models to show how the council can meet its objectives of delivering homes across its identified pipeline in a viable and deliverable manner.

Bidders will be required to support any variation from the objectives with clear, reasoned and well supported statements. The Council reserves the right to reject any tender which in its opinion does not meet with the objectives set for the development opportunity.

Sequencing will also be a key consideration that bidders will be required to consider when appraising the financial viability of site through any potential delivery models. Whilst land value is an important consideration, the key drivers are to deliver the required number of council homes as set out above. Therefore, where any additional homes are deliverable the wider viability and potential land value will be benchmarked independently to ensure best value.

As part of any future tender process, developers will be expected to demonstrate how each site could be sequenced to generate best value in terms of financial viability and programme.

## **Funding**

The Council has a strong track record of securing funding through the Homes England Affordable Homes Programme (AHP) as well as various other external funding streams. For the two initial sites the council would be looking to work closely with Homes England and their Affordable Homes Programme Team, alongside their Markets, People and Place teams to support the delivery of homes on these sites. The recently announced SAHP 2026-36 provides a key opportunity and the Council is exploring a portfolio bid to include the two key sites identified within this document. This will require a start on site by March 2028 and completions by March 2032.

The recently established Hull and East Yorkshire Combined Authority may also provide opportunities as we look to deliver our growth plan ambitions. In addition to this, the Council, with its delivery partner on board will explore any funding opportunities to support a viable and deliverable scheme to meet the objectives and vision set out.

## **Procurement Strategy**

### **Development Agreement**

The Council intend to enter into a form of Development Agreement with the successful bidder which will be issued and developed as part of the formal tender process.

### **Procurement Process**

The outline estimated timetable for the procurement is as follows: -

Spring 2026	Pre-Market Engagement
Summer 2026	Procurement Process to Commence
Winter 2026/27	Confirmation of Selected Bidder

A package of information will be made available to support the procurement exercise, including the feasibility masterplan study and various site information including desktop studies and ecology.

The procurement will be undertaken using the Competitive Flexible Procedure established under the Procurement Act 2023.

The procurement process will be undertaken using the Council's electronic tender portal, YORtender. A summary of the procurement process timeline is set out below.

### **Stage 1 – Invitation to Participate (PSQ)**

- Advertised for 25 days- Assessment of organisation and financial capacity, track record/ experience, capability, MMC readiness
- Clarifications and compliance checks
- Evaluation of PSQ responses

### **Stage 2 – Initial Tenders – Maximum of 5 bidders shortlisted**

- Advertise for 6 weeks
- Submission of RIBA 0–1 outline proposals for Pickering Site to include
  - o Sketch masterplan proposing any changes from existing masterplan.
  - o Design & Vision statement for the site and its relationship with the surrounding area
  - o Need to test deliverability and viability to some degree but not in robust detail.
- Evaluation

### **Stage 3a – Dialogue – Maximum of 2 bidders shortlisted**

- One-to-one structured dialogue sessions (4 weeks)

### **Stage 3b – Dialogue – 1 bidder shortlisted**

- Test viability, deliverability, and innovation in more detail.
- Refine final tender documents and requirements

### Stage 4 – Final Tender

- Advertise for 5 weeks
- Submission of RIBA Stage 2 Concept Design – Pickering Site
- Full viability model, Placemaking proposals, social value, sustainability proposals
- Final moderated evaluation and identification of preferred bidder
- Award process followed (2 weeks)

### Timescale for Development

The Council is anticipating that works will start on the initial two sites by no later than March 2028 in line with Homes England SAHP 2026-36.

## **PME Timescales**

Responses to this premarket engagement should be submitted via the Council's electronic tender portal, YORtender, by close of business (17:00hrs BST) on Friday 13<sup>th</sup> March 2026.

## **PME Questions – Please respond in a separate response document attached.**

**If you have previously responded to our PME brief and your responses to the questions below remains the same please state this in your response.**

1. Is this opportunity one that you would be interested in bidding for? Yes or No?
  - a. If yes, please give a brief introduction as to why your organisation make a good fit with this opportunity.
  - b. If no, we would still be keen to understand why this opportunity would not be of interest.
2. Is there anything further that the Council may need to consider prior to launching a formal tender process? Are there any barriers to bringing the sites forward that you would like to see resolved before any development?
3. Do you have any comments regarding the proposed Procurement process timescales? If so please set these out.
4. A fabric first approach is a principle strongly supported by the council; therefore, the council would like to embrace elements of Modern Methods of Construction (MMC) where viable to ensure optimal thermal efficiency and ensure quality control. What are your initial thoughts about the most practical solution and does your organisation have experience working with MMC?
5. The Masterplan includes some apartment blocks. Are there any limitations to how many stories you could or would build to?
6. Does your organisation have the current capacity to start/complete some of the development identified within a 4 year period to tie in with Homes England requirements, 1/4/2028-31/3/2032?
7. We would welcome any additional feedback or comments you may have in relation to this PME.

Appendices

Appendix A – Pickering Red-line Plan

Appendix B – Pickering Feasibility Masterplan Report

Appendix C – Pickering Constraints Plan

Appendix D – Selworthy Red-line Plan

Appendix E – Selworthy Feasibility Masterplan Report

Appendix F – Selworthy Constraints Plan

Site Information held by the Council which would be provided as part of the tender process include:

- Desktop Information
- Topographical Surveys
- Ground Investigation Phase 1
- UXO Report
- Tree Report
- Preliminary Ecological Appraisal
- BNG Baseline