

# Hull Housing Growth Plan 2018 – 2020

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## **Purpose**

The majority of new build housing in Hull will be delivered by the market without any intervention by Hull City Council. It is however recognised that the market alone will not deliver sufficient housing to meet projected need. Hull's Housing Growth Plan therefore sets out how Hull City Council will facilitate new housing delivery in order to fulfil the objective set out in the Local Plan that an additional 620 new homes are built per annum for the plan period. The Council's facilitation will also ensure that the required mix and tenures of homes will be delivered. The plan makes a clear statement to the market and potential funders of the strategic direction and the case for building and funding housing development in Hull.

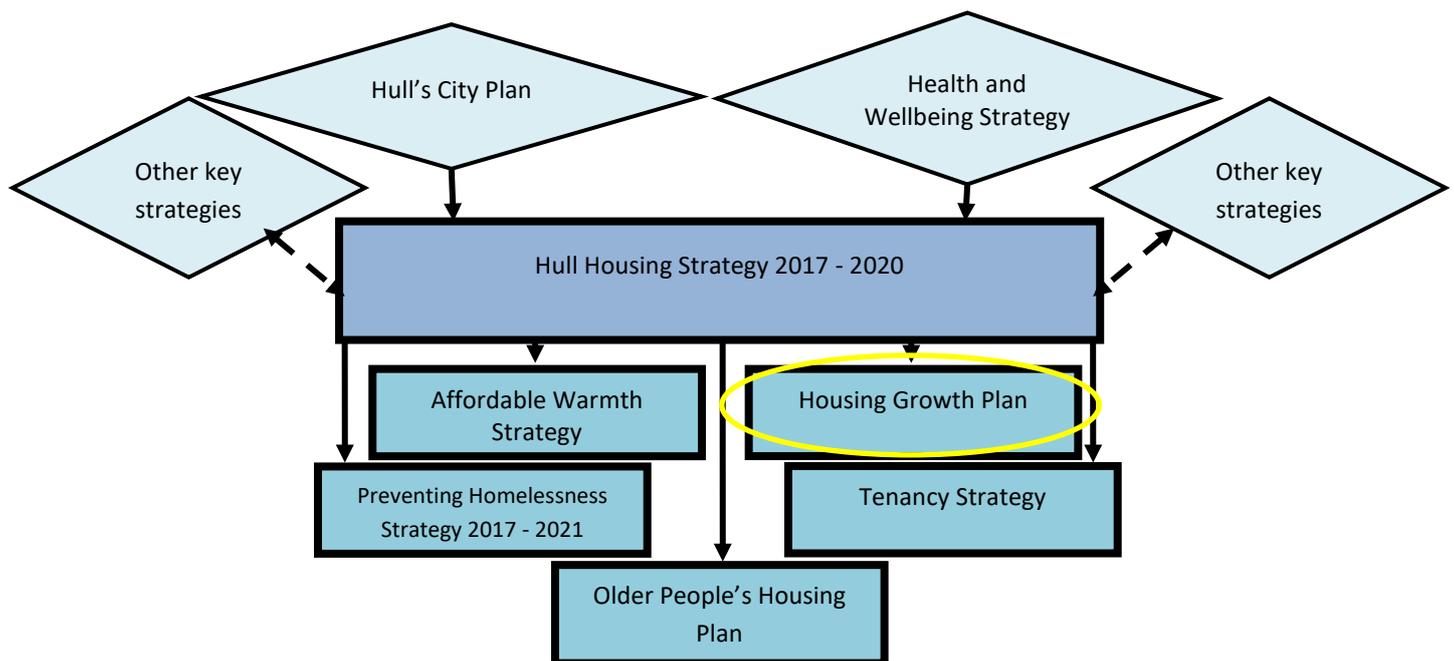
## **Introduction**

There are wide ranging benefits to new housing development. The provision of a range of high quality new homes is key to attracting new residents and reducing outward migration. Construction of new homes and the associated infrastructure provides job and apprenticeship opportunities contributing to economic growth. Warm, decent homes with adequate space and facilities all lead to improved health and educational outcomes. Well-designed neighbourhoods with good amenities create strong and sustainable communities. It is therefore vital that the momentum of the current development programme is maintained.

There are a number of key strategy documents which drive the Housing Growth Plan, these are:

- The City Plan – The key objective of the plan is to create 7,500 jobs in the city and the 'Delivering Housing Growth' Programme is a key contributor to achieving it.
- The Local Plan – The Plan which was adopted in November 2017 sets out that there is a need for 620 new homes per annum, 10-15% of which should be affordable homes and it allocates housing sites across the city.
- The Housing Strategy – A key priority under the 'Neighbourhoods' theme of the strategy is 'Build more quality homes in well-designed neighbourhoods' with the number of new homes required aligning with the Local Plan. There is also a clear link to other strategies such as the Health and Wellbeing Strategy and the Older People's Housing Plan (currently in draft).

## Strategic Links



## New Housing and the Economy

Hull is experiencing a renaissance with the success of the City of Culture 2017 and improving jobs prospects through large scale investment by companies such as Siemens. Cultural development and economic growth are making the city a very attractive prospect to live and work. Delivering new homes where people want to live is a key part of ensuring that the city continues to attract new and to retain existing residents.

The housing growth programme will support the City Plan's main aim "to create 7,500 jobs for local jobseekers over the next 10 years" through creating in excess of 3,000 jobs and 200 apprenticeships, as well as 2 of its 5 priorities:

**UK Energy City** ~ a range of quality homes is needed to attract and retain a skilled and productive workforce

**Community & Opportunity** ~ houses built to higher quality standards with better thermal qualities are easier and cheaper to heat. This means more disposable income which then benefits the local economy.

The proposed project contributes to delivery of the Humber Local Enterprise Partnership's Strategic Economic Plan (SEP) which has the objective 'Ensure that the Humber is a great place to live with the range and quality of homes for a growing workforce, with an attractive and vibrant cultural, leisure and visitor offer.' The proposed programme will ensure an increase in quality housing for a growing work force which directly contributes to delivery of the objective.

More widely within the SEP the project directly aligns with one of the five strategic enablers 'A Great Place to Live and Visit', increasing the capacity, capability and competitiveness of the Estuary by providing quality housing stock which will retain and attract the skilled, talented and entrepreneurial people who will support the growth of the Humber's economy.

Additionally as stated above the programme will deliver significant employment and training outputs, particularly for local people, which contributes to the 'skilled and productive work force' enabler of the SEP.

Hull is pioneering in its approach to flood resilience with the Local Flood Authority securing a formal Partnership with Yorkshire Water, 'Living with Water', which has a long term vision for flood resilience for Hull and Haltemprice. This strong partnership will benefit the long term sustainability of the homes delivered under this programme.

### **Hull – a data snapshot**

Kingston upon Hull is a city on the east coast of England, located on the north bank of the Humber Estuary. The city is compact and highly urbanised: with an area of just 71 square kilometres and a population of 260,240 (ONS estimate for 2016), it is the most densely populated local authority area in the Yorkshire and Humber region.

The city currently has 119,600 dwellings (VOA 2017). The majority of dwellings (71.7%) are privately owned; either owner occupied or privately rented. However this is below both national and regional figures.

In Hull a significantly larger proportion of dwellings are local authority owned (20.6%). In fact in Hull, the proportion of local authority owned dwellings is three times the national figure.

Most dwellings are terraced properties (54.0%) - over twice the national figure. The proportion of semi-detached (18.2%) and detached (4.6%) are both significantly lower than both regional and national figures.

The significant majority (67.7%) of dwellings in Hull fall within Council Tax Band A - much higher than the regional and national figures.

The latest DCLG projections estimate that Hull's population is likely to increase to 269,200 between 2014 and 2039; an increase of 11,500 (4.5%).

Intervention is required in many areas to deliver a more balanced housing market. The methods and mechanisms for doing so are set out in the subsequent sections.

## Recent New Housing Delivery

		2012 to 2013	2013 to 2014	2014 to 2015	2015 to 2016	2016 to 2017	2012 to 2017
A	Gross new build completions	470	538	856	630	723	3217
B	Gross change of use to dwellings and conversion to dwellings	71	70	151	161	91	544
C	Gross dwellings brought back into use (2011-16)	133	44	TBC	TBC	TBC	177
D	<b>Gross Delivery (a+b+c)</b>	<b>674</b>	<b>652</b>	<b>1,007</b>	<b>791</b>	<b>814</b>	<b>3,938</b>
E	Gross change of use from dwellings and conversion from dwellings	15	15	16	19	14	79
F	Demolitions (2011-16)	100	100	193	186	176	755
G	Net Delivery (d-e-f) (2011-16)	559	537	798	586	624	3,104
	<b>Gross Estimate of Hull City Council facilitated delivery</b>	<b>151</b>	<b>204</b>	<b>414</b>	<b>303</b>	<b>358</b>	<b>1430</b>

### What is needed

As stated above section 5 of the Local Plan sets out a need for 9,920 new homes between 2016 and 2032 which equates to 620 additional new homes per annum.

Policy 5 of the Local Plan states that the proportion of affordable housing required will differ for different sites depending upon which Housing Market Value Zone the site falls within. In the very high value zone, zone 5, the requirement is 15% and in medium and high value zones, 3 and 4, and the low value and City Centre zones, 2 and 1, it is 10%.

Though the Local Plan sets out the proportions of affordable housing, the study informing it also recommends that delivery of affordable housing should be maximised while government grant funding is available.

Market analysis indicates that 70% of the affordable homes should have one or two bedrooms and for market sale housing the majority should be three or more bedrooms.

## Specialist housing

### *Custom/Self-Build*

Custom build and self-build housing is supported in the Local Plan and will require sites to be identified to meet demand identified on the Custom Build Register. The Custom Build register will be used to assess demand and the government requires local authorities to grant planning permission within 3 years for each entry on the register. The Council will seek to deliver custom build on some of its own sites.

### *Empty Homes*

Hull's empty homes partnership has successfully tackled long-term empty homes in the city since 2012 and 750 homes have been brought into use since then. Despite significant delivery to date there remains an issue with long term empty properties, on 1<sup>st</sup> August 2017 2280 residential properties had been empty for over 6 months. The vast majority of these were in the private sector. Tackling empty homes clearly contributes to increased housing supply as well as regeneration.

### *Older Persons Housing*

The population of over 65 year olds in Hull is expected to increase significantly and linked to this there is a projected increase in the number of people suffering from dementia and mobility issues. The Local Plan therefore indicates that 78 of the 620 homes delivered annually should be specialist accommodation such as sheltered or Extra Care in order to meet this projected increased need. The Council has successfully used its land holding to deliver three large Extra Care schemes (316 units) as well as around 130 affordable 2 bedroom bungalows. More will need to be done to ensure that the Local Plan target for this type of accommodation is achieved.

### *Modern Methods of Construction*

There is a government drive to deliver homes using modern methods of construction (MMC) in order to increase build pace and potentially reduce construction costs. The Council is currently piloting a hybrid method of construction on a small scheme in the East of the city. Going forwards use of MMC will be a key consideration for all Council-facilitated new build schemes.

### *Traveller sites*

The Local Plan identifies that 9 additional Traveller pitches will be required by 2032. The Council also recognises the importance of providing transient provision, with a need for up to 25 pitches. The Local Plan sets criteria for identifying suitable sites for these pitches. The current plan does not set out activities relating to traveller pitch provision because the timeline is outside the 2 year plan.

## Areas and Sites

There are a number of existing key housing regeneration and growth areas within the city which are identified in the Local Plan. These areas will be where the majority of the housing numbers will be delivered. However, there is also an expectation that 50 homes per year are delivered on 'windfall' sites and the Council also holds a Brownfield register identifying potential sites for new build housing development.

The key regeneration and growth areas are as follows:

### Newington and St. Andrews

The Newington and St. Andrew's (NaSA) area of west Hull suffered high levels of deprivation and had some of the worst housing in the region and was therefore identified as a priority for regeneration. Hull City Council developed the NaSA Area Action Plan (AAP) to define the regeneration required. The plan comprised of the demolition of around 2000 properties, the refurbishment of around 2000 existing homes – including wide-scale improvements to the public realm - and the development of around 1500 new homes.

To date, 1085 homes have been acquired and 1002 demolished. The Council has a strategic development agreement with Keepmoat Homes, and Places for People are the Registered Provider partner for the affordable homes across the area. Pickering and Ferens have also delivered 40 bungalows under the partnership agreement. Over 950 sustainable new mixed tenure homes have been delivered, with a further 500 new homes to be delivered. Outside of the development agreement, a new state-of-the-art Extra Care facility (95 homes) has been built in the heart of the development area.

Following the loss of Housing Market Renewal (HMR) funding, plans were revised to include around 700 properties in the frontage improvement programme rather than seeking demolition. To date, the Council has completed over 2149 improvements to existing dwellings with a further 308 currently underway.

The key outputs and remaining commitments for NSA are set out in the table below -

	<b>AAP Target</b>	<b>Revised Target</b>	<b>Actual Outputs</b>
<b>Acquisition</b>	1789	1089	1085 (99%)
<b>Demolition</b>	1789	1089	1002 (92%)
<b>New Homes</b>	1857	1435	950 (66%)
<b>Frontage Improvements</b>	2290	2990	2149 (72%)

### Holderness Road Corridor

The Holderness Road Corridor is split into the three key areas of New Bridge Road, Preston Road and Ings. All three areas are located off the main route of Holderness Road in the East of the city and all were experiencing severe market decline and were identified for improvement under the Holderness Road Corridor Area Action Plan (AAP).

### *New Bridge Road*

A programme of refurbishment works alongside a small amount of demolition and new build were proposed for this area. Following the withdrawal of HMR funding, plans were revised to deliver frontage improvements in place of demolition. To date, around 618 of 2000 improvements have been delivered or are on-site.

The new homes proposed in this area are being brought forward by Pickering and Ferens Homes in a partnership with the Council and Clinical Commissioning Group/ Citycare. 82 bungalows are under construction on the former David Lister school site and all will be completed by the end of March 2019.

### *Preston Road*

The AAP proposed the demolition of 489 properties known as Wingets, which are classified as a defective property type. In 2011 plans were revised in this area to refurbish around 370 of the Wingets addressing their structural failings. The AAP allocated land to deliver in excess of 2200 new homes in the area.

In 2015 the Council appointed a consortium of developers, KSHP, as Citywide Lead Developer to deliver a range of sites including Preston Road. The developer consortium is made up of Keepmoat Homes; Strata Homes; Home Group; and Priority Space.

Since 2012, 203 homes have been built in the area with a further 310 units on-site. Sites are a mix of market sale, Registered Provider and Council units. The refurbishment of the 370 Winget properties is almost completed.

Acquisition and demolition will continue for the next three years, at which point all land across Preston Road will be cleared ready for redevelopment. The final site will have capacity for around 500 homes and will play a key role in the transformation of this neighbourhood.

### *Ings*

The proposals set out in the AAP were to demolish the Caspon properties which had been built as part of a historic Council house new build programme. Around 650 homes were allocated for demolition, the majority of which have now been acquired and demolished.

New build at Ings is gathering momentum, working with procured development partners Compendium Living (Lovell Partnerships) and Together Housing. To date, 348 homes have been delivered with a further 83 affordable homes on-site and 65 homes for market sale. The remaining sites have capacity for another 600 homes.

	<b>AAP Target</b>	<b>Revised Target</b>	<b>Actual Outputs</b>
<b>Demolition</b>	1824	1695 – Preston Rd reduction	351 (21%)
<b>New Homes</b>	2806	2677	569 (21%)
<b>Frontage Improvements</b>	1860	1975	618 (31%)

## Orchard Park

Orchard Park, while not identified in an AAP, has been a key focus area for regeneration activity and is identified in the Local Plan as a priority area. It is located in the Northern area of the city and is the most deprived ward in Hull.

To date, seven blocks of high-rise flats have been demolished, a programme of external solid wall insulation to 2,000 homes is well underway and 117 new homes have been built at Homethorpe with a further 177 under construction at Milldane.

There are a further two main sites, the former Dane Park Primary school site and another at Isledane which are yet to be progressed for new build housing development.

## Kingswood

Kingswood is an urban extension, located on the northern edge of the city. It consists of a large residential area with a shopping area, a leisure area, an employment area and an emerging Local Centre with a new primary school, a health centre and small shops.

The area has an adopted Area Action Plan which has the aim of ensuring the success of Kingswood as a major sustainable urban extension. This is underpinned by the Local Plan and is confirmed by evidence which shows that significant numbers of dwellings at Kingswood are required to meet present and future housing needs for the city. It is expected that Kingswood will provide around 3,100 additional dwellings between now and 2030. Kingswood provides a unique offer that helps in retaining and attracting middle income families to the city (in the context of historic long-term out-migration trends to the East Riding of Yorkshire).

Under the Citywide development agreement, the Council has transferred the first Phase of 'Wawne View' located on Kingswood to KSHP and 747 homes will be delivered on the site. The second phase will be progressed under the development agreement and a further 850 homes will be delivered.

## City Centre

Widespread consultation was undertaken by Hull Forward on a City Centre Area Action Plan between 2008 and 2010. Since then, Hull's Local Plan has identified the city centre as a priority with the key allocations to enable the delivery of 2,500 housing units.

The Council has delivered City Centre public realm transformation and has invested £29m capital funding into these works and other priorities in the City Centre including refurbishment of Ferens Art Gallery and the New Theatre. This work will complement and support housing delivery in the city centre.

A joint venture regeneration partnership has been established between Hull City Council and the development partner Wykeland Beal and 109 new homes area currently under construction. Through the partnership, a further 160 homes will be delivered in the Fruit Market.

The next key phase of City Centre development being facilitated by Hull City Council is the East Bank of the River Hull, where sites are allocated in the local plan for around 850 homes. The land is not in Hull City Council ownership but the Council is bringing parties together to bring forward new housing.

Another key housing site is Albion Square where up to 200 homes will be delivered as part of a mixed use development.

### Smaller sites – windfall

Fifty homes per year are assumed to come from windfall sites. The Council regularly disposes of land and property for new housing development. The disposals list is approved by Cabinet every six months. The Housing Revenue Account holds land across the city; an initial list is included at Appendix 1. The Council will continue to identify and assess availability of land for the purpose of new housing.

### **The Council's approach**

Hull City Council will continue to facilitate new build housing delivery in a number of ways.

#### Direct delivery of Council homes

Hull City Council intends to deliver Council housing on its own land through investing its own Housing Revenue Account capital funding subsidised through grant funding where this is available. The Council will develop a pipeline of around 120 properties per year for 5 years and will seek to identify suitable sites as a priority. The list at Appendix 1 contains sites which are currently being assessed.

#### Development Agreements

As stated above, Hull City Council has a number of long term development agreements for Newington and St Andrews (NaSA); Ings (Compendium (Lovell Partnerships)); Citywide (KSHP); and the Fruit Market (Joint Venture with Wykeland Beal). The Council will continue to work with its developer partners to ensure that new build housing is delivered in line with these partnership agreements. This will deliver approximately 3,500 homes by 2028.

#### Disposal

The Council regularly disposes of land and property for the purpose of new build housing delivery. This can be through working intensively with a registered provider partner or community organisation to develop their schemes and to secure grant funding or through marketing sites and inviting tenders. The Council will continue to support housing delivery through this method.

#### Engaging the market

The Council will establish a developer forum in order to attract developers to deliver new housing in Hull on allocated sites under the Local Plan and other council-owned sites.

## Investment

The Council already has a grant funding pot to subsidise delivery of affordable rented housing. This grant funding pot is funded by the Council's surplus Right-to-Buy receipts. Surplus receipts will continue to be offered to ensure that the funds create additional affordable housing supply in the city. The Council has in the past made low-interest loans to organisations to build new housing where certain criteria are met.

## **Partnerships**

A number of partners are key to ensuring the required homes are delivered to meet the projected need within the city:

### Developers and House Builders including SMEs

Developers are essential to the delivery of new housing and the Council will continue to work with its existing developer partners and will seek to attract other developers to build housing in Hull. Recognising that most partnerships are currently with volume builders, a particular focus will be on attracting small to medium size developers to develop smaller sites.

The Council will also provide support to those with an aspiration to build their own home and will seek to identify appropriate sites for this purpose.

### Registered Provider partners

Work will continue with existing Registered Provider partners in key regeneration areas to ensure affordable homes are delivered on key strategic sites. Surplus Right-to-Buy receipts will also continue to be offered for this purpose. The Council will also seek to attract new RPs to the city and existing RPs who are not currently developing. The Strategic Housing Partnership will be the key mechanism for engaging with RPs.

### Community and Voluntary sector partners (including Housing Co-operatives)

Strong partnerships already exist with Community and Voluntary Sector (CVS) partners, particular on the empty homes programme. The Council will continue to work closely with CVS partners to bring forward schemes to deliver new housing and will offer surplus Right-to-Buy receipt funding for this purpose. The Strategic Housing Partnership will be the key mechanism for engaging with CVS partners.

### Homes and Communities Agency (soon to be Homes England)

The Council will continue to work closely with the Homes and Communities Agency (HCA) to bring forward new housing. The relationship is key to ensuring the Council has a good understanding of national strategy and policy as well as feeding back the impact of particular policies on Hull.

The HCA has been a key funder for Hull City Council housing delivery and RP delivery in the city. Under the 2015-18 Affordable Homes Programme the Council successfully bid for £15.5m of grant funding which was more than any other Council. Funding bids will continue

to be submitted to all suitable and available pots in order to deliver new housing and empty homes refurbishment.

### Humber Local Enterprise Partnership

The Local Enterprise Partnership (LEP) recognises the importance of housing growth in economic growth and has invested £10m of Local Growth funding into the Housing Growth programme which has been essential for much of the current delivery. Hull City Council will continue to work with the LEP and neighbouring local authorities to deliver economic growth through new housing delivery.

### Public Health and the Clinical Commissioning Group

It is widely recognised that good quality housing has wide-ranging health benefits and under Hull's Housing Strategy under the 'People' theme a key priority is 'improve residents' health and wellbeing through the delivery of housing and housing services'. Essential to this is close working between teams delivering housing growth, Public Health and the Clinical Commissioning Group. This will be done through assessing the potential for joint schemes with elements of step-down provision, co-location of health services and other specialist provision at the earliest opportunity.

### Other partnerships

Hull City Council recognises that partnerships for new build housing delivery do not necessarily need to include the Council. We envisage that developers and house builders will partner with suppliers in order to progress Modern Methods of Construction for example.

## Delivery Plan

Category/Area	Action	Lead	Target date for completion	Number of Homes/Outcome
NaSA	Complete site assembly for remainder of Hawthorn Avenue East and complete final transfers under the NaSA Development Agreement with Keepmoat Homes	Hull City Council	August 2018	New Homes 650
Preston Road	Secure Planning permission and complete site assembly for remainder of Preston Road	Hull City Council	December 2018	New Homes 550
Preston Road	Identify funding mechanism for site gap for the Preston Road main site.	Hull City Council / KSHP	March 2018	
Preston Road	Complete Viability assessment and transfer initial phase.	Hull City Council	April 2019	
Ings	Complete site assembly for remainder of Ings and complete final transfers under the Ings Development Agreement with Compendium Living (Lovell Partnerships)	Hull City Council	December 2019	New Homes 570
Orchard Park	Secure planning approval for Dane Park Primary School site.	Hull City Council	June 2018	New Homes 80
Orchard Park	Identify funding mechanism for site gap for Dane Park Primary School site.	Hull City Council	June 2018	
Orchard Park	Appoint contractor / developer to deliver new homes at Dane Park Primary School site.	Hull City Council	Nov 2018	
City Centre	Complete viability assessment, planning application and transfer for the remaining sites at the Fruit Market.	Hull City Council / Wykeland Beal	TBC	New Homes 160

City Centre	Progress the Albion Square scheme including housing.	Hull City Council	TBC	New Homes 200
City Centre	Continue to support proposals to deliver new build housing on the East Bank	Hull City Council	Ongoing	New Homes 850
Windfall sites	Complete analysis of all available HRA land and develop a plan for each site.	Hull City Council	March 2018	
Windfall sites	Complete Site Investigation, Secure planning approval and procure a contractor to deliver Park and East HRA sites (see Appendix 1)	Hull City Council	December 2018	
Windfall sites	Complete Site Investigation; Secure planning approval; assess viability and complete transfer of Wingfield Road site.	Hull City Council / KSHP	July 2018	
Windfall sites	Continue 6 monthly disposals lists to Cabinet and dispose of land and property for housing purposes	Hull City Council	Ongoing	
Engaging the market	Establish developer forum to attract developers to Hull (including representation from Housing, Planning and Highways).	Hull City Council (potential for partnership with ERYC)	June 2018	
Custom Build	Identify suitable sites for custom build to meet demand from the custom build register.	Hull City Council	March 2018	
Empty homes	Continue to identify all empty homes within the city which have been empty for more than 6 months and engage owners to ensure properties are brought back into use.	Hull City Council	Ongoing	



Appendix 1

**Housing Revenue Account Development Programme (2017 – 2022)**

Site	Area	Comment	Size	18/19		19/20		20/21		21/22		22/23		
				Comp	(SoS)									
<b>Total New Build Council Homes (and empty homes - 19 units in 18/19 then 10p.a)</b>			<b>531</b>	125	(75)	75	(125)	125	(124)	124	(82)	82	TBC	
Small sites			<b>186*</b>	0	(25)	25	(55)	55	(54)	54	(52)	52		
Stocksbridge Ave	Park	All small sites require planning permission and resident engagement before each site is confirmed in the programme.  Park and East sites potential for 127 units to potentially be procured as a call off from a single contractor.	12								(12)	12		
Hebden Ave	East		25		(25)	25								
land north of Hopewell road	East		16								(16)	16		
Land West of plym grove	East		8						(8)	8				
Land at Tern grove	East		6						(6)	6				
Land at Tweed Grove	East		16						(16)	16				
Land West of Dunmow Close	East		6						(6)	6				
Land at Athlone Green Shannon Road	East		8						(8)	8				
Land at Medina Road	East		3								(3)	3		
Land east of Waveney Road	East		8				(8)	8						
Land at Calder Avenue	East		8				(8)	8						
Land at Earsham Close	East		6								(6)	6		
Land and Beckington Close	East		3				(3)	3						
Land east of Frome Road	East		3								(3)	3		
Land surrounding Wath Grove	Riverside		32				(32)	32						
Amenity Green space west of Waterloo street	Riverside		12							(12)	12			
Orchard Park Ex Pub site	Northern		10						(10)	10				
Bainton Grove	Northern		4				(4)	4						

Ashthorpe	Northern		<b>TBC</b>										
<b>Strategic Sites/ large sites</b>				<b>106</b>	<b>(40)</b>	<b>40</b>	<b>(60)</b>	<b>60</b>	<b>(60)</b>	<b>60</b>	<b>(20)</b>	<b>20</b>	
Milldane	Northern		<b>93</b>	91									
Dane Park	Northern		<b>80</b>				(40)	40	(40)	40			
Preston Road - Southcoates	Park		<b>15</b>	15									
Preston Road Main Phase**	Park		<b>177</b>		(20)	20	(20)	20	(20)	20	(20)	20	
Wingfield Road	Park		<b>15-20</b>		(20)	20							
<b>Other Sites with housing potential</b>													
Campbell Court	Park		<b>22</b>										
Wawne View Phase 2	North Carr	Should the HRA wish to develop in the area and subject to agreement	<b>TBC</b>										
Future sites created through the asset appraisal process		Currently unknown until detailed appraisals are carried out.	<b>TBC</b>										

\*Site details to be worked up with appropriateness for bungalows, apartments and houses. New sites to be found and added to reach required total in later years.

\*\*Subject to external funding bids