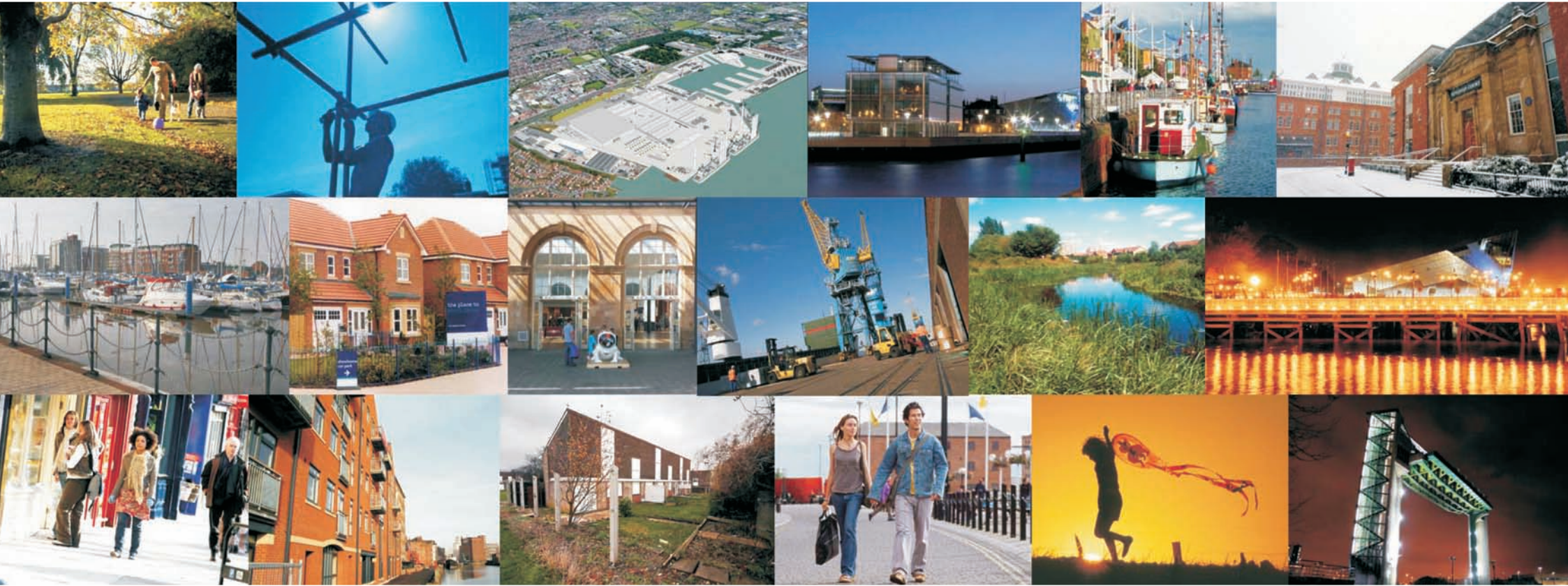


# Hull Local Plan to 2030

Issues and Options Consultation Document May / June 2014



The Issues and Options Consultation Document comprises three parts which should be read together

**Part 1 Booklet (this document)**

Part 2 Evidence Map (separate document)

Part 3 Response Form (separate document)



# Contents

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## Part 1: this booklet

1. Introduction .....	3
2. Overall Strategy .....	8
Hull in 2014 .....	8
City Plan .....	10
Vision and Strategic Priorities.....	12
Local Plan Vision to 2030.....	12
Strategic Priorities to 2030 .....	13

## Themes:

3. Economic Growth.....	16
4. Housing.....	24
5. City Centre.....	34
6. Local Shops and Community Facilities .....	40
7. Transport .....	47
8. Climate Change .....	52
9. Flood Risk .....	56
10. Open Spaces and the Natural Environment...	59
11. Design and Environmental Quality .....	67
12. Heritage .....	69
13. Infrastructure and Delivery .....	73

## Part 2: Evidence Map (separate)

## Part 3: Response Form (separate)

# Abbreviations

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AAP	Area Action Plan
Dph	Dwellings per hectare
ELR	Employment Land Review
Ha	Hectares
LNR	Local Nature Reserve
LTP	Local Transport Plan
NPPF	National Planning Policy Framework
SHLAA	Strategic Housing Land Availability Assessment
SHMA	Strategic Housing Market Assessment
SNCI	Site of Nature Conservation Interest
Sqm	Square metres
SRN	Strategic Road Network

# 1. Introduction

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## What is this?

This is the first public consultation of the new Hull **Local Plan**. The Local Plan is an important document that will be used to determine planning applications in the city. Once adopted, the Local Plan will be used to guide new development in the city for the next 15 years or so, up to 2030.

Hull already has a Local Plan. However, it was published in May 2000 and parts of it are becoming out of date. Initially Hull City Council began work on a Core Strategy. But in March 2012 the Government published new national planning guidance known as the **National Planning Policy Framework (NPPF)**. This advised every planning authority once again to produce a Local Plan for their area.

The **NPPF** and the supporting **National Planning Practice Guidance** will be used to guide the content of the Local Plan. Paragraph 154 of the NPPF states that Local Plans should be...

...aspirational but realistic. They should address the spatial implications of economic, social and environmental change. Local Plans should set out the opportunities for development and clear policies on what will or will not be permitted and where.

In order to retain control of its planning decisions, it is important that Hull has an up-to-date Local Plan. Our intention is for the new Local Plan to entirely supersede the old Local Plan.

## What is this consultation?

This is an Issues and Options consultation. We are seeking the views of those who live, work, or have an interest in the city, to tell us what the Local Plan should contain.

If you have an interest in Hull, whether as a business-person, builder, resident, or visitor, then we would like to hear from you.

## How to respond

You can comment on any part of the Issues and Options Consultation Document. It comprises of three parts which should be viewed together:

- Part 1: this booklet;
- Part 2: the Evidence Map (separate document); and
- Part 3: the Response Form (separate document).

You can also comment on the Sustainability Appraisal and Evidence Base assessments which support the Local Plan.

The consultation will run for 6 weeks. The deadline for receiving your responses is **Wednesday 18 June 2014**.

You can respond online at: [www.hullcc.gov.uk/planning](http://www.hullcc.gov.uk/planning)



Or you can complete the Part 3 paper response form. Post it back to us using the following Freepost address:

FREEPOST RSJC-BUBU-ERTY  
Planning Policy  
Hull City Council  
Kingston House  
Bond Street  
Hull HU1 3ER

Or email us: [planning.policy@hullcc.gov.uk](mailto:planning.policy@hullcc.gov.uk)

## Part 1: this booklet

Following this introduction, Chapter 2 of the Booklet introduces our overall strategy. It sets the context for the plan and suggests a **vision** and a set of **strategic priorities**.

The chapters are then based around key themes. Although each theme is dealt with separately, the booklet needs to be read as a whole in order to understand fully the spatial issues facing the city.

Each chapter theme follows a similar format. Individual issues are covered and potential options are given which in many cases are shown on the Part 2 Evidence Map. Questions are also raised to promote discussion and feedback on the possible available options. As Hull is an established, heavily built-up city of which 90% is located in areas of high flood risk, the opportunities to identify new development options are often limited.

## Part 2: Evidence Map

An important part of the new Local Plan will be the Policies Map (also known as a Proposals Map). This will show the spatial extent of the Local Plan policies.

Part 2 of this document is a large citywide **Evidence Map**. It illustrates what the evidence base documents supporting the Local Plan suggest as appropriate land uses. It also highlights the overlap of potential land uses. You are welcome to comment on this map, but it is important to note that at this stage it does not represent a draft Policies Map.

We are also working on a new Area Action Plan (AAP) for Kingswood. Our Part 2 Evidence Map replicates what will be shown on the Publication version of the Kingswood AAP, which we will consult on in spring 2014.

The city currently has three adopted plans (Hull Local Plan 2000, the Newington & St Andrews AAP, and the Holderness Road Corridor AAP). The Evidence Map shows some but not all the sites and areas from these plans. We have also considered sites where planning permission has lapsed or sites that were identified in former monitoring reports. We have used the most recent evidence to determine whether to show these sites on the Evidence Map. For more information on the Area Action Plans, see the relevant section below.

For more information about the sites shown on the Evidence Map, contact the Planning Policy Team at Hull City Council either by phoning 01482 300300 or emailing

[planning.policy@hullcc.gov.uk](mailto:planning.policy@hullcc.gov.uk). The adopted and emerging plans, and the evidence base documents can be obtained from [www.hullcc.gov.uk/planning](http://www.hullcc.gov.uk/planning).

**Q1.1) Are there any sites or areas:**

- **shown on the Hull Local Plan (2000), the Newington & St Andrews Area Action Plan, or the Holderness Road Area Action Plan; or**
- **where planning permission has lapsed; or**
- **identified in former monitoring reports;**

**that you consider should be recognised by the new Hull Local Plan but are currently not shown on the Part 2 Evidence Map?**

## Call for sites

The Evidence Map shows all the potential new housing, employment, shopping and open space sites as identified by supporting evidence base documents to the Local Plan. If you are aware of any other sites that you consider have potential for new uses over the next 15 years, please let us know by providing basic site details (location / size / potential use) on the response form and head it “call for sites”. We will contact you after the consultation closes for more information about the site and will consider it in the preparation of the Preferred Options version of the Local Plan.

## Sustainability Appraisal

A Sustainability Appraisal accompanies this document. This is a legal requirement and it considers the impacts of our proposals, individually and together, in the short, medium and long term. Through this, we also consider the impact of our plans and policies on different groups of people. We are also assessing the impact of our plans and policies on people’s health. Your comments on this are also welcomed.

## Evidence base

We have an up-to-date and robust evidence base that tells us about the need for different land uses in the city. These documents have enabled us to produce the content of this document. The main evidence base documents are given at the end of each chapter.

Some of the work involved in preparing and consulting upon the Core Strategy will be retained and used, where appropriate. It will be subject to checks and reviews to ensure that it is still appropriate, particularly in the context of the National Planning Policy Framework.

We are consulting on our most recent evidence base documents at the same time as this Issues and Options consultation. The documents are available to view online at: [www.hullcc.gov.uk/planning](http://www.hullcc.gov.uk/planning).

## Presumption in favour of sustainable development

The National Planning Policy Framework (NPPF) introduced the **presumption in favour of sustainable development** as a key principle in the planning system. For plan-making it means that:

- We should positively seek opportunities to meet the development needs of the area; and
- Local Plans should meet objectively assessed needs, with sufficient flexibility to adapt to rapid change.

The two exceptions to this are where:

- any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in the NPPF taken as a whole; or
- specific policies in the NPPF indicate development should be restricted.

It is our intention that the Local Plan will meet the requirements of the NPPF, including the presumption in favour of sustainable development. Documents in our evidence base have been prepared in order to inform us what the needs of Hull are. Where possible we will plan to meet those needs, but bear in mind that this is an early consultation document, and so many of the details have not yet been determined.

**Q1.2) Do you believe we are preparing a Local Plan in the spirit of the Presumption in Favour of Sustainable Development?**

## Duty to cooperate

We have a legal **duty to cooperate** when planning for strategic issues that affect a wider area than Hull. Examples of where this has been particularly important include:

- planning for housing, as the housing market extends beyond the administrative boundary, particularly into the East Riding of Yorkshire;
- flood risk which affects Hull and the East Riding and where the Environment Agency has a critical role;
- transport, where we work closely with the Highways Agency; and
- the Local Enterprise Partnership and Local Nature Partnerships.

## Area Action Plans

Area action plans (AAPs) are like local plans, but focus in detail on a specific area. Hull has two adopted AAPs. These are for **Newington & St Andrews** (February 2010) and **Holderness Road Corridor** (March 2011). Their focus is the regeneration of those areas. They were drawn up during a period when there was considerable funding from the Government for housing market renewal. This is no longer the case, but Hull City Council is still committed to

regenerating these areas. There is therefore a need to review these plans. We are proposing to do this through the Local Plan – see earlier section Part 2 The Evidence Map.

**Q1.3) Do you have any views on how the adopted area action plans for Newington & St Andrews and the Holderness Road Corridor should be reviewed?**

In addition, Hull City Council is currently preparing a separate AAP for **Kingswood**. This area of the city is going through a significant expansion and this change needs to be positively shaped. The proposals in the Kingswood AAP will be embedded in the Local Plan – see earlier section Part 2 The Evidence Map. The publication version of the Kingswood AAP is due to be consulted on in spring 2014, and then submitted to the Secretary of State in the autumn.

## Waste and Minerals

We must also produce plans for Waste and Minerals. We are carrying this out separately, and are preparing both plans jointly with the East Riding of Yorkshire Council. You can find more information on our website [www.hullcc.gov.uk/planning](http://www.hullcc.gov.uk/planning).

## Marine Planning

The Marine Management Organisation has responsibility for preparing marine plans for the English inshore and offshore waters. This includes the Humber Estuary and part of the River Hull. More information can be found on the

Marine Management Organisation's website [www.marinemanagement.org.uk](http://www.marinemanagement.org.uk).

## Next steps

The rules for producing a Local Plan are set out in legislation. This **Issues and Options** consultation falls under Regulation 18 of the Town and Country Planning (Local Planning) (England) Regulations 2012. It requires us to invite people and organisations to tell us what the Local Plan should contain. We are then required to consider the representations made in response to this invitation.

When this consultation is over, we will decide which options are the most appropriate given the evidence, and set them out in a **Preferred Options** document. As with this document, it will be a 6-week public consultation.

We will then prepare a **Publication document**. This will be a version of the Local Plan that we consider to be 'sound' – that is to say, it is positively prepared, justified, effective, and consistent with national policy. Again, there will be a 6-week public consultation.

We will then **submit** the document, along with a summary of all the representations made during the consultation stages, to the Planning Inspectorate. A public examination will take place. If the inspector finds the Local Plan to be sound or can make modifications to the plan to make it sound, the Council will be allowed to adopt it. Once **adopted**, the Local Plan will be used to determine planning applications in the city.

## 2. Overall Strategy

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### Hull in 2014

Kingston upon Hull is a city on the east coast of England, sitting on the north bank of the Humber estuary. Today it covers an area of 71 sq km with a population of 256,500, making it the most densely populated administrative area in Yorkshire and Humber. It is compact and highly urbanised while the largely undeveloped Yorkshire countryside and coastline are not far away.

The city has always been an important port with strong links to Europe. It is the UK's leading softwood port, and one million passengers travel through the ferry terminal each year to Rotterdam and Zeebrugge. Recently, Siemens has confirmed its intentions to build an offshore wind turbine manufacturing plant at Alexandra Dock. This proposed development has the potential to transform Hull's economic future. The Government recognises the importance of this and has granted Enterprise Zone status in and around the port to encourage complementary businesses and supply chain companies to locate there.

The city centre forms a key focus in the city providing some famous venues that bring national and international acclaim. It has been home to some very successful festivals and the UK City of Culture 2017 will propel its role as a visitor attraction.

The city has many successful industries, including companies with a global significance such as Reckitt Benkiser, Smith & Nephew, Croda International, and P&O Ferries. Hull has significant industrial clusters to support its economic growth. These include ports and logistics, healthcare and bioscience, advanced engineering and food manufacturing and processing. The University of Hull is a leading university with a key research and development role.

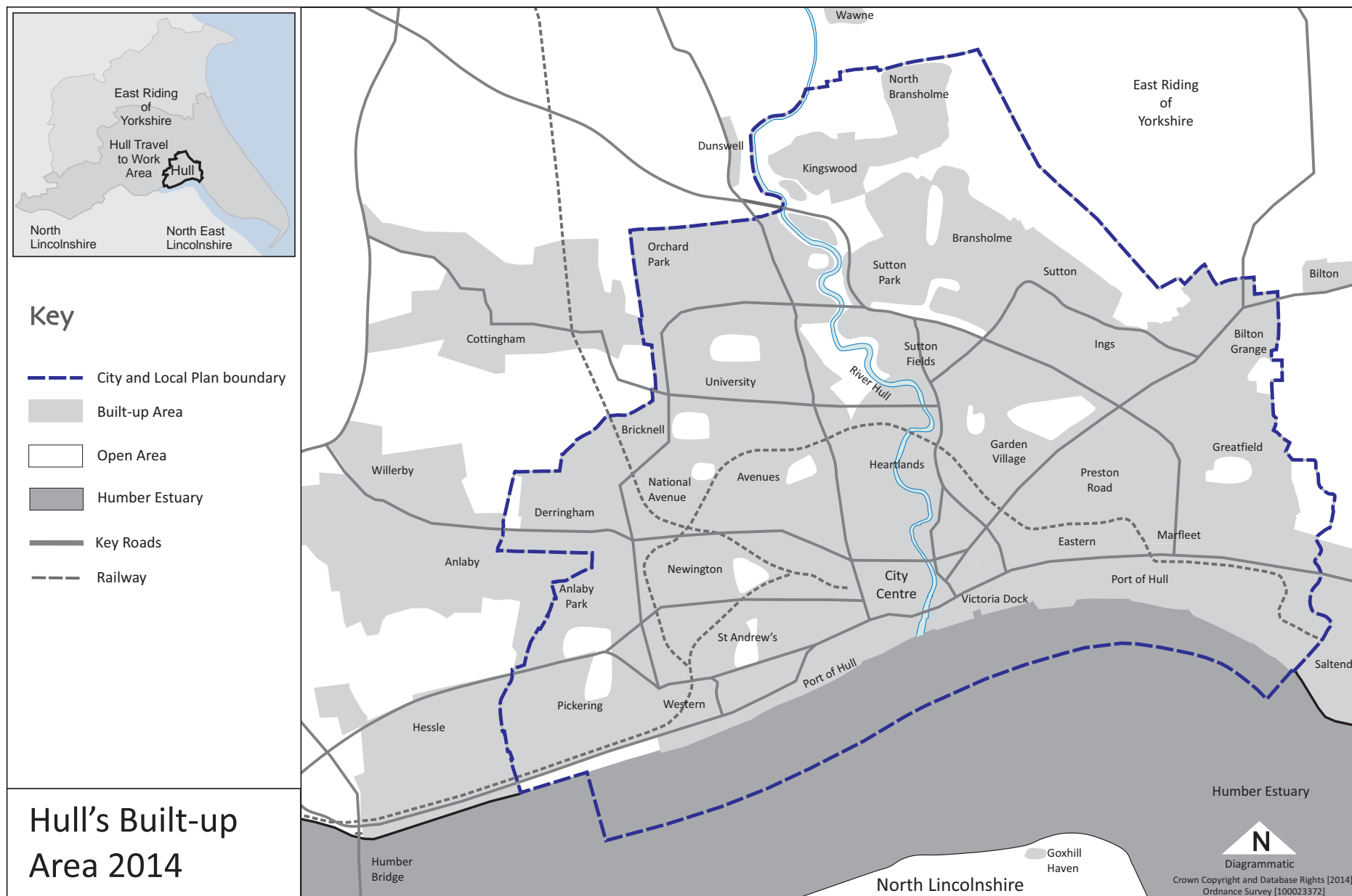
The city also has high levels of unemployment and is the tenth most deprived local authority area in 2010. Many initiatives in recent years have sought to address the underlying difficulties facing Hull residents.

Parts of the city's continuous urban area are outside of our administrative boundary. Hull therefore has a close relationship with its immediate neighbour. The Hull travel-to-work area, which covers the southern half of the East Riding, has one of the highest levels of commuter self-containment in the country. 34% of the East Riding's working age population work in the city and 11% of Hull's residents work in the East Riding – see the **Hull's Built-up Area map** opposite.

As well as jobs, Hull provides many services – shops, education, healthcare, theatres, cinemas, and sports stadiums – for the city and its wider catchment covering parts of the East Riding and Lincolnshire.

The Humber Ports complex brings important linkages between Hull and the south bank of the Humber. The relationship between Humber authorities has been





recognised by the establishment of the Humber Local Economic Partnership (LEP). Many key public services, such as the police and fire brigade operate across the whole Humber area.

The city is well connected by the road and rail networks. The A63 going west connects to the M62 and the rest of the motorway network. The Humber Bridge, just to the west of the city, forms an important road link across the estuary to Lincolnshire. Trains run regular passenger services south to London, Doncaster and Sheffield, west to Leeds and Manchester, and north to Beverley, Bridlington and Scarborough. A high level freight line runs through the city from the west through to the port.

Industries in Hull have traditionally located around the rivers Hull and Humber. These areas are still largely industrialised so in many places the riverbanks are not accessible. However, some waterside areas have been successfully regenerated, such as the Marina and Victoria Dock. Other areas, such as the east bank of the River Hull, are planned for regeneration.

Hull has a high proportion of small, terraced housing and house prices tend to be low. Although these can be affordable to first-time buyers, people tend to move out of the city when they want a larger, detached house. The result is that a large number of residents live in one area and work in the other.

The city is largely flat and low lying. In recent years properties in the city have been flooded due to heavy

rainfall and from a tidal surge. Over 90% of the city is located in areas of high flood risk.

The city has an extensive green network, based around the rivers, drains, and disused railway lines. It joins the majority of the open spaces to the wider countryside, providing routes for wildlife, walkers and cyclists. In addition, the city has a good distribution of parks which provide attractive places for recreation and relaxation.

**Q2.1) Have we correctly summarised Hull in 2014? Have we missed anything significant?**

## City Plan

In June 2013 the City Leadership Board launched the **City Plan**. This is not a Council-only initiative nor is it a development plan like the Local Plan. The City Plan is essentially the Council's sustainable growth strategy for the next 10 years. Its aim is to explain what needs to be done in Hull to break the cycle of deprivation. It provides a focus for all of the Council's activities and a set of actions which the whole city can get behind.

There are two distinct strands to the City Plan: using Hull's natural advantages to create stronger economic growth; and ensuring that the people who live in Hull are able to take advantage of the opportunities that this economic growth will bring.

Although the Council plays its part, City Plan leadership comes from all parts of the city. The work to develop the

City Plan has so far involved a range of organisations from the public, private, voluntary and community sectors.

The City Plan's introduction says:

Hull faces some big issues and challenges – but now has a once-in-a-generation opportunity to regain its status as a dynamic and thriving European port-city.

The developing City Plan is about tackling these issues and seizing this opportunity. Hull is a great city, and the quality of life in the city continues to improve.

But there is still a long way to go – the welfare bill in Hull costs the government over £800m. The city has the highest job seeker allowance level in the country and just to match average levels, over 7,500 more people would have to be in work.

Being at the heart of the Hull and Humber City Deal (Energy Estuary) will help it to work more closely with government to unlock improvements. But, like all cities now, we need to have a single, distinct story for Hull itself, which accelerates that improvement in people's lives, creates a sustainable future, and defines Hull's unique position in England.

The main aim of the City Plan is to create 7,500 jobs for local job-seekers over the next 10 years.

Creating these jobs for local people will improve income, and health and skills levels and our city will turn a corner.

The City Plan focuses on five priorities. These are:

**1) Harness all Hull's assets to become the leading UK Energy City.** Hull's location and its skilled workforce will see it become the UK hub for renewable energy industries and investment. Local businesses, agencies and communities will be trailblazers for producing and saving energy – creating jobs, cutting the city's carbon footprint and making Hull a sustainable city.

**2) Make Hull a World Class Visitor Destination.** Hull will be known across the UK and beyond for its unique heritage and culture – a city with fascinating, world-class places to visit and great things to do. Visitor numbers will treble and more residents will take part in Hull's rich and varied culture, leisure and sporting activities. The designation of Hull as **UK City of Culture in 2017** is an important boost in meeting this theme. A key aspect of the programme is that the city is the venue and this will have an important impact on the public realm, particularly of the City Centre.

**3) Help residents to make their money go further.** Hull will be a place where people and organisations come together in imaginative ways to cut the cost of living and help families manage their finances so they're better able to cope during tough times. This includes exploring the potential for community food growing, which would have a land use impact.

**4) Prevention and early intervention and**

**5) Safeguarding the most vulnerable residents** reflect social responsibilities. We want Hull to be a place where everyone matters, everyone has the opportunity to be the

best they can be and where vulnerable residents are supported to be as independent as possible and allowed to retain as much control over their lives as possible. While opportunities for the planning system to directly support this are limited, there is an important role to be played in ensuring that development in Hull supports these important aims. There are direct projects such as extra care housing and new health facilities where planning has a clear role. Equally important however will be supporting the development of places where active lifestyles can be supported. Developing strong, healthy and vibrant communities is vital to ensuring the well-being of local people

The Council's role will be to ensure that all of its activity and work supports the delivery of the City Plan's priorities. As the statutory planning document for the city, the Local Plan has an important role in facilitating the City Plan's aspirations. In particular, it has an important role to play in those aspirations that have a spatial nature (affecting land or buildings). It will identify City Plan projects on its map and will include policies to support their development. The latest **City Plan projects** are shown on the Evidence Map (Part 2).

**Q2.2) Has this document (Local Plan Issues and Options) identified all the planning issues relevant to the delivery of the City Plan? If not, what have we missed?**

**Q2.3) Are there any other strategies that we should be aware of?**

## Vision and Strategic Priorities

The NPPF states that Local Plans should reflect a collective vision and a set of agreed strategic priorities for the sustainable development of the area. For the Hull Local Plan, the vision and priorities are shaped by the City Plan.

A proposed Vision for the Local Plan is set out below. This is followed by a set of eleven Strategic Priorities. They aim to embed the City Plan themes.

### Local Plan Vision to 2030

By 2030, Hull is a sustainable, inclusive and attractive city, a place where people choose to live, work and spend their leisure time.

The City Plan's spatial aspirations have been fulfilled and Hull was a superb venue for UK City of Culture 2017.

Hull's economy has grown and diversified, creating more jobs.

Hull City Centre is at the heart of the city region.

Hull's neighbourhoods are safe, with high quality homes, a good range of shops and services, and a well-managed environment.

Hull's network of parks, playing fields and other open spaces are enhanced and linked by high quality green corridors.

Hull has addressed climate change through wide-ranging mitigation and adaptation measures.

Hull and its neighbourhoods are highly accessible with an integrated transport network.

Buildings and places of historic and architectural character in Hull are protected as valued heritage assets.

**Q2.4) Do you have any comments to make in relation to the Local Plan Vision?**

## Strategic Priorities to 2030

### 1. Strengthen ECONOMIC GROWTH in the city.

The needs of businesses have been met. Renewable energy and low carbon industries have become embedded within the economy, and the Port of Hull is one of the busiest in the UK. This has reinforced the employment areas along the rivers Hull and Humber. Vacant land and buildings have been brought back into use.

### 2. Improve the CITY CENTRE.

Hull city centre is at the heart of the city region. It attracts businesses because of its economic benefits. It is where people choose to shop and spend their leisure time. The centre is known for its rich culture and quality environment, with the historic old town, the waterfront, public spaces, and wide range of leisure and entertainment venues all making popular destinations. A thriving resident population adds to the vibrancy. Vacant and underused land and buildings at Albion Square, Quay West, Humber Quays and the Fruit Market, and along the River Hull have

been converted or developed. Its streets provide a focus for a range of activities.

### 3. Develop and improve LOCAL SHOPS & COMMUNITY FACILITIES, and

### 4. Provide HOUSING to meet aspirations and identified needs.

Hull's neighbourhoods are safe, with high quality homes, a good range of shops and services, and a well managed environment. Areas that were in need of change have been transformed, in particular Newington and St Andrew's, the Holderness Road Corridor, Orchard Park, and North Bransholme. Kingswood is largely complete and is a popular place to live. District Centres at Hessle Road, Holderness Road, North Point and Kingswood, along with a range of Local Centres, provide for community needs.

### 5. Protect and enhance OPEN SPACES & NATURAL ENVIRONMENT.

Hull's network of parks, playing fields and other open spaces are enhanced and linked by high quality green corridors. These provide opportunities for recreation and rest that are easily accessible. Biodiversity in the city is valued and encouraged, especially on the Humber estuary with its international designations.

### 6. Develop a more sustainable and efficient TRANSPORT system.

Hull and its neighbourhoods are highly accessible with an integrated transport network that has reduced the need to



travel by private car. The city successfully manages traffic, assisted by new park and ride sites to the north and east of the city. Major transport schemes have been completed, in particular the A63/A1033 trunk road improvement that enables easy access for freight traffic to the Port.

Residential areas are linked by a network of cycleways and footpaths. The rail electrification of the Hull to East Coast mainline has been completed.

#### **7. Mitigate FLOOD RISK, and**

#### **8. Address CLIMATE CHANGE.**

Hull has addressed climate change through wide-ranging mitigation and adaptation measures. Flood risk has been minimised through the provision of sustainable urban drainage schemes and enhanced flood defences. Buildings are energy efficient and sustainability is maximised throughout their design, construction and operation. Renewable energy installations are commonplace, significantly increasing Hull's energy security.

#### **9. Enhance Hull's distinct character through HERITAGE & DESIGN.**

Buildings and places of historic and architectural character in Hull are protected as valued heritage assets. Areas of particular recognition include the Old Town, the Avenues, Garden Village, Marfleet village and Sutton village.

#### **10. Develop an environment that supports healthy lifestyles and wellbeing.**

Places have been improved to encourage healthy lifestyles and provide spaces for people to enjoy.

#### **11. Ensure Hull has the INFRASTRUCTURE to deliver the Local Plan's aspirations.**

The correct infrastructure is vital to be able to attract new businesses and tourists and maintain quality of life for residents.

**Q2.5) Do you have any comments to make in relation to the Strategic Priorities?**

### **Strategic Priorities map**

On the next page is a diagrammatic map that highlights our main Strategic Priorities across the city.

**Q2.6) Do you have any comments to make in relation to the Strategic Priorities map on the next page?**



### 3. Economic Growth

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The NPPF says the Local Plan should positively and proactively encourage sustainable economic growth. The Local Plan provides a framework that supports investment and development to achieve a successful and sustainable economy. In particular it builds on the LEP Strategic Economic Plan and the priorities of the City Plan.

The **Local Enterprise Partnership** (LEP) identifies economic sectors of strategic importance to the Humber area. The main growth sectors that are drivers in Hull are:

- Engineering and Manufacturing closely linked to developments in renewables and the associated supply chain;
- Ports and logistics – the ports in particular are a centre of economic activity bringing added value to cargos as well as providing unique and critical infrastructure for a range of sectors, particularly the emerging offshore renewables sector.
- Agribusiness and food processing – Hull has some key employers in the food processing sector. Significant potential exists to create linkage with the wider region and attract further significant investment.
- Creative and Digital Services – the LEP recognises the strong focus of this sector within Hull through both research and development.

- Visitor economy – Hull is at the centre of this significant sector of the economy which is set to grow as a result of the catalyst offered by Hull: UK City of Culture 2017.

The **City Plan** has a main aim to increase the number of jobs and to help local residents to be ready to take up those jobs. A key target of the City Plan is to reduce the number of JSA claimants in the city by 7,500. The City Plan identifies Hull's key drivers to be a leading **UK Energy City**, both in terms of manufacturing, but also energy production, and a **World Class Visitor Destination**. The City Plan has identified significant projects through which to implement these drivers. An indication of where some **City Plan Projects** will be located is provided on the Part 2 Evidence Map that accompanies this document.

Economic growth in the city will have spatial implications; the City Plan recognises that a key enabler of its ambitions is the Planning Process. Key decisions are required as to how land and property can be utilised to meet priorities.

#### Future needs in the city

A range of forecasts have been made within an **Employment Land Review**, produced in support of the Local Plan, to quantify what future development needs in the city could be. Forecasts have taken account of what the impact of projects being developed in the city to bring about transformational change could be, such as at Green Port; as well as how market demand and development trends could inform ongoing development needs. It is

estimated that current overall employment in the city is around 131,800. Projections suggest total employment could remain at a similar level to this over the plan period or alternatively grow to a highest level of up to 10,000 jobs across all sectors.

It is challenging to make forecasts against a context of economic recession and major structural change to the economy. To determine development and land needs it is usual to assess needs for manufacturing, logistics and office development (so called B uses as defined in the Planning Use Classes Order) as distinct from those jobs linked to services, for example, retail, tourism and leisure. Both types need to be catered for but can bring different development and location needs.

Econometric projections, which forecast how many future jobs might be created in the city, build on wider trends nationally and regionally and suggest a more negative view for B class uses, particularly for manufacturing, than what has actually been occurring within the city over recent years.

Actual demand for new manufacturing space in the city, as demonstrated through recent development, has been strong over recent years, compared to logistics and office development. It is also projected that production output from local manufacturing is expected to continue to grow, aside from changes in job numbers. Therefore, there still seems clear justification to make provision for development of further floorspace to facilitate economic growth.

It is recognised that investment in the site at Alexandra Dock, within Green Port Hull, will provide for approximately 750 direct jobs on 56 ha of land. In addition to this site, projections suggest a requirement in the city of between 50–75 ha. If further testing of the sensitivity of modelling assumptions is applied, this could suggest a requirement of up to 85 ha. This underlines the difficulties of estimating future requirements and the need to be cautious in releasing land for other uses.

The qualitative nature of sites and the ability of supply to fully meet needs within the city means that actual supply requirements will remain higher than projected needs.

**Q3.1) Projected employment land needs are based on our evidence base. Do you have evidence to suggest an alternative view?**

## Main business locations

The city has a range of distinct business locations. The **City Centre** will be a major focus for visitors, with its shops, tourism and leisure venues. There is significant potential for investment and development within the Fruit Market and waterfront areas, the Old Town and other central areas. The City Centre is also a focus for office-based businesses. Further detail is provided under the separate chapter for the City Centre. **Hull City Centre Boundary** is defined on the Part 2 Evidence Map. This reflects the boundary as adopted within the Local Plan 2000.

Outside of the City Centre, other business locations are shown within the **Employment Areas** defined on the Part 2

Evidence Map. These areas provide a clear focus, particularly for manufacturing, logistics and ancillary offices. The specific characteristics of these different areas determine how they could contribute to providing land and property that enables economic growth.

The **Western Corridor** runs mainly in areas between the A63 and Hessle Road, and includes Priory Park. It provides large-scale, readily available development opportunities that are highly accessible, and remain attractive to the development market.

The **Eastern Corridor** runs along both to the north and south of the A1033 Hedon Road, and includes the **Port of Hull**, one of the country's leading trade ports. It offers a significant potential for the renewable and low carbon technologies sector, particularly through the development of Green Port Hull.

Along the River Hull is the **Heartlands / Clough Road** area which has a number of traditional heavy industries and presents challenges in terms of infrastructure and bringing forward some large underused or disused areas. Recent proposals have been for sui-generis uses (as defined in the Planning Use Classes Order such as waste recycling and energy production rather than more general B uses.

Further north is **Sutton Fields**, a purpose built industrial estate, which now has few opportunities for significant new development.

**National Avenue** is focussed around the Ideal Standard complex, and smaller industrial estates. It provides a

significant employment location dominated by two main employers.

The **University of Hull** acts as an important hub for research and innovation, supporting business and enterprise activities across city, and therefore should be supported in its abilities to develop new facilities.

**Q3.2) Are there other locations to which the city should look to achieve its priorities for economic development?**

## Land supply

Economic circumstances can change rapidly. To avoid missing opportunities for inward investment, a wide portfolio of sites are required across the city, both to meet different sector requirements and also the different property markets that exist within the city.

Certain sites have been identified as key to the economic future of the city. **Green Port Hull** covers major sites within the **ABP** port estate including at Alexandra Dock (56 ha) and Queen Elizabeth Dock (44.51 ha). These are shown on the Part 2 Evidence Map as **Enterprise Zone and / or LDO sites**. These sites provide for major drivers of economic development, identified as locations for renewable energy development including manufacture, assembly, testing and transport of equipment; and energy transmission. These sites will most likely support land intensive uses where actual floorspace requirements are low but large areas of land are required for operational purposes. They will serve needs differently to other sites in the city where



recognised plot ratios will apply and equate more closely to meeting projected land requirements.

Certain sites have close linkages to Green Port Hull and have been specifically identified as locations to accommodate supply chain companies supporting the renewable energy sector in particular. These are shown on the Part 2 Evidence Map as **Enterprise Zone sites**. They could provide 23.11 ha and include:

- Former Hedon Road Maternity Hospital (4.46 ha) (Ref: 68/27)
- Burma Drive (5.88 ha) (Ref: 68/02, 68/02-3)
- Marfleet Environmental Industries Park (2.73 ha) (Ref: 68/113)
- Kingston International Business Park (2.61 ha) (Ref: 68/18-2, 68/18-3)
- Valetta Street (3.25 ha) (Ref: 68/20)
- Wyke Works (1.67 ha) (Ref: 68/21)
- Elba Street (1.99 ha) (Ref: 68/103-1)
- Keystore (0.51 ha) (Ref: 69/102)

Other large sites have clear potential to support a wider range of business uses, and have been identified as the other main opportunities in the city to meet projected needs for economic development over the plan period. These are shown on the Part 2 Evidence Map as **General Employment Sites (over 2 ha)**. These could provide around 57 ha and include:

- Priory Park (7.98 ha) (Ref:26/08 series)
- Former Birds Eye, Hessle Road (7.21 ha) (Ref: 26/103)

- The Beacon Business Park (2.07 ha) (Ref: 11/22, 11/22-1 & 11/22-2)
- Former Cavaghan & Gray (2.13 ha) (Ref: 11/01)
- National Grid Site, Clough Road (13.2 ha) (Ref:38/07)
- Land west of Cleveland Street, including the site of the former Spillers Mill (4.85 ha) (Ref: 16/143 & 16/106)
- Former Holliday Pigments Works, Morley Street (4.16 ha) (Ref: 52/109 & 52/109-1)
- Kingswood (15 ha) (Ref: 41/10 series)

Opportunity exists within the site of the former Isaac Newton School (Ref: 66/02) for small business units within the context of the **Mixed Use Site** allocated in the Holderness Road Corridor Area Action Plan.

Land remains under consideration at **Kingswood**, which has previously been identified as a location that can play a significant role in supporting the city's economic development needs. This is located between the expanding residential area and the River Hull. So far, only a small percentage of the area has been developed. While there is significant pressure to develop this land (or part of it) for housing, it represents an important source of land to accommodate future economic growth within the city. The amount of land that could come forward at Kingswood over the plan period to 2030 could be limited by future development rates, and therefore this might reduce the employment need for the land. The future approach to this land is being determined through the Kingswood Area Action Plan.

Other, smaller sites exist in different areas of the city which could bring further opportunities for development. These are shown on the Part 2 Evidence Map as **General Employment Sites (under 2 ha)**. As smaller opportunities, often as 'infill' sites, they do not necessarily provide a clear role of how they can contribute to a wider portfolio. They don't necessarily provide a strong basis for attracting inward investment. Overall these sites could provide around 15 ha but the majority of sites are under 1 ha and half under 0.5 ha.

A small number of sites are shown as **retained for expansion** purposes on the Part 2 Evidence Map. Approximately 7 ha of land has been identified. While development of this land could help to meet projected future need for employment space, particularly allowing expansion of significant companies in the city, the retention of the land for expansion means the sites are unable to contribute to the supply of land available on the general market.

Large scale development opportunities within the **City Centre** offer scope for office development, most likely as part of a wider mix of uses. These sites are considered in more detail within the City Centre chapter. These are shown on the Part 2 Evidence Map as **Mixed Use Sites**. They provide a significant amount of land but the amount of land actually available for office development would very much depend on the form and extent of future employment development. Such sites will be guided by

Development Briefs as indicated on the Part 2 Evidence Map as **Site with Development Brief**.

**Q3.3) Do the identified sites provide an appropriate portfolio that will enable the city to attract investment and meet its economic growth needs and aspirations?**

**Q3.4) Do other opportunities exist? Should some of these sites not be retained for economic development?**

**Q3.5) Have we shown site boundaries correctly on the Part 2 Evidence Map? If not please could you tell us which boundaries you consider need amending and how?**

## Future opportunities

Overall, identified sites could, in global terms, meet projected needs for the city across the plan period. However, there remain issues of meeting market demand within specific areas of the city. A high concentration of land exists within the Eastern Corridor, identified to accommodate supply chain companies associated with main manufacturers in the offshore wind industry. Recent years have not shown this area as having a strong market interest for development linked to more general employment uses and the area will depend very much on the success of Green Port Hull.

Other areas of the city demonstrate different levels of market interest and varying levels of supply. The Western Corridor has shown some of the highest levels of completion, and demand remains. In the Heartlands area, significant challenges exist to bringing forward land due to

constraints from the historical use of the area. Supply in the city is not always located to most effectively meet demand.

The built-up nature of the main business areas of the city means that much of future supply, aside from those identified, will arise as brownfield sites, through the churn of businesses closing and relocating. It is not possible to foresee all such opportunities. A proportion of future need for land results from the need for flexibility in land supply to meet uncertainties over business changes. Some of that flexibility can be provided over time by having an adequate framework to help determine what uses would be appropriate on brownfield sites as they come forward. It is worth noting that most employment sites identified have arisen as a result of this same process of recycling of land. The former Birds Eye site is one such opportunity that has come forward to provide a significant area of development land within the overall portfolio, and to meet an emerging shortfall within the Western Corridor.

Through the churn of businesses within areas and pressures for other uses there are sometimes circumstances where land identified for industrial or office uses is used for other uses. It may be appropriate therefore to provide replacement sites where these become available.

In order to maintain an appropriate portfolio of sites in the city, a precautionary approach has previously been taken to ensure that sites are not developed for other uses where they are considered essential to meeting the

economic priorities for the city. The plan could take this principle forward. The need to retain a site would be informed by how a site could contribute to meeting projected requirements in the city, as well as any specific demand for development demonstrated by market signals in specific areas of the city.

The defined **Employment Areas** on the Part 2 Evidence Map show areas where such a policy approach could apply.

**Q3.6) Should we have an initial presumption towards retaining all the sites in employment areas for business uses, only allowing alternative uses if it can be demonstrated that sufficient alternative supply exists to meet employment needs within the same market area of the city?**

**Q3.7) Can reliance be placed on a currently unknown supply of recycled land as contributing to the overall supply of land supporting economic development in the city?**

## Supporting delivery

For the city to successfully capitalise on the emerging growth sectors, it will be necessary to be in a situation in which it can supply premises quickly. This requires unconstrained sites in the right locations, ideally benefiting from planning permission.

A significant issue for bringing forward land and sites within Hull is that of market value and viability. It is often the case that land is not located where demand exists. This

is particularly an issue within the Heartlands area of the city. Low land values reduce the propensity to dispose of land to the market, particularly where abnormal development costs of that land can act as a disincentive for an owner to release it.

Action taken to encourage their development includes planning activities and developing appropriate funding programmes. A number of sites have been brought forward with the benefit of European Regional Development Fund (ERDF) and Regional Growth Fund (RGF).

Significant changes have occurred in how the system of governance can support the delivery of sites. The Humber LEP is now leading a partnership approach to economic development across the wider region bringing together the particular strengths of locations and recognising mutual benefits. The LEP is currently producing a Strategic Economic Plan (SEP) for the Humber. An Investment Plan will accompany this and expressions of interest have been invited for relevant projects and programmes, including those for which part-funding might be sought through the Local Growth Fund.

The recent signing of the Hull and Humber City Deal between Government and the Local Enterprise Partnership shows cross authority and Central Government commitment to a number of activities that will support the economic outlook for the area, including 'acceleration of development'.

Enterprise Zone status has been given to sites within the Port Area and wider Eastern Corridor along Hedon Road, identified for main manufacturers as well as supply chain sites. This brings enhanced capital allowances to sites within the port and discounted business rates to other sites.

Alongside the Enterprise Zone, a Local Development Order has been adopted for sites in the port, and development briefs have been created for other sites. These together present a framework of simplified planning to enhance delivery of development.

The Duty to Cooperate, introduced through the Localism Act, requires local authorities and other public bodies to cooperate on issues of strategic importance that impact across administrative boundaries. Land has been assembled within the East Riding of Yorkshire at Hedon Haven / Paull, adjoining the main port area in Hull, supported by substantial RGF contribution. This has brought a site forward which is critical to investment in Green Port Hull.

A key element of supporting delivery is to create an infrastructure that supports growth. Chapter 13: 'Infrastructure and Delivery' considers this in more detail. The chapter also gives further detail of funding streams that will support delivery of development in the city.

**Q3.8) What specific actions can support development of employment sites as shown on the Part 2 Evidence Map?**

**Q3.9) How can the partnership approach expressed through the Duty to Cooperate serve to address employment needs within Hull?**

### Other issues

**Q3.10) Are there any other ways that the Local Plan can promote economic growth?**

**Q3.11) Do you agree with how the Economic Growth categories are shown on the Part 2 Evidence Map? If not what modifications would you make?**

### Evidence base sources

Information for this chapter mainly came from the following evidence base documents:

- Hull Employment Land Review, 2013



## 4. Housing

The NPPF states that local plans should: identify and meet the full objectively assessed housing needs of their area; identify developable and deliverable housing sites for market and affordable housing for the overall plan period; and deliver a wide choice of high quality homes that are built in the right places and are the right type, widen opportunities for home ownership and create sustainable, inclusive and mixed communities.

### Housing demand

The city needs to provide enough homes to accommodate the predicted increase in population and projected changes to average household size (the number of people who live at a home).

The Council has undertaken a 'Strategic Housing Market Assessment' (SHMA) to estimate the likely requirement for new homes. The latest government population projections, which reflect births, deaths and migration, have been tested to identify a range of demographic modelled projections. Hull's population is projected to increase by around 20,000 people between 2011 and 2030 (from 256,123 to 275,901), an average of around 1,040 (0.4% increase) per year. Over the same period, the number of households is projected to increase by around 14,000 (from 112,453 to 126,397). From the range of demographic scenarios tested, the most likely housing requirement

would result in a need for around 14,400 new homes between 2011 and 2030, an average of 760 new homes per year (0.7% increase). Other scenarios are examined in the 2013 SHMA.

**Q4.1) Do you agree that we should seek to build around 760 new homes per year in Hull between now and 2030? If not, do you have any evidence to support an alternative number?**

### Housing land supply

The Local Plan is required to identify a sufficient supply of housing land to meet housing demand within Hull over the plan period.

To assist this process, the Council produces an annual 'Strategic Housing Land Availability Assessment' (SHLAA) which identifies potential sites for housing development. These sites are shown on the Evidence Map as **Potential Housing Sites**. The table below summarises the housing supply as currently identified over the period 2013–2030.

Timescale	No. of sites	Potential gross housing supply	% of total supply
0-5 years	109	5,428	35.9%
6-10	82	7,173	47.5%
11-17	6	2,504	16.6%
<b>Total</b>	<b>197</b>	<b>15,105</b>	<b>100.0%</b>

The largest site for new housing development remains at Kingswood in the north of the city (shown on the Evidence Map), where development has been progressing for over 15 years. In addition to **Kingswood**, market housing continues to be delivered at developments in both the east and west of the city. These sites are shown on the Evidence Map as **Housing Sites with Planning Permission**.

Regeneration projects are occurring at the former Riley College and Amy Johnson/Hawthorn Avenue area in the west of the city, and in the Ings and Preston Road areas in the east of the city.

**Q4.2)(a) Our latest evidence suggests that over the plan period up to 2030 the housing sites shown on the Part 2 Evidence Map would be suitable for housing development. Do you agree?**

**(b) Are there any other sites you think should be shown as housing sites?**

**(c) Are there any housing sites shown that you consider to be unsuitable for housing? If so, which sites, and what do you think they should be used for?**

**(d) Have we shown the potential housing site boundaries correctly? If not, please tell us which boundaries need amending?**

A number of sites could be suitable for either housing or open space. These are shown on the Evidence Map as **Potential Housing Site** or **Urban Greenspace**.

**Q4.3)(a) Should any of the sites shown as potential housing or urban greenspace on the Part 2 Evidence Map be developed for housing? If so, which?**

**(b) Should any of these sites remain as urban greenspace? If so which?**

**(c) Do you think these sites should be used for something else other than housing or open space? If so, what?**

## Housing delivery

A simple comparison between the demand and supply figures given above suggests that the city has enough land to meet housing demand over the plan period. The SHLAA identifies sites for 15,105 new homes compared to a housing demand figure of 14,440. However, it is not sufficient for the Local Plan to simply identify the number of houses to be provided. It must also indicate how, when and where the houses are to be provided. These issues are discussed in the following sections:

- housing land availability;
- house-building rates;
- phasing;
- regeneration;
- distribution and location;
- type and mix; and
- brownfield land.

## Housing land availability

The NPPF requires us to demonstrate a supply of specific deliverable sites sufficient to provide five years' housing, plus a buffer of 5% or 20%. Using our projected demand outlined above, in the five-year period 2013–18 we require 3,800 new homes. Including a 20% buffer to take account of under-delivery in previous years, this amounts to 4,560 homes. The SHLAA reveals that the city has a deliverable supply of sites for 5,428 potential homes.

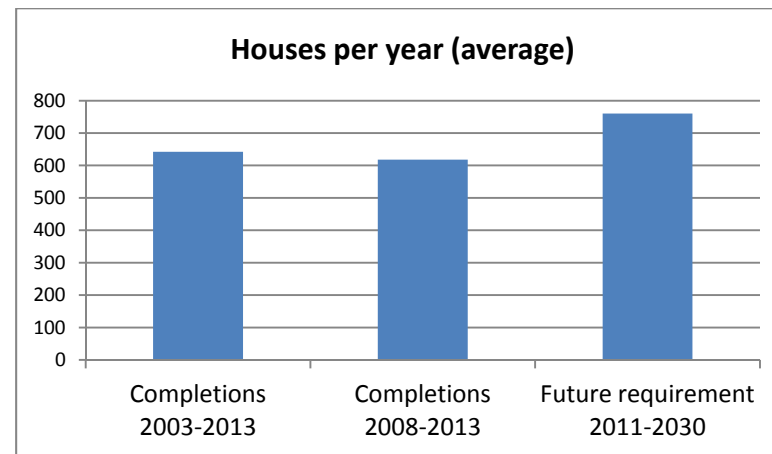
There is only a limited number of large sites suitable for housing development. However, the city has many small sites with potential for small to medium-sized infill development, but not all of these are likely to be viable for housing.

Identifying new housing sites in Hull is a challenging task. The city has a constrained boundary and is largely built up. Moreover there is significant demand for land from other land uses such as employment and open space. The Local Plan needs to balance the need to provide housing with the need for land for other uses. For example, Hull's Open Space Assessment shows that there could be a strong case for protecting open space sites even though they could also be suitable for housing development.

## House-building rates

Recent house-building rates for the city show that gross completions are slightly below the forecast target of 760. During the 5-year period 2008–2013, annual housing

completions averaged 618 and in the 10-year period 2003–2013 the annual average was 642 (see chart below).



Only 68% of completions over both the 5-year and 10-year periods were new build. This is because of the poor viability – the sales values do not cover the construction costs. This is partly due to the current downturn in the economy but there are also issues around the attractiveness of the housing market in Hull. Also, owing to low incomes, there is a limited ability within the city's population to access either mortgage finance or the private rental market. The present market is limited in its abilities to fund affordable housing through planning gain.

**Q4.4) How do you think the attractiveness of the housing market offer in Hull could be improved?**

## Phasing

The Local Plan must indicate when houses are to be provided over the plan period. To meet housing demand of 14,440 dwellings over the plan period, 760 will need to be built annually. We can either aim towards a roughly constant level of delivery each year, or if there is suitable justification, use phasing to deliver a stepped approach.

Phasing could be used to determine the order that sites are developed. It can be used to ensure that infrastructure is in place before development begins. It can also encourage the development of some areas before others, for example, to assist Hull's regeneration areas.

The Local Plan should release housing land in a way that complements housing development in Hull's regeneration areas. This is particularly important given the role these areas play in the regeneration of the city as a whole. Allowing additional development that would compete with the regeneration areas could result in a slower rate of development or in schemes not being completed. This could have a negative impact on the city's ability to recover and compete. However, a strongly restrictive phasing policy for housing development could restrict the future growth of the city. Furthermore, it is recognised that phasing works best when there is an abundance of housing land that needs to be managed to avoid an oversupply of new homes, a situation which does not exist in Hull.

We are working closely with the East Riding of Yorkshire Council to ensure the release of housing sites in the Hull

Housing Market Area within the East Riding are managed to support housing development in Hull.

**Q4.5) Should we have a level trajectory, aiming to deliver 760 new homes each year, or is there justification for a stepped trajectory, with the number of new homes increasing year-by-year?**

**Q4.6) Should the market determine the pace of development or should housing be phased? If it should be phased, what factors should we take into account in deciding where to build first?**

## Regeneration

Many areas of Hull are in need of regeneration, particularly in the inner area of the city and some of the outer estates. Housing regeneration is continuing in the **Newington & St Andrews** and **Holderness Road Corridor Area Action Plan (AAP)** areas. Other areas where **regeneration initiatives** are underway are **Orchard Park, North Bransholme** and in the **City Centre**. These areas are shown on the Evidence Map. Further areas may need to be targeted for regeneration in due course.

Delivering housing in these regeneration areas remains a key priority for the future growth of the city. This will help meet needs and create a more balanced mix and choice of housing. There remain fundamental issues to be resolved. Without intervention, the physical quality of these areas will continue to decline along with a resulting increase in social polarisation. Housing renewal is required to make

places attractive to live once again. A vibrant housing market in the City Centre would increase the choice of house types in the city and assist in the expansion of the role and economy of the centre.

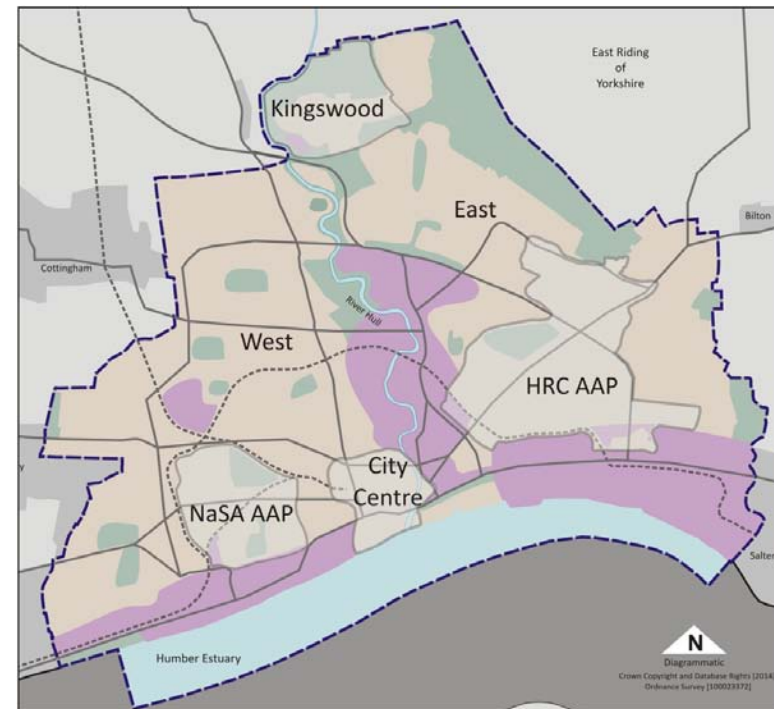
**Q4.7) Which areas of the city should be identified as priorities for regeneration and why should they be selected?**

### Distribution and location

The distribution of new housing sites in the city, as identified by the SHLAA, is summarised in the table and map opposite.

Satisfying housing demand in local areas can be difficult in Hull, each local area having its own distinct urban mix. Much of the overall housing requirement can only be met on the limited number of larger sites. Given the limited choice of large sites in the city, capacity to meet demand ultimately depends upon where these larger sites are located.

**Q4.8) Do you agree with the distribution of sites shown on the evidence map? Are there any areas with too many sites? Or any with too few?**



Potential housing supply (gross)						
Timescale Years	NaSA	HRC	Kingswood	City Centre	Other Hull East	Other Hull West
0-5	665	943	1,584	595	522	1,119
6-11	868	1,208	875	2,089	1,309	824
11-17	30	175	950	522	637	190
Total	1,563	2,326	3,409	3,206	2,468	2,133



## Type and mix

Hull has an oversupply of older, small, terraced properties and a lack of larger family houses. Many people move out from the city to the East Riding where newer and larger detached and semi-detached houses have been developed. In recent years, apartments have been developed in the city centre.

There is a need to address the imbalances in the current stock, particularly through the provision of aspirational housing. The SHMA has identified a requirement for the mix of housing sizes. These are set out in the table below.

Type	1-bed	2-bed	3-bed	4-bed
Market housing	5%	35%	45%	15%
Affordable housing	35–40%	35–40%	15–20%	5–10%

**Q4.9) Do you agree that around 60% of the new houses in Hull should be 3 or more bedroom properties? Do you agree with the other proportions in the table above? If not, what do you think they should be and why?**

## Brownfield land

Greenfield sites tend to be in more attractive locations and are therefore more attractive to house builders and house buyers. There is a shortage of greenfield land in Hull and much is in use as public open space. Developing previously developed ('brownfield') land in preference to greenfield is a more efficient and sustainable use of land. Development on brownfield sites can assist the regeneration of older

areas of the city. However, it can be more expensive to develop brownfield sites and they are often small and dotted around the city. Of sites identified in the SHLAA, 63% are brownfield and 37% are greenfield.

Historically, development in Hull has achieved significantly higher levels of residential development on brownfield land. However, in the years when the city has delivered the highest levels of new housing, the increase largely came from building on greenfield land. Although there is likely to be an additional supply of dwellings on brownfield land from small sites and conversions not identified, it is unlikely that these will be in such a great number as to significantly alter the proportion of development on brownfield land over the plan period. A target of 60% for the proportion of housing development on brownfield land over the plan period has been suggested.

**Q4.10) Should we have a target for housing development on brownfield land? If so, should this target be 60% or something else?**

## Affordable housing

The city has a high percentage of social housing and a relatively low level of owner occupation. Although house prices are low, incomes are also low and consequently there is high demand for affordable housing. It is expected that much of this demand will be met by the existing social stock and by the private rented sector. However, new provision will also need to be made. Developers can be required to provide a proportion of affordable housing in

housing developments, although this would be subject to viability.

Over the period 2013–2030, the SHMA identifies that an average of 2,895 households each year will be in housing need. The needs of 2,557 of these should be met each year by the existing supply of social housing. This leaves a net need for 338 affordable homes per year, although some households will have their needs met by the private rented sector.

The SHMA suggests that in new developments an affordable housing target of around 15% may be appropriate, adding that there may be a case to vary this target in different parts of the city, subject to viability. The Affordable Housing Viability Assessment (2011) suggested an affordable housing requirement of: 15% in the City Centre, Newland & Avenue and Kingswood areas; 10% in Haworth Park and the Western Suburbs areas; and 10% in the rest of the city, if shown to be viable.

**Q4.11) What proportion of new housing should be affordable (subsidised)? Are there any areas of the city where affordable housing is particularly needed? If so, should the proportion be higher in these areas?**

## Specialist housing

Specialist housing provides for people with specific housing needs, particularly in relation to impaired physical and mental health, and old age. The need for specialist housing is likely to increase in Hull as there is an ageing population and relatively high levels of poor health. The Council has a

duty to consider the needs of older and disabled people in its policies and activities. This can include ensuring that the city has accessible housing to meet the needs of older and disabled people.

The number of people in Hull aged 55 and over is expected to increase by 15% between 2011 and 2021. The number of people with dementia is expected to increase by 47% to 3,719 between 2011 and 2030, and the number with mobility problems by 40% to 9,345 over the same period. The requirement for specialist housing units (sheltered, extra care and residential care) is expected to more than double to 3,299 by 2030, the majority of which will need to be affordable housing. The number of people with a long term health problem or disability is estimated to increase by 19% to around 60,000 by 2030, the majority of whom will be aged 65 and over.

Specific sites for specialist housing could be identified across the city, or it could be provided as, when and where required. The Council is currently developing a total of 300 units of **extra care housing** at three locations in the city, at Leads Road in east Hull, Hall Road in north Hull and Hawthorn Avenue in west Hull. These are shown on the Evidence Map.

**Q4.12)(a) What types of specialist housing are needed?**  
**(b) Where is specialist housing best located?**

## Gypsy and traveller provision

The Local Plan is required to assess the needs of gypsies and travellers and to make provision for pitches. The existing **Gypsy and traveller sites** at Bankside, Wilmington, Bedford Street and Newington are shown on the Evidence Map. Existing sites could be expanded or new sites could be developed. However, caravan accommodation is classed as a highly vulnerable use in flood risk terms and such accommodation should not be located in Flood Risk Zone 3 (see map in Flood Risk chapter). This covers the majority of the city. A recent survey (2012) indicates that Hull needs to deliver 51 residential pitches by 2028. This will be a major challenge.

**Q4.13) Bearing in mind the need to avoid Flood Risk Zone 3, where should sites for gypsy and traveller pitches be located?**

## Density

Housing density needs to reflect both the type of development and the character of the local area. Hull is a relatively high density city, with a predominance of older terraced housing and social housing estates. The main demand now is for lower density suburban-type housing with provision for car parking. More land is needed to provide housing at lower densities. There is also some demand for higher density apartment developments close to services and facilities, particularly for younger single people and older retired people.

Housing density in the city varies from around 25 dwellings per hectare (dph) to over 250 dph. Outside of the City Centre, the majority of areas have a typical density of 30 dph. Given the identified requirements to improve the range of housing stock and the high number of constrained sites, it may be most appropriate to have no fixed density requirements. This would allow developments to be considered on the merits of their design quality and widening the choice of housing type. However, a balance has to be struck between the competing issues of providing the aspirational dwellings necessary to rebalance Hull's housing stock and the relatively limited supply of land available in an urban area. Accordingly most development would be expected to be within 30–40 dph unless the specific circumstances of the site or its surroundings would merit otherwise. The City Centre is likely to provide housing at higher densities in the form of flats. As such, it is expected that densities in the City Centre would be considerably higher than 30–40 dph, but always with regard to the specific circumstances of the site and its surroundings.

In assessing the potential of housing sites, the SHLAA uses indicative densities for neighbourhood areas based on their character and location within Hull. Typical densities range from 30 dwellings per hectare in outer areas, to 40 in inner areas, and 50 in the City Centre.

**Q4.14) Should the density of new housing vary across the city? If so, how should the densities be decided? Should the aim be for densities of 30–40dph and considerably**

**higher in the City Centre ? Or should there be a different aim or no aim at all?**

## Design

The quality of the environment is known to be a significant consideration for home buyers. There are several guides to the design of housing and its surroundings. The Building for Life scheme seeks to ensure the quality of housing developments as a whole and sets standards for this.

The Lifetime Homes standard is concerned with the adaptability of houses to varying needs, for example, as people get older.

Sustainable design aims to minimise the impact of a building on the environment, from its construction stage through to when it is occupied. For housing, this is measured by the Code for Sustainable Homes which sets standards to meet different levels of the code.

Sustainable design and renewable energy are also issues for housing development and are covered in Chapter 9 Climate Change.

**Q4.15) Should we require only minimum building regulations standards or seek higher standards where viable? If so, what standards should we seek to achieve?**

## Houses in Multiple Occupation

Houses in multiple occupation (HMOs) are prevalent in parts of Hull, particularly the older inner areas. Planning permission is normally required to change a single family

dwelling to a shared house of more than 6 unrelated people. Concern with the detrimental impact that HMOs can have on local communities has led to the recent introduction of an Article 4 Direction in the Avenues/ Beverley Road area of west Hull. This means that planning permission is now also required if a dwelling will be occupied by between 3 and 6 unrelated people. Consideration has been given to extending this requirement to other areas in the city, where problems can be identified.

A concentration of HMOs can have a negative effect on the amenity of local areas and undermine the creation of mixed and balanced communities. However, HMOs are an important part of the housing supply. Removal of the spare room subsidy is likely to increase the demand for lower-cost shared accommodation. Limiting the supply of HMOs may restrict the ability of the private sector to respond to the needs of tenants and could lead to an increase in homelessness.

**Q4.16) Do you think that restrictions on the number of houses in multiple occupation are needed in Hull? If so, in which areas do you think restrictions are needed?**

## Other issues

**Q4.17) Are there any other housing issues in Hull that you think should be addressed by the Local Plan?**

## Main Evidence Base Sources

Information for the housing section came mainly from these key evidence base sources:

- Hull City Council – Strategic Housing Land Availability Assessment (SHLAA) – April 2013
- Hull City Council Strategic Housing Market Assessment (SHMA) – October 2013
- Gypsy, Traveller and Travelling Showpeople Accommodation Needs Assessment: Hull – September 2012
- Hull Affordable Housing Viability Report 2011
- Hull Area Wide Economic Viability Assessment 2012

## 5. City Centre

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The City Centre has a key role as the focus of the wider region stretching out to areas of the East Riding and beyond. It plays a key role in taking forward one of the main themes of the **City Plan** – to make Hull a **World Class Visitor Destination**, by improving the offer of the centre and by making the most of the City Centre as a window on the city through which to raise its profile.

The City Centre has many roles to fulfil. It is a key economic driver for the city, as a location for large-scale shopping, leisure and cultural activities. It is also a location for a significant proportion of the city's office-based businesses. The centre also serves to meet the needs of Hull's residents through the service and community facilities available, including local government offices and schools and colleges. The City Centre also has an established resident population and will continue to be a location for housing development, often as part of a mix of uses within larger regeneration projects.

These uses allow the city to attract inward investment which brings economic benefits to the whole of Hull.

### Shopping, services and leisure

For many residents and visitors, the primary role of Hull city centre is as a destination for shopping. A Primary Shopping Area can be identified within the centre where

there are strong retail frontages and where the highest footfall occurs maintaining the required financial turnover of stores. Recognising this area as the focus for major investment in shops is important to the future success of the city centre's role. Recent years have seen shifts away from shopping areas such as Whitefriargate and Princes Quay, particularly since the opening of St Stephen's shopping centre. This has left high levels of vacancy within these main shopping areas. A strategy for change is important, either through revitalising areas through active management, for example using pop-up shops or mean-while uses, with a view to either attracting back leading high street stores, or through changing the role of areas.

A **Primary Shopping Area** is defined on the Part 2 Evidence Map. It has been defined based on an assessment of what properties make up Primary and Secondary frontages. Primary frontages are those which typically include a high proportion of retail uses which may include food, drinks, clothing and household goods. Secondary frontages usually adjoin prime frontages and offer greater scope for a diversity of uses such as retail services, including restaurants and financial services and other business uses.

The Primary Shopping Area suggested in this document is more focussed than the Central Shopping Core defined in the saved Local Plan 2000. It excludes areas which, while still having some retail uses, are more peripheral to main shopping activity, and wouldn't be a focus for future shopping development. The Primary Shopping Area would guide the application of the sequential approach to



directing future retail development as required by NPPF. Other areas of the City Centre could be classed as edge of centre or out of centre for the purpose of locating retail development.

The **Primary Retail Frontage** is defined on the Part 2 Evidence Map. It may be appropriate to control change of use within these frontages to maintain the strong retail function and footfall in main shopping areas of the city centre.

The area of land adjoining Princes Quay, known as Quay West, has been included in the Primary Shopping Area. It is expected that retail development in this location will be of a scale and type that will connect with the wider network of the City Centre. This could provide an important anchor to bring footfall back to Princes Quay and promote reoccupation of vacant outlets. It could also help to retain Hull's current ability to retain a high proportion of residents' shopping expenditure within the city.

**Q5.1) Do you agree with the boundary of the Primary Shopping Area as defined on the Evidence Map? Does it include the areas where the main activity is shopping and related services? Should other areas be included or should some parts be excluded?**

**Q5.2) Do you agree with the extent of the Primary Retail frontage shown on the map?**

**Q5.3) Should a strong policy approach be adopted to control uses within either the Primary Shopping Area or**

**the Primary Retail Frontage, for example restricting permitted development rights?**

**Q5.4) What role should areas on the edge of the Primary Shopping Area have?**

**Q5.5) Should land adjacent to Princes Quay, known as Quay West, be included within the Primary Shopping Area in anticipation of its future development for shopping and to reflect that it could provide an important anchor for the City Centre?**

## Tourism

The City Plan recognises that the city's culture and history play a key role in attracting more people to come to the city centre bringing significant economic benefits. The city's successful **City of Culture** bid has brought these elements to the fore.

The city is increasingly attracting attention, providing events and venues that attract visitors from a wide area. These include large-scale events like the annual Freedom Festival, as well as attractions such as museums, the iconic Deep Submarium, renowned arts venues, theatres and top flight sporting events.

Important facilities that support the stay of visitors include hotels, restaurants and bars. It is also important that the routes people use to access the city, particularly along main arterial roads and at key destinations for public transport, provide a positive impression.

Parts of the City Centre provide particular attractions and facilities. It will be critical to the success of the centre in the future that strong linkages can be made between key parts of the centre to maximise the wider economic benefits of tourism. Strongly defined routes could revitalise public realm and encourage new uses within areas of the centre that have declined. These could also help to sustain newly developing parts of the city centre, for example the Fruit Market. The Part 2 Evidence Map defines **Primary Public Realm Routes** in the City Centre.

**Q5.6) How can development in the City Centre best support its role as a visitor attraction?**

**Q5.7) How and where can strong linkages be created between areas within the centre? What is the best way to establish or strengthen routes?**

Inevitably, a number of facilities that provide for cultural activities or are an attraction to tourists are located outside of the City Centre. It will be appropriate in certain circumstances to support development that can maximise the economic potential of these, as long as there is strong rationale, such as uniqueness of location, and proposals are not generic and more appropriately located within the city centre. The City Plan identifies a number of cultural and tourism projects across the city. These are shown on the Part 2 Evidence Map as **City Plan Projects**.

**Q5.8) Should priority be given to City Centre projects and development or should investment be spread across the city?**

## Office-based businesses

It is important that we ensure that the city centre can offer a range of properties to accommodate Grade A office space. In this way, the city can offer an office-based business core to compete with other cities in the region, and attract a high level of inward investment. Some attempt has been made to bring a critical mass of office uses within locations such as Humber Quays. It may be more appropriate in the future for office uses to come forward on what are shown on the Part 2 Evidence Map as **Mixed Use Sites**, which are defined in more detail below.

As the city develops to be a leading Energy City, it is also important that appropriate office space can be provided for companies potentially allied to wider manufacturing and logistics businesses, and potentially located closer to operational uses outside of the city centre. Business Parks have become established in locations outside of the city centre and remain popular for businesses.

**Q5.9) Should we seek to ensure all office developments are primarily located in the city centre? or**

**Q5.10) Should we recognise that other areas outside of the City Centre are equally important as locations for office development and can be complementary to the city centre?**

## Housing

The provision of housing in the city is covered under Chapter 4: Housing. However it is clear that housing

provides a key contribution to the success of the city centre. The plan's evidence base suggests that up to 3,200 dwellings could be provided in the city centre. The City Centre population has grown over the last decade and the resident population adds to the mix of needs and acts as an economic driver in the centre.

A growing City Centre population also brings added vitality to the centre throughout the day and evening. Certain locations have been identified as providing suitable and available sites for housing development through the Strategic Housing Land Availability Assessment (SHLAA). Housing can be particularly important as part of a mix of development, helping sometimes to add to the viability of schemes by raising scheme value. These opportunities are shown on the Part 2 Evidence Map as **Mixed Use Sites**, which are defined in more detail below.

**Q5.11) Can City Centre housing provide a contribution to a viable mix of uses in development schemes in the city centre?**

**Q5.12) Is there still scope for a growing City Centre population?**

## Defining the City Centre

To bring clarity to how future policies might apply it is critical to define exactly which properties and locations will be defined as being within the City Centre. The Part 2 Evidence Map defines **Hull City Centre Boundary**. This reflects the boundary as adopted within the Local Plan 2000. It is likely that changes will be necessary as some

parts of the originally defined City Centre have changed their role and it may not be appropriate to include some areas.

As a more targeted approach is taken to the City Centre, particularly through the City Plan projects and as City of Culture events are brought forward, it will be necessary to have more understanding of the roles of different locations in the centre and how these can best support activities. The roles will inevitably be driven to an extent by the predominant character and uses that already exist and how these inform people's understanding of the centre, and how they best facilitate different roles. **The diagram in this chapter** indicates how different areas of the city centre could be defined as a guide to future development opportunities.

These areas would not necessarily be prescriptive and used to limit development where city centre uses can be appropriate across most locations, but they do serve to guide how different types of development could bring most added value to the objectives emerging for different parts of the centre, for example through the City Plan.

**Q5.13) How should the City Centre boundary be defined in the future? Are there areas that should be removed or included?**

**Q5.14) Do you agree with the definition of areas within the city centre based on current and emerging roles? Do you consider this provides a useful way of guiding future development?**

## City Centre development sites

Coupled with the targeted approach to areas within the city centre, there are some large-scale redevelopment opportunities that exist. These include:

- land around Myton Street (west of Princes Quay) (3.8 ha);
- land at Albion Square (0.85 ha);
- east of the River Hull (0.79 ha);
- the Fruit Market and Digital Quarter (4.77 ha); and
- land at Humber Quays (4.75 ha)

These areas of the city centre in total amount to around 15 ha of land. They remain critical to the capacity of the City Centre to be able to support the ambitions and priorities being brought forward through the City Plan. These sites present greatest opportunity for significant development and determining their future is important to strengthening the offer of the city centre and its ability to successfully compete for future expenditure.

These are shown on the Part 2 Evidence Map as **Mixed Use Sites**, recognising that they have potential to support a range of city centre uses, and to recognise the flexibility required to deliver emerging City Plan projects.

Some other, smaller opportunities exist within the City Centre where significant buildings have either been recently cleared to create a site, or are known to be available for redevelopment. These are also shown as **Mixed Use Sites** on the Part 2 Evidence Map.

It is crucial that future development is properly integrated with the rest of the City Centre by ensuring development supports the envisaged role for areas. Such sites will be guided by Development Briefs as indicated on the Part 2 Evidence Map as **Sites with Development Brief**.

**Q5.15) How can identified redevelopment opportunities be brought forward?**

**Q5.16) Should areas be reserved for specific uses or should they be seen as more general development opportunities with mix to be determined?**

## Other issues

**Q5.17) Are there any other ways that the Local Plan can promote the city centre?**

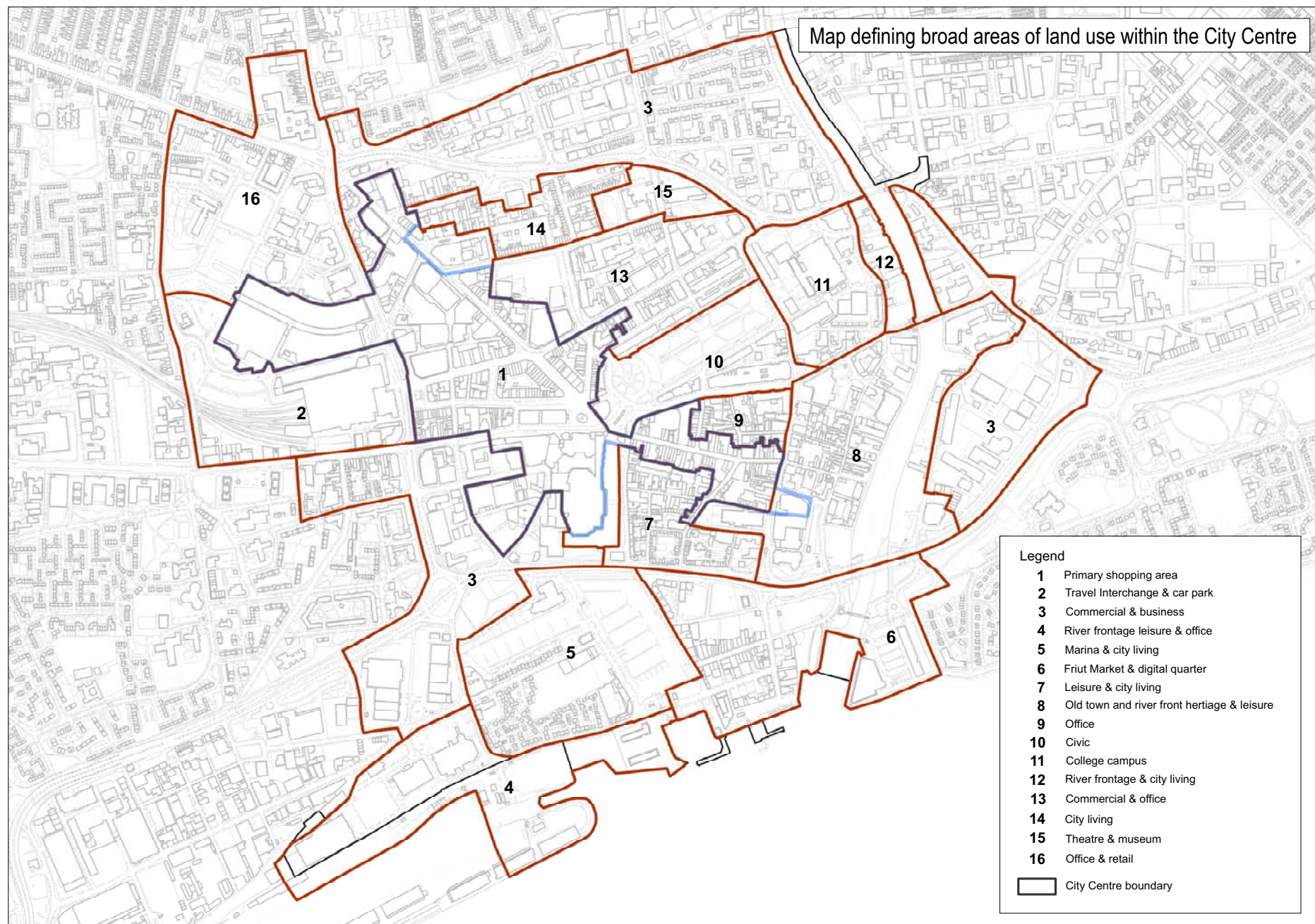
**Q5.18) Do you agree with how the City Centre areas or sites are shown on the Part 2 Evidence Map? If not what modifications would you make?**

## Evidence Base Sources

Information for this chapter mainly came from:

- Hull Retail and District Centres Study, 2013
- Hull Employment Land Review, 2013
- Hull Strategic Housing Land Availability Assessment, 2013
- Hull Strategic Housing Market Assessment, 2013





## 6. Local Shops and Community Facilities

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The NPPF states that local planning authorities should define a network and hierarchy of centres that is resilient to anticipated economic changes. Hull has a large number and range of different centres that act as a focus for shopping, leisure and community facilities. They vary greatly in size and nature, but all make an important contribution to maintaining sustainable communities. They help to make shops and services accessible and reduce the need to travel. Local residents can benefit from the convenient access to a range of retail, services and community facilities in one location.

Some of the larger centres, defined as **District Centres** (as shown on the Part 2 Evidence Map), offer a wide range of uses, including superstores or larger supermarkets as well as a large variety of other shops and services. The scale and diversity of provision means they serve a wide catchment and therefore should be the main focus for shops and services that can serve significant areas of the city. The range of public services within these centres also means they act as a community hub across the city. Hessle Road, Holderness Road and North Point are all recognised as District Centres.

**Kingswood Retail Park** could be defined as a district centre, as it acts as a hub for Kingswood's growing neighbourhood. However, while it has a strong retailing base, it does not at present offer a wide range of services or community facilities, and has poor pedestrian access. The Kingswood Area Action Plan is putting forward proposals for the future development of Kingswood and includes a **Proposed Kingswood District Centre** as shown on the Part 2 Evidence Map.

**Local Centres** (as shown on the Part 2 Evidence Map) are smaller than District Centres. They vary significantly in size and character. Some are relatively large and act as popular destinations, both for shopping and leisure. Generally, Local Centres still provide an important hub, being the location of health centres, libraries and other community facilities that allow for ease of access across the city. They differ from District Centres because they don't have the same range of influence or attraction to large catchment populations. A **Proposed Kingswood Local Centre** is put forward within the Area Action Plan for this area (as shown on the Part 2 Evidence Map).

**Neighbourhood Centres** (as shown on the Part 2 Evidence Map) are much smaller but still provide essential services and facilities, providing for day-to-day needs within easy access of neighbourhoods. It is important that such centres are supported so that people are able to continue to access shops and essential services. The NPPF sees the importance of strong neighbourhood centres in promoting



healthy communities particularly through the promotion of social interaction.

The Local Plan needs to consider which centres we seek to continue to support and whether there are existing clusters of facilities that should be defined as centres.

A number of free standing **Superstores** exist across the city which don't form a part of the centre hierarchy. Some are also located within centres and act as important anchors supporting the wider health of the centre. All superstores in the city are shown on the Part 2 Evidence Map.

**Q6.1) Does the proposed hierarchy of centres provide the best framework for directing the location of future shopping, leisure and community facilities development?**

**Q6.2) Do you agree that the centres marked on the map should be designated on the Local Plan? Are some of them not centres? Are there other locations that should be recognised as centres?**

## Vitality and Viability of Centres

The NPPF states that the Local Plan should pursue policies to support their vitality and viability, and promote competitive centres that provide for customer choice and a diverse retail offer. National Planning Practice Guidance sets out the range of indicators typically considered to assess whether a centre has vitality and is viable, and these elements are key to creating appropriate strategies for individual centres. The nature and success of centres in Hull differs significantly. Some centres are strong and

vibrant, where there is a potential to manage the balance and diversity of uses. Others are showing signs of decline and in these, it is more difficult to promote an appropriate mix of uses, as such a decline has led to vacancies and the lack of re-letting of these units.

An over dominance in types of uses or clustering can lead to a perceived change of role of a centre. This can impact negatively or positively on the centre's overall vitality and viability.

A negative impact on footfall and shopping offer available can result from crowding out of certain uses, particularly those providing day-to-day essentials, and also from the effect of dead frontages where shutters are applied to large numbers of shops, especially through the day. There can also be issues around the loss of amenity, for example in centres where there is an over proliferation of food and drink uses. This is can be due to their hours of opening, the incidence of litter, cooking smells, noise and general disturbance, and parking and traffic problems.

However, some centres have become attractive as locations for cafes, restaurants and pubs. These uses can have a positive impact on the vitality and viability of these centres, acting as an attraction for more people to visit, and adding to the diversity and interest of the location.

It is important to recognise that the nature of people's shopping habits is changing as are approaches to service provision; this changes the destinations people choose to go to for different needs. Some centres may be more important as a hub for services rather than shopping.

Overall, there may be a case to establish an appropriate balance of all uses to ensure the proper functioning of Hull's centres; but equally there must also be a realisation that centres, or parts of centres, may fulfil different roles.

**Q6.3) Should the Local Plan set policies that restrict the range of uses within centres? If yes, what uses should these be and why?**

### Promoting Public Health

The lack of certain uses or over dominance of others can also be linked to issues of health, particularly through people's ability to access or make healthier lifestyle choices.

Access to fresh food is an important consideration for planning when trying to improve residents' access to healthier lifestyles. People's ability to make healthier lifestyle choices can be influenced by the propensity of 'food on the go' outlets to locate in local centres. Planning can work with other local controls, such as licensing and trading standards to control access to unhealthy food outlets such as mobile fast food traders or hot food takeaways. Research shows a strong link between deprivation and the concentration of hot food takeaway outlets, with more deprived urban areas having more hot food takeaways per 100,000 population (although research into the link between food availability and obesity is still relatively undeveloped). The England average is 77.9 outlets per 100,000, and Hull, in common with most urban

areas has a higher number of outlets per 100,000 population at 91.7 outlets.

A particular concern is that schoolchildren are tempted to source food from easily accessed hot food takeaways and therefore do not receive a balanced diet, as provided for them within schools. To address these health impact concerns, policies could be put in place which restrict the location and number of hot food takeaway outlets in areas where children and young people are likely to congregate, such as near secondary schools.

**Q6.4) Are there areas of the city that do not have easy access to fresh food shops?**

**Q6.5) Should the quantity of fast food takeaways be restricted in any given centre?**

**Q6.6) Should the Local Plan restrict new fast food takeaways opening within walkable distance from secondary schools, playing fields, parks and play spaces?**

In order to improve access to fresh food and vegetables, planning can help facilitate the release and use of land for community allotments, encourage community cooperatives to distribute produce, and champion the use of local, independent food shops and traders. It is important to ensure that people have good access to food supermarkets so they can be encouraged to source a wider variety of fresh food.

**Q6.7) Where do you think land could be best used for a community growing scheme? Should the Local Plan identify areas of land for community allotments? And if so, can you identify any such land?**

## Defining Centre Boundaries

An important element of managing the diversity of uses within a centre comes from defining exactly what properties make up a centre and therefore where policies might apply.

The NPPF states that Local Planning authorities should define the extent of centres. It also states the Local Plan should define primary shopping areas based on a clear definition of Primary and Secondary frontages in designated centres, and set policies that make clear which uses will be permitted in such locations.

Indicative boundaries are shown on the **Part 2 Evidence Map** for all identified District, Local and Neighbourhood centres within the city to reflect the extent of shopping and community uses within these locations. Because the District Centres are much larger and accommodate a bigger range of uses it is appropriate to define primary shopping areas within these centres to give greater definition and help promote stronger retail functions within a more widely drawn boundary. A **Primary Shopping Area** is defined on the Part 2 Evidence Map for each of the existing District Centres. This is particularly important within the long linear centres of Hessle Road and Holderness Road. A **Primary Retail Frontage** is also defined

on the Part 2 Evidence Map for each of the existing District Centres. This will help to manage the vitality and viability of the centres by providing clear direction to how different parts of the centres may change in the future. These boundaries will be refined further as the plan progresses to the next stage of production and more detailed review of town centre health indicators is made.

**Q6.8) Do you agree with the boundaries suggested for the centres? How might these change? Should a primary shopping area and primary shopping frontages be defined for the District Centres?**

## Future development opportunities

The NPPF states that the Local Plan should allocate a range of sites to accommodate the scale and type of development needed in town centres. An assessment of future need has been undertaken which establishes that projected growth in expenditure could support development of further comparison shopping floorspace within the city. However, commitment has already been made to development of significant levels of floorspace within the City Centre and within District Centres.

The trend in retail has been for larger store formats as retailers seek to compete with each other for market share. It is important that the plan makes adequate provision for these, particularly as the traditional retail centres are based around smaller units. The Primary Shopping Area would guide the application of the sequential approach to directing future retail

development, as required by NPPF. If centres do not accommodate such development then pressure will increase for out-of-centre development. As this could undermine existing centres and be difficult to access for those without cars, they are considered less sustainable.

Specific opportunities exist for development at:

**Kingswood** – the current retail park could be expanded to create a fuller range of services and community facilities and support its designation as a District Centre. This is being considered through the Kingswood Area Action Plan.

**Holderness Road / Mount Pleasant** – a proposal is being brought forward to modify the previous consent for a food superstore on the site allocated for mixed use in the Holderness Road Corridor AAP

**North Point** – planning consent is still extant for remodelling and expansion of the current centre.

## Scale of development

The Local Plan may set a **threshold** above which a proposal for out-of-centre development would be subject to a series of tests concerning its impact on existing centres. NPPF sets a national threshold as 2,500 sqm (gross). This represents a very large size of store. To give context to the scale of development, none of the single units within St Stephen's Shopping Centre, apart from the Tesco Extra superstore, are of this size and these are considered to be typical of the larger size of units modern retailers often aspire to. Apart from larger superstores and retail

warehouses, few retail units in the city are above this threshold.

A number of proposals have come forward within Hull that are well below this size of site but they may still have adverse impacts on existing centres, particularly across more local catchments. It is important that new proposals do not undermine the ability of people to access shops and services across the network of centres in the city.

Therefore it may be appropriate to set a lower threshold to allow proper consideration of proposals. The previous Local Plan (adopted May 2000) set thresholds as 950 sqm or over for convenience shopping and 500 sqm or over for comparison retail as a guide to applying the sequential approach. These thresholds could equally be applied to guide when an impact test would be appropriate.

**Q6.9) Should the Local Plan set a lower threshold than the national default to determine when an assessment of impact would be required? What should the threshold be?**

## Retail parks and warehouses

**Retail Parks and Retail Warehouses** exist in several locations across the city as shown on the Part 2 Evidence Map. They have become established as shopping destinations given the range of popular high street retailers that have located within them, for example St Andrews Quay Retail Park. Where these are located as 'out of centre' destinations, the range of goods sold has typically been controlled to prevent significant impact on

existing centres. These types of locations or stores are a particular concern for the City Centre and District Centres where typically larger format stores are located.

**Q6.10) Should the Local Plan allow new retail parks or warehouse developments in 'out of centre' locations?**

**Q6.11) Should Retail Parks continue to be limited as to the range of goods sold?**

## Health and education facilities

In terms of community facilities, improving health outcomes can be achieved by ensuring people in Hull have good access to a wide range of social and community infrastructure, including services for health, education, cultural and recreation within a reasonable walking distance from local communities.

A number of health facilities have been developed across the city, particularly within or adjoining local centres. It is important to recognise how these combine with other uses to promote the role of centres. The combination of shopping and community facilities has gone some way to determining the suggested hierarchy of centres.

Three Extra Care Centres are also being brought forward within Hull. As well as providing specialised housing, they also have a role as a hub for the local community. These provide potential to link with and promote the role of centres. These are shown on the Part 2 Evidence Map as **Extra Care Housing** to represent their dominant role.

Health professionals recognise the link between educational attainment and health outcomes, as is the recognition that health inequalities are greater where education attainment is low. Planning can enable the delivery of, and good access to well-designed pre-school and education facilities in appropriate locations.

Significant levels of investment in school provision have taken place in Hull over recent years and a successful programme of development has occurred to replace **secondary schools** across the whole city and a new secondary school is proposed at the former Isaac Newton School site. A number of primary schools are still in a programme of **replacement and re-modelling** and these are shown with secondary schools on the **Part 2 Evidence Map**. There is the potential for more Free Schools to come forward in the future. These are new independent state-funded schools that are set up in response to demand from the local community.

Part of the vision of the Building Schools for the Future programme was to produce schools which would be a focus for the local community and this continues in the current Priority Schools Building Programme. It is therefore important that the Local Plan recognises this role and understands how their location might affect future development needs and locations.

**Q6.12) Should school and health facilities, both existing and programmed for development, be recognised as community hubs within a wider centre hierarchy?**

## Other issues

**Q6.13) Are there any other ways that the Local Plan can promote local shops and community facilities?**

**Q6.14) Do you agree with how local shops and community facilities are shown on the Part 2 Evidence Map? If not what modifications would you make?**

## Evidence base sources

Information for this chapter mainly came from the following evidence base document:

- Hull Retail and District Centres Study, 2013



## 7. Transport

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The NPPF states that Local Plans should encourage the use of sustainable travel by identifying, protecting, and improving key transport routes and exploiting opportunities to widen transport choice. New developments need to be accessible as possible by a wide variety of travel modes. The NPPF also expects Local Plans to support schemes that lead to carbon reduction and reduce air pollution caused by traffic congestion.

The Council produces a Local Transport Plan (LTP) that sets out the vision and aims for transport in Hull. The current Local Transport Plan (LTP3) covers the period 2011–2026 and sets the transport priorities for the emerging Local Plan. The LTP3's vision is "to provide and develop a safe and efficient transport system that contributes to the social, environmental and economic well being of the residents, businesses and visitors to the city." The LTP3 identifies future potential transport improvement schemes, which are covered in this chapter.

### Strategic Road Network

The city's strategic roads have a pivotal role in helping to bring forward Hull's economic regeneration. The A63/A1033 forms part of the national Strategic Road Network (SRN) that runs through the city and provides access to the port to the east and the motorway network, via the M62, to the west. Strategic road access to the city

was improved in 2003 by the completion of the A1033(T) Hedon Road Improvement Scheme. The Highways Agency must be consulted on any development that would impact on the **Strategic Road Network** – see Evidence Map. If development is adjacent to the SRN, the need for any road improvements must be agreed with the Highways Agency.

### A63 Castle Street Improvement

The **Proposed A63 Castle Street Improvement** – see Evidence Map – will help to reduce congestion and pollution, as well as improve access to the port and connectivity between the city centre and waterfront area. The scheme includes a **Proposed Major New Footbridge over Castle Street** – see Evidence Map. The Council would like this to be an iconic pedestrian crossing between the Princes Quay area and the Marina area.

The Government has given a provisional start date of 2016/17 for the A63 improvement scheme subject to approval of the development consent order and it remaining value for money.

Until that scheme is complete, there remains the challenge to manage the heavily congested A63/A1033. In particular, new port-related developments will generate traffic movements along this corridor. The Council and the Highways Agency are monitoring the amount of development that can come forward before highway mitigations/improvements are required.

## Local Highway Network

The **Local Highway Network** in Hull is shown on the Evidence Map and consists of routes between places of importance. It is important that development along these roads does not compromise their main function of carrying long distance and through traffic.

**Q7.1) Do you agree with the Local Highway Network? Are there any roads which should be removed or added to it?**

## Ring/Relief Roads

Within the city centre, three sides of a dual carriageway orbital box of roads (Castle Street, Ferensway and Freetown Way) have been constructed which enables the city centre core to be set aside for a pedestrian friendly environment. The current Local Plan (2000) identifies the **Potential Great Union Street Improvement** scheme – see Evidence Map – to the east of the city centre to complete the orbital box.

**Q7.2) Should the land required for the Potential Great Union Street Improvement be protected by the Local Plan?**

The current Local Plan also protects the route of the proposed Eastern Relief Road which would serve as a East Hull bypass. Much of the route lies in the East Riding but a short section linking with Hedon Road runs through open land in east Hull. The emerging East Riding of Yorkshire Local Plan does not protect the Eastern Relief Road route.

**Q7.3) Should the Local Plan no longer protect the route of the Eastern Relief Road ?**

## Rail Freight

Hull has a high-level freight line but its elevated nature limits its opportunities to access additional industrial sites. However, there is an existing corridor available within the Port of Hull estate to give freight rail access to development on land east of Saltend. This is shown as the **Potential Rail Freight Line** on the Evidence Map.

**Q7.4) Should the Local Plan identify and protect the route of the Potential Rail Freight Line?**

## Railway Stations

A proposal has been submitted to the government for the rail electrification of the Hull to East Coast mainline. This would speed up train services in and out of the city's Paragon Interchange railway station.

The Council has aspirations to make even better use of the existing rail network in the city. A preliminary feasibility study has considered new passenger stations at the KC Stadium and Priory Park on the line into the city from the west, and in the Bricknell Avenue area between Hull and Cottingham on the line to the north. It concluded that although there were no major technical reasons why this could not be achieved, there were potentially operational problems and the business case remains open. There is also potential to re-open the railway station that

previously served the former Boothferry Park football stadium (and is now a housing development). A strip of land has been retained in the site to allow any future pedestrian access to the station site. These station sites are identified in the current Local Plan and shown as **Potential Railway Stations** on the Evidence Map. Further details can be found about the proposed stations in the Local Transport Plan.

**Q7.5) Should the new Local Plan continue to identify and protect the sites of the Potential Railway Stations?**

## Port of Hull

Hull is a major European port and there is potential to increase shipping traffic over the plan period. Passenger traffic is likely to increase in the next few years due to the continued growth in the cruise ship market.

**Q7.6) Subject to environmental and operational safeguards, should the Local Plan identify new berthing opportunities for the Port's expansion along the Humber waterfront?**

## River Hull

The River Hull has potential for greater use as a transport corridor, providing new freight facilities and possibly passenger services. It is well placed to take advantage of the wider network of navigable inland waterways. A joint masterplan for the River Hull is being developed with the

Environment Agency, balancing the river's development opportunities with managing its flood risk.

**Q7.7) Should the Local Plan support the greater use of the River Hull as a transport corridor?**

## Park and Ride sites

There is a park and ride interchange at Priory Park to the west of the city that has proved successful. There is potential for further park and ride sites to the north and east of the city. Work is currently focussing on providing a Hull eastern park and ride site. Sites in the Dunswell and Saltend areas have been identified in the East Riding of Yorkshire Local Plan.

**Q7.8) Should the Local Plan seek to identify new park and ride sites within the city edge of Hull?**

## Lorry and Coach parks

A lorry park that was on the Priory Park park and ride site had to close for commercial reasons. However, there is demand for it to re-open. The Local Transport Plan has identified the need for a lorry park in east Hull near to the docks, but a suitable site has yet to be found. A city centre coach park is currently provided off Waterhouse Lane but it could be lost if the Quay West redevelopment takes place.

**Q7.9) Should the Local Plan identify sites for a lorry park in east Hull and an alternative coach park in the city centre?**

## Car parks

City centre car parks have changed considerably since they were identified in the Local Plan (2000). Some sites have been built on and there are now more privately operated car parks. The Local Plan needs to know whether enough car parking spaces of the right type are provided in the city centre and if there should be replacement provision, where spaces are lost to development.

The need for new car parks in other parts of the city has been suggested although the task of finding suitable sites is challenging due to the built-up nature of the city. The Holderness Road Corridor does identify new off-street car parks off Holderness Road.

**Q7.10) Should a review of city centre car parks be undertaken?**

**Q7.11) Is there a need for new car parks in the city and where should they be provided?**

## Walking and Cycling

To create healthier lifestyles, residents are being encouraged to walk and cycle more. Cycle use in Hull is well above the national average due in part to the flat and compact nature of Hull, low car ownership and ongoing development of the cycleways. In Hull, there are cycle routes providing links between the city centre to the edge of the city and beyond. Potential exists to enhance the cycle network including links to the National Cycle Network and those identified in adopted Area Action Plans.

**Q7.12) Do you think the Local Plan should identify new walkways and cycleways in the city? If so, where should they be provided?**

## Environmental Impact

Transport schemes, either on their own or as part of wider developments, can have an impact on the environment and possibly on human health. For example, any schemes proposed in the Port of Hull or River Hull could potentially increase recreation disturbance and air pollution. Large traffic-generating developments create greater traffic flows on the local road network and so can contribute to more traffic congestion and potentially more accidents.

It is important for the Local Plan to ensure a good mix of land uses in a locality, such as housing and employment, with good linkages to the sustainable transport network. This would help reduce the number and length of car journeys made. Transport schemes can also have a potentially positive impact. The A63 improvement scheme is expected to reduce air pollution, and the provision of any new walkways and cycleways would help promote healthier lifestyles.

Any transport impacts must be addressed during the planning approval process. It is intended that the Local Plan will include planning policy guidance on how to mitigate the impacts of transport schemes, particularly larger ones, on the environment and human health. This guidance would advise on the scope of transport assessments/transport statements/travel plans supporting

a transport proposal. The Local Plan will also seek to ensure a balance of land uses with sustainable transport links.

**Q7.13) Do you support the Local Plan's proposed approach to balancing the needs of transport with those of the environment and public health.**

## Other issues

**Q7.14) Are there any other transport issues in Hull that should be addressed by the Local Plan ?**

## Evidence base sources

Information for this chapter mainly came from the following evidence base document:

- Hull Local Transport Plan 2011–2026 (January 2011)

## 8. Climate Change

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The NPPF states that planning plays a key role in helping shape places to secure reductions in greenhouse gas emissions, minimising vulnerability and providing resilience to the impacts of climate change, and supporting the delivery of renewable and low carbon energy and associated infrastructure. Planning authorities should adopt proactive strategies to mitigate and adapt to climate change, in line with the objectives and provisions of the Climate Change Act 2008.

### Adaptation

Hull has had direct experience of rising sea levels and extreme weather patterns in recent years. Thousands of properties were flooded from excess surface water in the summer of 2007 and hundreds of properties were flooded from a tidal surge in December 2013. Although these events may have occurred without manmade climate change, climate scientists tell us that greenhouse gases put into the atmosphere will make such events more likely and more severe.

Predicting what the climate will be like in decades to come is extremely difficult, but the consensus seems to be that there will be a rise in overall average temperatures. This could result in hotter summers and rising sea levels as the ice caps melt. It could also result in more extreme and

erratic weather as significant meteorological features such as the jet stream change.

As a dense urban area next to the coast, Hull is vulnerable to many of these changes. We therefore need to ensure that where we have the opportunity we make development resilient and adaptable to a range of scenarios.

Other chapters that deal with adaptation are:–

- The Flood Risk chapter, which helps the city adapt to flood events, as predicted by climate change.
- The Open Space and Natural Environment chapter, by promoting green infrastructure, can help reduce the urban heat island effect, manage flooding, and help species adapt to climate change.

**Q8.1) What else can we do in order to adapt the city to predicted climate change?**

### Renewable and low carbon energy

The UK is committed to meeting 15% of its energy demand from renewable sources by 2020. Hull City Council is keen to promote renewable and low carbon energy developments as it helps reinforce Hull as a green energy city. It has granted planning permission for numerous renewable energy installations that were considered appropriate to the built environment. However, the dense urban nature of Hull and the proximity of the protected Humber Estuary mean that the siting of certain technologies, such as large wind turbines, can be difficult.



There is a range of renewable and low carbon energy technologies that could be used in Hull. These, along with a summary of their most significant pros and cons, are listed in **Table 8.1** below.

Some technologies will be better suited to particular areas of Hull, for example, either residential or industrial areas. Also, the impact of a particular technology will often depend on its size and design.

**Q8.2) Which renewable energy technologies are most suitable for a dense urban area like Hull and why? Where are they best located?**

## District energy networks

A district energy network involves a large energy plant producing enough heat for a sizeable district. By running continually, it can achieve high levels of efficiency. Even greater efficiency can be gained by generating electricity at the same time using combined heat and power (CHP) technology. Heat is distributed through a network of insulated pipes. Each property that connects to it has a device called a heat exchanger that heats the central heating and hot water just like a traditional boiler.

District energy networks are typically best suited in areas where there is a mix of different building types, so that there is demand for heat throughout the day. They also represent a considerable investment in terms of infrastructure, and therefore require a large number of users in order to make them viable.

Hull City Council is examining the merits of introducing a district heating system to the Orchard Park area. It would serve about 3,000 existing homes and up to 350 new-build properties. The preferred source of energy would be biomass.

**Q8.3) Where should district energy networks be located in Hull?**

**Q8.4) How can the Local Plan best promote the development of energy networks?**

## Sustainable design standards

In 2009, buildings accounted for about 43% of all the UK's carbon emissions. Buildings and other developments can also damage the environment through poor waste management or inefficient use of resources.

Policy ENV5 of the RSS Yorkshire and Humber Plan required new developments that were more than 10 dwellings or 1000 sqm to meet 10% of their energy requirements through the use of on-site renewable energy technology. The RSS has since been revoked, so this is no longer a requirement. However, similar policies still exist in the adopted Newington and St Andrews AAP and the Holderness Road Corridor AAP. Developments in those areas of the city still have to meet these requirements.

There are two recognised standards for sustainable building design in this country – “Code for Sustainable Homes”, and “BREEAM” for non-residential developments. As much as we would like new buildings in Hull to meet the

highest possible standards, we have to balance this against the reality that property values are low and therefore, in many cases, development viability is marginal. In other words, if we set the required standards for Hull too high then we risk preventing necessary development being built in the city.

However, national minimum building standards are being improved through revised building regulations. The Government's aim is that all new homes should be 'zero carbon' by 2016, with a similar target for non-residential buildings set for 2019. Nationally required standards also benefit developers by giving them greater certainty and clarity.

**Q8.5) Do you have any evidence for or against the setting of sustainable building standards or a on-site renewable energy requirement in Hull? This could include information on technical feasibility or financial viability.**

## Passive solar design

Not all sustainable design techniques are costly. For example, the principles of passive solar design can be integrated into the design of most developments at little additional cost.

Passive solar design is the siting and design of buildings to maximise the use of the sun's energy for heating and cooling. Passive solar design takes advantage of natural characteristics in building materials and air to help reduce the additional energy needed for heating and cooling. The

full benefits of passive solar design can only be realised by careful siting and layout.

For example, roads in a scheme should be aligned in an east-west orientation where possible. This helps ensure that properties have a natural south facing aspect. Taller buildings should be located to the north of a site to prevent unnecessary overshadowing. Within each property, the most frequently used rooms should be facing south and the other rooms facing north. Heavyweight construction materials should be used on the southern side of a building to store heat – helping warm it during the winter and cool it during the summer.

**Q8.6) Should we have policies to encourage or require developments to make full use of passive solar design?**

## Other issues

**Q8.7) Are there any other ways that the Local Plan can reduce carbon emissions / mitigate climate change?**

## Evidence base sources

Information for this chapter mainly came from the following evidence base documents:

- Community Infrastructure Levy and Development Standards – Area Wide Economic Viability Assessment (November 2012)
- Renewable Energy and Energy Efficiency Study (July 2010)

**Table 8.1: Renewable energy technologies**

<b>Technology</b>	<b>Pros</b>	<b>Cons</b>
<b>Wind turbines</b>	Established method for generating electricity Come in a range of different sizes and designs making them suitable for different locations	Can cause noise and shadow flicker affecting residential amenity Minimum distance required between buildings and other obstacles Can injure birds and bats Possible interference with radar and radio communications
<b>Solar photovoltaic / thermal</b>	Silent and can have a low visual impact	May not be suited to listed buildings or conservation areas
<b>Ground source heat pumps (GSHP)</b>	No visual impact	Requires electricity to run Requires the right ground conditions
<b>Air source heat pumps</b>	Similar to GSHP but doesn't require earth works	Some visual impact – similar appearance to air conditioning units
<b>Biomass (wood chips or pellets)</b>	Can be a replacement to gas heating Wood chips/pellets can be easily sourced	Can reduce air quality Space implications for fuel storage Increase in traffic due to delivery of fuel
<b>Anaerobic digestion</b>	Helps recycle waste products	Potential smell Delivery of waste – traffic issues
<b>Tidal power</b>	The Humber has a large tidal range	Technology still in infancy Impact on Humber – shipping lanes and wildlife
<b>Combined heat and power (CHP)</b>	Reduces carbon emissions	Requires a fuel (fossil or biomass)

## 9. Flood Risk

Flooding is the most immediate risk Hull faces from climate change. The city has experienced significant flood events: in 2007 as a result of heavy rainfall and in 2013 from a storm surge along the Humber frontage. These events graphically demonstrated the high social, economic and environmental costs of flooding.

The NPPF states Local Plans must be supported by a Strategic Flood Risk Assessment and develop policies to manage flood risk from all sources. The risks of flooding come from high tides, overtopping of the rivers or drains, or from heavy rainfall.

The NPPF also requires the Local Plan to:

- apply a sequential, risk-based approach to the location of development;
- safeguard land required for flood management; and
- take opportunities to reduce the causes and impacts of flooding.

Hull City Council is the lead local flood authority for this area. This means that it is responsible for developing, maintaining and applying a strategy for local flood risk management and for maintaining a register of flood risk assets.

It also has lead responsibility for managing the risk of flooding from surface water, groundwater and ordinary

watercourses. The Surface Water Management Plan sets out the detail of this.

The Local Flood Authority will also be responsible for ensuring new developments use sustainable drainage solutions to manage rainwater at source. This may have an impact on how developments are laid out and how open space is provided.

**Q9.1) Should the Local Plan include a policy about sustainable drainage solutions?**

### Flood defences

There are flood defences along the Hull and the Humber. Ownership and responsibilities are divided between various land owners and organisations. The Environment Agency has some responsibility for flood defences. Their strategic plans have made the case to maintain Hull's flood defences, supporting the future development of the city. Previously, we have had planning policies aimed at protecting and improving these defences.

**Q9.2) Should the proposals map identify important flood defences?**

**Q9.3) Should there be policies to protect and enhance these defences?**

### Flood risk zones

The policy approach in NPPF is to locate development in the area of lowest risk of flooding. This is known as the

sequential test. However, over 90% of Hull is in the highest flood risk zone, Flood Zone 3a.

In 2007, Hull City Council produced a Strategic Flood Risk Assessment in partnership with the Environment Agency and Yorkshire Water. This refined Flood Zone 3a into three levels of relative flood risk. This allows us to use a sequential approach to locate development appropriately within Hull. See the map on the next page.

It also identified an area to the north-east of the city as functional flood plain, also known as Flood Zone 3b. This significantly reduces the potential for development on this land, which is shown on the attached Evidence Map as **Flood Risk 3b – functional floodplain**.

The Council has been using the findings of the Assessment to help prepare plans and make planning decisions.

**Q9.4) Do you agree with the Council using its own locally agreed approach to flood zones when applying the sequential test?**

**Q9.5) Do you agree that the development of the functional flood plain should be restricted when considering potential land uses?**

## Flood risk assessments and standing advice

Hull City Council has agreed 'standing advice' with the Environment Agency. This allows us to determine when to consult the Environment Agency on planning applications,

when flood risk assessments are required and minimum levels of mitigation. This is a 'living' document, so the Local Plan would not detail the actual requirements, but simply specify that the most up-to-date Standing Advice document should be used.

**Q9.6) Do you agree that the locally determined Standing Advice should be used when requiring information and determining planning applications?**

## Other issues

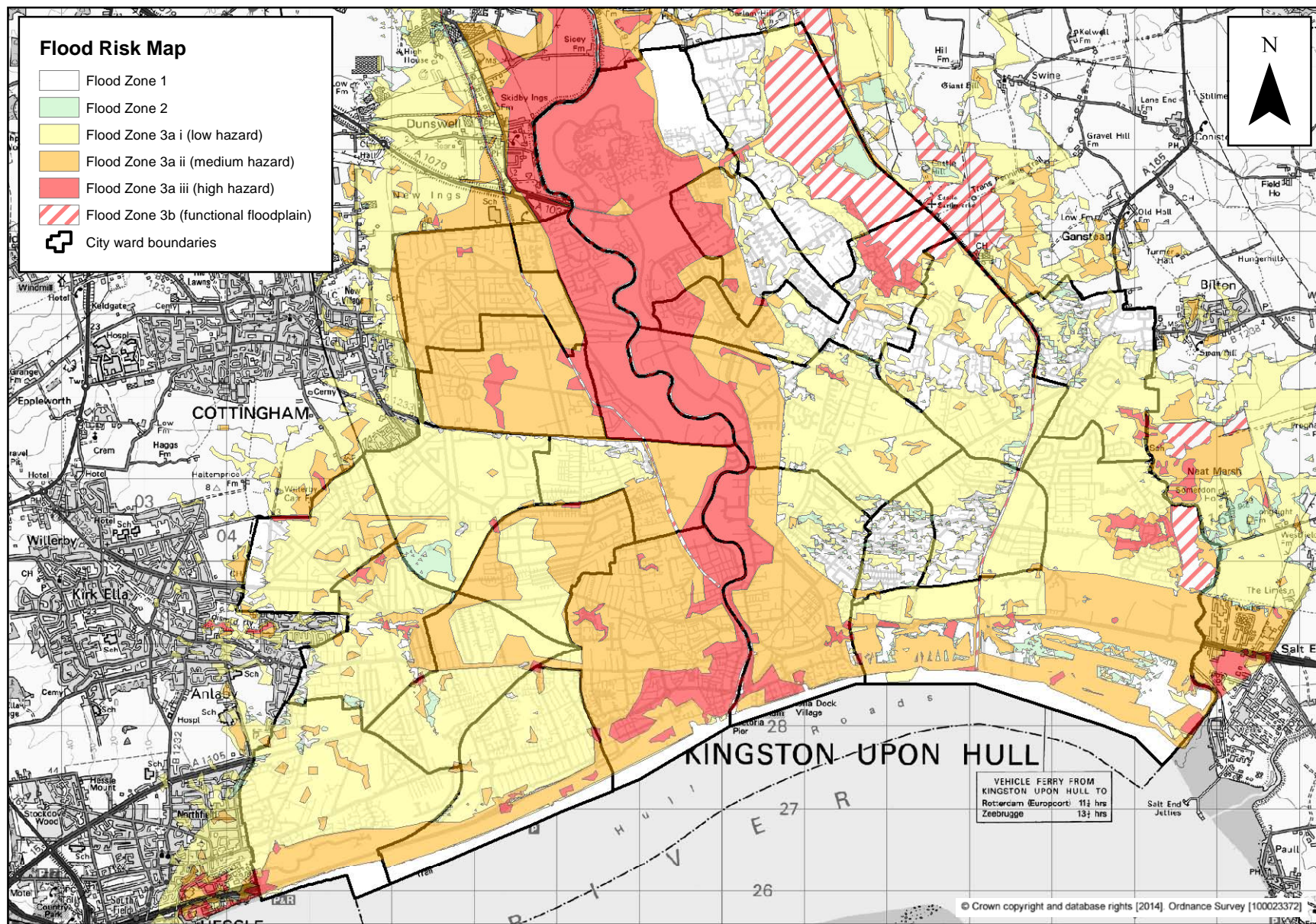
**Q9.7) Are there any other ways that the Local Plan can mitigate flood risk?**

## Evidence base sources

Information for this chapter mainly came from the following evidence base documents:

- Strategic Flood Risk Assessment (2007)
- The Humber Flood Risk Management Strategy
- Draft River Hull Flood Risk Management Strategy
- Surface Water Management Plan







## 10. Open Spaces and the Natural Environment

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Open spaces provide relief from the built form, a venue for sport, play and the exploration of nature, and are important for the adaptation to and mitigation of climate change. The NPPF states that access to high quality open spaces and opportunities for sport and recreation can make an important contribution to the health and wellbeing of communities.

### Open space requirements

In 2008, the Council commissioned a study into open space. One of the key recommendations of the study was a set of open space standards. These are intended to inform us what a satisfactory level of open space across the city might be. We can use these standards to analyse provision in the city, or parts of the city, and identify potential surpluses and deficits. Descriptions of the open space types along with their recommended quantity and accessibility standards are printed in **Table 10.1**.

Last year the Council updated its inventory of open space sites, publishing the results in the Hull Open Space & Green Infrastructure Position Statement (2013). The existing levels of provision have been compared with the recommended quantity standards to produce surplus and deficit figures (see **Table 10.2**). The figures suggest slight

deficits for allotments, children's play facilities, outdoor sports facilities and parks. There appears to be sufficient quantity of the other types of open space. However, it should be noted that levels of provision vary considerably across the city. Also, the demand for open space will grow as the population of Hull increases.

The quantity figures referred to above do not take into account where people live, or sites outside the city boundary. For this reason, the Hull Open Space & Green Infrastructure Position Statement included a series of maps, which took both the quantity and accessibility standards into account, along with where people live, and sites both inside and outside the city boundary. The final column of **Table 10.2** provides a summary of the results.

The purpose of quantity and accessibility standards is to help identify where open space provision needs to be improved. However, they are not always achievable in Hull. The city is heavily built up and opportunities to create new open space can be limited, particularly in inner areas. Instead, the standards can help highlight where open space needs are greatest. This can be used to prioritise improvements to existing open space.

Large residential developments, such as Kingswood, tend to provide new open space 'on-site'. Smaller schemes typically deliver open space improvements off-site through Section 106 agreements. These are when the developer agrees to pay towards improving or creating open space nearby. However, the rules for Section 106 are changing, limiting the sums of money that can be pooled. Therefore,

**Table 10.1: Open space types and recommended standards**

Description		Quantity standard	Accessibility standard
Allotments	Sites for those wishing to grow their own food.	0.24 ha / 1000 people	20 minute walk
Amenity green space	Informal green spaces typically located around housing areas.	0.67 ha / 1000 people	10 minute walk
Children's play facilities	Equipped play facilities for children aged below 12.	0.03 ha / 1000 people	10 minute walk
Natural / semi-natural greenspace	Sites that provide wildlife conservation and environmental education and awareness.	0.62 ha / 1000 people	20 minute walk
Outdoor sports & education grounds	Natural or artificial surfaces used for sport and recreation. Either publicly or privately owned, as well as school playing fields	1.68 ha / 1000 people	20 minute walk to tennis, bowls and synthetic pitches; 15 minute walk to grass pitches; 20 minute drive to athletics tracks and golf courses
Parks / public gardens	Usually contain a variety of facilities for recreation and leisure	0.50 ha / 1000 people	20 minute walk
Young people's facilities	Spaces designed specifically for young people aged 12 and above.	0.023 ha / 1000 people	15 minute walk

the Council is proposing to move over to a potentially simpler Community Infrastructure Levy (CIL). We have so far consulted on a preliminary draft charging schedule and a draft charging schedule will be consulted on soon. Money raised through CIL will be pooled and the Council / Area Committees will decide where best to spend it.

**Q10.1) Should the Council use the standards recommended in the 2008 open space study to identify areas that should be prioritised for open space improvements?**

**Q10.2) Do you have any views on which types of open space or which areas of the city should be prioritised for open space improvement?**

## Open space sites

The Part 2 Evidence Map shows the open space sites within the city boundary, as they were recorded mid-2013. Open space consists of **Urban Greenspace** and **Civic Space**. The former includes all the green areas but excludes agricultural land. The latter consists of hard-surfaced areas that have public amenity value. Full details of the sites are published in the Open Space & Green Infrastructure Position Statement, 2013.

The map also shows areas of **Potential New Urban Greenspace**. Most of these have been given planning consent or they have been allocated for greenspace in an Area Action Plan.

It should be noted that the previous Local Plan (2000) map showed open space sites that are 0.25 hectares or greater. The attached Evidence map shows smaller sites down to 0.1 hectares.

**Q10.3) Do you agree with the Greenspace and Civic Space sites as shown on the Evidence map?**

**Q10.4) Do you think we should identify sites down to 0.1 hectares on our map, or use a different minimum size threshold?**

**Q10.5) Are there any other sites you think should be recognised as Urban Greenspace or Civic Space?**

**Q10.6) Are there any Urban Greenspace or Civic Space sites shown that you consider unsuitable for such use? If so, which sites and what should they be used for instead?**

**Q10.7) Are the site boundaries on the Evidence Map correct? If no, please tell us which site boundaries require amending.**

## Open space protection

As Hull is highly urbanised, land is in short supply and there are many competing demands for it. New development can provide benefits to the city, such as housing, employment and community facilities. In certain circumstances, it may be justified to lose some open space to new development.

**Table 10.2: Summary of current open space provision levels**

	Existing quantity	Surplus / deficit	Summary of accessibility mapping
Allotments	54.76 ha	-6.78 ha	Sufficient provision within the West and Wyke areas and on the eastern side of the East and Park areas. Otherwise there appear to be deficits across most of the rest of the city, particularly in Northern, North Carr and Riverside areas.
Amenity green space	207.99 ha	+36.20 ha	Generally sufficient provision. The highest area of deficit is a belt that runs from Boothferry/Newington, through Avenue, Bricknell, and Newland, to University ward.
Children's play facilities	6.68 ha	-1.01 ha	There appears to be good provision across part of Riverside and Wyke, most of the North Carr area, and part of the Park area. The evidence suggests that there are deficits across much of the Northern, the western part of Wyke and West areas.
Natural / semi-natural greenspace	206.37 ha	+47.40 ha	Much of the city has sufficient natural / semi-natural green space. The main deficits lie in the Riverside, West and Wyke areas.
Outdoor sports & education grounds (excl. golf courses and stadiums)	424.53 ha	-6.22 ha	Good provision in much of the Northern and West areas, and to the eastern side of East and Park areas. The largest deficit falls in the Riverside area.
Parks / public gardens	113.87 ha	-14.33 ha	Particular deficit in the north-west corner of the city, specifically in the wards of Orchard Park, University, Bricknell and Derringham. There are also areas of deficit at Longhill/east Marfleet and Sutton. There is a slight deficit in North Carr.
Young people's facilities	5.84 ha	-0.06 ha	High levels of provision in the Park and East areas. There are deficits across much of the western half of the city (Wyke, West, the Newington & St Andrews wards of Riverside), as well as North Carr.

The current Local Plan (2000) has protection for Urban Greenspace. Policy NE1 states that sites should not be lost in the following circumstances:

- loss of sporting or recreation facilities;
- an adverse effect on nature;
- the loss of a link between other Urban Greenspaces; or
- an adverse effect on the amenity or character of an area, in particular the loss of an important view or sense of openness.

Policy NE3 goes on to state that despite one of the above criteria being met, sites can still be lost if an overriding justification is demonstrated. It will then be necessary to:

- replace it within the locality with a site of equivalent community benefit; or
- improve an existing Urban Greenspace within the locality to provide equivalent community benefit.

**Q10.8) How should we protect existing open space sites? For example, set criteria for their protection or only allow their loss in exceptional circumstances.**

**Q10.9) If an open space site is lost to development, what should we require in return? For example, creation of new open space, or accept the improvement of existing open space sites nearby.**

## Green infrastructure

NPPF describes 'green infrastructure' as a network of multi-functional green space that is capable of delivering a wide range of environmental and quality of life benefits for local communities. There is increasing realisation that it is as necessary as any other type of infrastructure in order to ensure that communities are sustainable.

The benefits that it can deliver include: improving health and wellbeing; enhancing biodiversity; helping to adapt and mitigate against climate change; providing business and educational opportunities; encouraging tourism; and promoting sustainable use of scarce land resources. Well planned and well designed green infrastructure can create attractive settings for daily life and distinctive local identities for places. It can also greatly enhance the perceived value of areas, being attractive to both businesses and homebuyers, to whom they may offer easy access to parks, playgrounds and natural open space.

Open space offers the greatest benefits when it is designed and managed to be multifunctional. For example, this could mean designing an open space so that it offers opportunities for play, as well as store surplus floodwater, provide habitat for wildlife, and provide high quality landscaping that complements the built environment.

In 2009, Natural England facilitated the mapping of green infrastructure across the region. The Hull and East Riding Local Nature Partnership is currently working on a Green Infrastructure Strategy for the area. This is due to be complete in 2014. The Local Plan should support the

recommendations of the Green Infrastructure Strategy where relevant.

Hull City Council is working with William Jackson Food Group on a project to plant 200,000 trees in and around the city. This is a long-term plan to celebrate the company's 200th anniversary in 2051. As Hull has a low percentage of woodland areas compared to other parts of the country, this should be of enormous benefit.

Hull City Council is also partners in the HEYwoods initiative. This has the aim of significantly improving the urban, rural and industrial landscapes of Hull and the East Riding through the creation of a functional green infrastructure based on trees and woodland.

**Q10.10) How else can the provision of green infrastructure be improved in Hull?**

**Q10.11) Are there any other projects to improve green infrastructure in the city that we should be aware of?**

## Green network

We believe that a positive response to the green infrastructure agenda is to create and protect a Green Network across the city. Many of Hull's open spaces join together to form an extensive network. The current Green Network was designated by the Local Plan (2000). The primary purpose of the network is to enable the movement of wildlife around the city and to and from the surrounding countryside. Much of the network also contains footpaths and cycleways that provide traffic-free

routes for people. The Green Network therefore provides health and accessibility benefits for people, as well as assisting biodiversity.

**Q10.12) Should we continue to designate a Green Network and protect it from adverse development?**

**Q10.13) If yes, what level of protection (beyond that given to open space generally) should the Green Network receive?**

We would like to create a new Green Network using clear criteria to justify its designation. The general aim should be to maintain continuous routes through the city, accepting that there will be a small amount of fragmentation caused by manmade features such as roads.

The Strategic Priorities map at the beginning of this document shows a **Strategic Green Network**. This is based upon the city's rivers, drains, disused railway lines, and continuous strings of green space. It is not intended to be exhaustive but to show the main green routes, connecting the city to the wider countryside.

The attached Evidence Map shows the **Potential New Green Network**. To create the new green network we have begun by selecting the open spaces adjacent to the city boundary, and then repeatedly selected all the open spaces that are within 100 metres of the open spaces already selected.



**Q10.14) Do you agree with the Strategic Green Network as shown on the Strategic Priorities Map? If not, what changes would you make?**

**Q10.15) What criteria should we use for including sites in the Green Network?**

**Q10.16) Do you agree with the Potential New Green Network as shown on the Evidence Map? If not, what modifications would you make?**

As well as having an extensive green network, parts of Hull are heavily built up. Because of the benefits of greenery, we could promote the reduction of exposed concrete, brick and tarmac, and where appropriate cover these with living plants. This can be achieved through the installation of green roofs and living walls, the use of sustainable drainage systems (SuDS), and the planting of trees in areas of public realm such as pavements and squares.

**Q10.17) What specific requirements, if any, should we require from new development to help green the urban environment and/or enhance the Green Network?**

## Biodiversity and wildlife

Biodiversity is the range of wild species and habitats. The Natural Environment and Rural Communities Act 2006 places a responsibility on us to conserve biodiversity.

The **Humber Estuary** is protected by the international Ramsar convention, the European Habitats and Wild Birds Directives (SPA and SAC), and by UK law as a Site of Special

Scientific Interest (SSSI). This is shown on the attached Evidence Map. Any development that would be likely to have a significant effect on the Humber, either alone or in combination with other plans or projects, would be subject to an assessment under the Conservation of Habitats and Species Regulations 2010.

Many other sites in Hull benefit wildlife but do not receive any legal protection. Instead, local planning policy can recognise their value and protect them from adverse development. The previous Local Plan (2000) identified approximately 120 **Sites of Nature Conservation Interest** (SNCIs). A study in 2008 surveyed most of them and recommended that they should continue to be protected. The list of sites needs to be formally updated. The current sites are shown on the attached Evidence Map.

Defra published a guide on selecting Local Wildlife Sites, the preferred new name for SNCIs. It explains that ideally, criteria for site selection should be agreed by a local partnership in order to justify the designation of sites.

**Q10.18) Should Local Wildlife Sites (formerly SNCIs) continue to be designated and protected from adverse development?**

**Q10.19) Bearing in mind the Defra guidance, what criteria should be used for selecting Local Wildlife Sites? For example, using habitat types identified in the Hull Biodiversity Action Plan.**

**Q10.20) Is there an existing local partnership that can develop and agree Local Wildlife Site selection criteria for Hull, or does a new partnership need to be formed?**

A **Local Nature Reserve** (LNR) is a protected area of land designated by a local authority because of its local special natural interest and, where possible, educational and community value. In 2012, two sites in Hull gained LNR status. These were Rockford Fields, north of Rockford Avenue, and Noddle Hill, Bransholme. These are shown on the attached Evidence map.

The Council will work with partners to maintain these sites and achieve LNR status for additional sites that have the highest conservation value and offer educational opportunities. Local authorities must consult Natural England in the process of selecting, acquiring, declaring and managing LNRs. They have published a guide on their selection and declaration.

**Q10.21) Are there any other sites which should be considered for Local Nature Reserve status?**

## Other issues

**Q10.22) Are there any other policy measures we can take to protect, promote and improve open space and the natural environment in the city?**

## Evidence base sources

Information for this chapter mainly came from the following evidence base documents:

- Sites of nature conservation importance (SNCI) review
- Hull Open Space & Green Infrastructure Position Statement (2013)
- Open Space, Sport and Recreation Study (February 2009)

# 11. Design and Environmental Quality

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## Design

The NPPF states that good design is a key aspect of sustainable development. It requires local plans to develop comprehensive policies that set out the quality of development expected in an area. Detailed design considerations are also considered in the chapters on Housing, Climate Change and Heritage. Policies should be based on stated objectives for the future of the area and an understanding and evaluation of its defining characteristics. Policies and the decisions they lead to should aim to ensure developments:

- will function well and add to the overall quality of an area;
- establish a strong sense of place to create comfortable environments;
- optimise the potential of the site;
- respond to local character and heritage while supporting innovation;
- create safe, inclusive environments; and
- add value to the visual makeup of an environment.

The current Local Plan has three key approaches to dealing with design. These are:

- Policies which set out key principles. Primarily this is policy BE1, a criteria based policy which can be applied to all scales of development.
- Policies which set out design principles, but for specific types of (generally) minor development which are common in Hull (e.g. house extensions, installing shop fronts and advertisements).
- Supplementary planning guidance notes. These specifically illustrate the objective considerations and good practice to be taken into account when designing developments. This ranges from designing housing layouts and associated greenspace to very detailed considerations of shop fronts, advertisements and house extensions.

These respond specifically to issues in Hull. For example, the house extension note has emphasis on the impact of house extensions on terraces because it is such a common house type in Hull. The guide to shop fronts illustrate single frontage, traditional shop fronts as a result of the form and distribution of many local centres within Hull.

Standards can also be set out in policy, a key example being car parking. The existing plan sets out car parking standards for all scales and types of development. Other transportation related issues which may need addressing include servicing and providing for taxis in development.

Opportunities may also exist for guidance designed to advise developers. This could relate to Article 4 directions (which remove permitted development rights), Local

Development Orders (which simplify the planning process), prior approval procedures, and development briefs.

**Q11.1) Should the Local Plan set out key design principles with detail provided later through formally adopted supplementary planning documents?**

**Q11.2) Should some design issues have a specific policy approach? If so, which ones?**

**Q11.3) Should design guidance be prepared on any new issues? Should this be formally adopted?**

## Environmental Quality

The NPPF advises that planning should contribute and enhance the environment through remediating and mitigating contaminated land and preventing adverse impacts from pollution.

It further goes on to advise that plans should aim to minimise pollution and other adverse effects on the local environment.

The current Local Plan has policies on a range of environmental management issues including polluted land, wastewater treatment and hazardous development.

**Q11.4) Should the Local Plan continue to have policies on pollution control, wastewater treatment and hazardous developments?**

**Q11.5) Should detailed guidance be produced on any of these issues?**

## Other issues

**Q11.6) Are there any other design and environmental quality issues in Hull that should be addressed by the Local Plan?**

## Evidence base sources

Information for this chapter mainly came from the following evidence base documents:

- Hull Local Plan 2000.

## 12. Heritage

The NPPF has a section about conserving and enhancing the historic environment. It provides detailed guidance on determining applications which would affect heritage assets. It states that Local Plans should contain a positive strategy for the conservation and enjoyment of the historic environment. This strategy should take into account:

- The desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;
- The wider social, cultural, economic and environmental benefits that conservation of the historic environment can bring;
- The desirability of new development making a positive contribution to local character and distinctiveness; and
- Opportunities to draw on the contribution made by the historic environment to the character of a place.

A key aspect of the City Plan is to promote Hull as a visitor destination as a form of economic growth. It recognises Hull's history as a way to achieve this. A key strand is the designation of Hull as the UK City of Culture in 2017. This programme is in the early stages of development, but clearly, the historic environment will form an important part of the programme.

**Q12.1) How can the Local Plan set out a positive strategy for the conservation and enjoyment of the historic environment? What specific details should it contain?**

**Q12.2) What wider social, cultural, economic and environmental benefits can be taken from the historic environment?**

**Q12.3) Are there opportunities to draw on the contribution made by the historic environment to the character of Hull that should form part of the strategy?**

### Heritage Assets

Despite the extensive damage caused by the Second World War (and arguably post-war clearance and redevelopment), a rich, varied and unique historic environment survives in Hull. It makes a significant contribution to the quality and variety of townscape for those living, working or visiting the city.

Hull has 461 Listed Buildings, 21 of which are of exceptional or more than special interest. Of particular note is the Old Town, which has many buildings that have historic features worthy of record.

Outside of the Old Town, there are medieval village cores that are still distinct although they have been subsumed within the city.

In addition to the statutory list of protected buildings, Hull has a Local List which comprises some 255 additional buildings. While these do not enjoy the same level of protection through controls on alterations, the NPPF

attaches significant weight to the heritage value of all identified heritage assets.

The city has 2580 monuments recorded on the Sites and Monuments Record (SMR) as heritage assets. These include 959 building records, which in turn include all the Listed Buildings as well as all the buildings included on Hull's Local List. In addition, the building records on the SMR also include non-listed buildings of heritage or architectural interest. Also, the SMR records 137 find spots within the city which range from prehistoric axe heads to post-medieval coins, two landscape records including a submarine forest at Victoria Dock extension and one maritime record for nineteenth century boats on Humber foreshore. The remaining 1481 heritage assets on the SMR are all monument records which include the Scheduled Monument of Hull Citadel as well as other extensive heritage assets including the site of many friaries and priories across the city, the sites of many hospitals and other significant buildings within the Old Town area as well as other parts of the city including the areas of medieval settlement at villages such as Sutton and Marfleet. The monument records also include Roman remains along the Hull River corridor, Iron Age and Romano-British settlement at Salthouse Road, and Roman and medieval remains at Kingswood.

There are 26 Conservation Areas in the city. The location of the Conservation Areas is shown on the map at the end of this chapter. Many of the Conservation Areas are supported by character assessments and appraisals.

Improvements through the Townscape Heritage Initiative have been realised within the Old Town and Boulevard and Coltman Street Conservation Areas. Several Conservation Areas have Article 4 directions in place to support the retention of the features that make them special.

The city also has a rich archaeological heritage, reflecting its roles as a strategic European port and major historic town. This is helped in part by the nature of the soils which greatly assist the preservation of organic material. Much of this is concentrated in the Old Town and also in areas of archaeological significance along the banks of the River Hull to the north of the city and in the subsumed medieval settlements. Most significantly are the remains of the Hull Citadel, which is a Scheduled Monument. This is also shown on the map at the end of the chapter.

**Q12.4) Are there other Heritage Assets that we should seek to preserve or enhance through the Local Plan? This can be areas, individual buildings or groups of buildings.**

## Local Distinctiveness

An important factor is local distinctiveness – creating places which are not just like everywhere else. The evidence base has identified the following as potentially key aspects in promoting local distinctiveness in Hull:

### Built Form

Hull has a tradition of functional buildings and structures impacting on the form or skyline. This can be seen from the Middle Ages through to the heyday of Georgian, Victorian



and Edwardian civic and commercial expansion, to the docks with their associated structures from the 18<sup>th</sup> to the 20<sup>th</sup> centuries. In more recent times, the tidal surge barrier, Princes Quay, The Deep, the KC Stadium and Arco have all continued this tradition in a modern form.

Another distinctive feature of buildings in Hull is the use of curves in the built form. This ranges from traditional domes such as at City Hall and more recently the Court buildings and smaller, more local examples such as on former cinemas on Anlaby Road. Many buildings also have rounded corners such as the Maritime Museum and the former post office. Paragon Station has a distinctive curved roofline and this tradition has been continued in the roofline of St Stephens and the curved design of the Albemarle Music Centre. It has also been used in the design of new public buildings such as health centres.

### Topography

Hull has a flat topography. In terms of local distinctiveness, this has two key implications – how can you tell where you are, and what can you see?

Local Plan policy could be used to promote developments which provide waymarkers for people as they move through the city. This could be done through the use of structure and references in skyline projections, distinctive buildings, spaces and thoroughfares.

Development should also have regard to the surrounding area and the contextual distinctiveness of a neighbourhood as well as the negative elements and how

contemporary development can add value and define an epoch in architecture within the fabric of the city.

Views and vistas – there are limited and expansive views in Hull, again because of the flat topography. Where views do exist, they could be protected, enhanced or given focus.

### Water

Water has played an important role in not only the physical development of Hull, but in its economic development and its attitudes. In recent years, it seems that Hull has turned its back on the water, with interactions with the rivers Hull and the Humber limited. An important strand of future development in Hull could be to re-establish the connection with the water and exploit its unique properties such as reflection and expansive horizons.

**Q12.5) Should Local Plan policy support the use of locally distinctive features?**

**Q12.6) Are there any other locally distinctive aspects to Hull that should be promoted through the Local Plan?**

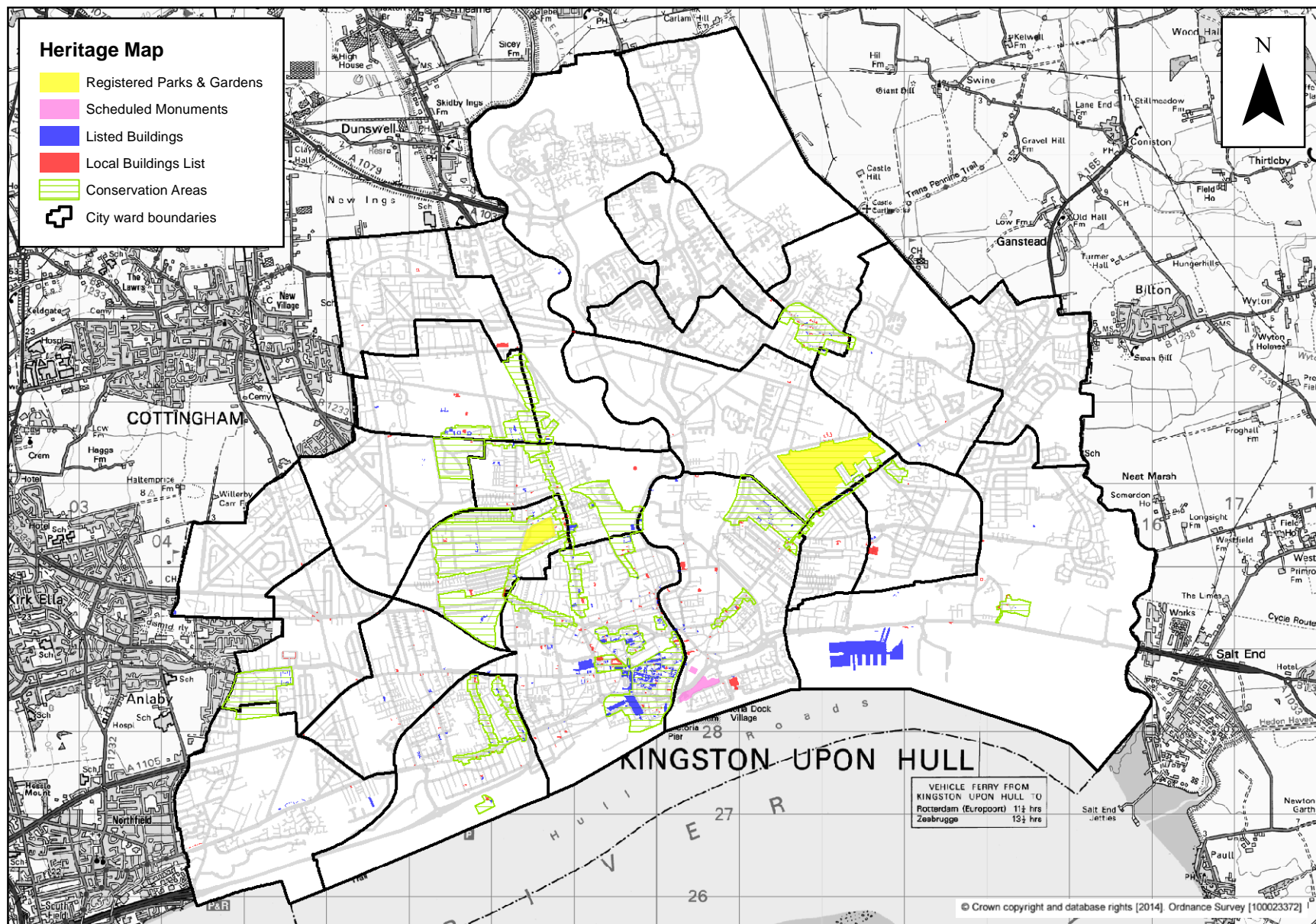
### Other issues

**Q12.7) Are there any other heritage issues in Hull that should be addressed by the Local Plan?**

### Evidence base sources

Information for this chapter mainly came from the following evidence base documents:

- Heritage Evidence Base.



## 13. Infrastructure and Delivery

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The NPPF states that local planning authorities should work with other authorities and providers to assess the quality and capacity of infrastructure. They should also take account of the need for strategic infrastructure including nationally significant infrastructure within their areas.

A core planning principle of NPPF is that plans should support the expansion of electronic communication networks, including telecommunications and high speed broadband.

Clearly infrastructure is a crosscutting theme and can include issues relating to access and transport. These aspects are considered within the Transport chapter. Infrastructure is also considered to be providing an adequate supply of sites and premises and this is considered within the Economic Growth chapter. Flood defence infrastructure is considered within the Flood Risk chapter.

### Defining Infrastructure needs

The Hull Infrastructure Study 2011 identified the key infrastructure needs. It also sought to identify the main funding sources to facilitate delivery, and where specific gaps existing. The study differentiated between:

- Strategic Infrastructure – with citywide influence and typically Government funding – in particular the A63;
- Place Shaping Infrastructure – driven by the need to regenerate areas and particularly the quality of the public realm and green infrastructure; and
- Enabling Infrastructure – critical to the development of strategically important areas and sites in the city, including facilities at the Port, renewable energy generation and broadband provision.

Some elements of the Infrastructure Study inevitably require updating and the scope of this work will be considered as we progress to the next stages of the plan.

The idea of District Heating at Orchard Park has been referred to in the Climate Change chapter. Assessment work is commencing which will consider how a system could be delivered. Beyond this, the assessment will move on to consider a masterplan for citywide delivery.

A continuing issue for the City Centre is ensuring infrastructure is in place to deliver an adequate supply of electricity to emerging developments. This issue was flagged by the Hull Infrastructure Study 2011 but significant changes have occurred in the nature and makeup of developments coming forward and it is therefore appropriate to reassess needs.

A key project identified through the City Plan is fitting solar PV panels to the Council's housing stock and corporate buildings to reduce carbon dioxide emissions.

**Q13.1) Do you agree with the definition of Infrastructure as the basis of determining future needs?**

**Q13.2) Are there specific elements of Infrastructure that you think are necessary to enable the Local Plan to achieve its strategic priorities?**

Regional Growth Fund has been secured allowing a significant area of land at Paull in the East Riding to be brought forward that is critical to the development of Green Port Hull.

**Q13.3) Where do you consider the main gaps in funding to exist?**

## Enabling delivery

The Infrastructure Study considered how the different types of infrastructure could be funded – where commitments existed or what would be likely sources. The main gaps in funding identified by the study related to Place Shaping Infrastructure. Strategic Infrastructure is of a scale that it requires large-scale funding, largely through Government, for example the A63 improvements.

Enabling Infrastructure may come through other funding streams – for example European funds, Local Growth, and Regional Growth Fund (RGF), where specific projects are being compiled.

The Humber LEP Strategic Economic Plan sets one of its five strategic themes as “creating an infrastructure that supports growth”. In particular, it seeks to enhance access to strategic sites along growth corridors, improve rail infrastructure, and ensure port infrastructure matches investment in the renewable energy industry.

A European Structural and Investment Fund Strategy has been created to align funding streams with the LEP economic plan, and demonstrate how the LEP intends to use its allocation of funding.

## Viability of Development

The NPPF requires plan making and decision taking to pay careful attention to viability and costs.

An assessment has been made of the likely viability of the major development types in the city. An Area Wide Economic Viability Assessment was published in November 2012. This illustrates the significant challenge in the city to bringing forward development. There are few areas where values are sufficiently high to readily support development without some support.

The two types of development showing positive levels of viability in the city are housing and retail. Housing is only fully viable in certain areas of the city.

Business type uses do not generally demonstrate strong viability. This has implications for simply bringing forward development. It also has implications for the use of development as leverage for other ‘benefits’ or requirements where these can simply add more to costs.

This highlights the need to secure funding to support gaps in viability. It also requires innovative approaches to the

procurement of development, including through different partnerships.

**Q13.4) Do you agree with the findings of the Area Wide Economic Viability Assessment for the city? Do you have specific information to inform the assumptions used?**

## Community Infrastructure Levy

The Council has made clear its intention to adopt a Community Infrastructure Levy to support particular types of infrastructure within the city. A **Preliminary Draft Charging Schedule** was published in August 2013 setting out a charge against housing and retail development and a full list of projects was put forward in this document.

**Community Infrastructure Levy Projects** are shown on the Part 2 Evidence Map that accompanies this document.

The scope of CIL in the city is limited by the viability of development. Projects have therefore been identified which relate largely to smaller scale public realm and green infrastructure projects.

The potential to pool resources could support specific City Plan or City of Culture projects.

A **Draft Charging Schedule** is due to be published and submitted in 2014.

The use of **Section 106** as a pooled resource, as currently done in the city, will stop when CIL is adopted. CIL will supersede and provide a new approach. Section 106 will still be available to mitigate site specific issues and to help make development acceptable.

## Other issues

**Q13.5) Are there any other infrastructure issues that the Local Plan should consider?**

## Evidence base sources

Information for this chapter mainly came from the following evidence base documents:

- Hull Infrastructure Study 2011
- Hull Area Wide Economic Viability Assessment 2012

# Hull Local Plan to 2030

Issues and Options Consultation Document May / June 2014

This document can be made available in other formats  
(large print, audio or Braille).

For more information, please contact the Planning Service on (01482) 300 300.

The Issues and Options Consultation Document  
comprises three parts which should be read together

Part 1 Booklet (this document)

Part 2 Evidence Map (separate document)

Part 3 Response Form (separate document)

