

A future City Centre - Design Guide (Supplementary Planning Document SPD 13) and Delivery and Investment Plan
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## Report of the Director of Regeneration, Mark Jones

This item is not exempt  
Therefore exempt reasons are not applicable

This is a Key Decision

This is a key decision. The matter is in the Forward Plan  
Insert forward plan number reference (delete if not applicable)

### 1. Purpose of the Report and Summary

- 1.1 Hull City Centre is undergoing significant change, and has witnessed significant investment since adoption of the City Plan. However all town centres are going through challenging times due to changes in customer spending habits. It is therefore essential Hull City Centre has a co-ordinated approach across the public and private sector to promote and support its development aspirations.
- 1.2 This aspiration is supported by a focus on raising the city and city centre's profile and providing planning certainty for what development is desired within the City Centre. The Local Plan provides the overarching steer for this. A Delivery and Investment Plan shows where City Council enabling action and spend is influencing investment decisions. Marketing of opportunities is an important aspect of planning and this enabling activity.
- 1.3 This report takes forward aspects of the Local Plan in relation to city centre development sites. It explains some of the design opportunities to be addressed as part of development proposals. This is one of 15 Supplementary Planning Documents being produced and will be consulted on.
- 1.4 The Delivery and Investment Plan provides detail that further unlocks land and premises for renewal. It puts the 'meat on the bones' of development opportunities raised in the Local Plan.

## 2. Recommendations

- 2.1 That Planning Committee agree the draft SPD and draft Delivery and Investment Plan prior to submission to Cabinet, as a basis for city centre based actions and activity, including further public realm improvements.
- 2.2 Cabinet agree to a public consultation for a period of 6 weeks on the draft SPD and draft Delivery and Investment Plan.
- 2.3 Should significant amendments be proposed to the SPD (arising from the required Statement of Consultation) or D and I Plan following consultation then Cabinet should receive further advice on revisions, or otherwise minor revisions be agreed by the City Planning Manager or Major Projects Manager, in consultation with the Portfolio Holder for Economic Investment, Regeneration and Planning, Land and Property.

## 3. Reasons for Recommendations

- 3.1 SPDs provide guidance and advice to developers on meeting the policy requirements in the Hull Local Plan. The Delivery and Investment Plan focuses on where the City Council is investing further in developing certain sites and the public realm.

## 4. Impact on other Executive Committees (including Area Committees)

- 4.1 The new Local Plan references city centre development sites. Some of these sites are in fragmented ownership. Measures are in place to unlock their development potential through Council acquisition as outlined in the Delivery and Investment Plan. This will provide more certainty for developers. SPD provides design guidance in the form of and indicative plans. The intention is to give flexibility for designers to respond.

## 5. Background

- 5.1 The National Planning Policy Framework (NPPF, para 153) allows local planning authorities to produce development plan documents in addition to local plans, but only 'where clearly justified'. National Planning Practice Guidance (NPPG, para 028) states that 'SPDs should be prepared only where necessary ... They should build upon and provide more detailed advice or guidance on the policies in the local plan.
- 5.2 The new Local Plan proposes available sites where development is planned. Specific land uses or a mix of uses are allocated for each site but details concerning layout and massing in the form of indicative plans demonstrate how these can work in planning terms.
- 5.3 As a Supplementary Planning Document, the draft requires involvement of key stakeholders should it have some status in planning terms. It is intended to consult with current land owners in this respect and other

statutory consultees prior to a final version being completed.

- 5.4 The Delivery and Investment Plan is being drafted which outlines the focus of City Council and other investment in the City Centre. This shows others what and where development and land assembly is being proposed. It is essential these documents are understood in combination as part of the package to promote and encourage investment and development in the city centre.

## 6 Issues for Consideration

- 6.1 Development proposals should meet Local Plan policies because the planning system requires this unless material considerations indicate otherwise. Supplementary Planning Documents (SPDs) are being produced by the City Council that supports the Local Plan in a way that informs how policy can be applied. Once consulted on and agreed SPD are strong material planning considerations that help inform the applicant in creating proposals that will meet policy requirements especially in meeting design based policies.
- 6.2 The SPD helps enable development by providing design based guidance for each of the city centre allocated sites. Should design matters be satisfactorily addressed as part of planning submissions then planning consent is more likely to be forthcoming. Scheme submissions should demonstrate how they have addressed the design challenges/opportunities as outlined for individual sites.
- 6.3 The most relevant policies from the Local Plan, 2017 and more general pointers, in relation to the city centre and design are:
- Policy 6 – Housing Space Standards – sets minimum space standards for accommodation depending on the number of bedrooms and building height, within different market zones;
  - Policy 9 – City Centre - references the city centre as being the prime location for main town centre uses including for learning and housing.
  - Policy 14 – Design – references a requirement to demonstrate how quality design is to be achieved through a wide range of design criteria including providing inclusive access and addressing crime as well as ensuring city centre development complements or uses the 2016/17 materials of the public realm, and need for public art;
  - Policy 15 – Local Distinctiveness – is promoted in a way that improves its maritime assets, creates landmarks, encourages contemporary architecture, references the historic fabric, and seeks to ensure that proposals accord with development briefs,

in addition there are parameters for tall buildings over 30 metres in and around the city centre, which must not harm heritage assets and make a positive contribution to the skyline;

- Policy 16 – Heritage Considerations – seeks to ensure that harm is not caused to the city’s designated heritage assets, but preservation/enhancement is supported including its maritime and historic features;
- Policy 17 – Energy Efficient Design – requires a demonstration of how proposals reduce energy and water use including the application of passive solar design;
- Policy 18 – Renewable and low carbon energy – supports proposals that include this form of energy generation including connection to a district energy network, once this occurs, and this is viable and feasible;
- Policy 21 – Designing for Housing – references a requirement for achieving 9 green scores out of 12 Building for Life and avoiding reds, in addition to recommended densities depending on the local character and housing market zones;
- Policy 31 – City Centre Car Parking – references the need to retaining existing long and short stay spaces;
- Policy 36 – Walking, cycling and powered two wheelers – references proposals complying with standards depending on the use and size along with the need to enhance the existing cycle network;
- Policies 37 - 40 – Flood Management – references a need to ensure potential flooding is considered and defences raised for protection extending to the life of the development, as well as including SUDs as part of a scheme design;
- Policy 42 – Open space – requires on-site requirements for housing schemes based on a local assessment or in referencing standards table for different categories of open space;
- Policy 43 - Green Infrastructure / Green Network – seeks to protect existing networks and retain an 8m strip along the River Hull;
- Policy 45 – Trees – references a requirement in protecting existing important trees and for new ones depending on the scheme size; and

- Policy 47 – Atmospheric pollution – outlines a requirement for housing proposals within an Air Quality Management Area to be accompanied by an air quality assessment or if within an Area of Exceedance, then it will not be allowed unless demonstrating how air quality can be brought within acceptable limits.

6.4 The Local Plan puts forward preferred land uses for sites but other designations and policies apply in each case. Table 1 below outlines these preferences for each site.

Table 1 – Use preferences for sites

SPD Key Site Reference	Local Plan Site Reference	Preferred Land Use or Range of Use Allocations
1 Albion Square/Kingston House (2.1ha)	Policy 10.1a – site 1 and Policy 3.4	Major retail led scheme and complementary main town centre uses plus 270 residential units indicated in table 5.8 of the Local Plan along with a need for a multi-storey car park.
2 Blackfriargate	Policy 10.1c – site 4 and Policy 3.4	Main town centre uses* with around 150 residential units over 3 sites (Local Plan sites 4, 5 and 7) with 60 units indicated in table 5.8 of the Local Plan for this site. Reference is made to small scale retail uses in the policy.
3 Portside	Policy 10.1c – site 5 and Policy 3.4	Main town centre uses* with around 150 residential units over 3 sites (Local Plan sites 4, 5 and 7) with 40 units indicated in table 5.8 of the Local Plan for this site. Reference is made to small scale retail uses in the policy.
4 Humber Quays (west)	Policy 3.4 – site 373	200 residential units indicated in figure 5.7 of

		the Local Plan
5 Myton Street (3.8ha)	Policy 10.1b – site 2	Main town centre uses*
6 East Bank	Policy 10.1d – East Bank Sites 8, 9 and 10 and Policy 3.4	Predominant residential for around 850 units indicated in table 5.8 of the Local Plan and for leisure, office or hotel use.
7 Dock Office Row	Policy 10.1d and Policy 3.4 – sites 398, 399 and 400	160 residential units indicated in figure 5.7 of the Local Plan
8 High Street	Policy 3.4 – site 376	100 residential units indicated in figure 5.7 of the Local Plan
9 Wincolmlee	Policy 3.4 – site 503	200 residential units indicated in figure 5.7 of the Local Plan
10 Colonial Street	Policy 3.4 – site 385	150 residential units indicated in figure 5.7 of the Local Plan
11 Anlaby Road/Park Street	Policy 3.4 – site 450	82 residential units indicated in figure 5.7 of the Local Plan
12 Ice Arena	Policy 9	Unallocated but housing is the most suited given the surroundings.

\*Main town centre uses include retail, restaurants, café, office, hotel, leisure, services, arts, tourism and cultural facilities.

- 6.5 It is recommended that draft SPD and Delivery and Investment Plan and consultation statements be approved by Planning Committee and Cabinet, then made available for representations for a period of 6 weeks, including a week long exhibition in the city centre. If necessary, final versions can then be modified to take account of representations received, to then be considered by Planning Committee, followed by endorsement by Cabinet, should the scope of representations require this. An adoption statement can then be prepared and made available alongside the adopted SPD.
- 6.6 Some of the sites relate to former ‘strategic development areas’ but in the main are for residential use totalling around 2,000 dwellings. The Ice Arena site is unallocated in the Local Plan although general city centre policies would apply to proposals. Although it is not possible to ‘allocate’ sites via a SPD, housing is suggested as the preferred use given the adjacent Marina neighbourhood and prospective housing at Humber Quays.
- 6.7 The current draft is supplementary to the Local Plan as it provides a guiding set of design principles based on analysis of each site and its surroundings, plus other considerations such as its environmental status e.g. within a Conservation Area. These are important for the designer in deriving the best design solution, although viability often influences design outcomes.

## 7. Options and Risk Assessment

7.1 The new Hull Local Plan provides the basis for making decisions on planning applications. This SPD provides current design guidance for certain city centre sites along with a D and I Plan that illustrates where enabling activity is to occur. As such these plans provide greater clarity and certainty for investors and reduce the risk of investment that might well prejudice shared ambitions for the city centre.

## 8. Risk Assessment

8.1 The SPD and D and I Plan provide guidance for the local planning authority and developers which will support the delivery of sustainable development and ensure an accessible city centre.

8.2 Resources to produce plans are met from within the current city planning and Major Projects budget so carries no financial cost.

## 9. Consultation

9.1 Consultation will be part of the process of preparing SPD and D and I Plan. Significant consultation has been undertaken in preparing the Local Plan and in determining the City Plan as the forerunner to the D and I Plan for the City Centre. This provides a context for agreeing development proposals on certain sites. Further consultation is anticipated in due course with land owners and city centre stakeholders in particular and wider community.

## 10. Comments of the Town Clerk (Monitoring Officer)

10.1 A supplementary planning document (SPD) is any local development document that is not a local plan document, an adopted policies map or a statement of local involvement. It is not therefore subject to the examination and approval that applies to the Local Plan under part 2 of the Planning and Compulsory Purchase Act 2004. It is subject to the consultation and approval process set out in Part 5 of the Town and Country planning (Local Planning) (England) Regulations 2012 and the Council must ensure that it complies with those requirements before adopting any SPDs.

10.2 The Council is required to consult on the proposed SPD by making it available for inspection in accordance with regulation 35 of the 2012 regulations and publishing it on the Council's website. The SPD must be available for a period ending three months after the SPD is adopted. The Council must also publish

- details of how representations may be made about the SPD; and
- that all representations must be received within a period of not less than four weeks from the SPD being made available.

10.3 The adoption by the Council of SPDs is not specified in the Local Authorities (Functions and Responsibilities) (England) Regulations 2000 as a non-executive function. The decision whether to adopt an SPD is therefore a function of the Leader or Cabinet and the function has been delegated to Cabinet. The delegation of final approval to the City Planning Manager, subject to returning the matter to Cabinet in the event that changes are proposed, is appropriate. The City Planning Manager must, if he approves the SPD, comply with the provisions of regulation 12 of the 2012 regulations setting out the Council's response to representations it has received about the proposed SPD.

10.4 The NPPF provides that SPDs "should be used where they can help applicants make successful applications or aid infrastructure delivery, and should not be used to add unnecessarily to the financial burdens on development".

11. Comments of the Section 151 Officer

11.1 The s151 officer notes the proposed consultation on the Draft Supplementary Planning Document SPD13 City Centre Design Guidance.

12. Comments of HR City Manager and compliance with the Equality Duty

12.1 There are no staffing issues arising from the recommendations. The equality officer to give advice to planning on all future plans.

13. Comments of Overview and Scrutiny

13.1 This report has not been subject to pre-decision scrutiny (Sc5084).

14. Comments of the Portfolio Holder for Economic Investment, Regeneration and Planning, Land and Property - Councillor Hale

14.1 "The Council in recent years has invested significant funds within the city centre and is continuing to do this. This investment has been instrumental in attracting significant private sector investment, for example at the Hilton Hotel and Humber Street.

14.2 The Council has been pressing the need for legislative support to enable difficult sites to be developed and discussed this matter in detail with the Chief Planner of DCLG on a visit to the city on 8th February 2018. This SPD and related D and I Plan is central in providing a further steer to how a number of key city centre sites can be developed and is key to supporting land owners and developers with bringing forward their plans for redevelopment.



## 15. Conclusions

15.1 The City Centre Key Sites SPD and D and I Plan has been drafted for consultation. Once endorsed it will have wide ranging implications including providing greater certainty for prospective developers. The SPD sets out design challenges having regard to the site constraints and its surroundings to deliver high quality development projects. The D and I Plan provides a basis for delivering key projects and enabling activity focused on city centre opportunity sites and public realm.

Alex Codd, City Planning Manager  
Garry Taylor, City Manager, Major Projects & Infrastructure

Contact Officer: Keith Griffiths Telephone No.: 01482 612389

Officer Interests: None of relevance to the sites in question.

Background Documents: -

National Planning Policy Framework  
National Planning Practice Guidance  
Town and Country Planning (Local Planning) (England) Regulations 2012  
Hull Local Plan, 2017  
Background to the City Centre Key Sites SPD, 2018

## Implications Matrix

This matrix provides a simple check list for the things you need to have considered within your report

I have informed and sought advice from HR, Legal, Finance, Overview and Scrutiny and the Climate Change Advisor and any other key stakeholders i.e. Portfolio Holder, relevant Ward Members etc prior to submitting this report for official comments	Yes
I have considered whether this report requests a decision that is outside the Budget and Policy Framework approved by Council	No
Value for money considerations have been accounted for within the report	Yes
The report is approved by the relevant City Manager	Yes
I have included any procurement/commercial issues/implications within the report	No
I have considered the potential media interest in this report and liaised with the Media Team to ensure that they are briefed to respond to media interest.	Yes
I have included any equalities and diversity implications within the report and where necessary I have completed an Equalities Impact Assessment and the outcomes are included within the report	Yes
Any Health and Safety implications are included within the report	Yes
Any human rights implications are included within the report	No
I have included any community safety implications and paid regard to Section 17 of the Crime and Disorder Act within the report	Yes
I have liaised with the Climate Change Advisor and any environmental and climate change issues/sustainability implications are included within the report	Yes
I have included information about how this report contributes to the City Plan/ Area priorities within the report	The report supports the delivery of homes and jobs in the city centre supporting Hull as a world class visitor destination.
I have considered the impact on air quality, carried out an appropriate assessment and included any resulting actions or opportunities necessary to improve air quality in the report.	Yes