

Report to the Planning Committee

15 July 2025

Wards: All

City Centre Vision

Report of the Director of Regeneration – Chris Jackson

Report Status:

This item is not exempt

Therefore exempt reasons are not applicable

This is a non-key decision.

Purpose of the Report and Summary

- 1.1. Using funding provided by the Ministry of Housing, Communities and Local Government, Hull City Council commissioned Hull City Centre Vision (from hereinafter “CCV” or “the Vision”), aimed at guiding and facilitating the regeneration of Hull City Centre up to 2045, by providing a series of key objectives for the city centre and a framework for meeting them. The CCV is intended to build on past work in the city, including the goals outlined in the Hull Community Plan 2024, and lay a foundation for future planning, including the new Local Plan.
- 1.2. The CCV sets out Hull’s ambition for creating a vibrant, inclusive and sustainable city centre that meets the needs of everyone who lives, works, visits and invests here. It builds on the unique character and strengths of the city, while addressing current challenges and unlocking new opportunities for growth and improvement.
- 1.3. The CCV is informed by extensive research, analysis and engagement with communities and stakeholders, setting out key priorities and a series of transformational actions. These will shape the city’s future, improve public spaces, attract new businesses, support economic growth and enhance the overall quality of life.
- 1.4. This report seeks to outline the main components of the City Centre Vision and provide a steer for how it can be used to inform the scope and content of the new

Local Plan, as well as how it may be afforded weight as a material consideration in planning decisions prior to the plan being adopted.

- 1.5. The decision seeks endorsement of the CCV as presented, subject to amendments that committee might wish to make, so that it can be used to inform the production of the next stage of the new Local Plan.

2. Recommendations

- 2.1. That the CCV be used as the framework for developing policies and allocations for the city centre and immediate environs in the emerging new Local Plan to reflect its key objectives and options for the city core and surrounding neighbourhoods.
- 2.2. That the CCV be treated as a material planning consideration with limited weight (due to its non-adopted status) in the determination of applications within its boundary in advance of the adoption of the new local plan, having been developed through extensive engagement.
- 2.3. That the CCV, subject to any amendments the committee wish to make, be published on the Council's website and publicity be given to make people aware of its status.

3. Reasons for Recommendations

- 3.1. The CCV presents a clear and ambitious roadmap for change in the city centre and its immediate surroundings, building on existing and planned capital projects. It is designed to guide development, investment and decision-making over the next 20 years benefiting both the city and wider region. It is critical therefore that the new Local Plan fully reflects this so that it can enable the goals and objectives of the CCV to be delivered.
- 3.2. Until the new Local Plan is adopted it is important that planning decisions have due regard to the goals and objectives of the CCV, contributing towards where possible, and not compromising their delivery.
- 3.3. Given its use in planning decisions it is important that the document is publicly available.

4. Key Organisational Impacts

- 4.1. Impact on other Executive Committees (including Area Committees) and decision makers:
 - 4.1.1. The report is being considered by Planning Committee. While the report is not being considered by other committees, the CCV has been guided by a Member-led steering group including the Portfolio Holder for Regeneration.

- 4.1..2. An excerpt of the CCV was used at the UK Reif Annual Event in May to showcase the city and profile future investment opportunities to investors and developers. This was endorsed by the Portfolio Holder Regeneration who attended this event alongside the Leader of Hull City Council.
- 4.1..3. Members of the Council have also been invited to specific engagement workshops which considered the different opportunities and challenges facing the city, as part of the wider engagement programme.
- 4.1..4. The new Local Plan will allow further consideration by Members as it is progressed through relevant stages.

- 4.2. Contribution to the delivery of the Community Plan, the Council Plan and/or Area Plans:
 - 4.2..1. The CCV has considered the Community Plan and Council Plan in its preparation. It supports the Hull Community Plan's six key ambitions, including safe neighbourhoods, economic growth, and cultural heritage to ensure that the vision, objectives and ambitions of the CCV fully reflect these.
 - 4.2..2. The new Hull Local Plan will be a key enabler of the City Centre Vision. Early engagement on the new Hull Local Plan has already demonstrated how the ambitions and commitments of the Hull Community Plan can be embedded into the planning framework for the city. This will enable their delivery where this can take place through the development and use of land and buildings.

- 4.3. Impact on other key strategies/business plans:
 - 4.3..1. The CCV seeks to reflect and enable where relevant, key aspects of the wide range of strategies that the Council and its partners have produced, including Economic, Housing Growth and Culture & Heritage, ensuring a sustainable and environmentally friendly city.
 - 4.3..2. Building on existing and planned capital projects, the CCV provides a 20-year roadmap for investment and prioritisation, benefiting both the city and wider region to:
 - 4.3..3. Provide certainty for investors, developers, local businesses and communities.
 - 4.3..4. Set out a clear path for achieving the wider economic and social growth for a flourishing city centre, building on the principles and supporting the delivery of the ambitions within the Community Plan, Council Plan, Economic Strategy and other strategy documents.

- 4.3..5. Form a spatial baseline for City Centre focused policy within the emerging Local Plan, including principles to inform Development Management moving forward.
 - 4.3..6. To inform market engagement for development opportunities, demonstrating current pipeline and future investment opportunities
 - 4.3..7. Allow Hull City Council resource and funding to be focused on immediate priorities
 - 4.3..8. Representatives from all relevant Council departments have been engaged in production of the CCV as have key stakeholders responsible for production of relevant sub regional strategies
- 4.4. Equalities Impact Information
- 4.4..1. The Equality Access Manager has been a part of the broader project team guiding the CCV production.
 - 4.4..2. From the project inception in September 2024, the project team embarked on a thorough baseline analysis process. This included a sustainability and social value analysis undertaken by Greengage to ensure that the Vision for the city is climate adaptive, inclusive and carbon conscious.
 - 4.4..3. In terms of addressing social exclusion, the CCV programme was designed to draw in and contribute to groups that may feel excluded or are harder to reach through more general engagement activities.

5. Consultation

- 5.1. This engagement was undertaken in accordance with the principles laid out in Hull City Council's policy and approach to involving communities, as set out in the Hull City Council Statement of Community Involvement (SCI) - July 2021. This included:
 - Ensuring that involvement in planning is open to everyone
 - Avoiding the use of jargon and where this is not possible, producing complementary 'laypersons guide' documents to support engagement.
 - Maximising opportunities to engage more widely with stakeholders and local communities using a range of different technologies and digital platforms. Workshops were hosted at a number of community and volunteer organisations with the aim of gathering more in-depth feedback from harder to reach groups.

- Engagement was undertaken in collaboration with Hull City Council’s Insight and Democratic Services teams to ensure corporate standards were met throughout the engagement.

5.1.1. Engagement activities have sought to be as broad and inclusive as possible. The commissioned CCV team included specialist engagement staff who have sought to engage as wide a spectrum of people in the production of the CCV.

6. Background

6.1. The City Centre Vision (CCV) sets out Hull’s ambition for creating a vibrant, inclusive and sustainable city centre that meets the needs of everyone who lives, works, visits and invests here. It builds on the unique character and strengths of the city, while addressing current challenges and unlocking new opportunities for growth and improvement.

6.2. The CCV document is presented at Appendix A to this report, and this offers the opportunity for Members to endorse the document as an ambitious roadmap for change in the city centre and its immediate surroundings, both as the basis for developing planning policy and land allocations in the emerging new Local Plan, and as a material consideration to inform future decisions on planning applications, albeit initially carrying only a limited weight due to its non-adopted status.

6.3. The CCV document sets out the broad objectives and proposals for what it seeks to achieve. The objectives include:

- Unlocking investment potential and buildings case for investment;
- Providing a comprehensive view of change across the city centre with bold moves and key interventions;
- Promoting and strengthening the identity of Hull as Yorkshire’s maritime city, celebrating its heritage;
- Strengthening and expanding upon the existing pipeline of capital project activity;
- Using existing assets to create opportunity through increased collaboration and partnerships;
- Harnessing devolution opportunities with the establishment of the Hull and East Yorkshire Combined Authority (HEYCA) unlocking substantial funding and opportunities for regionally significant projects, decision-making and prioritisation based on local economic and social needs.

6.4. The CCV document provides a Vision statement and outlines key drivers that support the Vision. The Vision drivers help to inform a series of investment

initiatives and catalyst projects to meet the vision statement and deliver positive regeneration within the city centre. The vision and drivers are set out below:

Hull, Yorkshire's maritime city and the UK's green energy capital a creative place to live, work, play with:

..an innovative city centre, which provides space for the exchange of knowledge, skills, trade, culture and energy.

..a resilient city centre, which is robust in its response to climate resilience with water management and nature enhancement a key priority in its development.

..a productive city centre, which is ensuring green industry jobs support the economy and reestablish a strong workforce within the city centre, reinforcing Hull's identity as a city of makers.

..a healthy city centre, where active travel is the primary means of moving to and from the city centre, through green, playful and safe streets and spaces for all people fostering a city centre that champions culture and learning.

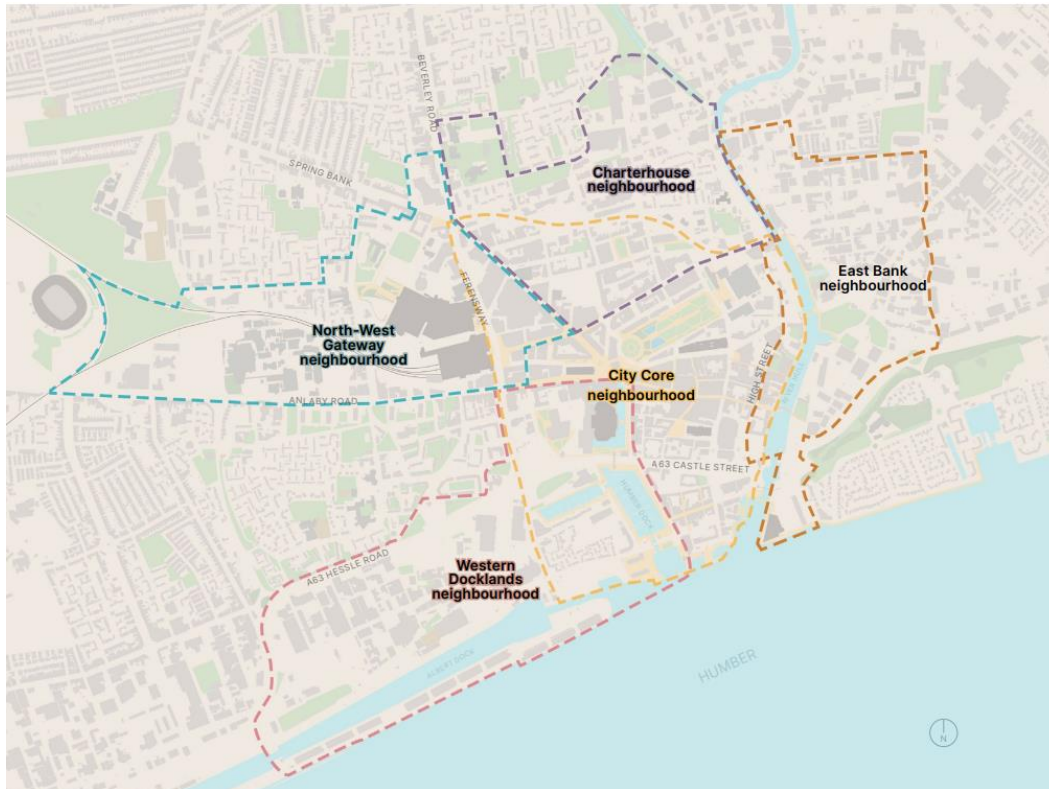
..a creative city centre, where Hull's creative talent is nurtured and celebrated, through thriving cultural and creative spaces showcasing its independent spirit.

..a liveable city centre, with more opportunities to live within active and vibrant neighbourhoods within an expanded city centre, offering greater choice and a more viable environment for development.

..a distinctive city centre, which continues to celebrate the city's maritime heritage, unique architectural details and emerging contemporary styles through new development.

6.5. A series of catalyst projects have been identified in partnership with the Council and its key stakeholders, to determine the strategic projects which have the potential to have a transformational effect across the whole city centre.

6.6. The CCV also identifies peripheral areas around the core of the city centre as neighbourhoods and outline how they can play a role in achieving some of the key objectives of the Vision.



6.7. Further review of the opportunities and challenges of the vision, and the catalyst sites and neighbourhoods, are considered in the following section

7. Issues for Consideration

7.1 Key challenges and opportunities identified in the CCV include the following:

- Reinforcing Retail and Leisure – the CCV recognises the challenges facing the high street affected by evolving retail trends, accelerated by the Covid-19 pandemic. As the amount of retail, and number of anchor shops has reduced, the city centre will need to diversify to maintain footfall. The CCV guides the shift towards a diversified retail and leisure offer, with a consolidated retail core and a balance of job creation, residential growth and enhanced visitor and leisure offerings.
- Diversifying the City Centre Economy - the city's strategic location and industrial capacity position it as a potential clean power and innovation hub, building on its maritime strengths and offering opportunities in technology and creative industries. The CCV promotes the development of adaptable workspaces and the creation of employment opportunities expanding the medi-health and green economy businesses. While much activity takes place outside the city centre, the CCV aims to increase opportunities and the attractiveness of working in Hull and living in the city centre.
- Creating a Liveable City Centre – the CCV plans for a significant increase in the number of residents living in the city centre. The CCV identifies opportunities for housing delivery, prioritising purpose-built developments to achieve the required

scale and quality. Catalyst sites across the city centre will accommodate diverse housing types and densities. The CCV also prioritises high quality public spaces and amenities to enhance city centre liveability and promoting active lifestyles, with early projects such as East Bank setting the standard.

- **Strengthening the Cultural Offer** – the CCV seeks to build on Hull’s success as City of Culture in 2017. This requires a multi-faceted approach to drive footfall and attract inward investment. The proposals support the continued success of existing cultural institutions, such as the Ferens Art Gallery and Hull New Theatre, and encourage the development of new cultural and creative spaces, as well as the public art initiatives. A catalyst project (the Blue Loop) provides the opportunity to reconnect with the historic dock network, telling the story of Hull’s Old Town, whilst also providing a continuous active travel loop through the city – with links to art, culture, events and heritage.
- **Promoting a Sustainable Environment** – the CCV prioritises environmental resilience and sustainability reflecting Hull’s commitment to a net-zero carbon future and providing the ambition for new green and blue infrastructure interventions across the city. By managing surface water flooding and extreme temperatures, green and blue infrastructure can address climate resilience at the same time as creating publicly accessible open space which can enhance nature and biodiversity.
- **Improving Connectivity and Accessibility** – the CCV recognises the challenges posed by the A63 and other key transport routes around and across the city centre. The CCV prioritises improved connectivity and accessibility including active travel routes and the promotion of active lifestyles with pedestrian friendly initiatives such as the Blue Loop and the enhanced Trans Pennine Trail.

Phasing of opportunities

7.2. Building on existing and planned capital projects, the CCV provides a 20-year roadmap for investment and prioritisation. The CCV sets out how catalyst projects and development of neighbourhood areas will enable delivery of identified projects and opportunities . Broad phases of activity have been identified and are set out as follows:

A. Existing in-construction pipeline

7.3. This includes a portfolio of development projects across the city centre including the Maritime projects, Queens Gardens, A63 upgrades and Levelling Up Fund supported projects including Monocle. These works are currently in the hands of contractors with completion dates within the next 12-18 months. These all involve short-term, impactful project delivery.

B. Short-term investment priorities

7.4. These are sites already earmarked as priority investment opportunities, and which have begun feasibility work or developer procurement. These projects are led by Hull City Council or in partnership with the private sector. Note that some are identified as catalyst projects within the Vision document reflecting their significance for further strategic growth priorities.

- East Bank – Hull City Council and Homes England promoted scheme. Development Agreement with English Cities Fund (ECF) signed in May 2025 for 850 homes.
- Albion Square – Development procurement exercise commenced in May 2025.
- Paragon – Residential Development opportunity currently subject to master-planning exercise led by Hull City Council.
- Other allocated and identified development sites, such as the Fruit Market Final Phase. This involves Wykeland, working with Hull City Council as the freeholder. This is the final phase of the successful Fruit Market development.

7.5. This list does not reference all projects which may come forward during this period, including those with existing planning consents. Delivery of the projects set out in paragraphs 7.3 & 7.4 above are essential to setting the pace and quality of delivery and establishing a proof of concept for city centre living and Council's commitment to deliver the Vision.

C. Further Catalyst Projects and Key moves

7.6. These projects are not currently subject to in-depth development feasibility but are fundamental to the delivery of the strategic CCV. These include:

- Ferensway Innovation Corridor – this is intrinsically linked to Myton Street and Prospect Triangle.
- Myton Street – regeneration site catalyst project involving the Council's land asset and potentially also the NHS and Police site, subject to One Public Estate requirements. Scope for a landmark building on the corner of Ferensway and the A63.
- Prospect Triangle – first phase as part of the wider regeneration area, focussed on the sites at the junction of Ferensway and Freetown Way. Phase 1 likely to include a mixed-use scheme to be delivered by the private sector.
- Retail, including retail core consolidation and the evolution of Whitefriargate.
- Public realm improvements, including Blue/Green Loop and Freetown Way.

D. Neighbourhood and regeneration area development.

7.7. New city centre neighbourhood development beyond the immediate catalyst projects named above are a longer-term aspiration which will require a toolkit of

delivery support. Frameworks for these neighbourhoods are included in the Vision; however, delivery of a critical mass of development in these locations will be dependent on market-making activity delivered on key sites.

Key considerations for future plans

- 7.8. Degree of weight that may be given in planning decisions: currently the Vision offers a direction of travel and is intended to achieve broad consensus and a degree of certainty for investors, developers and landowners to encourage schemes that will support the Vision. The CCV as drafted has not been through the statutory processes required of a development plan document and cannot therefore be afforded equivalent weight under the plan-led system. Therefore, it cannot be formally adopted as a development plan document, but it can be used as a material consideration, in the determination of planning applications with the appropriate level of weight applied having regards to its status.
- 7.9. The Government have signalled their intention not to continue with Supplementary Planning Documents (SPDs) as part of the plan making suite of documents. The new Local Plan will be the appropriate vehicle to enable the delivery of the Vision through policy formulation and land allocations.
- 7.10. The city is facing a significant challenge after Government introducing a new standard method for calculating what has become a mandatory target. This has increased housing requirement from 620 per year in the current Local Plan to 993 as the mandatory target. The CCV presents options for potential housing mix and density for each of the identified neighbourhoods, as well as for residential development within the city centre, which guides the potential capacity of each area. These are not definitive and will rely on detailed planning and delivery of catalyst sites to bring momentum for development and transformation of the areas defined as new neighbourhoods.
- 7.11. Delivery of the quanta of housing suggested by the Vision will depend on significant step changes in the property market. There is identified capacity for around 11,000 dwellings that could provide opportunities for development across phases of the lifespan of the Vision. A key role of the Vision however is to direct moves that will create new property markets and so further capacity is predicated on these actions being successful.
- 7.12. It is likely therefore that a larger proportion of identified capacity will come forward later in the plan period, certainly beyond 2030, as momentum builds and as the phases identified above proceed. Depending on the success of initial catalyst sites and resulting confidence the potential capacity of neighbourhood areas could increase further as current landowners realise the potential.
- 7.13. The CCV sets out the roles of Hull City Council, the private sector and public sector in delivering the Vision including investment via devolved funding arrangements.

- 7.14. Opportunities for central funding support are outlined in the CCV to facilitate development and accelerate housing delivery and strategic development. The pipeline presents the potential phasing for the delivery of the Vision reflecting the status and progress of projects including early investment opportunities. An indicative programme outlines steps for the delivery of catalyst projects.
- 7.15. Exact timescales for placemaking and infrastructure works are to be determined but have been included to indicate how they can facilitate development in adjacent neighbourhood areas.

Year (FY)	Project / Activity
<u>FY 2025-2026</u>	Completion of current on-site activity (including Levelling Up Funded projects), A62 Upgrades. Eastbank Development Agreement (May 25) Albion Development Procurement completion (FY26).
<u>FY 2027-2030</u>	Start on site and delivery at: Albion Square Eastbank Colonial Street Identification of development partner at Myton Street and commencement of phase 1 of Ferensway Innovation Corridor Whitefriargate Improvements.
<u>FY 2031-35</u>	Delivery of wider Myton development area Completion of the Blue Loop Completion of phase 2 of Ferensway Innovation Corridor Phase 2 of Eastbank comes forward. Freetown Way upgrades
<u>FY 2036 -2040</u>	Eastern Docks Neighbourhood development Charterhouse Neighbourhood development
<u>2041-2045</u>	Continued neighbourhood development

8. Options and Risk Assessment

- 8.1. The CCV has been prepared with significant engagement from a wide range of parties including developers, investors and landowners. It has also been steered by senior officers and Members. It is therefore seen as representing significant consensus as to an appropriate direction for how the city centre and surrounding new neighbourhoods could develop over the next 20 years.
- 8.2. The CCV does not commit the Council to any specific obligations – the intention is that it guides a direction of travel that gives some certainty to all parties involved in the development of the city centre, including people new to the city, so is as much about clarity of messaging, with future obligations being committed to through separate projects – as is already happening at East Bank and Paragon.
- 8.3. The CCV will still need to be progressed through the prescribed plan making process so that the new Local Plan can fully enable its objectives. This itself provides further opportunity to work through and engage on the final makeup of specific policies and allocations.
- 8.4. The CCV has been prepared with funding from Government and if significant issues are raised with the document that cause delay to the existing programme, then this could result in extra cost being incurred. Planning Committee have been engaged in the process, and it is hoped that the considerations above provide assurance that the CCV as presented can be accepted as presented subject to any necessary amendments that can be addressed within the existing programme.
- 8.5. Caution should be exercised in the weight to be attached to CCV as, if challenged by appeal it is very likely that Planning Inspectorate will only attribute a low weight to the document. Thus, some objectives of the CCV that rely on the Local Plan may be undermined in the short to medium term until the new Local Plan progresses through statutory plan making stages, and starts to carry more weight prior to the full adoption of the plan.

9. Comments of the Monitoring Officer (Town Clerk)

- 9.1. The City Centre Vision describes a long-term spatial vision for the city centre and is informed by extensive research, analysis and engagement with communities and stakeholders. The report outlines the main components for the development of the City Centre and acts as a guiding document to inform the scope and content of the emerging Local Plan.
- 9.2. As the Local Plan review is in its preliminary stages, and given the un-adopted nature of the City Centre Vision, only limited weight can be afforded to it when determining planning applications.
- 9.3. As elements of the report are introduced into the Council's policies and the emerging Local Plan, they will be subject to further scrutiny and as such, as

this stage present no real risk to the Council. Having said this, as per 9.2 above, at present caution should be exercised in the degree of weight to be attached to the City Centre Vision, especially when compared to the National Planning Policy Framework, the existing Local Plan and Supplementary Planning Guidance.

9.4. Overall, the document provides a useful framework for developing policies and allocations for the city centre and immediate surroundings in the emerging new Local Plan.

9.5. Recommendations at Paragraph 2 are supported

10. Comments of the Section 151 Officer (Director of Finance and Transformation)

10.1. The content and recommendations of the report are noted. The report outlines the aims and ambitions for the city centre and will service as a direction of travel informing the emerging local plan. Delivery of these ambitions is dependent upon new investment that the CCV recognises will be via a range of delivery models. The recommendations are supported.

11. Comments of the Assistant Director OD & HR and compliance with the Equality

Duty

11.1 The Assistant Director of OD and HR notes the report in which the CCV sets out the ambition for creating a vibrant, inclusive and sustainable city centre that meets the needs of everyone who lives, works, visits and invests in Hull. A comprehensive Equality Impact Analysis Tool has been completed by officers.

12. Comments of Overview and Scrutiny

12.1 This decision has not been subject to pre-decision scrutiny (Ref, Sc8847

Director of Regeneration – Chris Jackson

Contact Officer: Roger Gray / Simon Mounce Telephone No.: 612614

Officer Interests: None

Background Documents: - Appendix A – City Centre Vision Final Draft June 2025

Implications Matrix

This section must be completed and you must ensure that you have fully considered all potential implications

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

If there are no implications please state

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	N/A
Value for money considerations have been accounted for within the report	N/A
The report is approved by the relevant Director/Assistant Director	Yes
I have included any procurement/commercial issues/implications within the report	Yes
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	N/A
Any human rights implications are included within the report	N/A

I have included any community safety implications and paid regard to Section 17 of the Crime and Disorder Act within the report	N/A
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 considered how the decision may contribute or impact on culture and heritage within the city.	Yes
I have included information about how this report contributes to the Community Plan/ Area priorities within the report	Yes
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.	N/A