

Housing growth and renewal

Aim:

To manage housing growth and renewal to meet the diverse housing needs of the entire community.



Section C

Objectives

- to ensure that housing growth supports the JSP development strategy and the sub-area priorities
- to promote more efficient use of land and buildings for housing
- to support a sequential approach for managing housing land provision



6 Housing growth and renewal

6.1 This chapter sets out housing provision requirements for the JSP sub-areas and the administrative areas of Hull and the East Riding, and provides a framework for establishing and managing a supply of land for housing.

Introduction

6.2 A diverse range of housing issues and needs are present across the area, as summarised in Chapter 3, including high and low demand for housing, population loss and in-migration pressure, deprivation and relative affluence, and varying degrees of access to services and facilities. Sub-area profiles in Chapter 4 highlight that the urban, rural and coastal parts of the JSP area face their own pressures, although in some cases, these pressures are shared with other areas.

6.3 New housing and the improvement of existing housing has major social, environmental and economic implications. There is clearly a need to provide sufficient homes to accommodate a growing and changing population. New housing can also contribute significantly to improving local economic conditions, helping to meet the current and future demands of the workforce. It can help to sustain shops, facilities and transport services. As a major user of land, housing creates significant demands on environmental resources, particularly land and water.

6.4 The JSP's housing policies provide a fundamental way through which the Plan's strategy will be delivered. Both *Planning Policy Guidance (PPG) 3 - Housing* and *Regional Planning Guidance (RPG) for Yorkshire & the Humber* provide a key framework for this, requiring local planning authorities to:

- place priority on re-using previously-developed land within urban areas, bringing empty homes back into use and converting existing buildings, in preference to the development of greenfield sites;
- prepare urban potential studies to inform their development plans;
- follow a search sequence in identifying sites for housing, which starts with the re-use of previously-developed land and buildings within urban areas, then other suitable infill within settlements, then urban extensions, and finally around nodes in good public transport corridors; and
- regularly monitor, review and manage the release of housing land.

Housing provision

6.5 RPG sets out housing provision requirements for its constituent strategic planning areas. This process has taken into account technical aspects such as:

- the implications of household projections and migration trends;
- the effects of improved economic performance;
- anticipated clearance and demolition programmes; and
- reducing the levels of vacancies in the region by 2016.

6.6 RPG requires 2240 additional dwellings per annum to be provided in the Hull and East Riding strategic planning area. The housing figures in RPG are expressed as annual averages to provide benchmarks for monitoring. Advice in RPG on the Humber sub-region (referred to in paragraph 5.2)

states that this level of provision in Hull and the East Riding should be sufficient to reflect the anticipated level of economic activity associated with the Humber Trade Zone and Objective 2 initiative areas. It should also ensure that we make the most of urban potential and allow development to meet local needs in rural areas. RPG generally seeks to achieve an appropriate relationship between the location of housing and employment, and it is anticipated that there will be a reduction compared to past building rates in rural areas.

6.7 The JSP seeks to use the distribution of house building as a positive tool to deliver the vision, aims, sub-area priorities and development strategy of the Plan. Collectively these form an overall strategy. This strategy has been framed to deliver the national and regional emphasis on both urban and rural renaissance in a way that is appropriate to the characteristics and needs of the JSP area. The JSP approach to housing numbers is strategy driven.

6.8 The JSP does not question the level of requirements set out in RPG. Both Authorities supported this level at the Public Examination of RPG. Accordingly, over the period 1998 – 2016, it is proposed that the full RPG housing provision will be accounted for. The JSP seeks to move from current/past trends, to meeting the RPG requirements in a way that supports the delivery of the JSP strategy. The assumptions that the RPG requirements have been based upon have also been examined in the JSP approach (particularly that the level of provision should be sufficient to support realisation of benefits from the Humber Trade Zone and the Objective 2 status, and the maximisation of urban potential opportunities).

6.9 The main test of the JSP is the strategy it puts in place for the long-term sustainable development of the area. Difficult decisions have had to be made to support this and bring about a major change in direction. The distribution and level of housing provision is one of the most fundamental decisions in this respect. A change in balance in housing provision between the East Riding and Hull is required to deliver not only the JSP strategy but the regional and national strategy of urban and rural renaissance. The establishment of the Housing Market Renewal Pathfinder highlights the problems faced in Hull and importantly the need for planning policies to enable the renewal and renaissance of major urban areas (particularly those that play a sub-regional role).

6.10 The key target for strategic planning policy is to set out and deliver a more sustainable strategy. Two plan periods for housing have been used to help implement this. In strategy terms, the first plan period is a key period (2003-2009) to enable change to happen. The proposed graduated increase in provision provides a management framework designed to help completion levels in Hull increase over time, whilst not overly constraining development in the East Riding. Mechanisms have been put in place to achieve delivery, including the Pathfinder and Citybuild, Hull's Urban Regeneration Company.

6.11 Additional requirements in the first plan period would bring more pressure at that stage to identify further greenfield sites. This could further undermine redevelopment and renewal efforts in Hull and also in other towns such as Goole and Bridlington. It would also be contrary to the objectives of the Pathfinder and the national emphasis in the *Sustainable Communities White Paper* to tackling the most acute problems of low housing demand and abandonment in England.

6.12 The regeneration initiatives are in their early stages. However, the JSP strategy has to take a long-term view and these initiatives reflect a national imperative to tackle the problems of urban areas. Monitoring will assess the success of these approaches over time and provide the basis for making any necessary adjustments to the JSP strategy, and the associated housing provision requirements.

6.13 A full review of the level and distribution of house completions will be undertaken in 2006. This will consider completions over the period 1998 to 2006. This date is considered to be an appropriate one given the proposed adoption of the Regional Spatial Strategy in the same year. Any shortfall over this period will need to be accounted for in subsequent years and this should be focussed (in accordance with the overall thrust of the JSP development strategy) in the Central sub-area.

6.14 Kingswood is identified on the Key Diagram as a strategic housing site. This reflects the scale of the opportunity and the fact that it is likely to provide housing over the entire plan period. The importance of this proposal to the ongoing renaissance of the City is also a factor in its identification as a strategically important site.

6.15 The overall role of the JSP is to provide strategic guidance as to how the RPG housing provision requirement should be addressed and distributed across Hull and the East Riding. The approach, which is set out in Policy H1 and in Table 6.1, builds on the RPG approach, the JSP sub-area priorities (Chapter 4), the JSP development strategy (Chapter 5) and the results of both Hull's and the East Riding's Strategic Urban Potential Studies (which were both carried out in 2000). The principles underlying this approach are explained in more detail in Table 6.2 and the issues and implications for each sub-area are discussed in Table 6.3.

Policy H1

- (a) Over the period of the Plan from 2003 to 2016, provision will be made for annual average additions to the housing stock as set out in Table 6.1.**
 - (b) In 2006, a review of progress will be undertaken and an adjustment made for any shortfall in actual completions from the level of provision set out in RPG12.**
 - (c) A shortfall will arise if, in the period from 1998 to 2006, the actual completions in the Hull administrative area, when added to the JSP level of provision for the East Riding, fall short of the aggregate of the RPG average annual provision for the whole of the JSP area during that period.**
 - (d) The amount of the identified shortfall will be added to the level of provision allocated to the Central sub-area for the remainder of the plan period.**
 - (e) Land at Kingswood is identified as a strategic housing site. Development at this site will continue throughout the entire plan period, supporting the role of the sub-regional urban area, the wider Central sub-area and in particular the renaissance of the City. The output of this area should be limited to 200 dwellings per annum, unless there is a further need for greenfield land.**
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Table 6.1: Housing provision requirements by administrative area and sub-area								
Year	2003	2004	2005	2006	2007	2008	2009	2010-2016
Administrative areas								
Hull	850	900	950	1000	1050	1100	1150	1200 p.a.
East Riding	1200	1150	1100	1050	1050	1050	1050	1050 p.a.
Sub-areas								
Central	1400	1400	1400	1400	1450	1500	1550	1600 p.a.
<i>Hull</i>	<i>850</i>	<i>900</i>	<i>950</i>	<i>1000</i>	<i>1050</i>	<i>1100</i>	<i>1150</i>	<i>1200 p.a.</i>
<i>East Riding</i>	<i>550</i>	<i>500</i>	<i>450</i>	<i>400</i>	<i>400</i>	<i>400</i>	<i>400</i>	<i>400 p.a.</i>
Eastern	200	200	200	200	200	200	200	200 p.a.
Western	150	200	250	250	250	250	250	250 p.a.
Northern	300	250	200	200	200	200	200	200 p.a.
TOTAL	2050	2050	2050	2050	2100	2150	2200	2250 p.a.

Table 6.2: JSP housing distribution approach

Graduated approach

The proposed total level of house completions in Table 6.1 builds up to the level required in RPG by 2009. RPG acknowledges that “annual rates may vary in some parts of the region over time”. The Plan, Monitor and Manage approach in PPG3 seeks to move away from a ‘predict and provide’ approach. The graduated approach seeks to move from current/past trends in the JSP area to the RPG requirements, in a way which supports the delivery of the JSP strategy. The RPG requirement is not questioned in the JSP but is examined and used as a key tool in the delivery of a more sustainable strategy for the area. Further justification for this approach is that:

- overall levels of house completions in recent years across the JSP area have been below the level required by RPG – in only three years out of the past thirteen have levels gone above 2000;
- economic benefits resulting from the Humber Trade Zone and Objective 2 initiatives will take time to materialise; and
- time will be required to achieve a step change in regeneration efforts and realise development opportunities from previously-developed land and buildings.

Two plan periods

To implement the graduated approach and enable readjustments to be made during the whole plan period, two distinct time periods are used, as follows:

- the first period runs from the deposit date of the Plan (2003) to 2009, allowing time for the change in direction required to be achieved;
- the second period runs from 2010 through to the end of the RPG period (2016) and will be informed by a full review of the JSP (this may be subsumed into the preparation of regional/sub-regional spatial strategies).

Adjustment mechanism

Both authorities are committed to ensuring that sufficient levels of new housing are provided to satisfy the RPG housing requirement. Annual monitoring will ensure that deviations from the proposed rate and distribution of housing can be identified and that appropriate action can then be taken. It is proposed that a full review of housing completions will be undertaken in 2006 following the publication of the adopted version of RSS. Any shortfall identified over the period 1998 – 2006 will be accounted for in subsequent years. This will be focussed in the Central sub-area.

Level of Provision

Relative to the RPG requirement, the JSP makes an under-provision of around 1000 dwellings in the first plan period 2003 – 2009. In response to this shortfall:

- Figures for the administrative area of Hull for this period should not be regarded as maximum targets and higher levels of completions will be encouraged to support the renaissance of the City. All other sub-area housing figures are regarded as upper limits for both Plan periods.
- Additional provision in Hull may account for the shortfall over the first Plan period, dependent on the success of regeneration efforts.
- Provision requirements for the Central, Northern and Western sub-areas are 'stepped' during the early part of the first period to allow for a more gradual change in direction.
- The review proposed for 2006 will allow for re-adjustment of the housing figures if this is deemed necessary.

Sub-area priorities

The distribution of housing provision requirements represents a functional area approach which seeks to ensure that housing integrates with economic, social and environmental concerns, in delivering the Plan's strategy and meeting the various sub-area priorities. In particular, this should:

- focus most housing development on the Central sub-area, but with a significant change of balance between Hull and East Riding (i.e. higher levels of completions in Hull);
- maintain a level of provision that supports regeneration and housing market renewal in the Eastern sub-area, in the absence of any likely significant employment growth;
- plan for an increased level of provision in the Western sub-area, in response to the strategic economic and regeneration focus on this area; and
- reduce the level of provision in the Northern sub-area to achieve a slower rate of housing growth than in recent years.

Demolition and redevelopment

Major clearance/redevelopment schemes in Hull are at an early stage, but will likely involve a much higher level of demolitions than currently accounted for in RPG. This will contribute towards providing land for new development over the second half of the JSP period. The clearance programme will largely involve the loss of unpopular and obsolescent housing that does not, or is unlikely in the future, to play an active part in the housing market. As such:

- one for one replacement of proposed clearance properties has not been accounted for in the first half of the Plan period;

- monitoring will be required to firmly establish the extent, nature and implications of clearance/redevelopment programmes to assess the impact on the housing provision for the second half of the Plan period; and
- the preparation of a Regional Spatial Strategy to replace RPG will provide a regionally consistent approach for accounting for demolitions and vacancies.

Deliverability

The priorities for action identified for each sub-area (Chapter 4) and the emphasis in the development strategy on the sub-regional urban area (Chapter 5) both recognise that there are significant problems to be overcome to deliver the major change in approach that the JSP represents. The supporting text to Policy H2 (paragraph 6.18) also recognises the constraints to development and identifies necessary actions. The JSP is a long-term strategy and is heavily reliant on change being realised. The current situation is important but should not be used as a reason to prevent a change in direction. Importantly:

- the Strategic Urban Potential Study for Hull demonstrates that there are significant housing re-development opportunities in the City;
- the establishment of the Housing Market Renewal Pathfinder and the Urban Regeneration Company provide nationally prioritised mechanisms for resourcing and achieving the delivery of these opportunities;
- planning strategies need to be aligned with, and support, the objectives of housing market renewal and the redevelopment of previously-developed land and buildings; and
- the graduated approach to housing provision through the JSP takes account of market conditions.

Urban extensions

The JSP does not rule out the identification of urban extensions. The development strategy (Chapter 5) and Policy H3 provide a mechanism through which LDFs should sequentially review and allocate land. This does not rule out urban extensions being identified within a sequential approach. Policy H3 seeks to ensure that sites are identified in support of the sequential approach in RPG 12 and PPG3. For example for the sub-regional urban area Policy DS1 does not preclude urban extensions and Table 6.3 advises that further greenfield allocations may be required in the second plan period for the Central sub-area. In summary:

- Policy H3, Table 6.4 and paragraphs 6.20 to 6.23 provide guidance on the allocation/de-allocation of any land for housing through LDFs.
- Table 6.3 demonstrates that in each of the sub-areas it is not necessary, certainly in the first Plan period, to identify urban extension sites.
- This strategic stage of development plan preparation is not site specific.
- LDFs provide the means to identify sites in the light of up-to-date information on urban potential and land supply, in support of the strategy and policies of the JSP.
- The adjustment mechanism referred to above and set out in Policy H1 may necessitate the release of further greenfield urban extensions.

Table 6.3: Sub-area implications

The JSP housing provision requirements will result in a change in house building patterns in the area. These are demonstrated below by comparing past house completion rates to those envisaged at the beginning and at the mid-point of the JSP period.

In the **Central sub-area**, house completion levels have varied considerably over the last ten years, ranging in Hull from between about 400 to over 1000 a year and in East Riding from 400 to over 900. Since the mid 1990's, completions have generally been declining in Hull, although the most recent figure for the year ending mid-2002 is much higher at around 800. In both Hull and the East Riding, there are significant existing greenfield commitments.

Considerable levels of development have already taken place at Kingswood (in north Hull) including housing, employment, leisure and retail uses. Further

development at Kingswood will help to support the regeneration of the City. In the East Riding, there are some significant greenfield sites, including sites without consent in settlements not included in the JSP development strategy.

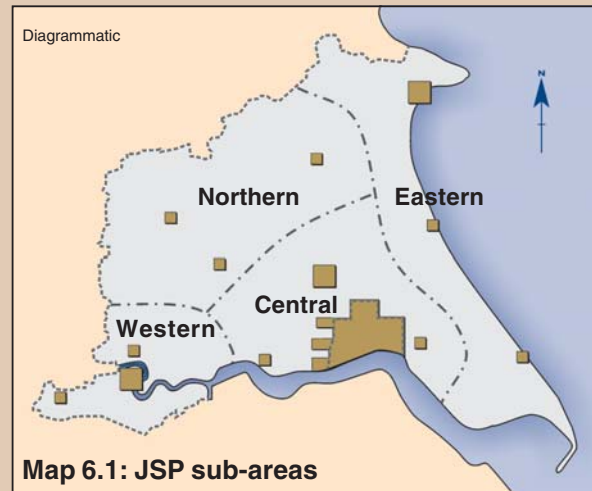
Given the very close relationship between housing issues within the City and in the rest of the Central sub-area, it is considered that a Joint Local Development Document (LDD) (see paragraph 6.22) is required in relation to housing delivery. Key issues in preparing this LDD will be:

- no further greenfield allocations are likely to be required for the first part of the Plan period and the need for sites in the second period will largely be dependent on the success of bringing sites forward in Hull;
- there is a need to bring forward opportunities identified in Hull's *Strategic Urban Potential Study* to realise the significantly higher housing provision requirement in the City;
- where possible, the rate of greenfield release should be controlled, in both Hull and the East Riding, to support the development of brownfield opportunities (for example, annual average completions of around 200 houses are proposed at Kingswood throughout the entire Plan period); and
- there is a need to review existing allocations in accordance with the JSP development strategy.

In the **Eastern sub-area**, house completion rates have fluctuated between 1991 and 2001, from about 90 to over 300 dwellings. There is a large existing supply of housing sites, either with planning permission or without planning permission but allocated in a local plan. Opportunities to realise urban potential have been identified, particularly in Bridlington and also in Hornsea and Withernsea. Key issues arising for the Local Development Framework are that:

- it is very unlikely that there will be a need for any additional housing allocations to be made throughout the whole of the JSP period; and
- given the large stock of greenfield housing land that does not have planning permission, there will be a need to review existing allocations in accordance with the JSP development strategy.

House completion rates have historically been low in the **Western sub-area** although they have recently started to rise above 100 dwellings per annum. The existing supply of housing land in



this sub-area roughly equates to its requirements for the whole JSP period. This includes urban potential opportunities, primarily in Goole. Key issues arising for the Local Development Framework are that:

- it is very unlikely that there will be a need for any additional housing allocations to be made for the first JSP period, although the need may arise in the second period;
- whilst most of the existing housing land is well located in relation to the JSP development strategy, there is scope to control the release of greenfield sites to support the emphasis on Goole as a principal town and prioritise the use of previously-developed land and buildings.

In the **Northern sub-area**, house completion rates have climbed over the last decade, with levels ranging from 200 to 500 dwellings. This area has experienced the fastest rate of increase of housing development. Some urban potential opportunities are evident, particularly in Driffield, and in Market Weighton and Pocklington. There is a sufficient supply of housing land to last throughout the whole JSP period. Key issues arising for the Local Development Framework are that:

- it is very unlikely that there will be a need for any additional housing allocations to be made throughout the whole of the JSP period;
- the existing supply of housing land needs to be developed over a longer period than currently planned for; and
- there is a need to review existing allocations in accordance with the JSP development strategy.

JSP sub-areas	Average annual completions 1991-2001*		Average annual completions 1997-2001*		Proposed average annual completions 2003-09		Proposed average annual completions 2010-16	
Central	1430	69%	1320	64%	1440	69%	1600	71%
<i>Hull</i>	690	33%	540	26%	1000	48%	1200	53%
<i>E Riding</i>	740	36%	780	38%	440	21%	400	18%
Eastern	230	11%	240	12%	200	10%	200	9%
Western	80	4%	100	5%	230	11%	250	11%
Northern	340	16%	400	19%	220	11%	200	9%
JSP total	2080	100%	2060	100%	2090	100%	2250	100%

* all figures based on mid-year periods except for 1991-95 in Western sub-area (calendar figures)

The sub-area implications reinforce the need for **annual monitoring** to assess whether any under (or over) provision is occurring in relation to the housing provision requirements of Policy H1. Policy H1 specifically requires a full review of house completions in the JSP area in 2006. Any shortfall identified at this stage will be accounted for in subsequent years with a focus for further development in the Central sub-area. Opportunities identified through Hull's *Strategic Urban Potential Study* should provide for a significant proportion of the total housing requirement in the Central sub-area over the first Plan period. For the second Plan period, a contribution from clearance and redevelopment sites, together with more complex urban potential opportunities, will be required to sustain the level of anticipated housing completions in Hull. This will require a step change in regeneration efforts. If this does not materialise, a greater contribution will be required from the East Riding parts of the Central sub-area, in line with the sequential approach set out in Policy H3 and/or an early review of the Plan.

Promoting more effective and efficient use of land for housing

6.16 RPG sets out a provisional target that 50% of the JSP area's housing requirements should be met through the use of previously-developed land and buildings. The results of Hull's *Strategic Urban Potential Study* confirm that there is considerable scope for new housing in the City (potential for approximately 8,400 new houses), with much of this on brownfield land (84%). The main concentrations of opportunity are found in and around the City Centre. There is scope to achieve a high recycling target for brownfield development in the City. Over the last 5 years, approximately 55% of all completions in the City have involved brownfield opportunities.

6.17 Whilst no new major sources or large tracts of disused land within settlements have been identified, the East Riding's *Strategic Urban Potential Study* demonstrates a relatively smaller, but important, contribution from a range of different sources of potential. Importantly, the study demonstrates that past levels of windfall development can continue in the future. The study estimated that a quarter of the total housing supply in the East Riding involves brownfield opportunities. Recent monitoring (between April 2001 and September 2002) indicated that a quarter of house completions in the East Riding were on previously-developed land.

6.18 The delivery of urban potential is a critical issue. Bringing forward such opportunities can be difficult due to the cost involved and the lack of confidence in areas of low market demand. Pro-active planning including, where appropriate, the development of area-based action plans, greater financial incentives, land assembly and infrastructure provision can bring about change. There is a particular need for intervention within Hull to assemble large sites, tackle site constraints, increase market confidence and co-ordinate development opportunities on an area wide basis.

6.19 The Strategic Urban Potential Studies have been prepared to inform the JSP. The studies recognise that further work will be required to develop a more comprehensive picture of urban potential to inform the preparation of Local Development Frameworks (LDFs). This work should be co-ordinated with the employment land reviews required by Policy EC5 in this Plan. More detailed and site specific consideration can be given to issues such as physical constraints, market demand and densities.

Policy H2

(a) More effective and efficient use of land in the settlements identified in Policies DS1-DS3 will be supported by bringing forward previously-developed land and buildings for redevelopment, especially those identified in the Strategic Urban Potential Studies. The following targets will apply:

(i) at least 70% of new dwellings in Hull should be on previously-developed land and buildings; and

(ii) at least 30% of new dwellings in the East Riding should be on previously-developed land and buildings.

(b) The Strategic Urban Potential Studies will continue to be developed to provide a comprehensive basis for preparing Local Development Frameworks.

Managing the housing land supply

6.20 The JSP development strategy (Chapter 5) and the housing provision requirements (Policy H1) provide a change in direction for the future identification and development of housing land. The implications of the housing provision requirements all point towards the need to closely plan, monitor and manage housing provision across the whole JSP area. Both PPG3 and RPG set out a clear sequential approach for LDFs to follow for the selection of sites for housing development. Policy H3 provides a strategic interpretation of the sequential approach set out in PPG3 and RPG to guide the review, allocation and release of housing land in the JSP area. The sequential approach in the JSP area is applied at the sub-area level ensuring that identified needs and priorities within each of the sub-areas are adequately addressed. The scale and type of development envisaged within each of the settlements identified in the sub-areas is established through the provisions of Policies DS1 – 3. This is illustrated in the Table 6.4.

	Within Settlements		Extensions			
Sequential Approach by sub-area	Previously developed land etc	Other suitable infill within settlements	Sub-regional urban area	Principal Towns	Towns	Public Transport Nodes
Central	1 st	2 nd	3 rd	4 th	5 th	6 th
Northern	1 st	2 nd			3 rd	4 th
Eastern	1 st	2 nd		3 rd	4 th	5 th
Western	1 st	2 nd		3 rd	4 th	5 th

6.21 For example, within the Central sub-area, priority will be given to previously-developed land and buildings, then to other suitable infill opportunities within the identified settlements, then to urban extensions around the sub-regional urban area, then to extensions around the principal town – Beverley, then to urban extensions around other towns – Elloughton/Brough and Hedon and then, if necessary, around nodes in good public transport corridors.

6.22 The JSP housing provision requirements raise the need to review existing housing allocations in current local plans, to ensure that they are in accordance with the overall development strategy and sub-areas' priorities. This review may lead to the need for de-allocations and/or new allocations. Managed release approaches provide a mechanism by which the housing provision requirements of the JSP can have a more immediate effect. Common approaches to monitoring and managing the release of housing land will be required between both authorities. The preparation of a joint LDD dealing with housing issues in the Central sub-area will assist in delivering the desired outcome of the JSP (see Table 6.3).

6.23 When applying the sequential approach, other policies in the JSP will need to be considered in terms of identifying land that helps to support the overall development strategy. In particular, due regard will need to be given to strategic public transport corridors and interchanges (Policies T5 and T6), strategic centres (Policy EC1) and to environmental assets and constraints as discussed in Chapters 10 and 11.

Policy H3

In order to ensure that the scale and location of development supports the JSP development strategy, and that the rate of development is in accordance with the housing provision requirements set out in Policy H1, a sustainable approach will be adopted to:

- (i) review existing housing allocations and lapsed planning consents with a view to dispensing with sites which no longer conform with the strategy of the JSP; and**
- (ii) identify any new land for housing development that might be required, manage the release of housing land and minimise environmental impact.**

A sequential approach will be applied at the sub-area level. Within each sub-area, priority will be given to the use of previously-developed land and buildings, followed by other suitable infill in the identified development strategy settlements. Where sufficient land in these categories cannot be found to meet the requirements set out in Policy H1, consideration should be given to urban extensions to these settlements in the priority order established through Policies DS1 – 3, followed if necessary by sites around nodes in good public transport corridors.

Housing renewal

6.24 Poor housing stock conditions are one of the biggest problems facing the Yorkshire and Humber region. Solutions to housing renewal need to be tailored to local circumstances, and should involve the community in deciding the best approach. Measures can involve retention and improvement of the existing housing stock and/or clearance and redevelopment. These approaches offer the scope to achieve a better range of size, tenure and quality of housing. When considering the level and type of intervention required, in some cases it is likely that significant areas will need to be cleared in order to address issues of poor reputation and to create a viable area for new development. In other cases a more selective approach to clearance will be appropriate. Demand for housing does not just rely on the quality of the housing itself but on wider quality of life issues. Factors such as the quality of the residential environment, educational standards, public safety and proximity to a range of services and facilities are also important. Housing renewal needs to be seen within a wider economic, social and environmental context.

6.25 Within the JSP area, housing problems are particularly acute in Hull, as acknowledged by the establishment of the Housing Market Renewal Pathfinder project. A key part of Hull's urban renaissance agenda is to tackle the City's empty homes problem by reducing the number of 'unpopular' properties and 'right-sizing' the City's housing stock. Current estimates suggest that it will be necessary to remove at least 10,000 houses from the City's existing housing stock. This programme has already started and is intended to run over a 10-year period. The programme presents a fundamental opportunity to remodel and improve significant parts of the City, which are currently blighted by a series of socio-economic and environmental problems. Clearance provides the opportunity to provide a greater mix of uses, for example, through creating new open spaces, employment uses and community facilities. This should help to foster more inclusive and vibrant neighbourhoods, helping in turn to improve the overall image of the City. In appropriate locations, 'urban villages' will be promoted.

6.26 Renewal issues are also evident in and around Goole and along the coast in Bridlington and Withernsea. Goole has, in parts, a prevalence of pre-war small terraced houses with low property value, and has the characteristics of a housing market that is failing. Average house prices are

particularly low in Withernsea and Bridlington, where three quarters of the houses in multiple occupation in the East Riding are located. The regeneration of Bridlington is a priority, with proposals for the development of a marina intended to stimulate economic regeneration in the town. SRB funding in Bridlington and in Goole has in recent years supplemented housing investment in private sector stock. Further investment is required to build upon this past housing investment and to support continued regeneration.

Policy H4

The renewal and improvement of the existing housing stock should be supported, within a wider approach of improving the image and attractiveness of areas with low housing demand. Clearance and redevelopment should be undertaken where retention is not viable or where it assists the wider regeneration of an area.

Density

6.27 Higher density development can help to make more efficient use of land and can contribute towards creating and/or supporting vibrant places. PPG3 suggests a minimum target of 30 dwellings per hectare (dph) with encouragement given to development achieving between 30-50 dph. Locations with good public transport accessibility such as cities, towns, district and local centres, or around good quality public transport corridors, offer scope for higher density levels. Local character should play a key role in determining appropriate densities and achieving high standards of design (see Chapter 9). The quality of new development should make a positive contribution towards the appearance of the surrounding area. The density of existing housing areas will often also be a significant factor in determining density targets for new housing development. In areas of very high density housing, it may not always be appropriate to encourage further high density, as this may simply exacerbate issues associated with 'town cramming'.

6.28 Over and above identifying what land is most appropriately developed for housing, one of the ways of ensuring most efficient use of land is by promoting well designed higher density development. Within Hull, average densities in new housing development have exceeded the PPG3 minimum target in recent years. Hull's *Strategic Urban Potential Study* highlights, however, the scope to significantly increase average densities across the City. Density targets have been established at 160 dph within the City Centre, and at 90 dph around the edge of the City Centre. Elsewhere in the City, a range of densities will be required depending on the ease of access to both public transport and other services and facilities. The minimum density target proposed in the City is 35 dph.

6.29 Settlements across the East Riding vary significantly in character and as a consequence, the application of density targets needs to reflect this in a sensitive manner. The density targets established in the East Riding's *Strategic Urban Potential Study* reflect the local presence of public transport services and other services and facilities. Each of the identified settlements has been divided up into five 'density bandings' based on walking distances (up to 800m) to the rail stations, bus stations/hubs, defined shopping centres and strategic bus routes. Density targets ranging from 30-75 dph have been established, based on the ease of access to each of these features, with higher density housing being promoted in locations with access to all four features.

Policy H5

High-density housing development will be encouraged particularly where there is good access to public transport services and to other services and facilities. Development should contribute to achieving a high standard of design on site and in the surrounding area.

Creating more inclusive communities

6.30 PPG3 indicates that local planning authorities should encourage the development of mixed and balanced communities by avoiding the creation of large areas of housing of similar characteristics. It is also important to provide for the needs of an ageing population and the increasing number of single households. Housing Needs Assessments provide a means to establish local requirements and integrate housing strategies with LDFs.

6.31 The need for a greater mix of housing sizes, types and tenures is particularly evident in Hull, where concentrations of smaller and increasingly unpopular housing in both the private and public sector stocks are contributing towards housing market failure. The lack of larger houses is often highlighted as a reason for people choosing to leave the City. Housing renewal initiatives such as those referred to in paragraph 6.25 represent a valuable opportunity to achieve a better mix of housing.

6.32 The north-west of the East Riding is strongly influenced by the housing market in York, where property prices are extremely high. The areas of the East Riding to the west of Hull and in and around Beverley also have higher than average property prices – very high in some areas. The provision of affordable housing is a particular priority in these areas. The issue of affordability does not arise to the same extent in Hull and Goole where there is already a high proportion of low cost housing. As the provision of affordable housing should be linked to local needs, LDFs provide the appropriate level at which any targets should be set.

6.33 Although housing mix and in particular affordable housing are major factors in achieving more inclusive communities, there are other fundamental elements that need to be considered. Chapter 7 highlights the importance of town and city centres to people living in the JSP area for jobs, services and facilities. Local facilities and services are also very important to people's quality of life. There is a need to maintain and secure the widespread and accessible provision of local facilities and services. Although local provision does not guarantee local use, it is vital for people without access to a car or with mobility problems, and can encourage more trips by foot or by bike. Where such facilities are considered to be necessary, they will be required through the provisions of Policy DS7.

Policy H6

New housing development should provide for a mix of housing types, sizes and tenures to meet the differing and changing housing needs of local communities. Local Development Frameworks should establish targets for the provision of affordable housing based on an assessment of local needs.

Housing in rural areas

6.34 The JSP development strategy establishes that most new housing development should be located in or adjacent to the settlements identified by policies DS1 to DS3. Policy DS4 allows for limited development to take place in smaller settlements and villages to meet local needs. Housing developments in such areas will largely be to provide affordable homes.

6.35 Poor access to facilities for people living in more rural areas is a cause of deprivation in the JSP area. Many rural communities face pressures relating to limited public transport services and the need to secure the future of local services such as post offices, public houses, village halls, health services, schools and shops. In certain cases, small-scale market housing development can help to meet local needs and support the viability of local services.

6.36 Infill developments, building conversions and the use of previously-developed land can all provide appropriate small-scale opportunities to sustain local communities. Sustainable development principles should still apply to these smaller sites, with a priority on locations that are well related to public transport services, local employment opportunities and that can help to retain local facilities. Care needs to be taken to ensure that the overall effect of any provision does not undermine the overall development strategy. In particular, careful consideration will need to be given to ensuring that new housing development does not result in unacceptable long distance commuting by car.

Policy H7

Housing development in existing villages should meet an identified local need, particularly for affordable housing but also to support existing village services. Development should be limited in scale, with a preference given to previously-developed sites, infill plots and conversions. Development that would result in unacceptable long distance commuting will be resisted.

Table 6.5: Monitoring table - Housing growth and renewal				
Policy	Indicator	Target	RPG link	Implementation
Housing provision (H1)	Number of dwelling completions p.a. Number of demolitions % of dwelling demolitions that are obsolescent	As set out in Table 6.1	H1 H5	LDFs, managed release
Promoting more effective and efficient use of land for housing (H2)	% of dwelling completions on previously-developed land and buildings	70% in Hull and 30% in the East Riding	H1 H2	LDFs, managed release, urban potential studies
Managing the housing land supply (H3)	% of dwelling completions in the sub-regional urban area and principal towns, towns and in smaller settlements and the countryside % of dwelling completions that are within walking distance of the strategic public transport corridors % of dwelling completions that are within walking distance of strategic centres	Establish baseline data and set appropriate targets	H2 H3	LDFs, urban potential studies, LTPs
Housing renewal (H4)	Housing vacancy rate Number of unfit dwellings	3.5% by 2016 Reduce	H5	Pathfinder, Citybuild, Empty homes strategies, housing strategies
Density (H5)	Average density of new housing developments	To be determined by LDFs	H1	LDFs, urban potential studies
Creating more inclusive communities (H6)	Number of completions by size, type and tenure Number of affordable housing completions	To be determined by LDFs	H4	LDFs, Pathfinder, housing strategies, housing needs assessments
Housing in rural areas (H7)	As per relevant indicators in H3 and H6	As per relevant targets in H3 and H6	H2 H3 H4	East Riding LDF, housing strategies, housing needs assessments

