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Report of the Environment and Design Group

Report to: Chief Planning Officer

Date: 19th October 2017

Subject: The designation of the Grand Quarter Conservation Area and the adoption of the Grand Quarter Conservation Area Appraisal and Management Plan

Are specific electoral Wards affected? If relevant, name(s) of Ward(s): City and Hunslet	⊠ Yes	□No
Are there implications for equality and diversity and cohesion and integration?	☐ Yes	⊠ No
Is the decision eligible for Call-In?	☐ Yes	⊠ No
Does the report contain confidential or exempt information? If relevant, Access to Information Procedure Rule number: Appendix number:	☐ Yes	⊠ No

Summary of main issues

- 1. This report seeks the designation of the Grand Quarter Conservation Area and the adoption of the Grand Quarter Conservation Area Appraisal and Management Plan as non-statutory planning guidance.
- 2. The draft proposed boundary and a draft version of the Grand Quarter Conservation Area Appraisal and Management Plan have been through a public consultation process that ended on 7th August 2017.

Recommendations

- 3. Designate the proposed Grand Quarter Conservation Area boundary, as shown on the attached plan (Appendix 2), with effect from 20th November 2017.
- 4. Adopt the Grand Quarter Conservation Area Appraisal and Management Plan (attached as Appendix 3) as non-statutory planning guidance (and as such with weight as a material consideration) with effect from 20th November 2017.

1.0 Purpose of this report

1.1 This report seeks the designation of the Grand Quarter Conservation Area and the adoption of the Grand Quarter Conservation Area Appraisal and Management Plan as non-statutory planning guidance.

2.0 Background information

- 2.1 Local planning authorities are under a legislative duty to review conservation area designations and to designate new conservation areas where the need arises. There is also a legislative duty to formulate and publish proposals for the preservation and enhancement of conservation areas (commonly known as a Conservation Area Appraisal and Management Plan), endorsed at the local level in saved UDP policy N22, the Leeds Core Strategy and reflected in the form of the NPPF. These needs have to be prioritised given staff resources and wider Council aims.
- 2.2 In the case of the Grand Quarter, the proposal to designate a conservation area to recognise the area's historic and architectural importance forms part of the Council's regeneration focus on the area. A Stage 1 bid for a Heritage Lottery Fund (HLF) Townscape Heritage scheme will be submitted in December 2017. To be eligible for this funding stream the area must be a designated conservation area. Consultation has shown that there is strong support for designation of a conservation area here.

3.0 Main issues

3.1 The proposed Grand Quarter Conservation Area and Conservation Area Appraisal and Management Plan are the result of fieldwork and analysis of the area by officers to assess the characteristics of the area that forms an important part of the historic city centre. The boundary is proposed to ensure that the special architectural and historic interest of the area is recognised, preserved or enhanced.

4.0 Corporate Considerations

4.1 Consultation and Engagement Background

- 4.1.2 The proposed Grand Quarter Conservation Area boundary and Appraisal and Management Plan were subject to a consultation process described below (Appendix 1), with a public consultation taking place from 10th July to 7th August 2017, including an exhibition at the Central Library and a public meeting.
- 4.1.2 Legal advice has been sought on previous conservation area designations, particularly in relation to the Human Rights Act. It was held that the extension of conservation was not an infringement of Article 1 of the first Protocol "the peaceful enjoyment of a person's possessions" provided that this right was taken into account when decisions were made.
- 4.1.3 Whilst conservation area appraisals are not Supplementary Planning Documents it is considered that consultation undertaken between 10th July and 7th August 2017 aligns itself with the requirements of the Statement of Community Involvement and

will give the document considerable weight in decision making. Details of the consultation process, responses and actions taken in light of the responses are included in Appendix 1.

Results of Consultation

4.1.4 The consultation response shows support for the proposed Conservation Area and Appraisal and Management Plan. Of the 10 written responses received seven were supportive, one was not supportive, two provided information and recommended boundary amendments but did not express support or opposition. A number of boundary amendments and changes to the Appraisal and Management Plan were made in response to comments received – see Appendix 1 for details.

4.2 Equality and Diversity / Cohesion and Integration

4.2.1 Legal Services have been asked to advise on the requirement for Equality Impact Assessment (EqIA) for a programme of conservation area appraisals and their advice is that they should be subject to screening. It was agreed that all conservation areas, whether new or being reviewed, should be subject to EqIA screening. The guidance and screening document assists with assessing whether the function is relevant to equality, diversity, cohesion and integration. The use of the screening document provides a record of both the process and decision. The benefit of this is that where it is concluded that an EqIA is not required, there is evidence to demonstrate that this was considered at the relevant time.

4.3 Council policies and City Priorities

4.3.1 Character assessments and management plans will be prepared and reviewed for conservation areas and other areas of significance. Within conservation areas, development will be assessed against the respective conservation area appraisal and the Council will seek to conserve those elements which have been identified as contributing to the special interest of that conservation area.

4.3.2 Core Strategy Policy P11: CONSERVATION

The historic environment, consisting of archaeological remains, historic buildings townscapes and landscapes, including locally significant undesignated assets and their settings, will be conserved and enhanced, particularly those elements which help to give Leeds its distinct identity:

Link to corporate priorities:

Culture (CU1) - Increased participation in cultural opportunities through engaging with all our communities.

Harmonious Communities (HM1) - More inclusive, varied and vibrant communities through empowering people to contribute to decision making and delivering local services

Harmonious Communities (HM2b) - An increased sense of belonging and pride in local neighbourhoods that help to build cohesive communities.

Business Outcome (BO2) - We are an intelligent organisation, using quality information to commission better outcomes.

National Planning Policy Framework;

Paragraph 127. When considering the designation of conservation areas, local planning authorities should ensure that an area justifies such status because of its special architectural or historic interest, and that the concept of conservation is not devalued through the designation of areas that lack special interest.

4.4 Resources and value for money

- 4.4.1 The review process was undertaken by the Conservation Team in-house with support from Regeneration colleagues from Asset Management and Regeneration. No additional funding was required.
- 4.4.2 Designation of the conservation area may result in additional enquiriessuch as additional planning permission applications covering works that would normally be regarded as permitted development, additional tree works enquiries and additional conservation advice requests. However, this additional work is expected to be limited due to the existing limited permitted development rights given the predominantly commercial use of the area, the limited number of unprotected trees in the area and the existing levels of conservation advice already required in the area due to the need to consider the impact of development on the setting of the existing listed buildings.
- 4.4.3 Designation of the conservation area is a requirement for eligibility for the HLF Townscape Heritage scheme which is being applied for in December 2017. If successful this would bring heritage-led regeneration funds into the area to regenerate this area of the city centre.

4.5 Legal Implications, Access to Information and Call In

4.5.1 Under Part 3 Section 3E of the Council's Constitution (Officer Delegation Scheme (Executive Functions)) the Chief Planning Officer has authority to discharge any function of the Executive in relation to the authority's role as a local planning authority including those specifically relating to Conservation Area functions including the designation and review of Conservation Area Appraisals and Management Plans as set out in the body of the report.

4.6 Risk Management

- 4.6.1 The significant risk of not designating the Grand Quarter Conservation Area and not adopting the Appraisal and Management Plan is that the Council may fail to identify and protect the special architectural and historic character of the Grand Quarter area.
- 4.6.2 The Council are working up a Stage 1 bid for a Heritage Lottery Fund (HLF) Townscape Heritage scheme due to be submitted in December 2017. If the Grand Quarter Conservation Area is not designated the area will not be eligible for this funding which is proposed to be the keystone to the Council's regeneration focus of the area.

5. Conclusions

- 5.1 The assessment of the Grand Quarter area has produced proposals for a conservation area boundary and a Conservation Area Appraisal and Management Plan which identifies what the special architectural and historic character of the conservation area are and how to preserve or enhance it.
- 5.2 There is a legal requirement for Local Planning Authorities to review conservation area designations and to designate new conservation areas where the need arises. There is also a legislative duty to formulate and publish proposals for the preservation and enhancement of conservation areas. The assessments set out in the body of the report have concluded the requirements to adopt the conservation area boundary as well as the appraisal and management plan.
- 5.3 The conservation area proposal is a fundamental element of the Council's regeneration focus on the Grand Quarter area. The area must be a designated conservation area to be eligible for the HLF Townscape Heritage scheme for which a Stage 1 bid is being worked up for submission in December 2017.
- 5.3 During consultation support for the proposals was demonstrated and a number of amendments have been made in light of the feedback received (see 4.1.4 and Appendix 1).

6.0 Recommendations

- 6.1 Designate the Grand Quarter Conservation Area boundary, as shown on the attached plan (Appendix 2), with effect from 20th November 2017.
- 6.2 Adopt the Grand Quarter Conservation Area Appraisal and Management Plan (Appendix 3) as non-statutory planning guidance (and as such with weight as a material consideration) with effect from 20th November 2017.

7.0 Background documents¹

7.1 None.

8.0 **Appendices**

Appendix 1: Grand Quarter Conservation Area Appraisal consultation responses

Appendix 2: Grand Quarter Conservation Area proposed boundary

Appendix 3: Grand Quarter Conservation Area Appraisal and Management Plan.

Appendix 4: Extracts from the Stage 1 Heritage Lottery Townscape Heritage

scheme Stage 1 Bid submitted August 2016

¹ The background documents listed in this section are available to download from the Council's website, unless they contain confidential or exempt information. The list of background documents does not include published works.

APPENDIX 1 – Grand Quarter Conservation Area and Appraisal and Management Plan consultation

SUMMARY OF CONSULTATIONS

Heritage Lottery Townscape Heritage scheme consultation for the Stage 1 bid of August 2016

In August 2016 the Council submitted a Stage 1 Bid to the Heritage Lottery Fund for a Townscape Heritage scheme for the Grand Quarter area. This bid was unsuccessful but the Council were advised to reapply and are currently working on the revised Stage 1 bid to be submitted in December 2017. To be eligible for this heritage-led regeneration fund the area must be a designated conservation area and the Council's intention to designate the Grand Quarter Conservation Area subject to public consultation was an integral part of the August 2016 bid. The submission included an earlier draft of the appraisal and management plan and a Delegated Decision Notice agreeing the public consultation for the designation of the conservation area and adoption of the appraisal and management plan.

The connection between the Townscape Heritage scheme and the need for the area to be a designated conservation area was made clear in the extensive consultation that was carried out by Regeneration colleagues for the bid. Business and property owners in the area, wider city stakeholders and the public were involved in the consultation. The bid submission included the findings of this consultation and letters of support from significant stakeholders in the area and wider city (see Appendix 4 for details). The key findings were that there was strong support for the bid which was dependant on the area being designated as a conservation area - 96% of respondents were supportive of 'the proposal set out to regenerate the area and submit a Townscape Heritage bid'.

Conservation area designation and appraisal and management plan consultation 2017

Local Ward Members – City and Hunslet

Councillor Elizabeth Nash Councillor Patrick Davey Councillor Mohammed Iqbal

Councillor Judith Blake - Leader of the Council and Executive Member for Economy and Culture

Councillor Richard Lewis - Portfolio holder

Councillor Elizabeth Nash - Heritage Champion

Councillor Yeadon – LGT&ON/Culture – (public consultation notification only)

Councillors were consulted as part of the internal consultation process (5/4/17) and provided with the internal draft appraisal and management plan and made aware of the forthcoming public consultation and were invited to make comments.

They were again consulted as part of the public consultation (6/7/17) and provided with a link to the public consultation draft of the appraisal and management plan and made aware of the public meeting.

No responses received.

Internal Leeds City Council

Internal draft consultation - 5th April 2017 Chief Planning Officer Head of Development Management City Centre Planning Team Leader

Principal Planning Officer Policy and Performance Manager Senior Asset Management Officer Head of Strategic Planning
Economic Development Programme Leader
Group Manager (Environment and Design)
Landscape Team Leader
Design and Conservation Teams Leader
Head of Arts and Events
Head of Regeneration
Executive Manager Regeneration
Economic Development Manager
Senior Economic Development Officer
Principal Regeneration Officer x2

Senior Regeneration Officers x2
Regeneration Officer
Regeneration Support Officer
Chief Officer Highways Transportation
Transport Development Services Manager
Principal Transport Planner
Principal Engineer Traffic
Principal Engineer Highways Development
Deputy Head of Land and Property
Principal Land and Property Officer
Parks Technical Officer

Public consultation draft consultation - 6th July 2017

Director of City Development
Chief Planning Officer
Chief Officer Economy and Regeneration
Head of Regeneration
Chief Officer Service Development

Head of City Centre Management Grand Quarter Project Team Special Heritage Buildings Board European Capital of Culture 2023 Officer

Officers were consulted as part of the internal consultation process (5/4/17) and provided with the internal draft appraisal and management plan and made aware of the forthcoming public consultation and were invited to make comments.

Officers were again consulted as part of the public consultation (6/7/17) and provided with a link to the public consultation draft of the appraisal and management plan, made aware of the public meeting and invited to comment.

Responses received: strongly supportive response from a Senior Regeneration Officer, minor amendments to the draft appraisal and proposed boundary recommended by Regeneration Officers

Stakeholder consultations

24th April 2017 – representatives of key stakeholders in the area were invited to a presentation about the proposed conservation area boundary and appraisal and management plan. In attendance were Council Officers from Regeneration, Conservation and Land and Property, Leeds Grand Theatre, Opera North, and Town Centre Securities PLC.

There was general support for the proposals, minor queries regarding the proposed boundary and a recommendation that consultation be widened out to the existing External Stakeholders Group for the area.

6th June 2017 - A second stakeholders consultation was undertaken. All 33 members of the Grand Quarter External Stakeholders Group were invited. The group is made up of local business tenants, citywide stakeholders including Leeds BID and Council Officers.

Peter Baker from the Civic Trust was the only attendee and was supportive of the proposals.

Public consultation

The public consultation ran from the 10th July 2017 until the 7th August 2017.

A direct mailing was sent to all businesses and property owners and separately hand-delivered to all properties falling within the proposed conservation area boundary advising them of the proposal, consultation, exhibition and public meeting and how to have their say.

A public exhibition was available in the Central Library for the consultation period including a display of the key messages of the draft appraisal and management plan, paper copies of the document, guidance leaflets and consultation response forms.

Paper copies of the appraisal were also available to view at Planning Reception during the consultation period.

The draft conservation area appraisal was available online for the consultation period together with the response form and details of how to take part in the consultation process.

The proposed conservation area and public consultation was advertised with a press release (which received coverage), through the Council's social media channels and through Snap Survey.

A public meeting was held at St John's Church, July 25th, 6pm. Approximately 11 people attended. This included a presentation by the Conservation Officer outlining the proposed conservation area boundary, reviewing the origins and evolution of the area and assessing its present-day special character. This was followed by a summary of the proposed management plan action points to preserve or enhance the area and a discussion on the implications of designating a conservation area. The presentation was followed by a question and answer session. A Regeneration Officer was also available for informal discussion and enquiries following the presentation and Q&A. Discussions included: the Council-owned units on New Briggate and Merrion Street and why these units had been long term vacant and what the proposals were for them in the future, comment that the technical language of the appraisal was a barrier for the general reader, suggestions regarding the proposed boundary, interest in the possibility of heritage-led regeneration grants, anti-social behaviour in the area was raised as an issue, the potential for the reuse of the shelter / gatehouse building in Merrion Gardens, concern about the shopfronts and signage along New Briggate and queries about what can be done, whether the work authorised and why has the Council allowed it to get like it is and tolerated it.

Additional consultation following public consultation comments

In light of the comments received as part of the public consultation (see below) a number of additional properties are proposed to be brought into the Grand Quarter Conservation Area – the former chest clinic (Richer Sounds), properties on Cross Belgrave Street. A direct mailing (29/9/17) was sent to all owners and occupiers of the properties involved providing details of the revised proposed conservation area boundary, giving a link to the public consultation draft appraisal and management plan, information leaflets about conservation areas and trees in conservation areas, a feed-back form and providing details of how to have their say with a deadline of 12/10/17.

No comments were received.

CONSULTATION RESPONSE

Details of each response received in writing, and its associated consideration and action, can be seen below.

No.	Name	Response	Comment	Action
1	J Douglas	Information provided – suggesting that the buildings opposite the Grand Theatre were designed by William Bakewell 1874-5 and were originally known as St Anne's Buildings, consisting of six shops with a hotel above originally called The Exchange Hotel. Described by The British Architect as in the Flemish Gothic style – the dormers are original. Comment on the run down state of the property and the 'dreadful signage' but that 'it's a rather good block'	Followed up the British Architect article reference. On closer reading the architectural description does not match the surviving buildings in this location or in the rest of the street. The Exchange Hotel suggests the block may possibly have been on the north side of the street but closer to the Headrow as the Corn Exchange is marked on historic maps in the rear yards of the Headrow plots.	No further action
2	R Greenland LS17 6NU	Has followed the conservation area proposals with interest. Agrees there is great potential to improve this part of the city centre, recognises the 'great quality' of	Supportive. Comments mainly to do with public realm and highways opportunities that are currently being considered and designed and will be consulted on	No changes to the appraisal – public realm enhancements covered. Forward email to Highways colleagues

separately. Also with potential many of the buildings. and team working on Leeds 2023 opportunities public realm project for again being progressed and the area. Concerned with the setting of the consulted on separately. Grand Theatre particularly in relation to traffic. Encourages proposals to be more ambitious around the opportunities to redesign the street, to lessen the dominance of motor vehicles. Wants consideration to be given to pedestrianisation as part of a redesign of the local road network, perhaps by making Vicar Lane two way. Concerned that efforts to create 'shared space' won't be sufficient, particularly if the road remains a major bus route. Thinks that 'the potential for New Briggate to become a 'cultural square' with the Grand at its heart is very exciting'. Also that the creation of such a square could be a fantastic Leeds 2023 project' 3 Leeds Civic 'Very supportive' of the proposed Supportive. Proposed conservation area and appraisal Conservation Area Trust boundary amended: and management plan Reassessed the proposed Former chest clinic boundary in light of the (Richer Sounds) and Recommends some additions to comments: Cross Belgrave Street the proposed boundary: include buildings included. the former chest clinic (Richer Agree that the former chest Boundary moved to the Sounds), include the buildings on clinic and Cross Belgrave southern side of Cross Belgrave Street (up to and Street buildings should come Harrison Street. including the Belgrave Chapel), into this proposed conservation include the Templar Hotel which area. However, the Templar they consider to be potentially at Appraisal and Hotel does not have a strong risk of demolition or major Management Plan enough area connection to alteration due to it being subject to amended to include justify extending the boundary a certificate of non-listing. 'These specific coverage of across Vicar Lane to include a buildings are all natural and the potential for single building. cohesive elements of this CA and enhancements to St we do not see any downside to John's Place and St The highway of Merrion Street their inclusion - it would create a John's Churchyard west does not form part of the 'cleaner' boundary. see amended 'Public special character of the area. realm and greenspace' Harrison Street, however, does, section of the Further boundary amendments framing important views to the Management Plan. suggested: Move the boundary church gateway. The proposed boundary at the Headrow end over the road to the other side on the west part of Merrion Street and of the street is related to the on Harrison Street to the south of character of the area - it the Grand Theatre. Move the incorporates the road where the southern boundary as far as the buildings of this character area Headrow, between the buildings begin. The corner buildings of to increase control of signage on New Briggate are of a distinctly the adjacent buildings and give different character relating to some control of pavements and the 1930s redevelopment of the road clutter to the whole of New Headrow. This area is being Briggate. considered as part of the review of the wider City Centre Management Plan should include Conservation Area. Highway specific proposals for the and public realm decisions will improvement of the rear of the need to take into account the buildings on New Briggate setting of the City Centre adjoining St John's churchyard and Conservation Area and the for St John's Place, particularly in proposed Grand Quarter anticipation of a possible future link Conservation Area if to Merrion Gardens. designated. Concerns in the latter location are Agree with comments regarding

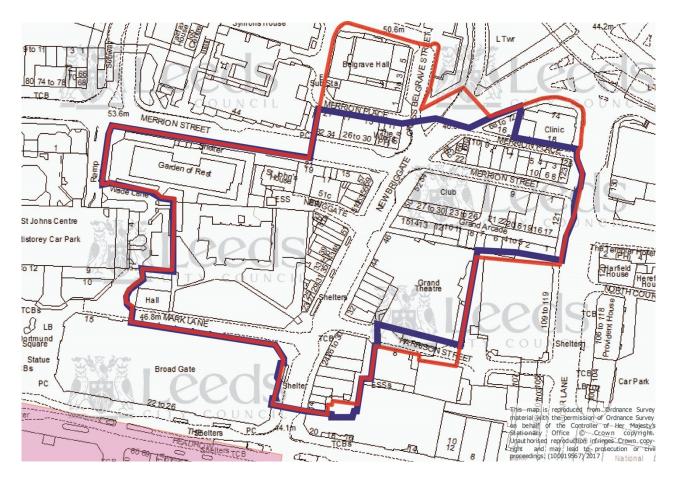
		bins and the boundary treatment at the west end. Potential here to close the area to vehicles except limited delivery times, allowing it to become a spill-out space for Nash's as in Merrion Street East. Would like to see specific encouragement for 'living over the shop' and full use of all floors of currently underused buildings. Would like the opportunity to consider and comment on future road changes 'which are a critical concern here'.	potential improvements at St John's Place and St John's Churchyard. Addressing vacancy and underuse of historic buildings in the area is already covered. 'Living over the shop' is one option but I wouldn't want to promote this over other, possibly more appropriate, uses such as offices or commercial use which are already seen in the area. Highways and public realm considerations are ongoing and will be separately consulted on.	
4	W Martin, LS23 6JZ	Agrees with the proposal to designate a conservation area in the grand Quarter district. Agrees with the special interest and key characteristics identified Agrees with the opportunities for enhancement identified Would like the clinic to be included in the proposed boundary 'About time something was done with the empty buildings that are part of the Grand Theatre Opera House complex'. 'And about time something was done re all the mish mash of shop signs on the opposite side of New Briggate'.	Supportive Agree that the former chest clinic should come into this proposed conservation area. Agree that vacancy and underuse of historic buildings in the area should be addressed – this is covered in the Appraisal and Management Plan. Agree that inappropriate shop signs should be addressed – this is covered in the Appraisal and Management Plan	Proposed Conservation Area boundary amended: Former chest clinic (Richer Sounds) included.
5	Anonymous	Doesn't agree with the proposal to designate a conservation area in the grand Quarter district – no reasons given. Doesn't agree with the special interest and key characteristics identified – no reasons given Doesn't agree with the opportunities for enhancement identified – no reasons given Doesn't agree with the proposed boundary – no reasons given. 'There is no point or purpose to these consultations. A 'plan' was proposed for Collingham in 2009 and within a decade we have seen a Tesco Express,	No specific comments provided regarding the proposed boundary or appraisal and management plan.	No further action

6	R Cooper LS13 1EE	intrusive belisha beacons and a large-scale prospect of low grade housing approved by Tory and Labour councillors alike. I have absolutely no faith or confidence in the Council to deliver anything. Agrees with the proposal to designate a conservation area in the Grand Quarter district. Agrees with the special interest and key characteristics identified Agrees with the opportunities for enhancement identified Agrees with the proposed boundary	Supportive	No further action
7	L Jackson, LS8 1HW	Agrees with the proposal to designate a conservation area in the Grand Quarter district — 'it's a good idea and long overdue look how tatty it is opposite the beautifully restored Grand Theatre'. Agrees with the special interest and key characteristics identified. Agrees with the proposed boundary — 'possibly Eastgate opposite Primark should be included and tidied up'. Would like to see New Briggate pedestrianised.	Supportive Eastgate will be reviewed as part of the wider City Centre Conservation Area review. Highways considerations are ongoing and will be separately consulted on.	No further action
8	L Kitching, Guiseley	Agrees with the proposal to designate a conservation area in the Grand Quarter district. Agrees with the special interest and key characteristics identified. Agrees with the opportunities for enhancement identified – particularly supportive of the possibility of heritage-led regeneration funding and hopes this can be followed up. Agrees with the proposed boundary. 'The question of 'traffic' and how to deal with it will, I believe, make or break the success of the scheme. Shared –space will be essential, with all the 'education' that entails!'	Supportive. Work ongoing for the Heritage-led regeneration bid. Highways considerations are ongoing and will be consulted on separately.	No further action

9	SA Jefford, Harrogate Road, LS17	Agrees with the proposal to designate a conservation area in the Grand Quarter district. Agrees with the proposed boundary	Supportive	No further action
10	L Paton, Asset Management and Regeneration, Leeds City Council	Consider amending the proposed conservation area boundary to incorporate the section of Harrison Street adjacent to the proposed Opera North improvements. 'There is potential for the section of road to form part of the public realm works'.	Agree with the recommended boundary changes.	Proposed boundary amended - boundary moved to the southern side of Harrison Street.

Appendix 2

Grand Quarter Conservation Area boundary as consulted, and as amended following public consultation and proposed



Public consultation draft Grand Quarter Conservation Area

Proposed boundary amended following public consultation

Existing City Centre Conservation Area (designated 1979, last amended 1983)

Appendix 3

Grand Quarter Conservation Area Appraisal and Management Plan

Appendix 4

Extracts from the Stage 1 Heritage Lottery Townscape Heritage scheme Stage 1 Bid submitted August 2016 showing consultation and support

- Appendix 6: New Briggate Vision Consultation Feedback Report July 2016
- Supporting Document 10: Letters of support