Report to the Full Council

26 February 2026

Wards: Central & Drypool

Proposed Wincolmlee Conservation Area

Report of the Executive Director for Regeneration

Report Status:
This item is not exempt

This is a key decision. The matter is in the Forward Plan

0062/25

1. Purpose of the Report and Summary

1.1. The report provides a summary of public consultation completed on the proposed Wincolmlee Conservation Area (WCA).

1.2. It makes recommendation for the proposed WCA to be adopted and provides adoption statement at Appendix B.

1.3. It recommends, upon designation, that a Character Appraisal and Management Plan for WCA should be produced to provide guidance on how the area can be regenerated and on planning requirements.

2. Recommendations

2.1. Members are invited to approve the:

2.1.1. The designation of Wincolmlee Conservation Area (see appendix A for the designated boundary map).

2.1.2. Publish an Adoption Statement, as detailed within Appendix B.

3. Reasons for Recommendations

3.1. The recommendations reflect the completion of public consultation and feedback received on the proposals to create a conservation area in Wincolmlee.

3.2. The adoption of the WCA are in accordance with section 69(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990, which states that from time to

time it should determine which parts of its area are of special architectural or historic interest the character or appearance of which is desirable to preserve or enhance and to designate these areas.

4. Key Organisational Impacts

4.1. Impact on other Executive Committees (including Area Committees) and decision makers:

4.1.1. East Area Committee (18 November 2025), North Area Committee (27 November 2025), Planning Committee (3 December 2025), Cabinet (15 December 2025) approved recommendations to adopt the new WCA and publish its Adoption Statement.

4.1.2. The Council's constitution requires that Full Council give final approval for the designation of a conservation area for Wincolmlee.

4.2. Contribution to the delivery of the Community Plan, the Council Plan and/or Area Plans:

4.2.1. By adopting the WCA the Council will comply with Ambition 6 of the Hull Community Plan 2024-2034 – 'Our Culture, Our Heritage Our City'. The WCA celebrates and identifies the unique characteristics of the industrial area of Wincolmlee. Its adoption would meet the objective of allowing the public to understand and appreciate the city's heritage.

4.3. Impact on other key strategies/business plans:

4.3.1. None identified.

4.4. Equalities Impact Information

4.4.1. The adoption of the WCA would introduce additional planning constraints for demolition and some external alterations. It is not identified that the WCA would introduce any requirements or impacts which would impact upon groups or individuals with a protect characteristic.

5. Consultation

5.1. Recommendation to undertake public consultation was approved by Cabinet in November 2024. Public consultation was subsequently completed between the 15 February and 31 March 2025. This included the display of site notices, issue of letters, and a press and social media release. Before the commencement of public consultation, a Land Registry search was made of all buildings and land within the proposed WCA to identify all relevant freeholders and leaseholders effected by the proposed conservation area designation. A letter was sent to all identified freeholders, leaseholders and occupiers to notify of the public consultation and to invite feedback. An in-person consultation session was held on the 25 February

2025 at the Humber Archaeology Partnership office. All forms of consultation were linked to the Hull Yoursay website, which included details of why the area was being proposed as a conservation area and how to provide feedback via an online survey form.

5.2. In summary, the following items of feedback were received:

5.2.1. In total 341 visits were made to the online portal with 55 surveys completed (see Appendix C for qualitative feedback).

5.2.2. A consultation response from Historic England (see Appendix D)

5.2.3. Seven attendees to a public meeting provided feedback – five from local business or property owners, and two from Hull Civic Society.

5.2.4. Three e-mails from effected properties were received asking to clarify the proposed boundary and the impact of potential planning constraints.

6. Background

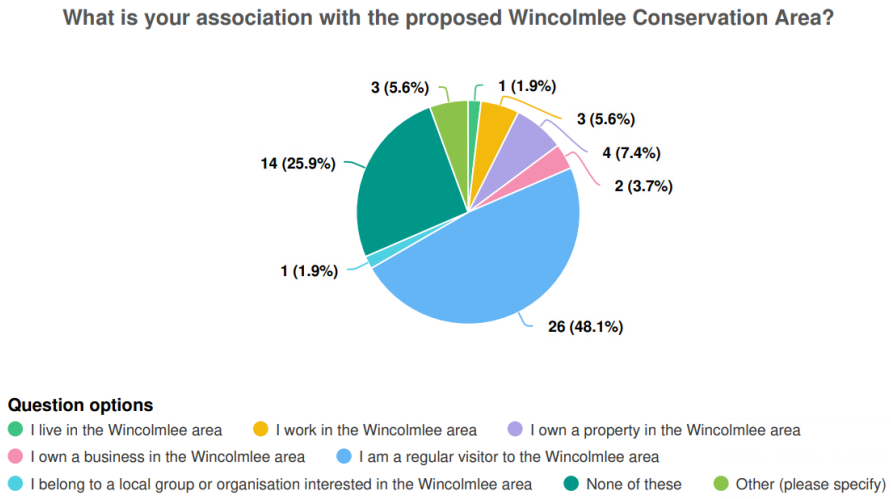
6.1. A full report was brought to Planning Committee on 19 November 2024 and to Cabinet on 25 November 2024. The report outlined the legislative and policy background for the adoption of a conservation area, the historic context of Wincolmlee, the reasons for adopting the proposed WCA and an indicative map of the proposed conservation area.

6.2. Recommendations to undertake public consultation on the proposed WCA were approved.

7. Issues for Consideration

7.1. <u>Public Consultation:</u>

7.2. The online survey identified that a majority of those who responded to the survey knew what a Conservation Area is, but with varying levels of knowledge of its impact. The data identified that three people had completed the online survey after receiving a letter, with the majority of responders visiting the Yoursay portal via social media or the local press coverage. The overall response from the online survey identified the following association with Wincolmlee:



7.3. Five visitors to the public consultation meeting were directly affected by the proposed WCA and raised relevant feedback relating to the proposed boundary of the conservation area and the impact of additional planning constraints.

7.4. Historic England (see appendix D) provided feedback that it is good practice to prepare a designation statement to include special interest, how this is experienced and what problems designation would help to resolve. This statement was provided within the Hull Yoursay webpage. The statement explained why the area had been identified as a potential conservation area, elements of its special interest, photographs of key buildings and the objectives of its designation.

7.5. <u>Overall support:</u>

7.5.1 Public feedback has resulted in an overall positive response to the adoption of the WCA, with a small number of objections.:

Overall, how much do you agree that Wincolmlee should be made a Conservation Area?				
Strongly Agree	Agree	Neither Agree or Disagree	Disagree	Strongly Disagree
30	16	2	5	12

7.6. Reasons for agreeing or disagreeing with the proposed WCA and individual elements of feedback are discussed in the following sections of the report.

7.7. <u>Special Interest:</u>

7.8. Paragraph 204 of the NPPF identifies that when considering the designation of conservation areas, local planning authorities should ensure that such status is justified 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.

7.9. Within their feedback Historic England support the principal of designating a Conservation Area for Wincolmlee.

7.10. The online survey response identified that 21 responders strongly agreed and 18 agreed that Wincolmlee is an area of special architectural or historic interest, with nine responders disagreeing and four strongly disagreeing with this statement. 23 responders strongly agreed and 17 agreed that it is important to preserve or enhance the character of Wincolmlee, with five responders neither agreeing or disagreeing, three disagreeing and six strongly disagreeing with this statement. As such, the principle that Wincolmlee contains special interest is accepted, with a low level of disagreement.

7.11. Negative qualitative feedback (see Appendix C) comments identified that Wincolmlee is an 'ugly unkempt area' and that the time for designation is too late, due to demolitions and condition.

7.12. Several positive comments were received that the industrial architecture of Wincolmlee is of value and that industrial heritage is under-appreciated within the city. Several comments were received that the city had already lost much of its heritage and that the new conservation area would help preserve Wincolmlee. In addition to the industrial character of the area, the historic value of bridges and public houses within Wincolmlee was identified.

7.13. Within the adoption statement it is recommended that the special interest of the WCA should be defined as:

- The grouping of national and locally listed 19th and early 20th century industrial buildings.
- The Victorian and Edwardian industrial character of Wincolmlee.
- The contribution made by public houses and bridges.
- How the industrial layout extends along the riverside.

7.14. <u>Reasons for Designation:</u>

7.14.1 The designation of a conservation area introduces additional planning requirements for demolition, changes of use and external alterations of buildings. Feedback received suggested good levels of support for introducing these controls within the proposed WCA:

How much do you agree that the following elements should be controlled in the Wincolmlee area?					
Statement	Strongly Agree	Agree	Neither Agree or Disagree	Disagree	Strongly Disagree
Demolition of historic buildings.	26	11	6	4	7
The change of use of existing buildings.	11	19	12	6	6
External changes to existing buildings.	22	13	7	6	6
They type of new buildings that are created / introduced.	18	19	6	4	6

7.14.2 Qualitative feedback identified that constraints should not be too restrictive and business development should not be stopped. It is therefore proposed that no additional constraints would be introduced by means of Article 4 Direction.

7.14.3 Individual feedback was requested on what impact the proposed WCA have upon requirements for cladding and solar panels on industrial buildings. Within a conservation area works of alteration are permitted development using materials which have a similar appearance to those used for the building. This means that the introduction of cladding materials of a different material – i.e. rendering or applying metal cladding to a brick building – would require full planning permission. Within a conservation area planning permission for solar panels is needed if they are installed on a wall which fronts a highway, alongside existing constraints for installation on roof above a set height. (See Appendix E for the specific permitted development rights withdrawn with the proposed WCA). Full guidance on the impact of planning constraints can be included within a management plan if the WCA is adopted.

7.15 <u>Impact of Designation:</u>

7.15.1 The online survey requested feedback on what impact the designation of the WCA would have. Quantitative feedback received is outlined as followings:

What impact do you think designating Wincolmlee a Conservation Area will have on the following?						
Statement	Don't know/not sure	Very Positive	Positive	Neither negative or positive	Negative	Very negative
Encouraging new businesses to start in the area	2	17	15	7	5	7
The expansion of existing businesses in the area	1	13	19	10	3	8
Creating new space for building new business premises	2	14	17	8	6	7

7.15.2 Overall, the feedback agreed that proposed WCA would have a positive impact upon the area, but with some degree of feedback that the impact would be negative.

7.15.3 Within qualitative feedback received it was considered that the designation of the WCA would stop private investment and business development taking place and that designation would stop 'progress'. Feedback was received that conservation area designation should not impact upon business development and the local economy. For some designation would be seen as attracting new businesses into the area and that the designation of the buildings would preserve them for future uses. A concern was raised that introducing 'red tape' would result in another 'derelict Lord Line' area and that existing conservation areas have been ineffective in preventing demolitions or unsympathetic alterations. There was a general theme that a balance should be made between regeneration and reclamation of land, and that the preservation of 'defunct' buildings should not prevent this. A counter theme of response stated that designation was positive as it would help preserve the character of the area, whilst allowing change.

7.15.4 The Council's Climate Change Manager has provided feedback on the adoption of the WCA – *"in principle I have no issue with it becoming a CA however my concern is that this is a working industrial/ commercial area that will need to decarbonise and therefore the CA might restrict the ability of*

businesses to decarbonise and reduce costs through the installation of solar panels on roofs or the installation of ASHP's or connection to the city centre district heating network. These are amongst the oldest industrial/ commercial buildings in the city and therefore have limited value in the market compared to modern facilities and therefore the commercial "attractiveness" is limited so being able to install net zero technology as well as improve energy efficiency of buildings is key to keeping them occupied. Therefore, I would hope that the CA would acknowledge that the retrofit of these technologies is enabled"

7.15.5 In response to the feedback received it is confirmed that additional constraints on the installation of solar panels with the use of Article 4 Directions is not being proposed. A future Character Appraisal and Management Plan will introduce guidance on how solar panels and sustainable heating options can be installed into the conservation area in a manner which would preserve or enhance its character and appearance.

7.15.6 Overall, positive feedback was received about the impact of the WCA, but with a lower level of concern that the WCA could inhibit business development and the local economy. As identified above, to avoid unnecessary constraints, it is not proposed to introduce Article 4 Direction for the area. Following adoption of the WCA a management plan should be adopted to provide clarity on the impact of designation and how future development can take place within the area.

7.16 <u>Condition & Future Uses:</u>

7.16.1 The condition of buildings within the proposed WCA was a concern within several qualitative responses, and within feedback received from Historic England. Concerns were raised about the level of investment required to convert existing buildings into useable assets and that several buildings required re-building. This led to concerns that the level of investment required would lead to stagnation and demolition, which would go against the reasons for designation. Concern was also raised that designation may prohibit new development by making it cost prohibitive.

7.16.2 Historic England identified that it is 'entirely appropriate to designate a conservation area that needs enhancement'. Enhancement then becomes the primary task to meet the statutory duty under Section 72(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990. Historic England recommend that a management guide to secure enhancement should be published at the same time as the decision to designate.

7.16.3 It is recognised that the overall condition of buildings within the proposed WCA is fair to good. However, a smaller number of buildings, such as No.388, require restoration. There is a good level of occupancy within the area, meaning that the area is not immediate at risk of dereliction; this removes similar risks associated with the designation of the St Andrew's Dock Conservation Area. Within a management plan option for the future of the WCA can be considered and options for regeneration and grant funding explored.

7.16.4 The future use of the area was a main point of feedback. Several replies were received that the area needs regeneration, and that the area would be suitable for housing. A mixed response was received that designation would either help or hinder the regeneration of the area. The area is seen as having potential as a housing suburb led by its industrial character. A future management plan would need to identify potential options for the regeneration of the area and the ongoing review of the Hull Local Plan can consider the potential for the area as new housing.

7.17 Bankside Gallery:

7.17.1 Several comments were received regarding the Bankside 'Graffiti' Gallery. The proposed WCA falls outside of the official 'Gallery' zone, and as such feedback received is not relevant to the current report. Unofficial graffiti is an issue within the WCA. No additional constraints are being considered for the WCA to control graffiti and enforcement cases for graffiti would be considered on a case-by-case basis.

7.18 Designated Boundary:

7.18.1 Several elements of feedback were received on the extent of designation and suggestions from Historic England for extending the proposed boundary. Feedback and actions completed is identified below:

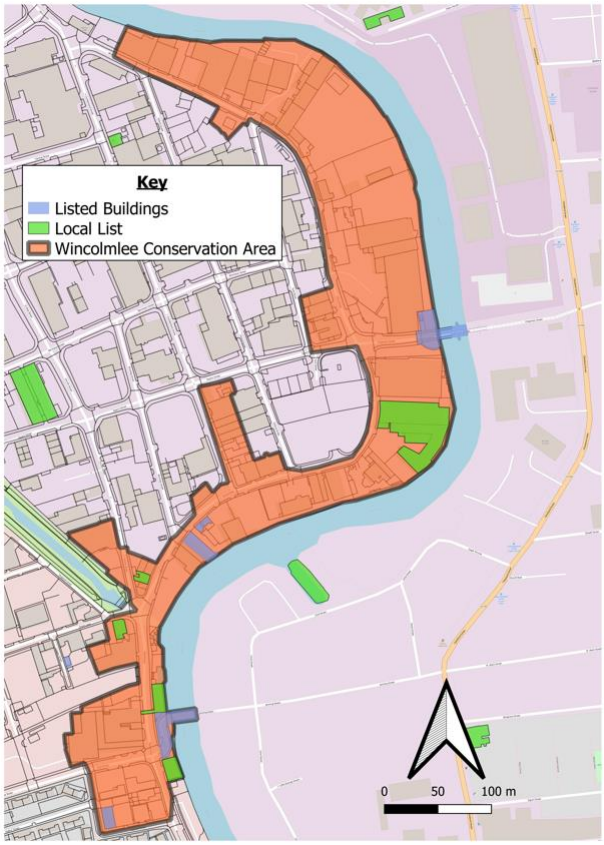
Feedback	Action
Check if 88, 88a-c York Street are in or out of the Conservation Area.	It is confirmed that the properties are not within the proposed boundary.

Is the Cottage on Wincolmlee in or out of the Conservation Area [identified as No.299-301].	Upon review, the Cottage was built post-1950. It is constructed in salvaged brick and not of special interest. The property is not proposed for designation.
Decide if 46 Lincoln Street is in or out of the of the Conservation Area.	It is recommended that 45 Lincoln Street should be within the designated boundary as it contributes towards the special interest of the proposed WCA. The elements No. 46 fronting Lincoln Street do not contribute towards special interest.
Is 400 Wincolmlee in or out of the proposed CA?	The designated boundary is drawn as including No.388 Wincolmlee and the adjoining building to the west. The single storey building forming No.400 is excluded from the designated boundary.
Historic England made recommendations for elements of the east side of the River Hull to be designated – Glass House Row, Eagle Terrace and the dry dock and associated buildings on Lime Street.	At time of initial survey for the proposed WCA the east bank was assessed for designation. It was considered that the east bank was geographically separate and not read within the same context as Wincolmlee. The areas would not be visible or part of the same character of the thoroughfare of Wincolmlee. The suggested additions would therefore be seen as outliers to the WCA. Two buildings on Glass House Row and the dry dock on Lime Street feature on the Hull Local Heritage List. This local designation will result in their inclusion on the proposed Local List Article 4 Direction to be considered by Planning Committee and full Council at a future date. For these reasons it is not considered expedient to amend the proposed designated boundary map to include land and buildings on the east bank of the River Hull.

7.19 To accommodate the proposed designated boundary of the Sculcoates Conservation Area (to be considered by 21/10/2025 Cabinet) the proposed WCA designated boundary will exclude any elements of the Beverley &

Barmston Drain. The proposed extended boundary to the Sculcoates Conservation Area will instead include this landscape feature.

7.20 In consideration of the above received feedback the proposed boundary of the Wincolmlee Conservation Area is recommended for designation as illustrated below and at Appendix A.



Future Requirements

7.21 The online survey response requested feedback on what information would be required if the WCA was adopted, with responses provided below:

How useful would you find inclusion of the following in a Management Plan for the Wincolmlee Conservation Area?					
Statement	Very useful -5	4	3	2	Not useful at all - 1
Planning restrictions and policies – Details of the planning controls and obligations in place in the area (e.g. in respect of demolition work, new development, alterations and extensions, advertisements and	30	7	6	2	7

signs) in order to preserve its special nature					
Planning guidance – Guidance on the rules and regulations that must be followed when considering development proposals within the area in order to preserve its special nature	28	9	4	2	10
Enhancement schemes – Details of programs available that aim to improve the appearance and character of the area e.g. grants, controls on development, and environmental improvements	32	8	5		8
Enforcement Strategy – Details of plans to actively monitor and address breaches of planning regulations within the area, by taking enforcement action against unauthorized alterations or development that could harm its significance	29	8	5	2	8

7.22 In response to the feedback received from the online survey and from Historic England following adoption of the WCA a full Character Appraisal and Management Plan should be produced. The latter document should include guidance on how the area can be regenerated and full guidance on planning requirements. A future character appraisal should also assess the archaeological value of the area.

7.23 In the interim period, an adoption statement is proposed for publication, included as Appendix B. The statement includes information previously presented to Cabinet, information presented as part of the publication consultation, confirmation of the special interest of the proposed WCA, designation objectives and a boundary map.

7.24 <u>Summary:</u>

7.24.1 In summary public consultation has taken place on the proposed WCA. This has received significant levels of feedback with majority of responses being in support of the introduction of the WCA, albeit low levels of objection and reservations about the impact upon businesses and future development within the area have also been raised. Proposals are being made to designate the conservation area in order to manage demolitions within it and

provide guidance on its future regeneration. Additional planning constraints, in the form of Article 4 Direction, are not being proposed to avoid unnecessary constraints on businesses. Upon designation, a future action will be required to prepare a full Character Appraisal and Management Plan, which will include detailed guidance planning constraints and how the area can be developed and regenerated.

8. Options and Risk Assessment

8.1. Option one is to agree to the proposed recommendations and adopt the PWCA and accompanying adoption statement. Adoption follows the completion of public consultation and relevant amendments to the proposals to reflect feedback received. Adoption would progress with a good level of support and low level of objections concerning the impact upon business and future development within the WCA. The adoption would comply with the requirements of section 69 of the Planning (Listed Buildings and Conservation Areas) Act 1990, to identify relevant areas of special interest and designate them as conservation area.

8.2. Option two is not to adopt the conservation area. Key buildings remain nationally or locally designated. If the proposed WCA is not adopted local listed buildings would be included in the above referenced report for inclusion on the proposed Local List Article 4 Direction. The option would address concerns about the impact upon business and future development within the area. The Council would have fulfilled its section 69 duty by considering the adoption but not progressing for reasons expressed by Members.

8.3. The proposed conservation area boundary has been drawn to address the requirements of paragraph 204 of the NPPF. The above report identifies the relevant special interest of the proposed WCA. The proposed designated boundary of the WCA has been carefully drawn to exclude vacant land and buildings which are not considered to be of special interest, and instead focus on19th and early 20th century industrial buildings. The proposed WCA is therefore considered as complying with national planning policy requirements and avoids making arbitrary and potentially contested designation.

8.4. There is a risk that designation of the WCA will result in negative feedback from affected businesses and risk of deterring investment into the area. Any such impacts would be managed as per the Council's other conservation areas. Positive benefits of designation are that it would make the area eligible for heritage grants, which could assist future development and regeneration in the area.

9. Comments of the Monitoring Officer (Town Clerk)

9.1. The report reviews the outcome and recommendations following public consultation on proposed Wincolmlee Conservation Area ("MCA") and identifies majority support for its designation.

9.2. Designation of areas of special architectural and historic interest is necessary to ensure that Hull City Council meets its statutory requirements under Section 69 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

9.3. Upon designation of the area, and in order to comply with its duty under Section 71 of the 1990 Act, the Council will be required to formulate and publish Character Appraisal and Management Plan for the preservation and enhancement of the WCA, which shall be subject to public consultation.

Legislative and policy requirements are correctly cited in the report.

If the local planning authority accepts that Wincolmlee area is an area of special architectural or historic interest the character or appearance of which shall be preserved or enhanced, as per the narrative of the report, then failure to progress with recommendations may put the Council in breach of the statutory requirements under Section 69 of the 1990 Act, as well as applicable local and national policies.

Consequently, recommendations at paragraph 2 of the report are supported.

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

10.1 The Section 151 Officer notes the content of the report and has no further comments.

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

11.1 The content of the report is noted. There are no staffing issues arising from this decision. The equality impact assessment has been completed.

11 Comments of Overview and Scrutiny

12.1. This report has not been subject to pre-decision scrutiny. Ref: Sc8933.

13. Comments of the Portfolio Holder for Economic Renewal, Housing and Organisational Development

13.1 The area of Wincolmlee is important because of its history and old industrial buildings. Some of these buildings are significant for both the city and thecountry. The new "Conservation Area" status recognises this history and will help protect Hull's industrial past and guide future changes and new developments in the area. After this is officially approved, a detailed plan will be created to explain the area's

special character. This plan will also provide rules for new construction, which is something people have said they need. (PDD PF0107).

Executive Director of Regeneration

Contact Officer: Stephen Walker Telephone No.: 01482 612124

Officer Interests: None

Background Documents: -

Appendix A - PWCA Boundary Map

Appendix B – Adoption Statement

Appendix C - Qualitative feedback

Appendix D – Historic England

Implications Matrix

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	Yes
Value for money considerations have been accounted for within the report	Yes
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	Yes

issues/sustainability implications are included within the report	
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
I have considered the impact on Children Looked After and Care Leavers and any resulting actions/implications have been included within the report.	N/A