Report to the East Area Committee
16 September 2025
North Area Committee
25 September 2025
Planning Committee
1 October 2025
Cabinet
27 October 2025

Wards: Central and Drypool

Sculcoates Conservation Area Review Update

Report of the Director of Regeneration.

Report Status:
This item is not exempt

This is a key decision. The matter is in the Forward Plan
0045/25

1. Purpose of the Report and Summary

1.1. To update on the completion of public consultation on draft updates to the Sculcoates Conservation Area ("SCA").

1.2. To make recommendations for changes to the designated boundary of the Sculcoates Conservation Area and that a Character Appraisal & Management Plan ("CAMP") is adopted for the conservation area.

2. Recommendations

Members are invited to approve the following updates to the SCA:

2.1 To adopt proposals for the removal of the following areas of land and buildings from the SCA:

Land to the north of Sculcoates Lane including all residential properties on Abbey Way and Needlers Way;

Industrial land and buildings to the east of the Beverley & Barmston Drain and to the west of Holmes Hall Processors; and

The area of land to the north of Bankside Park.

The addition of the section of land forming the Beverley & Barmston Drain extending from Lockwood Street Bridge to its confluence with the River Hull.

2.2 To approve the adoption and publication of the updated CAMP for the SCA.

3. Reasons for Recommendations

3.1. Sculcoates Conservation Area was designated in 2005. Since time of designation, it has not been re-appraised and a management document for its preservation has not been adopted. The extent of the designated boundary of the Conservation Area has been identified as being out of date.

3.2. Relevant public consultation has been undertaken on draft proposals to gather feedback on proposed boundary amendments and the adoption of a CAMP for the area.

The recommendations demonstrate how draft proposals for updates to the SCA have been revised in light of the feedback received during a public consultation process. The proposed changes are compliant with the requirements of Sections 69 and 71 of the Planning (Listed Buildings and Conservation Areas) Act 1990 ("the Act"), Part 16 of the National Planning Policy Framework ("NPPF") and Policy 16 of the Hull Local Plan.

4. Key Organisational Impacts

4.1. <u>Impact on other Executive Committees (including Area Committees) and decision makers:</u>

4.1.1. Area Committee to review recommendations and determine if the report should be progressed to Planning Committee.

4.1.2. Planning Committee to review subsequent recommendations and determine if the report should be submitted to Cabinet.

4.1.3. Cabinet to determine full recommendations in the report received from Planning Committee.

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

4.2.1. By undertaking the re-survey of the SCA the Council complied with Ambition 6 – 'Our Culture, Our Heritage Our City' - of the Hull Community Plan 2024-2034. The preparation of the Character Appraisal meets the objective of allowing the public to understand and appreciate the City's heritage. The proposed Character Appraisal celebrates and identifies the unique characteristics of the former settlement area of Sculcoates.

4.3. <u>Impact on other key strategies/business plans:</u>

4.3.1. None identified.

4.4. Equalities Impact Information

4.4.1. The outcome of the proposals has no identified impact upon an individual or group with a protected characteristic.

5. Consultation

5.1 Public consultation was undertaken and completed between the 1 March and 13 April 2025 on combined proposal for the adoption of a new CAMP and boundary changes to the SCA. Consultation feedback was gathered via a combination of an online and in-person surveys. To promote the public consultation letters were issued to all occupants and registered landowners affected by the proposal. In total eight submissions have been made to the online survey via the Council's Yoursay website and qualitative feedback provided at the public meeting, which was hosted on the 17 March 2025 and attended by eight residents.

5.2 Further feedback received includes one letter and 2 e-mails from the residents and landowner(s) in the area.

5.3 A formal consultation response was received from Historic England providing feedback on the updates to the SCA.

5.4 Feedback received is outlined in the following report.

5.5 As a result of feedback received following the first public consultation, a second consultation was undertaken and completed between the 27 April and 31 May 2025 on the addition of land to the SCA.

6. Background

6.1. A report on the proposed boundary amendments to the SCA was submitted to North & East Area Committees, Planning Committee and Cabinet on the 28, 12, 19 and 25 November 2024, respectively. The report outlined several options for the removal of areas of land and buildings which were no longer considered a part of the special interest of the SCA, with a recommendation to undertake public consultation on proposed amendments. Committee and Cabinet approved the recommendations.

6.2. A second report requesting approval to undertake public consultation on a draft CAMP for the SCA was submitted to North & East Area Committees and Planning Committee on the 28 November 2024 and 14 & 21 January 2025, respectively. The recommendation to undertake public consultation on the CAMP was approved.

7. Issues for Consideration

7.1 A summary of the feedback received from public consultation is outlined in the table below:

Type	Number/Responder
Online Survey	8 responses
Consultation letter	Historic England
E-mail correspondence and feedback letter	Hull United Charities, owner of Northumberland Court
2 x e-mails	Occupants of Abbey Way
Public Meeting	Attended by 8 visitors. Representatives of Hull United Charities attended to discuss the content of the character appraisal. Representatives of Holmes Hall Processors provided feedback.

7.2 Of the eight responders to the online survey, seven were aware of the conservation area designation, but only four were aware that Sculcoates was a Conservation Area. Qualitative feedback receive from the survey is discussed in the following sections of the report.

7.3 Following consideration of the public feedback, it was determined that the following matters require review:

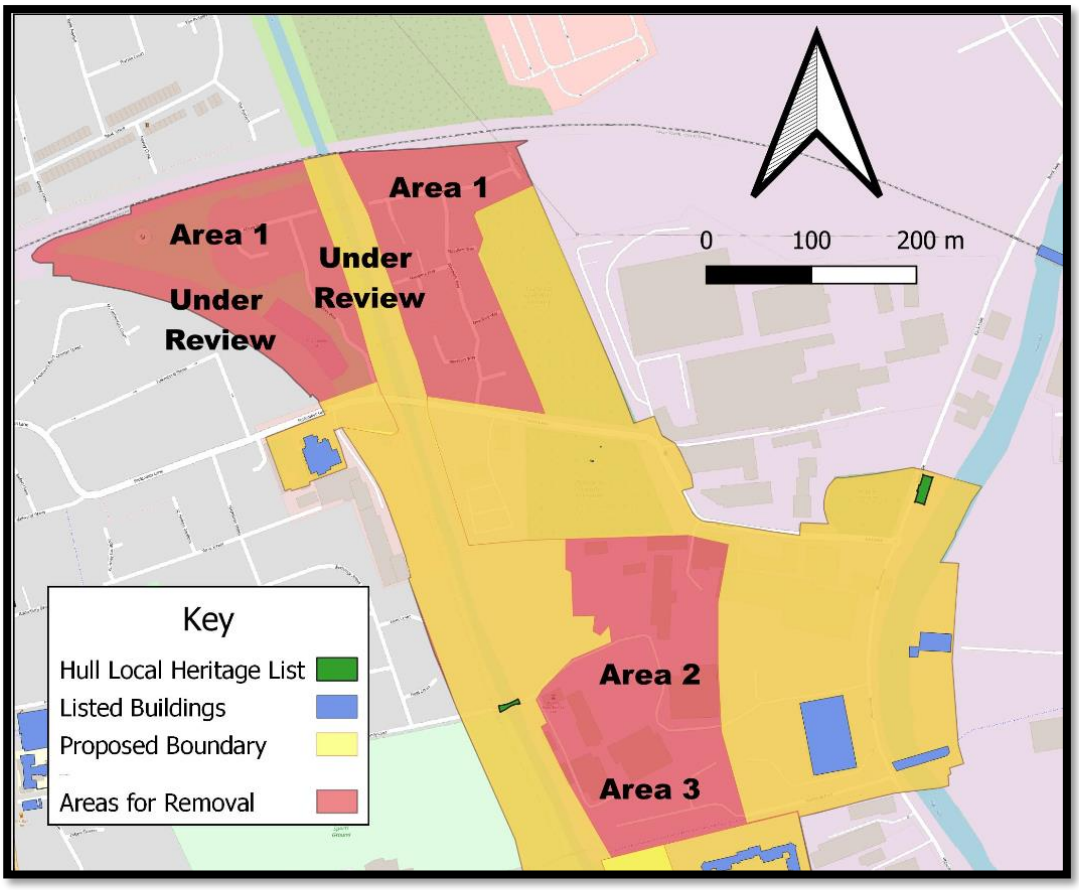
7.3.1 The extent of removal of areas of land from the SCA designated boundary;

7.3.2 The addition of land to the designation boundary of the SCA; and

7.3.3 Amendments to the CAMP.

8. Proposed removal of the areas from the SCA designated boundary

8.1 In total three areas of land were considered for removal from the designated boundary of the Conservation Area, with options given on the extent of land to be removed. The areas of land which were subject to public consultation are illustrated on a map below:



8.2 Area 1 consists of the modern residential streets, Abbey Way and Needlers Way, and a section of the Beverley & Barmston Drain. To the west of Abbey Way is the location of a former railway line embankment, which includes an area of mature trees ("Railway Embankment").

8.3 Public consultation proposed the removal of the areas of modern residential developments from the Conservation Area and to seek public opinion on the removal of two additional areas of land forming the Beverley & Barmston Drain and Railway Embankment.

8.4 Feedback received from Historic England supported the removal of the areas from the designated boundary of the SCA.

8.5 All residents of Abbey Way and Needlers Way were issued a letter on the proposed boundary amendments. This resulted in two e-mails being received asking for clarification on what impact the proposals would have upon the dwellings, but not to object to the proposals.

8.6 Feedback received from the online survey form produced a mixed response to the removal of the dwellings from the SCA –

8.7 A mixed response was also given to the removal of the land consisting of the Railway Embankment, located to the west of Abbey Way, and the section of Beverley & Barmston Drain, located between Abbey Way and Needlers Way:

8.8 Relevant feedback received from the qualitative responses to the online survey includes:

- *"The trees are a noise barrier and absorb some of said pollution. I am fairly certain it will invite (if indeed it already hasn't...is this the reason for this proposal in the first place) further building on the areas mentioned. The residential area in particular is a nice green space in an otherwise concrete jungle. One we were assured wouldn't change when we bought our property."*
- *"I am concerned about any amendments made to the existing Conservation Areas boundary and the detrimental effect it will have on the much smaller remaining area. By removing Abbey and Needlers Ways, the portion of embankment and northern section of the Beverley and Barmston drain you are allowing the loss of habit through the potential for future development as well as separating off a vital area of currently protected open space, established trees and waterway from the freight railway line which all act as an important thoroughfare for wildlife between this and the remaining conservation area."*
- *"I agree with a lot of the content of the aforementioned Appraisal however I feel it is also important to protect areas that have been modernised prior to the areas conservation status. The Appraisal clearly mentions the value of protecting both historical features, such as buildings, embankments, drains and there associated established natural habitats. However the proposal suggests removing these very same features from the future area of conservation. This I strongly disagree with, the northern section of the Beverley and Barmston drain and rail embankment to the west of Abbey Way need to remain part of the conservation area as important*

habit and historical features. I would also suggest retaining Abbey and Needlers Way residential areas as a means to protect them by proxy from further development. Abbey and Needlers estates have been for their time responsibly developed and if protected can continue to provide a buffer to the more established portions of the conservation area."

- *"From what I understand from this you are planning to remove houses and the drain and railway part. I dont agree with any of it. If you remove homes where are people going to go? The drain is a nice feature with the ducks and swans often visiting...it could do to be cleaned, not removed!"*
- *"I am concerned that once conservation area boundary removed that the area will be exposed."*
- *"The drain needs cleaning out not removing etc. It's disgusting"*

8.9 In summary, feedback has been received about the potential risks to the natural environment by the removal of the conservation area designation. It is correct that the removal of conservation area designation would remove associated constraints with the felling & pruning of trees and permitted development restrictions.

8.10 The former Railway Embankment and Beverley & Barmston Drain both contribute towards the special interest of the SCA as manmade landscape features and by being areas of natural environment. After considering responses received from the public consultation, it is considered expedient to retain these areas of land within the SCA.

8.11 It is considered that the modern residential areas of Abbey Way and Needler Way are not contributing towards the special interest of the SCA. The private dwellings do not need to be subject to the additional constraints associated with being located within a conservation area, such as controls over EV chargers and satellite dishes. It is therefore recommended to remove all residential dwellings located on Abbey Way and Needlers Way from the designated boundary of the SCA.

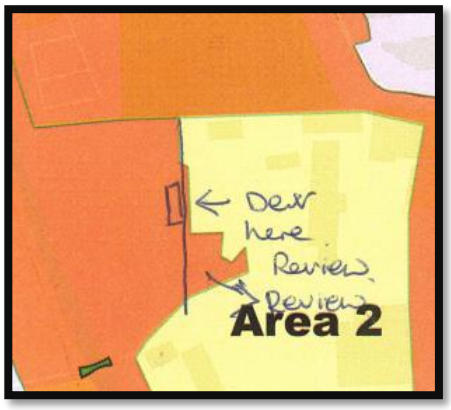
8.12 In summary, a recommendation is made to amend Area 1 of the Conservation Area as illustrated below:

8.13 Area 2 (see below illustration) consists of land and buildings to the east of the Beverley & Barmston Drain and to the west of Holmes Hall Processors. The area of land consists of industrial hardstanding areas, modern industrial buildings and one historic building, which is a in a poor condition.

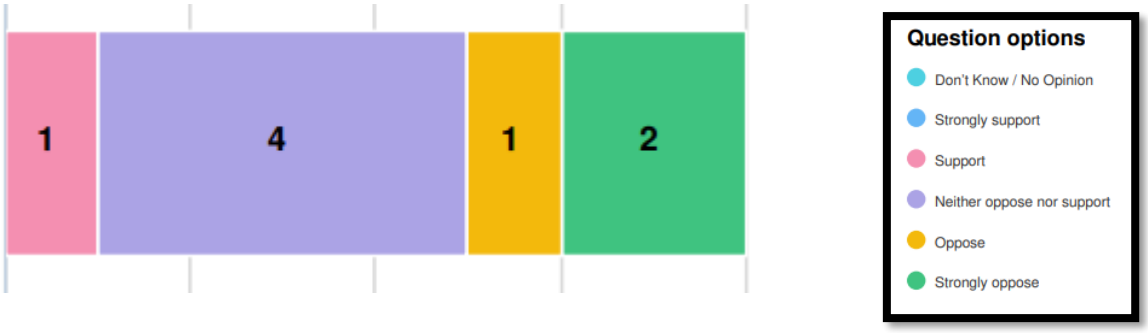
8.14 Historic England provided the following feedback on the proposals – *"We would encourage you to be sure about the removal of Area 2, given that there is reference to the Tan Pits building in the Holmes Processing Tannery site as being significant."* The building is identified in black within Area 2 on the above map.

8.15 The building is in a poor condition (see below images) and its wider context is industrial hardstanding. The condition of the building means that it is in a risk of collapse, or a request for its demolition. Therefore, on balance it is considered expedient to remove the building and industrial land from the Conservation Area. Focus should be given to the management of the core of the special interest of the SCA around the buildings within Wincolmlee and Air Street, and area of natural environment to the west of the Holmes Hall Processors site.

8.16 Feedback was received from the owners of Holmes Hall Processors (below image) to review the boundary of the land being proposed for removal for the SCA. A review has been completed to confirm that the area being proposed for retention consists of areas of soft landscaping and not industrial hardstanding.



8.17 Feedback from the online survey responses produced a mixed response to the proposals.

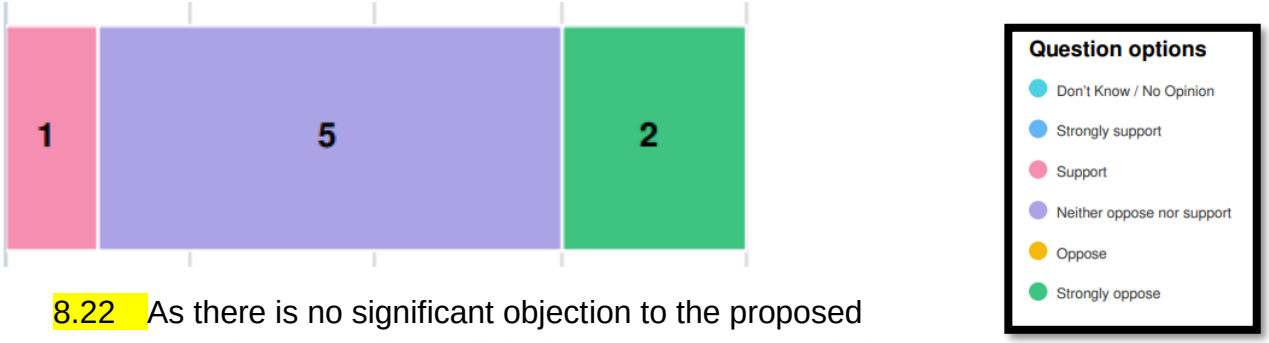


8.18 Following public consultation, it is therefore recommended to remove the industrial land and buildings from the Conservation Area as illustrated above.

8.19 Area 3 consists of land to the north of Bankside Park, including a traveller site. The character of the area consists of industrial hardstanding and static caravans. The land does not contribute towards the special interest of the SCA.

8.20 Historic England supports the removal of the land from the SCA.

8.21 Survey form feedback produced a mixed response to the proposal:

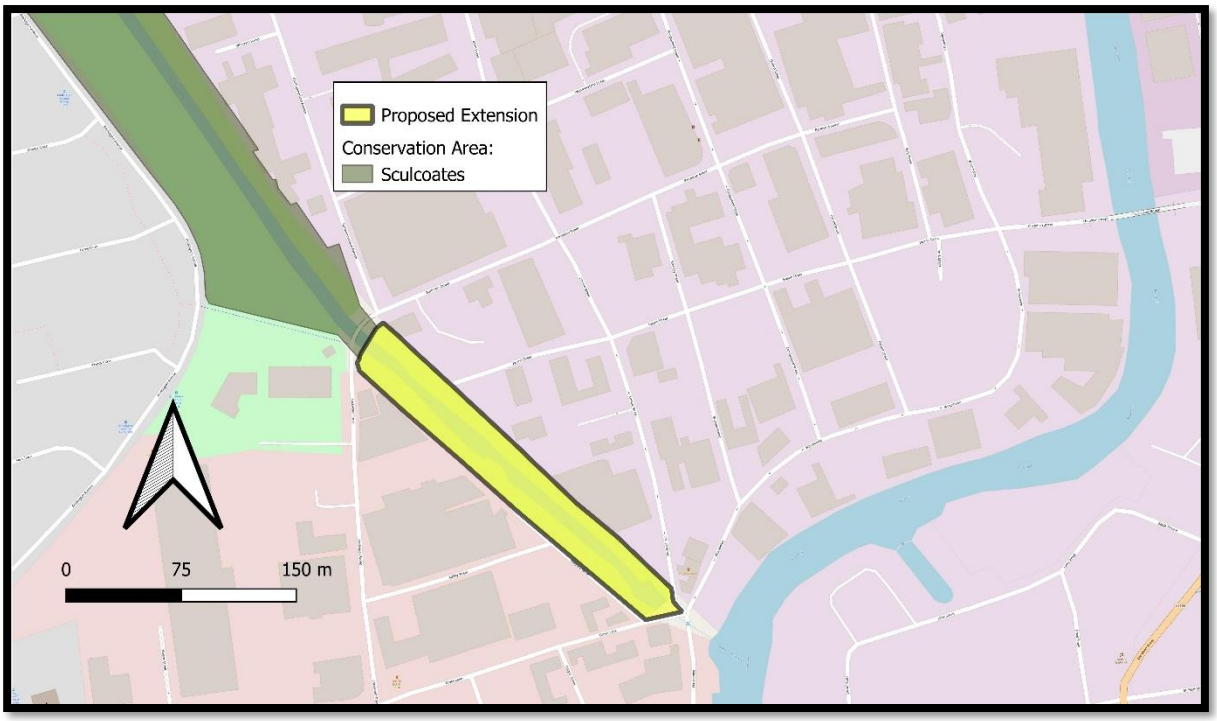


8.22 As there is no significant objection to the proposed boundary amendment, it is therefore recommended to remove this area of land from the SCA as illustrated above.

Addition of land to the designation boundary of the SCA

8.23 Within their consultation response Historic England made the recommendation to *"consider extending the boundary of the conservation Area to the south to take in the length of the Beverley & Barmston Drain from Lockwood Street through to Wincomlee, to join up with the proposed Conservation Area there [Wincolmlee Conservation Area proposal]. This would ensure its heritage significance as one of the best surviving examples of such drains in Hull, is recognised along its full length and is not fragmented."*

8.24 The area of land identified for addition to the Conservation Area is illustrated below:

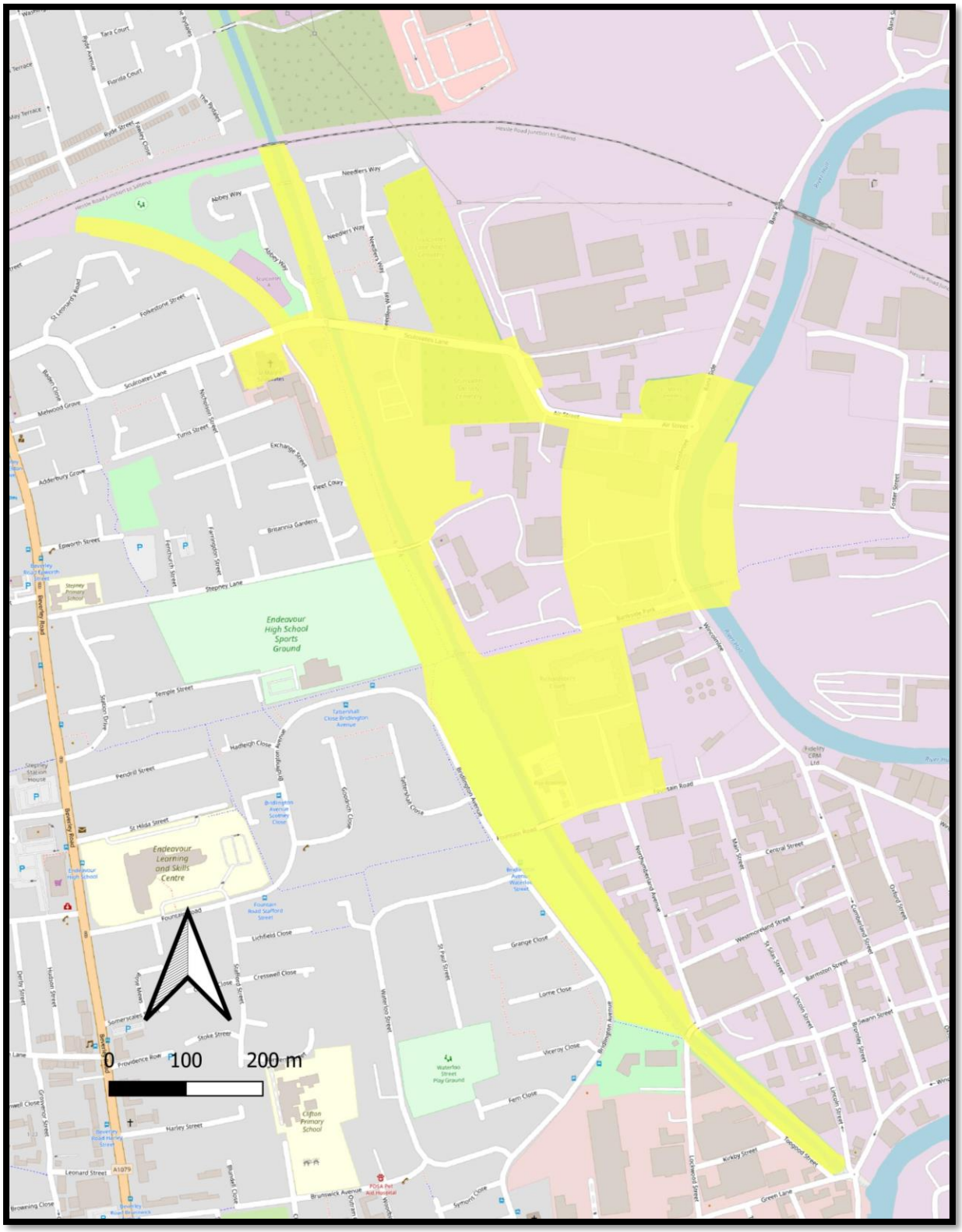


8.25 The area of land excludes any buildings and falls within the single ownership of the Environment Agency.

8.26 Manager approval was given to undertake consultation with the Environment Agency by direct notification and display of site notices between the 27 April and 31 May 2025. Acknowledgment from the Environment Agent was given to the consultation request but no response was received.

8.27 As no objection has been received to the addition of the section of the confluence of the Beverley and Barmston Drain to the designated boundary of the SCA, it is therefore recommended that the addition is adopted.

8.28 In summary, it is recommended that areas of land and buildings no longer considered as contributing towards the special interest of the SCA are removed from its designated boundary, and one area of additional land is added to its boundary. The boundary amendments reflect the outcome of the survey of the Conservation Area completed in 2024 and feedback received from public consultation. The amended designated SCA boundary map recommended for adoption is illustrated below:



Character Appraisal & Management Plan (CAMP)

8.29 The draft CAMP (see Appendix 1) has been updated to reflect the recommended boundary amendments as outlined above. This splits the Conservation Area into three zones to reflect the different character areas formed by the Beverley & Barmston Drain, Northumberland Avenue and former Sculcoates settlement area.

8.30 Historic England gave overall support for the content of the Character Appraisal. Their feedback, and associated responses have been outlined in the below table:

Feedback	Action
Should be proofread and grammar mistakes corrected.	The document has been proofread.
Review of the document provides enough narrative to highlight group value of the assets when considered together.	Overall, it is considered that document highlights group value where this is retained. Additional text has also been added to page 27 and table 7.5.
Asked does the character appraisal include archaeological potential. Include north area around St Mary's Church	Additional text has been added to page 10 along with an existing referenced within paragraph 7.14.

8.31 Detailed feedback has been received on the land located to the west of Northumberland Court:

8.32 The CAMP identifies that the open land has evidential values of the historic field pattern of Sculcoates Parish and provides key views from the Beverley & Barmston Drain towards the Grade II listed Northumberland Court. Management guidance is also provided on the future management of this area of land to ensure that the special interest of the SCA is preserved.

8.33 The area of land has been declared as being in the ownership of Hull United Charities, who also own Northumberland Court. The Charity have provided the following feedback:

- Noted 'apprehension' on the restrictive nature of the guidance within the document affecting the open land to the north-west of Northumberland Court (illustrated below)
- The Charity disagreed with the identified area of the land as having evidential values and stated that the historic field pattern has been lost.
- They also raised concern that identification of key views and identification of the natural environment within the identified land may overlook the overall contribution made by Northumberland Court itself.

8.34 Further feedback was also received within the online consultation:

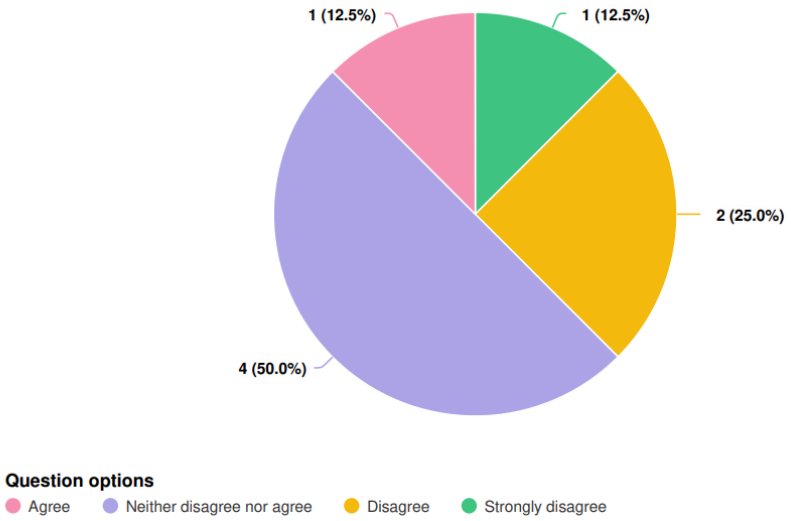
- *"I believe the privately owned inaccessible scrubland to the west of the Northumberland Court Almshouse should be redesignated as land suitable for the building of sympathetically styled Almshouses."*
- *"I believe the scrubland to the west of the Almshouse should be removed from the Conservation Area or at the very least redesignated for social housing,"*

8.35 Within the Hull Local Plan (Table 12.4 on page 222), the area of land is designated as Open Space within the open space site allocations table – "Allotments to the west of 0.75 Al X Northumberland Avenue almshouses"

8.36 Hull United Charities have expressed an interest that they would like to put forward plans for the development of this land and therefore have a conflict of interest against management proposals for the land.

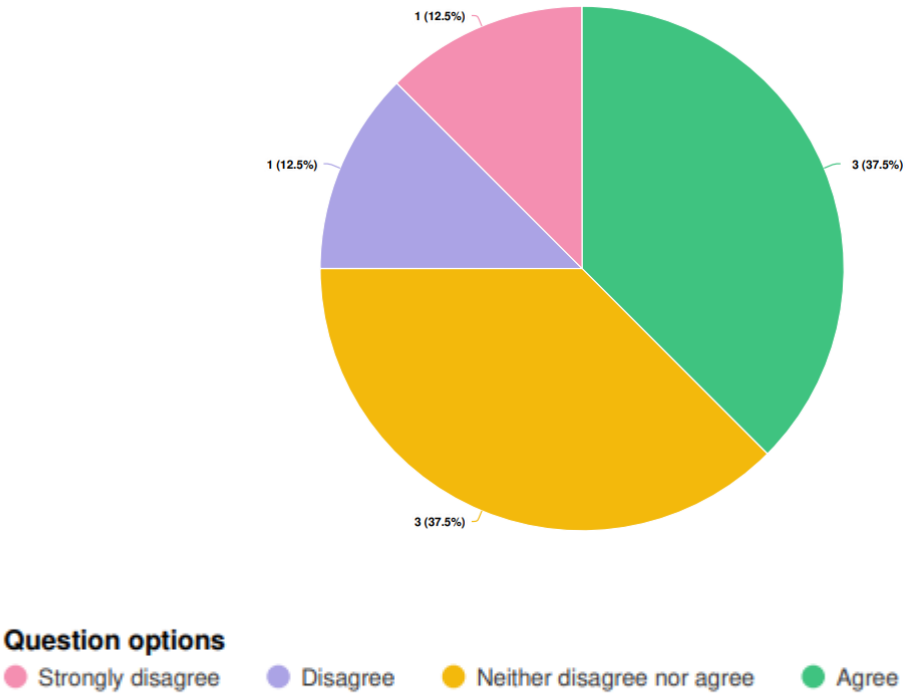
8.37 It is agreed that the area of land has lost its positive character as being allotments, and that current character of the area as scrubland results in negative aesthetic values to the SCA. However, as outlined within the CAMP the area of land has historically been un-developed. Its layout demonstrates the former field pattern of Sculcoates and the land provides key views. It is therefore considered that the CAMP provides fair assessment and clear guidance for introducing future development onto the land in question, and the draft CAMP should be published without amendment.

8.38 Overall, a mixed response was received from the online survey for the content of the Character Appraisal:



8.39 With respect to the Management Plan qualitative feedback received from the online survey identified that negative elements of the SCA include the quality and condition of buildings, quality and condition of boundary treatment and cleanliness. These matters are identified and addressed within the CAMP. Feedback also identified public support for the management of the condition of buildings, the alteration and addition to buildings, open spaces and of the natural environment. These priorities are reflected in the Management Plan of part 2 of the CAMP. Negative feedback was received for support against restrictions on the change of use of buildings.

8.40 The overall response to the content of the Management Plan, Part 2 of the CAMP:



8.41 In summary, full consideration has been given to feedback received during public consultation. This has resulted in amendments and confirmation of proposed boundary changes to the SCA. Boundary amendments and feedback has been incorporated into a proposed CAMP for the SCA. A copy of the final version of the CAMP is submitted as Appendix 1 and is recommended for publication and adoption.

9 Options and Risk Assessment

9.1 The re-appraisal of the designated boundary of the Conservation Area has been completed in accordance with the requirements of section 69 of the Planning (Listed Buildings and Conservations Areas) Act 1990. The removal of areas no longer considered of special interest from the Conservation Area and addition of new areas of special interest would meet this obligation.

9.2 The preparation of a new Character Appraisal and Management Plan (CAMP) has been completed in accordance with the requirement of section 71 of said Act and best practice guidance published by Historic England. Publication of the CAMP will result in the Council having up-to-date management guidance for the Sculcoates Conservation Area. This will allow any decisions to be made in accordance with published guidance, which has undergone full public scrutiny and published in accordance with the Council's procedure.

9.3 Retaining areas no longer considered of special interest within the Conservation Area would weaken the overall special interest of the

Conservation Area. In such a circumstance, the land and buildings will remain subject to the additional planning constraints associated with being in a Conservation area, when such land and buildings no longer merit this. Any subsequent applications received for development within these areas based only on Conservation Area requirements would be considered as being arbitrary. The Council would be in breach of section 69 of the said Act.

9.4 The failure to publish the CAMP will result in the Council referencing an out-of-date character appraisal in the decision-making process. The Council could be subject to scrutiny and criticised for not publishing a planning document which has been subject to public consultation and received endorsement from Historic England. The Council will be in breach of its duty under section 71 of the Act.

10.Comments of the Monitoring Officer (Town Clerk)

10.1 Following review of the public feedback, the report identifies three main elements for consideration:

(1) Removal of areas from the Sculcoates Conservation Area: with the exception of Area 3 to which no objections have been received, proposals for the removal of Area 1 and 2 received mixed responses. However, it has been determined that Area 1 (with the exclusion of the former Railway Embankment and Beverley & Barmston Drain) is no longer meet the statutory test for inclusion. Area 2 which contains Tan Pits building within the Holmes Processing Tannery site (noted in the response by Historic England) is in poor condition and in a risk of collapse. Thus, on balance, is it considered prudent and expedient to give priority to the management of the wider special interest within the Conservation Area by removing Area 2 from its boundary;

(2) Addition of the section of land forming the Beverley & Barmston Drain (extending from Lockwood Street Bridge to its confluence with the River Hull) to the Sculcoates Conservation Area. The proposal has been recommended by Historic England with the aim of ensuring that the heritage significance of the drain, as one of the best surviving examples of such drains in Hull, is recognised and preserved. No objections have been received;

(3) Updated CAMP which incorporates boundary amendments to the Sculcoates Conservation Area and takes account of the received feedback.

Legislative requirements are correctly cited in the report. Failure to progress the recommendations could leave the Council open to challenge or risk of appeal. The recommendations in the report are supported.

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

11.1 The content and recommendations of the report are noted.

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

12.1 The content of the report is noted. There are no staffing or equality issues arising for the council from this decision.

13 Comments of Overview and Scrutiny

13.1 This decision is a matter for the Area Committee and Planning Committee, therefore, it has not been subject to Scrutiny. Ref: Sc8892.

14 Comments of the Portfolio Holder for Economic Renewal, Housing and Organisational development

14.1 The updates to the Sculcoates Conservation Area reflect the Council's commitment to comply with national policy that a conservation area justifies designation 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. The removal of Abbey Way and Needlers Way and areas of modern industrial landscapes withdraws these areas from unnecessary planning constraints associated within being within a Conservation Area and gives priority to the retained areas of special interest. For the first time Sculcoates Conservation Area will have a published Character Appraisal, which explains why it is designated and how its unique characteristics, such as the Beverley & Barmston Drain and former medieval settlement of Sculcoates, contributes towards Hull's history and heritage. The publication of a new Character Appraisal and Management Plan contributes towards the Council's commitment to publish management documents for all its Conservation Areas, with the objectives of allowing greater understanding of why areas have been designated and to speed up the planning process by having published management guidance available for all users. (PF0052).

Assistant Director of Economic Development and Regeneration

Contact Officer: Stephen Walker, Principal Conservation Officer Telephone No.: 01482 612124

Officer Interests: None

Background Documents: - Appendix 1 – Sculcoates Conservation Area CAMP

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	n/a
The report is approved by the relevant Director/Assistant Director	Yes
I have included any procurement/commercial issues/implications within the report	N/A
I have considered the potential media interest in this report and liaised with the Media Team to ensure that they are briefed to respond to media interest.	Yes
I have included any equalities and diversity implications within the report and where necessary I have completed an Equalities Impact Assessment and the outcomes are included within the report	Yes
Any Health and Safety implications are included within the report	N/A
Any human rights implications are included within the report	N/A
I have included any community safety implications and paid regard to Section 17 of the Crime and Disorder Act within the report	N/A
I have liaised with the Climate Change Advisor and any environmental and climate change issues/sustainability implications are included within the report	N/A

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