Report of the Assistant Director (Planning, Transportation & Highways) to the meeting of the Executive to be held on 21 July 2015

Subject:
Little Germany Local Listed Building Consent Order and Local Development Order

Summary statement:
Local Listed Building Consent Orders (LLBCOs) were introduced through the Enterprise and Regulatory Reform Act 2013 which gave Local Planning Authorities powers to make Legal Orders granting general Listed Building Consent for certain alterations (but not demolitions) to specified listed buildings. Local Development Orders (LDOs) were introduced by the Planning and Compulsory Purchase Act in 2004 and they grant planning permission for specified types and scales of development.

The Council is proposing to introduce an LLBCO and an LDO within Little Germany which together will grant listed building consent and planning permission for a range of specified works to and changes of use of specified buildings to other uses. The proposed LDO will allow for the creation of C1 hotels, C3 residential units, B1(a) offices, A3 restaurants and A4 drinking establishments in buildings within this area. The overall aim of the two Orders is to simplify the process of bringing the buildings included within the Orders back into appropriate uses, provide certainty for owners and encourage investment in Little Germany.

The Orders have been publicised for a period of 6 weeks since receiving approval from the Executive in February 2015 and a number useful comments have been received. This report has been endorsed by the Regulatory & Appeals Committee on 17 June 2015 and is now presented to the Executive for a decision on whether to proceed with the adoption of the Orders or not.

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Portfolio:
Housing, Planning and Transport

Overview & Scrutiny Area:
Regeneration and Economy
1. SUMMARY
This is an update to the Reports of the Assistant Director (Planning, Transport and Highways) presented to the Executive on 10th February 2015 which sought permission to consult on a proposed Local Listed Building Consent Order (LLBCO) and Local Development Order (LDO). This report advises Members about the consultation process, its outcome and discusses issues raised by comments.

2. BACKGROUND
The Reports of the Assistant Director (Planning, Transport and Highways) previously presented to the Executive and attached to this report in appendices 5 and 6 provide a full background and justification for the proposed LLBCO and LDO however, for ease of reference a brief background is provided here.

Local Listed Building Consent Orders (LLBCOs) were introduced through the Enterprise and Regulatory Reform Act 2013 (ERRA 2014) which gave Local Planning Authorities powers to make Legal Orders granting general Listed Building Consent for certain alterations (but not demolitions) to specified listed buildings. These measures are intended to simplify the development and management of listed buildings and came into force in April 2014. The Council has been working with Historic England and Little Germany Action to develop the LLBCO for specific buildings in the Little Germany and Cathedral Conservation Areas. This LLBCO is potentially the first order of its kind brought into use in England under the new measures and forms part of the Council’s new deal proposals to encourage the reuse of vacant listed buildings.

Local Development Orders (LDOs) were introduced by the Planning and Compulsory Purchase Act in 2004 and they grant planning permission for specified types and scales of development. LDOs are supported by the Government as a tool to promote growth by giving greater freedom from planning control at a local level. Two LDOs have already been adopted by the Council in Bradford City Centre and also by several other Authorities to facilitate development in their areas.

Bradford City Centre is the key economic driver and number one priority regeneration area in the district. Little Germany is a distinctive part of the City, containing a unique commercial estate of mainly Italianate architecture. The grandeur of this area is an expression of Victorian Bradford’s civic pride and is an illustration of the city’s industrial and mercantile heritage.

The condition and quality of these buildings, in conjunction with a more creative approach to the reuse of historic assets presents a timely opportunity to bring forward the sustainable regeneration of Little Germany. Alongside the completion of the Broadway Shopping Centre, the renewal of Little Germany could contribute to bringing jobs, businesses, leisure activities and vibrancy into Bradford’s City Centre.

It is recognised that there is a relatively limited amount of residential accommodation within the City Centre, as well as a shortage of high-quality, centrally-located office accommodation. The vacant floor space within the grand offices and warehouses of Little Germany therefore presents an excellent opportunity to address these two issues. Furthermore there is scope to allow change of use to C1 Hotels, A3 restaurants and A4 drinking establishments to add some vibrancy to the surroundings.
The proposed LLBCO will grant listed building consent for specified works to buildings included within the Order and the proposed LDO will allow the change of use of all buildings within its boundary to form residential units (C3), hotels (C1), offices (B1(a)), restaurants (A3) and drinking establishments (A4). The LDO will also grant planning permission for any physical works granted listed building consent by the LLBCO. In combination therefore it is hoped that the process of bringing buildings back into use from a planning perspective is as simplified as it possibly could be. This will offer significant benefit to businesses and developers by introducing greater certainty that consent will be granted and create significant time and cost savings.

3. OTHER CONSIDERATIONS
None

4. FINANCIAL & RESOURCE APPRAISAL
There are potential financial benefits in the use of LDOs. Firstly, there is certainty for local business, secondly the private sector saves costs and thirdly the speed of change for business allows for competitiveness and attracts inward investment into the area. If this LDO is successful in encouraging new uses to enter into these buildings it would lead to a rise in Council Tax and Business Rates revenue and would enhance the Council’s New Homes Bonus which is related to the number of new Council Tax entries in a year. The New Homes Bonus scheme has two years left to run in its current programme.

In contrast to the financial benefits to business there will be some loss of income for the Council from fewer planning applications and the loss of the application fees. The LDO could also potentially allow for the creation of a substantial number of residential units for which a substantial planning fee would be applicable. Similarly the LDO proposes to negate the requirement for social contributions towards recreation, affordable housing and education infrastructure on residential development in excess of ten units. Combined with the planning fee this could amount to a substantial figure.

The reasoning behind the proposal to allow development to proceed without these contributions is discussed in paragraphs 5.20 to 5.27 in the Statement of Reasons within the Report of the Assistant Director (Planning, Transport and Highways) previously presented to the Executive and attached to this report in appendix 7.

In summary the position is that large portions of this area are currently sitting vacant contributing little or nothing to the vibrancy or vitality of the city or to the local economy. There is significant additional cost in developing listed buildings such that social contribution requirements can often result in a development not being viable. It is worth noting that many of the implemented conversions of listed buildings in this area have proceeded without any requirement for social contributions. This area could continue to sit vacant as it has done to date or with the Council’s encouragement through the proposed LDO could be regenerated to form a distinct and vibrant location within the City.

Any external alterations beyond those allowed by the proposed LLBCO would still require planning permission, advertisement consent where necessary as well as building regulations approval. The actual implementation and monitoring of the LDO can be accommodated within existing staffing resources.
It is noted that the LLBCO is unlikely to result in any direct financial repercussions as no fee is payable for Listed Building Consent applications. Resource requirements associated with confirming compliance with the LLBCO and subsequent monitoring can be accommodated within existing staffing resources.

5. RISK MANAGEMENT & GOVERNANCE ISSUES
There are no significant risks identified arising from the implementation of the proposed Orders.

6. LEGAL APPRAISAL
There are no significant risks identified arising from the implementation of the proposed Orders.

8. OTHER IMPLICATIONS
None.

8.1 EQUALITY & DIVERSITY
In writing this report due regard has been taken of the need to eliminate unlawful discrimination, harassment and victimisation, advance equality of opportunity between different groups and foster good relations between different groups. It is not however considered that any issues with regard to this are raised by the adoption of the LDO and LLBCO.

8.2 SUSTAINABILITY IMPLICATIONS
Little Germany is a very sustainable location and the proposed LLBCO and LDO seek to encourage development in this area. Increased economic activity and increased residential accommodation in this location are likely to have positive sustainability implications.

8.3 GREENHOUSE GAS EMISSIONS IMPACTS
None.

8.4 COMMUNITY SAFETY IMPLICATIONS
None.

8.5 HUMAN RIGHTS ACT
There are no direct human rights implications arising from this report.

8.6 TRADE UNION
None.

8.7 WARD IMPLICATIONS
There are no identified negative implications for the City ward. Additional employment opportunities may arise.

9. NOT FOR PUBLICATION DOCUMENTS
None
10. **RECOMMENDATION**

(1) That the Executive agree to adopt the Local Development Orders as shown in appendices 2 and 3.

11. **APPENDICES**

Appendix 1 - Local Development Orders for Bradford City Centre - Update report
Appendix 2 - Draft Little Germany Local Listed Building Consent Order
Appendix 3 - Draft Little Germany Local Development Order
Appendix 4 - Notice of Completion Form for Local Development Order
Appendix 5 - Extract from Report of the Assistant Director (Planning, Transportation and Highways) to the meeting of the Executive held on 10th February 2015 regarding the Local Listed Building Consent Order.
Appendix 6 - Extract from Report of the Assistant Director (Planning, Transportation and Highways) to the meeting of the Executive held on 10th February 2015 regarding the Local Development Order.

12. **BACKGROUND DOCUMENTS**

None.
Appendix 1

Little Germany Local Listed Building Consent Order & Local Development Order - Update Report June 2015

1 Summary
This is an update to the Reports of the Assistant Director (Planning, Transport and Highways) presented to the Executive on 10th February 2015. The report advises Members about the consultation process, its outcome and discusses issues raised by it. The previous reports provide the justification and reasons for the proposed Local Listed Building Consent Order (LLBCO) and Local Development Order (LDO) and can be found in appendices 5 and 6 of this report.

2 Background
Local Listed Building Consent Orders (LLBCOs) were introduced through the Enterprise and Regulatory Reform Act 2013 (ERRA 2014) which gave Local Planning Authorities powers to make Legal Orders granting general Listed Building Consent for certain alterations (but not demolitions) to specified listed buildings. These measures are intended to simplify the development and management of listed buildings and came into force in April 2014. The Council has been working with Historic England and Little Germany Action to develop the LLBCO for specific buildings in the Little Germany and Cathedral conservation area. This LLBCO is potentially the first order of its kind brought into use in England under the new measures.

Local Development Orders (LDOs) were introduced by the Planning and Compulsory Purchase Act in 2004 and they grant planning permission for specified types and scales of development. LDOs are supported by the Government as a tool to promote growth by giving greater freedom from planning control at a local level and have been adopted by several other Authorities to facilitate development in their areas. The Council has already adopted two LDOs in the City Centre which allow for greater flexibility in changes of use of buildings.

Bradford City Centre is the key economic driver and number one priority regeneration area in the District. Little Germany is a distinctive part of the City, containing a unique commercial estate of mainly Italianate architecture. The grandeur of this area is an expression of Victorian Bradford’s civic pride and is an illustration of the city’s industrial and mercantile heritage.

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The proposed LLBCO will grant listed building consent for specified works to buildings included within the Order and the proposed LDO will allow the change of use of all buildings within its boundary to form residential units (C3), hotels (C1), offices (B1(a)), restaurants (A3) and drinking establishments (A4). The LDO will also grant planning permission for any physical works granted listed building consent by the LLBCO. In combination therefore the process of bringing buildings back into use from a planning perspective would be as simplified as it possibly could be. This will offer significant benefit to businesses and developers by introducing greater certainty that consent will be granted and create significant time and cost savings.

Two reports were presented to the Executive relating to the two Orders. With regard to the LLBCO they resolved:

1. That the Assistant Director (Planning, Transportation and Highways) be authorised, in consultation with the Portfolio holder, to commence a consultation exercise as set out in Section 14 of Appendix 2 to Document “BE” to facilitate the adoption of the Local Listed Building Consent Order.

2. That the boundaries and buildings included within the Schedule for the LLBCO as shown in the draft Local Listed Building Consent Order in Appendix 1 to Document “BE” be agreed.

3. That full consideration of the consultation exercise and, subject to the outcome of that exercise, the decision as to whether or not the Local Listed Building Consent Order should be adopted be referred back to the Executive.

With regard to the LDO the Executive resolved:

1. That the Assistant Director (Planning, Transportation and Highways) be authorised, in consultation with the Portfolio holder, to commence a consultation exercise as set out in Section 8 of Appendix 1 to Document “BD” to facilitate the adoption of the Local Development Order.

2. That the boundaries for the Local Development Order as shown in Appendix 2 to document “BD” be agreed.

3. That full consideration of the consultation exercise and, subject to the outcome of that exercise, the decision as to whether or not the Local Development Order should be adopted be referred back to the Executive.

3 Consultation Process

Following the authorisation to proceed to consultation, work began on compiling a list of all the known owners of properties and a list of postal addresses within the boundary of the proposed Orders and on 30th March 2015 consultation letters were sent out. At the same time Site Notices were posted on lamp posts and street signs within the area of the proposed Orders and advertisements were posted in the local press. Formal consultations were also sent via email to consultees. All of these notified the public and consultees of the proposed LLBCO and LDO and invited comments via email. The consultation period ran until 18th May 2015.
## Consultation Feedback

<table>
<thead>
<tr>
<th>Name</th>
<th>Summary of Responses</th>
<th>Comments</th>
<th>Action Proposed</th>
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<tr>
<td>Historic England (formerly English Heritage)</td>
<td>Historic England welcomes and fully supports the proposal for the LLBCO. Historic England considers this to be an innovative approach to the use of the Order and that the Council is giving serious and proper consideration to the challenges of vacancy rates within the former office and warehouse premises. Historic England suggests that there are opportunities to widen the remit of the Order to other areas. Historic England reiterate the requirement to consult them with any proposals to exercise the LLBCO for Grade I and II* listed buildings.</td>
<td>The comments regarding the opportunities to extend the initiative are noted. Historic England are currently consulted on all applications affecting Grade I and II* listed buildings and this will continue under the LLBCO.</td>
<td>No changes.</td>
</tr>
<tr>
<td>West Yorkshire Archaeology Advisory Service (WYAAS)</td>
<td>WYAAS appreciates the need for the Order and the aims and intentions of the Council. Would wish to see accurate information about the potential impact of the works supplied and make suggestions of additional requirements to ensure that this can be quickly and accurately assessed such as archaeological recording of works to secondary elements of the building, digital photographs should be supplied as part of the Heritage Impact Assessment.</td>
<td>The LLBCO will consent works which will have a limited or neutral impact on the significance of the building. The works will be the minimum necessary to allow the change of use and will not allow the removal of significant internal or external features or large areas of historic fabric therefore it is not considered necessary to add conditions</td>
<td>Add a requirement to consult the Historic Environment Record to the HIA form or guidance notes to the LLBCO.</td>
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</table>
(HIA) and WYAAS should be consulted, a tick box should be incorporated into the HIA form to confirm that the Historic Environment Record has been consulted and that the HIA should be written by an appropriately qualified person. 

requiring archaeological or photographic recording. Part of the assessment process is judging whether the HIA fulfills the requirements of adequately assessing the significance of the asset. It is not considered beneficial to set out the qualifications required. The Historic Environment Record should be consulted as a minimum and this requirement can be specifically set out in the HIA guidance notes or form. WYAAS will still be consulted on all applications to exercise the Order in relation to Grade I and II* buildings but it is not considered beneficial to increase this to all Grade II buildings in addition to this.

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<tr>
<th>Environment Agency</th>
<th>Welcome the inclusion of footnote (c) relating to the need to consider escape and egress in the event of flooding for those properties in flood zone 2 and 3.</th>
<th>Noted.</th>
<th>No changes.</th>
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<tr>
<td>West Yorkshire Police</td>
<td>No issue with residential or office uses but note the following: i) Would still like to be consulted on any renovations so that crime prevention</td>
<td>i) If the Order is adopted there would be no requirement for a planning application before development can proceed and</td>
<td>No changes.</td>
</tr>
</tbody>
</table>
measures can be applied. Without Police input at an early stage redevelopments could go ahead and premises could become crime havens resulting in calls for service to the Police.

ii) In respect of the restaurants and public houses concerned with noise, odours, littering and anti-social behaviour issues in the evenings which all impact on Police and Council resources.

iii) In respect of the hotel proposal, most customers want to park as near to hotels as possible and additional cars parked on the street in the vicinity increases vehicle crime in the area or abuse of parking.

<table>
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<tr>
<th>Local resident</th>
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<tr>
<td>Support the provision of residential, hotels, offices and restaurants/cafes but have deep concerns about automatically granted consent for drinking establishments. This is due to the potential for noise disturbance for local residents. Residents already often experience disturbance from existing drinking establishments.</td>
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These comments are noted and while there is sympathy with local residents it is noted that even if drinking establishments are established under the provisions of the proposed LDO, the requirement for planning permission is close to the main public transport interchanges and there multi-storey car parks nearby as well on-street parking.

<p>| No changes. |</p>
<table>
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<tr>
<th><strong>Dermot Pearson, Acting City Solicitor</strong></th>
<th>premises and an increase in such establishments and their associated footfall, client noise and entertainment noise would be extremely detrimental to the residents in the area.</th>
<th>consent for any external equipment such as extraction systems or air-conditioning units will remain as will the requirement for a License to operate late into the night or to sell alcohol. It is therefore considered that there will be adequate opportunities to safeguard the amenities of local residents through these processes.</th>
<th></th>
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<tr>
<td><strong>Victorian Society</strong></td>
<td>The Victorian Society supports the principle of the proposals and accepts the conditions which, as was explained at our recent Liaison meeting with CBMDC, are designed to assist in projects for re-occupation of the listed warehouses and similar properties in this part of the city, objectives which we fully endorse.</td>
<td>Noted.</td>
<td>No changes.</td>
</tr>
<tr>
<td><strong>Yorkshire Water</strong></td>
<td>If the changes of use include extensions to buildings, then the developer must ensure that any water or waste water infrastructure within the area is protected or that a build over agreement is in place with Yorkshire Water, the statutory undertaker for water and waste water services in the Bradford area.</td>
<td>The works that would be authorised by the proposed Orders is unlikely to be of a scale which would impact upon the sewerage network.</td>
<td>No changes.</td>
</tr>
</tbody>
</table>
5 Monitoring
It is a requirement that the two proposed Orders are subject to continuous monitoring to assess their effectiveness and the reports previously presented to the Executive noted the ways in which this would be achieved. The LLBCO process requires close liaison with the Council’s Design & Conservation Officers and so this will assist in monitoring the success of the Orders.

The LDO will also be the subject of a section in the Annual Monitoring Report, which discuss further the impact of the LDOs on the area and the quality of the public realm.

6 Changes Proposed
In light of the feedback received from the Consultation process the only change proposed is to add a requirement to consult the Historic Environment Record to the HIA form or guidance notes to the LLBCO. No changes are proposed to the LDO.

7 Adoption Route
The adoption route for the LLBCO is governed by Schedule 2A of the Enterprise and Regulatory Reform Act 2013 which notes that an LLBCO ‘is of no effect unless it is adopted by resolution of the local planning authority’. It is therefore within the powers of the Executive of the Council to adopt this proposed LLBCO.

With regard to the LDO, Article 2 of the Growth & Infrastructure Act 2013 (Local Development Orders) (Consequential Provisions) (England) Order 2013 requires the Council to as soon as reasonable practicable, and no later than 28 days after it has adopted an LDO to send a copy of the LDO, the Statement of Reasons relating to the LDO and any environmental statement relating to the LDO to the Secretary of State. This is to notify the Secretary of State of the Council’s decision and not to determine if he wishes to call the LDO in for determination. It is also therefore within the powers of the Executive of the Council to adopt this proposed LDO.

8 Recommendation
The recommendation to the Executive is therefore to adopt this LLBCO and LDO for a period of five years with immediate effect.
1 Consent Granted by this Order

1.1 The City of Bradford MDC hereby grants consent for alterations, as specified in the Description of Consented Works and subject to the General, Work Specific and Prescribed Conditions, set out within this Order and its Appendices, that will affect the special architectural or historic interest of the specified listed buildings within the area of Little Germany, Bradford, subject to the Conditions set out below, as shown in Plan 1 and the schedule of buildings in Appendix 1, to convert and alter the ground, basement, upper floors and roof spaces to residential, office, retail and leisure uses as defined in the Little Germany Local Development Order.

2 Description of Consented Works

2.1 The following works have consent, subject to the Conditions set out within this Order and Appendices.
2.2 The sub-division of rooms within the building.
2.3 The insertion of new floors within the building.
2.4 The provision of services within the rooms and spaces created.
2.5 The provision of stairs and lift access within the building.

These works may include:

- Internal subdivision of spaces.
- Introduction of kitchen, bathroom and toilet facilities and associated servicing.
- Introduction of additional horizontal and vertical access within the interior of the building.
- Introduction of new doorways and other openings within internal walls and floors.
- New structural elements to facilitate the opening up of spaces.
- Introduction of low-profile roof lights in secondary roof slopes.
- Re-opening or formation of new external entry points to facilitate pedestrian access into the building, and ancillary activities, where required.

2.5 The following General Conditions should be complied with in full. Work Specific and Prescriptive Conditions can be found in Appendix 2.

3 General Conditions

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1 ERR Act Reg. 2(1)(a)(i)) Plan or statement identifying land & listed buildings.
2 ERR Act Reg. 2(1)(a)(iii) Description of works.
3.1 Prior to the implementation of works permitted under this Order, an LLBCO Notice (see Appendix 3) shall be submitted to and approved in writing by the Local Planning Authority. This shall contain the applicant’s and where relevant the agent’s contact details, the address of the building to which the works relate, and nature and scope of the works to be undertaken.

3.2 The LLBCO Notice shall be accompanied by a Heritage Impact Assessment (HIA), which shall be submitted to and approved in writing by the Local Planning Authority. The HIA shall be prepared in accordance with Section 6 below, and the guidance set out in Appendix 4 which will identify those elements of the building, internally or externally, which are:

a. Primary elements: those elements of the building, internally and externally which are of special interest or high significance, such as main external elevations, entire rooftops, main staircases, entrances off, corridors and doors and main rooms and decorative fixtures and fittings.

b. Secondary elements: those elements of medium interest or significance, internally and externally, such as working areas, fixed machinery and areas indicative of the uses of the building.

c. Elements of low interest: Those elements which are of little interest or significance, internally or externally, due to their relatively common or uninteresting nature, or because they are later additions or alterations which do not contribute to the interest or understanding of the significance, or original use of the building.

d. Elements of no interest: modern interventions and other alterations not contemporary with the original use of the building and utilitarian non-specific rooms.

3.3 The applicant will provide:

3.3.1 A detailed programme for the discharge of the Conditions pertaining to this Order.

3.3.2 A detailed programme of proposed works.

3.4 The applicant will notify the Local Planning Authority not less than 7 days before the commencement of each item of proposed work, if different from the detailed programme.

4 Justification for the Order³

4.1 Currently a significant number of buildings in Little Germany are vacant or partially occupied, many of which are Listed Buildings.

³ ERR Act Regulation 2.(1)(b)
4.2 Little Germany Action has within its stated goals & objectives the aspirations to:

4.5.1 Engage with the area’s businesses and residents.
4.5.2 Produce a simple, sustainable and deliverable vision for Little Germany and the Cathedral Quarter.
4.5.3 Identify future development opportunities which are aimed at delivering the identified vision.
4.5.4 Seek developers and partners to deliver the identified projects.
4.5.5 Positively market and promote Little Germany as a great place in which to work, live and to visit.
4.5.6 Engage positively with businesses, residents, building owners, property agents, developers, the Council and other public agencies.

4.3 The LLBCO will assist in the realisation of these aspirations through the conservation of the historic environment within the Little Germany area, the redevelopment of the area’s underused and vacant listed buildings and the resulting introduction of new residents, businesses and activity into the Little Germany Area.

5 Summary of Special Interest of the Buildings

5.1 The Little Germany area developed as a merchants quarter over a narrow margin of time and in a very defined area and was illustrative of the growth and importance of Bradford at the height of its industrial and commercial hey day. Bradford’s silks, fabrics and worsteds were highly prized and German merchants were particularly keen to trade in the city. It is arguably the most impressive merchant quarter in the whole of Yorkshire and is a demonstration of the wealth and success of Bradford’s woollen industry and reflective of civic pride and the rivalry between Victorian towns and cities in the north of England.

5.2 Key features of Special Interest

- Most of the key buildings were built between 1850-1880
- The majority of buildings were designed by the prominent local architects Lockwood and Mawson, Andrews and Delaunay and Milnes and France
- Most are built in an Italianate palazzo style and so have similarity of style, materials and scale but differences in individual detailing
- There are a small number of buildings constructed in different but complementary architectural styles such 46 Peckover Street, which was built in a Scottish Baronial style unusual to Bradford
- The elevations and roof slopes facing onto the street are considered to be the principal elevations. These are usually more elaborately and decoratively detailed with the level of detail often diminishing on the higher levels

ERR Act, Reg. 2.(2)(a) Assessment of (effect on) special interest.
• Elevations facing into inner courtyards or access roads are usually considered to be secondary elevations and decoration and detailing was often more restrained
• Most of the buildings retain their original windows and doors – usually timber framed sash windows and panelled doors
• Internally the foyer and staircase often remains and if original would be considered to be of significance and a principle feature of the building
• Contemporary sources indicate that the basement rooms were usually used for storage and upper floors for stock, sale and packing of goods
• It is possible that some of the buildings retain their original board rooms and public display rooms with original joinery
• Little of the original machinery or fittings are known to remain within the buildings

5.3 The features detailed above are considered to form part of the special interest of the buildings covered by the Order. However the list is not considered to be exhaustive and does not attempt to describe the significance of each building within the Order. The buildings are listed for their special architectural and historic interest both internally and externally and features of special interest may be unique to each building.

6 Impact of the LLBCO on Special Interest of the Heritage Assets

6.1 Consented works should have limited or neutral impact of the significance of the heritage assets. The Order ensures that Principal elements of the buildings will be unaffected, as far possible, by the consented works and that any harmful impact of consented works to Secondary elements will not be substantial and will be outweighed by public benefits.

6.2 Consented works to Secondary elements are intended to be the minimum necessary to secure the re-use of the listed buildings, and deemed to have a minor impact as they will not visibly impact on the architectural composition of the buildings, will not remove significant internal structures or large amounts of historic fabric, and will not remove internal or external features. Elements of primary special interest are by the definitions of the works consented under this Order, specifically excluded from consent granted under the Order, unless otherwise stated.

6.3 Proposals which are deemed by the Local Planning Authority to constitute substantial harm to the special architectural or historic interest of the building (its significance and component heritage values of a listed building or buildings) will fall outside the provisions of this Order, and will

5 ERR Act, Reg. 2(2)(a)) Assessment of effect on special interest.
be excluded from the Order - applicants may choose to submit a Listed Building Consent application in such cases.

7 Reasoned Justification for the Order

7.1 The listed office and warehouse buildings of Little Germany are of largely homogeneous character, in terms of age, architectural style, building materials, architectural designers, original use and significance. A holistic rather than piecemeal approach to their regeneration will be by far the most effective tool for achieving the aspirations of the owners, existing residents and users, and that of the Local Authority. It will also be the most effective way in which the Local Authority can comply with its duty to preserve the special architectural and historic interest of the buildings which are the subject of the Order.

7.2 The office and warehouse buildings face similar problems and challenges. Many are vacant or under-occupied, and are vulnerable to deterioration in the absence of viable new uses. Such deterioration will lead to a developing blighting of the Little Germany area, which could accelerate the growing vacancy problem within the area.

7.3 The Little Germany area sits close to the heart of Bradford City Centre, and is bounded by the Westfield/Broadway retail development, which commenced construction in December 2013, and is expected to open in 2015. Little Germany is highly accessible, and due to the quality of its architecture and townscape can be of considerable prestige, if successfully regenerated.

7.4 The Council, alongside major private sector stakeholder organisations has prioritised the regeneration of Bradford’s City Centre as fundamental to the city’s economic success in the future. A visually and geographically prominent component of the City Centre, Little Germany represents a key focus for regeneration investment.

7.5 The delivery of redevelopment projects arising from the order will foster sustainable regeneration of empty or under-used buildings, which are centrally located and very close to important road and rail links.

7.6 The Little Germany LLBCO, alongside a parallel Local Development Order will remove de facto and perceived barriers to the sustainable regeneration of the Little Germany Area, and in so doing comply with the vision set out in Bradford’s City Centre Area Action Plan, by bringing jobs, homes and activity to the Little Germany Area.

7.7 The consent granted under this Order are limited to works necessary to secure the conversion and re-use of these buildings without harming their special interest beyond any limited impact necessary to secure their long-term conservation.

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6 ERR Act Regulation 2.(2)(b)
7.8 The details of all changes will, in addition, be controlled through the production of an LLBCO Heritage Impact Assessment (HIA) and prior notification arrangements to the Council; these will enable clear identification of the details of works to be carried out and to which elements of the buildings, as a safeguard to protect special interest.

7.9 The changes consented under this Order would not go beyond those which might normally be expected to be approved through the conventional Listed Building Consent process.

7.10 The Council considers that through the application of this Order, it will be possible to secure the sustainable conservation of the listed buildings of the Little German area, protecting them from the risk of vacancy, under-occupation and lack of regular maintenance, through encouraging and pro-actively guiding works to enable their use, while protecting the features of their special interest which contribute to the strong aesthetic and historic character of the area.

7.11 A detailed Justification for the making of the Little Germany LLBCO is contained in section 4 and section 7 of this Order.

8 Heritage Impact Assessment

8.1 Each building covered by the Order is considered to have special architectural and historic interest and whilst the buildings as a group have common features of interest they are also of interest individually and the special interest of each building will be described in a Heritage Impact Assessment (HIA).

8.2 Detailed advice on the preparation of a Heritage Impact Assessment, together with the HIA Form can be found in Appendix 4 of this Order.

8.3 The HIA will accompany the LLBCO Notice and will identify the significance of the building and its individual elements, as set out in para. 3.2 a-d above, and set out the works which are to be undertaken, and the impact of these works on the identified significance of the building.

9 Procedure

9.1 An applicant will submit an LLBCO Notice and Heritage Impact Assessment (HIA), specifying the applicant’s details, the address of the listed building and detailing the nature and scope of the works, and within the HIA the significance of the elements of the building affect by the works and the impact of the works upon that significance.

9.2 The submission of the LLBCO Notice will constitute confirmation that the conditions of the LLBCO will be complied within in full.
9.3 The LLBCO Notice set out the full extent of the proposed scheme, for confirmation by the Local Planning Authority.

9.4 If the LLBCO Notice and Heritage Impact Assessment is are considered satisfactory, an LLBCO Decision Notice, acknowledging the LLBCO Notice and confirming the conditions applicable will be issued by the Local Planning Authority within 28 days of validation.

9.5 The Heritage Impact Assessment shall be drawn up in line with the guidance and template set out in Appendix 4 of this Order.

9.6 Where the LLBCO requires Conditions to be approved prior to works taking place, on receipt and approval of the relevant information, an LLBCO Discharge of Conditions Decision Notice will be issued.

9.7 The Local Planning Authority may issue an LLBCO Decision Notice refusing the application, if the LLBCO Notice and/or the Heritage Impact Assessment do not meet the requirements of the Order.

9.8 If the HIA is considered unsatisfactory, the Local Planning Authority will invite the applicant to revise and resubmit it, once only, within 28 days of the decision.

9.9 If the LLBCO Notice & HIA are found unsatisfactory, and the LLBCO Notice refused, the applicant will be reminded that they have the right to submit a conventional Listed Building Consent application, which will be determined in the normal way.

10 Duration of the Order

10.1 5 years from the date it is made.

11 Review & Records

11.1 The Council will consider the monthly and/or quarterly and annual reports on the progress of the LLBCO.

11.2 The Council may vary\(^7\) the Order, on consideration of a report, in relation to the following matters:

11.2.1 The buildings included within it, or excluded from within it.
11.2.2 The boundary of the area within which the Order is applicable.
11.2.3 The Conditions appertaining to the Order.
11.2.4 The duration of the Order.

11.3 The Council will keep a publicly accessible record of all documents in relation to this Order, and in relation to specific buildings where Consent is exercised under this Order.

\(^7\) ERR Act, 26C)(6)
12 Exclusions

12.1 Any works of demolition internally or externally which do not comprise alteration, including demolition or removal of walls, floor, roofs and roof structures staircases, or other elements of the buildings’ structural fabric which contribute to the special architectural or historic interest of the building.

Notes

a) The consent granted by this LLBCO does not include or remove any need
   i. to obtain planning permission or
   ii. to obtain any express consent for the display of any advertisement, where, in either such case, this is required or
   iii. to obtain building regulation approval for building work where, in either such case, this is required.

b) The LLBCO does not remove the need for consents obtained through other legislation such as licensing regulations.

c) The LLBCO and the terms within it will be active for a period of five years following the day of its adoption and will expire following this period.

d) The Council will consider an annual report on the progress of the LLBCO, and may vary it the Order and the buildings included or excluded from within it.

e) The Council will keep a publicly accessible record of all documents in relation to this Order, and in relation specific buildings where Consent is exercised under this Order.
Plan 1 of the draft LLBCO – Boundary of the Little Germany LLBCO area
### Appendix 1 of the draft LLBCO – Schedule of Buildings included within the Order

<table>
<thead>
<tr>
<th>Number</th>
<th>Name</th>
<th>Street</th>
<th>Listing Grade</th>
<th>Conservation Area</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Gallon House</td>
<td>Burnett Street</td>
<td>II</td>
<td>Little Germany</td>
</tr>
<tr>
<td>3 &amp; 5</td>
<td></td>
<td>Burnett Street</td>
<td>II</td>
<td>Little Germany</td>
</tr>
<tr>
<td>4 &amp; 6</td>
<td>Delauney House</td>
<td>Burnett Street</td>
<td>II</td>
<td>Little Germany</td>
</tr>
<tr>
<td>7</td>
<td></td>
<td>Burnett Street</td>
<td>II</td>
<td>Little Germany</td>
</tr>
<tr>
<td>8</td>
<td></td>
<td>Burnett Street</td>
<td>II</td>
<td>Little Germany</td>
</tr>
<tr>
<td>9</td>
<td></td>
<td>Burnett Street</td>
<td>II</td>
<td>Little Germany</td>
</tr>
<tr>
<td>11 &amp; 13</td>
<td></td>
<td>Burnett Street</td>
<td>II</td>
<td>Little Germany</td>
</tr>
<tr>
<td>15 &amp; 17</td>
<td></td>
<td>Canal Road</td>
<td>II</td>
<td>Cathedral Precinct</td>
</tr>
<tr>
<td>18 &amp; 20</td>
<td></td>
<td>Canal Road</td>
<td>II</td>
<td>Cathedral Precinct</td>
</tr>
<tr>
<td>26</td>
<td>The Lloyds Building</td>
<td>Canal Road</td>
<td>II</td>
<td>Cathedral Precinct</td>
</tr>
<tr>
<td>1</td>
<td>Cater Buildings</td>
<td>Cater Street</td>
<td>II</td>
<td>Little Germany</td>
</tr>
<tr>
<td>14</td>
<td></td>
<td>Chapel Street</td>
<td>II</td>
<td>Little Germany</td>
</tr>
<tr>
<td>17</td>
<td></td>
<td>Chapel Street</td>
<td>II</td>
<td>Little Germany</td>
</tr>
<tr>
<td>30</td>
<td></td>
<td>Chapel Street</td>
<td>II</td>
<td>Little Germany</td>
</tr>
<tr>
<td>36 &amp; 38</td>
<td></td>
<td>Chapel Street</td>
<td>II</td>
<td>Little Germany</td>
</tr>
<tr>
<td>37</td>
<td>Merchants House</td>
<td>Chapel Street</td>
<td>II</td>
<td>Little Germany</td>
</tr>
<tr>
<td>39</td>
<td></td>
<td>Chapel Street</td>
<td>II</td>
<td>Little Germany</td>
</tr>
<tr>
<td>40</td>
<td></td>
<td>Chapel Street</td>
<td>II</td>
<td>Little Germany</td>
</tr>
<tr>
<td>44</td>
<td></td>
<td>Chapel Street</td>
<td>II</td>
<td>Little Germany</td>
</tr>
<tr>
<td>4</td>
<td></td>
<td>Currer Street</td>
<td>II</td>
<td>Little Germany</td>
</tr>
<tr>
<td>8</td>
<td></td>
<td>Currer Street</td>
<td>II</td>
<td>Little Germany</td>
</tr>
<tr>
<td>10</td>
<td>Pelican House</td>
<td>Currer Street</td>
<td>II</td>
<td>Little Germany</td>
</tr>
<tr>
<td>13</td>
<td></td>
<td>Currer Street</td>
<td>II</td>
<td>Little Germany</td>
</tr>
<tr>
<td>26</td>
<td>Behrens Warehouse</td>
<td>East Parade</td>
<td>II*</td>
<td>Little Germany</td>
</tr>
<tr>
<td>28</td>
<td>Silens Works</td>
<td>East Parade</td>
<td>II</td>
<td>Little Germany</td>
</tr>
<tr>
<td>61</td>
<td>Caspian House</td>
<td>East Parade</td>
<td>II</td>
<td>Little Germany</td>
</tr>
<tr>
<td>99</td>
<td></td>
<td>East Parade</td>
<td>II</td>
<td>Little Germany</td>
</tr>
<tr>
<td>53 &amp; 55</td>
<td></td>
<td>Leeds Road</td>
<td>II</td>
<td>Little Germany</td>
</tr>
<tr>
<td>14</td>
<td></td>
<td>Mill Street</td>
<td>II</td>
<td>Cathedral Precinct</td>
</tr>
<tr>
<td>16 &amp; 18</td>
<td></td>
<td>Mill Street</td>
<td>II</td>
<td>Cathedral Precinct</td>
</tr>
<tr>
<td>20 &amp; 22</td>
<td></td>
<td>Mill Street</td>
<td>II</td>
<td>Cathedral Precinct</td>
</tr>
<tr>
<td>17</td>
<td></td>
<td>Peckover Street</td>
<td>II</td>
<td>Little Germany</td>
</tr>
<tr>
<td>36</td>
<td>Biscor House</td>
<td>Peckover Street</td>
<td>II</td>
<td>Little Germany</td>
</tr>
<tr>
<td>46</td>
<td></td>
<td>Peckover Street</td>
<td>II</td>
<td>Little Germany</td>
</tr>
<tr>
<td></td>
<td>College Works</td>
<td>Upper Park Gate</td>
<td>II</td>
<td>Little Germany</td>
</tr>
<tr>
<td>62</td>
<td>Devere House</td>
<td>Vicar Lane</td>
<td>II*</td>
<td>Little Germany</td>
</tr>
<tr>
<td>63</td>
<td>Law Russell</td>
<td>Vicar Lane</td>
<td>II*</td>
<td>Little Germany</td>
</tr>
<tr>
<td>64</td>
<td></td>
<td>Vicar Lane</td>
<td>II</td>
<td>Little Germany</td>
</tr>
<tr>
<td>66</td>
<td></td>
<td>Vicar Lane</td>
<td>II</td>
<td>Little Germany</td>
</tr>
<tr>
<td>68 &amp; 70</td>
<td></td>
<td>Vicar Lane</td>
<td>II</td>
<td>Little Germany</td>
</tr>
<tr>
<td>72</td>
<td></td>
<td>Vicar Lane</td>
<td>II</td>
<td>Little Germany</td>
</tr>
<tr>
<td>39-45</td>
<td>Pennine House</td>
<td>Well Street</td>
<td>II</td>
<td>Little Germany</td>
</tr>
<tr>
<td>47</td>
<td></td>
<td>Well Street</td>
<td>II</td>
<td>Little Germany</td>
</tr>
<tr>
<td>51 &amp; 53</td>
<td>Austral House</td>
<td>Well Street</td>
<td>II</td>
<td>Little Germany</td>
</tr>
<tr>
<td>55</td>
<td></td>
<td>Well Street</td>
<td>II</td>
<td>Little Germany</td>
</tr>
</tbody>
</table>

*Buildings shaded* – The Council has had access to these buildings previously and may have additional information regarding the special interest of these heritage assets. Subject to resources and access being made available, the Council can provide assistance with setting out the significance as part of the HIA required to undertake works under the LLBCO.
Appendix 2 of the draft LLBCO – Work Specific and Prescriptive Conditions

Work Specific and Prescriptive Conditions

1  Work Specific Conditions

1.1 Where works affect the parts, features or elements below the following shall apply. Where no works are proposed this will be confirmed in the LLBCO Notice.

1.2 The LLBCO Notice will confirm that the Local Planning Authority will be provided, in accordance with the agreed programmes, with full details, drawings and specifications, samples and sample panels and method statements, as appropriate, of new works and alterations which affect Primary and Secondary elements, or Elements of Low or No significance of the building (as set out in the approved Heritage Impact Assessment), cited in each clause, to be approved in writing by the Local Planning Authority. The works shall be undertaken in accordance with the approved details:

1.2.1 Access into the building.
1.2.2 Staircases and Corridors.
1.2.3 Works to external walls.
1.2.4 Works to internal walls.
1.2.5 New internal walls.
1.2.6 Rainwater goods.
1.2.7 Works to existing floors, including surfaces, structure and ceilings.
1.2.8 Introduction of new floors.
1.2.9 Works to internal and external features, fixtures and fittings.
1.2.10 Works to or in connection with internal and external services.
1.2.11 Works to boundary structures not abutting neighbouring properties.

2  Prescriptive Conditions

2.1 The LLBCO Notice will confirm that the following will apply and/or will be submitted to and approved in writing by the Local Planning Authority. The works shall be carried out in accordance with the approved details:

2.1.1 Primary external walls and Primary roof slopes shall remain unaltered unless full details supported by appropriate justifications are submitted, as specified in 2.1 above.
2.1.2 Any new internal walling, windows, doors, joinery and other building element will be erected following the submission of details, and samples or sample panels, specification and standard of workmanship, as specified in 2.1 above.

2.1.3 Details of how walls, partitions, floors, ceilings or bulkheads and other elements of new construction shall be erected in a manner which ensures they do not abut or impact directly upon existing:

- Doors
- Windows
- Openings in walls, floors or ceilings
- Stairs or stairwells.

2.1.4 Details of how services will be installed in a manner and location which will ensure that none are affixed to or visible upon Primary elevations or Primary roof slopes of the building or buildings.

2.1.5 Full details of any services to be affixed to or visible upon Secondary elevations or roof slopes.

2.1.6 Full details relating to the introduction of new conservation style, low profile roof lights, or traditionally detailed patent glazing, which will be located only in Secondary roof slopes, or roof slopes of Low or No Interest.

2.2 Details of how works to the following elements which will ensure that existing fabric is retained, repaired or, if beyond demonstrable practical repair, replaced on a like-for-like basis, utilising matching materials, decorative treatment and finishes, profiling, tooling or rather applicable method of working:

2.2.1 Stone and brick masonry.

2.2.2 Windows to improve thermal performance.

2.2.3 External & internal doors and gates and external and internal joinery, located on or as part of Primary elements.

2.2.4 Decorative wall and ceiling plaster work.

2.2.5 Decorative wall and ceiling panelling, wainscoting, tiling or other decorative surface treatments.

2.2.6 Chimney breasts, mantelpieces, fire surrounds, fireplaces and associated fixtures and fittings.

2.2.7 Stairs, newels, balustrades and associated fixtures and fittings to Principal Staircases.

2.2.8 Decorative marble, tiled, terrazzo or other floor finishes.
2.2.9    Machinery and associated fixtures and fittings.
2.2.10   External & internal historic signage.
Appendix 3 of the draft LLBCO – LLBCO Notice

The LLBCO notice is the equivalent of a planning application form and has not yet been designed as the exact contents will depend upon the contents of the final version of the order
Appendix 4 of the draft LLBCO – Heritage Impact Assessment (HIA) 
Guidance and Form

Local Listed Building Consent Order Heritage Impact Assessment 
Guidance and Form

Introduction
A Heritage Impact Assessment (HIA) is a tool for understanding the “significance” of a specified Listed Building, which is the subject of a Local Listed Building Consent Order (LLBCO), and assess the “impact” of proposed works upon the significance of the Listed Building. It is not intended to be used in relation to other heritage asset types.

The intention of this guidance is to provide a method of assessment which is clear, reasoned and methodical. A form has been provided at the end of this document, which should be completed, in line with the following guidance.

Assessing Significance
The impact of a set of proposals can only be assessed, if the significance of the Listed Building is first clearly understood.

The Significance of a Listed Building derives from an understanding of its importance, in terms of its place in the historic environment. In other words it is an explanation of the special architectural and historic interest of the building. As part of this assessment, the Heritage Environment Record (HER) should be consulted and any information contained within this should inform the HIA, where appropriate.

In more detail, Significance can be understood as a series of “Heritage Values”, which can be applied to a Listed Building, and the individual components which make it up. This could apply to the building’s architectural design, each elevation, overall plan form, individual spaces and relationship of spaces, decorative treatments, fixtures and fittings; it can also apply to the building’s setting, in terms of its relationship to other buildings and how it sits within its immediate environment, and views of and from it. The following headings set out a recognised list of Heritage Values.

- Archaeological
- Architectural
- Artistic
- Historic
- Group
- Setting & Views

Table 1 in the Appendix sets Heritage Values, with definitions of how each Value can be understood, and should help in completing the Summary of Significance.

It will not always be possible to attribute a Listed Building, or an individual element of it with every Heritage Value to a particular Listed Building, because of its individual characteristics.

In assessing Significance, it will be necessary to do so in the context of the nature and scope of the works to be undertaken. Thus a low level intervention in a small part of a Listed Building will not necessitate a detailed, element-by-element assessment of the significance of the entire building. A large scale intervention, affecting almost every element of a Listed Building will require a very detailed assessment of significance, and might include assessing each individual room and
all its component parts including decorative features, and individual fixtures and fittings.

**Significance Rating**
It may be useful to give the building and its component elements a rating, or Significance Rating, in order to aid understanding. The overall significance, or Significance Rating of a Listed Building can be understood by an assessment of its Heritage Values, as described above, indicating the overall significance of the Listed Building and its individual elements.

The Significance Ratings are:
- High significance
- Medium significance
- Low significance
- No significance

An explanation of Significance Ratings are set out in Table 2 in the Appendix.

**Understanding Impact**
The nature and scope of an individual piece of work and the cumulative effects of multiple pieces of work must be evaluated to assess their impact on the Significance of the Listed Building. Such work can vary from that which reveals something in the nature of the building that helps us better appreciate what is special about it. On the other hand, some works may be highly detrimental, by causing substantial harm to, or even the loss of a particularly significant element of the building.

Table 3 in the Appendix sets out a way of assessing the Level of Impact and describes the nature of potential impacts. The impact of works can be as follows:
- High Beneficial
- Moderate Beneficial
- Minor Beneficial
- Negligible
- Neutral
- Minor Adverse
- Moderate Adverse
- High Adverse

**Assessing Impact upon Significance**
Assessing the Impact upon Significance can be evaluated by comparing the identified significance of each element of the Listed Building which is going to be affected by the proposed works, with the impact of those works on the significance. This will give an overall picture of the impact of the proposals on the significance as a whole. The form allows for each item of work to be described, and the elements it will affect, before indicating the impact of the works.
<table>
<thead>
<tr>
<th><strong>LLBCO HERITAGE IMPACT ASSESSEMENT</strong></th>
</tr>
</thead>
<tbody>
<tr>
<td>Name of Building</td>
</tr>
<tr>
<td>Street Address</td>
</tr>
<tr>
<td>Post Code</td>
</tr>
<tr>
<td>Telephone Number</td>
</tr>
</tbody>
</table>

**Description of Proposed Works**

**Summary of Significance of Building**

**Brief Assessment of Impact of Proposals on Significance**
### LLBCO HERITAGE IMPACT ASSESSMENT

#### Significance of Building
(Use additional sheets as necessary)

<table>
<thead>
<tr>
<th>Significance</th>
<th>Significance Rating</th>
</tr>
</thead>
<tbody>
<tr>
<td>Archaeological</td>
<td>Itemise individual elements (i.e. elevation, plan form, individual space)</td>
</tr>
<tr>
<td>Overall Archaeological Significance Rating</td>
<td></td>
</tr>
<tr>
<td>Architectural</td>
<td>Itemise individual elements (i.e. elevation, plan form, individual space)</td>
</tr>
<tr>
<td>Overall Architectural Significance Rating</td>
<td></td>
</tr>
<tr>
<td>Artistic</td>
<td>Itemise individual elements (i.e. elevation, plan form, individual space)</td>
</tr>
<tr>
<td>Overall Artistic Significance Rating</td>
<td></td>
</tr>
<tr>
<td>Historic</td>
<td>Itemise individual elements (i.e. elevation, plan form, individual space)</td>
</tr>
<tr>
<td>Overall Historic Significance Rating</td>
<td></td>
</tr>
<tr>
<td>Group</td>
<td>Itemise individual elements (i.e. elevation, plan form, individual space)</td>
</tr>
<tr>
<td>Overall Group Significance Rating</td>
<td></td>
</tr>
<tr>
<td>Setting &amp; Views</td>
<td>Itemise individual elements (i.e. elevation, plan form, individual space)</td>
</tr>
<tr>
<td>Overall Setting &amp; Views Significance Rating</td>
<td></td>
</tr>
<tr>
<td>Overall Significance Rating</td>
<td></td>
</tr>
<tr>
<td>Description of Work (Use additional sheets as necessary)</td>
<td>Elements Affected</td>
</tr>
<tr>
<td>----------------------------------------------------------</td>
<td>------------------</td>
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<tr>
<td></td>
<td></td>
</tr>
<tr>
<td>Heritage Value</td>
<td>Definition</td>
</tr>
<tr>
<td>------------------</td>
<td>-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------</td>
</tr>
<tr>
<td>Archaeological</td>
<td>Derived from the potential of a place to yield evidence about past human activity. It also derives from the physical remains that have been inherited from the past. The ability to understand and interpret the evidence tends to be diminished independent upon the extent of any removal or replacement.</td>
</tr>
<tr>
<td>Architectural</td>
<td>Derived primarily to the aesthetic qualities generated by the conscious design of a building, structure or landscape as a whole; there can often be a relationship with Architectural Value. It includes composition (form, proportion, massing, silhouettes, views and vistas, circulation) and usually materials or planting, decoration or detailing, and craftsmanship.</td>
</tr>
<tr>
<td>Artistic</td>
<td>Derived from the value we give to the creation of a work of art by a designer who is also in significant part the craftsman to the extent that it remains the product of the artist's hand. Some artistic values develop fortuitously over time, as the result of a succession of responses within a particular cultural framework.</td>
</tr>
<tr>
<td>Historic</td>
<td>Derived from the meanings of a place for the people who relates to it, or for whom it figures in their collective experience or memory the ways in which past people, events and aspects of life can be connected through a place to the present. It tends to be illustrative or associative and therefore can also relate to Architectural or Artistic Values.</td>
</tr>
<tr>
<td>Group</td>
<td>Derived from the relationship the Listed Building may have with others, of whatever type. The value may be attributable associations they have with each other, due to complementary uses or character. There may be close connections with architectural or historic values.</td>
</tr>
<tr>
<td>Setting &amp; Views</td>
<td>Derived from the manner in which the heritage assets site within its environment. This can be understood both by how it can be seen both from fixed viewpoints, but also in dynamic situations, when travelling towards, from or past a given heritage asset. Equally, views from the heritage asset and different parts therof contribute the value of the setting.</td>
</tr>
<tr>
<td>Significance Rating</td>
<td>Definition</td>
</tr>
<tr>
<td>---------------------</td>
<td>------------</td>
</tr>
<tr>
<td><strong>Primary High</strong></td>
<td>Those elements of the building, internally and externally, which are of special interest or high significance, such as main external elevations, entire rooftops, main staircases, entrances off, corridors and doors and main rooms and decorative fixtures and fittings.</td>
</tr>
<tr>
<td><strong>Secondary Medium</strong></td>
<td>Those elements of medium interest or significance, internally and externally, such as working areas, fixed machinery and areas indicative of the uses of the building.</td>
</tr>
<tr>
<td><strong>Low</strong></td>
<td>Those elements which are of little interest or significance, internally or externally, due to their relatively common or uninteresting nature, or because they are later additions or alterations which do not contribute to the interest or understanding of the significance, or original use of the building.</td>
</tr>
<tr>
<td><strong>No</strong></td>
<td>Modern interventions and other alterations not contemporary with the original use of the building and utilitarian non-specific rooms.</td>
</tr>
<tr>
<td>Impact Level</td>
<td>Definition</td>
</tr>
<tr>
<td>-----------------------</td>
<td>------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------</td>
</tr>
<tr>
<td>High beneficial</td>
<td>The proposed changes will seriously improve the overall character and setting of the Listed Building, revealing and/or enhancing important characteristics which were previously inaccessible. There would be a substantial improvement to important views. In some cases this change could also include extensive necessary conservation works. Any change resulting in highly beneficial impact should be strongly encouraged.</td>
</tr>
<tr>
<td>Moderately beneficial</td>
<td>The proposed changes will considerably improve the overall character and setting of the Listed Building. There may be an improvement in key views and beneficial change (e.g., the creation of coherence) to the visual characterisation of the Listed Building. Any change resulting in a positive impact should be encouraged.</td>
</tr>
<tr>
<td>Minor beneficial</td>
<td>The proposed changes may cause some improvement to the overall character and setting of the Listed Building, but will not cause an overall change to the Listed Building itself. Any change resulting in a positive impact should be encouraged.</td>
</tr>
<tr>
<td>Negligible</td>
<td>The proposed changes will have a very minor negative impact on the Listed Building or very minor negative impact on its setting.</td>
</tr>
<tr>
<td>Neutral</td>
<td>The proposed changes will have no impact, positive or negative.</td>
</tr>
<tr>
<td>Minor adverse</td>
<td>The proposed changes will have some negative impact on the overall character or setting of the Listed Building, but will not cause an overall change to the Listed Building itself. There may be some impinging on views or interior layout. Change of this magnitude may be acceptable if suitable mitigation is carried out or if the wider public benefit outweighs the impact.</td>
</tr>
<tr>
<td>Moderate adverse</td>
<td>The proposed changes will negatively alter the overall character and setting of the Listed Building. It will likely disturb key views and detract from the overall visual characteristics of the building, and will involve the loss of historic fabric. Change of this magnitude should be avoided where possible, but can be neutralised through positive mitigation or by bringing wider benefits that will enhance other elements of significance.</td>
</tr>
<tr>
<td>High adverse</td>
<td>The proposed changes will seriously damage the overall character and setting of the Listed Building. They will cause a notable disruption to, or in some cases complete destruction of, important fabric and views. Change of this magnitude should be avoided unless there is a compelling need.</td>
</tr>
</tbody>
</table>
LOCAL DEVELOPMENT ORDER - LITTLE GERMANY

Within the area of Little Germany, Bradford as detailed on the Plan in Schedule 1 planning permission is hereby granted for the following changes of use within the Town & Country Planning (Use Classes) Order 1987 including any statutory amendment to that Order and physical works as detailed below:

Class 1
Permitted Development
a) Development consisting of a change of the use of a building to allow:
   i) The creation of residential units falling within Use Class C3 of the Town & Country Planning (Use Classes) Order 1987 (as amended).
   ii) The creation of a Hotel falling within Use Class C1 of the Town & Country Planning (Use Classes) Order 1987 (as amended).
   iii) The creation of office space falling within Use Class B1(a) of the Town & Country Planning (Use Classes) Order 1987 (as amended).
   iv) The creation, within the basement, ground, lower ground and first floor, of restaurants and cafes falling within Use Class A3 of the Town & Country Planning (Use Classes) Order 1987 (as amended).
   v) The creation, within the basement, ground, lower ground and first floor, of drinking establishments falling within Use Class A4 of the Town & Country Planning (Use Classes) Order 1987 (as amended).

b) Development consisting of physical works requiring planning permission granted listed building consent by the Local Listed Building Consent Order (LLBCO) which covers the same area.

Development Not Permitted
The following buildings and all those included in the shaded area on the plan in Schedule 1 are excluded from this Order:

   i) Cathedral Church of St Peter, Church Bank (Listing Number 37/33)
   ii) General Post Office, Forster Square (Listing Number 37/150)

Conditions
(a) The LDO and the terms within it will be active for a period of 5 years following the day of its adoption and will expire following this period. It will cease to apply on the Day following the fifth anniversary of its adoption.

(b) All residential units created under Part (i) shall be constructed to the minimum Gross Internal Floor Areas indicated in Schedule 2 of this Order.

(c) Subject to these conditions, uses which have started under the provision of the LDO may continue even if the LDO expires or is modified

Footnotes:
(a) The LDO does not grant any planning permission for any building, engineering or other operational development beyond that granted by the LLBCO.

(b) The permission granted by this LDO does not include or remove any need
(i) to obtain listed buildings consent for works to or affecting a listed building where consent has not been granted by the LLBCO or
(ii) to obtain any express consent for the display of any advertisement or
(iii) to obtain building regulations approval for building work,
(iv) to obtain a license to serve hot food or alcohol
where, in either such case, this is required.

(c) It should be noted that the some of the properties between Canal Road, Valley Road and Holdsworth Street fall within Flood Zones 2 and 3 which are at highest risk of flooding. Developers are advised to ensure that adequate provision is made for escape and egress in the case of flooding.

(d) Once development granted by this LDO has been completed developers are requested to complete and return the ‘Notice of Completion’ form to the Planning Service. Please contact the Planning Service on 01274 434605 for more information.
Schedule 1 - Plan of the LDO area
Schedule 2 - Space standards

The Nationally described Space Standard

The Internal Design Standard requires that:

a. every dwelling provides at least the gross internal floor area and built-in storage area set out in Table 1
b. every dwelling with two or more bedspaces provides at least one double (or twin) bedroom
c. in order to provide one bedspace, every single bedroom has a floor area of at least 7.5m² and is at least 2.15m wide
d. in order to provide two bedspaces, every double (or twin bedroom) has a floor area of at least 11.5m²
e. one double (or twin bedroom) is at least 2.75m wide and every other double (or twin) bedroom is at least 2.55m wide
f. any area with a headroom of less than 1.5m is not counted within the GIA unless used solely for storage (if the area under the stairs is to be used for storage, assume a general floor area of 1m² within the GIA)
g. any other area that is used solely for storage and has a headroom of 900-1500mm (such as under eaves) is counted at 50% of its floor area, and any area lower than 900mm is not counted at all
h. the minimum floor to ceiling height of the main living space is 2.5m for at least 75% of the Gross Internal Area.

Table 1 - Minimum gross internal floor areas and storage (m²)

<table>
<thead>
<tr>
<th>number of bedrooms</th>
<th>number of bedspaces</th>
<th>1 storey dwellings</th>
<th>2 storey dwellings</th>
<th>3 storey dwellings</th>
<th>built-in storage</th>
</tr>
</thead>
<tbody>
<tr>
<td>studio</td>
<td>1p</td>
<td>39 (37)³</td>
<td>58</td>
<td>90</td>
<td>1.0</td>
</tr>
<tr>
<td>1b</td>
<td>2p</td>
<td>50</td>
<td>70</td>
<td>108</td>
<td>1.5</td>
</tr>
<tr>
<td></td>
<td>3p</td>
<td>61</td>
<td>79</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>4p</td>
<td>70</td>
<td>93</td>
<td>108</td>
<td>2.0</td>
</tr>
<tr>
<td>2b</td>
<td>5p</td>
<td>86</td>
<td></td>
<td>121</td>
<td>2.5</td>
</tr>
<tr>
<td></td>
<td>6p</td>
<td>95</td>
<td>102</td>
<td></td>
<td></td>
</tr>
<tr>
<td>3b</td>
<td>5p</td>
<td>90</td>
<td>106</td>
<td></td>
<td>3.0</td>
</tr>
<tr>
<td></td>
<td>6p</td>
<td>97</td>
<td>112</td>
<td></td>
<td></td>
</tr>
<tr>
<td>4b</td>
<td>7p</td>
<td>108</td>
<td>115</td>
<td></td>
<td>3.5</td>
</tr>
<tr>
<td></td>
<td>8p</td>
<td>117</td>
<td>124</td>
<td></td>
<td></td>
</tr>
<tr>
<td>5b</td>
<td>6p</td>
<td>103</td>
<td>110</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>7p</td>
<td>112</td>
<td>119</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>8p</td>
<td>121</td>
<td>128</td>
<td></td>
<td></td>
</tr>
<tr>
<td>6b</td>
<td>7p</td>
<td>116</td>
<td>123</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>8p</td>
<td>125</td>
<td>132</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
Notes:
1. GIAs for one storey dwellings include enough space for one bathroom and one additional WC (or shower room) in dwellings with 5 or more bedspaces. *Where a studio has a shower room instead of a bathroom, the floor area may be reduced from 39m$^2$ to 37m$^2$, as shown bracketed.
2. GIAs for two and three storey dwellings include enough space for one bathroom and one additional WC (or shower room).
3. Built-in storage areas are included within the overall GIA and include an allowance of 0.5m$^2$ for fixed services or equipment such as a hot water cylinder, boiler or heat exchanger.

Source: Nationally Described Space Standards - technical requirements, Consultation Draft as part of the Housing standards review: technical consultation, September 2014, DCLG
NOTICE OF COMPLETION – LITTLE GERMANY LOCAL DEVELOPMENT ORDER

Please insert the date of completion of the development and return this form to:
Planning Service - LDO
1st Floor Jacobs Well
Bradford
BD1 5RW

Proposal:

Address:

Applicant:

Date of completion:

Signature:

Date:
Appendix 5 - Report of the Assistant Director (Planning, Transportation and Highways) to the meeting of the Executive held on 10th February 2015 regarding the Local Listed Building Consent Order.

Report of the Assistant Director (Planning, Transportation & Highways) to the meeting of Executive Committee to be held on 10 February 2015.

Subject:
Little Germany Local Listed Building Consent Order

Summary statement:
Local Listed Building Consent Orders (LLBCOs) were introduced through the Enterprise and Regulatory Reform Act 2013 which gave Local Planning Authorities powers to make Legal Orders granting general Listed Building Consent for certain alterations (but not demolitions) to specified listed buildings.

The proposed LLBCO will allow alterations to be undertaken to facilitate the conversion of the specified buildings to other uses, principally to residential, office, retail or leisure use as specified in the accompanying Local Development Order which the Executive committee is being asked to consider alongside the draft LLBCO.

The LLBCO will apply to specified listed buildings within the Little Germany and Cathedral Precinct conservation areas. These have been limited to those directly associated with the textile industry and were originally constructed as office and warehouses. The LLBCO aims to simplify the process of bringing the buildings included within the Order back into appropriate uses and provide certainty for owners whilst encouraging investment in Little Germany.

This report seeks consent to consult on the draft LLBCO before deciding whether to proceed to the adoption of the Order.

Julian Jackson  
Assistant Director (Planning, Transportation & Highways)

Report Contact:  Robin Copeland  
Team Leader (Landscape, Design and Conservation)  
Phone: (01274) 434603  
E-mail: robin.copeland@bradford.gov.uk

Portfolio:
Housing, Planning and Transport

Overview & Scrutiny Area:
Regeneration and Economy
1. SUMMARY

Local Listed Building Consent Orders (LLBCOs) were introduced through the Enterprise and Regulatory Reform Act 2013 which gave Local Planning Authorities powers to make Legal Orders granting general Listed Building Consent for certain alterations (but not demolitions) to specified listed buildings.

The proposed LLBCO will allow alterations to be undertaken to facilitate the conversion of the specified buildings to other uses, principally to residential office, retail or leisure use as specified in the accompanying Local Development Order.

The LLBCO will apply to specified listed buildings within the Little Germany and Cathedral Precinct conservation areas. These have been limited to those directly associated with the textile industry and were originally constructed as office and warehouses. The LLBCO aims to simplify the process of bringing the buildings within the Order back into appropriate uses and provide certainty for owners whilst encouraging investment in Little Germany.

Summary of Consented Works subject to conditions:

Consent is granted to convert and alter the ground, basement, upper floors and roof spaces to residential, office, retail and leisure uses as defined in the Little Germany Local Development Order.

- The sub-division of rooms within the building.
- The insertion of new floors within the building.
- The provision of services within the rooms and spaces created.
- The provision of stairs and lift access within the building.

These works may include:

- Internal subdivision of spaces.
- Introduction of kitchen, bathroom and toilet facilities and associated servicing.
- Introduction of additional horizontal and vertical access within the interior of the building.
- Introduction of new doorways and other openings within internal walls and floors.
- New structural elements to facilitate the opening up of spaces.
- Introduction of low-profile roof lights in secondary roof slopes.
- Re-opening or formation of new external entry points to facilitate pedestrian access into the building, and ancillary activities, where required.

Summary of general conditions:

- An LLBCO Notice shall be submitted to and approved in writing by the Local Planning Authority.
- The LLBCO Notice shall be accompanied by a Heritage Impact Assessment (HIA), which shall be submitted to and approved in writing by the Local Planning Authority.
- The applicant will provide a detailed programme for the discharge of the conditions and a detailed programme of proposed works.
- The applicant will notify the Local Planning Authority not less than 7 days before the commencement of each item of proposed work, if different from the detailed programme.
Details of work specific and prescriptive conditions can be found in the Order which is appended to this document.

This report seeks consent to consult on the draft LLBCO before deciding whether to proceed to the adoption of the Order.

Summary of consultation:

- The local planning authority prepares a draft of the Order including a plan or statement identifying the land and listed buildings affected and a description of the works for which the Order grants consent as well as a statement of reasons for making the Order.

- The initial draft order is presented to Executive for approval of the consultation draft.

- A report is presented to Regulatory and Appeals Committee during the formal consultation period so that it can advise the Executive of the Committees views on the draft.

- Consultation to English Heritage - a minimum of 28 days. The local planning authority must take into account any representations received.

- Public Consultation - The draft Order must be made available for public inspection for a minimum of 28 days by being placed in a public place for inspection and published on the local planning authority’s website.

- The local planning authority must display a site notice/s on or near the site for 28 days.

- A copy of the Order must be served upon every known owner of a listed building affected.

- The local planning authority must take account of any representations received.

- A follow up report to the Executive summarising representations received and proposing a final Order for adoption at Executive.*

  * At this point the LLBCO may be called in to Scrutiny within 5 working days.

2. BACKGROUND

Bradford Council has been working with English Heritage and Little Germany Action to develop the LLBCO for specific buildings in the Little Germany and the Cathedral area. This LLBCO is potentially the first Local Listed Building Consent Order to be brought into use in England under the new measures introduced as part of the Enterprise and Regulatory Reform Act 2013. The measures are intended to simplify the development and management of listed buildings and came into force in April 2014.

Little Germany is a distinctive part of the city centre containing a unique commercial estate of high quality stone-built warehouses and offices. Many of the buildings in Little Germany and the Cathedral area have been converted previously into offices or residential use however in recent years vacancy rates, of both converted and unconverted buildings have increased. The LLBCO would grant consent for the alterations necessary to change the use of the buildings in the Order to ensure that the works have a limited or neutral impact on the special interest of the listed buildings.
It is recognised that one of the difficulties potential developers have when converting listed buildings is the perceived risk involved with securing Listed Building Consent. The LLBCO would simplify this process and reduce the perceived risk by providing certainty, subject to compliance with the conditions of the Order.

The LLBCO aims to reduce the high vacancy rates in Little Germany and attract new businesses and investment into the city centre by encouraging the creative reuse of the buildings included within the Order. This will encourage investment in Little Germany and bring historic buildings back into use, thus contributing to the regeneration of the City Centre.

3. OTHER CONSIDERATIONS

A Local Development Order is also proposed within the same area as proposed for the LLBCO. This would go hand in hand with the proposed LLBCO and allow the change of use of the specified buildings and specified external alterations without the need for developers or the owner to apply for planning permission.

4. FINANCIAL & RESOURCE APPRAISAL

The LLBCO is unlikely to result in direct financial repercussions. Currently developers and owners do not pay a fee to submit a Listed Building Consent application and so there will be no reduction in fees. There may be small annual savings for press advertisements that are required for Listed Building Consent applications. There may be an increase in business rates generated as currently vacant listed buildings are exempt from rates. It is also anticipated that by encouraging reuse of vacant buildings there will be an increase in Council Tax from the residential units created under the proposed LLBCO.

It is anticipated that the resource requirements associated with confirming compliance with the LLBCO and subsequent monitoring can be accommodated within existing staffing resources.

5. RISK MANAGEMENT AND GOVERNANCE ISSUES

There are no significant risks identified arising out of the implementation of the proposed recommendations.

6. LEGAL APPRAISAL

The LLBCO is controlled by the Enterprise and Regulatory Reform Act 2013.
7. OTHER IMPLICATIONS

7.1 EQUALITY & DIVERSITY

In writing this report due regard has been taken of the need to eliminate unlawful discrimination, harassment and victimisation, advance equality of opportunity between different groups and foster good relations between different groups. It is not however considered that any issues with regard to this are raised by the adoption of the LLBCO.

See Appendix 4 for the Equalities Impact Assessment.

7.2 SUSTAINABILITY IMPLICATIONS

None

7.3 GREENHOUSE GAS EMISSIONS IMPACTS

None

7.4 COMMUNITY SAFETY IMPLICATIONS

None

7.5 HUMAN RIGHTS ACT

There are no direct human rights implications arising from this report.

7.6 TRADE UNION

None

7.7 WARD IMPLICATIONS

There are no identified negative implications for the City ward. Additional employment opportunities may arise.

8. NOT FOR PUBLICATION DOCUMENTS

None

9. RECOMMENDATIONS

(1) That the Assistant Director (Planning, Transportation and Highways) be authorised, in consultation with the Portfolio holder, to commence a consultation exercise as set out in Section 14 of Appendix 2 to facilitate the adoption of the Local Listed Building Consent Order.
(2) That the Executive agree the boundaries and buildings included within the Schedule for the LLBCO as shown in the draft Local Listed Building Consent Order in Appendix 1.

(3) That full consideration of the consultation exercise and, subject to the outcome of that exercise, the decision as to whether or not the Local Listed Building Consent Order should be adopted be referred back to the Executive.

10. APPENDICES

Appendix 1: Draft Little Germany Local Listed Building Consent Order including map of the area covered by the LLBCO and a schedule of listed buildings included within the Order
Appendix 2: Explanatory Text for the Little Germany LLBCO—NOT INCLUDED
Appendix 3: Environmental Impact Screening Opinion—NOT INCLUDED
Appendix 4: Equality Impact Assessment—NOT INCLUDED

11. BACKGROUND DOCUMENTS

None
APPENDIX 1 (EXECUTIVE DOCUMENT ‘BE’)  

Little Germany Local Listed Building Consent Order¹ 

1 Consent Granted by this Order 

1.1 The City of Bradford MDC hereby grants consent for alterations, as specified in the Description of Consented Works and subject to the General, Work Specific and Prescribed Conditions, set out within this Order and its Appendices, that will affect the special architectural or historic interest of the specified listed buildings within the area of Little Germany, Bradford, subject to the Conditions set out below, as shown in Plan 1 and the schedule of buildings in Appendix 1, to convert and alter the ground, basement, upper floors and roof spaces to residential, office, retail and leisure uses as defined in the Little Germany Local Development Order.

2 Description of Consented Works² 

2.1 The following works have consent, subject to the Conditions set out within this Order and Appendices.

2.2 The sub-division of rooms within the building.

2.3 The insertion of new floors within the building.

2.4 The provision of services within the rooms and spaces created.

2.5 The provision of stairs and lift access within the building.

These works may include:

- Internal subdivision of spaces.
- Introduction of kitchen, bathroom and toilet facilities and associated servicing.
- Introduction of additional horizontal and vertical access within the interior of the building.
- Introduction of new doorways and other openings within internal walls and floors.
- New structural elements to facilitate the opening up of spaces.
- Introduction of low-profile roof lights in secondary roof slopes.
- Re-opening or formation of new external entry points to facilitate pedestrian access into the building, and ancillary activities, where required.

2.5 The following General Conditions should be complied with in full. Work Specific and Prescriptive Conditions can be found in Appendix 2.

3 General Conditions 

3.1 Prior to the implementation of works permitted under this Order, an LLBCO Notice (see Appendix 3) shall be submitted to and approved in writing by the Local Planning Authority. This shall contain the applicant’s and where relevant the agent’s contact details, the address of the building to which the works relate, and nature and scope of the works to be undertaken.

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¹ ERR Act Reg. 2(1)(a)(i)) Plan or statement identifying land & listed buildings.
² ERR Act Reg. 2(1)(a)(ii) Description of works.
3.2 The LLBCO Notice shall be accompanied by a Heritage Impact Assessment (HIA), which shall be submitted to and approved in writing by the Local Planning Authority. The HIA shall be prepared in accordance with Section 6 below, and the guidance set out in Appendix 4 which will identify those elements of the building, internally or externally, which are:

a. Primary elements: those elements of the building, internally and externally which are of special interest or high significance, such as main external elevations, entire roofscapes, main staircases, entrances off, corridors and doors and main rooms and decorative fixtures and fittings.

b. Secondary elements: those elements of medium interest or significance, internally and externally, such as working areas, fixed machinery and areas indicative of the uses of the building.

c. Elements of low interest: Those elements which are of little interest or significance, internally or externally, due to their relatively common or uninteresting nature, or because they are later additions or alterations which do not contribute to the interest or understanding of the significance, or original use of the building.

d. Elements of no interest: modern interventions and other alterations not contemporary with the original use of the building and utilitarian non-specific rooms.

3.3 The applicant will provide:

3.3.1 A detailed programme for the discharge of the Conditions pertaining to this Order.

3.3.2 A detailed programme of proposed works.

3.4 The applicant will notify the Local Planning Authority not less than 7 days before the commencement of each item of proposed work, if different from the detailed programme.

4 Justification for the Order

4.1 Currently a significant number of buildings in Little Germany are vacant or partially occupied, many of which are Listed Buildings.

4.2 Little Germany Action has within its stated goals & objectives the aspirations to:

4.5.1 Engage with the area’s businesses and residents.

4.5.2 Produce a simple, sustainable and deliverable vision for Little Germany and the Cathedral Quarter.

4.5.3 Identify future development opportunities which are aimed at delivering the identified vision.

4.5.4 Seek developers and partners to deliver the identified projects.

4.5.5 Positively market and promote Little Germany as a great place in which to work, live and to visit.

4.5.6 Engage positively with businesses, residents, building owners, property agents, developers, the Council and other public agencies.

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3 ERR Act Regulation 2.(1)(b)
4.3 The LLBCO will assist in the realisation of these aspirations through the
conservation of the historic environment within the Little Germany area, the
redevelopment of the area’s underused and vacant listed buildings and the
resulting introduction of new residents, businesses and activity into the Little
Germany Area.

5 **Summary of Special Interest of the Buildings**

5.1 The Little Germany area developed as a merchants quarter over a narrow
margin of time and in a very defined area and was illustrative of the growth
and importance of Bradford at the height of its industrial and commercial hey
day. Bradford’s silks, fabrics and worsteds were highly prized and German
merchants were particularly keen to trade in the city. It is arguably the most
impressive merchant quarter in the whole of Yorkshire and is a demonstration
of the wealth and success of Bradford’s woollen industry and reflective of civic
pride and the rivalry between Victorian towns and cities in the north of
England.

5.2 **Key features of Special Interest**

- Most of the key buildings were built between 1850-1880
- The majority of buildings were designed by the prominent local architects
  Lockwood and Mawson, Andrews and Delaunay and Milnes and France
- Most are built in an Italianate palazzo style and so have similarity of
  style, materials and scale but differences in individual detailing
- There are a small number of buildings constructed in different but
  complementary architectural styles such 46 Peckover Street, which was
  built in a Scottish Baronial style unusual to Bradford
- The elevations and roof slopes facing onto the street are considered to
  be the principal elevations. These are usually more elaborately and
  decoratively detailed with the level of detail often diminishing on the
  higher levels
- Elevations facing into inner courtyards or access roads are usually
  considered to be secondary elevations and decoration and detailing was
  often more restrained
- Most of the buildings retain their original windows and doors – usually
  timber framed sash windows and panelled doors
- Internally the foyer and staircase often remains and if original would be
  considered to be of significance and a principle feature of the building
- Contemporary sources indicate that the basement rooms were usually
  used for storage and upper floors for stock, sale and packing of goods
- It is possible that some of the buildings retain their original board rooms
  and public display rooms with original joinery
- Little of the original machinery or fittings are known to remain within the
  buildings

5.3 The features detailed above are considered to form part of the special interest
of the buildings covered by the Order. However the list is not considered to
be exhaustive and does not attempt to describe the significance of each
building within the Order. The buildings are listed for their special

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*ERR Act, Reg. 2.(2)(a) Assessment of (effect on) special interest.*
architectural and historic interest both internally and externally and features of special interest may be unique to each building.

6 Impact of the LLBCO on Special Interest of the Heritage Assets\(^5\)

6.1 Consented works should have limited or neutral impact of the significance of the heritage assets. The Order ensures that Principal elements of the buildings will be unaffected, as far possible, by the consented works and that any harmful impact of consented works to Secondary elements will not be substantial and will be outweighed by public benefits.

6.2 Consented works to Secondary elements are intended to be the minimum necessary to secure the re-use of the listed buildings, and deemed to have a minor impact as they will not visibly impact on the architectural composition of the buildings, will not remove significant internal structures or large amounts of historic fabric, and will not remove internal or external features. Elements of primary special interest are by the definitions of the works consented under this Order, specifically excluded from consent granted under the Order, unless otherwise stated.

6.3 Proposals which are deemed by the Local Planning Authority to constitute substantial harm to the special architectural or historic interest of the building (its significance and component heritage values of a listed building or buildings) will fall outside the provisions of this Order, and will be excluded from the Order - applicants may choose to submit a Listed Building Consent application in such cases.

7 Reasoned Justification for the Order\(^6\)

7.1 The listed office and warehouse buildings of Little Germany are of largely homogeneous character, in terms of age, architectural style, building materials, architectural designers, original use and significance. A holistic rather than piecemeal approach to their regeneration will be by far the most effective tool for achieving the aspirations of the owners, existing residents and users, and that of the Local Authority. It will also be the most effective way in which the Local Authority can comply with its duty to preserve the special architectural and historic interest of the buildings which are the subject of the Order.

7.2 The office and warehouse buildings face similar problems and challenges. Many are vacant or under-occupied, and are vulnerable to deterioration in the absence of viable new uses. Such deterioration will lead to a developing blighting of the Little Germany area, which could accelerate the growing vacancy problem within the area.

7.3 The Little Germany area sits close to the heart of Bradford City Centre, and is bounded by the Westfield/Broadway retail development, which commenced construction in December 2013, and is expected to open in 2015. Little Germany is highly accessible, and due to the quality of its architecture and townscape can be of considerable prestige, if successfully regenerated.

\(^5\) ERR Act, Reg. 2(2)(a)) Assessment of effect on special interest.

\(^6\) ERR Act Regulation 2.(2)(b)
7.4 The Council, alongside major private sector stakeholder organisations has prioritised the regeneration of Bradford’s City Centre as fundamental to the city’s economic success in the future. A visually and geographically prominent component of the City Centre, Little Germany represents a key focus for regeneration investment.

7.5 The delivery of redevelopment projects arising from the order will foster sustainable regeneration of empty or under-used buildings, which are centrally located and very close to important road and rail links.

7.6 The Little Germany LLBCO, alongside a parallel Local Development Order will remove de facto and perceived barriers to the sustainable regeneration of the Little Germany Area, and in so doing comply with the vision set out in Bradford’s City Centre Area Action Plan, by bringing jobs, homes and activity to the Little Germany Area.

7.7 The consent granted under this Order are limited to works necessary to secure the conversion and re-use of these buildings without harming their special interest beyond any limited impact necessary to secure their long-term conservation.

7.8 The details of all changes will, in addition, be controlled through the production of an LLBCO Heritage Impact Assessment (HIA) and prior notification arrangements to the Council; these will enable clear identification of the details of works to be carried out and to which elements of the buildings, as a safeguard to protect special interest.

7.9 The changes consented under this Order would not go beyond those which might normally be expected to be approved through the conventional Listed Building Consent process.

7.10 The Council considers that through the application of this Order, it will be possible to secure the sustainable conservation of the listed buildings of the Little German area, protecting them from the risk of vacancy, under-occupation and lack of regular maintenance, through encouraging and pro-actively guiding works to enable their use, while protecting the features of their special interest which contribute to the strong aesthetic and historic character of the area.

7.11 A detailed Justification for the making of the Little Germany LLBCO is contained in Appendix 5.

8 Heritage Impact Assessment

8.1 Each building covered by the Order is considered to have special architectural and historic interest and whilst the buildings as a group have common features of interest they are also of interest individually and the special interest of each building will be described in a Heritage Impact Assessment (HIA).

8.2 Detailed advice on the preparation of a Heritage Impact Assessment, together with the HIA Form can be found in Appendix 4 of this Order/the LLBCO.
8.3 The HIA will accompany the LLBCO Notice and will identify the significance of the building and its individual elements, as set out in para. 3.2 a-d above, and set out the works which are to be undertaken, and the impact of these works on the identified significance of the building.

9 Procedure

9.1 An applicant will submit an LLBCO Notice and Heritage Impact Assessment (HIA), specifying the applicant’s details, the address of the listed building and detailing the nature and scope of the works, and within the HIA the significance of the elements of the building affected by the works and the impact of the works upon that significance.

9.2 The submission of the LLBCO Notice will constitute confirmation that the conditions of the LLBCO will be complied with in full.

9.3 The LLBCO Notice will set out the full extent of the proposed scheme, for confirmation by the Local Planning Authority.

9.4 If the LLBCO Notice and Heritage Impact Assessment is are considered satisfactory, an LLBCO Decision Notice, acknowledging the LLBCO Notice and confirming the conditions applicable will be issued by the Local Planning Authority within 28 days of validation.

9.5 The Heritage Impact Assessment shall be drawn up in line with the guidance and template set out in Appendix 4 of this Order.

9.6 Where the LLBCO requires Conditions to be approved prior to works taking place, on receipt and approval of the relevant information, an LLBCO Discharge of Conditions Decision Notice will be issued.

9.7 The Local Planning Authority may issue an LLBCO Decision Notice refusing the application, if the LLBCO Notice and/or the Heritage Impact Assessment do not meet the requirements of the Order.

9.8 If the HIA is considered unsatisfactory, the Local Planning Authority will invite the applicant to revise and resubmit it, once only, within 28 days of the decision.

9.9 If the LLBCO Notice & HIA are found unsatisfactory, and the LLBCO Notice refused, the applicant will be reminded that they have the right to submit a conventional Listed Building Consent application, which will be determined in the normal way.

10 Duration of the Order

10.1 5 years from the date it is made.

11 Review & Records

11.1 The Council will consider the monthly and/or quarterly and annual reports on the progress of the LLBCO.
11.2 The Council may vary the Order, on consideration of a report, in relation to the following matters:

- 11.2.1 The buildings included within it, or excluded from within it.
- 11.2.2 The boundary of the area within which the Order is applicable.
- 11.2.3 The Conditions appertaining to the Order.
- 11.2.4 The duration of the Order.

11.3 The Council will keep a publicly accessible record of all documents in relation to this Order, and in relation to specific buildings where Consent is exercised under this Order.

12 Exclusions

12.1 Any works of demolition internally or externally which do not comprise alteration, including demolition or removal of walls, floor, roofs and roof structures staircases, or other elements of the buildings’ structural fabric which contribute to the special architectural or historic interest of the building.

Notes

a) The consent granted by this LLBCO does not include or remove any need
   i. to obtain planning permission or
   ii. to obtain any express consent for the display of any advertisement, where, in either such case, this is required or
   iii. to obtain building regulation approval for building work where, in either such case, this is required.

b) The LLBCO does not remove the need for consents obtained through other legislation such as licensing regulations.

c) The LLBCO and the terms within it will be active for a period of five years following the day of its adoption and will expire following this period.

d) The Council will consider an annual report on the progress of the LLBCO, and may vary it the Order and the buildings included or excluded from within it.

e) The Council will keep a publicly accessible record of all documents in relation to this Order, and in relation specific buildings where Consent is exercised under this Order.

ERR Act, 26C)(6)
Subject: Little Germany Local Development Order

Summary statement:
Local Development Orders (LDOs) were introduced by the Planning and Compulsory Purchase Act in 2004. They grant planning permission for specified types and scales of development. LDOs are supported by the Government as a tool to promote growth by giving greater freedom from planning control at a local level. Two LDOs were adopted by the Council in September 2014 granting consent for the creation of residential units in upper floors across the City Centre and a range of commercial uses in the streets between the Westfield Shopping Centre and the City Park.

The Council is now proposing to take this approach to Little Germany where it will work alongside a Local Listed Building Consent Order (LLBCO) which will grant Listed Building Consent for a range of physical alterations to listed building within Little Germany. The proposed LDO will allow for the creation of C1 hotels, C3 residential units, B1(a) offices, A3 restaurants and A4 drinking establishments in buildings within this area.

This report seeks consent to consult on the proposals before deciding on whether to proceed to adopt the LDO.

Julian Jackson
Assistant Director (Planning, Transportation & Highways)

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Portfolio:
Change Programme, Housing, Planning and Transport

Overview & Scrutiny Area:
Regeneration and Economy
1. SUMMARY
This report sets out proposals for the creation of a Local Development Order (LDO) within Little Germany which will allow, in existing buildings within the LDO boundary, for the change of use from any existing use to:

i) Residential units falling within Use Class C3 of the Town & Country Planning (Use Classes) Order 1987 (as amended). This is subject to meeting specified space standards for the size of units.

ii) A Hotel falling within Use Class C1 of the Town & Country Planning (Use Classes) Order 1987 (as amended).

iii) Office space falling within Use Class B1(a) of the Town & Country Planning (Use Classes) Order 1987 (as amended).

iv) A restaurants or cafe falling within the Use Class A3 of the Town & Country Planning (Use Classes) Order 1987 (as amended). This is restricted to the basement, ground, lower ground and first floor of buildings only.

v) A drinking establishment falling within the Use Class A4 of the Town & Country Planning (Use Classes) Order 1987 (as amended). This is restricted to the basement, ground, lower ground and first floor of buildings only.

The LDO also grants planning permission for physical works requiring planning permission granted listed building consent by the Local Listed Building Consent Order (LLBCO) which covers the same area. This report sets out and discusses the key issues that this proposal raises and seeks authority from Members to consult on the proposal in order to progress the LDO towards adoption.

2. BACKGROUND
Local Development Orders (LDOs) were introduced by the Planning and Compulsory Purchase Act in 2004 and they grant planning permission for specified types and scales of development. LDOs are supported by the Government as a tool to promote growth by giving greater freedom from planning control at a local level and have been adopted by several other Authorities to facilitate development in their areas.

LDOs essentially identify certain types of development that a Local Planning Authority decides would no longer need to be subject to a planning application. LDOs can therefore be seen as an extension of permitted development, but decided upon locally in response to local circumstances.

In September 2014 the Council adopted two LDOs which allow for the creation of residential units in upper floors across the primary shopping area and a range of commercial uses in the streets between the Westfield Shopping Centre and the City Park.

It is now proposed to take this approach to Little Germany where it will work alongside a Local Listed Building Consent Order (LLBCO). An LLBCO is designed to simplify the development and management of Listed Buildings by allowing owners and developers to carry out the specified works without having to submit a Listed Building Consent application.
Bradford city centre is the key economic driver and number one priority regeneration area in the district. Little Germany is a distinctive part of the City, containing a unique commercial estate of mainly Italianate architecture. The grandeur of this area is an expression of Victorian Bradford’s civic pride and is an illustration of the city’s Industrial and mercantile heritage.

The condition and quality of these buildings, in conjunction with a more creative approach to the reuse of historic assets present a timely opportunity to bring forward the sustainable regeneration of Little Germany. Alongside the completion of the Westfield Shopping Centre, the renewal of Little Germany could contribute to bringing jobs, businesses, leisure activities and vibrancy into Bradford’s City Centre.

It is recognised that there is a relatively limited amount of residential accommodation within the City Centre, as well as a shortage of high-quality, centrally-located office accommodation. The vacant floor space within the grand offices and warehouses of Little Germany therefore presents an excellent opportunity to address these two issues. Furthermore there is scope to allow change of use to C1 Hotels, A3 restaurants and A4 drinking establishments to add some vibrancy to the surroundings.

In 2012 Bradford launched the City Centre Growth Zone, which includes the proposed area of the proposed LDO. The aim of the zone is to create a specific, targeted area to stimulate investment and private sector growth through a range of incentives for new or existing businesses. The City Centre Growth Zone provides a range of development and commercial opportunities, suitable for a range of city centre uses. The Council are committed to ensuring these opportunities are maximised through a flexible and responsive approach to planning in the city centre.

The LDO will be part of a range of incentives in the City Centre Growth Zone, which will help support growth and regeneration in the City Centre. By allowing a wider range of uses in the City Centre without the need to apply for planning permission, the LDO can offer benefits for business including greater certainty, time and costs savings.

3. OTHER CONSIDERATIONS
None

4. FINANCIAL & RESOURCE APPRAISAL
There are potential financial benefits in the use of LDOs. Firstly, there is certainty for local business, secondly the private sector saves costs and thirdly the speed of change for business allows for competitiveness and attracts inward investment into the area. If this LDO is successful in encouraging new uses to enter into these buildings it would lead to a rise in Council Tax and Business Rates revenue and would enhance the Council’s New Homes Bonus which is related to the number of new Council Tax entries in a year. The New Homes Bonus scheme has two years left to run in its current programme.

In contrast to the financial benefits to business there will be some loss of income from fewer planning applications. The LDOs will lead to reduced planning applications in this area and thereby reduced application fees. The LDO could potentially allow for the creation of a substantial number of residential units for which a substantial planning fee would be applicable. Similarly the LDO proposes to negate the requirement for social contributions towards recreation, affordable housing and education infrastructure on residential development in excess of ten units. Combined with the planning fee this could amount to a substantial figure.
The reasoning behind the proposal to allow development to proceed without these figures is discussed in paragraphs 5.20 to 5.27 in the Statement of Reasons in Appendix 1.

In summary the position is that large portions of this area are currently sitting vacant contributing little or nothing to the vibrancy or vitality of the city or to the local economy. There is significant additional cost in developing listed buildings such that social contribution requirements can often result in a development becoming unviable. It is worth noting that pretty much all of the implemented conversions of listed buildings in this area have proceeded without any requirement for social contributions. This area could continue to sit vacant as it has done to date or with the Council’s encouragement through this LDO could be regenerated to form a distinct and vibrant location within the City.

Any external alterations beyond those allowed by the proposed LLBCO would still require planning permission, advertisement consent would also still be required as well as building regulations approval. The actual implementation and monitoring of the LDO can be accommodated within existing staffing resources.

5. RISK MANAGEMENT & GOVERNANCE ISSUES
LDOs are controlled by the Planning and Compulsory Purchase Act 2004.

6. LEGAL APPRAISAL
LDOs are controlled by the Planning and Compulsory Purchase Act 2004.

8. OTHER IMPLICATIONS
None.

8.1 EQUALITY & DIVERSITY
In writing this report due regard has been taken of the need to eliminate unlawful discrimination, harassment and victimisation, advance equality of opportunity between different groups and foster good relations between different groups. It is not however considered that any issues with regard to this are raised by the adoption of the LDO.

See Appendix 4 for the Equalities Impact Assessment.

8.2 SUSTAINABILITY IMPLICATIONS
Little Germany is a very sustainable location and the proposed LDO seeks to encourage development in this area. Increased economic activity and increased residential accommodation in this location are likely to have positive sustainability implications.

8.3 GREENHOUSE GAS EMISSIONS IMPACTS
None.

8.4 COMMUNITY SAFETY IMPLICATIONS
None.

8.5 HUMAN RIGHTS ACT
There are no direct human rights implications arising from this report.

8.6 TRADE UNION
None.
8.7 WARD IMPLICATIONS
There are no identified negative implications for the City ward. Additional employment opportunities may arise.

9. NOT FOR PUBLICATION DOCUMENTS
None

10. RECOMMENDATIONS
(1) That the Assistant Director (Planning, Transportation and Highways) be authorised, in consultation with the Portfolio holder, to commence a consultation exercise as set out in Section 8 of Appendix 1 to facilitate the adoption of the Local Development Order.
(2) That the Executive agree the boundaries for the Local Development Order as shown in Appendix 2.
(3) That full consideration of the consultation exercise and, subject to the outcome of that exercise, the decision as to whether or not the Local Development Order should be adopted be referred back to the Executive.

11. APPENDICES
Appendix 1 - Statement of Reasons - Little Germany Local Development Order
Appendix 2 - Draft Local Development Order - Little Germany – NOT INCLUDED
Appendix 3 - Notice of Completion Form - NOT INCLUDED
Appendix 4 - Environmental Impact Screening Opinion - NOT INCLUDED
Appendix 5 - Equality Impact Assessment - NOT INCLUDED

12. BACKGROUND DOCUMENTS
None.
Statement of Reasons - Little Germany Local Development Order

1. What is a Local Development Order?

1.1 Local Development Orders (LDOs) were introduced by the Planning and Compulsory Purchase Act in 2004 and they grant planning permission for specified types and scales of development. LDOs are supported by the Government as a tool to promote growth by giving greater freedom from planning control at a local level.

1.2 LDOs essentially identify certain types of development that a Local Planning Authority decides would no longer need to be subject to a planning application. They can therefore be seen as an extension of permitted development, but decided upon locally in response to local circumstances.

1.3 In September 2014 the Council adopted two LDOs which allow for the creation of residential units in upper floors across the primary shopping area and a range of commercial uses in the streets between the Westfield Shopping Centre and the City Park. They have also been adopted by several other Authorities to facilitate development in their areas.

2. The Aims of the Local Development Order

2.1 Bradford City Centre is the key economic driver and number one priority regeneration area in the district.

2.2 The LDO proposed here seeks to take the approach of the City Centre LDOs to Little Germany which is a distinctive part of the City, containing a unique commercial estate of mainly Italianate architecture. The grandeur of this area is an expression of Victorian Bradford’s civic pride and is an illustration of the City’s Industrial and mercantile heritage.

2.3 Many of the buildings in Little Germany have been converted to offices and apartments. Unfortunately in recent years a significant number of these have become vacant or are underused.

2.4 The condition and quality of these buildings, in conjunction with a more creative approach to the reuse of historic assets present a timely opportunity to bring forward the sustainable regeneration of Little Germany. Alongside the completion of the Westfield Shopping Centre, the renewal of Little Germany could contribute to bringing jobs, businesses, leisure activities and vibrancy into Bradford’s City Centre.

2.5 It is recognised that there is a relatively limited amount of residential accommodation within the City Centre, as well as a shortage of high-quality, centrally-located office accommodation. The vacant floor space within the grand offices and warehouses of Little Germany therefore presents an excellent opportunity to address these two issues. Furthermore there is scope to allow change of use to A3 restaurant and A4 drinking establishments in the lower levels of these buildings to add some vibrancy to the surroundings.
2.6 A large number of the buildings in Little Germany are Listed Buildings and when converting or bringing them back into use one of the difficulties that owners and potential developers have is the perceived risk associated with securing Listed Building Consent and Planning Permission.

2.7 Concurrently with the development of this LDO, the Council is working towards adopting a Local Listed Building Consent Order (LLBCO) under measures contained in The Enterprise & Regulatory Reform Act 2013 (ERR Act). This will be designed to simplify the development and management of Listed Buildings by allowing owners and developers to carry out the works specified in the LLBCO without having to submit a Listed Building Consent application.

2.8 The proposed LDO is designed to work in tandem with this LLBCO by conferring planning permission for change of use of most buildings within Little Germany. It would also grant planning permission for external alterations to these buildings which are granted listed building consent by the LLBCO.

2.9 This would mean that many large listed buildings in this area could be converted without the need for any planning or listed building consent. It is hoped that this would encourage investment in Little Germany to bring the buildings back into full use and thus fostering the areas wider regeneration.

3.0 Description of Development to be Permitted

3.1 The LDO would extend permitted development rights for the following changes of use of any building within the LDO boundary:

i) The creation of residential units falling within Use Class C3 of the Town & Country Planning (Use Classes) Order 1987 (as amended).
ii) The creation of a Hotel falling within Use Class C1 of the Town & Country Planning (Use Classes) Order 1987 (as amended).
iii) The creation of office space falling within Use Class B1(a) of the Town & Country Planning (Use Classes) Order 1987 (as amended).
iv) The creation, within the basement, ground, lower ground and first floor, of restaurants and cafes falling within Use Class A3 of the Town & Country Planning (Use Classes) Order 1987 (as amended).
v) The creation, within the basement, ground, lower ground and first floor, of drinking establishments falling within Use Class A4 of the Town & Country Planning (Use Classes) Order 1987 (as amended).

3.2 It would also grant planning permission for all works approved by the accompanying LLBCO on those Listed Buildings to which that Order applies.

4.0 Buildings Exempted from the Local Development Order

4.1 The Local Listed Building Consent Order (LLBCO) is limited to those buildings which are directly associated with the textile industry and were originally constructed as office and warehouses for mostly German merchants. This includes the Grade I Listed Cathedral building on Church Bank. Given its status and important civic function it is considered reasonable to also omit this building from the proposed LDO. St Peter’s House and other buildings which contribute to the setting of the Cathedral are also excluded from this LDO.
4.2 Other buildings such as the Paper Hall, Ring O’Bells Public House and College Mill are also excluded from the LLBCO. However, it is possible to grant consent for change of use of these buildings within this LDO as it will not grant consent for any external changes to them. The Council would retain full control over any internal or external changes for which planning permission and listed building consent would be required.

4.3 It is therefore proposed that the LDO includes the majority of these Listed Buildings in order to confer the widest possible benefit.

4.4 Any physical works beyond the works approved by the accompanying LLBCO are likely to still require planning permission or listed building consent. In all cases it is likely that Building Regulations approval will also be required and most advertisements will still require advertisement consent.

5.0 Planning Issues

Policies the Local Development Order Supports

5.1 Paragraph 199 of the National Planning Policy Framework (NPPF) states that Local Planning Authorities should consider using LDOs to relax planning controls for particular areas or categories of development, where the impacts would be acceptable, and where this would promote economic, social or environmental gains for the area, such as boosting enterprise. In accordance with the NPPF the objectives of the proposed LDO will support sustainable economic growth and the vitality of the city centre.

5.2 Core Strategy Publication Draft Policy ID6 states that the Council will consider the use of LDOs to facilitate efficient and effective delivery of sustainable development. The LDO will therefore support the implementation of Policy ID6.

5.3 The Bradford City Centre Area Action Plan (AAP) will guide the transformation of the City Centre regeneration area up to 2028. The Bradford City Centre AAP Further Issues and Options Report states that planning tools, such as LDOs, can stimulate regeneration. A LDO for specific parts of the City Centre, allowing change of use of existing buildings without the need for planning permission, is identified as a proposed option in the Further Issues and Options Report.

5.4 The AAP includes much of the LDO area within an area identified as ‘The Channel’ which also the Westfield Shopping Centre. The AAP sets forward a vision for Little Germany which sees a large scale residential offer led by the conversion of the existing buildings. It also sets a target of a minimum of 1010 residential units in this area supported by community provision retail, leisure and office space. Therefore, it is clear that the proposed LDO complies in full with the vision of this area set out in the AAP.

5.5 There are a large number of Listed Buildings within the LDO area and Policy BH1 requires any new use in such buildings to be compatible with the character of the building and its setting. It also suggests that consent for alternative uses should only be granted where no reasonable alternative exists which would safeguard the character of the building and its setting.
5.6 It is well known that a large number of these buildings have stood vacant for a substantial period of time. The LDO area is also within a Mixed Use Area (Policy UR7A of the RUDP) and the RUDP sets out a vision for Little Germany to have a strong focus on urban living and also encourages the provision of office uses. While the Council will, to an extent, lose control over new uses in this area, it only allows for those uses which would be supported by the RUDP in any case. The proposed LDO is therefore considered to satisfy both policies BH1 and UR7A of the RUDP.

5.7 Policy BH4 of the RUDP allows for alteration and extension of Listed Buildings providing they have no adverse effect on their character or appearance. Any alterations approved by this LDO will be approved through the LLBCO process and so the Council will have control over these. Due to this level of control the proposed LDO would satisfy Policy BH4 of the RUDP.

5.8 The Little Germany Conservation Area and the Cathedral Quarter Conservation Area also fall within the LDO area. Policy BH7 of the RUDP requires the highest standards of design in order to preserve and enhance the character and appearance of such areas. The proposed LDO while encouraging change of use of buildings in the area would only grant consent for external changes which will be granted by the proposed LLBCO. Any alterations beyond what is granted by the LLBCO will still require planning permission and listed building consent. Advertisement consent would also still be required where necessary. Overall the Council would retain sufficient control to ensure that the buildings

Delivering High Quality Development - Imposing Space Standards

5.9 Many of the buildings in the LDO area are very large and could therefore accommodate a large number of residential units.

5.10 In order to ensure the delivery of homes which are of a size which provide a high quality of life it is considered to be reasonable to impose minimum space standards for units created under the auspices of this LDO.

5.11 The Council does not currently have any adopted space standards. The Government has recently released a consultation draft of a document titled ‘Nationally Described Space Standard’ as part of its Housing Standards Review which sets out space standards for a range of residential units.

5.12 The Standard deals with internal space within new dwellings and is intended to be suitable for application across all tenures. It sets out requirements for the Gross Internal (floor) Area (GIA) of new dwellings at a defined level of occupancy as well as floor areas and dimension for key parts of the home.

5.13 The Standard only applies where a condition on a planning approval is derived from a policy within a local plan. This LDO in essence plays the role of a planning approval for any development that proceeds under the rights granted by it.

5.14 Here it is worth referring to part (8) of policy D1 of the RUDP which requires development proposals to make a positive contribution to the environment and quality of life by not harming ‘the amenity of prospective or existing users and residents. The imposition of minimum space standards would therefore support this aim of policy D1.
5.15 The Publication Draft of the Core Strategy, which when adopted will replace the RUDP as the development plan for the District, includes policy HO9 which seeks to provide high quality homes. Part E of this policy refers to the provision of suitable space standards in new developments. Limited weight can be attached to this document at the moment however it is clear that the imposition of space standards would be supported by this policy.

5.16 As the Council does not have its own adopted space standards the suggested standards currently being considered in the ‘Nationally Described Space Standard’ appear to be the most reasonable standards to fall back on. It is worth noting that this document directly correlates with the London Housing Design Guide adopted in 2010.

5.17 The housing standards set out in table 1 below are relevant here:

5.18 In the table above ‘b’ is bedroom and ‘p’ is people. So the minimum internal standard for a 1 bed 2 person apartment is 50 square metres. Where a 1 bed 1 person studio apartment has a shower room instead of a bathroom, the floor area may be reduced from 39 square metres to 37 square meters as shown in the brackets above.

5.19 It is acknowledged that when working with buildings of this age it may sometimes be difficult to meet the above standards in all cases. If developers are unable to meet these standards or wish to have some units which are not of the sizes prescribed above planning permission will be required for those units. So for example, if in a development of 50 units all but 5 would comply with the above standard planning permission would only be required for the 5 that do not comply.

Justification for Zero Social Contributions

5.20 The Council’s adopted Planning Obligations Supplementary Planning Document (SPD) requires residential developments in excess of 10 units to provide a contribution towards recreation and education provision. Residential developments in excess of 15 units are also required to provide affordable housing.

5.21 There are some very large buildings within the LDO area which could accommodate a significant number of units. Eastbrook Hall which has been renovated has 56 apartments and Albion House at 64 Vicar Lane has 45 apartments. It is therefore likely that other currently vacant or underused units within the LDO area could be converted to similar sized developments.

5.22 It is worth noting that pretty much all of the schemes involving conversion of listed buildings that have been granted permission and implemented within the LDO area have not carried any requirement for social contributions. Generally the reason for this is down to the additional cost of renovating such units.

5.23 The justification for the creation of this LDO and the accompanying LLBCO relates in part to the perceived risk in acquiring planning and listed building consent.
5.24 There is also significant additional cost in developing listed buildings such that social contribution requirements can often result in a development becoming unviable. There are many permissions that are granted subject to social contributions which never come to fruition for this reason.

5.25 Currently much of the LDO area is made up of vacant buildings which do little to enhance this area and making little if any contribution to the local economy. Allowing residential development in this area without the need for social contributions may be the difference between a development going ahead and a building remaining vacant.

5.26 Furthermore, if this LDO and LLBCO are successful in encouraging new uses to enter into these buildings it would add to the New Homes Bonus, the value of which is determined by the number of new Council Tax entries in a year. This scheme has two years left in its current programme. It would also introduce new Council Tax income and if new offices, hotels, restaurants and bars are created it would add to Business Rates revenue also.

5.27 The factors mentioned above are considered to provide sufficient justification to allow the development of the buildings within this important and distinctive area of the City without the requirement for social contributions.

**Air Quality Management Area**

5.28 There is an Air Quality Management Area (AQMA) at the junction of Shipley-Airedale Road and Church Bank which includes one building within the area of the proposed LDO. The area is shown on the map below:

![Air Quality Management Area Map](image)

5.29 Policy P1 of the RUDP relates to air quality and requires developments to not have a significant negative impact on public health. In the interest of public health and in order to retain control over potential changes of use of this building it is proposed to exclude this building from this LDO.
5.30 The affected building is Treadwell Mills on Upper Park Gate and to the eastern boundary of the LDO Area. This building already appears to be in residential use and carries a planning permission from 2002 for 33 apartments. The exclusion of this building from the LDO area is therefore unlikely to have any significant impact on the effectiveness of the proposed LDO.

Highway Safety

5.31 The LDO could potentially create a significant number of residential units and office premises within the LDO area. The Council would lose some control over developments and it is not intended to require a specific number of car parking spaces for the developments.

5.32 The LDO covers a very sustainable area with units across the whole of the area being within walking distance of the Bradford Interchange and Forster Square Station and having excellent access to facilities in the City Centre.

5.33 It may be that some of the properties can accommodate car parking facilities however even if this was not the case it is unlikely that any significant harm to highway safety would occur.

Flood Risk

5.34 The majority of the LDO area fall within Flood Zone 1 which is land least likely to flood.

5.35 The north-western corner of the LDO area known as City Mills Apartments directly abuts an area within Flood Zone 3 which is land most likely to flood.

5.36 Technical guidance published alongside the NPPF identifies residential development and A4 uses as being more vulnerable to flooding. The general principle is to direct such developments away from areas at risk of flooding but where it is necessary it should be made safe without increasing flood risk elsewhere.

5.37 The proposed LDO while allowing some physical works would not allow significant external work which would involve the breaking of the ground. Consequently it is unlikely that any change of use carried out under the proposed LDO would increase the risk of flooding elsewhere. The liability for assessing the risk of flooding and ensuring adequate provision of routes of escape and egress in the case of flooding falls on the developer. To that end it is recommended that a footnote is attached to the LDOs which notify owners and potential developers that these units may be at risk of flooding and appropriate safeguards should be taken.

Residential Amenity

5.38 Within the area covered by the proposed LDO, there are existing residential units and the LDO allows for the creation of many more. The proposed LDO would allow for the creation of A3 restaurants, A4 bars, offices and hotels which could potentially lead to disturbance to these residents.
5.39 Some aspects of residential amenity and safety can be controlled via non-planning regulations. For example, noise and odour resulting from particular uses can be controlled via the statutory nuisance regime. Licensing regulations, meanwhile, can deal with hours of use and Building Control can deal with means of escape and noise insulation.

5.40 Operations or alterations to premises which may have an impact on residential amenity, such as extractor fans or other such equipment will continue to require planning permission.

5.41 It is considered that this package of safeguards will ensure protection of residential amenity under the LDO.

6.0 Duration of the Local Development Order

6.1 It is intended that the LDO will be active for a period of five years following the date of their adoption and this will directly correlate with the lifetime of the LLBCO covering the same area.

6.2 Following the end of this three-year period, the LDO would cease to apply. The Council would then have the following options:
   • Renew the LDO under the same terms/conditions as previously;
   • Renew the LDO but modify its terms and conditions; or
   • Allow the LDO to lapse and require planning permission for any further developments.

6.3 Work on developments which have started but not been finished, under the provision of this LDO, will be allowed to be completed in the event that the LDO is revoked or allowed to lapse.

6.4 Developments which have been finished and occupied under the provision of the LDO will be allowed to continue to operate and no new change of use or other consent will be required.

6.5 If the LDO is allowed to lapse, no new change of use will be allowed under the terms of this LDO following its expiry without planning permission.

7.0 Monitoring the Local Development Order

7.1 It is intended that the LDO will be subject to continuous monitoring to assess its effectiveness. The main ways in which this will be done will be:
   • The majority of buildings in this area are listed buildings and the accompanying LLBCO requires close liaison with the Local Planning Authority. This will be the easiest way to monitor the effectiveness of the LDO.
   • In addition Council Tax and Business Rates records can be accessed and analysed.
   • In all cases Building Regulations approval will be required and if developers use the Council’s Building Inspectors these records would provide valuable information. Where an independent Building Inspector is used the Council still receives notification of development.
7.2 It will also be the subject of a section in the Annual Monitoring Report, which will discuss further the impact of the LDO on the area and the quality of the public realm.

8.0 Consultation Process

8.1 Internal consultations on the draft LDO have taken place with colleagues and legal advice has been sought. Formal consultations with internal and external consultees and owners and occupiers of premises will commence if this draft order is endorsed by the Executive Committee, as set out in the Town & Country Planning (Development Management Procedure) (England) Order 2010 (DMPO 2010).

8.2 The Council is statutorily required to give 4 weeks to consultees but it is considered good practice to give at least 6 weeks.

9.0 Adoption Process

9.1 Part 6 of the DMPO 2010 includes a power of intervention for the Secretary of State. However this is superseded by Article 2 of the Growth & Infrastructure Act (Local Development Orders)(Consequential Provisions)(England) Order 2013.

9.2 This only requires Local Authorities, as soon as reasonably practicable, and no later than 28 days after the adoption of an LDO to send to the Secretary of State a copy of the LDO, the statement of reasons and any environmental statement relating to the LDO.

9.3 This is to notify the Secretary of State of the Council’s decision and not to determine if he wishes to call the LDO in for determination. The Council’s Executive Committee therefore has the authority to adopt such documents after consultation.