



Wellington Bridge, Wellington Road, Leeds

Design, access and heritage statement

28 February 2019

Mott MacDonald
Floor 3
1 Whitehall Riverside
Leeds LS1 4BN
United Kingdom

T +44 (0)113 394 6700
F +44 (0)113 394 6701
mottmac.com

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Executive summary

This design, access and heritage statement has been commissioned by Leeds City Council (LCC) and prepared by BAM Nuttall Mott MacDonald Joint Venture (known as BMMJV) as part of Phase 2 of the Leeds Flood alleviation Scheme (LFAS). It forms part of the supporting documents for an application seeking Listed Building Consent (LBC) for proposed works to the Grade II listed Wellington Bridge, Wellington Road, Leeds.

The proposed works are to connect a new flood wall into Wellington Bridge. The works are required as part of wider proposals to construct linear defences to improve the level of flood protection to low lying existing assets along the River Aire between Leeds City Centre and Apperley Bridge (known as the Project). The Project is the subject of a separate application for a direction that planning permission be deemed to be granted for the Project pursuant to section 90(2A) of the Town and Country Planning Act 1990.

Wellington bridge derives its significance as a surviving road bridge constructed as one of a series of bridges over the River Aire during the 19th century. It was constructed to improve communications between Bean Ing Mills and businesses south of the River Aire and is illustrative of the industrial growth of Leeds City Centre.

The works are non-intrusive and will not physically alter the bridge. A new concrete flood wall will be tied-in to the existing stonework of the bridge using a straight joint and 2-part polyurethane sealant to prevent leakage and protect the historic fabric of the bridge. The function and operation of the bridge will remain unaffected by the proposed Listed Building (LB) Works.

The proposed works are not considered to result in harm to the significance of the asset. The works are also considered to comply with Local Plan Policy P11 and UDP Policies N11 and N17.

1 Introduction

1.1 Background

This design, access and heritage statement has been commissioned by Leeds City Council (LCC) and prepared by BAM Nuttall Mott MacDonald Joint Venture (known as BMMJV) in support of an application for Listed Building Consent (LBC) for construction of a flood defence wall adjoining to the Grade II listed Wellington Bridge, Wellington Road, Leeds (SE 28923 33436; Drawing LFAS2-BMM-XX-XX-RP-C-20260).

The works are part of the wider Phase 2 Leeds Flood alleviation Scheme (LFAS) to construct linear defences to improve the level of flood protection to low lying existing assets along the River Aire between Leeds City Centre and Apperley Bridge (known as the Project). The Project is the subject of a separate application for a direction that planning permission be deemed to be granted for the Project pursuant to section 90(2A) of the Town and Country Planning Act 1990.

This is the second phase of flood defence works, with Phase 1 of the Leeds Flood Alleviation Scheme completed in 2017. The Project would improve protection to existing residential properties, businesses, infrastructure, future development and historic assets between Newlay Bridge and the Leeds Railway Station. This will significantly reduce the risk of flood damage to properties, with an estimated 1626 properties (661 residential, 652 commercial and 313 other) benefiting from an increase in standard of protection (SoP) to 1 in 200 years (not accounting for climate change).

1.2 Overview

The LBC application seeks consent for works to construct and 'tie in' the new flood defence wall to the Grade II listed Wellington Bridge (Drawing LFAS2-BMM-XX-XX-RP-C-20260) only (hereinafter referred to as the Listed Building (LB) Works). The LB Works are the only aspect of the proposed Project considered to potentially affect the bridge's structure as a building of special architectural or historic interest and therefore require listed building consent under the terms of the Planning (Listed Building and Conservation Areas) Act 1990. The impact of the wider Project on cultural heritage more generally has been assessed separately and is reported within the Environmental Statement which accompanies the planning application.

The purpose of this design, access and heritage statement is to identify the significance of the bridge and assess the impact of the LB works on its significance. It also explains how issues relating to access to the bridge have been dealt with.

2 Methodology

2.1 Desk Based Research

A desk-based study has been undertaken to identify and understand the heritage significance of the Grade II listed Wellington Bridge. Data sources used to carry out the assessment include:

- National Heritage List for England;
- West Yorkshire Historic Environment Record (HER);
- Local studies resource; and
- Historic mapping.

A full list of references can be found in section 8 of this statement.

2.2 Surveys

A site walkover was carried out on 21st March 2018 along the modern A58 and from Speedy Superstore to inspect the bridge and its setting and the area surrounding the location of the proposed works.

2.3 Consultation

Consultation on the Project was conducted with LCC and Historic England (HE) in the form of a formal request for an Environmental Impact Assessment Scoping Opinion in June 2018. HE made the following comments about the project:

“Given the number of important designated heritage assets within the area and the Project impacts on these, mitigation for appropriate materials and finishes should be considered. Where harm would be caused to the historic environment, alternatives which would cause less or no harm should be considered as part of this process”.

Further discussions were held with the LCC conservation officer on 9th October 2018. At this meeting the need for LBC for the works was confirmed as was the information required for an application. The conservation officer did not express any concerns regarding the principle of the work.

2.4 Assessment of potential Impacts

The assessment contained within this Statement is based on the guidance contained in Historic Environment Good Practice Advice in Planning note 2 (GPA2) – Managing significance in decision taking in the historic environment (Historic England, 2015). Paragraph six of the guidance outlines the steps which should be taken to establish the potential impact of the LB Works on the significance of heritage assets and where appropriate justify any harmful impacts and identify mitigation and enhancements. These steps are:

- Understand the significance of the affected assets;
- Understand the impact of the proposal on that significance;
- Avoid, minimise and mitigate impacts in a way that meets the objectives of the NPPF;
- Look for opportunities to better reveal or enhance significance;
- Justify any harmful impacts in terms of the sustainable development objective of conserving significance and the need for change; and

- Offset negative impacts on aspects of significance by enhancing others through recording, disseminating and archiving archaeological and historical interest of the important elements of the heritage assets affected.

Section 4 of this document assesses the significance of Wellington Bridge. Section 5 addresses the level of potential impact of the Project on the asset. In accordance with paragraph 189 of the NPPF and the Historic England guidance the level of detail supplied is proportionate to the level of significance of the asset and the overall effect the Project will have on this significance.

3 Relevant planning policy

3.1 Legislation

3.1.1 Planning (Listed Building and Conservation Areas) Act 1990

This Act sets out the protection given to buildings of special architectural or historic interest through listing. It also sets out the framework for authorising works for the alteration of listed buildings through the grant of LBC.

3.2 National planning policy

The National Planning Policy Framework (NPPF) (2018) considers the importance of the historic environment in planning and development and sets out the government's policies regarding development that affects the historic environment. It requires that proposals are fully evidenced and assessed to help informed decision making. Chapter 16 outlines these policies. The following paragraphs are relevant to this Listed Building Consent application:

- **Paragraph 189** states that in determining applications, local planning authorities should require the applicant to describe the significance of any heritage assets affected, including any contribution made by the setting;
- **Paragraph 192** asks local planning authorities to take into account three factors when determining applications:
 - The desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;
 - The positive contribution that conservation of heritage assets can make to sustainable communities including their economic viability; and
 - The desirability of new development making a positive contribution to local character and distinctiveness.
- **Paragraph 193** when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation. The more important the asset, the greater the weight should be; and
- **Paragraph 196** Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal, including securing its optimum viable use.

3.3 Local planning policy

3.3.1 Leeds Local Plan

Leeds Local Plan Core Strategy includes Policy P11 on conservation and was adopted in November 2014. P11 protects the archaeological remains, historic buildings townscapes and landscapes, including locally significant undesignated assets and their settings. It focuses on the distinct identity of Leeds, particularly its:

- Victorian and Edwardian public buildings;
- Nationally significant industrial heritage relating to its textile, tanning and engineering industries; and
- 19th century transport network including the Leeds and Liverpool canal.

Of significant interest is the clarification that: “Development proposals will be expected to demonstrate a full understanding of historic assets affected including the significance of assets, the impact of proposals and mitigation measures....” And that “innovative and sustainable construction which integrates with and enhances the historic environment will be encouraged.”

Chapter 3 on the Spatial Vision includes Objective 3 on Place Making which promotes: “high quality design and the positive use of the historic environment to create and maintain distinctive and cohesive places”.

3.3.2 Unitary Development Plan (UDP) saved policies (2007 and 2009)

The UDP forms part of the local development framework. Following the introduction of the Planning and Compensation Act in 2004 the policies within the UDP were required to be saved by agreement of the Secretary of State. This was done in September 2007 and June 2009. Policies N14- N20 related to the historic environment were saved.

Policies N14 (Listed Buildings and Preservation) and N17 (Listed Buildings Character and Appearance) have been considered within this assessment.

3.4 Guidance

The following guidance has been used to inform the assessment:

- Conservation Principles, Policies and Guidance (English Heritage, 2008);
- Historic Environment Good Practice Advice in Planning Note 2: Managing the Significance in Decision Taking (Historic England, 2015);
- Historic Environment Good Practice Advice in Planning Note 3: The Setting of Heritage Assets (Historic England, 2nd Edition 2017); and
- Design Manual for Roads and Bridges (DMRB) Volume 11, Section 3, Part 2 ‘Cultural Heritage’.

4 Heritage significance

4.1 Site context

Photo 1: Wellington Bridge from the banks of the River Aire. Taken facing south-west.



Source: Mott MacDonald 2018

Wellington Bridge is positioned on the western side of Leeds City Centre and provides a crossing point over the River Aire for the A58 Leeds Inner Ring Road, a dual carriageway linking the eastern, western and southern routes around the outer limits of the city (Photo 1). It is a Grade II listed structure. The area contains a mixture of modern high-rise residential flats, industrial units and businesses and a large expanse of waste land following demolition of a manufacturer's premises in-between the bridge and Wellington Street.

4.2 Topography

Wellington Bridge crosses the River Aire, west of Leeds City Centre between Wellington Street and Wellington Road. The landform rises gradually from the north-east at approximately 33m AOD to carry the modern flyover bridge over the River Aire, levelling on top to around 35m AOD. Dense scrub and trees line the banks of the River Aire screening the industrial units creating long distance upstream views.

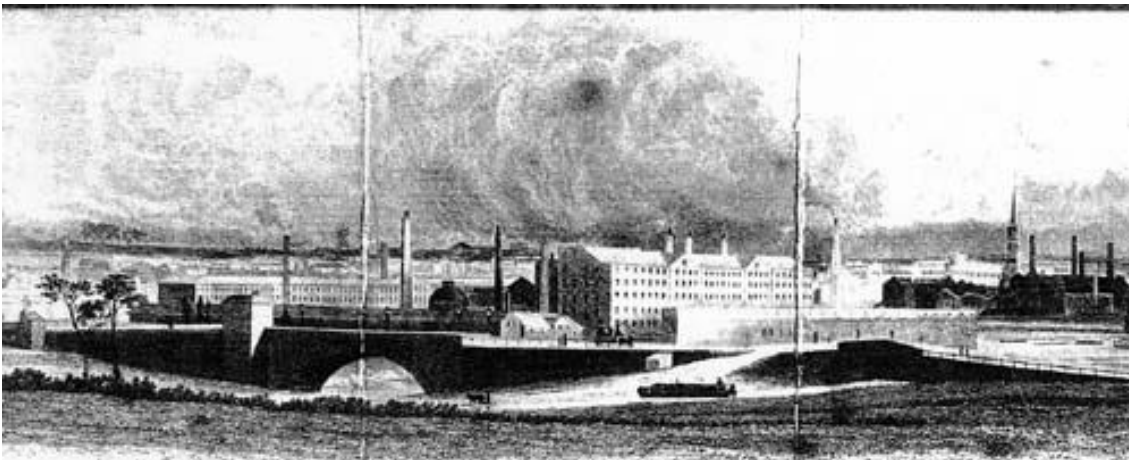
4.3 Historical development

Bean Ing Mills was erected in 1829 and was the premises of Joshua Wilson and Sons Ltd, worsted coating manufacturers built by Benjamin Gott as the world's first factory for woollen manufacture. Benjamin Gott wanted to improve communications between his mill and businesses south of the River Aire and was thus instrumental in raising money to build a new road bridge. The initial foundations of the stone bridge (see Photo 2 below), designed by John Rennie, were laid in 1818 by Gott and completed the following year, totalling a cost of £7,000.

The bridge was originally called the Waterloo Bridge and operated as a toll with no charges for passengers until 1847 when all toll charges were stopped. The bridge later became known as Wellington Bridge. The premises of Joshua Wilson and Sons Ltd remained in operation until 1963 when production ceased. The works were demolished shortly thereafter.

Since its construction in the early 1800s the bridge has undergone three phases of modification and/or repair. The bridge was widened in 1873 and the parapet dismantled. The south-west abutment was repaired in 1941 after war damage. Between 1970 and 1975 a new wider bridge was constructed adjacent to the original stone bridge (as shown on Photo 3). This wider, modern bridge formed part of the new Leeds Inner Ring Road.

Photo 2: Wellington Bridge in 1832



Source: Leeds Library & Information Services

Photo 3: View of Inner Ring Road during construction in 1970



Source: Leeds Library & Information Services

4.4 Heritage significance

Conservation Principles, Policies and Guidance is a document published by Historic England with the aim of:

“[setting] out a method for thinking systematically and consistently about the heritage values that can be ascribed to a place. People value historic places in many different ways; 'Conservation Principles' shows how they can be grouped into four categories: Evidential, Historical, Aesthetic and Communal.”

These four values will be used to guide the following discussion of the heritage significance of Wellington Bridge.

Evidential

The evidential value of Wellington Bridge is largely derived from the survival of its original historic fabric. This historic fabric has the potential to provide evidence of contemporary construction materials and methods.

Historical

The bridge possesses historic value through its association with the renowned Georgian engineer John Rennie, who constructed the bridge in 1819.

The bridge was constructed to improve communications and access between Bean Ing Mills and businesses south of the River Aire. The network of bridges on the River Aire west of Leeds was dictated by the need for workers to cross the river between mill and factory sites and residential areas. The asset is therefore of value in understanding the development of the

woollen textile industry in the west of Leeds and the growth of transport infrastructure associated with that.

Aesthetic

The aesthetic value of Wellington Bridge contributes to its significance. Although the original fabric and stonework of the bridge is concealed, excepting from views along the River Aire from the north-west, in these views the aesthetic qualities of John Rennie's modest classical design can still be appreciated.

Communal

Wellington Bridge was used daily by industrial workers between factories over the River Aire during the 19th century and although it acts as a marker across the River Aire, which has been used for movement across the river from the 17th century, it no longer possesses the same communal value for which it was originally constructed. The limited accessibility to the visible elements of the historic bridge, which can only be seen from the river itself due to there being no footpaths on the banks of the River Aire at this point, severely restrict the access to and awareness of the asset. The communal value of the bridge is therefore considered not to contribute to its significance.

Setting

The historic setting of the bridge has been altered in the later 20th and 21st centuries. The former industrial buildings including Bean Ings Mill have been removed and replaced with modern high-rise developments and modern low-rise industrial units (as shown on Photo 4), significantly changing the visual envelope in which the bridge lies. The modern development of the inner ring road detracts further from the historic setting of the asset, obscuring views of Rennie's 1819 construction from the riverbank and the bridge deck itself. The connection between the bridge and the river however has been preserved, and this element of the setting does contribute to its significance.

Photo 4: Current setting of Wellington Bridge. Taken facing South-west.



Source: Mott MacDonald 2018

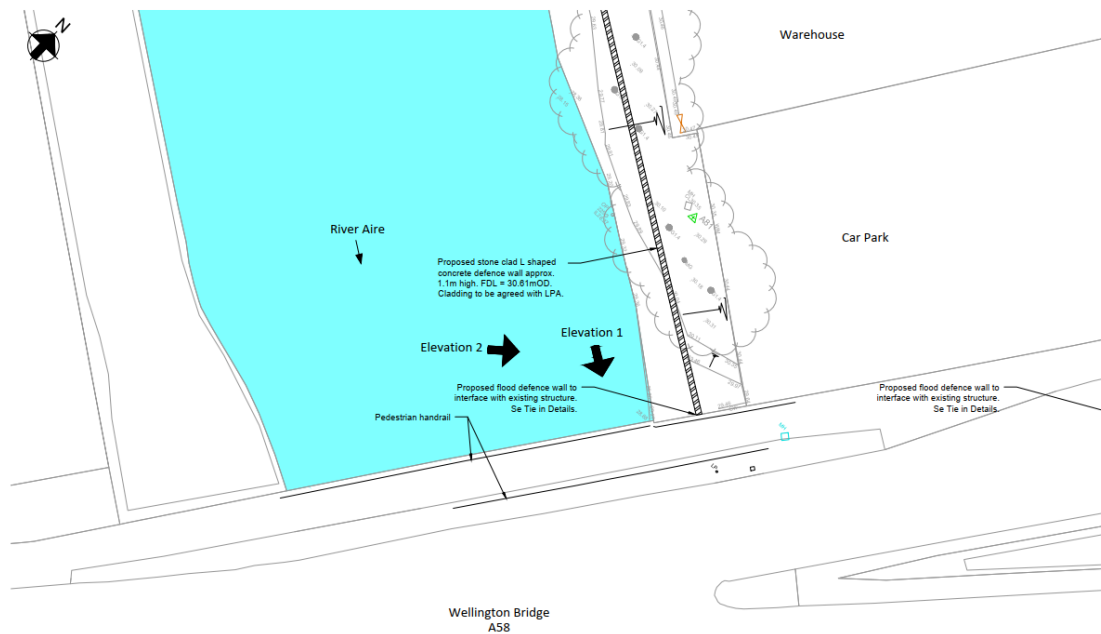
5 Impacts

5.1 Design description

The works at Wellington Bridge will involve the construction of a new flood defence wall which will interface with the bridge on the left-hand bank, upstream side (as shown on Figure 1 below). The defence will comprise a 200mm thick reinforced concrete wall clad in stone to match the existing stonework raised to 1100mm above the existing ground level (to a height of 30.61m OD) with a coping stone on top.

Excavation will be required to a maximum depth of approximately 600mm.

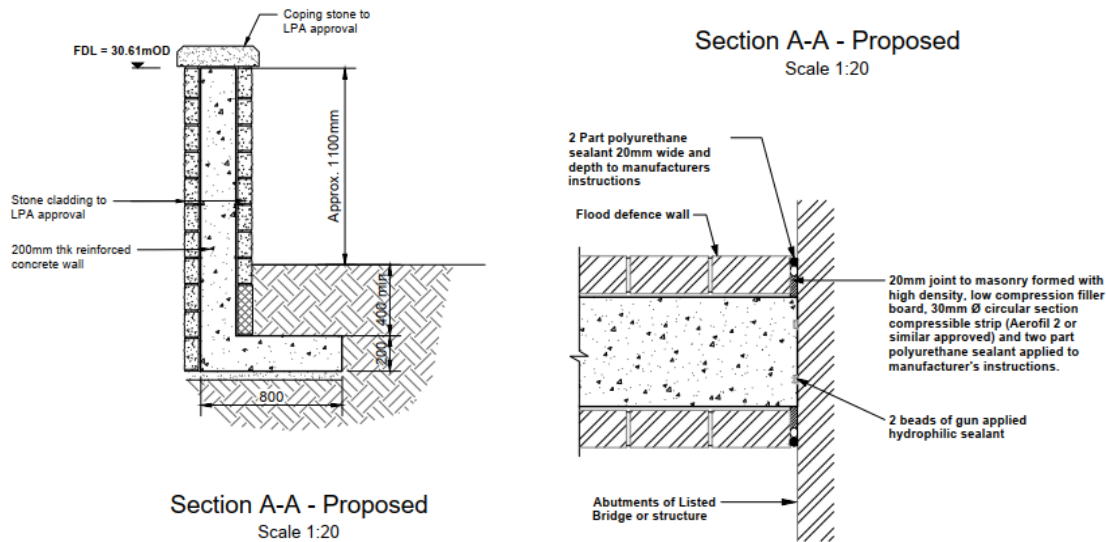
Figure 1: Detail of design works



Source: Detail from drawing LFAS2-BMM-XX-XX-RP-C-20270

The works are non-intrusive and will not alter the physical structure of Wellington Bridge. The concrete wall will be attached using a straight joint and 2 part polyurethane sealant which will sit between the defence and the stonework to prevent leakage (as shown on Figure 2 below). See Drawing LFAS2-BMM-XX-XX-RP-C-20270 for details of these works.

Figure 2: Detail of attachment to bridge



Source: Detail from drawing LFAS2-BMM-XX-XX-RP-C-20270

5.2 Impact on heritage significance

The new flood defence wall has been designed to minimise impact on Wellington Bridge, whilst providing the required level of flood protection.

Evidential

No alterations or interventions to the historic fabric of the structure are proposed, in line with building conservation best practice of “minimum intervention”. The new flood defence wall will be tied in to the bridge using a straight joint with a 2 part polyurethane sealant 20mm wide between the wall and the bridge stonework. The membrane will act to protect the original stonework of the bridge from the main concrete core of the wall, and in the longer term, from the adverse effects of putting concrete alongside historic materials. There will therefore be no impact upon the evidential value of the bridge.

Historical

The proposed works will not affect the ability to understand the historic value of the asset which mainly derives from its illustration of the industrial development of west Leeds, and through its association with notable engineer John Rennie.

Aesthetic

The aesthetic value of the bridge, which can only be appreciated from views from the River Aire to the north-west, will not be changed by the development. The proposed flood wall will not impinge upon these views and the proposed cladding, which will correspond to the historic material employed in the bridge’s construction, will be less visually intrusive than the modern material employed in previous interventions to the bridge. Therefore, there will be no impact upon the aesthetic value of the asset.

Communal

Communal value is not considered to contribute to the significance of the asset.

Setting

It is considered that the historic setting of the bridge has been largely altered or removed, with only the visual connection to the River Aire contributing to the significance of the asset. This element of the bridge's setting will not be altered by the development, and therefore no harm to the asset's significance will result from changes to its setting.

Conclusion

There will be no harm to the heritage significance of Wellington Bridge as a result of the proposed works.

6 Access

6.1 Access arrangements

Access arrangements over Wellington Bridge will remain unchanged. Access across the bridge will be via Wellington Road (A58) only. There is no pedestrian access underneath the original stonework. The flood defence will be incorporated on the left-hand bank, upstream side of the River Aire as seen on drawing LFAS2-BMM-XX-XX-RP-C-20270.

7 Conclusion

This Design, Access and Heritage Statement considers the heritage significance of, and the impact of the proposed LB works on the Grade II listed Wellington Bridge.

The new flood defence wall attached to Wellington Bridge has been designed to reduce the impact on the historic fabric and setting of the bridge whilst still providing the level of flood protection required as part of the wider Project.

Following an assessment of the significance of Wellington Bridge in accordance with the NPPF and Historic England GPA2 and GPA3, the proposed scheme is not considered to result in harm to the significance of the asset. The scheme is also considered to comply with Local Plan Policy P11 and UDP Policies N11 and N17.

8 References

8.1 Legislation and Guidance

CfA (2014) Standard and Guidance

Department for Transport, Design Manual for Roads and Bridges (DMRB) (2007) Volume 11, Section 3, Part 2 'Cultural Heritage'

Historic England, 2008 Conservation Principles

Historic England, 2015 Managing significance in Decision Taking in the Historic Environment, Historic Environment Good Practice Advice in Planning Note 2, London, Historic England

Historic England, 2017 The Setting of Heritage Assets, Historic Environment Good Practice Advice in Planning Note 3, London, Historic England

National Planning Policy Framework (2018)

The Planning (Listed Buildings and Conservation Areas) Act 1990

8.2 Secondary Sources

Mott MacDonald (2018) LFAS Defence Scheme EIA Scoping Report

Mott MacDonald (2018) LFAS2 Environmental Statement Appendices H1

Mott MacDonald (2018) LFAS2 Main Statement

8.3 Websites

A Vision of Britain through Time - <http://www.visionofbritain.org.uk/place/11809>, accessed 31 September 2018

Historic England, 1987 National Heritage List for England 1255716 [online], available from <https://historicengland.org.uk/listing/the-list/list-entry/1255716> [accessed: September 2018]

<http://www.leodis.net/> [accessed: September 2018]

NMR Historic Environment database - <http://www.pastscape.org.uk>, accessed 31 September 2018

Appendices

A. List Description

21

A. List Description

Name: WELLINGTON BRIDGE

List Entry No: 1255716

Location: WELLINGTON BRIDGE, WELLINGTON ROAD

Grade: II

Road bridge over River Aire. 1817-19. By J Rennie. Elliptical stone arch of approx. 31m span. Widened in 1873. Parapet on each side dismantled. Wide modern bridge alongside almost touching.

NGR: SE 28923 33436

