



Report of the Chief Planning Officer

CITY PLANS PANEL

Date: 10th April 2014

Subject: PRE-APPLICATION PRESENTATION – INTERNAL ALTERATIONS AND MAINTENANCE WORKS TO KIRKGATE MARKET (PREAPP/14/00279) SITE BOUNDED BY VICAR LANE, GEORGE ST AND KIRKGATE.

Electoral Wards Affected:

City and Hunslet

Ward Members consulted

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

RECOMMENDATION: This report is brought to Panel for information. The Developer will be asked to present the emerging scheme to allow Members to consider and comment on the proposals.

1.0 INTRODUCTION:

1.1 This presentation is intended to inform Members of the scheme to carry out works to Leeds Kirkgate Market at Vicar Lane. The buildings are in need of repair to make them suitable for use by traders in the future and to ensure their long term maintenance. They occupy a strategically important position linking the New Victoria Gate development to the north to the Corn Exchange and Kirkgate Townscape Heritage Initiative area to the south. Members will be asked to comment on the emerging scheme. As this is a Leeds City Council proposal and the building is Grade I listed, the application will be determined by the Department for Communities and Local Government.

2.0 SITE AND SURROUNDINGS:

2.1 The Kirkgate Market site lies to the east of Vicar Lane, behind Leeming House which provides the frontage of the 1904 Market Hall building. The application site is 2.3ha in area, comprising the indoor market halls and the outdoor market. The market building is within the Prime Shopping Quarter and the Central Conservation Area as identified within the Unitary Development Plan. New York Street runs to the

south of the market building, the Bus and Coach Station to the east of the outdoor market and George Street to the north of the market. The market building slopes eastwards down towards the outdoor market. Across George Street to the north lies the existing surface level car park which will form part of the Victoria Gate development.

- 2.2 The indoor market is a Grade I Listed Building and was listed in 1973. The buildings that currently make up the market date back to the individual 1875 'Blockshops'. A new market hall and wrap around accommodation, Leeming House, was constructed in 1904 and further extensions added to provide a covered flexible trading area. In the 1930's further development took place on George Street to produce what is now known as Butchers Row. In 1975 a large portion of the covered market and several of the 1875 Blockshops were destroyed by a major fire. As a consequence a new space frame structure market hall was quickly erected in 1976 and this was extended in 1981 to create what can be seen on site today.

3.0 PROPOSAL

- 3.1 The proposals broadly comprise refurbishment and improvement works to ensure the market remains fit for purposes and addresses existing maintenance issues. The proposals have been divided up between the various sections of the building. A plan identifying these sections is appended to this report for ease of reference.

Area 1 - 1904 Hall.

The works comprise maintenance to the building including:

- repairs to gutters
- Works to the natural and mechanical ventilation system.
- Provision of new sprinkler connection to new tank in 1976 Hall (original system retained).
- Repairs to the existing roof structure

Area 2 – Fish and Game Row

The changes here include the movement of butchers units from butchers row to new units in fish and game row. This reorganisation will create a mix of fish and meat traders located close to each other and allow a rationalisation of building services systems to take place. The area as a whole will have the stall fascias modified to create a unified feel whilst still maintaining the individuality of the independent traders. Concentrating these functions into one area will allow a new ventilation system to be installed to manage potential odours and control temperatures. The benefit of this is that waste heat can be recovered with a potential reduction in overall running costs. The works in this area include:

- Repairs to existing roof structure
- Upgrade to drainage to address existing operational and maintenance issues, including the incorporation of debris and grease traps as part of the system.
- Introduction of a new ventilation system to provide supply and extract systems.
- The construction of a new Blockshop at the eastern end of fish and game row. The new Blockshop will house Butchers relocated from Butchers row.
- The creation of a new plant area above the replacement Blockshop to provide an area for the location of refrigeration plant.
- Replacement of the sprinkler system

Area 3 and 6 – 1976 Upper Hall & 1981 Upper Hall

- Alterations and modifications to some existing stall blocks
- Introduction of new 'green stalls' to replace some stall units in Area 3
- Repairs and upgrades to roof-lights and natural ventilation
- Sprinkler system works

Area 4 – 1875 Blockshops

- The works in this area generally comprise an upgrade of electrical and mechanical services
- Repairs to existing roof
- Replacement of sprinkler system

Area 5 – Central Core (W.C's)

- Modifications to create a single entrance/exit to improve security and surveillance
- Maintenance and drainage repairs to deal with localised subsidence of the drainage system
- Modifications to some cubicles to create accessible WC's

Area 7 Kirkgate 'Market Village'

The relocation of the butchers to Fish and Game Row (Area 2) will release several units and it is proposed to change the unit occupiers in this area to provide a more food and led offer (both retail and prepared food). This area could be linked to a redevelopment of the George Street frontage (separate development proposal) with the ability to create units which would front both the street and the internal route (former Butchers Row) enabling extended hours trading and increasing the flexibility and offer that the Market can provide. This has been termed the 'Market Village' concept. In addition, works will involve:

- The creation of a Kirkgate Market Village area with extended opening hours will necessitate the introduction of security and fire shutters to ensure the whole of the market cannot be accessed during the extended hours of the Market Village
- Alterations and modifications to some Blockshops
- Ventilation system repairs
- Replacement of sprinkler system

Area 8a & Area 8b – George Street

This will form a future development plot which will be subject to separate planning and Listed Building Consent applications as part of a separate procurement exercise. In relation to the current application proposals, works within this area will be limited to the following:

- Area 8a – this area currently comprises retail units at ground floor with the market offices above. The retail units at ground floor level will remain as currently trading in advance of the conclusion of the developer competition. The office markets will be relocated into new units within the 1976 Main Hall.
- Area 8b – relocation of butchers to fish and game row, the removal of internal walls between the units and the establishment of a hoarding line around the vacant units. The units facing out onto George Street will remain as currently trading in advance of the conclusion of the developer competition.

Area 9 – North-South Route

- Reconfiguration of some stalls to create a stronger route through the market towards Victoria Gate.
- Introduction of natural ventilation and smoke venting
- Replacement of sprinkler system

Area 10 and 11 1976 Main Hall & 1981 Main Hall

The roof covering over the 1976 and 1981 Main Hall will be replaced. The 1976 hall is proposed to be reconfigured to provide a daily market, which would provide a flexible trading space for a variety of market types throughout the year (e.g. seasonal markets, record fairs, craft markets and other specialist markets). This would require the removal of approximately 95 permanent stalls with the exception of some anchor café stalls. There will be storage areas provided for the temporary stalls to be accommodated when not in use. A flexible events space will be provided with a level floor, this area will accommodate around 250 people in seating/standing arrangements. Markets offices will be required to oversee the running of this operation and this will be constructed along the eastern wall and see the removal of three of the entrances in the area.

In addition to this reconfiguration the following works will be undertaken in the 1976 Hall:

- Rationalisation of building control services and natural and smoke ventilation.
- New sprinkler system including the installation of a new sprinkler tank to serve the system for the market.
- Integrated extract system for new fixed café stalls
- New flooring
- The installation of modular accommodation to provide new office space. In order to install the new office space, three exit/entrances to the Open Market will be closed up

Works to Area 11 would consist of the limited adaption of stalls to create routes through the space to connect to the eastern entrance/exit onto George Street. Natural ventilation will be introduced through roof-light zones.

Area 12 – Outdoor Market

The main change relating to the outdoor market is the proposed alteration of the wall which runs along the northern boundary with George Street. Gaps will be introduced in the wall to improve pedestrian permeability to and from the market and improve sight lines. There will be some removal of stalls and the introduction of a trader loading/unloading area, as well as general repairs and maintenance to stalls.

The routes which run through the markets north to south will be retained to strengthen the linkages between the Victoria Gate development to the north and the Corn Exchange and Kirkgate Townscape Heritage Initiative area to the south.

4.0 HISTORY OF NEGOTIATIONS

4.1 The markets team have undertaken a detailed process of consultation with market traders, out-with the development of the planning application. In addition to the consultation on the design development, the applicant and the design team have undertaken the following consultation in relation to the preparation of the planning application:

- Discussions with LCC Highways on future servicing of the market

- Discussions with English Heritage and LCC Conservation to shape the content of the application and ensure compliance with the National Planning Policy Framework.
- Meetings with LCC Access officer in relation to the preparation of the RIBA stage D design.
- Engagement with Leeds Civic Trust, including a presentation of the Stage D design in January 2014.

4.2 Community Consultation has previously been carried out in relation to the development of the project at project feasibility stage (May to December 2012). Further community consultation on the resultant proposals is scheduled to take place on Saturday 12th April.

5.0 RELEVANT PLANNING HISTORY

5.1 There is no recent planning history relating to the market site. Members will be aware that Victoria Gate is located to the north of George Street adjacent to the market. In September 2013, Plans Panel resolved to approve the following applications in relation to Victoria Gate:

1. 13/02967/FU - Major mixed-use, retail-led development including the demolition of all buildings and construction of retail (use classes A1, A2, A3, A4, A5), leisure (use class D2)/casino (sui generis), public realm works and landscaping – Victoria Gate.
2. 13/02968/FU - Demolition of Millgarth Police Station and the erection of a multi-storey car park and associated landscaping, means of access and highway works.
3. 13/02969/RM - Reserved matters approval, pursuant to the original outline scheme, for the John Lewis store.

6.0 RELEVANT PLANNING POLICIES

6.1 Development Plan

Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires the application to be determined in accordance with the development plan unless material considerations indicate otherwise. The development plan is the adopted Leeds Unitary Development Plan (Review 2006) (UDPR) and the Natural Resources and Waste DPD. These development plan policies are supplemented by supplementary planning guidance and documents.

Leeds Unitary Development Plan Review 2006

The UDPR includes policies requiring that matters such as good urban design principles, sustainability, flood risk, highways and transportation issues, public realm, landscaping, and access for all are addressed through the planning application process:

GP5 General Planning Considerations

GP9 Community Involvement

GP11/GP12 Sustainable Development

N12 urban design

N13 design and new buildings

N14 assumption in favour of retention of listed buildings

N17 all listed building features to be retained and repaired

N19 all buildings within or adjacent to a conservation area to enhance character or appearance

N20 resist removal of features which contribute to the character of a conservation area.

N22 Building Conservation

CC3 City Centre Character

CC5 City Centre Environmental Strategy

CC27 Principal Use Quarters

BC1 aim to secure retention of all Listed Buildings

BC2 repair works to listed buildings should be carried out in traditional materials.

BC7 Building Conservation

Natural Resources and Waste Local Plan

The Natural Resources and Waste Local Plan was adopted by Leeds City Council on 16th January 2013. The Natural Resources and Waste Development Plan Document (Local Plan) is part of the Local Development Framework. The plan sets out where land is needed to enable the City to manage resources, like minerals, energy, waste and water over the next 15 years, and identifies specific actions which will help use natural resources in a more efficient way:

Minerals 8: Surface Coal and Development Sites

Supplementary Planning Guidance/Documents

SPD Building for Tomorrow Today: Sustainable Design and Construction

City Centre Urban Design Strategy

Core Strategy

The Core Strategy sets out strategic level policies and vision to guide the delivery of development investment decisions and the overall future of the district. On 26th April 2013 the Council submitted the Publication Draft Core Strategy to the Secretary of State for examination and the examination took place in October 2013.

As the Council has submitted the Publication Draft Core Strategy for independent examination some weight can now be attached to the document and its contents recognising that the weight to be attached may be limited by outstanding representations which have been made. The most relevant policies include:

Spatial Policy 3: Role of Leeds City Centre

Policy P10: Design

Policy P11: Conservation

Policy EN7: Minerals

6.2 National Planning Policy Framework (NPPF)

The policies in paragraphs 18 to 219 of the National Planning Policy Framework (NPPF), taken as a whole, constitute the Government's view of what sustainable development in England means in practice for the planning system. The NPPF is clear that applications for planning permission must be determined in accordance with the development plan, unless material considerations indicate otherwise. This Framework is a material consideration in planning decisions. The following sections of the NPPF are relevant:

Section 2: Ensuring the vitality of town centres

Section 12: Conserving and enhancing the historic environment. In particular paragraph 131: In determining planning applications, local planning authorities should take account of:

- 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 vitality; and
- the desirability of new development making a positive contribution to local character and distinctiveness.

7.0 ISSUES

7.1 Members are asked to consider and provide feedback in relation to the following matters:

Works are occurring internally to provide new ventilation, drainage and sprinkler systems. In addition the roofs of the larger modern sheds are to be repaired. These works are necessary to improve the working environment and bring the functionality of the building up to the levels required for a modern market. These works are required, in part, due to the relocation of the butchers to the Fish and Game Row area. This enables the former Butchers Row area to be dedicated to a more food and lifestyle oriented offer with greater flexibility on opening hours due to the possible connection through to George St - the 'Market Village' concept. Officers will be working closely with the project architects to ensure that these works are carried out in a manner which is as sympathetic as possible to the character of this Grade I listed building.

7.1.1 Do Members consider that the principle of the re-location of the butchers to Fish and Game Row to enable the rationalization of services, including new drainage and extraction, is acceptable?

7.1.2 Do Members consider that the 'Market Village' concept is acceptable in principle?

One of the main interventions in the original market building is the proposed reintroduction of the missing block-shop on its original footprint.

7.1.3 Do Members consider that the approach taken to the proposed new Block Shop, and its relationship to the original 1875 Block Shop arrangement and layout, is correct?

Area 10 is proposed to be used as a more flexible type of market operation with removable stalls and performance area. This is completely different to the current fixed stall layout but will provide a new facility. It is hoped that this would improve the attractiveness of this part of the market to traders and potential customers by providing both flexibility and widening the market's current offer.

7.1.4 Do Members consider that the proposed daily covered market layout and the new flexible events space are acceptable in principle?

The planning of the interior routes is designed to strengthen the connectivity through the market and particularly to take advantage of the proximity of the new retail development at Victoria Gate to the north.

7.1.5 Do Members consider that the proposed routes maximize the benefit of the proximity to Victoria Gate by strengthening the connections to it?

The proposal reduces the number of openings on the eastern elevation of Area A10 from 5 down to 2. This will control the pedestrian flows and simplify the internal

arrangement allowing markets offices to oversee the new flexible market layout in this area.

7.1.6 Do Members consider that this rationalization is a reasonable approach to take given the proposed change in character of this area?

7.1.7 Are Members satisfied that the recommendation of officers can be agreed under delegated powers in order that the application be sent to the DCLG for determination or do Members wish to see this proposal considered at Plans Panel prior to determination by DCLG?

BACKGROUND PAPERS

Pre-application file: PREAPP/14/00279

Application file: Victoria Gate 13/02967/FU Major mixed-use, retail-led development including the demolition of all buildings and construction of retail (use classes A1, A2, A3, A4, A5), leisure (use class D2)/casino (sui generis), public realm works and landscaping,

Application File: 13/02968/FU - Demolition of Millgarth Police Station and the erection of a multi-storey car park and associated landscaping, means of access and highway works and

3. 13/02969/RM - Reserved matters approval for Plot HQ1 of the outline planning permission (John Lewis).

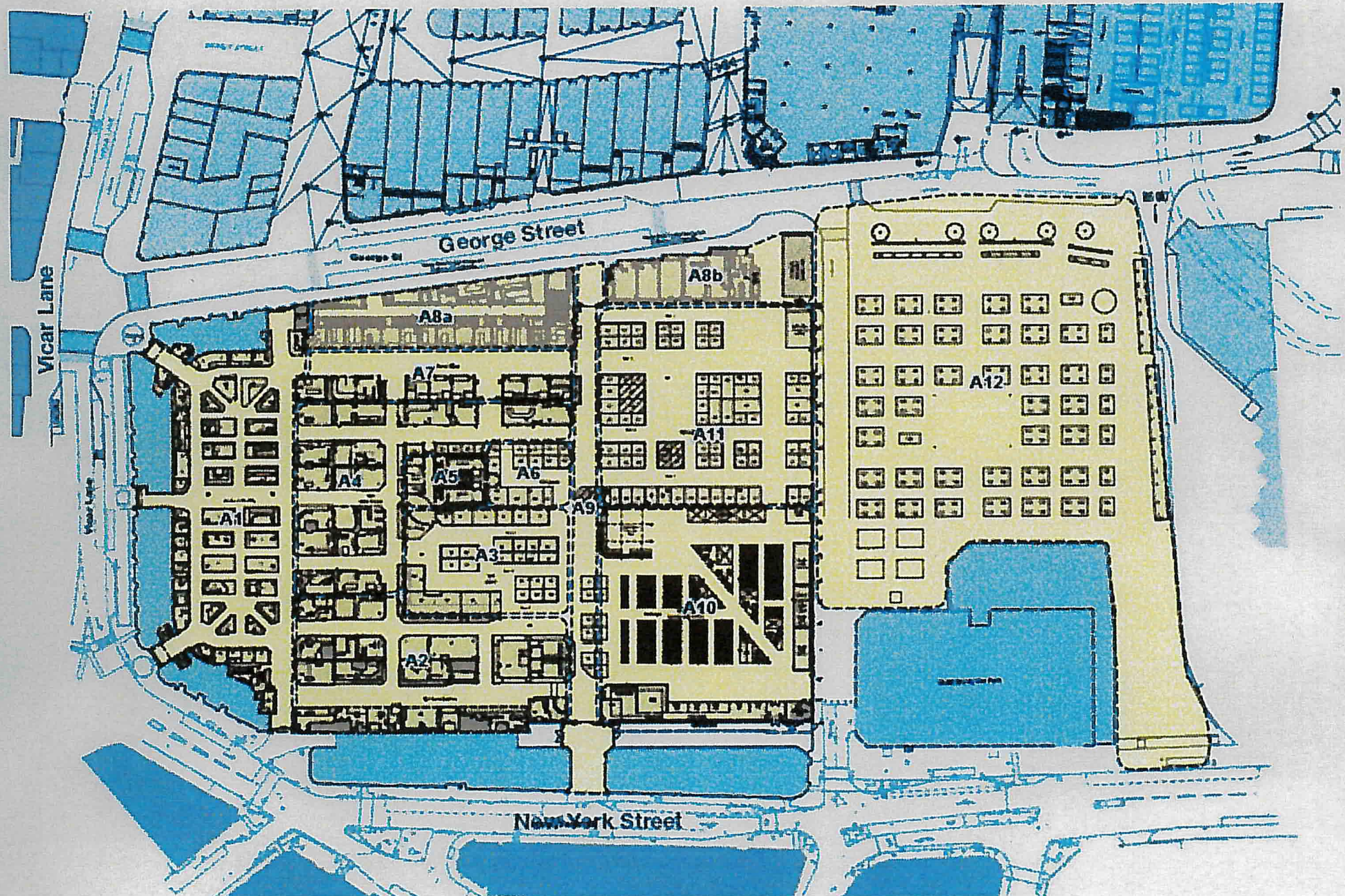
Plan setting out areas referred to in proposal section above (next page)

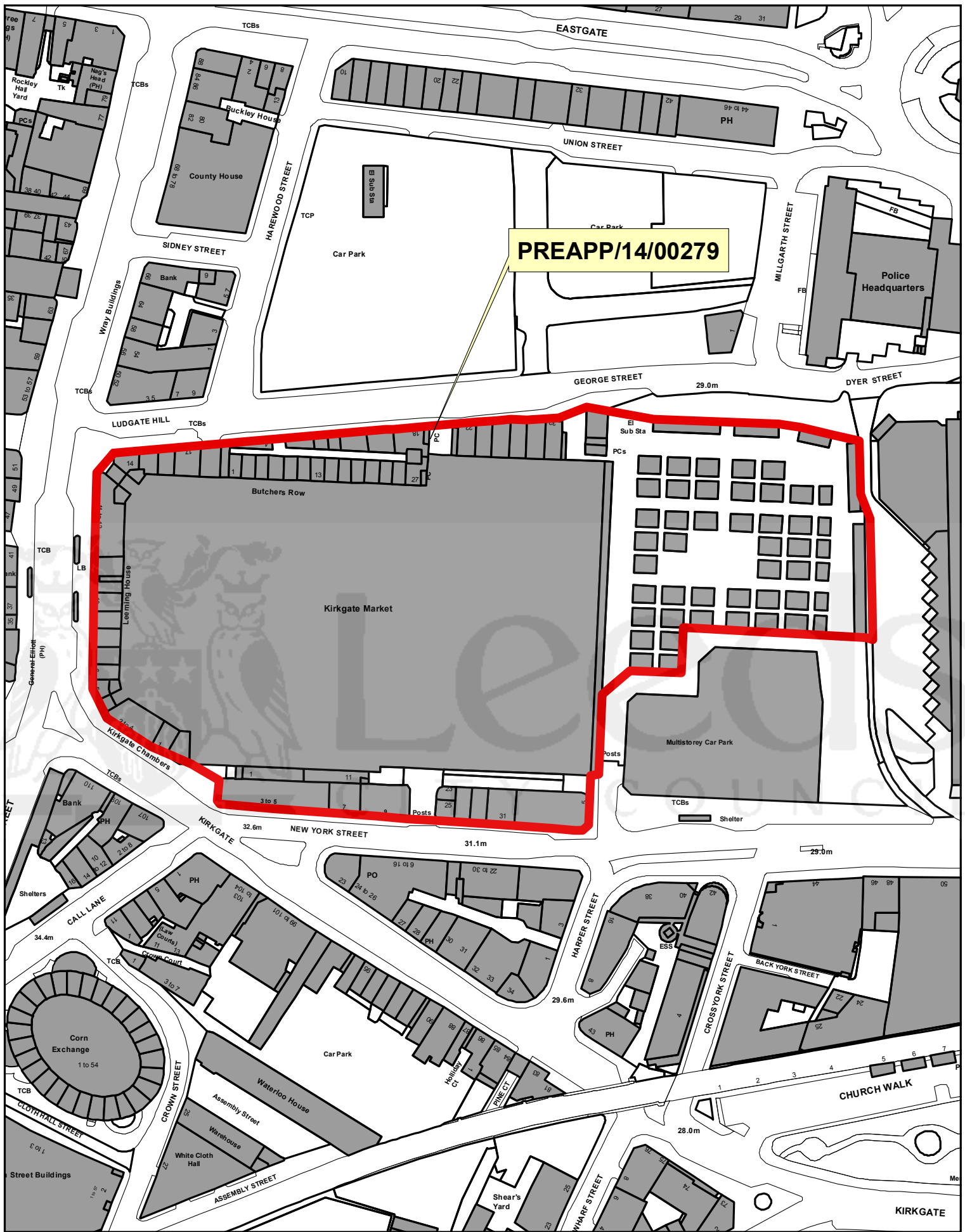
Subject Kirkgate Market

Date 20 March 2014

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