



Report of the Chief Planning Officer

CITY PLANS PANEL

Date: 26 JUNE 2014

Subject: PREAPP/14/00510 - PRE-APPLICATION PRESENTATION OF PROPOSALS FOR A REDESIGNED MULTI STOREY CAR PARK, SURFACE CAR PARKING AND LANDSCAPING AT LAND BOUND BY EASTGATE, ST PETERS STREET AND GEORGE STREET/DYER STREET, LEEDS.

Electoral Wards Affected:

City & Hunslet

Yes

Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

RECOMMENDATION:

For Members to note the content of the report and presentation and to provide any comments on the proposals.

1.0 INTRODUCTION:

- 1.1 This presentation is intended to inform Members of the emerging proposals for the redesign of the approved multi storey car park to be positioned adjacent to the proposed John Lewis department store within Phase 1 of the Victoria Gate scheme. Members will recall approving application 13/02968/FU at Plans Panel on 26 September 2013, which involved the demolition of Millgarth Police Station, the development of an 8 level Multi storey car park (MSCP) with split-level decks comprising up to 815 spaces, and the relocation of the protected New Generation Transport (NGT) route from its current alignment along Millgarth Street to a new route running north-south through the centre of the site of the Multi Storey Car Park.
- 1.2 The current proposal is brought to City Plans Panel as the development involves the redesign of the multi storey car park, changing its massing and footprint, and the introduction of surface car parking and landscaped edges.

2.0 SITE AND SURROUNDINGS

- 2.1 The site is to the south eastern end of the wider Victoria Gate development demise and currently houses Millgarth Police Station. This is a 1970s red brick building, which has housed the Police services here since 1976. The culverted Lady Beck runs north to south under the site. The areas around the building are all currently hard surfaced with either vehicular carriageway or pedestrian footways. The proposed New Generation Transport trolley bus route would run across the site following the line of the culverted beck.

3.0 PROPOSALS

- 3.1 The proposals are to remodel the approved multi storey car park to remove the split deck arrangements and create simpler floor plates. This would result in a reduced east-west spread in the building's footprint to bring it largely behind the line of the NGT route. As a result the proposal would increase in width (north-south) across the site and increase in height. To the eastern side of the NGT route, which is still to pass over the culverted Lady Beck, it is proposed to lay out surface car parking with soft landscaping. The proposed car parking would provide replacement short stay car parking for that lost on the Union Street car park for Phase 1 of the Victoria Gate development thereby providing car parking for the Victoria Gate business, as well the nearby Kirkgate Market, Quarry Hill and the Playhouse, the Grand Theatre and Arcade amongst others.

4.0 PLANNING HISTORY AND CONSULTATION

- 4.1 The original outline planning permission for the previous Victoria Gate development scheme (06/03333/OT) was granted consent on 24th August 2007 and permission was extended on 9 July 2010 (10/01477/EXT). Subsequently a revised scheme was submitted under outline planning application 11/0100/OT for major redevelopment, including demolition, involving mixed use to provide retail stores, restaurants, bars and offices (A1, A2, A3, A4, A5 and B1 Use Classes), gym (D2 Use Class), medical centre, crèche, multi-faith prayer room (D1 Use Classes), changing places toilet facilities, with new squares and public realm, landscaping, car parking and associated highway works. This was approved on 6 September 2011. A Non Material Amendment planning reference 12/9/00055/MOD to amend the description to refer to leisure use (D2 use class) instead of gym (D2 use class) was approved on 4 April 2012.
- 4.2 A subsequent Section 73, Variation of Condition application, planning reference 12/03002/OT, was submitted seeking the variation of condition 3 of planning permission 11/01000/OT to allow for Leisure Use (D2 use class) and Casino Use (sui generis) as part of a retail-led mixed use development. This application was approved on 30 October 2012. A Non Material Amendment planning reference 12/9/00098/MOD to amend the description to add in Casino Use (Sui Generis) was also submitted in parallel to the Variation of Condition application (12/03002/OT) and this was approved on 2 October 2012.
- 4.3 Approval was granted for a trio of applications covering Phase 1 of the Victoria Gate development to the south side of Eastgate, on 9 January 2014. These applications were for:
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,
 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 and

3. 13/02969/RM - Reserved matters approval for Plot HQ1 (to be occupied by John Lewis) of the outline planning permission, at Land Bound by Eastgate, George Street and Millgarth Street, Leeds, LS2.

4.4 Discussions regarding the current scheme commenced in April 2014 and have been undertaken with Officers to consider the reduced footprint and increased height, relationship to the culverted beck and to the NGT route, principal of surface car parking and extent of hard and soft landscape elements.

4.5 Ward Members were consulted formally on 4 June 2014. No responses received to date.

5.0 POLICY

5.1 National Planning Policy Framework (NPPF)

5.2 The National Planning Policy Framework 2012 (NPPF) was adopted in March 2012 and sets out the Government's planning policies and how they expect them to be applied. This national planning policy document is likely to be of relevance in considering the schemes proposed progression. The NPPF advocates a presumption in favour of sustainable development, and a "centres first" approach to main town centre uses such as retail. The document also promotes economic growth in order to create jobs and prosperity

5.3 Paragraph 6 of the NPPF states that the purpose of the planning system is to contribute to the achievement of sustainable development and paragraph 14 goes on to state that there should be a presumption in favour of sustainable development.

5.4 The 8th principle listed states that planning should encourage the effective use of land by reusing land that has been previously developed (brownfield land), provided that it is not of high environmental value

5.5 Paragraph 23 of the NPPF states that planning policies should be positive and promote competitive town centres.

5.6 Paragraphs 56 and 57 of the NPPF state that good design is a key aspect of sustainable development, is indivisible from good planning and contributes positively to making better places for people., and that design should be of a high quality and inclusive.

5.7 Unitary Development Plan Review

5.8 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. The application site lies within the designated City Centre. Relevant policies include:

5.9 Policy A4 (Access for all)

Policy BD2 (Design and siting of new buildings)

Policy BD3 (Accessibility in new buildings)
Policy BD4 (All mechanical plant)
Policy BD5 (Amenity and new buildings)

Policy CC3 (Maintaining the identity and distinctive character of the city centre)

Policy CC8 (New buildings to respect the spatial character of existing buildings and streets outside the Prestige Development Areas)

Policy GP5 (Development control considerations, including highways, to be resolved)

Policy GP11 (development must meet sustainable design principles)

Policy LD1 (identifies requirements for landscape schemes)

Policy N12 (Urban building design)

Policy N13 (Design of all new buildings)

Policy N25 (Boundaries of sites to be designed in a positive manner)

Policy T2 (New development not to create or add to highway problems)

Policy T5 (requires safe and secure access for pedestrians and cyclists)

Policy T6 (requires satisfactory access and provision for disabled people)

Policy T7A (identifies cycle parking guidelines)

Policy T7B (identifies motorcycle parking guidelines)

Policy T13 (protects Supertram/NGT routes)

Policy T15 (measures giving priority to bus movements will be supported)

Policy T24 (identifies parking requirements within UDPR Volume 2)

Policy T24A (Refers to presumption against off site long stay parking)

Policy T26 (Presumption in favour of car parks in the core parking policy area for short stay users unless there is insufficient demand)

Policy T28 (manages the growth of long-stay commuter car parking)

Policy CCP2(i) (Non commuter parking will generally be acceptable; a planning condition will preclude use before 0930 hours)

Proposal Area 15 - Kirkgate Markets Area

The Statement identifies the area as the most important remaining area for retail expansion in the city centre. It suggests that the area presents an exciting opportunity for quality shopping on a substantial scale. The retail development should relate to the established shopping core to the west of Vicar Lane and it is identified as a key stepping stone to surrounding proposals areas such as Templar Street. Any development should complement the markets. The statement also recognises the opportunity for leisure use, restaurants, and offices as part of a range of uses that would add to the life and vitality of the city throughout the day.

5.10 **Draft Core Strategy (DCS)**

5.11 The draft 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. The Inspector examined the Strategy during October 2013. The weight to be attached is limited where representations have been made.

5.12 Policy P10 requires new development to be based on a thorough contextual

analysis to provide good design appropriate to its scale and function, delivering high quality innovative design. Development should protect and enhance locally important buildings, skylines and views.

5.13 Policy T1: Transport Management states that support will be given to the following management priorities:

(iii) Parking policies controlling the use and supply of car parking across the city:

a) To ensure adequate parking for shoppers and visitors to support the health and vitality of the city and town centres.

5.14 **Supplementary guidance**

5.15 Building for Tomorrow Today – Sustainable Design and Construction.

5.16 The Leeds City Centre Urban Design Strategy (September 2000)

The application site falls within the Retail and Entertainment Area (Study Area 2) of the City Centre Design Guide. Pages 78-79 of the Design Guide highlight the aspirations and issues for the area. Some relevant key aspirations are highlighted as follows:

Realise potential for redevelopment of temporary car park areas

Retain and enhance the mixture of new and old buildings

Improve links to other Quarters

Preserve and enhance fine grain

Retain and enhance the existing character of strong street frontages

Preserve and enhance the quality of priority and permeability for the pedestrian

Preserve and enhance views

Provide and enhance spaces

Encourage lively activity and discourage perceived privatisation of shopping streets

Improve clear edges

5.17 Eastgate and Harewood Supplementary Planning Document

The Eastgate and Harewood Supplementary Planning Document (SPD) was adopted in October 2005. The SPD was prepared to supplement the guidance in the adopted UDP for the Eastgate and Harewood Quarter. The SPD provides 12 principles to guide the redevelopment of the Eastgate and Harewood Quarter and those of relevance are:

Enhance the public realm through pedestrianisation or street closures if necessary, and encourage pedestrian linkages from the site to the market, river, Sheepscar, Mabgate, Victoria Quarter and Quarry Hill, integrated into the existing fabric of the city centre.

Restrict access to through traffic using local streets and where possible, integrate the traffic displaced by, and accessing, the development into the improved highway network in recognition of safety and capacity constraints.

Preserve where both practical and appropriate, existing historic assets and their settings.

5.18 **Natural Resources and Waste Local Plan 2013 (NRWLP)**

5.19 One of the strategic objectives of the NRWLP is the efficient use of previously developed land. General Policy 1 is that when considering development proposals the Council will take a positive approach that reflects the presumption in favour of sustainable development contained in the National Planning Policy Framework.

6.0 PROPOSALS:

- 6.1 Due to issues with the split level deck layout of the approved multi storey car park the Developer has reconsidered how the structure could be accommodated on the site. As a result the proposal is now to pull the multi storey car park back behind the line of the culverted beck. This means that the proposal would also be behind the line of the NGT route, except for the area where the route curves round to join Eastgate. The resulting proposal would be of a reduced footprint but would be wider across the adjacent wall of the John Lewis building (as it would sit north-south). In addition, the car park would be increased in height.
- 6.2 The external treatments to the proposed building would remain the same as previously proposed and as such would be the twisted metal anodised aluminum vertical fins, with either metal panels in a lace/knitted woven pattern or perforated panels with an interpretation of the sculptural twist of the fins above at ground floor level. The impact on long and close views of the structure and the other buildings in its context have been considered and the proposed changes are viewed as being acceptable.
- 6.3 **What are Members' thoughts on the redesign of the multi storey car park resulting in a reduced footprint but an increased height?**
- 6.4 The increase in the height of the structure and the change in floor layouts would ensure that not only the required number of spaces could be accommodated, but that the numbers could be increased. As such this would result in some 863 spaces (dropping to 784 when NGT comes forward), an overall maximum increase of 48 spaces from the approved application 13/02968/FU.
- 6.5 **What are Members' thoughts on the increase in parking space numbers?**
- 6.6 Due to the reduced footprint of the multi storey car park a larger area of the site to the east is left undeveloped. The Developer proposes to lay out in the region of 48 surface car parking spaces edged with soft landscaping. Officers are of the view that the surface car parking provision, on a key route into the city, is only acceptable on a temporary basis.
- 6.7 **What are Members' thoughts on the proposal to create surface car parking adjacent to the multi storey car park and should this be provided for a temporary period only?**
- 6.8 **What are Members' thoughts on the access and egress arrangements for the car parks?**
- 6.9 **What are Members' thoughts on the level and nature of the soft landscape elements proposed?**
- 6.10 **Do Members consider that any subsequent application for the proposals can be delegated to Officers for determination?**

7.0 ISSUES:

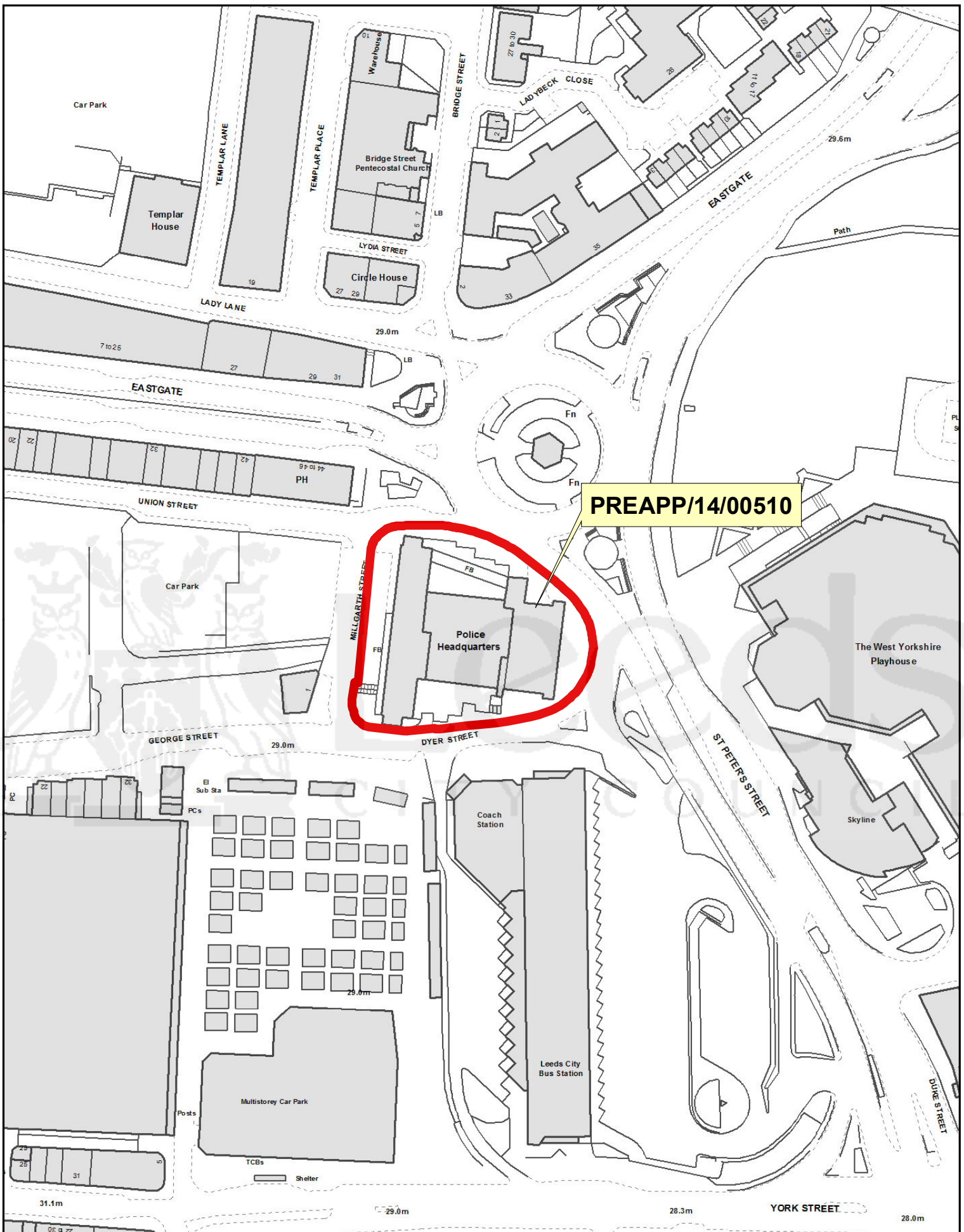
For clarity the above key issues Members are asked to consider and provide feedback are as follows:

- 1. What are Members' thoughts on the redesign of the multi storey car park resulting in a reduced footprint but an increased height?**
- 2. What are Members' thoughts on the increase in parking space numbers?**
- 3. What are Members' thoughts on the proposal to create surface car parking adjacent to the multi storey car park and should this be provided for a temporary period only?**
- 4. What are Members' thoughts on the access and egress arrangements for the car parks?**
- 5. What are Members' thoughts on the level and nature of the soft landscape elements proposed?**
- 6. Do Members consider that any subsequent application for the proposals can be delegated to Officers for determination?**

Background Papers:

PREAPP/14/00510

Planning application 13/02968/FU



CITY PLANS PANEL

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