



Report of the Director of City Development

Executive Board

Date: 14th November 2007

Subject: KIRKGATE MARKET – DEVELOPMENT STRATEGY UPDATE

Electoral Wards Affected:

Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

Eligible for Call In

Not Eligible for Call In
(Details contained in the report)

EXECUTIVE SUMMARY

This report updates the Executive Board on the outcome of consultation with Members and traders/tenants regarding the opportunities for the redevelopment of Kirkgate Market.

The report identifies the key themes which emerged from preliminary consultation and work by the Council's Strategic Design Alliance and explains how these findings have been incorporated into a format suitable for public consultation which will confirm the Council's objectives for Kirkgate market to:

- Build upon the existing success of the market;
- Enhance the historical nature of the site and retain its unique character;
- Provide universal access;
- Create a vibrant market space and shopping destination;
- Assist in promoting Leeds as the region's retailing capital.

The recommendations request Executive Board to approve the commencement of wider public consultation using the illustrated leaflet and questionnaire detailed in the report.

1.0 PURPOSE OF THE REPORT

- 1.1 To update Executive Board Members on progress made in formulating the Kirkgate Market Asset Management Plan and to recommend that the Council move on to the next stage of public consultation.

2.0 BACKGROUND

- 2.1 At its meeting on 18 May 2005 the Executive Board endorsed:

- the objectives for the market established in the visioning workshops carried out by officers and detailed in that report¹;
- the conclusion that the Council should retain ownership and control of Kirkgate Market;

and approved:

- Member and public consultation;
 - that Market traders be invited to a meeting/workshop to discuss options and to determine their views;
 - that the Council's officers develop the principles of a partnership in order to deliver the ideas emerging from the consultation process (and aligned with the objectives detailed in this report) and
 - that an update report be brought back to this Board upon completion of the consultation with proposals for taking forward the concept of a partnership to deliver major improvements to Kirkgate Market.
- 2.2 Consultations took place with Market tenants and traders at two meetings when some 74 tenants and traders attended out of a total of around 500 indoor and open market tenants and traders. During these meetings the general strategy was explained, the consultation questionnaire was introduced and an open forum opportunity was provided. The questionnaire was designed to explore three issues:
- The site of the market and its required size;
 - The design features of any new market provision;
 - The preferred elements of joint use in any partnership arrangement.

In each of the categories tenants and traders were presented with a series of statements and asked to rank them in order of importance. For example in the Site and Size category there were twelve statements to consider and tenants and traders were asked to score these 1 to 12 where 1 was the most important statement and 12 the least.

¹ Kirkgate Market – Development Strategy 18 May 2005 – appended for information.

- 2.3 Tenants and traders were invited to make comments about the questionnaire before its use, for example did they think other questions should be asked and were they happy with the format and style. Arising from this additional questions were added relating to car parking and the possible relocation of the post office, each being included in the subsequent consultation questionnaire circulated in late summer 2005.
- 2.4 Over 700 questionnaires were circulated to the indoor market and open market traders. A total of fifty one (7.3%) unspoilt questionnaires were returned and the results displayed in the Markets Information Office.
- 2.5 Simultaneously Leeds City Council Members were invited to a seminar where it was established that Members preferred to grade each question on a five point scale where a score of 5 equated to essential and 1 the very least important or trivial. The consensus from Members was that this approach was preferable to them to a ranking approach.
- 2.6 The questionnaire was revised to reflect this approach and circulated to all city Council Members and subsequently twelve questionnaires were returned.

3.0 MEMBER and TRADER CONSULTATION RESULTS

- 3.1 The top five priorities (for those responding) for both Members and Traders are summarised in the table below:

Site and Size

Element	Member scored Position	Tenant and trader Ranking
Market must continue to occupy 1904 building fronting Vicar Lane	1*	3*
There must be good pedestrian links to the bus station	2	6
Maintain market as a thoroughfare to key destinations	3*	2*
Market Trading units should be all together on one site	4*	4*
There must be good links to the Eastgate/Harewood quarter development	5	9
The market must remain on its current site	8	1
The open market should remain at Kirkgate	6	5

There is a good degree of correlation on three of the elements (marked with an asterisk*). However it might be considered disappointing that tenants and traders only rank links to the proposed adjacent Eastgate/Harewood development in ninth place.

Officers are of the view that this is a crucial element of any Kirkgate Market redevelopment.

Design Issues

Element	Member scored Position	Tenant and trader Ranking
A good aesthetic design and high quality materials are required	1	9
The Market should have good natural light	2	10
Public parking facilities should be increased	3*	1*
Public parking facilities should be provided on site	4*	6*
Trader parking facilities should be improved	5*	5*
Relocate the post office into the market	14	2
Customer circulation needs to be improved	6	3
Climate control must be provided	13	4

Again, there is some correlation on three of the elements* but marked differences with other elements such as the relocation of the Post Office – high in the minds of tenants and traders but much less significant in Members’ opinion. Whilst ‘climate’ control featured in the tenant & trader’s top five it was significantly less important in the opinion of Members.

Partnership Considerations

Element	Member scored Position	Tenant and trader Ranking
Bar/restaurant attraction opportunity	1*	3*
Health facilities	2	5
Residential use	3	6
Offices	4*	4*
Conference centre	5*	7*
Retail units (non market)	8	1
Leisure or recreational facilities	7	2

Once again there is limited overall correlation but some correlation on three of the elements*. It is interesting to note the differing emphasis on the first choice, market tenants and traders seeking the synergy of private sector retail units whilst Members, possibly reflecting a wider public view, have indicated the Bar/restaurant opportunity as preferred.

3.2 The early sounding of Member and Trader opinions was not considered the final consultation. However, some important principles emerged from this round of consultation and it was decided to appoint the Council's Strategic Design Alliance (SDA) to develop options for development prior to wider public consultation.

4.0 PUBLIC and PARTNERSHIP CONSULTATION

4.1 Following the Executive Board approval, Council officers made attempts to identify potential partners with the aim of discussing the principles of a development partnership with a number of organisations - these discussions have taken place on a without prejudice basis.

4.2 The purpose was to establish whether there was sufficient value in the currently unexploited development potential at Kirkgate Market (eg by building higher at the eastern end of the site) to re-provision the poor quality 1976 and 1981 sections ('Tin sheds') of the Market and the equally poor quality 1930's buildings on the north side of butchers row through to the George Street frontage.

4.3 Although these discussions were extremely limited, early indications suggest that there may be such value in the site.

4.4 The potential of partnerships and development options will evolve further over time and once the principles are established a further report will be presented to Executive Board.

5.0 PUBLIC CONSULTATION

5.1 Although the Executive Board had previously been asked to approve public consultation the results of the Member and trader consultation suggested that it would have been premature to undertake this exercise before reporting back to Executive Board.

5.2 With the results of the early Member and tenant/trader consultations it was considered appropriate to ask the SDA to develop tangible options and to illustrate these by way of computer generated images and plans in order to facilitate wider public consultation.

5.3 Through a number of iterations the SDA provided an illustrative document to be used as the basis of public consultation. However, during that process it became apparent that the constraints of the site, namely:

- The physical geography of the sloping site;
- The heritage aspects of the Victorian and Georgian market sections;
- Existing built environment of Westminster and New York buildings and the multi-storey car park;

provided limited scope for widely different options. Indeed all of the options explored had, by necessity, a number of common themes. On balance, therefore, officers have

concluded that the public would perceive little difference between them and that it would be more appropriate to consult on one generic option and seek views on a number of 'variations on a theme'.

- 5.4 This generic option is appended² to this report and was presented to the Council's City Centre Plans Panel in early summer this year. The Plans Panel was broadly supportive of the work undertaken to date and the presentation did mean that the matter has now been in the public domain for some time.
- 5.5 Of considerable importance are the heritage issues associated with Kirkgate Market, not least that the buildings are listed. However, at the Plans Panel presentation the generic option was seen as not only having empathy with the historic aspects of the market but also enhancing the facility by the proposed re-introduction of a block shop on the 1875 section of the market.
- 5.6 The overriding objective of the generic proposal is to ensure that the redevelopment of Kirkgate Market provides a clear impression that the market facility is the dominant feature with peripheral commercial development funding the rebuilding of the market halls.
- 5.7 Market Service officers have now condensed the report into an illustrated two sided consultation leaflet³ asking six focussed questions about the strategic proposals for Kirkgate Market.

6.0 CONCLUSIONS

- 6.1 The Member and Trader initial consultations were worthwhile and provided confirmation relating to the broad expectations of these consultee groups.
- 6.2 There is not a strong correlation between the views of the two groups but a number of themes are consistent:
- The Market should remain on its present site and in particular continue to occupy the listed 1904 building with frontage onto Vicar Lane;
 - It should remain broadly the same size as it is at present and be the leading facility on the site;
 - Provision of adequate parking for the public and traders is important;
 - Improved internal layout and therefore circulation is required.

In addition to the above, Members felt that good connectivity with the bus station and the Eastgate/Harewood development were important. This is a view shared by officers.

² Kirkgate Market Public Consultation – Developed by SDA

³ Kirkgate Market Public Consultation Your Say...

6.3 In terms of the most appropriate type of commercial operations to generate the value to pay for any rebuilding there was some correlation on bar, restaurant, office use. Thereafter, Members preferred health club and residential whereas tenants and traders preferred private sector retail and leisure.

7.0 PROPOSAL

7.1 It is felt that the first stages of consultation and the work of the SDA has provided a qualitative document for wider public consultation to take place now.

7.2 The illustrated two sided consultation leaflet, referred to in paragraph 5.7, with the focussed questions about the strategic proposals for Kirkgate Market will provide the basis and opportunity for wider public and further market tenant and trader consultation.

7.3 Where necessary, publicity campaigns and media releases will be co-ordinated through the Council's Public Relations Office.

8.0 FINANCIAL IMPLICATIONS

8.1 The process of public consultation is estimated to cost in the region of £20,000 and Members are requested to support the use of the existing Asset Management revenue budget to fund this work.

9.0 RECOMMENDATION

9.1 Executive Board are requested to:

- (i) approve the public consultation leaflet and questionnaire
- (ii) approve the commencement of the public consultation exercise as soon as the material is available.