



Report of the Chief Planning Officer

CITY PLANS PANEL

Date: 12th October 2017

Subject: PRE-APPLICATION PRESENTATION FOR 117 UNIT APART-HOTEL WITH 9 GROUND FLOOR COMMERCIAL UNITS AND ACCESS POINTS TO LEEDS KIRKGATE MARKET - SITE AT GEORGE ST, ADJACENT LEEDS KIRKGATE MARKET. PREAPP/17/00604 GEORGE ST

Applicant: Town Centre Securities

Electoral Wards Affected:

City and Hunslet

No

Ward Members consulted

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

RECOMMENDATION: This report is brought to Plans Panel for information. The Developer will present the details of the emerging scheme to allow Members to consider and comment on the proposals at this stage.

1.0 INTRODUCTION:

1.1 Now that the Victoria Gate development has been completed on the northern side of George Street, the proposal is to redevelop the southern side, which is currently occupied by 1930's and 1980's shops and office buildings. These are outdated and out of proportion both with the scale of the adjacent Grade I Listed Market building, Leeming House, and the Victoria Gate development opposite.

1.2 The site is in the ownership of Leeds City Council and therefore officers prepared a development brief which was approved by Members at City Plans Panel in April 2014. This was used for guidance as part of the process to deliver the proposal to be presented.

2.0 SITE AND SURROUNDINGS:

- 2.1 The site is located on the southern side of George Street, backing on to the former Butchers Row and the adjoining modern market hall. It is currently occupied by 1930's single storey rendered, flat roofed, commercial units on its western half and 1980's two storey shops and office buildings to the east. Between these sits an entrance to the market building.
- 2.2 To the west the site abuts the Grade I listed Leeming House and to the east is a further entrance to the modern market hall and an electricity sub-station and toilet block. To the north, on the opposite of George Street, is the new Victoria Gate development. The western end of the site is within the City Centre Conservation Area.

3.0 PROPOSAL

- 3.1 The proposal is for a single building which fronts the back edge of footpath. The upper floors of the building are proposed to be used as an apart-hotel which would be accessed via at a point in the centre of the façade. This would contain approximately 117 separate units of accommodation with 82 studios, 31no. one bedroom and 4no. two bedroom units. The ground floor is to contain 9 units for a range of commercial uses - retailing (A1), café/restaurant (A3), bar (A4) and take-away (A5).
- 3.2 The elevations are primarily of brick, however, given the total length is approximately 120m the building is punctuated approximately halfway along by a recessed 'slot' which is clad in glass. This is the location of the replacement entrance to the northern side of the market hall and contains a double storey height void which is designed to mirror the existing Leeming House market entrances. In addition the brick part of the building terminates 5m from Leeming House where a 2 storey glass addition makes the transition between the old and the new. This allows the stone gable of Leeming house to remain visible as well as retaining a view through to the dome of the market roof beyond.
- 3.3 The elevations to George Street divide the building into a definite base, middle, top with the base consisting of a double height arch to reference the height of the base of Leeming House, the middle being 3 storeys of brick with paired windows set into shallow reveals and decorative brickwork pattern, and the top being a metal clad mansard with feature dormer windows, again paired to relate to the elevations below. In addition the building steps down the hill, emphasised by the ground floor unit configuration and the eaves line, which is stepped once within each wing. The southern elevation, which faces out over the market roof, is of a much simpler design but is also in brick with regular window pattern, standing seam zinc slots and louvre detail.
- 3.4 A number of the ground floor commercial units would have the ability to be accessed from both George Street and the former Butchers Row, which offers the opportunity to access the market from multiple points along George St. This also retains the commercial unit frontages along the northern side of Butcher's Row, a number of which would be able to be accessible at-grade, an improvement over the current situation. The requirement to provide a fire exit at one point along Butchers Row results in the inability to provide a commercial frontage. At this point the elevation has a dummy retail frontage which can be used to advertise market events & produce and house art installations. The apart-hotel also has a frontage directly into the market from this elevation which will help to drive increased footfall and provide further life and activity.

3.5 The upper floors incorporate both plant areas and vertical risers within the envelope of the building which means that there are no requirements for flues or air-conditioning units to be located on the outside of the building. Refuse storage areas are also included within the ground floor footprint and accessed from discreetly located doorways.

3.6 At the eastern end of the site cycle storage is proposed to be contained behind the commercial frontages and so would not impact significantly on the elevational treatment. The market entrance is marked by a high-level 'Leeds Market' signage arch. This is designed to swing open to allow vehicles to access the area in order to service the adjacent electricity sub-station. Servicing and drop-offs would all occur from George St which was reconfigured as part of the recent Victoria Gate scheme. This proposal would also bring forward the final treatment of the footway, as a temporary blacktop treatment was laid in advance of the necessary construction works.

4.0 RELEVANT PLANNING POLICIES

4.1 National Planning Policy Framework (NPPF)

The NPPF states that it is important to plan positively for the achievement of high quality and inclusive design for all development, including individual buildings, public and private spaces and wider area development schemes (para.57)

4.2 Local and neighbourhood plans should develop robust and comprehensive policies that set out the quality of development that will be expected for the area. Such policies should be based on stated objectives for the future of the area and an understanding and evaluation of its defining characteristics.

4.3 Planning policies and decisions should aim to ensure that developments:

- will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development;
- establish a strong sense of place, using streetscapes and buildings to create attractive and comfortable places to live, work and visit;
- optimise the potential of the site to accommodate development, create and sustain an appropriate mix of uses (including incorporation of green and other public space as part of developments) and support local facilities and transport networks;
- respond to local character and history, and reflect the identity of local surroundings and materials, while not preventing or discouraging appropriate innovation;
- create safe and accessible environments where crime and disorder, and the fear of crime, do not undermine quality of life or community cohesion; and are visually attractive as a result of good architecture and appropriate landscaping. (para.58)

4.4 Although visual appearance and the architecture of individual buildings are very important factors, securing high quality and inclusive design goes beyond aesthetic considerations. Therefore, planning policies and decisions should address the connections between people and places and the integration of new development into the natural, built and historic environment (para.61)

4.5 Development Plan:

Section 38(6) of the Planning and Compulsory Purchase Act states that, for the purpose of any determination to be made under the Planning Acts, the determination must be made in accordance with the plan, unless material considerations indicate otherwise. The Development Plan comprises the Leeds Core Strategy (Nov 14), saved policies of the UDPR (2006); The Natural Resources & Waste Local Plan (NRWLP Jan 13) and any Neighbourhood Plan once adopted.

4.6 Leeds' Core Strategy

Spatial Policy 3 – Leeds City Centre

The importance of the City Centre as an economic driver for the District and City Region will be maintained and enhanced by:

- (i) Promoting the City Centre's role as the regional capital for major new retail, leisure, hotel, culture and office development.

Policy CC1 (g) Town Centre Uses will be supported within the city centre boundary provided the use does not negatively impact on the amenity of neighbouring uses and that the proposal is in line with all other Core Strategy policies

Policy CC1 (h) A concentration of shops with ground floor frontages should be maintained in the Prime Shopping Quarter for reasons of vitality. Proposals for non-retail use should not result in the proportion of retail frontage length falling below 80% in primary frontages or below 50% in secondary frontages. Proposals outside the 'A' use classes will not be permitted within designated ground floor frontages.

Policy P10: Design

New development for buildings and spaces, and alterations to existing, should be based on a thorough contextual analysis to provide good design appropriate to its scale and function. New development will be expected to deliver high quality innovative design that has evolved, where appropriate, through community consultation and which respects and enhances the variety of existing landscapes, streets, spaces and buildings according to the particular local distinctiveness and wider setting of the place, contributing positively towards place making and quality of life and be accessible to all.

Proposals will be supported where they accord with the following key principles;

- (i) The size, scale and layout of the development is appropriate to its location and respects the character and quality of the external spaces and the wider locality,
- (ii) The development protects the visual, residential and general amenity of the area including useable space, privacy, noise, air quality and satisfactory penetration of daylight and sunlight,
- (iii) The development protects and enhance the district's historic assets in particular existing natural site features, historically and locally important buildings, skylines and views,

Policy P11: Conservation

The historic environment, consisting of archaeological remains, historic buildings townscapes and landscapes, including locally significant undesignated assets and their settings, will be conserved. Innovative and sustainable construction which integrates with and enhances the historic environment will be encouraged.

Policy T2: Accessibility Requirements and New Development

New development should be located in accessible locations that are adequately served by existing or programmed highways, by public transport and with safe and secure access for pedestrians, cyclists and people with impaired mobility:

4.7 Saved Unitary Development Review 2006 Policies

BD2 - the design of new buildings should complement and where possible enhance existing vistas, skylines and landmarks

BD4 - all plant to be contained within the envelop of the building

BD6 - all alterations and extensions to respect the scale, form, detailing and materials of the original

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.

GP5 - Applications to account for all other material considerations.

SF2 – within primary shopping frontages 80% of the frontage is expected to be in retail use

4.8 Site Allocations Plan (SAP)

This site is allocated as a primary shopping frontage in the draft SAP

4.9 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

4.10 Supplementary Planning Guidance/Documents

SPD Building for Tomorrow Today: Sustainable Design and Construction
City Centre Urban Design Strategy

4.11 George St Development Brief

The Brief sets out planning and urban design objectives for this site. The contents are not prescriptive and contain sketch elevations and street scene imagery which have been included for guidance only. Background plans and documents are also appended to the document to provide further guidance

5.0 ISSUES

- 5.1 The proposed use of the site as an apart-hotel is an acceptable city centre use and will bring a new and changing body of occupiers to this part of the city centre. This would bring pedestrian movement outside normal working hours and a degree of natural surveillance. This is added to the by the inclusion of the ground floor commercial units, which may also be open into the evening, if uses and policy frontage requirements permit. These uses will also help to filter pedestrians into the market, given they are designed as through units which complies with the requirement of the brief. A number of the Butchers Row units would also be accessible at grade which is an improvement over the current situation.

- 5.2 The primary frontage shopping policy seeks retention of a minimum 80% of the frontage length to be retained in A1 retail use. As part of the current proposal, 7 of the 9 ground floor commercial units would have frontages onto George St. However, the existing policy pre-dates the development of the Victoria Gate Shopping Centre. In addition, prior to the commencement of the current project, the level of A1 retailing on the George St frontage was approximately 60%, with a newsagent and hair-dresses in the western blocks and school uniform shop and food retailer to the east. The Fisherman's Wife fish restaurant and vacant units occupy all other parts of the frontage.
- 5.3 It is considered that this proposal represents an opportunity to regenerate this frontage, opposite the new Victoria Gate scheme, and to reconfigure the site on the basis of the apart-hotel and the commercial units, both of which provide the opportunity to access the northern side of the market at multiple points. There is planning merit in promoting a presence of uses which open late into the evening to complement the existing retail offer within Victoria Gate and Kirkgate Market and provide vibrancy into the evening. Given the positive changes which would be brought about by this proposal, on balance, it is considered that the requirement to retain flexibility in the occupiers of these units across the range of 'A' use classes, outweighs the policy requirement to provide 80% of the frontage as A1. Therefore it is considered that a flexible approach to A1 retail content is justified here and a lower minimum A1 content figure will be agreed with the applicant at the formal application stage.

1. Do Members consider that the proposed uses are acceptable?

- 5.4 The George Street elevation has been designed to reflect the topography of the site by stepping down the hill, to break down the length of the building into two sections and to mark the point where the market entrance is to be located with the glass fronted slot. It is considered that the building successfully achieve these 3 objectives which were set out in the design brief. The detail of the brickwork adds relief to the elevation and is reflective of the Victoria Gate building on the opposite side of the road. The building has a definite base, middle and top and, in this context adjacent a Grade I listed building which also has this format, this is considered to be acceptable and also complies with the brief.
- 5.5 The brief set out that the height of the building should be 5 storeys including the roof. However, this was advisory not prescriptive. Through working up the detailed design, the proposal uses the strong horizontal features of Leeming House to set the heights of both the base and the top of the brickwork. This is a robust architectural approach and the proposal is now considered to be of the correct scale to be located adjacent Leeming House. George St is approximately 20m wide and is considered capable of accommodating a six storey building in this city centre location. The units to the north are retail with bar/restaurant uses on the roof. Therefore there are no residential or other sensitive uses which would be impacted upon by the proposal.

2. Do Members consider that the design for the George St elevation is acceptable?

- 5.6 A majority of the southern elevation would only be visible from a restricted number of ground level locations and from some elevated positions within buildings to the south. It is of a simple functional aesthetic which reflects the same principle as the rear elevation of Leeming House. This approach is considered to be acceptable here. This elevation is visible at ground floor level as part of the former Butcher's

Row. Most of the elevation here is given to commercial unit frontages, which are a replacement of the existing units. In the 2 cases where the apart-hotel's requirements have meant a different treatment, these have been designed to offer the opportunity to display produce, advertising for events or art work. In these circumstances, it is considered that the proposed arrangement strikes the right balance between the functional requirements of the apart-hotel and the creation of a lively and active frontage.

3. Do Members consider that the design for the elevation to Butchers Row is acceptable?

5.7 At this stage it is not known whether the roof to Butchers Row will be retained in situ or removed and reconstructed. This will be better understood at full application stage although it is clear that it is in all parties interests to understand this aspect of the proposal in order to be able to implement an efficient construction programme. It is not currently anticipated that the existing basement toilets, at the eastern end of Butcher's Row, will be retained as part of the proposal.

5.8 Parking is not required for the uses proposed and the site is well served by public transport, being close to the bus and coach stations and less than a kilometre from the railway station. Cycle parking will be provided on site and around the building and a Travel Plan will also be required as part of the full application. The existing TRO's will be reassessed to ensure they are appropriate to accommodate vehicle related drop-offs and servicing.

6.0 CONCLUSION

6.1 George St has seen significant changes in the last year since the completion of Victoria Gate. The northern side is populated with some of the best modern architectural expressions in the city and the southern side now represents an opportunity to finish the street with a building which is also of high quality, with a range of uses which can assist in bringing life and vibrancy to this part of the city centre, thereby activating the market still further.

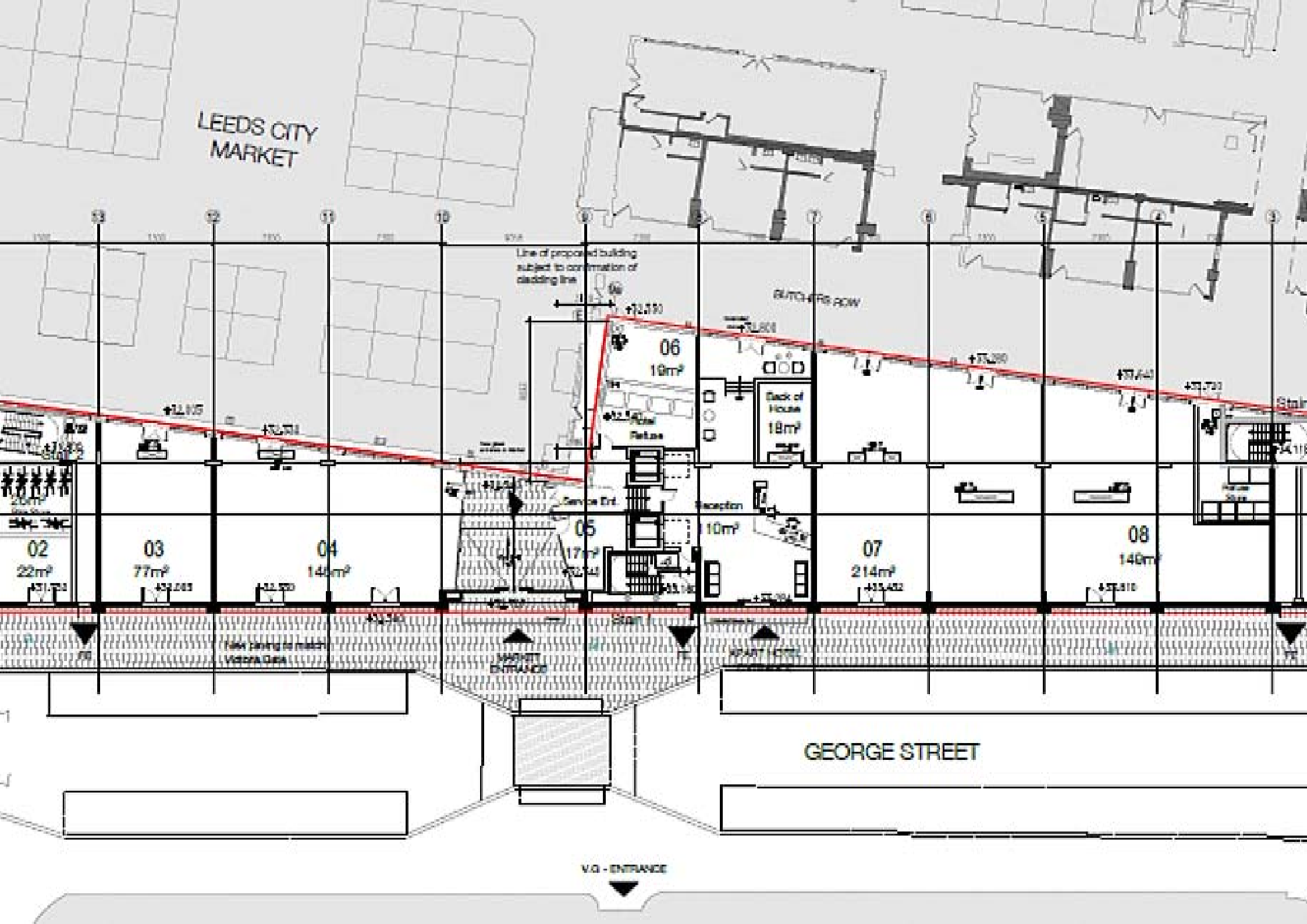
6.2 The key questions asked in the report above are as follows:

1. Do Members consider that the proposed uses are acceptable?

2. Do Members consider that the design for the George St elevation is acceptable?

3. Do Members consider that the design for the elevation to Butchers Row is acceptable?

LEEDS CITY MARKET



Line of proposed building
subject to confirmation of
cladding line

BUTCHERS POW

06
10m²

Back of House
18m²

05
17m²

Reception
10m²

07
214m²

08
140m²

02
22m²

03
77m²

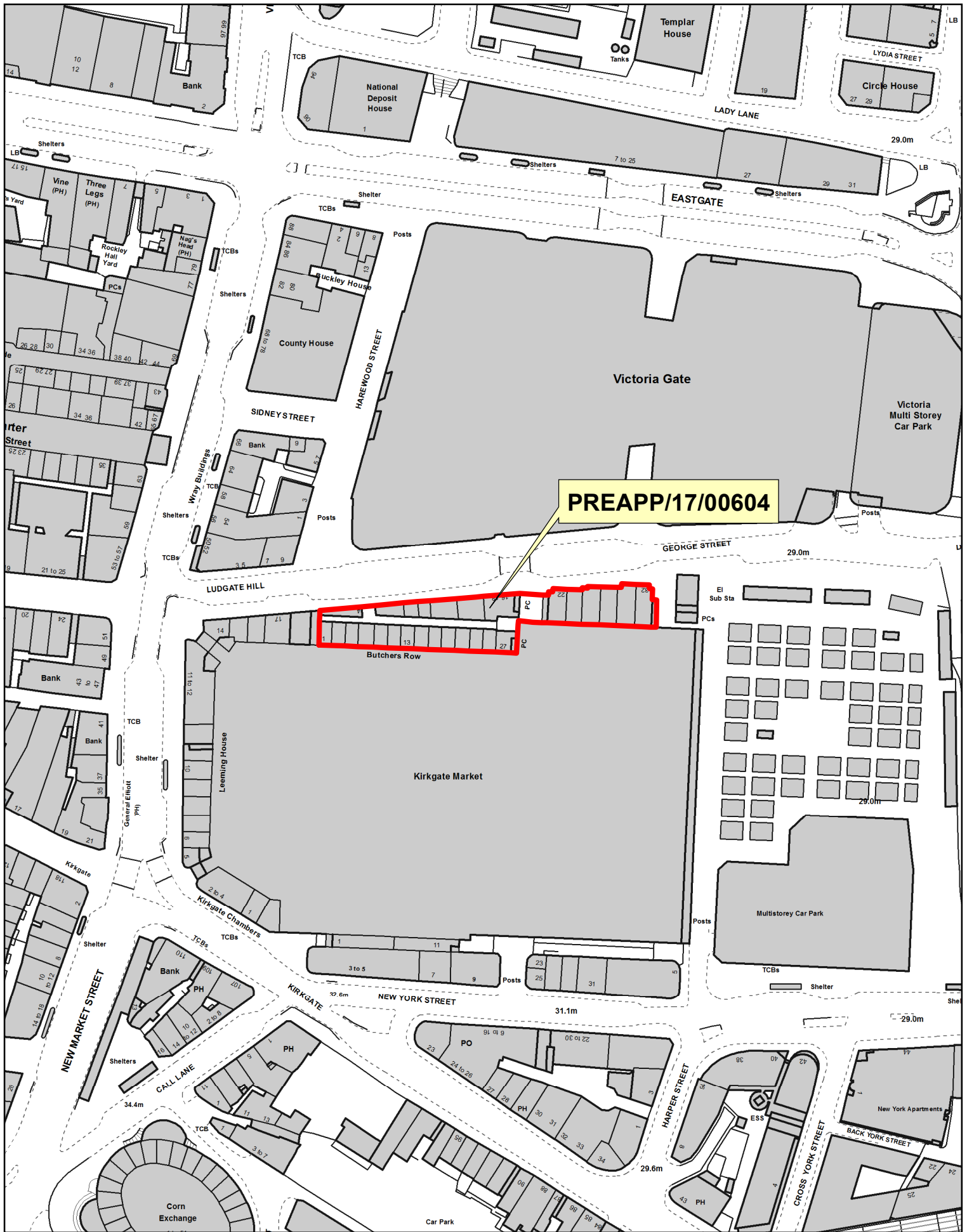
04
140m²

New paving to match
Victoria Gate

Service Entrance

GEORGE STREET

V.G. - ENTRANCE



CITY PLANS PANEL

© Crown copyright and database rights 2017 Ordnance Survey 100019567

PRODUCED BY CITY DEVELOPMENT, GIS MAPPING & DATA TEAM, LEEDS CITY COUNCIL

SCALE : 1/1500

