



Report of the Acting Director, City Development

Scrutiny Board (City Development)

Date: 8th February 2011

Subject: Inquiry into Leeds Markets: Eastgate and Parking

Electoral Wards Affected:

Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

1.0 Summary

- 1.1 At its meeting on 7th December Scrutiny Board resolved '*That parking issues and provision in the Eastgate Development and availability of Section 106 monies be the subject of a report to the Board on 8th February 2010*'. It is understood that Market traders are concerned about the impact of the Eastgate Quarters development on customer parking; vehicular access for traders' deliveries/loading and unloading and trader parking.
- 1.2 This report outlines the proposed Eastgate Quarters development, existing parking and loading arrangements at the market, the likely impact of the development, the measures being taken and information on the Section 106 planning obligations. These planning obligations (or 'section106 agreements') are agreements negotiated between local planning authorities and developers and are intended to make acceptable a development which would otherwise be unacceptable in planning terms. An obligation either requires the developer to do something or restricts what can be done following the granting of planning permission.
- 1.3 Furthermore, on the 7th January 2011 Scrutiny Board resolved that '*the Acting Director of City Development expand the current management and ownership models that were detailed in today's report and that he consult with traders on their preferred model*.' This meeting is being arranged at the time of writing; at the request of the NMTF the meeting will take place after the 21st February and the invitation has been extended to representatives of Friends of Kirkgate Market.

2.0 Background Information on Eastgate Quarters

- 2.1 Eastgate Quarters, as the proposed development is known, will deliver over 1 million sq ft of new high quality retail led development transforming a brownfield site, large parts of which have been vacant and used as temporary surface car parks. The scheme will create a new focus for the north east of the City Centre joining up Kirkgate Market, Vicar Lane and the Grand Arcade. The creation of new, well proportioned retail space at Eastgate Quarters will ensure Leeds is lifted in the retail rankings, reaffirming its position as the premier retail destination in the region.
- 2.2 In addition to the urban renewal of the city, Eastgate will make a positive contribution to its economic prosperity with the creation of approximately 4,000 permanent retail and leisure jobs supported by pre-employment and skills training programmes.
- 2.3 Following submission of a planning application in 2006, outline planning approval for Eastgate Quarters was achieved in 2007. This was renewed earlier this year and is still valid today. The quantity and location of parking permitted as part of the development follows Council policy.
- 2.4 On the back of the recession and its impact on the retail sector, Hammersons undertook a full review of the approved scheme and significant changes have been made to ensure the design complements Leeds' strengths and brings an exciting new retail and leisure offer to the City. The new planning application, which will be submitted shortly in outline form, looks at the concept for a new masterplan and the potential layout and scale of the buildings. Detail relating to the final design and appearance of the individual buildings will be considered at the next stage, when reserved matters applications will be submitted.
- 2.5 Once submitted the application will be an Outline Planning Application which will also require an Environmental Impact Assessment. This means that the application timescale for determination would be 16 weeks from submission and validation.
- 2.6 The first 4 weeks of the application process cover the consultation and notification period and no decision can be made in this time. This is the time that any third parties who wish to can make formal (in writing) comments – both objections and in support.
- 2.7 Officers will take the application to Plans Panel as early as possible once it has been submitted and validated as a Position Statement to inform Members of the scheme and gain early comments from them. Once the application is at an acceptable stage it will be taken back to Plans Panel for determination.
- 2.8 The draft S106 planning obligations includes a clause from the original planning application that before the closure of the car park bounded by George Street, Harewood Street, Union Street and Millgarth Street, the developer will layout 25 parking spaces for use by the market subject to the land being made available by LCC at no cost and to obtaining all necessary consents. This is the only S106 planning obligation that relates to the market. The other S106 obligations are:
 - a. Public Transport Infrastructure Improvements Contribution
 - b. Travel Plan monitoring and evaluation fee
 - c. Employment and training of local people
 - d. Public realm provision
 - e. Car Club space provision

f. Protection of the New Generation Transport (NGT) route.

3.0 Proposed Highway changes

3.1 The proposed highway changes that will be made as part of the Eastgate Quarters are summarised below.

3.2 Eastgate

- Eastgate will be closed to traffic other than service vehicles during specific servicing times (as for the rest of the pedestrianised area of the city centre).
- Current westbound buses on Eastgate will use George Street turning right onto Vicar Lane then left onto the Headrow. Some buses that currently use Eastgate will use Upper Briggate and Vicar Lane to return west up the Headrow, other buses will use York Street/Kirkgate/ Market Street westbound. Around 77 buses per hour will use George Street.
- Current eastbound buses will turn right along Vicar Lane and left down Kirkgate / York Street
- The general traffic that currently follows legal or illegal routes to use Eastgate can be accommodated on other routes around the city centre.
- The future possibility of using Eastgate for the New Generation Transport (NGT) line will be retained.

3.3 George Street

- The one-way order on George Street will be reversed so traffic will enter from Dyer Street and exit onto Vicar Lane.
- At Ludgate Hill there will be a two lane approach to a new signalised junction with Vicar Lane. Buses and taxis will be able to turn right onto Vicar Lane through a bus gate, all other traffic will be forced left on Vicar Lane/Kirkgate/York Street. The route will not be attractive to general traffic due to its circuitous nature.
- As the Union Street car park will be removed much of the exiting traffic associated with the car park will also be removed from George Street.
- **Loading bays will be provided on George Street to allow deliveries to the Market.**
- The taxi rank near the coach station will be retained and lengthened.
- Police vehicles will continue to exit east along Dyer Street.
- To accommodate the Eastgate development, service vehicles and customers collecting from JLP will gain access to these facilities from George Street.
- Harewood Street and Sidney Street will be pedestrianised and link with a new diagonal shopping street across the George Street car park area, these will be used for limited hours servicing (as for the rest of the pedestrianised area of the city centre). Service vehicles will gain access via George Street and Harewood Street and exit via Eastgate westbound.

3.4 On George Street, loading bays will replace the pay and display parking on both sides of the street; the loading bays span between the Ludgate Hill entrance and the entrance at the end of Butchers Row and will be available to use throughout the day with a 20minute limit on the time of stay. It is currently anticipated that the other loading bays surrounding the market will be unaffected by the Eastgate proposals.

3.5 Traders will no longer be able to queue on George Street to gain entry to the outdoor market at the end of the day as they would block bus and other traffic movements, however a new access provided to one side of the York Street NCP car park will allow

direct access into the outdoor market area negating the need for traders using this area to use George Street at the end of trading.

4.0 Current and Future Customer Parking Provision

- 4.1 In terms of car parking adjacent to the Market there is on-street parking, a council owned short stay surface level car park on George Street and the York Street NCP multi-storey car park which was built some years ago to replace the car park on George Street in anticipation of this area being redeveloped. (see Appendix I)
- 4.2 As a result of the Eastgate redevelopment there will be a net gain of 1,618 customer car parking spaces. The 400 spaces on the George Street car park will be replaced within the new 2,700 capacity multi storey car park. In addition, there is existing, unaffected, parking provision of 646 spaces adjacent to the Markets at the York Street NCP car park and at Quarry Hill.
- 4.3 The concern from the traders is the location of the new multi storey car park in that it is located some distance from the market area and also the potential cost of parking in this car park.
- 4.4 As stated in the evidence base for previously submitted to Scrutiny and placed in the Members' library, the majority of market customers travel on foot or by bus; some older customers have commented that they do not like to travel into the city centre by car and so would not come by car regardless of parking provision. One of Leeds' main transport hubs, the bus and coach station is of course adjacent to the market and the railway station is less than 10mins walk or a free bus ride away.

5.0 Trader Parking Provision

- 5.1 The Markets service has never provided a dedicated parking facility for traders. Traders, together with all other current users of the short stay George Street surface car park, will need to find alternative car parking in York Street NCP car park or other city centre car parks.
- 5.2 The recent introduction of a discounted parking scheme by NCP for traders using the NCP market car park has seen an increase in traders using this car park. However due to height restrictions this car park is not suitable for transit van type of vehicles.

6.0 Current and Future Loading/Unloading

- 6.1 The bulk of **indoor market** deliveries are undertaken before retail opening hours which is between 6am and 8am (Mon to Wed) and 6am - 7.30am. (Thurs to Sat) using the early morning access doors at Ludgate Hill and Scotsman's entrance. The middle doors on New York Street are also open for deliveries to the market from 6.30-7.00am. (See Appendix I).
- 6.2 During these times delivery drivers tend to park their vehicles on George Street, Vicar Lane, New York Street and Kirkgate and the pedestrian area in front of the Kirkgate market entrance. The majority of vehicles park along George Street and use the Ludgate Hill entrance to the market.
- 6.3 To assist deliveries to the market in the morning there is a long standing arrangement in operation between Markets and Parking Services whereby the parking bays on the Market side of George Street are suspended until 10.30am each morning.

- 6.4 This arrangement allows delivery personnel to leave their vehicles in these bays whilst they are delivering without having to pay for parking and discouraging public parking by the placement of no parking cones in the bays; in general the arrangement appears to work satisfactorily.
- 6.5 In the other areas used for deliveries (New York Street, Kirkgate and Vicar Lane) parking is not permitted. There are approximately twelve loading bays available on New York Street (six on each side), two on Kirkgate and two on Vicar Lane with a limit of 20 minutes.
- 6.6 In addition a small number of traders from the 1976/81 sections leave their vehicles on the outdoor market service road while they undertake deliveries however the time and space available for this is restricted as vehicles are prohibited from the outdoor market between 9am and 4.30pm.
- 6.7 In general for deliveries **after 10.30am** (when the suspension on George Street has ceased) delivery personnel will either find a vacant parking bay on George Street, a loading bay on Vicar Lane or New York street or double park alongside parked vehicles, whilst their delivery is undertaken.
- 6.8 In addition to receiving deliveries some food traders also supply to businesses in the city centre, and beyond, and therefore require vehicle access close to the market to load stock for their deliveries.
- 6.9 The non food indoor market traders leave their stock on their stalls each day and do not appear to receive a significant number of deliveries during trading hours. In general stock for many of these businesses is replenished by traders themselves for example they purchase the stock from the wholesalers and take it with them to their stalls as required.
- 6.10 Given the nature of an **outdoor market** stock cannot be left on stalls overnight therefore these traders need to access their allocated stall each morning to set up their stall display and again after trading to remove their stock. These traders tend to carry sufficient stock for the day and do not usually receive deliveries; some traders will leave additional stock in their vehicles which are parked away from the market site.
- 6.11 Outdoor market traders bring their vehicle onto the market via the George Street entrance each market day to unload their stock each day; they are allowed access from early morning – fruit and veg traders tending to arrive at around 4am with all vehicles having to be off the market by 9.15am leaving by the New York Street exit.
- 6.12 Vehicles are then permitted back onto the outdoor market at 4.30pm (5pm on Saturdays). Access and egress is controlled by Market officers by way of bollards being removed at the arranged times. Traders tend to queue from 30 minutes before access to the market is permitted which significantly adds to the congestion along George Street. However as paragraph 3.5 explained this will no longer be an issue.
- 6.13 The proposal to replace the pay and display parking on George Street on both sides of the street with loading bays and the introduction of 25 new parking spaces solely for the market's use at the rear of the NCP car park will improve the loading and unloading facilities.

7.0 Management and Ownership Models

7.1 At its January meeting this Scrutiny Board requested that the Acting Director City Development meet with traders to discuss future ownership and management models for Kirkgate market. At the request of the NMTF the meeting will take place after the 21st February to give them sufficient time to prepare and the invitation has been extended to representatives of Friends of Kirkgate Market.

8.0 Conclusions

8.1 Eastgate Quarters represents a major opportunity for Leeds which will significantly enhance its retail offer to provide a boost to the local economy. However, whilst acknowledging its importance, the needs of Kirkgate market's traders and customers also need to be met in order to safeguard this important retail asset. There will continue to be loading and unloading facilities around the market both during and after construction; 25 parking spaces dedicated for the market's use will be created as part of the S106 agreement and there will be a net increase of 1,618 car parking spaces in the vicinity of the market.

8.2 There will be opportunities as part of the forthcoming planning process for tenants, traders and customers to comment on the planning application for Eastgate Quarters.

9.0 Recommendations

9.1 Members are recommended to consider and comment on the content of this report.

Background Papers

None