



**Leeds**  
CITY COUNCIL

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**Report of the Chief Planning Officer**

***PLANS PANEL CITY CENTRE***

**Date: 1 August 2013**

**Subject: POSITION STATEMENT FOR APPLICATIONS -**

**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.**

<b>APPLICANT</b>	<b>DATE VALID</b>	<b>TARGET DATE</b>
Hammersons UK Properties PLC	25 June 2013	26 September 2013

**Electoral Wards Affected:**

**City & Hunslet**

Yes

Ward Members consulted  
(referred to in report)

**Specific Implications For:**

Equality and Diversity

Community Cohesion

Narrowing the Gap

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**RECOMMENDATION:**

This report is brought to Panel for information. Officers will present the current position reached in respect of this application to allow Members to consider the proposal

## **1.0 INTRODUCTION:**

1.1 This position statement is intended to inform Members of the latest position in respect of the proposal for Phase 1 of the Victoria Gate (formerly known as the Eastgate and Harewood Quarter) major retail led, mixed use development. The Applicant is proposing to deliver the scheme in two phases with the first phase submitted under the current trio of applications. The scheme was originally brought before Members at pre-application stage at the City Plans Panel of the 13 December 2012 and the 11 April 2013 (Members comments are detailed below in Section 5.0 and in full minutes in Appendix 3).

## **2.0 PROPOSAL:**

2.1 The rationale for phasing the scheme is to take into account the context of the changed economic market and to allow the Applicant to bring forward a more viable and deliverable development proposal. In addition, phasing has the advantage of allowing the city centre a period for reconsolidation after the completion and opening of the Trinity retail development.

2.2. The three applications consist of

1. A Full Application, that is outside of the parameters of the Outline consent, for the demolition of all buildings and construction of retail (use classes A1, A2, A3, A4, and A5), leisure (use class D2)/casino (sui generis) all to be housed in some 30 units in two new covered arcades, public realm works and landscaping.
2. A further Full Planning Application is submitted for an area outside the original red line site boundary of the consented Outline scheme, for the demolition of Millgarth Police Station and the erection of a multi-storey car park and associated landscaping, means of access and highway works.
3. Thirdly a Reserved Matters application for the proposed John Lewis department store building, the parameters of which were agreed on the approved Outline Planning Applications 11/01000/OT and 12/03002/OT. The submission seeks agreement on all reserved matters, these being access, appearance, landscaping, layout and scale.

2.3 Key components of Phase1 of the scheme are as follows:

### Arcades

1. The demolition of all buildings within the Phase 1 site including Nos.10 to 32 and 34 to 44 Eastgate, the former Weights and Measures Building and an existing substation
2. The development of two parallel arcades aligned east-west across the site, to be contemporary interpretations of the traditional Leeds arcade, with external active frontages onto Eastgate, Harewood Street and George Street and with internal active frontages in both arcades providing a covered link to the proposed John Lewis building.
3. The provision of 42,447 sq m of retail and café/restaurant/bar floorspace (Use Classes A1, A2, A3, A4, and A5) in some 30 units (including the John Lewis Store) and up to 996 sq m of leisure-related uses Use Class D2) and 4,650 sq m of casino use, within and above the new arcades respectively.
4. The pedestrianisation of Harewood Street and Sydney Street and public realm improvements to Eastgate and George Street, including new trees, seating areas,

signage and lighting.

#### Multi Storey Car Park

1. The demolition of Millgarth Police Station
2. The development of an 8 level Multi storey car park (MSCP) with split-level decks comprising up to 815 spaces.
3. 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

#### John Lewis Department Store

1. The development of a new 5 floored (plus basement servicing area and active roof level) retail department store to be occupied by John Lewis
2. A high-quality design to all buildings that is influenced by the existing character and context of Leeds but that seeks to be inspirational in its own right and forms a new character area as part of Victoria Gate

- 2.4 The land use and maximum floor space parameters for each type of proposed use are laid out in the following table and a comparison between this and the consented Outline scheme can be found in Appendix 1.

<b>Land Use and Floor Space Parameters</b>	
<b>Type of Use</b>	<b>Max Gross External Area sq metres</b>
A1, A2, A3, A4 and A5	42,447 sq m
Leisure Use D2	996 sq m
Casino	4,650 sq m
<b>Total Area</b>	<b>48,093 sq m</b>
<b>Public Car Parking</b>	<b>815</b>

- 2.5 The development scheme area for Phase 1 can be divided into three interlocking areas in respect of the site, these being the western end of the Union Street car park and the southern range of buildings fronting onto Eastgate (together with Sydney Street and Harewood Street) where two new arcades are proposed, the eastern end of the Union Street car park and the southern range of buildings fronting onto Eastgate, where the new John Lewis department store building is proposed, and the Millgarth Police Station site, where a new multi storey car park is proposed.
- 2.6 Key views from 21 points have been identified to allow the scale and mass of the proposed development to be considered in the context of the wider City Centre. Views affecting the Grade I Listed Kirkgate Market and the City Centre Conservation Area in particular have been examined to ensure there will be no significant detrimental impact on the visual amenity of the existing buildings, spaces and streetscapes.

2.7 A number of documents have been submitted in support of this proposal and these are:

Design and Access Statement (HB-03, JL-03 and CP-03)  
Planning Statement (HB-04 and CP-04)  
Retail Statement (HB-05)  
Statement of Community Involvement (HB-06 and CP-05)  
Transport Assessment (HB-07 and CP-06)  
Travel Plan (HB-08)  
Environmental Statement (HB-09A)  
Non-Technical Summary (HB-09B)  
Environmental Statement Technical Appendices (HB-09C)  
Sustainability Statement (HB-10)  
Energy Statement (HB-11)  
Phase I Environmental Risk Assessment (HB-12 and CP-07)  
Flood Risk Assessment (HB-13 and CP-08 )  
Foul Sewerage and Utilities Statement (HUB-14 and CP-09)  
Coal Mining Assessment Report (HB-15 and CP-10 )

2.8 The Applicant has also submitted an Environmental Impact Assessment (EIA) as an integral part of the application. EIA is the procedure by which a project's likely environmental effects are brought together and analysed to identify where modifications and/or mitigation measures are required. The Environmental Impact Assessment Statement has been submitted to assess the Full Planning Application 13/02967/FU in conjunction with the cumulative impacts of the other parts of the wider proposed scheme submitted under the Full Planning Application 13/02968/FU and the Reserved Matters Application 13/02969/RM. The EIA results are contained in the Environmental Statement and its appendices which cover the following areas:

- EIA methodology
- The existing land use
- Alternatives and design evolution
- The proposed development
- Development programme, demolition and construction
- Planning policy context
- Socio economics
- Townscape and visual amenity
- Transport
- Air quality
- Noise and vibration
- Ground conditions and contamination
- Flood risk and drainage
- Ecology
- Wind
- Daylight, sunlight and overshadowing
- Cumulative Impacts
- Residual impacts and mitigation measures

### **3.0 SITE AND SURROUNDINGS:**

3.1 The full application site (covering both Phase 1 and Phase 2 of the proposal) extends to approximately 6.9 hectares in size and forms the north east quadrant of Leeds City Centre. It is defined by New York Road (Inner Ring Road A58M/A64M) to the north, Bridge Street to the east, George Street and Dyer Street to the south and Harewood

Street and Vicar Lane to the west. Millgarth Police Station, Millennium Fountain (former Appleyards petrol filling station) and the Ladybeck Close area are all now excluded from the amended proposals site boundary. Ground levels fall by approximately 14m from the north west (former ABC site) to the south east corner (bus station) of the site.

- 3.2 The site contains a varied mix of property and land uses. However, a significant land use is surface car parking (2.26 hectares). Lady Lane, Edward Street, Union Street, Templar Street, Templar Lane and on-street car parking accounts for approximately 1080 surface parking spaces. The Union Street car park forms part of the site which is to be developed for Phase 1 of the wider scheme. Existing buildings on site are commonly three or four storeys in height, typically retail (A1) or food and drink (A3 and A4) uses at ground floor level and mainly office (B1) or residential uses above. However, an increased number of these existing buildings have become vacant since the consent was granted for the previous original outline scheme in August 2007.
- 3.3 **North central segment**  
Saxon Hawke House (Lyon Works) is a former clothing factory constructed in 3 phases between 1914 (northern end adjacent to Templar Street) and 1937 (southern end adjacent to Lady Lane). To the west of Templar Lane, Templar House is a Grade II Listed Building constructed as a chapel in 1840. The building has been unoccupied for some time and is in a very poor structural condition with no remaining internal features of interest. To the south, 34 Lady Lane is one of the few buildings on the site dating from before 1900 although it was remodelled in the 1930's. The building is encompassed within the northern Eastgate terrace.
- 3.4 **North west segment**  
The north-western frontage of the site abuts Vicar Lane. The former ABC cinema was demolished during 2006. Templar Hotel, at the junction with Templar Street, is a mid-late 19th Century building used as a public house. 100-104 Vicar Lane originally formed part of the West Yorkshire Bus Station but is now in a variety of commercial uses.
- 3.5 **Central spine and southern segment**  
In 1924 a scheme to demolish the properties on the north side of the Headrow to create a new, grand, street running from the Town Hall to Mabgate Circus was agreed. In order to achieve a unifying theme, Sir Reginald Blomfield was appointed to design the buildings that would face onto the new street. 90-94 Vicar Lane is located at the junction with Eastgate. The building is grade II listed and is one of the four similar corner blocks (only 3 were completed) at this junction designed by Blomfield. However, few of the buildings within Eastgate were ultimately designed by Blomfield.
- 3.6 1-5 Eastgate forms part of the same block as 90-94 Vicar Lane. The building is a post-war interpretation of its neighbour. The northern Eastgate terrace (7-31 Eastgate) is situated to the east of this block beyond a staircase leading down to Lady Lane and Edward Street. The terrace, stepping down from west to east, is 130m in length. 7-27 (1953) Eastgate generally follows the outline plan and is clearly inspired by Blomfield. 29-31 Eastgate (1930-33) was designed by Blomfield.
- 3.7 The terrace on the southern side of Eastgate is a similar length and height to that on the northern side. The majority of the run (10-42 Eastgate) dates from the late 1950's. 44-46 Eastgate, the southern 'bookend' is similar to its northern counterpart.

To the south eastern end of the site is the Millgarth Police Station site. This is largely covered by 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.

Beyond the open car parks and the police headquarters, part of Leeds Central Bus Station is located within the application site boundary. These areas of the site form part of the space to be developed under Phase 1 of the scheme.

- 3.8 The Millennium Fountain, whilst outside the demise of the current proposal, is of importance still and is located within a Blomfield designed building located at the intersection of Eastgate (west), Eastgate (north-east) and St Peter's Street. The grade II listed building was constructed as a petrol station in 1932. The surrounding railings were listed grade II as having group value as part of the composition with the filling station.

#### **4.0 RELEVANT PLANNING HISTORY:**

- 4.1 The original outline planning permission for the previous Eastgate and Harewood Quarter Development scheme (06/03333/OT) was granted consent on 24th August 2007 and permission was extended on 9 July 2010 (10/01477/EXT).
- 4.2 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, at the Eastgate And Harewood Quarter, Leeds, LS2 . 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.
- 4.3 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.
- 4.4 Other applications of relevance are:
- 4.5 13/01393/FU – For the demolition of an existing substation and erection of a new substation on adjacent land was approved on 21 May 2013.
- 4.6 11/01003/LI - Listed Building Application for works to renovate and repair external fabric of Templar House, at Templar House, Lady Lane was approved on 21 July 2011.
- 4.7 09/05538/LI - Listed building application for the demolition of the railings at the former Appleyards Filling Station. Following referral to the Secretary of State this application was granted a five year consent on 31 March 2010 subject to conditions requiring the

railings be repaired and reused within the Eastgate and Harewood Quarter development.

- 4.8 11/01194/FU – An application for the demolition of all buildings and the erection of a Low Carbon Energy Centre, primary substation, transformers and a gas meter unit; and associated landscaping, means of enclosure and highway works including the realignment of Ladybeck Close, was approved on 14 July 2011.
- 4.9 11/02884/FU – An application for part demolition of school, construction of new church, with youth hall, meeting rooms, cafe and toilets, including extension of part of remaining school to form crèche, kindergarten, auditorium, games room, teaching rooms, meeting rooms, offices and kitchen, with car parking and landscaping and laying out of new access to allow the relocation of the Bridge Street Pentecostal Church to the Agnes Stewart site, was approved on 5 October 2011.
- 4.10 Whilst not strictly part of the planning history, it should be noted that on 19th April 2006 Executive Board authorised the making of a Compulsory Purchase Order (CPO). The Leeds City Council (Eastgate and Harewood Quarter, Leeds) Compulsory Purchase Order 2007 was subsequently made on 18th April 2007. The Public Inquiry into the CPO took place between November 2007 and February 2008. The CPO was confirmed by the Secretary of State for Communities and Local Government in June 2008 and the associated Stopping Up Order for the original consented scheme was confirmed by the Secretary of State for Transport in July 2008. The CPO has been implemented by way of notices to treat served on the 7th of April 2011. Accordingly, the site assembly process to enable the proposal to be implemented (if planning permission is granted) is well advanced.

## **5.0 HISTORY OF NEGOTIATIONS:**

- 5.1 The original outline application was brought back to Plans Panel for determination on 7 July 2011 where Members resolved to grant outline planning permission. The application was subsequently approved, following completion of the Section 106 Legal Agreement, on 6 September 2011.
- 5.2 The scheme returned to Plans Panel on 27 September 2012 with a Section 73 Outline Planning Application to vary Condition 3 and a Non Material Amendment submission to alter the description, such that a new use, Casino Use (Sui Generis) could be introduced, and the approved Gym Use (D2) could be amended to a broader Leisure Use (D2) with a potentially large floor space. Members resolved to grant outline planning permission at this Panel. The application was subsequently approved, following completion of the Section 106 Legal Agreement, on 30 October 2012.
- 5.3 An update presentation was given to Members at the City Plans Panel on 13 December 2012. The presentation focused on amendments to the layout to Phase 1 such that routes through and around the scheme become more permeable whilst making effective use of the land, the integration of the scheme in to the wider City Centre, the public realm provision and connectivity, the creation of two new arcades running east –west across the site from Harewood Street to the proposed Blomfield Street and car parking provision. Members made the following comments:

that the detail of the John Lewis store had changed since the original planning permission had been granted; whether because of this there would now be the need for a bridge over

## Eastgate

the need for details on achieving a safe transition to the development from the Victoria Quarter

the design of the John Lewis building and whether it would look at odds with the Blomfield architecture which dominated this part of the city

the need for the treatment of the John Lewis store to be consistent all the way round

that the demolition of Millgarth Police Station was welcomed but that there was a need to consider a similar treatment for the car park as would be on the John Lewis façade

the need to ensure there was no queuing traffic from the car park and that the exit was situated opposite the coach station on Dyer Street with concerns about whether there was sufficient capacity on that street□

- 5.4 A further pre-application presentation was brought to Plans Panel of 11 April 2013. Members were shown further proposals for the layout and detail the buildings and spaces in Phase 1 of the development, with particular focus on the treatment of the elevations of the Harewood and John Lewis buildings, as well as the connectivity around and through the site, the public realm and landscaping provision and the car parking provision requirements. Members made the following comments:

the proposed new arcades, the design of which were well received and the roof treatment which was welcomed and which would provide an element of consistency between other roofs and arcades in the City

the Vicar Lane frontages, with concern that there was an overuse of terracotta and the need for a better understanding of how this would look and the detailing of it

the lack of a pedestrian entrance to John Lewis from Eastgate; that this street was well used and was a route for many buses in the city, therefore an entrance at this point was required, to contribute to the continued vitality of Eastgate. The view that the Leicester John Lewis, which had been visited by Panel, had been designed for car owners, with no pedestrian entrance being located at the rear of the building, with concerns being raised about the similar approach being adopted towards pedestrians on this scheme

the design of the John Lewis building and that this had the potential to be something special

regarding the acceptability of the introduction of new covered arcades, their entrances and layout and the covered space on the proposed Blomfield Street, Members liked these elements, particularly the curve on the new arcades

on the proposals for the car park in respect of its height, layout, access and egress arrangements, façade treatment and proposals for addressing the future need to accommodate part of the City Centre NGT loop, the range of views were noted. The Chief Planning Officer advised that further work would be carried out on the access and egress arrangements and that it should be assumed that NGT would happen

regarding the approach to employment and training, that for clarity, priority Wards should either be listed alphabetically or by area of severity, rather than the random mix which had been presented to Panel and that Moortown and Chapel Allerton Wards should also be



included

that the car park and John Lewis store were adjacent to the arts quarter with West Yorkshire Playhouse and The Northern Ballet being sited close by and that possibly some reference to the arts could be included around that part of the site.

- 5.5 Full minutes from both Plans Panels of the 13 December 2012 and 11 April 2013 can be found in Appendix 3.

## **6.0 PUBLIC/LOCAL RESPONSE:**

- 6.1 The full planning application (13/02967/FU) for the new arcades was publicised via Site Notices posted on 3 July 2013 expiring on 24 July 2013 for a Major development affecting the setting of a Listed Building and the character of a Conservation Area and accompanied by an Environmental Statement and in an edition of the Yorkshire Evening Post printed in the week of 18 July 2013.
- 6.2 The full planning application (13/02968/FU) for the new multi storey car park was publicised via Site Notices posted on 3 July 2013 expiring on 24 July 2013 for a Major development affecting the setting of a Listed Building and the character of a Conservation Area and in an edition of the Yorkshire Evening Post printed in the week of 18 July 2013.
- 6.3 The Reserved Matters application (13/02969/RM) for the new John Lewis building on Plot HQ1 was publicised via Site Notices posted on 3 July 2013 expiring on 24 July 2013 for a Major development affecting the setting of a Listed Building and the character of a Conservation Area. It should be noted that the Environmental Statement has been submitted to assess the Full Planning Application 13/02967/FU in conjunction with the cumulative impacts of the other parts of the wider proposed scheme submitted under the Full Planning Application 13/02968/FU and the Reserved Matters Application 13/02969/RM.
- 6.4 Ward Members were consulted formally on the 2 July 2013 and by the Case Officer via email on 3 July 2013. No comments have been received to date.
- 6.5 Two comments submissions received stating as follows;
1. That it is great to see the long overdue development of this area, but querying whether a high level glazed roof could be placed in to Sidney Street, whether Vicar Lane could be pedestrianised between Eastgate and Kirkgate, and whether the George Street frontage could incorporate stone in addition to brick to complement the Markets building.
  - 2 That they support the high quality cladding and effort to produce a quality building of the Multi Storey Car Park, but have concerns about the lack of active frontage at ground floor, and pedestrian access to the east of the site.
- Response:
1. The idea of a glazed roof in Sydney Street does not form part of the submission but is something that is being considered by the Developers. The other matters are discussed below in sections 10.12, 10.14 to 10.15 and 10.29.
  2. These matters are discussed below in sections 10.7, 10.19 to 10.20, 10.31 and 10.42.

## **7.0 CONSULTATIONS RESPONSES:**

- 7.1 **Statutory:**
- 7.2 Environment Agency state that they have no objections provided the Full planning applications are Conditioned such that the Flood Risk Assessment, as submitted, is complied with and foul drainage is managed.  
Response: These matters will be addressed via planning Conditions.
- 7.3 Highways no response received to date
- 7.4 Mains Drainage no response received to date
- 7.5 Yorkshire Water no response received to date
- 7.6 English Heritage state that it is important to pay attention to and not challenge the visual dominance of the Grade I listed Market Hall, and to integrate the development into the grain of the existing historic townscape by establishing strong pedestrian links and active frontages.  
Response: These matters are addressed in the appraisal paragraphs 10.6, 10.10, 10.14, 10.31, 10.42, 10.43 and 10.57 below
- 7.7 Highways Agency state that they have no objections.
- 7.8 National Amenity Societies for Listed Buildings no response received to date
- 7.9 Natural England state that the proposal is unlikely to affect any statutory protected sites or landscapes, is unlikely to affect any bats however bat, and bird, boxes should be provided and opportunities to incorporate green landscaping should be explored.  
Response: Whilst soft/green landscaping is shown as proposed on the submitted plans, these matters will be conditioned.
- 7.10 Canals and Rivers Trust state that the proposal falls outside their remit and as such they have no comments to make.
- 7.11 National Planning Caseworker Unit no response received to date
- 7.12 **Non-statutory:**
- 7.13 Neighbourhoods and Housing no response received to date
- 7.14 Coal Authority state that they concur with the findings of the Coal Mining Assessment Report that coal mining legacy poses a risk to the proposed development and as such intrusive site investigation works are required.  
Response: As agreed with the Coal Authority this matter will be Conditioned.
- 7.15 West Yorkshire Archaeological Advisory Service no response received to date
- 7.16 NGT/Transport Policy Officer no response received to date
- 7.17 Leeds Civic Trust no response received to date
- 7.18 Metro no response received to date

- 7.19 Retail Consultants (Colliers) acting as consultees on behalf of the Local Planning Authority state that more information is required with regard to the issue of the relationship of these applications to the parameters established by the outline permission to understand how this changes the retail levels proposed.  
Response: the Applicant is currently working on providing this information.
- 7.20 Wind Consultants (BRE) acting as consultees on behalf of the Local Planning Authority state that whilst there are a few matters on the Windy Study that would benefit from more clarity, the study as presented causes them no concern regarding the pedestrian wind environment around any of the proposed scenarios for the proposed scheme and locations within the proposed development have been shown to be suitable for the intended activities
- 7.21 Public Rights of Way state that there are no definitive or claimed rights of way affecting the site.
- 7.22 Access Officer no response received to date
- 7.23 Architectural Police Liaison Officer no response received to date
- 7.24 West Yorkshire Ecology no response received to date
- 7.25 Licensing no response received to date
- 7.26 TravelWise state that further information is required with regard to cycle parking, the provision of staff showers, trip generation for the Phase 1 car park, motorcycle parking and electric car charging points and clarity is sought on whether car club spaces can be provided in Phase 1 as well as in Phase 2.  
**Response:** The Applicant has provided a revised Travel Plan which TravelWise are currently considering in respect of these points.

## **8.0 PLANNING POLICIES:**

- 8.1 A full list of up to date policies can be found at Appendix 2.

## **9.0 MAIN ISSUES:**

1. Principle of the proposed uses and their mix
2. Layout, scale and design
3. Transport, access and connectivity
4. Public Realm and Landscaping
5. Heritage and Archaeology
6. Drainage and Flood Risk
7. Sustainability
8. EIA Studies

## 9. S106 Obligations

### 10. Equality

#### **10.0 APPRAISAL:**

##### 10.1 Principle of the proposed uses and their mix

10.2 The proposed mix and the levels of uses were agreed under the previous Outline Planning Applications 11/0100/OT and 12/03002/OT. The mix for Phase 1 remains appropriate, being a retail led development which would compliment the existing mix of uses across Leeds City Centre, including the recent Trinity shopping centre development.

10.3 It is considered that Phase 1 of the proposed scheme accords with the strategic aims of the Local Development Plan (UDPR) in its use of previously developed brownfield land, in an accessible sustainable city centre location. In addition the proposal offer the opportunity of a substantial level of local employment and training as well as wider physical, environmental, social and economic regeneration benefits for Leeds. The mix of use remains varied, appropriate and retail led, and is such that the proposal will add to and support both the day time and evening economies of Leeds City Centre. As such the scheme has the potential to bring significant vitality, vibrancy, trade and consumer choice to this part of the city centre.

10.4 The Applicant has stated that this initial phase of the scheme has the potential to create approximately 146 jobs, including 117 full time posts, during the demolition and construction phases and some 1717 jobs, including 1272 full time employment opportunities, upon completion. In addition, the Applicant proposes to provide skills training as part of their employment and training strategy, to assist local people, and in particular those living in deprived residential areas, to take advantage of these job opportunities created by the development. The location of the proposal would improve the physical and economic links of the city centre with areas and communities beyond the site. In bringing forward these improvements the scheme would emphasise the role of Leeds as a regional centre, helping to re-establish its position competitively with other major cities and cement Leeds as a city of European importance.

10.5 It is the case that with the completion of Trinity and the subsequent completion of Phase 1 of the Victoria Gate scheme there will be periods of retail readjustment and consolidation. However this is a common occurrence in city centres and is an inevitable consequence of growth and adaptation. Therefore, it is considered that such an outcome is unavoidable and was considered to be acceptable at the time of approval of the Outline Planning Applications 11/0100/OT and 12/03002/OT. The proposal is considered to connect well physically to the city centre's existing structure and provides opportunity for improvement of marginal areas, and in particular improvement in respect of retail representation in the areas around Kirkgate Market, Vicar Lane to the north of The Headrow and along the north side of Eastgate.

10.6 The relationship between the proposed first phase of the Victoria Gate development and the existing Leeds Kirkgate Market is a key consideration. Kirkgate Market is of considerable importance to Leeds in respect of the retail function it performs as well as its considerable value, in architectural and historic terms, as a Grade I Listed Building. The overarching aim of the proposal in respect of this important neighbour

is to act as a complimentary rather than competing nearby retail led development. The Victoria Gate scheme has the potential to bring new customers to the wider area including the Markets, increasing footfall not only within their own development but into neighbouring sites such as Kirkgate Market. The layout of Phase 1 has been designed to ensure that there are active frontages facing the Markets and strong pedestrian connections and desire lines between the scheme and the wider area, and in particular with the Markets, boosting and enhancing pedestrian movements in and around the area. In addition, as part of the current proposals new dedicated loading bays are to be provided on George Street for use by the Kirkgate Market traders, as well as a market traders 'parking area' (details of which are provided below in the section headed Transport, access and connectivity) to be laid out to the south-east of the outdoor market. As such it is considered that the magnitude and role of Kirkgate Market has been taken into account by the Applicants in their submitted scheme.

- 10.7 The importance of connections to the east with the Quarry Hill area have also been considered as part of the wider scheme, with the aim being to strengthen links with the cultural destinations around Quarry Hill. To this end as part of Phase 2 of the scheme improvements to the pedestrian crossings on St Peters Street are proposed. This is programmed to come forward with Phase 2 rather than as part of Phase 1 due to the works being linked to other off-site Phase 2 highways works. However, the proposed multi storey car park, has the potential to provide safe and secure parking near the Playhouse and the other cultural entities on Quarry Hill. The green landscaped area to the east of this proposed car park could enliven the general area and help to soften the effects of the traffic on St Peters Street at this point. It is considered that the scheme is a fundamental of the city's growth agenda and could prove to be a catalyst in the wider regeneration of surrounding areas including Kirkgate, the Markets, the Grand Arcade and Quarry Hill. Continued joint working between would assist the implementation of such possible regeneration and encourage mutual success.
- 10.8 Therefore, the principle of the proposed uses in Phase 1 is considered to accord with the aspirations and objectives of all relevant national and local policies (see Appendix 2 for full details of relevant policies). Despite the requirements by the Applicant for the scheme to come forward in a phased manner, the proposal is still considered to offer a unique opportunity to create a new, vibrant retail led development, potentially transforming a fragmentary corner of the Prime Shopping Quarter. The development of this part of the Prime Shopping Quarter would be beneficial in that it would result in improved footfall across the eastern side of the City Centre, which could stimulate activity in this area and across the wider City Centre and potentially create approximately 1717 new jobs for local people. As such the proposal is considered to consolidate and support the role of the Prime Shopping Quarter and the wider City Centre, and would comprehensively regenerate and redevelop an extensive part of the city centre which has for a significant period suffered from a lack of investment. Therefore the proposed uses and their mix within Phase 1 are considered to be acceptable and appropriate for this location.
- 10.9 Layout, scale and design
- 10.10 Phase 1 of the scheme is an interconnected ensemble of buildings and spaces each with its own defined but connected design characteristic principles and objectives in terms of streetscape, traffic, edges, frontage and uses, environment and street furniture. The overarching aim is to create a scheme which will

regenerate and fully integrate a new piece of urban fabric into the existing context of Leeds City Centre by establishing a retail-led, mixed used development with useable public realm allowing for enhanced pedestrian movement, and the creation of modern arcades and other new buildings which would reflect the context of the existing city centre. A lighting scheme for Phase 1 will be created which will create feature lighting to best highlight the visual attributes of each of the elements of the development.

#### 10.11 Arcades

The internal character is very much focused on that of arcades rather than malls. As such the units are two storey, with the upper storey set back slightly, giving the arcades a generous height, and set in a clear rhythm defined by regular pilasters and consistent fascia and signage zones, patterned flooring and shop front dimensions. In addition, the space would be covered by a glass roof. The internal layout is created to form a pedestrianised loop with strong visual links to the John Lewis building to the east and to the Victoria Quarter across Vicar Lane to the west.

10.12 Externally the two blocks which each front Eastgate and George Street, and both front Harewood Street, have been designed to have two specific but related character facades, which reflect the context in which they are positioned. As a result the design has taken reference from details of surrounding buildings in terms of materials, decoration, fenestration rhythm, curved corners, scale and composition.

10.13 The design of the block facing Eastgate and wrapping round into Harewood Street is very much that of a civic building. Care has been taken to understand the rhythms of the Blomfield range to the north side of Eastgate, in terms of its horizontal plinth, façade stepping, corners, and vertical and horizontal emphasis. This has resulted in the proposed building having a strongly defined but stepped stone (or reconstituted stone) plinth which would frame the clear glazed shopfronts and entrances, with pleated brick work and glazed windows/openings above, set into a defined vertical rhythm that relates to the Blomfield rhythm across Eastgate. Corners and a mid elevation feature inset would be emphasised by the use of stone with the brick and glazing. The horizontal order of the Blomfield range to the north is one of a reducing scale of levels as you rise up the building. To add a new dimension to the streetscene and visual interest, this order has been reversed on the proposed building such that the horizontal layers increase in depth, above the plinth, up the façade. The resulting elevation has a good balance of order combined with aesthetic appeal and 3-dimensionality which is appropriate to the contextual setting it will be placed within and is of a civic scale and character.

10.14 The second block of this part of the development fronts on to George Street (and also wraps around into Harewood Street) and this building focuses its design concept on the context of the Victoria Quarter and the buildings in between this and the proposal site that front Vicar Lane and the listed part of Kirkgate Market. As such the approach here references the ornamentality of these buildings, their materiality (largely red brick and red terracotta), their strong horizontal lines, dark plinths and regular pilaster rhythms. Thus the proposed building to this side of the site also uses 3 dimensional brick work but more emphasis is given to the horizontal banding and no stone is proposed at the corners or in the feature inset. Instead the focus is on the rhythm of patterned brick work and red terracotta and glazed openings in the upper floors, with a strong black stepped plinth around the ground floor frontages. As with the proposed building facing Eastgate the horizontal levels increase in depth as they ascend the building. The overall effect is

one of high quality and subtlety, reflecting the rich architectural and historical qualities of the contextual buildings it references.

- 10.15 One further important element to note regarding the George Street façade is the incorporation of a new electricity substation. This would front onto George Street and as such care needs to be taken to make its frontage an attractive feature in the wider façade. Therefore, the substation will be constructed such that it can accommodate perforated feature doors (due to the requirements for the substation to be ventilated), which could come forward as ornamental metal gates, patterned mesh or fret cut patterned panels.
- 10.16 The roof would start at the western end of the arcades space with a grid shell pattern fanning out across clear glazed roof panes set into a frame. The character of the roof would change as it moved along the arcades such that it would become a clear glazed rising pitched roof. Across the area between the arcades and the John Lewis building the roof would again evolve such that the pitches would be increased to allow the roof to neatly blend into the diagrid of the John Lewis façade.
- 10.17 Accessible entrances to the arcades are proposed to the western end where they meet Harewood Street, and to the middle of the site in the area between the arcades and the John Lewis store. The aim has been to create 'arcade' style entrances, but contemporary interpretations of this type of historic feature. As such the entrances will be defined portals with carefully positioned solid diamond shaped columns with clear glazed panels and doors between and a solid fascia above. These columns and fascia are proposed to be either Portland or reconstituted stone and would frame the entrances giving them the due presence of a traditional arcade entrance with a modern approach.
- 10.18 Multi Storey Car Park  
The multi storey car park would be positioned on the site of the Millgarth Police station.
- 10.19 The car park would be a stand-alone 8 storey split deck building which would sit in close proximity to the proposed John Lewis building, to which it would be linked by two pedestrian bridges. Visually the car park facade will take the form of straight and twisted metal anodised aluminum vertical fins that would be shaped such that they 'ghost' the diagrid pattern of the John Lewis façade. To the base and across the slot between the car park and the John Lewis block a less open treatment is required. As such it is proposed that this would be either metal panels in a lace/knitted woven pattern or perforated panels with an interpretation of the sculptural twist of the fins above. The manner in which the top of the car park is treated has been examined and it has been concluded that the preferred approach is to allow the fins to meet the sky rather than having a defined cap. This is considered to help to visually reduce the mass of the building against the skyline and in the context of the neighbouring John Lewis building.
- 10.20 As detailed below in paragraph 10.36 there will be a need at some point in the future to create a tunnel (of some 53 m length, by at least 13 m, 6.2 m in height) through the proposed car park to accommodate the New Generation Transport (NGT) trolley bus. This means a section of temporary removable car decks is proposed over the area where NGT is to run which would be removed for the introduction of the trolley bus city centre loop. This would have the added benefit of creating some potential useable units to the eastern end of the building at ground floor, which could, at a future date, increase vitality and vibrancy in this location.

10.21 John Lewis Building

The building would be positioned to the eastern end of the site and would be 5 storeys of retail floor space, plus a useable roof space (for an ancillary A3 restaurant use) and a basement servicing/back of house area. The aim has been to produce an iconic building, which has its own distinctive identity whilst referencing the contextual historical and architectural detailing of nearby city centre areas and buildings.

10.22 This has resulted in a proposal of very high quality design, stature and materiality. The façade is to be a sculptural wrap in the form of a strongly ordered diagrid with curved corners for the full height of the building, with clearly delineated pilasters, shop windows and entrances at ground floor level. The diamond shaped frames of this diagrid are proposed to be white terracotta with a variety of clear glazed or decoratively patterned terracotta infill panels within the diamond shapes, reflecting the rich tradition of highly ornamental buildings such as those found in and around the nearby Victoria Quarter. Although the bridge link across Eastgate (approved under the original Outline proposals) will not come forward until Phase 2, the building has been designed such that a section of the façade can be removed to accommodate the bridge without this having a negative impact on the rhythm of the diagrid patterning.

10.23 Due to the fall of the land at the eastern end, part of the ground floor level of the store would be elevated above street level. As a result the proposal is to ground the building on plinth, to add an element of visual interest and grandeur in those areas where it is not possible to have active frontage directly on the street. However, active frontage with views into the store and/or of dressed display areas will be provided where possible.

10.24 Entrances to the proposed department store are indicated to the south-west corner onto George Street, and two entrances from inside the proposed arcades to the west facing façade of the building. The George Street entrance is a curved opening up a broad sweep of generous steps. The two arcade entrances would both be generously scaled, accessible double doors. A further entrance is proposed to Eastgate. This Eastgate entrance is proposed in two forms in respect of Phase 1 and Phase 2 of the wider Victoria Gate scheme. In Phase 1 it is proposed that one set of double doors is provided of some 1.8 m in width (with the full opening in which the doors sit being some 3.2 m wide), adjacent to a clear glazed shopfront panel of an equivalent size. When Phase 2 comes forward it is proposed to replace this clear glazed shopfront panel with a second set of doors of equivalent dimensions, give two sets of double doors to the Eastgate entrance.

**10.25 Do Members consider the design and layout to be acceptable? Do Members consider the Eastgate entrance solution to be acceptable?**

10.26 Transport, access and connectivity

10.27 The Phase 1 site as existing is to a large degree covered by surface car parks on both the Eastgate and Harewood sides, with a total car parking provision of some 325 spaces. A major new element of the scheme is a multi storey car park which will sit adjacent to the proposed John Lewis building to the eastern end of the site. The car park would be connected to John Lewis on two levels by short bridge links. The proposal would house in the region of 815 car parking spaces, with 35 disabled parking bays and 17 spaces for parent and child provision, all in accessible



locations. As such there would be an increase in car parking spaces of at least 490 spaces as a result of this new provision. This would be in line with UDP guidelines on car parking levels for the types and scale of development uses proposed. The car park would be accessed from Union Street via a realigned turn off from the adjacent roundabout and will egress eastward onto George Street/Dyer Street. It is also the case that there will be two electric car charging points in the multi-storey car park in locations to be agreed.

- 10.28 20 motorcycle parking spaces are proposed to be provided in the overall scheme and 7 of these will come forward as part of Phase 1 and will be located within the multi storey car park. In addition, the consented outline for the full scheme proposed a total of 110 cycle parking spaces. Phase 1 will deliver 40 of these cycle space with some being positioned in the new car park and others being located across the site. In addition to this showers and lockers would be provided in the Phase 1 management suite.
- 10.29 In addition, the layout of George Street will be remodelled and upgraded with an increase in street width to approximately 15.45 metres at the narrowest widening to some 17 metres, to accommodate formal and informal raised pedestrian crossing points to link the development with the market and bus station, loading bays, a future bus stop, the existing taxi rank and improved footway width. This raised platform enhancement will also take place along a stretch of Vicar Lane (and Ludgate Hill) and will run from the north-western corner of Kirkgate Market along Vicar Lane to just beyond the northern side of Sidney Street, with improved lighting, kerb realignment and a reduction in clutter by rationalisation of street furniture.
- 10.30 As part of the overall proposal the Applicant is seeking to pedestrianise Harewood Street and Sidney Street. The positioning and widths of pedestrianised streets are designed to ensure that linkages to the wider city centre are created, enhancing connectivity through and across the site. Where streets to the edges of the site remain open to vehicles new pedestrian crossings will be provided where required.
- 10.31 This pedestrianisation is considered to be a positive enhancement allowing increased and more flexible pedestrian movements around and across the site. It is hoped that when the development comes forward and integrates into the City Centre that it could act as a catalyst to other regeneration projects nearby, including Kirkgate Market, the terrace of buildings on Kirkgate to the south, and the Quarry Hill site to the east, with opportunities for further enhanced pedestrian connections being made to these sites and beyond.
- 10.32 In addition to the pedestrianisation of streets the Applicant is also seeking the Stopping Up of a number of existing public highways across the site for both Phases 1 and 2. The mechanism for achieving this will be by way of an application to the Secretary of State under section 247 of the Town and Country Planning Act 1990 (as amended). Orders under section 247 of the Act authorise the stopping-up of any highway, if the Secretary of State is satisfied to do so, in order to enable development to be carried out in accordance with a planning permission.
- 10.33 The Applicants state that the Stopping Up is necessary to enable the development to proceed and have defined two categories of requirement for the entire scheme as follows:
1. Areas to be stopped up to accommodate built development which affects Edward Street, Templar Street, Templar Lane, Templar Place, Lydia Street, North Court, Union Street and the majority of Lady Lane.

2. Areas to be stopped up in order to implement the public realm strategy which affects Eastgate, Sidney Street and Harewood Street.

- 10.34 It should be noted that a decision on the timing of the stopping-up application and the precise areas to be stopped-up will be made following the grant of full planning permission and the granting of the reserved matters. Whilst Council officers are supportive of the proposed development on the areas of highway from a planning perspective, the Council has yet to formally decide whether it would support applications to the Secretary of State for stopping up orders as local highways authority. There are no concerns expressed with regard to the principle of the stopping up for the areas which will accommodate built development (assuming planning permission is forthcoming) (category 1). However, the highways case for the stopping up of the areas that will accommodate public realm (category 2) requires further discussion and consideration. In addition, for Phase 1 the only proposed stopping up would be of Union Street, Sidney Street and Harewood Street.
- 10.35 It is the case that on the consented Outline scheme for the development there is a proposal to remove all buses from Eastgate and relocate their stops and routes elsewhere. However, these changes will not come forward with Phase 1 and will only be actioned when Phase 2 of the development is implemented. Therefore, the bus routes on Eastgate will remain although the exact position of the existing stops on this street will be reconsidered to ensure that there are no conflicts with important entrances into the Phase 1 Victoria Gate development.
- 10.36 The Lady Beck (or Sheepscar Beck) is a culverted beck that runs beneath the Millgarth Police Station. It is proposed as part of the new Multi Storey Car Park that the future New Generation Transport (NGT) scheme in this part of the City would follow the route of this culvert. As such this would mean that sections of the lower decks of the car park would be removed at a future date, creating a generously scaled tunnel through the car park, to accommodate the route. As such this tunnel would be approximately 53 m in length, with a minimum width of around 13 m, and a vertical clearance of 6.2 m with the electrification wires being attached to the soffit of the tunnel. This differs from the consented scheme where the protected NGT route between Eastgate and George Street ran along Millgarth Street. The provision of an NGT route is protected under the UDP and will be further protected in this new location via a clause in the Section 106 Legal Agreement.
- 10.37 The submitted Transport Assessment also sets out a servicing strategy. Servicing for the John Lewis building will be in its own self contained basement service area accessed from George Street. In addition, this part of the scheme also has its own customer collect facility for shoppers and it is intended that this would be provided in the proposed adjacent Multi Storey Car Park. For the remainder of the Phase 1 site the proposed servicing arrangements will take place on-street from Harewood Street and George Street, to allow goods to be delivered through the front door of each unit. As with other areas in the city centre, servicing hours will be restricted to minimise vehicle and pedestrian interaction.
- 10.38 In addition, a number of dedicated loading bays would be provided along George Street to service both the units on this northern side of the street and Kirkgate Market. The submitted plans show that the widening of the enhanced George Street could effectively accommodate 3 metre wide footways, twenty five 2.7 metre wide loading bays and a 5.5 metre wide carriageway. To further assist the functioning of the Markets a defined area is to be laid out by the Applicants for use by Kirkgate

Market only. This would be for traders parking, loading and unloading to the south-eastern corner of the outdoor part of Kirkgate Market and would be of a size to accommodate 25 parking spaces, but would be laid out in such a manner that it was flexible to the requirements of its users. This matter would be addressed via a clause in the Section 106 Legal Agreement.

- 10.39 A number of objectives are defined on the submitted Travel Plan as follows:  
Minimise the impact of congestion, noise and pollution on local residents;  
1. Work with LCC towards reducing car journeys to/from the Site;  
2. Where appropriate, reduce the need for unnecessary travel and ensure that those that do have to travel (both employees and visitors) do so in a way that is sustainable;  
3. Specify measures to encourage management, including all employees and visitors, to use travel modes other than the car, especially travel in the car alone;  
4. Promote the use of public transport, motorcycles, car sharing, walking and cycling when getting to and from the Site;  
5. Reduce the environmental impact of travel demand by raising awareness amongst employees and visitors and encouraging environmentally friendly behaviour;  
6. Minimise delivery vehicle trips by appropriate scheduling and/or wherever practical with emission reduction initiatives;  
7. Encourage retailers to promote home delivery services as an alternative to using car travel for transporting bulky items;  
8. Encourage any food retailers to commit to reducing food miles;  
9. Work towards meeting LCC targets for reducing non-work related trips.
- 10.40 Do Members consider the approach to transport and the provision of the multi storey car park to be acceptable?**
- 10.41 Public Realm and Landscaping
- 10.42 A fundamental, integral constituent of the proposed scheme would be the public realm and landscaping of the site's streets and spaces. Pedestrianisation of these streets and spaces is a key component of the public realm strategy with the aim being to build on and enhance the existing pedestrian focused environment in Leeds City Centre.
- 10.43 The aim is to create a distinctive scheme which has not only its own identity but compliments the existing streets and buildings into which it would slot. The pedestrianised spaces proposed would integrate into the existing urban fabric creating new connections and stopping points as well as linking to those existing in the wider area. The majority of the sites public streets and spaces would be open to the general public 24 hours a day, with the only exception being the new arcaded areas which would be fully accessible by all for most likely 18 hours each day.
- 10.44 The public realm of the scheme also has a part to play in the wider arts and cultural strategy for the Eastgate Quarter with the site creating visual links with the Entertainment Quarter to the west, and the existing cluster of cultural facilities (such as the Playhouse, BBC Leeds, Leeds College of Music, the Red Ladder Theatre Company, Phoenix Dance, and the Northern Ballet) to the east. As such a defined and green landscaped area of public realm, including tree planting, is proposed to the eastern edge of the site adjacent to the proposed multi storey car park, where it faces on to St Peters Street, with the Playhouse and Quarry Hill beyond. This will be a significant enhancement to what is currently a harsh, hard surfaced area

adjacent to a heavily trafficked road and roundabout. The green landscaping will soften and enliven this area to the benefit of both the Victoria Gate scheme and nearby neighbouring sites.

- 10.45 The remainder of the overall site is urban in nature being located fully within the city centre. As such much of the proposed public realm would be hard surfaced, with a palette of materials, focused on high quality concrete/stone setts and granite-aggregate paving and subtle patterning being used to define and reinforce the character areas. However, in addition the area to the east of the proposed car park above, there is a need for greening of the wider urban built form within the boundary of the site, to ensure a softer, more appealing environment for users of the development.
- 10.46 Therefore, a tree planting strategy has been established with tree planting focusing on selected edge of building areas, The species and size of trees will need to take account of the environment into which the trees are to be placed, the position of any existing utilities and other structures forming part of the development, as well as the protected NGT route running along Eastgate and through the proposed car park site, and as such this will be subject to a Planning Condition.
- 10.47 Seating will be provided at appropriate locations across the full Phase 1 site, and feature lighting will be incorporated to highlight the façade details of the buildings and the landscaped areas. It is the case that the landscaping and public realm strategies are considered to be acceptable and would allow the scheme to bring forward new pedestrian routes which would connect well to the existing street pattern, with high quality accessible public spaces and streets.
- 10.48 Do Members consider the public realm and landscaping strategy to be acceptable?**
- 10.49 Heritage and Archaeology
- 10.50 Whilst the largest area of the Phase 1 site has been cleared and laid out as surface car parking it is the case that there are a number of buildings of interest remaining which will need to be demolished for the scheme to be brought forward. These include the unlisted southern Blomfield style terrace that runs down Eastgate itself, the unlisted former Weights and Measures Building (at 1 Millgarth Street), Millgarth Police Station and an electricity substation.
- 10.51 The southern range of buildings on Eastgate, and this block's bookend has local, historical and architectural importance as part of Blomfield's proposal for a civic east-west axis across the city centre. However, this southern terrace was a later addition of less integrity in terms of its Blomfield influence and detailing. As a result the loss of the southern range would be considered to have a minor adverse impact, with this terrace being of less architectural and historical merit. In addition, the loss of part of this range is a requirement for the anchor store (John Lewis), a key element of the overall development scheme, to be sited to the eastern end of Eastgate.
- 10.52 The former Weights and Measures Building at 1 Millgarth Street as stated above is not listed and is not within the boundary of the City Centre Conservation Area. The building is a two storey interwar structure which is in a very poor state of repair. The loss of the building is also a requirement for the important component of the development, the John Lewis department store.

- 10.53 The Millgarth Police Station is a 6 storey inward facing red brick block built circa 1972. Its character is such that it has very poor interface with the surrounding streets, with high plain brick work generally at ground level upwards, broken by metal security grilles and gates. The building has been assessed as having negligible heritage significance.
- 10.54 The existing substation is a simple red brick building of very little architectural or historical merit. This substation is scheduled for demolition to be replaced by a new modern standard substation, which is to be erected on adjacent land within the site. This replacement substation will be integrated into the wider Phase 1 development, both physically and visually.
- 10.55 As stated none of these buildings are listed and whilst the Weights and Measures Building does have some architectural and historical merit none of them are considered to be exceptional examples of their architectural styles and eras. As such their loss to allow the wider development scheme to be brought forward is considered to have a minor adverse impact on the retention of the architectural heritage of Leeds City Centre. Despite this it will be important to undertake an architectural recording of all buildings across the site which need to be demolished to enable the proposal, to recognise and document their place in the historical development of Leeds City Centre.
- 10.56 The archaeological assessment undertaken as part of the Environmental Impact Assessment identifies that the site lies on the edge of the known medieval settlements of Leeds. The study looked at Pre-Medieval, Medieval and Post-Medieval eras and acknowledges that there have been some recorded finds, in the form of early cellars cut into the bedrock, a burial ground and the potential remains of a medieval chantry chapel. As such there is the potential for important archaeological deposits to be located in the area. The study concludes that the proposal would have a minor adverse impact, however WYAAS consider the site to have more interest than this and that the development would have a moderate adverse impact on any remains of interest. As a result additional evaluation work will be secured via condition to cover more extensive areas of the site once access to currently unavailable areas has been obtained.
- 10.57 The City Centre Conservation Area covers part of the site to its south-western corner, covering the western end of the Grade I Listed Kirkgate Market, extending to the centre line of the southern part of Harewood Street and running a short way along George Street. The current site is dominated by unsightly surface car parking off Harewood Street and George Street. The replacement of this existing arrangement with proposed new buildings and spaces of contemporary but complimentary design would enhance the setting of the Grade I Listed Markets building and the Conservation Area, bringing more activity and vibrancy to the location. The existing street network would be expanded with new and enhanced pedestrian routes of a high quality design, which would reflect the historic urban grain found within the City Centre Conservation Area. As such it is considered that the proposals would make a positive contribution to and an enhancement of the setting of the Grade I Listed Building and this part of the wider City Centre Conservation Area.
- 10.58 Do Members consider the demolitions to be justified and the consideration of nearby heritage assets to be appropriate?**

10.59 Drainage and Flood Risk

10.60 The majority of the site lies within Flood Zone 1 and as such is at low risk of flooding, however, the portion of the site to the eastern side (covering the multi storey car park and part of the John Lewis building proposals) lies within Flood Zones 2 and 3 with the potential for flooding being medium to high risk. As a result the Flood Risk Assessment examines the site and the potential risks and looks at what mitigating actions may be required. The Environment Agency has appraised the Flood Risk Assessment and finds it to be acceptable in its approach, details and outcomes.

10.61 The Sequential Test undertaken in respect of the approved 2011 Outline (planning reference 11/0100/OT) remains relevant and has been reconsidered alongside a further Sequential Test for the proposed multi storey car park (which did not form part of the original approved scheme). Due to the scale and retail led nature of the development, as well as the comprehensive regeneration benefits which can only be achieved if the scheme is not disaggregated, a search area for these sites was established based on the defined City Centre Prime Shopping Quarter and sites of an approximate area of 7 hectares. This search area was agreed with the Local Planning Authority at the pre-application stage and remains the appropriate area of search.

10.62 It also remains the case that the adopted UDP identifies two Proposal Areas within the Prime Shopping Quarter for new significant retail led development, these being Proposal Areas 15 (Kirkgate Markets Area) and 16 (Templar Street). The site of the proposal covers these Proposal Areas. This is reinforced by the aims and objectives of the Eastgate and Harewood Quarter Supplementary Planning Document.

10.63 In addition, there are still no other sites within the defined search area of sufficient size to accommodate a regeneration scheme of this scale. As such it is concluded that there are no alternative less vulnerable sites currently available within the search area for this scheme.

10.64 On site measures to deal with any flooding incidents include the majority of entrances, ventilation shafts and ramps to buildings being set at or above 29.8 metres AOD (Above Ordnance Datum), the ground floor finished floor levels being set at 32.5 metres AOD and a plan for safe access and egress from lower levels of the proposed development to land above the peak flood level in Flood Zone 1. In addition, a one metre high, hydraulic flood gate will be installed at the top of the ramp to the John Lewis basement areas.

10.65 In addition, surface water run off from the site will be reduced by 30% and will discharge to the public combined sewers. The on-site surface water system will be designed to attenuate run-off for up to the 1 in 100-year storm including 20% climate change so as to reduce the risk of flooding. Further to this various Sustainable Drainage methods (SuDS) will be explored to ascertain which are the most useful and appropriate for the development and site.

10.66 Sustainability

10.67 The submitted Sustainability Statement and Energy Statement indicates that the proposal is intended to achieve a pre-assessment BREEAM rating of Very Good,

with an aspiration for Excellent. This would be done via a variety of economic, social and environmental objectives including;

Improving good quality employment opportunities

Improving conditions which enable business success

Reuse of Brownfield land

Façade treatment and glazing design and specification to reduce solar gain and retail cooling requirements

The use of timber from sustainable sources

Reuse of demolition materials where possible

Natural Ventilation to the arcade

Energy efficient lighting

Dual flush WCs and pulsed output water meters

A Travel Plan promoting sustainable modes of transport

The provision of electric car charging points in the proposed car park.

- 10.68 The energy strategy appraisal indicates that Victoria Gate Arcade and John Lewis Developments would be targeting reduction in CO<sub>2</sub> emissions of approximately 17.8% above the targets set out in Building Regulations Part L 2010 through using energy efficient design.
- 10.69 The Applicant is considering the use of air source heat pumps (ASHP) by tenants in order to provide additional CO<sub>2</sub> emissions reductions, where implemented to serve 50% of the space heating and 100% of the space cooling demand across Phase 1, the ASHPs could provide a further 1.9% reduction in CO<sub>2</sub> beyond Building Regulations Part L 2010. This would be equivalent to 13% of the total regulated energy demand of the development. The design of the buildings permits a future connection to the Low Carbon Energy Centre that has been approved for the wider Victoria Quarter Development but which will not come forward until Phase 2 of the wider scheme is implemented.
- 10.70 EIA Studies
- 10.71 A series of studies have been undertaken as part of the Environmental Impact Assessment process and these are detailed in the Environmental Statement. The areas focused on in these documents are Socio- economic, townscape and visual amenity, built heritage, transport and access, air quality, noise and vibration, archaeology, ground conditions and water resources, ecology, wind, daylight, sunlight and overshadowing and the assessment of cumulative impacts and mitigation measures.
- 10.72 Of particular note are the findings of the wind study which is discussed in both the Environmental Statement and in a separate Windy Study document. It is the case that when wind tunnel testing was done on the Outline scheme two locations of concern were identified, location 33 at the north-west corner adjacent to the junction of the Inner Ring Road and Vicar Lane and location 92 at the South-East corner adjacent to the junction of George Street, Dyer Street and Millgarth Street. These parts of the development site were stated to have predicted wind conditions suitable for 'roads and car parks' for location 33 and 'business walking' for location 92. Both of these types of wind conditions are the least comfortable and least safe for pedestrians and cyclists and mean that winds could exceed Beaufort Force 6, which is the level recognised as being the maximum for pedestrian and cyclist comfort.
- 10.73 The current wind study has remodelled the site on the basis of the wind tunnel testing using a 1:300 scale physical model of the proposed Phase 1 buildings. Wind

speeds and frequency of occurrence were measured and assessed against the Lawson Comfort Criteria (which considers wind events up to and exceeding Beaufort Force 6). The results of the testing found that fifty-six locations are suitable for sitting use, thirty-two locations suitable for standing/entrance use, and three locations are suitable for leisure walking. This means that there are now no locations where winds would exceed Beaufort Force 6 and as such no specific mitigation measures are required.

- 10.74 The question of the impact on the daylight and sunlight to the nearest residential dwellings at County House was considered under the original Outline scheme. At that time it was concluded that at the minimum height parameter the impact was negligible or minor, but at the maximum height parameter the impact was minor to moderate. The relationship has been reassessed and the analysis indicates that the impact would be minor with all but one window in County House still receive levels of daylight and sunlight in line with BRE guidelines, with this one window being impacted moderately. As such no mitigation measures are proposed.
- 10.75 An air quality assessment was undertaken as part of the Environmental Impact Assessment. This report indicates that residential areas close to the application site will be in excess of allowable levels with regard to Nitrogen Dioxide (NO<sub>2</sub>) and possibly Particulate Matter (PM<sub>10</sub> D's). The report concludes that the development will have a potentially minor adverse impact on the surrounding air quality, but that due to an anticipated general improvement in vehicle emissions in years to come the overall levels of pollution will be less than at the present time.
- 10.76 However, to ensure the impacts are mitigated against as much as is possible the demolition and construction phases will be routinely subject to environmental management control measures to prevent and control dust and emissions. In addition the Travel Plan will be implemented to encourage non-car, more sustainable, modes of transport such as walking, cycling or using public transport are actively encouraged and supported.
- 10.77 S106 Obligations
- 10.78 The details of all S106 planning obligations can be found in Appendix 4.
- 10.79 Equality
- 10.80 The Council has a general duty under s.71 of the Race Relations Act 1976 to have regard to the need to eliminate unlawful discrimination and to promote equality of opportunity and good relations between persons of different groups. The Equality Act 2010 requires public bodies to have due regard to eliminate discrimination and to advance equality of opportunity, this is evident in UDP policy SA8. A recent Court of Appeal decision involving Haringey Council has confirmed that where the requirements of section 71 form, in substance, an integral part of the decision-making process then it is necessary to demonstrate that the particular requirements of Section 71 have been taken into account in coming to a decision on a planning determination. Accordingly it is the responsibility of the Local Planning Authority to consider whether the requirements of the Section 71 are integral to a planning decision. It is important to note that Section 71 is concerned with promoting equality of opportunity and good relations between different racial groups. The Court of Appeal in its decision stressed that this is not the same as the promotion of the interests of a particular racial group or racial groups.



- 10.81 On the Phase 1 part of the Victoria Gate site it is the case that there has been a historic concentration of businesses some occupied by the representatives of diverse communities. Whilst there are still remnants of this occupation, many businesses have already relocated successfully to other locations. In the circumstances Officers do not consider that Section 71 requirements are integral to these decisions, or that the proposals would in any way have a disproportionate impact on these diverse communities.
- 10.82 It is also the case that the development proposal would be open for use by all and intends to provide retail and other services that benefit the local and wider community.
- 10.83 Further to this as stated earlier in this report 35 of the 815 proposed car parking will provide disabled parking bays and 17 of the spaces will be for parent and child provision, both in accessible locations. The scheme also proposes an access strategy which aims to make all elements of the new development as accessible as possible with particular regard to level access points at entrances, and along pedestrian walkways, wayfinding and signage, seating, appropriate lighting, and the provision of auxiliary aids. Detailed matters of access arrangements will also follow via Building Regulations.

## **11.0 CONCLUSION:**

- 11.1 It is considered that the proposal for Phase 1 is in accordance with the Development Plan as a whole. The proposed development would comprehensively regenerate and redevelop a significant part of the city centre which, for a substantial period, has suffered from a lack of investment, has been underused. The scheme would allow the level of attractiveness and vibrancy of the area to increase substantially. In addition, the proposal is wholly situated on previously developed land and is located in a sustainable city centre location. The development would bring forward an efficient use of land which would be well assimilated into the existing city centre and could prove to have a positive effect on the regeneration of other surrounding areas. Permeability within the site would be substantially improved and the urban grain re-established. The built development will involve buildings of high quality set within appropriate useable public spaces.
- 11.2 The scheme would also improve physical and economic links with areas and communities outside the site and provide significant opportunities for employment and training initiatives for local people. In bringing forward these improvements the scheme would reinforce Leeds' role as the regional centre, helping to re-establish its position competitively with other major cities. Consequently, the development would represent a major contribution to the renaissance of the city centre and would assist to cement Leeds' role as a city of European importance and in its aims to become the best UK city.

## **12.0 QUESTIONS:**

The key questions Members will have to consider include the following:

10.25 Do Members consider the design and layout to be acceptable? Do Members consider the Eastgate entrance solution to be acceptable?

10.40 Do Members consider the approach to transport and the provision of the multi storey car park to be acceptable?

10.48 Do Members consider the public realm and landscaping strategy to be acceptable?

10.58 Do Members consider the demolitions to be justified and the consideration of nearby heritage assets to be appropriate?

**Background Papers:**

Planning Application 06/03333/OT  
Listed Building Application 06/03334/LI  
Listed Building Application 09/05538/LI  
Listed Building Application 09/04368/LI  
Non Material Amendment 09/9/00291/MOD  
Planning Application 10/01477/FU  
Planning Application 11/01000/OT  
Planning Application 11/01003/LI  
Planning Application 11/01194/FU  
Non Material Amendment 12/9/00055/MOD  
Planning Application 12/03002/OT  
Non Material Amendment 12/9/00098/MOD  
Planning Application 13/02967/FU  
Planning Application 13/02968/FU  
Planning Application 13/02969/RM

**APPENDIX 1 – FLOOR SPACE COMPARISON TABLES 13/02967/FU, 13/02968/FU and 13/02969/RM**

This table provides the mix of uses and floor space parameters for the consented amended scheme – 12/03002/OT approved on 30 October 2012, and for the current submissions for Phase 1 of the scheme 13/02967/FU, 13/02968/FU and 13/02969/RM.

<b>Types of Use</b>	<b>12/03002/OT</b>	<b>12/03002/OT</b>	<b>13/02967/FU Victoria Gate Arcades</b>	<b>13/02968/FU Multi Storey Car Park</b>	<b>13/02969/RM John Lewis</b>
	<b>Maximum Gross External Area sq metres</b>	<b>Minimum Gross External Area sq metres</b>	<b>Maximum Gross External Area sq metres</b>	<b>Maximum Gross External Area sq metres</b>	<b>Maximum Gross External Area sq metres</b>
A1, A2, A3, A4 and A5	117 080 sq m	79 800 sq m	12,325 sq m		30,122 sq m
<i>Assembly and Leisure D2</i>	<i>11 000 sq m</i>	<i>0 sq m</i>	996 sq m		
<i>Casino (Sui Generis)</i>	<i>5 000 sq m</i>	<i>0 sq m</i>	4,650 sq m		
Medical Centre D1	400 sq m	0 sq m			
Office (B1)	9 832 sq m	5 000 sq m			
Cinema (D2)					
Crèche/nursery (D1)	400 sq m	0 sq m			
Multi Faith Prayer Room D1	50 sq m	20 sq m			
Changing Places toilets and changing facilities	24 sq m	12 sq m			
<b>Total Gross External Area</b>	<b>136 286 sq m</b>	<b>84 832 sq m</b>	<b>17,971 sq m</b>	<b>26,317 sq m</b>	<b>30,122 sq m</b>
Car Parking	2700	2200		815	
Replacement Police Car Parking	80	0			
<b>Total number of parking bays</b>	<b>2780</b>	<b>2200</b>		<b>815</b>	

**APPENDIX 2: PLANNING POLICIES AND GUIDANCE**  
**13/02967/FU, 13/02968/FU and 12/02969RM**

**The Development Plan**

The Unitary Development Plan (Review 2006) and the Natural Resources and Waste Development Plan Document (January 2013) comprise the Development Plan for the purposes of Section 38(6) of the Planning and Compulsory Purchase Act 2004. This section of the Act requires that applications made in accordance with the Development Plan should be granted planning permission unless material considerations indicate otherwise.

Unitary Development Plan (Review 2006) (UDPR)

Strategic context

SA1 aims to secure the highest possible quality of the environment

SA2 encourages development in location that will reduce the need to travel and promote the use of public transport and other sustainable modes of transport.

SA4 promotes and strengthens the economic base of Leeds by identification of a balanced range of sites for development

SA5 seeks to ensure that a wide range of shops is available in locations to which all sections of the community have access by a choice of means of transport

SA6 encourages the provision of facilities for leisure activities

SA7 promotes the physical and economic regeneration of urban land and buildings within the urban areas

SA8 seeks to ensure that all sections of the community have safe and easy access to housing, employment, shops and other facilities by maintaining and enhancing the current levels of provision in appropriate locations

SA9 supports the aspiration of Leeds to become one of the principal cities of Europe, maintaining and enhancing the distinctive character which the centre already possesses”.

SP3 states that new development will be concentrated largely within the main urban areas on sites well served by public transport in order to maximise the potential of existing infrastructure.

SP7 identifies that priority be given to the maintenance and enhancement of the city centre

SP8 looks at the role of the city centre and explains that it will be enhanced by:

1. A planned approach to the expansion of Centre uses within a defined City Centre boundary;
2. An environmental strategy concerned with improving urban design, and provision and enhancement of linked greenspaces;
3. Transport improvements within the Council’s Transport Strategy;
4. Provision for primary land-use activities;
5. a broad land use approach involving mixed uses within a”

Quarters philosophy”.

SG4 ensures that development is consistent with the principles of sustainable development

GP5 indicates that development proposals must resolve detailed planning considerations

GP11 requires that where appropriate the development must meet sustainable design principles.

GP12 states that a sustainability assessment will be required to accompany the submission of all applications for major developments.

Urban Design

N12 Proposals for development should respect the following fundamental priorities for urban design:

- Spaces between buildings are of considerable importance. Development should create a series of linked and varied spaces that are defined by buildings and landscape elements;
- The best buildings of the past should be retained. New buildings should be of good design in their own right as well as good neighbours;
- New developments should respect the character and scale of buildings and the routes that connect them;
- Movement on foot and on bicycle should be encouraged;
- Developments should assist people to find their way around with ease;
- Developments should, where possible, be adaptable for other future uses;
- Design and inclusion of facilities should reflect the needs of elderly people and of people with disabilities and restricted mobility;
- Visual interest should be encouraged throughout;
- Development should be designed so as to reduce the risk of crime”.

Paragraph 5.3.4 provides supporting text to Policy N12 and states that in the larger urban areas the townscape should include visual reference points to help people find their way around, including landmarks, visual corridors, and changes of character.

N13 states that: "The design of all new buildings should be of high quality and have regard to the character and appearance of their surroundings. Good contemporary design which is sympathetic or complimentary to its setting will be welcomed”.

N23 incidental open space around development should provide a visually attractive setting for the development and where appropriate contribute to informal public recreation.

N38A Development should not increase the risk of flooding

N38B states that planning applications should be accompanied by flood risk assessments where consultations have identified the need

for such assessments

N39A Development likely to significantly increase run-off of surface water should demonstrate consideration of SUDs.

N39B the re-opening of culverts will be actively promoted

N51 encourages new development to enhance existing wildlife habitats and provide new areas for wildlife where opportunities arise  
BD2 states that the design and siting of new buildings should complement and, where possible, enhance existing vistas, skylines and landmarks.

BD5 states that: "All new buildings should be designed and the consideration given to both their own amenity and that of their surroundings. They should include usable space, privacy and satisfactory penetration of daylight and sunlight".

BD15 encourages public art.

## Transport

T2 New development should normally:

1. be served adequately by existing or programmed highways or by improvements to the highway network, and will not create or materially add to problems of safety, environment or efficiency on the highway network; and
2. be capable of being adequately served by public transport and taxi services;
3. make adequate provision for easy, safe and secure cycle use and parking;
4. in the case of residential development, be within convenient walking distance of local facilities and does not create problems of personal accessibility".

T2B indicates that all developments likely to create significant travel demand should be accompanied by a transport assessment

T2C states that all planning applications which are significant generators of travel demand should be accompanied by a travel plan

T2D where public transport accessibility to a proposal would otherwise be unacceptable the Council will seek Developer contributions.

T5 requires safe and secure access for pedestrians and cyclists

T6 requires satisfactory access and provision for disabled people

T7 promotes development and maintenance of new cycle routes

T7A identifies cycle parking guidelines (A9C)

T7B identifies motorcycle parking guidelines (A9D)

T9 encourages an effective public transport service

T13 protects Supertram/NGT routes

T15 measures giving priority to bus movements will be supported

T24 identifies parking requirements within Volume 2 (Appendix A9A, A9B)

T26 supports short stay car parking in the city centre core

#### parking area

T28 manages the growth of long-stay commuter car parking (A9B)

CCP1 refers to parking guidelines for city centre office development

#### Economy

E14 indicates that the city centre will remain the principal location for new prime office development

#### Shopping

S1 of the UDP identifies the role of the City Centre. It states that the City Centre as the regional shopping centre will be promoted which will be achieved by:

1. Consolidating retailing within a defined shopping Quarter;
2. Identification of separate locations suitable for major retail development;
3. A comprehensive strategy for environmental improvement; and
4. A strategy for improving the transport system and parking;

#### Urban regeneration

R3 supports the use of compulsory purchase to achieve regeneration benefits

R5 seeks to secure employment and training associated with construction and subsequent use

#### Access

A4 development should be designed to ensure a safe and secure environment including consideration of access arrangements and treatment of public areas

#### Waste

WM3 indicates that measures to reduce and re-use waste during construction will be required

#### Conservation Areas and Listed Buildings

BC7 states that development within Conservation Areas will normally be required to be in traditional local materials.

N17 promotes the preservation of features which contribute to the character of a listed building.

#### Archaeology

N29 protects archaeological remains from development

ARC4 presumes against development on nationally important remains

ARC5 requirement for evaluation to inform planning decisions

ARC6 requirement for investigation and recording

#### Landscape

LD1 identifies requirements for landscape schemes

## LD2 outlines design issues for new roads

### City Centre

CC1 advises where the need is for planning obligations in the city centre

CC3 seeks to upgrade the environment of the city centre and encourage good innovative designs of new buildings and spaces

CC5 requires that all development in conservation areas or its immediate setting should be designed so as to preserve and enhance the character of the area and that the height of new buildings should relate to surrounding buildings and be within one storey of them.

CC6 indicates that proposals for high buildings outside conservation areas and gateway locations will be considered on their merits.

CC8 requires new developments to respect the spatial character and grain of the city centre's traditional building blocks.

CC10 covers provision of public open space in the city centre and on sites of more than 0.5ha 20% of the site should be public open space in the city centre.

CC11 commits to more and enhanced pedestrian corridors and to upgrade streets

CC12 requires new development and new public spaces to relate and connect with existing patterns of streets, corridors and spaces.

CC13 encourages new public spaces to be imaginatively designed and be safe, attractive and accessible for all.

CC14 supports proposals to introduce a Supertram system.

CC17 highlights the need for additional short stay car parking close to the Prime Shopping Quarter including in the markets and Templar Street area.

CC19 advises that outside the Prime Office Quarter and Prestige Development Areas office development will be accepted provided that it contributes to overall planning objectives.

CC21 The site is located within the Prime Shopping Quarter. Shopping development is supported as the principal use within the identified Prime Shopping Quarter, subject to the provisions of Proposal Area Statements.

CC26 The north west corner of the site falls within the Entertainment Quarter. Policy CC26 states that support will be given to the provision of new, and retention and enhancement of existing, cultural, entertainment and recreational facilities.

CC27 identifies the Quarters and Areas and advises that encouragement for the principal use will normally be encouraged. Other uses will be encouraged which service the Quarter, add variety and support the attractiveness of the area for the principal use.

CC29 requires additional uses to the main uses for large developments

The Prime Shopping Quarter strategy is to:

1. Retain the existing compact nature of the prime shopping area.
2. Ensure that sufficient sites are available to accommodate future growth in City Centre retailing and direct major retail development to



- the area.
3. Protect identified active shopping frontages.
  4. Achieve a greater mix of uses, where these do not prejudice the primary retailing function of the area.
  5. Achieve a range of specific environmental improvements, through conservation, high quality new development, creation of public space and management of the Quarter.
  6. Improve ease and comfort of movement to and within the Quarter by public transport, cycle and foot with specific regard to the needs of disabled people.
  7. Ensure sufficient short stay shopper's parking is available to serve the area
  8. Achieve a full range of facilities to serve the needs of all shoppers as part of new developments.

Two Proposal Area Statements are relevant to the application site; Proposal Area Statement 15 relating to Kirkgate Markets and Proposal Area Statement 16 which relates to Templar Street.

#### 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 compliment 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.

#### Proposal Area 16 – Templar Street

The Statement comments that the site has potential for retail development with the Vicar Lane frontage having particular potential for retailing. There is also scope for subsidiary uses, particularly leisure and entertainment, and significant office use above ground floor. Catering uses would also complement the neighbouring Entertainment Quarter, and residential uses which would not prejudice the retail and leisure function would also be appropriate. The area also represents a major opportunity for public short stay parking. Pedestrian linkages to the Vicar Lane and Eastgate are noted as being particularly important. Public space should also be provided in any scheme.

#### Natural Resources and Waste Development Plan Document (Adopted January 2013)

##### Vision and Strategic Objectives –

1. An efficient use of natural resources
2. A zero waste high recycling society

3. A low carbon economy
4. A high level of environmental protection

#### Policy Water 4: Development in Flood Risk Areas

All developments are required to consider the effect of the proposed development on flood risk, both on-site and off-site the detail of which should be commensurate with the scale and impact of the development. Within zones 2 and 3a proposals must:

- Pass the Sequential Test and if necessary the Exceptions Test as required by the NPPF.
- Make space within the site for storage of flood water, the extent of which to be determined by the Flood Risk Assessment.
- Must not create an increase in flood risk elsewhere.

#### Policy Water 7: Surface Water Run-off

All developments are required to ensure no increase in the rate of surface water run-off to the existing formal drainage system.

Development will be expected to incorporate sustainable drainage techniques wherever possible.

- On previously developed sites peak flow rates must be reduced by at least 30%
- On sites which have not previously been connected to the drainage infrastructure, or watercourse, surface water run off rates will not exceed the 'greenfield' run-off rate (i.e. the rate at which water flows over land which has not previously been developed).

### **Supplementary Planning Guidance**

#### 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 and 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
- Consolidate shopping as a main attraction
- Preserve and enhance the matrix of north-south streets and east-west

yards and arcades

### 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 objectives of the SPD are:

- To guide the comprehensive redevelopment of the site and regeneration opportunity, to ensure any development proposals are sustainable and maximise benefits to the city and local community
- To ensure that the development complements and integrates with the existing city centre and provides a mix of uses
- To ensure that the development is of the highest urban design and architectural standards

The SPD provides 12 principles to guide the redevelopment of the Eastgate and Harewood Quarter:

- Complete the development of an incomplete shopping Quarter of the City through creation of vibrant, retail led, mixed-use area. The mix of uses should maximise the use of the site and include retail, leisure, commercial, residential and community uses
- Extend and regenerate Leeds' shopping offer and enhance its attractiveness as a regional centre; and to assist the City Centre to become one of the principal cities of Europe
- Enhance the public realm through pedestrianisation or street closures if necessary, and encourage pedestrian linkages from the side to the market, river, Sheepscar, Mabgate, Victoria Quarter and Quarry Hill, integrated into the existing fabric of the city centre.
- Reinforce the urban route along the Headrow to Quarry Hill and thus integrate Quarry Hill into the City Centre.
- Generate a vital, mixed-use quarter with a retail emphasis and a complimentary mix of uses, activities and spaces creating "the new place for Leeds".
- Create the development framework which promotes a varied urban form, rich in architectural style and character
- Create an opportunity for landmark buildings and memorable places
- 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.

- Support and promote the urban regeneration of adjacent sites and activities at Kirkgate Market, Quarry Hill, Regent Street, Mabgate and Victoria Quarter.
- Create a new place which is unique and authentically Leeds.
- Create opportunities the training and employment for wider benefit of the people of Leeds.
- Preserve where both practical and appropriate, existing historic assets and their settings.

### Leeds Growth Strategy

The Leeds Growth Strategy – Getting Leeds Working is a statement of intent about the opportunities and priorities the city will pursue to deliver growth and get Leeds working to its fullest capacity.

The seven core priorities are:

health and medical  
 financial and business services  
 low carbon manufacturing  
 creative, cultural and digital  
 retail  
 housing and construction  
 social enterprise and the third sector.

### Public Transport Improvements and Developer Contributions (August 2008) and Appendix 1 (August 2011)

Developments that have a significant local travel impact will be subject to a requirement for paying a contribution towards public transport improvements.

### Tall Buildings Design Guide (April 2010)

This SPD provides guidance as to where tall buildings should and should not be built. The document highlights the importance of design and urban design and seeks to protect the best elements already established within the city.

### Travel Plans (September 2012)

The SPD provides guidance on thresholds for when a Travel Plan is required, and what kind of detail, objective and targets it should contain. Although not yet formally adopted this SPD is in regular use and its approach concurs with that of the Department for Transport's guidance on Travel Plans.

## **National Planning Guidance**

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.

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.

Paragraph 17 of the NPPF sets out the Core Planning Principles for plan making and decision taking. The 6<sup>th</sup> principle listed states that planning should support the transition to a low carbon future and encourage the use of renewable resources, including the development of renewable energy.

The 8<sup>th</sup> 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.

The 9<sup>th</sup> principle listed states that planning should promote mixed use developments, and encourage multiple benefits from the use of land in urban and rural areas, recognising that some open land can perform many functions.

The 10<sup>th</sup> principle listed states that planning should conserve heritage assets in a manner appropriate to their significance, so that they can be enjoyed for their contribution to the quality of life of this and future generations.

The 12<sup>th</sup> principle listed states that planning should take account of and support local strategies to improve health, social and cultural wellbeing for all, and deliver sufficient community and cultural facilities and services to meet local needs.

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

Paragraph 35 of the NPPF states that plans should protect and exploit opportunities for the use of sustainable transport modes, and should give priority to pedestrians and cycle movements.

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.

Paragraph 60 of the NPPF states that planning policies and decisions

should not attempt to impose architectural styles or particular tastes, and they should not stifle innovation, originality or initiative through unsubstantiated requirements to conform to certain development forms or styles. It is however, proper to seek to promote or reinforce local distinctiveness.

Paragraph 69 of the NPPF states planning should aim to achieve places which promote safe and accessible environments.

Paragraph 126 states that it is desirable to sustain and enhance the significance of heritage assets and that new development should make a positive contribution to local character and distinctiveness.

### **Draft 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 an Inspector has been appointed. It is expected that the examination will commence in September 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 which will be considered at the future examination.

The Core Strategy's Spatial Vision and Objectives state that

- Leeds will have maintained and strengthened its position at the heart of the City Region and has grown a strong diverse and successful urban and rural economy, with skilled people and competitive businesses, which are sustainable, innovative, creative and entrepreneurial. All communities will have equal chances to access jobs and training opportunities through the growth of local businesses.
- Leeds City Centre will remain a successful destination for the people of Leeds and beyond, with a vibrant commercial, leisure and cultural offer. The Trinity and Victoria Gate centres will be well established and the South Bank will be integrated into the City Centre, which includes a new City Centre park acting as a gateway to the Aire Valley.

Objectives - In supporting the continued vitality, economic development and distinctiveness of the City Centre as the regional centre, the Core Strategy will:

- (i) 1. Accommodate first and foremost the needs of offices, shops, hotels, institutions and leisure and entertainment uses, accepting that there is a place for residential and supporting facilities such as parks, convenience stores, health centres, nurseries and schools.
2. Strengthen the vibrancy, distinctive character and cultural appeal of the City Centre.

- (ii) 7. Deliver economic development which makes best use of land and premises across the district in sustainable locations, accessible to the community and wider labour market.
- (iii) 10. Promote the role of town and local centres as the heart of the community which provide a focus for shopping, leisure, economic development and community facilities, while supporting the role of the City Centre.
- (iv) 16. Ensure new development takes place in locations that are or will be accessible by a choice of means of transport, including walking, cycling, and public transport.

Relevant Policies are:

Spatial Policy 1: Location Of Development states that;

- (i) The majority of new development should be concentrated within urban areas taking advantage of existing services, high levels of accessibility and priorities for urban regeneration and an appropriate balance of brownfield and greenfield land.
- (iv) To prioritise new office, retail, service, leisure and cultural facilities in Leeds City Centre and the town centres across the district, maximising the opportunities that the existing services and high levels of accessibility and sustainability to new development
- (v) To promote economic prosperity, job retention and opportunities for growth:
  - a. In existing established locations for industry and warehousing land and premises,
  - b. In key strategic\* locations for job growth including the City Centre

Spatial Policy 2: Hierarchy of Centres & Spatial Approach to Retailing, Offices, Intensive Leisure & Culture states that:

The Council supports a centres first approach supported by sequential and impact assessments. The Council will direct retailing, offices, intensive leisure and culture, and community development to the city centre and designated town and local centres in order to promote their vitality and viability as the focus for shopping, employment, leisure, culture, and community services.

Spatial Policy 3: Role Of Leeds City Centre states that 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;
- (iv) Comprehensively planning the redevelopment and re-use of vacant and under-used sites and buildings for mixed use development and new areas of public space;

Spatial Policy 8: Economic Development Priorities states that a competitive local economy will be supported through:

- (iii) Job retention and creation, promoting the need for a skilled

workforce, educational attainment and reducing barriers to employment opportunities.

(vi) Supporting training / skills and job creation initiatives via planning agreements linked to the implementation of appropriate developments given planning permission.

(vii) Developing the city centre and the town/local centres as the core location for new retail and office employment and other main town centre uses.

Spatial Policy 11: Transport Infrastructure Investment Priorities states that the delivery of an integrated transport strategy for Leeds will be supported, which takes account of:

(iv) Expansion of the Leeds Core Cycle Network to improve local connectivity;

(v) Improved facilities for pedestrians to promote safety and accessibility, particularly connectivity between the 'Rim' and the City Centre;

(vi) Measures to deliver safer roads;

(vii) The provision of infrastructure to serve new development

(xi) Provision for people with impaired mobility to improve accessibility.

Policy P10: Design states that:

New development for buildings and spaces, and alterations to existing, should be based on a thorough contextual analysis to and provide good design that is appropriate to its location, scale and function.

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

(i) The size, scale, design and layout of the development is appropriate to its location and respects the character and quality of the external spaces is appropriate to its context and respects the character and quality of surrounding buildings; the streets and spaces that make up the public realm and the wider locality, 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,

(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, and enhances the district's existing, historic and natural assets, in particular, historic and natural site features and locally important buildings, spaces, skylines and views,

(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, the visual, residential and general amenity of the area through positive design that protects and enhances surrounding routes, useable space, privacy, air quality and satisfactory penetration of sunlight and daylight,



- (iv) Car parking, cycle, waste and recycling storage should be designed in a positive manner and be integral to the development,
- (v) The development creates a safe and secure environment that reduce the opportunities for crime without compromising community cohesion,
- (vi) The development is accessible to all users.

Policy P11: Conservation states that development proposals will be expected to demonstrate a full understanding of historic assets affected. Heritage statements assessing the significance of assets, the impact of proposals and mitigation measures will be required to be submitted by developers to accompany development proposals.

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

- (i) Develop and provide tailored, interactive, readily available information and support that encourages and incentivises more sustainable travel choices on a regular basis.
- (ii) Sustainable travel proposals including travel planning measures for employers.
- (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.
  - c) To support wider transport strategy objectives for sustainable travel and to minimise congestion during peak periods.

Policy T2: Accessibility Requirements and New Development states that 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:

- (i) In locations where development is otherwise considered acceptable new infrastructure may be required on/off site to ensure that there is adequate provision for access from the highway network, by public transport and for cyclists, pedestrians and people with impaired mobility, which will not create or materially add to problems of safety, environment or efficiency on the highway network.
- (ii) Developer contributions may be required for, or towards, improvements to the off site highway and the strategic road network, and to pedestrian, cycle, and public transport provision. These will be secured where appropriate through Section 106 Agreements and/or the Community Infrastructure Levy, and by planning conditions.
- (iii) Significant trip generating sites will need to provide Transport Assessments/Transport Statements in accordance with national guidance.
- (iv) Travel plans will be required to accompany planning applications in accordance with national thresholds and the Travel Plans SPD.
- (v) Parking provision will be required for cars, motorcycles and cycles in accordance with current guidelines.

Policy G5: Open Space Provision in the City Centre states that within the City Centre, open space provision will be sought for sites over 0.5 hectares as follows:

- (i) Commercial developments to provide a minimum an equivalent of 20% of the total site area.
- (iii) Mixed use development to provide the greater area an equivalent of either 20% of the total site area, or a minimum of 0.41 hectares per 1,000 population of open space.

In areas of adequate open space supply or where it can be demonstrated that not all the required on site delivery of open space can be achieved due to site specific issues, contributions towards the City Centre park and new pedestrianisation will take priority.

Policy EN1: Climate Change – Carbon Dioxide Reduction states that all developments of over 1,000 square metres of floorspace,(including conversion where feasible) whether new-build or conversion, will be required to:

- (i) Reduce total predicted carbon dioxide emissions to achieve 20% less than the Building Regulations Target Emission Rate until 2016 when all development should be zero carbon; and,
- (ii) Provide a minimum of 10% of the predicted energy needs of the development from low carbon energy.

Policy EN2: Sustainable Design and Construction states that to require developments of 1,000 or more square metres or 10 or more dwellings (including conversion) where feasible) to meet at least the standard set by BREEAM or Code for Sustainable Homes as shown in the table below. A post construction review certificate will be required prior to occupation.

Policy EN5: Managing Flood Risk states that the Council will manage and mitigate flood risk by:

- (i) Avoiding or Avoiding development in flood risk areas by applying the sequential approach and where this is not possible, mitigating development in flood risk areas in line with guidance in PPS25 by mitigating measures, in line with the NPPF, both in the allocation of sites for development and in the determination of planning applications.
- (ii) Protecting areas of functional floodplain as shown on the Leeds SFRA from development (except for water compatible uses and essential infrastructure).
- (iii) Requiring flood risk to be considered for all development commensurate with the scale and impact of the proposed development and mitigated where appropriate.
- (iv) Reducing the speed and volume of surface water run-off as part of new build developments.
- (v) Making space for flood water in high flood risk areas.
- (vi) Reducing the residual risks within Areas of Rapid Inundation.
- (vii) Encouraging the removal of existing culverting where practicable

and appropriate.

(viii) The development of the Leeds Flood Alleviation Scheme.

Policy EN6: Strategic Waste Management states that to manage waste and recycling:

(i) Development will be required to demonstrate measures to reduce and re-use waste both during construction and throughout the life of the development; and

(ii) Sufficient space will be provided within all new developments (including conversions) to enable separation, storage, and collection of recyclable materials to take place.

Policy ID2: Planning Obligations and Developer Contributions states that Section 106 planning obligations will be required as part of a planning permission where this is necessary, directly related to the development, and reasonably related in scale and kind in order to make a specific development acceptable and where a planning condition would not be effective.

In order to provide the necessary infrastructure and facilities to support the growth of Leeds and the proposals and policies in the Core Strategy, developer contributions will be sought through Section 106 planning obligations and the Community Infrastructure Levy as appropriate.

**APPENDIX 3: PLANS PANEL MINUTES FROM MEETINGS OF 13 DECEMBER 2012 AND 11 APRIL 2013 FOR THE PRE-APPLICATION SCHEME NOW SUBMITTED AS 13/02967/FU, 13/02968/FU and 12/02969RM**

**13 December 2012**

**50 Preapp/10/00300 - Update presentation for alterations and amendments to the approved Eastgate and Harewood Quarter Development scheme - Land bounded by New York Road (Inner Ring Road A64) to the North, Bridge Street and Millgarth Street to the East, George Street and Dyer Street to the South and Vicar Lane and Harewood Street to the West, LS2**

Further to minute 6 of the City Plans Panel meeting held on 27th September 2012, where Panel resolved to grant outline planning permission for amendments to the mix of uses for the Eastgate and Harewood Quarter development, Members considered a pre-application presentation for alterations and amendments to the approved scheme. Plans, photographs, graphics and precedent images were displayed at the meeting.

Officers introduced the report and Members then received a presentation on the proposals on behalf of the developer. Members were informed that agreement had been reached with John Lewis for their anchor store and that work had been continuing with the Council to vary the proposals in order to bring the scheme forward in a phased way. Along with Millgarth Police Station which had been acquired by the Council, the Victoria Quarter had recently been acquired by the developer.

Consideration was now being given to creating links from the Victoria Quarter to the Eastgate and Harewood Quarter development to form one scheme and this would necessitate some changes.

Consideration was being given to whether a 21st century covered space could be created, with the intention being to take as inspiration and reference, the quality of the Leeds' historic arcades.

In terms of car parking, John Lewis was keen to have a car park on the site and having considered the scheme in detail in order to deliver the car park in the first phase of development, the proposal was to demolish the Millgarth Police Station and move the NGT route onto the Ladybeck culvert, thereby leaving an adequate footprint on one side for the car park and a decent footprint for the retail development.

The Leeds John Lewis would be designed with specific reference to the city, for example its cloth industry to ensure that it was of its time and place; was memorable and recognisable and that it stood for the city and the company. The design of the building also had to work for the store to ensure there was sufficient daylight and there was flexibility to changing retail trends. The time line for the scheme was given, with Members being informed that public consultation would commence in February 2013, with the application for Phase 1 being submitted in April and determined possibly in August 2013, with a start on site in 2014 and completion in autumn 2016.

Members commented on the following matters:

General design issues

- that the detail of the John Lewis store had changed since the original planning permission had been granted; whether because of this there would now be the need for a bridge over Eastgate and how this change would affect the power generation plant off Bridge Street which had been approved
- the arcaded part of the scheme to the north of Eastgate and whether this remained part of the proposals
- that the original scheme was to create a new quarter whilst retaining much of what was there to enable a flow through from the Trinity scheme, however this did not now seem to be the case
- the need for details on achieving a safe transition to the development from the Victoria Quarter
- the design of the John Lewis building and whether it would look at odds with the Blomfield architecture which dominated this part of the city
- the need for the treatment of the John Lewis store to be consistent all the way round and not, as in the case of the Leicester store to have bland and functional rear elevations
- Car park and highways
- that the demolition of Millgarth Police Station was welcomed but that there was a need to consider a similar treatment for the car park as would be on the John Lewis façade; that this was a very important issue and that despite its use, the car park should not look like one. As the site was a key gateway into the city it was important that the scheme was met by something which befitted the city and that in view of the likely cost of the John Lewis building, a poor quality car park would not be accepted
- the need to ensure there was no queuing traffic from the car park and that the exit was situated opposite the coach station on Dyer Street with concerns about whether there was sufficient capacity on that street
- that expectations for this development were high and that for many people, car parks were dark and unattractive but that for this scheme something much better had to be produced and that it would set the standard of how multi-storey car parks should look and that strategically, this was very important
- the possibility of integrating the car park into the store at basement level and the success of the Selfridges basement car park on Oxford Street, London
- that the availability of the Millgarth site could provide an opportunity to redesign the building, rather than simply bolting on the car park

The following responses were provided by the developer's representatives:

General design issues

- that the intention of building a bridge over Eastgate would need to be reviewed in the light of the development of the scheme

- that the Energy Centre on Bridge Street formed part of the second phase of development; that the developers were looking to future-proof phase 1 and to connect this to the energy centre when it came on line, as there would not be a sufficient number of shops in phase 1, however discussions were ongoing with the Council about connecting the markets to the Energy Centre
- that the Eastgate and Harewood Quarter did not compete with the Trinity development as it was for a different market
- that the transition to the development from the Victoria Quarter would be through the use of a raised platform on Vicar Lane (between the County Arcade entrance and the application site), which would enable this to be step free whilst still retaining vehicular access. Whilst a pedestrian-first approach was being encouraged, it was not possible to take the buses off Vicar Lane as there was nowhere else to divert them to. Whilst the final design of this had not been reached as discussions were still ongoing with highways, there would be an extended area of public realm
- in terms of the Reginald Blomfield architecture, this was stronger on the northern side of the site, with the southern side being more diverse. Whilst the Blomfield language was white Portland Stone and then brick, the use of Portland Stone on the John Lewis building was favoured, with this giving an element of the Blomfield language, whilst not trying to mimic it
- regarding the rear of the John Lewis store, this would be the site of the customer collect area and the design of this would be brought back to Panel

#### Car park and highways

- that the aim was for the car park to be of the same design quality as the John Lewis store however, the budget for the cladding of the car park was less than that for the store and that it was not as easy to work with a small budget and for it to look the same and that a different model was being considered with interest being introduced through other elements
- in terms of the operation of the car park, John Lewis required tickets and machines, with these being located far into the car park to allow for queuing traffic to be within the car park. The car park would provide 600 car parking spaces and the volume of traffic would be controlled going in by ramps, and exiting by traffic lights, so it was felt there would not be queuing traffic on the highway
- in respect of the car park exit, work had been undertaken with highways over a long period of time with Members being informed that the developer was confident that a solution had been found which works both on entering and exiting the car park
- regarding the quality of the car park, as Hammersons were the largest retail owner in the UK, they knew how to build, manage and run car parks; the aim was for this car park to be the one of choice and there was a commitment to delivering the best car

park in Leeds

- in respect of the massing and wrapping of the car park, every option had been considered, including a basement or roof top car park. The problem of integrating the car park into the John Lewis store was that it would create a building which would be overbearing
- that Members' comments about the car park were noted and the developer was mindful that the car park had to be a building of high quality

The Chief Planning Officer referred to the issues which had been raised about the scheme and the phasing and stated that if the whole of the Eastgate and Harewood Quarter was fully built out from the start, this could result in Trinity experiencing some empty shop units, whereas by phasing the development, prime and unique shops would be delivered in the first phase. This could only be seen as an economic advantage and adding to the prestige of the city and that Leeds was in a privileged position in respect of this scheme and that it was important for everyone to support the scheme

In summing up the debate, the Chair provided the following comments:

- that Panel understood the changes proposed to the scheme
- that the external design of the car park was a vital component of the whole scheme
- that concerns remained about how the car park would operate and that it must not lead to queuing traffic
- that Members were pleased with the relationship of the scheme to both the Victoria Quarter and the markets and that the proposed new arcades were welcomed.

### **11 April 2013**

**108 Preapp/10/00300 - Alterations and amendments to the approved Eastgate and Harewood Quarter development scheme at land bounded by New York Road (Inner Ring Road A64) to the north, Bridge Street and**

**Millgarth to the East, George Street and Dyer Street to the South and Vicar Lane and Harewood Street to the West LS2**

Councillor J Procter joined the meeting at this point

Further to minute 50 of the City Plans Panel meeting held on 13th December 2012, where Panel considered a preapplication presentation in respect of proposals for the Eastgate and Harewood Quarter, Members considered a report of the Chief Planning Officer and received a presentation from the applicant's representatives

Plans, graphics, precedent images and a sample of the proposed car park cladding were displayed at the meeting

Members were informed of the latest revisions to the first phase of the scheme which related to the Harewood retail and leisure block; John Lewis and the car park

Images of the proposed twin arcades which would help link the scheme to the Victoria Quarter were shown as were the designs for the buildings along Eastgate and George Street. In terms of timescale, public consultation on the revised scheme would take place on 16th – 20th April, with a view to the application being determined by Panel in August 2013.

Details of the community engagement and employment opportunities and training arising from the scheme were provided.

Members were informed there would be engagement with the Council and other key organisations and with tenants at an early stage, once they had signed up for the scheme.

Whilst the whole of the city was a target for employment creation, Wards which should be focussed upon would be identified, with a list of possible wards being displayed at the meeting, with Members being informed that a skills package would be put in place which would include an interview guarantee.

A range of methods would be used to inform people about the opportunities the development would create, including road shows, job fairs and working with schools, based on schemes elsewhere in the country. Members were informed that the recruitment programme for Highcross in Leicester had reached over 30,000 people, with in excess of 2,000 jobs being created, 72% of which were taken up by people who had been unemployed and that work was still being undertaken with local colleges to assist in recruitment when new businesses opened. A similar scheme would be put in place for recruitment and training for the Eastgate and Harewood Quarter development.

Members commented on the following matters:

- the Wards listed; that Moortown and Chapel Allerton had not been included
- the design of the car park, with mixed views on this; that as a standalone building it was good but concerns that it did not sit well alongside the John Lewis building; that it was too dominant and the cladding material did not look sufficiently robust; the need to better understand how the effect on the car park was achieved, i.e. by shadow or colours and whether the car park was the same height as the John Lewis store
- whether it was the intention of the applicant to build and operate the car park
- the jointed appearance of the proposal and that the car park could be split from the John Lewis store and that the buildings did not provide the overall gateway development
- the proposed new arcades, the design of which were well received and the roof treatment which was welcomed and which would provide an element of consistency between other roofs and arcades in the City
- the Vicar Lane frontages, with concern that there was an overuse of terracotta and the need for a better understanding of how this would look and the detailing of it
- that originally a bridge was proposed over Eastgate and whether this would remain in the revised scheme
- the lack of a pedestrian entrance to John Lewis from Eastgate; that this street was well used and was a route for many buses in the city, therefore an entrance at this point was required, to contribute to the continued vitality of Eastgate. The view that the Leicester John Lewis,



which had been visited by Panel, had been designed for car owners, with no pedestrian entrance being located at the rear of the building, with concerns being raised about the similar approach being adopted towards pedestrians on this scheme

- that The Core on The Headrow was not as effective as it could be due to inadequate pedestrian access
- the design of the John Lewis building and that this had the potential to be something special

The following responses were provided

- concerning the bridge, that the façade and structure of the John Lewis building would enable a bridge to be provided in the future if that was required

- that the applicant would build and operate the car park

· the elevations of the buildings on Vicar Lane and Eastgate and the concerns which had been raised about the use of terracotta, with the applicant's architect being of the view that how the graphics were appearing to Members on screen did not fully reflect the appearance of the buildings and that the intention on Vicar Lane was to provide a complex brick façade with elements of terracotta

- that the applicant was keen to provide pedestrian access into John Lewis from Eastgate but that John Lewis would consider this at phase 2 of the scheme, with pedestrian access being from the Harewood Arcades in the first phase of the development. On this point the Chief Planning Officer stated that a pedestrian entrance to John Lewis off Eastgate had been a feature of all the previous applications and that Members views were sought on this issue

In response to the specific issues raised in the report, Panel provided the following responses:

- regarding the acceptability of the introduction of new covered arcades, their entrances and layout and the covered space on the proposed Blomfield Street, Members liked these elements, particularly the curve on the new arcades

· on the design approach to the facades, including the location and extent of active frontage of the Harewood buildings to George Street and Eastgate and wrapping the corners of Harewood Street and Blomfield Street, Members were reasonably satisfied on this as shown but required further details. The Chief Planning Officer informed Panel that further work was being undertaken to relate the market to this development and stated that in terms of the elevations shown at the meeting, this was work in progress

- in respect of the design approach to the facades, including the level of active frontage, of the John Lewis building, the nature and visibility of the John Lewis west facing signage zone and the proposed delayed provision of a customer entrance to the John Lewis store from Eastgate, to note Members requirements for a pedestrian access from Eastgate into the store to be operational from day one. In terms of the signage, the Chief Planning Officer stated that John Lewis desired large rooftop signs, which Officers had concerns about. On the matter of signage, whilst understanding the principle of this, Members required further details to be provided. A request was also made for graphics

to be provided which also showed the market in relation to the development

- on the proposals for the car park in respect of its height, layout, access and egress arrangements, façade treatment and proposals for addressing the future need to accommodate part of the City Centre NGT loop, the range of views were noted. The Chief Planning Officer advised that further work would be carried out on the access and egress arrangements and that it should be assumed that NGT would happen

- regarding the approach to employment and training, that for clarity, priority Wards should either be listed alphabetically or by area of severity, rather than the random mix which had been presented to Panel and that Moortown and Chapel Allerton Wards should also be included

- regarding any other comments Members wished to make, that the car park and John Lewis store were adjacent to the arts quarter with West Yorkshire Playhouse and The Northern Ballet being sited close by and that possibly some reference to the arts could be included around that part of the site

RESOLVED - To note the report, the information provided and the comments now made.

## **APPENDIX 4: S106 PLANNING OBLIGATIONS**

A legal test for the imposition of planning obligations was introduced by the Community Infrastructure Levy Regulations 2010. These provide that a planning obligation may only constitute a reason for granting planning permission for the development if the obligation is -

- (a) necessary to make the development acceptable in planning terms,
- (b) directly related to the development; and
- (c) fairly and reasonably related in scale and kind to the development.

A Section 106 Legal Agreement including obligations to secure the following requirements was attached to the approved outline planning application 11/01000/OT:

1. A Public Transport Infrastructure Improvements Contribution of £749,992.00 in accordance with Policies T2 and T2D as detailed in correspondence dated 9 June 2011 at Appendix 4. The Transport Policy Officer has considered whether the proposed changes would affect the contribution, His analysis shows that the changes are negligible and as such he has determined that the level should remain £749,992.00.

2. The employment and training of local people. The Employment and Training Scheme shall contain:

- a) Details of how the Developer shall co-operate with the Council's Jobs and Skills Service from the start of the tendering process for the construction of the Development and throughout construction of the Development;
- b) Details of how the Developer shall work with the Council to identify target groups within local communities to deliver training ranging from pre-employment to skills development in partnership with the public sector and voluntary organisations.
- c) A commitment from the Developer to use its reasonable endeavours to use local contractors and sub-contractors in the construction of the Development;
- d) A commitment from the Developer to use its reasonable endeavours to employ local people in the construction and operation of the Development; and
- e) The procedure by which the Developer shall notify employment vacancies to local employment agencies.
- f) A commitment to proactive pre-requirement training of local people for retail and other employment opportunities within the operation of the Development.

3. A Travel Plan monitoring and evaluation fee of £15,000.00.
4. The provision of an area defined for Kirkgate Market's use only for traders parking, loading and unloading to the south-eastern corner of the outdoor market.
5. The provision, maintenance and the hours of public access of defined areas of public realm and landscaping. The details of landscaping would also be addressed via appropriate conditions, at the reserved matters stage and as part of a Section 278 Legal Agreement. The proposed landscaping and public realm works amount to costs in excess of £,3,000,000.00.
6. The provision of 2 Leeds Car Club spaces and a contribution of £9,000.00 to fund a one year membership of the car club for employees.
7. The protection of the NGT public transport corridor.

These obligations were considered against the legal tests and are considered necessary, directly related to the development and fairly and reasonably related in scale and kind to the development. These obligations were carried forward on a Deed of Variation to bind the amendment outline planning application 12/03002/OT to the original outline planning application 11/01000/OT.

The currently submitted full planning applications for Phase 1 (planning references 13/02967/FU and 13/02968/FU) bring forward those obligations relevant to Phase 1 of the development as follows:

1. A Travel Plan monitoring and evaluation fee of £15,000.00.
2. A public transport infrastructure improvements contribution for Phase 1 of £247, 497
3. The employment and training of local people. The Employment and Training Scheme shall contain:
  - a) Details of how the Developer shall co-operate with the Council's Jobs and Skills Service from the start of the tendering process for the construction of the Development and throughout construction of the Development;
  - b) Details of how the Developer shall work with the Council to identify target groups within local communities to deliver training ranging from pre-employment to skills development in partnership with the public sector and voluntary organisations.
  - c) A commitment from the Developer to use its reasonable endeavours to use local contractors and sub-contractors in the construction of the Development;
  - d) A commitment from the Developer to use its reasonable endeavours to employ local people in the construction and operation of the Development; and

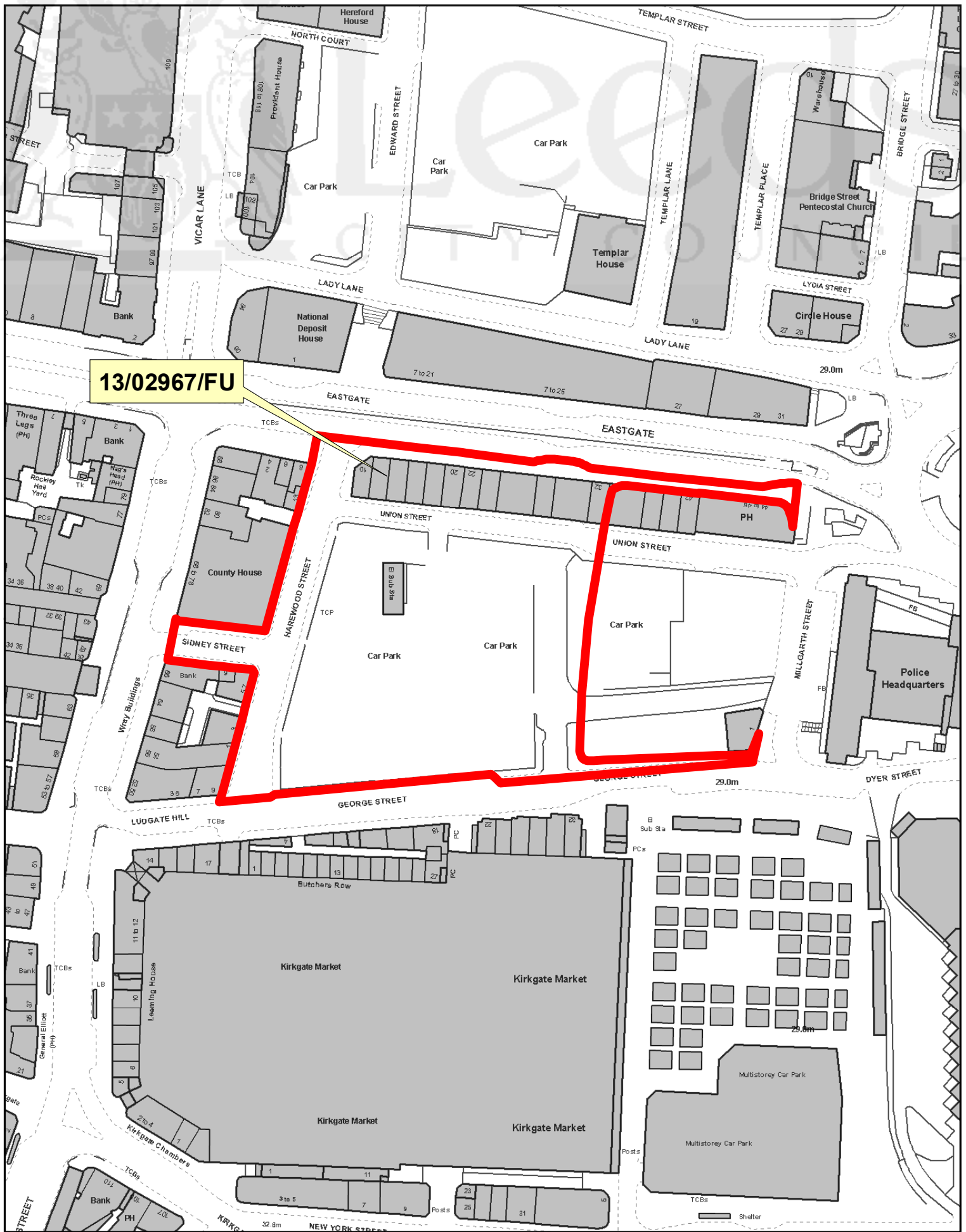
e) The procedure by which the Developer shall notify employment vacancies to local employment agencies.

4. The provision of an area defined for Kirkgate Market's use only for traders parking, loading and unloading to the south-eastern corner of the outdoor market.

5. The provision, maintenance and the hours of public access of defined areas of public realm and landscaping. The details of landscaping would also be addressed via appropriate conditions, at the reserved matters stage and as part of a Section 278 Legal Agreement.

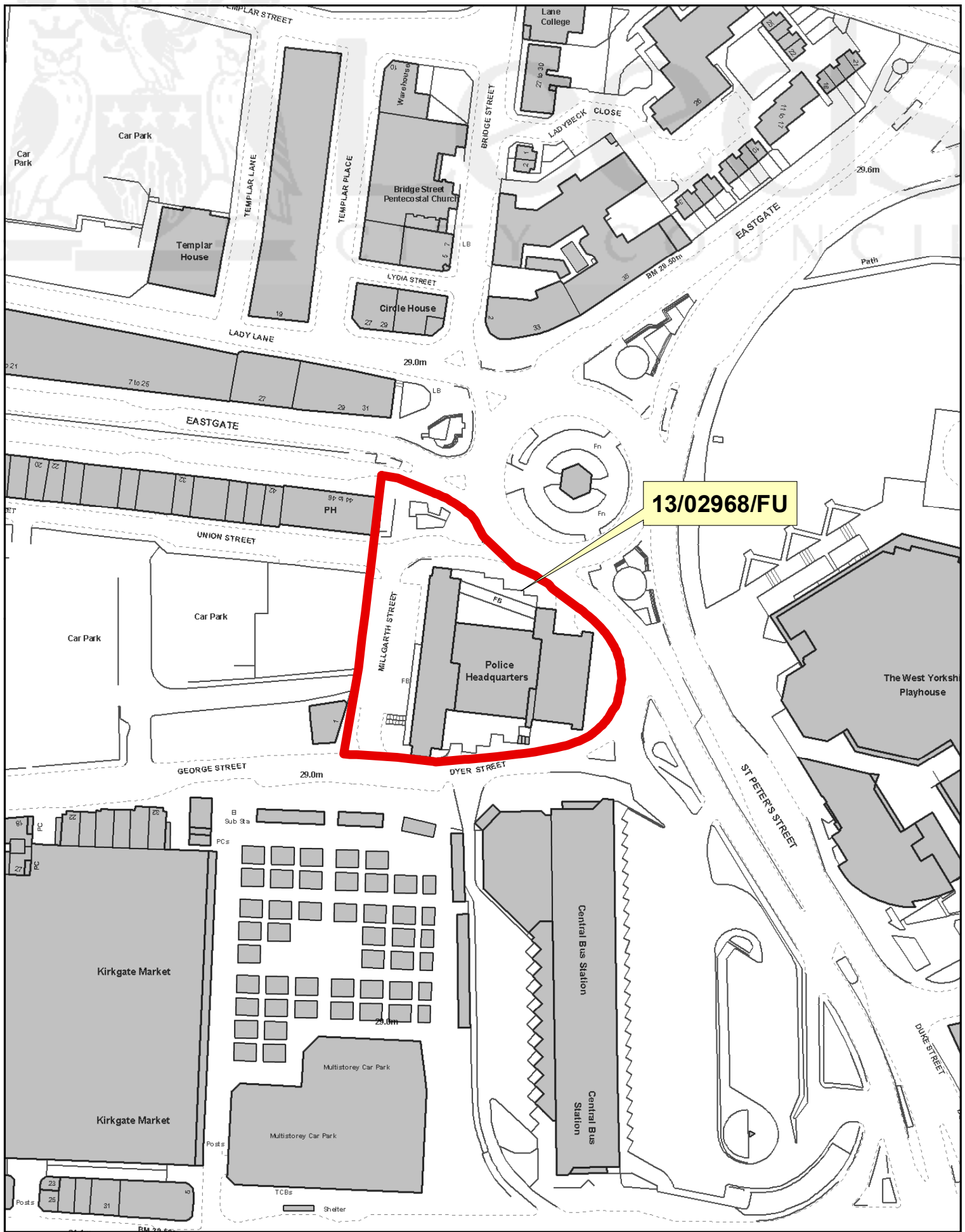
6. The protection of the NGT public transport corridor.

These obligations have been reconsidered against the legal tests and are still considered necessary, directly related to the development.



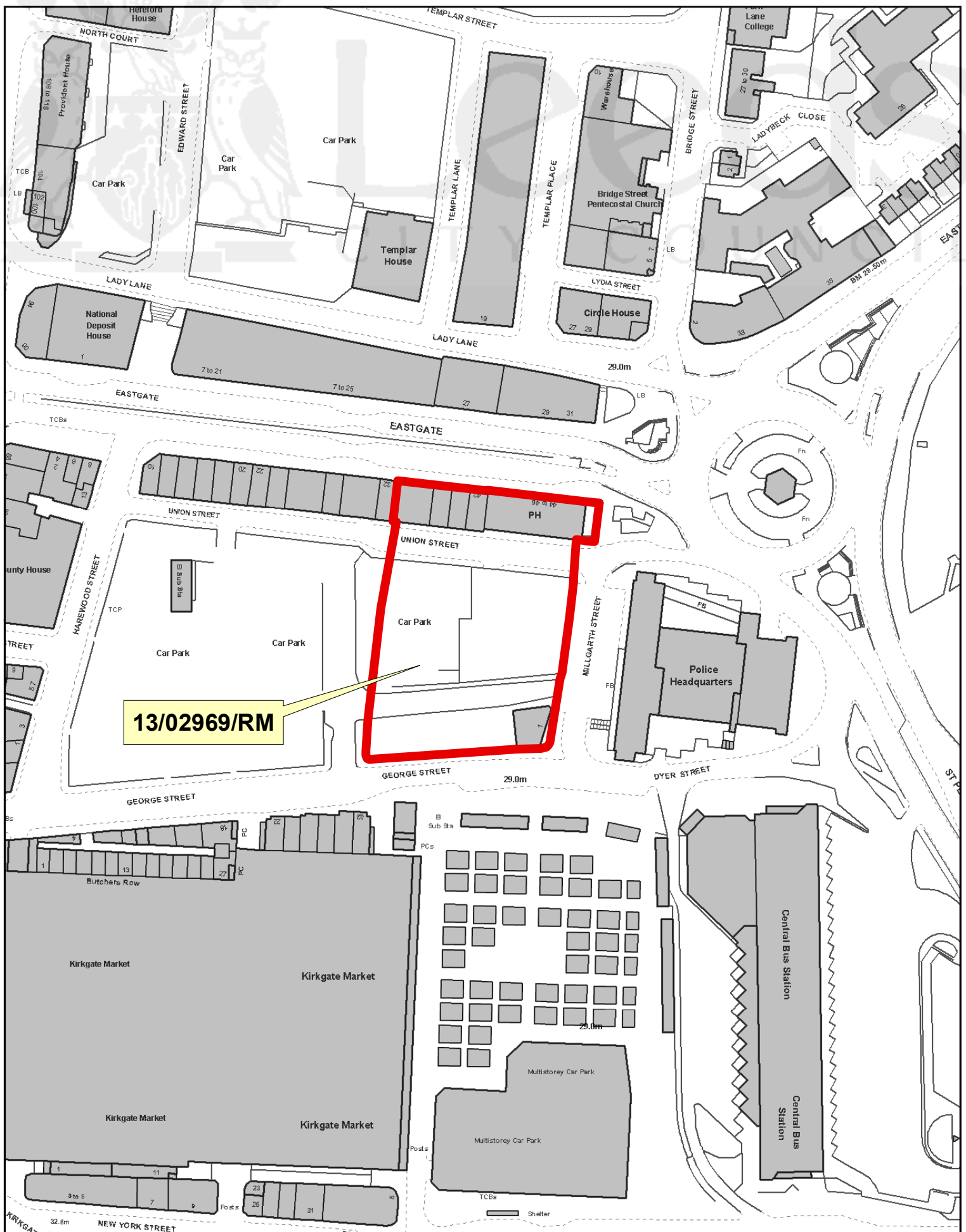
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**13/02969/RM**

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