



Report of the Chief Planning Officer

CITY PLANS PANEL

Date: 27th February 2014

Subject: PRE-APPLICATION PRESENTATION OF PROPOSALS FOR THE DEMOLITION OF A NUMBER OF EXISTING BUILDINGS TO ALLOW FOR THE TEMPORARY RECONFIGURATION OF AND ADDITION TO THE EXISTING CAR PARKING (AN INCREASE IN CAR PARKING SPACES FROM 542 TO 824) AND ASSOCIATED LANDSCAPING (PREAPP/14/00015) AT LAND BOUND BY VICAR LANE, LADY LANE, TEMPLAR PLACE AND THE INNER RING ROAD.

Electoral Wards Affected:

City and Hunslet

Yes

Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

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

1.0 INTRODUCTION

- 1.1 This presentation is intended to inform Members of the emerging proposals for the temporary reconfiguration of existing off-street car parking and the addition of 281 additional off-street car parking spaces, with some temporary mixed use units and landscaping, on the Phase 2 section of the Victoria Gate site.
- 1.2 The proposal is brought to City Plans Panel as the development involves the demolition of a number of buildings including the former Vicar Lane bus station and Lyons Works, as well as an increase in overall off-street car parking numbers on the site and the Stopping Up of two streets.
- 1.3 Members will be aware that Permitted Development rights exist for the demolition of buildings of this nature, under part 31 of Schedule 2 the Town and Country Planning (General Permitted Development) Order 1995 (GDPO), but an application to the

local planning authority would be needed to check whether the authority requires prior approval of the method of demolition (in line with the conditions to part 31 of the GPDO).

2.0 SITE AND SURROUNDINGS

- 2.1 The application site is defined by New York Road (Inner Ring Road A58M/A64M) to the north, Templar Place to the east, Lady Lane to the south and Vicar Lane to the west. It will form part of Phase 2 of the Victoria Gate development.
- 2.2 The site contains mixture of buildings, roads and open spaces, however, a significant land use is surface car parking (2.26 hectares). Existing buildings on the site are commonly three or four storeys in height, and are predominantly vacant and in varying states of disrepair. There are a number of Grade II listed buildings in close proximity to (but outside of) the site, these being 90-94 Vicar Lane, The Grand Arcade, the former Leeds Chest Clinic at 18 Merrion Place, 1 and 3 The Headrow, 2 to 12 the Headrow and 2 to 8 Eastgate.
- 2.3 Buildings of note on the site are the vacant Saxon Hawke House (Lyon Works), a former clothing factory constructed in 3 phases between 1914 (northern end adjacent to Templar Street) and 1937 (southern end adjacent to Lady Lane). This building has been deemed to be immune from Listing by English Heritage. 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 poor physical condition with no remaining internal features of interest. The Templar Hotel, at the junction with Templar Street, is a mid-late 19th Century building still in use as a public house. 100-104 Vicar Lane originally formed part of the West Yorkshire Bus Station but is now vacant.
- 2.4 The existing off-street car parking spaces across the site are currently all long stay parking. A large proportion of these car parking spaces to the northern side of the site have been recently contracted to one company and as such are no longer available for general use. There is short stay on-street parking on Templar Street, Templar Lane, Templar Place, Lady Lane and Edward Street, totalling 97 spaces.

3.0 PROPOSALS

- 3.1 The proposals are a temporary scheme (for an estimated period of some 5 years) to maximise the use of the existing off-street long stay car parking areas by reordering the layout. In addition, it is proposed to introduce a further 281 off street short stay spaces for shoppers and visitors, taking the total spaces from 542 to 823. Of this new total it is proposed that 23 be disabled users car parking spaces (this being 3.5% of the total off-street car parking provision). This short stay car parking would provide replacement public short stay car parking for that lost on the Union Street car park for Phase 1 of the Victoria Gate development.
- 3.2 To facilitate such an increase in car parking numbers there would be a requirement to demolish some of the buildings on the Phase 2 site to create the necessary space. As such the proposal is for the demolition of Saxon Hawke House (Lyon Works), the former West Yorkshire Bus Station (100 to 104 Vicar Lane) and the attached Provident House building (106 to 118 Vicar Lane), and 130 Vicar Lane and the attached 1 to 7 Templar Street to the north western end of the site. It is the case that the demolition of this building to facilitate Phase 2 of the Victoria gate scheme was approved under outline planning application 12/03002/OT.

- 3.3 In addition, the scheme proposes to Stop Up Edward Street, Templar Lane and North Court to create vehicle and pedestrian routes that are within the car park's demise. As a result of the proposed layout and Stopping Up the scheme requires the removal of some 37 of the Leeds City Council controlled on street car parking bays along Templar Lane and Edward Street. There will be a requirement to compensate the Council for the loss of revenue from these on street car parking spaces.
- 3.4 The proposed scheme is largely hard surfaced in nature. All existing and new parking areas would be re-laid and set out with new surface treatments and markings to upgrade the existing parking bay arrangements. Some soft landscaping, including tree planting along Vicar Lane and the main pedestrian route through the middle of the site, is proposed. This greening would be predominantly focused around the Vicar Lane end of the site although some small areas of soft landscaping would be provided at other points across the site.

4.0 PLANNING HISTORY AND CONSULTATION

- 4.1 The original outline planning permission for the previous Victoria Gate development scheme (06/03333/OT) was granted consent on 24th August 2007 and permission was extended on 9 July 2010 (10/01477/EXT). Subsequently a revised scheme was submitted under outline planning application 11/0100/OT for major redevelopment, including demolition, involving mixed use to provide retail stores, restaurants, bars and offices (A1, A2, A3, A4, A5 and B1 Use Classes), gym (D2 Use Class), medical centre, crèche, multi-faith prayer room (D1 Use Classes), changing places toilet facilities, with new squares and public realm, landscaping, car parking and associated highway works. This was approved on 6 September 2011. A Non Material Amendment planning reference 12/9/00055/MOD to amend the description to refer to leisure use (D2 use class) instead of gym (D2 use class) was approved on 4 April 2012.
- 4.2 A subsequent Section 73, Variation of Condition application, planning reference 12/03002/OT, was submitted seeking the variation of condition 3 of planning permission 11/01000/OT to allow for Leisure Use (D2 use class) and Casino Use (sui generis) as part of a retail-led mixed use development. This application was approved on 30 October 2012. A Non Material Amendment planning reference 12/9/00098/MOD to amend the description to add in Casino Use (Sui Generis) was also submitted in parallel to the Variation of Condition application (12/03002/OT) and this was approved on 2 October 2012.
- 4.3 Approval was granted for a trio of applications covering Phase 1 of the Victoria Gate development to the south side of Eastgate, on 9 January 2014. These applications were for:
1. 13/02967/FU - Major mixed-use, retail-led development including the demolition of all buildings and construction of retail (use classes A1, A2, A3, A4, A5), leisure (use class D2)/casino (sui generis), public realm works and landscaping,
 2. 13/02968/FU - Demolition of Millgarth Police Station and the erection of a multi-storey car park and associated landscaping, means of access and highway works and
 3. 13/02969/RM - Reserved matters approval for Plot HQ1 (to be occupied by John Lewis) of the outline planning permission, at Land Bound by Eastgate, George Street and Millgarth Street, Leeds, LS2.
- 4.4 Discussions regarding the current scheme commenced in November 2013 and have been undertaken with Officers to consider the proposed demolitions, the impact of the proposal on nearby designated and non-designated heritage assets and the

street scene, the layout, amount and type of car parking, the design and materials, key views particularly those along Vicar Lane, pedestrian routes and connectivity and green landscaping, access and the impacts on the highways network.

4.5 Ward Members were consulted formally on 21 January 2014 and by the Case Officer on 22 January 2014. Councillor Nash responded on 22 January 2014 stating she will reserve her comments for Plans Panel.

4.6 Members will recall that there were comments from Leeds Civic Trust on the Phase 1 applications 13/02967/FU, 13/02968/FU and 13/02969/RM with regard to any temporary use of the Phase 2 area of the overall site. Leeds Civic Trust stated that they considered that the buildings on this part of the site should be reused and that there is sufficient car parking in the area and around the edges of the City Centre already. They suggested the creation of a temporary city centre park combined with the retention of the existing buildings and car parking.

5.0 POLICY

5.1 National Planning Policy Framework (NPPF)

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

5.3 Paragraph 135: the effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that affect directly or indirectly non designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset.

5.4 Unitary Development Plan Review

5.5 The UDPR includes policies requiring that matters such as good urban design principles, sustainability, flood risk, highways and transportation issues, public realm, landscaping, and access for all are addressed through the planning application process. The application site lies within the designated City Centre. Relevant policies include:

5.6 Policy A4 (Access for all)

Policy BD2 (Design and siting of new buildings)

Policy BD3 (Accessibility in new buildings)

Policy BD4 (All mechanical plant)

Policy BD5 (Amenity and new buildings)

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

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

Policy GP11 (development must meet sustainable design principles)

Policy LD1 (identifies requirements for landscape schemes)

Policy N12 (Urban building design)

Policy N13 (Design of all new buildings)

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

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

Policy T24 (identifies parking requirements within UDPR Volume 2)

Policy T26 (supports short stay car parking in the city centre core parking area)

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

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.

5.7 **Draft Core Strategy (DCS)**

5.8 The draft Core Strategy sets out strategic level policies and vision to guide the delivery of development investment decisions and the overall future of the district. On 26th April 2013 the Council submitted the Publication Draft Core Strategy to the Secretary of State. The Inspector examined the Strategy during October 2013. The weight to be attached is limited where representations have been made.

5.9 Policy P10 requires new development to be based on a thorough contextual analysis to provide good design appropriate to its scale and function, delivering high quality innovative design. Development should protect and enhance locally important buildings, skylines and views.

5.10 Policy P11: The historic environment, consisting of archaeological remains, historic buildings, townscapes and landscapes, including locally significant undesignated assets and their settings, will be conserved and enhanced, particularly those elements which help to give Leeds its distinct identity:

- the Victorian and Edwardian civic and public buildings, theatres, arcades, warehouses and offices within the city centre and the urban grain of yard and alleys.
- the nationally significant industrial heritage relating to its textile, tanning and engineering industries, including factories, chimneys and associated housing.
- the legacy of country houses, public parks, gardens and cemeteries.
- the 18th century transport network, including the Leeds and Liverpool Canal.

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

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

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

5.12 **Supplementary guidance**

5.13 Building for Tomorrow Today – Sustainable Design and Construction.

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

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

- Realise potential for redevelopment of temporary car park areas
- Retain and enhance the mixture of new and old buildings
- Improve links to other Quarters
- Preserve and enhance fine grain
- Retain and enhance the existing character of strong street frontages
- Preserve and enhance the quality of priority and permeability for the pedestrian
- Preserve and enhance views
- Provide and enhance spaces
- Encourage lively activity and discourage perceived privatisation of shopping streets
- Improve clear edges

5.15 Eastgate and Harewood Supplementary Planning Document

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

- Enhance the public realm through pedestrianisation or street closures if necessary, and encourage pedestrian linkages from the site to the market, river, Sheepscar, Mabgate, Victoria Quarter and Quarry Hill, integrated into the existing fabric of the city centre.
- Restrict access to through traffic using local streets and where possible, integrate the traffic displaced by, and accessing, the development into the improved highway network in recognition of safety and capacity constraints.
- Preserve where both practical and appropriate, existing historic assets and their settings.

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

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

6.0 ISSUES

Members are asked to comment on the scheme and to consider the following matters:

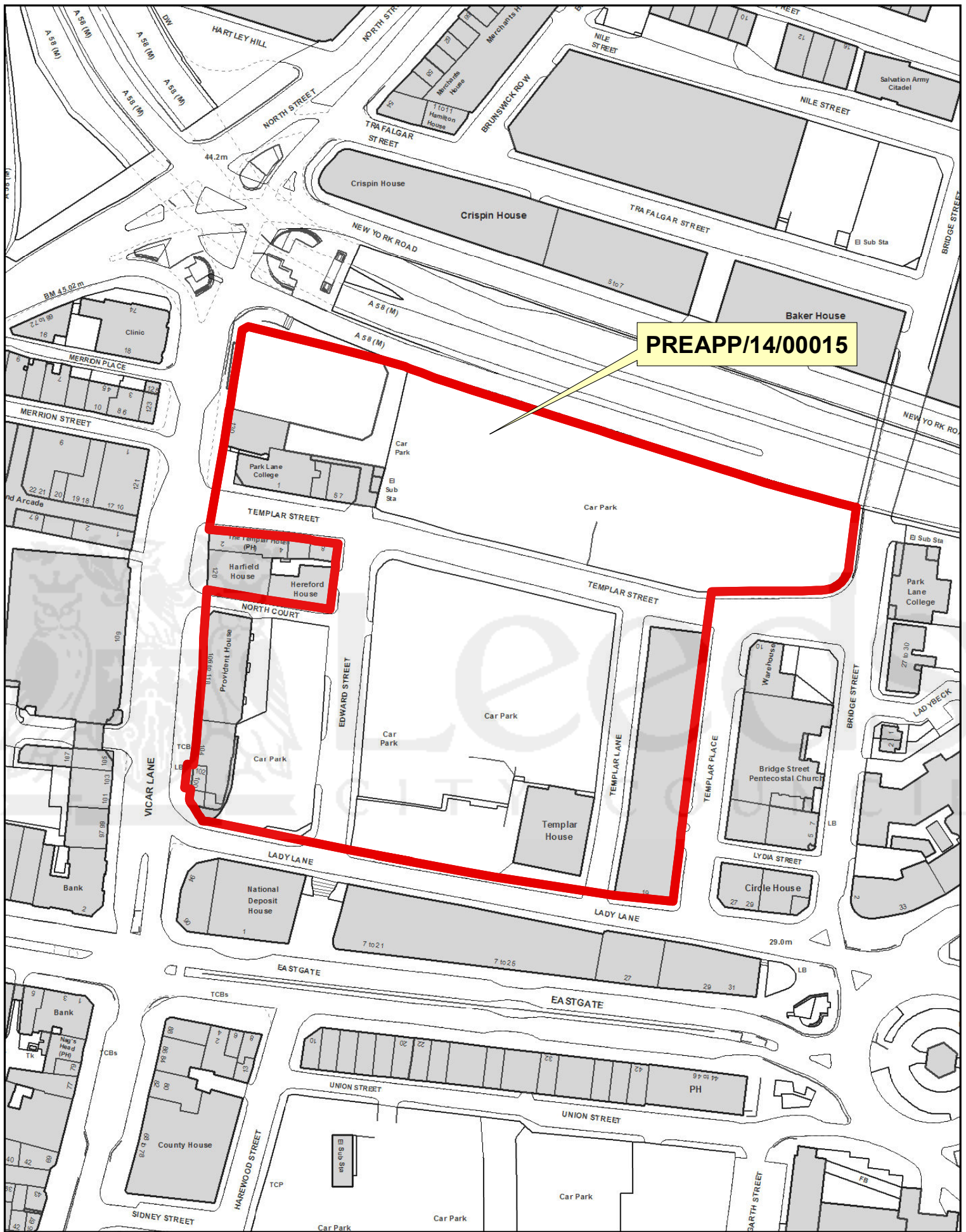
6.1 The proposals require the relaying of all car park areas and some areas currently occupied by buildings, as well as public highway areas on Templar Lane, Edward Street, North Court, plus a vacant space to the north east corner of the site, to create the realigned and additional parking. This would also require the Stopping Up of Edward Street, Templar Lane and North Croft. The proposal would result in a total number of car parking spaces on the site of 823 (currently there are 542 spaces), with the additional spaces being short stay for shoppers and visitors. Some 37 Leeds

City Council controlled on-street short stay car parking spaces would need to be removed to facilitate the bringing forward of the proposal, for which there would be a requirement for financial recompense.

- 6.2 Do Members consider the reconfigured and additional short stay car parking numbers, and the required Stopping Up to be acceptable? Do Members consider the associated loss of on-street short stay car parking and proposal for there to be financial compensation to be acceptable?**
- 6.3 The buildings shown as proposed for demolition to bring forward the proposal are, Lyons Works and the former West Yorkshire Bus Station, which are defined in the Conservation Strategy (HUK17) of the 2011 Outline Planning Application (11/01000/OT) for the Victoria Gate scheme as a non-designated heritage assets and Provident House (106 to 118 Vicar Lane), 130 Vicar Lane and 1 to 7 Templar Street, which are not afforded the same importance in this approved document.
- 6.4 Do Members consider the demolition of Lyons Works, the former West Yorkshire Bus Station and the other named buildings to be justified?**
- 6.7 Due to the proposals being to increase upon and reorganise the existing car parking on the site, the proposed landscaping would be largely hard surfacing with soft landscaping edging the site, with much of this being the Vicar Lane frontage, and following the line of the main pedestrian route across the site.
- 6.8 Do Members consider the landscaping to be sufficient and appropriate? Do Members consider that the landscape treatment to the Vicar Lane edges in particular adequately maintain the sense of enclosure of the street, preserve the character of nearby designated and non-designated heritage assets and add positively to views along Vicar Lane on a temporary basis?**

Background Papers:

PREAPP/14/00015



PREAPP/14/00015

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