

**AGENDA:**

Originator:
Chris P Sanderson

Tel: 214 5169

Report of the CITY DEVELOPMENT DEPARTMENT**Executive Board**

Date: 11 JUNE 2008

Subject: KIRKGATE MARKET – DEVELOPMENT STRATEGY UPDATE**Electoral Wards Affected:**

All

Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

Eligible for Call In

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

EXECUTIVE SUMMARY

This report, relating to the Kirkgate Market redevelopment strategy - updates Executive Board Members in respect of the results of:

- the recent public consultation exercise;
- discussions with the Leeds Partnership (LP) - Hammerson/Town Centre Securities - developers for the Eastgate/Harewood scheme with a view to identifying a deliverable development with significant synergy with the Eastgate/Harewood scheme.

The Executive Board is requested to:

- (i) Note the results of the public, tenant and trader consultation and agree that development proposals continue to be advanced on the basis of that set out in the consultation document and on the basis of the accord shown in the public, tenant and trader opinions - as set out in section 3 of this report;
- (ii) Note the informal discussions with the LP;
- (iii) Approve the commencement of an initial three month period of exclusivity with the LP in order to explore development options for Kirkgate Market.

1.0 PURPOSE OF THE REPORT

1.1 This report, relating to the Kirkgate Market redevelopment strategy - updates Executive Board Members in respect of the results of:

- the recent public consultation exercise;
- discussions with the Leeds Partnership (LP) - Hammerson/Town Centre Securities - developers for the Eastgate/Harewood scheme with a view to identifying a deliverable development with significant synergy with the Eastgate/Harewood scheme.

2.0 BACKGROUND

2.1 At its meeting in June 2005¹ the Executive Board approved:

- Member and public consultation;
- that Market traders were to be invited to a meeting/workshop to discuss options and to determine their views;
- that the Council's officers develop the principles of a partnership in order to deliver the ideas emerging from the consultation process (aligned with the objectives detailed in the report)

An update report was presented in November 2007 at which the Executive Board approved:

- the content of both the public consultation brochure and questionnaire² and that wider public consultation should take place as soon as this material was available.

2.2 The public consultation exercise was undertaken through the Citizens Panel between January and March 2008. The results from this consultation are summarised below.

2.3 The brochure accompanying the public consultation - previously approved by the Executive Board - was finalised in November 2007 and this showed the opportunity for peripheral development at Kirkgate Market.

2.4 An opportunity emerged to present this to Market tenants and traders before the public consultation commenced and Market service officers arranged this at the end of November 2007.

2.5 This meeting was attended by almost one hundred tenants and traders and gave the Markets service the opportunity to update tenants and traders with the latest thinking on redevelopment. Overall, those attending the meeting were broadly in favour of the proposal – although some were, understandably, concerned about the details of the physical works.

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

² Kirkgate Market Public Consultation brochure and survey questionnaire – appended

2.6 The concerns related to issues such as:

- Length of time the redevelopment would take and when it may commence;
- How the works would be phased and how displaced businesses would be accommodated;
- Whether there would be rent relief;
- What the likely size and style of new stalls would be.

2.7 Market service officers explained that specific answers to these questions were not known at this time as no design detail was available. However, officers assured tenants and traders that further discussions with them would occur throughout the design phase to ensure, where possible, these concerns would be fully addressed.

2.8 Tenants and traders were reminded that the Council had guaranteed that:

- Any new development will preserve the market as the dominant feature;
- The market will remain in its present location and will be of the same scale as the current market;
- The Council will continue to manage and operate the market after any redevelopment.

2.9 Tenants and traders were also advised that they would be included in the forthcoming (January 2008) round of public consultation and were urged to respond to the questionnaire when they received it in early January.

3.0 PUBLIC and TRADER CONSULTATION RESULTS

3.1 Methodology

The Citizens Panel consists of 1,941 members all of whom were sent a survey pack which included the survey, public consultation brochure, covering letter and freepost response envelope.

Similarly all Kirkgate Market tenants and traders were sent a survey pack – but with questions specific to tenants and traders.

Apart from the Citizens Panel and Kirkgate Market tenants and traders – any member of the public who requested a survey was sent the survey pack and enclosures.

Response rates per group sample were:

Respondent Group	Surveys sent out	Returned	Response %
Citizens Panel	1941	1090	56
Public - requesting	48	26	54
Tenants/traders	475	101	21
Overall	2442	1217	50

Using statistical rules the results from the citizens panel (CP) provide a 95% confidence level that had the wider population of Leeds been included in the survey, the findings would not vary more than +/- 3% from the figures shown in sections 3.2 and 3.3 of this report. For the purpose of analysis, the responses from the public requesting a survey pack and the CP have been amalgamated.

A full copy of the results of the Market Research is available in the Members' library.

3.2 **Headline Findings – Citizens**

Members of the CP and the public requesting a survey, were asked a series of questions – the first two below related to their shopping habits before moving on to the questions relating to development opportunities for Kirkgate Market.

3.2.1 When citizens were asked when they last visited the market:

- 42% said within the last few weeks;
- 56% had done so within 2 months.

3.2.2 In an open question citizens were asked what would make the public more likely to use the market:

- 14% said greater parking provision / free parking;
- 12% thought a better selection of stalls / less empty stalls;
- 11% suggested better, more interesting quality of goods;
- 9% said better atmosphere / less shabby environment;
- Other comments scored below 4%.

Other questions asked and relating to development were:

3.2.3 When redeveloping the Market, how important do you think it is to retain the original heritage features:

- 83% said it was very important and a further
- 14% considered it fairly important.

3.2.4 Asked how important it was to replace the 1976 / 1981 Market sections with a market area of similar size:

- 39% said it was very important;
- 37% said it was fairly important.

3.2.5 When redeveloping the market the original block shop features should be revealed:

- 85% agreed these should be revealed;
- 78% agreed it was important to reinstate the ninth block shop;

3.2.6 Asked if they agreed that the following would enhance the market:

- 87% agreed access to upper levels would do so;
- 84% agreed that creating new upper level walkways would do so;
- 85% agreed adding new resting and meeting places to the upper levels would do so.

3.2.7 Respondents were then asked how far they agree it is important that certain areas of the market should remain undercover and if the current open air part should also be undercover:

- 97% agreed the existing covered market should remain undercover;

- 75% agreed the open air market should be covered and protected from poor weather.

3.2.8 Respondents were then asked if they agreed that the redeveloped element of the market opposite Millgarth Police station should be a landmark and should be designed to reflect the market's dominance of the site:

- 74% agreed it should be a landmark and
- 85% agreed it should be designed to reflect the market's dominance of the site.

3.2.9 Respondents were asked which of the proposals outlined in the survey and accompanying brochure would encourage them to visit the market more often.

It emerged that if the upper levels were accessible and opened up for public use it would encourage citizens to visit the market. However, reinstating the ninth block shop was much less likely to result in increased visits:

- 46% would be encouraged to visit the market more often if new resting and meeting places were added to upper levels;
- 38% would be more likely to visit an open market with roofed protection;
- 22% considered reinstating the ninth block shop would encourage them to visit more.

3.3 **Headline Findings – Tenants and Traders**

All Kirkgate Market tenants and traders were sent a survey pack – but with questions specific to tenants and traders.

Questions relating to development were:

3.3.1 When redeveloping the Market, how important do you think it is to retain the original heritage features:

- 78% said it was very important and a further
- 19% considered it fairly important.

3.3.2 Asked how important it was it to replace the 1976 / 1981 Market sections with a market area of similar size:

- 50% said it was very important;
- 27% said it was fairly important.

3.3.3 When redeveloping the market the original block shop features should be revealed:

- 74% agreed these should be revealed;
- 65% agreed it was important to reinstate the ninth block shop;

3.3.4 Asked if they agreed that the following would enhance the market:

- 68% agreed access to upper levels would do so;
- 63% agreed that creating new upper level walkways would do so;
- 68% agreed adding new resting and meeting places to the upper levels would do so.

3.3.5 Tenants and traders were then asked how far they agree it is important that certain areas of the market should remain undercover and if the open air part should also be undercover:

- 96% agreed the existing covered market should remain undercover;
- 67% agreed the open air market should be covered and protected from poor weather.

3.3.6 Tenants and traders were then asked if they agreed that the redeveloped element of the market opposite Millgarth Police station should be a landmark and designed to reflect the market's dominance of the site:

- 71% agreed it should be a landmark and
- 89% agreed it should be designed to reflect the market's dominance of the site.

3.3.7 Tenants and traders were then asked which of the proposals outlined in the survey and accompanying brochure they would like to see happen.

Half said they would like to see the current open section of the market roofed – with other significant 'wants' being:

- 52% revealing the block shop features;
- 52% replacing the 1976 / 1981 Halls;
- 48% increasing accessibility to the upper levels;
- 45% adding new resting / meeting places to upper levels.

However, 9% would not like to see any of the proposals go ahead.

3.3.8 Tenants and traders were asked if the proposals were implemented whether they thought it would benefit them as a trader:

- 85% thought the proposals would be of benefit.

3.4 Consultation conclusion

3.4.1 All respondents felt there was a need to improve accessibility in and around the market with strong support for introducing upper level walkways and adding resting/meeting places.

3.4.2 Retaining and enhancing the heritage features of the market was also seen as important to both the public and those who operate at the market.

3.4.3 There was significant correlation between the public at 75% and tenants and traders at 67% to roof and or protect the current open section of the market from the weather.

3.4.4 Overall there was positive support for the proposed improvements from the public and tenants and traders with the latter group relating these to long term trading benefit.

3.4.5 The consultation exercise has resulted in widespread agreement inline with the Council's stated aims of Kirkgate Market redevelopment and for peripheral development on the Kirkgate Market site.

4.0 DEVELOPMENT PARTNERSHIP

- 4.1 The previous Executive Board report dealing with Kirkgate Market redevelopment (Nov 2007) introduced the concept that the potential for development options and partnerships would evolve over time. In terms of taking the market redevelopment forward some informal exploration has lately taken place.
- 4.2 The Executive Board will be aware of the significant development proposals of the Eastgate/Harewood scheme – immediately adjacent to the northern periphery of Kirkgate Market – which could be a key driver of Market redevelopment. It is considered that the Eastgate/Harewood development will be very influential in the medium and long-term success of Kirkgate Market and therefore physical and visual linkage will be important. Simultaneously, the timing and phasing of associated construction – for both projects – will be critical for the operational needs of the market.
- 4.3 The Eastgate/Harewood scheme is a joint venture between Town Centre Securities and Hammersons with considerable input from Leeds City Council - this grouping being known as the Leeds Partnership (LP).
- 4.4 Relatively recently - through the LP – it has emerged that the Eastgate/Harewood development requires a solution for the future accommodation of the Department of Works and Pensions (DWP). The DWP is currently situated within the curtilage of the Eastgate/Harewood scheme and relocation is fundamental to the scheme.
- 4.5 As a result, the LP approached the Markets Service and Chief Asset Management Officer to assess whether there might be a synergy between the Eastgate/Harewood scheme and Kirkgate Market redevelopment and in particular whether the Kirkgate Market redevelopment proposals might incorporate accommodation for the DWP.
- 4.6 Informal discussions with the LP – including their architects – and based on the principles of the Kirkgate Market redevelopment consultation brochure, have taken place over the last eight weeks.
- 4.7 Through an iterative process - in line with the definition of peripheral development of the Kirkgate Market site - a possible development proposal affording DWP accommodation has been identified.
- 4.8 The strength of Hammersons is a recognised benefit of the LP and there would appear to be significant advantage to the Kirkgate Market redevelopment if it was intrinsically linked to the Eastgate/Harewood scheme. For example, decanting tenants and traders and whole sections of the Market during rebuild could be facilitated by the temporary use of adjacent land.
- 4.9 The informal discussions with the LP have now concluded and in order to take the redevelopment proposals forward it would be necessary to enter into a limited period of exclusivity.
- 4.10 It is considered that any period of exclusivity will not in the first instance exceed three months and that any emerging partnership with LP will include agreement that the:
 - LP would undertake all phases of the Kirkgate Market development without break;
 - Redevelopment of Kirkgate Market would be completed within 36 months of the start of works.

5.0 RECOMMENDATION

5.1 Executive Board are requested to:

- (i) Note the results of the public and tenant and trader consultation and agree that development proposals continue to be advanced on the basis of those set out in the consultation document and on the basis of the accord shown in the public, tenant and trader opinions - as set out in section 3 of this report;
- (ii) Note the informal discussions with the Leeds Partnership.
- (iii) Approve the commencement of an initial three month period of exclusivity with the Leeds Partnership in order to identify a suitable development option for Kirkgate Market.
- (iv) Instruct that officers bring back a further report to this Board detailing the outcome of the discussions with the Leeds Partnership.