



Report of the Chief Planning Officer

PLANS PANEL CITY CENTRE

Date: 8 October 2009

Subject: Draft Kirkgate Planning, Restoration and Regeneration Statement September 2009 – Officer presentation for information only.

Electoral Wards Affected:

City and Hunslet

Y

Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

RECOMMENDATION:

Presentation of Draft Planning Brief for information only – Members are requested to comment on the draft document.

1.0 INTRODUCTION:

Kirkgate lies at a strategically crucial point in the City Centre in a chain of regeneration between Eastgate/Harewood Quarter, Kirkgate Market and the Riverside area. However, despite its central location and historic character, it has not benefited from the recent success of the rest of the City Centre.

The draft Kirkgate Planning, Regeneration and Restoration Statement has been prepared by Leeds City Council following a number of years of discussion with majority landowner EMCO Estates Ltd., English Heritage, and Leeds Civic Trust, with the vision of securing the future of the historic fabric of Kirkgate, in particular the repair and re-use of the First White Cloth Hall, which is widely recognised as one of Leeds' most historically significant buildings.

Therefore, a Planning, Restoration and Regeneration Statement is considered to be an appropriate way of agreeing basic objectives and parameters for the sensitive regeneration and restoration of this area. The document should be read in conjunction with all relevant national, regional, and local planning policy. It will provide informal guidance for developers and land owners and should form the

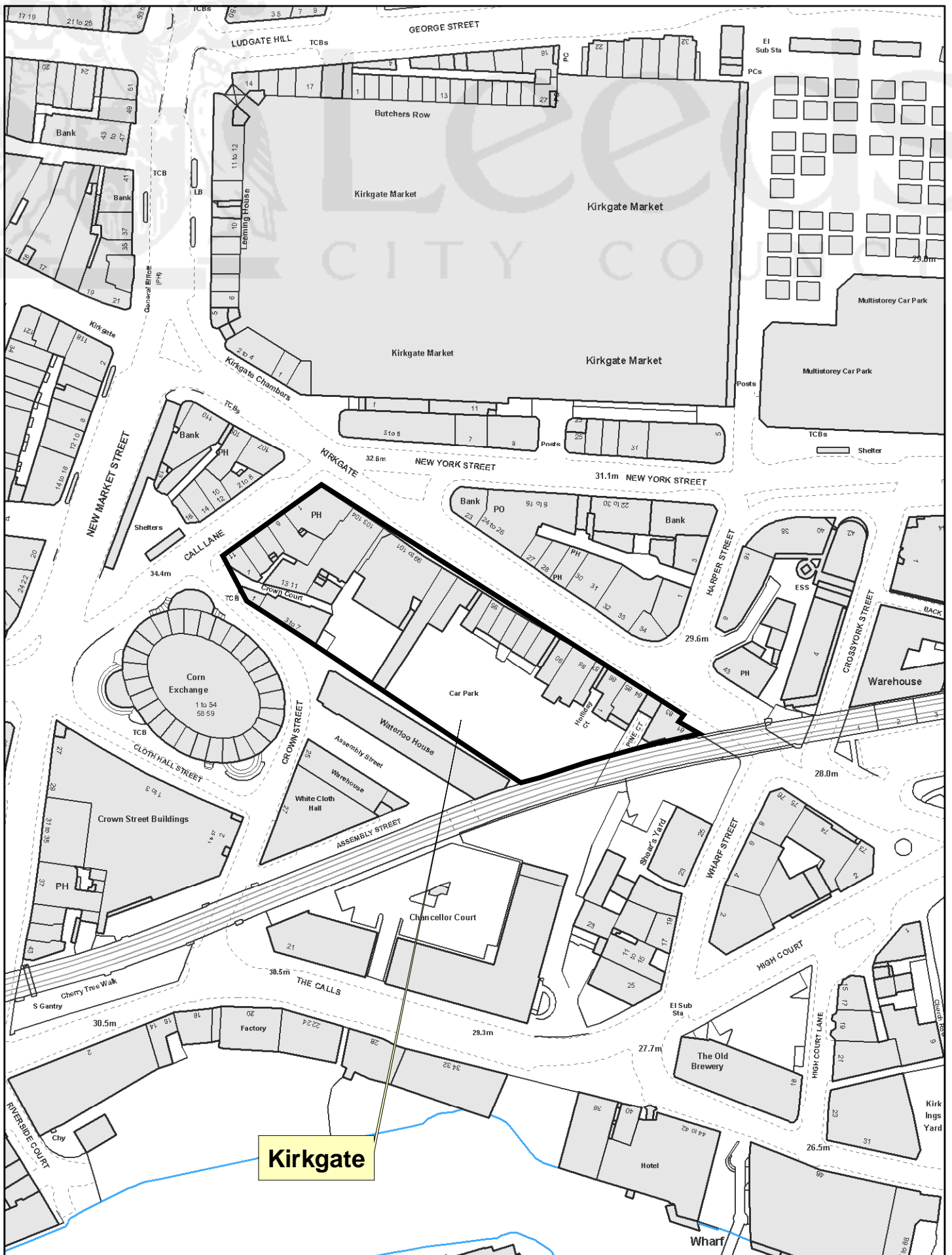
starting point for pre-application discussions with the Local Planning Authority. This Statement will also be used to inform a bid to the Heritage Lottery Fund for help in achieving the conservation-led regeneration of the area.

Ward Members, Plans Panel Members, relevant statutory consultees, amenity groups, landowners and occupiers of the area covered by the document were consulted on 16 September 2009. Officers will report verbally a summary of the consultation responses received to date at Panel.

Members are requested to comment on the content of the brief, with a view to its final version being adopted under delegated powers by the Chief Planning Officer at Planning Board, as a material consideration for development control purposes.

Background Papers:

Draft Kirkgate Planning, Restoration and Regeneration Statement September 2009 - attached for reference



CITY CENTRE PANEL I

Scale 1/ 1500

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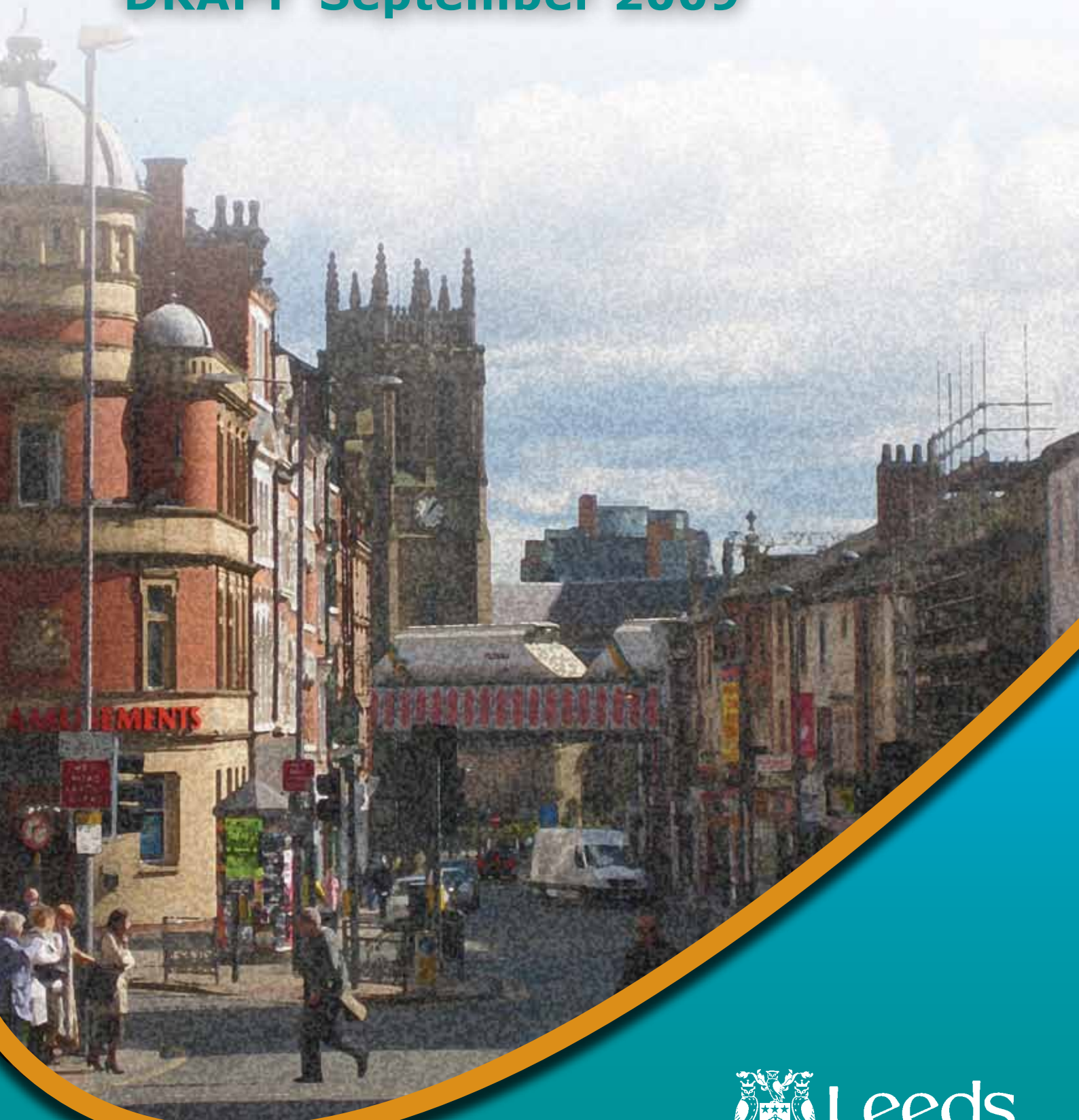
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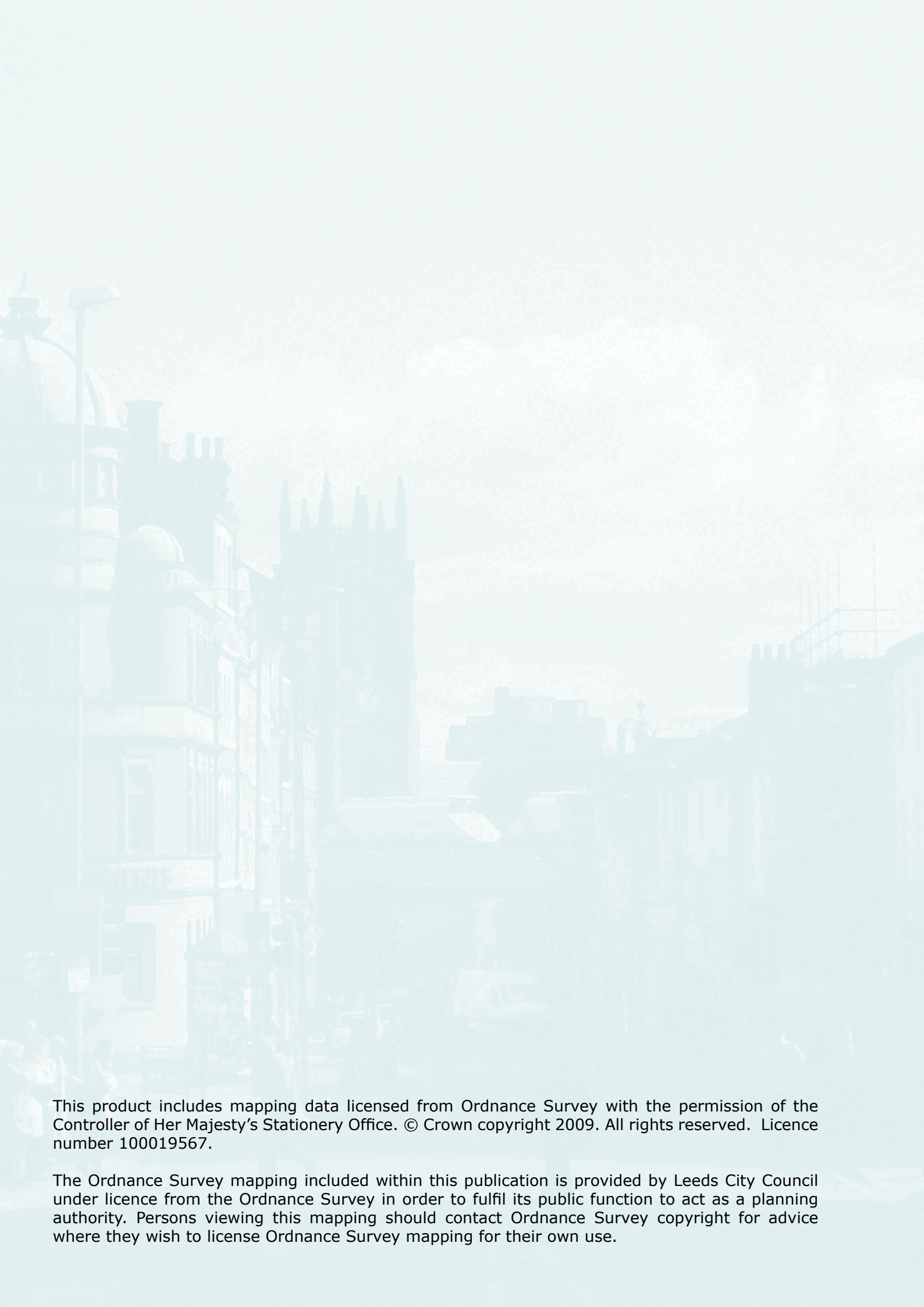


Kirkgate Planning, Restoration and Regeneration Statement

DRAFT September 2009



Leeds
CITY COUNCIL



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Draft Kirkgate Planning, Restoration and Regeneration Statement (September 2009)

1. Introduction

1.1 Kirkgate lies at a strategically crucial point in the City Centre in a chain of regeneration between Eastgate/Harewood Quarter, Kirkgate Market and the Riverside area. However, despite its central location and historic character, it has not benefited from the recent success of the rest of the City Centre.

This Planning, Regeneration and Restoration Statement has been prepared by Leeds City Council following a number of years of discussion with majority landowner EMCO Estates Ltd., English Heritage and Leeds Civic Trust, with the vision of securing the future of the historic fabric of Kirkgate, in particular the repair and re-use of the First White Cloth Hall, which is widely recognised as one of Leeds' most historically significant buildings. This vision aims to start a process of sustainable and long lasting regeneration by:

- working collaboratively with key stakeholders and involving the local community;
- reinforcing, preserving and enhancing the strong identity, character and distinctiveness of the area and its buildings;
- investing effectively in good sustainable design;
- re-connecting and restoring confidence in Kirkgate as a place at the heart of City Centre activity;
- acting as a catalyst to close the gap between neighbouring areas within the City Centre, and also to those on its edge.

Therefore, a Planning, Restoration and Regeneration Statement is considered to be an appropriate way of agreeing basic objectives and parameters for the sensitive regeneration and restoration of this area. A summary of the consultation process for the document is at Appendix 2.

The document should be read in conjunction with all relevant national, regional, and local planning policy. It will provide informal guidance for developers and land owners and should form the starting point for pre-application discussions with the Local Planning Authority. This Statement will also be used to inform a bid to the Heritage Lottery Fund for help in achieving the conservation-led regeneration of the area.



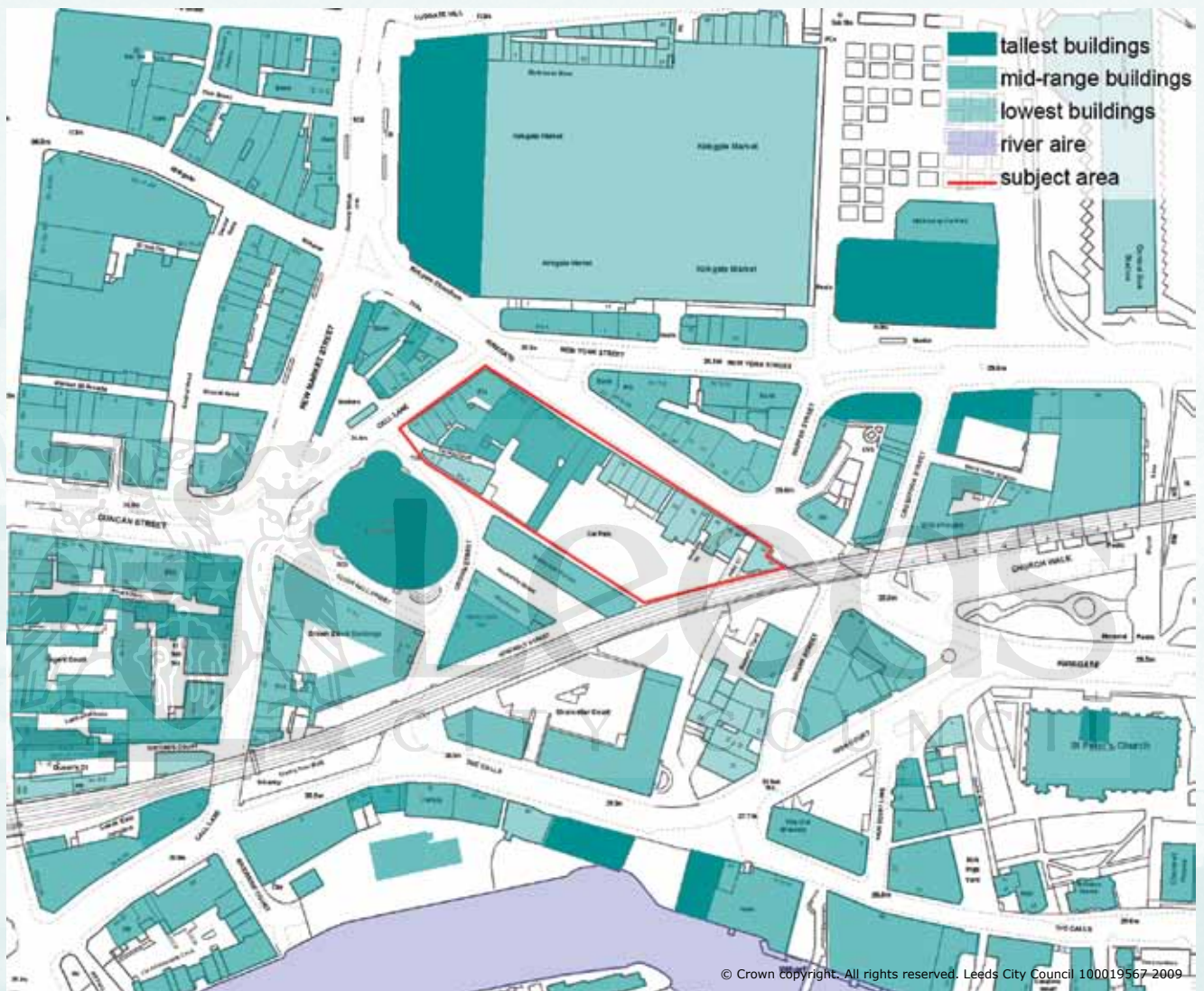
Aerial photo of the Study Area

2. Local and historical context



Historical grain development

2.1 Kirkgate lies in the south eastern corner of the large City Centre Conservation Area. The south side of Kirkgate consists of late 18th century and early 19th century three storey-houses which have had shopfronts inserted at ground floor. The townscape of the Kirkgate area contains some of the most architecturally and historically significant buildings in the city, being the historic core of Leeds and the site of continuous development since at least the Anglo Saxon period, running from Briggate to the Parish Church. Kirkgate is flanked by continuous and varied building frontages rising to the west to create a sense of enclosure and verticality. This is



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General massing

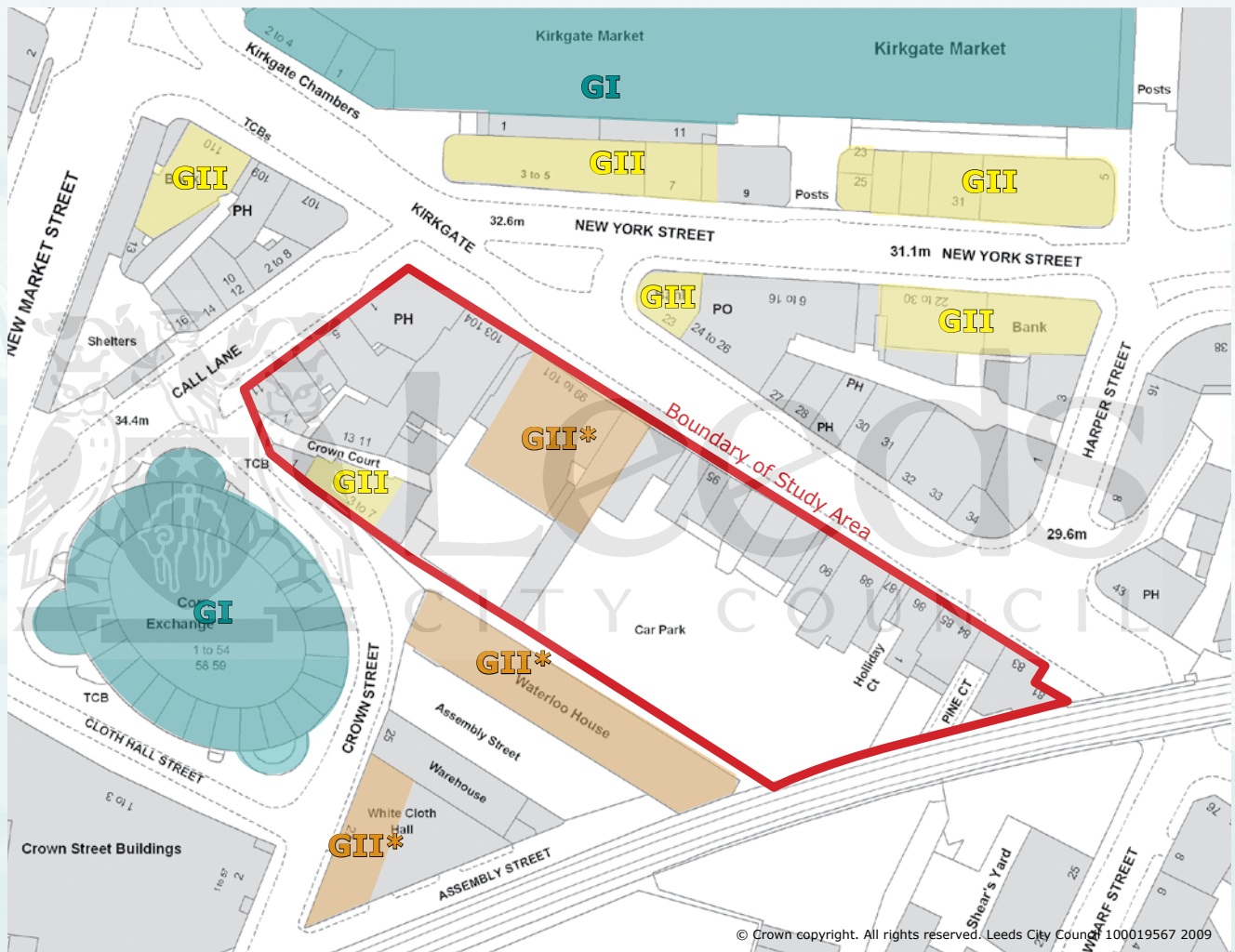
accentuated by the narrow width of individual building frontages, reflecting the medieval layout of crofts along the street. To the rear of the frontage on the south west side of Kirkgate a large open space has been created by the clearance of buildings. A car park has been created to the rear, accessible from Crown Street and by narrow through-passages in a small number of buildings on Kirkgate.

2.2 The earliest structure is the 1711 First White Cloth Hall (Grade II* listed) which is a designated Building at Risk. The other listed building within the scope of this document is the Grade II listed 5-7 Crown Street. The Grade I listed Corn Exchange, Kirkgate Market, and Leeds Parish Church; the Grade II* listed Waterloo House, and Third White Cloth Hall; and the Grade II listed Westminster Buildings, and 23 Kirkgate, all lie immediately outside the scope of this document area. Proposals for the south side of Kirkgate may affect the setting of these listed buildings.

2.3 Like the rest of the City Centre, the scheme area was affected by depopulation and de-industrialisation since the 1960s which affected the historic environment suffered through clearance and disrepair. Unlike the rest of the City Centre however, the area has not benefited from the explosion of retail, leisure and residential uses in the last ten years.



Many of the properties along the south side of Kirkgate are vacant or only partially occupied, and almost all are in poor repair. Some, like the First White Cloth Hall, are in very poor repair.

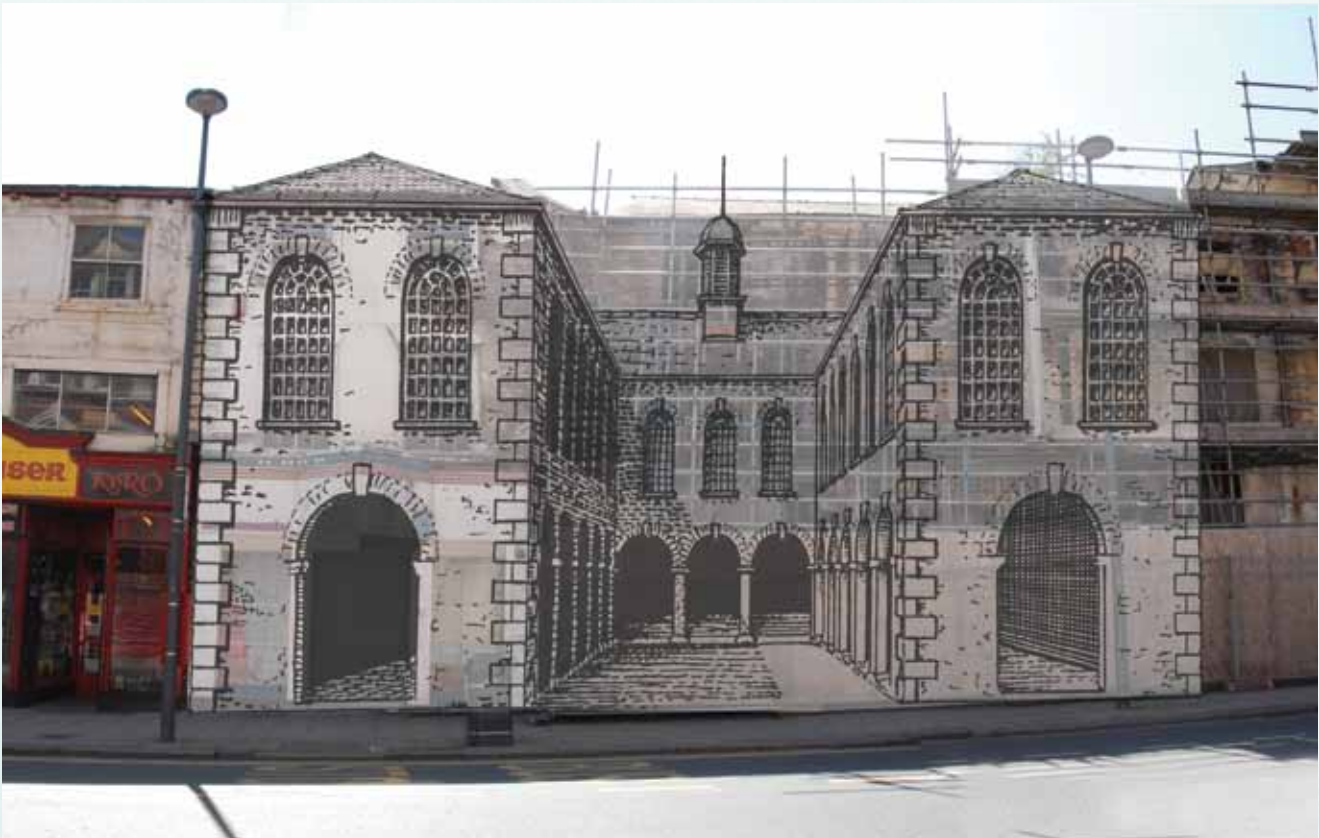


Site plan showing listed buildings

3. Aims and Objectives of this Planning, Restoration and Regeneration Statement

3.1 Conservation and Regeneration Objectives

- (a) Preserve and enhance the character and appearance of the City Centre Conservation Area, and the special character of any listed buildings;
- (b) The centrepiece of the scheme will be the careful reconstruction of the First White Cloth Hall which will incorporate a new public space. The First White Cloth Hall was once of great importance to the life of the City, and it should become so again. Its very poor condition demands major intervention to achieve a fully restored building. The severely decayed condition of major parts of the building are likely to require complete dismantling prior to re-building, and it is expected that strict timetables and procedures for the dismantling, examination, recording, salvaging, and re-building would be adhered to;



First White Cloth Hall drawing courtesy of Peter Brears

Superimposed conjectural impression of the 1711 First White Cloth Hall, parts of which still survive behind the Kirkgate frontage. The building has been the subject of several reports, histories and surveys including detailed archaeological survey and condition survey.



Details of the original building are still visible

- (c) To bring historic buildings back into appropriate and sustainable uses;
- (d) The repair and restoration of other original historic fabric of merit, particularly the Kirkgate street frontage, and the reinstatement of key architectural features where relevant;
- (e) Physical, economic and social regeneration of the area through heritage-led renewal, and thereby an opportunity to safeguard and enhance the character of the Conservation Area and any listed buildings.

(f) Kirkgate can rightly claim to be Leeds' oldest street - a tangible connection between the present and Leeds' past - which should be the focus of community pride. It should also be an exemplar of conservation practice which would heighten the quality of repair and restoration throughout the City Centre, resulting in significant regeneration. Community participation and engagement (especially with the economically deprived areas on the eastern fringes of the City Centre nearest to the scheme) through education and training in conservation management and maintenance skills, would spread the benefits of the scheme wider than the immediate locale.



The fabric of the lower Kirkgate frontage is very dilapidated.

3.2 Land Use Planning Objectives

- (a) Any proposal should provide a viable scheme that contributes to the vitality of the City Centre and would support the restoration of the First White Cloth Hall and neighbouring historic fabric on the Kirkgate frontage. In planning policy terms, the site lies within the identified Prime Shopping Quarter in the Leeds Unitary Development Plan Review 2006 (UDP), and Kirkgate is a protected Secondary Shopping Frontage. Therefore, normally the Local Planning Authority would expect that retail would dominate the scheme, and at least 50% of the Kirkgate frontage length from Pine Court to the junction of Call Lane should be A1 retail use. However, proposals which enable the viable restoration of the First White Cloth Hall and the historic fabric of the Kirkgate frontage in an appropriate, active and sustainable form would be considered on their merits. Therefore, office, hotel, bar/restaurant, leisure, residential and cultural uses may also be appropriate.

3.3 Urban Design Objectives

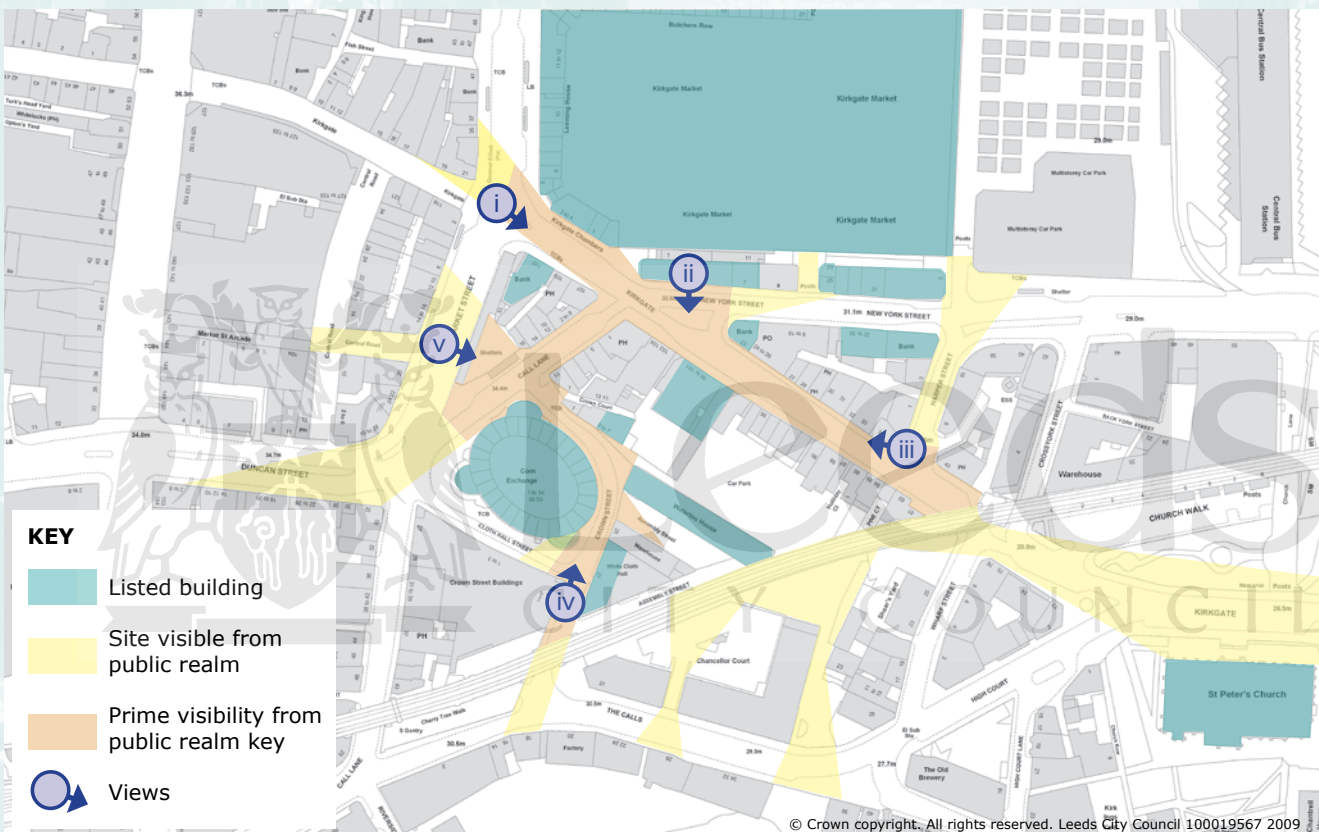
- (a) The scheme should present a scale or massing of development that would not dominate the Kirkgate frontage. The character of the Kirkgate frontage



New development should not break the ridge line of the Kirkgate frontage in key views

is particularly important - its consistent domestic scale, narrow plots, vertical emphasis, and pitched roofs is of significant townscape and historic merit as an original, largely unaltered street frontage;

- (b) Tall buildings which break into the horizon of the Kirkgate ridge-line or Corn Exchange parapet would not be supported;
- (c) The retained/restored/rebuilt First White Cloth Hall should be the focal point of the scheme. The particularly sensitive relationship between the streetscene views of the First White Cloth Hall, the frontage of the south side of Kirkgate, and views of the Corn Exchange should be safeguarded. The sketch opposite shows indicative heights, and the following key view points (approximate) should be investigated as part of an urban design analysis undertaken to inform any future planning application:
 - (i) junction of Harper Street and Kirkgate looking west;
 - (ii) junction of New York Street and Kirkgate looking south;
 - (iii) junction of Kirkgate and New Market Street looking east towards Leeds Parish Church;
 - (iv) junction of Crown Street and Cloth Hall Street looking north;
 - (v) junction of Central Road and New Market Street looking east over the bus stops (which have a significant negative physical and visual impact on the character of the surrounding Conservation Area).



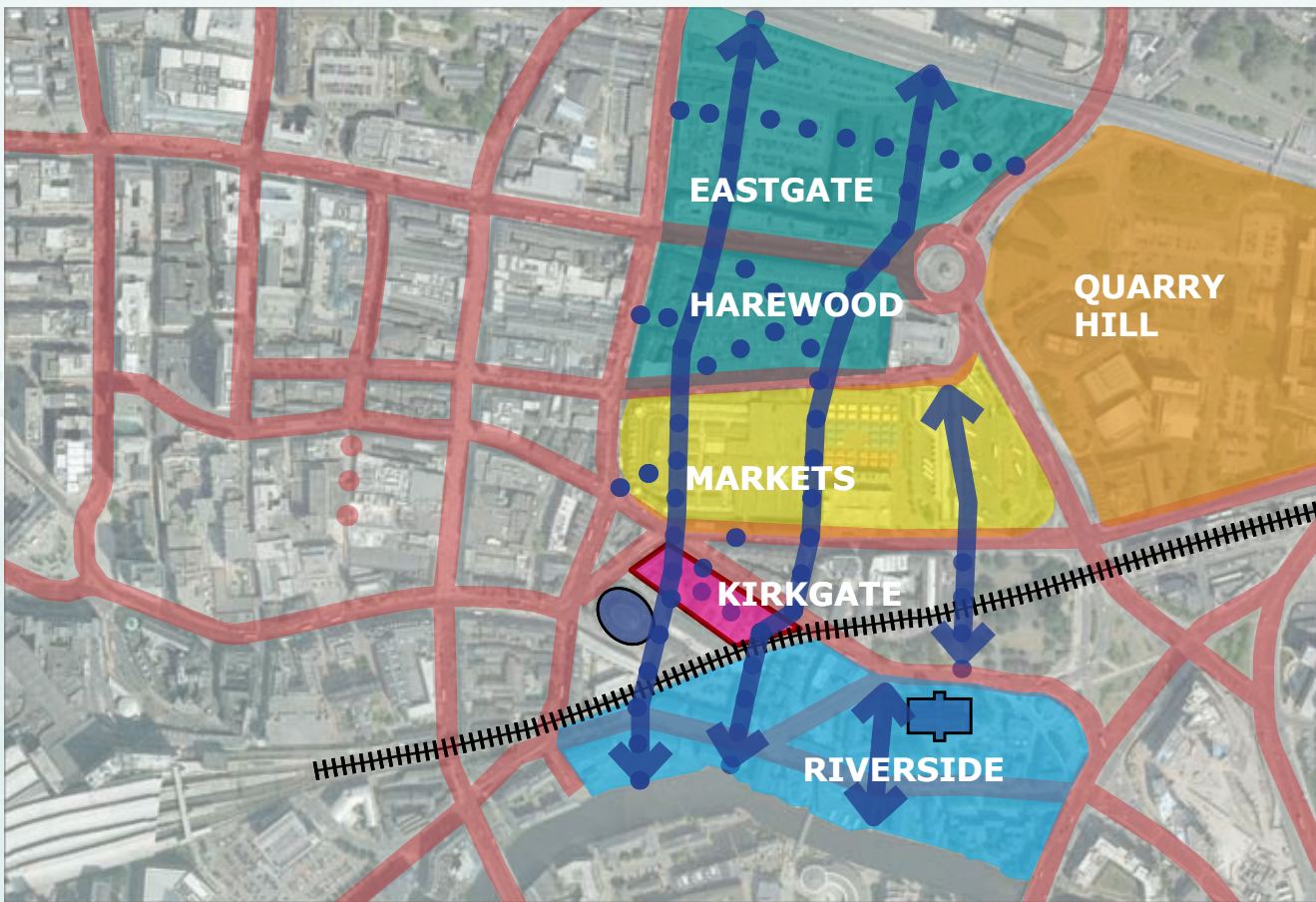
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Key Views from the Public Realm

- (d) To arrive at an integrated development of the site, acknowledging that it may be developed in phases, but in a manner that considers the parts as a whole. The scheme should demonstrate the 'knitting' of new buildings into the historic urban grain of the area. The scheme should also retain and restore the maximum possible amount of Kirkgate fabric, and re-invigorate its sense of place. It is important that any proposed scheme would take full account of the wider area bounded by the railway viaduct, Waterloo House, Call Lane and Kirkgate, rather than a series of smaller sites on a piecemeal basis;
- (e) Whilst there would be a presumption in favour of the retention of unlisted buildings that make a positive contribution to the character and appearance of the conservation area, if infill proposals do occur, any new buildings must feature appropriate proportions and detailing. A consistent domestic scale, pitched roofs, traditional materials, and the use of vertical emphasis and rhythms would reinforce Kirkgate's character;
- (f) Account should be taken for the level changes between Crown Street and Kirkgate in the interests of access for all;
- (g) Consideration of how mechanical plant would be incorporated into a scheme should occur at the earliest possible stage in the design process due to its potential negative visual impact.

3.4 Connectivity and Movement

- (a) The re-connection of the original burgage plot yards would provide an opportunity for the enhancement of strategically important north-south movement from Eastgate, the Markets, Kirkgate, to the Riverside and beyond;
- (b) Pedestrian connections to Crown Court and Crown Street from Kirkgate and from Pine Court to Chancellors Court;
- (c) Enhance the environment for public transport users and pedestrians in the area, particularly at the junction of Call Lane and New Market Street;
- (d) Secure internal cycle storage for staff, with visitor hoops in public areas;
- (e) There is little opportunity to service from the public highway, therefore provision needs to be made for servicing the development from within the site. There are two options for accessing the site, either directly from Kirkgate through the creation of a gap in the Kirkgate street frontage, or from Crown Street to the north of Waterloo House. The layout of the service routes will be dependent on whether a one way route or two way route is to be created and the extent they are likely to be shared with pedestrians.

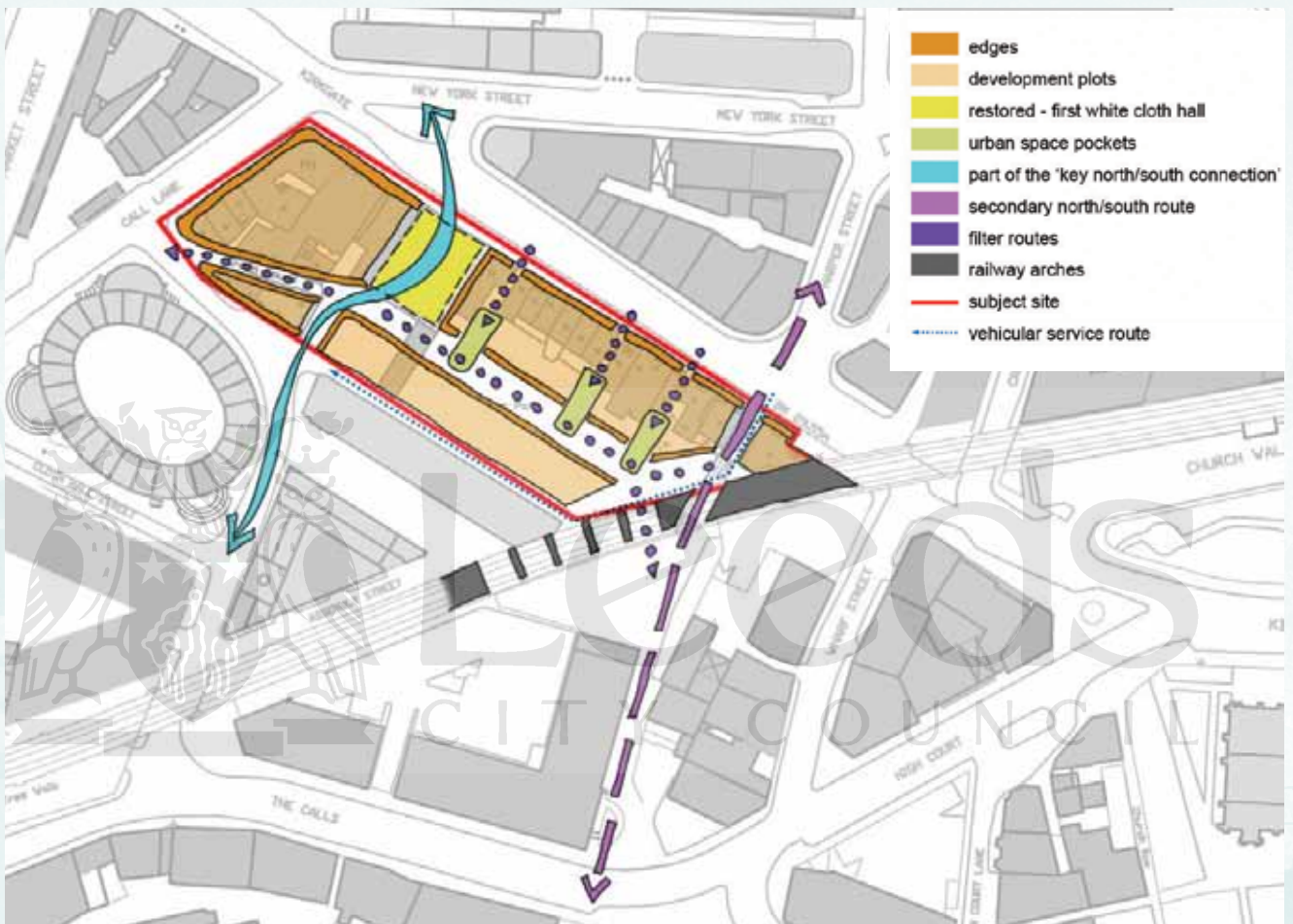


Connections

3.5 Public Realm

- (a) Protect, enhance and provide new active spaces in response to the traditional variety in the City Centre, of ginnels, yards, arcades, streets and squares within the context of site, as identified on the attached sketch. Fine grain pedestrian permeability is a key characteristic of historic Leeds, particularly the tradition of east-west yards. In this case, the continuation of Crown Court to the railway viaduct would be desirable, linked to Kirkgate by historic burgage plot ginnels;
- (b) Buildings should be designed or converted to enable refuse and recycling containers to be stored within buildings. External storage of containers is unsightly and can result in public health and community safety problems;
- (c) Promotion of appropriate tree planting in and around the site;
- (d) Traditional paving materials, for example natural Yorkstone, shall be used for new or replacement surfaces;
- (e) Promotion of public art within new spaces;
- (f) Ensure spaces are fully accessible for all, taking account of the level changes across the wider site.

4. Strategic Development Framework

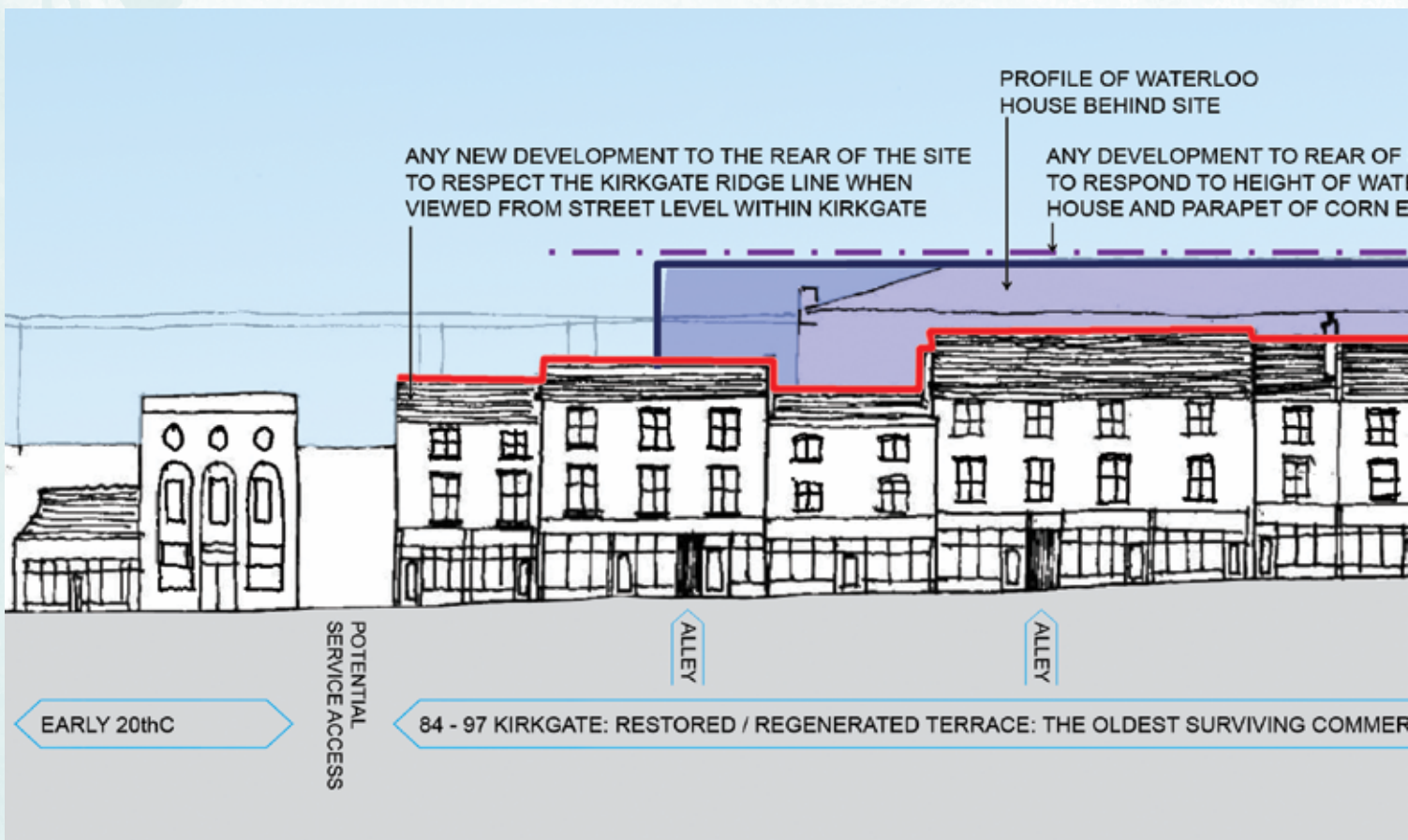


Development Framework Strategy

4.1 The strategic development framework diagram opposite illustrates some of the key aspirations for the restoration and regeneration of the proposed Kirkgate sites. Some of the key features are listed below:

- The regeneration of the site provides two key north/south routes linking between the waterfront, the markets and the proposed Eastgate Harewood regeneration area;
- A north/south route is proposed from the City Centre, via Call Lane through the heart of the site. It passes under the existing railway viaduct and into the recently upgraded Chancellor Court public open space. This route will also allow pedestrian access via Assembly Street to form a 'loop' back towards the Corn Exchange;
- The traditional ginnels are retained to provide routes from Kirkgate to the rear of the site, recreating the historic pattern of burgage plots;
- The development plots identify the proposed footprint of development extending the Kirkgate frontages back into the site. This helps restore the site to its historic grain;
- Active uses are to be located around the edges of the development and along the north/south routes. Creating attractions and destinations to draw pedestrians into and through the site, providing safe routes via passive surveillance;

- A service route is proposed to run along the edge of the site, entering through Pine Court and exiting onto Crown Street. The purpose of this is to keep the servicing discreet and away from the historic Kirkgate Frontages.
- Any new development is to relate well to its context and history of the area, respecting the scale and rhythm of the street. Any new development to the rear of the site is to be sensitive and not dominate the Kirkgate frontages, any effect on the key views, previously identified, needs to be considered. An indicative massing is illustrated in the elevation below respecting the Kirkgate ridge line to the front of the site and the height of Waterloo house and the Corn Exchange parapet line to the rear.



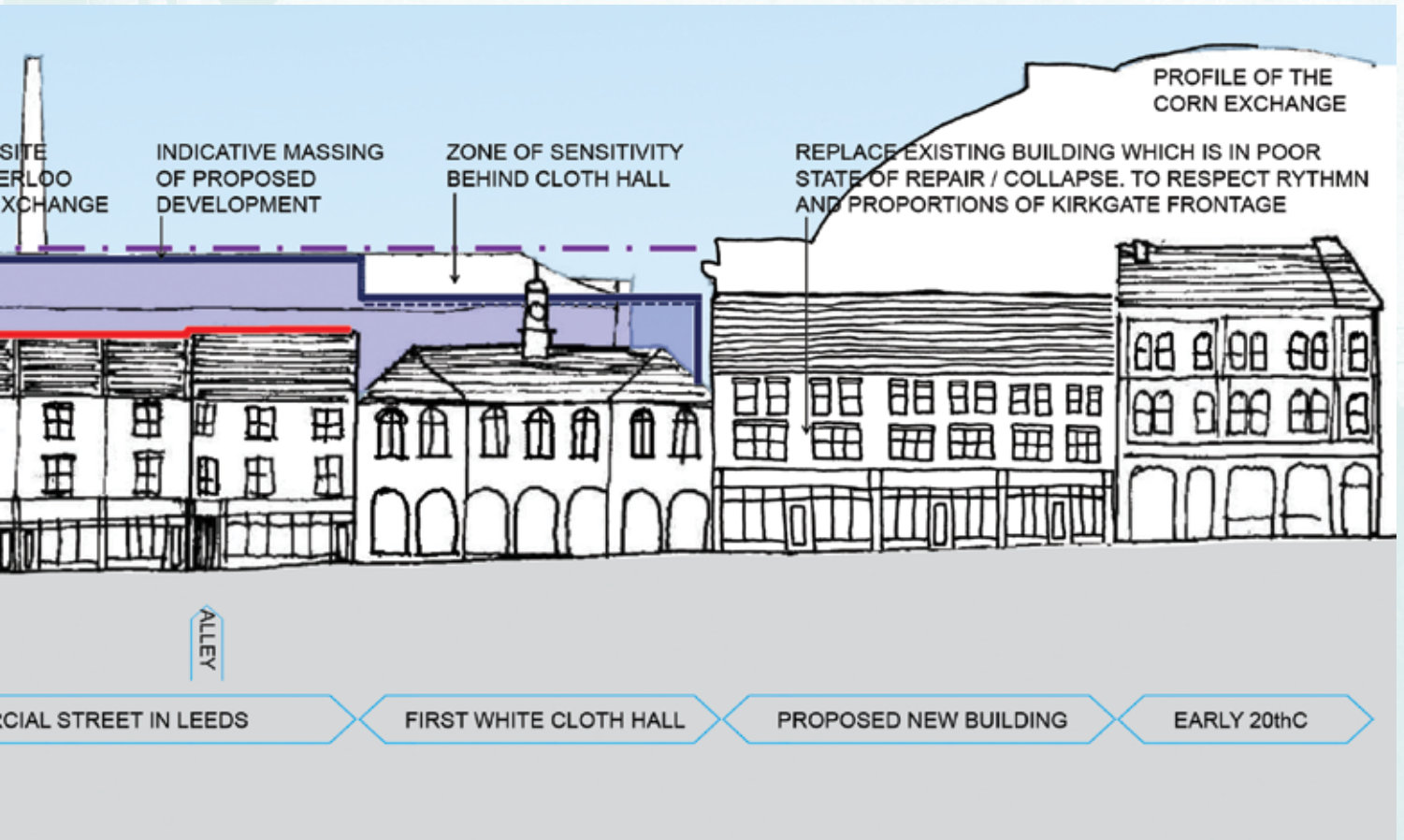
Massing

5. Restoration of Kirkgate

- 5.1** Kirkgate is a strategically important area linking the future retail development around Eastgate to the Waterfront and beyond, via the Markets - often referred to as a 'missing piece' in the rejuvenation of the City Centre. It is Leeds' oldest street, featuring a significant amount of historic fabric and a strong sense of place, which deserves to be enhanced. The conservation-led strategy outlined will ensure that the heritage attributes of Kirkgate and the First White Cloth Hall can act as a catalyst to promote the sustainable economic, social and physical reconnection and regeneration of this part of the City Centre.



View from Kirkgate towards St Peter's church



View from Kirkgate towards the restored White Cloth Hall

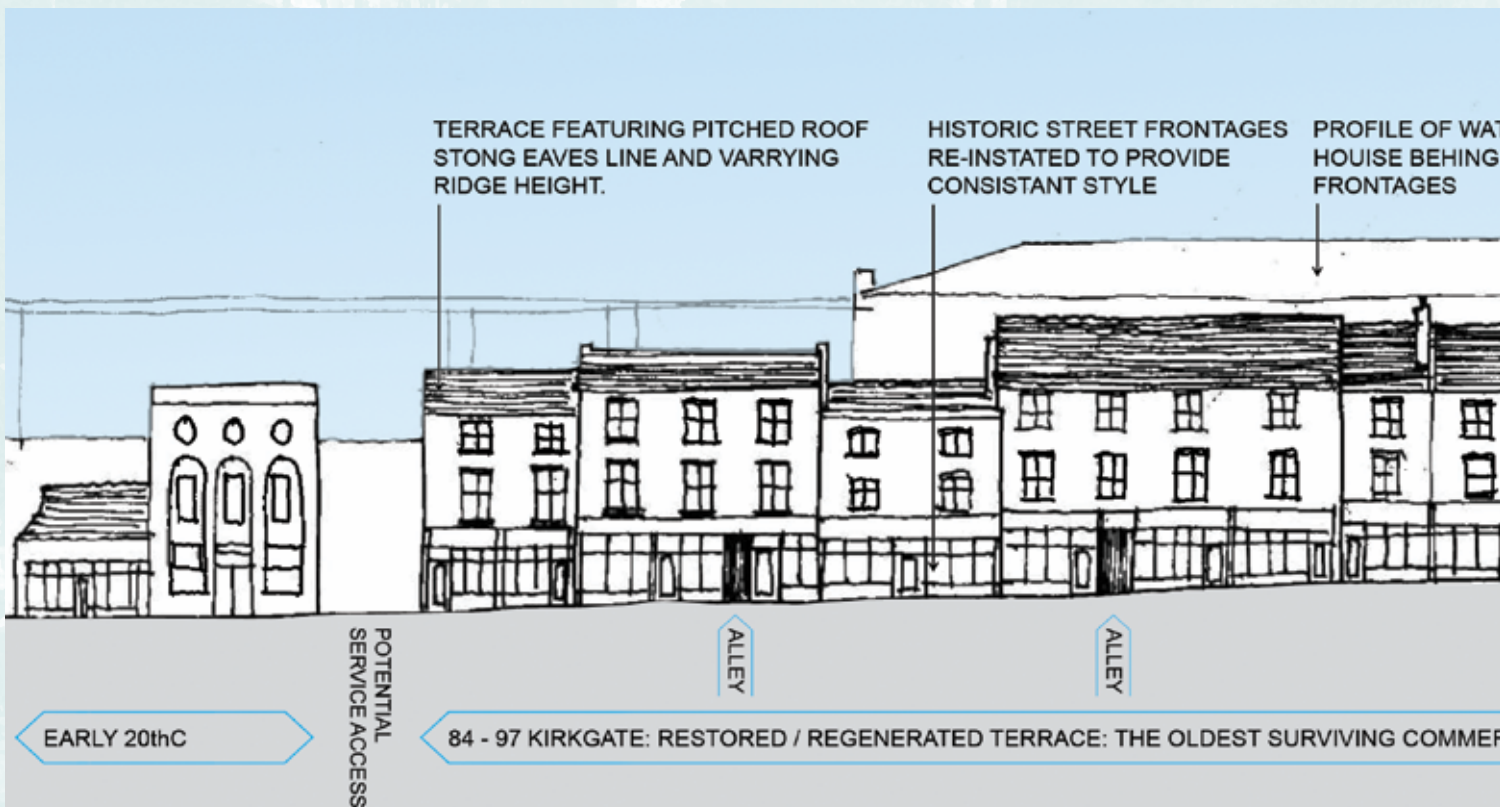


Photomontage: 81 Kirkgate to 1 Call Lane - May 2009

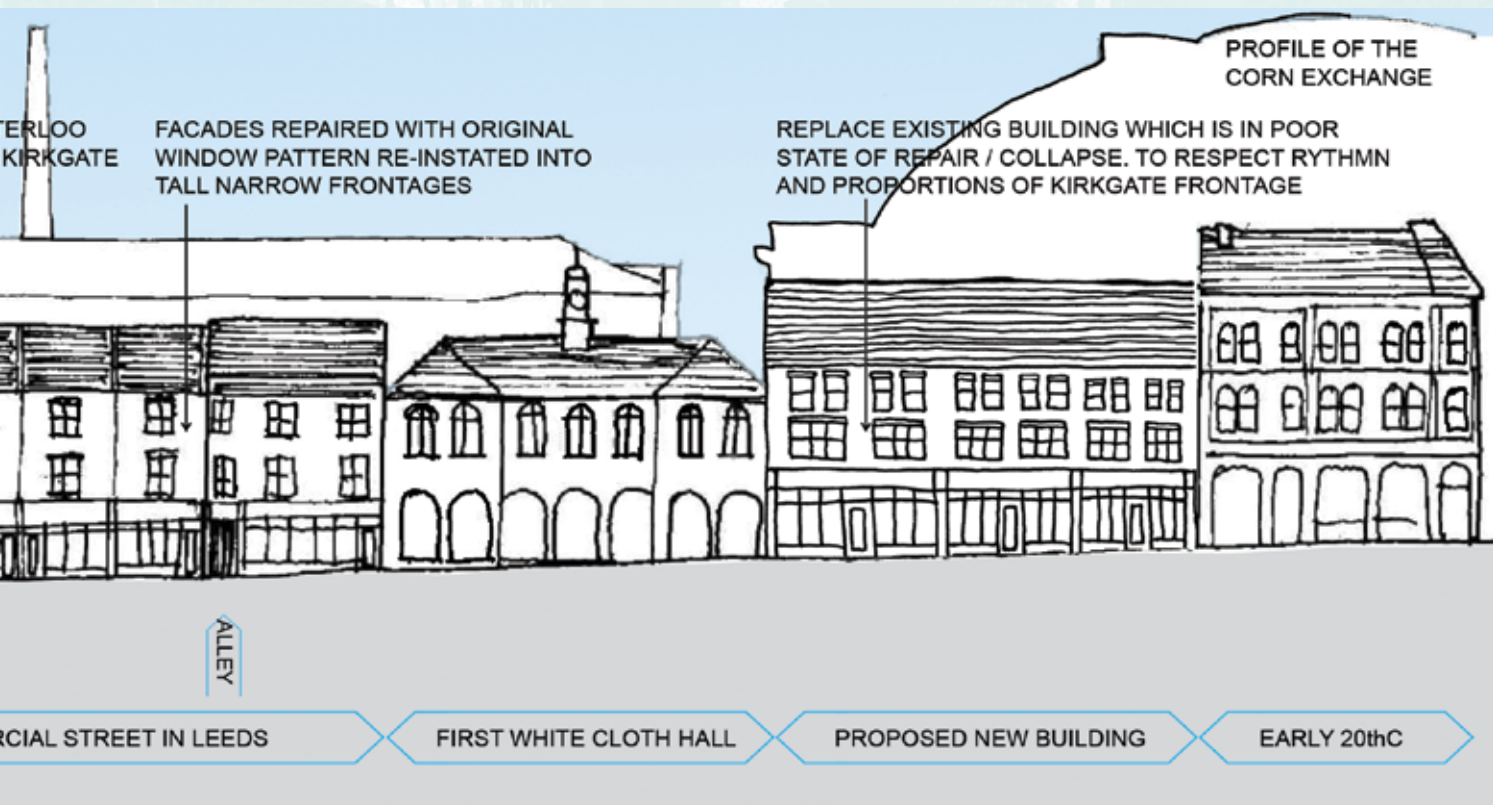
Brick
 Stone slate
 Welsh slate
 Render



Proposed street scene



Restored street scene



Appendix

Applications to Leeds City Council

- A.1** In accordance with local and national planning policy (please see Appendix 1), any proposals for Listed Building Consent or Conservation Area Consent for demolition of fabric must be accompanied by a PPG15 justification statement (including full structural survey if appropriate) and a full planning application for a refurbishment, restoration or infilling of new buildings. Please note this Planning, Restoration and Regeneration Statement constitutes informal guidance only, and is without prejudice to these formal application processes.
- A.2** A new protocol has been introduced to provide a framework for the management of major and other regeneration projects which really make a difference to Leeds. The protocol provides a collaborative development team approach and promotes early consultation and discussions between developers, the Council, local councillors and their communities prior to the submission of complex major applications. It will be expected that a Planning Performance Agreement is entered into at pre-application stage by a prospective developer for any major scheme. A leaflet with more details of the process can be downloaded from www.leeds.gov.uk > environment and planning > planning > planning service and performance.

For further information please contact Leeds City Council Planning Services - telephone no. 0113 222 44 09 or email planning@leeds.gov.uk

Planning Guidance

Relevant Planning Policy includes:

National Planning Policy (Planning Policy Statements [PPS] and Planning Policy Guidance [PPG])
PPS1 Delivering Sustainable Development
PPS6 Planning for Town Centres
PPG13 Transport
PPG15 Planning and the Historic Environment
PPG16 Archaeology and Planning

Development Plan Documents:

Regional Spatial Strategy for Yorkshire and the Humber 2008 (RSS)
Leeds Unitary Development Plan Review 2006 (UDP)

Emerging Local Development Framework (LDF):

Draft City Centre Area Action Plan Preferred Options April 2007

Supplementary Planning Documents and Guidance (SPD/SPG):

SPD5 Public Transport Infrastructure
SPD Travel Plans
SPD Sustainable Design and Construction
City Centre Urban Design Strategy

Background documents include:

Leeds City Centre Characterisation L7 – Kirkgate, March 2008 by Leeds City Council and Jacobs
Kirkgate Conservation Area Appraisal 2008 by Leeds City Council and Jacobs
Vision for Leeds 2004-2020



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