



Report of the Chief Planning Officer

CITY PLANS PANEL

Date: 13 DECEMBER 2012

Subject: PREAPP/10/00300 - An update presentation for 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 Street To The East, George Street And Dyer Street To The South And Vicar Lane And Harewood Street To The West, Leeds, LS2.

Electoral Wards Affected:

City & Hunslet

No Ward Members consulted
(referred to in report)

Specific Implications For:

Equality and Diversity

Community Cohesion

Narrowing the Gap

RECOMMENDATION:

For Members to note the content of the report and presentation and to provide any comments on the proposals.

1.0 INTRODUCTION:

- 1.1 The Developer has requested to present to City Plans Panel with regard to the progression of some of the detailed reserved matters of the approved Outline scheme for the development of the Eastgate and Harewood Quarter. This is brought to allow Members to consider and comment on the manner in which the scheme is being advanced. Particular focus will be given on the details of the proposed first phase of the development.
- 1.2 Members will recall that the original scheme was submitted as an Outline Application for a 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 use (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. Members resolved to grant outline planning permission on the 7 July 2011.

- 1.3 Members will also call to mind that a Section 73 Application for amendments to the mix of uses, to change the approved Gym Use (D2) to a larger scale Leisure Use (D2) and to introduce Casino Use (Sui Generis), was brought to Plans Panel, on 27 September 2012, where Members resolved to grant outline planning permission.

2.0 PROPOSAL:

- 2.1 The presentation now to be made will inform Members how the Developer proposes to layout and detail Phase 1 of the development. Phase 1 will comprise the area of the site to the south of Eastgate, covering the Union Street car park to George Street to its south, as well as spanning from Vicar Lane and Harewood Street to the west, across to Millgarth Street to the East. The future plans for the development of the Millgarth Police Station site to the east will also start to be explored as part of this presentation.
- 2.2 The Developer has re-examined the design principles to be applied, the locations of particular uses, the layout and connectivity around and through the site, the public realm and landscaping provision, car parking provision requirements and the possibilities of creating new arcades within the scheme.
- 2.3 The Developer aims to produce a high quality regenerative development. The proposed attributes of the scheme aim to ensure its effective integration into the City Centre, creating an extended, enhancement to the Prime Shopping Quarter, with strong physical and character links to both Kirkgate Market and the Victoria Quarter. The proposed refinements and details would allow the development proposal to make better use of the available space on the Phase 1 part of the site, whilst improving connections in, through and around the scheme.

3.0 SITE AND SURROUNDINGS:

- 3.1 The application site 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. 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. Beyond the open car parks and the police headquarters (outside the site) part of Leeds Central Bus Station is located within the application site boundary.

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 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.
- 4.6 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.
- 4.7 09/04368/LI – A Listed building application to repair and renovate the external fabric of Templar House, Lady Lane was approved 2 December 2009.
- 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, at the Agnes Stewart site, was approved on 5 October 2011.
- 4.10 07/02508/FU – Permission was granted for the laying out of access road and erection of new auditorium and youth hall, with new car parking area to form church and community facilities for the relocation of the Bridge Street Pentecostal Church to the Agnes Stewart school site on 29 June 2010.
- 4.11 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 overall scheme has been the subject of detailed discussions between the Applicants, their Architects and Local Authority Officers for a considerable number of months, and was presented to Members at the Plans Panel of 22 July 2010. Members commented on the proposals and the scheme was brought back to Plans Panel on 16 September 2010 for a further pre-application presentation. Further comments were made by Members to be taken into account in the subsequently submitted outline planning application.
- 5.2 The original outline application was then brought to Panel as a Position Statement on 12 May 2011 and Members again made comments which informed the manner in which the proposal was to be brought forward. 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.
- 5.3 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.

6.0 POLICY BACKGROUND:

- 6.1 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.
- 6.2 A wide range of Leeds Unitary Development Plan Review 2006 (UDPR 2006) policies are likely to be applicable in the appraisal of the amended scheme. These would cover such matters as urban design, transport, economy, shopping, urban regeneration, access, waste, archaeology, leisure and tourism, landscaping, the defined City Centre, the Prime Shopping Quarter and shopping frontages, and any relevant Proposal Areas (Area 15 - Kirkgate Market Areas and Area 16 Templar Street).

- 6.3 In addition applicable strategic guidance is provided in the form of the Leeds Growth Strategy – Getting Leeds Working. This 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. Further planning guidance is given in the Supplementary Planning Documents the Leeds City Centre Urban Design Strategy (September 2000), Eastgate and Harewood Supplementary Planning Document (October 2005), Public Transport Improvements and Developer Contributions (July 2008), the draft Travel Plans (September 2012) and Tall Buildings Design Guide (April 2010).
- 6.4 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 7th November 2012 Executive Board approved the proposed pre-submission changes to the Publication Draft of the Leeds Development Framework Core Strategy. Executive Board also resolved to recommend that Council approve the Publication Draft Core Strategy and the sustainability report for the purposes of submission to the Secretary of State for independent examination pursuant to Section 20 of the Planning and Compulsory Purchase Act 2004. The Core Strategy is likely to be of relevance in considering the schemes proposed progression.

7.0 PROPOSALS:

7.1 The presentation now brought to Members focuses on the following key areas:

7.2 Layout and Uses

The proposal is to amend the layout to Phase 1 such that routes through and around the scheme become more permeable whilst making effective use of the land. The intention is that Phase 1 would accommodate an appropriate spread and type of units, housing a mixture of the approved uses whilst still ensuring the dominance of retail use, in line with the requirements of the Prime Shopping Quarter. The proposed changes also aim to ensure that the relationship between the anchor store and the other blocks of units is enhanced in terms of views, connectivity and character.

7.3 Integration, Public Realm and Connectivity

The proposed layout amendments also aim to further assimilate the design concepts of the scheme into the wider City Centre with the emulation of, and connection to, existing street patterns. The attributes and location of proposed public realm is also being considered, with a view to ensuring that a high quality useable series of spaces and routes is created. Highways enhancement works to Vicar Lane and George Street are proposed, to create more pedestrian friendly environments that strengthen the linkages of the development to the Victoria Quarter and Kirkgate Market.

7.4 Arcades

In reconsidering the manner in which the scheme is set out for Phase 1 the Developer is seeking to create two new arcades running east –west across the site from Harewood Street to the proposed Blomfield Street which would front onto the anchor store's west facing elevation. These would be contemporary arcades with glazed roofs, but would echo and reflect some of the principles of the existing historic arcades across Leeds City Centre. The aim is to further integrate the scheme into the existing City Centre's urban character and grain by introducing this design element.

7.5 Car Parking Provision

As previously stated the scheme will come forward in a Phased manner. It is the case that the approved car parking provision will form part of Phase 2 of the wider development. In addition, the development for Phase 1 of the scheme will result in the loss of the existing Union Street car park (which has 325 spaces). Therefore, there is a requirement to address this loss and any possible interval in the bringing forward of the Phase 2 car parking provision. The Developer proposes a split deck car park to be positioned adjacent to the anchor store, on the site soon to be vacated by Millgarth Police Station. The car park would provide in the region of 600 parking spaces. Due to the proposed location of the car park there would be a requirement to realign the New Generation Transport (NGT) such that it would be moved from Millgarth Street to a position along the line of the culverted beck running under the Millgarth Police Station site.

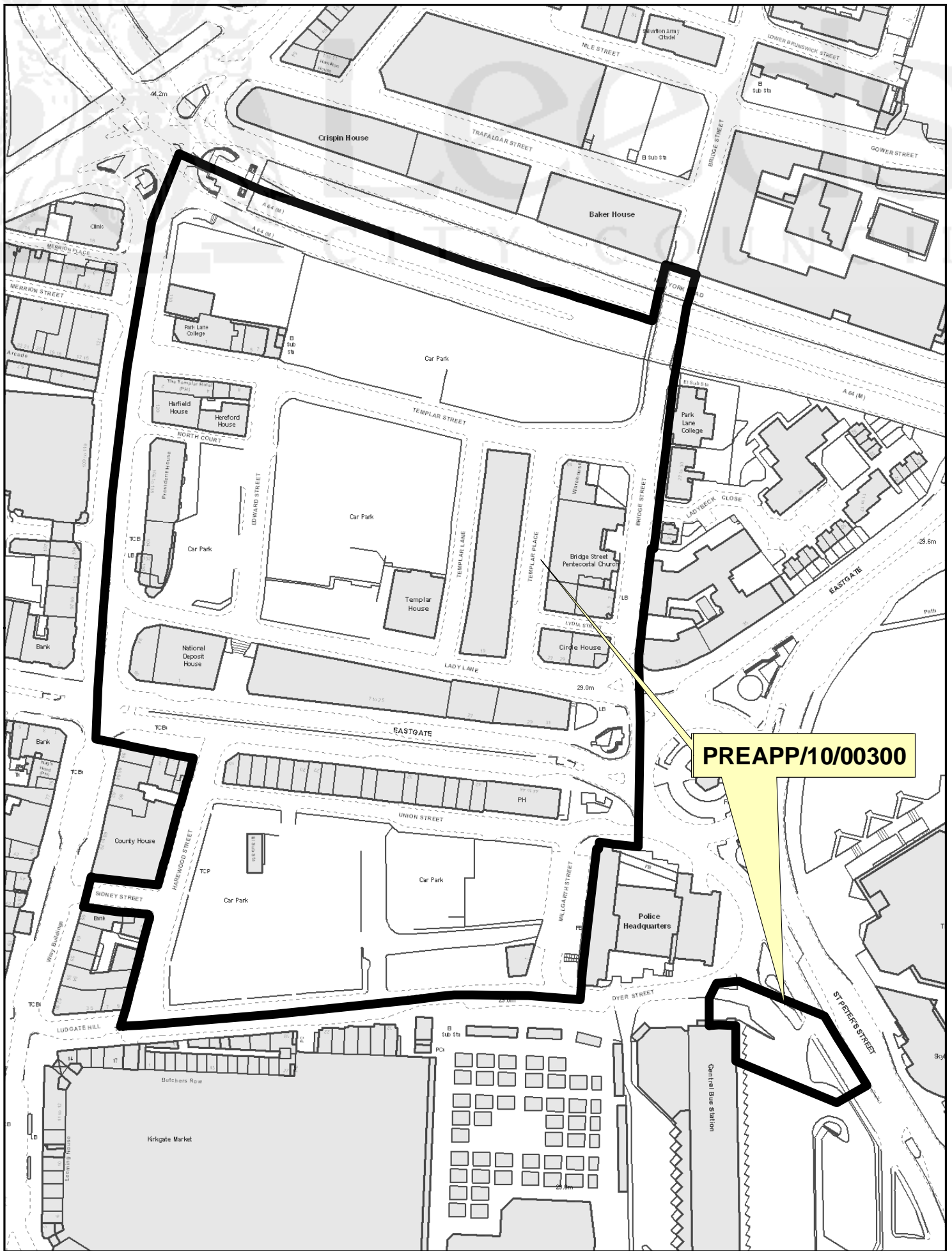
8.0 **ISSUES:**

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

1. Are the proposed amendments to the layout of Phase 1 acceptable?
2. Do Members consider that Phase 1 of the scheme effectively integrates and connects with the existing City Centre and in particular with Kirkgate Market and the Victoria Quarter?
3. Is the introduction of the contemporary arcades to the Phase 1 part of the overall development acceptable?
4. Is the level and location of car parking provision acceptable?

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
PREAPP/10/00300
Planning Application 10/01477/FU
Planning Application 11/01000/OT
Planning Application 11/01003/LI
Planning Application 11/01194/FU



PREAPP/10/00300

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