

Sustainability Appraisal Statement

**EASTGATE AND HAREWOOD QUARTER  
SUSTAINABILITY APPRAISAL OF THE  
SUPPLEMENTARY PLANNING DOCUMENT**



LEEDS  
CITY COUNCIL

## **1 PURPOSE OF REPORT**

- 1.1 The purpose of this report is to respond to the requirements of Article 9 of European Directive 2001/42/EC (known as the Strategic Environmental Assessment (SEA) Directive) and the Office of the Deputy Prime Minister's consultation paper on Sustainability Appraisals of Regional Spatial Strategies and Local Development Frameworks (September 2004). This report is in addition to the Statement of Consultation dated August 2005, which has been prepared to meet the requirements of Regulation 18(4)(b) of the Town & Country Planning (Local Development) (England) Regulations 2004.
- 1.2 This report summarises how the Eastgate and Harewood Supplementary Planning Document (SPD) has changed in response to the SA process, how the opinions expressed during the consultation exercise have been incorporated into the SPD, the reason for choosing the adopted SPD and the significant uncertainties and effects of the SPD that require further monitoring and assessment. The report also confirms the monitoring arrangements.
- 1.3 It should be noted that the Sustainability Appraisal (SA) Report was prepared to fully meet the requirements for SA under the Planning and Compulsory Purchase Act 2004 as well as SEA under the SEA Directive.

## **2 INTEGRATION OF ENVIRONMENTAL CONSIDERATIONS**

- 2.1 As detailed in the SA Report (June 2005), the combined SEA/SA process has resulted in changes to the SPD to enhance the beneficial effects and minimise the adverse effects and uncertainties. In summary, the changes were:
- Revisions to the SPD objectives for the site as a result of consultation and testing of the objectives against the sustainability appraisal framework;
  - Inclusion of measures into the SPD to avoid, reduce or offset negative effects and enhance positive effects; and
  - Identification of issues requiring further monitoring and assessment at the planning application stage or in the long term to assess the significant residual adverse effects and uncertainties identified. The uncertainties are primarily due to the nature of the SPD as a means of guiding development rather than providing a final design solution.
- 2.2 The changes to the SPD objectives included: a requirement to provide a reasonable proportion of affordable housing; a requirement to consider methods of reducing car crime through car park design; and a new objective to enhance opportunities for wildlife.
- 2.3 The measures incorporated into the SPD to avoid, reduce or offset negative effects and enhance positive effects included: a requirement to retain the Listed Buildings present on site and other buildings, where appropriate; ensuring that the setting of the historic buildings both on, and affected by, the proposed development are respected; requiring 20% public open space and public realm to be provided; encouraging the use of renewable energy and waste minimisation; providing suitable alternative accommodation for the existing occupants of the site; and providing good pedestrian and cycle links to adjacent areas.
- 2.4 The significant adverse effects and uncertainties requiring further monitoring and assessment at the planning application stage include: the exact nature of the design and therefore its effect on Listed Buildings and the City Centre Conservation Area; the potential impact of increased residents on

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existing community, education, health and general community facilities; how the development will ensure that local workers are used where possible; the potential effect of the development on existing shops and businesses; and the potential effect of the development on archaeological resources.

- 2.5 The significant adverse effects and uncertainties requiring further monitoring and assessment in the long term include: the effect of car parking on traffic generation and associated issues relating to air quality and noise; the level of greenhouse gas emissions, natural resource use and waste production resulting from construction and operation of the development; the effect of the development on crime; and the effect of the development on existing shops and businesses.

### 3 CONSULTATIONS

3.1 Consultation has been undertaken during the preparation of the SPD and SA as follows:

- Consultation on the Vision for the Eastgate and Harewood Quarter between November 2003 and June 2004 with Leeds City Council, local politicians and councillors, CABI, the 20th Century Society, amenity and heritage groups, business groups, local stakeholders and the public;
- Consultation on the SA Scoping Report in January and February 2005 with the Environment Agency, the Countryside Agency, English Heritage, English Nature, the Government Office for Yorkshire and Humber, Yorkshire Water, the Coal Authority, West Yorkshire Archaeological Advisory Service, CABI and the Leeds Civic Trust;
- Consultation on the SA report and draft SPD in June and July 2005 with the above consultees together with Leeds Architecture and Design Initiative, the Leisure Executive Board, the Scrutiny Board, Leeds Chamber of Commerce, Wakefield Metropolitan Borough Council, Kirklees Council, Calderdale Metropolitan Borough Council, Bradford City Council, the Highways Agency, the Department of Media, Culture and Sport, West Yorkshire Strategic Health Authority, the Strategic Rail Authority and Network Rail, Service Providers and Yorkshire Forward. The SPD and SA report were also made available on Leeds City Council's website.

3.2 Comments were received from two local residents, the Bridge Street Pentecostal Church, Leeds Civic Trust, the Countryside Agency, English Heritage, English Nature, the Government Office for Yorkshire and Humber, the Highways Agency, Nabarro Nathanson, Stapleton Ltd, the Thoresby Society and Yorkshire Water.

3.3 All of the comments raised through the formal consultation process have been reviewed and, where considered appropriate, amendments have been made to the SPD to respond to the points raised. The consultation comments, responses to the comments and associated amendments to the SPD, are set out in the Statement of Consultation, August 2005.

3.4 The amendments of particular relevance to the Sustainability Appraisal include: a requirement to consider Listed Buildings elsewhere in Leeds City Centre as well as on, and surrounding, the site; a new development principle to preserve, where both practical and appropriate, existing historic assets and their settings (this was already stated in the SPD but was not a development principle); a new requirement to link public spaces within the site to surrounding areas, where possible; and a new requirement to minimise detrimental impact on the safe and efficient operation of the Strategic Highway Network.

3.5 The amendments to the SPD provide further clarification in respect of the parameters for development or provide additional sustainability benefits. It is therefore considered that none of these amendments justify further sustainability appraisal, and no amendments have been made to the SA Report.

## **4 REASONS FOR CHOOSING THE ADOPTED SPD**

4.1 The combined SA/SEA assessed four different options for developing the SPD objectives, to determine the most sustainable option. The options that were considered were:

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| Option 1 | to leave the site as existing;   |
| Option 2 | to retain and refurbish the existing buildings on site, where appropriate, and develop new buildings in the other underused areas; |
| Option 3 | to create a high-rise, high-density development; and   |
| Option 4 | to develop the Harewood Quarter separately from Eastgate.  |

4.2 The results of the assessment of each option were used by Leeds City Council to decide upon a preferred option to take forward into the draft SPD. Option 2 was chosen as the preferred option because redevelopment incorporating some of the existing buildings was considered to: result in regeneration of the area and promotion of Leeds as a leading retail destination; generate opportunities for employment; protect the historic environment; encourage the use of sustainable modes of transport; and result in the use of fewer materials and less waste production during redevelopment. However, it was acknowledged that retaining all the buildings on site would not be appropriate if it affected the overall design of the area and the ability to use the land efficiently.

4.3 Option 3, the high rise, high density option, was not considered appropriate due to the potential impact upon listed buildings and public open space. However, in order to ensure the efficient use of land, flexibility was retained in the SPD to include some high-rise buildings as long as their effect on the setting of Listed Buildings and the City Centre Conservation Area was minimised.

4.4 Option 4 was rejected due to the potential for a fragmented and inefficient development, which could result in longer-term disruption to communities and a reduction in the ability to address wider issues such as pedestrianisation of streets and public transport provision.

4.5 Option 1, that is leaving the site as existing, was considered not to address either the aspirations of the City Council, citizens and stakeholders or many of the sustainability objectives. Further details on the evaluation of the different options for the SPD are contained within the SA Report.

## **5 MONITORING**

5.1 The combined SA/SEA process requires that the significant effects of the implementation of the SPD are monitored to identify unforeseen adverse effects and enable appropriate remedial action to be taken, if necessary. Leeds City Council will monitor the effects of the SPD by:

- Assessing any planning application that implements the SPD; and
- Undertaking long term monitoring, as set out in Table 10 of the Sustainability Appraisal.

5.2 In order to aid determination of any planning application that implements the SPD, Leeds City Council will require the application to be accompanied by: an Environmental Statement; a Design Statement; Design Guides for the areas around the Listed Buildings; a Sustainability Statement; a site investigation for ground contamination; a Transport Assessment; a Historic Buildings Report; a Retail Impact Assessment; and details of Sustainable Urban Drainage Proposals. Further details on what these documents should address are presented in Section 9.1.2 of the Sustainability Appraisal and Section 3 of the SPD.

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5.3 The long term monitoring proposals are set out in Table 10 of the Sustainability Appraisal Report. One comment, arising out of the consultation process, was received on the Table from English Heritage who requested that it include monitoring of the effects of the development on Listed Buildings and their settings. However, it is considered that the main potential effects of the SPD on Listed Buildings and their settings can be assessed at the planning application stage and long term monitoring is therefore not considered to be required. The proposals for long term monitoring and the management and documentation of the monitoring data therefore remain as presented in the SA report and have been reproduced in the Table below.

## **6 CONCLUSIONS**

6.1 The SPD for Eastgate and Harewood was developed, and has evolved, as a result of consultation and Sustainability Appraisal. The Sustainability Appraisal also assisted in the identification of the preferred option for the site. It is nevertheless recognised that, in order to avoid the SPD becoming overly prescriptive and potentially restricting good and innovative designs, a number of potential effects and uncertainties cannot be assessed at this stage. Therefore, Leeds City Council will require information to accompany any planning application that implements the SPD, to assist them in determining the effects of the application, and will monitor significant effects in the long term.

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**Table 1: Monitoring Data Requirements**

What needs to be monitored	Monitoring activity to be undertaken	Are there any gaps in existing information and how can these be resolved?	Who is responsible for monitoring	When should it be carried out	How should the results be presented	Status/problems encountered	When should remedial action be considered	What remedial action could be taken?
Traffic	Traffic Counts on roads within the vicinity of the site.	Yes. There is limited traffic survey data available. The EIA and TA will provide baseline data.	Baseline data to form part of planning submission (TA and EIA).  On going monitoring to be undertaken by LCC	Prior to submission of the application.  Annually	In the TIA  In accordance with the latest Council Long Term Monitoring Plan report.	Other developments, such as Quarry Hill, will influence traffic levels and make allocation to Eastgate and Harewood Quarter Development difficult.	If modal share by car is shown to be increasing rather than reducing.	Additional enhancements in public transport.  Alternative methods of restricting traffic growth eg increased car park charges.
Air quality	Nitrogen Dioxide and PM <sub>10</sub>	No	LCC	Routine monitoring to be carried out at the existing permanent monitoring points in accordance with LCC Air Quality Monitoring Programme	Results to be presented in LCCs ongoing Air Quality reports and reviewed against traffic data for site.	Potential for other developments to influence traffic levels and air quality results as well as Eastgate/Quarry Hill.	If air quality standards are being exceeded more frequently.	Additional enhancements in public transport.  Alternative methods of restricting traffic growth eg increased car park charges.
Construction phase natural resource use	Levels of raw, reclaimed and recycled materials used	Lack of typical industry practice data for comparison	The developer/contractor	Data collected throughout the construction phase with a summary provided on completion.	Results to be reviewed against available data for typical industry practice.	No	If monitoring shows a high level of waste produced from one source	Methods of natural resource minimisation to be investigated.

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Construction phase waste management to determine levels of waste recycled, or sent to landfill	Construction phase waste management to determine levels of waste recycled, or sent to landfill	Lack of typical industry practice data for comparison	The developer/contractor	Data collected throughout the construction phase with a summary provided on completion.	Results to be compared with typical industry practice.	No	As above	As above
Crime	Crime levels in the City and Hunslet Ward	No	Leeds City Council	Data to be collected as part of LCC's ongoing monitoring programme	Results to be presented in LCCs statistical reports.	No	N/A	N/A
The effects on Leeds as a regional shopping destination and vibrant city	City Centre Office Take Up Pedestrian Flow to Leeds City Centre Retail yields Retail Unit Vacancy Levels Business Start ups and closures	No	The developer  Leeds City Council	Baseline retail information to be provided as part of a planning application.  LCC to undertake ongoing monitoring of Visitor Numbers, Rental Values	Retail assessment.  LCC statistical reports.	No	N/A	N/A