



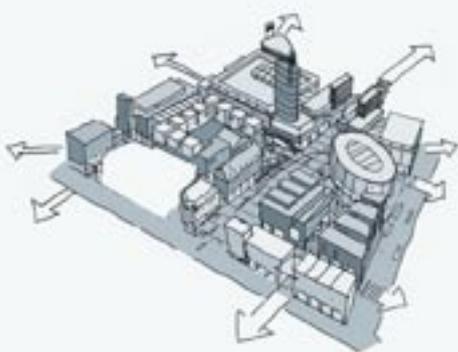
LEEDS  
CITY COUNCIL



# Eastgate & Harewood

Supplementary Planning Document

October 2005



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Note: All sketch proposals on pages 5, 6, 8, 11 and 16 are for illustrative purposes only, and are not a specific endorsement for how the site must be developed. They demonstrate the vision potential and opportunities presented for the development of the site.

## Introduction

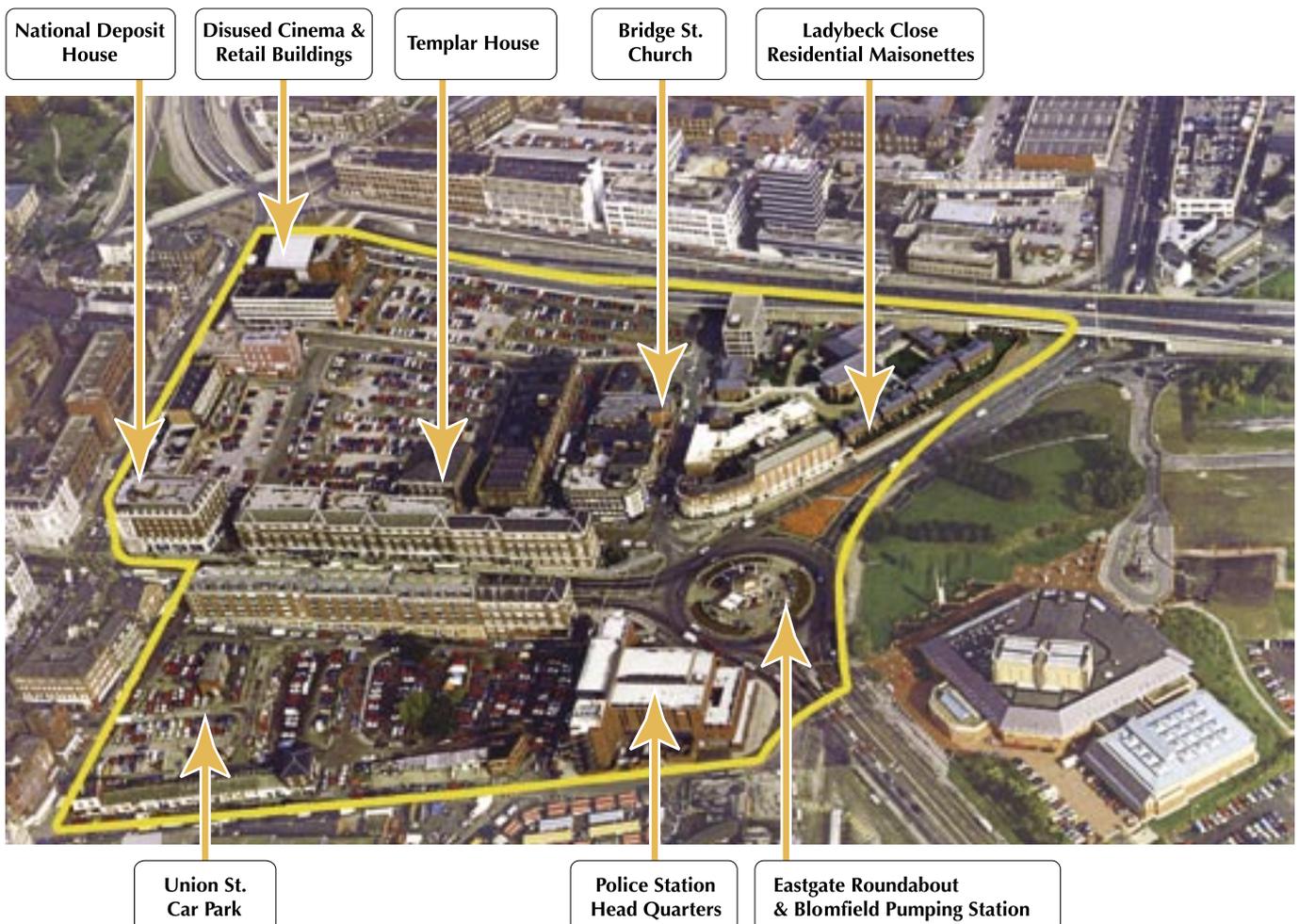
- 1.1 This Supplementary Planning Document (SPD) has been prepared to supplement the guidance in the adopted Leeds Unitary Development Plan for the Eastgate and Harewood Quarter of Leeds. Its preparation has been an iterative process. The SPD forms part of the Local Development Framework and it has been prepared together with an accompanying Sustainability Appraisal (SA) under the requirements of the Local Development Regulations 2004 and the guidance in Planning Policy Statement 12, as it refers to SPD's particularly paragraphs 2.42 and 2.44.
- 1.2 The SPD is consistent with the policies of the adopted plan and expands upon and takes forward a number of the policies and proposals for this part of the City Centre (See Annex 3) setting out the principles to guide the integrated and comprehensive redevelopment of the Eastgate and

Harewood Quarter for a major retail led mixed use development. It outlines the component requirements for bringing forward a planning application for redevelopment of the site.

- 1.3 The objectives of the SPD are:

- To guide the comprehensive redevelopment of this important City Centre site and regeneration opportunity, to ensure that any development proposals are sustainable and maximise benefits to the city and local community;
- To ensure that the development complements and integrates with the existing City Centre and provides a mix of uses; and
- To ensure that any development is of the highest urban design and architectural standards.

The Site; Aerial Context

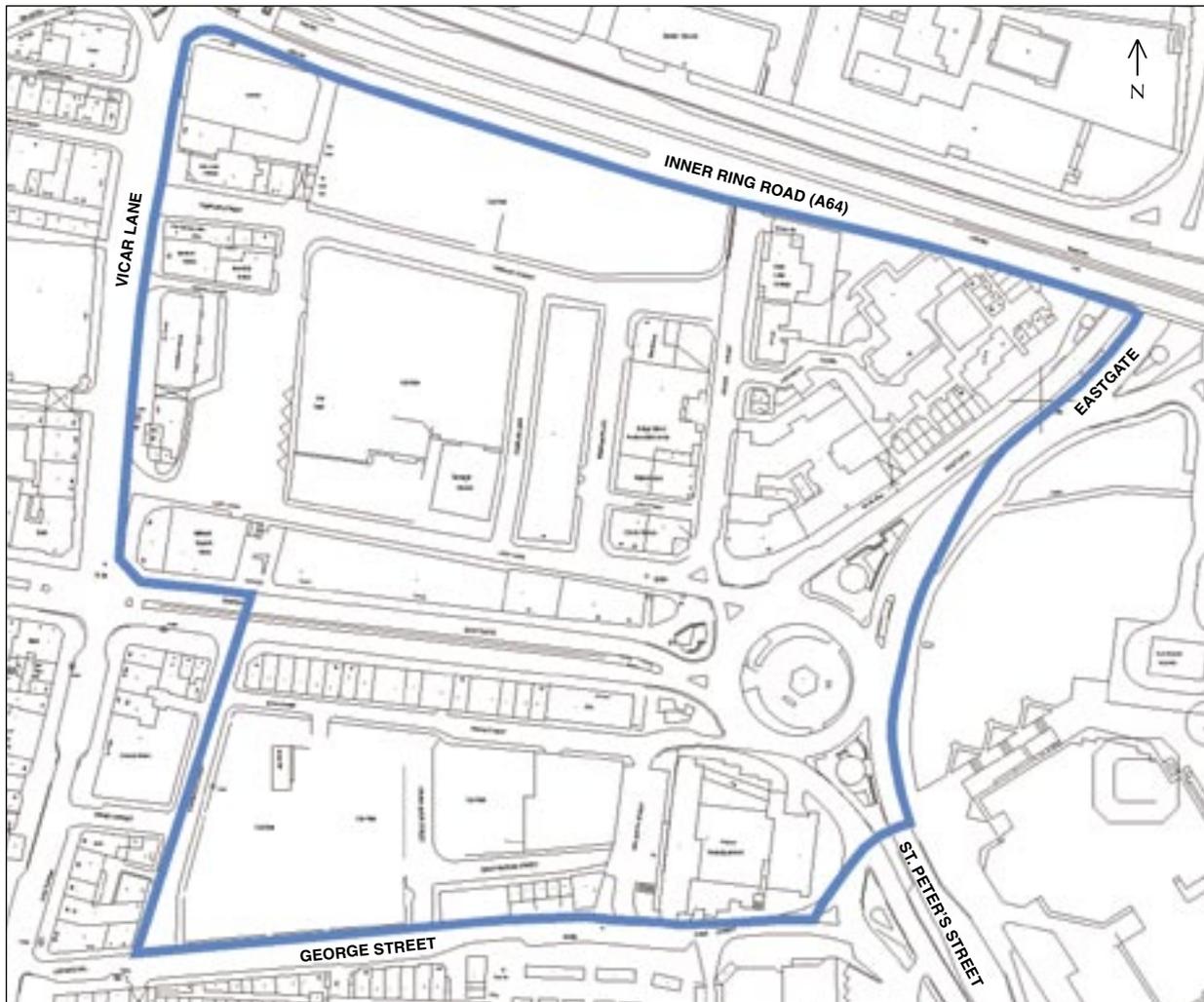


## The Site

1.4 The site, generally known and referred to within this SPD as the Eastgate and Harewood Quarter, forms the north east quadrant of the City Centre and extends to approximately 8.5 hectares in size. It is logically defined by the Inner Ring Road (A64), Eastgate, St. Peters Street, George Street and Vicar Lane, and is outlined on the Ordnance Survey plan below.

1.5 The site contains a varied mix of property and land uses including existing commercial and some residential uses, ranging from commercial buildings on Eastgate to residential properties on Ladybeck close to the Police Station HQ. However, the predominant land use is open, surface car parking and there are a number of buildings which are underused and in a state of disrepair. Typically the area lacks any 'sense of place', greenery or public space and pedestrian integration is weak. Whilst the site includes a number of historic and listed buildings, the setting for these buildings is poor.

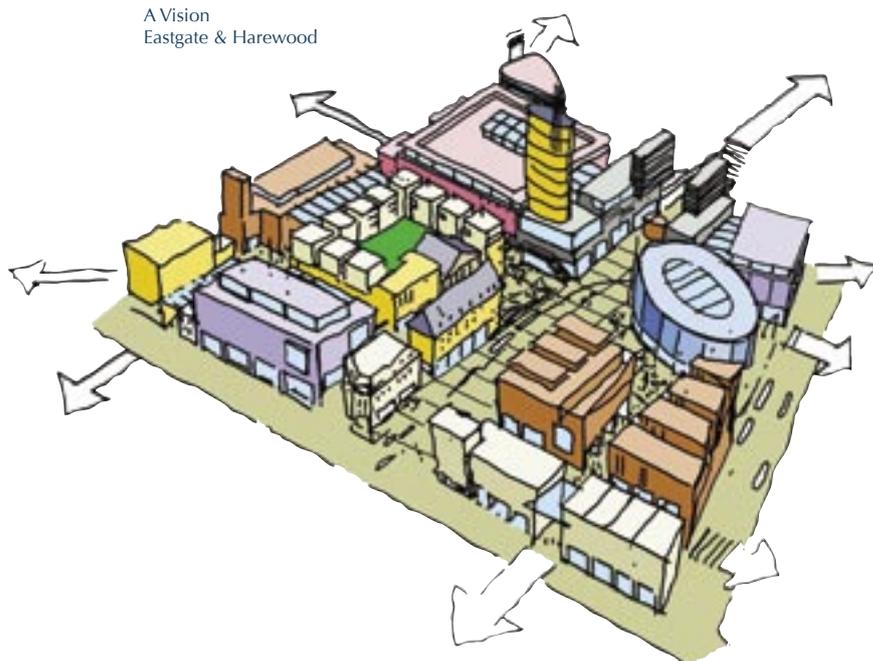
The Site: Ordnance Survey



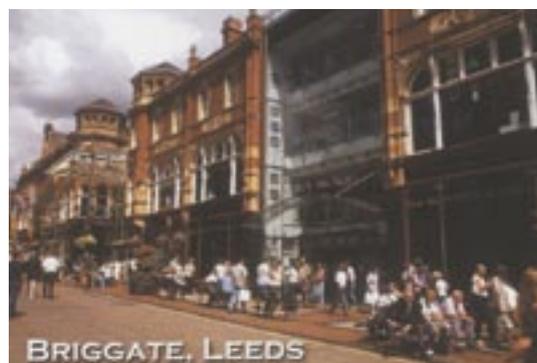
## The Vision

- 1.6 The vision for the area, and the principles and objectives which underpin it, have been developed through consultation, including liaison with an extensive range of national and local bodies such as CABE, the 20th Century Society, amenity and heritage groups, local stakeholders, business and political representatives. General views from members of the public have also been canvassed through a public exhibition which was held in November 2003. A Statement of Consultation sets out the various stakeholders consulted in connection with the preparation of the SPD.
- 1.7 The Eastgate and Harewood Quarter offers a unique opportunity to create a new, vibrant, mixed-use quarter, enhancing historic assets and the public realm, regenerating the site yet integrating it with the rest of the city centre. The regeneration of the area will contribute to the City Council's wider objectives which aim to see Leeds become one of the principal cities of Europe.

A Vision  
Eastgate & Harewood



Corn Exchange



Briggate



Town Hall



Kirkgate Market

1.8 Development of the site should be retail-led with excellent contemporary architecture to create a distinct sense of place, as the City Council expects the development to significantly enhance Leeds' status as a regional shopping centre.

1.9 The mix of uses, including predominantly retail with leisure, commercial, residential and community uses making particular use of upper floors, should ensure that the area is lively, attractive and safe. Residential uses should include a proportion of affordable housing, in line with the City Council's adopted Supplementary Guidance. Emphasis on the public realm, permeability and accessibility should produce an inclusive environment for all. The development should maximise opportunities for regeneration, ensure that the benefits are widely spread and connect with other existing areas in the City Centre and its fringes.



Commercial Street



Bond Street

Potential for a Variety of Design Solutions to Meet the Vision



Vicar Lane



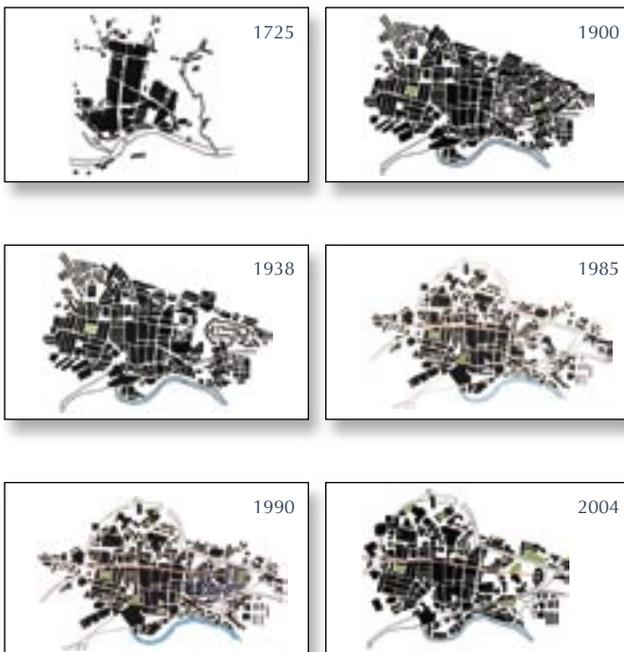
Historic Markets

2.1 Redevelopment of the Eastgate and Harewood Quarter must place at its heart the need to connect the area with the rest of the City Centre and to improve the public realm and permeability of the site. Any development proposals must create a sense of place and be of the highest design and architectural standards. The development must create a suitable setting for the listed buildings and areas both within and adjacent to this part of the City, as well as the adjacent City Centre Conservation Area, whilst creating a new identity.

2.2 Much of the development in the immediate past has destroyed the fine historic street grain and future development should seek to address this. Development should create a mix of uses to maximise the use of the site and create a safe and vibrant environment.

2.3 The development should draw upon the following twelve principles representing the aspirations of the City Council, its citizens and stakeholders, which have been established through consultation to date. These are to:

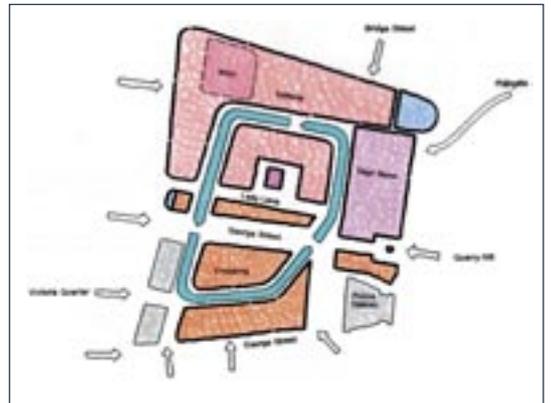
- Complete the development of an incomplete shopping quarter of the City through creation of a vibrant, retail led, mixed use area.



Historic Grain

The mix of uses should maximise the use of the site and include retail, leisure, commercial, residential and community uses;

- Extend and regenerate Leeds' shopping offer and enhance its attractiveness as a regional centre; and to assist the City Centre to become one of the principal cities of Europe;
- 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



Development Opportunities and Linkages

into the existing fabric of the city centre;

- Reinforce the urban route along the Headrow to Quarry Hill and thus integrate Quarry Hill into the City Centre
- Generate a vital, mixed use quarter with a retail emphasis and a complimentary mix of uses, activities and spaces, creating "the new place for Leeds";
- Create a development framework which promotes a varied urban form, rich in architectural style and character;
- Create the opportunity for landmark buildings and memorable places;
- Restrict access for 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;
- Support and promote the urban regeneration of adjacent sites and activities at Kirkgate Market, Quarry Hill, Regent Street, Mabgate and Victoria Quarter;
- Create a new place which is unique and authentically

Leeds;

- Create opportunities for training and employment for the wider benefit of the people of Leeds; and
- Preserve where both practical and appropriate, existing historic assets and their settings.

## A New Quarter

2.4 The development of Eastgate and Harewood should seek to create a vibrant quarter in the City Centre and integrate adjoining quarters to form a coherent whole. Hence the need to plan for the comprehensive and co-ordinated regeneration of the whole area.

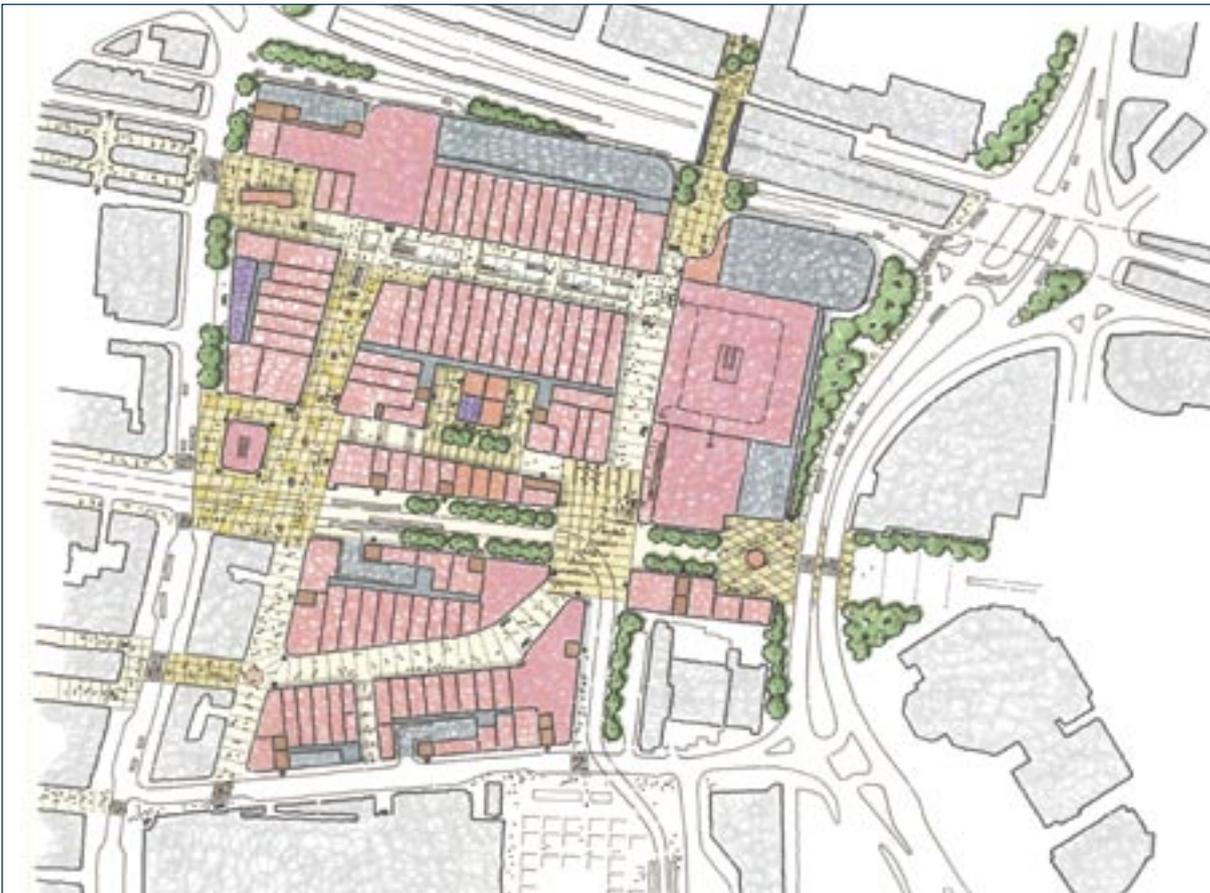
2.5 This should be achieved through:

- High quality urban design;
- The creation of a complimentary mix of uses;
- Ensuring that the mix of uses creates a vibrant environment and sustains 24 hour activity;
- Enhancing Leeds' status as a regional shopping centre through the provision of a major retail led development;

- Reinstating the City Centre's urban fabric, creating, in line with policy, a minimum 20% of new public space and high quality public realm;
- Linking new public spaces within the site where appropriate to surrounding areas;
- Creating an inclusive and safe environment for all;
- Contributing to an integrated public transport system;
- Developing a scheme that provides an appropriate level of high quality car parking;
- Preserving and enhancing historic assets and addressing the recent loss of the historic street grain, whilst aiming to maximise the efficient use of land; and
- Evaluating and enhancing the opportunities for wildlife within the site.

2.6 Development should incorporate a new public square, public art and incorporate a diversity of scale and buildings, spaces and places to create a rich urban grain. The existing listed buildings present on the site should be retained and where practical, and appropriate, so should other significant existing buildings which contribute towards the townscape character of the area. Appropriate to a City Centre location

An Idea for the New Streets and Places of Eastgate



development should make maximum use of the site providing the opportunity for landmark buildings particularly at the northern end of the site, notably in the north east and north west corners, and where this can be achieved without adversely affecting the character or setting of listed buildings or historic areas elsewhere in the City.

- 2.7 Leeds is a major regional shopping centre but in recent years has not seen the development of new facilities to support this. The City Council's vision for the City Centre is for it to become a major European centre. It is expected that development on this site will contribute to this objective.
- 2.8 The redevelopment of the area provides the opportunity to add more of the large, modern floorspace retailers require, and as such the development should be retail-led and provide a mix of complimentary uses. For example, analysis of the current retail offer highlights in particular that a number of the department stores are trading in stores that are sub-optimal in terms of size and/or configuration. The opportunity to provide for new department store development here can address this.
- 2.9 Leeds' primary retail catchment extends to Skipton and beyond Wetherby to the north; Bradford and Huddersfield to the west; Wakefield and Pontefract in the south and beyond the A1 in the east. The secondary retail catchment extends to much of the West and North Yorkshire. However, despite this, Leeds has not seen a major retail development for a number of years and still lacks a major regional-sized development. The redevelopment of the Eastgate and Harewood Quarter affords Leeds the opportunity to develop a major retail scheme of regional significance.
- 2.10 To complement the retail provision and ensure a lively 24 hour environment, development could include a range of other uses such as a cinema, cafes, hotel and community facilities. In addition the development could include modern offices as well as residential particularly on upper floors to ensure a truly mixed, sustainable community. Careful masterplanning and sensitive design should ensure that the uses are complimentary and do not impact negatively on each other.



Eaton Centre, Edmington



BCE Galleria, Toronto



Greenwich Millennium Village

## Sustainability

2.11 This SPD is accompanied by a Sustainability Appraisal which assesses the social, economic and environmental effects of the development in accordance with the requirements for Sustainability Appraisal and Strategic Environmental Assessment set out within paragraphs 3.14 to 3.18 of PPS 12.

2.12 The fact that the site is located in the City Centre and reuses previously developed land means that it already adheres to two key principles of sustainable development. However in addition;

- The design should allow the evolution of the development over time enabling individual buildings to be adopted or replaced;
- Development should maximise the efficient use of the site providing a mix of complimentary uses offering the opportunity to reduce the need to travel;
- Development should, where possible, optimise opportunities for public transport provision;
- Development should ensure that the local community benefits from the opportunities created by the development;
- Where necessary, suitable alternative accommodation for the existing occupants of the site should be provided, considering the potential benefits of their existing accommodation;
- Design should incorporate and promote the highest standards of resource management, addressing areas such as minimising energy use, and waste and incorporating sustainable urban drainage techniques to minimise pollution and the risk of flooding;
- Development should incorporate sustainable construction techniques;
- The impact of air pollution, odour, noise and vibration on new and existing residents should be minimised;

- The use of basement or multi storey car parks or similar methods to maximise land use should be encouraged, provided the potential effects on the historic environment are addressed;
- The potential to open up the Lady Beck Culvert and incorporate it into the proposed designs should be investigated;
- Access to neighbouring areas should be facilitated through street layout, safe crossings, pedestrian and cycle facilities;
- The types of community facilities provided should consider the existing provision on site and the ability of existing educational, training, health and community facilities to manage the increased demand that may result from the proposed development;
- The potential to include renewable energy sources on site should be investigated;
- Carbon dioxide emissions from the proposed development should be minimised;
- Methods of minimising waste production and facilitating recycling should be implemented;
- Design should help to reduce crime; and
- Designs should preserve and enhance the listed buildings and where practical and appropriate other important buildings and their setting on the site.

2.13 The City Council's SPG on Sustainable Design and Construction (May 1998) sets out the City Council's aspirations and requirements to fulfil the objective that new developments are socially, economically and environmentally sustainable.

## Transport Strategy

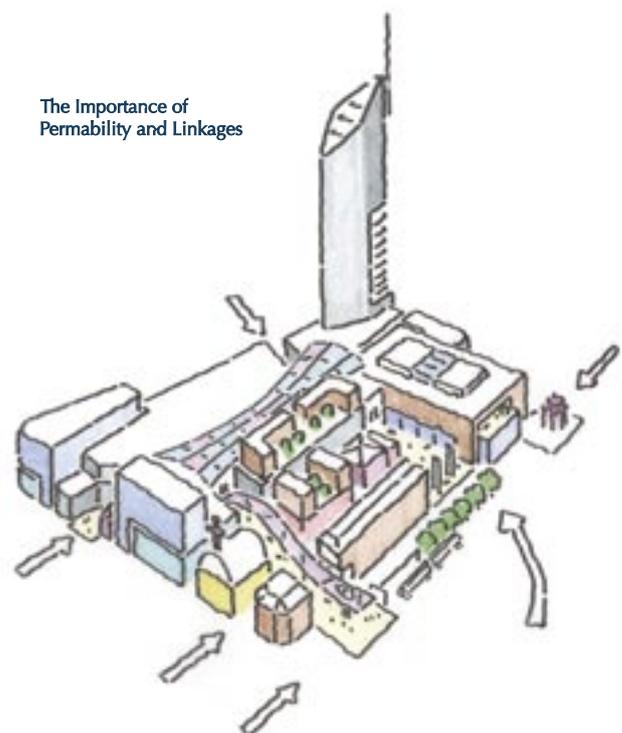
2.14 The development will require a Transport Strategy to address public transport, pedestrian movements, the public highway and access to the site and neighbouring areas, including car parking and servicing, ensuring that this is not to the detriment of the public realm.

2.15 The Transport Strategy will be developed in partnership with the City Council, Highways Agency and other key transport bodies and stakeholders. The objectives of the Transport Strategy should be:

- To develop and formulate proposals for an upgraded highway network that can accommodate the proposed development with its access requirements (e.g. parking, servicing), whilst maintaining additional traffic movements and improving access for public transport (buses and Supertram) and pedestrians; especially across the perceived City Loop Road 'barrier';
- To close (and create) a number of streets to create a site for the development;
- To minimise the impact of traffic in sensitive streets;
- To minimise any detrimental impact on the safe and efficient operation of the Strategic Highway Network;
- To create safe and attractive vehicular access to the development that is highly accessible from the primary network;
- To develop a scheme that provides an appropriate level of high quality car parking as part of a balanced Transport Strategy for the site. The level of car parking should be assessed at the time of the development, based upon the need, and consideration of parking facilities provided in the surrounding area. Car parking should serve the development, include appropriate provision for the disabled, be designed to minimise the risk of car crime, enable the land to be used efficiently and be directly accessible from the primary road network;
- To develop a scheme that provides an appropriate level of servicing to the development that is ideally off-street, unobtrusive and is accessible from the primary road

network;

- To create an attractive high quality City Centre environment with the pedestrianisation of streets and removal of 'rat running' traffic;
- To create convenient and desirable pedestrian routes and crossing facilities that improve linkages to and from the site and surrounding areas;
- To ensure that the proposals adequately address the access needs of all sections of the community;
- To reintegrate the site genuinely with the current Prime Shopping Area, the markets, Quarry Hill and surrounding areas;
- To safeguard and accommodate a corridor for the proposed Supertram;
- To route buses that minimise delays and improve reliability;
- To promote a sustainable development that improves access to public transport services with appropriate Green Transport plans and initiatives; and
- To provide additional cycle facilities.

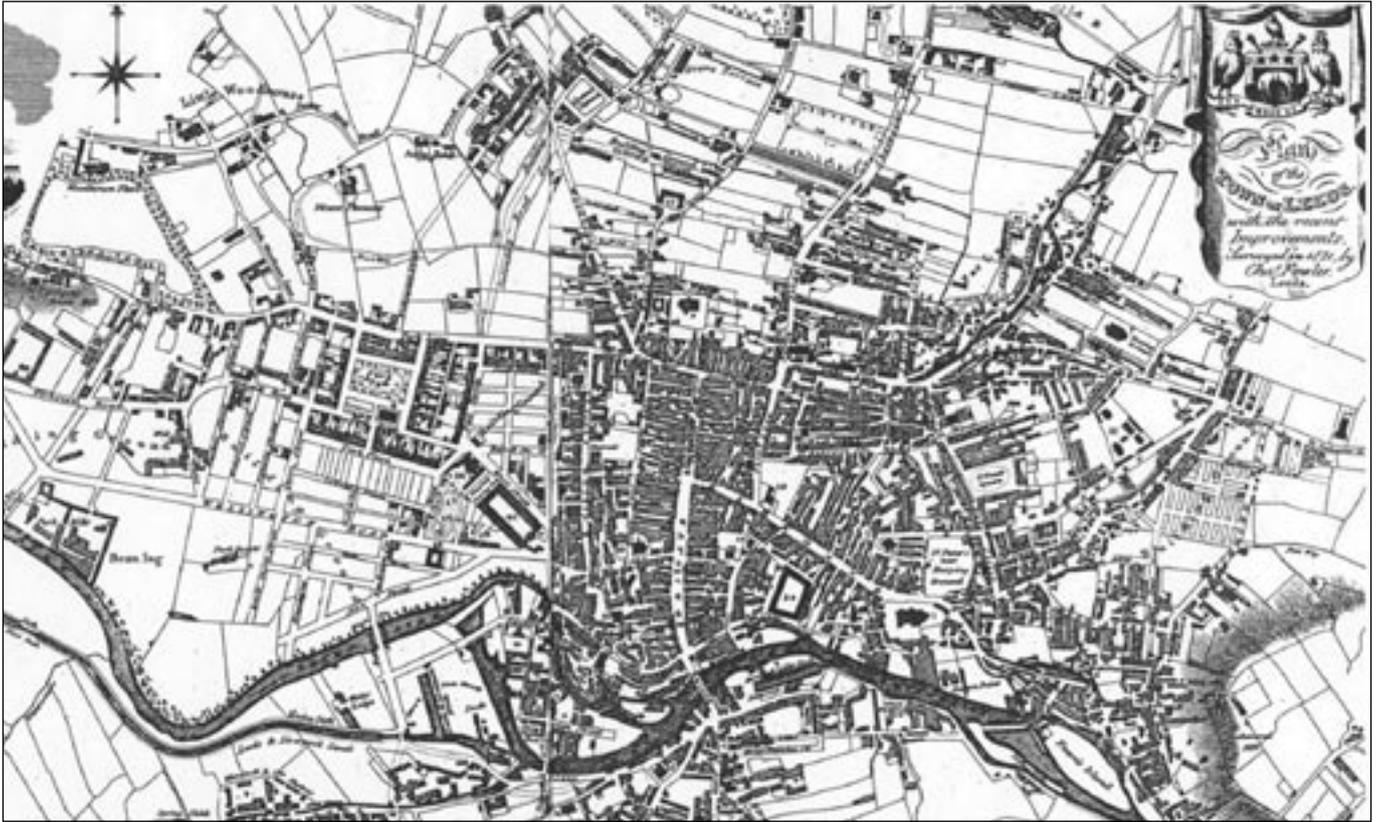


- 2.16 In general the area is well connected in terms of public transport and the car. The Inner Ring Road and City Loop Road provide excellent vehicular access, although at present at the expense of the pedestrian environment. Development proposals should seek to improve pedestrian intergration and accessibility to the area.
- 2.17 Development proposals should seek to improve access and permeability to the existing central bus station which lies immediately to the south east of the site and the train station further afield.
- 2.18 An appropriate level of high quality car parking to serve the development should be provided within basement levels or well designed multi storey, recognising that a significant amount of existing parking will be lost by the development taking place.
- 2.19 Cycle stands are available in a number of City Centre locations as are taxi ranks. Development here will be expected to provide additional cycle parking and cycle facilities.
- 2.20 Any development should be provided with an appropriate level of servicing that is off-street and accessible from the primary road network. The servicing strategy will ensure that the local operational needs are accommodated.
- 2.21 The development will need to allow for accommodating the proposed Supertram which has been proposed to run along Eastgate and pass through the site.

## Implementation

- 2.22 The need to plan comprehensively across the whole area on a co-ordinated basis; to rationalise and recreate historic street patterns; to deliver public space in the desired quantity and location; to optimise the distribution and layout of the retail and other uses; to co-ordinate the architecture and deliver the best quality buildings and spaces; and to phase implementation of constituent elements calls for a considered approach to the comprehensive and co-ordinated masterplanning and layout of the whole area.
- 2.23 The City Council will encourage a private sector led scheme but recognises, and will use if necessary, the powers the Council has to acquire property compulsorily if necessary to progress comprehensive development.

- 3.1 In accordance with the City Council's standard requirements for applications and the new planning regime, the City Council will wish to enter pre-application discussions on any proposals for this site and will co-ordinate relevant departments within the Council.
- 3.2 The City Council will require the following information, as a minimum, to aid the determination of any future application:
- Environmental Impact Assessment – to assess the possible environmental impacts of the proposed development which will include an evaluation of:
    - Socio/Economic factors
    - Townscape and visual quality
    - Historic buildings
    - Archaeology
    - Transportation and access
    - Noise and vibration
    - Air quality
    - Wind
    - Flood risk
    - Daylight and sunlight
    - Construction programme and impact
    - Cumulative impacts
  - Planning Statement – setting the proposals out to draw conformity with planning policy for the site.
  - Design statement – to include urban design analysis, an agreed masterplan, massing details, contextual studies, illustrations and visualisations. This should also cover public art.
  - Sustainability Statement – addressing economic, social and environmental impacts.
  - Transport Assessment – addressing the impact on the local and strategic road network, public transport and the appropriate level of car parking provision in context with the parking policy for the City Centre.
  - Retail Assessment – illustrating the anticipated retail impacts of the proposals.
  - Sustainable Drainage Proposals.
  - Statement of Community Involvement.
  - Historic Buildings Report – setting out an evaluation of all buildings on the site, their location, merits and consideration of the opportunity, appropriate to include them within the scheme together with a justification in support of their proposed retention or removal.
- 3.3 Through Planning Obligations or Conditions the Council will wish to cover where relevant to the submitted scheme and amongst other matters, the following:
- Phasing and implementation
  - Management of the urban landscape and public realm
  - Required contributions to public transport including specifically Supertram in accordance with SPG
  - Affordable housing
  - Public Art
  - Education provision
  - Highway works, implementation and parking controls
  - Employment and training
  - Public open space.



Plan of Leeds, 1821

## ANNEX ONE: Site History

4.1 Slum clearance of the early twentieth century created the opportunity in Leeds to develop grand urban schemes. As a consequence, Sir Reginald Blomfield and GW Atkinson drew up plans for an entirely new eastern link fronted by buildings with uniform facades as well as widening the Headrow, creating a strong east-west axis. This led to the creation of Eastgate to complement the newly completed New York Road.

4.2 Eastgate was a dense core of manufacturing and warehouse buildings with strong links to the adjoining City Centre areas. This changed in the late 1960s when the inner ring road was built and cut off all but a few links to the north. As manufacturing declined swathes of factory buildings were demolished. Many of these areas are now surface car parks and much of the fine historic street grain has been lost.



York Street and Quarry Hill Clearance Scheme in the mid 1890's



Quarry Hill Flats 1938



Damage from bombing 1939

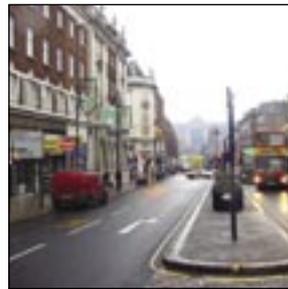
- 4.3 A Terry Farrell masterplan in 1990 promoted a mixed use development for much of the area, integrating it into the rest of the City Centre. This considered Blomfield's original axial arrangement and added new pedestrian connections northwards and southwesterly to the market.
- 4.4 Today however, much of this eastern section of the City continues to suffer from neglect. Many buildings within the site are run down and degraded and the predominant land use, which fails to recognise its full potential, is car parking
- 4.5 Future proposals have the opportunity on a comprehensive and co-ordinated basis to create a new vision and build upon and enhance the area, preserving the best of the historic environment, and working with the historic grain, creating a vibrant new quarter, connecting it to the rest of the City Centre.



Lady Lane



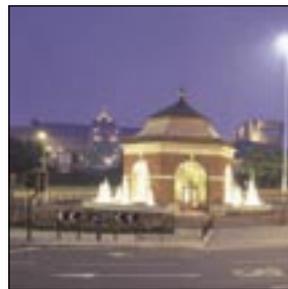
Templar Hotel



Blomfield Axis



National Deposit House



Blomfield Petrol Station



Re-inhabiting the Post-industrial Landscape



## ANNEX TWO: Consultation and Community Involvement

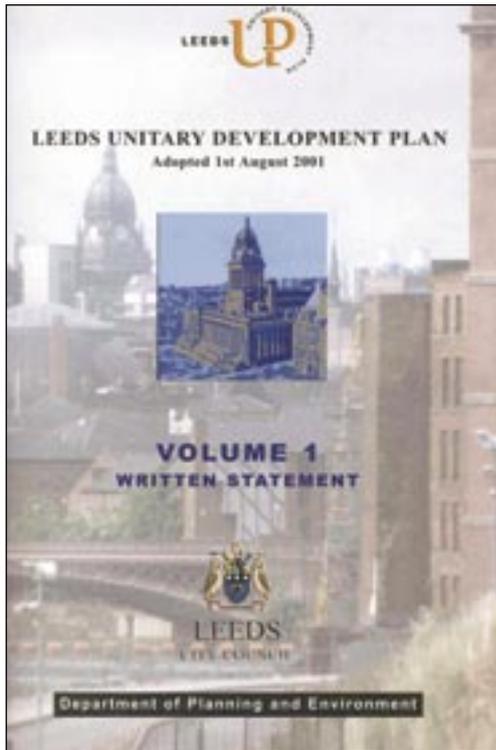
4.6 Public consultation is an integral part of the new planning regime. Development plans and proposals should be subject to early and thorough public consultation in order to understand, and where possible, address concerns and issues.

4.7 The SPD is based on principles and objectives which have evolved through extensive consultation. Public consultation should continue to play an important part in the evolution of development proposals for the area, including the preparation of subsequent planning applications.

4.8 Accordingly, the following organisations have been, and should continue to be, consulted in addition to local and on-site residents, stakeholders and businesses:

- 20th Century Society
- CABE
- English Heritage
- English Nature
- Government Office
- Leeds Architecture and Design Initiative (LADI)
- Leeds Chamber of Commerce
- Leeds Civic Trust
- Regional Planning Body
- The Environment Agency
- Thoresby Society
- Town and parish councils
- Victorian Society
- Yorkshire Forward
- West Yorkshire Public Transport Executive (WYPTE)
- Highways Agency





Leeds Unitary Development Plan (2001)

## ANNEX THREE: Policy Context

4.9 A detailed policy review of the SPD proposals is contained within the accompanying Sustainability Appraisal Report. However, an overview is set out below.

### NATIONAL

4.10 The principles of this SPD, and those which should underpin future development, strongly reflect national planning objectives and policy, as set out in government guidance and policy advice notes. A considerable amount of government guidance is relevant to development proposals of this scale. However, principally relevant policy includes PPS1, PPS 6, PPS 12, PPG's 3, 4, 13, 14, 15, 16, 17, 24 and 25.

### REGIONAL

4.11 The Regional Spatial Strategy for Yorkshire and the Humber (2004) provides the spatial framework and a broad strategy for the development and use of land within the region to 2016. Once again with a major mixed use development

of this scale much of the regional policy provides relevant context. However, particular context and policy compliance is drawn from the vision, objectives and strategy Policies S1 through S6, Spatial Strategy, P1 which provides for City Centres as the focus for shopping, cultural, social, leisure and business services, H1 and H2 concerning housing, Policies T1, 2, 3, 6 and 9 concerning transport strategy, social infrastructure policies including the retail strategy set out in Policy SOC 3, Policy N2 concerning historic and cultural resources as well as general resource management.

## LEEDS UPD

4.12 The purpose of the SPD is to supplement adopted UDP policy. The Eastgate and Harewood Quarter is logically defined on plan to achieve a co-ordinated and comprehensive regeneration area. It draws together a number of policies and proposals within the UDP to create a vision and plan for this incomplete quarter of the City Centre. Many policies are relevant from the UDP and draw context for the proposals for the area.

4.13 The whole site falls within the defined City Centre where the City Centre policies of the UDP apply (Policy CC2). Strategic objectives seek to promote the development of City Centre to support the aspiration of Leeds to become one of Europe's principal cities (Policy SA9). A strategic principle seeks to enhance the City Centre by a planned approach to its expansion (Policy SP8). Much of the area is already within the Prime Shopping Quarter where retail use is supported as the principle use (Policy CC21). Specific Proposal Areas 15 and 16 cover large parts of the Area, 15 being part of a wider area which extends to Kirkgate Market, both of which support and encourage further development particularly retail but also other subsidiary elements such as leisure, residential and other uses. The fundamental aim of these Area Proposals is to encourage the realisation of the opportunity to create a lively mixed character area with significant potential for retail development. A small part of the north west corner of the site overlaps with the Entertainment Quarter.

4.14 Much of the UDP's strategic aims in policies SA1 through to SA9 provide context to these proposals and policy endorsement, as too do strategic policies SP1 through to SP8 all of which influence the detailed policies of the UDP.

4.15 Environmental considerations relevant here are drawn context from policies N1, N4 concerning green space and N12 through to N27 concerning appropriate considerations for the urban built environment including, conservation and listed building issues. Policy N29 concerns archaeology which is also relevant here.

4.16 Transport policy context is set out in Policies T1, T2 and T4 through to T7A. T9 concerns public transport aims and equally sets relevant context and T12, 13 and 14 concern Supertram which is relevant. The relevant car parking policies are set out in policy T24.

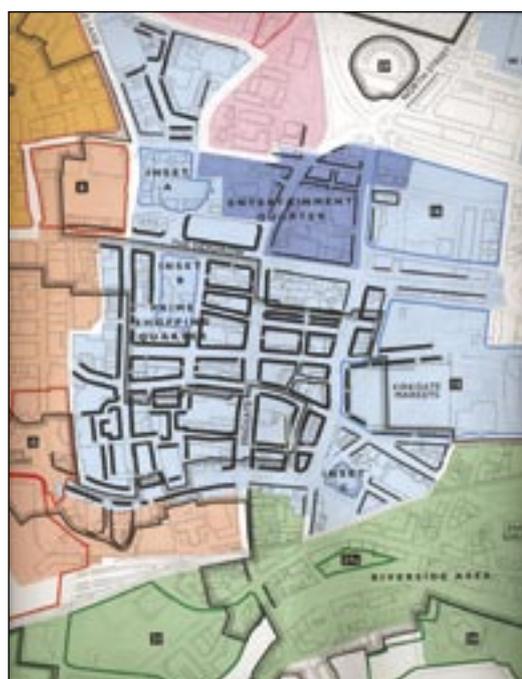
4.17 Polices C3 and C4 highlight the importance of good design within the City Centre, especially at gateway locations. These polices highlight the importance of innovative design for new buildings and spaces.

4.18 Further design guidance for the City Centre is provided by the Leeds City Centre Urban Design Strategy. This document should be considered alongside Polices C3 and C4 as it sets out the aspirations and issues associated with the Retail and Entertainment Quarter and outlines key urban design principles for the City Centre.

4.19 Policy H7 provides specific context and encouragement for City Centre housing with specific policy also concerning social housing needs.

4.20 Policy S1 provides context for the approach taken to retail encouraging the role of the City Centre as a Regional Shopping Centre including new major retail development.

4.21 Planning Obligations will be sought by the City Council in order to facilitate the development of the Eastgate and Harewood Quarter. Policy guidance on the City Council's approach to Planning Obligations is set out in Policy GP7 and CC1.



Extract from Leeds Unitary Development Plan (2001)