



Leicester
City Council

Abbey Ward

CABINET – Strategic Planning & Regeneration

4th September 2000

Northgate Street / Sanvey Gate – Site Development Guidance.

Report of the Director of Environment and Development

1 Purpose of Report

To seek member approval for the Northgate Street/Sanvey Gate Site Development Guidance

2. Summary

This site lies on the corner of Northgate Street and Sanvey Gate within the SRB 2 (Single Regeneration Budget) area. It is one of the key sites identified in this area with development potential, particularly if all of the land ownerships are combined to create a larger re-development site.

The site development guidance sets out the City Council's planning and urban design requirements for any re-development or conversion proposals for this site. It also sets out the range of land uses that could be accommodated on it.

Draft guidance was approved for consultation by the Planning & Transportation Committee at its meeting on 31st May 2000. The details of the consultation exercise (which lasted 3 weeks) are set out in Paper 1

3 Recommendations

Members of the Cabinet are recommended to ADOPT the Northgate Street/Sanvey Gate Site Development Guidance as Supplementary Planning Guidance to the City of Leicester Local Plan.

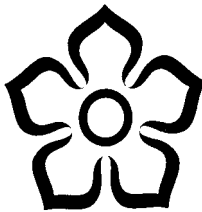
4 Financial Implications

There are no direct financial implications for the City Council. The site lies within an SRB area where grants are available to encourage development and the creation of jobs for local people.

5 Report Author/Officer to contact:

Nigel Reeves, Urban Design, E&D. Extension: 7239

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Leicester
City Council

**WARDS AFFECTED:
Abbey**

**FORWARD TIMETABLE OF CONSULTATION AND
MEETINGS:**

CABINET

4th SEPTEMBER 2000

Northgate Street/Sanvey Gate – Site Development Guidance

Report of the Director of Environment & Development

SUPPORTING INFORMATION

1. Details of Parties Consulted on Site Development Guidance.

City Council Departments

- Director of Arts & Leisure (City Archaeologist)
- Head of Legal Services

Site Owners

A copy of the guidance was sent to the landowners and agents acting on behalf of them.

Adjoining and neighbouring businesses.

Copies of the guidance were sent to all neighbouring businesses.

There are no neighbouring residential properties in this area.

Consultation Replies:

A letter has been received from the agent representing the owner of the "Gill" site, making the following comments/observations:

- The proposal for 3-storey buildings on this site would appear to be unrealistic and uneconomic outside of the City Centre. There is also a lack of demand for this type of building.
- Old Mill Lane is a major problem in regenerating this site, because it separates the site. Footpath diversion orders can be time consuming.
- The smaller electricity sub station is still in use and moving this could be very expensive.
- A quasi-retail use would be better in this location.

Response.

The site development guidance sets out the City Councils aspirations to achieve better quality development and thus encourage the re-generation of the wider area. Although 3-storey buildings may be difficult to achieve in the current market, this does not mean that they cannot be achieved in the future if the regeneration of this area takes off as envisaged under the SRB2 programme. I consider that this requirement should be unaltered.

Old Mill Lane is a long established right of way, which divides the site in two. If a large-scale comprehensive re-development scheme is proposed, then the retention, diversion or closure of Old Mill Lane would have to be considered against the overall merits and quality of the development. Its closure would also involve a highway closure order, which can take at least 6 months to complete and significantly longer if objections are received. I consider that the current wording in the SDG allows sufficient flexibility.

A significant increase in the amount of Class A1 (Retail) or Class A3 (Food & Drink) on this site could affect retail trade in the City Centre and other town centres, and would thus need to meet the sequential test requirements set out in PPG6.

A letter has also been received from the agent representing the owners of 13-15 Northgate Street, making the following points:

- If we are seeking to achieve cultural and leisure developments, then significantly more Class A1 and A3 uses would be required to assist the developer regenerate the site, over and above the 200 sq.m. set out in the SDG.
- Old Mill Lane dissects the site thus making a comprehensive scheme unlikely.
- A comprehensive scheme with prominent buildings and occupiers will not be satisfied with an access from the rear off Northumberland Street. A re-alignment of the recently installed bus-priority traffic lights at the Northgate Street junction may be required.

Response.

The first two points are already covered in the response to the comments from the agent representing the owner of the 'Gill Site' set out above.

A redesign of the bus priority traffic lights would be costly and may not be in the best interests of creating bus priority measures along key public transport corridors. Limited access from Sanvey Gate will be allowed, but the bulk of traffic will have to access the site from the rear.

A letter has also been received from Andrew & Ashwell suggesting that it is extremely unlikely that the SPG proposals will assist in the regeneration of the area. The only requirement for multi-storey development is for residential and the already fragile market for office space is likely to be further damaged if workplace parking taxes or further restrictions on workplace parking are introduced. They recommend that the city Council adopt a much more open minded approach to redevelopment of this site.

Response

The SDG does allow quite a wide range of different uses on this site. I accept that the market for office development is fragile in the area, but this does not mean that once re-generation of the area begins, this will not change. A more open minded approach to re-development is likely to involve large scale retail, which would not meet the 'sequential test' on this site.

Finally, a letter has been received Robert Pochin Ltd, who own the freehold of a warehouse premises on Craven Street. They welcome any commercial initiatives that will help to revitalise this part of Leicester. The main concern that they have relates to the possible disruption to traffic flows during construction, because they are very dependent on customers collecting orders and suppliers making regular bulk deliveries.

They would object to any change to the existing street parking arrangements and also point out that the streets in the vicinity of their premises are very narrow which could lead to traffic problems.

Response.

Some disruption in the area will be inevitable (e.g. while buildings are demolished) and this will be difficult to avoid.

Craven Street itself is 8.0 m. wide and thus is wider than a normal industrial estate road. This extra width will also assist large articulated lorries turning into Northumberland Street, which is not as wide. The site access off Northumberland Street will need to be designed so that easy access/egress can be achieved. An alternative route via Berkley Street is also available if access via Northumberland Street is difficult.

There are no proposals in this SDG to remove on-street parking spaces in this area.

Conclusion – Consultation Exercise

I am satisfied that the consultation replies does not raise any substantive issues that require alterations to the SDG. There are some issues of disagreement, but these can be dealt with during the course of the consideration of any future planning applications on this site.

2. Implications Contained in this Report

Equal Opportunities Implications

The Site Development Guidance includes requirements to ensure that any new buildings are accessible to disabled people.

Legal Implications

There are no direct legal implications for the Council. Any development agreements that the City Council may wish to pursue in respect of this site would be the subject of further detailed reports setting out the options available and the case for those options.

Sustainability and Environmental Implications (including EMAS)

The guidance includes measures to encourage sustainability, particularly in the encouragement of energy efficient measures in new buildings and in reducing car parking levels.

The EMAS objectives and targets are not applicable on this site.

Crime and Disorder Implications

The guidance includes measures to help engender public safety and security.

Background Papers - Local Government Act 1972

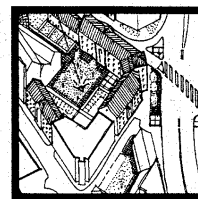
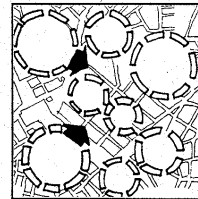
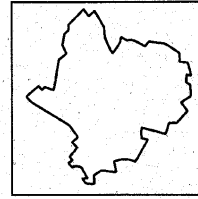
City of Leicester Local Plan 1994

Leicester's Core Area Regeneration Programme 1996-2002.

St Margaret's Regeneration Area Urban Design Strategy.

Northgate Street / Sanvey Gate – Site Development Guidance (Draft), Planning & Transportation Committee 31.5.2000

Supplementary Planning Guidance



Type: Site Development Guidance

Subject: Northgate Street/Sanvey Gate

Status:

Date: August 2000



Northgate Street/Sanvey Gate - Site Development Guidance.

1. Introduction.

The site is located within the SRB2 area (Single Regeneration Budget) which is focused on the Sanvey Gate/ St Margarets area of the city. One of the main objectives of this strategy is to ensure that derelict and under used buildings and sites are either redeveloped or refurbished for re-use. This is one of the key sites in the area with significant development potential.

The site development guidance sets out the City Council's planning and urban design requirements and has been prepared to facilitate a comprehensive development approach.

2. The Site.

The site is located on the north-east side of Sanvey Gate / Northgate Street junction. It measures a total of approximately 0.6 ha. (1.5 acres). The site is divided into two parts by Old Mill Lane. To the east is a large, mainly open site used for storage purposes (known as the 'Gill Site'). The development site also includes land and buildings to the west of Old Mill Lane, including a number of shops units facing onto the Sanvey Gate/Northgate Street corner, a cleared site, a garage and an electricity sub station.

Currently access to the Gill site can be obtained from either Sanvey Gate or Northumberland Street. Access to some of the other land and buildings can be obtained from Old Mill Lane, which is an adopted highway. Royal Kent Street, which still appears on the Ordnance Survey base maps, does not form part of the adopted highway.

The Northgate Street highway improvement line also affects the frontages of 1-15 Northgate Street and the return into Sanvey Gate. This is indicated on Plan 3.

3. Ownership.

The site is currently fragmented into a large number of land ownerships. The largest single land holding is the Gill site, which measures 0.38 ha (0.9 acres).

The list of owners that was revealed by the title investigation in June 1999, is available for inspection (Contact P.High, Property Services Tel : 0116 252 5042)

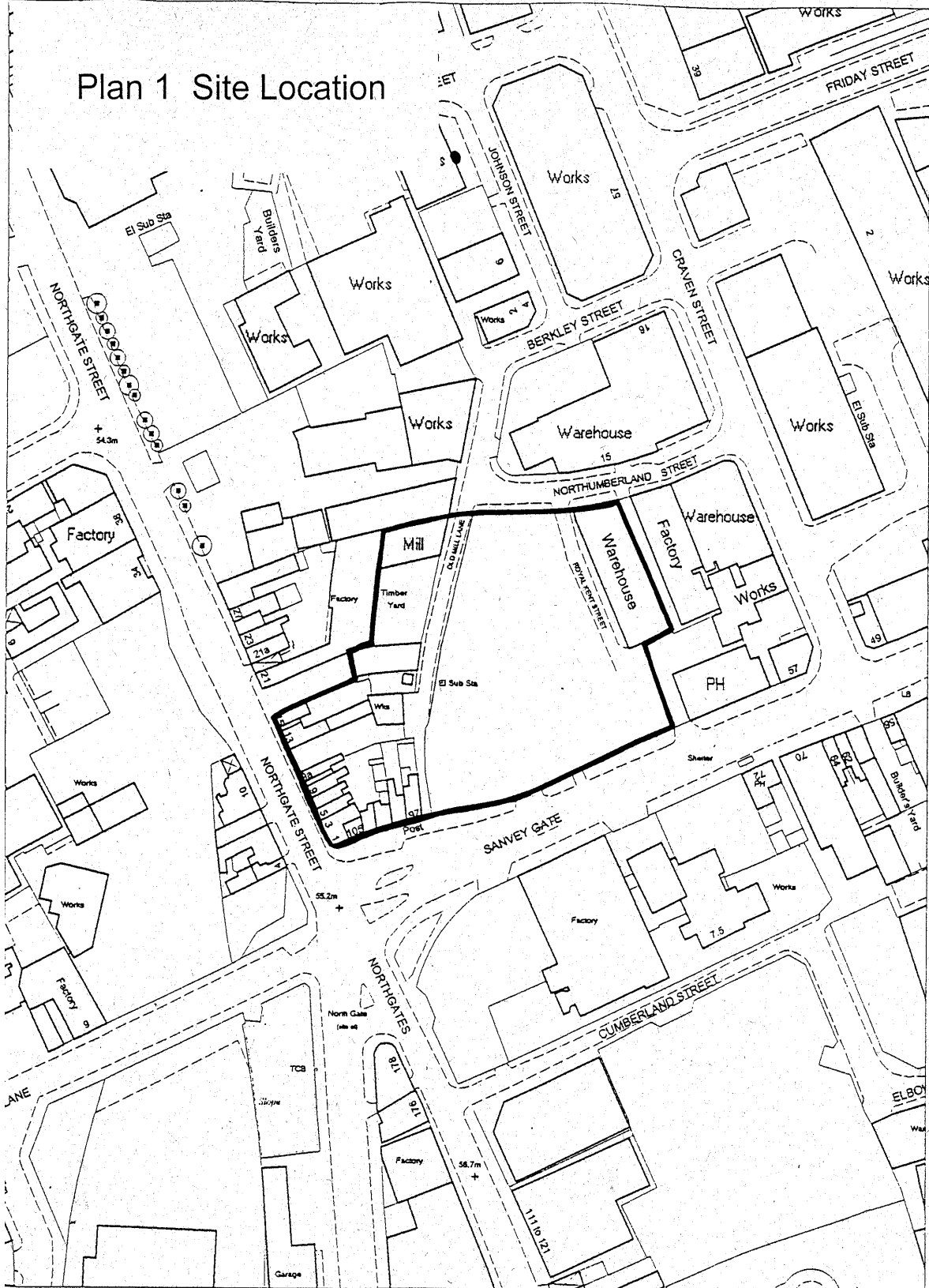
4. Existing Uses.

The current lawful uses for the different buildings and land that make up this development opportunity site are as follows:

The 'Gill Site', Sanvey Gate

This site was used for many years for the storage and trade sales of timber products. The buildings on the site have been demolished and the site is now used for open storage.

Plan 1 Site Location



Based upon the Ordnance Survey's 1:1250 map with the permission of the Controller of H.M. Stationary Office. Crown Copyright Reserved

Scale 1:1250
Date: 19/4/2000

Peter Webster, Director,
Environment & Development
Leicester City Council

97-105 Sanvey Gate and 1-15 Northgate Street (apart from 11 Northgate Street).

All of these premises comprise two story buildings fronting onto either Northgate Street or Sanvey Gate, containing shops on the ground floor and storage/former residential accommodation above.

11 Northgate Street.

This is a slightly larger site, which comprises a predominantly cleared area of land facing onto Northgate Street and a single storey workshop with permission for motor vehicle body repairs (Class B2), at the rear facing onto Old Mill Lane.

Mill Building, Old Mill Lane.

This has a general industrial lawful use (Class B2)

Electricity Sub Station, Old Mill Lane.

Currently used as an electricity sub station.

The above classifications represent the informal opinion of Leicester City Council. For a definitive position to be established a Certificate of Lawful Use should be applied for.

5. Planning Policy Context & Potential Land Uses.

City of Leicester Local Plan

The City of Leicester Local Plan (CLLP) was adopted in 1994 and allocates the whole of this site and its immediate surroundings as being within 'a primarily employment area', where planning permission for the following uses will normally be granted.

- *Class B1 (Business - i.e. offices, research & development and light industry)*
- *Class B2 (General Industry)*

A motor dealership containing car sales with a significant proportion of servicing and repair functions may also be acceptable.

The CLLP is currently being reviewed. Although the above allocation is the preferred option, the site is also likely to fall within a new designation of 'Central Commercial Zone'. This zone will define the area of search within which key City Centre uses (including cultural and leisure development) will be encouraged to locate.

For this reason if the site is comprehensively acquired and developed, a number of alternative land uses may be acceptable (subject to a consideration of their individual merits and the final designation of this area in the emerging Local Plan).

These may include a *hotel (Class C1), leisure uses such as a health/fitness club (Class D2), or possibly a casino with an associated restaurant.*

Although not a preferred use, *Residential development (Class C3)* may also be acceptable in certain circumstances, to encourage a mix of uses and vitality in this area. This could be in the form of live/work units or loft apartments in the upper floors of new buildings. Because of

the high level of traffic noise and the presence nearby of general industrial uses, the design and orientation of any residential units needs to be carefully considered (possibly using a courtyard style development which will shield potential noise nuisance by building placement).

Early discussion with the City Council is strongly recommended before the overall site layout and land uses are finalised, to ascertain the acceptability of residential uses if they are being considered for this site. There may also be a requirement for an element of affordable housing in line with CLLP Policy H3(a) and the accompanying supplementary planning guidance. This should again be discussed with the City Council.

The site lies within the Storage and Distribution Restriction Zone in the CLLP. Therefore any redevelopment proposals containing Class B8 (Storage and Distribution) Use would not be acceptable.

Uses that would not be acceptable are:

- Retail (Class A1) or Food and Drink (Class A3) unless the use was limited to no more than 200 sq.m. and formed part of a larger mixed use development,

6. Site Layout and Urban Design.

This site is in a very prominent location and therefore a high quality will be sought in any redevelopment proposals.

In the case of the whole site being assembled for a single user, the City Council may accept the diversion, or in very exceptional circumstances the closure, of Old Mill Lane. Proposals would however have to offer clear advantages in urban design terms that would justify the diversion or closure of this link, which in addition would involve a highway closure order.

The City Council's preferred option though, is to retain Old Mill Lane, which provides direct connections for pedestrians and cyclists from Northumberland Street to Sanvey Gate.

The re-development of this site should meet the following urban design objectives:

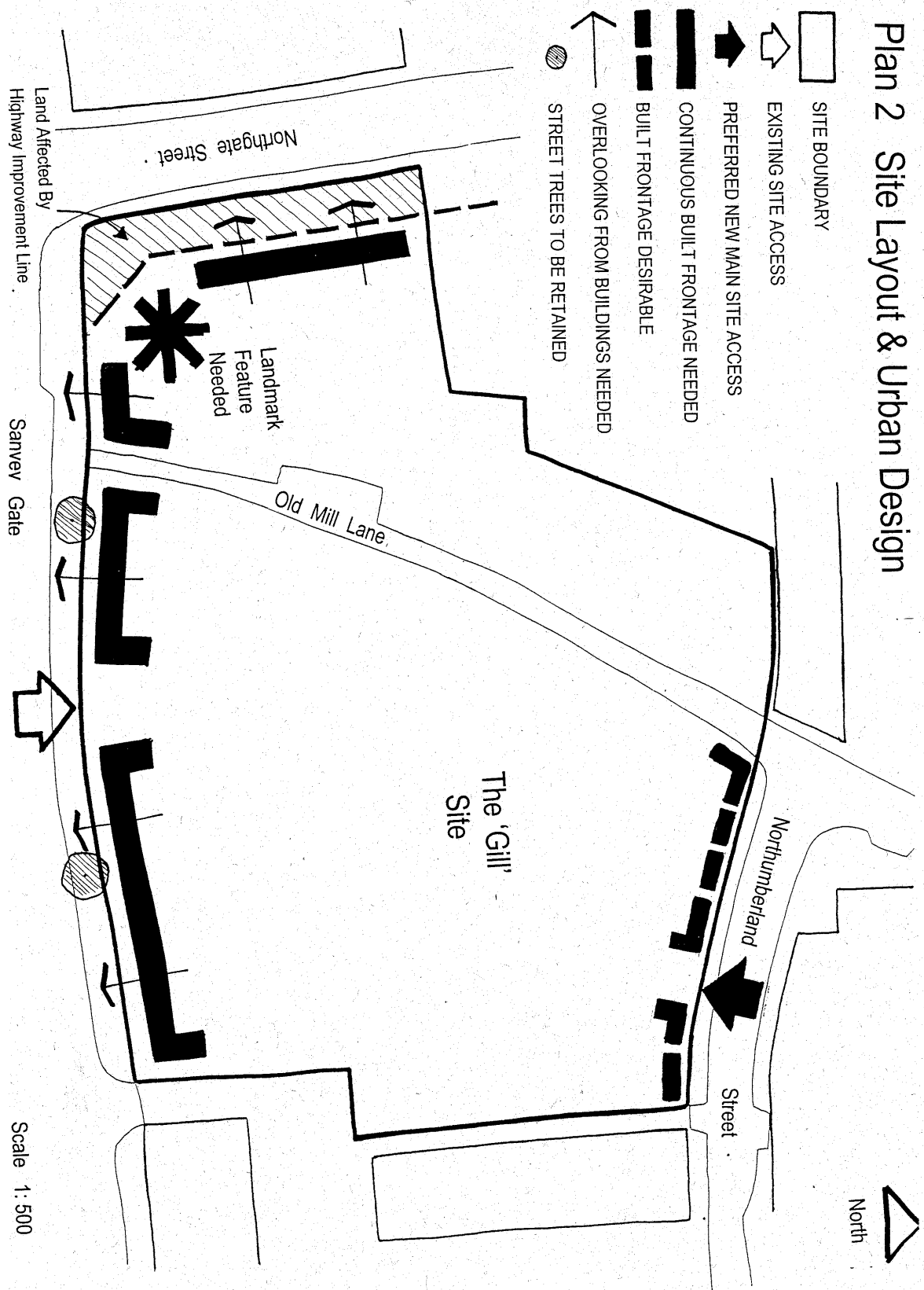
- Generally, a continuous, or near continuous built frontage, will be sought along Northgate Street (subject to the highway improvement line) and Sanvey Gate. This should be close to the back of footway. These elevations must not comprise blank frontages to the street, but instead they should contain windows with entrances at ground floor level, to provide overlooking and activity onto it.

The building design must address the Northgate Street/Sanvey Gate corner, by providing a landmark element either within the design of the building elevations or by providing an additional vertical emphasis to the building (e.g. tower feature).

- Building heights should be at least 2/3 storeys in height to reflect the site location close to the city centre. If required, buildings up to 3/4 storeys in height may be acceptable on the Northgate Street/Sanvey Gate corner, to achieve the landmark feature that is required in this location.

A contemporary building design will be encouraged in this location.

Plan 2 Site Layout & Urban Design



- Car parking areas should generally be contained within courtyards or located at the sides or to the rear of buildings, rather than being located prominently in front of them, especially on the main Northgate Street and Sanvey Gate frontages.
- Quality boundary treatments will be expected adjacent to all public areas (e.g. streets and footpaths). The use of landscape planting may be required depending on the site and building layout.
- The design of spaces around and the approaches to any buildings, must be fully accessible for disabled people.

The above requirements are indicated on Plan 2.

7. Access, Highway and Parking Requirements.

A highway improvement line affects the Northgate Street boundary to the site. This is part of the wider Groby Road/Woodgate/Northgate Street (A50) highway improvements.

The amount of land required for this turning lane is shown on Plan 3.

Access to the site can be achieved as follows:

- Northumberland Street – this should be the main access and servicing route for the 'Gill Site' and/or any wider re-development proposals.
- The existing access to the Gill Site off Sanvey Gate - The layout should be designed to prevent significant levels of traffic using this access and must prevent any right turning movements into and out of the site at this point).
- Old Mill Lane – access to the rears of properties on 1-15 Northgate Street and 97-105 Sanvey Gate.

Where a new site access for vehicles is required, 2m. x 2 m. sight lines must be provided on either side of it, for reasons of pedestrian safety. New gates must also be set back 5.0 m. from the back of footway.

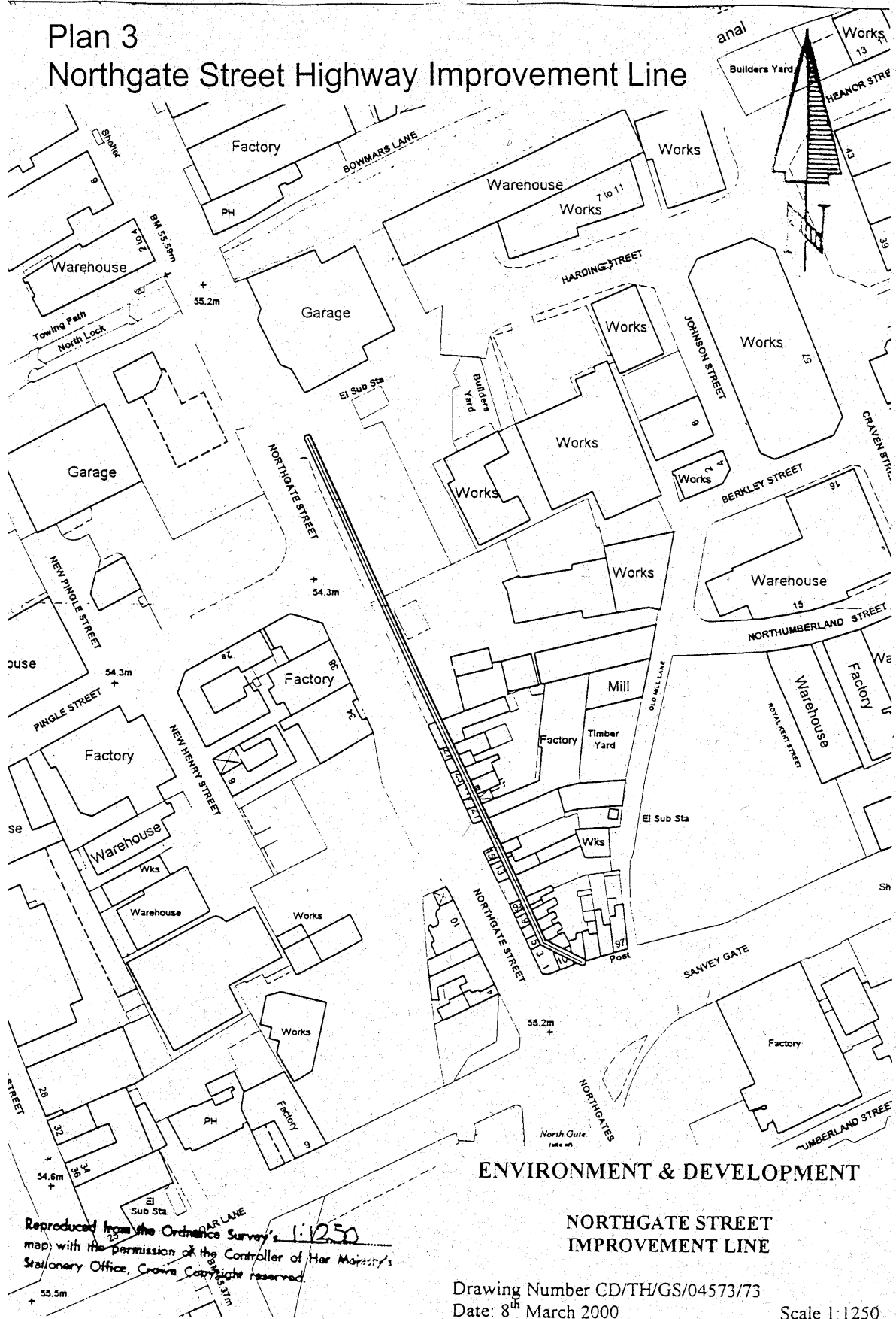
The site lies within the Central Parking Boundary in the CLLP. The number of parking spaces that can be provided, will be restricted to the maximum standards set out in Appendix A. These standards will be reviewed as part of the review of the CLLP and advice should be sought from the City Council when pre-application enquiries are made.

8. Archaeology.

This site lies immediately adjacent to the walled Roman and medieval town. Previous archaeological evaluation on the Gill site has revealed the presence of well preserved archaeological deposits (including building remains, wells etc), particularly along the Sanvey Gate street frontage.

The mid 19th century buildings facing onto the corner (97-105 Sanvey Gate and 1-15 Northgate Street) could contain earlier post-medieval fabric or structures within or beneath the existing buildings.

Plan 3 Northgate Street Highway Improvement Line



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ENVIRONMENT & DEVELOPMENT

NORTHGATE STREET IMPROVEMENT LINE

Drawing Number CD/TH/GS/04573/73
Date: 8th March 2000
Scale 1:1250

Prior to the submission of any planning applications, an Archaeological Impact Assessment (AIA) including a Buildings Appraisal should be prepared and submitted to the City Council for consideration.

The AIA should be carried out to a standard agreed with the City Council, and undertaken by a professionally qualified archaeologist and building recorder. The Building Appraisal will aim to define the character and significance of the building(s) likely to be effected by the proposals. It should identify and locate any archaeologically significant remains, and propose suitable treatment in the light of the proposed development impact.

The AIA will then enable the City Council to properly evaluate the archaeological impact of any development proposals.

Prospective developers are encouraged to contact Richard Clark (Archaeologist, Jewry Wall Museum (Tel: 0116 247 3023) at the earliest opportunity regarding this matter and to discuss the above requirements in more detail.

9. Energy Efficiency.

New buildings should demonstrate good practice in energy efficiency and water conservation. Non residential development should achieve a “very good” rating in terms of energy efficiency under the Building Research Establishment Environmental Assessment Method (BREEAM 5/93). Residential development should achieve a National Home Energy Rating of 9 or above.

10. Availability of Grants.

The site lies within an SRB area where grants are available to encourage development and the generation of jobs for local people. There are 3 grants of potential relevance to this site.

- | | | |
|-------------------------------|---|---|
| a) EC1 Site Development | - | This provides gap funding to the developer for the speculative development of brown field sites and the refurbishment for let or sale of derelict properties. |
| b) EC2 Premises Improvement | - | This grant, calculated on a percentage basis, can fund internal improvements, alterations and conversions to existing industrial / commercial buildings. |
| C) ENV2 Corridor Enhancements | - | This grant is available to building owners for external improvements to industrial / commercial premises visible from main routes. |

11. Contacts.

Development Control - Christine Sarris (0116 252 7260)
- Fabian D'Costa (0116 252 7246)

(Pre-application enquiries and planning applications)

Other useful contacts:

Urban Design - Nigel Reeves (0116 252 7239)
Highways - Devinder Singh (0116 252 6553)
Highway Management - Paul Standley (0116 252 6605)
Pollution Control - Steve Quick (0116 252 6401)
Property - Chris Ingham (0116 252 5040)
- Peter High (0116 252 5042)
Grants - Robin Knowles (0116 252 6842)

