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**Report of the Director of Development**  
**Development Plan Panel**  
**Date: 15<sup>th</sup> August 2006**

**Subject: West Leeds Gateway Area Action Plan – Issues and Alternative Options**

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**Electoral Wards Affected:**

**Armley, Farnley and Wortley and City and Hunslet**

**Specific Implications For:**

- Ethnic minorities
- Women
- Disabled people
- Narrowing the Gap

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**1. PURPOSE OF REPORT**

- 1.1 The purpose of this report is to present to Development Plan Panel Members the attached Issues and Options paper for the regeneration of the West Leeds Gateway Area Action Plan (AAP). The report follows the one which was presented to Development Plan Panel on 5 July 2005 which 'set the scene' for the preparation of the AAP and provided the strategic planning and regeneration context within which it is being drawn up. A progress report was also submitted to the Panel on 6 September 2005.
- 1.2. This paper develops the work further and sets out the key role of the AAP in helping to regenerate this part of West Leeds and introduces the Issues and Options Paper (attached). This paper has been developed over the past 12 months through the work of consultants and discussions with West Leeds Area Management and other key organisations. The Issues and Options Paper provides background information which helps to shape the approach to preparing the Action Plan and describes the issues facing the area today, including both challenges and opportunities.
- 1.3 Three options for the regeneration of the area are described, involving different levels of intervention and potential change. These options for future regeneration of the West Leeds Gateway Area will be used to engage local communities and key stakeholders at the informal stage of the consultation process (Regulation 25), which will take place in September and October this year. A Sustainability Appraisal has also been prepared for consideration at this time.

## 2 THE ROLE OF THE WEST LEEDS GATEWAY AAP

### Main Role of the AAP

2.1 The broad role for the AAP is essentially to:

- provide a co-coordinated approach to the sustainable regeneration of the area, including its spatial planning within the context of Leeds and its Region;
- establish a statutory planning framework for the implementation of the West Leeds Gateway, to guide development and change and provide a catalyst for the area's regeneration and growth;
- ensure that the importance of the regeneration of the West Leeds Gateway to local communities is fully recognised in securing connectivity and linkages both within West Leeds and to the City Centre;
- contribute to the regeneration/renaissance objectives of the City Council and the Local Strategic Partnership – the Leeds Initiative.

### Key Objectives

2.2 These may be summarised as being to :

- provide a framework for the regeneration of the West Leeds Gateway area and a sound foundation for the implementation of key improvement works over the next 10 years.
- provide a catalyst to promote improved joint working between public and private agencies that have a responsibility to improve the health, prosperity and well being of the people of West Leeds.
- maintain, improve and increase the safety, quality and usability of greenspace for the enjoyment and improved well-being of the local community.
- raise educational achievement and employment skills.
- maintain and provide an improved variety of employment opportunities.
- Make the West Leeds Gateway Area a safer and more attractive place in which to live, work and play.
- promote and support the provision of appropriate and accessible neighbourhood facilities, for example health care provision, education/training and leisure opportunities.
- improve the vitality and viability of Armley Town Centre.
- Improve the quality of the existing housing stock and provide opportunities for the provision of new housing to provide a variety of tenure types.
- provide greater accessibility for pedestrians, cyclists and public transport users within, into and out of the area by traffic management measures.

### Guiding Principles

2.3 Despite high levels of deprivation and physical decay, there are opportunities to halt and reverse the spiral of decline if appropriate levels of investment are made in time. Tackling the specific issues of local deprivation in the Armley and Lower Wortley

areas will also have a strategic impact in providing the catalyst to the economic growth of the whole of West Leeds, hence the name for the regeneration area, the West Leeds Gateway.

- 2.4 The key guiding principle is that the regeneration plans in West Leeds Gateway will be led by private sector investment with some “pump-priming” by the City Council, through the regeneration of sites in its ownership.
- 2.5 Co-coordinated and integrated services are at the heart of this regeneration proposal. The challenge for all the agencies with a stake in the future of the West Leeds Gateway is to plan and deliver services in a way that cuts across professional and administrative boundaries and puts the needs of local people first. Local public service targets will provide an initial focus to drive service improvements to help to reduce unemployment and crime, create cleaner and safer streets, enhance the quality of greenspace and the environment, improve health services provided to local communities and raise educational attainment.
- 2.6 The future of the area will fundamentally affect the lives of local people. It is important that consultation on the Action Area Plan engages and involves individuals as well as representative bodies and groups. A flexible and responsive approach will be required to ensure that local people are consulted in a way that meets their needs and that builds upon, rather than duplicates, existing mechanisms.
- 2.7 Finally there is the overriding principle of sustainability. This entails achieving environmental, economic and social objectives at the same time. Specific actions and improvements need to be sufficiently "robust" and 'viable' so that the area prospers and is self sustaining rather than needing a continuous injection of public funds.

### **3. SUMMARY OF THE ISSUES AND OPTIONS PAPER**

- 3.1 The introduction outlines the purpose of the Area Action Plan. This explains that the main purpose is to make the area a better place to live work and play and to guide development over the next 10 years and beyond. The context of West Leeds within the Local Development Framework is also explained.
- 3.2 The physical area of West Leeds is described, together with the historical background of the area and the reasons behind the problems facing the area today.
- 3.3 The options have been developed following the commissioning of Atkins, a firm of consultants appointed by West Leeds Area Management, to prepare a draft Regeneration Framework. The final draft of the Atkin's report was produced March 2006. Some initial public consultation was undertaken as part of this exercise in the summer of 2005, during which it emerged that, in summary, the community wants an area which is **green, clean, safe and secure**.
- 3.4 Six priority areas are identified: - 1. Skills Shortage. 2. Deprivation, Poverty and Health. 3. Lack of connection to the City Centre and surrounding areas. 4. Poor economic performance. 5. Crime. 6. Poor image of the area.
- 3.5 Despite these problems the West Leeds Gateway has a number of opportunities and advantages which will assist in its regeneration, namely:

- It is a tight knit community;

- it is well located, being close to the City Centre and centres of employment (albeit in need of improved connections);
- it is relatively free from heavy traffic and “rat running”;
- there is a strong topographical and historic character, with a good provision of Greenspace and;
- there are good economic opportunities to provide local jobs and build on the success of nearby areas.

3.6 These core components underpin the options for the area, namely:

1. Economic Diversity, job opportunities and choice;
2. Transport/Movement – accessibility and public space;
3. Environment – sustainability, quality of life and local facilities.

3.7 An examination of the area also pinpoints 7 key physical areas for potential intervention:-

1. Central Armley including Town Street, Mistress Lane, Theaker Lane and Far Fold.
2. Armley Mills
3. Canal Road and Ledgard Way
4. Canalside
5. New Wortley and the Armley Gyratory
6. Oldfield Lane
7. Tong Road/ Wellington Road Corridor

3.8 Finally the report proposes, as options for public discussion, three levels of intervention:-

#### **Option 1 Minor Change**

Here, the emphasis would be on cosmetic improvement, including New Wortley, improved linkages, the reinforcement of existing employment areas, development of existing sites and improvement of Armley Town Street Shopping Centre.

#### **Option 2 Moderate Change**

In this option more substantial improvement of Town Street is proposed to be undertaken. The Canalside Area, Armley Mills, Ledgard Way/Canal Road and Oldfield Lane are promoted as areas of significant change and development. Parts of New Wortley housing estate are subject to selective demolition and rationalization with new development and improved areas of greenspace and internal pedestrian and cycle routes.

#### **Option 3 Major Change**

With this option, Armley Town Centre is subject to major development to the north and south with improved green links and pocket parks, there is a major emphasis on the redevelopment of the Canal Road corridor and a major development is promoted at Ledgard Way. In this option, the Canalside Area, it is suggested, has potential for redevelopment/refurbishment to accommodate modern employment uses and the possible introduction of some housing, with strategic links creating a ‘green bridge’ (a landscaped pedestrian bridge) from New Wortley into the Canalside area. Parts of New Wortley, including the tower blocks, could be cleared under this option and be redeveloped for housing of mixed types and tenures. Re-modelling the Armley Gyratory to accommodate a major mixed use scheme is an option for debate. Another key possibility for discussion concerns the Oldfield Lane, where the area around Netto could, it is suggested, be developed as a local centre with new shops, housing and open space.

3.9 However, the degree of change, as set out in the options described above, is open for discussion. It is important to note that it is not simply a question of choosing Options 1, 2 or 3. In reality, a preferred course of action that is likely to emerge following public consultation is more likely to be drawn from each one – a “pick and mix” solution.

#### **4 THE NEXT STEPS - PUBLIC CONSULTATION**

4.1 At this stage we will be carrying out informal consultation on Issues and Options. As well as consulting with those national organisations that the Council thinks will be affected by, or will have an interest in, the proposals (see SCI List 1 in Appendix 1), we will consulting a large range of local organisations and community bodies. The Council has prepared an emerging Statement of Community Involvement (SCI) which advises on who and how the Council will consult on documents such as this. The SCI sets down lists of people or groups who may need to be consulted, including those who are often excluded from the planning process. Based on the SCI, a list of organisations, bodies and community groups (“stakeholders”) has been assembled, including those who are considered to have an interest in or will be affected by the regeneration of the WLG. This is appended to this report. It is the intention that all of these will be consulted at this and all subsequent stages of AAP preparation:

##### **Methods of engagement**

4.2 The emerging SCI, with reference to the Leeds Guide to Community Involvement, advises on the type and form of consultation methods that may be used depending on the stage in the process and nature of the proposals. Based on the SCI officers, consider that use of a combination of the following approaches would be appropriate to engage with local people and stakeholders:

- facilitated discussion sessions & workshops
- advice on the website
- briefings given by officers to regular meetings of stakeholders
- exhibitions
- focus groups
- public meetings
- other, as deemed appropriate & cost effective

##### **Material for circulation/use**

4.3 The aim is to offer people the opportunity to influence the overall intentions and shape of the WLG and to provide for the input of original thoughts and ideas. In terms of material, it is considered that we need to strike the right balance between giving enough to stimulate thought about the issues (and the direction of existing strategies & policies) and not too much in the way of detailed proposal (which may suggest that the City Council has decided future plans already). There is also a need to be aware of the previous consultation that has taken place with regards to the Leeds West District Partnership’s Action Plan ‘Strategy for Success’ and the threat of consultation fatigue.

4.4 The table In Appendix 2 below gives a brief outline of the programme for public consultation which it is anticipated will be undertaken in late September/October this year.

## **5. FURTHER STAGES IN THE AREA ACTION PLAN**

- 5.1 Following the public consultation responses will be analysed and work will commence on developing the “Preferred” Option which is expected to be issued for public consultation in June/July 2007. The draft Area Action Plan is programmed for submission to the Secretary of State in March/April 2008, followed by a Public Examination (if required) in October 2008. The Area Action Plan is programmed for adoption in June 2009.
- 5.2 A small team of key stakeholders in the City Council has been formed to complete a sustainability appraisal of the Options and this will be reported to Panel in due course.

## **6. CONCLUSION**

- 6.1 This report sets a brief summary of the Issues and Options which are to be considered in the preparation of the West Leeds Gateway Area Action Plan and the next stage of informal consultation with a range of stakeholders. Once completed, this will conclude the Regulation 25 stage of the process prior to moving on to drafting the Preferred Options. The report has been prepared in close liaison with colleagues in the Department of Neighbourhoods and Housing, West Leeds ALMO, and Area Management Team, which will be maintained as the AAP is developed.

## **7. RECOMMENDATION**

- 7.1 The Development Plan Panels views are sought on the issues identified and the alternative options presented in the consultation paper, attached as Appendix 3. Subject to Members views, this will be used for the Regulation 25, informal stage of public consultation.

## APPENDIX 1

### List of Consultees

<b>Specific Consultation Bodies</b>
Bradford City Council (adjoining Authority) English Heritage English Nature Government Office for Yorkshire and Humber Strategic Health Authority Strategic Rail Authority Telecommunications Operators The Countryside Agency The Environment Agency The Highways Agency Yorkshire and Humber Assembly Yorkshire Forward Yorkshire Water
<b>Other Consultees</b>
Armley Forum Armley Helping Hands British Waterways Centre for Ecology and Hydrology Chamber of Commerce; Church Commissioners Commission for Architecture and the Built Environment Commission for Racial Equality Dept for Transport Dept of Education and Skills Disabled Persons Transport Advisory Committee English Partnerships Equal Opportunities Commission Faith Groups Fire and Rescue Services Freight Transport Association Gas Companies Gypsy Council Health and Safety Executive Highways Agency Historic Buildings and Monuments Commission for England Housing Corporation Housing Forums in or near the WLG area; Jigsaw Project JobCentre Plus Landowners/investors in the WLG area* Learning and Skills Council Leeds Access Advisory Group; Leeds Civic Trust Leeds Community Safety Partnership; Leeds Initiative; Leeds Older People's Forum; Leeds Primary Care Trust Leeds Prison Leeds Race Equality Advisory Forum; Leeds Voice Leeds Voluntary Sector Learning Disability; Leeds Voluntary Sector Mental Health Forum;

Leeds West Homes  
Leeds Youth Council;  
Local businesses  
Local Public Transport Operators Group  
Metro  
National Grid Company  
National Playing Fields Association  
Network Rail  
New Wortley Community Centre  
Planning Aid  
Police Architectural Liaison Officers  
Rail Companies  
Regional Housing Board  
Road Haulage Association  
Schools  
Sport England  
Tenants and residents Groups in or near the WLG area;  
The Home Builders Federation  
Together Partnership  
Ward Forums in or near the WLG area\*  
West Leeds District Partnership;  
West Leeds Family Learning Centre  
West Leeds Healthy Living Project  
West Leeds Inner and Outer Area Committees;  
West Leeds Primary Care Trust  
WLG Regeneration Board and sub-groups;  
Women's Advisory Group;

\* The area is made up of the communities of New Wortley, Upper Wortley, Lower Armley, the Aviaries, Greenthorpe Heights and the commercial areas along Armley Town Street, Stanningley Road, Tong Road and Carr Crofts. It includes Armley Industrial Museum and Leeds Prison.



## APPENDIX 2

### Programme for public consultation

<b>Community</b>	<b>Type</b>	<b>Venue</b>	<b>Comments</b>
<b>Whole Gateway</b>	newspaper	Yorkshire Evening Post	2 page spread to be booked for commencement of consultation
	Bill Board	To be erected on the Mistress Lane Site to launch the Gateway AAP and sale of the site.	Planning application to be submitted shortly as this will be funded by other adverts.
	Posters in English and other languages	Shops, community facilities and schools etc.	At commencement to list exhibitions and consultations.
	Main Exhibition	Armley Library	To be booked for 8 weeks i.e. the entire consultation period
	Newsletter	To be posted out and given out as a flyer	To coincide with launch in September.
	Web	Site hosted by Leeds Initiative and Leeds City Council site	<a href="http://www.leedsinitiative.org/westleedsgateway">www.leedsinitiative.org/westleedsgateway</a> The use of an interactive comments facility could also be considered.
	local media		
<b>Voluntary Sector</b>	Three Stakeholder meetings	Key Workers, New Wortley, Voluntary Sectors and Leeds West Homes	New Wortley Community Centre, Armley One Stop Centre
<b>Business Sector</b>	Business Briefing	Armley Mills	Building on existing business links such as Jonathan Morgan and Farnells
<b>Armley Jail</b>	Consultation with this major landowner and employer		
<b>Armley Town Street Businesses</b>	Stakeholder Meeting	Armley One Stop Centre	Written invitation up to a maximum of 20 people.
<b>Community Areas</b> Separate exhibitions and meetings to be	Static Exhibition to be run 2 weeks prior to the public meeting below. Flyers	Using health, community and other 'public' facilities.	

organised for:- <b>New Wortley, Armley, Upper Armley and Upper Wortley</b>	will publicise exhibitions and meetings.		
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