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**Report of the Director of City Development and Director of Environment and Neighbourhoods**

**Executive Board 17th June 2009**

**Subject: South Leeds Regeneration Area Governance Arrangements**

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**Electoral Wards Affected:**

Ardsley and Robin Hood  
Beeston & Holbeck  
City & Hunslet  
Morley North  
Morley South

Yes

Ward Members consulted  
(referred to in report)

**Specific Implications For:**

Equality and Diversity

Community Cohesion

Narrowing the Gap

Eligible for Call In

Not Eligible for Call In

(Details contained in the report)

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**EXECUTIVE SUMMARY**

This report sets out the proposed broad approach for bringing forward investment in South Leeds and in particular the creation of a Steering Group to oversee the process.

The proposed Steering Group will be led by Leeds City Council and will include relevant public and private sector stakeholders. The Steering Group will be chaired by the Executive Board Member for Development and Regeneration and the membership will include:-

- two senior Council Officers
- two representatives of Millshaw Property Company Ltd
- a representative of Munroe K.
- two representatives from other private sector landowners, investors and employers.
- a representative from the Chamber of Commerce.
- that a total of 4 political representatives from the South Leeds area will be included on the steering group, reflecting the Council's current administration and the political make-up of the South Leeds regeneration area.

The balance of the Steering Group will be equal between Leeds City Council and the private sector.

This report also proposes to establish a Management and Investors' Group made up of landholder investors and developers with interests in the area, and a Partnership Engagement Group (comprising local councillors, community groups and other organisations involved in the south Leeds area) to ensure wider stakeholder involvement will also be established, with their work overseen by the Steering Group.

The Management and Investors' group will include representatives from the Council and the private sector (business leaders, land owners and investors), while the Partnership Engagement Group will

provide means for wider stakeholder involvement of local councillors, community groups and other organisations involved in the South Leeds area.

This report also advises Executive Board of the work that has taken place between Leeds City Council officers and Millshaw Property Company Ltd (Evans Property Group and Land Securities), to explore the potential for joint-working in South Leeds which could assist with the long term regeneration aspirations for the area. This will also include the production of an Investment Strategy which will help to guide regeneration of the area.

## **1.0 Purpose Of This Report**

- 1.1 This report sets out a proposal to establish a governance framework to support the bringing forward of regeneration opportunities in a large area of South Leeds. It will include a Council led Steering Group which will oversee the programme. It is also proposed to establish a Management and Investors' Group, made up of landholders / investors in the area, and a Partnership Engagement Group, made up of representatives of local stakeholders.
- 1.2 The report also advises Executive Board of work that has taken place between the Council and Millshaw Property Company Ltd (MPCL). The Millshaw Property Company Ltd is a 50/50 joint venture between Land Securities and Evans Property Group. This work has explored the potential for joint working between MPCL and the Council, the objective of which will be the enhancement of local services / infrastructure, improved connectivity of the area and improved opportunities for local residents.
- 1.3 The arrangements set out in this report are broadly based on those already established for the regeneration of the neighbouring Aire Valley Regeneration area.

## **2.0 Background Information**

- 2.1 The South Leeds area under consideration incorporates Beeston, Belle Isle, Churwell, Cottingley, Middleton and Morley and is bounded by the M62 in the South, M1 on the east and M621 on the north and west. A map of the area of study is attached as **Appendix 1** for information.
- 2.2 Regeneration priority areas have been established, these being EASEL, Aire Valley and West Leeds. Beeston Hill and Holbeck has been the focus of some regeneration initiatives, however these have predominantly been housing led. South Leeds as a whole, has to date not seen an overarching and co-ordinated regeneration approach, bringing together economic development, housing, transport, environmental and neighbourhood improvements.
- 2.3 There are a number of challenges facing South Leeds. Economic and social imbalances and pockets of multiple deprivation typified by relatively high levels of worklessness and unemployment are prevalent, along with lower than average educational attainment and skills. There are limited local accessible job opportunities for some of these communities. Alongside this, poor quality environmental conditions and housing stock which is inadequately integrated due to severance by roads and railways is a common feature. Travelling from the eastern and western communities to the main sources of employment in the White Rose retail/offices at Millshaw industrial area can also be problematic for those who do not have access to a car.
- 2.4 Natural geography and a transport corridor, of road and rail, dissect the areas between Morley and Middleton / Beeston. This area includes the White Rose Centre, a range of other employment uses and Elland Road football stadium. However, the area is not served by a coherent public transport network across the area (rather than in and out of the City

Centre), but has some key road routes running through which are at times heavily congested.

- 2.5 The areas of Morley, Beeston Hill & Holbeck and Middleton are the subject of various regeneration projects and initiatives, whilst action has been taken to forge stronger links between Belle Isle and the Aire Valley employment opportunities. While some investment has been seen over recent years in the South Leeds area, it has not benefited the community as a whole due to the fragmented and disconnected urban environment.
- 2.6 Significant investment in housing is planned in Beeston Hill & Holbeck through the Housing PFI and Regional Housing Board programmes, and in Middleton through the Affordable Housing programme. Both of these areas have Regeneration Boards which focus on the physical, social and economic regeneration potential within each area, and the Beeston Hill & Holbeck Regeneration Board has forged links with the Holbeck Urban Village regeneration project. Middleton and Belle Isle have seen significant investment in community facilities including the South Leeds High School, the John Charles Stadium, swimming, tennis and bowls centres. In addition, Middleton has the significant attractions of Middleton Park and Middleton railway, though not all of these facilities are as well used as they could be by local residents due to poor connectivity from the nearby residential areas.
- 2.7 The Council's interest is in building on these initiatives and on securing a comprehensive approach to long term regeneration opportunities including employment provision, enhanced public transport and connectivity within South Leeds in order to ensure that local communities in the area benefit from these opportunities. It is the view of officers that this interest can best be served through joint working with other stakeholders, including those in the private sector, including major landholders in the area interested in investing in the coming years.

### **3.0 Main Issues**

- 3.1 The overarching aim of the proposed governance arrangements is to transform South Leeds so that it is more economically competitive and environmentally sustainable as well as enhancing the quality of life and employment opportunities for existing communities.
- 3.2 Land Securities Plc and Evans Property Group Plc have extensive property holdings in the South Leeds area, most notably the White Rose shopping centre. They have formed a joint venture organisation under the name of Millshaw Property Company Ltd established in 2007, with the aim of embarking upon a major exercise to identify how sustainable and integrated regeneration can occur in south Leeds. MPCL is willing to commit resources and expertise to facilitate this process and ensure long term deliverability, by working with Leeds City Council. To date, MPCL has employed David Lock Associates to work with the Council to develop the rationale and shared vision for working together in South Leeds and also the practical structure that might be adopted.
- 3.3 Whilst so far, Council officers have been working with MPCL to explore the potential for regeneration in south Leeds, it is important that a governance framework which clarifies the roles and relationship of the wide ranging parties involved is established to oversee the work to be undertaken. The governance framework proposed is based on that already established and working for the Aire Valley. It is led by the City Council and includes a number of private sector interests and local Council representation.
- 3.4 As part of the work undertaken so far, a number of potential objectives have been identified which could be used as the starting point for the further work proposed:-
- foster regeneration and renewal for the benefit of the city but in particular existing communities in south Leeds;

- within the context of the existing development plan (the UDP) and the emerging Core Strategy, identify suitable development opportunities to provide new homes, jobs and services and improve the range and quality of the commercial offer;
- achieve mixed and viable neighbourhoods which are economically and environmentally more sustainable and socially cohesive;
- improve public transport accessibility to enable existing and new neighbourhoods to be well connected to employment and services;
- improve environmental quality and recreational opportunities;
- maximise the opportunities for residents of south Leeds to be able to work in the local area; and
- secure long term private investment in south Leeds.

- 3.5 Baseline studies have been undertaken to look at transport, employment opportunities and opportunities for regeneration. These studies considered further the issues facing the area. In particular, the transport study has shown poor east-west communications; the barrier caused by the railway line; under-use of local railway stations; and clear opportunities to improve public transport and pedestrian / cycle routes. In terms of employment capacity, the baseline study has shown the potential to increase employment on current employment sites within the area through better use; and the scope for residential growth through existing identified potential housing sites.
- 3.6 The overall view coming out of the work that has taken place to date is the need for a coordinated approach between the public and private sector, with shared ambition for a comprehensive strategy for the area.
- 3.7 It is proposed that an appropriate governance framework is established to guide regeneration in South Leeds. This will include a Council led steering group of approximately twelve people who will oversee and guide the necessary work to bring forward a regeneration programme for the area. This group will be chaired by the Executive Member for Regeneration and Development. The other members of the group are proposed to be:-
- two senior Council Officers
  - two representatives of MPCL
  - a representative of Munroe K.
  - three representatives from other private sector landowners, investors and employers.
  - a representative from the Chamber of Commerce.
  - that a total of 4 political representatives from the South Leeds area will be included on the steering group, reflecting the Council's current administration and the political make-up of the South Leeds regeneration area.
- 3.8 To support the work of the Steering Group, a Management and Investors' Group will have responsibility for the key outputs, overseeing the preparation of baseline information, and the investment strategy itself. This group will consist of senior council officers and private sector interests (business leaders, land owners and investors) including MPCL. Sub-Groups or working groups may be convened as necessary to examine specific issues.
- 3.9 It is also proposed that a Partnership Engagement Group is established to include a broad range of local stakeholders e.g. politicians, service providers, funding bodies, local business interests, investors, voluntary groups and community groups. Workshops and meetings will allow the group to inform, guide and endorse the activities of both the Management and Investors' Group and the Steering Group, and will be the principle means of ensuring effective community engagement. Members of the Partnership Engagement Group will be

encouraged to shape and hone their own investment programmes and activities to support and facilitate regeneration activity in South Leeds.

- 3.10 An investment strategy for the South Leeds area will be produced, which will be both sustainable and deliverable. As part of this documents preparation, many public and private sector partners and stakeholders will be involved through the governance arrangements previously outlined. Regular meetings of the three groups identified above will take place throughout the process and wider public consultation will also be undertaken to ensure that there is widespread support for emerging proposals. It is not intended that this work will duplicate any existing regeneration partnerships or programmes in the area.
- 3.11 The strategy will:
- fully explore the issues, opportunities and challenges facing the area.
  - be framed as a new, comprehensive investment framework alongside an attempt to bring together, support, inform and link existing strategies and initiatives for social and community development.
  - add value by focusing upon the potential for linkage between investment, development and regeneration objectives.
- 3.12 The strategy will aim to drive a better balance between jobs and homes within sustainable neighbourhoods. Physical and economic connectivity, particularly east-west will be considered to improve economic opportunities, while the potential to improve the physical, community and environmental infrastructure will also be investigated. Improving the perception of the area so that private investment can be attracted over the longer-term is a key element of the strategy which will also act as a catalyst for improvements in education and skills.
- 3.13 Once the Investment Strategy is in place, the role and function of the Steering Group, Management and Investors' Group and Partnership Engagement Group will be reviewed.

#### **4.0 The Planning Context**

- 4.1 The adopted Unitary Development Plan (2006) provides a spatial context for this work, in terms of existing allocated employment and housing sites, current regeneration priorities and also in terms of the environmental context (Green Belt, greenspaces etc). However, in looking ahead, the South Leeds project needs to be developed alongside and be informed by the emerging Core Strategy for Leeds, not least in terms of objectives relating to regeneration and renewal, improved connectivity and meeting the challenges posed by the adopted Regional Spatial Strategy targets for new housing growth.
- 4.2 The RSS stresses, as a first priority, the importance of bringing forward previously developed land and buildings and the more efficient use of existing developed land within cities and towns. The second priority is other suitable infill opportunities within cities and towns. The third priority is extensions to cities and towns. During the course of discussions with Millshaw Property Company Ltd., it has been made clear that this partnership is formed in terms of delivery of the first two objectives and therefore maximising urban capacity, particularly in terms of residential development on existing sites or brownfield opportunities. It is estimated that there is potential for developing over 2,000 dwellings without the need to use PAS sites and to provide over 310,000m<sup>2</sup> of industrial floorspace (again without developing PAS land).
- 4.3 Work is underway to develop the Core Strategy's spatial vision and to produce the best development strategy for Leeds given the challenges it faces. The South Leeds Study will clearly have to be consistent with the broader strategy for Leeds which will come forward in the Core Strategy. Given that the next stage in the production of the Core Strategy will be to publish a preferred development strategy in the Autumn, the proposals will emerge within a broadly similar timescale to the South Leeds study and will therefore provide a clear context for this work to proceed on a consistent and mutually beneficial basis.

## **5.0 Implications For Council Policy And Governance**

- 5.1 The production of an Investment Strategy for South Leeds, and its subsequent implementation will primarily deliver the Council's narrowing the gap agenda. The strategy will need to consider any existing Area Delivery Plans.
- 5.2 Under the proposed governance arrangements, any formal decisions by the Council will be taken through the usual routes i.e. Executive Board or by officers under delegated authority as appropriate.
- 5.3 The proposed partnership arrangements will stand outside the Statutory Planning process. Any planning proposals (e.g. in the context of the preparation of the Core Strategy) or planning applications will be considered by the Council in its capacity as Local Planning Authority. These will be the subject of assessment against the RSS, Statutory Development Plan and other relevant material planning considerations and will be subject to public consultation in accordance with the Council's guidelines.
- 5.4 The proposed governance arrangements have been considered in the context of the City Council's Governance Framework for significant partnerships and the partnership significance assessment scorecard has been completed on this basis. The proposals set out in this report are of 'limited significance' and as such the mandatory requirement is that the partnership needs to be approved by the appropriate decision maker identified in the Council's constitution, in this case the Director of Development.

## **6.0 Legal And Resource Implications**

- 6.1 There are no specific legal resource implications at this stage, other than those set out in paragraph 5 above.

## **7.0 Conclusions**

- 7.1 This report has considered the issues currently facing South Leeds and has identified the way in which a coordinated regeneration approach can be facilitated through the introduction of new governance arrangements. The proposed arrangements will involve the creation of a Steering Group to oversee regeneration activity, a Management and Investors' Group and a Partnership Engagement Group.
- 7.2 The Steering Group will be led by the Council and will be chaired by the Executive Member for Regeneration and Development. A range of other stakeholders will also be represented including private sector organisations, local politicians and business representatives. Land owners, developers and employers will sit on the Management and Investors Group, which again will involve Council representatives. Wider stakeholders and community organisations will also be involved through the Partnership Engagement Group.
- 7.3 The initial work will involve formalising the governance arrangements and the formation of the three groups. The development of the Investment Strategy will also be one of the early outputs resulting from the proposed arrangements.

## **8.0 Recommendations**

- 8.1 Executive Board is asked:-
- 8.1.1 To note the opportunities for regeneration and investment in South Leeds and the findings outlined from the work already undertaken.
- 8.1.2 To approve the establishment of appropriate governance arrangements in order to coordinate the Steering Group.
- 8.1.3 To grant approval to officers to establish the Management\Investors' Group, Partnership Engagement Group with MPCL and other interested private sector organisations.

- 8.1.4 To support the joint working with MPCL and the production of an Investment Strategy for South Leeds.
- 8.1.5 To confirm the appointment of the Executive Member for Regeneration and Development as Chair of the Steering Group and to appoint four further political representatives from the South Leeds Area to the Steering Group.

### **Background Papers**

There are no Background Papers relating to this report



Appendix 1 – South Leeds Investment Partnership

