



leeds city region  
intelligence driving growth



## Urban Eco Settlements

Delivery Programme  
October 2009

ARUP



Leeds City Region  
Partnership

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**Leeds City Region  
Urban Eco Settlements**

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Delivery Programme

ARUP

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## Foreword

Meeting the economic, housing and regeneration needs of the city region, whilst ensuring that our activities are genuinely sustainable is a major challenge.

This Urban Eco Settlement Programme is a partnership between central government and local government in a response to the national Eco Town agenda. It is not just a matter of saying that we will create exemplar eco-communities, as we will provide a systematic approach to generating eco-thinking at all stages of development.

This will stem from use of materials; upskilling the workforce; testing the latest sustainable designs; and incorporating the very latest energy efficiency technology and innovative building construction techniques, which will be tested and assessed by research establishments from the city region when people occupy the properties. This will produce practical information that can be then applied to other parts of the region and nation. Locating these sustainable communities within the urban core of parts of the city region will ensure we also continue to recycle significant amounts of brownfield land. By showing what can be achieved we aim to push the 'eco' boundaries for an entirely new generation of housebuilding and community building – and delivering on our 'place shaping' agenda.

This Programme forms the centrepiece of our ambition to become a Centre of Excellence in Eco Design and Innovation, building on existing experience in the city region. The Programme also offers a creative approach to stimulate development, employment and economic growth as set out in our Forerunner proposals. The Programme will be the stimulus for embedding and delivering high eco-standards and design across the whole of the Leeds City Region. Early deliverable 'exemplar' proposals, piloting new eco-technologies and demonstrating truly sustainable models of development, will enable the city region to reduce CO<sub>2</sub> emissions and make a step-change towards a low carbon economy.

We are ready to deliver our ambitious and focused proposals, and look forward to support from Government and partners to help make them a reality.



### **Cllr Andrew Waller**

Chair, Leeds City Region Housing Panel



Cllr Andrew Waller



# 1 Leeds City Region Urban Eco Settlement Programme

## 1.1 Overview

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The Leeds City Region Urban Eco Settlement programme is a central component of the Leeds City Region Forerunner proposals. A key aim of the Forerunner is 'to develop the city region as a Centre of Excellence for eco-design and innovation, including maximising opportunities for the city region to pilot or create innovative ways of improving housing design, delivery, retrofitting and funding'.

The Urban Eco Settlement programme is the city region's response to the national Eco Towns Programme, and aims to deliver Eco Town PPS standards across the city region, with the initial focus on major urban growth and regeneration areas. It forms a key component, alongside the city region's New Growth Points Programme, to deliver growth and regeneration. It is much more than simply a development and investment schedule, and aims to address the new eco-agenda in a coordinated and complementary manner across the functional economic area of the Leeds City Region.

The programme seeks to align strategic policy and investment across a range of national objectives to provide a holistic 'total place' approach to 'remaking communities'. This approach will maximise the benefits of economies of scale, which a programme operating across the city region can provide.

The programme will include a range of complementary components that seek to:

- raise the quality of the residential offer to deliver high-quality places for people to live, work and invest;
- maximise accessibility and integration between existing communities and to economic centres through sustainable transport solutions;
- support job creation and sustainable economic growth by developing a highly skilled local workforce with excellence in eco-related industries through a coordinated approach of education, training and knowledge sharing - helping make the transition to a low carbon economy;
- provide development of the highest possible design standards, incorporating the principles of the Code for Sustainable Homes, BREEAM and Building for Life to achieve low carbon and zero carbon developments (where possible) to help mitigate future climate change and adapt to the impacts of climate change;
- deliver a scale of development which provides a critical mass to explore opportunities for site-wide and district-wide energy distribution networks linked to low and zero carbon energy generation;
- address issues of poor quality existing housing through retrofitting to help tackle fuel and relative poverty, linking in with the city region Warmzone Programme;
- maximise other economies of scale benefits such as joint procurement, funding alignment and flexibility; and
- test innovative long term funding mechanisms that seek to lever in significant levels of private investment.

The programme focuses on four major brownfield regeneration areas (located within key existing centres of housing and economic growth), which in total have the potential to deliver up to 28,000 new homes in mixed, sustainable communities. This scale of delivery provides a critical mass, allowing the Leeds City Region to pilot innovative and different models of housing delivery, whilst also demonstrating the city region's on going commitment to achieving regional targets for new housing development

The initial emphasis of the programme is to achieve development on early deliverable sites. These developments will test new eco-innovations in sustainable construction, design, energy efficiency, low carbon energy generation and adaptive measures to combat climate change.

The programme offers significant potential to support new jobs growth and sustainable economic growth. It will seek to build upon existing initiatives and experience to develop core skills in eco-related industries. An important part of this will be to seek to improve the eco-skills of the city region's workforce, which will be critical to support businesses, enhance the capability of emerging sectors of the city region economy, and ensure local people contribute to and benefit from future economic growth. Proposals will be developed with the relevant service and skills funding and delivery bodies for a coordinated approach to eco-education, training and workforce development enabling the city region to make a rapid transition to a low carbon economy.

The Leeds City Region Partnership will provide the framework to progress the programme in a collaborative way with local authorities, Government, the Homes and Communities Agency, Regional Development Agency, other national, regional and local bodies, and the private sector to deliver city region ambitions. This joint working across all sectors can generate greater benefits through sharing knowledge on development, funding and delivery processes, and also encourage a collective approach to skills development and learning. This collaborative approach will seek to provide more favourable conditions for engaging with the private sector, utilising existing public sector funding sources to lever in additional investment. Doing this within the context of the Urban Eco Settlement programme will look to provide greater certainty to the market, helping generate value for the long term and strengthening the ability of development proposals to be self-financing.

The Leeds City Region Urban Eco Settlement programme therefore offers a substantial opportunity to contribute to achieving local, national and international objectives for delivering sustainable development – directly tackling climate change, reducing carbon emissions, as well as helping achieve city region housing, regeneration and economic growth ambitions. The Programme will provide the main test bed and stimulus for creating a paradigm shift toward the city region becoming a low carbon economy, covering all aspects of change including development, energy and resource generation and use, workforce development and behavioural change.

Several of the programme's proposals are being further developed in liaison with partners. This document focuses on the overall eco-offer being proposed as well as specific eco-development opportunities being progressed.

## **1.2 What Makes Urban Eco Settlements Distinct?**

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The Leeds City Region Urban Eco Settlements are a strategic response to the Government's national eco-towns agenda, and are underpinned by specific works streams and research produced by the city region<sup>1</sup>.

All four Urban Eco Settlements are strategic brownfield regeneration areas. They seek to achieve the core principles within the eco-towns programme but within existing urban environments. They are about achieving truly sustainable development, going beyond the rhetoric to produce new sustainable communities whilst bringing transformational change to existing neighbourhoods.

These major regeneration sites are already established in adopted regional and local policy and subject to a number of current investment and development proposals. They are a new approach to development, which can link housing growth, regeneration and housing market renewal to deliver area wide regeneration, and through best practice in sustainable housing

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<sup>1</sup> Improving the Residential Offer in Leeds City Region: Developing a Strategic Response to the Challenges of Economic Growth, Appendix 3 Leeds CRDP; The Northern Way Sustainable Communities Team, Quality of Place: The North's Residential Offer, Phase IIa Report, August 2006, Llewelyn Davies Yeang.

design, construction and resource use promoting the delivery of low and zero carbon development.

Each of the four Urban Eco Settlements embeds a number of eco-principles as core components of their overall offer. The eco-principles directly address sustainable development objectives put forward by national, regional and local government policy. In meeting these objectives the Urban Eco Settlement locations will trial innovative development concepts on a large scale which can then be replicated across other sites within the city region and nationally.

Achieving this step-change in the way that partners approach development and at the scale put forward will bring about urban transformation that sets the city region on a path towards a low carbon future.

Each of the four Urban Eco Settlements are well located to existing centres of housing and economic growth, and each exhibits different characteristics and presents specific financial and delivery issues. Together they have the potential to deliver up to 28,000 new eco-homes in major mixed use communities; providing a significant contribution to the city region's housing growth needs and accelerating the city region's economic revival post recession.

The UES locations are summarised below. Further information can be found in section 3.

**Table 1.1: Urban Eco Settlement Delivery Outputs<sup>2</sup>**

Urban Eco Settlement Location	New Homes	Retrofit Homes	Jobs
Aire Valley Leeds	Up to 15,000	7,000	27,000
Bradford-Shipley Canal Road Corridor	5,000	1,500	5,900
North Kirklees/South Dewsbury	4,000	2,000	5,000
York Northwest	4,300	n/a	5,800
<b>TOTAL</b>	<b>Up to 28,000</b>	<b>10,500</b>	<b>43,700</b>

### **Aire Valley Leeds**

Urban Eco Settlement Location	New Homes	Retrofit Homes	Jobs
<b>Aire Valley Leeds</b>	<b>Up to 15,000</b>	<b>7,000</b>	<b>27,000</b>

Aire Valley Leeds will create a major new eco-district directly connected to the city centre which will showcase city living for the ecological age.

Aire Valley Leeds proposals range from the creation of a new park in the centre of the city, to reinventing urban living through family-orientated residential development in City Centre South, and to integrating major new build eco-development and regeneration on the eastern edge of the city centre linking directly to proposals for the City Rim.

Aire Valley Leeds will stitch together low carbon new development of at least Code for Sustainable Homes Level 4, with housing market renewal of existing communities exploring innovative opportunities for retrofitting. Retrofitting existing stock will drive down carbon based emissions, help tackle fuel poverty, and also generate local employment for local businesses. As a pilot area for sustainable transport solutions Aire Valley Leeds can reconnect communities, facilities, services and amenities to revitalise the former industrial heartland of the city.

<sup>2</sup> Delivery figures for number of new homes, retrofit homes and jobs have been provided directly by each Local Authority.



Early deliverable sites at Mount St Marys, Saxton Gardens, Yarn Street and the wider Hunslet Riverside will reinvent existing derelict or deprived areas and create and deliver a new 'eco-development ethos' for the whole Aire Valley. Yarn Street will pilot a combined heat and power (CHP) scheme serving nearly 300 new dwellings, demonstrating low carbon energy generation and a new energy distribution network. The scheme will also seek to serve the redevelopment of the adjacent Hunslet Mills, which will provide approximately 700 new apartments, thereby trialling a single CHP scheme that covers both new build and a retrofitted major development scheme. Following successful implementation, the intention is to seek to replicate this approach on a much larger scale across the whole of Aire Valley Leeds.

Longer term funding opportunities are being explored through the LCR Forerunner with the specific proposal to pilot the Accelerated Development Zone funding model in the Aire Valley Leeds Urban Eco Settlement, which will support up-front investment in future infrastructure provision.

### **Bradford-Shipley Canal Road Corridor**

Urban Eco Settlement Location	New Homes	Retrofit Homes	Jobs
Bradford-Shipley Canal Road Corridor	5,000	1,500	5,900

Proposals for Bradford-Shipley Canal Road Corridor are at an early stage in development but have long term commitment from all partners.

Bradford-Shipley Canal Road Corridor will become a high quality eco-location, with a particular focus on developing eco-proposals that take advantage of the opportunities for piloting innovative sustainable transport and other eco-solutions along this important strategic corridor linking the existing urban and economic centres of Bradford and Shipley.

Sustainable development proposals will deliver a high quality of place and residential offer, with development to at least Code Level 4, changing perceptions and raising aspirations that will seek to be replicated across the city and elsewhere. Bradford-Shipley Canal Road Corridor will link green infrastructure improvements with open space provision, make space for water, enhance biodiversity and provide walking and a new Sustrans cycle network to promote and encourage healthy lifestyles.

Bradford Metropolitan District Council is at the shortlisting stage of selecting a preferred contractor to deliver its major Waste Treatment PFI project. Subject to the final choice of a preferred contractor, delivery may involve the development of a new, heat-based waste treatment plant to become operational by 2015. As part of the competitive dialogue process, the potential of a value added CHP project being delivered as an associated project to the main PFI contract is also being discussed. This revolves around the possibility of providing district power and heating to the Canal Road Corridor through the harvesting of heat generated from the waste treatment process that would be of major benefit to new-build developments within the Corridor and on a retro-fitting basis to existing homes adjacent to the area in partnership with the Council's Social Housing partners'

Early delivery of Crag Road (incorporating 500 homes) will be the stimulus for the development of the whole corridor. Its early development will put in place the initial building blocks to strengthen connectivity through its direct relationship with Shipley station and Shipley town centre, and create the first of a number of communities along the corridor that will be linked by the highest standards of sustainable transport infrastructure, and help demonstrate the potential for behavioural change in relation to sustainable movement.

**North Kirklees / South Dewsbury**

Urban Eco Settlement Location	New Homes	Retrofit Homes	Jobs
North Kirklees/South Dewsbury	4,000	2,000	5,000

North Kirklees / South Dewsbury Urban Eco Settlement offers the opportunity to pioneer the development, design and delivery of innovative solutions to overcome housing development pressures in areas of significant flood risk.

North Kirklees / South Dewsbury Urban Eco Settlement will particularly pilot 'water compatible' developments to combat current issues of flood risk and help mitigate and adapt to the future challenge of climate change. This represents a new way of approaching sites that are subject to flood risk by developing a more area wide solution focusing on flood alleviation and attenuation rather than 'hard' measures. With the UK Climate Change Impact Programme warning of increasing new flood risk dangers to areas across the UK which currently do not suffer flooding, finding alternative viable residential solutions to this increasing problem has national importance. The learning and skills developed at North Kirklees / South Dewsbury through piloting the development of 'water compatible' homes therefore offers significant opportunities for replication across the city region and the UK as a whole.

In the short term, proposals also include developing a complementary early deliverable site at Brewery Lane (incorporating 150 homes) to at least Code Level 4 design standards, which will form a key element of beginning to diversify the current housing supply in this part of the city region to address housing market weakness and broaden the overall offer.

**York Northwest**

Urban Eco Settlement Location	New Homes	Retrofit Homes	Jobs
York Northwest	4,300	n/a	5,800

York Northwest will seek to create an exemplar, new sustainable community for York on two major areas of brownfield land, which will be transformational in terms of a highly sustainable integrated transport solution and seek to achieve an increase in current levels of modal share of journeys to work by sustainable modes (2007-08 figure for York is 47.1% journey to work by sustainable modes).

The 'demonstration exemplar' on the former British Sugar site will explore opportunities to showcase high quality residential design models through a first phase of 60 new homes. These homes will achieve Code for Sustainable Homes Level 4 as standard, and seek to achieve Level 5 and Level 6 performance in key components, particularly in relation to water consumption and energy efficiency. The 'demonstration exemplar' could therefore trial proposals that seek to move towards zero carbon development and be the stimulus for replicating these high eco-standards in development across the wider York Northwest and elsewhere.

Further feasibility work to explore the long-term cost effective opportunities for delivering high eco-performance in water consumption and energy efficiency / generation would be investigated. Given the complex nature of the British Sugar site (contamination, potential flood risk, ability to integrate solutions with high quality green infrastructure), trialling innovative water management solutions could provide significant understanding of how to deal effectively with similar brownfield regeneration areas elsewhere. In terms of potential energy generation, proposals can build on extensive local knowledge, expertise and best practice built up in the City, exploring potential for heating systems based on using biomass/biofuel boilers that could be tested within York Northwest and replicated elsewhere; with possibilities to develop synergies with the National Non Food Crops Centre at the Biocentre in York Science Park, who are pioneering biofuel technologies. Exploring both biomass and biofuel types of supply, could provide additional understanding as to the

potential for adopting combined schemes that take advantage of core energy generation provided by biomass along with the flexibility that can be provided by biofuel technologies.

Significant experience has also built up in the City around education and skills training and eco-construction and design. This has been in collaboration between York City Council, the White Rose Universities, Science City York and other bodies. Calling on this experience could help develop the wider city region Urban Eco Settlement programme in relation to skills training and workforce development. A community hub which will be developed within the British Sugar eco-development can provide an early deliverable centre for advice and information resource on eco-features, where experiences on practical issues can be shared and on-the-job sustainable construction training offered.

## 2 Policy Context for Delivering Urban Eco Settlements

### 2.1 How Urban Eco Settlements Fit Within the Wider Spatial Policy Framework

#### 2.1.1 Relationship with National Policy

##### Eco-town Supplement to Planning Policy Statement 1

The Eco-Towns Supplement to PPS 1 was published in July 2009. Four sites have been agreed as the first phase of eco-towns to be delivered within the UK. The rationale behind Eco-towns is two fold:

- to support the Government’s housing growth agenda and tackle housing affordability; and
- to deliver exemplar eco-settlements to pioneer new sustainable technologies.

The Leeds City Region Urban Eco Settlement programme seeks to deliver Eco Town PPS eco standards in the four urban brownfield regeneration locations, as well as elsewhere across the city region over time. In terms of the two core national objectives the Leeds City Region Urban Eco Settlement programme will satisfy the principles of the Eco-towns supplement to PPS 1, plus the programme also offers a number of additional opportunities to deliver a different approach to sustainable development. These are outlined in table 2.1 below.

**Table 2.1: Strategic Fit between Eco Town PPS and Leeds City Region Urban Eco Settlements**

Eco Town PPS Objective	Leeds City Region Urban Eco Settlement Approach	Does LCR UES Comply with Eco Town PPS?
<b>To promote sustainable development by:</b>		
Providing a good quality of green space of the highest quality in close proximity to the natural environment;	Provision of good quality green space is central to all UES locations.  Aire Valley Leeds and Bradford-Shipley Canal Road Corridor are seeking to deliver strategic green infrastructure which links places together, improves overall connectivity and enhances quality of place.  As part of their proposals for water compatible developments, North Kirklees / South Dewsbury will bring about green space improvements helping to overcome issues of flood risk and making space for water.  York Northwest will develop strong links between development and the city’s green infrastructure networks through ongoing policy dialogue, and will also seek to maximise delivery of a range of accessible, high quality open space typologies which are integral to the new development.	✓

<p>Offering opportunities for space within and around existing dwellings;</p>	<p>Urban Eco Settlements will seek to achieve a range, type and quality of development types that is complementary to existing dwellings and development. Set within or adjacent to existing urban environments all Urban Eco Settlement locations seek to integrate and enhance existing open and green spaces providing more accessible, attractive residential areas. Standards for space within and around existing dwellings will be developed through Local Development Framework Development Plan Documents, including dedicated Area Action Plans.</p>	<p>✓</p>
<p>Promoting healthy and sustainable environments through 'Active Design' principles and healthy living choices;</p>	<p>All Urban Eco Settlement locations will provide sustainable, highly accessible locations. The emphasis in all locations is on prioritising walking and cycling as sustainable modes of transport, ensuring that development is well located and within walking distance of main centres and existing city centres.</p> <p>Development will seek the highest possible levels of the Code for Sustainable Homes and Building for Life to ensure that water, energy, and resource demands are minimised.</p> <p>Green infrastructure, and green and open space provision will provide transformational benefits helping to raise the overall quality of place, and also provide healthy living environments, helping to promote healthy, more active lifestyle choices.</p>	<p>✓</p>
<p>Enabling opportunities for infrastructure that makes best use of technologies in energy generation and conservation in ways that are not always practical or economic in other developments;</p>	<p>The scale of development proposed as part of the Leeds City Region Urban Eco Settlement Programme, provides an opportunity to pilot a range of renewable energy generation and conservation infrastructure.</p> <p>Aire Valley Leeds will pilot a combined heat and power scheme as part of the Homes and Communities Agency's Low Carbon Infrastructure Initiative. Options exist to link this scheme to an innovative district heating network across the site and wider Aire Valley Leeds location.</p> <p>North Kirklees / South Dewsbury will pilot the development of 'water compatible' homes to provide a workable solution to delivering housing in flood risk areas.</p> <p>York Northwest will focus on delivering highly sustainable integrated approach to transport and explore opportunities to showcase Code for Sustainable Homes Level 5 and Level 6 performance in relation to water consumption and energy efficiency.</p> <p>Bradford – Shipley Canal Road Corridor will look to pilot innovative approaches to sustainable transport, seeking to bring about modal shift through ensuring the corridor is seen as a strategic link public transport connectivity route between the existing urban and economic centres of Bradford and Shipley.</p> <p>Across all Urban Eco Settlement locations, sustainable development proposals will deliver a high quality of place and residential offer, with residential development to at least Code Level 4, changing perceptions and raising aspirations that will seek to be replicated across the city and elsewhere. All developments will meet high efficiency and sustainable construction standards as set out in the individual chapters for each UES location.</p>	<p>✓</p>

<p>Delivering a locally appropriate mix of housing type and tenure to meet the needs of all income groups and household sizes; and</p>	<p>The Urban Eco Settlement locations will focus on delivering the right type, range, and quality of housing types and tenures that complement the existing residential communities.</p> <p>As locations within or adjacent to existing urban environments, housing delivery will be locally appropriate and reflect the need to provide high quality family housing and some higher density accommodation in close proximity to public transport nodes.</p> <p>Urban Eco Settlements provide opportunity to retrofit existing residential stock where appropriate. Helping raise overall quality of the residential offer, deliver more sustainable development, lower carbon-based emissions, and help tackle fuel poverty and relative poverty.</p>	<p>✓</p>
<p>Taking advantage of significant economies of scale and increases in land value to deliver new technology and infrastructure such as transport, energy and facilities.</p>	<p>Scale of delivery across Leeds City Region provides an opportunity to delivery approximately 28,000 new homes and 43,000 jobs.</p> <p>New technologies and innovative infrastructure will be tested in the Urban Eco Settlement programme including, Combined Heat and Power, options for decentralised energy, district and site-wide heating systems, water cycle strategies, water compatible developments, Sustrans networks, biomass and biofuel technologies, test-beds for eco-construction techniques and eco-hubs for skills and knowledge sharing.</p> <p>Urban Eco Settlement locations will trial innovative development concepts on a large scale which can then be replicated across other sites within the city region and nationally.</p>	<p>✓</p>
<p><b>To reduce the carbon footprint of development by:</b></p>		
<p>Ensuring that households and individuals in eco towns are able to reduce their carbon footprint to a low level and achieve a more sustainable way of living.</p>	<p>The Leeds City Region Urban Eco Settlement programme puts a low carbon future at the heart of its overall proposals. By virtue of their locations – within or adjacent to existing urban environments – each Urban Eco Settlement provides an inherently sustainable model of development. Together these form the initial proposals which in the longer term will form the basis for the wider roll-out of higher eco standards across the city region, to help move the city region towards a low carbon economy.</p> <p>By ensuring each Urban Eco Settlement is well served by public transport, and through promoting walking and cycling they will provide more sustainable, highly accessible locations which can help lessen the reliance on the private car, lower carbon based emissions and deliver more sustainable patterns of development.</p> <p>Integrating very high standards of new development, with provision of strategic and site wide green infrastructure will deliver an enhanced quality of place, and urban locations which de-couple growth in housing and economic development from increased resource use. The high quality of place will stimulate behavioural change towards resource use, and with the support of education and community facilities will embed these principles in existing and future communities.</p>	<p>✓</p>



**Planning and Climate Change Supplement to Planning Policy Statement 1**

Planning and Climate Change Supplement to Planning Policy Statement 1 published in December 2007 notes that in selecting land for development planning authorities should take into account a number of factors, including:

- the extent to which existing or planned opportunities for decentralised and renewable or low-carbon energy could contribute to the energy supply of development;
- the potential for, a realistic choice of access by means other than the private car;
- the capacity of existing and potential infrastructure;
- the ability to build and sustain socially cohesive communities with appropriate community infrastructure;
- the effect of development on biodiversity and its capacity to adapt to likely changes in the climate;
- the contribution to be made from existing and new opportunities for open space and green infrastructure to urban cooling, sustainable drainage systems, and conserving and enhancing biodiversity; and
- physical and environmental constraints on the development of land such as sea level rises, flood risk and stability.

The Supplement goes to state that priority should be given to those sites that perform well against the criteria set out.

Each Urban Eco Settlement comprises a number of different site development opportunities. Urban Eco Settlements are a holistic model of delivery with sites working in conjunction to achieve greater delivery outputs. Each Urban Eco Settlement location addresses these criteria. Some locations give particular focus to certain aspects. For example, Aire Valley Leeds has a strong focus on renewable energy generation, integrated public transport solutions and creating greater community cohesion with existing neighbourhoods. Bradford-Shipley Canal Road Corridor focuses on public transport connectivity, raising the quality of place through environmental improvements and flood alleviation, and linking existing communities with new development. North Kirklees / South Dewsbury is focused upon integrating existing communities, raising the quality of the residential offer through retrofit opportunities and exploring water compatible developments to adapt to flood risk and mitigate future climate change. York Northwest is focused on delivering development in a central, sustainable location adjacent to the existing city centre lessening the need for the private car and achieving higher standards of development seeking low carbon developments with prospects for renewable energy generation.

**Planning Policy Statement 22 - Renewable Energy**

Planning Policy Statement 22 - Renewable Energy published August 2004 states that, local planning authorities should recognise that previously developed sites may offer opportunities for developing some forms of renewable energy projects. It goes on to highlight that many types of renewable energy developments are capable of being accommodated in urban as well as rural areas.

PPS 22 also notes that local planning authorities and developers should consider the opportunity for incorporating renewable energy projects in all new developments and that small scale renewable energy schemes can be incorporated both into new developments and some existing buildings.

The Urban Eco Settlement proposals include new build and retrofit development and they also have a direct relationship with existing residential and commercial properties. This provides a significant opportunity to explore innovative options for large and small scale low and zero carbon energy generation (LZC). The scale of development within each Urban Eco Settlement also provides a critical mass to explore opportunities for district-wide and site-

wide distribution networks linked to low and zero carbon energy generation (i.e. biomass heating linked to a CHP schemes).

### **Energy Act 2008 and Climate Change Act 2008**

Both the Energy Act and Climate Change Act were published in November 2008 by the Department for Energy and Climate Change. The Climate Change Act has two main objectives - to improve carbon management, helping the transition towards a low-carbon economy in the UK; and to demonstrate UK leadership internationally, signalling commitment to taking responsibility for reducing global emissions. It has an overarching target of at least an 80 percent cut in greenhouse gas emissions by 2050, to be achieved through action in the UK and abroad, with a reduction in emissions of at least 34 percent by 2020.

As a package of proposals across the city region, the Urban Eco Settlement locations are well positioned to drive down carbon emissions through new build and retrofit opportunities. New residential development seeks the highest possible Code for Sustainable Home levels and existing housing stock is being targeted for retrofit, in line with Building for Life standards. Proximity to existing urban centres and the ability to unlock public transport infrastructure investment will improve connectivity, lessening the impact of the private car and helping reduce greenhouse gas emissions.

### **2.1.2 Relationship to City Region Policy**

#### **The opportunity stemming from Leeds City Region Forerunner Status**

Leeds City Region (LCR) was announced as one of the Government's "Forerunner" City Regions in April 2009. This announcement will give LCR more control over decisions, allowing it to take direct action at the most appropriate spatial scale to tackle the challenges faced within the economy.

This formalises the concept that the Leeds City Region is a defined spatial and economic planning area covering the functional economic area of Leeds, the surrounding centres and the associated travel to work area.

Ensuring that decisions are made at the correct functional level means a co-ordinated approach to spatial planning, housing, transport and economic interventions can take place. This means businesses can be supported more effectively and communities provided for more efficiently. This has the potential to embed an approach which not only helps pull the economy out of recession in the short term, but which also establishes a more robust ethos regarding sustainable growth beyond the downturn.

Clearly throughout the LCR there are sites and development opportunities with potential to contribute to the future competitiveness of the city region economy. It is important that these sites (many of which are challenging in terms of delivery) are supported. This will require innovative approaches to funding which can make best use of existing sources, deliver new models of finance, and bring together public and private money. The LCR Forerunner provides the flexibility and devolved governance arrangements to ensure this happens.

The LCR Forerunner plan sets out four proposals which can create efficiencies across the city region. It looks to create a new model of the way local government operates, enabling city region authorities to work with partners to minimise the impact of the downturn and accelerate the city region's economic recovery. The four proposals are:

- A new approach to housing and regeneration;
- Smart investment in growth: short and long terms innovation;
- Providing skills that businesses need for transforming the economy; and
- Innovative city region deliver mechanisms.

### **2.1.3 Relationship with Regional Policy**

#### **Regional Spatial Strategy – Yorkshire and Humber Plan, May 2008**

The Regional Spatial Strategy for Yorkshire and Humber (May 2008) sets out the number of net additional dwellings required to be delivered by each local authority between 2004 and 2026.

Between 2008 and 2026 a total of 22,260 net additional dwellings per annum are required within the region. In this period, the RSS sets out the target to deliver 13,915 net additional dwellings per annum (around two thirds the regional figures) in the Leeds City Region.

As the main economic driver for the region, housing delivery in the city region is essential to support wider economic growth. Recent annual average net completions (1998/99 to 2005/06) for all local authorities in the city region except Calderdale, Harrogate, Leeds and York were below the requirements set out in the RSS.

Completions in large urban centres across the city region have been boosted by a significant supply of apartments that have made a narrow contribution to the overall housing market. The impact of the recession has highlighted the need for a shift towards a more balanced housing delivery model, including provision for more family housing. Urban Eco Settlements provide an opportunity to deliver a more balanced range of housing types, tenures and size.

Further stimulus to develop innovative designs to ensure delivery of the required level of housing growth in the city region is demonstrated in a report produced by Professor Ian Cole<sup>3</sup>. This analyses the impact of the economic downturn on the delivery of housing has found that the Yorkshire and Humber region has been particularly hard hit by the economic downturn compared to other English regions. The report notes that new starts were dramatically down compared to the same quarter in 2008. An annual build rate of 10,000 dwellings across the region is suggested, half the level set in the RSS.

**All four Urban Eco Settlement locations are defined within RSS policies LCR1 and LCR2.** These policies promote the four locations as strategic components of a successful and competitive city region. Policy LCR2 identifies each as “Regionally Significant Investment Priorities” for the city region, where public and private investment should be targeted to deliver transformational change through economic development, housing renewal and growth, improved green infrastructure, community facilities and accessibility.

Following publication of the Yorkshire and Humber Plan, the Regional Planning Body is now updating RSS. This 2009 update is primarily in order to review the region’s housing growth strategy in line with the Housing Green Paper (July 2007). As part of this process the RPB looked for opportunities and general locations that could best meet longer term housing needs in different parts of the Region. The city region / local planning authorities have put forward the Urban Eco Settlement locations as part of this process. The information and evidence gathered during this RSS Update will form the basis of the Single Regional Strategy.

#### **Regional Economic Strategy, 2006 - 2015**

The Regional Economic Strategy outlines six objectives to increase the region’s economic competitiveness. These objectives are to provide:

- New businesses that last;
- More competitive businesses;
- More skilled people;
- Ways to connect people to good jobs;

<sup>3</sup> Enquiry into the impact of the economic downturn on housing delivery in the Yorkshire and Humber region; Report prepared for LGYH by Professor Ian Cole, CRESR, Sheffield Hallam University, assisted by Colin Harrop, Royal Institution of Chartered Surveyors Yorkshire Region Branch Chair; June 2009

- Better transport, infrastructure and environment; and
- Stronger cities, towns and rural communities.

As discussed, the ability of Urban Eco Settlements to deliver a series of integrated development proposals means each can contribute to improving regional economic competitiveness. In doing so, they are able to demonstrate a tangible return on investment through provision of jobs and economic added value, as well as providing wider benefits such as improved quality of place making locations more attractive to potential investors and businesses.

As innovative development models each Urban Eco Settlement has the potential to develop new and novel industries, particularly those based around sustainable and green technologies. This approach, linked directly to the provision of low carbon/zero carbon buildings can develop skills, high value employment and open up new markets.

#### **2.1.4 Relationship with Local Policy**

The principles for development in the locations identified for Urban Eco Settlements are already established in current and emerging local planning policy.

Aire Valley Leeds is already the subject of an Area Action Plan (AAP). Leeds City Council began work on the AAP in 2005 and proposals to become an Urban Eco Settlement are integral to the future of the AAP and are shaping the formation of policy content prior to Submission stage of the LDF process.

City of Bradford Metropolitan District Council (CBMDC) has plans to develop the Shipley & Canal Road Corridor Area Action Plan. This will form one of the city's major masterplan regeneration initiatives. CBMDC's Local Development Scheme has scheduled adoption of this AAP in January 2012. CBMDC has recently announced that the key work to establish the Corridor's statutory planning and future regeneration proposals will commence in late Spring 2009 as part of the requisite LDF process.

Kirklees council has looked closely at the role and function of North Kirklees. This has included a detailed examination of neighbourhoods in South Dewsbury which has culminated in a North Kirklees Strategic Development Framework. It is acknowledged that the Urban Eco Settlement widens the geographic scope of the North Kirklees South Dewsbury Masterplan area, but this is seen as a major opportunity to address some of the long standing issues such as overcrowding, community cohesion, social exclusion and deprivation. It is also recognised that the Urban Eco Settlement offers the chance to reconcile a substantial requirement for housing delivery, provide regeneration options that generate development values, combat issues of flood risk and assist the progress of sustainable development.

City of York Council has established a York Northwest Area Action Plan as part of their LDF. Work on York Northwest AAP began in 2007, although the council had been working on York Central AAP since 2006. The availability of the British Sugar site led to the scope of the AAP being widened to incorporate both areas. York's Core Strategy Preferred Options document recognises the central role of York Northwest as a critical element in delivery of the City's long term spatial strategy. The Preferred Options consultation on the York Northwest AAP is scheduled for 2009.

## 3 Summary of Delivery Outputs

### 3.1 Methodology

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The approach taken has been to build on previous work, drawing on the City Region Urban Eco Settlement Programme Submission (October 2008), the Leeds City Region Memorandum of Understanding with Government (December 2008), and the Urban Eco Settlement Delivery Assessment (January 2009) along with other relevant feasibility work that has been compiled. This has given a baseline position as to what can be achieved within each of the four Urban Eco Settlement locations.

This submission sets out the details of the overall package of proposals that the Urban Eco Settlement locations offer to the Leeds City Region. It also sets out what can be achieved on early deliverable sites within each of the four proposed Urban Eco Settlements. Where appropriate, this submission also highlights how eco-principles developed as part of these early deliverable sites could be rolled-out throughout the Urban Eco Settlement locations and also integrated across other locations within the Leeds City Region.

### 3.2 Information Gathering

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This proposal has been developed on behalf of, and in conjunction with, the four relevant Urban Eco Settlement authorities: City of Bradford Metropolitan District Council, Kirklees Metropolitan Council, Leeds City Council, and City of York Council.

Some of the information provided by each Urban Eco Settlement authority has been supplemented by primary research. This has provided added interpretation of the eco-principles, further analysis on the financial implications of delivery, and greater clarity over deliverability timescales. Dialogue with relevant landowners and developers in each Urban Eco Settlement location has also provided greater certainty on proposed development opportunities and an added level of realism to the scale of the challenges faced.

The proposals within this document have been agreed and approved by each local authority's Executive Boards, and also by the Leeds City Region Housing Panel.

Consultation was carried out with each relevant local authority with the view to confirming the current position and compiling any further work carried out internally. Consultation focused on the following areas:

- Confirming the overall scale of delivery within each Urban Eco Settlement location, and the overall objectives each Urban Eco Settlement location could offer;
- Discussing potential early deliverable exemplar sites in the Urban Eco Settlement areas and the latest thinking on potential eco-credentials that these sites could deliver (i.e. carbon reduction, renewable energy generation, eco-innovation, green technologies);
- Confirming the relationship between the proposals for the Urban Eco Settlement, early deliverable sites and the overarching strategy and objectives emerging through the Local Development Framework and other corporate plans;
- Identifying the risks, barriers and constraints to the Urban Eco Settlement and early deliverable sites including: delivery of infrastructure (transport, waste, flood, energy), funding options, timescales for delivery, overall viability and market conditions, relationships with potential or existing developers/landowners and governance arrangements for managing the delivery process; and
- Outlining the mechanisms for bringing about the Urban Eco Settlement and early deliverable sites, referencing the balance between ambition and the realism of current economic uncertainty, housing delivery in the short term, access to requisite funding, and the balance of short, medium and long term growth objectives.

### **3.3 Urban Eco Settlement – Early Deliverable Sites**

The Urban Eco Settlement Delivery Assessment (January, 2009) identified early deliverable 'Trailblazer' sites within each of the broad Urban Eco Settlement locations. Each will be piloting different eco-technologies and innovations in the initial phases of development, as a prelude to testing these on a wider scale. For example, there could be potential for developing the Aire Valley Leeds Urban Eco Settlement as a combined heat and power and renewable energy centre of excellence; and at the North Kirklees / South Dewsbury Urban Eco Settlement the potential exists to become a national centre for piloting innovative water compatible eco-developments to overcome development constraints in areas susceptible to flooding.

These pilot projects will look to provide a better understanding of delivery issues and challenges. This information will then shape the potential roll-out of these different eco-technologies and approaches across the four Urban Eco Settlements and elsewhere in the city region, such as the New Growth Points. Working in partnership across the city region will help maximise joint understanding of planning and delivery issues and identify, in collaboration, the strategic priorities for roll-out.

An early emphasis of the Urban Eco Settlement programme is on providing a 'test bed' for eco-innovation, embedding the highest levels of eco-design and sustainability in new and neighbouring sustainable communities. Proposals include innovative approaches to sustainable building and construction, renewable energy generation, tackling issues related to flood risk and flood alleviation, retrofitting of existing housing stock, and creating sustainable transport exemplars through innovative, area wide transport networks.

The Urban Eco Settlement programme offers significant potential to support new jobs and economic growth. Proposals will be developed in conjunction with the Regional Development Agency (RDA) to explore opportunities to strengthen economic sectors such as advanced manufacturing and environmental technologies. Enterprise and innovation linked to eco-industries will also feature strongly within the Urban Eco Settlement programme. As such, improving the eco-skills of the city region's workforce will be critical to supporting businesses, driving up the capability of emerging sectors of the city region economy, and ensuring local people contribute to and benefit from future economic growth. This will allow the Urban Eco Settlement programme to be the centrepiece of the city region's ambitions to become a Centre of Excellence for eco-design and innovation with benefits extending well beyond the city region itself.

The Urban Eco Settlement programme therefore includes proposals for a coordinated approach to eco-education, training and work experience across the city region. It will engage, and be taken forward collectively, with the universities and further education institutions, RDA, Sector Skills Council for Construction and other funding and delivery bodies, to develop the most appropriate strategy and delivery vehicles. There are a number of existing skills and training programmes in the city region with a wealth of experience that it may be beneficial to partner with, and whose own roles could be strengthened through a wider coordinated Urban Eco Settlement programme. Examples include:

- Work undertaken by the Accent Group in Bradford, developing skills within local communities to manage, repair and maintain their properties;
- Science City York who currently offer support in conjunction with local businesses, and public sector partners to ensure training and skills initiatives meet current and future requirements of the technology sectors in York and North Yorkshire; and
- Youth Build - A scheme aimed at transforming the lives of disaffected young people including through providing training in the construction industry.

The Urban Eco Settlement programme also offers 'added value' through economies of scale. As a package across the Leeds City Region the development proposals provide a critical mass. This can support and enable joint procurement of consultancy and other



support and services, joint procurement of materials, shared services and other joint working between local authorities, as well as funding alignment and flexibilities enabled through the City Region Forerunner. These will need to be explored in more detail through the Programme, in response to emerging situations and requirements.

The Leeds City Region Urban Eco Settlement Programme therefore offers a substantial opportunity to contribute to achieving local, national and international objectives for tackling climate change and carbon reduction, as well as housing, regeneration and economic growth ambitions in the city region. It offers to maximise economies of scale by addressing these issues in a holistic and strategic manner, creating a long term coordinated approach to eco-living, job creation and economic growth at the level of the functional economic area. It will seek to pilot innovative 'exemplar' schemes as the first phases in implementing on a much larger scale across the wider Urban Eco Settlement locations and elsewhere.

## 4 Aire Valley Leeds Urban Eco Settlement

**Location:** Immediately south east of Leeds City Centre, covering an area of approximately 1000 hectares from the Royal Armouries Museum to the M1 motorway and beyond. Area has approximately 440 hectares of developable land with potential to deliver a mix of land use types.

**Vision:** To re-connect a former industrial area of Leeds to the city centre and adjacent communities. Create a premier destination characterised by a high quality of place and truly sustainable development. Aire Valley Leeds will be highly accessible and integrate a mix of new and existing development to create long term value and benefits to residents, businesses and the city.

**Urban Eco Settlement Offer:** Opportunity to integrate large scale regeneration and demonstrate sustainable urban living through family-orientated housing alongside the renewal of adjoining areas.

Fully integrated development proposals which stitch together city centre sites with those on the edge of the district to deliver low carbon new homes, retrofitted homes, re-use of existing buildings, new jobs, low carbon energy generation and energy network infrastructure, public transport infrastructure, pilot exemplar of CHP energy from waste plant to power 280 new homes, and distinctive green infrastructure.

Aire Valley Leeds has an established governance and leadership arrangement bringing consensus on delivery plans and providing certainty to both public and private sector to help “remake places”, through innovative solutions.

**Overall Scale of Delivery:** Up to 15,000 new homes, 7,000 retrofit homes and 27,000 jobs.

**Approach:** Innovative approaches to low-carbon development which will provide new homes and employment, as well as the retrofit of existing housing stock, renewable energy generation and better community and transport connectivity to surrounding parts of the city.

**Early Deliverable Site(s):** Hunslet Riverside – including Yarn Street, Hunslet Mills, Knowsthorpe and Copperfields.

**Early Deliverable Site(s) Output:** 2,500 new homes, 2,000 retrofit homes and 1,500 jobs.

**Funding and Delivery Mechanisms:** Yarn Street allocated funding through HCA Kickstart Housing Delivery Programme and HCA and DECC Low Carbon Infrastructure programme. Existing funding packages to be maximised, e.g. Leeds City Region Forerunner Accelerated Development Zone, European Regional Development Fund, and Regional Development Agency.

**Relationship to Existing Policy:** Some sites put forward for the UES are already allocated within Leeds City Council’s Unitary Development Plan. Strategic policy approach as put forward by the UES is also already embedded within the Local Development Framework Aire Valley Leeds Area Action Plan. Aire Valley Leeds also supported within Leeds City Council’s Corporate Plans.

Proposals to support housing renewal, replacement and growth in Aire Valley Leeds are recognised at regional level through designation as a Regionally Significant Investment Priority in the Yorkshire and Humber Regional Spatial Strategy (May 2008)

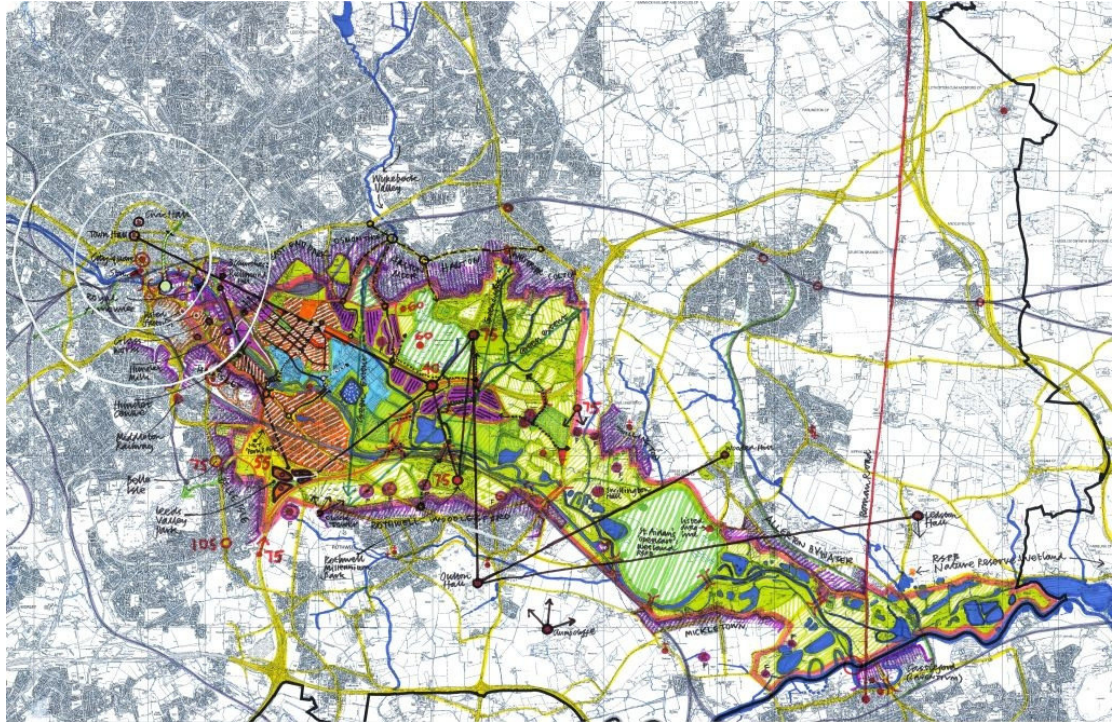
### **Barriers and Risks:**

There are some complex landownership issues in Aire Valley Leeds. Development proposals are being put forward by consortia of public and private parties. Low land values and a lack of precedent for housing could cause problems for realising highest levels of sustainable design and construction.

Noise and odour issues associated with existing users in Aire Valley Leeds. These conditions are subject to change, but future residential and commercial development proposals will need to have due regard to these sensitivities.

## 4.1 Context for Aire Valley Leeds Urban Eco Settlement

Figure 4.1: Context Map



Source: Leeds City Council

## 4.2 Overall Vision and Approach for Aire Valley Leeds Urban Eco Settlement

Aire Valley Leeds offers a unique opportunity to integrate large scale new build, alongside renewal to create a great, distinctive quality of place. Leeds City Council's aim is to create a European and national exemplar of what sustainable living and sustainable development can be like.

Investment in action in Aire Valley Leeds will deliver up to 15,000 new homes, retrofit around 8,000 more, and will create up to 27,000 new jobs together with low carbon energy generation, all embedded in distinctive green infrastructure. The Homes & Communities Agency is already provisionally supporting two schemes in Aire Valley Leeds (Saxton Gardens and Yarn Street) which will provide 600 homes and the low carbon energy those homes need.

The vision for Aire Valley Leeds begins at the centre of the city with the creation of a new park as well as recreating family-orientated, city living for the ecological age. Development proposals throughout Aire Valley Leeds will be well integrated with existing and proposed interventions in City Centre South and in the City Rim

Saxton Gardens, Mount St Marys, Yarn Street, and Hunslet Mills are all sites with well advanced plans for new, family-orientated city living. These reinvented areas will be close to low carbon employment opportunities in the Aire Valley where the industrial heritage provides focus and a reminder of what the city can achieve. The employment opportunities, and the sustainable housing, are intertwined with the potential to generate significant amounts low carbon energy (electricity and heat) in the area. At the edge of the city, the vision for Aire Valley Leeds creates a huge new area of recreation and enterprise which could be an iconic amenity area.

The proposals for Aire Valley Leeds Urban Eco Settlement are particularly strong on developing greater integration with adjacent areas of the city, particularly those which are also subject to investment and development options. Specific reference is been made to

linking development sites and regeneration initiatives in the City Centre, East and South East Leeds, and the 'City Rim'. This is critical to ensure there is coherence across these areas, giving more of an overall Leeds-wide vision, and in turn giving identity to Aire Valley Leeds. The sustainable transport strategy that the city is already developing in conjunction with the Department for Transport represents an ideal opportunity to bring increased connectivity and interaction between Aire Valley Leeds and the rest of the city.

The vision for Aire Valley Leeds demonstrates a real commitment to bring about strategic spatial planning by seeking to align investment and delivery across housing, economic development, transport, education, green infrastructure and renewable energy generation to realise sustainable development and realise Leeds City Council's place shaping agenda.

Leeds' approach offers distinct opportunities to contribute towards the principles for the Urban Eco Settlements programme as laid out in the Memorandum of Understanding between LCR and CLG. This wider package of sustainable development measures and strategic development sites can ensure the successful future regeneration of the area. It is accepted that although it may be difficult to meet all the eco-credentials on every site, as a total offer they represent a very strong commitment to delivering a different model of development incorporating a suite of eco-credentials.

### **4.3 Potential Early Deliverable Site(s) – Hunslet Riverside**

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#### **4.3.1 Overall approach**

The focus for a trailblazer site within the Aire Valley Leeds Urban Eco Settlement is the Hunslet Riverside area. Hunslet Riverside is defined as the Yarn Street site, Hunslet Mills, Knowsthorpe and the Copperfields site (former Copperfields College)

Many of the sites within Hunslet Riverside have planning permission in place, which although need to be re-appraised given current economic circumstances, provide a good starting position from which further negotiations can take place.

In general a sustainable approach to transport has been adopted across the entire UES area with a commitment to encourage modal shift through bus service provision and the creation and re-instatement of walking and cycle routes through the UES. The whole area is set to be developed in accordance with Home Zone principles to strike a balance between vehicular traffic and pedestrians, cyclists, and residents.

It is imperative that pedestrian and cycle routes are developed alongside public transport to provide greater connectivity between the city centre, surrounding communities and AVL so that people can access the services they need and areas of vulnerability are better connected to areas of opportunity.

Proposals will also extend pedestrian access along the course of the river past Hunslet Mills, which currently does not have this direct access to the waterfront. This will reconnect this site to the Trans-Pennine Trail and create a desire line and direct route back to city centre.

There is potential for the Next Generation Transport route/line to run close to the site, which would act as a means of encouraging modal shift. Overall the area will require a Green Travel Plan to be developed – and has been shortlisted by Department for Transport (DfT) as a location which could create an exemplar travel plan. At present DfT have shortlisted 16 schemes nationally, all of which are promoting eco-settlement housing growth, and 12 of these will be used in this programme.



#### 4.3.2 Delivery of a wider sustainability package

In terms of a wider sustainability package Hunslet Riverside and especially Yarn Street can deliver:

- Re-alignment of the Trans-Pennine Trail;
- Wildlife and biodiversity enhancements;
- A water cycle scheme; and
- Possibilities to be a test-bed for renewable energy generation and localised distribution.

#### 4.4 Yarn Street

In deliverability terms, the Yarn Street site offers significant potential for phase one of an eco-exemplar community. The site has is currently outlined as an initial development of **281 units** with opportunities for further expansion through later phases of development on nearby sites.

To reflect market conditions and current uncertainty in housing delivery, there is support to get a 'normal' rate of affordable homes on the site, i.e. in line with historic rates across the District.

This site is earmarked to be a test-bed for potential eco-innovation, where concepts could be developed, capacity built and skills developed which could then be passed on to other areas in the Aire Valley and Leeds City Region.

**Figure 4.2: Yarn Street Site looking back to Hunslet Mills**



Source: Arup, 2009

## 4.5 Hunslet Mills

The development of the Hunslet Mills site represents a considerable step in the ongoing process to regenerate East Leeds. This site can act as a 'kickstart' to the wider regeneration initiatives and help raise the overall quality of place in the north-western section of AVL. It also represents a unique opportunity to develop a scheme in close proximity to EASEL, helping link these areas and bring communities together.

The Hunslet Mills site is relatively unique as permission is in place with eco-credentials in place. The application for this development has been submitted and has largely been approved. The next stage is to finalise the associated Section 106 agreement.

**Figure 4.3: Hunslet Mills**



*Source: Arup, 2009*

## 4.6 Saxton Gardens

Saxton Gardens is a development opportunity within Aire Valley Leeds. It has excellent links to the city centre, as well as good links to the existing communities in the City Rim. In total the 6 acre site will deliver over 400 residential units, as well as green infrastructure and quality of place improvements including a new 2 acre park, wild flower meadow, allotments, a central square and high quality public realm. Principally Saxton Gardens is a retrofit scheme aimed at improving the overall residential offer, reducing carbon based emissions, and helping to tackle relative and fuel poverty.

Phase one of the development at Saxton Gardens is complete, the remainder of the development has been shortlisted as part of the Homes and Communities Agency's Kickstart Housing Delivery Programme.



**Figure 4.4: Saxton Gardens**

Source: Arup, 2009

#### **4.7 Indicative Funding and Delivery Options for Aire Valley Leeds**

Leeds City Council is exploring a number of different funding packages to help support the delivery of the proposals within Aire Valley Leeds.

Yarn Street has been identified as one of seven schemes across the UK to gain funding from the Homes and Communities Agency's Low Carbon Infrastructure Initiative, developed in partnership with the Department for Communities and Local Government and the Department of Energy and Climate Change. Funding of £1million will be used to provide Combined Heat and Power on the site and enable it to be connected to a wider district heating scheme. Leeds City Council is exploring, in conjunction with the landowner and preferred developer, the potential for energy provision through CHP across the whole of the Hunslet Riverside area.

Leeds City Council has supported applications made by the developers of Saxton Gardens and Yarn Street sites for HCA Kickstart Housing Delivery Programme (KHD) funding. Both sites have subsequently been shortlisted by the HCA. Discussions with the developers are on-going to ensure the sites deliver Code for Sustainable Homes Level 4. There is limited future infrastructure investment required at Yarn Street.

As discussed in section 4.1.1, there are opportunities to access funding through the delivery of sustainable transport, this particularly pertinent in EASEL where access to the Sustainable Transport Fund could be available. Delivering a sustainable transport strategy for Leeds and the Aire Valley would also have benefits for EASEL, City Centre South and City Rim.

Contributions from development have the potential to fund infrastructure delivery including demand management transport infrastructure, open spaces provision and quality of place improvements.

**4.7.1 Committed Local Authority funding**

- On-going progression of Aire Valley Leeds AAP, commitment of 250,000 per annum for 2009/2010 and 2010/2011;
- Feasibility work to work up parameters and extent of Accelerated Development Zone, £150,000 over two years - 2009/2010 and 2010/2011;
- Other feasibility work including £50,000 to work up sustainable transport study with Department for Transport

**4.7.2 Committed funding from other sources**

- £8m SRB funding between 2002 and 2008 focused on employment access, inward investment and business support.
- £30k contribution to feasibility and development work through the Renaissance Leeds Partnership
- £1million for delivery of Combined Heat and Power plan as part of Yarn Street development from Homes and Community Agency Low Carbon Infrastructure Fund;
- Tranche of £260million for Mount St Mary's Catholic High School as part of Building Schools for the Future programme;
- Approximately £100million for NGT spur to Stourton – committed funding through the Regional Funding Allocation via Department for Transport;
- Completion of two major road schemes with a value of approximately £50 million (the east Leeds link road and stage 7 of the inner ring road); and
- Regional housing board funding for interventions in Cross Green, with value of approximately £3 million.

Further financial costs are subject to confirmation of Accelerated Development Zone. Upfront investment from HM Treasury could pay for a considerable amount of identified funding requirements. The headline proposals for infrastructure to be delivered through this route are approximately £250 million.

**4.8 Governance Arrangements**

In order to deliver the proposals for the Urban Eco Settlement and the trailblazer sites, Leeds has established the following governance structures.

The governance structure for the regeneration programme comprises a main Board and Sub-Groups. These are:

**4.8.1 Aire Valley Leeds Regeneration Board**

The Aire Valley Leeds Regeneration Board provides strategic guidance to the regeneration programme and ensures AVL is on the agenda of key partnership organisations. The Board aims to meet quarterly, membership includes:

- Leeds City Council Elected Members;
- Executive Member for Development/Alternate Leader of Council (Chair of Board);
- Executive Member for Environment & Neighbourhoods;
- Local Ward Members;
- Leeds Initiative;
- Chairs of the AVL Sub-groups;
- Re'new;
- Representatives of the college sector;

- Government Office for Yorkshire and Humber; and
- Yorkshire Forward.

Sub-Groups exist underneath this main Regeneration Board, they are:

#### **Investors Forum**

The Investors Forum was established for all stakeholders with an interest in the Aire Valley – including landowners, developers, commercial agents, architects, Yorkshire Forward, British Waterways. This runs to approximately 60 members. Objective for the group is to engage all interested parties and provide means of communication, consultation and input.

A Steering Group of 9 was elected by the main forum. This Steering Group meets every 2-3 months, and main Forum meetings are called when appropriate. The Chair of the Steering Group is member of the AVL Regeneration Board.

#### **Marketing & Communications Sub-Group**

The Marketing & Communications Sub-Group guides the programme of promotional and publicity activity for Aire Valley and the regeneration programme. It is a mixture of public and private members. The group meets every 2-3 months, with the Chair also a member of AVL Regeneration Board and Investors Forum Steering Group.

#### **Employment & Training Sub-Group**

The Employment & Training Sub-Group is to oversee and guide work on Employment and Training issues. Membership includes Chamber of Commerce, training providers, Jobcentre Plus, colleges etc. There is a private sector Chair, who is also a member of AVL Regeneration Board

#### **Transport & Access Sub-Group**

The Transport & Access Sub-Group is to oversee work on transport and access issues. Membership includes Elected Members, Metro, Government Office Yorkshire and Humber and is Chaired by Leeds City Council Member who is also a member of the AVL Regeneration Board.

## 5 Bradford-Shipley Canal Road Corridor Urban Eco Settlement

**Location:** North of Bradford city centre, the area broadly follows the route of the A6307 running from Shipley to Bradford. Approximately 5 miles in length with an overall area of 118 hectares. The Bradford-Shipley Canal Road Corridor Regeneration Area encompasses Shipley Town Centre at its northern end adjacent to Shipley railway station.

**Vision:** Deliver a 'great place' consisting of a series of vibrant and diverse new sustainable settlements that will provide a quality environment for local people to live, work and thrive and to which new residents will want to move whilst significantly contributing to Bradford's role as a key regional economic driver.

**Urban Eco Settlement Offer:** The Bradford-Shipley Canal Road Corridor UES looks to deliver improved connectivity and quality of place in an area which spans the existing urban centres of Bradford and Shipley. It will provide: improved access to walking and cycling opportunities through a new Sustrans cycle route; major transport improvements including a re-aligned and improved Canal Road, Shipley Eastern Link Road and a new railway station at Manningham; new education facilities for Shipley College; flood alleviation measures throughout the UES and making space for water; a high quality green corridor alongside a re-instated Bradford Canal; social and community infrastructure to complement new and improved residential areas; and over 40 hectares of developable brownfield land.

**Overall Scale of Delivery:** 5,000 new homes, 1,500 retrofit homes and 5,900 jobs. Estimated development value of £1.2billion.

**Approach:** Improve overall perceptions by making area a strategic link between Shipley and Bradford. This will be achieved through improved connectivity between and within existing settlements. Promote the delivery of wider and complementary regeneration in conjunction with the other existing and defined Bradford District priority regeneration areas encompassing the City Centre, Airedale and Manningham.

**Early Deliverable Site(s):** Site identified at Crag Road. Other sites put forward include Arnold Lavers site and a site within Urban Village. Bradford-Shipley Canal Road Corridor to be delivered in conjunction with Neighbourhood Development Frameworks.

**Early Deliverable Site(s) Output:** 400 - 500 new homes. Net developable area of 5 hectares.

**Funding and Delivery Mechanisms:** Joint Venture established on housing and employment sites with RSL (InCommunities). HCA and RDA funding packages adapted in terms of eligibility flexibility to meet specific priority needs in the short term.

**Relationship to Existing Policy:** Sites allocated for future development are already included within CBMDC's Corporate Plans and emerging Local Development Framework Development Plan Documents, including Shipley and Canal Road Corridor Area Action Plan. Proposals to support the renaissance of Bradford city centre is recognised at the regional level through designation as a Regionally Significant Investment Priority in the Yorkshire and Humber Regional Spatial Strategy (May 2008).

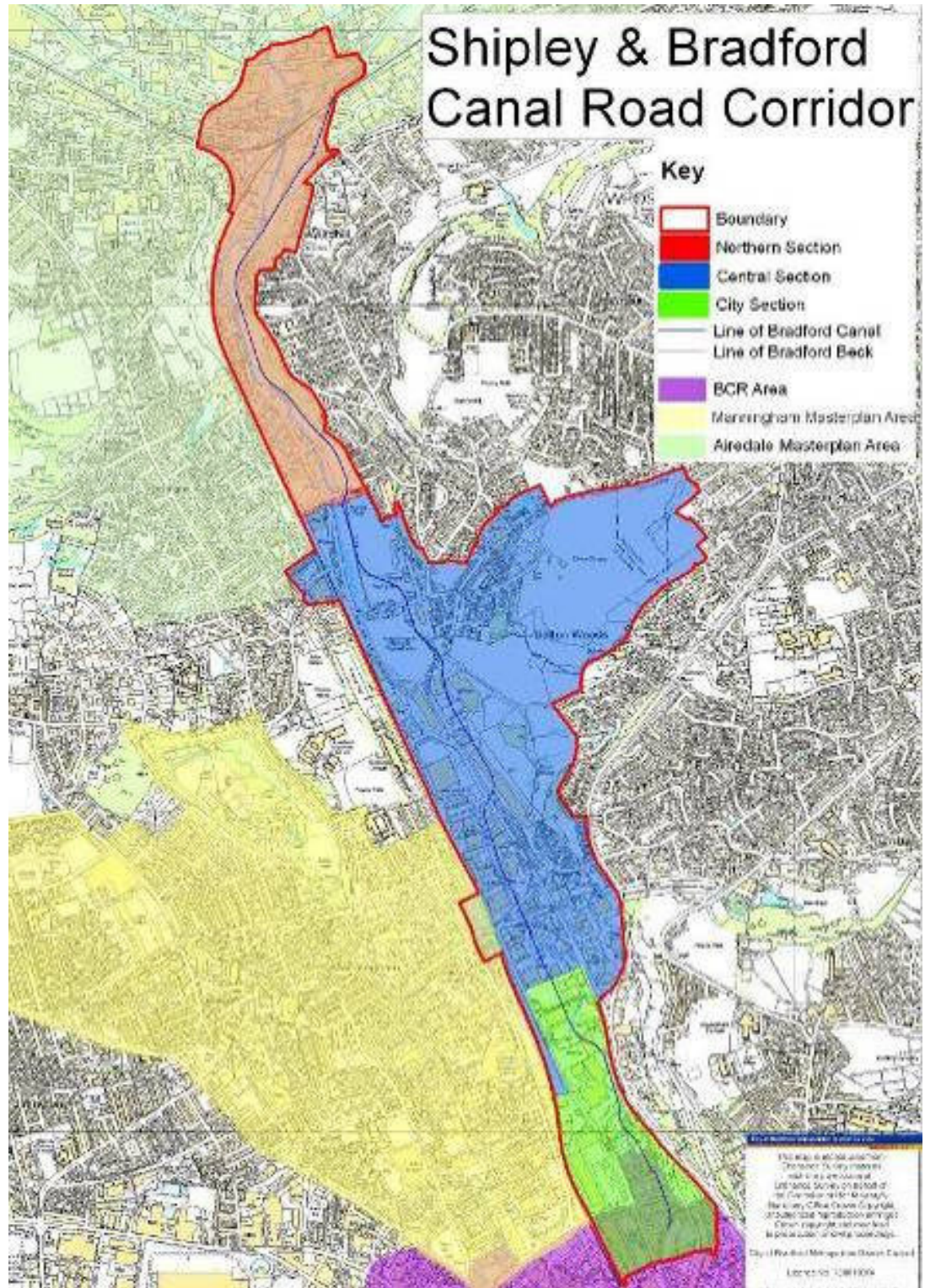
**Barriers and Risks:** The topography and layout of the UES area may constrain site assembly and development potential. Steep level changes exist in certain areas.

Given the legacy of industrial uses in the area there are contamination issues. Initial site investigation work has revealed some 'made ground' which would require remediation and may affect decisions on future site foundations and scale of development. Extent and layout of existing services and utilities across the UES area would also need investigating to establish capacity and capability to accommodate future development. Areas of the UES are located within flood plain, flood alleviation measures required to facilitate future development, particularly residential.



### 5.1 Context for Bradford-Shipley Canal Road Corridor Urban Eco Settlement

Figure 5.1: Context Map



Source: City of Bradford Metropolitan District Council

## **5.2 Overall Vision and Approach for Bradford-Shipley Canal Road Corridor Urban Eco Settlement**

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The Bradford-Shipley Canal Road Corridor Urban Eco Settlement aims to be a unique and high quality location providing a strategic link between Bradford and Shipley. The area will add to the economic performance of these centres and the District as a whole delivering economic growth in a currently under utilised area and promoting economic growth and competitiveness of the Bradford District. The UES plans will deliver a 'great place' consisting of a series of vibrant and diverse new sustainable settlement that will provide a quality environment for local people to live, building on the connectivity of the corridor by road, rail and potentially through provision of a new waterway link to the Leeds Liverpool Canal.

City of Bradford Metropolitan District Council (CBMDC) is fully supportive of proposals for an Urban Eco Settlement and is actively engaged in developing in-house work which will outline appropriate opportunities to enable early delivery of sites.

Proposals for Bradford-Shipley Canal Road Corridor Urban Eco Settlement are predicated upon a package offer throughout the area. The ability for Canal Road to deliver against eco-credentials is to be achieved through the overall offer being put forward, across a range of different sites, so as to develop a fully sustainable offer for the future.

The focus for the area is for improved connectivity, capitalising on its proximity and relationship to existing settlements (Bradford and Shipley). It was noted that its relationship to key transport hubs, especially Shipley station, means it has the opportunity to deliver greater accessibility to local communities.

As a package, CBMDC set out the proposals Canal Road Corridor can offer:

- Improved access to walking and cycle opportunities, including the development of a new Sustrans cycle network;
- Major transport improvements including – re-aligned and improved Canal Road, Shipley Eastern Link Road, and a new Manningham station;
- Additional facilities for Shipley College;
- Flood alleviation measures and making space for water;
- Improved connectivity between and within existing large urban settlements;
- Allocated sites for future development;
- Sites which are deliverable in the short and medium term;
- An opportunity to deliver a better quality of place within an existing urban environment; and
- Certainty on future – Canal Road is embedded within corporate plans and strategies and Local Development Framework.

### **5.2.1 Site Specific Opportunities**

Proposals at Crag Road are the most advanced within the Canal Road Corridor UES area, with strategic opportunities to deliver an improved residential offer within the site.

The site could also deliver against some of the eco-credentials identified in the Memorandum of Understanding between LCR and CLG. The section below provides a summary of the site, outlining the development potential, site constraints, possible interventions, and indicative timescales and costs associated with delivery.



## **5.3 Potential Early Deliverable Site – Crag Road, Shipley**

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### **5.3.1 Site Summary**

Crag Road is located at the northern end of the CRC Regeneration Corridor, adjacent to Shipley Town Centre and Shipley Station. The Site is bounded by Leeds Road (A657) to the North, Crag Road (B6149) to the East, Valley Road (A6083) to the South and the Airedale/Bradford/Leeds Railway line to the West.

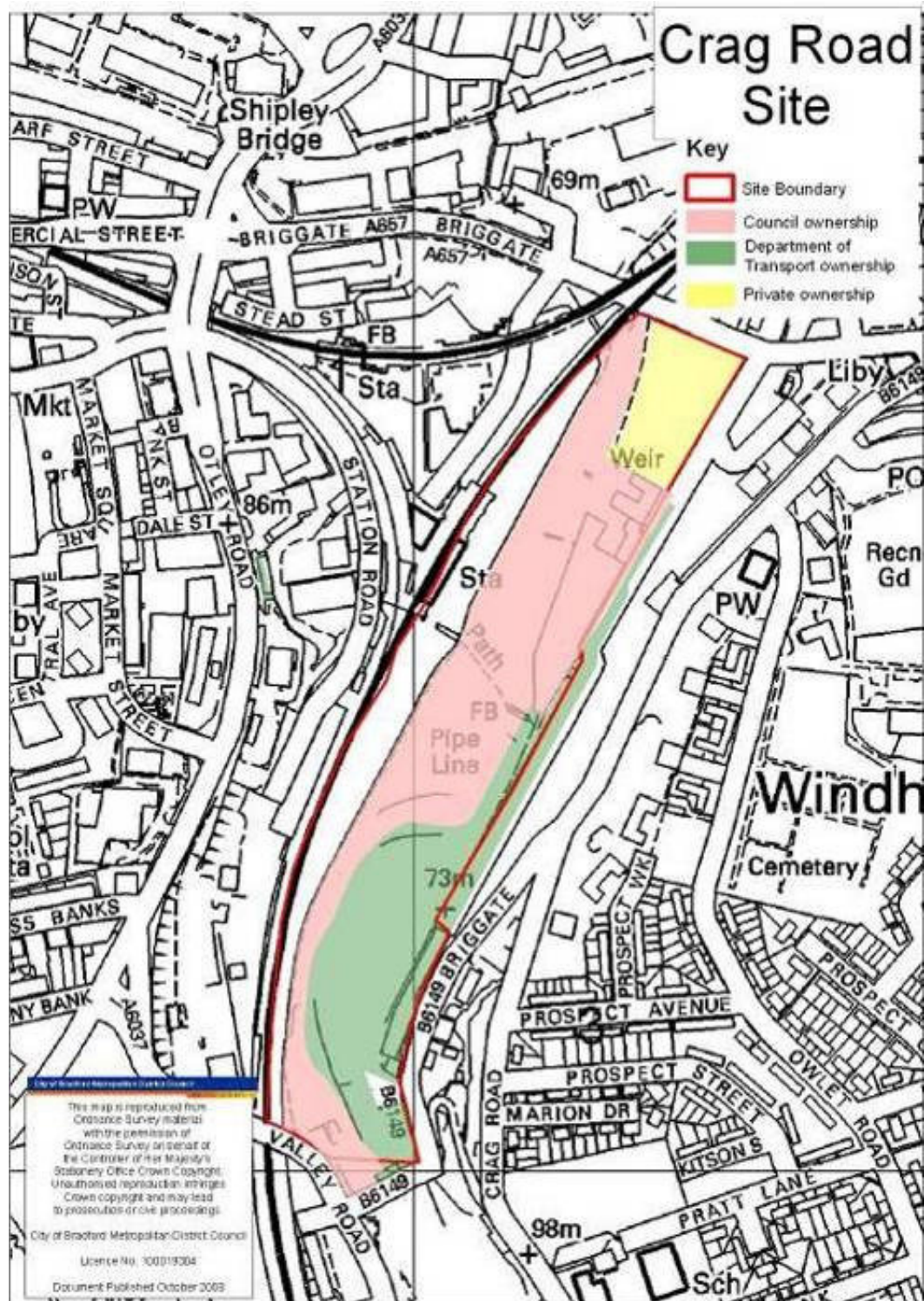
Crag Road is within walking distance of Shipley Station and Town Centre with excellent accessibility to all modes of public transport. To this extent it is bounded to the west by the National Cycle Route 66 and to the east by the preferred line of the Bradford Canal whose restoration forms part of the comprehensive CRC Regeneration proposal.

The site has a gross area of 6.79hectares and an estimated net developable area of 5hectares. This includes approximately 1hectare to be set aside to accommodate highway improvements included within the key strategic Airedale Connections Initiative which is essential to the successful regeneration of the Canal Road Corridor.

The site is allocated for “mixed use development” within the current Revised UDP. In terms of site assembly it is currently vested in three different owners (shown in Figure 6.1 below):

- City of Bradford Metropolitan District Council (Pink land);
- Highways Agency (Green land); and
- Third Party Private Owner (Yellow land).

Figure 5.2: Crag Road – Site Layout and Ownership Issues



Source: City of Bradford Metropolitan District Council

CBMDC has agreed draft Heads of Terms with the Highways Agency for the proposed purchase of the land, which is surplus to their requirements. Completion of such acquisition could be completed immediately subject to funding availability being confirmed.

Crag Road falls within the Northern Section of the overall CRC Regeneration Area and as such forms part of the proposed Joint Venture arrangements that are the subject of ongoing discussions with the District’s largest Registered Social Landlord – In Communities.

It is the intention to include the Crag Road Site within the comprehensive programme of key sites development throughout the Northern Section. The proposed methodology for delivery

would then go through a procurement exercise to appoint a Preferred Developer to undertake the development of the site on a phased basis.

### **5.3.2 Development Potential for Crag Road**

Although currently identified for mixed-use development, internal discussions between officers in CBMDC have indicated that future development of the site for predominantly residential purposes would be appropriate. This approach is strengthened by current market trends, the objectives behind the proposed AAP / Masterplanning for the comprehensive regeneration of the Canal Road Corridor Area and the objectives of the Urban Eco Settlements programme.

Due to the development constraints outlined below, particularly those involving topography changes and Bradford Beck bisecting the site, its development will by necessity involve the division of the site into developable plots. Taking this into account, it is considered that with a mix of traditional two storey and multi storey dwellings the site could accommodate approximately 400 to 500 new homes.

The suggested mix of home types is supported by the expectation that the unique locational features of the site would make it an attractive market proposition for a range of property types and occupants. These features include:

- the site's proximity to Shipley Town centre;
- the site being adjacent to Shipley Station providing direct and easy public transport access to both Leeds and Bradford city centres;
- existence of large concentration of housing to the east of the site involving a range of property types and tenures including significant numbers of social and affordable housing units; and
- the line of the proposed restoration of the Bradford Canal – which runs along the eastern boundary of the site and would provide the opportunity to create an attractive environment, beneficial for developers and residents.

As a previously developed site in a central urban location, Crag Road would immediately achieve a number of core sustainability objectives, achieving the regeneration of a redundant brownfield and constrained site, bringing it back into a productive and beneficial use.

Reflecting on the Memorandum of Understanding developed between Leeds City Region and Communities and Local Government, the site has the potential to achieve further eco-credentials through its planning, design and development. These include:

- capitalising on the site's central urban location, strengthening accessibility and the use of sustainable transport modes:
  - access to regular bus services to and from Leeds and Bradford city centres and the wider District are available running through the nearby Shipley Town centre, together with local services on roads adjoining three of the four site boundaries,
  - direct bus services are available from Shipley Town Centre to Leeds Bradford International Airport,
  - pedestrian access can be established from the Site to Shipley Station providing access to direct and regular train services to the Airedale and Wharfedale corridors, Bradford City Centre and Leeds city centres and the Manchester City Region, London and the South east beyond, and
  - The Sustrans developed National cycle route runs through the site providing safe cycling accessibility to Bradford and the wider District. This route would be retained and potentially enhanced in the event of the Bradford Canal being restored in the future through the use of the tow-path facilities.

- The North-South orientation of the site makes its ideal for the capitalisation of solar power development technologies;
- The improvement and use of Bradford Beck running through the site will offer opportunities for the use of Sustainable drainage technology;
- It is anticipated that any residential development on the site would be in accordance with the Council's stated aims of meeting; and
- Although localised energy provision to service the site may be limited it is felt that through its control of the development process the Council and its development partners would be able to promote the future regeneration of the site in accordance with an aspiration to meet Level 6 of the Code for Sustainable Homes.

### **5.3.3 Development Constraints for Crag Road**

#### Topography

The site is divided into three plateaus separated by steep level changes including the channel associated with an existing watercourse known as Bradford Beck that traverses the site from southwest to northeast.

#### Contamination

The site contains significant depths of 'made-ground' with material containing varying degrees of contamination. Up to 13 meters of 'made-ground' has been encountered. Variety of materials present including clay, gravel, ash, coal fragments, brick, slag, clinker, plastic, rubble, general builders' rubble and glass. It is also suspected that industrial waste has been disposed of at various locations. From previous site investigations pockets of more serious contamination have been identified in the southern part of the site and it is suspected that material from the former Dockfield Road gas works site may have been tipped here.

The presence of potentially contaminated fill means that the only viable foundation solutions for most of the site will be pile foundations.

Bradford Beck shows evidence of contamination considered to be a result of industrial discharges up stream.

#### Ground Bearing Capacity

The site contains significant areas of 'made-ground' to varying depths of up to 13 metres, requiring dynamic compaction and the use of pile foundations alongside the requisite decontamination measures to enable future development.

#### Services

A high pressure gas main runs through the site from its central point adjacent to Crag Road over Bradford Beck and to the Eastern boundary with Leeds Road. A 7metre easement should be left either side of this gas main in which construction of buildings should not be proposed.

No mains services appropriate for comprehensive redevelopment purposes are currently supplied to the site.

#### Flood Risk

A significant proportion of the site is located within the 1 in 100 year flood plain due to the presence of Bradford Beck and plain. There are no effective flood defences on the site.

#### Highways

Road infrastructure adjacent to site is perceived to be at capacity and measures to deal with this issue form part of the comprehensive package of major Highways Improvements contained within the Airedale Connections Scheme that are contained within a submission for funding currently being considered by the Regional Transport Board. Access on and off

site is difficult due to level differences between the site and Crag Road and the width of the current railway bridge on Briggate makes a turning lane difficult to achieve and again redress for this matter is contained within the Airedale Connections proposals.

#### **5.3.4 Indicative Set of Interventions for Crag Road**

The following measures are required to bring the site forward for development purposes:

- Completion of site assembly;
- Feasibility works, including:
  - Update and complete comprehensive site investigation survey on nature, position and scale of ground;
  - Assessment of contamination issues and understanding of remediation costs and timescales associated;
  - Design and secure requisite planning permissions for remediation and reclamation scheme;
- Enabling Works, including:
  - Procure and carry out enabling works that will include measures to deal with remediation;
  - Reclamation, flood risk alleviation, profiling, compaction, main services and highway access provision;
- Procure appointment of preferred development partner; and
- Implement development works.

#### **5.3.5 Indicative Timetable and Cost Estimates for Crag Road**

Table 5.1 below details the indicative time for delivery and the estimated costs associated with undertaking and complete the elements of work outlined in section 5.2.4. Figures are based upon today's prices and determined at time of writing.

**Table 5.1: Indicative timetable and costs for delivery for Crag Road**

<b>Element</b>	<b>Timetable</b>	<b>Estimated Cost £'s</b>
Site Assembly	July - Oct 2009	1,500,000
Feasibility Works	Sept 2009 – March 2010	250,000
Enabling Works	April 2010 – March 2011	5,695,000
Appoint Preferred Developer	April 2011 – June 2011	50,000
Commence Phase 1 Development	Jan 2012	
<b>Total Costs</b>		<b>£7,495,000</b>

## **5.4 Indicative Funding and Delivery Options for Bradford Shipley Canal Road Corridor**

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### **5.4.1 Committed Local Authority funding**

- £250,000 per financial year for 2009/2010 and 2010/2011. This funding replicates similar levels committed by CBMDC in the previous two financial years. Funding will be dedicated towards producing the Bradford-Shipley Canal Road Corridor Area Action Plan. It will enable external and legal support to help facilitate the delivery of the AAP, along with funding dedicated project management for the AAP process.

### **5.4.2 Committed funding from other sources:**

- HCA is supportive of a number of projects within Bradford District and within Bradford-Shipley Canal Road Corridor; and
- Yorkshire Forward has in principle given its support to the programme of development put forward for Bradford-Shipley Canal Road Corridor in line with existing commitments to match fund projects occurring in Airedale and the City Centre.



## 6 North Kirklees / South Dewsbury Urban Eco Settlement

**Location:** Series of neighbourhoods in North Kirklees / South Dewsbury area - Thornhill Lees, Saville Town, Ravensthorpe, and Scout Hill.

**Vision:** To create attractive riverside communities that are well served, linked to the surrounding countryside with easy access to the immediate opportunities in Dewsbury Town Centre and the wider City Region.

**Urban Eco Settlement Offer:** Address long standing issues such as overcrowding, community cohesion, social exclusion and deprivation in existing neighbourhoods; reconcile substantial requirement for housing delivery, providing regeneration options that generate development values; early delivery of 150 new low carbon homes built to Code for Sustainable Homes level requirements; release pressure on Greenbelt land release through providing alternative options for housing delivery on brownfield sites; combat the challenge of flood risk through water compatible developments and new models of residential development along with flood alleviation measures which lessen the need 'hard floor' measures (flood walls/barriers) and reduce the risk of flooding on adjacent sites and elsewhere within the flood plain.

**Overall Scale of Delivery:** 4,000 new homes, 2,000 retrofit homes, and 5,000 jobs

**Approach:** To deliver a better choice of housing types; modern business premises; improved public spaces; more green spaces; better access and connectivity; capitalise on existing amenity; and promote high standards of development and design. Long term opportunity to develop over 200 hectares of land.

**Early Deliverable Site(s):** Brewery Lane, Forge Lane and site at Ravensthorpe Road.

**Early Deliverable Site(s) Output:** 150 new homes at Brewery Lane, Thornhill Lees.

**Funding and Delivery Mechanisms:** Funding secured through Neighbourhood Masterplans and existing RDA funding packages. Proposals at Brewery Lane received funding from HCA Kickstart Housing Delivery Programme.

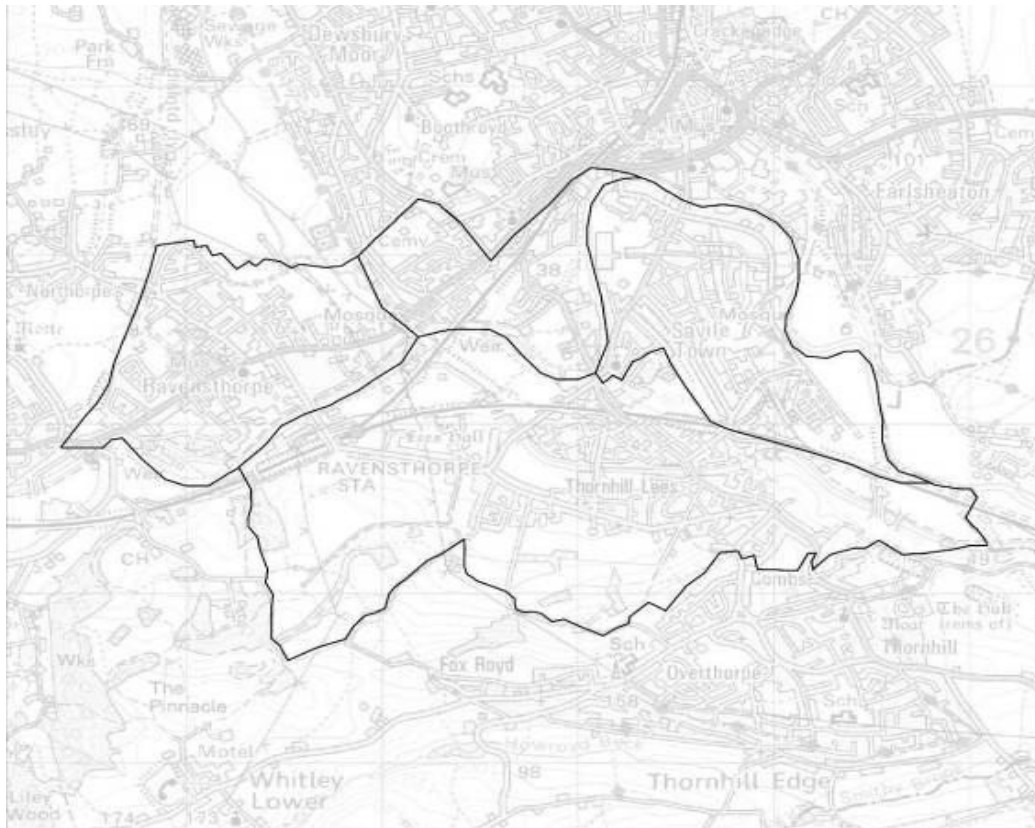
**Relationship to Existing Policy:** Proposals in UES are complementary to the housing renewal objectives set out in the North Kirklees Strategic Development Framework. North Kirklees / South Dewsbury recognised at regional level through designation as a Regionally Significant Investment Priority in the Yorkshire and Humber Regional Spatial Strategy (May 2008).

**Barriers and Risks:** Implications of flood risk will mean site development proposals are subject to PPS25 sequential test. Kirklees Council currently working up the case to be tested. Delivery of water compatible development subject to formal agreement on construction method with proposed developer.

Land ownership issues across the UES area results in fragmented sites and complex arrangements for site assembly and strategic approaches to new build and regeneration. This is compounded by Kirklees Council only having a limited number of sites in its ownership meaning that land assembly for larger scale opportunities is currently limited.

## 6.1 Context for North Kirklees / South Dewsbury Urban Eco Settlement

Figure 6.1: Context Map



Source: Leeds City Region Urban Eco Settlements Delivery Assessment (January 2009)

## 6.2 Overall Vision and Approach for North Kirklees / South Dewsbury Urban Eco Settlement

The North Kirklees / South Dewsbury Urban Eco Settlement will develop innovative and sustainable approaches to dealing with housing development pressures in areas of flood risk. The UES will deliver a better choice of housing, modern business premises, open space, gateway and transport improvements to support business and residential neighbourhoods. A transformational programme will see the area achieve its potential acting as a counter balance to overheating elsewhere in the city region and providing for the future of a sustainable settlement.

The overall development programme is underpinned by a strategic development framework for North Kirklees which has a collective and shared vision for North Kirklees as “A Diverse and Distinct Place to Live and a Competitive Place to do Business” reflecting the area’s unique strengths, original culture and environment.

There are a set of objectives for each of the four Neighbourhoods. For the phase one eco-community element of the revitalisation of Dewsbury Neighbourhoods the objectives are to:

- Improve the quality range and type of the housing stock;
- Utilise underused areas;
- Improve Public transport facilities, particularly around Ravensthorpe Station; and
- Pursue Water Compatible Developments to demonstrate how to tackle development in areas of flood risk and increase development potential.

It is noted that the Urban Eco Settlement area widens the geographic scope of the North Kirklees South Dewsbury Masterplan area. This is seen as a major opportunity to address some of the long standing issues associated with overcrowding, community cohesion, social exclusion and deprivation, whilst also attempting to reconcile a substantial requirement for housing delivery, provide regeneration options that generate development values, combat issues of flood risk and facilitate sustainable development.

Kirklees welcome the chance to be a test-bed area as part of the Urban Eco Settlement programme, looking to pioneer proposal for high quality sustainable living principles within a complex and challenging urban environment.

In addition to the early deliverable site identified at Brewery Lane, Kirklees is considering an innovative approach to residential development which encapsulates a number of eco-credentials, but which can also be replicated elsewhere within the other Urban Eco Settlements, and more importantly elsewhere within the City Region.

### **6.3 Potential Early Deliverable Site – Brewery Lane, Thornhill Lees**

The site at Brewery Lane could provide an opportunity to achieve eco-principles in a new development by 2011/12. Unlocking development on this site could act as a catalyst for the development of a number of adjacent sites. This site, which has planning permission in place, supportive land ownership and developer willingness is considered as a small scale exemplar that could be delivered for a relatively modest investment from the public sector.

Brewery Lane is set to deliver approximately 150 new homes. As part of the development proposal for the site, the developer has submitted a bid for “Kickstart” funding for the site. This will enable the current planning permission and associated design and infrastructure to be delivered. Further funding and delivery arrangements would be required to raise the building design standards to Code for Sustainable Homes Levels. Proposals are to deliver a range of housing type, tenure and size with a direct relationship to the local service centre.

#### **6.3.1 Further Innovative Proposals for North Kirklees / South Dewsbury**

Kirklees’ proposal focuses on flood alleviation and a new model of residential development. The ethos behind their scheme is to develop a more integrated, catchment management approach to dealing with flood risk. This is through a series of flood alleviation measures, rather than through ‘hard’ flood prevention measures (flood walls and barriers) which can heighten flood risk issues on adjacent sites and elsewhere within the flood plain.

The proposal looks across a number of sites which lay to the west and east of Ravensthorpe Station, and to the northwest of Thornhill Lees. The first part is to allow, where appropriate, a number of these sites to flood, in doing so making space for water and providing proactive flood alleviation areas within and adjacent to existing urban areas.

The second phase is, in partnership with a preferred developer, to draw up and deliver a number of schemes for ‘water compatible’ homes. The range of housing delivered would be a mixture of houses that permanently float, and those that can float under flood circumstances.

This would achieve a number of benefits including:

- Realising development values on land that could not easily be built on under current regional and national policy;
- Providing proactive flood alleviation measures, making space for water, and developing a systems approach which considers the river catchment and its management rather than just a site by site approach;
- Delivery of net additional dwellings in an area of high demand and current overcrowding;
- Releasing pressure for greenbelt land release by providing an alternative method for housing delivery on challenging and complex sites; and

- Raising the overall quality of place, demonstrating that flood alleviation measures can have positive regeneration benefits as well as improving the amenity value in the area.

Within the Calder Valley, sustainable development sites have been provisionally identified. All these sites have development potential, and are situated outside of the defined greenbelt area. As such they could make a significant contribution towards Kirklees meeting its net additional housing supply set out within the Regional Spatial Strategy (May, 2008).

However, at present these sites are classified as areas that could be affected by flooding, either from rivers or the sea, if there were no flood defences. These areas could be flooded:

- from the sea by a flood that has a 0.5% (1 in 200) or greater chance of happening each year; or
- from a river by a flood that has a 1% (1 in 100) or greater chance of happening each year.

Some of the sites are also at risk from the additional extent of an extreme flood from rivers or the sea. These outlying areas are likely to be affected by a major flood, with up to a 0.1% (1 in 1000) chance of occurring each year.

Some of the sites benefit from flood defences built to protect against river floods with a 1% (1 in 100) chance of happening each year, or floods from the sea with a 0.5% (1 in 200) chance of happening each year. Flood defences do not completely remove the chance of flooding, however, and can be overtopped or fail in extreme weather conditions.

Further analysis undertaken during this commission demonstrates that the majority of sites are in an area that has a significant chance of flooding. The chance of flooding each year is greater than 1.3% (1 in 75). This takes into account the effect of any flood defences that may be in this area.

### **6.3.2 Additional Context on Water Compatible Homes**

One method of delivering residential water compatible structures is through the linking of pontoons together using steel cabling or large bolts. These pontoons can be guaranteed for 100 years without being taken out of the water with a maintenance regime.

Floating concrete pontoons can be made of concrete mixed with a polyglass and reinforced steel. The thickness of the concrete wall is dependant upon the weight of the home and the overall specification. Off-site production means once the specification is determined the product can be made in a mould and can vary in size from small individual homes to large working platforms<sup>4</sup>.

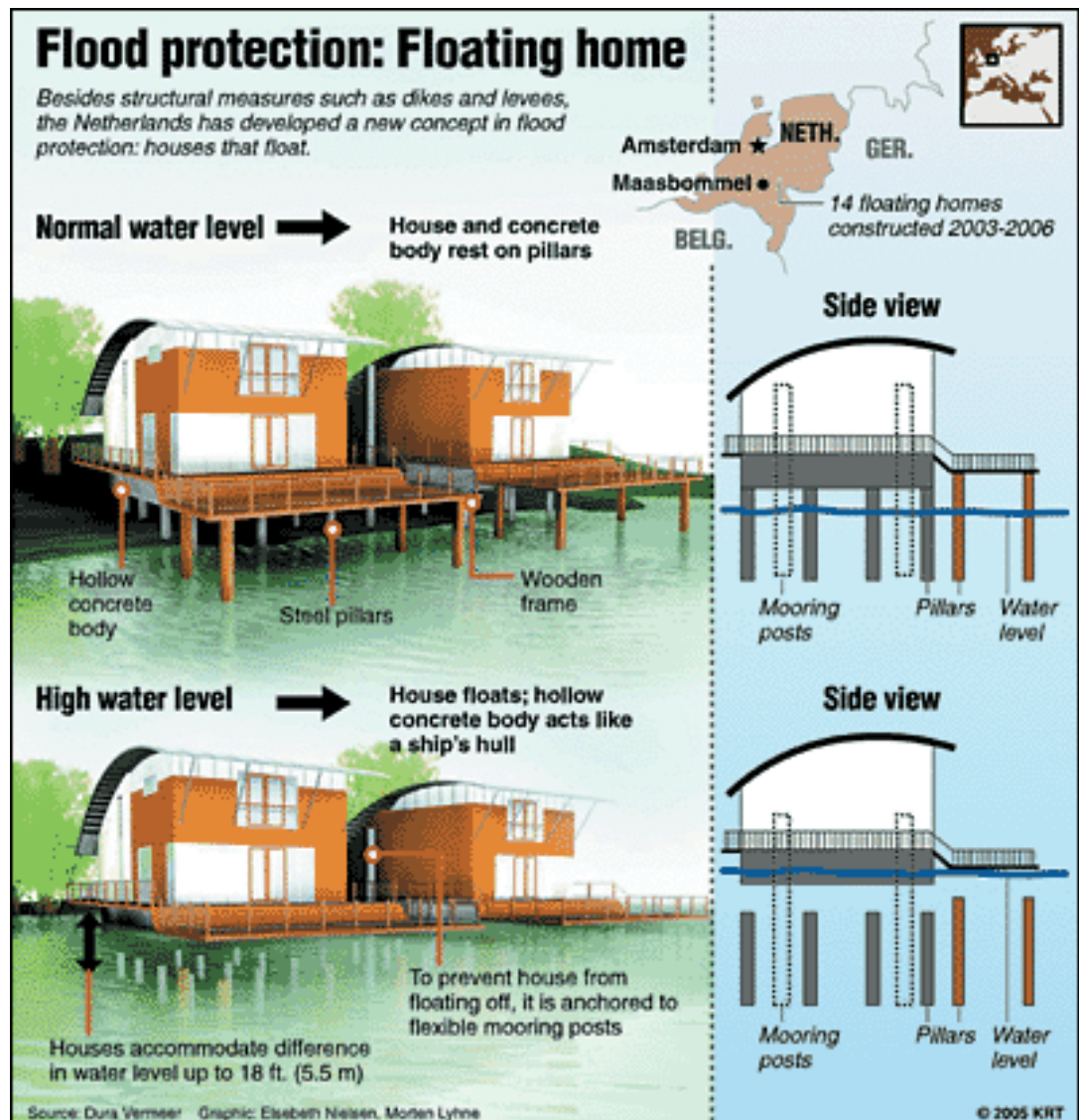
On floodplains, the structures can rest on stilts while the water recedes, or in a cement sleeve that is built into the subsoil. Thereby, the home is not permanently floating but it has the capability of dealing with a flood situation – rising and falling within the sleeve secured by piles holding the structure upright mitigating stability issues<sup>5</sup>.

<sup>4</sup> NGM Sustainable Developments Limited - [http://www.ngmdevelopments.co.uk/what\\_we\\_do/overview](http://www.ngmdevelopments.co.uk/what_we_do/overview)

<sup>5</sup> NGM Sustainable Developments Limited - [http://www.ngmdevelopments.co.uk/methodology/modern\\_construction\\_methods](http://www.ngmdevelopments.co.uk/methodology/modern_construction_methods)



Figure 6.2: Example of Water Compatible Home Technology



Source: DURA VERMEER; GRAPHIC: ELSEBETH NIELSON, MORTEN LYHNE; © 2005 KRT

### 6.4 Indicative Funding and Delivery Options for North Kirklees / South Dewsbury

Delivery of sites within North Kirklees / South Dewsbury is dependent upon resolving land use and land ownership issues. A total funding package of approximately £2.9million<sup>6</sup> covering the period from 2009 to 2011 has been identified to deliver the investment priority projects in the South Dewsbury Neighbourhoods (as defined within the Neighbourhood Development Frameworks). This total figure includes feasibility and enabling works required to unlock development sites. A further £5.7million has been identified to fund projects and development proposals post 2011.

Public sector funding has been earmarked for the early deliverable site at Brewery Lane. A funding allowance of £862,000 between 2009 and 2011, and £766,000 post-2011 has been put forward as the additional capital residential build cost associated with achieving Code for Sustainable Homes Level 4 on the site. The £766,000 allocated to post-2011 is based on an assumption of the residual gap funding (or build cost uplift) required for the delivery of the remaining 80 homes on the site.

<sup>6</sup> Leeds City Region Partnership, Urban Eco\* Settlements Deliverability Assessment, January 200 (page 95). <http://www.leedscityregion.gov.uk/areasofwork.aspx?fid=319>

To support wider ambitions for innovative water compatible developments, Kirklees would require funding and investment in two stages.

First, funding would be required to pay for further hydrology work. This will supplement work carried out by Kirklees and will inform the viability of water compatible development that can work in flood risk areas, reduce the risk of flooding and consider the overall catchment management. A funding allowance of £150,000 between 2009 and 2011 has been identified for feasibility and design work linked to water compatible developments<sup>7</sup>.

Second, it will help secure the procurement of the provisional development partner. Initial discussions can be formalised and both Kirklees and the development partner can develop complete proposals to move towards requisite planning permissions the schemes. This will then lead to the implementation of the development works.

It has been highlighted that fragmented land ownership issues across the UES area make the process of delivery more difficult. With the local authority only having a limited number of sites in its ownership, land assembly for larger-scale development opportunities is also challenging in the short-term. However, flexibility of proposals in the UES and in relation to future finance mechanisms could result in greater amounts of land assembly.

#### **6.4.1 Committed Local Authority funding:**

- Main investment committed to the realisation of projects in North Kirklees / South Dewsbury comes from the Regional Housing Board. As part of the funding commitment from the West Yorkshire Housing Partnership to the Dewsbury Neighbourhoods programme. £4.2million has been allocated in 2010/2011; and
- As part of the proposals for Hebble View (Saville Town), the National Affordable Housing Programme has provided funding of 1.7million across the financial years 2009/10 and 2010/11.

#### **6.4.2 Committed funding from other sources**

- Support from the RDA has not been formally allocated. Revenue support will be given to the development proposals put forward for Dewsbury Town Centre as part of the RDA's Single Investment Plan; and
- Kirklees is awaiting formal decision on Kickstart Housing Delivery funding as part of the Brewery Lane development. Application for Kickstart funding has been shortlisted and is undergoing due diligence process.

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<sup>7</sup> Leeds City Region Partnership, Urban Eco\* Settlements Deliverability Assessment, January 200 (page 96).  
<http://www.leedscityregion.gov.uk/areasofwork.aspx?fid=319>



## 7 York Northwest Urban Eco Settlement

**Location:** York Northwest lies immediately to the north and west of York's historic city centre and railway station. Comprises two significant and distinct brownfield sites, 'York Central' and the former 'British Sugar' site.

**Vision:** A new sustainable and inclusive community which achieves the highest possible standards of sustainability. A distinctive place of outstanding quality and sustainable design. It will be well connected to city centre and wider region contributing to the economic prosperity of the city.

**Urban Eco Settlement Offer:** Work towards delivering a zero carbon development through mixed-use communities, and exploring feasibility of residential components meeting Code for Sustainable Homes Level 5 and 6 and Lifetime Homes standards, referencing high quality design standards from previous examples in York. Will seek to provide at least 30% affordable housing and investigate incorporating renewable energy systems and a water cycle strategy to minimise energy and water demand as part of a holistic approach to ensuring sustainable building design and reducing CO<sub>2</sub> emissions.

Potential for renewable energy generation on new development and options for trialling area wide heating systems using biomass/biofuel boilers, subject to feasibility study, building on local knowledge and experience including potential links with the National Non Food Crops Centre whom are pioneering biofuel technologies.

Maximise opportunities for open space across the entire UES and enhance York's existing green infrastructure networks, and deliver integrated public transport solutions with comprehensive walking and cycle networks.

Demonstration models of different approaches to sustainable development (particularly housing) which can offer training opportunities, develop skills, test different technologies, and provide community and education facilities.

**Overall Scale of Delivery:** 4,300 new homes and 5,800 jobs.

**Approach:** To deliver a mixed use sustainable community with an emphasis on green infrastructure and sustainable transport linkages. Enhance quality of place through high quality residential offer alongside high value office development.

**Early Deliverable Site(s):** A first phase development area identified within the British Sugar site which is accessible by a new link onto an existing access. Exact location to be determined.

**Early Deliverable Site(s) Output:** 60 new homes as pilot "Development Exemplar" scheme on British Sugar site, supported by a high quality community hub and open space package, with excellent public transport links.

**Funding and Delivery Mechanisms:** Existing public funding streams supporting the regeneration of York Northwest include £22.89m of regional transport funding for Access York phase 1 (supported by £3.45m City of York Council funding), with a further £37.35m (with £4.15m from the CYC) potentially coming from a phase 2 scheme.

Provisional RDA funding has been identified. Depending on the approach to provision that is adopted, significant potential exists around the funding of community infrastructure, in particular education and built sports facilities.

Funding sought through the Urban Eco Settlement initiative comprises a £2.7m basic package for the short to medium term delivery of sustainability measures on the British Sugar "Development Exemplar". A more comprehensive package, including new strategic pedestrian / cycle access and open space provision is identified at £6.0m. In addition to this basic funding package, an additional £1.52m of grant funding has been identified to enable an increase in affordable housing levels from 35% to 50% in the demonstration exemplar scheme.

**Relationship to Existing Policy:** Delivery of the "Development Exemplar" scheme and York Northwest will be guided by the York Northwest Area Action Plan being produced as part of the

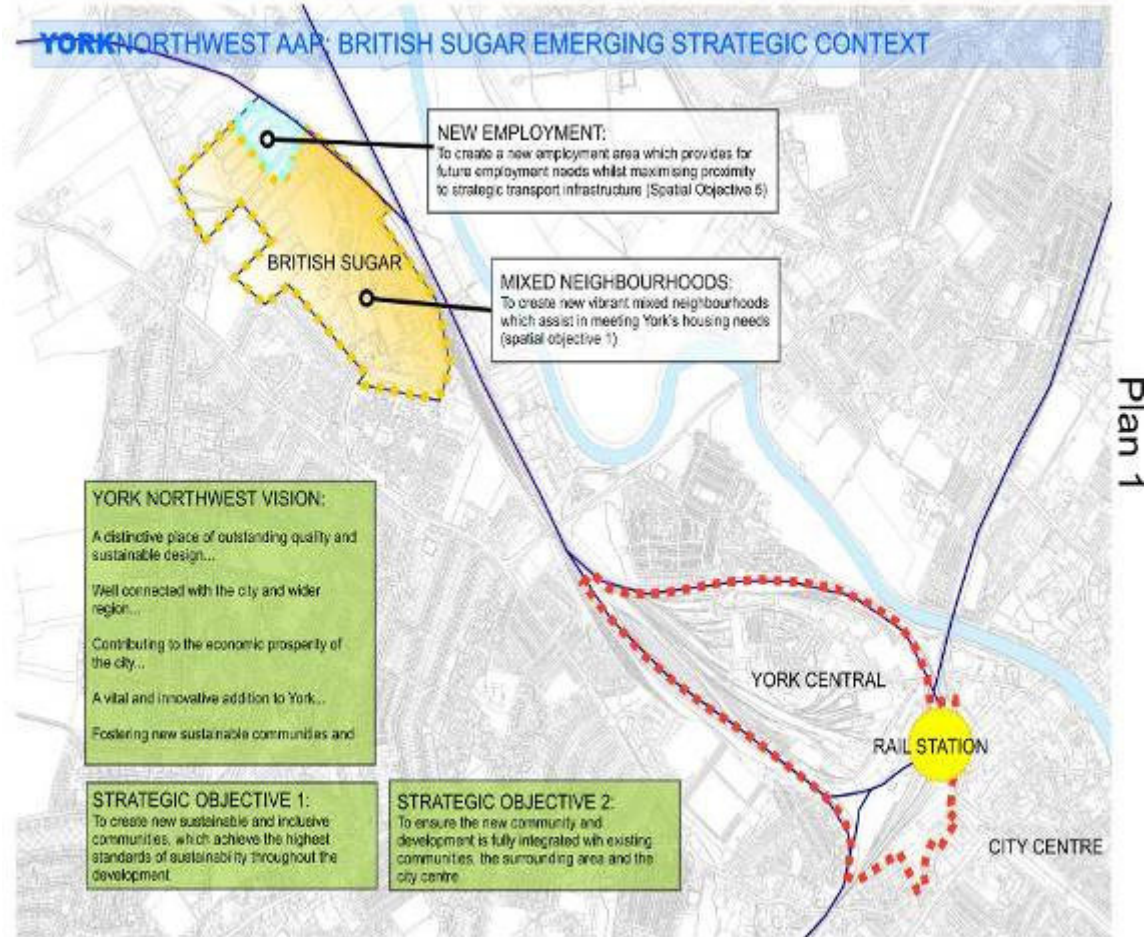
Local Development Framework process. The regeneration of this area is a corporate priority of the Council, and its broader significance is recognised through designation as a Regionally Significant Investment Priority in the Yorkshire and Humber Regional Spatial Strategy (May 2008).

**Barriers and Risks:** There some issues associated with parts of the site being used for railway purposes. This land has been identified as surplus to requirements by Network Rail, but delivering access improvements could require some realignment of existing on-site infrastructure.

As a former British Sugar site there are land contamination issues which will require remediation prior to future development. Feasibility work will need to be carried out on site specific issues including rail access, biodiversity interest, sustainable transport linkages, land contamination, site orientation, and topography. Further feasibility work will be required to provide recommendations on the optimal range of interventions to deliver improved sustainable performance to CfSH levels.

**7.1 Context for York Northwest Urban Eco Settlement**

**Figure 7.1: Context Map**



Source: City of York Council

## **7.2 Overall Vision and Approach for York Northwest Urban Eco Settlement**

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York has a reputation for being a leading edge, award winning local authority in delivering sustainable development and integrated transport provision. Building on this experience, the overarching aim at York Northwest is to promote the creation of an exemplar new sustainable community for York on two major areas of brownfield land- the former British Sugar site and York Central.

The York Northwest area lies immediately to the north and west of York's historic city centre and railway station. It comprises two significant and distinct brownfield sites, 'York Central' and the former 'British Sugar' site. These key brownfield regeneration sites are strategically well placed in the city and are recognised as being of regional importance within the Regional Spatial Strategy and a 'regional significant investment priority'. The area has also been identified in the Centre for Cities Report (March 2009) as being critical to the cities economic future and will meet a significant proportion of York's future housing needs, providing around 15% of future housing for York over the next 20 years.

The British Sugar site is 39.5ha in size and has been used as a sugar refinery plant. This use has now ceased and demolition works are nearing completion. The site is bounded by the Leeds/Harrogate railway line. York Central comprises approximately 35ha of brownfield land which has been identified as a development site by the major landowners and the Council. A significant proportion of area is used for railway a purpose which has been identified as surplus to requirements by Network Rail. The site adjoins the city centre of York and York railway station and is bounded by railway lines, including the East Coast main line and the Leeds/Harrogate line.

Due to the scale of the area and its sustainable location adjacent to public transport routes the Council consider this an excellent opportunity to provide an exemplar new sustainable community with mixed use development which minimises the need to travel and acts as a catalyst for sustainable living. The demonstration exemplar at British Sugar will showcase a model of sustainable development which can be used as a benchmark and adapted for implementation elsewhere.

## **7.3 Sustainable Development Principles for York Northwest**

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The overarching theme for the future development of the York Northwest area is the need to promote sustainable development, which benefits all sectors of society. It is essential for a development of this scale to ensure future development minimises its impact on the environment and helps to minimise the city's impact on climate change. A key aspiration is to provide development which is carbon neutral and contributes to reducing York's ecological footprint over time.

Other key sustainability aspects of the development at York Northwest include:

- Strong links between the development and city's green infrastructure networks through ongoing policy dialogue in production of York Northwest AAP and supplementary planning document of green infrastructure;
- Ensuring mixed-use communities, including a range of employment opportunities in close proximity to residential areas;
- Embedding sustainable transport solutions with walking and cycling at the top of a modal hierarchy, and reducing car-based travel, with a significantly lower modal split than city wide; and
- Incorporating renewable energy systems and a water cycle strategy as part of a holistic approach to ensuring sustainable building design and reducing CO<sub>2</sub> emissions across the site.

Eco standards and requirements outlined in the Eco Towns PPS will be used as guiding principals for establishing a new sustainable community at British Sugar, alongside the Code for Sustainable Homes. Key elements of the standards within this guidance that will be explored across the York Northwest area include the following:

- Zero carbon development;
- Meet Lifetime Homes English Partnerships standards;
- Meet CfSH level 5/6;
- Provide at least 30% affordable housing;
- Minimum 40% site area open space;
- Water cycle strategy to minimise water demand; and
- Energy efficiencies to improve on regulation standards.

City of York Council has put forward a proposal for early delivery of a “Demonstration Exemplar” Urban Eco Settlement project on a part of the former British Sugar site. A further submission, outlining the demonstration exemplar in more detail, will be forwarded to CLG.

This proposal will deliver a first phase of innovative eco-principles in an urban regeneration setting, to be rolled out as part of a phased programme across the wider area. This proposal has been prepared by the City of York Council in collaboration with the landowners for the British Sugar site, Associated British Foods.

## **7.4 Potential Early Deliverable Site - British Sugar**

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### **7.4.1 Overview**

For the British Sugar site there are two land use options. Both are primarily residential, but one option includes an element of employment use.

To inform decisions on viability, CYC’s standards for leisure, open space, educational provision, housing density and housing mix ratios (taken from evidence base work) have been put through a bespoke land use model to estimate quantum of development. From this model, the new residential community is estimated to range between 1200 to 1300 dwellings depending on the option taken forward.

Emphasis will be on the provision of family housing which seeks to address York’s specific future housing needs. A range of housing densities (varying from a density of around 50 dwellings per hectare as appropriate for a brownfield location in a suburban context) will ensure a mixed and varied community.

Social and green infrastructure provided for the new residential community could include:

- A community eco-hub providing the focal point for the residential community with new social and educational facilities including shops, health, meeting places, advice and information, a primary school and nursery/crèche provision;
- Open space incorporating a park, teenage and children’s play areas, outdoor sports and allotments. It will be important to provide some sports facilities and natural/semi natural open space as part of the overall green infrastructure. Any elements of outdoor sports and semi natural open space which are off site will be appropriately integrated and accessible as part of a green infrastructure strategy; and
- Options for Yorkshire Wildlife Trust – YWT has expressed an interest in office/ education facility accommodation on York Northwest, with their occupation rates reduced through an agreement to manage open space associated with the scheme. This type of provision could formulate part of the community eco-hub on the British Sugar site.

In addition to new jobs created within the local centre, the development option which includes employment use could generate approximately 160 jobs.

A holistic approach to travel is proposed, which considers walking, cycling and public transport as viable options for the majority of journeys. This will be closely aligned with the well-established agenda in York to maximise travel patterns by non-private car modes, whilst looking towards the latest innovations and recognised best practice within both the UK and Europe.

Choice of travel mode is influenced by the quality not only of the immediate and new environment, but also by the existing surrounding area. The proposal will focus on the improving and enhancing the 'connections' between the two. The British Sugar development proposal will create neighbourhoods that will be well structured, with a range of street types including shared spaces, high permeability, legible layouts and a slow speed environment. The integration of a car club service and cycle hire will provide a viable alternative to car ownership for new residents, reducing the requirement for private parking, with all round environmental benefits. The Council has secured regional funding for significant public transport improvements on the A59 corridor, including provision of a new park and ride service. Opportunities around tram train provision, with stops servicing British Sugar, will be explored in the longer term.

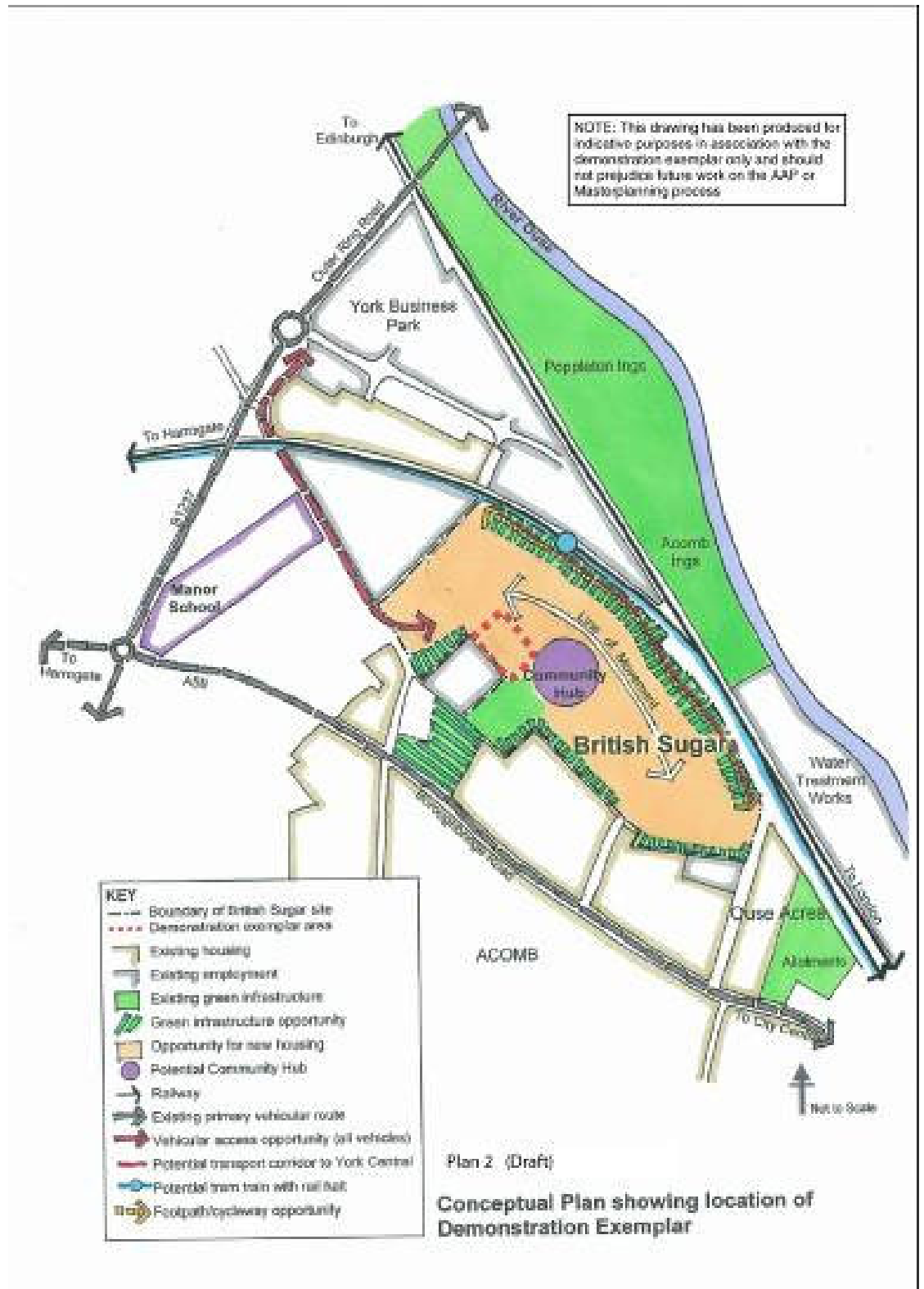
The final design and layout for the British Sugar site will emerge from masterplanning which will evolve following community engagement. The demonstration exemplar area will comprise residential development and will establish the eco-principles which will be taken forward elsewhere.

ABF supports the 'Demonstration Exemplar' initiative, albeit specific uses listed within the proposal will be given due consideration as part of the evolving AAP and the master planning of the British Sugar site. For example, open space requirements/typologies and the provision of 'community facilities' will be determined as part of the AAP process, based on ongoing due diligence and evidence gathering.

The potential uses and supporting infrastructure listed in this Proposal – with the exception of the 60 residential units (the Demonstration Exemplar) – provide an indication of potential uses for the British Sugar site, but are not binding. The final masterplan and specific land uses will be determined following further public/stakeholder consultation and evidence gathering, as part of the ongoing AAP and master planning process.



**Figure 7.2: British Sugar Site in Context**



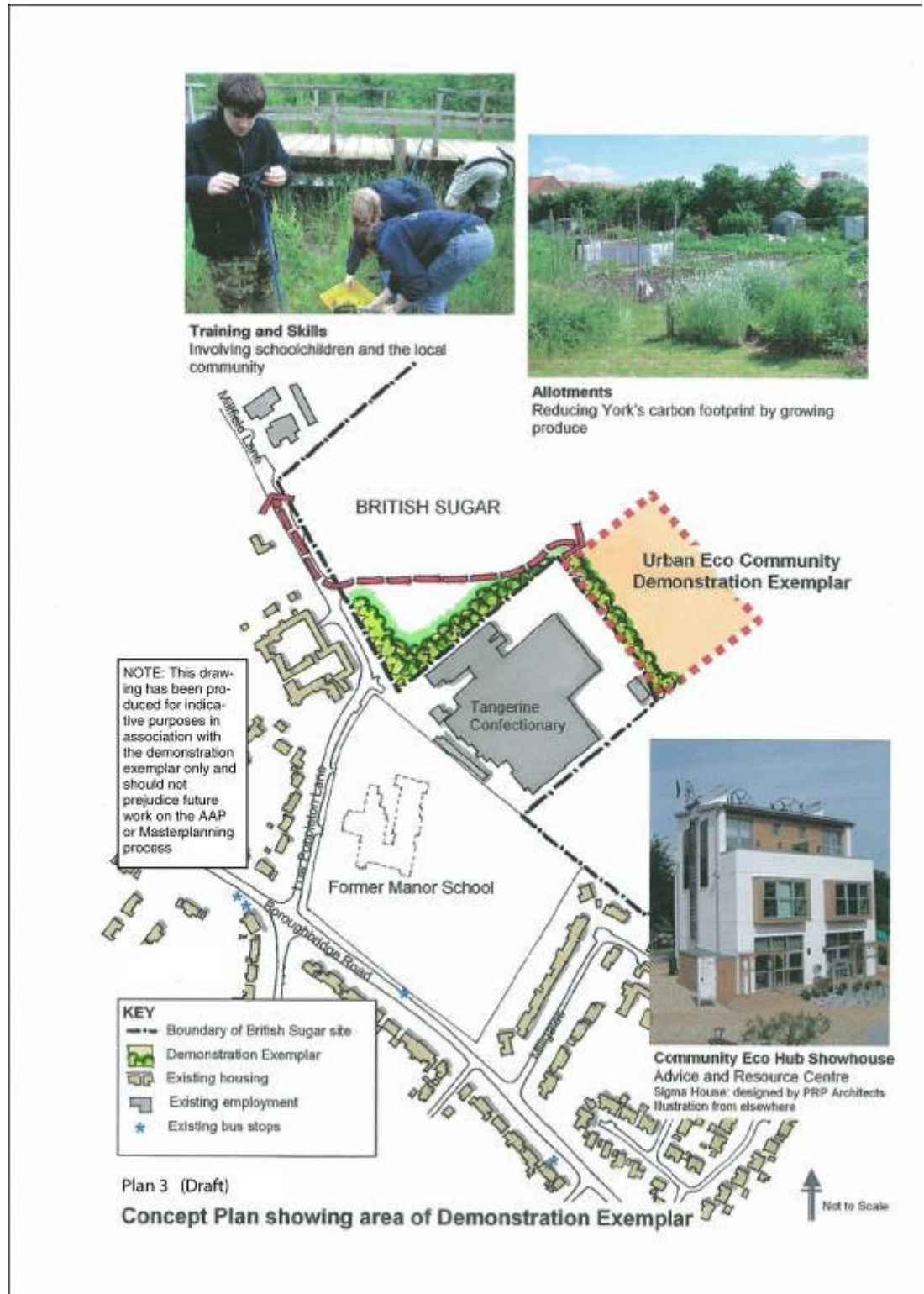
Source: City of York Council



**7.4.2 British Sugar – “Demonstration Exemplar”**

Figure 7.3 below indicates the relationship between the “Demonstration Exemplar” and the wider British Sugar development site.

**Figure 7.3: Demonstration Exemplar in Context**



Source: City of York Council

### **7.4.3 Demonstration Exemplar Characteristics**

#### Location

An area has been identified within the site which is accessible by a new link onto an existing access and could potentially be brought forward as part of a first phase of development (see attached Plan 2 and Plan 3). The exact location of the pilot residential areas will be determined as part of the comprehensive masterplanning for the site. The area would act as an exemplar for sustainable residential design, providing a template for the implementation of sustainable technologies and design that could then be rolled out on the rest of York Northwest and in the wider City Region/nationally.

#### Sustainable Homes

Standard Council requirements for residential development include Code for Sustainable Homes (CFSH) Level 3, a target of 50% affordable homes, an appropriate mix and type of homes informed by the Council Strategic Housing Market Assessment, and an expectation of achieving lifetime homes standards.

Proposals for the demonstration exemplar will focus on providing housing of an appropriate mix and type, designed for lifetime needs, 50% of which will be affordable. Housing will achieve CFSH Level 4 as standard, with performance to code levels 5 and 6 in key areas, informed by a detailed Eco-feasibility study. Sustainability will be benchmarked against CFSH levels, so for example a house may achieve code level 4 in all areas, but level 5 in terms of water consumption, or level 6 in terms of materials energy efficiency.

The Eco-feasibility study will provide recommendations on the optimal range of interventions to deliver improved sustainable performance to CFSH levels. The study will include technical analysis of the cost-benefit performance of key technologies in order to deliver a robust, financially viable approach to delivering high levels of sustainability. The work will be undertaken with particular regard to the site characteristics of British Sugar, including rail access, biodiversity interest, sustainable transport linkages, land contamination, site orientation, topography etc. A range of scales of development will be included in the study in order to allow flexibility in implementation, potentially refining previous CLG cost analysis. The recommendations of this work will inform development of the British Sugar Demonstration Exemplar; delivering cutting edge sustainable homes through dealing with site specific considerations, whilst achieving value for money in the context of the current housing market climate. The project will provide a template for development of a range of scales and physical contexts elsewhere in the City Region and beyond.

#### Recycling

Recycling facilities will be an important part of the final design to ensure easy access for residents and promote the ethos of recycling and reducing waste as a matter of good practice. Use of locally and responsibly sourced and recycled building materials will be promoted.

#### Allotments

Allotments will also be included within the scheme to encourage future residents to grow their own food and reduce their impact on the environment/eco-footprint. The success of nearby allotments at Ouse Acres provides an existing example of what can be achieved.

#### Community Hub

A show home facility would provide a temporary community hub for the first phase of the development. This would provide a centre for residents as an advice and information resource on eco-features (where experiences on practical issues can be shared), car club and related management issues. It would provide a base for young people linked to on-the-job sustainable construction related training. It would also provide information to the wider community and school children on sustainable development.

#### Energy Generation and Efficiencies

A range of sustainable technologies could be employed to ensure low/zero carbon energy including solar thermal arrays, photovoltaic arrays, high insulation standards/ reduced air leakage, maximising natural lighting and wind power. This could include installation of a district wide heating system using biomass/biofuel boilers. Links will be made with the National Non Food Crops Centre at the Biocentre in the Science Park at Heslington, York who are pioneering biofuel technologies. They are also working with the construction sector with a 'renewable house' which is currently being showcased at the BRE Innovation Park. By using both biomass and biofuel types of supply, biomass can provide the main expected capacity for the development with flexibility provided by the biofuel to accommodate peak demand times.

Links will also be made with other local biomass/biofuel supply chain initiatives such as those supported by Future Energy Yorkshire. There are also opportunities to utilise existing and proposed biomass supply facilities at Selby, Ripon or the Humber. The British Sugar site has the potential to use rail to facilitate delivery of biomass/biofuel fuels. The use of pellet mills also provides a sustainable source of supply in terms of bi-products being used sustainably in the process of manufacturing pellets and reducing waste disposal to land fill sites. Resilience in supply will also be utilised by the use of the ESCO to import/export surplus energy use from the grid, with provision of a sub station linking with the transformer station adjacent to the site.

City of York Council also has considerable experience of biomass boiler installation and operation in public buildings. The use of biomass/biofuel technologies can promote self reliance for fuel at the local scale and local control in the cost of energy. This strategy will also avoid the necessity to use unsustainable types of energy use.

#### Water Efficiencies

An approach will be developed to manage British Sugar's entire water cycle impacts; this approach will deliver significant improvements in terms of water consumption and surface water treatment. This will incorporate high water efficiency, low water usage technologies and appliances that minimise the need for processing water. Building on experience of exemplar projects delivered by the council, it is proposed to incorporate rainwater/greywater recycling and district rainwater harvesting (from both roofs and hard surfaced areas within the site). The feasibility of reusing effluent water on a grid system around the site will also be considered. The strategy will outline a sustainable approach to dealing with surface water flows in the context of this contaminated site adjacent to the River Ouse.

#### Sustainable Transport

An integrated approach will be taken to the layout of the demonstration exemplar scheme to ensure that development frames high quality streets and spaces, which are attractive and user friendly encouraging new occupants and the wider communities to walk and cycle.

The promotion of a healthy level of cycling within (and to and from) will form a key part of schemes transport success. The principles followed under street design and enhancement of connections will support this. Furthermore it will be a requirement for early planning to be given to the provision of high quality, easy to access and secure cycle parking/storage within all residential units. A range of options would be incorporated with the full integration of good cycle space within homes as the norm. It is also expected there will be provision of some external private cycle storage for visitors.

It will be important to stimulate the use of existing bus services, focusing on those operating along the A59 corridor and other local services as the first phase of development would not support the immediate implementation of direct bus services. Residents will be encouraged to walk to existing bus stops on Millfield Lane/Boroughbridge Road, by enhancing existing connections.

It is also proposed that all residential units in the demonstration exemplar will have a Real Time information panel installed. This innovate approach, will provide:

- Live bus approach times, and walk time;
- City wide public transport, journey time and road network information;
- Environmental information on household energy/utility, consumption;
- Details on council services, e.g. refuse collection; and
- Community, Education and Police information.

The level of parking provision and its integration within the design will be an important factor in influencing travel choices for future residents and reducing reliance on private cars. A range of parking options will be provided together with measures to control and manage provision. Provision of a car club with an element of zero private parking would be introduced. The potential for an element of cycle hire will also be evaluated.

#### 7.4.4 Indicative Programme for Demonstration Exemplar

A programme for taking the Demonstration Exemplar forward has been drafted by City of York Council. The programme identifies commencement on site in December 2011 and completion of the 60 unit pilot by November 2012. The detailed programme accompanies the Council's submission to CLG.

#### 7.5 Indicative Funding and Delivery Options for British Sugar "Demonstration Exemplar"

A £2.7million basic funding package has been identified for the short to medium term delivery of sustainability measures on the British Sugar demonstration exemplar as set out in table below.

A more comprehensive package, including new pedestrian/ cycle access to and provision of open space is identified at £6.0million. In addition to this basic funding package, £1.52million of grant funding has been identified to increase affordable housing levels from 35% to 50% in the demonstration exemplar scheme.

**Table 7.1: Indicative Basic Funding Package**

Item	Cost (£000's)*	Delivery Exemplar Site Cost (£000's)
Delivery Code Level 4 Housing (uplift from Code Level 3)	4.5/unit	270
Improved CfSH performance in line with Eco-feasibility and Water Cycle Strategy Recommendations (uplift from level 4)*	10.5/unit	630
British Sugar Eco-feasibility Study	100	100
British Sugar Water Cycle Strategy	100	100
Transport Parking Management	0.33/unit	20
Transport: Real Time Information Panel	1.66/unit	100
Transport Implementation Car Club	60	60
Transport Visitor Cycle Parking	0.25/unit	15
Training and Information Package	250	250
Memorandum of Understanding	200	200
CYC Project Management	350	350
ABF Project Management	350	350
ABF Masterplanning/Consultation	250	250
<b>Total</b>		<b>2,700</b>

Access to open space, feasibility, infrastructure and management	3300	3,300
<b>Total request for Funding</b>		<b>6,000</b>

\* Based on 2008 baseline costs – would require index linking to anticipated future years.

+ Assumes wind technologies not applicable to site; eco-feasibility study may revise this assumption, leading to cost savings that could be reinvested in alternative technologies. Unit rates estimated on CLG cost guidance and due diligence.

**Table 7.2: Indicative Additional Funding**

Item	Delivery Exemplar Site Cost (£000's)
Affordable Housing Grant (increase affordable homes from 35% to 50%)	1,520

## 7.6 Indicative Funding and Delivery Options for York Northwest

### 7.6.1 Committed Local Authority funding:

- On-going progression of YNW AAP, commitment of £182,000 per annum for 2009/2010 and 2010/2011.
- Existing public funding streams supporting the regeneration of York Northwest include £22.89m of regional transport funding for Access York phase 1 (supported by £3.45m City of York Council funding), with a further £37.35m (with £4.15m from the CYC) potentially coming from a phase 2 scheme.

### 7.6.2 Committed funding from other sources

- Provisional RDA funding has been identified and depending on the approach to provision that is adopted; significant potential exists around the funding of community infrastructure, in particular education and built sports facilities

## 7.7 Governance and Delivery Arrangements

### 7.7.1 Funding Allocation

The approach taken on the Growth Point funding in terms of the procedural approach and how funds are allocated and spent would be adopted in the Urban Eco Settlement 'Demonstration Exemplar' as referred to in section 2.2 of Examples of Agreements for CLG Funding by Arup, 5th June 2009.

### 7.7.2 Project Management

A dedicated project management team would be set up to progress the delivery of the demonstration exemplar scheme. This would comprise developer and council sub groups: the former to progress detailed design and planning matters; and, the later to provide an integrated proactive approach within the council and community for co-ordination of the project. The project management team would incorporate members from the developer and council/community groups and meet on a monthly basis to ensure any day to day issues were resolved speedily and work progressed in accordance with an agreed programme of works. The project team would be in place for 3 years to cover all aspects of delivery, from early planning through to the occupation and operation of the eco-elements of the scheme and the funding would cover this time period.

### 7.7.3 Governance

A Steering Group would be set up with representation from the Leeds City Region, York Council and Associated British Foods/Developer. The Group would be responsible for the overall strategic direction of the project with project monitoring of costs/timescales and resolution of any strategic issues. It would meet on a 3 monthly basis. The representative members of the Steering Group would be accountable to the Council's Executive and the



Associated British Foods Board as appropriate. The role of the Council would be to facilitate and enable management of the programme and funding. ABF would be responsible for project delivery.

#### **7.7.4 Community**

Representatives from the existing community would be included in the initial stages of the project team and following occupation residents of the new dwellings would also be included. Subsequently following completion of the project a community team would be established to provide a forum for managing community facilities and initiatives, e.g. open space, allotments, the community eco-hub and cycle hire and car club. This will encourage social interaction within the new and existing community and ensure it will be self sustaining. This approach would set the structure for the rest of the development to be taken forward.

## 8 Delivering Urban Eco Settlements through the planning system

### 8.1 Introduction

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Section 2 details the policy context in which the Urban Eco Settlements operate. Successful implementation of the Urban Eco Settlement programme will require proposals to be embedded within regional and local policy.

#### 8.1.1 Embedding Urban Eco Settlements in regional strategies

The locations for the Urban Eco Settlements are already included in the Regional Spatial Strategy (RSS). All four of the locations are identified as “Regionally Significant Investment Priorities” in Policy LCR2, providing a mechanism to lever in investment and bring about transformational change.

As the region makes the transition towards a single, Integrated Regional Strategy the Leeds City Region Partnership and the respective local authorities will need to make the case for regional policy to reflect the scale of delivery, level of ambition, ability to showcase new approaches to delivering development, and the overall long term eco-ambitions that are a central component of the Urban Eco Settlement Programme.

#### 8.1.2 Securing delivery through local plans and strategies

The development principles advocated for the Urban Eco Settlement programme will require local commitment and local policy approaches to ensure successful delivery. Each of the four Urban Eco Settlement locations is already identified in adopted and emerging local planning policy.

Aire Valley Leeds is already the subject of an Area Action Plan (AAP). Leeds City Council began work on the AAP in 2005 and development proposals linked to the Urban Eco Settlement form an integral part of the emerging AAP and are shaping the formation of policy content prior to formal Submission stage.

City of Bradford Metropolitan District Council (CBMDC) has plans to develop the Bradford-ShIPLEY Canal Road Corridor AAP. CBMDC’s Local Development Scheme has scheduled adoption of this AAP in January 2012. CBMDC has recently announced that work to establish the Corridor’s statutory planning and future regeneration proposals will commence in late Spring 2009 as part of the requisite LDF process.

Kirklees Council has looked closely at the role and function of North Kirklees and South Dewsbury. This has included a detailed examination of neighbourhoods in South Dewsbury which has culminated in a North Kirklees Strategic Development Framework. It is acknowledged that the Urban Eco Settlement widens the geographic scope of the North Kirklees South Dewsbury Masterplan area, but this is seen as a major opportunity to address long standing issues. The principles of the Urban Eco Settlement are embedded within the emerging Core Strategy and Development Control Policies DPD which was subject to further Options consultation in February 2009. Policies within the emerging Core Strategy will seek to secure the fundamental principles of the Urban Eco Settlement.

City of York Council has established a York Northwest Area Action Plan as part of their LDF. Work on York Northwest AAP began in 2007, although the council had been working on York Central AAP since 2006. Preferred Options consultation on the York Northwest AAP is scheduled for 2009. This Preferred Options AAP will reflect the approaches and objectives of the York Northwest Urban Eco Settlement.

City of York’s Core Strategy Preferred Options document also recognises the fundamental role of York Northwest as a critical element in delivery of the City’s long term spatial strategy.

## 9 Main Conclusions, Funding Options and Next Steps

### 9.1 Main Conclusions

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Urban Eco Settlements are an ambitious approach to development, which at their heart, set about achieving housing delivery through a step-change in quality of place and quality residential offer in existing urban areas.

However, Urban Eco Settlements are about more than just housing. They provide a coherent package of development proposals across the Leeds City Region. A complementary approach to the planning of development and regeneration means the UES locations are able to deliver eco-credentials in an efficient manner alongside wider regeneration goals. A co-ordinated approach has been put forward to provide:

- locally appropriate housing of the right type, tenure, size and price – contributing to a higher quality residential offer;
- well connected accessible developments linked by efficient public transport networks and integrated walking and cycling provision;
- exemplar developments that make best use of emerging technologies, satisfy high quality design standards including the Code for Sustainable Homes, BREEAM, and Building for Life, and also develop skills and training opportunities which can then be shared elsewhere within the city region;
- accelerated delivery of critical infrastructure, including that for transport, water, and renewable energy;
- opportunities for the retrofitting of existing housing stock in adjacent neighbourhood areas – lower resource consumption, and helping to tackle fuel and relative poverty.
- job creation and economic growth by developing a highly skilled local workforce in eco-construction, design and operation, through a coordinated approach to education, training and work experience;
- healthy and sustainable environments with high quality green infrastructure, and green and open spaces, which promote healthy living choices; and
- an environment to test innovative long term funding mechanisms that seek to lever in significant levels of private investment.

The rationale for focusing and accelerating growth in these areas is strong. Proposals within the Urban Eco Settlement Programme offer a comprehensive set of developments that can act as low carbon exemplars, reducing CO<sub>2</sub> emissions and resource use associated with housing, employment and transport. They also put forward development proposals that are directly linked to existing neighbourhoods. This offers opportunities to retrofit existing housing stock and develop sustainable mixed-use communities that are well integrated with each other and nearby centres of economic and social activity.

The Urban Eco Settlements offer early deliverable sites. These quick-wins need to be considered as the first phase of a longer term strategy. They will provide momentum, and act as a catalyst for change, giving greater certainty to public and private partners, and show that local authorities and the Leeds City Region can lead by example.

In some areas delivery can not be achieved in the very short term (next 2 years). These areas have significant latent potential, but are not currently punching their weight in terms of infrastructure provision, quality of place, green infrastructure, or attractive residential or commercial environments. In these locations there remain a number of interventions and investment opportunities which can be pursued so as to deliver upfront infrastructure and other components of the longer term strategy which will help re-position the areas and make them more accessible for future development. Innovative funding mechanisms such as

Accelerated Development Zones can be drafted and implemented to lay the groundwork for the successful delivery of sustainable housing and economic growth.

Not all of the objectives within the UES locations are for new development. Many areas also have an opportunity to tackle existing building infrastructure. Proximity to existing residential neighbourhoods allow proposals to look at mechanisms to bring about the retrofit of residential properties, helping to drive down resource use, tackle fuel poverty and raise the quality of place. Equally proposals to improve the overall quality of place through wider regeneration and the provision of green infrastructure are being explored, which can bring about a balanced mix of land uses.

## **9.2 Financial Freedoms and Flexibilities**

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In all UES locations a concerted and co-ordinated approach to funding is required. The UES locations are identified within existing funding priorities at the city-regional level (LCR Forerunner, LCR Housing & Regeneration Strategy and Investment Framework, and Second Round New Growth Points) and the regional level (Regional Funding Allocation, Regional Spatial Strategy, Homes and Communities Agency). The UES approach to development represents a way to bring together existing policy objectives and initiatives and pool funding. Initiatives currently put forward by the public sector can be drawn together under the UES model and used to delivery strategic development sites. This will achieve greater efficiency and value for money than would occur if it were to be used in isolation.

Demonstrating delivery and value for money on public sector finance will also give confidence to the private sector. Levering in additional private sector finance to support public sector proposals will create a joint approach which in turn should achieve greater returns on investment. In developing joint approaches with the private sector it will be important to emphasise the scale and critical mass of the delivery outputs of the UES programme. The potential to deliver nearly 30,000 homes and over 40,000 jobs means that some development proposals will be self financing, allowing proposals to be look at innovative arrangements linked to developer contributions, Community Infrastructure Levy, planning gain or other mechanisms to enable comprehensive development.

To achieve any of this, the packaging of funding and the way it is procured will require a degree of additional freedom and flexibility. Proposals as part of the Leeds City Region Forerunner plan begin to explore the flexibilities required. Flexibility between central government, Leeds City Region and the local authorities responsible for delivery is required on options for:

- upfront investment in infrastructure through innovative mechanisms to allow the recoup and capture of value uplift from subsequent development;
- opportunities to pool funding so as to deliver on shared priorities for housing, employment, transport and quality of place;
- opportunities to pool funding for both new development proposals and regeneration initiatives, including retrofit and housing market renewal;
- developing skills in emerging sectors of the economy, with possibilities for being a test-bed for emerging technologies or housing an “eco” centre of excellence; and
- securing a distinctive, place-based approach to coordinating investment within the Leeds City Region through facilitating the early delivery of sites within the identified Urban Eco Settlement locations.

Aire Valley Leeds UES is already proposed as an area to pilot an Accelerated Development Zone innovative funding model, with the intention, subject to a successful trial, to replicate this longer term funding model in the other UES locations and elsewhere in the city region and beyond. This is a demonstration of the type of flexible arrangement that could be created. Negotiations are ongoing with Government to progress this proposition, which has

the potential to lever in significant private sector investment to this major eco-regeneration scheme.

Some of the areas have received investment or are in the process of procuring investment for schemes and development opportunities. It is important that during delivery each UES can demonstrate value for money through an efficient and co-ordinated approach to investment. Investment decisions which bring forward development sites but also generate long term value should be prioritised. With the public sector taking on risk to encourage private sector investment, there should be flexibility within the structure of investment packages. This will help to ensure that the public sector can share rewards and re-coup the value uplift that will result from investment in kick-starting delivery or upfront investment in infrastructure.

### **9.3 Next Steps**

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The Leeds City Region, through the Second Round New Growth Points and Urban Eco Settlements Programme, has developed a clear spatial agenda for housing-led regeneration. These will be complemented by further strategic urban renewal and rural renaissance projects to be specified through the LCR HCA Single Conversation.

As a package across the Leeds City Region, the Urban Eco Settlements have a greater ability to co-ordinate existing and future funding. Not only does this bring about value for money in terms of realising maximum impact from existing funds, it also offers the chance to integrate investment and equip public and private partners to delivering against their 'place-shaping' role with a more holistic approach to providing homes, jobs, education and skills, critical infrastructure, green infrastructure, public transport, and a better quality of place.

This submission explores the practicalities of delivery and current thinking in terms of funding. Some of the proposals draw on existing national, regional or city-regional level funding options, whilst others have developed specific options linked directly to circumstance and individual site development proposals.

In terms of the next steps, a series of discussions are ongoing with central Government and the HCA. These discussions should clarify what Government and the HCA could provide by way of freedoms and flexibilities and funding to enable the city region to deliver the proposals put forward in this submission. Detailed delivery timescales are being prepared to identify sequencing and phasing of the UES Programme and the funding requirements.

Urban Eco Settlements offer the chance to bring coherence across the city region in relation to the city region's eco-proposals and ambitions, delivering shared initiatives for housing, transport, employment and skills, green infrastructure, education programmes and emerging technologies. An indication from Government is needed as to the extent to which additional flexibility or freedoms could be given to Leeds City Region in the way it aligns and allocates funding, pilots and rolls out innovative delivery mechanisms, and investigates and implements joint procurement strategies.