

# elstow

## new settlement



## PLANNING AND DEVELOPMENT BRIEF

Adopted September 1999



in consultation with:  
**National Power Plc and  
Gallagher Estates Ltd**

**This development brief has been prepared in the context of the Bedfordshire Structure Plan 2011 and the emerging Local Plans of Bedford Borough and Mid Bedfordshire District Councils.**

Adopted September 1999

The production of this brief has been coordinated by members of the National Power /Gallagher Estates Consultant Team comprising Tibbalds Monro, Arup Economics and Planning, RPS, and WSP Consulting Engineers in conjunction with the officers from Bedfordshire County Council, Bedford Borough Council and Mid Beds District Council.

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The new settlement focused on Elstow Storage Depot will establish an eventual community of around 10,000 people. It will represent the single largest development in the County and when complete will be of a similar size in terms of population to the existing settlements of Flitwick and Sandy but in character to Ampthill and Biggleswade.

The three Councils are committed to the creation of a successful place which responds appropriately to its location and setting.

The Bedfordshire region is characterised by a series of villages and small to medium sized market towns, set within a predominantly agricultural environment and in this regard the three Councils will wish to ensure that the development occurs in a manner which reflects and responds to the characteristics and features possessed by many of these existing settlements.

In short the three Councils see the new settlement introducing a new market town into the existing settlement hierarchy. The new settlement will comprise a series of villages. Any design proposals should respect and respond positively to local circumstances in terms of:

- the scale and character of a traditional English market town in terms of settlement structure, townscape characteristics, building forms and features, and use of materials;
- the landscapes associated with such settlements i.e. the woodlands, the parklands, the greens and the relationship of the built form to such landscapes;
- the integration of the settlement edge to the surrounding landscape;
- the mix of land uses and activities and the disposition of such land uses within market towns.

section

1

**purpose of the brief**

page

1

INTRODUCTION.....	1
THE NEED FOR A NEW SETTLEMENT.....	1
THE EXTENT OF THE AREA TO BE COVERED BY THE DEVELOPMENT BRIEF.....	3
THE NEED FOR THE DEVELOPMENT BRIEF.....	3
THE STATUS OF THE BRIEF.....	3
STRUCTURE OF THE BRIEF.....	3

section

2

**context of the site**

5

POLICY CONTEXT.....	5
<b>Statutory Planning Policy</b> .....	5
National Policy Guidance.....	5
Regional policy: RPG9; The South East.....	6
Development Plan Policy: Bedfordshire Structure Plan 2011.....	7
Bedford Borough and Mid-Bedfordshire Local Plans.....	7
<b>Non-Statutory and Other Guidance</b> .....	9
Marston Vale Strategy.....	9
Marston Vale Community Forest.....	9
Bedfordshire Rural Strategy.....	9
Local Agenda 21.....	9
Government's White Paper on the Future of Transport - New Deal for Transport	
Urban Villages.....	10
Bedfordshire Local Authority Design Forum.....	10
STRATEGIC GEOGRAPHICAL CONTEXT.....	10
HISTORIC CONTEXT.....	11

section

3

**site appraisal & development influences**

12

EXISTING ON-SITE AND ADJACENT LAND USES.....	12
<b>Existing commercial and residential uses</b> .....	12
<b>Elstow Storage Depot</b> .....	12
<b>Wilstead Industrial Estate</b> .....	13
<b>Elstow Pit</b> .....	13
<b>Kempston Hardwick Brickworks</b> .....	14
<b>Midland Mainline railway</b> .....	14
Land use influences.....	14
ACCESS STRATEGY AND MOVEMENT.....	14
<b>The Strategic Highway Network</b> .....	14
Development influences.....	15
<b>Footpaths, cycleways and rights of way</b> .....	15
Development influences.....	15
<b>Rail</b> .....	15
Development influences.....	16
<b>Bus</b> .....	16
Development influences.....	16

ECOLOGY.....	16
Development influences.....	17
LANDSCAPE AND TOPOGRAPHY.....	18
<b>Landscape setting and topography</b> .....	18
Development influences.....	18
<b>Existing woodland, tree belts and hedgerows</b> .....	21
Development influences.....	21
<b>Visibility of the site from surrounding areas</b> (zones of visual influence)....	21
Development influences.....	23
HISTORIC LANDSCAPE AND ARCHAEOLOGY.....	23
GROUND CONDITIONS.....	23
<b>Soil type</b> .....	23
<b>Pollution</b> .....	23
UTILITIES.....	24
<b>Gas</b> .....	24
<b>Electricity</b> .....	24
<b>Water</b> .....	24
<b>Telcommunications</b> .....	24
<b>Drainage</b> .....	24
Foul water drainage.....	24
Surface water drainage.....	24

section  
**4**

**key sustainability principles for  
the new settlement**

25

section  
**5**

**development measures & illustra-  
tive development concept**

28

PRINCIPLE 1: MAXIMISE THE REUSE OF BROWNFIELD LAND.....	28
PRINCIPLE 2: INTEGRATE THE DEVELOPMENT WITHIN THE LANDSCAPE.....	30
PRINCIPLE 3: ENCOURAGE A BALANCED AND SELF SUFFICIENT COMMUNITY....	32
PRINCIPLE 4: STRUCTURE THE DEVELOPMENT AROUND ENERGY EFFICIENT MOVEMENT NETWORKS.....	35
PRINCIPLE 5: PROVIDE AN OPEN SPACE NETWORK FOR RECREATION, WILDLIFE, ENERGY AND WATER MANAGEMENT.....	39
PRINCIPLE 6: PROMOTE TECHNICAL EFFICIENCY IN THE SITING, DESIGN AND USE OF MATERIALS.....	42
PRINCIPLE 7: ENSURE SETTLEMENT DURABILITY AND ADAPTABILITY.....	43
PRINCIPLE 8: CREATE A DISTINCTIVE, HIGH QUALITY AND SUCCESSFUL NEW PLACE.....	44
PRINCIPLE 9: COMMUNITY INVOLVEMENT IN DESIGN, DEVELOPMENT AND MANAGEMENT.....	45
ILLUSTRATIVE DEVELOPMENT CONCEPT.....	46

section  
**6**

**implementation**

48

KEY OBJECTIVES.....	48
SECURING DEVELOPMENT WITHIN THE LOCAL PLAN PERIOD UP TO 2006.....	48
SITE PREPARATION WORKS.....	48
<b>Design guidance</b> .....	49
<b>Outline planning application &amp; supporting information</b> .....	49
PHASING OF THE DEVELOPMENT AND PROVISION OF COMMUNITY FACILITIES.....	49
AGREEMENTS.....	50
SUBMISSION OF DESIGN GUIDANCE AND PLANNING APPLICATIONS.....	50
MANAGEMENT.....	50
CONSULTATION STRATEGY.....	51
FRAMEWORK FOR ESTABLISHING CONDITIONS AND LEGAL AGREEMENTS FOR PROVISION AND PHASING OF INFRASTRUCTURE, DEVELOPMENT AND COMMUNITY FACILITIES.....	51
<b>Remediation &amp; infrastructure provision</b> .....	51
<b>Public transport facilities</b> .....	51
<b>Housing development parcels</b> .....	53
<b>Employment development</b> .....	53
<b>Facilities to be provided in the new settlement</b> .....	53
<b>Structural landscape</b> .....	54
<b>Management of community facilities</b> .....	55
SUMMARY CHECKLIST OF REQUIREMENTS.....	56

appendix  
**1**

**phasing of community facilities and infrastructure**

60

## INTRODUCTION

1.1 The development of a new settlement focused on the Elstow Storage Depot site in the Marston Vale provides a unique opportunity and exciting challenge for the local planning authorities and the landowners who wish to promote its development. Land has been identified to develop the new settlement in a way which:

- fully accords with national, regional, and local planning policies;
- can utilise sustainable development principles from the outset;
- can provide a high quality, well designed environment in which existing and future communities can live, work, pursue leisure and recreation activities, and meet their everyday needs for community facilities and services and public transport;
- can bring about one of the most significant environmental improvements in the Marston Vale, within an enhanced and attractive landscape;
- can avoid and prevent urban sprawl and the coalescence of existing settlements.



Key  
 Parish boundary  
 District boundary

Figure 1: Context of surrounding settlements and parish boundaries

1.2 This Brief has been prepared jointly by the local planning authorities (Bedford Borough Council, Mid-Bedfordshire District Council and Bedfordshire County Council) in conjunction with the promoters of the new settlement core; National Power Plc and Gallagher Estates. It is intended to provide uniform and consistent supplementary planning guidance on behalf of both of the District Councils whose boundaries are straddled by Elstow Storage Depot and the proposed new settlement site.

## THE NEED FOR A NEW SETTLEMENT

1.3 There is a strategic planning need for a new settlement focused on land at the Elstow Storage Depot. This has been recognised and accepted by Bedford Borough Council, Mid-Bedfordshire District Council and Bedfordshire County Council. This new settlement is specifically needed for five main reasons:

- to meet housing need and provide around 4500 dwellings as a key component of the Structure Plan housing allocation required for the County of Bedfordshire up to 2011;
- to help secure the local plan requirements for 975 dwellings by 2006;
- to ensure that an adequate and accessible range of local services, community facilities and jobs can be provided along with the provision of housing;
- to bring into full beneficial use the environmentally damaged, contaminated, and under used land of the Elstow Storage Depot site;
- to make one of the most significant contributions to the environmental improvement of the Marston Vale which is the highest priority for such improvement in the County.

1.4 The Elstow Storage Depot site alone does not provide sufficient land to accommodate a new settlement of around 4500 new dwellings. This is recognised in the Bedfordshire Structure Plan 2011, which refers to the development being 'focused' on the Depot site. Additional land adjacent to the Storage Depot site is therefore needed. At the same time the development of the new settlement will require the upgrading to dual carriageway standards of the A6 between the Bedford Southern Bypass and the new settlement. Thus additional land adjacent to the A6 is needed to allow for any upgrading, widening and realignment of the A6, both in

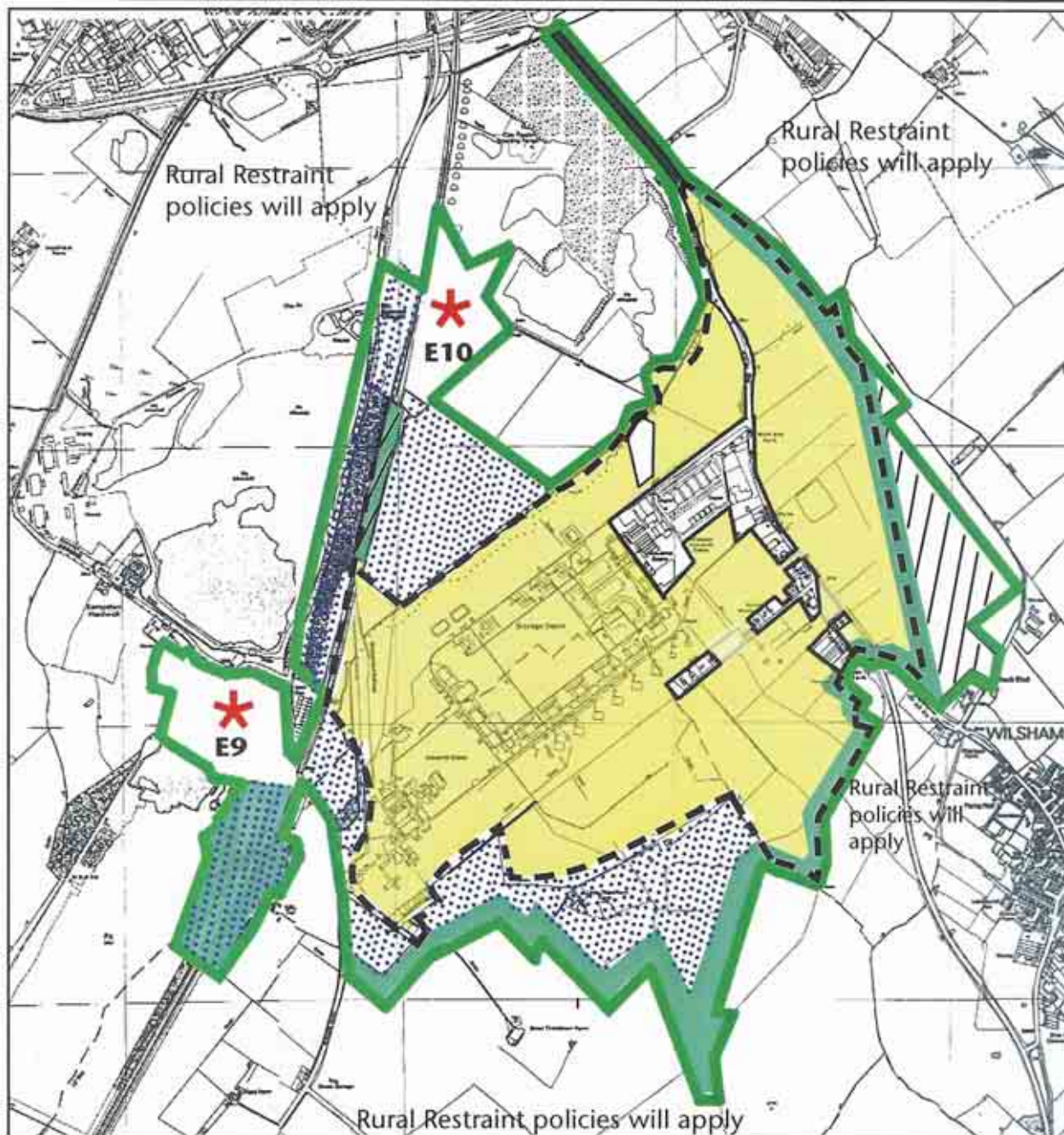









Figure 2: Elstow New Settlement Development Brief area

- |   |   |   |  |
|---|---|---|--|
|  | Extent of Development Brief area (948 acres, 384 hectares)  |  | Areas identified as having employment potential, under policies E9 (Coronation Brickworks) and E10 (Elstow Brickworks) of the Bedford Borough Deposit Draft Local Plan |
|  | New Settlement core in the ownership/control of National Power/Gallagher Estates joint venture (694 acres / 281 hectares)   |  | Other land in the ownership/control of City and St James   |
|  | Other land in the ownership/control of National Power/Gallagher Estates joint venture to be retained in perpetuity as land free from development. Potential opportunities for landscape enhancement and/or environmental protection |  | Landscape buffers to be protected in perpetuity  |
|  | Other land in the ownership/control of the National Power/Gallagher Estates joint venture for enabling works for the upgrading of the A6  |   |  |

the vicinity of the new settlement and up to the southern by-pass.

#### THE EXTENT OF THE AREA TO BE COVERED BY THE PLANNING AND DEVELOPMENT BRIEF

- 1.5 The extent of the Planning and Development Brief Area is shown on Figure 2. The Brief includes the area owned and controlled by National Power/Gallagher Estates. This area is seen as the “core” of the new settlement.
- 1.6 The settlement core will be planned on the basis of providing for a balanced community of around 4500 new homes; supporting community and employment facilities and infrastructure, open space and landscape. The settlement core is sufficient to allow for the requisite improvement and realignment of the A6.
- 1.7 The brief also includes two areas which are allocated under policies E9 and E10 of the Deposit Draft of the Bedford Borough Local Plan for employment purposes. The plan identifies these areas as being capable of delivering around 10ha of employment land within the plan period. The development of these employment sites will be expected to comply with the principles set out in this brief.
- 1.8 In addition the brief identifies a number of areas beyond the settlement core. These areas would be governed by the same development principles as those of the settlement core.
- 1.9 As a result of land ownership and other development considerations the three councils acknowledge that there may be separate planning applications submitted for the core and the other areas.
- 1.10 The three councils are committed to the implementation of the whole settlement. Priority will be given to delivery of the new settlement in accordance with the phasing strategy identified in Figure 29.
- 1.11 The three councils will require that any planning applications submitted on the other areas identified in Figure 2 will contribute to the needs of the new settlement on a pro rata basis. In this regard the three councils will seek, through legal agreements and conditions attached to any planning applications,

retrospective contributions in respect of the various items set out in paragraph 6.25 of this brief.

#### THE NEED FOR THE PLANNING AND DEVELOPMENT BRIEF

- 1.12 A Local Authority development brief is needed for the new settlement to:
  - define the extent of area to be covered by the brief;
  - identify the statutory and non-statutory planning context with which all development proposals should comply;
  - set out the principal site constraints and opportunities which all development proposals must take into account;
  - set out the sustainable development principles which must guide all subsequent development.
- 1.13 The brief is also necessary to:
  - specify development principles and measures for bringing forward the new settlement;
  - set out the procedures and information required in pursuance of securing planning permission and other necessary consents for the new settlement.

#### THE STATUS OF THE BRIEF

- 1.14 This Planning and Development Brief will, following consultation, provide Supplementary Planning Guidance which will be adopted by the local planning authorities. The Brief will be supplemented by strategic design guidance for the new settlement and sub-area detailed design statements for each phase of the development.
- 1.15 Following adoption, any planning applications submitted on the site will be required to comply with the principles laid down in the brief and the associated design guidelines.

#### STRUCTURE OF THE BRIEF

- 1.16 This brief comprises 6 sections:
  - **Section 1** sets out the context for the brief in terms of the area to be covered by, the need for, and the status of the brief.

- **Section 2** sets out the context of the area covered by the brief; its location, brief history, and the planning policy context affecting its development.
- **Section 3** sets out the various features and characteristics of the brief area which will need to be taken into account in bringing forward development proposals; land-use, access and movement, topography and landscape, ground and environmental conditions etc.
- **Section 4** provides supplementary planning guidance in terms of setting out the key principles for the sustainable design of a high quality new settlement which all development proposals will be required to follow.
- **Section 5** specifies a set of development measures which flow from the overall sustainability principles, and which provide the framework for fleshing out the planning authorities' aims and objectives and against which development proposals can be judged.
- **Section 6** deals with implementation. It sets out the basic framework the local authorities wish to see adhered to in terms of the phasing of remediation and site preparation works, infrastructure provision, housing and employment development, and the provision of community facilities and services within the settlement. It also sets down the principles for establishing conditions and legal agreements for the provision of phasing, of infrastructure, development and community facilities.

## POLICY CONTEXT

- 2.1 This section outlines the statutory and non-statutory planning policy context for the development of the new settlement at national, regional and local government levels. The three Councils will expect proposals for the new settlement related development to comply with the objectives of these policies.

### Statutory Planning Policy

#### National Policy Guidance

- 2.2 The Government's approach to planning and its key strategic objectives are set out in PPG1: General Policies and Principles. PPG1 is supported by relevant policies in PPG3: Housing; PPG13: Transport and more recently the Transport White Paper. Three key policy themes can be identified in PPG1:

#### 1. Sustainable development

- 2.3 A sustainable framework for development should:
- provide for the nation's activities and development needs whilst respecting environmental objectives;
  - use already developed areas in the most efficient way, whilst making them more attractive;
  - conserve both cultural heritage and natural resources;
  - shape new development to minimise the need to travel.
- 2.4 The Consultation Draft of the revision of PPG3: Housing (March 1999) reinforces the Government's commitment to more sustainable patterns of development through:
- concentrating most additional housing development within urban areas;
  - making efficient use of land;
  - maximising the re-use of previously developed land and the conversion and re-use of existing buildings;
  - adopting a sequential approach to determine the phased release of land.

## 2. Mixed use

- 2.5 The planning system should be used to deliver high quality mixed use developments, characterised by:
- compactness;
  - a mixture of uses and dwelling types including affordable housing;
  - a range of employment, leisure and community facilities;
  - high standards of design;
  - access to public open space and green spaces;
  - ready access to public transport.

## 3. Design

- 2.6 PPG1 encourages good design and recognises that: "Good design can help promote sustainable development; improve the quality of the existing environment; attract business and investment; reinforce civic pride and a sense of place".
- 2.7 PPG1 stresses that development proposals should take account of design and have regard to relevant development plan policies and supplementary design guidance.

### 4. Other key policy objectives

- 2.8 *Land Use and Transport:* PPG1 promotes development in the form of well-balanced land uses in settlements which:
- minimise the need for journeys to work by car;
  - can be well served by public transport;
  - can support some people working from home;
  - encourage walking and cycling as well as public transport.
- 2.9 PPG13 reinforces these objectives and specifically encourages the reduction in the need to travel and a modal shift away from the private car.
- 2.10 The Consultation Draft of the revision of PPG3 encourages local authorities to revise their parking standards to allow significantly lower levels of parking provision in all housing developments. The guidance states that "car parking provision in any development should

not exceed an average of 1.5 to 2 car parking spaces per dwelling and should normally be less, often significantly so".

2.11 *Housing:* PPG1 states that the key objectives for the location and allocation of housing land are:

- outside urban areas - to promote land for housing in locations which are or will be well served by public transport and with good access to employment and a range of services including leisure, shopping, education and health facilities;
- to provide a mixture and range of types of housing to meet the increasingly varied demand for housing, including the need for affordable housing.

2.12 *Raising the density of residential development:* The Consultation Draft of the revision of PPG3 encourages Local Authorities to:

- increase the density of development at and immediately around places with good accessibility such as town, district and local centres, or in public transport corridors;
- set minimum densities for new development, whether on previously developed land or greenfield sites;
- set a density range for existing residential areas, whether in cities, towns or villages, which respects their character but allows for appropriate infill development and extensions; and
- promote improvements in public transport which will enable potential housing developments to be less car dependent.

2.13 The guidance goes on to state that in and around existing centres densities in excess of 50 dwellings per hectare may be appropriate.

2.14 *Creating a more attractive residential environment:* The Consultation Draft of the revision of PPG3 places a strong emphasis on the need to improve the quality of residential areas. Local Authorities will be encouraged to promote developments that:

- create places for people which have their own distinct identity, are safe and attractive;
- respect and enhance local character and connect well with the wider locality; and
- give priority to the needs of pedestrians and

cyclists rather than vehicles in residential areas.

2.15 *New settlements:* New settlements are identified by the Consultation Draft of the revision of PPG3 as an acceptable form of development outside of an urban area provided:

- they are planned as a community with mixed land uses, including adequate shops, employment and services;
- they exploit existing or proposed public transport by locating in a good quality public transport corridor;
- they can make use of previously developed land; and
- there is no more sustainable alternative.

2.16 The guidance states that all proposals for larger new settlements should be brought forward through regional planning guidance and *agreed* between the tiers of plan-making authorities.

Regional Policy: RPG9: The South East

2.17 The Government's regional planning guidance covering Bedfordshire is set out in RPG9: The South East. RPG9 identifies the following general principles to guide development in the Region:

- All development should be planned in ways which work towards securing the objectives of sustainable development;
- The immediate priority is to provide for market-driven development so as to accelerate economic recovery, in particular, through the use of existing planning permissions, land already allocated in development plans, and available or programmed infrastructure;
- Sufficient housing appropriate in size, type and location should be provided within the Region to meet the needs of its population;
- Development should avoid the wasteful use of land and make the fullest possible use of opportunities for redevelopment and recycling of land.

2.18 With regard to housing provision RPG9 identifies the need for 37,000 dwellings to be provided in Bedfordshire between 1991 and 2006. RPG9 states that Local Planning Authorities should ensure this housing provision

with regard to:

- the provision of the necessary infrastructure;
- the need to optimise the use of urban land and to recycle land;
- the need to take advantage of the least congested parts of the transport network;
- the need to promote a distribution of development that will help to establish a sustainable relationship between homes, workplaces and other facilities and to minimise unnecessary travel.

Development Plan Policy: Bedfordshire Structure Plan 2011

- 2.19 Adopted in March 1997, the Bedfordshire Structure Plan 2011 sets the context for the two emerging local plans covering the Elstow Storage Depot - Bedford Borough Local Plan and Mid-Bedfordshire Local Plan.
- 2.20 The Structure Plan conforms with the housing provision target for Bedfordshire set out in RPG9. Policy 33 of the plan promotes new housing in urban areas and in two strategic corridors. In respect of the housing allocation for the South West of Bedford Strategic Corridor, Policy 33 states that about 4,500 dwellings should be provided "in a strategic location focused on Elstow Storage Depot". The use of the term 'focus' reflects the likelihood that whilst built development will occur on the site of the Storage Depot, the proper planning of the site, including strategic landscaping, may require the use of land adjacent to the Depot.
- 2.21 Policy 21 of the Structure Plan states that development within the strategic corridors should:
- seek to improve areas of derelict, damaged, contaminated or otherwise under-used and previously developed land;
  - be of sufficient scale to provide an adequate and accessible range of local services including local employment opportunities, shopping, leisure and other community facilities;
  - be well related to rail and/or road public transport provision;
  - seek new public transport services including new or improved rail stations;
  - help to meet local housing needs by

- providing a wide range of housing types, including an element of affordable housing;
- take advantage of opportunities to use renewable sources of energy;
- minimise the irreversible loss of the best and most versatile agricultural land.

Bedford Borough and Mid-Bedfordshire Local Plans

- 2.22 The Elstow Storage Depot straddles the boundary between Bedford Borough and Mid-Bedfordshire District Councils. As a result policies relating to the Depot are outlined in the emerging local plans of both Bedford Borough and Mid-Bedfordshire .
- 2.23 The Bedford Borough and Mid-Bedfordshire Local Plans are currently being reviewed. Both plans are at draft deposit stage. The draft Bedford Borough Local Plan was placed on deposit in February 1997 and the draft Mid-Bedfordshire Local Plan was placed on deposit in November 1997. Both plans have a plan period up to 2006.
- 2.24 The housing sections of the two local plans incorporate policies relating to the redevelopment of Elstow Storage Depot (Policy H14 of the Bedford Borough Plan and Policy H08(4) of the Mid-Bedfordshire Local Plan). Under these policies a total of 975 dwellings are allocated to the Elstow Storage Depot site in the local plan period up to 2006. Policy H14 of Bedford Borough Local Plan states that the key principles of the development will include:
- a major mixed use development to meet the needs of a self-supporting community providing employment, leisure, open space and play space, community, social and education facilities;
  - integral to the development a new railway station on the London Bedford Railway, track, and signalling with ancillary car parking;
  - dualling of the A6 between the site and Bedford Southern Bypass, as required by the highway authority;
  - extensive on and off site landscaping including structural planting and environmental improvement to be achieved as part of the Marston Vale Community Forest and the Marston Vale Strategy;

- arrangements for relocation of existing employment uses and the retention of suitable premises;
- measures to mitigate traffic impact on the B530, as required by the highway authority;
- any scheme should fully explore the potential of providing a sustainable energy system such as combined heat and power to serve the development;
- protection of the amenity of residential properties adjoining the site and measures to avoid coalescence with neighbouring settlements;
- design of the internal transport infrastructure of the development to give priority to public transport including measures to allow existing bus services to be extended into the development;
- provision of a comprehensive network of walking/cycling links to both Bedford/Kempston and into the rural area surrounding the development in conjunction with the network being developed as part of the Marston Vale Community Forest Plan and Sustrans initiative; and;
- in accordance with policy H31 the Borough Council (Bedford) will negotiate for an appropriate amount of affordable housing to be provided on this site.

2.25 Policy HO8(4) of Mid-Bedfordshire Local Plan states that key principles of the development will include:

- a major mixed use development to meet the needs of a self-supporting community providing employment, leisure, open space and play space, community, social and education facilities;
- integral to the development a new railway station on the London Bedford Railway, track, and signalling with ancillary car parking together with appropriate provision for access providing a significant facility for modal interchange;
- dualling of the realigned A6 between the site and Bedford Southern Bypass, as required by the highway authority;
- extensive on and off site landscaping including structural planting and environmental improvement to be achieved as part of the Marston Vale Community Forest and the Marston Vale Strategy;
- arrangements for the relocation of existing

employment uses and the retention of suitable premises;

- strong measures to mitigate traffic impact on the B530/A5120 and the wider highway network to Junction 12 of the M1, as required by the highway authority and in the light of the travel assessment;
- any scheme will fully explore the potential of providing a sustainable energy system including combined heat and power to serve the development;
- protection of the amenity of residential properties adjoining the site and measures to avoid coalescence with nearby settlements;
- design of the internal transport infrastructure of the development to give priority to public transport including measures to allow existing bus services to be extended into the development;
- provision of a comprehensive network of walking/cycling links to both Bedford/Kempston and into the rural area surrounding the development to link with the Marston Vale Cycleway (Milton Keynes - Bedford), to the new railway station, and;
- for 20% of the dwellings provided in the development to be affordable in accordance with Policy HO2, and a mix of dwellings to reflect Policy HO4.

2.26 With regard to employment provision, Bedford Borough Local Plan states that employment development in the area of Elstow Storage Depot could contribute in the order of 21ha of new and replacement employment land within the plan period of which 11ha will be provided on the Storage Depot. Mid-Bedfordshire Local Plan states that the development of a new settlement at Elstow should include provision for B1, B2 and B8 employment uses.

2.27 Other relevant policies include:

#### **Bedford Borough Local Plan**

- Policy S4 - relating to the South West of Bedford Strategic Corridor;
- Policy S5 - in support of the Marston Vale Strategy;
- Policy NE21 - in support of the Marston Vale Community Forest;
- Policy H31 - relating to affordable housing;
- Policy H26 - Housing in the open

countryside;

- Policy E9 and E10 - Coronation/Elstow former brickworks;
- Policy BE5 - Area of Rural Restraint around the Bedford urban fringe.

#### Mid-Bedfordshire Local Plan

- Policy CS4 - in support of the Marston Vale Strategy;
- Policy CSS - in support of the Marston Vale Community Forest;
- Policy HO3 relating to affordable housing.

#### Non-Statutory Policy and Other Guidance

- 2.28 This section sets out non-statutory policy and other guidance which should be taken into account in the planning of a new settlement.

##### Marston Vale Strategy

- 2.29 Launched in 1993, the Marston Vale Strategy is a partnership initiative involving the local authorities and major landowners in the Vale. The objective of the Strategy is to create a more varied and attractive environment within a twenty year period. Elstow Storage Depot is recognised by the Marston Vale Strategy as a site for possible long term improvements. The Strategy is supported by Policy 16 of the Structure Plan 2011.

- 2.30 The Strategy outlines a number of key principles against which proposals for development in the Vale should be judged:

- the contribution the development makes to the improvement of the environment of the Vale;
- the effects of, and relationships to, people living and working in the Vale;
- the need to minimise local traffic difficulties
- their consistency with sustainable development principles;
- the need to minimise pollution of all kinds;
- appropriate leisure and recreational activities and associated developments will be particularly encouraged.

##### Marston Vale Community Forest

- 2.31 The Marston Vale Community Forest project is one of twelve Community Forest initiatives in England. It aims to provide major

environmental improvements, recreational facilities and new wildlife habitats in the Vale over the next twenty years and is supported by Policy 17 of the Structure Plan 2011. To achieve this a programme of action has been prepared with the following objectives:

- restoration of damaged and derelict land in the Bricklands and Urban Fringe;
- establishment of farm woodland;
- conservation of the area's subtle and undervalued assets;
- creation of new wetland, heathland and woodland habitats;
- environmental enhancement of villages and land next to road and rail corridors.

##### Bedfordshire Rural Strategy

- 2.32 The Rural Strategy seeks to promote an integrated approach to the management of the rural environment and to all aspects of rural development, in which the interests of future generations will be safeguarded. It is concerned with the strength, feeling and vitality of rural communities and with balancing the diverse interests of those who live and work in rural areas, and the wider public interest.

Key elements of the strategy are:

- A partnership approach between the relevant agencies and rural communities.
- Inter-agency co-operation and the targeting of resources;
- Assistance for communities to address local issues;
- Improvements in the availability of information on services and opportunities for action;
- Establishment of a Rural Convention to monitor progress, debate issues and maintain momentum.

- 2.33 The strategy focuses on six key issues: the countryside; employment; services and facilities; housing; access to the countryside; and transport.

##### Local Agenda 21

- 2.34 Agenda 21 emerged from the 1992 UN Conference on Environment and Development in Rio. It sets out strategies for working towards sustainable development and stresses the

important role of local government in promoting sustainable development. Sustainable development implies a concern for present and future generations and for the long term health and integrity of the environment. It embraces environmental, social and economic matters. Agenda 21 has led to the establishment of Local Agenda 21 initiatives throughout the UK.

2.35 The principal objective of Local Agenda 21 is the integration of sustainable development aims into the activities of all sectors of the community including the Local Authorities. In terms of land use planning Local Agenda 21 advocates the promotion of sustainable development through:

- promoting development which reduces the need to travel;
- encouraging resource and energy efficient patterns of development;
- promoting sustainability enhancing developments such as wind farms;
- constraining development within natural 'carrying capacity' limits and locally adopted environmental quality objectives;
- protecting habitats and landscapes;
- protecting historic environments;
- encouraging energy efficient and environmentally benign building practices through design guidance;
- encouraging a shift away from car use towards less environmentally damaging modes;
- encouraging local community involvement, in the planning and development process.

#### Government's White Paper on the Future of Transport - A New Deal for Transport

2.36 Published in July 1998, the White Paper 'A New Deal for Transport' outlines the Government's vision for an integrated and sustainable transport policy. It sets the framework within which detailed policies will be brought forward and paves the way for the preparation of a revised PPG13.

2.37 In relation to the planning and design of new developments the White Paper outlines the following key aims:

- the promotion of major developments within public transport corridors and other

areas where good public transport exists or can be provided;

- the promotion of compact development forms which reduce the need to travel and improve access to jobs, leisure and services;
- the provision of new housing which avoids undue reliance on the private car;
- the design of new development which provides opportunities for walking and cycling;
- the implementation of 'traffic calming' measures to reduce the vehicle speeds.

#### Urban Villages

2.38 The urban village movement is a leading authority on new settlement planning and design. The Urban Villages Forum, is a non profit membership organisation established in 1992 from an initiative by HRH The Prince of Wales, "in response to the increasing numbers of bland and monotonous developments of recent years". The Forum unites many of the country's leading housebuilders, developers, funders, planners and designers to make the case for a more human approach to mixed use, sustainable development. The Forum identifies a number of key characteristics of successful and sustainable new settlements which will need to be considered in planning for the new settlement, including:

- A mixture of uses to promote viability and self-sufficiency;
- a sustainable ratio of jobs to houses;
- a range of housing types, sizes and tenures;
- a road layout designed to promote public transport and restrain use of the private car;
- compactness - to facilitate walking and cycling;
- a high level of involvement by local residents in the planning and onward management of the new development.

#### Bedfordshire Local Authority Design Forum

2.39 The local authorities in Bedfordshire have established a Forum whose key objectives are:

- To achieve an improvement in the quality of the design of new development;
- to provide a consistent approach in the consideration of design issues;
- to share resources in the production of design guidance;
- to share knowledge of best practice.

2.40 Proposals will need to reflect the aspirations of the

Forum for enhancing the quality of design of new development in Bedfordshire.

#### STRATEGIC GEOGRAPHICAL CONTEXT

- 2.41 The area covered by this Brief is located some 5kms south of Bedford, focused upon Elstow Storage Depot and surrounding land. It is situated on the southern side of the broad valley of the Great River Ouse between the low lying valley bottom and the steeply rising escarpment of the Greensand Ridge Area of Great Landscape Value which rises to 100m AOD to the south of the site.
- 2.42 The area covered by this Brief together with District and Parish boundaries is shown on Figure 1. The boundary between Mid Bedfordshire District and Bedford Borough Councils runs across the site. The southern part of the brief area (Mid Bedfordshire District) is in Houghton Conquest Parish, and the north and eastern portions (Bedford Borough) within Wilstead Parish and part of Elstow Parish. Stewartby, Kempston Rural and Elstow Parishes are all close to the western extremity or slightly impinge on the brief area.
- 2.43 There is direct access from the Elstow Storage Depot site onto the A6(T) to the east and onto the B530 to the west. Junction 13 of the M1 lies approximately 20 km to the south via the A421.
- 2.44 The nearest settlements are Wilstead, located some 1.5 km to the south east; Kempston Hardwick located some 1 km to the north west; Stewartby located some 2 km to the south west and Houghton Conquest located 2 km to the south. There are pockets of existing development along Dane Lane, Bedford Road, Wilstead and Thickthorn Lane.

#### HISTORIC CONTEXT

- 2.45 The land located between the B530 and A6(T) was included in land that was acquired by the war office in 1940 and developed as a bomb filling factory which operated fully from 1942 to 1945. At its peak the factory employed some 3000 people. Buildings at that time included huge stores, community centres, a laundry, boiler houses, a fire station, canteens, metal and woodworking shops, as well as the bomb filling complex itself. A small worker's estate, which still survives was built off Thickthorn Lane

outside of the factory gates. The factory was decommissioned in 1946 and used as a Ministry of Defence Supply Storage Depot.

- 2.46 In 1969 the Central Electricity Generating Board (CEGB) purchased part of the bomb filling factory site with the intention of constructing a power station. In 1977 the Bedfordshire County Structure Plan recognised the potential of the Elstow Depot site for a power station.
- 2.47 In 1982 the CEGB decided that Elstow would no longer be retained as a power station site. Shortly after this NIREX expressed an interest in the site for the disposal of low and intermediate level nuclear waste material. This proposal was resisted by the Local Authorities.
- 2.48 In 1984 an application was submitted by London Brick Company for mineral extraction on some 786 acres of land, including some of the land identified as having expansion potential and all of the Elstow Storage Depot site. The County Council resolved to grant planning permission for this development subject to the completion of a legal agreement, however the agreement was never signed and the permission was therefore never formally granted.
- 2.49 Since 1974 the Elstow Storage Depot has been the subject of numerous applications for minor development and changes of use on the many buildings scattered throughout the site. The existing use of the site is treated as falling within Use Class B8 - storage and distribution and a number of change of use applications have been granted for retail warehouse uses, many of which are temporary permissions.
- 2.50 In March 1997 the Bedfordshire Structure Plan 2011 was adopted. Policy 33 of the plan identifies a strategic location focussed on Elstow Storage Depot for a new settlement of about 4,500 new dwellings.
- 2.51 In September 1998 National Power Plc (the owners of the depot site) and Gallagher Estates entered a joint venture agreement to promote and deliver a new settlement on land focused on Elstow Storage Depot. The joint venture company have assembled additional land, beyond the boundaries of the Storage Depot to deliver the new settlement core.

### EXISTING ON SITE AND ADJACENT LAND USES

- 3.1 The distribution of existing land uses within and around the new settlement site are shown on Figure 3. A number of these land uses will have a direct influence upon the new settlement proposals.

#### Existing commercial and residential uses

- 3.2 The area covered by the brief incorporates a range of existing commercial and residential uses. These are located primarily in the settlement core, concentrated along the western margin of the A6; along the north side of Dane Lane and within Wilstead Industrial Estate. Many of these uses are likely to remain in private ownership but are within the new settlement core. Two former brickwork sites occupy land to the north and west. These areas are identified within the draft Bedford Borough Local Plan under Policies E9 and E10 as being suitable for employment purposes. The site of the former brickworks to the north is currently accessed from the A6.

#### Elstow Storage Depot

- 3.3 The Depot contains a wide range of run down single storey brick buildings arranged around a rectangular internal loop road. The majority of these buildings were originally part of the Royal Ordnance Factory operation, although many of them have been substantially altered and new buildings have been added over the years resulting in an irregular and haphazard pattern of development (Figure 4).
- 3.4 A large proportion of the units (around 70) and the associated open land are let on a short term basis by National Power to a variety of retail, light and general industrial and storage uses, providing on site employment for around 300 people. The poor quality environment within

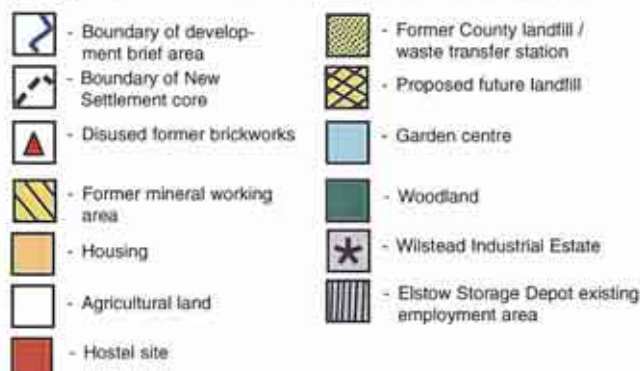
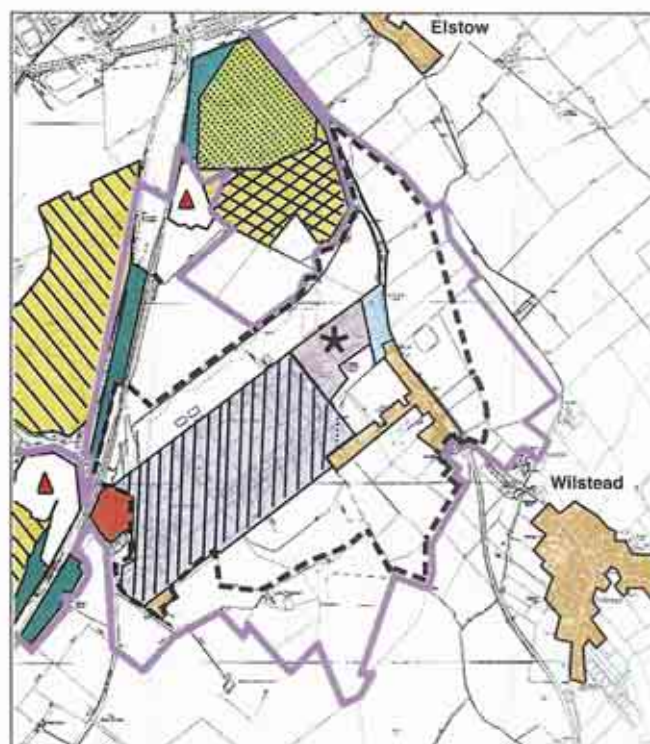


Figure 3: Existing land uses within and around the area covered by the development brief

the estate and low rents have encouraged a large proportion of "bad neighbour" uses to the Depot, including car breakers, scrap metal dealers and panel beaters.



Figure 4: Existing industrial / storage units on the Depot site

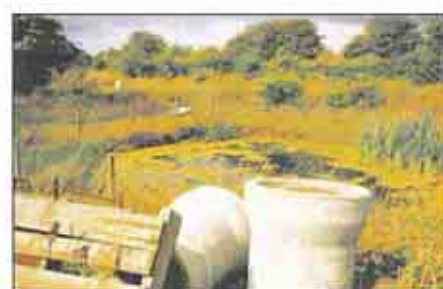


Figure 5: Fire ponds on the Depot site

- 3.5 The central part of the Depot is largely vacant, although remnants of a number of structures are clearly visible, including foundations, roads, blast walls and fire ponds (Figure 5).



Figure 6: Agricultural land on the Depot site

- 3.6 The majority of the remainder of the Depot site is used for agricultural purposes, grazing to the north and east and arable farming to the south which is farmed by three agricultural tenants (Figure 6).
- 3.7 A group of worker's dwellings are located in the south-western corner of the depot site, off Thickthorn Lane. These dwellings, which were built at the time of the bomb filling factory, are let by National Power Plc.

#### Wilstead Industrial Estate

- 3.8 The estate occupies an area in the north eastern part of the new settlement. The estate contains a mix of B2/B8 employment uses located within a range of small to medium sized industrial sheds. The estate has a right of access onto the A6 via the existing Storage Depot internal estate road. The estate contains a gas storage area operated by K. Watson which is registered under the Notification of Installation Handling Hazardous Substances (NIHHS). This is a Health and Safety Executive designation which seeks to ensure that population densities within a defined "consultation zone" are not increased, and particularly sensitive developments (hospitals, old peoples homes, schools) are not situated within the consultation zone. If this installation remains on site during and post construction of the new settlement its presence will dictate the form of development within 100 metres of the installation.

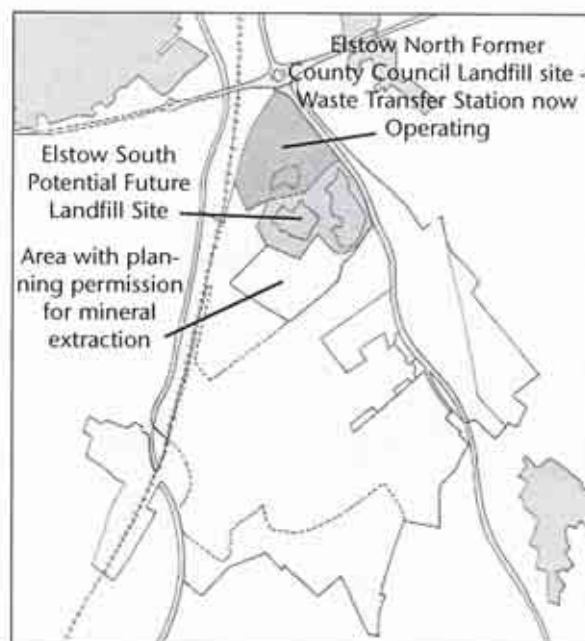


Figure 7: The location of the landfill sites (former and proposed) at Elstow

#### Elstow Pit

- 3.9 Elstow Pit lies immediately to the north of the new settlement site. The site is divided into two parts: Elstow North and Elstow South (Figure 7).
- 3.10 Elstow North was, until recently operated by Bedfordshire County Council as a landfill site. This land filling ceased in the summer of 1998. A waste transfer station now operates from the site. In accordance with the Waste Management Licensing process the County Council, as owners of the landfill will be required to undertake the necessary works to mitigate against any adverse environmental health related risks caused by the waste material e.g. odour. Additionally the site will continue to be regulated by the Environment Agency via the waste management license until the site meets the statutory landfill completion criteria.
- 3.11 The site will be restored in accordance with the approved scheme for a mixture of grassland and tree planting with public access.
- 3.12 Elstow South, comprising former excavations is currently identified in the Bedfordshire Minerals and Waste Local Plan (adopted 1996) as a future landfill area for local arisings. This plan is due for review in 1999.

- 3.13 To implement landfill operations on this site it will be necessary for a submission, either of a restoration scheme for the site, or a formal planning application and associated environmental statements to be made for consideration in accordance with the normal planning process. The latter course of action is the County Council's preference.
- 3.14 The Elstow South site is also due to be reviewed, including its use as a potential landfill site, in early 2000 in accordance with the Environment Act. In view of the uncertainty over the future of Elstow South the three councils may, for the duration of this brief, impose a precautionary zone of 500 metres relating to any residential development proposed within the vicinity of Elstow South. This consultation zone will remain in force until such time as an outline planning application is submitted on the core site. The planning application will be required to comply with the statutory regulations and guidance current at that time.
- 3.15 The south-western part of the site remains unworked. It is envisaged that part of this area may be excavated to provide covering and engineering material for the new landfill site and to create shallow water areas to offset the loss of existing habitat that has developed in and around the existing lakes and former excavations.

#### **Kempston Hardwick Brickworks**

- 3.16 Kempston Hardwick brickworks is situated to the west of the proposed new settlement. Hanson Brick plc has recently announced proposals for the closure of these brickworks which may provide long term redevelopment opportunities.

#### **Midland Mainline railway line**

- 3.17 The line runs to the west of the brief area. Noise from passing trains will therefore be an issue for the new settlement and appropriate buffer zones will need to be incorporated in order to reduce any adverse impact that may arise.

#### Land use influences

- 3.18 In the light of the above the three Councils will require developers bringing forward proposals in the brief boundary to:
- demonstrate how the existing land uses will be integrated into the development;
  - maintain an access to the Elstow Brickworks site employment area (E10) from the A6;
  - provide opportunities for existing tenants to relocate to a new on site employment facility;
  - liaise with the HSE and take into account the implications of the consultation zone designation around the gas storage area situated within Wilstead Industrial Estate upon the development and incorporate amelioration measures as appropriate;
  - liaise with the relevant parties (Environment Agency and Bedfordshire County Council) and comply with statutory guidance current at the time of any detailed planning applications for the new settlement-related development in respect of all environmental health and safety matters related to existing and consented waste landfill developments on/or adjacent to the site. A precautionary 500 metre cordon from the landfill sites may be required in relation to any residential development proposed within the vicinity of Elstow South;
  - incorporate appropriate measures to mitigate against the adverse impact of noise generated from the existing and future railway lines and roads.
  - incorporate appropriate measures to mitigate against any adverse impact from Stewartby and Kempston Brickworks.

#### **ACCESS STRATEGY AND MOVEMENT**

##### **The strategic highway network**

- 3.19 A key sustainable transportation objective of the three Councils is to encourage internal and external movement by bus, rail, bicycle and walking whilst reducing reliance on the private car and the rate of growth in the levels of car traffic.
- 3.20 It is accepted however that in addition to devising an appropriate public transportation strategy it will be necessary to take account of

the key strategic highway issues.

- 3.21 The new settlement will have direct access onto the A6 (T) and restricted access onto the B530. Of these two roads the three Councils will seek to minimise traffic using the B530 in order to protect the settlements of Ampthill, Flitwick and Westoning from the adverse environmental and amenity effects of additional through traffic. The A6 (T) should thus be encouraged to take the majority of new settlement traffic. The A6 (T), in the vicinity of the Storage Depot is, however currently substandard and subject to a multitude of individual access points. It is also estimated that, even on a low growth scenario, the A6 will be at design capacity before 2010, even without the new settlement.

#### Development influences

- 3.22 Based on the above considerations development within the brief area should:
- Be phased primarily from the east and restrict traffic from using the B530 until the later phases of the new settlement, with the exception of access to the railway station and other development that will provide a contribution to the cost of constructing the railway station or the implementation of any advance planting along the boundaries of the new settlement.
  - Minimise the reliance on the use of the B530 whereby it takes no more than 25% of the eventual traffic from the new settlement and introduce appropriate traffic management measures as identified by the Travel Assessment.
  - Restrict access to the new settlement to two strategic points of access, both onto the A6 - one in the north and one in the south of the settlement core, so that traffic may be distributed equitably onto the network, thus minimising congestion at the key entrance points.
  - Upgrade the capacity of the A6 by dualling from the site back to the Bedford Southern By-pass.
  - Ensure that any highway improvements comply with the relevant Highway Agency and County Council standards.

#### **Footpaths, cyclepaths and rights of way**

- 3.23 Although no public rights of way, purpose built footpaths or cycleways cross the core new settlement site, there is a network of minor roads, footpaths and bridleways throughout the wider brief area and beyond. Although none of these routes actually link into the core site, some pass close by. These are identified on Figure 9.

#### Development influences

- 3.24 The three councils will require development proposals to make appropriate provision for pedestrian and cyclist movement which should seek to:
- Establish an integrated, safe and coherent network of routes for pedestrians, cyclists and horseriders;
  - facilitate connections with the existing footpath/bridleway network in the vicinity of the new settlement;
  - facilitate north/south and east/west pedestrian/cycle routes through the settlement;
  - facilitate linkages with the surrounding settlements;
  - facilitate linkages to the National Strategic Cycleway Network.

#### **Rail**

- 3.25 The main Midland railway line runs adjacent to the site's north western boundary. The line is electrified between London and Bedford.
- 3.26 Train services are run by two operators, Midland Mainline running fast Inter City trains from Sheffield to London St Pancras and Thameslink running local and semi-fast trains from Bedford to Kings Cross Thameslink.
- 3.27 The line has proposals for additional linkages in London (Thameslink 2000) to enable cross connections to be made to other main line primary services giving greatly improved direct linkages.
- 3.28 The nearest station to the site is Bedford Midland station approximately 3 miles to the north. There are proposals to improve some facilities at the station to enable more Inter City trains to stop. However there are constraints including limitations on car parking which

restrict the potential for additional passenger useage particularly in peak periods.

- 3.29 The Local Plans include, as one of the key principles of development, the provision of a new station adjoining the settlement site with platforms and facilities to enable Thameslink trains to directly serve the settlement and existing local communities, giving also the opportunity to relieve pressures on the Bedford Midland Station and improving service efficiency.
- 3.30 In addition to the main Midland line there are proposals for an East-West Railway link utilising part existing track (Marston Vale line) and a new section of track between Bedford and Sandy. The consortium promoting the East/West Railway Link are promoting the inner route to Bedford, and on this basis it is unlikely to impact on the new settlement site. Bedford Borough has undertaken further public consultation on the inner and outer routes.

#### Development influences

- 3.31 The promoter/developers will:
- provide an on site operational rail station to serve the development. The dedication of land and the costs associated with the provision of the station will be dealt with through a S.106 agreement;
  - prepare a business plan and liaise with the appropriate organisations and service providers to secure the railway station and appropriate services to the new settlement;
  - agree a timescale with the local authorities for the completion of key stages in the delivery of the station including ancillary facilities, and all necessary signalling and track modifications;
  - ensure that the station, when operational, is accessed from both the B530 and the A6;
  - ensure that the station is adequately served by clearly defined primary routes for all transportation modes;
  - take account of emerging proposals for an east-west rail link in terms of both passenger and freight.

#### **Bus**

- 3.32 The existing level of bus service passing the site is at least one per hour using the B530 and at least five per hour using the A6, throughout the day. This level of service relates to journeys to/from Bedford, other local destinations include Ampthill, Flitwick, Clophill, Wilstead, along with major regional destinations including Luton, Hitchin, Corby, Kettering, Northampton, Peterborough, London and Heathrow, Limited evening services, using both routes, and additional services to coincide with school journeys are also provided.
- 3.33 It is envisaged that bus routes serving the site would also serve the proposed park and ride site on the A6/Bedford Southern By-Pass supplementing the dedicated Park and Ride Service.

#### Development influences

- 3.34 Development proposals should:
- secure bus services to the new settlement;
  - incorporate bus priority measures into the internal and external road network;
  - provide safe and convenient pedestrian access to bus stops;
  - link with the rail station, including the bus/rail interchange;
  - provide comprehensive and comprehensible service information at bus stops and other key locations.

#### **ECOLOGY**

- 3.35 The settlement core is not subject to any International, European, national or local nature conservation protection measures. The settlement core has been subject to field survey in compliance with the standard Phase 1 Habitat Survey format (Nature Conservancy Council 1990). The survey indicated that no plant species strictly protected by any International, European or national conservation directives were present on the site at the time of survey. However, some important animal species are or may be present, including:
- *The great crested newt (Triturus cristatus)*; A survey carried out by the former Nature Conservancy Council in 1989 identified the

great crested newt and a number of amphibians using the twelve fire ponds within the Storage Depot site for breeding. A Phase 2 Habitat Survey has confirmed the presence of the newt.

- **Badgers (*Meles meles*);** Badgers are protected by the Protection of Badgers Act (1992), under which it is an offense to harm either badgers or their setts. Evidence of badger activity has been found along the south-western boundary of the site.
- **Bats;** All species of bat and their roosts are fully protected under the Wildlife and Countryside Act 1981 and the EC Habitats and Species Directive, which came into force in the UK in 1994. The site includes suitable areas for foraging and potential roost sites.
- **Snakes;** Certain species of snake are protected under schedule 5 of the Wildlife and Countryside Act (1981 and amendments) against intentional killing, injury and sale. The grass snake (*Natrix natrix*) has been identified on site and it is reported, although not confirmed that the adder (*Vipera berus*) is also on site.
- **Butterflies;** three nationally scarce species of butterfly are known to exist on the Elstow Storage Depot site. These include the Green Hairstreak, Grizzled Skipper and Dingy Skipper.

- 3.36 Much of the settlement core is dominated by intensively farmed arable land. These areas are generally monocultures of the intended crop with other species being excluded by the application of agrochemicals, resulting in low species diversity.
- 3.37 A number of the fields are bounded by hedgerows, most of which are mature and overgrown. Hawthorn is dominant, although other woody species such as elder and elm are present. The occasional standard tree exists along the hedgerows including oak and field maple. Hedge bottom species include brambles and rough meadow grass. These hedgerow act as valuable "wildlife corridors".
- 3.38 Of the grassland areas located in the vicinity of the Depot site most have been subject to some degree of agricultural improvement by repeated grazing, mowing, fertilising, drainage and herbicide. The majority of the grassland is semi-improved with a small amount of improved. The intensive management of the improved

areas has resulted in low species diversity and hence the ecological value of these fields is low. The semi-improved grassland areas may be divided in three distinct divisions, including grazing, hay making and rough grassland. These areas contain greater floristic diversity than the improved grassland areas and may be described as having an intermediate ecological value.

- 3.39 Areas of woodland on site are limited to small isolated fragments.
- 3.40 A number of open water bodies exist on the site including Elstow Brook which runs along the southern boundary of the site; drainage ditches; twelve concrete lined fire ponds associated with the Storage Depot and a number of ponds and swamp areas.

#### Development influences

- 3.41 In view of the above developers will be required to:
- Liaise with English Nature and agree an appropriate method to relocate any protected species to new receptor sites either on site or off site. The three Councils will expect developers to obtain the necessary licenses and consents to undertake this translocation and the translocation should be completed prior to any housing development commencing on that site;
  - Undertake the necessary phase 1 and 2 surveys in the case of the land beyond the settlement core ( Figure 2), and phase 2 surveys in respect of the settlement core to confirm the presence of protected species and incorporate appropriate measures to ensure the species are protected from the impact of the new development;
  - Protect and enhance the more ecologically important areas identified such as hedgerows, mature trees, and semi-improved grassland areas and promote the creation of appropriate new habitats in conjunction with the Marston Vale Community Forest objectives;
  - Consider the environmental impact of development upon existing ecology and implement appropriate mitigation measures.

## LANDSCAPE AND TOPOGRAPHY

- 3.42 The position and setting of the new settlement site within the landscape is an important consideration in terms of any future development proposals. In the following the setting and topography of the site; existing landscape features and visibility of the site from the surrounding areas are considered together with their implications upon the development.

### Landscape setting and topography

- 3.43 The area covered by the brief is situated on the southern side of the broad valley of the Great River Ouse between the low lying valley bottom and the steeply rising escarpment of the Greensand Ridge, which rises to approximately 100m AOD. The topography of the site and surrounding area is shown on Figure 8. This area can be subdivided into six broadly defined character areas. The different areas of landscape character are identified in Figure 9 and may be described as follows:

- Elstow Storage Depot;
- Elstow farmland;
- Houghton Conquest Farmland;
- Wilstead Meadows;
- Brickfields;
- Greensand Ridge.

- 3.44 Elstow Storage Depot is a brownfield site comprising derelict industrial features and largely run down commercial and storage areas. It is predominantly flat with no interesting landscape features and few trees or hedgerows of any note.

- 3.45 Elstow farmland lies to the east of the Storage Depot. It is characterised by a combination of generally flat large scale arable land, with a rectilinear pattern of hedges and ditches. The nearby Cardington Hangers form prominent features in an otherwise fairly featureless landscape.

- 3.46 Wilstead Meadows is the land immediately to the south-east, around Wilstead Village, comprising of a gently undulating band of small scale meadows subdivided by a network of hedgerows and tree belts providing a substantially wooded setting to the village. This is of particular value, in view of the large scale, open and featureless characteristics of much of

the surrounding area.

- 3.47 Houghton Conquest Farmland lies to the south of the Storage Depot and comprises a belt of large scale, predominantly arable land extending to the foot of the escarpment. It is characterised by a gently undulating pattern of knolls and ridges gently rising towards the escarpment. This area has been affected by substantial loss of hedgerows and hedgerow trees providing extensive views towards the Greensand Ridge. On the south eastern edge of the site there is a ridgeline/knoll which is visible from much of the surrounding landscape.

- 3.48 Brickfields, both operational and redundant lie to the west and immediately to the north of the Storage Depot. These areas are characterised by extensively worked land with most of the original field pattern being lost. A more recent distinctive pattern of lakes and linear woodland belts has emerged as a consequence of extraction activity. The chimneys of the Stewartby Brickworks are extremely prominent features visible for many miles.

- 3.49 Greensand Ridge a designated Area of Great Landscape Value (AGLV), forms a prominent linear landscape feature orientated southwest/northeast, beyond Houghton Conquest, Wilstead and Cotton End providing an extensive backdrop to many views from lower lying locations to the north.

### Development influences

- 3.50 In advancing proposals developers will be required to:
- respond to, and reinforce the inherent qualities of the surrounding landscape setting;
  - preserve the individual character/identity of Wilstead and Houghton Conquest Villages and incorporate measures to prevent visual or physical coalescence;
  - preserve and enhance views across open countryside towards the Greensand Ridge;
  - retain views of important features within the landscape such as Cardington Hangers and the brickfield chimneys;
  - integrate the new settlement into the wider landscape setting;
  - retain existing landscape features.

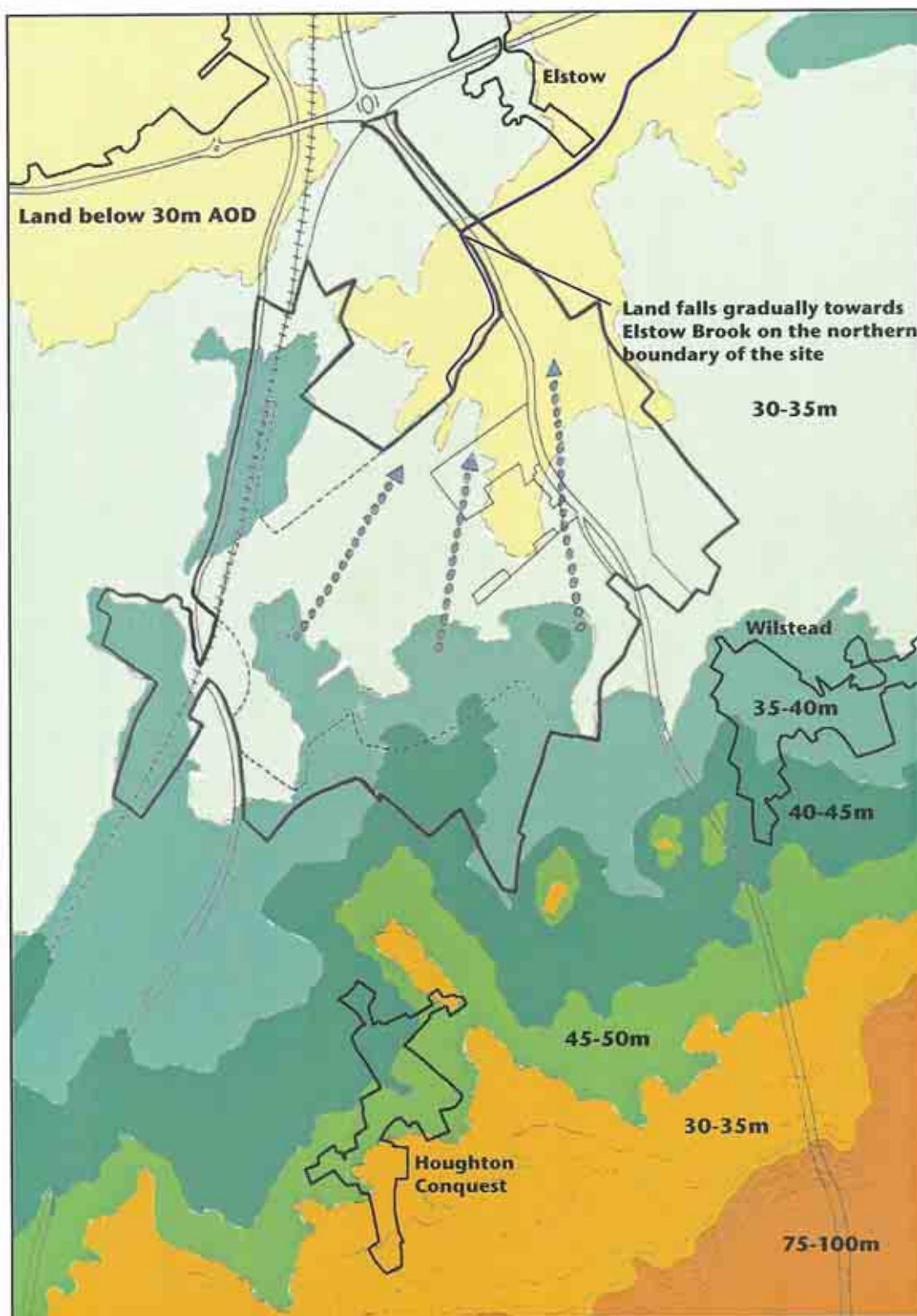
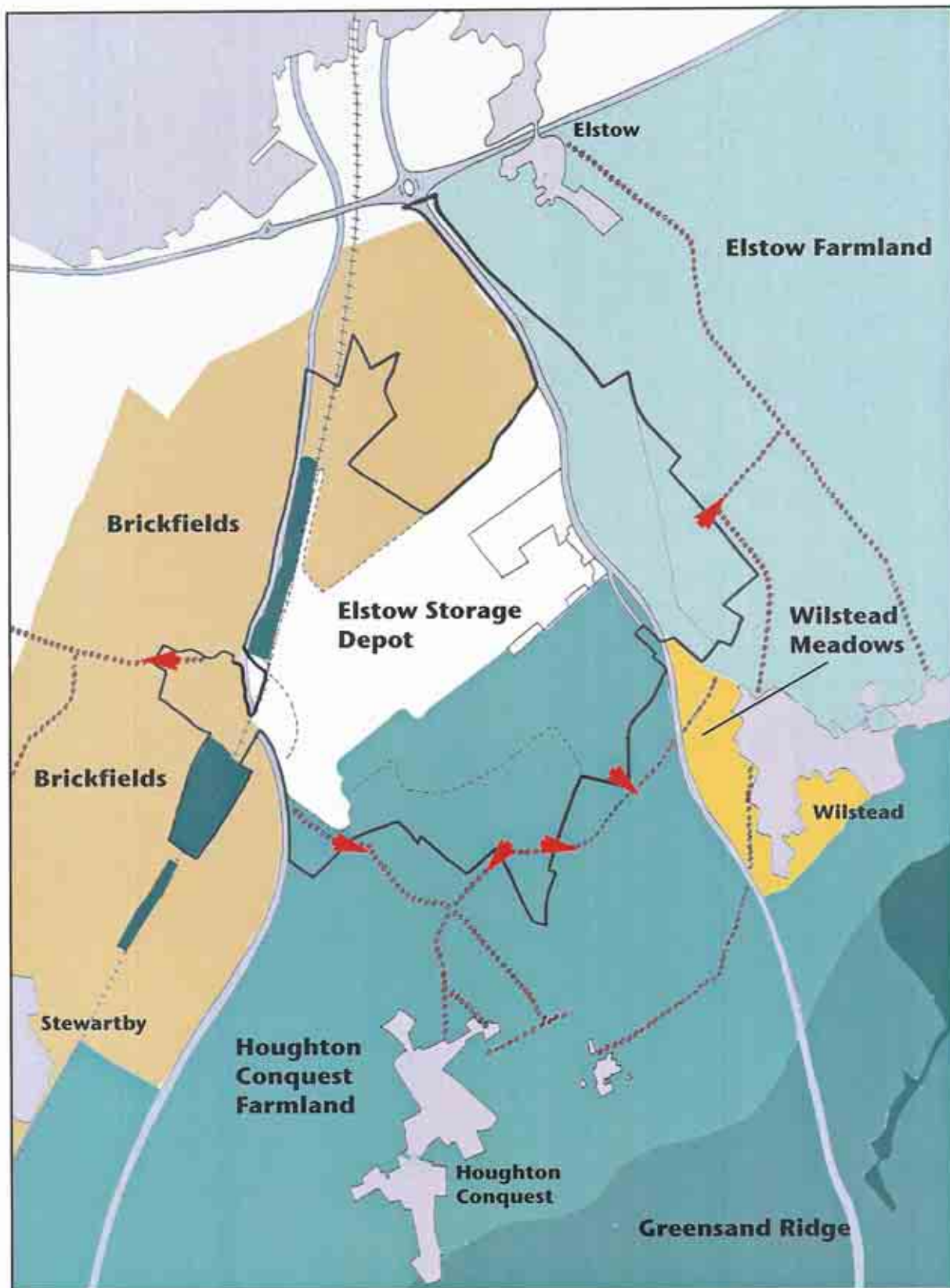


Figure 8: Topography



- Existing footpath/bridleway network



- Potential links to off-site footpath/bridleway network

Figure 9: Landscape character areas & existing footpath network

### Existing woodland, tree belts and hedgerows

- 3.51 The area was once characterised by large hedgerow elms, now lost to Dutch Elm disease and field rationalisation resulting in open arable land with a fairly sparse network of hedgerows and hedgerow trees. These are typically situated along road sides and the boundaries of the smaller fields to the east and south east of the site. There is very little tree cover and only two significant areas of woodland. The larger of the two, Wilstead Wood is situated to the south east of Wilstead Village. To the west of the Elstow Storage Depot woodland on the elevated road and rail corridor creates a strong visual and physical separation from Stewartby and Kempston Hardwick Brickworks.
- 3.52 There are small areas of woodland around the main entrance to the Elstow Storage Depot which, combined with vegetation extending along Thickthorn Lane, give the B530 frontage a wooded appearance. There is also a belt of dense vegetation along the northern boundary of the Storage Depot site creating a strongly defined northern boundary and providing screening to the landfill sites to the north. To the east along the A6 a number of hedgerows are planted perpendicular to the road. These hedges provide strong definition to the western edge separating the road physically and visually from the storage depot site.
- 3.53 The area covered by the Brief is situated within the Marston Vale Community Forest Strategy Area and has been identified as lying within the Urban Fringe. The key strategy issues for urban fringe areas are to establish larger woodland areas of greater than 5 hectares and provide extensive woodland cover with recreational potential. The Storage Depot has been identified as a site holding great potential providing opportunities for environmental enhancement.

### Development influences

- 3.54 In advancing proposals developers should:
- build upon the strategy and objectives set out within the Marston Vale Community Forest Plan;
  - provide a landscape structure for the new

settlement that will break down the scale of proposed development and establish a framework of woodland belts and hedgerow planting;

- retain existing hedgerows, tree belts and field patterns, particularly to the east and south, and reflect this local/inherent character in the structural landscape framework established for the settlement;
- provide a hierarchy of open spaces and woodland which brings the community forest into and through the development incorporating/maintaining wildlife corridors;
- retain important areas of woodland planting, where possible, to provide enclosure and a wooded feel to the new settlement.

### Visibility of the site from surrounding areas (zones of visual influence)

- 3.55 The visibility of the area covered by the Brief is determined by the surrounding topography; position of hedgerows, trees and woodland and the location of built up areas. In the wider context the visual containment is provided by natural landform features to the north and south with a number of open or glimpsed views afforded from surrounding roads, footpaths, settlements and individual properties. The area covered by the brief is predominantly flat with few visible landscape features, on the south eastern edge of the site, however there is a ridgeline/knoll which is visible from much of the surrounding landscape. Any development along this ridge is likely to be prominent from public footpaths, the A6 and from more distant locations at Chapel End.
- 3.56 In order to identify the zone of influence, views of the area covered by the brief have been assessed from surrounding roads public rights of way and private dwellings. These are illustrated in Figure 10 and described below:
- Views from public footpaths and bridleways: There are open and intermittent views across the brief area from the public footpath and bridleway network to the east and south. Visibility is largely determined by the presence or absence of hedgerows and landform of ridges and knolls;
  - Views from surrounding transportation corridors: There are open and intermittent

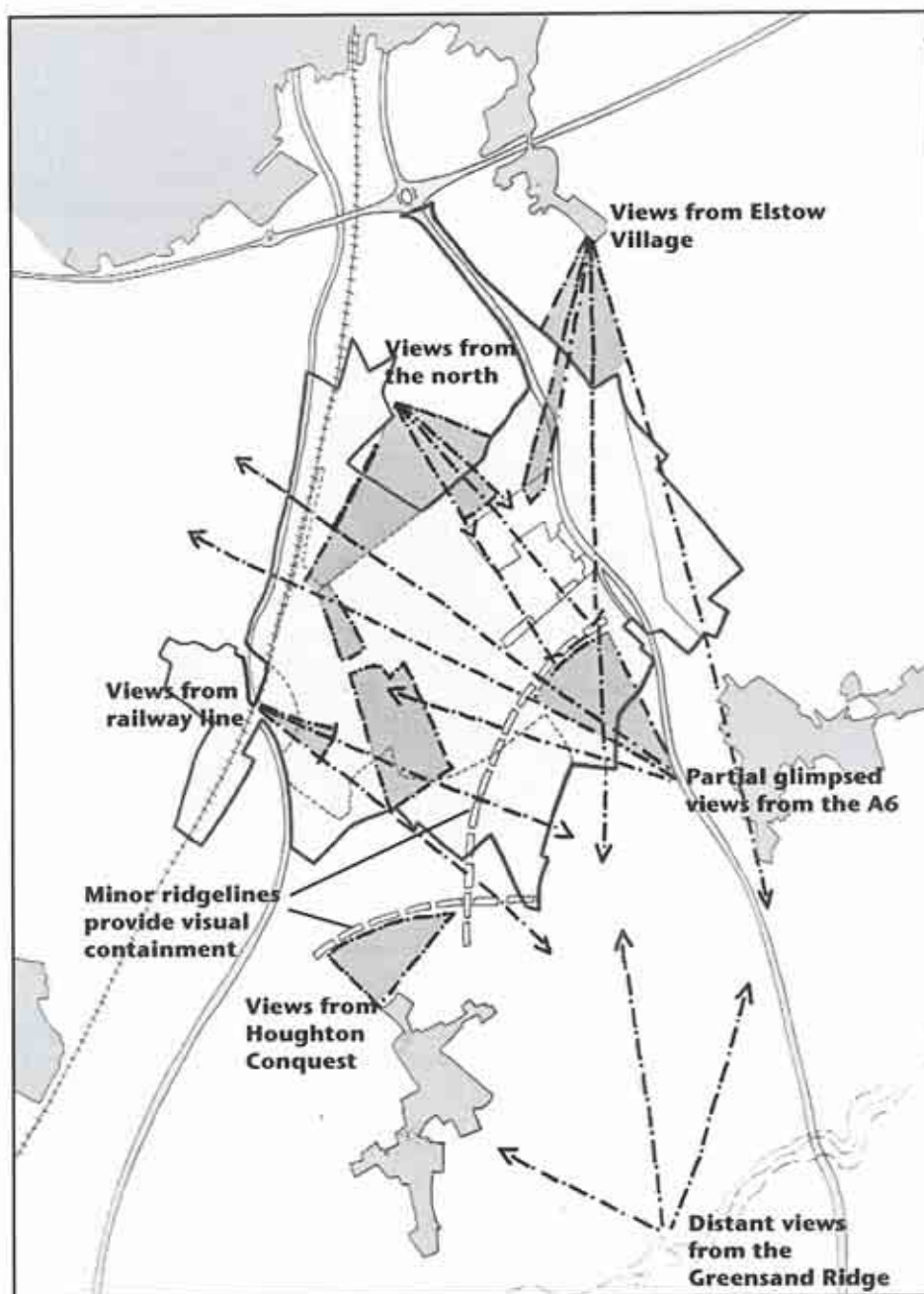


Figure 10: Zones of visual influence

views from stretches of both the B530 and the A6 as they pass immediately to the east and west of the brief area. Views from the more northerly stretches are prevented by the existing landform. The most prominent view is from the A6 south of Wilstead where the road is on an embankment at the foot of Greensand Ridge. Due to the elevated nature of the Midland

Mainline railway extensive views across the site are afforded from the stretch of railway running adjacent to the western boundary;

- Views from surrounding settlements: Views from Elstow village are prevented by the intervening ridgeline to the south. This and a small wood on the ridge prevent other potential views of the site from the northwest.

The wooded nature and pattern of small fields and hedgerows on the northern and western edges of Wilstead prevent views from the village;

- Extensive views across the brief area are afforded from existing dwellings along the A6 and Dane Lane;
- Distant views across the brief area from properties on the south western boundary of Shortstown due to its elevated position on a knoll. The south east ridge is however visible through vegetation from Church Farm on the western side of the village;
- Views from Houghton Conquest are largely prevented by the area of higher ground between the village and the Depot although there are distant elevated views from some properties at Chapel End immediately to the east;
- Views from Stewartby and land to the west are entirely prevented by the topography and vegetation along the minor ridge and elevated railway line. There are no views of the site from the southern edge of Bedford due to intervening landscape features;
- Views from Greensand Ridge: There are occasional elevated glimpses across the site from roads and public rights of way on the escarpment from distances of between 2.5-4 km. However, these are considered too distant to be of significance. Open views of the escarpment are afforded from much of the southern edge of the site.

#### Development influences

3.57 In advancing proposals developers should ensure that the potential impacts of the proposals are minimised by:

- ensuring visual containment of the settlement, within natural landform features, whilst affording key views both into and out of the development;
- establishing a development skyline of an appropriate scale and character appropriate to its context; particularly any new development on the south eastern ridge;
- the introduction of a landscape structure which will break down the scale of development by establishing a framework of screen, hedgerow and woodland planting both within and on the periphery of the settlement. Such planting should be integral

and complementary to the existing landscape character and development should ultimately be perceived as buildings set in a woodland setting. This will be secured by key landscape buffers being retained in perpetuity by an appropriate mechanism;

- ensuring that advance planting is carried out along the southern and eastern boundary of the new settlement.

#### HISTORIC LANDSCAPE & ARCHAEOLOGY

3.58 The brief area is of considerable archaeological and historic interest, including the former munitions factory. The impact of any development on archaeological and historic features will have to be defined and a mitigation strategy developed in accordance with the guidance in PPG 15 and PPG 16. The Environmental Statement for the new settlement core will need to cover the archaeological and historic aspects of the Depot site.

#### GROUND CONDITIONS

##### **Soil type**

3.59 On the Ministry of Agriculture, Fisheries and Foods Map of Agriculture Land Classification the Storage Depot is shown as a combination of non agricultural and grade 3 land. Detailed survey work carried out more recently, however showed that the site is graded predominantly 3b with smaller areas of grade 3a and grade 4 land. The soils are predominantly heavy textured and poorly drained heavy clay loams and clays.

##### **Pollution**

3.60 The Storage Depot part of the brief area has accommodated a number of uses and activities which have contaminated the soil. Developers will be required to undertake the necessary site investigations to determine the nature and extent of any ground contamination.

3.61 Based on the information collected developers will be required to prepare an appropriate remediation strategy to deal with any on site contamination problems.

3.62 Development of any additional areas should

also undertake surveys of ground conditions. These strategies should be discussed and agreed with all relevant parties prior to any development taking place on the site.

#### **UTILITIES**

- 3.63 The information given below suggests that the relevant services can be provided to serve the area covered by the brief but is for guidance only. The information has been compiled in consultation with the statutory undertakers and is subject to further confirmation.

#### **Gas**

- 3.64 A new gas main supply to service the development will be required. It is likely that this new main will be taken from the existing trunk main at Kempston.

#### **Electricity**

- 3.65 Eastern Electricity do not envisage a problem supplying electricity to the settlement subject to the provision of additional sub stations.

#### **Water**

- 3.66 Anglian Water anticipate that the settlement can be served from the Amphill reservoir via a new main which will additionally enable reinforcement of supplies to Stewartby and other nearby communities.

#### **Telecommunications**

- 3.67 No difficulties are envisaged in serving the settlement from the existing networks.

#### **Drainage**

- 3.68 Foul water drainage : An existing public foul sewer traverses the Storage Depot site taking flows both from the depot and adjoining development areas. A pumping station located within the site pumps flows via a rising main to the Bedford Sewage Treatment Works.
- 3.69 It is understood that the existing system has capacity to cater for approximately 600 new houses.
- 3.70 Anglian Water have carried out a strategic foul drainage study for the entire Bedford area to

determine a policy for expansion which will include the new settlement. The results of this strategic study will determine the foul drainage arrangements for the new settlement.

- 3.71 Surface water drainage: Surface water currently discharges by means of open watercourses and piped gravity systems into Elstow Brook.
- 3.72 The River Ivel Drainage Board will require developers to ensure that flows generated from the new settlement-related development are adequately attenuated on their site to control flows into the Elstow Brook and new and existing properties are safeguarded from storm water flooding to admissible approved standards. Additionally, the Environment Agency may impose requirements relating to water quality and environmental protection.
- 3.73 In devising a surface water drainage strategy the promoters/developers should have regard to the emerging non-statutory guidance document; "Plan for Water Management and the Environment in the Marston Vale" currently being prepared by the Marston Vale Community Forest team and the Bedford Group of Drainage Boards.

#### Development influences

- 3.74 Developers will be required to consult with all relevant parties and ensure that appropriate measures are implemented to service new settlement-related development.

4.1 An allocation of around 4500 houses on land focused on Elstow Storage Depot represents the largest single allocation in the County. All three Councils are committed to promoting the creation of a high quality environment in which to live, which is based on sustainable development principles and which establishes new standards for the next century.

4.2 The mistakes of many residential developments in the past (see Figure 11) shall not be repeated in this context including for example:

- the creation of sprawling, uniformly designed developments;
- car dominated environments;
- the segregation of uses creating "dead areas" after hours;
- poorly located services and facilities, increasing the need to travel, particularly by car;
- poor quality design giving rise to social isolation and crime.



Figure 11: Poor design can result in uniform, sprawling, car-dominated residential environments

4.3 Research exists in relation to the cause of such problems. Developers and their architects will be expected to advance positive ideas and implement solutions which will take account of emerging best practice guidance to prevent such mistakes being repeated.

4.4 The overall aim will be to create a vibrant, new environment that is distinctive, innovative and popular. It will be expected to go beyond merely an acceptable standard of development and make a positive contribution to the local area and the Marston Vale Strategy area as a whole. Residents and visitors to the new settlement should find it convenient, efficient and pleasing as a place to live, work and pursue their daily lives. There is felt to be considerable scope for the scheme to gain a higher profile with innovative sustainable themes positively incorporated and accentuated within the development, such as the management of energy systems; the treatment and subsequent management of the open space network; the disposal of surface water; the priority considerations of walking and cycling as a means of travel and the design and treatment of individual buildings.

4.5 In order to achieve the Councils' overarching aim for establishing a high quality sustainable new settlement all development proposals will be required to follow a number of key sustainable design principles: (Figure 12)

- Principle 1:** maximise the reuse of brownfield land;
- Principle 2:** integrate the development within the landscape;
- Principle 3:** encourage the creation of a balanced and self sufficient community ;
- Principle 4:** structure development around energy efficient movement networks;
- Principle 5:** provide an open space network for recreation, wildlife, energy and water management;
- Principle 6:** promote technical efficiency in the siting, design and use of materials;
- Principle 7:** ensure settlement durability and adaptability;
- Principle 8:** create a distinctive, high quality and successful new place:

**Principle 9:** promote community involvement in design, development and management.

4.6 Developers will be required to demonstrate:

- their long term commitment to the creation of a new settlement based on sustainability principles;
- their commitment to community involvement and development.

4.7 The realisation of the nine principles outlined above will require the application of a series of targets/measures against which the development proposals may be judged.

4.8 The next section identifies how these principles are translated into development measures and targets for the new settlement.

**PRINCIPLE 1: maximise the reuse of brownfield land**

**PRINCIPLE 2: integrate the development within the landscape**

**PRINCIPLE 3: encourage a balanced and/self sufficient community**

**PRINCIPLE 4: structure the development around energy efficient movement networks**

**PRINCIPLE 5: provide an open space network for recreation, wildlife, energy & water management**

**PRINCIPLE 6: promote technical efficiency in the siting, design & use of materials**

**PRINCIPLE 7: ensure settlement durability & adaptability**

**PRINCIPLE 8: create a distinctive, high quality and successful new place**

**PRINCIPLE 9: community involvement in design, development and management**

*Figure 12*  
**Sustainability principles**

- 5.1 The following establishes a set of measures which flow from the overall sustainable design principles established in the previous section.
- 5.2 Their practical application will provide the framework by which the Council's aims and objectives for the new settlement may be judged and ultimately realised.
- 5.3 Promoters/developers, subsequent house builders and their architects will be required to take on board the basic requirements set out in the Brief and translate these into detailed proposals. The three Councils will require the establishment of a joint implementation task group to secure this objective.

**PRINCIPLE 1: maximise the reuse of brownfield land**

- 5.4 A key criterion for the identification of land focused on Elstow Storage Depot as a new settlement location is that it will reclaim a large area of underused and contaminated brownfield land in the Marston Vale Strategy area. The three Councils are committed to the reclamation of this land for development. In compliance with this objective the following key aims should be pursued:

**Aim 1: The development must ensure that any contaminated land is remediated in accordance with the requirements of the appropriate statutory bodies.**

- 5.5 The three Councils are aware that the Storage Depot site within the settlement core is contaminated. Prior to any development commencing the developer/promoter of the core will be required to prepare and submit a strategy for the remediation of the Depot site. The strategy must provide full details of:

- the problems possessed by the site;
- the process/method of remediation to be pursued;
- the proposed phasing of the remediation;
- the timing of each phase;
- the measures proposed to protect existing tenants and residents;
- the aftercare arrangements.

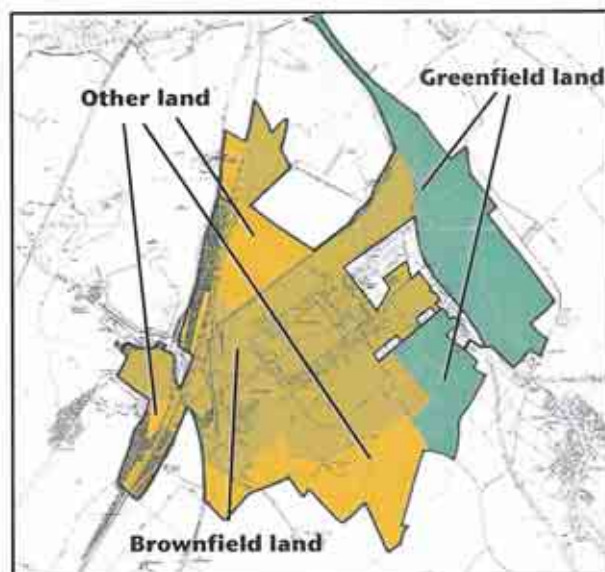


Figure 13: The distribution of brownfield and greenfield land within the brief boundary

- 5.6 If contamination is found on any of the other land beyond the settlement core then the developers of these areas will need to prepare a similar remediation strategy. The three Councils will require the developer to liaise with the relevant statutory authorities and obtain the necessary approvals and consents to undertake the enabling works, if necessary, in advance of any outline planning applications for housing development being approved.

**Aim 2: In relation to the settlement core the development must ensure that the greenfield land identified is developed in parallel with the reclamation of the brownfield Depot site (Figure 13).**

- 5.7 The three Councils recognise that in order to accommodate a new settlement of around 4500 units and to upgrade and improve the existing A6 that additional land beyond the boundary of Elstow Storage Depot will need to be brought into the scheme.
- 5.8 At the same time the three Councils accept that it may be necessary, due to economic realities and the timing of the settlement proposals overall, to release some greenfield land within the new settlement core in advance of the brownfield Depot site for new housing development in accordance with an agreed programme.

- 5.9 Prior to the release of any greenfield land for housing development, the three councils will require the establishment of a clear and binding agreement to secure the reclamation and development of the Depot site.

**Aim 3: National Power, as owners of the Depot site, must ensure that existing tenants situated on the Elstow Storage Depot site are fully aware of the proposals and provided with commercially realistic opportunities to relocate to a new employment site within the development brief area or elsewhere as appropriate.**

- 5.10 National Power will be required to produce a strategy, to be approved by the three Councils which will provide commercially realistic opportunities for existing tenants to relocate either to a facility within the development brief area or elsewhere as appropriate.
- 5.11 The Councils will expect this relocation strategy to be agreed by them prior to any remediation work commencing on site.

**Aim 4: The developer must ensure that the risk of pollution from the nearby landfill sites and existing and proposed employment areas is adequately addressed in their proposals.**

- 5.12 Developers will be required to carry out chemical and geotechnical site investigations prior to submission of detailed planning applications, to determine the risks to the development posed by existing and/or connected landfills on and/or adjacent to the site. Based on the above investigations, mitigation and control measures must be specified in accordance with current statutory guidance in respect of the identified risks posed to the development by existing and/or consented landfills on and/or adjoining the site. In assessing such impacts the developers will be required to liaise with the County and District Councils and the Environment Agency.
- 5.13 As a precaution, a 500 metre cordon in respect of new residential development is advised (See section 3).

**PRINCIPLE 2: integrate the  
development within the  
landscape**

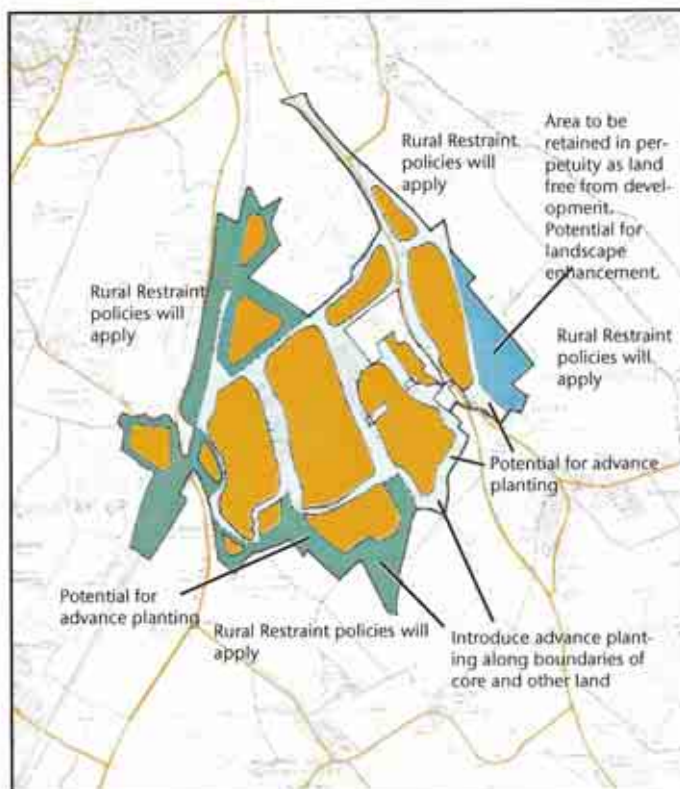
- 5.14 The introduction of the new settlement into a predominantly rural landscape will impact upon the existing settlement pattern and the landscape character. The three Councils wish to ensure that these impacts are minimised and that appropriate measures are incorporated to enable the settlement to be effectively integrated into the landscape. In pursuance with this objective, proposals should seek to fulfil the following:

**Aim 1: The development should integrate with existing residential development along Dane Lane, Bedford Road and Thickthorn Lane and ensure that appropriate mitigation measures are incorporated to protect the amenity of residents.**

- 5.15 In order to ensure the integration of existing residential areas within the development, the Council will require the masterplan, design guidance and detailed applications to:
- Identify how existing development will be incorporated within the new development.
  - Identify other environmental measures taken to mitigate the impact of the proposed development on existing properties.

**Aim 2: Development should respect the existing settlement pattern and incorporate appropriate measures to prevent coalescence.**

- 5.16 In order to avoid the coalescence of development there will be a requirement to establish a development which is visually and physically distinct from the existing settlement pattern. The three Councils will require development proposals to:
- Provide a physical and visual separation between the south and south eastern boundaries of the new settlement and the villages of Wilstead and Houghton Conquest through the retention of areas of open land. These boundaries should be reinforced with tree and hedge planting to provide an appropriate transition between the new



*Figure 14: Coalescence with adjacent settlements should be prevented through buffer planting and the retention of areas of open land*

settlement and the open countryside beyond. Publicly accessible open space should be provided along and inside the southern boundary in order to reinforce the separation of the settlement from Houghton Conquest and reduce the visual impact of the settlement on the countryside. (Figure 14).

- Ensure that a landscape buffer is introduced along the southern edge of the settlement core as well as the southern and south eastern boundary of the brief area. The Councils will encourage advance planting along these boundaries to secure the early establishment of well landscaped boundaries both to the proposed core and ultimate boundary of the new settlement (Figure 14). The responsibility for advance planting of these boundaries will fall to the respective developer/promoter advancing proposals for that part of the new settlement.
- Limit the western boundary of the settlement core to the Midland Mainline

railway. Perimeter planting will be required to help reinforce the edge of the settlement, and protect it from the adverse noise impact from both the railway and the B530.

- Limit the eastern boundary of any development to the newly aligned A6. An appropriate area of land situated adjacent to the eastern boundary of the realigned A6 should be excluded from the development. This area should provide an appropriate visual and physical buffer between the A6 and the open countryside located further to the east (Figure 14).
- Confirm an appropriate northern boundary to the settlement with appropriate buffer planting.
- Secure an appropriate mechanism to retain in perpetuity landscaped areas and open land within the Brief boundary.

**Aim 3: The development should minimise the impact on the existing landscape and countryside and protect existing natural resources including the best and most versatile agricultural land, ground water resources and important mineral resources.**

5.17 In pursuance with this the developers of the core and other areas will be required to:

- undertake surveys in accordance with the Nature Conservancy Council's Phase 1 (and where necessary Phase 2) Manual. All protected species shall be retained either within appropriate habitats on site, or if necessary relocated to appropriate new locations off site. No planning permission will be granted until the surveys of the land to which the application relates have been undertaken and appropriate arrangements made to accommodate any protected species on or off site. The developers will be expected to liaise with English Nature and obtain the appropriate agreements/licences;
- undertake landscape assessments. These assessments should identify any existing landscape features of note and, where appropriate such features should be retained;
- incorporate appropriate planting within and around the settlement to reduce the visual

impact and scale of the development upon the surrounding countryside and long and short distance views. The extent of this planting, type and design should be discussed and agreed with the Council and representatives from the Marston Vale Community Forest prior to any development taking place;

- contribute to the realisation of the objectives for Marston Vale Community Forest and the Marston Vale Partnership Strategy (see Figure 15);
- consider, as part of the Energy Strategy, the potential impact of light pollution on the surrounding landscape and incorporate measures to keep such impacts to a minimum.



- Landscape zone boundary
- Proposed strategic routes
- Potential area for wetland creation
- Existing woodland
- Proposed area of woodland creation

Figure 15: Extract from the Marston Vale Community Forest Plan

**PRINCIPLE 3: encourage a  
balanced and self sufficient  
community**

5.18 Balance and self sufficiency are seen as key features of establishing a sustainable community. The three Councils will encourage the new settlement to strive for a high degree of self sufficiency in order to minimise pollution of the wider environment; reduce the demand the settlement may make on the resources within the wider environment and improve the quality of life of residents by increasing local choice and convenience.

5.19 The three Councils recognise that it will be unrealistic to expect a settlement of this scale, in a location which is close to other more established centres and which has easy access to the strategic road and rail network to be entirely self sufficient. The development should, however provide the opportunities by which levels of local self sufficiency could be maximised.

5.20 In particular the three Councils will require the development to achieve the following:

**Aim 1: The development shall incorporate a range of land use opportunities to generate on site employment in locations which are readily accessible for pedestrians, cyclists and by public transport.**

5.21 The new settlement should provide an appropriate balance of homes, jobs and services in order to increase the opportunity for people to work and reach facilities locally.

5.22 In submitting proposals the three Councils will require the developers to incorporate a range of employment opportunities including offices, live work units, community facilities (schools, shops, health facilities etc.), and business units (Use Classes B1, B2, B8). These facilities should be clustered together around public transport interchanges and/or within a centre located at the "heart" of the new settlement and provided in tandem with the housing development (Figure 16).

5.23 In this context the provision of a new station providing access to Thameslink services and

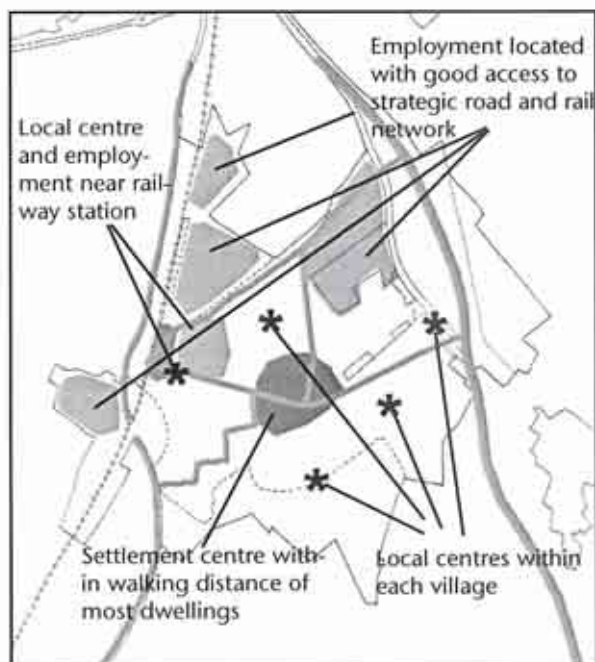


Figure 16: Locating facilities near to public transport and within easy walking/cycling distance from most homes

adequate car parking to serve generated needs.

5.24 All facilities should be readily accessible for pedestrians and cyclists.

**Aim 2: The development will provide social and community facilities and employment in parallel with housing development in order to ensure a balanced community is created.**

5.25 Developers will be required to provide a level of social and community facilities and services, agreed by the local authorities and in parallel with the provision of housing in order to ensure that a balanced community is established.

**Aim 3: The development should incorporate a range of different housing opportunities in terms of tenure, size, and affordability.**

5.26 The three Councils will expect the settlement to be planned as a balanced community incorporating variety in terms of:

- house type (flats/terraces/semis/detached)
- house size (one/two/three/four plus beds)
- tenure (private, affordable, social housing,

- special needs, sheltered, hostels)
- live/work (office/studio homes/craft/workshop homes)

5.27 Prospective developers will be required to agree with the councils the balance to be given to each of the above and their distribution within each phase of the development.

5.28 In relation to tenure, the two local planning authorities have agreed that developers will provide 25% of new dwellings in the form of "social housing". In this regard developers will be required to liaise closely with the Housing Departments to define the extent of this need in terms of the tenure and type of housing to be provided and the location and phasing of this housing, as expanded in para. 6.25 (point 3). These details will be provided, as far as possible, in an Affordable Housing Development Brief which developers will be required to follow to meet the affordable housing provision. Consideration will need to be given to the overall apportionment of affordable housing between the two local planning authorities and this will need to be addressed through the Affordable Housing Development Brief.

**Aim 4: The development will be expected to incorporate creative solutions to the disposal of waste.**

5.29 The three Councils will expect the development to make provision for the storage and handling of waste. Positive measures for sustainable recycling should be considered including composting and the recycling of material as part of normal refuse collection.

**Aim 5: The development should incorporate measures which will reduce the demand for water and use of local water sources (Figure 17).**

5.30 The creation of a new settlement in this location provides a significant opportunity to plan for and effectively incorporate a water management system which will increase the potential for self sufficiency in water supply and treatment.

5.31 The three Councils will expect the development to provide a system which incorporates a range of measures which could include:

- soakaways, swales and filter strips and retention ponds in order to increase filtration and natural discharge;
- on site collection and storage of rainwater for irrigation and car washing e.g. water butts;
- utilising existing infrastructure and utilities where appropriate in order to service the site as efficiently as possible;
- treatment of the open space network, in terms of incorporating landscapes which do not need irrigation in the summer months.

5.32 A strategy for the management of the water system should be submitted and approved by the relevant parties (the three Councils; the Internal Drainage Board; Anglian Water and the Environment Agency), prior to development of the core commencing.

**Aim 6: The development should maximise the use of renewable energy sources.**

5.33 The three Councils will expect the developers to produce their own energy strategies and as part of this to identify the opportunities afforded by the site and the surrounding area in terms of maximising the use of renewable energy sources, including wind, solar and alternative fuel sources (biomass and biogas).

5.34 The energy strategies for the new settlement will be required to set appropriate targets and explore the potential for obtaining funding from Central Government or European sources.

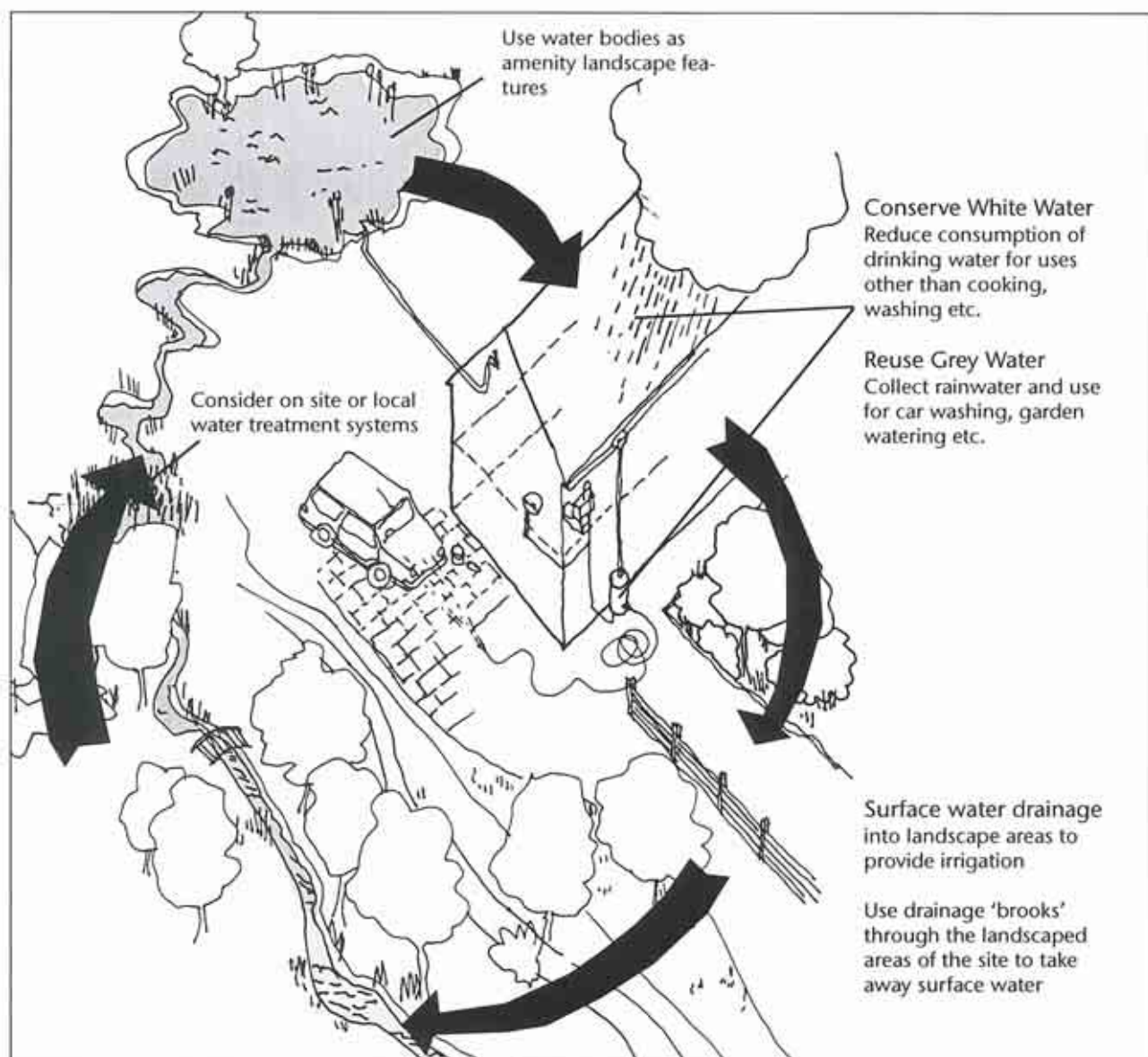


Figure 17: Incorporation of measures to reduce on site demand for water and close resource loops

**Principle 4: structure the development  
around energy efficient movement net-  
works**

- 5.35 In compliance with National Planning and Transport Policy, the three Councils are committed to reducing CO<sub>2</sub> emissions and energy consumption. This will require the development to incorporate measures which will lead to a reduction in the need to travel overall; lessen the reliance placed on the car and encourage walking, cycling and public transport.
- 5.36 An integral part of the design philosophy of the development will be to give the pedestrian priority. The three Councils recognise that the car will still need to be catered for, but it is considered to be essential that the car does not dictate the quality and design of the built form and that alternatives are actively encouraged.
- 5.37 In order to achieve these objectives the Councils will expect the development to pursue the following key aims:
- Aim 1: Incorporate an appropriate range and choice of local facilities and services.**
- 5.38 The new settlement should provide an appropriate level of:
- shops (Use Classes A1, A2 and A3);
  - community, education and health facilities;
  - informal play facilities;
  - informal/formal recreation facilities;
  - leisure facilities;
  - employment.
- 5.39 The precise number and scale of facilities and their phasing within the new settlement shall be agreed with the three Councils in accordance with agreed phasing strategies in advance of the granting of planning permission for any housing development. Retail capacity and impact studies will be carried out where required in order to determine an appropriate level of retail development within the new settlement.



Figure 18: A linear high street, possibly incorporating a Market Square, provides the most sustainable development form for the new settlement centre

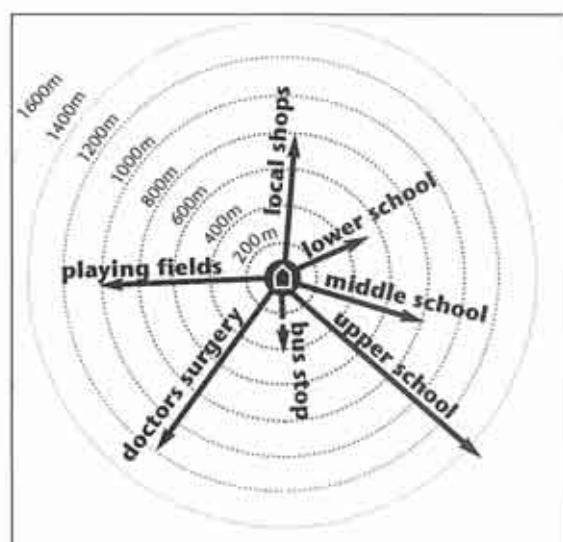


Figure 19: Indicative walking standards between home and key facilities

**Aim 2: The range of services and facilities should be clustered together within locations which are accessible by pedestrians and cycle routes and well served by public transport.**

- 5.40 The development will be required to incorporate primary and secondary settlement centres which should be well served by public transport and incorporate offices, retail, leisure, health, education, civic and higher density residential uses in order to facilitate multi-purpose trips. The potential to encourage linkages in terms of shared provision within facilities should be explored.

- 5.41 A linear concentration of facilities, possibly incorporating a market square is considered to be the most sustainable form of development for the settlement centre and should thus be pursued (Figure 18).

**Aim 3: Services and facilities should encourage pedestrian/ cycle use. (Figure 19).**

- 5.42 In order to minimise journey lengths; facilitate walking and cycling modes and increase accessibility the development must satisfy the following standards:
- lower school provision should be provided within 400m of the majority of new households;
  - middle school provision should be provided within 800m of the majority of new households;
  - upper school provision should be provided within 1500m of the majority of new households or should be accessed easily by public transport;
  - health facilities should be provided within 1000m of every home.

**Aim 4: The development should give priority to pedestrians, cyclists and public transport.**

- 5.43 The emphasis should be on the creation of a development which caters for the pedestrian and cyclist without isolating them from street activity, and which gives priority to alternative modes of public transportation whilst remaining accessible by car where necessary.
- 5.44 In pursuance with these objectives the development will need to:
- establish an internal road system which involves the creation of a new route hierarchy which comprises a comprehensive and fully integrated network of distributor routes upon which a secondary and tertiary network can be hung (Figure 20);
  - reduce road capacity by planning positively for other modes of transport i.e. by widening pavements for safe crossing points for pedestrians and by incorporating bus and cycle priority measures both within and serving the site (Figure 21);
  - incorporate imaginative design/layouts of

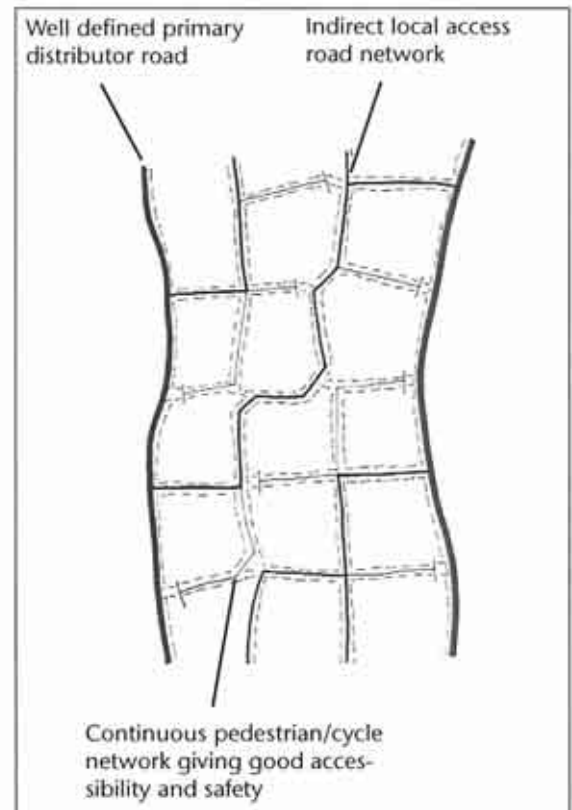


Figure 20: The preferred conceptual arrangement for the internal road system



Figure 21: The development should plan positively for alternative modes of transport and incorporate appropriate traffic management measures

- buildings to limit car speeds.
- incorporate appropriate traffic management measures to restrain vehicle speeds which are integral to the overall design of the development (Figure 21);
- adopt reduced requirements for non operational parking in locations which have good access to other means of travel than the private car;
- ensure parking requirements, in general, are kept to operational minimums;
- consider the potential for incorporating car-free zones within the development.

**Aim 5: The development should incorporate a network of direct, safe and convenient paths and cycle routes.**

5.45 The three Councils will expect the development to incorporate a comprehensive and fully integrated network of pedestrian and cycle routes which will allow for safe and convenient movement both within the development and in the creation of links with the surrounding countryside, towns and villages and other rail stations in the vicinity. In particular the development should provide opportunities for links with the National Cycle Network and The Marston Vale Millennium Country Park.

5.46 Within the development routes should filter through the settlement connecting housing areas with key destinations such as public transport interchanges, the primary and secondary settlement centres, employment areas and public open spaces and in so doing the system should utilise the highway and open space network.

5.47 In particular the footpath/cycle network should:

- Follow key desire lines;
- be as direct as possible;
- be made safe especially for vulnerable users (promoters/developers will be expected to have regard to both Bedford Borough and Mid-Beds District Council's Draft Community Safety Strategies in advancing their proposals);
- be comfortable for those with impaired mobility and vision;
- be phased so that the network can function effectively at the earliest time possible;
- provide appropriate secure bike parking at key destinations (public transport

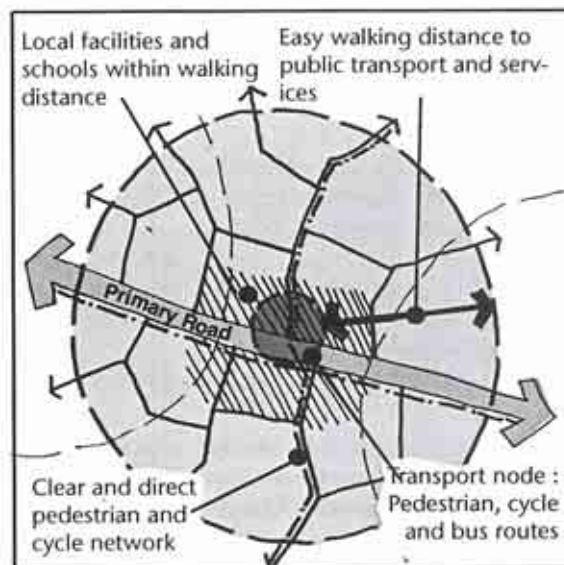


Figure 22: The development should be planned for public transport, and pedestrians and cyclists

- interchanges, schools, primary and secondary centres) which are protected from theft and rain;
- link in with the footpath/ cycle network beyond the boundaries of the site;
- be appropriately designed to cater for pedestrian only/or pedestrian and cycle movement;
- avoid severance;
- not be segregated.

**Aim 6: The development should incorporate an effective and efficient public transport system.**

5.48 Promoter/developers will:

- negotiate with Railtrack, Thameslink and OPRAF to secure the delivery of a new on site operational rail station relating to the development (see para. 3.31);
- implement a phasing strategy for securing the early delivery of a new on-site operational railway station;
- secure a bus/rail interchange and ancillary infrastructure including the provision of a station car park within the site. The car park should be adequate to cater for generated needs;
- provide a priority bus route through the settlement linking the A6 to B530. The route

should incorporate appropriate measures to ensure that buses will not be slowed or delayed by traffic congestion;

- locate bus stops so that the maximum walking distance from any dwelling is 400m. In areas with a significant proportion of elderly people and in shopping, commercial and industrial developments this distance should be reduced to around 200m (in accordance with standards outlined in "Designing Quality Housing Schemes: A Residential Design Guide" Mid Bedfordshire District Council June 1997);
- associate key destinations with the primary public transport routes.
- liaise with train and bus operators to secure the integration of services by means of connecting timetables, through ticketing, information services etc.

**Aim 7: The design, layout and density of the new development should facilitate and indeed discriminate in favour of public transport.**

- 5.49 Density levels and use intensity should vary in relation to the level of public transport accessibility and proximity to prime pedestrian facilities; grading in general terms from higher intensity uses near local high streets, bus stops, and the train station to lower intensity uses near open country, open space wedges or major roads.

**Aim 8: The development should incorporate measures to minimise the environmental impact of settlement traffic on the surrounding urban environment.**

- 5.50 The three Councils accept that the development cannot be seen as totally self sufficient and that traffic will be released on to the strategic road network. The Councils, however, are eager to ensure that the environmental impact of this traffic upon the existing settlement pattern is minimised. In particular the three Councils are eager to minimise the potential for development generated trips through adjacent settlements (rat running).

- 5.51 In setting out an access framework for their sites, developers should therefore:

- Encourage the main travel movements to

use the A6 rather than the B530, with the exception of that accessing the station;

- incorporate measures to minimise and actively discourage traffic from using the B530;
- upgrade the A6 to include dualling between the Bedford Southern bypass and the new settlement core and other improvements to enable it to accommodate the traffic arising from the development;
- promote phasing from east to west thus establishing the precedent to use the A6 in preference to the B530 from the outset;
- secure measures to prevent development generated trips through adjacent settlements (rat running);
- incorporate design measures to prevent rat running of traffic through the development itself;
- incorporate 20 m.p.h. zones or lower speed limits where appropriate;
- take account of most recent and emerging national and local guidance in providing for travel and interpret existing standards flexibly to reflect this; and
- address development generated travel impact wherever it exceeds 10% of the existing total two-way peak hour traffic and lower thresholds in congested, sensitive urban areas, in accordance with the agreed Travel Assessment Scoping Study.

**PRINCIPLE 5: provide an open space  
network for recreation, wildlife,  
energy & water management**

5.52 The open space and landscape network has an important role to play in terms of:

- reclaiming derelict land;
- establishing character and an early sense of maturity;
- integrating the development into the existing landscape;
- reducing the impact of the development on the existing landscape and settlement pattern;
- providing for the formal and informal recreational needs of the new settlement core;
- protecting existing and supporting wildlife thus increasing biodiversity;
- reducing the use of energy, water and other resources;
- minimising pollution;
- contributing to the objectives of the Marston Vale Community Forest.

5.53 The three Councils will expect a green network to be considered from the outset and shaped to allow the variety of potential functions identified to be carried out and for integrated and appropriate approaches to the management of the network to be adopted (Figure 23).

5.54 To achieve these objectives development will be expected to satisfy the following:

**Aim 1: All development proposals should incorporate an integrated and varied green network which is accessible to the majority of the population on foot or bicycle.**

5.55 Landscape framework plans shall be agreed in advance of the grant of outline planning permission for any housing development. In producing these plans developers will be expected to:

- Liaise closely with the County Council's ecologist and representatives from the Marston Vale Community Forest and provide a landscape framework which builds upon



*Figure 23: The development should incorporate an integrated and varied green network.*

the objectives set out within the Marston Vale Community Forest Plan;

- consider the potential for the establishment of an on-site or off-site nursery facility;
- consider the potential impact the development may have upon long and short distance views and to incorporate appropriate measures to retain views and break down the scale of the development, including advance planting, according to a programme to be agreed with the three Councils ;
- retain as far as possible existing hedgerows, tree belts and field patterns, particularly to the east and southeast;
- encourage the use of seed/cuttings from indigenous species within the locality where possible;
- consider design options to minimise crime opportunities;
- incorporate a species mix which is locally indigenous and suited to the climate and soil conditions;
- select plant communities characterised by

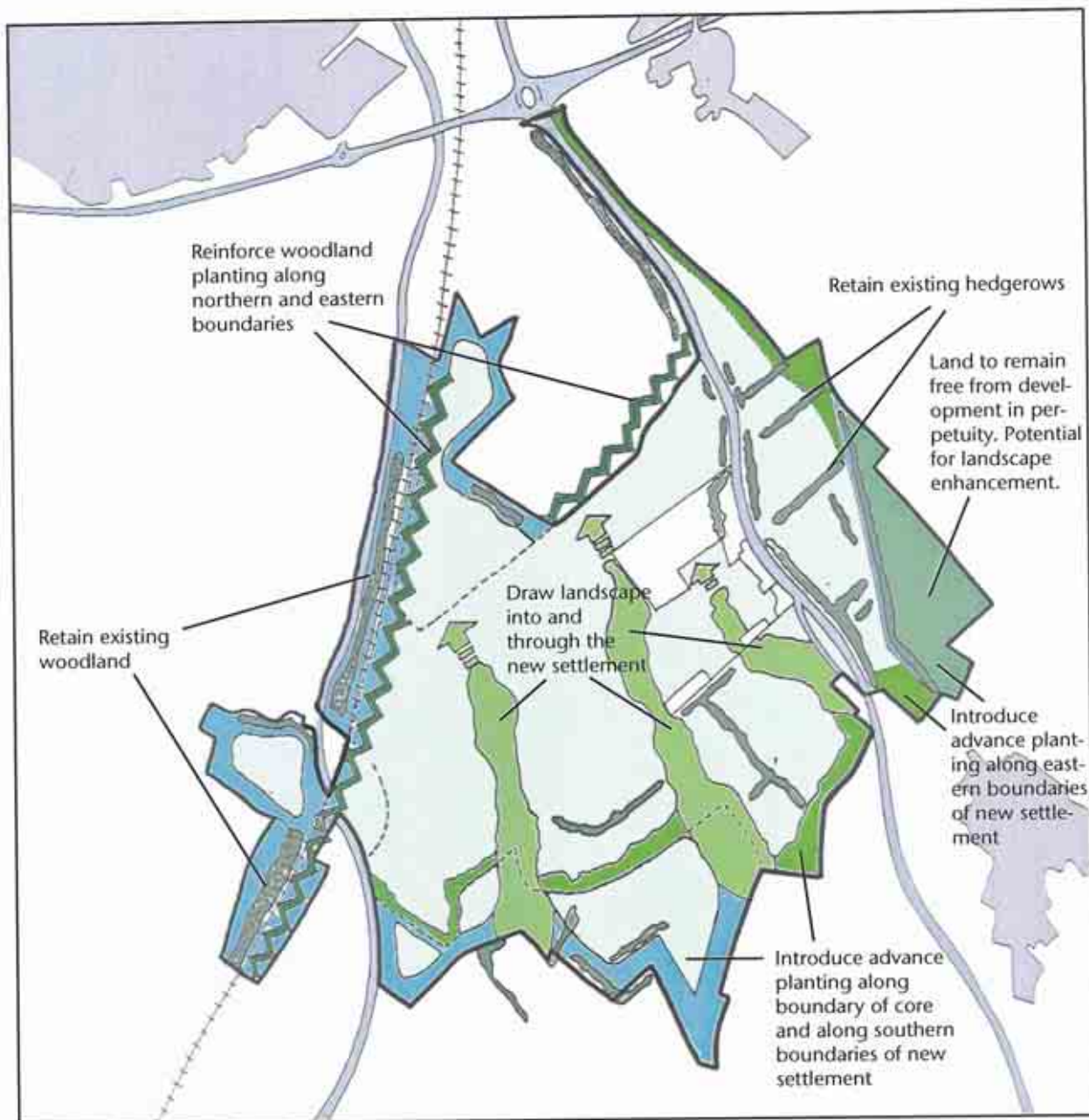


Figure 24: Key landscape measures

their resilience and economy;

- provide opportunities to enhance the wildlife potential of the site through the provision of a range of wildlife "refuges" linked by green corridors;
- provide for a wide range of informal/formal recreational activities including parks, play areas, sports fields and allotments;
- explore the potential for incorporating measures to control surface runoff, such as rivers/streams and balancing ponds and reed bed technology for treating surface water;
- use the landscape/planting to reinforce the character of the settlement and the identity of individual neighbourhoods;
- ensure that the local community can walk and cycle to a range of open spaces and that the open spaces are linked by paths and cycleways;
- incorporate measures to manage heat loss (shelter belts); grow fuel (coppicing) and provide for sound attenuation and pollution absorption (provision of planting belts alongside roads to control noise and absorb car pollutants). (Figure 25);
- identify opportunities to incorporate public art and provide education opportunities;
- consider early implementation to establish a sense of maturity;
- maximise biodiversity;
- incorporate an appropriate mix of tree species in the vicinity of the rail line which has regard to rail safety.

5.56 Developers will be required to produce a management and maintenance plan for the open space network within their sites and to identify, in consultation with the three Councils,

an appropriate mechanism to ensure that all parts of this plan can be resourced and implemented in the longer term.

5.57 In preparing proposals the developers will be required to agree and adhere to open space standards appropriate for the new settlement in terms of types and scale of provision and standards of access, but based on National Playing Field Association standards.

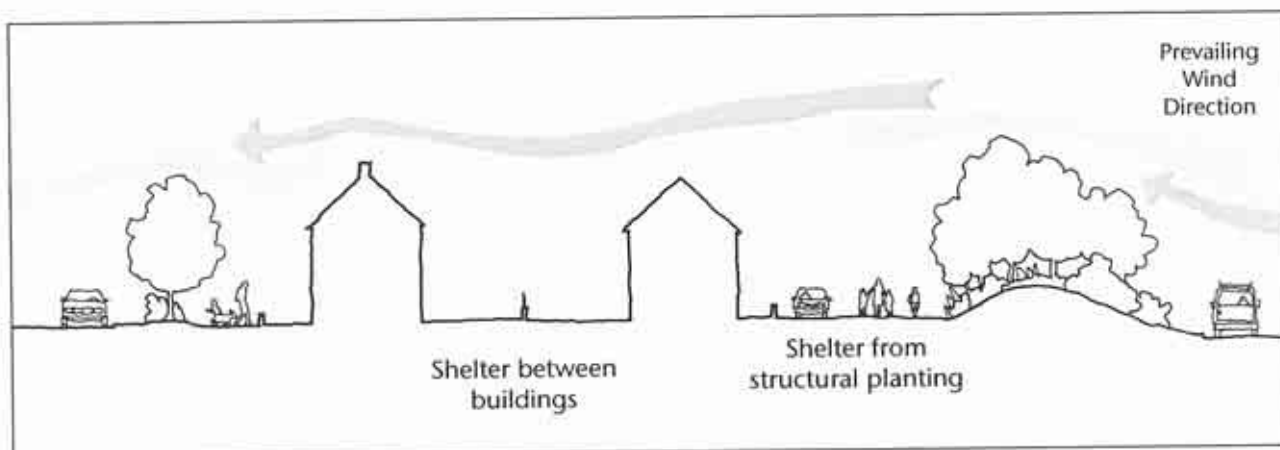


Figure 25: Use building placement and planting to provide shelterbelts and create microclimates

**PRINCIPLE 6: promote technical efficiency in the siting, design & use of materials**

5.58 The three Councils wish to optimise the efficiency of the development by promoting energy-efficient siting and imposing energy standards for new buildings which are in excess of current Building Regulation standards.

5.59 In this regard the developers will be expected to produce proposals which incorporate sustainable energy principles which address the following :

**Aim 1: The development should incorporate a set of principles/measures for minimising energy consumption through siting, design and use of materials.**

5.60 Developers will be required to address this issue by the following means:

- consideration of building grouping and orientation, the location of principal habitable rooms, and the use of shelter belts and landscape features to protect from the chilling effect of prevailing winds. (Figure 25);
- consideration of building form. The buildings within the development should consider the relationship between surface area and its implications for energy performance;
- consideration of the thermal insulation of the building fabric; the efficiency and control of the heating system; the ventilation characteristics of the dwelling and the solar gain characteristics of the dwelling;
- consider the life cycle energy requirements of construction materials proposed for within the new settlement;
- consider detailed design and use of materials in terms of construction details and construction materials;
- encourage the use of recycled materials.

**Aim 2: The development should incorporate alternative energy systems.**

5.61 Developers are encouraged to hold early discussions with energy companies to ascertain the scope for innovative energy provision and conservation measures. Options that may be considered include:

- Individual Systems;
  - condensing boilers
  - super insulation and condensing boilers
  - super insulation and direct electric heating
  - photo voltaics e.g. solar panels
- Central Plant
  - gas boilers
  - waste to energy
  - biomass
  - Combined Heat and Power

**Aim 3: The development should aim to incorporate appropriate density levels in line with current thinking on sustainable patterns of development.**

5.62 In order to achieve many of the sustainability aims set down in this brief it is recognised that an appropriate range of densities will need to be achieved which in certain locations i.e. the settlement centres, will be more "urban" in character.

5.63 As previously discussed, in the context of achieving an energy efficient movement network, density levels and use intensity levels should vary in relation to the level of public transport accessibility and proximity to areas of prime pedestrian focus, with higher intensity uses such as retail, employment, flats/town houses located near the settlement centres, train station and bus stops and lower intensity uses near the open country, open space networks and major roads.

**PRINCIPLE 7: ensure  
settlement durability &  
adaptability**

**Aim 1: The development should be able  
to adapt to the needs and requirements  
of the future**

- 5.64 In order to ensure the longevity of the scheme the development should seek to:
- Encourage the use of high quality materials which have long life/low maintenance properties;
  - incorporate non-residential uses designed to loose fit/long life principles;
  - provide housing forms which can be adapted;
  - make provision for future (as yet untested) technologies to be incorporated;
  - provide low maintenance self generating landscapes.

**PRINCIPLE 8: create a  
distinctive, high quality  
and successful new place**

**Aim1 : To create an attractive community which responds positively to existing settlement characteristics and the best in current design.**

- 5.65 The three Councils are committed to the creation of a development with its own unique identity and sense of place.
- 5.66 In pursuing this objective the Councils will expect the development to establish an overall design philosophy which should (Figure 26):

- Analyse and reflect the best of local settlement form and building characteristics;
- create a strong identity through the establishment of clear design objectives at each level including settlement; villages; places and buildings;
- incorporate innovation in terms of layout, building forms, materials, and the use of technology;
- take on board proven urban design principles in terms of the placement of buildings; definition of public/private realm etc;
- respond positively to the sustainability principles established for the new settlement;
- incorporate community safety principles and measures to combat crime;
- provide a settlement made up of a series of villages connected via sustainable transport links and centred on a key market town centre;
- include the provision of public art within the new settlement.

- 5.67 The local authorities require and need to agree with developers design guidance at the outline and detailed planning stages with which subsequent detailed proposals will be expected to comply (see section 6).

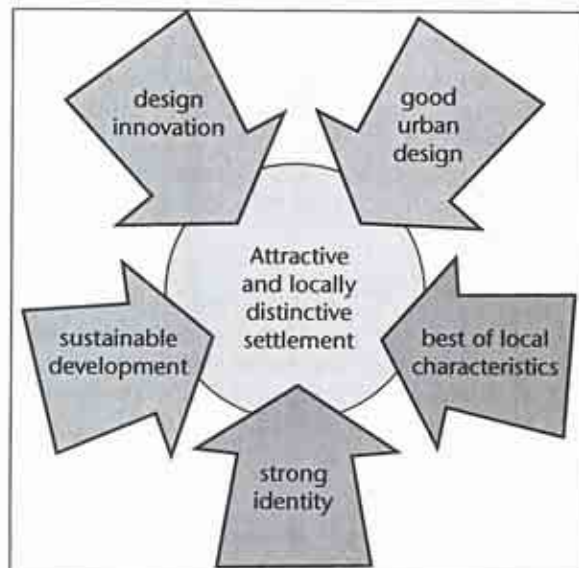


Figure 26: Key ingredients for an attractive and locally distinctive settlement

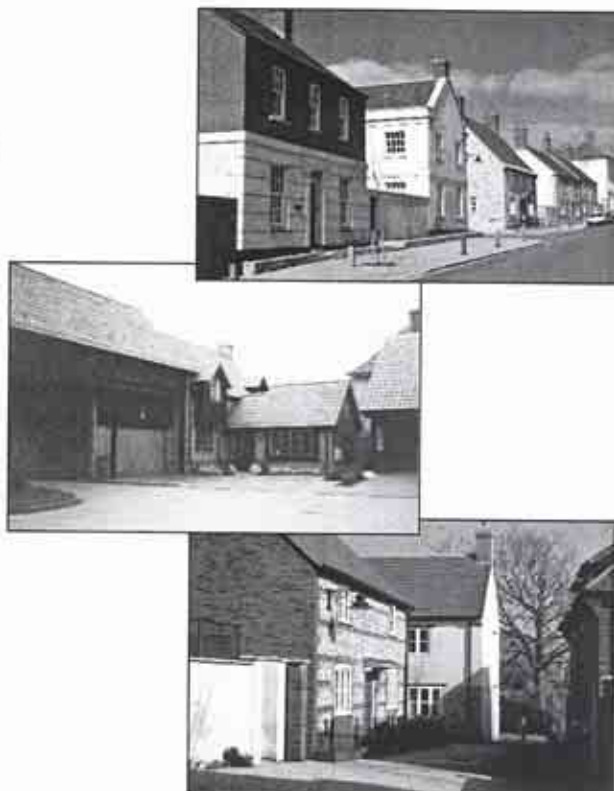


Figure 27: The aim is to create a settlement with its own unique identity and sense of place which builds on the best of current and local design

**Aim 2: To create a successful community for living and working.**

- 5.68 The three Councils are committed to the creation of a successful place.
- 5.69 In pursuing this objective the Councils will require developers to provide, from the outset an urban design framework which identifies:

- Urban design opportunities such as gateways, landmarks, linkages, edges, focal points and activity nodes;
- character areas;
- the organising principles of the settlement in terms of:
  - distribution of land uses,
  - distribution of the open space and landscape network,
  - distribution and function of the movement network,
  - density.

**PRINCIPLE 9: community  
involvement in design,  
development and  
management**

**Aim 1: To encourage active involvement of the existing and new communities in all aspects of the design, development and management of the new settlement.**

- 5.70 The three councils are committed to ensuring that all members of the community are given the opportunity to actively participate and contribute to the design, development and management of the new settlement.
- 5.71 In addition to the specific consultation arrangements on this draft Planning and Development Brief, the three local authorities will wish to agree a consultation strategy to secure the following:
- opportunities for tenants to discuss relocation options;
  - opportunities for community input on design guidance;
  - opportunities for community input into the Public Art Strategy;
  - opportunities for comment on the planning applications;
  - opportunities for community involvement in the proposals for the management and governance of the new settlement;
  - to keep local communities fully informed of progress of development in accordance with Local Agenda 21 principles.
- 5.72 The Brief area straddles the Borough and District Council boundaries as well as several Parishes. Consideration will need to be given to the future governance of the new settlement in the short, medium and long term and consultation with local communities will form part of this process.
- 5.73 Beyond the Brief boundary, rural restraint policies will apply other than where sites have been allocated for development in local plans or where there is an established residential or commercial use. The three Councils will apply these restraint policies where appropriate to prevent the coalescence of the new settlement with the existing settlements of Kempston Hardwicke, Kempston, Elstow, Wilstead and Houghton Conquest.

**illustrative development  
concept**

- 5.74 Based on the principles set out above the three Councils, in consultation with the promoters of the new settlement have produced an indicative development concept and phasing strategy. This concept and phasing strategy will evolve in consultation with the respective developers/promoters (Figures 28 and 29).

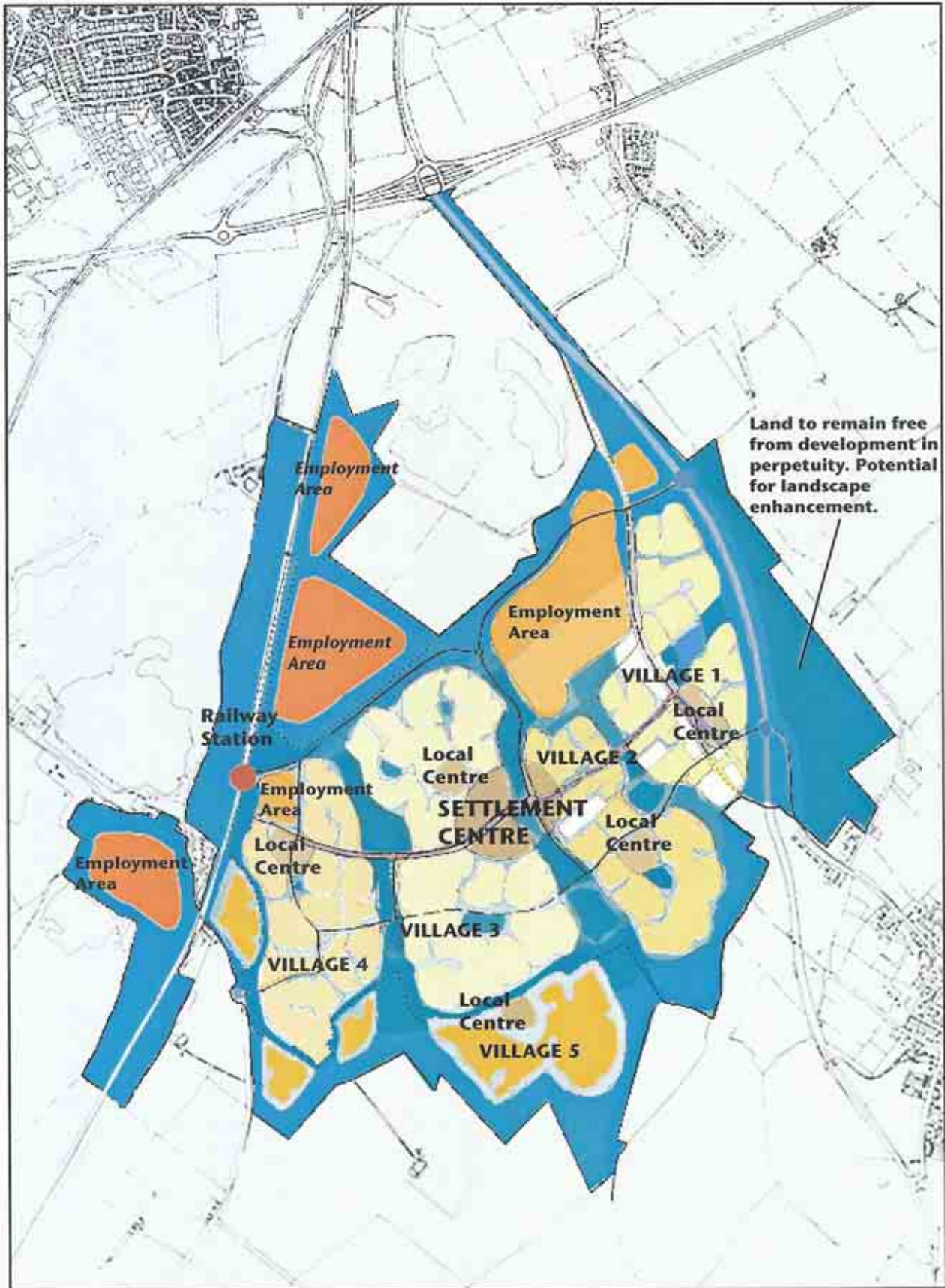


Figure 28: The indicative development concept for the new settlement

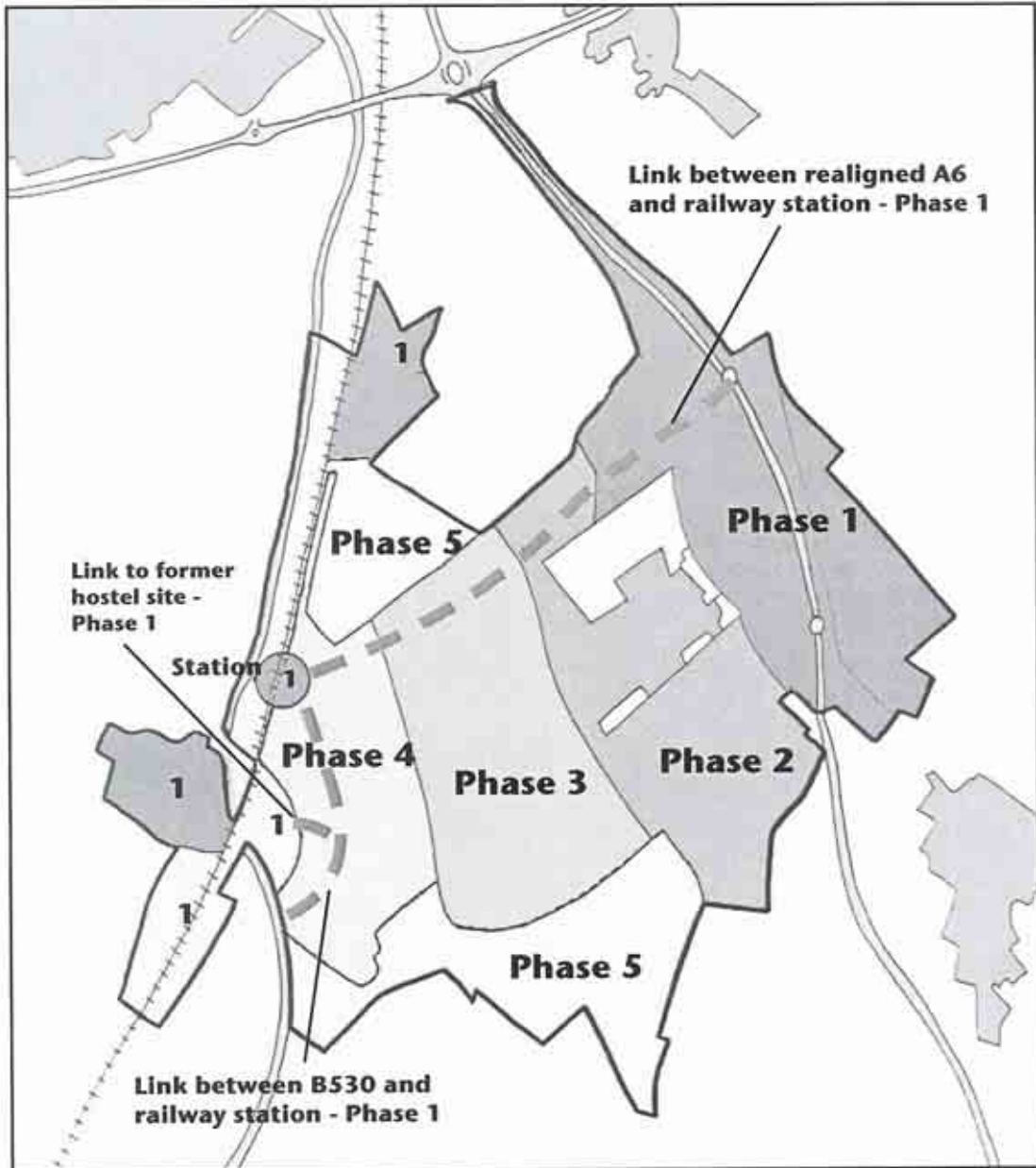


Figure 29: The emerging phasing strategy

### KEY OBJECTIVES

- 6.1 The key implementation objectives which the promoters and any subsequent developers will be required to address are:
- to secure by way of legal agreements and other mechanisms the delivery of the new settlement in accordance with the provisions of current and emerging Local Plans;
  - to secure the remediation of the contaminated areas of the site to acceptable standards;
  - to facilitate the relocation or provision of habitats and other natural resources of acknowledged importance;
  - to secure the phased delivery of a sustainable and balanced community including affordable housing and public transport provision through binding legal agreements through the adoption of agreed masterplans and phasing plans;
  - to adopt the appropriate mechanisms for achieving a high quality, distinctive development with a full range of appropriate infrastructure and facilities within acceptable time limits;
  - to agree an appropriate consultation strategy to secure community involvement in the design and implementation of the new settlement.
  - to mitigate the impact of traffic on the road network arising from the development.
  - to secure access from within the core to areas adjacent to its boundaries designated for future development within the Planning and Development Brief;
  - to secure advanced planting on the boundaries of the new settlement core and outer edge as identified within this brief.

### SECURING DEVELOPMENT WITHIN THE LOCAL PLAN PERIOD TO 2006

- 6.2 Bedfordshire County Structure Plan proposed about 4,500 houses for an area focused on Elstow Storage Depot for the period to 2011.
- 6.3 The two Deposit Draft Local Plans, which cover the site, envisage that of this total, 975 houses will be completed to 2006.
- 6.4 The two Local Planning Authorities have indicated that in land supply terms the overall allocation

will be split equally, in respect of house numbers, between Bedford Borough and Mid Beds District for implementation by 2011. Up to 2006 the split between the two local plans has been agreed as 375 dwellings, included within the Bedford Borough Plan and 600 dwellings within the Mid Bedfordshire Plan.

- 6.5 The promoter will be required to demonstrate that up to 975 houses with supporting infrastructure and community facilities can, in physical terms, be accommodated within the new settlement core up to 2006. The precise location of this development will need to accord with an agreed masterplan and phasing strategy and be based on sound planning principles as set out in this brief.
- 6.6 The three Councils are committed to facilitating the commencement of housing development in 2001 in order to meet the Local Plan requirements to 2006.
- 6.7 The three Councils will expect the promoter to pursue the preparation of design guidance setting out the design principles for the development based on a series of urban villages connected by strong sustainable transport links and focusing on a market town centre. This will need to be agreed with the local authorities and adopted as Supplementary Planning Guidance. This will provide the context for considering any future planning applications. The process for taking these matters forward is illustrated in Figure 30 and addressed in more detail below.

### SITE PREPARATION WORKS

- 6.8 The delivery of the new settlement will require a number of complex issues in relation to the reclamation of the Depot site to be resolved prior to the commencement of new housing development on the brownfield land, including:
- The translocation of Great Crested Newts to a new receptor site;
  - the relocation of existing tenants currently located on the depot site;
  - remediation works associated with the clean-up of the site;
  - provision of appropriate infrastructure to facilitate site preparation works.
- 6.9 Each of the above will require appropriate planning and other related consents from the

respective local planning authorities in terms of:

- The creation of a newt receptor site;
- the creation of an on-site employment area;
- the engineering works associated with the remediation;
- provision of infrastructure to facilitate the above.

- 6.10 The commencement of development, other than for the above enabling works, would be dependent on the granting of outline planning permissions based on agreed masterplans and landscape framework plans, design guidance, and the completion of the necessary legal agreements and approval of subsequent detailed applications.

### **Design Guidance**

- 6.11 In order to establish and maintain a quality and distinctive development in the design and implementation of each phase, the three Councils will require the developers to resource the production of appropriate design guidance which the local planning authorities will adopt as Supplementary Planning Guidance prior to the granting of outline planning permissions and for reserved matter applications for the development of individual parcels of land.

- 6.12 The three local authorities anticipate that such guidance will establish:

- a vision of the quality and distinctiveness of the development;
- sustainable design principles;
- the production of specific guidance in relation to the design of particular villages, densities and layout of residential parcels and individual types of building and related infrastructure.

- 6.13 The three local authorities will require developers to agree to a mechanism for assessing all detailed proposals within their areas against the design guidance prior to the submission and consideration of reserved matter applications, to maintain high standards of development established by the design guidance.

### **Outline Planning Applications and Supporting Information**

- 6.14 The three local authorities will expect outline

planning applications for new settlement related development to be supported by the following:

- design guidance as referred to in para. 6.11;
- an Environmental Statement prepared in accordance with the appropriate regulations;
- a Travel Assessment, prepared in accordance with the requirements of the Highway Agency, Bedfordshire County Council and the local planning authorities;
- supporting illustrative material;
- a Landscape Framework Plan;
- a Masterplan;
- a Phasing Plan;
- draft S.106 and S.278 Agreements;
- an energy strategy;
- Retail Capacity and Impact Studies where required;
- a Leisure Resource Study to identify needs and opportunities in the area;
- a detailed technical and financial feasibility study, acceptable to Railtrack and the operators for the implementation of the new railway station and services.

- 6.15 In addition, as part of the outline planning application process, the three Councils will prepare, in consultation with the developers/promoters of the new settlement an Affordable Housing Development Brief, including guidance on housing need; housing mix; phasing of affordable housing; registered social landlord selection procedures; funding; nomination rights; land value/cost expectations. Subject to the agreement of the three Councils and justified by housing need elsewhere, part of the provision may be targeted off-site where needs may be greater, in lieu of on-site.

### **PHASING OF THE DEVELOPMENT AND PROVISION OF COMMUNITY FACILITIES**

- 6.16 The preparation of agreed phasing plans for development will be an essential requirement and will need to be in place prior to the local planning authorities granting outline planning consents.

- 6.17 The agreed phasing plans will need to ensure that:

- the full range of community support facilities, open space, structural landscape, and on and off site infrastructure including

the provision of public transport facilities, are all phased appropriately with the new housing development;

- trigger points are identified and agreed with the local planning authorities for the delivery of the community facilities and infrastructure at various stages in the housing development to secure balanced communities. These will need to be identified and incorporated within relevant legal agreements and conditions on any planning consents issued. Para. 6.25 and Appendix 1 of this Brief set out the framework for the phased provision of a broad range of facilities and infrastructure that will be required as the new settlement is developed. It is intended that these will be developed in more detail in discussion with local communities, statutory agencies and developers. It will, however need to be agreed before outline planning permissions are granted;
- the planting, transportation infrastructure and community facilities are provided at appropriate stages throughout the development in accordance with approved masterplans;
- adequate mechanisms are established to allow the phasing plan to be reviewed;
- quality and consistency is achieved in terms of design and implementation of the development.

#### AGREEMENTS

6.18 Legal agreements will be sought in relation to the development proposed in any particular application and/or conditions, where relevant, imposed addressing the following matters:

- The production of relevant detailed design statements to guide all sub phases of development;
- the preparation of detailed masterplans for development parcels;
- linkages between the development of greenfield and brownfield land;
- an agreed phasing strategy and timetable for the development of each sub-phase of development;
- the re-alignment and dualling of the A6 and timing of its provision;
- other necessary highway and transportation works and in particular such highway improvements identified by the Travel Assessment, guided by the requirements of the Scoping Study, for example on routes to

Junctions 12, 13 and 14 of the M1, A6 and B530;

- provision of a railway station; adequate station car parking to cater for generated traffic; and a bus/rail interchange;
- provision of bus services related to the development;
- secure access to other areas within the brief boundaries from the core;
- the amount, quality and phasing of provision of community facilities including education, social, multi-denominational worship, leisure and shopping;
- landscape infrastructure, implementation and management;
- open space and play provision;
- implementation and management of community facilities, landscape planting and open space;
- the amount, and phasing of recreational and leisure facilities;
- the amount, location and provision of affordable housing;
- the dedication of land to the south, south-east and east of the settlement (including land to the east of the realigned A6) in perpetuity as landscape and open space;
- the amount, range and timing of provision of temporary facilities;
- production and implementation of a public art strategy;

6.19 Other legal agreements may be sought in response to specific proposals as may be submitted to the two local planning authorities.

#### SUBMISSION OF PLANNING APPLICATIONS

6.20 Figure 30 summarises the principal tasks that developers of the new settlement will be expected to fulfil. Where necessary the approval strategy will allow the particular tasks to be run in parallel.

#### MANAGEMENT

6.21 The three local authorities wish to ensure that effective mechanisms are in place for the management and maintenance of the following :

- Community facilities;
- public open space;
- roads, footpaths and cycleways;
- public transport provision including the bus /rail interchange and park and ride;
- administration for the new community;
- amenity land and landscaped areas.

- 6.22 These mechanisms will need to be agreed prior to the grant of outline planning permissions, together with the appropriate resourcing of the ongoing costs e.g. commuted sums where appropriate.

#### CONSULTATION STRATEGY

- 6.23 The scale of the proposed development is such that there may be wide community interest in the proposals. The councils will therefore require extensive public consultation to be undertaken on all aspects relating to the promotion and development of this new community.

- 6.24 In addition to the specific consultation arrangements on this planning and development brief, the three local authorities will wish to agree consultation strategies to secure the following:

- Opportunities for tenants to discuss relocation options;
- opportunities for community input on design guidance;
- opportunities for comment on the planning applications;
- opportunities for community involvement in the proposals for the management and governance of the new settlement;
- to keep local communities fully informed of progress of development in accordance with Local Agenda 21 principles;
- an appropriate mechanism for providing a name for the new settlement. This will assist in providing a new identity for the settlement and will also avoid any confusion with the existing village of Elstow.

#### FRAMEWORK FOR ESTABLISHING CONDITIONS AND LEGAL AGREEMENTS FOR THE PROVISION AND PHASING, OF INFRASTRUCTURE, DEVELOPMENT AND COMMUNITY FACILITIES

- 6.25 Conditions will be imposed and, where appropriate, legal agreements sought in relation to the development proposed in any particular application. Heads of terms will cover the following, where appropriate and additional matters:

### **1. Remediation and Infrastructure Provision**

- The improvement, including dualling where appropriate of the A6 between the new settlement boundary and the Bedford southern by-pass to meet the requirements of the Highways Agency and Local Authorities when required to accommodate additional traffic as agreed by the highways authority;
- the construction of the new, realigned A6 and associated two new junctions when it or its component parts are needed to accommodate traffic flows and provide adequate access to the new settlement, as agreed with the highways and planning authorities;
- the construction of a new access junction on the B530 and any associated traffic management measures arising from the travel assessments (including measures, if required in adjoining settlements) to a design and at a time to be agreed with the highways and planning authorities;
- other off-site transport improvements as identified by the Travel Assessment;
- the phased remediation of the brownfield land to standards and specifications to be agreed with the local authorities and the Environment Agency;
- the provision of services and utilities to ensure that new development is adequately serviced prior to its occupation;
- the phased provision of adequate surface and foul water drainage prior to the occupation of each phase of development.

### **2. Public Transport Facilities**

- The provision of a new on site operational railway station and adequate associated bus, taxi and station car parking to cater for generated traffic, to serve the new settlement in a location and of a configuration to be agreed with the local authorities, Railtrack and the relevant operating company;
- the provision of an 'in-principle' agreement to the station with Railtrack within a timescale to be agreed with the local planning authorities;
- the completion of detailed design work for the station, ancillary uses, and all track and signal modifications within a timescale to be

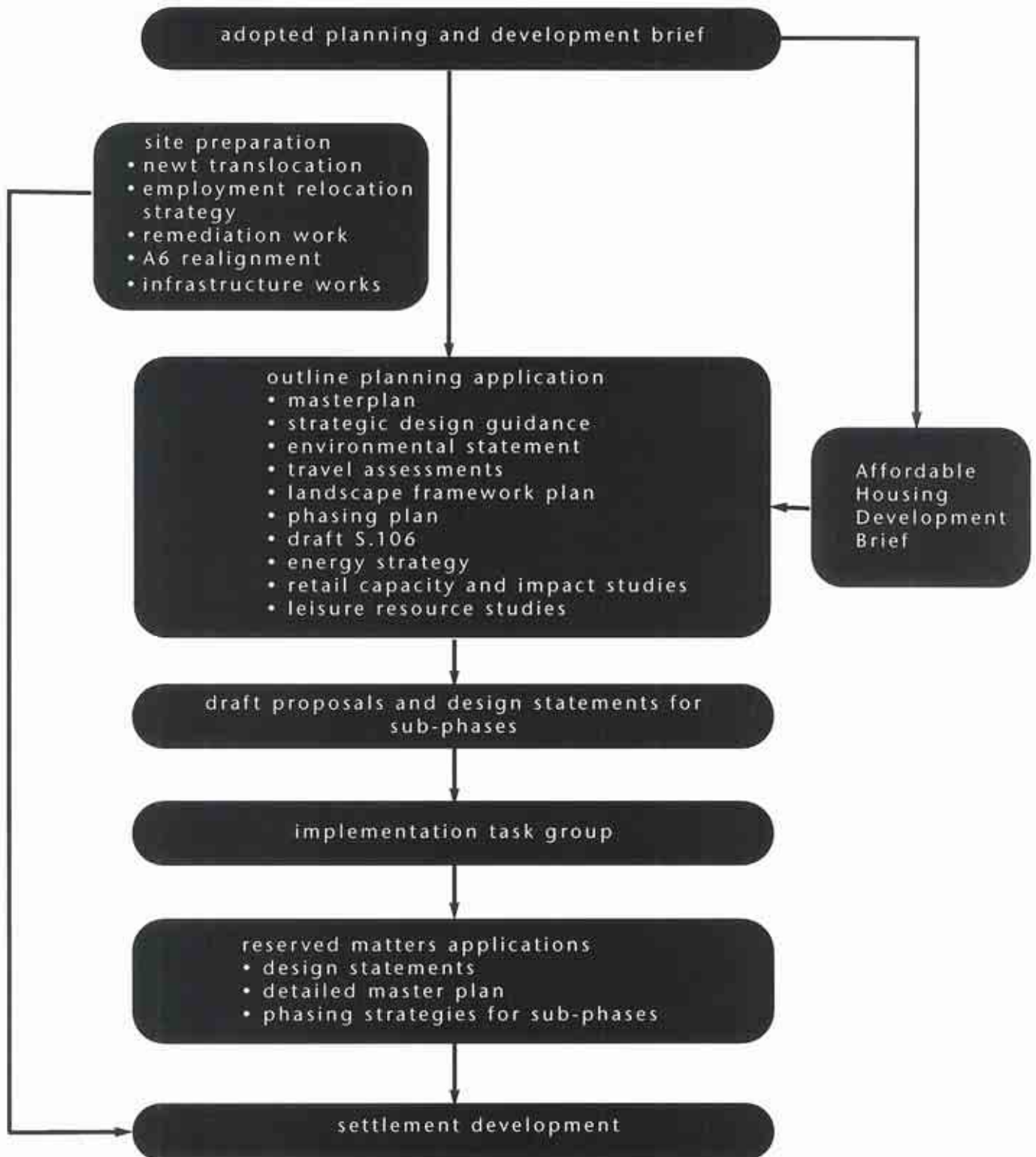


Figure 30  
**New settlement approval strategy**

- agreed by the local planning authorities;
- a contribution as appropriate to revenue costs of public transport services;
- the timing *and the* provision of the station to meet the requirements of the relevant operating company;
- the provision of appropriate road space, bus priority measures and bus-stopping facilities for bus route diversion and new routes to serve the settlement within each phase of the development as agreed by the highways and planning authorities and the relevant bus operating companies;
- the incorporation of appropriate bus-priority measures in the design for the upgraded and realigned A6 between the Bedford southern by-pass and the southern access into the new settlement;
- a contribution towards any subsidy for the provision of an agreed level of bus service in advance of the full occupation of each phase of development should this prove necessary and justifiable.

### **3. Housing Development Parcels**

- Housing development within each residential parcel shall conform to a specification of density, mix of sizes and types, and mix of tenures to be agreed with the local authorities for each village within the settlement, and each phase of development;
- development of greenfield land for housing shall be concurrent with or preceded by the remediation of brownfield land, generally in accordance with the remediation and development phasing strategies to be agreed with the local authorities;
- the provision of affordable housing, in accordance with Council Policy and the Affordable Housing Development Brief to be produced jointly by the three Councils and set out in paras 5.26 and 6.15.

### **4. Employment Development**

- An area of employment land shall be developed as an initial phase of development to provide a realistic commercial opportunity to accommodate existing employers and tenants on the Elstow Storage Depot, of an extent and to a design to be agreed with the local authorities.
- Subsequent parcels of the employment land

in the new settlement shall be made available to meet demand and with regard to the phasing of infrastructure and residential development.

- Employment land in the vicinity of the proposed railway station shall be made available with additional regard to the timing of the provision of the railway station and operation of rail services;
- Additional employment opportunities within the main settlement centre and in community facilities will be created as part of the phased development of the settlement and its component parts, and accommodation for this will be provided with regard to:
  - the nature and timing of the community facilities being provided;
  - the agreed phasing strategy and build-up of population/users;
  - the demand or need for accommodation by prospective employers.

- Some of the residential units to be provided in each village will be expected to be capable of use and/or adaptation for home-based working, and appropriate telecommunications infrastructure will be expected to be provided to facilitate such activity;
- Should the long-term expansion area to the north of the settlement core be developed for employment related uses, consideration should be given to the provision of rail sidings for freight transport.

### **5. Facilities to be provided in the new settlement**

The main facilities to be provided in the new settlement are set out below. These and other community facilities are also listed in Appendix 1.

- Land will be reserved and/or buildings provided in the new settlement centre for facilities to serve the residents and employees of the settlement as a whole and will include:

#### Settlement Centre

- an appropriate mix of retail uses, including a supermarket appropriate to the size of the new settlement;
- education facilities;

- a range of restaurants/cafes/public houses;
  - a post-office;
  - a multi-purpose community hall and leisure facility;
  - a public library;
  - a health facility, such as a 'Healthy Living Centre', incorporating a doctors surgery and dental surgery;
  - a multi-denominational place of worship;
  - emergency services facilities if required by the emergency services;
  - recycling facilities.
- The educational needs of new and existing residents shall be appropriately provided for at all phases of development.
  - Lower school provision within each of the residential villages shall be provided as soon as the population build-up in its catchment can justify it, or before, as agreed with the local education authority and planning authorities.
  - Prior to such provision and if required and agreed by the education authority, appropriate school transport provision to other schools, will be provided or funded by the developer, if bus services to them are not already in place.
  - Where the education authority feels or agrees that school provision to meet the needs of the settlement's residents may be more appropriately provided off-site by improving facilities in existing nearby schools the developer will be required to contribute to such improvements and to the provision of school transport in advance of new bus-services being established.

#### Village Centres

- Other local community facilities to serve individual residential villages e.g. in the form of local shops, a village hall and meeting rooms will be provided as part of the development of the particular phase and its primary school, as agreed with the local authorities and education authority.
- Each of these facilities, both temporary and permanent will be provided in accordance with an agreed phasing strategy.
- Appropriate temporary facilities will be provided in earlier phases of development to meet essential needs on-site, as agreed with the local authorities.

#### Open space and Recreational Facilities

- The provision of a strategic landscape framework, including advance planting.
- The network of open-space running around and through the new settlement shall incorporate within it the range of major formal and informal recreational facilities needed to serve the settlement as a whole and its constituent villages, of a nature, size and locational distribution to be agreed with the local planning authorities.
- The timing of the provision of these facilities shall be agreed with the planning authorities with regard to:
  - the needs of the population as the development progresses,
  - the agreed phasing strategy,
  - the agreed landscape strategy.
- Localised open space, amenity, and recreational facilities within individual residential parcels shall be integral to their design and development and shall be agreed with local authorities in advance of the grant of planning permission for each residential parcel.
- To make one of the most significant contributions to the environmental improvement of the Marston Vale which is the highest priority for such improvement in the County.
- Appropriate mechanisms shall be agreed with the local authorities and put into place for the on-going management and maintenance of all open space, formal and informal recreational facilities to be provided and for the revenue funding of such management and maintenance.
- The promoters/developers of the new settlement core and other areas will be required to prepare and agree Leisure Resource Studies to identify the appropriate level, range and mix of requirements for that part of the new settlement to which their planning application(s) relate.

#### **6. Structural Landscape**

- A structural landscape strategy shall be submitted as part of outline planning applications. This strategy shall relate to the remediation and development phasing strategy and shall identify the nature and extent of advance landscape, as well as of subsequent phases of landscape provision.

- To secure an appropriate contribution to meet the objectives of the Marston Vale Community Forest Plan.
- Landscape proposals shall also be submitted and agreed for areas outside the settlement boundary but within the ownership and control of the developers, notably;
  - Land alongside the A6 between the Bedford southern bypass and the northern part of the new settlement as an appropriate landscape interface between the road and the open countryside to the east;
  - land to the east of the realigned A6 to provide an appropriate landscape and open space buffer between the road, and open countryside and the settlement of Wilstead;
  - land alongside the railway line to reinforce screening between the railway and the new settlement.
- The nature and extent of landscape buffers on the southern boundary of the new settlement core and ultimately along the expanded southern boundary shall be agreed with the planning authorities, to ensure appropriate integration into the countryside setting and to prevent any future encroachment of development towards or coalescence with the settlement of Houghton Conquest.
- Appropriate mechanisms shall be agreed with the local authorities and put into place to ensure that these landscape buffers to the east and southeast (including land to the east of the realigned A6) remain and are managed and maintained as open space free of urban development in perpetuity. The Marston Vale Community Forest will have a role to play in this.

## **7. Management of Community Facilities**

- Appropriate mechanisms shall be agreed with the local authorities and put in place for the on-going management and maintenance of community and other non-commercial facilities as well as for open space, formal and informal recreational facilities to be provided, and for the revenue funding of such management and maintenance.

## SUMMARY CHECKLIST OF REQUIREMENTS

### Land use influence requirements

#### Existing Uses

- Developers to demonstrate how existing land uses will be integrated into the development. (para.3.18)
- Developers to provide opportunities for existing tenants to relocate to new on-site employment facility. (para. 3.18)
- Precautionary zone of 500 metres relating to residential development within the vicinity of Elstow South landfill site. (para. 3.18)
- Developers to liaise with HSE, EA and BCC in respect of all Health and Safety matters relating to existing and consented waste landfill. (para. 3.18)
- Developers to incorporate measures to mitigate against noise generated from existing and future railway lines and roads. (Para. 3.18)
- Measures to be identified to mitigate impact from Stewartby and Kempston Brickworks. (para. 3.18)

#### Design concept - Creating a distinctive, high quality place

- Achieve a settlement comprising a range of individual urban villages connected via sustainable transport links and centred on a key market town centre.(para. 5.67)
- Design to reflect the best of local settlement form and traditional vernacular building characteristics and styles.(para. 5.67)
- Strong identity to be achieved through design and layout.(para. 5.67)
- Design to reflect the best of established design principles with the aim of creating a people, not vehicle, orientated settlement. (para.5.70)
- A clear urban design framework to be established at the outset.(para. 5.70)

#### Access and Movement

- Broad thrust of phasing to be from east to west to restrict traffic using B530. (para. 3.22)
- No more than 25% of eventual traffic from the new settlement to use B530. (para. 3.22)

- Two strategic points of access to be identified onto the A6 (one north and one south). (para. 3.22)
- Capacity of A6 to be upgraded north to Bedford southern bypass. (para. 3.22)
- All highway improvements to comply with relevant Highway Agency and County standards. (para. 3.22)

#### Footpaths,cycleways and rights of way

- An integrated, safe and coherent network of pedestrian and cycle routes and bridleways to be provided. (para. 3.24)
- Development to facilitate connections to existing footpath network. (para. 3.24)
- Development to provide linkages with surrounding settlements and to National Strategic Cycle Network. (para. 3.24)

#### Rail

- Developer to provide an on-site operational railway station. (para 3.31)
- Developer to agree a timescale with the local authorities for the completion of key stages in the delivery of the station including ancillary facilities, and all necessary signalling and track modifications. (para 3.31)
- The station to be adequately accessed by clearly defined routes for all transportation modes. (para 3.31)
- Schemes to take account of emerging proposals for east-west rail link in terms of passenger and freight. (para 3.31)

#### Bus

- Bus services to be secured to the new settlement. (para. 3.34)
- Bus priority measures to be incorporated on internal and external road network. (para. 3.34)
- Safe and convenient pedestrian access to bus stops to be achieved. (para. 3.34)
- Direct bus service links with the railway station to be provided. (para. 3.34)
- Comprehensive service information at bus stops and other key locations to be provided. (para. 3.34)

### Ecology

- Developers to liaise with English Nature and agree method for relocating protected species to new receptor sites. (para. 3.41)
- Developers to undertake Phase 1 and Phase 2 English Nature Surveys. (para. 3.41)
- Developments to protect and enhance ecologically important areas, e.g. hedgerows, mature trees and semi-improved grasslands. (para. 3.41)
- Developments to promote and create new habitats. (para. 3.41)
- Environmental impact of development on the existing ecology to be considered. (para. 3.41)

### Landscape Topography

- Developments to reinforce quality of surrounding landscape setting. (para. 3.50)
- Preserve character and identity of existing villages. (para. 3.50)
- Preserve and enhance views across open countryside towards the Greensand Ridge. (para. 3.50)
- Retain views of important features in landscape setting, e.g. Cardington hangers and brickfield chimneys. (para. 3.50)
- Retain existing landscape features. (para. 3.50)
- Integrate development into wider landscape setting. (para. 3.50)

### Existing Woodland, Trees and Hedgerows

- Build upon the statutory and objectives of the Marston Vale Community Forest Plan. (para. 3.54)
- Provide a landscape structure, i.e. establish a framework of woodland belts and hedgerow planting. (para. 3.54)
- Maintain existing hedgerows, tree belts and field patterns. (para. 3.54)
- Provide a hierarchy of open space and woodland. (para. 3.54)
- Maintain important areas of woodland planting. (para. 3.54)

### Views

- Ensure visual containment of the settlement. (para. 3.57)
- Establish a development skyline of appropriate scale and character. (para. 3.57)

- Secure a landscape structure that will break down the scale of the development. (para. 3.57)
- Secure key landscape buffers to provide woodland setting for development and secure long term boundaries. (para. 3.57)

### Historic Landscape and Archaeology

- An environmental statement will need to identify how archeological and historic features of the site are to be protected and enhanced. (para. 3.58)

### Ground Conditions, Utilities and Drainage

- Developers are required to consult with all relevant parties to ensure appropriate measures are implemented to service the new settlement. (paras 3.60 and 3.63)

### **Development Measure Requirements**

#### Maximising Re-use of Brownfield Land

- Development to ensure brownfield site remediated in accordance with agreed strategy. (para. 5.5, 5.6)
- Greenfield land only to be developed in parallel with reclamation of brownfield land. (para. 5.7-5.9)
- Relocation strategy to be produced by promoters and agreed by the three Councils. (para. 5.10, 5.11)
- To ensure risk of pollution from landfill sites is minimised, developers will be required to carry out chemical and geo-technical site investigations for consideration by the Councils. (para. 5.12)
- 500m cordon in respect of new residential development in the vicinity of the existing landfill site to be secured as a precautionary measure. (para. 5.13)

#### Integrating the Development within the Landscape

- Development to respect existing settlement patterns. (para. 5.15)
- Measures to be taken to prevent coalescence, including physical and visual separation. (para. 5.16)

- Landscape buffers and advance planting to be secured for the boundaries to the core and wider settlement boundaries. (para. 5.16)
- To minimise impact on existing landscape, surveys to be undertaken in accordance with English Nature's Phase 1 and Phase 2 Manual. (para.5.17)
- Landscape assessments to be undertaken to identify, protect and enhance existing key views into and out of the site. (para.5.17)
- Measures to be taken to reduce impact of light pollution on the surrounding landscape. (para. 5.17)

Encouraging a balanced self-sufficient community

- The development shall incorporate on-site employment opportunities accessible by all modes of transport. (para.5.20)
- A range of employment opportunities, including offices, live/work units, community facilities interchanges within the site. (para.5.22)
- Facilities to be clustered around public transport interchanges within the site. (para.5.22)
- A range of social and community facilities to be provided in parallel with housing development. (para.5.25)
- A range of different housing opportunities in terms of tenure, size and affordability to be provided. (paras.5.26, 5.27)
- An affordable Housing Development Brief to be produced by the local authorities to determine issues such as housing mix, tenure and type. (para.5.28)
- Development to incorporate creative solutions to dispose of waste, including composting and recycling. (para.5.29)
- Development to incorporate measures to reduce demand for water, including an effective water management system, soakaways, filter traps, grey water schemes, landscape networks not requiring irrigation during the summer months. (para.5.30,5.31)
- A strategy for management of water systems to be submitted to and approved by the Councils in liaison with the relevant agencies. (para. 5.32)
- An energy strategy to be produced to maximise use of renewable energy resources, including wind, solar and alternative fuels, e.g. bio-gas. (para. 5.33)

- Energy strategies to set appropriate targets and explore funding opportunities from central Government and Europe. (para. 5.34)

Achieving energy efficient movement networks

- Development must achieve an appropriate range and choice of local facilities to cater for around 4,500 dwellings. (para. 5.38, 5.39)
- These services and facilities should be clustered together within locations accessible by pedestrians, cycle routes and public transport. (para. 5.40, 5.41)
- Lower school provision to be provided within 400m of majority of new households. (para.5.42)
- Middle schools within 800m. (para. 5.42)
- Upper schools within 1500m. (para. 5.40)
- Health facilities within 1000m of every home. (para. 5.42)
- Development should give priority to pedestrians, cyclists and public transport. (para. 5.43, 5.44)
- Development to incorporate network of direct, safe and convenient footpaths and cycleways. (para. 5.47)
- Development to incorporate an effective and efficient public transport system, including a new railway station, bus/rail interchange, priority bus routes, bus stops within a maximum walking distance of 400m from each dwelling and 200m in areas with significant numbers of elderly people and in shopping, commercial and industrial areas. (para. 5.48)
- Layout design to discriminate in favour of public transport. (para. 5.49)
- Development to incorporate positive measures to minimise impact of traffic generated from settlement on surrounding environment and settlements, including main travel movements using A6; minimising traffic using B530; dualling of A6 between Bedford southern bypass and new settlement; phasing from east to west; measures to prevent rat running; incorporation of 20mph speed limits. (para. 5.50, 5.51)

Providing an open space network for recreation, wildlife, energy and water management

- A varied and integrated green network accessible by the majority of the population on foot and bicycle to be achieved, including a wide range of informal and formal recreational activities within parks, play areas, sports fields and allotments; landscape planting to reinforce character of the settlement. (para. 5.55)
- Opportunities to incorporate and education and maximise biodiversity. (para. 5.53)

Technical efficiency in siting, design and use of materials

- Energy strategies to identify measures and targets for minimising energy consumption, including:
  - building grouping and orientation;
  - building form;
  - thermal insulation and ventilation;
  - choice of materials and use of recycled materials. (para. 5.60)
- Alternative energy systems to be investigated, including:
  - Individual systems, i.e. condensing boilers; super insulation, photo-voltaics, e.g. solar panels.
  - Central plant, e.g. gas boilers, waste to energy; bio-mass; combined heat and power. (para. 5.61)
- Density levels to achieve sustainable patterns of development i.e. higher densities at centres of villages and town centre locations. (para. 5.62,5.63)

Achieving settlement durability and adaptability

- The development must be able to adapt to the needs and requirements of the future by the use of:
  - high quality materials (long life/low maintenance properties);
  - non-residential uses designed to loose fit/long life principles;
  - housing forms which can be adapted;
  - low maintenance self-generating landscapes;
  - provision for future technology to be incorporated. (para. 5.64)

**Implementation Requirements**

- Legal agreements and conditions to secure site remediation works.(paras. 6.8-6.10)
- Design strategy and guidance to accompany outline application for the new settlement.(paras. 6.11-6.13)
- An environmental statement (para 6.14)
- Travel assessment(para 6.14)
- Masterplan(para 6.14)
- Phasing plan(para 6.14)
- Energy strategy(para 6.14)
- Retail capacity and impact assessments (para 6.14)
- Leisure resource studies(para 6.14)
- Technical and financial feasibility study for the rail station and services.(para 6.14)
- Legal agreements and conditions covering: (Para.6.18)
  - production of detailed design guidance for all phases of development;
  - detailed masterplans and development parcels;
  - sequencing of remediation works and development;
  - agreed phasing strategy;
  - re-alignment and dualling of A6;
  - highway and transportation works identified by travel assessment;
  - provision of railway station and bus/rail interchange and park and ride facilities;
  - bus related development;
  - quantity, quality and phasing of education and community facilities;
  - landscape infrastructure, implementation and management;
  - open space and play provision;
  - implementation and management of community facilities, landscape and open space;
  - amount and phasing of recreation and leisure facilities;
  - amount, location and provision of affordable housing;
  - dedication of land to the south, south-east and east of the settlement in perpetuity as open space;
  - amount, range and timing of provision of temporary facilities;
  - Public Art provision.

## PHASING OF COMMUNITY FACILITIES AND INFRASTRUCTURE

(Schedule prepared by the three local authorities to form basis of discussion and negotiation with developers of Elstow New Settlement on future planning applications)

### Element

### Phasing

#### Housing

25% of dwellings to be 'affordable'

Ongoing

#### Transport

New railway station/bus interchange/Park and Ride facility on Midland Main Line

Early

Subsidised bus services

Early

Bus priority measures north of site to Bedford Kempston

Early

Contribution to wider bus priority measures

Middle

Bus vehicle enhancement

Middle

Contribution to replacement of Kempston Hardwick station

Late

Cycleway to Stewartby and National Cycleway Network (part upgraded footpath)

Middle

Cycleway to Bedford/Kempston

Early

Cycleway Wilshamstead to Elstow Village (upgraded bridleway)

Late

Footpath link to network north of Houghton Conquest

Middle

Dual A6 from Bedford southern bypass to site (extent subject to Travel Assessment)

Early/Middle

Roundabout on A6 at site entrance

Early

Second access onto A6 (nature and priority to be determined)

Middle

Roundabout on B530 access

Middle

Traffic calming on B530 south of site

Early

Traffic calming Ampthill/Flitwick (subject to Travel Assessment)

Early

Traffic calming on Manor Road, Kempston Hardwick (subject to Travel Assessment)

Middle

Other traffic calming measures in adjacent settlements (subject to Travel Assessment)

Middle

#### Education

3/4 lower schools (360 place)

Ongoing

2 middle schools (480-600 place)

Middle

1 upper school (1200 place)

Late

#### Community

Library

Middle

Village Hall (1 per neighbourhood)

Early

Neighbourhood meeting rooms

Early

Healthcare facilities

Early

Places of worship

Early

Public Houses

Early

Supermarket

Early

Local shops (each neighbourhood)

Early

Burial Ground

Early

Recycling Centre

Early

## Element

## Phasing

### Temporary Facilities

Neighbourhood shops  
Doctors surgery  
Community Hall/meeting rooms  
Library services  
Bus services

Early  
Early  
Early  
Early  
Early

### Employment

Area for decanting existing uses  
Specified area of employment land  
Neighbourhood workspaces  
Telecottage

Early  
Ongoing  
Ongoing  
Middle

### Emergency Services

3 fire hydrants per 100 dwellings  
Fire Station  
Police Station  
Ambulance Station

Ongoing  
Early  
Early  
Early

### Open space/Recreation

To agreed LA standards (generally NPFA based):see below for components  
Formal play space,floodlit synthetic area,amenity areas with children's play space  
Multi-purpose Sports Centre  
Allotments  
Added value restoration at Kempston Hardwick Pits  
Land passed over in perpetuity for open space

Ongoing  
Early  
Middle  
Early

### Landscaping

Structural landscaping within site  
Major new woodland as contribution to MVCF  
Contribution to rail corridor environmental improvements  
Contribution to A421 corridor environmental improvements  
Contribution to Heart of Vale Projects, e.g. Millenium Country Park/MVCF Projects

Ongoing  
Ongoing  
Ongoing  
Ongoing  
Ongoing

### Other Infrastructure

Foul and surface water balancing facility to requirements of Environment Agency

Early/Ongoing