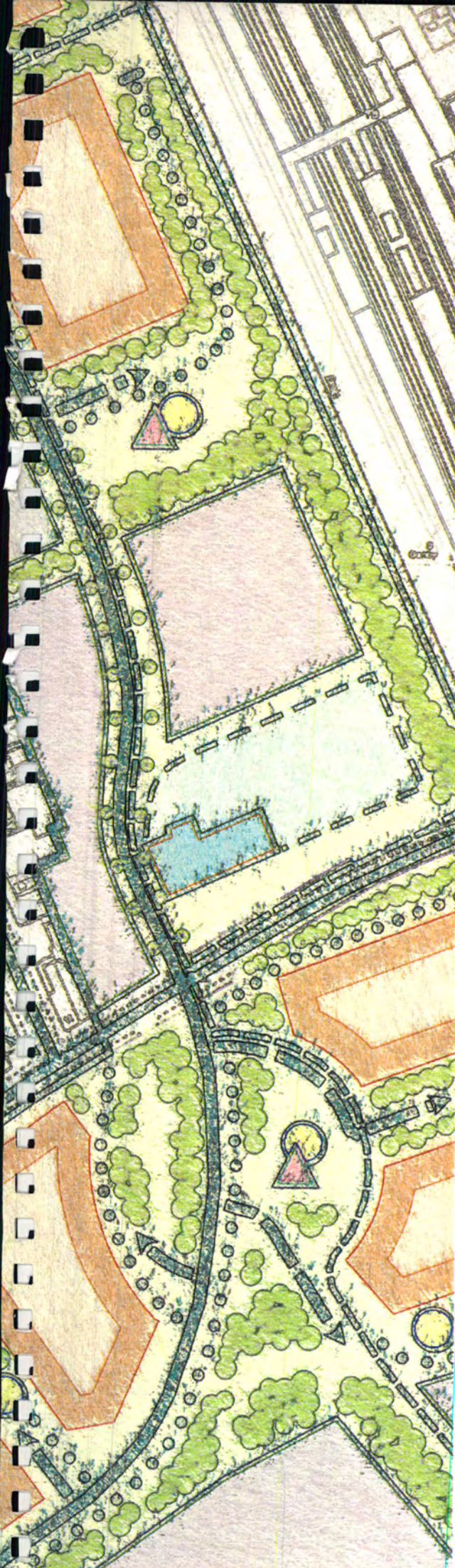




regeneration in action

QUEENS PARK EAST DEVELOPMENT BRIEF

- new life for brownfield sites
- new 'gateways' to Bedford and Queens Park
- new residential development
- new employment opportunities
- new open space
- improved access arrangements



BEDFORD BOROUGH COUNCIL

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Figure 1: Indicative Layout

If you find it difficult to understand what this leaflet says and would like further information, then please come into the Town Hall with this leaflet or contact us for an appointment. We will arrange for an interpretation of this information.

ਜੇ ਤੁਹਾਨੂੰ ਇਹ ਚਿੱਠੀ ਜਾਂ ਲੀਫਲੈਟ ਸਮਝ ਨਹੀਂ ਆਉਂਦਾ ਅਤੇ ਇਸ ਬਾਰੇ ਤੁਹਾਨੂੰ ਹੋਰ ਜਾਣਕਾਰੀ ਦੀ ਲੋੜ ਹੈ, ਤਾਂ ਕਿਰਪਾ ਕਰਕੇ ਇਨ੍ਹਾਂ ਨੂੰ ਨਾਲ ਲੈ ਕੇ ਟਾਊਨ ਹਾਲ ਆਉ ਜਾਂ ਸਾਡੇ ਨਾਲ ਸੰਪਰਕ ਰਾਹੀਂ ਸਾਨੂੰ ਮਿਲਣ ਦਾ ਸਮਾਂ ਤੈ ਕਰੋ। ਅਸੀਂ ਤੁਹਾਨੂੰ ਮਿਲਣ ਸਮੇਂ ਇਕ ਤਰਜਮਾਕਾਰ ਦਾ ਪ੍ਰਬੰਧ ਕਰਾਂਗੇ।

اگر آپ کو اس خط یا لیفلٹ کے سمجھنے میں مشکل پیش آئے یا آپ مزید معلومات حاصل کرنا چاہیں تو براہ مہربانی اس خط یا لیفلٹ کے ساتھ ٹاؤن ہال میں تشریف لائیں یا اپائنٹمنٹ حاصل کریں ہم ان معلومات کی وضاحت کیلئے مترجم کی خدمات حاصل کریں گے۔

এই চিঠি/প্রচারপত্র বুঝতে যদি অসুবিধা হয় এবং বিশদ তথ্য জানতে চান, তাহলে দশটা সড়ক নিয়ন্ত্রণ টাউন হলে আসবেন অথবা একটি আপারন্টমেন্টে করার জন্য আমাদের সাথে যোগাযোগ করবেন। তখন আমরা একজন ইন্টারপ্রেটারের ব্যবস্থা করব। তিনি আপনার কাছে এই চিঠি/প্রচারপত্রের বিষয়বস্তু ব্যাখ্যা করবেন।

" ਜੇ ਤੁਸੀਂ ਆਪਣੇ ਪਤਾ ਤੇ ਪਤਿਕਾ ਸਮਝਣ ਵਿੱਚ ਕੁਝ ਖੁਸ਼ੀ ਨਹੀਂ ਲੈ ਰਹੇ ਹੋ ਅਤੇ ਤੁਸੀਂ ਵਿਸ਼ੇਸ਼ ਮਾਹਿਤੀ ਮੇਲਵਾ ਮਾਗਣਾ ਚਾਹੁੰਦੇ ਹੋ, ਤਾਂ ਮੁਨਿਸਪੈਲਿਟੀ ਦੇ ਟਾਊਨ ਹਾਲ ਵਿੱਚ ਆਪਣੇ ਪਤਾ ਤੇ ਪਤਿਕਾ ਲੈ ਕੇ ਆਪਣੇ ਅਥਵਾ ਓਥੇ ਓਪੇਰੇਟਿੰਗ ਟੇਬਲ ਦੇ ਅਧੀਕਾਰੀ ਸੰਪਰਕ ਕਰੋ। ਆ ਮਾਹਿਤੀ ਲਈ ਸਾਥ (ਓਪੇਰੇਟਿੰਗ ਟੇਬਲ) ਦੇ ਅਧੀਕਾਰੀ ਕਰਨ।"

यदि आपको यह पत्र या पत्रिका को समझने में कठिनाई हो रही है, और आप इसके बारे में अधिक जानकारी प्राप्त करना चाहते हैं, तो कृपया इस पत्र-पत्रिका को लेकर टाऊन हाल में आएं या अप्पॉइंटमेंट बनाने के लिए हमसे संपर्क करें। हम आपके लिए इसमें दी गई जानकारी का अनुवाद करने का प्रबन्ध करेंगे।

Se vi è difficile capire questa lettera o volantino e volete altre informazioni, siete pregati di venire in municipio con questa lettera/volantino o di contattarci per prendere un appuntamento. Cerchiamo il modo di interpretare per voi questa informazione.

1 Introduction

Purpose of the Development Brief

1.1 This draft brief relates to land to the north of Ford End Road (Queen's Works) and also to land to the south of Ford End Road (identified as Opportunity Site 12 in the Bedford Borough Deposit Draft Local Plan). The closure of the Queen's Works brings about the need to achieve the redevelopment of both sites on a comprehensive basis in terms of access, land uses, urban design and community benefits. This draft brief provides the planning framework within which comprehensive redevelopment will need to take place.

1.2 This brief has been adopted following two rounds of public consultation. The first draft was the subject of public consultation between 17th September 2001 and 29th October 2001 and the revised draft brief between 27th May 2002 and 24th June 2002. During that time, a large number of comments were received from statutory bodies, local organisations and members of the Queen's Park community and these raised a number of issues which needed to be explored further. In response to these comments, substantial amendments were made to the brief prior to the brief being adopted by the Borough Council as Supplementary Planning Guidance.

1.3 The brief area falls within one of Bedford's most socially, economically and physically disadvantaged areas and is identified both locally and regionally as a regeneration priority. As such, part of Queen's Park was selected as the target area for Bedford's Round 1 Single Regeneration Budget (SRB) programme, and subsequently received £1.85 million of Government funding towards its regeneration. This programme, delivered through the Queen's Park Partnership, encompassed a range of measures focussed on community safety, employment and training, the provision of enhanced open space, amenities and community development.

1.4 The Round 1 programme concluded in April 2000. A further bid for regeneration funding was made to incorporate Queen's Park, Cauldwell, and Kingsbrook Wards and the settlement of Shortstown. As a result of this bid, the Bedford Kempston Regeneration Partnership was awarded over £2 million by the East of England Development Agency to continue the regeneration of these areas.

1.5 The redevelopment of the brief area provides a significant opportunity to complement these initiatives

and achieve the sustainable regeneration of Queen's Park. Landowners, developers and the local community will all have a part to play in achieving this vision.

Status of the Brief

1.6 This development brief has been adopted by the Borough Council as Supplementary Planning Guidance. As a result, any planning applications submitted on the site will be required to comply with the principles laid down in the brief and the associated urban design guidelines.

Policy Context

Government Guidance

1.7 The main elements of government guidance are set down in Planning Policy Guidance (PPG) Note 3:Housing, PPG 13:Transport, the Urban and Transport White Papers, the 10 Year Transport Plan announced in July 2000 and the Local Government Act 2000.

1.8 PPG3 requires local authorities to meet the housing requirements of the whole community including needs for affordable and special needs housing. In so doing, the priority is to locate new housing on land within urban areas which has been previously developed, ahead of 'greenfield' sites. The government is also seeking to create mixed communities and more sustainable patterns of development ensuring access to public transport, jobs, education and health facilities, shopping, leisure and local services.

1.9 In order to achieve this, development should make more efficient use of land through the use of higher densities and reduced car parking. The latter is particularly relevant in central sites which have good access to public transport where there is an opportunity to reduce car dependence. Developments should also incorporate a mix of different uses and promote the best of urban design.

1.10 PPG 13 picks up on many of the themes of PPG3 and emphasises the need to shift travel priorities to walking, cycling and public transport modes and to achieve better linkages and connections between different communities. This is also reflected in the White Paper 'A new deal for transport' and in the government's 10 year transport plan.

1.11 In addition, Part 1 of the Local Government Act 2000 now gives new powers to the Council to promote the economic, social and environmental well-being of the Borough and this is particularly relevant to the preparation of this brief.

Bedfordshire Structure Plan 2011

1.12 Adopted in March 1997, the Bedfordshire Structure Plan 2011 provides the strategic framework for the County and sets the context for the Local Plan which covers the Borough.

1.13 Policy 1 aims to:

- promote sustainable levels, locations and forms of development,
- encourage the re-use of derelict, vacant and underused land, and
- reduce the need to travel.

Policy 28 relates to safeguarding employment land and states that alternative uses (including mixed uses), or uses which make a worthwhile contribution to improving the local environment, may be brought forward in local plans.

Bedford Borough Local Plan

1.14 The Bedford Borough Local Plan was placed on deposit in February 1997 and provides a series of policies and proposals for the period up to 2006. The plan was the subject of a local plan inquiry between February 1999 and January 2000 and the Inspector's report was published on 1st May 2001. Modifications were published in September 2001 and the plan is proceeding to adoption.

1.15 The Queen's Works site is identified in the Deposit Draft Local Plan as one of the town's major employment sites. Policy E12 (as proposed to be modified) seeks to retain such uses except in exceptional circumstances and where specific community and environmental benefit can be both demonstrated and achieved. This is dealt with in detail in paras. 3.4-3.5. Policy E12 was challenged by objectors at the local plan inquiry, and apart from recommending minor changes to the wording, was

supported by the Inspector. It can therefore be given considerable weight.

1.16 Land to the south of Ford End Road has been designated as Opportunity Site 12. This is one of a number of sites with potential for redevelopment and has been identified in the local plan to stimulate interest from landowners, developers and other interested parties (Policy S2).

1.17 The plan emphasises the need for the opportunity sites to be developed for a mix of uses (Policy BE2). Paragraph D24 (as proposed to be modified) also sets out a number of key principles for the development of the site as follows:

- a mixture of residential and employment uses,
- comprehensive access arrangements to serve both areas of land and to facilitate a new access to the adjacent brewery,
- open space provision,
- landscaping, including an open landscaped link to the river,
- any development must take into account the surrounding land uses and constraints.

To date, this opportunity site has not come forward for development and the availability of the Queen's Works site will assist in engendering positive confidence in the area as a whole.

1.18 In addition to the above several other policies are relevant to the brief sites. These are listed in Appendix 1.

1.19 The Borough Council has published supplementary planning guidance on a range of subjects which are relevant to the development of this land. The documents are:

- a) Parking Standards (see paras. 3.28-3.29) (November 1996)
- b) Traffic Calming – Streets for People (November 1996)
- c) Achieving Quality in Residential Layouts (September 1997)
- d) Water Conservation and Waste Management (February 2001)

2 Site Appraisal and Constraints

Site context

2.1 The Brief area lies in the eastern part of Queen's Park, Bedford. Adjoining uses to the west consist mainly of semi-detached or terraced residential properties. Ford End Road, and to a lesser extent Iddesleigh Road, provide local shopping facilities. To the south west, there is the Charles Wells Brewery.

Existing land uses and ownership

2.2 The brief area includes a number of different uses and ownership. To the north of Ford End Road, the land is in the ownership of Rolls Royce and comprises the Queen's Works site. The site is defined by Bedford Midland mainline station to the east and existing housing to the north and west. The main buildings on the site can be categorised as follows:

B2 industrial	299,028 sq ft
B8 warehousing	32,386 sq ft
B1 offices	80,446 sq ft

These figures include the six-storey office block (24,507 sq ft) which fronts onto Ford End Road. In addition to the employment use, the Allen's Social Club backs onto the Rolls Royce site and has a frontage onto Hurst Grove.

2.3 To the south of Ford End Road, the site is bounded in the east by the rail corridor, to the south by the gasholders and to the west by land which is used operationally by British Gas and the properties on the east side of Havelock Street. The land is in three distinct parcels. To the east the derelict engine shed and adjoining land is in the ownership of Railtrack. This site also incorporates an access road serving the signal relay facility via an access corridor to the east of the Queen's Works site. Railtrack has advised that access to this facility and the lineside must be maintained at all times. The remainder of the site is vacant and unused.

2.4 Roughly in the centre of the site and running approximately north-south is the former car park associated with the Queen's Works. This is also in the ownership of Rolls Royce.

2.5 The western part of the site which extends as far as Havelock Street, comprises the site of the former Bedford Town Gas Works. This is currently vacant and is in the ownership of Lattice Property Holdings (formerly British Gas).

Existing employment

2.6 The Queen's Works site has been in operation since the late 19th Century although most of the buildings were constructed in the first half of the 20th Century. It is one of several large engineering works that grew up adjacent to the railway line and its development is closely linked with the growth of Queen's Park. It is therefore of considerable importance in terms of the social history of Bedford.

2.7 Rolls Royce has ceased manufacturing operations on the site. It is the intention that of the 539 jobs on site as at April 1999, 150 staff will remain in the existing office block at the southern end of the Queen's Works site.

2.8 The scale of the proposed closure is a significant blow to the local economy of Bedford and it is vital that every opportunity is taken to re-provide employment opportunities. Given the acknowledged social and economic deprivation in Queen's Park, this is doubly important.

Existing community facilities

2.9 The only facility on the site is the Allen's Social Club, which is accessed via Hurst Grove.

Contamination/dereliction

2.10 In the case of the land to the south of Ford End Road, the visual image is primarily one of dereliction and underuse. The former engine shed has been vandalised and is in poor condition.

2.11 Given the nature of the previous uses, it is likely that ground contamination is present. Developers will be required to undertake the necessary site investigations to determine the nature and extent of ground contamination. This will apply equally to any redevelopment of the Queen's Works site.

2.12 Based on the results of on-site investigations, (to establish if the site is contaminated, the degree and nature of the contamination present and its potential for the pollution of the water environment) developers will be required to prepare an appropriate remediation strategy to deal with any contamination. The method for disposing of any contaminated material will also need to be agreed with the Borough Council in advance of works starting on site. Details of

appropriate measures to prevent the pollution of ground water and surface water, including provisions for monitoring must also be submitted to and approved by the Borough Council before the development commences.

Voids

2.13 The Queen's Works site contains a number of machinery pits and deep foundations which may provide a constraint on the future use of the site. It is understood that the former gas works site also contains underground structures and voids.

Gasholders

2.14 To the south of the brief area, views are dominated by three Gasholders which sit within a fenced compound. These are currently operational and are likely to remain so for the foreseeable future. Any development which adjoins this compound will need to provide an appropriate buffer and any separation distances as required by the Environment Agency and the Health and Safety Executive.

Access

2.15 There is currently limited vehicular, pedestrian and cycle access into Queen's Park. The existing railway line acts as a major barrier to movement between Queen's Park and the rest of the urban area and in particular the rail station and the town centre. The main vehicular access is Ford End Road which crosses the railway line by means of a bridge that connects with Prebend Street and Midland Road. A separate pedestrian bridge runs parallel with this route.

2.16 Ford End Road provides the main vehicular access to the Rolls Royce, Railtrack and British Gas land.

2.17 In terms of public transport, the 108 bus service connects the town centre with Queen's Park and currently provides a service at 15 minute intervals. The route follows Ford End Road and the section of Hurst Grove to the south of Iddesleigh Road. Buses do not go beyond the Hurst Grove/Iddesleigh Road junction.

2.18 Hurst Grove connects Ford End Road with Bromham Road to the north. It also provides a secondary means of access to the Queen's Works site. Hurst Grove is extensively used for on street parking which significantly reduces the available road width. This is especially the case in the southern section, where the road narrows on the approaches to Ford End Road. This limits the capacity of Hurst Grove to accommodate additional traffic movements arising from any further development.

2.19 To the west of the Lattice Property Holdings land is the Charles Wells Brewery. This is currently accessed via Havelock Street resulting in service vehicles using this relatively narrow residential street and its junction with Ford End Road. The Highway Authority has advised that the Havelock Street/Ford End Road junction is not operating satisfactorily and footways are regularly damaged by large vehicles. The development of the brief site provides the opportunity to facilitate an alternative vehicular access between Havelock Street and Ford End Road and would bring about a major improvement to the environment and the local highway network. Additional highway management measures will be required in Havelock Street once the new access is available. This could involve closing the carriageway to allow pedestrian and cycle access only to/from Ford End Road.

2.20 In terms of cycle access, the river corridor provides the main routes linking the town centre with Kempston via Queens Bridge. The main connection to this from Queen's Park is via the cycleway along The Slupe. There is a need to enhance the cycle connections between the brief site, the river corridor, the station and the town centre. This is explored further in para. 3.25.

Rail noise

2.21 Given the proximity of the railway corridor, an assessment will need to be made in line with the requirements set out in Planning Policy Guidance Note 24: Planning and Noise. Developers should use an appropriate noise consultant and the methodology for any survey should be submitted to and agreed by the Borough Council prior to the survey being carried out. This will ensure that it is conducted during 'typical' noise conditions. Where necessary, appropriate measures will be required in order to mitigate against any noise impacts from the use of the railway.

Existing properties in Hurst Grove

2.22 Nos 1-141 Hurst Grove back onto the Queen's Works site. In the event of the site being redeveloped, the relationship with the existing properties needs to be carefully considered in terms of amenity and community safety. The demolition of the buildings on the Queen's Works site will expose their rear gardens, and they therefore need to be given a new public front. In this way any potential conflict between public and private space will be avoided. These properties should therefore be considered as one half of a block which any new development should complete. Consideration should also be given to the provision of additional parking facilities to relieve congestion in Hurst Grove.

Ecology and Wildlife Corridor

2.23 The railway line and lineside vegetation are designated as a wildlife corridor in the Bedford Borough Local Plan Deposit Draft. Policy NE 9 (as proposed to amended by PIC 62) seeks to retain and enhance these corridors for wildlife value. It is important that this is fully considered in any development proposal in order to maintain the integrity of the corridor and its benefit to wildlife.

Archaeology and the Historic Environment

2.24 The County Archaeological Officer has advised that there is unlikely to be any areas of archaeological interest within the brief area. There is no indication of archaeological remains within the site or in the immediate area. Furthermore, the nature of existing and former development means that few remains are likely to have survived in any case. Development of the brief area will not therefore be constrained by archaeology.

2.25 The brief area does however feature in the social and economic growth of Bedford and a photographic record has been made of the buildings. Where possible, elements of the area's heritage should be incorporated into the new buildings and spaces to enhance local character and sense of place.

Education

2.26 The brief sites fall within the catchments of Marlborough/Queen's Park and St. Joseph's Lower, Westfield Middle and Biddenham Upper Schools. Once densities and housing types are known, developers are advised to discuss detailed educational requirements with the Local Education Authority.

Community Safety

2.27 To reduce crime and increase community safety requires an overall approach to ensure sufficient provision is made for social inclusion. The design and layout of the external environment can also play an important part in reducing opportunities for crime (including fire related crime and disorder), the fear of crime and the potential for anti-social behaviour. The following general principles can be identified.

- *Integrated approach* - the development's overall design and layout should be considered as a whole from the outset.
- *Legibility and identity* - take account of existing and proposed features and facilities to ensure that pedestrian routes have a clear reason and will attract a purposeful usage. Unnecessary paths

which could be used to gain unobtrusive access and escape should be avoided.

- *Environmental quality and sense of ownership* - a high quality environment is more likely to engender pride in its users, who will tend to feel comfortable and safe and have a sense of shared ownership and responsibility. Public areas will tend to be well used, which is itself a safety element. However, care needs to be taken to avoid inadvertently creating opportunities for crime through providing hiding places or by poor positioning and choice of planting, walls and fences.
- *Layout and building details* - key factors include: natural surveillance; the creation of defensible space; the use of physical boundaries; and the strength of materials used in construction.
- *Maintenance of public areas* - it is important that ownership and responsibilities are clearly identified and sufficient resources made available to adequately maintain buildings and communal spaces. High standards of maintenance will encourage active use and engender a sense of pride.
- *Public lighting* - there is a strong link between the standard of lighting and fear of crime. Different sources and patterns of lighting need to be considered for different environments, and deep shadows should be avoided. Lighting is particularly important in the street environment, public footpaths and cycleways and in car parks.
- *CCTV* - closed circuit television surveillance may be an appropriate measure in certain situations, although it can be perceived as intrusive and a restriction on privacy and personal freedom.
- *Other measures* - a range of other measures is set out in the Police 'Secured by Design' initiatives. The Council will seek to negotiate for 'Secured by Design' specifications to be incorporated into the construction of buildings. Developers should consider the opportunities for and benefits of introducing fire sprinkler systems in new buildings including those which are currently beyond regulatory requirements. They are also advised to seek the advice of the Arson Reduction Co-ordinator and Fire Safety Projects Officer of the Bedfordshire and Luton Fire and Rescue Service in relation to design measures to prevent fire related crime and disorder.

2.28 Developers will be expected to take account of these principles in the detailed design and layout of the development.

Medical Requirements

2.29 The Primary Care Trust has indicated that the healthcare needs created by the development will have to be met by local services and that in the case of Queen's Park, these are already stretched to capacity. The Trust is therefore seeking the allocation of 0.2ha (0.5 acres) of land for medical purposes to accommodate a medical practice, other community services, and associated car parking.

Utilities and drainage

2.30 Developers will be required to liaise with the utility service providers to determine whether existing

infrastructure is capable of serving the potential development. The Environment Agency will also need to be consulted in respect of surface water disposal and the impact of land liable to flood. The Agency has advised that the only part of the site which may be liable to flooding from the Great Ouse is the extreme southern end. Developers are advised to investigate the existing drainage regime and fully consider the maintenance of existing watercourses. The consent of the Agency will be needed for any new outfall to the River or for the alteration of any watercourse. Developers are also advised to contact Anglian Water at an early stage to discuss water supply and site drainage.

3 Key Objectives and Development Principles

3.1 This brief contains a number of key objectives. These are:

- The regeneration of Queen's Park East.
- Encourage a mixed and balanced community and a comprehensive approach to development.
- Improve connections and access – especially by modes other than the car.
- Create a development which incorporates best practice in Urban Design.
- Create 'green' residential environments.

The regeneration of Queen's Park East

3.2 The brief area represents the single largest regeneration opportunity in the area and should act as a flagship project which will bring about major community and environmental benefits for Queen's Park.

3.3 Regeneration will be fostered through:

- the removal of dereliction and contamination,
- the promotion of a partnership between private housing/social housing providers to facilitate the opportunity for off site improvement/ replacement of outworn housing stock from justified commuted sums,
- the provision of improved connections between Queen's Park, the railway station, the town centre and the rest of the urban area,
- the creation of new 'gateways' into both Bedford and also into Queen's Park,
- the introduction of a mechanism for the use of local labour during the construction stages and the funding by the developers of training opportunities for local people.

The Requirements of Policy E12

3.4 This policy is of particular relevance to the Queen's Works Site. As proposed to be modified, it states that :

'The Borough Council will not grant planning permission for uses outside the B1, B2, B8 range on existing employment sites or on sites with existing planning permission for such uses, except in exceptional circumstances and where specific community and environmental benefit can be demonstrated and achieved.'

Queen's Works has provided employment over many years and following the relocation of Rolls Royce provides the opportunity for reinvestment, thus ensuring the maintenance of the stock of employment land in the town and its economic base.

3.5 In line with this Policy, planning permission for uses other than in the B1, B2 B8 range can only be granted exceptionally, where specific community and environmental benefit can be demonstrated and achieved. In this case, the Council considers that several factors, when taken together, could be important in justifying such an exception to Policy E12.

3.6 The employment use has operated for many years on a site contained between high density housing to the west and the railway to the east. The buildings have become outdated over time and the vehicles servicing the site much larger as distribution practice has changed. On-site parking on Hurst Grove and the configuration of junctions in the vicinity of the site has led to ongoing access difficulties. When viewed from within the site or from the railway, the industrial buildings are very utilitarian in design and do not add to the townscape. It is unlikely that the buildings are capable of re-use in their current form. The site also suffers contamination.

3.7 Vacation of the Queens Works site offers the opportunity to consider together the future use of land both to the north and south of Ford End Road in order to bring about a comprehensive and co-ordinated approach to land use and infrastructure at this important entrance to Queen's Park. A key element of the comprehensive approach is the re-provision of new industrial floorspace on land to the north and south of Ford End Road in association with access improvements.

3.8 Re-development of the Queens Works site itself offers the opportunity to achieve direct access between Queen's Park and the railway station, thus

reducing dependence on the two bridges and encouraging more sustainable methods of transport between Queen's Park, the railway station and the town centre. This is seen as a significant benefit to both new and existing residents. It provides the opportunity to achieve urban regeneration in the spirit of the SRB designation, bringing investment back into Queen's Park in a manner that achieves the provision of modern employment premises whilst at the same time raising the profile of the area through high quality design fronting the railway corridor. Whilst higher residential densities will maximise the site's potential, open space can also be created as a key element of the design, something currently lacking in the immediate residential area. Overall, this is a rare opportunity to achieve large-scale benefit on an important gateway into the town and the development brief aims to ensure that the potential offered by a comprehensive approach is not lost.

3.9 Nevertheless, whilst the Borough Council believes that in this instance the 'exceptional circumstances' required by Policy E12 could be established, this cannot be assured until detailed proposals have been submitted, duly considered and a S106 Agreement entered into.

Encourage a mixed and balanced community and a comprehensive approach to development

3.10 The Council expects that any planned development will naturally seek an affinity with the community it adjoins and it is recognised that this will involve a sharing of existing physical and social infrastructure where facilities are readily accessible. At the same time the creation of a mixed and balanced community with a range of housing tenure types and a mixture of land uses including employment, open space, and community facilities will be a requirement on the brief sites.

3.11 The Council expects that in order to achieve a comprehensive approach to development of the area, any initial application for planning permission will relate to all the land within this draft brief. Alternatively, applications may be considered in parallel so long as they are in accordance with the approved brief and can deliver the comprehensive package of community and environmental improvements to satisfy the policy framework. This may well require agreement between the principal landowners. Development principles and requirements as set out in this brief are expressed in terms of a comprehensive development, implying a single planning application and a landowners agreement to apportion development costs. In the event of separate

proposals being advanced, and as appropriate, a pro-rata approach will be adopted by the Borough Council to calculate financial contributions based on the net development areas shown in this brief.

3.12 The main disposition of land uses is shown on Figure 1. In summary this is as follows:

Land to the north of Ford End Road

- The retention of the existing office block at the southern end of the site along with sufficient land for dedicated car parking.
- Provided that the requirements of Policy E12 have been fully complied with, a mix of housing and employment will form the primary uses. The new housing will be located in the northern half of the site with the employment to the south.
- The retention and enhancement of the Allen's Social Club to provide a high quality community facility which is fully integrated with the new development. The exact nature of these improvements will be informed by a detailed audit of the community facilities within Queen's Park and a feasibility study to show how the existing Club can be adapted to best meet identified requirements. All residential developments within the brief area will be expected to contribute to the costs of both provision and the necessary studies.
- The provision of a site for necessary medical facilities. This is located adjacent to the proposed community facility.
- The provision of open space and children's play facilities in accordance with the Borough Council's adopted standards. Provision is likely to involve both new on and off site facilities, or where appropriate, the improvement of existing facilities. Open space has also been used in part to provide a buffer between the housing and employment uses.

Land to the south of Ford End Road

- The provision of land for new housing.
- The provision of business space including the creation of managed workspace to ensure that new employment opportunities are created.
- The provision of open space and children's play facilities in accordance with the Borough Council's adopted standards. Provision is likely to involve both new on and off site facilities, or where appropriate, the improvement of existing facilities. Open space has also been used in part to provide a buffer between the housing and employment uses.

New housing

3.13 The development should incorporate a range of different housing opportunities in terms of tenure, size, and affordability. The Council will expect the development to be planned from the outset as a balanced community incorporating variety in terms of:

- house type
- house size
- tenure (private, affordable)
- live/work (office/studio homes)
- accessibility

3.14 Affordable housing should be provided in accordance with Policy H31 of the Deposit Draft Local Plan which sets a target of 30% of housing to be affordable. 25% will be sought as social rented housing and 5% for market sub-tenures involving equity ownership.

3.15 The appropriate housing mix for the site will be determined in consultation with the Service Manager (Housing).

3.16 Affordable housing should be phased and integrated within the housing areas and be provided in small groups which should not normally exceed 10-15 dwellings. It should be designed so as to reflect the main design elements of the private housing and thus achieving a commonality of appearance. In addition the site should also make provision for a proportion of the dwellings to be built to mobility housing standards in accordance with Policy H34 of the Deposit Plan.

3.17 PPG3 advises that in order to make the best use of land, developments of less than 30 dwellings per hectare net should be avoided. Densities of between 30 and 50 dwellings per hectare are to be encouraged especially on sites with good access to public transport. Provided access to public transport facilities (both bus and rail) is improved, bus priority measures introduced, and where this is compatible with the urban design principles set out in this brief, there is considerable scope to achieve higher densities within the brief area.

3.18 Para. 3.30 and Appendix 2 set out the urban design principles for the site and Figure 1 illustrates a possible distribution of land uses based on these principles. The brief area provides an opportunity to create a high quality urban mixed-use development that reflects government guidance.

3.19 It is envisaged that the site would accommodate a mix of 2/3 storey dwellings, and flats with building heights of 3-4 storeys. In this context and taking into account other technical issues including car parking requirements (assuming a reduced average of 1.5 spaces per dwelling across the site), the Council's preliminary view is that the brief area could accommodate 350-400 dwellings.

Improve connections and access – especially by modes other than the car.

3.20 The potential development of the brief sites requires the rationalisation of existing access arrangements onto Ford End Road and it is therefore a requirement of the highway authority that a comprehensive access solution is devised and provided to serve the land to the north and south. Any individual access solution must be capable of implementation without prejudice to the required, comprehensive scheme.

3.21 Discussions have been held with Bedfordshire County Council and with the Borough Engineer as Highway Agent for Bedford and access arrangements have been revised to reflect the concerns expressed during the 2001 consultation exercise. Detailed highway requirements are as set out below:

- Provision of a Travel Assessment including where necessary, off site transport improvements. The Ford End Road/Prebend Street, and Bromham Road/Hurst Grove junctions in particular will need close examination. Junction improvements will be required especially to facilitate bus priority which is essential to encourage sustainable modes of transport. Such an assessment should include the need for safe routes to schools. The Travel Assessment should also consider linkages with other developments in the locality (sites H6, 7 and 8).
- Provision of a signalised junction, with an access to the Queen's Works site off Ford End Road and an access opposite to serve the land to the south and facilitate revised access arrangements to Havelock Street. This should act as the primary access to the development and should include provision for bus priority along Ford End Road to the town centre. This may be in the form of a separate lane in the vicinity of the junction with measures installed to give buses priority through the junction. Additional highway management measures will be required in Havelock Street once the new access is available. This could involve closing the carriageway to allow pedestrian and cycle access only to/from Ford End Road.

- Provision of safe crossing points for both cyclists and pedestrians should be included on all roads and as part of the junction design. A Toucan crossing should be provided as an integral part of the signalised junction on Ford End Road. The number and location of other safe crossing points should be agreed by the Highway Authority prior to the grant of planning permission.
- Creation of an access road through the Queens Works site to cater for larger vehicles (including buses) in addition to private motor cars. The route of this road to be from the existing Queens Works access onto Ford End Road through the site and exiting onto Hurst Grove as a bend in the vicinity of the existing club facility. The width of this road to be 7.3 metres generally with localised widening at bends. Speed restraint and pedestrian movement measures will also be required.
- In the vicinity of the new bend onto Hurst Grove the existing road is to be closed off to the south of the bend, and several additional car parking spaces and a turning area are required for the adjacent residents use (accessed from the old portion of highway).
- At the junction of Hurst Grove/Ford End Road the access is to be partially closed up to create the southern portion of Hurst Grove as one way only for southbound vehicles.
- The proposed northern access onto Hurst Grove from the Rolls Royce site is not considered suitable as a vehicular access, but should be retained as a pedestrian/cycle link, provided an adjacent crossing point is installed on Hurst Grove to enable a safe route to local schools. Bedfordshire Police consider that the use of the northern access by pedestrians and cyclists will increase the risk of crime and disorder and that this route should be closed. The County Council however consider that this provides the most direct, convenient and safest route to the lower and middle schools in Queen's Park. Discussions have been held with the Police and they have advised that provided sufficient coverage could be achieved, an extension to the CCTV network would make a difference. Any such extension would have to be funded by the developer. Developers should therefore consider the introduction and extent of CCTV coverage in conjunction with Bedfordshire Police and the Borough Council. Particular attention will also need to be given to levels of illumination and the design of planting and street furniture to ensure adequate community safety.

- Additional measures may need to be installed to Hurst Grove north to control vehicle speeds and improve safety measures.
- Within the development sites, measures should be introduced to achieve low vehicle speeds to achieve a more pedestrian and cycle friendly environment and, in the case of the Queen's Works site, to prevent rat running.

3.22 The above measures are considered necessary to remove the heavy vehicles from the southern portion of Hurst Grove and to avoid the existing awkward vehicle manoeuvres at the Hurst Grove/Ford End Road junction. Additionally, extra on-street parking could be provided on the southern portion of Hurst Grove to cater for the adjacent residents. It will bring about environmental benefits to the adjacent residents and create a more commodious route for large vehicles.

Public transport

3.23 In accordance with Policy T7 of the Bedford Borough Local Plan (as proposed to be amended), the Borough Council will seek developer contributions/ planning obligations for both the capital implementation costs of bus priority measures and the revenue costs of funding for public transport, including the revenue support of services in order to assist the achievement of sustainable development.

3.24 The Council will be seeking an improvement to the existing level of service and to ensure that the Queen's Works site has improved access to bus services. Such accessibility, relates to both walking distances to bus stops, as well as access to more frequent services. This may involve the extension of existing services to the north beyond the Iddesleigh Road/Hurst Grove Junction. New housing should be within 300-400m of a bus stop. In addition, public transport linkages with the other development sites to the west of Bedford need to be considered. On the Queen's Works site, provision should be made for a bus pick up and drop off point at the western end of the proposed crossing over the railway. This will encourage integration between sustainable forms of transport.

Footpath and cycle links including links to the station and the town centre

3.25 The proposed redevelopment of these sites brings with it the potential to create a number of footpath and cycle links. These are:

- A link to the section of the Sustrans/National Cycling Network (Oxford to Cambridge leg) between Queens Bridge and Prebend Bridge. This follows the northern bank of the river corridor.
- A link to the proposed new foot and cycle bridge over the river by the Britannia Iron Works.
- A link to the strategic cycle route along Ford End Road to Midland Road which is identified in the Bedford Borough Local Plan and the Local Transport Plan. This in turn links with The Slipe/Black Lane cycle route, and the Biddenham Loop Country Park riverside cycle route.
- A new public foot/cycle bridge over the railway line linking the strategic cycle route between the railway station and the bus station along Woburn Road, Alexander Road, Greyfriars, and Allhallows. As part of this link, a cyclist friendly crossing at Ashburnham Road would be required.
- A link between Bromham Road and Ford End Road through the Queen's Works site, and then through Opportunity Site 12 to the river.

3.26 National planning policy guidance requires new developments to maximise the accessibility of sites to other locations and to alternative modes of transport, and to create safe routes to school. In this context, and in order to exploit the potential for sustainable modes of transport, developers will be required to provide the following improvements to the network:

- A new foot and cycle bridge from the Queen's Works site across the railway line along with associated improvements between the station, the bus station and the town centre. This to include an improved crossing at Midland Road Station/Woburn Road/Ashburnham Road. An extension of the CCTV network may be required. In addition, developers will be required to explore the feasibility of this bridge incorporating a dedicated bus lane in order to enhance transport links with the railway station and the town centre. The provision of cycle parking should also be considered.
- Improvements to the existing Ford End Road footbridge, including the installation of CCTV, to enhance community safety and to encourage its use after dark.
- A north – south cycle and pedestrian route to be built through the development, linking Bromham Road, the new rail crossing and the river corridor with appropriate safe crossing facilities. Provision should also be made for CCTV links along this route including the river section to Queens Bridge.
- Improvements to the existing cycle route along The Slipe including the provision of a CCTV link.
- In all cases, adequate width should be provided. Combined footpath and cycleways should normally be planned to be 3m wide. Footpaths should be well lit and incorporate disability access points.

3.27 At the request of Bedfordshire Police, the proposed footpath which runs parallel and adjacent to the railway corridor should not be continuous. Means of access between the residential properties and the proposed rail crossing should also be carefully controlled.

Car parking

3.28 The Borough Council's car parking standards are set out in the document entitled 'Parking Standards (November 1996)'. This states that while the standards should be taken as a maximum level of parking, a reduced requirement will be considered wherever developments:

- are fully integrated with public transport and cycle networks
- are in central locations
- involve mixed uses
- include appropriate traffic and parking management measures

3.29 Provided the improvements to public transport, footpath and cycle networks are provided as set out in this brief, there is an opportunity to reduce car parking provision within the development. An overall average of 1.5 spaces per dwelling should be achieved in accord with PPG3. Consideration should be given to incorporating the brief area within the Bedford Controlled Parking Zone to prevent any conflict between residents and commuter parking.

Create a development which incorporates best practice in Urban Design

3.30 In May 2000, the Department of the Environment, Transport and the Regions and the Commission for Architecture & The Built Environment published *By Design. Urban design in the planning system: towards better practice.*

3.31 The aim of the guide is to promote higher standards of urban design and it provides a companion to the Government's policy for design as set out in Planning Policy Guidance Note 1 and other Planning Policy Guidance notes.

3.32 It concludes that successful streets, spaces, villages, towns and cities tend to have common characteristics. These factors have been analysed and distilled into a series of principles or objectives for good urban design. They are:

- *Character*
A place should have its own identity and a character that is locally distinctive in terms of both townscape and landscape.
- *Continuity and Enclosure*
A place should have public and private spaces which are clearly defined by development and which promotes the continuity of street frontages
- *Quality of the Public Realm*
A place with attractive and successful public spaces and routes which are safe, attractive and accessible by all members of society including disabled and elderly people.
- *Ease of Movement*
A place that is easy to get to and move through, which promotes accessibility and permeability, connects with its surroundings, puts people before traffic and integrates land uses and transport.
- *Legibility*
A place that has a clear image and is easy to understand by incorporating recognisable routes, junctions and landmarks.
- *Adaptability*
A place that can change easily in response to changing social, technological and economic conditions.
- *Diversity*
A place with variety and choice through a mix of different land uses.

The proposed developments to the east of Queen's Park provide an opportunity to incorporate each of these principles into the detailed designs for the scheme. An Urban Design Framework for the brief sites is set out in Appendix 2.

Create 'green' residential environments

3.33 The Bedford Borough Local Plan sets out the standards for open space provision to be applied to new development. These are based on the 'six acre standard' produced by the National Playing Fields Association (NPFA). The standard is divided into two parts as follows:

- **Outdoor Sport** – 1.6-1.8 hectares (4- 4.5 acres) for pitches, greens, courts and athletics tracks. Included within the broad standard is a specific

allocation of 1.2 hectares (3.0 acres) per 1000 population for pitch sports.

- **Children's Play** – 0.6-0.8 hectares (1.5 – 2 acres) for outdoor equipped space, playgrounds for children, adventure playgrounds and casual informal playing space.

3.34 Policies LR15 and LR16 set down the detailed standards for both outdoor sport and children's play. Policy LR16 makes provision for 3 types of play space viz:

- **Local Area for Play (LAP)** to serve very young children.
- **Local Equipped Area for Play (LEAP)** providing an unsupervised play area equipped for children of early school age.
- **Neighbourhood Equipped Areas for play (NEAP)** designed to serve a substantial residential area and equipped for older children.

Pitch Space

3.35 A Playing Pitch Assessment has recently been carried out within the Borough and identifies a deficiency of pitch space in the town. Whilst developers of new sites cannot be expected to make up the existing shortfall, this position does mean that the local plan requirement will be expected in full from housing developments within the brief area. As pitches cannot realistically be provided within the brief area itself, a commuted sum will be expected and will be calculated based on total capacities in line with Policy LR15. Improvements to local pitches will receive first priority for the use of commuted sums raised in this way.

Play Space

3.36 NEAPs - Queen's Park has two existing neighbourhood facilities for older children. These are the kickabout area at The Slips and the equipped facility at Westbourne Gardens. The latter is specifically designed to deter use by older teenagers to minimise the disturbance caused to nearby residents. Both are some distance from the development site. It would be impractical to expect an outdoor neighbourhood equipped play facility to be provided on the development site because the land requirements (taking account of the required buffer area) would be too great. However, a development of this scale is expected to contribute to provision for older children and in this instance the use of the Allen Club building for indoor activities would appear to offer a solution. Such an

indoor facility would compliment existing outdoor play areas whilst making the most economical use of available land by using the existing building.

3.37 If the Allen Club cannot be secured for this purpose, the Council will seek to negotiate a commuted sum to be allocated for the enhancement of existing facilities for teenagers in Queen's Park, for example the provision of a youth shelter at The Slipe. It is important that the young people of Queen's Park are closely involved in determining the detailed nature of any facility.

3.38 LAPs/LEAPs - There are no existing LAPs or LEAPs in the vicinity of the development site therefore new facilities will be required. The precise location will be determined by the NPFA's walking distances. Ford End Road presents a significant barrier and for reasons of safety, younger children should not be required to cross the road to reach play facilities. Figure 1 shows how the distribution of LAPs and LEAPs might be achieved on the development site. The locations shown, particularly for the larger LEAPs, consider the need to achieve separation between activity zones and nearby residential uses.

Informal Play Space

3.39 Opportunities for informal play must also be provided on-site. Developers should strive to achieve the minimum standard set out in Policy LR16 as there are no existing informal play opportunities in the immediate vicinity of the site.

3.40 Key to the success of children's play space is the relationship between it and residential uses. Whilst there must be some separation to avoid noise and other nuisance, residential properties should have direct access to, and overlook, play space (both equipped and informal) to maximise natural surveillance. Views of play areas from residential properties should not be obscured by dense planting.

Amenity Space

3.41 Provision of amenity space will also be required on-site. Policy LR17 sets out the Council's policy on the amount of space required and this is based on the capacity of the site. Land identified as amenity space must be capable of genuine amenity use and not be areas of otherwise unusable land with little actual amenity value. It may be possible to undertake some 'double-counting' of land to reduce total land requirements; buffer zones around play areas for

example may also be counted against the amenity space requirement.

3.42 All of the open space and landscaping has potential to create a valuable green environment. If well designed and linked with the existing wildlife corridor, such space can also be of ecological value.

Promote energy efficiency/water conservation/waste minimisation

3.43 The Government recognises that demands for water and energy supplies, and for land for the disposal of waste could continue to increase significantly unless more sustainable alternative practices and development patterns can be achieved. Water demand management has a role to play in making fuller use of existing infrastructure and reducing cumulative impacts of development. Concerning waste management, Government guidance promotes the waste hierarchy principle which states that, after waste reduction and reuse, value should be recovered from waste through recycling and composting.

3.44 The Council is aiming to achieve more sustainable forms of development. In relation to waste minimisation and water conservation, simple and practical ways of achieving this are by encouraging the composting of garden waste and reuse of surface water run-off in garden watering. Therefore the Council will seek to negotiate for all new houses built with gardens (ie. not flats) to be provided with compost bins and water butts unless there are good reasons why such provision would be inappropriate. Compost bins should have a capacity of at least 200 litres for houses with up to 2 bedrooms and at least 300 litres for houses with 3 or more bedrooms. They should be located at least 2 metres from adjoining residential property. Water butts should have a capacity of at least 150 litres for houses with up to 2 bedrooms and at least 200 litres for houses with 3 or more bedrooms and have a good fitting lid.

3.45 For all types of development, and in particular blocks of flats where individual water butts would not be feasible, consideration should be given to the installation of systems which store rainwater run-off from roofs and then use this for flushing toilets. Such systems are designed to automatically revert to mains water use when there is insufficient stored rainwater. The system should be installed and appropriately connected to the water and waste systems in accordance with the relevant water regulations. Advantages of rainwater

reuse include the opportunity for it to be used before its discharge to a sewer, and reduced storm-water loading on drainage systems. However, such systems cannot be considered as a replacement for the normal means for disposal of surface water run-off.

3.46 In order to extend the concept of waste minimisation, the use of on-site demolition materials should be maximised during construction. Consideration should also be given to the provision of a dedicated recycling facility on the site.

3.47 The use of photovoltaics (solar panels) for lighting communal areas and providing a renewable energy source to a number of units within the new development, will be required where practical and appropriate.

3.48 The dwellings will be required to meet the requirements of the Building Research Establishment's EcoHomes scheme and achieve a 'very good' rating. Similarly the BREEAM standard should be applied to employment uses.

4 Implementation

4.1 This section draws together all the requirements which prospective developers must address in bringing forward a high quality sustainable development. These are split into three categories. Firstly, there is a list of supporting material which should be submitted with any applications for planning permission. This will enable the Borough Council to consider any potential impacts and other environmental matters. Secondly, there is a series of development principles and constraints which all new development must address. Finally, there are the specific requirements which will be funded through developer contributions and secured by means of legal agreements.

4.2 The commencement of the implementation of the proposals in this brief is dependent on the grant of planning permission together with the necessary legal and landowner agreements and the availability of services to the site.

4.3 In accordance with Policy S9, the Council will seek the provision of community and other facilities in tandem with development and will expect new development to contribute directly to the capital and/or revenue costs of provision.

Additional information to be submitted to accompany applications for planning permission.

- A detailed site investigation, remediation strategy and details of the means of disposal of any contaminated material, and measures to prevent the contamination of ground and surface water. (paras. 2.10-2.12)
- Provision of a Travel Assessment including where necessary, an examination of off site Transport improvements. Such an assessment should include the need for safe routes to schools. In line with PPG13, a Transport Assessment will be required to include accessibility to the sites by all modes of transport and the likely modal split of journeys to and from the site. The Travel Assessment should also consider linkages with other developments in the locality (sites H6, 7 and 8). The feasibility of incorporating a dedicated bus lane into the new bridge across the railway line should also be explored. (para. 3.26)
- Provision of an urban design statement indicating how the development has responded to the urban design framework set out in this brief. (Appendix 2)

- A detailed audit of the community facilities within Queen's Park and a feasibility study to show how the existing Club can be adapted to best meet identified requirements. (para. 3.12)

Development principles

4.4 The development of these sites brings with it a number of constraints which all schemes need to address.

Gasholders

- The provision of an appropriate buffer adjoining the gasholder compound incorporating any separation distances as required by the Environment Agency and the Health and Safety Executive.

Noise

- An noise assessment of the rail corridor in line with the requirements set out in Planning Policy Guidance Note 24: Planning and Noise including the identification of appropriate measures to mitigate against any noise impacts from the use of the railway. The specification for this assessment should be submitted to and agreed by the Borough Council before it is carried out.

Traffic Calming

- The need to achieve low vehicle speeds within the development sites, and the introduction of measures and layouts which achieve a more pedestrian and cycle friendly environment and prevent rat running.

Controlled parking zone

- Consideration should be given to incorporating the brief area within the Bedford Controlled Parking Zone to prevent any conflict between residents and commuter parking.

Development Requirements

Wildlife/Ecology

- Provision of measures to maintain the integrity of the rail corridor and its benefit to wildlife. Such measures will need to be agreed prior to any development commencing on the site. (para. 2.23)

Employment

- Provision of business space including the creation of managed workspace.
- The retention of the existing office block along with sufficient land for dedicated car parking. (para. 3.12)

Labour Force

- Provision of a mechanism for the use of local labour during the construction stages and the funding by the developers of training opportunities for local people. (para. 3.3)

4.5 In order to compensate for the loss of employment arising from the closure of the Queen's Works, an agreed amount of business space will be required to be provided within one year of the commencement of development.

Community Facilities/Open Space

- The retention and enhancement of the Allen's Social Club to provide a high quality community facility. (paras. 3.12 and 3.37)
- The provision of open space and children's play facilities in accordance with the Borough Council's adopted standards. Provision is likely to involve both new on and off site facilities, or where appropriate the improvement of existing facilities. (paras. 3.34-3.43)
- The provision of appropriate sums for the management and maintenance of community facilities and open space.

4.6 The timing and extent of community facilities will be informed by the detailed audit of existing facilities and feasibility study. Open space and play facilities will be provided in tandem with the development with commuted sums payable following adoption by the Borough Council.

Medical Facilities

- A site of 0.2 ha (0.5 acres) to be reserved for the purposes of a new medical facility and associated car parking.

Housing

- The provision of a range of different housing opportunities in terms of tenure, size, and affordability.
- Provision of affordable housing in accordance with Policy H31 of the Deposit Draft Local Plan.

- The promotion of a partnership between private housing/social housing providers to facilitate the opportunity for off site improvement/ replacement of outworn housing stock from justified commuted sums. (para. 3.3)
- A proportion of the dwellings to be built to mobility housing standards in accordance with Policy H34 of the Deposit Plan. (para. 3.16)

4.7 The detailed housing mix and the provision of affordable and mobility standard housing will be determined in consultation with the Service Manager (Housing) and through the grant of planning permission. It will be secured, along with the appropriate mechanism for its delivery by means of a legal agreement.

Highways/Public Transport

- Provision of a signalised junction, with an access to the Queen's Works site off Ford End Road and an access opposite to serve the land to the south and facilitate revised access arrangements to Havelock Street. (para. 3.21)
- Provision of crossing points for both cyclists and pedestrians and bus priority measures. A Toucan crossing should be provided as an integral part of the signalised junction on Ford End Road. The number and location of other safe crossing points should be agreed by the Highway Authority prior to the grant of planning permission. (para. 3.21)
- Developer contributions/ planning obligations for both the capital implementation costs of bus priority measures and the revenue costs of funding for public transport, including the revenue support of services. Agreements with third parties will need to be in place before any permission is issued.

4.8 Prior to the commencement of development, applicants will be required to agree detailed access arrangements with the highway authority in accordance with the specification set out in this brief. Contributions towards the enhanced public transport provision will be required prior to the commencement of the 50th dwelling in order to promote a culture of non-car use.

Footpaths/Cycleways

- Provision of a new foot and cycle bridge from the Queen's Works site across the railway line along with associated improvements between the station, the bus station and the town centre. This to

include an improved crossing at Midland Road Station/Woburn Road/Ashburnham Road. An extension of the CCTV network may be required. (para. 3.26)

- Provision of improvements to the existing Ford End Road footbridge, including the installation of CCTV.
- Provision of a north – south cycle and pedestrian route through the development, linking Bromham Road, the new rail crossing and the river corridor. Provision for CCTV links along this route including the river section to Queen's Bridge. The introduction and extent of CCTV coverage should be considered in conjunction with Bedfordshire Police and the Borough Council.
- Improvements to the existing cycle route along The Slupe including the provision of a CCTV link.

4.9 Details of the phasing of road provision, new/improved footpath and cycle links and details of construction traffic to be submitted to and agreed by the Borough Council and secured by means of planning conditions and legal agreements.

Education

- Once the detailed housing mix and densities have been established, liaison with the Local Education Authority will be required to determine the extent of any contributions to education provision. (para. 2.26)

Energy/Waste

- Measures to reduce energy consumption/water conservation/waste management. This will be an ongoing requirement as the development progresses and individual planning applications are considered. (paras. 3.43-3.48)

Appendix 1

Bedford Borough Local Plan -

Relevant Policies

POLICY

Strategy

- S1** Encourages the beneficial reuse of derelict and under utilised urban sites in order to expand the range of housing available and create new and additional employment opportunities
- S9** Seeking the provision of community and other facilities in tandem with development and capital and/or revenue costs of consequential social and physical infrastructure provision.

Natural Environment

- NE7** Protection and enhancement of Wildlife Corridors
- NE17** Safeguarding existing, and providing new urban open space
- NE20** Landscape and environmental improvement
- NE25** Pollution
- NE28** Development on contaminated land

Built Environment

- BE3** Establishing more self sustaining communities
- BE8** Energy Efficient Layouts (see also Proposed Modification 163)
- BE30** Control of new Development
- BE31** Statement of Urban Design Principles
- BE34** Development in road and rail corridors
- BE35** Achieving Quality in residential layouts
- BE37** Development on sites contained by existing development
- BE38** Landscaping (see also Proposed Modification 213)
- BE43** Public Spaces
- BE44** Public Art
- BE45** Community Safety

POLICY

Housing

- H31** Housing Need (see also Proposed Modification 315)
- H32** Mix of house types
- H34** Mobility Housing

Employment

- E14** Working from Home

Transport

- T2** Developer contributions towards improvements to the local highway network
- T6** Developer contributions towards public transport improvements including dedicated facilities
- T7** The provision of bus priority measures
- T10** Improved access to rail services
- T13** The promotion of new/improved pedestrian routes (see also Proposed Modification 454)
- T14** The promotion of new/improved cycle routes (see also Proposed Modification 456)
- T15** Car parking standards including off site public transport, pedestrian and cycle provision.
- T20** Traffic Calming

Leisure and Recreation

- LR15,**
- LR16 &**
- LR17** Pitch Play and Amenity Open Space (see also Proposed Modifications 491, 495, 497)
- LR18 &**
- LR19** Community Halls

Appendix 2

Urban Design Framework

This section sets down the Council's vision of how the key urban design principles should be applied to this site.

Character

The new development must respect local distinctiveness and create a series of areas that in themselves are distinctive. This will also help to create a development that is highly legible and easily understood. The main elements that contribute to local distinctiveness include built form, materials and landscape. The developments should create a new gateway into Bedford, which when viewed from the railway line, provides a strong positive image of the town in terms of building quality and landscape. On a more local level, the developments should provide a new gateway into Queens Park to counter the existing character of heavy industry, vacant land and industrial dereliction.

Continuity and Enclosure

The relationship between buildings and public spaces is crucial if a successful place is to be created. Buildings and landscape features should define spaces and the development should be laid out so that there is a clear distinction between public and private space with the public domain being both overlooked and accessible. This is best achieved by subdividing the layout into a series of perimeter blocks. In particular:

- Development should be arranged in series of streets and blocks and thus create a clear distinction between public and private space.
- Street frontages should have a minimum of blank walls and gaps between buildings thus maximising the extent to which the street is overlooked. Buildings should also front onto public space to enhance liveliness and community safety. This can be achieved by the use of separate slip roads where access is restricted e.g. where development fronts onto a main road or onto open space.
- The primary access to buildings should be from the street.
- Private space should be enclosed by the backs of buildings. Rear gardens should back onto other gardens rather than roads, footpaths or service areas. This will make them more secure. This is particularly relevant in the case of Nos. 85-141 Hurst Grove (Para.2.22).

- Parking/garage areas at the rear of dwellings should be avoided unless access to them is controlled by means of gates or by overlooking.
- Public space should be clearly defined by means of walls, fences, railings, gates arches, signage and paving.

In the case of the Queen's Works site, any scheme should take the opportunity to complete the housing blocks which front onto Hurst Grove. This will create a better edge within the development and will also ensure that the security of these properties is maintained.

At the present time the Allen's Social Club building fronts onto Hurst Grove. If this building is to become the main community focus within the development, it should be remodelled so as to provide public fronts to both Hurst Grove and the new development. This will assist with the surveillance of a new public space at the rear of the Club.

Quality in the Public Realm

It is important that the developments include a series of high quality public spaces in terms of their use, design, landscaping and materials. It is also vital that a mechanism is put in place to ensure that these are maintained to a high standard in perpetuity. In particular:

- Streets and spaces should be overlooked so as to maximise natural surveillance. This is particularly important in the case of play areas, communal space and parking areas.
- Streets should be designed as single entities incorporating front gardens, pedestrian and where appropriate cycle ways, car parking, street trees, street furniture, traffic calming and landscaping.
- There should be a continuous public space along the eastern edge of the developments to provide a 'public face' to the railway corridor. In addition, buildings should front onto this space to avoid the design turning its back on the railway. Redevelopment presents an opportunity to embrace this prominent position and create a landmark for the town. In doing so the spaces and quality of their design are as important as the buildings. These principles apply equally to the employment and residential buildings which adjoin the rail corridor.
- Public Art opportunities should be maximised.

Ease of Movement

This principle has three distinct elements – connections, permeability and the integration of land use and transport.

Firstly, it is vital that the proposed development provides good connections to the existing community of Queens Park and to the rest of the urban area. This has already been dealt with in earlier sections of the brief, and is fully compliant with PPG13.

Secondly, it is important that the layout of the site should be permeable and provide a choice of routes through the development. This can be achieved successfully through interconnecting streets that are organised into a series of street blocks provided that good principles of community safety are followed (see paragraph 2.27).

Thirdly, it is important that the different uses on the site are easily accessible on foot, and by cycle and that links to public transport routes are maximised. It is also essential that links are created with other facilities such as schools and shops in the locality.

Legibility

Legibility relates to how well a development is structured so as to help people find their way around. New development is often criticised for offering little to remember when moving through it. This results in a lack of orientation and a poor 'mental image'. Research has shown that five types of physical features which play a key role in establishing a strong mental image of a place. These are Paths, Nodes, Landmarks, Edges and Districts.

- Paths – these are channels of movement and relate primarily to main roads.
- Nodes – these are focal points such as junctions or public spaces.
- Landmarks – these are reference points and could be prominent buildings, particular uses, or landscape features.

- Edges – these divide areas of different character or uses and are often linear in nature. They include buildings, main roads, rivers etc.
- Districts – these are sections of the town which have a distinctive character. This character could be derived from the physical nature of the buildings and spaces as well as the uses and activities associated with those areas.

The need to create a comprehensive new access onto Ford End Road provides the opportunity to produce a major node within the development. In addition, the open space network should include a series of smaller nodes linked together by footpaths and cycleways.

There are several opportunities to retain and create landmarks within the development. Integration of the new development with the existing built fabric will be facilitated with the retention of the existing Rolls Royce office block and the Allen's Social Club.

A new 'green' gateway to Queens Park on the approach from the east should provide valuable open space in an area of dense development. In addition, the buildings that front onto the rail corridor should incorporate landmark features.

A strong urban edge should be created at the interface of the rail corridor and the development which is both attractive and distinctive.

Adaptability

Buildings and spaces should support a range of different activities and have the flexibility to change over time. It may be necessary to adapt the existing Allen's Social Club building in order to fulfil a wider range of community needs arising from the developments.

Diversity

The brief has already established the need to create a mix of uses with good access on foot, by cycle and by public transport.

