Land West of Elstow, Bedford

A Vision Strategy for the delivery of a sustainable new community in the Bedford Urban Area Submission to the Bedford Local Plan Review August 2020

On behalf of The Southill Estate





Foreword

This Vision Strategy has been prepared by Savills and its supporting consultancy team on behalf of the Southill Estate in response to Bedford Borough Council's Local Plan Review.

In view of the further growth requirements faced by Bedford Borough, it is the purpose of this strategy to consider the opportunity presented by land to the west of Elstow for sustainable growth within the Bedford Urban Area. The site is a scarce remaining opportunity for the creation of a new community in a highly accessible location within Bedford itself, that relates positively to the existing built up area of the town.

Not only is there the opportunity to help satisfy these requirements, but more importantly, the creation of a sustainable new community in Bedford, accounting for the specific local considerations presented by the site.

In doing so, the consultancy team has assessed those considerations, and within that context, a vision has been developed for the delivery of a sensitive and sustainable proposal.

The vision strategy identifies the considerations that apply and explains how the proposals respond to these in the development of a high quality masterplan for a scheme that will contribute to the sustainability of the Borough, whilst relating positively to the nearby community of Elstow.

It is concluded that the opportunity presented can form part of a sustainable and balanced growth strategy for the Borough. The new community proposed will comprise of the following key components:

- A mix of housing types, sizes and tenures, including affordable housing in accordance with the Council's prevailing policies:
- Sensitively proposed development relating positively to landscape and heritage context and Elstow • village to the east; and,
- Growth in a high sustainable location, accessible to Bedford town centre by sustainable means of • transport.

Vision Statement

The creation of a new community to the west of Elstow will help to deliver sustainable growth in the Bedford Urban Area and a thriving community for the 21st Century. It will be a place with a variety of housing choices and opportunities for social interaction, with excellent access to the historic town centre of Bedford. It will be a welcoming and sensitively designed environment, with a strong sense of identity that will allow the features of the site and its surroundings to form an integral part of the development.

01 The Vision

Our vision is to deliver a sensitive and sustainable community within the Bedford Urban Area and to achieve the following key principles for quality place making.

The creation of a positive identity to ensure that the development responds to its local landscape and heritage setting and creates a well defined and understandable place, utilising and enhancing existing landscape features.

The creation of a viable and sustainable place, delivering a place which can thrive in the long term and can contribute to the economic wellbeing of Bedford, with the opportunity taken to make use of existing public transport links.

The achievement of a connected and safe, walkable neighbourhood, responding to adjoining areas to integrate with Bedford and to relate positively to Elstow village to the east.

The creation of welcoming place which fosters a strong sense of community and provides a range of local needs and facilities to serve both the development and the existing surrounding communities.

The delivery of best practice in masterplanning which is responsive to ecology, providing connections and protecting features and also creating opportunities for new habitats.

The creation of a sustainable place, which applies best practice and contributes to the sustainable growth of Bedford as a whole.

Working with landscape assets by retaining and enhancing features and working with local features.

Providing for quality of life, with homes for local needs, spaces to live and play, good access to facilities and a place people can be proud of.

Components of the scheme would include:

- Public open space
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• A mix of housing types, sizes and tenures, including affordable housing in accordance with the Council's prevailing policies

· Sensitively proposed development relating positively to landscape and heritage context and Elstow village to the east.

Delivery of circa 300 residential units

Access to the nearby Park and Ride

Access to existing high quality local public transport services

Biodiverse network of green infrastructure

Multi-functional SuDS network

Integration with the Urban Area of Bedford

02 A Strategy for the Delivery of Sustainable growth in the Urban Area of Bedford

This vision document sets out the rationale and strategy for the sustainable growth of Bedford, on land to the west of Elstow. The strategy has been commissioned by Southill Estate, as a response to the continued growth pressures and housing need faced by Bedford Borough.

The Bedford Local Plan Review

This Call for Sites proposal reflects the very early stage at which the Borough Council has begun to review its recently adopted Local Plan 2030.

The New Local Plan is needed to address the relatively short timeframe of the adopted Local Plan 2030 and to bring forward a positive response to the national and local issues for which the 2030 Plan was unable to make any realistic provision.

New national planning advice and policy objectives continue to emerge but some of the most relevant are the changes to how Councils identify their future housing needs and the Government's ambition to see significant development and the infrastructure to support it across the Oxford to Cambridge Arc.

The routes and timing of major transport infrastructure will have significant influence on the spatial arrangements for future growth and these were unknown at the time of adopting the 2030 Plan. The Local Plan Review begins the conversation about how and where future growth should now occur in response to need and investment. The Council has identified six potential approaches to the location of growth across the Borough of which four seem obviously aligned to growth at Land West of Elstow.

The other two, the orange and red options set out in the published consultation would concentrate major housing into a very small number of locations and this would need to be balanced to some degree by much smaller scale development of suitable and available sites elsewhere. Our view is that Land West of Elstow can make a positive contribution to whichever strategy option or combination is selected.

Opportunity

To date, the opportunity has not been taken to bring development of the land west of Elstow forward. This proposal now seeks to respond to the considerations that affect the site to demonstrate in a robust way that a sensitively considered approach can ensure that a sustainable, high quality development can be achieved. Within this physical context and the highly sustainable location of the site, the creation of a vibrant new community is envisaged, in which people will enjoy a high quality of life and be proud to live.





03 Analysis

The masterplan vision is to create a high-quality environment where it is desirable to live and work in a community which co-exists with its surroundings. Central to this is the physical form of the new community and its relationship to its surroundings. As such, a number of technical studies have been carried out to examine physical constraints in more detail, to help determine the design capacity of the opportunity. Having considered the site's physical context and the considerations that affect it, technical assessments were undertaken to consider the following matters:

- Built heritage; ٠
- Local services and community facilities;
- Archaeological heritage; ٠
- Landscape and visual impact;
- Ecology;
- Arboriculture; ٠
- Flood risk and drainage; and,
- Transport and access ٠

The following provides a description of the site and its surroundings and summaries of the findings of the technical summaries undertaken.

3.1 The site and its surroundings

The site covers an area of approximately 32.5 Ha and the current land use is predominantly agriculture. The topography of the site is predominantly flat.

A key feature of the site is the Elstow Brook, which flows across the northern part of the site from west to east. Abbey Fields, which runs through the site from north to west, provides the site with direct access to the local highway network. A series of small wooded areas and hedgerows also exist within the site.

The site is located at the southern edge of the Urban Area of Bedford and lies to the west of the village of Elstow. Within the village are a number of buildings of heritage interest, notably including Elstow Abbey and its tower, which are both Grade 1 Listed Buildings, along with the remains of Hildersham Mansion and the Moot Hall which are also Grade 1 Listed. Associated with these buildings is the Scheduled Monument area containing the buried remains of a former monastic house.

Immediately to the west and south respectively is the A6 and the A421, which provide the site with excellent access to the strategic highway network. The junction of these roads lies immediately to the south-west of the site. To the west of the site lies Progress Park and Bedford town centre beyond these.





3.2 Built heritage

A Baseline Study of Cultural Heritage (BSCH) has been prepared, which is attached at **Appendix 1**. Against this background, a Heritage Statement has been produced to consider the impact of the proposed development upon built heritage assets. The Heritage Statement is attached at **Appendix 2**.

The Heritage Statement notes that the assessment of the potential negative effects of development on the significance of the Heritage Assets of greatest importance has informed the development principles of the site and the proposed development areas. Therefore, development which would have detracted from the significance of the Heritage Assets of greatest significance (Grade I and II* listed buildings, Scheduled monument and Conservation Area) by affecting their settings (views, environs, experiential aspects) has been avoided by careful location of development and the maintenance of views.

More distant and punctual views will be neutralised by maintaining views and existing vegetation and strengthening it. The significance of the assets of highest significance will be enhanced by transforming areas at present under the plough into green amenity spaces. This would extend the green area, an important element of the setting of the asset, and secondly not only preserve existing views to the most important heritage assets, but by opening and making them accessible to the public, enhance their appreciation, therefore making a positive contribution to their setting.

Where there are views which would be negatively affected, the assessment concludes that development would have limited impact upon the experience and appreciation of the assets or would be neutralised as vegetation grows. The effect of the proposed development would be slightly negative only in terms of limited and non key views, while some elements of the proposals would make a positive contribution. The impact of potential development on the Grade II buildings is slight at most.



Location of the Designated Heritage Assets in the surrounds of the Site Listed Buildings, Scheduled Monuments Areas and the Conservation Area of Elstow

KEY



Grade II listed building Grade I listed building Scheduled monument Conservation area

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Land West of Elstow, Bedford

3.3 Local services and community facilities

The site benfits from bing within close proximity to a number of important local services and community facilities, many within a 10 minute walking distance. These are highlighted on the plan opposite.



- Site boundary
- Elstow Post Office 0
- Red Lion pub 2
- Elstow playing fields 3
- Elstow Village Hall 4
- Elstow Lower School 6
- Play ground 6
- 7 Abbey Middle School
- Elstow Medical Centre 8
- Bedford Academy 9
- Sports centre 10
- Daubeney Middle School Ð
- Springfield Lower School 12
- Park & Ride site 13
- Retail park 14



3.4 Archaeological heritage

As well as identifying the built heritage context for the site, the BSCH also provides a desk-top assessment of archaeological assets at the site. The BSCH observes that although there are extensive areas of known archaeological remains within the site, there are extensive areas where sparsely scattered or no remains occur. Figure 7 from the BSCH illustrates these findings and is shown on the plan opposite.

In terms of the specific interest of deposits that the Late Iron Age to the Medieval (and post medieval) periods have been shown to exist, it is likely that these will have been heavily ploughed and will be in a damaged condition. The area of dense deposits of Late Iron Age and two phases of medieval occupation in the north east of the site were damaged by the works of the Bedford Orbital Sewer. This area is also part of the floodplain and is part of the green infrastructure area of the potential development area. Therefore development at the site will have no impact on the buried archaeological deposits in this area.

Along the southern boundary of the site, a Late Iron Age / Romano-British site has been extensively investigated ahead of its destruction by Bypass construction. More recently, the construction of the Spine Road across the central portion of the site has negatively affected an extensive area of a Romano-British trackway and settlement.

In conclusion, it is considered that there are no archaeological features which constrain the masterplan for the proposed development.



3.5 Landscape and visual impact

The Landscape Partnership has produced a Landscape and Visual Appraisal (LVA) of the site which is appended at **Appendix 3**. This document has been produced taking into consideration the proposed development areas upon which the masterplan for the development is based. The Landscape Opportunities and Constraints Plan which is contained within the LVA as Figure 2 is shown opposite.

It is noted within the LVA that overall the site is visually well contained from the wider landscape and views of the site are limited to the local area and specifically to views from local roads adjacent to the site, including parts of the A5141, West End A5134, Abbey Fields, and Wilstead Road. Views of the site and towards the Abbey are shown on the Views Plan shown on the next page.

Views of the Site from residential properties are rare and are limited to upper storey bedroom windows.

Notably, the LVA concludes that the site would not be visible from key views and vistas indicated in the Elstow Conservation Area Appraisal 2010. As such, there are unlikely to be any significant adverse effects on views of the site from publically accessible areas and from within the Elstow Conservation Area.



Landscape opportunities and constraints

KEY	
	Site boundary
\geq	Conservation area
	John Bunyan trail
	Existing vegetation
	Bridleway
••••	Public footpath
	Cycleway footpath
	Flood zone 2
	Flood zone 3
	Possible development area
	Proposed woodland buffer planting
\sim	Proposed semi-permeable planting
	Potential pedestrian/ cycle links
→	Potential points of vehicular access
	Proposed green space



Landscape views plan

KEY

Site boundary Conservation area John Bunyan trail Existing vegetation Bridleway _ _ _ Public footpath Cycleway footpath View of Elstow, Abbey tower \rightarrow ---> Glimpsed view of Elstow Abbey tower \rightarrow View of the site in summer and winter Likely view of the site (in winter) \rightarrow

3.6 Ecology and Arboriculture

The Landscape Partnership has produced a Preliminary Ecological Appraisal (PEA) of the site which is appended at **Appendix 4**.

It is reported that the site is comprised mainly of arable land with a wildlife corridor running west to east through the site along Elstow Brook. Small areas of plantation woodland, semi-improved grassland, and areas of scrub vegetation exist throughout the site, mostly restricted to either the brook corridor or hedgerow boundaries. The habitats present were assessed as being of Lower importance at the Parish/Neighbourhood scale.

The site was considered likely to offer a foraging and nesting resource for common species of bird, foraging and commuting for bat species, and foraging and shelter for a variety of mammals, including hedgehog. Badger activity was recorded on site during survey, and the arable fields are likely to be used by brown hare, ground nesting birds, such as skylark, and common and invertebrate species. The vegetated wildlife corridor along Elstow Brook is suitable for both otter and water vole. The Ecological Constraints and Opportunities Plan prepared by The Landscape Partnership, which is presented as Figure 2 within the PEA is shown opposite. The site is in proximity of Kempston West End County Wildlife Site, Elstow Pit County Wildlife Site, and Kempston Hardwick Pit County Wildlife site. The are no sites of international or national importance in proximity to the site.

The PEA has not identified any ecological features or interest that will have any significant implications for development of the site. Further surveys will however need to be undertaken as appropriate and as the planning process moves forward in order for comprehensive assessment of impacts to inform an appropriate package of mitigation, once a sufficient level of detail for the scheme is known.

The arboricultural assessment has been undertaken. This is attached at **Appendix 5**. This worrk has recommended the rentention of existing trees as part of the development proposal. Accordingly, trees have been retained wherever possible as part of the proposal and new tree planting is also proposed.



Ecological constraints and opportunities plan

KEY

	Site boundary
	Flood risk zone (approximate)
	Soil type boundary (approximate)
0	Great crested newt record / possible location
	Secondary green corridors
\sim	Green infrastructure
0	SUDS
	Strengthening of boundary features
\sim	Screening / buffer

3.7 Flood risk and surface water

A Flood Risk and Surface Water Management Note has been prepared by Cannon Consulting Engineers and is appended at **Appendix 6**. This note confirms that the majority of the site is situated within Flood Zone 1, which is categorised as being at the lowest risk of flooding. Land around Elstow Brook is shown to be situated within Flood Zone 3. Land lying within Flood Zone 3 is at risk of flooding with a probability of greater than 1:100 years. In accordance with the sequential approach, the proposed masterplan directs the proposed housing development to the parts of the site lying within Flood Zone 1.

With regard to surface water management it is recommended at this stage that three on-site attenuation ponds are incorporated into the scheme.



Outline surface water strategy





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KEY EED \rightarrow

Site boundary

Areas where potential vehicular access could be gained



Areas where potential footway access could be gained

Flood area

Attenuation area

04 Development Rationale

The principles of the masterplan

4.1 Development concept

The design concept for the site is to apply a landscape driven design approach which responds to the landscape setting and heritage context of the site.

The majority of the site will provide the landscape setting to the site, maintaining views of Elstow Abbey Tower. These spaces will also provide for the continued management and enhancement of the river corridor. The landscape structure of the site will be enhanced with new landscape buffer planting along sensitive edges of the site.

Surface water attenuation features are also required and will need to be sensitively designed so they integrate within the landscape, creating new landscape features within the scheme.

Development is to be located in the least sensitive areas of the site. Sensitive setting of the development combined with new landscaping will integrate the scheme with its surroundings and minimise the landscape and visual impact of devdelopment.



Homes overlooking and framing streets and open spaces



Illustrative concept masterplan

Land West of Elstow, Bedford

4.2 Illustrative concept masterplan

The illustrative concept masterplan opposite has been produced to give an idea of how a future development of circa 300 new homes (10 hectares of development) could be arranged based on the principles of placemaking and having regard to the issues and opportunities offered by the site.

The illustrative layout adopts a traditional irregular 'perimeter block' style whereby fronts of properties overlook streets and public spaces, and back gardens/rear parking are kept private.

At the heart of the scheme is the network of new linked areas of public open space accessible to all. The existing river corridor creates and important 'Greenway' corridor, maintaining and enhancing existing wildlife corridors, habitats and biodiversity. The open spaces would be framed and overlooked by the new homes, allowing for natural surveillance of the space. The spaces will create important focal points to the development as well as providing a space for people to meet and relax and for children to play. The space is also enhanced by the planting which, over time would become a focal point of the development.

The wide landscaped spaces and illustrative block structure also respond to and maintain the important views towards Elstow Abbey Tower, as highlighted within the landscape and visual assessment and hertiage reports, and the adjacent Conservation Area.

The illustrative layout promotes an environment which is pedestrian and cycle friendly, offering a network of pedestrian and cycle routes and links. This is achieved by streets which vary in design according to their function. Changes in materials, textures and colour further define and reinforce the pedestrian priority nature of the development. Street trees and other landscaping features will also act as traffic calming measures, in addition to creating and enhancing the streetscene.

The proposed development aims to create a friendly, neighbourly environment where streets and spaces are designed to look and feel inviting and which encourage an active lifestyle by encouraging play and walking and cycling to nearby destinations.



Attenuation integrated into the scheme creating new landscape features



Illustrative concept masterplan

A sense of community

4.3 A thriving community

The land west of Elstow development will seek to create a thriving living community and contribute to the sense of community in adjoining neighbourhoods and villages in the area.

The development will be able to deliver extensive areas of open space and will support the viability and vitality of services and facilities in the local area.









Creating a vibrant community

4.4 Creating a vibrant community

There is an opportunity to create a successful urban environment that builds on the mix of uses and activities that already exist in Elstow and to introduce new uses to create an interesting and vibrant urban environment.

A responsive place is one that acknowledges the local context in terms of scale, form and uses. The masterplan will seek to integrate and respond to the existing landscape and topography. It will need to provide a scale and mix of development that reflects the character of the area including the neighbouring settlement pattern of Elstow.

4.5 Housing

Elstow is able to deliver a mix of uses and a balance of housing to help create a strong community. The development will need to provide a broad range of unit types and tenure to create a mixed community which responds to local market requirements and ensures a viable and lasting development.

The scale and form of residential development should also be responsive to the existing site characteristics (including trees, hedgerows and topography) as well as the roles and responsibilities of the place being created (relationship to public space, transport corridors and odjoining mixed-use areas).



Landscape, ecology and biodiversity

4.6 Landscape vision

The quality of the public realm in this development will play a key role in creating a quality place and will create a strong sense of identity. Through the use of a select palette of surfacing, street furniture and planting, the design of the streets and spaces can meet the following objectives.

- Highlight the balance between vehicles and pedestrians, with increased priority given to pedestrians and cyclists;
- A 'green' neighbourhood. with street three planting to unify the architecture and embed the development into the wider landscape;
- Create a green network to enhance biodiversity and access to amenity for the community;
- Enhance the understanding of the heirarchy of streets and spaces through landscape treatment;
- Create new opportunities for local food growing as part of a sustainable community;
- Create a range of opportunities for play in line with NPPF (Section 8 Promoting healthy communities), the Fields in Trust play requirements and local requirements.
- Create streets that are places for lingering in rather than passing through.

4.7 Landscape response

The development will respond to the landform, views, local land uses and development patterns. The form of development will also be influenced by surrounding rural areas, such as creating lower densities on the sensitive edges, especially to the west of the site through consultation with the community.

A network of bio-diverse and recreational corridors can be designed to work with existing habitats, by creating strong connections between wooded areas, hedgerows and green lanes. This will create a web of ecology throughout the development, developing green lungs for the community and also a strong landscape setting for the development parcels. A robust amenity can be created for the community and visually the development will be set within a strong green context.

The proposed residential development will create space for formal and informal recreation, ecological habitats and corridors, and a buffer of undeveloped land separating the dwellings from countryside views from the north and west.









Living with nature

4.8 Working with nature

Our environment; where we live, work and play, has an effect on our daily lives. Pleasant environments are enjoyable, healthier, inspiring spaces. When designed properly they contribute to the natural and physical quality of places. Great environments also contribute to far wider factors, such as tackling the causes of climate change and energy and resource demand, adding value to the development and improving quality of life and well being.

The natural environment is therefore a vital component of the masterplan. Our approach:

- We are protecting local wildlife habitats and the flora and fauna that occupy them as part of the development;
- We are keeping and enhancing the existing hedgerows and trees and creating new connections where possible. This approach will help to preserve and enhance the sense of place afforded by the landscape;
- We are proposing a site-wide sustainable drainage system (SuDS) network, with many features of high value to native biodiversity. The system will also protect the water quality of receiving rivers land setaside are protecting local wildlife habitats as part of the development.

4.9 Healthy living

A theme underpinning the scheme is healthy living, coupled with access to open space. This will enable people to partake in a healthier lifestyle, including; locally produced food; exercise and fitness; fresh air, outdoors and interaction with wildlife. This will be implemented by a number of practical measures, which could include allotments, community orchards and 'edible streets'. This could be coupled with food-based activities and events in the community.

Exercise and fitness will be encouraged by the provision of trim trails, walking, jogging and cycling routes both within the site and utilising the site's excellent linkages and connectivity into local network of footpaths and bridleways.

The intention is for the community to be in contact with the outdoor environment, the landscape, ecology and biodiversity. The concept and layout proposed will encourage people to walk to essential facilities, cycle and enjoy the outdoor environment as fully as possible. It will be quicker and easier to reach local facilities (education, healthcare, shops, community and recreation areas) on foot or by cycle than by car.







Sustainable development and energy efficiency

4.10 Sustainable development

Sustainability is a key component of the development vision. As set out in Government guidance, there are three components to sustainability; environmental, social and economic sustainability, and all three needs to be considered together. Energy efficiency is a key part of environmental sustainability.

The scheme will be designed to minimise car travel and maximise walking, cycling and public transport use. Linkages to employment and retail uses off-site are also good. The scheme could embody a high level of transport sustainability.

Social inclusion, cohesion and a strong community focus are key elements of the vision and the design concept. The scheme incorporates potential education, healthcare, community facilities, open space, a local store, recreation and other essential elements. Affordable housing would be integrated in all phases, built to a standard that is indistinguishable from housing for sale.

In relation to energy and the desire to be a low carbon development, the most essential ingredient for any major new housing scheme is to achieve low energy buildings and a low energy layout. In relation to low energy buildings, the development will comprise energy efficient buildings throughout, well insulated and energy efficient, encouraging energy monitoring systems so that future users are acutely aware and able to control energy use. Much of the site is south facing, hence its overall orientation is ideal for maximising passive solar gain, taking advantage of solar technologies and reducing energy costs. A high number of the houses will have at least one south facing main elevation, facilitating passive solar gain. Economic sustainability is critically important, and recognised as such in Government advice. It is only appropriate to incorporate energy technologies which are effective, economically viable and practically suitable for the development. The scheme will also enhance the economic viability of the existing Elstow village centre.

Southill Estate and its consultants led by Savills will engage with the Borough and their advisers in order to progress an appropriate energy efficiency strategy for the development.







Delivery and design quality opportunity

4.11 Quality place

The scheme will deliver housing opportunities across a range of house types, sizes and tenures including an appropriate proportion of affordable housing. This will include housing for sale across a range of prices, with affordable housing to rent and shared equity units delivered by Registered Providers.

A specific objective is to create opportunities and choices for local people to live in an affordable yet high quality housing environment. There will be a mixture of densities and a variety of housing character areas. The design objective is to create an attractive mix of identifiable neighbourhoods, each neighbourhood including a mix of housing for sale and to rent, ranging from flats and smaller houses, through medium sized terraced and semi detached family homes to detached houses on lower density edges of the site. The concept is one of inclusivity, achieving a social mix and developing homes for sale and to rent, with no difference in their design quality and appearance.

The design philosophy is one of developing house styles which embrace modern living requirements and sustainability, whilst relating closely to tried and tested design principles, strong character, good quality materials, appropriate detailing and an enduring quality which respond to the concept of 21st century living.









05 Next steps

This vision strategy represents the first stage in the development of sustainable, high quality proposals for the creation of a new community on land west of Elstow, Bedford. Our aim has been to develop a high quality 'vision' for the site based firmly on the principles of sustainable development, and a robust understanding of the site's context.

In view of the above, the development of these proposals will be the subject of on-going engagement with the Borough Council and stakeholders going forward. Through this work the aim is to establish a robust planning policy for basis for the delivery of the sustainable, high quality development that is proposed. This will provide the basis from which detailed proposals can be held in discussion with stakeholders to provide for early delivery of growth in the Bedford Urban Area, through the Development Management process. This is a scarce remaining opportunity for sustainable development within the Bedford Urban Area.

The Estate looks forward to the early delivery of these sustainable high quality proposals in partnership with the Borough Council and stakeholders.





