

**RECORD OF EXECUTIVE DECISION TAKEN BY AN EXECUTIVE MEMBER OR OFFICER**

This form can be used for any decision but **MUST** be used to record:  
 • any decision taken by the Elected Mayor or an individual Councillor  
 • a key decision taken by a Council Officer  
 In these circumstances the form must be completed and passed to the Head of Members' Services no later than NOON on the second working day after the day on which the decision is taken. No action may be taken to implement the decision(s) recorded on this form until 7 days have passed and the Head of Members' Services has confirmed the decision has not been called in.

**1. Description of decision**

To

(a) Acknowledge the need for the development of a Local Investment Plan for Bedford Borough;

(b) Approve the draft Bedford Borough Local Investment Plan 2011-14 for consideration by the Bedford Borough Partnership Board;

(c) Support the recommendations for Bedford Borough priority infrastructure and regeneration projects.

**2. Date of decision**

*29th* 28 October 2010

**3. Reasons for decision**

To approve the Bedford Borough Local Investment Plan 2011-2014 for consideration by the Bedford Borough Partnership Board.

**4. Alternatives considered and rejected**

The alternative is not to approve a Local Investment Plan. This may reduce Bedford Borough's ability to secure external funding towards priority infrastructure and regeneration projects.

**5. How decision is to be funded**

The approval of the Local Investment Plan does not have a direct resource implication. It does, however, add emphasis to the need for particular infrastructure and regeneration project delivery and prioritises projects in respect of their importance for the delivery of Bedford's sustainable growth agenda.

**6. Conflicts of interest**

Name of all Executive members who were consulted AND declared a conflict of interest	Nature of interest	Did Standards Committee give a dispensation for that conflict of interest? (if yes give details and date of dispensation)

The Mayor has been consulted on this decision Not applicable

Signed *Dave Hodgson* Date *29th October 2010*  
 Name of Decision Taker *MAYOR DAVE HODGSON*

**This is a public document. A copy of it must be given to the Head of Members' Services as soon as it is completed.**

Date decision published: *1.11.10*  
 Date decision can be implemented if not called in: *10.11.10*

**Bedford Borough Council – Report to Mayor**

**28 October 2010**

**Report by Head of Economic Development**

**Subject: LOCAL INVESTMENT PLAN**

**1. Executive Summary**

To consider the draft Local Investment Plan (LIP) for the Bedford Borough area and to approve it for consideration by the Bedford Borough Partnership Board.

**2. Recommendations**

**The Mayor is invited to consider and, if satisfied, to:**

- (a) Acknowledge the need for the development of a Local Investment Plan for Bedford Borough;**
- (b) Approve the draft Bedford Borough Local Investment Plan 2011-14 for consideration by the Bedford Borough Partnership Board;**
- (c) Support the recommendations for Bedford Borough priority infrastructure and regeneration projects.**

**3. Reason for Recommendations**

To approve the first Local Investment Plan for Bedford so that it can be used as a key document in engagement with major funding partners.

The LIP will be subject to regular review and ongoing refinement to reflect changing social, economic and environmental factors and to ensure integrated action by local, regional and national partners to achieve the best possible growth outcome for the Bedford area.

**4. Key Implications**

**a) Legal**

The Council's powers for economic development derive from Section 2 of the Local Government Act 2000 which enables the Council to do anything it considers it is likely to achieve the promotion or improvement of the economic wellbeing of the Borough. This wellbeing power may be exercised in relation to or for the benefit of:

- the whole or any part of the Borough, or
- all or any persons resident or present in the Borough.

The wellbeing power includes power for the Council to:

- Incur expenditure;
- Give financial assistance to any person;
- Enter into arrangements or agreements with any person;
- Co-operate with, or facilitate or co-ordinate the activities of, any person;
- Exercise on behalf of any person any functions of that person, and
- Provide staff, goods, services or accommodation to any person.

There are two necessary steps for the Council to take in order to use the wellbeing powers. The first is that in determining whether or how to exercise the wellbeing powers the Council must have regard to its Sustainable Communities Strategy and the relevant part of this is referred to under the policy implications section of the report. The other is that in considering the use of the wellbeing powers the decision maker must also have regard to the Secretary of State's guidance and this is also referred to in the policy implications section of the report.

b) Policy

As mentioned in the legal implications the decision maker must have regard to the Council's Sustainable Communities Strategy and the Secretary of State's statutory guidance in exercising the wellbeing powers and both these documents may be viewed on the following links on the internet.

Secretary of State's Guidance:

<http://www.communities.gov.uk/documents/localgovernment/pdf/155514.pdf>

Community Plan for the Borough of Bedford:

<http://www.bedfordboroughpartnership.org.uk>

The Government's purpose in introducing the well-being power is to reverse that traditionally cautious approach, and to encourage innovation and closer joint working between local authorities and their partners to improve communities' quality of life. The power is wide-ranging, and enables local authorities to improve the quality of life, opportunity, and health of their local communities. What is proposed within the report is not contrary in any way with the Guidance and seeks to promote or improve the well-being in our area, contributing to the delivery of our Sustainable Community Strategy.

Part I of the Sustainable Communities Strategy concerns a "Thriving Borough" and concerns "economic development, regeneration and enterprise". It states that "our goal" is "a stronger local economy, delivering higher levels of sustainable growth and employment for the benefit of the Borough's existing and future residents." Aim 6 in particular seeks to "improve the general business environment (the supply and quality of infrastructure, premises and services) in order to foster enterprise, encourage investment and sustain economic growth. The Local Investment Plan directly supports delivery of this Aim by identifying priorities for infrastructure investment.

c) Resource

The LIP does not have any resource implications in the sense of committing the Council to any spend that it has not already committed to. Any additional spend would be decided upon in other appropriate arenas.

It does, however, add emphasis to the need for particular infrastructure and regeneration project and programme delivery and, as noted above, prioritises certain projects and programmes in respect of their importance for delivery of Bedford's sustainable growth agenda. In doing this, it serves a particular purpose in drawing these projects and programmes to the attention of potential funding partners, for example the Homes and Communities Agency (HCA), and presenting them as a coherent Bedford package delivering on local, but also broader agendas.

The LIP will form an important supporting evidence base to secure funding, including from the new £1.4bn Regional Growth Fund, and has been developed with the support of key sub-national organisations including, in particular, the HCA.

d) Risk

The development of a LIP and the prioritisation of major capital projects and programmes will not directly result in the delivery of those projects and programmes. The LIP identifies, where appropriate and/or possible, the costs of associated delivery. There is a risk that the projects and programmes identified for exceptional prioritisation may not be delivered and that other factors, for example a change in national policy, will result in projects and programmes that are not currently identified as being exceptional priorities being delivered sooner.

There is a risk that should the LIP not be approved that this will delay and potentially reduce the ability to secure and maximise funding from major funding organisations, such as HCA and the Department for Communities and Local Government (DCLG).

e) Environmental

The Sustainable Community Strategy goal for 'A Greener Borough' is supporting a high quality natural and built environment which is valued and enjoyed by all; which encourages biodiversity and supports the development of a low carbon community, including local businesses, capable of adapting to the impacts of climate change.

Environmental issues will have been addressed in the strategies, plans and programmes identifying the priorities and/or will be considered as developments are progressed.

f) Equalities Impact

All partners operate equality and diversity policies and it is an expectation of all organisations delivering on Bedford Borough's Local Investment Plan. Such policies underpin the strategies and plans from which this LIP's priorities and exceptional priorities have emerged. There will be detailed assessments of equality and diversity implications for individual projects as they come forward.

**5. Details**

- 5.1 Executive Decision 715, dated 14 September 2009, approved the first Infrastructure Delivery Programme for consideration and subsequent approval by Bedford Borough Partnership Board. The draft Local Investment Plan, attached at **Appendix A**, builds on the Infrastructure Delivery Programme document and emphasises and amplifies the homes and jobs delivery elements.
- 5.2 The Bedford Borough Infrastructure Delivery Programme (IDP) identified that the projects that will deliver the greatest impact against delivery of the Sustainable Community Strategy are the completion of the Bedford Western Bypass (A6-A428) and regeneration of the Town Centre, including Town Centre West and the Station Quarter. It was identified that there is a distinct need to increase the skills and employability of Bedford's current and future workforce and the provision of better schools, Further Education and Higher Education provision is also an essential factor to secure sustainable growth.
- 5.3 This Local Investment Plan (LIP), developed under guidance from the Homes and Communities Agency, supports the exceptional priorities identified within the IDP and reconfirms the A6-A428 Link Road as the number one infrastructure priority.
- 5.4 The purpose of the LIP is to help partners involved in Bedford Borough's future to plan and manage the delivery of homes and jobs growth, together with all the associated infrastructure, holistically and sustainably, based on a shared intent for capital infrastructure investment. It draws together information and priorities largely from partners' adopted strategies with the aim of sharing a common body of knowledge across the partnership and identifying exceptional priorities amongst the many infrastructure projects and programmes involved.
- 5.5 The LIP, responding to a request of the Homes and Communities Agency, therefore looks to:
- Describe the intended growth of homes and jobs in the Borough;
  - Set out the infrastructure requirements for delivering that growth;
  - Identify the exceptional priorities within these infrastructure requirements
  - Inform infrastructure funding bids.

The plan also has important information sharing and action integration roles so that partners can fully appreciate what is being done and needs to be done, by others and together, to achieve the best growth outcome for the people living and working in the area.

5.6 The following summarises the content of the LIP, identifying significant issues on the way:

- Following a brief Executive Summary, the Introduction (Chapter 2) sets out the purpose of a LIP, noting its Bedford Borough geographical focus, its overall timescale, 2011-21, with a 2011-14 focus, its governance, equality and diversity, localism and relationships contexts and its living document nature.
- Chapter 3 (Sustainable Communities) initially sets down the Sustainable Communities Strategy vision and framework along with the Borough's strengths, weaknesses, opportunities and threats identified in a number of recent studies. It then expands on the strategic plan, programme and project intent within each of the seven themes of the Sustainable Communities Strategy.
- In Chapter 4 (Overview of Local and Strategic Packages) the distinction is drawn between local package areas in which development and linked infrastructure will be delivered and a strategic package of infrastructure addressing a wider, eg Borough-wide, geography.
- Chapter 5 (Local Packages) identifies the significant infrastructure required, and planned, on development sites in and around Bedford.
- Chapter 6 (Strategic Package) identifies the significant range of infrastructure that is needed to serve the whole of or substantial parts of the wider Bedford area.
- Finally, Chapter 7 (Exceptional Priorities) identifies 8 projects as key to the successful delivery of sustainable growth in and around Bedford. The projects can deliver significantly in the period 2011-14, will have major place making roles, with other infrastructure, outputs and outcomes dependent on their delivery or will deliver on key local, national and/or European agendas where regional, national or European programme funding is potentially available and there is clear local ability to deliver.

5.7 The exceptional priorities identified within the report are:

1. Bedford Western Bypass Phase 2 A428-A6 Link (Cost c. £16-20m);
2. National Affordable Housing Programme delivery of 200 plus units per annum (Cost c. £20m pa); and
3. Supported Housing programme (Cost c. £55m).
4. Bedford Town Centre West redevelopment Phase 1 (Cost c.£100m);
5. Bedford Station Quarter redevelopment Phase 1 (Cost c.£100m);
6. A421 Innovation Corridor including Marston Vale Innovation Park (Cost c. £5m – Advanced Works and Innovation Centre);
7. Schools Renewal programme (Cost c. £24m – John Bunyan Academy); and
8. High Street Restoration and de-trafficking (Cost c. £6m).

5.5 The abolition of Regional Development Agencies and review of functions which are to be retained and transferred to either central government or the emerging South East Midlands Local Enterprise Partnership (LEP) and partners is to be confirmed in the White Paper on sub-national economic growth, which is due to be published in November. The White Paper will set out what powers and responsibilities LEPs will have and invite LEPs to submit full business plans. The preparation of this Local Investment Plan will inform decisions to be made with regard to potential bids for funding under current and future infrastructure funding programmes, such as the Regional Growth Fund.

## **5. Summary of Consultations and Outcome**

The following Council Units or Officers and/or other organisations have been consulted in preparing this report:

- Management Group
- Relevant Council Units (Planning, Transport, Housing, Children's Services, Schools and Families, Adult Services, Waste Services, Climate Change, DSD)
- Partner Organisations (Bedford College, University of Bedfordshire, Bedfordshire NHS/PCT, Green Infrastructure Consortium, Police, Fire, Ambulance, Renaissance Bedford)
- Major Funding Partner (HCA)

No adverse comments have been received.

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*File Reference:* GEN/E.1(n)

*Previous Relevant Minutes:* Executive Decision 715, dated 14 September  
2009

*Background Papers:* None

*Appendices:* Appendix A – Local Investment Plan for  
Bedford 2011-14



## Local Investment Plan for Bedford 2011-14

Draft

October 2010



BEDFORD BOROUGH COUNCIL



Homes &  
Communities  
Agency

RENAISSANCE  
BEDFORD

## **Foreword**

This first Local Investment Plan for Bedford is an important pulling together of the nature and scale of infrastructure investment required to support the sustainable growth of Bedford Borough - the growth in jobs, housing and other facilities and services appropriate to economic, social and environmental well being.

I commend its findings and identification of priorities to the Borough's many partners, including the emerging Local Enterprise Partnership, and look forward to the identified exceptional priority projects and programmes receiving the support of our key funding partners: the Homes and Communities Agency, Department for Communities and Local Government and others.



## ***Signature***

**Dave Hodgson**  
Mayor of Bedford and  
Joint Chairman of Bedford Borough Partnership Board

# Contents

- 1. Executive Summary**
- 2. Introduction**
- 3. Sustainable Community**
  - 3.1 A Thriving Borough
    - Employment, Retail and Town Centre
  - 3.2 A Greener Borough
    - Green Infrastructure, Climate Change, Waste & Recycling and Utilities
  - 3.3 An Aspiring Borough
    - Schools and Further and Higher Education
  - 3.4 A Healthy Borough
    - Health and Social Care
  - 3.5 A Safer Borough
    - Emergency Services
  - 3.6 An Inclusive Borough
    - Sports, Culture and Leisure
  - 3.7 A Growing Borough
    - Housing and Transport
- 4. Overview of Local and Strategic Packages**
- 5. Local Packages**
  - 5.1 Bedford West
  - 5.2 Bedford Marston Vale
  - 5.3 Bedford South East
  - 5.4 Bedford North East
  - 5.5 Bedford Town Centre
  - 5.6 Bedford Rural Area
- 6. Strategic Package**
- 7. Exceptional Priorities**

## 1. Executive Summary

This first Local Investment Plan for Bedford is an important statement of the nature and scale of infrastructure investment required to support the sustainable growth of Bedford Borough - the growth in jobs, housing and other facilities and services appropriate to economic, social and environmental well being. Whereas jobs and homes targets for the Borough are set out for the period 2001-21, this document focuses on the infrastructure needs over the current near term 2011-14.

The document builds on the Infrastructure Delivery Programme published in September 2009. It also aligns the work with the Bedford Borough Partnership Board's Sustainable Community Strategy published in November 2009 and emphasises and amplifies the homes and jobs delivery elements.

The vision for Bedford's Local Investment Plan is Bedford Borough Partnership Board's vision set out in the Sustainable Community Strategy 2009-21:

*"Bedford will be a place of opportunity where everybody can fully realise their potential and influence the decisions that affect their daily lives. People will feel connected with the area and proud to celebrate its rich diversity and history. Infrastructure will be in place to improve the quality of life of present and future generations and ensure that those who live and work in the area are supported to lead healthy and fulfilled lives. The real and pressing current issues facing the area – around jobs; housing; crime; skills and education will have been tackled and the pressures and demands of a growing and ageing population will have been adapted to."*

The Sustainable Community Strategy goes on to present this vision in terms of seven themes, each with its goal and suite of aims. The themes are:

A Thriving Borough;  
A Greener Borough;  
An Aspiring Borough;  
A Healthy Borough;  
A Safer Borough;  
An Inclusive Borough; and  
A Growing Borough.

This Plan considers the infrastructure required to deliver the Sustainable Community Strategy in the context of the adopted jobs and homes targets.

The jobs target, discussed within the 'Thriving Borough' theme, is set out in Bedford Borough Council's Core Strategy and Rural Issues Plan 2008 as 16,000 net additional jobs in the period 2001-21. The 2010 Strategic Sites for Business land for employment use review identified approximately 110 hectares of land for business and the Council's 2010 Proposed Allocations and Designations document identifies an additional 80 hectares. To March 2010, surveys suggest around 7,400 jobs growth achieved but over 1,000 are estimated to have been lost since then.

The homes target, discussed within the Growing Borough theme, and also set out in the Core Strategy, is 17,570 net additional homes in the period, with an expectation that a minimum of 30% will be Affordable Homes – social rented or intermediate tenure – on qualifying sites. The Core Strategy identifies sufficient Strategic Housing Sites and smaller sites to deliver the target. To March 2010, over 5,000 homes have been delivered. Full planning permission is in place for a further 7,700 homes together with resolution to grant permission for a further 4,000 homes.

Both homes and jobs delivery have been reduced by the economic downturn. However, there are signs of improvement with businesses being attracted to the area and homes under construction.

Services and infrastructure to support homes and jobs growth is described under each of the Sustainable Community Strategy's themes. These descriptions largely draw together the infrastructure needs identified in partners' adopted strategies.

Spatially, the infrastructure is presented as infrastructure projects to support six local clusters of homes & jobs development sites plus a strategic package of projects serving the wider Bedford area. This approach will enable partners to consider how projects from a number of organisations can be co-ordinated.

Current economic circumstances have led to funding uncertainty – some infrastructure delivery is heavily dependent on the Comprehensive Spending Review in October 2010, particularly the urgently needed schools renewal programme, along with other infrastructure subject to periodic strategic review, such as the Waste & Recycling Strategy and the Local Transport Plan, both scheduled for March 2011. Infrastructure needs for these domains will be added to the next iteration of this Plan once these strategies are developed.

However, exceptional priorities have been identified. These are infrastructure projects and programmes which:

- can deliver significantly in the period 2011-14; and
- will have a major place making role with other infrastructure, outputs and outcomes dependent on their delivery; or
- will deliver on key local, national and/or European agendas where regional, national or European programme funding is potentially available and there is clear local ability to deliver.

The Bedford Borough Infrastructure Delivery Programme (IDP) identified that the projects that will deliver the greatest impact against delivery of the Sustainable Community Strategy are the completion of the Bedford Western Bypass (A6-A428) and regeneration of the Town Centre, including Town Centre West and the Station Quarter. It was identified that there is a distinct need to increase the skills and employability of Bedford's current and future workforce and the provision of better schools, Further Education and Higher Education provision is also an essential factor to secure sustainable growth.

This Local Investment Plan, developed under guidance from the Homes and Communities Agency, supports the exceptional priorities identified within the IDP and reconfirms the A6-A428 Link Road as the number one infrastructure priority

The exceptional priorities deliverable in conjunction with the Homes and Communities Agency and other partners are:

1. Bedford Western Bypass Phase 2 A428-A6 Link (Cost c. £16-20m);
2. National Affordable Housing Programme delivery of 200 plus units per annum (Cost c. £20m pa); and
3. Supported Housing programme (Cost c. £55m).
4. Bedford Town Centre West redevelopment Phase 1 (Cost c.£100m);
5. Bedford Station Quarter redevelopment Phase 1 (Cost c.£100m);
6. A421 Innovation Corridor including Marston Vale Innovation Park (Cost c. £5m – Advanced Works and Innovation Centre);
7. Schools Renewal programme (Cost c. £24m – John Bunyan Academy); and
8. High Street Restoration and de-trafficking (Cost c. £6m).

The abolition of Regional Development Agencies and review of functions which are to be retained and transferred to either central government or the emerging South East Midlands Local Enterprise Partnership (LEP) and partners is to be confirmed in the White Paper on sub-national economic growth, which is due to be published in November. The White Paper will set out what powers and responsibilities LEPs will have and invite LEPs to submit full business plans. The preparation of this Local Investment Plan will inform decisions to be made with regard to potential bids for funding under current and future infrastructure funding programmes, such as the £1.4bn Regional Growth Fund.

## **2. Introduction**

### **2.1 Purpose**

The purpose of this Local Investment Plan (LIP) is to help partners involved in Bedford Borough's future to plan and manage the delivery of homes and jobs growth, together with all the associated infrastructure, holistically and sustainably, based on a shared intent for capital infrastructure investment. It draws together information and priorities largely from partners' adopted strategies with the aim of sharing a common body of knowledge across the partnership and identifying exceptional priorities amongst the many infrastructure projects and programmes involved.

A similar document, an Infrastructure Delivery Programme (IDP), was prepared in 2009. This responded to the then expectation of the East of England Development Agency. Partly for this reason, it had more of an economic development focus with the housing and wider infrastructure agendas seen as key supporting agendas.

This LIP, reflecting development of the concept by the Homes and Communities Agency, presents a more balanced view of housing and economic infrastructure needs and essential supporting infrastructure.

This plan therefore looks to:

- describe the intended growth of homes and jobs in the Borough;
- set out the infrastructure requirements for delivering that growth;
- identify the exceptional priorities within these infrastructure requirements; and
- consider the availability of delivery finance and therefore inform infrastructure funding bids.

The plan also has important information sharing and action integration roles so that partners can fully appreciate what is being done and needs to be done, by others and together, to achieve the best growth outcome for the people living and working in the area.

The aim is to work in partnership, and where practical, deliver joint investment in schemes. Residual values may also be achieved and could be ploughed back into other priority projects and programmes to further the achievement of agreed strategic objectives.

### **2.2 Geography**

The geographical coverage of this LIP is Bedford Borough. Whilst recognising that some Partners may operate to different geographical remits, this document focuses on their projects in the Borough area.

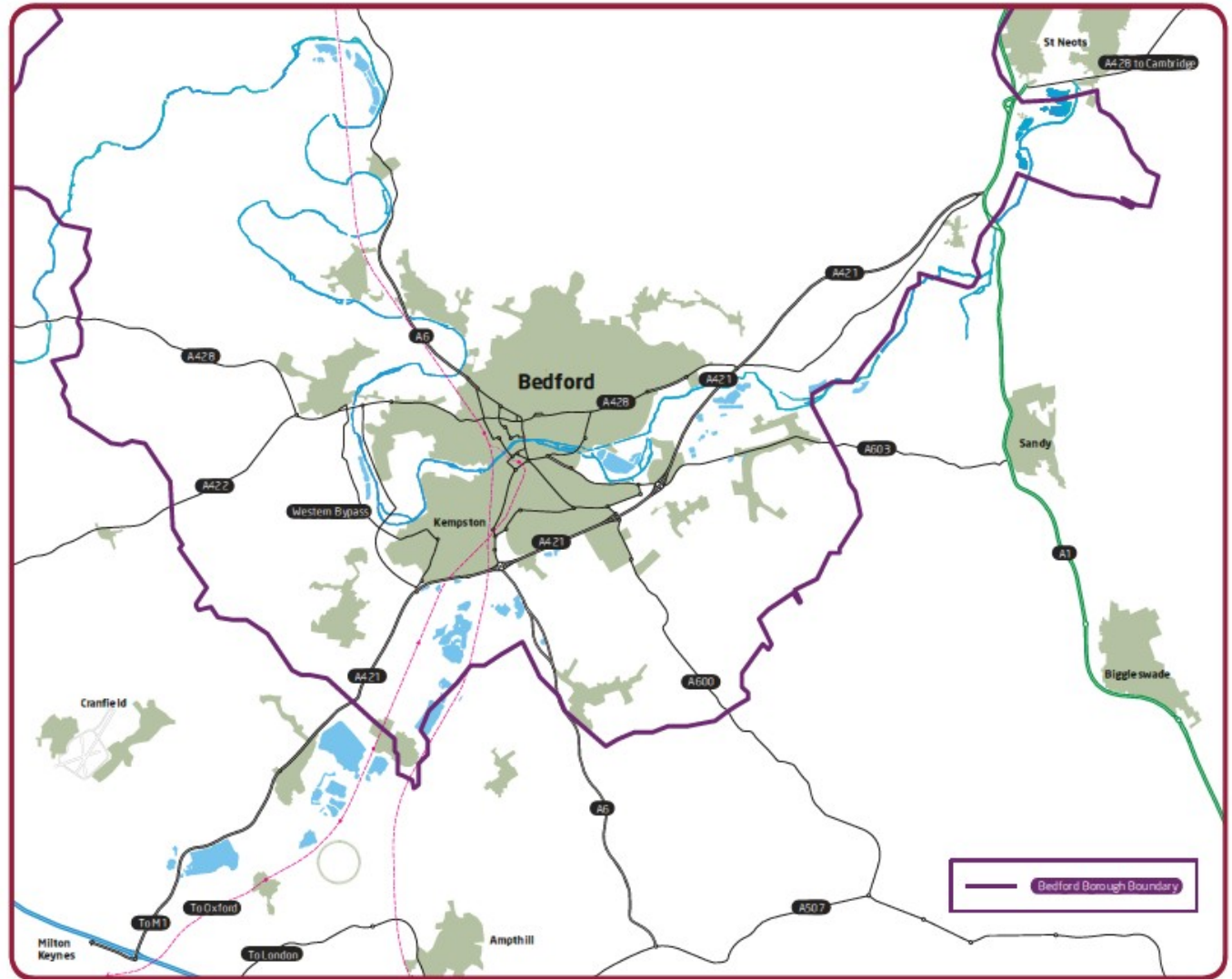
The two maps overleaf show:

- the location of Bedford within the UK; and
- the area of the Borough with a development focus and the major transport network.

Map 1: The Location of Bedford within the UK



Map 2: The Borough Area with Development Focus and the Major Transport Network



### 2.3 Timescale

This plan, whilst looking ahead in the context of the 2021 targets, focuses on projects and programmes for which significant deliverables in the shorter term are achievable. Indeed many of the local strategies drawn upon operate with such shorter timeframes – perhaps for practical manageability reasons or perhaps driven by fixed (short) term funding cycles.

For practical purposes, the focus of this plan is the period 2011-14 reflecting approximately the period of the Government's Comprehensive Spending Review.

### 2.4 Growth Context

Bedford Borough Council's Core Strategy and Rural Issues Plan 2008 sets out the housing and employment growth context. Between 2001 and 2021, the targets are 17,570 additional homes and 16,000 additional jobs and the Core Strategy identifies a range of sites to accommodate this growth.

In addition, the Council is undertaking an Allocations and Designations process to identify further sites to accommodate this growth. This process is scheduled to complete and be adopted in 2012. Current proposed sites are identified within this document and, if these proposals are adopted, supporting infrastructure will be included at that time.

### 2.5 Governance

Overall governance of this plan is provided by the Borough Council's Executive and Bedford Borough's Local Strategic Partnership, the Bedford Borough Partnership Board. The plan has been approved by these two bodies. However, implementation of projects and programmes identified in the plan will be undertaken by one or more partners working individually or in partnership. Progress will be reported back to the two overall Governance bodies. The Partnership Board comprises:

- Bedford Borough Council
- Bedford Pilgrims Housing Association
- NHS Bedfordshire
- Bedford Hospital NHS Trust
- Bedfordshire Police
- Bedfordshire Police Authority
- Bedfordshire and Luton Fire and Rescue Service
- Bedford College
- Job Centre Plus
- Business representative
- Schools representative
- Bedfordshire Rural Communities Charity
- Mid and North Beds Council for Voluntary Services
- Bedfordshire Association of Town and Parish Councils

### 2.6 Equality and Diversity

All partners operate equality and diversity policies and it is an expectation of all organisations delivering on Bedford Borough's Local Investment Plan. A generalised version of the Borough Council's policy is as follows: Equality of opportunity and valuing diversity should be incorporated at the heart of everything. All policies, plans practices and procedures should reflect and incorporate this objective. In delivering product, providing services and employing staff, there should be equal opportunities, treatment, and access to everyone, with recognition and valuing of difference.

No individual or group of people should be treated less favourably than anyone else in applying for a product, service, for a job or for a contract because of their age, colour, race, ethnic origin, nationality or national origin, disability, marital status, responsibilities for dependents, gender, gender re-assignment, sexual orientation, religious or political beliefs, trade union activity, unrelated criminal convictions or involvement in public service

Such policies underpin the strategies and plans from which this LIP's priorities and exceptional priorities have emerged. There will be detailed assessments of equality and diversity implications for individual projects as they come forward.

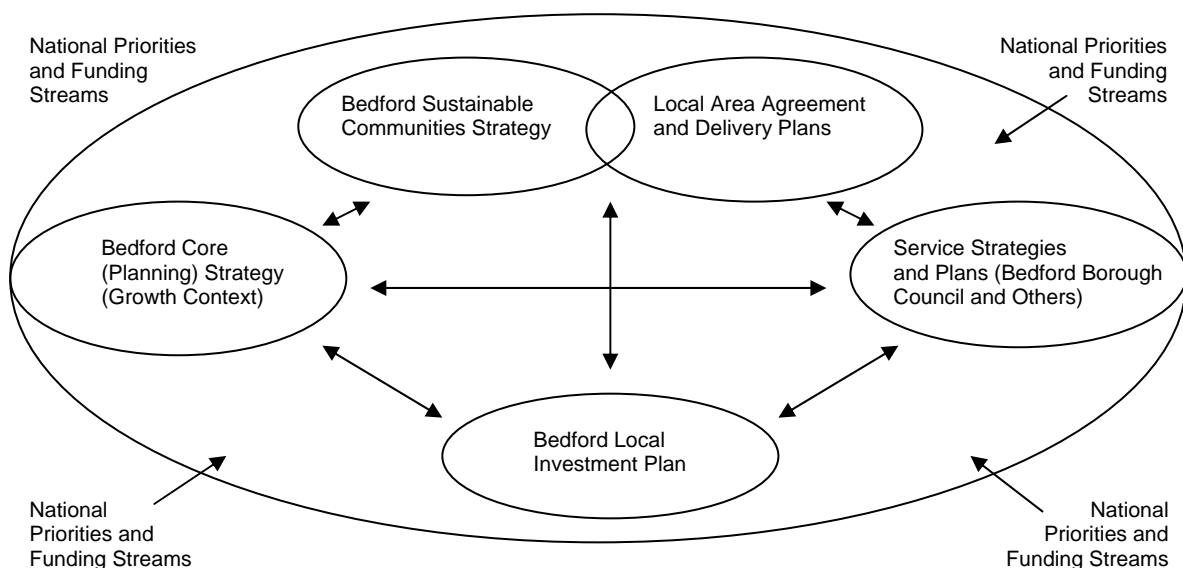
## 2.7 Localism

Whilst there has been limited direct consultation on this LIP, its preparation has involved extensive input from partner organisations and the identified partner projects and programmes have, in turn, reflected extensive local engagement, for example:

- the local vision and priorities for Bedford's Sustainable Community Strategy were set through a series of public consultation events and summits, together with citizen's panels (at least 2 a year) and the ongoing work of thematic partnerships;
- in April 2008, the third Town Centre Exhibition was attended by 4,440 residents who supported the regeneration of the Town Centre, prioritising improvements to the Station Quarter, Town Centre West and the High Street;
- a 2009/10 public petition, with 13,000 signatures, prioritised the completion of the Western Bypass;
- in September 2009, Bedford Borough Council and Bedford Borough Partnership Board approved Bedford's Infrastructure Delivery Plan. This identified the completion of the Western Bypass as the number one infrastructure priority, followed by regeneration of Bedford Town Centre; and
- the Winter 2009 Citizens Panel (1,000 strong) were asked a number of questions linked to the 'Thriving Borough' theme of the Borough's Sustainable Community Strategy. The respondents showed strong support for the regeneration of the High Street area and for the completion of the Western Bypass.

## 2.8 Strategy and Plan Relationships

The following diagram shows the relationship of this LIP to the Sustainable Community Strategy and Local Area Agreement, the Core (Planning) Strategy, service strategies etc



## 2.9 Living Document

A key purpose of this plan is to inform a particular funding process of the Homes & Communities Agency in 2010-11 and the priorities of the emerging Local Enterprise Partnership. However, the plan is not a fixed document but rather a living document undergoing regular review and refresh.

With the Regional Spatial Strategy abolished, for instance, homes and jobs targets will be determined at the local level.

Infrastructure requirements will also change and clarify over time as new sites for development to meet local needs are defined, including through Bedford Borough Council's Allocations and Designations process, expected to conclude in 2012.

Delivery will change in scale and in phasing with fluctuations in economic and market conditions, slowing infrastructure delivery in downturns and speeding it up again as conditions improve and homes and jobs become deliverable.

Also, infrastructure requirements are drawn from partners' service strategies that evolve over time as need, delivery standards, specifications and approaches change to address that need.

### 3. Sustainable Community

#### Vision

The vision for Bedford's Local Investment Plan is Bedford Borough Partnership Board's vision set out in the Sustainable Community Strategy 2009-21:

*“Bedford will be a place of opportunity where everybody can fully realise their potential and influence the decisions that affect their daily lives. People will feel connected with the area and proud to celebrate its rich diversity and history. Infrastructure will be in place to improve the quality of life of present and future generations and ensure that those who live and work in the area are supported to lead healthy and fulfilled lives. The real and pressing current issues facing the area – around jobs; housing; crime; skills and education will have been tackled and the pressures and demands of a growing and ageing population will have been adapted to.”*

The Sustainable Communities Strategy goes on to present this vision in terms of seven themes, each with its goal and suite of aims. The themes are:

A Thriving Borough;  
A Greener Borough;  
An Aspiring Borough;  
A Healthy Borough;  
A Safer Borough;  
An Inclusive Borough; and  
A Growing Borough.

A more physical feel, and taking forward the Bedford Borough Partnership Board's Sustainable Community Strategy's goals, sees the following detail emerge:

- new housing and related developments will have provided a wide range of attractive, well designed, housing environments addressing well the affordability issue, with quality local facilities (retail, community etc.) and substantial, accessible and connected green infrastructure (for walking and cycling, leisure and access to employment) including areas of the Forest of Marston Vale, the Bedford Milton Keynes Waterway Park and Bedford River Valley Park;
- the area will have attracted headquarters and research & development establishments, business services operations, specialist manufacturing/engineering businesses and logistics operations taking advantage of the area's centrality and improved connectivity. The start-up, growth and relocation into the area of smaller businesses with a knowledge/creative sector bias will also have continued to be significant, linked to the area's knowledge and creative base and niche locations, and assisted by supportive business environments;
- key transport developments will have been the A421 dualling to the M1 Junction 13 (complementing the dualling to the A1 at the Black Cat Roundabout), a full Bedford Western Bypass and new rail and bus stations with significant additional capacity, services and patronage on Thameslink and East West Rail;
- Bedford Town Centre will have been transformed, in particular by completion of quality Town Centre West, Riverside and Station Quarter developments and the de-trafficking and historic restoration of the High Street, but also by traffic schemes and the redevelopment of smaller, but nonetheless prominent sites;

- an area-wide high performing school infrastructure will have been established along with continued strong performance and extended business engagement from a physically renewed Bedford College, an expanded and fully engaged Bedford Campus of the University of Bedfordshire and strengthened relationships with Cranfield University and its Research & Development arms, Cambridge and other universities, UK, international and global;
- health and care facilities will have been redistributed and transformed to achieve the optimum blend of scale and accessibility with services delivered locally where possible and centrally where necessary;
- the area will have developed further its significant portfolio of high profile cultural attractions serving local people and visitors; and
- finally, it is envisaged that these developments will not have been at the expense of wider environmental aims. In particular, major steps forward towards carbon emission and water use reductions will have been made both alongside and in direct connection with these developments.

### Local Strengths, Weaknesses, Opportunities and Threats

Strengths, weaknesses, opportunities and threats for the Bedford area have been identified in a number of studies and include the following:

#### Strengths

- excellent central location;
- excellent and improving connectivity;
- diverse economy;
- relatively affordable homes;
- good schools;
- attractive and accessible countryside; and
- significant portfolio of high profile cultural attractions.

#### Weaknesses

- homes delivery well short of target;
- resultant limited delivery of affordable homes;
- job growth severely hit by recession;
- relatively low value, low wage economy;
- skills issues; and
- weak image

#### Opportunities

- transforming town centre;
- strongly improving connectivity;
- A421 corridor a potentially very attractive business location;
- potentially very attractive new housing areas; and
- potential for high performing, business focussed school, college and university infrastructure.

#### Threats

- strong neighbouring areas;
- continued global economic uncertainty;
- broadening global competition;
- continuing weaknesses in skills; and
- major infrastructure investment needed but limited financial support from government and regional bodies

### 3.1 A Thriving Borough

The Sustainable Community Strategy goal for 'A Thriving Borough' is a stronger local economy delivering higher levels of growth and employment for the benefit of the Borough's existing and future residents.

To achieve this goal, the Partnership aims are to:

1. encourage high value added inward investment, the retention and development of local companies and the establishment of new start-up enterprises;
2. create a highly attractive, safe and successful town centre providing a distinctive and excellent range of activities and facilities which can be used and enjoyed by all;
3. market the Borough as a prime investment location, raising its profile and image and promoting investment opportunities;
4. support and work in partnership with the local tourism industry to expand what it has to offer and market the Borough as a tourist destination;
5. encourage economic participation and support people into jobs within urban and rural communities, by maximising employment opportunities for local people and promoting skills development; and
6. improve the general business environment (the supply and quality of infrastructure, premises and services), in order to foster enterprise, encourage investment and sustain economic growth.

The infrastructure domain considered under the Thriving Borough theme is the economy and employment, including specific sectors such as retail, the town centre and tourism. Communications, in particular broadband, are included in this section in response to the need to improve the general business environment.

#### 3.1.1 Employment

The strategic priority context for economic investment is provided by the Sustainable Community Strategy and Infrastructure Delivery Programme, developed in 2009, and a Local Economic Assessment prepared in 2010 over the same time period as this LIP:

Sustainable Community Strategy (SCS)

The 'thriving' perspective of the SCS seeks high value inward investment, local business growth, start ups, a quality town centre, investment and tourism promotion, increased economic participation and improved business infrastructure. The achievement of children's potential is a linked focus.

Infrastructure Delivery Programme (IDP)

This identified several important local development schemes and in particular identified priority projects which have significant economic dimensions:

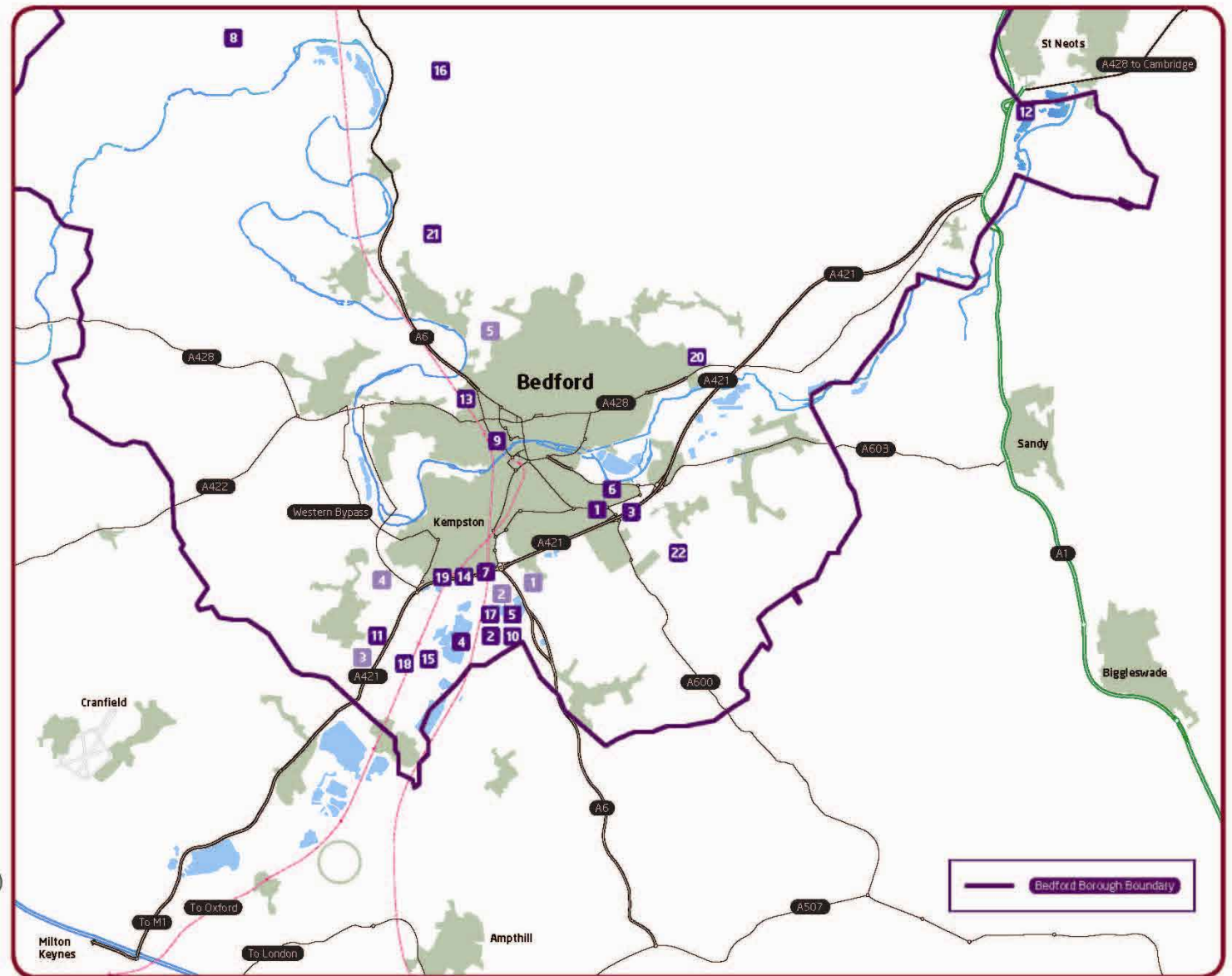
- Town Centre West Regeneration;
- Station Quarter Regeneration;
- Shortstown Housing and Cardington Sheds Future;
- A421 Innovation Corridor including Marston Vale Innovation Park;
- University of Bedfordshire Campus Expansion;
- Bedford College Campus Renewal; and
- Schools Renewal.

## Strategic Sites for Business 2010

- 1 G.Park
- 2 Wilstead Industrial Estate
- 3 Apex Site
- 4 Coronation Business Park
- 5 Wixams Island
- 6 Cross Park
- 7 Interchange Park
- 8 Colworth Science Park
- 9 Station Quarter
- 10 Wixams Business Area
- 11 Marston Vale Innovation Park
- 12 Wyboston Business Site
- 13 North of Bromham Road
- 14 West of B530 Business Area
- 15 Stewartby Business Area
- 16 Thurleigh Airfield Business Park
- 17 Elstow Business Area
- 18 Stewartby Head Office Building
- 19 Woburn Road Industrial Estate
- 20 Elms and Viking Industrial Estate
- 21 Twinwoods Business Park
- 22 Cardington Shed 1

## Proposed Employment Allocation Sites 2010

- 1 Medbury Farm
- 2 Wixams North
- 3 Marston Vale Innovation Park (Phase 2)
- 4 Bell Farm
- 5 West of Manton Lane



### 3.1.2 Local Economic Assessment (LEA) 2010 - Summary

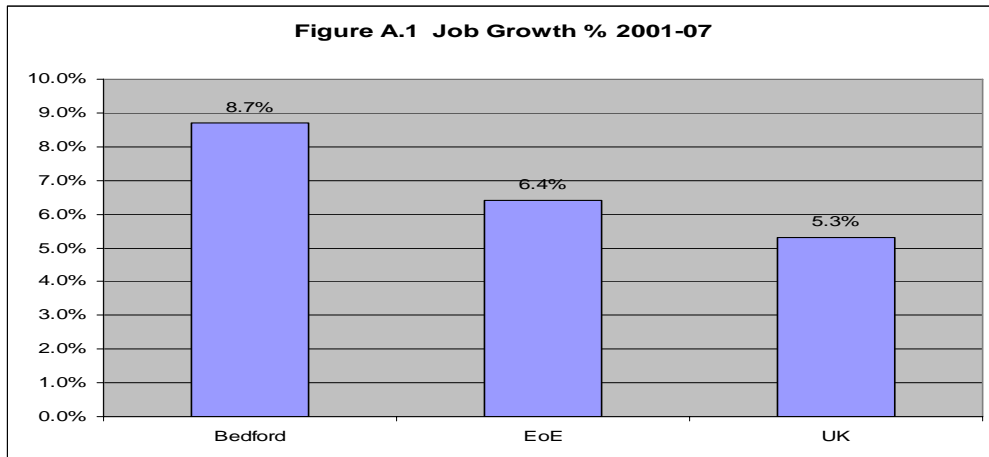
Key findings of the LEA from an infrastructure perspective are as follows:

- job growth was on target up to the start of the recession but was overly public sector focussed and of lower than average production value;
- linked to this, local earnings have fallen below regional and national levels;
- the need to strengthen particular growth sectors, focussing attention to start-up, growth and inward investment;
- Bedford has a skills issue which requires significant attention, including major engagement between businesses and HE/FE and quality education infrastructure, particularly in the light of the sector focus identified above;
- overall, there appears to be a strong supply of land and premises but there are issues around quality and fit with demand and maximising its take up including attention to local businesses which may need to move soon and land ownership issues. Specific premises type issues include:
  - a need for new product;
  - low availability of small office and workshop start up units (incubator and follow-on space);
  - other, medium-sized, warehouse and office requirements;
  - significant local business growth requirements; and
  - demand for space for very large industrial buildings.
- positive business support for town centre growth (in particular Town Centre West and Station Quarter but also High Street de-trafficking and Batts Ford Bridge);
- significant business support for higher speed broadband; and
- businesses have significant CO2 and waste issues to address. There are some clear exemplars but the majority of businesses are not really engaged.

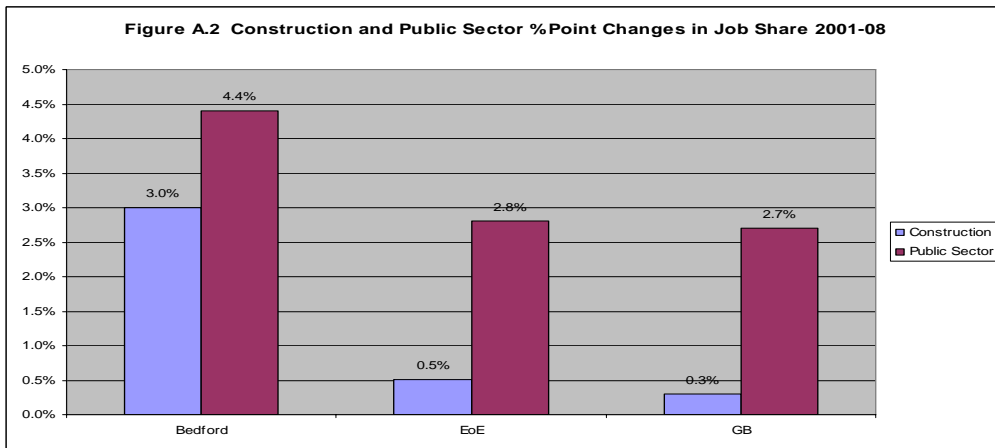
## Local Economic Assessment – Key Findings

### Jobs and Earnings

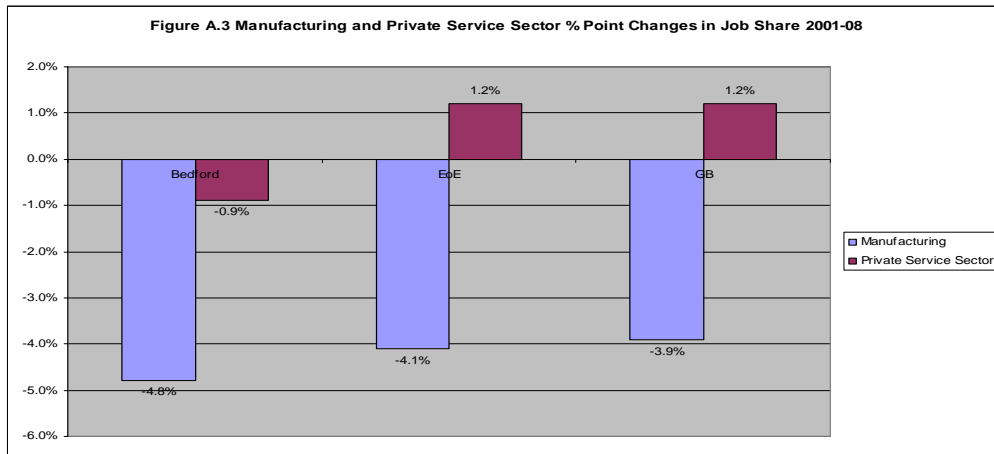
Bedford Borough's job numbers in 2007 stood at 69,500 employees, plus an estimated 11,000 self-employed, some 8.7% above the 2001 total of 65,000 employee jobs and 8,900 self-employed. This was a significantly stronger performance than the region (+6.4%) and nationally (+5.3%) and above target (an on target % increase would have been +6.0%) – see Figure 3.1 below).



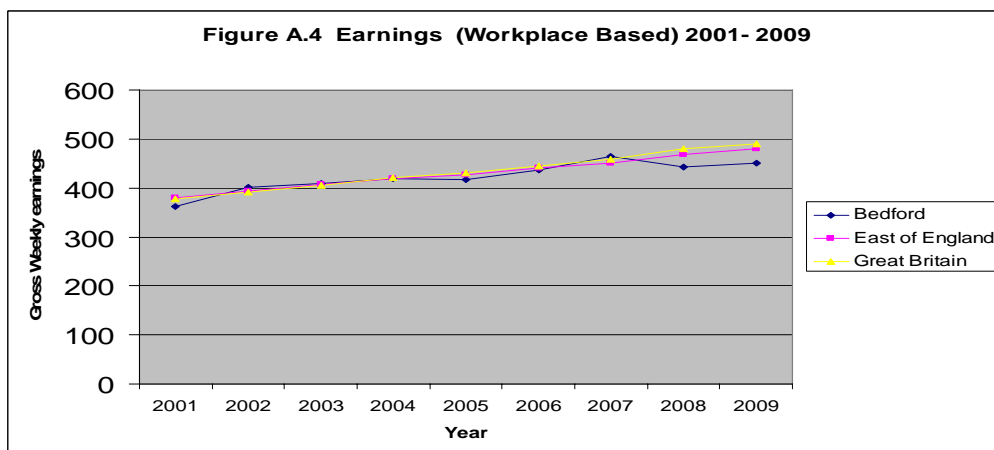
Bedford's relative job growth strengths (over the period 2001-08) appeared to be in the construction and public administration, education and health sectors – see Figure 3.2 below - which provided significant additional jobs but have a less than encouraging prospect.



In contrast, Bedford's manufacturing sector and service sector (excluding public administration, education and health), in essence making up the 'private sector', declined by 4.8% points and 0.9% points respectively from 2001 whilst the region saw a smaller 4.1% point fall and a 1.2% point rise respectively and Great Britain saw a smaller still 3.9% point fall and 1.2% point gain respectively – see Figure 3.3 below.

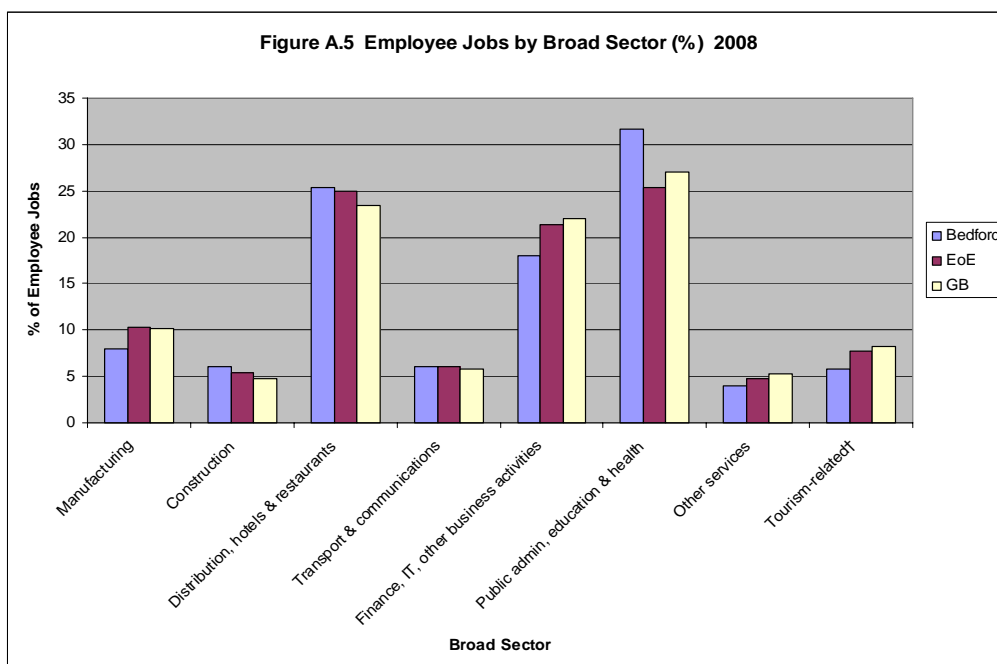


Earnings, measured for instance in the form of gross weekly pay, provide a workers perspective on economic quality. Statistics for 2001 to 2009 show that while the earnings of those living in Bedford, many working elsewhere, rose in line with national (and regional) earnings, the earnings of those working in Bedford, directly reflecting the quality of the local economy, rose as might be expected to 2007 but have reduced significantly since, so that local earnings, originally much the same as regionally and nationally, are now significantly lower - see Figure 3.4 below.



### Sector Representation

At a broad structural level, relative to the region and nationally, Bedford's economy therefore has particular strengths/is clearly over represented in construction, distribution and public administration, education and health but is clearly under represented in manufacturing (as a whole) and finance, IT business and other services (including tourism). These are not, however, fundamental differences. The overall pictures for Bedford, the region and nationally look broadly similar – see Figure 3.5 below.



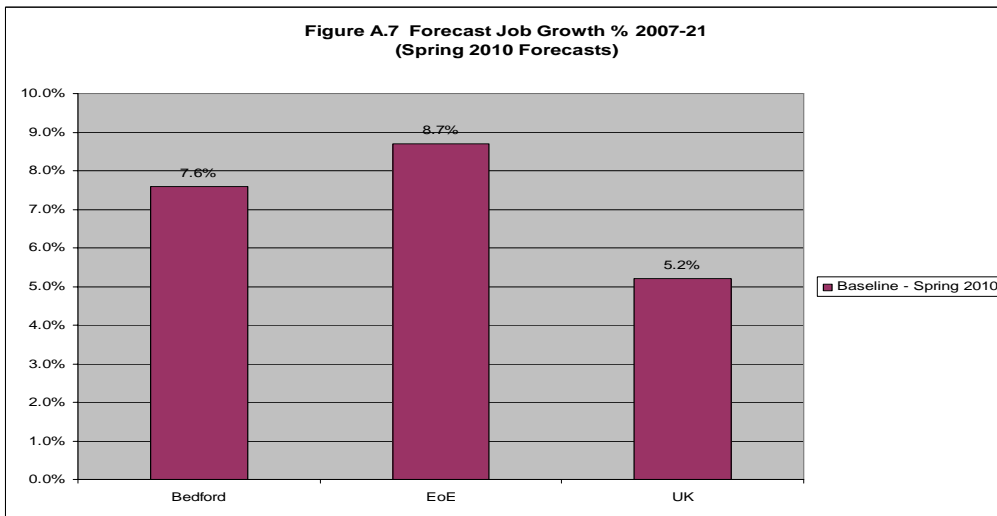
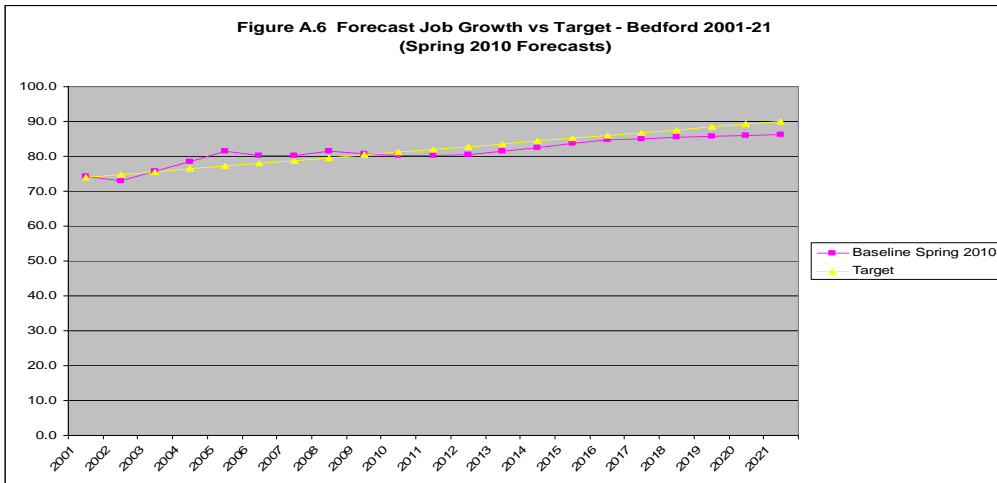
At the next level of detail, sectors which stand out positively are electronics, the sale, maintenance and repair of motor vehicles, land transport and (pure) R&D. Key players in the above picture would seem to be electronics companies such as AsteelFlash, Axis Electronics, Bela, Bourns, Briton EMS and Philex, automotive sector companies such as Paragon Automotive and British Car Auctions, land transport operations such as Argos, ASDA and Woolworths/Sainsburys and R&D establishments such as Unilever at Colworth Science Park.

At a further level of detail, sub-sectors which additionally stand out are the manufacture of beverages (eg brewing), 'of other chemical products', of construction products, metal working, special purpose machinery, of watches and clocks – non-industrial control devices (eg central heating control equipment), some construction specialisms (site preparation and pre-fabrication of construction components), some wholesale areas (of household goods and machinery equipment and supplies), catering, rail transport and other land transport. Key players in these respects will be the likes of Wells and Young, Atlas, Casella, Danfoss, Movianto and First Capital Connect.

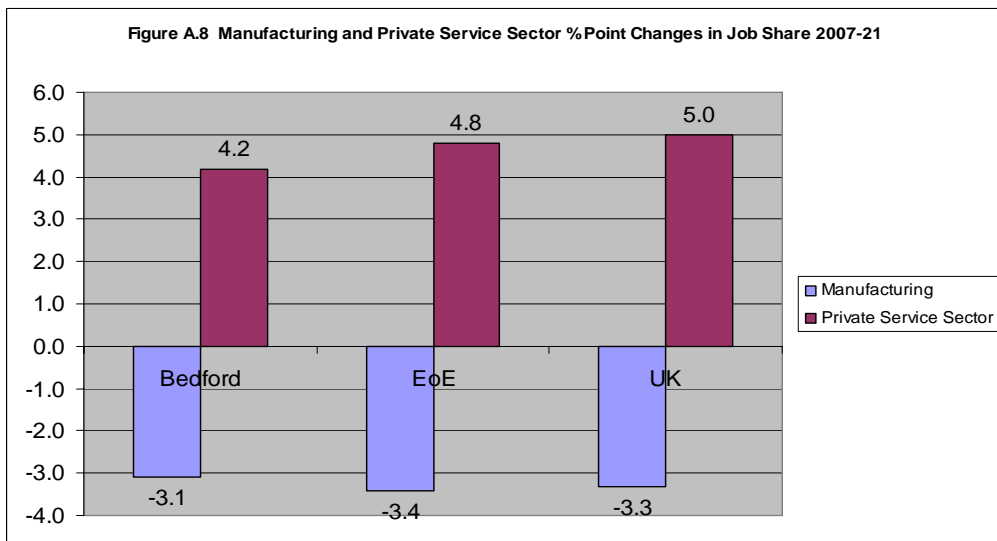
This structural detail is the starting point for how Bedford's economy might fare in future. The 'baseline' forecast described below projects from this starting point.

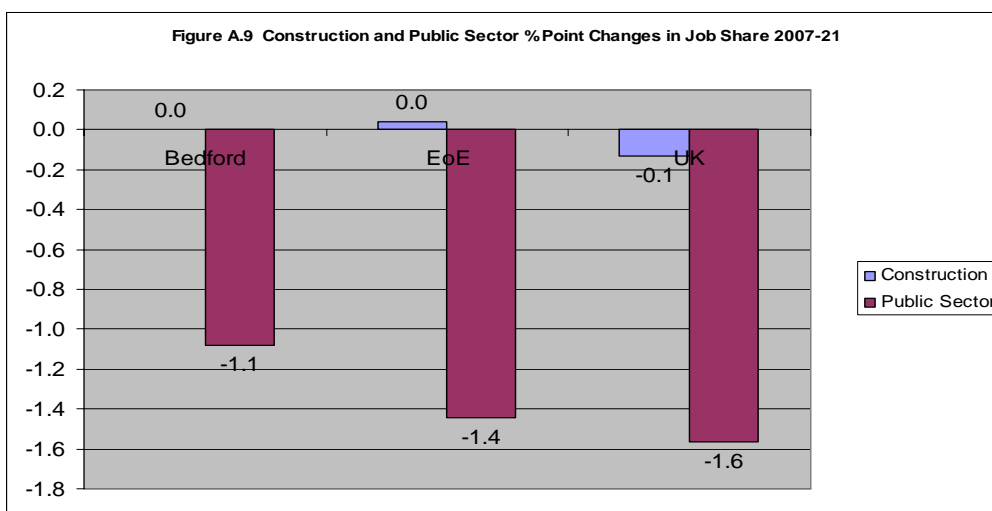
### Forecasts 2007-21

In its latest Spring 2010 'baseline' forecast, Oxford Economics projects that the number of jobs in Bedford will reduce through to 2011 but then to increase to 2021 reaching 86,300 jobs although this would be only 7.6% above the 2007 figure of 80,200 jobs and only 12,400 jobs above the 2001 figure (compared with Bedford's 16,000 target for the period 2001-21). The 7.6% Bedford baseline increase 2007-21 compares with an 8.7% increase for the East of England and a 5.2% increase for the UK – see Figures 3.6 and 3.7 below.



The picture of projected future structural change is illustrated in Figures 3.8 and 3.9. It can be seen that manufacturing in Bedford is projected to see a smaller decline than the region and nationally but that the private service sector will grow less than the region and nationally. Also, the public sector is projected to decline less in job share than regionally and nationally.





It can be said therefore that 'do nothing' forecasts to 2021 suggest, to a degree, a steady relative position on broad sectoral change, but no recovery of the lost position in recent years.

### Growth Sectors

Growth sectors for a Bedford focus emerge from the following analysis of recent sector performance:

- key sectors with the highest percentage change in total production (measured by Gross Value Added – GVA) in Bedford between 2006 and 2009 were:
  - Food (an increase of 62% to £9.9m in 2009);
  - Health and biotechnology (an increase of 49% to £11.4m in 2009);
  - Electronics (an increase of 36% to £19.3m in 2009);
  - Creative (an increase of 18% to £12.2m in 2009); and
  - Automotive (an increase of 58% to £103m in 2009).
- key sectors with the highest total GVA per head in Bedford in 2009 are:
  - Aerospace (£83,000);
  - Advanced manufacturing (£81,000); and
  - Automotive (£79,400).
- GVA per job in Bedford for the automotive, advanced manufacturing and aerospace sectors is higher than in the adjoining local authorities and the UK;
- key sectors with the highest positive percentage change in GVA per head in Bedford between 2006 and 2009 are:
  - Automotive (an increase of 31% to £79,400 in 2009);
  - Health and biotechnology (an increase of 36% to £47,100 in 2009); and
  - Food (an increase of 30% to £71,500 in 2009).
- the low carbon sector contributed £30.3m to Bedford's economy in 2009, only 1.0% of Bedford's total GVA, and employs approximately 550 people in the Borough. However, the sector has an average GVA per head of £55,400 which is relatively high overall though £13,600 less than the adjoining local authorities' sector average and £9,600 less than the UK sector average.

Within the broad structure locally there are some important growth sector strengths to build on but no fundamental reason why growth sectors currently under-represented (but nevertheless present) shouldn't be seen as having valuable potential reflecting, for instance, Bedford's significantly improving connectivity.

A number of high value sectors are present in Bedford's economy and grew well relative to the region and nationally.

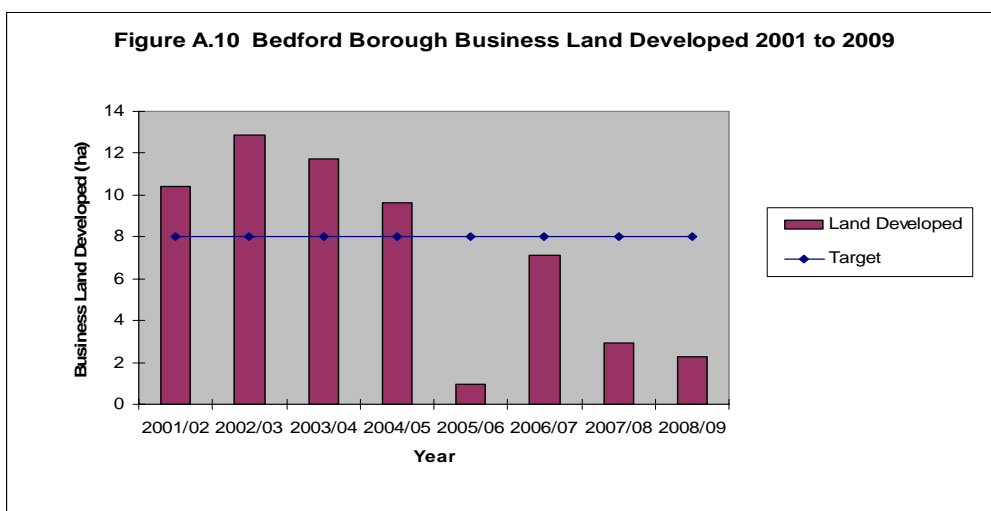
A number of clusters, demonstrating various degrees of cluster characteristics, could also be considered further in respect of their potential to be worked with to deliver quality economic growth eg further i-brand development, a way forward for Colworth Science Park, quality town centre strengthening and action around the electronics, automotive/advanced engineering, creative and environmental sectors.

Overall, a future sector focus for Bedford's economy could be as follows:

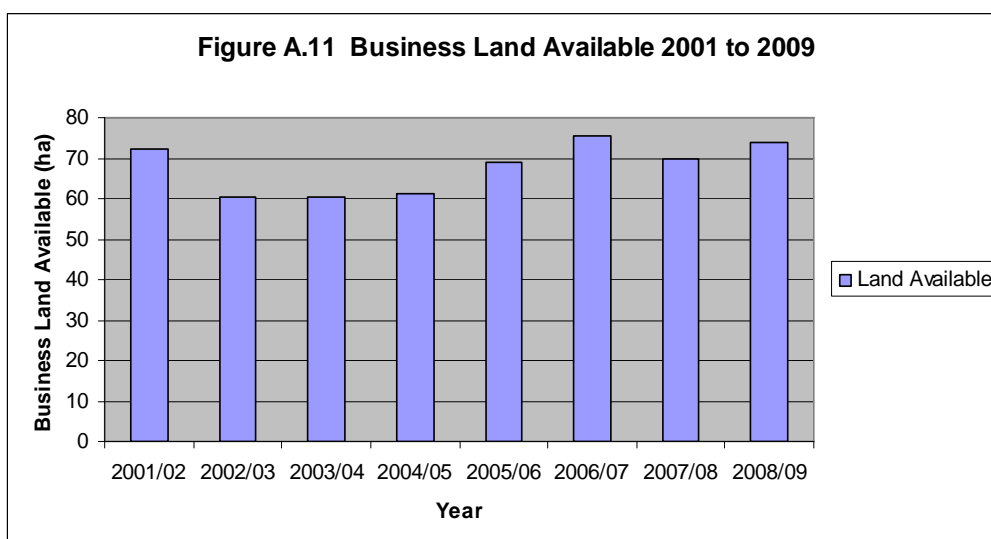
- High Value Sectors for General Proactive Focus:
  - Advanced Manufacturing/Engineering including Aerospace, Automotive, Electronics;
  - Food Production;
  - Life Sciences/Biotech/Health; and
  - Low Carbon.
  
- Sectors for Selective Pro-Active Focus (eg where high value):
  - Finance and Business Services (including ITC); and
  - Creative (incl. film, digital media, design ...).
  
- Key Attractor Sectors:
  - Town Centre Retail (Premium and Specialist focus);
  - Tourism and Hospitality; and
  - Creative Sector (art, cultural).
  
- Important Growth Sectors for Reactive Attention:
  - Care;
  - Construction;
  - Food (and Drink) Production; and
  - Logistics.
  
- Key Research and Skills Support Sectors for above:
  - Higher Education; and
  - Further Education

## **Land and Buildings**

An overview of the land and buildings supply and demand situation is provided by statistics on the net development of land for business and land available for development. The picture of net development of land for business (B1 to B8 uses – out of centre offices, factories and warehousing) is presented in Figure 3.10. It is clear that in Bedford the recession was heralded some years prior to its actual occurrence by a significant reduction in business land take up – to well below the 8 ha or so required on average to provide for an 800 a year overall growth in jobs (16,000 from 2001 to 2021).



Evidence that this slowdown could not be readily attributed to land supply is provided by net business land supply statistics which show a steady and substantial supply - see Figure 3.11 – although land ownership and real availability may have been factors.



A wider picture of supply is provided by the Strategic Sites for Business Bedford 2010 document that identifies 505,000 m<sup>2</sup> of potentially available business floorspace equivalent to in excess of 110 hectares of business land availability which might be able to accommodate, in total, some 14,000 jobs.

However, the reduced jobs content of existing employment areas and the need to provide for flexibility and choice in support of actual delivery and address wider issues of fit with demand, the Local Development Framework Allocations and Designations process has identified a number of additional business sites for consultation amounting to about 70 ha in total.

The above picture is very much a high level planning overview of land and property for business. A recently completed study (March 2010) by Lambert Smith Hampton looking at business property from a commercial perspective has identified the following key features of recent trends and the current and prospective market position:

- no new development in the industrial/warehouse sector;
- a very limited offer in the office sector;
- the importance of delivery of new product;

- an issue with congestion;
- future demand for B1(a) (offices) B1(c) (light industrial) and B8 (storage and distribution) uses;
- possible issue around 50% of development pipeline being controlled by two landowners/ developers;
- a threat of over-supply of offices beyond the 5 year period;
- immediate pockets of under-supply (industrial and offices) and in some cases evidence of demand outstripping supply even in the current climate;
- a low availability of office units below 50 m<sup>2</sup> against a backdrop of consistent demand;
- the supply of small workshop/start up units of below 50 m<sup>2</sup> is extremely limited in spite of substantial Council provision;
- a need to provide incubator/follow on/start up space in both sectors; and
- shortages also in the warehouse sector between 5,000 and 10,000 m<sup>2</sup> and in the office sector for buildings in excess of 500 m<sup>2</sup>.

In the 2010 Bedford Business Survey businesses ranked premises availability as an unprompted significant positive. However, 12% of Bedford businesses envisaged outgrowing or otherwise relocating from their current premises over the next two or three years with just over half welcoming Council contact for help with this. And the main features of premises expected to be sought were within Bedford/Bedfordshire (19%), close to/at present location (16%), industrial units (14%) and close to transport links (12%).

### **Inward Investor/Local Business Mover Indications**

Enquiries for properties through the Council's on-line property database or direct to the Council have reduced slightly over the period of the recession at just under 300 a year. Of these around 50% have been inward investment enquiries, 21% have been enquiries from local businesses and 25% from potential local start ups.

The majority of inward investment enquiries have been industrial, followed by retail. Local business enquiries have been for a balanced spread of industrial, retail and office buildings while start up enquiries have been retail focussed.

Properties have in general been available from a use, size and location perspective but issues have arisen in respect of price and quality with businesses finding affordable premises to be of poor quality while premises of sufficient quality have been felt to be overpriced.

Enquiries that have been difficult to respond to in respect of the availability of appropriate sites and/or premises have been the very large site/premises requirements eg of the order of 500,000 sq ft/50,000 m<sup>2</sup> to 1,000,00 sq ft/100,000 m<sup>2</sup> where site area requirements are 10 to 20 hectares/25 to 50 acres.

### **Town Centre**

Town centres are key attractors of business whether retail businesses to a town centre itself, offices around a centre or more widely locating businesses (offices, manufacturing or warehousing) for which a good town centre will attract employees. Bedford is currently very much an 'average' centre (CACI Bedford Retail Study – 2010), in the shadow to some extent of Milton Keynes and Cambridge, both rated as 'quality' centres and each with a significant presence of 'premier' retail outlets. Bedford town centre has however achieved a particularly high share of spend from its core catchment area and could optimally accommodate an expansion of around 200,000 sq ft. Whilst it may not perhaps be feasible

to achieve a clear upgrade of Bedford Town Centre (eg to 'quality' status) via a Town Centre West development (whatever form that takes) together with other schemes, the growth of Bedford Town Centre, perhaps adding around 200,000 sq ft of retail floorspace, would do well to maximise the quality uplift achievable because of its wider ranging economic benefits, well beyond that directly from any development.

For the four town centre schemes that businesses were asked about in the 2010 Bedford Business Survey the balance of high vs low prioritisations was as follows:

Scheme	Very high/high	Poor/very poor	Balance
Town Centre West	+64%	+15%	+49%
Station Quarter	+54%	+17%	+37%
High Street de-trafficking	+50%	+27%	+23%
Batts Ford Bridge	+43%	+25%	+18%

### **Skills and Worklessness**

Bedford has a skills issue around lower than average Level 2 to Level 4+ skills in the working age population and a significant proportion with 'other' qualifications reflecting largely Bedford's significant BME population presence. These skills issues have important implications for worklessness and for the intent to move towards a higher production/higher wage economy.

### **Sustainability**

Businesses across the Borough must make a major contribution to delivery of local CO<sub>2</sub> reduction targets if the targets are to be met. It is encouraging that 49% of local businesses have undertaken some steps to reduce their CO<sub>2</sub> emissions but the target requires all businesses to take major steps. There is a clear desire amongst businesses for support on this agenda.

Businesses have a large waste issue to address. There are clear exemplars which other businesses need to learn from.

### **Economic Infrastructure Priorities**

Economic infrastructure priorities emerging from the Local Economic Assessment and that have required or will require public sector attention are:

2011 to 2014

- Town Centre West – design review and development start;
- High Street Townscape Heritage Initiative underway;
- Station Quarter South - revised initial scheme outline planning approval, developer engagement, detailed planning permission and development start;
- Cardington Shed 1 - restored and occupied;
- A421 Innovation Corridor progress including Marston Vale Innovation Park - Innovation Centre/e-Lab, Low/Zero Carbon Energy Centre, and other business space planning approvals and development start;
- Wyboston Business Park - developer engagement and development start (including possible development of an Innovation Centre);
- initial progress on an i-Worx managed workspace facility for start up and other small businesses needing small scale modern industrial with office space (a possible location being the Ford End Road Gas Works site);

- Bedford Academy completion and opening; and
- provision for Next Generation Broadband and low carbon energy generation with use in the above building schemes alongside approaches to broader area delivery.

#### 2014-15 Onwards

- completion and/or further development of above schemes and programmes;
- University of Bedfordshire campus expansion;
- Bedford College campus renewal;
- schools renewal; and
- High Street de-trafficking.

#### 3.1.3 Broadband

Provision of a broadband service to new homes (and businesses) is not a statutory requirement. However, good service provision is vital to attracting inward investment and supporting business needs; it also makes new homes (and business land and premises) sales easier. The Government ambition is a universal 2Mb service, but consumer expectation is higher and business expectation considerably higher. A recent (2010) Bedford Business Survey has shown significant business support for higher speed broadband

Traditional copper wire cabling has limitations; both distance from cabinet or exchange and the number of users sharing the infrastructure affect the service level. Fibre optic cabling can overcome this limitation; Fibre-To-The-Cabinet (FTTC) service is better and direct Fibre-To-The-Premises better still.

The national telecoms infrastructure system is managed by BT Openreach over existing (mainly copper) cabling, although there is an FTTC project in this area. The area does benefit from the legacy of NTL trial location with good fibre optic provision to many homes, now operated by Virgin.

There remains difficulty providing fibre optic cabling to some new sites with the backhaul to connect existing network proving expensive. Some areas of Borough are 'not-spots' or locations with very poor service, for example in rural villages such as Shortstown, and in Elms & Viking Industrial Estate. Consideration will be required as to how to persuade private investment to improve the overall service and to properly serve these locations.

## 3.2 A Greener Borough

The Sustainable Community Strategy goal for 'A Greener Borough' is supporting a high quality natural and built environment which is valued and enjoyed by all; which encourages biodiversity and supports the development of a low carbon community, including local businesses, capable of adapting to the impacts of climate change.

To achieve this goal, the Partnership aims are to:

1. minimise carbon emissions and adapt to the impacts of climate change focussing on transport, business and homes;
2. minimise domestic and commercial waste production and maximise reuse and recycling;
3. develop a strong green infrastructure network through protecting, extending and linking landscapes, biodiversity sites, heritage sites, green spaces and paths;
4. improve the understanding, enjoyment and care for the natural and built environment;
5. protect and enhance our natural resources including air, soil and water to minimise the impacts of flooding, climate change and pollution;
6. reduce our dependence on fossil fuels; and
7. protect and enhance the rich biodiversity of the Borough.

The infrastructure domains considered under the Greener Borough theme are green infrastructure, climate change, waste and recycling, renewable energy and utilities - electricity, gas, water and sewerage and flood risk management.

### 3.2.1 Green Infrastructure

The overall Green Infrastructure (GI) vision to 2021 is set out in the Bedfordshire and Luton Strategic Green Infrastructure Plan 2007 and the local implications in the Bedford Green Infrastructure Plan 2009. The GI network responds to the needs identified in the plan – for both existing residents and the planned growth - which was based on an assessment of assets, opportunities and needs for landscape, biodiversity, heritage, access and open space.

On the basis of this assessment, a multifunctional GI network comprising a series of corridors has been identified. This network is the priority area for GI protection, enhancement and creation. This network meets identified needs through enhancing and linking existing assets and taking opportunities to extend and strengthen the network.

The aim is to deliver this network over the GI Plan period; key challenges to delivering this GI network are around resourcing acquisitions and funding the long term maintenance of GI sites. Projects will be delivered through a mix of developer contributions, council mainstream budgets, voluntary and community sector groups and other partner programmes. Larger projects include:

- Bedford River Valley Park; based on the 2008 Framework, creating an 860 Ha country park across the floodplain of the River Ouse, east of Bedford by restoring gravel extraction workings;
- River Ouse Corridor Improvements; proposals for additional facilities along the river, with a Waterspace Strategy recently commissioned;
- Marston Vale Community Forest; based on the 2000 Forest Plan, transforming the landscape of the Marston Vale with woodlands, wetland and open spaces, aiming to create 30% tree cover over the 61 square mile area.

- Bedford Green Wheel; building on the existing network of traffic free paths to create a network of attractive routes all around the Bedford area, linking parks, nature reserves, countryside and new country parks associates with housing sites; and
- Bedford & Milton Keynes Waterway, a new broadbeam leisure canal within a green corridor, linking the main UK canal network at the Grand Union Canal to the River Great Ouse at Kempston and onwards to the Fenland Waterways.

Formal parks, play areas and leisure elements of the GI network are presented in the Inclusive Borough section of this document.

### 3.2.2 Waste and Recycling

This first LIP leaves this issue of waste recycling and processing unaddressed pending key strategic decision making in this area.

### 3.2.3 Climate Change

The issues around climate change are wide ranging and have widespread implications - local, regional, national and international. In particular, the scale of carbon emission reduction requirements is large, and progress, while promising in the very short term locally, will be difficult to accelerate (a necessity) without radical action.

The Climate Change Act 2008 committed the UK to a reduction of greenhouse gas emissions of 34% by 2020 against a 1990 base, and of 80% by 2050.

Tackling climate change has for many local areas been driven in the short term by targets within Local Area Agreements which are based on the national carbon emission reduction targets. For Bedford, this means reducing carbon emissions by nearly 11% in the three years from 2008/09 to 2010/11. While early progress has been good, the required rate of carbon emission reduction outcomes over this period is accelerating and will need to accelerate further beyond 2012.

Whereas there are likely to be few specific additional climate change infrastructure projects in the period 2011-14, except possibly exemplar or demonstration schemes, climate change requirements impact on many of the infrastructure domains set out in this document. Examples of programmes to respond to these requirements are:

- for new homes, the DCLG Code for Sustainable Homes, mandatory since 2008, provides an overall rating from 1 to 6 against specific criteria,- energy and CO2 emissions, water efficiency, construction materials, surface water run-off, waste management, pollution, health and wellbeing, building management and ecology. Currently, the requirement is Level 3, rising to Level 4 in 2013 and, from 2016, new homes will be required to be Level 6 zero carbon;
- the Homes and Communities Agency National Affordable Housing Programme requires all homes supported by Social Housing Grant to conform to their Design and Quality Standards. As well as living space, layout and other requirements, the Standard requires design and construction in a sustainable manner, processes that reduce environmental impact, better adapt to climate change and lower running costs;
- for other buildings, the Building Research Establishment Environment Assessment Method, or BREEAM, updated in 2008, provides an overall rating against similar criteria from pass to outstanding. From 2019, these new buildings will be required to be zero carbon with an Excellent or Outstanding rating;
- a number of programmes have been implemented to improve the energy performance of existing housing stock, such as loft and cavity wall insulation, boiler

- replacement and fuel switching. There have also been a number of programmes to improve the energy efficiency of existing employment buildings;
- water neutrality is the Environment Agency's principle that an area should use no more water after growth is delivered than before. The East of England Plan set out that new homes should use 25% less per person per day and that existing homes should use 8% less, and although the Plan has been abandoned, the principle remains because water supply is a finite resource. New homes can be designed to use 25% less – low flow showers, grey water recycling, rainwater harvesting, etc - but in reality, only behavioural change will maintain the standard. With metering as the only mechanism in place, 8% saving in existing homes also requires behavioural change;
  - national transport policy is shifting to focus on demand management, including encouraging mode switch to walking, cycling and public transport. Other initiatives promote car sharing, charging points for electric cars and vehicle excise tax breaks for less polluting cars;
  - microgeneration, or dwelling scale energy generation, has been available for some time although take-up has not been extensive with high installation cost and poor payback cited. Technologies include ground source or air source heat pumps, wind turbines, solar water heating solar electricity, wood fuelled or biomass heating systems and micro-combined-heat-and-power systems. Recently, there have been commercial proposals for householders to make available their roofspace for photovoltaic panels in return for free electricity, with the installation company retaining any feed-in tariff generation to the grid.

#### 3.2.4 Renewable Energy

The UK has a target of 15% of the energy need by 2020, compared with a 20% commitment for the EU.

There is no significant installed wind energy generation in Bedford Borough. Wind farm proposals have been to the north-west of the area and include:

- Airfield Farm, Podington: an application to install three turbines has been refused and the appeal dismissed but the applicant Nuon Renewables is legally challenging the decision; and
- Nun Wood, Harrold: an application for a 12 turbine proposal is under consideration (NB some of these turbines are in neighbouring districts). RWE npower is currently preparing responses to comments received on its proposal in order to submit supplementary information to the three Councils involved.

Two renewable energy generation plants operate in the Borough using waste related gas: an anaerobic digestion green waste facility operated by Bedfordia at Milton Ernest and a landfill gas powered facility at Stewartby landfill site.

There is a planning application pending for a wood waste facility operated by BioGen at Twinwoods Business Park and early thinking on a green energy facility at Bedford Borough Council's Marston Vale Innovation Park employment site, which could also serve the adjoining Wootton village housing extension.

It is also noted that there are two current proposals, possibly competing, for an Energy-from-Waste facility using an incineration technology at Rookery Pit South, near Stewartby. The location is in Central Bedfordshire with the site bordering on to the Borough. Central Bedfordshire Council is tendering for a facility to process 60,000 tonnes per annum of residual waste to meet their local need, known as the BEAR Project – Bedfordshire Energy and Recycling – while Covanta is promoting a private 585,000 tpa plant. If constructed, the

plant could serve existing and new housing and employment sites in the Borough, including the Wixams and the proposed employment site at Stewartby Brickworks.

### 3.2.5 Electricity

The structure of the privatised electricity market was established under the Electricity Act 1989 and the Utilities Act 2000 - the market is regulated by the Office of Gas and Electricity Markets (OFGEM) under pricing policies set by the Gas and Electricity Markets Authority.

Electricity provision involves generator companies, distribution companies and supply companies. Broadly, generators own and operate power stations; seven distribution companies, operating in 14 geographically distinct areas, own, operate and maintain the electrical supply system; 20 supply companies buy electricity from distribution companies and sell to customers. For the purposes of this document, the focus is on network infrastructure provided by distribution companies rather than the developers' infrastructure within a site.

The Distribution Network Operator (DNO) for three of these areas, London, the south east and the east of England, roughly from Littlehampton in Sussex to the Wash, is EDF Energy Networks. A DNO is a 'natural monopoly' licensed by OFGEM to operate and maintain the electrical supply system under a strict price-based regime, with funding levied from consumer bills. Current improvements being delivered by EDF to serve the area include:

- reinforcement of the 400KV supply between Sundon, just north of Luton, and Eaton Socon SuperGrid stations, which will double the overall capacity available;
- construction of a new 90 MVA Grid station at Marston Moretaine, to serve the Marston Vale, including Wixams, and to take load from Bedford's Grid stations, thus freeing capacity for expansion in other areas of the town; and
- construction of a new switching station at Cut Throat Lane to manage spreading the load.

The OFGEM regime presents challenges for connections to new development, particularly multi-phase and multi-developer sites. DNOs are obliged to treat all development as speculative, regardless of whether it is included in an adopted Core Strategy, until a service contract is signed and to operate on a 'first user pays' basis, where the first developer to commit pays the whole cost of any new infrastructure. Once the infrastructure is delivered, DNOs are obliged to offer any spare capacity to the first developer that asks regardless of multi-phase site intentions. To assist in resolving the situation, the 2009 EEDA Power Infrastructure Study identified:

- education to ensure developers, local authorities and other organisations understand the options within OFGEM's regulatory framework;
- developing methods to ensure a projected site demand estimates are realistic;
- early engagement of all developers in identifying a solution to the site power requirement;
- greater use of the 'five year rule' as a mechanism to enable the first developer on a multi-occupancy site to gain a rebate from subsequent developers who share the benefits within five years; and
- exploring opportunities to increase competition for connections through Independent Distribution Network Operators and Independent Connections Providers. IDNOs are licensed by OFGEM to compete for installation and supply to a specific development and own the asset. ICPs compete for the installation and then transfer the asset to the DNO or an IDNO.

With the major capacity upgrades programmed electricity infrastructure does not present a barrier to growth. As more specific electricity infrastructure is negotiated directly with the developer, no electricity projects are included in this document.

### 3.2.6 Gas

The structure of the privatised gas market was established under the Gas Act 1986 and the Utilities Act 2000 - the market is regulated by the Office of Gas and Electricity Markets, OFGEM, under pricing policies set by the Gas and Electricity Markets Authority.

Gas is delivered from offshore production facilities to seven onshore terminals; from these, the high pressure National Transmission System is operated by one distribution company, National Grid, which comprises eight geographic Gas Distribution Networks (GDNs). National Grid also owns and operates eight of the twelve low pressure Local Distribution Zones (LDZs), including the East of England. Each GDN and LDZ operates as a 'natural monopoly' regulated by OFGEM. Sales of gas to domestic and most commercial customers is via 20 supply companies, although there is provision for large user companies to deal direct with the LDZ. For the purposes of this document, the focus is on network infrastructure provided by distribution companies rather than the developers' infrastructure within a site.

Competition to provide infrastructure to sites is well established. As well as National Grid as the LDZ, a number of Independent Gas Transporters (IGTs) are licensed to own and operate gas network assets and Utility Infrastructure Providers are licensed to install networks for adoption by the LDZ or an IGT.

It is understood that Bedford Borough does not require major capacity upgrade and therefore gas infrastructure does not present a barrier to growth. As gas infrastructure is negotiated directly with the developer, no gas projects are included in this document.

### 3.2.7 Water and Sewerage

The structure of the privatised water market was set by the Water Industry Act 1991, modified by the Water Act 2003, and it is regulated by the Office of the Water Regulator, OFWAT. The licensed water and sewerage provider for this area is Anglian Water Services. Although it is possible for an 'inset company' to provide services to a specified area such as a large housing site or large employer, there are none operating in Bedford Borough and all services are provided by AWS.

For the purposes of this document, the focus is on network infrastructure provided by water and sewerage companies rather than the developers' infrastructure within a site.

The Bedford and Marston Vale Growth Area is developing a Water Cycle Strategy for Bedford Borough and northern Central Bedfordshire as a partnership between the local authorities, the water industry and other relevant bodies. The Outline Study 2009, which assessed the infrastructure need for the area, provided part of the evidence base for Anglian Waters' business plan submission to OFWAT for Asset Management Period 5, 2010-15. With the OFWAT determination 2010 (ie business plan approval), funding is in place for a number of improvements, including projects that remove barriers to growth:

- Bedford STW is expected to reach capacity around 2015, depending on the rate of development. Design work, incorporating Marston Moretaine capacity if required, is expected in 2012 with timely delivery of the improvements; and

- Marston Moretaine Sewerage Treatment Works is at capacity; located in Central Bedfordshire, the works serves a number of villages in the Vale, both in Bedford Borough and in Central Bedfordshire. Expansion of the works is constrained by its proximity to houses and its water quality discharge limit (set by the Environment Agency) into the Elstow Brook. Assessment of the works, together with Stewartby STW, against the proposed development in both Council areas will determine whether to expand one or both of these works, to build a replacement works in an alternative location, with pumping treated effluent to Bedford for discharge into the River Ouse or to close the works and pump untreated effluent to the Bedford Southern Orbital Sewer and on to Bedford STW. The assessment forms part of the Water Cycle Strategy and is expected to report in 2011 and improvements delivered with the Bedford STW work.

The WCS also identified a number of projects for inclusion in Anglian Waters' AMP6 2015-20 business plan, including upgrade of the Clapham Water Treatment Works. In the longer term, a new water main from the River Trent to London will pass to the west of the town and provide additional supply and the Southern Orbital Sewer will need reinforcement.

### 3.2.8 Flood Management

Flood management is in a period of transition. It is moving from responsibility shared across Drainage Authority partners including the Environment Agency, upper tier and unitary local authorities and Internal Drainage Boards, to the upper tier and unitary local authorities taking responsibility as Lead Local Authorities.

Following the 2007 floods, the Pitt Review recommended that Local Surface Water Management Plans as set out by PPS 25 and coordinated by Local Authorities should provide the basis for managing all local flood risk. The supporting strategy and legislation has been developed over time:

- DEFRA's Making Space for Water 2008 set out a holistic approach to managing flood risk with Integrated Urban Drainage solutions;
- Flood Risk Regulations 2009 placed a duty on Flood Risk Management Authority partners to manage flood risk from all sources and to reduce the consequence of the effects of flooding, with the Lead Local Authority (LLA) and the Environment Agency taking a local and national lead respectively; and
- Surface Water Management Plan Technical Guidance March 2010 was developed following consultation on Making Space for Water; the Marston Vale Surface Waters Plan 2002, produced by the drainage authorities partnership led by Bedford IDB, was held to be an exemplar Integrated Urban Drainage (IUD) plan.

The Flood and Water Management Act 2010, which received Royal Assent just before the election and is currently awaiting Commencement Orders. The new Act:

- identifies the upper tier or unitary authority as the LLA with responsibilities to co-ordinate local flood risk;
- places extensive duties on LLAs to produce the Local Flood Risk Management Strategy; to share, coordinate and record flooding information; and to adopt SuDS;
- provides for delegation to another Flood Risk Management Authority (with the exception of the overall strategy formulation); and
- maintains the Environment Agency responsibility to co-ordinate national flood risk.

The local IUD is the Marston Vale Surface Waters Plan 2002. The document should have been reviewed after five years, but has been delayed while the framework has been put in place. The review is likely to conclude that:

- integrated, multi-site drainage solutions are preferred for new development; and
- delivery of the 'Joining the Lakes' project utilising Stewartby and Brogborough Lakes to balance seasonal flood storage volume will provide the strategic drainage solution.

### 3.3 An Aspiring Borough

The Sustainable Community Strategy goal for 'An Aspiring Borough' is where all the Borough's children and young people are able to lead safe, healthy and happy lives and are provided with opportunities to develop their self-esteem, maximise their life chances and realise their full potential.

To achieve this goal, the Partnership aims are to:

1. help all children and young people to achieve their full potential through high quality teaching and learning in schools that have accessible community activities and facilities;
2. prioritise preventative services for children in their early years to help families stay together and thrive; and
3. ensure vulnerable children and young people at risk of abuse and neglect are safeguarded and supported to a better life.

The infrastructure domains considered under the Aspiring Borough theme are schools, early years, children's social care, further education and higher education.

#### 3.3.1 Schools

A key driver for schools is performance at Key Stages 2, 3 and 4. A range of local targets are set for this by the Department for Education and feature in the Local Area Agreement. These seek substantial improvement in performance, including that of looked after children.

School accommodation presents two drivers of infrastructure need: schools renewal and growth.

Bedford Borough operates a three-tier system of lower, middle and upper schools. After full consultation, the Council decided to move to the national two-tier system of primary and secondary schools contingent on over £300m funding being made available through Building Schools for the Future (BSF). BSF was intended to deliver major renewal and refurbishment of secondary school accommodation, but, with the new government cancelling all uncommitted BSF funding in the emergency budget, the whole of Bedford's programme has been put on hold pending further government announcements. After much lobbying, funding for the creation of the Bedford Academy was reinstated.

In terms of accommodating growth, Bedford Borough Council as the planning authority has included new schools, or extensions to schools, in S106 Agreements for the strategic housing sites. New schools will be provided, together with a number of extensions to existing premises. However, these negotiations and outcomes in terms of provision are complicated by changing school building standards and limits to what can be expected of developers over and above the provision of land.

#### 3.3.2 Early Years

Current Early Years provision is considered well served as a mixed economy of private sector and Local Authority provision. However, in growth locations, provision usually falls on the Local Authority at least until sufficient demand is established for a private sector provider to enter the market. S106 Agreements usually provide land allocations, but not always buildings except where it is local authority provision.

### 3.3.3 Children's Social Care

Capital infrastructure spend on children's services relates to residential children's homes. Whilst the broad direction of residential children's home requirements is to reduce the need for such capacity, Bedford Borough has a short term requirement for a limited capacity increase across its three properties.

### 3.3.4 Further Education

Bedford College, with some 15,000 students, is a beacon college rated by OFSTED as 'outstanding', a centre of vocational excellence in 5 disciplines and a trainer of thousands of managers and employees each year. Whilst the Bedford's population does not imply a significant projected increase in demand for places major capital investment is required to continue the college's programme of building replacement.

With the withdrawal of campus renewal funding from the former Learning and Skills Council, the College is drawing up and implementing a phased improvement plan for its main Cauldwell Street, Bedford, Campus. It has a number of additional smaller sites which also require investment.

### 3.3.5 Higher Education

The Bedford Polhill Campus of the University of Bedfordshire (UoB) is the main higher education (HE) base in Bedford although Bedford College runs some HE courses at its campus (linked to UoB) and Cranfield and Cambridge Universities are establishing outposts at Colworth Science Park.

Recent major new facilities at UoB's Bedford campus have been extensive new student accommodation (Liberty Park), a Campus Centre, a Learning Resources Centre and Library and PE/Sports Sciences facilities.

Options for the future of the campus are now being considered and a new master plan prepared. It is envisaged that all four UoB faculties will be represented in Bedford with attention being given in particular to developing replacement business school facilities and developing the sports facilities on campus but also to other issues of tired accommodation and transport to, from and on site.

From a Bedford economy perspective, and its underpinning of Bedford's wider quality of life, investment in and by the UoB, increased participation in HE (including the UoB) by Bedford's population, and strengthened business engagement with UoB's faculties, their research strengths and their students will be important to quality economic growth for the area.

The UoB's plan for the Bedford Polhill Campus will be an important next step in delivering on this agenda.

### 3.4 A Healthy Borough

The Sustainable Communities Strategy goal for the 'A Healthy Borough' is that everybody has access to high-quality health and social care services when they need them and the help they need to lead healthy and independent lives.

To achieve this goal, the Partnership aims are to:

1. increase healthy life expectancy for all across the Borough;
2. reduce health inequalities by focussing effort on deprived areas and increasing opportunities for healthier lifestyles;
3. improve help and advice to vulnerable adults and older people to enable them to continue living in their own homes and so maintain their independence for as long as possible;
4. transform adult social care services by improving access, choice, control and advocacy for users and carers through the provision of self directed care;
5. improve dementia services by raising awareness and understanding, and providing earlier diagnosis, intervention and higher quality of care; and
6. improve the safeguarding and well-being of vulnerable adults and older people.

The infrastructure domains considered under the Healthy Borough theme are healthcare and adult social care.

#### 3.4.1 Health

Healthcare provision is under review with the Government's stated intention to move from Primary Care Trust led commissioning to General Practitioner led commissioning. Consultation on this move is underway.

Currently, NHS Bedfordshire is responsible for improving healthcare services and the health of the population of Bedfordshire. This includes commissioning the wide range of services provided from hospitals, GPs, dentists, pharmacists and optometrists; ambulance and paramedic services; mental health services and community health services such as district nurses, health visitors and therapists. It also includes a wide range of work to help people improve their health and to stay healthy.

A healthy population is pivotal to delivering a sustainable community

'A Healthier Bedfordshire' is NHS Bedfordshire's five year plan to deliver world class health services and improve health in Bedfordshire. It contains four strategic goals:-

1. to improve the health and well being of the population in Bedfordshire and its local communities in a fair and transparent way;
2. to reduce unfairness in health and reduce health inequalities;
3. to ensure a better health care experience for the population of Bedfordshire;
4. to ensure that the people of Bedfordshire have more choice and access to high quality, safe, clinically and cost effective local health services;

and three strategic priorities:-

1. Prevention - Investing a greater proportion of our money into prevention;
2. Care closer to home – Creating effective support in local communities to reduce the reliance on hospital care;

3. Choice and Convenience – Offering more choice and convenience, based on patients' needs and preferences.

'A Healthier Bedfordshire' is to provide services closer to the subject population - "Local where possible; central where necessary" is the mantra. The range of services are designed to ameliorate long term, chronic, conditions i.e Diabetes, Asthma, Coronary Heart Disease etc), to manage conditions to avoid complications resulting in emergency (acute) admission to hospital. The strategy is to move traditional hospital based services (outpatients) into district or local centres closer to the subject population. This will allow the General Hospital to concentrate and develop a wider range of more complex specialist services which will offer patients improved choices and reduce the need of outside county area referrals. This strategy will increase the ability to expand in alignment with the forecast population growth.

#### 3.4.2 Adult Social Care

The Borough Council has a recently developed strategy which identifies needs for

- a good supply of care home places
- a limited number of 'high need' places
- provision of extra care housing where people can live independently with support available when needed
- supporting people in their own home – investment in support services and home adaptation – move from 'prescribing care' to 'enabling care' or Self Directed Support
- continued investment in home and care facilities for a wide range of particular vulnerable groups, eg people with learning disabilities, rough sleepers with complex needs and people with mental health issues to enable independent living in the community.

### 3.5 A Safer Borough

The Sustainable Community Strategy goal for 'A Safer Borough' is where people live safer lives.

To achieve this goal, the Partnership aims are to:

1. reduce burglary, robbery and other serious acquisitive crime and criminal damage;
2. tackle the issues which increase the likelihood of re-offending and target prolific offenders;
3. tackle anti-social behaviour;
4. reduce incidents of domestic violence;
5. tackle crime and disorder by reducing drug dependency and alcohol misuse;
6. tackle the fear of crime; and
7. increase public confidence in the Partnership's delivery of community safety.

The infrastructure domains considered under the Safer Borough theme are the Police and Fire and Rescue Services.

#### 3.5.1 Police

The maintenance and creation of safe, sustainable, liveable and mixed communities is a fundamental element of national planning policy. Bedfordshire Police is committed to fulfilling its role in the achievement of this. This is reflected in its purpose statement: "Serving communities and making them safe from crime".

Whilst ensuring the necessary infrastructure and staffing levels are in operation at the strategic level, there is an increasing emphasis and focus on local problems and the introduction of a geographical responsibility to policing delivery. To facilitate this, the County is divided into Inspector Led Neighbourhood Areas which are further divided into Safer Neighbourhood Teams (SNTs). The emphasis within the SNTs is on addressing, with partners, problems and quality of life issues at the local level.

A key issue is maintaining, and adapting as necessary, existing operational infrastructure and staffing whilst ensuring that appropriate additional capacity is provided to meet the challenge of growth. This involves securing appropriate capital and revenue resources to address such growth.

Particular targets include:

- strengthening delivery by the SNTs;
- creating small satellite operational facilities as appropriate to support the more strategic units; and
- working with partners to examine innovative ways of delivering police services, including the sharing of facilities as appropriate.

Bedfordshire Police and Police Authority have produced their 2010-13 Strategic Plan and Annual Policing Plan 2010-11. However, with the continuation of work to collaborate with other forces, particularly Hertfordshire, its operational and estates strategies remain under ongoing review to ensure achievement of their objectives. Projects include:

- new police presence or base at Biddenham Loop, Wixams and Shortstown; and
- possible relocation of the town centre facility to the Kempston HQ in conjunction with the town centre redevelopment, together with a replacement police base.

The Police also have a particular role in implementing the Association of Chief Police Officers' Secured by Design program, recently revised with a New Homes 2010 guidance. Supported by the Homes and Communities Agency, the police advise on, and are a consultee for planning applications on, new housing developments as well as employment developments to ensure that layouts and buildings are appropriate to reduce opportunities for crime.

### 3.5.2 Fire and Rescue

The Bedfordshire and Luton Fire and Rescue Service Long Term Strategic Direction 2007-Beyond aims to maximise the 'safety of our communities by whatever means possible' and 'deliver a modern well managed and effective fire and rescue service of which we can all be proud'. The service operates with strong partnership working integrated across authority boundaries and works closely with the other emergency services, health authorities and local authorities.

The service operates 14 fire stations including whole time stations at Bedford (Barkers Lane) and at Kempston, together with a station at Harrold on the retained duty system. The Combined Fire Authority, which covers three local authority areas, delivers:

- prevention, protection and response to a wide range of emergency situations, including fires in the home, public, commercial and industrial buildings, road traffic collisions, rail and air accidents; and
- resilience capability against the largest risks, including terrorism, chemical, biological, radiological or nuclear incidents and flooding.

CLG's Fire and Rescue Service National Framework 2008-11 requires Fire Authorities to:

- reorganise into Regional Control Centres – the East of England centre is located in Cambridge – by 2011; however, the new government has announced that regional co-ordination will be abandoned, but have not yet confirm with legislation; and
- publish a three year Integrated Risk Management Plan, reviewed annually. Locally, this document is referred to as the Community Risk Management Plan.

The local CRMP 2009-12 focuses on a number of public facing and internal service improvement projects. The Plan does not identify a capital infrastructure requirement for additional premises or extensions to the services' buildings. However, the Plan is under review and the CRMP 2010-13 will be presented for approval by the Fire Authority in September 2010. Any relevant projects identified in the revised Plan will be incorporated into future versions of this document.

### 3.6 An Inclusive Borough

The goal for 'An Inclusive Borough' is where all people feel part of the wider community and are proud to celebrate its rich diversity; where inequalities are reduced and all people are able to participate in the sporting, artistic and civic life of the Borough.

To achieve this goal, the Partnership aims are to:

1. reduce the proportion of people living in poverty and so make a positive difference to communities;
2. promote activities that bring people and communities closer together;
3. encourage and support more people, particularly from under-represented groups, to take on civic roles and volunteer within their communities;
4. create more opportunities, and provide support and advice, to enable people to influence local decisions;
5. encourage and enable more people to participate in local arts, culture and sporting activities; and
6. ensure that marginalised and vulnerable people receive effective support, advice and advocacy, and can access key services.

Reflecting these aims, and the fact that there is much addressing of these aims in other themes (Thriving, Greener, Aspiring, Healthier, Safer), the (capital) infrastructure domains considered under this Inclusive Borough theme are culture, leisure, sport and community facilities.

A range of strategies and plans relating to these infrastructure domains have existed at various times but none appear to provide a comprehensive and/or up-to-date picture of requirements for other than very specific areas of this agenda.

It is clear that the large scale of population growth envisaged for the Bedford area will require a significant expansion in cultural and leisure facilities. Much of this will however be small scale and provided within or in association with development areas including enhanced existing facilities to provide additional capacity. The local package contents (see Chapter 5), which identify S106 requirements, illustrate this well.

Beyond such local requirements, and environment related leisure facilities referred to in 3.2, 'A Greener Borough', the following strategic requirements associated with population growth and regeneration requirements have been identified:

- major enhancements to Cecil Higgins Art Gallery and Bedford Museum. The bulk of this funding package has been assembled but a funding gap remains;
- a five court badminton facility in Kempston;
- completion of the regeneration of the Church Square area on Church Lane, Goldington. A Growth Area Fund balance from Phase 1 of this project will support this; and
- appropriate additional public art installations where funded by major development schemes.

Further to these requirements, Bedford's Riverside North area can be seen to present opportunities to address cultural, leisure and community requirements although, as for all infrastructure developments addressing this agenda, financial sustainability will be key to the consideration of options for the area. Development of this area will be a subject of public consultation and scheme formulation over the coming year.

### 3.7 A Growing Borough

The goal for 'A Growing Borough' is to reach a position where the supply and quality of housing and transport is capable of supporting the needs and aspirations of the Borough's population now and in the future.

To achieve this goal, the Partnership aims are to:

1. promote the construction of sufficient energy efficient new homes, transport and infrastructure to support the growing economy and population and which can adapt to climate change;
2. improve the transport, community and public infrastructure of the whole Borough to support the economy, population and housing;
3. improve housing and transport for vulnerable people to promote their independence;
4. maintain and improve the condition of all existing housing and transport, including it's energy efficiency and adaptability to climate change; and
5. tackle the problems of air quality in the Borough.

The infrastructure domains considered under the Growing Borough theme are housing and transport although it is important to note that other Sustainable Community Strategy themes, eg 'A Thriving Borough', have a growth delivery focus.

#### 3.7.1 Housing

##### Context

The population of Bedford grew by 19.2% between 1981 and 2009. This is above the Bedfordshire and Luton Sub-Regional average of 18.7% and the Eastern Regional average of 18.8%. These increases compare to an increase of 10.7% for England and are indicative of the pressures on the region.

Ethnic minorities make up 19.2% of the population, the largest group being Asian or Asian British (7.7%) followed by White non-British (6.2%).

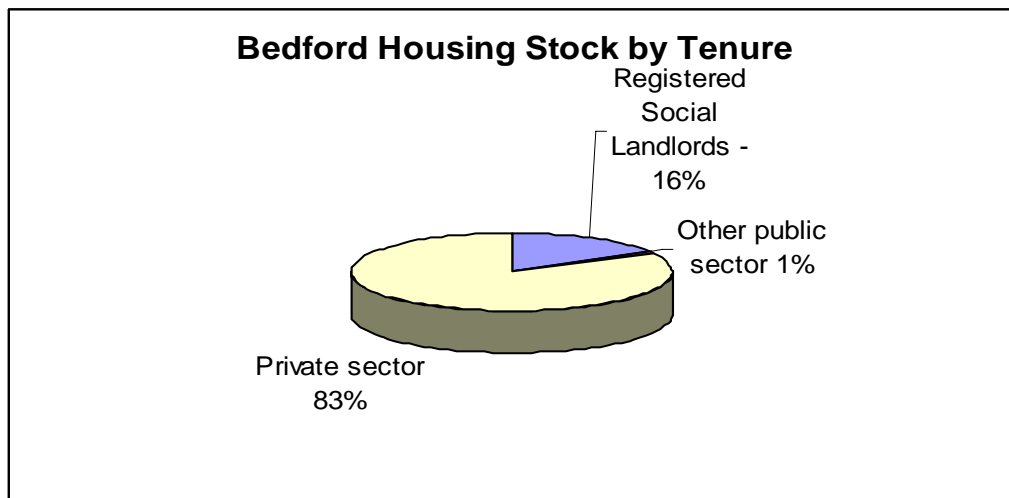
In Bedford in 2001 the population was 147,900 forming 59,600 households mid-year estimates for 2009 indicate that the population has increased to 158,000, a growth of 6.8% 2001-2009. The distribution of household types is close to the national average with slightly more couples and couples with children and slightly fewer pensioners. Average household size in Bedford in 2001 was 2.44. Household size in England is falling. It was 2.65 in 1981 and is predicted to fall to 2.19 in 2021.

Vulnerable households (defined by Government in relation to households in receipt of certain benefits) were estimated in 1987 to form 13% of private sector households with higher concentrations up to 21% in urban wards: Cauldwell, Eastcotts, Goldington, Harpur, Kingsbrook, Queens Park Wards and all three Kempston Wards. (BRE)

The average score from the Index of Multiple Deprivation for Bedford in 2007 was 16.87, Which ranked it 183 out of 354 Local Authorities in England and 15 out of 48 in the East of England. However three small areas (LSOAs) in Bedford ranked in the national top 10%. These were located in Castle, Harpur and Cauldwell wards. (IMD Tables 2007 CLG).

The housing stock grew from 62,078 in 2002/3 to 64,835 in 2007/8. Over 60% of the stock is detached or semi-detached houses – close to the figures for Bedfordshire and Luton

Sub-Region and the Eastern Region while the proportion of flats is slightly higher at 16% compared to 14%.



(Source: CLG Live Table 100 Dwelling stock: Number of Dwellings by Tenure and district: England; 2008/09)

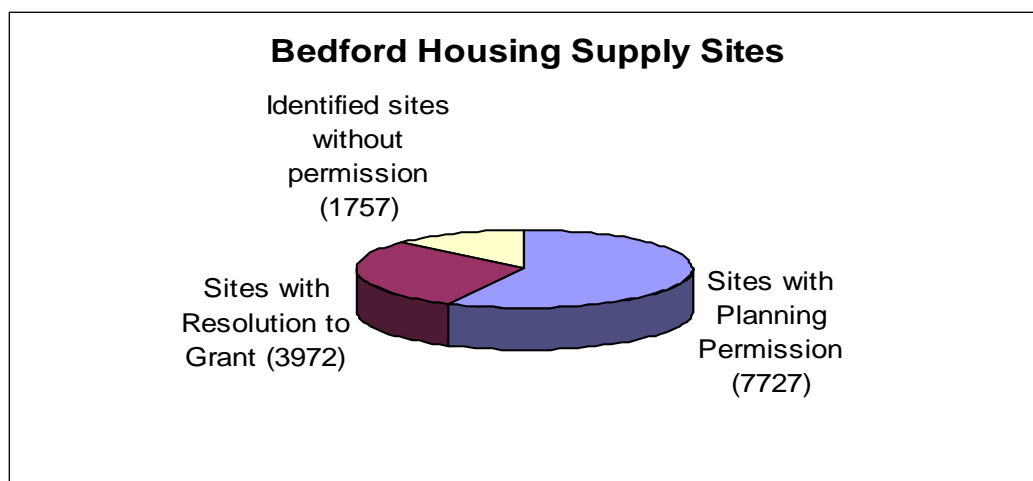
### Planning Framework

Bedford is committed to development as a thriving and growing community. It adopted the Core Strategy and Rural Issues Plan in 2008 and Town Centre Action Plan in 2009 providing a framework for growth up to 2021 with 17,570 net additional homes. Of these, 16,270 are to be located in the Bedford Growth Area (Bedford, Kempston and the northern Marston Vale) and 1,300 in the Rural Area.

The key focal points for development are the town centre and regeneration sites within the urban area, major urban extensions around Bedford and the Wixams new settlement. There will also be much more limited development in the rural policy area.

Planning is well advanced on a wide range of urban extension sites, urban regeneration projects and a limited number of rural sites. Sites have been identified to form a five year housing supply with a total capacity of 13,456 homes,

The strength of the land supply in Bedford is confirmed by the capacity of sites with planning permission (7,727 homes) or with resolution to grant (3,972 homes) Sites for a further 1,757 homes have been identified



## Annual Monitoring Report 2008/09

In addition, Bedford Borough Council is undertaking an Allocations and Designations process which will complete and be adopted in early 2012. This process is likely to identify a number of further sites. For this document, such sites are listed but not considered in further detail. Supporting infrastructure will be included in later iterations of this document when appropriate.

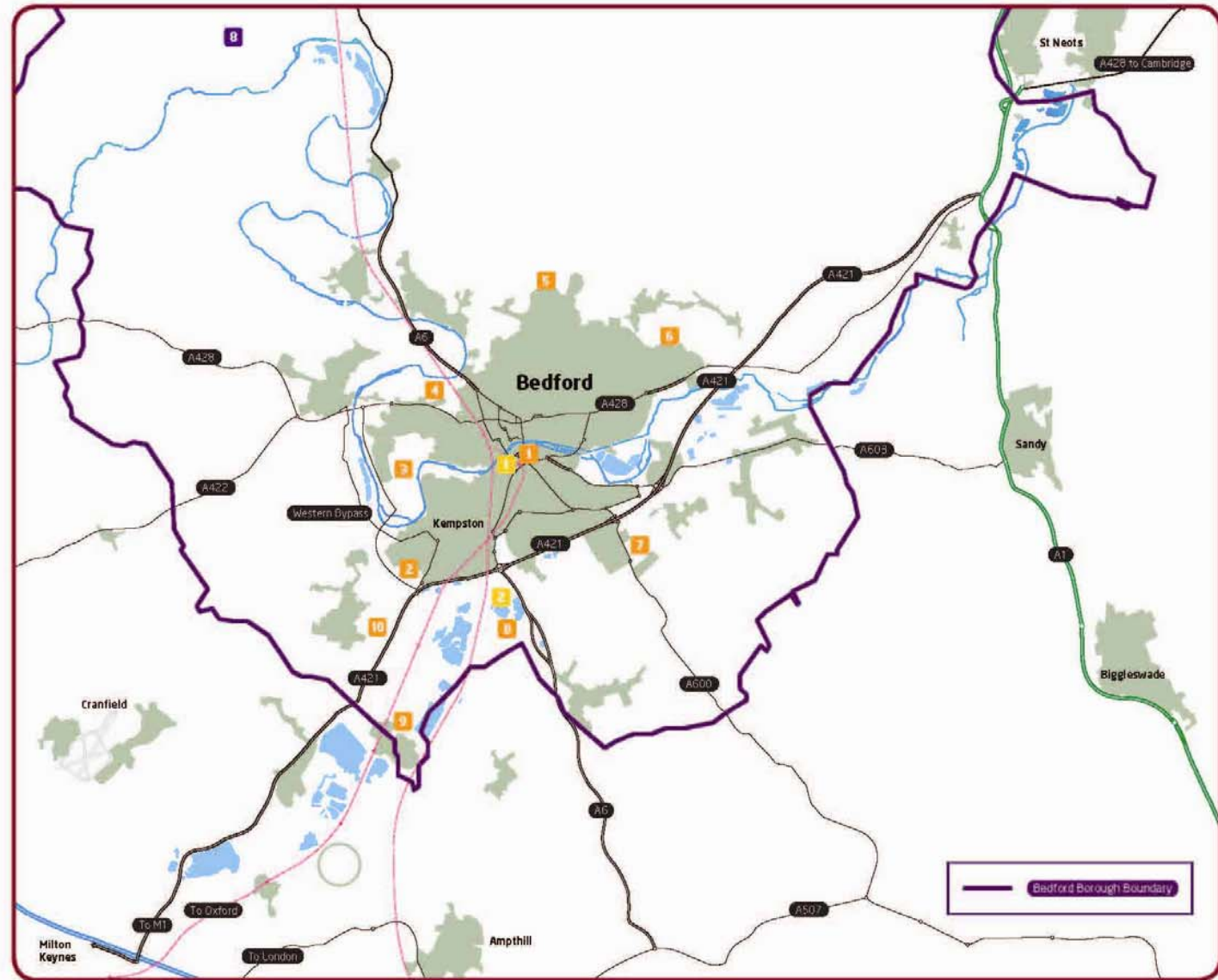
A map showing the major Strategic Sites shown overleaf.

## Major Housing Sites 2010

- 1 Town Centre
- 2 West of Kempston
- 3 Biddenham Loop
- 4 North of Bromham Road
- 5 Brickhill
- 6 Norse Road
- 7 Shortstown
- 8 The Wixams
- 9 Stewartby
- 10 Wootton

## Proposed Housing Allocation Sites

- 1 Town Centre (Ford End Road/Dallas Road)
- 2 Wixams North



Overall progress is below the trend required to hit the target as shown below. This is primarily a result of market conditions.

<b>Progress to March 2010</b>	Growth Area	Rural Area	Total
Target 2001-2021	16,270	1,300	17,570
Completed	3,765	1,250	5,015

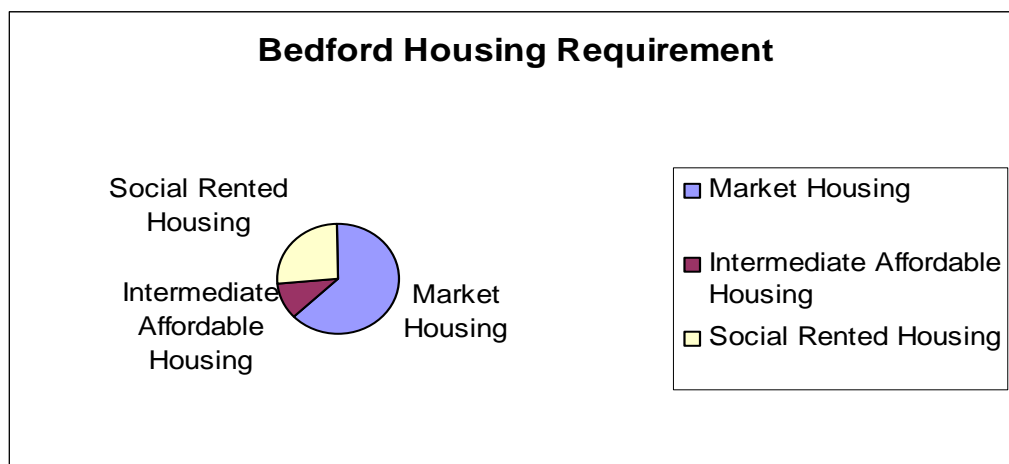
### Affordable Housing

The Council has a target of 200 affordable homes per year and completed 290 affordable homes in 2008/09 of which 232 were new homes. This only fell slightly in 2009/10 to 294.

The Strategic Housing Market Assessment (SHMA) identified 9,800 households, or 16% of households in Bedford, as being unsuitably housed.

It also modelled affordability for the Bedfordshire and Luton Sub-Region and made the following findings:

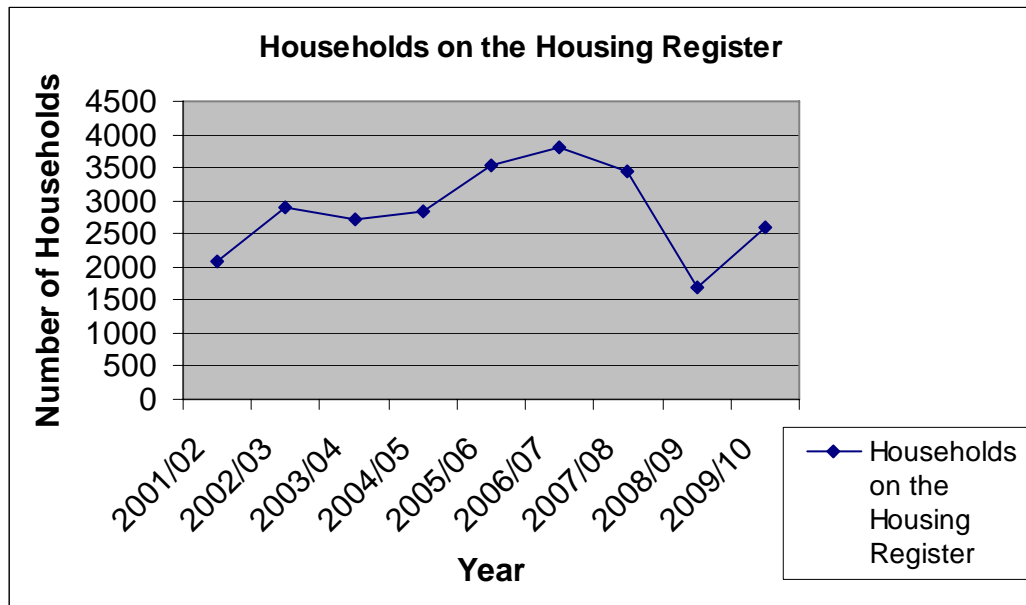
- out of the total of 14,100 homes that Bedford required at the time of database for the SHMA to be provided by 2021 a need was identified for 3,800 social rented homes and 1,500 intermediate tenure homes;
- the planning system will support the delivery of some of these homes but not all. Additional investment will be required particularly to deliver social rented homes;
- there is a need to address the provision of housing in the rural area as part of the mainstream programme;
- there is a need to promote specialised housing for vulnerable groups particularly the growing older population; and
- investment in the existing stock is important to complete the decent homes programme and in the private sector to achieve greater energy efficiency, improved thermal comfort and a reduction in fuel poverty.



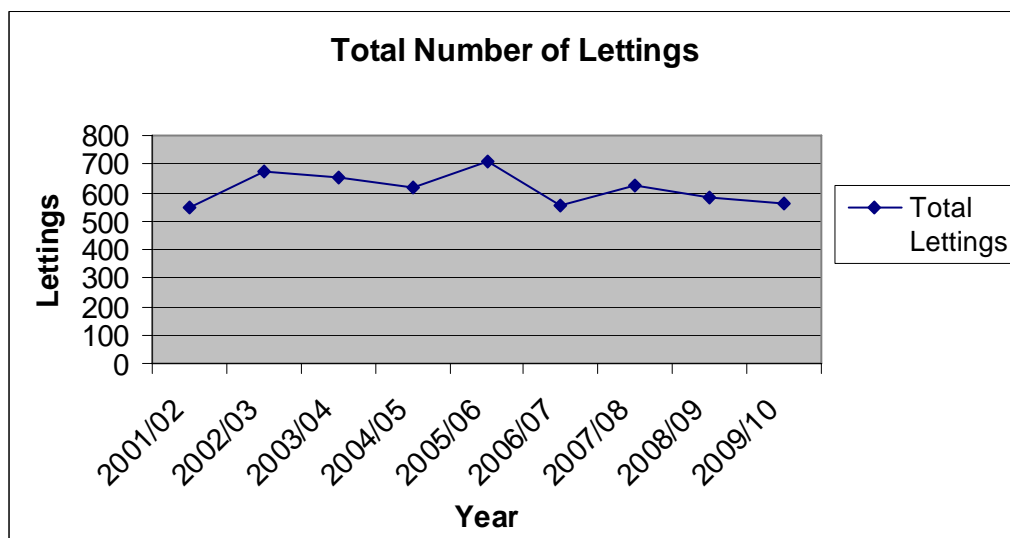
Bedfordshire and Luton SHMA Research Paper 4

## Social Rented Housing

The need to provide 3,800 new social rented homes has already been noted and this is supported by the pressure on the waiting list. Waiting list numbers fell dramatically with the introduction of the Sub-Regional Choice Based lettings scheme as all register applicants were required to re-register. Application numbers are now rising sharply.



At the same time the number of properties available for letting has slightly declined since 2002/03. There has not been a corresponding decline in new homes completions which have risen. This indicates that turnover in existing stock has declined.



## Intermediate Tenures

The SHMA found that there is very little housing other than social rented housing available to households earning less than £20,000 pa. Households earning between £20,000 and £30,000 pa could afford intermediate or social rented housing. Households earning over £30,000 pa could afford market housing but at the lower end this is predominantly through

the private rented sector. It should be noted that the SHMA affordability calculations were based on long-term trends and there will be short-term movements in the market.

CORE data for 2005-08 showed that 9.5% of all general lettings were to households earning more than £20,000 and 4% were to households earning more than £30,000.

Intermediate tenures have the potential to meet two needs:

- providing housing to those who can afford more than a social rent but can not afford to buy; and
- improving access to owner-occupation.

The SHMA analysis identified that 600 new individuals aged between 22 and 29 each year in Bedford achieving earnings over £20,000 for the first time. 350 achieve earnings over £26,500 for the first time each year. Looking at the 30-39 age group 650 achieve earnings of more than £28,400 each year. There is likely to be significant demand for low cost home ownership products.

The SHMA recommended that 60% of intermediate tenure housing should be accessible to households within incomes between £15,000 and £24,999 and that within that 40% should be available to households with incomes between £15,000 and £19,999. It will be challenging to deliver intermediate tenure housing that meets these targets.

## Supported Housing

### Older Persons Housing

The number of older persons within the population is rising substantially.

Number of Older Persons					
	2009	2016	2021	2026	2031
65+	24,400	30,400	33,800	37,600	42,700
85+	3,400	4,700	5,600	6,400	7,900
% 65+	15.4%	18.1%	19.6%	21.3%	23.4%
%85+	2.2%	2.8%	3.2%	3.6%	4.3%

Source: 2009 MYE, 2008 Population Estimates & Forecasts

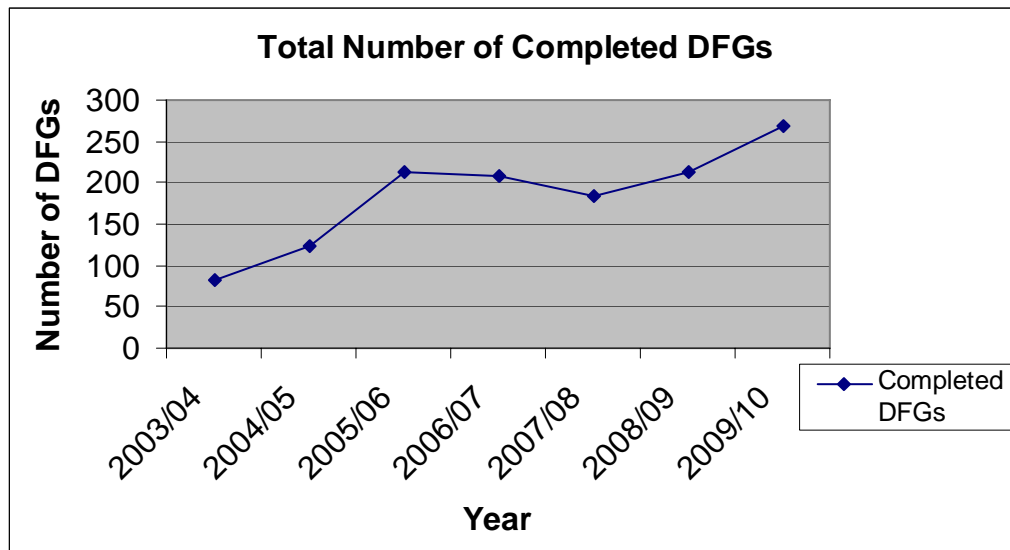
An indication of the rise in the basic level of care needs is given by the numbers it is estimated will be unable to manage a domestic task or self-care activity on their own. With this will come rising care needs including the needs of those with dementia, acquired brain injury, learning disability and nursing care needs.

Care Needs	2009	2015	2020	2025	2030
Total population aged 65 and over unable to manage at least one domestic task on their own	4,657	5,459	6,207	7,136	8,271
Total population aged 65 and over unable to manage at least one self-care activity on their own	8,458	9,907	11,161	12,790	14,688

Source: POPPI 2010

A revised older persons housing strategy is in preparation. The previous strategy published by the County Council in 2008 Changing Lifestyles – Choices For the Future identified a backlog need for extra care homes and a further need for extra care homes to be provided by 2025.

Supporting people at home also remains a major commitment. The demand for Disabled Facilities Grants will continue to rise with the aging population.



The Council is supporting the provision of a social rented extra care scheme at Cardington Court, (BPHA) which has committed funding in 2010-11 and will provide 55 units. The Council is working with Orbit Housing Association to bring forward a mixed tenure extra-care scheme at the former St Bedes School site, Bromham Road. Sites for other projects are to be identified.

Meeting the needs of an ageing population is a major challenge for the Council and the current supply of extra-care homes is extremely limited. The 2008 strategy document Changing Lives – Choices for the Future; Housing and Accommodation Strategy for Older identified that Bedford has an over-supply of outdated and underused sheltered housing and a need for up-to-date extra care schemes including shared ownership options. A significant amount of the outdated sheltered housing is in the process of being decommissioned. St Leonards Court and Grosvenor Court have been closed to be replaced with general needs social rented housing and Cardington Court has been closed to be replaced with a new 55 unit extra care scheme.

The need to move to more flexible person centred provision, including tele-care and mobile warden services was also recognised in the Supporting People Strategy 2008-13. The Supporting People strategy also identified the need to increase the provision of extra care housing.

Extra care is a term that is not always clearly understood. It refers specifically to schemes in which residents own or rent their homes. An extra-care scheme is not a care home. However a high level of care is available on site to residents and there are a wide range of communal facilities. As noted previously, a 2008 strategy identified a backlog need for extra-care units. The Council is currently conducting a new needs analysis and the results will be fed into the Local Investment Plan in later editions.

#### Homelessness and Supported Housing

The work of the housing options team has been effective in finding housing solutions for the homeless and potentially homeless. The Council has also been recognised by CLG for its work with rough sleepers.

The Supporting People Strategy recognises that there is a need for a reconfiguration of the hostel and homeless provision which recognises the complex needs of many rough sleepers and provides accommodations that accords with best practice in both the standard of accommodation offered and the engagement with rough sleepers to promote social inclusion.

This is a priority and will require investment including working with the Places for Change programme. The Council is actively working to identify possible sites for new provision to meet these needs.

The Supporting People Strategy also identified the need to improve housing option for vulnerable young people, young people leaving care, and young people who are carers. There is also a need for improved housing with support for people with mental health Issues. The Council is working to identify a potential site for a development to meet this need through the provision of a 20 unit scheme .

There is a need to provide a new Domestic Violence Refuge with 12 units of accommodation. A property has been identified and discussions are progressing with the owner and with an RSL to bring this project forward.

### Gypsies and Travellers

The Council is currently consulting on potential gypsy and traveller sites. Further consideration needs to be given to this in the light of the revocation of the Regional Spatial Strategy

### Empty Homes

Bedford Borough Council's commitment to reducing Empty Homes is set out in its Empty Homes Strategy 2007-2010. The Strategy Action Plan sets out delivery targets which includes working closely with the Housing Options Rent Deposit Scheme to encourage owners to rent to homeless households and therefore directly meet housing need. The Plan also sets out the use of enforcement measures such as Compulsory Purchase Orders where owners are unable or unwilling to make progress in returning the property to use. The Empty Homes Strategy will be reviewed in 2011.

### Strategic Growth Sites

Most of the housing growth will come from major strategic urban extensions and new settlements. These strategic sites are now starting to deliver around Bedford. The most important are listed below:

### Marston Vale

- Wixams New Settlement: the new settlement at the Wixams (capacity in Bedford 2250 homes and additional, equal capacity in Central Bedfordshire, and the possibility of further extensions currently under consideration). by March 2010 the Wixams had delivered 198 homes including 126 affordable homes. Village 1 is well advanced and all the affordable housing is now complete or in programme. It is strategically important that Village 2 is opened up which will involve a substantial infrastructure commitment by the developer. The current programme would indicate the first housing start in 2012/13; and

- Fields Road, Wootton: this site has significant infrastructure requirements to support the housing development but it is not linked to any other major infrastructure commitment. It is part owned by the Council and part by a developer. The two sites together are expected to provide 1080 homes.

#### Bedford West

- Biddenham Loop and West of Kempston: at March 2010 this urban extension at (capacity 2750 homes) had delivered 92 homes including 50 affordable homes. Good progress is being made in delivering both market and affordable housing. Sustaining this investment, including NAHP, through 2011-14 is a priority; and
- Land North of Bromham: this is a key strategic site because it is linked to the completion of the western by-pass. The scheme will also deliver 1200 new homes.

#### Bedford North East

- Norse Road 2: at March 2010 this had delivered 231 of the planned 249 units including all 75 affordable homes;
- Norse Road 3: this site is owned by an RSL and will provide up to 323 homes in a mixed tenure development. Phase I is funded through a successful Kickstart 2 bid. The kickstart scheme therefore comprises 88 units in total, a mixture of private dwellings, HBD units, Social Rent and New Build Home Buy; and
- Land North of Brickhill: this site has delivered 322 out of a total of 500 homes including 145 out of 159 affordable homes. The remainder will complete in 2010-11.

#### Bedford South East

Bedford South East has a capacity 1529 homes and the first homes will be delivered in 2010/11

- Shortstown: there are two major sites at Shortstown. A start has been made on the northern site which could ultimately provide 970 homes. The southern site adjacent to the A600 will provide a further 130 homes; and
- The southern site east of the Cardington Sheds is linked to the refurbishment of one of the airship sheds. That site will provide 425 homes.

#### Bedford Town Centre Regeneration

The regeneration of the Town Centre including Town Centre West and the Station Quarter remains a high priority for the Council. A design review is currently in progress for Town Centre West. Pre-application discussions are progressing on the Station Quarter site.

The Council has published in 2010 a Strategy for Bedford High Street. This includes the possibility of residential use of the floors above some of the shops on the High Street. Investment will be required to bring this use forward

The list below of regeneration sites in Bedford and Kempston is not exclusive. It indicates the range of sites in Bedford and Kempston that have development potential in addition to the strategic sites.

<b>REGENERATION SITES IN BEDFORD AND KEMPSTON (exc strategic sites)</b>		
<b>SITE LOCATION</b>	<b>CAPACITY</b>	<b>STATUS</b>
<b>Sites with Planning Permission at 30/09/10 excluding strategic sites</b>		
<b>Bedford and Kempston Urban Area</b>		
Bedford, Church Lane	25	The site has full planning permission and accords with the Council's Development Plan policy
Bedford, Goldington Green	10	The site has planning permission and accords with the Council's Development Plan policy
Bedford, Riverside Square	149	The site is allocated under policy TC11 of the TCAAP and has full planning permission. The Council is undertaking further consultation on redevelopment opportunities
Bedford, r/o 29-45 St Cuthbert's Street	14	The site has planning permission and accords with the Council's Development Plan policy
Bedford, r/o 1-11 St Leonard's Street	20	The site has full planning permission and accords with the Council's Development Plan policy
Bedford, 15 Shakespeare Road	11	The site has full planning permission and accords with the Council's Development Plan policy
Kempston, Austin Canons, Phase 2	24	The site is allocated under policy H3 of the LP and has full planning permission.
Kempston Mill, Mill Lane	46	The site has full planning permission and accords with the Council's Development Plan policy
<b>Other possible housing or mixed use development sites: Please note:</b>		
<b>1. Where these sites are subject to current applications or appeals inclusion in the Local Investment Plan does not convey Local Authority support for any specific scheme.</b>		
<b>2. A number of the sites appear in the Local Investment Plan on the basis of their current status in the Allocations and Designations Document which is subject to consultation. The consultation on the first draft has now closed. A further round of consultation will take place in spring 2011.</b>		
<b>Bedford and Kempston Urban Area</b>		
Bedford, Amphill Road (Camford)		Pre-application discussions are in progress
Bedford, Britannia Works, Phase E	255	The site is allocated under policy H2 of the LP.
Bedford Britannia Works, Phase F	100	The site is allocated under policy H2 of the LP.
Bedford, Cecil Higgins	8	The site is allocated under policy TC10 of the TCAAP.
Bedford, Dallas Road	122	Application under consideration
Bedford, r/o Eastcotts Road (Hallmark)	50	Pre-application discussions are in progress
Bedford, land south of Ford End Road	200	This is a significant regeneration site in a prominent position in Queens Park.
Bedford, Melbourne Street	23	Allocations and Designations Proposed Site
Bedford, Old Ford End Road	10	Allocations and Designations Proposed Site
Bedford, Progress Ford, The Broadway	90	The site is allocated under policy TC17 of the TCAAP and has full planning permission subject to S106.
Bedford, Warwick Avenue	180	Pre-application discussions are in progress
Bedford, Windsor Road and Mile Road	10	Allocations and Designations Proposed Site

## Rural Housing

The Council's policy for those areas not identified as part of the growth programme is to respond to local needs of particular communities. The Council will work with local communities that wish to develop affordable housing.

A number of sites have been identified as possible development sites in the rural area. These are listed below.

<b>Rural Sites in Bedford Borough excluding Strategic Sites</b>		
	CAPACITY	
Clapham Folly, The Glebe	5	The site is allocated under policy H17 of the LP and has full planning permission
Elstow, Land off Abbeyfields	12	The site has planning permission and accords with the Council's Development Plan policy
Elstow, land off Romsey Way	36	The site has planning permission and accords with the Council's Development Plan policy
Great Barford, College Farm, High St	58	The site is allocated under policy H18 of the LP and has full planning permission. The site is under construction
Riseley, Keysoe Road	2	The site is allocated under policy H23 of the LP and has full planning permission.
Riseley, off Wells Road	3	The site has full planning permission and accords with the Council's Development Plan policy
Land at Stewartby	610	The site is allocated under policy H13 of the LP and has outline planning permission.
Stewartby, Hostel site, Ampthill Road	75	The site has outline planning permission and accords with the Council's Development Plan policy
Willington, Warren Farm, 32 Station Rd	18	The site has full planning permission. (REM permission since granted for 19 subject to S106))
Wilstead, 1 Cotton End Road	10	The site has outline planning permission and accords with the Council's Development Plan policy
Wilstead, North End Farm/Seasons Car Park, Bedford Rd	38	The site has outline planning permission

<b>Other possible housing or mixed use development sites: Please note:</b>		
<b>1. Where these sites are subject to current applications or appeals inclusion in the Local Investment Plan does not convey Local Authority support for any specific scheme.</b>		
<b>2. A number of the sites appear in the Local Investment Plan on the basis of their current status in the Allocations and Designations Document which is subject to consultation. The consultation on the first draft has now closed. A further round of consultation will take place in spring 2011.</b>		
<b>Rural Sites in Bedford Borough (excluding strategic sites)</b>		
Clapham Folly, The Glebe West	18	Application under consideration
Wootton, Land at Hall End	50	Allocations and Designations Proposed Site
Wymington, 87-89 Rushden Road	25	Resolution to grant planning permission subject to S106

### 3.7.2 Transport

Transport in all its forms has a clear role to play in meeting the current needs of the area and in helping attract and deliver the planned growth in housing, jobs and activity. If there is one fact on which there is consensus it is that Bedford in particular does not have an adequate transport system.

The objectives for transport in the area were set out in the second Bedfordshire Local Transport Plan 2006–11, or LTP2, and were guided by three themes, namely:

- preparing for growth;
- developing the economy, and
- managing our transport assets.

Over this period, there has been a shift in government policy from physical infrastructure delivery to demand management, with the principles set out in Delivering a Sustainable Transport System. Bedford Borough Council is preparing the third Local Transport Plan 2011-16, or LTP3, with themes that reflect this change in policy:

- encouraging modal shift;
- promoting access to services;
- promoting links between health and active travel;
- reducing the environmental impact of transport within a climate change and carbon reduction agenda; and
- maintaining the asset.

The Bedford Western Bypass Phase 2 A6-A428 Link is the Borough's highest priority infrastructure project. Over recent years, the A421 Bedford Southern Bypass and the Bedford Western Bypass Phase 1 A421-A428 Link have been opened for traffic – Phase 2 is required to complete the bypass. Not only will the development bring 1,200 homes and 1,000 jobs on the site, the road will re-route North-South through traffic around the town, relieve congestion around the railway station and the town centre and enable town centre redevelopment projects. The Council, HCA and the developer are working closely to deliver the road.

Other local improvements identified in the LTP3, to be adopted by March 2011, will be included in later versions of this document.

As well as local improvements, a number of projects will be delivered in this area by the national agencies, the Highways Agency and Network Rail:

- A421 Bedford to M1 J13; this Highways Agency major scheme is under construction and on track to open for traffic in December 2010; it is delivered as an additional dual carriageway, leaving the existing road for local traffic;
- M1 J10 to J13 Improvements; this Highways Agency major scheme is due to open to traffic in 2013; delivered as a Managed Motorway Concept, more usually known as peak time hard shoulder running;
- Thameslink Programme service improvements; from December 2011, the current 4 trains per hour Network Rail will operate 50% additional seat capacity with 12 car trainsets along with shorter journey times; from 2014, they will also deliver service frequency improvements of up to 8 trains per hour;
- Bedford Station; with the Network Rail cuts in the emergency budget, the Thameslink Programme will, for now, only extend the platforms to deliver the service improvements at this time. Indications are that improvements to the rest of the rail side of the station will be considered around 2015;

- Wixams Station; part of the Thameslink Programme, a new station at this housing and employment site delivered by Network Rail and the master developer, Gallagher Estates. With the Thameslink cuts, timing is uncertain; and
- East West Rail; promoted by a Consortium of Local Authorities and others along the route aim to reopen the Bedford-Oxford service. The scheme has progressed to sufficient state to be presented to Network Rail's Programme Entry in autumn/winter 2010, with a view to open for passengers around 2016.

Two projects in neighbouring local authorities will also benefit the Borough:

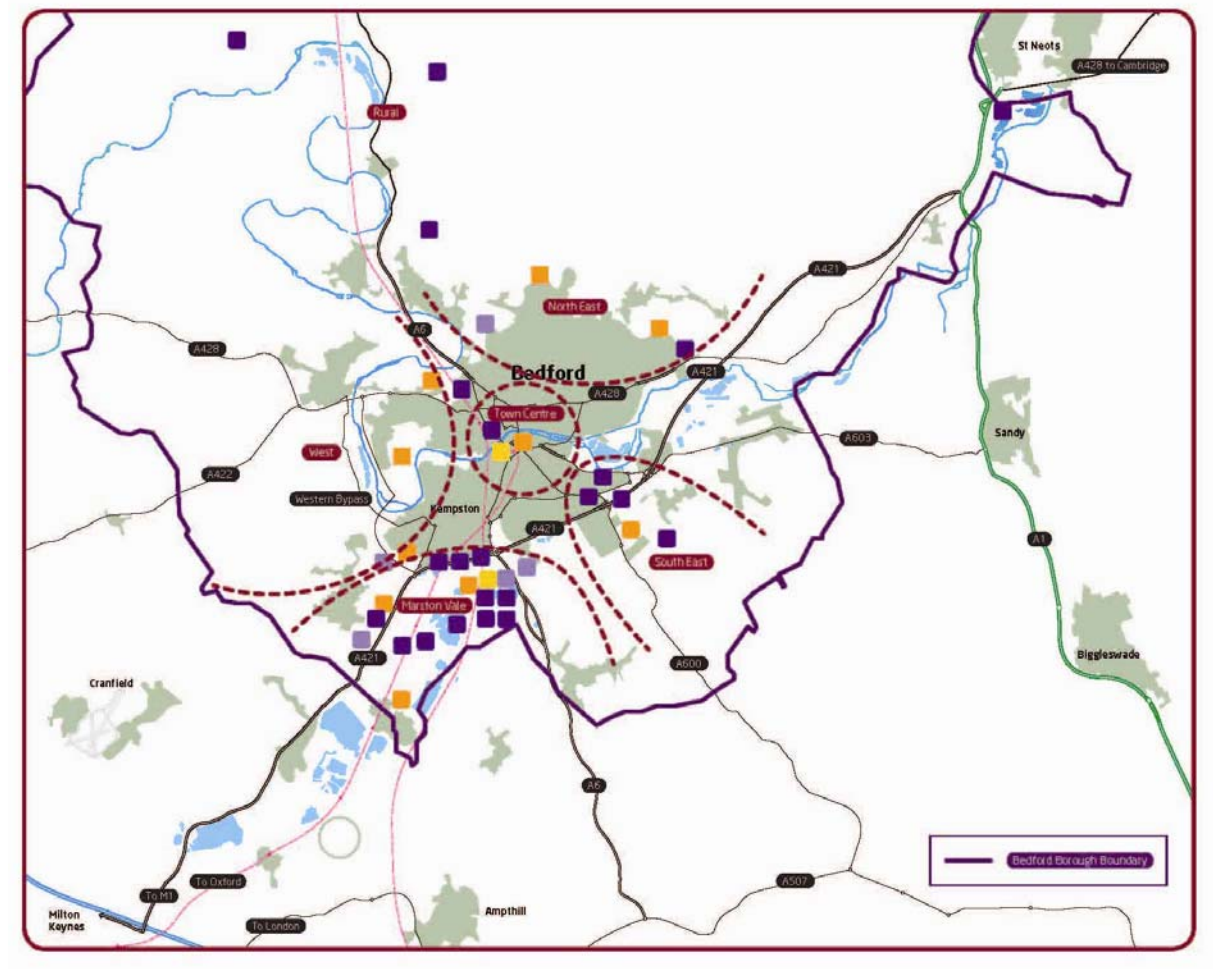
- A421 M1 J13 to Milton Keynes; with the Milton Keynes section largely in place, dualling the Central Bedfordshire section (with the A421 Bedford to M1 J13) will complete the Bedford-Oxford dual carriageway route; and
- A428 A1 to Caxton Common, including improvements to Black Cat Roundabout; mainly located in Cambridgeshire, dualling this link was identified in EEDA's Transport Economic Evidence Study 2008 to improve connections between two major growth areas, Milton Keynes South Midlands and Greater Cambridgeshire; it would also relieve the traffic blackspot at the Black Cat Roundabout with a grade separated junction. However, it is not included in the next Regional Funding Allocation and is likely to prove difficult to deliver.

## 4. Overview of Local and Strategic Packages

The capital infrastructure requirements of growth are presented in this document as a series of groups of linked projects, or Packages. Packages will mainly be associated directly with homes and jobs growth locations, ie Local Packages, but there will also be projects addressing wider geographies, ie forming a Strategic Package. With packages of projects identified, the partners can discuss proposed investments in the context of the growth locations to establish issues of sequencing and coordination and to understand the overall costs associated with a development so that there can be informed discussions about funding requirements. The scale and prioritisation of strategic investments can also be considered in more detail.

### 4.1 Local Packages

Much of the infrastructure required to support growth will be delivered within, or near to, the major housing and employment development sites across the Borough. The concept of grouping sites into clusters provides the advantage of understandable and manageable groupings and of considering both the site specific requirements and the wider picture. Five clusters cover the Growth Area, as shown on the map below, and the sixth cluster, Bedford Rural, covers the area outside the Growth Area.



## 4.2 Strategic Package

Infrastructure requirements addressing wider geographies and appropriately within a Strategic Package include:

- transport schemes addressing broad area agendas;
- Further Education and Higher Education capacity;
- major healthcare facilities such as investment at the hospital;
- social care centres addressing wide area needs;
- centralised emergency service facilities;
- major central utilities facilities such as Bedford Wastewater Treatment Works;
- centralised waste facilities;
- retail and other town centre services;
- cultural and leisure facilities such as expanded gallery/museum space;
- large scale green infrastructure such as Bedford River Valley Park; and
- climate change infrastructure serving a wide area.

## 5. Local Packages

This chapter sets out the local packages of infrastructure required to serve the identified housing and employment sites of the six clusters.

### 5.1 Bedford West

#### 5.1.1 Major Developments

The Bedford West area contains three major new development sites which are:

- Land West of Kempston;
- Biddenham Loop; and
- Land North of Bromham Road.

In addition, the existing Woburn Road Industrial Estate has the potential with some infrastructure investment to deliver significant additional job numbers within units on the estate currently standing vacant.

The scale of the housing and jobs contributions of these four locations is substantial and can be summarised approximately as follows:

<b>Bedford West Sites</b>	<b>Homes</b>	<b>Jobs</b>
West of Kempston	1,250	400
Biddenham Loop	1,500	250
North of Bromham Road	1,200	1,000
Woburn Road Industrial Estate	0	450
<b>Total</b>	<b>3,950</b>	<b>2,100</b>

The Allocations and Designations process is considering the Bell Farm employment site, which could deliver 1,800 jobs.

#### 5.1.2 Infrastructure Deliverables

Related to the collective scale of these Bedford West developments, a significant scale and range of infrastructure requirements have been identified including:

- circa 1,200 affordable homes;
- a bus link to Ford End Road, Queens Park, two Park and Ride sites and bus service improvements;
- Safe Routes to Schools and cycling improvements;
- three new lower schools with nursery provision, a new middle school and two day nurseries (sites only provided);
- two new primary care centres and a Police facility in Biddenham Loop;
- three district or local centres, a library, three community halls and an ecumenical centre; and
- several playing fields, two country parks and a range of play areas and youth facilities.

The Bedford Western Bypass Phase 2 A428-A6 Link is physically in Bedford West but, due to its importance to Bedford Borough and the surrounding areas, is included in the Strategic Package, as is the potential to relocate the town centre police facilities to the Kempston HQ as part of the Town Centre West development.

## 5.2 Bedford Marston Vale

### 5.2.1 Major Developments

The Marston Vale area contains several major new development sites which are:

- The Wixams;
- Fields Road, Wootton, including Marston Vale Innovation Park;
- Stewartby, including Kimberley, the new Hanson HQ building;
- Interchange Business Park;
- Coronation Business Park; and
- Land West of the B530.

The scale of the housing and jobs contributions of these two locations is substantial and can be summarised approximately as follows:

<b>Marston Vale Sites</b>	<b>Homes</b>	<b>Jobs</b>
The Wixams (Bedford component)	2,250	1,850
Fields Road, Wootton	1,080	800
Stewartby (Bedford component)	610	850
Interchange Business Park	0	250
Coronation Business Park	0	400
Land West of the B530	0	350
<b>Total</b>	<b>3,940</b>	<b>4,500</b>

The Allocations and Designations process is considering the Marston Vale Innovation Park Phase 2 employment site, which could deliver 800 jobs, an additional employment site at Wixams, which could deliver 1,000 jobs (and additional housing) and a major employment allocation at Medbury Farm which could deliver 3,100 jobs or more.

### 5.2.2 Infrastructure Deliverables

Related to the collective scale of these Marston Vale developments, a significant scale and range of infrastructure requirements have been identified including:

- circa 900 affordable homes;
- a Bedford i-Lab style facility on the Marston Vale Innovation Park;
- a new Wixams Railway Station, bus interchange and improved bus services, improvements to Stewartby Railway Station and an A6 - Wixams Station link road;
- a Cranfield Road - Fields Road link;
- 3 new cycleways and various footpath improvements;
- 3 new lower schools with nursery provision and a new middle school and a further new middle school and a new upper school as The Wixams develops;
- land and funding for Broadmead Lower School to be extended and extensions to Marston Vale Middle School and Wootton Upper School;
- a nursery (site only provided);
- a new primary care centre at The Wixams and Wootton primary care capacity; a Police presence base (possibly as a shared facility with primary care centre);
- a town centre, car parks and public squares, several food stores and public house, 3 village halls and assembly hall, public conveniences; and
- extensive park, sports, leisure and other green areas.

### 5.3 Bedford North East

#### 5.3.1 Major Developments

The Bedford North East area contains two major new development sites, these are:

- Brickhill; and
- Norse Road.

In addition, the existing Elms and Viking Industrial Estate has the potential with some infrastructure investment to deliver significant additional job numbers within units on the estate currently standing vacant.

The scale of the housing and jobs contributions of these three locations is substantial and can be summarised approximately as follows:

<b>Bedford North East Sites</b>	<b>Homes</b>	<b>Jobs</b>
Brickhill	304	0
Norse Road	376	0
Elms and Viking Industrial Estate	0	1,250
<b>Total</b>	<b>680</b>	<b>1,250</b>

The Allocations and Designations process is considering an employment site at Manton Lane, which could deliver 900 jobs.

#### 5.3.2 Infrastructure Deliverables

Related to the collective scale of these Bedford West developments, a significant scale and range of infrastructure requirements have been identified including:

- circa 200 affordable homes;
- lower and middle school extensions with early years provision;
- additional primary care capacity (part at Church Lane);
- bus service improvements, new and improved footpaths; and
- a recycling site, a country park and play areas.

### 5.4 Bedford South East

#### 5.4.1 Major Developments

The Bedford South East area contains major new development sites, these are:

- Cardington/Shortstown (Bellway Homes);
- Cardington/Shortstown (Bellcross Homes), including Cardington Sheds;
- G. Park;
- Apex Business Park; and
- Cross Park.

In addition, the two Cardington Airship Sheds have the potential to deliver a significant high profile economic centre, possibly film and media related.

The scale of the housing and jobs contributions of these locations is substantial and can be summarised approximately as follows:

<b>Bedford South East Sites</b>	<b>Homes</b>	<b>Jobs</b>
Cardington/Shortstown (Bellway)	970	0
Cardington/Shortstown (Bellcross)	481	0
Cardington Sheds	0	500
G. Park	0	1,200
Apex Business Park	0	600
Cross Park	0	600
<b>Total</b>	<b>1,451</b>	<b>2,900</b>

#### 5.4.2 Infrastructure Deliverables

Related to the collective scale of these Bedford South East developments, a significant scale and range of infrastructure requirements have been identified including:

- circa 300 affordable homes;
- restoration of fabric of Cardington Shed No.1 together with a sustainable, economically valuable future for the Sheds;
- elderly persons accommodation;
- A600 realignment;
- a lower school phase 1 with nursery provision;
- refurbished Shorts Building and a public square;
- a Surestart centre and a local police facility;
- bus service extensions and improvements, improved cycleways and footways and safe crossing of A600; and
- community buildings and a public square.

### 5.5 Bedford Town Centre

#### 5.5.1 Major Developments

The Bedford Town Centre area contains new housing and employment development sites, these are:

- Town Centre West;
- Station Quarter;
- Castle Lane;
- BT Tower; and
- Riverside

The scale of the housing and jobs contributions of these locations is substantial and can be summarised approximately as follows:

<b>Bedford Town Centre Sites</b>	<b>Homes</b>	<b>Jobs</b>
Town Centre West	38 (net)	0 (net)
Station Quarter	42+	450
Castle Lane	104	* 0
BT Tower	153	* 0
Riverside	149	* 0
<b>Total</b>	<b>486</b>	<b>450</b>

\*some employment but probably relatively low

The Allocations and Designations process is considering a mixed use site at Ford End Road which could deliver 200 homes and 50 jobs, and a housing site at Dallas Road which could deliver 120 homes.

#### 5.5.2 Infrastructure Deliverables

Related to the collective scale of these Bedford Town Centre developments in relation to homes and jobs, a significant scale and range of infrastructure requirements (together with additional projects in the Strategic Package) including:

- circa 200 affordable homes;
- three lower school extensions;
- additional primary care capacity;
- two footbridges over the river;
- replacement Town Centre Police facility; and
- de-trafficking of High Street.

### 5.6 Bedford Rural

#### 5.6.1 Major Developments

The Bedford Rural area contains significant employment development sites, these are:

- Colworth Science Park;
- Thurleigh Airfield Business Park;
- Twinwoods Business Park; and
- Wyboston Lakes business site.

The scale of the jobs contributions of these locations is substantial and can be summarised approximately as follows:

<b>Bedford Rural Sites</b>	<b>Homes</b>	<b>Jobs</b>
Colworth Science Park		250
Thurleigh Airfield Business Park		1,800
Twinwoods Business Park		250
Wyboston Lakes		450
<b>Total</b>		<b>2,750</b>

The Allocations and Designations process is considering a range of enabling development to bring forward the Bedford Watersports Lake within the Bedford River Valley Park. This could include provision of a business park including research and development, a 100 bed hotel & conference centre, a continuing care retirement community of around 350 homes, additional research and teaching space to meet the needs of expanding educational institutions.

#### 5.6.2 Infrastructure Deliverables

The particular scale and nature of Colworth Science Park has led to a project, part funded by EEDA, to develop an innovation and discovery facility, 'The Exchange', at the park. This facility is under construction and due to complete in early 2011.

## 6. Strategic Package

This chapter sets down the strategic infrastructure projects required to address the targets and issues identified above.

### 6.1.1 A Thriving Borough - Retail and Town Centre

Homes and jobs focussed schemes are set out in the Bedford Town Centre Local Package. Strategic Package projects delivering on the retail and town centre targets and serving the wider Bedford Borough area are:

- Bedford Town Centre West: a major mixed use development centred on the existing Bus Station site including new shopping, commercial, leisure uses and homes in conjunction with a new bus station;
- Bedford Station Quarter: in the first instance, a Station Quarter South office focussed quarter, southern station approach and transport interchange associated in due course with a new railway station delivered in association with further Thameslink improvements;
- restoration and de-trafficking of the High Street; and
- other Town Centre Area Action Plan Key Areas of Change including Riverside North from Riverside Square to the Bank Site at Town Bridge, Lime Street, Kingsway Quarter, the former Progress Ford site and St Mary's Quarter.

### 6.2.1 A Greener Borough - Green Infrastructure

Much of the required green infrastructure provision is located with the homes developments, including a number of country parks alongside the urban extensions, and is included in the Local Packages.

Three larger scale projects appropriate for this Strategic Package are:

- Marston Vale Community Forest, managed by the Marston Vale Trust, covers 61 square miles to the south and south west of Bedford with 30% of the area planted with trees. Expansion of the managed area is envisaged;
- as part of the Forest, the Bedford River Valley Park is an 800 ha 30 year project to regenerate the sand and aggregates extraction area east of the town as a country park; it will include many wildlife habitats and activity areas and is envisaged to include a rowing lake; and
- Bedford and Milton Keynes Waterway is a new 24km broadbeam leisure canal and water side greenspace and cycling/walking route joining the Grand Union Canal in Milton Keynes to the River Ouse at Kempston. Associated with the Waterway and enhancements to navigation from Kempston along the River Ouse through the town, and also with the Town Centre, a number of river corridor improvements projects to bring additional facilities are being considered.

### 6.2.2 A Greener Borough – Waste and Recycling

Capital investment in doorstep waste collection and local collection facilities, such as bottle banks, are included in the Local Packages with centralised processing and disposal facilities included in this Strategic Package. The current review of the Waste Strategy might identify:

- a Household Waste Recycling Centre located in the north of Bedford to balance the existing Barkers Lane site serving central and south Bedford; and
- a possible new waste collection vehicle depot.

### 6.2.3 A Greener Borough - Utilities

Major electricity and gas infrastructure projects, such as doubling the electricity supply capacity to the area, will be drawn from the provider's Business Plan and included as a Strategic Package following further discussions. As well as local flood risk management provisions included in the Local Packages, Water Services Infrastructure to be included in this Strategic Package include:

- major upgrade to the Bedford Waste Water Treatment Works; and
- after investigation, either upgrade of the Marston and the Stewartby Waste Water Treatment Works or closure and additional capacity provided at Bedford.

### 6.3.1 An Aspiring Borough - Schools

Capital investment in new school provision associated with housing development is recorded in the Local Packages. With the Borough decision to move from the current three-tier school system to two-tier subject to finance, it is appropriate here to log the major infrastructure investment associated with the major refurbishment programme that was expected before cancellation of the Building Schools for the Future programme. The Government's decision on a replacement programme is awaited.

### 6.3.2 An Aspiring Borough - Further and Higher Education

Major capital development schemes appropriate for the Further Education and Higher Education agenda are appropriately considered in this strategic package. Developments being considered include:

- Bedford College's renewal of the major part of its Cauldwell Street Campus; and
- The University of Bedfordshire's renewal and expansion of its offer at the Polhill Campus.

### 6.4.1 A Healthy Borough - Healthcare

The strategy is to move traditional hospital based outpatients services into district or local centres closer to the population. This will allow the General Hospital to concentrate and develop a wider range of more complex specialist services which will offer patients improved choices and reduce the need of outside county area referrals.

### 6.4.2 A Healthy Borough – Adult Social Care

Capital developments required for social care are mainly associated with homes development locations and fall to the Local Packages to deliver. They include day care centres, nursery provision and community facilities to enable the delivery of children's centre services such as access to maternity and health services, family support, employment training and advice, etc.

However, wider strategic needs exist including extra care housing schemes which, as well as meeting care related housing needs, will serve as hubs for day centre and mainstream service access for older people.

#### 6.5.1 A Safer Borough - Emergency Services

Emergency services capital investment is largely located within the Local Packages. The Greyfriars Police HQ site lies within the Bedford Town Centre West redevelopment scheme and the provision of new Bedford area HQ facilities will be a significant capital infrastructure scheme. The issue of the Police Service's medium and longer term town centre presence is addressed in the Town Centre package.

#### 6.6.1 An Inclusive Borough - Cultural and Leisure

The strategic capital development schemes required by the cultural and leisure agenda, reflecting the growth targets for the Bedford Borough area and which are in the Town Centre include:

- major enhancements to the Cecil Higgins Art Gallery and Bedford Museum. The bulk of a funding package has been assembled but a funding gap remains;
- the cultural and leisure package that may emerge from consideration of the future of Bedford's Riverside North area; and
- appropriate additional public art installations where funded by major development schemes.

#### 6.7.1 A Growing Borough - Transport

With the Local Transport Plan 2011-16, or LTP3, scheduled for completion in March 2011, projects to be included will be defined at that time.

However, the Bedford Western Bypass Phase 2 A6-A428 Link is the Borough's highest priority infrastructure project, and although associated with the delivery of a Local Package housing site at Land North of Bromham Road, it's importance to the town warrants inclusion in the Strategic Package.

Other Strategic Package projects are likely to include:

- A421 Bedford to M1 J13; under construction and open for traffic December 2010;
- M1 J10 to J13 Improvements; due to open to traffic in 2013;
- Thameslink Programme service improvements;
- Bedford Station improvements; and
- East West Rail Bedford-Oxford service.

## 7. Exceptional Priorities

The achievement of sustainable growth for communities requires that a full range of economic, social and environmental infrastructure is delivered together. In essence then, all the infrastructure requirements identified in the Local Investment Plan are important and necessary. Furthermore, by being in the strategies and plans from which they have been drawn these infrastructure requirements have in effect already been identified as priorities.

However, there are some infrastructure projects and programmes which:

- can deliver significantly in the period 2011-14; and
- will have a major place making role with other infrastructure, outputs and outcomes dependent on their delivery; or
- will deliver on key local, national and/or European agendas where regional, national or European programme funding is potentially available and there is clear local ability to deliver.

These infrastructure projects and programmes are identified here as exceptional priorities although this should in no way down play the importance of delivery ultimately of the full range of infrastructure needs identified to support the Sustainable Community Strategy.

The Bedford Borough Infrastructure Delivery Programme (IDP) was approved by the Council and Bedford Borough Partnership Board in September 2009 and identified that the projects that will deliver the greatest impact against delivery of the Sustainable Community Strategy are the completion of the Bedford Western Bypass (A6-A428) and regeneration of the Town Centre, including Town Centre West and the Station Quarter. It was identified that there is a distinct need to increase the skills and employability of Bedford's current and future workforce and the provision of better schools, Further Education and Higher Education provision is also an essential factor to secure sustainable growth.

This Local Investment Plan, developed under guidance from the Homes and Communities Agency, supports the exceptional priorities identified within the IDP and reconfirms the A6-A428 Link Road as the number one infrastructure priority

<b>Exceptional Priority</b>	<b>Basis for Exceptional Priority Status</b>
<b>1 Bedford Western Bypass A6-A428 Link</b> Cost c. £16-20m	<ul style="list-style-type: none"><li>- major place making scheme;</li><li>- funding arrangement broadly in place;</li><li>- brings forward delivery of the strategic site at Land North of Bromham Road (1,200 homes including 240 affordable, 1,000 jobs, and a major country park);</li><li>- pre-cursor role in relieving town centre traffic and congestion and supporting town centre regeneration;</li><li>- wider economic role in respect of north Bedford business areas.</li></ul>
<b>2 National Affordable Housing Programme Delivery (200+ units pa)</b> Cost c. £20m pa	<ul style="list-style-type: none"><li>- major local affordable housing need;</li><li>- delivery on major national affordable housing agenda;</li><li>- programme funding available;</li><li>- clear local ability to deliver evidenced by past performance; and</li><li>- series of appropriate sites identified.</li></ul>

- 3 Supported Housing**  
Cost c. £55m
- growing older population;
  - lack of high quality specialised accommodation;
  - move to enabling model of supported independent living; and
  - need to improve provision for vulnerable groups.
- 4 Town Centre West Redevelopment**  
Phase 1 cost c. £100m
- major place making scheme;
  - renewal of important public transport interchange facility at the bus station;
  - wide economic role in regenerating town centre and creating a significant business attraction factor;
  - rated as highest priority town centre scheme by Bedford's businesses;
  - potential housing content;
  - significant land holdings by three key partners; and
  - demolition of low rise flats in scheme area complete.
- 5 Station Quarter Redevelopment**  
Phase 1 cost c. £100m
- major place making scheme;
  - delivers a significant employment area and, in due course, renewal of a major transport interchange;
  - wide economic role in regenerating area west of town centre and creating a significant business attraction factor;
  - long lease of significant part of the site acquired by Bedford Borough Council; and
  - contract let for clearance of this part of the site.
- 6 A421 Innovation Corridor, including Marston Vale Innovation Park**  
Cost £5m (Advance Works and Innovation Centre)
- A421 Innovation Corridor is a series a Strategic Sites for business, each with a significant job creation role;
  - Marston Vale Innovation Park, at the south western end has a place making role as well as being the early phase of a major quality employment site;
  - supports enhanced delivery of adjoining housing sites (1,000 homes);
  - delivery on 'Low Carbon Economic Growth' agenda of European Regional Development Fund (ERDF) plan for the area;
  - masterplan and advance landscaping in progress; and
  - potential access to Renewables East's Low Carbon Development Initiative and to ERDF to support e-Lab development and low carbon energy facility
- 7 Schools Renewal (Bedford Academy and beyond)**  
Cost c. £24m
- Academy has major south west Bedford place making role; Academy funding in place;
  - key role in addressing Levels 2 and 3 achievement agenda;
  - key business attraction and housing delivery role associated with quality school presence; and
  - key first stages in school renewal, redevelopment and improvement agenda.
- 8 High Street Restoration and de-trafficking**  
Cost c. £6m
- major place making scheme;
  - restoration of important historic environment;
  - wide economic role in regenerating town centre and creating a significant business attraction factor
  - potential housing content;
  - rated as high priority town centre scheme by Bedford's

businesses; and

- Townscape Heritage Initiative scheme, with Stage 1 funding in place addressing building restoration and the lack of local heritage skills. Stage 2 development underway, with funding confirmation expected early 2011.