4. Matter 6 - the Strategic Land Allocation

Further work arising from the examination

The following notes have been prepared to respond to questions arising from Day 3 of the Examination. A revised copy of Policy CS5 reflecting the proposed changes (both a version with tracked changes and a clean copy) is attached, together with a proposed revised Proposals Map for the SLA.

Item 1 – Policy CS5 and Direction of Growth

The Council was asked to consider what reference should be included in the Core Strategy in terms of future directions of growth. Specifically should the CS be clearer about future development in the South East in relation to the SE Plan? The indication from the Inspector is that this issue requires more than our current narrow interpretation of ‘future proofing’

It was suggested (David Lock) that this should be a chapter or a vision for the draft Development Framework, and that the document should make clear that the planning process will start to look into the future of the south east.

1. This request seems to be drawn from the proposed new policy AD1.

2. There seems to be a difference of interpretation of the meaning of AD1 by different parties – the developers’ interpretation seems to be that AD1 is acknowledgement that the Core Strategy should reallocate the SE SDA, as the embodiment of the SEP spatial strategy, and that the Plan:MK review will start from the SDA and then look at how much and where the borough should grow in the future.

3. The council takes a different interpretation of AD1 - that the starting point for the review in Plan MK will be the delivery of the housing and employment requirements and the spatial approach of the South East Plan. Just because these requirements are to be the starting point for the review does not mean that they will be the end point.

4. With that interpretation in mind, it is not considered appropriate for the Core Strategy to ‘fix’ a strategic direction of growth at this stage. The SEP strategic direction provides a starting point, or baseline, and it is then necessary to consider all other possible options against that before coming to a conclusion. Adding in the SE SDA at this stage would pre-judge the outcome of the review.

5. Whilst the desire from some parties for clarity in terms of the future of the former SE SDA land not included in the SLA is understood, this is not something that the council considers should be fixed in the Core Strategy at this stage.
6. A reference, could, however, be made to the spatial strategy of the South East Plan – possibly through an amendment to para 5.16:

“The Strategic Land Allocation, which includes four Strategic Reserve Areas (SR1, SR2, SR3 and SR4) identified in the Local Plan (2005) lies on the eastern edge of the city within the South East Strategic Development Area previously identified in the South East Plan. We estimate that these Strategic Land Allocation can accommodate a maximum in the region of 2,500 homes (plus other uses), meeting the housing targets of the Core Strategy. In line with Policy AD1, the Council is committed to undertake an early review of the Core Strategy in the form of Plan:MK. “

7. In terms of the point made by David Lock that there should be a chapter or vision in the Development Framework flagging up the strategic direction of growth to the South East beyond the SLA, the council does not consider that this is appropriate at this time as it would prejudice the outcome of the review in Plan:MK.
Item 2 - Safeguarding of land for the Bedford & Milton Keynes Waterway

1. Policy CS5, principle 19 requires the safeguarding of the proposed alignment of the waterway. The alignment currently shown on the Proposals Map reflects that shown in the Local Plan (Policy T13, Transport Reserves) and in the Bedford and Milton Keynes Waterway Consortium’s A-Z Project Delivery Plan (The alignment currently shown on the Proposals Map reflects that shown in the Local Plan and in the Waterway Trust’s Project Delivery Plan (submission document B154).

2. The waterway is to be delivered in sections. Construction of sections of the route in Bedfordshire in particular have already begun (the first major structure, an underpass beneath the recently completed new A421 between Junction 13 of the M1 and Bedford has been completed and a recent development at Wootton has made provision for delivery of the Waterway)

3. The section of the waterway that runs through SR1, Eagle Farm North is Section F in the A-Z Project Delivery Plan.

4. As part of the work that has been undertaken on the draft Development Framework for the Strategic Land Allocation, meetings have been held with Gallagher Estates and the Waterway Trust and a realignment of the current safeguarded route has been negotiated.

5. The new route follows the eastern boundary of site SR1 (Eagle Farm North) along M1 motorway alignment. This negotiated realignment is, we understand, acceptable to all parties and the realignment is shown on the draft Development Framework plan (document MKC 22)

6. An amendment to the Proposals Map will need to be made to reflect the outcome of the negotiation. This amendment has been added to the list of changes that need to be made to the Core Strategy

7. Barton Willmore on behalf of Gallagher Estates, suggested that there would be no need for a route for the waterway to be safeguarded on the Proposals Map. The council does not agree with this. It is important that a route for the canal should continue to be safeguarded through both Policy CS5 in the Core Strategy and on the Proposals Map in order to provide clarity and reassurance that a route for the Waterway in its entirety is protected.
Item 3 - Employment land on the SLA and justification for B1a or B1b use

1. There are 79 vacant employment sites in the Borough totalling around 204.9 hectares in 2011. The employment stock is typified by a good supply of small employment sites but relatively few large sites able to accommodate large footprint development. Milton Keynes has eleven sites of five hectares or more but together they account for about half the total stock of vacant employment land within the city. The majority of these large sites are in Magna Park, in the Eastern Expansion Area, which was a specific allocation of land for large footprint uses at the time the Local Plan was adopted in December 2005. There are two large employment sites identified within the Western Expansion Area (where development has not yet started) other large sites available for development are located at Kents Hill, Towergate and Walton. Therefore, the Council’s preference for employment land uses on the SLA is for large scale development as this would help to increase the range of sites available and increase opportunities for meeting requests for large scale development.

2. The Council acknowledges that, if left to the market, given its location between Magna Park and the M1 motorway and the fact that this land is relatively flat, this 12ha site is likely to be developed for B8 warehousing. It would also be suitable for larger footprint light industrial B1c or general industrial development, B2 use development. Across the Borough, the Council does not get many enquiries about land available for B1c or B2 development. However when they do arise, enquiries for large-scale B2 development if they cannot be accommodated at Magna Park or by occupying an empty building have be directed to less suitable sites for these uses such as Towergate (which is allocated primarily for B1a office development) because, other than the land at Magna Park, there are no other suitable sites available for large scale industrial development which are closer to the motorway.

3. Additionally, the vast majority of all vacant employment within the Borough is allocated for mixed ‘B’ use class development. Land allocated for B1/B2/B8 uses or permutations of B1/B2/B8 and B2/B8 uses account for around 88.5% of the total supply of employment land within the Borough. In contrast there is very little employment land allocated for largely B1 uses.

4. Although this is a peripheral location on the edge of the city, the site is well located in relation to the A421 and Junction 13 of the M1 motorway. The site could be developed for B1 office development and it may be attractive to employers who want a gateway location to the city and whose staff currently commute from outside the city to work. The Council acknowledges that this would tend to compete with Central Milton Keynes (CMK), which is the primary focus for office development within the city (Policy CS 7) but the reality is that not all office development will go to a
city centre site and in economic development terms, there are benefits to having some opportunities for out of town office development.

5. A key principle in the original Master Plan for the city was to disperse employment land across the city to give people the opportunity to live close to their place of work and to spread peak hour traffic flows more evenly. The location of the employment areas was critical to the operation of the grid roads because they are the main generators of peak hour traffic.

6. In order to develop the knowledge economy, the strategy adopted in the Core Strategy is to encourage the provision of more office and technology floorspace in the future and reduce our reliance on B8 warehousing and distribution activity. Not only does this target higher value and better paid, more highly skilled jobs to balance lower skilled/lower paid jobs created in services to an expanding population but by focusing growth in the office and technology sectors such development usually provides a greater number of jobs and utilises land more efficiently than warehousing and distribution uses. The Council is seeking to implement this strategy and reduce the reliance on B8 development by not allocating any new land for B8 uses, but instead, relying primarily on Magna Park to accommodate proposals for large scale warehousing at least in the short to medium term. The Core Strategy (para 5.25) also talks about reallocating land allocated for non–office purposes as sites for office and high technology uses and this is a matter to be considered when the Council acquires HCA property assets.

7. The Council’s view therefore is that SR1, Eagle Farm North, should be allocated for B1/B2 uses subject to the criteria in the changed CS3 policy, (i.e. Eagle Farm will only be considered for B1a/B1b if the use cannot be accommodated within Central Milton Keynes), rather than for B8 development.
Item 4 - Policy CS5 and Community Energy Networks

1. The NPPF specifically sets out that new development should comply with local requirements for decentralised energy unless it can be demonstrated that it is not viable or feasible to do so. This implies that the Council is justified in having a policy of the nature of CS15, but that clearly any policy should recognise that there will be circumstances where standards will not be achievable, which Policy CS15 does.

2. The evidence in Submission Document B113 recognises that ‘the costs for implementing this type of technology will be site specific and require a detailed assessment of the proposed development and its electrical and heat demands’ (page 90, 7th paragraph).

3. With the above evidence in mind, it is difficult for the Council to undertake feasibility work for a community energy network on development proposals in advance of the precise mix and location of land uses and therefore the energy demands of the site being fixed. In that context, the Council considers that it would be more appropriate for developers to assess the potential and feasibility of providing a community energy network on site at the planning application stage.

4. In terms of the Strategic Land Allocation, however, the publication of the draft Development Framework now provides an illustrative masterplan and land use budget which could be assessed for its potential to provide a community energy network. This assessment would provide a baseline understanding of the feasibility of providing a community energy network serving the SLA against which future planning applications could be considered. It would still be expected that the developers would need and want to undertake their own assessment when submitting planning applications to reflect the exact mix of uses on site.

5. The council will therefore assess the feasibility of providing a community energy network as part of ongoing work on the SLA.
Consolidated proposed revisions to Policy CS5 (post examination)

**VERSION SHOWING TRACKED CHANGES**

6 Future Development Areas

6.1 The Milton Keynes Local Plan identifies four Strategic Reserve Areas (SRAs) in or adjoining the Milton Keynes urban area.
- SR1 – Land east of Fen Farm
- SR2 – Glebe Farm
- SR3 – Eagle Farm
- SR4 – Church Farm

6.2 The Core Strategy in Policy CS 5 ‘Strategic Reserve Areas Land Allocation’ allocates these areas along with the land between SR2 and SR3, as a sustainable urban extension to Milton Keynes. The allocation is shown on Figure 5.2 ‘Key Diagram - Urban Area’ and the Proposals Map Amendment.

6.2a The Strategic Land Allocation lies on the eastern edge of the city within the South East Strategic Development Area previously identified in the South East Plan. We estimate that the Strategic Land Allocation can accommodate in the region of 2,500 homes (plus other uses), meeting the housing targets of the Core Strategy. In line with Policy AD1, The Council is committed to undertake an early review of the Core Strategy in the form of Plan:MK.

6.3 In addition to the Strategic Reserve Areas Land Allocation and existing expansion areas already identified within the Core Strategy it is recognised that other proposals may come forward at some later date through the Site Allocations DPD Plan:MK or otherwise. Any such proposals must be robustly evidenced and justified in accordance with the principles of this Core Strategy.

Strategic Reserve Areas Land Allocation

6.4 There will be a comprehensive approach to master-planning the Strategic Reserve Areas Land Allocation and any sites identified through the Site Allocations DPD Plan:MK that may come forward at some later date. This work will take into account the need to avoid coalescence (settlements joining together), the need to protect their setting and distinctiveness, and the importance of integrating long term defensible boundaries and landscape buffers into the development.

6.5 The Strategic Land Allocation includes four Strategic Reserve Areas (SRAs) located to the South East (SR1: Land East of Fen Farm, SR2: Glebe Farm, SR3: Eagle Farm and SR4: Church Farm) which were identified in the Local Plan as potential development areas. SR1, SR2 and SR3 fall within the area covered by the existing Milton Keynes Tariff
agreement; there is a requirement for a policy framework for these areas to be in place by 2011.

6.6 The Land East of Fen Farm (SR1) SRA lies to the north of the A421 and includes a transport reservation for the Bedford and Milton Keynes waterway (Local Plan Policy T13), and land safeguarded for any potential future crossing of, or junction with, the M1 motorway.

6.7 The allocation also includes the land between SR2 and SR3, which includes Wavendon’s nine-hole par 3 golf course. The inclusion of this land alongside the SRAs improves the sustainability of the land allocation.

Policy CS 5

Strategic Reserve Areas Land Allocation

The adopted Local Plan identifies four Strategic Reserve Areas (SRAs) in or adjoining the Milton Keynes urban area:

- SR1 – Land east of Fen Farm
- SR2 – Glebe Farm
- SR3 – Eagle Farm
- SR4 – Church Farm

The Core Strategy allocates these areas along with the land between SR2 and SR3 as a sustainable urban extension to Milton Keynes. The allocation is shown on Figure 5.2 'Key Diagram - Urban Area' and the Proposals Map Amendment.

Development in these SRAs Strategic Land Allocation will be permitted in accordance with other relevant policies in the LDF and the principles of development set out below. These principles will be defined in more detail through the preparation of a single Development Framework for all four SRAs, the area, which will be produced jointly by Milton Keynes Council and Milton Keynes Partnership (or any successor bodies), with the involvement of the Homes and Communities Agency, the landowners and developers, stakeholders and the community.

In order to ensure that the SRAs Strategic Land Allocation is brought forward in a strategic and comprehensive manner, planning permission will only be granted for development following the approval of the Development Framework. Development briefs and design codes will also be required for each phase or site, to be prepared by the developer and approved by Milton Keynes Council and Milton Keynes Partnership (or any successor bodies).

The principles of the development are that development should:

1. Provide a sustainable urban extension to Milton Keynes, providing a maximum in the region of 2,500 homes.

2. Create a sustainable, safe and high quality urban extension which is well integrated with and accessible from the existing city. Its structure and layout should be based on the
principles that have shaped the existing city, especially the grid road system, the linear parks and strategic flood water management.

3. Maintain the character and integrity of existing settlements.

4. Maximise opportunities for sustainable travel patterns, including reducing car use by locating development close to public transport nodes and routes.

5. Link to the surrounding road, redway and grid road network.

6. Safeguard land for the provision of a multi-modal transport hub **high quality transport interchange incorporating a park and ride site in line with the requirements of Policy CS11.**

7. Apply, as a minimum, the highest standards of sustainable construction in force at the time with the aim of creating a zero carbon and water efficient development.

8. Meet the requirement **in Policy CS15** for a strategic approach to the delivery of a community energy network **unless it can be proven that this is not feasible on technical or economic grounds.**

9. Provide residents and businesses with access to a high quality telecommunications and ICT network

10. Provide new social and commercial facilities and services, and where possible improve facilities in the existing settlements, to meet the day to day needs of new and existing residents

11. Create strategic landscape boundaries to the outer edges of the development area and to soften the impact of the development on the adjacent and surrounding open countryside.

12. Take a strategic and integrated approach to flood management and provide a strategic and sustainable approach to water resource management, including Sustainable Urban Drainage Systems (SUDS) and flood risk mitigation.

13. The delivery of development will be through the Milton Keynes Tariff an updated tariff and/or framework, Section 106 and/or Community Infrastructure Levy agreement to provide for contributions to on- and off-site strategic and local infrastructure in an effective and timely way, **assuming the development gains (outline) planning permission before a Community Infrastructure Levy Charging Schedule is adopted (or April 2014, whichever is sooner).** This must include financial contributions to the improvement and extension of infrastructure and facilities in nearby existing settlements.

14. Employment to contribute to the Borough-wide target of 1.5 new jobs per new home

15. Homes with a range of sizes, types and tenure, including affordable housing at a level in line with the Council’s current SPD, or successor policy

16. Retail and commercial development of an appropriate scale to ensure the weekly convenience shopping needs of new and existing residents in the development area are met.
17. Dependant on the size of development, and in terms of the Council’s current standards of provision, a range of community facilities, including schools and education facilities, health, sports and leisure facilities, provision for the emergency services and the voluntary sector to meet the needs of the new and existing residents. As far as possible these facilities should be located close to each other in accessible locations.

18. A contribution to new or upgraded transport infrastructure. The infrastructure will include the dualling of the A421 between the Kingston Fen roundabout and the M1 Junction 13 and a new multi-modal hub high quality transport interchange incorporating a park and ride site in line with the requirements of Policy CS11.

19. Safeguard the proposed alignment of the Bedford to Milton Keynes waterway.

20. Safeguard land for a future bridge over and/or junction with the M1 (J13a)

Delivery

6.7 The mechanisms for requiring developer contributions towards the infrastructure to support the developments are: Existing MK Tariff (see Chapter 16 ’Delivering Infrastructure’) Section 106 agreements and Community Infrastructure Levy. Until a Community Infrastructure Levy is adopted by the Council (or April 2014, whichever is sooner), the planning obligations regime for Milton Keynes will continue as it currently stands. In the case of this development, this will be the MK Tariff Framework Agreement whereby a contribution is made to infrastructure costs through Tariff payments. At present it is anticipated planning permissions will be in place for the development of the SLA by April 2014. However, for applications that are permitted after a CIL is adopted by the Council (or April 2014, whichever is sooner), all CIL-able development will be required to pay the non-negotiable CIL charge, plus any site specific S106 contributions. Tariff areas that received permission (either outline or full) before the CIL is adopted will continue to make their payments into the Tariff fund and will not be liable to pay CIL or any other S106 contributions.

6.8 The amount, type and cost of infrastructure required and the viability of the contribution sought from developers will be identified through the preparation of the Development Framework SPD. If it continues to act as the Development Control authority, Milton Keynes Partnership (or any successor bodies), will be involved in preparation of the Development Framework for land within the Urban Development Area. Should Milton Keynes Partnership (or any successor bodies) continue also to manage the existing Tariff it may still have a major role in managing any future Tariff.”
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6.3 In addition to the Strategic Land Allocation and existing expansion areas already identified within the Core Strategy it is recognised that other proposals may come forward at some later date through the Plan:MK or otherwise. Any such proposals must be robustly evidenced and justified in accordance with the principles of this Core Strategy.

Strategic Land Allocation

6.4 There will be a comprehensive approach to master-planning the Strategic Land Allocation and any sites identified through the Plan:MK that may come forward at some later date. This work will take into account the need to avoid coalescence (settlements joining together), the need to protect their setting and distinctiveness, and the importance of integrating long term defensible boundaries and landscape buffers into the development.

6.5 The Strategic Land Allocation includes four Strategic Reserve Areas (SRAs) located to the South East (SR1: Land East of Fen Farm, SR2: Glebe Farm, SR3: Eagle Farm and SR4: Church Farm) which were identified in the Local Plan as potential development areas. SR1, SR2 and SR3 fall within the area covered by the existing Milton Keynes Tariff agreement; there is a requirement for a policy framework for these areas to be in place by 2011.
6.6 The Land East of Fen Farm (SR1) lies to the north of the A421 and includes a transport reservation for the Bedford and Milton Keynes waterway (Local Plan Policy T13), and land safeguarded for any potential future crossing of, or junction with, the M1 motorway.

6.7 The allocation also includes the land between SR2 and SR3, which includes Wavendon’s nine-hole par 3 golf course. The inclusion of this land alongside the SRAs improves the sustainability of the land allocation.

Policy CS 5

Strategic Land Allocation

The adopted Local Plan identifies four Strategic Reserve Areas (SRAs) in or adjoining the Milton Keynes urban area:

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Development in the Strategic Land Allocation will be permitted in accordance with other relevant policies in the LDF and the principles of development set out below. These principles will be defined in more detail through the preparation of a single Development Framework for the area, which will be produced by Milton Keynes Council with the involvement of the Homes and Communities Agency, the landowners and developers, stakeholders and the community.

In order to ensure that the Strategic Land Allocation is brought forward in a strategic and comprehensive manner, planning permission will only be granted for development following the approval of the Development Framework. Design codes will also be required for each phase or site, to be prepared by the developer and approved by Milton Keynes Council.

The principles of the development are that development should:

1. Provide a sustainable urban extension to Milton Keynes, providing in the region of 2,500 homes.

2. Create a sustainable, safe and high quality urban extension which is well integrated with and accessible from the existing city. Its structure and layout should be based on the principles that have shaped the existing city, especially the grid road system, the linear parks and strategic flood water management.

3. Maintain the character and integrity of existing settlements.

4. Maximise opportunities for sustainable travel patterns, including reducing car use by locating development close to public transport nodes and routes.
5. Link to the surrounding road, redway and grid road network.

6. Safeguard land for the provision of a high quality transport interchange incorporating a park and ride site in line with the requirements of Policy CS11.

7. Apply, as a minimum, the highest standards of sustainable construction in force at the time with the aim of creating a zero carbon and water efficient development.

8. Meet the requirement in Policy CS15 for a strategic approach to the delivery of a community energy network unless it can be proven that this is not feasible on technical or economic grounds.

9. Provide residents and businesses with access to a high quality telecommunications and ICT network

10. Provide new social and commercial facilities and services, and where possible improve facilities in the existing settlements, to meet the day to day needs of new and existing residents.

11. Create strategic landscape boundaries to the outer edges of the development area and to soften the impact of the development on the adjacent and surrounding open countryside.

12. Take a strategic and integrated approach to flood management and provide a strategic and sustainable approach to water resource management, including Sustainable Urban Drainage Systems (SUDS) and flood risk mitigation.

13. The delivery of development will be through the Milton Keynes Tariff to provide for contributions to on- and off-site strategic and local infrastructure in an effective and timely way, assuming the development gains (outline) planning permission before a Community Infrastructure Levy Charging Schedule is adopted (or April 2014, whichever is sooner). This must include financial contributions to the improvement and extension of infrastructure and facilities in nearby existing settlements.

14. Employment to contribute to the Borough-wide target of 1.5 new jobs per new home.

15. Homes with a range of sizes, types and tenure, including affordable housing at a level in line with the Council’s current SPD, or successor policy.

16. Retail and commercial development of an appropriate scale to ensure the weekly convenience shopping needs of new and existing residents in the development area are met.

17. Dependant on the size of development, and in terms of the Council’s current standards of provision, a range of community facilities, including schools and education facilities, health, sports and leisure facilities, provision for the emergency services and the voluntary sector to meet the needs of the new and existing residents. As far as possible these facilities should be located close to each other in accessible locations.
18. A contribution to new or upgraded transport infrastructure. The infrastructure will include the dualling of the A421 between the Fen roundabout and the M1 Junction 13 and a high quality transport interchange incorporating a park and ride site in line with the requirements of Policy CS11.

19. Safeguard the proposed alignment of the Bedford to Milton Keynes waterway.

Delivery

6.7 The mechanisms for requiring developer contributions towards the infrastructure to support the developments are: Existing MK Tariff (see Chapter 16 ‘Delivering Infrastructure’) Section 106 agreements and Community Infrastructure Levy. Until a Community Infrastructure Levy is adopted by the Council (or April 2014, whichever is sooner), the planning obligations regime for Milton Keynes will continue as it currently stands. In the case of this development, this will be the MK Tariff Framework Agreement whereby a contribution is made to infrastructure costs through Tariff payments. At present it is anticipated planning permissions will be in place for the development of the SLA by April 2014. However, for applications that are permitted after a CIL is adopted by the Council (or April 2014, whichever is sooner), all CIL-able development will be required to pay the non-negotiable CIL charge, plus any site specific S106 contributions. Tariff areas that received permission (either outline or full) before the CIL is adopted will continue to make their payments into the Tariff fund and will not be liable to pay CIL or any other S106 contributions.

6.8 The amount, type and cost of infrastructure required and the viability of the contribution sought from developers will be identified through the preparation of the Development Framework SPD.
NB: Consequential amendments to the Proposals Map show:

- Revised alignment of the safeguarded route for the Bedford to MK Waterway in SR1 (Eagle Farm North).
- Revisions to the land included in the boundary of the SLA in:
  - SR1 (Eagle Farm North) – northerly extension of boundary to include Gallagher land; inclusion of two woodlands to the eastern and western edge of SR1.
  - Land to the south of the A421 to include some 4 ha of land at Wavendon Lodge.