

ITEM 6(b)

Application Number: 17/02105/OUT

Description Hybrid Planning Application (part outline/part detailed) for the construction of a 377 dwelling residential led development, comprising: a) Outline planning application with all matters reserved apart from Access, for: 296 dwellings and associated development, with a vehicular access junction at Little Linford Lane, and; b) Full planning application for: 81 dwellings with estate roads, surface water drainage attenuation, landscaping, phase one of a noise attenuation bund, and other associated development.

AT Land to the West of M1 off Little Linford Lane, Little Linford

FOR Mr D Lakin, Grand Union Housing

Target: 07.11.2017

Extension of Time: Yes

Ward: Newport Pagnell North And Hanslope **Parish:** Great Linford Parish
Council

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1.0 RECOMMENDATION

The application is recommended for refusal.

2.0 INTRODUCTION

The Site

- 2.1 The site lies to the north of Little Linford Lane to the north of Milton Keynes. It is contained by the M1 motorway to the east, and the River Ouse to the north and west.
- 2.2 Little Linford Lane forms the southern boundary of the site. Beyond the site to the west lies a series of manmade lakes formed by historic gravel extraction, and open views to the wider countryside.
- 2.3 To the south of the site is the Northern Expansion Area which was allocated in the Milton Keynes Local Plan (2005). The land immediately south of Little Linford Lane is currently a flat piece of grassland which is related to the motorway service station hotel.

- 2.4 The full site extends to some 20.66 hectares. It comprises of agricultural land used for pasture. The site is mostly open in character with gentle slopes with trees and shrubbery mostly sited along site boundaries. The site slopes gently away from the motorway, with a steeper slope beyond the western boundary towards the Great River Ouse. The site also slopes down towards the river at the northern end of the site.

The Proposal

- 2.5 The proposal is for a hybrid application comprising an outline application which will seek detailed approval of vehicular and pedestrian access only, with all other matters reserved, for the creation of up to 377 residential units and all associated works including surface water attenuation, car parking and landscaping. It also includes a full application for the first phase of development which includes 81 dwellings, landscaping, drainage as well as noise attenuation.
- 2.6 Over the course of the application a series of amendments to the proposal have been made. Of note is that the previously proposed alternative access for pedestrians and cyclists to Newport Pagnell via the North M1 Accommodation Bridge and Newbolt Close is now no longer included. In addition, the previously proposed enlarged roundabout junction from the site onto Little Linford Lane has been replaced with a signalised junction.

Reason for referral to committee

- 2.7 The application has been referred to committee on the basis of the high level public interest in the proposed development.

3.0 RELEVANT POLICIES

3.1 National Planning Policy Framework (2018)

Section 2 - Achieving sustainable development
Section 5 - Delivering a sufficient supply of homes
Section 7 - Ensuring the vitality of town centres
Section 8 - Promoting healthy and safe communities
Section 9 - Promoting sustainable transport
Section 11 - Making effective use of land
Section 12 - Achieving well-designed places

In addition, the National Planning Practice Guidance is also a material consideration

3.2 The Development Plan

Neighbourhood Plan

The application site does not currently form part of a designated neighbourhood plan area.

3.3 Core Strategy (2013)

CSA Presumption in Favour of Sustainable Development
CS1 Milton Keynes Development Strategy
CS9 Strategy for the Rural Area
CS10 Housing
CS11 A Well Connected Milton Keynes
CS12 Delivering Successful Neighbourhoods
CS13 Ensuring High Quality Well Designed Places
CS17 Improving Access to Local Services and Facilities
CS18 Healthier and Safer Communities
CS19 The Historic and Natural Environment
CS21 Delivering Infrastructure

3.4 Saved Policies of the Local Plan 2001-2011 (2005)

S10 Open Countryside
S11 Areas of Attractive Landscape
D1 Impact of Development Proposals on Locality
D2 Design of Buildings
D2A Urban Design Aspects of New Developments
D4 Sustainable Construction
HE1 Protection of Archaeological Sites
NE1 Nature Conservation Sites
NE2 Protected Species
NE3 Biodiversity and Geological Enhancement
NE4 Conserving and Enhancing Landscape Character
H2- H5 Affordable Housing
H7 Housing on Unidentified Sites
H8 Housing Density
H9 Housing Mix
T1 The transport User Hierarchy
T2 Access for Those with impaired mobility
T3, T4 Pedestrians and Cyclists
T5 Public Transport
T10 Traffic
T11 Transport Assessments and Travel Plans
T15 Parking Provision
T17 Traffic Calming
L3 Open Space Standards of Provision
PO4 Percent for Art

3.5 Supplementary Planning Documents

Milton Keynes Parking Standards 2016
Planning Obligations SPG for Education Facilities (2004)
Planning Obligations SPG for Leisure, Recreation and Sport Facilities (2005)
Social Infrastructure Planning Obligations (2005)
The Milton Keynes Drainage Strategy - Development and Flood Risk
Supplementary Planning Guidance
Sustainable Construction (2007)
Affordable Housing (2013)
New Residential Development Design Guide (April 2012)

3.6 Human Rights Act 1998

There may be implications under Article 8 and Article 1 of the First Protocol regarding the right of respect for a person's private and family life and home, and to the peaceful enjoyment of possessions. However, these potential issues are in this case amply covered by consideration of the environmental impact of the application under the policies of the development plan and other relevant policy guidance.

4.0 **MAIN ISSUES**

4.1 As a hybrid application, part of the proposal is in outline form, with all matters reserved except access. There is however a full element of the proposal for consideration and this is the 81 dwellings with estate roads, surface water drainage attenuation, landscaping, phase one of a noise attenuation bund, and other associated development.

4.2 The issues to be considered are therefore outlined as follows:

Principle of development
Highway matters and parking
Impact on character of the area
Impact on Designated Heritage Assets
Design
Impact on residential amenities
Landscape
Ecology
Drainage and flood risk
Sustainable construction
S106 matters
Other matters

5.0 **CONSIDERATIONS**

5.1 Principle of development

5 Year Housing Land Supply and Neighbourhood Plan

5.2 The application site comprises agricultural fields and land. The site is wholly outside the development boundary of Milton Keynes (or any other settlement) and

in the open countryside, as defined by the Local Plan Policies Map and is unchanged within the Core Strategy. Saved Policy S10 of the Milton Keynes Local Plan states that planning permission will only be granted for development in the open countryside where it is essential for agriculture, forestry, countryside recreation and other development which is wholly appropriate to a rural area and cannot be located within a settlement. In addition, Core Strategy Policies CS1 and CS9 seek to focus development in the rural area within the development boundaries of the main and adjacent to the most sustainable towns or key settlements, Milton Keynes being at the top of the hierarchy.

- 5.3 The proposal would be in the open countryside and would not be for any of the exceptions within Policy S10 of the Milton Keynes Local Plan 2001-2011, and therefore contrary to that policy. The application site is not located within the 'main areas for development' in Milton Keynes as outlined in Policy CS1 of the Core Strategy, namely, Central Milton Keynes, Uncompleted City estates, District centres, City Expansion Areas and Strategic Land Allocations, and other selective infill, regeneration and redevelopment. As such, the proposed development would be contrary to the Council's development strategy outlined in Policy CS1 of the Core Strategy.
- 5.4 As concluded in a number of recent appeal decisions within the District, including the appeal decision at Long Street, Hanslope, the Council cannot currently demonstrate a 5 year housing land supply (4.53 years under Sedgefiled method of calculation). For the avoidance of doubt, Local Planning Authorities can only rely on a 3 year housing land supply (paragraph 14 of the NPPF) in rural areas if the proposed development lies within a Neighbourhood Plan (area) which has been made, and contains housing allocations. The application site does not currently form part of a designated neighbourhood plan area. This therefore weighs in favour of the application.
- 5.5 However, it should also be noted that the Council considers that it will have a 5 year housing land supply upon the adoption of the emerging Plan: MK. Plan: MK is currently undergoing Examination in Public, and has been through the public hearings. The Inspector has raised no significant issues in relation to the housing number trajectory or the Council's calculation for the predicted 5 year housing land supply following Plan: MK's adoption. Therefore the policies and allocations to justify the 5 year housing land supply can hold significant weight in the determination of the application, and continue to hold weight as the Examination continues without objections to these policies, in accordance with paragraph 48 of the NPPF. However, paragraph 49 of the NPPF states that a refusal based on emerging policies is unlikely to be justified unless the development is so substantial or cumulative effect so significant that it would undermine the plan-making process, and that the emerging plan was at an advanced stage but not formally adopted. Plan: MK is at an advanced stage, having been through the hearings without significant issues raised, despite not being formally adopted.
- 5.6 However, as the Local Planning Authority cannot currently demonstrate a 5 year housing land supply, paragraph 11 of the NPPF is engaged. Paragraph 11 and footnote 7 clarifies that in the context of decision-taking "the policies which are most important for determining the application are out-of-date" when the LPA cannot

demonstrate a five year supply of deliverable housing sites. The most important policies for determining a housing application are considered to be the Council's housing policies, and it has been established through recent appeals that policies CS1 and CS9 (which relate to settlement boundaries) are considered to be policies which relate to the supply of housing, whereas policy S10 (Open Countryside) does not. Strict adherence to the defined development boundaries (outlined in policies CS1 and CS9) would be likely to greatly limit the extent to which shortfalls in housing land supply could be addressed; therefore it follows that these should be considered out-of-date when dealing with a shortfall in housing supply, and less weight applied to them. Conversely, Policy S10 implicitly recognises the character and beauty of the countryside, in accordance with the aims of the NPPF, by seeking to protect it, and therefore greater weight should be afforded to this policy for this reason. However, there is also an element of conflict between policy S10 and the housing supply aims of the NPPF, in that S10 has a restricting nature on the supply of housing land in the open countryside.

5.7 Where the Local Planning Authority cannot demonstrate a 5 year housing land supply, paragraph 11 of the NPPF is engaged, and states "Plans and decisions should apply a presumption in favour of sustainable development...where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date, granting permission unless:

- a. the application of policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed; or
- b. any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole."

5.8 It must therefore be considered whether the adverse impacts of granting planning permission would significantly and demonstrably outweigh the benefits, as outlined in paragraph 11 of the NPPF which is also engaged (referred to as 'the tilted balance' in favour of sustainable development). Policies for the supply of housing should be given less weight where these circumstances apply.

Sustainable Development

5.9 The NPPF identifies that there are 3 dimensions to sustainable development: social, economic and environmental.

Social Benefits

5.10 The social benefits of the scheme would include a significant contribution towards making up the shortfall in housing in the borough thereby facilitating the Government's aim of boosting significantly the supply of housing. This can be attributed substantial weight in favour of the application. Part of the application is in outline form but the application submission details suggest that at least 30% affordable housing will be provided as part of the development. Only details pertaining to the full element of the proposal have been provided in respect of the exact make up and mix of tenure and type of housing proposed. The applicant has

proposed S106 contributions for social infrastructure, health education, and transport provisions to offset the impacts of the development.

- 5.11 However, the development would be far removed from easy access to services including the local shops and bus stops particularly for residents within the far northern end of the site. This therefore gives rise to a heavy reliance on the motor car for short trips out of the site, which ordinarily should be in easy walking distance. As detailed further within the body of this report, the signalised junction that is proposed by the applicants would compound the existing traffic congestion along Little Linford Lane, and the reliance on car usage for future residents only heightens this potential congestion. The pedestrian linkages beyond the site are inadequate, and of significant importance to note is the absence of a Redway. Each of the above factors therefore considerably weigh against the development from a social benefit standpoint.

Economic Benefits

- 5.12 The economic benefits of the scheme would include the creation of construction jobs in the short-term during the construction of the development. In addition, it is likely that residents would support the local economy such as the shop and post office. It is therefore considered that the proposal will have some positive benefits to the local community, and can be considered sustainable from an economic perspective.

Environmental Benefits

- 5.13 There are significant shortcomings of the development from an environmental perspective. Firstly, the development would erode an area of open countryside within the important and distinctive Great Ouse Valley, with the removal of vast areas of grassland. The development would result in the overall loss of habitats and existing and future ecosystem services with a habitat biodiversity value of 9.10 units. The landscape and biodiversity impact of this development considered in more detail further on in this report, but officers conclude that there are no environmental benefits that weigh favourably in respect of the grant of planning permission.
- 5.14 As such, although it is considered that there are some economic benefits of the scheme, the proposal presents significant social and environmental dis-benefits. It is considered that these shortcomings do not, in this instance tilt the balance in favour of housing provision on this site.

Highway matters and parking

- 5.15 Access is not a reserved matter and the applicant has provided details for the proposed junction access to the development, from Little Linford Lane. Concerns have been expressed by neighbours and the parish councils in the area that the development would give rise to further traffic congestion along Little Linford Lane given the development would add further traffic onto the already heavily congested route. This must therefore be given full consideration under this application.

- 5.16 Saved policies D1 (i) and (vi), T10 and T15 of the Local Plan and CS13 of the Core Strategy require the decision maker to have particular regard to any additional traffic generation a development may cause and the resulting impact on the surrounding road network/parking provision/access. In addition, the Milton Keynes adopted Parking Standards SPD sets out the development related parking standards for Milton Keynes and should be read in conjunction with these policies.
- 5.17 In addition the NPPF 2018 requires that planning decisions take account of opportunities for sustainable transport depending on the nature and location of the site to reduce the need for major transport infrastructure; and to promote safe and suitable access that can be achieved for all people.
- 5.18 The application is accompanied by a Transport Assessment (TA) and technical notes. The application proposes a single signalised junction onto Little Linford Lane.

Little Linford Lane / Wolverton Road (Redhouse) junction

- 5.19 The applicants have put forward proposals for a signal controlled junction onto Little Linford Lane following withdrawal of a proposal for an enlarged roundabout. The Council's Highway Engineer has advised that the principle of a roundabout junction is acceptable; however, the size of the roundabout would have to allow for larger vehicles to perform U-turns at this roundabout. The Council's own testing has shown that the enlarged roundabout copes reasonably well with the development traffic in 2025 and that, if offered as a solution, it would be acceptable in highway terms. It is however noted that to facilitate the provision of this roundabout, the TPO tree on site would have to be felled, and this would have a detrimental impact on the landscape quality of Little Linford Lane.
- 5.20 According to the Council's Highway Engineer, a signal controlled junction would have a more significant impact on the highway network in this location. It is advised that in the morning peak hours, traffic coming out of the development would marginally increase queuing at the junction. Given that Little Linford Lane is already heavily congested at this time, this is not ideal. In the afternoon/evening peak however, the potential highway impact is significant with the additional traffic from the proposed development increasing the queuing of vehicles and pushing the degree of saturation on two arms to beyond 100%.
- 5.21 These are significant amounts of additional traffic that clearly have an impact on the operation of the junction. The applicant has not offered a realistic mitigation strategy in respect of these potential impacts but just the provision of a sum of money to offset mitigation is therefore required, but the scheme for traffic signals that has been offered is not adequate.

Cycle and Pedestrian access

- 5.22 Concerns have been raised by a number of consultees, including the Council's Highways Engineer, in respect of the accessibility of the site to local services like the post office, the nearest shopping area and schools.

5.23 The initial proposal had suggested a cycle route between the development and Wordsworth Avenue/Westbury Lane. However, following a Highways England holding response, the applicant further revised their TA and removed the pedestrian linkage over the North M1 Accommodation Bridge to Newbolt Close. Its removal means that some of the future residents would have to walk in excess of 2 km to access essential services such as the Primary School and local shops. This therefore makes this a highly unsustainable development for the future occupiers.

5.24 With regard to the Little Linford Lane M1 Bridge, the applicant is unable to provide a Redway given its limited width. Instead, a 2 metre segregated path on the northern side of the bridge (currently 1.8m) is proposed. A 2m path, constrained by the bridge parapets and passing traffic is not suitable to be a shared route and does not offer any improvement for cycle access to the site. Consequently, as it stands, cycle access to the site is only achievable via the carriageway of Little Linford Lane, which is not an ideal cycle route.

Parking Provision

5.25 The parking provision relates only to the full element of the proposal at this stage. The remainder of the proposal is in outline form and these parking details are therefore reserved. A summary of the proposed parking spaces against the requirement in the Parking Standards SPD is included below. All plots meet the allocated requirement, and the unallocated (visitor) requirement is accommodated on site. The table below demonstrates that phase 1 of the proposal would accord with the Council's Parking Standards.

		Parking Standards Requirement - Zone 3		Provided	
Type of House	No of units	Allocated	Unallocated + tandem	Allocated	Unallocated + Tandem
1 bed flat	1	1 per flat (1 total)	0.33 per flat (total 0.33)	1	35 across this part of the site
2 bed flat	12	1 per flat (total 12)	0.75 per flat (total 9)	12	
2 bed house	33	2 per dwelling (total 66)	0.25 per dwelling (total 8.25)	66	
3 bed house	24	2 per dwelling (total 48)	0.5 per dwelling (total 12)	48	
4 bed house	6	2 per dwelling (total 12)	0.5 per dwelling (total 3)	12	
5 bed house	5	2 per dwelling (total 10)	0.5 per dwelling (total 2.5)	10	
Total	81	149	35 (35.08)	149	
	Site Total	184 spaces required		184 spaces provided	

Impact on character of the area

- 5.26 The impact on character will consider both the full and the outline details that have been submitted.
- 5.27 In terms of policy context Policies D1(iii), D2 and D2A of the Local Plan and Policy CS13 of the Core Strategy require the decision maker to have particular regard to the design and visual impact of new development and to the context within which it is placed.
- 5.28 The application site is located to the north of Little Linford Lane, immediately adjacent the M1 motorway. Although to the immediate south of the site is a Council Depot and hotel, the northern end of Little Linford Lane is free from development. This open character extends beyond the site boundary through the remaining area of landscape immediately adjacent to the M1 within the Milton Keynes borough boundary. The south of Linford Lane therefore represents an established and distinctive settlement boundary. Although the site's proximity to the motorway and the built settlement is noted, it is not considered that this in itself diminishes the value of the site as an area of open countryside with its own intrinsic character and beauty. This is particularly heightened by the Area of Attractive Landscape designation that applies to the site, given that its location within the Ouse Valley.
- 5.29 The proposed development would erode this open character, creating an urbanising form of development within an area of open countryside. The application submission, although illustrative, makes it clear that the proposed development would fill most of the site, from the tree belt to the front of the site through the existing area of open pasture land. Built development on this scale would thus represent a major incursion into the open landscape. Such a development by its very nature and presence would be fundamentally at odds with the site's open character.

Impact on Designated Heritage Assets

- 5.30 The impact on designated heritage assets will consider both the full and the outline details.
- 5.31 The application site lies beyond any heritage assets in respect of either Conservation Areas or Listed Buildings.
- 5.32 Policy HE1 provides justification for archaeological investigations to be undertaken when dealing with scheduled sites. Furthermore paragraph 128 of the NPPF sets out that:

'... Where a site on which development is proposed includes or has the potential to include heritage assets with archaeological interest, local planning authorities should require developers to submit an appropriate desk-based assessment and, where necessary, a field evaluation.'

- 5.33 The application site has been confirmed as having the presence of late Iron Age and early Roman settlement remains within the site which appear to be of no more than local to regional significance. On this basis, there would be a need for further trial trench evaluation and appropriate mitigation by excavation or, where possible preservation in situ if the application were to be recommended for approval.
- 5.34 If planning permission were to be granted, subject to such a condition, the proposals are therefore consistent with policy HE1 and guidance in the NPPF.

Design

- 5.35 As part of the application is in outline form, the design assessment will focus on the full element first, and then the outline detail in the following paragraph.
- 5.36 The detailed scale, design and layout of the 81 dwellings is considered to follow the perimeter block principles which is considered to be appropriate. The proposed residential units are considered to be a scale and design that would provide an acceptable level of amenity space for the future occupants of the development if it were to be approved. The proposed detailed architectural style and design are considered to be in accordance with Policy DM2 of the Local Plan.
- 5.37 The outline element of the application applies to the provision of 296 dwellings. As such, the detailed scale, design and layout, along with internal roads and footpaths within the site are not matters for consideration.
- 5.38 Notwithstanding this, the applicant has submitted an Illustrative Masterplan for indicative purposes as a means of demonstrating how a development of up to 377 dwellings could respond to the key principles of Policy CS5 of the Core Strategy. The submitted masterplan layout generally follows perimeter block principles, with private space contained within the centre of the block. However, the design response as shown on the masterplan is relatively urban, and does not adequately respond to the open character of the countryside or the Great Ouse Valley. If approved, a reserved matters application would need to be submitted and address design and character in the context of policies DM2 of the Local Plan and Policy CS5 of the Core Strategy.

Impact on residential amenity

- 5.39 The residential amenity assessment only relates to the full element of the proposal given that the remaining housing layout would be submitted at reserved matters stage.
- 5.40 Core Strategy policy CS13 and saved policy D1 (iv) of the Local Plan seeks to resist development that would lead to an unacceptable level of pollution by way of noise. The proposed dwellings have been designed and sited to avoid overlooking or other amenity impacts on surrounding properties. The proposed dwellings would be located some distance from any existing neighbouring properties and as such would have limited impact on existing amenities.

- 5.37 The site's proximity to the M1 would necessitate acoustic mitigation measures. A noise report has been submitted with the application and a 10 metre bund has been proposed along the eastern boundary with the M1. Were the planning application to be approved, conditions would be imposed to ensure sufficient noise mitigation for future occupants in accordance with relevant policies within the Milton Keynes Local Plan and the aims of the NPPF.

Landscape

- 5.41 The landscape assessment will focus on the impact of both the full and outline elements of the proposal.
- 5.42 The site is designated as The Ouse Valley Area of Attractive Landscape (AAL) which is a county designation to which policy S11 applies. The objective of the policy is to protect and enhance those areas of countryside identified as having countywide landscape value. This policy is considered to be consistent with the aims of the NPPF 2018 para.170 which states planning decisions should protect and enhance the natural environment by protecting valued landscapes, sites of biodiversity or geological value and recognising the intrinsic character and beauty of the countryside. The boundaries of the AALs are broadly consistent with similar designations in adjoining districts and counties. There are only 2 designated areas of AAL in the borough of Milton Keynes and the site falls within one of these areas.
- 5.43 Given the site's location within the Ouse Valley Area of Attractive Landscape, the Inspectors comments in relation to a recent appeal within this area is of significance. An appeal was made under section 78 of the Town and Country Planning Act 1990 against a refusal to grant outline planning permission on Land at Linford Lakes, off Wolverton Road, Milton Keynes (APP/Y0435/W/17/3175391).
- 5.44 In para.49 of the Inspector's report, he noted, "...the Great Ouse is one of Britain's largest and most important river systems..." The inspector considered that the justification for treating the appeal site as a valued landscape was based on its location as an integral part of the wider landscape of the Ouse Valley as well as the site's own intrinsic qualities and its contribution to the wider landscape.
- 5.45 A Landscape Visual Impact Assessment (LVIA) has been undertaken by the applicants. Officers have visited the site and assessed the impact of the site in the context of the LVIA. A number of viewpoints have been identified through the LVIA. For each of the proposed viewpoints though, officers consider that the proposals would have an intrusive presence in the landscape and would cause harm of moderate adverse significance to the landscape character and visual amenity of the open countryside and AAL. It is also considered that the density and extent of development proposed on the masterplan and parameter plans does not respond sensitively to the site's location.
- 5.46 The Landscape Officer also notes that The M1 is the natural boundary of high density urban development in Newport Pagnell. The quantity of land allocated to open space and green infrastructure is disproportionately small and more akin to land allocated for high density housing within a city grid square than a lane passing to / from the countryside.

- 5.47 On the basis of the above considerations, that the proposed development conflicts with the relevant development plan policies relating to the protection of the Ouse Valley landscape,

Ecology

- 5.48 The proposed development site is located within an area of designated Open Countryside and within an Area of Attractive Landscape. Development on land within Open Countryside is contrary to Local Plan Policy S10 and development in Areas of Attractive Landscape is contrary to Local Plan Policy S11. An application for development of this site must provide sufficient evidence to demonstrate that the proposed development will not have a detrimental effect on flora, fauna or habitats on or nearby the application site. An updated ecological appraisal was undertaken in June 2018 but the resulting report has relied completely on the results of previous species surveys, some of which are now out of date and are therefore no longer valid.
- 5.49 The site is within the River Ouse Wildlife Corridor and also partially within the M1 Road Wildlife Corridor. Wildlife corridors are linear pathways containing habitats which provide food and shelter for wildlife, and which encourage the movement of plants and animals between important wildlife sites. Wildlife corridors are susceptible to “edge effects” where habitat quality along the edge of the linear features is much lower than in areas further away from disturbance. It is important that sufficient high quality undisturbed habitat is retained to ensure the wildlife corridor continues to function effectively. The proposal to offer a 10m wide riverside wildlife buffer strip which is considered unlikely to be adequate if this area is disturbed by use by residents, walkers, pets, etc.
- 5.50 The application site is entirely within the Ouse Valley Biodiversity Opportunity Area (BOA) which is of regional importance and has been identified as one of the most important areas for biodiversity in the Borough. The applicant’s Habitat Biodiversity Impact Assessment calculation that shows that the overall effect of the development will result in a significant loss for biodiversity. This loss comprises a combination of the overall loss of habitats and existing and future ecosystem services. Habitat biodiversity value with a total of 9.10 units will not be compensated for within the development and these units have been assessed to have a value of £294,167 that would be required to provide adequate compensatory habitats off-site.
- 5.51 It is yet to be confirmed if the full contribution of £294,167 would be put forward if planning permission were to be granted. This will be updated to Members when the application is reported at Committee.
- 5.52 Drainage and flood risk
- 5.53 The site is mainly located in Flood Zone 1 on the Flood Map. However, a small part of the site is in flood zones 2 and 3. The submitted Flood Risk Assessment (FRA), states that the proposed development will be contained wholly in Flood Zone 1. The

EA's assessment only considers the FRA in respect of tidal and fluvial flood risk sources only.

5.54 It is therefore considered that the Council have no objection to the proposed development.

5.55 S106 matters

5.56 Saved Policy H4 of the Milton Keynes Local Plan 2001 – 2011 and the Affordable Housing SPD seeks 30% Affordable Housing (25% Affordable Rent of which 5% of the development should be at levels broadly equivalent to Social Rent and 5% Shared Ownership in Accordance with the Affordable Housing SPD. This has been agreed and forms part of the heads of terms for the Section 106 agreement.

5.57 In addition to Affordable Housing, Section 106 contributions are required to mitigate the impact of this development in accordance with relevant Supplementary Planning Documents/Guidance. The proposed contributions are detailed below:

Contribution Title	Contribution
Early Years Education	266,378.93
Education -Primary	1,316,225.30
Education – Secondary	1,416,646.18
Adult Continuing Education	41,283.86
Post 16 Education	307,276.22
University of Milton Keynes	277,568.08
Milton Keynes College	98,378.56
Transport – Public Transport	1,200,000.00
Pedestrian and Cycle	443,921.27
Healthcare - Primary	601,690.30
Community Hall	87,349.83
Open Space and Play Areas, Local Parks, Swimming Pools, Allotments	2,079,760.27
Libraries	86,959.62
Burial Grounds	35,135.20
Museums and Archives	61,486.60
Waste Management	99,256.94
Social Care	150,202.98
Public Art	75,000.00
Inward Investment	72,905.54
Voluntary Sector	72,905.54
Emergency Services	19,324.36
Ecological Mitigation	TBA
Total	£8,809,655.58
Per dwelling	£23,367.78

5.58 These contributions meet the tests for obligations as outlined at paragraph 204 of the NPPF and are in accordance with CIL Regulations 122 and 123. These have also all been agreed and form part of the heads of terms for the Section 106 agreement. If Members are minded to grant permission it should be noted that a decision will not be issued until the Section 106 has been completed in accordance with the above requirements.

6.0 CONCLUSIONS

6.1 The NPPF indicates that where relevant policies of the Development Plan are out of date, planning permission should be granted unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits. It is considered that the adverse impacts of the proposal would significantly outweigh any of the benefits in this case. The proposed development would have a lasting and detrimental impact on the Great Ouse Valley rural character of this area of open countryside and Area of Attractive Landscape, contrary to saved Policies S10 and S11 of the Local Plan and CS9 of the Core Strategy. It is therefore recommended that planning permission be refused.

6.2 Having regard to likely economic, social and environmental impacts of the scheme, it is considered that any benefits of the scheme are significantly outweighed by its unsustainable location, and inadequate cycle and pedestrian linkages to essential services for residents. The absence of a suitable highway solution for the site, and the reliance on a signalled junction, give rise to a significant traffic impact and highway safety concerns that the applicant has failed to adequately mitigate. As a consequence, the development would result in an unsustainable development in the countryside.

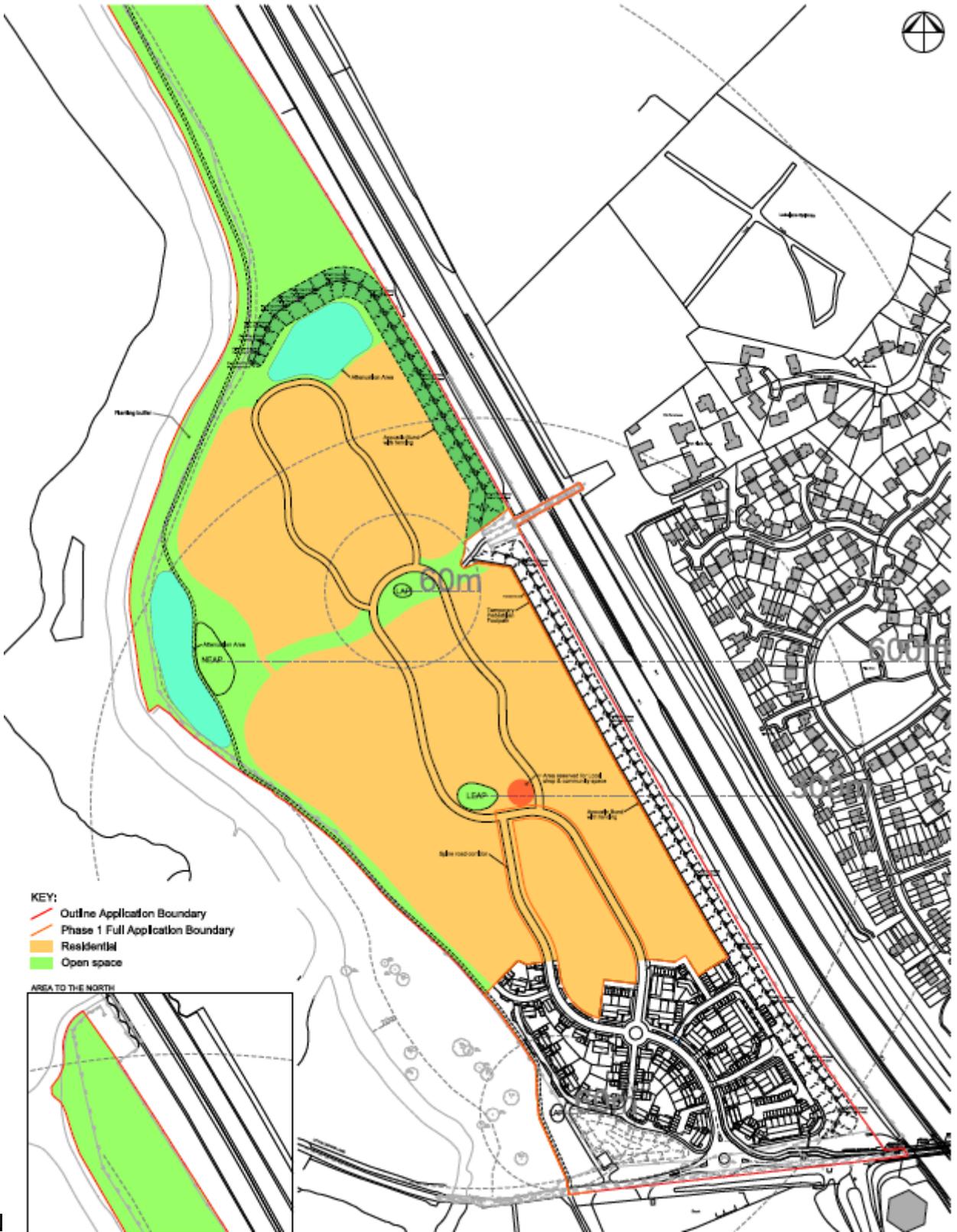
6.3 The Council agrees with recent appeal decisions that consider that Policy S10 remains in full force despite the Council's lack of 5YHLS, requiring the land to remain undeveloped as Open Countryside. It is also considered that the Council will be able to demonstrate a 5YHLS following the adoption of the emerging Plan: MK; allowing the strategic policies defining the Open Countryside and the settlement boundary to hold significant weight, such that they should not be undermined through the granting of this permission. Notwithstanding all of the above, the adverse impacts of the development are not considered to outweigh the benefits of the proposal.

7.0 REASONS FOR REFUSAL

1. The proposed development, by virtue of its location outside the settlement boundary Milton Keynes, would represent an intrusive form of development in the open countryside which is identified as an Area of Attractive Landscape in the Milton Keynes Local Plan 2001-2011 (adopted 2005), which would be detrimental to the open, rural character of the locality. The proposal would result in the loss of a substantial area of varied habitat and appearance and would harm the special landscape character of the area in this regard, providing an urbanised character and appearance to the land. No evidence has been presented to demonstrate that the proposed housing is essential for agriculture, forestry, countryside recreation, and is not considered to be an appropriate form of development in a rural area.

Notwithstanding that the Council cannot currently demonstrate a 5 year housing land supply, it is not considered that the proposed development would constitute a sustainable form of development in this location by reason of its poor accessibility and significant distance from local services for future residents. The proposal is therefore contrary to Saved Policies S10 (Open Countryside) and S11 (Areas of Attractive Landscape) of the Milton Keynes Local Plan 2001-2011 (adopted 2005), Policy CS9 (Strategy for the Rural Area) of the Core Strategy (adopted 2013), and the aims and objectives of the National Planning Policy Framework 2018.

2. The proposed development would have an adverse impact on the surrounding road network and in particular on the operation of the Wolverton Road / Little Linford Lane junction and adequate mitigation has not been offered. As a result the queuing and delays at this junction would be significantly increased to the detriment of the operation of the network and would be contrary to policies D1(i) & T10 of the Local Plan.
3. The proposed development does not have adequate cycle access, and limited accessibility for pedestrians. As a result the development would create conditions of danger and inconvenience, particularly for vulnerable road users and would be contrary to policies D1(vi), T1, T3 of the Local Plan and CS11 (3 & 4) of the Core Strategy.



N

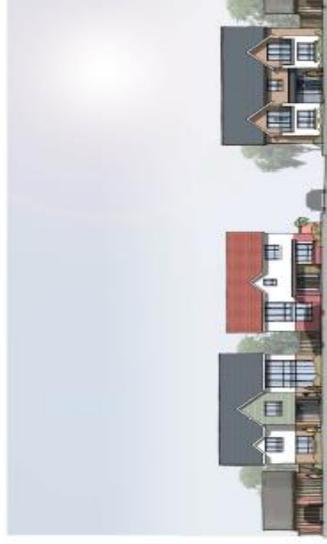




Street Scene C:C - Mews & Eastern Edge

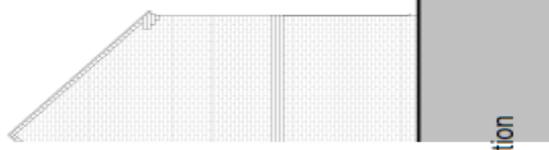


Street Scene D:D - River Great Ouse edge

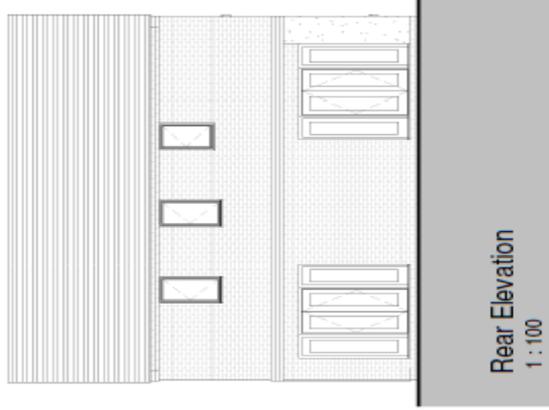




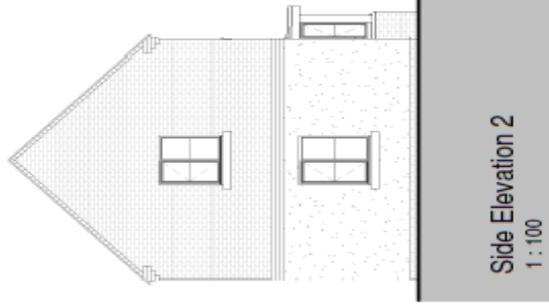
Front Elevation
1 : 100



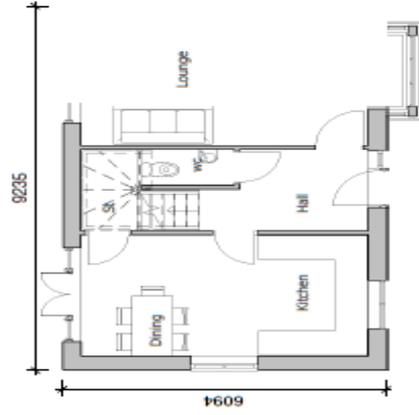
Side Elevation
1 : 100



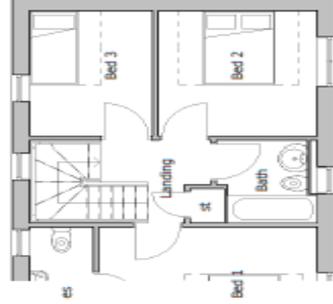
Rear Elevation
1 : 100



Side Elevation 2
1 : 100



Ground Floor Plan
1 : 100



First Floor Plan
1 : 100

Materials Key:

- 1 Roof - grey interlocking slate tile.
- 2 Roof - grey or red concrete interlocking tile.
- 3 Facing brick - Red multi / buff.
- 4 Render - white through colour.
- 5 Stone - Reconstituted.
- 6 Timber Boarding.

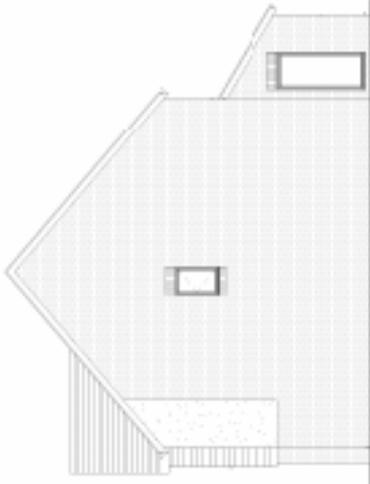


VISUAL SCALE 1:100 @ A1

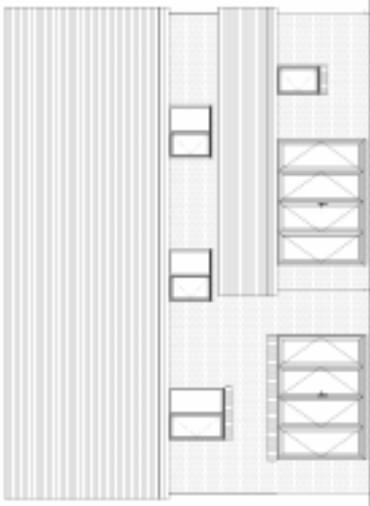
PLOT 58 & 69



Front Elevation
1 : 100



Side Elevation
1 : 100



Rear Elevation
1 : 100



Side Elevation 2
1 : 100

Material Key:

- 1 Roof - grey interlocking slate tiles.
- 2 Roof - grey or red concrete interlocking tiles.
- 3 Facing bricks - Red main / buff.
- 4 Render - white through colour.
- 5 Stone - Accringtonstone.
- 6 Timber cladding.



VISUAL SCALE 1:100 @ A1 Plots 53, 61 & 62

Appendix to 17/02015/OUT

A1.0 RELEVANT PLANNING HISTORY

No relevant planning history on the site.

A2.0 ADDITIONAL MATTERS

None

A3.0 CONSULTATIONS AND REPRESENTATIONS

A3.1 Ward Councillor – Newport Pagnell and Hanslope A Geary

No representations were received at the time of writing this report.

A3.2 Ward Councillor - Newport Pagnell North And Hanslope - Cllr B Green

No response received.

A3.3 Ward Councillor - Newport Pagnell North And Hanslope - Cllr L Patey-Smith

No response received.

A3.4 Great Linford Parish Council

Objects for the following reasons:

- A signal controlled junction is unacceptable as the applicants are unable to provide a roundabout because of the TPO tree. Matrix proposes a “do nothing now” solution but offer an alternative “wait and see” solution. Matrix suggests that someone (who?) should monitor the capacity impact of the existing mini roundabout junction.
- The un-sustainability of the site, because it does not have a safe and suitable access for all people and the significant impact on the local and wider transport network by the development.
- The measurements of footways and highway on the M1 Bridge carriageway is 4.89 metres wide, the south side footway 1.83 metres and the north side 1.42 metres. Overall the distance between the bridge structures supporting the balustrading is 8.14 metres in the centre, 8.10 metres at the Little Linford end and 8.11 metres at the Newport Pagnell end.
- Presently pedestrians use the widest footway (1.83 metres) on the south side of Little Linford Lane. Allowing them to walk to the Ramada Hotel and Highways Depot without crossing the road on the apex of the rise.
- Cyclists from Portfields Rise travelling to and from Newport Pagnell will have to use the 5.03 metre wide two way carriageway together with cars, buses, HGVs and Refuse/Fire Service vehicles.
- Anglian Water (AW) records show a 150mm asbestos cement (AC) water main crossing the M1 Bridge under the south side footway along Little Linford Lane and entering the motorway services station. The supply infrastructure in the area is Openreach (part of the BT Group). A duct network is shown to exist on the south side footway of Little Linford Lane. Its not been indicated whether Anglian Water and Openreach agreed that the footway can be reduced in width by 0.85 metres without affecting the 150mm water main or telecoms ductwork

- All services may have to be located under the proposed 2.0 metre wide footway on the north side of the Little Linford lane M1 Bridge. These are mains gas, HV electricity and foul sewer
- The previously proposed alternative access for pedestrians and cyclists to Newport Pagnell via the North M1 Accommodation Bridge and Newbolt Close will not be used.
- Pedestrian access to any local facilities from the northern part of Portfields Rise is solely over the 2.0 metre wide north footway on the M1 Little Linford Road Bridge.
- The estimated distance for a one way journey to the Poets Estate Local Centre calculated using Google Earth mapping is some 1.6 kilometres.

A3.5 Stantonbury Parish Council

Objects for the following reasons:

- This is inappropriate urban expansion. The M1 should be seen as the boundary here. It would involve building in open countryside, when there are sufficient other permissions in place in MK. the Parish Council wonder when this will all end if it creeps ever further out?
- Little Linford Lane is too dangerous with very reduced width and visibility by the M1 services. The hump-back bridge downhill of the proposed development is another blind point with width only for one vehicle. The same is true of the flat bridge adjacent to the hump-back bridge. The current transport situation does not allow for an increase in population and associated transport needs and is this not consistent with NPPF Clause 4-29-30, 32, 34, 35, 36.
- The development land brings development too close to the Ouse corridor where it is very fragile. The river corridor is so narrow here that what affects one bank affects the whole width. It is not just the proximity of houses, but also of increased foot traffic and pets. This river is known to have occasional otter activity. The proposed development is thus inconsistent with NPPF sustainability requirements (Clause 11-114, 117,118).

A3.6 Newport Pagnell Town Council

Objects for the following reasons:

- This proposed development was within the parish of Great Linford but would have a significant impact on Newport Pagnell.
- The proposals are to alter the M1 bridge on Little Linford Lane east of the service area. The proposal is to reduce the south side footway to only 0.45 metres, increase the carriageway to 5.17 metres and increasing the north

side footway to 3.0 metres. This give an overall dimension of 8.62 metres for footways and carriageway. The measurements taken by GLPC show the footways and carriageway only 7.99 metres between the bridge structure.

- GLPC have pointed out that the developer's proposal, if practically possible and agreed by Highway England and the MKC Highway Authority, would result in vehicles travelling west within 300 millimetres of the handrail on the bridge.
- The Committee discussed further issues that would have implications for Newport Pagnell, including vehicular traffic into the site would be prevented if MKC's floodgates are closed, Little Linford Lane narrows to single file traffic and has two very tight bridges, significant impact on traffic in and out of the Poets Estate, the road is a rat run for traffic, traffic to and from the M1 services, highways improvements at the Red House roundabout, new Lidl development the other side of the bridge, Portfields school is at capacity, impact on GP provision.
- As such the Council resolved to object on the basis of the highways and safety issues and the impact on Newport Pagnell's infrastructure, schooling and GP provision, all as stated above

A3.7 Gayhurst Parish Council

Objects for the following reasons:

- Travel and Transport: there are already problems of queuing, delays and dangers on Little Linford Lane suffered by users to and from the northern villages (Stoke Goldington, Gayhurst, Hanslope etc) avoiding the centre of Newport Pagnell. These are exacerbated when the M1 is blocked and the B526 - Gayhurst to Haversham Road – Little Linford Lane are used as alternative route to and from Central Milton Keynes and beyond.
- Provision of a roundabout is likely to move the southbound queues back from the Red House junction to that roundabout, tailing back to and blocking the single track bridges to the north of the proposed development, with north bound traffic similarly affected and blocking the roundabout. The Transport Assessment in the application concentrates on the capacity of the Red House roundabout but does not appear to have considered in appropriate detail the effects of the development on travel to and from the north of their proposed "entrance" roundabout.
- Infrastructure: there is no mention in the application of the capacity of local school(s), medical centres etc to absorb the demand generated by the number of dwellings proposed: the local schools are already oversubscribed. _PlanMK and overall development Strategy: the site has already been discounted in the Site Allocation Process for very valid reasons and the current version of PlanMK does not envisage development adjacent to the Ouse valley.

A3.8 Haversham cum Little Linford Parish Council

Objects for the following reasons:

- Without proper infrastructure for the increase traffic volumes this plan should not go ahead. Phase 1 with provision for 81 dwellings already surpasses any possible viable allowance for the increase in traffic movements, especially at rush hour times. The route is used heavily by traffic from the north of Milton Keynes at rush hour times and is arguably already insufficient given the narrowness of the width of the road for much of its length. At the two bridges choke points are created now, congestion would become regular and unacceptable. Environmental pollution would be hugely increased not to mention the considerable inconvenience to local users.
- Linford Lane, and associated bridges, would therefore have to be greatly upgraded to allow the construction of Phase 1, regardless of the remaining phases of development. The Parish Council would also add that the effect on wildlife does not appear to have been considered in any detail as, for example, a wildlife corridor runs right through the proposed development from east to west.

A3.9 Castlethorpe Parish Council

Objects for the following reasons:

- This land is in Open Countryside and the application contravenes Planning Policy S10.
- The highway access along Little Linford Lane into Newport Pagnell is insufficient. This road is relatively narrow and has parking spaces on the highway resulting in single lane traffic by the motorway service area access on the east side of the bridge.
- The land falls down to the Great Ouse river with lakes behind it and there would be an ecological impact.

A3.10 MKC Archaeology Officer

- The trial trench evaluation detailed in the attached report has confirmed the presence of late Iron Age and early Roman settlement remains within the site which appear to be of no more than local to regional significance.
- There are no objections from an archaeological perspective, subject to further trial trench evaluation and appropriate mitigation by excavation or, where possible, preservation in situ being secured. These elements could be secured by an appropriate condition.

A3.11 MKC Highways Officer

1st response

- The site's accessibility is poor and no proper attempt to improve cycle and pedestrian connectivity has been made. As such because of the lack of adequate pedestrian, cycle and public transport provision the development is not sustainable and would not offer real mode choice to residents.
- The width of Little Linford Lane and its footways are below that required to serve the development with safety and convenience. The carriageway and footway widths at the site and to the southeast, as well as its width and alignment to the northwest are not suitable to accommodate the increase in traffic resulting from this development.
- The proposed layout and parking provision within the development is not adequate to provide safe and convenient access for residents or service, delivery and emergency vehicles.
- The traffic and transport impacts of the proposed development have not been adequately assessed in the Transport Assessment.

2nd response

The revised TA has provided further traffic count and accident data, which are accepted. The conclusions drawn from the junction analyses are not yet fully accepted.

There are a number of outstanding matters that include :

- The acceptability to MKC of the enlarged roundabout at the Redhouse junction (requiring the removal of the tree);
- The provision of a 3m Redway across the Little Linford Lane M1 bridge (to terminate at a point to be agreed with the Senior Transport Planner – cycling) and the approval of that proposal by the Council's structural engineering team;
- Resolution of the apparent dispute between the applicant and Highways England regarding access rights over the pedestrian bridge over the M1. This includes proof that a cyclable link to the public highway (Newbolt Close) is fully available to the east of the motorway;
- The passenger transport team's acceptance of the proposed shuttle bus service between the site and Market Hill, including details of additional stops, fares and impact on existing services.
- Provision of an emergency link to Little Linford Lane (possibly via the proposed bridleway);

- The shared surface streets require calming to 15mph or below, this will require additional features to restrain vehicle speeds (particularly the street serving plots 1.60-1.65).

A3.12

3rd response

- The applicants' proposal for a signal controlled junction (rather than an enlarged roundabout notwithstanding the TPO tree) seems to be flawed in the way it represents the Little Linford Lane arm of the junction and therefore that analysis is not accepted. As a result of the SMT analysis a signal-controlled option could not be supported. In the PM peak the addition of development traffic significantly increases queuing and pushes the Degree of Saturation on two arms to beyond 100%. As a result of the SMT analysis a signal-controlled option could not be supported.
- There is no dedicated cycle access to the site, pedestrian access is only available via the footways on Little Linford Lane, Emergency access provision is not adequate and the internal layout is not suitable for use by pedestrians.

A3.13

4th response

- Further to the previous Highway Observations (31st Oct 2017, 10th May 2018 and 21st August 2018) the applicant's transport consultant has continued to supply information and make changes to the application. This has been reinforced by a further submission by a second transport consultant for the applicant.
- The provision of an emergency link and the speed restraint measures on shared surfaces are now acceptable.
- In all other respects, the situation basically remains unchanged since the previous comments. The roundabout solution would be acceptable but it is understood this cannot be delivered because of a tree preservation order blocking its construction. The traffic signalled junction as proposed would not provide a junction operating within capacity although it would provide improvement over the do nothing situation.
- Previous concerns on the standard of Little Linford Lane to the north of the site have not been addressed given that this will also be subject to additional traffic from the development.
- The previous comments remain in that cycling would have to be on road even if the widening of the footway over the M1 bridge can be delivered which is not ideal.

A3.14 Officer comments

- In conclusion, the applicants have been given numerous opportunities to provide an acceptable highway solution for the junction onto Little Linford Lane. The signalled junction would not be considered to be acceptable as detailed in the highway comments above. As such, the highway objection on this matter stands.
- In addition, the scheme provides inadequate cycle access and limited accessibility for pedestrians. As a result the development would create conditions of danger and inconvenience particularly for vulnerable road users.
- The development is also highly unsustainable given the limited facilities within walking distance of the site, especially for residents at the far end of the development now the northern bridge option is not available.

A3.15 Highways England

1st response

- No objection. However the pedestrian access link over Porfields Farm M1 North Accommodation Bridge should not be included in the design for this site. The bridge is Highways England's property and has no public right of way across it, therefore please ensure the applicant reviews their design/layout to remove the pedestrian link and in place designs a suitable barrier to prevent trespassing onto the bridge and neighbouring farm land.

2nd response

- Highways England issued a holding response to further review the applicants Transport until 31.10.2018.

3rd response

- Highways England issued a no objection on the basis that the applicants revised TA no longer included a walking/cycling route over Port Fields Farm Accommodation Bridge nor a 3 metre Redway over Little Linford Lane Bridge.

Officers comments

- Although there are no objections from Highways England, this is purely on the basis that the development would not impact upon both the M1 North Accommodation Bridge and the Little Linford Lane Bridge. However, this in essence means that the proposal is a significant distance away from local facilities for residents at the far end of the site.

A3.16 MKC Ecological Officer

- The update Ecological Appraisal dated June 2018 includes a Biodiversity Impact Assessment calculation that shows that the overall effect of the development will result in a significant loss for biodiversity.
- This loss comprises a combination of the overall loss of habitats and existing and future ecosystem services. Habitat biodiversity value with a total of 9.10 units will not be compensated for within the development and these units have been assessed to have a value of £294,167 that would be required to provide adequate compensatory habitats off-site.
- Either 9.10 units of additional biodiversity habitats must be provided within the development or a biodiversity offsetting agreement that provides at least 9.10 units of biodiversity habitats elsewhere must be entered into. This may be secured by entering into an agreement with a third party provider to provide and manage compensatory habitats in perpetuity or by providing MKC with the sum of £294,167 to enable compensatory habitats to be created and managed in perpetuity under the control of MKC. The biodiversity offsetting compensation must be secured by a Section 106 agreement.

A3.17 MKC Landscape Officer

3rd response

- The updated submission is a result of the ongoing discussions largely centred around highway issues as opposed to landscape. As a result of amendments to the site layout to accommodate an emergency access link, speed calming measures etc., the boundary treatments and landscaping plans have also been amended. However these do not address the concerns raised in previous comments and wireframes / photomontages which are generally regarded as good practice as part of LVIA have not been provided to assist the understanding and assessment of the visual impact of the proposals from selected viewpoints.
- In addition to my previous comments, I note that the Inspectors decision has been released for the nearby Linford Lakes site.

A3.18 MKC Urban Design

1st comments

- Comments on detailed application considered that the layout generally follows perimeter block principles, with private space contained within the centre of the block. Some of the elevations needed to be revised along with the alterations to footpaths and some amenity areas.
- Comments in respect of the outline application referred to the illustrative masterplan. The open space provision needed to ensure that a

neighbourhood play area as well as a local play area. The site is not considered to be well located in relation to local facilities with the Co-op store located beyond a 1 kilometre away. In addition the site would not link into the Redway network.

A3.19 Bedford Group of Internal Drainage Boards

Consultee states that they have no comments to make on the proposal'

A3.20 Third party objections have been received from 247 addresses and are summarised as follows:

- Detrimental impact on rural landscape
- Visually intrusive
- Impact on Great Ouse Valley
- Urbanising effect on the M1 corridor
- Inappropriate this part of Little Linford Lane
- Density too high
- Inadequate local infrastructure
- Potential for accidents for cyclists and pedestrians
- No Redway provision
- Too far from local facilities for the future occupants
- Significant potential for congestion
- Outside the village boundary
- Too far for walking to shops
- Bus stops too far for residents
- Concern over increased traffic on Little Linford Lane
- Contrary to Neighbourhood Plan
- Significant impact on Ouse Valley
- Not enough capacity in local school, GP surgery
- Biodiversity/wildlife impact would be significant
- Loss of vegetation and hedging and trees
- Poor junction proposed
- Concern over lack of green space within the development
- Concern over the accuracy of the transport statement
- Potential impact on dwellings in Newbolt Close over the M1 North Accommodation bridge
- Considers that the lack of 5 Year Housing Land Supply should not mean that all other policies are not considered, and that the local plan policies still carry weight in the determination.