

Application Number: 18/01508/FUL

Description - Construction of Anglers Car Park

AT Land to the West of Eastaff Croft, Woburn Sands

FOR Vauxhall Angling Club

Target: 1 November 2018

Extension of Time: Yes

Ward: Danesborough & Walton

Parish: Woburn Sands

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1.0 RECOMMENDATION

It is recommended that permission is granted, subject to the conditions set out at the end of this report.

2.0 INTRODUCTION

The Site

2.1 The application site is a parcel of open space, located South of the Lake to the West of Greensand View/Eastaff Cross. The site is located within designated open countryside as defined in Milton Keynes' adopted Local Plan, but is accessed from land designated as housing land. The site also lies within the railway corridor.

The Proposal

2.2 The application seeks permission for the installation of private car park for sole use by the angling club who currently lease the fishing rights to the lake. Alongside the installation of the car park, the application also includes associated works including; the removal of existing landscaping, the proposed access and associated signage and safety barriers. The proposal also includes provision of a landscaped bund.

Reason for referral to committee

2.3 The application has been referred to committee due to the number of objections received.

3.0 RELEVANT POLICIES

3.1 National Planning Policy Framework (2018)

Section 12 - Achieving Well-Designed Places

Section 15 - Conserving and Enhancing the Natural Environment

The Development Plan

3.2 Woburn Sands Neighbourhood Development Plan (2014)

Policy WS4 - Adequate off-street parking

Policy WS5 - Preservation of the Countryside

3.3 Core Strategy (2013)

CS13 - Ensuring High Quality, Well-Designed Places

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

Saved Policy D1 - Impact of Development Proposals on Locality

Saved Policy NE4 - Conserving and Enhancing Landscape Character

Saved Policy S10 - Open Countryside

Saved Policy T15 - Parking Provision

3.5 Supplementary Planning Documents

Milton Keynes' adopted Car Parking Standards SPD (2016)

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

- Principle of development
- Highway matters and parking
- Impact on character of the area
- Design
- Residential amenity
- Landscape
- Ecology
- Drainage and flood risk

5.0 CONSIDERATIONS

Principle of development

- 5.1 Policy CS13 of Milton Keynes' adopted Core Strategy articulates that the Council will take a positive approach to development, aligned with the principles of the National Planning Policy Framework (2018). Furthermore, whilst it is acknowledged that development on land designated as open countryside will be resisted, Saved Policy S10 of the council's adopted local plan states that; planning permission will only be given for development that is essential for agriculture, forestry, countryside recreation or other development which is wholly appropriate to a rural area and cannot be located within a settlement. The provision of a car park in this instance has been presented to support the use of recreational activity located in the open countryside, therefore the principle is considered to be acceptable, subject to the following material planning considerations discussed in this report.

Highway matters and parking

- 5.2 The most prominent consideration in relation to the application is highways and parking considerations. In terms of highway safety there are two key policies which are relevant; Saved Policy T15, and Part (vi). Both of which ensure that safe access to and within the site is delivered that the design should promote safety, circulation and appearance that respects all highway users.
- 5.3 The rationale for the planning application is understood to alleviate some of the civil matters arising as a result of the use of the lake by anglers. From the third party representations received there have been concerns expressed by residents that inappropriate parking in the residential area is causing pressure on the existing road network. As such, the angling club are seeking to address these issues by providing a form of private parking provision. Whilst these civil issues do not form part of any material planning considerations, from site visits at off-peak times the surrounding streets contained a number of cars on street. When assessing the number of spaces that would be required for the angling club, there is no formula presented within Milton Keynes' adopted Car Parking SPD. The site is Sui Generis and the standards therefore state that the requirement for Sui Generis on a case by case basis. In this instance the total surface area of the car park is 324m², this is estimated to accommodate 10-12 cars. This would be considered an improvement on highway pressures in the vicinity of the residential area; this would satisfy Saved Policy T15 in particular.
- 5.4 Notwithstanding the provision of parking itself, the access to the site is also a key issue within the considerations. The proposal as submitted seeks to install a new access over the existing footpath through the hedgerows onto the site. The rights of way officer has indicated that improvements would be required before cars could access over the existing footpath, the highways team have also indicated that a 5m hardstanding would be required on the access to the site, this would include the linkage from Eastaff Croft to the car park itself. Currently the access is proposed to be 3m in width and a total of 26.6m in length. Along this proposed access would be two sets of visibility splays, one to the public footpath and another to the junction on Eastaff Croft/Greensand View. These would be 3m and 2m respectively.

- 5.5 It is acknowledged that the proposed access would require approval from both the developer and the highway as there is currently a Section 38 agreement that exists between Taylor Wimpey and the Highways Authority, as such any changes will require agreement from the developer, the highways authority and subsequently the Milton Keynes Council's adoptions team. This forms part of the conditions listed at the end of this report. However it is considered appropriate in this instance that these matters can be resolved following the determination of this application if approved.
- 5.6 Furthermore, the proposed access will require technical approval by the highway's authority, this will include the safety aspects of the application which will include the detailing of signs and chicane style safety barriers. However, this application seeks permission for the location of the signage and the principle of the chicane barriers. In policy terms the details submitted of the location of the field gate, chicane barriers and signage is considered to be acceptable in principle, again the content and detail of this signage would be required to be submitted in writing to the local planning authority, again as part of the conditions at the end of this report. It is acknowledged that Woburn Sands Town Council has also raised concerns over the safety of highway users given that the access will cross the pathway. The rights of way officer has re-iterated these concerns, the conditions therefore seek to ensure the safety of all highway users is achieved as required by national legislation, and local planning policies T15 and Part (vi) of Policy D1.

Impact on character of the area

- 5.7 In assessing the impact on local character, it is acknowledged that the land is designated within Milton Keynes' adopted Local Plan as 'open countryside'. However, the proposal is considered to cause less than substantial harm to the area given that the quality of the land in relative terms is low. Therefore the proposed surface covering, proposed to be composited of a geotextile membrane topped with a crushed concrete/hard core material is considered to be appropriate given the context of the site. Whilst further, more permanent materials are required for the first 5m of the access road, this will form part of the conditions listed at the end of this report. Although, with this additional hardstanding this is not considered to significantly impact the character of the area, given the low quality composition of the existing landscape.
- 5.8 In considering the impact of the proposals on the character of the street scene, the key consideration is the removal of approximately 3m of hedgerow/landscaping to accommodate the access. Currently there is a landscaped boundary between the Parklands estate and the designated open countryside, this band of landscaping stretches to approximately 300m. This is noted to be a substantial barrier, however, on balance given that the principle of development can be considered acceptable to facilitate recreational uses, the removal of approximately 3m is deemed to have a minimal impact on local character and would not undermine Policy D1 of Milton Keynes' adopted Local Plan which seeks to protect natural features and wildlife habitats.

Design

- 5.9 In terms of the design of the car park, Woburn Sands Town Council have indicated that they feel that the car park should be re-located adjacent to the existing landscaping in a 'rectangular' form, this would be to alleviate some of the visual concerns raised by the town council. However, the applicants have indicated that they wish to proceed with the initial submission. Whilst this may be considered a favourable option by the town council, the submission for consideration is as proposed.
- 5.10 The design of the car park seeks to harmonise with the context of the site by installing a semi-permanent surface covering within the existing designated open countryside opposed to a tarmac covering. In addition, the installation of a landscaped bund seeks to mitigate against the visual intrusion in the designated open countryside. This is considered to comply with Saved Policy D1 of Milton Keynes' adopted local plan which seeks to ensure development respects the surrounding environment.

Residential amenity

- 5.11 There have been a number of representations received raising concerns of the proposed car park on the amenity of nearby residents. When considering the impact of development on nearby residents Saved Policy D1 of Milton Keynes' adopted local plan applies which states that development will be refused where development would cause/lead to;
- (i) Additional traffic generation which would overload the existing road network or cause undue disturbance, noise or fumes
 - (ii) Inadequate drainage, which would adversely affect surface water disposal, including flood control, or overload the existing foul drainage system
 - (iii) An unacceptable visual intrusion or loss of privacy, sunlight and daylight
 - (iv) Unacceptable pollution by noise, smell, light or other emission to air, water or land
 - (v) Physical damage to the site and neighbouring property including statutorily protected and other important built and natural features and wildlife habitats
 - (vi) Inadequate access to, and vehicle movement within, the site
- 5.12 In considering the impacts, the details as submitted indicate that the application is seeking to address issues and contention between anglers and nearby residents. The additional traffic caused by the commercial use of the lake was unlikely to have been considered with the development proposals and there is therefore a shortfall of parking provision in the locality. The additional provision is therefore considered to enhance the amenity of nearby residents by alleviating on-street parking issues which have been subject to a number of issues.
- 5.13 Furthermore, there have also been concerns raised by both Woburn Sands Town Council and members of the public regarding the detrimental impact on amenity that will be caused by the car park. These issues include littering and anti-social issues caused by overnight fishing. However, these issues are understood to be existing and are not controlled by the planning system. However, to mitigate

against these issues the recommendation includes an informative requesting that the anglers club provides refuse facilities on site. In addressing the overnight issues raised by residents, this again does not fall under the remit of planning and this application merely seeks permission for the car park, and the use of the lake by the tenants would be addressed under separate legislation.

- 5.14 However, the concerns in regards to the access times onto the site are duly noted, and in order to ensure that the overnight use of the car park is kept to a minimal, there will also be an second informative listed at the end of the report advising the applicants to secure the site overnight and lock the field gate.

Landscape & Ecology

- 5.15 Whilst the principle of development is acceptable under Saved Policy S10 of Milton Keynes' adopted Local Plan, Saved Policy NE4 seeks to conserve and enhance the existing landscape. The policy states in particular that; 'Where development in the open countryside is acceptable in principle under other policies in this plan, it should respect the particular character of the surrounding landscape'. When assessing the value of the local area in terms of ecological value, it is considered to be low given that there is a high composition of clay; the area does not therefore provide a contribution to the ecological value of the area. Whilst it is conceded that the removal of approximately 100m² of existing landscaping to provide the access will reduce the ecological value of the immediate vicinity, the installation of a landscaped bund provides a total area of 186m², this is therefore considered to mitigate the impacts of the removal of existing landscaping.
- 5.16 It is also noted that due to the high clay composited surface, challenges will naturally arise with the proposed landscaping scheme. The landscaping scheme therefore forms part of the conditions presented at the end of this report to enable further details and documentation to be submitted to ensure that appropriate landscaping is installed that will mitigate against the installation of the proposed hardstanding.

6.0 CONCLUSIONS

- 6.1 In conclusion, the application is considered to be acceptable and therefore recommended for approval, subject to conditions.

7.0 CONDITIONS

1. The development hereby permitted shall begin before the expiration of three years from the date of this permission.

Reason: To prevent the accumulation of planning permissions; to enable the Local Planning Authority to review the suitability of the development in the light of altered circumstances; and to comply with section 91 of the Town and Country Planning Act 1990.

2. Notwithstanding the approved drawings, no development shall take place above slab level until full details of both hard and soft landscape works have been

submitted to and approved in writing by the local planning authority. These details shall include existing trees and/or hedgerows to be retained and/or removed accurately shown with root protection areas; existing and proposed finished levels or contours; means of enclosure; visibility splays; areas of hard surfacing materials; proximity between street lights and tree planting; pedestrian access and circulation areas; civic space / public park furniture, play equipment, bins etc.; proposed and existing functional services above and below ground such as cables, pipelines, substations. Soft landscape works shall include planting plans at a minimum scale of 1:200 with schedules of plants noting species, plant supply sizes and proposed densities; written specifications (including cultivation and other operations associated with tree, plant and grass establishment; and the implementation programme.

Development shall be carried out in accordance with the approved details. If within a period of two years from the date of the planting of any tree or shrub, that tree or shrub, or any tree and shrub planted in replacement for it, is removed, uprooted or destroyed, dies, becomes severely damaged or diseased, shall be replaced in the next planting season with trees and shrubs of equivalent size, species and quantity.

All hard and soft landscape works shall be carried out prior to the occupation of the building(s) or the completion of the development whichever is the sooner or in accordance with a programme agreed in writing with the Local Planning Authority.

Reason: To protect significant trees and hedgerows, safeguarding the character of the area and preserving habitat and to minimise the effect of development on the area in accordance with Policies CS13 and CS19 of the Milton Keynes Core Strategy 2013 and Saved Policy D1 of the Milton Keynes Local Plan 2001-2011.

3. No building or use hereby permitted shall be occupied or the use commenced until such time as details of the roads, footways, redways and surface water drainage have been submitted to and granted technical approval in writing by the Local Planning Authority in consultation with the Highway Authority and no building or use hereby permitted shall be occupied or the use commenced until the works have been constructed in accordance with the approved details

Reason: To ensure that all road works associated with the proposed development are planned, including any traffic Orders, and to a standard approved by the Local Planning Authority and are completed before occupation in accordance with Policies CS11 and CS13 of the Milton Keynes Core Strategy 2013 and Saved Policies D1, T1 and T3 of the Milton Keynes Local Plan 2001-2011.

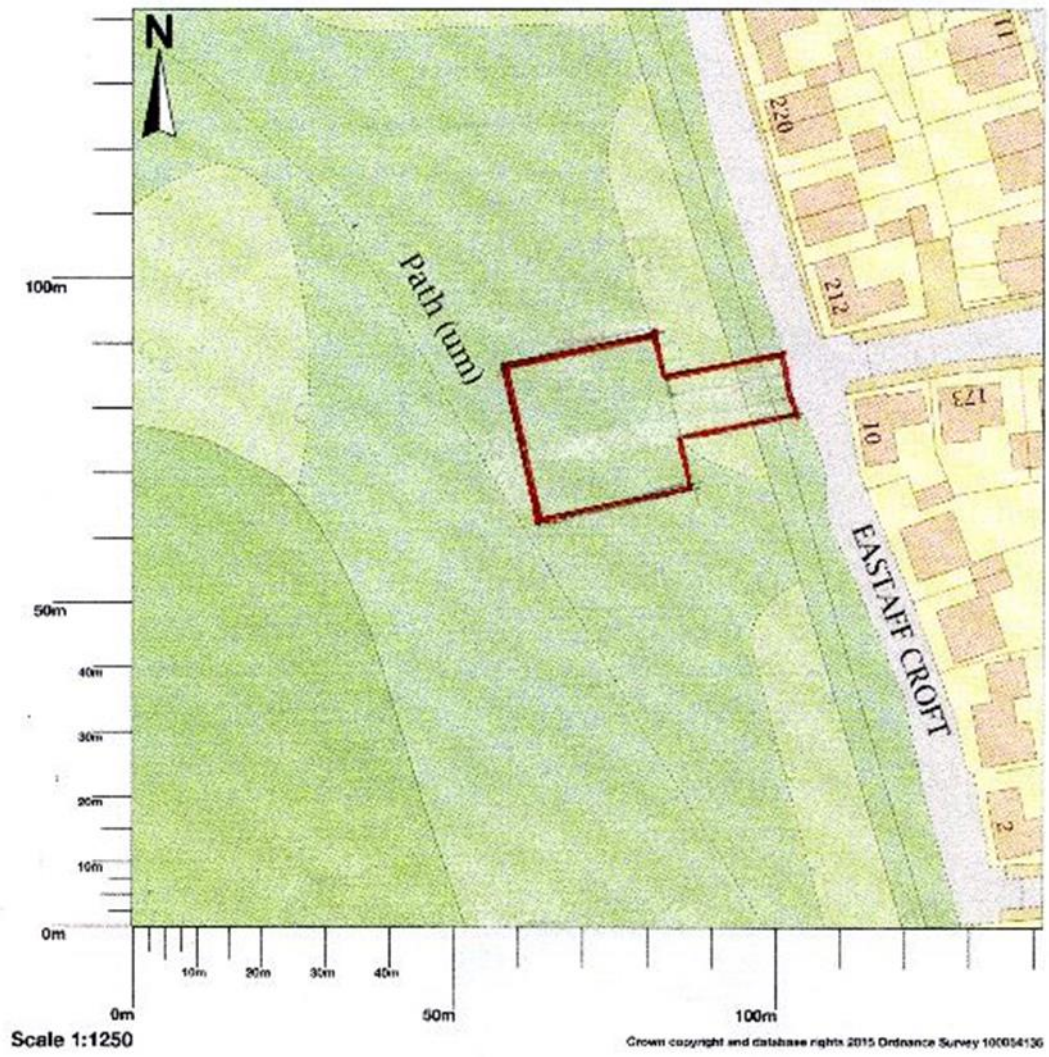
4. No building or use hereby permitted shall be occupied or the use commenced until the vehicular access has been provided and thereafter retained at the position shown on the approved plans. Arrangement shall be made for surface water drainage to be intercepted and disposed of separately so that it does not discharge from or onto the highway carriageway.

Reason: In the interests of highway safety in accordance with Policy CS13 of the Milton Keynes Core Strategy 2013 and Saved Policy D1 of the Milton Keynes Local Plan 2001-2011.

Informatives to Applicant:

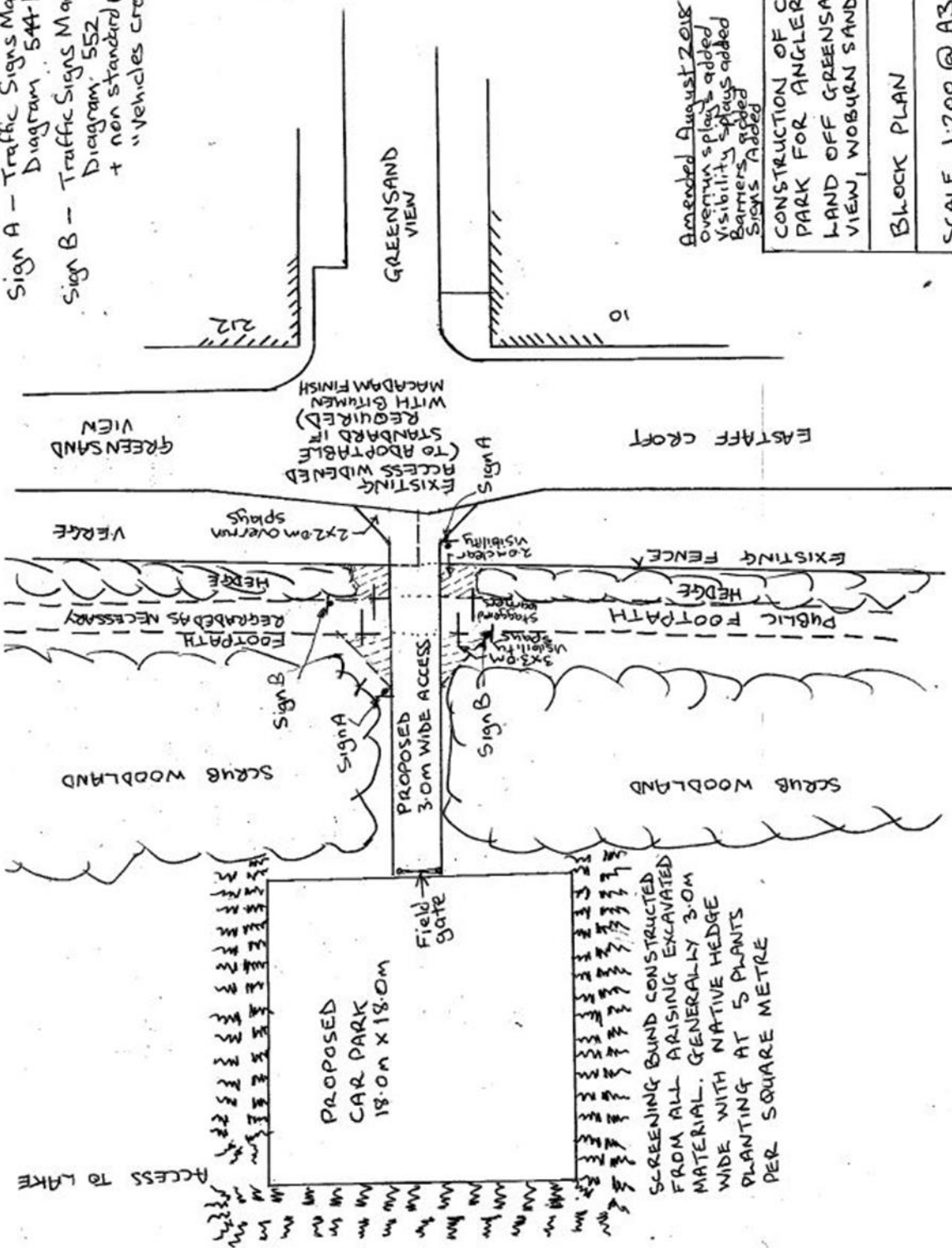
1. To enhance the amenity of residents and users of the car park, it is strongly recommended that a refuse provision is provided within the curtilage of the proposed development.
2. The proposed development would benefit from effective security measures to be installed to the proposed 'field gate' thereby restricting the use of the car park to primary users. Thereby alleviating concerns of misuse of the site and subsequent anti-social behaviour issues.

Proposed Car Park, Land Adjacent to Greensand View



Sign A - Traffic Signs Manual
Diagram 544-1

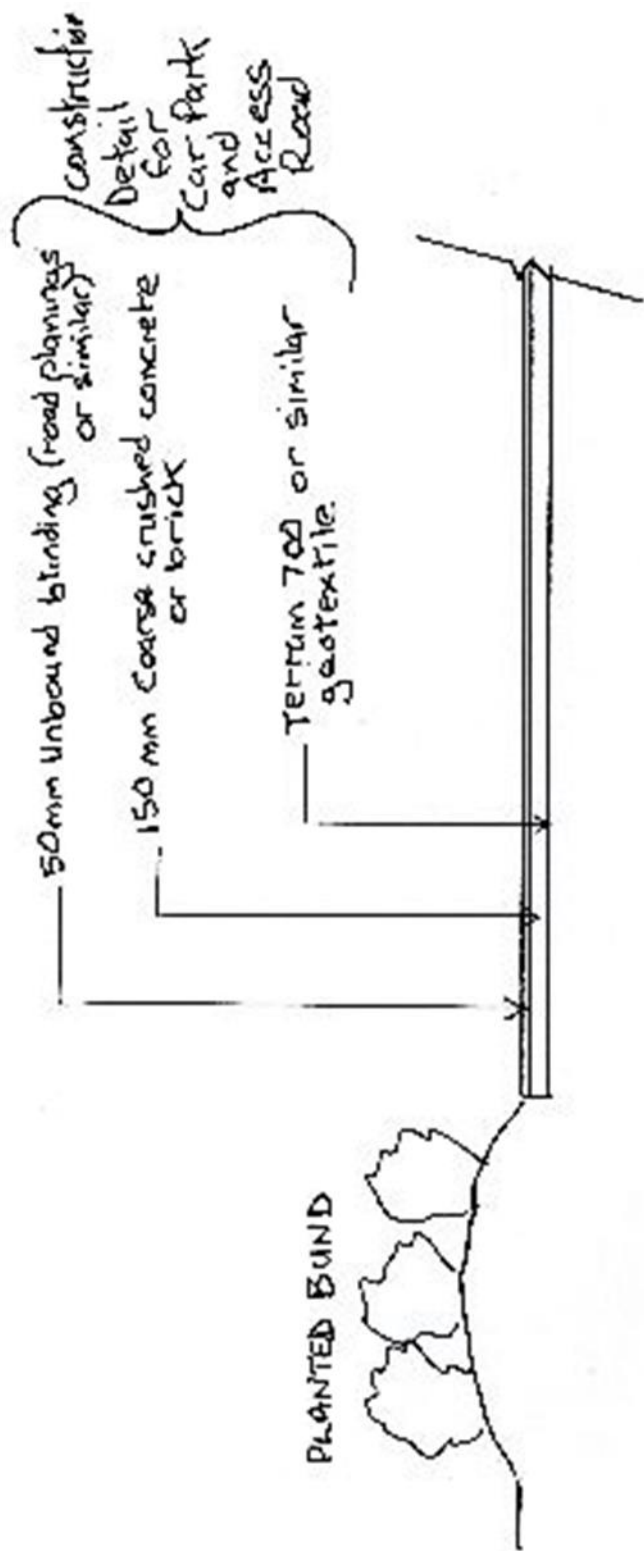
Sign B - Traffic Signs Manual
Diagram 552
+ non standard plate
"vehicles crossing"



Amended August 2018
Overturn signs added
visibility splays added
Barriers added
Signs added

CONSTRUCTION OF CAR PARK FOR ANGLERS LAND OFF GREENSAND VIEW, WOBYRN SANDS.
BLOCK PLAN

SCALE 1:200 @ A3



TYPICAL SECTION SCALE 1:50

A mended August 2018 - Note added.

Appendix to 18/01508/FUL

A1.0 RELEVANT PLANNING HISTORY

There is no relevant planning history associated with the site.

A2.0 ADDITIONAL MATTERS

There are no additional matters.

A3.0 CONSULTATIONS AND REPRESENTATIONS

A3.1 Danesborough & Walton Ward - Councillor Jenkins
No response received.

A3.2 Danesborough & Walton Ward - Councillor D. Hopkins
No response received.

A3.3 Danesborough & Walton Ward - Councillor V. Hopkins
No response received.

A3.4 Woburn Sands Town Council

Objection – Whilst the council has no objection in principle to a car park, three amendments are required; safety barriers to the pathway, suitable landscaping to the bund and adjusted site boundaries to reduce the extrusion of the car park into the site, and instead have a ‘rectangular’ shape so the location is closer to the existing landscaping, thus minimising the intrusion.

Revised Comments received 01/10/2018 - We consider the car park should be rectangular in shape and its long section alongside the scrub woodland bordering F2. This would hide it more from view.

There is a problem that the Anglers leave lots of litter behind on the Parklands Estate, the Town Council should not have our litter and dog bins filled with their rubbish. We request, if it would be possible to add a condition stating that the bins on the residential estate should not be used for the Anglers to fill up. Also that for safety reasons Anglers absolutely must relock immediately on entering.

If the location of the car park is not changed the Town Council then objects to the application. There is still some concern of safety of dogs and children running down the path and request the most efficient safety barriers there is.

MKC Highways Officer

A3.5 No objections, subject to conditions.

A3.6 Public Representations

15 Third party objections have been received from 7 addresses and are summarised as follows:

- Inaccurate description of the site
- Litter and alcohol abuse
- Anti-social behaviour caused by overnight fishing
- Lack of sanitary provision
- Detrimental to highway safety
- Increase in traffic/noise