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For and on behalf of
Bloor Homes South Midlands

PLANNING STATEMENT

**Milton Keynes East,
Land at Willen Road,
Willen Road,
Newport Pagnell,
Milton Keynes**

**Prepared by
DLP Planning Ltd
Bedford**

September 2021



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APPENDICES

- Appendix 1 Milton Keynes East SPD Master Plan
- Appendix 2 Full Policies Applicable to the Application

1.0 INTRODUCTION

1.1 This Planning Statement has been prepared by DLP Planning Ltd (DLP) for and on behalf of Bloor Homes South Midlands (the Applicant), to support an outline planning application at Land at Willen Road, Milton Keynes. The proposals are for:

‘Outline planning application with all matters reserved except for means of access in relation to highway access from Willen Road and pedestrian/cycle access in relation to the crossing of the A422 and the creation of a residential development of up to 800 dwellings comprising affordable housing, a primary school, local centre, public open space, red ways, sustainable urban drainage systems and all associated works.

1.2 The site forms part of the wider allocation set out in the Milton Keynes East Supplementary Planning Document (SPD), and a plan is attached at appendix 1 showing how the site relates to the wider allocation.

1.3 The application site forms the western parcel of the allocated site, with the remainder of the site under the control of other parties. Notwithstanding this, there has been continuous coordination and communication between the parties to ensure the area can be cohesively and comprehensively delivered. The application has been prepared to reflect the principles outlined within the Milton Keynes East SPD, and the scheme Master Plan, which is part of the application, demonstrates how these principles have been incorporated.

1.4 The scheme Master Plan has been extensively discussed with the Local Planning Authority and other key stakeholders and has evolved through the pre-application process.

1.5 The Master Plan has been informed by a series of ‘parameter plans’, prepared to establish the detailed bases for the development proposals, and in particular:-

- Scale and height
- Density
- Highways and movement
- Open space and recreation

1.6 The parameters plans and the Indicative Master Plan have been informed by a series of

technical studies. These include an Environmental Impact Assessment which has covered:

- Archaeology and Heritage
- Ecology
- Landscape
- Transport
- Noise
- Air Quality

1.7 A series of additional technical reports are also submitted as part of the application, including:

- Design and Access Statement (Pegasus Design)
- Transport Assessment (RPS)
- Flood Risk and Drainage Strategy (Travis Baker)
- Heritage Assessment (Triskelion Heritage)
- Landscape and Visual Impact Assessment (Pegasus Design)
- Phase 1 Ground Investigation (Rolton Group)
- Sustainability Assessment (Briary Energy)
- Ecology Report (RSK)
- Air Quality (RSK)
- Noise Assessment (Cole Jarman)
- S106 Heads of Terms (DLP)
- Utilities Statement (Bloors)

2.0 APPLICATION BACKGROUND

2.1 The Milton Keynes East SPD allocates the land off Willen Road for a residential led, mixed use urban extension to Milton Keynes with Policy SD12 providing the policy basis for this together with the wider, more general policies contained in Plan:MK.

2.2 Policy SD12 requires that a comprehensive development framework be developed to ensure the allocation comes forward in a well-planned manner. Following this, the Milton Keynes East SPD was produced to meet this aim. This SPD has guided the work undertaken by the project team in preparing this planning application. The project team and elements of work undertaken comprises:

- **Bloor Homes** – Applicant
- **DLP Planning** - Planning and EIA co-ordination
- **Pegasus Design** – Masterplanning and Landscape
- **RPS** – Highways
- **Briary Energy** – Sustainability
- **Travis Baker** – Flood Risk and Drainage
- **Triskelion Heritage** - Heritage
- **RSK** - Ecology and Air Quality
- **Rolton Group** – Ground Conditions
- **Cole Jarman** - Noise

2.3 The development proposal was screened for Environmental Impact Assessment (EIA), reference 20/01181/EIASCO dated 14th October 2020, which concluded that an EIA was required to assess potential impacts on ecology and the local landscape, as well as considering impacts on noise, air quality and waste (construction waste).

Statement of Community Engagement

- 2.4 Due to the impact of coronavirus, the applicant was unable to hold a formal, in-person, public consultation event; however, a virtual event was undertaken whereby local residents were invited to provide their comments in respect of the emerging plans for the site. This took the form of a bespoke “Willen Road East” website which outlined key aspects of the proposals, including the latest version of the Master Plan at that time. The website provided facility to provide comments on an online form. Residents were informed of the event via a leaflet drop to some 7400 addresses in Newport Pagnell, Willen and Moulsoe. The event was also advertised by notice in the MK Citizen newspaper.
- 2.5 The comments received were then considered and, where appropriate, amendments made to the indicative master plan, which has resulted in the finalised scheme submitted as part of this application.
- 2.6 A summary of the responses received is provided below:

Comment – 32	Objection – 19	Support – 4
Plans seems to conflict re infrastructure proposals of adjoining site	Loss of green infrastructure	Welcome more affordable homes
Concerns about crossing A422 at street level rather than underpass	Issues with flooding	Glad to see more redways and hope they are fully connected with existing routes
Is there going to be a secondary school?	Too many homes impacting character of Newport Pagnell	Welcome more housing
Will there be a doctors?	Road crossings are in the wrong place to be useful and shouldn't be 'at grade'	

Roads need to be proper grid roads	Lack of information on plan re housing type, mix, linkages with surroundings developments etc	
Will there be a crossing from the southern housing to the school	School and local centre should be relocated	
Hope to see ground source heat pumps		
Need increased utilities and sewer capacity		
Site is part of flood plain, hopefully arrangements have been made to ensure no increase in off-site flooding		
Infrastructure needs to be built before any houses		
Hope to see more affordable units		

2.7 Additional meetings have also taken place with Newport Pagnell Town Council and Milton Keynes Council throughout the pre-application process. There is planned dialogue with Willen Parish Council and a Rights of Way representative during the early stages of the application process. These forums have enabled the applicant and project team to share additional information and focus on key issues such as road crossings, street hierarchy and sports field provision. The comments received from these events have also been fed into the finalisation of the Master Plan.

3.0 SITE CONTEXT AND DEVELOPMENT PROPOSAL

Site Context

- 3.1 The site comprises an area of 45.8 hectares. It is bounded to the east by the River Ouzel and beyond that is further agricultural land which also forms the southern boundary. The application site and the land beyond the eastern and southern boundaries (Berkeley Group) forms part of the wider Milton Keynes East allocation. The A422 runs along the northern boundary, with a small section of the site located on the opposite side of this road.
- 3.2 The site can be split into two distinct main areas; one is generally made up of a mixture of arable farmland and pasture, set within large fields separated by mature hedgerows whilst the other comprises land used for mineral extraction but now remediated. There is a scattering of farm buildings across the site, including Caldecote Farm, Caldecote Cottage and Moat Cottage, which are excluded from the site area whilst immediately abutting the north-eastern edge is Caldecote Mill. There will be two vehicular accesses located off Willen Road.
- 3.3 Across the site there are scattered areas of trees, including a belt running east to west through the middle of the site. It is the intention of the developer to retain this belt and to create a buffer corridor either side whilst other trees on site would be retained where possible. There are no protect trees on or near the site.
- 3.4 Milton Keynes Council has produced a borough-wide character assessment, in addition to the National Character Assessment. The application site is located wholly within 'LCT2 – River Valley'. This is split into 2 categories of 'rural river valley' and 'urban river valley' with these both further subdivided into five categories, with the site being categorised as 'LCA 2d – Ouzel North Urban River Valley'.
- 3.5 The River Ouzel is identified as Wildlife Corridor in Plan MK, a non-statutory designation together a Minerals Primary Focus Area. There are no statutory ecological designations on the site.
- 3.6 The site is not within proximity of any Scheduled Monuments or an area of archaeological importance. However, there are a number of entries in the Historical Environment Record and potential items of interest are shown in figure 2.12 of the MKE SPD.
- 3.7 There are no listed buildings or conservation areas immediately adjoining the site. The nearest

listed buildings are located over 700m to the south in Willen, 900m to the east on the London Road and over 1km to the north in Tickford End. The nearest conservation area is that which covers the town centre of Newport Pagnell to the north of the site. The southern edge of the conservation area lies approximately 370m away from the northern edge of the allocated site. The intervening land is a mix of agricultural and sports fields whilst there is also a tree belt running along the River Ouzel immediately to the south of the conservation area which acts as a screen.

- 3.8 The eastern edge of the site lies within flood zones 2 and 3. The extent of flood zones 2 and 3 has been reviewed as part of the drainage strategy to accompany the planning application.
- 3.9 There are two public rights of way across the site. FP14 runs along the eastern boundary of the site, lading up from Tongwell Street to Marchend Road, whilst FP15 runs east west across the site along Caldecote Lane and past Caldecote Mill.
- 3.10 There are no services or facilities in the immediate vicinity of the site, although two public rights of way cross the site. However, adjoining the northern parcel of the site is the Willen Road Sports Ground which includes football, tennis, skate park and cricket pitches as well as Newport Pagnell Town Football Club. Presently two public footpaths provide access across this area with the main vehicular and pedestrian accesses being from Willen Road.
- 3.11 The site lies to the southeast of Newport Pagnell, with the residential estate built around Alexandra Drive being the closest properties to the site excluded those adjacent to the development. Immediately to the west is a parcel of land allocated for employment purposes (under control of Newlands). Similarly, land to the southwest on the opposite side of the M1, known as Tongwell is used for employment purposes. Further to the south is the district of Willen which again separated from the site by the motorway. There is also an existing sewer that runs underground across the site for which a 6m easement exists on either side and will need to be maintained.
- 3.12 Willen Road runs north to south connecting Willen and Newport Pagnell. It also connects into the A422 which runs west-east from the centre of Milton Keynes to Interchange Park, an industrial estate south-east of Newport Pagnell.

Development Proposal

- 3.13 The development proposal provides for a mixed, residential led development of up to 800 dwellings, including affordable housing together with ancillary commercial (neighbourhood shopping), a primary school, community and recreation development and greenspace together with infrastructure works.

Residential Development

- 3.14 The residential element of the proposal (up to 800 units) will be developed at an average density of circa 35-40 dwellings per hectare (dph) across the site.
- 3.15 Building heights will be a mixture of two and two and a half storeys with the majority of housing being limited to two storeys, other than where densities are higher or where design requirement dictate taller buildings to be more appropriate and three storeys may then be introduced.

Primary School

- 3.16 A 2.2 hectare site has been designated on the master plan for a primary school, adjacent to the main estate road and adjacent to the local centre. The location will allow for 'easy access' and will allow for the creation of specific access features such as 'kiss and drop'.

Local Centre

- 3.17 A 0.5 hectare area of the site has been identified for the development of a 'secondary local centre'. This is proposed to accommodate a small supermarket together with other small shops equivalent to other local centres in the Milton Keynes area.
- 3.18 The location of the 'local centre' has also been specifically considered to ensure ease of access and in close proximity to the primary school to encourage dual purpose trips.

Play Facilities

- 3.19 A LEAP has been located in the vicinity of the local centre and school where demand for use will be greatest, whilst a larger NEAP is proposed immediately to the northwest of the school within the largest area of open space.
- 3.20 An additional LEAP is provided to the north of the site where it is accessible via the existing

right of way and proposed pedestrian/cycle link.

Highways and Movement

- 3.21 The application proposes two points of access into the application site both via Willen Road. The design and location of these junctions has been considered carefully and modelled by the scheme consultants. The northern access provides a loop that runs into the site and then down through the centre, parallel with the new pedestrian/cycle links, before connecting with the southern access road.
- 3.22 The southern access will provide a distributor road that will link into the wider allocation via a roundabout located within the adjoining Berkley land. The exact location of bus stops is a matter that would be confirmed at reserved matters stage; however the bus route indicated on the Master Plan is capable of ensuring that all residents will be within 400m of a bus service.
- 3.23 In accordance with local policy, a series of Redways are proposed throughout the site to provide access to the school and local centre. They will also run along parallel with Willen Road and connect into the existing network within Newport Pagnell.

Landscape

- 3.24 The visual impact of the proposals on the landscape is assessed within the relevant chapter of the Environmental Statement.
- 3.25 The proposals will result in some impact on visual amenity. However, an extensive scheme of landscaping is proposed, including:
- The incorporation of new structural landscape buffers along the site boundaries to provide a soft, natural development edge and visual integration;
 - Extensive tree planting across the car parks and at key points within the public realm.
 - The creation of a natural open space area along the centre of the development and on the flood plains which provides opportunities to introduce native planting, including wildflower species.
 - Safe access routes for pedestrians across the site, via new pedestrian and cycle links and improvements and linkages to the existing new rights of way.

- 3.26 The Master Plan seeks to demonstrate proposals which can be integrated into the site without harm to the receiving landscape and visual environment. The proposed built form will be informed by the existing townscape character and adopt appropriate scale, mass, bulk and height, as well as a high-quality palette of materials that reflect the local vernacular.
- 3.27 High quality elevational treatments will be incorporated in order to ensure visual interest and articulation that will reduce the perceived scale, mass and bulk of the built form. The proposals will be similar in height with the established built form of Newport Pagnell and Willen.
- 3.28 It is considered that the incorporation of the comprehensive scheme of mitigation will ensure that the proposals can be integrated into the landscape and visual environment. As part of this approach, it is envisaged that the landscape design and strategy will be followed through into future phases of the development.

Open Space, Ecology and Recreation

- 3.29 The main open space on the site is located on an east west axis through the centre of the site just north of the distributor road and primary school. There are also additional areas of open space adjacent to the eastern boundary, which have largely been dictated by the extent of flood zones 2 and 3 and include attenuation ponds which also provide opportunities for wildlife.
- 3.30 New sports pitches are proposed in the northern parcel of the site, across the A422. This area was chosen as it abuts the Willen Road Sports Ground and is identified within the Newport Pagnell Neighbourhood Plan as an area to extend the existing facilities.
- 3.31 As noted above, a LEAP and NEAP are proposed within the development alongside the open space and pedestrian routes. Other informal open spaces have been provided within the development and all the open space is interconnecting, which is important to allow the movement of wildlife.
- 3.32 All existing hedgerows are to be retained except where their removal is required for access; as are all category A and B trees. Also retained are areas of existing copse, including those in the centre of the site adjacent to the existing farmhouses.

Flood Risk and Drainage

- 3.33 The majority of the site within Flood Zone 1. As noted above, the eastern part of the site

adjacent to the River Ouzel lies within flood zone 2 and 3. The extent of flood zone 2 and 3 together with the flood prevention measures have been assessed by Travis Baker and is set out in the accompanying Flood Risk Assessment.

- 3.34 A phased drainage strategy has been prepared based upon the distribution of development envisaged on the Master Plan. This has been designed to be phased across the development and provides for a series of attenuated ponds and other drainage measures.

Noise and Air Quality

- 3.35 Noise and air quality have been assessed as part of the Environmental Statement.
- 3.36 The main receptor for this has been the increased level of traffic arising from the development. The transport modelling has been built into the assessment work.
- 3.37 Other considerations include the impact of traffic noise from the A422 and M1 as well as noise from the proposed employment site to the west.
- 3.38 With regards to air quality the assessment shows that the development will have no significant harmful impact on air quality.

Archaeology and Heritage

- 3.39 The site has been subject to a desk-based heritage assessment, a subsequent geophysical investigation and archaeological evaluation.
- 3.40 This has shown that in built heritage terms, there are no overall constraints to the development of the site. The desktop survey and subsequent geophysical survey of the site has shown that there are some pockets of potential archaeology across the application site relating to different periods of occupation.

4.0 PLANNING POLICY CONTEXT

The Development Plan

4.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that the determination of planning applications is undertaken in accordance with the development plan, unless material considerations indicate otherwise.

4.2 The development plan relevant to this application therefore comprises the following:

- Plan MK, the Local Plan (adopted March 2019)
- Newport Pagnell Neighbourhood Plan (adopted June 2021) although only a small section of the site falls within the area of this Plan.

4.3 Material considerations include the following:

- National Planning Policy Framework (the Framework)
- National Planning Practice Guidance (NPPG)
- Supplementary Planning Documents/Guidance (SPDs/SPGs)

Plan:MK (2016-2031)

4.4 The Key Policies from Plan:MK of relevance to the application are listed below.

- *Policy DS1 Settlement Hierarchy*
- *Policy DS2 Housing Strategy*
- *Policy SD12 MKE Strat Urban Extension*
- *Policy SD1 Place-Making Principles for Development*
- *Policy HN1 Housing Mix and Density*
- *Policy HN2 Affordable Housing*
- *Policy HN5 Self Build and Custom Housebuilding*
- *Policy CT2 Movement and Access*
- *Policy CT3 Walking and Cycling*
- *Policy CT5 Public Transport*
- *Policy CT10 Parking Provision*
- *Policy INF1 Delivering Infrastructure*
- *Policy FR1 Managing Flood Risk*
- *Policy FR2 Sustainable Drainage Systems (SUDs) and Integrated Flood Risk Management*
- *Policy NE3 Biodiversity and Geological Enhancement*

- *Policy NE4 Green Infrastructure*
- *Policy L4 Public Open Space Provision in New Estates*
- *Policy D1 Designing a High Quality Place*
- *Policy D2 Creating a Positive Character*
- *Policy D3 Design of Buildings*
- *Policy D4 Innovation Design and Construction*
- *Policy D5 Amenity and Street Scene*
- *Policy CC1 Public Art*
- *Policy CC2 Location of Community Facilities*
- *Policy CC4 New Community Facilities*

- 4.5 **Strategic Objective 2** sets out the need to deliver a minimum of 26,500 houses within the Plan period up to 2031. The development of Milton Keynes East can materially contribute to this target over the Plan period.
- 4.6 **Policy DS1 Settlement Hierarchy** identifies that Newport Pagnell as a key settlement.
- 4.7 **Policy DS2 Housing Strategy** states at point 6 that Plan: MK relies upon the delivery of sites identified within the 'made neighbourhood plans' in order to meet a minimum of 26,500 net dwellings across the borough in the Plan period.
- 4.8 **Policy SD1** outlines 19 place-making principles for development and states that new schemes should adhere to them.
- 4.9 **Policy SD12** deals specifically with the allocation of this site and sets a broad outline for what should be delivered.
- 4.10 **Policy HN1** advises upon housing density and mix that reflects the Council's latest evidence of housing need and market demand.
- 4.11 **Policy HN2** states that new schemes of 11 or more dwellings should provide at least 31% of the units as affordable housing.
- 4.12 **Policy HN5** advises that proposals for strategic residential development are required to provide 1 hectare of the site for serviced dwelling plots for sale to custom builders to contribute towards meeting the evidenced demand for self-build and custom housebuilding in the Borough.
- 4.13 **Policy CT2** details movement and access requirements and sets out the need for developments to reduce the need to travel by promoting sustainable transport options and improve accessibility.
- 4.14 **Policy CT3** states that development that enables access to employment by walking and cycling will be supported.
- 4.15 **Policy CT5** requires proposals to be designed to meet the needs of public transport users.

- 4.16 **Policy CT10** sets out the expected parking requirements, and explains that:
- 4.17 **Policy INF1** requires that new development should provide necessary on and off-site infrastructure. Site specific infrastructure is to be delivered through Section 106 agreements.
- 4.18 **Policy FR1** requires that new development has to incorporate surface water drainage systems and ensure any flooding impact is mitigated against.
- 4.19 **Policy FR2** encourages a strategic and integrated approach to flood risk management and that new developments incorporate SuDS.
- 4.20 **Policy NE3** states that new development should seek to protect and enhance where possible biodiversity and protected species.
- 4.21 **Policy NE4** states the importance of enhancing green infrastructure. It explains that development proposals should aim to provide new green infrastructure, or if this is not possible to contribute to the enhancement of existing green infrastructure.
- 4.22 **Policy L4** sets out the requirements for public open space in new estates.
- 4.23 **Policy D1** outlines the importance of designing high quality places and requires development proposals to meet a number of objectives/principles.
- 4.24 **Policy D2** states that proposals will only be permitted if they create a positive character and meet a number of stated objectives/principles.
- 4.25 **Policy D3** requires that development proposals need to meet specified objectives/principles.
- 4.26 **Policy D4** states that proposals with 50 or more dwellings should aim to provide 10% of new dwellings that have innovative design features and modern methods of construction.
- 4.27 **Policy D5** emphasises the need for proposals to create and protect a good standard of amenity.
- 4.28 **Policy CC2** discusses the location of community facilities and states that they should ideally be located within housing areas and close to local centres.
- 4.29 **Policy CC4** also supports the development of new community facilities. The development of the site will provide the erection of a 2FE primary school on site.

Newport Pagnell Neighbourhood Plan

- 4.30 The Neighbourhood Plan was made in 2016. Whilst only the northern parcel of the site is covered by the Plan area the relevant policies are set out below.

- 4.31 Policy NP6 – Cycle and Pedestrian Routes which sets out that new development should include routes that connect with existing cycle and pedestrian links and provide access to shops and local facilities such as sports pitches.
- 4.32 Policy NP7: Developer Contribution Policy outlines that new developments should contribute in accordance with Plan:MK policies and SPD. In particular for Newport Pagnell this would go towards:
- the provision of education that is required as a result of the development;
 - improving existing play areas in the town;
 - off-site provision of playing fields and land costs;
 - enhancement of public open space; and
 - the promotion of the Town Centre, its historic importance and fabric, its directional signage and the enhancement of Town Centre parking provision.
- 4.33 Milton Keynes operates a tariff system to secure funding for infrastructure and community facilities such as schools and health facilities, open space and affordable housing with the provisions set out in the Milton Keynes Urban Development Area Tariff Supplementary Planning Document. This will ensure that appropriate funding is secured from this development to assist with providing the necessary infrastructure and facilities required by the future residents and wider existing community.

Other Material Considerations

National Planning Policy Framework

- 4.34 In July 2021, the Government issued the National Planning Policy Framework ('the Framework'). The Framework sets out the Government's commitment to achieving sustainable development. Sustainable development has three strands according to the Framework, an economic role, a social role and an environmental role.
- 4.35 The Framework promotes sustainable development. Paragraph 8 sets out the three strands of sustainable development, economic, social and environmental:

a) an economic objective – to help build a strong, responsive and competitive economy, by ensuring that sufficient land of the right types is available in the right places and at the right time to support growth, innovation and improved productivity; and by identifying and coordinating the provision of infrastructure;

b) a social objective – to support strong, vibrant and healthy communities, by ensuring that a sufficient number and range of homes can be provided to meet the needs of present and future generations; and by fostering well-designed, beautiful and safe places, with accessible services and open spaces that reflect current and future needs and support communities' health, social and cultural well-being; and

c) an environmental objective – to protect and enhance our natural, built and historic environment; including making effective use of land, improving biodiversity, using natural resources prudently, minimising waste and pollution, and mitigating and adapting to climate change, including moving to a low carbon economy.

4.36 The proposal positively contributes to each of the aims. Direct and indirect expenditure will make a significant contribution to the local economy; the development will provide a mix of housing, including affordable housing, in an area that is well supported by existing services and would materially contribute to supply; the proposal will provide a new school and other local facilities together with a range of public open and greenspace.

4.37 **Paragraph 11** establishes the basis for the presumption in favour of sustainable development which for **decision-taking** means:

c) approving development proposals that accord with an up-to-date development plan without delay;

Delivering a sufficient supply of homes – Identifying land for homes

4.38 **Paragraph 72** supports the extension of existing settlements by new housing where it is well located and designed and supported by necessary infrastructure and facilities.

Promoting healthy and safe communities

4.39 **Paragraph 92** conveys the importance of achieving healthy, inclusive and safe places. It is stated that decisions should aim to achieve places which:

a) promote social interaction, including opportunities for meetings between people who might not otherwise come into contact with each other – for example through mixed-use developments, strong neighbourhood centres, street layouts that allow for easy pedestrian and cycle connections within and between neighbourhoods, and active street frontages;

b) are safe and accessible, so that crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion – for example through the use of attractive, well-designed, clear and legible pedestrian and cyclist routes, and high quality public space, which encourage the active and continual use of public areas; and

c) enable and support healthy lifestyles, especially where this would address identified local health and well-being needs – for example through the provision of safe and accessible green infrastructure, sports facilities, local shops, access to healthier food, allotments and layouts that encourage walking and cycling.

4.40 **Paragraph 93** states that to provide social, recreational and cultural facilities and services, planning decisions should:

a) plan positively for the provision and use of shared spaces, community facilities (such as local shops, meeting places, sports venues, open space, cultural buildings, public houses and places of worship) and other local services to enhance the sustainability of communities and residential environments;

b) take into account and support the delivery of local strategies to improve health, social and cultural well-being for all sections of the community;

c) guard against the unnecessary loss of valued facilities and services, particularly where this would reduce the community's ability to meet its day-to-day needs;

d) ensure that established shops, facilities and services are able to develop and modernise, and are retained for the benefit of the community; and

e) ensure an integrated approach to considering the location of housing, economic uses and community facilities and services.”

4.41 **Paragraph 95** discusses the importance of having a sufficient choice of school places and that local planning authorities should give great weight to the enhancement of education provision. In this case the site will provide a primary school.

Open space and recreation

4.42 **Paragraph 98** explains the importance of access to high quality open space and opportunities for sport and recreation. The proposal seeks to provide both of these,

4.43 **Paragraph 100** supports the protection and enhancement of public rights of way. The opportunity to add links to existing rights of way networks is supported too. The application seeks to enhance and maintain existing public rights of way whilst extending redways within and surrounding the site.

Promoting sustainable transport

4.44 **Paragraph 104** states that development proposals must consider the following in terms of transport issues:

- a) *the potential impacts of development on transport networks can be addressed;*
- b) *opportunities from existing or proposed transport infrastructure, and changing transport technology and usage, are realised – for example in relation to the scale, location or density of development that can be accommodated;*
- c) *opportunities to promote walking, cycling and public transport use are identified and pursued;*
- d) *the environmental impacts of traffic and transport infrastructure can be identified, assessed and taken into account – including appropriate opportunities for avoiding and mitigating any adverse effects, and for net environmental gains; and*
- e) *patterns of movement, streets, parking and other transport considerations are integral to the design of schemes, and contribute to making high quality places.”*

4.45 **Paragraph 110** explains that :

- a) *appropriate opportunities to promote sustainable transport modes can be – or have been – taken up, given the type of development and its location;*
- b) *safe and suitable access to the site can be achieved for all users;*
- c) *the design of streets, parking areas, other transport elements and the content of associated standards reflects current national guidance, including the National Design Guide and the National Model Design Code 46; and*
- d) *any significant impacts from the development on the transport network (in terms of capacity and congestion), or on highway safety, can be cost effectively mitigated to an acceptable degree.*

4.46 **Paragraph 111** states that:

“Development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residential cumulative impacts on the road network would be severe.”

4.47 Further to this, **paragraph 112** provides information stating that development should:

- a) *give priority first to pedestrian and cycle movements, both within the scheme and with neighbouring areas; and second – so far as possible – to facilitating access to high quality public transport, with layouts that maximise the catchment area for bus or other public transport services, and appropriate facilities that encourage public transport use;*
- b) *Address the needs of people with disabilities and reduced mobility in relation to all modes of transport;*
- c) *create places that are safe, secure and attractive – which minimise the scope for*

conflicts between pedestrians, cyclists and vehicles, avoid unnecessary street clutter, and respond to local character and design standards;

d) allow for the efficient delivery of goods, and access by service and emergency vehicles; and

e) be designed to enable charging of plug-in and other ultra-low emission vehicles in safe, accessible and convenient locations.

4.48 Lastly, in terms of transport, **paragraph 113** requires that developments generating significant amounts of traffic be supported by a transport statement or assessment. A full Transport Assessment is submitted as part of this outline application.

Achieving appropriate densities

4.49 **Paragraph 124** states that development that makes efficient use of land should be supported and take into account:

a) “the identified need for different types of housing and other forms of development, and the availability of land suitable for accommodating it;

b) local market conditions and viability;

c) the availability and capacity of infrastructure and services – both existing and proposed – as well as their potential for further improvement and the scope to promote sustainable travel modes that limit future car use;

d) the desirability of maintaining an area’s prevailing character and setting (including residential gardens), or of promoting regeneration and change; and

e) the importance of securing well-designed, attractive and healthy places.”

Achieving well-designed places

4.50 **Paragraph 126** explains that a key aspect of sustainable development is good design.

4.51 **Paragraph 127** states that decisions should ensure that developments:

a) “will function well and add to the overall quality of the area, not just for the short term but over the lifetime of development;

b) are visually attractive as a result of good architecture, layout and appropriate and effective landscaping;

c) are sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change (such as increased densities);

d) *establish or maintain a strong sense of place, using the arrangement of streets, spaces, building types and materials to create attractive, welcoming and distinctive places to live, work and visit;*

e) *optimise the potential of the site to accommodate and sustain an appropriate amount and mix of development (including green and other public space) and support local facilities and transport networks; and*

f) *create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users; and where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion and resilience.”*

4.52 **Paragraph 134** explains that weight should be given to outstanding design which includes the promotion of high levels of sustainability as long as it fits in with the overall form and layout of the surroundings.

National Planning Guidance

4.53 On 6th March 2014 the Department for Communities and Local Government (DCLG) launched the National Planning Practice Guidance (NPPG) resource and provides, *inter alia*, guidance to local planning authorities on a range of planning considerations including housing land supply and mix, design and implementation.

Design

4.54 The NPPG states that:

“Achieving good design is about creating places, buildings, or spaces that work well for everyone, look good, last well, and will adapt to the needs of future generations.”

4.55 The guidance suggests that well-designed places should be functional; support mixed uses and tenures; include public spaces; be adaptable and resilient; have a distinctive character; be attractive; and, lastly, should encourage the ease of movement. These factors have been built into the application proposal.

Flood Risk

4.56 Where development is proposed and there is a flood risk present it is important that the development is appropriately flood resilient, resistant and safe for the lifetime of the development. Furthermore, it should not increase flood risk overall.

4.57 The application proposal has avoided development in any areas of flood risk, including an allowance for climate change, and incorporates a robust drainage strategy to deal with increase surface run off.

Supplementary Planning Documents

- 4.58 Development plan policy is further supported by a group of non-statutory and supplementary planning documents and guidance notes.
- 4.59 It should be noted that Milton Keynes Council are seeking to replace certain, existing SPDs following the adoption of Plan MK. The application scheme has been prepared to accord with the emerging SPD in a number of cases. Those that inform the development include:
- Milton Keynes East Strategic Urban Extension Development Framework Supplementary Planning Document
 - Parking Standards SPD (2016)
 - Affordable Housing SPD (2013)
 - Residential Design Guide SPD (2012)
 - Sustainable Construction SPD (2007)
 - Social Infrastructure Planning Obligations SPD (2005)
 - Planning Obligations for Leisure, Recreation and Sports SPG (2004)
 - Planning Obligations for Education SPG (2004)
- 4.60 The MKE SPD provides further details pursuant to Policy SD12 by including the requirements that are needed to deliver this extension to Milton Keynes, as set out above. It includes elements such as design considerations and transport linkages to ensure the proposal continues the sustainable development patterns enshrined within the wider Milton Keynes area.

5.0 PLANNING CONSIDERATIONS

Planning Balance

- 5.1 Section 38(6) of the Planning & Compulsory Purchase Act 2004 sets out that planning

determinations must be made in accordance with the plan unless material considerations indicate otherwise. This is reinforced in paragraph 11 of the NPPF which states that decision takers should approve development proposals that accord with an up to date plan without delay. In the case of this site, the local plan comprises Plan: MK and the Newport Pagnell Neighbourhood Plan.

5.2 Within Plan: MK, this site is identified as an allocation for an urban extension and is therefore considered to be suitable for the level of growth identified. The development of Milton Keynes East will readily contribute towards the housing target set in Plan: MK and has the capability of being completed by the end of the plan period. Therefore, there is policy support for the development of the site subject to the more detailed examination of the scheme against policy. The application is therefore fully in accordance with national and local policy having regard to NPPF paragraph 11 and Plan:MK Policy SD12.

5.3 As is set out in Plan:MK the Milton Keynes East site, although at outline stage, proposes to provide a mixture of housing density and tenure. The site will also provide 31% affordable housing, split across different tenures as shown in the table below. This is compliant with policy HN2 within Plan:MK. The proposals will contribute significantly towards housing provision in the area and this is a significant material consideration in favour of the proposals.

Type	Size	Market (%)	Affordable (%)
Flat	1 bed	1 – 2 %	10%
	2 bed	2 – 4 %	9%
House	2 bed	9 – 12%	33%
	3 bed	50 – 55%	38%
	4 bed	25 – 32%	9%
	5 bed	2 – 6 %	3%

5.4 Plan:MK also places heavy importance on accessibility and movement. The development proposes to provide and enhance the existing Redway network throughout the site. It is also well located to the town centre, within walking distance of a number of amenities and also proposes to extend the bus route through the site in a loop formation. Therefore, the development provides a number of sustainable transport options as required by Plan:MK which weighs in favour of the proposals.

5.5 Further to this the application site proposes to provide sustainable drainage systems across the site as outlined as a requirement in Plan: MK. The site also proposes a number of public open spaces, including two local equipped areas of play and one neighbourhood equipped area of play. The proposals would mitigate any impacts of the development in this regard, having a neutral impact and complying with policy requirements.

5.6 The table below illustrates policy compliance with Plan: MK

Plan: MK Policy	Comments in respect of policy compliance
DS2 - Housing Strategy	The proposals would deliver new housing in accordance with criteria 6 – delivery of sites already identified in made neighbourhood plans.
SD1 – Place-Making Principle for Development	As an extension to Milton Keynes, the site has been considered to be well related to and integrated with the surrounding built and natural environment. Development of the land therefore responds to a number of confirmed objectives: would be well designed and provide a soft buffer to the adjoining countryside through the provision of open space. Would be of an appropriate density. Would provide well integrated flood management and SUDS. Would provide new community facilities to meet the needs to new and existing residents.
SD9 – General Principles for Strategic Urban Extensions	The development would provide an appropriate amount of employment and retail uses consistent with other local centres within Milton Keynes. Social, grey and green infrastructure have been demonstrated within the application Master Plan and more detailed designs of these will be provided in future reserved matters. Relevant contributions will be made via a Section 106 Agreement through the tariff arrangement.
SD10 – Delivery of Strategic Urban Extensions	The site is allocated for development within Plan:Mk and the MK East SPD. As the land has been specifically identified as a Strategic Urban Extension, it will conform with all relevant policies but be delivered via a planning application. Significant liaison has taken place, and will continue to take place with landowners, the LPA, the Town Council, statutory (and non-statutory) consultees and other stakeholders.
SD12 – Milton Keynes East Strategic Urban Extension	The site forms part of the area allocated under this policy for development of a substantial urban extension. This policy and accompanying SPD have informed the design from an early stage together with discussions through the preapplication process to ensure the principles of this policy are complied with.

HN1 – Housing Mix and Density	The development would provide a mixture of housing types, tenures and sizes in accordance with the Council's requirements and policy. The density of the development would be appropriate to the area, would optimise the use of the land and would sustain inclusive and mixed communities.
HN2 – Affordable Housing	The development will provide 31% affordable housing in accordance with the policy requirement.
HN4 – Amenity, Accessibility and Adaptability of Homes	The development will demonstrate good internal and external design and this will be a feature for a future reserved matters application to provide specific details. Details of accessible and adaptable dwellings will be featured in a future reserved matters application.
HN5 – Self-Build and Custom Housebuilding	Although at outline stage, there is possible scope for the inclusion of self-build and custom build plots.
CT1 – Sustainable Transport Network	The development will seek to enable sustainable methods of travel as best as possible, as set out in the Transport Assessment. This will promote sustainable methods of transport into the centre of Newport Pagnell and Milton Keynes.
CT2 – Movement and Access	The development would provide for new public transport links in the form of new public transport connections, improvements to Redways and footpath connections on and off site. The development proposals have been subject to detailed Transport Assessment which demonstrates that development would not result in a severe impact on the highway network.
CT3 - Walking and Cycling	The proposals would enable existing and future residents to access facilities and services through walking and cycling. This would be achieved by on and off site Redway and footpath improvements; and this is further detailed in the Transport Assessment.
CT4 – Crossover on Redways	The development would enhance the existing Redways and footpaths outside the site by providing additional connectivity. Additional Redways and footpaths will be provided throughout the new development and ensure that the existing network is safeguarded and improved where possible.
CT5 – Public Transport	The development proposals would make provision for a new bus stop to serve the development on the proposed spine road and would make contribution towards public transport provision as part of the tariff arrangement in the Section 106 agreement.
CT6 – Low Emission Vehicles	Sustainable transport provisions will be maximised throughout the development, in line with standards set out in the Parking Standards. Electric Charging points will be provided in line with these standards.
CT10 – Parking Provision	Whilst the exact details of the parking provision are a detailed matter to be agreed at a later stage, parking provision to serve the development would be in full accordance with policy CT10, as set out within the Transport Assessment.

EH1 – Provision of New Schools – Planning Considerations	The development of the site will provide the erection of a primary school on site to meet educational requirements. This will provide safe access by public transport, cycle and walking as well as by car. Safe drop-off and pick up will be provided. All this will be provided in further detail in a reserved matters application.
EH2 - Provision of New Schools – Site, Size and Location	The development of the site will provide the erection of a primary school on site to meet educational requirements. The location will provide opportunity for future site expansion, if required.
EH5 – Health Facilities	The development would contribute towards the cost of a new wellbeing centre on the site under a section 106 agreement. It would also contribute towards improvements to Milton Keynes Clinical Commissioning Group as necessitated by the development.
EH6 – Delivery of Health Facilities in New Development	The requirement for a Health Impact Assessment is yet to formally be adopted by Milton Keynes Council. This statement accounts for the health impacts of the scheme.
EH7 – Promoting Healthy Communities	<p>The development would encourage healthy communities and reduce health inequalities. This policy sets out 8 aspirations for new development and these will all be met as part of the layout of the site or through the design (to be further detail through reserved matters stage);</p> <p>A playing pitch and open spaces will be provided to encourage physical activity.</p> <p>A local centre will be provided which will encourage residents to interact and ensure good access to services.</p> <p>New cycling and walking networks will be provided and will link to existing Redways. New Redways will be provided on site connecting the proposed</p> <p>Good Design will promote walking and cycling</p> <p>Mitigation measures will be secured to ensure that development is acceptable. This includes but is not limited to; noise attenuation (acoustic fencing) to limit noise from the A509 and recycling centre.</p> <p>Good quality and well-designed housing will be detailed through reserved matters</p> <p>A contribution will be made to a health care facility via the tariff arrangement</p> <p>A safe residential environment is of paramount importance, and the design will be worked up with this in mind for future reserved matters.</p> <p>Road safety is important and speeds within the development will be deliberately limit with bends in roads and traffic calming techniques.</p>
INF1 – Delivering Infrastructure	Site specific infrastructure is to be delivered through a Section 106 obligation.
FR1 – Managing Flood Risk	A specific Flood Risk Assessment (FRA) has been included within this application. This details that the majority of the site within Flood Zone 1. The north of the site lies within flood zone 2 and 3. This is reviewed in more detail in the accompanying Flood Risk Assessment. No housing is proposed within Flood Zones 2/3.

FR2 – Sustainable Drainage Systems (SUDS) and Integrated Flood Risk Management	A detailed Drainage Strategy will accompany the planning application. The scheme makes provision for Sustainable Urban Drainage Systems (SUDS) and the proposals make adequate provision for drainage within the site without causing harm from fluvial or surface water flooding.
FR3 – Protecting and Enhancing Watercourses	All development will be set back at least 8 metres from any main rivers, or at an appropriate width agreed by the Environment Agency or LLFA. River functions will not be impacted.
NE2 – Protected Species and Priority Species and Habitats	An Ecological Appraisal has been carried out as well as specific species surveys. An Environmental Impact Assessment has been included which summaries the likely significant environmental effects and the mitigation measures required to prevent or reduce any significant adverse effects.
NE3 – Biodiversity and Geological Enhancement	Based on calculations the proposals will result in measurable net gain to biodiversity
NE4 – Green Infrastructure	The proposals will enhance the existing network of green spaces within the Borough. A series of strategically planned open spaces will be provided to the eastern edge of the development on/near to the River Ouzel. Furthermore the proposals will improve access to recreation through a network of footpaths and Redways.
NE5 – Conserving Landscape Character	The proposal area is currently within open countryside but is subject to an allocation so is acceptable in principle. Landscape and Visual Character has been built into the EIA which includes a full assessment of the landscape and visual issues arising from the proposed development The Master Plan seeks to demonstrate proposals which can be integrated into the site without harm to the receiving landscape and visual environment. The proposed built form will be informed by the existing townscape character and adopt appropriate scale, mass, bulk and height, as well as, a high-quality palette of materials that reflect the local vernacular.
NE6 – Environmental Pollution	There is no risk of contamination on the site. Air Quality has been assessed via the EIA and has proposed mitigation in terms of noise management.
NE7 – Protection of the Best and Most Versatile Agricultural Land	The existing site is agricultural land and based on Agricultural Land Classification records the land is partly Grade 3 quality, indicating that the land is of good to moderate agricultural value. This loss of grade 3 quality land is in line with this policy, whilst also taking into account that the site has been previously allocated.
HE1 – Heritage and Development	A Heritage Assessment has been carried out to identify any potential impacts on the heritage assets in the area such as Newport Pagnell Conservation Area and any Listed Buildings. The Heritage Assessment concluded that the development site was not considered to be a key element of the setting of the Conservation Area and the distance from the closest Listed Building ensures no

	harm would arise to its setting. The proposed development is not anticipated to result in harm to their heritage significances.
L2 – Protection of Open Space and Existing Facilities	The proposal seeks to increase the amount of publicly accessible open space not just for residents of the proposed development but also for the existing local community. Formal and informal open spaces are proposed.
L4 - Public Open Space Provision in New Estates	The proposal will provide areas of usable and accessible public open space throughout the site, particularly on the northern edge of the development in order to keep open parts of the site adjacent to the countryside. This will provide for sports provision as well as recreation. The proposals will, where required, comply with the standards within Appendix C of Plan: MK and the Newport Pagnell Neighbourhood Plan. The proposals would ensure that future residents of the development have good access to parks and open space
D1 - Designing a High Quality Place	The proposals are will provide for a well-designed urban extension as demonstrated through the Master Plan and Design and Access Statement.
D2 – Creating a Positive Character	The development will provide opportunities to create a distinctive character and sense of place, using the layout of the development, buildings and landscaping.
D3 – Design of Buildings	The proposed Master Plan and accompanying parameters for the development will ensure that development is compatible with the local area, would not be excessive and will provide for a high quality urban extension.
D4 – Innovative Design and Construction	The scheme design will allow 10% of dwellings to incorporate innovative design features and modern methods of construction.
D5 – Amenity and Street Scene	Matters relating to design will be dealt with at the reserved matters stage
CC2 – Location of Community Facilities	The scheme proposes the provision of a recreation facility. The details of this will be dealt with at the reserved matters stage, but this is intended to be a facility which both existing and new residents can use.
CC4 – New Community Facilities	The development of the site will provide the erection of a 2FE primary school on site to meet educational requirements.
SC1 – Sustainable Construction	Sustainable construction techniques will be addressed as part of a future reserved matters application.

SC2 – Community Energy Networks and Large Scale Renewable Energy Schemes	An energy assessment has been submitted alongside this application and should be referred to.
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- 5.7 The northern parcel of the site falls within the Newport Pagnell Neighbourhood Plan area and therefore consideration must be had to the relevant policies, specifically NP6 and NP7. Consideration of these policies has been carried out in the preceding section and demonstrates that the scheme is compliant with the Newport Pagnell Neighbourhood Plan.
- 5.8 In assessing the potential planning obligations, regard has been had to the emerging Planning Obligations SPD which is currently being consulted upon.
- 5.9 The proposals would provide economic benefits, both in respect of temporary jobs through the construction process, as well as directly through the local centre. This is a benefit of the scheme and should be given moderate weight in the planning balance.
- 5.10 The proposal would involve the development of what is currently agricultural land. Whilst the land is not of any special landscape value, the visual impact of developing the land would cause some harm. This has been analysed in more detail in the Landscape and Visual Impact Assessment.
- 5.11 Under Section 38 (6) of the Planning Compulsory Purchase Act 2004 the proposals would need to be weighed as a whole against development plan policy and other material planning considerations. It has been established that the proposals would provide the following benefits:
- Provision of significant housing including affordable housing (NP2)
 - Provision of associated economic benefits (DS3, ER14)
 - Provision of improved access for non-car modes of transport (CT2, CT3, CT5)
 - Provision of new health/wellness/community facilities (EH5, CC2, NP2)
 - Provision of new open space, sports facilities and recreational opportunities (NP2)
 - The screening of the Waste and Recycling Centre (NP2)
- 5.12 The proposals would mitigate any impacts in respect of transport, ecology and drainage, so

these impacts would be policy compliant and neutral in the planning balance.

- 5.13 The proposals would cause some harm in respect of the impact on landscape, though opportunities would be taken, where possible, to mitigate this. In addition, class A and B trees and hedgerows would be retained where this is possible. We afford this some weight as a negative impact.
- 5.14 The existing site is agricultural land and based on Post 1988 Agricultural Land Classification records the land is Grade 3 quality, indicating that the land is of agricultural value. The loss of agricultural land needs to be viewed in the context that the site has been allocated, nevertheless I afford this some weight within the planning balance.
- 5.15 It is therefore necessary to balance the scheme benefits and compliance with policy against the harm caused in terms of the loss of agricultural land, which has been undertaken within the table below:

Benefits	Harm	Neutral Impacts
Very significant weight to benefit of providing affordable housing to meet known demand. Significant weight to the benefit of providing additional market housing to meet known demand. Significant weight to economic benefits of development Significant weight to benefits of providing a new wellness centre. Significant weight to the provision of new open space, sports facilities and recreational opportunities Significant weight to the improvements to non-car modes of transport.	Moderate weight to harm resulting from the impact on the landscape from developing on undeveloped agricultural land.	Mitigation of transport impacts of development Mitigation of ecological impacts of scheme. Mitigation of drainage impacts of scheme. Mitigation of impacts on secondary education and post-16 education.

- 5.16 On this basis, the benefits of the scheme clearly outweigh the harm caused in respect of developing the site.

6.0 CONCLUSIONS

- 6.1 This Planning Statement sets the background to the planning application for the residential led, mixed use development on part of this allocated site at Milton Keynes East.
- 6.2 As shown on the indicative Master Plan for the site, the application seeks to secure all of the main uses required in the SPD and within Plan:MK, including a primary school site and local centre, and provides for up to 800 dwellings and ancillary uses on the balance of the land not at this stage developed (Note Berkley and Newlands have submitted an application for the remainder of the allocated land).
- 6.3 The indicative Master Plan has been subject to ongoing engagement with both the LPA and relevant stakeholders. The detailed requirements of these bodies with regard to the design and delivery of the development in a sustainable manner will be secured through the detail of reserved matters applications.
- 6.4 The principle of development is established through the Plan:MK and MKE SPD, which allocates the site for development and, with the input of specialist technical advice, the indicative Master Plan and accompanying parameters plans, have been developed to show that up to 800 new homes can be accommodated on the site in a sustainable manner and in accord with both policy and guidance. The final quantum and mix of development will be determined through reserved matters applications, however these will accord with the provisions of the Master Plan and any subsequent design coding.
- 6.5 This application is accompanied by an Environmental Statement, which deals in detail with issues such as archaeology, ecology, landscape, noise and air quality, which based on screening and scoping (Ref: 20/01181/EIASCO) have been deemed to be the relevant, potential environmental impacts.
- 6.6 This Environmental Statement sets out that, subject to appropriate mitigation there will be no residual significant impacts on the environment. Any required mitigation measures related to the use of land have been built into the submitted indicative Master Plan and will be carried through to conditions and subsequent detailed submissions.
- 6.7 Section 38(6) of the Planning (Compulsory Purchase) Act 2004 sets out that planning determinations should be made in accordance with the development plan unless material

considerations indicate otherwise.

- 6.8 The development plan comprises Plan:MK, the Site Allocations document, and Newport Pagnell Neighbourhood Plan. Other material considerations include the NPPF and relevant SPDs.
- 6.9 Having assessed the scheme against the relevant policies in the development plan, it has been concluded that the development would be in full accordance with these. The proposals would deliver housing to serve Newport Pagnell, contributing materially to meeting housing demand in the locality, and the policy aspirations of the development plan. In the absence of harm arising from the development, the proposals can be considered policy compliant and acceptable, and the proposal constitutes sustainable development.
- 6.10 This Statement has set out the policies relevant to the determination of the application and it has been demonstrated that in all regards, the application is compliant with the policies of the development plan. As such, in line with the requirements of the Framework, the application should be approved without delay.



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