



# Emberton Neighbourhood Plan

2019 to 2031

Regulation 15 Submission

February 2023

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# Foreword

The Localism Act of 2011 introduced Neighbourhood Planning into the hierarchy of planning in England, giving communities the right to shape their future development at a local level. The aim of the legislation is to empower local communities to use the planning system to promote appropriate and sustainable development in their area. Neighbourhood Development Plans (NDPs) must be in general conformity with the strategic policies of the development plan and have regard to national policy and advice.

It has been agreed with Milton Keynes City Council that the Parish Council would be the body responsible for creating the Neighbourhood Plan, which should cover up to the Parish boundary. The Parish Council formed the Steering Group as a subcommittee of the council.

The Steering Group has been led by residents (volunteers), with the aim of preparing a plan that will deliver the long-term goals of a balanced and vibrant community. The document takes account of various views, comments, and ideas you have provided us with over the last few years. We have held several public meetings, published the plan online and made copies available in paper form to seek the views of residents and other stakeholders, groups and businesses who share an interest in our neighbourhood area.

The Parish Council wanted residents to have a say in all aspects of the future of our community including where any new housing should go, rather than leaving this decision to Milton Keynes City Council. However, whilst residential development is important, it is not the only component of this comprehensive document.

Consultation on the Neighbourhood Plan had to be paused due to the global pandemic caused by Covid-19, and this has led to inevitable delays in the production of the document. However, the Steering Group have conducted a number of virtual meetings and have re-focused the Neighbourhood Plan ready for when consultation can take place once more.

Following that consultation, the Neighbourhood Plan will then be lodged with Milton Keynes City Council and will be subject to independent examination. The Neighbourhood Plan may then be modified to account for any recommendations that the Examiner makes, before being put to a referendum involving those registered to vote within Emberton Parish.

If the outcome of the referendum is a 'Yes' from more than 50% of those voting, the Emberton Parish Neighbourhood Plan will be 'made' (or brought into effect) by Milton Keynes City Council as soon as possible. This means it will then be part of the development plan for Milton Keynes and will be used when determining planning applications within the parish of Emberton.

*Melanie Duncan (Chair) Emberton Parish Council*



# 1. Introduction

- 1.1 Emberton is a village and civil parish in the Borough of Milton Keynes, ceremonial county of Buckinghamshire in England. The village is near the border with Northamptonshire, just to the south of Olney and four miles north of Newport Pagnell.

## Historical Context

- 1.2 The parish of Emberton was formed from three villages that were annexed together for ecclesiastical purposes in 1650: Petsoe, Ekeney and Emberton. Today nothing remains of Ekeney and Petsoe only exists as a hamlet called Petsoe End.
- 1.3 The village name is an Old English word and means Eanbeorht's Farm. In the Domesday Book of 1086, the village was called Ambretone; in manorial records of 1227 it was Emberdestone.

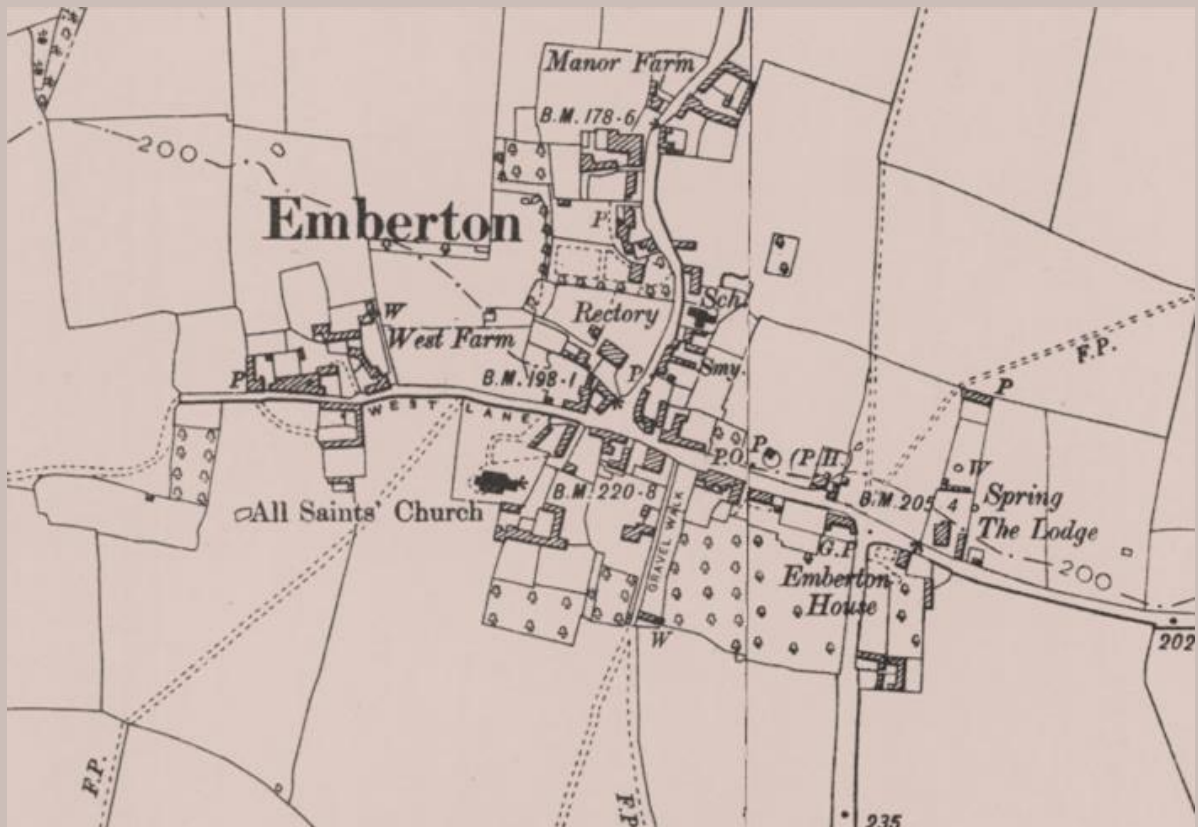


Figure 1: Emberton historical context, Ordnance Survey map c1888

- 1.4 The manor was previously owned by the Paynels and the Tyringhams, giving connections with the manors of Newport and Tyringham. The parish church is dedicated to All Saints. At the heart of the village is a clock tower, which has been renovated recently with the help of a grant from the Heritage Lottery Fund.

## Heritage assets

- 1.5 There are a number of Listed Buildings throughout Emberton, with several focused upon the junction of the High Street and West Lane, reflecting the historic core of the village. A full list and details of these buildings can be found at Annex B.
- 1.6 The Parish Church of All Saints is the building of greatest architectural and historic interest and is listed Grade II\*. The original building probably dates from the 13th century. The west tower was added in the 15th Century, with later additions made in the mid to late 18th century.
- 1.7 The Grade II Listed clock tower was constructed in 1846 in the memory of Margaret, wife of the Rector, Thomas Fry. War memorial tablets have been attached to the lower stages of the tower. It forms the focal point of the village enclosed within a well-defined triangular space, surrounded by stone houses.
- 1.8 There are two Ancient Monuments in Emberton Parish, which include Olney Bridge on the northern boundary of the Parish (which is also Grade II Listed) and the site of St Martin's Chapel, Petsoe End. Emberton Conservation Area was designated in September 1971 and covers a large part of the village. A character assessment was prepared in 1997 which is due to be updated in 2022.

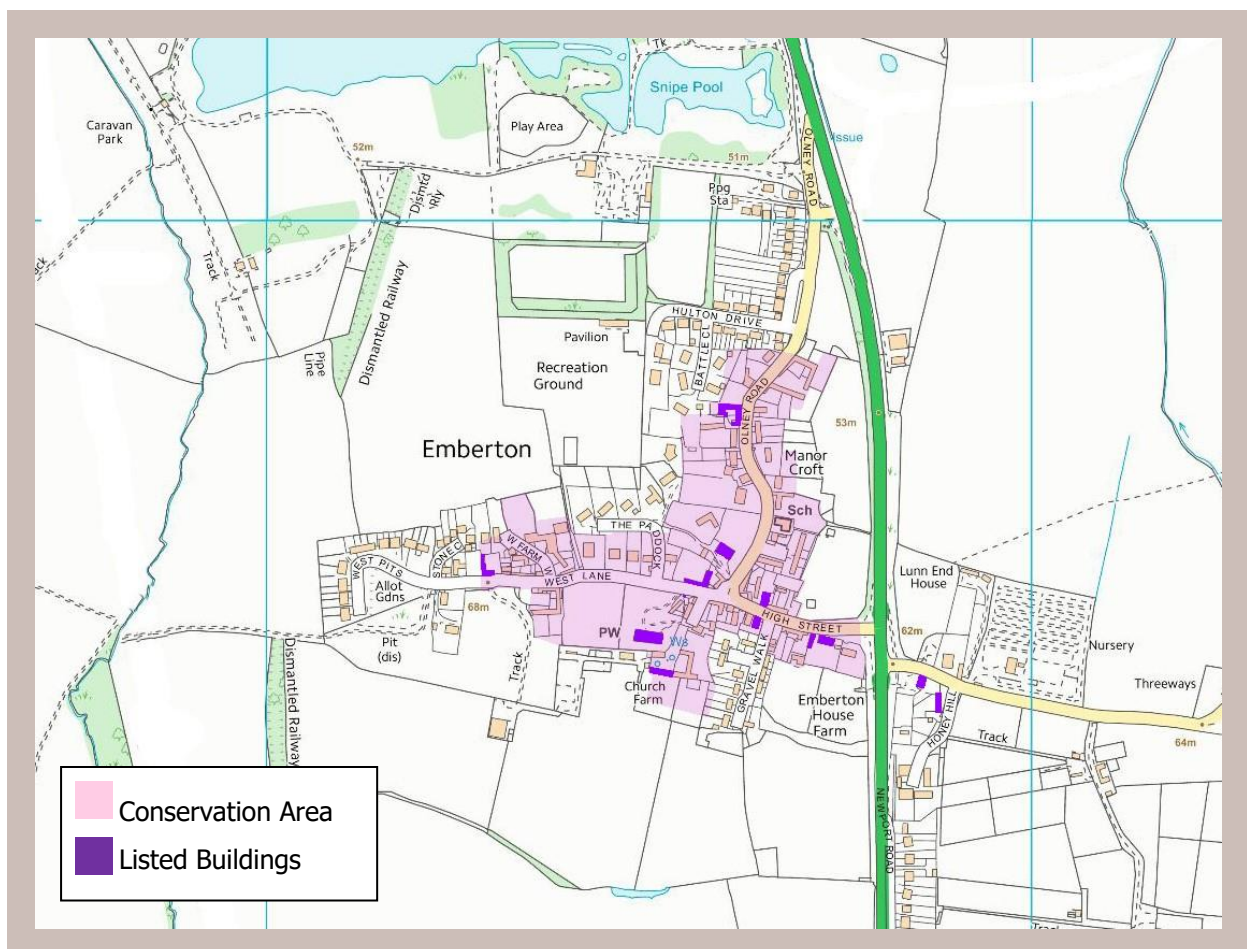


Figure 2: Emberton Conservation Area and Listed Buildings



## Emberton today

- 1.13 The village faces a number of challenges for the future, which this Neighbourhood Plan acknowledges and seeks to address where possible within the limitations of land use policy.
- 1.14 The future of the village school has also been under review for some time. It was agreed on the 25<sup>th</sup> February 2020 at Milton Keynes City Council Delegated Decision meeting that the school should be closed from the 30<sup>th</sup> March 2020. The school has been converted into a day nursery, and extensive tree planting is planned for the former playing fields, to be used as a forest school facility.
- 1.15 Traffic on the A509 continues to be an issue, creating noise and at times congestion, exacerbating the divide between the east and west parts of the village.
- 1.16 Emberton is in a superb location, close to the market town of Olney and the employment, leisure and entertainment opportunities presented by Milton Keynes. The village has wonderful recreation facilities and an expansive country park on its doorstep.
- 1.17 Making the most of these opportunities and addressing the challenges are objectives for this Neighbourhood Plan.



## 2. Context

- 2.1 Preparation of the Neighbourhood Plan commenced in May 2017 and has involved an extensive amount of consultation and engagement with the local community, landowners and interested parties. The document has evolved through various iterations to reach this stage.
- 2.2 A consultation statement will be prepared alongside the Neighbourhood Plan detailing each stage of consultation, tabling responses received, and the actions taken by the Neighbourhood Plan Steering Group (NPSG) to shape the final submission version of the Neighbourhood Plan.

### Planning Policy Context

- 2.3 The updated National Planning Policy Framework (NPPF) was published in July 2021. The Neighbourhood Plan must demonstrate that it is consistent with the approach suggested by the NPPF. Paragraphs 29 and 30 concern neighbourhood plan production and highlight the benefits that neighbourhood plans offer communities to develop a shared vision for their area.
- 2.4 Neighbourhood Plans can shape, direct, and help to deliver sustainable development, by influencing local decisions as part of the statutory development plan.
- 2.5 A neighbourhood plan should not promote less development than set out in the strategic polices for the area or undermine those strategic polices.

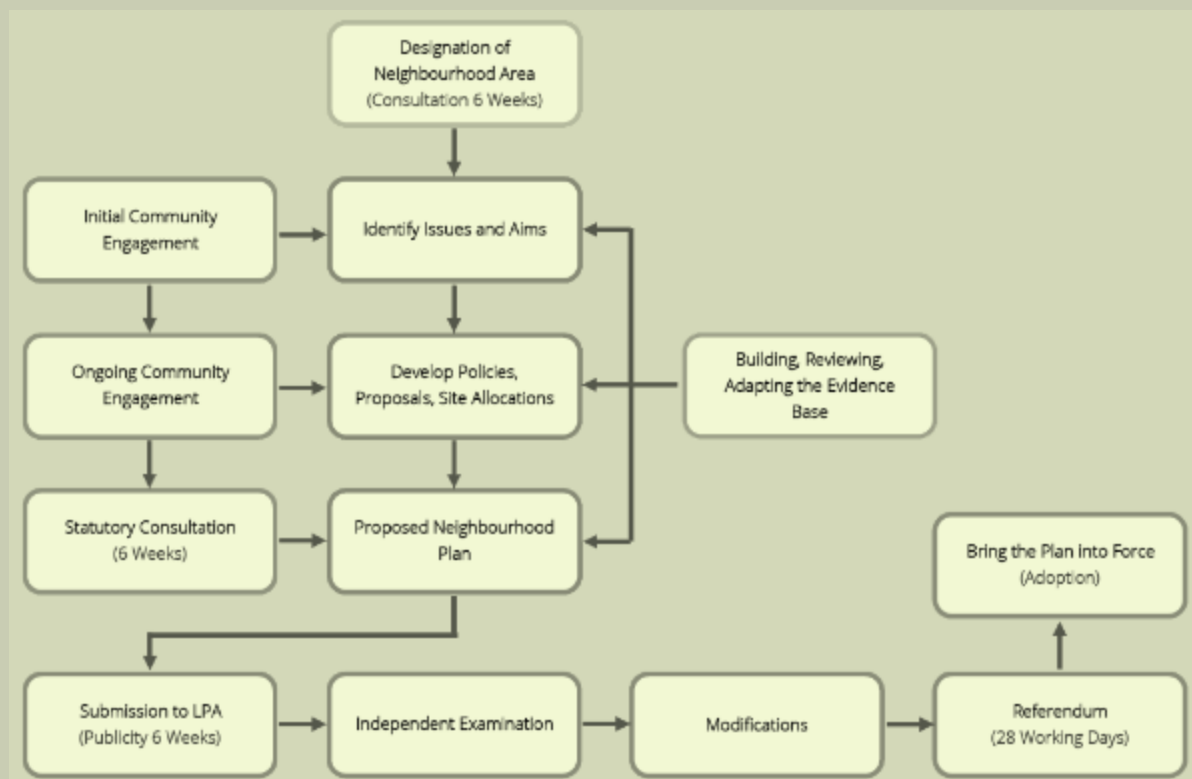


Figure 4: The Neighbourhood Plan Process



- 2.6 The Milton Keynes Local Plan, Plan:MK 2016 – 2031, was adopted in March 2019. Any proposals made within this neighbourhood plan need to comply with the strategic policies specified in Plan:MK. The particular strategic policies that impact a neighbourhood plan are specified in Appendix J of Plan:MK. Plan:MK is under review and emerging documents will be monitored.
- 2.7 Once a neighbourhood plan has been brought into force, the policies it contains take precedence should there be a conflict with existing non-strategic policies in the local plan. If new strategic or non-strategic policies are subsequently adopted, then the neighbourhood plan policies would be superseded (as established by paragraph 30 of the NPPF).

## Purpose of the Neighbourhood Plan

- 2.8 In April 2012, the Localism Act 2011 amended the Town and Country Planning Act 1990 introducing new rights and powers to allow local communities to shape new development in their community by preparing a neighbourhood plan.
- 2.9 The Neighbourhood Plan will shape the future growth of the parish setting out criteria for new development, whilst also protecting the distinctive character of Emberton. It will also protect important space from development, identify areas for improvement and will support the future needs of the village.

## The Submitting Body and the Designated Area

- 2.10 This Neighbourhood Plan is submitted by Emberton Parish Council, which is a qualifying body as defined by the Localism Act 2011.



*Figure 5: The Neighbourhood Plan covers the whole of the parish of Emberton.*

- 2.11 In accordance with Part 2 of the Regulations, Emberton Parish Council applied to Milton Keynes City Council to designate the parish as a neighbourhood area for the purposes of producing the Neighbourhood Plan. This application was approved on the 21<sup>st</sup> July 2016.

## Basic Requirements of the Neighbourhood Plan

- 2.12 Whilst there is considerable scope for the local community to decide the content of the Neighbourhood Plan and the policies therein, the plan must meet basic conditions.
- 2.13 The 'basic requirements' include:

- Have appropriate regard to national planning policy.
- Promote the principles of sustainable development.
- Be in general conformity with the Development Plan strategic policies for the local area.
- Be compatible with legal obligations, for example environmental and human rights legislation.

- 2.14 A Basic Conditions Statement has been prepared to review these aspects in more detail and is submitted alongside this version of the Neighbourhood Plan.

## Plan Period, Monitoring and Review

- 2.15 The Emberton Neighbourhood Plan is a response to the needs and aspirations of the local community as understood today. It is recognised that current issues and challenges are likely to change over the plan period and a review of the plan to accommodate new priorities may be necessary.
- 2.16 Emberton Parish Council, as the qualifying neighbourhood plan authority, will be responsible for maintaining and periodically reviewing the plan. This will ensure that it remains relevant and conforms with other Milton Keynes Development Plan documents and national planning policy.

## Objectives and Policies

- 2.17 The neighbourhood plan, if confirmed through referendum, will become part of the development plan documents used by Milton Keynes City Council to determine planning applications.
- 2.18 It will also assist the Parish Council to comment on proposals within the parish and reflect the wishes of the local community.
- 2.19 Planning law requires that applications for planning permission must be made in accordance with the development plan unless material considerations indicate otherwise. This Neighbourhood Plan is an opportunity for the community to have a clear say and influence over the future of the parish.

- 2.20 The policies in our Neighbourhood Plan have been drafted in a manner that makes them straightforward and easy to understand, reflect the vision and objectives, and meet local needs and aspirations. Every effort has been made to avoid duplication with policies contained within Milton Keynes Development Plan:MK.
- 2.21 Overall, the policies in the Neighbourhood Plan should be positive, clear, relevant, and capable of delivery. When drafting these policies, the Neighbourhood Plan Steering Group has reflected upon these requirements to ensure that the Plan will accord with the requirements of national planning policy and other policies in the development plan.



# 3. Engagement and Vision

- 3.1 The Neighbourhood Plan has been prepared with community engagement at the forefront of developing the overall strategy, content, and policies.
- 3.2 A survey questionnaire was distributed to every household in the Parish in February 2018. It was requested that one questionnaire was returned by each household, but allowance was made for more than one questionnaire should respondents hold differing views.
- 3.3 The results of the survey were analysed and incorporated into the draft version of the Neighbourhood Plan. A copy of the survey results can be seen in the accompanying consultation statement.

## Key findings from the Consultation

- **The countryside within the Parish should be protected from development.**
- **There is a wish to see small-scale, organic growth of the village continuing the steady rate of growth seen in the past.**
- **Support was expressed for up to 10 new homes. Beyond this level there were more responses in disagreement.**
- **Housing should ideally be located within the existing settlement on infill sites or brownfield land.**
- **If that is not possible, new housing should be well related to the main part of the settlement.**
- **Housing should be high quality, respect the character of the village and offer a range of house types.**
- **Vehicle speeds should be slowed with traffic calming measures.**
- **Existing green spaces, local wildlife and habitats should be protected.**

## Challenges and Opportunities

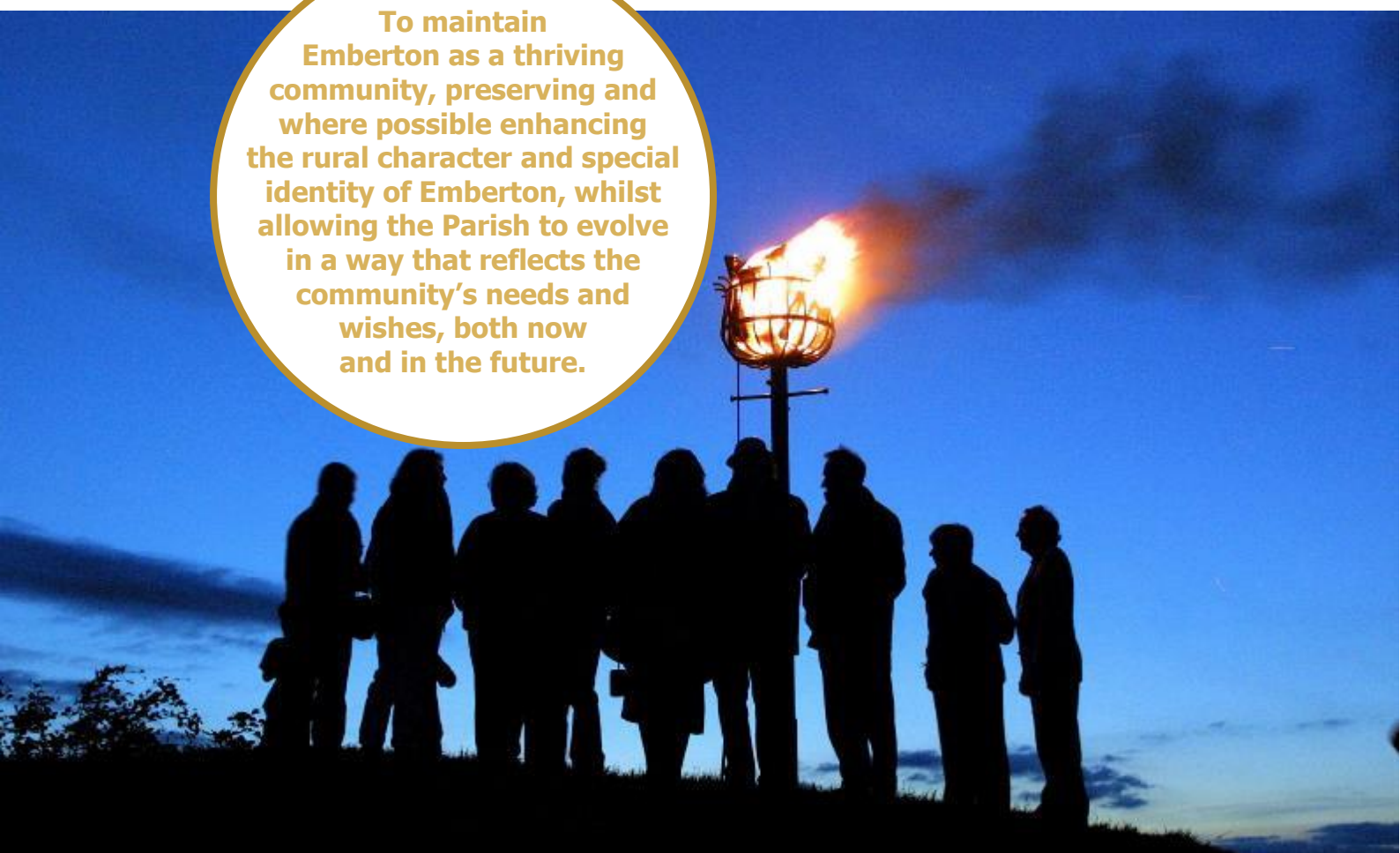
- 3.4 There are several challenges facing our community. It is recognised that not all of these challenges can be addressed by land-use policies in the Neighbourhood Plan, but they have informed our strategy and policies where possible.
- 3.5 Equally, the Neighbourhood Plan represents an opportunity to shape our community, protect what we see as special to the character of Emberton and meet our future development needs for the next generation.

3.6 These challenges and opportunities include:

- **To allow the village to grow organically and retain a special sense of community.**
- **Managing problems relating to traffic within the parish, in particular:**
  - **Rat running to avoid congestion on the A509.**
  - **Speeding on the A509 and Newport Road.**
  - **Traffic noise generated by the A509.**
- **Protecting the rural character of the village and the countryside in the Parish.**
- **To develop new housing that meets our future housing needs.**
- **To ensure new housing delivers a mixture of house types and sizes.**
- **To support proposals for additional car parking within the village centre.**
- **To help support our important community assets.**

## Vision

3.7 The Neighbourhood Plan Steering Group adopted the following vision to help shape the direction taken by the Neighbourhood Plan and its land use policies...



**To maintain Emberton as a thriving community, preserving and where possible enhancing the rural character and special identity of Emberton, whilst allowing the Parish to evolve in a way that reflects the community's needs and wishes, both now and in the future.**

## 4. Housing

- 4.1 The National Planning Policy Framework describes the achievement of sustainable development as the purpose of the planning system, (NPPF, Para 7). Plans and decisions should apply a presumption in favour of sustainable development and should plan positively to meet the development needs in their area, (NPPF, Para 11).
- 4.2 Neighbourhood plans should not promote less development than set out in strategic policies for the area (NPPF, Para 29) and once in force take precedence over the non-strategic policies of the local plan (NPPF, Para. 30).
- 4.3 Plan:MK does not outline a housing requirement for each neighbourhood area. However, Milton Keynes City Council has published a briefing note as an interim position to provide an indicative housing figure for those preparing new neighbourhood plans, in accordance with paragraph 67 of the National Planning Policy Framework, 2021 (NPPF).
- 4.4 Milton Keynes City Council can demonstrate an up-to-date five-year housing land supply, so there is no pressure to delivery significant amounts of new housing, particularly within the rural parts of the district.

### Survey Results and Housing Need Assessment

- 4.5 A majority of respondents (70%) said they would not be in support of greenfield land being used for residential development, whilst a majority (59%) indicated a preference towards development being restricted to infill development within the village.
- 4.6 No housing allocation has been made for the villages within the rural area and housing need has been set a nominal 1 dwelling per village by Milton Keynes City Council. However, the more focused housing need assessment for Emberton has considered past build rates amongst other factors to determine the level of housing that has sustained the village in the past, with a view to projecting this forward to maintain that level of organic, sustainable growth.
- 4.7 Accordingly, a figure of 10 dwellings over the Neighbourhood Plan period has been arrived at, supported by the results of the village survey and projecting forward past build out rates. This level of housing growth will allow a number of new homes to be provided to support our community, whilst also ensuring that the character of the village is maintained and not diluted.
- 4.8 An appropriate housing allocation is necessary to ensure that the Neighbourhood Plan is compliant with National Planning Policies and can said to have been 'positively prepared', meeting the housing needs of the designated Neighbourhood Area.
- 4.9 Making no allocation for housing would not be policy compliant and could be challenged by a speculative developer in the future, taking decisions over the type of housing and where development occurs out of the hands of the community.



## Objectives

- **To ensure that new housing proposals within the parish show general accord with the wishes and needs of the community in relation to scale, location and mix of dwellings.**
- **To require new housing to be carefully integrated into the built form of the village and not cause harm to existing important views or heritage assets.**
- **To secure commitment that any new housing will be highly sustainable, both in construction and operation to reduce the building's carbon footprint.**
- **New housing should use high quality materials and include measures to enhance the biodiversity of its setting.**

## Policies

- 4.10 The development boundary has been comprehensively reviewed and expanded to incorporate garden land that forms the curtilage of properties within the main part of Emberton village. This is consistent with the approach taken by Plan:MK to the development boundary designation.

### **POLICY H1: DEVELOPMENT STRATEGY**

The Emberton Neighbourhood Plan supports the continued organic growth of housing within the village. Based upon past housing delivery rates, this should equate to around 10 houses over the plan period 2019 to 2031.

There is a presumption in favour of sustainable development within the development boundary shown on the Designations and Allocations Map, provided that the proposals comply with the provisions of the Emberton Neighbourhood Plan and Plan:MK.

Development proposals, including windfall development, should:

- a) be sensitively located and preserve or enhance the character and appearance of the Conservation Area and/or the setting of listed buildings and other heritage assets.
- b) protect and wherever possible, enhance the rural character of the village.
- c) preserve the wider landscape setting of the village.

Outside of the development boundary the remainder of the Parish is defined as open countryside. Development proposals will only be supported where they are appropriate to the rural area and are in accordance with the NPPF and the Plan:MK, or where they can be achieved using permitted development rights that allow the conversion of suitable rural buildings.

- 4.11 This policy will be implemented through the management of planning applications by Milton Keynes City Council. Other proposals for limited infill development will be considered against the requirements of Policy H2.



4.12 The revised development boundary can be seen on the plan below, detailing where the boundary has been expanded to take a consistent approach towards the inclusion of garden land. The expansion of the boundary should also allow a degree of sensitive infill development to occur, which will continue the organic growth of the village and take some development pressure away from the Conservation Area.

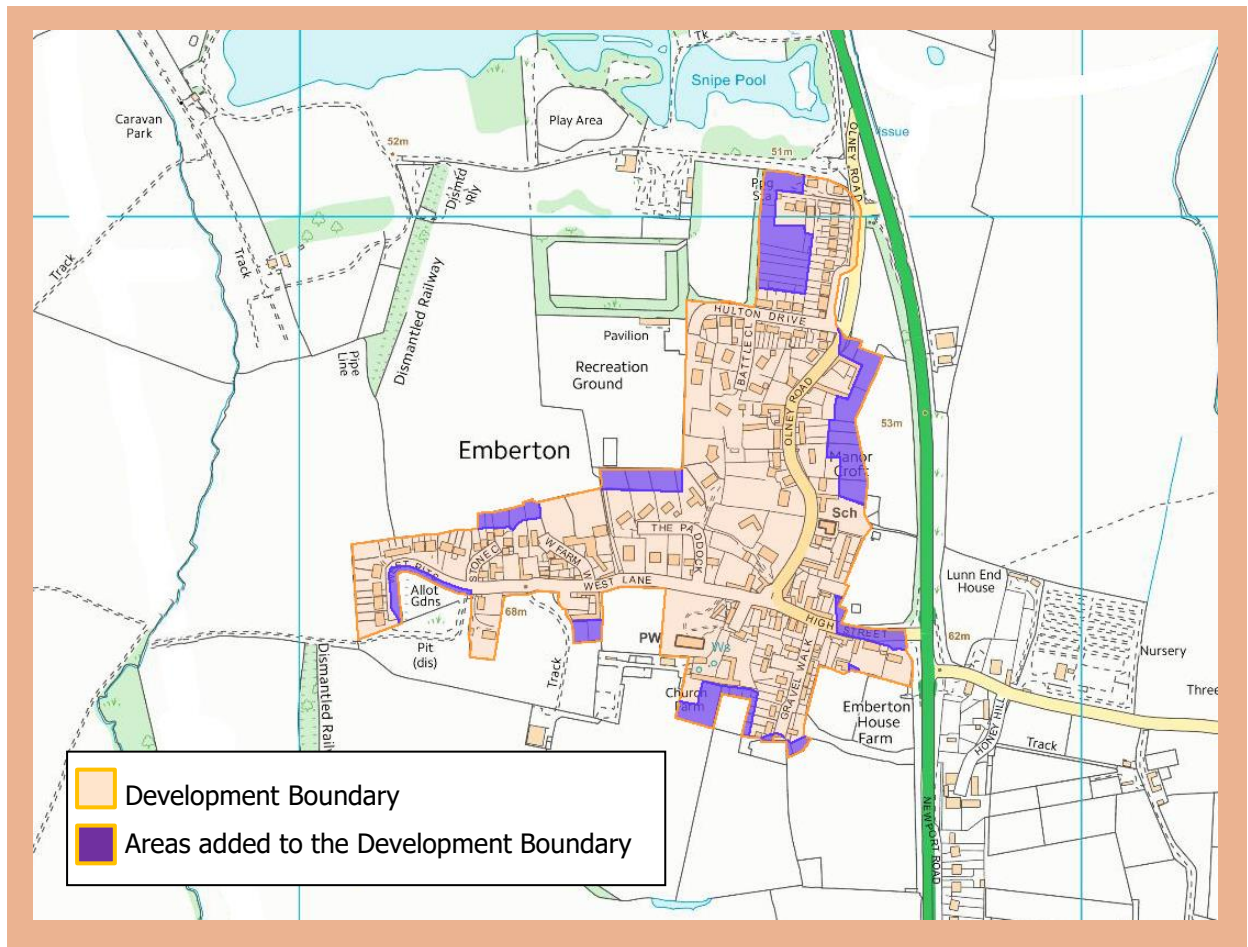


Figure 7: Revised development boundary

- 4.13 It is notable that Emberton has grown by 12 net additional dwellings in approximately 10 years, through infilling and small-scale development. Any future infilling opportunities should be sensitively located and carefully designed to ensure that the character and setting of the Conservation Area, the setting of a listed building, or an important gap view are maintained.
- 4.14 Future development, either allocated, delivered through conversions or on windfall sites, should fulfil the requirements of the policies within this plan, particularly those relating to the character and design to ensure that the special character of Emberton that contributes towards the appeal of living within the village is not lost or eroded.
- 4.15 In addition to windfall development, the Neighbourhood Plan includes a housing allocation at Harvey Drive. This site represents an opportunity to deliver new housing that benefits our community and can be sensitively designed to enhance the character of the village.

## **POLICY H2: WINDFALL INFILL DEVELOPMENT**

Small scale infill residential proposals for a limited number of new homes will be supported where such proposals are located within the defined development boundary, and where the following criteria can be met:

- a) The proposal would be a suitable infill plot located between existing buildings.
- b) The proposed development would not have an adverse impact on the character, appearance or setting of the Conservation Area, or cause harm to the significance of a Listed Building, whether directly or within its setting.
- c) The proposal includes high quality design and materials and respects the character of the surrounding area.
- d) The proposal could be situated without causing significant adverse harm to neighbouring amenity, through loss of light, privacy and overlooking, or overbearing mass and scale.
- e) The proposal should demonstrate measures to reduce demand for energy and resources in response to climate change.
- f) Acceptable access arrangements can be achieved with on-site parking in accordance with Milton Keynes City Council's Parking standards SPD.
- g) The scheme would not increase the risk of flooding elsewhere.

Development proposals should also comply with the other policies in the Neighbourhood Plan and the Policies of Plan:MK.

- 4.16 This policy will be implemented through the management of planning applications by Milton Keynes City Council. Other proposals for limited infill development will be considered against the requirements of Policy H4.

## **POLICY H3: LAND AT HARVEY DRIVE**

Land at Harvey Drive as shown on the Designations and Allocations Map and contained within the revised development boundary is allocated for two dwellings.

Development proposals should be positioned and orientated in a manner that respects neighbouring properties and minimises impacts on amenity in terms of loss of privacy, overlooking and loss of light.

Proposals should achieve a high quality of design and demonstrate how they will include measures that reduce the demand for energy and resources. An electric vehicle charging point should be installed for each property.

Parking should be provided on site in accordance with Milton Keynes City Council's Parking standards SPD.

The proposals should be landscaped using native species that promotes bio-diversity gains and habitat improvement for local wildlife.

Other policies within this Neighbourhood Plan and Plan:MK will also be applied when considering planning applications.

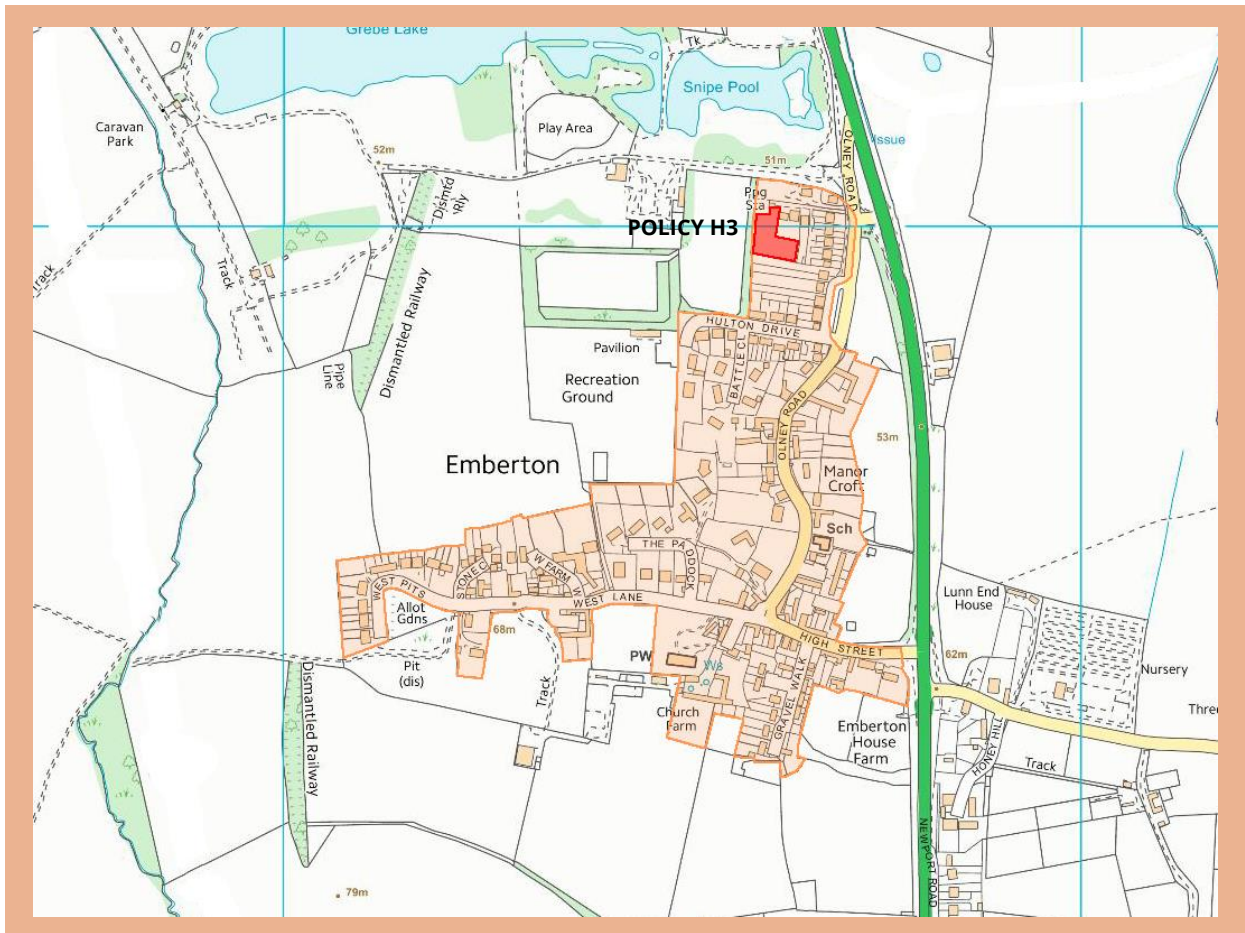


Figure 8: The proposed housing allocation

**POLICY H4: INTEGRATION OF NEW HOUSING**

Proposals for new housing development should be well integrated with the village and demonstrate how they will ensure that new residents can access facilities and services.

Proposals that lead to 'enclosed or private' housing estates, segregated from the community, should be avoided.

**Implementation**

4.17 These policies will be implemented through the development management process and with early engagement from developers, including informal discussions prior to applications being made if necessary. Developers will be expected to demonstrate through their design and access statements how the policy requirements of the Neighbourhood Plan are to be delivered.

# 5. Business and Employment

## Context and justification

- 5.1 Emberton comprises a small village set within a largely rural parish. Agriculture plays an important role in the life of the Parish, with a number of farms surrounding the settlement. The majority of working residents commute to work, benefiting from the convenient access to Milton Keynes and the M1 motorway offered by the A509, or the close proximity to Olney.
- 5.2 Around 60% of the respondents to the survey felt that businesses should be encouraged to establish and develop in the Parish. No sites for employment development have been identified or submitted for consideration, so this Neighbourhood Plan proposes no allocations within the development boundary for employment uses.
- 5.3 Support will be given to new business proposals on a windfall basis, subject to them meeting the requirements of Plan:MK Policy DS5, being appropriately located, not having significant adverse impacts on the character and village or rural area, and not giving rise to unacceptable impacts on neighbours.
- 5.4 This would apply to new development as well as conversions of existing buildings.
- 5.5 Whilst improvement has been made to the internet access speed within the Parish, there is a need to ensure online connectivity remains as fast as possible and remains stable. This is particularly relevant to support home working when access to online services and communication is vitally important.



## Objectives

- **To support local businesses to grow within the parish and encourage employment opportunities such as home working.**
- **To support the conversion of redundant buildings to appropriate employment generating uses subject to impacts being acceptable.**

## Policy

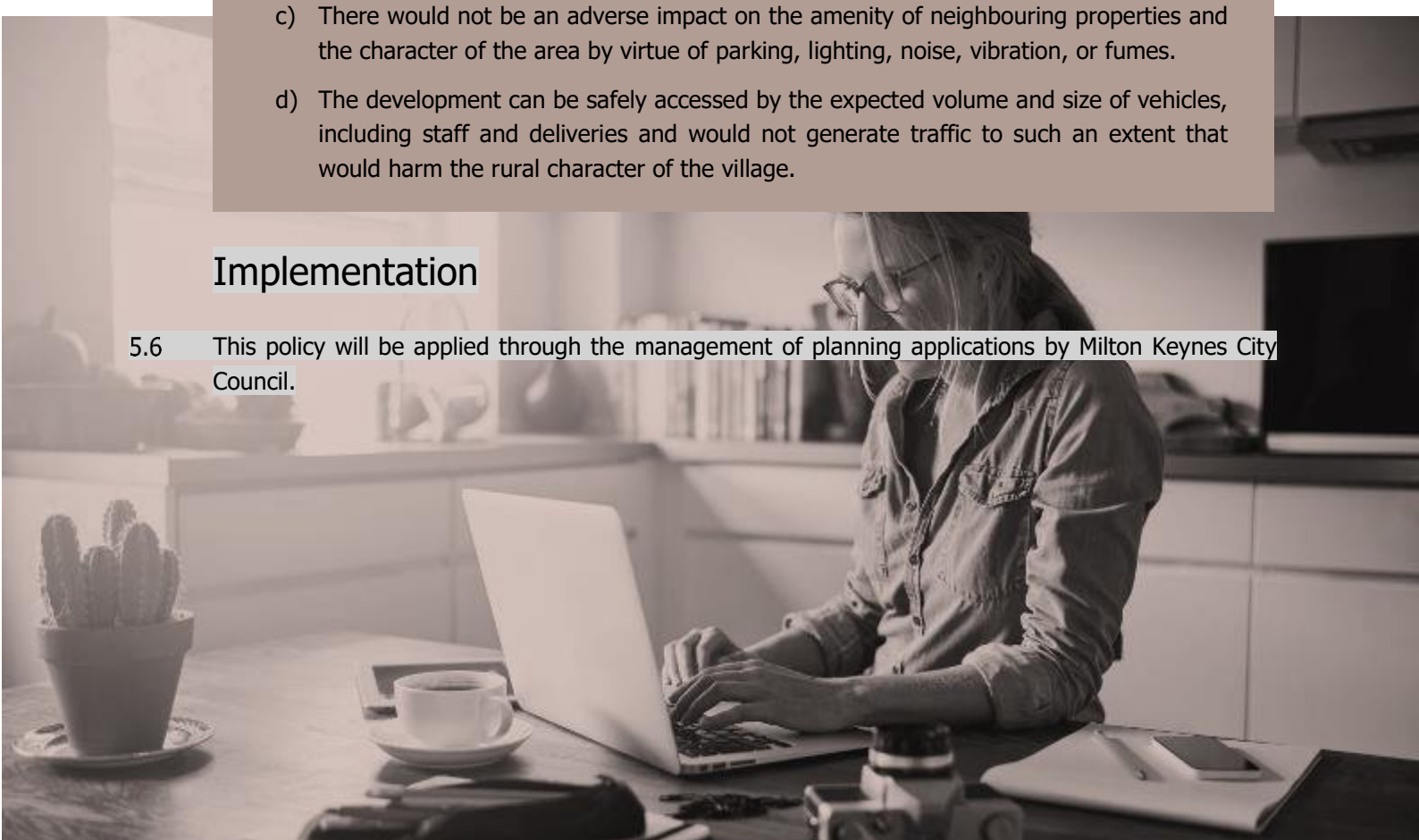
### **POLICY BE1: BUSINESS AND EMPLOYMENT**

Support will be given to the retention and improvement of existing employment generating businesses and applications for new employment development within the Parish, subject to meeting the following criteria:

- a) The site is located within the defined development boundary or is an existing building suitable for conversion. New buildings outside of the development boundary will be supported in accordance with the NPPF and Milton Keynes Development Plan.
- b) The proposed development can be accommodated into its surroundings in terms of design, materials and is sympathetic to the character of the area and of a scale appropriate to their location.
- c) There would not be an adverse impact on the amenity of neighbouring properties and the character of the area by virtue of parking, lighting, noise, vibration, or fumes.
- d) The development can be safely accessed by the expected volume and size of vehicles, including staff and deliveries and would not generate traffic to such an extent that would harm the rural character of the village.

## Implementation

- 5.6 This policy will be applied through the management of planning applications by Milton Keynes City Council.



# 6. Character and Design

## Context and justification

- 6.1 Emberton has a distinct character that makes the parish a special place in which to live and work. There are numerous buildings designated as heritage assets and attractive views through the historic core of the village along Olney Road, the High Street and West Lane. Indeed, the clock tower here is a key feature, creating a focal point for the village.
- 6.2 The Neighbourhood Plan allows the community to have a say in future development proposals and ensure that they respect the character and appearance of the parish, the Conservation Area and Listed Buildings.
- 6.3 The choice of high-quality building materials, stone walls where appropriate and good landscaping will help development proposals to respect and blend into the character of the parish. The Neighbourhood Plan seeks to ensure that the parish evolves in a managed way for the benefit of future generations.
- 6.4 The National Planning Policy Framework emphasises the weight that should be afforded to the protection of heritage assets. Proposals will be required to consider the significance of nearby heritage assets; the level of detail should be proportionate to the importance of the assets.
- 6.5 Good design should contribute towards making places better for people, providing buildings that are fit for purpose, adaptable and sustainable. The delivery of good design is key to the planning system and a requirement of the National Planning Policy Framework. This policy will be delivered by careful consideration of proposals through the development management process.



## Objectives

- **To conserve and enhance the historic environment of the parish.**
- **To maintain and enhance the character of Emberton, ensuring that changes are carefully considered to be harmonious with existing buildings and development.**
- **To ensure that new buildings and extensions are designed to a high-quality standard and reflect the rural setting of the parish and use materials that are appropriate and enhance the surroundings.**
- **To ensure that new development protects important views, buildings, and character elements that the community cherish.**

*Figure 9: West Lane (date unknown)*



## Policies

### **POLICY CD1: CONSERVATION AND HERITAGE**

Development proposals should protect, conserve and, wherever possible, enhance the significance of heritage assets within the Parish, including the character and appearance of the Conservation Area, Listed Buildings, Ancient Monuments, and their settings.

This will include consideration of the following:

- a) The setting of any nearby listed buildings and their curtilages.
- b) The setting of Ancient Monuments.
- c) Impact on the character and setting of the Conservation Area.
- d) Site specific design issues, including demonstration that proposals would make a positive contribution to the street scene, would be sympathetic to the character of neighbouring properties and would incorporate high-quality materials.
- e) To protect important trees and features within the Conservation Area from development.

The impacts of any development proposals on heritage assets should be assessed against the NPPF and Milton Keynes Development Plan Policy HE1.

### **POLICY CD2: HIGH QUALITY DESIGN**

All new development should demonstrate high quality design, respect the character of the surrounding area, and enhance the quality of design within the village wherever possible. Development proposals that would enhance the character and appearance of the Conservation Area will be supported.

A central part of achieving high quality design is responding to and integrating with local surroundings and landscape context, as well as the built environment, through:

- a) Using high quality materials that complement the existing palette of materials used within the area.
- b) Demonstrate how proposals achieve sustainable development and are integrated into the village to promote social inclusion and support of village facilities.
- c) Being of a scale, density, massing, height, design, and layout that reflect the character of the village or particular area in which the development proposal is located.
- d) Ensuring safe access for pedestrians, cyclists, and road users.
- e) Providing adequate refuse and recycling storage incorporated into the scheme to minimise visual impact.
- f) Be innovative and sustainable in its design, construction, and operation, promoting high quality interior spaces and the use of natural light and solar gain.
- g) Meet or exceed the requirements of the Nationally Described Space Standards.



### **POLICY CD3: CAR PARKING**

Parking should be delivered in accordance with Milton Keynes City Council's Parking standards SPD.

Parking spaces should be located in a manner that ensures that parked cars do not overly dominate the street scene and do not form clusters of frontage car parking.

Parking should be designed so that it fits in with the character of the proposed development. Considerations should include:

- a) Garages designed to reflect the architectural style of the house they serve.
- b) Garages set back from the street frontage.
- c) Parking located in between houses (rather than in front) so that it does not dominate the street scene.

Parking for employment development, including conversions of existing buildings, should meet the requirements of the proposed use and be located so as to respect the character of the village and rural area.

## Implementation

- 6.6 This policy will be implemented through consultation with Milton Keynes City Council during the planning application process.



# 7. Highways and Transport

## Context and justification

- 7.1 Views on traffic, speeding and the risk of accidents were issues covered by the resident's survey questionnaire. It was evident that the around three quarters of residents who responded felt that additional traffic calming to reduce vehicle speeds through the parish would be beneficial.
- 7.2 There are also rat-running issues created by congestion and queuing traffic on the A509 leading to drivers taking a short cut through the village to re-join the A509 further along the queue. Busy times at the Country Park can also give rise to parking problems and congestion at that end of the village, as visitors spill out into the surrounding area to park. Speeding is also evident on the A509 and within Emberton village.
- 7.3 The survey questionnaire asked respondents if noise and air quality were an issue to them. Whilst a significant number identified with these statements, a majority did not, suggesting that this is localised to those areas of the village and parish closer to the A509 corridor.
- 7.4 The use of private cars dominates journeys out of the village. The village no longer has a bus service, which now bypasses Emberton to stop in Olney. The MK Connect on demand ride service covers the village and can be used to access destinations across Milton Keynes.



## Objectives

- **To ensure that footpaths and cycling routes are easily accessible to new development promoting good connections to neighbouring settlements.**
- **To consider ways to improve off-road car parking for existing properties, where this can be achieved without adverse impacts on the character of the village streets.**
- **To support the creation of bus stops near to the village on the A509.**

## Policies

### **POLICY HT1: TRANSPORT, HIGHWAYS AND NEW DEVELOPMENT**

New development proposals will be expected to demonstrate that a safe and satisfactory access can be achieved, including the delivery of visibility splays to meet the requirements of the Highway Authority.

Subject to other policies in the Development Plan, proposals will be supported where it can be demonstrated that they have carefully considered the impact of traffic and car parking on the character and appearance of the village, particularly in areas where narrow streets can exacerbate the impact of additional traffic.

New development, including reserved matters applications on existing permissions, will be expected to demonstrate how information will be made available to the first occupiers to help them make sustainable, non-car-based transport choices, including maps for walking and cycling routes and information on bus services.

New development proposals should be located where good access to the footpath network and cycling routes can be achieved to promote non-car journeys to neighbouring settlements.

Proposals should also deliver an adequate provision of spaces for charging plug-in and other ultra-low emission vehicles in accordance with the NPPF.

Support will be given for proposals to create off road parking in the centre of the village, to deliver parking for the Church and for general use by residents, reducing the adverse visual and congestion impacts from on-street car parking.

## Implementation

- 7.5 These policies will be delivered in conjunction with the requirements of the Milton Keynes Residential Development Design Guide and will be applied through the consideration of planning applications.



*Figure 10: Parking around the clock town in the centre of Emberton*



*Figure 11: The Ouse Valley way runs through the Parish close to the village*

# 8. Environment

## Context and justification

- 8.1 The review of the Neighbourhood Plan questionnaire has revealed that the residents of Emberton strongly support the protection and enhancement of green spaces, habitats, and local wildlife. Therefore, under the scope of the Neighbourhood Plan there is an opportunity to implement several measures aimed to preserve and enhance the environment of the parish.
- 8.2 Emberton is fortunate to have a variety of countryside access opportunities nearby, including Emberton Country Park adjacent to the River Ouse. The Ouse Valley Way and the Three Shires Way long-distance footpaths both pass through the parish.
- 8.3 With these resources on our doorstep, it is important to encourage access to the countryside for several reasons including increasing public engagement with the environment around them, promoting interest in wildlife and supporting sport and recreation. These are all beneficial to health and well-being.



*Figure 12: River Ouse north of the Village*

- 8.4 Ensuring that the connections between Emberton and these recreation opportunities are well sign posted, maintained and appealing will aid residents to choose non-car modes of transport, such as cycling and walking for short journeys, which will also help achieve sustainable travel choices.
- 8.5 It is recognised that without the support of local landowners in the parish, there is a limited amount that the Neighbourhood Plan can achieve itself, but where opportunities do exist to improve access to the countryside they will be supported, subject to compliance with other policies in the Neighbourhood Plan.

- 8.6 The Parish Council will consider ways in which it can enhance the ecological and biodiversity value of land that they control, through habitat creation and adopting alternative management practices. In turn this could encourage other landowners to do the same on their own sites, with support and guidance if required.
- 8.7 Through the Neighbourhood Plan, support will be given to proposals that have a positive enhancement of the environment and biodiversity of the parish for the benefit of existing and future generations.

## Local Green Spaces

- 8.8 Local green spaces are important features within Emberton and should be protected from future development. The following site should be protected.

- **Recreation ground, Hulton Drive.**

- 8.9 The extent of the local green spaces can be seen on Figure 14 below and the Policies Map.

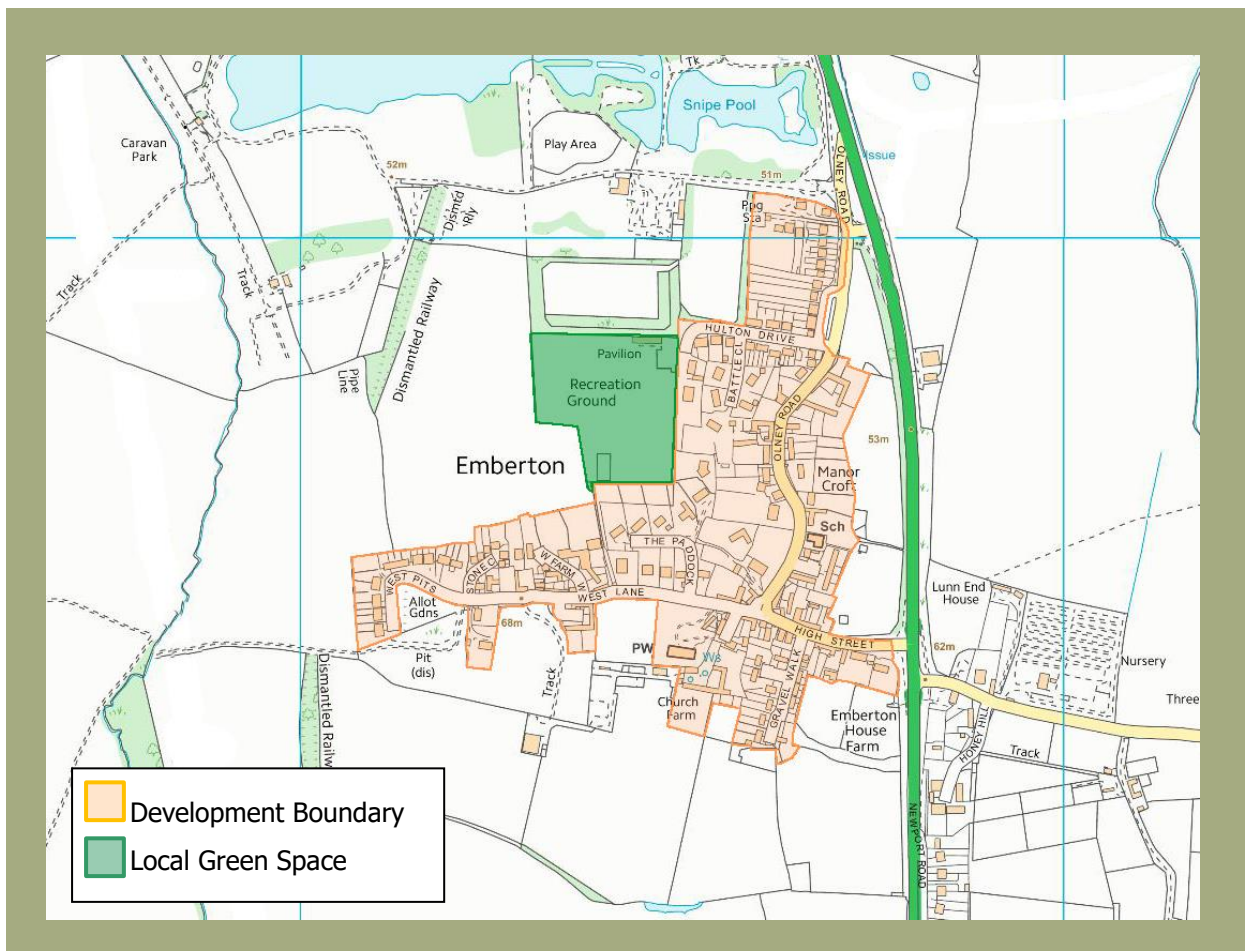


Figure 13: Green Spaces

- 8.10 The Local Green Spaces is important to the village and accords with the requirements of paragraph 102 of the NPPF, in that the recreation ground is in close proximity to the community and holds particular local significance in terms of recreation value. It is also not an extensive tract of land. It is therefore appropriate to protect the space from development.

## Ancient Woodland

- 8.11 Hollington Wood situated to the south of Petsoe End is designated as Ancient Woodland and as such is protected by Policy NE1 of Plan:MK.

## Objectives

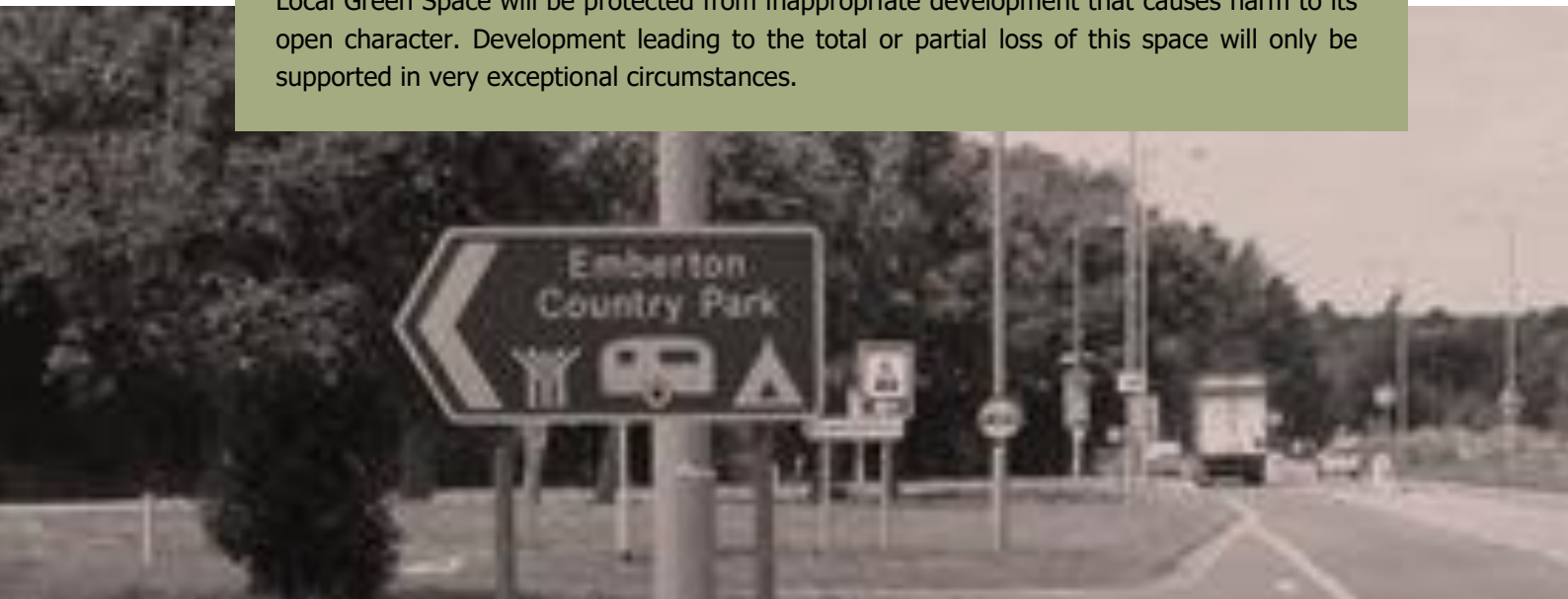
- **To protect important Local Green Spaces within the Parish.**
- **To support the provision and enhancement of habitats for wildlife.**
- **To seek opportunities to enhance the quality of the environment within the parish, including biodiversity and wildlife networks.**
- **To ensure any development proposals do not adversely impact natural features including mature trees and hedgerows.**
- **To protect the dark skies within the rural parts of the Parish.**

## Policies

### **POLICY E1: LOCAL GREEN SPACE**

The recreation ground of Hulton Drive, as shown on the Designations and Allocations Map, is designated as a Local Green Space. It is an area demonstrably special to the local community for recreational value.

Local Green Space will be protected from inappropriate development that causes harm to its open character. Development leading to the total or partial loss of this space will only be supported in very exceptional circumstances.



## **POLICY E2: ENVIRONMENT AND BIODIVERSITY ENHANCEMENT**

Appropriate proposals that enhance the natural environment and biodiversity of the Parish will be supported.

Development proposals should enhance the natural environment and contribute to biodiversity net gains within the Parish in line with Plan:MK Policy NE3. Biodiversity improvements will be a focus of development contributions to aid the mitigation of the adverse effects of development on the environment.

These could include the following:

- a) Playing Field - Scope for planting scattered trees within the grounds; developing shrubs and stands of wildflowers along field boundaries; installing habitat boxes with a focus on birds, bats, hedgehogs, and invertebrates.
- b) Roadside verges - Scope for the introduction of wildflowers along selected sections of the grass verge.

Development proposals should maintain and enhance existing onsite biodiversity assets, and provide for wildlife needs on site, where possible. Where appropriate on-site biodiversity enhancements such as new roosting features for bats, nesting features for birds, and hedgehog highways should be incorporated into the fabric of the development.

The delivery of environmental and biodiversity enhancements will be secured through management plans and / or planning conditions. The Parish Council would welcome early engagement and discussion to identify strategies that could assist the delivery of this policy.

## **POLICY E3: TREES AND HEDGEROWS**

All development proposals should identify any significant trees within the site or affected by the proposals and demonstrate how these trees will be protected in accordance with BS5837 or the equivalent standards.

Mitigation and protection schemes must be implemented prior to construction work commencing and must be retained in good order throughout the construction period.

If the loss of trees and/or other established vegetation cannot be avoided, all development proposals will have to allow for clear, effective measures to offset the loss of biodiversity. This may include (but may not be limited to) planting new, high-quality trees and/or funding off-site planting schemes (although on-site mitigation is encouraged).

## **Dark Skies**

- 8.12 The eastern part of the Parish beyond Petsoe End is recognised as a 'dark sky' area by the Campaign for the Protection of Rural England. They include some of the darkest skies within the country, particularly the views looking across the River Ouse valley.



- 8.13 Protecting this resource is important, particularly when the expansion of Milton Keynes brings more development and potential erosion of dark skies in the area closer to the Parish. A map extract can be seen below sourced from the Council for the Protection of Rural England. The darker the colour, the less light pollution is evident. Parts of the Parish are within one of the lowest 0.25 to 0.5 nanowatts / cm<sup>2</sup> / sr category.

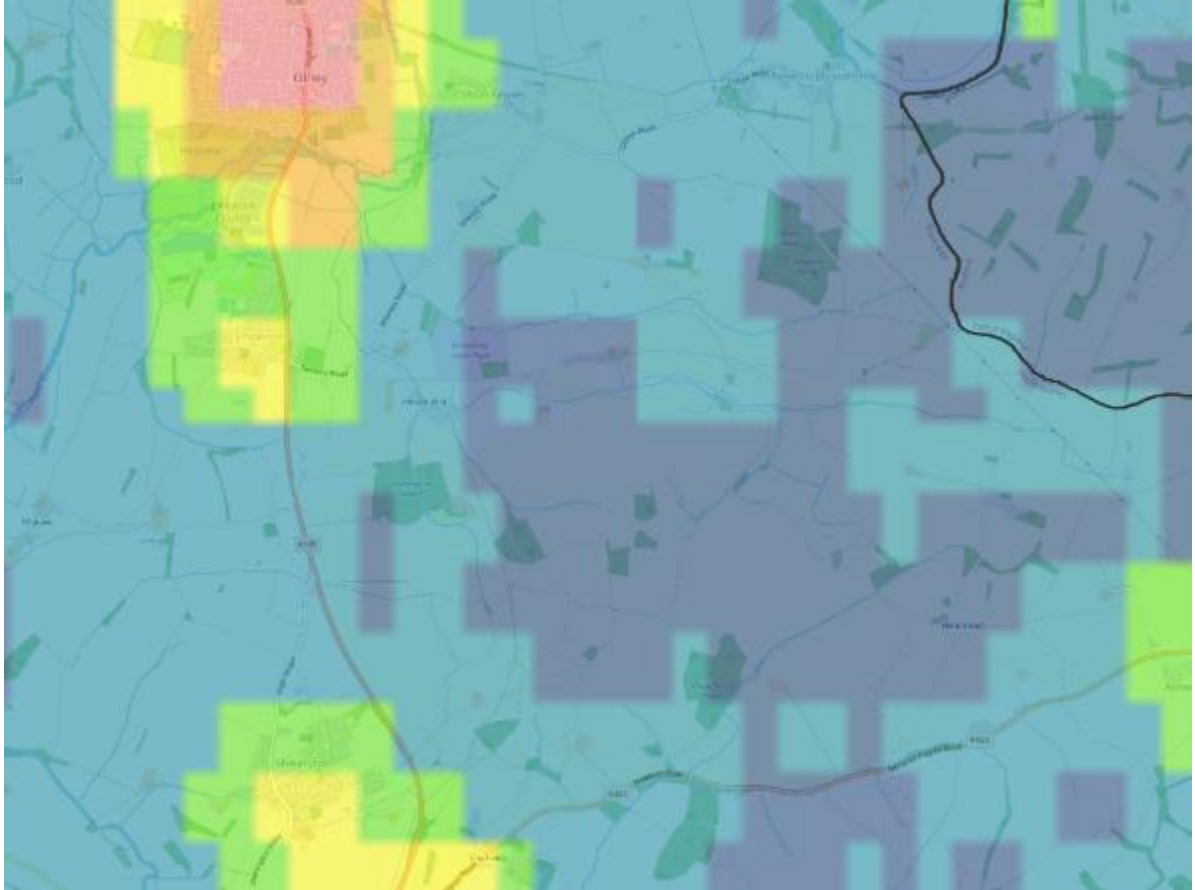


Figure 14: Dark Skies map sourced from CPRE

#### **POLICY E4: DARK SKIES AND LIGHT POLLUTION**

All development proposals should seek to minimise light pollution and protect the dark skies within the Parish. External lighting should be kept to the minimum required and should be shielded and directional to avoid light spillage and glare. Where possible sensor reactive lighting and timer controls should be used.

All proposals should be in accordance with Plan:MK Policy NE6.

## Implementation

- 8.14 These policies will be implemented using planning conditions, developer agreements governing contributions and the preparation of effective biodiversity management plans.

# 9. Climate and Flood Risk

## Context and justification

- 9.1 Emberton is located within the River Ouse valley, slightly elevated above the flood plain. The risk of fluvial flooding within the village is low, although other parts of the parish including Petsoe End are affected and are at medium risk. The risk of flooding from surface water (pluvial), primarily from heavy rainfall during storm events overwhelming the drainage system, is more widespread through the village, as indicated by Figure 15.
- 9.2 The Environment Agency Flood Map for Planning identifies that some of the village is at risk from surface water (Pluvial) flooding, primarily from surface water running off the surrounding fields when the ground is saturated or during storm events.

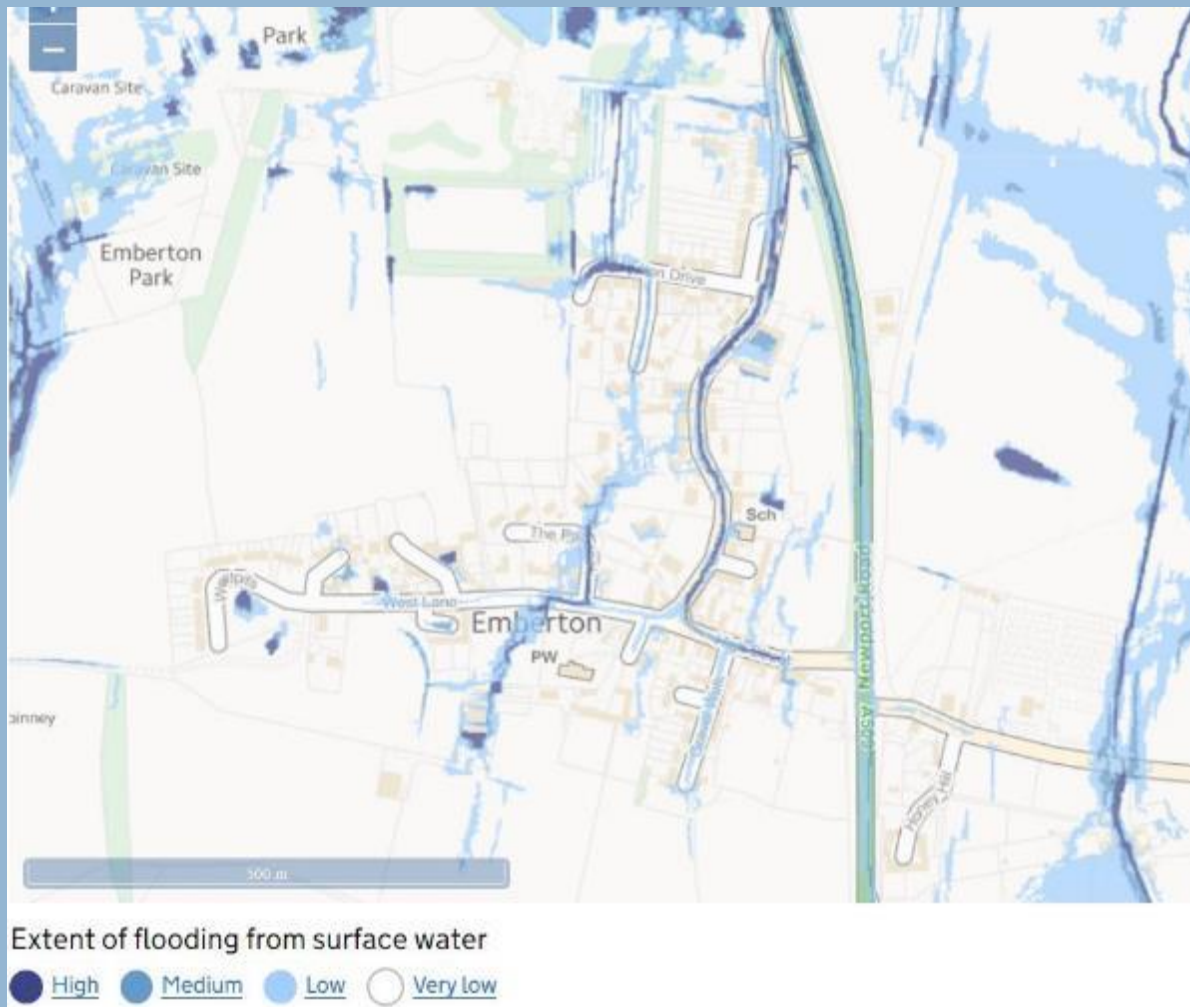


Figure 15: Environment Agency surface water flood risk map

- 9.3 The Neighbourhood Plan cannot make changes directly to the drainage system around the Parish, but it can require development proposals to ensure that surface water is managed effectively within the site and risk of flooding elsewhere is not exacerbated. In addition, development proposals should take account of the policies in Plan:MK on Managing and Reducing Flood Risk.
- 9.4 The Neighbourhood Plan recognises the threat that climate change poses, particularly to low lying areas that are at risk of flooding or could be brought into flood risk in the future.
- 9.5 Extreme climate events are likely to become more commonplace, with heavier and more concentrated rainfall, coupled with periods of drought. Development proposals should be designed in a manner that helps to address the effects of climate change, whilst also minimising as far as possible future impacts.



*Figure 16: Emberton Solar Farm and Wind Farm*

## Objectives

- **To respond to climate change and encourage sustainable development.**
- **To require development to be safe from flooding and not exacerbate the risk of flooding elsewhere.**
- **To encourage the improvements in drainage systems to capture and slow surface water run-off.**

## Policy

### **POLICY CFR1: MANAGING FLOOD RISK**

Development proposals on unallocated sites should consider the requirements of the sequential test and be located on land with the lowest risk of flooding. Where it is necessary to locate development on land at risk of flooding, this should be considered against the requirements of the NPPF, the PPG and Plan:MK Policy FR1.

All new development in the Parish will be expected to adopt sustainable drainage schemes, and not increase the risk of flooding elsewhere.

Surface water runoff should be attenuated on site whenever possible, and if achievable, should be combined with semi-natural balancing ponds to provide enhanced biodiversity and new wildlife habitats.

### **POLICY CFR2: SUSTAINABLE CONSTRUCTION**

To adapt to climate change, proposals should include measures to reduce the operational carbon footprint of the building, including consideration of the following: renewable energy generation and storage, solar gain, shade and cooling, natural light, and high levels of insulation.

Renewable energy proposals will be supported where they are appropriately sited, be of a scale appropriate to their location, and not cause significant adverse visual or amenity impacts.

New development will be expected to include an electric vehicle charging point within on-site parking provision.

## Implementation

- 9.6 The Neighbourhood Plan will deliver this policy through the planning application process when considering development proposals.

# 10. Community

## Context and justification

- 10.1 Emberton has a strong sense of community offering a range of facilities and services to residents.
- 10.2 Emberton no longer has a regular bus service running through the village. MK Connect, an on demand public transport network was introduced in 2021 and runs along the A509, past the village, but only operates within the Milton Keynes area.
- 10.3 The Bell and Bear public house on the High Street closed in 2019. This is the last remaining dedicated public house in the village – although there is a bar in the Pavilion, this is not open on a daily basis. The Pub has been purchased by a group of local residents and following extensive refurbishment re-opened in December 2021. This is a great asset for the village and is at the heart of our community.



*Figure 17: The Bell and Bear P.H. Emberton*

## Objectives

- **To support the provision of new and protection of existing community facilities.**
- **Protect the school building from redevelopment or a change of use that does not benefit the community.**
- **Support the last public house in the village, a cornerstone to our community and social life in the village.**

## Policy

### **POLICY CF1: COMMUNITY FACILITIES**

There will be a presumption in favour of the protection of existing community facilities for current and future generations. Proposals that would involve the loss of a community facility, or its change of use to a non-community beneficial use, will not be supported without evidence to justify the loss.

For the avoidance of doubt, community facilities within the village are defined as:

- a) All Saints Church
- b) The Pavilion and the Archive room in the Pavilion
- c) The Institute
- d) The recreation area
- e) Emberton country park
- f) The Bell and Bear Public House
- g) Emmots Well

Proposals for improvements to existing community facilities, or additional services and facilities within the village, will be supported subject to consideration of the potential for noise, disturbance, fumes or smell, traffic generation and car parking.

Subject to consideration of detailed proposals opportunities to provide additional car parking and cemetery space for the Church will be supported.

- 10.4 The Neighbourhood Plan will deliver this policy through the planning application process when considering development proposals.
- 10.5 Emberton School has been repurposed as a day care nursery and outdoor learning centre which opened in Spring 2022. Extensive tree planting has already taken place on the former playing fields, with the aspiration to create a forest school learning centre. Support will be given if the proposals offer benefits to the community and deliver additional car parking close to the centre of the village.

## **POLICY CF2: FORMER EMBERTON SCHOOL AND PLAYING FIELD**

Proposals to enhance and protect the former school and playing field for a use that has some beneficial function to the community will be supported.

Proposals that seek to change the use of the building or redevelop the playing field for purposes that have no benefit to the community will be resisted, unless it can be robustly demonstrated that there is no viable financial alternative.

- 10.6 The Neighbourhood Plan will deliver this policy through the planning application process when considering development proposals.

## **Implementation**

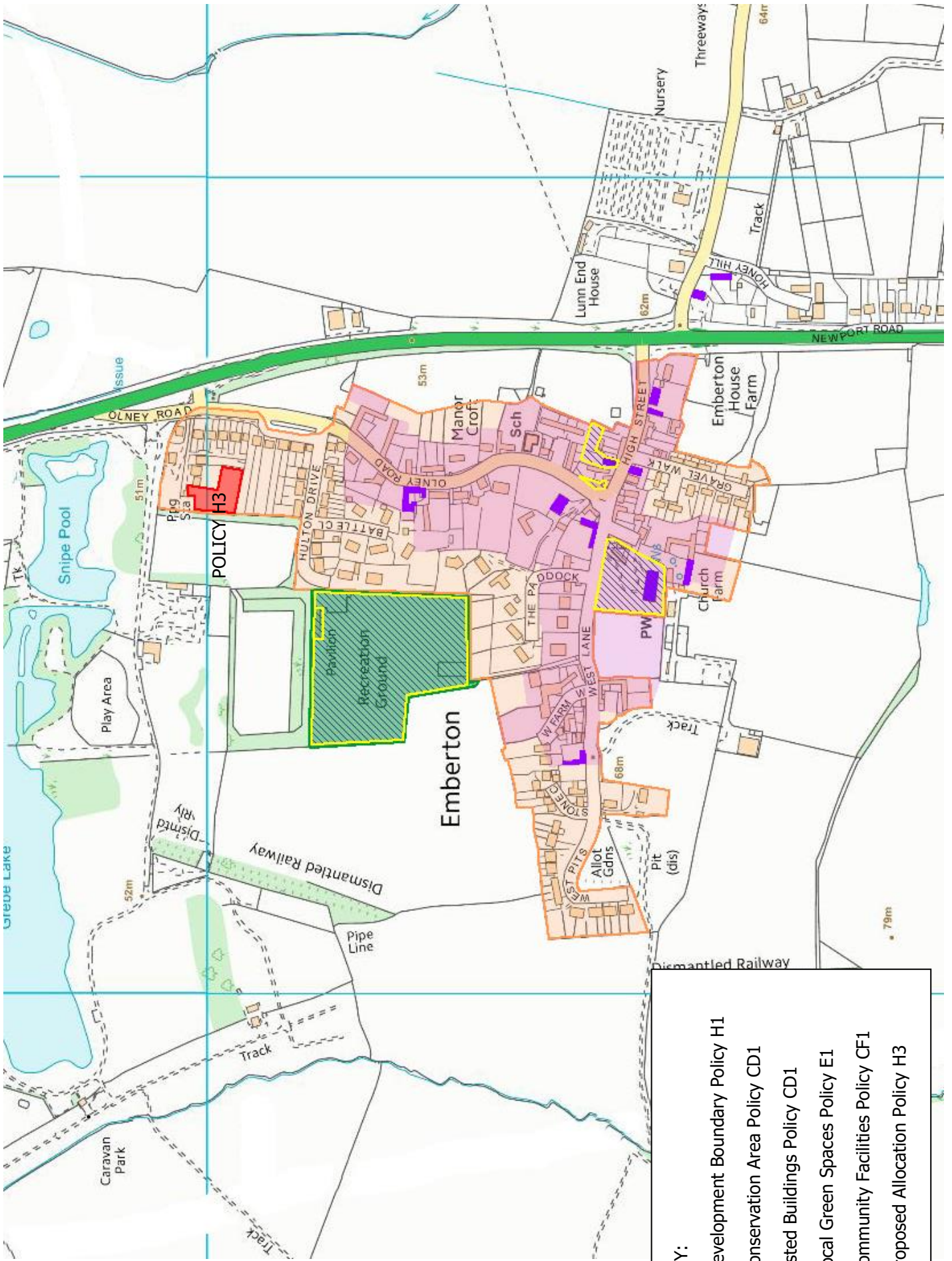
- 10.7 These policies will be implemented through the development management process through the consideration of planning applications.



*Figure 18: Emberton Street Fair*

# Designations and Allocations Map





**KEY:**

- Development Boundary Policy H1
- Conservation Area Policy CD1
- Listed Buildings Policy CD1
- Local Green Spaces Policy E1
- Community Facilities Policy CF1
- Proposed Allocation Policy H3

# Annex A: Listed Buildings

## Listed buildings in Emberton Parish

Source: Historic England (March 2018)

CHURCH OF ALL SAINTS, CHURCH LANE, Emberton, Milton Keynes
MEMORIAL CLOCK TOWER, HIGH STREET, Emberton, Milton Keynes
THE COACH HOUSE, 19A, HIGH STREET, Emberton, Milton Keynes
STABLE BUILDING TO SOUTH EAST OF EMBERTON HOUSE, NEWPORT ROAD, Emberton, Milton Keynes
OLNEY BRIDGE, OLNEY ROAD, Emberton, Milton Keynes
LYCHGATE AT NORTH EAST CORNER OF CHURCH OF ALL SAINTS, CHURCH LANE, Emberton, Milton Keynes
GRAVEL LODGE, 4, GRAVEL WALK, Emberton, Milton Keynes
THURSBY, 2, GRAVEL WALK, Emberton, Milton Keynes
CEDAR HOUSE, 19, HIGH STREET, Emberton, Milton Keynes
THE OLD RECTORY COTTAGE, 7, OLNEY ROAD, OLNEY ROAD, Emberton, Milton Keynes
STONEPITS HOUSE, WEST LANE, Emberton, Milton Keynes
THE OLD POST HOUSE, 31, OLNEY ROAD, Emberton, Milton Keynes
EMBERTON HOUSE, NEWPORT ROAD, Emberton, Milton Keynes
THE BELL AND BEAR PUBLIC HOUSE, 12, HIGH STREET, Emberton, Milton Keynes
BRAMLEY COTTAGE, 23, OLNEY ROAD, Emberton, Milton Keynes
HIRONS, 25, OLNEY ROAD, Emberton, Milton Keynes
WEST LANE HOUSE, WEST LANE, Emberton, Milton Keynes
CHURCH FARMHOUSE, CHURCH LANE, Emberton, Milton Keynes

Note: Listed buildings are marked on the Conservation Area map in purple.

# Annex B: Glossary

**BIODIVERSITY** – The degree of variation of life forms within a particular ecosystem. Biodiversity is a measure of the health of an ecosystem. Human activity generally tends to reduce biodiversity, so special measures often need to be taken to offset the impact of development on natural habitats.

**CHANGE OF USE** – A material change in the use of land or buildings that is of significance for planning purposes e.g. from retail to residential.

**COMMUNITY** – A group of people who hold something in common. They could share a common place (e.g. individual neighbourhood) a common interest (e.g. interest in the environment) a common identity (e.g. age) or a common need (e.g. a particular service focus).

**CONDITIONS** – Planning conditions are provisions attached to the granting of planning permission.

**CONFORMITY** – There is a requirement for neighbourhood plans to have appropriate regard to national policy and to be in conformity with local policy.

**CONSERVATION AREA** – An area of special architectural or historic interest, the character and appearance of which are preserved and enhanced by local planning policies and guidance.

**CONSULTATION** – A communication process with the local community that informs planning decision-making

**CORE STRATEGY** – A development plan document forming part of a local authority's Local Plan, which sets out a vision and core policies for the development of an area.

**DEVELOPMENT** – Legal definition is "the carrying out of building, mining, engineering or other operations in, on, under or over land, and the making of any material change in the use of buildings or other land."

**DEVELOPMENT MANAGEMENT** (also known as Development Control) – The process of administering and making decisions on different kinds of planning applications.

**DEVELOPMENT PLAN** – A document setting out the local planning authority's policies and proposals for the development and use of land in the area.

**FLOOD ZONE** – A designation to categorise the risk of flooding. Flood Zone 1 Low Risk, Flood Zone 2 Medium Risk, Flood Zone 3a High Risk, Flood Zone 3b Functional Floodplain.

**GREENFIELD SITE** – Land where there has been no previous development.

**GREEN SPACE** – Those parts of an area which are occupied by natural, designed, or agricultural landscape as opposed to built development, open space, parkland, woodland, sports fields, gardens, allotments, and the like.

**INDEPENDENT EXAMINATION** – An examination of a proposed neighbourhood plan, carried out by an independent person, set up to consider whether a neighbourhood plan meets the basic conditions required.

**LISTED BUILDINGS** – Any building or structure which is included in the statutory list of buildings of special architectural or historic interest.

**LOCALISM** – Shifting power away from central government control to the local level. Making services more locally accountable, devolving more power to local communities, individuals, and councils.

**LOCAL AUTHORITY** – The administrative body that governs local services such as education, planning and social services.

**LOCAL PLAN** – The name for the collection of documents prepared by your local planning authority for the use and development of land and for changes to the transport system. Can contain documents such as development plans and statements of community involvement.

**LOCAL PLANNING AUTHORITY** – Local government body responsible for formulating planning policies and controlling development; a district council, metropolitan council, a county council, a unitary authority, or national park authority.

**LOCAL REFERENDUM** – A direct vote in which communities will be asked to either accept or reject a particular proposal.

**MATERIAL CONSIDERATIONS** – Factors which are relevant in the making of planning decisions, such as sustainability, impact on residential amenity, design, and traffic impacts.

**MIXED USE** – The development of a single building or site with two or more complementary uses.

**NATIONAL PLANNING POLICY FRAMEWORK (NPPF)** – The government policy document adopted in March 2012 intended to make national planning policy and guidance less complex and more accessible. The National Planning Policy Framework introduces a presumption in favour of sustainable development. It gives five guiding principles of sustainable development: living within the planet's means; ensuring a strong, healthy, and just society; achieving a sustainable economy; promoting good governance; and using sound science responsibly.

**NEIGHBOURHOOD AREA** – The local area in which a neighbourhood plan or Neighbourhood Development Order can be introduced.

**NEIGHBOURHOOD PLAN (NP)** – A planning document created by a parish or town council or a neighbourhood forum, which sets out vision for the neighbourhood area, and contains policies for the development and use of land in the area. Neighbourhood plans must be subjected to an independent examination to confirm that they meet legal requirements, and then to a local referendum. If approved by a majority vote of the local community, the neighbourhood plan will then form part of the statutory development plan.

**NEIGHBOURHOOD PLANNING** – A community-initiated process in which people get together through a local forum or parish or town council and produce a plan for their neighbourhood setting out policies and proposals for the development they wish to see in their area.

**POLICY** – A concise statement of the principles that a particular kind of development proposal should satisfy in order to obtain planning permission.

**PLANNING PERMISSION** – Formal approval granted by a council allowing a proposed development to proceed.

**PRESUMPTION IN FAVOUR OF SUSTAINABLE DEVELOPMENT** – The concept introduced in 2012 by the UK government with the National Planning Policy Framework to be the 'golden thread running through both plan making and decision taking'. The NPPF gives five guiding principles of sustainable development: living within the planet's means; ensuring a strong, healthy, and just society; achieving a sustainable economy; promoting good governance; and using sound science responsibly.

**QUALIFYING BODY** – Either a parish/town council or neighbourhood forum, which can initiate the process of neighbourhood planning.

**REFERENDUM** – A vote by the eligible population of an electoral area may decide on a matter of public policy. Neighbourhood Plans and Neighbourhood Development Orders are made by a referendum of the eligible voters within a neighbourhood area.

**ANCIENT MONUMENT** – A nationally important archaeological site, building or structure which is protected against unauthorised change by the Ancient Monuments and Archaeological Areas Act 1979.

**SEQUENTIAL TEST** – A principle for making a planning decision based on developing certain sites or types of land before others, for example, developing brownfield land before greenfield sites.

**SETTING** – The immediate context in which a building is situated, for example, the setting of a listed building could include neighbouring land or development with which it is historically associated, or the surrounding townscape of which it forms a part.

**SIGNIFICANCE** – The qualities and characteristics which define the special interest of a historic building or area.

**STATUTORY DEVELOPMENT PLAN** – Focus on land use development set within the context of wider social, economic, and environmental trends and considerations. Reflects national planning policies to make provisions for the long-term use of land and buildings.

**SUSTAINABLE DEVELOPMENT** – An approach to development that aims to allow economic growth without damaging the environment or natural resources. Development that “meets the needs of the present without compromising the ability of future generations to meet their own needs”.

**TOWN AND COUNTRY PLANNING ACT 1990** – Currently the main planning legislation for England and Wales is consolidated in the Town and Country Planning Act 1990; this is regarded as the ‘principal act’.



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