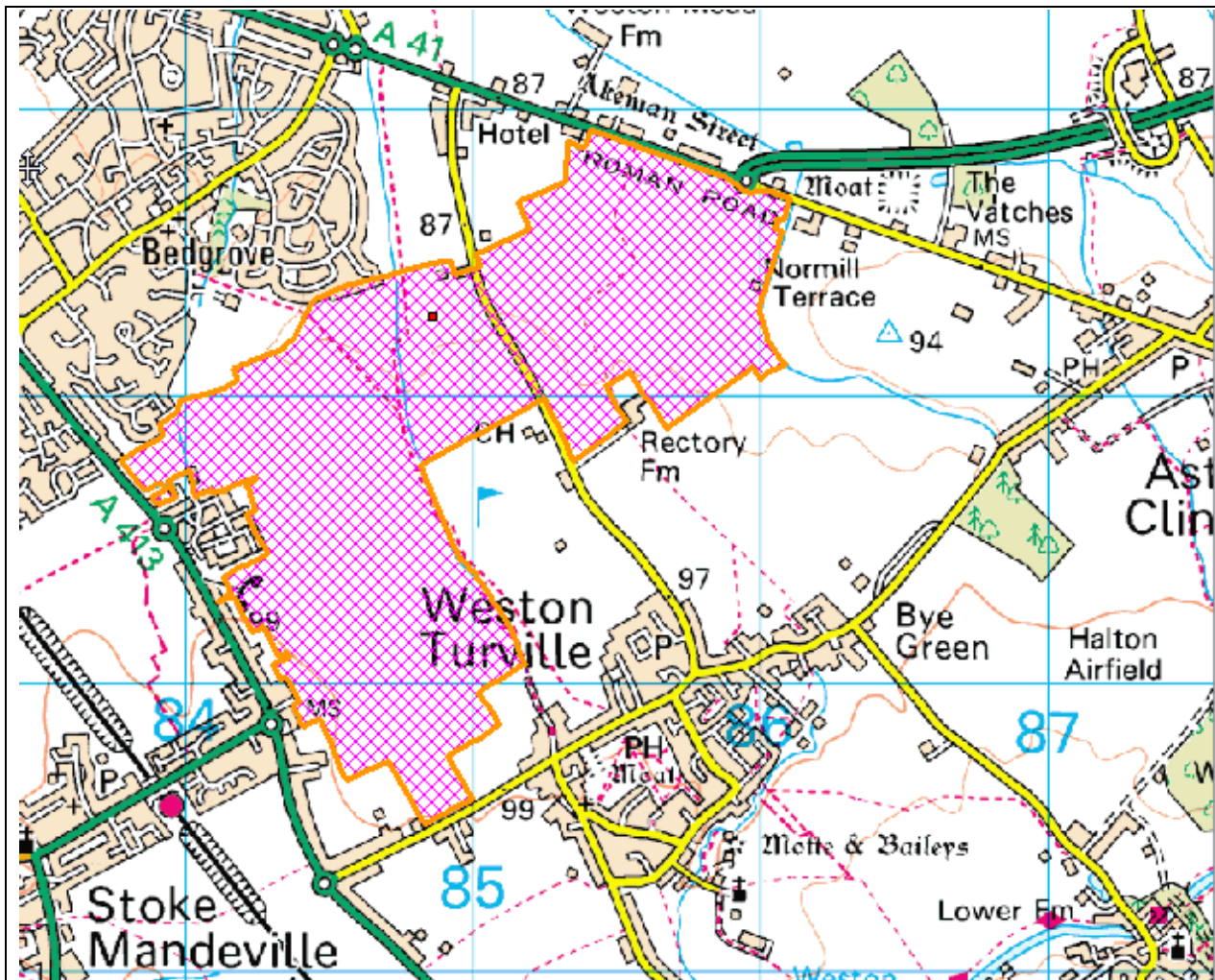


16/00424/AOP



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REFERENCE NO	PARISH/WARD	DATE RECEIVED
16/00424/AOP	WESTON (PARISH)	TURVILLE 05/02/16
<p>OUTLINE PLANNING APPLICATION (WITH ALL MATTERS RESERVED) FOR A MIXED-USE SUSTAINABLE URBAN EXTENSION COMPRISING: UP TO 3,000 DWELLINGS AND A 60 BED CARE HOME/EXTRA CARE FACILITY (USE CLASS C2/C3); PROVISION OF LAND FOR A PARK AND RIDE SITE; A TOTAL OF 6.90HA OF EMPLOYMENT LAND (COMPRISING OF UP TO 29,200 SQ.M. B1C/B1/B2/B8 USES); PROVISION OF TWO PRIMARY SCHOOLS (ONE 2 FORM ENTRY AND ONE 3 FORM ENTRY); A MIXED USE LOCAL CENTRE (3.75HA) WITH PROVISION FOR A FOODSTORE OF UP TO 1,200 SQUARE METRES (GFA), FURTHER RETAIL (INCLUDING A PHARMACY), RESTAURANT AND CAFÉ UNITS, A DOCTOR'S SURGERY, GYM, PUBLIC HOUSE WITH LETTING ROOMS, PROFESSIONAL SERVICES, MULTI-FUNCTIONAL COMMUNITY SPACE AND A DAY NURSERY, AND LIVE WORK UNITS; MULTI- FUNCTIONAL GREEN INFRASTRUCTURE (TOTALLING 108.43HA) INCLUDING PARKLAND, SPORTS PITCHES, SPORTS PAVILIONS, CHILDREN'S PLAY AREAS, MIXED USE GAMES AREAS, INCLUDING A SKATE PARK/BMX FACILITY, INFORMAL OPEN SPACE, ALLOTMENTS, COMMUNITY ORCHARDS, LANDSCAPING; EXTENSIONS TO DOMESTIC GARDENS AT TAMARISK WAY (0.22HA); STRATEGIC FLOOD DEFENCES AND SURFACE WATER ATTENUATION; VEHICULAR ACCESS</p>	<p>The Local Member for this area is/are: -</p> <p>Councillor Mrs C Paternoster</p> <p>Councillor Bill Chapple</p> <p>Councillor Mike Collins</p>	

POINTS FROM NEW ROAD,
MARROWAY, A413 WENDOVER
ROAD AND A41 ASTON CLINTON
ROAD; A DUALLED SOUTHERN LINK
ROAD BETWEEN A413 WENDOVER
ROAD AND A41 ASTON CLINTON
ROAD AND A STRATEGIC LINK ROAD
BETWEEN THE SOUTHERN LINK
ROAD AND MARROWAY; INTERNAL
ROADS, STREETS, LANES,
SQUARES, FOOTPATHS AND
CYCLEWAYS AND UPGRADES TO
PUBLIC RIGHTS OF WAYS (PROWS);
AND CAR PARKING RELATED TO THE
ABOVE LAND USES, BUILDINGS AND
FACILITIES.

LAND BETWEEN WENDOVER ROAD
AND ASTON CLINTON ROAD
WESTON
TURVILLE
BUCKINGHAMSHIRE
HAMPDEN FIELDS CONSORTIUM

STREET ATLAS PAGE NO.116,117

01 The Key Issues in determining this application are:-

- a) The Planning Policy Position and the approach to be taken in the determination of the application:**
- b) Whether the proposals would constitute a sustainable form of development:**
 - **Build a strong competitive economy**
 - **Deliver a wide choice of high quality homes**
 - **Promoting sustainable transport**
 - **Conserving and enhancing the natural environment**
 - **Conserving and enhancing the historic environment**
 - **Promoting healthy communities**
 - **Requiring Good Design**
 - **Meeting the challenge of climate change and flooding**
- c) Other matters**
 - **Residential amenity**
 - **Utilities and services**
- (d) Section 106 Agreement/Planning Obligations**

1.1. CONCLUSIONS AND RECOMMENDATIONS

- 1.2. The application has been evaluated against the extant Development Plan and the report has assessed the application against the core planning principles of the NPPF and whether the proposals deliver sustainable development. Paragraph 14 of the NPPF requires that where the development plan is absent, silent or relevant policies are out of date, planning permission should be granted unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies of the NPPF taken as a whole, or specific policies in the NPPF indicate development should be restricted.
- 1.3. The proposed Hampden Fields development will constitute a major new sustainable housing community with supporting infrastructure that will form a vital urban extension to Aylesbury, integral to the town's Garden Town status. The proposals respond to the three dimensions of the Government's definition of 'Sustainable Development' in accordance with the NPPF by addressing the compelling need for new housing in the region. The proposals will make a significant contribution towards housing provision in a sustainable location and will contribute towards and deliver essential new transport infrastructure that contributes to the alleviation of traffic congestion in Aylesbury and its surrounding villages; and is supported by a genuine sustainable mix of leisure, commercial and community uses in full accordance with the Garden Town principles resulting in the formation of a new high quality sustainable community which would make a valuable contribution to the short and long term housing needs in the district.
- 1.4. The revised application has been prepared following the decision of the Secretary of State for the Environment to uphold the Planning Inspectors decision to dismiss a planning appeal for a similar development (at a Public Inquiry held in 2013 – decision issued 26th January 2015), and is considered to address the critical outstanding issue of transport impact, alongside proposing further improvements to the masterplan to address other concerns raised at the Inquiry. The transport impacts have been subject to a rigorous examination by AVDC and Buckinghamshire County Council (BCC) Highways Authority, and there is now considered to be conclusive and robust evidence to demonstrate that the proposed development would result in a net improvement on the surrounding road network, subject to the range of mitigation measures secured as part of the planning application. In particular, the revised transport modelling demonstrates that the development, as revised in this application would have a positive impact on relieving congestion and reducing traffic at the Walton Street gyratory which formed the critical determinant factor in the former appeal. The positive impact is attributed, in part, to the revised proposal to dual the Southern Link Road (SLR) alongside a more robust range of highways improvements that have been worked up in detail with the Highways Authority. Although, there are limited instances where the local highways network would experience increased delays, there are significant improvements elsewhere in the network resulting in a material betterment in planning terms.
- 1.5. It is accepted that the development will deliver a very significant level of new homes and would make a valuable contribution to the medium to long term housing land supply in the district which is a benefit to be attributed significant weight in the planning balance. There are further benefits from the supply of affordable housing for this policy compliant scheme

and this matter should also be afforded significant weight in the planning balance. The significant weight to be attached to the delivery of this quantum of housing which includes affordable, extra care and self/custom build housing has previously been recognised by the Planning Inspector and Secretary of State, and is recognised by the Council in the assessment of the current application.

- 1.6 The development will provide additional employment land and the direct creation of jobs including construction job which would contribute to the economy of the area and so too would the resultant population growth in supporting local businesses, facilities and services with increases in expenditure estimated in the ES as well as the new services the development includes. It is therefore considered that the proposal would give rise to a number of economic benefits, which should be afforded significant weight in the overall planning balance.
- 1.7 Negotiations between the applicant, AVDC and BCC has enabled the scheme to be amended such that the Highways Authority are satisfied that the development will achieve safe and suitable access and will not result in a severe individual or cumulative network impact and is acceptable subject to relevant conditions and completion of a S106 Agreement to secure the highway works, construction management and financial contributions. Overall the highway conditions have been shown to improve as a result of the standalone Hampden Fields development and must be afforded moderate weight in the planning balance, where it was previously afforded significant negative weight in the case of the appeal. The provision of the Southern Link Road (SLR) and the financial contributions towards the delivery of the South East Aylesbury Link Road (SEALR) will bring about major strategic benefits to the town's highway network and are afforded significant weight in the planning balance when considered cumulatively with the infrastructure provided as part of the Woodlands development (the ELR (S)).
- 1.8 It is likely that a net enhancement in biodiversity will also be achieved given the embedded provisions within the design proposals, to which limited beneficial weight should be assigned.
- 1.9 It is acknowledged that the site is currently a large greenfield site and that localised significant adverse effects would result from the development in landscape terms. The effects would be adverse on views towards the development from the public footpaths along the A41 and from vantage points in the AONB (Chiltern Hills). The proposal would also result in the coalescence with the eastern edges of Stoke Mandeville and would have a material impact on the western edges of Weston Turville that would result in some limited harm to the settlement character (of both Stoke Mandeville and Weston Turville). A detailed landscape scheme could ensure that the harm to the wider landscape is more satisfactorily mitigated and the illustrative masterplan and parameter plans indicate buffer areas to the development. Given the proposals result in major adverse impacts on the Southern Vale Landscape Character Area and localised harm to visual receptors as a result of the urbanising effect of the development, it is considered that this matter should be afforded significant negative weight in the planning balance. The level of harm and how this is weighted in the planning balance reflects the weight given by the Planning Inspector and Secretary of State in this respect, in the previous appeal. There would also be moderate harm given the loss of best and most versatile agricultural land.
- 1.10 Compliance with some of the other core planning principles of the NPPF have been

demonstrated in terms of promoting healthy communities, the design of the development, provision of informal and formal open spaces, flood risk, on archaeological matters and residential amenity. However, these matters do not represent benefits to the wider area but demonstrate an absence of harm to which weight should be attributed neutrally with the exception of flood risk which is afforded moderate beneficial weight due to the proposed flood defence improvements.

- 1.11 In addition to the planning balance, due regard must be given to the conclusions of the Planning Inspector and Secretary of State in the previous planning appeal in coming to the conclusion that the very considerable local and strategic benefits to arise from the development are sufficient to outweigh the significant adverse environmental impacts to the landscape and open countryside setting, and to the adjacent village settlement boundaries. The current application addresses the highway deficiencies identified in the previous appeal and this matter is now afforded moderate and significant weight in the planning balance.
- 1.12 In the event that it is argued that the tilted balance set out in paragraph 14 should not apply as specific policies in the NPPF indicate development should be restricted, officers have also considered the application in this context.
- 1.13 Members will be aware that the tilted balance in paragraph 14 is the presumption in favour of granting planning permission for sustainable development unless the adverse impacts of doing so would significantly and demonstrably outweigh the benefits, and that this applies unless specific policies in the NPPF indicate development should be restricted. Footnote 9 gives examples of where this might apply: "For example, those policies relating to sites protected under the Birds and Habitats Directives (see paragraph 119) and/or designated as Sites of Special Scientific Interest; land designated as Green Belt, Local Green Space, an Area of Outstanding Natural Beauty, Heritage Coast or within a National Park (or the Broads Authority); designated heritage assets; and locations at risk of flooding or coastal erosion".
- 1.14 It is considered that the proposal would constitute sustainable development having weighed all of the benefits and adverse effects together with the relevant measures to prevent, reduce or offset effects on issues including biodiversity and flood risk and it is considered that the material considerations in favour of the proposal outweigh the harm and the proposal is both sustainable and acceptable and would accord with the NPPF
- 1.15 It is therefore recommended that the application be supported subject to the completion of a legal agreement (with BCC and AVDC as appropriate) as outlined above and subject to conditions as considered appropriate by Officers. If this cannot be achieved then the application will be refused for reasons as considered appropriate by Officers.

INFORMATIVES

- 1.16 In accordance with paragraphs 186 and 187 of the National Planning Policy Framework, Aylesbury Vale District Council (AVDC) takes a positive and proactive approach to development proposals and is focused on seeking solutions where possible and appropriate. AVDC works with applicants/agents in a positive and proactive manner by offering a pre-application advice service and updating applicants/agents of any issues that may arise in the processing of their application as appropriate and, where possible and

appropriate, suggesting solutions.

- 1.17 In this case detailed topic based discussions have taken place with the Applicant and Agent who entered into a Planning Performance Agreement (PPA) with the Council in order to respond to the issues raised during the planning application process. The applicant has submitted further detailed plans and updated technical assessments as part of this application which was found to be acceptable and approval is recommended.

02 INTRODUCTION

- 2.1 The application needs to be determined by committee as the Aston Clinton, Weston Turville, Stoke Mandeville and Aylesbury Town Parish Councils have raised material planning objections. Comments raised are set out in Section 6 of the report and are addressed in the Evaluation.

03 SITE LOCATION AND DESCRIPTION

- 3.1 The application site comprises an area of approximately 219 hectares (542 acres) of agricultural land located to the south east of Bedgrove abutting the housing areas and open space of Bedgrove Park. The site is broadly bounded to the north-east and east by the A41 Aston Clinton Road. Immediately to the west is the Hampden Hall residential development and the south-western edge of the site runs parallel with Wendover Road abutting short sections of the road, housing and fields to the rear of housing. To the south lies the village of Weston Turville separated from the site by Weston Turville Golf Club and agricultural land.
- 3.2 Current land use is predominantly agricultural land (a mixture of Grade 3a and 3b quality), mostly arable fields but with some pasture fields in the northern part of the site. Fields are medium to small in size, rectilinear in shape and defined by hedgerows with occasional trees. The site also supports one small plantation in its southern part, one small copse of amenity woodland in its northern part and one field in its western part that comprises rough grassland, emerging woodland and a collection of fruit and other ornamental trees. An apiary is located amongst a copse of trees in this field.
- 3.3 The site is dissected by the unclassified New Road which runs south-north between Weston Turville and the A41 Aston Clinton Road. There are two public footpaths within the site. The first passes along the western edge of Weston Turville Golf Course, connecting the western part of Weston Turville with the southern edge of Bedgrove and the Aston Clinton Road. The second passes through the eastern part of the site, connecting the eastern part of Weston Turville with the Aston Clinton Road.
- 3.4 The watercourses of Bedgrove Brook and West End Ditch run through the site and Wendover Brook passes alongside the south-eastern site boundary. There are also a number of drainage ditches within the site.
- 3.5 The site is located outside of the built edge of Aylesbury in open countryside. It has no other policy designations in the adopted Local Plan.

04 PROPOSAL

- 4.1 This is an outline application seeking permission for a mixed use comprehensive urban extension to Aylesbury with all matters reserved for subsequent consideration. The description of development is:

Outline planning application (with all matters reserved) is sought for a mixed-use sustainable urban extension comprising: up to 3,000 dwellings and a 60 bed care home/extra care facility (Use Class C2/C3); provision of land for a Park and Ride site; a total of 6.90ha of employment land (comprising of up to 29,200 sq.m. B1c/B1/B2/B8 uses); provision of two primary schools (one 2 form entry and one 3 form entry); a mixed use local centre (3.75ha) with provision for a foodstore of up to 1,200 square metres (GFA), further retail (including a pharmacy), restaurant and café units, a doctor's surgery, gym, public house with letting rooms, professional services, multi-functional community space and a day nursery, and live work units; multi-functional green infrastructure (totalling 108.43ha) including parkland, sports pitches, sports pavilions, children's play areas, mixed use games areas, including a skate park/BMX facility, informal open space, allotments, community orchards, landscaping; extensions to domestic gardens at Tamarisk Way (0.22ha); strategic flood defences and surface water attenuation; vehicular access points from New Road, Marroway, A413 Wendover Road and A41 Aston Clinton Road; a dualled Southern Link Road between A413 Wendover Road and A41 Aston Clinton Road and a strategic link road between the Southern Link Road and Marroway; internal roads, streets, lanes, squares, footpaths and cycleways and upgrades to Public Rights Of Ways (PRoWs); and car parking related to the above land uses, buildings and facilities. The provision of a dualled Southern Link Road between the A413 Wendover Road and the A41 Aston Clinton Road which will be dualled along its entire length. This comprises an amendment to the previous application which did not propose a dualled road across the entire length. There will also be a strategic link road from the Southern Link Road to Marroway to the south.

- 4.2 The proposals comprise the development of up to 3000 residential units provided at a range of densities across 2 neighbourhoods – one to the east and one to the west. The Planning Statement advises that it is envisaged that the proposed development will provide a minimum of 30% affordable housing. The following indicative housing mix has been identified:

Type of dwelling	Total Number
1 bed flat	40
2 bed flat	160
2 bed bungalow	60
2 bed house	800
3 bed house	985
4 bed house	825
5 bed house	130

Total	3,000
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- 4.3 A care home/extra care facility with Use Class C2/C3 with 60 beds will be provided near to the local centre.
- 4.4 A mixed use local centre is to be located to the east of the development and to the north of the Southern Link Road and focussed around the New Road diversion to enable access and visibility. The local centre will include the following uses:
- Up to 1,200 square metres (GFA) food store
 - Further retail uses including a pharmacy (up to 900sqm)
 - Restaurants and café units (up to 600 sqm)
 - A doctor's surgery (up to 600 sqm)
 - Gym
 - Public house with letting rooms (up to 600sqm)
 - Professional services (up to 400 sqm)
 - Multi-functional community space and day nursery
 - Residential dwellings
 - Main square
- 4.5 A secondary small 'local centre' is proposed in the western part of the development which allows for two small commercial units which could include a local shop.
- 4.6 Land is set aside for two primary schools to be provided – one to be 2 form entry and one to be 3 form entries. The two schools are to be located centrally within each neighbourhood to principally serve their neighbourhoods. The 2 form entry school is to be sited within the western neighbourhood and is to be co-located with the secondary local centre and 2 parks. The 3 form entry school is to be within the eastern neighbourhood co-located with the main mixed use local centre.
- 4.7 A total of 6.90ha of employment land comprising up to 29,200sqm of B1(c)/B1/B2/B8 uses is proposed to the northern end of the site in close proximity to the A41 Aston Clinton Road but to be served from the Southern Link Road to the southern side, separated from the residential uses.
- 4.8 An indicative mix indicates the following distribution of mix – Light Industrial (B1c) 14600 sqm; Office (B1) 3650 sqm; Industrial (B2) 3650 sqm and Distribution (B8) 7300 sqm. A Park and Ride site and Waste Recycling Facility is proposed also to the north of the site but to the southern side of the Southern Link Road.
- 4.9 The application was submitted in February 2016 and was accompanied by the following supporting documentation:
- Environmental Statement and Appendices (including Non Technical Summary) comprising of chapters on:

- Landscape and views
- Ecology and Nature Conservation
- Transport
- Air Quality
- Noise and vibration
- Water Resources and Flood Risk
- Archaeology and Cultural Heritage
- Agriculture and Soil Resources
- Socio Economics
- Waste Management
- Planning Statement and Appendices
- Retail Assessment
- Draft Heads of Terms
- Design and Access Statement
- Statement of Community Involvement
- Sustainability Statement
- Energy Statement
- Services Statement
- Flood Risk Assessment
- Transport Assessment and Appendices
- Topographical Survey
- Parameters plans indicating land use, residential density, maximum building heights and access and circulation
- Illustrative masterplan for illustrative purposes only
- Confidential Badger Survey

4.10 Additional documentation has been submitted by the applicant, which accompanies the transport assessment, and includes an ES Addendum (with Erratum) and Non-Technical Summary of the transport submissions which considers the likely additional effects as a result of the updated transport assessment. The TA includes details of the proposals for a range of on and off-site transport infrastructure works to the local highways network as part of a comprehensive mitigation package, designed to facilitate the traffic generated as a result of the development. Further details of the mitigation measures are set out in the evaluation later in this report.

4.11 The applicant has submitted the Parameters Plans, which are offered for approval.

- Land Use
- Access and Circulation

- Residential Density
 - Maximum Heights
- 4.12 The parameters plans are submitted to allow the council sufficient controls that can be imposed on the future reserved matters applications, and to give assurance at the outline stages that the development will comply with the relevant planning policies, subject to detailed design.
- 4.13 The applicant has also provided a report detailing Responses to the Hampden Fields Planning Application Documentation (to address the consultation responses) and additional supporting plans in regards to the Confidential Badger Survey.

05 RELEVANT PLANNING HISTORY

- 5.1 The Application Site: 12/00605/AOP - Outline application (with all matters reserved) for a mixed use sustainable urban extension comprising: up to 3,000 dwellings and a 60 bed extra care or care home facility (use class C2/C3); provision of land for a park and ride site, and a Waste Recycling Facility adjoining the A41 Aston Clinton Road; a total of 9.45ha of employment land (comprising of up to 40,000 sq.m. B1/B2/B8/sui generis uses); link road between A413 Wendover Road and A41 Aston Clinton Road; provision of two primary schools (both 3 form entry); a mixed use local centre (4.09ha) comprising of a 1,200 square metres (GFA) food store, further retail (including a pharmacy), restaurants and cafe units, a doctor's surgery, gym, public house with letting rooms, professional services, multi-functional community space and day nursery; multi-functional green infrastructure (totalling 103.1ha) including parkland, sport pitches, sport pavilion, children's play areas, informal open space, allotments, community orchards, woodlands, landscaping and surface water attenuation, strategic flood defences to protect the town centre, vehicular access points from New Road Marroway, A413 Wendover Road and A41 Aston Clinton Road; and internal road, streets, lanes, squares footpaths and cycleways. – Appeal against non determination.
- 5.2 In December 2012, an appeal was lodged by the applicant against non determination of application 12/00605/AOP. Prior to the appeal being heard, the application was presented to SDMC April 2013 with an officer's recommendation for refusal and that application was refused for the following reasons:
1. *The proposal is a departure from the adopted Aylesbury Vale District Local Plan and the emerging Vale of Aylesbury Plan. Furthermore, the substantial scale and nature of the proposed development is such that were it permitted either in isolation or in conjunction with other similar substantial proposals, it will prejudice the emerging Vale of Aylesbury Plan by pre-determining a decision about the scale and location of development that should properly be addressed through the plan-making process.*
 2. *The proposal would conflict with policies GP35 and RA2 of the Aylesbury Vale District Plan and would not constitute sustainable development. It would fail to comply with the core planning principles of the NPPF to recognise the intrinsic character and beauty of the countryside, to conserve and enhance the natural environment and to reuse land that has been previously developed. The development is of a scale and nature on a greenfield site in the open countryside which would result in the loss of*

best and most versatile agricultural land and there is no housing need to justify that loss. The development would cause harm by the significant adverse visual and landscape character impact on the area of the development site and its surrounding valued landscape and to the settlement identity of Weston Turville which is contrary to the Development Plan and the NPPF.

3. *Insufficient information has been submitted with the planning application to enable the highways, traffic and transportation implications of the proposed development to be fully assessed. From the information submitted, it is not considered that the development could take place without having a severe impact on the existing highway network and cannot be proven to promote sustainable transport and therefore, would fail to accord with advice contained in the National Planning Policy Framework*
4. *The submitted application fails to demonstrate that the costs of providing the necessary infrastructure could be met to satisfy the requirements of the County Council and District Council in accordance with policy and which would enable the development to achieve acceptable levels of affordable housing provision, environmental standards and infrastructure either through on or off site provision or financial contribution. As a result of this the Local Planning Authority is not satisfied that the proposal will constitute a sustainable urban extension that fulfils a social economic and environmental role and is integrated with and will strengthen the traditional role of Aylesbury as a County and market town. The development therefore conflicts with policies GP2, GP45, GP86 -91 and GP94 of AVDLP and the objectives of the National Planning Policy Framework to achieve sustainable development.*

- 5.3 Between June and December 2013, a joint inquiry with proposals for Fleet Marston Farm, Aylesbury, Weedon Hill MDA and Hampden Fields took place. In January 2015 the SoS decision was published which agreed with the Inspector that all 3 appeals should be dismissed. [The SoS decision is included in Appendix 1]. In respect of Hampden Fields appeal, the SoS focussed on 6 main considerations summarised as follows:

Landscape and visual effects: The SoS agreed with the Inspector's conclusion that the only significant adverse impact to be carried into the overall planning balance is the harmful effect on the character of the Southern Vale Landscape Character Area as an entity, with no material impact on adjacent character areas.

Coalescence and settlement identity: The SoS concluded that "...while the appeal site can properly be regarded as an intended garden suburb for Aylesbury, its impact would be greater on Stoke Mandeville and the focus of new recreation facilities between Stoke Mandeville and Weston Turville would draw the appeal site together with those two established settlements" (para 23). The SoS went on to state at paragraph 23 that this would result "...in a fundamental change to the eastern part of Stoke Mandeville through coalescence and some weakening of the northern edge of Weston Turville, with the wider loss of open countryside as part of its setting..."

Heritage assets: In regards to heritage assets, the Secretary of State agreed with the Inspector that the appreciation of the intrinsic value of the field boundaries, as an element of historic and social change, would be seriously comprised and the fundamental nature of West End Ditch would be diminished. However the Secretary of State also agreed with the Inspector that the limited loss of ridge and furrow would be neutralised by the benefit of securing protection and management for the greater part of the feature.

Best and most versatile agricultural land: The Secretary of State agreed with the Inspector that the scheme would involve loss of some of the best and most versatile agricultural land within the site which was considered a negative matter to be applied in the overall planning balance.

Highways and Transportation: In regards to highways and transportation, the Secretary of State agreed with the Inspector by stating that: "....the appeal scheme would compound the difficulties and delays currently experienced on part of the network which is already subject to considerable stress, so that mitigation would be essential in order to make the development acceptable, especially with regard to the Walton Street gyratory" (Paragraph 26). The Secretary of State then states "....it would not make sound planning sense to approve a major urban extension with known highway deficiencies, an incomplete solution and uncertainties about deliverability until it can be demonstrated that the full effects of the appeal scheme can be mitigated, managed and implemented." (Paragraph 27).

Conditions and Obligations: The Secretary of State agreed with the conditions recommended by the Inspector in his report (Annex E(ii)). However, he did not consider these overcame the Inspectors reasons for refusing the appeal. The Secretary of State also agreed with the Inspector that the planning obligations were compliant with the Community Infrastructure Levy Regulations 2010 however, and having particular regard to the uncertainties surrounding the timing of the Walton Street Gyratory, he considered that they were not sufficient to overcome the Inspectors concerns with the proposed scheme.

Overall Planning Balance: The Secretary of State agreed with the Inspector that ".....the benefits of the project would be very substantial and sufficient to outweigh the shortcomings of all but one of the main considerations, both individually and cumulatively." (Paragraph 30). However the Secretary of State also agreed with the Inspector that: ".....the single issue of highways and transportation needs to be balanced against the advantages of a project which would deliver homes and jobs in a manner consistent with government policy. As the Inspector concludes, the key element of the Walton Street gyratory would be subject to a separate consenting regime, the successful outcomes of which could not be guaranteed and, without which, any planning permission for the appeal scheme could not be fulfilled." (Paragraph 30). *Submission of a Scoping Opinion (Post Appeal – Pre-Application)*

5.4 15/03171/SO – Up to 3,000 dwellings, a 60 bed care home, two new primary schools, a local centre containing a food store, further retail, restaurants and cafe units, a doctor's surgery, a gym, a public house with lettings rooms, a multi-function community space, a day nursery, and professional services, green space including parkland, sports pitches, sports pavilion, children's play areas, informal open space, allotments, community orchards, woodland, and surface water attenuation, employment land (B1 - Business/ B2 - General Industry/ B8 - Storage or distribution). A new strategic link road (Southern Link Road) connecting the A413 (Wendover Road) and A41 (Aston Clinton Road) , and internal roads, streets, lanes, squares, footpaths and cycleways, provision of strategic flood defences, provision of land for a park and ride facility; and a waste recycling facility. – A Scoping Opinion was given by AVDC.

5.5 *Near Applications*

5.6 Aylesbury Woodlands Site (submitted by Buckinghamshire Advantage on behalf of

Aylesbury Vale Advantage Legacy Board (AVALB)) submitted 16/01040/AOP - Outline application with means of access (in part) to be considered for up to 102,800 sq m employment (B1/B2/B8), up to 1,100 dwellings (C3), 60 residential extra care units (C2), mixed-use local centre of up to 4,000 sq m (A1/A2/A5/D1), up to 5,700 sq m hotel and Conference Centre (C1), up to 3,500 sq m Leisure facilities (A1/A3/A4), up to 16 ha for sports village and pitches, Athletes Accommodation (10 x 8 apartments), and up to 2 ha for a primary school (D1), with a strategic link road connecting with the ELR (N) and the A41 Aston Clinton Road, transport infrastructure, landscape, open space, flood mitigation and drainage. Pending consideration

- 5.7 Land To The South Of Aston Clinton Road, Weston Turville - 16/03388/AOP - Outline application with access to be considered and all other matters reserved for the erection of 120 dwellings. – Pending consideration
- 5.8 Land East of New Road, Weston Turville – 14/02072/AOP - Outline planning application with all matters reserved for the erection of up to 64 dwellings, public open space, attenuation basin and associated infrastructure – Approved 13/09/2016 & 17/00533/ADP - Application for reserved matters pursuant to outline permission 14/02072/AOP relating to access, appearance, landscaping, scale and layout for the erection of 64 dwellings, public open space, attenuation basin and associated infrastructure – Approved 06/09/2017
- 5.9 Aston Clinton Road MDA - 15/03806/AOP - Outline application with principal means of access to be considered and all other matters reserved for the construction of up to 400 dwellings (C3 use class), Hotel, Pub and/or Restaurant (C1/A3 use class), extra care housing (C2/C3 use class) (80bed), 5,000 square metres of employment floorspace (B1 use class), a local centre (A1/A2/A3 use class). Public open space, play areas, water meadow and associated infrastructure including roads. Approved 11/10/2017.
- 5.10 Land Adjacent to Aston Clinton Road, New Road, Weston Turville - 13/01488/AOP - Outline application with all matters reserved. Site for 135 dwellings with associated public open space, new vehicular, pedestrian & cycle accesses, landscaping and drainage works [Approved 27.10.2015] and 16/01254/ADP for the Approval of reserved matters pursuant to outline permission 13/01488/AOP relating to access, appearance, layout, scale and landscaping for the erection of 135 dwellings with associated public open space, new vehicular, pedestrian & cycle accesses, landscaping and drainage works – Approved 06.09.2016.
- 5.11 Kingsbrook, land east of Aylesbury - 10/02649/AOP - New urban extension comprising 2450 homes, 10ha employment land, neighbourhood centre, two primary schools, construction of eastern link road (part) and the Stocklake link road (rural section), green infrastructure, associates community facilities and support infrastructure including expanded electricity sub station and flood defences. Planning permission was granted December 2013, reserved matters applications are being submitted and construction on the development has commenced.

06 PARISH AND TOWN COUNCIL COMMENTS

- 6.1 Weston Turville Parish Council [Full Comments are included in Appendix 2] – Objection for

the following reasons :

1. Highways

The traffic modelling for the Hampden Fields development is based on a model which includes the Woodlands development which has only just been submitted and has not been granted planning permission. It omits any reference to traffic flow which excludes this development. The proposed application provides a link road between A41 and A413, however the Parish Council believes that this does not address the issues with the gyratory system highlighted by the Inspector at the appeal for the previous application.

2. Coalescence

The development site lies entirely within the parish of Weston Turville, however it is referred to as an urban extension of Aylesbury. The proposed development would cause coalescence between the village of Weston Turville, Aylesbury and Stoke Mandeville which was highlighted by the Inquiry at the last appeal as a specific concern. This latest application does not address this issue. It conflicts with the aim of safeguarding open land that contributes to the form and character of rural characteristics around Weston Turville and Stoke Mandeville. If this application is considered by Committee, the Parish Council will send a representative to speak.

(Second Response): Weston Turville Parish Council provided further representations in response to the additional supporting documents submitted by the applicant on April 6th which triggered a second consultation period. The Parish Council welcomed the additional traffic calming measures in Weston Turville but still maintains objections to the proposals and reiterates the previous points made. Serious concerns remain over whether the link roads will ease traffic congestion in the area, particularly over the lack of commitment to extend the link road at this time.

- 6.2 Aylesbury Town Council – Objection. [Full Comments are included in Appendix 3] The committee have a number of concerns over the facilities and infrastructure of the proposed development at Hampden Fields. Town Council asks that properties are offered as leaseholds (not freeholds) and that there are robust provisions seeking enforcement of the infrastructure payments.

Education: There is the proposed provision of two new primary schools, one with a 2 form entry and one with a 3 form entry. The Committee have concerns that this may not be enough to sustain this development and if permission given, allow for future growth. The potential to provide a new secondary school on Kingsbrook is something that has to be taken forward if this application is to gain approval. The committee want guarantees that this will materialise and would like to see more robust action if S 106 money timelines are not met. This is an essential piece of infrastructure that is desperately needed for the town and for this development to be sustainable.

Roads: The committee welcome the proposal of a dual carriage way through the development linking to other routes and that this will be in place from the start. However the committee have the following concerns The committee would like to see landscaping being considered at every stage of this development and be in keeping with Aylesbury's Garden Town status.

The proposed Park & Ride scheme must be fully funded or the provision of that land is

simply a waste, the Park & Ride at Buckingham Park has never had funding and is now a derelict eyesore gathering fly tipped waste, that cannot be allowed to happen again. The committee have serious concerns that a Park and Ride facility is really sustainable or is it being used by the developer to alleviate the concerns around congestion and traffic build up. The committee have concerns for the safe independent cycle/walk routes for children travelling to the proposed secondary school in Kingsbrook from Hampden Fields. Has it been considered how they would cross the Tring Road ? BCC proposal to develop safer cycle routes needs to be considered and implemented. Current drawings show cycle route switching from either side of the road, not a safe and usable route for cyclists. The committee would like to ask if there are bus lanes proposed to encourage this form of transport around the town.

Healthcare: The provision of a dedicated healthcare facility is welcomed but again this facility needs to meet all the needs of the new development and the existing community, the facility must be fully committed under a 106 agreement, we cannot have the situation that exists on other developments where health facilities are stuck in porta cabins many years after completion with seemingly no hope of a permanent facility, given the pressure on Stoke Mandeville Hospital the facility also needs to be able to expand its services when required in the future.

If the application is considered by committee, Aylesbury Town Council will speak at the committee meeting.

6.3 Aston Clinton Parish Council objects to this application on the following grounds [Full Comments are included in Appendix 4]:

- There are too many unanswered questions in the traffic proposals with the symbiotic relationship with Hampden Fields and Woodlands and the lack of any concrete plans for the A418 link gives great cause for concern that the assumptions concerning the ring road will not hold up without this vital of piece of the North-East link. In addition, the proposal for single rather than dual carriageway is of great concern due to the potential for bottlenecks.
- Coalescence with neighbouring Parishes. NPPF para 17 states that planning should take account of the different roles and character of different areas.
- There are no plans to mitigate the impact on the main London/Aylesbury Road running through Aston Clinton. With the anticipated increase in traffic movements from the A41 east towards the Woodlands roundabout and undoubtable tail backs at peak times, the obvious rat run route is through Aston Clinton which is the most direct route. If the development were to go ahead, it is fundamental that this is addressed through the provision of traffic mitigation as outlined in the Aston Clinton Traffic proposals as presented to and accepted by BCC Highways. These are deemed by Aston Clinton Parish Council to be required and proportionate as a direct result of the increases in traffic movements if this development were to go ahead. Although we would expect that a proportion should be provided for by the Woodlands development with the remainder from this development.
- There should be a requirement for the A41 bypass to conform to its original specification as having a quiet road surface. The increase in traffic along this corridor is substantial, in the region of 1000 vehicles per hour. Buckland and the northern and

eastern fringes of Aston Clinton are already suffering road traffic noise that is incompatible with the right of enjoyment of one's house and garden. This added noise factor will be intolerable for existing residents and must be mitigated in accordance with para 123 NPPF (noise mitigation).

- 6.4 Stoke Mandeville Parish Council [Full Comments are included in Appendix 5] – No objection subject to the land reserved for employment should be light industry / commercial use only; the development should be mixed use to incorporate home/work units ; the development should include extra care housing for elderly and also disabled people; Green buffers between the development and existing communities should be retained and/or strengthened and any development proposed close to existing homes along Wendover Road should be single storey. Key infrastructure should be in place as early as possible to minimise impacts elsewhere.

The Parish Council submitted detailed comments in response to the additional transport documentation submitted in April 2017. Particularly concerned about the junction of Station Road A4010/Wendover Road A413. The following comments are raised:

- It is noted that more queuing space is to be at the junction of Wendover Road and Station Road. The verges are not being reduced and the roads are not being widened to accommodate the additional traffic. The refuges are shown to be in a slightly different position than at present.
- The PACE Centre caters for children who are vulnerable which should be considered and reflected in the changes to the road layout. A pedestrian crossing is viewed as necessary.
- There are safety issues for 158 – 164A Wendover Road as their service road will open up directly at the point of the new junction and in addition they will have to negotiate pedestrians at the refuge.
- The proposed road layout would not be safe unless there were controlled lights near the service road.
- With the resultant high volume of traffic, should this development go ahead consideration should be given to the use of footbridges or a subway.
- Residents of Hampden Fields should be encouraged to walk or cycle to SM Railway Station especially as a new cycle/pedestrian path is indicated on the plan for Station Road. However, there is some concern as to its limited width. It is assumed that these new proposals have been discussed with Chiltern Rail.
- The proposed light controlled crossing shown on the plan for Station /Dorchester Close is depicted to be approximately half way along the bridge incline. There would need to be adequate signage on the other side of the bridge (if travelling from the village towards the Wendover Road) to give drivers warning time to anticipate the use of a red light. Some uncertainty exists as to why this bridleway access leading to Carters Ride is to be upgraded. Any additional traffic signals would need to be linked to a Traffic Management System.

The Parish Council therefore proposes the following;

- Refuges on the Wendover Road are acceptable. However, consideration should be given to these being signalised lights under the control of a linked Traffic Management System to keep traffic flowing.

- There is a need for the distance of railings across the railway bridge to be lengthened. It is recognised that any changes to the railway bridge footpath etc. would require discussion with Network Rail.
- The shared footway along Station Road should be widened to enable safe passage past Dorchester Close towards Wendover Road and to accommodate the dual cycle/pedestrian way.
- The question has arisen as to why the existing roundabout at the junction of the A413 Wendover Road and Wendover Way. Aylesbury is proposed to be removed and whether this would be replaced by traffic lights?
- Signalised lights should be provided at the Hampden Fields access along the A413 Wendover Road as part of a Traffic Management System.
- Major concerns are expressed about the road junction of the A.4010 Station Road and the A.413 Wendover Road as no traffic control is shown on the plan. It is anticipated that there could be confusion with the number of accesses at this junction without any prioritisation to allow movement of cars from PACE and the residential service road.
- Concerns are expressed of the likely increase in the traffic tailback along Risborough Road and Lower Road towards Aylesbury because of new developments proposed for Lower Road. This also overflows to Station Road which is a residential area with narrow footpaths and is totally unsuitable for additional heavy traffic flows especially during the seven year period for the construction of HS2. In addition this route is currently used as the main roadway between High Wycombe and Milton Keynes taking considerable heavy vehicles. Therefore, controlled crossings as suggested should be provided to ensure safe passage especially for those using the village school. Furthermore, it should be noted that HS2 Ltd advises that it is intended that the realignment of the A.4010 around Stoke Mandeville village is to take place prior to the main construction works and should be completed in 2019 when Risborough Road will become a cul-de-sac road.

07 CONSULTATION RESPONSES

7.1 Natural England – Objection. Natural England has assessed this application and has identified a likely significant impact on the purposes of designation of the Chilterns Area of Outstanding Natural Beauty (AONB). Natural England considers that the landscape impact of this development will be detrimental to the AONBs special qualities. This includes:

- The panoramic views from the chalk escarpment
- The main ridge of the escarpment provides fine long views across the lower lying vales
- The Ridgeway is elevated along the entire length of the Chilterns (11)
- The proposals would significantly extend the built environment of Aylesbury south eastwards, giving the appearance of urban sprawl much closer to the Chilterns AONB than it currently extends. It would be clearly visible from Coombe Hill, an important viewpoint along the Ridgeway National Trail, from which there would be glimpsed views for an extended stretch. When considering how this development would be assimilated into the landscape, the applicant suggested that the new Arla Dairy would help the new development fit in. However, Natural England's advice is that the presence of continued

development across the valley would serve to urbanise the whole area compounding the impacts upon views from the AONB and National Trail.

Further, based on the information provided with the planning application, it appears that the proposed development comprises approximately 214 ha of agricultural land, including 76 ha classified as 'best and most versatile' (Grades 1,2 and 3a land in the Agricultural Land Classification (ALe) system). It is recognised that a proportion of the agricultural land affected by the development will remain undeveloped (for example as habitat creation, landscaping, allotments and public open space etc). In order to retain the long term potential of this land and to safeguard soil resources as part of the overall sustainability of the whole development, it is important that the soil is able to retain as many of its many important functions and services (ecosystem services) as possible through careful soil management. Consequently, NE advise that if the development proceeds, the developer uses an appropriately experienced soil specialist to advise on, and supervise, soil handling, including identifying when soils are dry enough to be handled and how to make the best use of the different soils on site.

- 7.2 Chilterns Conservation Board – Objection. The Chilterns Conservation Board objects to this application for a proposed major south eastern expansion of Aylesbury because of the:
- likely adverse impact on the setting of the AONB - in terms of views from and of the AONB
 - the high adverse impact of the development on views from popular viewpoints in the AONB
 - the loss of a previously undeveloped and unallocated greenfield site
 - the loss of a strategic green gap between Aylesbury and Weston Turville
 - prematurity to the local plan process which will allow the site to be judged against other potential sites further from the AONB and the cumulative impacts to be evaluated.
- 7.3 Wildlife Trust – Objection. Objection: insufficient evidence that a net gain in biodiversity will result from the development, contrary to the NPPF and insufficient evidence that populations of wild bird species, including priority species, will be maintained, contrary to the NPPF and the Conservation of Habitats and Species Regulations 2010 as amended by paragraph 9a of the Conservation of Habitats and Species (Amendment) 2012 Regulations).
- 7.4 AVDC Biodiversity – Ecology assessment submitted in support of this application is an accurate account of the flora and fauna on site. Further detail on the enhancement features submitted in support of this application required at Reserved Matters.
- 7.5 Environment Agency – No objection subject to securing mitigation through conditions.
- 7.6 Canal and Rivers Trust - After due consideration of the application details, the Canal & River Trust has the following general comments to make. The development of this site is likely to create additional pressure on the towpath of the Aylesbury Arm of the Grand Union Canal. However following discussions with the County Council regarding other related improvements in the vicinity of the site it is not deemed appropriate to make a request in this instance.
- 7.7 Crime Prevention Design Advisor (Thames Valley Police) CPDA – No objection but raise comments to be taken into account at reserved matters stage

7.8 BCC Education - If this application is approved, the County Council would require the developer to make financial contributions (based on the indicative mix of homes provided), in accordance with the policies set out in its "Guidance on Planning Obligations for Education Provision" for provision of the 2 primary schools, a financial contribution for additional secondary school provision and a financial contribution for the expansion of existing special schools. Commensurate contribution towards the provision of an off-site secondary school site should the need be identified at a specified later date.

7.9 BCC Strategic Planning – Comments

Connectivity: Due to HS2's mitigation, could the link road be extended to the A4010 spur from the A413?

Potential severance of the site caused by the new link road. The development must allow easy movement and connectivity across the road.

Cycle route should be included as part of both single and dual carriageway designs for the Southern Link Road, as well as connecting a cycle route along the Marroway Link, and implementing a new cycle route along New Road.

Public footpaths must connect the development with Aylesbury, Wendover, Stoke Mandeville and Weston Turville's facilities and services are in a suitable condition to safely and conveniently accommodate increased pedestrian and cycle traffic within a residential setting and to ensure greater access for the disabled.

Development must comply with NPPF paragraph 35 aiming to protect opportunities for the use of sustainable transport modes; to give priority to pedestrian movements and access to public transport facilities; to create safe and secure layouts which minimise conflicts between traffic and pedestrians; and to ensure the needs of people with disabilities are considered.

Hampden Fields development should deliver part of the Grand Union Triangle scheme, which is highlighted within the Buckinghamshire Green Infrastructure Strategy and Delivery Plan.

Transport Strategy: Accessibility needs to be built into the employment site travel plans to ensure car use is viewed as the least attractive travel option. Clarity on how the Park and Ride site might be delivered to encourage bus use?

Green Infrastructure: GI networks should be delivered throughout the site to boost sustainable route connectivity into neighbouring areas. Whose responsibility it will be to manage and maintain the green buffer zones/green infrastructure delivered throughout the development?

Housing/energy/digital infrastructure: Assessments are needed to confirm the impact of air quality and noise on dwellings located in close proximity to the Southern Link Road. The development must provide suitable mix of affordable rented and starter homes, along with social rented dwellings to meet the current and future needs of our residents. 60 older people retirement properties on top of the 60 bed nursing home should be provided. Development should go beyond the minimum values from the UK Building Regulations Approved document for energy. New build developments should provide adequate digital infrastructure to ensure premises have access to superfast broadband and this should be delivered as part of the development.

- 7.10 BCC Highways – No Objections. Comments referred to in Evaluation [Full comments provided in Appendix 6 and 7 (including Jacobs Review)].
- 7.11 BCC Archaeology - Previous archaeological investigations at the site (predominantly in 2012) consisted of a desk-based assessment, geophysical survey and trial trenching evaluation. Evaluation confirmed the presence of the 'definite' and 'probable' archaeological features identified during the geophysical survey as well as a number of new features that were not previously identified through geophysical survey. Work to date suggests that remains are of local/county/regional importance. Mainly relating to Iron Age and Romano-British settlement activity, one area has been identified as of regional/national importance and subject to in situ preservation, should development proposals progress. Trial trenching of this large rectangular enclosure (probably a farmstead with Roman-style buildings) produced evidence predominantly from the 2nd to 4th centuries AD, with activity in the 1st and 2nd centuries AD, and evidence that possible small-scale lead working took place at this site.

If planning permission is granted for this development then it is likely to harm a number of heritage asset's significance so a number of conditions should be applied to require the developer to secure appropriate investigation, recording, publication and archiving of the results in conformity with NPPF paragraph 141.

- 7.12 BCC Flood Management – No objections
- 7.13 AVDC Environmental Health (Noise) – No objections subject to conditions securing mitigation
- 7.14 AVDC Environmental Health (Air Quality) –The amended Air Quality assessment report that was received in April 2017 shows that there should be no significant effects on air quality arising from the construction of the development or arising from the completed development providing that the appropriate mitigation and enhancement measures detailed in the report are implemented. On this basis there are no objections to this development.
- 7.15 AVDC Housing – At reserved matters stages the applicant will need to supply an affordable housing plan showing the location, tenures, sizes and mix of affordable units that will be supplied taking in to account the following points:
- Affordable Housing Provision: Our policy requirement is 30% affordable housing so, should the entire scheme achieve 3000 dwellings we would expect 900 affordable units.
- Affordable Property Mix: Housing would ask for a good mix of property types and sizes reflective of the overall housing mix whilst taking in to account the local needs of the district. There is currently a greater need for two bedroom properties, then three bedrooms, less for 1 beds and 4 beds. In general the indicative mix provided in the Design & Access statement looks likely to be acceptable and should include the need to provide some affordable housing for those with mobility issues.
- 7.16 Buckinghamshire Badger Group – Recommendations provided on a confidential basis. Conditions recommended.
- 7.17 The Aylesbury Society – Dispute the findings of the Highways Modelling and Results, particularly whether adding 600 vehicles (at peak hours) will result in a reduction in vehicles

in the Walton Street Gyratory. Concerns with Air Quality effects on Tring Road/A41. No analysis on Adams Garage or at Tring Road/Tesco roundabout. Aylesbury Society share the reservations raised by TPP. There are too many inconsistencies, inaccuracies and uncertainties.

- 7.18 AVDC Sports and Leisure – Off-site sport/leisure contribution required in accordance with the AVDC Ready Reckoner. Would like to see the provision of 2 full size FA standard 3rd generation floodlit synthetic football pitches (STP) located on-site on the S/W Recreation and Sports Area, together with appropriate pavilion/clubhouse and car parking spaces with adjacent open space/grass pitch providing space for potential future expansion. Specific projects to assign the sport/leisure contribution towards have yet to be agreed but potential projects could include

- Improvements to (adjacent) Bedgrove Park including but not limited to Bedgrove Brook watercourse improvements/enhancements including it's de-culvert;
- Improvements to or New Bedgrove Community Centre
- Provision of sport/leisure facilities on the Woodlands site

- 7.19 AVDC Environmental Health (Ground Contamination) – No objections

- 7.20 NHS Aylesbury Vale Clinical Care Commissioning Group - Comments

- Can development provide temporary healthcare facilities to support the development, in an existing facility (rather than a temporary porta-cabin on site?)
- Provision of permanent facilities should be delivered in accordance with CCG's principles;
- Consider the implications of additional healthcare requirement for the elderly.

- 7.21 NHS South East – No response

- 7.22 Adult and Family Well-Being – No response

- 7.23 National Trust – No response

- 7.24 AVDC Landscape Officer –Comments included in the evaluation

- 7.25 National Grid – No response

- 7.26 Thames Water – Waste Comments; No objections. With the information provided Thames Water, has been unable to determine the waste water infrastructure needs of this application. Should the Local Planning Authority look to approve the application ahead of further information being provided, we request that a 'Grampian Style' condition be applied which requires that development shall not commence until a drainage strategy detailing any on and/or off site drainage works and connection points, has been approved by the local planning authority.

Surface Water Drainage - With regard to surface water drainage it is the responsibility of a developer to make proper provision for drainage to ground, water courses or a suitable sewer. In respect of surface water it is recommended that the applicant should ensure that storm flows are attenuated or regulated into the receiving public network through on or off site storage. When it is proposed to connect to a combined public sewer, the site drainage should be separate and combined at the final manhole nearest the boundary. Connections

are not permitted for the removal of groundwater. Where the developer proposes to discharge to a public sewer, prior approval from Thames Water Developer Services will be required.

8.0 REPRESENTATIONS

8.1 A total of 5353 responses (email, letter or named in petition) have been received. Of these responses, 5348 raise objections, 3 are in support and 2 make neutral comments. In response to the additional supporting documentation provided. A summary of the main objections are listed below with a full report on the consultation responses included as an Appendix 8 to this report:

Too much traffic

- Roads are busy already
- Roads can't cope with more cars, will result in gridlock
- Increased traffic will further worsen the air pollution

Rat running

- Busier roads mean people will try to cut through quieter areas, disturbing residential amenity.

Street safety concerns.

- Lighting, street surveillance, active frontages and defensible space.

Coalescence of Aylesbury and surrounding villages

- An inherently undesirable outcome of the proposal
- Destruction of character and identity in villages surrounding Aylesbury.

Loss of open countryside – intrinsic value and value attributed by residents through their use and enjoyment.

- Space currently used regularly by hikers, dog walkers and more casual walks.
- The leisure and amenity it provides will be lost forever.
- Loss of High Grade Agricultural Farmland

Impact on wildlife diversity.

- Irreversible unacceptable biodiversity offsetting will result, having an impact on numerous protected species, causing serious harm to their wellbeing, habitat and capacity to breed.

Inadequate choice of quality homes.

- No commitment to building affordable housing.

Impact on the services.

- Stoke Mandeville hospital, the existing train network, the existing GP surgeries and the existing schools will all not cope.

Lack of services committed by developer.

- No promise for secondary school, GP surgery, dual carriageway link road,

Flooding

- Flooding already a huge issue, proposal will only make things worse, putting many homes in the surrounding villages more vulnerable.

Sustainability – as a whole of the other issues.

- Does not promote sustainable transport, results in the total destruction of the identity and character of surrounding villages, has minimal regard for natural conservation and makes no effort to ensure a wide choice of high quality homes.

8.2 Hampden Fields Action Group (HFAG) were set up by local residents in order to provide a co-ordinated and detailed response to the submission of the planning application in connection with the proposed development of the Hampden Fields site. HFAG submitted a comprehensive response to the February 2016 planning submission and have provided further comprehensive responses to the additional supporting technical information provided between April and October 2017. HFAG conclude in general planning terms that the proposals should not be supported for the following reasons:

- The Council can demonstrate a 5 year housing land supply, and notwithstanding the applicant's view that they dispute this claim, HFAG remain doubtful that the proposals could make a positive contribution to 5 year housing land supply anyway. This is in part because the deliverability of the scheme has not been proven by the applicants, and because there are significant upfront infrastructure costs that will delay delivery to the degree that it would be difficult to rely on any housing coming off the site in the short term.
- HFAG remain concerned over the efficacy of the air quality evidence and are disappointed that it does not appear to link to or support the objectives of the strategy already in place for Aylesbury.
- It should be noted that the Housing White Paper reflects the Government's agenda to improve the deliverability of sites. There is nothing in the updated evidence submitted for this application that clearly demonstrates viability and deliverability.
- HFAG continues to stand by the recommendations set out in previous submission in terms of a refusal on the following grounds:
 - *The lack of adequate evidence in respect of Transport and Highways impact and mitigation (contrary to Paragraph 32 of the Framework);*
 - *The adverse impact of the development on the identity and separation of Aylesbury from Stoke Mandeville and Aylesbury from Weston Turville (contrary to Saved Policy RA.2 of the Aylesbury Vale District Local Plan).*

HFAG commissioned Transport Planning Practice (TPP) to review the proposed TA and supporting documentation, in addition to providing a further detailed commentary on the additional TA and appendices submitted in April 2017. The full TPP reports and correspondence are attached as Appendix 11. A summary of the TPP comments are set out as follows:

Aylesbury currently has a population in excess of 70,000, with over 30,000 dwellings. Compared with today's numbers, the Hampden Fields and Aylesbury Woodlands developments, when fully built out, will increase the number of houses in Aylesbury by around 12-13%. There is also a significant level of other development included in the proposals (commercial etc). According to the developer's traffic consultants, the volume of

traffic on the 2034 road network would increase significantly (by over 11%) as a direct result of these land-use changes. In considering the mitigation of the impact of the development traffic, the developers have assessed various scenarios in 2034 as follows:

- assuming that Hampden Fields and the SELR (either as mixed single/dual carriageway or as dual carriageway) proceed (Stand-Alone);
- assuming that Hampden Fields and Woodlands plus the SELR and ELR(S) proceed (Cumulative Impact); and
- assuming that both developments proceed and the SELR, ELR(S), Stoke Mandeville Bypass and A413-B4443 Link proceeds (Cumulative Impact).

Despite the recommendations of the Inspector at the 2014 Public Inquiry, no mitigation works at the Walton Street gyratory are proposed in any of the latest documents submitted in relation to Hampden Fields and Aylesbury Woodlands. The developers and the highway authority appear to be assuming that major road schemes – the ELR(S) and/or SELR - will mitigate any traffic impacts at the gyratory.

In the Hampden Fields Stand-Alone tests, when compared with a Do-Minimum or Reference Case, the network improvements, including the SELR, appear to mitigate traffic impacts in the A41 and A413 corridors with a very small reduction in traffic at the Walton Street gyratory (less than 1%). This result differs from that reported in the 2016 TA where there was a small increase in traffic at the gyratory as a result of adding the Hampden Fields development and SELR (although both Do-Minimum and Do-Something scenarios included the ELR(S)). TPP have identified an apparent error in the latest analysis which casts serious doubt on the Stand-Alone Assessment. The net amount of traffic added to the road network in 2034 appears to be incorrect.

The Cumulative Impact tests also indicate reductions in traffic at most locations on the A41 and A413. However, again the amount of traffic that has been added to the networks to represent the incremental impacts of the Hampden Fields and Aylesbury Woodlands developments in 2034 appears to be in error. This brings into question the entire assessment of impacts on the A41 and A413 corridors.

More broadly, the VISUM traffic model used for all of the analysis is not based on up-to-date observed origin-destination data. Therefore, the level of confidence that can be placed in the forecast impacts of the various road improvements is limited. If the Department for Transport were to become involved in these projects, TPP are certain that they would demand that new origin-destination data collection is carried out as soon as possible.

There are also significant reservations about all of the traffic modelling for 2034 which shows unrealistic levels of background traffic growth on the Aylesbury road network (of 37-40%).

The analysis for 2034 in the latest documents indicates that only the construction of all four orbital road links (SELR, ELR(S), Stoke Mandeville Bypass and A413-B4443 Link) has any significant impact in terms of reducing flows at the Walton Street gyratory (by 13-14% compared with the Reference Case). Even then and ignoring apparent errors in the traffic modelling, flows at this junction will be 25% higher than they are today.

Regarding the funding and delivery of the orbital road strategy which the developers and BCC are pursuing, there are still many unanswered questions, as set out below:

The SELR is part of the Hampden Fields planning application but the standard of provision

by the developer is unclear. If dualling is required at some date, this will add to costs and may require public sector contributions.

The ELR(S) is part of the Aylesbury Woodlands planning application, but our understanding is that public sector contributions are required to part-fund this scheme and these are not yet secured;

- The Stoke Mandeville Bypass relies on enabling works which will be undertaken as part of HS2. The funding position and Business Case are not in the public domain to our knowledge.
- For the A413-B4443 Link a Business Case has been developed on behalf of BCC by AECOM. However, we are not aware of any public sector funding that has been secured.

Therefore, there is insufficient certainty about the funding and delivery of these roads for the Hampden Fields planning application to rely on them proceeding. All schemes except the SELR should be disregarded in considering the current planning application.

The Draft Vale of Aylesbury Local Plan (VALP) is due to go to Examination in Public shortly. It would be premature to grant planning permission to either or both of these major development proposals in advance of key decisions on the Local Plan, particularly in light of the concerns raised in this note.

The impact of the Hampden Fields development on the local road network has not been adequately assessed, and the existing and future forecast problems at the Walton Street gyratory, which strongly influenced previous planning decisions, remain unresolved.

- The HFAG has submitted further technical reports by Air Quality and Flood Risk/Environmental Consultants raising objections in connection with the ES technical reports submitted by the applicant.

8.3 Local Member Cllr Mark Winn makes the following comments:

"In light of fact I need to get some comments in on this planning application 16/00424/ AOP I would like to say that I am worried about the following:

Will the dual carriageway through the development be built; this should be made a condition of any planning? If not it should be.

With all the developments planned including Woodlands, which is single carriageway, Aylesbury East again single carriageway there is very little evidence however welcome a dual carriageway might be that it will provide any relief or alternative for many to the already overcrowded roads in Aylesbury especially the gyratory and will it therefore really provide the traffic reductions claimed? I very much doubt it will.

Dr's surgery, why is there none planned, especially when there is none planned for Aylesbury east too. This will put overwhelming strain on our local hospital as people will not be able to get treatment at their GPs they will go straight to casualty, potentially breaking an already overstretched hospital.

Schools there should be a pre-condition that both schools are completed before the development got to a certain stage. Otherwise the strain on local primary schools and the effect on parking and traffic in our town would be catastrophic. And why is there no requirement for a secondary school, in either this development or Aylesbury east, how is Aylesbury supposed to cope with the influx of more pupils without extra school places.

Schools in the area certainly do not have any or very few spare places.

I think the claims that small numbers will use the railway are pure fantasy, it will lead to already overcrowded trains to London becoming more crowded and it will cause severe issues of overcrowding in the small car park at Stoke Mandeville. The rationale for these figures needs to be explained.

Leisure facilities, I know that the already overcrowded leisure facilities cause in Bedgrove where parking is a major issue, I would like to see a phased completion of leisure facilities become a condition of planning.

Affordable housing there needs to be a planning condition that 900 homes 30% are affordable, otherwise claims that this development would help housing shortages are false. Any attempt to reduce the number to accommodate the dual carriageway should be resisted and rejected.

Based on my comments above I think that the planning department need to consider very carefully does this application meet the reasons why it was rejected both in committee and by the planning Inspector, does it not still have a negative effect on the road network when considered together with Woodlands, Aylesbury East and numerous other developments in the area. Will the dual carriageway help if others will merely add to our existing issue of overcrowded roads, I would argue it does not. Therefore, together with all of the other issues identified above it should be rejected or the number of houses and size of development reduced, because as it stands it simply would not be economically sustainable and it would have a detrimental effect on the infrastructure of Aylesbury and the surrounding area. I would like to speak at Strategic Development control when it comes before them.”

8.4 MP David Lidington - Comments

“I am writing about the proposal now before Aylesbury Vale District Council (AVDC) to build 3,000 homes, a nursing home, a retail development, commercial premises and other services on land between the A41 Aston Clinton Road and the A413 Wendover Road.

I have studied carefully the arguments put forward to me by my constituents about this particular planning application. I have also taken note of some of the comments which have been made direct to AVDC and published online by the Council. In recent weeks I have received comments by the Chairman of the Hampden Fields Action Group, local District Councillors, as well as various constituents.

I am writing now to ask you to take fully into account the opinions expressed by my constituents in objecting to this scheme in the officers’ analysis of the proposal and in your presentation of advice to the Strategic Planning Panel. I would also ask that all members of the Panel consider very carefully and sympathetically the arguments that my constituents have put forward.

The chief concerns expressed by my constituents have been over the coalescence of Aylesbury and Weston Turville, the likely traffic impact of this proposed development, the impact on education and health services in the locality and the question of whether this proposal, if permitted, would seriously pre-empt the new Aylesbury Vale Local Plan which is being developed under the new procedures laid down in the Localism Act.

I have noted that the applicants make their case very much in terms of sustainable development. They argue in particular that the development is both justified and sustainable because Aylesbury needs more housing and argue too that this particular proposal is sustainable in transport terms because it would offer easy access to modes of transport other than roads and would provide a development that was in terms of transport links well integrated with the existing town of Aylesbury.

It seems to me that if the concept of sustainable development is to mean anything then it must require a development proposal to be analysed not only as a self-standing plan but also on the basis of its impact upon existing residents, community identities and local services. In addition, such an analysis needs to take account of future new developments that have already been planned for and approved. If this is not done then it seems to me that sustainability ceases to have much meaning. There is a clear implication in the application documents that the applicants themselves accept this principle because they emphasise how in their view the Hampden Fields development would be well integrated with the rest of Aylesbury and in particular with bus routes, existing rail services, pedestrian routes and cycleways.

My constituents have put forward to me both in writing and verbally a range of arguments which suggest that the case that this proposal can be described as sustainable is seriously flawed.

Constituents in Weston Turville feel particularly strongly that giving permission for the Hampden Fields development to go ahead would in practice mean accepting that Weston Turville would lose its distinctive village identity and become in effect a suburb of Aylesbury. The applicants of course argue that this is not the case and that there would be a green belt of land left between the new edge of Aylesbury and Weston Turville but, having looked at the plans which they submitted to AVDC, I find it hard to accept that a green belt of no more than one field's width would really be sufficient for that distinction to be maintained. As I note below in my comments on the traffic impact of the scheme, I also fear that there is a significant risk in these proposals that Main Street, Marroway and New Road in Weston Turville would be turned into a rat-run between the Aston Clinton Road and the Wendover Road.

Maintaining and strengthening community identity seems to me an intrinsic part of sustainable development. The very fact that the Government's entire new planning framework is built on the basis that a local planning authority must consult and build up its plan from parish and neighbourhood level up to district level reinforces this point.

Aylesbury has been a fast growing town for more than 20 years. Significant growth is going to continue under plans already approved by AVDC. One of the challenges for policy makers is how to manage growth in a way that does maintain and if possible strengthen rather than lose the local sense of place and community identity. I believe that avoiding the coalescence of Aylesbury with Weston Turville, and for that matter with Aston Clinton and Stoke Mandeville, should be an important element in the District Council's planning policy and I am not persuaded that this principle is met by this application.

The impact of the Hampden Fields proposal on local traffic has been a consistent theme of representations from constituents to me.

I have looked at the documents and forecasts given by the applicants to AVDC. From those, it is clear that main roads and in particular key junctions around Aylesbury are already operating at or close to full capacity. We already have a designated air quality management zone along the A41 near the junction with Oakfield Road, a sign that in this part of Aylesbury, European as well as national standards on air quality are not being met.

The argument made by the applicant is that the impact of this proposal on local traffic patterns would be manageable. Although I make no claim to being a technical expert, I find this defence of the proposal flawed and deeply unconvincing.

The modelling makes great play of the prospective ease and attractiveness to new residents in Hampden Fields of walking routes to the town centre, cycle routes and rail links from Stoke Mandeville station. This argument appears to me both to have some technical flaws and to fail to take into account how people will actually behave. On the technical side, the traffic model appears to work on the basis that Stoke Mandeville railway station or any other destination such as Aylesbury town centre will be attractive to reach on foot or bicycle because it is only a relatively short distance from Hampden Fields. The argument seems to rest on judging the attractiveness of those modes of transport by the distance of the designated destination from the closest point of the Hampden Fields development. Yet this development, if it goes ahead, is going to be three kilometres wide and it is simply not likely to be the case that, for example, someone living close to the Aston Clinton Road will choose to walk or cycle to Stoke Mandeville station. Equally, the further out towards Weston Turville a resident lived, the more likely he or she would be to use a car in order to get into the centre, let alone the north, of Aylesbury.

It is a good thing that the application proposes some development for employment as well as for residential purposes but I think it would be a mistake to make assumptions about the proportion of new residents of Hampden Fields who work within walking distance of home. Even if many of the new residents started off in that position the nature of the jobs market these days mean that people often shift their place of employment but for family reasons, especially if their children are settled in a good school, want to avoid moving house. So I think that the pattern of travel to work is likely to be very diverse as indeed is the pattern of travel to work in and out of Aylesbury today.

It also seems to me that while people might walk from Hampden Fields to Aylesbury town centre to go to the theatre or the cinema, they are going to drive to visit the supermarket or any of the other large retail centres in the town. Similarly I think we would find that while parents might well walk with primary school age children to the school gate, they would then need to drive to their place of work in order to get there on time.

I am not convinced that the 'link' road which passes through the development will act as an adequate 'relief route' as cars attempt to pass from the A413 to A41 and vice versa. I foresee implications arising as a result of heavy traffic combined with a high level of pedestrian activity, especially around the mixed use area. The likely impact on the existing roads running through Weston Turville also seriously needs to be considered. I think that it is almost inevitable that some of the excess traffic, whether emanating from one of the major roads or from the new development itself, would try to cut through Weston Turville village in order to find a way to avoid congestion.

I thought too that the traffic modelling submitted by the applicants was too sanguine about the likely impact of the development upon the roads running through Weston Turville. As AVDC's members and officers will know, the use of Marroway, Main Street and New Road as a rat run has been an issue of some concern in Weston Turville for many years and indeed led to the successful campaign for the installation of traffic calming measures in the village. Anyone who uses either the A41 or the A413 during peak hours knows that the traffic on those roads at that time is very busy indeed. I think it is almost inevitable that drivers using either of those main roads who finding traffic congestion getting too great would, once the new link road was built, try to use it as a cut-through to get to the other main route. I think too that it is almost inevitable that some of this traffic, whether emanating from one of the major roads or from the new development itself, would try to cut through Weston Turville village in order to find a way to avoid congestion. For example, drivers might well be tempted to go through Weston Turville village to take the lane up alongside Halton airfield in order to avoid congestion. I do not see in the applicants' documents any detailed analysis of these traffic risks which would have a significant impact on the quality of life of residents in Weston Turville."

9. EVALUATION

(a) The planning policy position and the approach to be taken in the determination of the application

- 9.1 Members are referred to the Overview Report before them in respect of providing the background information to the policy framework when coming to a decision on this application. The application should be considered in the context of paragraph 14 of the NPPF whereby there is a presumption in favour of granting planning permission for sustainable development unless the adverse impacts of doing so would significantly and demonstrably outweigh the benefits or specific policies in the NPPF indicate development should be restricted.

Policy Background

- 9.2 The starting point for decision making is the development plan, i.e. the adopted Aylesbury Vale District Local Plan. S38(6) of the Planning and Compulsory Purchase Act 2004 requires that decisions should be made in accordance with the development plan unless material considerations indicate otherwise. The National Planning Policy Framework and the Planning Practice Guidance are both important material considerations in planning decisions. Neither changes the statutory status of the development plan as the starting point for decision making but policies of the development plan need to be considered and applied in terms of their degree of consistency with the NPPF, PPG and other material considerations. Determination of the application needs to consider whether the proposals constitute sustainable development having regard to Development Plan policy and the NPPF as a whole.
- 9.3 The 'Saved' policies are set out in Council's AVDLP and are listed in the overview report. The policies are given full consideration in the assessment of the application for this proposed development. The overview report also refers to the emerging VALP which is at an early stage and cannot be given weight at this time.

Neighbourhood Plans

- 9.4 A Neighbourhood Plan for Weston Turville is in the process of being drawn up, a Neighbourhood Area Designation has been granted for the parish of Weston Turville, the pre-submission draft Neighbourhood Plan for Weston Turville was published for consultation by Parish Council on 8 September and is running until 20 October 2017. Any responses to the pre-submission plan will be collated and analysed by the Parish Council and will inform the Submission Plan (Regulation 16) when it is submitted to AVDC. At this stage the pre-submission plan is afforded no weight in planning decisions as it is at very early stage.
- 9.5 This emerging NP does not have any weight at this stage but may gain weight or become made during the course of the application prior to its final determination. It is expected that recognition will be given in the plan regard will be paid to the government designation of the Aylesbury Garden Town and in particular those parts of the Neighbourhood Area that are necessary to meet in the plan as strategic growth as a result of those designation as well as the need for strategic housing growth in and around the settlement of for Aylesbury. Whilst the NP may include a settlement boundary closely drawn around the villages' built up limits to restrict development outside the settlement boundary in respect of local housing growth, it is considered that the development of this site would not prejudice this plan given the application's strategic nature."

(b) Whether the proposal would constitute a sustainable form of development.

Sustainable location

- 9.6 The Government's view of what 'sustainable development' means in practice is to be found in paragraphs 18 to 219 of the NPPF, taken as a whole (paragraph 6). It is only if a development is sustainable that it would benefit from the presumption in paragraph 14 of the NPPF. The following sections of the report will consider the individual requirements of sustainable development as derived from the NPPF and an assessment made of the benefits associated with the issues together with any harm that would arise from the failure to meet these objectives and how the considerations should be weighed in the overall planning balance.
- 9.7 The NPPF promotes sustainable development and encourages sustainable economic development. In terms of the sites broader location, whilst the site falls within the Parish of Weston Turville, it relates in location terms to the urban edge of Aylesbury which is bordered by Bedgrove (to the west), Stoke Mandeville (to the south) and Weston Turville (to the east). Aylesbury is a strategic settlement in the District to which growth is directed.
- 9.8 Aylesbury was given "Garden Town" status in January 2017 following a successful expression of interest by AVDC and partners (BCC, LEPs and BA) as the focus of the majority of the growth for the Vale. The vision for Aylesbury Garden Town builds on the principles of sustainable development with the delivery of high quality new homes, new jobs, new transport improvements, and community infrastructure, open space and recreation.

- 9.9 The vision for Aylesbury Garden Town (AGT) is set around the principles of being a flourishing settlement that offers the best of town and country living, where growth in housing and jobs go hand in hand and create opportunities for the small and medium size builders and custom build developers to create an offering that meets the needs of our growing community. By 2033, the AGT will have grown significantly and be an inclusive, innovative and forward looking modern county town that meets the needs and aspirations of existing and new residents, businesses and visitors. Aylesbury will be a key hub, a place to visit, with public transport and interchange offering a diverse choice of travel modes, and a recognised centre for investment and growth providing new jobs and opportunities for all.
- 9.10 The town will have grown sustainably, by reusing previously-developed sites and by developing a well designed, connected, safe and integrated series of urban extensions, creating a well connected network of thriving, vibrant communities. In addition to the development of Berryfields, Kingsbrook (Aylesbury East) and Buckingham Park, it envisages further large urban extensions which currently do not have planning permission to come forward as part of the Garden Town Plan.
- 9.11 The Garden Town vision recognises the opportunity provided in the Arla/Woodlands site which forms part of the multi site Enterprise Zone designated at Aylesbury, around the existing Arla complex at Aylesbury to take advantage of existing infrastructure and support the growth of a sustainable employment location and is strategically placed at Aylesbury, on the A41 dual carriageway leading directly to the M25 near Watford. The overarching strategy is to stimulate the development of a number of emergent growing sectors including –environmental technologies and food and drink manufacturing and human health focused at Arla/Woodlands EZ. This is one of three site designated as part pf the Aylesbury Vale Enterprise Zone (AVEZ), the other 2 being at Westcott and Silverstone.
- 9.12 The most remote parts of the site would be approximately 4km from Aylesbury Town Centre to the west which is accessible by car, foot, public transport and cycle along the A41 and the A413. Bus stops are situated along the A41 Aston Clinton Road and A413 with a number of bus services currently operating along this route on both sides of the A41. Buses from these stops run west into Aylesbury and north/east to Dunstable, Leighton Buzzard, Hemel Hempstead and Watford. There are existing footpaths in and around the site which provides access into town as well as along the A41. The public footpath network also provides access into Aston Clinton to the south.
- 9.13 Stoke Mandeville Station is approximately 1-2km from the application site. Aylesbury Station is 3-4km from the site. Both stations are accessible by public transport, foot, cycle and car. The stations have sufficient parking spaces and there is also sheltered parking for cycles. The stations are located on the Chiltern Line, providing connections to Birmingham to the north, and direct trains to High Wycombe and London Marylebone to the south as well as access to Oxford.
- 9.14 Local services and facilities within Aylesbury are within 5km of the site, a distance where cycling and public transport can be considered a meaningful alternative to the private car. Locally, the approval of the Kingsbrook development (and potentially, the Woodlands development) will provide enhanced connectivity with the provision of ELR and Stocklake Link road. These two routes form parts of a wider strategy for Aylesbury which comprise orbital routes. The strategic vision is that by redirecting traffic along these new routes,

around the town, it would help improve traffic conditions on the radial routes into Aylesbury. Further, the application site is well connected by its existing position on a local, sub-regional and regional scale. The A41 provides access to London, Hemel Hempstead, Tring, Berkhamstead, Watford and the M25 to the south as well as to the north connecting Aylesbury with Bicester and the M40 to the west providing access to the north.

- 9.15 Furthermore, there is good access to employment in Aylesbury, particularly with the Arla Super Dairy in proximity and the surrounding service centres locally.
- 9.16 Drawing this all together, the site is in a sustainable location for economic and housing growth which is capable of accommodating a level and form of development, appropriate to Aylesbury Town's status as a Garden Town which would result in a comprehensively and holistically planned urban extension, which could integrate with the town over time. The proposals would provide major opportunities and enhancements to support sustainable growth at a strategic level, given the quantum of employment and housing proposed. It is therefore considered that the site would constitute sustainable development, in locational terms, in accordance with the NPPF. The below sections will set out whether the proposals can be considered 'sustainable development' in regard to all other aspects.

Build a strong competitive economy

- 9.17 The NPPF states that the Government is committed to securing and supporting sustainable economic growth in order to create jobs and prosperity. Paragraph 17 of the NPPF defined the 12 core land use planning principles which should underpin both plan-making and decision-taking.
- 9.18 The third core principle is that planning should "proactively drive and support sustainable economic development" and that "every effort should be made objectively to identify and then meeting the ... business... needs of an area". Paragraph 19 states that the Government is committed to ensuring that the planning system does everything it can to support sustainable economic growth and places significant weight on this element. Planning should operate to encourage and not act as an impediment to sustainable growth. Therefore significant weight should be placed on the need to support economic growth through the planning system. Paragraph 20 states that "local planning authorities should plan proactively to meet the development needs of businesses and support an economy fit for the 21st century".
- 9.19 The Government is committed to securing and supporting sustainable economic growth in rural areas in order to create jobs and prosperity by taking a positive approach to sustainable new development.
- 9.20 In recognition of the importance of sustainable development the application proposes a sustainable mix of uses on site and job creation. A total of 6.90ha of employment land comprising up to 29,200 sqm is proposed. This will be developed for light industrial (B1c) 14,600sq, office (B1) 3650 sqm, industrial (B2) 3650 sqm and distribution (B8) 7300 sqm. The offices will be developed close to the A41 and the Woodlands/A41 roundabout close to the gateway to the scheme. It is noted that the new Arla Super Dairy is located in close proximity as is the allocated site of the Aston Clinton Road MDA which comprises some employment land.
- 9.21 Furthermore, the site is south of the recently designated Arla/ Woodlands Enterprise Zone

which is located to the north of the A41 and is the subject of a separate planning application for a significant employment and infrastructure led-mixed use development which provides residential, commercial and leisure uses alongside new road infrastructure, new public open spaces and parkland (16/01040/AOP). The proposed employment area on Hampden Fields has been reduced from 9.45 hectares in the previous proposal as a result of the designated EZ (including the existing Arla Site) and proposed (i.e. Aston Clinton MDA and the 'Aylesbury Woodlands' scheme) employment development which provides/will be providing a significant amount of employment space within the vicinity of the Application Site.

- 9.22 In addition to what might come forward in the designated EZ, the Hampden Fields development could provide further complementary high quality employment space in a phased development as well as jobs within the new (east and west village) local centres and in construction roles associated with the creation of 3000 new homes.
- 9.23 The planning statement submitted by HFC advises that there is a need for small and medium sized premises for local business who are seeking modern employment space in Aylesbury which would attract inward investment and which would be attractive particularly owing to its proximity to the A41 and the walking and cycling links with the new housing in the development.
- 9.24 The scheme comprises a total of 6200sqm of mixed floorspace which is to be provided within the proposed Local Centres. 1,200sqm (GEA) will be used as a foodstore and 900sqm (GEA) as other retail floorspace either as a single unit or a number of retail units, together with provision for restaurants, café, doctor surgery, gym, public house, and other professional services. The proposed foodstore is intended to support the new residential population and immediate surrounding communities with a locally accessible supermarket type facility which will enable both main and top-up food shopping complementing existing facilities elsewhere.
- 9.25 The NPPF seeks to promote competitive town centre environments and seeks to support their viability and vitality and this position is to be mirrored in the emerging policy. The NPPF states at paragraph 26 that local planning authorities should require an impact assessment if the development is over a proportionate, locally set floorspace threshold (default of 2,500sqm).
- 9.26 A Retail Assessment accompanies the application and concludes that the scheme is capable of being supported by expenditure by the new residential population and that there is no evidence to demonstrate that the retail provision will have a significant adverse impact upon the town centre's turnover and vitality and viability. It adds that the new population will generate expenditure in the town centre. As such, the retail provision is considered appropriate to serve as a local centre for the development. Limits to the retail floor area can be secured by condition to ensure that this element would not undermine the vitality of the town centre.
- 9.27 From the floorspace for which employment densities are available, the applicant advises that a reasonable expectation is that total employment on site will be around 1,232 new jobs across a mix of industry sectors. In addition, the proposed development could support a total of 733 direct and indirect construction jobs. The employment based uses will be secured through the s106 agreement which will ensure that they are delivered or the land is made available at an appropriate stage in the construction of each relevant phase. The completed development will support the local economy; contribute to the New Homes

Bonus and retail expenditure to the local economy. It would also accord with the NPPF paragraphs 37 and 38 in that it provides a balance of land uses, maximises opportunities to reduce the need to travel, undertaking day to day activities including working on site and providing key facilities within walking distance such as primary schools, employment and local centre .

- 9.28 Therefore, not only will the development provide additional employment land and the direct creation of jobs which weighs in its favour, it is acknowledged that the construction of the development in itself would contribute to the economy of the area and so too would the resultant population growth in supporting local businesses, facilities and services with increases in expenditure estimated in the ES as well as the new services the development includes. It is therefore considered that the proposal would give rise to a number of economic benefits, which should be afforded significant weight in the overall planning balance.

Deliver a wide choice of high quality homes

- 9.29 As of October 2017, based on the best available information, the 5 year housing land supply position now stands at 9 years, which means that the Authority now have in excess of 5 years supply. Members are referred to the overview report on the detailed clarification and background information on the HEDNA position.
- 9.30 This means that paragraph 49 of the NPPF is no longer engaged, however there are no up-to-date housing supply policies in AVDLP and the NPPF requires that housing applications are considered in the context of the presumption in favour of sustainable development and to boost significantly the supply of housing.
- 9.31 Residential development will be the primary land use with the net developable area capable of accommodating up to 3,000 homes and provision is made for 60 extra care homes (Class C2/C3). The indicative mix of dwellings shows provision of a broad mix comprising of 1 and 2 bed flats, 2 bed bungalows with similar numbers of 2, 3 and 4 bed houses provided with some 5 bed properties. The Extra Care Homes could fall within either use class C2 or C3, depending on the details submitted with the reserved matters application. The approach of setting out an indicative mix (at the outline stage) and type of extra care housing will ensure flexibility over the duration of the development programme and is considered to be in line with the NPPF which seeks to create sustainable, inclusive and mixed communities and requires a mix of housing based on current and future demographic trends. Therefore, on this basis and having regard to the significant contribution that the proposal would make to the housing supply of the District, it is considered that this benefit should be afforded significant weight in the overall planning balance.
- 9.32 In relation to affordable housing, policy GP2 of AVDLP supported by associated supplementary planning guidance sets out that the Council will negotiate for the provision as affordable dwellings of a minimum of 20% and up to 30% on developments of 25 or more dwellings or sites of 1 hectare or more. The Council will assess the circumstances of each proposed development individually and will take into account in particular the need locally for affordable dwellings, the economics of the development, Government guidance and sustainability considerations. The NPPF states that local planning authorities should set policies for meeting affordable housing needs on site and those policies should be sufficiently flexible to take account of changing market conditions over time. Policy GP2 remains consistent with the NPPF in that it seeks to secure affordable housing on site and

recognises the need to have regarded to, amongst other things, the economics of the development.

- 9.33 The proposals include the provision for 30% affordable housing in accordance with the upper level set out in policy GP2 which would help increase the number of affordable homes available in the District in line with the objectives of the NPPF. The proposed mix would comprise 75% affordable rent and 25% intermediate in accordance with the Council's emerging Housing Strategy. S106 discussions are ongoing between the Consortium and housing officers on securing this provision and detailed discussion will agree the clustering standards, housing mix and tenure split.
- 9.34 The applicant proposes to reduce the percentage of affordable housing at the first development phase to 25% with the remaining phases making up the shortfall from phase 1 to enable a 30% provision across the whole site. This position is on the basis that the link road would need to be completed within the first 5 years of development. However if there is a preference to accelerate the delivery of the road in its entirety then there may be a need to invoke a review mechanism if BCC call for early delivery and external funding for such acceleration is not available and this can be dealt with in the s106.
- 9.35 It is considered that the affordable housing provision is in line with upper limit threshold policy requirements of AVDC. It is acknowledged that there remains a high demand / need for affordable housing within the district and the proposals are therefore afforded significant weight in the planning balance.
- 9.36 The submission confirms that the site is deliverable and estimates that work would commence on site within 12 months of the outline permission being granted (to allow for reserved matters applications to be submitted and approved). There is no reason that the site could not be delivered and it is considered the proposal would make a worthwhile contribution towards the supply of deliverable housing land and contribution of affordable housing on site as well as the mix of properties to be proposed.
- 9.37 It is noted at paragraph 52 of the NPPF that the required supply of new homes can sometimes be achieved through planning for larger scale development, such as new settlements or extensions to existing villages and towns that follow the principles of Garden Cities. Aylesbury was awarded Garden Town status January 2017 and its designation is to ensure Aylesbury grows to become a well planned sustainable town that is an attractive place for people to live and work and use the town based on the concepts of the Garden City movement of urban planning. This means potential funding is available from the Government to assist housing growth (in Aylesbury) and the improvement of Aylesbury's transport links and infrastructure, which in turn will provide the support to better plan and develop this housing ensuring that new and existing development in the town works well together.
- 9.38 As part of the housing offer, an element of custom and self build housing will be provided. (approx. 1%). include the diversification and improvement of the housing mix and stock which offers home buyers greater choice.
- 9.39 In addition to the housing proposed, 60 extra care residential units will be provided in close proximity to the residential dwellings on the north westernmost development block. The applicant has sought permission for Class C2 Extra Care units, which permits the occupation of the units by residents with potentially extensive levels of care needs – consistent with the use class C2 type (similar to a nursing home/residential care home).

The provision of extra care units would add to the range of accommodation provided across the development ensuring that there is a sustainable mix and balanced community. The Extra Care housing will be secured in the legal agreement, and the detailed design, scale, layout, access and landscaping will be subject to reserved matters approval.

- 9.40 In summary, the provision of 3,000 houses at Hampden Fields would make a significant contribution to this housing need figure and would bring forward the growth of Aylesbury on a larger scale, through this urban extension. In principle, it is considered that this level of planned growth would be in accordance with the Garden Town status of Aylesbury, and is consistent with the approach advocated by the Government in planning positively to deliver sustainable development. The proposal would provide sustainable homes that would have economic, social and environmental benefits, and the resulting social benefits attract significant weight in favour of the development in the overall planning balance.

Promoting sustainable transport

- 9.41 The NPPF at para 32 seeks to encourage sustainable transport modes and to ensure safe and suitable access to new development. It will also be necessary to consider whether the proposal provides opportunities to undertake day-to-day activities and that the development would ensure that safe and suitable access to the site can be achieved for all people, and that improvements can be undertaken that effectively limit the impacts albeit that development should only be refused on transport grounds where the residual cumulative impacts are severe.
- 9.42 The promotion of sustainable transport is a core principle of the NPPF and patterns of growth should be actively managed to make the fullest possible use of public transport, walking and cycling and to focus significant development in locations which are or can be made sustainable.
- 9.43 *Local Transport Plan 4 (2016-2036)*: Buckinghamshire's 4th Local Transport Plan was adopted in April 2016 and sets out the County Council's policies and strategies to address transport related issues and challenges over the plan period. Policy 2 relates to improvement in connectivity: and Policy 7 discusses the importance of reliable road travel.
- 9.44 *Aylesbury Transport Strategy (ATS)*: The Aylesbury Transport Strategy was commissioned in 2016 by BCC to set out the improvements needed to support the planned growth of the town between 2016-2033. The ATS sets out a comprehensive strategy to address the current and future issues affecting the transport network of Aylesbury town centre and all its immediate urban areas. The ATS was adopted by BCC on the 13th March 2017. This strategy provides an evidence based strategic policy document which assists the council and Highways Authority in assessing planning applications in the absence of up-to-date local planning policies. The ATS forms a material consideration, and some weight is given to it, within the assessment of the Woodlands application.
- 9.45 The six objectives of the ATS are to improve transport connectivity and accessibility within Aylesbury town, improve accessibility to other urban centres and net growth areas outside Aylesbury town, contribute to air quality by minimising the growth in traffic levels and congestion, improve journey time reliability, reduce the risk of death or injury on the transport network and make it easier and more attractive to travel by active and public transport modes.

9.46 The Transport Strategy clarifies the main transport issue affecting Aylesbury which comprises high volumes of traffic passing through the town centre. Aylesbury is a focal point of BCC's road network and is connected to the wider highway network via the A41, A418 and A413 and only the A4157 currently provides an internal semi-circular road around the north of the town. The ATS acknowledges that arterial routes to/from Aylesbury are congested during the morning and evening peak hours, particularly along the A41 and the southern links, based on results from the Countywide model. This will continue to worsen if the significant amount of growth expected in new developments around the town goes ahead without any mitigation measures to the transport network.

9.47 Paragraph 4.2.4 of the ATS acknowledges the need for new infrastructure in order to support this growth and states that:

"Associated with this growth are already a number of new link roads proposed outside the town centre which would together form part of an external circular ring road and redirect through-traffic to peripheral routes rather than through the town centre, also providing the opportunity for a more pedestrian and cycle friendly town centre and space for additional bus priority and shared paths closer to the town centre."

9.48 The Infrastructure Delivery Plan forms part of the evidence base behind the emerging Local Plan and is a relevant document for consideration. This states that

"The Transport Strategy for Aylesbury considers future needs of the Highway Network, Public Transport, Cycling and Walking and future Car Parking provision. It sets out Transport Improvements for Aylesbury as a whole including the Town Centre and sets these out on a short, medium and long term basis."

The Strategy Aims to:

- *Complete a series of outer link roads that will take traffic away from the town centre and allow public transport priority improvements to take place on the main radial roads closer to the town centre"*
- *"To achieve the aims of the Strategy key strategic links need to be delivered together with complementary public transport, walking and cycling schemes to ensure that released highway capacity is not taken up by suppressed demand. The following key strategic links are either in development or planned:*
 - o *Eastern Link Road (ELR) to provide the remainder of this link including a bridge across the canal and a link south to the A41. The section north of the canal including the Stocklake link (SL) to the town centre is under construction/committed.*
 - o *Northern Link Road (NLR) between the western link road and the A418 close to Hulcott crossroads.*
 - o *Southern Link Road (SLR) and South Western Link Road (SWLR) from the A413, crossing the two railway lines to the south to a new junction onto the A418.*
 - o *South East Link Road (SELR) between the A41 & A413 Wendover Road."*

- *“The new transport infrastructure in and around Aylesbury will be key to the delivery of strategic housing allocations to the east of the Town. A key element of this is the need to deliver both sub-regional and town wide improved road links, especially linking the A41 and the A413 to Leighton Buzzard (M1) and Milton Keynes in the north, and High Wycombe and the Thames Valley to the south. Future housing and employment investment is likely to be reliant in part upon the delivery of such links, to provide access to adjoining employment sites as well as addressing current levels of congestion within the town, and open up new development opportunities.*
- *There are a number of highway and junction schemes considered necessary to accommodate increased levels of developments around Aylesbury. These are summarised in the IDS Schedule at Appendix A as well as in the Aylesbury Transport Strategy itself.”*

9.49 The current proposals being considered for urban extensions to Aylesbury at the Woodlands and Hampden Fields sites include the provision of the ELR (S) for the Woodlands development, and the Southern Link Road (SLR) for the Hampden Fields site, which individually and cumulatively include essential parts of the strategic highways infrastructure identified in the ATS and IDP required to allow traffic conditions in the Town to be managed, whilst meeting the emerging needs for housing growth.

Vehicular Access

9.50 The various parts of the new development will be primarily accessed from the proposed Southern Link Road (SLR) which will be dual carriageway from the A413 through to the A41. A further link will be provided from Marroway to the SLR with a redesign of the southern section of the link road. New Road will be diverted at the proposed local centre in the Eastern Neighbourhood which will deter non residents from utilising this access way to either the A41 or A413. Pedestrian and cycle accesses will be explained in the below sections.

Southern Link Road (SLR)

9.51 The proposals include provision for a new multi-modal road link (Southern Link Road (SLR)) between the A413 and the A41 running through the Hampden Fields development. The design approach to the link road through the Hampden Fields site has changed from the previous application to incorporate a dual carriageway throughout its length. The status of this road as both a multi-functional high street and link road has been subject to change. By focusing on the strategic role of the Main Street, its through-route characteristics have been ‘elevated’ so that it provides a continuous higher capacity link road between the two radial corridors into Aylesbury.

9.52 The SLR will add capacity to the network for traffic wanting to travel between the two corridors without having to otherwise travel towards the town centre and use existing east-west connectors such as Bedgrove, King Edward Avenue or on the outer edge of town Weston Road and Main Street.

9.53 The applicant has reported in the TA that “public opinion gathered from the public exhibitions...suggested that there would be strong support for the Southern Link Road (SLR) to be delivered as a dual carriageway from the outset”. The framework plan for the road that has been submitted includes its provision as a dual carriageway, although the original plans were for a mixed single/dual carriageway and the TA considered the

implications of both options.

- 9.54 In April 2017 an Addendum Transport Assessment (ATA) was submitted by the applicants in response to comments raised by the County Council Highways Officers. The treatment of the design of the SLR through the Hampden Fields site was clarified. The ATA set out the comparative modelling results which compared traffic loadings for mixed single/dual carriageway vs full dual carriageway. The comparison of the 2034 Do Something (Scenario 11 or 12) conditions against the 2034 Do Nothing (Scenario 10) scenario shows a shift of traffic onto the new roads, with a decrease in traffic on the existing radial arms including the A413 Wendover Road and A41 Tring Road/Aston Clinton Road.
- 9.55 It can be seen from the TA forecasts that there are positive benefits along parts of the A413 and A41 as well as through Aston Clinton and Weston Turville resulting from the development proposal, including the dualling of the SLR. The ATA indicates that the dual carriageway option led to a greater shift of traffic on to the new link road when compared to the mixed single/dual option. Furthermore, the ATA concludes that the dual carriageway would result in a range of off-site changes which do not lead to any severe impacts, and significantly, the performance of the Walton Street Gyratory shows a reduction in traffic and delay compared to the situation without the development (in the 2034 reference case).
- 9.56 The TA provides a sufficient assessment which demonstrates that the benefits of providing a dual carriageway configuration outweigh those of providing a mixed-configuration route. In summary these benefits comprise:
- reductions across the local road network, through Bedgrove and Weston Turville, are greater with the provision of a fully-dualled SLR;
 - consistent reductions in overall vehicular traffic at the Walton Street Gyratory with the provision of a fully-dualled SLR, and better performance in the detailed off-site assessments;
 - improved network-wide statistics, which demonstrate that provision of a fully-dualled SLR lessens the overall impacts of the development;
 - positive effects expressed in terms of the Walton Street gyratory's level of performance overall.
- 9.57 The ATA confirms that the applicant's [Hampden Fields Consortium] commitment to the delivery of the dual carriageway early in the development to fulfil BCC's vision stated in the emerging ATS for orbital road connections around the town. The provision of this link road, in dualled form, will deliver a key piece of infrastructure for the benefit of the town.

Internal Layout

- 9.58 As this is an outline application with all matters reserved except access, details of the internal road structure and design will be considered at a later stage. It is recommended that a suitably worded condition or obligation be included to require the submission and approval of details in the event that planning consent is granted. Notwithstanding, the above the applicant has engaged with AV and BCC in respect of the internal circulation routes and road/footway/cycle-way network, and it is considered that the principle of the on-site network is acceptable, subject to detailed design. The illustrative masterplan indicates that the proposed development could be laid out in accordance with the Garden Town principles.

Strategic Modelling

9.59 There have been a large number of submissions by objectors received by the local planning authority raising significant concern about the potential impacts from the suggested substantial increase in traffic on the highways network. The objectors include transport consultants acting on behalf of the Hampden Fields Action Group who (amongst other resident and Parish Councils) have questioned the validity of the strategic modelling used for the assessment of the traffic implications of the development. In summary the key 'traffic model related' issues identified by the objectors are as follows;

- Baseline traffic growth to 2034 in the model outputs;
- Site specific traffic generation allowances;
- Overall model matrix totals between Do Minimum and Do Something scenarios not increasing in line with the additional traffic associated with the development proposal.

9.60 In light of the technical comments raised, the County Council commissioned a comprehensive review of the model and its fitness and validity for the purposes of assessing the traffic implications of the development proposals at a strategic level. The strategic model outputs include turning flows at individual junctions that are used for detailed junction capacity assessments. BCC Highways officers have advised that this matter has been taken very seriously by BCC and it has taken time for the comprehensive review of the strategic model to be concluded to satisfaction of the Highways Officers. The strategic transport model must be robust and fit for purpose in order to accurately model the impacts on the local highways network, for the purposes of assessing planning applications.

9.61 The modelling review has been undertaken by Jacobs (the authors of the strategic transport model) using strategic modelling experts from a different office. The purpose of this was to ensure that the reviewers were not personnel that operate the strategic model in Buckinghamshire and are detached from the work undertaken for the planning applications currently being assessed.

9.62 Jacob's consultants submitted a Technical Note– Forecast Methodology Review which is attached to this report [Appendix 4] which sets out the findings of this review and confirms that the model is considered fit for the assessment of the planning applications for the reasons explained in the report. This report has been reviewed by BCC Highways and the validity of the model is confirmed.

Background Traffic Growth to 2034

9.63 The review by TPP queried the levels of background traffic growth assumed between 2014 and 2034, quoting "...high traffic growth (37-40%) to 2034". In Jacob's response, they state that the resulting overall Aylesbury growth compares well with similar pieces of work undertaken for other local authorities where traffic growth forecasts between base year and the 2030s are found to be >30%. Jacob's advise that as a result of the methodology used, total traffic on the network in all 2034 forecasts (including the development scenarios) is very unlikely to have been underestimated and therefore can be argued to provide a robust "worst case" for total traffic volumes in the development assessment scenarios compared to the base model. BCC Highways concur with this response and therefore consider the level of background traffic growth factored into the model up to 2034 to be robust and

accurate, on the basis of up-to-date forecasting tools.

Trip Generation

- 9.64 One of the main criticisms of the Action Group relates to the traffic generation inputs to the strategic model and alleged discrepancies between the agreed trip generation and the network matrix totals. Jacobs "Forecast Methodology Review – Technical Note" dated 4th October 2017 [Appendix 7] sets out the trip generation for the Hampden Fields development as follows. It should be noted that the figures set out in Appendix E of the Hampden Fields Transport Assessment (February 2016) (TA) included a modelling approach note that was dated August 2015 include the adjusted trip generation potential of the site allowing for some internalisation of uses such as the school and retail facilities consistent with the approach previously accepted for the site and the Council's approach to other strategic development sites across the County. The agreed trip generation estimates as supplied by the developers, and agreed by Buckinghamshire County Council, result in 2034 AM peak hour Hampden Fields trip generation of:

- Origin: 1,222
- Destination: 940
- Total two-way: 2,162

- 9.65 Jacobs confirm in their model review that the zone loadings associated with the Hampden Fields development are as follows;

- Origin: 1167
- Destination: 932

- 9.66 It can be seen from the above that the modelled zone totals are very similar to the agreed trip generation levels. The minor difference is due to calculations relating to the loading of individual zones and reflects the nature of strategic modelling. On the basis of the above, it is considered that the traffic generation allowed for in the strategic model from this site is a reasonable and robust basis for assessment.

Matrix Total differences

- 9.67 Another major criticism of the TA submitted with the planning application stems from the matrix tables which the Hampden Fields Action Group's transport consultants commented did not correspond to the additional traffic from the development. Jacob's Technical Note [Appendix 7] explains in detail the reasons why the matrix totals do not increase directly in line with the additional traffic associated with the development proposal. BCC have set out a simplified explanation by advising with regards to apparent discrepancies in overall demand matrix totals, BCC's review has noted that a proportion of some types of trip (including shopping and leisure) will be diverted from other similar destinations elsewhere. Whilst these trips will be included in the trip generation for the sites in question, they will not increase the overall size of the matrix. Furthermore, where the number of production and attraction trip ends differ, there needs to be some form of mathematical balancing which can also lead to apparent decreases (or increases) in the overall number of trips. The methodology used to do this is recommended by WebTAG, the industry-standard guideline for appraising schemes.

- 9.68 BCC advises that the perceived shortfall in trips within the Do Something scenario demand

matrices is therefore due to the agreed trip-making assumptions outlined in the Jacobs Technical Note and not through any error in the production of the matrices as suggested by HFAG's consultants.

9.69 BCC has concluded that the methodology used to create the development matrices is in line with WebTAG advice for this type of model. BCC has subsequently concluded that the model forecasts are considered suitable for assessment of the development impacts and for proposing mitigation measures at key junctions.”

9.70 For the reasons given above, it is concluded:

- That the traffic generation associated with the Hampden Fields development is consistent with that agreed with the County Council, for the purposes of the TA;
- That the development zone loadings as modelled are consistent with the agreed traffic generation levels;
- The Council's appropriately qualified strategic model advisors are satisfied that modelling is consistent with best practices and that the model is fit for the purposes of assessing the strategic traffic implications of the planning application.

Walton Street Gyratory Impact

9.71 It is noted that many of the objections to recent strategic planning applications have identified the impact of the developments on the operation of the Walton Street Gyratory as a significant area of concern in light of the previous Inspectors comments in relation to the Hampden Fields application (12/00605/AOP).

9.72 AVDC and BCC are fully aware of the Inspectors findings and the reasons for that application being unsuccessful. In the case of the Hampden Fields standalone and cumulative impacts the impact on the Gyratory has been fully considered. The Addendum Transport Assessment produced by the applicants which uses outputs from the Council's Strategic Transport Model for Aylesbury results in a reduction in traffic flows at the Gyratory.

9.73 It can be seen in the standalone assessment set out in the ATA and summarised in the BCC Final Response [Appendix 6] that overall, whilst the development proposal loads more traffic on to the network, its associated infrastructure proposals including the SLR results in a reduction in traffic flows at the Gyratory when compared to the Do Minimum situation. The applicants have considered the individual changes to turning movements during the AM and PM peak hours in greater detail as summarised in the following in the ATA and it can be seen that the Stoke Road and the A413(S) entries to the Gyratory all show a reduction in traffic when compared to Do Minimum. This is an important consideration as it was the Stoke Road entry in particular that was of concern to the Inspector at the previous Inquiry.

9.74 Detailed capacity assessments have been undertaken of the operation of the Gyratory and the results are included in the ATA and are summarised in the BCC Final Response [Appendix 6]. It can be seen from the model results that many of the individual links improve or experience minor increases that remain within capacity. The only exception is the Walton Street entry (travelling from the County Hall roundabout). The increase in degree of saturation on these links is only 1% and queuing on these two links increases by

only 7 vehicles. This needs to be viewed against an overall improvement to the junction and an overall reduction in traffic. In view of the overall improvement in conditions and reduction in traffic flows, BCC Highways advises that the impact on the Gyratory is not severe.

- 9.75 With reference to the traffic flow changes set out above at the Gyratory and comparisons of the Do Something (with development) vs Do Minimum (without development) modelling runs, it can be seen that the proposal does not have a significant impact on the Gyratory. This is also in the context of the previous Inspectors decision as summarised in Paragraph 9.504:

“9.504 Although the increased percentage total flow within the junction would be less than 5% in the morning peak and less than 1% in the afternoon peak, the significance of such seemingly minor increases would be heightened by the sensitivity of the junction in its already congested operation and its enhanced susceptibility to breakdown. This would have consequences for both private and public transport and it could result in some vehicles seeking out alternative, less desirable, routes.”

- 9.76 The Inspectors decision was based on an increase in traffic through the Gyratory in the order of 200 movements in each of the network peak hours and what he considered to lead therefore to an unacceptable impact. In the case of the current Hampden Fields development and associated infrastructure proposals (on a standalone basis), there is not indicated to be an increase in traffic through the Gyratory as a whole or on the key links which were of concern to the Inspector in his consideration of the previous Inquiry. It is for this reason that the Highways Officers conclude that the development will not have an impact on the operation of the Gyratory and does not therefore run contrary to the Inspectors previous findings.

- 9.77 No works to junction are proposed in respect of either standalone or cumulative impact assessments. The junction operates over capacity in do minimum and do something situations, but there is an improvement with the cumulative development and therefore the impact is acceptable. This is because there is forecast to be between 773 and 765 fewer trips through the Gyratory in the AM and PM peak hours in the 2034 scenario (cumulative development with Hampden Fields and Woodlands) when compared against the reference case (do nothing).

Standalone Impact Assessment

- 9.78 The Hampden Fields standalone assessment in the ATA includes a review of the traffic impacts on individual junctions within the study area in and around Aylesbury. The outcomes of the assessment has informed the design and form of mitigation measures that are required to alleviate the traffic stress, as a result of the development (as a standalone development), within specified junctions. The applicant has submitted further technical reports which explain what the mitigation works are and how they will assist in offsetting the material impacts of the proposal. A summary of the proposed mitigation measures at these locations are set out in the BCC Highways response appended to this report which also identifies the junctions where no mitigation is required ie: where there is no material impact.
- 9.79 It is concluded in relation to the standalone assessment of the highways and traffic impacts

of the Hampden Fields application that the significant adverse effects can be appropriately mitigated through planning condition and S106 obligations. The Council will secure an obligation on the developer to deliver the SLR link road by 2021, in line with the required completion date of the ELR(N) which will deliver a further strategic link road in accordance with the ATS. The traffic impacts associated with the Hampden Fields (standalone) development have been assessed by BCC highways and shown to be acceptable subject to mitigation measures, submitted as part of the planning application.

Cumulative Impact Assessment

- 9.80 As part of the submissions, both Hampden Fields and Woodlands developers have commissioned and undertaken a comprehensive assessment of the cumulative impacts of the development proposals on the operation of the highway network. The design year for the cumulative assessment is 2034 and includes background traffic growth and other committed developments in the town. The assessment was undertaken on a sifting basis using the outputs from the Strategic Traffic model for Aylesbury to identify likely areas where the proposals would jointly have a material impact. On the basis of this information more detailed assessments of the operation on a total of 38 junctions across the town have taken place.
- 9.81 The cumulative assessments include both the HS2 proposal for the Stoke Mandeville bypass and the South East Aylesbury Link Road (SEALR). HS2 received Royal Assent in 23rd February 2017. The Stoke Mandeville Bypass extension will connect the B4443 at Lower Road, Aylesbury to the A413 at the Hampden Fields junction. This scheme also forms part of the emerging Aylesbury Transport Strategy and will provide a further section of strategic link road. The SEALR has been included as the County Council have committed to its delivery following a Cabinet Member for Transportation Decision on 24th July 2017 which approved the progression of the South East Aylesbury Link Road project as a high priority, including further business case work, preliminary design and preparation of a planning application.
- 9.82 The project is subject to a tight delivery deadline due to the need to align with construction of the A4010 Realignment by HS2. As such, some early works on the South East Aylesbury Link Road have already progressed. Given that the HS2 works to construct the Stoke Mandeville Bypass are currently programmed for 2020, it is the County Council's intention to ensure that the construction of the SEALR is undertaken to a timetable to ensure that it is open at the same time. It is notable that this is in advance of the future years assessed by Hampden Fields and Woodlands planning applications and as such should ensure that it is in place to help mitigate their impacts. Subject to planning approval, both Woodlands and Hampden Fields have agreed to make significant financial contributions towards the SEALR scheme to assist in its delivery and given that it assists with mitigating the impacts of their developments.
- 9.83 Whilst objectors have raised concerns over the benefits of the link road strategy being developed by the County and District Council's to support the Aylesbury's growth, the strategic cumulative modelling undertaken shows that the ELR and SLR will carry within the region of 1000 vehicles per hour during the peak periods. This demonstrates the importance of the proposed infrastructure to the town and the strategic importance is further explained in the Aylesbury Transport Strategy document.

- 9.84 38 junctions within the study area in and around Aylesbury have been assessed in the cumulative assessment submitted as part of the ATA. The cumulative assessment identifies where additional mitigation measures are required, based on the outcomes of the assessment. The applicant has submitted further technical reports which provide design details of the mitigation works and explains how they will assist in offsetting the material impacts of the combined development proposals. All mitigation measures are expected to be fully funded by the developments and subject to a S106 requirement for a Joint Delivery Strategy which will set out which developer will implement the scheme and when it will be implemented. Further details of the mitigation measures are set out in the BCC Highways response which is appended to this report [Appendix 6].
- 9.85 In summary, the traffic impacts associated with the cumulative impacts of traffic associated with both the Hampden Fields and Woodlands applications has been adequately assessed and shown to be acceptable. Where material impacts have been identified the mitigation measures proposed are considered sufficient to offset the significant adverse impacts of the developments in combination, in accordance with the requirements of the NPPF. Furthermore the both developments bring with them the significant benefits of the delivery of the Eastern Link Road (S) and the SLR. All of the link roads combine to bring forward a significant package of highway infrastructure necessary to support the required growth of Aylesbury in accordance with the ATS.
- 9.86 It is therefore concluded by the Council that the cumulative impacts of the Hampden Fields and Woodlands Developments are acceptable subject to the provision of financial contributions towards the delivery of the SEALR, the early provision of the SLR and ELR(S), off-site works for the comprehensive improvement to the A41 Woodlands roundabout, off-site works to improve the A41/B4009/Overbridge Roundabouts, off-site works to improve the A41/Oakfield Road/King Edward Avenue junction, off-site works to improve the A41/Bedgrove/Broughton Lane/Richmond Road junction, off-site works to signalise the Wendover Road/Wendover Way junction, off-site works to improve the Lower Road at Stoke Mandeville and off-site works to improve the Upper Hundreds Way/New Street/Cambridge Street junction and approaches.

Walking, Cycling and Public Transport

Existing Conditions – Sustainable Modes of Transport

- 9.87 Within walking and cycling distance of the site are a number of facilities including a hospital, train station, areas of employment, industrial areas, a range of shops and a number of schools.
- 9.88 *Pedestrian and Cycle accessibility* – The site is located on the urban edge of Aylesbury adjacent to an established residential neighbourhood resulting in the potential for convenient access to Aylesbury town centre via a number of routes. In order to ensure that the proposed development provides safe and convenient access to all of the facilities referred to above it is important to ensure appropriate walking and cycling links are secured where required.
- 9.89 *Public Rights of Way* – The proposed development benefits from a number of established pedestrian, cycle and equestrian connections. It is noted that these public rights of way

routes have a leisure function and are largely unsurfaced and liable to localised water ponding and areas of unevenness. The proposals make provision for upgrades to the surfacing or alternative routes as part of the development.

- 9.90 Public Transport Accessibility – Arriva has been highlighted as the main bus operator within Aylesbury and currently operates Services 8, 50 61 and 500 on a 20, 30, 60 and 10 minute frequencies respectively. A route between Aylesbury and Leighton Buzzard (service 164) is also provided by Redine.
- 9.91 The nearest bus stops to the site are currently located at the Holiday Inn on the A41 (services 61, 500/501 & 164) and the Hampden Hall development, which is adjacent to the site, and is served by a bus stop on the A413 (service 50). Route 8 is served by a bus stop at Dorset Place to the north of the site and route 55 stops further along Wendover Road, south of its junction with Station Road.
- 9.92 The TA shows that parts of the site will be within a 5 minute walking time of the existing bus stops and it is considered that the site will be accessible for people looking to travel to Aylesbury town centre, Aston Clinton and Wendover. Furthermore the Passenger Transport Strategy (PTS) outlines the opportunities for delivering new dedicated bus services to support the development.
- 9.93 In terms of existing rail access, Stoke Mandeville railway station is located approximately 2km from the centre of the site and 0.6km from its closet edge, making it a 5-10 minute cycle from the site. Aylesbury railway station is located 2.6km north west of the site, a five minute walk from the bus station. Both of these stations are operated by Chiltern Railways who encourage sustainable travel to and from their stations, including ‘PlusBus’ tickets allowing discounted onwards bus travel and a ‘three for free’ scheme allowing free parking when three or more people are sharing a car. It is therefore important that the proposed development makes good use of these rail facilities and encourages future residents of the development to use them.
- 9.94 It is expected that the construction of the East-West rail route will increase rail connectivity at Aylesbury by connecting Oxford with Milton Keynes and beyond to Bedford and Cambridge. While full details are yet unavailable, it is likely that this will also provide a new station at Winslow providing an opportunity for services to be extended to and from Aylesbury along with further works to be undertaken on the section of the route through Princes Risborough.

Existing Footway/Cycleway Links

- 9.95 A41 Tring Road/Aston Clinton Road Corridor – The section of the A41 adjacent to the site has an existing footway provision along the majority of the northern side leading from the Woodlands roundabout and into Aylesbury town centre. Along the southern side the footway provision is continuous leading to the west from the Holiday Inn bus stop but to the east of the bus stop, heading out of Aylesbury towards the Woodlands roundabout, there is a significant section where no footway is present.
- 9.96 A413 Wendover Road Corridor – In the vicinity of the site the Wendover Road has existing footways adjacent to both edges of the carriageway that lead both into and away from Aylesbury town centre. The footway on the western side of the carriageway is also a

shared footway/cycleway. It is noted that the TA incorrectly identifies this provision as being on the eastern side of the carriageway.

- 9.97 New Road – The northern section of New Road benefits from an existing footway provision adjacent to the western edge of the carriageway, however as New Road heads south the road becomes more rural in nature and the footway provision terminates. The footway provision then starts again at the southern section on the road shortly after entering Weston Turville, where residential dwellings are present. The majority of this section of New Road benefits from a footway provision adjacent to both edges of the carriageway.
- 9.98 B4544 Marroway – From its junction with the A413, Marroway has an existing footway provision adjacent to its south eastern edge which continues all the way along it as the road enters Weston Turville where it continues on both sides of the carriageway.

Proposed Improvements

- 9.99 Improvements to walking and cycling connections were considered as part of the appeal process for the previous application. The Statement of Common Ground agreed between parties at that appeal contained the agreed walking and cycling improvements. The applicant is proposing improvements that are consistent with what was previously agreed and are summarised below for confirmation.
- 9.100 WTU/7/1 – The design of the Local Centre and the junction with New Road take account of this PRoW and incorporates a signalised pedestrian crossing in the design of the Southern Link Road to accommodate it. The alignment of the footpath to the south of this point is subject to further agreement. Off-site the footpath will be retained and improved to provide a 2m pedestrian link to the eastern part of Western Turville, which also provides access to bus stops on the A41.
- 9.101 WTU/33/1, WTU/3/1, WTU/3/2 – This route will be retained with additional connecting routes linking the route to the wider development. An uncontrolled crossing facility will be provided where this PRoW crosses the SLR. Upgrade to the North-South link within the development. Off-site the footpath to Weston Turville will be retained and improved. The Hampden Fields Consortium will contribute towards the upgrading of the current WTU/33/1 footpath to become a 3m wide bridleway.
- 9.102 Southern Link Road – A continuous footway/cycleway of 3m width will be provided in either the southern or northern side of the Link Road. This will provide a continuous provision which, at its eastern end, will link the residential parts of the development with the local centre and employment area. A 2m footway will be provided on the alternative side of the SLR, opposite the footway/cycleway. This is consistent with the ELR(N) being constructed as part of the Kingsbrook development and ELR(S) proposed as part of the Woodlands development.
- 9.103 Primary School Accessibility – The proposed SLR would not be connected from the outset of the development, so a temporary pedestrian and cycle route will be provided to connect the eastern and western parcels. This will ensure that there is a connection for pedestrians and cyclists between the first phases of development to the east of the site, including a connection with the eastern primary school, which is expected to be delivered much earlier than the western primary school.

- 9.104 **Traffic Free Route** – This will run East-West across the development to provide a formal route to Wendover Road as well as to cater for more vulnerable users. It will take the form of a cycleway/footway and will stretch from the dedicated new pedestrian/cycle access off Wendover Road to the local centre and connection with PRow WTH/7/1. It will be delivered early in order to fulfil the requirements for a route linking the early phases of the development on the western part of the development to the first primary school being located within the Local Centre. It will also provide a largely uninterrupted means of cycle access to local railway stations via Wendover Road.
- 9.105 **Round Aylesbury Walk** – This is a more direct route alongside the SLR to facilitate a walking route. The existing route through Bedgrove will be retained providing additional choice as part of any future promotion. A pedestrian crossing will be provided on the section of the SLR to the west of the Marroway Link/SLR junction.
- 9.106 There are further off-site measures to improve accessibility being proposed which are detailed below:
- 9.107 *A4010 Station Road* – A crossing is being proposed to improve accessibility to Stoke Mandeville Railway Station. Changes are also proposed to the Amber Way cycle route at the A413 Wendover Road/A4010 Station Road roundabout, which includes an on street cycleway on the A4010 Station Road. A section of new footway/cycleway is also proposed along Station Road to provide an off road facility that connects to the railway station via a new pedestrian crossing. The details are shown in principal on drawing 1769/SK/007 REV A attached to the Addendum TA.
- 9.108 *Pedestrian crossing on A413 Wendover Road* – To ensure people can progress along the southern section of the A413 Wendover Road to connect with A4010 Station Road a new signalised crossing is proposed to be provided in conjunction with the western access to the development. It is considered beneficial to provide a crossing point along the A413 Wendover Road, between property number 108 and A4010 Station Road.
- 9.109 *Link to Ambleside (across Bedgrove Park) and signposted cycle route on-street between Ambleside and Turnfurlong Road (the Amber Cycle Route)* – A direct link between the development and the Amber Way cycle route is available from its connection at the western end of the SLR. An alternative access to the Amber Way cycle route will be across Bedgrove Park.
- 9.110 *Improvements to the Bedgrove Linear Park* – Improvements from Bedgrove Park to A41 Tring Road will include an improved granite-to-dust surface to the Bedgrove Linear Park footpath.
- 9.111 *Improvements along A41 Aston Clinton Road* – A 3m wide shared footway/cycleway is proposed along the southern side of the A41 Aston Clinton Road which will improve pedestrian and cycle links for the northern end of the proposed development. This footway/cycleway must extend as far as Bedgrove.
- 9.112 *Improvements along New Road* – A 3m wide shared footway/cycleway is proposed along its length.

- 9.113 It should be noted this is an outline application with all matters reserved except access, details of the cycle and pedestrian infrastructure within the site will need to form and be considered as part of any future reserved matters application.

Cycle Parking at Stoke Mandeville Station

- 9.114 In order to assess existing levels of cycle parking at the station a site visit took place where three main areas of cycle parking were observed. There was covered and uncovered cycle parking on the southbound platform which provided 4 stands and 3 stands respectively. These were also 10 uncovered stands in the car park. Each stand holds 2 bikes and therefore there is the existing capacity for 34 bikes. At the time of the site visit there were 12 bikes observed to be parked at the station.
- 9.115 The TA confirms that the whole site is accessible to the station by bicycle. The National Rail Travel Survey (2010) suggests that 4% of railway station trips in Aylesbury are made by bicycle. While it would appear that this level of demand can be accommodated at the station, the applicant is willing to make a further contribution to improve facilities at Stoke Mandeville Station. The level of contribution and type of improvements will be subject to further discussion as part of the S106 Agreement process.
- 9.116 Aylesbury Station currently has its own Travel Plan with actions to reduce car travel which have so far included passenger surveys and promotions of '3 for Free', a car sharing initiative, the 'Free bus travel for season ticket holders' initiative and improvements to cycle storage. In light of this the applicant is proposing that the contribution for delivering station improvements at Stoke Mandeville railway station is allocated to the Hampden Fields Travel Plan as the Travel Plan will:
- Cover the process through which partnership working can be established, including through the appointment of delivery partners on the Travel Plan steering group
 - Offer the ability to tie-in with the wider roll-out of Station Travel Plans across the County
 - Retain the funds for improvements so that these can be targeted at where they are considered to be needed most and offer best value
 - Provide a mechanism through which the overall supply and demand for cycle parking at the station can be monitored and improvements can be facilitated.

Public Transport

- 9.117 As with the proposed walking and cycling improvements, the public transport improvements were considered as part of the previous application and also during the appeal process. As part of the Statement of Common Ground between parties, a Public Transport Strategy (PTS) was agreed. There has been a PTS submitted as part of this current application which proposes improvements that are consistent with what was agreed previously..

Rail

- 9.118 In terms of the development impact on rail journeys it was agreed in the PTS for the previous application that the impact will be approximately 13 passengers per train, which was not considered to be significant. The PTS for this current application states that the impact will now be in the region of 22 passengers per train, which is an increase of 9 passengers over that which was previously agreed. It is however considered that this

increase in not considered to be significant.

Bus Service

- 9.119 After discussions concerning the type and timing of any improvements it has been concluded that a dedicated bus service to serve the new development will be provided from the outset. It has been recognised that the phasing of the services could be possible and the specification of the services may need to evolve prior to reaching an end state configuration. The County Council has confirmed that a flexible specification would be acceptable as it may seek to implement alternative end state bus routes which would concentrate the routing for the proposed bus service on the A41 corridor, achieved within the same level of subsidy funding.
- 9.120 It is proposed to provide the new services in three phases. Phase 1 would consist of two services, one serving the western area and the other serving the eastern area. Phases 2 and 3 will involve a combined service through the development as part of the first phase of development so that it will be available to support the implementation of phase 2.
- 9.121 In addition to a dedicated bus service to serve the development an allowance has been made within the Masterplan to facilitate the delivery of a Park and Ride facility. The car park would deliver approximately 450 spaces with an opportunity to expand in the future. The s106 agreement will secure the provision of land to be made available for the Park and Ride facility.
- 9.122 Section 7 of the PTS contains a Bus Revenue Forecast. The information shows that a cumulative subsidy of £1,676,916 will be required until such time as the service is expected to reach a breakeven point, which is shown to be achieved in year 12. The phasing of the payment will need to be agreed with the Council and set out in a Section 106 Agreement. It should be noted that if planning permission is granted for both the Woodlands and Hampden Fields developments, then the Public Transport Strategy will need to be reviewed accordingly to ensure that the most effective bus service is provided.
- 9.123 Other infrastructure contributions that the development will make towards improving accessibility to public transport for residents of the development and the surrounding community are as follows:
- Bus Infrastructure – Four RTPI-enabled bus stops are to be provided within the development with a further two off-site bus stops along the A413 and A41 to serve the southern areas will be installed. An alternative commitment to a contribution of £45,000 will be made towards the implementation of the public transport strategy should alternative facilities/measures be identified. A contribution of £370,000 will be made to the Council towards hurry call transponders and/or operational management measures to improve capacity and operational efficiency along the bus route and at Aylesbury Bus Station.
 - Station Cycle Parking – A contribution of £34,100 towards accessibility and cycle parking at Stoke Mandeville railway station in light of forecast demand is proposed.
- 9.124 As referred to above, these proposed improvements were agreed as part of the Statement of Common Ground for the appeal relating to the previous application. These improvements remain acceptable to the County Council and the officers from the Local

Planning Authority.

Traffic Calming

- 9.125 Feedback from the applicants' consultation process from the general public and local parish councils indicated concern over the existing level of traffic travelling through Weston Turville as a result of increasing delays along the A41 corridor. Whilst the proposed link road through the Hampden Fields development provides a strategic alternative connection between A413 and A41 to the route using Weston Road and Main Street through Weston Turville, the applicants have confirmed to the Council their commitment for funding for traffic calming measure works in Weston Turville as part of the development proposals. As such, the Council proposes to include the requirement as a S106 Obligation in the event that planning consent for the development is to be granted. It is noted that there is a desire from the Parish Council to see the traffic calming in place as soon as possible following the opening of the link road and this is a matter which will be included in the Section 106 agreement.
- 9.126 The proposals also make provision for a public realm improvements and a new signal controlled pedestrian crossing at Jansel Square on Camborne Avenue in Bedgrove, to be secured by s106 agreement.
- 9.127 Overall BCC Highways consider that the development proposal would not have an unreasonable impact on the highway network. It is considered that the applicant has demonstrated to the satisfaction of the Highway Authority that the comprehensive scheme of mitigation measures to the local highway network couple with the proposed dualing of the SLR would result in a betterment in transport conditions, in line with the ATS and would address the outstanding reason for the refusal of the previous planning appeal on the site.
- 9.128 In conclusion, the highway conditions have been shown to improve as a result of the standalone Hampden Fields development and must be afforded moderate weight in the planning balance, where it was previously afforded significant negative weight in the case of the appeal. The provision of the SLR and the financial contributions towards the delivery of the SEALR will bring about major strategic benefits to the town's highway network and are afforded significant weight in the planning balance when considered cumulatively with the infrastructure provided as part of the Woodlands development (the ELR (S)).

Conserving and enhancing the natural environment

- 9.129 In terms of the impact on the landscape, proposals should use land efficiently and create a well-defined boundary between the settlement and countryside. Permission will not be granted for development that impairs the character or identity of the settlement or the adjoining rural area. Regard must be had to how the development proposed contributes to the natural and local environment through protecting and enhancing valued landscapes and geological interests, minimising impacts on biodiversity and providing net gains where possible and preventing any adverse effects of pollution, as required by the NPPF. The following sections consider the proposal in terms of agricultural land, landscape, Trees and hedgerows and biodiversity.

Landscape

- 9.130 One of the core land-use planning principles in the NPPF that should underpin decision

taking is that planning should take account of different roles and character of different areas including recognising the intrinsic character and beauty of the countryside and supporting thriving rural communities within it. The document goes on to say that the planning system should contribute to and enhance the natural and local environment by, amongst other things, protecting and enhancing valued landscapes.

- 9.131 The NPPF states that planning decisions should encourage the effective use of land by re-using land that has been previously developed (brownfield land), provided that it is not of high environmental value.
- 9.132 AVDLP policy GP35 requires that new development respects and complements the physical characteristics of the site and its surroundings, the building tradition of the locality, and the scale and context of the setting, the natural qualities and features of the area and the effect of the development on important public views and skylines. AVDLP policy GP38 requires landscape proposals to be designed to help buildings fit in with and compliment their surroundings, conserving the existing natural and other valued features as far as possible. NPPF advises at paragraph 109 that the planning system should contribute to, and enhance, the natural and local environment by, among other things, protecting and enhancing valued landscapes.
- 9.133 The Environmental Statement includes a chapter containing a Landscape and Visual Impact Assessment. The LVIA assesses the potential landscape and visual effects of the proposed development before and after mitigation measures. The LVIA has also considered the cumulative impacts of the development, in addition to the emerging committed developments in the study zone, including the Woodlands site.

Landscape character

- 9.134 The predominant landscape pattern within the site is a patchwork of arable and pasture fields lined by a grid network of hedgerows and there are large groups of mature trees and copses surrounding Weston Turville golf course. The site falls within the Southern Clay Vale Landscape Character Zone as identified in the Landscape Plan for Buckinghamshire owing to its key features as described above as well as the views of the Chiltern Escarpment forming a dominant feature. At a more detailed level, the site is situated within the Southern Vale Landscape Character Area 8.10, the condition of which is identified as generally poor but with localised pockets of higher quality landscape management. It is considered that this area has a moderate degree of sensitivity and landscape guidelines include; conserve the distinctive historic character and form of the villages and their settings, especially the fossilised strips associated with Weston Turville. The proposal would change from open countryside to an urban character in the landscape character area within which it lies and the Secretary of State in the previous appeal considered that there would be a fundamental adverse effect on the Southern Vale Landscape Character Area, and this would equally apply to this current proposal.

Visual effects

- 9.135 A 'Landscape and Visual Impact Assessment' (LVIA) has been submitted as part of the application and which reaches the conclusion for the standalone development and cumulative developments (including Aylesbury Woodlands), that there would be significant landscape and visual impacts arising from the development(s) and slight adverse changes of medium significance on views obtained from the northern edge of the AONB and from

Coombe Hill.

- 9.136 It is noted that the LVIA also identifies beneficial impacts arising from the proposed development for example through the incorporation of Green Infrastructure corridors and substantial tree and shrub planting and through sensitive masterplanning to minimise the adverse impacts on landscape character identified. In principle the concept of additional planting could help integrate the development with natural features on the site but it would also enclose the site and would differ from the natural and open appearance of the existing site which covers a large area in between the surrounding settlements of Weston Turville, Stoke Mandeville and Aylesbury (Bedgrove Suburb). This would inevitably have a significant impact on the view from the surrounding landscape.
- 9.137 In terms of landscape effects the proposed development would result in beneficial and adverse changes to the character of the landscape area within which the Application Site sits. These changes would result from the phased development of agricultural land on the edge of the existing town to create a new residential/ recreational landscape with broad corridors of semi-natural and amenity open space. There would be benefits arising from the overhead cables crossing the site being diverted underground as part of the development. There would be only negligible effects on the wider landscape character due to the visual enclosure provided by intervening buildings and vegetation and/or the effects of distance. The cumulative landscape and visual effects resulting from the development of the schemes set out in the ES in combination with the Proposed Development would not alter the significance of effects of the Proposed Development summarised above.
- 9.138 The landscape officer agrees with the conclusions in the ES and advises that the development is concluded to result in some 'harm' which is 'significant' in terms of the loss of open countryside, and these shortcomings weigh against the proposals in the planning balance.
- 9.139 The Secretary of State and Inspector in the previous appeal recognised that the proposed development of this site would result in some adverse impact and that this would weigh against the scheme, and concludes, in terms of the landscape and visual effects of the proposed development:

"although Hampden Fields would have a fundamental adverse effect of the Southern Vale Landscape Character Area, the proposed development, in visual terms, would be capable of establishing itself without undue impact on the appearance of the landscape or on the scenic beauty of the Chilterns Area of Outstanding Natural Beauty. Existing local residents on the edges of part of the site would lose rural aspect, but their outlook into the new built-up area would generally be softened by new green infrastructure to the extent that no material harm would arise".

Impact on the Chiltern Hills AONB:

- 9.140 The site is a low lying and generally flat landscape located to the southeast of the town of Aylesbury with near views available from surrounding housing and footpaths within the site. The Chilterns Area of Outstanding Natural Beauty (AONB) rises abruptly from the foothills of the Chilterns approximately 1.6km to the south. One of the special qualities of the Chilterns AONB is that the main ridge of the escarpment provides long views across the lower lying vales to the north and west towards the application site and the town, with its high rise County Hall (61 metres high) and peripheral industrial sheds which are prominent

components of views from the Chiltern Hills.

- 9.141 Wendover Woods, Boddington Hill and Bacombe Hill are prominent features of the hills to the south and southwest of Weston Turville, although views from these locations are heavily restricted by woodland. In other parts of the escarpment, Coombe Hill and the upper part of Bacombe Hill are also prominent features of the AONB but where open panoramic views may be obtained and are typically expansive, long distance and strongly rural although prominent components include the existing built up area of Aylesbury. In considering the previous appeal, the Inspector considered that the proposal *“would not be seen to be especially intrusive or harmful to the night sky”* and that the *“proposed urban extension could be accommodated within the wider landscape with little apparent change and the scenic beauty of the AONB would be protected”*. In terms of the views towards the AONB the Inspector considered that the site would *“lose its open and rural character and overwhelming countryside character. However its connections with the wider landscape would not be lost as existing footpaths would, generally, be retained within generous green infrastructure: and the continuing presence of the Chiltern Hills in the background would ensure that the adverse impacts were minimised.”* The Secretary of State agreed with these conclusions. It is considered that this current proposal would not result in any greater harm, and this conclusion would similarly apply.
- 9.142 Officers have taken into account the cumulative impacts on views from the AONB of the development which has been considered in the LVIA submitted with the ES, in order to consider the impact on landscape character of the AONB. There would be an increased amount of development (including the Hampden Fields, Woodlands, Arla and Kingsbrook developments) emerging on the eastern side of Aylesbury with the edge of the town expanding eastwards, and this is anticipated to have a greater urbanising effect on views from the AONB. Notwithstanding the significant magnitude of change, as a result of the cumulative developments, it is considered that the Inspector's comments on landscape character are still applicable, as the views are essentially long-distance views, and the development would assimilate with the countryside over time, due to the significant green infrastructure works embedded into each development. The cumulative impacts are therefore not considered to increase the significance of the adverse effects and alter the weight afforded in the planning balance.

Residential receptors:

- 9.143 In terms of views, the ES has considered the effects and it is considered that there would be adverse effects, based on either slight, moderate or major visual changes, on the following visual receptors:
- occupants of some residential properties along the edges of Bedgrove, Weston Turville, Aston Clinton Road, Wendover Road and Hampden Hall;
 - users of public rights of way within the site and to the north, west and south of the site;
 - users of open space at Hampden Hall and Bedgrove Park; and
 - users of Marroway, Aston Clinton Road, the A41 Bypass (south-western end) and New Road.
- 9.144 The Inspector in the previous appeal concluded that *“a significant number of local residents would experience some change to the valued rural ambience of their homes and surroundings...However, the masterplan layout has clearly been conceived with a good degree of separation and good neighbourliness in mind, and, as a result of its overall*

concept, the impact on the amenity of established residents, in its widest sense, would not be unduly harmful". The Secretary of State agreed and stated Existing local residents on the edges of part of the site would lose rural aspect, but their outlook into the new built-up area would generally be softened by new green infrastructure to the extent that no material harm would arise'. It is considered that this would equally apply to this current proposal.

- 9.145 Regard must be had to the previous ruling on landscape character and visual impact raised during the previous planning appeal, and in particular the conclusions set out by the Secretary of State who stated:

"the only significant adverse impact to be carried into the overall planning balance is the harmful effect on the character of the Southern Vale Landscape Character Area as an entity, with no material impact on adjacent character areas".

Coalescence and settlement identity

- 9.146 AVDLP policy RA2 is in conformity with the NPPF and states that new developments in the countryside should avoid reducing open land that contributes to the form and character of rural settlements. It further states that in considering applications for building in Rural Areas the Council will have regard to maintaining the individual identity of villages and avoiding extensions to built-up areas that might lead to coalescence between settlements
- 9.147 The preceding paragraphs to this policy advises that the Council seeks to preserve the separate identities of neighbouring settlements or communities and the Council will resist development that would compromise the open character of the countryside between settlements, especially where the gaps between them are already small. It is acknowledged that in some cases, whilst neighbouring communities may still have separate characters or identities, the built-up areas of those settlements are already linked. The Council will resist further development that would result in consolidation of such linkage and threaten what remains of the separate character or identity of the communities.
- 9.148 Currently, the majority of the application site comprises the existing gap between the edge of Aylesbury town (Bedgrove) and Weston Turville. The greenfield and undeveloped nature of this land forms a rural setting to Weston Turville which is a rural settlement. Built form is shown as wrapping around the rear of properties on Wendover Road and Hampden Hall and extending northeast-wards with recreation and sports fields shown nearest to Weston Turville physically reducing the gap. Inevitably the development of this site will result in a degree of coalescence.
- 9.149 The reduction in gap had been noted by the Inspector previously and considered that matters of settlement identity were addressed generally and were not therefore explored in detail on a site specific basis. The applicant suggests that this proposal forms a 'green gap' and visual separation between the development and Weston Turville providing a soft transition to the wider countryside, the character and appearance of this land will still be discernibly different to the existing agricultural land. In reality, with the introduction of the southern access road running through the western neighbourhood which terminates on Marroway, this intervention on the landscape would give the impression of urbanising the locality which would constitute a significant and permanent change to its character.
- 9.150 The applicant has included a number of changes and enhancements to the previous masterplan, to respond to the Secretary of State, and Inspector landscape criticisms of the masterplan submitted as part of the previous appeal. The significant key changes comprise:

- The omission of development parcel A on the western boundary to ensure the built development moves further from the settlement edge of Stoke Mandeville to reduce the urbanising effect of the proposals (as agreed at the appeal);
- the extent of the playing pitches within the south west corner of the site has been pulled back to allow for a more distinctive semi-natural green space corridor. This amendment is welcomed and the relationship between the new development and the adjoining established settlements (at Weston Turville and Stoke Mandeville) would improve, in contrast to the previous scheme.
- The omission of housing on the development parcel adjacent to the Weston Turville Golf Club which lies to the west of New Road. The new masterplan allocates this land for recreation and sport;
- Relocation and reconfiguration of the employment zone/park and ride area to the north east of the site (adjacent to the A41 roundabout). The employment zone has been moved to the south east of the SLR, and the north eastern edge to the development now comprises a residential block (to the west) with the park and ride (to the east). The employment zone is moved to the south of the park and ride with access from the SLR.

9.151 The above amendments combine to further minimise the visual impacts on landscape in terms of creating a bigger separation between the development and the surrounding settlement edges. The amendments to the Green Infrastructure strategy also provide more substantial buffer zones which would help safeguard the character of existing settlements and will contribute to the softening of this edge. However, it remains a concern that the development would inevitably have an impact on the character and feel of the settlement edge at Weston Turville and Stoke Mandeville by reason of the close proximity and the urban characteristics of the development. The consequence is that the proposed development would result in coalescence and a perceived loss of the village identity enjoyed by residents.

9.152 In addition, the introduction of lighting associated with the development against a current baseline of a dark area of open countryside, would represent a fundamental change to the night-time landscape character which would also have an adverse impact. The nature of these impacts (at night-time) are such that they would not be mitigated and would not reduce the magnitude.

The Secretary of State and Inspector in concluding on the previous appeal stated in respect of coalescence and the settlement harm;

“the appeal site can properly be regarded as an intended garden suburb for Aylesbury, its impact would be greater on Stoke Mandeville and the focus of new recreation facilities between Stoke Mandeville and Weston Turville would draw the appeal site together with those two established settlements. This would result in a fundamental change to the eastern part of Stoke Mandeville through coalescence and some weakening of the northern edge of Weston Turville, with the wider loss of open countryside as part of its setting; and

9.153 He therefore also agreed that the appeal scheme would conflict with Policy RA.2 of AVDLP and would be at odds with the Landscape Character Area guidelines. The Secretary of State further agreed with the Inspector that local opposition to the scheme and the significant value of the appeal site to the local community are also matters to be considered in the overall planning balance”.

9.154 In drawing together the above commentary, it is considered that the proposals would conflict with the aims of Policy RA.2 of the AVDLP, as the development would result in the substantial loss of open countryside resulting in coalescence between the development and Stoke Mandeville, and the western settlement borders of Weston Turville – which combined would be harmful to local character and settlement identity. Officers consider that this harm is substantially limited to the local area and with the new masterplan, coupled with the new green infrastructure proposed, the impacts could reduce over time. The Inspector was clear that the residual wider landscape impact, although harmful, is limited to the Southern Vale Character Area and not the AONB. For this reason, although officers acknowledge that coalescence will result from the development, the extent of this objection (to include harm to the AONB and settlement boundaries) could not be sustained, in light of the over-riding and substantial benefits of the development. Therefore, the level of adverse significant impact (to local views and the Southern Vale) in the planning balance is tempered in this report to be consistent with the appeal decision which acknowledges the adverse impacts on landscape character, settlement coalescence (with Stoke Mandeville) and the weakening of the settlement boundary of Weston Turville. Noting the layout and mitigation measures that are proposed as part of the scheme, it is considered that this factor is an adverse impact to be attributed significant negative weight in the planning balance.

Agricultural land

- 9.155 The NPPF in paragraph 112 states that local planning authorities should take into account the economic and other benefits of the best and most versatile agricultural land (i.e. Grades 1, 2 and 3a in the Agricultural Land Classification (ACL)). Where significant development of agricultural land is demonstrated to be necessary, local planning authorities should seek to use areas of poorer quality land (i.e. Grades 3b, 4 and 5) in preference to that of higher quality. AVDLP does not contain any specific saved policy regarding the protection of BMV agricultural land.
- 9.156 The land is graded depending on the extent to which physical or chemical characteristics impose long-term limitations on agricultural use.
- 9.157 The application site extends to approximately 219 hectares of mostly arable land with some pasture (six fields) in the northern part of the site (4.7 hectares) which is grazed by cattle or cut for forage. The proposed development will involve the loss of 214 ha agricultural land. Approximately 76 hectares of the site has been classified as constituting subgrade 3a (good quality) land which is found in isolated pockets running centrally through the site where the land is well drained and represents 36% of the agricultural land. Approximately 138 ha is moderate quality subgrade 3b land due to a soil wetness limitation.
- 9.158 Therefore, the proposed development will involve the loss to agriculture of approximately 76 hectares of best and most versatile land in subgrade 3a, of which 51 hectares are for built development. This would therefore, lead to the loss of available farmland as the vast majority of land associated with Rectory Farm would be removed from agricultural production, effectively ending the holding in its current form. Approximately one fifth of Woodlands Farm would be lost from production but the remainder will be able to continue in production as at present. The existence of, and ratio of subgrade 3a and 3b found on the site is typical of the quality of agricultural land in the locality.
- 9.159 In the conjoined inquiry into the previous development of Hampden Fields, the Inspector

considered that the loss of BMV was a negative matter in the overall planning balance. The inspector applies in his judgement that the overall value of land that would be lost is limited by its dispersal through the site, whereas a larger block would be more advantageous in agricultural terms. The Inspector also noted that the proximity to the urban fringe of Aylesbury and public footpaths would limit the overall value of the agricultural land further.

- 9.160 In summary the site comprises of 76ha of BMV (of the 214 ha total agricultural site area) of best and most versatile agricultural (BMV) land. This falls above the threshold of 20ha set by Natural England. The magnitude of the impact on the agricultural land as a result if the irreversible development of this quantity of BMV land is considered to have an adverse effect, impacting on Rectory Farm and Woodlands Farm. Natural England have been consulted on the proposal and have had regard to the loss of BMV land as a consequence of the development proposal and note the lack of mitigation to offset the impact of the development. Indeed no mitigation is offered of the loss of this quantum of BMV agricultural land. However, the proposals would result in a net biodiversity gain, which balances out the ecological loss of agricultural land. The inspector recognised that this effect would be adverse and could be afforded negative weight in the overall planning balance. Therefore limited negative weight is afforded to the current proposals in the planning balance in respect of the loss of BMV agricultural land.

Trees and Hedgerows

- 9.161 Policies GP39 and GP40 of the AVDLP seek to preserve existing trees and hedgerows where they are of amenity, landscape or wildlife value. The NPPF also states here that planning permission should be refused for development resulting in the loss of veteran trees found outside ancient woodland, unless the need for, and benefits of, the development in that location clearly outweigh the loss.
- 9.162 No tree preservation orders are registered against the site, nor does it lie within a designated conservation area. The site contains black poplar trees recorded adjacent to drainage ditches and watercourses and the report recognises the importance of this native species (Local Plan Policy GP.40 Black Poplars). The report states that several black poplars have high potential for failure due to their poor condition. The Site consists of agricultural fields enclosed by hedgerows with mature and semi-mature native trees along their length.
- 9.163 The survey recorded a total of 233 individual trees and groups, and 3 woodlands. This includes 10 category 'A' trees/woodlands (high value), 5 category 'B' trees/groups (moderate), 150 category 'C' trees/groups (low) and 31 category 'U' trees/groups (very low)
- 9.164 The survey recorded 67 hedgerows forming approximately 17,930 linear metres. These are mainly single species including hawthorn and blackthorn.
- 9.165 The Development Framework Plan confirms that the proposal will result in the loss of no category 'A' trees/woodlands, 2 category 'B' trees/groups, 17 trees and 4 groups category 'C' trees/groups, 1 category 'U' trees/group and Approx. 4,317 linear metres of hedgerow (25% of existing).
- 9.166 The existing hedgerows have not been well managed and as part of the mitigation for the proposals, 10m semi-natural buffer strips are shown either side of the retained hedgerows in the amended scheme (previously 5m) to allow for long term growth and creation of habitats.

- 9.167 There are a number of Black Poplar trees within the site and the proposed development as shown results in the loss of 3 Black Poplar trees. The tree survey provided advises that many of the Black Poplar trees on site are in poor condition and it is proposed to bring these into favourable long term management as standing dead wood can contribute to the overall biodiversity of the site. Any losses will be compensated by the propagation and establishment of new cultivars within the GI network. No veteran trees are to be lost as a result of the proposals.
- 9.168 New structural and screen tree planting, hedge and shrub planting is also indicated as being proposed as part of the future detailed scheme. The 'Frameworks Plan' illustrates a net gain in the number of trees across the site with new planting along highways, open spaces, and around housing. On the basis of the detail submitted it is considered that a scheme could be designed to pay adequate regard to the landscaping of the site and subject to completion of a Tree Protection Plan and Arboricultural Method Statement such that the development would accord with AVDLP policies and with relevant NPPF advice and as such this factor should therefore be afforded neutral weight in the planning balance.

Biodiversity

- 9.169 The NPPF states that the planning system should aim to conserve and enhance biodiversity by, amongst other things, minimising impact on biodiversity and providing net gains in biodiversity in accordance with the principles set out in paragraph 118 of the NPPF.
- 9.170 A series of ecological surveys have been undertaken and which have identified the presence of bats, breeding birds and badgers. Mitigation measures are outlined although further detail is required (which could be conditioned). The applicant has provided additional detail to the badger report which identifies the commuting routes and foraging areas which has informed the indicative position of badger proof fencing (full details of the design, siting and extent of the fencing can be conditioned). In addition, it is considered that the compensatory habitat off-site for skylarks should be increased to compensate for the loss of the existing breeding areas.
- 9.171 The site has a history of agricultural activity which limits the chances of varied ecological habitat emerging although it does provide good foraging opportunities for species of conservation value particularly through the retention and protection of the hedgerow network.
- 9.172 A complex of ridge and furrow grassland fields are located to the south-east of Bedgrove Park which offers a feature of ecological value and retention of 80% of the best components of the ridge and furrow grassland has been achieved through alterations to the scheme design which will be protected and enhanced through positive management to provide species-rich wildflower meadows which can form habitats. Up to 20% will be lost through the creation of an attenuation basin in the south-west corner which is considered to be a significant loss of a resource of ancient origins which cannot be replaced. The previous Inspector considered that the loss would be neutralised by the benefit of securing protection and management for the greater part which could be secured in this current proposal.
- 9.173 Removal of more category U trees is to be considered following consultation with an ecologist to ensure no valuable habitat is damaged through the removal of what are considered low value trees.
- 9.174 Under Regulation 53(2) (e) of the Conservation of Habitats and Species Regulations 2010

(as amended), the applicant will need to acquire a mitigation licence as the development is anticipated to have impacts on European Protected Species, that would otherwise be illegal, such as: capturing, killing, disturbing or injuring them (on purpose or by not taking enough care) damaging or destroying their breeding or resting places (even accidentally), obstructing access to their resting or sheltering places (on purpose or by not taking enough care). With the requirement for the applicant to obtain an EPS Licence, the Local Planning Authority has to have regard to the three tests as set out in the Natural England Advice Note: European Protected Species and the Planning Process in respect of protected species. These three tests are:

- (i) Test 1: the consented operation must be for “preserving public health or public safety or other imperative reasons of overriding public interest including those of a social or economic nature and beneficial consequences of primary importance for the environment”;
- (ii) Test 2: there must be “no satisfactory alternative”; and
- (iii) Test 3: the action authorised “will not be detrimental to the maintenance of the population of the species concerned at a favourable conservation status in their natural range”.

9.175 With regard to the three tests above, the following is relevant:

- (i) It is considered in the case of the Hampden Fields development that there is an overriding public interest in that there is a need to deliver substantial new employment with essential new strategic transport infrastructure that will create significant benefits, alongside the provision of additional housing within the District, which have been identified as matters that represent a significant positive benefit. Given the level of future growth envisaged for Aylesbury there will be a need to release greenfield sites. There will be social and economic benefits to the public and beneficial consequences to the environment and therefore the proposal meets the imperative reasons of overriding public interest.
- (ii) The site has been assessed as being appropriate for a major residential-led sustainable mixed employment and infrastructure led development including a substantial housing component, where the limited adverse impacts are outweighed by the substantial benefits. There are no equivalent alternative sites available to deliver the proposed part of the Southern Link Road which could be positioned in order to link up with the planned strategic route on adjoining sites. There are no other sites that could deliver this link road. The NE guidance recognises that there are always going to be alternatives to a proposal and, in terms of licensing decisions, it is for Natural England to determine that a reasonable level of effort has been expended in the search for alternative means of achieving the development whilst minimising the impact on the EPS and that a proportionate approach is adopted in considering the feasibility of alternative solutions relative to the degree of likely impact. There is a need to release sites to accommodate future growth at Aylesbury and the suitability of the site in the HELAA, and vision for Aylesbury Garden Town. The report sets out the adverse effects of the proposed development, and being a greenfield site these effects would also apply in the same way to the consideration of other sustainable urban extensions around the town, and weighs those against the benefits, including the mitigation, compensation and enhancement in ecological terms. Having regard to all of these factors it is considered that there are therefore no satisfactory alternative sites which would provide the same social and economic benefits to the public and beneficial consequences to the environment highlighted above, namely the new housing quantum, SLR and associated highways infrastructure improvements, employment, park and ride

scheme, flood defences as well as flood mitigation, and open space/sports facilities to meet specific needs at Aylesbury. Mitigation and enhancement measures are proposed to the benefit of the European Protected Species.

- (iii) The Council's Biodiversity Officer is satisfied that the mitigation measures proposed by the applicant will ensure the development is not detrimental to the protected species on and around the site and suitable roosting sites will be provided within the site and off-site as part of the enhancement scheme secured under the s106, and ensure net gain. Natural England has been consulted on the application and following the submission of a revised strategy has raised no objections to the proposed development.

9.176 Although officers consider that the current proposals, in their outline form, do not contain the full details in order to quantify ecological impacts to enable pre and post development comparison, sufficient to objectively assess net losses or gains of the end-scheme, it is recognised that the application is in outline form where such details would not be known or expected at this stage. The applicant has provided additional details in an updated Biodiversity Strategy which could form the basis for ensuring the mitigation measures are put in place to secure a net gain in biodiversity, including the details of the off-site compensation measures proposed by the applicant. It is recommended that a condition could be attached to any approval of this outline application requiring the submission of a scheme, in accordance with the Biodiversity Strategy submitted as part of this application alongside details of the off-site compensation scheme to be secured by way of s106, that provides for no net loss of biodiversity on the site and that secures the submission of full details for mitigation in accordance with NPPF guidance, as part of the reserved matters applications.

9.177 Whilst the development would constitute a material change to the baseline character of the site, the development proposal offers opportunities to secure sufficient benefits to offset the adverse effects of the change. Subject to conditions, the application proposal accords with local and national planning policy and would complement the local area and conserve existing natural and other features of value as far as possible.

9.178 In the planning balance it is considered that this matter should be given limited beneficial weight.

Air Quality

9.179 The NPPF includes air quality as an issue to be evaluated when considering the need to conserve and enhance the natural environment and that planning decisions should ensure that any new development in Air Quality Management Areas is consistent with the local air quality action plan.

9.180 A qualitative assessment of the potential effects on local air quality from construction activities on the proposed development has been carried out, with the results set out in the ES and ES Addendum. This showed that during site activities releases of dust and PM10 were likely to occur. However, through good site practice and the implementation of suitable mitigation measures, the effect of dust and PM10 releases will be reduced and excessive releases prevented. The ES predicts that residual effects of the construction phase on air quality are considered to be slight adverse to negligible.

9.181 In addition, a quantitative assessment of the potential effects during the operational phase was undertaken (as part of the ES) using ADMS Roads to predict the changes in NO2 and PM10 concentrations that would occur due to traffic generated by the proposed

development. The ES results show that the proposed development would cause medium to imperceptible changes in NO₂ concentrations and small to imperceptible changes in PM₁₀ concentrations at the assessment receptors. The ES considers that the residual effects of the proposed development on annual mean NO₂ concentrations is considered to be negligible at the majority of existing assessment receptors, slight adverse at seven receptors and moderate adverse at one receptor. A slight beneficial impact is predicted in the ES at six of the existing assessment receptors. The residual effects of the proposed development on PM₁₀ concentrations are considered to be negligible in the ES.

- 9.182 The Council's Air Quality Officer has accepted the content and conclusions of the Air Quality Assessment which accompanies the application. On the basis of the assessment, and with the proposed mitigation (to be conditioned in respect of construction works and imbedded design) in place, the proposed development is in accordance with the guidance set out within the NPPF. This is considered to be a neutral factor in the planning balance.

Noise

- 9.183 Paragraph 123 of the NPPF states that planning decisions should aim to avoid noise from giving rise to significant adverse impacts on health and quality of life as a result of the new development and mitigate and reduce to a minimum other adverse impacts on health and quality of life arising from noise from new development including through the use of conditions.
- 9.184 Chapter 11 of the Environmental Statement, as supplemented, considers the issues in relation to noise and vibration, a full assessment of which has been undertaken by WSP. There are no buildings to be demolished as part of the proposed development. The ES states that once operational, the main noise impact will relate to traffic from users of the development. There are three roads that influence the noise climate on the site as well as the creation of the new link road which will be noticeable at dwellings on the site. The ES recommends that the noise impact (from traffic) can be mitigated by appropriate design, layout and will not be detrimental to existing or future occupiers of the adjoining or proposed developments. The ES contends that the proposed development will have a negligible effect in terms of noise and vibration and as such the development complies with the guidance contained within the NPPF.
- 9.185 It is considered that potential noise levels can be predicted (when more details are known about the overall design and layout) and noise mitigation measures can be specified and addressed through the imposition of planning conditions in relation to construction work or at the reserved matters stage in terms of the relationship of proposed houses to the potential noise sources. No objections have been raised by the Environmental Health Officer subject to the noise mitigation measures detailed in chapter 11 being implemented as part of the Construction Environmental Management plan. This is considered to be a neutral factor in the planning balance.

Contamination

- 9.186 A further consideration in the NPPF in relation to the need to conserve and enhance the natural environment is contamination, and the guidance states in paragraph 121 that planning decisions should ensure that the site is suitable for its new use taking account of ground conditions.
- 9.187 The Environmental Statement submitted with the application includes a Desk Study Report which concludes that based on the known past and current land use activity, the potential

for contamination to be present at the site is very low in general but locally low. However, a number of 'local' on-site features have been identified which could give rise to the local increased risk of contamination being present. These include a former barn structure (where agro-chemicals have been stored) and discarded farm equipment/ materials. In addition two historical landfill sites are located within 250m of the site. For these reasons it is recommended that a phase 2 intrusive (geo-environmental) ground investigation will be required in due course to fully characterise the ground conditions at the site and to target the identified potential sources of contamination. The Council's air quality officers have reviewed the ES and its appendices and concur with this assessment and the conclusions therein. It is recommended that planning conditions are placed on any planning approval requiring a phase 2 investigations to be completed. The conditions also recommend that if required remedial works should be completed and a full validation report submitted for approval. This matter is afforded neutral weight in the planning balance.

Conserving and enhancing the historic environment

- 9.188 There are no listed buildings nearby to be affected by the proposals and the development is not near any Conservation Areas which may be affected. As such, the assessment of the impact of the development on the historic environment is limited to the archaeological interest of the site.
- 9.189 The NPPF highlights the desirability of sustaining and enhancing the significance of heritage assets including that of archaeological interest. AVDLP policy GP59 is also relevant is considered to be in conformity with the NPPF and which states that in dealing with development proposals affecting a site of archaeological importance, the Council will protect, enhance and preserve the historic interest and its setting. Details of archaeological field evaluation are expected under national and local policy and proposals should preserve the historic interest without substantial change. Where permission is granted for development involving sites containing archaeological remains, the Council will impose conditions or seek planning obligations to secure the excavation and recording of the remains and publication of the results.
- 9.190 The application is accompanied by an archaeological evaluation report which concludes that the proposed development will affect undesignated heritage assets of archaeological interest. The applicant has carried out further extensive baseline research, field inspection and evaluation subsequent to the previous application on the site. The following heritage assets have been identified within the site that would be affected by development.
- Buried prehistoric and Romano-British remains on-site (recorded through trial trenching), in particular the rectangular enclosure of 2nd – 4th century occupation north of Rectory Farm;
 - Ridge and furrow earthworks;
 - Historic enclosure field pattern and hedgerow boundaries;
 - Form, alignment and setting of West End Ditch;
 - Setting of the Weston Turville Conservation Area; and
 - Settings of vernacular farm buildings at Rectory Farm.
- 9.191 The Masterplan indicates that the 2-4th century enclosure will be preserved in-situ beneath

a school playing field which is considered to be an outcome which would be beneficial in that it would remove the risk from on-going plough cultivation and could provide an opportunity to better reveal the asset's significance through design of the school and related education initiatives/interpretation panels.

- 9.192 Subject to appropriate investigation, recording, publication and archiving of results, Bucks County Council have confirmed no objections to the proposal subject to attachment of the relevant conditions which would conform with advice contained in the NPPF and AVDLP policy GP59.
- 9.193 The applicant has set out in the design statement and planning statement that care has been taken in developing the Parameter Plans to retain the historic enclosure field pattern and hedgerow boundaries as far as practicable, with severance of their alignment kept to a minimum to accommodate access to and circulation within the site, in order to retain and enhance the form of important hedgerows and maintain the 'sense' of an historic field system within a developed landscape.
- 9.194 The applicant has demonstrated that the visual effect of the proposed development on the extant built heritage resource would be limited to low level indirect effects on the setting of a small number of heritage receptors. It is considered that the effects on the settings of the Weston Turville Conservation Area and of Listed Buildings within it are mitigated through considered placement of structures and green spaces within the Parameters Plan layout and limitation of building heights in those areas closest to the Weston Turville Conservation Area to limit the visual impact of development. Further mitigation through strategic planting is proposed across the site. The most significant visual effect will be on the setting of historic buildings within the Rectory Farm complex (which is surrounded by the development and which lies between the SLR, the employment zone and the recreation/sports field to the east of the Eastern Neighbourhood), and at 67 New Road (which is located north of the East Neighbourhood adjacent to the north-eastern blocks on New Road)). These buildings are non-designated heritage assets, and their significance is low in heritage terms.
- 9.195 The applicant confirms that strategically placed green space and screen planting designed to offset the effect of the proposed development on the setting of the buildings will be incorporated into the design scheme, and will form a part of the landscaping reserved matters and/or planning conditions.
- 9.196 It is considered that there would be no significant effect on nearby scheduled monuments through development in their wider setting.
- 9.197 The Environmental Statement submitted is consistent with the view of the BCC Archaeological Service. From a historic environment perspective, the site would be one of the less harmful locations for such major development as many of the adverse impacts can be avoided or mitigated.
- 9.198 Special regard has been given to the statutory test of preserving the setting of the listed building under section 66 and 72 of the Planning (Listed Building and Conservation Areas) Act 1990, which it is accepted is a higher duty. It has been concluded that the development could be designed so as to preserve the setting of the listed buildings and scheduled ancient monuments, and so the proposal accords with section 66 and 72 of the Act. It is concluded that the setting of the listed buildings and ancient monuments would be preserved, and so the proposal accords with section 66 of the Act. In addition, no harm would be caused to the significance of the listed buildings or ancient monuments, in

NPPF terms, and as such this element of the proposal accords with guidance contained within the NPPF and saved policies GP53 and GP59 of the AVDLP, and is a neutral factor in the planning balance.

Promoting healthy communities

- 9.199 In facilitating social interaction and creating healthy, inclusive communities the proposals should aim to achieve places which enable communities to integrate and to come together, including through mixed use developments and strong neighbourhood centres and active streets; safe and accessible environments and developments. This should include the provision of sufficient choice of school places, access to high quality open spaces and opportunities for sport and recreation and the protection and enhancement of public rights of way. This should in particular address the need to provide sufficient green infrastructure which provides value in many ways. It will therefore be necessary to consider how each scheme addresses these issues.
- 9.200 The NPPF seeks to promote healthy communities by facilitating social interaction and creating healthy, inclusive communities. This includes the provision of active street frontages, strong neighbourhood centres, safe and accessible developments with access to social, recreational and cultural facilities and services and high quality open spaces with opportunities for sport and recreation. AVDLP policy GP45 requires that the design and layout of all proposals should incorporate measures to assist crime prevention and help reduce risk to personal safety.
- 9.201 Policies GP86-88 and GP94 seek to ensure that appropriate community facilities are provided arising from a proposal (e.g. school places, public open space, leisure facilities, etc.).

Community Facilities

- 9.202 The sports and recreation areas comprise four full-size sports pitches, two half-sized sports pitches, a cricket pitch and four flood-lit hard courts which could be used for sports such as tennis, netball and basketball. The facilities will be integrated into various locations in the development across the site as set out in the parameter plans. A wide range of children's play facilities including NEAPS (Neighbourhood Equipped Area for Play), LEAPS (Locally Equipped Area of Play) and MUGAS (Multi Use Games Areas) are proposed and will be secured within the reserved matters submissions, and delivered in accordance with the provisions set out in the s106 agreement.
- 9.203 The community orchard is located within an easy distance of existing properties along the A413 Wendover Road. Allotment provision will also be provided as part of the proposal with two designated areas and community growing space within each neighbourhood along the principles of 'edible streets'. In total 11.73ha of the site is set aside for recreational grounds and a further 18.33ha for community parks and spaces. These facilities have been appropriately distributed around the site to comply with standards relating to accessibility.
- 9.204 Financial contributions would be required in addition to the above to secure off site leisure facilities. Matters of detailed design and of a public arts strategy can be covered by Section 106 or at reserved matters stage.
- 9.205 Extensive areas of open space and outdoor playing space are provided across the development site. Access to the open space will be within walking and cycling distances, thus applying the principles of sustainable development. Over 50% of the site area has

been set aside for GI provision and the Framework plan submitted shows the provision of key Green Infrastructure (GI) corridors orientated both east-west and north-south within the site. At the southern end of the north-south corridor is a large area of open space. In total the planned GI comprises in excess of 71.13 ha of semi-natural greenspace including additional tree and shrub planting, over 18.3 ha of community parks and spaces and over 11.73 ha of sports and recreation grounds. In addition, there is a further 0.22 ha given over to domestic garden extensions at the western boundary for the Tamerisk Way properties and 0.84 ha of land allocated for an Ecological Mitigation Area.

- 19.206 The leisure and sports provision identified on the site complies with the principles outlined in Section 8 of the NPPF (promoting healthy communities) whereby the planning system plays an important role in facilitating social interaction and creating healthy, inclusive communities. The application proposal promotes opportunities for meetings between members of the community who might not otherwise come into contact with each other. The masterplanning process has positively planned for the provision of shared space and community facilities, emphasising the importance of access to high quality open spaces and opportunities for sport and recreation.
- 9.207 A proposed Local Centre is provided at the heart of this new community, providing in total 4,900sqm of mixed retail floorspace. The application proposes that up to 1,200sqm (GEA) of this floorspace will be provided for use as a foodstore; 900sqm of other retail floorspace; 600 sqm proposed for restaurant and café uses; 600 sqm for a GP surgery; 600 sqm as a nursery; 600 sqm as a public house with letting rooms; and 400 sqm as professional services. In addition to the above, up to 1300sqm of floorspace could be provided for community and/or leisure uses within the local centre. The proposed floorspace is a sufficient size to be utilised for a variety of uses including as a multi-use facility (which might accommodate a badminton court). The community/leisure facility will be secured by s106 Agreement, with the detailed layout/design set out in the reserved matters submissions.
- 9.208 It is considered that the sports and community facilities and additional open and play space provision are positives of the scheme to support healthy communities. Subject to the measures outline above which could be secured by S106 Agreement, the proposal can be considered acceptable in terms of leisure provision and policies GP86-88 and NPPF advice and this matter should be afforded neutral weight in the planning balance.

Education

- 9.209 The proposed development includes two primary schools, one located within the eastern neighbourhood and one within the western neighbourhood. BCC have a requirement for a 2 form entry primary school in the western neighbourhood and 3 form entry primary school in the eastern neighbourhood primary school, which is being provided on site.
- 9.210 In line with advice from BCC, the developer will be required to make financial contributions (based on the indicative mix of homes provided), in accordance with the policies set out in its "Guidance on Planning Obligations for Education Provision" to provide a 420-place primary school (with 56 place pre-school) and 630-place primary school (with 78-place pre-school) and fully serviced sites of size 2 hectares and 2.9 hectares respectively, to provide for additional secondary school provision (off-site), to provide for the expansion of existing special schools and a commensurate contribution towards the provision of an off-site secondary school site (should the need be identified at a specified later date). The justification for all the contributions identified above is set out in the evidence and

demonstrates that they meet the three tests covered under the CIL regulations.

- 9.211 Having regard to this advice and subject to the required contributions being secured in the S106, it is considered that this matter would not conflict with the requirements of policy GP94 of AVDLP or NPPF advice and should be afforded neutral weight in the planning balance.

Healthcare

- 9.212 Baseline research as part of the ES established a tendency for GP Practices within proximity of the Application Site to operate patient list sizes notably lower than the relevant standards which would indicate potential spare capacity within the area. However, included within the Proposed Development has the potential to deliver an on-site GP Surgery to meet the needs of the new residents of the Proposed Development. The ES anticipates that the Proposed Development is considered to have a negligible effect on GP provision. The proposals will make provision for a GP surgery which will be secured by way of legal agreement, and will meet the growing needs of the population.
- 9.213 The proposals provide for additional healthcare facilities through the provision of the GP Surgery, which could include hospital-type facilities/clinical uses. The Aylesbury CCG raises no objection to the proposals, but has submitted representations recommending the applicant open dialogue with the CCG in order to ensure the provision of healthcare facilities (GP surgery provision) are designed in accordance with the NHS established principles. The CCG has also inquired whether the development could provide temporary healthcare facilities (earlier in the construction) to support the development, in an existing facility (rather than a temporary porta-cabin on site) and this can be further explored with the CCG and applicant, and if necessary included in the S106.
- 9.214 Residents have raised concerns about the potential impacts on hospital provision at Stoke Mandeville Hospital. However, there have been no comments received from the trust. The provision of health facilities at all levels is the remit of the NHS.
- 9.215 In addition, the provision of the sports fields, playspaces and other public spaces encourages people to adopt a healthier lifestyle which is a net benefit in the round. On balance, the proposed development provides adequately for healthcare facilities and should be afforded neutral weight in the planning balance.

Requiring Good Design

- 2.216 The NPPF sets out that the Government attaches great importance to the design of the built environment and that good design is a key aspect of sustainable development. AVDLP policy GP35 is consistent with the objectives of the NPPF and states that the design of new development proposals should respect and complement; the physical characteristics of the site and surroundings, the building tradition, ordering, form and materials of the locality; the historic scale and context of the setting; the natural qualities and features of the area; and the effect on important public views and skylines. AVDLP policy GP38 is also in conformity with the NPPF and states that new development schemes should include landscaping proposals designed to help buildings fit in with and complement their surroundings and conserve existing natural and other features of value as far as possible.
- 9.217 The application has been submitted in outline form with the parameter plans providing

further specified or indicative details of the development. The parameter plans expand upon the illustrative masterplan and form the basis for the proposed land uses, access and circulation, density and building height of the development which is considered by the ES. The following parameters plans are submitted:

- 9.218 *Land Use Parameters Plan:* The proposed land use parameters plan shows the disposition and areas for the uses that are subject to the outline planning application. The eastern neighbourhood includes provision of a mixed use Local Centre which is intended to function as the 'heart' to the new community, serving both neighbourhoods and surrounding communities.
- 9.219 Within the previous Hampden Fields proposal the Local Centre was centred on the 'Main Street'. This application has seen the Local Centre moved further east and to the north of the proposed Southern Link Road and focussed around the New Road diversion to ensure good access and visibility. The main square will incorporate a shared parking area for surrounding mixed uses, walking and cycling routes and landscaped spaces.
- 9.220 A secondary, smaller 'local centre' is located in the western part of the proposed development which allows for one or two small retail or commercial units. This would serve local need and is co-located with the second primary school and a park equipped with children's play space. Multi-functional community space will be provided in the Local Centre accessible from existing residents in Bedgrove, as well as future residents in the development.
- 9.221 Land has been set aside for the construction of two primary schools, with associated playing fields and drop-off facilities. The primary schools are centrally located within each neighbourhood to principally serve that neighbourhood. The primary school located within the western neighbourhood is co-located with the secondary local centre and two parks, with easy access from the Marroway Link and directly connected with the strategic footway cycleway network. The 3 form entry primary school within the eastern neighbourhood is co-located with the main mixed use Local Centre and will benefit from the close proximity to other community facilities such as a nursery and doctors surgery.
- 9.222 Within the previous Hampden Fields proposal, the employment space was located at the main entrance to the site (from the A41 Aston Clinton Road) and was served directly from the Main Street. The employment space within this application is still served from the Southern Link Road however is now only located on the southern side of this Link Road therefore separated from the surrounding proposed residential areas.
- 9.223 The land made available for a Park and Ride site and Waste Recycling Facility lie close to the A41 Aston Clinton Road and will be located to the south of the Southern Link Road.
- 9.224 *Access and Circulation Parameters Plan:* The Access and Circulation Parameters Plan identifies the access to the proposed development which will be from a number of points of entry points, with main vehicular accesses taking the form of the new Southern Link Road between the roundabout at the A41 and the junction at the A413, Wendover Road.
- 9.225 A secondary access is provided via New Road, which connects the A41 Aston Clinton Road and the B4544 Main Street / Brook End as well as via a new Marroway Link which will extend from the Southern Link Road to the B4544 Marroway. It is proposed to divert New Road through the scheme to run through the Local Centre and around a recreation and sport area south of the Southern Link Road. This comprises a change to the previous scheme which has been made in response to public concerns that access to Weston

Turville should be maintained while discouraging motorists using the New Road as a potential rat-run through the site between Weston Turville and the A41 Aston Clinton Road. The redundant sections of New Road will be closed-off where not required for local access within the development (and retained access to the Weston Turville Golf Course with a turning head also included). The main internal roads in the proposed development are the Southern Link Road and the Marroway Link connecting it with the B4544 Marroway.

- 9.226 The development makes significant provision for footways and cycle-ways to ensure the community facilities and employment opportunities are easily accessible by foot or bicycle. There are two existing public footpaths on the Application Site; one which connects Bedgrove to the north with Weston Turville in the south and one leading from Aston Clinton Road in the north-east towards Weston Turville. Both footpaths will be retained. There will be new footpaths and cycleways provided throughout the development, providing a landscaped route from the Local Centre at the junction of the Southern Link Road with the New Road Diversion to the southern edge of the development site. The landowner of Rectory Farm has indicated his willingness to enable the provision of a further section of this path running from the edge of the development to join the existing public right of way to the south of the Rectory Farm buildings. In due course, the provision of this path might open the way to a formal diversion of the right of way to remove it from the Rectory Farm complex, through which it runs at present.
- 9.227 *Residential Density Parameters Plan:* This parameter plan indicates the proposed densities for the built development which comprise; Higher density residential development (41-60 dph); Medium density residential development (31-40 dph) and Lower density residential development (15-30 dph). Higher and medium density areas are sited centrally in the proposed development, (along the Southern Link Road and along the Marroway Link road) with density decreasing towards the edges of the area of built development.
- 9.228 *Maximum Building Heights:* This parameters plan illustrates the maximum building heights within the proposed development. The densities have been established in response to a combination of factors including housing density, topography and existing building heights in the surrounding local area. There are four ranges of building height proposed for the residential and commercial/non-residential buildings, from one storey through to four storeys. The parameters plans show the layout of heights with the tallest buildings of up to three storeys adjacent to the Local Centre and along the Southern Link Road and Marroway Link. Lower storey heights (2 to 2.5 storeys) are placed towards the edge of the built development.
- 9.229 Whilst the application is in outline with all matters reserved for subsequent approval, the supporting documentation and in particular the amended Design and Access Statement provides further comprehensive detailing of the vision for the scheme, site analysis, the design evolution and the design concept.
- 9.230 *Illustrative Masterplan:* The accompanying Design and Access statement states that; “*the concept is to create a ‘21st Century Garden Suburb’ as an urban extension to the town which is derived from the field pattern and mature landscape features on the site, the proximity to lower density housing in Stoke Mandeville and Weston Turville, together with key long distance views to the Chiltern Hills*”.
- 9.231 The NPPF acknowledges that the required supply of new homes can sometimes be best

achieved through planning for larger scale development, such as new settlements or extensions to existing villages and towns that follow the principles of Garden Cities. The garden city movement was initiated in 1898 by Sir Ebenezer Howard with ideals of holistically planned new settlements which enhance the natural environment, provide high quality affordable housing and locally accessible jobs and comprise of generous green space links to the wider countryside.

- 9.232 The illustrative masterplan incorporates good design principles for a 21st century garden suburb. The proposals are considered to be harmoniously planned out, with landscaping including street tree planting; the developed area has a defined edge with predominantly soft landscaped treatments; regular and permeable arrangement of streets centred around key public spaces with designated functions; a spacious feel or quality balanced with the need to make best use of the land; houses laid out to achieve the best outlook; car parking on plot at the front or side of the building with rear courtyard parking avoided.
- 9.233 The Framework Plan and Illustrative Masterplan submitted show a proposed layout for the development which comprises higher density development towards the centre of the site and lower density development at the edges of the scheme which front onto open space areas to the north, east and south and back onto housing fronting Wendover Road in Stoke Mandeville to the west.
- 9.234 Considerable design development of the proposed layout has taken place, as part of the previous appeal and in the pre-application discussions with the local planning authority to encourage that high quality design can be achieved in line with the NPPF. The D & A submitted includes illustrative 'vignette layouts' illustrating key attributes of the layouts of the varying densities of residential development. This demonstrates features such as tree planting dominant in the street scene, parking in garages or adjacent or set back behind houses, houses set back from street frontage, green corridors in the lower-medium density housing and features such as perimeter blocks of development with clearly defined building lines in the higher density housing, still with tree planting but which is more structured and frontage parking avoiding parking courts where possible; such features help illustrate that an incorporation of garden city principles can be achieved in the proposed development.
- 9.235 A 'vignette layout' has also been prepared for the mixed use local centre which includes the following attributes; primary building entrances addressing the street with articulation to create interest and with servicing to the rear with built form providing enclosure; school access and drop off, ground floor mixed use units to be a minimum internal head height of 3m to facilitate retail/business uses as well as town house units to allow for future adaptability for potential live/work units; parking in the main square to serve the surrounding mixed uses with some gated rear parking; buildings backing onto residential units creating secure boundaries. These attributes indicate that consideration has been given in the outline submission to establishing a sense of place in the centre of the development in order to help achieve good design and following good design principles and which can be secured through the attachment of relevant conditions and via a Section 106 agreement.
- 9.236 Principles have been set out for the layout and form of the employment area which proposes variety in built form in accordance with their function but which will be positioned in a structured layout with particular architectural attention given to frontage buildings. Visual links are to be created from Aston Clinton Road with parking to the front or side of buildings and designed to offer a positive transition to the open space area. Landscaping

and tree planting again represents a key component within this element of the development.

- 9.237 Parameter plans are provided showing a predominantly two-storey residential scheme is proposed with two and a half and three storey focal-point buildings and groups of town houses. Three and three and a half storey buildings are proposed in the local centre along the main street and in employment areas although some provision is also made for single storey buildings in both these areas and as part of the school buildings. The proposed storey height of the development could be appropriate in this location, subject to detailed design and townscape/urban design assessment. Attention has also been given to the span depth of dwellings and detail of footprints of buildings provided which are considered to be of an appropriate scale.
- 9.238 An average indicative residential net density of circa 35 dwellings per hectare is proposed on land shown for residential and local centre use but which comprises of varying degrees of density across the site. NPPF does not include an optimum range for density of housing and it is considered that the proposed density is appropriate in this location.
- 9.239 The Local Planning Authority consider that the design concept, as illustrated in the illustrative masterplan is of considerable merit. The NPPF also advises that consideration should be given to using design codes to help deliver high quality outcomes. These will be submitted to the council and agreed prior to and as part of the reserved matters submissions which provide an acceptable mechanism for securing the overall design quality. It is considered that design codes can go some way to demonstrate that the proposal would comprise sustainable development, create and sustain an appropriate mix of uses and support local facilities and transport networks and achieve high quality and inclusive design. The need for a design code (to inform future reserved matters applications) can be secured by way of a s106 planning obligation. A commitment has been made to the preparation of four design codes to cover; eastern and western neighbourhood, local centre, employment area and park and ride which can be secured by way of condition. Notwithstanding the further design detail required, the illustrative material is satisfactory at this stage to suggest that the proposals could result in a high quality sustainable urban extension to Aylesbury in line with the Garden Town principles.
- 9.240 The Crime Prevention and Design Advisor from Thames Valley Police has commented on the proposal and confirmed that they do not wish to object to the proposals at this time. However, they do identify a number of concerns in regards to the indicative parking design/layout, permeability/through-routes, and surveillance from buildings overlooking public spaces; footpaths play areas and communal space, footpath provisions, older person's home design and location, defensible spaces and security provisions. A particular concern relates to the provision of pedestrian/cycle access through to Wendover Road to the west, and whether this could be sufficiently lit or overlooked. The detailed design provisions will need to be addressed and incorporated at the Reserved Matters stage, and subject to any other conditions. A condition is recommended which would ensure the proposed development would be substantially in accordance with the Secure by Design guidance. This is afforded neutral weight in the planning balance.
- 9.241 Subject to the imposition of appropriate conditions on any outline approval to agree the specific details of materials, boundary treatments, landscaping, slab levels and lighting, it is considered the proposal could comprise an appropriate form of design in the context of the site, in accordance with GP35 of AVDLP and the NPPF. It is considered this factor should be afforded neutral weight in the planning balance.

Meeting the challenge of climate change and flooding

- 9.242 Paragraph 103 of the NPPF requires new development to consider the risk of flooding to the site and elsewhere. Developments need to demonstrate resilience to climate change and support the delivery of renewable and low carbon energy which is seen as central to the economic, social and environmental dimensions of sustainable development. This will not only involve considerations in terms of design and construction but also the locational factors which influence such factors. Development should be steered away from vulnerable areas such as those subject to flood risk whilst ensuring that it adequately and appropriately deals with any impacts arising.
- 9.243 The Environment Agency flood map shows the majority of the site to lie within Flood Zone 1. However, an approximately 130m wide strip along Wendover Brook is within Flood Zone 3 and a small portion of the site adjacent to the A41 is within Flood Zone 2. A very small portion of the site near the northern boundary adjacent to the West End Ditch is also within Flood Zone 3. All built development is located in Flood Zone 1 (lowest risk) where the annual probability of flooding in any year is less than 1 in 1000. As there are no vulnerable land uses (classified as less, more or highly vulnerable uses (as set out in table D.2 (Flood Risk Vulnerability Classification) in the EA Guidance Note) within Flood Zones 2 or 3, it is not necessary to require the applicant to carry out a Sequential Test, as the built development has been steered away from these higher risk zones, in accordance with para 103 in the NPPF.
- 9.244 The Flood Risk Assessment accompanying the application confirms this principle and also indicates a 5m buffer to be retained between watercourses and any proposed basins, and that the net length of watercourses on site will not be reduced. This is also in accordance with AVDLP policy GP66 which requires that riverside development will require access corridors and buffers adjacent to watercourses to conserve and enhance existing landscape or wildlife value and enhance the environment. The Environment Agency advises that development and mitigation measures should be implemented in accordance with the FRA which can be tied by condition.
- 9.245 The surface water drainage strategy will consist of a 'Management Train' of sustainable drainage systems (SuDS) which will include features such as water butts, permeable pavements and swales, with the final runoff to the watercourse controlled by detention basins. In addition, new properties that may be susceptible to Surface Water Flooding will have slab levels set above existing ground level. The strategy will ensure that post development runoff does not exceed the existing 'Greenfield' runoff for a range of return periods.
- 9.246 The Aylesbury Vale Strategic Flood Risk Assessment (SFRA) identifies a number of flood alleviation schemes (FAS) to alleviate existing flooding in Aylesbury. The proposal seeks to deliver the Wendover Brook Flood Storage Area as part of the development which will reduce the risk of flooding in Aylesbury, downstream of the development (an initial assessment shows a 10% reduction in peak flows can be achieved) which comprises a betterment of the area's flood defences and enhancement to town-wide flood defences over and above the need arising from the development. The integration of flood alleviation into the scheme will be of wider benefit to Aylesbury and would also accord with The Thames River Basin Management Plan as its efficient design (to be conditioned) would contribute towards improving general water quality from the site.
- 9.247 The NPPF states that planning plays a key role in helping shape places to secure radical

reductions in greenhouse gas emissions, minimising vulnerability and providing resilience to the impacts of climate change, and supporting the delivery of renewable and low carbon energy and associated infrastructure. This is central to the economic, social and environmental dimensions of sustainable development.

- 9.248 The application is accompanied by a sustainability statement which states that the proposed development will seek to follow the energy management hierarchy in minimising energy usage whilst delivering a high level of onsite low carbon energy production. Low carbon energy sources will be utilised to meet both Building Regulations Requirements and the proposed developments energy target for 10% of the site's total energy demand to be served using on-site renewable energy sources and sets the residential development on a path to 'zero carbon' by 2016.
- 9.249 The energy strategy identifies photovoltaic (PV) electricity generation as the most appropriate way of achieving the target and it is proposed that photovoltaic tiles, rather than photovoltaic panels are used on the roofs of houses. This solution is preferable in terms of visual amenity for individual dwellings and also owing to their low reflectivity which is preferable in long views.
- 9.250 The applicant has evidenced in the submitted energy strategy how the proposed development can also be designed to achieve high standards of sustainable design and construction, with the residential aspect being compliant with Part L of the Building Regulations and the non-residential buildings will achieve BREEAM 'Very Good' as a minimum, with an aspiration to achieve BREEAM 'Excellent'. The Energy Statement identifies the use of enhanced building fabric thermal performance, reduced thermal bridging, enhanced air permeability, solar control glazing, passive solar design and natural ventilation as design measures which would enable the housing to deliver a sustainable design.
- 9.251 The commitment to incorporating flood alleviation measures into the development as well as the detailed flood risk assessment demonstrates that the proposal takes full account of flood risk which has moderate benefits in the planning balance and supports the move to a low carbon future owing to its positive strategy to promote energy from renewable and low carbon sources incorporated into the design of the proposal in line with advice contained in the NPPF and is afforded neutral weight in the planning balance.

(c) Other matters

Residential Amenity

- 9.252 The NPPF in its core planning principles seeks to secure a good standard of amenity for all existing and future occupants. Policies GP8 and GP95 of the AVDLP seeks to protect the amenities of residents and policy GP8 in particular states that planning permission will not be granted where the proposed development would unreasonably harm any aspect of the amenity of nearby residents when considered against the benefits arising from the proposal.
- 9.253 The masterplan has been designed in such a way so that where the development abuts existing residential properties, a green buffer area is generally proposed providing separation between the rear boundaries of existing dwellings and new residential properties. There are instances around properties at Hampden Hall and to the rear of properties on Wendover Road where residential development is positioned beyond the existing rear boundaries over 50m from existing dwellings. In order to address the

proximity with the Hampden Hall development, the applicant modified the previous masterplan to create a bigger gap between the properties on Tamerisk Way by increasing the depth of gardens to the east-rearward facing properties. The boundary planting and shrubbery would be located further from the properties creating a less enclosed feel to the gardens. As such, a reasonable degree of separation would be provided which ensures that residential amenity of residents will not be unduly affected.

- 9.254 The general arrangement and layout indicated in the illustrative masterplan indicates that separation distances from existing residential properties are adequate around the site to ensure that the proposals would not have adverse impacts upon the amenities of surrounding properties in terms of access to light and outlook. These distances should also ensure that there will not be any issues of overlooking or reduction in privacy. At this stage, the matters of the detailed appearance, layout and scale of the proposed development are reserved for approval at a later date (and the submitted layout plans provided are illustrative only). It is therefore not possible to make detailed assessments relating to the direct impacts the new houses would have on existing neighbours or one another (or indeed the impact that other matters such as the landscaping proposals or lighting of the site may have).
- 9.255 Matters of air quality, noise and disturbance are covered above.
- 9.256 Subject to an appropriate layout and scale of development, it is considered that the proposed development would not result in any significant loss of light or overshadowing to, neighbouring properties. It is therefore considered that at the detailed stage the proposal could be designed so as to accord with policy GP8 of AVDLP. It is considered that this factor should be afforded neutral weight in the planning balance.

Utilities and Services

- 9.257 There is a foul sewer crossing the edge of the site which has sufficient capacity to meet the needs of the development and a trunk water main (which requires partial re-routing) which Thames Water has advised has insufficient capacity but which can be addressed through the imposition of a condition to provide impact studies on the existing water supply. The gas mains medium pressure network will serve the site and the overhead cables crossing the site will be diverted underground as part of the development which will contribute to power grid reinforcement which will bring town-wide benefit.
- 9.258 The NPPF states that advanced high quality communications infrastructure is essential for sustainable economic growth.
- 9.259 It is noted that telecommunication services are located in all the adjacent highways including New Road and that superfast Broadband is facilitated in Aylesbury and soon in Wendover which will be available to new residents, businesses and schools. As such, there is no material change in circumstances from the previous planning application which would lead to a different conclusion on this matter. It is considered that the development maximises the use of existing capacity in utility services in accordance with planning policy guidance.

Waste Management

- 9.260 The most significant effects of the proposed development from a waste management perspective include the generation of waste materials during site clearance and earthworks; during construction activities; and subsequent operation. The effects of this are assessed within the ES. The proposed construction approach and strategy has

sought to minimise waste generation, including through application of Design for Manufacture and Assembly Principles. The ES recommends that the effects on waste management are mitigated by the following initiatives:

- Adherence to the waste hierarchy (reduces, reuse, recycle, recover);
- Implementation of Site Waste Management Plan's (SWMPs) and associated waste monitoring;
- Reuse of earthworks/construction materials on-site or reuse/recycling off-site;
- Registration of the development with the Considerate Constructors Scheme;
- Management of supply chains and good on-site storage of materials to prevent wastage; and
- Segregation of recyclable materials within the new buildings.

9.261 The ES forecasts that the proposed development is not expected to result in a significant quantity of excavation material being generated from excavation, as the majority would be reused on-site. The ES concludes that this will result in a negligible long-term residual effect due to the timescale for the construction phase (15 to 16 years).

9.262 The ES also anticipates that the proposed development will also result in the generation of a considerable quantity of construction and operational waste, even following implementation of measures to minimise the generation of waste, including the initiatives listed above. The ES considers that if the majority of the construction waste is appropriately reused on-site or reused/recycled off-site and Site Waste Management Plans are prepared and implemented, the proposed development will result in a residual long-term effect of minor adverse significance. Such mitigation measures can be conditioned, in respect of construction waste, operational waste and the management arrangements for the relevant phase or development parcel.

9.263 Overall the ES anticipates that the development will have a minor impact in terms of the increase in waste production and will accord with the guidance contained within the NPPF.

(d) Section 106/Planning Obligations

9.264 An assessment is required to conclude whether each proposal will be a sustainable development and that any adverse impacts can be satisfactorily addressed through appropriate mitigation. This will include on and off site provision of infrastructure and facilities to provide for the needs of the residents as well as providing for any specific site specific mitigation.

9.265 As noted above, there are a number of requirements which would need to be secured in a Planning Obligation Agreement to secure their delivery, namely financial contributions towards and/or onsite provision of education facilities, off site sport and recreation facilities, on-site provision of land to made available for employment use and the Park and Ride Facility, on-site provision of affordable housing (including review mechanisms as set out above), provision of custom build, design codes, provision of a temporary community facility, on-site provision of a GP surgery and/or provision of temporary services on site or within an existing nearby facility if appropriate), provision and maintenance of public open space, recreation and play areas, rights-of-way provisions, on-and off-site highways works/road infrastructure works, travel plans and sustainable transport measures (and/or financial contributions thereto). Specific projects are also to be identified for the financial

contributions to ensure compliance with latest Government Guidance in consultation with the Parish Councils and County Council (Highways, Education and Strategic Flood Risk). A phasing strategy will also be secured in regards to the delivery of the development parcels/phases.

- 9.266 It is considered that such requirements would accord with The Community Infrastructure Levy (CIL) Regulations 2010. Regulation 122 places into law the Government's policy tests on the use of planning obligations. It is now unlawful for a planning obligation to be taken into account as a reason for granting planning permission for a development of this nature if the obligation does not meet all of the following tests; necessary to make the development acceptable in planning terms, directly related to the development and fairly and reasonably related in scale and kind to the development.
- 9.167 In the context of this application the development is in a category to which the regulations apply. The requirement for all of the above named measures being sought, if the proposals were to be supported, would need to be secured through a Planning Obligation Agreement and this is assumed in the planning balance. These are necessary and proportionate obligations that are considered to comply with the tests set by Regulation 122 for which there is clear policy basis either in the form of development plan policy or supplementary planning guidance, and which are directly, fairly and reasonably related to the scale and kind of development. Specific projects would be identified within the Section 106 in accordance with the pooling limitations set forth in CIL Regulation 123 to ensure that the five obligations limit for pooled contributions is not exceeded.

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