



Report to Strategic Planning Committee

Application Number:	16/00424/AOP
Proposal:	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 109.01 ha) 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.
Site Location:	Land Between Wendover Road And Aston Clinton Road Weston Turville Buckinghamshire
Applicant:	Hampden Field Consortium
Case Officer:	Helen Fadipe
Ward(s) affected:	Former Aston Clinton & Stoke Mandeville
Parish-Town Council:	Weston Turville
Date valid application received:	05.02.2016
Statutory determination date:	27.05.2016
Recommendation	The recommendation is that permission be deferred and delegated to the Director of Planning and Environment for APPROVAL subject to the satisfactory completion of a legal agreement to

secure financial contributions towards provision of education facilities and off site sport and recreation facilities, off site farmland bird mitigation, on-site provision of land employment use, Park and Ride Facility, on-site provision of affordable housing (including review mechanisms), provision of custom build and care facility, design codes, provision of a temporary community facility, onsite provision of primary education facilities, on-site provision of a health centre (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 contributions/ works/road infrastructure works, travel plans and sustainable transport measures (and/or financial contributions thereto), SUDS maintenance, public art, ecological mitigation and offer of garden extensions together with a phasing strategy and subject to conditions as considered appropriate by Officers, or if these are not achieved for the application to be refused.

1.0 Summary & Recommendation/ Reason for Planning Committee Consideration

- 1.1 This application was previously heard at the Strategic Development Management Committee of the former Aylesbury Vale District Council on 25 October 2017 when it was resolved that permission be deferred and delegated for APPROVAL subject to the completion of a legal agreement to secure financial contributions towards and/or onsite provision of education facilities, off site sport and recreation facilities, off site farmland bird mitigation, 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), provision of custom build and care facility, design codes, provision of a temporary community facility, onsite provision of primary education facilities, on-site provision of a health centre (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 contributions /works /road infrastructure works, travel plans and sustainable transport measures (and/or financial contributions thereto), SUDS maintenance, public art, ecological mitigation and offer of garden extensions together with a phasing strategy and subject to conditions as considered appropriate by Officers, or if these are not achieved for the application to be refused.
- 1.2 Since the resolution, work has been progressed on the S106 legal agreement and was close to agreement last year. There have been a number of changes in terms of the policy framework and the publication of an updated Aylesbury Transport Model in 2020 which contains updated origin and destination data.
- 1.3 A Regulation 22 letter served on the applicant advised that the model must now be used for assessing planning applications around Aylesbury and requested an update to the Environmental Statement (ES). Additional documents including an ES Addendum have been submitted and the subject of further public consultation. Further representations have been received and in this context it is considered appropriate for the application to be returned to committee for determination and to provide an up to date position, including the evolving policy framework.

- 1.4 The application seeks outline permission (with all matters reserved) for a mixed-use sustainable urban extension including up to 3,000 dwellings, employment and other uses as set out in detail in the description below.
- 1.5 The proposal site is located to the south of the existing built up area of Aylesbury Town and outside of the settlement boundary defined in the Weston Turville Neighbourhood Plan where development proposals will not be permitted unless they meet certain criteria. This includes 'other than for development as part of the growth of Aylesbury as defined in the emerging Vale of Aylesbury Local Plan'. Since this site forms part of an allocated site within the emerging VALP, namely AGT4, it would be regarded as not in conflict with Policy H1 of the WTNP.
- 1.6 The proposal would deliver a very significant level of new homes and make a valuable and significant contribution to the Council's medium to long term housing land supply which is a significant benefit to which significant weight is attached, It would make a significant contribution to affordable housing to which significant weight is attached, create significant economic benefits as a result of population growth and investment in construction and the local economy/businesses to which significant weight is attached. The proposed flood defence improvements are afforded moderate weight. There would be a net gain in biodiversity which is considered a benefit to which limited weight is attached.
- 1.7 The proposal is acceptable on highway grounds, subject to a number of mitigation works to be secured as part of the S106 and conditions, The Highway Authority is satisfied that the development will not have a severe cumulative residual impact on the safety and convenience of the highway network and as such, whilst it is recognised there would be some adverse impact from the development, with appropriate mitigation the harm would not only be addressed but create some betterment on a standalone and cumulative basis - significant weight is attached to this benefit. The provision of the Southern Link Road (SLR) at Hampden Fields is a fundamental part of the long-term vision to deliver a partial orbital route around Aylesbury and in addition the development would make financial contributions towards the SEALR and deliver major strategic benefits to the town highway network and this is afforded significant weight in the planning balance. Overall, the highway benefits brought about by this proposal should be afforded significant weight.
- 1.8 Special regard has been given to the desirability of preserving the setting of nearby listed buildings and the conclusion is that the proposal would preserve the setting of those listed buildings. In addition, in relation to the setting of the conservation area, the impact of the built form of the development is considered to amount to 'less than substantial harm' at the lower end of the spectrum to the significance of the Conservation Area to which great weight is given under paragraph 193 of the NPPF. This has been weighed against the public benefit of the scheme and it is concluded that these outweigh the harm arising. Having regard to this there is no clear reason for refusal on this ground.

- 1.9 The proposals comply with other objectives of the NPPF relating to trees and hedgerows, parking and access, promoting sustainable transport relating to cycling, walking and public transport, public rights of way, meeting the challenge of climate change, and conserving and enhancing the natural environment, archaeology, well-designed places and design, healthy and safe communities contamination, air quality, and residential amenities. These matters do not represent benefits to the wider area but demonstrate an absence of harm to which neutral weight is attributed.
- 1.10 In addition to the harm to the setting of the conservation area, there would be harm to the character of the landscape and visual impacts which would be a significant negative impact which attracts significant weight. The development would result in loss of BMV agricultural land which would be of moderate negative impact and attracts moderate weight.
- 1.11 This assessment identifies that various s106 planning obligations would need to be secured to make the schemes acceptable and mitigate its impact in accordance with relevant Development Plan policy and guidance as well as the NPPF if the council was minded to approve the application. These obligations are set out in section 5 below.
- 1.12 The assessment also deals with the question raised on prematurity at section 6 below.
- 1.13 In considering the overall planning balance it is considered that the adverse impacts arising from the proposal would not significantly and demonstrably outweigh the benefits.
- 1.14 Under Part D section 4.4 of the constitution, the Strategic Sites Committee have responsibility for wider strategic development; sites which have a significant impact beyond the specific local area; and sites fundamental to the implementation of an adopted or emerging Local Plan. This will include amongst other criteria large scale major development comprising housing (approx. 400 dwellings or more). The application is for up to 3,000 dwellings, the site forms part of the strategic delivery of sites as a proposed allocation in the emerging VALP under policy AGT4.. It is therefore considered that this application would fall within the terms of reference to be considered by the Strategic Sites Committee as a strategic site which forms part of the overall strategy fundamental to the implementation of the emerging VALP. Under section 2.5 of the constitution officers consider the exercise of delegated powers is not appropriate in this instance given the change in policy framework and other material considerations since it was previously considered and that it would be appropriate for the application to be returned to committee for determination.

2.0 Description of Proposed Development

- 2.1 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.

- 2.2 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.
- 2.3 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.
- 2.4 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.
- 2.5 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.
- 2.6 The application seeks outline permission (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 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 application is accompanied by an illustrative masterplan and parameter plans which shows how the development could be achieved on the site.

2.7 The description of the development has been amended slightly to reflect the increase in the area of multi-function greenspace within the proposed development. The increase is from 108.43 hectares to 109.01 hectares. The application is accompanied by :

- a. 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 FloodRisk
 - Archaeology and Cultural Heritage
 - Agriculture and Soil Resources
 - Socio Economics
 - Waste Management
 - Summary of Mitigation and Monitoring
 - Statement of Significance
- b. Planning Statement and Appendices
- c. Retail Assessment
- d. Draft Heads of Terms
- e. Design and Access Statement
- f. Statement of Community Involvement
- g. Sustainability Statement
- h. Energy Statement
- i. Services Statement
- j. Flood Risk Assessment
- k. Transport Assessment and Technical Appendices
- l. Topographical Survey
- m. Parameters plans indicating land use, residential density, maximum building heights and access and circulation
- n. Illustrative masterplan for illustrative purposes only
- o. Confidential Badger Report

- p. Arboricultural Impact Assessment
- q. Site Location Plan
- r. Framework Plan
- s. Advanced Planting Plan

2.8 Additional documentation has been submitted by the applicant during the determination of the application, 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. Additional documents submitted includes Environmental Statement Addendum, Planning Statement Addendum, Transport Assessment Addendum, and supporting plans in regard to the Confidential Badger Survey, which includes an up to date cumulative positive and negative effects.

2.9 Following the Regulation 22 request in 2020, the applicant has submitted addendums to the Environmental Statement, Planning Statement, Transport Assessment and updated Confidential Badger Report (November 2020), Framework Plan and Parameters Plans, which are offered for approval.

- Land Use Parameters Plan (Drawing Ref: 416.05515.00001.29.001.8)
- Residential Density Parameters Plan (Drawing Ref: 416.05515.00001.29.002.7)
- Maximum Building Heights Parameters Plan (Drawing Ref: 416.05515.00001.29.004.7)
- Access and Circulation Parameters Plan (Drawing Ref: 416.05515.00001.29.005.8)

2.10 The parameter plans have been amended to reflect that the Southern Link Road (SLR) junctions with the A413 Wendover Road and A41 Aston Clinton Road will not be as proposed within this application but will be junctions secured under separate planning consents and delivered by the applicant.

2.11 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.

2.12 The applicant has also provided reports detailing responses to the Hampden Fields Planning Application Documentation (to address the consultation responses).

3.0 Relevant Planning History

3.1 *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.

3.2 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.

3.3 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 C]. 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 onto 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)*

- 3.4 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.*

Near Applications

- 3.5 The surrounding area has been subject to a number of recent planning applications for residential development.
- Aylesbury Woodland, College Road North, Aston Clinton (submitted by Buckinghamshire Advantage)
- 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

- 3.6 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*
- 3.7 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 Details Approved 06.09.2017
18/00388/ADP - Application for reserved matters pursuant to outline permission. Details Approved 20.11.2019
Land North Of Aston Clinton Road (Former Aston Clinton Road MDA Site).
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. There have been various subsequent reserved matters 18/01277/ADP , 19/00510/ADP, and 19/02985/ADP.
20/03629/AOP: Variation of condition 3 attached to planning permission 15/03806/AOP to substitute the approved plans with revised plans listed in attached covering letter. Awaiting decision.
- 3.8 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
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.
- 3.9 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 substation and flood defences. Planning permission was granted December 2013, reserved matters applications are being submitted and construction on the development has commenced.
- 3.10 Westonmead Farm Aston Clinton Road Weston Turville

17/04819/AOP - Outline application with all matters reserved except for principle means of vehicular access, for up to 157 dwellings, public open space, play area, vehicular access off Aston Clinton Road and associated infrastructure.- Approved

- 3.11 Land Between The A413 Wendover Road And The B4443 Lower Road In The Parishes Of Stoke Mandeville, Weston Turville And Aylesbury
CC/0015/20- New dual carriageway link road including: roundabout junction B4443 Lower Road, roundabout junction at A413 Wendover Road, railway bridge, footway/cycleways, noise attenuation barrier, street lighting, earthworks and landscaping between B4443 Lower Road and A413
- 3.12 The application has been screened and scoped under the Environmental Impact Regulations. As stated above n Environmental Statement has been submitted with the application.

4.0 Representations

4.1 Weston Turville, Aylesbury Town Council, Aston Clinton and Stoke Mandeville Parish Councils, have objected (see Appendix D), and a total of 5457 number of responses (email, letter or named in petition) have been received. Of these responses 5455 raised objections, 5 are in support and 2 neutral comments. Whilst these objections have been more clearly set out in Appendix E (General Representation), the key concerns are:

- Coalescence of Aylesbury and surrounding villages
- Character and identity in villages surrounding Aylesbury.
- Loss of open countryside
- Loss of High Grade Agricultural Farmland
- Impact on wildlife diversity.
- Quality of homes
- Affordable housing
- Transport & Highways Safety concerns
- Environmental issues & Residential issues – Noise pollution, Air quality and vibration
- Quality of homes
- Impact on existing services / infrastructure
- Lack of services/ facilities.
- Flooding
- Sustainability
- Prematurity
- Volume of community objections

5.0 Policy Considerations and Evaluation

5.1 Aylesbury Vale District Local Plan (AVDLP 2004): The report will identify where policies are not consistent with the NPPF and the weight to be afforded if not full weight.

Weston Turville Neighbourhood Plan made on 8th August 2018 (WTNP)

Emerging Vale of Aylesbury District Local Plan (VALP): This is now at an advanced stage; further main modifications have been made and consulted on between 15 December and 9

February. Weight can be given to the relevant policies in the plan in accordance with the NPPF. The overall approach as a guide is:

- **Limited weight:** if there is a new and untested policy introduced by a main modification and subject to consultation.
- **Moderate weight:** where there are objections and the Inspector has requested main modifications and therefore objections can be regarded as being “resolved”. The context being that the Inspector has considered the proposed modifications and in agreeing them for consultation, has confirmed that he is reasonably satisfied that they remedy the points of unsoundness identified in the examination process so far (as set out in Inspector’s note ED185).
- **Considerable weight:** where there are objections but the Inspector has not requested main modifications (and as such the policy will not be changed in a material way) and the objections can therefore be regarded as being “resolved”.
- **Significant weight:** where there are no objections and no modifications. These policies are not going to be changed and the next step will be adoption and very significant weight.

The report will identify the weight to be given to the relevant emerging policies.

Supplementary Planning Documents (SPD): Aylesbury Vale Conservation Areas, Affordable Housing, Sport and Recreation and accompanying Ready Reckoner and audit.

The National Planning Policy Framework

National Planning Policy Guidance

Aylesbury Transport Strategy (January 2017)

Buckingham Transport Strategy (January 2017)

Aylesbury Garden Town Masterplan (July 2020)

Principle and Location of Development

Aylesbury Vale District Local Plan: GP35 (Design of new development proposals)

Weston Turville Neighbourhood Plan: Policy H1 Weston Turville Settlement Boundaries

Emerging Vale of Aylesbury District Local Plan (VALP): S1 (Sustainable development for Aylesbury Vale) (Considerable weight); S2 (Spatial strategy for growth), S3 (Settlement hierarchy and cohesive development) (moderate weight), D1 Delivering Aylesbury Garden Town (moderate weight), D- AGT4 (Aylesbury South of A41) (limited to moderate weight), BE2(Design of new development) (moderate weight).

5.2 Policy H1 of the WTNP designates the settlement boundary for the three areas of Weston Turville (Aston Clinton Road, Wendover Road and Hampden Hall and lastly Weston Turville Village) for the purpose of enabling development within the boundary and directing the physical growth of the settlements over the plan period. Policy H1 states that development proposals for small scale development of up to 12 houses within the defined settlement boundaries of Weston Turville will be supported, provided the proposals meet the other policies of this Neighbourhood Plan and Aylesbury Vale Local Plan. Development proposals (other than for rural housing exception schemes, or development as part of the growth of Aylesbury as defined in the emerging Vale of Aylesbury Local Plan), will not be permitted on land outside the Settlement Boundaries unless a number of criteria are met.

5.3 In this instance, the proposed development would be outside of the three settlement boundaries designated, but it does lie within an allocated site, AGT4: Aylesbury

south of A41, within the emerging VALP and this is not in conflict with policy H1 of the WTNP..

- 5.4 It is worth noting that AVDLP Policy RA.14 which seek to restrict development to smallscale rounding off at Appendix 4 settlements (not including Aylesbury) is not regarded as relevant into this application.
- 5.5 The site is allocated for development in policy D-AGT4,in emerging VALP which comprises Hampden Fields (218ha) (this application site) , Land adjacent to Aston Clinton Holiday Inn (5.79ha) and Land at New Road, Weston Turville (1.7ha). AGT4 anticipates delivery of the following:
- At least 2,913 dwellings
 - 60-bed care home/extra care facility
 - Land for a park & ride site
 - 6.90ha of employment land
 - Two primary schools
 - A mixed use local centre
 - Multi-functional green infrastructure (totalling 108.43ha)
 - Strategic flood defences and surface water attenuation
 - 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
 - Cycling and walking links
- 5.6 In respect of the location of the site and transport sustainability, the site is located on one of the strategic highway networks serving the District and there is access to nearby bus stops with bus routes serving Aylesbury, Wendover, Tring, Ivinghoe, Cheddington, Winslow and Buckingham. The train station is approximately 3.4km to the west of the site. Several other developments have been supported in the locality and it is considered that this site is also sustainably located having regard to these. Furthermore, the site is recognised in the WTNP and the emerging VALP as being a sustainable location for development.
- 5.7 Aylesbury was given "Garden Town" status in January 2017 as the focus of the majority of the growth for the Vale. This recognised that the town is going to be one of the key areas for growth in the UK with just over 16,000 new homes planned. The vision for Aylesbury Garden Town (AGT) is premised on building on the existing strengths of Aylesbury and the opportunities for future transformation as a Garden Town. The long term vision Aylesbury is set out in the Aylesbury Garden Town vision 2050. The vision for Aylesbury Garden Town (AGT) is set around eight principles which builds on Aylesbury's heritage, strength and future opportunities as a Garden Town which includes putting the town centre first; creating an innovation and investment hub , creating the highest quality of life for all, a green and healthy garden town; Aylesbury on the move; distinctive garden communities; a smart and sustainable garden town and integrated delivery.
- 5.8 The site is located approx. 3km from Aylesbury Town Centre 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.

- 5.9 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.
- 5.10 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.
- 5.11 Furthermore, there is good access to employment in Aylesbury, particularly with the Arla Super Dairy in proximity and the surrounding service centres locally.
- 5.12 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 would 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, Weston Turville Neighbourhood Plan, emerging VALP policies, the Aylesbury Garden Town Masterplan.

Employment issues

Emerging VALP Policies – S1 Sustainable Development for Aylesbury Vale (considerable weight) , D1 Delivery Aylesbury Garden Town (moderate weight), D-AGT4. Aylesbury South of A41 (limited to moderate), D6 Provision of employment land (moderate weight), E5 Development Outside Town Centres (moderate weight).

- 5.13 The NPPF paragraph 80 states that planning policies and decisions should help to create the conditions in which businesses can invest, expand and adapt significant weight should be placed on the need to support economic growth and productivity, taking into account both local business needs and wider opportunities for

development. Emerging VALP Policy D-AGT4 allocates provision of 6.90ha of employment land and other employment related uses including a local centre on this site. Policy D6 of the emerging VALP recognises that continuing provision of land and premises suitable for employment uses is needed, of a type and scale appropriate to the characteristics of the local area. The provision should provide sufficient opportunities for employment needs to be met locally and reduce the need to travel to work and promote economic growth and social inclusion. Employment land allocation identified in Policy D6 of VALP includes Hampden Fields (29,200 sqm).

- 5.14 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.
- 5.15 Furthermore, the site is south of the 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.
- 5.16 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.
- 5.17 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.
- 5.18 There is a perceived lack of new build developments for industrial uses and the provision of additional employment space as part of this scheme will provide the opportunity to build and add new stock to the market. According to the Council's Economic Development unit, they recently contacted a local commercial agent in recent times who confirmed that demand for industrial units is high, whereas demand for office space has declined as a result of the pandemic, with companies looking to downsize to smaller offices away from main towns. This site flexibility to respond to market demand and the delivery of employment space which will help

support economic recovery and help meet the continued demand for employment space is acknowledged and supported by the Economic Development officer.

- 5.19 The scheme also 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.
- 5.20 The NPPF seeks to promote competitive town centre environments and seeks to support their viability and vitality. The NPPF states at paragraph 89 that local planning authorities should require an impact assessment if the development is over a proportionate, locally set floorspace threshold (default of 2,500sqm). Policy E5 of the emerging VALP (main modification) sets out the sequential test to be followed for proposals that do not comprise small scale rural development and are not within defined town centres.
- 5.21 A Retail Assessment accompanies the application and concludes that the scheme is capable of being supported by the expenditure of 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.
- 5.22 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. In view of the recent changes to the Use Classes Order, a number of these uses would now fall within Class E. It is considered that it would be appropriate to restrict the change of use of specific uses through conditions to ensure the appropriate uses are provided for the benefit of the community and economy. It would also accord with the NPPF paragraphs 104 in that it provides a mix of land uses, minimise the number and length of journeys needed for employment, shopping, leisure, education and other activities.
- 5.23 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, and accord with emerging VALP policies D1, D-AGT 4, D6, E5, and policy S1 and as such should be afforded significant weight in the overall planning balance.

Housing: Quantum, Affordable Housing and Housing Mix

WTNP Policy H4 – Housing Mix and Tenure

AVDLP – Policy GP2 Affordable Housing

SPD – Affordable Housing

Affordable Housing Interim Position Statement (November 2019)

Emerging Policies D-AGT4 Aylesbury south of A41 (limited to moderate weight), H1

Affordable Housing (moderate weight), H6a Housing Mix (moderate weight), H6c

Accessibility (moderate weight), H5 Custom/self build (moderate weight) H6b Housing for older people and H6c Accessibility (attracts *moderate weight*)

- 5.24 The 2020 Five Year Housing Land Supply Position Statement for the Aylesbury Vale area shows that the Council can demonstrate 5.52 years' worth of deliverable housing supply against its local housing need in this area. This calculation is derived from the new standard methodology against the local housing need and definition of deliverable sites set out in the NPPF and NPPG.
- Quantum: This site is included in the trajectory for deliverable housing sites and calculation for the 5 years' worth of deliverable housing supply against its local housing need. The proposal would therefore contribute to housing land supply within the next 5 years (delivering 80 in 2023/24, 150 in 2024/25, 225 in 2025/26)and would ensure an on-going long term supply thereafter (300 pa up to 2033) . There is no reason that the site could not be delivered within the next five-year period which would be a significant benefit. The Hampden Fields Action Group (HFAG) suggest a decision on this application should be delayed until after the Inspector has concluded on VALP. This could result in a delay of approximately six months. This site plays a critical role in meeting the housing trajectory and delivering the 5 year supply. Such a delay would reduce the delivery in 2023/24 (to zero) and the overall 5 year supply. It would put further pressure on housing land supply and will create problems in relation to the Council's ability to meet a five year supply. This undermines important objectives in the NPPF which seeks to ensure an adequate supply to meet objective needs.
- 5.25 It is considered that there would also be economic benefits in terms of the construction of the dwellings themselves as well as the resultant increase in population which would contribute to the local economy, and this matter is afforded significant weight.
- 5.26 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.

- 5.27 Affordable: In relation to affordable housing, policy H4 of the WTNP requires 25% as affordable (or in line with AVDC policy whichever is greater). 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. It is acknowledged that this policy relies on evidence in the 1999 Housing Needs Survey for the plan period up to 2011 and the evidence relating to the districts need has changed significantly since this policy was adopted. Furthermore, the policy does not reflect the updated definition, requirements or exemptions as set out in the NPPF (paragraphs 60-66) and can only be given very limited weight.
- 5.28 Emerging VALP policy H1 requires a minimum of 25% provision. A tenure mix of 75% rented and 25% shared ownership would also be required. All of the dwellings will be required to meet the appropriate Building Regulations and this will ensure that suitably accessible housing is achieved.
- 5.29 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. 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 Housing Strategy. S106 discussions are ongoing between the Consortium and housing officers on securing this provision including the clustering standards, housing mix and tenure split.
- 5.30 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 the Council's call for early delivery and external funding for such acceleration is not available and this can be dealt with in the s106.
- 5.31 It is considered that the affordable housing provision is in line with upper limit threshold policy requirements of AVDLP and exceeds that required in the emerging VALP. 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.
- 5.32 Mix: Policy H4 of WTNP requires a mix reflective of the latest housing needs including 2&3 bed homes. The indicative mix of the proposed 3000 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 and some 5 bed properties. 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.

- 5.33 As part of the housing offer, an element of custom and self build housing will be provided (approx. 1%) which will contribute to the diversification and improvement of the housing mix and stock which offers home buyers greater choice and would be secured through the S106.
- 5.34 Policy H4 of the WTNP requires at least one unit to be accessible. Policy H6c of the emerging VALP which requires that all development will meet and maintain high standards of accessibility so all users can use them safely and easily, 15% of the affordable units will be wheelchair accessible. A S106 would need to secure these matters and is being progressed on this basis.
- 5.35 In addition to the housing proposed, 60 extra care residential units will be provided in close proximity to the residential dwellings on the north western most 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. 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.
- 5.36 Having regard to the above matters, the provision of 3,000 houses at Hampden Fields would make a significant contribution housing supply and would bring forward the growth of Aylesbury on a larger scale, through this urban extension to which significant weight is attached. 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 also contribute to the delivery of affordable housing which would be a significant benefit attracting significant weight. The proposal complies with policies in the AVDLP, WTNP, emerging VALP and NPPF would provide sustainable homes that would have economic, social and environmental benefits, and the resulting social benefits each attracting significant weight in favour of the development in the overall planning balance.

Transport matters and parking

AVDLP AY1 (considerations for traffic generating proposals), AY2 (Additional contributions to the ALUTS), AY3 (Phasing of transport development), GP24 (Car parking guidelines), SPG1: Parking Guidelines; RA.36 (Development causing traffic adversely affecting rural roads)

WTNP - Policy T1: Improvements to road safety and ease traffic congestion , Policy T2: Strategy for improving pedestrian and cycle connections within the Parish and to surrounding area; Policy T3: Encourage better planning of public transport.

- 5.37 Emerging VALP policies Emerging D-AGT4 Aylesbury south of A41 (limited to moderate weight), T1 (Delivering the Sustainable transport vision), T3 Supporting local transport schemes) (limited weight), T5 (Delivering transport in new development) and T6 (Vehicle parking), Appendix B (Parking Standards), T7 (Footpaths and cycle routes), T8 (Electric vehicle parking) (all preceding have moderate weight, unless identified) and T4 (Capacity of the transport network to deliver development – limited weight)
- 5.38 Policies AY1-3 of AVDLP relate to the now superseded Aylesbury Land Use Transportation Strategy on sustainable travel and funding infrastructure. These are out of date as they are based on the ALUTS strategy for the plan period up to 2011 and the evidence relating to the former Aylesbury Vale District’s need has changed significantly since these policies were adopted and are not consistent with the NPPF policies to identify and protect sites and routes which could be critical in developing infrastructure to realise opportunities for large scale development, based on up to date evidence.
- 5.39 The NPPF at para 108 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.
- 5.40 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.
- 5.41 Local Transport Plan 4 (2016-2036): Buckinghamshire’s 4th Local Transport Plan was adopted in April 2016 and sets out the 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.
- 5.42 Aylesbury Transport Strategy (ATS): The Aylesbury Transport Strategy was commissioned in 2016 by the legacy Buckinghamshire County Council (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.

- 5.43 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.
- 5.44 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 the Council'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 Council wide 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.
- 5.45 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."
- 5.46 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.
- 5.47 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:*
 - *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.

- *Northern Link Road (NLR) between the western link road and the A418 close to Hulcott crossroads.*
- *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.*
- *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.”

- 5.48 Aylesbury currently experiences significant congestion throughout the day with 3 “A” roads converging in the town centre and cross-town journeys being particularly difficult due to congestion. In addition, HS2 will impact the town negatively in terms of congestion and delay. Removing the cross-town traffic would help control congestion in the town centre and allow for improvements to the public realm in the centre of Aylesbury which could include additional provision for public transport, walking or cycling as set out in the Aylesbury Transport Strategy and Aylesbury Garden Town Masterplan. This would also lead to improvements in air quality and contribute to the Garden Town principles of encouraging active and healthy lifestyles.
- 5.49 The Aylesbury Transport Strategy (ATS) was developed with the aim of improving transport connectivity and accessibility within Aylesbury town and to accommodate the VALP growth. The strategy explains that an outer link road network helps remove traffic and congestion from key arterial routes allowing other transport improvements to progress. Hampden Fields is a fundamental part of this long-term vision to deliver a partial orbital route around Aylesbury. The SMRR and SEALR are programmed for completion by 2024 and the SLR through Hampden Fields is programmed with the same completion date to maximise the efficiency of the transport network. Any delay to issuing the planning permission for Hampden Fields could result in a delay to the delivery of an important section of the link road orbital and the incremental improvement of transport conditions within Aylesbury.

Vehicular Access

5.50 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)

5.51 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, it's through-route characteristics have been 'elevated' so that it provides a continuous higher capacity link road between the two radial corridors into Aylesbury.

5.52 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.

5.53 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 In April 2017 an Addendum Transport Assessment (ATA) was submitted by the applicants in response to comments raised by the Council's 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.

5.54 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).

5.55 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.

5.56 The ATA confirms that the applicant's [Hampden Fields Consortium] commitment to the delivery of the dual carriageway early in the development to fulfil the Council'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

5.57 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 the Council 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.

5.58 When the application was originally submitted in 2016, it was accompanied by a Transport Assessment (TA), dated February 2016 which was prepared by WSP | Parsons Brinckerhoff. The consultation process resulted in the submission of several supplementary technical documents, including;

- Transport Assessment Addendum (TAA) '*Hampden Fields Stand-alone Assessment*', dated April 2017 prepared by WSP | Parsons Brinckerhoff;
- TAA '*Hampden Fields and Aylesbury Woodlands: Cumulative Assessment Common Descriptive Report*', dated April 2017 jointly prepared by WSP | Parsons Brinckerhoff and Peter Brett Associates;
- Technical Note (TN) '*Response to observations from BCC on Transport Assessment Addendum*', dated 4th July 2017 prepared by WSP;
- TN '*Response to comments from BCC on joint cumulative highways assessments*', dated 6th July 2017 jointly prepared by WSP and PBA; and

- TN *'Response to comments from BCC on joint cumulative highways assessments'*, dated 22nd August 2017 jointly prepared by WSP and PBA.

- 5.59 These documents considered all matters relating to the proposed development, including but not limited to, trip generation, traffic impact, sustainable modes of transport (walking, cycling and public transport), and offsite mitigation.
- 5.60 Buckinghamshire Council's (BC) Highways Development Management team previously provided consultation responses regarding this application, which were dated 31st May 2016, 24th May 2017, 7th June 2017 and 13th October 2017. The final comments on the proposal at that time concluded that the impact of the proposed development could be appropriately mitigated through planning Conditions and S106 Obligations.
- 5.61 The planning application was previously considered by the former Aylesbury Vale District Council Planning Committee on 25th October 2017 and a resolution to grant planning consent subject to the completion of a S106 agreement was passed.
- 5.62 Since the resolution to grant planning consent, the Buckinghamshire Council; Aylesbury Transport Model (ATM) has been updated. Buckinghamshire Council is now requiring all major applications which do not yet have planning consent to utilise this new model to assess their impacts. Whilst this application did receive a resolution to grant consent in October 2017, formal planning consent was not issued. As such it was necessary for the transport modelling and impact evidence base that supported the application to be updated.
- 5.63 As a result, the applicant submitted a Transport Assessment Addendum (TAA) dated 30th November 2020. The TAA utilised the new model data to update the previous traffic impact assessments. No other highway related changes to the application are understood to have been made since the resolution to grant was passed in October 2017 other than those discussed in the TAA, and therefore all other highway and transport aspects of the proposed development remain the same as previously agreed in 2017.
- 5.64 Buckinghamshire Council (BC) subsequently considered the contents of the TAA in detail and issued a further Highways response on the TAA on 8th January 2021.
- 5.65 Following this response an objection to the application was received from Hampden Fields Action Group (HFAG) on 23rd January 2021, which included challenge on some Highway matters relating to the proposal. BC issued a further Highways response, dated 27th January 2021 which responded to some of the points raised by HFAG, where considered appropriate by the Highway Authority.

Aylesbury Strategic Transport Model (2020) (ATM)

- 5.66 The Aylesbury Transport Model was updated primarily to support a full business case that was submitted to the Department for Transport (DfT) for the South East Aylesbury Link Road (SEALR), but with a secondary purpose of supporting other business cases in the area (if required in the future) and also for use in Development

Management. DfT require a model developed in line with Transport Analysis Guidance (TAG) to a high degree of rigour in order to consider a full business case.

- 5.67 The model has been deemed to perform well against relevant standards by DfT and fit for purpose to use as an evidence base for a business case. This provides confidence and reassurance that the model is representative of current conditions. As the level of rigour expected in a full business case exceeds that required for the assessment of planning applications it provides further assurance that the model is fit for the purpose of assessing the traffic impact of a proposed development, such as Hampden Fields.
- 5.68 In order to further demonstrate that the model is suitable for its intended use, the Council has commissioned an independent review of the model development and key characteristics, from an independent office of Jacobs who have had no involvement in the model development for the Council. The Technical Note reaffirmed that the model is suitable for its intended purpose.
- 5.69 The updated Aylesbury Transport Model (ATM) is a VISUM based highway model that includes weekday AM Peak (08:00 – 09:00), inter-peak (average hour between 10:00 – 16:00) and PM Peak (17:00 – 18:00) period data. The Future Forecast Year is 2036 and a variety of other forecast scenarios have been developed to account for committed developments and infrastructure coming forward in the Aylesbury area and to account for the growth outlined within the emerging Vale of Aylesbury Local Plan (VALP).
- 5.70 More details of the updated model are set out in the BC Highways response dated 8th January 2021, which is appended to this Committee report in full, along with the Technical Note (TN) which sets out the Jacobs independent review of the model structure.
- 5.71 The Local Model Validation Report (LMVR) is also available to view on the BC website and details how the model has been created and developed in line with TAG for the purposes of appraising the impacts of development and transport infrastructure schemes.

Annual Average Daily Traffic (AADT)

- 5.72 Local representations have raised concerns that there is a discrepancy between the Annual Average Daily Traffic (AADT) levels used in the respective cumulative scenarios for the Hampden Fields application and the Aylesbury Woodlands planning application (16/01040/AOP), which they say calls into question the validity of the Transport Assessments and Environmental Statements for both of these applications.
- 5.73 The applicants transport consultant, RPS has clarified the position for the Hampden Fields application on the points raised regarding the AADT levels in a letter to Buckinghamshire Council dated 26th January 2021. However, for ease of reference the key matters are summarised in this section.

- 5.74 The applicants have confirmed that AADT traffic data is not generally a measure that is explicitly referenced in a Transport Assessment. The key assessments in a Transport Assessment are based on the busiest periods of the day, normally the weekday AM peak and PM peak hours. The traffic data for these time periods is provided directly from the Council's ATM and is therefore acceptable to the Council.
- 5.75 Notwithstanding the above, the applicants state that it is reasonable to expect AADT data where provided for individual planning applications, such as those for Hampden Fields and Aylesbury Woodlands to be based on different scopes of assessment. This would in part reflect the slightly different geographies of each development (and therefore the extent to which certain links will be relevant to each respective Environmental Statement), as well as the potential for slight methodological departures that would have been agreed at the time of the original planning submissions.
- 5.76 The need to update the traffic impact assessments with the updated ATM traffic flows only applied to the pre-existing assessments which formed part of the Transport Assessment; it did not seek to vary the methodology that underpinned the respective Environmental Statements.
- 5.77 The methodology used to establish AADT flows will have been subject to decisions being taken relating to the calculation of expansion factors, as outlined in Chapter 9 of the revised ES submission for Hampden Fields. Slight variations in the range and choice of traffic data used in the derivation of expansion factors will create reasonable differences in the reporting of the corresponding AADT values.
- 5.78 In summary, any variations between the AADT levels set out in the respective submissions for Hampden Fields and Aylesbury Woodlands is reasonable to expect and would not have any bearing on the traffic impact assessments undertaken as part of the TAA.

Traffic Impact

- 5.79 Given the relationship of the Hampden Fields development with the Aylesbury Woodlands development (planning application no. 16/01040/AOP), as part of the updated submissions both the Hampden Fields and Woodlands developers have commissioned and undertaken a comprehensive assessment of the both the standalone and cumulative impacts of the development proposals on the operation of the highway network. The forecast year for the updated assessments for Hampden Fields is 2036 and includes background traffic growth and other committed developments in the town.
- 5.80 The following model scenarios have been considered in the updated assessments for Hampden Fields:
- 2036 Do Minimum (Future Baseline + Eastern Link Road (ELR) North + Stoke Mandeville Relief Road (SMRR));
 - 2036 Do Something 'stand-alone' (2036 Do Minimum + Proposed Hampden Fields Development, including Southern Link Road (SLR));

- 2036 Do Cumulative 1 (2036 Do Something + Aylesbury Woodlands including Eastern Link Road (ELR) South + South East Aylesbury Link Road (SEALR));
- 2036 Do Cumulative 2 (2036 Do Cumulative 1 + All live planning applications, including South West Link Road); and
- 2036 Do Cumulative 3 (2036 Do Cumulative 2 + Other VALP sites).

5.81 The assessments were undertaken on a sifting basis using the outputs from the strategic traffic model for Aylesbury to identify likely areas and traffic flow scenarios where the proposals would individually or cumulatively have a material impact. The threshold for determining when a junction would be sifted out and not require further assessment was generally where there was no increase in peak hour traffic flows of more than 5% at any arm on the junction. The impact was therefore considered to be acceptable at these junctions and they were excluded from further assessment.

5.82 Prior to the sifting process there was a total of 111 junctions. On the basis of the sifting process more detailed assessments of the operation of a total of 56 junctions across the town were required.

5.83 The following section provides more information on the assessments of those junctions that are new, sensitive or experienced impacts that should be considered for mitigation.

5.84 All mitigation measures are expected to be fully funded by the development(s) and subject to a S106 requirement for a Standalone or Joint Delivery Strategy as appropriate depending on the scenario which will set out which developer will implement the scheme and when it will be implemented.

Junction 9 - A41 Woodlands Roundabout

5.85 The existing Woodlands roundabout is a 3 arm roundabout connecting the A41 Aston Clinton Bypass with the A41 Aston Clinton Road which connects to the centre of Aylesbury and a more minor Aylesbury Road leading to Aston Clinton.



5.86 The roundabout currently experiences issues with capacity and delay and the 2036 Do Minimum (without Hampden Fields) assessments of the junction continue to show congestion as shown in the following table. The key assessment criteria are the degree of saturation (DoS/RFC) and queue. A junction is indicated as being within capacity where the DoS/RFC is at or below 85% for priority junctions (including

Table 4.5 – Junction 9 – Woodlands Roundabout – Existing Configuration

Approach	AM			PM		
	Queue (Veh)	Delay (s)	RFC	Queue (Veh)	Delay (s)	RFC
2036 Do Minimum						
A – Aston Clinton Road	76	127	1.07	2	6	0.70
B – A41	264	1008	1.41	1444	5073	2.44
C – Aylesbury Road	1	9	0.52	0	6	0.30
Junction Delay (s)	427.86			2974.62		

roundabouts) and 90% for signal controlled junctions.

5.87 It can be seen from the above table that the junction is currently operating in excess of capacity on arms A and B in the AM peak hour and Arm B in the PM peak hour.

5.88 Objectors have raised concerns that an intercept value adjustment has been applied to the existing A41 dual carriageway approach arm in the Arcady model, from which the 2036 Do Minimum scenario results presented in the TAA have been derived. They say that the adjustment has the effect of reducing the through movement capacity.

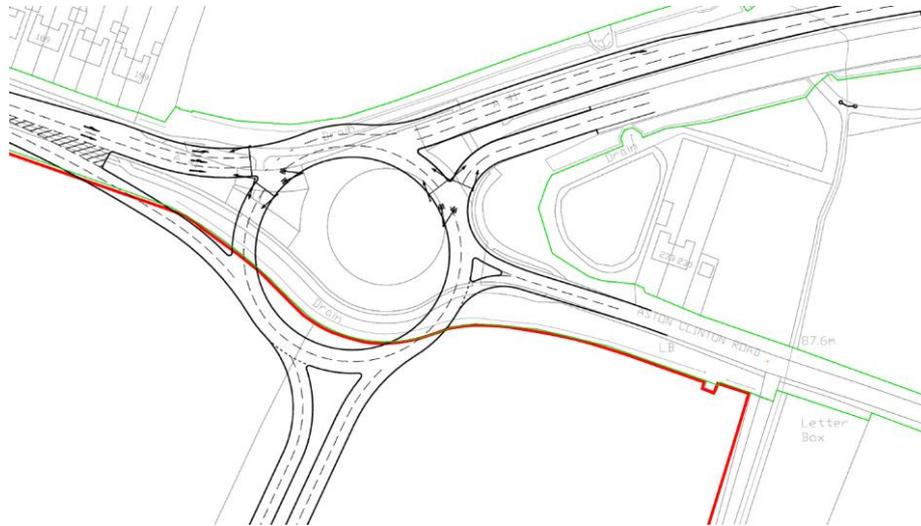
5.89 The Council has previously provided comments which requested that any improvement scheme should seek to address issues currently experienced through the junction, whereby the effect of the two to one lane merge of traffic on the A41 westbound heading into Aylesbury, results in bottleneck and in part results in queuing back through the junction. As such, the applicant has sought to reflect the principle of ‘unequal lane usage’ in the 2036 Do Minimum scenarios to recognise the likelihood that, without a longer merge under the existing baseline situation, traffic throughput upstream could be affected. To reflect this, the capacity of the approach was reduced by half.

5.90 Following the concerns raised in local representations, the applicant has undertaken a sensitivity test which does not include the intercept adjustment. The results of this 2036 Do Minimum sensitivity test are copied below. The Do Minimum sensitivity test results continue to show that the existing junction would continue to operate in excess of capacity in the 2036 Do Minimum scenario.

Table 1. Woodlands Roundabout – Existing Configuration (2036 Do Minimum)

Approach	AM			PM		
	Queue (Veh)	Delay (s)	RFC	Queue (Veh)	Delay (s)	RFC
2036 Do Minimum						
A – Aston Clinton Road	76	127	1.07	2	6	0.70
B – A41	2.0	6	0.67	160	256	1.15
C – Aylesbury Road	2	16	0.66	2	18	0.58
Junction Delay (s)	70.33			153.42		

5.91 Two options have been assessed as part of the TAA updates for this junction as part of the Hampden Fields development. The first option is a four arm signal controlled roundabout with a fourth arm serving the Hampden Fields development to the south, shown on drawing WSP | PB 1769/SK/027 Rev C, an extract of which is below. This junction utilises the land available within the Hampden Fields site and the public highway without needing to rely on land within the Woodlands site, in the event that the Woodlands development doesn't gain planning consent.



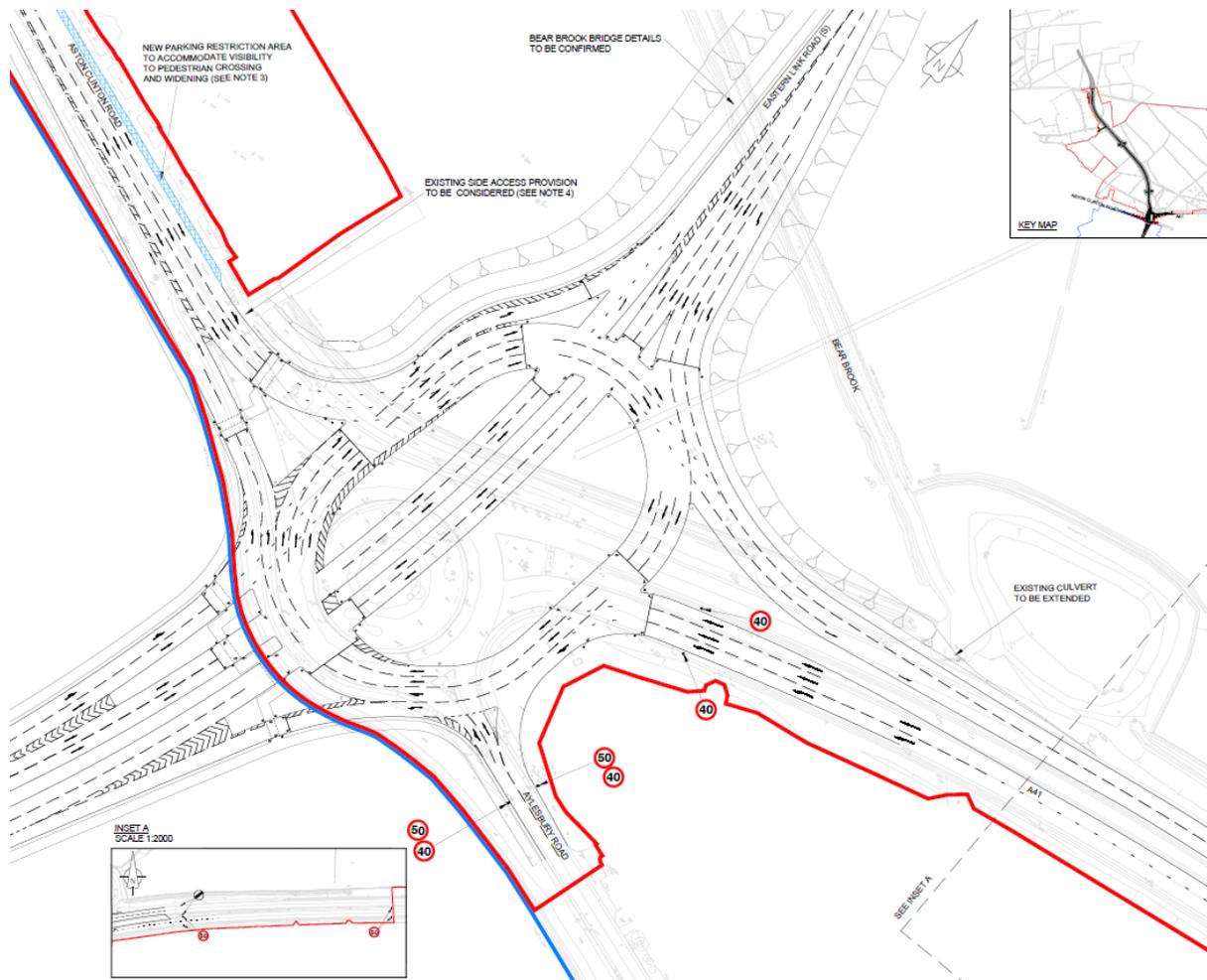
5.92 The results of the first option (HF only) are summarised in the table below, which were also updated to optimise signal timings alongside the Do Minimum sensitivity updates and show that whilst the junction continues to operate over capacity on some links, the level of maximum Degree of Saturation (DoS) and queuing will be improved when compared to Do Minimum.

Table 2. Woodlands Roundabout – Proposed Configuration (2036 Do Something HF)

Link	Lane Description	AM		PM	
		Deg Sat (%)	MMQ (PCU)	Deg Sat (%)	MMQ (PCU)
2036 Do Something (HF)					
1/2 + 1/1	A41 Aston Clinton Road West Entry Ahead	43.5 : 43.5	2.7	70.9 : 70.9	8.1
1/3	A41 Aston Clinton Road West Entry Ahead	38.9	3.2	82.6	21.5
2/1	A41 West Int. Right	36.8	1.7	23.7	2.6
2/2	A41 West Int. Right	33.6	1.5	40.0	4.2
4/1	A41 Aston Clinton Bypass Entry Ahead Left	87.5	14.1	90.4	16.4

5.93 The second option to deal with cumulative impacts is a 4 arm signalised roundabout as shown on Jacobs Drawing B12798C7-0000-D-0048 rev1, an extract of which is below. It should be noted that this junction arrangement relies on land within the Woodlands site.

4/2	A41 Aston Clinton Bypass Entry Ahead	87.5	14.1	90.2	16.3
5/1	A41 Bypass Int. Ahead	1.4	0.1	1.2	0.3
5/2	A41 Bypass Int. Right	88.1	9.9	90.1	8.5
6/1	Aylesbury Road Entry Ahead Left	56.8	2.3	39.7	1.5
8/1	SLR NB Ahead Left	93.3	12.1	74.2	8.7
8/2	SLR NB Ahead	9.4	0.1	17.7	0.1
PRC			-3.7%		-0.4 %
Cycle Time			50 s		90 s



5.94 It is the intention of the applicant to seek cooperation with the Woodlands development to ensure, if possible, that a junction arrangement on the footprint of the final cumulative scheme can be implemented even in the event that Woodlands doesn't achieve consent. That interim scheme continues to be as shown on Drawing SK043 Rev A. However, as a fall back and to ensure that the Hampden Fields development operates without reliance on Woodlands then the junction design, as shown on Drawing 027 Rev C has to remain an option.

5.95 Jacobs have updated the junction capacity tests using the forecast traffic flows from the 2020 Aylesbury Traffic Model. The results of the assessment have been provided in Appendix H of the TAA and show that the junction would operate better in all 2036 Do Cumulative scenarios when compared to the existing roundabout configuration in the 2036 Do Minimum scenario. In cumulative 3 with all of the VALP sites and infrastructure the proposed roundabout's degree of saturation and mean maximum lengths are predicted to operate as follows;

2036 Do Cumulative 3				
ELR North	56%	10	100%	30
A41 East	77%	12	101%	54
Aylesbury Road Southeast	18%	0	15%	0
SLR South	75%	9	88%	12
A41 West	84%	9	34%	5
Northbound cut-through	52%	7	81%	11
Southbound cut-through	51%	1	80%	8
Circulatory at ELR North	59%	5	40%	8
Circulatory at A41 West	60%	6	50%	5
Circulatory at SLR South	43%	3	44%	4
Circulatory at A41 East	42%	7	62%	6
Exit Crossing A41 West	32%	1	37%	2
Exit Crossing SLR South	75%	4	84%	3
Total Delay (PCU/hr)		57.3		103.9
Cycle Time (s)		60		88

5.96 Both options will need to be secured as part of a S106 Agreement in the event that planning permission is granted. It remains the Council's position that it will seek cooperation of both applicants to implement a scheme that is consistent with a junction footprint that can be easily amended to accommodate both developments, whilst minimising disruption to the travelling public.

Junction 22 – A41 / Broughton Lane/Bedgrove

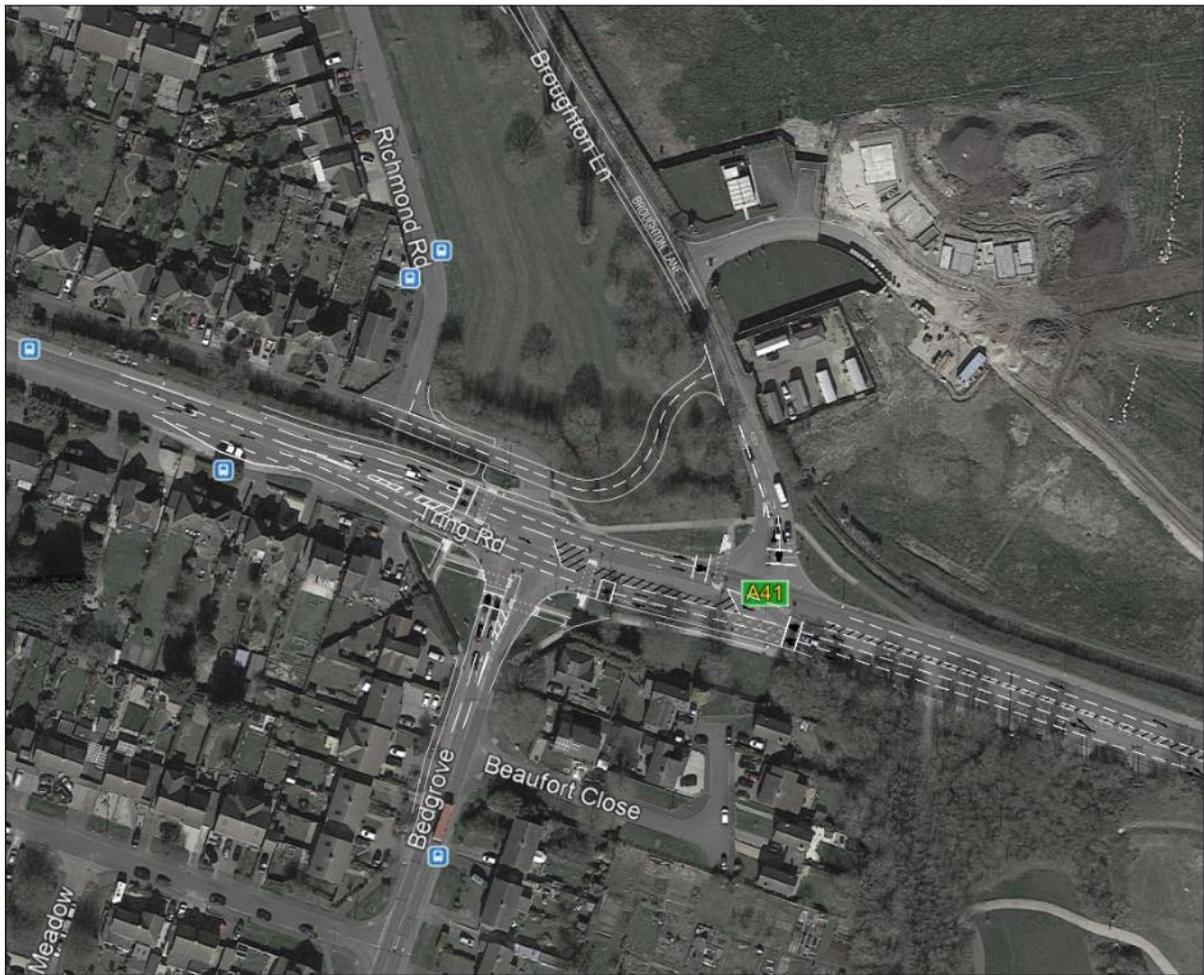


5.97 The A41 / Broughton Lane / Bedgrove junction includes 2 linked signalised junctions, forming a staggered road arrangement. It is a problematic junction on the network, and this is in part due to the number of side roads competing for green time at the existing signals.

5.98 Table 4.16 of the TAA summarises how the existing junction will operate under 2036 Do Minimum, 2036 Do Something (Hampden Fields only), 2036 Do Cumulative 1 and 2036 Do Cumulative 2 traffic conditions. It shows that in the 2036 Do Minimum Scenario, the junction is expected to operate significantly over theoretical capacity in the AM peak period, with mean maximum queues of 146 vehicles on the A41 westbound and 100 vehicles on the A41 Eastbound. In the PM peak period, the

junction will also exceed capacity with mean maximum queues of 39 vehicles on the A41 westbound.

- 5.99 The 2036 Do Something scenario will worsen the situation slightly in the AM peak hour with the longest mean maximum queue now 154 vehicles but shows an improvement in the PM period as the junction will now operate just above theoretical capacity.
- 5.100 Table 4.16 shows that under the two 2036 Do Cumulative scenarios, there is slight improvement in the AM peak period, with the longest mean maximum queue now 92 vehicles. However, there is a deterioration of performance in the PM peak period when compared with the 2036 Do Minimum results, with the A41 westbound showing a mean maximum queue increase of 21 vehicles from 39 to 60 vehicles. The junction is expected to operate significantly above theoretical capacity in both 2036 Do Cumulative scenarios.
- 5.101 A mitigation measure has been proposed making use of Council land, to the north of the junction. Some representations have questioned the deliverability of this improvement scheme due to land availability and other consenting requirements. However, the Councils' legal team have confirmed that the land in question has neither been registered under the Commons Act, nor recorded as a Town or Village Green. The Council's Legal team have further confirmed that the highways scheme is deliverable.
- 5.102 The scheme involves removing the northern arm of the Bedgrove junction (Richmond Road /Tring Road local), linking it instead with Broughton Lane to the east by way of a priority junction. The process of diverting Richmond Road would simplify the operation of the signal junction, thereby creating additional capacity.
- 5.103 This proposed scheme, illustrated on WSP Drawing 1769-SK-150-F and shown below, has previously been agreed as acceptable mitigation for this junction between the applicant, BC and the applicant of Aylesbury Woodlands. The scheme formed part of the previous mitigation package considered in 2017 and is not therefore new information.
- 5.104 It should be noted that this scheme has also been agreed as proposed mitigation for two developments located on the A41 east of the junction; Westonmead Farm (19/00619/AOP) which received planning permission on 28th May 2020 and Land South of Aston Clinton Road (18/02495/APP) which has a resolution to grant permission pending a S106.



5.105 Table 4.17 of the TAA demonstrates that the mitigated junction layout provides a significant level of betterment over the 2036 Do Minimum situation, with the junction operating within theoretical capacity in all scenarios and significant reductions in mean maximum queues. The 2036 Do Something scenario shows the longest mean maximum queue of 35 vehicles, but this reduces to 24 vehicles with the Do Cumulative scenarios due to the introduction of the orbital route.

Table 4.17 – Junction 22 – A41 / Broughton Lane / Bedgrove - Proposed Configuration

Link	Lane Description	AM		PM	
		Deg Sat (%)	MMQ (PCU)	Deg Sat (%)	MMQ (PCU)
2036 Do Something (HF)					
1/1	A41 WB (Internal) Left Ahead	61.5	14	78.6	15
1/2	A41 WB (Internal) Ahead	64.1	17	72.2	13
2/2+2/1	Bedgrove Entry Right Left	84.8:84.8	13	63.9:73.6	5
3/1	A41 EB Entry Ahead	69.0	18	37.2	7
3/2+3/3A41	EB Entry Right Ahead	69.9:0.0	20	38.2:38.2	7
6/1	A41 WB Entry Ahead	35.7	7	60.7	15
6/2+6/3A41	WB Entry Ahead Right	51.5:51.5	9	75.2:75.2	21
7/1	A41 EB (Internal) Left Ahead	88.3	32	58.3	17
7/2	A41 EB (Internal) Ahead	89.0	35	59.5	19
8/2+8/1	Broughton Lane Entry Right Left	88.9:88.9	16	77.9:77.9	13
PRC (%)			1.1		14.4
Cycle Time (s)			118		120
2036 Do Cumulative 1 (HF+AW)					
1/1	A41 WB (Internal) Left Ahead	71.7	18	60.2	11
1/2	A41 WB (Internal) Ahead	59.5	15	52.2	8
2/2+2/1	Bedgrove Entry Right Left	72.2:72.2	9	55.5:55.5	6
3/1	A41 EB Entry Ahead	49.8	11	42.4	9
3/2+3/3A41	EB Entry Right Ahead	50.9:50.9	12	38.2:38.2	8
6/1	A41 WB Entry Ahead	33.5	6	32.3	6
6/2+6/3A41	WB Entry Ahead Right	50.0:50.0	8	58.4:58.4	9
7/1	A41 EB (Internal) Left Ahead	60.0	16	63.0	17
7/2	A41 EB (Internal) Ahead	69.6	24	63.5	16
8/2+8/1	Broughton Lane Entry Right Left	70.1:70.1	10	62.8:62.8	10
PRC (%)			24.7		41.7
Cycle Time (s)			120		120
2036 Do Cumulative 2 (Reg 22)					
1/1	A41 WB (Internal) Left Ahead	69.0	16	55.6	10
1/2	A41 WB (Internal) Ahead	71.7	18	47.8	9
2/2+2/1	Bedgrove Entry Right Left	71.3:71.3	10	62.7:62.7	7
3/1	A41 EB Entry Ahead	57.8	14	37.6	8
3/2+3/3A41	EB Entry Right Ahead	47.3:47.3	11	34.9:34.9	7
6/1	A41 WB Entry Ahead	28.2	5	31.8	6
6/2+6/3A41	WB Entry Ahead Right	53.9:53.9	9	58.5:58.5	9
7/1	A41 EB (Internal) Left Ahead	64.6	20	61.3	16
7/2	A41 EB (Internal) Ahead	63.2	23	62.2	15
8/2+8/1	Broughton Lane Entry Right Left	67.7:67.7	9	63.2:63.2	10
PRC (%)			25.5		42.3
Cycle Time (s)			120		120

5.106 It can therefore be concluded that the junction is acceptable with the standalone and cumulative development and the proposed mitigated junction arrangement.

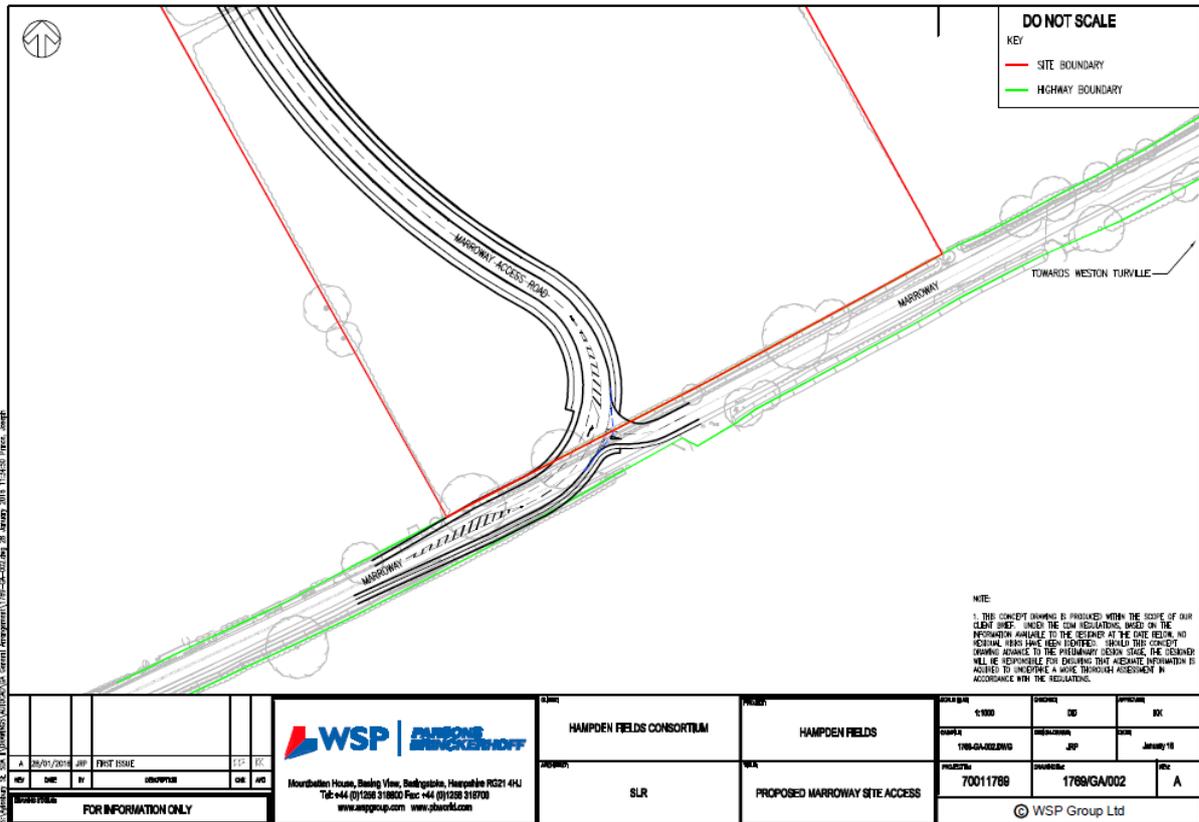
Junction 36 – A41 Tring Road / King Edward Avenue / A4157 Oakfield Road



- 5.107 This junction takes the form of a 4 arm left right staggered signalised junction. Table 4.28 of the TAA shows that the junction will operate significantly over theoretical capacity in the 2036 Do Minimum scenario.
- 5.108 In the 2036 Do Something scenario with Hampden Fields only, the junction will continue to operate over theoretical capacity although the operation of the junction improves slightly in the AM peak period. In the PM there is a slight worsening in queue length.
- 5.109 The 2036 Do Cumulative 1 scenario shows a slight improvement in the AM compared to the 2036 Do Minimum. In the PM period there is a significant improvement.
- 5.110 The 2036 Do Cumulative 2 scenario shows further improvements in both the AM and PM peak periods.
- 5.111 It can be concluded that the junction performs better in all 2036 Do Something scenarios compared to the 2036 Do Minimum scenario, with cumulative scenarios performing significantly better. The development does not worsen the operation of the junction and there is therefore no basis for a requirement of the previously secured improvements to this junction.
- 5.112 No works to this junction are therefore proposed as the operation is acceptable with standalone and cumulative development.

Junction 44 – Marroway / Marroway Link Road

5.113 The Marroway / Marroway Link Road junction is proposed as a 3-arm 'reverse' priority junction. The junction arrangement is indicated on WSP Drawing 1769- GA-002A reproduced below and is the same as that considered in 2017.



5.114 The junction is predicted to operate with a significant amount of spare capacity in all 2036 scenarios. The operation of the proposed junction is acceptable with standalone and cumulative development.

Junction 45 - Marroway Link Road (MLR) / Southern Link Road (SLR)

5.115 In 2017 this new junction within the Hampden Fields development was proposed to be a roundabout. Having considered the suitability of this based on the updated flows from the 2020 ATM outputs, the junction form has been revised to a 3-arm traffic signalised junction. The proposed junction arrangement is included on RPS Drawing JNY10535-DR-009. An extract of the drawing is given below.



5.116 The results of the capacity assessments show that the operation of the proposed junction is acceptable with standalone and cumulative development.

Junction 46 – SLR / New Road

5.117 The SLR / New Road junction is a proposed 4-arm signalised junction at the point where the new SLR dual carriageway crosses the existing New Road which is subject to re-alignment. The proposed layout is shown on RPS Drawing JNY10535-DR-007 and reproduced below.



5.118 The operation of the proposed junction is acceptable with standalone and cumulative development.

Junction 56 - SLR / Wendover Road

5.119 Two proposed layouts are being considered for this junction as the final configuration is dependent, at the time of writing, on the outcome of the SEALR planning application. For the purposes of the Hampden Fields development, the proposal includes a new 3-arm traffic signal junction. This arrangement is indicated on WSP Drawing 2826-GA-002A reproduced below.

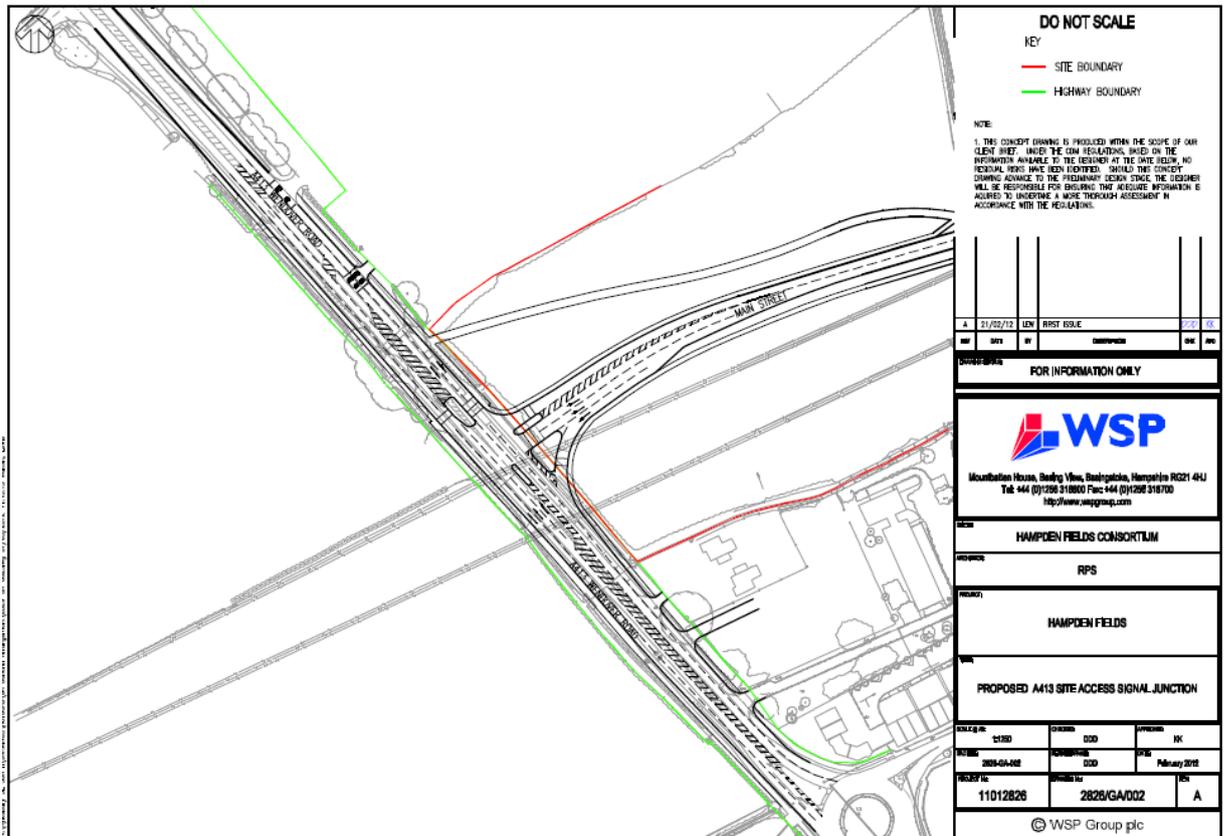


Figure 1: A413 Wendover Road / SLR Hampden Fields standalone signalled Layout

5.120 The proposed junction layout which is proposed as part of the SEALR planning application is a 4-arm roundabout which lies at the eastern end of the SEALR and provides a connection point to the A413 Wendover Road and the SLR. In this event, the roundabout junction would completely substitute the signalled junction arrangement. The proposed roundabout is indicated on AECOM Drawing 60535364-ACM-00-XX-SKE-CE-0104 reproduced below.

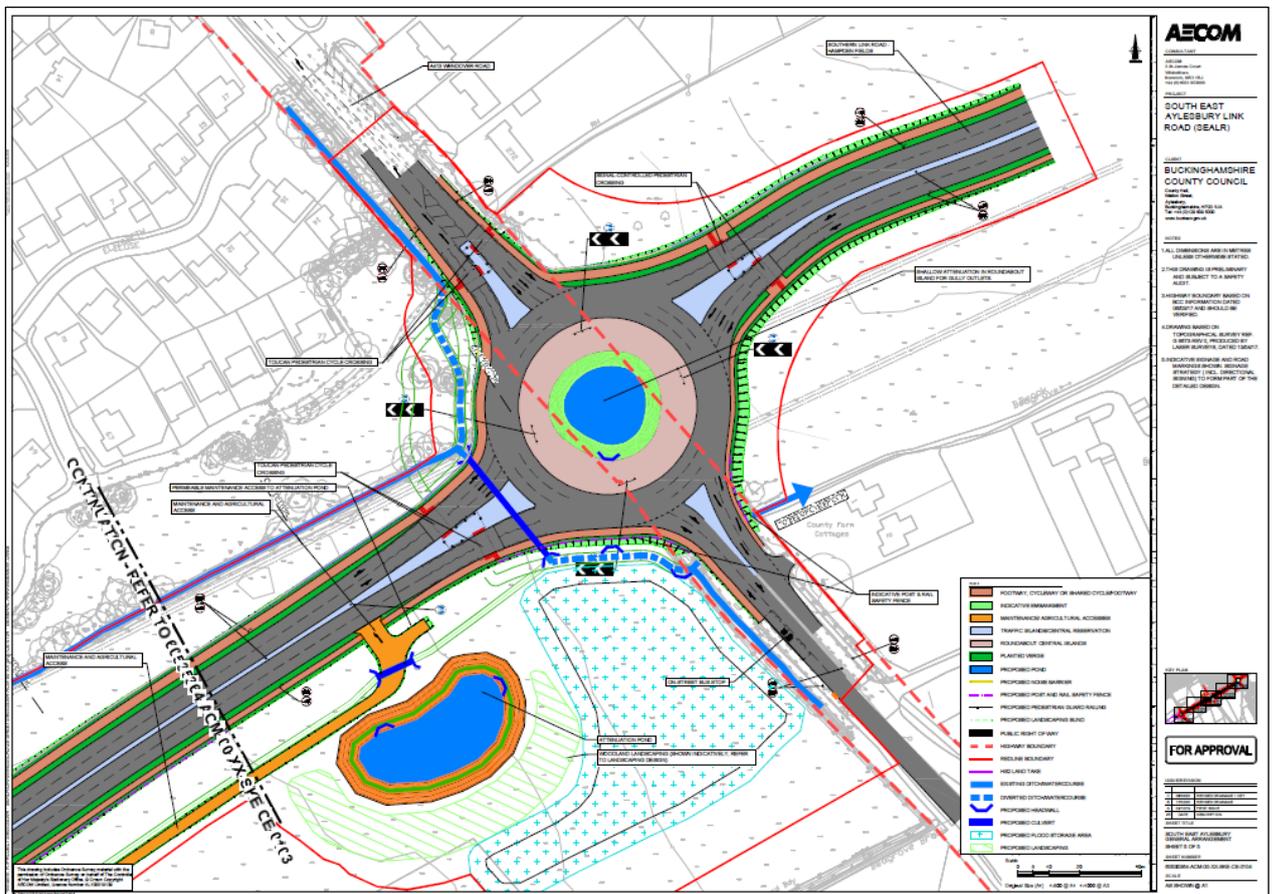


Figure 2: A413 Wendover Road / SLR / SEALR Roundabout Layout

- 5.121 The signalised junction will operate with spare capacity in the AM peak hour. In the PM peak hour, the junction will operate slightly above practical capacity with a maximum degree of saturation of 92% although still within theoretical capacity.
- 5.122 Therefore, the operation of the proposed signalised junction is acceptable with standalone development.
- 5.123 In the 2036 Do Cumulative 1 scenario there is a maximum RFC of 0.9 in the PM peak hour. The results for the 2036 Do Cumulative 2 scenario show that the junction slightly exceeds practical capacity with an RFC of 0.92 on the SLR arm in the PM peak.
- 5.124 In the 2036 Do Cumulative 3 (VALP) scenario the operation of the junction improves and remains below practical capacity with an RFC of 0.87 in the PM peak.
- 5.125 The operation of the proposed roundabout junction is acceptable with cumulative development.

Junctions 60 & 61 - Lower Road / Churchill Avenue & Lower Road / Hospital Access

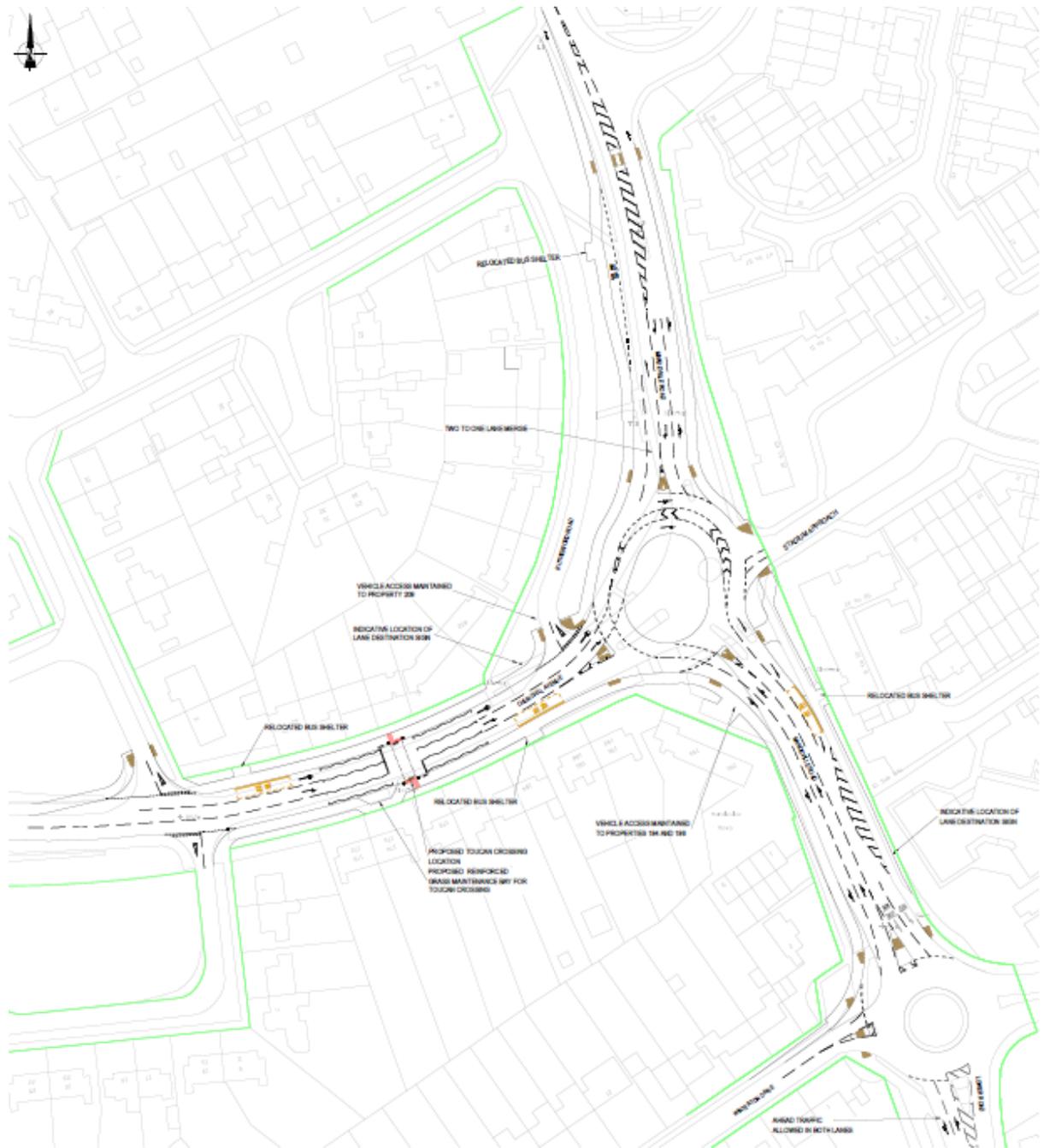


5.126 The Lower Road/Churchill Avenue and Lower Road/Hospital Access junctions are both 4 arm roundabouts. As the two junctions exhibit an interaction with one another they have been modelled as linked junctions consistent with that adopted and agreed in the 2017 assessment.

5.127 Assessments have concluded that the junctions would operate better in the 2036 Do Cumulative 2 scenario when compared to the 2036 Do Minimum scenario. This is because the level of traffic through the junctions is forecast to reduce in the 2036 Do

Cumulative 2 scenario due to the addition of the South West Link Road (SWLR). Therefore, no mitigation is considered necessary for 2036 Do Cumulative 2 scenario.

- 5.128 The standard ARCADY assessment indicates that the Lower Road / Churchill Avenue roundabout junction would experience increased congestion in the AM peak hour on the Mandeville Road and Lower Road arms in the 2036 Do Something scenario when compared to Do Minimum. Overall junction delay is also shown to increase on the Lower Road / Hospital roundabout junction in the AM peak. The lane simulation results show significant increases in queues and delay in both the AM and PM peaks on the Lower Road / Churchill Avenue roundabout on both Mandeville Road and Churchill Avenue. This is also the case at the Lower Road / Hospital roundabout in the AM peak hour, when a significant increase in queues and delay are seen on Lower Road.
- 5.129 The standard ARCADY assessment forecasts the 2036 Do Cumulative 1 to operate with significant betterment in the AM peak, although there would be a deterioration in conditions in the PM peak when compared to the 2036 Do Minimum scenario (Lower Road / Hospital roundabout). The lane simulation results also forecast the Hospital Roundabout to operate worse than the 2036 Do Minimum scenario in the AM peak hour, with both roundabouts operating worse in the PM peak hour.
- 5.130 As part of the previous technical work in 2017, mitigation through a financial contribution was agreed for this junction for the joint cumulative scenario (2036 Do Cumulative 1). The mitigation was shown on PBA drawing 32113/5511/004, an extract of which is shown below.



5.131 For the northern roundabout, the design includes two right turn lanes on Churchill Avenue and two ahead lanes on Lower Road (south). The B4443 Lower Road (south) entry arm arrangement currently has a separate ahead and right turn lane, and the proposed changes are to introduce two ahead lanes with only minor physical alterations to the junction.

5.132 The proposed mitigation scheme has also been assessed using the standard ARCADY methods and lane simulation.

5.133 The results of both assessments for the 2036 Do Something scenario show that queues and delay would be redistributed across the junctions when compared to the

2036 Do Minimum, but overall there would be marginal change to the operation of both junctions combined.

5.134 In the 2036 Do Cumulative 1 scenario the results of the standard assessment show that the operation of the junctions improve in the AM peak hour with the proposed mitigation scheme, although the Lower Road / Hospital roundabout junction would worsen in the PM peak.

5.135 The results of the lane simulation assessment show that the junctions overall would improve in the 2036 Do Cumulative 1 scenario in both the AM and PM peak hours when compared to the 2036 Do Minimum scenario.

5.136 In summary, the proposed improvements continue to offset the impacts of the 2036 Do Something and Do Cumulative 1 scenarios. However, should the SWRR come forward (cumulative 2) then it is accepted that the mitigation scheme is not required and it is agreed that the funds will be diverted to the advancement of the link roads.

Junction 77 - Wendover Road / Eascote Road

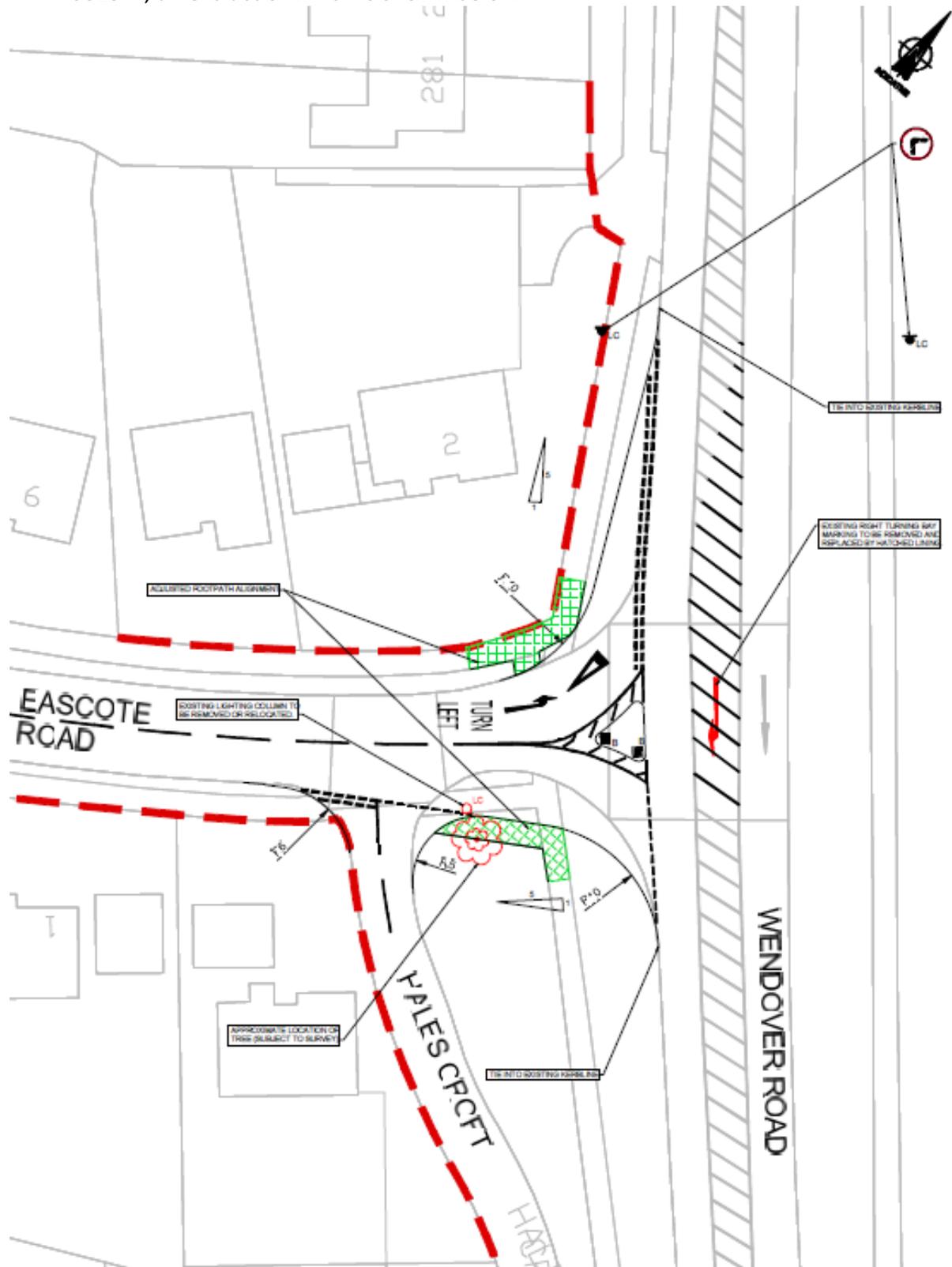


5.137 This junction is a 3 arm priority junction with a ghost island right turn lane off the main A413 Wendover Road arm.

5.138 The capacity assessment results for the 2036 Do Minimum scenario indicate that the junction is expected to exceed capacity during both the AM and PM peak hours, with significant queuing predicted to form along Eascote Road, the minor arm. The results for the 2036 Do Something, 2036 Do Cumulative 1 and 2036 Do Cumulative 2 scenarios predict a further deterioration of junction performance, with increased queuing on Eascote Road.

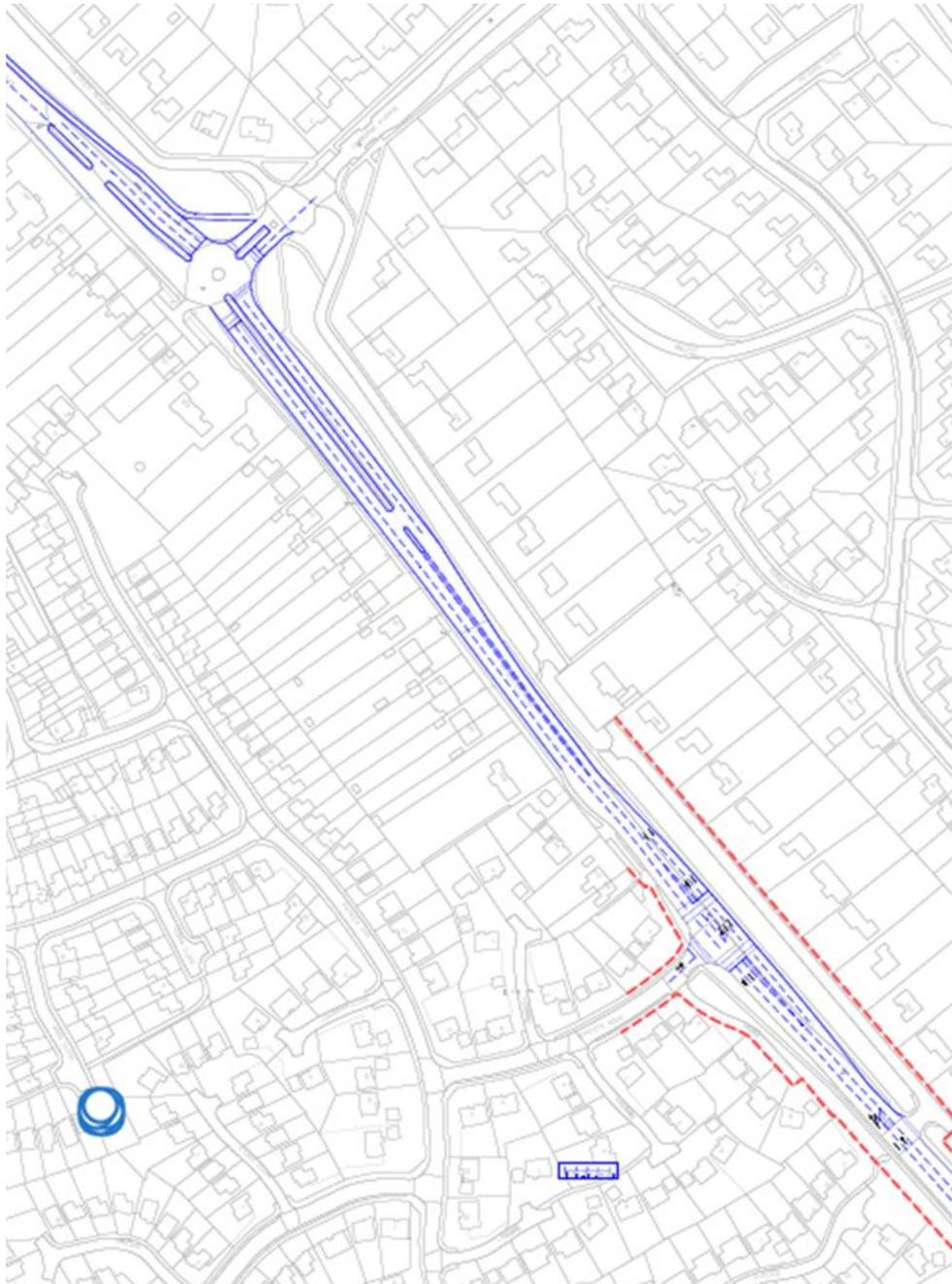
5.139 The Transport Assessment submitted as part of the SEALR planning application has proposed, subject to public consultation, an alternative junction arrangement to provide a left-in and left-out only configuration which prevents right turn

movements. This arrangement is illustrated on AECOM Drawing 60535364-SKE-C-0019-A, an extract of which is shown below.



5.140 Whilst the proposed junction arrangement reduces queuing at the junction compared to the existing junction arrangement, there remains significant queuing on the side road in all scenarios, as shown in the results extracted below.

- 5.141 The applicant suggests that this situation is unlikely to occur because such delays are likely to encourage drivers to seek existing alternative routes that are available to exit the housing area which Eascote Road serves. On balance, there is an overall improvement in queue lengths across both the peak hours. It is also noted that the restriction of the right turn movement would present a significant road safety improvement at this junction.
- 5.142 Buckinghamshire Council are also considering the potential for a signalised junction arrangement to be delivered at this junction as part of the SEALR proposals, in tandem with the signalisation of the Camborne Avenue / A413 Wendover Road junction.
- 5.143 The SEALR Transport Assessment has presented an indicative preliminary design for the linked signalised junctions. An extract of the potential junction drawing is shown below.



5.144 The applicants for SEALR have assessed the junction using their 2036 Do Something flows (which are the same as the Hampden Fields Do Cumulative 3 assessment), as shown below.

Table 32 – Junction 7 & 24: A413 Wendover Road / Camborne Avenue signalised three-arm junction and A413 / Eascote Road three-arm junction

Scenario	Junction 7				Junction 24			
	AM Peak		PM Peak		AM Peak		PM Peak	
	Max DoS	Max Q	Max DoS	Max Q	Max DoS	Max Q	Max DoS	Max Q
2036 Do Nothing	77.5%	16.2	83.9%	21.6	73.0%	16.7	71.3%	15.0
2036 Do Something	85.8%	24.4	83.6%	20.8	87.5%	23.0	88.7%	24.4

5.145 The results illustrate that the indicative preliminary signalised junction design would be sufficient to cater for the level of traffic identified for the 2036 Do Cumulative 3 scenario and would therefore be an adequate mitigation should traffic flows reach the levels identified for 2036.

5.146 The delivery of any such schemes for Eascote Road and Cambourne Avenue would be managed by the Council as part of the implementation of SEALR, so a contingent financial contribution would need to be secured towards the works from the Hampden Fields development. This is secured and part of the S106 Agreement for the site.

Junction 99 - Walton Street Gyratory



5.147 The Walton Street Gyratory junction is a key junction in Aylesbury town centre. It is a complex linked traffic signal-controlled junction with 4 main routes which join and circulate around a central area of residential and commercial properties.

5.148 The results of the assessment show that the operation of the Gyratory would improve in all 2036 scenarios with the addition of the development traffic. As such, no works to this junction are proposed as the operation is acceptable with standalone and cumulative development.

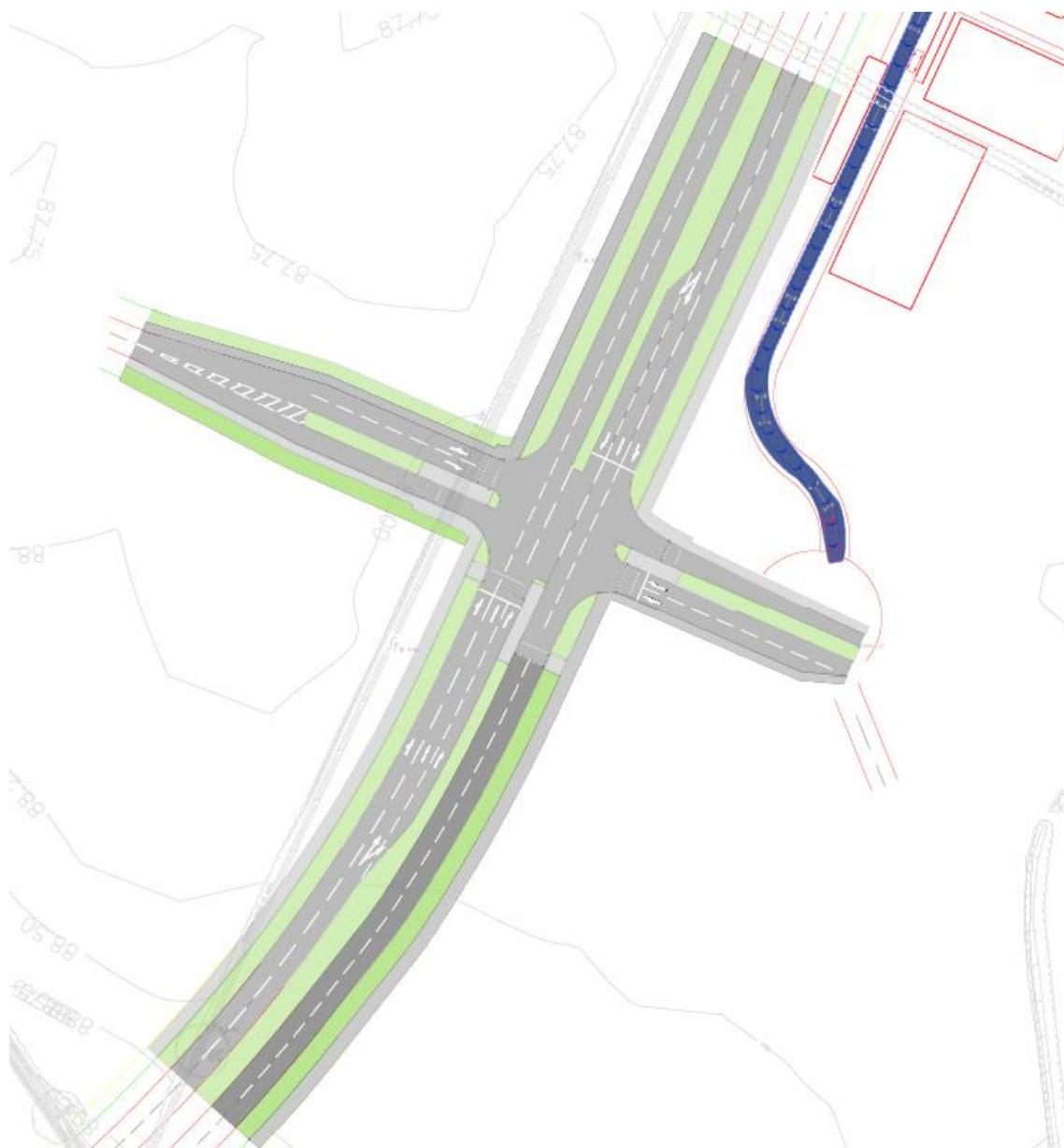
5.149 Local representations have questioned the results, stating that in the cumulative scenarios the gyratory is operating significantly worse in the PM peak. However, as presented in the results in both cumulative scenarios, the operation of the Gyratory would improve with the addition of the development traffic and infrastructure. As the operation of the junction improves when compared to the Do Minimum the impacts are therefore not severe.

- 5.150 There have also been some questions raised in local representations over the validity of the strategic model to assess the Walton Street gyratory, and whether it is fit for purpose. As discussed earlier in this report, the Aylesbury Transport Model has been developed in line with the relevant guidance, the Transport Analysis Guidance (TAG), and has been approved by DfT as being fit for purpose.
- 5.151 Notwithstanding, some specific points which have been raised in representations will be addressed below. Full details on the points raised are set out in the BC Highways response dated 27th January 2021.
- 5.152 Concerns were noted in representations that the gyratory observed flows are not validated and objectors contended that there cannot be any confidence in the assertion that future year problems at the gyratory have been solved. Details of the demand and actual flows were also requested.
- 5.153 In building the ATM, link counts on approach to the gyratory were included in the model calibration and in respect of the model's performance against these, the Local Model Validation Report (LMVR) is clear on this. Figures 10-5 to 10-7 of the LMVR show flow validation on links approaching Walton Street Gyratory and they all have a GEH of less than, or very close to, 5.0 in accordance with TAG recommendations.
- 5.154 Furthermore, as noted in section 10.7 of the LMVR, journey time routes 5 and 6 both pass through the gyratory; in both directions of these routes, the model replicates journey times to within the tolerances required by the Transport Analysis Guidance (TAG), again demonstrating the model's suitability for representing Walton Gyratory accurately.
- 5.155 The Highway Authority considers that there can be confidence in the assertion that future year issues at the Walton Street gyratory have been resolved as the strategy for the whole town shows that conditions improve as a result of the new link roads. The Hampden Fields standalone and cumulative assessments in this respect are as set out in the Council's consultation response dated 8th January 2021.
- 5.156 It has also been confirmed by Jacobs that the flows used are 'actual' flows, not 'demand' flows. This is in line with all strategic modelling for planning applications in Aylesbury where only actual flows will be provided. It would be unrealistic to design using 'demand' flows which represent unconstrained networks where we know in a busy urban environment there are always network constraints.
- 5.157 Local representations have also questioned why Jacobs have compared the modelled junction turning movements with observed data at two junctions; A41/Aylesbury Road and A41/Bedgrove/Broughton Lane, however no comparison was carried out for the Walton Street Gyratory and the A413/Camborne Avenue roundabout, both of which will be affected by the changes proposed.
- 5.158 Jacobs have confirmed that it is quite typical for modelled flow validation for models of this nature to be limited to link flows rather than turning movements. The analysis of turning movements described in the LMVR was included explicitly at the request of

DfT, who requested an analysis of two junctions be included. It is noted that DfT did not require this assessment to be a formal part of calibration or validation but just for information only. The junctions chosen were those for which turning count data was readily available at the time. With respect to the findings from the comparison, Jacobs placed relatively little weight on these given that they were not a formal part of model calibration/validation requirements and that the observed data was based on a single day's traffic count. Far more consideration and weight was placed on link counts, which were derived from 2 weeks' worth of ATC data.

Junction 121 - Southern Link Road (SLR) / Employment Access

5.159 The SLR/Employment Access junction is a proposed signalised crossroads arrangement which connects the SLR with the main employment zone proposed within the Hampden Fields development. The junction is an internal part of the development and is not an external access, therefore its exact configuration is likely to be the subject of a Reserved Matters application that will be submitted for the primary strategic infrastructure for Hampden Fields. The proposed junction is illustrated on RPS Drawing JNY10535-DR-010, an extract of which is shown below.



5.160 The results of the assessment show that the junction would operate within capacity.

Conclusion

5.161 In summary, the traffic impacts associated with the cumulative impacts of traffic associated has been adequately assessed and shown to be acceptable. The Highway Authority is satisfied that the development will not have a severe cumulative residual impact on the safety and convenience of the highway network and as such, whilst it is recognised there would be some adverse impact from the development, with appropriate mitigation the harm would not only be addressed but create some betterment on a standalone and cumulative basis - significant weight is attached to this benefit. The provision of the Southern Link Road (SLR) at Hampden Fields is a fundamental part of the long-term vision to deliver a partial orbital route around Aylesbury and in addition the development would make financial contributions towards the SEALR and deliver major strategic benefits to the town highway network and this is afforded significant weight in the planning balance.

5.162 The SMRR and SEALR are programmed for completion by 2024 and the SLR through Hampden Fields is programmed with the same completion date to maximise the efficiency of the transport network.

5.163 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 which can be secured through planning conditions and S106 obligations. This is afforded significant weight.

Walking, Cycling and Public Transport

Existing Conditions – Sustainable Modes of Transport

5.164 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.

5.165 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.

5.166 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.

5.167 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 Redline.

5.168 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.

5.169 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.

5.170 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.

5.171 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

5.172 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.

5.173 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.

5.174 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.

5.175 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

5.176 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.

- 5.177 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.
- 5.178 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.
- 5.179 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.
- 5.180 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.
- 5.181 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.
- 5.182 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.
- 5.183 There are further off-site measures to improve accessibility being proposed which are detailed below:

- 5.184 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.
- 5.185 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.
- 5.186 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.
- 5.187 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.
- 5.188 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.
- 5.189 Improvements along New Road – A 3m wide shared footway/cycleway is proposed along its length.
- 5.190 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

- 5.191 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.
- 5.192 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.

5.193 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 Council area
- 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

5.194 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

5.195 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 is not considered to be significant.

Bus Service

5.196 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 Council's Highways Authority 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.

- 5.197 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.
- 5.198 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.
- 5.199 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.
- 5.200 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.
- 5.201 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 Council's Highway Authority and officers from the Local Planning Authority.

Traffic Calming

- 5.202 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.

5.203 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.

Overall highway conclusion:

5.204 Overall Highways consider that the development proposal would not have an unreasonable impact on the highway network. The finer grained ATM, which considers the Aylesbury Transport Strategy in more detail, and which is a separate modelling approach, supports the conclusions of the CSTM that the allocations, together with the transport strategy to support it, are acceptable and indeed bring about benefits to the highway network.

5.205 As stated above, the Highway Authority is satisfied that the development will not have a severe cumulative residual impact on the safety and convenience of the highway network and as such, whilst it is recognised there would be some adverse impact from the development, with appropriate mitigation the harm would not only be addressed but create some betterment on a standalone and cumulative basis - significant weight is attached to this benefit. The provision of the Southern Link Road (SLR) at Hampden Fields is a fundamental part of the long-term vision to deliver a partial orbital route around Aylesbury and in addition the development would make financial contributions towards the SEALR and deliver major strategic benefits to the town highway network and this is afforded significant weight in the planning balance..

Landscape and visual Impact

WTNP Policy H2: Development Design in the Neighbourhood Area, C3: Public rights of way AVDLP Policies GP.35 (Design of new development proposals, GP.38 (Landscaping of new development proposals), GP.39 (Existing trees and hedgerows), RA8 (Development in Areas of Attractive Landscape and Local Landscape Areas), and GP40 (Retention of existing trees and hedgerows)

Emerging VALP policy BE2 (Design of new development), NE4 (Landscape character and locally important landscape) NE8 (Trees, hedgerows and woodlands) all carry moderate weight and D1 Delivering Aylesbury Garden Town (moderate weight), D-AGT4 Aylesbury south of A41(limited to moderate weight).

5.206 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. WTNP policy H2 amongst other things states that proposals for development in the neighbourhood area will be supported provided that the scale, density, height, massing, landscape design, layout and materials, reflect the character

and scale of the surrounding buildings and of distinctive local landscape features and that it retains and enhances natural boundaries, including hedgerow and water courses, which contribute to visual amenity or are important for their ecological value.

- 5.207 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.
- 5.208 Emerging Policies D1 and BE2 of VALP reflect these. Policy D-AGT4 seeks to retain existing landscape features, and rights of way and seeks a landscape led approach including consideration of long distance views of the AONB and responds positively to the best characteristics of the surrounding area. Policy NE4 of the VALP seeks to ensure that the scheme respect the local context and landscape character of the area.
- 5.209 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. The landscape and view chapter of the ES has been updated to reflect changes in planning policy, baseline conditions including new viewpoint photography and an updated assessment of cumulative impacts including the amended SLR junctions.

Landscape character

- 5.210 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

5.211A '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. The recently submitted ES addendum states that the overall conclusions of the Landscape and Visual Impact Assessment remain unchanged.

5.212 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.

5.213 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 addendum to the ES in combination with the Proposed Development would not alter the significance of effects of the Proposed Development summarised above.

5.214 The landscape officer agrees with the conclusions in the ES and the addendum 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.

5.215 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:

- 5.216 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.
- 5.217 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.
- 5.218 The Chiltern Conservation Board objects to the likely adverse impact on the setting of the AONB, viewpoints, loss of undeveloped, unallocated greenfields and strategic green gap, and prematurity. Natural England have also raised objections regarding the impact on views of the AONB and PROW. 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.
- 5.219 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, SEALR, Aylesbury South and South West developments as well as that existing or committed at Arla and Kingsbrook developments with the edge of the town expanding, 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, is considered that the Inspectors 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 or alter the weight afforded in the planning balance.

Residential receptors:

5.220 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.

5.221 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.

5.222 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

5.223 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.

5.224 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.

5.225 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.

5.226 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.

5.227 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.

5.228 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.

5.229 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.

5.230 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.

5.231 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 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”.

5.232 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 there would be some conflict with AVDLP Policies RA2, GP.35, emerging policies BE2 and NE4 of the VALP and as such the impact on the landscape character and visual effects of the development are accorded significant negative weight in the balance. The proposal would not harm the setting of the AONB and thus no conflict with emerging VALP policy NE3 would arise. In respect of WTNP Policy H2 and GP38 of AVDLP and emerging policy D-AGT4 the proposal would retain and enhance natural boundaries, including hedgerow and water courses, which contribute to visual amenity. In addition, the proposal is landscape led and has taken into consideration the distinctive local landscape features and seeks through mitigation measures to minimise the impact on the open countryside.

Agricultural land

- 5.233 The NPPF in paragraph 170 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. Policy NE7 of the emerging VALP states that subject to the development allocations set out in the VALP, the council will seek to protect the best and most versatile farmland for the longer term.
- 5.234 The land is graded depending on the extent to which physical or chemical characteristics impose long-term limitations on agricultural use.
- 5.235 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.
- 5.236 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.

5.237 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.

5.238 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 of 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. The ES and addendum concludes that there would not be a significant impact on agricultural matters. Having regard to the above comments it is not considered that the development would conflict with the emerging policy in the VALP or with the aims of the NPPF in this regard. However, having regard to the loss of some BMV land, this should be afforded moderate negative weight.

Trees and Hedgerows

WTNP: H2 Development Design in the Neighbourhood Area

AVDLP GP39 (Existing trees and hedgerows) and GP40 (Retention of existing trees and hedgerows)

Emerging AVDLP NE8 (Trees, hedgerows and woodlands) (moderate weight) D-AGT4 Aylesbury south of A41 (limited to moderate weight).

5.239 Policy H2 of the WTNP amongst other things states that development will be supported provided among other matters that their landscape design, reflect the character and scale of distinctive local landscape features and that it retains and enhances natural boundaries, including hedgerow and water courses, which contribute to visual amenity or are important for their ecological value. Policies GP39 and GP40 of the AVDLP seek to preserve existing trees and hedgerows where they are of amenity, landscape or wildlife value and this is also reflected in emerging policy NE8. The NPPF also states 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.

5.240 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. 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.

- 5.241 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).
- 5.242 The survey recorded 67 hedgerows forming approximately 17,930 linear metres. These are mainly single species including hawthorn and blackthorn.
- 5.243 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).
- 5.244 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.
- 5.245 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.
- 5.246 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. The ES and addendum concludes that the removal of hedgerows and trees would not result in a significant effect overall. 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 policies GP39-40 of the AVDLP and with emerging policy NE8 of the VALP and with the NPPF and as such this factor should therefore be afforded neutral weight in the planning balance

Ecology

WTNP policy H2 (Development Design in the Neighbourhood Area) and E3 (Biodiversity) Emerging VALP NE1 (Biodiversity and geodiversity) (moderate weight), D-AGT4 Aylesbury south of A41 (limited to moderate weight).

- 5.247 Paragraph 170 of the NPPF requires new development to minimise impacts on biodiversity and provide net gains in biodiversity. Paragraph 175 (NPPF) requires

development whose primary objective is to conserve or enhance biodiversity should be supported; while opportunities to incorporate biodiversity improvements in and around developments should be encouraged especially where this can secure measurable net gains for biodiversity. Paragraph 118a (NPPF) states that policies and decisions should 'encourage multiple benefits from both urban and rural land, including through mixed use schemes and taking opportunities to achieve net environmental gains – such as developments that would enable new habitat creation or improve public access to the countryside'. Policies H2 and E3 of the WTNP states amongst other things that proposals for development in the neighbourhood area will be supported provided that it provides a biodiversity net gain for the parish, as well as seeking to conserve and enhance biodiversity and wildlife.

- 5.248 Emerging Policy 'NE1 states that planning conditions/obligations will be used to ensure net gains in biodiversity by helping to deliver the Buckinghamshire and Milton Keynes Biodiversity Action Plan targets in the biodiversity opportunity areas. A monitoring and management plan will be required for biodiversity features on site to ensure their long-term suitable management (secured through planning condition or Section 106 agreement)". Policy D-AGT4(c, d, h) of the emerging VALP requires existing vegetation and landscape features to be retained where practicable, including field patterns, existing woodlands and hedgerows. Proposals must retain and enhance existing habitats where practicable including the creation of linkages with surrounding wildlife assets. This includes the wildlife area with Bedgrove Park. It is expected that provision and management of 50% of green infrastructure should link to other new development areas and the wider countryside.
- 5.249 The applicant has submitted an updated Environment Statement which sets out a number of mitigation and enhancement measures which could be incorporated into the scheme to provide a Biodiversity Net Gain (BNG). The BNG calculation demonstrates a net gain over 10% largely achieved through provision of enriched grassland to be established on site (except on sports pitches, gardens and those around commercial buildings). The Ecology officer has recommended that further BNG calculations should be submitted along side detailed Construction Environment Management Plan (CEMP) and a Landscape Ecological Management Plan (LEMP) to clarify the gains and establish a more accurate figure on the basis of firm detailed plans that will be required in the natural evolution of any development of this scale.
- 5.250 A series of ecological surveys have been undertaken and which have identified the presence of bats, breeding birds and badgers. The ES recognises that the majority of buildings and trees are unsuitable as roosting features for bats, however, there have been bat roosts identified as confirmed or suspected in some of the trees, including some to be removed, and mitigation is proposed.
- 5.251 Mitigation measures are outlined although further detail is required in the LEMP and CEMP (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).

- 5.252 In addition, it is considered that the development is not considered to be fully compensating for the impacts of Farmland Birds. The principles of a S106 agreement to enable the applicant to compensate for the residual impact incurred on the farmland birds species identified as being impacted by the proposal have been supported by the Council's ecologist and the BBOWT Planning officer.
- 5.253 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. The Council's Ecology officer has commented on the proposal, that further measures for hedgehogs will be required by providing highways through the built environment in the form of suitable gaps in garden fences proposed across the site. The measures will need to be secured alongside the species specific enhancements that will be detailed in the LEMP.
- 5.254 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, the proposal shows that the grassland will be protected and enhanced through positive management to provide species-rich wildflower meadows which can form habitats. The Council's Ecology Officer has reviewed the ES Addendum and the proposed species rich wildflower identified in the EMMS is not supported. The officer has recommended that the buffer strip to Bedgrove Park should incorporate NVC MG5 grassland in line with the meadow feature that has been established at Bedgrove. In addition, an appropriate seed mix should be used to establish the site and the details should be set out in the LEMP.
- 5.255 Up to 20% of the ridge and furrow grassland field 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.
- 5.256 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.
- 5.257 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, and in this respects bats. 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”.

5.258 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 Aylesbury vale area, 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 and the delivery of an emerging VALP allocation. 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. This is an emerging VALP allocation. 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 delivery of an emerging VALP allocation, 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 have not assessed impacts on protected species, instead refer to the standing advice, which has been followed.

5.259 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 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 and Policy NE1 of the emerging VALP , as part of the reserved matters applications.

5.260 The site is located within 5km of the Chiltern Beechwoods Special Area of Conservation (SAC) designated under the European Directive.

5.261 In this instance, a Habitats Regulations Assessment Report (HRA) undertaken by the Council as part of the VALP supporting documentation and updated (addendum) in November 2020 as part of the main and further main modifications, concludes that the proposed development would not result in significant effects on the SAC as a result of increasing traffic and related impact on air quality as well as increasing recreational pressure having regard to mitigation. Natural England agree with the conclusions including in the addendum within the Appropriate Assessment with regards to air quality and the updated data that there will be no adverse effect on the integrity of the SAC, either alone or in combinations.

5.262 The applicants have also undertaken an assessment, following advice from Natural England, of the potential effects of the proposed development on the Chiltern Beechwoods SAC. The applicants report recognises that a likely significant effect cannot be ruled out and therefore further scrutiny is required as part of an appropriate assessment on recreational pressures and air quality. This has been

carried out and a copy of the appropriate assessment can be found attached as an appendix. This concludes that the impact avoidance and mitigation measures in the form of the public open space design and accessibility would be successful in addressing any net increase in visitor numbers and recreational pressure on the SAC and would not contribute towards any adverse effect in combination with other developments. In terms of air quality, the nitrogen deposition contributions acting in either as stand alone or in combination with other plan or project would not undermine the conservation objectives for the SAC and overall the site integrity would not be adversely affected.

5.263 The mechanism for securing this mitigation is through S106 legal agreement and conditions. A copy of the Appropriate Assessment can be found attached to the end of this report. Natural England have been requested to confirm they are in agreement with this conclusion. It is therefore considered that with this commitment in place, the development will fully accord with the requirements of the Conservation of Habitats and Species Regulations 2017 (as amended), as such no objections are raised.

5.264 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. Whilst there is some potential for some harm as discussed above, having regard to the mitigation proposed and the ability to secure net gains, it is considered that subject to conditions, the application proposal accords with AVDLP, WTNP and emerging VALP and the NPPF and would complement the local area and conserve existing natural and other features of value as far as possible.

5.265 The ES and addendum concludes that there would not be a significant effect on ecology. It would deliver a net gain which would be a benefit. Having regard to the above matters, it is considered that the development would accord with emerging policy NE1 of the VALP and with the NPPF and that this benefit is afforded limited weight in the planning balance

Environmental issues

NE5 Pollution, air quality and contaminated land carries considerable weight.

Air Quality

5.266 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. Policy NE5 of emerging VALP requires development that may have an adverse impact on air quality will be required to prove through a submitted air quality impact assessment that the effect of the proposal would not exceed the Nationally Air Quality Strategy Standards (as replaced) or the surrounding area would not be materially affected by existing and continuous poor air quality. The potentially polluting development will be required to assess their air quality impact with detailed air dispersion modelling and appropriate

monitoring. Required mitigation will be secure through a planning condition or section 106 agreement.

5.267 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. The ES has been updated and the air quality assessment has been comprehensively updated to address the latest available air quality data and included traffic data from the Aylesbury Transport Model to determine the effects of the proposed development alone and cumulatively. The air quality chapter in the ES Addendum also includes updates relating to assessment of operational phase road traffic impacts on nearby ecological designated sites. The results showed that during site activities releases of dust and small particles can be emitted to the atmosphere through a number of actions including: site preparation, earthworks, construction processes, material handling, and vehicle movements on and outside the site. However, through good site practice and the implementation of suitable mitigation measures, the effect of dust and small particle releases will be reduced and excessive releases prevented. The ES addendum predicts that residual effects of the construction phase on air quality are considered to be slight adverse to negligible.

5.268 In addition, a quantitative assessment of the potential effects once built (completed phase), on air quality was undertaken using computer modelling. The assessment identified that the introduction of the Southern Link Road, and other local road improvements including encouraging the use of public transport, will help mitigate any adverse effects such that the residual effects on air quality from the proposed development once occupied are considered to be not significant.

5.269 The ES has concluded that the residual effects of the cumulative air quality would not be significant. The result of the assessment is the same as the assessment carried out in 2017, which the council's air quality officer agreed with. The amended ES addendum Air Quality assessment report identifies 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 measure detailed in the report are implemented.

5.270 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 ADVLP policies GP8 and GP95, emerging policies BE3 and NE5 of the VALP and with the NPPF and as such it should be afforded neutral weight in the planning balance.

Noise

5.271 Paragraph 180 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. Policy NE5 of the emerging VALP requires significant noise generating development to minimise the impact of noise on

occupiers of proposed buildings, neighbouring properties and the surrounding environment.

- 5.272 The addendum to Chapter 11 of the Environmental Statement, includes an updated assessment of effects using traffic data from Aylesbury Transport Model 2020; an updated cumulative impacts and updated planning policies, legislation and guidance. The chapter considers the issues in relation to noise and vibration, a full assessment of which has been undertaken by WSP. The assessment included determination of the suitability of the site for both residential development and the primary schools.
- 5.273 The ES addendum considers noise and vibrations effects during construction and indicative noise predictions show that there will be temporary, short-term, negligible to major adverse effects at the receptors assessed. Mitigation measures have been recommended to reduce construction effects to minor adverse, at worst.
- 5.274 The main noise impact once operational 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 operational road traffic will lead to, at worst, permanent long-term moderate adverse (significant) effects. However, on the majority of roads there will be a negligible effect whilst on others there will be a beneficial effect. 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.
- 5.275 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.
- 5.276 The Environmental Health Officer has reviewed the revised documentation and is of the opinion that the significant effects remain substantially unchanged from the 2017 assessment other than some increase in significance relating to impacts of traffic noise. Since the production of the original ES there have been a number of updates to relevant standards and guidance. No objections have been raised subject to conditions in relation to a Construction Environmental Management Plan (CEMP) and the relationship of proposed houses to the potential noise source. Whilst the Environmental Health Officer has referred to the consideration that will be given to the internal layout of the proposed schools in terms of road traffic noise levels such that the classrooms and other sensitive areas are located in facades away from the roads, this is a detailed matter for the reserved matters stage and the acoustics performance of the proposed building façade components, sound insulation is a matter which would be dealt with through the Building Regulations.

5.277 Overall, in respect of noise and vibration it is considered that subject to mitigation measures, including the imposition of conditions regarding noise and which will also require the approval of a CEMP, the proposal would accord with ADVLP policies GP8 and GP95, emerging policies BE3 and NE5 of the VALP and with the NPPF. As such this element should be afforded a neutral factor in the planning balance.

Contamination

5.278 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.

5.279 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. 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.

Waste Management

5.280 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 and no changes were made to the chapter on Waste Management in the ES addendum. 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.

5.281 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).

5.282 The ES and addendum 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.

5.283 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 emerging VALP policy NE5 Pollution, air quality and contaminated land and carries a neutral weight in the planning balance.

Historic environment (or Conservation Area or Listed Building Issues)

WTNP Policy H2: Development Design in the Neighbourhood Area

AVDLP policy GP53 (New development in and adjacent to Conservation Areas),

Emerging VALP policies BE1 (Heritage Assets) (moderate weight)

Supplementary Planning Documents (SPD): Aylesbury Vale Conservation Areas, Weston Turville Conservation Area document (2007).

5.284 Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 places a duty on local authorities to pay special regard to the desirability of preserving or enhancing the character or appearance of Conservation Areas. This is generally reflective of policy GP53 of the AVDLP and policy BE1 which make more specific references to individual characteristics which should be preserved and include, for example, views into or out of conservation areas. However, saved policy GP53 of the AVDLP is not entirely consistent with the 'language' of the NPPF set out in paragraphs 193 and 196 as they apply in this instance, because it doesn't go on to comment on a heritage assets 'significance', how this harm should be quantified, and the balancing of harm against public benefits. It is therefore considered that policy GP53 can only be given limited weight. The WTNP Policy H2 requires proposals for development within the neighbourhood area to conserve and enhance the significance of any heritage asset and/or the special interest, character and appearance of the conservation area and their settings. Emerging VALP policies BE1 has moderate weight and is taken into consideration in assessing heritage impact.

5.285 There are no listed buildings within the site. The nearest Conservation Area (Weston Turville Conservation Area) is c.200m from the south-eastern extent of the site. This part of the Conservation Area comprises a number of grade II listed buildings including: The old Crown Cottage (19 & 21 West End); Applestraw Cottage (18-20 West End), Sugar Loaf Cottage, 7 West End and 1 West End.

Impact of the built form of the development on the conservation area and listed buildings

- 5.286 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.
- 5.287 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.
- 5.288 The parameter plans show strategically placed green space and screen planting which is designed to offset the effect of the proposed development on the setting of the nearest listed buildings and conservation area and will be incorporated into the design scheme and form a part of the landscaping reserved matters and/or planning conditions.
- 5.289 The Heritage officer has assessed the impact of the proposed development on the setting of the listing buildings and conservation area. The potential effect of the proposed development is the proximity of its south-eastern boundary to the Weston Turville Conservation Area (CA) and the number of grade II listed buildings in that part of the Conservation Area. According to the Heritage Officer, 'The adopted Weston Turville Conservation Area Appraisal (CAA) identifies the north-west section of the CA as the 'West End Identity Area' and describes the development sites verdant countryside character as providing the rural setting to the village. Furthermore, it is noted that the CAA identified various viewpoints including into and out of the conservation area, including a panoramic view from West End north and makes reference to the agricultural lands influence on the evolution of the village.
- 5.290 The heritage officer's conclusion is that given the separation distance and proposed extensive green infrastructure the proposal would preserve the architectural and historic interest of the listed buildings and their setting. Therefore when special regard is given to the desirability of preserving the setting of these listed buildings as required under section 66 of the Planning (Listed Building and Conservation) Act 1990 the objective of preserving the setting of these listed buildings is achieved.
- 5.291 With regards to the impact on the Conservation Area, the Heritage Officer notes that the longer range viewpoints from the West End Identity area looking north over the countryside will be mitigated by the open space buffering to the south of the site and the proposed landscaping. In view of the above, the Heritage officer concluded that whilst there would be some harm from the development of these fields, the harm to

the setting of the conservation area is likely to be low and the proposal would cause less than substantial harm to the significance of the Conservation Area at the lower end of the spectrum and should be afforded great weight when weighed against the public benefits of the scheme.

Impact on non-designated heritage assets:

5.292

The most significant visual effect will be on the setting of non-designated 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. The harm caused is limited and needs to be weighed in the overall planning balance

Impact of construction traffic on the conservation area and listed buildings

5.293 Whilst there may be some potential for heavier vehicles passing through the conservation area and buildings during construction, a construction traffic management plan will be required by condition which will include securing details of routing of construction traffic which will mitigate the impact through the conservation area. It is therefore considered that no harm would occur in this respect and it would preserve the appearance and character of the conservation area and preserve the setting of the listed buildings.

Heritage conclusions :

5.294 Special regard has been given to the desirability of preserving the setting of the listed building and the conservation area as required under section 66 and 72 of the Planning (Listed Building and Conservation Areas) Act 1990, which it is accepted is a higher duty. It is concluded that the development could be designed so as to preserve the setting of the listed buildings and so these buildings and monuments are preserved and no harm results from the proposal. In relation to the setting of the conservation area, the impact of the built form of the development would be considered to amount to 'less than substantial harm' in NPPF terms albeit this is at the lower end of the spectrum of less than substantial harm to the significance of the Conservation Area in National Planning Policy Framework (NPPF) terms. However, great weight is given to this harm as required under paragraph 193. In accordance with paragraph 196 of the NPPF this harm must be weighted against the public benefits of the proposal and this exercise is undertaken later in the report.

Archaeology

AVDLP Policy GP59

Emerging VALP Policy BE1 (Heritage Assets) (Moderate weight)

WTNP: Policy H2 Development Design in Neighbourhood Area.

5.295 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.

5.296 The application is accompanied by an archaeological evaluation report which concludes that the proposed development will affect undesignated heritage assets of archaeological interest.

5.297 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.

5.298 The Masterplan indicates that the 2-4th century enclosure will be preserved in-situ beneath the playing fields of the proposed school in the eastern neighbourhood 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. The Archaeology and Cultural Heritage section in the Environment Statement has been updated to reflect changes in planning policy and provide an update in baseline conditions. The review of the Environment Statement did not identify any changes to the assessment conclusions.

5.299 The Environmental Statement submitted is consistent with the view of the Council's 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. The previous Inspector identified some harm to ridge and furrow, and the Inspector and the Secretary of State agreed 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.

5.300 Subject to appropriate investigation, recording, publication and archiving of results, The Archaeology Officer has confirmed no objections to the proposal subject to attachment of the relevant conditions which would conform with advice contained in the NPPF and AVDL policy GP59.

5.301 In summary there is not considered to be a conflict with the NPPF in respect of heritage assets and the development would accord with the aims of Policy H2: Development Design in the Neighbourhood Area of the WTNP and emerging VALP policy.

Healthy and Safe Communities

WTNP: HE1, Improvements to health facilities by contributions from developers of new housing, access to Education provision HE2 access to Education provision

AVDLP: GP86-88 Leisure and open space provision of community facilities and GP94 provision of community facilities

Emerging VALP: D1 Delivering Aylesbury Garden Town (moderate weight) , D-AGT4 (Aylesbury south of A41) (limited to moderate weight), I1 green infrastructure (moderate weight, I2 Sport and recreation (moderate weight), I3 community facilities(moderate weight).

5.302 The NPPF seeks to achieve healthy, inclusive and safe places, promoting social interaction, safe and accessible development and support healthy life-styles. 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, and designation of local spaces.

5.303 Policy HE2 of the WTNP states that developer contributions will be sought in relation to residential development towards the funding of new school places to expand the capacity at existing schools or provision of new education facilities. Policy HE1 of the WTNP states that developer contributions will be sought in relation to residential development to fund improvements to service capacity for health facilities where the Clinical Commissioning Group has demonstrated that the development will create pressure on service provision and a requirement can be justified. Policies GP.86-88 and GP.94 of AVDLP seek to ensure that appropriate community facilities are provided arising from a proposal (e.g. school places, public open space, leisure facilities, etc.) and financial contributions would be required to meet the needs of the development.

5.304 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.).

Green networks and infrastructure

5.305 Policy D-AGT4 seeks the provision and management of 50% green infrastructure to link to other new development areas and the wider countryside, This is consistent with the AGT masterplan greenway. The Council's acknowledges that development proposals offers the opportunity to improve green infrastructure network and Policy I1 seeks to achieve this. All green infrastructure proposal should include details of management and maintenance to ensure these areas are permanently protected. The green infrastructure will be secured through CIL regime, S106 contribution or conditions as appropriate.

- 5.306 The parameter plan shows that over 50% of the site area has been set aside for GI provision. The proposal makes provision for 109.01ha of green infrastructure including parkland, sports pitches, sports pavilions, children's play areas, mixed use games area, including a skate park/BMX facility, informal open space, allotments and community growing space. 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.
- 5.307 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.
- 5.308 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. In accordance with the SPD and Ready Reckoner there is also a requirement for a financial contributions towards strategic sport and leisure projects in addition to the above to secure off site leisure facilities. The scope of such contributions are set out in the adopted SPD. Under the CIL Regulations the S106 must specify the projects to meet the test of certainty and delivery and thus a number of projects have been identified. Weston Turville Parish Council are concerned that those identified are in Aylesbury and not within their parish, however there is no committed strategic sport and leisure project in Weston Turville. The Parish Council have been made aware that the CIL requirements mean that the provisions of a S106 cannot be left open ended in the event that there is a scheme in Weston Turville that might come forward. The sports and leisure contribution can only be secured if there are identifiable such projects that are capable of being delivered.
- 5.309 In terms of the maintenance of the public open space and recreational facilities, the S106 makes provision for the offer of a transfer of the open space to the parish, and the extension to Bedgrove park to the Council.
- 5.310 Matters of detailed design and of a public arts strategy can be covered by Section 106 or at reserved matters stage.

5.311 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, which can be secured in the S106 agreement.

5.312 The leisure and sports provision identified on the site complies with the principles outlined in 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.

5.313 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.

5.314 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. In addition, the outline proposal has set aside an appropriate level of green infrastructure to ensure that at the detailed stage the development would deliver on the principles of Aylesbury Garden Town, it is considered therefore that subject to S106 agreement the proposal would be in accordance with AVDLP policies GP86-88 and GP94, emerging policy D1, I1 and D-AGT4 (criteria h & q) of the VALP and with the NPPF and as such this factor should therefore be afforded neutral weight in the planning balance

Education

5.315 Policy HE2 of the WTNP seeks contributions towards funding new school places.

Emerging policy D_AGT4 requires the provision of two primary schools on the site each with a preschool and one children's centre, together with a financial contribution to secondary provision (criteria b). The proposed development includes two primary schools, one located within the eastern neighbourhood and one within the western neighbourhood. The Council has 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.

5.316 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 on site, 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 financial contribution would go towards the costs of the Council acquiring a fully serviced site for provision of the Secondary School on the Kingsbrook Development, nearby. 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.

5.317 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

5.318 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. The socio economics chapter of the ES addendum has been updated to reflect changes in planning policy and provide an update of the cumulative effects. In addition, a Health Impact Assessment (HIA) was undertaken and submitted as a new appendix to the socio-economic chapter. The HIA concludes that the proposals are anticipated to result in a range of positive impacts upon health and well-being within the development and beyond. The proposals provides for additional healthcare facilities through the provision of the GP Surgery, which could include facilities/clinical uses.

5.319 The Aylesbury CCG advise that the current position does not strictly align with the requirements of the CCG in respect of multiple smaller sites across the Aylesbury area, however they are committed to working with the developer to achieve the ambition in the longer term. It is recognised that this is an outline application which makes provision for land and building (shell and core) for a health centre, and the details would be a matter to be considered at the reserved matters stage. The CCG seek to ensure the provision of healthcare facilities (GP surgery provision) are designed in accordance with the NHS established principles. In addition the CCG requested provision be made in the S106 for a financial contribution towards temporary healthcare facilities (earlier in the construction) to support the development in an existing facility (rather than a temporary porta-cabin on site). This can be secured in the S106 agreement.

- 5.320 Turning to acute and community healthcare, residents have raised concerns about the potential impacts on hospital provision at Stoke Mandeville Hospital. Buckinghamshire Hospital Trust (BHT) have requested contributions towards hospital services and the council have been in discussion with the Buckinghamshire Hospital Trust (BHT) regarding contributions sought in general terms towards the cost of providing capacity for the Trust to maintain service delivery during the first year of occupation of each unit of the accommodation on/in the development. Officers have reviewed the request for a section 106 contribution BHT. BHT's request is for revenue funding for its operational costs for its acute and community care services. In considering any request for a financial contribution, the council would need to be satisfied that BHT has provided evidence and adequate justification to demonstrate in accordance with the CIL Regulations how the sums are necessary to make the development acceptable in planning terms or how they are directly related to the development or fairly and reasonably related in scale and kind to the development. (CIL Regulation 122).
- 5.321 Officer sought further information from BHT to address officers' concerns that the contribution sought did not meet the CIL tests. BHT have provided additional explanation about their funding mechanisms. They have explained that there is a gap in their revenue funding, and it is not possible for their funding mechanism to be adapted so that the anticipated occupation of new development can be incorporated into their revenue funding formula. This formula is set nationally and not based on forecasting.
- 5.322 However, notwithstanding this, Officers do not consider that the funding requested by BHT is in accordance with the CIL tests. BHT seek revenue funding, not capital funding. The CIL Regulations (section 59, as amended & NPPG Paragraph 144 Reference ID 25:144-201990901) refer to the meaning of *Infrastructure* in terms of physical structures such as premises, facilities, roads, flood defences and new buildings. It is considered that this wording does not provide scope for infrastructure funding in terms of the operational costs requested.
- 5.323 In an effort to address officer's concerns about the BHT revenue costs methodology, BHT provided an estimate of the capital cost impacts caused by development on BHT infrastructure and facilities. The Council is working collaboratively with BHT in order to assess the potential for CIL compliant contributions for capital costs arising from the impacts from new development, however this is still at an early stage.
- 5.324 The information provided by BHT is not sufficiently advanced at the stage to enable the council to reach a conclusion that the CIL test has been satisfied, including how the contribution is directly related to the development proposed. Whilst projects been specified to deliver the infrastructure for which contributions are requested, no further information has been provided to justify the need arising from this development and delivery of these projects, as it is at a very early stage. Therefore, officers conclude that the request has not satisfied the CIL regulations test and it would not be appropriate to seek to secure contributions.
- 5.325 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 having regards to the CIL regulations and should be afforded neutral weight in the planning balance.

Raising the quality of place making and design

WTNP Policy H2 – Design of Development

AVDLP Policies GP.35 (Design of new development proposals), GP.38 (Landscaping of new development proposals) and RA8 (Development in Areas of Attractive Landscape and Local Landscape Areas)

Emerging VALP policy BE2 (Design of new development) (moderate weight), NE4 (Landscape character and locally important landscape) (moderate weight), D-AGT4 (Aylesbury south of A41) (limited to moderate weight) .

Design Guide: New Houses in Town and Villages / Residential extensions guide

5.326 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. The WTNP policy H2 requires all development proposals to deliver high quality schemes that reflect the character of the existing settlement or nearby houses of architectural merit and materials used in any development shall complement those used in adjacent surroundings.

5.327 The focus of policy BE2 (design of New Development) of the emerging VALP is on local distinctiveness, and development are required to be appropriate to its contexts; and individual identify that either complements or forms an attractive contrasts with its surrounding is encouraged. Furthermore, Policy D-AGT4 of emerging VALP requires the proposal to take account of the over-arching Garden Town principles and details within the Aylesbury Garden Town Framework and Infrastructure SPD. The proposal has to take into account, the adjacent settlement character and identify, and should be integrated with the existing building area of Aylesbury, and maintain the settings, individual identify and character of Stoke Mandeville and Weston Turville. In addition, the development should be designed using a landscape-led approach including consideration of the long distance views of the AONB and respond positively to the best characteristics of the surrounding area.

5.328 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:

- 5.329 *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.
- 5.330 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.
- 5.331 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.
- 5.332 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; with opportunities to link to the Greenway. 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.
- 5.333 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.
- 5.334 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.
- 5.335 *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.

5.336 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.

5.337 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.

5.338 *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.

5.339 *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.

- 5.340 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.
- 5.341 *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”.*
- 5.342 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.
- 5.343 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.
- 5.344 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.
- 5.345 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.
- 5.346 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. 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. 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. 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. The need for a design code (to inform future reserved matters applications) can be secured by way of condition and s106 planning.

- 5.347 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.
- 5.348 Scale: 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.
- 5.349 Density: 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.
- 5.350 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.

5.351 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.

Flooding and drainage

AVDLP: GP66 (Access corridors and buffers adjacent to watercourses)

Emerging VALP policy I4 (Flooding) (*moderate weight*) D-AGT4 Aylesbury south of A41 (limited to moderate weight).

5.352 Paragraph 163 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.

5.353 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 163 in the NPPF.

5.354 The EA has undertaken a revised modelling study of the Bear Brook and Upper Thame, which was completed in 2018. The update and extension work to the model includes additional tributaries, one of which is the Wendover Brook. The study shows

that very limited parts of the site are in Flood zones 2 and 3 and that all built development are in Flood Zones 1. The Flood Risk Assessment accompanying the application has been updated to reflect the Environment Agency (EA)'s Upper Thame and Bear Brook Model and the revised river flow climate change allowances. The submitted FRA addendums confirms that all development continues to be within Flood Zone 1 and outside of the 43% and 70% climate change extents therefore the sequential test is still considered to be passed. The ES addendum notes that the EA's climate change allowances guidance has required revisions to the fluvial flood risk assessment, surface water drainage strategy and Flood Alleviation Scheme. The additional information has not altered the conclusions of the 2016 FRA.

5.355 The Environment Agency following a review of the ES Addendum and the FRA addendum has acknowledged that the FRA addendum submitted addresses the EA's revised climate change allowances and implications of this on the development and proposed flood alleviation scheme (FAS), and therefore do not have any objections to the proposal, subject to conditions.

5.356 The FRA indicates that a 5m buffer will 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.

5.357 The surface water drainage strategy has been revised to take account for the updated EA's 1 in 100 years plus 40% climate change allowance of rainfall intensity and it confirms the acceptability of the original design principles. The revised surface water drainage strategy notes that whilst the required surface water attenuation volume has increased due to the increased climate change allowance being considered, there is sufficient space within the existing detention basis and attenuation pond areas to accommodate the additional volume. The applicant has set out in the ES addendum that water surface attenuation basins located within areas identified as being in flood zone 2 will be located outside of the appropriate climate change extent at the detailed design stage. The surface water drainage strategy will consist of a sustainable drainage systems (SuDS) Management Train 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.

5.358 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. In addition, as set out in the EA's response in 2016, details of the proposed flood alleviation scheme (FAS) will be secured through a S106.

- 5.359 In summary the LLFA has carefully considered the proposed development and Officers consider that having regard to the FRA and the drainage scheme proposed that the development would be acceptable. This would be subject to conditions to ensure that development does not begin until a surface water drainage scheme for the site based on sustainable drainage principles and an assessment of the hydrological and hydro-geological context of the development as set out in the FRA and also a "whole life" maintenance plan for the site have been submitted to and approved by the Council to be secured by a S106 agreement, and these conditions are considered to be required to make the scheme acceptable.
- 5.360 The ES concludes that there would not be a significant effect on flooding. 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. The Environment Agency has reviewed the addendum and raised no objections subject to the imposition of conditions. Having regard to the above matters it is considered that the development would provide wider benefit in terms of water quality, ecology and contribute towards the Water Framework Directive and therefore accords with emerging policies I4 and I5 of the VALP and with the NPPF and is accorded moderate weight in the planning balance.
- 5.361 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 grampian 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.
- 5.362 It is considered that subject to the imposition of appropriate conditions, the proposal has measures in place to manage drainage and flooding issues. In addition, it would be in accordance with GP66 of AVDLP, policy I4 of the emerging VALP and the NPPF. It is considered the proposed flood defence improvements are afforded moderate weight in the planning balance

Supporting high quality communications

Emerging policy I6 (Telecommunications) (significant weight)

5.363 The NPPF states that advanced high quality communications infrastructure is essential for sustainable economic growth. Paragraph 114 of the NPPF requires Local Planning Authorities' to ensure that they have considered the possibility of the construction of new buildings or other structures interfering with broadcast and electronic communication services. Given the nature and location of the proposed development, it is considered unlikely for there to be any adverse interference upon any nearby broadcast and electronic communications services as a result of the development.

5.364 In accordance with emerging policy I6 of VALP, developers are also expected to have explored the option of providing on-site infrastructure, including ducting to industry standards in any new residential development for efficient connection to existing networks. A planning condition will ensure that this is adequately addressed.

5.365 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.

Amenity of existing and future residents

WTNP Policy H2 (Development Design in the Neighbourhood Area)

AVDLP: GP.8 (Protection of the amenity of residents) and GP.95 (Unneighbourly uses).

Emerging VALP policy BE3 (Protection of the amenity of residents) carries *considerable weight*. D-AGT4 (Aylesbury south of A41) (limited to moderate weight).

5.366 The NPPF in its core planning principles seeks to secure a good standard of amenity for all existing and future occupants. WTNP Policy H2 states that, amongst other things, proposals for development in the neighbourhood area will be supported provided that it does not adversely affect neighbouring properties by way of loss of privacy, daylight, noise, visual intrusion or amenity. In addition, that any new development does not result in the loss of any existing publicly accessible open space, and emerging policy BE3 reflects this.

5.367 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.

5.368 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.

5.369 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).

5.370 Matters of air quality, noise and disturbance are covered above. In summary, the ES addendum concludes that there will be varying degree of noise and vibration impacts on nearby residential receptors arising from construction and operational traffic. In terms of future occupiers, mitigation measures in the form of suitable glazing and ventilation specifications will ensure appropriate internal noise levels will be achieved. 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, outlook, or overshadowing to, neighbouring properties. Although there will be some impact from during the construction phase a condition can require the submission of a Construction Environmental Traffic Management Plan (CEMP) to ensure that amenities are adequately protected. It is therefore considered that at the detailed stage the proposal could be designed so as to accord with policy GP8 of AVDLP, Policy H2 of the WTNP, policy BE3 and D-AGT4 of the emerging VALP. It is considered that this factor should be afforded neutral weight in the planning balance.

Building sustainability

Emerging Policy C3 (Renewable Energy) of VALP attracts *moderate weight*

5.371 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.

5.372 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.

- 5.373 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.
- 5.374 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. The development would be required to include electric charging points, in addition details of high water use efficiency will be required. These would be secured by conditions as such the development would accord with emerging Policy C3 of the VALP and with the NPPF in this regard. This is afforded neutral weight in the planning balance.

Infrastructure and Developer Contributions

AVLDP – Policy GP2 (Affordable Housing), GP8(Protection of the amenity of residents), GP35(Design of New development proposals) , GP38 (Landscaping of new development proposal), GP39 (Existing trees and hedgerows saved), GP40 (retention of existing trees and hedgerows), GP86 (provision of outdoor playing space), GP87(Application of open space policies), GP88 (payment in lieu of providing sports and play areas, GP94(Provision of community buildings and facilities).

WTNP –HE1 (Weston Turville Settlement Boundaries), HE2(Development Design in the Neighbourhood), H4 (Housing mix and Tenure), T1 (improvements to road safety and ease traffic congestion), T2 (Strategu for imporving pedestrian and cycle connections within the Parish and to surrounding areas), T3 (Encourage better planning of public transport), E3 (Biodiversity).

Emerging VALP – Policy H1 (Affordable Housing) (Moderate weight), H6b (Housing for older people) (Moderate weight), BE2 (Design of New development) (Moderate weight), BE3 (Protection of the amenity of residents) (Considerable weight), NE1 (Biodiversity and Geodiversity) (Moderate weight), NE8 (Trees, Hedgerows and Woodlands) (Moderate weight), S5(Infrastructure)(Moderate weight), T1 (Delivering the sustainable transport vision) (Moderate weight), T3 (Supporting local Transport Schemes) (Moderate weight), I1 (Green Infrastructure) (Moderate weight), I2(Sports and recreation) (Moderate weight), I3 (Community facilities and assets of community value), D-AGT4 Aylesbury south of A41 (limited to moderate weight)

Affordable Housing SPD 2007

Sports and Leisure Facilities – SPG 2004

- 5.375 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 education provision (primary and secondary), bus stop improvements, off-site sport and leisure provision, on-site provision of affordable housing, on site public open space and play areas, and sustainable transport measures and off site highway works, SUDs maintenance. Specific projects are also to be identified for the financial contributions to ensure compliance with CIL Regulations in consultation with relevant sections of the Council and the Parish Council.
- 5.376 Having regard to the statutory tests in the Community Infrastructure Levy regulations and the National Planning Policy Framework it is considered that the following planning obligation(s) are required to be secured within a section 106 agreement: namely financial contributions towards provision of education facilities and off site sport and recreation facilities, off site farmland bird mitigation, on-site provision of land employment use, Park and Ride Facility, on-site provision of affordable housing (including review mechanisms), provision of custom build and care facility, design codes, provision of a temporary community facility, onsite provision of primary education facilities, on-site provision of a health centre (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 contributions/ works/road infrastructure works, travel plans and sustainable transport measures (and/or financial contributions thereto), SUDS maintenance, public art, ecological mitigation and offer of garden extensions and phasing strategy.
- 5.377 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.
- 5.378 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.

5.379 The applicant has confirmed that he is willing to enter into a legal agreement.

6.0 Weighing and balancing of issues / Overall Assessment

- 6.1 In determining the planning application, section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that proposals be determined in accordance with the development plan unless material considerations indicate otherwise. In addition, Section 143 of the Localism Act amends Section 70 of the Town and Country Planning Act relating to the determination of planning applications and states that in dealing with planning applications, the authority shall have regard to:
- a. Provision of the development plan insofar as they are material,
 - b. Any local finance considerations, so far as they are material to the application (such as CIL if applicable), and,
 - c. Any other material considerations.
- 6.2 Paragraph 11 of the NPPF sets out the presumption in favour of sustainable development which for decision taking means approving development proposals that accord with an up-to-date development plan without delay; or where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date, granting permission unless the application of policies in the NPPF that protect areas or assets of particular importance provides a clear reason for refusing the development proposed; or any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in the Framework taken as a whole.
- 6.3 It is considered that paragraph 11d) of the NPPF applies to this development. There are relevant development plan policies that apply to this application. Those policies which are most important for determining this application are H1, H2 of WTNP which are up to date and policies AY1, AY2, AY3, RA2, GP2 and GP35 of AVDLP. As set out above AVDLP policies AY1-3 and GP2 are out of date. Policy RA2 is consistent with the NPPF. GP35 of AVDLP is in full compliance with the NPPF. Officers have considered the suite of the most important policies and do not consider it should solely rely upon policy H1 and H2 of the WTNP in terms of the principle of this scale of development. Overall it is considered that the policies which are most important for determining this application are out of date and it is therefore necessary to consider paragraphs 11d)i) and ii) of the NPPF.
- 6.4 Special regard has been given to the desirability of preserving the setting of nearby listed buildings and the conclusion is that the proposal would preserve the setting of those listed buildings. In addition, in relation to the setting of the conservation area, the impact of the built form of the development is considered to amount to 'less than substantial harm' at the lower end of the spectrum to the significance of the Conservation Area to which great weight is given under paragraph 193 of the NPPF.
- 6.5
- 6.6

- 6.7 It is therefore necessary to consider whether the public benefits of the scheme would outweigh the great weight given to the limited harm to the setting of the conservation area. There would be public benefits to the delivery of this emerging allocated site and its contribution to housing land supply and affordable housing and the proposal would also provide economic benefits from the employment land and creation of jobs in addition to the construction of the development itself and the subsequent occupation of the dwellings whose occupiers would contribute to the local economy, highway benefits and a net gain in biodiversity . The view of officers is that the potential benefits of the scheme set out above would outweigh the harm identified to the Conservation Area. It is considered that there is no clear reason for refusal on this ground and that paragraph 11(d)(i) does not apply.
- 6.8 The proposals comply with other objectives of the NPPF relating to trees and hedgerows, parking and access, promoting sustainable transport relating to cycling, walking and public transport, public rights of way, meeting the challenge of climate change and flooding, and conserving and enhancing the natural environment, archaeology, well-designed places and design, healthy and safe communities contamination, air quality, and residential amenities. These matters do not represent benefits to the wider area but demonstrate an absence of harm to which neutral weight is attributed.
- 6.9 In addition to the heritage harm set out above there would be harm to the character of the landscape and visual impacts, including coalescence which having regard to mitigation would be a significant negative impact which attracts significant weight. The development would result in loss of BMV agricultural land which would be of moderate negative impact and attracts moderate weight.
- 6.10 The proposal would deliver a very significant level of new homes and make a valuable and significant contribution to the Council's medium to long term housing land supply which is a significant benefit to which significant weight is attached, It would make a significant contribution to affordable housing to which significant weight is attached, create significant economic benefits as a result of population growth and investment in construction and the local economy/businesses to which significant weight is attached. The proposed flood defence improvements are afforded moderate weight. There would be a net gain in biodiversity which is considered a benefit to which limited weight is attached.
- 6.11 The proposal is acceptable on highway grounds, subject to a number of mitigation works to be secured as part of the S106 and conditions, The Highway Authority is satisfied that the development will not have a severe cumulative residual impact on the safety and convenience of the highway network and as such, whilst it is recognised there would be some adverse impact from the development, with appropriate mitigation the harm would not only be addressed but create some betterment on a standalone and cumulative basis - significant weight is attached to this benefit. The provision of the Southern Link Road (SLR) at Hampden Fields is a fundamental part of the long-term vision to deliver a partial orbital route around Aylesbury and in addition the development would make financial contributions

towards the SEALR, and deliver major strategic benefits to the town highway network and this is afforded significant weight in the planning balance.

6.12 Overall, the highway benefits brought about by this proposal should be afforded significant weight.

6.13 It is concluded that there are no policies in the Framework that protect areas or assets of particular importance that provide a clear reason for refusing the development proposed, and the adverse effects of the proposal would not significantly and demonstrably outweigh the benefit.

6.14 Local Planning Authorities, when making decisions of a strategic nature, must have due regard, through the Equalities Act, to reducing the inequalities which may result from socio-economic disadvantage. In this instance, it is not considered that this proposal would disadvantage any sector of society to a harmful extent.

Prematurity

6.15 The planning balance has been set out above and it is officers' view that the adverse impacts of this proposal do not significantly and demonstrably outweigh the benefits.

6.16 Paragraph 49 states in the context of the National Planning Policy Framework – and in particular the presumption in favour of sustainable development – arguments that an application is premature are unlikely to justify a refusal of planning permission other than in the limited circumstances where both:

- a) the development proposed is so substantial, or its cumulative effect would be so significant, that to grant permission would undermine the plan-making process by predetermining decisions about the scale, location or phasing of new development that are central to an emerging plan; and
- b) the emerging plan is at an advanced stage but is not yet formally part of the
- c) development plan for the area.

6.17 The HFAG in their objections to this proposal have suggested that the proposal is premature drawing attention to level of objections received to the initial consultation on the Vale of Aylesbury Plan, the Inspector's interim comments of August 2018, the further main modifications to policies T3, T4 and T4 (officers assume this to mean AGT4) and publication of significant amounts of new information (including a new model run); a further public consultation period considered and the inspector's letter outlining his plans to hold further hearing sessions on the VALP.

6.18 In relation to the particular events that HFAG draw attention to the position in relation to them is as follows. There were numerous objections to the regulation 19 version of the VALP, including to Hampden Fields (AGT 4) and the Aylesbury Strategic Transport Strategy in particular, on the basis that the strategy was not appropriate and the Countywide Strategic Transport Model (CSTM) was not fit for purpose and AGT4 was in principle unacceptable not least because of its highway impact. These objections were considered by the Inspector including through oral hearings in 2018. In his interim note, dated 29 August 2018, the Inspector raised no in principle

concerns either over the allocation of AGT4 (or indeed any other strategic allocation around Aylesbury), or the fitness of the CSTM, or the transport strategy proposed for Aylesbury. He did state that the specific infrastructure proposals that comprised the transport strategy should be identified in the VALP rather than merely being referenced through other documents referred to in the VALP including the Aylesbury Transport Strategy. The component parts of the transport strategy have now been specifically identified in the VALP through policy T3 and these changes comprise main modifications to the VALP. The infrastructure required to bring forward the strategic sites and included in the site specific policy allocations have not changed. A further model run has been undertaken using the CSTM to ensure that the information is up to date and that the modelling aligns with all component parts of the transport strategy. The further model run also demonstrates that at the strategic level the proposed transport strategy for Aylesbury is acceptable and provides appropriate mitigation for the Aylesbury Town allocations. These changes and the new model run have been the subject of consultation and HFAG have maintained their objection to AGT4, to the use of the model and the transport strategy.

- 6.19 Following the recent consultation and responses to it, the Inspector, amongst other matters, has indicated, in his discussion document, D8 dated 16 December 2020, that in light of the further model run he would benefit from a further hearing session. In relation to the site specific allocations the Inspector has indicated that he does not want to hear any more on AGT4. He has also indicated that he does not consider it necessary to hold a further hearing on AGT3 but will do so relating to the timing of that development if the promoter of the site insists.
- 6.20 The position of the Council before the VALP examination remains, that the CSTM provides a sufficient basis for the high level strategic assessment of future year development scenarios at a Buckinghamshire-wide level.
- 6.21 For the purposes of considering strategic applications around Aylesbury Town at a detailed level a more detailed geographically specific model, has been produced, the Aylesbury Transport Model (ATM). This assesses the transport strategy for Aylesbury and the specific allocations at a much more detailed level than the CSTM.
- 6.22 The finer grain traffic impacts have therefore been assessed through the detailed planning application process, using the detailed and geographically specific ATM and through the Transport Assessments produced by the Applicant and considered by highways officers. The ATM is the correct tool for assessing a development proposal within the area it covers and is validated for that purpose. The ATM supports the conclusions of the high level strategic CSTM that the Aylesbury transport strategy provides appropriate mitigation for the strategic allocations at Aylesbury Town including the specific transport infrastructure brought forward by this development.
- 6.23 In light of the above, whilst it is agreed that the VALP is at an advanced stage and whilst it is also agreed that granting permission for Hampden Fields will to some extent predetermine a decision about the scale and location of development at Aylesbury Town that is central to the emerging plan and the transport mitigation necessary to deliver that development, it is considered that the harm caused by that

predetermination is limited. The Inspector has not indicated any real concern over AGT4 or the transport strategy. Whilst there are still discussions to be had over the new model run of the CSTM the Inspector has not indicated any in principle concerns over the use of that model at the local plan level.

- 6.24 Moreover and more importantly the finer grained ATM, which considers the Aylesbury Transport Strategy in more detail, and which is a separate modelling approach, supports the conclusions of the CSTM that the allocations, together with the transport strategy to support it, are acceptable and indeed bring about benefits to the highway network. Therefore irrespective of any view taken by the Inspector on the CSTM there is further more detailed separate modelling that is now available that demonstrates the suitability of this site and the transport strategy that accompanies it.
- 6.25 In addition awaiting the outcome of the Inspector's report is likely to delay consideration of this application by six months. It can be seen from the section on housing land supply above that such delay will put further pressure on housing land supply and will create problems in relation to the Council's ability to meet a five year supply. This undermines important objectives in the NPPF which seeks to ensure an adequate supply to meet objective needs. This site also delivers an important component part of the transport strategy for Aylesbury and delay to its delivery is to be avoided if possible. This dilutes some of the harm caused by any pre-determination.
- 6.26 Whilst approving the application for AGT4 ahead of the finalisation of the local plan and ahead of the sessions on the new model run causes harm to the local plan process by pre-determining a decision on an allocation in it and the transport infrastructure that accompanies it, it is considered that this harm attracts only moderate weight in light of the above considerations.
- 6.27 Moreover, even if substantial weight is given to that harm, it is considered that when the harm to the local plan process by reason of predetermining an allocation within it, is added to the harm already identified above under the planning balance and weighed against the benefits of the proposal, which includes significant highway benefits, the delivery of housing in a timely fashion, the contribution that the site makes to the maintenance of a five year supply applying either the standard method or the housing requirement in the VALP; and the significant levels of affordable housing delivered by the scheme, that the adverse impacts of the proposal do not significantly and demonstrably outweigh its benefits. It is therefore concluded that permission should not be refused on grounds of prematurity.

7.0 Working with the applicant / agent

- 7.1 In accordance with paragraph 38 of the NPPF (2019) the Council approach decision-taking in a positive and creative way taking a proactive approach to development proposals focused on solutions and work proactively with applicants to secure developments.

7.2 The Council work with the applicants/agents in a positive and proactive manner by offering a pre-application advice service, and as appropriate updating applications/agents of any issues that may arise in the processing of their application.

7.3 In this instance:

- The agent and applicant were updated of issues and consultee concerns and provided opportunity to submit further information to address these
- The application was considered by the Planning Committee where the applicant/agent had the opportunity to speak to the committee and promote the application.

8.0 Recommendation

8.1 The officer recommendation is that the application be Deferred and Delegated to the Director of Planning and Environment to GRANT permission subject to the satisfactory completion of a S106 agreement to secure the requirements set out in the report and subject to any conditions considered appropriate or refuse if a satisfactory S106 agreement cannot be complete for such reasons as officers considers appropriate.

List of Appendices

Appendix A: Site Location plan

Appendix B: Proposed Masterplan

Appendix C: Secretary of State Appeal Decision

Appendix D: Consultee Responses

Appendix E: General Representations

Appendix F: Highways Comment

Appendix G: HFAG commissioned Transport Planning Practice (TPP) TA Review

Appendix H: Appropriate Assessment Application Ref. 16/00242/AOP