# Winslow Neighbourhood Plan 2022-2033



# **Modified Neighbourhood Plan**

**Referendum Version – March 2023** 

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# Winslow Neighbourhood Plan 2022-2033

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# Winslow Neighbourhood Plan 2022-2033

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# Foreword

Winslow was one of the first communities in England to take advantage of the passing of the Localism Act 2011 by creating its own Neighbourhood Plan. Although such Plans must respect the strategic demands (such as housing allocations) imposed by national government and the local planning authority—in our case Buckinghamshire Council—a Neighbourhood Plan can say much about local detail, reflecting the wishes of the town's residents. Such a Plan, once made, carries real weight in the planning process, because the local planning authority must consider a Neighbourhood Plan's policies when determining applications for planning permission. It is, therefore, important that Winslow should have such a Plan, and that it should reflect, so far as possible, the wishes of those living and working here.

Our original Plan, made in 2014, was intended to direct development within Winslow until 2031, but with updates expected at approximately five-yearly intervals. By 2019 it had become clear to Winslow Town Council that a formal review was needed: the passage of time, legislative changes, modifications of national planning policies and what was known of the forthcoming Vale of Aylesbury Local Plan had made some of the 2014 Plan's Policies redundant, and had forced a re-think of others. There remained some uncertainty at that time about the impact on Winslow of the new Local Plan (which was eventually adopted in September 2021) but by the end of 2020 those uncertainties had resolved, and the Council decided to proceed with a review.

The process of preparing a modified Plan began with a consultation in early 2021 when residents and others with an interest in Winslow were asked for their ideas and suggestions. The results of that consultation were then considered by the steering group, and modifications to the Plan were drafted, building on the 2014 Plan but reflecting developments since it was made and, so far as possible, the ideas and suggestions which had been put forward. Because a new Buckinghamshire Local Plan must be made by April 2025, following which a further review of the Neighbourhood Plan will be required, the Council decided that, although the new Plan must reflect all of the developments I have mentioned, no significant additional changes should be made at this time, save for strengthening the environmental policies it contains, a request made by many respondents to the consultation.

The draft modified Plan was then submitted to a further, formal, consultation in early 2022 which led to only minor further revision, although the decision, announced at the end of the consultation period, that a new medical centre would not after all be built on the Winslow Centre site, and Winslow would instead be served in the short to medium term by its existing medical facilities, after refurbishment and some extension, led to the redrafting of Policies 7 and 9.

The revised draft plan was submitted to Buckinghamshire Council in May 2022 for consultation, followed by scrutiny by a professional Examiner, appointed by Buckinghamshire Council but with Winslow Town Council's agreement. The Examiner determined that a number of further modifications, which have been incorporated into this document, should be made and that the final version of the modified plan must be submitted for approval, or otherwise, in a referendum. What follows is that final version, and if it is approved by a majority of those voting in the referendum it will be made by Buckinghamshire Council.

I am very grateful to all those who submitted responses in the first and second consultations. This is the Town's plan, not the Council's, and it would have been impossible to prepare it without input from residents and others. It is a measure of the interest shown that in the first consultation we received over 300 responses, between them containing more than 1000 suggestions and comments. Not all of those suggestions have been taken up—there was no consensus on several issues, occasionally diametrically opposed views were put forward, and some of the ideas put forward cannot feature in a Neighbourhood Plan—but as we received far fewer responses in the second consultation than in the first I am hopeful that we have produced a Plan with which most will be content, and one which will serve Winslow well over the coming years.

I should, however, mention a recurrent theme in the responses we received, the perceived lack of green space within and around the town. The coincidence of the restrictions which were imposed on all of us as a result of the Covid-19 pandemic and the railway construction works which caused the closure of several footpaths brought the issue into sharp relief, by increasing the demand for outdoor recreation while simultaneously restricting the availability of the space needed for that recreation. In particular, there were many requests that the new Plan should reverse the 2014 Plan's allocation of the rugby field for housing. The steering group concluded that this was not possible. The footpaths closed for the railway works are being progressively re-opened, giving access to ample green space in particular to the west of the town. The forthcoming Sports Hub, several times the area of the rugby field and which, I am confident, will come to be seen as a major asset of the town and an invaluable recreation area, will add significantly more.

The history of Winslow which appears at paragraphs 2.1 to 2.13 has been taken, with minor adaptations, from the material published on the Winslow History website. The steering group are indebted to the Winslow History Project for the quality of their research, and for their generous agreement to our using the material.

I express my thanks too to my fellow members of the Neighbourhood Plan steering group—Councillors Trish Cawte, Gordon Wiseman and, particularly, Roger Slevin who undertook much of the detailed analysis of the many consultation responses and who has been responsible for writing very large parts of the consultation materials, the Plan and the accompanying documents—and also to the Council's deputy clerk, Sean Carolan, who oversaw the distribution of the consultation materials with great efficiency. I also acknowledge with gratitude the help and professional advice of Neil Homer MRTPI, of ONeill Homer Ltd, who advised us on our original plan and returned to health check subsequent drafts, and the constructive input of Buckinghamshire Council and of the Examiner.

#### Cllr Colin Bishopp

#### Chairman, Winslow Neighbourhood Plan Steering Group

# 1 Introduction

# Purpose

1.1. The former Aylesbury Vale District Council (AVDC) originally designated the Winslow 'Neighbourhood Area' on 25 February 2013 for the purpose of enabling Winslow Town Council (WTC), as the 'Qualifying Body', to prepare the original Winslow Neighbourhood Plan 2014-2031 (WNP2014). The area designated at that time—which comprises the entire parish of Winslow—remains unchanged for this revision of WNP2014, though the planning authority for the area is now Buckinghamshire Council.

1.2. Figure A, below, shows the boundary of the Winslow Neighbourhood Area. WTC led the preparation of WNP2014 to cover the plan period 1 April 2014 to 31 March 2031. This modification of that Plan, which hereafter will be referred to as the Winslow Neighbourhood Plan (WNP), has been prepared in 2021 and 2022, led again by WTC, and covers the period from 2022 to 2033. The end date of this Plan coincides with that of the Local Plan covering the area, which is the Vale of Aylesbury Local Plan (VALP) which was adopted by Buckinghamshire Council (BC) in September 2021. This Local Plan provides the strategic planning framework within which WNP sets out specific policies and proposals for the use and development of land in the Winslow area over the plan period.

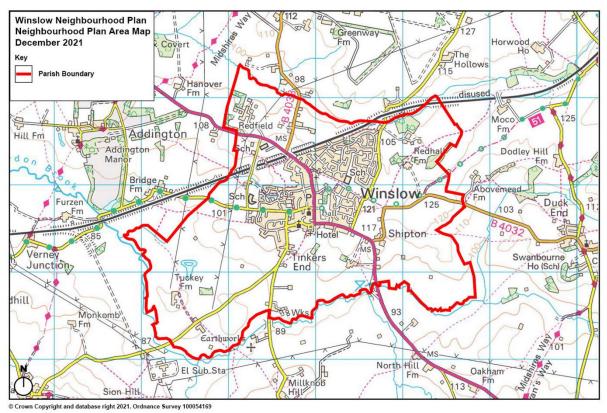


Figure A: The Designated Winslow Neighbourhood Area

1.3. This Plan has been reviewed and modified in accordance with the Neighbourhood Planning (General) Regulations 2012 (as subsequently amended) (referred to as 'the 2012 Regulations') and other relevant legislation, regulations and guidance. The Town Council has prepared the Plan to establish a vision for the future of the town and to set out how that vision will be realised through planning and controlling land use and development.

### Neighbourhood Development Plans

1.4. WNP2014 was amongst the very first Neighbourhood Development Plans prepared in England since the 2011 Localism Act introduced them. The National Planning Policy Framework (NPPF) has been revised significantly since then, and the July 2021 version of it states:

28. Non-strategic policies should be used by local planning authorities and communities to set out more detailed policies for specific areas, neighbourhoods or types of development. This can include allocating sites, the provision of infrastructure and community facilities at a local level, establishing design principles, conserving and enhancing the natural and historic environment and setting out other development management policies.

29. Neighbourhood planning gives communities the power to develop a shared vision for their area. Neighbourhood plans can shape, direct and help to deliver sustainable development, by influencing local planning decisions as part of the statutory development plan. Neighbourhood plans should not promote less development than set out in the strategic policies for the area, or undermine those strategic policies. [Neighbourhood plans must be in general conformity with the strategic policies contained in any development plan that covers their area.]

30. Once a neighbourhood plan has been brought into force, the policies it contains take precedence over existing non-strategic policies in a local plan covering the neighbourhood area, where they are in conflict, unless they are superseded by strategic or non-strategic policies that are adopted subsequently.

# Strategic Environmental Assessment and Habitats Regulations Assessment

1.5. The WNP has been reviewed and modified in accordance with Regulation 12(2) and (3) of the Environmental Assessment of Plans and Programmes Regulations 2004 to ensure that its modified policies continue to have no significant detrimental environmental effects, as shown in the accompanying Environmental report. This process is known as 'strategic environmental assessment' (SEA). The WNP2014 was accompanied by an SEA report and its scope has been used to test the proposed modifications of WNP. It has concluded that the modified policies, with their mitigation measures, will not have significant adverse environmental effects.

1.6. The WNP modifications must also show that they will not have any significant detrimental effects on any European site, as required by the Conservation of Habitats & Species Regulations 2017 (as amended). Buckinghamshire Council's Habitats Regulations Assessment undertaken for VALP in early 2020 confirmed that its proposals for Winslow which relate to the main changes made in WNP would not have significant detrimental environmental effects as the nearest internationally significant ecological sites are in the Chilterns. Buckinghamshire Council has confirmed that this HRA rescreening conclusion is valid as there has been no change in circumstance in this respect.

1.7. The WNP has also sought to demonstrate that its policies continue to contribute to achieving sustainable development, as required by Regulation 15(1)(d) of the 2012 Regulations, paragraph 11(2)(b) of Schedule A2 to the Planning & Compulsory Purchase Act 2004 and by Chapter 2 of the National Planning Policy Framework. This is covered in greater detail in the accompanying Basic Conditions Statement.

# The Plan Review Process

1.8. The plan review process has been led by Winslow Town Council, as a 'qualifying body' under the Neighbourhood Planning (General) Regulations 2012, with decisions delegated to its Neighbourhood Plan Steering Group. For the reasons set out at paragraph 1.11 below, the decision was taken that the Steering Group should not propose significant changes to WNP2014, but should instead focus on modifications required to meet legislative or policy change at a higher level, the passage of time and

events unforeseen when WNP2014 was made. The reasons why the individual modifications have been proposed are described in more detail in the Modification Statement which accompanies the Plan.

- 1.9. The process has comprised five main stages:
  - a. **Review of WNP2014** to establish what aspects of that Plan need to be reviewed and updated either because of changes in circumstances or in the light of experience of operating the Plan since it was made
  - b. Initial Consultation with all local households and businesses (following Covid-secure procedures) on the issues that need to be considered and suggestions for modifications to the 2014 Plan
  - c. **Preparation of the Pre-submission Plan**, including a Modification Statement showing how it was proposed that WNP2014 would be modified and explaining how those modifications would not change the nature of the plan, along with a draft SEA report, for a seven-week period of public and formal consultation in accordance with Regulation 14
  - d. **Completion of the Submission Plan** by taking into account the representations received from the Pre-Submission Plan consultation; this comprises the Submission Plan (with all the proposed modifications incorporated into the text), along with the Modification Statement, the SEA Report (including HRA screening), a Basic Conditions Statement and a Consultation Statement for submission to Buckinghamshire Council (the local planning authority) in accordance with Regulation 15
  - e. Examination and referendum in which the submitted Plan and the representations received in the final consultation are considered by a professional Examiner to determine whether they meet the legal requirements and whether a referendum should be held before the plan can be made by Buckinghamshire Council.

# Timing and Consultation

1.10. The Town Council had expected to undertake its first review of WNP2014 in 2019 or 2020, some five years or so after WNP2014 had been made. However a significant delay in the preparation of a new Local Plan for the Aylesbury Vale area of Buckinghamshire (the Vale of Aylesbury Local Plan, or VALP) meant that the Local Plan setting the strategic framework for a revised WNP was not sufficiently complete at that time. Because a recently adopted Local Plan effectively takes precedence over a previously made Neighbourhood Plan, the Town Council was keen to ensure that a revision of the WNP2014 should be made not before, but as soon as practicable after, VALP was adopted, which eventually happened in September 2021.

1.11. As time passed it also became clear that the adoption of VALP will be followed relatively quickly by the preparation and adoption of a new Local Plan covering the whole of Buckinghamshire, and therefore superseding VALP. Accordingly it was decided that this modification of WNP2014 would focus on changes that need to be made to its policies to ensure the modified WNP remains relevant for a further few years, but go no further. It is intended that a full review and replacement of WNP will take place alongside and following the completion of the new Buckinghamshire Local Plan, the adoption of which is expected to take place by April 2025. In these circumstances the Town Council should consider the need for a full or partial review of the neighbourhood plan within six months of the adoption of the emerging Local Plan.

1.12. Preparation for this first review of WNP2014 commenced in earnest in late 2020, following initial consultations with officers of Buckinghamshire Council. With Covid restrictions in place it was necessary to adopt a distanced form of initial consultation with the local community and local stakeholders. All local residents and businesses were circulated with a leaflet that set out the issues

and options, and responses were requested on-line or on paper. It was not possible during the initial consultation period to engage in any face-to-face consultations.

**1.13**. A full Consultation Statement accompanies the WNP, in accordance with Regulation 15 of the Regulations. It provides a comprehensive overview of all the consultation arrangements and outcomes during the preparation of the WNP, before its submission to Buckinghamshire Council

# Principal changes from the Winslow Neighbourhood Plan 2014-2031

1.14. The adoption of VALP in September 2021 brought with it a new set of strategic planning policies for the area with which any Neighbourhood Plan for Winslow needs to comply. The most significant changes required by VALP are

- an extension of the town's Settlement Boundary (WSB) to include the VALP allocation for housing of site WIN001 which lies to the east of Great Horwood Road and north of the railway (VALP Policy D-WIN001); and
- an increase in the number of extra-care housing units required to be provided on the former Winslow Centre site (VALP Policy H6b).

1.15. At a national level there have been revisions to the National Planning Policy Framework (NPPF), with the most recent update being that published in July 2021, as well as continual revisions to relevant sections of Planning Policy Guidance (PPG). These set the national planning guidelines for Neighbourhood Plans. Winslow's modified Neighbourhood Plan is based on this latest guidance. This will mean that WNP is following a more up-to-date planning policy framework than VALP, as that was prepared on the basis of the version of NPPF published in 2012.

1.16. Changes in planning regulations concerning the classification of land uses (the Use Classes Order) have been made during 2021 and these particularly affect what changes can be made in the use of certain land and buildings without requiring planning consent.

1.17. Changes have also been made to legislation covering affordable housing requirements and other issues that may affect policies in the Neighbourhood Plan, as well as to technology (such as the push towards zero-carbon energy) and in the ways of life (particularly those brought about by the Covid pandemic) which may or may not have a long-term effect on issues relevant to the plans for Winslow.

1.18. Since 2014 there have been a number of significant changes in the local area which also need to be reflected in an updated WNP:

- The decision of the Co-op to increase the size of its small supermarket in the town centre rather than seek an alternative site for a new supermarket.
- The decision of the Town Council that it is not practical or affordable to create a new allpurpose community centre on the land now known as Tomkins Park & Arboretum (formerly The Paddock).
- The Town Council's consequential decision to focus on creating additional community meeting and function spaces in the Heart of Winslow area by extending and enhancing existing facilities in that area.
- Buckinghamshire Council's assessment of the land previously allocated for the Sports Hub to be developed on the edge of Redfield Farm, which has demonstrated that a larger allocation of land will be required to deliver the necessary pitches whilst protecting existing wildlife habitats within the area.
- Buckinghamshire Council's assessment of the land allocated for housing development on the rugby field which has demonstrated that the need to protect an existing area of wildlife

habitat that is in the formerly designated site limits its development capacity to about 55 dwellings.

• The NHS decision in March 2022 to proceed with a major refurbishment of the existing Health Centre building rather than seek a new Medical Centre for Winslow.

1.19. The Government has continued to develop proposals for what is referred to as the Oxford-Cambridge Arc in which it anticipates significant growth over the coming decades. The reinstatement of the East West Rail route is seen as an early element of this aspiration, but an Oxford – Cambridge Expressway is no longer being planned. Given the continuing uncertainties about these proposals, and the relatively short expected lifetime of this Plan, this revised WNP has not sought to take these issues into account. It is expected that any relevant proposals will be clearer by the time the Buckinghamshire Local Plan is prepared and adopted and therefore they will be considered in the next revision of WNP.

# Maintaining the Nature of the Neighbourhood Plan

1.20. Winslow Town Council considered, by reference to Regulation 15(1)(f) of the 2012 Regulations, that the modifications contained in this Plan did not change the nature of WNP2014, but rather updated the detail of that earlier Plan to take account of the various changes in its national and local context as noted above. A full explanation of this conclusion is contained in the separate Modification Statement. However the Examiner advised that he did not accept this view and therefore concluded that a referendum should be held to determine the acceptability of the plan to the local community.

# 2 State of the Town

# An Introduction to the Town of Winslow

2.1. Winslow is an ancient royal manor, situated mid-way between Aylesbury and Buckingham. It was too near to these towns to have become a major commercial centre, but it was large enough to attract the agricultural surplus of the neighbouring villages. In 792, King Offa of Mercia gave Winslow, along with the villages of Granborough and Little Horwood, as an endowment for his new abbey at St Albans. An Anglo-Saxon charter, giving the original boundaries of the manor of Winslow, was discovered in the Royal Library in Brussels. The hamlet of Shipton was also part of the manor, with its own field system.

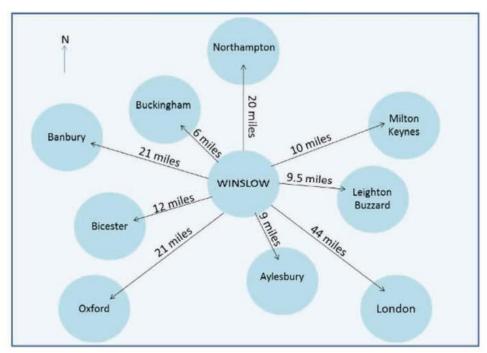


Figure B: Location of Winslow in relation to urban areas

2.2. The principal road through Winslow ran east to west, along Sheep Street and Horn Street, whose names are a reminder of the livestock sales which took place in the town for centuries. The Abbot of St Albans secured a market charter for Winslow in 1235 and carved out a market place from Horn Street and the Churchyard. At the same time, a new High Street was laid out, running north from the Market Square towards Buckingham. Here the shops were built on rectangular plots running back to a rear access road, later to be known as Greyhound Lane. The Abbot of St Albans built a tithe barn on Horn Street, but it lasted only until about 1700, and tithes were no longer collected after 1767. The Abbot also had a grange at Biggin, by the stream which divides Winslow and Granborough. This was where St Albans representatives stayed when they visited Winslow, and it was a substantial farmhouse, but little now remains except some earthworks. When the abbey was dissolved in 1539, the manor of Winslow passed to the Crown, and was eventually sold to Sir John Fortescue of Salden.

2.3. Winslow's oldest surviving building is St Laurence Church, parts of which date from the 13th century. The church was much altered by Victorian restoration, but some medieval features survive, including wall-paintings. Church Street provides access to the church from Horn Street and remains one of the most picturesque parts of Winslow.

2.4. Because Winslow belonged to a major abbey, its history is very well documented. Detailed court books survive from the 1320s and include the names of those who died in the Black Death in 1348-9. Wills are another important source of information; there are over 200 from before 1600. From the

same court books, it is clear that Winslow, and the separate hamlet of Shipton, were cultivated according to the 'open-field' system, where each farmer had a number of strips dispersed in three common arable fields. The enclosure of the open fields of Shipton in 1745 and Winslow in 1767 meant that all the land which the farmers had cultivated in common was reallocated, and quick-set hedges were laid around the new allotments. The enclosure also led to the diversion of several old roads.

2.5. Winslow has a strong nonconformist tradition going back to the 17th century. The Baptist chapel now known as Keach's Meeting House was built in 1695, and is one of the oldest such buildings in Bucks, named after the Baptist preacher Benjamin Keach who was persecuted in the 1660s. A Congregational Church (now a private house) and Baptist Tabernacle were built in the 19th century, and the Salvation Army flourished briefly. The first endowed school was the Rogers Free School, set up by a will of 1722.

2.6. Verney Road replaced Western Lane as the main road to Addington and the road from Swanbourne to Buckingham, which had bypassed the town, was blocked in order to divert traffic through Market Square. Furze Lane was created in order to give access to several small allotments of land to the west of the town. Farmhouses were built outside the town for the first time. Most of the arable land was turned into pasture, and the windmill ceased to function. The old farming system has left its mark in the ridge and furrow which can be seen all around the parish.

2.7. The old coach road from Aylesbury, which followed a Roman road from Quarrendon to Granborough and then headed for Buckingham via East Claydon, was diverted through Whitchurch and Winslow, by the turnpike, before 1745. This gave a boost to trade in the town, where the Banbury coach stopped at the Bell Inn (then the foremost of the numerous pubs) or the Three Pigeons. Winslow's cattle market flourished, and the town was the home of a number of wealthy professional men serving the gentry of the surrounding villages. During the 18th century, there were two or three doctors, several attorneys and more than one surveyor, all of them occupying large houses near to the Market Square, as shown in a directory of 1795. There are also extensive fire insurance records from this period.

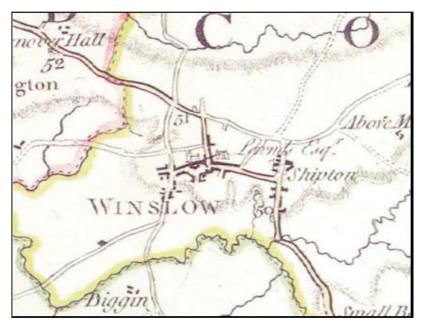


Figure C: Jeffreys Map of Winslow 1770

2.8. Winslow was the birthplace of William Lowndes (1652-1724), Secretary of the Treasury from 1695. His story is a piece of remarkable social mobility: as a son of an indebted farming and innkeeping

family, he was sent off to London, where his work as a civil servant and four marriages provided him with a fortune which enabled him to buy the lordship of the manor and much of the land. Before 1700, Lowndes bought several farmhouses in Sheep Street and demolished them all to provide a site for a new country house. Winslow Hall was designed for Lowndes with help from Sir Christopher Wren. It was built to the highest standards by craftsmen used to building fine houses and public buildings in London. It changed the appearance and psychology of the town, which had never before had a 'great house' or a resident 'squire'. The Lowndes family (who moved to Whaddon Hall and added the name Selby) sold the Hall and estate (over half the parish) in 1897 but remained lords of the manor until the 1920s. Redfield, a Victorian villa, was also built for the Selby Lowndes family but was later sold to the Lambtons.

2.9. In 1834, the Poor Law Amendment Act brought about the sale of village poorhouses and their replacement by Union Workhouses in the larger towns. Winslow became the centre of a Union and a grim new Workhouse, designed by Sir George Gilbert Scott to serve the town and neighbouring villages was built on Buckingham Road. A Board of Guardians was elected to run the Workhouse and the Rural Sanitary Authority was formed in 1872 as a sub-committee.

2.10. The Sanitary Authority was replaced in 1894 by Winslow Rural District Council, whose main legacy was the building of solid new houses to rent at Western Lane, Tinkers End, Demoram Close, Burley's Road, Missenden Road and Verney Road. These houses date from the 1920s to the 1950s when successive governments gave subsidies to local authorities to provide for general housing need, and for those displaced by slum clearance. Over 50 men from Winslow were killed in the First World War, and most of them came from families who had lived in low-quality housing, hence the 'homes fit for heroes' slogan.

2.11. The northern part of Winslow developed in the Victorian period with the building of the Workhouse in 1838 and the laying out of Station Road to the new railway station in 1850. The railway brought no industry to the town (although small-scale industrial activities such as tanning continued), but it did provide a route to London for local dairy products. The railway also made Winslow accessible to the London sporting fraternity, several of whom kept 'hunting boxes' in the town. Winslow estate agents always described the larger houses as close to the railway station and convenient for the meets of the Whaddon Chase, Bicester and Duke of Grafton's Foxhounds. Many photographs of Winslow from the late 19th and early 20th centuries have survived (a lot of them by Winslow's own photographer J H Turnham).

2.12. The town's population rose from 1,100 at the beginning of the 19th century to 1,890 in 1861, but then declined to 1,500 by the Second World War. An airfield was built at nearby Little Horwood during the war and 13 residents lost their lives in 1943 when a Wellington bomber crashed on the High Street. The railway station was closed to passengers in 1968 (and housing has subsequently been built on its site), but the line remained in use for non-passenger trains until the early 1990s. The line is now being restored as part of the East West Rail project to enable train services to run again between Oxford and Cambridge. The section through Winslow, with a new station sited adjacent to the A413, is expected to open in 2024 or 2025.

2.13. After the Second World War, the growth of private car ownership made small towns like Winslow attractive to commuters. The Elmfields Estate was developed in the 1960s by the Metropolitan Railway Country Estates Company. The 1967 Winslow Plan set a population target of 5,000 and led to the development of the Magpie Farm Estate to the north-east of the town. The houses and a new primary school were built beyond the line for a bypass, originally proposed by the Country Council in 1935 but abandoned in the 1990s.

# Selected Town Statistics

2.14. The following statistics are drawn from a variety of sources, most especially the Aylesbury Vale Local Area Profile of 2006, the 2011 national Census and the 2012 Rural Community Profile published by Community Impact Bucks. These remain the most recent available collated data specific to Winslow, and are the sources of most of the statistics recorded below.

#### Demographics

- 4,407 population (51.6% female) at 2011 (census)
- 5.7 people per hectare (v 4.0 England) at 2010
- 2,705 working age adults (61% v 65% England) at 2010
- 785 children under 16 (18% v 19% England) at 2010
- 955 older people over 65 (22% v 17% England) at 2010
- net outward migration from 2001 to 2009 in age groups 1-14 and 45-64 and net inward migration aged 25-44 and 65+
- 190 employment benefit claimants (7% v 14% England) at 2011
- 315 people living in income deprivation (7% v 15% England) at 2010
- 55 income deprived children (7% v 22% England) at 2010
- 185 pension credit claimants (20% v 26% England) at 2011
- 2,415 economically active residents (82% v 77% England) at 2010
- 350 self-employed (11% v 8% England) at 2010
- 255 working from home (11% v 9% England) at 2010

#### Households

- 2,016 households at 2011, which has increased to 2,465 at 2021
- 85 lone parent households (15% v 22% England) in 2011
- 355 single pensioner households (62% v 61% England) in 2011
- no areas of the Town are in the most deprived 30% in England at 2010
- 240 housing benefit claimants (13% v 13% England) at 2005
- 145 households in fuel poverty (7% v 16% England) at 2008

#### Homes

- 750 detached homes (39% of stock v 23% England) at 2001
- 500 semi-detached (26% v 32% England)
- 525 terraced (28% v 26% England)
- 125 flats (7% v 20% England)
- 1,480 owner-occupied (80% v 69% England)
- 210 social rented (11% v 19% England)
- 125 privately rented (7% v 9% England)
- 415 homes in Council Tax Bands A and B (21% v 45% England) at 2011

	Total			of which over-55s*		
Bedrooms required	1	2	3	4	1	2
in North subgroup (includes Winslow)		310 (384)			77 (83)	
ith local connection to Winslow	108 (137)				24 (25)	
	78	15	13	2	23	1
registered with a Winslow address		43 (60)			11 (13)	
	30	6	7		10	1

#### Households assessed as in housing need (including pending cases in brackets) at 27 January 2022

[Source Bucks Home Choice]

\*seeking age-appropriate accommodation

#### Transport

- 245 households with no car (13% v 27% England) in 2011
- 875 households with 2 or more cars (47% v 30% England) in 2011
- 310 people travelling to work < 2 km (14% v 20% England) in 2011
- 225 people travelling to work > 40km (10% v 10% England) in 2011
- 5% households travelling to work using public transport (v 15% England) in 2011
- 10.1km to nearest secondary school (v 2.8km Bucks) at 2010, but town now has a secondary school on the edge of the settlement

#### Health (at 2011)

- 280 people with limiting long term illness (8% v 11% England)
- 160 disability allowance claimants (4% v 5% England)

#### Skills (at 2010)

- 1,100 people with highest qualification (37% v 33% England)
- 205 people with no qualifications (7% v 13% England)
- 16-18% of the population work in wholesale/retail
- 15-16% work in real estate/renting business
- 12% work in Manufacturing
- 10-13% work in health
- 9-12% work in education

#### Biodiversity

- no statutory environmental designations other than some areas of woodland identified on the National Inventory of Woodlands & Trees
- a number of different types of Environmental Stewardship Agreements
- one Woodland Grant Scheme on the eastern border of the Town at Abovemead Farm

#### Heritage

- Winslow Conservation Area
- 81 listed buildings, including Winslow Hall (Grade I), Keach's Meeting House & Graveyard Walls (II\*) and Church of St Laurence (II\*)

#### Economy

- One employment site Winslow Business Park is located at Station Road. The site covers 1.59 hectares where there used to be nine business units. However the site has been in decline over the past 15+ years and was allocated for housing in WNP2014.
- A further cluster of workshops exists on Granborough Road at Tinkers End, and this site is ripe for refurbishment and development to provide more employment opportunities for the town.
- In WNP2014 a further site was allocated for employment alongside the proposed railway station and the new secondary school, south of Buckingham Road (on what is now known as George Pass Avenue), along with a 4.2ha site on the north side of Buckingham Road, to the west of land allocated for Sports Facilities
- In the centre of town, primarily along the High Street, there are various retail businesses and a number of other employers, including several pubs and bars, restaurants and takeaways, hairdressers and other personal services businesses, estate agents, accountants and insurance brokers.

# **Community Views**

2.15 Ahead of the launch of WNP2014, the Town Council established a number of Focus Groups and arranged drop-in sessions for the community to learn more about the proposed Neighbourhood Plan and to express their opinions on the future of the town. Those views continue to underpin this revised WNP.

2.16 In 2014 some of the general views that emerged from most, if not all, of the groups and meetings were:

#### Key strengths of the Town

- community spirit
- close proximity to employment outside the Town
- attractive historic market town
- high quality surrounding landscape
- a successful town centre shopping area

#### Problems

- inadequate leisure and sports facilities
- need a new health centre
- need a new community centre
- broadband services
- transport connectivity to employment outside the town
- increasing employment demand

#### Opportunities

- shaping the future development of land
- better connected for surrounding villages to access local services
- securing planning-related funding to invest in supporting infrastructure
- to meet both affordable and open market housing demand
- identify viable community assets to protect from inappropriate development proposals

#### Concerns

- identifying sites for new houses
- delivering employment growth
- managing the impact of the new rail station
- integrating a new secondary school into the town
- the upgrading of community facilities
- improving the public transport network
- managing traffic and parking in the Town
- the possibility of major planning applications being determined before the WNP is completed.

2.17 Because of COVID restrictions that same consultation process could not be repeated for the revision of WNP in 2021 and a different but, WTC considers, effective alternative approach was adopted. The details are set out in the accompanying Consultation Report.

2.18 From the data collected through the 2021 consultation the key factors raised by respondents were :

#### Key strengths of the Town

- Fantastic market town
- Small but good retail offering along with a weekly market and a monthly farmers' market
- Town has an active local community
- Excellent schools in town and nearby
- Tomkins Park and Arboretum has been welcomed as an addition to the town's recreational spaces
- Town will gain access to train services from its new station in 2024 or 2025

#### Problems

- Limited amount of publicly accessible open green space (which is currently exacerbated by the temporary but extended closure of many paths and other restrictions imposed by the East West Rail construction work)
- Lack of open areas for off-the-lead exercise and training of dogs
- Recent housing developments have been relatively high density with narrow roads, inadequate parking spaces and inadequate usable local recreation spaces
- Too much housing allocated to Winslow

- Current doctors' surgery and health centre are no longer fit for purpose and there is a need to ensure there is a site available for a replacement purpose-built facility to meet current and future requirements
- The viability of the town centre is hindered by inadequate parking capacity at times

#### Opportunities

- Town centre could accommodate more retail and employment opportunities making better use of several properties fronting Market Square and High Street
- Better and more recreational facilities (formal and informal) within the proposed Sports Hub
- More recreational and community spaces within the Heart of Winslow area
- Growth of employment on sites adjacent to Buckingham Road (on George Pass Avenue and opposite, to the north of Buckingham Road)
- Additional housing will justify and support better facilities
- More open-market apartments particularly for young homeowners, along with more bungalows with gardens for elderly downsizers
- Railway will provide easier access to employment opportunities further afield, whilst also providing wider access to employment sites adjacent to the station in Winslow
- More demanding environmental policies can be included

#### Concerns

- Growth will engulf the current town, with adverse effect on its nature and community
- Lack of facilities for youth within the community
- Growth of traffic may exceed capacity of the road network at key locations
- Development of rugby field for housing removes an open space
- Will existing schools have sufficient capacity to support the growth in housing?
- Development of the former Winslow Centre site may generate traffic problems given that the site's access relies wholly on the narrow Avenue Road
- The plans for the new railway included a link between Winslow and Aylesbury (for onward connection with the south of Buckinghamshire and London) which remains an important strategic requirement yet the Government has yet to authorise this section to go ahead
- Rail commuter parking may engulf the town
- Winslow could become even more of a commuter town and not a centre for employment
- Lack of publicly accessible charging points for electric vehicles.

# 3 Vision and Objectives

#### Vision

3.1. This Plan's vision for Winslow in 2033 is set out below. Delivery of this vision will depend on a wide range of factors and on stakeholders (public agencies, businesses and individuals) collaborating to achieve these aspirations:

In 2033, Winslow will have grown to become a more sustainable town that is increasingly able to meet its own needs for housing, jobs, community facilities and public and commercial services.

The town will have continued a pattern of growth started over fifty years earlier by infilling land in stages to relevant natural physical boundaries. Its population will have reached 6,750 with 3,100 homes, which comprise a mix of open market and affordable housing of all types. It has provided an increasing number of homes for older people, as well as First Homes for, primarily, younger people.

Its new railway station has improved the town's connectivity to large towns to the east and west, and to London via Aylesbury and southern Buckinghamshire, helping local people commute into and out of the town or travel to commercial and leisure facilities without using their cars on roads that have become increasingly congested. Train services also connect Winslow with other national railway routes either by through trains or by connections to other services at Oxford, Milton Keynes, Bedford, St Neots and Cambridge.

Its primary, secondary and special schools are popular and provide excellent education to the town's students and those in the surrounding rural area. Its improved community and sports facilities have provided the extra capacity to meet the growing needs of local residents. The number of jobs in the town has grown significantly as competitive business parks have supported local entrepreneurs and, together with the higher level skills of the town's workforce, have attracted inward investment.

Above all, the town has retained its special historic and architectural character by carefully managing change within its built-up area and by protecting its setting and surrounding open countryside from development.

- 3.2. To achieve this vision, the key objectives of the WNP are as set out below:
  - To meet the future housing demand and need for the town
  - To retain and grow the number of jobs in the town
  - To preserve and enhance the special historic and landscape character of the town and its surroundings
  - To improve the breadth and quality of community and sports facilities in the town
  - To bolster the resilience of the town's shopping area
  - To encourage greater use of walking, cycling and public transport.

#### Monitoring & Review

3.3. The Town Council intends to begin a further review of the WNP once Buckinghamshire Council starts consulting about drafts of strategic policies which will be in the Local Plan for Buckinghamshire (LPfB), which is due to be adopted by April 2025.

# 4 The Policies

### Introduction

4.1. The core of this Plan comprises its Policies, some designed to preserve historic features of the town, others to control, enable or direct future changes and yet others to do all of these things. The Plan seeks to secure the community's current vision for the town (as set out in the previous section) to 2033 and beyond.

4.2. The Policies supplement with local detail those in the National Planning Policy Framework (NPPF) published in July 2021 and the Vale of Aylesbury Local Plan (VALP) adopted in September 2021. WNP's Policies are required to be consistent with both the NPPF and the strategic policies within VALP, and then all proposals for development within Winslow must be consistent with the policies set out at all three levels – National (NPPF), Local (VALP) and Neighbourhood (WNP).

4.3. The Policies are accompanied by short explanations in numbered paragraphs of (as appropriate) their justification or purpose. The explanation does not form part of the Policy to which it relates, but is an aid to interpretation. Where relevant, cross-references are provided to related paragraphs in NPPF or policies in VALP to provide the fuller picture.

4.4. Policies in WNP apply to all development within the administrative boundary of Winslow, including changes to and extensions of existing properties or of land use.

4.5. WTC will seek to ensure that appropriate conditions designed to secure compliance with WNP policies are attached to relevant outline planning consents in order that they are not overlooked in the subsequent determination of reserved matters.

#### Policy 1 A Spatial Plan for the Town

- A. The Plan designates a Winslow Settlement Boundary (WSB), as shown on the Policies Map to direct future housing, economic and community-related development in the town of Winslow. Development proposals within the WSB will be supported where they comply with development plan policies.
- B. Save as provided for in Policy 1C, proposals for development outside the WSB will be supported only when a location outside the WSB cannot be avoided and the requirements of paragraph 80 of the National Planning Policy Framework (2021) are met.
- C. As an exception to Policy 1B above the redevelopment referred to at Policy 5C will be supported, notwithstanding the site lies outside the WSB.

4.6. This Policy establishes the key spatial priority for the WNP, within which context all its other policies are based, and defines the extent of the WSB on the Policies Map as a means of establishing the furthest extent and the direction of development growth planned for the period to 2033. As such the overall purpose and effect of Policy 1 is based on:

- directing future housing, economic and community related development in the town of Winslow to enhance its role as a resilient and sustainable community
- containing the spread of the Town, by promoting infilling up to its natural physical boundaries;
- promoting sustainable development by limiting the need to use motorised transport and by minimising the impact of development on the surrounding countryside; and
- encouraging the re-use of previously developed sites, as defined in Annex 2 (Glossary) of the July 2021 NPPF.

4.7. It directs all development in the plan period to the town of Winslow that lies at the heart of the Parish and serves the wider rural area, which should remain open countryside.

4.8. The Policy encourages and enables the completion of infilling of the urban area up to wellestablished physical boundaries around the town. This will reinforce the sustainability of the town derived from its concentric pattern of housing development around the historic town centre within which most of its community facilities are located. It also seeks to minimise the encroachment of the town onto neighbouring rural land.

4.9. The WSB is derived from that specified in the 2014-2031 Winslow Neighbourhood Plan (WNP2014), but is extended to include:

- the area (identified in VALP as WIN001) to the east of Great Horwood Road marked 2(d) on the Policies Map (see also Policy 2(d)) together with the Local Green Space north of The Spinney;
- an area (of which part is identified in VALP as WIN020) to the north of Buckingham Road and to the west of Great Horwood Road and marked 5(b) and 6 on the Policies Map (see also Policies 5(b) and 6).

4.10. The WSB defines the urban area of the town for the period of the Plan. The extensions to the WSB of WNP2014 are designed solely:

- to provide for a new housing allocation which the town must accommodate to deliver the strategic requirements of VALP;
- to include relocated, extended and improved sports facilities with new green space; and
- to re-position the employment area shown at 5(b) on the Policies Map, in order to make way for the enlarged sports area.

4.11. Policy 1C relates to an area of land at Tinkers End, Granborough Road which has been used for many years as workshops in Use Class B2, B8 or E (see also Policy 5C and paragraph 4.37 below).

# Policy 2 Housing Developments and Allocations

Land for housing development in the plan period from 2022 to 2033 is allocated on the following sites:

- (a) approximately 65 dwellings on land off Station Road, comprising a mix of predominantly two- and three-bedroom homes, to be delivered in the period 2022-2033
- (b) approximately 75 dwellings on the Rugby Field and on the adjacent site of the former Winslow Centre (of which about 55 should be constructed on the Rugby Field site), comprising a mix of predominantly two-, three- and four-bedroom homes, to be delivered in the period 2022-2033, provided:
  - (i) the existing rugby pitch and the displaced sports facilities currently located on the Winslow Centre site are re-provided elsewhere within Winslow in accordance with Policy 6A;
  - (ii) road access to the Rugby Field site is taken from Furze Lane and not from Avenue Road or Park Road; and
  - (iii) a detailed master plan and Design Code for the whole of this site, together with the adjacent Winslow Centre site, is to be prepared following consultation with WTC, and submitted to the Local Planning Authority for approval prior to or at

the time of submission of a planning application for the site before any development commences (see also Policy 9C); and

(iv) the developer makes a financial contribution to further improvements to Furze Lane and the wider local highway network (including pedestrian and cycle routes)

# (c) approximately 83 extra-care dwellings on land at the Winslow Centre, as identified in VALP Policy H6b, to be delivered in the period 2022-2033.

4.12. This Policy should be read with Policies 3, 4 and 6, and with VALP Policy D-WIN001 in respect of its allocation for more than 315 homes on a site to the east of Great Horwood Road (as shown on the Policies Map): see also paragraph 4.20 below. For the avoidance of doubt, all housing developments must comply with VALP Policies H6a (housing mix), I1 and Appendix C (green infrastructure) and I2 and Appendix D (sports and recreation).

4.13. The Policy allocates land for the development of new homes within the defined Winslow Settlement Boundary. It replaces Policy 3 of WNP2014.

4.14. It omits 250 dwellings east of Furze Lane (a development completed, or substantially completed, before the making of this NP) and the allocation on Granborough Road (in respect of which construction is in progress).

4.15. The 1.6 ha site at Station Road currently comprises a range of life-expired business premises forming the Station Road Industrial Estate, and is allocated for housing in WNP2014. It is accessed from Station Road and is surrounded on all sides by residential areas. The site is close to the town centre and is therefore suited to higher density housing development. It can accommodate around 65 dwellings which may suit households wishing to live close to Winslow Church of England School and the town centre. A submitted planning application relating to the site shows that road access will be from both Station Road (via the existing access road) and Magpie Way. This will help distribute traffic arising from the scheme more evenly onto the local highway network and with cycle and pedestrian access will enable residents to walk or cycle to the town centre via the Recreation Ground. It is assumed that, because of its past and current industrial uses, the ground conditions of the site will require careful assessment, but it is not expected that there will be any significant impediment to residential development. The site, which is large enough to include some public open space and a local equipped area of play (LEAP) within the scheme, will also be expected to make financial contributions to the provision of new community facilities in the town and to sports pitch provision.

4.16. The Rugby Field and the adjacent Winslow Centre site, as shown on the Policies Map, extend together to about 5.9 ha. They are owned by Buckinghamshire Council. WNP2014 allocated the Rugby Field for a development of about 75 homes, subject to conditions. That development has not begun. The Winslow Centre is the name attached to the site of various buildings that comprised the former Winslow Secondary School (now demolished) with some sports facilities, and which now accommodates only the town's community library. It is suitable for comprehensive redevelopment, as previously-developed land (see paragraph 4.6), and will accommodate some premises within Use Classes E and F (including a replacement of the community library) in addition to a number of extracare homes (that is, homes for those who, for reasons of age or infirmity, need help with daily living tasks). WNP2014 provided for about 30 such homes but VALP Policy H6b has increased the requirement to 83, in order to cater for the increased demand for such accommodation.

4.17. Following further assessment of the realistic development capacity of the sites, and the identification of an established wildlife area of 0.75 ha (within the former Rugby Field site) which needs to be set aside for ecological protection, it has become necessary to relocate about 20 of the 75 homes previously allocated to the Rugby Field site to the Winslow Centre site. The developer(s) of these two sites will be required to make provision for road, cycle and pedestrian access connecting the development on the Rugby Field site with the recently developed Glade and Grange estates, and for

cycle and pedestrian access (only) between the Rugby Field and Winslow Centre sites. Policy 9C requires that a detailed masterplan must be agreed for the two sites before any development commences.

4.18. A further condition of the development, contained in WNP2014 and repeated in this Policy, is that the rugby pitch must be re-provided in accordance with Policy 6 (or on some other site in the town) before development can commence on this site; this condition is extended to include the sports facilities that will be displaced from the Winslow Centre site (see Policy 9B).

4.19. The cost of this re-provision will be met from the realised development value of the site, which will also be expected to make financial contributions to the provision of new community facilities in the town.

4.20. VALP provides for the construction of at least 315 dwellings on about 20 hectares of land to the east of Great Horwood Road, identified and allocated in VALP as site WIN001 (policy D-WIN001). Planning permission for the development has been granted subject to the approval of reserved matters. This Plan will support the creation of a combined cycle and footpath through the site, intended in the future to link to a path continuing to Great Horwood, together with a further cycle and footpath running from the east of the site to north of The Spinney, passing through an existing arch under the railway, to increase integration of the site with other parts of the town.

4.21. This Policy, read with Policy 3, aims to fulfil Winslow's obligation to accommodate the housing allocated to the town by VALP, while at the same time planning for new homes of a variety of types and sizes in order to meet the town's housing needs. Developers will need to offer custom-build plots in order to comply, if appropriate, with the obligations imposed by the Self Build and Custom Housebuilding Act 2015 and VALP Policy H5.

4.22. The described sites are those available within the revised WSB that have been identified as suitable for housing development, with the potential to deliver approximately 485 homes. The allocations are in line with the strategic requirements for Winslow established in VALP, namely 870 less 382 which (at March 2022) have been constructed or are in the course of construction, leaving a net requirement of 488. These figures make no allowance for any new homes constructed other than in the allocation areas. Buckinghamshire Council has therefore confirmed that these provisions will continue to meet the housing requirement figure of VALP for the plan period (as per NPPF §66) and as a result NPPF §14 will be engaged in determining applications for housing development.

4.23. The town has grown in recent years at a significant rate, and the construction of these homes will continue or accelerate that rate of growth.

4.24. The re-establishment of a secondary school over the past 7 years and the forthcoming restoration of the railway and station are important for the town and are welcomed by local residents. However, other facilities are still needed to support the sustainability of the town – notably increased green space and recreational opportunities, more meeting and function rooms for social gatherings and, in the longer term, a new medical centre. This Plan seeks to support such developments.

4.25. The ethos of the town's secondary school (a Free School) was based on its having smaller than average classes and a relatively small overall capacity. The school has however recently announced that it is to close its Sixth Form, which has been under-subscribed, and to admit 50% more pupils into Year 7 than it has been doing to date.

4.26. While the restored railway line will significantly improve the connectivity of the town to larger neighbouring employment and service centres, the promised connection with Aylesbury, the south of Buckinghamshire and London has still not been authorised. This was an important and integral part of the business case for the Transport & Works Act approval granted for phase 2 of the East West Rail project and it remains important that the Government authorises funding for this additional link at the earliest opportunity.

4.27. The proposals relating to employment set out in Policy 5 will support the future housing growth of the town. Each will be very much welcomed by the local community, as they will help to address longstanding deficiencies that have resulted in unsustainable patterns of out-commuting for employment.

# Policy 3 Affordable Housing

- A. The Neighbourhood Plan adopts the definition of affordable housing set out at Annex 2: Glossary of the July 2021 NPPF. It requires a minimum of 35% of affordable homes on residential developments of 11 or more dwellings gross or sites of 0.3 ha or more. The proportions of affordable housing of each category to be provided are to be determined on a case-by-case basis, but with the aim of securing approximately:
  - (a) 25% of First Homes;
  - (b) 60% of affordable housing for rent; and
  - (c) 15% of homes offered for shared ownership or by other routes to affordable owned housing.
- B. Affordable properties should be well distributed within each allocated development site in accordance with VALP Policy H1e and by reference to the following table :

Total dwellings in development site	Maximum cluster size (unless otherwise agreed)
11 - 24	3
25 - 49	6
50 - 99	10
100 - 149	12
150 - 199	15
200 +	15 (18 if apartments included)

4.28. VALP Policy H1 provides that, with limited and closely defined exceptions, residential developments of 11 or more dwellings gross or sites of 0.3 ha or more will be required to provide a minimum of 25% of affordable homes. VALP's prescription of a minimum of 25% affordable housing includes only property for shared ownership or rent at below-market rates, reflecting the 2012 NPPF definition. While the NP retains the VALP site size criterion, it prefers the wider definition of affordable housing for shared ownership (or discounted market sales housing or other affordable routes to home ownership) or rent at below-market rates but also First Homes, an affordable housing product introduced in 2021 through the Planning Practice Guidance as an eventual replacement of the current 'Entry Level Homes' and previous 'Starter Homes' products.

4.29. That wider definition, taken with Winslow's role of providing affordable housing which cannot be accommodated in those surrounding villages which can support only smaller developments, its historical adoption (as in WNP2014) of a 35% ratio, and the willingness of all developers since 2014 (including the intended developers of site WIN001, recently allocated for housing by VALP—see paragraph 4.20 above) to meet that target, are considered to be factors justifying a higher proportion than the minimum of 25% set out in VALP. As 25% of the 35% (ie 8.75%) must be First Homes, the WNP

Policy will require that 26.25% of new homes are affordable homes within the definition used in VALP, but will also deliver 8.25% of First Homes, whereas VALP does not require the provision of any such homes. In all other respects the VALP Policy, including the exceptions, will apply. First Homes (as described in the national First Homes Guidance (May 2021 or subsequent update), with the standard 30% discount below open market value) should be prioritised for purchasers with local connections as described in paragraph 008 of that Guidance for a period of at least three months for each property being first marketed. In this context 'local connections' shall mean having lived in and/or worked in the Aylesbury Vale area of Buckinghamshire continuously for at least two years immediately prior to exchanging contacts for a First Home, or with a job or a firm job offer as a key worker within that same area.

4.30. WTC will urge the letting authority administering affordable rented housing to consider, within any future allocations policy, whether a proportion can go to those with a strong connection to the Winslow area, by reason of past residence or of employment, or strong family connection, in preference to others. It is envisaged that Buckinghamshire Council will publish guidance on the marketing and letting of homes, giving preference to those with a local connection, during the currency of this Plan.

4.31. The reference to a Community Land Trust (CLT) contained in WNP2014 has been removed, because no CLT has been created yet and there is no known proposal for the creation of one. However, there is no impediment to the formation of a CLT in the future should there be a need for one.

# Policy 4 Housing Design

- A. Housing development proposals in relation to sites located in, or within the setting of, the designated Winslow Conservation Area will be supported provided they preserve or enhance the character and appearance of the area, as defined by the appraisal of the Winslow Conservation Area adopted by the former Aylesbury Vale District Council in November 2008.
- B. Housing development proposals elsewhere in the town should reflect the character of Winslow in their scale, siting, layout, materials, landscaping, and design details. Modern and distinctive design solutions will be supported where they take account of the wider character of the town.

4.32. VALP contains extensive guidance on the preservation and enhancement of heritage assets, and on sympathetic new development, to which the NP does not seek to add, save by drawing attention to the need to take specific account of the findings from the appraisal of the Winslow Conservation Area. This Policy should be read with VALP Policies BE1 and BE2. The first part of the policy refers to proposals within the Conservation Area or within its setting. The principles of the Conservation Area Appraisal will be applied to such proposals. Whilst the Appraisal will not directly apply to proposals elsewhere in the town, it should be used as a basis to identify the types of distinctive development which would be supported. In addition, all development proposals throughout the town should also follow the most recent relevant national and local Design Guide principles for the area at the time when an application for permission is submitted.

4.33. The NP does not seek to develop a Design Code specifically for Winslow but will rely on national or Buckinghamshire-wide Codes. It has been noted that Buckinghamshire is a pilot authority for the preparation of Design Codes, and therefore can be expected to be an early adopter of a Buckinghamshire-wide Code.

4.34. All new residential properties should be built to the current version of Nationally Described Space Standards at the time when an application for permission is submitted. They should also incorporate solar PV and solar hot water systems wherever technically possible, unless they are adopting other measures to comply with VALP Policy C3 on Renewable Energy.

#### Policy 5 Employment

- A. To provide scope for the growth of local employment in order to make Winslow a more sustainable community, the following sites are allocated for employment purposes:
  - (a) approximately 1.5 hectares of land south of Buckingham Road, as shown on the Policies Map, specifically and exclusively for uses in Classes B2 (General Industrial), B8 (Storage or Distribution) and E (Commercial, Business and Service) (as defined by the Town and Country Planning (Use Classes) Order 1987, as amended); and
  - (b) up to 4.2 hectares of land north of Buckingham Road, as shown on the Policies Map, for Commercial, Business and Service purposes in Use Class E.
- B. A master plan for the area identified at A(b) in this Policy, incorporating:
  - (a) vehicular, cycle and pedestrian access;
  - (b) adequate car, motorcycle and cycle parking spaces;

and consistent with any previously agreed master plan referred to in Policy 6 should be prepared as part of the submission of a planning application for the development of the site.

C. The Plan supports the redevelopment of approximately 1.0 ha of land at Tinkers End, Granborough Road for use in Classes B2, B8 or E.

4.35. Paragraph A(a) above refers to the residue of the land allocated by WNP2014 Policy 6. The previous allocation for the railway station and ancillary features has been omitted as planning permission has been granted and work has commenced, and the allocation for education use has been omitted as the site has been developed and is in use. Paragraph A(b) replicates WNP2014 Policy 7, but is modified in that the position of the site differs, in order to accommodate the increase in the extent of the site referred to at Policy 6. Allocating this land for employment uses remains vital to the goal of increasing the town's self-sufficiency for local jobs and the provision of training for local people and of avoiding its becoming merely a commuter town reliant on other towns for jobs.

4.36. The land described at A(b) is adjacent to the land described at Policy 6 and in close proximity to the sites of the railway station in course of construction, the Sir Thomas Fremantle School and the plots described at A(a). Again, if Winslow is to achieve its sustainability goal then growing high value businesses as part of what is often referred to as the Oxford – Cambridge 'Hi Tech Corridor' requires land to be set aside and safeguarded for this purpose. The master plan referred to should produce an effective scheme for traffic and parking management, for cycle movements, and for the safe crossing of roads by pedestrians. It is envisaged that the plan will be approved by Buckinghamshire Council as the Local Planning Authority, but that BC will consult WTC about it before it is approved.

4.37. The employment site at Tinkers End on Granborough Road, currently occupying approximately 0.6 hectares of a site of about 2.3 ha, is already in long-term use as workshops in Use Classes B2, B8 and E. It was not referred to in WNP2014, and for that reason is not within the WSB. About 1.0 ha of this site is ripe for redevelopment as a local business park, and the Plan supports such redevelopment proposals.

4.38. In addition to the jobs available on the sites specifically designated for employment, the centre of the town also provides employment in a wide range of retail, office, health and other local services, and in the care sector (in which the proposed extra-care accommodation on the former Winslow Centre site will provide further opportunities).

# Policy 6 Sports and recreation facilities (the Sports Hub)

A. An area of land, extending to about 10.5 hectares, north of Buckingham Road and to the west of Great Horwood Road, as shown on the Policies Map, is allocated for the relocation by

Buckinghamshire Council of a range of Class F2 sports facilities that were associated with the former Winslow Centre and Rugby Field sites and which are proposed to be brought together and augmented in a new Sports Hub. The facilities to be relocated include:

- (a) one rugby union pitch;
- (b) one football pitch capable also of use for five-a-side matches;
- (c) three tennis courts; and
- (d) one multi-use games area (MUGA) suitable for activities such as netball.

In addition, this site will be able to accommodate a range of other recreational facilities, such as:

- (e) leisure paths suitable for walking and Park Run events;
- (f) a skate park; and
- (g) a small playground for young children.

The development of ancillary facilities, including toilets, changings rooms, function rooms and a café, together with storage for sports and ground maintenance equipment will also be supported in order to meet the needs of all users of these sports and recreational facilities.

- B. A master plan for the whole of the area identified in this Policy, incorporating:
  - (a) vehicular, cycle and pedestrian access;
  - (b) adequate car, motorcycle and cycle parking spaces;
  - (c) circulation space and space for spectators; and
  - (d) land reserved for ecological purposes to protect existing species and to maintain and enhance bio-diversity on the site

# and consistent with any previously agreed master plan referred to at Policy 5, should be prepared as part of the submission of a planning application for the development of the site.

4.39. This Policy is derived from and expands upon WNP2014 Policy 13 to plan for the creation of a new Sports Hub for the town comprising a range of Class F2 land uses. At A(a) it provides for the replacement of the rugby pitch (see also Policy 2(b)) and at A(b), (c) and (d) for the replacement of the facilities displaced from the former Winslow Centre site (see Policy 9B). These playing areas, together with the ancillary facilities, open land for general recreation and footpaths are to be provided by Buckinghamshire Council, which owns the Rugby Field, the Winslow Centre site and the site to which this Policy relates.

4.40. The replacement facilities must meet the requirements of Sport England, and satisfy WTC that they will be equivalent to, or will improve upon, the sports facilities formerly at the rugby field and the Winslow Centre site.

4.41. It is expected that funds generated from developments elsewhere in Winslow in accordance with section 106 of the Town and Country Planning Act 1990 or otherwise will be utilised in providing some or all of the facilities listed at A(e), (f) and (g), possibly over time.

4.42. As mentioned at paragraph 4.36 above, the site referred to at Policy 5 and this site are contiguous, and each should be accessible from the other on foot or by cycle (though not in a vehicle). It is essential that the master plans for the two sites are compatible.

4.43. It is envisaged that the master plan referred to at B will be approved by Buckinghamshire Council as Local Planning Authority but that BC will consult WTC about it before it is approved.

#### Policy 7 Medical facilities

Development proposals for a new Medical Centre within the town will be supported where it can be satisfactorily accommodated within the local highway network and it does not have an unacceptable impact on the amenity of any adjacent residential properties.

4.44. Winslow has long needed a new medical centre to replace the current premises at Norden House and the adjacent health centre. The new centre will need to have sufficient capacity to meet the local health surgery needs of up to 12,000 patients (based on a projection of current numbers to 2033) drawn from both the town and the surrounding villages and have room for further expansion if required. It will deliver local health services to its own patients and in addition will deliver some services to a wider geographical area in collaboration with adjacent practices.

4.45. In the immediate future the CCG and 3W Health have agreed to proceed initially with a major refurbishment of the existing Health Centre to increase its capacity to provide fully accessible consulting and treatment rooms which will meet expected demand over the next 10 years. During the life of this WNP, therefore, the health service partners will need to continue to search for an alternative larger site for a new Medical Centre in Winslow to cope with the expected further growth in demand.

#### Policy 8 The Heart of Winslow

Proposals which seek to enhance or preserve sports, recreation and leisure facilities as well as meeting spaces for the community near the western end of Elmfields Gate (as shown on the Policies Map) will be supported.

4.46. The Heart of Winslow comprises:

- the Recreation Ground;
- the Tomkins Park and Arboretum providing a public park set in an area containing a range of notable trees, and also accommodating a bowls green and a pétanque terrain;
- the Public Hall, providing (after the expected improvement referred to below) a large and a small meeting room suitable for a variety of community activities;
- the Royal British Legion Hall providing a further community meeting space;
- the Bowls Club building, providing a meeting room; and
- several areas of car parking to support community activities within the Heart of Winslow, as well as meeting the needs of commercial and residential occupiers of the town centre.

4.47. During the plan period the Town Council currently envisages that:

- the existing Public Hall will be improved;
- the existing Sports Club building may be replaced by a larger Community and Sports Pavilion containing rooms that will accommodate meetings, events, various indoor sports activities and other facilities to serve the community, as well as improved facilities for the Sports Club;
- if a replacement Community and Sports Pavilion is constructed, then additional car parking spaces adjacent to the proposed new building would be required, in order to support that development and improve parking provision within the town centre; and an enhanced children's playground, including equipment suitable for use by disabled children, may be constructed in Tomkins Park & Arboretum, to replace the playground currently situated in Elmfields Gate which would then be removed.

These proposals are currently under discussion and the detail of these plans may evolve before anything is implemented within the scope of this Policy.

4.48. This Policy replaces former Policy 11, which provided for the construction of a Community Centre and ancillary parking within what is now Tomkins Park & Arboretum (formerly 'The Paddock'). That Policy will not be pursued, because it became apparent that the construction of a large building and a car park within the Park would be not only very expensive, but also visually and environmentally unacceptable, and would lead to a considerable loss of amenity. No other site suitable for such a construction has been found to be available within the town.

# Policy 9 Site of the former Winslow Centre

- A. The brownfield site of the former Winslow Secondary School (more recently known as the Winslow Centre), as shown on the Policies Map, is allocated for a comprehensive mixed-use development comprising some or all of the following:
  - (a) The town's Community Library (Use Class F1);
  - (b) Multifunctional space to accommodate activities within Use Classes E and/or F;
  - (c) A development of extra-care housing comprising about 83 apartments and/or bungalows predominantly in Use Class C2 (see Policy 2(c));
  - (d) The approximately 20 homes formerly allocated for construction on the Rugby Field (see Policy 2(b)), and possibly up to 30 more homes to complete a comprehensive development of the site; and
  - (e) An area of not less than 1.3 ha of green space for recreational uses and habitat protection.
- B. The proposed development should also incorporate a scheme for the re-provision of the facilities hitherto afforded by the Multi-Use Games Area (which has already been removed from this site), two 5-a-side football pitches, three tennis courts and a football pitch (with associated changing facilities).
- C. A detailed master plan and design code for the whole of this site should be prepared by the owners and/or proposed developers and inform the submission of planning applications for the site. The master plan should include the location and scale of built development, the location of the green space and the access arrangements into the site.

4.49. The former Winslow Centre site is a significant area near the centre of the town that is owned by Buckinghamshire Council. It is envisaged that, once the facilities described at B above have been replaced (probably on the Sports Hub—see Policy 6), what now remains on the Winslow Centre site will be removed and the site will be re-developed in accordance with this Policy. The retained area of open space referred to at A(e) will also accommodate any play or recreation area that residential developers are required to provide to support housing on both the rugby field site (see Policy 2(b) and the Winslow Centre site itself; see also paragraph 4.69 below.

4.50. Policy 9 sets out the Plan's approach to the development of this important site. Part A sets out the intended package of uses. Part B comments about the associated need to agree the relocation of the existing uses on the site. Part C comments about the need for a master plan to steer a comprehensive development of the site.

4.51. Vehicular access to the Winslow Centre site should be from Avenue Road, with only pedestrian and cycle access permitted from and to Park Road. There will be no vehicular connection between the Winslow Centre site and the development proposed for the rugby field site, to which vehicular access

will be from Furze Lane and Verney Road, but pedestrian and cycle connections should be provided between these two sites.

4.52. The proposals for this site as set out in the Policy are likely to lead to significantly increased traffic loads on Avenue Road, and on the junction of Avenue Road with the High Street (A413). The purpose of the final sentence of sub-Policy C is to ensure that the burden, together with any proposed mitigation measures, are fully and fairly appraised and that sufficient weight is given to the impact any development will have on the road network and on nearby residents who, for want of off-street parking, are compelled to use Avenue Road for parking. In these circumstances planning applications to develop this site or any part of it should be accompanied by a comprehensive Traffic Impact Assessment demonstrating how the development of the site, to the maximum extent envisaged by this policy, and after such mitigating measures as may be proposed have been taken, will neither generate traffic movements of such a level as to impose and unacceptable burden on the local highway network; nor adversely impact established local residential vehicle parking. Any necessary independent assessment of a Traffic Impact Assessment should be undertaken by a person or body who or which has not participated, directly or indirectly, in the preparation of the Assessment.

# Policy 10 Winslow Shopping Area

Proposals relating to the town centre, and particularly the Winslow Shopping Area as shown on the Policies Map, and which aim to protect and promote the viability of the area, will be supported where they:

- (a) are designed to ensure the maximum possible retention of existing retail premises within the Shopping Area; or
- (b) would lead to the retention or provision of other town centre uses (particularly retail, office and hospitality) provided they contribute to the attractiveness, vitality and viability of the Shopping Area.

4.53. This Policy replaces WNP2014 Policy 17, but with an important difference. Government policy and recent legislation amending the Use Classes Order 1987 and the General Permitted Development Order 2015 (specifically The Town and Country Planning (General Permitted Development etc.) (England) (Amendment) Order 2021 and The Town and Country Planning (General Permitted Development etc.) (England) (Amendment) Order 2021) make the change of use from retail premises into residential accommodation much easier than has historically been the case. While the NP recognises the national and local need for an increased supply of homes, and the impact on retail trades of on-line shopping, it also recognises that there is a continuing requirement for traditional High Street shops selling, in particular, food, medication and other household items.

4.54. Winslow's town centre can also offer retail and studio space suitable for small craft businesses.

4.55. Policy 18 of WNP2014 (which envisaged the provision of a small supermarket, associated with the separate development of a large new community centre) is no longer feasible and is not being pursued.

# Policy 11 Traffic, Transport, Cycle Routes and Parking

As appropriate to their scale, nature and location proposals for major residential development should make capital and/or revenue contributions to secure the operation of enhanced public transport services to meet the eventual needs of residents in such properties.

Cycle-paths (which may in appropriate circumstances be combined with footpaths) should be incorporated as integral design features within major new developments and create useful and effective links for cyclists and pedestrians within the town and, for cyclists, with existing national and local cycle routes.

4.56. Almost all developments in the town will have an impact on the volumes of traffic in the area and on the requirements for parking. Accordingly all applications for development must demonstrate that relevant measures have been taken to meet the requirements of VALP Policy T6 (Vehicle Parking) in order to minimise the growth of traffic in the area, to provide sufficient off-street parking to satisfy demand, and to satisfy the Highway Authority that all reasonable relevant measures to mitigate any unavoidable adverse transport impacts will be implemented. All off-street parking areas should make provision to meet the needs of disabled drivers and users of motorcycles and bicycles.

4.57. Provision should be made, in accordance with VALP Policy T8, to enable the charging of electric vehicles within off-street parking areas.

4.58. The scope of a Neighbourhood Plan does not extend to matters related to the general management of highways or parking – it can only relate to these matters in the context of proposed developments. It is, however, expected that the Highway Authority will scrutinise carefully the traffic and parking implications of all developments and will satisfy itself that all reasonable steps are taken to minimise the adverse transport impacts arising from them.

4.59. Parking standards are set by VALP (in Policy T6). When those standards do not stipulate a fixed or minimum number of off-street parking places, developers should ensure that sufficient off-street parking is provided to avoid their developments generating a nuisance from excessive on-street parking.

4.60. On-street parking management is a matter for Buckinghamshire Council, and the planning consent for the Railway Station requires BC to review parking controls in Winslow in order to protect residential parking and deter commuter parking on local streets.

4.61. In the town centre, the responsibility for car park provision and management is shared between the Town Council (Public Hall and a possible car park for a Community and Sports Pavilion) and Buckinghamshire Council (Market Square and on-street parking); Greyhound Lane car park is also a Buckinghamshire Council site, but the Town Council currently makes an annual payment to Buckinghamshire Council in lieu of parking charges. It is understood that Buckinghamshire Council will also own and manage the two-level car park adjacent to the new railway station and the parking associated with the Sports Hub.

4.62. The Neighbourhood Plan recognises that financial and other support is required to improve and extend bus services in order to meet the needs of residents in new developments and to discourage unnecessary use of cars. Some adjustment to the trunk bus services, and to the provision of local bus services for surrounding villages, may happen when train services start using the new Winslow Station.

4.63. In general it is expected that as a minimum the support for public transport referred to in this Policy should endure for at least three years, and secure services at a level that can be sustained thereafter without further support.

4.64. Measures to be taken may include (but will not be limited to):

- securing local community-operated bus services within Winslow;
- securing further improvements to the trunk bus service that links Winslow with Aylesbury, Buckingham and Milton Keynes; and
- seeking and applying section 106 contributions to the improvement of public transport services through revenue support of at least three years, capital support or both.

4.65. The NP recognises the value of cycle routes and accordingly requires developers of residential sites to create adequate cycle routes within their developments, and to ensure that, wherever possible, those routes connect with existing routes, so as to provide a continuous passageway separated from vehicular traffic. Cycle routes may be combined with pedestrian pathways when it is

safe to do so, and the combined passageway is sufficiently wide in line with local and national guidance, such as the Cycle Infrastructure Design LTN 1/20.

# Policy 12 Local Green Spaces

The Neighbourhood Plan designates Local Green Spaces (in accordance with the criteria listed in paragraphs 101 and 102 of the July 2021 NPPF) in the following locations, as shown on the Policies Map:

- (a) the Recreation Ground, to the extent so shown;
- (b) Three Hills;
- (c) Tomkins Park & Arboretum;
- (d) land between Longlands Court, Keach Close and Offas Lane;
- (e) land off Magpie Way (including The Spinney); and
- (f) land off Elmfields Gate (Fair Meadow and Pumpus Green).

# Proposals for development on these Local Green Spaces will be supported only in very special circumstances.

4.66. This Policy replaces Policy 19 of WNP2014, and amends it by

- segregating the Recreation Ground and Three Hills, which are not contiguous;
- omitting the reference to the cycle track (which it is not appropriate to designate as Local Green Space);
- reflecting the fact that the land at the rear of Winslow Hall, formerly known as The Paddock, is now called Tomkins Park & Arboretum; and
- clarifying the descriptions now appearing at (d), (e) and (f).

4.67. The NP recognises the importance of open green space for exercise, recreation and such activities as dog walking, as well as for quiet contemplation, and it seeks to preserve, protect and enhance as much as possible of the town's existing green spaces which are used for those purposes.

4.68. The areas designated satisfy the criteria prescribed by paragraph 102 of NPPF in that they are all in reasonably close proximity to the communities they serve; have been used for recreational purposes for many years; are local in character and consist of relatively small areas of land. In addition Tomkins Park and Arboretum, by virtue of its collection of rare and unusual trees, is of particular local significance.

4.69. Green space which will be established on part of the Winslow Centre site (Policy 9A(e)) and at the Sports Hub (Policy 6) should be considered for designation as Local Green Space at a future review of WNP, by which time the precise relevant parcels of land will be defined.

# Policy 13 Environment and Heritage

A. As appropriate to their scale, nature and location development proposals should include landscaping which incorporates green space, hedges, and trees, where practicable of local provenance, that are relevant to the type of development as well as sensitive habitats and other relevant measures to promote biodiversity within the natural environment. Tree canopy cover within urban areas should be so designed as to encourage biodiversity and promote climate change benefits such as increased habitat, increased rainwater control, and improved

air quality. Sufficient space above and below ground for trees and other plants to meet their potential must be provided.

B. Development proposals should respond positively to publicly available views of listed buildings and other heritage assets of the town. Development proposals which would have an unacceptable impact on the setting on listed buildings and other heritage assets will not be supported.

4.70. This Policy is new. It reflects national Planning Policy concerns, the provisions of VALP Policy I1 and the concerns of many residents expressed in the consultation leading to the preparation of this Plan.

4.71. Paragraph A has been added in response to the increasing awareness of the importance of preserving green space with natural features, contributing not only to residents' well-being but also to the diversity of flora and fauna by preserving and, where possible, improving the extent of natural habitats. Of necessity, landscaping detail must be determined on a site-by-site basis; but the planning of that detail should now take a prominent role in the design of any development. In particular, trees and hedges should be removed only where unavoidable, and should be replaced, whenever possible, on not less than a like-for-like basis and by trees and hedges of local provenance. In this respect the Policy adds to, but does not seek to override or modify, statutory requirements, the relevant parts of Policy NE1 of VALP or Policy NE4 of VALP.

4.72. Paragraph B should be read with Policies BE1, BE2 and BE3 of VALP.

4.73. In recognition of the 'climate emergency' the Town Council adopted its own Environmental Policy in 2021, under which the Council seeks

- to keep under review the management of its assets and operations so that, guided by mainstream scientific advice, it can identify practical steps towards sustainability, including the minimisation of its carbon footprint, and take those steps where practicable;
- to follow expert advice to maximise the biodiversity within Tomkins Park & Arboretum whilst preserving its recreational use; and maximise the biodiversity on other recreational land under the Council's control; and
- to engage with the residents of the Town, local organisations and the wider community to support relevant local initiatives that promote sustainable living and business practices and to improve the environment both within the Town and in the surrounding area.

# 5 Delivery Principles and Priorities

### Introduction

5.1. The Winslow Neighbourhood Plan will be implemented through a combination of the local planning authority's consideration and determination of planning applications for development in the Town and through seeking, encouraging and steering public and private investment into a series of infrastructure projects contained in the Plan.

#### **Development Management**

5.2. Most of the proposals referred to in the Policies contained in this Plan will be delivered by landowners and developers responding to their allocations of land for development. In preparing the Plan, care has been taken to ensure, as far as possible, that these allocations are achievable. All the allocated sites are considered viable to develop using conventional development appraisal techniques.

5.3. BC as the local planning authority will be responsible for development management and the application of the Policies within the Plan in the determination of all planning applications. The Town Council will also use the WNP to frame its representations on all submitted planning applications.

#### Public sector priorities

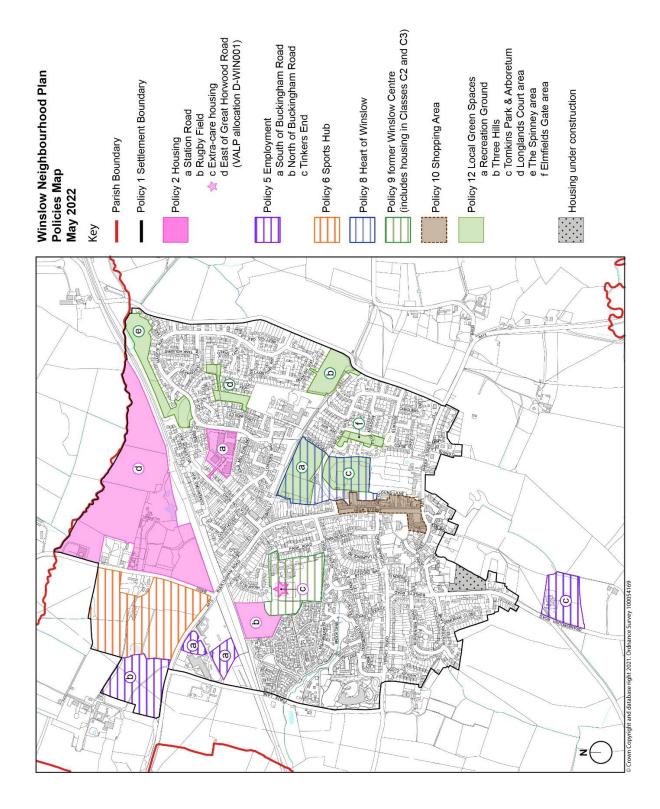
5.4. Whilst many of the proposals set out in this Plan will depend on private investment decisions to underpin new developments, the public sector agencies working with other stakeholders have an important role in making sure that Winslow can accommodate and meet the needs of those who live and work in the area.

5.5. The priorities for public sector action that are identified in this Plan are :

- the establishment of the new Sports Hub proposed for north of Buckingham Road, in order to provide for facilities displaced from the former Winslow Centre site (thereby freeing that site for development), together with other recreational opportunities [BC, WTC];
- the establishment of new openly-accessible green space and recreational areas on both the Sports Hub and the former Winslow Centre sites to address the evident deficit in provision of such spaces within the town and to cope with the town's increased population [BC, WTC, Sport England];
- the delivery of improved facilities for community meetings, social functions and leisure activities within the town [WTC];
- the establishment of an additional area for employment to the north of Buckingham Road [BC];
- the provision of publicly-accessible facilities for charging electric vehicles particularly for those residents who have no alternative opportunities to charge their cars, and for those passing through the town [WTC, BC]; and
- in the longer term, the provision of a new medical centre within the town to replace the existing Norden House surgery and adjacent Health Centre, in order to cater for the ever increasing population of the area, and the extended range of services required to be delivered by the local health services [NHS/CCG, Doctors, BC].

5.6. Each priority depends on different agencies, stakeholders and funding sources – so these priorities are not in any specific order of priority. Together, however, they represent the major priorities to deliver a balanced development of the town to meet its medical needs, unlock

development potential, provide for better recreation and community facilities, increase the availability of green space, improve the sustainability of the town by increasing local employment opportunities and meet the rapidly increasing need for electric vehicle charging infrastructure.



#### Winslow Neighbourhood Plan 2022-2033: Policies Map

# Annex A – Evidence Base

The list below contains all those documents collected and reviewed in the process of preparing this report. Those available in electronic versions can be viewed via the Winslow Town Council website's Neighbourhood Plan pages.

Vale of Aylesbury Plan: Winslow Fact Pack (2011)

Rural Community Profile for Winslow Parish (2012)

Winslow Conservation Area Appraisal (2008)

Aylesbury Vale Landscape Character Assessment (2008)

Winslow Neighbourhood Plan 2014-2031 (WNP2014) and its supporting documents including

- WNP State of the Town report & SEA Scoping Report (2013)
- WNP Strategic Environmental Assessment (2013)

Buckinghamshire's Local Transport Plan 4: 2016-2036

Buckingham Transport Strategy (AECOM for Buckinghamshire County Council): 2017-2033

Vale of Aylesbury Local Plan 2013-2033 (VALP2021) and its supporting documents including

- Housing & Economic Development Needs Assessment, HEDNA (2016)
- Housing & Economic Land Availability Assessment, HELAA (v4, 2017)

Winslow Town Council, Environmental Policy (May 2021)