



NEWPORT PAGNELL NEIGHBOURHOOD PLAN



Status of Plan:

REFERENDUM VERSION post examination

Qualifying body:

Newport Pagnell Town Council

Duration of the Plan:

The plan will be in force until 2031

The source of the Neighbourhood Plan

This document has been prepared by the Newport Pagnell Neighbourhood Plan Steering Group, which has been led by Newport Pagnell Town Council.

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List of Attachments - available on <http://www.newport-pagnell.org.uk>

Title of Attachment
The Basic Conditions Statement and Strategic Environmental Assessment Screening Report available on http://www.newport-pagnell.org.uk
The Consultation Statement available on http://www.newport-pagnell.org.uk
The Sustainability Appraisal available on http://www.newport-pagnell.org.uk
The Evidence Base – Index of related documents available on http://www.newport-pagnell.org.uk

List of Appendices - available on <http://www.newport-pagnell.org.uk>

No	Title of Appendix
Appendix 1	Schools provision
Appendix 2	The Development Brief for the principal site – The Tickford Fields Development
Appendix 3	The Sustainable Transport Plan

1. **What is this document all about? INTRODUCTION TO THE NEIGHBOURHOOD PLAN BY THE MAYOR.**

- 1.1 Welcome to the Neighbourhood Plan. Although many residents will know something about this Plan, there will be others who have never heard of the Newport Pagnell Neighbourhood Plan. So I'd like to start out by letting you know what a Neighbourhood Plan is.
- 1.2 In a nutshell a few years ago, towns, parishes and communities were given the legal right to formulate a Plan that regulated development in their own area. This was a historical first – up until then we had to rely on our planning authority (Milton Keynes Council) to take all development decisions about our town. The Neighbourhood Plan is our own plan constructed by the Town Council and the Neighbourhood Plan Steering Group, which included members of the public. It has been through a number of previous consultations with residents and other interested parties, before coming to you now as a completed document. Let's be clear though, Neighbourhood Plans can only deal with the built environment, i.e. buildings that will physically be built, and the land available for such building. We cannot include solutions in the Plan to change the retail mix of shops, to stop dog fouling, or to obtain more police in the area. The Plan deals with new homes and new business premises.
- 1.3 A common mantra is that we don't want any new homes in Newport Pagnell – we like it just as it is. That may be the case, but the Milton Keynes Council Core Strategy places a demand on us to have new homes, whether we like it or not. The rural areas have a target of new homes, and as the largest settlement in the rural areas, we will be forced to take the majority. Add to that the fact that Milton Keynes Council is one of the main owners of a very large Strategic Reserve site at Tickford Fields Farm, and we can be sure that new housing is coming to the town.
- 1.4 The challenge then was not to find a way to stop development - but rather to manage the change in the best way possible for the town. During our consultations you told us three things were very important to you: adequate provision of school places, GP surgeries, and retention of green space.
- 1.5 In order to ensure that we get a new primary school including a pre-school and healthcare facilities the Plan proposes more homes than are required by the Core Strategy. If we had limited the Plan to the Core Strategy numbers, it would severely impact on the infrastructure that could be provided and would place burdens on facilities that are already stretched. The Plan protects Bury Common as Common Land, and keeps both Castle Meadow and Riverside Meadow intact. It does propose building on greenfield land, but only on the Tickford Fields sites. All other development sites are brownfield sites.
- 1.6 We believe the Plan achieves the following:
- It gives residents the opportunity to determine our own future
 - It provides the necessary infrastructure to go with new development
 - It considers where there are existing deficiencies in the town
 - It gives Newport Pagnell residents a better opportunity to get on the housing ladder through offering more shared ownership
 - It offers more affordable housing directly to Newport Pagnell residents
 - It provides a strategic rather than ad hoc direction for development and infrastructure provision.
 - It considers sustainability, and provides a detailed sustainable transport plan.
- 1.7 Please take a little time to go through the Plan. If you're very short of time chapters 7 and 8 tell you all about what the Plan does.

Phil Winsor

Mayor of Newport Pagnell

2. What Area does the Plan Cover? THE DESIGNATED AREA OF THE PLAN

2.1 The Neighbourhood Plan covers the whole of the parish of Newport Pagnell. Figure 1 below demonstrates the area of the plan.

Figure 1. The designated area of the Neighbourhood Plan



3. **Why do we need this Neighbourhood Plan?** THE MAIN CONCEPTS.

3.1 The Milton Keynes Council Core Strategy adopted in 2013, specified a target of 1760 new dwellings that were needed in the rural area of Milton Keynes between 2010 and 2026. As the largest key settlement in the rural area Newport Pagnell will have to accommodate new housing development to help meet this target. This Neighbourhood Plan presents an opportunity for the required growth to take place in a way that is supported by the community.

3.2 Some sites had already been identified by Milton Keynes Council to absorb this housing target. The Core Strategy identified a shortfall of sites to house 613 dwellings to meet the rural housing target. This Plan sets out how Newport Pagnell will contribute towards meeting this shortfall.

3.3 **What does the Plan do?**

3.3.1 The Neighbourhood Plan:

- Shapes the future of growth in the town by specifically allocating sites for housing development until 2031, to coincide with the end date of the emerging Plan MK.
- It seeks to protect other sites from development.
- It ensures that new development will be supported by the necessary infrastructure.

3.4 **What are the main elements that led to this Plan?**

3.5 There were three main issues that shaped the Plan:

3.5.1 **Variety of sites**

A large site on North Crawley Road, Tickford Fields Farm, had already been identified by the Milton Keynes Local Plan 2005 as a strategic reserve site. This was therefore a favoured area for new housing after 2011. However, there are other sites in the town capable of supporting housing, and these had to be considered in establishing the most suitable places for housing development.

3.5.1.1 Figure 2 on page 6 shows all the sites considered. The sites chosen for housing development are listed on page 22.

3.5.1.2 In determining which were the most suitable sites for development the need to provide infrastructure to meet the demands of the new housing was a primary consideration.



3.5.2 Options for the scale of development

3.5.2.1 One of the key requirements for Neighbourhood Plans is that they comply with the strategic policies in the local plan. The Local Plan in our case consists of the Milton Keynes Local Plan and Core Strategy.

3.5.2.2 Because the Core Strategy required Newport Pagnell to contribute significantly to the shortfall of housing in the rural area it was not possible to have a 'no housing growth' option for Newport Pagnell. It is possible to allocate more housing than required by the Core Strategy so there were still other options available for consideration. We could build in line with the requirements of the Core Strategy or we could build more than the requirements of the Core Strategy.

3.5.2.3 The work undertaken considered the advantages and disadvantages of both growth options. It became clear that limited growth in accordance with the Core Strategy would not be able to address the key issues and concerns raised by residents. Evidence, discussed later in this Plan, demonstrates that providing only the minimum number of dwellings required by the Core Strategy would lead to development without the necessary supporting infrastructure, particularly schools provision. Therefore it was important not only to designate suitable sites for housing development, but also to determine optimum levels of development for the town. The Plan therefore sets out a requirement for 1400 new homes in Newport Pagnell, which is over and above the minimum that needed to be found.

3.5.2.4 Whilst ensuring appropriate housing allocations was the main driver of the Plan, there are a number of other objectives the Plan sets out to achieve, discussed on pages 18 and 19. Many of these were raised during consultations undertaken or identified through the background evidence set out later in the Plan.

3.5.3 Key issues the public raised during the issues consultation:

3.5.3.1 There have been two open public consultations (December 2013 and September 2014) and three questionnaires delivered to every home in Newport Pagnell. A further series of open question events was held in January and February 2016. The details of the issues raised are set out in detail in the Consultation Statement, but it was clear that the key issues were as follows:

- The ability of local schools to cope with the additional placements that would result from new housing.
- Existing difficulties in getting prompt appointments with GPs at local surgeries, which new housing would exacerbate.
- No development should take place on Bury Common.
- Protection and enhancement of open spaces.
- Retention of the historical aspects of the town.
- Enhancement of the High Street to encourage more shopping locally, and provide more opportunities both for parking and cycling to town.
- Concerns about an increase in flooding brought about by new development.

4. **What gives the community the right to make a Neighbourhood Plan for the town? THE LEGAL BACKGROUND TO THE NEIGHBOURHOOD PLAN.**

- 4.1 In the past only principal planning authorities such as Milton Keynes Council were allowed to make Plans. The Localism Act of 2011 empowered Parish Councils to produce development plans (Neighbourhood Plans) for parishes and towns, dealing with planning matters of concern, such as where new houses might be built, how many and what type. However, Neighbourhood Plans must work within broader policies, at both a national and a local level. The Neighbourhood Plan must also meet the following basic conditions: ¹
- It must have regard to national policy
 - It must conform with the strategic local plan policies
 - It must contribute to sustainable development ² i.e. development that leads to an improvement in resources used, or has an economic or social benefit
 - It must be compatible with EU obligations (for example human rights legislation and Strategic Environment Assessments.)
- 4.2 Early in 2013 Newport Pagnell Town Council made the decision to prepare a Neighbourhood Plan on behalf of residents. What was to form the basis of the Plan was determined through a scoping exercise. A steering group was set up to work on the Plan.
- 4.3 The plan has been through four open public consultations and one open public examination. The latter two consultations were the open public consultation undertaken by Newport Pagnell Town Council prior to submission, and the post submission consultation known as the publication or publicity period undertaken by Milton Keynes Council.
- 4.4 The two earlier consultations were undertaken: the first to determine the issues of concern to residents regarding development in the town, and the second to outline options for development, taking into account specific sites, and detailing the constraints of each site. In the second consultation views from residents were sought on the most appropriate place/s for development, on the infrastructure required to support development in the town, and on whether to limit the development to the requirements of the Core Strategy or to build additional homes.
- 4.5 Residents have also been consulted as to whether specific types of house size and tenure were required to be set out in the Neighbourhood Plan. The Neighbourhood Plan takes into account the information provided from previous consultations with residents, landowners and from other consultations held with various groups within the town. ³

¹ See the Condition Statement showing how the Plan meets the required legal conditions.

² See the Sustainability Appraisal

³ See the Consultation Statement.

5. **What is the Town like at the moment?** THE CHARACTERISTICS OF THE TOWN.

5.1 In considering the issues for the Plan to address and the impact of significant housing development in the area, it was important for the steering group to consider the existing nature of the town.

5.2 The People

5.2.1. Population, ethnicity and age

5.2.1.1 Newport Pagnell is a historical market town. From the late 1960s the town added three major developments, the Rivers estate, the Poets' estate and the Green Park estate tripling its population to 15,118 (as at the 2011 census.)

5.2.1.2 Significant changes between the 2001 census and the 2011 census are:

- a 45% increase in the number of residents aged 60 and upwards (22% of residents are aged 60 and upwards compared with a Milton Keynes average of 16.4%)
- 15.2% of the population are over 65, which is significantly higher than the borough average of 11.1%
- an increase of 10.4% in ages 0-4 years, between the two census figures. Although this is relevant to schooling provision, the percentage of children as a total percentage of the Newport Pagnell population (5.8%) is lower than the Milton Keynes average of 8%. However, this growth area will go some way towards making demands on schooling places, compensating for the loss in the percentage of older children shown below.
- a reduction of 18.5% spread across all children of school going age in Newport Pagnell between the two census figures. The average figure for children across the age range of 5 – 14 for Newport Pagnell does not match the Milton Keynes average which is 1.9% higher, but the averages for children ages 15-19 is the same in Newport Pagnell as it is in the borough. It should be noted here that a high percentage of children, some 70% in total, go onto take A levels at Ousedale School in Newport Pagnell.

5.2.1.3 There were no significant changes in the socio-economic indicators of the parish between the two census periods.

5.2.1.4 91.2% of the population were ethnically classified as British White. This figure is in stark contrast to the Milton Keynes average of 73.9% identified as British White. There were also 3% of people who were classified as British Other White in Newport Pagnell.

5.2.2 Economic indicators and employment

5.2.2.1 Consultation with the employment consultants engaged by Milton Keynes Council clarified that there is no specific need to develop any more employment land in Newport Pagnell because the urban area of Milton Keynes can provide more than sufficient future employment land to cater for the demands of 1.5 jobs per new household, as set out in the Core Strategy.

5.2.2.2 The 2011 census shows that the parish has a significantly higher than borough rate of people in work, and a higher rate of people in more senior levels of work than the borough. 69.8% of the population work in managerial, professional, intermediate or supervisory levels, or are self-employed (against a Milton Keynes average of 64%). Only 2.1% of residents have never worked or are long term unemployed, which is less than half the Milton Keynes average of 4.9%.

5.2.2.3 Employment requirements were difficult to determine. A survey completed by 219 residents (equivalent to a 4.1% response rate) showed that of those who replied to the survey 80% worked outside of Newport Pagnell. When asked whether more employment should be provided in the form of retail, industrial or commercial forms, the vast majority of responses were “Don’t know.”

5.3 The Housing

5.3.1 There are 6,214 dwellings (20.5 dwellings per hectare) making this a reasonably low density area for a town, but with a much higher density than the surrounding villages and rural regions.

5.3.2 In 2011, the percentage of owner occupied properties in Newport Pagnell (78.3%) was higher than the average for the borough (63.8%). Consequently, there is a very low percentage of council housing/ housing association housing (6.5%) and only 15.3% of private rented housing. Housing stock across the borough is in short supply with the Milton Keynes average for council housing/ housing association housing being 18.1% and private rental being 18.2%. A factor affecting affordability in the area is the very low provision of social housing including shared ownership opportunities.

5.3.3 House prices in Newport Pagnell are not materially different from those in the rest of the borough. However, there is a higher proportion of family type homes (3 bedroom and more) in the parish.

5.3.4. Household composition is made up as follows:

Housing Occupancy	Newport Pagnell 2011	Milton Keynes Ave. 2011
One person occupancy aged 65+	11.2%	8.7%
One person below 65	13.9%	17.2%
One family aged 65+	7.6%	5.5%
Couple with dependent children	22.3%	23.4%
Couple with no dependent children	30.1%	26.1%
Lone Parent	6.1%	8.3%
Other Types	8.8%	11.7%

5.3.5 These figures again highlight the ageing profile of the town when compared with Milton Keynes averages and there is also a higher percentage of couples with no dependent children. However, families with children do form more than a quarter of the population.

5.3.6 There are seven sheltered housing facilities in the town, providing 215 one and two bedroom flats, most with non-resident staff. These also cater for residents formerly living outside of Newport Pagnell. There are seven care homes, catering for a range of disabilities. One focuses on restoration of formal mobility, speech and language skills.

5.4 Businesses, the Town Centre, main traffic links.

- 5.4.1 There is a vibrant Town Centre with only one vacant shop at the time of writing this document. Six of the shops are occupied by charities. Interchange Industrial Park, covering some 17.3 ha, is a successful business park, which at the time of writing this document only had three vacant premises. However, adjacent to this park is an older industrial park, known as the North Crawley Road Industrial Estate. This has been vacant for over three years, possibly owing to the poor quality of the facilities, and is currently being demolished to make way for a planning application which it has been resolved to be approved.
- 5.4.2 There would be land to increase industrial capacity in the Tickford Fields Farm areas for further employment, but there has been no evidence of demand to put pressure on the existing capacity of the Interchange Industrial Park. This would suggest that no additional employment land is needed. Consultants employed by Milton Keynes Council have stated that Interchange Industrial Park is not listed as highly desirable employment land in their survey. Milton Keynes is well supported by fast grid roads, and cars are the predominant means of transport in the area. This has led to a greater mobility of workers, and the broader Milton Keynes region has the employment land to support more than 1.5 jobs per new household required by the Core Strategy.
- 5.4.3 There are some larger scale employers in the town such as Aston Martin, which maintains a repair works in the town on a 1.45 ha site. Other larger scale employers are the Co-operative, which has two separate shops in the town centre, and a number of chain stores such as Boots the Chemist, Superdrug and various banks. Tesco has held a site for over 5 years which has planning permission to build a store. Tesco has now advised that they will not be building a store on their site and Redrow Homes have subsequently submitted a planning application for residential homes and category B1 and D1 employment on this site. Car parking in the town is free, which helps to attract shoppers, but there is a shortage of long term parking as shown by the parking survey.
- 5.4.4 Traffic on the main High Street through the town is slow flowing during peak periods and substantial blockages occur. There is no scope for widening this road, which feeds into Wolverton Road and Marsh End Road (Marsh End Road becomes Willen Road) and then there is the fact that the town centre has deliberately been made more pedestrian friendly. Highways surveys taken in different years of all the entrances/exits from the town demonstrate that the least busy exit road is Tickford Street/London Road. A more significant traffic link is the A422/A509 bypass around the town.

5.5 Other Built Infrastructure

- 5.5.1 The town is a sustainable area, which does not suffer from utility supply issues, lack of broadband, or lack of waste removal. There is an existing and well used recycling area within the town.
- 5.5.2 There are two medical facilities in the town, these being the Newport Pagnell Medical Centre and the Kingfisher Surgery. The former is of good quality, but concerns are being raised by the management about the shortage of space, so that in future there is likely to be a need to house peripheral operations such as physiotherapy on different sites. The current managers of the Kingfisher Surgery advise that the facility is not fit for purpose but this organisation is due to be replaced soon. The town's residents use Milton Keynes Hospital as there is no cottage hospital within the town.

- 5.5.3 There are currently three community centres servicing the town. Occupancy of two of these is around 80% whilst the third has just re-opened and is building occupancy. There are five allotment sites within the town, with a small waiting list for three of these, but the Town Council is struggling to let available plots at one site.
- 5.5.4 The Brooklands Centre is a long-standing, self-funding organisation run by volunteers. It offers services for residents over 55, ranging from day clubs, tai-chi, a book club, IT classes and podiatry as well as being hired out as a good quality, large scale entertainment and meeting venue. Harben House also provides a conference venue within the town. Other meeting places include the Royal British Legion, the Working Men's Club and church premises.
- 5.5.5 Newport Pagnell has a town library.
- 5.5.6 A local shopping centre is available in both the Green Park and the Poets Estates, servicing the estate with local grocery shopping and a small variety of local shops.

5.6 Quality of land and the natural environment

- 5.6.1 Two rivers run through the town, the Great Ouse and the Ouzel, also known as the Lovat. Whilst the green space surrounding these rivers is a great advantage to the town, the access to the rivers and supporting infrastructure is poor.
- 5.6.2 The town is nestled in a roughly triangular shape between the M1 and the A509/A422. Noise features as an issue for any sensitive development close to these roads, such as at the Pennycress estate, where noise reduction measures have been required.
- 5.6.3 Some homes are affected by river flooding but there has been an overall reduction in the area of level 3 and level 2 flood plain, partially attributable to the flood barrier across Bury Common, protecting Lakes Lane and some Wolverton Road properties. A similar barrier was built in Castle Meadow which has reduced the flood risk from the River Ouzel to properties in Priory Street and the adjoining Priory estate. Since then no housing in this area has been subject to flooding.
- 5.6.4 There are also localised problems on some roads with intermittent surface water flooding when heavy rainfalls exceed the capacity of storm water drainage.
- 5.6.5 The quality of land was a factor in determining which sites were proposed for development. High value agricultural land was given greater protection. Brownfield sites, where businesses have left the town and the buildings are no longer suitable for modern employment needs, took preference over greenfield sites.

5.7 Schooling ⁴

- 5.7.1 There is one secondary school (Ousedale) in Newport Pagnell, which has a second campus based in Olney. This school offers education for ages 11-16, and has a 6th form at its Newport Pagnell campus. The school currently takes in pupils from surrounding villages. In future if the number of students from Newport Pagnell increases, students from surrounding villages could attend the Olney Campus.
- 5.7.2 There are four primary schools in Newport Pagnell, some of which are at capacity whilst others are under-capacity (specifically Tickford Park School.) Currently these schools take in children from outside of their catchment areas but in-catchment children would be given higher priority. Apart from pre-school places, there are sufficient school places to meet existing needs and Newport Pagnell is one of the few areas in Milton Keynes where there are more available school places than children, which fits with the aging profile of the town. This tends to demonstrate that schools outside of Newport Pagnell are either full, or parents are exercising parental choice to send their children to what they perceive as better schools. It should be noted that without taking new house building into account, there is a larger group of 0-4 year olds coming through the system than was the case at the last census.
- 5.7.3 Milton Keynes Council projects an average pupil yield of 5.8 children per year group, for every 100 homes built. If building took place at the levels required by the Core Strategy this would place existing primary schools under strain, as they would have to cope with an additional 35 children per year group, and there is only limited capacity at Tickford Park primary school. This school has traffic access problems which would be greatly exacerbated by the need to transport children in from the proposed development at Tickford Fields Development, which is not within suitable walking distance. If a build of 1280 homes takes place on this development, an additional pre- and primary school should be built on site.
- 5.7.4 Pre-primary provision is offered at four pre-schools and one nursery school in Newport Pagnell. This level of education is already under strain with 96% occupancy of play groups and 85% occupancy of the nursery school.

5.8 Archaeology and History

- 5.8.1 Newport Pagnell's origins appear to be Anglo Saxon, probably early 10th Century, as a defence against Danish invasion along the Ouse Valley. The name Newport implies a new market town, and the town is recorded in the Domesday Book as a manor, which was later passed to the Paganell family, who built a motte and bailey castle, and from whom the town derives its name. Tickford Priory was founded in 1100 by Fulk Paganell as a Benedictine priory, which was dissolved in 1524 by Henry VIII, and the site is now occupied by Tickford Abbey care home. A market was established, and during the Civil War the town became a garrison for the Parliamentary forces due to its strategic position as a crossing point of the rivers and its road links. The town was fortified by a ring of defensive earth banks and ditches, the remains of which are still visible on Bury Common, and are now designated as a Scheduled Ancient Monument.

⁴ See Appendix 1 for details of pre-primary, primary and secondary school placements

5.8.2 In addition to its market, the town became a centre for lace making. The road links between London and Leicester, and Oxford and Cambridge, later brought prosperity and coaching inns sprang up to cater for travellers. Following a serious flood in 1809, an Act of Parliament resulted in the rebuilding of North Bridge over the Great Ouse, and the cast iron Tickford Bridge over the Lovat, now also a Scheduled Ancient Monument. The Newport Pagnell canal was opened in 1814 as a branch of the Grand Junction (now Union) Canal, but was superseded by the railway in 1865. This was axed in 1967 and the track is now part of the cycle and pedestrian network for Milton Keynes. Following the arrival of the railway, new housing was erected between the station and the original town edge and new industries grew up to replace lace making and coaching inns. Amongst these were brewing, parchment making, mustard manufacture, milling and coach building. Prominent local families in the Victorian period were Taylors (mustard), Coales (milling), and Salmons (coach building). Salmons took over an existing coach maker's business, and began making dog carts. By 1900 they were making motor cars and buses. Salmons coachworks became home to the manufacture of Aston Martin Lagonda cars in 1955, which were built here until 2007, and whose servicing and maintenance still remains. The town's name also became familiar to motorists when, in 1960, Newport Pagnell became the first motorway service area in the country. As a consequence of this long history, the town centre has been designated a Conservation Area (see figure 3 on page 15) and the town has 106 listed buildings and the two Scheduled Ancient Monuments mentioned above.

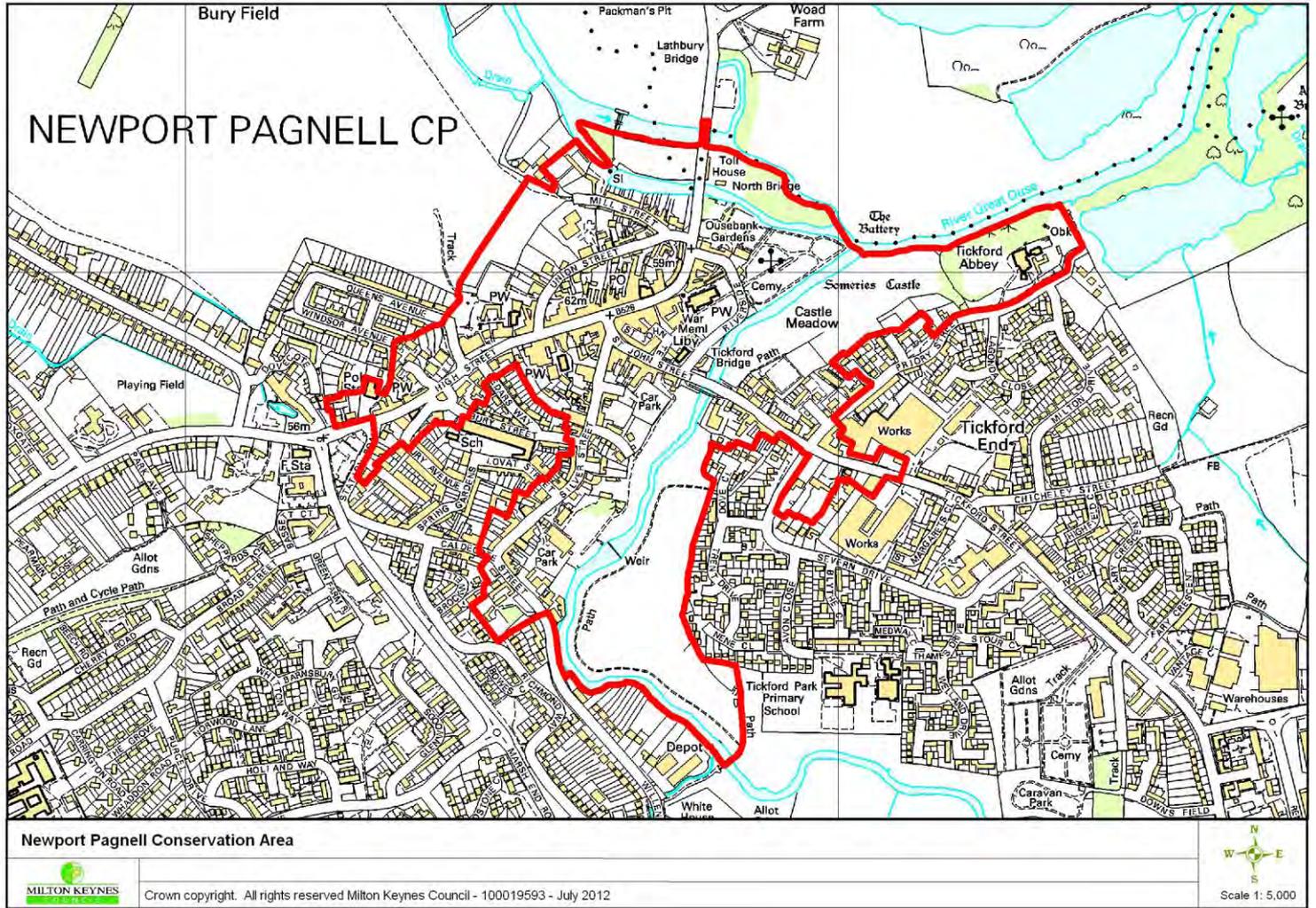
5.9 Places of Worship

5.9.1 The town is well served for places of worship including the following:

- St Peter and St Paul Parish Church
- St Luke's – the daughter church of St Peter and St Paul
- Newport Pagnell Baptist Church
- Newport Pagnell Methodist Church
- St Bede's Catholic Church
- United Reformed Church

5.9.2 Most of these churches also support other community uses.

Figure 3: The Conservation Area



5.10 Leisure and Open space provision

- 5.10.1 Middleton Pool is owned by the Town Council, and offers a facility which services the needs of a much wider area. A fifty station fitness centre opened at this site in April 2015.
- 5.10.2 Willen Road Sports Ground, also owned by the Town Council, offers football, tennis and cricket, but no artificial grass pitches. It comprises an area leased to a local football club, including a clubhouse, changing facilities and football pitch, five/six further full sized pitches, depending on layout, a further changing facility, a cricket field laid on top of the football pitches, four tennis courts, and a temporary building that serves as a tennis club house. There are significant problems with the sports ground provision in that three of the football pitches flood severely in winter, and the separate block of changing rooms is well below acceptable standard, with inadequate heating, toilet or shower provision. Sports fields cannot be maintained to optimum standard as there is no period for grass recovery between the winter football season and the summer cricket season. Cricket provision is very poor, with no facilities for spectator seating, no score board, and no dedicated changing facility. Lack of space on the site contributes to many of these problems.
- 5.10.3 When compared to the Sport England playing field recommended standard of 1.5 ha gross per 1000 head of population, which is echoed by the Milton Keynes standard, the town has a significant shortage of playing fields, having just 0.68 ha per 1000 head of population. The town services the surrounding rural area for provision of sporting and recreational facilities. There is also a bowling club and a diving club within the area.
- 5.10.4 There are two Neighbourhood Play Areas (known as NEAPs) in the town and nineteen Local Play Areas (known as LEAPs). NEAPs are larger than LEAPs and serve a bigger area. There is no district play provision, or country park. A number of the LEAP play areas are aging, with poor quality equipment. They do not offer a range of equipment for multi-play options and are not suitable for a range of ages. There is an existing lack of coverage of NEAPs in the east of the town and a shortfall of provision of LEAPs in the Town Centre and the east of town. 60% of all existing play equipment in Newport Pagnell is regarded as either poor or average in quality.
- 5.10.5 Bury Common offers 56.6 ha of common land available to residents. There are archaeological remains on this site of some note, including a Scheduled Ancient Monument. There are no sites in Newport Pagnell designated as Sites of Special Scientific Interest. There are two large open areas known as Riverside Meadow and Castle Meadow both of which are flood plains. These open spaces might in the future benefit from greater access provision. There is a more than adequate provision of green open space within the town, offering 4.42 ha per 1000 head of population against the Sport England standard of 1.38 ha per 1000 head of population.
- 5.10.6 The recommended allotment plot ratio of 0.25 ha per 1000 head of population is met with the existence of 280 allotment plots on five allotments sites offering 0.40 ha per 1000. Even with additional housing as outlined in the Neighbourhood Plan there is a sufficient provision.

5.11 Climate change issues

5.11.1 The town is not subject to coastal flooding. The impact of global warming on flood related issues including surface water is unevaluated. While surface water flooding does cause problems as a result of existing drainage capacity, this situation should not be impacted upon by development planned in the Neighbourhood Plan. Each site for development within a high risk flood zone will need a site specific flood assessment proposing flood mitigation measures.

5.12 Design issues

5.12.1 The development of two large residential estates, several smaller blocks of residential developments and a large industrial area around the old town of Newport Pagnell has resulted in a mix in housing layouts and design, ranging from the Town Centre properties dating back to the 16th century and Victorian terraced streets, to the semi-detached and detached residences of the 20th century. Outside of the conservation area, design features are varied and interesting, yet do not give a closed-in feel to the town, with plenty of open space, good garden frontage, and welcome street planting.

5.13 Conclusions

5.13.1 Conclusions arising from an examination of the evidence are:

- There is an increasing proportion of over 65s, but also of 0-4 year olds.
- There is low proportion of affordable housing, through council or housing association stock.
- There is shortage of shared ownership properties.
- Schools in Newport Pagnell are able to cope with existing pupil numbers, but large scale development will affect this.
- There is an adequate number of doctors per 1000 head of the population, but facilities are stretched and health providers are seeking improved facilities.
- There is a shortage of playing field space, and also Neighbourhood Play Area provision on the east side of the town.
- There is a lot of existing open space provision which will be better used as the population increases.
- There is a shortage of car parking in the Town Centre, particularly long stay parking.
- The cycle route network is not complete and does not encourage sustainable movement.
- There is available brownfield land in the town.
- The town has extensive historical assets.

6. **What does the Neighbourhood Plan achieve?** THE VISION OF THE TOWN COUNCIL AND THE OBJECTIVES OF THE NEIGHBOURHOOD PLAN

6.1 The Vision of the Town Council and how this relates to the Neighbourhood Plan.

6.1.1 Prior to embarking upon a Neighbourhood Plan, the Town Council had already set out a vision for the town, which was defined as 5 pillars where change would be managed.

These pillars are:

- Keeping and enhancing the vibrancy of the Town Centre
- Encouraging more and better events
- Creating further off-street parking
- Developing the Town's Heritage offerings
- Expanding leisure and sporting facilities in the town.

6.1.2 A Neighbourhood Plan can only deal with the 'built' environment, so not all the actions that the Town Council will take in relation to these pillars of change form part of the Neighbourhood Plan. However, there are elements of the vision that can be met by the Neighbourhood Plan, and examples of these are shown below.

6.1.2.1 Keeping and enhancing the vibrancy of the Town Centre through the Neighbourhood Plan. This key component of vision can be supported through the Neighbourhood Plan by providing Way-finder signage to all retail shopping, historical sites, parking and open spaces in the Town.

6.1.2.2 Encouraging more and better events. The existing open spaces in town provide adequate space for events of various sizes; therefore it was felt that the Neighbourhood Plan could not contribute to this part of the vision. This key component is not specifically related to development.

6.1.2.3 Creating further off street parking. Additional development will create a need for more people to access the Town Centre, particularly to encourage integration of the new population. The Neighbourhood Plan therefore considers both parking and cycle/pedestrian routes to the Town Centre.

6.1.2.4 Developing the town's heritage offerings. To encourage understanding and knowledge about the history of the town, the Neighbourhood Plan will call for the development of a town trail and historical notice boards around the town in places of historical interest. Further enhancement could be the development of an electronic museum or town application.

6.1.2.5 Expanding leisure and sporting facilities in the town. The Neighbourhood Plan will outline additional sporting and leisure facilities required in the town, as a result of new development. The existing Willen Road Sports Ground needs further enhancement in the form of artificial pitches, changing rooms and pavilion facilities, a reconfiguration of existing pitches and a separation of football and cricket grounds. Additional parking at Willen Road Sports Ground will be required, as will additional land adjacent to the site.

6.2 The Objectives of the Neighbourhood Plan, and how these link to both National and Local Planning Policy, and to the Policies of the Neighbourhood Plan.

6.2.1 The three things that helped to formulate the objectives of the Neighbourhood Plan were the vision of the Town Council, the need to meet the requirements of the Core Strategy and the aspirations of the community, as expressed in the preliminary consultation.

6.2.2 The pillars of vision which impacted on the Neighbourhood Plan objectives are:

- Keeping and enhancing the vibrancy of the Town Centre
- Creating further off street parking
- Expanding leisure and sporting facilities in the town

6.2.3 The significant community concerns expressed with regard to development were the need for provision of adequate schooling places and the difficulties in accessing medical appointments with general practitioners. Cycling and walking opportunities, green space and maintenance of the heritage aspects of the town were also important considerations.

6.2.4 The Table below shows each of the objectives of the Neighbourhood Plan, and ties these to National and Local Planning Policy. It also shows the Neighbourhood Plan policies that deliver the objectives.

National Plans	Local Plans		
NPPF Paragraph	Core Strategy Policy	Objectives of the Neighbourhood Plan	Neighbourhood Plan Policy
P47	CS2, CS9	Provision of new housing to meet Core Strategy targets	NP1, NP2, NP3
P6, P14, P17	CS1, CS9	Housing sited in the most sustainable locations as outlined in the site assessment constraints and opportunities analysis	NP1, NP2, NP3.
P50	CS10	Mix of housing, affordable housing, housing to meet residents Needs	NP2, NP3, NP5.
	CS12, CS21	Adequate provision of doctor's surgeries	NP2
P72,P38	CS12, CS21	Adequate provision of school places	NP2, NP7
P35	CS10, CS11, CS12	Improve movement into and around the town, specifically promoting cycling, walking and ease of access for the disabled	NP2, NP3, NP6, NP7
P73	CS17	Encourage development that strengthens sport, recreation, play and culture	NP2, NP3, NP7, NP8
P73	CS12, CS19	Ensure quality green space exists in the town	NP2, NP3, NP7
P126	CS19	Ensure development enhances the town and maintains the heritage aspects of the town	NP2, NP3, NP7.

6.2.4.1 The Core Strategy outlines the most strategic policies of Milton Keynes borough.

6.3 What the Neighbourhood Plan won't cover.

6.3.1 The Neighbourhood Plan will not seek to address the following issues:

- Conservation area
- Primary Shopping Area
- Employment growth

6.3.2 These issues are already adequately addressed by the policies of Milton Keynes Council in the Local Plan and Core Strategy.

7. **What will change when the Neighbourhood Plan comes into force?** THE NEIGHBOURHOOD PLAN STRATEGY

- 7.1 Underpinning this Plan is a belief that we need to take a long term view of growth and infrastructure provision rather than an incremental approach. The Core Strategy leaves the town with a requirement over the next 11 years to release for housing an identified Strategic Reserve Site which has a poorly defined boundary to the east. Eventually, beyond this boundary to the east on the Tickford Fields Farm East site, development will occur up to the bypass (A509). Should this incremental approach to development take place, Newport Pagnell will have lost the opportunity to secure the infrastructure needed such as schools, a local centre, public transport, cycle routes, a health and well-being centre, etc. all of which are required to support any large scale development. This Plan therefore takes a longer term view of development, allocating future development in such a way that it contributes more effectively to infrastructure, and it does this by ensuring that three interlocking sites are bound together to form a principal development site.
- 7.2 The comprehensive development of both the Tickford Fields Farm sites is the only option that delivers sufficient land and scale of housing to support the infrastructure that would be required. This is particularly the case in relation to schooling, because growth in line with the Core Strategy would not deliver a new pre- and primary school. Such growth would simply add pressure to existing schools. The scale of development planned on this site would create its own functioning community, able to walk to facilities on the development, gaining the benefits of sustainable transport and bus links. Such facilities will include a local shopping centre, a health and well-being centre, a neighbourhood play area, and a local park. For this reason and from an analysis of the constraints and opportunities offered by all sites, these two sites at Tickford Fields Farm have been identified for housing along with the brownfield site of North Crawley Road Industrial Estate. It is a primary requirement of this Plan to ensure that these three sites are planned as one comprehensive development. This collection of three sites is to be known as the Tickford Fields Development. See policy NP2.
- 7.3 In considering the environmental, social and economic factors that come into play within the option of building more homes on the Tickford Fields Development than are required by the Core Strategy, it is apparent that there are many social benefits deriving from this approach. Social benefits are those derived from building the infrastructure commensurate with the development such as new schools and a local centre. In the short term however, the environment may be said to suffer negative consequences in that there will be additional building on greenfield land. It is however more than likely that if only the growth required by the Core Strategy is proposed, after the development of the Strategic Reserve Site on the Tickford Fields Farm site and after the Neighbourhood Plan comes to an end, further building will take place on the rest of site, without gaining the social benefits and still in time losing the land to building.
- 7.4 Economically, whilst the Plan does not offer much additional employment land, it does provide for wider economic gain, in that there is more choice for developers in home building, in particular by gaining housing land in a desirable and marketable area close to the M1, and also in conforming with the Core Strategy, which demonstrates that there is sufficient employment land within the wider Milton Keynes borough to meet the 1.5 jobs required per household.
- 7.5 Other areas where development will take place are the newly available Tesco site (a brownfield site previously known as the Aston Martin works), and the much smaller brownfield sites known as the Mustard Factory and the Police Station Site.

7.6 By identifying the above areas where growth will take place, this Plan also secures protection of our important greenfield sites, including Bury Common and other high agricultural value sites. We are also designating areas for recreation development within the extended linear park.

7.7 Housing Development requirements and site allocation

7.7.1 Below are the decisions that form the basis of the Neighbourhood Plan.

7.7.1.1 The Core Strategy places a demand on the rural area for 1760 new homes between 2010 and 2026, of which land for 613 still needed to be found. Newport Pagnell, as the largest Key Settlement in the rural area, is expected to contribute towards finding this additional land up to 2026, and beyond, as this Neighbourhood Plan will be in force until 2031. However, limiting new housing to a development of this size will not lead to the appropriate levels of infrastructure required to support these new homes and be of benefit to the existing town. Infrastructure was a key concern of local residents.

7.7.1.2 The Neighbourhood Plan Policy NP1 allocates the following sites for Housing Development with an estimated capacity of 1400 homes:

- The North Crawley Road Industrial Estate (capacity 73 homes)
- The Tickford Fields Farm Strategic Reserve Site (capacity 600 homes)
- The Tickford Fields Farm East site (capacity 600 homes)
- The Mustard Factory site (capacity 5 homes)
- The Police Station site (capacity 15 homes)
- Tesco site (mixed housing/employment)

7.7.1.3 The first three of these sites together constitute the principal development of the Tickford Fields Development, and they can collectively provide for the infrastructure required to support such a large scale development. ⁵

7.7.1.4 The following site has been identified for a redefined use:

- Land East of Willen Road – defined in the Plan as linear park extension/recreation. This site is currently designated as a linear park extension by the Milton Keynes Local Plan. Designating it also for recreation will allow for the possible expansion of Willen Road Sports Ground.

7.7.1.5 The other sites considered in Newport Pagnell have not been designated for new housing development.

They are to remain under their current designation:

- Marsh End Road/Tongwell Lane – agricultural.
- Portfields Farm – agricultural.
- Kickles Farm – agricultural.
- Bury Common – common land

⁵ Refer to appendix 2 for the Development Brief on this site

7.7.2 The proposals map is shown in figure 4 below. It highlights the sites allocated for housing development, sites allocated for other purposes and the green space to be protected from development. It also shows the new settlement/development boundary. Figure 5 on page 24 shows the three sites to be planned comprehensively as the Tickford Fields Development.

7.7.3 **Alternatives considered:** A full range of sites were considered for allocation through the Plan making process. These were subject to public consultation and also detailed assessment, which considered their relative suitability. Two different options for scale of growth were also considered.

7.7.4 Neighbourhood Plan Policy NP1 allocates sites for housing and NP8 allocates a site for recreation and linear park extension.

Figure 4. The Proposals Map including the Settlement Boundary

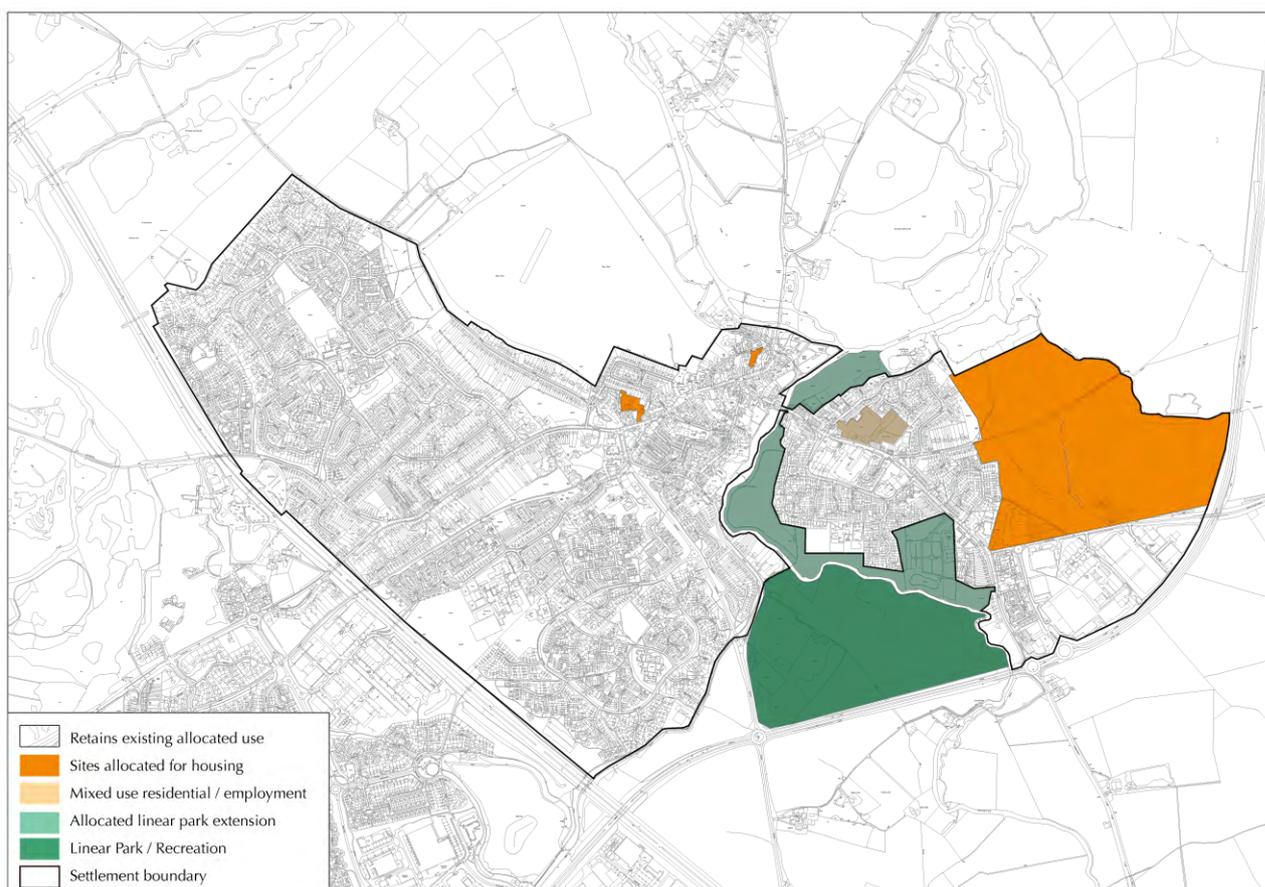


Figure 5. Site plan of the primary development site.



7.8 Housing Mix and Tenure

- 7.8.1 Ensuring a mix of house types across the town is key to a vibrant and sustainable community. The evidence identified earlier shows that there is already a good mix of property types and size across the town, albeit a slightly higher preponderance of three bedroom homes than in the broader Milton Keynes borough. Consultation responses showed no requirements for a particular size of house but demonstrated a need for a range of different house sizes. Therefore Milton Keynes Local Plan Policy H9 requiring a housing mix suffices, and the Neighbourhood Plan will not have any policy on housing size.
- 7.8.2 However, there was a strong response to the consultation on reserving some affordable housing for local people with 97% of 232 respondents to the housing survey questionnaire stating that some affordable housing should be offered first to local people. 84% of these respondents felt that 50% or more should be reserved for local people. 34% of respondents stated that there were people living in their household who would require affordable housing in the town in the next five years.

- 7.8.3 The consultation responses also indicated a need for more shared ownership properties in the town. Milton Keynes Local Plan policy H4 requires 30% of new housing on sites over 15 dwellings to be affordable housing. The Supplementary Planning Document on Affordable Housing specifies that 5% of the housing should consist of shared ownership/new build homebuy properties, and 25% should be affordable rented properties. Residents' responses to the housing survey showed that 64% believed that the shared ownership proportion of the existing 30% affordable housing policy should be increased. The Milton Keynes Council SHMA review dated March 2014 states that *'providing Intermediate Affordable Housing in the form of low cost home ownership may be particularly relevant in large scale new developments where there is no existing older and less expensive housing stock already available in the area. Without any Intermediate Affordable Housing there is a risk that the new development would only provide housing for two groups of households, namely: a) Households with relatively high incomes that can afford full ownership and b) Households who are most disadvantaged that they are therefore likely to be allocated Affordable Rent/Social Housing Rent.'* In order to increase the amount of shared ownership properties to be built in the town, the Neighbourhood Plan proposes that the proportion of shared ownership dwellings be increased to 10%, with a corresponding reduction of affordable rented properties to 20%.
- 7.8.4 Neighbourhood Plan policy NP5 sets out requirements for both offering some affordable housing to local people, and for changing the proportion of affordable housing to increase the shared ownership proportion and decrease the affordable rented proportion.

7.9 Infrastructure requirements to support housing

- 7.9.1 The Neighbourhood Plan sets out the priorities for infrastructure requirements to support the development of an additional 1400 homes in Newport Pagnell.
- 7.9.2 For the primary development site comprising of 1280 new homes the requirements are:
- Land on site, and a financial contribution for a new Pre-and Primary School provision.
 - A contribution towards additional secondary school provision
 - A local centre for shopping, with potential to include a new health/well-being facility.
 - A new Neighbourhood Play Area (NEAP) complete with local park, on site.
 - Cycle path provision on site and linkages to the town.
 - Bus route provision and service contribution
 - Town Centre parking and sustainable transport initiatives for reaching the Town Centre
 - Playing pitch provision, preferably as a financial contribution in lieu of on-site provision.
 - Off-site highway requirements.
 - Enhancement of the Town Centre.
- 7.9.3 All developments will need to comply with the adopted Supplementary Planning Documents of Milton Keynes Council, and beyond those, should make contributions to Town Centre enhancements. Policies NP2, NP3, NP4 and NP7 support infrastructure requirements.

7.10 Transport

7.10.1 Arising from the public consultation was a desire to see improvements to promote walking, cycling and public transport within the town, and an identified problem of parking congestion around schools and availability of parking in the Town Centre. These matters have been studied as part of a Sustainable Transport Plan ⁶ for the town, which shows the actions to be taken to achieve the Sustainable Transport Plan, the main aspects of which are summarised as:

7.10.1.1 Walking: The Town Centre improvements to block pave the footpaths, install dropped kerbs, new seating and lighting, have significantly improved the pedestrian environment. However, further improvements to pedestrian signage are needed for direction to the town's main facilities, attractions and car parks. Policies NP2, NP3 and NP7 have reference. The history of the town and its buildings need to be better publicised, in the form of town trails and notice boards.

7.10.1.2 Cycling: The town lacks a network of redways that is present in the rest of Milton Keynes. Only Green Park estate was planned with cycle routes, and these are incomplete and poorly signed, and do not connect to schools or the Town Centre. The potential to create a network of combined cycle and pedestrian paths over the duration of the Plan period has been identified, and will be pursued with Milton Keynes Council, as the highway authority. All major new housing developments should be planned with integrated cycle and pedestrian routes. Policies NP2, NP3 and NP6 identify these.

7.10.1.3 Public Transport: A survey of current bus services shows that the Town Centre, Green Park and Poets estates are well served by the 1 & 2 bus services. The eastern side of the town is less well served by a combination of the hourly services offered by the 24/25, 40 & C10 bus services. As a result of the proposed Tickford Fields Development build, a more regular bus service to this new development will be needed, which will also improve the bus service along Tickford Street. Policies NP2 and NP3 details bus route requirements.

7.10.1.4 School Travel Plans and school travel: The use of car transport is responsible for the traffic and parking congestion problems around schools. All five schools in Newport Pagnell have in the past produced a School Travel Plan, to encourage parents to reduce the use of the private car for journeys to school, and to encourage pupils to use walking and cycling as healthier means of travel. These Plans are slowly being updated. The Town Council, in conjunction with Milton Keynes Council, will encourage all schools to update, implement and monitor new School Travel Plans. The new pre- and primary school on the Tickford Fields Development must be built early enough in the build schedule to avoid increasing car transport to the existing Tickford Park School unnecessarily. It will be designed with a drop off facility but by building it centrally, it should allow most children to walk to school. Policy NP2 sets out requirements.

⁶ Appendix 3 sets out the Sustainable Transport Plan

7.10.1.5 Town Centre Parking: A series of surveys has been undertaken to see how much parking is available at different times of the day and week. The surveys revealed that the long stay car parks at James Yard, Silver Street and Station Road are frequently over 90% full at all times of the day, on all weekdays. Long term parking demand is higher in the mornings. Short stay car parks had lower occupancy rates, and greater availability throughout the day, due to the regular turnover of parking. From these results, it is concluded that there will be a need to increase long stay parking capacity in the Town Centre, and a survey has been made of potential sites to accommodate this. All of the potential sites are in private ownership, and acquisition and development costs will be high. The sites have been referred to the Business Development Committee of the Town Council for further consideration and action. Policies NP2, NP3 and NP7 have reference. The survey has revealed that some additional signage to and from the car parks is needed. The public consultation emphasised the need to keep parking free of charge in the town.

7.10.1.6 New Major Housing Development: The Tickford Fields Development will all take access from North Crawley Road, and will require a comprehensive Transport Assessment to show the likely impacts on the surrounding highway network, and propose any highway or junction improvements needed. A Travel Plan will also be required to demonstrate how developers propose to make the development sustainable, by promoting walking, cycling and public transport. The necessary highway improvements, walking and cycling measures, and bus service will need to be provided as part of the development proposals. The Development Brief sets out the requirement for a minimum of two access roads to the development, the need for a circular bus route through it, and the need for cycle and pedestrian routes both within the development and which connect the development to the Town Centre. Policies NP2, NP3, NP6 and NP7 set out the requirements of the Neighbourhood Plan

7.11 Health/well-being

7.11.1 Consultation with current GP providers demonstrates that the Medical Centre suffers from a shortage of space, whilst the Kingfisher Centre has quality issues with its current accommodation and is undergoing management change. The large scale development on the Tickford Fields Development creates an opportunity to provide modern, purpose built health/well -being accommodation to meet the future needs of new residents and existing medical practices. Examples of a health/well-being facility are specifically a GP Surgery, as well as a physiotherapy clinic, a dentist's practice, a facility to run well-being classes or baby clinics. Policy NP2 details the provision of a health/well-being facility.

7.12 Schools Provision

7.12.1 The major concern raised through consultation in preparing the Neighbourhood Plan was the adequate provision of education to support the growing population. To ensure that additional places can be provided the provision of a new school is the most appropriate solution given the constrained nature of the other schools. Therefore, as per policy NP2, a site for a new school is a key part of the overall development proposals on the Tickford Fields Development. Due to the existing capacity in school provision on a new site can only be fully justified by growth in excess of 1000 homes. Therefore, the decision to allocate the whole of the Tickford Fields Development, is in part underpinned by the ability to support the provision of a new school.

- 7.12.2 The Tickford Fields Development shall secure the provision of a pre-school and a two form entry primary school on site, each with dedicated drop off parking space for parents, and secure, covered cycle parking provision.
- 7.12.3 All housing developments of 10 or more homes shall contribute financially to the provision of pre-primary, primary, secondary and further education that is required as a result of the development.
- 7.12.4 Policies NP2, NP3, and NP7 set out the requirements.

7.13 Recreation and Leisure

7.13.1 Playing Fields

- 7.13.1.1 The large scale development proposed at Tickford Fields would normally be expected to provide its own recreational facilities. However, the Neighbourhood Plan would prefer to see playing fields consolidated at the Willen Road Sports Ground by acquiring additional land for further pitch development and enhancing the offer of the existing provision for the whole town, given there is already a deficiency in provision. There will be a net benefit of housing land for the developer of the Tickford Fields Development in not being required to provide sports fields with associated provision on site. A contribution is therefore sought both for land purchase and sports field development. If additional land cannot be procured, then the Tickford Fields Development will be expected to provide playing fields and the associated facilities on site.
- 7.13.1.2 The Neighbourhood Plan calls for a financial contribution from all development sites taking 10 or more homes towards further playing fields, including the purchase of additional land to increase the size of Willen Road Sports Ground, and a contribution towards further pitch development, including artificial grass pitches, separation of cricket and football facilities, access and car parking for a new site, new changing facilities, and pavilion provision.
- 7.13.1.3 The Milton Keynes Council's Supplementary Planning Documents and Guidance give clear guidance on the level of contributions normally expected across the borough. Because of the extent of the existing deficiency of playing fields in Newport Pagnell, high priority is given to the provision of additional fields and associated facilities. The contribution required for playing fields is anticipated to be in the order of £2.5 M which elevates the contribution required above the existing Milton Keynes guidance.
- 7.13.1.4 Playing field provision is addressed in Policies NP2, NP3, NP7 and NP8.

7.13.2 Play Areas

- 7.13.2.1 Milton Keynes Council's standard for Local Play Areas requires play areas to be located at 500 metre intervals and to contain approximately 5 items of play equipment. The standard for Neighbourhood Play Areas is that they should be located at 1,000 metre intervals, be a minimum size of 0.6 hectares and should contain approximately 8 items of play equipment. They should include a ball games area, goal wall, or cycle area and provide for teenagers through the inclusion of youth shelters, wheeled sports facilities and multi-game walls.

- 7.13.2.2 The proposed Tickford Fields Development must include a central Neighbourhood Play Area with least 8 items of equipment for older children, including teenage facilities. Further, it should contain within it a Local Play Area, allowing for provision of play for the age group 0-6 with a further 5 items of equipment. Such a facility could be provided adjacent to the school. Policy NP2 addresses this.
- 7.13.2.3 For sites of 10 or more homes that are not within the Tickford Fields Development development boundary, a financial contribution will be required towards enhancement of existing play area facilities to cater for additional children.
- 7.13.2.4 The Milton Keynes Council Supplementary Planning Documents and Guidance on development contributions outline clear requirements for contributions to Neighbourhood Plan and Local Play. These contributions will meet the requirements of the Neighbourhood Plan.
- 7.13.2.5 Policies NP2, NP3, NP4 and NP7 cover Play Areas.

7.13.3 Local Parks

- 7.13.3.1 Milton Keynes Council's standard for Local Parks is for a provision of 0.6 hectares per 1000 head of population. More crucially, it is stated within the standard that local parks should be accessible to visitors on foot. A new local park will therefore be required on the Tickford Fields Development, of approximately 1.8 hectares, although the Neighbourhood Play Area could be incorporated into this land, if sited in the same area.
- 7.13.3.2 Other development sites over 10 houses should contribute towards upgrading facilities on existing local parks, such as parking, seating, waste provision, etc. The Milton Keynes S106 Developer Contribution Supplementary Planning Documents again outline the contributions required.
- 7.13.3.3 Local Parks are addressed in Policies NP2, NP3, NP7 and NP8.

7.13.4 Areas of Wildlife Interest

- 7.13.4.1 Milton Keynes Council's standard for areas of wildlife interest is 0.5 hectares provided at 1 kilometre intervals. A provision on the Tickford Fields Development must be made for an area of wildlife interest which could overlap with the buffer zone for flooding around Chicheley Brook and areas set aside for flood management on the northern part of this development.
- 7.13.4.2 Tree planting and careful landscaping will be required as part of site policies.
- 7.13.4.3 This is addressed in Policies NP2 and NP3.

7.14 Employment

- 7.14.1 The Neighbourhood Plan does not designate any additional employment land in Newport Pagnell apart from mixed residential/employment use for the Tesco site, given the town's close proximity to existing

employment sites within the new city area, which have sufficient capacity to provide 1.5 new jobs per dwelling. The Plan does allocate the derelict employment land constituting the North Crawley Road Industrial site for housing, as this formed part of the Strategic Reserve Site for housing in the Milton Keynes Local Plan 2005. Some employment will be gained from the provision of a pre- and primary school and a local shopping area. Given the loss over time of such sites as the former Aston Martin works and the site on North Crawley Road it is important that the main employment areas are protected and where possible enhanced. Therefore, the Neighbourhood Plan seeks to ensure the main employment area at Interchange Park is maintained to provide local employment opportunities.

7.14.2 The Neighbourhood Plan does not amend the Primary Shopping Area designated by Milton Keynes Council Local Plan.

7.15 Environmental issues

7.15.1 Issues raised during the site analysis and Sustainability Appraisal were:

- Flooding on the Tickford Fields Farm Sites.
- The noise level from the A509
- The need to either screen the Waste Recycling Centre from both the North Crawley Road site and the Tickford Fields Farm Strategic Reserve, or to relocate the Recycling site away from homes on the Tickford Fields Farm East site.

7.15.2 This is addressed in policy NP2.

7.15.3 A further environmental issue was:

- The direct relationship between central school provision and schools traffic. The Development Brief covers the need for a drop off facility. The need to provide a new pre- and primary school early in the build also has an environmental aspect, in that the ability to walk to school from the developed area will minimize transport by car to the nearest other school.

7.15.4 This is addressed in policy NP2.

7.16 The impact of the Neighbourhood Plan Strategy on housing provision elsewhere in Milton Keynes

7.16.1 Because the Neighbourhood Plan proposes more housing than is required under the Core Strategy it is appropriate to consider the implications of this on housing provision elsewhere in the borough, particularly on the implementation of Core Strategy. It is important to note that the Core Strategy places a separate requirement for housing in the rural area of 1760 dwellings that decreases to a residual figure of 613 homes when existing commitments are taken into account. There are three key settlements in the rural area of which Newport Pagnell is the largest with a population of over 15,250 against Olney with a population of around 6,500 and Woburn Sands with a population of around 3,350. Newport Pagnell is by far the largest and closest of these settlements to Milton Keynes. Woburn Sands had already had extensive new development and their Neighbourhood Plan, which has already been made, does not propose new housing. Olney is in the process of developing their Neighbourhood Plan, and has its own special character as a rural market town, making it an attractive place to live within the deeper rural area.

Travel time between Olney and Newport Pagnell at peak travel times is at least 20 minutes. Developers will see the two housing markets as distinctly different. It is thus likely that the Newport Pagnell Neighbourhood Plan will have little impact on housing development in the rest of the rural area.

- 7.16.2 In Milton Keynes urban area the housing allocation is 26,240 new homes. The small over-provision of housing in Newport Pagnell will have no significant impact on the scope of development planned elsewhere in the borough.

7.17 The impact of the Neighbourhood Plan Strategy on Newport Pagnell as a whole

- 7.17.1 As the primary development sites are situated some distance from the Town Centre, to ensure that new residents use the Town Centre facilities and that the Town Centre can cope with the extra pressure placed on it, there is a requirement for these sites to contribute to Town Centre parking, sustainable transport routes into the centre, way-finder directional signage, historical signage and maps of the town. This will avoid the development becoming a dormitory development, tacked onto the side of the town, but not integrated with the town.
- 7.17.2 The residents of the new development will impact on the Town Centre, its facilities and on existing open spaces. To avoid isolation from the rest of Newport Pagnell and to ensure a cohesive community, it is important that new residents regard the greater area of Newport Pagnell as their home. Policies NP2, NP3 and NP7 define how these development sites will contribute towards improving Newport Pagnell's Town Centre and open spaces areas that will be used by new residents. This includes providing for additional seating, notice boards, historical signage and way-finder signage.
- 7.17.3 Milton Keynes Council's Supplementary Planning Documents and Guidance on development contributions only make a requirement for public art, so an additional contribution will be required for this infrastructure. This additional contribution is required to mitigate the impact of the development as users of the Town Centre increase, and will also meet the three tests set out in paragraph 204 of the National Planning Policy Framework.
- 7.17.4 This is addressed in Policies NP2, NP3 and NP7.

8. **What will ensure the Plan is delivered?** THE POLICIES OF THE NEIGHBOURHOOD PLAN

8.1 A number of Policy Statements are required to ensure that the Plan is delivered, as these will be considered against every planning application that comes forward. The following policies form the basis of the Neighbourhood Plan:

8.2 Policy NP1: Preferred sites for housing development

8.2.1 **Objectives of this Policy:** Provision of new housing to meet Core Strategy targets, together with the necessary infrastructure. Housing sited in the most suitable locations. Housing that improves movement into and around the town. Ensuring quality green space is retained in the town.

Policy NP1: Preferred sites for housing development.

To meet the Core Strategy Housing requirements and achieve a sustainable form of development, the Neighbourhood Plan Policy allocates the following sites for Housing Development:

- a) North Crawley Road Industrial Estate.
- b) Tickford Fields Farm Strategic Reserve Site
- c) Tickford Fields Farm East Site
- d) Tesco site – this site should ideally be mixed employment/housing
- e) Police Station Site – High Street
- f) Former Mustard Factory, Union Street.

These sites are identified on the Proposals Map, Figure 4 on page 23, and in Figures 6, 7 & 8 on pages 33, 34 and 35.

Any application for new housing development outside the revised settlement boundary as shown on Figure 4 on page 23 will be refused.

8.2.2 **Delivery:** Sites a) b) and c) listed above under policy NP1 are being treated as one development, with site specific requirements covered in policy NP2. The Tesco site d) also has its own specific site requirements which are dealt with in policy NP3. Any development proposals will need to accord with the site specific requirements set out in each policy.

8.2.3 The Mustard Factory f) and Police Station site e) already are allocated in the Milton Keynes Local Plan, which together with the policies in the Neighbourhood Plan will shape development on these sites.

8.2.4 The Town Council has actively engaged with the landowners and developers of each site to ensure the policies of the Neighbourhood Plan are fully understood and implemented.

Figure 6 – Map showing the 3 sites collectively forming the Tickford Fields Development.

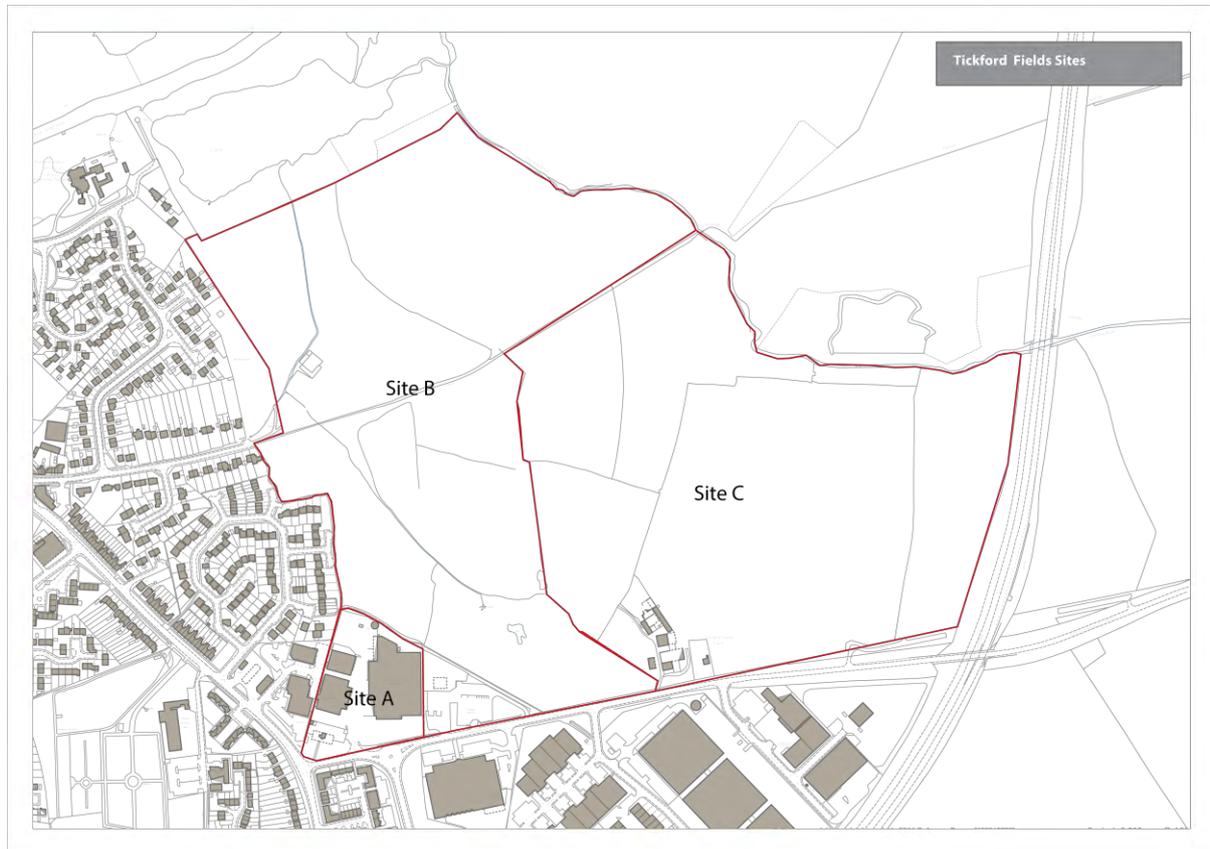
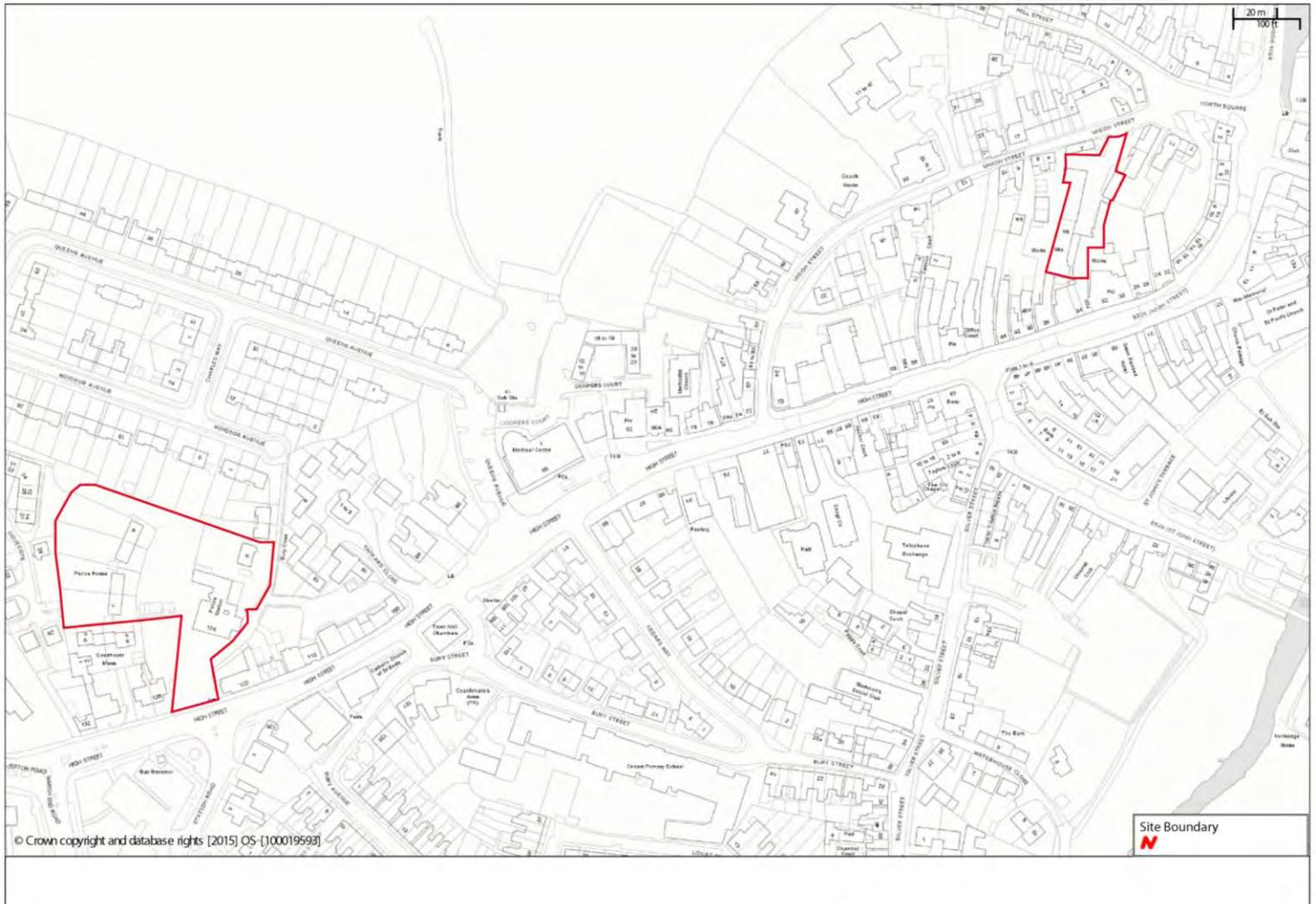


Figure 7. Map showing the Tesco site.



Figure 8. Map showing the remaining small development sites in the Town Centre.



8.3 Policy NP2: Tickford Fields Development Site Specific Policies

- 8.3.1 Objectives of this Policy:** Provision of new housing to meet Core Strategy targets, together with the necessary infrastructure, housing sited in the most suitable location and developed in a sustainable manner, mix of housing, affordable housing, housing to meet resident's needs, provision of medical facilities, adequate provision of school places, improving movement into and around the town, promoting cycling, walking and ease of access for the disabled, encouraging development that strengthens sport, recreation, play and culture, and ensuring development enhances the town and maintains the heritage aspects of the town.

Policy NP2: Tickford Fields Development Site Specific Policy

The sites of North Crawley Road Industrial Estate, Tickford Fields Farm Strategic Reserve Site and Tickford Fields Farm East shall be developed for a residential led extension to the town, with a capacity of around 1280 homes. The following apply:

(a) The three sites comprising the Tickford Fields development shall be comprehensively master planned as a cohesive development, broadly in accordance with the principles outlined in the development brief attached to this plan at Appendix 2.

(b) The development shall be developed with an average density of 35 dwellings per hectare. Densities should be varied across the development to give higher densities along main roads and at focal points, and lower densities adjacent to open spaces and countryside beyond, as set out in the Development Brief.

(c) The housing mix (in terms of size and tenure) should deliver a mixed and balanced community on this large site and address housing needs specific to Newport Pagnell. Specifically it should meet the requirements of policy NP5.

(d) Any planning application will require a Transport Assessment which assesses the cumulative impact of the whole development to demonstrate the traffic impact on the surrounding highway network, and propose any mitigation measures needed.

(e) Vehicular access shall be taken solely from North Crawley Road through a minimum of two junctions one of which shall be through the North Crawley Road Industrial Land. No access other than for pedestrians, cyclists or essential emergency vehicles will be allowed from Chicheley Street.

(f) The main development distributor roads should be designed to accommodate a bus route, with shelters and level bus access, and all dwellings shall be located within 400 metres of a bus stop. A financial contribution will be required to secure a satisfactory bus service for a minimum of 5 years in accordance with paragraph 7.17 of Milton Keynes Local Plan.

(g) Cycle routes (redways) shall be provided along North Crawley Road, and through the development to link to the school, play areas, Chicheley Street, Keynes Close and to Tickford Street as a minimum.

(h) The development shall provide a minimum 2.6 ha serviced site and financial contributions towards the provision of a new primary school, with early year's provision to meet the needs arising from the development. This site should preferably be located in a central location, complete with drop off parking and secure cycle parking provision. The site shall be transferred to the Local Authority prior to the occupation of the 100th dwelling, or an alternative point as may be agreed as part of the Masterplan. The development shall provide a financial contribution to off-site secondary and post 16 education facilities

(i) The development shall provide a local centre, comprising a small supermarket and other stores (with a maximum of 200sqm per store), together with parking provision prior to the occupation of the 600th dwelling or as agreed in the Masterplan. Parking provision shall be in line with Milton Keynes Council adopted parking standards.

(j) The development shall provide a health/wellbeing facility preferably linked to the local shopping centre. Evidence of consultation with the NHS local commissioning body and other private medical practice (such as dentists, physiotherapists) and wellbeing providers (such as wellbeing classes or baby classes) must be provided. Where it can be demonstrated that there is no demand for either of these facilities a building for community use shall be provided.

(k) The development shall provide on-site, a Neighbourhood Play Area incorporating a Local Play Area and an additional fenced Play Area for toddlers, a Local Park, Wildlife Area and incidental open space. The Neighbourhood Play Area should preferably be located adjacent to the school towards the eastern side of the site.

(l) Development proposals should minimise the loss of existing trees and hedgerows, with additional planting and other measures ensuring a net gain in biodiversity.

(m) A financial contribution over and above the Milton Keynes Supplementary Planning Guidance shall be required for provision and improvement of off-site playing fields, changing rooms and sports hall, including purchase costs for such land in lieu of on-site provision.

(n) The development shall adequately screen or relocate the waste recycling facility.

(o) The development shall make a financial contribution to enhancement of Newport Pagnell town centre, sustainable transport initiatives to reach the town centre, its parking provision, its green spaces and historical assets.

(p) Any application shall be accompanied by a Flood Risk Assessment, Noise Assessment and Archaeological Assessment to demonstrate that the development is acceptable or to provide appropriate mitigation measures.

8.3.2 Delivery

8.3.2.1 The key principles and requirements set out above are amplified in the Development Brief attached to the Neighbourhood Plan as Appendix 2. The Town Council will work with the landowners to ensure that the

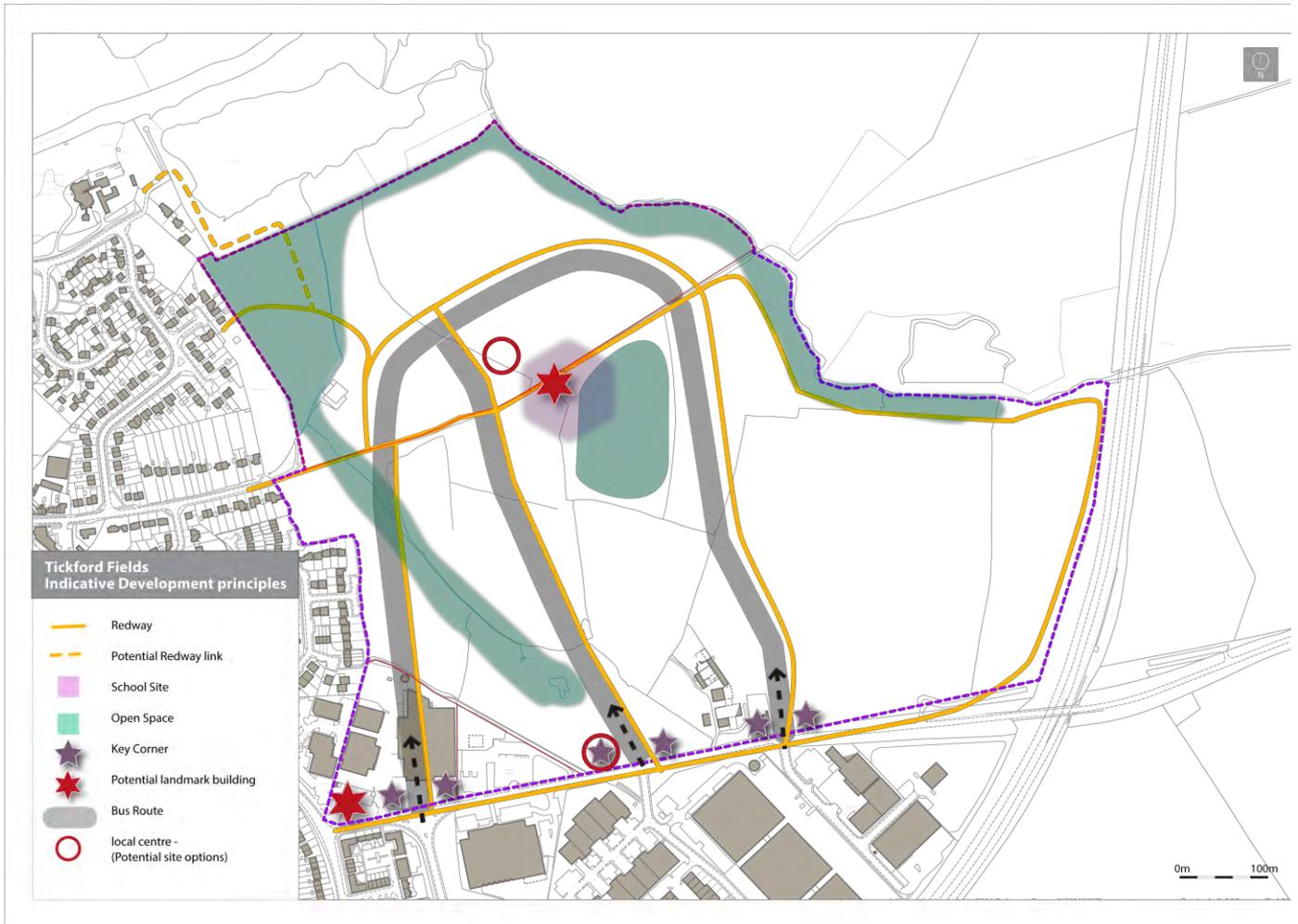
requirements of the policy are adhered to in any planning application. Any application shall be informed by an Archaeological Assessment, possibly including evaluation, prepared according to a written scheme of investigation agreed with the Council. The design and construction method of new development will be required to preserve nationally important remains in-situ. Where it is agreed that archaeological remains might be removed as part of development this will need to be in accordance with a programme of archaeological works agreed with the Council and designed to advance understanding of the significance of the archaeological assets to be lost.

- 8.3.2.2 Financial contributions will normally be secured through a S106 Agreement.
- 8.3.2.3 The Town Council will maintain a dialogue with NHS Commissioning body for the Health/Wellbeing facility with the preference being for the GP Surgery.
- 8.3.2.4 The Town Council will maintain a dialogue with various service providers with respect to bus services, education services, play areas and open space provision, highways department, waste recycling provision, cycle route provision or any other relevant body.
- 8.3.2.5 The Neighbourhood Plan does not limit the rate of housing development over the duration of the Plan or beyond the end date of the Plan. Therefore, the developer's build schedule will dictate its own development phasing based around the annual capacity to build and sell homes. This is likely to be around 100 new homes per year.
- 8.3.2.6 The Town Council will seek, at outline planning stage, a housing mix strategy and a landscape strategy.
- 8.3.2.7 Given the scope of the playing field development required at £2.5M, a significant financial contribution will be sought from this site for the provision and improvement of off-site playing fields and associated facilities. Should playing field land not be available adjacent to Willen Road Sports Ground such provision should be made on the Tickford Fields Development.
- 8.3.2.8 The increase of 1280 new homes on this site will result in over 3000 new residents using the town centre and open spaces. This will place demands on parking, cycling and pedestrian routes into the town, ability to navigate the town, seating, leisure and open space facilities. A key deliverability requirement is the upgrading of existing provision to meet this demand. It will be crucial to integrate the new community into the town, rather than allowing it to become a dormitory development, as this development has the capacity to do, being both large and containing its own facilities.

8.3.3 Alternatives Considered

- 8.3.3.1 The decision to develop the whole site was considered against development of just the Strategic Reserve site.
- 8.3.3.2 Figure 9 below shows the indicative development principles of the Tickford Fields Development.

Figure 9: Indicative Development principles of Tickford Fields Development.



8.4 Policy NP3: Tesco(former Aston Martin Works) Site Specific Policies

8.4.1 Objectives of this Policy: Housing sited in the most sustainable locations as outlined in the site assessment constraints and opportunities analysis; providing some employment, providing a mix of housing, affordable housing, and housing to meet residents' needs; improving movement into and around the town; promoting cycling, walking and ease of access for the disabled; encouraging development that strengthens sport, recreation, play and culture; ensuring development enhances the town and maintains the heritage aspects of the town.

8.4.2 Background: In January 2015 Tesco announced that it will not be developing a retail store and this site will be sold. However before this decision, Tesco had obtained full planning permission for a retail store, and had made an initial start on development in order to keep the planning permission alive indefinitely. It is therefore possible that another retailer could purchase the site and build a store. Prior to Tesco's intervention, the site had been proposed for a mix of housing and employment uses and a constraints brief had been prepared to assist its redevelopment. The employment element was intended to replace the jobs lost at Aston Martin. The three retained historical buildings are an important legacy of the former use of the site. If the site is purchased for an alternative form of development, Policy NP1 allocates the site for a mixed development of housing and employment. The following policy sets out the principles that any detailed development should follow.

Policy NP3: Tesco (former Aston Martin Works) Site Specific Policy

(a) Development proposals for employment use, or a mixed used scheme comprising of a mix of residential, non-residential institutional use (D1), and business use (B1) will be permitted on this site. Employment or institutional use of the three historical buildings would be encouraged. Where it can be demonstrated there is no demand for either B1 or D1 uses, then residential conversion (C3) of the historical buildings would be permitted.

(b) The three historical buildings shall be retained and made ready for occupation prior to the occupation of 50% of any housing permitted on site.

(c) The housing development shall be urban in character, predominantly two storey in height, and should protect and enhance the setting of the Conservation Area, adjacent listed buildings and views of the parish church.

(d) Any application shall be accompanied by a Transport Assessment to assess the impact on the surrounding highway network, and propose any remedial works necessary. All vehicular access shall be taken from Tickford Street, except for private domestic access to any dwellings fronting Priory Street. Provision of adequate off street parking is required, in order not to exacerbate existing parking difficulties. Any application should also include a Travel Plan to promote the use of non-car modes of travel.

(e) Any application shall be accompanied by a Flood Risk Assessment and Contamination Report to demonstrate that the development is acceptable or to provide appropriate mitigation measures.

(f) The development should improve pedestrian, cycle and bus links to the surrounding area and to the town centre. Financial contributions shall be made to improve local bus services to ensure the Milton Keynes Council sustainable transport requirements are met, and pedestrian and cycle links to the town.

(g) The existing oak tree shall be retained, and any application shall incorporate proposals to enhance the biodiversity of the site.

(h) The development shall provide a financial contribution to off-site open space and play areas.

(i) The development shall provide a financial contribution to the enhancement of Newport Pagnell Town Centre, its parking requirements, its green areas and historical assets.

(j) A financial contribution will be required for provision and improvement of off-site playing fields, changing rooms and sports hall, including purchase costs for such land.

(k) Following the completion of the development a parking survey will be carried out on Priory Street and Severn Drive, to assess the need for a resident's parking scheme.

8.4.3 Delivery

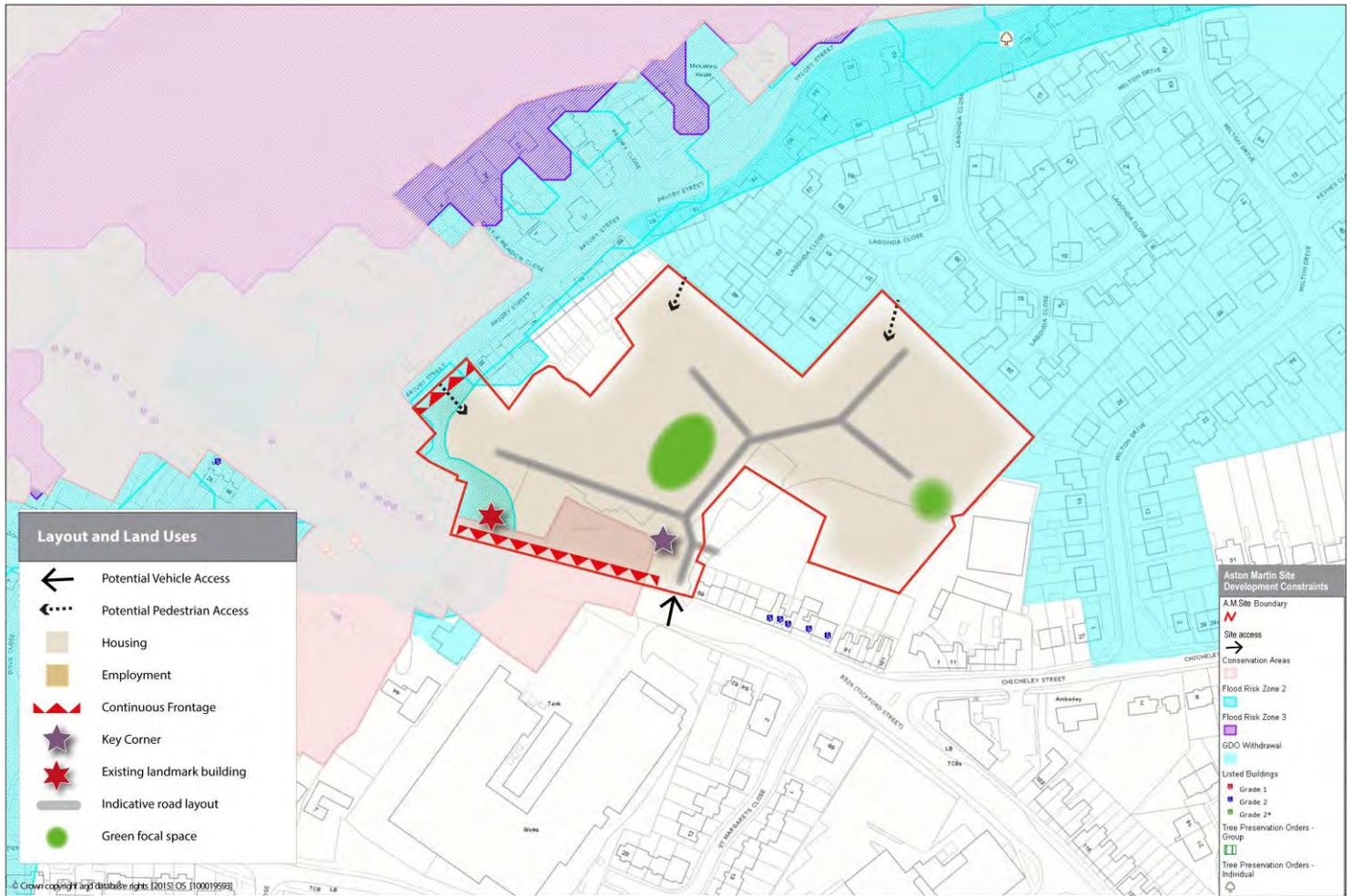
8.4.3.1 The Town Council will work with the landowners and developers to ensure that the requirements of the policy are adhered to in any planning application and that sufficient employment land is delivered.

8.4.3.2 Financial contributions will normally be secured through a S106 Agreement.

8.4.3.3 Restoration of the historical buildings, which are within the conservation area of Newport Pagnell, prior to completion of 50% of the homes on site is required to prevent further deterioration of these.

8.4.3.4 Figure 10 on page 42 shows the development principles of the Tesco site. Listed buildings surrounding the site are shown with blue dots.

Figure 10. Development principles of the Tesco site.



8.5 Policy NP4: Windfall sites

8.5.1 Objectives of this Policy: Housing sited in the most sustainable locations as outlined in the site assessment constraints and opportunities analysis

8.5.2 Background: It is accepted that there may be some windfall development over the life of the Neighbourhood Plan on previously developed brownfield sites.

Policy NP4: Windfall Sites

Small, well designed residential developments on brownfield sites within the settlement boundary which do not have a detrimental effect on the surrounding area will be permitted. The impact of development will be determined based on protecting heritage assets and their setting, enhancing the character and appearance of the locality, and protecting the amenity of surrounding properties.

8.6 Policy NP5: Affordable housing and tenure

8.6.1 Objectives of this Policy: Provision of mix of housing, affordable housing, and housing to meet resident's needs.

Policy NP5 – Affordable Housing and Tenure

(a) To meet identified needs within the community subject to viability at least 30% of all new housing developments on all sites of 15 dwellings or more shall be affordable housing similar in quality to market housing and pepper-potted throughout the development.

10% of all new affordable housing will be initially reserved for people with a strong local connection with Newport Pagnell, whose housing needs are not met by the open market. A strong local connection means the applicant has either:

- (i) lived in Newport Pagnell for 5 years or more, or
- (ii) has parents or children who have lived in Newport Pagnell for 5 years or more, or
- (iii) has been employed in Newport Pagnell for 5 years or more.

Any reserved dwelling remaining unallocated to a person with a strong local connection after 6 months of its completion may then be allocated in accordance with the normal allocation policy.

(b) The affordable housing required on any site will generally be 35% shared ownership and 65% affordable rented housing.

8.6.2 Delivery

8.6.3 This tenure split has been agreed with the housing team at Milton Keynes Council. The Town Council will monitor homes allocated to Newport Pagnell residents by the housing association.

8.6.4 Where issues of viability on social housing provision arise, developers will be expected to provide an open book appraisal of their scheme.

8.7 Policy NP6: Cycle and Pedestrian routes.

8.7.1 Objectives of this Policy: Improve movement into and across the town, specifically promoting cycling, walking and ease of access for the disabled.

8.7.2 Background: The Newport Pagnell Town Council has developed a Sustainable Transport Plan to promote the provision of a comprehensive network of shared cycle and pedestrian routes within the town, which link to the Milton Keynes redway network. Appendix 3 details the Sustainable Transport Plan. The Neighbourhood Plan will not be able to deliver the entire Sustainable Transport Plan, although it will contribute to this.

Policy NP6: Cycle and Pedestrian Routes

(a) Major developments will be planned with integrated cycle and pedestrian routes, which where possible should integrate with and expand existing networks and forge new routes into the town centre.

(b) For all other developments, developer contributions will also be sought towards the Town Council's commitment to implement the Sustainable Transport Plan which will, in addition to other Sustainable Transport initiatives, improve the cycle and pedestrian network in line with the Map shown in Appendix 3. This will create a town wide network of routes, when development proposals come forward.

8.7.3 Delivery: Outside of the planning process, which will make contributions to the Sustainable Transport Plan through S106 contributions, the Town Council will actively seek other funding opportunities to deal with gaps in the routes. It will also work with schools on upgrading and developing school travel plans.

8.8 Policy NP7: Developer Contribution Policy

8.8.1 Objectives of this Policy: Adequate provision of school places, promotion of cycling, walking and ease of access for the disabled, ensuring quality green space exists in the town, encouraging development that strengthens sports, recreation, play and culture, and ensuring the development enhances the town.

8.8.2 Background: Financial contribution on the major sites are dealt with within the site specific policies. This policy deals with smaller and windfall sites. On smaller sites financial contributions should give priority to the infrastructure requirements as set out in the policy below:

Policy NP7: Developer Contribution Policy

Subject to viability all housing developments of 10 or more homes shall generally contribute to the range of financial contributions as laid out in Milton Keynes Council Supplementary Planning Guidance and Documents. Within this range are the following local priorities:

- (a)** the provision of education that is required as a result of the development.
- (b)** improving existing play areas in the town.
- (c)** off-site provision of playing fields and land costs.
- (d)** enhancement of public open space.
- (e)** the promotion of the Town Centre, its historic importance and fabric, its directional signage and to the enhancement of Town Centre parking provision.

- 8.8.3 Delivery:** Delivery is through S106 Agreements on every planning application. Milton Keynes Council has established Supplementary Planning Policy and Guidance on the contributions made to infrastructure. The Neighbourhood Plan is consistent with this, apart from requiring additional land provision for playing fields, increased contributions to playing fields and a contribution to town centre enhancements. Given the scale of the proposed new development, it is crucial that new residents integrate into the town, and are able to both find and use its facilities. Where there are issues relating to viability the infrastructure requirements set out in this policy will take priority over other developer contributions.

8.9 Policy NP8: Playing Fields and associated development

- 8.9.1 Objectives of this Policy:** Encouraging development that strengthens sport, recreation, play and culture, and that improves movement into and around the town.

Policy NP8: Playing Fields and Associated Development

The land to the East of Willen Road, designated as a linear park extension in the Local Plan, is allocated for linear park/recreational use. Development proposals for enhanced recreation and sporting facilities within this area will be supported, subject to them not prejudicing the primary function of the linear park for outdoor recreation and leisure, landscape and nature conservation, and flood control.

- 8.9.2 Delivery:** Potential sites are currently privately owned. The Town Council will open negotiations with landowners on such sites. Examples of additional playing field provision are: sports pitches, changing rooms, car parking, pavilion provision, auxiliary sporting structures, cycle tracks, sport hall. The Local Investment Plan at Milton Keynes Council includes this project.

- 8.9.3** Figure 11 on page 46 shows the area designated as linear park/recreation.

9. **Who will ensure the Plan is followed?** MONITORING AND REVIEW OF THE PLAN

9.1 The Newport Pagnell Town Council will ensure the Plan is followed, and regularly reviewed.

9.2 Review Periods. To ensure that the Neighbourhood Plan is actively managed between its adoption and the end date of 2031, and to take into account possible changes in national or local planning policies, the following review periods are built into the Plan:

9.2.1 After the Neighbourhood Plan's implementation, at the meeting following the Annual Town Council Meeting, a detailed report will be presented which will monitor progress of the Plan in the previous year, and detail the likely implementations and impact of the Plan for the forthcoming year. This document will be built into the Annual Report, available on the website and in hard copy to residents.

9.2.2 In 2020 and again in 2025 there will be a thorough five year review of the progress by the Steering Group. The purpose of these reviews will be to guide the Town Council in its stewardship of the Plan, to monitor both development and infrastructure as outlined in the Plan, and to consider the need for proposing a review of, or amendment of the Neighbourhood Plan to Milton Keynes Council.

9.2.3 In 2029 the Town Council will again recruit a new Steering Group including members of the community, to decide on the need for a subsequent Neighbourhood Plan, and if so desired, to overview the development of the subsequent Plan.

E N D