

**Representations to the  
MK City Plan 2050  
Regulation 19 Draft**

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Land to the south of Lower End Road (east of  
Registered Park and Garden), Wavendon,  
Milton Keynes

On behalf of Jardines Property Developments Ltd

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December 2025

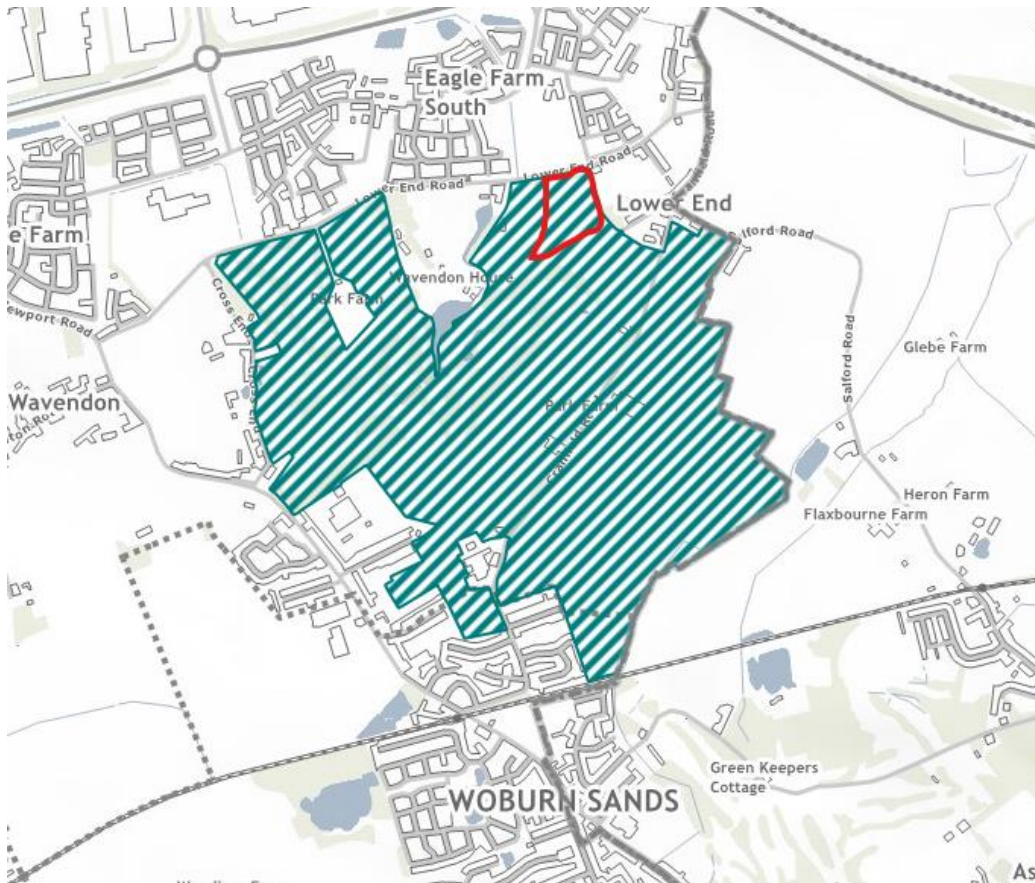
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Smith Jenkins Ltd



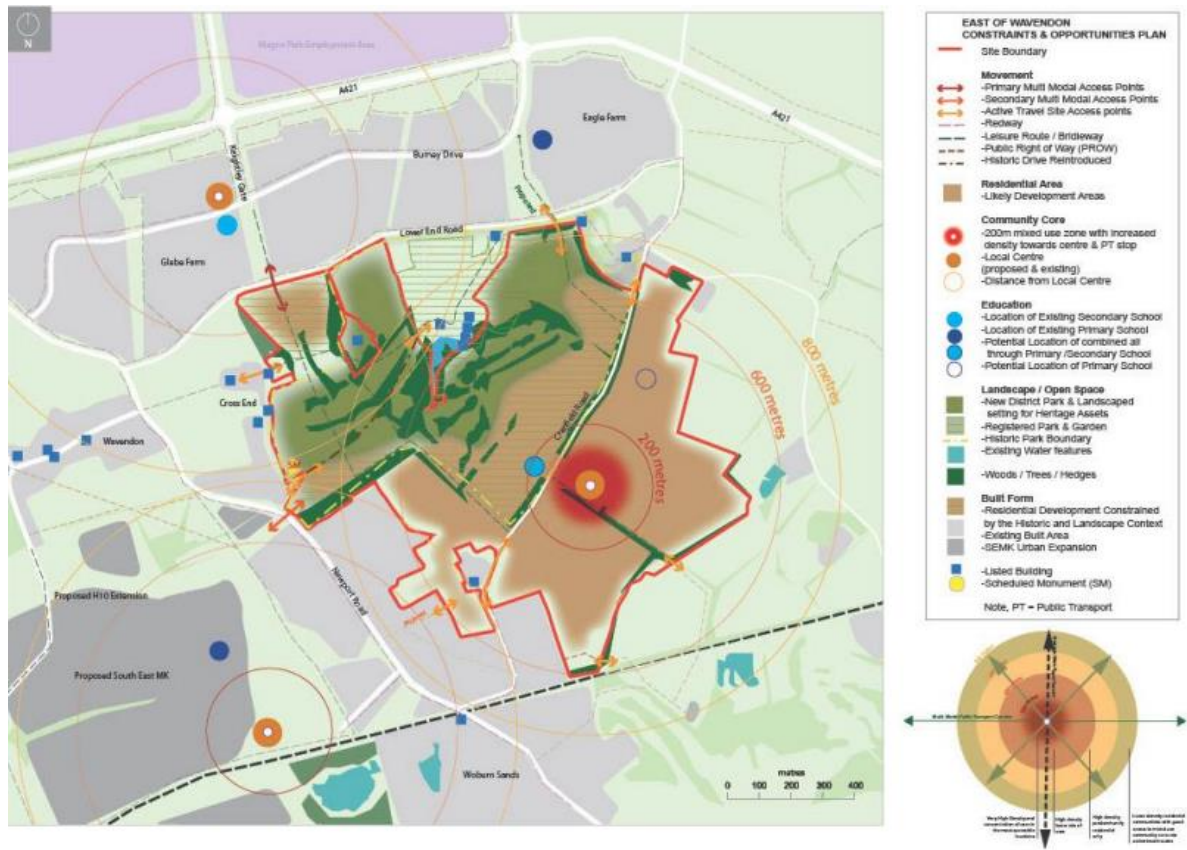
## 1 Introduction

- 1.1 This Statement has been prepared by Smith Jenkins Planning & Heritage on behalf of Jardines Property Developments Ltd (hereinafter referred to as JPDL) to support a submission to the Regulation 19 consultation for the MK City Plan 2050 with respect to land south of Lower End Road (east of the Registered Park and Garden), Wavendon, Milton Keynes (hereinafter referred to as ‘the site’).
- 1.2 This Statement should be read alongside the representations JPDL previously submitted to Milton Keynes City Council’s (MKCC) Regulation 18 Local Plan consultation in December 2024, promoting the site for an allocation for residential development (likely to comprise approximately 90 dwellings). JPDL’s representations to the Regulation 18 Local Plan accompany this Statement (see Appendix 1).
- 1.3 Since then, JPDL’s land has been included in Regulation 19 Local Plan as part of the East of Wavendon Strategic City Extension (see Figure 1 below).



**Figure 1:** Extract from MK City Plan draft Policies Map with promoted site indicated in red and the East of Wavendon Strategic City Extension in green diagonal stripes

- 1.4 Figure 2 in the Regulation 19 Local Plan is an ‘Indicative Concept Plan’ for the East of Wavendon Strategic City Extension and shows that most of the site is intended to be a new District Park and part of the landscape setting for the Registered Park and Garden (please see Figure 2 below).



**Figure 2:** Constraints and Opportunities-Led Indicative Concept Plan for the East of Wavendon Strategic City Extension (Figure 2 in MK City Plan 2050 Regulation 19).

- 1.5 Whilst the inclusion of the site in the East of Wavendon Strategic City Extension is welcome, JPDL are promoting the site for residential development.
- 1.6 Given the location of the site, immediately adjacent to existing residential development in the Strategic Land Allocation and independently accessible from Lower End Road (capable of being delivered ahead of the wider East of Wavendon Strategic City Extension), JPDL is promoting the site for residential use. These representations seek an amendment to Figure 2 in the Regulation 19 Local Plan – the site should be included in the ‘Residential Area’ part of the East of Wavendon Strategic City Extension allocation.
- 1.7 As previously demonstrated in JPDL’s representations to the Regulation 18 Local Plan consultation (Appendix 1 of this Statement), the site represents an available, suitable, achievable and therefore entirely deliverable option for residential development with no physical, legal or environmental constraints which would prevent it being delivered early in the new Local Plan period to make a notable contribution towards the need for market and affordable housing and the delivery of sustainable development.

**Purpose of these representations**

1.8 One of the key purposes of the Regulation 19 stage is to assess whether the draft Local Plan is sound, as defined by Paragraph 36 of the National Planning Policy Framework (2024). NPPF Paragraph 36 confirms that Local Plans are ‘sound’ if they are:

- a) **Positively prepared** – providing a strategy which, as a minimum, seeks to meet the area’s objectively assessed needs and is informed by agreements with other local authorities, so that unmet need from neighbouring areas is accommodated where it is practical to do so and is consistent with achieving sustainable development.
- b) **Justified** – an appropriate strategy, taking into account the reasonable alternatives, based on proportionate evidence.
- c) **Effective** - deliverable over the plan period, and based on effective joint working on cross-boundary strategic matters that have been dealt with rather than deferred, as evidenced by the statement of common ground.
- d) **Consistent with national policy** – enabling the delivery of sustainable development in accordance with the policies in this Framework and other statements of national planning policy, where relevant.

1.9 These representations:

- Identify whether the Regulation 19 draft addresses the matters raised at Regulation 18;
- Assess whether the Plan is sound against the tests in Paragraph 36 of the NPPF; and
- Set out the modifications needed to make the Policy sound where deficiencies remain.

1.10 We trust that these representations will assist the Council in finalising the Plan and ensuring that it proceeds to examination in a sound form. We would welcome continued dialogue with officers on any of the matters raised.

## 2 Representations

### Overview

- 2.1 JPDL welcomes the publication of the Proposed Submission (Regulation 19) MK City Plan 2050 and the opportunity to comment, as well as the inclusion of the site in the East of Wavendon Strategic City Extension allocation.
- 2.2 However, whilst JPDL consider that the draft Local Plan is legally compliant and that the ‘Duty to Cooperate’ has been complied with, amendments are required to draft Policy GS15 in order for the draft Local Plan to be found ‘sound.’

### Restriction on development until 2030

- 2.3 Draft Policy GS15 states that commencement of residential development within the East of Wavendon Strategic City Extension will not be permitted to occur prior to 2038. Paragraph 107 of the Regulation 19 Local Plan explains that this is because:

*“Successful placemaking for this allocation, and its relationship with the surrounding area, will require further detailed consideration including its immediate sensitive environs and notable heritage and ecological assets. To do so successfully will require some strategic matters to have been completed or resolved to a reasonable degree of certainty. This includes infrastructure delivery associated with ongoing growth in the area, notably South East Milton Keynes which is due to complete in 2037/38 and may include new road and transport infrastructure linked to the roll out of new East West Rail services to Bedford and Cambridge (currently planned for 2030). This will likely affect the East of Wavendon allocation’s relationship with Woburn Sands. Equally, greater clarity on potential growth areas immediately adjoining the allocation eastward beyond Milton Keynes City will have been reached through the preparation of the next Central Bedfordshire Local Plan, which may potentially offer a different context for considering and agreeing detailed design and layout matters within allocation. While the allocation is not directly dependent on these wider strategic matters, they may have implications for the distribution, layout and/or design of the site. For these reasons, delivery of this allocation is planned for 2038 onwards”.*

- 2.4 However, consideration of the ‘immediate sensitive environs and notable heritage and ecological assets’ is something that can be undertaken as part of the preparation of the Framework Masterplan and Design Code that draft Policy GS15 requires (or as part of the planning application process) – it is not necessary to wait until 2038 to assess these planning considerations. It is also worth noting that an update from East West Rail in November 2025 confirmed that ‘Option 2’ (which includes a new station at Woburn Sands) is being progressed<sup>1</sup>. This already lends ‘a reasonable degree of certainty’ to infrastructure planning in this part of Milton Keynes and the relationship of the East of Wavendon allocation to Woburn Sands.

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<sup>1</sup> Please see Safeguarding Map 133735-EWR-Z0-XXX-PLN-LEP-00044.V3, available at the following link: [EWR-Safeguarding-Maps-v2.pdf](#).

- 2.5 Although paragraph 107 (and paragraph 18) of the Regulation 19 Local Plan indicate that delaying the commencement of development at the East of Wavendon Strategic City Extension will help to explore opportunities for cross boundary growth with Central Bedfordshire, Central Bedfordshire confirmed in May 2025 that the two sites closest to Milton Keynes' administrative boundary (references 136768 and 136646) are being taken forward to the next stage of assessment in its Call for Sites process<sup>2</sup>. There is no requirement for Milton Keynes to delay the allocations in its Local Plan whilst it awaits the publication of the next Central Bedfordshire Local Plan. In any case, paragraph 107 of the Regulation 19 Local Plan acknowledges that the East of Wavendon allocation is not 'directly dependent' on these wider strategic matters.
- 2.6 There is also no reason to wait until the South East Milton Keynes allocation is complete to enable 'successful placemaking' in the East of Wavendon allocation. The East of Wavendon allocation will be a standalone development with its own infrastructure and the South East Milton Keynes allocation is a 'known' entity (and can therefore be appropriately assessed through the planning application process, including under the EIA Regulations if necessary). There should be no issue with the two allocations being delivered concurrently.
- 2.7 The restriction on development in this location until 2038 is not justified and there is no evidence (or assessment of reasonable alternatives) to explain why the year 2038 has been chosen. No other allocations in the Regulation 19 Local Plan prevent the commencement of development before a particular date, and it is unclear why it is necessary in this case, especially as paragraph 107 acknowledges that 'the allocation is not directly dependent on these wider strategic matters.'
- 2.8 The pace of housing delivery on sites previously allocated in Plan:MK (2019) further suggests that a restriction on the commencement of development in the East of Wavendon allocation (until after 2038) is not justified. For example, an outline application for 1,920 houses in the South East Milton Keynes allocation (which was validated in March 2022) is still not permitted (planning application reference 22/00524/OUTEIS). According to the Council's Housing Trajectory (Appendix 1 of the Assessment of Five Year Housing Land Supply 2024-2029 report), there were expected to be 655 'start commissions' in the South East Milton Keynes allocation in 2025/26 (and 38 completions) and 620 'start commissions' in 2026/27 (and 90 completions). As the outline planning permission has not yet been approved, and reserved matters applications cannot be submitted, it is extremely unlikely that there will be 655 'start commissions' in the South East Milton Keynes allocation in 2025/26. The Safeguarding Directions issued on 19<sup>th</sup> November 2025 by the Secretary of State for Transport<sup>3</sup> (which include land identified as part of application 22/00524/OUTEIS<sup>4</sup>) lends further uncertainty as

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<sup>2</sup> Please see Central Bedfordshire Council's Call for Sites Ward Schedules (May 2025), available at the following link: <https://centralbedfordshirecouncil.sharepoint.com/sites/Communications/Website%20and%20intranet/Forms/AllItems.aspx?id=%2Fsites%2FCommunications%2FWebsite%20and%20intranet%2FWebsite%20Documents%2FPlanning%2FLocal%20Plan%2FNew%20Local%20Plan%2FCall%20for%20Sites%2FWard%20Schedules%20%2D%20Sites%20Publication%20May%202025%2Epdf&parent=%2Fsites%2FCommunications%2FWebsite%20and%20intranet%2FWebsite%20Documents%2FPlanning%2FLocal%20Plan%2FNew%20Local%20Plan%2FCall%20for%20Sites&p=true&ga=1>

<sup>3</sup> <https://assets.eastwestrail.co.uk/public/Lists/BlockMedia/a727ebe23d/Guidance-for-LPAs-and-developers-on-safeguarding-1.pdf>

<sup>4</sup> [EWR-Safeguarding-Maps-v2.pdf](#) (please see pages 42-44 for the relevant safeguarding maps).

to when planning permission 22/00524/OUTEIS can be granted, and when the South East Milton Keynes allocation can begin to deliver housing.

- 2.9 The delay in the delivery of housing in the South East Milton Keynes allocation could not have been foreseen at the time Plan:MK was adopted (in 2019). However, in light of the delays to the delivery of housing in other allocations, and due to the scale and complexity of development on large strategic city extensions, a more prudent approach to ensuring a robust housing land supply position across the plan period would be to remove the arbitrary (as yet, unjustified) restriction on the commencement of development before 2038. Due to the continued uncertainty regarding the delivery of housing in the South East Milton Keynes allocation, there should be flexibility for other sites (such as the East of Wavendon allocation) to come forward sooner in order to ensure a consistent supply. The restriction on the East of Wavendon allocation will unnecessarily preclude housing delivery early on in the Plan period and does not allow for a scenario where other allocations, such as South East Milton Keynes, are delayed.
- 2.10 Although the justification referred to in paragraph 107 of the Local Plan (in relation to East West Rail) for the 2038 restriction is considered unjustified, it is unclear why the Council does not raise the same concern in relation to the South East Milton Keynes allocation (which actually includes land that is the subject of the Secretary of State's Safeguarding Directions<sup>5</sup>). The inclusion of a restriction on the timescales for delivery in the East of Wavendon allocation due to East West Rail (which doesn't include any safeguarded land), but the omission of a restriction to the timescales for delivery in the South East Milton Keynes allocation, does not seem to be based on proportionate evidence (or justified) and therefore renders the Plan unsound.
- 2.11 The restriction also brings into question whether the East of Wavendon Strategic City Extension allocation meets the NPPF's definition of 'deliverable' (which requires that sites should be available 'now' and 'with a realistic prospect that housing will be delivered on the site within five years').
- 2.12 The restrictive approach is not justified and is not supported by proportionate evidence and reasonable alternatives, as required by NPPF 36. Since the tests of soundness have not been met, if the restriction on the timing of development were to remain a part of draft Policy GS15, the Plan should not be found 'sound.'
- 2.13 The draft Policy should be amended to allow flexibility for development to commence if the relevant infrastructure is in place earlier than anticipated.

#### **Allocation of the site for a District Park**

- 2.14 The site is located directly adjacent to existing residential development (in the Strategic Land Allocation to the north) and can be accessed directly from Lower End Road. It could therefore connect to the existing infrastructure, services and facilities in Milton Keynes and make an important contribution to the early delivery of housing in the early plan period (particularly if the arbitrary restriction on development before 2038 is removed, as suggested above). Given the site's location,

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<sup>5</sup> [EWR-Safeguarding-Maps-v2.pdf](#) (please see pages 42-44 for the relevant safeguarding maps).

adjacent to existing residential development and infrastructure, a more efficient use of the land would be for residential development.

2.15 The Proposed Site Plan previously presented as part of JPDL’s representations to the Regulation 18 Local Plan (prepared by IDP, see Figure 4 below) is considered a more efficient use of the land and indicatively shows:

- Capacity for approximately 90 residential dwellings;
- Vehicular and pedestrian access from Lower End Road;
- A potential link into the East of Wavendon Strategic City Extension to the south of the site;
- Public Open Space comprising approximately 1.38 hectares in the south-west corner of the site (including land to deliver a biodiversity net gain and a SUDS balancing pond); and
- The retention and enhancement of existing boundary planting to create a landscape buffer along the site’s boundaries (including a 10m buffer to the Registered Park and Garden).



**Figure 4:** Proposed Site Plan for land to the south of Lower End Road

- 2.16 Furthermore, since the 'Indicative Concept Plan' for the East of Wavendon Strategic City Extension (Figure 2 above) shows the intention for a 'leisure route/bridleway' and an 'Active Travel Site Access Point' through the site, residential development on the site (particularly fronting onto the route) would make a meaningful contribution to the sense of security and safety for users of the new proposed route, lending natural surveillance to a leisure route that would otherwise cross an isolated expanse of parkland.
- 2.17 Whilst the 'leisure route/bridleway' and 'Active Travel Site Access Point' shown on the 'Indicative Concept Plan' for the East of Wavendon Strategic City Extension (Figure 2 above) are not shown in IDP's Proposed Site Plan (Figure 4 above), they could readily be incorporated as part of the central spine, with housing either side lending natural surveillance to the route.
- 2.18 The Proposed Site Plan, showing the retention, enhancement and creation of landscape buffers along the site's boundaries, demonstrates that development on the site can be delivered in a manner that respects the setting of the Registered Park and Garden to the west. The Note prepared by IDP, submitted as part of JPDL's representations to the Regulation 18 Local Plan, provided an overview of landscape and visual matters and concluded that there is potential for the site to be developed in a way that retains the existing landscape structure, and protects the character and setting of the Registered Park and Garden to the west (please see Appendix 1).
- 2.19 It is acknowledged that, whilst the site does not contain any designated heritage assets, it is in proximity to several listed buildings and directly abuts the eastern boundary of the Wavendon House landscape, a Grade II Registered Park and Garden (RPG). However, the presence of heritage assets does not automatically prevent a site allocation, instead the NPPF advocates that Councils adopt a positive strategy to heritage conservation with the desirability of new development making a positive contribution to local character and distinctiveness.
- 2.20 The site has the potential to contribute to the setting of nearby designated heritage assets, principally through its relationship with them rather than through any intrinsic historic or architectural interest. This contribution is capable of being managed through detailed design and mitigation and does not, in itself, preclude it from development.
- 2.21 The significance of the Wavendon House landscape RPG is principally derived from its historic designed landscape, internal layout, planting, and relationship with Wavendon House. The eastern edge of the RPG, adjoining the site, represents a peripheral part of its setting rather than forming a core part of its design. As such, the RPG's significance is not inherently reliant on the adjoining land remaining open, provided that any future proposals respond appropriately to the significance of the heritage assets.
- 2.22 A heritage-led approach for the site, could allow development to be accommodated without giving rise to harm. This would involve an informed understanding of the contribution which different parts of the site, make to the significance of heritage assets, taking into account factors such as topography, visibility, views, and experience. It is likely that the contribution which the site makes to the setting of heritage assets varies across its extent.

- 2.23 Future development proposals could incorporate embedded mitigation measures to preserve the significance of surrounding heritage assets. These could include:
- Sensitive siting and massing to respect key views and reinforce visual separation from the RPG;
  - Appropriate density and building heights across the site, but particularly toward the RPG boundary;
  - High-quality landscape design, including reinforced planting and green buffers where required;
  - Design and materials informed by local context.
- 2.24 Future proposals would be assessed through a proportionate Heritage Statement and Landscape and Visual Impact Assessment at the planning application stage, ensuring compliance with national and local heritage policy.
- 2.25 An allocation for residential development, informed by heritage-led design principles, would enable the site to contribute positively to housing delivery while safeguarding the significance of nearby designated heritage assets. A well-considered scheme has the potential to enhance the legibility of the RPG boundary and secure landscape improvements that better protect its setting in the long term.
- 2.26 It is unclear why the site is required for the provision of a District Park, particularly since the East of Wavendon allocation has reduced from 3,000 to 2,250 dwellings between the Regulation 18 and 19 versions of the Local Plan (and yet the District Park has increased from 12 hectares to 15 hectares).
- 2.27 NPPF Paragraph 36 requires that, in order to be sound, the Plan should meet the area's objectively assessed needs and the strategy should be 'appropriate', taking into account the reasonable alternatives, based on proportionate evidence. There is no evidence in the Local Plan to justify a District Park of this size and, given the location of the site (next to existing residential development and infrastructure, with a new proposed leisure route running through it), JPDL suggest that residential development on the site (for which there *is* an objectively assessed need) represents a more efficient use of the land.
- 2.28 We therefore request that Figure 2 in the Regulation 19 Local Plan is updated to show the site as a 'Residential Area' instead of a 'new District Park & Landscaped setting for Heritage Assets.'

#### **Land Equalisation**

- 2.29 If the LPA is not minded to amend Figure 2 in the Regulation 19 Local Plan to show residential development on the site, and if there is evidence to support the need for a 15 hectare District Park in this location, JPDL requests that the principle of land equalisation is written into draft Policy GS15. This is necessary in order to ensure that Policy GS15 (and the East of Wavendon Strategic City Extension) is deliverable and 'effective' (and therefore 'sound') in accordance with NPPF Paragraph 36.

2.30 A precedent example of land equalisation already exists as part of the discussions concerning delivery of the South East Milton Keynes allocation, where it is understood that land equalisation is being negotiated privately between the landowners within the allocation. However, in order not to delay (or further complicate) the delivery of an important Strategic City Extension, JPDL request that the principle of land equalisation is established in Policy GS15 (rather than being left for private landowners to resolve at a later date).

2.31 It is noted that draft Policy INF2 states:

*In order to coordinate programmes of infrastructure planning and delivery across Strategic Allocations and Central Milton Keynes in a fair, transparent, and efficient way, the Council will encourage a consistent approach to planning obligations using Section 106 Agreements across all development proposals modelled on an overarching Framework Agreement and allocation-wide Infrastructure Delivery Plan.*

2.32 JPDL request that the following wording is added to draft Policy GS15:

*All development proposals should enter into an Overarching Framework Agreement and allocation-wide Infrastructure Delivery Plan, in accordance with Policy INF2.*

2.33 The addition of this wording to draft Policy GS15 establishes the principle of a fair and transparent approach to infrastructure planning across the East of Wavendon Strategic City Extension. It will ensure the deliverability of development in the allocation and is therefore a necessary addition to make the Plan 'sound' in accordance with NPPF Paragraph 36.

### **3 Conclusion**

- 3.1 These representations have been prepared by Smith Jenkins Planning & Heritage to the current MK City Plan 2050 Regulation 19 Plan on behalf of JPDL in respect of land to the south of Lower End Road (east of the Registered Park and Garden), Wavendon, Milton Keynes.
- 3.2 In order for the Local Plan to meet the tests of ‘soundness’, in accordance with NPPF Paragraph 36, JPDL request that the following changes are made to draft Policy GS15:
- Removal of the restriction on the commencement of development until after 2038. This restriction is not justified or supported by sufficient evidence. Reasonable alternatives (and the slow pace of delivery in previous Plan:MK allocations such as South East Milton Keynes) have not been taken into account. If the restriction remains in place, draft Policy GS15 is not ‘justified’ and does not meet the tests of ‘soundness’ set out in NPPF Paragraph 36.
  - Amendment to Figure 2 in the Regulation 19 Local Plan to show the site as a ‘Residential Area’ instead of a ‘new District Park & Landscaped setting for Heritage Assets.’ There is no evidence to suggest that an increased District Park (or such a large buffer to the Registered Park and Garden) is required in this location. Furthermore, residential development on this site, which is independently accessible from Lower End Road, is a more efficient use of the land and could be delivered early on in the plan period. Residential development on the site will make a meaningful contribution to the sense of security and safety for users of the new proposed leisure route, lending natural surveillance to a leisure route that would otherwise cross an isolated expanse of parkland. Without this amendment, draft Policy GS15 is not ‘justified’ and does not meet the tests of ‘soundness’ set out in NPPF Paragraph 36.
  - Addition of a reference to the principle of land equalisation in Policy GS15. The following additional wording is suggested: “all development proposals should enter into an Overarching Framework Agreement and allocation-wide Infrastructure Delivery Plan, in accordance with Policy INF2”. This amendment will ensure that the East of Wavendon allocation is deliverable and that Policy GS15 is ‘effective’, in accordance with NPPF Paragraph 36. The site clearly presents an opportunity to contribute to the wider proposed allocation at the East of Wavendon. If one of the two requested amendments (the first being an amendment to Figure 2 to show the site as a ‘Residential Area’, or the second being the addition of a reference to land equalisation in draft Policy GS15), is not made to draft Policy GS15, then JPDL will withdraw the site from the East of Wavendon scheme.
- 3.3 We would welcome the opportunity to discuss the site with officers as the preparation of the new Local Plan progresses as well as the option to take part in the forthcoming hearings for the Local Plan.

**Appendix 1**

**Representations to the  
MK City Plan 2050  
Regulation 18 Draft and response to  
Call for Sites**

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Land to the south of Lower End Road (east of  
Registered Park and Garden), Wavendon,  
Milton Keynes

On behalf of Jardines Property Developments Ltd

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October 2024

Ref: 4506

**Smith Jenkins Ltd**



## **1 Introduction**

- 1.1 This Statement has been prepared by Smith Jenkins Planning & Heritage on behalf of Jardines Property Developments Ltd (hereinafter referred to as JPDL) to support a submission to the Regulation 18 consultation for the MK City Plan 2050 in respect to land south of Lower End Road (east of the Registered Park and Garden), Wavendon, Milton Keynes.
- 1.2 The site is promoted for an allocation for residential development, likely to comprise a combined total of approximately 90 dwellings and a mix of 1, 2, 3 and 4 bedroom units, including affordable housing.
- 1.3 Given the location of the site, immediately adjacent to existing residential development in the Strategic Land Allocation, JPDL is seeking its inclusion in the emerging MK City Plan as a new allocation for residential development.
- 1.4 This Statement demonstrates that the site represents an available, suitable, achievable and therefore entirely deliverable option for residential development with no physical, legal or environmental constraints which would prevent it being delivered early in the new Local Plan period to make a notable contribution towards the need for market and affordable housing and the delivery of sustainable development.
- 1.5 We would welcome the opportunity to discuss the site with officers as the preparation of the new Local Plan progresses.

## 2 The Emerging Planning Context

### Overview

- 2.1 The Regulation 18 version of MKCC's draft City Plan was published for consultation on 17<sup>th</sup> July 2024. On 30<sup>th</sup> July 2024 the Government published a Written Ministerial Statement (WMS) ('Building the Homes We Need', by Angela Rayner MP – Deputy Prime Minister and Secretary of State for Housing, Communities and Local Government) setting out the objective of delivering more housing over the life of the current parliament, alongside a new draft National Planning Policy Framework (NPPF) (for consultation until 24<sup>th</sup> September 2024).
- 2.2 As detailed below, following the publication of the draft NPPF and WMS, the planning policy context has dramatically changed. MKCC's City Plan must be reviewed and prepared in light of the emerging NPPF and the WMS, which is a material consideration in planning decisions as confirmed by Case Law<sup>[1]</sup> as it represents the strong prospect of a change in planning policy.

### Housing Need and Delivery

- 2.3 There are important points raised in the revised NPPF and WMS which demonstrate the Government's intention to increase the emphasis on the benefits of housing delivery in plan and decision making. The WMS states:

*"We are in the middle of the most acute housing crisis in living memory. Home ownership is out of reach for too many; the shortage of houses drives high rents; and too many are left without access to a safe and secure home. That is why today I have set out reforms to fix the foundations of our housing and planning system – taking the tough choices needed to improve affordability, turbocharge growth and build the 1.5 million homes we have committed to deliver over the next five years."*

- 2.4 The consultation website for the draft NPPF changes explains that:

*"We are clear that local planning authorities should identify opportunities for maximising the efficient use of land, especially in areas well served by transport and other infrastructure. By restricting density, the existing policy is likely to have longer term negative impacts on achieving sustainable patterns of development and on meeting expectations on future housing supply. Alongside this reversal, we propose strengthening expectations that plans should promote an uplift in density in urban areas."*

- 2.5 To support the Government's ambition to boost housing delivery to 1.5 million new homes over the next five years, provide more stable and predictable housing numbers and distribute homes across

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<sup>[1]</sup> (Cala Homes (South) Ltd, R (on the application of) v Secretary of State for Communities and Local Government & Anor [2011] EWCA Civ 639 (27 May 2011))

the country where they are most needed, one of the proposed changes is the introduction of a new mandatory standard method of calculating housing need. This will set a baseline at a percentage (0.8%) of existing housing stocks, apply stronger affordability multipliers to relieve price pressures and remove certain caps/additions.

- 2.6 Notably, the revised draft NPPF also restores at Paragraph 76 the requirement for LPAs to demonstrate a five year housing land supply, even when the adopted plan is less than five years old. This reflects the need for LPAs to adapt and respond to changes in delivery (or lack thereof) after the adoption of a plan, to ensure that needs continue to be met.

### **Cross-Boundary Working**

- 2.7 The Government has also strengthened the existing 'duty to cooperate' in the draft NPPF consultation, emphasising the rediscovery of the value of strategic planning in national policy, with the proposed revisions to Paragraph 24 of the stating that *'effective strategic planning across local planning authority boundaries will play a vital and increasing role in how sustainable growth is delivered...'*
- 2.8 Once matters requiring 'collaboration' have been identified, the proposed new Paragraph 27 sets out certain requirements for policy-making authorities to ensure their plan policies are consistent unless there is a clear justification to the contrary. Paragraph 27 encourages strategic policy-making on matters such as delivery of major infrastructure, unmet development needs from neighbouring areas and any allocation or designation which cuts across the boundary of plan areas.

### **Summary**

- 2.9 The above demonstrates the clear recognition from Central Government that increasing the supply of housing, including by increasing densities on sites, will be essential to addressing the housing crisis and the importance of strategic cross boundary working between local authorities. The core message throughout the WMS and NPPF revision is that the Government will take a more pro-development approach to ensure the delivery of housing and will be updating policy to achieve this aim.
- 2.10 These representations refer throughout to the implications of the above emerging changes on the draft MK City Plan 2050.

### 3 The site

3.1 The Site comprises approximately 4 hectares of greenfield land and is bound on all sides by hedgerows and trees. Beyond its boundaries are:

- Lower End Road to the north, with residential dwellings (part of the Strategic Land Allocation) beyond.
- Lodge Farm to the east, with open countryside beyond.
- Wavendon House Registered Park and Garden to the west.
- Recreation and Open Space and Open countryside to the south.

3.2 An indicative red line boundary is shown in Figure 1 below.



*Figure 1: Aerial Site Location Plan (Source: Google Maps)*

3.3 The Site is located outside any identified settlement boundary (as set out in the Local Plan) – it is within the ‘open countryside’. The Site does not have any agricultural land classification.

3.4 The Site is adjacent to a registered park and garden, identified as Wavendon House Landscape. The Site is not within a Conservation Area, and it does not contain any listed buildings, but the following listed buildings are located nearby:

- Wavendon House (Grade II\*);
- 2, Lower End Road (Grade II);

- Chimney Cottage (Grade II);
- The Lodge (Grade II);
- Bridge to the North East of Wavendon House (Grade II);
- Bridge to the South East of Wavendon House (Grade II);
- Coach House East of Wavendon House (Grade II); and
- Stable Block East of Wavendon House (Grade II).

3.5 The site is in Flood Zone 1 (low probability of flooding).

3.6 There is a Tree Preservation Order covering the entire site (reference PS/540/15/6).

3.7 The site is accessed from Lower End Road to the north.

***Planning history***

3.8 There is no available planning history associated with the site.

## 4 Representations

### Overview

- 4.1 JPDL welcomes the publication of the MK City Plan 2050 Regulation 18 Consultation and the opportunity to comment. JPDL believes that a planned approach is essential for those choosing to invest in the area and to provide certainty for local communities.
- 4.2 The draft plan sets out the ambition, objectives and overall policy framework for delivering growth aligned with the Council's vision contained within the Strategy for 2050 and seeks to deliver between 53,000 and 63,000 new homes, including around 17,000 affordable homes through a range of urban and brownfield sites and new Strategic City Extensions.
- 4.3 The 28 year plan period (2022-2050) is ambitious and well exceeds the minimum 15 year requirement to anticipate and respond to long-term requirements and opportunities and is aligned with the 30 year requirement to allow for long term strategic planning as set in Paragraph 22 of the 2023 National Planning Policy Framework (NPPF).
- 4.4 Having reviewed the draft Plan, there are several elements which JPDL feels should be reconsidered. Given that this is a Regulation 18 draft, we are confident that they can be addressed, building on the work undertaken to date, to provide a positive plan for the area.
- 4.5 The responses are set out in relation to the various policies are set out under the various topic areas below.

### Question 1(a) – Our Ambition And Objectives For Growth

#### *Do you agree with our ambition and objectives for growth?*

- 4.6 JPDL partly agrees with the ambition and objectives for growth.

### Question 1(b) – our ambition and objectives for growth

#### *Please say why you gave the answer to 1(a) above.*

- 4.7 Whilst JPDL supports the objective to provide high quality homes, the Plan needs to make provision for a choice and range of homes that meets the needs of the community as a whole. This needs to include sites for housing in villages as well as within and adjacent to the existing City of MK. Sites need to be made available for a range of developers, not just through the provision of strategic sites which are only open to national housebuilders to develop. A wider range of sites can be made available through the opportunity to build on sites in and adjacent to villages and through infill sites within Milton Keynes.
- 4.8 In order for the City Plan to deliver the ambition, as detailed below, it should allocate smaller sized deliverable sites in sustainable locations which can start contributing towards housing needs within a shorter time period compared to larger strategic sites to diversify supply and increase flexibility.

### Question 1(c) – our ambition and objectives for growth

***Do you have any other comments or suggestions for this topic?***

4.9 No.

**Question 3(a) – Policy GS2 Strategy for Homes**

***Do you agree with the draft policy?***

4.10 No

**Question 3(b) – Policy GS2 Strategy for homes**

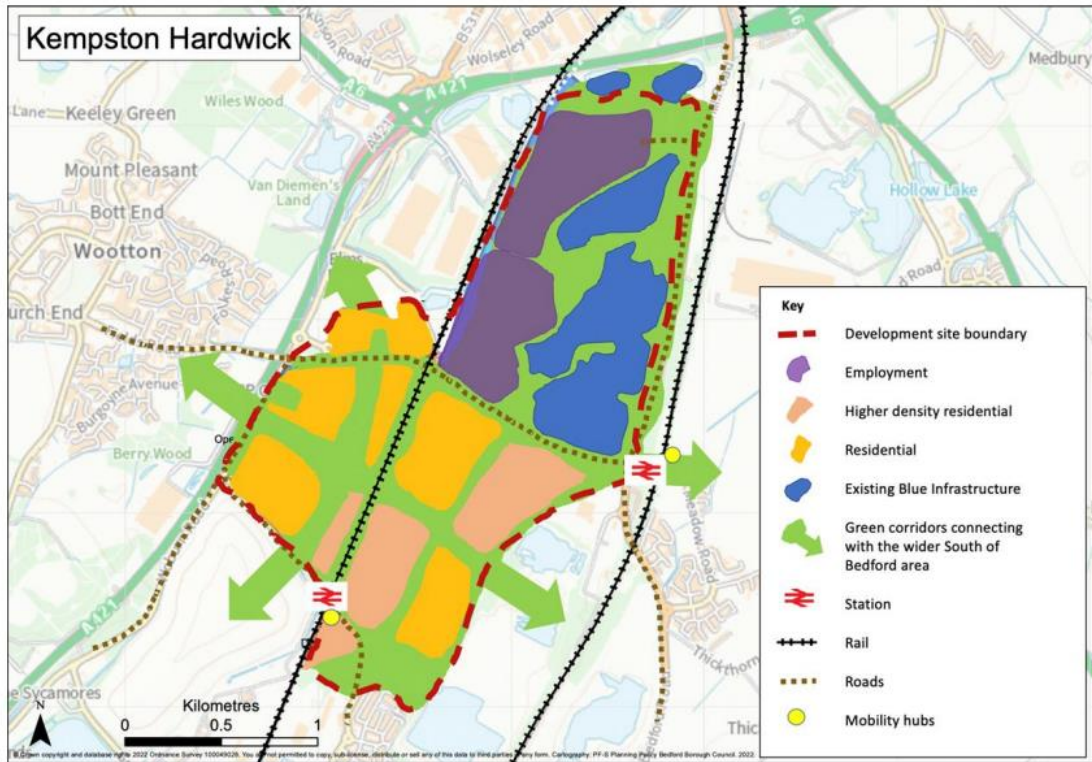
***Please say why you gave the answer to 3(a) above.***

- 4.11 Draft Local Plan Policy GS2 (Strategy for Homes) seeks to ensure the housing requirement is met by delivering between 53,245 and 63,000 new homes over the plan period (2022 – 2050) or (1,902 – 2,250 homes per annum) through a range of urban and brownfield sites and new Strategic City Extensions. The upper end of the range represents the Council’s vision for the growth of the city and also provides a buffer on the Local Housing Need of around 18%.
- 4.12 The housing crisis is well documented. To support the Government’s objective of ‘significantly boosting’ the supply of homes, NPPF Paragraph 60 highlights the importance of a sufficient amount and variety of land coming forward where it is needed. As set out in Section 2, the new Government’s latest consultation proposes reforms to the NPPF and other aspects of the planning system to further boost housing supply.
- 4.13 The identified range will meet both the identified local housing need, as confirmed in the Housing and Economic Development Needs Assessment (HEDNA) (2023) of 53,245 dwellings (1,902 per annum) and the emerging figure of 1,759 per annum as set out in the new Standard Methodology as outlined in Section 2.
- 4.14 However, it should be noted that delivering only the ‘minimum’ housing requirement of 53,245 homes over the plan period will not deliver the Government’s clear objective of ‘significantly boosting’ the supply of homes. Furthermore, there is no guarantee that the various proposed allocations will be delivered to the extent projected within the proposed plan period.
- 4.15 This has been demonstrated by the existing allocations in Plan:MK, for example Land East of the M1 (Policy SD12) which is allocated for delivery of around 5,000 new homes and is expected to deliver 295 dwellings by 2026/2027 in the current Plan’s trajectory. However, to date no reserved matters applications have come forward for residential development on the site and as such there is likely to be a delay in the expected delivery of homes against the trajectory.
- 4.16 In addition, the Milton Keynes South East Strategic Urban Extension (Policy SD11) is allocated for the delivery of around 3,000 homes and was expected to deliver 50 dwellings in the monitoring year 2023/24, 250 dwellings in 2024/25, 350 dwellings in 2025/26 and 450 dwellings in 2026/27. As the site does not yet have planning permission, there is very likely to be a delay in the expected delivery of homes at this site against the trajectory.

- 4.17 JPDL supports the principle of existing allocations being carried forward into the new plan and the provision of new strategic allocations. Strategic sites are important for the diversity in sources of supply. These sites often appeal to a different market to town centre and other urban sites providing flexibility and a range of housing products. However, with the number of sites and the important contribution they make towards the sources of supply, there is a need to ensure that ‘deliverability’ has been thoroughly assessed. NPPF Paragraph 69 requires that planning policies identify a supply of ‘specific, deliverable sites for five years following the intended date of adoption.’
- 4.18 As defined in the NPPF Glossary, to be considered ‘deliverable’, sites for housing should be available now, offer a suitable location for development now, and be achievable with a realistic prospect that housing will be delivered on the site within five years. A large proportion of the remaining capacity for the sites expected to be delivered in the plan period may not meet this definition – and may therefore not meet the requirements of NPPF Paragraph 69. This is particularly pertinent to large outline sites where permission could expire prior to the submission of reserved matters. A thorough assessment of the deliverability of sites should be undertaken to provide an update to the housing trajectory.
- 4.19 Understanding the contribution of different sized sites is important. The land to the south of Lower End Road, Wavendon provides an opportunity to allocate sites which will complement the existing and new strategic allocations, diversify the land supply, and provide flexibility in the event that allocated sites do not deliver at the rates expected during the plan period.
- 4.20 NPPF Paragraph 11 requires that, as a minimum, strategic policies provide for objectively assessed needs for housing and other uses, as well as any needs that cannot be met within neighbouring areas unless:
- The application of policies protecting areas or assets of particular importance provides a strong reason for restricting the overall scale, type or distribution of development in the plan area; or
  - Any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in the Framework as a whole.
- 4.21 Similarly, NPPF Paragraph 61 also requires that any needs that cannot be met within neighbouring areas should be taken into account in establishing the amount of housing to be planned for. As identified in Section 2, in revising the NPPF, the Government will require all areas to take a “cross-boundary strategic planning approach” in a bid to boost delivery of new homes.
- 4.22 Delivering the lower-range target of 53,245 dwellings over the plan period, as set out in draft Local Plan Policy GS2, will not address needs that cannot be met within neighbouring areas (such as Buckinghamshire and Bedford Borough, which are discussed in more detail below).
- 4.23 Whilst it is acknowledged that there are circumstances under which the needs of neighbouring areas do not need to be provided for, it is not considered that any of these apply to the sites that are the subject of these representations (or to Milton Keynes as a whole). None of the sites are protected

areas (and they do not comprise assets of particular importance) and no adverse impacts (that would significantly and demonstrably outweigh the benefits) are anticipated.

4.24 Although the examination of Bedford Borough’s Local Plan has been paused, Bedford Borough’s draft Policies Map allocates the land, upon which Universal Studios is understood to be seeking to deliver a theme park, for at least 4,000 homes (Policy HOU14 Kempston Hardwick New Settlement). Figures 3 and 4 below show the draft Local Plan’s allocation for housing and the red line boundary of the Universal site:



**Figure 3: Bedford Borough draft Local Plan (Figure 7) – Kempston Hardwick**



**Figure 4:** the red line of the Universal site (source: <https://universalukproject.co.uk/>)

- 4.25 If a proposal for a theme park is approved, it will be necessary for Bedford Borough to meet its housing need elsewhere within its administrative area or, if this is not possible, it will be required to look to neighbouring authorities to help meet this need (as required by NPPF Paragraph 11). Milton Keynes, with its ambitions for long-term growth, is an ideal location to accommodate unmet need from Bedford Borough.
- 4.26 In terms of the other neighbouring authority, Buckinghamshire, it is noted that the revisions to the standard method would increase Buckinghamshire’s housing need figure from 2,912 homes per year to 4,122 homes per year (an increase of 41.6%). Paragraph 2.11 of the NPPF Update report to Buckinghamshire Council’s Growth, Infrastructure and Housing Select Committee on 26<sup>th</sup> September 2024 confirms that over the time horizon of the Buckinghamshire Local Plan (2024-2045), this produces a total housing need of 86,562 dwellings. Taking into account the 25,650 homes which are already in the pipeline as a result of unimplemented planning permissions and existing local and neighbourhood plan site allocations, 60,912 homes will still need to be allocated through the Buckinghamshire Local Plan.
- 4.27 Although Buckinghamshire Council’s most recently published Annual Monitoring Report shows that in the annual monitoring year 2022 – 2023, 3,751 dwellings were delivered, the table published alongside the Government’s consultation on revisions to the standard method (‘outcome of the proposed revised method’) shows that the average annual net additions in Buckinghamshire between 2020/21 and 2022/23 comprised only 2,789 dwellings. Clearly it will not be possible to deliver the 4,122 homes per year that the Government’s revised standard method, if adopted, will require.

- 4.28 As previously mentioned, Milton Keynes, with its ambitions for long-term growth, is an ideal location to accommodate unmet need from Buckinghamshire. Delivering the ‘minimum’ housing requirement over the plan period – 53,245 dwellings – will not address needs that cannot be met within neighbouring areas. Even delivering the upper-range target (63,000 dwellings) – which is a buffer representing the ‘vision for the growth of the city’ – does not address needs that cannot be met within neighbouring areas.
- 4.29 There is no evidence base to confirm that the needs of neighbouring authorities have been considered in the preparation of the Plan. It is therefore considered that the ‘minimum’ housing requirement must be reviewed to take into account the unmet need of neighbouring areas, in accordance with NPPF Paragraph 11, and that the New City Plan should seek to allocate additional housing sites which can assist in meeting these needs.

**Question 7(a) – Policy GS6 Open Countryside**

***Do you agree with the draft policy?***

- 4.30 No

**Question 7(b) – Policy GS6 Open Countryside**

***Please say why you gave the answer to 7(a) above.***

- 4.31 Draft Local Plan Policy GS6 (Open Countryside) is modelled on NPPF Paragraph 84 (Paragraph 82 in the draft NPPF) – although it should be noted that NPPF Paragraph 84 seeks to restrict *isolated* homes in the countryside, not *all* homes. Draft Policy DS6 goes further than the NPPF in restricting development in the open countryside (and, indeed, the Green Belt) and is therefore out of step with both adopted and emerging national planning policy, as well as the Government’s clear intention to ‘significantly boost’ the supply of housing and prioritise brownfield land.
- 4.32 It is worth noting that, with reference to brownfield land, the WMS published alongside the draft NPPF states:
- “The first port of call for development should be brownfield land, and we are proposing some changes today to support more brownfield development: being explicit in policy that the default answer to brownfield development should be yes; expanding the current definition of brownfield land to include hardstanding and glasshouses...”*
- 4.33 In light of this, it is considered inappropriate and unnecessary for Draft Policy GS6 (criterion ‘d’) to restrict the redevelopment or reuse of brownfield land to *non-residential* brownfield land. In order to promote ‘an effective use of land in meeting the needs of homes and other uses’, NPPF Paragraph 123 requires strategic policies to set out a clear strategy for accommodating objectively assessed needs ‘in a way that makes as much use as possible of previously developed “brownfield” land’. Since draft Policy GS6 seeks to restrict the redevelopment of brownfield land to *non-residential* brownfield land, it is overly restrictive and does not accord with the NPPF (which seeks to make as much use as possible of *all* brownfield land – irrespective of its use class).

- 4.34 Although NPPF Paragraph 142 confirms that the Government attaches ‘great importance’ to Green Belts, the open countryside is not afforded the same level of protection. Despite this, Draft Policy GS6 is more restrictive of development in the open countryside than national policy is of development in the Green Belt. NPPF Paragraph 154 (draft NPPF Paragraph 151) states that the construction of new buildings in the Green Belt is inappropriate, but (subject to the impact on the openness of the Green Belt) exceptions to this are ‘limited infilling or the partial or complete redevelopment of previously developed land, whether redundant or in continuing use...’ The acceptability of redeveloping previously developed land or buildings in the Green Belt is not dependent on whether they are redundant or disused. By restricting redevelopment to redundant or disused buildings, draft Policy GS6 is overly restrictive and does not accord with the NPPF (which seeks to make as much use as possible of brownfield land – irrespective of whether it is redundant or disused).
- 4.35 Paragraph 2 of Draft Policy GS6, which introduces the concept of the impact of a proposal on the surrounding landscape, is also considered unnecessarily restrictive. Protection to the surrounding landscape is already addressed in draft Policy PFHP7(h), which requires that ‘important views and vistas from within the immediate area and wider surrounding area are protected, and the design of the proposal makes a positive contribution to the wider townscape, skyline and landscape’. It is therefore unnecessary for draft Policy GS6 to restrict proposals on the basis of their impact on the landscape.
- 4.36 Although it is assumed that not all the criteria listed under paragraph 2 of the draft policy (a-g) must be satisfied for a development proposal to be acceptable, for clarity, it would be helpful to state that ‘at least one’ of the criteria must be satisfied and delete ‘and’ after criterion f.

**Question 7(c) – Policy GS6 Open Countryside**

***Do you have any other comments or suggestions for this topic?***

- 4.37 No.

**Question 12(a) – Policy GS11 Principles for Extensions to the City**

***Do you agree with the draft policy?***

- 4.38 Yes.

**Question 12(b) – Policy GS11 Principles for Extensions to the City**

***Please say why you gave the answer to 12(a) above.***

- 4.39 In light of the comments above on cross boundary working, draft Policy GS11 (Principles for Extensions to the City), which sets out a series of cross-boundary principles for when, and if, development comes forward for an area on the edge of Milton Keynes is a sensible approach and is supported by JPDL. However given the importance of this, it is clear that this policy should be a priority and be considered sooner in the Plan making process.

**Question 16(a) – Policy GS15 East of Wavendon Strategic City Extension**

**Do you agree with the draft policy?**

4.40 No.

**Question 16(b) – Policy GS15 East of Wavendon Strategic City Extension**

**Please say why you gave the answer to 16(a) above**

4.41 Draft Local Plan Policy GS2 (Strategy for Homes) allocates 3,000 new homes in the East of Wavendon strategic City Extension (shown in green in Figure 5 below). Draft Local Plan Policy GS15 (East of Wavendon Strategic City Extension) sets out a series of criteria that development proposals in the East of Wavendon Strategic City Extension must meet.

4.42 Figure 5 below is an extract from the draft MK City Plan Policies Map. For reference, the indicative boundary for the land to the south of Lower End Road is outlined in red. The proposed 'Strategic City Extension' allocation is shown in green and the proposed 'Strategic Buffer' allocation is shown in brown. The Lower End Road site is designated Open Countryside.



**Figure 5:** Extract from MK City Plan draft Policies Map with promoted site outlined in red, Wavendon Landscape Buffer in brown and the East of Wavendon Strategic City Extension in green

4.43 In response to draft Policy GS15, the land allocated in the Wavendon Strategic City Extension does not appear to be of a sufficient size to accommodate 3,000 dwellings alongside the other policy requirements, including a 12 hectare District Park, a range of other community amenities, including open and play spaces, convenience and service retail units, and active travel and public transport stops and hubs as well as open space. There are, in addition, other constraints which could impact upon the final level of residential development which could be delivered on the allocation such as the requirement for an offset from the Grade II\* Wavendon House and its registered park and gardens. This is reflected in the SHLAA assessment table which suggests a capacity of 2,260 is available and achievable on the five main sites which make up the majority of the allocation.

- 4.44 In light of this, it is unclear why the Wavendon Strategic City Extension does not incorporate additional land to ensure the delivery of 3,000 homes in this part of Milton Keynes. With the exception of the Registered Park and Garden, the land to the north of the Wavendon Strategic City Extension (but south of Lower End Road) is not part of the Strategic Buffer proposed on the draft Policies Map and it does not serve any landscape, open countryside, or agriculture purposes. It is also directly adjacent to existing residential development (in the Strategic Land Allocation to the north) and could therefore connect to the existing infrastructure, services and facilities in Milton Keynes and make an important contribution to the early delivery of housing in the early plan period. If unallocated for development, it would become a limited gap – serving no clear purpose – in an otherwise built up area. The land to the south of Lower End Road in this strip of land to the north of the Wavendon Strategic City Extension (as shown on Figure 5 and discussed in more detail below) is an available, suitable and entirely deliverable site that could be included in the proposed ‘Strategic City Extension’ allocation to ensure the delivery of 3,000 homes in this part of Milton Keynes.
- 4.45 Furthermore, draft Policy GS15 states that commencement of residential development within the East of Wavendon Strategic City Extension will not be permitted to occur prior to 2038 – once the currently planned growth to the south and south-east of the city is substantially completed and the full effects on infrastructure are known (and can be factored into the planning of the East of Wavendon Strategic City Extension). This restriction will unnecessarily preclude earlier housing delivery and brings into question whether the allocation meets the NPPF’s definition of ‘deliverable’. The draft policy should be amended to allow flexibility if the relevant infrastructure is in place earlier than anticipated.

**Question 16(c) – Policy GS15 East of Wavendon Strategic City Extension**

***Do you have any other comments or suggestions for this topic?***

- 4.46 No.

**Allocation of land to the south of Lower End Road, Wavendon**

- 4.47 As detailed above, in the context of an increasing need for housing (both in Milton Keynes and its neighbouring areas), as well as the challenges of providing 3,000 dwellings in the proposed East of Wavendon Strategic City Extension and historic past delivery of strategic allocations, the land to the south of Lower End Road should be allocated for residential development in the New City Local Plan.
- 4.48 The site is promoted for a residential development of circa 90 dwellings, including open space comprising landscaping and drainage attenuation. A Sketch Masterplan has been prepared by IDP (see Figure 6 below, and Appendix 1) and indicatively shows:
- Capacity for approximately 90 residential dwellings;
  - Vehicular and pedestrian access from Lower End Road;
  - A potential link into the Strategic City Extension to the south of the site;

- Public Open Space comprising approximately 1.38 hectares in the south-west corner of the site (including land to deliver a biodiversity net gain and a SUDS balancing pond); and
- The retention and enhancement of existing boundary planting to create a landscape buffer along the site's boundaries (including a 10m buffer to the Registered Park and Garden).



**Figure 6:** Proposed Site Plan for land to the south of Lower End Road

4.49 Figure 7 below is a Wider Extract Plan and shows the site in the context of the Registered Park and Garden to the west and the Strategic City Extension to the south. The plan is enclosed at Appendix 1.



**Figure 7:** Wider Context Plan for land to the south of Lower End Road.

- 4.50 The Proposed Site Plan, showing the retention, enhancement and creation of landscape buffers along the site’s boundaries, demonstrates that development on the site can be delivered in a manner that respects the Registered Park and Garden, existing residential development nearby and the surrounding open countryside. A Note prepared by IDP, providing an overview of landscape and visual matters, is enclosed at Appendix 2. The Note concludes that there is potential for the site to be developed in a way that retains the existing landscape structure, and protects the character and setting of the Registered Park and Garden to the west.
- 4.51 Allocation of the site would deliver several social, economic and environmental benefits, therefore furthering the three key dimensions of planning in achieving sustainable development as defined in the National Planning Policy Framework (2023) as detailed below.

**Social benefits**

- Supporting the creation of a strong, sustainable, vibrant and healthy community by increasing the supply of housing of a type and tenure to meet the needs of the area including family homes and affordable housing (meeting Objectives 1, 4 and 9 of the draft New City Local Plan);
- Providing high quality energy efficient homes (meeting Objective 4 of the draft New City Local Plan);
- The proximity of the site to the redway network will provide opportunities for exercise and sustainable access (meeting Objectives 2 and 3 of the draft New City Local Plan) – a connection into the Milton Keynes redway network is located approximately 120m from the site; and

- Provision of public open space as part of the scheme will provide attractive and accessible local greenspace for the development and wider community (meeting Objectives 1, 2 of the draft New City Local Plan).

#### ***Economic Benefits***

- Assisting in building a strong, responsive and competitive economy by providing a suitable site in an appropriate location to support housing growth (meeting Objective 11 of the draft New City Local Plan);
- The additional residents generated by a development on the site will result in increased demand for local goods and services which will enable sustained use of local shops and services, increasing their viability and bringing a boost to the local economy; and
- Potential to deliver new job opportunities during the construction phase.

#### ***Environmental Benefits***

- Retention and enhancement of existing hedges and trees and provision of additional open space to provide ecological enhancements and significant gains in biodiversity (meeting Objectives 7 and 8 of draft New City Local Plan).

#### ***Deliverability***

4.52 Paragraph 69 of the NPPF requires local planning authorities to have a clear understanding of the land available in their area to identify a sufficient supply and mix of housing sites. From this, planning policies should identify a sufficient supply and mix of sites, taking into account their availability, suitability and likely economic viability. Paragraph 70 states that small and medium sized sites can make an important contribution to meeting the housing requirement of an area, and are often built-out relatively quickly.

4.53 As defined in the NPPF glossary, to be considered ‘deliverable’, sites for housing should be available now, offer a suitable location for development now, and be achievable with a realistic prospect that housing will be delivered on the site within five years.

4.54 The subsequent paragraphs of this Statement demonstrate that the site is available, suitable and achievable for housing, and is therefore deliverable. Accordingly, the site should be allocated for housing in the new Local Plan.

#### ***Availability***

4.55 The site is available immediately and, due to its location on the edge of existing residential development (in the Strategic Land Allocation to the north), could benefit from existing infrastructure and thus be delivered early on in the plan period.

4.56 The landowner, JPDL is fully supportive of this submission and the development of the site in the short term and within the early plan period.

- 4.57 There are no known legal or ownership issues or covenants and no technical constraints which would prevent the site from being developed for housing upon receipt of requisite consents and no reasons which would cause delays or render the site unavailable.

**Suitability**

- 4.58 Whilst the site is designated as open countryside, it is directly adjacent to existing residential development to the north. Due to the proximity of the site (and its ability to connect) to the existing infrastructure, services and facilities in Milton Keynes (delivered as part of the Strategic Land Allocation), the site is ideally located to make an important contribution to the early delivery of housing in the early plan period.
- 4.59 The site is not part of the Strategic Buffer proposed on the draft Policies Map and it does not serve any landscape, open countryside, or agriculture purposes. If unallocated for development, it would become a limited gap – serving no clear purpose – in an otherwise built up area. To this end, it is unclear why the land to the south of Lower End Road (and, indeed, a large part of the land to the south of Lower End Road – with the notable exception of the Registered Park and Garden) is not included in the proposed ‘Strategic City Extension’ allocation.
- 4.60 Although the site is not subject to any specific landscape designations, it is covered by a group Tree Preservation Order. The majority of the trees are located along the site’s boundaries and it is anticipated that the majority of existing trees and hedgerows would be retained and enhanced in order to limit the impact of any development on the surrounding landscape. A comprehensive landscape scheme and Biodiversity Net Gain Assessment would be submitted as part of any future planning application, ensuring that the impact on any trees and hedgerows (and visual impact on the open countryside to the east) is fully mitigated.
- 4.61 The site is not located in a Conservation Area and there are no statutorily or locally listed buildings on the site. Although there is a Grade II listed building adjacent to the site’s eastern boundary, there are existing trees along the site’s eastern boundary that would filter views of the proposed development. Nevertheless, it is expected that a comprehensive landscape scheme, enhancing the landscaping along the site’s boundaries, would be submitted as part of any future planning application, ensuring that the impact on any heritage assets is mitigated.
- 4.62 The site is located in Flood Zone 1 and there are considered to be no environmental constraints that would render it unsuitable for residential development.

**Achievable**

- 4.63 The landowner, JPDL, is fully supportive of the development of the site in the short term and within the early plan period and is fully committed to delivering the site in a prompt and timely manner to make a valuable contribution to housing land supply in the early part of the plan period. The size of the site is such that it has the ability to start contributing towards housing supply within a shorter time period when compared to larger strategic sites.
- 4.64 An evaluation of the technical and environmental constraints that could prevent or restrict the development of the land has been undertaken. This work has identified that there are no overriding constraints that will impede the achievability of development on the site.

**Viable**

4.65 Whilst a Viability Assessment has not been undertaken, a scheme of the nature proposed is considered to be viable taking into consideration likely Section 106 payments, policy requirements and infrastructure costs. There are not expected to be any abnormal site costs associated with a development on the site.

**Call for Sites and response to Strategic Housing Land Availability Assessment (SHLAA) – land to the south of Lower End Road**

4.66 The site was promoted for an allocation in response to the Call for Sites consultation for Plan:MK. This report comprises representations to the MK City Plan 2050 and is a response to the Call for Sites for the emerging Local Plan.

4.67 Although the site has not been assessed in the Strategic Housing Land Availability Assessment (SHLAA) (July 2024), it is noted from officers' comments on other nearby sites to the south of Lower End Road (particularly site references 110534, 110537 and 100542) that the LPA considers accesses off Lower End Road to be unsuitable.

4.68 It is unclear why the LPA considers vehicular access onto Lower End Road to be unacceptable. In November 2018, an application for 14 dwellings accessed from Lower End Road was approved (reference 17/03224/FUL). Although paragraph 5.17 of the Committee Report acknowledges that the Highway Engineer had raised concerns regarding vehicle access and the increase of vehicles on Lower End Road, paragraph 5.21 of the Committee Report states that 'a balance must be struck regarding the highway concerns and the provision of further housing on this application site. It is considered that the proposed development is of a level that can be safely accommodated with regard to highway safety and does not result in the 'severe' cumulative transport impacts that justify refusal under paragraph 32 of the NPPF' [now Paragraph 115].

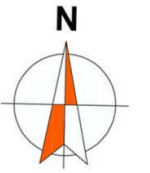
4.69 It is acknowledged that one of the LPA's reasons for refusal of a historic planning application on land to the east of the Lower End Road site that is the subject of these representations (reference 17/00099/FUL) related to its access onto Lower End Road (the decision notice states that 'the application submission fails to demonstrate that adequate visibility can be achieved without a significant loss of landscape'). However, the appeal decision associated with that application (reference APP/Y0435/W/17/3179181) concludes that, following the removal of some planting around the site's access, 'there appears to be a good – or at least a reasonable – prospect of adequate visibility at the site access being secured with, at the most, limited additional removal of foliage...on this basis the proposed development would not conflict with Policy D1 (vi) (inadequate access) of the Local Plan.' The Council is also reported to have revised its position on the matter of access – paragraph 9 of the appeal decision reports that 'with some minor additional cutting of the landscaping in both directions – it would appear that the visibility could be made acceptable in highway terms'.

4.70 In light of the recent permission (17/03224/FUL) granting access for new residential development off Lower End Road, as well as the Inspector's conclusions and the LPA's revised position regarding the acceptability of a further access onto Lower End Road, it is considered that a suitable access to the site from Lower End Road *can* be achieved.

## **5 Conclusion**

- 5.1 These representations have been prepared by Smith Jenkins Planning & Heritage to the current MK City Plan 2050 Regulation 18 Plan on behalf of JPDL in respect of land to the south of Lower End Road (east of the Registered Park and Garden), Wavendon, Milton Keynes.
- 5.2 Given the location of the site, immediately adjacent to existing residential development in the Strategic Land Allocation, JPDL is seeking its inclusion in the emerging MK City Plan as a new allocation for residential development.
- 5.3 This Statement demonstrates that the site is an available, suitable, achievable and therefore entirely deliverable option for residential development with no physical, legal or environmental constraints which would prevent it being delivered early in the new Local Plan period to make a notable contribution towards the need for market and affordable housing and the delivery of sustainable development.
- 5.4 We would welcome the opportunity to discuss the site with officers as the preparation of the new Local Plan progresses.

## Appendix 1



LA6035 Wavendon House Drive MK  
SKETCH MASTERPLAN



LA6035 Land south of Lower End Road, Milton Keynes  
SK01: Wider Context Plan

## Appendix 2



## PROJECT NOTE –WAVENDON HOUSE

- 1.1. IDP Landscape Ltd are appointed by the landowners agent Smith Jenkins planning to provide an overview of the landscape and visual matters regarding the promotion of land for proposed residential development off Lower End Road, Wavendon. The site is located to the south of the MK Eastern Expansion Area which is largely complete and creates a significant housing area which has an urbanising effect on the locality and on Lower End Road. To the south there are 3000 homes planned as part of the East of Wavendon Strategic City Extension, as well as a new rapid transport route (MRT line) and connections to Cranfield Road to the east. To the east of the site the small fields are proposed for housing which will infill these parcels with further housing (refer to SK00 Wider Context Plan).
- 1.2. The site for promotion lies between the proposed housing site to the east and Wavendon House registered park and garden to the west. The site consists of a single field of rough grassland set behind a line of trees that screen views into the site from Lower End Road. Access is currently through a field gate to the northeast corner of the field, adjacent to the Grade II listed lodge. The eastern boundary of the site is screened by trees and hedgerow and provides a strong barrier to Lower End and properties off Crow Lane. The southern boundary is more open and borders a small sewage works and its access track. The western boundary is also open and defined by a post and rail fence, beyond which are grazing fields extending across to Wavendon House Drive.
- 1.3. Wavendon House is a Grade II\* listed building dating back to 17<sup>th</sup> Century and surrounded by a walled garden, parkland grounds and lake laid out in 18<sup>th</sup> Century, protected as a registered park and garden. The open fields to the eastern side of the designation provide a buffer to the main heritage asset. Further south is a golf course with mature tree structure and blocks of woodland. Some areas of infill development have occurred in



Lower End accessed from Cranfield Road, with a number of older houses (Chimney Cottage Grade II listed) pepper potted with more modern houses that make up the character of this small cluster of housing. The A421 and M1 road corridors lie further to the east and have a major urbanising effect on the landscape and the edge of the city boundaries.

- 1.4. Taking into account the site and setting in the wider context of the major urban extensions to the north and the planned strategic city extension to the south of a further 3000 homes, there is an evolving urban landscape that surrounds the site. Infill development to the east along Lower End Road will also create a more urban character to the street scene, and the development of the site would follow this logic, providing a suitable site for new housing whilst avoiding the registered parkland to the west.

### **Development Opportunity**

- 1.5. The site provides a development opportunity for new housing which would extend the development parcels from the east along Lower End Road. The northern part of the Site could be set back from Lower End Road and retain the existing mature trees as a street frontage and provide an instant character to the entrance into the site. The single access would lead into a relatively compact development of around 90 dwellings at a density of 35dph with a central space around the junction and feature block within the development parcel. The net developable area would occupy 65% of the site area, with the remaining 35% as open space and landscape buffers. SK02 sets out the parameters of the site, with SK03 providing an illustrative sketch masterplan of how the proposal could come forwards.
- 1.6. Wavendon House lies to the west beyond fields and a strong landscape structure and would become surrounded by urban development to the north and east, and the strategic extension to the west and south. The site whilst it remains open does not have a strong





relationship with the adjacent designation and there are no public footpaths that link the site to the wider area. Therefore, the setting of Wavendon House is likely to remain unaffected. The site is unremarkable and is not constrained by landscape protection or any particular ecological value.

- 1.7. The enhanced landscape structure could introduce new tree belts particularly to the western boundary to provide a buffer to the RPG. The main area of public open space is logically located to the southwest in the lower part of the site, where the water attenuation basin could be located and landscaped to provide biodiversity enhancements and amenity space for residents. There is the potential for this site to connect with the wider City extension to the south and therefore pedestrian/ cycle provision and permeability could be achieved.
  
- 1.8. As illustrated on plan SK03, there is the potential for the site to be developed in such a way that provides 90 new houses, retains the existing landscape structure, and protects the character and setting of Wavendon House registered park and garden.

KEVIN CHARLSLEY  
 BA (Hons) Dip LA CMLI

-  ARCHITECTURE
-  LANDSCAPE & ENVIRONMENT
-  URBAN DESIGN & MASTERPLANNING

## APPENDICES

SK01: Wider Context Plan

SK02: Site Development Opportunities

SK03: Sketch Masterplan

**Name of the Local Plan to which this representation relates:**

Milton Keynes City Plan 2050

Please return by **5.30pm on Monday 22<sup>nd</sup> December 2025** to Development Plans, Milton Keynes City Council, Civic, 1 Saxon Gate East, Milton Keynes MK9 3EJ, or via email at [ncp.engagement@milton-keynes.gov.uk](mailto:ncp.engagement@milton-keynes.gov.uk)

This form has two parts –

**Part A** – Personal Details: need only be completed once.

**Part B** – Your representation(s). Please fill in a separate sheet for each representation you wish to make.

**Part A**

**1. Personal Details\***

**2. Agent's Details (if applicable)**

*\*If an agent is appointed, please complete only the Title, Name and Organisation (if applicable)*

*boxes below but complete the full contact details of the agent in 2.*

Title

Mrs

First Name

Rebecca

Last Name

Doull

Job Title  
(where relevant)

Associate

Organisation  
(where relevant)

Jardines Property  
Developments Ltd

Smith Jenkins Planning &  
Heritage

E-mail Address

Address Line 1

Line 2

Line 3

Line 4

Post Code

Telephone Number



**Part B – Please use a separate sheet for each representation**

Name or Organisation:

**3. To which part of the Local Plan does this representation relate? – General comments**

Paragraph  Policy  Policies Map

**4. Do you consider the Local Plan is: (Please tick as appropriate)**

4.(1) Legally compliant	Yes	<input type="checkbox"/>	No	<input type="checkbox"/>
4.(2) Sound	Yes	<input type="checkbox"/>	No	<input checked="" type="checkbox"/>
4.(3) Complies with the Duty to co-operate	Yes	<input type="checkbox"/>	No	<input type="checkbox"/>

5. Please give details of why you consider the Local Plan is not legally compliant or is unsound or fails to comply with the duty to co-operate. Please be as precise as possible. If you wish to support the legal compliance or soundness of the Local Plan or its compliance with the duty to co-operate, please also use this box to set out your comments.

The restriction on the commencement of development until after 2038 is not justified or supported by sufficient evidence. Reasonable alternatives (and the slow pace of delivery in previous Plan:MK allocations such as South East Milton Keynes) have not been taken into account.

Figure 2 shows the site as a 'Residential Area' instead of a 'new District Park & Landscaped setting for Heritage Assets.' There is no evidence to suggest that an increased District Park (or such a large buffer to the Registered Park and Garden) is required in this location. Furthermore, residential development on this site, which is independently accessible from Lower End Road, is a more efficient use of the land and could be delivered early on in the plan period. Residential development on the site will make a meaningful contribution to the sense

of security and safety for users of the new proposed leisure route, lending natural surveillance to a leisure route that would otherwise cross an isolated expanse of parkland. The designation of the site as 'new District Park & Landscaped setting for Heritage Assets' is not 'justified' and does not meet the tests of 'soundness' set out in NPPF Paragraph 36.

The draft policy does not make any reference to land equalisation, which is necessary in order to ensure that the allocation is deliverable. Policy GS15 is therefore not 'effective', in accordance with NPPF Paragraph 36.

Please refer to accompanying Statement for full details.

(Continue on a separate sheet /expand box if necessary)

6. Please set out the modification(s) you consider necessary to make the Local Plan legally compliant and sound, in respect of any legal compliance or soundness matters you have identified at 5 above. (Please note that non-compliance with the duty to co-operate is incapable of modification at examination). You will need to say why each modification will make the Local Plan legally compliant or sound. It will be helpful if you are able to put forward your suggested revised wording of any policy or text. Please be as precise as possible.

In order for the Local Plan to meet the tests of 'soundness', in accordance with NPPF Paragraph 36, JPDL request that the following changes are made to draft Policy GS15:

- Removal of the restriction on the commencement of development until after 2038. This restriction is not justified or supported by sufficient evidence. Reasonable alternatives (and the slow pace of delivery in previous Plan:MK allocations such as South East Milton Keynes) have not been taken into account. If the restriction remains in place, draft Policy GS15 is not 'justified' and does not meet the tests of 'soundness' set out in NPPF Paragraph 36.
- Amendment to Figure 2 in the Regulation 19 Local Plan to show the site as a 'Residential Area' instead of a 'new District Park & Landscaped setting for Heritage Assets.' There is no evidence to suggest that an increased District Park (or such a large buffer to the Registered Park and Garden) is required in this location. Furthermore, residential development on this site, which is independently accessible from Lower End Road, is a more efficient use of the land and could be delivered early on in the plan period. Residential development on the site will make a meaningful contribution to the sense of security and safety for users of the new proposed leisure route, lending natural surveillance to a leisure route that would otherwise cross an isolated expanse of parkland. Without this amendment, draft Policy GS15 is not 'justified' and does not meet the tests of 'soundness' set out in NPPF Paragraph 36.
- Addition of a reference to the principle of land equalisation in Policy GS15. The following additional wording is suggested: "all development proposals should enter

into an Overarching Framework Agreement and allocation-wide Infrastructure Delivery Plan, in accordance with Policy INF2". This amendment will ensure that the East of Wavendon allocation is deliverable and that Policy GS15 is 'effective', in accordance with NPPF Paragraph 36.

Please refer to accompanying Statement for full details.

(Continue on a separate sheet /expand box if necessary)

**Please note** your representation should cover succinctly all the evidence and supporting information necessary to support/justify your representation and your suggested modification(s). You should not assume that you will have a further opportunity to make submissions.

**After this stage, further submissions will be only at the request of the Inspector, based on the matters and issues he or she identifies for examination.**

7. If your representation is seeking a modification to the plan, do you consider it necessary to participate in examination hearing session(s)?

**No**, I do not wish to participate in hearing session(s)

**Yes**, I wish to participate in hearing session(s)

8. If you wish to participate in the hearing session(s), please outline why you consider this to be necessary:

The matters under Examination directly affect my client's interests and the soundness of the Local Plan. Participation in the hearings will allow me to explain my representations in person, respond to questions from the Inspector and clarify technical or site-specific issues that cannot be fully addressed through written submissions alone. Engaging in the Examination process will assist the Inspector in understanding the practical implications of the Plan's policies and evidence base, help resolve any points of disagreement, and contribute to a robust and effective Examination of the Local Plan.

***Please note** the Inspector will determine the most appropriate procedure to hear those who have indicated that they wish to participate in hearing session(s). You may be asked to confirm your wish to participate when the Inspector has identified the matters and issues for examination.*

### **Sharing your personal details**

Please be aware that, due to the process of having an Independent Examination, a name and means of contact is required for your representation to be considered. Respondent details and representations will be forwarded to the Inspector carrying out the examination of the Local Plan after the Proposed Submission period has ended. This data will be managed by a Programme Officer who acts as the point of contact between the Council and the Inspector and respondents and the Inspector.

For more information on how we use your data – please see our privacy notice by using the following link: <https://www.milton-keynes.gov.uk/milton-keynes-council/privacy-notice/milton-keynes-city-council-corporate-privacy-notice>

**Representations cannot be treated as confidential and will be published on our website alongside your name.** *If you are responding as an individual rather than a company or organisation, we will not publish your contact details (email / postal address and telephone numbers) or signatures online.*