

2016 – 2031

Pre-Submission Plan



Ouse Valley Park, Wolverton Viaduct

PUBLISHED BY

Haversham-cum-Little Linford Parish Council for
Pre-Submission consultation under the Neighbourhood
Planning (General) Regulations 2012 (as amended).

FEBRUARY 2022

GUIDE TO READING THIS PLAN

Of necessity, this Neighbourhood Plan is a detailed technical document. The purpose of this page is to explain the structure and help you find your way around the plan.

1. INTRODUCTION & BACKGROUND

This section explains the background to this Neighbourhood Plan and how you can take part in and respond to the consultation.

2. THE NEIGHBOURHOOD AREA

This section details many of the features of the designated area.

3. PLANNING POLICY CONTEXT

This rather technical section relates this Plan to the National Planning Policy Framework and the planning policies of Milton Keynes Council.

4. COMMUNITY VIEWS ON PLANNING ISSUES

This section explains the community involvement that has taken place.

5. VISION, OBJECTIVES & LAND USE POLICIES

This key section firstly provides a statement on the Neighbourhood Plan Vision and Objectives. It then details Policies which are proposed to address the issues outlined in the Foreword and in Section 4. These Policies are listed in Table 1. There are also Policy Maps at the back of the plan. The plan is also supported by other documents that can be found in the evidence base published alongside the plan on the Parish Council's website [here](#).

6. IMPLEMENTATION

This section explains how the Plan will be implemented and future development guided and managed. It suggests projects which might be supported by the Community Infrastructure Levy which the Parish Council will have some influence over. Finally, it deals with a number of issues which although relevant are outside the scope of a Neighbourhood Plan.

GLOSSARY

AFFORDABLE HOMES

Housing for sale or rent, for those whose needs are not met by the market (including housing that provides a subsidised route to home ownership and/or is for essential local workers). Annex 2 of the National Planning Policy Framework defines the different types of Affordable Homes ([Link](#)).

AMENITY

A positive element or elements that contribute to the overall character or enjoyment of an area. For example, open land, trees, historic buildings and the inter-relationship between them, or less tangible factors such as tranquillity.

AREA OF ATTRACTIVE LANDSCAPE (AAL)

A local (Buckinghamshire) landscape designation that recognises the particular characteristics of certain parts of the open countryside. A well-established and valued approach to protecting/guiding change in areas of particular landscape importance.

AREA OF SPECIAL CHARACTER

Important areas that fail to meet the criteria for designating conservation areas. Used to identify areas based upon their architectural or townscape merits, including locally important landscapes and archaeology.

BIODIVERSITY

Biodiversity is the term used to describe the whole variety of life on Earth. It includes not only all species of plants and animals, but also the complex ecosystems they live within. It ranges from species and habitats which are considered commonplace to those considered critically endangered.

COMMUNITY INFRASTRUCTURE LEVY (CIL)

A levy allowing local authorities to raise funds from owners or developers of land undertaking new building projects in their area.

CONSERVATION AREAS

Areas designated by the Local Planning Authority under the Planning (Listed Buildings and Conservation Areas) Act 1990 Section 69 as being of special architectural or historic interest, the character of which it is desirable to preserve and enhance.

DENSITY

In the case of residential development, a measurement of either the number of habitable rooms per hectare or the number of dwellings per hectare.

DESIGNATED HERITAGE ASSETS

Parts of the historic environment which have been designated because of their historic, archaeological, architectural or artistic interest.

DEVELOPMENT

Development is defined under the 1990 Town and Country Planning Act as 'the carrying out of building, engineering, mining or other operation in, on, over or under land, or the making of any material change in the use of any building or other land'.

EVIDENCE BASE

The information and data gathered by local authorities to inform and support the policy approaches to be set out in Local Development Documents, including physical, economic, and social characteristics of an area. This Neighbourhood Plan has its own evidence base which is published alongside the plan ([Link](#)).

FLOODPLAIN

Generally low-lying areas adjacent to a watercourse, tidal lengths of a river or the sea, where water flows in times of flood or would flow but for the presence of flood defences.

GREEN BELT

A designation for land around certain cities and large built-up areas, which aims to keep the land permanently open or largely undeveloped. The purpose of the green belt is to check the unrestricted sprawl of large, built-up areas, prevent neighbouring towns from merging, safeguard the countryside from encroachment, preserve the setting and special character of historic towns and assist urban regeneration by encouraging the recycling of derelict and other urban land. Whilst there is no Green Belt in the Parish, there are Local Green Space designations which gives these areas protection consistent with that in respect of Green Belt.

GREEN AND BLUE INFRASTRUCTURE

A strategically planned and delivered network of high-quality green spaces and other environmental features. It should be designed and managed as a multifunctional resource capable of delivering a wide range of environmental and quality of life benefits for local communities. Green and blue infrastructure includes parks, open spaces, playing fields, woodlands, allotments, private gardens, rivers, streams, other water bodies and land of biodiversity value.

HABITATS REGULATIONS ASSESSMENT

A Habitats Regulations Assessment (HRA) tests the impact of a proposal on nature conservation sites of European importance and is a requirement for land use plans and projects. This Neighbourhood Plan does not need to prepare an HRA, because the designated Neighbourhood Area does not include, or is in close proximity to, any Natura 2000 sites.

HAVERSHAM-CUM-LITTLE LINFORD PARISH COUNCIL (HcLL)

The Qualifying Body producing this Neighbourhood Plan.

LANDSCAPE CHARACTER

The distinct and recognisable pattern of elements that occur consistently in a particular type of landscape. It reflects particular combinations of geology, landform, soils, vegetation, land use and human settlement.

LISTED BUILDING

A building of special architectural or historic interest. Listed buildings are graded I, II* or II. Listing includes the interior as well as the exterior of the building, and any buildings or permanent structures (e.g. wells within its curtilage). Historic England is responsible for designating buildings for listing in England.

MILTON KEYNES COUNCIL (MKC)

The planning authority for this Neighbourhood Plan.

NATIONAL PLANNING POLICY FRAMEWORK (NPPF)

Issued by central government setting out its planning policies for England and how these are expected to be applied. It sets out the Government's requirements for the planning system only to the extent that it is relevant, proportionate and necessary to do so. It provides a framework within which local people and their accountable councils can produce their own distinctive local and neighbourhood plans, which reflect the needs and priorities of their communities.

NEIGHBOURHOOD PLAN

A plan prepared by a Parish Council under the provisions of the Localism Act 2011 and of the Neighbourhood Planning (General) Regulations 2019 (as amended).

NON-DESIGNATED HERITAGE ASSETS

Buildings, monuments, sites, places, areas or landscapes identified as having a degree of significance meriting consideration in planning decisions because of their heritage interest but which do not meet the criteria for designated heritage assets (as defined in Annex 2 of the NPPF).

PASSIVHAUS

A leading international design standard, slashing energy use from buildings and delivering high standards of comfort and health ([Link](#)).

PLAN:MK

The plan for the future development of the Milton Keynes Borough.

PRE-SUBMISSION PLAN

This document is the Pre-Submission Plan, a first draft of the Neighbourhood Plan, prepared for the first formal consultation guided by Regulation 14 of the Neighbourhood Planning (General) Regulations 2012 (as amended).

QUALIFYING BODY

A parish council (or in a non-parished area a designated neighbourhood forum) proposing a Neighbourhood Plan.

STRATEGIC ENVIRONMENTAL ASSESSMENT (SEA)

A system of incorporating environmental considerations into policies, plans and programmes. This Neighbourhood Plan does not have the potential for significant environmental effects and therefore no strategic environmental assessment is necessary. A document will be provided at the Submission stage of the Neighbourhood Plan process, called a Basic Conditions Statement, which will set out how the Neighbourhood Plan contributes to achieving sustainable development.

STEERING GROUP (SG)

A group made up of Haversham-cum-Little Linford Parish Councillors and other residents to investigate the issues covered by the proposed Neighbourhood Plan and advise the Parish Council accordingly.

SUPPLEMENTARY PLANNING DOCUMENTS (SPD)

A Supplementary Planning Document is a Local Development Document that may cover a range of issues, thematic or site specific, and provides further detail of policies and proposals in a 'parent' Development Plan Document.

FOREWORD

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FOREWORD

Haversham-cum-Little Linford is a small, rural parish within the Borough of Milton Keynes, separated from urban Milton Keynes by the River Great Ouse and situated some 5 miles (8kms) to the north of central Milton Keynes. The parish has three distinct areas of population, Little Linford, Old Haversham and New Haversham.

Neighbourhood planning was introduced through the Localism Act of 2011 to ensure that local communities are involved in the planning decisions that affect them.

As is legally required, this Neighbourhood Plan complies with national and Milton Keynes Planning Policies. Once the plan has been examined by an independent planning inspector and accepted by parish referendum, it will become part of the Development Plan for Milton Keynes, Plan:MK. The policies contained within it will be used by Milton Keynes Council to determine planning applications within our parish and should offer protection against speculative planning applications in the parish.

The Haversham-cum-Little Linford Neighbourhood Plan has been developed to define how the community wants the parish to evolve over the next ten years. Key issues such as housing development, building design, important buildings and community facilities to be protected as well as biodiversity and the green and blue infrastructure of the parish have been researched and examined as the plan has been put together.

Importantly, the Steering Group have worked hard to gauge the feelings and aspirations of residents, even with the challenges of the pandemic, with in-person and online meetings, questionnaires, a housing needs survey and a consultation document, in addition to all the statutorily required consultation.

While it is recognised that there is unlikely to be full agreement on all aspects of any Neighbourhood Plan, what has been developed by the Steering Group meets the stated aspirations of the majority of residents, supporting a small amount of housing development to enable downsizing and provide affordable housing, while most importantly protecting the rural character of the parish and the things that are precious to us all.

The preparation of this Neighbourhood Plan has been undertaken by volunteers on behalf of the Parish Council. Advice and much needed technical support has been provided by Neighbourhood Planning Consultants, O'Neil Homer who have been largely funded by government grant. I would like to extend my thanks to the Steering Group who have given up a great many hours of their time to work on this Neighbourhood Plan, and to our consultants, Leani Haim and Neil Homer for their patience, encouragement and expertise.

Pam Williams

Chair – Haversham-cum-Little Linford Parish Council

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1. INTRODUCTION & BACKGROUND

1.1. Haversham-cum-Little Linford Parish Council has prepared a Neighbourhood Plan for the area designated by the local planning authority, Milton Keynes Council (MKC), on 8 February 2017. The area coincides with the parish boundary (see Plan A on page 4) and includes the settlements of New Haversham, Old Haversham, and Little Linford. The plan is being prepared in accordance with the Neighbourhood Planning (General) Regulations of 2012 (as amended).

1.2. The purpose of the Neighbourhood Plan is to set out a series of planning policies that will be used to determine planning applications in the area in the period to March 2031. The Plan will form part of the development plan for the Borough of Milton Keynes, alongside the adopted Plan:MK, which has the same plan period. A Local Plan Review, which will replace Plan:MK, is currently in the early stages of preparation¹.

1.3. Neighbourhood Plans provide local communities with the chance to manage the quality of development of their areas. Once approved at a referendum, the Plan becomes part of the Council's statutory development plan and will carry significant weight in how planning applications are decided in the neighbourhood area. Plans must therefore contain only land use planning policies that can be used for this purpose. This often means that there are important issues of interest to the local community that cannot be addressed in a Plan if they are not directly related to planning. Although there is scope for the local community to decide on its planning policies, Neighbourhood Plans must meet all of the relevant basic conditions. In essence, these are:

- Does the plan have regard to national planning policy?
- Is the Plan in general conformity with strategic planning policy?
- Does the plan promote the principles of sustainable development?
- Has the process of making the plan met the requirements of European law?

1.4. In addition, the Parish Council will need to demonstrate to an independent examiner that it has successfully engaged with the local community and stakeholders in preparing the Plan. If the examiner is satisfied that it has, and considers the Plan meets the above conditions, then the Plan will go to a referendum of the local electorate. If a simple majority (over 50%) of the turnout votes in favour of the Plan, then it becomes adopted as formal planning policy for the neighbourhood area.

THE 'PLANNING FOR THE FUTURE' AND ENERGY WHITE PAPERS

1.5. In August 2020 the Government published for consultation its White Paper, 'Planning for the Future'², which proposes to make significant changes to both the development plan and management system. It indicates that there is a future for neighbourhood planning in

¹ [Milton Keynes Council Local Development Scheme 2021 – 2024](#)

² <https://www.gov.uk/government/consultations/planning-for-the-future>

that system, but the precise role that plans will play is not yet clear. It remains unknown when the new system might be in place.

1.6. However, the new system will still require local communities to engage in shaping how their settlements will develop and in ensuring their heritage and landscapes are given proper protection. It will also enable communities to define local design standards. This Neighbourhood Plan contains proposals in all of these respects. It may be that how those proposals are implemented may change and this will be taken into account in its final version for examination.

1.7. In December 2020 the Government also published for consultation its Energy White Paper, 'Powering our net zero future'³. This reiterated the commitment in the Planning White Paper to facilitate "ambitious improvements in the energy efficiency standards for buildings" to deliver 'zero carbon ready' homes in line with the Planning White Paper proposal 18.

THE PRE-SUBMISSION PLAN

1.8. This is the opportunity for the Parish Council to formally consult on the proposed vision, objectives and policies of the Draft Neighbourhood Plan (this Pre-Submission Plan). The Parish Council has reviewed the relevant national and local planning policies and assessed how they affect this area. It has also gathered its own evidence and its reports are published separately in the evidence base on the Parish Council's website [here](#).

STRATEGIC ENVIRONMENTAL ASSESSMENT & THE HABITATS REGULATIONS

1.9. MKC determined a Strategic Environmental Assessment (SEA) was necessary in accordance with the Environmental Assessment of Plans & Programmes Regulations 2004 (as amended). The draft SEA has been undertaken and is included in the evidence base for this Neighbourhood Plan.

1.10. MKC also confirmed that the designated Neighbourhood Area does not include, or is in close proximity to, any Natura 2000 sites and so no habitats regulations assessment would be required as per the Conservation of Habitats and Species Regulations 2017 (as amended).

³ <https://www.gov.uk/government/publications/energy-white-paper-powering-our-net-zero-future>

THE NEXT STEPS

1.11. Once this consultation is complete, the Parish Council will review the comments made, assess where amendments are required, and prepare a final version of the Plan. This will be submitted to MKC for a further consultation and to arrange for its examination by an independent examiner and subsequent referendum, if the examiner is satisfied that the draft plan meets the basic conditions.

THIS CONSULTATION

1.12. If you have comments to make on this plan, please do so by Friday 22 April 2022 at the latest in the following ways:

By post:

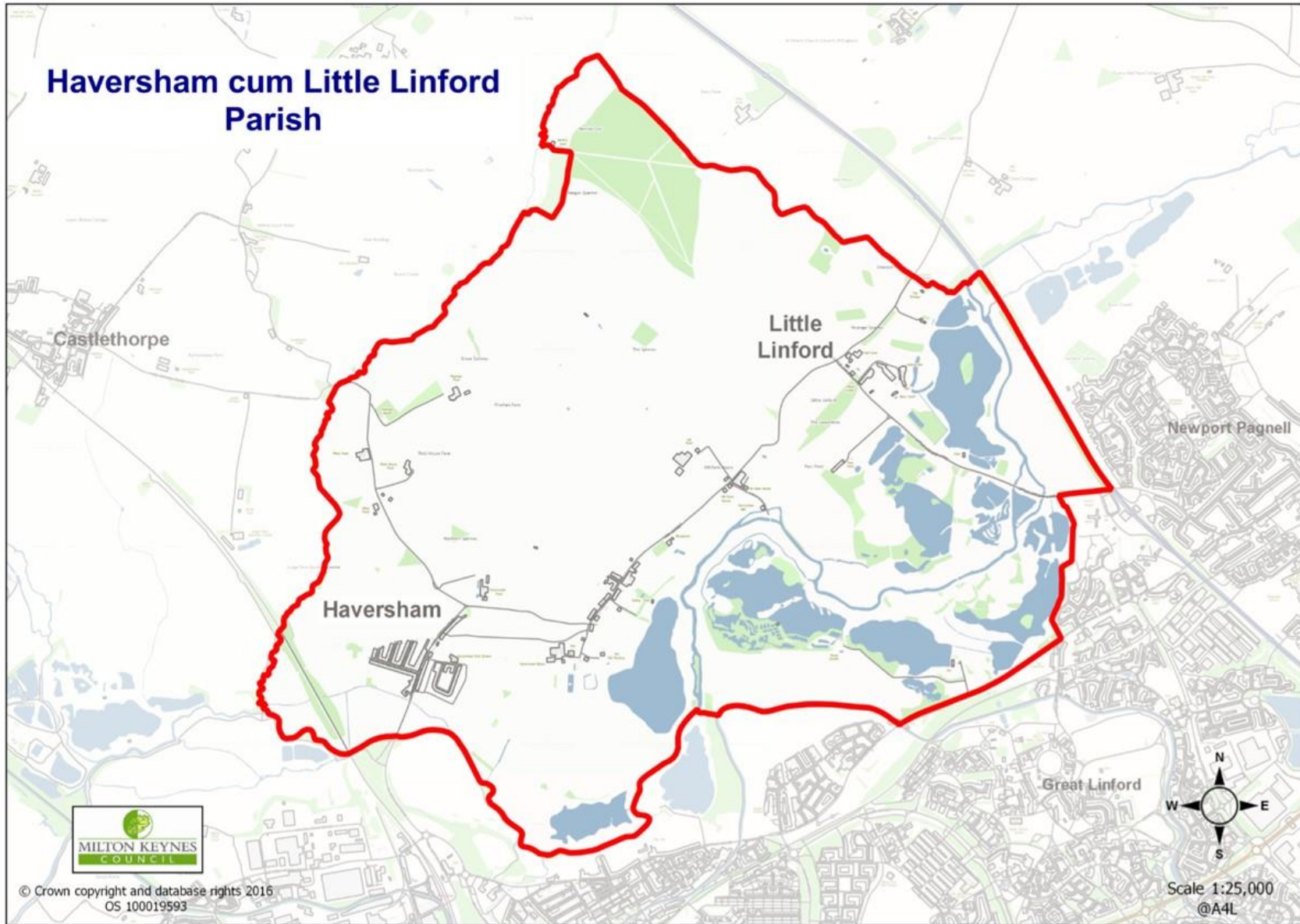
Haversham-cum-Little Linford Neighbourhood Plan, Frost Cottage, 16 High Street,
Haversham, MK19 7DX

By email:

haversham.ltlinfordclerk@gmail.com Please put **NP Consultation** in the subject line.

1.13. Further information on the Plan and its evidence base can be found on the project website at:

<https://havershamltlford.org/neighbourhood-planning/>



Plan A: Designated Neighbourhood Area

2. THE NEIGHBOURHOOD AREA

2.1 The parish lies within the northern rural area of the Borough of Milton Keynes beyond the Ouse Valley north of the city. It covers approximately 1100 hectares of predominantly agricultural land. Within this area there are three small settlements – New Haversham, Old Haversham and Little Linford – and a few scattered dwellings, with approximately 325 houses and a population of less than 1000.

2.2 The Ouse Valley is designated as a Linear Park that runs along the edges of the city and separates it from the parish (see Plan B below) and the area is also designated as a Wildlife Corridor – a specific designation to Milton Keynes which represents linear pathways of habitats that encourage movement of plants and animals between other important habitats.

2.3 Within the Ouse Valley lies the River Great Ouse and several lakes to the south east of the parish's settlements. These lakes were created from past gravel extraction, but are now used for recreation including fishing, the Haversham Sailing Club and a nature reserve (Linford Lakes).

2.4 Much of the southern and eastern part of the parish operates as a functional floodplain. The settlements themselves are not recorded as lying within a flood risk area, however, are subject to surface water flood risk (see Plan C below).

2.5 Much of this southern part of the parish also lies within the local (Buckinghamshire) landscape designation of an Area of Attractive Landscape which recognises the particular characteristics of this landscape.

2.6 The settlements are surrounded by agricultural land with fields, mature hedges and trees, scattered farmhouses, and open countryside with many notable views. Despite the parish's proximity to the major conurbation of Milton Keynes, it therefore has an essentially rural character.

2.7 The location of the parish provides easy access to Milton Keynes city and other facilities in the surrounding area. This brings many benefits to local residents but also raises serious traffic concerns given the rural nature of the road network, which has to cope with many commuters passing through.

2.8 Each of its settlements have their own unique background. Old Haversham is recorded in the Domesday Book and is dominated by the Grade I listed Parish Church of St Mary and the Grange a medieval Grade II* listed house in the High Street. Most of the houses are made of stone, built following the High Street through the village that would have linked the old town of Wolverton to Olney and then on to Northampton. The houses are built along the narrow High Street which is framed by the hills at either end that descend into the village. The sailing lake is an attractive feature visible from several points.

There also lies a Scheduled Monument south-east of Haversham Manor. The designated area includes the remains of a moated site, fishponds and associated earthworks. Seven other Grade II listed buildings lie within or close to Old Haversham.

2.9 Little Linford was once a traditional estate village, owned and maintained by the Knapp family until the 1960s. Its name derives from a ford over a brook, 'Lin'. It was mentioned in the Domesday Book as a Manor and by the 1960s the estate was split up and sold. The Grade II* Church of St Leonard and St Andrew and two further Grade II listed buildings remain.

2.10 New Haversham was built in the 1930s to house managers and workers for the large railway works based in the 'Railway' town of Wolverton, just a mile away on the other side of the river. The railway viaduct across the River Ouse south west of New Haversham falls partly in the parish and is also Grade II listed. The predominantly residential area of New Haversham lies in close proximity to the surrounding fields and a general sense of space is provided by roadside grassed areas and well-proportioned properties. Distinctive silver birch trees along Wolverton Road add character to this residential area. Once the estate was complete, over a period of 30 years, it more than doubled the number of residents of the village and so a new school was also built within the estate.

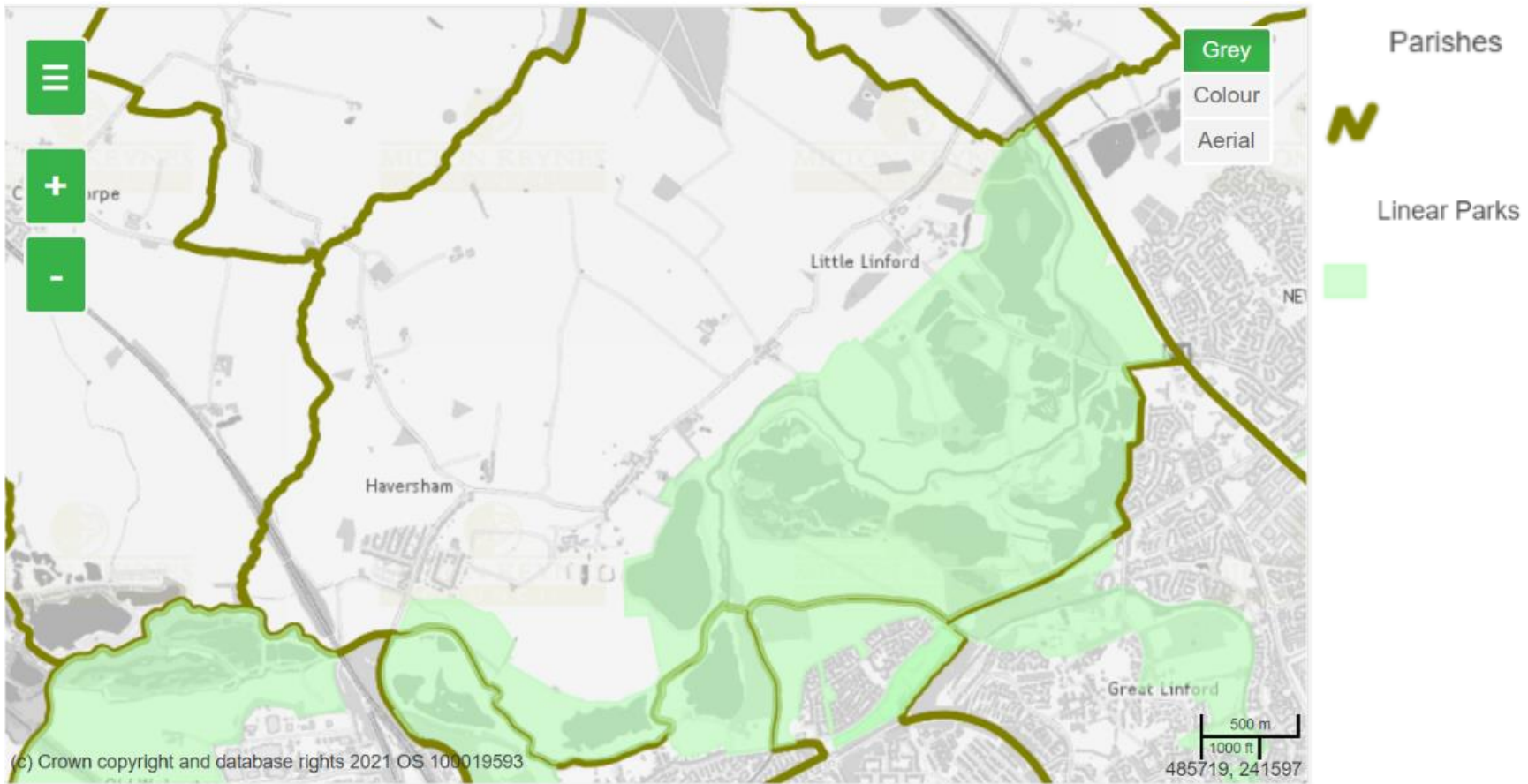
2.11 Haversham Social and Community Centre also operates in premises partially shared with the Haversham Village School. The local community raised funds to build the centre and further investment from additional fund-raising efforts and grants has resulted in further improvements. The current facility includes a well-equipped kitchen, toilets, storage and a hall.

2.12 The extensive network of existing footpaths and bridleway in the parish is well used by residents and access to the river and farmland walks are valued. There are currently no designated cycleways in the parish, although National Cycle Route 6 follows the parish boundary in the south-west of the parish (along the railway line).

2.13 Given these combined characteristics the parish remains a rural area distinct from the city.



Various images of Haversham-cum-Little Linford Parish



Plan B: The Ouse Valley Linear Park in the southern part of the parish from Milton Keynes Interactive Mapping System

3. PLANNING POLICY CONTEXT

3.1 The parish lies within the Borough of Milton Keynes situated in the county of Buckinghamshire. MKC is the local planning authority for the area.

NATIONAL PLANNING POLICY

3.2 The National Planning Policy Framework (NPPF) published by the Government is an important guide in the preparation of local plans and neighbourhood plans. The following paragraphs of the latest NPPF version published in 2021 are considered especially relevant:

- Neighbourhood planning (§28 - §30)
- Healthy and Safe Communities (§92)
- Community facilities (§93)
- Local Green Spaces (§101 - §103)
- High quality design (§127)
- The Natural Environment (§174 - §176)
- Biodiversity (§179)
- The Historic Environment (§190)

3.3 The Government also published its first National Design Guide in autumn 2019 to encourage better design outcomes from the planning system. The Guide encourages local communities to engage in understanding the character of their areas and, where preparing neighbourhood plans, to prepare design policies specific to their local areas. The subsequent National Model Design Code setting out clear design parameters to help local authorities and communities decide what good design looks like was published in July 2021.

3.4 Planning Practice Guidance introduced a new affordable homes product in May 2021. 25% of the total contribution of Affordable Homes on new schemes are now required to be provided as First Homes. A First Home is defined as discounted market housing that must be discounted by a minimum of 30% against the market value in perpetuity and its first sale must be at a price no higher than £250,000. It also allows for First Homes exception sites to come forward in the parish.

STRATEGIC PLANNING POLICY

3.5 The Neighbourhood Plan must be in general conformity with the strategic policies of the development plan which currently comprises:

- *Plan:MK (adopted March 2019)*
- *Site Allocations Plan (adopted July 2018)*
- *Minerals Local Plan (adopted July 2017)*
- *Waste Local Plan (adopted February 2008)*
- *'Made' (adopted) Neighbourhood Plans*

3.6 The key **strategic Plan:MK⁴** policies which apply when preparing this Neighbourhood Plan are:

- **Policy DS2 Housing Strategy** – supporting neighbourhood plans to make allocations that will deliver small to medium scale development of a size, function and role appropriate to its status as a ‘Village and rural settlement’ and assumes 420 rural homes will come forward as ‘windfall schemes’
- **Policy DS5 Open Countryside** – policy designation applying to all land outside development boundaries of settlement boundaries, defining a settlement boundary for New Haversham only (see Plan D below)
- **Policy DS6 Linear Parks** – defining and protecting The Ouse Valley Linear Park and Linford Lakes Area
- **Policy HN1 Housing Mix and Density** – setting out the housing mix and density for new development
- **Policy HN2 Affordable Homes** – setting the threshold of 31% for 11 or more dwellings and tenure mix of affordable homes
- **Policy HN4 Amenity, Accessibility and Adaptability of Homes** – setting out the requirements for all new dwellings
- **Policy CT2 Movement and Access** – minimising the need to travel and promoting opportunities for sustainable transport
- **Policy EH7 Promoting Healthy Communities** – Aspirations to reduce health inequalities, increasing life expectancy and improving quality of life.
- **Policy FR1 Managing Flood Risk** – Steering development away from areas at risk to flooding
- **Policy NE3 Biodiversity and Geological Enhancement** – Protecting and enhancing biodiversity and geological resources
- **Policy NE4 Green Infrastructure** – Protecting and enhancing green infrastructure
- **Policy NE5 Conserving and Enhancing Landscape Character** – Requirements for new developments on conserving and enhancing landscape character
- **Policy HE1 Heritage and Development** – Sustaining and enhancing the significance of heritage assets
- **Policy SC1 Sustainable Construction** – setting out principles and requirements for development to contribute to the mitigation of, and adaptation to, climate change

3.7 Additionally, Policy DS1 defines Haversham as ‘Villages and rural settlements’ where the approach to delivering new development places emphasis on neighbourhood plans. The plan requires no further housing site allocations to be made in Haversham to 2031 but assumes that, across the whole Milton Keynes area, 420 rural homes will come forward as ‘windfall schemes’. In light of this MKC has issued a housing requirement figure of 1 to rural parishes.

3.8 However, there is a need for an immediate review of Plan:MK. A review of Plan:MK is currently in its early stages. The adopted MK Futures 2050 Strategy is a non-statutory

⁴ <https://www.milton-keynes.gov.uk/planning-and-building/plan-mk>

framework for the longer-term spatial development of Milton Keynes which will inform the Plan:MK Review. The Strategy indicates that significant further growth is planned for Milton Keynes. Although expansion to the north into the parish is likely to be very limited given the environmental and landscape sensitivities and constraints, green infrastructure and water management function, the Parish Council is mindful of the provisions of §14 of the NPPF in respect of securing protection for the parish.

3.9 The Neighbourhood Plan has therefore taken the opportunity to protect its rural character and consider opportunities for managed change to improve quality of life and access to local housing.

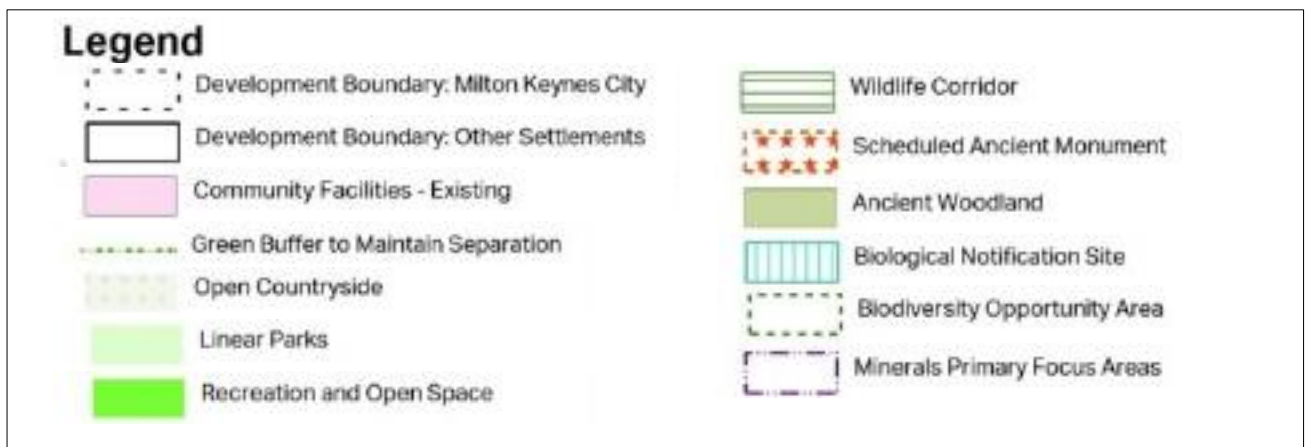
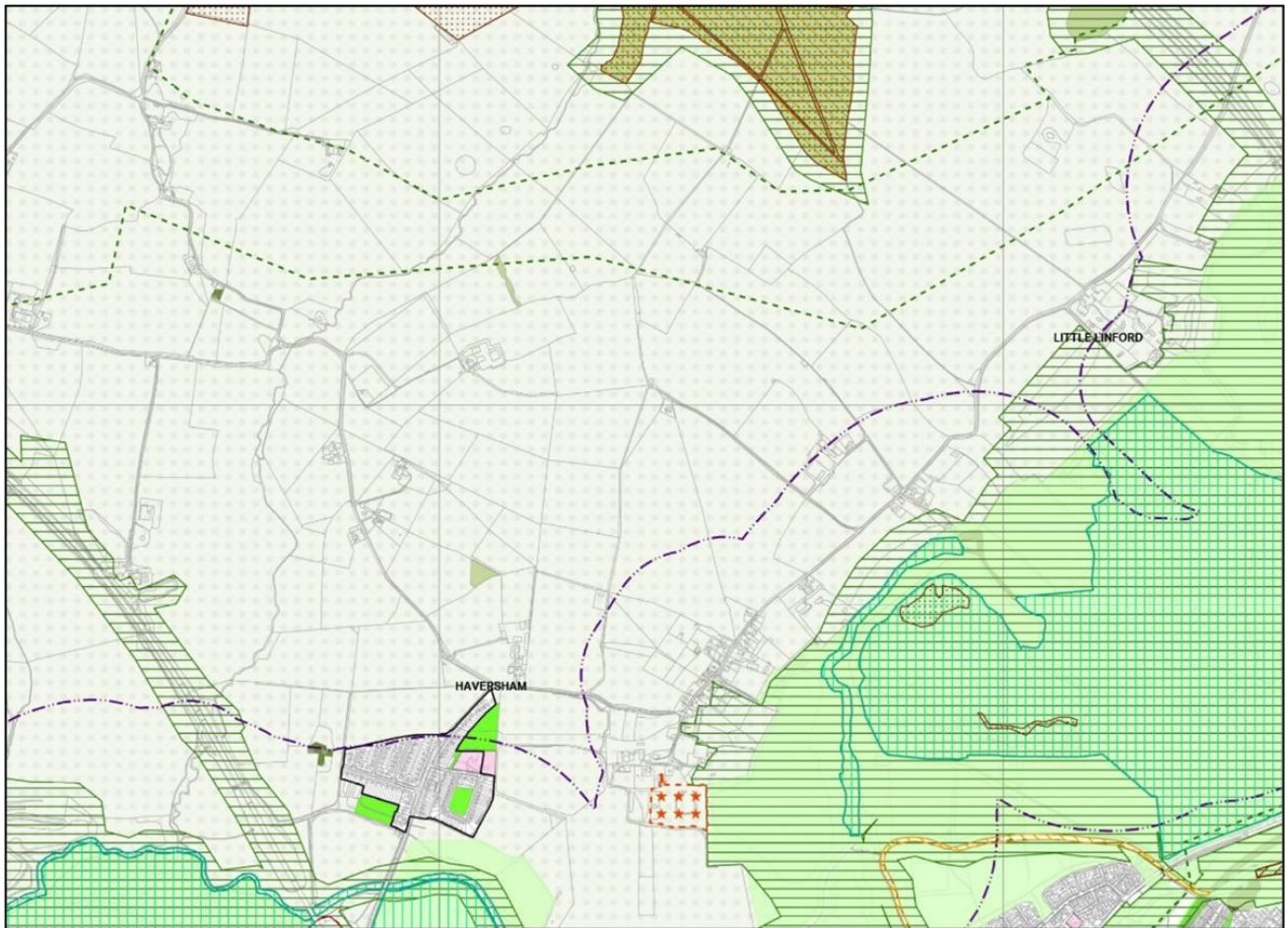
3.10 The *Site Allocations Plan* allocates 15 small and medium sites within the Milton Keynes built-up area to provide a short-term boost to housing land supply. None of its policies are applicable to the parish.

3.11 The *Minerals Local Plan* shows part of the parish, including parts of Old and New Haversham, lying within a Primary Focus Area for sand and gravel extraction (Policy 2) and a Minerals Safeguarding Area (Policy 18) (see Plan D). The normal effect is to sterilise land from development prior to extraction unless it is clear that the development site will not prejudice the economic extraction of the mineral. MKC has suggested that sites adjacent to the parish settlements are not likely to be economically viable.

3.12 The *Waste Local Plan* does not contain policies which are considered relevant in the preparation of this Neighbourhood Plan.

NEIGHBOURHOOD PLANNING POLICY

3.13 The adjoining parishes of Castlethorpe, Hanslope, Newport Pagnell and Great Linford all have *made neighbourhood plans* which apply to each respective parish and Castlethorpe and Newport Pagnell have also undertaken modifications. The adjoining parishes of Wolverton and Greenleys and Stantonbury are also currently preparing neighbourhood plans.



Plan D: Extract of Plan:MK adopted policies map Sheet 1 – a full version can be viewed [online here](#)

4. COMMUNITY VIEWS ON PLANNING ISSUES

4.1 The Parish Council and Steering Group have undertaken a number of initiatives to gauge the opinions and aspirations of residents in order to prepare this Neighbourhood Plan. The first consultation exercise was a well-attended Public Meeting held in the Haversham Social Centre on 14 March 2018. The discussions and issues raised at that meeting helped the Steering Group put together a Community Questionnaire, in order to capture the opinions of all residents, not just those who attended the Public Meeting.

4.2 The Community Questionnaire was delivered to every house in the parish during June and July 2018 and collected by hand to encourage the largest possible response. 375 Questionnaires were returned and analysed, which is considerably higher than the 5-10% response rate usually achieved by this type of survey. All responses were analysed and the results published in August 2018 on the Haversham-cum-Little Linford website (<https://www.havershamlittlelinford.org/neighbourhood-planning>)

4.3 Issues were identified which were either “very important” or “important” to the community:

- Managing Traffic – 99%
- Avoiding harm to biodiversity and protecting sensitive landscapes – 96%
- Preserving or enhancing community facilities and preserving heritage – 95%
- Preserving heritage – 95%
- The network of existing footpaths – 92%
- Protecting the characteristics of the existing settlement – 90%

4.4 The responses to our questions about what type of homes we should plan for were as follows:

- 2 and 3 bedroom houses – 76%
- 1 & 2 bedroom houses – 72%
- Bungalows – 70%
- Specialist housing for older retired people – 70%
- 4 bedroom houses and 1 and 2 bedroom flats only received “very important” or “important” ratings of 50% and 51% respectively

4.5 Examining the additional comments made, both at the Public Meeting and in the Community Questionnaire, the importance of affordability for housing was stressed as well as the need for any development to be limited in size and in keeping with the existing settled areas of the parish.

4.6 In order to understand the level of need for housing development in the parish, if any, a Housing Needs Survey was undertaken in July 2019. The purpose was to understand Haversham-cum-Little Linford residents' future housing needs. The results indicated that existing residents anticipated a need for a limited amount of additional housing within the parish.

4.7 Identifying a suitable development site was a key part of the work undertaken by the Steering Group. 28 potential development plots either within or adjacent to the existing settlement boundary of New Haversham, or the observed settlement boundary of Old Haversham were identified and the landowners contacted with a Call for Sites letter. The criteria given to the landowners, in line with the feedback received from the community, was that we were interested in sites which:

- Are small in size
- Are predominately affordable housing
- Will preserve the character of the village in the surrounding landscape, e.g. where sites should maintain the linear nature of the High Street at Old Haversham
- Will preserve local biodiversity value that cannot be replaced
- Will not significantly worsen existing traffic congestion and/or safety issues
- Will deliver low energy use, low water use and zero carbon footprint housing

4.8 Based on all the information gleaned so far, the Steering Group prepared proposed policies and applied the agreed criteria to development sites put forward by landowners as a result of their "Call for Sites" letter.

4.9 Of the 28 potential sites contacted by the Steering Group in the Call for Sites, 11 were put forward by landowners in response. A first pass of these 11, using the criteria outlined above, reduced the number of sites eligible for consideration to five.

4.10 The Steering Group then requested additional detailed information from the landowners to enable Informal Technical Assessments to be undertaken by consultants ONeill Homer on each of the remaining five sites. The purpose of these assessments was to assist the Steering Group in their site selection process.

4.11 A public exhibition had always been planned to share these proposed policies and details of potential development sites and gather important feedback in order to inform the final Neighbourhood Plan. Unfortunately, Covid-19 restrictions meant this was not possible during 2020. Eventually the Steering Group reluctantly agreed to undertake a paper consultation exercise instead, delivering a detailed Consultation Document with Questionnaire to every household in the parish during November/December 2020. Much discussion was had about whether this consultation could be an online exercise, but it was felt that delivering a detailed printed document to each household was more appropriate and inclusive.

4.12 The results of the two Questionnaires, feedback from the Public Meeting, the Housing Needs Survey as well as the Informal Technical Assessments have been taken into account by the Steering Group as they have developed the Policies contained within this Neighbourhood Plan.

VISION

Haversham-cum-Little Linford remains a rural area distinct from the city of Milton Keynes. The parish has undergone some managed change to improve quality of life and access to local housing whilst preserving the rural village environment. These changes have not only avoided harm to biodiversity and connectivity but also helped create new ecological value and improved connectivity.

OBJECTIVES



5.1 The following policies relate to the development and use of land in the designated Neighbourhood Area of Haversham-cum-Little Linford Parish. They focus on specific planning matters that are of greatest interest to the local community, especially in seeking to secure a small number of affordable homes whilst retaining the rural character of the area.

5.2 There are many parts of the parish that are not affected by these policies, and there are many other policy matters that have been left to the adopted and forthcoming Local Plan to cover. This has avoided unnecessary repetition of policies between this Neighbourhood Plan and the adopted Plan:MK, though they have a mutual, helpful inter-dependence.

5.3 Each policy is numbered and titled, and it is shown in bold. Where necessary, the area to which it will apply is shown on the Policies Map attached to the document. After each policy is some supporting text that explains the purpose of the policy, how it will be applied and, where helpful, how it relates to other development plan policies.

POLICY HLL1: SETTLEMENT BOUNDARIES

- A. The Neighbourhood Plan defines settlement boundaries at New Haversham and Old Haversham, as shown on the Policies Map.**

- B. Proposals for development within the settlement boundaries will be supported provided they accord with the policies of the development plan.**

- C. Proposals for development outside the settlement boundaries will only be supported if they accord with development plan policies managing the Open Countryside.**

5.4 The policy is intended to distinguish between the built-up areas of each of the two main settlements in the parish and their surrounding countryside in order to manage development proposal accordingly. Given its small size and isolation in the parish it is not appropriate to define a boundary at the third settlement of Little Linford.

5.5 Old Haversham has not previously had a settlement boundary. The policy therefore establishes a new settlement boundary at Old Haversham following the conventions set out in the Milton Keynes Settlement Boundary Study 2017 ([Link](#)) with the exception of using 1995

settlement boundaries as a starting point as it has no pre-existing boundary. The new boundary follows the observed settlement edge from buildings which have a clear functional relationship with the settlement at Old Haversham whilst accommodating the allocation at Policy HLL2. It reflects the built-up area boundary of New Haversham, as shown on the Policies Map of the adopted Plan:MK.

5.6 Haversham is a 'Village and Rural Settlement' where new development will occur at locations identified in made neighbourhood plans. The definition of settlement boundaries remains an important feature of Plan:MK in distinguishing how planning applications are considered if they relate to land inside or outside a boundary. The policy is consistent with Policies DS1 and DS5 of Plan:MK in only supporting housing development within the newly defined boundaries and how applications are dealt with in the Open Countryside.

POLICY HLL2: HOUSING DEVELOPMENT

- A. The Neighbourhood Plan allocates Land south of 27 High Street, Old Haversham, as shown on the Policies Map, for a high-quality residential development scheme.**
- B. Development proposals will be supported, provided they accord with the following site-specific requirements and with other relevant policies of the development plan:**
- i. The housing scheme shall comprise up to 16 homes on a developable area of approximately 1 Ha;**
 - ii. The housing scheme shall comprise a tenure mix of 31% affordable housing and 69% open market housing in accordance with Local Plan policies with an emphasis on smaller open market and affordable homes suitable for downsizers;**
 - iii. The layout and heights of buildings will have full regard to the Local Plan policy requirements in relation to the location of the land within an Area of Attractive Landscape;**
 - iv. Proposals will have full regard to all of the relevant provisions of Policy HLL4 High Quality Design of the Neighbourhood Plan, including the retention, or re-provision as necessary, of the limestone boundary wall on the High Street;**

- v. The layout and landscape scheme delivers defensible boundaries between the site and the adjacent countryside at its northern and western boundaries to create a definitive settlement edge;
- vi. The scheme is accessed from the High Street using a single access point in a suitable location to the satisfaction of the Highways Authority;
- vii. The layout shall retain public right of way Bridleway no.32 through the site and Bridleway no.33 along the edge of the site;
- viii. A foul water strategy that avoids environmental harm is prepared and approved by the local planning authority to address the absence of a connection to mains drainage to serve the site;
- ix. A sustainable drainage strategy is prepared and approved by the local planning authority to address the effects of surface water run-off within and adjoining the land;
- x. A biodiversity strategy is prepared in accordance with the development plan that delivers a measurable 'net gain' in general biodiversity value on site;
- xi. An ecological survey is undertaken in accordance with current standing advice;
- xii. An archaeological assessment is undertaken in accordance with current standing advice;
- xiii. All trees subject to a Tree Preservation Order are retained and protected and all other mature trees and hedgerows within the site are retained unless their removal is essential, and the minimum required to facilitate an efficient development layout;
- xiv. The scheme provides electric charging points in line with standards set out in the Milton Keynes Parking Standards;
- xv. The approach taken in securing digital connectivity is identified within the Planning Statement supporting the application in line with the provisions of Policy CT9 (Digital Communications) of Plan:MK;

xvi. The scheme maximises opportunities to produce and use renewable energy on-site.

5.7 The policy proposes a modest housing allocation in Land south of 27 High Street in Old Haversham for a small-scale housing scheme, as provided for by the development boundary of Policy HLL1 of the Neighbourhood Plan. The land is in a single ownership and has been made available for development within the plan period. Plan E below shows an illustrative masterplan for the site. The purpose of the illustrative masterplan is to demonstrate that a scheme of the nature required by the policy can be delivered on the site. It does not grant planning permission for this specific scheme, as the development of the site will be subject to a planning application reflecting results of surveys that are yet to be undertaken.

5.8 The HcLL Community Housing Needs Survey identified a need for housing in the parish, particularly smaller, low-cost housing and housing available to meet the needs of those wishing to downsize from larger family properties. The adopted Milton Keynes Local Lettings Policy for the Borough will apply to the allocation of affordable homes being provided by the scheme, however there is a desire to see this provision meeting local need as evidenced by the HcLL Community Housing Needs Survey, although this cannot be made a policy requirement. The opportunities to provide this housing within the existing settlement boundary of New Haversham is extremely limited. The identification and selection of this site, and of the specific key development principles, are detailed in the Draft Site Assessment Report published alongside this Plan.

5.9 The land has a number of constraints, including landscape, flooding and ecology issues, but the evidence shows that it is possible to avoid or mitigate any significant adverse environmental effect by making a series of requirements in this allocation policy which also meet a number of the community's policy priority objectives including the delivery of affordable homes, preserving the character of the village and surrounding landscape and preserving local biodiversity. There are also other matters which, although already a requirement of Plan:MK, the community would expect to see form part of the policy. For example, the land lies within and adjacent to an Archaeological Notification Area/Heritage Site and the policy therefore reflects the requirement to produce an archaeological assessment as per MKC's Local Validation List September 2019.



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Fig. 10 sketch masterplan

Plan E: Illustrative Masterplan for Land south of 27 High Street

POLICY HLL3: FIRST HOMES EXCEPTION SITES

A. Proposals for First Homes Exception Sites will be deemed appropriate if:

- i. At least one of the site boundaries entirely adjoins the defined settlement boundary of New Haversham;**
- ii. No other proposal for a First Homes Exception Site has been approved or implemented in the plan period;**
- iii. The gross site area is no more than 0.4Ha and has a main road frontage;**
- iv. The scheme is for no more than 12 homes; and**
- v. It can be demonstrated that the scheme will:**
 - a. Avoid areas at risk of flooding; and**
 - b. Not cause unacceptable harm to identified Important Views or harm to any heritage assets.**

5.10 Planning Practice Guidance also allows for First Homes Exception Sites to come forward on unallocated land outside of a development plan. A First Home is defined as discounted market housing for first time buyers that must be discounted by a minimum of 30% against the market value in perpetuity and its first sale must be at a price no higher than £250,000. The policy therefore sets out the criteria to guide First Homes Exception Site proposals in the Parish as provided for by the Guidance. The policy directs First Homes Exception Site proposals to New Haversham only as Policy HLL2 allocates land in Old Haversham which will meet some of the affordable housing for sale need in that part of the parish.

5.11 In essence the policy reflects the spirit and intention of the Plan:MK Policy HN10 for Rural Exception Sites which allows for small-scale “affordable” housing schemes to meet local rural needs in the parish and will continue to operate in the parish in addition to First Homes Exception Sites guided by Policy HLL3. It also accords with the Parish Council's desire to promote future developments that will address the imbalance of affordable housing in the parish. A minimum 30% discount on market value homes, capped at £250,000 on its first sale, ought to allow smaller and more affordable homes to start to rebalance the housing mix in the Parish. Given the high rate of owner-occupier dwellings in the Parish, proposals may be supported which deliver other types of affordable housing for rent which meet local need as provided for by Planning Practice Guidance.

POLICY HLL4: ZERO CARBON BUILDINGS

- A. All development must be ‘zero carbon ready’ by design to minimise the amount of energy needed to heat and cool buildings through landform, layout, building orientation, massing and landscaping. Consideration should be given to resource efficiency at the outset and whether existing buildings can be re-used as part of the scheme to capture their embodied carbon.**

- B. Wherever feasible, all buildings should be certified to a Passivhaus or equivalent standard with a space heating demand of less than 15KWh/m²/year. Where schemes that maximise their potential to meet this standard by proposing the use of terraced and/or apartment building forms of plot size, plot coverage and layout that are different to those of the character area within which the proposal is located, this will be supported, provided it can be demonstrated that the scheme will not have a significant harmful effect on the character area.**

- C. All planning permissions granted for new and refurbished buildings should demonstrate that they have been tested to ensure the ‘as built’ performance as predicted and will include a planning condition to require the provision of post occupancy evaluation reporting to the Local Planning Authority within a specified period, unless exempted by Clause B above. Where this reporting identifies poor energy performance and makes recommendations for reasonable corrective action, the applicant must demonstrate that those actions have been implemented before the condition will be discharged.**

- D. All planning applications for major development are also required to be accompanied by a Whole Life-Cycle Carbon Emission Assessment, using a recognised methodology, to demonstrate actions taken to reduce embodied carbon resulting from the construction and use of the building over its entire life.**

- E. An Energy and Climate Statement will be submitted to demonstrate compliance with the policy (except for householder applications). The statement will include a passive design capacity assessment prepared at the earliest stage of site layout design to demonstrate how opportunities to reduce the energy use intensity (EUI) of buildings over the plan period have been maximised in accordance with the Energy Hierarchy. Designers shall evaluate the operational energy use using realistic information on the intended use, occupancy and operation of the building to minimise any performance gap.**

5.12 The policy context for the setting of energy efficiency standards at the Local Plan or Neighbourhood Plan scale is complex. Background information has therefore been set out in Appendix A. The policy may also appear rather technical, but it is a temporary measure as in due course, it is expected that the new Local Plan, if not national policy itself, will make such provisions across the Borough.

5.13 This policy has five clauses, the combination of which is intended to deliver a step change in the energy performance of all new developments in the parish and, in doing so, encourage and incentivise the use of the Passivhaus or equivalent standard of building design. Along with the passive design capacity assessment, it is anticipated that designers will demonstrate compliance using a design for performance methodology such as the Passivhaus Planning package or CIBSE TM34 Operational Energy. Achieving this level of performance will make a significant contribution to mitigating climate change, and a contribution to the emerging MKC's agenda from the Climate Change Task and Finish Group and the Sustainability Action Plan, and Ambition 2 in the adopted MK Futures 2050 Strategy which supports a similar level of intervention.

5.14 Clause A of the policy requires developers to ensure they address the Government's climate change targets and energy performance at the very initial stages of design. 'Zero Carbon Ready' by design means making spatial decisions on layout and orientation of buildings at the outset to maximise the passive design benefits ('free heat') of a site and avoids leaving this to technical choices and assessment at the Building Regulation stage, by which time the opportunity may have been lost.

5.15 Its Clause B requires all schemes, no matter what their intended use or size other than householder extensions, to use the Passivhaus Planning Package (PHPP) or equivalent design methodology for all buildings where it is feasible to do so. This means that the applicant must demonstrate those factors that make its use unfeasible, for example, the topography and orientation of the site.

5.16 In respect of scheme viability, any extra-over cost of building to the 'zero carbon ready' Passivhaus standard (now less than 5%) will diminish to zero well within the period of this Plan, as per both the Government's Regulatory Impact Assessments, research by the Passivhaus Trust and the viability assessment published by Cornwall Council. The adopted MK Futures 2050 Strategy also highlights this in its interpretation of recent research by the UK Green Building Council. The policy will also ensure that expensive and unnecessary retrofit costs are not passed down to building occupiers in the future, particularly in an area which has relatively high property values. Scheme viability will not therefore be acceptable as a reason for not using the Standard, unless the applicant can demonstrate the scheme has abnormal costs to accommodate.

5.17 The policy requires that the scheme density (measured by dwelling units/Ha) is assessed against that of the local 'character area' in the Design & Access Statement. Policy HLL4 defines the key design principles for the main settlements of the parish. Outside

of such areas, the applicant may define the 'character area' that is relevant for the purpose of this exercise.

5.18 Proposals seeking to apply the PHPP must be able to demonstrate that the Passivhaus standard can be achieved. Prior to commencement a 'pre-construction compliance check' completed by a Passivhaus Designer accredited by the Passive House Institute (PHI) will be required and secured by condition. Upon completion a Quality Approved Passivhaus certificate for each building will be required prior to occupation, again secured by condition.

5.19 Clause C requires the developer of a consented housing development scheme of any size to carry out post-occupancy evaluation (POE) reporting including actual metered energy use, and to submit this to the local planning authority. It will be implemented by attaching a planning condition, which will only be discharged once the report has been submitted and any recommended actions to rectify any performance gap with the design stage assessment are carried out by the developer. Passivhaus certified schemes will not fail in this way and they are therefore exempted from this policy requirement.

5.20 The policy complements Policy SC1 of Plan:MK but adds additional requirements. Clause D requires all development proposals that are not householder applications to be accompanied by a Whole Life-Cycle Carbon Emissions Assessment. This requirement will be added to the MKC Validation Checklist for outline and full planning applications applying to proposals in the HcLL NP area until such a time that there is a borough-wide requirement.

5.21 Clause E requires an Energy and Climate Statement to be submitted to cover the following:

- an assessment of the proposal to minimise regulated and unregulated emissions, the embodied emissions and the emissions associated with maintenance, repair and replacement of the new building(s), as well as its dismantling, demolition and eventual material disposal
- a calculation of the energy and carbon emissions covered by the Future Homes Standard and Building Regulations and, separately, the energy demand and carbon emissions from any other part of the development that are not covered by the Future Homes Standard or Building Regulations
- the proposal to reduce carbon emissions beyond the Future Homes Standard and Building Regulations through the energy efficient design of the site, buildings and services
- the proposal to further reduce carbon emissions through the use of zero or low emission decentralised energy where feasible
- the proposal to further reduce carbon emissions by maximising opportunities to produce and use renewable energy on-site, utilising storage technologies where appropriate
- the proposal for a demand-side response, specifically through installation of smart meters, minimising peak energy demand and promoting short-term energy storage

- o an analysis of the expected cost to occupants associated with the proposed energy strategy

5.22 Every new build or redevelopment project in the Neighbourhood Area, however modest, provides an opportunity to make a difference and a contribution towards meeting our climate change targets for 2050. This new information requirement need not be an unreasonable expectation of even the smallest schemes for new buildings. Land values in the area are high relative to build costs and ought to be sufficient to ensure requirements to tackle improving energy and carbon performance are viable.

POLICY HLL5: HIGH QUALITY DESIGN

A. Development proposals, including alterations and extensions to existing buildings, will be supported, provided their scale, density, massing, height, landscape design, layout and materials reflect and enhance the architectural and historic character and scale of the surrounding buildings and landscape in the parish and its settlements as follows:

BUILT ENVIRONMENT

- i. **Proposals should respect heritage assets and their settings in the locality in accordance with their significance.**

BUILDING FORM

- ii. **Building heights should be of 1 or 2 storeys.**

STYLE

- iii. **Extensions and other building work to existing buildings will be required to be constructed from materials and design matching the existing building and particular attention should be paid to conformity of form and design with the adjacent buildings.**

B. Development proposals in New Haversham should specifically demonstrate regard for the following design principles, as appropriate:

LEGIBILITY

- iv. **Proposals should have full regard, where appropriate, to the importance of the distinct and prominent Wolverton Railway Viaduct as a landmark building on the edge of the parish.**

LAYOUT

- v. Proposals should maintain the pattern of grass verges between buildings and the road providing a sense of space and openness.

OPEN SPACE/LANDSCAPE

- vi. Mature trees along prominent roads, particularly Wolverton Road, and mature hedgerows of the surrounding countryside, should be retained as a distinctive feature of the village.

BUILDING FORM

- vii. Proposals should sustain the pattern of a mix of predominantly semi-detached properties, and some detached, short terraces and bungalows.
- viii. Proposals that will result in one building material or style dominating the area will not be supported.

C. Development proposals in Old Haversham should specifically demonstrate regard for the following design principles, as appropriate:

LEGIBILITY

- ix. Proposals should have full regard, where appropriate, to the importance of the distinct and prominent St Mary's Church, The Greyhound, The Old School, and The Grange as landmark buildings in the village.

LAYOUT

- x. Proposals should sustain the pattern of linear development with frontages to the High Street on either side of the road, including retaining or providing gaps between buildings that provide glimpses to open countryside and lakes beyond.
- xi. Proposals should retain or re-provide as necessary limestone boundary walls, hedges and front gardens to match the existing arrangement on the same alignment.

OPEN SPACE/LANDSCAPE

- xii. Mature trees along prominent roads, the horse chestnut tree at the entrance to the High Street, should be retained as a distinctive feature of the village.

BUILDING FORM

- xiii. Proposals should sustain the pattern of a mix of detached, semi-detached, terraced properties, and bungalows.**

STYLE

- xiv. Proposals should include the use of limestone in facing or cladding materials and slate roofs.**

5.23 The policy requires development proposals to deliver high quality schemes that reflect the special qualities and distinctiveness of the parish and its settlements. It complements, but does not replace, the design policies of Plan:MK and the New Residential Design Guide Supplementary Planning Document (SPD) of 2012.

5.24 Paragraph 2.2.5 of the SPD makes provision for a neighbourhood or village design statement to identify the distinctive character of their village or neighbourhood and paragraph 2.4.1 requires development in the rural villages of the Borough to respect the existing character of the settlement. The Neighbourhood Plan Character Appraisal in the Environment and Design Report included in the evidence base highlights the key defining characteristics of its three settlements – Old Haversham, New Haversham and Little Linford. The assessment at the secluded hamlet of Little Linford included the small residential development on Mill Road for practical convenience in the appraisal process. Given the size and function of Little Linford and Mill Road as small, quiet residential areas surrounded by farmland, proposals should respond to the relevant site characteristics and surroundings.

5.25 For the larger settlements of Old and New Haversham, the policy has set out a series of design principles that are drawn from the Neighbourhood Plan Character Appraisal and relates them to the appraisal template in the SPD. Those principles set out the features that make the parish distinctive. Beyond these considerations, there remain other design matters where the policy does not need to be prescriptive, as there is variation in the existing character. The policy requires the Design and Access Statements prepared for planning applications to demonstrate that, where relevant to the location of the proposal, regard has been paid to those principles.

5.26 Applicants preparing development proposals should be familiar with the New Residential Design Guide SPD of 2012 and then relate the proposed development location to the Neighbourhood Area. MKC will apply the principles of the SPD and the specific requirements of this policy as relevant to the location and nature of the proposal. The Parish Council will use both the SPD and this policy to inform their judgment of proposals in making their representations to MKC when it is consulted on applications.

5.27 As with all design guidance, the standards and requirements should be regarded as setting the design brief for a proposal, but the applicant may depart from them where it can be justified in the circumstances. Given the status of the settlements as 'Villages and rural settlements' in the settlement hierarchy, the scope for change in character will remain

very limited. However, in all cases, the burden will be on the applicant to demonstrate that the SPD and this policy have been acknowledged, understood and responded to in a way that is appropriate to the location and nature of the proposal.

LAND AT POLICY HLL6: NON-DESIGNATED HERITAGE ASSETS

A. The Neighbourhood Plan defines two Local Areas of Special Character as non-designated heritage assets, as shown on the Policies Maps, and outlined below:

- i. Land at Old Haversham;**
- ii. Land at Haversham Mill.**

B. Development proposals located within a Local Area of Special Character should demonstrate that they have paid full regard to the characteristics that contribute to the significance of its local architectural, historic and archaeological interest.

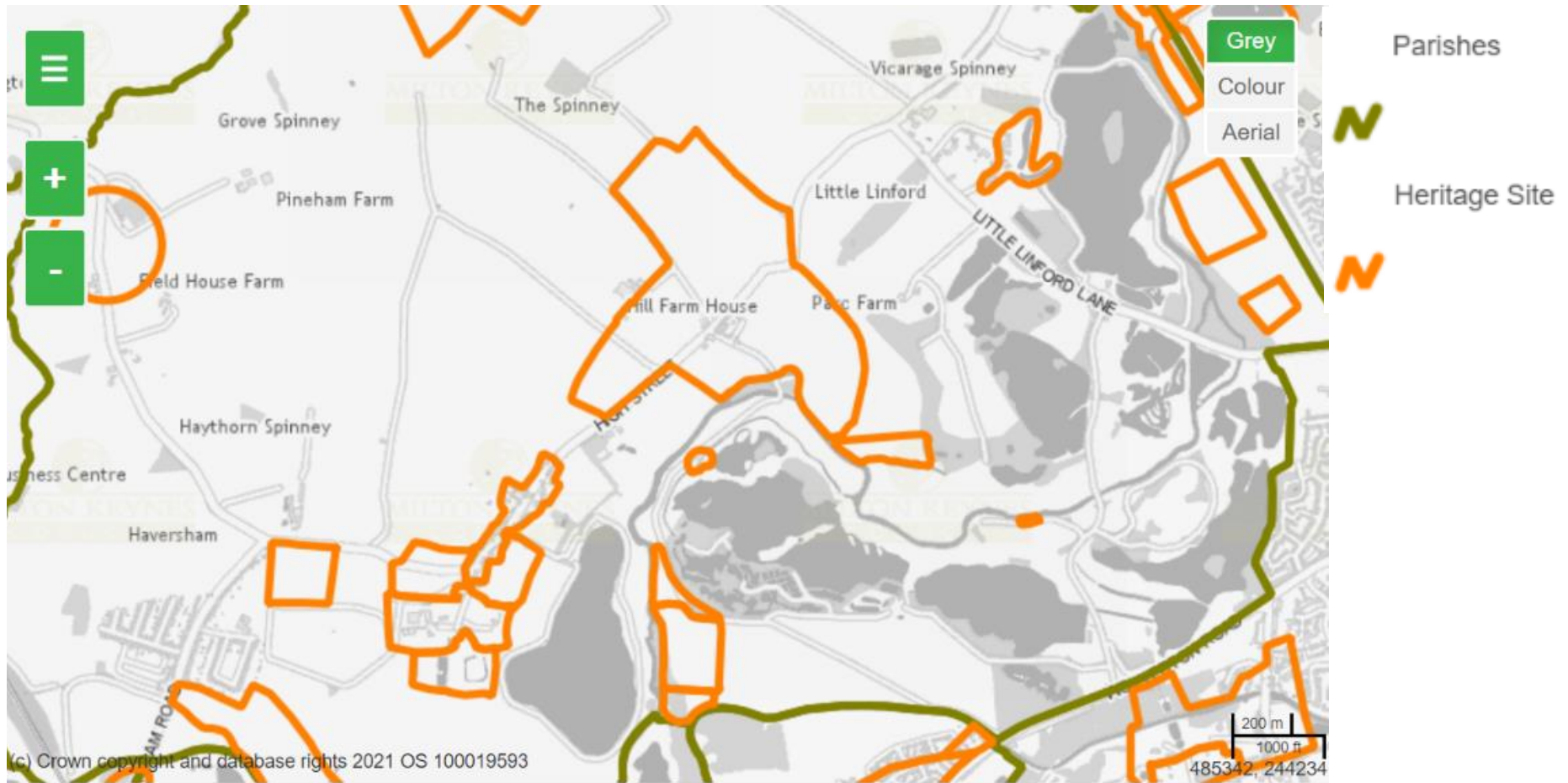
5.28 In the 2018 community survey, nearly all respondents (95%) said that preserving the historic heritage of the parish was important or very important to them. The Local Area of Special Character designation is regarded as 'non-designated' heritage assets as per Annex 2 of the NPPF and provided for by Policy HE1 of Plan:MK.

5.29 The policy therefore designates two Local Areas of Special Character by way of their architectural, historic and archaeological interest. The Environment and Design Report included in the evidence base demonstrates why the areas are worthy of designation (see also a short description of each area below). This is in addition to, but separate from, those properties which are Grade I, Grade II or Grade II* Listed and which are scheduled thus by English Heritage. Annex 3 of the Environment & Design Report included in the evidence base contains a list of all listed buildings and historic monuments within the parish. This Neighbourhood Plan recognises the protection to these properties that is already in place.

5.30 The Old Haversham Area of Special Character (i.) includes several buildings and structures already listed, but also many which are not. It is a historic area of Old Haversham and the land is likely to cover remains of buildings, structures etc. which may go back to 12C or before. The area spans the corner of High Street and includes the Greyhound pub, the interconnected 'Old Forge' buildings, the prominent old horse chestnut tree in front of the pub and St Mary's Church and surrounding buildings. The Greyhound is the first building seen when travelling down the road to Old Haversham. The Old Forge next door (now a private house) pre-dates the Greyhound pub and is one of the oldest properties in Haversham.

5.31 The Haversham Mill area at the river end of Mill Road includes the Mill House, the site of the old mill itself, Haversham Weir and the mill race. It covers an area well used by local walkers crossing the river at this point to the lakes and the Stanton Low parkland area. The original mill (now demolished) was probably built before 1700. The old mill race is distinctive and clearly visible in the landscape. The historic Mill House was recently sympathetically upgraded and extended.

5.32 There are other areas of mainly archaeological significance within the parish which the Environment and Design Report includes. In particular, the area around Hill Farm Haversham was an historic Roman settlement and the land around St Peter's Church in Stanton Low has remains of a manor house and gardens. These and others have already been identified as Archaeological Notification Sites by Plan:MK (see Plan F below). This means that proposals coming forward in these areas will need to be accompanied by a desk-based assessment and field evaluation as per Policy HE1 of Plan:MK and MKC's Archaeological Officers will be consulted on proposals. This Neighbourhood Plan recognises the protection to the archaeological interest of these areas that is already in place.



Plan F: Extract of MKC Interactive mapping showing the extent of Archaeological Notification Sites in part of the parish

POLICY HLL7: LOCAL GREEN SPACES

A. The Neighbourhood Plan designates Local Green Spaces in the following locations, as shown on the Policies Maps:

- i. The Recreation Ground**
- ii. The Green within the Crescent**
- iii. The Allotments off Brookfield Road**
- iv. The Verge Triangle, Wolverton Road**

B. Proposals for inappropriate development in a Local Green Space will only be supported in 'very special circumstances'.

5.33 The policy proposes to designate four important green spaces in the parish as Local Green Spaces in accordance with §101 and §102 of the NPPF. The policy has the effect of managing development proposals in line with NPPF provisions in the Green Belt, which prevent any development unless the 'very special circumstances' test can be met.

5.34 The full justification of how each space meets the three NPPF criteria is set out in the Environment and Design Report included in the evidence base of the Plan. The Recreation Ground is a much loved and well-used community space and children's play area. Frequently used for fitness purposes on the trim trail by our residents, for community events such as the fireworks display and cricket match, as well as for outdoor play and even birthday parties. It is also well used by dog walkers who can walk their dogs (on leads) on the footpath to the lower part of the village, helping to keep our community connected. It also is the location of a skateboard ramp, a facility which was installed as a direct result of members of the parish working in partnership with the parish council and charitable organisations.

5.35 The Green within the Crescent is an open space, enhanced by a few attractive mature trees, which gives the Crescent a unique character within our village. It is well used by local children and appreciated by residents for the tranquillity and sense of peace which a green space can afford, this could be seen as particularly valuable in modern times of densely populated living and busy lives.

5.36 Many parishioners tend the Allotments off Brookfield Road but the appreciation of this facility spreads wider than those currently renting and maintaining their plots. The allotments provide an opportunity for home grown produce, healthy exercise and a haven of tranquillity for allotment holders. Allotments have been sited here since 1947 and as such are seen as integral to the character and appeal of this part of our village. Finally, for some,

the allotments also serve as an aspirational reminder of sustainable lifestyles and low carbon, self-sufficient values and goals.

5.37 Lastly, the verge triangle on Wolverton Road is a small area mostly used and appreciated by a steady stream of daily dog walkers as the upper and lower villages access footpaths to the west of the parish and beyond. There is a bench and tree which (outside of rush hour) serve as a pleasant and valued quiet spot for rest and contemplation with views of Crossroads farm where grazing cattle are typically present.

POLICY HLL8: WALKING, CYCLING AND EQUESTRIAN ROUTES

- A. The Neighbourhood Plan identifies the existing walking, cycling and equestrian routes network, as shown on the Policies Map, for the purpose of protecting the function and amenity of existing routes.**

- B. Development proposals that lie within or adjacent to the existing network should, where possible, enhance access by connecting with existing or proposed routes and optimise use through appropriate design and landscaping.**

- C. Proposals affecting the existing network shall seek to retain the existing route unless an alternative would significantly enhance the public enjoyment of using the route. Development proposals that will lead to the extension of the network will be supported, provided they are consistent with all other relevant policies of the development plan.**

5.38 The policy seeks to encourage safe, accessible and convenient means of walking, cycling and horse riding through the parish. By doing so it refines Plan:MK Policy CT3 which seeks to retain, improve and extend walking and cycling facilities that are attractive, convenient, direct, safe, secure and easy-to follow.

5.39 The policy sets out how development proposals should maximise opportunities for retaining, improving and extending the existing Network. The Policies Map shows the full extent of the existing Network, which allows applicants to determine if their proposals should take this policy into account. Where possible, design and landscaping schemes should explore opportunities to relate the land better to the Network. There is every expectation that existing routes should be safeguarded, and the layout of proposals should accommodate existing routes' alignment, however proposals which would significantly enhance the public enjoyment of using the route will be supported as an alternative.

5.40 The footpaths and bridleways are an essential part of the infrastructure of the parish. There are several small horse stables in the parish used for recreational riding and access to the bridleway network is important for such horse owners. The Neighbourhood Plan Steering

Group have identified a number of aspirations including desirable short-term enhancements to existing routes, and longer-term aspirations for new routes. These have been listed below:

- Desirable short-term enhancements to existing routes:
 - Remove stiles and add accessible 'gates' to the footpath from New Haversham to Old Haversham and also from Mill Road to Little Linford Lane, permitting walkers with limited mobility to use these popular paths;
 - Designate as a public right of way the informal footpath from the end of Brookfield Road to the public footpath down to the railway at the top of the hill;
- Longer term aspirations for new routes (subject to resources and wider consultation):
 - A new footpath/bridleway bypassing the narrow hill road at the north east end of Haversham High Street;
 - A new footpath/bridleway from Old Haversham to Little Linford via Mill Road avoiding the road traffic. This would be an extension of the new footpath J. At present walkers and horse riders must use the busy narrow road with no pavement.
 - A new signposted 'Circular Walk' around the whole parish linking existing paths and the green wildlife corridors with some newly created footpaths/bridleways to complete the 'circle'.

5.41 There are currently no designated cycleways in the parish but creating them was the fourth most important priority in the open-ended question on priorities for development. The only realistic option would be a new cycleway along the eastside of Wolverton Road from Wolverton/Haversham roundabout, over the bridge and up to the bus stop/ phone box on Wolverton Road. There is an existing pavement for pedestrians that would need redesignation as a combined cycle and pedestrian route. (Note the section to the south of the river bridge is outside the parish boundary so would need collaboration with Wolverton and Greenleys Town Council.).

POLICY HLL9: GREEN AND BLUE INFRASTRUCTURE

- A. The Neighbourhood Plan designates a Green and Blue Infrastructure Network, as shown on the Policies Map, for the purpose of providing an environmental support system for the community and wildlife. The Network comprises Local Green Spaces, Linear Parks, Nature Reserves, playing fields, woodlands, rivers, streams, lakes, other water bodies and land of biodiversity value and also includes the network of footpaths and bridleways.**

- B. Development proposals that lie within or adjoining the Network are required to have full regard to maintaining and improving the Network, including delivering a net gain to general biodiversity assets, in the design of their layouts, landscaping schemes and public open space provisions.**

- C. Proposals that will lead to the loss of land lying within the Network and that will undermine its integrity will be resisted. Development proposals that will lead to the extension of the Network will be supported, provided they are consistent with all other relevant policies of the development plan.**

5.42 The policy defines the presence of Green and Blue Infrastructure assets in the parish. By doing so it refines Plan:MK Policy NE4. Its purpose is linked with the vision and principles of Green Infrastructure in Buckinghamshire and Milton Keynes by defining a network of green infrastructure assets in the neighbourhood plan area as a means of providing environmental support for the community and wildlife. It also responds to the location of the parish in Ouse Valley Green Infrastructure Strategy Area, especially its promotion of habitat creation and linkage.

5.43 The policy requires that all development proposals that lie within the Network, or that adjoin it, should consider how they may improve it, or at the very least do not undermine its integrity of connecting habitats. The Policies Map shows the full extent of the Network, which allows applicants to determine if their proposals should take this policy into account. Where proposals include provision for landscaping, new means of access or new layouts, there may be an opportunity to relate the land better to the Network, for example in complementing existing biodiversity value through the design of the landscape scheme. At the very least, the policy requires that proposals that will undermine the existing value of the Network will be refused permission.

5.44 The Network will become more valuable over time and there are a number of opportunities to improve the Network. The Neighbourhood Plan Steering Group have identified the opportunity for a new wildlife corridor as an extension to the Wildlife Corridors already designated along the railway line and the River Ouse valley. The new wildlife corridor would link up with Little Linford Wood nature reserve. This would make use of the existing network of footpaths and bridleways. The Parish Council recognises that The Parks Trust, an independent, self-financing charity caring for green space in Milton Keynes, has also identified the opportunity for a link between Ouse Valley Park and Little Linford Wood

nature reserve as part of and their vision for the future⁵. The Parks Trust operates within the parish through the management of Linford Lakes Nature Reserve, Stanton Low Park and the Ouse Valley Park, all of which lie within the parish, either partly or wholly.

5.45 The Parish Council also recognises that a number of these assets, in particular Little Linford Wood, form part of the Berkshire, Buckinghamshire and Oxfordshire Wildlife Trust Core and Recovery Zone in their Nature Recovery Network which means they will be focussing their efforts on site protection and habitat management to keep our existing habitats in good condition and restoring and creating new habitats to improve connectivity across the landscape. The majority of the parish lies within the wider landscape zone where there remain opportunities for connected spaces for nature, such as the wildlife corridor proposed in the policy. The recently passed Environment Bill places a duty on a Responsible Authority to prepare a Local Nature Recovery Strategy. The policy is therefore also intended to signal to the Responsible Authority that it should consider the role of this Network as part of its future Local Nature Recovery Strategy.

POLICY HLL10: IMPORTANT VIEWS

A. The Neighbourhood Plan identifies Important Views, as shown on the Policies Maps.

B. Development proposals which would have a significant adverse impact on an Important View will not be supported.

5.46 The policy, and the Policies Map, identifies a series of views from public vantage points around the parish that are considered in the Environment and Design Report as especially important in defining the relationship between the settlements and its rural hinterland (see Table A below). The policy does not seek to prevent any development lying within a view but requires that proposals recognise and take account of these in their design. In each case, only the minimum area of land necessary to define the view has been identified.

⁵ The Greater MK Green Grid on page 4 of Milton Keynes Inspirational Landscapes now and forever ([Link](#))

VP	Grid Ref (SP)	Location and direction	Description and value
1	828429	From footpath 43 in the field behind the old school looking south and west.	Attractive view across pastureland of St Mary's church and the old barns of Haversham Manor with both historic and aesthetic appeal.
2	824428	From footpath 43 in the field west of the stile and stream, looking south.	Extensive view across the Great Ouse valley with the old water tower in the foreground. Sense of wide open space; quiet and undisturbed.
3	826432	From footpath 39, looking east over and beyond the old village	Extensive view from rising land that looks over the old village to the sailing lake and St Peters church. Diverse and attractive scene with mixed character of buildings in the village, yachts on the lake with parkland beyond and the ruin of St Peters visible through the trees.
4	816427	From field at end of Brookfield Road looking south and west	Across the river valley towards the arches of the 19 th century railway viaduct over the River Great Ouse with agricultural fields in the foreground, again combining historic and aesthetic value.
5	817430	From footpath 40 due north of VP 4 on the corner of four fields, 360° view	This point has uninterrupted views in all directions of fields edged by mature mixed hedges with trees (hawthorn, ash) and the roofs of houses in New Haversham in the distance.
6	819425	From southern end of Wolverton Road looking north	This view highlights the avenue of silver birch trees and wide grass verges that give a unique character to New Haversham.
7	838436	From Mill Road looking east and north	Wide views across undulating open farmland with many trees in the distance
8	835436	From the road towards Little Linford, near the end of footpath 29, looking south and east	Another broad and extensive view across the river valley and the lake with open fields and trees.
9	843444	From the north end of Little Linford Lane looking north	Wide view across rising land with open cultivated fields scattered with areas of woodland including Little Linford Wood in the distance.
10	828437	From footpath 31 looking east and south	Wide views over old Haversham and the lakes with Milton Keynes in the distance.
11	846442	From St Leonard's Church, Little Linford looking south and east	Wide view over land sloping down to the lakes and river,

Table A: Extract from Environment and Design Report of Important Views

POLICY HLL11: LOCAL COMMUNITY USES AND PUBLIC HOUSES

A. The Neighbourhood Plan identifies the following local community uses and public houses in the parish as shown on the Policies Map:

- a. Haversham Village School**
- b. Haversham Social & Community Centre**
- c. The Recreation Ground**
- d. Allotments behind Brookfield Road and Beech Tree Close**
- e. The Crescent Green**
- f. The Greyhound Pub, 2 High Street**
- g. St Mary's C of E Church, High Street**
- h. Haversham Sailing Club, 24 High Street**
- i. St Leonards Church, Church Lane, Little Linford**

B. Development proposals which would affect the use of the identified community facilities of the policy will be determined against the provisions of Policies CC3 (Protection of community facilities) and L2 (Protection of open space and existing facilities) of Plan:MK.

5.47 The policy identifies community facilities and open space facilities for the application of Policies CC3 and L2 of Plan:MK. The Use Class Order of September 2020 now deems such uses as either Class F2 ('Local Community Uses') or in the case of the schools and churches, F1 ('Learning and non-residential Institutions'). Haversham Sailing Club is deemed 'sui generis' as are pubs following the amendment (i.e. not included in any class of uses). The list of facilities includes all of those that are valued by the local community and offer a valuable resource to support community life.

5.48 In some cases, the facilities are included in Policy HLL6 as a Local Green Space, as it will also form part of key open space in the parish. It is worth noting that the community also values the recreation, biodiversity and leisure amenity of other facilities such as Little Linford Wood Nature Reserve – a significant ancient woodland; Linford Lakes Nature Reserve – an important biodiversity resource and Stanton Low Park as well as the Ouse

Valley Park which extends into the Parish – the latter three sites managed by The Parks Trust. The Steering Group are satisfied that all of these areas have several significant national and local designations to safeguard the value of these areas.

POLICY HLL12: MANAGING ROAD SAFETY

Save for householder applications, new developments are expected to contribute to improving highway safety within the parish. Where appropriate and necessary, development proposals will be supported where they make contributions to improve the safety of the highway network and through effective mitigation, make Haversham-cum-Little Linford a safer place for all highway users.

5.49 Since the beginning of its development, Milton Keynes as a New Town has brought pressure to the surrounding villages and other settlements through the increased volumes of commuter traffic as well as leisure trips for shopping etc. The parish of Haversham-cum-Little-Linford is no exception to this this inevitable burden and the continued growth of Milton Keynes has been to the detriment of Old and New Haversham as both have witnessed a disproportionate growth in the volume of through traffic.

5.50 The highways serving Haversham-cum-Little Linford are to an extent, the route of least resistance for many commuters and traffic has been recorded through Haversham having had its origin in towns such as Northampton and Wellingborough to the north of our parish. Additionally, our parish has seen an increase in traffic as a result of development imposed in neighbouring villages.

5.51 In the 1990s this problem was acknowledged by Milton Keynes Development Corporation and along with Hanslope and Castlethorpe, Haversham had traffic calming measures installed on Wolverton Road but no such measures were installed in Old Haversham. In the intervening years traffic volumes have increased and at pressure points such as junctions, queuing occurs in most morning and evening peak hours.

5.52 Of great concern is the speed of traffic through both Old and New Haversham and whilst Speed Indication Devices (SIDS) have recently been installed on High Street, Old Haversham, there has been insufficient time to test their effectiveness. The need felt by a significant portion of drivers to travel at higher speeds has meant that the existing speed reducing features such as speed humps and raised mini roundabouts on Wolverton Road, New Haversham, have become less effective and nothing has been done to bring about further speed management in New Haversham.

5.53 Speed is recognised as a major threat to those crossing the road and the statistics regarding the severity of injury from vehicles at specific speeds is well documented.

5.54 The introduction of significant traffic management measures to influence volumes in any particular location has to be part of area wide management measures and is not something that can be dealt with at a local level by a Parish Council, however we are in a position to influence the speed of traffic through the introduction of local management measures.

5.55 The inclusion of residential development into the Neighbourhood Plan inevitably increases traffic volume. The Parish Council intend to propose speed management measures through the introduction of highway alterations and improvements. Each development will be expected to contribute to speed management measures through S106 Legal agreements or Community Infrastructure Levy (CIL) (should MKC choose to operate CIL).

5.56 With due consideration it is possible for developers to influence speed of traffic through specifically tailored access arrangements at the interface of new development with the public highway and this will be an important factor when assessing any development proposals from the road safety perspective.

6. IMPLEMENTATION

6.1 The Neighbourhood Plan policies will be implemented through the determination of planning applications for development in the parish by MKC.

DEVELOPMENT MANAGEMENT

6.2 The planning authority will use a combination of the Local Plan and Neighbourhood Plan policies to inform and determine its planning application decisions. The Parish Council is a statutory consultee on planning applications made in the parish and it will be made aware of any future planning applications or alterations to those applications by Milton Keynes Council. It will seek to ensure that the Neighbourhood Plan policies have been identified and applied correctly by applicants and by officers in their decision reports.

6.3 Where necessary, the Parish Council may seek to persuade the Secretary of State to call-in a planning application that it considers is in conflict with the Neighbourhood Plan but which the planning authority has deemed to consent. Similarly, it may also seek to persuade the Secretary of State to recover an appeal of a refused application, where the conflict with one or more Neighbourhood Plan policies has been important in the reasons for refusal. In both cases, the Parish Council will do so if it considers matters of national policy significance (for neighbourhood planning) are raised.

LOCAL INFRASTRUCTURE IMPROVEMENTS

6.4 Although the scale of development likely to be consented in the parish during the plan period is likely to be very limited, there may be opportunities through S106 agreements (or through the Community Infrastructure Levy) to secure financial contributions to invest in improving local infrastructure. Should an opportunity arise, the Parish Council will review the evidence base and community consultations for the Neighbourhood Plan to inform its view in liaising with MKC.

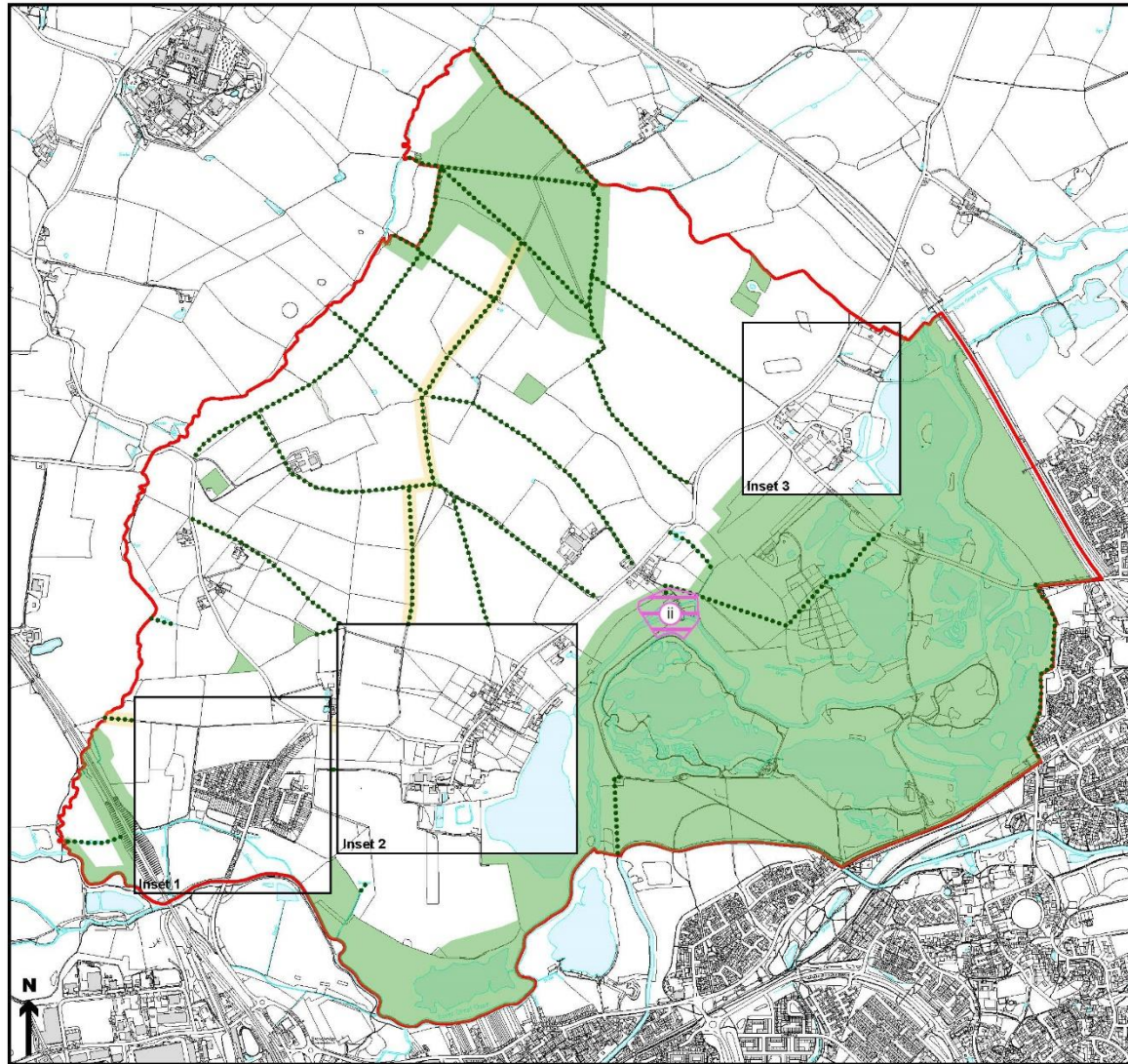
BROADBAND

6.5 Broadband connections are mainly dealt with through building regulations. The government made changes to building regulations in 2016 to require that all new buildings have the infrastructure required to support superfast broadband connection (such as cable ducts), but it does not go as far as to require provision of the connection itself. Further consultations on amendments to Building Regs took place in 2018 as the Government intends to amend Building Regulations further to require more from developers (providing gigabit-capable connection or the next fastest broadband where this cannot be achieved and the physical infrastructure such as onsite ducts and termination points) and voluntary commitments from operators to contribute to the costs of connecting new development. These amendments have not been introduced as more consultation is needed before the legislation can be amended which was planned for Spring 2021 ready for the secondary legislation to be laid in Winter 2021, but this has not yet been published.

6.6 Plan:MK Policy CT9 (Digital Communications) sets out how digital infrastructure is expected to be delivered, as required by the NPPF. The Parish Council is aware that many parts of the parish are not well served broadband coverage and fully supports Plan:MK's requirement for applicants to engage with network providers from the outset so that new ducting can be introduced alongside other site infrastructure works as part of new developments.

OTHER NON-PLANNING MATTERS

6.7 During the process of preparing the Neighbourhood Plan, there have been many ideas for improving or addressing current problems in the parish that lie outside the scope of the land use planning system to control. The Parish Council has noted these issues and will take them forward through its day-to-day business and in partnership with the local community and relevant parties.



Haversham-cum-Little Linford
Neighbourhood Plan
Policies Map
December 2021

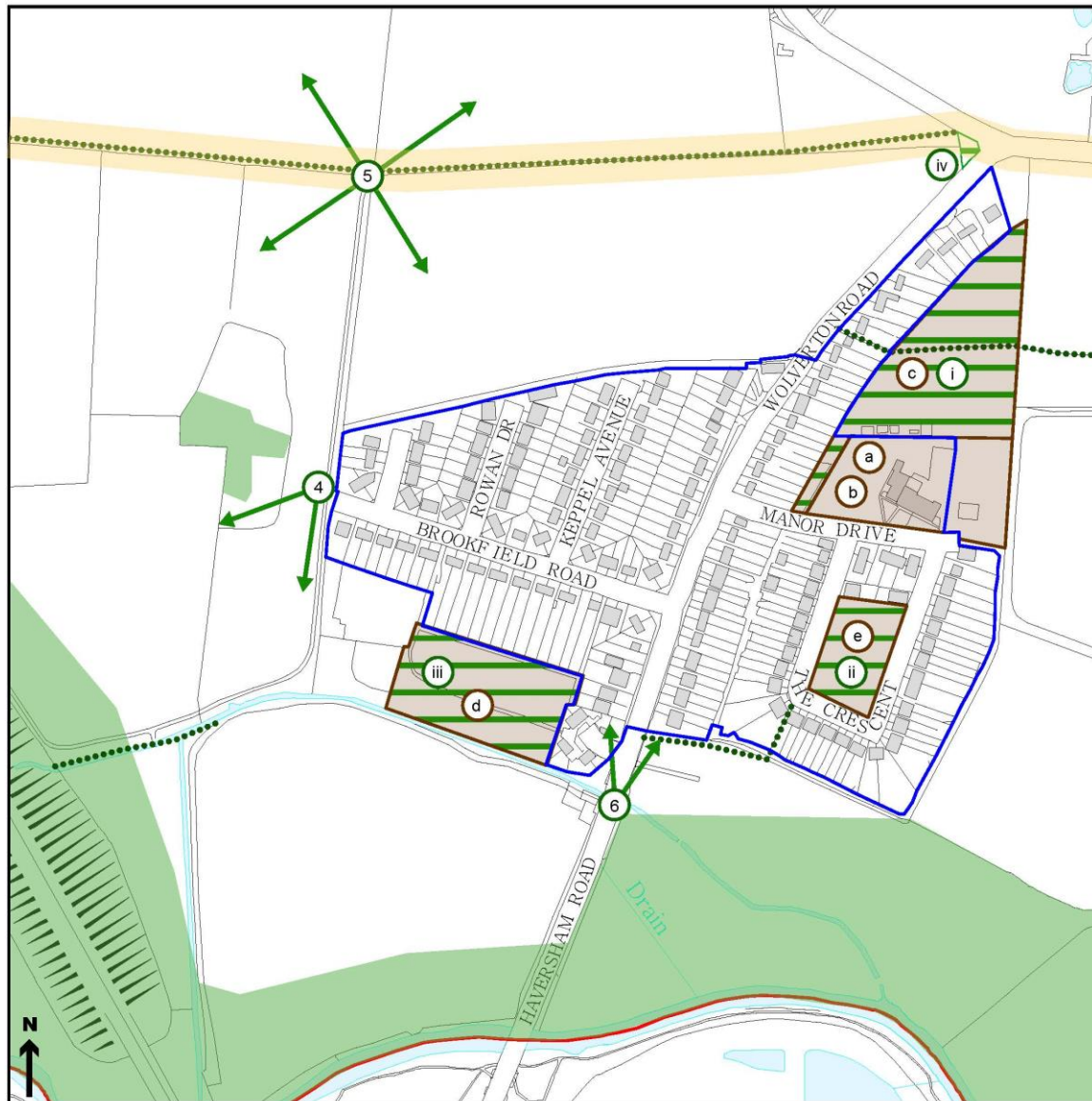
- Key**
-  Parish Boundary
 -  HLL6 - Non-designated heritage assets
ii. Land at Haversham Mill
 -  HLL8 - Existing footpaths and bridleways (also part of HLL9)
 -  HLL9 - Existing green and blue infrastructure network
 -  HLL9 - Opportunity wildlife corridor
 -  HLL10 - Important views

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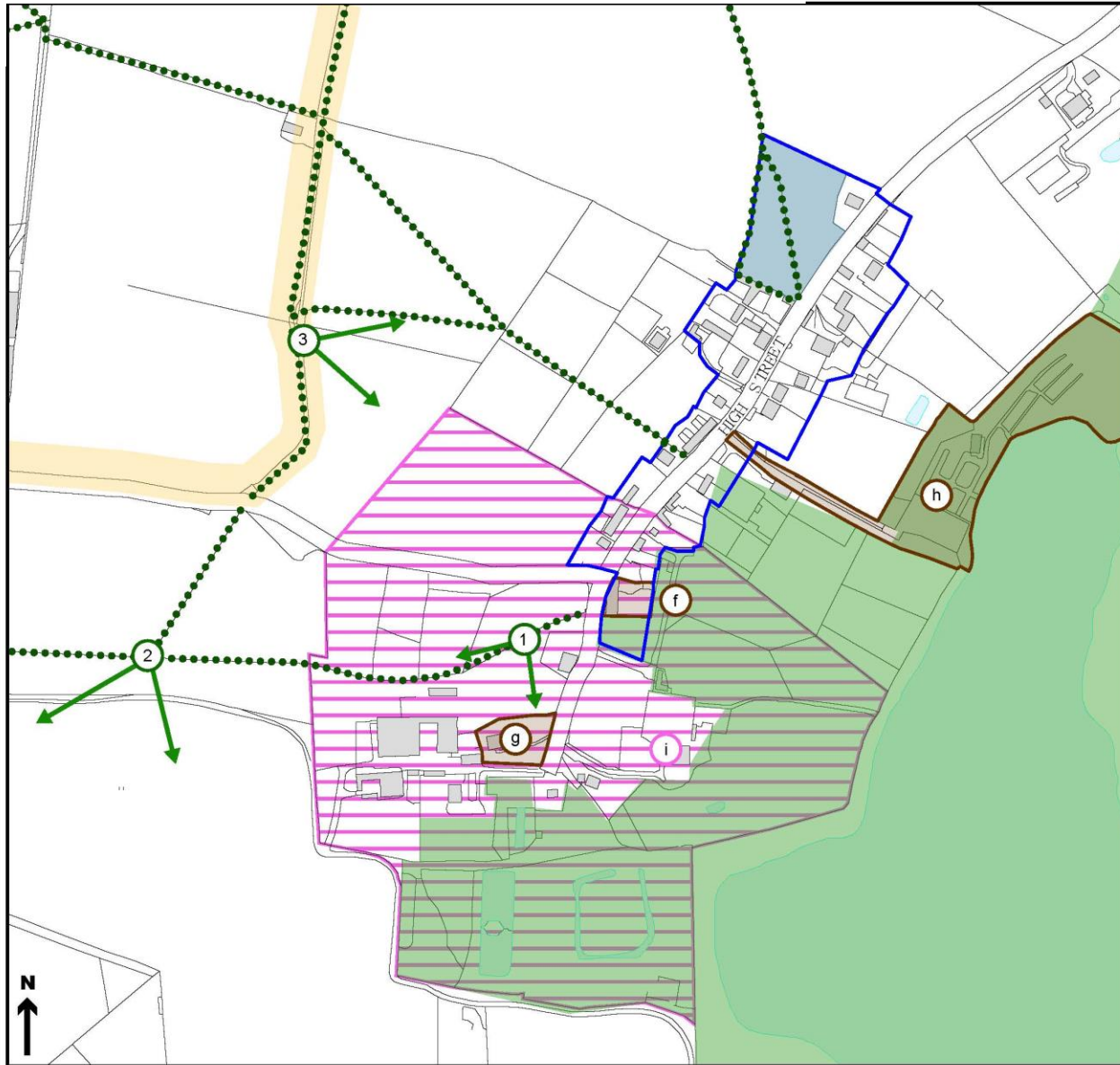
Haversham-cum-Little Linford
Neighbourhood Plan
Policies Map Inset 1 New Haversham
December 2021

Key

-  Parish Boundary
-  HLL1 - Settlement Boundary
-  HLL7 - Local Green Spaces
 - i. The Recreation Ground
 - ii. The Green within the Crescent
 - iii. The Allotments off Brookfield Road
 - iv. The Verge Triangle, Wolverton Road
-  HLL8 - Existing footpaths and bridleways (also part of HLL9)
-  HLL9 - Existing green and blue infrastructure network
-  HLL9 - Opportunity wildlife corridor
-  HLL10 - Important views
-  HLL11 - Community Facility
 - a. Haversham Village School
 - b. Haversham Social and Community Centre
 - c. The Recreation Ground
 - d. Allotments
 - e. The Crescent Green



Haversham-cum-Little Linford
Neighbourhood Plan
Policies Map Inset 2 Old Haversham
December 2021








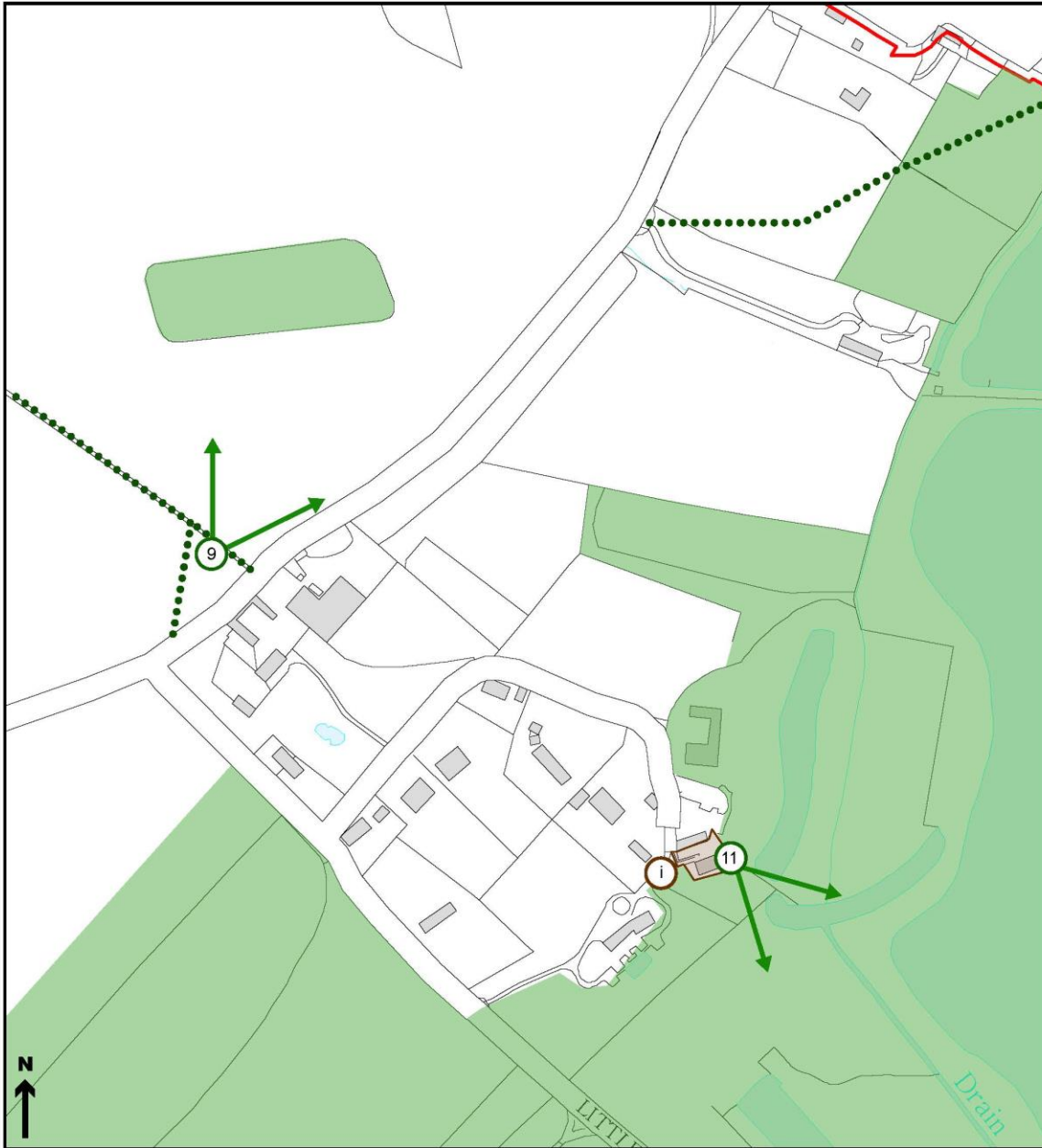
Key

-  Parish Boundary
-  HLL1 - Settlement Boundary
-  HLL2 - Land south of 27 High Street
-  HLL6 - Non-designated heritage assets
i. Land at Old Haversham
-  HLL8 - Existing footpaths and bridleways (also part of HLL9)
-  HLL9 - Existing green and blue infrastructure network
-  HLL9 - Opportunity wildlife corridor
-  HLL10 - Important views
-  HLL11 - Community Facility
f. The Greyhound Pub
g. St Mary's C of E Church
h. Sailing Club

Haversham-cum-Little Linford
Neighbourhood Plan
Policies Map Inset 3 Little Linford
December 2021

Key

-  Parish Boundary
-  HLL8 - Existing footpaths
and bridleways (also part of HLL9)
-  HLL9 - Existing green and
blue infrastructure network
-  HLL10 - Important views
-  HLL11 - Community Facility
i. St Leonard's Church



APPENDIX A – ZERO CARBON BUILDINGS

1. The UK Parliament declared an environment and climate emergency⁶ in May 2019, after Milton Keynes Council which did so in January 2019. The Climate Change Act 2008⁷ is the basis for the UK's approach to tackling and responding to climate change. It requires that emissions of carbon dioxide and other greenhouse gases are reduced and that climate change risks are prepared for. The Act also establishes the framework to deliver on these requirements and commits the UK government by law to reducing greenhouse gas emissions to 'net zero' by 2050.
2. Policy SC1 of Plan:MK was adopted in March 2019 prior to Government committing the UK in law to 'net zero' by 2050 as per the Climate Change Act 2008 (as amended)^{8,9} and emission cuts of 78% by 2035 to bring UK Law in line with the recommendations of the Committee on Climate Change (CCC) Sixth Carbon Budget Report, and the Paris Agreement commitments¹⁰.
3. The Energy White Paper published in December 2020 sets out the government's Vision and 10-point transition plan for how the UK will reach the UK target of 'net zero' carbon emissions by 2050. The White Paper confirms the government's intention to ensure significant strides are made to improve building energy performance to meet this target. This means that by 2030 all new buildings must operate at 'net zero', the means by which this can be achieved is described in the diagram below¹¹.
4. Planning plays an important role in minimising our contribution to and increasing resilience to the effects of climate change. It can provide a positive and encouraging framework for change and can resist harmful development. The CCC highlights that we need to build new buildings with 'ultra-low' levels of energy use. The CCC also makes a specific reference to space heating demand and recommends a maximum of 15-20 kWh/m²/yr for new dwellings^{12,13}.

⁶ 'Emergency' – "a sudden serious and dangerous event or situation which needs immediate action to deal with it"

⁷ Amended by Climate Change Act 2008 (2050 Target Amendment) Order – SI 2019/1056 - 26 June 2019

⁸ Plan:MK paragraph 17.3 confirms the Policy SC1 was based on the previous UK target of the 80% emission reduction target

⁹ The Climate Change Act established a long-term legally binding framework to reduce emissions, initially committing the UK to reducing emissions by at least 80% below 1990/95 baselines by 2050. In June 2019, following the IPCC's Special Report on Global Warming of 1.5°C and advice from the independent Committee on Climate Change, the CCA was amended to commit the UK to achieving a 100% reduction in emissions (to net zero) by 2050. 2019 UK Greenhouse Gas Emissions: BEIS Feb 2021 ([Link](#))

¹⁰ The Govt communicated to the UN the UK's contribution to the agreement on 12 Dec 2020

¹¹ LETI Climate Emergency Design Guide ([Link](#))

¹² The UK housing: Fit for the future? report published by the Committee on Climate Change in February 2019 recommends ultra-low levels of energy use and a space heating demand of less than 15-20 kWh/m²/yr. ([Link](#))

¹³ The costs and benefits of tighter standards for new buildings report, produced by Currie & Brown and AECOM for the Committee on Climate Change's UK housing: Fit for the future? Report ([Link](#))

Net Zero Operational Carbon

Ten key requirements for new buildings

By 2030 all new buildings must operate at net zero to meet our climate change targets. This means that by 2025 all new buildings will need to be designed to meet these targets. This page sets out the approach to operational carbon that will be necessary to deliver zero carbon buildings. For more information about any of these requirements and how to meet them, please refer to the: UKGBC - Net Zero Carbon Buildings Framework; BBP - Design for Performance initiative; RIBA - 2030 Climate Challenge; GHA - Net Zero Housing Project Map; CIBSE - Climate Action Plan; and, LETI - Climate Emergency Design Guide.

Low energy use

- 1** Total Energy Use Intensity (EUI) - Energy use measured at the meter should be equal to or less than:

 - **35 kWh/m²/yr** (GIA) for residential¹

For non-domestic buildings a minimum DEC B (40) rating should be achieved and/or an EUI equal to or less than:

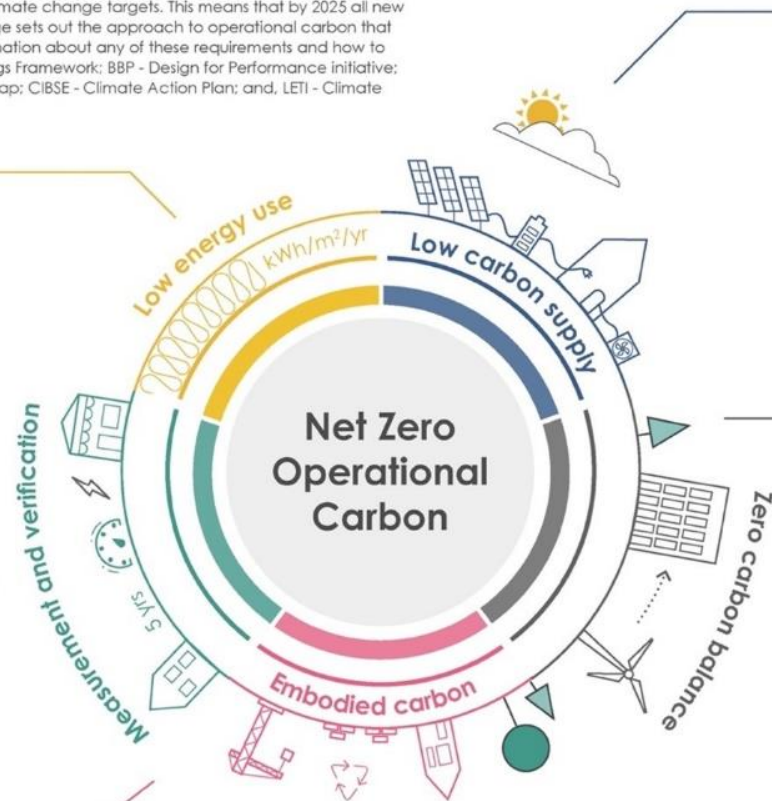
 - **65 kWh/m²/yr** (GIA) for schools¹
 - **70 kWh/m²/yr** (NLA) or **55 kWh/m²/yr** (GIA) for commercial offices^{1,2}
- 2** Building fabric is very important therefore space heating demand should be less than **15 kWh/m²/yr** for all building types.

Measurement and verification

- 3** Annual energy use and renewable energy generation on-site must be reported and independently verified in-use each year for the first 5 years. This can be done on an aggregated and anonymised basis for residential buildings.

Reducing construction impacts

- 4** Embodied carbon should be assessed, reduced and verified post-construction.³



Low carbon energy supply

- 5** Heating and hot water should not be generated using fossil fuels.
- 6** The average annual carbon content of the heat supplied (gCO₂/kWh) should be reported.
- 7** On-site renewable electricity should be maximised.
- 8** Energy demand response and storage measures should be incorporated and the building annual peak energy demand should be reported.

Zero carbon balance

- 9** A carbon balance calculation (on an annual basis) should be undertaken and it should be demonstrated that the building achieves a net zero carbon balance.
- 10** Any energy use not met by on-site renewables should be met by an investment into additional renewable energy capacity off-site OR a minimum 15 year renewable energy power purchase agreement (PPA). A green tariff is not robust enough and does not provide 'additional' renewables.

Notes:

Note 1 – Energy use intensity (EUI) targets
The above targets include all energy uses in the building (regulated and unregulated) as measured at the meter and exclude on-site generation. They have been derived from: predicted energy use modelling for best practice; a review of the best performing buildings in the UK; and a preliminary assessment of the renewable energy supply for UK buildings. They are likely to be revised as more knowledge is available in these three fields. As heating and hot water is not generated by fossil fuels, this assumes an all electric building until other zero carbon fuels exist. (kWh targets are the same as kWh_{thermal}). Once other zero carbon heating fuels are available this metric will be adapted.

Note 2 – Commercial offices
With a typical net to gross ratio, 70 kWh/m² NLA/yr is equivalent to 55 kWh/m² GIA/yr. Building owners and developers are recommended to target a base building rating of 6 stars using the BBP's Design for Performance process based on HABERS.

Note 3 – Whole life carbon
It is recognised that operational emissions represent only one aspect of net zero carbon in new buildings. Reducing whole life carbon is crucial and will be covered in separate guidance.

Note 4 – Adaptation to climate change
Net zero carbon buildings should also be adapted to climate change. It is essential that the risk of overheating is managed and that cooling is minimised.

Developed in collaboration with:



Supported by:



5. A 'net zero' carbon building is therefore first and foremost an energy efficient building in which the amount and cost of energy used for heating or cooling is minimised, as is the demand on the energy supply network.
6. This approach unequivocally focuses on the Energy Hierarchy – [BE LEAN, BE CLEAN, BE GREEN, BE SEEN](#) – the latter requiring comprehensive post occupancy monitoring, verification and rectification (if necessary) to ensure buildings perform in the way approved at design stage, ensure planning commitments are delivered and any 'performance gap' issues are resolved.
7. There is a significant weight of evidence that buildings rarely live up to their designers expectations when completed and occupied, and depart significantly from the standards against which they were certified at design stage. This is known as the 'performance gap' and is a widely acknowledged problem¹⁴. Research indicates this gap can be anything from 50% increase in energy use than designed for, to 500%.
8. The consultation on the 'Future Buildings Standard' announced in January 2021 aims to 'radically improve' the energy performance of new homes ensuring they are 'zero carbon ready' by 2025. This means having high levels of energy efficiency and fabric performance that produce 75 to 80 per cent lower carbon emissions than houses built to current standards.
9. By 'Zero Carbon Ready' the Government has confirmed this means that no further retrofit work will be necessary to enable them to become zero carbon homes. To do otherwise, as the Consultation Impact Assessment (CIA)¹⁵ confirms, would create homes which are not fit for purpose and would pass on a significant financial liability to future building occupiers or homeowners, many of whom may be struggling to meet the purchase price or rental costs of their new home in the first place. It could also unnecessarily push householders into fuel poverty. A Climate Change Committee Report in 2019¹⁶ confirmed the costs of achieving higher energy performance standards via retrofit can be five times the cost (about £25000 per home) compared to designing these requirements into new buildings from the outset.
10. MKC's current Policy SC1, supported by the recently adopted Sustainable Construction SPD, will require retrofit which will result in disturbance to future occupiers and may contribute to pushing householders into fuel poverty. A recent appeal decision¹⁷ notes *"It seems to me folly to build new houses now that will commit owners to potentially expensive and disruptive alterations as the UK moves to decarbonise heating of its housing stock"*. East Hampshire District Council have also confirmed that it will demand zero-carbon homes in its new Local Plan with the Leader of the Council echoing the Planning Inspector's position: *"It is ridiculous that*

¹⁴ Section 3.3. The Future Buildings Standard consultation, Jan 2021 ([Link](#))

¹⁵ Paragraph 1.7 The Future Buildings Standard consultation impact assessment, Jan 2021 ([Link](#))

¹⁶ The Costs and Benefits of tighter standards for new buildings; Final Report for Climate Change Committee 2019 ([Link](#))

¹⁷ APP/K1128/W/20/3252623 paragraphs 59 and 60: 15 November 2021 ([Link](#))

homes being built now will need to be retro-fitted with energy-saving measures in 10 or 15 years' time. Today's homes should be built to meet tomorrow's challenges."¹⁸

11. In January 2021, the Government in their response to the Future Homes Standard (FHS) consultation¹⁹, acknowledged the legislative framework had moved on since the publication of the Written Ministerial Statement (WMS) in March 2015 (HCWS488). The response confirmed that to provide certainty in the immediate term, the Government would allow local energy efficiency standards for new homes to be set locally. This is further supported by the legal opinion supplied by the Environmental Law Foundation in relation to the North Hinksey Neighbourhood Plan which confirms that the WMS from March 2015 appears to have been superseded by subsequent events and should not be read in isolation²⁰. To all intents and purposes the WMS is no longer relevant to plan making.
12. The NPPF states at paragraph 148 that:
*"The planning system should support the transition to a low carbon future in a changing climate...it should help to shape places in ways that contribute to **radical** reductions in greenhouse gas emissions..."* (Plan emphasis)
13. The NPPF also makes clear that 'landform, layout, building orientation, massing and landscaping' all contribute to well-designed places which are both efficient and resilient to climate change. The Government's Net Zero Strategy: Build Back Greener - October 2021 confirms a commitment to review the NPPF to make sure it contributes to climate change mitigation and adaptation as fully as possible.
14. There are therefore a number of ways in which climate change may be mitigated in a local area using land use and development management policies. Neighbourhood plans are well suited to providing this policy framework in the interim, where there is an absence of up-to-date strategic policies at the Local Plan level. Aside from ensuring sustainable patterns of land uses in settlements, policies can be used to minimise the energy demand of buildings, to store carbon and to generate renewable energy. National planning policy encourages each of them but does not specify precisely how a local area should go about realising opportunities.
15. There are practical ways that each can be delivered in a local area. The Passivhaus standard has been shown to be an effective means of designing for significantly improved energy performance of new and existing buildings. The more buildings, of all uses, that meet this standard, the better. And storing emitted carbon in plant life can reduce atmospheric carbon dioxide that is increasing global temperatures. The more that storage capacity in the local area is increased, the greater the contribution to reducing the pace of temperature increases.
16. The Government's Heat and Building's Strategy highlights the need for a local, as well as national, response to achieve Net Zero and refers specifically to the 'Local

¹⁸ Council calls for zero-carbon homes, November 2021 ([Link](#))

¹⁹ The Future Homes Standard : 2019 Consultation on changes to Part L (conservation of fuel and power) and Part F (ventilation) of the Building Regulations for new dwellings. Summary of response received and Government response; MHCLG. Exec Summary Page 4. ([Link](#))

²⁰ Appendix 1 Evidence and arguments for binding Energy Efficiency policies in neighbourhood plans ([Link](#))

Climate Action' chapter in the Net Zero Strategy. A key commitment of that Strategy being to promote best practice...and share successful net zero system solutions. Policy HLL4 is therefore intended as an interim measure until MKC review and update their current policy.

17. Policy HLL4 will ensure the updated legal framework will apply in the parish, whereas in the intervening period since its adoption, Policy SC1 has become inconsistent with this framework and hence falls short of the Local Planning Authority's duty to act under Section 19(1A) of the Planning and Compulsory Purchase Act 2004, and reflected in NPPF (2021) paragraphs 152 and 153 and footnote 53 ("Plans should take a proactive approach to mitigating and adapting to climate change", "in line with the objectives and provisions of the Climate Change Act 2008"). As such, the Parish Council will willingly offer this policy to MKC to help frame a Borough-wide policy in the new Local Plan.
18. Furthermore, Policy HLL4 also applies the 'precautionary principle' which provides the basis to anticipate, avoid and mitigate threats to the environment. Hence, the policy acknowledges the CCC's Sixth Carbon Budget recommendation that delaying action or a failure to follow the critical dates in the 'balanced pathway'²¹ will require costly corrective action in the future²².
19. The Government addressed the CCC's recommendation head on in their response to the Future Homes Standard consultation²³. Confirming that 'it is significantly cheaper and easier to install energy efficiency and low carbon heating measures when homes are built, rather than retrofitting them afterwards'. Failure to implement Policy HLL4 on new development will add to the existing and costly retrofit burden that will be required of the existing housing stock in the parish; only adding to the costs across Milton Keynes as a whole.
20. In respect of the impact of Policy HLL4 on scheme viability, any extra-over cost of building to the 'zero carbon ready' Passivhaus or similar Standard is becoming marginal as skills and supply chains begin to mature. Recent viability evidence for residential development prepared for Cornwall Council by Three Dragons²⁴ concludes that the additional costs associated with building new dwellings to the standards required in their Sustainable Energy and Construction policy (SEC1) which sets stretching energy use targets similar to Policy HLL4 can be met without jeopardising viability in most cases. This compares favourably with earlier evidence which indicated that costs associated with building to Passivhaus levels are already less than 5% and will fall to zero well within the period of this Neighbourhood Plan, as per both the Government's and CCC's impact assessments and research by the Passivhaus Trust. The policy will ensure that expensive and unnecessary retrofit costs are not passed down to building occupiers in the future, particularly in an area which has relatively high property values. Scheme viability will not therefore be

²¹ The Sixth Carbon Budget: The UK's Path to Net Zero; Committee on Climate Change, December 2020. Table 3.2a page 112. ([Link](#))

²² *ibid* (vi): Paragraph 5.3 'Retrofit Costs'.

²³ *Ibid* (vii): Paragraph 1.4 'Net zero emissions and climate change'.

²⁴ Cornwall Council Climate Emergency Development Plan Viability Assessment Update: Three Dragons November 2021 ([Link](#))

acceptable as a reason for not using the Standard, unless the applicant can demonstrate the scheme has abnormal development costs to accommodate.

21. Policy HHL3 only applies to Haversham cum Little Linford and therefore, by definition, is non-strategic (*NPPF §28*) nor is it considered to undermine Policy SC1 (*NPPF §29*). The NPPF confirms "all plans should" mitigate climate change (*NPPF §11a*). The policy has both 'regard to' the NPPF and advice issued by the Secretary of State, including the Government's response to the FHS consultation, while also supporting and upholding the general principle that Plan:MK and Policy SC1 in particular are concerned with, while providing "a distinct local approach" (*PPG ID:41-074*)²⁵. It supports the Plan:MK 'as a whole' including its vision and objectives which require the delivery of high environmental standards and mitigating climate change.
22. In the Parish Council's judgement, the approach taken in Policy HLL4 and the neighbourhood plan as a whole is consistent with the law as it currently stands and its interpretation of paragraphs 8(2)(a)&(e) of Schedule 4B of the TCPA 1990²⁶.

²⁵ Ibid Footnote 17

²⁶ *BDW Trading Limited vs Cheshire West and Chester Borough Council and Tattenhall Neighbourhood Plan* (2014 - EWHC 1470 - Paragraph 82)
Crownhall Estates Ltd vs Chichester DC and Loxwood PC (2016 EWHC 73 - Paragraph 29ii)