

Examination of the North Hertfordshire Local Plan (2011-2031)
Examination hearing sessions
Statement of North Hertfordshire District Council

Matter 10 – The housing allocations and the settlement boundaries: East of Luton (Cockernhoe and Mangrove Green) - EL1, EL2 and EL3

10.25 Are all of the proposed housing allocations deliverable? In particular, are they:

a) confirmed by all of the landowners involved as being available for the use proposed?

1. Yes. The landowners of sites EL1, EL2 and EL3 confirmed that they support the allocation and its deliverability for housing in their representations to the Regulation 19 consultation on the plan (ED3, p.17).
2. Outline planning applications for all three sites have been submitted to the Council for consideration:
 - EL1 and EL2 - application reference 17/00830/1 submitted April 2017
 - EL3 – application reference 16/02014/1 submitted August 2016.

b) supported by evidence to demonstrate that safe and appropriate access for vehicles and pedestrians can be provided?

3. No site specific objections to the allocations have been received from the highway authority. All three sites provide opportunities to connect into the existing highway via a proposed link road and into the pedestrian footpath network.
4. Sites EL1, EL2 and EL3 adjoins the existing settlement of Luton, known as the Wigmore residential area, within the administrative boundary of Luton Borough Council. It is anticipated that the principal highway access to the site will be from Luton. A link road will be provided within the allocations, joining all three sites which will connect to Luton Road in the south and integrated into Luton's existing highway network via Crawley Green Way.
5. The transport modelling undertaken to support the plan does not identify any significant issues with the operation of the highway network which cannot be addressed through mitigation measures (TI7 and ED2). The technical note (ED2, paragraph 3.13, p.7) undertaken on behalf of NHDC in response to representations made by Luton Borough Council to the Reg. 19 consultation concludes the following:
 - Most of the travel generated by the East of Luton developments will be 'Luton-facing' with very little travel to the north, south or east. This also means that there are greater opportunities to encourage modal shift and

integrate with public transport, walking and cycling proposals in the rest of Luton;

- The indications are that the impact of the development is unlikely to be severe, although specific junction mitigations are likely to be required to deal with some congestion issues; and
- There is no indication that an 'eastern bypass' of Luton is needed to enable the development.

6. The conclusions of this Technical note has been agreed with Luton Borough Council in Statement of Common Ground (ED18, paragraphs 4.12-4.14).
7. Appropriate highway mitigation schemes and the proposed access arrangements for sites EL1, EL2 and EL3 will be addressed through detailed transport assessments as a scheme is developed. Access arrangements are reflected in the site-specific policy for sites EL1, EL2 and EL3 (LP1, Policy SP19(d), p.71).
8. The above measures need to be viewed in the context of the broader transport strategies being pursued by both North Hertfordshire and Luton. The Luton Local Plan strategy focuses on sustainable travel options within Luton, and seeks to reduce the demand for car travel, but also has proposals for improved highway links.
9. The Council's Transport Strategy (ED14) aims to reduce car traffic volumes below those informing the transport modelling and seeks to ensure that new developments have sustainable transport built in focusing on walking and cycling and other modes of sustainable transport. Sites EL1, EL2 and EL3 will integrate and link into existing public rights of way (PROW) such as The Chiltern Way (Footpath Offley 002) within and adjoining the sites to provide routes into Luton and the adjoining villages of Cockernhoe and Mangrove Green in the north and Tea Green to the south-east and to the wider countryside. Reference to the integration of public rights of way are reflected in site specific criterion SP19(h). (LP1, p.71)
10. It is proposed to amend the site specific criterion (d) of Policy SP19 and the supporting text to ensure that sustainable modes of transport are incorporated within the development and are linked to Luton Borough. These proposed modifications are included in Appendix A attached to this statement.

c) deliverable, having regard to the provision of the necessary infrastructure and services, and any environmental or other constraints?

11. Yes. All three sites have been considered through the SHLAA and are considered suitable locations for development having regard to potential constraints (HOU9, site refs ELW [EL1], ELE [EL2] and 212a [EL3]. (See Appendix 3, p.26 and Appendix 4, p. 43). These sites provide the opportunity to be jointly masterplanned, resulting in a more

coherent layout and design integrating the development into Luton and taking into consideration the relationship with existing small settlements of Cockernhoe, Mangrove Green and Tea Green. This is expanded upon in answer to Issue 10.26 below.

12. The sites have been subject to consultation with a range of statutory providers. The Infrastructure Delivery Plan (TI1), feedback from key infrastructure providers and the Local Plan Viability Assessment Update (TI2) show that these developments are deliverable in infrastructure planning terms and that the development would be profitable such as to support a package of infrastructure measures. The likely significant environmental effects of allocating the site have been considered through the Sustainability Appraisal (LP4, Appendix 6, p.518 and pp. 618-621)¹.
13. No fundamental constraints to development have been identified. Site-specific infrastructure and / or mitigation measures for these sites are identified as policy measures in the plan (LP1, Policy SP19, pp.71-72) This includes the provision of a new local centre, a primary school and an all through school (including 2FE primary and up to 4FE secondary provision) to ensure that education needs arising from the development will be met within the site itself. It is also proposed that reference is made in Policy SP19 at criterion (b) to the provision of 'other necessary social infrastructure', which could include the provision of a community centre and other social facilities. This is in response to the concerns raised by representations made to the Reg. 19 Local Plan consultation expressing concern regarding pressure being placed on existing facilities within Luton and associated increases in traffic.
14. These measures will be supplemented by the generic development management policy requirements that apply to all sites in relation to issues including (but not limited to) affordable housing, housing mix, transport, design and heritage.
15. Amendments to policy SP19 as mentioned in paragraphs 10 and 13 above are proposed to more effectively address infrastructure provision. These are included in Appendix A attached to this statement.

Question 10.26 Are all of the proposed housing allocations justified and appropriate in terms of the likely impacts of the development?

16. Yes. All three housing allocations are justified and appropriate. The appropriateness of the individual allocations is discussed below.
17. In broad terms, each allocation in the plan is justified by (see the Council's Statements on Matters 5, 7 and 9):

¹ Page references in LP4 are to the "NHDC Page Number" in the top-left hand corner

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- The need to seek to meet the Objectively Assessed Needs (OAN) for housing as far as is consistent with the policies set out in the NPPF in a district that is currently highly constrained by Green Belt and other considerations;
- The 'presumption in favour of sustainable development' and plan-making requirements set out in Paragraph 14 of the NPPF. Potential adverse impacts and specific policies in the Framework which indicate development should be restricted have been properly considered. Mitigation measures have been identified to address key issues. A balanced planning judgement has been made on the benefits and impacts of each individual site.
- The significant majority of the deliverable and developable sites identified in the SHLAA (HOU9) being required for allocation if the District is to be able to meet its own OAN and contribute towards the unmet housing needs of Luton Borough;
- No preferable, deliverable alternative sites existing which would allow OAN to be met over the plan period in a substantively different way;
- There being no reasonable prospect of other authorities in shared housing market areas being in a position to assist under the Duty to Co-operate should North Hertfordshire have resolved not to meet its OAN in full, or help to meet the unmet housing needs of Luton Borough as identified and quantified through the recent examination of their own plan (ED4, particularly paragraph 138, p.28).

18. Luton is a town within the District settlement hierarchy where draft Policy SP2 (as proposed to be amended) directs the significant majority of new development over the plan period.

19. Sites EL1, EL2 and EL3 lie to the east of Luton in an area currently designated as Green Belt adjacent to the built fringe of Luton to the west, between and adjacent to the villages of Cockernhoe and Mangrove Green and Tea Green, with Tea Green golf centre to the south east of the site. Luton Airport is located further to the south west and the Chilterns AONB further to the north beyond the A505. The noise contours of Luton Airport are a development constraint to the south. These sites provide an opportunity to make a strategic-scale contribution to Luton's unmet housing needs. Paragraph 52 of the National Planning Policy Framework identifies that the supply of new homes can sometimes be best achieved through planning for larger scale development including extensions to existing towns that follow the principles of Garden Cities.

20. The justification and impacts in relation to Green Belt are discussed under Issue 10.28 below.

21. The sites lie within Landscape Character Area 202 Breachwood Green Ridge (CG16 pp.44-48c). The landscape character of the area comprises gently rolling plateau ridge landscape which slopes gently westwards towards the edge of Luton. It contains mainly large arable fields with small blocks of woodland, generally along the ridgeline, which comprise a mix of older established woodland and more recent

plantations. There are also mature remnant hedgerow trees and remaining hedgerows. The settlement pattern is characterised by small villages, Cockernhoe, Mangrove Green, Tea Green and Breachwood Green and scattered farmsteads and dwellings. The area is considered to be of moderate sensitivity in landscape and visual terms and moderate low landscape value. On its eastern edge it abuts LCA 212 Lilley Bottom which runs northwest – southeast and comprises sloping valley sides. The development would be contained on the plateau within the LCA 202 with the woodland blocks along the ridgeline providing existing screening which would be supplemented with appropriate planting.

22. The proposed development would be largely contained by the ridgeline avoiding wider impacts on the landscape of Lilley Valley Bottom. (LP1, SP19 (g), p.71). The development will be integrated into the landscape through appropriate layout and design. The inclusion of a Green Infrastructure network, the retention of key landscape features and the siting of development through sensitive and detailed design will need to ensure visual and landscape impacts are minimised. It is not considered that the adverse impacts of development on landscape grounds alone significantly and demonstrably outweigh the benefits of a strategic scale housing allocation and associated infrastructure to meet identified needs and provided in close proximity to the town of Luton. A Statement of Common Ground (ED52, para 4.10) signed with Natural England agree that the east of Luton sites do not have a material impact on the Chilterns AONB (or its setting) as confirmed by the landscape assessments accompanying the planning applications.
23. A number of sensitive ecological habitats and species occur within and adjacent to the site. The site comprises a number of woodland habitats and a local wildlife site at Stubbocks Wood. Hertfordshire Ecology have identified no apparent fundamental ecological constraints that cannot be suitably addressed through appropriate mitigation measures. These issues can be dealt with through appropriate masterplanning and the application of the detailed development management policies of the plan. A site specific policy criterion requires appropriate mitigation, compensation and/or enhancement of key features of biodiversity. (LP1, SP19(k), p.71).
24. Other potential constraints identified by the SHLAA include the presence of areas of surface water flood risk, which is towards the south and south-western part of sites EL3 and EL1 where they abut the administrative boundary with Luton. A site specific policy criterion requires surface water flood risk issues to be addressed through SUDs or other appropriate solution. (LP1, SP19 (i), p.71)
25. Thames water in their representation have expressed concerns regarding wastewater capacity in the area where upgrades to the existing drainage infrastructure may be required at the East Hyde STW. Notwithstanding this point it is proposed to include a requirement in the site-specific criteria of Policy SP19 and in the supporting text to ensure the provision of appropriate water infrastructure. This proposed modification is included in Appendix A attached to this statement.

26. On site EL1 there is the potential for contamination as a result of a historic landfill site within the vicinity of Wandon End Farm. An MOU (LP3) signed with the Environment Agency (EA) agrees a proposed modification to be made to the site-specific criteria of Policy SP19 which seeks to address the potential contamination issue raised by the EA in their representation². This proposed modification is included in Appendix A attached to this statement.
27. Potential impacts upon heritage assets include the potential impact on the Registered Historic Park and Garden at Putteridge Bury located to the north of the site. There is the potential presence of archaeological remains and archaeological areas contained within the sites. The setting of a number of listed buildings within close proximity of site EL2 at Mangrove Green and Cockernhoe require consideration. The policy for these sites require heritage assets to be considered through the masterplanning process (LP1, Policy SP19(I), p.71). This follows advice received from English Heritage (now Historic England) at the Preferred Options stage of the plan.
28. The application of these requirements, alongside appropriate detailed design and the detailed development management policies of the plan will ensure that the allocation of the site is justified having regard to any harms.
29. The Housing and Green Belt Background Paper summarises the reasons for the selection of sites EL1, EL2 and EL3 (HOU1, Appendix 2, p.64) taking into consideration the landscape sensitivity and other potential constraints. The Luton HMA Growth Options Study (HOU7), an independent piece of work commissioned by the four authorities within the Luton HMA³ under the duty to co-operate to explore spatial options for meeting objectively assessed housing needs in the area, provides similar conclusions for the selection of sites EL1, EL2 and EL3. This is a comprehensive study which assesses the deliverability, viability, environmental constraints and accessibility/sustainable transport opportunities of various locations within the Luton HMA on a consistent basis. The North Hertfordshire part of the Luton HMA was one such location. An earlier study commissioned by the Council (HOU8) assesses the appropriateness of these sites and raises potential landscape and Green Belt sensitivity issues.
30. The allocation of these sites is critical in contributing to the unmet housing needs of Luton within the Luton HMA. Development at this scale is able to deliver supporting infrastructure to meet needs arising from within the sites. Site-specific criteria require consideration of key landscape, ecological, Green Belt, flood risk and heritage implications and assist in addressing site-specific issues raised through consultation. On balance, the significant positive opportunities afforded by this site are considered to outweigh the harms.
31. The above findings, derived from the Council's own evidence base have been supplemented by additional work conducted by the site promoters to support the

² EA Representation No. 1342.

³ The four authorities being North Hertfordshire, Luton, Central Bedfordshire and Aylesbury Vale

current planning applications. This work is publically available and provides reassurance that a number of the issues identified are being actively addressed.

32. A Statement of Common Ground with the owners of these sites has been prepared and submitted to the examination (ED28). This primarily relates to broad issues of delivery and infrastructure to support earlier hearing sessions.
33. It is intended that a supplementary statement addressing the site specific issues above will be prepared and, subject to its agreement, will be made available to the examination in advance of the hearing sessions.

10.27 Are all of the proposed allocations the most appropriate option given the reasonable alternatives?

34. The proposed allocation of sites EL1, EL2 and EL3 represents the only reasonable alternative for the expansion of Luton eastwards within the North Hertfordshire part of the Luton HMA. The Housing and Green Belt Background Paper (HOU1, Appendix 2, p.58) and the Luton HMA Growth Options Study (HOU7, paragraphs 2.20-2.22 and Table 2.2, pp.3-4) shows that all potential urban extension sites around Luton in North Hertfordshire are being carried forward for proposed allocation. Site 341 to the north of site EL3 was considered as part of the 2016 SHLAA and discounted as it is located within a registered Historic Park and Garden (HOU9, Appendix 4, p.43). Site 340 was considered not to be allocated and was brought within the proposed village boundary of Cockernhoe and Mangrove Green, identified as a Category A village in Policy SP2 where development would be supported in principle. (HOU1 Appendix 2, p.58). The Luton HMA and Site Selection Assessment Report (HOU8) suggested that the Council may wish to investigate the land to the north of EL3 between EL3 and Putteridge Bury Historic Park & Garden. In discussion with the promoter of EL1 and EL2, this site is considered for possible playing fields which is considered an appropriate land use for Green Belt purposes (NPPF para 81) and would form an appropriate buffer between EL3 and the Historic Park and Garden.
35. The Sustainability Appraisal has been reviewed (LP8) in light of representations made by Natural England⁴ in their Reg. 19 Local Plan consultation in terms of alternatives in relation to site EL1, EL2 and EL3 being considered in Luton and other neighbouring authorities. The justification for this is set out in the Council's Housing and Green Belt Background Paper (HOU9, paragraphs 4.29-4.36 pp.15-16).
36. The Council's Matter 5 statement demonstrates there is a lack of reasonable alternatives for an alternate distribution of development between the District's main settlements if the proposed unmet housing requirement for Luton is to be met elsewhere within North Hertfordshire.

⁴ Natural England Representation No. 5526

37. A review of the sites not proposed for allocation through the plan (HOU1, Appendix 2) shows that these are generally:

- In or adjoining less sustainable village locations; and / or
- Also within the Green Belt; and / or
- Subject to flood risk constraints which make them sequentially less preferable for allocation than these sites

10.28 Sites EL1, EL2 and EL3 comprise land in the Green Belt.

a) Do exceptional circumstances exist to warrant the allocation of the site for new housing in the Green Belt? If so, what are they?

38. Yes. Exceptional circumstances exist to warrant the allocation of land for housing and supporting infrastructure in the Green Belt at EL1, EL2 and EL3. The sites provide the only reasonable alternatives for the expansion of Luton eastwards beyond its current built limits and administrative boundary. The Council has sought to maximise its reasonable contribution to Luton's unmet needs in close proximity to where that need arises. It is accepted by all other authorities in the shared housing market area that the proposed allocation is the reasonable maximum that can be achieved (MOU8, paragraph 5.13, p.4; ED6, paragraph 4.5, p.2; ED18, paragraph 4.9, p.4).

39. The District is highly constrained by Green Belt and many of the most sustainable locations for new development are within or adjacent to existing higher order settlements as set out in Policy SP2 and supported by Section 4 of the Sustainability Appraisal in LP4, pp.26-41) [pp.54-69].

40. The harms to the Green Belt of the potential allocations have been assessed and weighed against the benefits of development in these locations. Measures to ameliorate or reduce the consequent impacts to the lowest reasonably practicable extent have been identified.

41. Sites EL1, EL2 and EL3 provide the opportunity to make a strategic scale contribution to Luton's unmet housing need, along with the delivery of supporting infrastructure, adjoining one of the main towns identified by Policy SP2 of the Plan and in accordance with paragraph 52 of the NPPF. These sites provide opportunities to contribute to the sustainable travel aspirations of the District Council, Hertfordshire County Council and Luton Borough Council by providing development in a location where it is possible to connect with sustainable travel infrastructure within Luton Borough.

42. There are not considered to be any insurmountable non-Green Belt constraints to development of these sites which can not be addressed through the policy requirements of the plan.

b) What is the nature and extent of the harm to the Green Belt of removing the site from it?

43. The strategic land parcel to the east of Luton, which includes sites EL1, EL2 and EL3, was assessed as making a moderate contribution to the purposes of the Green Belt by the 2016 Green Belt Review (CG1, Figure 2.8, p.31). However the Green Belt Review also took a fine grained approach to the assessment, further dividing the parcels into sub-parcels and also assessing individual sites.

44. The assessment found that the contribution of sites EL1 and EL2 were significant for two of the four purposes of Green Belt assessed with an overall moderate contribution (CG1, pp.118-119, assessed as site references ELb and ELa).

45. The assessment found that the contribution of site EL3 was significant for one of the four purposes of Green Belt assessed with an overall moderate contribution (CG1, p.118, assessed as site reference 212a).

46. These results are summarised in Table A below.

Table A: Contribution of allocations East of Luton to the purposes of Green Belt

Site	Green Belt purpose				Overall contribution
	Sprawl	Merge	Countryside	Historic	
Site EL1 (ELb)	Significant	Moderate	Significant	Limited	Moderate
Site EL2 (ELa)	Significant	Moderate	Significant	Limited	Moderate
Site EL3 (212a)	Moderate	Moderate	Significant	Limited	Moderate

c) To what extent would the consequent impacts on the purposes of the Green Belt be ameliorated or reduced to the lowest reasonably practicable extent?

47. Where necessary, actions have been specified as conditions which must be satisfied before the grant of planning permission on the allocated sites.

48. For sites EL1, EL2 and EL3, the Plan seeks to limit views of the development by containing it using the landform and existing vegetation supplemented by additional planting to reinforce and mitigate against impacts on the wider landscape. Policy SP19 (c) and (g) requires the built development to be contained within the Breachwood Ridge and using structural planting, roads and woodlands to create a long-term defensible Green Belt boundary to the east.

49. This is broadly in line with advice in the Council's landscape evidence (CG16) which seeks the use of structural planting to create a sense of place, and integrate the development into the surrounding landscape to help screen new development and to avoid development in the most visually intrusive areas.

d) If this site were to be developed as proposed, would the adjacent Green Belt continue to serve at least one of the five purposes of Green Belts, or would the Green Belt function be undermined by the site's allocation?

50. Through the actions specified in the allocation criteria as set out above, the adjacent Green Belt to sites EL1, EL2 and EL3 will continue to contribute to the purposes of Green Belt.

51. The assessment of the strategic land parcels and sub-parcels in the Green Belt Review shows that land beyond the proposed allocation boundaries already serve Green Belt purposes (CG1, Figure 2.8, p.31 and Figure 3.6, p.66).

52. The adjacent Green Belt land would continue to play an important role in, in particular, maintaining the gap between the towns of Luton and Hitchin/Stevenage.

e) Will the Green Belt boundary proposed need to be altered at the end of the plan period, or is it capable of enduring beyond then?

53. The extent to which existing settlements might be further expanded in order to meet future need is finite particularly given the dense settlement pattern in existence at the more sustainable locations in the west and central areas of the District.

54. The review and release of land undertaken as part of this plan would extend development to the east of Luton to its logical maximum. Further development in this direction would significantly breach the ridgeline and increase potential visibility from the surrounding area.

55. Notwithstanding this point, each settlement within and adjoining the District will need to be properly assessed for further expansion capacity to inform any future local plan review process.

56. However, it is the intention of the plan that the amended Green Belt boundaries will endure beyond the plan period in order to continue to ensure the Green Belt continues to perform its key strategic functions.

f) Are the proposed Green Belt boundaries consistent with the Plan's strategy for meeting identified requirements for sustainable development?

57. Green Belt boundaries have been determined with a view to achieving the most sustainable pattern of development. The new Green Belt boundaries have been established in order to accommodate the reasonable maximum of development that can be accommodated within the District at the present time in accordance with the settlement hierarchy.

58. This seeks to allocate development to higher order settlements in the first instance in accordance with Policy SP2 (as amended) and supported by the Sustainability Appraisal in (LP4, Section 4). This approach to the distribution of development and the establishment of enduring Green Belt boundaries is supported as the most sustainable approach to achieving the development needs over the plan period, including contributing to the unmet housing needs of Luton.

g) Has the Green Belt boundary around the site been defined clearly, using physical features that are readily recognisable and likely to be permanent? Does it avoid including land which it is unnecessary to keep permanently open?

59. Every effort has been made to clearly define the Green Belt boundaries around allocated sites using physical features such as roads and watercourses that are readily recognisable and likely to be permanent.

60. Where no such permanent features exist, or where use of such features would necessitate release of substantial additional land beyond the proposed allocation boundary from the Green Belt, it has been necessary to use semi-permanent existing features such as field boundaries, hedgerows, public rights of way and / or tree belts.

61. Where no features exist the allocation criteria specify that the allocation should seek to establish a landscape feature that will sufficiently contain the site and be identifiable as the Green Belt boundary such as through the establishment of hedgerows or tree belts.

62. The site is well bounded by existing features. The southwest boundary follows the settlement edge and administrative boundary of Luton and the southeast boundary runs along Stoney Lane. The northeast boundary follows the western edges of woodland blocks including Stubbocks Wood, a section of Chalk Hill road and well defined rear plot boundaries of properties in Cockernhoe and Mangrove Green along Mangrove Road and Chalk Hill. Where the boundary follows the field boundaries linking to Stubbocks Wood (including PRoW Offley 007), new planting will be established to reinforce the boundary and provide additional screening. The northwest boundary follows a well defined field boundary between Mangrove Road and Hayling Drive where it joins the administrative boundary with Luton.

Question 10.29 Is the proposed settlement boundary:

a) consistent with the methodology for identifying the settlement boundaries?

b) Appropriate and justified?

63. The Council's proposed amendment to the supporting text of Policy SP2 (LP3, amendment to paragraph 4.13, p.2) makes clear that settlements are those areas excluded from the prevailing policy designation of the surrounding rural area; the boundaries to the east of Luton are 'inner' boundaries to the Green Belt rather than 'outer' boundaries to the settlement itself.

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64. The approach to establishing Green Belt boundaries and therefore the settlement boundary to the east of Luton is discussed in the Council's answer to question 10.28(g) above.

65. Beyond the three proposed site allocations, no further alterations are proposed to the Green Belt boundary around Luton where it adjoins North Hertfordshire.

66. A map showing the existing and proposed extent of the settlement boundary at east of Luton is attached to this Statement as Appendix B to aid interpretation.

Appendix A: Proposed modifications to Policy SP19

Policy SP19: Sites EL1, EL2 & EL3 – East of Luton

Land to the east of Luton, as shown on the Proposals Map, is allocated as a Strategic Housing Site for a new neighbourhood of approximately 2,100 homes. Planning permission for residential-led development will be granted where the following site-specific measures requirements are met:

- a. A site masterplan to be ~~approved~~ **secured** prior to the ~~submission~~ **approval** of any detailed matters;
- b. A new local centre with additional neighbourhood-level provision providing around 250m² (net) class A1 convenience retail provision and 850m² of other A-class floorspace **and other necessary social infrastructure**;
- c. Structural planting to create a sense of place, integration into the surrounding landscape and to reinforce a long-term, defensible Green Belt boundary to the east and mitigate landscape impacts;
- d. Principal access to be taken from Luton Road and integrated into Luton's existing highway network via Crawley Green Road, **including sustainable modes of transport**;
- e. Up to 4FE of primary-age and secondary-age education provision to ensure the needs arising from this allocation can be met within the site;
- f. At least 21 serviced plots for self-build development;
- g. Built development contained within the Breachwood Ridge and avoiding adverse impacts on the wider landscape of the Lilley Valley or the Chilterns AONB as informed by detailed landscape assessments;
- h. Integration of existing public rights of way within and adjoining the site to provide routes to the wider countryside including:
 - i. Footpath Offley 001 as a route from south-east Luton to the rural area; and
 - ii. Footpaths Offley 039, Offley 002 and Offley 003 as potential north-west to south-east green corridors through the site;
- i. Address existing surface water flood risk issues, particularly along the south-western perimeter of the site, through SUDs or other appropriate solution;
- j. Appropriate noise mitigation measures, to potentially include insulation and appropriate orientation of living spaces;
- k. Mitigation, compensation and / or enhancement of key features of biodiversity as informed by detailed assessments including:
 - i. The local wildlife sites at Stubbocks Wood; and
 - ii. Priority deciduous woodland habitat at Brickkiln Wood; and
- l. Sensitive integration of existing settlements and heritage assets,

including

- i. Minimising the visual impacts of development upon the historic parts of Cockernhoe, including relevant listed buildings;
- ii. Using the location of the Mangrove Green and Cockernhoe areas of archaeological significance to inform a site-wide green infrastructure strategy; and
- iii. Retaining an appropriate setting to the adjoining Putteridge Bury.

m. Undertake Contaminated Land Preliminary Risk Assessment, particularly relating to historic landfill.

n. Detailed drainage strategy identifying water infrastructure required and mechanism(s) for delivery.

4.219 Three adjoining sites are identified to the East of Luton totalling 2,100 dwellings. Around 150 homes will meet requirements arising from within North Hertfordshire, with the remaining 1,950 homes addressing needs that cannot be physically accommodated within Luton.

4.220 Our assessment shows that the land broadly bounded by Mangrove Green, Brick Kiln Lane and Brickkiln Wood (site EL3 and parts of site EL1) is most supportable in terms of impacts upon landscape and Green Belt. Beyond these limits, impacts become more pronounced⁵.

4.221 However, this needs to be balanced against the acute levels of unmet needs arising from Luton and the associated requirements of the NPPF and Duty to Co-operate. It is considered that the strategic allocation represents North Hertfordshire's reasonable maximum contribution⁶.

4.222 Our assessments show that this level of development can be accommodated without a significant adverse impact on the wider highway networks of Luton and Hertfordshire⁷. This will be achieved, in part, by ensuring that education needs arising from the allocation will be met within the site itself.

4.xxx The site will need to integrate provision for walkers, cyclists and public transport in line with the aims of the NHDC Transport Strategy and the sustainable travel strategy set out in the Luton Local Plan. This will include connections to the wider sustainable travel network.

4.223 The eastern section of site EL1 and all of site EL2 will require sensitive design and landscaping (including structural planting) to visually contain development from longer views. The revised Green Belt boundaries predominantly follow existing, recognisable features such as roads, tree belts and rights of way. Where necessary,

⁵ North Herts Site Selection Report (Peter Brett Associates, 2016)

⁶ A review conducted by Sir Michael Heseltine suggested that authorities should "leave no stone unturned" in seeking solutions to growth. This has been broadly accepted as the benchmark against which the Duty to Co-operate is tested, especially where unmet needs exist.

⁷ East of Luton Urban Extension Stage 2 – Traffic Modelling Results (AECOM, 2016); Preferred Local Plan Model Testing (AECOM, 2016)

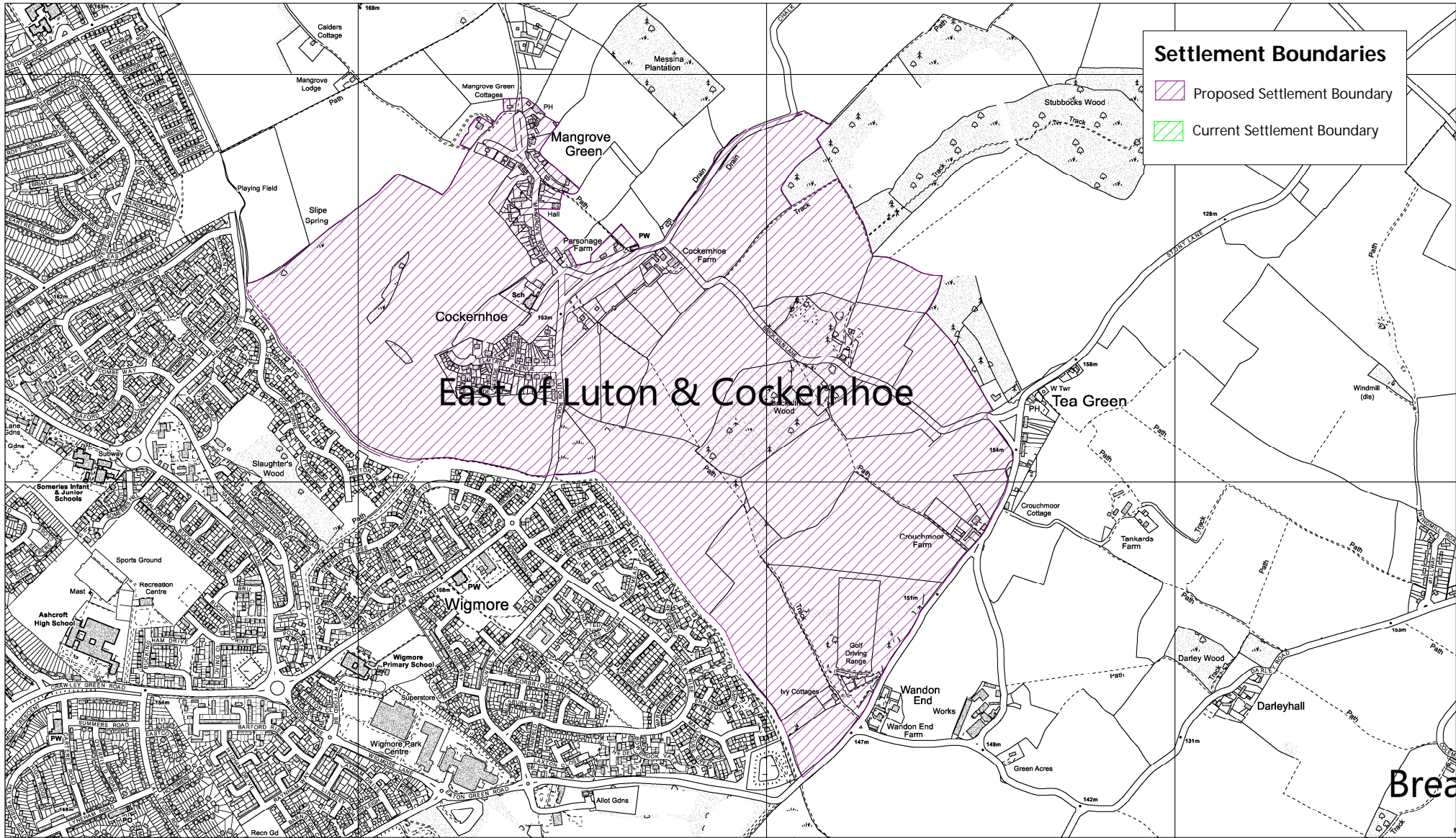
additional planting should be provided for reinforcement and to mitigate against impacts upon the wider landscape.

- 4.224 The site is in close proximity to the Luton Airport noise corridors and mitigation measures may be required, particularly towards the south-east of the site which lies closest to the flight path.
- 4.225 The allocation will adjoin existing small settlements including Cockernhoe, Mangrove Green and Tea Green as well as the registered park at Putteridge Bury. The relationship of these areas to the new development will need to be carefully considered, notably for the two greens at Cockernhoe Green and Mangrove Green.
- 4.xxx East of Luton lies within the Thames Water area with wastewater draining to their facility at East Hyde south east of Luton. Previous work identifies that this treatment works should have sufficient capacity to accommodate this planned development, it is recognised that upgrades to the existing infrastructure network may be required. Scheme promoters should work with Thames Water, and together, to identify the likely nature of infrastructure required to ensure this can be programmed appropriately.**

**Appendix B: Current and proposed settlement extent of East of Luton and
Cockernhoe**



East of Luton & Cockernhoe



Scale: 1:13341
Date: 11:01:18

