

milton keynes
eastern expansion area
development framework

adopted october 2005

MKC Document Number M62018

Milton Keynes Eastern Expansion Area

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Prepared by Halcrow with assistance from Faber Maunsell (public transport), SMT (transport modelling), Lambert Smith Hampton (property advice), David Lock Associates, and officers of Milton Keynes Council and English Partnerships.

Additional photographs provided by Milton Keynes Council and David Lock Associates.

foreword



This document has been prepared by Milton Keynes Council, English Partnerships and Halcrow Group Ltd as a comprehensive development framework for the whole Eastern Expansion Area in accordance with Policy EA1 of the Milton Keynes Local Plan, for adoption by the Council to be used as a material consideration when determining planning applications. The draft framework prepared by David Lock Associates on behalf of the Council in 2003 and the subsequent consultation responses have provided a planning context to this framework.

The purpose of this framework is to provide strategic guidance for the preparation of subsequent development briefs and planning applications within the EEA and to enable the achievement of key development targets. Proposals that are not in accordance with this framework are unlikely to be approved by the planning authority.

The Council adopted this Development Framework in Oct 2005. The Cabinet member for Planning and Transport, Cllr Mabbutt, formally approved the detailed wording of the changes to the Development Framework in March 2006. The Development Framework reflects the situation as at October 2005.

contents



Contents

Foreword by Milton Keynes Council

1	Introduction	7	4	Character Areas	41
1.1	The Vision for the Eastern Expansion Area	7	4.1	Concept of Character Areas	41
1.2	The Role of the Development Framework	8	4.2	City Street Environs	42
1.3	The Development Framework Area	9	4.3	Urban Core Area	43
2	The Site and Context	11	4.4	Linear Parkland frontage	44
2.1	The Site	11	4.5	Northern Gateway	45
2.2	Surroundings	14	4.6	Large footprint employment	46
2.3	Planning Policy Context	16	4.7	Parkside Employment	47
2.4	Opportunities and Constraints	18	5	Design Principles	49
3	Development Framework	21	5.1	The Broughton Gate Design Workshop	49
3.1	Introduction	21	5.2	The Local Plan	49
3.2	Concept	22	5.3	City Street	51
3.3	Housing	23	5.4	High Street and Local Centre	53
3.4	Employment	23	5.5	Integration of Secondary School	54
3.5	Junction 14 Gateway	24	5.6	Landmark Buildings	54
3.6	Landscape Strategy	25	5.7	Key Frontages	54
3.7	Transport and Accessibility	27	5.8	Sustainable Construction	54
3.8	Community Facilities	32	5.9	Flexible Ground Floors to promote Mixed Use	55
3.9	High Street Mixed Use Centre	34	5.10	Safety and Security	55
3.10	The Crematorium	34	5.11	Public Realm	55
3.11	Strategic Reserve Area	34	6	Phasing	57
3.12	Noise and Air Quality	35	6.1	Strategy	57
3.13	Services Infrastructure	35	7	Implementation, Funding and Delivery	61
3.14	Geotechnical	35	7.1	Introduction	61
3.15	Surface Water Drainage and Flooding	36	7.2	Transport and Highway Infrastructure	61
3.16	Land Use Budget	38	7.3	Surface Water Drainage	61
3.17	Development Framework - Bringing it all together	38	7.4	Services	61
			7.5	Section 106 Obligations and Equalisation	62
			7.6	Strategic Infrastructure Investment	62
			7.7	Delivery Structure and Mechanisms	62
			7.8	Management and Maintenance	62
			7.9	Programme and Milestones	63

contents



Appendices

Appendix 1	Relevant Planning Policy Documents	65
Appendix 2	Geotechnical	73
Appendix 3	Glossary of Terms	74
Appendix 4	Noise Guidelines	76
Appendix 5	Indicative Land Use Budget	77

Figures

Figure 1.1	Eastern Expansion Area - as allocated in the draft Milton Keynes Local Plan	8
Figure 1.2	Boundary of the Development Framework Area	9
Figure 2.1	The Site	11
Figure 2.2	Aerial Photograph	14
Figure 2.3	Key Constraints Plan	19
Figure 3.1	Concept Plan	22
Figure 3.2	Landscape and Open Space Strategy	26
Figure 3.3	Proposed Highway Network	27
Figure 3.4	400m Accessibility to PTR Stops	29
Figure 3.5	300m Accessibility to High Density Housing	29
Figure 3.6	Accessibility to Community Facilities	29
Figure 3.7	Accessibility to green space	29
Figure 3.8	Community Facilities Plan	32
Figure 3.9	Strategic Reserve Indicative Plan	34
Figure 3.10	Drainage Catchment Boundaries	36
Figure 3.11	Development Framework Plan	39
Figure 4.1	Character Areas Plan	41
Figure 5.1	City Street Section	52
Figure 6.1	Phasing Plan	59

one

introduction

introduction

1.1 Eastern Expansion Area Vision

1.1.1 The Eastern Expansion Area (EEA) is one of three expansion areas allocated in the Milton Keynes Local Plan (second deposit version). These will assist the City in achieving its housing growth targets up to 2016.

1.1.2 The development of the EEA provides an opportunity to comprehensively plan a major extension to the thriving and developing City of Milton Keynes. In this expansion of Milton Keynes beyond its 1967 boundary, the Framework must address the current urban agenda while incorporating those special qualities of Milton Keynes which have contributed to its success.

1.1.3 The EEA should be a high quality urban extension, founded on the very best practice in urban design and sustainable development, with strong links to CMK and the rest of Milton Keynes. The aim is to create a development for the 21st Century, which will demonstrate the influence of the area's traditional urban form, typified by towns such as Stony Stratford and Woburn Sands, and the best of the Milton Keynes' 20th century planning principles.

1.1.4 In this context, the EEA should be "of Milton Keynes" and "local vernacular distinctiveness" should be respected; however, the EEA must also help to shift Milton Keynes towards a more sustainable future.

1.1.5 The EEA's close proximity to the M1 makes the area highly accessible, but it also acts as one of the key entry points to Milton Keynes and, as such, is an important site in terms of presenting an attractive first impression of Milton Keynes to those visiting the city.

1.1.6 A mix of dwelling sizes, types and tenures will provide housing choice and variety. A balanced mix of other land uses is envisaged with facilities, such as schools and community centres, integrated with the housing. Land for employment development will be designated to attract investment and allow people the opportunity of living and working close to where they live.

1.1.7 Transport facilities, within and linking to the EEA, will promote the most sustainable forms of movement, such as walking and cycling, and give particular emphasis to public transport. Connections will be made to the rest of Milton Keynes' grid road and transport network.

1.1.8 A network of open space and high quality landscaping will create an attractive and safe environment in which to live and work.

1.1.9 Development will accord with the principles of high quality design and best practice to create a townscape that is rich, varied and sympathetic to its environment.

development framework

1.2 The Role of the Development Framework

1.2.1 The preparation of a comprehensive plan, or development framework, is an essential first step to guide all future stages of development. It establishes a context for development briefs and planning applications, which will follow on and contain more detailed proposals.

1.2.2 The Development Framework provides the design strategy and guidance essential to achieving a high quality development with a strong identity, activity and a 'sense of place'. This will be generated by responding to the inherent site characteristics and sensitivities, a key objective of the Development Framework. It also outlines how the Local Plan's requirements for the EEA will be met and the disposition of land uses and facilities.

1.2.3 The development framework sets out general planning policies, proposals and design principles specific to the EEA. It establishes:

- How the expansion area fulfils the ODPM's objectives for the longer term growth of Milton Keynes
- How the emerging local plan policy requirements will be met
- The disposition of land uses and facilities.
- The relationship of land uses with each other, and the surrounding areas.
- The general phasing of development.
- General design and development principles to guide the form and nature of development.
- Transport, movement and other (social and economic) infrastructure requirements.

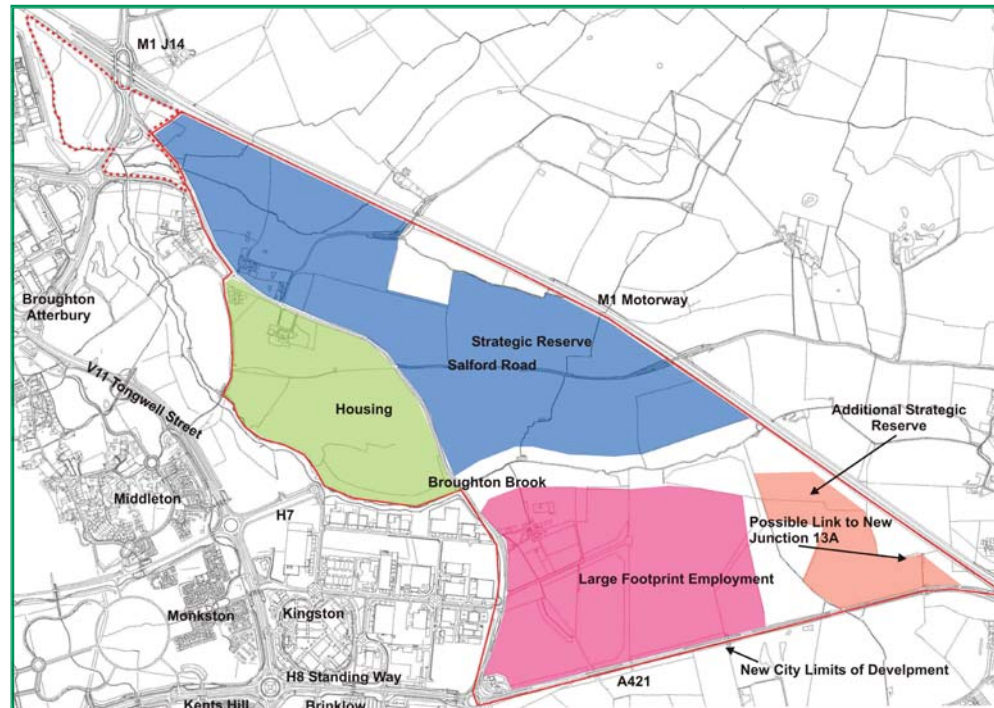


Figure 1.1 Eastern Expansion Area - as allocated in the draft Milton Keynes Local Plan

1.2.4 This draft development framework has been prepared by Milton Keynes Council and English Partnerships in consultation with other stakeholders and the main landowner interests in the EEA. They have provided substantial technical and supporting information to provide the basis for the development framework. It has also been informed by a workshop held in November 2002 for the Broughton Gate area. A draft version of the document, produced by David Lock Associates, was published for public comment during April and May 2003.

1.2.5 In line with the emergence of the revised Local Plan this document will be adopted as Supplementary Planning Guidance (SPG) by the Council. This document outlines a development scenario that is deliverable and has the ability to:

- create a sustainable expansion of the new city;
- extend the concept of sustainable urban neighbourhoods;
- promote public transport objectives;

- maximise the opportunities offered by the city's existing infrastructure;
- maximise the opportunities offered by the physical characteristics of the expansion area;
- provide large footprint employment buildings on a strategically important site in Milton Keynes;
- facilitate the provision of a balanced community that complements the existing city in a clearly defined urban extension;
- attract new commercial investment.

1.2.6 MKC wishes to provide the local community and potential investors with a clear view of what development is proposed, and when and how it will be delivered. This SPG therefore sets out:

- The expected development capacity of the EEA
- The range of facilities needed to support the new residential and employment population
- The strategic infrastructure needed to facilitate development
- Phasing of new dwellings, employment, facilities and infrastructure.
- A clear programme for delivery of this development.

1.2.7 It is intended that this development framework, following consultation, will be approved by Milton Keynes Council as Supplementary Planning Guidance (SPG). The Milton Keynes Partnership Committee (MKPC) will be responsible for determining planning applications in the EEA that comprise 10 or more dwellings, 1000sqm or more of office, industrial or retail floorspace, or one hectare or more of land. The powers of the MKPC relate to land within the Urban Development Area.

framework area ■ ■ ■

1.3 The Development Framework Area

1.3.1 The Milton Keynes Local Plan (second deposit version) identified an area, to the east of Milton Keynes and north of the A421 for the EEA (see Figure 1.1). This area, comprising about 130 hectares, would accommodate 1,150 dwellings at Broughton Gate and 80 hectares of large footprint employment at Fen Farm. In considering expansion on the east of the City, the M1 motorway was considered to represent the most appropriate limit to development at this time. A 'strategic reserve' covering the remaining 164ha of land between the City boundary and the motorway would act as a first area of search to meet possible, unforeseen, needs for any land uses or development requirements that could not be accommodated elsewhere in the City. These allocations were considered at the Local Plan Inquiry by an Inspector.

1.3.2 The Inspector's report recommends that land within the Strategic Reserve Area should be allocated for around 2000 dwellings. The Inspector also recommended that Glebe Farm and Eagle Farm South, which lie south of the A421, be allocated as Strategic Reserve to reflect their potential for development.

1.3.3 To continue to make progress towards achieving its housing targets, the EEA Development Framework therefore considers a larger area than that identified in the Local Plan. This area is shown on Figure 1.2 and described in detail in Chapter 2 of this document. It consists of 5 separate parts;

- Broughton Gate
- Fen Farm
- Eagle Farm North
- The Strategic Reserve Area (referred to as Brooklands)
- Pineham and Brook Furlong.

1.3.4 The additional Pineham and Brook Furlong area has been included in the Framework Area because of its close relationship to the EEA, its 'gateway' role adjacent to Junction 14 and the need to ensure the whole area is planned comprehensively. This area includes land immediately north and south of the A509, including the Coachway, the existing park and ride facility and agricultural land bounded by the M1. This site is shown by a 'dotted' red line boundary on the Framework Area plan.

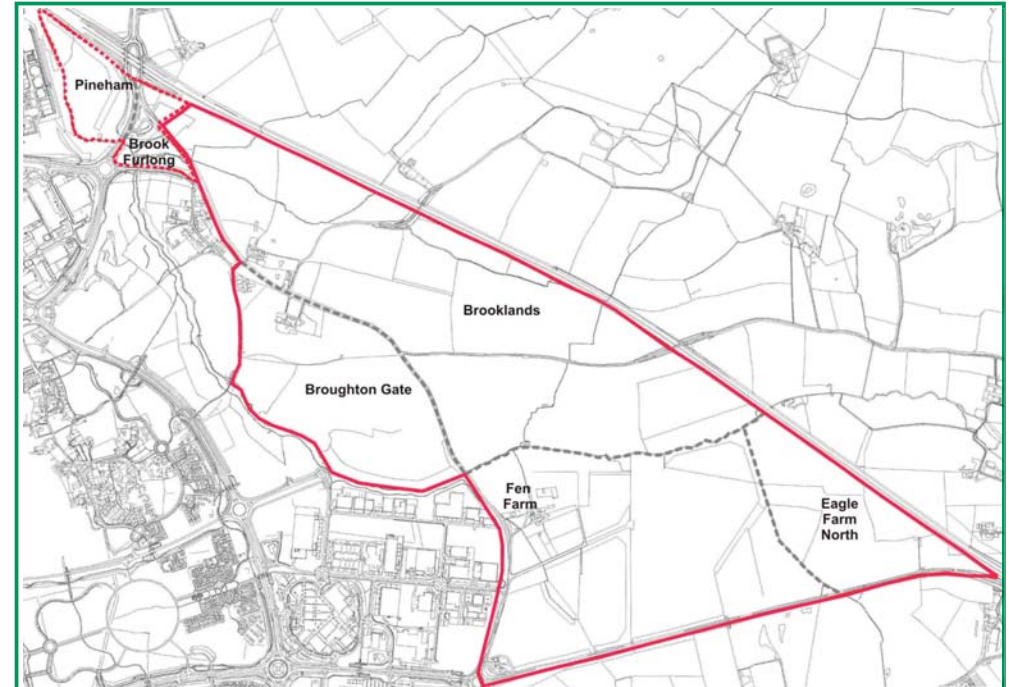


Figure 1.2 Boundary of the Development Framework Area

two

the site
and context

site and context

2.1 The Site

2.1.1 The area that is the subject of this Development Framework is shown on Figure 2.1 and comprises a total area of 405 hectares. It is bounded by the M1 to the north east, the A421 to the south, and the A5130 and Broughton Brook to the west. Immediately to the west, and north west, is the built-up area of Milton Keynes. The area lies between the two main links between the City and the Motorway network, at M1 Junctions 13 and 14.

2.1.2 The majority of the Framework Area comprises low lying, relatively flat land in agricultural use. Broughton Brook forms the key natural feature, both forming part of the western boundary and passing through the centre of the area. Generally the land in the north falls gently to the west and south towards Broughton Brook and in the south, from the A421, northwards towards Broughton Brook.

2.1.3 The boundaries of the area are clearly defined, either by public highway or watercourses. There is a small amount of development within the area and two significant farms, Brooklands Farm in the north and Fen Farm in the south. Most of the area, with the exception of three small areas of woodland adjacent to the Motorway, and the land either side of the A509, is privately owned.

2.1.4 The presence of the M1 along the eastern boundary of the Framework Area is a dominant feature, not only in noise and landscape terms, but also in terms of the high level of access it provides the area from Junctions 13 and 14. The A5130 is an important north-south route through the site. Two roads pass through the area and cross the Motorway, one of these connecting Salford village to Milton Keynes.

2.1.5 For the purpose of preparing the Development Framework, the site has been divided into distinct areas reflecting the landscape and land use character of each area (see Figure 1.2).

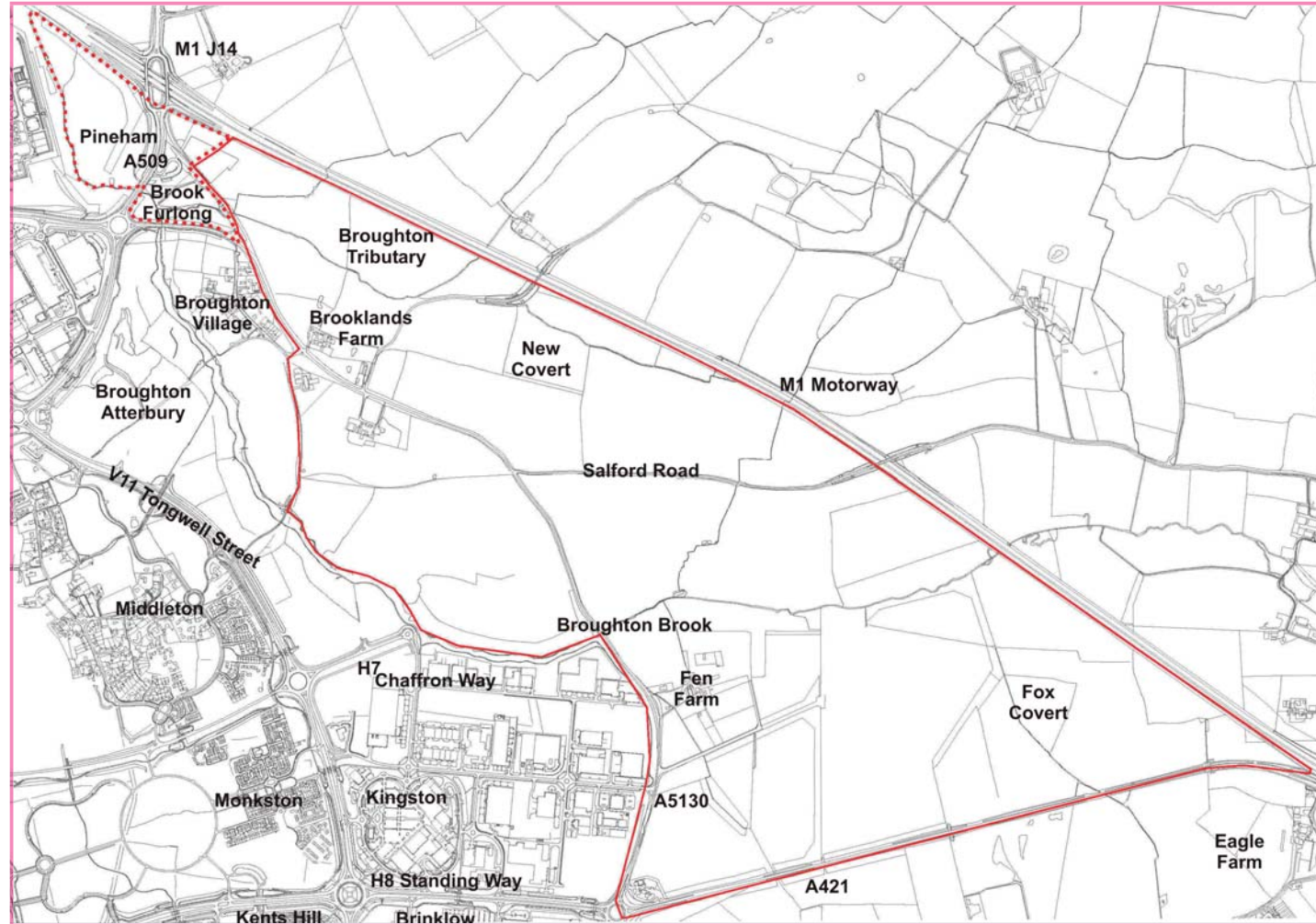


Figure 2.1 The Site

the site

Broughton Gate

2.1.6 This site of some 60 hectares, physically adjoins the boundary of the former designated area of the New Town, which is coincident with Broughton Brook and the historic road to Broughton village, on the western edge of the site.

2.1.7 The site slopes gently from the A5130 to the west and consists of predominantly low lying arable farmland. There are a number of existing uses in this area including The Broughton Hotel, Broughton Manor Business Park and an existing private school.

2.1.8 A footpath linking Milton Keynes village with the Salford Road passes east-west through the site. To the north lies Broughton Village, which is separated from Broughton Gate by an area earmarked for playing fields by the landowner (English Partnerships). The eastern boundary of Broughton Gate is formed by the A5130, which links the H5/H6 Northfield and the A421/ H8 Kingston roundabouts.



Brooklands

2.1.9 Located to the north of the Broughton Brook, between the A5130 and the M1, Brooklands has an area of 164 ha and a 2.9 km motorway boundary. The historic road to Salford village passes east-west through this part of the site.

2.1.10 The area consists principally of flat, arable farmland broken by intermittent hedgerows, interspersed by occasional mature trees. New Covert is an existing area of plantation woodland located near the M1 boundary which is covered by a tree felling licence. The area includes Brooklands Farm and is bisected by a small track connecting to Broughton Farm, east of the M1.

2.1.11 Broughton Brook is the principal landscape feature to the south of the area. There are also a number of drains and smaller tributary watercourses in the north.



the site

Fen Farm and Eagle Farm North

2.1.12 The third part of the Framework Area, lying south of Broughton Brook is an area of about 159 ha of predominantly low lying farmland, located to the east of Fen Farm. The boundaries follow the A421 and A5130 and Broughton Brook. The site's eastern boundary directly abuts the M1 Motorway.

2.1.13 Broughton Brook, to the north, is the key landscape feature in this area. There are also two significant woods, notably Fox Covert which is covered by a tree preservation order, in the south east corner close to the Motorway. A designated footpath crosses the western part of the site, from the A5130 near Fen Farm south east towards Wavendon Manor, across the A421.

2.1.14 Existing uses in this area include Fen Farm itself and a large commercial lorry park east of Fen Farm. There is also an area used for events. In the south west corner, adjacent to Kingston roundabout, is a 'BP' service station.



Pineham and Brook Furlong

2.1.15 The fourth part of the Framework Area consists of two small areas of land, amounting to about 22ha in total. They are separated by the A509, which runs on a steep embankment and links M1 Junction 14 and the Northfield roundabout. The A509 crosses Broughton Brook, just east of Northfield roundabout, and a connection can be made between the two areas under this bridge.

2.1.16 To the south of the A509 is Brook Furlong, an area of land which includes the Milton Keynes Coachway, information point, weighbridge, temporary park and ride facility and a small area of agricultural land adjacent to the Motorway.

2.1.17 Dense tree planting screens all these urban uses and maintains a generally wooded character to this area. The park and ride site consists of a temporary surface and is discretely located at the lower level of the Broughton Brook floodplain. The Coachway is a well used facility but needs refurbishment and access improvements.

2.1.18 To the north of the A509 is a small, low lying area of grassland divided by a belt of trees running parallel with the A509, called Pineham. This area is dominated in both visual and odour terms by the presence of the sewage works, which lie immediately to the west.



surroundings

2.2 Surroundings

2.2.1 The M1 is a dominant feature of the EEA landscape in terms of visual impact, noise issues and accessibility. To the east of the M1 lie the smaller villages of Salford, Waterhall and Hulcote. These are linked to the EEA by Salford Road which connects to Junction 13 of the M1. The landscape to the east, between Cranfield and the M1, consists of predominantly agricultural land, some woodland and areas of mineral excavation.

2.2.2 The built up area of Milton Keynes is located to the west of the area and includes the developed grid squares of Northfield, Milton Keynes Village and Monkston. Between the area and V11 Tongwell Street is the village of Broughton and the new community of Broughton Atterbury, which is in the process of construction. A range of community facilities are planned for Broughton Atterbury, including a public house, live-work units and a local retail/commercial centre which will complement existing facilities in the area such as the new primary school, community centre, doctors surgery and petrol station. In addition, a new secondary school has opened in Middleton providing educational and leisure facilities for this part of East Milton Keynes.

2.2.3 To the south west of the area, lies Kingston grid square, a retailing and employment area. The Kingston District Centre is an important facility for the whole of the East Milton Keynes area, providing a range of retail uses including a large supermarket, petrol station and shopping precinct. The grid road network provides linkages to Central Milton Keynes along H5, H6, H7 and the A421.

2.2.4 To the south of the Framework Area are the villages of Wavendon and Woburn Sands. The landform remains relatively flat to the north of Lower End Road exhibiting a similar landscape character to the EEA. Further south the land rises to the settled Wavendon ridge, which acts as a containing feature.



Figure 2.2 Aerial Photograph

surroundings



Broughton Village



Adjacent development areas to the west of the expansion area

planning policy

2.3 Planning Policy Context

2.3.1 The Development Framework sits in a hierarchy of planning policies summarised as:-

- Regional Planning Guidance;
- Sub-Regional Strategy
- Buckinghamshire County Structure Plan;
- Milton Keynes Local Plan;
- EEA Development Framework
- Site Development Briefs and Design Codes

2.3.2 The following publications have also informed the preparation of this Framework:

- Places Streets and Movement, (DETR 1998)
- By Design, (DETR 2000)
- Urban Design Compendium, (English Partnerships 2000)
- Urban Design Guidance, (Urban Design Group 2002).

2.3.3 Of most relevance is the Milton Keynes Local Plan (Second Deposit Version), which was published in October 2002 and is the emerging Local Plan. Representations to this were considered at the recently completed Local Plan Inquiry. Following consideration of the recommendations of the Local Plan Inquiry Inspector, the Council published Proposed Modifications to the plan in May to July 2005. The Proposed Modifications include changes to the policies that apply to the EEA.

2.3.4 The Vision for Milton Keynes articulated in the Second Deposit Version of the Local Plan (paragraph 2.1) is for a place that:

- provides a high quality of life for all;
- encourages sustainable lifestyles;
- offers real choices for transport;
- promotes a dynamic, knowledge-based economy;
- creates attractive, vibrant, successful town centres;
- enjoys a clean, green environment;
- stimulates diversity and innovation;
- welcomes growth to meet local needs; and
- strengthens its role as a regional centre.

2.3.5 At present the key policies in the Local Plan of most relevance to the EEA are as follows:

- Policy S3 identifies the EEA as one of three City Expansion Areas.
- Policy EA1 requires a comprehensive master plan and development briefs to be prepared and states that they will be adopted as supplementary planning guidance (SPG).
- Policy EA2 establishes a number of general requirements, including planning obligations, which development proposals in the EEA will need to provide.
- Policy EA3 specifies those requirements that proposals for the EEA must deliver (see Table 2.1).
- Policy EA4 explains the purpose and status of the Strategic Reserve to the north of Broughton Brook and east of the A5130, although this will be changed if the Local Plan Inspector's recommendations are accepted.

2.3.6 There are a number of other local plan policies, which will have implications for the development of the EEA. These are listed in Appendix 1. Also listed are relevant Supplementary Planning Guidance (SPG) documents and other relevant studies and strategies.

2.3.7 The final Milton Keynes and South Midlands Sub-Regional Strategy was published in March 2005. Its purpose is to provide strategic guidance on the scale, location and timing of development to 2021 and a longer-term perspective for the sub-region to 2031. Its objectives include the achievement of a major increase in the number of new homes provided in the area and the provision of a commensurate level of economic growth.

2.3.8 This strategy identifies that the majority of development in the sub-region will be focussed on six groups of growth towns. It envisages that Milton Keynes will embrace its growth potential to mature as a major regional centre, particularly through the substantial development of its central area, supported by a significantly enhanced public transport system to facilitate and support growth in the major development areas.

2.3.9 The Sub Regional Strategy envisages that Milton Keynes should accommodate an additional 44,900 dwellings over the period 2001-2021, and a further 23,700 homes by 2031. The level of total and annual completions recommended is given in Table 2.2.

2.3.10 The Sub Regional Strategy 'Sustainable Communities' stresses the importance of creating sustainable, balanced communities. The key requirements in building sustainable communities, proposed by the First Secretary of State, are listed in Table 2.3, which forms a useful checklist for development in the EEA.

Policy EA3 - EEA Requirements

- large footprint employment development at Fen Farm (80 ha);
- housing and ancillary uses at Broughton Manor Farm (50 ha);
- a new M1 Junction 13a or equivalent improvements to Junctions 13 and 14;
- improvements to the A421 and A5130, including Kingston roundabout;
- a secondary school of about 10 ha
- a first/combined school, or contributions to upgrading existing or planned schools nearby;
- continuation of the linear park along Broughton Brook, to include any new balancing lakes to serve the new development;
- a continuation of the urban village concept at Broughton/ Atterbury, including links to existing and planned facilities; and
- 30% affordable housing.

Table 2.1

planning policy

Sub Regional Strategy Housing Allocation for Milton Keynes

	Total Completions (dw)	Annual Rate (dw/yr)
2001 - 2006	7,900	1,580
2006 - 2011	15,000	3,000
2011 - 2016	11,000	2,200
2016 - 2021	11,000	2,200
2001 - 2021	44,900	2,245

Table 2.2

MKSM Strategy - March 2005

Sustainable Communities will be achieved in the sub region through the implementation of development in accordance with the following principles;

- Designing attractive cities, towns and public places;
- Promoting the highest standards of environmental performance, including all aspects of water resource management;
- Ensuring good accessibility and providing better public transport
- Facilitating safe and convenient movement on foot and by cycle;
- Reducing reliance on car based transport;
- Maximising the opportunities afforded by growth to facilitate the regeneration of deprived communities;
- Protecting and enhancing the Sub-Region's stock of strategic environmental and cultural assets;
- Providing green infrastructure for existing and expanding communities, including access to green space that promotes healthy lifestyles and can be used for formal and informal recreation and educational purposes;
- Ensuring that the countryside in and around towns is sensitively designed to assimilate urban extensions into the landscape and accommodate links to and from the wider countryside;
- Improving skills levels and enterprise support;
- Ensuring a supply of housing of the right types, sizes and tenure, and providing a step change in both the quantity and quality of affordable housing to meet the needs of the Sub-Region;
- Providing the social (e.g. primary, secondary, further and higher education, health and social care) and environmental (e.g. water supply and treatment) infrastructure to meet current deficits and additional demands;
- Managing and reducing demand where appropriate (e.g. demand for water)
- Taking advantage of development opportunities for different scales of renewable energy in the Sub-Region;
- Providing high quality employment land and premises which meets the needs of growing industries;
- Maximising the contribution of previously developed land to the Sub-Region's growth;
- Promoting and facilitating community development through the active involvement of the voluntary and community sectors.
- Ensuring improved community safety.

Table 2.3

opportunities

2.4 Opportunities and Constraints

2.4.1 The Local Plan (second deposit version)

Proposals Map indicates areas liable to flooding alongside Broughton Brook and alongside the tributary that joins this watercourse at Brook Furlong. The Proposals Map also shows wildlife corridors alongside Broughton Brook (corresponding broadly to the extent of the area liable to flooding) and alongside the M1, incorporating three stands of woodland adjacent or close to the motorway. In addition, the Proposals Map indicates that Broughton village is a Conservation Area.

2.4.2 The Council's Sustainability Appraisal of the Deposit Version of the Local Plan indicates that the development of the EEA would result in the loss of about 73 hectares of grade 2/3a farmland. The development of the Strategic Reserve Area would result in the loss of a further 95 hectares of such land.

2.4.3 The M1 is a significant source of air and noise pollution. The impact of noise is considered of greater significance than air pollution. Field monitoring surveys and modelling, which has been carried out, have indicated that the Noise Exposure Category B/C contour boundary lies about 150m from the site boundary. Air quality should not be a constraint on development beyond about 80m from the emission source.

2.4.4 In other respects, the area is relatively free from constraints. In particular, it is not subject to any protective national or local landscape designation. Topographically, the area is relatively flat and the M1 provides a defensible boundary.

2.4.5 In summary, the development of the EEA should have regard to a number of constraints and should be designed to take advantage of potential opportunities. (see Figure 2.3).

2.4.6 Constraints include the following:

- Noise and air buffer zones along the M1 and A421.
- Protection of Broughton Conservation Area and its setting
- Floodplain boundaries and the treatment of watercourses, in particular, the Broughton Brook
- Wildlife corridors along the Broughton Brook and the M1
- Protection, and enhancement of existing woodland and copses, including the woodland at Fox Covert which is covered by a tree preservation order.
- Treatment of the hedgerows, and other ecological features such as watercourses
- Protection of services that cross the site
- Recognition of the potential effects of overhead electricity lines that cross the site (eg at Pineham)
- Avoidance of rat running through Salford, and other settlements, to the EEA
- Mitigation of increased flood risk along the Broughton Brook
- Overcoming the potential severance effect of surrounding grid roads
- A421 dualling reserve
- Sensitive integration of public footpaths
- Listed buildings in the area are generally located along the Wavendon ridge to the south with some listed buildings in Broughton Conservation Area
- There are few archaeological constraints, however, evidence of a Romano-British settlement in Broughton Gate has been identified.
- the wider landscape context of Aspley and Wavendon Woods to the south, on the Greensand Ridge, within the Brickhills Area of Attractive Landscape.

2.4.7 Opportunities include the following:

- The potential to create a new pattern of development that evolves from the existing grid square development in Milton Keynes.
- The development of a sustainable urban extension with a unique identity and character
- To promote, where appropriate, higher average net densities, whilst still providing a wide range of housing
- The provision of a segregated public transport route through the EEA, with higher density housing and facilities adjacent to it, which could be adapted to a mass transit route in the future
- Links to the existing grid roads V11 and H7, that provide good quality highway access to the rest of Milton Keynes
- Good integration with existing development and developing connections to the existing Redway and footpath network
- Enhancement of the EEA's features of nature conservation, heritage and archaeological interest
- Responding to the existing landscape and ecological features by creating a linear park along the length of Broughton Brook
- Provision of advance structure planting and extension of the 'forest city' concept
- Use of sustainable urban drainage systems
- Relocation of New Covert woodland to the M1 boundary



The EEA site has a particularly flat topography and is relatively self contained

constraints

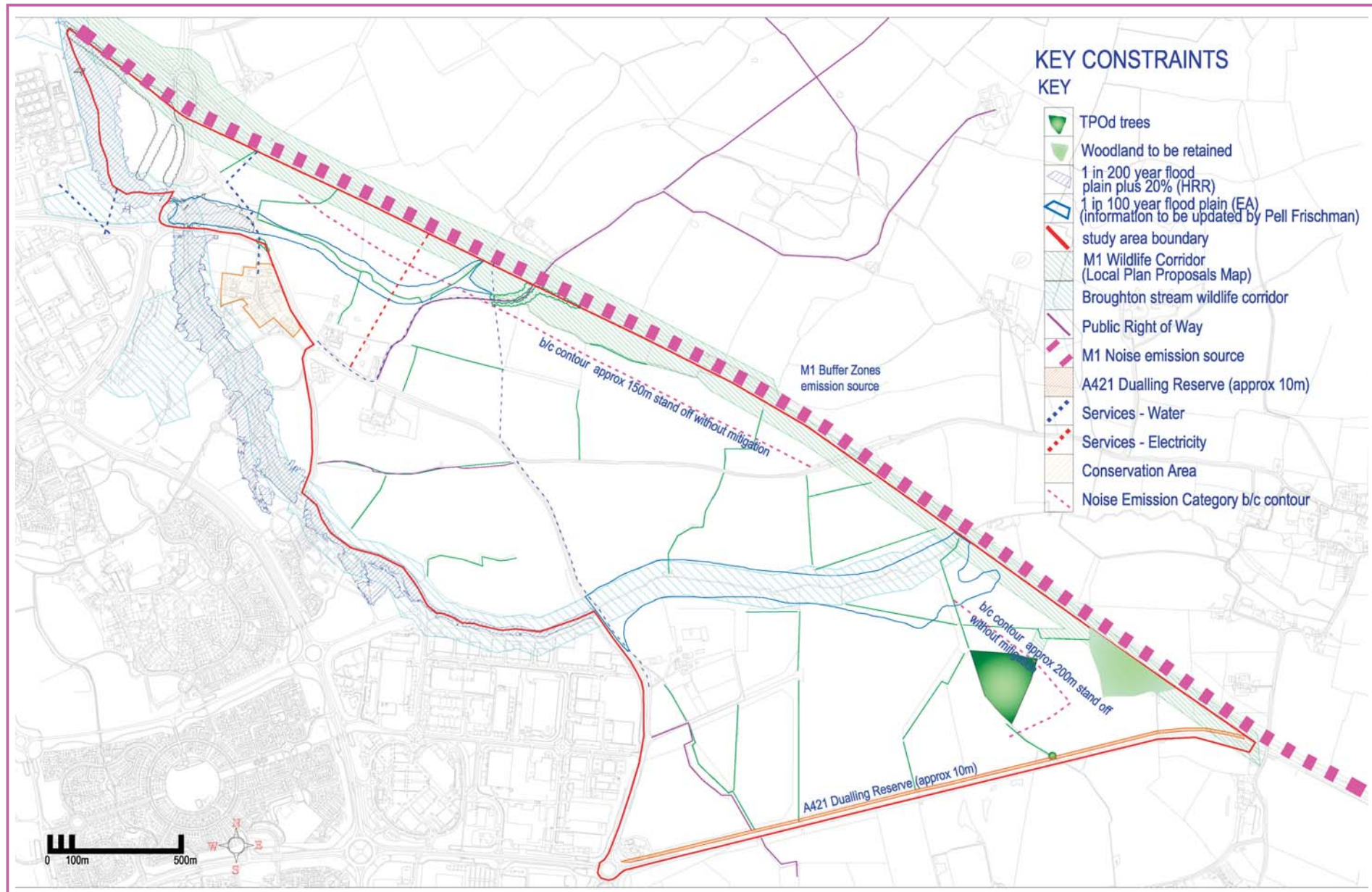


Figure 2.3 Key Constraints Plan