

Draft Plan:MK Consultation

March 2017



www.milton-keynes.gov.uk/PlanMK

Plan:MK

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1 . Introduction

1 Introduction

What is a Local Plan?

1.1 Local Plans set out the vision and framework for the future development of the area, addressing issues such as housing, the economy, infrastructure, the environment, adapting to climate change and securing good design. Local plans together with any neighbourhood plans that have been made (adopted) are the starting-point for considering whether planning applications can be approved.

The purpose of the Draft Plan:MK

1.2 This draft version of Plan:MK sets out the Council's preferred strategy for meeting the Borough's needs until 2031. As is explained, the plan will be reviewed prior to that end date in order to be able to respond to a number of emerging strategies and infrastructure developments, notably the MK Futures 2050 work, progress on East-West Rail and on the Cambridge-Milton Keynes-Oxford growth corridor by the National Infrastructure Commission⁽¹⁾

1.3 This version is not the final plan but represents the Council's preferred approach based on the evidence currently available and the results of the previous consultations in 2014 and 2016. It is published to gather the views of residents, businesses and others with an interest in the area. At this stage in the plan's preparation we are seeking views on what the plan ought to contain and, where a preferred approach has been identified, whether that is appropriate.

The Structure of the Draft Plan:MK

1.4 This document sets out the proposed approach and draft policies for the Borough of Milton Keynes for the period up to 2031. It sets out:

- the Council's vision and objectives for the Borough's development over the Plan period;
- the scale and preferred distribution of the growth of homes, jobs and retail and leisure;
- strategic policies to provide context for the more detailed Development Management policies, including infrastructure, place-making principles, climate change and green infrastructure;
- policies to shape new development and areas of change;
- policies for the built and natural environment and to address climate change;
- policies to build a strong, competitive economy, including maintaining and enhancing the vibrancy and vitality of Central Milton Keynes and other centres, and encourage small businesses and start-ups;
- policies to deliver the homes, neighbourhoods and facilities to support thriving and healthy communities;
- policies to support a sustainable mobility and road and public transport network; and
- proposals to deliver these aspirations including infrastructure requirements and funding mechanisms.

1 [National Infrastructure Commission Interim Report, November 2016](#)

1.5 The draft Plan:MK includes the draft policies that the Council considers to be the most suitable way to develop the Borough in the future. For some policy areas, it has not been possible to prepare a draft policy at this stage, as we are awaiting the preparation of relevant evidence or information. In those cases, the draft Plan:MK suggests what a policy on that topic could contain and feedback on those suggestions is encouraged as part of the public consultation process.

The existing Development Plan

1.6 The current Development Plan that is used in determining planning applications consists of the following documents:

- Core Strategy (2013)
- Milton Keynes Local Plan (2005)
- Waste Local Plan (2008)
- Minerals Local Plan (2006) - currently being replaced by a new plan

1.7 Once adopted, Plan:MK will replace all of the existing policies in the Core Strategy (2013) and the Milton Keynes Local Plan (2005). Planning policies dealing with Waste and Minerals in Milton Keynes are set out in separate plans - the Waste Local Plan 2007-2026 (2008) and the new Minerals Local Plan (currently at examination).

1.8 A review of the Core Strategy and Local Plan policies has informed the current draft of Plan:MK. The Council will in due course publish a schedule of all existing policies which will be replaced by Plan:MK. This schedule of policies will include an assessment of all existing Supplementary Planning Documents (SPDs). Until such time, all of the existing SPDs will remain in place and be material considerations in the determination of planning applications.

1.9 In addition, there are a number of made (adopted) Neighbourhood Plans covering the following areas:

- Woburn Sands, 2014
- Lakes Estate, 2015
- Central Milton Keynes (Business Neighbourhood Plan), 2015
- Wolverton Town Centre, 2015
- Great Linford North, 2016
- Great Linford South, 2016
- Newport Pagnell, 2016
- Walton, 2017

1.10 A number of other Neighbourhood Plans are in the pipeline and their progress will be reflected in the final version of Plan:MK in due course.

1.11 Neighbourhood Plans provide detailed policies for the local areas that they cover and complement the strategic policies elsewhere in the Development Plan. Several of the made and emerging Neighbourhood Plans allocate sites for new development and this approach is strongly encouraged for future plans. Wherever possible, it is expected that the policies in made Neighbourhood Plans will continue to be applied once Plan:MK is in place. There may, however, be exceptional circumstances where revisions to over-arching strategic policies will affect Neighbourhood Plan policies and, in those cases, a parish

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council may want to consider revising its plan. At the time of writing, the Government is proposing to simplify and streamline the process by which Neighbourhood Plans can be revised, through the Neighbourhood Planning Bill.

The Plan-Making Process

1.12 The key stages involved in putting the draft Plan:MK together are outlined in Table 1.1 below.

Table 1.1 Stages in the Plan:MK preparation process

Plan-making stage	Dates and timetable
Evidence gathering and background work	2013 onwards
Consultation on the Plan:MK Topic Papers	September 2014
Plan:MK Vision Workshops	Spring 2015
Consideration of the responses to the Topic Papers and Vision Workshop	Autumn 2015
Consultation on Strategic Development Directions (SDD) document	January 2016
Consideration of responses to SDD consultation. Further evidence gathering and preparation of the Draft Plan	Spring to winter 2016
<i>Consultation on Draft Plan:MK with initial sustainability appraisal</i>	<i>Spring 2017</i>
<i>Consideration of responses to draft Plan:MK consultation, further evidence gathering and sustainability appraisal</i>	<i>Spring through to winter 2017</i>
<i>Proposed Submission version of Plan:MK approved for publicity and then submission to the Secretary of State</i>	<i>Publicity winter 2017</i>
<i>Publicity and consultation on the proposed submission version of Plan:MK</i>	<i>Winter 2017 through to early spring 2018</i>
<i>Submission of Plan:MK to the Secretary of State</i>	<i>Spring 2018</i>
<i>Examination of Plan:MK</i>	<i>Summer 2018</i>
<i>Adoption of Plan:MK</i>	<i>Winter 2018</i>

1.13 The Council has consulted throughout the preparation of the Plan and in particular through two formal consultations - the Topic Papers (2014) and the Strategic Development Directions (2016) which was informed by a community visioning exercise in 2015. There has been ongoing engagement and discussion with Parish and Town Councils through a range of workshops and briefings.

1.14 The results of the previous public consultations can be found on the Council's website at the following location: [Plan:MK](#)

1.15 All of the comments received to date have been considered during the production of the draft Plan:MK. Further changes will be made to this draft version of Plan:MK to take account of the responses from the public consultation in spring 2017, so it is important to note that the preferred approach and draft policies that are included in this document are likely to change and evolve before the final, submission version of the plan is produced.

1.16 Prior to submission of the Local Plan for examination a full consultation statement will be prepared.

The Requirements of Plan-Making

1.17 The draft Plan:MK has been prepared under the legislative provision of the Planning and Compulsory Purchase Act 2004 and appropriate regulations including the Town and Country Planning (Local Planning) (England) Regulations 2012. The draft Plan:MK has taken into account national planning policy, currently set out in the National Planning Policy Framework (NPPF) (Department for Communities and Local Government [DCLG], 2012), Planning Policy for Traveller Sites (DCLG, 2015) and the web based published Planning Practice Guidance.

1.18 The NPPF sets out a presumption in favour of sustainable development, which is the core aspect of national planning policy.

1.19 Evidence base: The Council's policies must be backed up by credible, robust and proportionate evidence that supports the approach taken and justifies what is proposed. The evidence base for Plan:MK is extensive and is listed at [Evidence base documents](#). It is the Council's job to balance all of the evidence and find the most suitable way forward. This evidence base includes research on housing, employment, retail, health and wellbeing, the built and natural environment, accessibility and flooding as well as the views of local people, businesses, landowners, developers and public agencies involved in the Borough.

1.20 Viability: The Council must identify needs for development in an objective manner and seek to provide for the development need it identifies. As well as meeting the identified need the proposals in the Plan have to be economically viable for delivery by the market and achievable. Viability testing of Plan:MK will be undertaken prior to proposed submission and submission for examination by the Planning Inspectorate.

1.21 Duty to co-operate: In accordance with the 'Duty to Co-operate' set out in the Localism Act 2011 the draft Plan:MK has been produced through close partnership working with the neighbouring authorities to ensure that sub-regional and cross boundary planning issues have been taken into account. This work under the 'Duty to Cooperate' replaces the role of regional planning. Milton Keynes still has sufficient land in areas where it is viable to develop to meet the Council's Objectively Assessed Need (OAN) for homes entirely

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within the Milton Keynes Council area and, while the Council feels that expansion along the east-west rail route might be more in keeping with local and national policies, there has been no compelling evidence of need to convince neighbouring authorities.

1.22 Sustainability and Equalities Appraisal: To ensure that the draft policies set out in the draft Plan:MK are in line with the objective of sustainable development, an Interim Sustainability Appraisal has been prepared. This is intended to assess the impact of draft planning policies in terms of their social, economic and environmental impacts. The Interim Sustainability Appraisal addresses the requirements of the European Union Strategic Environmental Assessment Directive (OJEC, 2001) and compliance with the Habitats Directive (OJEC, 1992). This document suggests recommendations for policies on sustainability grounds.

1.23 An Equality Impact Assessment will be carried out on Plan:MK prior to its submission to the Secretary of State. The Equality Impact Assessment will consider issues relating to gender, age, ethnicity, religion/belief, disability, sexuality and low disposable income.

2 Vision and Objectives

Vision

2.1 Over the last 50 years, careful planning has made Milton Keynes a sought-after location for residents of all ages and for a wide variety of companies. It has become the centre of its sub-region, with a wider national and international attraction. Part of its attraction is that it retains the wide open, green layout of its original development principles, together with the comparatively easy access and travel around the city. And all while retaining the pioneer spirit - the "can do" attitude of the original residents, with a clear understanding that our community is what we make it - and a willingness to get involved and to shape the future.

2.2 Now Milton Keynes is looking forward to the next phase of its development, as it seeks to become a truly internationally leading city, which offers its larger population the opportunities and qualities that have made it so attractive and unique.

2.3 The Vision for Plan:MK is therefore:

By 2031 Milton Keynes will be known internationally as a great city within a thriving rural city-region. Its thriving knowledge-based economy, its first class lifelong education and training, its diverse population with their excellent, lively and varied culture, its sport and leisure opportunities, and its range of different, high quality places to live, together with the green, open and spacious layout and a transport system that makes its facilities easily accessible to all, will have enhanced its reputation as a pleasurable and exciting place to live, work and play.

A new university and new key employment sites will bring new vitality to the city centre and the cultural life of the city. Regeneration of the most challenged estates will be well under way. New housing, both in the city centre and in the urban and rural areas, will continue the high standards of design and community facilities and accessibility of the original principles, to house its population, swollen by all today's young families and the employees that its successful businesses recruit. Smart methods of travel that combine effective use of road and parking space with personal mobility will be improving access for all in a city where the rise of congestion has finally been slowed. It will remain one of the greener cities in the UK with high environmental standards ensuring that its children can continue to enjoy the green environment that makes it so unique.

Strategic Objectives

2.4 We have developed a series of strategic objectives which will be used to guide and monitor the delivery of the Vision. They take account of the local distinctiveness of the Borough and also reflect the objectives of other strategies already in place.

2.5 In order to keep the planned growth of Milton Keynes 'on track', it is important to regularly measure how much progress has been made, particularly in the light of changing global, national and local strategies. Progress must be measured towards achieving the Plan:MK objectives. We will do so by establishing a monitoring framework. The measured

2 . Vision and Objectives

progress and analysis will be published in our Authority Monitoring Reports. It will help us to decide if any policies and strategies need to be reviewed to address any shortcomings in certain areas.

	Strategic Objectives
1	<p>To reflect the recommendations of the MK Futures 2050 Commission Report, the land use planning implications of the Strategy for 2050 and its Six Big Projects:</p> <ul style="list-style-type: none"> • Making Milton Keynes the hub of the Cambridge-Milton Keynes-Oxford growth corridor. • Enhancing lifelong learning opportunities through the establishment of a new university for Milton Keynes. • Learning 2050 - providing world class education. • Smart, Shared, Sustainable Mobility for all. • Renaissance:CMK creating an even stronger city centre fit for the 21st century. • Milton Keynes: The Creative and Cultured City.
2	To deliver land for a minimum of 26,500 new homes within the Borough between 2016 and 2031.
3	To reflect the National Infrastructure Commission Interim Report (November 2016) and support development along the Cambridge-Milton Keynes-Oxford growth corridor reflecting the Council's preferred route ⁽²⁾ .
4	To work jointly with neighbouring authorities and other key organisations on the planning of any development located on the edge of Milton Keynes (but outside the Borough boundary) so that these areas are integrated with the city and contribute to its role and character.
5	To allocate and manage the development of employment land and pursue a vigorous economic development strategy so that the business sector and local economy are supported, existing firms can expand, new firms are attracted, the level of working skills among the local population is enhanced and the area's resident population can find employment locally.
6	To allocate sufficient land to enable greater economic prosperity by improving the local opportunities for learning and to increase the local level of knowledge and skills through the establishment of a new university for Milton Keynes, and support the development of MK College and University Campus MK and the creation of world class schools.
7	To promote the development of Central Milton Keynes as the vibrant cultural centre of the region by making it the main location within the city for retail, leisure, cultural and larger office developments.

2 [Delegated Decision for preferred route for Cambridge-MK-Oxford Expressway](#)

2 . Vision and Objectives

	Strategic Objectives
8	Support the continued regeneration of Wolverton and Bletchley as town centres within the main urban area (ideally with specialisations or Unique Selling Points (USPs))
9	To seek the protection of existing key services and facilities in sustainable rural settlements and to encourage the development of further provision, including shops, world class schools, community and health services.
10	To aim to reduce health inequalities, deprivation and improve housing quality and access to services for all.
11	To facilitate the delivery of housing that meets the needs of all sections of the community through: <ul style="list-style-type: none"> • Providing sufficient developable land for new housing • Construction of viable levels of diverse housing including affordable, supported and specialist housing • Taking account of the need for houses in multiple occupation
12	To manage increased travel demands through: <ul style="list-style-type: none"> • Smart, shared, sustainable mobility • Promoting improvements to public transport and supporting the development of the East - West rail link between Oxford and Cambridge, including the Aylesbury spur • Encouraging an increased number of people to walk and cycle by developing an expanded and improved Redway network • Extending the grid road pattern into any major new development areas • Utilising demand management measures to reduce the growth of road congestion, whilst upgrading key traffic routes such as the A421, A422 and the A509
13	To mitigate the Borough's impact on climate change and reduce carbon dioxide emissions through: <ul style="list-style-type: none"> • Locating development away from areas of flood risk • Promoting community energy networks and strategic renewable energy developments • Reducing waste generation and increasing the amount of recycling • Sustainable transport initiatives
14	To embody Place Making as an overarching design objective for new development and require that the layout and design of new development creates safe, healthy, sustainable built environments with easy access to open space, public transport and everyday facilities, delivering a high quality of urban design, architecture and public realm and creates places with identity.

2 . Vision and Objectives

	Strategic Objectives
15	To protect, maintain and enhance the important linear parks, sustainable urban drainage systems, character and assets of the New City and the towns and villages throughout the Borough.
16	To encourage healthy lifestyles with the provision of recreation facilities and biodiversity by enhancing the linear park network and connecting it into new developments while conserving and enhancing key landscapes and important habitats.
17	To work with public service and infrastructure providers (principally via the Local Investment Plan) to ensure that the social and economic growth planned in the Borough and neighbouring local authorities is facilitated by the timely provision of appropriate new and improved facilities such as public transport, schools, community halls, sport and recreation facilities, transport interchanges, health services (including MK Hospital), emergency services, highways and rail improvements, and a residual waste treatment plant.

3 Sustainable Development Strategy

3.1 Within the plan period 2016-2031 the Council will provide for a minimum of 26,500 new homes and approximately 27,500 new jobs through Plan:MK.

3.2 The overarching strategy of Plan:MK is contained within the following strategic policies and their supportive text. These sit within the context of, and seek to deliver, the Plan Vision and Objectives outlined previously. The strategy sets out the overall approach to development in the Borough and in particular the amount of new homes and jobs that Plan:MK seeks to achieve, the distribution of that development and overall approach to locating homes and jobs, and the approach to provision of relevant infrastructure and facilities. It also explains the approach of Plan:MK to addressing sustainable development.

Presumption in Favour of Sustainable Development

3.3 The fundamental purpose of Plan:MK is to deliver the vision, objectives and strategy for the Borough for the plan period up to 2031 whilst contributing to sustainable development, which can be described as positive growth that achieves economic, environmental and social progress (NPPF Paras 6-7).

3.4 The national presumption in favour of sustainable development means that unless specific policies in the NPPF indicate otherwise or adverse impacts would significantly and demonstrably outweigh the benefits, the Local Plan is required to:

- Take a positive approach that reflects the presumption in favour of sustainable development;
- Positively seek opportunities to meet the development needs of the Borough; and
- Meet objectively assessed needs, with flexibility to adapt to rapid change.

3.5 The Council is committed to achieving, sustainable development and will give favourable consideration to proposals which will contribute to delivering: a strong flexible and sustainable economy; the protection and enhancement of the natural, built and historic environment; the prudent use of natural resources; mitigation and adaptation to climate change; and which support strong, vibrant and healthy communities. Plan:MK will therefore need to take advantage of economic opportunities, and meet the needs of existing and future residents, businesses and visitors, whilst protecting and enhancing the natural and historic environment and addressing the issues of climate change.

3.6 This approach is reflected in all draft policies of Plan:MK and is embodied in the overarching Policy MK1 which clearly sets out that development proposed locally which is sustainable will be approved without delay.

3 . Sustainable Development Strategy

Policy MK1

PRESUMPTION IN FAVOUR OF SUSTAINABLE DEVELOPMENT

When considering development proposals, Milton Keynes Council will take a positive approach that reflects the presumption in favour of sustainable development contained within the National Planning Policy Framework. The Council will always work pro-actively with applicants to find solutions which mean that proposals can be approved wherever possible, and to secure development that improves the economic, social and environmental conditions in the Borough.

Proposals which accord with the development plan will be brought forward and approved without delay, unless material considerations indicate otherwise.

If the development plan contains no policy relevant to the consideration of a planning application or policies are out of date at the time of making the decision, then the Council will grant planning permission unless material considerations indicate otherwise - taking into account whether:

- Any adverse impacts of granting permission would significantly and demonstrably outweigh the benefits, when assessed against the policies in the National Planning Policy Framework taken as a whole; or
- Specific policies in that framework indicate that development should be restricted.

4 Development Strategy for Homes, Employment, Retail and Leisure

Housing Target

4.1 Milton Keynes Council has prepared a Strategic Housing Market Assessment (SHMA)⁽³⁾ to objectively assess the housing need for the Borough over the plan period of 2016 - 2031. This gives an Objectively Assessed Need (OAN) for the plan period 2016-2031 of approximately 26,500 (figure rounded up) dwellings, which equates to approximately 1,766 dwellings per annum.

Preferred Option

4.2 Subject to further testing of the impacts, the Council’s preferred Housing Target for Plan:MK is to deliver a total of at least 26,483 dwellings between 2016 and 2031. The preferred option allows for momentum in the preparation of Plan:MK to be maintained.

4.3 The Plan:MK preparation programme will allow for any new developments and announcements to be taken into account when the final version of the plan is being prepared and it is anticipated that the plan will need to be reviewed within 5 years in order to take account of these significant projects.

4.4 In arriving at the preferred option, consideration was given to other possible options:

- Delaying the preparation of Plan:MK pending further progress on the emerging strategies and infrastructure developments, notably the MK Futures 2050 work, progress on East-West Rail and on the National Infrastructure Commission’s work on the Cambridge-Milton Keynes-Oxford Growth Corridor. This option would, however, result in an unacceptable and unnecessary delay to the Plan:MK process, delaying the production of up to date planning policy to support development across the Borough.
- Providing for fewer homes over the plan period than our OAN would require. This option would not comply with the NPPF which requires local planning authorities to “positively seek opportunities to meet the development needs of their area;” and to meet their “objectively assessed needs... unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits when assessed against the policies in this Framework as a whole; or specific policies in this Framework indicate development should be restricted.” A plan that fails to plan for the identified OAN would be unlikely to pass the examination process.
- Over delivering on our OAN - the option of extending the plan period to 2036 and aiming to over deliver on the OAN for that plan period was considered as it reflects the ambitions of the MK2050 Commission report. The Commissioners recommended that it is in Milton Keynes’ best interest to promote a higher rate of growth through to 2050 as this would increase the number of resident workers and reduce the amount of in-commuting and subsequent pressure on existing transport infrastructure; limit Milton Keynes’ dependency rate by increasing the share of the population represented by those of working age compared to those of a pensionable age; limit potential further increases in house prices and enable Milton Keynes to provide a contribution to wider growth within the sub-region. This option was, however, considered to be premature given the uncertainty surrounding the emerging strategies and infrastructure

3 [Draft Strategic Housing Market Assessment November 2016](#)

4 . Development Strategy for Homes, Employment, Retail and Leisure

developments outlined above. For this reason it was considered that it would be preferable to take the plan to 2031, with a commitment to review it within 5 years, in order to be able to respond quickly and flexibly to changing circumstances.

Housing Land Supply and Spatial Delivery

4.5 The strategy for the distribution of development within the Borough and the allocation of sites to meet the preferred option for housing growth, has been informed by the components of the Borough's existing land supply. This information has enabled a calculation to be made of the amount of development for which new land allocations will need to be provided for.

Table 4.1 Components of Housing Land Supply 2016/2031 as at April 2016

Number of homes required to be built:	26,500
Total Existing Commitments;	19,725
Remaining requirement to be met through Local Plan allocations	6,775

4.6 Taking into account the above, and in addition to sources of supply listed, there is a need for sites, to deliver a minimum of 6,775 additional dwellings, to be identified over the plan period.

4.7 The Strategic Development Directions Consultation carried out by the Council in early 2016 began a discussion around the potential options for strategic growth of the Borough based on four potential strategic growth options:

- Development to the west, south-west and/or south-east of the city;
- Development East of the M1 motorway;
- One or more satellite settlements in the rural area;
- Intensification and redevelopment in the urban area.

4.8 This consultation also provided an opportunity for further strategic options to be submitted for consideration. In response, representations were made relating to a further strategic growth option to expand the existing urban area to the North, taking account of land between the M1 and the West Coast Mainline, north of the Ouse Valley and villages of Haversham and Little Linford.

4.9 Following the responses received during the consultation period and the desire of the MK2050 commission to see future development focused on, and adjacent to the existing urban area, it was felt that the delivery of one or more satellite settlements in the rural area was not a suitable growth option to take forward. Therefore further work on the potential strategic growth options for Milton Keynes has focused on the existing urban area of the Borough and the possibilities of providing expansion adjacent to the existing urban area.

4.10 The implications of these options have been further investigated through the following means:

4 . Development Strategy for Homes, Employment, Retail and Leisure

- Transport modelling to explore the implications on the existing grid network in relation to traffic flows, the need for upgrades and additional highways infrastructure. This has also explored options for providing an alternative mode of sustainable public mobility. ⁽⁴⁾
- Landscape Sensitivity Assessment to explore the potential implication of housing development within the existing rural greenfield land within the Borough. ⁽⁵⁾
- Sustainability appraisal to assess their implications in relation to a range of environmental, economic and social topics. ⁽⁶⁾
- Strategic Site Assessment to assess the suitability of each site to deliver new development. ⁽⁷⁾

Preferred Option

4.11 The following remains subject to further testing based on the results of above outlined evidence base which is currently being prepared.

4.12 Plan:MK will seek to focus housing development within, or adjacent to the existing urban area of Milton Keynes, predominantly focused on the following areas of growth, as outlined below.

4.13 CMK: Central Milton Keynes and Campbell Park residential area will now see the delivery of some 3,500 dwellings. Further work is needed to understand the demand for city centre living together with 'peripheral' city centre living in Campbell Park, so as to confirm a housing figure of 3,500 dwellings is achievable.

4.14 Strategic Developments Within the Existing Urban Area: This will see the completion of all existing city grid squares, the Eastern and Western Expansion Areas and the Strategic Land Allocation.

4.15 South East Milton Keynes: Plan:MK recognises the available and deliverable land to the south east of the existing urban area around the settlements of Wavendon, Woburn Sands and Bow Brickhill and the development opportunities that this provides. It is proposed that land in this area will provide a total of 1,000 dwellings during the plan period with more dwellings to follow after 2031. However in recent years the east and south east area of Milton Keynes has supported a large amount of growth and it is recognised that time is needed for this development to be completed and for facilities in the local area to become established before more growth can be supported.

4.16 This development area will be expected to come forward post 2026 once progress has been made on the delivery of East-West Rail and there is an agreed route and delivery programme for the Oxford-Cambridge Expressway. Due to the close relationship between this development area and the East-West Rail line, the developers will be expected to work with the East-West Rail delivery vehicle to prepare a masterplan which maximises the opportunities for sustainable travel.

4 The multi-modal model is currently being updated so as to provide an up-to-date baseline to test growth options against. It is expected that these options will be able to be tested in Spring/summer 2017.

5 Landscape Sensitivity testing is ongoing.

6 Sustainability appraisal work is currently underway, an interim report has been published alongside the draft Plan:MK.

7 A strategic site assessment desktop study is currently underway

4 . Development Strategy for Homes, Employment, Retail and Leisure

4.17 Land at Eaton Leys: Land at Eaton Leys is allocated for a primarily residential development of up to 600 dwellings and associated facilities, including a local centre, a health centre, land reserved for a 1 form entry primary school, associated highways infrastructure, multi-functional public open space, surface water attenuation and strategic landscaping.

4.18 The site shares a common boundary with land in Aylesbury Vale district and there is a planning application with Aylesbury Vale District Council for the development of 1300 dwellings there. The Council's Development Control Committee on 14 November, 2016 resolved to grant outline planning permission for the development, but a request has been made to the Secretary of State requesting that he calls in the planning application for his own determination and it is considered that allocating the site would help to reinforce the Council's commitment to see it developed as it would boost the housing land supply in the short-term.

4.19 Land East of the M1: Plan:MK allocates land to the east of the M1 motorway, south of Newport Pagnell as shown on the Key Diagram. It is envisaged that this area will provide a sustainable urban extension after 2031 towards the east.

4.20 There may be further potential for growth in this direction beyond the Plan:MK period but realising the full potential of this area would require cross-boundary agreement with Central Bedfordshire Council and improvements to Junction 14 of the M1 to enable strong connections between the urban extension and the existing city.

4.21 As with South East Milton Keynes, the land east of the M1 has the potential to support the delivery of major national infrastructure projects namely the Cambridge-Milton Keynes-Oxford growth corridor. Further information from the National Infrastructure Commission on the proposals for this corridor is still required before we can provide a full understanding of how growth to support these infrastructure projects can be best brought forward. It is therefore essential that development in this area is not brought forward in a piecemeal manner which could prejudice the delivery of this infrastructure project. The Council will however support the provision of a masterplanned approach to development in this area being brought forward after 2031 when a clear understanding of the delivery of key infrastructure projects has been established and/or should Milton Keynes find itself in a position of a significantly reduced supply of deliverable housing sites.

4.22 Urban Infill: comprising

- **Small sites:** Plan:MK will also look to allocate a number of small to medium sized non-strategic sites for housing development, so as to provide short-term flexibility and contingency as major new growth plans come forward. Sites of this nature will be predominantly located within the existing urban area however there is potential that some smaller extensions on the existing boundary of the urban area could also come forward. A number of sites have been submitted through previous consultation periods, whilst the Council can also utilise information from its Urban Capacity Study to find sites of this nature. Full site assessments will be carried out as part of the evidence base to ascertain which sites are most sustainable and able to provide the necessary levels of housing development.

4 . Development Strategy for Homes, Employment, Retail and Leisure

- **Regeneration:** additional homes may be provided through the regeneration of the seven priority areas under the Council’s Regeneration Programme. Currently we have limited information on the potential for this to provide extra dwellings
- **Brownfield Sites:** A number of very small sites on the Brownfield register can be expected to come forward as small housing sites.

4.23 Rural Settlements: All rural parishes will be encouraged to bring forward neighbourhood plans within 5 years which will include the community’s aspirations to deliver new sustainable development of a scale appropriate to the local area.

Milton Keynes Housing Development Strategy

4.24 The provision of new homes and jobs from 2016 to 2031 will take account of the Settlement Hierarchy set out below, and the opportunities provided by the completion of East-West Rail and the new Cambridge-Milton Keynes-Oxford growth corridor.

4.25 The Selected Villages tier in the Settlement Hierarchy which has been a feature of the Milton Keynes Local Plan (2005) and Core Strategy (2013) has been removed, as the approach to delivering new development in villages and other rural settlements now places the emphasis on neighbourhood plans.

4 . Development Strategy for Homes, Employment, Retail and Leisure

Policy DS1

SETTLEMENT HIERARCHY

Table 4.2 - Settlement Hierarchy

1. Milton Keynes City			
Main areas for development will be:			
Central Milton Keynes (including Campbell Park residential area)	Uncompleted City estates; Expansion Areas and Strategic Land Allocations	New Strategic Growth Areas: <ul style="list-style-type: none"> • South-East Milton Keynes (post 2026) • Land East of the M1 (post 2031) • Land at Eaton Leys 	Selective infill, brownfield, regeneration and redevelopment opportunities.
2. Key Settlements			
Newport Pagnell		Olney	Woburn Sands
3. Villages and rural settlements			
In compliance with adopted Neighbourhood Plans			Within defined settlement boundaries

Policy DS2

HOUSING STRATEGY

New Housing Development will be focused on, and adjacent to, the existing urban area of Milton Keynes, and will be delivered by:

- The completion of existing: city estates, expansion areas and strategic land allocations;
- The continued development of Central Milton Keynes including the Campbell Park residential area;
- South-East Growth Area: the development of a new residential-led strategic allocation on the edge of the existing urban area, extending the development boundary of the urban area to incorporate 1,000 dwellings within the plan period. This development will come forward post 2026 once progress has been made on the delivery of East-West Rail and, furthermore, will only be brought forward once the route of the proposed Oxford to Cambridge Expressway is agreed.
- Land East of the M1: the development of a mixed residential and employment strategic allocation to the east of the M1, south of Newport Pagnell. This development is expected to come forward post 2031 and will only be brought forward once the route of the proposed Oxford to Cambridge Expressway is agreed or if the Council's housing land supply position should fall to fewer than three years of deliverable housing sites over a period of at least six months as assessed by the Council's quarterly housing monitoring reports.
- Land at Eaton Leys: residential development of up to 600 homes, with associated facilities.
- Small scale development within rural settlements to provide a total of approximately 1,000 dwellings to be delivered through allocations in neighbourhood plans.
- The development of small to medium sized, non-strategic sites as allocated through Plan:MK, as outlined in later policies within this plan.
- The regeneration of some existing city housing estates as brought forward by the Your:MK regeneration programme, subject to local Referenda;
- Regeneration opportunities around the centres of Wolverton and Bletchley;
- The redevelopment of brownfield sites, vacant or underused sites within the Milton Keynes urban area will be encouraged where such development is in line with other relevant policies in this plan, including design, density, access and connectivity;
- The delivery of sites already identified in made Neighbourhood Plans;
- Permitting development proposals within the defined settlement boundaries where they comply with all other relevant policies of Plan:MK and neighbourhood plans.

4.26 Table 4.3 'Plan:MK Housing Land Supply' outlines the housing land supply components to be provided to achieve Policy DS2 'HOUSING STRATEGY'.

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Table 4.3 Plan:MK Housing Land Supply

Overall Housing Target: 26,500 dwellings from 2016 - 2031		
Sources of Land Supply		
Existing Commitments (As of April 2016):		
Total	19,725	Existing Allocations and Permissions
Supply to be brought forward through Plan:MK:		
CMK and Campbell Park residential area	1,500	Additional allocation in addition to 2,000 existing commitments in Campbell Park.
Brownfield development, infill, regeneration and redevelopment opportunities	3,500	Sites identified through urban capacity study and call for sites as well as opportunities to support Your:MK regeneration programme.
South East Growth Area	1,000	To be reserved for delivery in the second half of the plan period (2026 - 2031)
East of M1 (Land north of J14)		Land to be reserved for delivery post 2031.
Land at Eaton Leys, Little Brickhill	600	The Council is minded to grant planning permission for this development but is awaiting the outcome of a request to the Secretary of State to call-in the planning application for his own determination.
Rural Settlements	1,000	Sites to be allocated within Neighbourhood Plans
Total:	7,600	

Future Employment Provision

Introduction

4.27 The Borough of Milton Keynes has a unique geographical location half way between London and Birmingham and Oxford and Cambridge. It is well connected to the rest of the country by the West Coast Main line, which passes through the city and the M1 motorway

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to the east of the city. East -west links are expected to improve in future with the extension of east-west rail services, a new national expressway between Oxford, Milton Keynes and Cambridge and improvements to the A421.

4.28 The Borough is one of the fastest growing local authorities in the UK with a large, diverse and dynamic local economy with more jobs than resident workers resulting in net in-commuting. It has one of the highest start-up rates for new businesses, one year survival rates for enterprises born in 2013 at 94.2% were an improvement on 2012 at 92%. The Milton Keynes workforce (in terms of output per worker) is one of the most productive in the country. At £10.3 billion in 2014, the local economy is bigger than Northampton and Luton and comparable with some of England’s core cities such as Liverpool and Nottingham.

4.29 Investment in technology and automation is both replacing and boosting productivity in many jobs. Over the next 30 years there is expected to be a significant shift in the job market from routine to non-routine work. While the scale of job losses cannot be predicted with any certainty, what is clear is that the skills content of many jobs is likely to change significantly over time. Workers in the UK and other advanced economies will need to continually upgrade their skills, if they are to thrive in an increasingly knowledge based and digital economy.

4.30 The current sectoral specialisations of the Milton Keynes economy, broadly coincide with the sectors of the UK economy forecast to grow strongly over the next 20 years. The Borough has a significantly higher proportion of employment in the Knowledge Intensive Business Services (KIBS) sector ⁽⁸⁾, than the UK in general. These are highly productive and fast growing sectors of the economy such as, Professional, Scientific and Technical activities and Information, Communications and Technology (ICT) and Financial and Business services. Employment in the creative and cultural industries (advertising, marketing, music and performing and visual arts etc) is also expected to grow. Manufacturing employment in the Borough is expected to continue to decline. The Borough is an attractive location for warehousing and distribution activities because of the availability of large flat sites by the M1 motorway.

Issues

4.31 Future Housing and Jobs Growth: The SHMA uses the East of England Forecasting Model (EEFM) by Cambridge Econometrics to project economic, demographic and housing trends in a consistent manner. The most recent forecast prepared for the Borough is that the number of jobs will increase by 27,516 from 2016-2031 in addition to the number of jobs already achieved from 2010 to 2015. If this forecast is correct it implies that 2010 to 2031 the number of jobs within the Borough is expected to grow by over 50,500 or around 2400 jobs per annum.

4.32 The latest full objectively assessed need for housing in the Borough from 2016-2031 is 26,483, around 1766 dwellings per annum. If this level of housing development is achieved and added to the number of dwellings completed from 2010 to 2015, it implies the number of dwellings in the Borough will increase by around 33,086 from 2010 to 2031 around 1576 dwellings per annum.

8 This definition of Knowledge Intensive Business Services uses the definition by the think tank Centre for Cities at: <http://www.centreforcities.org/reader/a-century-of-cities/appendix/>

4 . Development Strategy for Homes, Employment, Retail and Leisure

4.33 Although average house prices in the city of Milton Keynes are lower than in most of South-east England. In 2004 the average house in the city was 7 times average earnings; by 2015, it had risen to around 9 times average earnings. By comparison average house prices in Cambridge London and Oxford in 2015 were around 16 times average earnings⁽⁹⁾.

4.34 What Sort of Jobs and Sites? The majority of vacant employment land within the Borough is outside the city centre of Central Milton Keynes (CMK). Despite the density of businesses per hectare being lower in CMK than in many other city centres, Central Milton Keynes has developed a very strong city centre economy, which has proved to be an attractive location for private sector firms in highly paid business-related knowledge-based jobs. These businesses 'cluster' together in the city centre for the benefits that close proximity brings. An increasing number of other companies provide scientific and technical knowledge-based jobs, mainly outside CMK.

4.35 Only around half the Borough's jobs occur on employment land: the rest occur in shops, services uses, and schools etc which are often located in residential areas. These are covered by other policies.

4.36 The Importance of the City Centre: The knowledge based economy has an important role to play in supporting the wider economy. Cities that have a higher share of knowledge intensive business services tend to be characterised by higher rates of employment and higher earnings. The quality of employment (in addition to the quantity) is a key factor in improving living standards, reducing in-work poverty and supporting inclusive growth.

4.37 If the city is to maximise its potential as part of the single, knowledge-intensive cluster being developed in the Cambridge - Milton Keynes - Oxford corridor and benefit from the tendency of knowledge based businesses to want a city centre location, the Council will need to encourage the provision of new office floorspace and related development on parcels of land within the city centre and where opportunities occur from the redevelopment of existing city centre buildings. The city centre needs to overcome barriers to the growth and expansion of businesses if it is to grow and develop.

4.38 Among potential obstacles to the expansion of business in the city centre are:

- Many of the office blocks in the city centre date from the 1970s and 1980s when the city was being developed. Much of this stock is no longer 'fit for purpose' and does not meet the needs of modern occupiers. Additionally, these buildings may be incapable of being converted to alternative uses such as residential because of their design. To grow the knowledge economy the stock of high quality grade 'A' office floorspace in the city needs to be increased. If not the city will lose existing firms (who have outgrown their existing premises and have no suitable premises to move into) but also the city will be unable to attract inward investment from firms seeking to relocate from outside the city.
- Car parking standards: These are significantly higher than in other city centres, even in places with good public transport accessibility such as around Central Milton Keynes Railway station, forcing office developers to pay higher development costs than

4 . Development Strategy for Homes, Employment, Retail and Leisure

elsewhere. In the future shared mobility modes of travel will ultimately lead to less demand for car parking spaces enabling land to re-used for other purposes.

- Patterns of land ownership and control of land by multiple occupiers could frustrate plans for growth and development within the city centre. Milton Keynes Council may need to utilise its Compulsory Purchase Order (CPO) powers in exceptional circumstances.

4.39 If these barriers can be overcome then there is scope for a virtuous circle to develop in the city centre: the growth and expansion of knowledge based and other business in the city centre will benefit existing businesses and encourage the growth of new ones. The density of businesses in the city centre will also increase. As the numbers of businesses and people in the city centre rises, this will in turn stimulate the growth of shops, restaurants, visitor accommodation, leisure, cultural and entertainment facilities, making MK an even stronger city centre and a more attractive and interesting location for people to live and work in. This process will also help attract highly skilled workers to Milton Keynes who are needed to fuel productivity and innovation in the local economy.

4.40 The Need to Improve Education and Skills: At the time of the 2011 Census net in-commuting into the Borough in 2011 was around 16,700 with 44,500 people commuting into Milton Keynes and around 27,800 people commuting out. As a consequence of having more jobs than resident workers, census figures indicate around one-third of all jobs within the Borough were filled by in-commuters.

4.41 Although the Milton Keynes workforce has skill rates similar to the national average, city residents have a lower skills set on average than those who commute to the city, and below that of the national average. The city relies on commuters to meet the demand for highly skilled workers and fill the jobs that its employers are increasingly generating. While the city has a deficit of highly skilled workers when compared to the national average, it also has a surplus of low skilled workers. This causes two problems, first it makes it harder for firms to find highly skilled workers (so they often have to be recruited from outside the Borough) but it also means that many Milton Keynes residents find it hard to find a suitable job because they are unable to access the types of jobs being created by Milton Keynes employers. Given these problems, not surprisingly two of the six big projects recommended by the MK Futures 2050 Commission were connected with education and skill training:

- **MK:IT:** The creation of a new university within the city with a focus on STEM subjects (Science, Technology, Engineering and Mathematics), transport technology such as driverless cars, and the Smart city. It will provide opportunities for undergraduates and lifelong learning, promoting research, teaching and practise. This institution will help not only to reverse the 'brain drain' of young people leaving the city for university education elsewhere but also to attract people to come to the city ('brain gain'). The establishment of a new university for Milton Keynes will also make it easier for employers to recruit skilled workers.
- **Learning 2050:** Seeking to raise educational attainment and ensuring the city provides, and is known for providing world -class education for all its young people; and the implementation of the MK Promise (Ensuring every young person leaving school who wishes to study at university, or a vocational equivalent would be able to do so.)

Future Employment Land Needs

4 . Development Strategy for Homes, Employment, Retail and Leisure

Table 4.4 Forecast Employment Floorspace and Land Requirements for the Borough of Milton Keynes 2011-2031

Category of Floorspace	Amount of Floorspace in m ²	Amount of Land in hectares (ha)
Office	319,800	21
Other Business Space (Industrial)	35,100	9
Warehousing	377,600	94
Total	732,500	124 hectares

Source: Experian Business Strategies GVA 2015 in MKC/MKDP Employment Land Study Volume 2 Table 2.1. Notes: Figures rounded

4.42 Table 4.4 above illustrates the findings of the 2015 Milton Keynes Employment Land Study (ELS), which forecast employment land requirements in the Borough up to 2031 and reviewed the stock of vacant employment land within the city to see if it was 'fit for purpose'. The Experian economic forecasting model in this study identified a total requirement of 124 hectares of employment land. The largest requirement at 94 hectares (76% of the total requirement) was for warehousing with office development needing 21 ha (17%) (mainly, but not exclusively in CMK) and other business largely industrial forecast at needing 9 ha (7%). The 124 ha of land required was expected to accommodate around 732,500 sq.m of floorspace. The ELS also highlighted the need for the Council to top up the supply of large sites for employment purposes to give itself more flexibility in accommodating large development proposals.

4.43 These figures indicate the majority of future jobs developed on employment land within the Borough will come from office type development rather than from warehousing and industrial development. (Job densities, the amount of space per worker in an office development is typically 10-13 sq.m per worker compared to 36-47 sq.m in an industrial building and 70-95 sq.m in a warehouse).

4.44 In April 2016 the amount of employment land within the Borough, excluding sites in CMK was over a 160 ha but this figure excludes Pineham (10.9 ha) which has now been briefed for employment development.

4.45 The ELS report concluded the Borough had sufficient land to accommodate its office and industrial requirements, including scientific and technical office-led developments, both within CMK and outside it but there would be a shortfall of land for warehousing to meet the forecast demand of 94 ha. The report highlighted that if provision for large scale warehousing was not made; warehousing was footloose and would go elsewhere. The report also highlighted that there appeared to be an oversupply of warehousing sites along the M1 corridor.

4.46 Since this study was prepared a number of other sites have also been proposed by developers for warehousing within the Borough. Major warehousing schemes have also been proposed in South Northamptonshire District south of Milton Malsor close to junction 15 of the M1 and in Central Beds by junction 13 of the M1.

4.47 The Council expects to meet the need for future office and industrial development from its stock of vacant employment land including land in CMK. However, it will need to make additional allocations of land to meet the need for warehousing development and provide more flexibility in accommodating 'large footprint' employment developments that cannot be located elsewhere.

Employment Strategy

4.48 The strategy for supporting the economic needs of the Borough will be delivered by the continued development of Central Milton Keynes, retaining and developing existing employment sites and by allocating new employment land at appropriate locations to provide a flexible supply of sites to cater for future employment needs.

4 . Development Strategy for Homes, Employment, Retail and Leisure

Policy DS3

EMPLOYMENT DEVELOPMENT STRATEGY

Over the plan period the Council will seek to grow and develop the Milton Keynes local economy and capitalise on:

- The Borough's location half way between London and Birmingham and as part of the single, knowledge-intensive cluster being developed in the Cambridge - Milton Keynes - Oxford corridor.
- Good and improving communications including superfast Broadband provision.
- The strategy for supporting the economic needs of the Borough will be delivered by:-
- The continued development and promotion of Central Milton Keynes, as a hub for business-related knowledge based activity.
- Retaining and developing existing employment sites.
- The allocation of new employment land at appropriate locations to provide a flexible supply of sites to cater for future employment needs. To these ends around 56.8 hectares of land will be allocated for B2/B8 development in the triangle of land south of the Bletchley to Bedford railway line and between the A5 and Brickhill Street.
- Some more flexibility will be permitted in the allocation of sites outside CMK for small scientific and technical office-led developments.
- The supply of high speed broadband will be promoted to increase the viability of the B2 sites and the Council will investigate what other opportunities might improve their viability.

In addition the Council will:

- Encourage training and skills development to enable local residents to access the job opportunities generated by employers
- Attract new businesses, encourage business start-ups and assist businesses to grow.
- Promote the development of a new university for Milton Keynes within the city providing opportunities for undergraduates and lifelong learning.

A major area of change will be Central Milton Keynes (CMK), which will be developed to become the primary focus for knowledge -based businesses within the Borough. To intensify and densify development in the city centre the Council will seek to increase the amount of high quality office floorspace and the number of businesses.

- The Council will encourage the redevelopment of existing office developments which are no longer 'fit for purpose' and their replacement by office developments which provide a greater amount of floorspace than the buildings they replace.
- The area between the West Coast main railway line and V7 Saxon Street, H5 Portway and H6 Childs Way will be developed as a Central Business District (CBD) with major mixed use office led development focused around Milton Keynes Central Railway station.

- To facilitate the development of CMK as a business centre alternative means of transport other than the car including walking ,cycling and public transport systems will be developed and prioritised to ensure safe and convenient travel to and from the city centre.

Development Strategy for Retail and Leisure Development

4.49 Over the plan period (2016-2031) the development strategy of Milton Keynes Council is to grow and develop the Borough’s retail, leisure, entertainment and cultural offer to cater not only for the growing Borough population and for visitors, but also to make the city a more attractive location for people to live and work.

4.50 The Council will promote and support town centre development (including the night-time economy) and support the tourism and visitor economy particularly by encouraging the private sector to provide additional hotel and visitor accommodation.

4.51 In line with the NPPF, development of these main town centre uses will be focused within town centres, with the city centre of Central Milton Keynes, which functions as a regional shopping centre being a major area of change. Another major area of change will be in and around Bletchley town centre where the Council will seek to build on the opportunities created by east-west rail and the work undertaken for the Bletchley ‘Fixing the Links’ project by developing a new Master Plan for the development of sites around Bletchley town centre. New shops, services and facilities will be provided to serve the population of proposed new residential areas identified in Plan: MK.

CMK

4.52 Within CMK additional comparison retail floorspace will be concentrated within the Primary Shopping Area (PSA) between Silbury and Avebury Boulevard, Saxon Gate and Marlborough Gate. Within this area there is scope for major mixed use development combining retail floorspace, food and drink, leisure and other uses. If retail development cannot be accommodated within the PSA, then planning permission will be considered for retail development in edge of centre locations within 300 metres of the primary shopping area.

4.53 Central Milton Keynes Renaissance: The CMK Alliance Business Neighbourhood Plan (CMKABNP) celebrates CMK’s distinctive design and heritage and highlights that there are almost 50 hectares of land yet to be developed within CMK. That plan identified a number of proposals and aspirations for the city centre including preparing an Inset Action Plan for Midsummer Boulevard East. It recognised the need to expand and diversify the CMK retail offer, to promote new office developments, to make provision for a new university for Milton Keynes to develop new city centre dwellings, and enrich the city’s social, sporting and cultural life with new facilities.

4.54 One of the six big projects identified by the Milton Keynes Futures 2050 Commission is for a Central Milton Keynes Renaissance to create an even stronger city centre fit for the 21st century. To assess how proposals and aspirations for the city centre in the Business Neighbourhood Plan can be delivered and funded and to understand what a 21st century city centre needs to offer (in an age dominated by Internet shopping) the Milton Keynes Futures 2050 Commission recommended Milton Keynes Council undertake work with key stakeholders on a CMK Renaissance Investment Programme.

4 . Development Strategy for Homes, Employment, Retail and Leisure

4.55 The main elements of the CMK Renaissance Investment programme are to:-

- Focus on sites within the city centre where major development of strategic importance will occur and sites that provide opportunities for exceptional development identified in policy G11 of the CMKABNP.
- Be informed by supporting studies that identify the retail, leisure, office and cultural development potential for CMK in the future and the steps that need to be undertaken to ensure the Central Milton Keynes 'offer' in these areas is fit for the 21st Century.
- The Commission also suggested international design/development competitions should take place for major strategic development sites, to ensure that Central Milton Keynes 20th century legacy of world class innovative civic design was carried forward into the 21st century.

4.56 Pending the outcome of work on the CMK Renaissance Investment programme and the Council's Retail Capacity and Leisure Study, which is considering the future retail and leisure needs of the Borough over the plan period. In the short to medium term over the next 5 years, demand for retail, leisure and cultural floorspace within the city centre will be met either by the development of sites already in the development pipeline (some major schemes are listed below), or by the development of vacant sites and the redevelopment of existing buildings.

4.57 Development schemes planned in the city centre already include:-

1. The refurbishment and extension of the Milton Keynes Gallery in Theatre Walk. Planning permission has been resolved to be granted subject to the signing of a S106 agreement.
2. Outline planning permission has been granted for the demolition of the Point and redevelopment of this site for retail and leisure floorspace for a maximum of 20,600 sq.m of floorspace
3. Planning permission has been granted behind retained and refurbished facades for the redevelopment of Lloyds Court for a mixed use development of around 10,500 sq.m of largely A1 retail floorspace together with other uses.
4. The results of the Intu Public Inquiry into the proposed expansion of Midsummer Place for uses including retail, financial and professional services restaurant, leisure etc are awaited.
5. The most significant redevelopment opportunity in the Primary Shopping Area is the Food Centre south of Midsummer Boulevard East, which has been largely empty since the closure and relocation of the Sainsbury's and Waitrose stores within this building to sites elsewhere within the city.

Outside CMK

4.58 There may be development opportunities for retail and leisure development within Bletchley when the outcome of the Council's Retail Capacity and Leisure study is known, the findings of which could be reflected in the Master Plan being prepared for Bletchley.

4.59 Retail and leisure development in Wolverton will be guided by the 'made' Neighbourhood Plan for the town centre. Opportunities for development and expansion in Olney, Newport Pagnell, and Stony Stratford are likely to be limited by conservation and heritage constraints.

Policy DS4

Retail and Leisure Development Strategy.

Over the plan period Milton Keynes Council will:-

1. Seek to grow and develop the Borough’s retail, leisure, entertainment and cultural offer with main town centre uses developed within town centres
2. Develop the primary shopping area of CMK as a regional shopping centre for comparison shopping
3. Promote and support town centre development (including the night-time economy)
4. Promote the tourism and visitor economy particularly by encouraging the expansion of hotel and visitor accommodation in appropriate locations.
5. Plan for the provision of new shops, services and facilities in areas of new residential development

In CMK:

Milton Keynes Council will:

- Work with major investors and stakeholders in CMK on a CMK Renaissance Investment programme.
- Develop city centre sites of strategic/exceptional importance, to facilitate the evolution of the retail, leisure, cultural and business offer in CMK so that it is fit for the 21st Century.
- Encourage improvements to the public realm in CMK, especially in the Midsummer Boulevard area.
- Take the lead role in organising international design/development competitions for major strategic development sites, to ensure that Central Milton Keynes 20th century legacy of world class innovative civic design is carried forward into the 21st century.
- Support the land-use needs of further and higher education.

Pending the conclusion of CMK Renaissance work and the Retail Capacity and Leisure Study , demand for retail, leisure and cultural floorspace will be met either by the development of city centre sites already in the development pipeline, or by the development of vacant sites and the redevelopment of existing buildings.

In Bletchley:

Milton Keynes Council will prepare a Master Plan to redevelop and regenerate land in and around Bletchley Town centre building on the opportunities created by the development of east-west rail and the work undertaken in the Bletchley ‘Fixing the Links’ project.

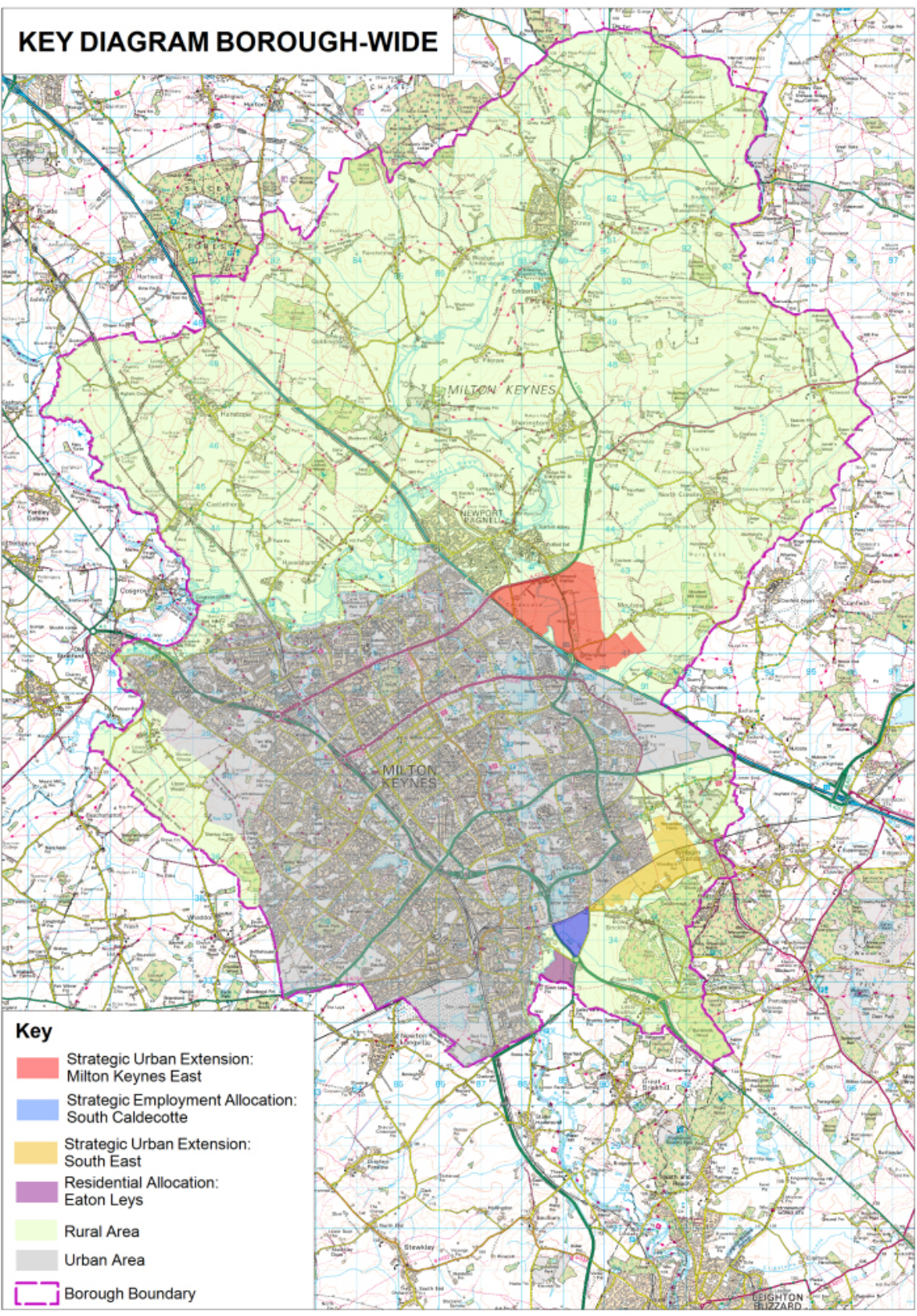
In Newport Pagnell:

Development will be supported in Newport Pagnell in line with its approved Neighbourhood Plan.

4 . Development Strategy for Homes, Employment, Retail and Leisure

* Unless otherwise stated throughout this plan, Central Milton Keynes refers to the area of land between the West Coast main railway line, the Grand Union canal and H5 Portway and H6 Childs Way. This area includes Campbell Park.

Figure 1 Key Diagram



5 Spatial Delivery of Growth: Strategic Site Allocations

5.1 The previous chapters set out the level of growth of housing, employment and retail development that Plan:MK will deliver and the preferred Development Strategy to deliver that growth.

5.2 This chapter sets out the policies that will guide how that new development takes place over the plan period. It includes site specific allocation policies for the new urban extensions to South East Milton Keynes and Land East of the M1 as well as the new strategic employment site allocation to the south of Milton Keynes.

5.3 The preferred option will continue to be refined following consultation on this draft plan, to take account of the consultation responses and the results of further evidence and testing.

How will we grow? Place-making principles

5.4 Place making is a holistic process that aims to bring together all the component parts of a successful place. It provides an opportunity to encourage an integrated approach to development by focusing on, and creating better social, physical and economic environments.

5.5 National Planning Policy Guidance emphasises the importance of high quality design and place shaping. It states that well designed places exhibit qualities that benefit users and the wider area. Development should ensure that new or changing places:

- are functional;
- support mixed uses and tenures;
- include successful public spaces;
- are adaptable and resilient;
- have a distinctive character; are attractive; and
- encourage ease of movement.

5.6 The NPPF (para 56) sets out the importance that the government places on good design, as a key aspect of sustainable development. Para 58 goes on to require local and neighbourhood plans to include “robust and comprehensive policies that set out the quality of development that will be expected for the area”.

5.7 Plan:MK therefore has an important role to play in the creation of sustainable communities at the locations identified for growth. It is important that these areas work as places and are attractive, prosperous and encourage safe communities where people want to live, work or visit as well as functioning effectively as part of the wider built environment.

Key guidance and evidence

- National Planning Policy Framework
- Planning Practice Guidance
- Strategic Housing Market Assessment (ORS)
- Landscape Character Assessment (Gillespies)

5 . Spatial Delivery of Growth: Strategic Site Allocations

- Landscape Sensitivity Study (Gillespies)
- Strategic Flood Risk Assessment (AECOM)
- Sustainability Appraisal

The Issues

5.8 The Council's preferred approach seeks to achieve successful and desirable strategic developments. This draft policy sets out the framework and key principles that will guide future development.

5.9 Given the importance and scale of the new development to be delivered through Plan:MK allocations, development proposals will be required to accord with a range of place-shaping principles, and where applicable, it will be necessary to demonstrate compliance with these principles through the production of masterplans.

5.10 The place-making policies will ensure a holistic approach which will bring together all of the component parts of a successful place.

5.11 The MK Futures 2050 Commission report identifies the need for a Strategy for 2050 to deliver a city-wide consensus about the future of Milton Keynes. The challenge for Plan:MK is to deliver development needed to meet the needs of Milton Keynes now, but also to be sufficiently flexible and forward thinking to pave the way for a future Milton Keynes that the Strategy will set out.

5.12 The MK Futures 2050 Commission report identifies a number of matters that need to be addressed through the Strategy for 2050 and place making has a significant role of play in helping to deliver a number of these:

- the scale and pace of population and economic growth;
- the capacity of the city to accommodate additional growth;
- the housing requirements of the existing and new population - considering how best to increase completions of new homes, how to increase affordable housing completions, and how to take account of the diverse needs of the population;
- the long-term role of Milton Keynes as the strongest regional centre between London and Birmingham;
- the flexibilities of the city's existing grid road and Redway networks, how they can be harnessed to enable improved mobility for all;
- enabling all to live healthier, longer lives
- towards a zero-carbon city - identifying the changes in spatial planning, design and transport policies needed to increase the city's contributions towards global carbon reduction targets;
- the beautiful biodiverse city, including enhancing the city parks, local parks, lakes and canals, and the grid roads and their reservations;
- a creative cultural hub including as a place where people feel safe, valued and inspired;
- developing policies to ensure the urban and rural communities in the rest of the Borough outside the city are supported and share the benefits of the vision for 2050.

5 . Spatial Delivery of Growth: Strategic Site Allocations

Policy SD1

PLACE-MAKING PRINCIPLES FOR DEVELOPMENT

Proposals for new development allocated in Plan:MK (as identified in Policies SD11, 12, 13 & 14) must demonstrate that they adhere to the following place-making principles:

1. Where new urban extensions are proposed, these should deliver sustainable, safe, healthy and high quality developments, which are well integrated with and accessible from the existing city. The structure and layout of the urban extensions should be based on the principles that have shaped the city, especially the grid road system, redways, linear parks and strategic, integrated flood management with employment incorporated as part of the development or located nearby.
2. Development must relate well to the surrounding area in terms of density, scale and materials.
3. Existing site features and key views should be incorporated into and used to structure the new development.
4. The layout of the development and orientation of buildings should maximise passive solar gain.
5. Where appropriate, new development should take a strategic, integrated and sustainable approach to water resource management (including SUDS and flood risk mitigation).
6. Development must enhance the character of the area within which it is located. Where the surrounding area lacks a discernible character, new development will be expected to create a new character and identity through high quality architecture and urban design to avoid non-descript and 'anywhere' development.
7. Development must be well connected into adjacent areas.
8. Shops, facilities and public transport stops must be located in the most accessible locations with the movement network designed to ensure the shortest possible walking and cycling routes to these uses.
9. Housing should generally be arranged according to perimeter block principles so that the fronts of houses overlook streets and other public spaces and private spaces are located securely within the block.
10. Developments should create a strong character or sense of place / identity. This will vary across large sites and be achieved through appropriate high quality landscaping, layout, architecture and treatment of the public realm as informed by the surrounding context.
11. Particular attention should be paid to creating a sense of place within the most visible and used areas of the development, such as principal routes and frontages.

5 . Spatial Delivery of Growth: Strategic Site Allocations

12. Creation of distinct neighbourhoods and character areas and the appropriate framing and bordering of open spaces, for example through varied densities, building orientation and architectural designs.

13. There should be visual cues to aid wayfaring through and between areas of development, particularly from the grid road network into areas of development, for example through architecture, design of the public realm, and views/vistas created through the layout of buildings.

14. The layout and design of development should enable easy, safe and pleasant access to existing pedestrian and cycle routes and to nearby open spaces (such as linear parks or play areas) to aid increased recreational, walking and cycling links within the development area and to the city's extensive green infrastructure and redway network.

15. Schemes should consider routes which provide convenient, safe and attractive access to employment, homes, schools and public facilities. They should cater for the needs of all age groups, in particular the elderly, through the provision of benches, shading and simple and clear signage. Opportunities for community cohesion should be maximised through the creation of permeable environments in new developments that will encourage people to get outdoors for recreation, social interaction, and moving around by non-vehicular means.

16. Technical work must be undertaken to fully assess the traffic impacts of the development on the road network within the city and nearby town and district centres and adjoining rural areas, and to identify necessary improvements to public transport and to the road network.

17. Transport solutions should give full consideration to the Smart and Sustainable Mobility opportunities, maximising opportunities to deliver real alternatives to the car (eg East-West rail, access to the existing West Coast main line stations; rapid transit; driverless vehicles; coaches and buses).

18. In order to maximise their sustainability, rapid public transport solutions proposed as part of new urban extensions must connect into Central Milton Keynes.

19. New social and commercial facilities and services should be provided, and existing facilities improved where possible, to meet the day to day needs of new and existing residents.

20. New 'Park and Ride' or Parkway sites which provide an alternative to the car for journeys into Milton Keynes and beyond should be provided where appropriate.

Where will we grow - policies for the strategic site allocations

5.13 The preferred Development Strategy for Plan:MK is set out in the previous chapters. The following policies set out the principles that will guide the delivery of the strategic housing and employment site allocations.

5 . Spatial Delivery of Growth: Strategic Site Allocations

Central Milton Keynes (CMK)

5.14 The CMK Business Neighbourhood Plan celebrates CMK's distinct design and heritage alongside promoting its "emerging role as the centre of a prosperous and growing region, through greater and more diverse development..." Plan:MK seeks to echo these sentiments in planning for the future of CMK.

Policy SD2

CENTRAL MILTON KEYNES - ROLE AND FUNCTION

Central Milton Keynes (CMK) will continue to be promoted as the focus for retail, office, residential and leisure activity within the context of the wider aspiration to provide a high quality environment and visitor experience. New development should make a positive contribution to improving the vitality of the city centre and should aim to improve the overall mix of uses.

The retail core, as defined on the Policies Map, will continue to be focused around the Primary Shopping Area, defined as the area between Silbury Boulevard, Avebury Boulevard, Saxon Gate and Marlborough Gate and improvements to the quality of the environment and the shopping and cultural experience of this area will be sought.

Small scale retail development will continue to be supported as part of mixed use redevelopments throughout CMK. New leisure uses will be promoted within and on the edge of the retail core to support the diversification of Milton Keynes' offer as a visitor destination.

The role of the City Centre as a major hub for financial, professional and business services will continue to be supported. The primary focus for additional office development will be the area between Saxon Gate, the Railway, Childs Way and Portway.

Residential development will continue to be supported in CMK and Campbell Park where it provides a range of well-designed good quality living environments. Developments will need to provide flexible and adaptable accommodation meeting a range of needs including young professionals and families, especially within Campbell Park.

5 . Spatial Delivery of Growth: Strategic Site Allocations

Policy SD3

CENTRAL MILTON KEYNES - GROWTH AND AREAS OF CHANGE

In order for CMK to maintain and develop its position as a regional centre and the driver of the Borough's economy, significant new levels of growth will be accommodated. The Council will seek to accommodate the following in CMK:

- 1,500 new homes
- 208,500 m² office floorspace and
- 124,000 m² of retail floorspace
- The site requirements of a new university for Milton Keynes, the University Campus MK (UCMK) and the MK College, including student accommodation
- 77,000 m² of hotel floorspace

This new growth will be accommodated using a combination of the redevelopment of vacant, underdeveloped and underperforming sites and the development of the Strategic Reserve Sites at Blocks B4 and F1.2-1.4 identified in the CMK Business Neighbourhood Plan, 2015.

Development briefs will be prepared to guide change and development of:

- Block B4;
- Midsummer Boulevard; and
- Station Square.

5.15 The main areas of change within CMK during the plan period will be Block B4, Midsummer Boulevard East and Station Square. It is expected that these areas will change and grow as outlined below:

- Block B4: The Council's preference is for this area to be the site of a new university for Milton Keynes, incorporating its main teaching campus and an element of purpose built student accommodation.
- Midsummer Boulevard East: The Council will consider proposals for improvements to the pedestrian environment in Midsummer Boulevard combined with a new arrangement to accommodate public transport, for example a new turning circle for buses.
- Station Square: The Council will support sensitive redevelopment in this area to provide mixed use office-led development that incorporates residential and a new hotel and an enhanced public square and public realm that provides a welcoming and vibrant gateway to CMK.

5 . Spatial Delivery of Growth: Strategic Site Allocations

Policy SD4

CENTRAL MILTON KEYNES - CONNECTIVITY

Measures to improve accessibility to and within Central Milton Keynes will be supported, including:

- Smart, shared, sustainable mobility
- An enhanced and high quality network of pedestrian/cycle routes public open spaces and squares
- Improvements to and prioritisation of pedestrian and cycle accessibility
- Integration of public transport

Other development opportunities within the Milton Keynes urban area

5.16 There are a number of potential sources of new homes across the Milton Keynes urban area. An Urban Capacity Study ⁽¹⁰⁾ has identified a number of small sites within the urban area that could be developed or redeveloped for homes. The Regeneration Programme (Your:MK) might also have some potential to deliver additional homes, but is not yet at a stage where this can be agreed or determined.

5.17 The Place-Making Policy SD1 identifies a number of criteria to which new development within the Milton Keynes urban area will be expected to comply.

Existing expansion areas

5.18 The Eastern and Western Expansion Areas (EEA and WEA respectively) were allocated for development in the Milton Keynes Local Plan (2005) and the Strategic Land Allocation (SLA) in the Core Strategy (2013). Whilst development of the EEA is well advanced, development here and on the WEA and SLA is still underway. In order to ensure that future planning applications for these areas have a policy framework against which they can be considered, the existing policies for these areas are retained in Plan:MK.

5.19 In addition to the EEA, WEA and SLA, development is still underway at Newton Leys. It is therefore proposed to retain the policy for this area in Plan:MK as well.

5.20 MKLP Policy KS3 (Linford Lakes Area) has also been carried forward into Plan:MK as it provides policy guidance for leisure and recreation development within the Linford Lakes Area.

5 . Spatial Delivery of Growth: Strategic Site Allocations

Policy SD5

GENERAL PRINCIPLES FOR THE EASTERN AND WESTERN EXPANSION AREAS (formerly policies EA1 & EA2 in the Milton Keynes Local Plan)

Planning permission will only be granted for development in an Expansion Area following approval by the Council of a comprehensive master plan for the whole Expansion Area.

Development briefs will also be required for each phase or site, to be prepared by the developer and approved by the Council.

The Council will adopt the master plans and development briefs as supplementary planning documents.

In addition to the normal requirements covered by other policies in this Plan, proposals for the Expansion Areas should where necessary include:

1. Environmental impact and transport assessments
2. Effective measures to give priority to non-car modes of transport
3. Design, land use and transportation measures that integrate the Expansion Areas with the existing built up area and do not preclude further expansion other than where the proposals include a permanent long-term boundary for the City
4. Good transport links to adjoining areas, including footpaths and cycle ways and land reserved for potential transport links to future development
5. Community facilities, local shops, other small scale employment development and reserve sites in the form of local centres
6. A landscape and open space strategy to improve biodiversity, provide advance structural planting, extend the "forest city" concept, and incorporate public art and leisure and recreation facilities
7. A strategic and sustainable approach to urban drainage systems to control surface water flows
8. Design and layout measures that help to create sense of place
9. Planning obligations relating to the phasing of development and the provision of on-site and off-site infrastructure and facilities, to include land, capital and initial running costs.

Question 1

Whilst Policy SD5 above has been included in the draft Plan:MK, the policy has largely been replaced by the design and development frameworks that have already been approved for the EEA and WEA.

We are seeking views as to whether, in light of this, this policy is still required?

5 . Spatial Delivery of Growth: Strategic Site Allocations

Policy SD6

EASTERN EXPANSION AREA (formerly Policy EA3 in the Milton Keynes Local Plan)

Proposals for the Eastern Expansion Area must include:

1. Large footprint employment development at Fen Farm (80 ha)
2. Housing and ancillary uses at Broughton Manor Farm (50 ha)
3. Housing, ancillary and mixed uses (including B1/B2/B8 employment uses) at and adjoining Brooklands Farm, east of the A5130 and north of Broughton Brook (130 ha)
4. A new M1 Junction 13a or equivalent improvements to Junctions 13 and 14
5. Improvements to the A421 and A5130, including Kingston roundabout
6. A secondary school (about 10 ha)
7. Combined schools and local centre
8. Continuation of the linear park along Broughton Brook, to include any new balancing lakes to serve the new development
9. A continuation of the urban village concept at Broughton / Atterbury, including links to existing and planned facilities within the urban village
10. 30% affordable housing
11. The provision of a dedicated public transport route (or routes) connecting the Eastern Expansion Area with CMK, through each phase of development prior to the occupation of development in that phase. This route should be designed to be capable of upgrading to mass transit characteristics as and when appropriate
12. The safeguarding of land within the Eastern Expansion Area as part of the Broughton Brook linear park to enable construction of a section of the Bedford to Milton Keynes Waterway

5 . Spatial Delivery of Growth: Strategic Site Allocations

Policy SD7

WESTERN EXPANSION AREA (formerly policy EA6 in the Milton Keynes Local Plan)

Proposals for the Western Expansion Area must include:

1. Housing and ancillary uses (about 200 ha)
2. B1/B2/B8 employment uses (10-20ha)
3. A secondary school about 10 ha
4. Local centres, including first / combined schools
5. Open space to include land for a burial ground and remembrance garden (about 10ha)
6. Protection and enhancement of the wildlife corridor along the North Bucks Way, and the creation of an alternative route for the North Bucks Way north of Calverton Lane, along the western boundary of the area, to connect with the Ouse Valley Way near Calverton
7. Retention of the Listed Buildings at Whitehouse Farm
8. A landscape / open space buffers between development and The Wealds and other measures to reduce the visual impact of development when viewed from the countryside and villages to the west
9. 30% affordable housing
10. Measures to reduce the risk of flooding in Lower Weald
11. Measures to avoid traffic rat-running through nearby villages and residential areas
12. Proposals for public transport, pedestrian and cycle routes that will provide convenient, direct, safe and clear routes to CMK and Westcroft District Centre

5 . Spatial Delivery of Growth: Strategic Site Allocations

Policy SD8

STRATEGIC LAND ALLOCATION (formerly policy CS5 in the Core Strategy)

The adopted Local Plan identifies four Strategic Reserve Areas (SRAs) in or adjoining the Milton Keynes urban area:

- SR1 - Land east of Fen Farm
- SR2 - Glebe Farm
- SR3 - Eagle Farm
- SR4 - Church Farm

The Core Strategy allocates these areas, along with:

- additional land between SR2 and SR3;
- the land currently designated as open countryside to the west of Newport Road and immediately
- north of the settlement boundary of Wavendon Village, east and west of Stockwell Lane (part of site
- MKSA4 in the Site Selection Report, September 2011);
- land to the east of Eagle Farm South (land at Wavendon Lodge) and
- the three areas of mostly woodland adjacent to Eagle Farm North,

as a sustainable urban extension (the Strategic Land Allocation) to Milton Keynes. The allocation is shown on Figure 5.2 'Key Diagram Urban Area' and Appendix E 'Policies Map Amendment'.

Development in the Strategic Land Allocation will be permitted in accordance with other relevant policies in the Development Plan and the principles of development set out below. These principles will be defined in more detail through the preparation of a single Development Framework for the area, which will be produced by Milton Keynes Council with the involvement of the landowner and developers, stakeholders and the community.

In order to ensure that the Strategic Land Allocation is brought forward in a strategic and comprehensive manner, planning permission will only be granted for development following the approval of the Development Framework. Design codes will also be required for each phase or site, to be prepared by the developer and approved by Milton Keynes Council.

The principles of the development are that development should:

1. Provide a sustainable urban extension to Milton Keynes, providing in the region of 2,900 homes.
2. Create a sustainable, safe and high quality urban extension which is well integrated with and accessible from the existing city. Its structure and layout should be based on the principles that have shaped the existing city, especially the grid road system, the linear parks and strategic flood water management.
3. Maintain the character and integrity of existing settlements and provide clear separation between the new development and adjacent existing settlements.

5 . Spatial Delivery of Growth: Strategic Site Allocations

4. Maximise opportunities for sustainable travel patterns, including reducing car use by locating development close to public transport nodes and routes.
5. Link to the surrounding road, redway and grid road network.
6. Apply, as a minimum, the highest standards(43) of sustainable construction in force at the time.
7. Consider the use of community energy networks in line with Policy CS14 'Community Energy Networks and Large Scale Renewable Energy Schemes'.
8. Provide residents and businesses with access to a high quality telecommunications and ICT(44) network.
9. Provide new social and commercial facilities and services, to meet the day to day needs of new and existing residents
10. Create strategic landscape boundaries to the outer edges of the development area and to soften the impact of the development on the adjacent and surrounding open countryside.
11. Take a strategic and integrated approach to flood management and provide a strategic and sustainable approach to water resource management, including Sustainable Drainage Systems (SuDS) and flood risk mitigation.
12. The delivery of development will be through the Milton Keynes Tariff to provide for contributions to on- and off-site strategic and local infrastructure in an effective and timely way, assuming the development gains (outline) planning permission before a Community Infrastructure Levy Charging Schedule is adopted (or April 2014, whichever is sooner(45)). This must include financial contributions to the improvement and extension of infrastructure and facilities in nearby existing settlements which are made necessary by the development.
13. Employment to contribute to the achievement of the Plan's employment objectives.
14. Homes with a range of sizes, types and tenure, including affordable housing in accordance with Policy CS10 'Housing' or successor development plan policy.
15. Retail and commercial development of an appropriate scale to ensure the top-up convenience shopping needs of new and existing residents in the development area are met.
16. Dependent on the size of development, and in terms of the Council's current standards of provision, a range of community facilities, including schools and education facilities, health, sports and leisure facilities, provision for the emergency services and the voluntary sector to meet the needs of the new and existing residents. As far as possible these facilities should be located close to each other in accessible locations.
17. A proportionate contribution to new or upgraded transport infrastructure that is made necessary by the development.
18. Safeguard the proposed alignment of the Bedford to Milton Keynes waterway.
19. Technical work to be undertaken to fully assess the traffic impact of the development on the road network within the city, nearby town and district centres and adjoining rural areas , and to identify necessary improvements to public transport and to the road network, including parking.

5 . Spatial Delivery of Growth: Strategic Site Allocations

Policy SD9

NEWTON LEYS (formerly Policy KS1 in the Milton Keynes Local Plan)

Newton Leys is identified as a special area on the Proposals Map. The Council supports the principle of comprehensive development for this area including housing, employment, local shopping, recreation and community facilities. Employment uses include B2 and B8 uses related to the waste disposal and recycling operations on the waste management site

Development proposals for the Newton Leys area shall include:

1. Within the site, the safeguarding of a route for a link road between the A4146 Fenny Stratford bypass and the A421 Buckingham Road / H8 Standing Way. The need for this safeguarding will be reassessed as part of the future reviews of this Local Plan.
2. A landscape and open space buffer, between 50 and 250 metres wide, around the southern and eastern boundaries of the waste management site, with development phased to ensure at least a 150m buffer between the Newton Leys residential development and the active landfill area.
3. A local centre including combined school
4. 30% affordable housing
5. Land for a cemetery, with access via Shelborne Avenue (2ha)

The Council will also seek:

1. The revocation of all outstanding mineral planning consents (without compensation)
2. Submission of an environmental statement with any planning application for comprehensive development of the area
3. To enter into legal agreements with the landowner or developer to ensure that appropriate improvements to the physical and social infrastructure of the area are provided at the relevant time

5 . Spatial Delivery of Growth: Strategic Site Allocations

Policy SD10

LINFORD LAKES AREA (formerly Policy KS3 in the Milton Keynes Local Plan)

The Ouse Valley between Haversham and the M1 motorway, known as "Linford Lakes", is part of the extended Linear Park system.

Within this area, any new leisure and recreation development should be consistent with the objectives set out in Policy NE4 and the following requirements:

1. The wildfowl reserve, based on Stantonbury Lake, should be retained as an important ecological resource
2. Proposals for new development should provide for increased public access within the area, including a footpath route along the Ouse Valley
3. Vehicle access to any new development should normally be taken from Wolverton Road / Newport Road

Development in the new Strategic Urban Extensions

General Principles

5.21 Draft Plan:MK allocates a number of strategic housing and employment sites, these are:

- South East Milton Keynes for a residential-led development;
- Land East of the M1 for a mixed residential and employment development;
- Land at Eaton Leys for a residential-led development
- Land south of Milton Keynes for a strategic employment development area.

5.22 The following principles will apply to all of these strategic site allocations and any currently unallocated strategic development sites that might come forward which would abut and extend the Milton Keynes urban area.

5 . Spatial Delivery of Growth: Strategic Site Allocations

Policy SD11

GENERAL PRINCIPLES FOR NEW STRATEGIC URBAN EXTENSIONS

1. As well as the delivery of new homes, new strategic urban extensions will be expected to make provision for an appropriate level of employment, retail, and community uses in accordance with other policies within the Plan.
2. Sites must also provide the necessary infrastructure including highways and transport infrastructure, schools, health, open space and green infrastructure provision.
3. The strategic urban extensions must be planned and delivered as high quality, integrated, sustainable and distinctive developments supported by necessary infrastructure, services and facilities.
4. Planning permission will only be granted for development in a strategic urban extension following approval by the Council of a comprehensive master plan for the whole strategic urban extension.
5. Development briefs will also be required for each phase or site, to be prepared by the Council in conjunction with the developer(s).
6. The Council will adopt the master plans and development briefs as supplementary planning documents.
7. In addition to the normal requirements covered by other policies in this Plan, proposals for the strategic urban extensions should where necessary include:
 - Environmental impact and transport assessments.
 - Effective measures to balance the priority given to car and non-car modes of transport.
 - Design, land use and transportation measures that integrate the strategic urban extensions with the existing built up area and do not preclude further expansion other than where the proposals include a permanent long-term boundary for the City.
 - Good transport links to adjoining areas, including grid roads, footpaths and cycle ways and land reserved for potential transport links to future development areas including grid roads.
 - Community facilities, local shops, other small scale employment development and reserve sites in the form of local centres.
 - A landscape and open space strategy to improve biodiversity, provide advance structural planting, extend the “forest city” concept, and incorporate public art and leisure and recreation facilities.
 - A strategic and sustainable approach to urban drainage systems to control surface water flows.
 - Design and layout measures that help to create sense of place.
 - Planning obligations relating to the phasing of development and the provision of on-site and off-site infrastructure and facilities, to include land, capital and initial running costs.

5 . Spatial Delivery of Growth: Strategic Site Allocations

Policy SD12

DELIVERY OF STRATEGIC URBAN EXTENSIONS

1. Infrastructure requirements of the Strategic Urban Extensions identified in this plan must be delivered at a rate and scale to meet the needs that arise from the proposed development, in accordance with the Infrastructure Delivery Plan. Strategic Urban Extensions will be expected to make a contribution proportionate to its scale and impact for the delivery of strategic infrastructure requirements identified in the Local Investment Plan.
2. In order to ensure that the Strategic Urban Extension is brought forward in a strategic and comprehensive manner, planning permission will only be granted for development following the approval of the Development Framework. Design codes will also be required for each phase or site, these are to be prepared by the developer and approved by Milton Keynes Council.
3. The Development Framework will be produced by the Council, in partnership with the landowners/s and relevant stakeholders (including adjacent land owners, relevant parish / town councils, infrastructure providers and statutory consultees). Development Frameworks should be prepared in consultation with the local community, and be capable of being adopted by the Council in due course as Supplementary Planning Documents.
5. Development proposals for the Strategic Urban Extensions must reflect and demonstrate that the place making principles set out in Policy SD1 have been adhered to, as well as the specific policies in other chapters

South East Milton Keynes Strategic Urban Extension

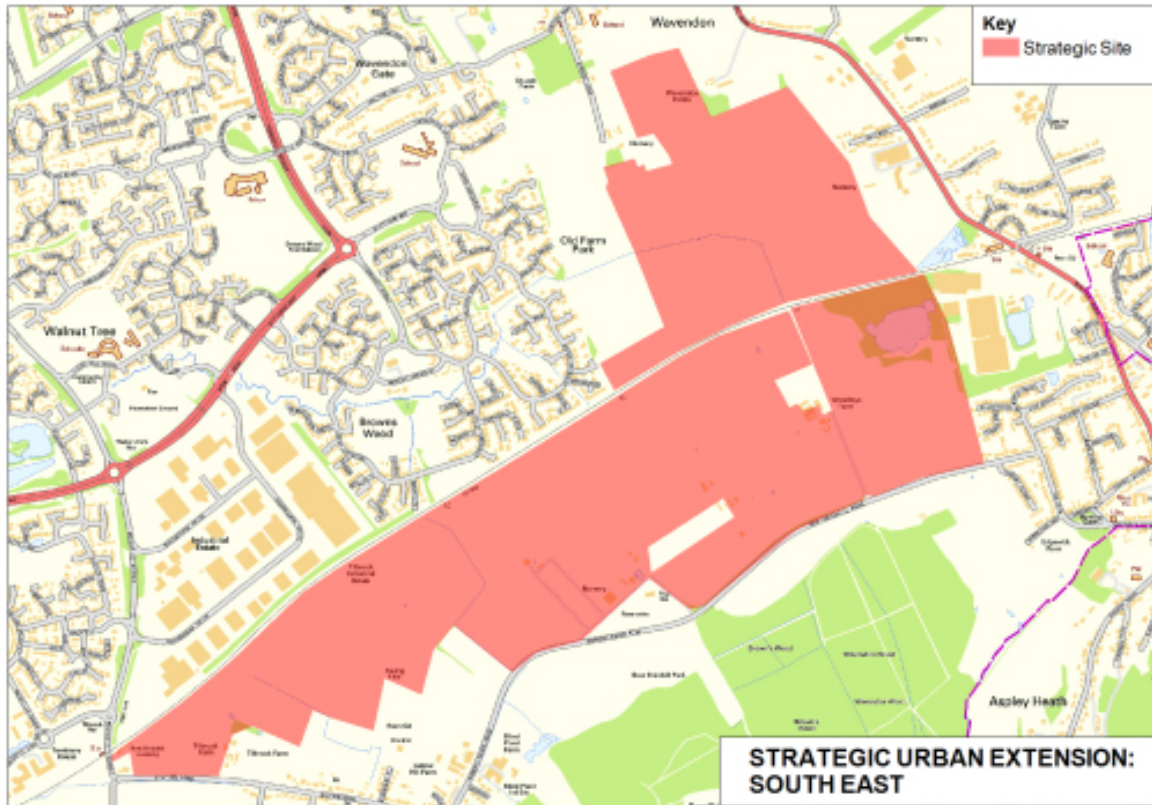
5.23 This strategic urban extension is allocated to support the delivery of the Development Strategy. The site comprises land north and south of the East-West railway line around Woburn Sands, Wavendon and north of Bow Brickhill.

5.24 The site is allocated for a total of 1,000 dwellings during the plan period with more dwellings expected to follow after 2031. However in recent years the east and south east area of Milton Keynes has supported a large amount of growth and it is recognised that time is needed for this development to be completed and for facilities in the local area to become established before more growth can be supported.

5.25 This development area will therefore be expected to come forward after post-2026 once progress has been made on the delivery of East-West Rail and there is an agreed route and delivery programme for the Cambridge Expressway. Due to the close relationship between this development area and the East-West Rail line, the developers will be expected to work with the East-West Rail delivery vehicle to prepare a masterplan which maximises the opportunities for sustainable travel. The principal vehicular access to the site should be sought via an extended H10 Grid Road that is delivered ahead of occupation of new housing within the site.

5 . Spatial Delivery of Growth: Strategic Site Allocations

Map 1 South East MK Urban Extension



Policy SD13

SOUTH EAST MILTON KEYNES STRATEGIC URBAN EXTENSION

Land is allocated at South East Milton Keynes - as shown on the Key Diagram and Policies Map - for a comprehensive new mixed use residential development to meet the needs of Milton Keynes up to 2031 and beyond.

The development will not be brought forward until the work of the National Infrastructure Commission on the Cambridge-Milton Keynes-Oxford growth corridor, including the route of the proposed Expressway, has concluded and there is clarity as to its impact on this area. Furthermore, no housing shall be completed until 2026 after which the site will deliver up to 1,000 homes within the Plan period with the anticipation that further development will come forward after 2031.

Development will be brought forward in line with all relevant policies in Plan:MK, particularly Policies SD1, SD11 and SD12.

5 . Spatial Delivery of Growth: Strategic Site Allocations

Land East of the M1 (Milton Keynes East)

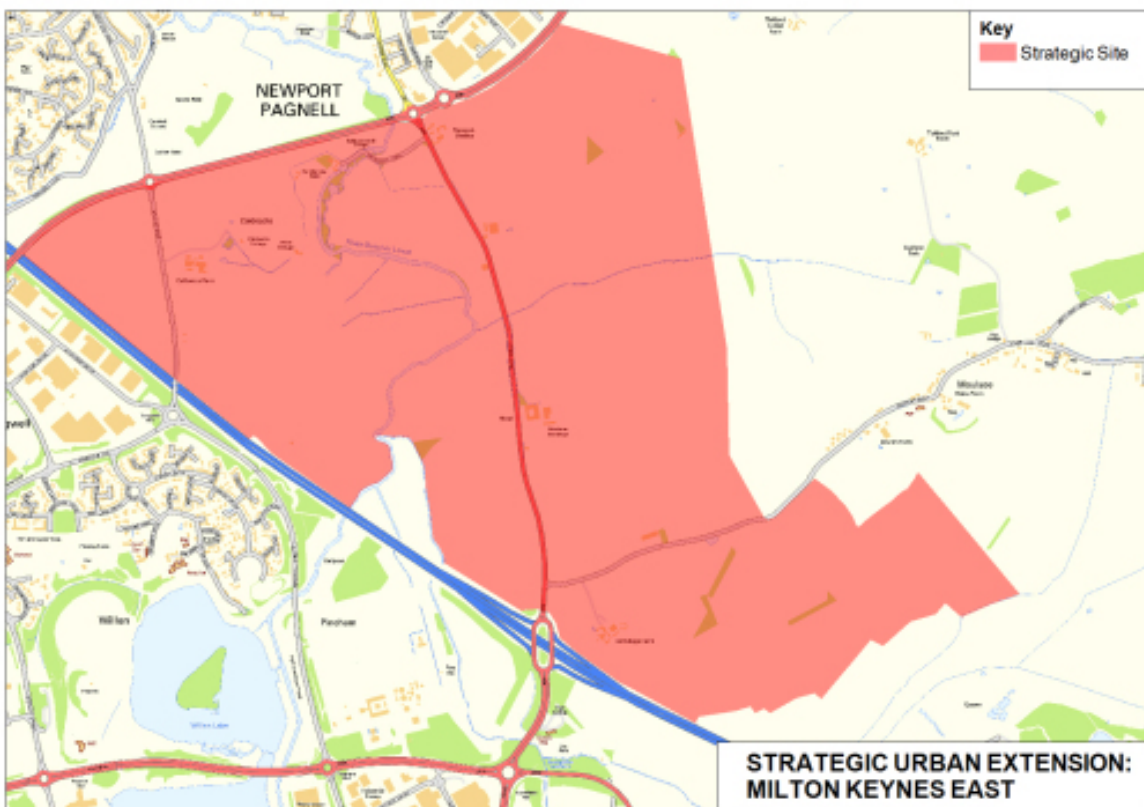
5.26 Plan:MK allocates land to the east of the M1 motorway, south of Newport Pagnell as shown on the Key Diagram for a mixed residential and employment development. It is envisaged that this area will provide a sustainable urban extension after 2031 towards the east.

5.27 As with South East Milton Keynes, this site has the potential to support the delivery of major national infrastructure projects namely the Cambridge-Milton Keynes-Oxford growth corridor. Further information from the National Infrastructure Commission on the proposals for this corridor is still required before we can provide a full understanding of how growth to support these infrastructure projects can be best brought forward. It is therefore essential that development in this area is not brought forward in a piecemeal manner which could prejudice the delivery of this infrastructure project.

5.28 Before the site can be brought forward, work will also need to have progressed with the Department for Transport, Highways England and Milton Keynes Council to establish how road and other key infrastructure connections westwards over the M1 can be improved to support the connectivity of this strategic urban extension to the existing Milton Keynes urban area.

5.29 The Council will however support the provision of a masterplanned approach to development in this area being brought forward post 2031 when a clear understanding of the delivery of key infrastructure projects has been established or should the Council find itself in a position of a significantly reduced supply of deliverable housing sites.

Map 2 Milton Keynes East



5 . Spatial Delivery of Growth: Strategic Site Allocations

Policy SD14

MILTON KEYNES EAST

Land is allocated at Milton Keynes East - as shown on the Key Diagram and Policies Map - for a comprehensive new residential and employment development to meet the needs of Milton Keynes after 2031.

The development will not be brought forward until either the work of the National Infrastructure Commission on the Cambridge-Milton Keynes-Oxford growth corridor, including the route of the proposed Expressway, has concluded and there is clarity as to its impact on this area or if the Council's housing land supply position should fall to fewer than three years of deliverable housing sites over a period of at least six months as assessed by the Council's quarterly housing monitoring reports.

Development will be brought forward in line with all relevant policies in Plan:MK, particularly Policies SD1, SD11 and SD12.

Amongst others, the development will comprise:

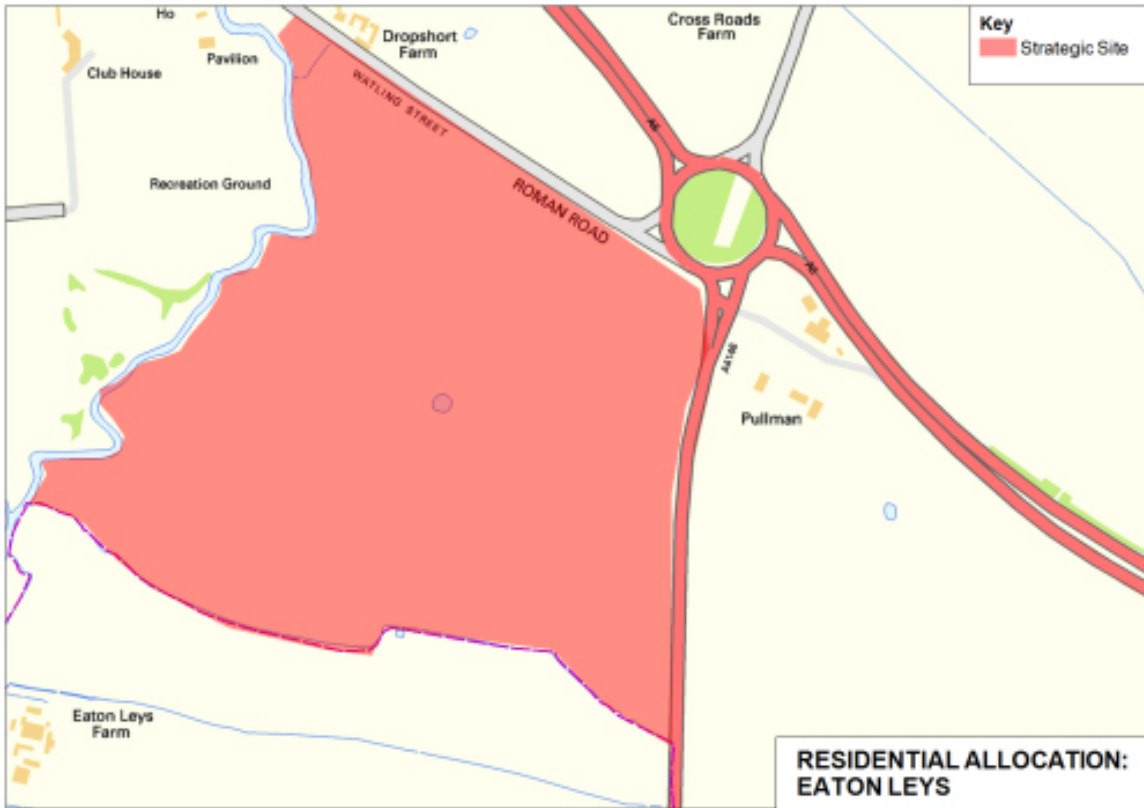
- Delivery of new homes, providing a range of sizes, types and tenure including affordable housing in accordance with other policies in the Plan.
- Land for employment uses B1c/B2/B8.
- Associated infrastructure including primary and secondary education, community facilities, health, retail and local services and a hotel. The development should comprise at least one district centre with a co-location of key facilities.
- The phased introduction of a comprehensive network of transport infrastructure in line with the Local Investment Plan, to include highway connections to Newport Pagnell and Central Milton Keynes (CMK) involving highway works on and off site.
- A corridor of land safeguarded for a fast mass-transit system connecting CMK and Cranfield University.
- A network of footpaths and cycleways to connect to existing routes, including redways.
- A strategic landscape framework and network of green spaces to meet strategic and local requirements.

Land at Eaton Leys, Little Brickhill

5.30 Land at Eaton Leys is allocated for a primarily residential development of up to 600 homes, together with associated infrastructure and services.

5 . Spatial Delivery of Growth: Strategic Site Allocations

Map 3 Land at Eaton Leys



Policy SD15

LAND AT EATON LEYS, LITTLE BRICKHILL

Land at Eaton Leys, Little Brickhill - as shown on the Key Diagram and Policies Map - is allocated for the development of up to 600 dwellings within the plan period.

The development will comprise:

- Delivery of up to 600 dwellings
- A local centre (which would include retail and a community centre),
- A health centre,
- Land reserved for a 1 form entry primary school,
- Associated highways infrastructure including improvements to the A4146 approach to the A5/A4146 roundabout; a vehicular access from the A4146, a pedestrian/cycle bridge crossing of the Rover Ouzel, remodelling of Watling Street to deliver a segregated redway and delivery of connections from the site into the existing redway network.
- Multi-functional public open space, informal amenity space, children's play space, open space incorporating the scheduled monument, surface water attenuation and strategic landscaping,
- Mitigation of archaeological remains on the site either by recording or preservation in situ/avoidance of remains,
- Delivery of other associated services and utilities infrastructure.

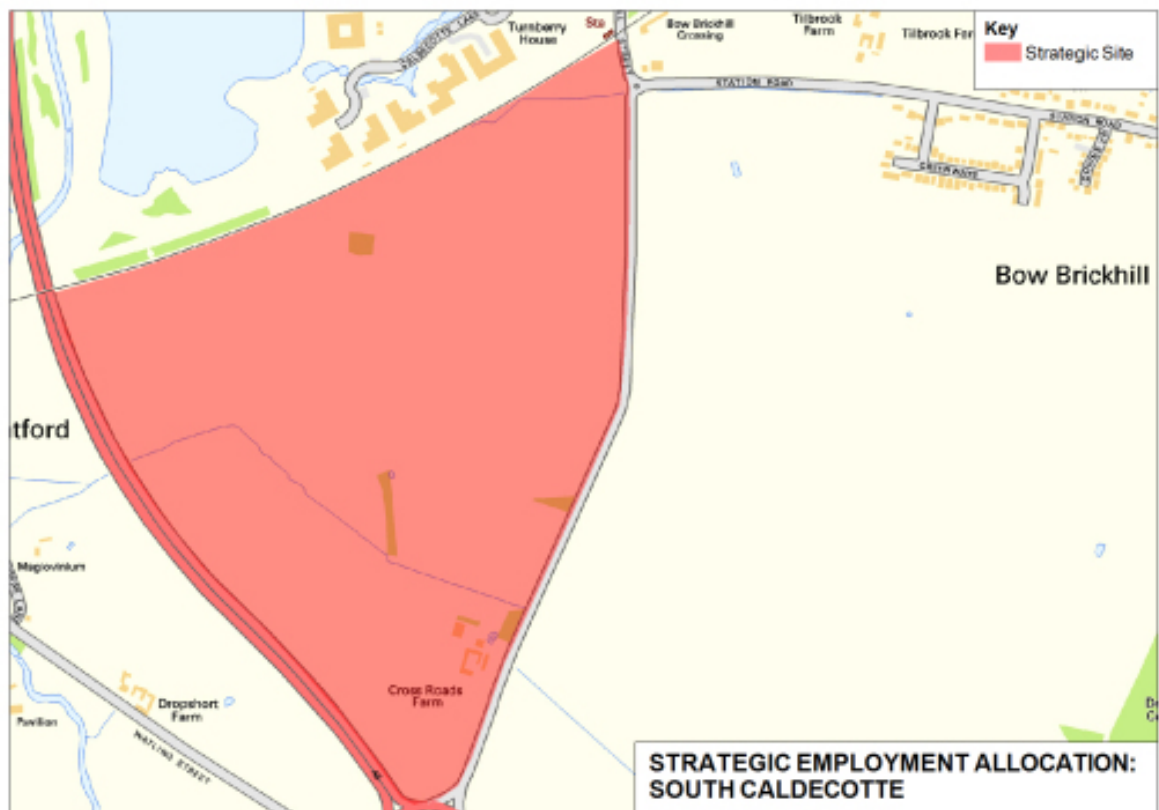
5 . Spatial Delivery of Growth: Strategic Site Allocations

Land South of Milton Keynes

5.31 Land south of Milton Keynes - as shown on the Key Diagram and Policies Map - is allocated as a strategic employment site for the development of large footprint B2/B8 units to meet the requirement for this type of commercial floorspace in Milton Keynes in the plan period.

5.32 The site comprises some 57 hectares and is located south of the Bletchley to Bedford railway line (the route of the East-West Rail line), north west of the A4146 and east of the A5.

Picture 1 Land South of Milton Keynes - Strategic Employment Allocation



5 . Spatial Delivery of Growth: Strategic Site Allocations

Policy SD16

STRATEGIC EMPLOYMENT ALLOCATION, LAND SOUTH OF MILTON KEYNES, SOUTH CALDECOTTE

Land south of Milton Keynes in South Caldecotte - as shown on the Key Diagram and Policies Map - is allocated for the development of a mix of B2 and B8 employment floorspace within the plan period.

The development will be brought forward in line with all relevant policies in Plan:MK, particularly Policies SD1, SD11 and SD12.

The development will comprise:

- A minimum of 2.1 million square feet of B2/B8 and ancillary B1 employment floorspace.
- Access to be taken from Brickhill Street, which will be upgraded to grid road standard.
- The development will be subject to a Transport Assessment, which will investigate the development's impact in the local highway network, including the A5/Watling Street roundabout. The development will contribute to any necessary improvements as agreed by Milton Keynes Council and the Highway Agency. The Transport Assessment will also set out the basis for effective public connections to and from the site to be implemented prior to completion of the development.
- An area of linear park will be provided to the east of the site, linking into Caldecotte Lake to the north and providing future opportunity to link the park to the south/east. The linear park should include balancing ponds as part of a Suitable Urban Drainage system across the site.
- Direct footpath connections to Bow Brickhill railway station and the existing Public Right of Way running along the site's northern boundary will be effectively integrated into the development.
- Buildings heights limited to 25 m across the site, with the appropriate height of buildings on the frontage to Brickhill Street informed by a Landscape and Visual Impact Assessment (LVIA).
- The design and appearance of buildings should be sensitive to the neighbouring uses, with development fronting Brickhill Street being sensitive to views into the site from the wider landscape. Buildings should provide a positive frontage to the A5, providing an attractive entrance to Milton Keynes from the south.
- Existing vegetation to site boundaries should be maintained and enhanced to screen development from wider views where a LVIA deems this necessary. New planting should be of native species to mitigate the loss of hedgerows necessary to facilitate development.
- Prior to development the site will be subject to a desktop Archaeological Assessment to understand the likely presence of archaeological remains within the site. The recommendations of the Assessment will be implemented prior to each phase of development commencing.

6 . Economy and Retail

6 Economy and Retail

Introduction

6.1 This Plan: MK chapter identifies which sites within the Borough have been identified to meet employment, retail and leisure needs up to 2031 and where they are located. Additionally, this chapter details the policies the Council will use in assessing and determining planning applications for employment, retail and leisure development. ⁽¹¹⁾

National Policy

6.2 The NPPF acknowledges that the purpose of the planning system is to contribute to the achievement of sustainable development. It has an important economic role to play (alongside a social and environmental role) in contributing to building a strong economy, by ensuring that sufficient land of the right type is available in the right places and at the right time to support growth and innovation.

6.3 Local planning authorities such as Milton Keynes Council should plan on the basis of up-to date and relevant evidence about their area. They should use their evidence base to assess the need for land or floorspace for economic development over the plan period including that for retail and leisure development. They should plan for the location, promotion and expansion of clusters or networks of knowledge driven, creative or high technology industries. Additionally, they should avoid the long term protection of sites allocated for employment use when there is no reasonable prospect of a site being used for that purpose.

6.4 The NPPF advises that plans should also allocate sites to meet the scale and type of development needed in town centres. They should set policies for the consideration of proposals for main town centre uses, which cannot be accommodated in or adjacent to town centres. For town centres, local plans should define a network and hierarchy of centres and the extent of town centres and primary shopping areas.

6.5 The NPPF promotes the development and diversification of agricultural and other land-based rural businesses. Additionally, it supports sustainable rural tourism and leisure developments, which respect the character of the countryside and promotes the retention and development of local services and community facilities.

Other Relevant Strategies and Studies

6.6 Milton Keynes Council and Milton Keynes Development Partnership Employment Land Review and Economic Growth Study: This study prepared for the Council by consultants GVA Bilfinger in November 2015 forecasts how much employment land and office, industrial and warehousing floorspace needs to be provided within the Borough, over the plan period to cater for future needs. It assesses existing employment sites and

11 Throughout this chapter employment development refers to uses such as offices, factories, warehouse and distribution centres, which are within the B1 Business, B2 General Industry and B8 Storage or Distribution use classes as defined by the Town and Country Planning (Use Classes Order) 1987 as amended. Retail uses include shops and retail warehouses and are defined in the Use Classes Order as A1 shop uses. Leisure development such as cinemas and gyms are a D2 Assembly & Leisure use. References to town centre or centres refers to the city centre of Central Milton Keynes (CMK) and other town, district and local centres within the Borough as defined on the proposals map.

land allocated for employment purposes to see what land is no longer 'fit for purpose'. Following this assessment poorly performing employment site have been proposed for redevelopment to alternative land uses. This study is currently being reviewed by GVA Bilfinger to see if there have been any significant changes since it was originally prepared.

6.7 Milton Keynes Retail Capacity and Leisure Study 2017: This consultants study which is due to be completed in May 2017 forecasts how much additional retail and leisure floorspace needs to be provided within the Borough over the next five and ten years and where it should be located. The study contains longer term forecasts of retail and leisure requirements but such forecasts will be less reliable than short term ones as many factors can influence future floorspace requirements over the long term. This study also recommends how much retail and associated floorspace should be provided in new areas of residential development and if the Borough's retail hierarchy should be amended

6.8 Milton Keynes Economic Development Strategy 2011-2016: The overriding objective of the Economic Development Strategy is to maintain, develop and grow economic development activities in Milton Keynes, ultimately leading to a prosperous economy for Milton Keynes as expressed in the Milton Keynes Long Term Economic Vision. The Economic Development Strategy identifies six key priorities that will make a significant contribution to the achievement and aspirations set out in the Long Term Economic Vision:

- Diverse and competitive knowledge based economy
- Economic regeneration
- Skills and learning
- Business support
- Articulating a compelling 'MK Offer'
- Enabling infrastructure

6.9 Milton Keynes Skills Strategy: The Milton Keynes Skills Strategy approved by the Council in February 2016 aims to support the growth of the local economy by ensuring local people have the skills businesses need. The Strategy centres around the vision that "By 2021 Milton Keynes will have built on its current economic success, and be a thriving city with a sustainable employment offer which provides opportunities for all. Through a successful demand-led local employment and skills approach, the skills and qualification profile of the area will meet employer needs and position Milton Keynes as the location of choice for new investment"

6.10 To achieve this vision, the Skills Strategy contains four strategic priorities:

- Raising standards in education and training provision
- Raising awareness of education, training and employment opportunities by providing excellent information, advice and guidance
- Creating a demand-led system between business and education
- Widening participation and enhancing the labour pool.

Planning Policies

6.11 The amount of undeveloped employment land within the Borough has declined since the Core Strategy was adopted in July 2013 as sites have been developed for employment purposes or redeveloped for uses such as housing and schools. Despite these reductions, development of the remaining stock of vacant employment land and proposed new employment allocations will provide a sufficient number of jobs to cater not only for

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the growth of the Borough's labour force over the plan period but will also provide jobs for in-commuters. The development of this land and new job generating development elsewhere (shops, schools, health facilities etc often in residential areas) will enable a range of job opportunities to be provided for people with a wide range of skills.

6.12 The Employment Land Review concluded the Council has sufficient land to meet its needs for office and industrial floorspace over the plan period but it has a shortfall in the amount of land allocated for warehousing. To remedy this deficiency, the Council proposes to allocate around 56.8 ha of land for B2/B8 development on land between the A5 and Brickhill Street and south of the Bletchley to Bedford Railway line to meet the needs of large footprint employment uses and to widen and diversify the supply of large employment sites within the Borough.

6.13 Within the Borough, the main area for office development over the plan period will be the city centre of Milton Keynes (CMK), where the CMK Alliance Business Neighbourhood Plan identified a capacity for around 208,500 sq.m of floorspace. Development within CMK is consistent with the sequential approach of the NPPF where main town centre uses (such as offices) should be located within a 'town centre' (NPPF definition).

6.14 However, there may be reasons why some firms do not want a 'town centre' location; in such cases (e.g. Volkswagen Financial Services at Tongwell) applicants for planning permission will be expected to provide evidence why their development cannot occur within a town centre. Among the most suitable locations for 'office type' development outside the city centre are the vacant employment sites in Shenley Wood, Linford Wood and Knowlhill.

Policy ER1**EMPLOYMENT SITES WITHIN THE BOROUGH OF MILTON KEYNES**

Planning permission will be granted for employment uses listed in Table 6.1 and shown on the Proposals Map. In considering proposals for these areas, the Council will take into account:-

- a) The guidance on uses in Table 6.1 Vacant Employment Land in the Borough of Milton Keynes
- b) The need for a variety of sites to meet the differing requirements of a wide range of employment uses.

Central Milton Keynes (CMK) is the primary focus for the development of additional office B1(a) and research and development B1(b) floorspace within the Borough. Planning applications for more than 1,000 sq.m of B1(a) floorspace and 2000 sq.m for B1(b) floorspace on sites outside CMK will need to provide evidence that demonstrates why the development cannot occur within CMK. Developments should not be deliberately sub-divided or phased in an attempt to avoid the 1,000 sq.m threshold for B1(a) development or 2000 sq.m threshold for B1(b) development.

Proposals for more than 1000 sq.m of B1(a) floorspace and proposals for more than 2000 sq.m of B1(b) floorspace, which clearly demonstrates with evidence, why it cannot be accommodated within CMK will be permitted on employment sites, shown on the proposals map, with good transport links.

6.15 Table 6.1 identifies where and how much vacant employment land there is available within the Borough. The pattern of development envisaged for the city centre (taller buildings and mixed use development) means it is not considered appropriate to include a land area figure for CMK in Table 6.1.

Table 6.1 Vacant Employment Land in the Borough of Milton Keynes

Grid Square Area	Amount of vacant land in hectares	Use classes
Bletchley Brickfields/Newton Leys	4.6	B1/B2/B8
Broughton/Atterbury	4.8	B1/B2/B8/C2
Caldecotte	2.5	B1/B2/B8
Crownhill	1.2	B1/B2/B8
Eagle Farm North	35.8	B1/B2/B8
Fox Milne	1	B1/B2/B8

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Grid Square Area	Amount of vacant land in hectares	Use classes
Kents Hill	5.2	B1/B2/B8
Knowlhill	7.4	B1/B2/B8
Linford Wood	5.1	B1
Magna Park- Glebe land	9.8	B2/B8
Mount Farm	1.9	B1/B2/B8
Northern Expansion Area	3.1	B1/B2/B8
Redmoor	1.7	B2/B8
Rooksley	1.3	B1/B2/B8
Shenley Wood	13.3	B1/B2/B8/C2/D1
Snelshall East	4.7	B1/B2/B8
Snelshall West	5.1	B1/B2/B8/C1
Towergate	6.2	B1/C2/D1
Walton	9.5	B1/B2/B8
West Ashland	4.7	B1/B2/B8
Western Expansion Area	17	B1/B2/B8
Willen Lake	1.1	B1
Woburn Sands	1.3	B1
Wolverton	2.6	B1/B2/B8
Wolverton Mill East & South	8.2	B1/B2/B8
Wymbush	1.2	B1/B2/B8
Total	160.3	

Notes

	Notes
1	Base date for Table is April 2016.

	Notes
2	Figures in above table exclude areas of land where the amount of vacant land is less than 1 hectare and Pineham. A Development Brief proposing B2/B8 development for Pineham (a 10.9 ha site) was approved by the Council in August 2016.
3	C2 residential institutional and D1 non-residential institutional uses (often provided for training purposes) are ancillary uses to the main use of a site for employment (B1, B2 and B8 uses) purposes. This is to avoid the impression that institutional uses that are not related to the main use of a site for employment purposes are acceptable on an employment site.

Protection of Existing Employment Land and Premises

6.16 A policy to protect existing employment land and premises is necessary because employment areas and buildings are vulnerable to changes of use to higher land value uses such as residential and retail. Such a policy is also necessary in order:-

- To achieve a surplus of jobs over labour supply within the Borough and thus provide a choice and variety of local job opportunities
- To maintain the dispersed pattern of employment opportunities across the City
- To protect remaining employment land and premises across the Borough

6.17 In order to retain sites and buildings in employment use and meet the identified need for employment sites; the Council will require evidence in order to show that the property cannot be used for its existing or designated employment use. In general marketing of a property should be for a minimum of 6 months and at a realistic price supported by details of any valuations of the property made as part of the process of placing it on the market. As part of the planning application a statement will need to be provided which details the marketing that has taken place, over what period, the responses received from interested parties and why the building/site has not been taken up for the use it has been marketed for.

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Policy ER2

PROTECTION OF EXISTING EMPLOYMENT LAND AND PREMISES

Within the Borough, planning permission will be refused for the change of use or redevelopment of any land identified for employment use on the Proposals Map and for any building used for employment purposes (whether identified on the Proposals Map or not) to another purpose, unless the applicant can demonstrate there would be no conflict with existing or potential neighbouring uses and :

1. The proposal would result in a significant reduction in the detrimental environmental impact of an existing use; or
2. The proposed use is one that cannot be satisfactorily accommodated other than in an employment area; or
3. The proposed use will not significantly reduce the provision of local employment opportunities.

Applicant must demonstrate through evidence, including marketing of the site, that there is no longer a reasonable prospect of it being used for the existing or designated employment use. Applicants must also demonstrate that the continuous use of the site for employment purposes is no longer viable, taking into account the site's existing and potential long-term market demand for an employment use.

Retailing on Employment Land

6.18 The objectives of this policy are

- To ensure that new retail development is directed towards the Borough's 'town centres' and towards any new centres provided in new areas of residential development.
- To protect the stock of employment land within the Borough

6.19 Allowing retail development outside existing centres on employment land would be contrary to the sequential approach in the NPPF. An exception is made for car-related retail uses as accommodating these uses in town centres can cause problems.

6.20 Ancillary uses include small 'factory' shops selling imperfect goods (or 'seconds') which are manufactured on the site, or a small area of floorspace for trade sales. The ancillary use must be related to the main use of the premises.

Policy ER3

RETAILING ON EMPLOYMENT LAND

Planning permission will be refused for retail development on employment land, unless the retail use is either:

1. Ancillary to on-site production or storage; or
2. Satisfies Policy ER 16 concerning car-related retail uses

Working from Home

6.21 This policy gives guidance on working from home in cases where planning permission is required. In many cases planning permission will be unnecessary.

6.22 Data from the 2011 Census of Population indicated that around 12,600 people almost 14% of Milton Keynes residents who live and work within the Borough, work at home. Numbers of people working at home are likely to have increased since 2011 given trends in technology, self-employment and rise of hot-desking by employers. Benefits from home working can include reducing the need to travel helping to cut peak time traffic congestion.

6.23 Some businesses can be satisfactorily home based providing the business is low key and would not give rise to any disturbance in the neighbourhood. The exact nature and scale of the proposed activity and the relationship of the house to neighbouring properties will all affect the acceptability of the proposal. Whether or not planning permission will be required for working from home will depend on the specific circumstances of each business operation.

6.24 On a separate point the Council is not promoting the provision of new live/work units in new housing schemes as take up of these units has been poor and when provided the majority of these units are used for residential purposes.

Policy ER4

WORKING FROM HOME

Where planning permission is required for business use within part of a dwelling the following criteria will be applied:

1. The property continues to be used primarily as a dwelling
2. The proposed business use is restricted to the employment of the occupier of the dwelling and one other individual.
3. The proposed business use would not adversely affect the amenities of adjacent residents and the character of the area generally
4. Adequate parking and access is available.

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Protection of Small Business Units

6.25 The objective of this policy is to protect the current and future supply of small business units. The Council is seeking to ensure a supply of affordable start-up accommodation, largely provided by the private sector, to meet the needs of micro-businesses (9 employees or less) and small businesses (10-49 employees). Provision of cheap affordable accommodation is important within the Borough as it has one of the highest start-up rates for new businesses in the UK and according to 2015 data ⁽¹²⁾ for enterprises in Milton Keynes the majority of businesses are micro-businesses with 79 % of businesses employing fewer than 4 people.

6.26 Established firms can expand by utilising existing stock and vacant land. The smallest, cheapest units can then be maintained for businesses with limited space requirements. Small business units are defined in this Local Plan as having a gross internal floorspace no greater than 300 sq.m. Small extensions that result in a building marginally larger than 300 sq.m may be acceptable but cumulative expansion will be resisted.

Policy ER5

PROTECTION OF SMALL BUSINESS UNITS

Planning permission will be refused for proposals that include the loss of small business units by means of:

1. Change of use (from classes B of the Use Classes Order)
2. Expansion or redevelopment of small units into larger units exceeding 300 m² gross internal floorspace

Bad Neighbour Uses

6.27 The objective of this policy is to control the location of bad neighbour uses, which are defined as those uses or industrial processes, which may cause nuisance by reason of noise, vibration, smell, fumes, smoke, soot, ash dust or grit: they include uses which are visually unattractive such as those involving large areas of open storage. Although with the decline of industry in the Borough these problems are diminishing. The three areas mentioned in the policy were designed to accommodate these activities. They are well related to main roads and the railway network and away from housing and other industry. The allocation of land for B2/B8 development between the A5 and Brickhill Street and south of the Bletchley to Bedford Railway may provide relocation opportunities for firms within the city.

12 Sources Cities Fact book 2016 published by the Centre for Cities and Milton Keynes Council, Local Economic Assessment 2016, p.40 paragraph 4.14.

Policy ER6

SITES FOR BAD NEIGHBOUR USES

The Council will work with landowners and occupiers to secure the relocation of bad neighbour uses to more appropriate areas. The following locations are suitable for these industries

1. Bleak Hall
2. Old Wolverton
3. Stonebridge

Controlling the Risk of Pollution

6.28 The objectives of this policy are to ensure adequate protection of the environment from pollution generated by development proposals and to ensure this pollution does not pose a threat to surrounding land uses. This policy sets out criteria for assessing pollution threats from development proposals. This policy has been revised to cover all development proposals not just industrial uses.

Policy ER7

CONTROLLING THE RISK OF POLLUTION

Planning permission will be granted for development if all of the following criteria are met:-

1. Ground water, surface water and soil are protected
2. Suitable controls are proposed to deal with air pollution and noise
3. Suitable controls are proposed to deal with vibration, smell, fumes, smoke, soot, ash, dust grit, gases, heat ,light and visual intrusion
4. The site and surrounding land are protected from contamination
5. The proposed use is compatible with existing or potential surrounding uses

Places of Worship on Employment Sites

6.29 The objective of this policy is to give guidance on the location of places of worship on employment sites. Many religious groups have experienced considerable difficulties finding suitable and relatively inexpensive accommodation or plots of land big enough in residential areas of the city to accommodate a building to meet their needs. These places of worship can attract significant numbers of people generating problems with parking and access in residential areas and increased noise and disturbance.

6.30 The Council does not normally permit proposals, which result in the loss of employment land and premises. However, it has granted planning permission for the change of use of employment buildings to places of worship on some of the older industrial

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estates within the city as an exception to policy, where it is satisfied the proposal would cause no harm. This is in circumstances where the Council is satisfied by evidence accompanying the application that no more suitable premises are available; the building on an employment site has been marketed and has been vacant for at least six months. Additionally, the building is unlikely to be used for employment purposes and so would not result in a loss of local employment opportunities.

6.31 Potential conflict between a place of worship and an existing or neighbouring uses may be minimised because places of worship are often in use at the weekend when surrounding businesses may not be in use. In granting planning permission for a place of worship on an employment site, the Council will want to satisfy itself that the numbers of places of worship permitted on an employment area does not undermine the main use of the area as an employment location. The Council may attach conditions to a planning permission for a place of worship to restrict the activities that take place there, the use of the building, the hours of use and to reduce noise and disturbance to neighbours.

6.32 In considering planning application for places of worship the Council will require details of the level of activity proposed and its effects on the amenities of an area and of :-

- How many people would normally be using the premises, at what times of day and night, and which days of the week.
- Details of any special activities, festivals or ceremonies and how often they would occur.
- How much space would be required, and for what purpose (places for worship & prayer, offices, storage and meeting places).
- What additional facilities would be required such as a kitchen, toilets and parking.
- Whether there would be music or amplified sound or other potential sources of noise and if this could be heard by people living nearby.
- Details of how people would get to the premises (walking ,cycling, public transport private car etc).
- Parking and access arrangements and if drop -off facilities would be provided for larger vehicles or coaches.

Policy ER8

PLACES OF WORSHIP ON EMPLOYMENT SITES

Planning permission will only be granted for places of worship and associated community facilities on employment sites if all the following criteria are met:

1. The proposal is accompanied by evidence that demonstrates why it cannot be satisfactorily accommodated other than within an employment area;
2. The building has been marketed and been vacant for at least six months and is unlikely to be used for employment purposes
3. There would be no conflict with existing or potential neighbouring uses
4. The site is accessible by means of transport other than by car and has adequate parking and access arrangements
5. The number of places of worship permitted on an employment area does not undermine its main use as an employment location.

The Council will resist the loss of places of worship and associated community facilities unless it can be demonstrated that there is no longer a need for them.

Employment Uses and the Rural Economy

6.33 The aim of this policy is to support the rural economy and give guidance on what type of development proposals would be acceptable in the open countryside; in line with the NPPF, which promotes the sustainable growth of all types of businesses in rural areas, by the conversion of existing buildings and the construction of well-designed new buildings.

6.34 Providing new employment opportunities in rural areas can help diversify the rural economy and provide jobs that can offset job losses from declining sectors of the rural economy. This policy aims to strike a balance between ensuring the economic sustainability of rural communities while addressing any potential environmental consequences. Where new buildings are a necessary part of any scheme they should be well designed and respect the character of the open countryside.

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Policy ER9

EMPLOYMENT USES AND THE RURAL ECONOMY

Proposals which sustain and enhance the rural economy by creating or safeguarding jobs and businesses will be supported where they are of an appropriate scale for their location and respect the environmental quality and character of the open countryside.

The following types of development are considered to be acceptable:-

1. The re-use of farm buildings.
2. Schemes for the farm diversification involving small-scale business and commercial development.
3. Small -scale tourism proposals including visitor accommodation.
4. Proposals that recognise the economic benefits of the natural and historic environment as an asset to be valued, conserved and enhanced.
5. The expansion of businesses in their existing locations depending on the nature of the activities involved, the character of the site and its accessibility.
6. The use of land for agriculture, forestry, fisheries and equestrian activity.
7. Small scale employment development to meet local needs.

RETAIL AND TOWN CENTRE POLICIES

Introduction

6.35 When Milton Keynes was designated as a New Town in 1967, the main centres for shopping were the existing centres of Bletchley, Wolverton and Stony Stratford. The Plan for Milton Keynes (The Milton Keynes Master Plan 1970) produced by the Milton Keynes Development Corporation aimed at providing a wide range of shops and to make them accessible in order to give residents maximum choice. This approach to retail provision combined concentration in CMK as a shopping destination, and dispersal of local shops to be within 500 metres of most residents. Residential grid squares were constructed with a local centre with a variety and varying number of shop units often in association with other facilities such as a public house and meeting places.

6.36 CMK was planned by the Development Corporation as the city centre, attracting shoppers from within the Borough and a wide area beyond. Land was set aside for the expansion of retail facilities with the aim of broadening the range of shops to cater for future population and consumer growth and the further development of CMK as a major regional centre.

6.37 The district centres at Westcroft and Kingston were built to serve the needs of population in the western and eastern flanks of the city. Provision for the sale of bulky comparison goods in large retail warehouse units was concentrated in areas of the city such as Elder Gate in CMK, Rooksley and Winterhill on the edge of CMK and at Denbigh East in Bletchley.

6.38 Town centres are more than just shopping destinations, for example CMK is also the principal leisure and entertainment centre within the city covering a wide catchment area with a vibrant night time economy of leisure and entertainment uses, clubs, bars and restaurants. Major leisure, entertainment and cultural buildings within the Borough include:-

- The National Bowl a large venue for outdoor concerts and entertainments.
- Bletchley Park where the German Enigma code was broken in World War 2, also has the National Museum of Computing.
- The Milton Keynes Theatre and Gallery in CMK which opened in 1999. The Theatre is one of the successful regional theatres in the country.
- Xscape a leisure , cinema and entertainment centre in CMK which opened in 2000 with one of the first indoor ski slopes in the UK, now with a casino and the associate Airkix indoor sky diving centre.
- The MK Dons stadium which opened in 2007.
- The Leisure Plaza site by Milton Keynes Central railway station which features a new ice rink and opened in 2014.

6.39 Data from the Government Valuation Office data shows that from 2004 to 2012, the Borough of Milton Keynes had the largest expansion of retail floorspace of any local authority outside of London. Retail floorspace grew by 23% from 505,000 sq.m to 620,000 sq.m by comparison growth in England was 3% over this period. However, elsewhere in the UK the amount of retail floorspace is diminishing and increasingly retailing is coalescing into fewer and bigger centres.

6.40 The majority of retail and leisure development over the plan period is expected to occur on sites within CMK. Figures in the CMK Alliance Business Plan indicate a capacity of around 124,000 m² of A1-A3 floorspace and 116,000 m² of D1/D2 floorspace. Work on both the CMK Renaissance and associated studies and the Council's Retail Capacity and Leisure Study has not been concluded. The retail and leisure study could significantly affect planning policies for retailing and town centres in subsequent versions of Plan: MK as it is:-

- Assessing the quantitative and qualitative needs for retail and leisure floorspace over the plan period.
- Considering the role and function of CMK and other town centres.
- Reviewing the retail hierarchy and network of town centres within the Borough.
- Reviewing and defining the extent of town centre boundaries, primary shopping areas and retail frontages.⁽¹³⁾
- Considering if a local threshold should be set for an impact assessment of a retail proposal.
- Considering the scale of retail and service provision in new areas of residential development.

6.41 The NPPF advises local planning authorities that they should define a network and hierarchy of centres that is resilient to anticipated future economic changes; The Council's current retail hierarchy is shown below.

13 Wolverton and Stony Stratford town centres excluded to avoid duplication with work that has taken place on the 'made' neighbourhood plan for Wolverton town centre or work being undertaken for the Stony Stratford Neighbourhood Plan.

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Table 6.2 Retail Hierarchy of Town Centres within the Borough of Milton Keynes

1	Regional Shopping Centre	The Primary Shopping Area of Central Milton Keynes
2	District Centres	Bletchley, Kingston, Westcroft and Wolverton
3	Town Centres	Newport Pagnell, Olney, Stony Stratford and Woburn Sands
4	Local and Village Centres	

6.42 At the top of the Council's retail hierarchy is the primary shopping area of Central Milton Keynes ⁽¹⁴⁾ in the city centre with 'the centre: MK' (formerly the Shopping Building) and Intu Milton Keynes (formerly Midsummer Place) it forms the largest concentration of retail floorspace within the city.

6.43 The retail hierarchy within the Borough is different from that set out in the National Planning Policy Framework (NPPF) where town centres normally come before district centres. This reflects the historical development of the city.

6.44 The district centres comprise Bletchley and Wolverton, the two largest shopping centres before Milton Keynes was designated as a New Town, which are located to the northwest and south of the city. Kingston which opened in 1992 and Westcroft in 1994 are purpose built centres combining superstores and large retail outlets with smaller retail and service units and facilities and large areas of surface level parking. Because of their quantity of retail floorspace and service and facilities provision the District centres are in a different league to the Town Centres within the Borough.

6.45 The town centres within the Borough comprise the older market towns e.g. Stony Stratford, Newport Pagnell, Woburn Sands, and Olney with its antique shops. At the bottom of the retail hierarchy are local centres and village shops that provide a valuable service to people in their local communities, many of whom are in non-car owning households.

Character and Function of the Shopping Hierarchy

6.46 Policy ER10 sets out the role and function of the existing centres in the Borough of Milton Keynes. This policy may change when the Council retail and leisure study is completed.

14 The primary shopping area of CMK is defined as the area between Silbury Boulevard, Avebury Boulevard, Saxon Gate and Marlborough Gate.

Policy ER10

CHARACTER AND FUNCTION OF THE SHOPPING HIERARCHY

Planning permission will be granted for additional retail development within the primary shopping areas of existing 'town centres' as defined in national policy, and for other main town centre uses appropriate within town centres such as leisure and entertainment, subject to the scale of the proposal reflecting the characteristics of the centre within which it is located and in accordance with the Council's defined shopping centre hierarchy, to deliver the following objectives:-

1. The primary shopping centre within CMK will function and develop as a regional shopping centre for comparison shopping. CMK will also act as a centre catering for the daily and weekly convenience needs of its growing work force and residential population.
2. The District centres of Kingston, Westcroft Bletchley and Wolverton will cater for the daily and weekly convenience shopping and service needs of their catchment populations.
3. The town centres of Newport Pagnell, Olney, Stony Stratford and Woburn Sands will function primarily as local shopping destinations catering for daily or specialist shopping needs and in recognition of the constraints placed on their development by conservation and allied considerations
4. Local and Village centres: Existing and proposed local centres will provide convenience shopping and service facilities in order to reduce car dependency and to ensure ready access by non-car owning households and other people with limited or impaired mobility.

Planning permission will be granted for new convenience stores to serve new areas of residential development provided the size of store is consistent with the centre's position within the Council's retail hierarchy.

Edge of Centre and Out of Centre Proposals

6.47 In line with advice in the NPPF, this policy aims to give guidance on how the Council will assess proposals for main town centre uses including retail proposals outside of town centres. The policy refers to the NPPF requirements for a sequential approach to development, with main town centre uses being located in town centres and an impact test on proposals of more than 2,500 sq.m. The wording of this policy may alter when the Council's retail and leisure study is completed.

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Policy ER11

ASSESSING EDGE OF CENTRE AND OUT OF CENTRE PROPOSALS

Proposals for main town centre uses outside of defined Town Centre Areas, including significant edge of centre/out of centre retail development, will be subject to sequential testing as required by national planning policy and will only be permitted where:

1. There is a demonstrable need for the development;
2. The proposal satisfies the sequential approach to site selection;
3. The proposal would not put at risk or harm public and/or private sector proposals to safeguard the vitality and viability of any nearby town centre;
4. The proposal would not harm the vitality and viability of any nearby town centre;
5. The development would be readily accessible by a choice of means of transport, including public transport, cycle and foot, and by people with disabilities , or that such accessibility can be provided; and
6. The development would facilitate linked trips with existing out-of- centre developments.
7. Applications for retail, leisure and office development outside of town centres which are over 2,500 sq.m of floorspace will be required to undertake and provide an impact assessment in accordance with national planning policy.

Protection of Shops, Post Offices, Banks and Public Houses and Community facilities

6.48 The objectives of this policy are

- To protect key services, existing facilities and sites proposed or reserved in this plan to meet future needs
- To reduce the need to travel to other settlements
- To ensure that replacement community facilities are at least of the same standard

6.49 Shops, post offices, banks, public houses and community facilities ⁽¹⁵⁾ have a vital role to play in settlements within the Borough and many Neighbourhood Plans prepared by Town and Parish Council's acknowledge their importance. In rural areas these may be the only facilities accessible to people without a car. Planning applications that result in the loss of shops, post offices, banks and public houses will not be permitted unless the Council is satisfied that every effort has been made to retain them. Applicants will need to provide financial information (in confidence) such as copies of trading accounts audited by an independent third party for the current and previous trading years. They must demonstrate that the business has been marketed for a minimum period of 6 months.

15 Community facilities cover the wide range of facilities and services required by any community. It includes education and health, community care, meeting halls, libraries and emergency services.

6.50 New proposals may be submitted which seek to replace community facilities with other forms of development, particularly where the facilities are regarded as surplus to requirements. The Council will need to be satisfied that there is no longer a need for the building or site in any form of community use, or that an acceptable facility can be quickly provided elsewhere.

6.51 An acceptable facility is one at least equivalent -in terms of size, function, adaptability and accessibility -to the existing, which meets the needs of the local community. To ensure the timely provision of a replacement facility, the Council may impose a planning condition on the planning permission or seek an obligation for the facility to be made available at the same time as the occupation of any associated development. Where the development of surplus education land is proposed, the Council expects the proposed development to include the provision of facilities for the local community where there is a need for such provision locally.

Policy ER12

PROTECTION OF SHOPS, POST OFFICES, BANKS AND PUBLIC HOUSES AND COMMUNITY FACILITIES

Planning permission will be refused for changes of use that involve the loss of an existing shop, post office, bank and public house unless:

1. All means of retaining the use has been explored, and
2. The Council is satisfied that the existing use is no longer commercially viable.

Planning permission will also be refused for proposals that involve the loss of an existing community facility or the loss of a site allocated for such a purpose, unless:

1. There is no longer a need for the facility for any type of community use, or
2. An acceptable alternative facility cannot be provided elsewhere.

Where surplus education land is identified, planning permission will be granted for other uses provided it can be demonstrated that the proposed development will include the provision of facilities for the local community where there is a proven need for such provision locally and it fairly and reasonably relates to the development proposal.

New Village Shops

6.52 The Council supports the provision of new village shops, to maintain and enhance village facilities. The shop should be located within the village development boundary, provide a local service and not exceed a size of 300 sq.m (gross). If no site is available within the village development boundary, the Council may permit a shop adjacent to it provided the shop provides a local service and does not exceed a size of 300 sq.m (gross).

6 . Economy and Retail

Policy ER13

NEW VILLAGE SHOPS

Planning permission will be granted for new shops in villages if:

1. The site is within the development boundary of the village or if no site is available adjacent to the village development boundary,
2. The shop will provide a local service,
3. The shop will be no more than 300 sq.m (gross) in size.

Non-retail uses in Local centres

6.53 The objectives of this policy are to maintain the vitality of Local centres and reduce the number of empty units within them. It is important to protect the shopping function of Local Centres. However, their future success depends on providing a wider range of retail, service and community facilities to meet the needs of local residents. It is also important to avoid vacant shop units in Local Centres as they detract from the viability and attractiveness of the centre.

Policy ER14

NON-RETAIL USES IN LOCAL CENTRES

Planning permission will be granted for non-retail uses in Local Centres if:

1. At least one general convenience store will remain in the centre;
2. The proposed use would not adversely affect the amenity of neighbouring properties or the surrounding area.

New Local Centres

6.54 The objective of this policy is to seek to maintain local facilities, which are accessible other than by car and to ensure adequate provision of facilities in new areas of development. Local centres include new purpose built centres ranging from an individual corner shop, to larger centres containing 15-20 units; and smaller, older centres in the larger settlements incorporated within the city.

6.55 The city was planned so that most residents would be within a short walking distance (500 metres) of a Local Centre; this maximises the opportunities for people to walk or cycle to facilities, particularly those without access to a car. The Council would expect that the majority of all new dwellings should be within 500 metres of a local centre but it acknowledges this may depend on factors such as the size and detailed design of the residential area. The local centre at Newton Leys has recently been granted full planning permission but has not yet started.

Policy ER15

NEW LOCAL CENTRES

Sites in the following areas are allocated for the provision of new Local Centres

1. Brooklands (EEA)
2. Campbell Park
3. Eaton Leys
4. Newton Leys
5. Strategic Land Allocation (SLA)
6. Tattenhoe Park
7. Western Expansion Area (WEA)

New local centres will also be required in new residential developments of 500 dwellings or more. They should be located so that majority of all new dwellings are within 500 metres walking distance of a Local Centre.

Car-related Retail Uses

6.56 The objective of this policy is to minimise the environmental impact of car-related uses. It is one of the most frequently used planning policies by officers within the Council's Planning Department. Most car dealers now trade from large premises, which involve substantial areas of vehicle parking and deliveries by very large car transporters. They are not uses that will be acceptable in older town centres or in housing areas. Car servicing can generate significant numbers of vehicles visiting the site, with problems of traffic, parking, noise and smell. Such uses are best sited away from shops and homes.

Policy ER16

CAR-RELATED RETAIL USES

Proposals for car show room, servicing and other car-related retail uses will be permitted only in the following locations:

1. The District centres of Kingston and Westcroft
2. Employment Areas

Policy ER17: Hotel and Visitor Accommodation

6.57 This policy aims to direct hotel and purpose built visitor accommodation to the most appropriate locations and increase the supply of such accommodation. Further hotels are needed in the city as it expands offering a choice of accommodation and a spread of all price categories from budget to 4/5 star hotels.

6 . Economy and Retail

6.58 Currently hotel provision is very much focused on existing towns and settlements, which were incorporated into the city (e.g Stony Stratford) and in CMK where a new 130 bedroom hotel is under construction in the Theatre District. A hotel may be provided as part of a mixed use development at Block C3.3 in CMK (between the Central Business Exchange and Avebury Boulevard) where a development brief was approved by the Council in January 2016. The geographical distribution of hotels is such that there are few hotels in the south of the city. The development of a master plan for Bletchley together with the opening of east -west rail services may provide an opportunity to locate a hotel there in close proximity to the existing visitor attractions at Bletchley Park.

Policy ER17

HOTEL AND VISITOR ACCOMMODATION

Planning permission will be granted for new hotel and other purpose -built visitor accommodation in CMK, town and district centres. The Council will also support the provision of new hotels and visitor accommodation to serve visitor attractions within the city.

For rural visitor accommodation see policy ER9.

Tourism, Visitor and Cultural Industries

6.59 Over the timescale of the Local Plan there is likely to be growth and development in tourism, visitor and cultural attractions within the city. Improving the cultural offer of the city is one of the six projects recommended in the MK 2050 report. The Council will support such proposals where they comply with the criteria in the policy below.

Policy ER18

TOURISM, VISITOR AND CULTURAL INDUSTRIES

Tourism, visitor and cultural development proposals will be supported within the city where:

1. The development is of a use, form and scale which does not harm the quality of the natural or built environment;
2. They strengthen the overall tourism offer;
3. They benefit local communities and businesses .

Attractions and facilities of a significant scale should be located first within town centres, then on the edge of town centres, and then at other accessible locations.

For rural tourism see policy ER9.

Retail Warehouses, Non-retail uses on ground floors in Town Centres and New development in Local Centres

6.60 No planning policy has been drafted for:

- Retail warehouses
- The control of non-retail uses in town centres
- New development in local centres-the scale and nature of proposals within local centres

6.61 The forthcoming retail capacity and leisure study will inform the Council if there should be any planning policies on these topics and what their content should be.

Street Markets

6.62 Consultants undertaking the Council's retail capacity and leisure study will also be assessing and examining street markets within the Borough and where appropriate consider if new markets should be reintroduced or new ones created.

7 . Sustainable Construction and Renewable Energy

7 Sustainable Construction and Renewable Energy

National Policy Context

7.1 Local authorities are required to write local policies to reduce carbon. In particular, Section 19 of the Planning and Compulsory Purchase Act 2004 states that: “Development plan documents must (taken as a whole) include policies designed to secure that the development and use of land in the local planning authority’s area contribute to the mitigation of, and adaptation to climate change.”

7.2 The NPPF expands on this duty, stating that: “local planning authorities should adopt proactive strategies to mitigate and adapt to climate change (In line with the objectives and provisions of the Climate Change Act 2008).”

7.3 The primary duty of the Climate Change Act 2008 is “to ensure that the net UK carbon account for the year 2050 is at least 80 per cent lower than the 1990 baseline.”

7.4 Planning plays a key role in helping to secure radical reductions in greenhouse gas emissions, minimising vulnerability and providing resilience to the impacts of climate change, and supporting the delivery of renewable and low carbon energy. This chapter sets out the policies that will require new development to contribute to the mitigation of, and adaptation to, climate change. Climate change is a cross-cutting issue and its impacts will have implications on the natural and the built environment, the economy, but also on human health and wellbeing. Therefore the issue of climate change will be also dealt with by policies on the natural environment and open space, leisure and recreation.

Local Policy Context

7.5 Milton Keynes is a New Town with a history of innovation in sustainable construction and environmental design. Milton Keynes was home to the UK’s first solar powered house, and the Home World and Energy World exhibitions in the 1980s. In the 2005 Local Plan Policy D4 introduced sustainable construction requirements that pre-empted higher national energy efficiency standards in buildings. Policy D4 requires new development beyond a certain size to achieve carbon neutrality. While it is possible to achieve carbon neutrality by just using on-site measures (such as biomass and solar panels), the policy recognised that at least for the foreseeable future, it is very challenging and expensive and therefore introduced carbon offsetting as an alternative more cost effective option.

7.6 Since 2008 carbon offset contributions are collected and used elsewhere in the Borough to reduce carbon emissions mainly by improving the insulation of older houses and supporting local low carbon and renewable energy projects. It is estimated that carbon offsetting contributions supported projects that achieve annual CO₂ reduction of over 6,000 tonnes.

7 . Sustainable Construction and Renewable Energy

7.7 In 2010 the Council adopted a Low Carbon Living Strategy, which set out a target of reducing carbon emissions per person in the MK area by 40% by 2020, from a 2005 baseline. According to DECC⁽¹⁶⁾, per capita CO2 emissions in the Borough have declined from 7.8 tonnes in 2005 to 5.3 tonnes in 2014. This constitutes a fall of 32%, which is on track to meet the 40% target by 2020.

7.8 An updated Low Carbon Living Strategy called Imagine MK2050 Strategy⁽¹⁷⁾ was adopted by Milton Keynes Council in October 2014. The new Strategy aims for a near zero carbon Milton Keynes by 2050. It is expected that the Low Carbon Action Plan will be updated soon to take into account the long term objective of the updated strategy.

7.9 Bearing in mind the national and local carbon reduction targets, there is an increasingly urgent need to deliver carbon savings from new buildings and ensure that a gap between the designed and as-built energy performance of new buildings is as little as possible. There is growing evidence that this energy performance gap is quite significant and that new buildings can be as much as 200% less energy efficient than their design would suggest. Major developments should undertake post-construction testing in order to improve our understanding of this issue and also to ensure that performance standards for low carbon buildings are linked to as-built performance.

16 DECC estimations of emissions within the scope of influence of local authorities available at <https://www.gov.uk/government/statistics/uk-local-authority-and-regional-carbon-dioxide-emissions-national-statistics-2005-2014>

17 Available at <https://www.miltonkeynes.gov.uk/environmental-health-and-trading-standards/mk-low-carbon-living/low-carbon-living-strategy-and-action-plan>

7 . Sustainable Construction and Renewable Energy

Policy SC1

SUSTAINABLE CONSTRUCTION

Development will be designed to be sustainable and will be delivered and evidenced to show that the predicted sustainability performance has been delivered in practice and is capable of being maintained. In particular developments will be able to function effectively in a changing climate, and address impacts by minimising construction and in-use greenhouse gas emissions. Major developments will be required to:

1. Use a good standard of building fabric, passive design, and landscaping measures to minimise energy demand.
2. Review the opportunities to provide energy storage and demand management so as to tie in with local and national energy security priorities.
3. Be flexible from the outset to allow adaptation to alternative uses.
4. Deliver a good level of sustainability required by relevant government schemes/guidance.
5. Minimise its contributions to greenhouse gas emissions in practice, and provide resilience to the ongoing and predicted impacts of climate change.
6. Achieve whole-life CO₂ equivalent emissions neutrality using a recognised approach to calculating whole life carbon emissions in accordance with the following hierarchy:
 - a. On-site energy efficiency measures
 - b. Renewable energy generation
 - c. Area/estate wide low carbon energy community schemes
 - d. Financial contributions to a carbon offset fund (or Allowable Solutions) to enable carbon emissions to be offset elsewhere.
 - e. Incorporation of other low carbon energy solutions in accordance with current government guidelines.

In support of the above, all residential developments exceeding 10 dwellings and all major non-residential developments (1000 sqm or more) will be required to achieve the minimum standards as set out below unless superseded by national policy or legislation.

Energy & Carbon

- i. On-site energy performance - 19% carbon reduction improvement against Part L of the 2013 Building Regulations, and a commensurate improvement in the energy use in the building.
- ii. On-site renewable energy generation (or connection to a local micro-generation scheme) contributing to a further 20% reduction in the total CO₂ emissions (based on Dwelling Emission or Building Emission Rates)
- iii. The policy requires the provision of a calculation of Indoor Air Quality and overheating risk for dwellings in the development.
- iv. The policy requires implementation of a recognised quality regime, following outline planning consent, which assures that 'as built' energy use, associated carbon emissions, indoor air quality, and overheating risk is as per design.

7 . Sustainable Construction and Renewable Energy

- v. For dwellings, the policy requires that developers put in place a recognised monitoring regime which allows the assessment of energy use, indoor air quality, and overheating risk in use, such that data is recovered from 10% of properties for the first five years of their occupancy, and that for these dwellings, analysis and feedback on the information recovered is provided to home owners and occupiers, developers, and the planning authority.

Development proposals should include a quantified explanation of how the targets for carbon dioxide emissions reduction and renewable energy generation outlined above are to be met, and realised in practice.

Water Efficiency

- vi. The optional higher National Housing Standard for water consumption of 110 litres per person per day for the residential schemes

With the exception of carbon neutrality, and evidencing that achieved, 'as-built' performance matches or exceeds designed performance, non-residential schemes achieving a BREEAM outstanding rating or higher will not be required to meet the above requirements.

7.10 In Milton Keynes, existing domestic buildings contribute 28% of the Borough's carbon dioxide emissions (1.5 tonnes of CO₂ per capita in 2014)⁽¹⁸⁾. Along with other non-domestic buildings, retrofitting the existing building stock in the Borough presents a significant opportunity to help meet the strategic carbon dioxide reduction target of 57 per cent by 2030. 'Imagine MK 2050' Strategy includes two 'Outcomes' for existing buildings in the Borough: that most existing buildings will be upgraded to near zero carbon standard, and that the Council will use its own building stock to lead by example. Further details regarding policy and programmes for retrofitting the Council's residential building stock can be found in the Council's Regeneration Strategy 2030 and its joint venture partnership YourMK. <http://www.yourmk.co.uk/>

7.11 Plan:MK supports sustainable retrofitting measures for existing buildings in the Borough in accordance with the NPPF, and will promote opportunities for reducing CO₂ emissions from existing buildings through synergies between new development, refurbishment schemes and decentralised energy networks.

7.12 Retrofitting existing buildings for energy efficiency improvements can range from low cost measures such as loft and cavity wall insulation to complete refurbishment of buildings and their systems. Only 'deep retrofit' (total fabric and system refurbishment) measures are likely to achieve significant reductions on operational energy and carbon emissions in line with the UK's 57% target cut in CO₂ emissions by 2030, such as those achieved in Energiesprong UK⁽¹⁹⁾ and Superhome⁽²⁰⁾ retrofit schemes.

18 DECC estimations of emissions within the scope of influence of local authorities available at <https://www.gov.uk/government/statistics/uk-local-authority-and-regional-carbon-dioxide-emissions-national-statistics-2005-2014>

19 <http://www.energiesprong.eu/>

20 <http://www.superhomes.org.uk/>

7 . Sustainable Construction and Renewable Energy

7.13 Energiesprong UK is an EU funded project which is pioneering a UK market transformation approach based on a successful large scale whole house net-zero energy refurbishment programme in the Netherlands. It is a partnership of leading housing providers, construction companies, trade bodies and expert / policy partners pioneering a deep retrofit approach similar to the Dutch approach but tailored to the UK context.

Policy SC2

SUSTAINABLE RETROFITTING OF EXISTING BUILDINGS

The Council wishes to encourage retrofit improvements to existing buildings in the Borough, including whole building, net zero carbon schemes. These ultra-sustainable retrofits should be supported on an individual basis, but a Local Development Order may be used where appropriate to facilitate schemes of an area-wide scale.

Additionally, the Council supports an integrated, multi-agency approach, to promoting the retrofitting of existing buildings, and will support identified opportunities for reducing carbon dioxide emissions from existing buildings through synergies between new development and refurbishment of existing buildings. Where possible policies and programmes supporting zero carbon development and deployment of decentralised energy should also be applied to existing buildings.

Other policies in the Local Plan concerning the protection of Listed Building and traditional buildings in Conservation Areas will apply to retrofitting schemes in these areas.

7.14 The NPPF highlights that Local Plans should identify opportunities where development can draw its energy supply from decentralised, renewable or low carbon energy supply systems and for co-locating potential heat customers and suppliers.

7.15 There are significant opportunities in any new development areas for an area-wide approach to low or zero carbon development and renewable energy provision. This is based on the potential to comprehensively plan energy efficient layouts in new neighbourhoods and the economies of scale provided by the size of the developments. This has already been achieved in Central Milton Keynes where a combined heat and power (CHP) system supplies many housing, retail and office developments. The Council supports further expansion of the CMK CHP network given the scale of existing and future energy demand occurring within Central Milton Keynes and the substantial opportunities arising from new development.

Policy SC3

COMMUNITY ENERGY NETWORKS AND LARGE SCALE RENEWABLE ENERGY SCHEMES

The Council wishes to promote the use of low carbon and renewable energy schemes where it can be demonstrated that there will not be any significant negative social, economic, or environmental results from the schemes.

Proposals for over 100 homes and non-residential developments of over 1,000 sq.m. will be expected to consider the integration of community energy networks in the development. This consideration should form part of development proposals and take into account the site's characteristics and the existing cooling, heat and power demands on adjacent sites.

All new developments in proximity of an existing or proposed combined heat and power (CHP), combined cooling, heat and power (CCHP) station or local energy network will be expected to connect to the network unless it can be demonstrated that:

- a better alternative for reducing carbon emissions from the development can be achieved; or
- heating and/or cooling loads of the scheme do not justify a CHP connection; or
- the cost of achieving this would make the proposed development unviable.

7.16 The NPPF says that Local Planning Authorities 'should recognise the responsibility on all communities to contribute to energy generation from renewable or low carbon sources' and that they should 'have a positive strategy to promote energy from renewable and low carbon sources'. However, a Written Ministerial Statement⁽²¹⁾ on 18 June 2015 and amendments to national planning practice guidance introduced the new policy that restricts onshore wind energy developments in favour of other renewable energy technologies.

21 The WMS is available at <http://www.parliament.uk/documents/commons-vote-office/June%202015/18%20June/1-DCLG-Planning.pdf>

7 . Sustainable Construction and Renewable Energy

Policy SC4

LOW CARBON AND RENEWABLE ENERGY GENERATION

The Council will encourage proposals for low carbon and renewable energy generation developments that are led by, or meet the needs of local communities.

Planning permission will be granted for proposals to develop low carbon and renewable energy sources (including community energy networks) unless there would be:

- significant harm to the amenity of residential area, due to noise, traffic, pollution or odour;
- significant harm to wildlife species or habitat;
- unacceptable visual impact on the landscape;
- unacceptable impacts on the setting of heritage assets; and
- unacceptable impact on air safety.

In addition to the above criteria, wind turbines should avoid unacceptable shadow flicker and electro-magnetic interference and be sited an appropriate distance away from occupied properties consistent with the size and type of the turbine.

In the case of energy generation through wind power, permission will only be granted for proposals where:

- the proposed site is identified in a Neighbourhood Development Plan or other Development Plan Document as a suitable site for wind energy generation; and
- following consultation with local residents, it can be demonstrated that the planning impacts identified can be fully addressed, and therefore the proposal has the backing of the local community; and
- the proposal complies with national and local guidance, including the Council's Wind Turbines SPD.

8 Managing and Reducing Flood Risk

General Approach

8.1 Milton Keynes since its original inception recognised the potential for new development to create additional flood risk and through its early masterplan sought to reduce existing risk via the development of an innovative approach based on a strategic water management system and planned open space provision.

8.2 The provision of a strategic system of linear parks along the main watercourses flowing through Milton Keynes ensured development within areas of flood risk was largely avoided, whilst the development of a number of large balancing lakes and smaller features along the River Ouzel and Loughton and Broughton Brooks provided compensation for the increased runoff from newly developed areas.

8.3 By designing this integrated drainage system on a strategic level with a view to the future development potential of Milton Keynes, the flood control measures successfully ensured that the risk of flooding reduced as a result of Milton Keynes' development, providing one of the first examples of sustainable drainage. Furthermore, the balancing lakes and linear parks system, offer multiple uses, providing Milton Keynes with recreation, wildlife and amenity value.

8.4 In recognition of the innovative strategic flood risk management system and its role in reducing the risk of flooding to the city and settlements downstream, the approach has been successfully continued throughout the development of the new town and more recently extended to account for the Eastern and Western Expansion areas and the Strategic Land Allocation.

8.5 Comments received during the Council's Plan:MK Topic Papers consultation supported this approach and advocated the continuation of a locally specific strategic flood risk management policy, which prohibited development within the floodplain and sought flood management to be provided as strategically as possible and as part of multi-functional green infrastructure.

Issues

8.6 As outlined in the Council's Strategic Flood Risk Assessment (SFRA) there are a number of areas across the Borough at risk of flooding from various sources and it is expected that, even with no further development, the impacts of climate change are likely to increase this risk.

8.7 Aside from the potential impacts of climate change, the effects of weather events can be increased in severity as a consequence of decisions regarding the location, design and nature of future development. New development has the potential to interfere with existing drainage systems, decrease floodplain storage, reduce permeable surface areas and increase the volume and speed of runoff through a catchment, ultimately leading to dramatic changes to river catchment characteristics and subsequently increase food risk.

8.8 Given the growth potential of Milton Keynes the SFRA recognises that it is essential that planning policy recognises the positive contribution that avoidance and management of flood risk can make to the development of sustainable communities.

8 . Managing and Reducing Flood Risk

Policy FR1

MANAGING FLOOD RISK

Plan:MK will seek to steer all new development towards areas with the lowest probability of flooding. The sequential approach to development, as set out in national guidance, will therefore be applied across the Borough, taking into account all sources of flooding as contained within the Council's Strategic Flood Risk Assessment (SFRA).

Development within areas of flood risk from any source of flooding, will only be acceptable if it is clearly demonstrated that it is appropriate at that location, and that there are no suitable available alternative sites at a lower flood risk.

Development proposed in an area at risk of flooding will be required:

1. To be supported by a site specific Flood Risk Assessment (FRA) (subject to the triggers set out below)
2. To clearly demonstrate that the benefits of the development to the community, outweigh the risk of flooding when applying the sequential test and exception test (where required);
3. When applying the sequential test, to clearly demonstrate that the impacts of climate change are taken into account;
4. to demonstrate the application of a sequential approach to the site design and layout to ensure highest vulnerability land uses are located within areas of the site at lowest risk of flooding;
5. To build resilience into a site's design;
6. To provide a safe access and egress route for future users of the development; and
7. To attenuate surface water run-off in line with Policy FR2.

A site specific FRA will be required for:

8. All sites of 1ha or more in Flood Zone 1;
9. All sites within Flood Zone 2 or 3;
10. All sites highlighted as being at high risk from surface water flooding, or which have potential to increase risk to a Critical Drainage Catchment, as identified in the Milton Keynes Surface Water Management Plan.

Policy FR2

SUSTAINABLE DRAINAGE SYSTEMS (SUDS) AND INTEGRATED FLOOD RISK MANAGEMENT

Plan:MK advocates the continuation of a strategic, integrated approach to managing flood risk which seeks the management of surface water to be planned at the largest appropriate scale for the new development and incorporated into the site at the earliest opportunity in the design process.

New development is required to incorporate SuDS; in line with national policy and guidance and, which meet the requirements set out in national standards and the Council's relevant local guidance. It is expected that;

1. SuDS will be provided at a strategic scale and in an integrated manner, wherever possible;
2. Space will be specifically set aside for SuDS and used to inform the overall layout of development sites;
3. Above ground attenuation will be provided in preference to below ground attenuation;
4. SuDS will be designed as multi-purpose green infrastructure and open space, to provide additional environmental, biological, social and amenity value, wherever possible;
5. Proposals for development within Critical Drainage Catchments, as identified in the Milton Keynes Surface Water Management Plan, should investigate the potential for the scheme to reduce or mitigate existing risk in the surrounding area.
6. All surface water drainage proposals for new development must include full details of the means of achieving future management, maintenance and adoption of the systems, prior to approval of any planning permission, to ensure that it will function effectively over the lifespan of the development. This will include details of funding.

Policy FR3

PROTECTING AND ENHANCING WATERCOURSES

1. All new development must be set back at a distance of at least 9 metres from all watercourses, or at an appropriate width as agreed by the Environment Agency, Lead Local Flood Authority or Internal Drainage Board, in order to provide an adequate undeveloped buffer zone.
2. The Council will resist proposals that would adversely affect the natural functioning of main rivers and ordinary watercourses, this includes through the culverting of open channels, unless for access purposes.

9 . Biodiversity and Geodiversity

9 Biodiversity and Geodiversity

What is Biodiversity?

9.1 This chapter sets out the Council's policies on the natural environment. In particular it sets out the policies key aim which is to ensure that new development proposals are sustainable and result in moving from a net loss of biodiversity to achieving net gains for nature.

9.2 Biodiversity is described as 'the variety of all life on Earth. It includes all species of animals and plants - everything that is alive on our planet. Biodiversity is important for its own sake, and human survival depends upon it'⁽²²⁾.

9.3 The independent review of England's wildlife sites and ecological network, chaired by Professor Sir John Lawton⁽²³⁾, concluded that establishing a coherent and resilient ecological network of wildlife sites capable of responding to the challenges of climate change would effectively conserve biodiversity and ecosystem services, delivering many benefits to people. Biodiversity is therefore a core component of sustainable development as it underpins our economic development and prosperity.

National Policy Context

9.4 All local authorities have a duty under the Natural Environment and Rural Communities Act 2006 to have regard to the conservation of biodiversity in exercising all their functions. The duty aims to make biodiversity conservation an integral part of policy and decision making.

9.5 The NPPF is clear that pursuing sustainable development includes moving from a net loss of biodiversity to achieving net gains for nature, and that a core principle for planning is to contribute to conserving and enhancing the natural environment and reducing pollution. The NPPF emphasises the importance of sustainable development and supports the objectives of the Natural Environment White Paper.

9.6 The aims of the White Paper include halting biodiversity loss by 2020, supporting 'healthy functioning ecosystems', and establishing 'coherent ecological networks'. The White Paper refers to the role of urban Green Infrastructure (GI) as completing 'the links in our national ecological network' and 'one of the most effective tools available to us in managing environmental risks such as flooding and heat waves'. It advocates that green spaces should be factored into the development of all communities.

Local Policy Context

9.7 The best sites for biodiversity or geology, are protected under the Countryside and Rights of Way Act 2000 and are classified as Sites of Special Scientific Interest (SSSIs). There are two SSSIs in this area - Howe Park Wood and Oxley Mead - plus a small part of Yardley Chase on the Milton Keynes Borough's side of the boundary with the majority

22 Biodiversity 2020: A strategy for England's wildlife and ecosystem services, https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/69446/pb13583-biodiversity-strategy-2020-111111.pdf#

23 Making Space for Nature: a review of England's wildlife sites and ecological network (2010) <http://webarchive.nationalarchives.gov.uk/20130402151656/http://archive.defra.gov.uk/environment/biodiversity/index.htm>

9 . Biodiversity and Geodiversity

located within the Northamptonshire boundary and Salcey Forest just inside that county. There is also Mill Crook SSSI that adjoins Castlethorpe Parish Council, but which is wholly located within Northamptonshire.

9.8 It is important to recognise that there are many other sites which can be equally important as our SSSIs, but which do not have the same level of protection. Many of these sites have been identified in the Borough and are classified as Milton Keynes Wildlife Sites (MKWS). There are 16 MKWS and approximately 200 local wildlife sites in the Borough. MKWS are equivalent of Local Wildlife Sites (LWS) in other Buckinghamshire districts while our smaller local wildlife sites have a status of Biological Notification Sites (BNS).

9.9 As part of the local plan development process and in recognition of the increased pressure of development Milton Keynes and other Buckinghamshire districts have requested that all smaller wildlife sites (BNS and BNS type sites in Milton Keynes Borough) should be assessed and either recognised as LWS or deleted as recognised sites. A two-year survey project should be completed in early 2017. It should be noted that standard protected species and biodiversity policy would still apply to the deleted sites.

9.10 Local Nature Reserves (LNRs) are designated by local authorities as habitats of local significance which contribute to both nature conservation and public appreciation and understanding of wildlife. There is one LNR in the Borough at present - Blue Lagoon, Bletchley.

9.11 Wildlife Corridors in Milton Keynes are a specific designation to Milton Keynes and represent linear pathways of habitats that encourage movement of plants and animals between other important habitats. These are treated in the same way as LWSs in Milton Keynes.

9.12 In 2013, the Natural Environment Partnership (NEP) was formed for Buckinghamshire and Milton Keynes as the county's version of a Local Nature Partnership (LNP). LNPs work at a strategic scale to develop a vision for the local environment, champion its interests and better integrate environmental objectives with social and economic goals. It is recognised that local planning authorities (through the duty to co-operate) should have regard to the views of LNPs on strategic planning matters.⁽²⁴⁾

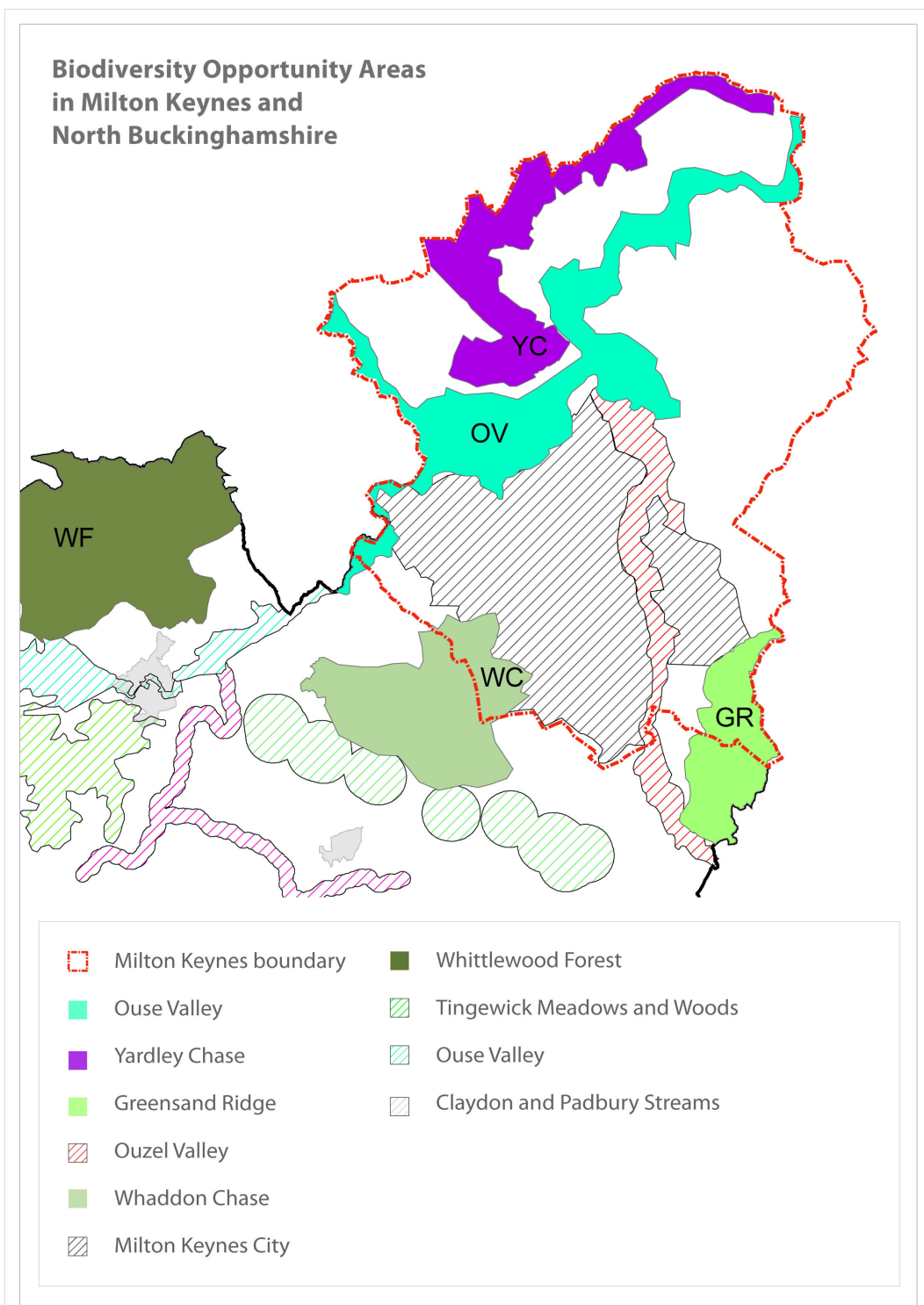
9.13 The locally identified Priority Habitats and Species are listed as a priority for protection in the Forward to 2020: Buckinghamshire and Milton Keynes Biodiversity Action Plan, which was approved by the NEP Board in January 2015. These habitats and species are included in the BAP either because they are nationally or locally rare or in decline or are characteristic of the area.

9.14 The BAP also includes a number of targets for the creation of each priority habitat between the years 2010 and 2020. Creation in this case includes restoration, which is bringing habitat that no longer meets the standards for priority habitat back into a system of management such that it does meet those standards. The target figures have been informed by the national targets for each priority habitat determined as part of the Biodiversity 2020 Strategy. While the targets differ for each habitat, the overall headline figure is 20%.

9 . Biodiversity and Geodiversity

9.15 The BAP advocates a landscape-scale approach to achieving the overall habitat creation target. This means that efforts should be focused in the areas of the county already identified as being of high value for biodiversity with the potential for landscape scale biodiversity projects (Biodiversity Opportunity Areas). The BOA identified in Milton Keynes and adjacent to its boundaries are shown in Figure 2 'Biodiversity Opportunity Areas'.

Figure 2 Biodiversity Opportunity Areas



9 . Biodiversity and Geodiversity

9.16 A borough-wide Landscape Character Assessment (LCA) and an Assessment of the Landscape Sensitivity to Wind Turbine and Solar PV Development were prepared in 2016⁽²⁵⁾. The LCA identifies the distinctive characteristics of the landscapes across the Borough. It provides the basis for their protection and the enhancement of the landscape, plus guidance for future policies on development, restoration and management in the Plan:MK. There are a range of protection and enhancement measures within the Landscape Character Assessment, such as restrictions on the level of development and the materials used within developments; promoting traditional methods of hedgerow management; promoting extensions of uncropped or grass field margins to enhance biodiversity; and retaining key views to local landmarks.

9.17 The Assessment of the Landscape Sensitivity to renewable energy developments looks at the sensitivity of each landscape character type within the Borough to wind turbine and solar photovoltaic development and identifies where particular areas may have greater or lesser capacity to accommodate such development. Plan:MK does not propose to allocate any sites for wind turbine developments.

Biodiversity Policies

9.18 In 2014 Milton Keynes Council with other partners published "Biodiversity and Planning in Buckinghamshire"⁽²⁶⁾. This guidance is part of the of the evidence base for Plan:MK and includes information on biodiversity that applicants may find helpful when submitting planning applications. The document reiterates a long-standing approach to the mitigation hierarchy that which states that development will need to avoid impacts on protected species, and where this is not possible, mitigation or compensation will be necessary. Also, if there is a possibility that a development proposal will impact on a protected species, then surveys will need to be submitted with a planning application to determine the impacts; these surveys should not be made a condition of planning permission, since the Council will need this information to inform their decision.

25 LCA & Landscape Sensitivity to Wind Turbine and Solar PV Development are available at <http://www.milton-keynes.gov.uk/planning-and-building/planning-policy/landscape-character-assessment>

26 The guidance is available at http://www.buckinghamshirepartnership.co.uk/media/2294011/bucks_bioandplanning_lowres.pdf

9 . Biodiversity and Geodiversity

Policy NE1

NATURE CONSERVATION SITES

Development proposals which would be likely to harm the nature conservation or geological interest of an internationally (RAMSAR sites, SACs and SPAs) important wildlife site will not be permitted unless:

- there is no suitable alternative to the development;
- there are imperative reasons of overriding public interest; and
- compensatory provision can be secured to ensure that the overall coherence of the site is protected.

Development proposals which would be likely to harm a National Nature Reserve, Site of Special Scientific Interest or Ancient Woodland will not be permitted unless

- there is no suitable alternative to the development
- the benefits of the development, at this site, clearly outweigh the adverse impacts on the site; and
- compensatory provision can be secured that will mitigate damaging impacts on the biodiversity or geological conservation value of the site

Development proposals which would be likely to harm the biodiversity or geological conservation value of a site of county-wide (MK Wildlife sites) or local importance (Local Nature Reserves, Wildlife Corridors, local wildlife sites) will only be permitted where

- the local development needs significantly outweigh the biodiversity or geological conservation value of the site; and
- the development provides appropriate avoidance/mitigation/compensation measures to offset any damaging impacts on the biodiversity or geological conservation value of the site or its wider ecological network.

9.19 A number of legally protected species and their habitats occur throughout the Borough. Where there is a reasonable likelihood that protected species, or the habitats upon which they depend, may be affected by a development proposal, planning applications will not be validated until survey information has been submitted that shows the presence (or otherwise) and extent of the species or habitat over the course of the year.

9.20 In December 2016, Natural England announced four new policies for European Protected Species (EPS) (including Great Crested Newts) which shift the licensing focus from the protection of individual animals at development sites to the protection of colonies and larger habitats. Natural England believes these new policies will lead to:

- greater flexibility in relocating EPS from development sites
- creation of new habitats away from development sites where it is environmentally most beneficial

9 . Biodiversity and Geodiversity

- wildlife benefiting from habitat that is found on development sites, such as where quarrying has created ponds suitable for great crested newts
- flexibility in exceptional circumstances to reduce surveying where the impacts of development can be predicted confidently

Policy NE2

PROTECTED SPECIES

When there is a reasonable likelihood of the presence of protected species or their habitats, development will not be permitted until it has been demonstrated that the proposed development will not result in a negative impact on these populations.

9.21 If biodiversity losses resulting from a development cannot be avoided (by locating on an alternative site with less harmful impacts), adequately mitigated, or, as a last resort, compensated for, then planning permission should be refused. Biodiversity offsetting is a proposed approach to compensate for habitats and species lost to development in one area, with the creation, enhancement or restoration of habitat in another. Under this system any negative impacts on the natural environment would then be compensated for, or 'offset' by developers.

Policy NE3

BIODIVERSITY AND GEOLOGICAL ENHANCEMENT

Development proposals will be required to ensure that damage to the biodiversity and geological resource of the Borough will be avoided wherever possible.

Developments exceeding 5 dwellings (in the case of residential development) or incorporating gross floorspace in excess of 1000 sq m (in the case of other development) will be required to incorporate proposals to enhance biodiversity and geological features which are appropriate to, and where possible compensate for, impacts on the immediate area and the site characteristics. Where enhancement is not possible on the site, appropriate enhancements will be sought on other land by provision of replacement habitat of higher quality to achieve a net gain in biodiversity. A Biodiversity Impact Assessment metric will be provided to help measure the habitat value gain or loss of due to a development.

Enhancement measures should seek opportunities for habitat protection, restoration and creation to meet the objectives of the UK and Bucks & Milton Keynes Biodiversity Action Plan and aims of the Biodiversity Opportunity Areas. These measures will aim to create and enhance habitats to help wildlife adapt to the impact of climate change.

9.22 In 2016 the NEP published a report 'Vision for Green Infrastructure in Buckinghamshire', along with a set of 9 Principles which should be followed to achieve the Vision by 2030. The NEP expects that draft Local Plans prepared by the districts in the county will explicitly support the principles included in the document. In particular Local Plans should require all development to:

9 . Biodiversity and Geodiversity

- Focus on protecting, improving and providing a multi-functional GI network in Bucks and MK that improves economic, environmental and quality of life benefits.
- Seek opportunities to protect, enhance, extend, create and connect GI for all its benefits (including landscape-scale connectivity of habitats for biodiversity outcomes).
- Place emphasis on adequate access to high quality green recreation and productive space for community health and wellbeing (at least conforming to ANGSt standards at the strategic scale).
- Ensure the size and location of GI is suitable for the function it is intended to fulfil.
- Require GI management into the long-term, to ensure that it develops in accordance with its stated intention. Mechanisms to achieve this must be outlined in development proposals.
- Require the monitoring of GI improvement, and remedial measures if not achieving satisfactory GI condition within stipulated timeframes.
- Allocate and develop sufficient funding mechanisms to improve the quality, location and functions provided by GI. This could include developer contributions, biodiversity offsetting, CIL payments.

9.23 The NEP emphasises that the above approach would require identifying (mapping) where current GI is, the functions it serves (to understand its potential importance), gaps in provision, and opportunities for how and where it should be improved.

Policy NE4

GREEN INFRASTRUCTURE

A network of green infrastructure throughout the Borough will be protected and enhanced for its biodiversity, recreational, accessibility, health and landscape value and for the contribution it makes towards combating climate change.

Development proposals will provide new, or if it is not possible will contribute to existing green infrastructure.

Development proposals will seek to ensure that existing ecological networks are identified and wherever possible maintained to avoid habitat fragmentation, and that ecological corridors, including water courses, form an essential component of their green infrastructure provision to support habitat connectivity.

Green infrastructure protection, improvements and creation must be prioritised in locations where it can deliver most benefits.

The existing network of linear parks along the watercourses and flood plains and linked parks and green spaces will be extended into the urban extensions and along the Ouse and Ouzel Valleys to the north to provide multi-purpose green infrastructure that:

- is attractive and enhances the surrounding landscape
- is safe and well used for recreation
- meets the needs of existing and future residents
- is designed to provide a range of ecosystem services e.g. manage flood risk or provide flower rich habitats that supports a diverse range of pollinators
- is designed to support mitigation and adaptation to climate change e.g. through vegetation for carbon uptake (carbon sequestration)
- achieves a net gain in biodiversity
- is managed into the long-term
- where possible improves connectivity with other green infrastructure networks e.g. by linkages to the urban parks
- where appropriate explores economic opportunities that will support the network's sustainability - for example in conservation, agriculture, renewable energy or outdoor environmental education or recreation; such activity must not result in a negative impact to the integrity of the network

If green infrastructure is provided outside the linear parks system, applicants should detail how it will address the above requirements.

9.24 The 2016 LCA identifies the distinctive characteristics of the landscapes across the Borough. It provides the basis for their protection and the enhancement of the landscape, plus guidance for future policies on development, restoration and management in the Plan:MK.

9 . Biodiversity and Geodiversity

Policy NE5

CONSERVING AND ENHANCING LANDSCAPE CHARACTER

Where development in the open countryside is acceptable in principle under other policies in this plan, it will need to be undertaken in a manner that respects the particular character of the surrounding landscape.

In particular, development proposals will need to demonstrate that the following aspects of landscape character have been conserved and where possible enhanced through sensitive design, landscape mitigation and enhancement measures:

- the locally distinctive natural and man-made features that contribute towards the landscape character and its quality
- the historic setting and structure of the villages and hamlets
- important views e.g. of local landmarks
- tranquillity and the need to protect against intrusion from light pollution, noise, and motion

Development proposals should take into account the findings of the Milton Keynes Landscape Character Assessment (2016) and any other relevant landscape and visual assessments or studies. Where appropriate a site specific landscape and visual impact assessment (LVIA) will be required as part of a planning application and it must be demonstrated that the development proposal has been informed by a LVIA.

10 Milton Keynes' Heritage

Introduction

10.1 The heritage and historic environment of Milton Keynes is rich and diverse, the distinctive New Town contrasting with the surrounding rural landscape, with both areas containing heritage assets ranging in date from the last Ice Age up to the 20th Century.

10.2 The New Town incorporates 13 historic villages and the historic towns of Bletchley, Stony Stratford, New Bradwell and Wolverton. To the north and east lie small farming villages and historic market towns such as Olney, Newport Pagnell, Hanslope and Sherington. To the south and east are the villages of the Brickhills and the 19th Century resort town of Woburn Sands. Wolverton is a unique Victorian and Edwardian railway town and former works, whilst Bletchley is the location of the internationally significant, World War Two code-breaking facility, Bletchley Park.

10.3 Supporting this rich heritage and historic environment is an equally significant network of museums, archives and heritage venues and organisations, formally recording and evidencing information for current and future generations through historic collections, exhibitions, interpretation and learning. These organisations play a vital role alongside the HER in ensuring heritage assets are valued and relevant to modern audiences.

Heritage assets are defined by the NPPF as: '*A building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest. Heritage asset includes designated heritage assets and assets identified by the local planning authority (including local listing)*'. Some of these assets are 'designated', such as listed buildings, scheduled ancient monuments, conservation areas and registered parks and gardens.

Selected Evidence Base:

- MK Historic Environment Record (HER);
- The National Heritage List for England (NHLE);
- MK New Town Heritage Register (Local List);
- MK Heritage at Risk Register;
- Milton Keynes Historic Landscape Characterisation;
- Conservation Area Reviews / Character Statements;
- Historic Towns Reports;
- Milton Keynes Heritage, Museums and Archives Strategy,
- MK City Development Atlas

Historic Buildings

10.4 The earliest architectural structures within Milton Keynes are the churches which between them make up a significant proportion of the 1,100 listed buildings in the Borough. St Michael's in Lavendon contains significant late-Saxon fabric, while other later churches of note include the landmark steeples of St James and St Peter and St Paul's in Olney, St Lawrence in Broughton with its impressive 15th century wall paintings, the scheduled pilgrims chapel at Bradwell Priory and Robert Hooke's late 17th century church of St Mary Magdalene in Willen.

10 . Milton Keynes' Heritage

10.5 Significant early non-church buildings include the grade II* late medieval halls at Rectory Cottages in Bletchley and Chantry House in Fenny Stratford and a number of earlier cruck-framed barns and dwellings around the Borough. These examples and a number of later timber-framed structures have been accurately dated using dendrochronology (tree-ring dating).

10.6 Later large houses include Sir John Soane's Tyringham Hall, Chicheley Hall and Gayhurst House, all listed at Grade I and flanked by listed ancillary structures within significant designed landscapes. The 17th century saw an increase in brick construction with early listed examples at Bradwell Abbey Farm and Great Linford almshouses and later notable examples in the churches at Fenny Stratford, Willen and Milton Keynes rectory. The scheduled brick kilns adjacent to the Grand Union Canal in Great Linford are a rare survival from this once important local industry.

10.7 Elsewhere in the Borough designated and non-designated buildings from a range of local industries and trades include: Various workshops and small factories related to the production of leather, parchment and the boot and shoe trade in Olney and Newport Pagnell; the coachbuilding and motor trade in Newport Pagnell; and the extensive Victorian and Edwardian railway works, associated housing and public buildings in Wolverton and New Bradwell; the coaching Inns of Stony Stratford, Fenny Stratford, Little Brickhill, Newport Pagnell and Olney.

10.8 The examples above are intended to illustrate a cross-section of historic building types and uses within the Borough pre-dating the New Town which, as detailed below contains numerous significant heritage assets. Many more significant buildings both designated and non-designated are to be found throughout the Borough within MK's 27 Conservation Areas and outside their boundaries, and each year previously unknown or unrecorded examples are brought to light through the development process.

Conservation Areas

10.9 Milton Keynes has 27 designated conservation areas that recognise the special quality of a broad range of locations around the Borough including rural villages and urban landscapes. The Council has a duty to review each conservation area from time to time. The Conservation and Archaeology Team are currently undertaking a review of each area, a consultative process resulting in a document defining the areas special interest and which may lead to adjustments to its boundary.

10.10 Conservation areas protect places of special character from the loss of key buildings and features and seek to encourage complementary design in new development. By doing so the unique 'sense of place' that distinguishes settlements from each other is preserved. In conservation areas trees are also protected from uncontrolled loss.

10.11 Within the New Town's boundary there are conservation areas protecting the character and appearance of once isolated villages such as Woughton-on-the-Green, Loughton and the Shenleys. There are larger areas protecting small towns such as Olney, Newport Pagnell and Stony Stratford. The biggest conservation area is in Wolverton where the historic railway works and housing are covered by an enhanced designation which also seeks to protect changes to doors, windows and roof materials amongst other things cannot be altered without first applying for planning permission.

Archaeology

10.12 MK is rich in archaeological remains with sites and finds from the Palaeolithic period onwards. Designated sites include 50 scheduled monuments which range in date and character from Bronze Age burial mounds to the Roman town of Magiovinium, medieval castles and villages, and the cast-iron Tickford Bridge in Newport Pagnell. Milton Keynes Historic Environment Record (HER) also contains information on over 7000 sites and finds and many new discoveries are made each year. The New Town area in particular has a long history of structured, strategic archaeological investigation from the appointment of the first archaeologist by MKDC in 1971. Many significant sites have been preserved in the linear parks, or where preservation was not possible, excavated and the results published.

Historic Landscapes, Parks & Gardens

10.13 There are three designated Parks and Gardens in the Borough. The sites at Chicheley, Gayhurst and Tyringham feature on the Historic England Register of Parks and Gardens of Special Historic Interest. The effect of proposed development on a registered park or garden or its setting, is a material consideration in the determination of a planning application. There is also a statutory duty to notify Historic England and The Gardens Trust of relevant applications. Elsewhere in the Borough are to be found non-designated historic designed landscapes, medieval field-scapes and historic woodlands, some of which may be specifically identified in the HER or Historic Landscape Characterisation or by amenity groups such as the Buckinghamshire Gardens Trust.

New Town

10.14 Milton Keynes is the last, largest and most ambitious of the all the New Towns. Its architecture, art, planning, landscapes, public spaces and infrastructure all contribute to its unique character and its local, national and international significance. There is an urgent need to identify and catalogue this new-town heritage, to identify those examples that possess a level of significance meriting consideration in planning decisions. Milton Keynes Council must ensure that it delivers important growth in a sustainable manner, avoiding the fragmentation and unnecessary loss of these recent historical assets.

10.15 Some individual assets have already been recognised as possessing national significance, for example the Shopping Building, Central Library, Former Bus Station and Octo sculpture in CMK are amongst those that have been designated by Historic England as grade II listed buildings.

10.16 However, beyond those assets are many buildings, structures, landscapes, artworks and places of local significance that are valued because they contribute to the distinctive identity of Milton Keynes. The MK New Town Heritage Register project seeks to identify and celebrate those assets, in turn ensuring that their value is taken into account when decisions about their future, and the future of Milton Keynes, are made. Reinforcing and promoting this unique identity will deliver economic and tourism benefits, encourage higher quality new development, contributing to projects 5 and 6 of the Milton Keynes: Making a Great City Greater, Milton Keynes Futures 2050 Commission, 2016.

10.17 The Council will consider whether further planning documents, such as an SPD, is required in respect of providing further advice on the register and its use in planning decisions.

10 . Milton Keynes' Heritage

The Importance of Heritage

10.18 Heritage assets are an irreplaceable resource and effective conservation delivers wider social, cultural, economic and environmental benefits.

10.19 The rich and varied historic environment of Milton Keynes makes a fundamental contribution to the distinctiveness of the area, influencing the character of the built environment and shaping its sense of place and distinct identity. It is intrinsically linked to the quality of life of Milton Keynes' residents, the success of its existing businesses and the wider cultural profile it projects to potential investors and visitors.

10.20 Heritage assets can provide the catalyst for regeneration schemes and the stimulus for more imaginative development solutions. The retention, preservation and re-use of heritage assets is sustainable and can contribute to carbon reduction when set against schemes of redevelopment, their sympathetic integration into regeneration schemes reinforces local identity.

10.21 The government recognises the importance of 'protecting and enhancing our... historic environment' through the NPPF, by placing it within the definition of achieving sustainable development. Amongst the core planning principles that should underpin both plan-making and decision-making, the NPPF requires the planning system to seek 'positive improvements in the quality of the ... historic environment' and to 'conserve heritage assets in a manner appropriate to their significance, so that they can be enjoyed for their contribution to the quality of life of this and future generations'.

10.22 Not all material planning considerations are required by law, however, recent High Court and Court of Appeal case law decisions have reinforced that 'great weight' must be given to the existing heritage statutory duties placed upon Local Planning Authorities by the Planning (Listed Buildings and Conservation Areas) Act 1990. These duties require that 'special regard' be paid in respect of listed buildings and their setting, and that 'special attention' be paid in respect of conservation areas.

10.23 Heritage is at the core of government policy, guidance and achieving sustainable development, it is not a discretionary or secondary function or material consideration. Heritage assets rarely prevent development schemes where their significance has been properly assessed and understood from the outset. Indeed, the most successful schemes often arise from this understanding and an appreciation of the social, cultural, economic and environmental value that can be gained from their retention, sympathetic re-use and successful integration.

10.24 The NPPF requires that Milton Keynes Council sets out in its Local Plan '*a positive strategy for the conservation and enjoyment of the historic environment, including heritage assets most at risk through neglect, decay or other threats' recognising 'that heritage assets are an irreplaceable resource and conserve them in a manner appropriate to their significance'*.

Policy HE1

THE CONSERVATION AND ENJOYMENT OF THE HISTORIC ENVIRONMENT

In order to sustain and enhance the significance of Milton Keynes' rich and varied historic character, important local distinctiveness and its sense of place, Milton Keynes will implement a positive strategy for the conservation and enjoyment of the historic environment.

Milton Keynes Council will:

1. Review its 27 conservation areas in order to confirm that they justify their status because of their special architectural and historic interest. The reviews will set out each areas special interest and those elements that contribute to its significance. In determining development proposals, Milton Keynes Council will give weight, as a material planning consideration, to the adopted reviews. Each review and its definition of special interest will assist and inform applicants in bringing forward proposals.
2. Establish an overview of the condition of heritage within the Borough by identifying those assets at risk or threat of decay, publishing it in a public register. This will enable the Council to:
 - Identify what assistance or intervention is required, acting more effectively to avoid damage to or loss of heritage assets.
 - Work positively with owners of assets on the register to bring forward sympathetic schemes that sustain the significance of the asset by halting the decay or bringing the asset back into a permanent use or state of preservation.
 - Use the statutory powers available to it under the Planning (Listed Buildings and Conservation Areas) Act 1990 where urgent works or repairs are required to a listed building to preserve it. Where appropriate the Council will also use other legislation to address heritage assets whose condition is causing detriment to the amenity of and area.
3. Establish and understand the wider value of MK new-town to planning, architecture, art, landscape, urban design and infrastructure, identifying those assets that contribute to it by undertaking the MK New Town Heritage Register (Local List). The register will inform planning development decisions made by the Council as a material consideration. It will enable the Council reinforce local distinctiveness and further promote Milton Keynes as a cultural destination for visitors, residents and businesses, contributing to projects 5 and 6 of the Milton Keynes: Making a Great City Greater, Milton Keynes Futures 2050 Commission, 2016. The Council will consider whether further planning documents, such as an SPD, is required in respect of providing further advice on the register and its use in planning decisions.
4. Maintain and enhance the Milton Keynes Historic Environment Record.

10 . Milton Keynes' Heritage

Heritage and Development

10.25 A clear understanding of the significance of a heritage asset and its setting is necessary to develop proposals which avoid or minimise harm. Early appraisals, a conservation plan or targeted specialist investigation can help to identify constraints and opportunities arising from the asset at an early stage. Such studies can reveal alternative development or design options, such as more compatible uses or a more appropriate scale of development. Such schemes are more likely to minimise harm and deliver public benefits in a sustainable and appropriate way. Reports on heritage assets must be proficient, objective and impartial in order to be of greatest value to the decision making process.

10.26 Early engagement with the Council about forthcoming schemes that affect heritage assets is strongly encouraged. Pre-application discussions will provide applicants with the advice required to bring forward an acceptable proposal. Heritage related schemes that reflect the informal advice will improve the efficiency and effectiveness of the formal of decision making process by avoiding the submission of unsympathetic schemes that require amendment whilst simultaneously promoting better design.

10.27 Such discussions have the added benefit of allowing applicants to address matters that would be otherwise required by additional submissions or a planning condition, avoiding or minimising delays later in the process.

10.28 The Council considers it desirable that the significance of its heritage assets be sustained and enhanced by all proposed. Where proposals cause harm to heritage assets, they will be considered against using the criteria, weighing exercises and balanced judgements set out in the NPPF depending on the type of asset and the degree of harm.

10.29 The risks of neglect and decay of heritage assets are best addressed through ensuring that assets remain in active uses that are consistent with their conservation. Ensuring such heritage assets remain used and valued is likely to require sympathetic changes to be made from time to time. In the case of archaeological sites, many have no active use, and so periodic changes may not be necessary, however this should be carefully considered as part of an ongoing management strategy.

10.30 Milton Keynes Council will give great weight to the duties placed upon it by the Planning (Listed Buildings and Conservation Areas) Act 1990.

10.31 Heritage assets may be affected by direct physical change or by change in their setting. Being able to properly assess the nature, extent and importance of the significance of a heritage asset, and the contribution of its setting, is very important to understanding the potential impact and acceptability of development proposals (NPPF paragraph 128). Proposals will have regard to the current Historic England guidance on setting.

10.32 Where harm to or loss of heritage assets as a consequence of development is acceptable it will be necessary for developers to record and advance understanding of the significance of the affected assets in a manner proportionate to their importance and the impact (NPPF paragraph 141).

Policy HE2

DEVELOPMENT PROPOSALS DIRECTLY OR INDIRECTLY AFFECTING HERITAGE ASSETS

1. Proposals will be supported where they sustain and, where possible, enhance the significance of heritage assets which are recognised as being of historic, archaeological, architectural, artistic, landscape or townscape significance. These heritage assets include:

- Listed Buildings;
- Conservation Areas;
- Scheduled Ancient Monuments and non-designated Archaeological sites;
- Registered Parks and Gardens;
- Assets on the MK New-Town Heritage Register.
- Other places, spaces, structures and features which may not be formally designated but considered to meet the definition of 'heritage assets' as defined in the Annex 2 of the NPPF.

2. Development proposals, must provide an impartial and objective heritage assessment, in some cases it will be necessary to engage suitably qualified specialists to undertake this. The assessment shall:

a) Assess and describe the significance of the heritage assets affected, identifying those elements that contribute to that significance and, where appropriate, those that do not. The level of detail shall be proportionate to the assets importance and no more than is sufficient to understand the potential impact of proposals on their significance. Limited and localised alterations to an unlisted building in a conservation area need not be supported by the level of detail required to convey the impact on significance caused by development in the setting of a listed building or by proposed alterations to the built fabric of a listed building.

b) Be of an analytical and interpretive nature rather than simply provide a description of the assets and the proposed works.

c) Provide a sound justification for the works, based on the economic, social and environmental benefits delivered by the scheme, for example, promoting the long term care for a heritage asset and/or its setting.

d) Explain how the scheme has taken account of the significance of the assets in its scope, design and detail, in order to minimise or avoid harm to the heritage assets affected.

e) Assess the nature and extent of any harm or public benefit arising from the scheme.

f) Where harm is caused by the proposal, the assessment shall explain why such harm is unavoidable or required to deliver public benefits that outweigh the harm caused.

10 . Milton Keynes' Heritage

3. Where applications seek to change the use of a listed building the proposal shall ensure that the full scope of works required to achieve that use (such as those that will be required by Building Regulations, The Fire Authority, Environmental Health etc.) have been included within the application. Where a change of use requires a significant alteration or structural works, and engineers report shall be submitted to demonstrate that the building is capable of conversion, set out the full extent of works and show how they have taken account of 7. A) above.

4. The Council will support proposals that cause 'less than substantial' harm to a designated heritage asset only where the harm is demonstrably outweighed by public benefits delivered by the scheme.

5. Where 'enabling development' is proposed, the Council will expect the proposal to accord with Historic England's published guidance. The applicant will provide accurate evidence to establish that a 'heritage deficit' exists. It is not the role of 'enabling development' to reimburse owners or applicants who have paid above the market value of asset, that value being based on the current condition of the asset.

6. Proposals will be accompanied by an appropriate desk-based assessment and field evaluation where development is proposed affecting an unscheduled site of known archaeological interest or with the potential to include heritage assets with archaeological interest (General requirement for applications affecting heritage assets)

7. The ability to record evidence of our past should not be a factor in deciding whether the loss of significance should be permitted. Where harm to or loss of heritage assets occurs as a consequence of development it will be necessary for developers to record and advance understanding of the significance of the affected assets in a manner proportionate to their importance and the impact (NPPF paragraph 141). In the case of heritage assets of greater than local importance the results of this recording work should be published in the relevant local or period journal or in book form according to the scale and significance of the assets affected. Where significant archaeological remains are revealed provision shall be made for public open days, exhibitions and/or popular publications/booklets. Where archaeological remains are preserved within public open space appropriate on-site interpretation shall be produced. Where recording or assessment results in a physical archive for deposition at an appropriate museum or archive facilities, consideration of resources for its storage, interpretation and public access should be made, in order to capture the heritage significance of that asset for future generations.

11 Open Space, Leisure and Recreation

11.1 This chapter uses the feedback from previous consultations on Plan:MK, together with available evidence to set out the Council's preferred policies on open space, sport and leisure facilities.

11.2 The preferred options will continue to be refined following consultation on this draft plan, to take account of the consultation responses and the results of further evidence and testing.

NATIONAL POLICY CONTEXT

11.3 The NPPF emphasises that access to high quality open spaces and opportunities for sport and recreation can make an important contribution to the health and well-being of communities. The Framework also states that planning policies should be based on robust and up to date assessments of the needs for open space, sport and recreation facilities and opportunities for new provision. Such an assessment should identify specific needs and quantitative or qualitative deficits or surpluses of open space, sports and recreational facilities in the local area (NPPF, para 73).

11.4 The Annex 2: Glossary to the NPPF defines "Open space" as "All open space of public value, including not just land, but also areas of water (such as rivers, canals, lakes and reservoirs) which offer important opportunities for sport and recreation and can act as a visual amenity".

11.5 The Framework also sets out the criteria that should be satisfied before existing open space, sports and recreational buildings and land, including playing fields is developed (NPPF, para 74).

11.6 The NPPF allows for the special protection of green areas of particular importance to local communities, with the introduction of the Local Green Space designation. This designation can be identified through a local plan or neighbourhood plan process (NPPF, para 76 & 77).

LOCAL POLICY CONTEXT

11.7 In line with the NPPF Milton Keynes Council commissioned a Sports and Active Communities Strategy (2014) and a Playing Pitch Strategy (2015). The Strategies include an overview of the network of facilities for Sport, Leisure and Community use and recommend planning standards for future provision of these facilities across Milton Keynes.

11.8 In 2008, the Council produced the Green Infrastructure Plan, which identifies a range of important wildlife habitats within the Milton Keynes area as well as areas of opportunity that should be taken into account when considering any strategic sites.

11.9 In 2016 the Milton Keynes and Buckinghamshire Natural Environment Partnership published a report 'Vision for Green Infrastructure in Buckinghamshire', along with a set of 9 Principles which should be followed to achieve the Vision by 2030. The Vision and Principles should be seen as supplementing to the 2008 Green Infrastructure Plan.

11 . Open Space, Leisure and Recreation

11.10 Milton Keynes Council is also preparing a borough-wide open space assessment that will inform the submission version of Plan:MK. As part of this work an Open Space Qualitative Criteria Evidence Base Document has been prepared to help justify qualitative criteria that are being proposed in Plan:MK. The document assesses a range of case studies that are seen to provide positive benefits in terms of wider place-making.

PROPOSED POLICIES

11.11 Open space plays a vital role in the urban fabric of Milton Keynes and is an important resource for everyone's pleasure, relaxation and health. It is also a key feature of the bio-diversity and ecology of the Borough.

11.12 The Linear, District Parks and large Local Parks are in general the most appropriate locations for many outdoor leisure and recreation uses. However, some areas of parkland may be important for agriculture, forestry, landscape or wildlife and, therefore, less compatible with leisure and recreation.

11.13 Commercial enterprises that are ancillary to and directly support leisure uses such as restaurants/cafes, bike hires etc. may positively influence economic and social sustainability of the parks system. Evidence will be required to demonstrate that any commercial development within the parks system will directly support recreation and leisure uses. The Council will promote proposals that help to achieve or maintain a coherent and resilient network of connected open spaces within the Borough.

Policy L1

FACILITIES ACCEPTABLE IN THE PARKS SYSTEM

Planning permission will be granted for outdoor leisure and recreation uses, or proposals that are ancillary to and directly support such uses, within the parks system unless the proposal would:

- i. Lead to an unacceptable visual impact
- ii. Detract from the primary use of the open space
- iii. Have an adverse impact upon the highway network
- iv. Have an unacceptable impact on wildlife
- v. Result in excessive noise
- vi. Have an adverse impact on the flood plain
- vii. Undermine opportunities to link wildlife areas and provide for biodiversity corridors

Development proposals should also show how visitors can reach the site easily and conveniently using non-car modes of transport. Development proposals should have appropriate parking and access arrangements in accordance with the standards set out in this plan and other Council guidance.

11.14 Policy L2 distinguishes between recreational open space, amenity open space and leisure and recreational facilities, which are defined as follows:

11 . Open Space, Leisure and Recreation

- Recreational open space: all open land which is in a leisure or recreation use, whether publicly or privately owned, including school playing fields.
- Amenity open space: smaller open areas, including woods, copses and ponds, where recreational use is incidental to their primary function as attractive features in otherwise built-up areas, or as wildlife habitats. It includes privately owned areas to which there may be no public access. Areas of amenity open space are found mostly in residential areas, but also in employment areas and shopping centres.
- Leisure and recreational facilities: all purpose-built facilities, including stadia for sports and spectator events and indoor facilities such as swimming pools and sports halls. The facilities may be publicly or privately owned.

11.15 Playing fields are valuable community facilities protected from development by the Town and Country Planning Act via the statutory consultee, Sport England. Milton Keynes will adopt the same approach as Sport England, whereby permission will only be granted for development on playing fields in exceptional circumstances.

11.16 As identified in the Milton Keynes Playing Pitch Strategy (2015), in new developments a playing field allocation of 0.52ha is required per 1000 people. However, where there is a lack of accessible playing field space within a location there may be a need to provide additional playing field space to cater for this deficit. Playing field sites can be used for a range of outdoor activities including formal or informal football, cricket or rugby matches.

11.17 The Council's approach to open space and recreational facilities will adapt and take into account changes to sporting and community trends, behaviours and new technologies that impact activity in Milton Keynes. In some cases this affects infrastructure and facility usage. For example, advances in synthetic pitches leading to a local demand for 3G football and rugby pitches and a resultant shortage in all-weather surfaces.

11 . Open Space, Leisure and Recreation

Policy L2

PROTECTION OF PUBLIC OPEN SPACE AND EXISTING FACILITIES

Planning permission will be refused for proposals involving the loss of open space or facilities used for leisure and recreation unless

- i. an assessment has been undertaken which has clearly shown the open space or leisure and recreational facilities to be surplus to requirements⁽²⁷⁾ and the development would not have a detrimental effect on the open space, environmental, landscape character or wildlife value of the Open Space Network as a whole; or
- ii. the development will significantly enhance the Open Space Network, particularly in areas requiring improvement, and help to achieve the Council's aims for the Open Space Network; or
- iii. the development is for other types of sports or recreational provision or ancillary development associated with the Open Space, and the needs for which clearly outweigh the loss

In considering proposals involving the loss of amenity open space, the council will take into account the criteria set out in Appendix A.

11.18 Open space is a key factor affecting the quality of new development. It should be provided as an integral element of any new housing development; normally, standards for leisure and recreation facilities should be met on site.

11.19 When assessing new housing development the amount and quality of existing open space will only be taken into account where:

- Such facilities would be easily accessible to residents of the new development; and,
- The developer is prepared to contribute to the costs of upgrading existing facilities where appropriate.

11.20 The Council will continue to seek the additional provision, or improvement, of leisure and recreation facilities in areas that are deficient when assessed against the adopted standards and where proposed development would materially exacerbate the deficiency. The evaluation of open space and recreation provision in development proposals will include an assessment of provision in the surrounding area.

11.21 Proposed standards of provision are broadly in line with the previous Local Plan open space standards and the Fields in Trust (FIT) new 'Benchmark Standards for Outdoor Sport and Play'.⁽²⁸⁾

27 There is no longer a continuing need for recreation use, and there is no unmet need for community facilities in the surrounding area

28 [FIT Benchmark Standards for Outdoor Sport and Play Guidance](#)

Policy L3

STANDARDS OF PROVISION

New housing development will be required to provide new or improved open space and recreational facilities in accordance with the Council's adopted standards in Appendix B.

Policies of this Plan support the delivery of a linked network of multi-functional, resilient and sustainable green spaces. Where appropriate the Council will encourage developing play areas, sport and leisure facilities within the existing or proposed parks.

The provision of open space should be an integral part of the development, considered at the beginning of the design process.

Proposals for new areas of open space and parks should include a long-term maintenance plan that can be implemented by (preferably) local contractors or organisations.

11.22 Horse related development can have a significant impact on the environment, particularly where the use is intensified - for example, where fields are sub-divided into paddocks and each paddock has a stabling requirement. The cumulative impact of horse related development will therefore be a key factor in assessing any proposal.

11.23 In the interests of safety, horse riders should have good access to the bridleway network and should not be required to use roads, redways, and footpaths in order to access the bridleway network.

Policy L4

HORSE RELATED DEVELOPMENT

Planning permission will be granted for horse-related development in the open countryside and Linear Parks providing it is compatible with the policy guidance in Appendix L4.

11.24 Policy L5 aims to minimise the environmental impact of water sports and restrict powered water sports to designated sites.

11.25 Unpowered water sports such as sailing, canoeing, and rowing generally cause fewer problems for other water users, local residents and wildlife than powered water sports that involve the use of powerboats and jet-skis.

11.26 There will be a general presumption against the use of new sites for powered water sports unless there are existing planning permissions for powered water sports on established sites.

11 . Open Space, Leisure and Recreation

11.27 The conservation of the natural environment is of primary importance and proposals for the development of new water based sports facilities will be carefully considered against other relevant policies of this Plan. Also, advice will be sought from the Environment Agency, which has statutory duties in respect of water recreation, the protection of water quality, fisheries and flood defence.

Policy L5

CRITERIA FOR THE LOCATION OF WATER SPORTS

Planning permission will be permitted for unpowered water sports on lakes and other water areas and for ancillary facilities, where there is a proven need unless they:

- i. Have an unacceptable wildlife impact
- ii. Are incompatible with any existing use of the water (including non-recreational use)

Planning permission will normally be refused for powered water sports.

11.28 Policy L6 aims to minimise the disturbance caused by noisy sports and restrict noisy sports to designated sites.

11.29 Appropriate sites for noisy sports are not easy to identify; much depends on the type of activity and the tone, level and duration of noise. Distance from housing or other noise sensitive development cannot be standardised since this will vary according to topography, the prevailing wind direction and the amount of existing and proposed screening.

11.30 Where sites are designated as permanent venues for noisy sports, conditions may be attached to planning permissions to control noise levels and hours of operation. The Council's Environmental Health Division deals with complaints about noise. They have powers to control noise nuisance and will be consulted on any proposal for noisy sports.

Policy L6

CRITERIA FOR THE LOCATION OF NOISY SPORTS

Planning permission will only be permitted for noisy sports if:

- i. The ambient noise level of the area is already high, and the noise generated by the new activity will not be dominant
- ii. It would not significantly increase the noise experienced at nearby noise sensitive development, or public rights of way and other areas of informal countryside recreation
- iii. Noise levels can be effectively reduced by siting and screening
- iv. There is no unacceptable disturbance to farm livestock and wildlife

Larger play areas that provide sports facilities (such as skate parks) may generate a greater level of noise and should be located within large open spaces. Sound absorbing areas, which could include seating terraces or banking, should be considered at the design stage of any proposal involving noisy sports.

11.31 Major new development, such as the intensification of leisure use of The Bowl could have a significant environmental impact on the parks system. Particular consideration will therefore be given to visual and ecological impact, noise and traffic generation in assessing such proposals.

Policy L7

MILTON KEYNES BOWL

Planning permission will be granted to intensify the use of the Milton Keynes Bowl for commercial leisure and recreational purposes provided that proposals:

- i. Are capable of being well served by public transport
- ii. Would not result in an unacceptable impact upon the highway network
- iii. Would have no significant adverse effect on the amenity of residential areas.
- iv. Where need can be demonstrated, training and other facilities should be safeguarded for community groups and sports clubs including use for cycle race trials
- v. Are consistent with policies applying to Linear Parks and Biodiversity and Geological Enhancement
- vi. Do not include commercial leisure uses or 'enabling' development which could undermine the vitality and viability of existing town and district centres.

Retain the existing cycle, equestrian and pedestrian sites across the site or make provision for suitable alternative routes.

12 Design

Background

12.1 The Borough enjoys a generally high quality environment both in its urban areas and the open countryside. Many early estates and areas of self-build were based on innovative housing design that created a strong character or identity for the development. It is important to maintain a high standard of design in new developments and build on the character of many early estates whilst also reflecting concerns such as sustainability.

12.2 The meaning of design as used here is broad, covering layout of development, landscape, scale, massing and the design of buildings as well as many aspects of environmental impact and sustainability. Together or individually they all influence the quality and character of a development.

National and Local Objectives

12.3 Government guidance on this is set out in the National Planning Policy Framework (NPPF) in para's 56-68 as well as Planning Practice Guidance (Design). More detailed design guidance for new residential developments can be found in the New Residential Development Design Guide SPD.

Policies

Impact of Development Proposals on the Locality

12.4 The objective of the policy is to ensure development does not cause unacceptable harm to the site and the surrounding areas

12.5 Many proposals may appear to be acceptable on a site when viewed in isolation but possible off-site impacts need to be considered. Conversely, a proposal may have a minimum impact on the surrounding area but could adversely affect the site itself. This policy covers both on and off-site impacts arising from development. Where appropriate the Council will consult with other specialist bodies and be guided by their advice as to the significance of any impact. These include organisations such as Anglian Water, English Nature, the Environment Agency, the Highways Agency and Internal Drainage Boards.

12.6 Although the issue of light pollution is not covered in PPG24, it is accepted in current planning practice that it is an issue that can cause detriment. The Council will seek to ensure that no significant lighting overspill arises from new development and that external lighting is reduced to a minimum, through the careful design and implementation of illumination schemes in sensitive areas - e.g. in the AALs and open countryside.

Policy D1

IMPACT OF DEVELOPMENT PROPOSALS ON LOCALITY

Development proposals should be approved if they meet the following objectives / principles:

- i. Additional traffic generation would not overload the existing road network to unacceptable limits or cause undue disturbance, noise or fumes.
- ii. An acceptable surface water drainage system is proposed with acceptable flood control and foul sewer capacity
- iii. Privacy and visual intrusion including, sunlight and daylight have been considered and mitigated to an acceptable degree
- iv. Environmental health related matters e.g. pollution by noise, smell, light or other emissions to air, water or land have been considered within the design to a satisfactory degree
- v. The design does not unduly cause damage to the site and / or neighbouring property including statutory protected and other important built and natural features and wildlife habitats
- vi. Adequate access is provided for vehicles to move to and within the site.

Designing a Good Quality Place

12.7 The objective of this policy is to ensure that all new development is of a high standard of design. Plan:MK proposes a considerable amount of new development across the Borough. The successful integration of a development with the surrounding context and its success as a place, to live, work and play in will depend largely on the quality of design.

12.8 More detailed design considerations that are applicable to the Milton Keynes context are covered in the New Residential Development Design Guide Supplementary Planning Document (2012). Strategic development sites will also require development frameworks and design codes which will detail site specific layout and design requirements.

12.9 All development proposals will be expected to achieve a high standard of design and should be underpinned by a thorough analysis of the site and its surrounding area. An application would be expected to include.

- Accurate information relating to ground levels, adjoining development / context, site boundaries, trees, planting and other existing features on site and surrounding area.
- An assessment of the features on the site that are statutorily protected, or that should be retained in the interests of public amenity or nature conservation

12 . Design

- An analysis of the impact of development on views and skylines.
- A statement explaining how the proposal complies with the Local Plan design policies

12.10 Further guidance on many of these issues is provided in the New Residential Development Design Guide SPD

12.11 This policy sets out the general principles against which the layout and design of a proposal will be assessed and should be in line with good practice guidance

12.12 Continuity and Enclosure: This objective is usually best achieved by designing layouts where front entrances of buildings face streets or other public spaces and private spaces are protected and secure behind buildings within the block normally abutting other private spaces. With respect to residential development these layouts can include all housing types and can occur at all densities. The degree of continuity and enclosure will depend on the context within which the site is located.

12.13 Public realm: this relates to the publicly accessible spaces between buildings. A high quality public realm can be achieved by the relationship of buildings to the public realm whereby entrances onto the street increase pedestrian activity and consequently better enliven and animate the public realm. Windows and active frontages that overlook the public realm particularly at ground floor level provide natural surveillance helping to make the public realm feel safer.

12.14 Landscape: The quality of hard and soft landscape proposals can make a fundamental contribution to the quality of the public realm and should be appropriate to its context. Street trees and soft landscaping can soften and green the streetscape as well as assist in breaking up the appearance of on-street parking. It is important that the specification and choice of design, materials and planting take into account the pressures placed upon the public realm through every day and infrequent activities (such as the movement of vehicles and people, or road gritting). The design of landscaping and the public realm should take account of the cost and practicality of maintenance over the longer term, avoiding where possible impracticable maintenance regimes to be required in order for the quality and visual amenity of the public realm to be maintained.

12.15 Movement: the emphasis should be on creating a hierarchical network of well-connected streets that prioritise pedestrians, cyclists and public transport over private motor vehicles, whilst supporting the transition toward this movement hierarchy within the wider urban area.

12.16 Legibility: The layout of the street network, and the positioning and design of buildings should be used to enable people to find their way around a development easily. Landmarks help achieve a legible place. There should be clear paths (streets), districts (neighbourhoods/estates/character areas), nodes (junctions), and edges (onto the rural area, major open spaces and grid roads).

12.17 Variety such as mixed use for large sites is fundamental to creating a place with its own character, visual interest and activity; even in mainly residential areas this should be achieved by varying layout, street types, setbacks, building form and landscaping.

Policy D2

DESIGNING A GOOD QUALITY PLACE

Development proposals should be approved if they meet the following objectives/principles:

- i. The development proposals as a whole respond appropriately to and enhance the surrounding environment.
- ii. Continuity of street frontage and enclosure of space by clearly defining public and private areas and locating fronts of buildings to face the street or public space. Front gardens are designed to be clearly private through appropriate delineation and / or treatment.
- iii. Have shown regard to the need to design the layout to maximise surveillance of the public realm and prevention of crime.
- iv. High quality hard and soft landscape proposals enhance the quality of the public realm, are robust to the demands placed upon the public realm, and are appropriate to their context. In particular, street trees and, where appropriate, shrub planting are incorporated to soften the streetscape and ensure the public realm is not dominated by parked cars.
- v. Landscape and boundary treatment proposals integrate with those of the surrounding area.
- vi. Ease of movement by creating places that are permeable and well connected with a safe, attractive and convenient hierarchical network of routes that balances the provision for walking, cycling and public transport with that for private motor vehicles.
- vii. Legibility by providing recognisable streets, districts, nodes, edges and landmarks to help people to find their way around.
- viii. A variety of layout, street types, building form, landscaping, use and tenure across the site.

Creating Character

12.18 The objective of this policy is to ensure all new development has an identifiable character or sense of place. Character or sense of place / identity for a development, relates to the overall perception of a development and can be created through existing or new landscape, layout, massing/scale, land uses, historic buildings and the appearance of buildings.

Policy D3

CREATING CHARACTER

Development proposals should be approved if they meet the following objectives/principles:

- i. The layout, massing/scale, landscaping of a development and appearance of buildings exhibit a positive character or sense of place for a development.
- ii. The character of the development is locally inspired where appropriate (for example in or adjacent to conservation areas); or where there is no clear built form character on the site or surrounding area, new development is designed to create its own distinctive character or sense of place using existing site features, the layout of the development and the appearance of buildings.
- iii. The design allows for visual interest through the careful use of detailing, where this is appropriate to the character of the area.

Design of Buildings

12.19 The objective of this policy is to ensure that all new buildings are well designed, relate well to the surrounding area and contribute to the character of the development. The design of new buildings is of significant importance irrespective of whether it lies within one of the older settlements, located within the existing city or on a greenfield site on the edge of the city.

12.20 Buildings are among the most visible parts of a development and therefore are a key influencing factor in the creation of a character for a development. The appearance of buildings also helps with legibility and the generation of varying character across large developments in particular.

12.21 While it is considered most important for character to be generated along key frontages as these that are most visible to passer s-by and where a perception of an area or character area (for very large developments) can be most easily created, this does not obviate the need for character to be carefully considered throughout the development. It is also important for the transition between character areas to be carefully considered so there isn't an awkward juxtaposition of buildings along a frontage for example. The arrangement of buildings (eg where gable ends faces the street), materials and window detailing can also have a major impact on the character created.

12.22 Milton Keynes is a new town with a reputation for innovation in housing delivery. The Council's New Town Heritage Register identifies many of these buildings of innovative design and construction. Many early estates or areas within them furthermore had a strong sense of character /identity which was often based on innovative housing designs. Housing, on key frontages in particular, should be designed to build on this reputation of innovation

12.23 The high quality design of buildings does not have to mean over complicated and fussy looking buildings. Often the best quality buildings are very simple in their design approach with for example a very limited palette of materials and minimum detailing.

12.24 Buildings need to be carefully designed to ensure adequate privacy, sun lighting and daylighting has been achieved.

12.25 The policy below sets out the criteria which should govern the design of new buildings (and extensions to existing buildings) to ensure that they make a positive contribution to the area within which they are located.

Policy D4

DESIGN OF BUILDINGS

Development proposals should be approved if they meet the following objectives/principles:

- i. The appearance of the building/s contribute/s to the creation of a distinctive character for the development or of a particular character area for very large developments.
- ii. Modern and distinctive architecture is incorporated, unless the existing context dictates a specific approach.
- iii. Where development occurs on both sides of a street, a common character in terms of building appearance is designed / created for both sides of a street.
- iv. Buildings are in scale with other buildings in the immediate vicinity in terms of their height and massing, except where a greater scale is necessary to reflect the building's location, function and importance.
- v. Buildings' form, massing, rhythm and façade elements have been carefully designed to create character and visual interest.
- vi. Key frontages have generated a strong identifiable character while there is a careful transition in façade treatment between character areas.
- vii. Buildings are designed to an exemplary standard and employ high quality and durable materials.

Space standards and amenity

12.26 There is the intention of including a policy within Plan:MK to require the use the Nationally Described Spaces Standards within new C3 dwellings as there is anecdotal evidence that recent developments in the Borough are perceived to be too small. Under national Planning Practice Guidance, to adopt such a policy there would need to be a evidence of need for the standards to be applied and for development to remain viable. The standards would then be applied on a case-by-case basis using planning conditions where development proposals are granted planning permission.

12 . Design

12.27 Plan:MK could also address other design matters in more detail via policy, such as the amount of external private amenity space and ensuring the amenity of new and existing development is acceptable. Further work will be carried out to indicate whether there is evidence to support such policies ahead of preparing the final version of Plan:MK, but it would be informative at this stage to consider the views of the public, the development industry and other interested bodies on whether such policies should be adopted and what they might include.

Question 2

INTERNAL SPACE OF DWELLINGS

Do you consider that there should be a policy requiring the Nationally Described Space Standards for new dwellings to be applied to all new dwellings in the Borough? Please explain why or why not.

Question 3

AMENITY AND LIVING CONDITIONS

Do you consider that Plan:MK should include a policy or policies that address matters of amenity and living conditions in more detail? Please explain why or why not.

Such matters may include visual outlook, levels of daylight/sunlight, amount and quality of external private amenity space, distances between windows and buildings, aspect and ventilation, and entrance/circulation space in flatted or multiple-unit blocks (e.g. Apartments blocks)

Canalside Development

12.28 The 21km (13mile) stretch of the Grand Union Canal in the Borough passes through rural, semi-rural and urban landscapes. It is an important recreational and wildlife corridor. Development briefs exist for some areas where canalside development is proposed e.g. Campbell Park. Outside the city, opportunities for development will be more limited and different design approaches will be needed. The Milton Keynes Canal Corridor Management Plan (June 2000) produced by the Council, together with the Milton Keynes Parks Trust, English Partnerships and British Waterways sets out an inter-agency approach to accommodating canalside development which will be helpful in the formulation of canalside development schemes, wherever they are located in the Borough.

12.29 Several stretches of the canal have an extra pathway alongside the towpath, known as the "Broadwalk", for use by pedestrians and cyclists. Where appropriate, the extension of the Broadwalk will be sought as part of canalside developments. The Council will consult The Canal and Rivers Trust on all major proposals affecting the canal.

12.30 In addition to the Grand Union Canal, Milton Keynes Council is a member of the Bedford and Milton Keynes Waterway Park Consortium, which has been set up to support the delivery of a new and nationally recognised Waterway Park linking Bedford and Milton

Keynes. The Waterway Park will provide a green corridor at the heart of new development, linking communities and creating a unique sense of identity and place. The social, economic and environmental benefits of the project represent an opportunity for development proposals along the route, particularly in terms of design and place-shaping

Policy D5

CANALSIDE DEVELOPMENT

Development alongside canals should help meet the following objectives:

1. Improved public access to an enjoyment of the waterway, including those with impaired mobility.
2. The protection and enhancement of wildlife habitats.
3. The retention and enhancement of significant waterside buildings and their settings.
4. Within employment areas, the provision of wharf facilities for freight transfer.
5. New buildings should present active frontages to the canal and be in keeping with local character in terms of scale, design and materials.
6. Development proposals in the vicinity of the Canal should also take into account the potential for localised flooding from the Canal.
7. Development proposals along the proposed route of the Bedford to Milton Keynes Waterway Park should;
 - a) Safeguard the route for future delivery; and
 - b) Maximise the opportunity to deliver aspects of the Waterway Park which are of mutual benefit to the Waterway project and development proposals.

MAINS AND TELECOMMUNICATIONS SERVICES

12.31 New development in the City been achieved with all services provided underground, avoiding a proliferation of unattractive overhead posts and wires. The Council is seeking to continue this approach for all new development.

Policy D6

MAINS AND TELECOMMUNICATIONS SERVICES

Electricity and telecommunications and broadband services to new development within the boundary of Milton Keynes City should be provided underground. Overhead services will only be acceptable if there are proven technical reasons why underground services cannot be provided.

TEMPORARY BUILDINGS

12.32 The term “temporary building” is often applied to a prefabricated building of relatively low capital cost, which because it is designed to have a short life, does not use durable materials or methods of construction.

12.33 Temporary planning permissions should not be continually renewed because whilst these buildings can be useful where there is a genuine short term need, where they are used as a cheap solution for a prolonged period, they are unsatisfactory. Often in these circumstances a lack of maintenance leads to rapid dilapidation. In order to limit the detrimental effect on the environment that can arise from the long term use of such buildings, their long term use will be restricted.

Policy D7

TEMPORARY BUILDINGS

Planning permission will only be granted for temporary buildings to meet essential short-term needs. Consent will be for a limited period which will reflect the need for, type and use of the building.

13 Homes and Neighbourhoods

Housing

13.1 New development offers the opportunity to provide a range of housing to support the needs and requirements of different households in Milton Keynes, helping to maintain or expand the choice of homes and create or sustain inclusive and mixed communities.

13.2 Latest evidence produced by the Council on the need and demand of different household types⁽²⁹⁾ for housing, including the Council's Strategic Housing Market Assessment, should be used to inform the mix of type (e.g. detached, flats) and size (number of bedrooms) of dwellings across all tenures.

13.3 In percentage terms, the SHMA recommends that 57% of new market homes should be 3 bedroom houses, and only 13% should be 1-2 bedroom properties (including both flats and houses). This differs markedly to the affordable tenure, with the SHMA recommending 38% should be 3 bedroom houses and 51% should be 1-2 bedroom properties. It is also noted in the SHMA that there will be a need for over 900 large affordable homes (4 and 5+ bedrooms) that need to be provided over the plan period. Much of this need will be from existing households living in overcrowded accommodation.

13.4 It will be important for development proposals to take account of the changing demographic profile of Milton Keynes, as illustrated in the SHMA, when considering dwelling mix. Current evidence shows there will be a significant increase in households aged over 65 within Milton Keynes in contrast to other age groups. The majority of these households will already be established and living in Milton Keynes, and therefore this shift in the demographic profile raises questions around housing choice and suitability linked to issues of overcrowding and under occupancy of housing within the Borough.

13.5 The recommended housing mix in the SHMA is based upon a projection of current occupancy patterns amongst the different household types (e.g. single person, couple with dependents) and does not take account of the need or desire for older households in larger properties (for example single person or couples without dependents) to downsize to smaller properties. It therefore potentially overestimates the demand for 3-5 bedroom market houses and potentially underestimates the demand for 1-2 properties. However, it is difficult to quantify what the need and demand for downsizing will be, due to other factors that govern the ability and likelihood of households to downsize (such as finance and familial ties) alongside the availability of certain types and sizes of property within the housing stock. This issue will be considered further and kept under review (via the SHMA and other data and evidence where it is available) in order to inform a policy approach within the final Plan:MK; however, views are being sought on how Plan:MK can best address this trend in terms of housing provision.

13.6 What constitutes an appropriate mix and density of housing is influenced by a number of site-specific factors alongside wider trends and strategic objectives. Policy HN1 therefore adopts a flexible approach, with proposals to be considered on a case-by-case basis. However, alternative policy approaches could be taken, for instance a more prescriptive mix of property sizes and density where in certain areas of growth and change (for example priority estates within the regeneration programme), in order to achieve

29 Including single person households, couples, families with children, older people, and people with disabilities.

13 . Homes and Neighbourhoods

site-specific or wider strategic objectives. Alternatively, more detail on housing mix and density could be provided and adopted via Development Frameworks or Neighbourhood Plans.

Policy HN1

HOUSING MIX AND DENSITY

Proposals for 11 or more new dwellings will be expected to provide a mix of tenure, type and size of dwellings that:

- i. Reflects the Council's latest evidence of housing need and market demand;
- ii. Reflects the needs of different household types;
- iii. Avoids the over-concentration of certain types of residential development in an area; and
- iv. Takes account of the nature of the development proposal (e.g. flatted development).

Larger schemes will be expected to deliver a wider mix of housing commensurate with the greater opportunity they provide for creating and sustaining inclusive and mixed communities.

Net densities of proposals for 11 or more new dwellings should combine the efficient use of land with a high quality design that respects character and context. Higher density development will be encouraged in locations with good accessibility to services and public transport, such as within Central Milton Keynes, other town and neighbourhood centres, and around areas well served by public transport where this is appropriate.

Question 4

HOUSING MIX AND OLDER PEOPLE

Considering the projected demographic shift in the population of Milton Keynes, do you think Policy HN1 should adopt a more prescribed approach to facilitate the provision of general market and affordable housing that helps to meet the need and desire of different age groups and household types to find suitable accommodation within Milton Keynes? Please explain why or why not.

Question 5

ALTERNATIVE APPROACHES TO DENSITY

Do you consider that a more prescribed approach to densities should be adopted in Plan:MK for certain areas of growth and change in the Borough? Please explain why or why not.

Affordable Housing

13.7 The Milton Keynes SHMA has established that over the plan period there is a requirement to provide additional affordable housing within the Borough for a total of 8,094 households. To account for these households Plan:MK needs to provide a minimum of 8,200 affordable dwellings. This would account for 30.9% of the Full Objectively Assessed Need for Housing in the Borough. However, in developing its approach to the delivery of affordable homes the Council needs to take into account the fact that not all development sites will contribute to the provision of affordable housing. It is therefore proposed that the provision of 33% affordable homes on sites of 11 or more dwellings would better support the delivery of the required amount of affordable housing over the plan period.

13.8 With regard to the tenure mix of affordable housing provision, based on evidence provided within the SHMA, the 33% affordable housing provision will consist of a mix of affordable rent provision, provided at a range of rent levels up to 80% of market rents, including a provision for properties at a level equivalent to social rent. Furthermore, a proportion of units will also be provided as Low Cost Home Ownership options (shared ownership) so as to widen opportunities for home ownership and support those households who wish to move out of affordable rent into home ownership.

13.9 The Housing and Planning Act 2016 has introduced a requirement for Starter Homes to be provided as part of all developments. For the purposes of policy development, the current NPPF definition of affordable housing does not include Starter Homes and evidence provided within the SHMA (2016) concluded that it is unlikely that starter homes would reduce the identified need for affordable rented housing products, as they are unlikely to be affordable to those households identified as being unable to afford market housing.

13.10 The Council will therefore await the introduction of proposed regulations, and undertake further work to consider the viability implications of the Starter Homes requirements and how Starter Homes should be incorporated into later versions of Plan:MK.

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Policy HN2

AFFORDABLE HOUSING

On development sites which provide for 11 or more homes, the Council will seek a minimum of 33% of those homes for affordable housing.

The tenure mix of affordable housing units to be provided will consist of:

- i. 26% of units for rent at a range of rental levels up to 80% of market rents, under the Affordable Rent model, including approximately 5% of the total affordable provision at a level broadly equivalent to Social Rent (at the time an application is considered).
- ii. 7% Shared Ownership (based on a range of 25%-40% equity share) Any scheme will need to demonstrate that the design, siting and phasing of such housing provides for its proper integration and timely provision as part of the wider development so as to contribute towards creating mixed and balanced communities.

All new homes will be required to meet accessible and adaptable homes standards as defined by the Building Regulations applicable at the time of the application, to enable people to stay in their homes as their needs change.

In seeking affordable housing provision the Council will have regard to the current viability of developments including land values and other development costs. Where it has been demonstrated to the Council's satisfaction through the submission of viability evidence which is open and transparent that the provision of affordable housing in accordance with the above levels and tenure mix would deem the scheme unviable then the Council will take a flexible approach to achieving viability as follows:

- i. Reviewing the tenure mix;
- ii. Reviewing the extent of other site specific planning obligations; and
- iii. The proportion of affordable housing.

In exceptional circumstances off-site provision or financial contributions of equivalent value may be accepted.

Self-Build and Custom Housebuilding

13.11 The Council will support this avenue of house building within the Borough in order to diversify and increase the supply of housing to meet needs. Schemes that involve the creation of low-cost and Affordable Housing, for instance via Registered Social Landlords or community groups, would be particularly supported as these would provide additional opportunities to meet the demands for social and affordable homes in the Borough.

Policy HN3

SELF-BUILD AND CUSTOM HOUSEBUILDING

The strategic allocations set out within Plan:MK will be required to make provision for serviced plots of land to contribute towards meeting the evidenced demand for Self-build and Custom Housebuilding in the Borough. Provision of serviced plots of land within other proposals for housing will also be supported subject to evidenced supply and demand.

Meeting different housing needs

13.12 The role of housing plays an important part in the overall quality of life for those living with physical and mental health issues. Planning provides an opportunity to ensure there is sufficient choice of suitable and appropriate housing that meets the varying levels of need that these households and individuals have.

13.13 National policy and guidance enables local planning authorities to identify the proportion of dwellings in new developments that should comply with the requirements Building Regulations Approved Document Part M4(2) and M4(3) as part of the Local Plan, based on the likely future need and taking account of the overall impact on viability. Projections indicate that the over 65 population will grow by 64%, with the over 75 population projected to double over the plan period. As such, there is clear evidence of need to support a significant proportion of all dwellings to meet Category M4(2) requirements, providing that this does not compromise viability.

13.14 Planning authorities should plan for a mix of housing based on current and future demographic trends and the needs of different groups in the community including older people and people with disabilities. As people grow older, many prefer to stay in their own homes for as long as possible, whilst others may move in with relatives (for example into a 'granny annex') or to purpose built sheltered housing, extra-care or flexi-care or other supported living schemes. For others, a more specialist care environment is required as they are unable to live independently and need more extensive nursing and residential care. Policies HN4 and HN5 plan support the provision of around 3,000 dwellings as part of the overall housing requirement as well as around 1,200 net additional C2 bed spaces to allow for a suitable choice to help meet the varied needs of an ageing population. This provision will also help to meet the needs of other age groups who require residential care, for example those living with physical or mental health issues.

13.15 Datasets on disability show that currently around 1-in-30 households in England (3.3%) have at least one wheelchair user, although the rate is notably higher for households living in affordable housing (7.1%) and in older age groups (in both market and affordable tenures). Based upon the analysis within the SHMA, the projected increase in households likely to need wheelchair accessible housing accounts for 5% of the overall housing requirement, and 10% within affordable tenures. National policy limits the ability of local planning authorities to set policies and targets for wheelchair accessible homes to those dwellings where the local authority is responsible for allocation or nominating a person to live in that dwelling. As such, the evidence therefore supports setting a 10% target for category M4(3) within affordable tenures, as reflected in Policy HN5. In addition, the local

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planning authority will require 5% of new market dwellings to be capable of being adapted to the wheelchair accessible standard (category M4(3)) to ensure there are opportunities within the housing stock to service these needs. However, there are indications that the demand for wheelchair accessible and adaptable dwellings will be greater than that presented in the SHMA and the datasets it uses to determine need. Therefore, it is being considered whether higher targets for these types of dwellings will be sought within the final Plan:MK.

Policy HN4

SUPPORTED HOUSING

As part of the overall housing target, a net increase of around 3,000 dwellings will be supported to help meet the varied housing needs of an ageing population and those with particular needs, through the provision of a range of housing options such as bungalows, sheltered housing, flexi-care, extra-care, assisted living and other forms of supported housing. Provision of housing for older people will principally be sought via the strategic allocations and through Neighbourhood Plans.

Proposals for supported housing should be approved where they are in locations that are highly accessible by pedestrians and wheelchair users, are well served by public transport, and would not result in an over-concentration of that type of residential accommodation in that location.

Policy HN5

SPECIALIST HOUSING

In addition to the overall housing target, a net increase of around 1,200 bed-spaces to help meet the accommodation needs of those who need specialist (C2) residential or nursing care will be supported in the Borough.

Policy HN6

ACCESSIBLE AND ADAPTABLE HOMES

Proposals for 11 or more new dwelling will be required, subject to viability, to provide:

- i. At least 60% of all new dwellings across market and affordable tenures that are built to Building Regulations Part M4(2) standards for accessible and adaptable dwellings, the delivery of which should be distributed across market and affordable tenures.
- ii. At least 5% of all new market dwellings that are capable of being readily adapted to the Building Regulations part M4(3) wheelchair accessible standard.
- iii. At least 10% of all new affordable dwellings that built to Building Regulations part M4(3) wheelchair accessible standard (or as subsequently amended).

Question 6

TARGETS FOR WHEELCHAIR ACCESSIBLE DWELLINGS

Do you consider that Policy HN6 should adopt higher targets for Category M4(3) dwellings across market and/or affordable tenures? If so, please explain why citing any data that supports the setting of higher targets within Milton Keynes.

Temporary accommodation

13.16 Milton Keynes has recently experienced a rise in the number of rough sleepers, homeless people and people and families who urgently require alternative accommodation. The ability of the Council to support these people and place them into suitable accommodation is coming under increasing pressure. Plan:MK could play a role in providing greater opportunities for supporting people in this situation.

13.17 One approach that could be considered is a criteria-based policy for the development of new temporary accommodation or the change of use of existing buildings to provide temporary accommodation. Matters such as location, accessibility, scale, co-location of supporting services and whether there would be on-site management in place could form part of such a policy.

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Question 7

TEMPORARY ACCOMMODATION

Do you consider that Plan:MK should adopt a policy to guide and support the provision of temporary accommodation to meet the needs arising from rough sleepers, homeless people and those who have an urgent requirement for alternative accommodation? If so, what criteria should this policy use to help consider such proposals?

HiMOs and student accommodation

13.18 The 2011 Census identified that there were 12,840 students aged 16 to 74 living in Milton Keynes in 2011, with others travelling into Milton Keynes to attend the two main institutions in the city: Milton Keynes College and the University Campus Milton Keynes associated with the University of Bedford. The total number of students makes up around 8% of the Milton Keynes population, but there are no halls of residence and most students are aged 16-18 and so mostly live with parents.

13.19 The MK2050 Commission identifies, as one of its 6 Big Projects for Milton Keynes, the establishment of an undergraduate university (MKIT) specialising in STEM subjects, preferably within Central Milton Keynes. Initial indications are that this proposal would generate a student body of around 10,000 students within 5 years of the university's establishment. There is likely to be a need to provide purpose built student accommodation to service a proportion or all of the students' accommodation needs within Central Milton Keynes on-campus, with the possibility of off-campus provision also being required.

13.20 HiMOs form an important part of the housing stock, providing a valuable supply of privately rented accommodation for a variety of households. Rents are generally cheaper than those charged for self-contained dwellings and are therefore usually one of the more affordable forms of accommodation within the private rented market. The SHMA indicates that there was a growth of 1,251 households (an increase from 806 to 2,057 households over the period between 2001 and 2011) living in multi-adult households. Changes in the Local Housing Allowance has meant that many more young people will only be able to afford shared housing, and this has further increased demand for housing such as HiMOs. As such, HiMOs are likely to be a continued (and possibly growing) part of housing supply to meet local needs, with increased pressure for the existing housing stock to be converted.

13.21 It is therefore considered appropriate for Plan:MK to include policies that will help to manage the growth and development of these two types of housing and accommodation.

Policy HN7

HOUSES IN MULTIPLE OCCUPATION

To maintain mixed, balanced, sustainable and inclusive communities proposals for Houses in Multiple Occupation will be approved where they would not create an over concentration of such accommodation resulting in an imbalance within local communities or other significant adverse impacts. Proposals should comply with the Council's Houses in Multiple Occupation Supplementary Planning Document.

Policy HN8

PURPOSE BUILT STUDENT ACCOMMODATION

Purpose built on-campus student accommodation to meet the demonstrated needs of higher education providers in the Borough will be supported where this is in accordance with a master-plan that has been approved by the Council. Off-campus purpose built student accommodation will be supported where it is highly accessible to a main university or college campus within the Borough by walking, cycling and public transport and provides sufficient on-site car parking. Development should not on its own, or cumulatively with other similar developments in the area, have a significant adverse impact on the amenity of residents and local communities, or on the character of the area.

13.22 The Council is seeking views on whether exemptions to the HiMO SPD on over concentration could be considered for proposals that consist of entire blocks or rows of properties being converted to HiMOs and therefore the impact on the amenity of neighbouring properties would be minimised or negligible.

Question 8

HiMO EXEMPTIONS

Do you consider that policy HN7 should allow for exemptions to HiMO proposals where it involves a change of use of entire blocks of (e.g. flats/apartments) or a complete row of houses within a street? Alternatively, do you think this could be achieved via a change to the adopted HiMO SPD? Please explain why or why not.

Loss of residential

13.23 A shortfall in meeting overall housing requirements could arise if net losses to the Borough's stock of dwellings and Gypsy and Traveller accommodation are allowed to take place. Even on a piecemeal basis, such net losses in the Borough could create additional development pressures elsewhere, and such losses will be resisted except in the circumstances set out in policy HN9.

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Policy HN9

LOSS AND CONVERSION OF RESIDENTIAL

A. Proposals which result in the loss of one or more dwellings through demolition or conversion should be approved where:

- i. There would be a net gain in the overall number of dwellings provided by the proposal; or
- ii. It can be demonstrated that the existing dwelling is significantly affected by adverse environmental conditions and there is no reasonable prospect that the impacts can be adequately mitigated to create a healthy living environment for existing or future occupants; or
- iii. The social, economic or environmental benefits of doing so are demonstrated to significantly outweigh the need to minimise net losses to the Borough's housing stock. In particular, significant weight will be attributed to maintaining the provision of wheelchair accessible and adaptable properties.

B. Any net loss of authorised permanent sites or a reduction in the number of authorised pitches for Gypsies and Travellers or plots for Travelling Showpeople will only be permitted where it can be robustly demonstrated that the overall need for sites or pitches/plots no longer exists.

Rural exception sites

13.24 A significant part of the Borough is rural in nature with a large number of smaller settlements and communities which, in accordance with the proposed spatial strategy would not be appropriate for the allocation of larger scale market developments, which would normally be expected to deliver a proportion of affordable homes. Nevertheless it is likely that there will continue to be a need for affordable homes in those communities.

13.25 There is therefore a need to provide the opportunity for those communities to be able to benefit from the provision of affordable homes on suitable small scale, rural exception sites if a local need is clearly identified and evidenced. The most suitable format for this need to be identified and exception sites to be planned is through the production of a neighbourhood plan.

13.26 In accordance with the NPPF consideration should also be given to the provision of a small proportion of market housing to provide flexibility and enable the opportunity for some cross-subsidy to facilitate the provision of additional affordable housing to meet local needs.

13.27 This policy will therefore allow for planning permission to be granted, in some cases, for affordable housing to meet local needs on sites outside the development limits of rural settlements, as an exception to normal planning policies, particularly where these are identified and supported through the preparation of a neighbourhood plan.

Policy HN10

RURAL EXCEPTION SITES

Proposals for small-scale “affordable” housing schemes to meet local rural needs should be approved for on exception sites in the following locations:

- i. Outside the development boundaries of villages as defined in the settlement hierarchy;
- ii. In smaller settlements where no limits of development have been defined in Plan:MK or a neighbourhood plan;
- iii. On sites identified through the preparation of a neighbourhood plan.

In each case, proposals should be approved where the Council is satisfied that:

- i. There is a demonstrable social or economic need for affordable housing for local residents which cannot be met in any other way and which can reasonably be expected to persist in the long term. An application will be required to be supported by an up to date housing need assessment which clearly demonstrates that there is a need arising from the settlement for the type, scale and tenure of the proposed affordable dwellings;
- ii. The size of the development and the number of dwellings proposed is appropriate to the scale of the community it is supporting;
- iii. The development is well-related to the existing pattern of development in the settlement and there is no detriment to the character of the village or the open countryside;
- iv. Suitably secure arrangements will be made to ensure the housing is reserved for local needs in perpetuity (This may need reviewing in light of the Housing and Planning Act (2016) in relation to the ‘Right to Buy’ issue).

The Council will also consider the provision of some market housing within a site to assist with scheme viability, if it can be demonstrated through open and transparent viability evidence that such housing would ensure the delivery of significant additional affordable homes to meet local needs.

Gypsies and Travellers, and Travelling Showpeople

13.28 The Council is required by the NPPF to meet the accommodation needs of Gypsies and Travellers, and Travelling Showpeople within Milton Keynes, developing a strategy that addresses any unmet need that is identified. The overarching aim is to ensure fair and equal treatment for travellers, in a way that facilitates their traditional and nomadic way of life while respecting the interests of the settled community. As part of the evidence

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base for Plan:MK the Council has had a Milton Keynes Gypsy and Traveller Accommodation Assessment (GTAA) prepared to provide an assessment of the current and future need for Gypsy and Traveller accommodation within the Borough.

13.29 There are currently two public Gypsy and Traveller sites within Milton Keynes which provide a total of 18 pitches (Calverton Lane: 12 pitches and Willen Road: 6 pitches), of which none are currently vacant.

13.30 The GTAA found that over the plan period 2016-2031, there is a requirement for 5 additional pitches to be provided to account for the need of gypsies and travellers, and an additional requirement of 13 pitches to account for the need of Non-Travelling Gypsies and Travellers (those who do not meet the *Planning Policy for Travellers Sites, 2015* (PPTS) new definition of Gypsies and Travellers). A Further requirement for an additional pitch was also identified for 'unknown' Gypsies and Travellers; those whose status under the new definition could not be determined.

13.31 In total, Plan:MK is therefore required to accommodate a further 19 households in culturally suitable housing for Gypsies and Travellers up to 2031.

13.32 Within Milton Keynes there remains a total of 12 further pitches allocated but yet to be provided, consisting of 8 pitches on a new site at Newton Leys and 4 additional pitches to be provided as part of an extension to the Calverton Lane site. With the retention of these existing allocations, Plan:MK will need to provide for an additional 7 pitches over the plan period.

13.33 Further work will need to be carried out to establish the most sustainable location(s) for these 7 pitches to be allocated. This will need to incorporate:

- a review of existing sites and allocations to see if any of them are capable of, and suitable for, extension;
- a call for sites;
- a review of suitability for sites within the proposed development areas allocated within Plan:MK.

Policy HN11

GYPSIES AND TRAVELLERS

A. Pitches at the following existing, developed and allocated Traveller sites will be safeguarded:

- Calverton Lane (12 existing pitches and 4 allocated pitches)
- Willen Road (6 existing pitches)
- Newton Leys (8 allocated pitches)

Proposals should be approved for an alternative use of a safeguarded site if an alternative, replacement site has been identified and developed to provide facilities of an equivalent or improved standard (including its location), or if sufficient evidence can be produced to show that there no longer remains a need for the site(s) to be retained for Gypsy and Traveller use.

To accommodate the full identified need of 19 pitches for the period up to 2031, Plan:MK will make provision for 7 new pitches to be allocated. Dependant on the outcome of further work to be carried out, these pitches will come forward via:

- i. Extensions to existing developed or allocated sites;
- ii. New sites identified through a call for sites
- iii. New site(s) located within proposed development areas allocated through Plan:MK.

Any new, or extension to existing, Gypsy and Traveller sites granted planning permission shall also be safeguarded for such use.

B. New permanent, Gypsy and Traveller sites, and extensions to existing sites, including transit sites, will be permitted provided:

- i. The number of new pitches on an individual site is limited to no more than 8;
- ii. A genuine need for the site or extension has been demonstrated;
- iii. The site is reasonably accessible to shops, schools, health and other local services and community facilities;
- iv. Sites must be well related to the primary road network and have adequate road access;
- v. The site is compatible with neighbouring land uses, and minimise impact on adjacent uses, built form and landscape character;
- vi. There is space within the site for the provision of essential facilities, including parking, and landscaping;
- vii. The development would not be prominent from public vantage points;

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- viii. The site is not within an Area of Attractive Landscape;
- ix. The site would not affect a site of nature conservation interest.

Travelling Showpeople

13.34 The GTAA found that there were currently no Travelling Showpeople yards located within Milton Keynes and that subsequently no additional need has been identified.

13.35 Plan:MK therefore proposes no allocations of plots for Travelling Showpeople, however provides Policy HN12 'TRAVELLING SHOWPEOPLE' to assess any proposals for new sites which may come forward during the plan period.

Policy HN12

TRAVELLING SHOWPEOPLE

New sites for travelling showpeople should be approved if they satisfy all of the following criteria:

- i. A genuine need for the site has been demonstrated;
- ii. The site is reasonably accessible to shops, schools, health and other local services and community facilities;
- iii. The site has convenient and safe access to the primary road network for both domestic traffic and fairground vehicles and equipment;
- iv. The site is compatible with neighbouring land uses, and minimises impact on adjacent uses, built form and landscape character;
- v. There is space within the site for the provision of essential facilities including parking, and landscaping;
- vi. The site is not within an Area of Attractive Landscape;
- vii. The development would not be prominent from public vantage points and equipment storage areas in particular should be well screened;
- viii. The site would not affect a site of nature conservation interest.

14 Culture and Community

Introduction

14.1 National policy emphasises the need for local authorities to plan for healthy and inclusive communities. (NPPF Section 8: Promoting healthy communities). Community, leisure and cultural facilities make a vital contribution to the social and economic life of a community, particularly in rural areas. They are often especially important to elderly people and those who do not have easy access to transport. Access to a range of community facilities provides significant benefits including promoting health and wellbeing, facilitating social inclusion and encouraging education and learning.

14.2 The loss of such facilities through redevelopment and change of use is detrimental to the fabric of communities and should be resisted. Population growth and demographic change places additional demands on provision and the needs associated with growth need to be planned for.

Culture

14.3 Arts and Culture within Milton Keynes are integral to the city's success as a new town; a place that welcomes and excites people to live, work and visit. The cultural offer has been built into the fabric of Milton Keynes through the vision of the Milton Keynes Development Corporation which placed artists in communities, secured community buildings as cultural venues and commissioned public art as development took place.

14.4 Quality of life and the contribution that culture makes to maintaining health and wellbeing, has been recognised across leisure, sports and mental health agendas.

14.5 The cultural offer of the city needs to strengthen and diversify to align with growth and city ambitions to help raise the profile of Milton Keynes, attract people to live and work here, and secure inward investment and visitors. This will enable Milton Keynes to be a leading European cultural destination.

14.6 One of the NPPF's 12 key planning principles for creating sustainable developments is that planning should *"take account of and support local strategies to improve health, social and cultural wellbeing for all, and deliver sufficient community and cultural facilities and services to meet local needs"*.

14.7 The NPPF goes on to say that Local Planning Authorities should plan positively for the provision and use of shared space, community facilities and other local services, as part of delivering the social, recreational and cultural services and facilities that a community needs (paragraph 70).

14.8 This statement underpins that cultural wellbeing should be embedded in the planning of place, considering the cultural needs and reflecting the diversity of new communities to ensure that places thrive and prosper.

14.9 Local Strategy and Vision: In 2014 Milton Keynes Council refreshed its Cultural Statement and Vision which is the guiding principle to a suite of strategies: Arts and Public Art Strategy, Heritage Museums and Archives Strategy and Sports and Active Communities Strategy.

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14.10 Milton Keynes Cultural Statement: 'Culture in Milton Keynes is a term that means different things to different people. We believe that cultural participation is where people of all backgrounds come together with shared interests and passions. Together with the environment in which cultural activities take place, culture includes all the things that define our lives, connect our communities and represent the values we pass on to other generations.'

14.11 These strategies provide a comprehensive framework for the future development of the cultural offer of the city to meet the needs of the diverse and growing population and raise the profile of Milton Keynes.

14.12 Milton Keynes - The Creative and Cultured City: Improving the cultural offer of the city is one of the six projects in the MK Futures 2050 report, Make a Great City Greater. This project highlights that with increased city to city competition, having a vibrant cultural offer, a place that is perceived as open, tolerant and a creative place will help it thrive. It will help to attract business investments, a skilled workforce and make it a place people want to live in and contribute to.

14.13 Public Art: Public Art has played an important role in creating the character and visual qualities of Milton Keynes, enriching the environment and improving the overall quality of space, establishing an identity, creating inward investment and providing access to contemporary visual arts and culture for inhabitants and visitors. Milton Keynes is committed to continuing its policy of encouraging high quality urban design by involving artists in the planning and development of buildings and landscapes.

14.14 Milton Keynes invites the vision, creativity and skills of artists, to engage people freely with place, in a well-considered way. Each new art commission is devised in response to the heritage and unique character of a specific location; responding to a specific community and engaging that community in the process (whether that be a community defined geographically or by a shared interest); and that is created by an artist specifically for the site and in answer to the requirements of an agreed brief. The public art programme sets out to:

- Achieve world-class artworks appropriate to a city with aspirations to be a Creative and Cultured City
- Maintains Milton Keynes' reputation as a great place to work as an artist, attracting the best talent to our projects.
- Empowers the general public to participate in the commissioning process, through high-quality engagement and consultation activities.
- Supports those artists based locally to play a full role in public art commissioning for Milton Keynes.
- Manage and maintain the existing public art collection, continually celebrating artworks whilst building up the portfolio of pieces

14.15 New neighbourhoods benefit significantly from public art when it is provided alongside a programme of events. Public art projects provide the community with the opportunity to work with an artist to meet, explore their heritage, identity and aspirations whilst informing the creation of artworks and activities.

14.16 Milton Keynes has an extensive, important and unique collection of public art with many of the most important works forming part of Arts and Heritage trails around the Borough.

14.17 Engagement with public art and arts programme is also driven forwards by a thriving voluntary and professional arts sector which offers residents many opportunities to take part in a wide range of arts and cultural activities.

14.18 Ixia, The public art think tank which provides guidance on the role of public art defines public art as three types of activity:

- Art in public places, for example permanent artworks like the Angel of the North or temporary interventions as part of a series or festival;
- Art as public space, when artist collaborate with design and other professionals and members of the public on the function and design of buildings and spaces; and
- Socially-engaged practice, when the involvement of individual members of the public or specific group is at the centre of the artist's work

14.19 Milton Keynes aims to commission a mixture of cultural and creative activity and artwork in line with its Arts & Public Art Strategy, including:

- temporary installations such as shorts term installations, events and creative interventions in the landscape.
- permanent artworks bespoke to place which create landmark features, focal points and identity, contributing to place making.
- Artist in residencies where the community engages with an artist to explore their place and create permanent or temporary outputs.
- Long term creative programmes with engagement activities which spread over the development period to enable both first and later arrivals to take part.

Policy CC1

PERCENT FOR ART

The provision of public art and cultural activity can not only enhance the environment but also create a wide variety of other important benefits such as:

- Improving the quality of life for local people
- Creating a local distinctiveness and a sense of place
- Enriching the cultural life of Milton Keynes and raise its profile
- Providing a focus and stimulus for tourism

At least 0.5% of the capital cost of a new development should, subject to viability, be allocated towards cultural wellbeing, including public art, that enhance the cultural offer and appearance of the development and its surroundings.

14 . Culture and Community

Statement CC1

Culture

Milton Keynes Council is developing a Cultural Policy which will ensure the aspirations of MK Futures 2050 Creative and Cultured City, Cultural Wellbeing and growth needs are met. This policy will be developed by both cultural and planning officers and once adopted will offer further clarity on the city's cultural planning requirements.

Community Facilities

14.20 "Community facilities" covers the wide range of facilities and services required by any community. It includes education, health and community care, multi functional sport and community buildings, meeting halls, libraries, places of worship, burial grounds and emergency services.

14.21 A network of high quality sport and community facilities serving the needs of the population can, amongst others, make a significant contribution helping people to build physical activity and social interaction into their everyday lives by ensuring the right facilities in the right place.

14.22 Community facilities are integral to the learning environment for people of all ages. Many community centre buildings offer nursery provision for 2-4 year olds, in multi-purpose settings that are used for other community related activities in the evenings and at weekends. Additionally, sports and community facilities contribute to the transition from school sport to community clubs - developing seamless pathways between the school setting and professional / community clubs allowing young people to participate at their chosen level and reach their potential.

14.23 Milton Keynes Council has a strategic responsibility to provide "a comprehensive and efficient" public library service for all people working, living or studying full time in the area. This is a requirement under the Public Libraries and Museums Act 1964. In meeting this responsibility, the Council must ensure that adults and children make full use of the service as well as lending books and other printed material free of charge. Libraries are recognised for the important part that they play as community hubs.

14.24 The pressure on libraries, and the expectations of communities for libraries to be available at times and in a form that is accessible to all will continue to grow. Whilst there are no prescribed standards for libraries, Local Authorities are required to not only provide but to also maintain libraries to meet the needs of the communities that they serve. Where this additional pressure is caused by new housing growth it is expected that contributions should be made to ensure that Milton Keynes meets its statutory responsibilities

Location of Community Facilities

14.25 Some community facilities are best located in or adjacent to shopping centres. Residential facilities are likely to produce less traffic, noise and other problems and often require a relatively quiet location for their occupants.

Policy CC2

LOCATION OF COMMUNITY FACILITIES

Planning permission will be granted for:

1. Non-residential community facilities within, or adjacent to Central Milton Keynes, town, district and local centres.
2. Residential community facilities within housing areas preferably in locations well related to local centres.

Proposals will need to show that buildings are designed to be adaptable for multi-use.

Protection of Community Facilities

14.26 New proposals may be submitted which seek to replace community facilities with other forms of development, particularly where the facilities are regarded as surplus to requirements. The Council will need to be satisfied that there is no longer a need for the building or site in any form of community use, or that an acceptable facility can be quickly provided elsewhere.

14.27 An acceptable facility is one at least equivalent - in terms of size, function, adaptability and accessibility - to that existing, which meets the needs of the local community. To ensure the timely provision of a replacement facility, the Council may impose a condition on the planning permission or seek an obligation for the facility to be made available at the same time as the occupation of any associated development.

14.28 Proposals for the change of use of land currently used for education purposes will need to be accompanied by a statement from the Schools Sufficiency and Access Team in the Children and Families department setting out how the proposals will improve Milton Keynes schools and that there will be other community benefits. Examples of compensating community benefit could include:

- school classrooms improved so that they are able to be used after school for the purposes of life long learning;
- school sports facilities improved so that they can be used by the local community;
- provision of facilities to meet local community needs, to compensate for the loss of a school.

14 . Culture and Community

Policy CC3

PROTECTION OF COMMUNITY FACILITIES

Proposals that involve the loss of an existing community facility or the loss of a site allocated for such a purpose, will only be supported where:

1. There is no longer a need for the facility for any type of community use, or
2. An acceptable alternative facility can be provided elsewhere.

Where surplus education land is identified, planning permission will be granted for other uses provided it can be demonstrated that:

1. The income from the sale of the land will be reinvested to secure improvements to Milton Keynes schools and;
2. The proposed development will include the provision of facilities for the local community where there is a proven need for such provision locally and it fairly and reasonably relates to the development proposed.

New Community Facilities

14.29 Community facilities are an important focus for community activities, particularly in newly developed areas and may be sought as a part of a package relating to new development. Facilities should be located as centrally as possible to the areas they will serve, to maximise access for pedestrians and cyclists and encourage the use of public transport. Community centres or meeting halls should be designed as multi-use buildings, either freestanding or integrated with other facilities. New indoor leisure facilities may also have some potential for use for community activities.

Statement CC2

New Community Facilities

Milton Keynes Council intends to include a policy which seeks to permit development proposals where they:

- Retain and maintain existing facilities which are valued by the community;
- Improve the quality and capacity of facilities valued by the community;

Proposed developments should also contribute to the provision of new or improved community, sport, leisure and cultural facilities in a way which is proportionate to the scale of the proposed development.

The Council will identify standards for the delivery of new facilities in its emerging Planning Obligations SPD and through the Local Investment Plan. We will also work with other service providers on the wider use of buildings and co-location of services.

Childcare Facilities

14.30 Childcare facilities can take a variety of forms - a purpose-built building, a child-minder's house, a converted house, a parent's workplace, and in schools and meeting halls. The purpose of this policy is to ensure such developments do not cause unacceptable levels of car parking, noise and disturbance to occupiers of neighbouring residential properties.

Policy CC4

CHILDCARE FACILITIES

Planning permission will be granted for crèche, nursery and similar childcare facilities if they are consistent with the detailed policy guidance in Appendix CC4.

Burial and Memorial Grounds

14.31 Many existing cemeteries in the City are nearly full. The Council also recognises that there is a shortage of burial spaces in the settlements outside the City. In addition, as the local population ages, demand for new burial grounds will increase. The Council needs to make further provision for burial grounds and associated facilities for funeral parties and visitors. There is a particular demand for burial space from ethnic and religious groups, which is likely to increase in the future.

14.32 Proposals for new cemeteries in the open countryside to serve the rural settlements should be small scale (no larger than 0.4ha) and should not have an unacceptable impact on the character of the surrounding countryside.

14.33 Whilst the demand for traditional burial continues, there is now a slowly developing demand for natural or "green" burial. This involves environmentally friendly burial where the coffins are biodegradable and trees and/or wild flowers are planted by graves instead of headstones. Locations which would be considered appropriate for green burial would include city parkland and informal open space and the open countryside, subject to meeting the criteria in Policy CC5 below. However, some areas of City parkland will not be suitable for this use, for example, where it lies in a flood plain or has nature conservation or archaeological value.

14.34 Planning permission will be required for proposals for burial or memorial grounds outside existing churchyards or cemeteries where they involve:

- the marking out and/or disturbance of any land to provide parking and visitor facilities
- the widespread and frequent use of mechanical diggers

14.35 Burial grounds should preferably be accessible by public transport.

14 . Culture and Community

Policy CC5

BURIAL AND MEMORIAL GROUNDS

Planning permission for the use of land as a burial / memorial ground or “green” burial / memorial ground will be granted providing that:

1. The site is accessible by public transport
2. Surface water drainage is adequate and there is no threat to groundwater quality
3. The proposal would not have an adverse impact on the surrounding landscape
4. The proposal includes a land management and maintenance programme

Reserve Sites

14.36 “Reserve Sites” is the term used to describe small sites in residential housing areas that are left undeveloped to accommodate unforeseen local needs. There is a range of uses to which these sites can be put - e.g. sheltered housing, hostels, meeting places, health centres, dental surgeries, workshops places of worship extensions to schools and local shops.

Question CC1

Reserve Sites

Milton Keynes Council intends to review its approach to the provision of Reserve Sites in new developments. The review will consider:

- standards of provision;
- mechanisms for the release of Reserve Sites and
- mechanisms for allowing sites to be used for alternative uses after a certain point in time.

The review will be undertaken in conjunction with the review of the Local Investment Plan and the preparation of the Planning Obligations SPD.

We are seeking views on the above approach, especially standards of provision and mechanisms for the release of sites and their alternative use.

Education and Health

14.37 Over the Plan period, increased levels of provision of essential facilities and services will be required to support growth and development. These essential facilities and services include:

- Education - early years, primary, secondary and post 16 education;
- Health - primary care (including GPs), acute and mental health care and
- Emergency services - Fire, Police and Ambulance.

14.38 The scale and range of this provision will need to be appropriate to the level of demand generated by development, and should address the specific needs of different groups of people. The timely delivery of services and facilities will be important to ensure that growth can be delivered in a sustainable way.

14.39 Provision of primary care and acute health facilities will be co-ordinated through joint working with NHS England and the Clinical Commissioning Group (CCG). Acute health provision in the Milton Keynes area is currently under review through the NHS Sustainable Transformation Programme (STP) which is considering the future of hospital services in Milton Keynes, Bedford and Luton. The outcome of this work will therefore need to be reflected in the next version of Plan:MK.

Education

14.40 Early years, primary and secondary education - the issues: Education has a central role in the successful delivery of the growth agenda and a prosperous Borough. The provision of high quality facilities to create a world class learning environment will be as important as the overall level of education provision.

14.41 The Council has a legal duty to secure sufficient early years education, primary and secondary school places. In recent years, changes to legislation have meant that Councils have increasingly become commissioners of school places, rather than providers with an increasing number of schools becoming self-governing. Despite the current diversity of the school system, including the more recent addition of non-maintained academies and free schools, the Council continues to be responsible for ensuring that every child living in Milton Keynes is able to access a school place.

14.42 The Council's School Place Planning: Forward View 2016-17 identifies that as a result of significant demographic growth and despite significant capital investment in numerous schemes over each of the past few years, there remains a projected shortage of school place provision in a number of areas across the Borough. The Framework sets out the local approach for working with the market to address these gaps, and lists the areas and schemes where we are already securing additional places.

14.43 In the future, Milton Keynes Council expects that all new school provision will be provided through the central 'Wave' process. This is whereby an academy trust can approach the Department for Education (DfE) and the Education Funding Agency (EFA) direct with an area of demand and, if successful with their bid, have the schools delivered directly by the DfE/EFA in conjunction with Milton Keynes Council's Capital Development Team for them to run. The Council's School Place Planning: Forward View Framework 2016-2017 will be produced in February 2017 and will, in conjunction with Plan:MK, provide a comprehensive picture of future school place demand in the area.

14.44 MK Futures 2050 Commission Report: The MK Futures 2050 Commission highlights three key concerns for the future of Milton Keynes, two these three relate to educational attainment and provision - *"We are particularly concerned about three challenges. First, the resident workforce is less qualified than in many other communities, and educational attainments are below national averages at GCSE and A levels. Second, there is a need for a new strong university in the city"*

14.45 The Commission's report refers to the Government Office for Science's recent Foresight report, "Future of Cities: An Overview of the Evidence". The Foresight report highlights the importance of a city's human capital in driving economic performance:

14 . Culture and Community

“Evidence indicates that between 1994 and 2005, a third of the UK’s economic growth was considered to be a result of the expansion of higher education. Universities play an intrinsic role in the UK economy, supporting economic growth and contributing to regional growth by increasing skills, supporting innovation, and attracting investment and talent. In the UK, 60% or more of growth is generated by those with tertiary education”.

Policy CC6

PROVISION OF NEW SCHOOLS - PLANNING CONSIDERATIONS

Proposals for the upgrading and expansion of existing schools and development of new schools in locations where additional provision is required will be supported subject to the criteria below.

Proposals for new schools should:

- Have safe access by cycle and walking as well as by car.
- Have safe drop-off and pick-up provision.
- Provide outdoor facilities for sport and recreation.
- Avoid conflict with adjoining uses.

Provision of new schools - site size

14.46 Experience of providing new schools in the urban expansion areas has shown that demand and pupil yields have been greater than originally predicted. Therefore, when providing new schools it will be important to ensure that the site provided is capable of accommodating a future expansion.

Policy CC7

PROVISION OF NEW SCHOOLS - SITE SIZE

The site size requirement for new school sites are:

- For new primary schools, as a minimum, the school needs to provide for an initial intake of 60 pupils per year group, and be on a site capable of allowing the school to be extended to 90 per year group. A minimum site size of 2.1 hectares will be required , with the site to be level and of a regular shape.
- For new secondary schools, as a minimum, the school needs to provide for an initial intake of 150 pupils per year group, and be on a site capable of allowing the school to be extended to 240 per year group. A minimum site size of 7.34 hectares will be required, with the site to be generally level and of a regular shape.

Reserve sites to enable future school expansion

14.47 As noted above, local experience in Milton Keynes, particularly on the Eastern and Western Expansion Areas, has been that due to the delay in bringing forward large strategic sites, the pupil yield for the area can increase between the time that the development is first planned and its eventual completion. This has seen the situation arise, whereby the planned school provision in the expansion areas has not been sufficient to meet the demand arising once the development is underway.

14.48 Furthermore, natural changes in household size and composition in mature residential areas can lead to significant changes in the pupil yield for an area.

14.49 In order to future-proof the development of new strategic sites to ensure that the new schools will have sufficient capacity to meet the need arising from the development, Milton Keynes Council intends to consider the need to safeguard reserve sites adjacent to sites allocated for schools. Work is underway to identify the optimum size of reserve sites for new schools.

Question CC2

Reserve sites to enable school expansion

As part of the work identified in Statement CC3 (Reserve Sites) above, Milton Keynes Council is considering a policy to allocate reserve sites adjacent to school sites in new development areas, or in areas subject to significant redevelopment in order to ensure that there is sufficient land available to allow for the future expansion of new and existing schools.

We are keen to receive views on the proposal to include a policy requiring provision of reserve sites to allow for future school expansion.

For how long should such school reserve sites be retained? The preferred approach would be to retain them for 10 years and, if not required after that period, that they should be made available for alternative uses, with the preference being for community facilities.

Reserve sites need to be of a size able to accommodate the additional footprint of a building, plus external space/ sports provision and car parking as well as being level and of a regular shape. What size of site would be appropriate?

Further and Higher Education

14.50 Milton Keynes is currently home to a number of educational establishments beyond the school system. These include the Milton Keynes College, the Open University, The University Campus MK of University of Bedford and Buckingham University who are located with Milton Keynes General Hospital.

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14.51 The MK Futures 2050 Commission, in their report 'Making a Great City Greater', recognised the long-established ambition to create a substantial university in CMK and recommended the establishment of a new university for Milton Keynes. This would be designed as a technology-focused university for the 21st century, aiming for a student body of around 10,000 FTE (full-time equivalent) students drawn from local, national and international markets. The new university should capitalise on the city's history as the home of modern computing and as an internationally renowned case study of new town development, urban design and Smart City initiatives. The new university would offer new ways of teaching and learning, and will have excellent links with business so that its graduates are amongst the most employable in Europe, helping to maintain the competitiveness of the Milton Keynes economy.

14.52 As part of the MK Futures 2050 Programme, the Council is working with Cranfield University to prepare a Business Case for the new university to be completed in Spring 2017, with the hope of the first student intake in around five years' time. It is proposed that the new university will have a significant presence in the city centre so its land requirements are being fed into the Renaissance CMK project and are likely to include supporting and ancillary development (for example, student accommodation, hotel and conferencing facilities). It is expected therefore that the Final Draft Plan:MK will include a policy that proposes an allocation for a Central Milton Keynes site for the new university and any spatial or planning-related principles relating to its delivery.

14.53 In terms of Higher Education, the Government's Higher Education Bill is still going through Parliament and, once enacted, the implications of this piece of legislation for planning policy in Milton Keynes will need to be considered.

Policy CC8

FURTHER AND HIGHER EDUCATION PROVISION

The development and expansion of Milton Keynes' Universities (the University Campus MK, the Open University, and a new university) and the Borough's Further Education Colleges will be supported.

Links between the Universities and other research and development establishments will also be promoted.

The development of a site for a campus and student accommodation for a new university in Central Milton Keynes will be supported.

Health and Wellbeing

14.54 The need to ensure that the delivery of essential health facilities is referred to at the start of this section. In addition to helping to deliver the physical infrastructure, planning can play a key role in providing access to a healthier environment by ensuring high quality development and the protection, enhancement and increased accessibility to open spaces. It can also assist in delivering new or improved health facilities.

14.55 Although planning is not the sole solution it is an integral part of it. The provision of an environment that allows people to participate in physical activity such as walking and cycling is of paramount importance. Active travel that encourages access to local employment can have real public health outcomes. Planning can also contribute to closing the gap with reference to life expectancy, health inequality and health inequity, such as the provision of affordable homes and developments that encourage healthy choices.

Delivery of health facilities in new development

14.56 The planning and delivery of new primary care services is undertaken in conjunction with the Milton Keynes Clinical Commissioning Group (CCG) and NHS England.

14.57 Contributions are sought from new development for improvements to primary and acute health facilities. Work is currently underway on a new Planning Obligations supplementary planning guidance document, to be published for consultation in 2017, and this will identify the level of planning obligations that will be sought. The review of the Local Investment Plan will also need to consider the need for and delivery of new infrastructure.

14.58 Health impact assessments: A key role for the Local Plan is to provide for development in a way that supports and encourages active and healthy lifestyles.

14.59 Health Impact Assessment (HIA) is a method of considering the positive and negative impacts of development on the health of different groups in the population, in order to enhance the benefits and minimise any risks to health. To ensure that new developments have a positive impact on the health and wellbeing of new and existing residents the Council intends to include a policy that will require an HIA of development proposals to a level of detail appropriate to its scale and nature. It is recognised that HIAs are most effective for large scale developments and therefore for developments of less than 100 dwellings or 5,000 m² the Council will accept less detailed assessments.

14.60 Detailed guidance on how this policy will be implemented will be provided in a Supplementary Planning Document.

14 . Culture and Community

Policy CC9

HEALTH FACILITIES

Development proposals will only be permitted where they provide or improve essential facilities and services required to serve the scale of development proposed.

Development proposals which would be detrimental to or result in the loss of essential facilities and services that meet community needs and support well-being will only be permitted where it can be clearly demonstrated that:

1. The service or facility is no longer needed; or
2. It is demonstrated that it is no longer practical, desirable or viable to retain them; or
3. The proposals will provide sufficient community benefit to outweigh the loss of the existing facility or service

Proposals for new facilities will be supported where they will meet an identified local need. The Council will work positively with local communities and support proposals to retain, improve or re-use essential facilities and services, including those set out in Neighbourhood Plans or Development Orders including Community Right to Build Orders, along with appropriate supporting development which may make such provision economically viable.

Statement CC3

Delivery of health facilities in new development

Further work is underway with NHS England and the CCG to understand what is required and the delivery model. This, together with the outcome of the STP will inform the Local Investment Plan and the next version of Plan:MK.

The Council also intends to include a policy that would require all Use Class C2 developments and Use Class C3 residential development in excess of 50 units to prepare a Health Impact Assessment, which will measure wider impact upon healthy living and the demands that are placed upon the capacity of health services and facilities arising from the development. Further guidance on how this policy will be implemented will be provided in a Supplementary Planning Document.

Promoting Healthy Communities

14.61 The Milton Keynes Joint Health and Wellbeing Strategy, 2015-2018 ⁽³⁰⁾ recognises that the overall health of the Milton Keynes population demonstrates a need for improvement with a higher demand in the areas of greatest deprivation. Statistics indicate that life expectancy within the most deprived areas of our communities is more than 5 years lower than in the more affluent areas of Milton Keynes.

30 [Health and Wellbeing Strategy](#)

14.62 Health in Milton Keynes indicates that overall health is poorer than the national average compared to other areas with similar levels of deprivation. The design of Milton Keynes, its community spaces, its roads and paths, and its homes has a significant impact on health of young and old alike. The challenge is how to encourage people to live more active lifestyles by taking advantage of the extensive network of open spaces, linear parks and redways and to design new developments to build on these opportunities.

14.63 The Health and Wellbeing Strategy identifies the following issues:

- Too many children have a poor start to life and suffer health problems, almost a third of year 6 pupils are overweight or obese and rates of admissions for lower respiratory tract infection among children have been higher than the England average.
- Life expectancy, whilst it has improved over the past decade, remains half a year below the national average for England for both men and women and far too many people's lives continue to be shortened because of smoking, excessive drinking, unhealthy eating and physical inactivity.
- Mental health problems affect people of all ages. Approximately 26,000 of our residents are thought to have a mental health disorder and over 11,000 have two or more mental health disorders. Among older people the most common problems we see are depression and anxiety.
- The city's environment could contribute more to healthy outcomes. Within Milton Keynes, there is a high quantity of car users and low levels of cycling. There is a risk that increasing the number of houses will lead to increased levels of car travel which could impact on air quality and noise levels.
- In Milton Keynes over 5,000 households are thought to be in fuel poverty.
- By the end of 2013/2014 the Council had accepted a full duty to 515 homeless households, compared to 84 in 2009/10.

14 . Culture and Community

Policy CC10

PROMOTING HEALTHY COMMUNITIES

Milton Keynes Council is committed to reducing health inequalities, increasing life expectancy and improving quality of life by:

- Helping to tackle obesity and reduce the levels of physical inactivity through the provision of adequate playing pitches, parks and open spaces, new and existing sports and active recreation facilities that are accessible to all.
- Creating and enhancing cycling and walking networks and their environs such as maintaining and extending the redway network into new developments, and supporting the network of local centres.
- Securing good design that promotes walking and cycling.
- Seeking to improve air quality and reduce noise by locating and designing pollution generating land uses and roads to avoid adverse impacts on sensitive land uses, and securing necessary mitigation measures to make development acceptable.
- Providing good quality and well-designed housing.
- Securing the provision of fully staffed health care facilities and new community facilities especially within local centres, that are necessary to support new and existing communities.
- Creating safe residential environments and addressing the fear of crime.
- Improving road safety.

Hot food takeaways

14.64 The NPPF identifies that the planning system can play an important role in creating healthy, inclusive communities (paragraph 69). In drawing up local plans, local planning authorities should pursue policies to support the vitality and viability of town centres (paragraph 23) and deliver social, recreational and cultural facilities and services the community needs (paragraph 70). Planning policies and decisions should take account of and support local strategies to improve health and wellbeing for all (paragraph 17). When preparing local plans, local planning authorities should work with public health officers and health organisations to understand and take account of the health status and needs of the local population and the barriers to improving health and well-being (paragraph 171).

14.65 A report on the implications for spatial planning arising from the Marmot Review noted that deprived areas could particularly benefit from policies which aim to improve availability of healthier food options and better access to shopping facilities, coupled with planning restrictions to control the density of fast food outlets.

14.66 Guidance in May 2011 from the National Institute for Health and Clinical Excellence (NICE) recommends that local planning authorities regulate the number of takeaways and other food retail outlets in specific areas (for example, within walking distance of schools) and regulate the opening hours of outlets, particularly those near schools that specialise in foods high in fat, salt or sugar.

14.67 In Milton Keynes, the prevalence of overweight and obesity in children is measured annually via the National Child Measurement Programme (NCMP). The latest data from 2014-15 shows that 33.9% of Year 6 children attending schools in MK are overweight or obese compared to the England average of 33.2% but the prevalence of overweight and obesity for this age range in Milton Keynes has been rising steadily over the last three years and is over the national average for the last two years.

14.68 In Reception (ages 4-5), 22% of Milton Keynes children are overweight or obese compared to England average of 21.9%, there has been a reduction in MK since 2009/10 where levels peaked at 23.1% (Public Health England; National Child Measurement Programme 2014/15).

14.69 In Milton Keynes it is also evident that obesity doubles from Year R to Year 6 therefore, children are starting secondary schools more obese. This adds to the need to limit access to takeaways around secondary schools (Public Health England; National Child Measurement Programme 2014/15).

Statement 1

Hot food takeaways

The Council intends to prepare a policy that will restrict the proliferation of hot food takeaways and fast food establishments around primary and secondary schools as part of and in support of the wider initiative by Public Heath Milton Keynes to improve the health and well-being of the population.

The policy could include the following requirements:

- To produce a fast food outlets supplementary planning guidance document
- Apply an 'exclusion zone' for hot food takeaways around schools in Milton Keynes. A 'buffer zone' set at 400m from both secondary and primary schools is equivalent to a five-minute walk and it is widely used across the country.

15 . Connectivity

15 Connectivity

15.1 This chapter of Plan:MK sets out a number of policies including; A sustainable transport network, walking and cycling, public transport, low emission vehicles, freight, the grid network and digital communications.

15.2 The term 'connectivity' in the context of Plan:MK, describes how well different places are connected to each other by a variety of means of transportation (e.g. car, buses, trains, walking and cycling) and also the use of digital communications. How well places are connected is essential to creating and maintaining healthy, vibrant and liveable places.

15.3 Transport connectivity impacts on how we travel and where we go on a daily basis. A well-connected transportation network enables accessibility within and between places, and gives choice for routes of travel. It can also improve health by providing walking and cycling routes and allowing access to health facilities.

15.4 Milton Keynes Transport Vision and Strategy LTP3 (2011 to 2031) describes the main methods of transport connectivity as the M1, West Coast Main Line, Freight, Junction 14, Cranfield Airport, Bedford and Milton Keynes Canal and bus. Two new national infrastructure projects have the potential to increase connectivity in Milton Keynes, these include East West Rail (EWR) and the Oxford to Cambridge Expressway. In addition, the implementation of High Speed 2 will take the pressure off the West Coast Main Line and direct services to London, London Gatwick Airport, Liverpool, Manchester, Central Lancashire, North Wales, and Scotland. And higher frequency services to Birmingham New Street and Birmingham International Airport.

15.5 Digital communications are vital for economic growth, and supporting an inclusive society by connecting urban and rural communities.

Sustainable Transport Network

15.6 The National Planning Policy Framework (paragraphs 29-41) states that planning policies should 'actively manage patterns of growth to make the fullest possible use of public transport, walking and cycling and focus significant development in locations which are or can be made sustainable'.

15.7 Milton Keynes has a very varied character ranging from Central Milton Keynes to rural areas, coinciding with this there is a very variable access to public transport, walking and cycling opportunities.

15.8 The MK Futures 2050 Strategy includes a central driver that Milton Keynes must offer sustainable mobility for all, and aspires to a new vision of an extremely accessible city, underpinned by shared smart mobility for all with a transition plan to facilitate changes.

The Issues

15.9 The Milton Keynes Transport and Vision Strategy LTP3 (2011-2031) highlights the various challenges including:

- The heavy reliance on the use of cars in MK for meeting transport demand, also the Milton Keynes Parking Standards report (January 2016) states that car ownership in Milton Keynes is higher than the national average.
- Over capacity issues on sections of the M1 between Northampton and Luton, and also causes severance within the region impeding east-west movements.
- The West Coast Main Line between London and West Midlands is effectively full over key sections, with forecast demand expected to rise.
- The dispersed residential and employment locations in the district makes it difficult to provide a public transport network that links employment areas with residential and other locations.
- Public transport services are not seen by residents as an attractive alternative to the car, as cheap car parking, multi-destination journeys and urban form influences residents to use the private car to travel. Bus reliability is also an issue due to congested routes at peak times, poor quality information and perceived service quality do not make the bus an attractive transport choice.

The Opportunities

15.10 The Milton Keynes Public transport, Cycling and Walking and Smarter Choices Strategies contain interventions aimed at encouraging individuals to choose more sustainable transport modes, for example bus, coach, rail, taxi and private hire, community transport, car sharing, walking, and cycling. These interventions aim to improve the accessibility of all residents, workers and visitors to key services and employment opportunities, with a particular focus on Central Milton Keynes, town and district centres, rural areas, and strategic urban extensions and large new developments.

15.11 The Cambridge Milton Keynes Oxford Interim Report produced by the National Infrastructure Commission, states that the Cambridge-Milton Keynes-Oxford corridor faces a chronic under supply of homes made worse by poor east-west connectivity. And that planning for East West Rail and the Oxford-Cambridge Expressway should be taken forward urgently to provide the foundations for the corridor's long-term prosperity.

15.12 The East West Rail project aims to provide a new east-west orbital route, linking between Reading, Didcot, Oxford, Bicester, Aylesbury, Milton Keynes, Bedford, Cambridge, Norwich and Ipswich. Phase 2, Bicester - Aylesbury - Milton Keynes is planned for an opening of services by 2024. An upgrade of the A421 for an Oxford to Cambridge Expressway has the potential to provide improved east/west connections, by creating a high quality link between Oxford and Cambridge, via Milton Keynes and Bedford.

15.13 Regeneration MK is the Council's regeneration programme focusing on making positive and long lasting difference for people and families in Milton Keynes. These regeneration schemes need excellent links to existing transport and infrastructure hubs and links, to sustainable development and promote low carbon consumption.

15 . Connectivity

The Draft Strategy

15.14 Recognising that there is a need to manage the growth in car travel, Plan:MK has the potential to widen sustainable transport choices and encourage reductions in car use by:

- Considering existing and future sustainable transport opportunities as part of the criteria when identifying sites for housing and employment;
- Ensuring the provision of facilities and services in new strategic developments to provide high levels of 'self-containment'; and
- Securing the provision of, or financial support for, bus services, and walking and cycling facilities, and other forms of smart mobility to encourage sharing.

15.15 Taking this approach will help to provide access to new transport opportunities for existing residents, thereby reducing increases in traffic growth, would contribute to reducing car-related pollution levels and improve access to services for those who do not have a car or who are unable to drive.

Policy CT1

SUSTAINABLE TRANSPORT NETWORK

The Council will promote a sustainable pattern of development in Milton Keynes, minimising the need to travel and reducing dependence on the private car. The Council will seek to;

- i. Promote a safe, efficient and convenient transport system;
- ii. Promote transport choice, through improvements to public transport services and supporting infrastructure, and providing coherent and direct cycling and walking networks to provide a genuine alternative to the car;
- iii. Promote improved access to key locations and services by all modes of transport and ensure good integration between transport modes;
- iv. Manage congestion and provide for consistent journey times;
- v. Promote and improve safety, security and healthy lifestyles;
- vi. Continue to engage with relevant stakeholders along the East-West Rail line and Expressway to identify operational benefits, which provide additional support for a more sustainable transport strategy and/or economic growth of the city.
- vii. Engage with the National Infrastructure Commission to set in place connections from Central Milton Keynes to surrounding communities, including a fifth track constructed between Bletchley and Milton Keynes Central.

Policy CT2

MOVEMENT AND ACCESS

A. Development proposals should seek to minimise the need to travel, promote opportunities for sustainable transport modes, improve accessibility to services and support the transition to a low carbon future. Development proposals will be permitted that:

- i. integrate into existing transport networks and does not have a severe impact on the operation, safety or accessibility to the local or strategic highway networks;
- ii. mitigates impacts on the local or strategic highway networks, arising from the development itself or the cumulative effects of development, through the provision of, or contributions towards necessary and relevant transport improvements including those secured by legal agreement;
- iii. ensures that development proposals does not prejudice the future development or design of suitable adjoining sites;
- iv. provide safe, suitable and convenient access for all potential users;
- v. provide an on-site layouts that are compatible for all potential users with appropriate parking in line with the Milton Keynes Parking Standards Supplementary Planning Document (January 2016) and servicing provision; and
- vi. do not result in inappropriate traffic generation or compromise highway safety;
- vii. offer maximum flexibility in the choice of travel modes, including walking and cycling, and with accessibility for all potential users;
- viii. protects and where possible enhances access to public rights of way.

B. In managing a sustainable transport network, the council will seek a balance between walking, cycling, heavy freight, delivery vans, public transport and private cars, and this should be reflected in development proposals.

C. Development proposals that generate significant amounts of movement, must be supported by a Transport Statement or Transport Assessment and will normally be required to provide a Travel Plan. Development proposals which generate a significant number of heavy goods vehicle movements will be required to demonstrate by way of a Routing Management Plan that no severe impacts are caused to the efficient and safe operation of the road network and no material harm caused to the living conditions of residents.

Where appropriate, development proposals should include measures to reduce the level of danger on roads in the vicinity of the site.

15 . Connectivity

Walking and cycling

15.16 The National Planning Policy Framework states that planning policies should aim to achieve places which promote accessible environments containing clear and legible pedestrian routes, and that developments should be designed to give priority to pedestrians and cyclists.

15.17 Walking and cycling are the most sustainable forms of transport, with minimal impact on the environment in terms of pollution, congestion, climate change and the need for infrastructure. They are also very healthy transport options. Walking is a recognised form of moderate physical activity that contributes to meeting the government Chief Medical Officers Physical Activity guidelines⁽³¹⁾. Key health benefits to walking have been reported as reduced risk of high blood pressure, diabetes and coronary heart disease.

15.18 Walking is also recognised as the most accessible physical activity and has the greatest potential to grow, particularly amongst people disproportionately affected by low activity levels and poor health. Therefore, well designed walking initiatives and networks are recognised as cost effective when considering the benefit-to-cost ratios and the positive impact on the health, social interaction and reduction of crime within the population.

15.19 Transport Vision and Strategy LTP3 (2011-2031) indicates that Milton Keynes is heavily reliant on the car for meeting transport demand, despite having a substantial cycling and walking network known as the Redways. The reliance on the car is predominantly due to the often multi-destination journeys people undertake and the unique grid road layout of the city.

15.20 Recognising the health, social and environmental benefits of walking and cycling, the council will seek opportunities to lessen the use of the car and make walking and cycling more attractive. In order to enhance the convenience and attractiveness of walking and cycling, routes need to be continuous and direct to facilities, places of work and interchanges.

31 These are available at <https://www.gov.uk/government/publications/uk-physical-activity-guidelines>

Policy CT3

WALKING AND CYCLING

Development proposals must be designed to meet the needs of pedestrians and cyclists. In particular:

- A. The layout of the external environment, including links to adjoining areas should provide convenient, direct, safe, secure and understandable pedestrian and cycle routes that are not isolated from other transport routes;
- B. The needs of cyclists should be taken into account in traffic calming schemes;
- C. Locations that are a deterrent to pedestrians and cyclists should be improved, including crossing points at roads;
- D. The existing redway, footway and right of way network should be retained, improved and extended;
- E. Cycle parking should be provided that is conveniently sited, secure and sufficient to meet the Council's parking standards, together with showers and changing facilities.
- F. The Council will promote cycle hire schemes, such as the current Santander scheme.
- G. The Council's priorities for improving access and conditions for pedestrians and cyclists are;
 - 1. Routes from nearby settlements to Milton Keynes City
 - 2. Routes to and within Central Milton Keynes and Town Centres
 - 3. The National Cycle Network

Public transport

15.21 One of the core National Planning Policy Framework principles (para 17) is to 'actively manage patterns of growth to make the fullest possible use of public transport, walking and cycling, and focus significant development in locations which are or can be made sustainable'.

15.22 A high quality public transport systems is essential to Plan:MK's strategy to promote sustainable travel patterns, and can reduce dependence on private cars by providing an alternative method of transportation for journeys between key destinations, such as town centres, employment sites and schools. Public transport can also reduce traffic congestion and pollution, as well as providing an important transport service in rural areas, particularly for those without other means of accessing facilities and key destinations.

15 . Connectivity

15.23 Improvements to the accessibility and quality of public transport infrastructure are required in order to maximise its use, especially by disabled people, the elderly, young children and others for whom public transport accessibility is a barrier. Improvements to and from public transport nodes (bus stops and stations) are critical in persuading people to use buses and trains.

15.24 There are a number of bus routes within Milton Keynes including the Core Urban Bus routes consisting of Route 1, 4, 4A, 5, 7, 8 and east/west route. There are also secondary bus services operating.

15.25 Large rural areas, low density neighbourhoods in the city, and the typical complexity of urban estate networks make it difficult to provide a fast, frequent and efficient public transport network to all residents and workers. These issues are highlighted by Milton Keynes's low journey to work using public transport, coupled with relatively cheap car parking and the efficiency of the grid road network, the vast majority of incommuters rely on the private car to get to work.

15.26 Bus routes will serve new developments as soon as new houses and other land uses are constructed. Corridors for new forms of public transport will be defined and protected, and integrated into the spatial plans for the city so that as high capacity transit becomes commonplace across the city, construction is not hampered by land use constraints.

15.27 The city will be served by a high capacity, fast and frequent public transport network along main arterial corridors and other key corridors serving Central Milton Keynes, the hospital and other key destinations.

15.28 In Central Milton Keynes, existing and new modes of public transport will be encouraged so that the need for travel by private car will be reduced and public transport will better serve multi-destination journeys.

15.29 The public transport network will be as accessible as possible for people with physical and sensory impairments, including stops, stations and vehicles, and increased flexibility in routing on rural and city estate services.

15.30 New development proposals should contribute to the provision of a public transit hub in the retail core, and an intra-Central Milton Keynes shuttle transit network will connect all areas of CMK and Campbell Park.

15.31 A 'get smarter travel in Milton Keynes' improvement bid has been submitted to the Department of Transport to access funding from the Local Sustainable Transport Fund, which supports sustainable travel initiatives which support the economy and improve access to employment, education and training.

15.32 Development proposals will be expected to contribute towards new and improved infrastructure where appropriate, including improvements to access and where a development will lead to a cumulative increase in public transport use.

15.33 The council recognises the benefits of public transport which could help to maximise the capacity of the grid road network, while also helping to tackle climate change, improve access for everyone and support the regeneration of the city.

Policy CT4

PUBLIC TRANSPORT

A. The Council will seek to develop the quality and capacity in public transport by;

- i. Working in partnership with transport providers and other stakeholders to bring forward improvements to public transport infrastructure and services in Milton Keynes, and support the development of an East West Rail link and Oxford to Cambridge Expressway.
- ii. Improvements to the core public transport network, with Central Milton Keynes linking to other public transport hubs, serving key trip generators and to cater for specific areas and types of public transport need. New bus services will be provided to major new areas of development when sufficient buildings are occupied.
- iii. Change of use of existing land used for transport or support functions will not be permitted unless there is no current or future strategic or operational need, or alternative facilities are provided that enable existing transport operations to be maintained.
- iv. Maximise opportunities for sustainable travel patterns by locating development close to public transport nodes and routes.
- v. Development proposals will be expected to provide, or contribute to the provision of new and/or improved public transport infrastructure where the predicted number of additional trips will lead to a cumulative increase in use.
- vi. Proposals to improve or provide new public transport infrastructure facilities will be supported subject to being acceptable in terms of impact on the environment, and being designed to be safe, convenient, attractive and accessible for use.

B. Development proposals must be designed to meet the needs of public transport operators and users. In particular:

- i. Road layouts must include direct, convenient and safe bus routes and free of obstructive parking
- ii. Bus priority measures must be implemented, where appropriate
- iii. Where appropriate and necessary, all houses and most other developments must be no more than 400m from a bus stop
- iv. Bus stops must have suitable shelters, good pedestrian access and be open to public supervision
- v. Specific consideration must be given to the provision of public transport services in planning new development.

15 . Connectivity

Low Emission Vehicles

15.34 The National Planning Policy Framework (para 35) encourages the use of sustainable transport modes, with developments incorporating facilities for charging plug-in and other ultra-low emission vehicles.

15.35 We need to tackle climate change through a variety of approaches, such as: high standards of energy efficient design and construction, renewable energy schemes, efficient use of scarce resources, effective public transport and other low carbon travel options such as electric vehicles, cycling and walking.

15.36 Low emission vehicles offer an alternative more sustainable form of transport, reducing the impacts of air, water, noise and light pollution, and minimising the impact on the environment by reducing energy consumption and CO2 emissions to help tackle climate change.

15.37 Milton Keynes Transport Vision and Strategy LTP3 (2011 to 2031) encourages a number of interventions including the promotion of electric and other alternative fuel vehicles, and plans to expand electric vehicle infrastructure (e.g. parking spaces with charging points).

Policy CT5

LOW EMISSION VEHICLES

- i. The Council will maximise the use of sustainable transport in developments, and support low carbon public and personal transport such as electric cars.
- ii. The Council will seek new facilities for low emission vehicles to be integrated into new major development schemes where local centres are proposed.
- iii. New developments will be required to provide electric charging points in line with standards set out in the Milton Keynes Parking Standards (January 2016).
- iv. Rapid and fast charging points will be located at key locations including Central Milton Keynes, employment sites, railway stations and car parks.

Freight

15.38 The National Planning Policy Framework (para 41) encourages local planning authorities to identify and protect critical transport infrastructure to widen transport choice.

15.39 The East West Rail project aims to provide a link between Reading, Didcot, Oxford, Bicester, Aylesbury, Milton Keynes, Bedford, Cambridge, Norwich and Ipswich. Phase 2 of East West Rail, Bicester - Aylesbury - Milton Keynes, is planned for an earliest opening of

services by 2024. Route options for the Expressway and East West Rail are still being investigated, and subject to forthcoming information. Any line for the expressway will need to be included as a safeguarded line in Plan:MK as it progresses.

15.40 Transport Vision and Strategy LTP3 (2011 - 2031) states that Milton Keynes has high levels of freight movements, with the largest proportions of containers imported through ports in the south, east and north west of England are destined for distribution centres in Milton Keynes.

Policy CT6

FREIGHT

The Council will continue to work with its partners to ensure fast and efficient movement of freight.

Development involving the transfer of freight from road to rail or canal will be encouraged. The following sites are reserved for rail and canal freight transfer:

- i. Land near Old Wolverton, for a canal freight interchange facility
- ii. Freight transfer depot, McConnell Drive, Wolverton
- iii. Bletchley aggregates depot, Saxon Street, Bletchley
- iv. Land west of railway, Old Wolverton

Planning permission will be refused for development that would prejudice these schemes or lead to the loss of existing freight transfer facilities, unless equivalent alternative facilities are provided elsewhere.

Planning permission will not be granted for development that would prejudice the implementation of national infrastructure projects including East West Rail and Oxford to Cambridge Expressway. The Council will continue to work with transport providers and stakeholders to minimise impacts and maximise the potential benefits from the proposal.

New development proposals that require new junction or motorway improvements will produce travel assessments to assess the traffic impact of freight to and from the site.

The Grid Road Network

15.41 Milton Keynes iconic grid road system forms an interconnected transport network with roundabouts at most gridway sections, providing a choice of routes across the city.

15.42 Grid roads are urban clearways with lay-bys for bus stops, with no direct building frontages and generally no at-grade pedestrian crossings. Some are dualled, and the remainder normally have land reserved for future dualling, to other transport purpose

15 . Connectivity

(e.g. Mass passenger transit system). They have substantial landscaping for biodiversity, sound screening and emissions absorption, usually incorporating a Redway cycle and walking route.

15.43 The grid road system has the advantages of enabling multiple route choices in a shorter time than other UK cities of a similar size, and improving the amenity and safety of residential streets by removing through traffic. The available space along most of the grid road corridors could allow space for future mass transit provision in the future, and the convenience of car travel helps to attract and retain businesses to Milton Keynes and it enables many residents to choose to work anywhere in the city regardless of where they live.

15.44 Although the grid road system is one of the defining features of Milton Keynes, the generally low gross density of development, circuitous roads within grid squares and dispersed land uses do not lend themselves to efficient and comprehensive public transport provision. Without management, this congestion will increase significantly as the city grows. There are heavy concentrations of traffic leading to and from major gateways, such as the M1 junctions, and to and from Central Milton Keynes, especially during peak periods. Right hand turns across high speed dual carriageway grid road traffic can be difficult and is perceived a safety hazard.

15.45 The unique grid road network will be expanded and fully integrated into the design and layout of new developments and regeneration areas to support more sustainable communities.

Policy CT7

GRID ROAD NETWORK

The Council will seek to conserve the existing iconic road system which is a unique characteristic of Milton Keynes, and allows quick vehicle movement with convenient parking in Central Milton Keynes.

Opportunities for extending the grid road system design into any major new development areas will be encouraged to manage increased travel demands.

Road networks in new development areas in neighbouring authorities will be dependent on negotiation between Milton Keynes and neighbouring authorities.

Digital Communications

15.46 The National Planning Policy Framework in Chapter 5, highlights the importance of local planning authorities supporting and encouraging the development of high quality communications infrastructure for sustainable economic growth.

15.47 Digital communications is the transfer of data over a point-to-point, using technologies such as mobile phones and the internet. There is increasing demand for digital, communication services which do go beyond superfast, for ultrafast and gigabit provision, particularly among businesses.

15.48 The Connected Future Report produced by the National Infrastructure Commission (NIC) states that mobile connectivity has become a necessity, and will be critical to the growth of the UK economy. The report encourages Local Authorities to enable the deployment of 5G in our urban centres.

15.49 A priority scheme set out in Transport Vision and Strategy LTP3 (2011 to 2031) is broadband enhancements, which states is crucial for the use of home working and collaborative technologies.

15.50 There are currently parts of Milton Keynes that have slow speed of internet connectivity, which can discourage investment, home working and can isolate communities. The Council will seek to ensure that all new development and wherever possible all residents and business have superfast speeds of internet connectivity. At the same time the council is keen to minimise any adverse impact on the character of the locality and the environment.

15.51 The Council recognises the importance of delivering superfast broadband to rural areas, and will facilitate the growth of digital communications to ensure people have a choice of providers and services.

15.52 New development will take account of existing infrastructure provision. Delivery of infrastructure will be dependent upon maximising the contribution from the development process, whilst recognising that a contribution from both the public and private sector will be necessary.

Policy CT8

DIGITAL COMMUNICATIONS

The Council will support the expansion of high quality digital communications to promote economic growth, connect communities and minimise the need for car journeys.

Planning Permissions will be granted and prior approvals supported for telecommunications development providing:

1. Installations have been designed, sited and appropriately landscaped to minimise their impact on amenity; and
2. The development would not harm the setting of a listed building, or the character of a conservation area, or any other area designated for its landscape, historic or nature conservation importance; and
3. The equipment does not detract from the appearance of the building on which it is proposed to be erected; and
4. The developer has demonstrated that opportunities for sharing sites accommodating existing telecommunication equipment have been fully explored before proposals for new sites are submitted; and
5. The proposed installation complies with the national guidelines in respect of exposure of members of the public to electromagnetic fields; and
6. The proposal should include the necessary ducting infrastructure to facilitate the implementation of broadband services.

16 Infrastructure Delivery

INFRASTRUCTURE AND PLANNING OBLIGATIONS

16.1 The purpose of this policy is to ensure that development makes adequate provision for the infrastructure, facilities and resources that new development generates the demand for, and to identify the circumstances where planning obligations will be sought for their provision.

16.2 As one of the fastest growing local authority areas in the country, the Council needs to make sure that new development is both sustainable and successful and does not adversely impact on the quality of life or on the level of services provided to residents and visitors to the Borough. New schools, health facilities and roads etc will need to be provided in future alongside new housing and other types of development.

16.3 It will also be important to ensure that effective means of funding necessary infrastructure and facilities are established to ensure that they are delivered early on in the development so that new residents can benefit from them and to avoid placing undue pressure on the capacity of existing services. The Council's requirements for new infrastructure and facilities and the costs of provision are identified in the Milton Keynes Local Investment Plan 2015 ⁽³²⁾ which is regularly updated.

16.4 The NPPF says that 'planning obligations should only be sought where they meet all of the following tests:-

- Necessary to make the development acceptable in planning terms
- Directly related to the development ; and
- Fairly and reasonably related in scale and kind to the development'

16.5 Milton Keynes Council adopted in 2007 the Milton Keynes Urban Development Area Tariff Supplementary Planning Document. The MK Tariff is an innovative funding mechanism for the provision of infrastructure and facilities such as schools and health facilities, parks and open spaces, meeting places and affordable housing etc made necessary by the development of land in the Western and Eastern Expansion Areas, the Strategic Land Allocation to the south-east of the city, Tattenhoe Park and Kingsmead South. In these areas developers have signed up to an agreement (The Tariff Framework Agreement) and have made a financial contribution per dwelling or per hectare of land developed for commercial purposes. In this way an estimated £310 million has been provided towards city infrastructure and facilities.

16.6 The Council has a number of Supplementary Planning Documents (SPD) and Supplementary Planning Guidance (SPG) documents, which set out the requirements for contributions to infrastructure and facilities from developers outside of the area covered by the Tariff ⁽³³⁾. The Council will produce a new Planning Obligations Supplementary Planning Document to replace older SPD and SPG documents. This document will set out the Council's infrastructure and service requirements, including site-specific infrastructure to be delivered through Section 106 agreements.

32 The 2015 version of the Milton Keynes Local Investment Plan can be viewed here: <https://www.milton-keynes.gov.uk/planning-and-building/growing-mk/local-investment-plan>

33 A full list of Milton Keynes Council SPD/SPG documents can be seen at: <https://www.milton-keynes.gov.uk/planning-and-building/planning-policy/dpd-s-and-spds-spgs>

16 . Infrastructure Delivery

16.7 The Milton Keynes Tariff will continue to operate on sites covered by the framework agreement that were permitted before 6 April 2015. Under the Community Infrastructure Levy Regulations 2010, the MK Tariff can no longer operate on sites permitted after that date due to restrictions on pooling contributions from S106 agreements.

16.8 Over the period of the plan, planning obligations will be sought where necessary in schemes for the redevelopment of existing housing sites at higher densities and where the cumulative impact of smaller infill developments generates additional demands on local infrastructure and services; these developments can in some cases create a 'tipping point' requiring improvements not only to existing infrastructure but also the provision of a new facility.

16.9 Although the Council can secure a developer contribution towards infrastructure and facilities made necessary by the development, the provision of services within a building may depend upon additional resources being provided by third parties. The absence of which may make a proposed development unsustainable. In such circumstance the Council may seek contributions aimed at securing those resources.

Policy INF 1

DELIVERING INFRASTRUCTURE

New development that generates a demand for infrastructure, facilities and resources will only be permitted if the necessary on and off-site infrastructure required to support and mitigate the impact of that development is either:-

1. Already in place or,
2. There is a reliable mechanism in place to ensure that infrastructure, facilities and resources will be delivered in the right place and at the right time, to the required minimum high standards demanded by this Council and its partners.

The Council will prepare a new Planning Obligations Supplementary Planning Document to cover infrastructure and service requirements, including site-specific infrastructure to be delivered through Section 106 agreements.

Where appropriate, the Council will permit developers to provide the necessary infrastructure and facilities themselves as part of development proposals, rather than by making financial contributions.

Appendix A Change of use Amenity Open Space

Planning permission will only be granted for the change of use of amenity open space, including the incorporation of such areas into private garden land, if:

1. The land is not used for formal or informal recreation by local residents;
2. The land does not fulfil a useful purpose in terms of its appearance or landscaping providing a visual break within the built up area;
3. The land does not form part of a chain of open spaces throughout the built up area;
4. The land does not host an element of semi-natural habitat useful in creating a stepping stone to another habitat or any other feature of value to wildlife;
5. The loss of amenity open space would not set a precedent for other similar proposals which cumulatively would have an adverse effect on the locality; and
6. The continued maintenance of the land for public amenity purposes would be impractical or unduly onerous.

In certain cases, the loss of amenity open space may be acceptable if it is adequately compensated by proposals for improvements to the quality of landscaping and appearance of amenity space elsewhere in the locality or the wider Open Space Network.

Appendix B Open Space and Recreation Facility Provision

Table B.1

Types of Open Space/Facilities	Minimum Size	Catchment Area or Standard	Characteristics	Principles
Linear Parks	Minimum 60ha	3200m	Key structural component of MK, following the water bodies across the city, they have an important green infrastructure role: mitigating flood events, preserving archaeology, as pedestrian and cycle corridors, for wildlife and recreation. The feel of the corridors change across the city, more formal in urban areas and more agricultural on the periphery. They are often multi-functional to include for example playing fields, play areas, paddocks and allotments.	<ul style="list-style-type: none"> • Must have very good public transport accessibility • Key green infrastructure role: mitigating flood events, wildlife corridors, preserving archaeology, pedestrian and cycle corridors
Destination, Country Parks and District Parks	District Parks - minimum 20ha	1200m	These are spaces that actively attract visitors from a wide catchment, typically further than 10 kilometres. They offer unique or novel experiences that extend visiting time.	<ul style="list-style-type: none"> • Normally would be part of linked network of open space • Must have adequate parking

Appendix B . Open Space and Recreation Facility Provision

Local Parks	Minimum 1-2ha	600m	<p>Urban parks, rural parks and formal gardens, open to the general public that provide opportunities for various informal recreation and community events. A local park may include children's play, sitting out areas, landscaped environment, community events area, kickabout area and playing fields if the park is large enough. Local Parks will vary in size, but will be expected to be a minimum of 1-2ha</p>	<ul style="list-style-type: none"> • Normally would be part of linked network of open space unless local circumstances would justify a standalone local park. • Must be in accessible location and accessible from various locations • Must have very good public transport accessibility • If segregated pedestrian routes provide access to the park they must feel safe and be overlooked • Should have the fronts of housing facing at least 1 side of park • If includes playing fields requires adequate provision of parking • Must include seating, teenage shelters and picnic tables • Must include high quality paths on and around the edge of site • Must include welcome signs / map of park • Must include adequate bins and dog waste bins
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Appendix B . Open Space and Recreation Facility Provision

Pocket Parks	Up to 1ha	300-400m	<p>Includes small areas of inviting public space that has an overall coherent landscape design approach and tend to be well integrated into and have a positive relationship with the surrounding development.</p> <p>Provides for informal play and passive recreation</p> <p>Should include seating</p> <p>Can include a play areas but they should not take up more than 50% of the park</p>	<ul style="list-style-type: none"> • Normally would be part of linked network of open space unless local circumstances would justify a standalone pocket park. • Must be integrated into the surrounding development • Adjacent development must front onto and overlook park • Must be in highly accessible location e.g. should be on key pedestrian route such as Redway • There should be direct routes leading to pocket park that are safe and overlooked • Must include adequate seating, picnic tables and provision of bins
Civic Spaces	To be required and assessed on a case by case basis	To be required and assessed on a case by case basis	<p>Includes civic and market squares and other hard surfaced community areas designed for pedestrians. The primary purpose of providing a setting for civic buildings, public gatherings and community events.</p>	<ul style="list-style-type: none"> • Should be located in highly accessible locations with significant volumes of footfall • Should be positively addressed by buildings with active frontages facing the civic space

Appendix B . Open Space and Recreation Facility Provision

				<ul style="list-style-type: none"> • Should have a comfortable height to width ratio to create an appropriate sense of enclosure • Should include appropriate seating
Amenity Open Space	Up to 1000m ²	400m	<p>Commonly found in housing areas, they predominantly comprise grass areas. The primary purpose of these spaces is to provide opportunities for informal activities close to home or work as well as visual amenity to help break up the built form</p> <p>Can be used to incorporate on street parking</p>	<ul style="list-style-type: none"> • Should be in accessible locations and integrated into the surrounding development • Should be overlooked by the fronts of housing • To soften the visual impact of on street parking it should, when appropriate, allow opportunities for unallocated visitor parking around the edges of amenity open space • Can include seating
Green Access Links	To be required and assessed on a case by case basis	To be required and assessed on a case by case basis	Provide green corridors along certain transport routes and public rights of way (footpaths, Redways, roads other than grid roads). They may support a range of habitats important for nature conservation and /	<ul style="list-style-type: none"> • Most appropriate to associate with and follow historic hedgerows to be retained in new development • Should be fairly considerable in length (100m +) and provide direct access to reach key

Appendix B . Open Space and Recreation Facility Provision

			or provision for walking, running and cycling.	<p>opportunities within a development</p> <ul style="list-style-type: none"> • Should be made to be as accessible as possible • Where possible should be overlooked by adjacent housing
Areas of Wildlife interest - Natural and semi natural	0.5ha	TBC	Space includes woodlands, scrubland, grasslands (e.g. meadows and non-amenity grassland), wetlands and river corridors, nature reserves and brown field land with a primary purpose of wildlife conservation and biodiversity. They also perform visual amenity functions and depending on size can provide an important recreation function. They can include formal, informal pedestrian routes and have or have not public access	<ul style="list-style-type: none"> • Existing wildlife sites should be used to structure a development such that wildlife site is well integrated into the development and provides visual amenity. • In this regard development should front onto wildlife sites. • New development surrounding publicly accessible wildlife sites should be master-planned to maximise ease of access to the wildlife site.
Allotments and Community Growing Areas	In areas of high demand; based on current allotments waiting lists.	700-1000m (10-15 minutes' walking distance)	Includes all forms of allotments including urban farms and gardens that provide opportunities for people to grow their own produce as part of the long-term promotion of	<ul style="list-style-type: none"> • Should be considered as part of linear parks • Can be located adjacent to grid roads enhancing the green character wildlife corridor

Appendix B . Open Space and Recreation Facility Provision

			sustainable health and social inclusion.	<ul style="list-style-type: none"> • Secluded locations appropriate given private nature of allotments • If however publicly accessible should be located in an accessible location so can be enjoyed by all • Entrances should be overlooked to encourage less intrusive 'security' gates such as wooden gates or similar • Boundaries should 'green' rather than obtrusive security fencing
Transport Corridors	TBC	TBC	Define the urban form of Milton Keynes, flanking the main grid roads they buffer local communities from the visual impact of vehicles and providing an attractive landscape feature to the motorist.	Must be consistent with transport policies on grid road reserves/corridors
Paddocks	To be required and assessed on a case by case basis	To be required and assessed on a case by case basis	Includes small fenced outdoor pasture area where a horse is kept. A paddock may have a dirt or grass surface. For the purpose of the Open Space Assessment only paddocks within	<ul style="list-style-type: none"> • Mostly to be located in rural areas • Could be included in linear parks • Not expected within development's within the

Appendix B . Open Space and Recreation Facility Provision

			the settlement boundaries are being considered.	<p>existing city boundary</p> <ul style="list-style-type: none"> • Their private usage means they can be located in secluded places
Local Play Areas (LPAs)	0.04ha (excluding 20m separation buffer between activity zone and residential properties)	300m	Includes equipped play areas predominantly those under the age of 8 years close to home. Providing opportunities for play, physical activity and social interaction.	<ul style="list-style-type: none"> • Co-location of the LPAs with linear, district, local or pocket parks is preferable. Unless the co-location is not possible (mostly when parkland is outside the LPAs' catchment area) then LPAs could be provided as standalone areas within the development • Activity zone to be at least 20m from residential property boundaries and 30m from major roads • Must be easily accessible on key pedestrian routes/Redways • There should be direct pedestrian routes/Redways leading to play areas that are safe and overlooked • To be overlooked by the fronts of housing • Must include appropriate seating and bins

Appendix B . Open Space and Recreation Facility Provision

<p>Neighbourhood Play Areas (NPAs)</p>	<p>0.1ha (excluding 30m separation buffer between activity zone and residential properties)</p>	<p>600m</p>	<p>Includes equipped play areas, ball courts, skateboard areas and teenage shelters with the primary purpose of providing opportunities for play, physical activity and social interaction involving both children and young people. Can include multi-use game areas (MUGAs). MUGAs are totally enclosed games areas which provide facilities for a range of sports normally 5-a-side football, basketball, netball etc. MUGAs are available for free public use all year round</p>	<ul style="list-style-type: none"> • Co-location of the NPAs with linear, district, local or pocket parks is preferable. Unless the co-location is not possible (due to parkland being outside the NPAs' catchment area) then NPAs could be provided as standalone areas within the development • Active zone to be at least 30m from residential property boundaries and 30m from main roads; if noisy sports facilities e.g. wheeled sports are included within NPAs then greater than 30m buffer zones from residential properties may be required to address potential noise problems • Must be easily accessible on key pedestrian routes/Redways • There should be direct routes leading to play area that are safe and overlooked • Must include appropriate seating and bins
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Appendix B . Open Space and Recreation Facility Provision

<p>Playing fields and Outdoor Sports Facilities</p>	<p>As per provision standards included in most recent Playing Pitch Strategy. The required standard for the quantity of provision for playing field area is 0.52 ha per 1000 for the period up to 2026 across the authority as a whole (Playing Pitch Strategy, 2015)</p>	<p>Is a wide ranging category of open space, which includes both natural and artificial surfaces for sport and recreation that are either publicly or privately owned, they include playing pitches, athletics tracks, bowling greens and golf courses with the primary purpose of participation in outdoor sports</p>	<ul style="list-style-type: none"> • Co-location of playing fields with linear, district or local parks is preferable. • Must include adequate provision of parking • If publicly accessible should have accessible network of pedestrian routes around and across site • Fencing around playing pitches may be considered for the development of the standard of play for the local sports clubs in order to meet the National Governing Bodies of Sport current guidelines and ensure a safe environment for the activity / sport. However, prior to erection informal consultation will be sought with the local communities and must adhere to planning regulations • New playing pitches must meet Sport England standards for formal participation of
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Appendix B . Open Space and Recreation Facility Provision

			training and matches
Sports Facilities	As per provision and quality standards included in most recent Sports and Active Communities Strategy		

Appendix C Horse-related development

1. In assessing proposals for horse-related development, the Council will pay special attention to the following factors:
 - i. The impact on land of high agricultural or ecological value.
 - ii. The impact on the rural landscape and open countryside.
 - iii. The cumulative impact of horse-related development.
 - iv. The provision made for direct access to the bridleway network.
 - v. The need for adequate access, parking and vehicle turning facilities
 - vi. The proximity to existing and proposed residential development and the effect on the amenity of local dwellings.
 - vii. In the case of commercial facilities, the potential contribution that can be made to sustaining the rural economy.
2. A distinction is drawn between proposals for commercial riding stables and stables intended to meet the private recreational need of an individual. Planning permission will only be granted for horse-related development to meet private recreational needs on condition that livery or associated services will not be provided.
3. Permission for livery or associated services will be restricted to locations and sites suitable for commercial riding stables. Proposals for associated new residential accommodation in the countryside will be permitted where genuine need is suitably demonstrated through a business case and accommodation cannot be reasonably secured within existing settlements. Where residential accommodation is required, for security or other reasons, development proposals should either:
 - i. Make use of an existing dwelling, or
 - ii. Include the conversion of an existing, non-residential building
4. Stables, loose boxes, tack rooms, hard standing and other related buildings normally require planning permission. The conversion of existing buildings should be considered preferable to new built development. If the conversion is not possible then any new buildings should be sited adjacent to existing buildings in order to minimise the visual intrusion of these structures.

Appendix D Proposals for the Provision of Childcare Facilities

1. Planning permission will normally be granted for childcare facilities at the workplace if all the following criteria can be satisfied:

- The facility does not detract from the operational requirements of the employment use
- The facility does not detract from the operational requirements of neighbouring uses
- The location and premises are suitable in terms of the health and safety of children of children
- There is suitable access and parking provision

2. Planning permission will normally be refused for proposals which involve the siting of temporary buildings on the premises or the retention of temporary buildings previously required for other purposes. Exceptions may be made where a temporary building is required for a period not exceeding 12 months in cases where the employer can demonstrate that it is only required whilst satisfactory permanent accommodation arrangements are made.

Provision elsewhere:

3. In assessing proposals for childcare facilities elsewhere, the Council will pay special attention to the following factors:

- The type of facility, its scale and the proposed method of operation
- The character of the surrounding area
- The detailed relationship with neighbouring properties

4. Car parking will normally be required to the following standards:

- On-site staff parking as required.
- A safe and convenient facility for dropping off and collecting children, on the premises or close to it. If this facility is located on the highway, it should be clear of sharp bends, junctions, residents parking reservations or areas where on-street parking is already heavy, prohibited or undesirable because of the narrow width of the highway.

Partial use of a residential property:

5. Planning permission will not normally be required for childcare within a residential property if all of the following circumstances apply:

- No more than 6 children are accommodated (in addition to the childminder's own children) within any 24 hour period.
- Only persons resident in the dwelling house are employed
- There is no external evidence of the use including advertisements

6. Planning permission will normally be granted for the change of use of part of a dwelling house to use by a childminder, playgroup or day nursery for up to 10 children if all the following criteria are satisfied:

- The parking standards set out in paragraph 4 above
- Good separation between internal areas to be used and the living areas of adjacent dwellings

Appendix D . Proposals for the Provision of Childcare Facilities

- Provision for outdoor children's play in cases where care is offered for children of 3 years and over, in a screened area away from the living areas of adjacent dwellings.
- The proposal would not result in a concentration of childcare or other non-residential uses in a primarily residential area

General guidance:

7. For the guidance of applicants, as well as the normal forms and statutory fee, planning applications should be accompanied by the following information:

(i) Location plan (4 copies of an Ordnance Survey or street map with the property identified)

- Site plan (4 copies showing the property and neighbouring properties accurately plotted and the access and parking facilities marked)
- Floor plans (4 copies showing the proposed extent of use and facilities)
- The proposed maximum number of children of each age
- The proposed number of staff
- The proposed hours of use
- The proposed method of operation (including any outdoor play, fencing, special arrangements for dropping off and collecting children)

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