

Milton Keynes Area Development Potential Study

Final Report
Final Revised Version

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in association with

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&

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6.3 **Peripheral Growth**

6.3.1 **The Possible sites**

The constraints which affect Milton Keynes and Newport Pagnell are shown in Figure 11. We have reviewed the possible expansion sites on the edge of Milton Keynes new city which we considered in the 1992 and 1996 Expansion Studies together some new possibilities. These are outlined below, quantified in Table 6.3 and shown in Figure 12.

Area 1. South of Newport Pagnell

This is south of the A422 and east of the M1. This was considered in the 1992 study but rejected to keep Newport Pagnell and Milton Keynes separate and due to the Linear Park designation and archaeological sites.

Part of Area 1 is affected by the Ouzel floodplain which is quite extensive here. Small parts are Grade 2 agricultural land. It is proposed as open countryside/linear park extension in the Local Plan. The site is also affected by archaeological sites which are mostly located close to or within the floodplain. Noise and airborne pollution from the nearby motorway also affects the site.

However the site has been reconsidered using the wide Ouzel floodplain as the eastern boundary. Beyond this, the land has a different landscape character and is within the visual influence of land to the east.

Area 2. Broughton – A421

This was recommended for development in both previous Expansion Studies. The 1996 recommendations are still considered appropriate. This leaves a green buffer between the M1 and Milton Keynes.

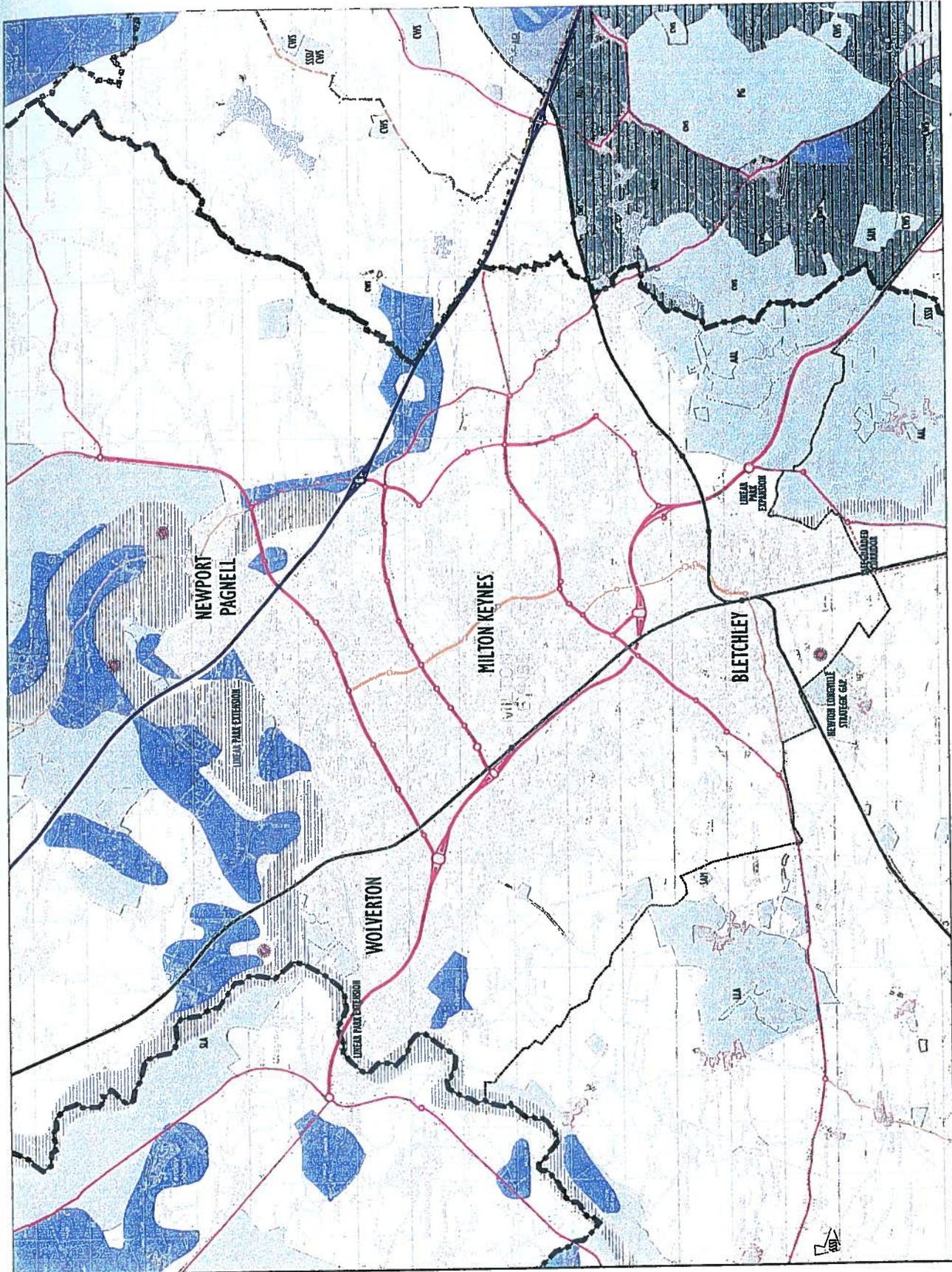
Developers propose that this buffer should be developed and the area should have more employment land. The "green buffer" site is a possibility for development at a later stage.

The northern part of Area 2 is Grade 2 agricultural land and has potential for gravel extraction. It is zoned for open countryside. Noise and airborne pollution from the motorway also affect the site.

Normally this quality of agricultural land would preclude development, but its strategic location on flat land between the motorway and the new

Table 6.3: Schedule of Potential Milton Keynes Peripheral Development Sites

Site	Area (ha.)		Possible Use	Assumed Gross Density dwgs/ha.	Potential Dwellings	Potential Jobs	Likely Development Timescale 1998-2036
	Res	Emp					
1a	-	12.0	Emp	-	-	960	
1b	8.0	-	Res	22	176	-	
1c	8.0	16.0	Res/emp	22	176	-	
Total	16.0	28.0					long
2 north							
2a	13.0	-	Res	22	286	-	
2b	29.5	-	Res	22	649	-	
2c	-	21.5	Emp	-	-	1696	
2d	18.0	-	Res	22	396	-	
2e	18.7	-	Res	22	411	-	
2f	-	22.2	Emp	-	-	1776	
Total	79.2	71.4			1742	3472	medium
2 south							
2g	42.7	-	Res	22	286	-	
2h	12.0	-	Res	22	649	-	
2i	-	20.6	Emp	-	-	1696	
2j	-	15.0	emp	-	396	1200	
Total	54.7	35.6			1204	2848	short
4 north west							
4a	10.4	-	Res	16	166	-	
4b	7.8	-	Res	16	125	-	
4c	51.8	-	res	22	1140	-	
Total	70.0	-			1431	-	short
4 remainder							
4d	50.0	-	Res	16	800	-	
4e	30.0	-	Res	16	480	-	
4f	10.0	-	Res	22	220	-	
4g	40.0	-	Res	22	880	-	
4h	-	10.0	Emp	-	-	800	
4i	10.0	-	res	16	160	-	
Total	140.0	10.0			2540	800	Medium



LEGEND

EXISTING FEATURES

- A roads
- B roads
- Railway and station
- Settlements

INTRINSIC LANDSCAPE DESIGNATIONS

- LLA Local Landscape Area
- AAL Area of Attractive Landscape
- SLA Special Landscape Area
- PG Park & Garden of Special Historic Interest
- SAM Scheduled Ancient Monument
- SSI Site of Special Historic Interest
- CWS County Wildlife Site
- AGL Area of Great Landscape Value
- River floodplains

AGRICULTURAL LAND CLASSIFICATIONS

- Grade 1 & 2 agricultural land

PLANNING DESIGNATIONS

- Green Belt (Mid Beds only)
- Conservation Area
- Settlement envelopes (Mid Beds only)
- Marston Vale Community Forest
- Marston Vale Strategy Area
- Licensed landfill sites

0 3km

North arrow

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Figure 11 Milton Keynes and Newport Pagnell Constraints

Peripheral Growth Sites

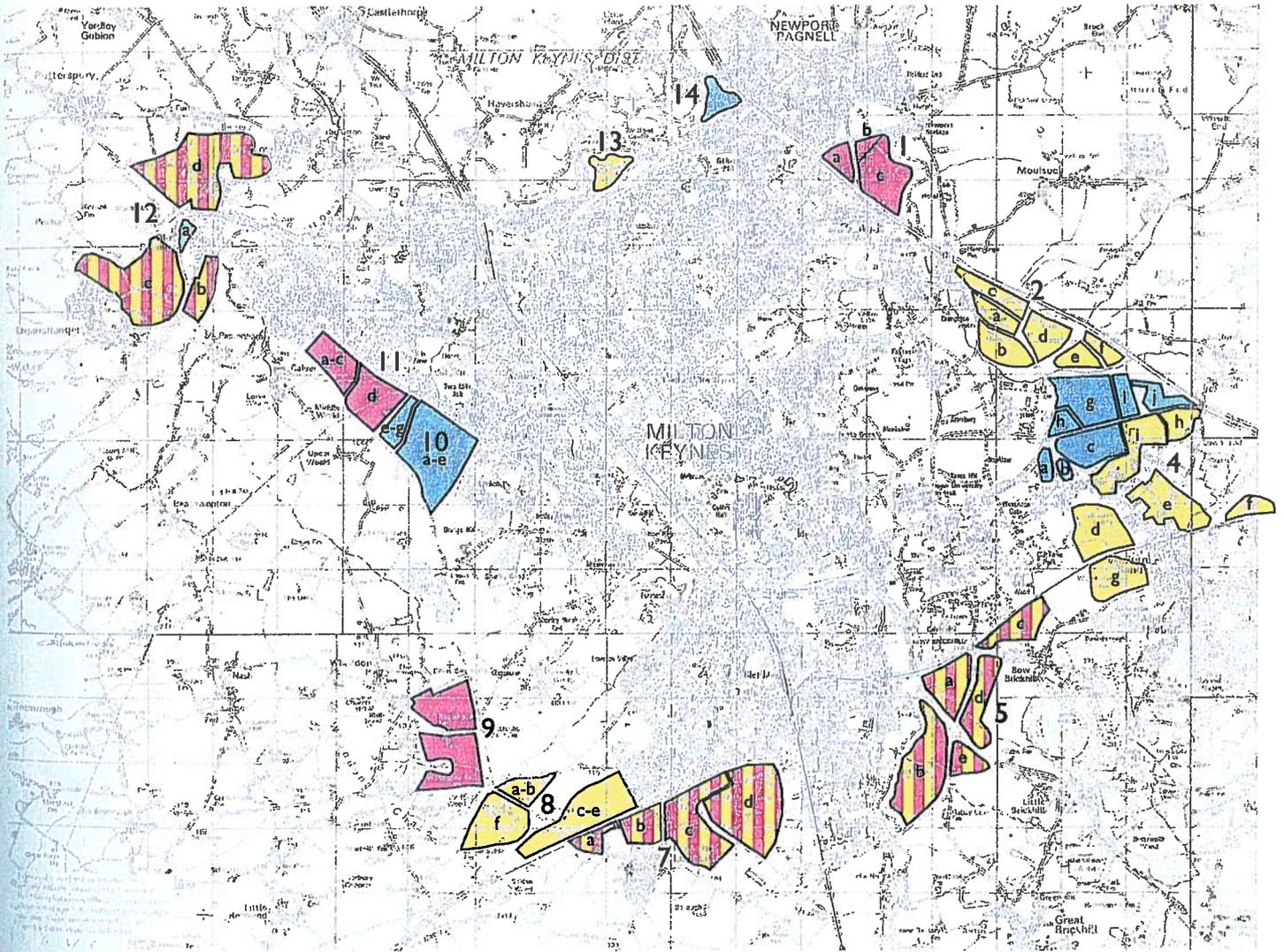


Figure 12 - Milton Keynes Peripheral Growth Areas

city, and its proximity to Junction 14 provides a strong case for development. This can be after the gravel extracton if this proves to be required. The site is close to the Cotton valley sewage treatment works which could provide foul water outfall.

There is developer interest in this area.

Area 4. Wavendon/Woburn Sands

This area was recommended for development in both previous expansion studies. The amount of development is constrained if Wavendon and Woburn Sands are kept separate from each other and from Milton Keynes.

In this study, we suggest that we could abandon or moderate this separation and accept that Woburn Sands has a great deal of potential, with a good range of facilities and a railway station. It can operate as a large local centre (Kingston being the District Centre).

There is potential for substantial development around Woburn Sands and for infill within it around the station and centre. There are also (longer term) opportunities for some development north of Aspley Guise station and west of Woburn Sands south of the railway. Also the green buffer adjacent to the M1 south of the A421 could be considered for development at a later stage. Noise and airborne pollution from the motorway also affect the site.

The site is close to the Cotton valley sewage treatment works which could provide foul water outfall.

Woburn Sands would thus become like Stony Stratford or Wolverton in relation to the new city and Wavendon would be like the other villages within the former designated area.

Area 4 has no major physical constraints. It is zoned for open countryside. There is developer interest in the northern part of this area.

Area 5. Bletchley – Bow Brickhill

Two sites east of Fenny Stratford have been recommended in both previous Expansion Studies. This is maintained, but the southern (housing) site is perhaps more suitable for later development. There is developer interest for housing in both of these areas.

There are also three new possibilities for later development: between Bow Brickhill and Tilbrook (next to Bow Brickhill Station) and east of the A4146 (Bow Brickhill/Fenny Stratford by-pass). Open space is retained between Areas 4 and 5 to provide an open space link from the new city to the Brickhills area.

A small part of Area 5 is in the Ouzel floodplain and part is in the Brickhills Area of Attractive Landscape and an Area of Attractive Landscape. An ancient monument site will need to be protected and the area straddles the Milton Keynes/Aylesbury vale boundary. It is zoned as open countryside and part for linear park extension.

Area 6. South West of Bletchley

This comprised two sites adjacent to the proposed Newton Leys development in the 1992 and 1996 Expansion Studies. It was recommended in both previous Expansion Studies and development is linked to the provision of a South West Bletchley Distributor Road.

However, the southern site may not be ideally suitable for development at least in the short term due to visual exposure. The northern site has been combined with Area 7. Area 6 is not retained as such in this study.

Area 7. Newton Longville

This is an area north of Newton Longville up to the railway line. Parts of this area were included in both previous Expansion Studies but in 1996 it was largely rejected, mainly due to avoiding the coalescence of Newton Longville with Bletchley and visual exposure.

As with Woburn Sands and Wavendon, the anti-coalescence policy could be abandoned or moderated. There is already the brickworks site and the British Gas site in the north of the area which are available for development. Also if the railway is re-opened a halt could possibly be provided here although it is unlikely.

The development will be served by the South West Bletchley Distributor Road. This area is within the proposed Newton Longville Study Area in the approved Aylesbury Vale Local Plan. In the Deposit Draft, the northern part is proposed as a strategic gap.

There are two small sites of Nature Conservation Interest and an area of unstable land within this area. There are major underground gas and oil

pipelines within this site and a 132kv overhead line across it. There is filled land on the east side which may require control of gas migration.

The development of this area and Newton Leys highlights the issue of the brickpit. This is being filled and when reclaimed will form a very large site fairly close to Bletchley Centre and Station. If technically possible, its development could be appropriate and would benefit Bletchley.

Area 8 West of Bletchley

This is an area between the A421 and the railway line immediately west of Bletchley. It will be mainly served by the South West Bletchley Distributor Road.

It was recommended in both previous expansion studies but with a smaller development area in 1996, due to overhead power lines and the exposed land form. This conclusion is repeated in this study although a major part of the site is visually exposed. There might be opportunities for later expansion to the west as part of the Bletchley to Winslow transport corridor development.

This area is within Aylesbury Vale but outside the Newton Longville Study Area. There are major underground gas and oil pipelines within this site and a 132kv overhead line across it. There is developer interest in this site.

Area 9. Whaddon

This area is south east of Whaddon immediately west of the new city boundary.

It was recommended in the 1992 Expansion Study but not in the 1996 study because there is a strong tree belt forming the new city boundary at this point.

However there is potential in this area which should not compromise the setting of Whaddon village or the quality of the countryside.

There are major underground gas and oil pipelines within this site and a 132kv overhead line across it. It is within Aylesbury Vale District.

Area 10/11. West of Watling Street

This area is immediately west of Watling Street between Stony Stratford and Crown Hill.

It was recommended in both previous Expansion Studies. However the northern part is visually exposed to open countryside and the Calverton hamlets to the west and Watling Street here is on a ridge and has a strong tree belt. Also this part of the area is Grade 2 agricultural land. The northern part of the site is not therefore considered suitable for development at least at an early stage. There are major underground gas and oil pipelines within this site and an overhead electricity line across it.

The southern part is satisfactory for early development. The area is zoned as open countryside. There is developer interest in the whole of this area.

Area 12. Deanshanger/Cosgrove

Two sites were proposed at Old Stratford in the 1992 Expansion Study but omitted in 1996 being outside Buckinghamshire. One of the 1992 sites is now being developed. The other (South of Deanshanger Road) is again put forward now but taking a small area due to floodplain. In addition another small site on Towcester Road within the by-pass is proposed.

Two other larger sites are now also suggested: to the north east of Deanshanger and to the west of Cosgrove. Both are close to the A5/A508/A422 roundabout so would exacerbate current traffic problems.

There is Grade 2 agricultural land between the two major parts of Area 12 so it is not considered for development. There are major underground gas and oil pipelines within this site and an overhead electricity line across it.

Area 13. Stantonbury Park Farm

Area 13 is Grade 2 agricultural land. Part of the site has been filled but testing for methane has proved negative. It is zoned for open countryside within the Linford Lakes area and proposed for Linear Park extension.

This area was recommended in both previous Expansion Studies and confirmed again now. The quality of agricultural land is an issue but this site is well located for city infrastructure and facilities. The land to the

west is filled and measures to control gas migration may be necessary. There is developer interest in this site.

Area 14. Rocla Pipes

Area 14 is Grade 2 agricultural land but is largely despoiled by the former Rocla Pipes plant. It is zoned for open countryside within the Linford Lakes area and proposed for Linear Pak extension.

This area was recommended in both previous Expansion Studies and confirmed again now for medium term development. Despite it being high grade agricultural land, the former pipeworks is an eyesore and its reclamation and development will be beneficial. The site may possibly be contaminated from its previous use as a depot for Anglian Water. There is developer interest in this area.

6.3.2 Summary of Milton Keynes Peripheral Growth

The situation regarding peripheral expansion can be summarised as follows.

To the East

This appears to be the most promising area. It is the "public side" of Milton Keynes on the M1 with the J13 and J14 access points. It is flat land and there are no strong natural barriers between the new city and the expansion areas.

There is also further potential around and within Woburn Sands and Wavendon

To the South

There is potential to the east and west of Bletchley

To the east, there is a strong permanent natural boundary formed by the Brickhill Ridge, but there are opportunities to the north and west of this.

To the west, development very largely depends on the South West Bletchley Distributor Road.

There are also issues of the relationship of new development with Newton Longville and the visual exposure of south facing slopes. In the longer term it would be beneficial if the Newton Longville brickpit could be developed.

To the West

There is a ridge on or to the west of the new city boundary which forms the division between the urbanity of the new city and the rolling Buckinghamshire countryside. Apart from this ridge there are no other obvious edges or boundaries to development within this countryside. The western edge feels like the "private side" of Milton Keynes.

Development is kept east of the ridge where the relationship the new city is stronger. This applies to relatively small areas at Whaddon and west of Watling Street.

To the North

The Ouse floodplain is a strong natural barrier to the north. To the south of it, there are only small possible expansion sites at Stantonbury Park Farm and the Rocla Pipes site.

On the far side of the floodplain, there may be larger opportunities in the Deanshanger and Cosgrove area.

6.4 Further Growth

6.4.1 Introduction

As well as peripheral growth, the study has examined some opportunities for further growth. A number of these extend from Milton Keynes in a variety of directions, as transport corridors, with emphasis on a high level of public transport.

Three of these corridors (Bletchley-Winslow, Old Stratford-Towcester and Castlethorpe-Road) are considered in this section. Marston Vale is considered in Chapter 7. There are also other possible corridors (e.g. Old Stratford-Buckingham and Newport Pagnell-Chicheley) which have not been examined in detail.

6.4.2 Bletchley to Winslow Corridor

The role of the east-west railway is significant in considering future growth options, the present passenger service between Bletchley and Bedford being a key element in Marston Vale. If passenger services are extended westwards to Winslow, Bicester, Oxford and Aylesbury, this opens similar possibilities west of Bletchley. There is however, the potential conflict between commuter services and a regional railway.

Consequently if this is developed as a public transport corridor, bus services would have the most important role.

The westwards expansion of Bletchley, adjacent to the railway is already proposed in Areas 7 and 8. This transport corridor is to expand this considerably further towards Winslow, which of course also has expansion potential.

The possible development corridor is up to 7km long along the railway, between Bletchley and Winslow, and possibly extended northwards up the the A421 (Buckingham-Bletchley Road).

The rationale of locating development along the railway corridor is that people will travel by train to Bletchley/Milton Keynes and elsewhere. This requires new stations – if one is provided mid-way between Winslow and Bletchley this would be an interval of 4km. Development would then be clustered around the station, but also elsewhere around the bus route. Even with new stations and bus services, many trips will be by car particularly to Milton Keynes, Buckingham and Aylesbury.

An initial site survey has been undertaken but this proposal needs more investigation before it can be confirmed as a real possibility. It is not a natural site in landscape terms and the landscape quality is generally high with many woods and hedgerows. The land north of the railway is generally less attractive having been subject to modern farming methods with the removal of many fields boundaries.

The opportunities for growth are around a Bletchley node as an expanded Areas 7 and 8 and around a mid-point station but also elsewhere on the bus route. Winslow itself could possibly be expanded further onto the former airfield. However this area is visually very exposed and the Winslow peripheral growth discussed in Chapter 7 already reflects the possible reopening of the railway.

We have not undertaken any site planning but development of 10,000 to 20,000 dwellings may be possible. Much further work must be undertaken before this proposal can be adovated with confidence. It could however be a very effective public-transport led development which could help the Council to meet its transport goals.

6.4.3 **Old Stratford to Towcester Corridor**

This area is around the A5 between Old Stratford and Towcester. The southern part of this area is in Milton Keynes area 12 and areas to the south of Towcester are suggested for development.

The central part of this corridor has extensive areas of Grade 2 agricultural land and landscape designations. This essentially means that the potential in this area has a southern node (around Pottersbury) and a northern node (around Paulersbury)

The corridor has no railway potential, but is served by three strategic roads – the A5, the A508 (M1-J15link) and A43 (M1-J15a link). Both the possible node sites are therefore attractive strategic sites. Their development would of course lead to an increase in road traffic even if public transport led. Bus services would again be the means of providing this.

The two possible development nodes avoid agricultural and landscape designations. However the landscape is attractive and does not easily lend itself to development.

No site planning work has been undertaken but it is estimated that the southern, Pottersbury node could provide around 5,000 dwellings. The northern, Paulesbury node could be combined with the suggested Towcester peripheral expansion (see Chapter 7). The additional development area could provide around 7,500 dwellings.

Further work is required to assess the merit of this proposal. It is an attractive strategic site which begins to link Milton Keynes and Northampton. Again it could form an attractive transport led corridor.

6.4.4 **Castlethorpe to Roade Corridor**

This is a potential corridor between the M1 and the A508 (Old Stratford – J15 link) but particularly aiming to utilise the main west coast railway line. The northern part of this corridor is the Blisworth/Roade area which is discussed in Chapter 8.

The rationale of the railway corridor is to use the railway so new stations are essential. There used to be a station at Castlethorpe. It is considered very unlikely that any new stations are possible on this part of the line, due to its present high levels of use. In any event, bus services would have the major public transport role.

The southern part of the area has Grade 2 agricultural land and landscape designations. The part of the area west of the River Tove (i.e. in Northamptonshire) also has a landscape designation. The Ouse floodplain and lakes are between the area and Milton Keynes which make road connections to Milton Keynes generally difficult.

There are no major roads passing through the area, the present villages being served by country lanes.

It is considered that this area does not realistically have development potential.

6.5 Conclusions

6.5.1 Sequence of Development

The various development opportunities (urban capacity, peripheral growth and further growth) are considered according to their likely sequence. This is based on the priority being given, in policy terms, to a particular site and the ease of development in relation to constraints.

Applying these two factors to Milton Keynes new city allows the following conclusions to be drawn

- urban capacity is a high priority and must be encouraged. This potential should be utilised as soon as possible, but it may not be completed in the short term.
- of the peripheral areas, Areas 2 (south), 4 (north-west), 10/11part and 14 have no significant constraints and are within the Milton Keynes Council area. They appear suitable for development in the short term after the new city has been completed. They are generally well located in relation to possible improved bus routes within and outside the new city.

The other expansion areas have some constraints or are wholly or partly outside Milton Keynes. These may delay their development. The following conclusions are drawn.

- Area 1 is long term development;
- The remainders of Areas 2 and 4 could be developed in the medium term;
- Area 5 and 7 could be developed in the medium and long term;

- Area 8 could be developed in the medium term;
- Area 9 is likely to be long term development;
- The remainder of Area 11 would be very long term;
- The remainder of Area 12 could be in the medium to long term;
- The Towcester Road site in Area 12 can be developed in the short term.
- Area 13 would be medium term development

The two further growth opportunities worthy of consideration (Bletchley-Winslow and Old Stratford-Towcester) would be medium to long term opportunities. They are new ideas, much more work has to be done on them and suitable public transport proposals have to be planned and provided.

The above conclusions are summarised in the Table 6.4:

The above short term housing for Milton Keynes amounts to 9,300 (all except Area 12). This can be compared with the 6,000 plus dwellings proposed in the County Structure Plan by 2011.

There are two general but important points which should be made about development in and around Milton Keynes when the new city is completed.

First, future development should be public transport led. Not only should it maximise conditions for public transport within the new area, but it should also bring about improved public transport within the new city. This point also embraces reducing travel demand especially by car. This approach will be applied through locating development close to major centres and nodes, on the proposed super-routes within the new city and in new transport corridors.

Second, the phasing of development should be concentrated in two major (plus other minor) development areas at any time. This would ensure a relatively rapid build up to a critical mass which would support the provision of facilities and services at a early stage.

Table 6.4 : Milton Keynes City-Sequence of Development Potential

	Short Term		Medium Term		Long Term	
	Hsq (dwgs)	Emp (Jobs)	Hsq (dwgs)	Emp (jobs)	Hsq (dwgs)	Emp (jobs)
Urban capacity	4500		1900		0	
Peripheral Expansion						
Area 1					352	2240
Area 2 north			1742	3472		
Area 2 south	1204	2848				
Area 4 north-west	1431					
Area 4 remainder			2540	800		
Area 5			1289	2960	1600	
Area 7			1870	2400	880	3200
Area 8			1958			
Area 9					855	
Area 10/11 part	2071	232				
Area 11 remainder					1767	
Area 12	100		1848	2000	1848	2000
Area 13			737			
Area 14		1680				
(Total)	(4806)	(4760)	(11,984)	(11632)	(7302)	(7440)
Further growth						
Bletchley-Winslow			5000	*	10,000	*
Old Stratford-Towcester			2500	*	10,000	*
(Total)			(7500)		(20,000)	
Overall Total	9,300	4,760	20,484	11,632	27,302	7440

* Employment to be determined. The aim would be to keep it in balance with that required by the number of dwellings.

6.5.2 Likely development by 2016

The SERPLAN regional strategy and the Governments' household projections cover the period to 2016. It is useful therefore to consider

the potential for further development in and around Milton Keynes during this period.

The DoE "Projections of Households in England to 2016" contains the following projections for the South-East and Eastern Regions.

Table 6.5: Household Projections in the South East and Eastern Regions to 2016

	Households (thousands)			
	South East	% increase	Eastern	% increase
2001	3369		2278	
2016	3843	14.1	2617	14.4

The average household increase for these two regions between 2001 and 2016 is 14.25 per cent.

In Milton Keynes new city, there are 69,087 dwellings (in July 1998). At present building rates of 1,500 dwellings per year, this will increase to 73,587 in 2001. If the above percentage household increase is applied to this figure, then a further 10,486 new dwellings are required between 2001 and 2016. This amounts to 700 per year.

In this study, it is assumed that the aim is to continue the regional growth role of Milton Keynes beyond the new city's completion (in 2008) probably up to 2016. During this 2001-2016 period, 22,500 new dwellings are needed therefore.

These can be accommodated in the following way:

	dwellings
Within the new city area as currently planned (i.e. residue of 83,773 dwellings' capacity)	10,186
Urban capacity (from previous section)	4,500
Peripheral expansion areas (short-term from previous section)	<u>4,806</u>
Total	19,492

The total of 19,500 dwellings is 3,000 short of the suggested 22,500 dwellings required. To meet this shortfall some of the medium term opportunities will need to be used. Suitable ones would be,

	dwellings
Peripheral development	
Area 4 (south)	1000
Area 7	1000
Area 8	<u>1000</u>
Total	3,000

Other possibilities are Area 2 (north), area 5 and Area 13. Also the above indicative figures could be increased by 2016 if necessary to achieve the targets. No further urban capacity is thought feasible up to 2016 because the above 4,500 represents what we consider to be a realistic maximum.

If Milton Keynes does not fulfil a regional growth role up to 2016, then the above 'snapshot' of development would be achieved at a later date.

6.5.3 Evaluation

Urban Capacity

All development opportunities in and around Milton Keynes new city have been evaluated using the methodology described in Chapter 2.

The scores for the various urban capacity options within Milton Keynes were tightly grouped ranging from 95 to 105. These were the highest scores achieved in any of the settlements and all came within the most sustainable banding of results. Looking at the various elements of urban capacity in closer detail those centred around Central Milton Keynes scored highest, they are as follows:

- Long term redevelopment/ intensification of CMK blocks;
- Development of surface car parking areas;
- Greater mix of uses on uncommitted Campbell Park sites; and
- Development of uncommitted CMK reserve sites.

Peripheral Expansion

The scores range from 52 to 89 but the results have been grouped into four bands (Good, 81+; moderate 61-80; Poor, 41-60 and Very Poor 40 or below). The Areas have been evaluated as a complete area, rather than being broken down into parts.

The results are:

Good (81+)

- Area 2, Broughton, although the northern part has Grade 2 agricultural land. Later development is suggested for this part to allow time to evaluate the case for development against the agriculture land quality and the need to extract the gravel deposits.

Moderate (61-80)

- Area 1, South of Newport Pagnell. This is a new proposal, the site separates Newport Pagnell and Milton Keynes, and there are archaeological, flood plain and agricultural land quality issues. These result in the area being suggested for longer term development.
- Area 4 Wavendon/Woburn Sands
- Area 5 East of Bletchley
- Area 8 West of Bletchley
- Area 10/11 West of Watling Street
- Area 12 Deanshanger/Cosgrove
- Area 14 Rocla Pipes

Poor (41-60)

- Area 7 Newton Longville
- Area 9 Whaddon
- Area 13 Stantonbury Park Farm

There were no peripheral sites in the very poor category.

6.5.4 Further Growth

All three sites are in the moderate (61-80) category.

The evaluation is a mechanistic way for assessing sites and is a help in decision-making, not a replacement for it. The evaluation results have

informed the sequential phasing of the sites, with more difficult sites being deferred. It is possible, of course, that the difficulties may prevent their development.