

Pineham Development Brief



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August 2016



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SECTION 1: INTRODUCTION

1.1 Location and Ownership

- 1.1.1 The site extends to approximately 10.9 ha (26.9 acres) and is located within Pineham grid square. The site is strategically located on the A509 adjacent to junction 14 of the M1 (see figure 1).
- 1.1.2 The site is in the ownership of Milton Keynes Development Partnership* (MKDP).

1.2 Purpose of the Development Brief

- 1.2.1 The purpose of this document is to provide planning and design guidance for the development of this site in CMK. This will aid the development process, by allowing developers to submit informed proposals that respond to Council (MKC), landowner and other local stakeholder expectations for the site, and respect the requirements of MKC planning policy.
- 1.2.2 The Brief has been prepared to help deliver the Council's Corporate Plan Themes and Outcomes as well as the Core Strategy.
- 1.2.3 The consultation process associated with the preparation of this development brief is intended to give all interested parties full opportunities to set out their aspirations for the site and to identify constraints that need to be accommodated.

Vision Statement:

"To create a high quality development that helps meet Milton Keynes employment needs, and provide an extension to the Broughton Brook linear park."

**MKDP is a limited liability partnership set up by Milton Keynes Council to facilitate Milton Keynes's continued growth and economic success by promoting the development of land assets acquired by the Council from the Homes and Communities Agency, in line with the Council's Corporate Plan and Economic Development Strategy. MKDP take a commercial and entrepreneurial approach to sell and develop these assets with third party developers and investors, whilst ensuring full community and stakeholder engagement in the preparation of development briefs for the sites.*

It is a requirement on the MKDP that an adopted Development Brief must be in place before they commence marketing or developing any of their larger sites. This is intended to enable the Council, following consultation with all interested parties, to set clear expectations for the nature of any future development on the site; but also to assist the MKDP in marketing the site and to give potential bidders/development partners a degree of confidence about the parameters within which they should develop their proposals.

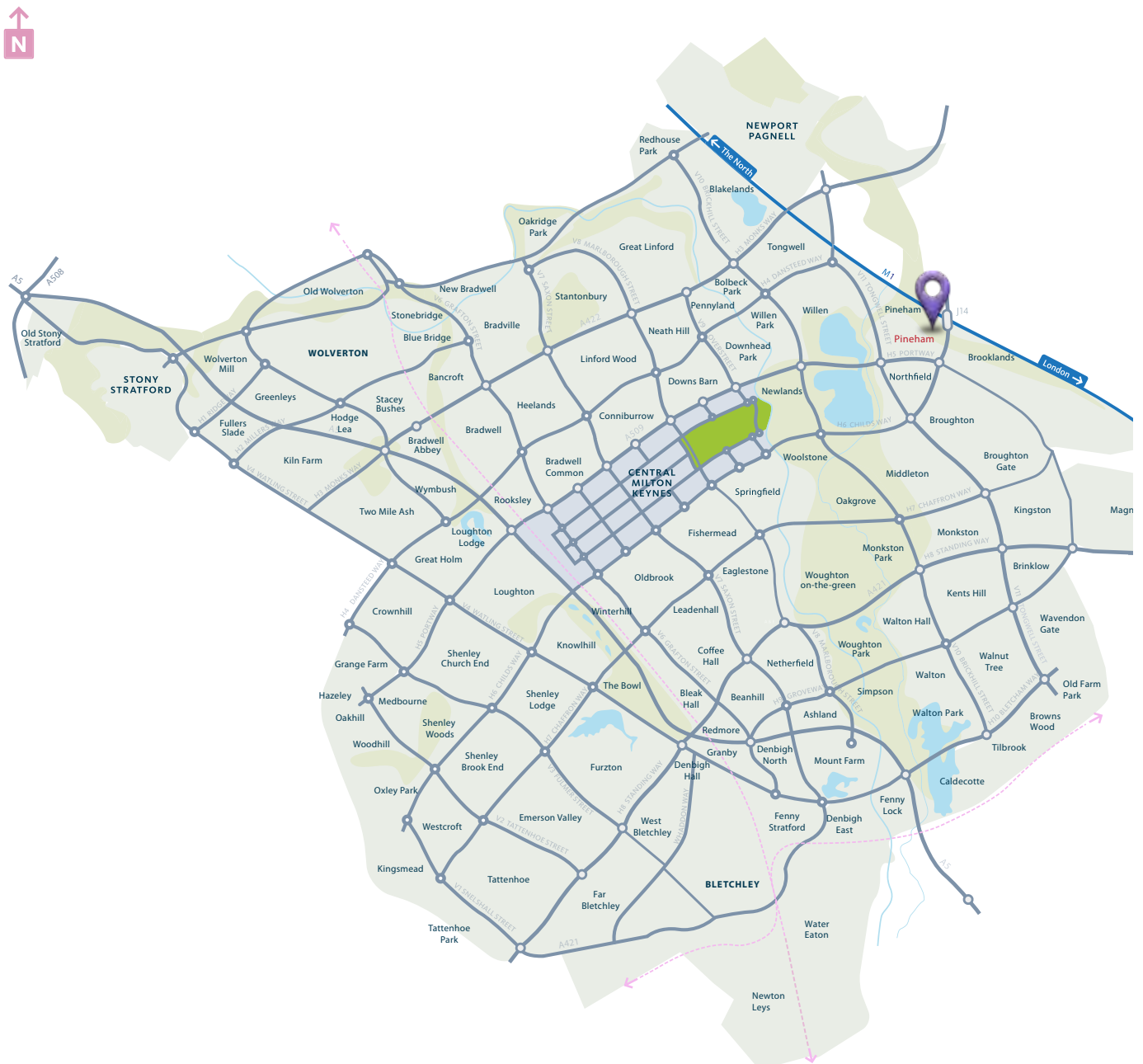


Figure 1: Site Location



Figure 2: Land Ownership

- 1.2.4 The Development Brief has been prepared to accord with current Planning Policy – a key aim though is to contextualise the policy for the site covered by the Brief. The Brief cannot formally change current policy, however there may be material considerations that suggest variations of current policy may be appropriate. Where this is the case, the Brief will state what they are and what the preferred use and/or variation in policy is. This will be weighed against the current policy when determining a planning application for the site.
- 1.2.5 Once approved by Milton Keynes Council Cabinet, the guidance contained within the Brief will be a material consideration in helping determine planning applications for the site.

1.3 Structure of Brief

The Brief is divided into five sections:

Section 1 outlines the purpose of the brief, its location and ownership and other administrative information for developers.

Section 2 describes the planning policy context of the site.

Section 3 provides an analysis of the site itself and the surrounding area. A thorough understanding of this will have an important bearing on the key design principles and parameters.

Section 4 outlines what the Brief is seeking to deliver in terms of land uses

Section 5 represents the Key Design and Development Principles, that should inform any development proposals. The accompanying Parameters Plan spatially illustrates the design principles.

SECTION 2: POLICY CONTEXT

2.1 National Planning Policy Framework

- 2.1.1 The National Planning Policy Framework (NPPF) was published in 2012. At the heart of the NPPF is a presumption in favour of sustainable development.
- 2.1.2 The following sections of the NPPF are of particular relevance to the development of this site:
- Building a strong, competitive economy
 - Requiring good design
- 2.1.3 As of 6 April 2015, National Planning Policy has been strengthened to make it clear that the Government's expectation is that Sustainable Drainage Systems (SuDS) will be provided in new developments. To this effect it is expected that, where planning applications are for major development, the Local Planning Authority must ensure that SuDS are put in place, unless demonstrated to be inappropriate. Milton Keynes Council will therefore determine planning applications in accordance with national standards and local policy, whilst taking into account technical advice provided by the Lead Local Flood Authority.

2.2 Milton Keynes Local Plan

- 2.2.1 The Milton Keynes Local Plan was adopted in December 2005. The following Local Plan policies have been 'saved' by the Secretary of State. They remain in force until superseded by policies in other development plan documents, e.g. Plan:MK.

- 2.2.2 The site is part of the Eastern Expansion Area (EEA). Local Plan Policy EA3 sets out proposals for development of the EEA. The majority of the site is allocated for mixed uses (including B1/B2/B8 employment uses).
- 2.2.3 The area of the site alongside the Broughton Brook is part of a linear park (policy S12). Land alongside the M1 motorway and Broughton Brook are identified as wildlife corridors in the Local Plan (policy NE1).
- 2.2.4 Policy D4 of the Local Plan sets out the Council's requirements with regard to sustainable construction.
- 2.2.5 Policies D1 and D2 are general design policies that apply borough-wide. They look at the impact of development proposals on locality and the design of buildings. Policies T10 and T15 take account of traffic and parking provision respectively, while Policy T11 sets out the Council thresholds regarding whether or not a Transport Assessment/Travel Plan is required.

2.3 Core Strategy

- 2.3.1 The Core Strategy was adopted in July 2013 and forms part of the development plan for Milton Keynes.
- 2.3.2 Relevant Core Strategy policies include:
- Policy CSA National Planning Policy Framework - Presumption in favour of sustainable development
 - Policy CS11 A Well Connected Milton Keynes
 - Policy CS12 Developing Successful Neighbourhoods

- Policy CS13 Ensuring High Quality, New Designed Places
- Policy CS18 Healthier and Safer Communities
- Policy CS19 The Historic and Natural Environment

2.3.3 Milton Keynes benefits from an innovative and strategic approach to open space provision and surface water management. In line with local policy contained within the Core Strategy, all new developments will be required to ensure that flood management is planned at the largest appropriate scale, providing sustainable and strategic surface water drainage as part of a network of multi-purpose open spaces.

2.4 Plan:MK, a new local plan for Milton Keynes

2.4.1 Work is currently underway to prepare a new local plan for Milton Keynes. This new local plan, once adopted, will replace both the Core Strategy and the Milton Keynes Local Plan.

2.4.2 Consultation on four potential Strategic Development Directions took place during January-April 2016. One of the Strategic Development Directions considers development east of the M1 motorway which, if pursued, would need significant improvement to infrastructure links over the M1.

2.5 Supplementary Planning Guidance (SPG)/Documents (SPDs)

2.5.1 The Eastern Expansion Area Development Framework was adopted in October 2005. It identifies the area around M1 junction 14 as a mixed use gateway. It identifies the site as a suitable location for a lorry park.

2.5.2 The following Supplementary Planning Guidance/Documents (SPG/SPDs) will also be considered as material considerations when preparing any planning application for the site:

- Milton Keynes Drainage Strategy – Development and Flood Risk SPG (2004)
- Sustainable Construction SPD (2007)
- Parking Standards SPD (2016)
- A suite of Supplementary Planning Documents and Guidance relating to Developer Contributions

2.6 Planning Summary

2.6.1 Planning policy supports employment development, together with an extension to the Broughton Brook linear park.

SECTION 3: CONTEXTUAL ANALYSIS

3.1 Introduction

3.1.1 It is important to understand the existing site and surrounding area and their features, as this informs the layout and design principles for any development of the site. Figures 3 and 4 provide an analysis of the site and its context.

3.2 Surrounding Area

Land Uses

- 3.2.1 Immediately to the west and south of the site is the Broughton Brook Linear Park. Cotton Valley Sewage Works lies 100m further to the west.
- 3.2.2 To the north and north-east of the site is the M1 motorway, and junction 14. To the east of the site lies the Coachway coach station and park and ride facility.

Public Transport Access

3.2.3 The nearest bus stops are on the A509 and at the Coachway (see figure 2). The Coachway provides frequent links to London and the north and a frequent bus service to CMK and the railway station.

Cycle/Pedestrian Access

- 3.2.4 There is an existing redway which runs along from the A5130 to the Coachway along the edge of Broughton Brook. Extension of the redway into the site would enable pedestrian/cycle access to be provided from Broughton Gate, Broughton, and Brooklands.
- 3.2.5 Pedestrian/cycle access from the north (Willen) and the west is non-existent.



Coachway



Redway along edge of Broughton Brook

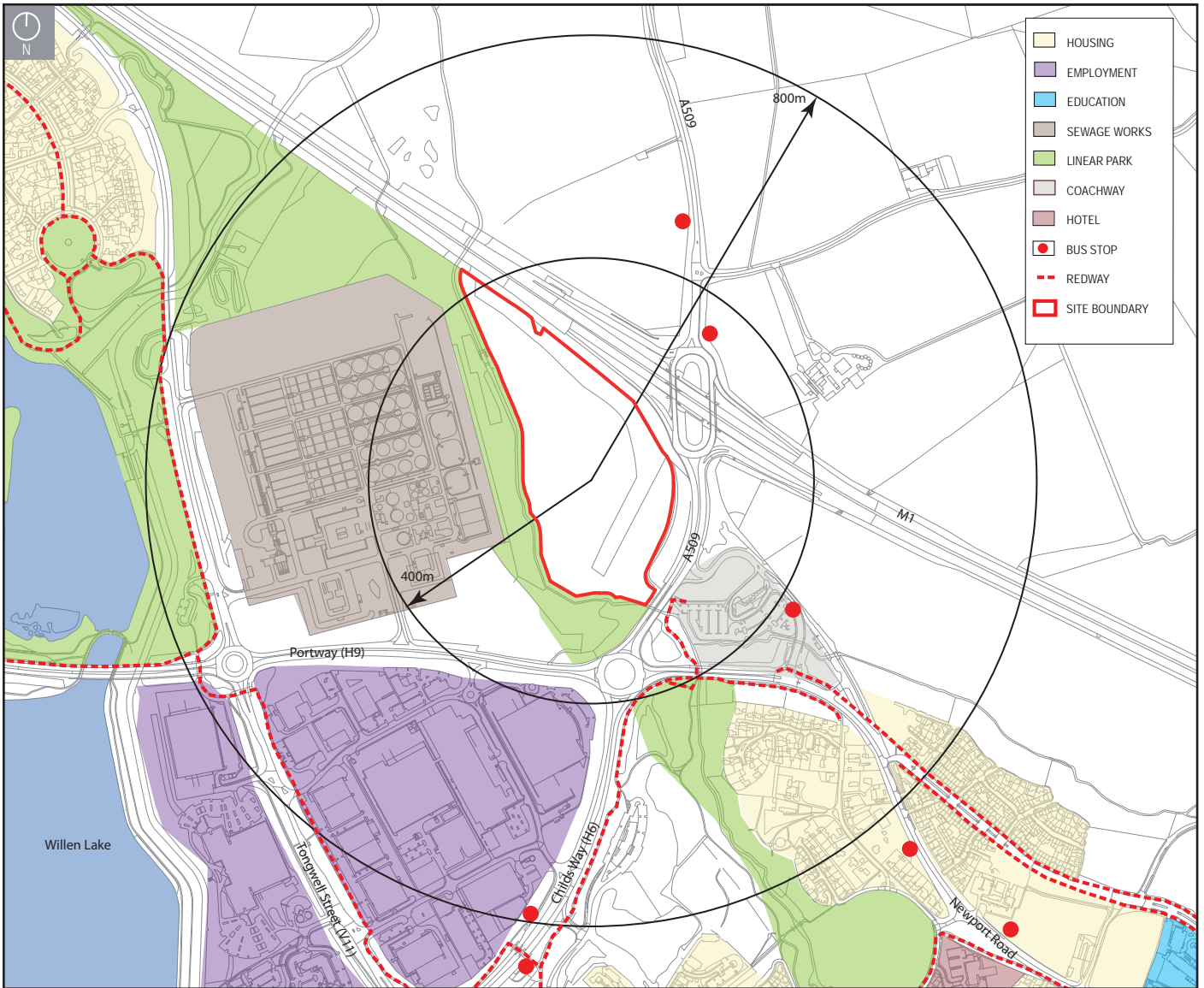


Figure 3: Surrounding Area

3.3 The Site

Topography and Landscape

- 3.3.1 The land slopes down from the east to the west of the site. There is a 5 metre difference in height between the site's highest and lowest points.
- 3.3.2 The site is screened with planting from the M1 motorway. There is also a strong landscape belt to the south-west of the site along Portway (H5).

Flood Risk

- 3.3.3 The site primarily lies within flood zone 1. However, the south-east corner of the site is within flood zone 3, with a small part in flood zone 2. Development will not be permitted within flood zones 2 and 3.

Access

- 3.3.4 There is an existing vehicular access to the Cotton Valley Sewage Works from Portway (H5). This is the preferred access point and route into the site for vehicles.
- 3.3.5 There is potential to create a pedestrian/ cycle access underneath the A509 from the Coachway. This would link into the existing redway network.



View of the site looking north



Existing vehicular access to sewage works.



Existing tree planting within site.

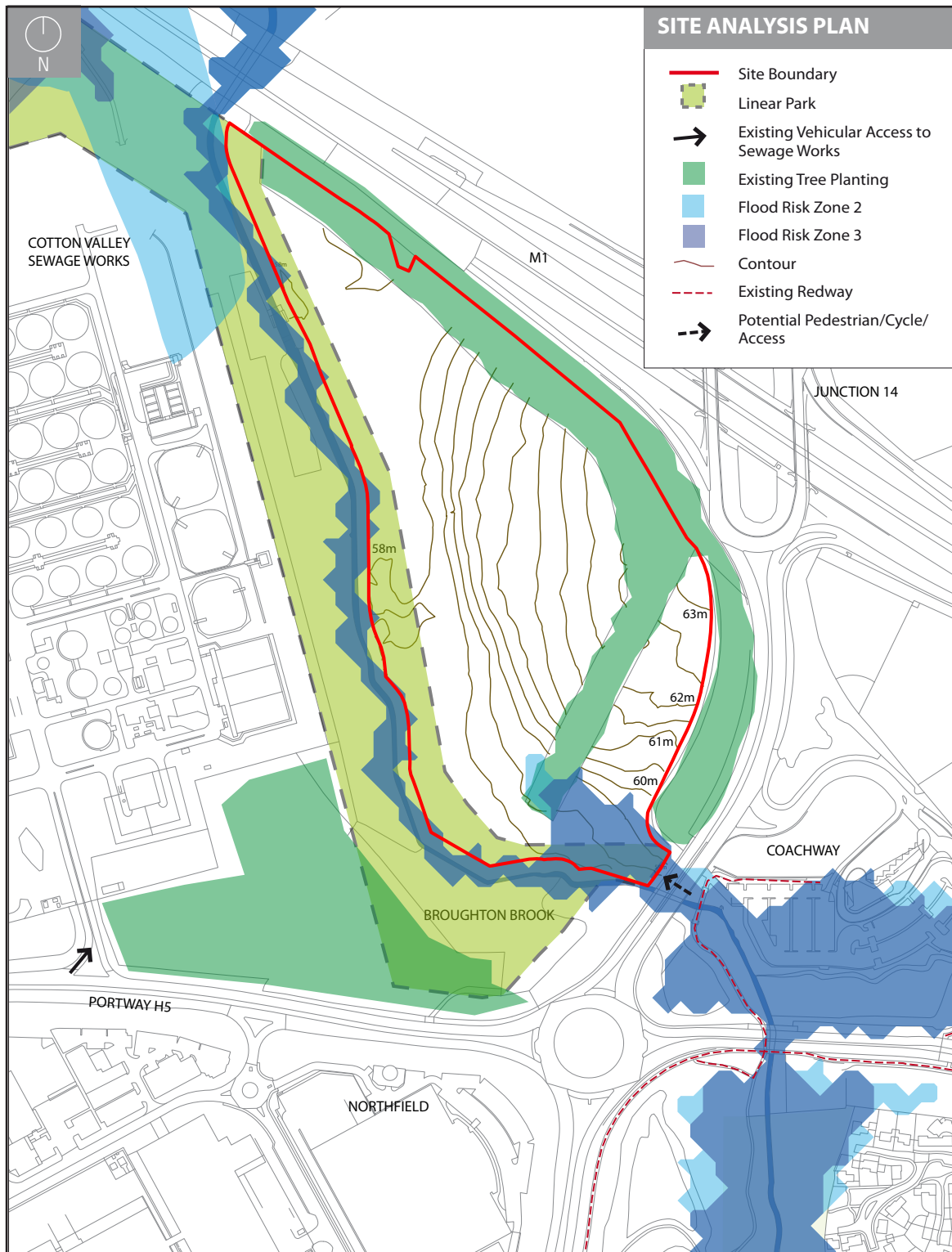


Figure 4: Site Analysis

3.4 Opportunities and Constraints

3.4.1 The preceding sections of the development brief provide an appraisal of the site's existing character and context.

Opportunities

- Site is well located in terms of national road network.
- Site is accessible by public transport and car.
- Provide extension to linear park, incorporating public access, biodiversity enhancement and flood mitigation.
- Potential to connect to existing redway, which serves Broughton, Broughton Gate and Brooklands.
- Site is adjacent to Coachway park and ride and coach station.

Constraints

- Impact of development on biodiversity will need to be mitigated.
- Part of the site lies within flood risk zones 2 and 3, where development will not be permitted.
- Flood mitigation measures required within part of the site.
- Existing pedestrian and cycle access to the site from the north and west is non-existent.
- Location close to Cotton Valley Sewage Works.
- Topography of the site.
- Broughton Brook wet wildlife corridor and M1 road wildlife corridor.

3.4.2 The opportunities and constraints have served to underpin the rationale behind the approach and principles of this Brief and the Parameters Plan, outlined in section 5.



Cotton Valley Sewage Works



View of elevated A509 looking south from within site

SECTION 4: DEVELOPMENT OPPORTUNITIES

4.1 Development Opportunities

4.1.1 The planning policy context as outlined in Section 2 highlights that employment development and extension of the Broughton Brook linear park are appropriate uses for this site.

Employment

4.1.2 Given the context of the site, adjacent to Cotton Valley Sewage Works and Junction 14 of the M1, it is considered that a B2/B8 employment development would best fulfil the planning requirements for this site.

4.1.3 The Milton Keynes Employment Land Review and Economic Growth Study (November 2015) has reviewed and assessed the supply of employment land within the Borough to see if it is fit for purpose. The study concluded that of all the sites and vacant land assessed the Pineham site and land to the east of Magna Park (Eagle Farm North) were the best locations for the needs of logistics occupiers.

4.1.4 The site could be developed by a single occupier, or split into more than one parcel. In the event of development of the site being phased, the northern section should be developed first.

Linear Park

- 4.1.5 An area of land adjacent to Broughton Brook should be set aside to create an extension of the linear park.
- 4.1.6 Development proposals for the linear park should meet the objectives of:
- protection and enhancement of biodiversity and landscape features
 - improvement of public access
 - flood control
 - protection and interpretation of archaeological interest
- 4.1.7 The completed linear park should be transferred to the Parks Trust on completion, together with the necessary endowment to cover future maintenance costs.



SECTION 5: PLANNING & DESIGN PRINCIPLES

5.1 Introduction

- 5.1.1 This section outlines the principles relevant to the design and development of the site. A Parameters Plan serves to spatially represent the key design principles.
- 5.1.2 Development proposals must be based on a thorough appraisal of the site's context.

5.2 Layout

- 5.2.1 It is essential that there is a clear distinction between public and private space so that all publicly accessible parts of the development are fronted by animated frontages and private areas (such as service yards) are inaccessible to the public.

5.3 Flood Risk Mitigation

- 5.3.1 Developers will need to submit a detailed Flood Risk Assessment (FRA) with any planning application for development of the site. The FRA will be expected to fully assess all potential forms of flood risk to the site.
- 5.3.2 Sustainable drainage will be required to deal with surface water run-off on site. Measures that could be incorporated include green/brown roofs, rainwater harvesting systems, permeable pavements, and filter strips and swales.
- 5.3.3 When making planning applications it is essential that, to get the best results, the integration of water and SuDS options are considered early in the site evaluation and planning process, not just at the detailed design stage. Full consideration of SuDS at the

pre-application and outline stage is important to ensuring surface water management is fully integrated into the development, leading to an effective drainage design, providing multiple benefits and with costs considered from the outset. Further guidance and information can be found in the "Milton Keynes Council Surface Water Drainage; Local Guidance for Planning Applications", which is available on the Council's website.

- 5.3.4 Broughton Brook is a watercourse under the responsibility of the Bedford Group of Internal Drainage Boards. Any works which incorporate or impact upon the watercourse, or are within 9m of the watercourse, will require their consent.

5.4 Frontages

- 5.4.1 The key frontage which requires an appropriate design response is that fronting onto the linear park. Buildings and planting should be used to screen service areas from the public realm.
- 5.4.2 Planting and the design of buildings should be used to reduce the visual impact of the development on the public realm.

5.5 Detailed Design Appearance

- 5.5.1 There is little in the way of context to inform the detailed design appearance of the buildings. Consequently, there is greater freedom for developers in terms of the architectural approach, as there are no clear contextual design cues that need to be considered.

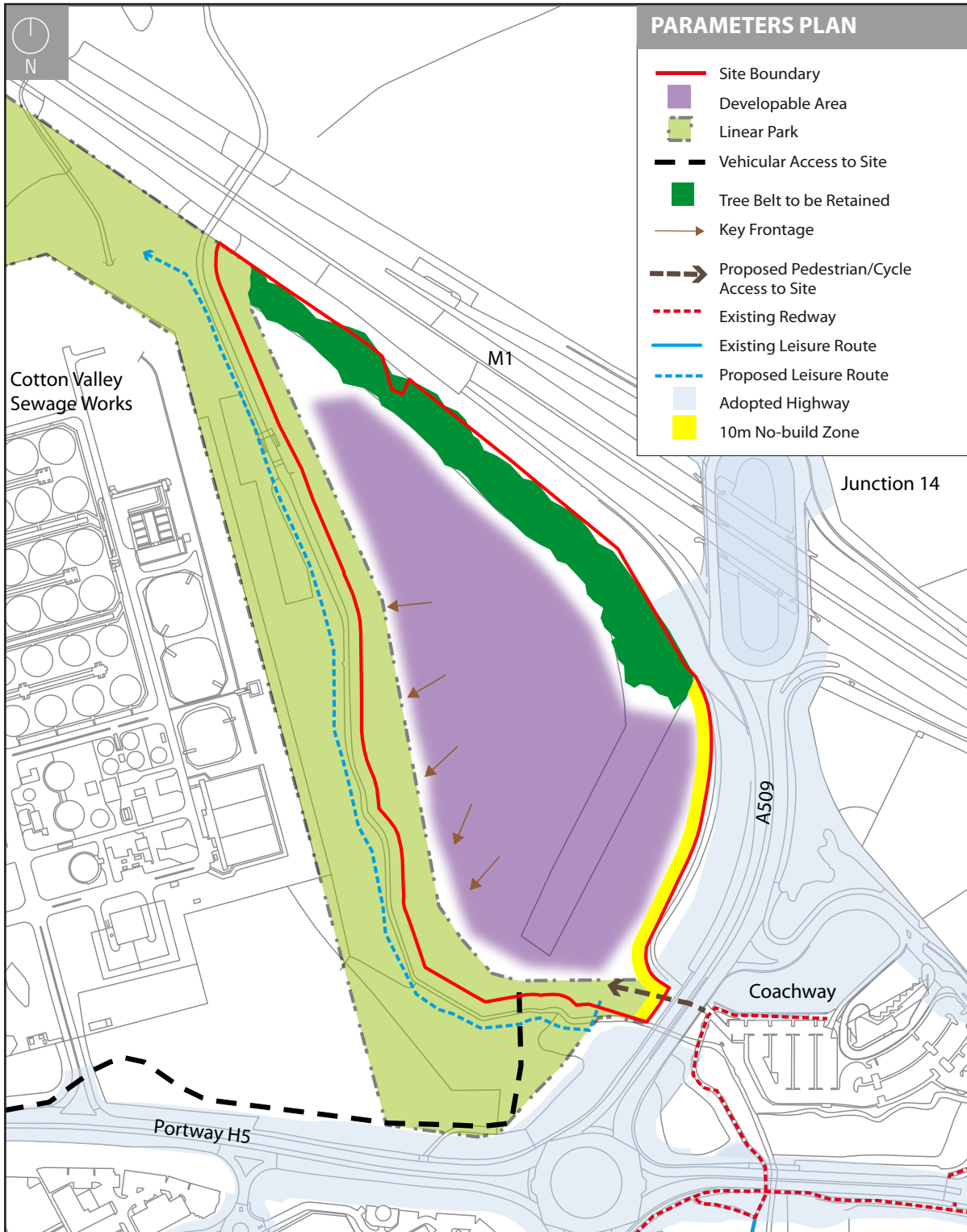


Figure 5: Parameters Plan

5.6 Sustainable Construction and Energy Efficiency

- 5.6.1 The Council's Local Plan Policy D4 and its supplementary Sustainable Construction SPD sets sustainability standards that will have to be considered as part of the overall design process.
- 5.6.2 To satisfy policy D4, developers will either need to produce a sustainability statement showing how the requirements of the relevant checklist in the SPD will be satisfied, or carry out a BREEAM assessment demonstrating how an excellent standard will be achieved.

5.7 Access and Movement

- 5.7.1 Vehicular access into the site will be taken off Portway (H5). This will require the construction of a road through land outside of the site boundary, which is in the ownership of the Parks Trust.
- 5.7.2 Pedestrian/cycle links will be provided from the development into the redway that connects the Coachway and the A5130. A leisure route footpath/cycleway will be provided through the linear park. This route will connect the Coachway area and Broughton Brook Linear Park to the existing redway on Tongwell Street (V11).
- 5.7.3 Planning applications for proposals must include a Transport Assessment and a Travel Plan, produced in consultation with local transport providers and agreed with the Council. A Transport Assessment identifies what measures will be taken to deal with the anticipated

transport impacts of the scheme and to improve accessibility and safety for all modes of travel, particularly for alternatives to the car such as walking, cycling and public transport. It will also indicate what enhancements, if any, are required to the local highway network.

5.8 Parking

- 5.8.1 Car and cycle parking must be in accordance with Milton Keynes Council's Parking Standards.
- 5.8.2 Car parking shall be carefully integrated to ensure that the fronts of buildings are not dominated by large areas of surface car parking. Car parking areas shall be broken up with landscape and tree planting.

5.9 Public Realm and Landscaping

- 5.9.1 The landscape design should help to tie buildings together and create a coherent and unified structure for the site. The landscape structure should provide a transition between the built development and the linear park to the west.
- 5.9.2 Due to the topography and the likely need for substantial earthworks in order to integrate new development on site, a Sustainable Soil Strategy will also be required. A Landscape Strategy and Landscape Maintenance Strategy will be required for the whole site. The Landscape Strategy would set the objectives of the earth shaping and planting, such as screening, enhancing wildlife corridors, visual interest, gateway landscaping, seasonal colour.

5.10 General Planning Requirements

Archaeology

- 5.10.1 The site contains a cropmark enclosure of probable late prehistoric to Romano-British date. Excavation on the adjacent sewage works site revealed the remains of a Bronze Age burial mound from which two cremations were recovered, in addition to Iron Age and Romano-British settlement. As such, there is high potential for buried archaeological remains to be revealed and impacted on by future development in this area.
- 5.10.2 Prior to a planning application being submitted the area shall be subject to an archaeological field evaluation comprising trial trenching to a pattern and density agreed with the Council. This will enable any necessary mitigation (excavation or avoidance of significant archaeology) to be agreed and enforced via a condition on the eventual planning permission.

Nature Conservation

- 5.10.3 The site encroaches on to land designated in the Local Plan as Wildlife Corridor. The site habitats and adjacent land habitats include rough grassland, scrub, plantation woodland, riverside trees and river. These habitats along with local records, suggest that the site could support the presence of otter, water vole, nesting birds (including Wildlife and Countryside Act 1981 Schedule 1 species), bats, reptiles and amphibians.
- 5.10.4 Any proposals for development will require a Preliminary Ecological Appraisal. The

development of the site will result in the loss of a significant area of woodland habitat. An ecological enhancement scheme will be required that incorporates net gains for wildlife into the development. The DEFRA Impact Assessment Biodiversity Calculator methodology can help to inform avoidance, mitigation and compensation actions that could include biodiversity offsetting.

Safety and Security

- 5.10.5 The developer must consult with the Crime Prevention Design Advisor at an early stage in the design process: initially, regarding design and layout and subsequently, regarding any additional physical security or community safety requirements.
- 5.10.6 Most importantly, the layout of the development must avoid the creation of areas of public realm that are 'leftover' and not overlooked by any development, as they can become areas of anti-social behaviour. Furthermore, there must be no ambiguous space in terms of ownership.

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