Phase five advanced highway infrastructure works along the High Street and in the vicinity of Brooklands Square (to link Phase 2 (the junction of Salford Road and Newport Road plus the extension of Sovereign Way) with Phase 3 (the realignment of Salford Road and the new junction linking Fen Street and Salford Road)) including roads, ancillary junctions, footways, on-street car parking and space for future ancillary landscaping.

AT Land At Brooklands 2501 Units Outline, Newport Road, Broughton

FOR Places For People Developments Ltd

Target: 20th August 2014

Ward: Broughton Parish: Broughton & Milton Keynes Parish Council

Report Author/Case Officer: Stephen Gee
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1.0 INTRODUCTION
(A brief explanation of what the application is about)

1.1 The main section of the report set out below draws together the core issues in relation to the application including policy and other key material considerations. This is supplemented by an appendix which brings together planning history, additional matters and summaries of consultee responses and public representations. Full details of the application including plans, supplementary documents, consultee responses and public representations are available on the Council’s Public Access System www.milton-keynes.gov.uk/publicaccess. All other matters have been taken into account in writing this report and recommendation.

1.2 The Site

Brooklands is located on the eastern edge of Milton Keynes and forms a substantial part of the Eastern Expansion Area (EEA), allocated for development in the Milton Keynes Local Plan (adopted December 2005). Infrastructure works in the northern half of the Brooklands site are now complete including the Ridge; an acoustic earth bund, the City Street (Fen Street); a public transport spine serving the EEA and Brooklands Meadows; the first park with play areas and Sustainable Urban Drainage System (SUDS). Work on the first three phases of housing is progressing with approximately
300 occupations.

1.3 The phase of advanced highway infrastructure to which this application relates is defined by the Eastern Expansion Area Development Framework (EEADF), the Brooklands hybrid planning permission (ref. 06/00220/MKPCO) and the approved Brooklands Development Brief and is located in the centre of the Brooklands development providing access to the mixed-use Brooklands Square and proposed secondary school site. The application site links two previously approved sections of City Street (Fen Street) and forms a junction with the extension of Countess Way (also known as Sovereign Way) which provides access to the second primary school currently under construction.

1.4 Details of the location of the site and its relationship to surrounding properties can be seen in the plans attached to this report.

1.5 The Proposal

This application seeks permission to provide the fifth, and final, phase of the City Street advanced highway infrastructure in Brooklands which joins together Phase 2 and Phase 3 of the previously approved sections of City Street (Fen Street). The application relates to a 546m length of road and a 73m long spur and includes the following elements:

- The replacement of a temporary tie-in to the east of the proposed secondary school site with a continuation of the previously approved City Street. This includes either side of a central reservation a single running lane, a bus lane, on-street parking and a Redway.
- Two vehicular access points are proposed into the secondary school site and a new vehicular access point is proposed into the now enlarged community reserve site.
- To the south east of the school’s main entrance a bus stop is proposed on either side of the road and a purpose built crossing.
- An interim design solution is proposed through Brooklands Square which allows utilities to be provided to the secondary school site whilst detailed design proposals for Brooklands Square are developed.

1.6 Details of the proposal as described above can be seen in the plans appended to this report.

2.0 RELEVANT POLICIES
(The most important policy considerations relating to this application)

2.1 National Policy

National Planning Policy Framework paragraph:

12 Accordance with Development Plan
14 Presumption in favour of Sustainable Development
17 Core Planning Principles
2.2 Local Policy

Core Strategy
CS1 (Milton Keynes Development Strategy)
CS11 (A Well Connected Milton Keynes)
CS12 (Delivering Successful Neighbourhoods)
CS13 (Ensuring High Quality, Well Designed Places)

Adopted Milton Keynes Local Plan 2001-2011
S1 (General Principles)
S3 and S4 (City Expansion Areas)
EA1 and EA2 (Expansion Areas General Policies)
EA3 (Eastern Expansion Area)
D1 (Impact of Development Proposals)
D2a (Urban Design Aspects of New Development)
T1 (The Transport User Hierarchy)
T3 (Pedestrians and Cyclists)
T5 (Public Transport)
T9 (Road Hierarchy)
T10 (Traffic)
T15 (Parking Provision)
T17 (Traffic Calming)

Supplementary Planning Guidance
Eastern Expansion Area Development Framework SPG (October 2005)
Parking Standards (January 2005) and Addendum (April 2009)

Other Documents
Brooklands Development Brief (Approved August 2006)
Brooklands Design Code 1 (Approved August 2008)
Brooklands Design Code 2 (Approved October 2012)

3.0 MAIN ISSUES
(The issues which have the greatest bearing on the decision)

3.1 1. The Principle of a City Street
The principle of City Streets was established and agreed through the Local Plan process. All planning applications to date have been made and subsequently approved on the basis that City Streets would be implemented. Whilst the Core Strategy has now been adopted, this does not supersede the saved Local Plan policies relating to development in Brooklands as an ‘Existing Local Plan Expansion Area’ which the Core Strategy acknowledges is based on ‘service provision focused on the High Street area and along City Streets’. The principle of the proposal is therefore considered acceptable.
2. Delivery of Brooklands Secondary School

The decision to award the contract to build Phase 1 of the new secondary school at Brooklands was approved at the Council’s Cabinet Procurement Committee on 5th August 2014. Phase 1 of the new secondary school is programmed to open in September 2016. In order to meet this date, it is essential that access to the secondary school site is provided by Jan/Feb 2015 to enable the programmed construction start date of April 2015. If this application is not permitted, then it is unlikely that Phase 1 of the secondary school will be delivered in time for a September 2016 opening.

3. Highway Design and Parking Provision

The proposed highway design is consistent with the EEADF, approved Brooklands Development Brief and Design Codes 1 and 2 and the infrastructure already constructed or approved for all other phases of the Brooklands development. Visitor parking has been provided at all available opportunities along the highway to the front of the secondary school.

4.0 RECOMMENDATION
(The decision that officers recommend to the Committee)

4.1 It is recommended that planning permission be granted subject to the conditions set out at the end of this report.

5.0 CONSIDERATIONS
(An explanation of the main issues that have led to the officer Recommendation)

5.1 The Principle of a City Street

Section 38 (6) of the Planning and Compulsory Purchase Act 2004 states that planning applications must be determined in accordance with the prevailing development plan unless material considerations indicate otherwise. For the purposes of this application the development plan consists of the saved policies in the Milton Keynes Local Plan and the policies in the Core Strategy. Additional detail and guidance used in determining planning applications is provided in the EEADF and approved Brooklands Development Brief and Design Codes.

5.2 The saved Local Plan Policy EA3 requires the provision of a dedicated public transport route to connect the EEA with CMK, through each phase of development prior to the occupation of development in that phase. For the purposes of Policy EA3, the dedicated public transport route is defined as a road that can carry modern, high quality articulated buses on separate lanes within the carriageway and priority of buses along its entire length.

5.3 The EEADF provides the comprehensive development framework for the EEA, as required by saved Local Plan Policy EA1 and was adopted by Milton Keynes Council as Supplementary Planning Guidance in October 2005. The EEADF is intended to guide all stages of development in Brooklands and remains a material consideration when considering all planning applications for this area. The EEADF advocates the construction of City Streets as the
main north-south public route through the EEA connecting with Northfield roundabout in the north, the Magna Park employment area to the south and H7 Chaffron Way to the west.

5.4 The development form of Brooklands as approved under the hybrid planning permission 06/00220/MKPCO, the approved Brooklands Development Brief and Design Codes 1 and 2 has been structured around the layout and requirements of the City Streets, including the provision of a dedicated public transport route, in accordance with the EEADF.

5.5 The first four phases of infrastructure have also been approved in accordance with the City Street principles outlined in the EEADF, Brooklands Development Brief and Design Codes 1 and 2. Phase 1 (ref. 08/00583/MKPC) has been built and Phase 2 (ref.09/02216/MKPC) is under construction. Phase 3 (ref. 12/00002/MKPC) and Phase 4 (ref. 13/00820/FUL) have received planning permission. This application seeks permission to join one section of approved City Street (Phase 2) with another section of approved City Street (Phase 3).

5.6 In July 2013, the Milton Keynes Core Strategy was formally adopted by the Council. The Core Strategy only replaces the strategic policies in the Local Plan and does not supersede the saved Local Plan policies referenced above.

5.7 Core Strategy Policy CS11 (A Well Connected Milton Keynes) states that over the Core Strategy period the Council will seek to maintain and future-proof the Council’s grid road network and extend it into new development areas whilst safeguarding corridors for mass transit systems.

5.8 However, under Policy CS1 (Milton Keynes Development Strategy), the EEA is defined as an ‘Existing Local Plan Expansion Area’ (rather than a new development area) and therefore it is expected that Brooklands is delivered in line with previously approved development plan documents and saved Local Plan policies. Indeed, Table 5.8 in the Core Strategy outlining the Council’s Overarching Development Strategy reinforces that development in the EEA is predicated on ‘service provision focused on the High Street area and along City Streets’.

5.9 City Streets are designed to operate at a speed limit of 30mph whereas a Grid Road would typically operate within a 60-70mph speed limit. Changing the current proposals to a grid road would be contrary to saved Local Plan Polices, the adopted Eastern Expansion Area Development Framework and approved Brooklands Development Brief and Design Codes. It would be disjointed with the phases of the City Street already approved and constructed in Brooklands and would present significant safety concerns with development, including the community and commercial uses in Brooklands Square and the secondary school, that has been approved through the Brooklands Development Framework plan to front directly onto this road.

5.10 In summary, the principle of City Streets was established and agreed through
the Local Plan process. All planning applications within the EEA and Brooklands to date have been made and subsequently approved on the basis that City Streets would be implemented. Whilst the Core Strategy has now been adopted, this does not supersede the saved Local Plan policies relating to development in Brooklands as an ‘Existing Local Plan Expansion Area’ which the Core Strategy acknowledges is based on ‘service provision focused on the High Street area and along City Streets’. The principle of the proposal is therefore considered acceptable.

5.11 The Council are currently considering a review of the City Street concept in the Expansion Areas. However, this review has not yet been undertaken. This review should not delay the determination of this application, which remains in accordance with adopted Council policy and is necessary to ensure the delivery of the secondary school. Determining this application will not prejudice the review and should any recommendations be made following the review this would be implemented comprehensively for this section of City Street as well as the rest of the City Street within the EEA.

5.12 **Delivery of Brooklands Secondary School**

This application has been brought forward by the applicant following a request by Milton Keynes Council as the local education authority in order to provide access and services to the proposed secondary school site. The new secondary school is needed to meet an existing shortfall and projected demand for additional secondary school places arising from new housing development across the EEA.

5.13 The decision to award the contract to build Phase 1 of the new secondary school at Brooklands was approved at the Council’s Cabinet Procurement Committee on 5th August 2014. Architects have been appointed by the Council and are working with the school body to prepare a planning application. The Phase 1 project will provide 750 pupil places along with the core infrastructure to enable Phase 2 which will increase school capacity to offer a total of 1,200 places, plus 400 places for Post 16 education. Phase 1 of the new secondary school is programmed to open in September 2016. In order to meet this date, it is essential that access to the secondary school site is provided by Jan/Feb 2015 to enable the programmed construction start date of April 2015. If this application is not permitted, then it is unlikely that Phase 1 of the secondary school will be delivered in time for a September 2016 opening.

5.14 In support of the application, the Council’s Education Capital Development Manager has stated the following:

‘The design of the secondary school and its integration into the new site has obviously been influenced by the proposal to access the school from a new City Street, and foremost in our design principles has been to promote the City Street ethos by providing a landmark building which will harmonise with other new developments and buildings to be constructed adjacent to the school site. If we now move away from providing a City Street to a Grid Road
there would be a major impact on our design principles and an obvious impact on our ability to deliver the new school for its first admissions in September 2016 since we would have to redesign and re-programme as well as making effective temporary arrangements to house the new influx of pupils elsewhere. In essence the statutory obligations which the Council has to provide a sufficiency of school places would be severely compromised. The additional costs which would be incurred in the event of a delay would be significant but even more important for the Council would be the disruption which would be caused to the education of the pupils through a delayed delivery’.

5.15 In summary, the construction of the Phase 5 Infrastructure at Brooklands is essential to the strategic programme for the delivery of the new Secondary School in accordance with the Council’s Education Capital Programme and the decision of the Council’s Cabinet Procurement Committee and is therefore supported.

5.16 Highway Design and Parking Provision

The proposed highway design would comprise a 3.65m carriageway plus a 3.1m wide buff coloured bus lane on both sides separated by a 3m wide central median with a ‘golden gravel’ finish. The highway would have an adjoining 2m wide grassed verge and 3m wide Redway with a 0.55m wide maintenance strip on the outside of the Redway. The grassed verge provides space for on-street visitor parking and tree planting.

5.17 The section of highway to the front of the proposed secondary school is proposed to be 20mph and is distinguished by sections of raised blockwork as traffic calming. This is consistent with the design of the highway in front of Brooklands Farm Primary School. Provision for a bus stop on either side of the road near to the school entrance with appropriate pedestrian crossing points is also proposed. The rest of the highway is characterised by a tarmac surface and is proposed to be 30mph.

5.18 Visitor parking has been provided at all available opportunities along the highway to the front of the secondary school. This is additional to the staff parking and parent drop off parking requirements for the secondary school that will be provided within the school site. No visitor parking is currently proposed for Brooklands Square, but will be brought forward as the detailed design of Brooklands Square is progressed. This will be the subject of a separate future planning application.

5.19 Overall, the proposed highway design is consistent with the EEADF, approved Brooklands Development Brief and Design Codes 1 and 2 and the infrastructure already constructed or approved for all other phases of the Brooklands development and is therefore considered to be acceptable.

5.20 The Council’s Senior Highways Engineer has confirmed that the proposed layout is acceptable and has no objections to the proposal. The proposal has also been considered by Road Safety Colleagues who have made minor
comments on the proposed layout. The Highways Engineer has advised that these can be conditioned in terms of the overall layout and resolved as part of the S278/S38 technical approval process. A condition has been recommended on this basis.

5.21 Summary

The principle of City Streets was established and agreed through the Local Plan process. All planning applications to date have been made and subsequently approved on the basis that City Streets would be implemented. Whilst the Core Strategy has now been adopted, this does not supersede the saved Local Plan policies relating to development in Brooklands as an Existing Local Plan Expansion Area. The principle of the proposal is therefore considered acceptable. The designs are consistent with the Eastern Expansion Area Development Brief, Brooklands Development Brief and Design Codes and details previously approved for earlier infrastructure phases.

5.22 The approval of this application has been submitted at the request of Milton Keynes Council as Local Education Authority and is essential to provide the necessary access and services to enable the delivery of the secondary school site by September 2016 and other supporting community and commercial facilities in the Brooklands Square in line with the increased pace of development. It is therefore recommended that the application is permitted subject to the conditions listed below.

6.0 CONDITIONS

(The conditions that need to be imposed on any planning permission for this development to ensure that the development is satisfactory. To meet legal requirements all conditions must be Necessary, Relevant, Enforceable, Precise and Reasonable)

1) The development hereby permitted shall be begun before the expiration of three years from the date of this permission.

Reason: To comply with Section 51 of the Planning and Compulsory Purchase Act 2004.

2) Prior to the commencement of development, details of the disposal of surface water from the highway shall be submitted to and approved in writing by the Local Planning Authority. No building which takes direct access from the approved road shall be occupied until the works for the disposal of surface water from the highway have been constructed in accordance with the approved details.

Reason: To minimise danger and inconvenience to users of the highway.

3) Prior to the commencement of development, details of the setting out and construction of all roads, footways and cycleways shall be submitted to and approved in writing by the Local Planning Authority. No building which takes direct access from the approved road shall be occupied until the estate roads, footways or cycleways which provide access to it have been laid out and
constructed in accordance with the approved details and all necessary traffic orders and associated road markings and signs are in place.

Reason: In order to minimise danger, obstruction and inconvenience to users of the highway and of the development.

4) No building which takes direct access from the approved road shall be occupied until the approved bus stops and bus shelters have been provided in accordance with a specification that shall first be submitted to and approved in writing by the Local Planning Authority.

Reason: In order to ensure that appropriate facilities are provided for a bus service to serve the Eastern Expansion Area in accordance with Policies EA2 and T5 of the Local Plan.

5) No building which takes direct access from the approved road shall be occupied until all planting has been carried out in accordance with a soft landscaping scheme that shall first be submitted to and approved in writing by the Local Planning Authority. The soft landscaping scheme shall show the numbers, types and sizes of trees and shrubs to be planted and their location in relation to the proposed roads, footpaths and drains. Any trees or shrubs removed, dying, severely damaged or diseased within two years of planting shall be replaced in the next planting season with trees or shrubs of such size and species as may be approved in writing by the Local Planning Authority.

Reason: To minimise the effect of development on the area.

6) Prior to the commencement of development, a Construction Environmental Management Plan (CEMP) shall be submitted to and approved in writing by the Local Planning Authority. The CEMP shall set out site procedures to be adopted during the course of construction including inter alia construction traffic routing, vehicle wheel cleansing, how dust and other emissions will be controlled and construction noise and vibration from the development in each case so as to cause minimum disturbance to residents in the surrounding area. The development shall be carried out in accordance with the agreed CEMP.

Reason: To protect the amenity of the surrounding residential areas.

7) No construction or other site works shall be carried out before 8am or after 6pm Monday to Fridays, or before 9am or after 1pm on Saturdays, or at any time on Sundays or bank holidays.

Reason: To limit the detrimental effect on adjoining occupiers by reason of noise and disturbance.
Appendix to 14/01453/FUL

A1.0 RELEVANT PLANNING HISTORY

(A brief outline of previous planning decisions affecting the site – this may not include every planning application relating to this site, only those that have a bearing on this particular case)

A1.1 06/00220/MKPCO
Outline permission for residential development comprising up to 2501 units, new mixed use commercial centre, a hotel, a segregated transport route, public open space, sites for three schools, ancillary roads, structural landscaping and infrastructure including an extension to Broughton Brook Linear Park and detailed planning permission for the construction of Brooklands Public Open Space Ridge along the eastern boundary of the site. PERMITTED 07.08.2007

08/00583/MKPC
Construction of Phase 1 Infrastructure including roads, ancillary junctions, footways, redways and ancillary landscaping. PERMITTED 22.07.2008

09/01848/MKPC
Full application for change of use from former agricultural land to a Sustainable Urban Drainage System (SUDS) with formal playing fields, equipped play areas, ancillary landscaping, footpaths, vehicular access and safeguarded land for a canal. PERMITTED 24.02.2010

09/02216/MKPC
Construction of the second phase advanced highway infrastructure including roads, ancillary junctions, footways, public square and space for future ancillary landscaping and car parking. PERMITTED 15.09.2010

12/00002/MKPC
Construction of the third phase of advanced highway infrastructure including ancillary earthworks, stopping up and diversion of Salford Road, new utilities and roads, ancillary junctions, footways, a public square and space for future ancillary landscaping and car parking on the highway verge. PERMITTED 25.04.2012

13/00652/OUT
Variation of condition 2 (for the relocation of community reserve site within the approved Brooklands Development Brief) attached to outline planning permission 06/00220/MKPCO for residential development comprising up to 2501 units, a new mixed use commercial centre, a hotel, a segregated public transport route, public open space, sites for three schools, ancillary roads, structural landscaping and infrastructure including an extension to Broughton Brook Linear Park and construction of Brooklands Public Open Space Ridge along the eastern boundary of the site. PERMITTED 03.07.2013
14/01069/REM
Reserved matters application pursuant to outline planning permission 13/00652/OUT for access, appearance, landscaping, layout and scale of 427 dwellings at Brooklands BDW Phase 1B
PENDING CONSIDERATION

14/01544/OUT
Variation of Condition 3 (for the relocation of community reserve sites and allotments adjacent to the proposed Brooklands Secondary School and Brooklands Square within the approved Brooklands Development Framework Plan) attached to outline planning permission 13/00652/OUT for residential development comprising up to 2501 units, a new mixed use commercial centre, a hotel, a segregated public transport route, public open space, sites for three schools, ancillary roads, structural landscaping and infrastructure including an extension to Broughton Brook Linear Park and construction of Brooklands Public Open Space Ridge along the eastern boundary of the site. PENDING CONSIDERATION

A2.0 ADDITIONAL MATTERS

(Matters which were also considered in producing the Recommendation)

A2.1 Open Space and Landscaping

No soft landscaping is proposed in this scheme as this will be brought forward as the detailed design of Brooklands Square is progressed. In order to reflect the soft landscaping proposals for the other sections of the City Street which includes tree planting along the verges and within the central median it is proposed a condition is added to ensure the approval of landscaping details.

A2.2 Drainage

The intended means of drainage to the proposals is via the Broughton Brook Linear Park Sustainable Urban Drainage System which has previously been approved (app ref. 09/01848/MKPC) and constructed. The Buckingham and River Ouzel Internal Drainage Board has confirmed that on the basis that the proposal follows the agreed surface water drainage strategy for Brooklands, the Board has no objections to this application.
### A3.0 CONSULTATIONS AND REPRESENTATIONS

(Who has been consulted on the application and the responses received. The following are a brief description of the comments made. The full comments can be read via the Council's website)

<table>
<thead>
<tr>
<th>Comments</th>
<th>Officer Response</th>
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| **A3.1** MKC Highways Development Control  
The plans have been considered by Road Safety colleagues. They have commented on four features of the layout. However, these are minor in nature and within the application can be conditioned in terms of the overall layout and resolved as part of the S278/S38 technical approval process.  
The layout of the highway follows the same criteria as previously consented sections of Fen Street in the EEA and therefore have no objections subject to conditions for the approval of technical details of adoptable estate roads and disposal of surface water from the highway. | Please refer to paras 5.16-5.20 and recommended Conditions 2 and 3. |
| **A3.2** MKC Education  
Supports the application which is essential in meeting the strategic programme for the delivery of a new secondary school in Brooklands. If this application is not permitted this would have a major impact on the design principles and ability to deliver the secondary school for its first admissions in September 2016 since it would be necessary to redesign and re-programme as well as make temporary arrangements to house the new influx of pupils elsewhere. | Please refer to paras 5.12-5.15. |
A3.3 Broughton & Milton Keynes Parish Council
No comments received.

A3.4 Ward - Broughton - Cllr Morris
No comments received.

A3.5 Ward - Broughton - Cllr Crooks
I do not wish to formally object to the planning application particularly if there were any likelihood that this might delay work on the secondary school.

I know that there is a review currently taking place of city streets on the eastern flank which is likely to address the issue of bus lanes. I'd be happy to feed my concerns into that on the understanding that whether they are eventually included along Sovereign Way can be addressed at the implementation stage having regard to the outcome of the Review.

Please refer to paras 5.1-5.11.

A3.6 Ward - Broughton - Cllr Bint
It looks like this section of road does not yet have permission and the application needs to be determined in accordance with our current policies. Our current policies do not support the city street concept. And given the public outrage and cross-party expressions of dissatisfaction over the only two City Streets to have been built, it would be unthinkable to allow officers to give planning permission to another one, no matter how short.

Please refer to paras 5.1-5.11.

A3.7 MKC Senior Landscape Architect
Happy that landscaping details can be dealt with at a later stage.

Please refer to para A2.1 and recommended Condition 5.
A3.4 MKC Urban Design  
Confirmed no comments to make.  
Noted.

A3.5 MKC Passenger Transport  
Confirmed no comments to make.  
Noted.

A3.6 MKC Environmental Health  
No comments received  
Noted.

A3.7 MKC Footpath Officer  
No comments received.  
Noted.

A3.8 Highways Agency  
No objections.  
Noted.

A3.9 Internal Drainage Board  
No objections.  
Noted.

A3.10 Central Beds Council  
No comments received.  
Noted.

A3.11 Moulsoe Parish Council  
No comments received.  
Noted.

A3.12 Hulcote And Salford Parish Council  
No comments received.  
Noted.

A3.13 Wavendon Parish Council  
No comments received.  
Noted.
A3.18 **Local Residents**

The application was advertised by a site notice and the occupiers of the following neighbouring properties were notified of the application:

- 172-244 (evens only) Newport Road
- 2-12 (evens only) Haven Street
- 1-9 (odds only) Haven Street
- 8 Loughborough Drive
- 4 Ashover

**No public representations have been received.**