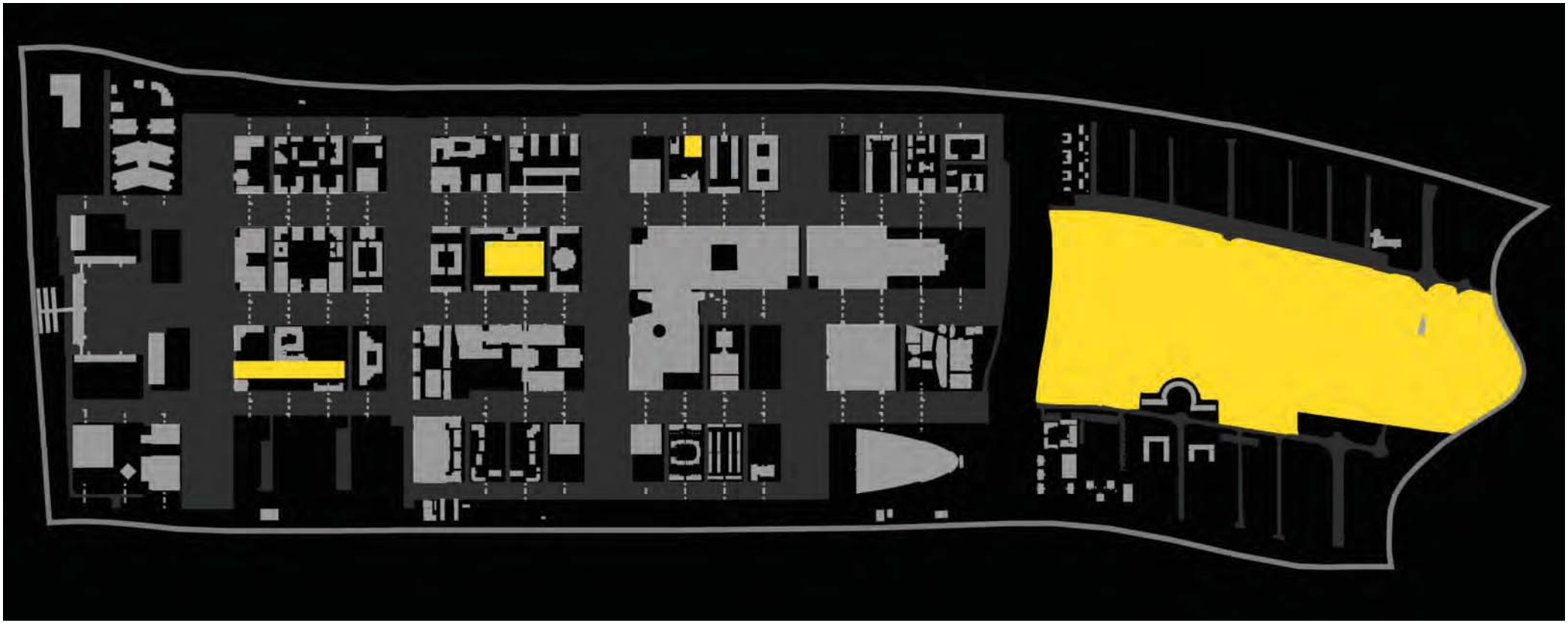

The CMK Alliance Plan 2026

A Business Neighbourhood Development Plan for Central Milton Keynes

Final version for Referendum, October 2014

CMK ALLIANCE
planning for prosperity

The CMK Alliance Plan 2026

Referendum version, October 2014

This document has been prepared by the CMK Alliance, a committee of CMK Town Council.

Available for downloading from
www.milton-keynes.gov.uk
www.cmktowncouncil.org

For further information please contact:
Paul Cranfield, Clerk
CMK Town Council
45 Stokenchurch Place
Bradwell Common
Milton Keynes
MK13 9AU

clerk@centralmk-tc.gov.uk
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CMK Alliance Steering Group

CMK Town Council
Rebecca Kurth (Chair)
Ken Baker
Linda Inoki
Andrew Thomas

CMK Business Forum
Paul Hunt (Chair), Managing Director, John Lewis and Chair, MK Shopping Centre Association
Stewart Bailey, Managing Director, Virtual Viewing
Allan Banks, Chair, MK Fed of Small Businesses
David Foster, Chief Executive, The Parks Trust
Colin Fox, Chief Executive, Milton Keynes & North Bucks Chamber of Commerce (until Mar 2013)
David Lock, Chairman, David Lock Associates
Ruth Stone, Chief Executive, Community Action:MK
Clive Faine, Managing Director, Abbeygate Developments Ltd (co-opted advisor)

Milton Keynes Council
Cec Tallack, Campbell Park Ward
Brian White, Stantonbury Ward (until Jul 2012)
Paul Williams, Campbell Park Ward (from Jul 2012)
Catriona Morris, South Linford Ward
David Hopkins, MKC Cabinet member

Joint Project Delivery Team

Rebecca Kurth, CMK Town Council
Robert de Grey, MKCCM
Kay Greenhalgh, MKCCM (until Mar 2013)
Nick Fenwick, Milton Keynes Council
Neil Sainsbury, Milton Keynes Council
Diane Webber, Milton Keynes Council

With support from:
Paul Cranfield, CMK Town Council
Carmel Blythe, MKCCM
Leanne Quainton, MKCCM
Natasha Pile, David Lock Associates
Ahmet Cinici, The Architecture Studio
Alex Hopkins, Edel Langan and colleagues at MKC
The Architecture Studio

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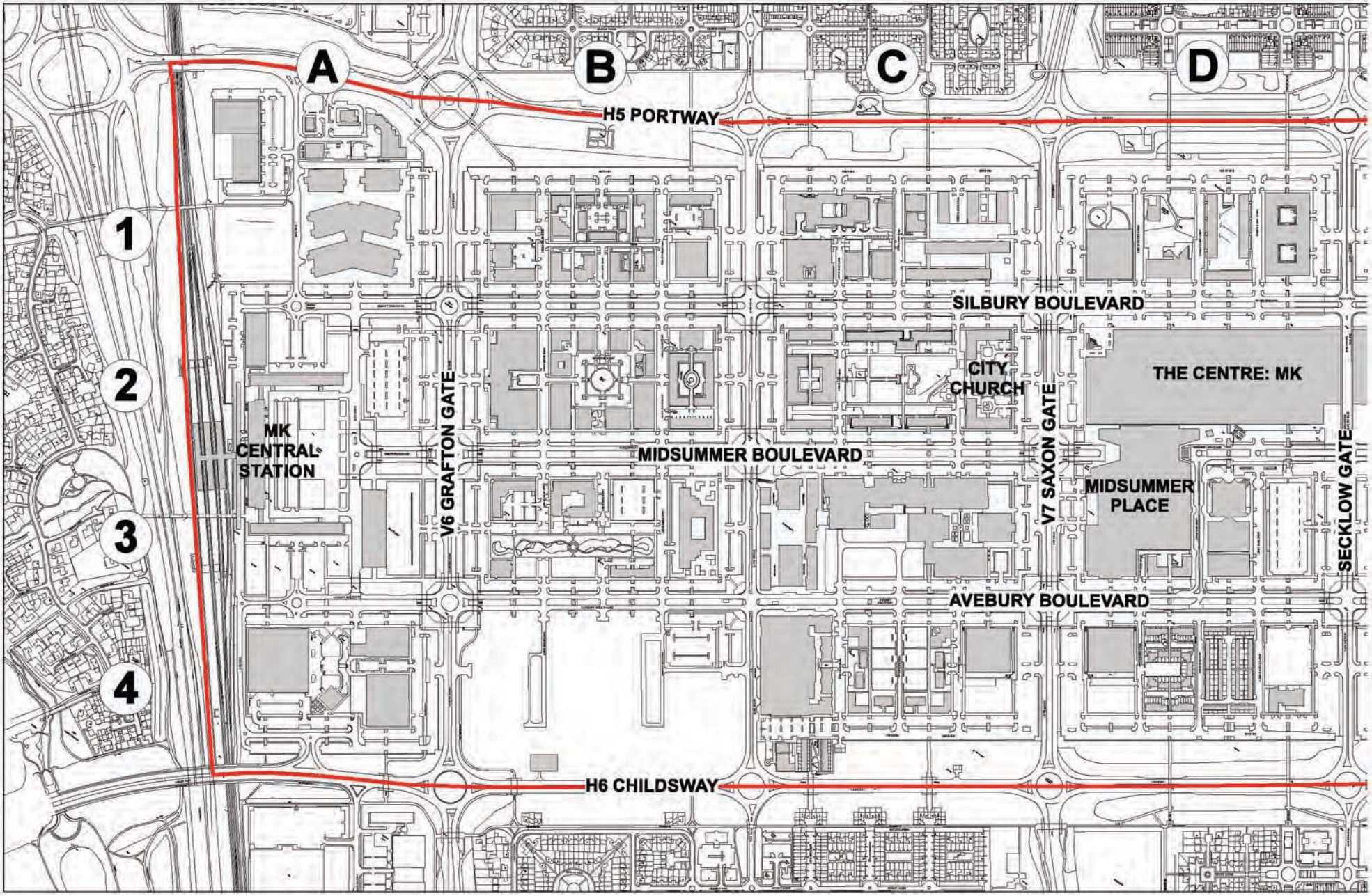
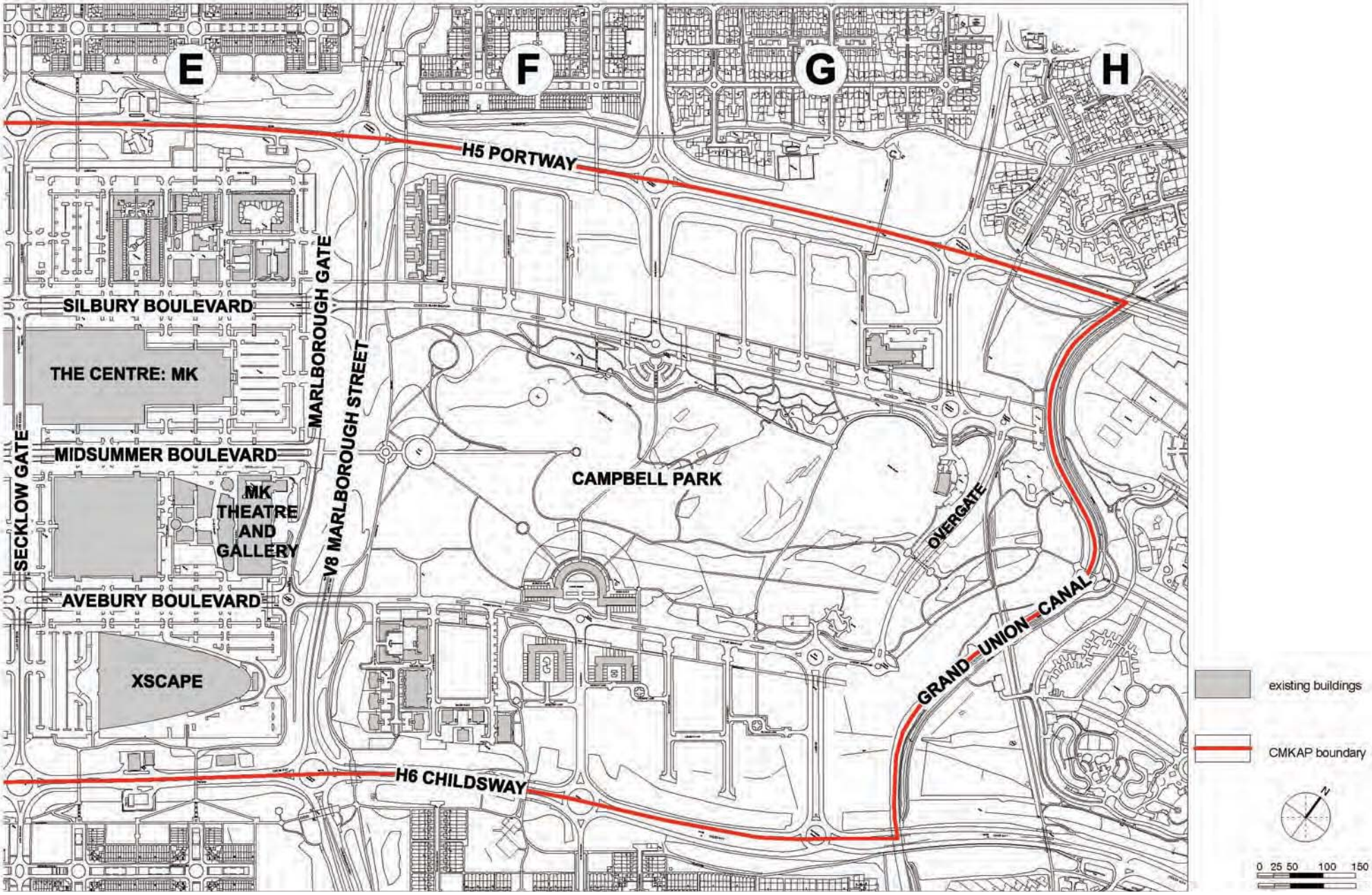


Figure 1: CMK in Context


E
F
G
H
H5 PORTWAY
SILBURY BOULEVARD
THE CENTRE: MK
MARLBOROUGH GATE
MARLBOROUGH STREET
SECKLOW GATE
MIDSUMMER BOULEVARD
MK THEATRE AND GALLERY
V8
CAMPBELL PARK
OVERGATE
AVEBURY BOULEVARD
XSCAPE
GRAND UNION CANAL
H6 CHILDSWAY
existing buildings
CMKAP boundary
N
0 25 50 100 150

Executive Summary

The *CMK Alliance Plan 2026* (*CMKAP*) is a pioneering business neighbourhood development plan prepared by an alliance of Central Milton Keynes Town Council and local business leaders, working in partnership with Milton Keynes Council. The Alliance's plan for CMK (Central Milton Keynes) builds on the success of the last forty years and plans the continuing growth of the city centre over the next fifteen.

The Plan celebrates CMK's distinct design and heritage – its renowned grid of roads, wide pedestrian underpasses and porte cocheres (covered walkways), its generous and convenient car parking, its remarkable landscaping and stunning Campbell Park, all of which contribute to the commercial attractiveness and quality of life in our city centre. Just as important is the promotion of CMK's emerging role as the centre of a prosperous and growing region, through greater and more diverse development that contributes to the economic, social and environmental well-being of Milton Keynes.

There are almost 50 hectares (120 acres) of land yet to be fully developed in CMK, where the Plan proposes to:

- Expand and diversify the retail offer of CMK;
- Build many more offices to create new jobs;
- Reserve key sites for major opportunities, such as the proposed expansion of the University;
- Complete almost 5,000 new dwellings; and
- Enrich our social, sporting and cultural life with new facilities.

To achieve growth within the existing grid layout and development plots, the Plan supports building at higher densities than those assumed when CMK was originally planned. With buildings up to generally eight stories high, the planned growth can be accommodated without changing the spacious tree-lined street scene.

The *CMKAP* provides investors, developers and landowners considerable flexibility in how they develop their plots, but asks them to take greater responsibility in helping to build a successful city centre – improving pedestrian routes, bringing more animation through greater mixed use and active frontages, creating a diverse street life and a safe night life. This will drive growth in both the daytime and night-time economy.

As well as offering more space to large stores in the Primary Shopping Area, the Plan encourages the provision of small and independent specialist shops, and a new covered market hall to complement and enhance the outdoor market. The Alliance's aspiration is to transform Midsummer Boulevard between Secklow Gate and Midsummer Place into the 'heart' of the city: an exciting public space – a destination in its own right – with animated public art and programmed events, a place where Milton Keynes meets, celebrates and demonstrates.

Land is reserved on two prime sites for major opportunities – institutions and headquarters of a scale and reputation to raise the profile of Milton Keynes nationally and internationally. The Plan supports the aspiration to establish a major university for Milton Keynes. A range of cultural, sporting and community facilities are shown across the city centre with provision for the voluntary sector.

It is important that the centre remain a desirable place to live, particularly for younger individuals and couples working in the centre and for older 'empty-nesters.' Ease of access to what the city centre has to offer draws not only visitors but also new residents to CMK, whose presence contributes to the liveliness of the centre. The Plan encourages the development of a wide selection of dwellings with different tenures and at a range of lower and higher urban densities. New housing will be designed to encourage the creation of strong communities, sharing responsibility for their surroundings. To support residents as well as those working in CMK, the Plan identifies sites for the provision of new sports, community and medical facilities.

Finally, the Alliance recognises the critical role that ease of access and convenient parking has played in the success of Milton Keynes from its beginning. Across the UK today, many town centres are declining and high streets are fading as problems with parking and congestion, combined with inadequate public transport, have driven shoppers and businesses to out-of-town shopping centres and business parks. The challenge is that CMK was designed as the centre for a city of 250,000 and Milton Keynes is now approaching this population and is projected to reach 300,000 by the end of the plan period. There is a long-term need to make public transport, cycling and walking the preferred mode of choice for more people coming to and enjoying CMK, and the Plan promotes these modes of transport. At the same time, good provision for cars remains a competitive advantage for CMK, helping its economic development which is of regional importance and in the national interest.

At the heart of a city well placed to drive the national economic recovery, what happens in CMK is of national significance. The *CMK Alliance Plan 2026* prepares CMK to fulfil its role through a balanced approach, promoting growth and development whilst retaining its competitive advantage as a distinctive place with a high quality of life.

The Alliance looks forward to seeing local people, businesses and Milton Keynes Council rising to the challenge of transforming CMK into the centre of a regional city, a place of which we will all continue to be proud.

Section 1: Aspirations & Strategies

1. Introduction

What is a business neighbourhood plan?

1.1 The Localism Act 2011 created new ways for local people to achieve their own ambitions for their community or 'neighbourhood.' One way is a new approach to local planning policy, called a 'Neighbourhood Development Plan,' which aims to make the planning system more democratic by letting the people who know about and care about an area undertake the planning for it.

1.2 Neighbourhood planning is about building neighbourhoods and planning positively for development – not stopping growth. Business Neighbourhood Development Plans are neighbourhood plans for areas that are primarily commercial to ensure that the business community is fully represented and engaged in the plan-making process.

1.3 The CMK Town Council, local business leaders and Milton Keynes Council have come together to create an alliance of CMK residents and businesses to prepare this pioneering business neighbourhood development plan – the *CMK Alliance Plan 2026*.

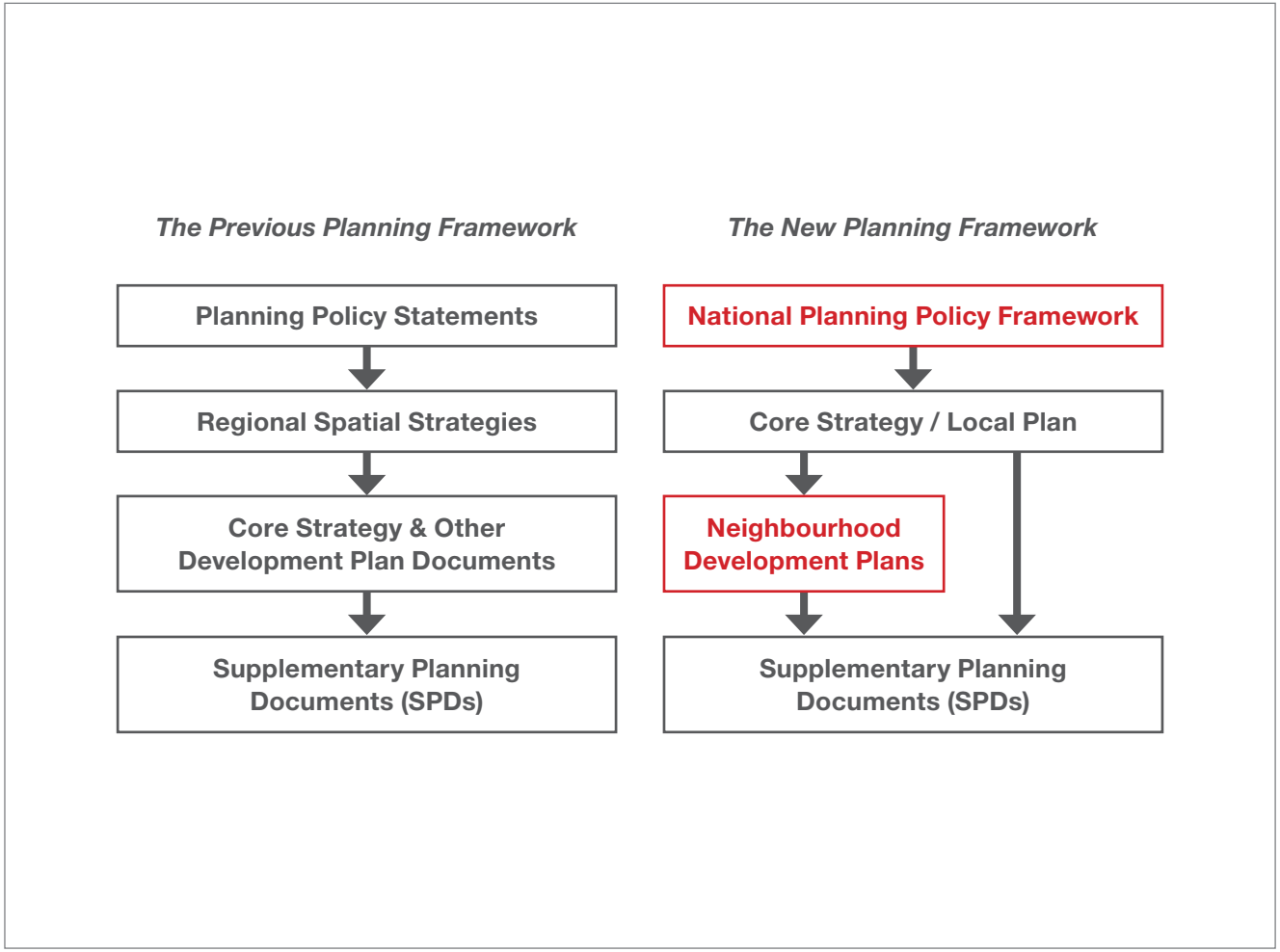


Figure 2: The new planning framework under the Localism Act 2011

Why do we need a new plan for CMK?

1.4 The main planning documents for CMK were prepared over ten years ago, and since that time, much has changed. In particular, the 2001 *CMK Development Framework*[1] proposed far-reaching changes to the original plan for CMK, including some that were not sufficiently tested or challenged at the time, and which are no longer considered achievable or even desirable. That is why, in July 2010, Milton Keynes Council's Cabinet resolved that a revised Development Framework for CMK should be prepared, as it viewed the 2001 Framework as 'no longer fit for purpose.'

1.5 In addition, over the past ten years there have been significant changes to policy at a national, regional and local level, including the removal of the regional tier of planning policy, the adoption of the *National Planning Policy Framework* (*NPPF*), and the preparation of the Milton Keynes *Core Strategy* which was adopted in July 2013.

1.6 The *CMK Alliance Plan 2026* (*CMKAP*) takes into account lessons learned from the implementation of the 2001 *CMK Development Framework* and the principles contained in the revised Framework (adopted by Milton Keynes Council in 2013).

1.7 At the end of the neighbourhood plan process, if successful, the *CMKAP* will become part of Milton Keynes' Local Development Framework (LDF) of planning documents. It will be a statutory plan which will be used by MK Council when making decisions on planning applications.

1.8 Perhaps more importantly, the *CMKAP* is a clear statement of intent in terms of how local people and businesses want to see our city centre develop in the coming years, providing guidance and certainty to investors, residents and businesses alike.

1.9 At a time when many town centres in the UK are declining and high streets fading, CMK cannot afford to rest on its past success. We must acknowledge and learn from our past mistakes. Our future prosperity is not guaranteed - we must actively work together to achieve it.

[1] *adopted by Milton Keynes Council in 2002 and subsequently incorporated in the 2005 Local Plan*

How does this plan relate to other plans?

1.10 In preparing the business neighbourhood development plan, we must have regard to a number of documents, including the recent *National Planning Policy Framework* (*NPPF*), MK's adopted *Core Strategy* and the Adopted *2005 Local Plan*.

1.11 The *CMKAP* must be in general conformity with the MK adopted *Core Strategy* and its policy for CMK (Policy S7). The *CMKAP* must support the quantitative objectives that the draft *Core Strategy* has set for the number of new dwellings and additional amount of office and retail floor space in CMK over the plan period to 2026.
All relevant policies in the MK adopted *Core Strategy*, when adopted, will apply to development in CMK, so there is no need for the *CMKAP* to repeat elements of it. For example, despite the absence of a specific policy on sustainable design and construction in the *CMKAP*, all new development in the city centre should reflect efficient use of natural resources and methods to reduce environmental damage, in accordance with policy CS14 of the adopted *Core Strategy*.

1.12 The *CMKAP* must also be in general conformity with the strategic objectives for CMK in the *2005 Local Plan* (Policy S5). However, once adopted, the *CMKAP* policies will replace the CMK-specific policies in the *2005 Local Plan* (see Table 1).

1.13 As noted above, the Council has recently adopted a revised *CMK Development Framework*. The Alliance has worked closely with MK Council, which is one of its partners: the adopted Framework sets out the vision for CMK and includes general design and development principles in order to guide the form and nature of development in the centre. The *CMKAP* generally builds on those principles with more detailed policies and land use proposals, but in some cases departs from them.

How have we engaged with the community?

1.14 During January and February 2012, the CMK Alliance Steering Group considered several options for the scope of the plan, likely project timelines and a variety of approaches for community engagement.

1.15 The Plan has gone through several phases of community and stakeholder involvement thus far. The *CMK business neighbourhood planning process* was launched through a newsletter delivered to all residents and businesses in the parish of the CMK Town Council in late April and early May 2012.

1.16 The first phase of public engagement involved preparation and publication of a series of seed papers on a special website called a 'wiki' (www.cmkalliance.co.uk). A wiki is a type of collaborative internet software that allows anyone who registers on a website to make revisions and comments to documents posted on the website.

1.17 The seed papers provided background information and sought feedback on a range of topics and issues about CMK, including retail, office-based businesses and jobs, tourism, residential accommodation, leisure and recreation, and civic pride and diversity. The wiki was 'open' to the public for comments and editing during April and May 2012. During this time, over 800 people visited the website and 150 registered as users.

1.18 In addition, eight public workshops were held covering many of the topics and issues raised through the online wiki papers. These were run during April and May 2012 and were attended by around 130 people.

1.19 The second phase involved five 'expert panel' sessions and over 20 stakeholder meetings to test the emerging proposals and options. These were conducted from June to August 2012.

1.20 Using feedback from the first and second phases of public engagement, a draft plan was prepared in August and September 2012.

1.21 The draft plan was submitted to formal Public Consultation for 8 weeks (from 12th October to 7th December 2012), in accordance with Section 14 of Part 5 of the *Neighbourhood Planning Regulations 2012*.

1.22 The *Consultation Draft* of the Plan was revised in March and April 2013 to incorporate the formal public consultation feedback to produce this *Examination Draft* of the Plan. Throughout the community and stakeholder engagement process, the CMK Alliance Steering Group met monthly and often weekly, to discuss feedback and debate the issues and options.

1.23 The *Examination Draft* of the Plan was therefore informed by a great deal of community and stakeholder involvement and consideration of a range of issues.

1.24 A Consultation Statement on community involvement was prepared as a supplementary document to the Plan for the examination.

Policy Ref	Local Plan Policy Name	To be replaced by *CMK Alliance Plan* Policy
CC1	Shopping	SS2 – Primary Shopping Area (PSA defined in *Core Strategy*)
CC2	Shopping (additional retail floorspace)	SS4 - Proposals Plan[2]
CC3	CMK Development Framework (2002)	*Core Strategy* Policy CS7 (*CMKAP* Policy S1)
CC4	Campbell Park Quarter	G4 – Campbell Park G3 – Landscaping & Open Space
CC5	Office Development	SS4 – Proposals Plan[1]
CC6	Non-retail uses in the CMK Shopping Building and MSP	Removed
CC7a	Key Transport Principles	G1 – Public Infrastructure T1 – Access & Design T2 – Public Transport
CC7b	City Spine	G1 – Public Infrastructure G7 – Active Frontages SS3 – Inset Action Plan Area
CC7c	Key Principles for Parking	G1 – Public Infrastructure T4 - Parking
CC8	Design and Layout	G1 – Public Infrastructure G6 – Mixed Use G8 – Block Structure

Table 1: Policies in the 2005 Local Plan replaced by the CMKAP

[2] *in general conformity with Core Strategy floorspace allocation for CMK*

Policy Ref	Local Plan Policy Name	To be replaced by *CMK Alliance Plan* Policy
CC9	Design of New Buildings	G7 – Active Frontages G8 – Block Structure G9 – Design of Buildings
CC10	Planning Obligations Policies in CMK	CC10 and CMK Planning Obligations SPD to be revised bearing in mind *CMKAP* Policy G12 – Planning Obligations
CC11	Central Business District	SS4 – Proposals Plan (*CMKAP* does not promote zoning)
CC12	Sustainable Residential Quarter	SS1 – Site Reserved for Major Opportunities
CC13	City Core Quarter	Policy G1 – CMK Infrastructure SS2 – Primary Shopping Area SS3 – Inset Action Plan Area
CC14	Station Square Quarter	SS4 – Proposals Plan
CC15	Enterprise and Knowledge Quarter	SS4 – Proposals Plan
CC16	North West Quarter	No longer applicable (National Hockey Stadium replaced)
CC17	CBX 3	No longer applicable (completed development)
CC18	Block D4	SS4 – Proposals Plan
CC19	Park Gateway	SS4 – Proposals Plan

Which area does the *CMKAP* cover?

1.25 When an area is parished, the Localism Act says that the parish or town council has responsibility for neighbourhood planning. The CMK Town Council is therefore the lead or 'qualifying body' for the *CMKAP*.

1.26 As delineated by the red line in Figure 1, the area covered by the *CMKAP* is the whole of the CMK Town Council area, which is bounded on the north and south by the H5 Portway and H6 Childs Way grid roads respectively, and on the east and west by the Grand Union Canal and the railway.

What does the *CMKAP* deal with?

1.27 The *CMK Alliance Plan* is made up of a number of different sections, which together form a comprehensive basis for managing development in the city centre up to 2026. The first section captures the aspirations and strategic objectives of the Plan. These are guided firstly by a vision and set of key principles, as set out in the MK adopted *Core Strategy* and revised *CMK Development Framework*. These should frame development in the centre over the plan period. The spatial and design strategy outlines the main direction and types of development and how the centre will look and function. This is underpinned by the access, transport and parking strategy.

1.28 Detailed policies and proposals are included in the second section. These include policies which will guide all developments across the city centre, as well as site specific policies for areas identified as major opportunities.

1.29 The final section shows the indicative land uses in the Proposals Plan and associated schedule, and addresses implementation and monitoring.

Sustainability Appraisal

1.30 A Sustainability Appraisal (SA) is a tool that highlights any significant environmental, social or economic effects of a plan. The *National Planning Policy Framework* (*NPPF*) states that an SA should not repeat policy assessment that has already been undertaken. It is optional for neighbourhood plans.

1.31 EU directive 2001/42/EC sets out the need for a 'Strategic Environmental Assessment' (SEA) for 'certain plans and programmes' which are likely to have significant effects on the environment. A Sustainability Assessment (SA) incorporating SEA was produced for MK Council's adopted *Core Strategy*. ODPM (now DCLG) have produced practical guidance on applying *European Directive 2001/42/EC*. MK Council used this guidance as the basis for screening the revised *Examination Draft* of the *CMKAP* and the draft screening opinion is now with the statutory consultees, English Heritage, Natural England, and Environment Agency.

1.32 The contribution that the Plan makes to sustainable development is described in Chapter Three of the *CMKAP Basic Conditions Statement*, which is a supplementary document.

Examination

1.33 In accordance with the Regulations, the Plan was subject to an independent examination to check that the Plan meets the right basic standards and is consistent with the *National Planning Policy Framework* (*NPPF*) and local planning policies.

1.34 The Examiner recommended that a few

changes be made to the plan to ensure that it fully meets the basic conditions. Those changes have been incorporated into this final version of the Plan.

Referendum

1.35 The neighbourhood planning regulations require the local authority to organise a referendum on any plan that passes examination. This ensures that members of the community will have the final say on whether a neighbourhood plan comes into force.

1.36 For neighbourhood plans, the starting position is that residents living in the neighbourhood who are registered to vote in local elections will be entitled to vote in the referendum. In this instance, the independent examiner recommended that the referendum area be extended to the whole of Milton Keynes borough due to the important role that CMK plays in the wider area. This recommendation was accepted by Milton Keynes Council in October 2014.

1.37 For business neighbourhood development plans, two referendums will be held – one for the residents and one for the business community.

Stunning Campbell Park on the eastern end of the city centre

1.38 The *Neighbourhood Planning (Referendums) (Amendment) Regulations 2013* came into force on 6th April 2013. In addition to the residential neighbourhood planning referendums, these new regulations provide the framework for referendums to take place in designated business neighbourhood areas. The person entitled to vote in a business planning referendum is the non-domestic ratepayer, and there is one vote per non-domestic ratepayer, regardless of whether that ratepayer is a multinational retailer or a small independent shopkeeper. As with the residential referendum, the business referendum will also cover the whole borough.

1.39 If the majority of the residents and non-domestic ratepayers voting in their respective referendums support the plan, then the local planning authority must bring it into force. If it passes one referendum but fails the other, then the local council will have the final say on whether to adopt the plan or not.

1.40 Once a neighbourhood plan is in force, it carries real legal weight. Decision-makers will be obliged, by law, to take what it says into account when they consider proposals for development in the neighbourhood.

London Planes line CMK's Boulevards. Porte cocheres provide weather protection for pedestrians

2. Understanding CMK

A city that will last through all horizons of history.[3]

2.1 In the long sweep of the history of human civilisation, cities developed by accident or design in places of strategic importance: locations were mostly strategic places of connection and market places on trade routes, or were chosen to suit the politics of oppression (to control a local population) or defence (to protect a local population).

2.2 Our own city of Milton Keynes occupies an unusual place in history. One consequence of the Second World War (1939 -1945) was the creation of an opportunity for radical changes to come about. People felt they deserved better homes and a better life after what they had been through together.

2.3 Following the first General Election after the War, a welfare system introduced unemployment pay, help for those in need, and a contributory State pension for all; in addition, the right to develop land was nationalised.

2.4 This last point is really important with regard to the story of Milton Keynes. The Town and Country Planning Act 1947 gave every town hall the responsibility to make plans for their area, including making Green Belts around the major cities to stop them sprawling into the countryside.

2.5 Buckinghamshire County Council was particularly aware of these pressures. Under the guidance of the County Planning Officer, Fred Pooley, in 1964 Buckinghamshire County Council decided that the best defence against the pressures for development in the south of the County was to create a new town in the north, in the vicinity of the existing towns of Bletchley, Stony Stratford and Wolverton (see Figure 3).

2.6 The Government was impressed by the suggestion from Buckinghamshire County Council, and took up the idea. Much to the dismay of the County, however, the Government appointed a New Town Development Corporation to create the new city, and that organisation decided to commission a fresh master plan[4].

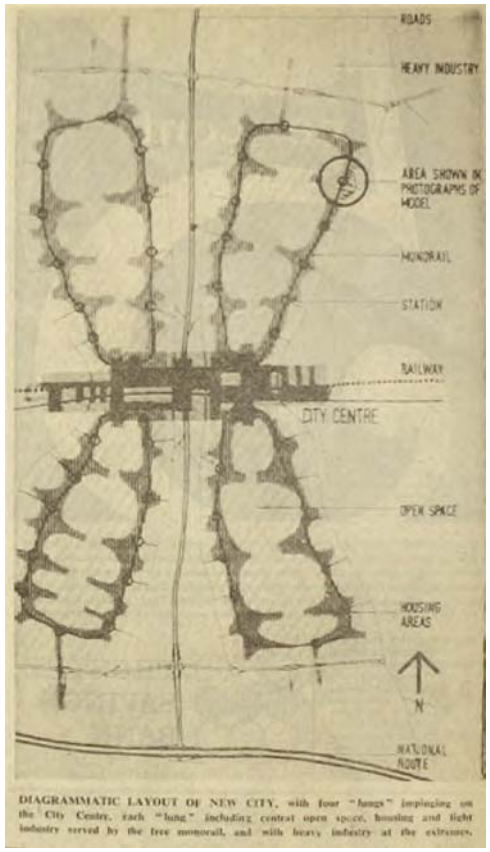


Figure 3: Pooleyville Plan, 1964

[3] *Lord Campbell of Eskan, 1973*

[4] *the consultants were Llewellyn Davies Forestier Walker Weeks and Bor*

2.7 The master plan, approved in 1967, provided for a city of 250,000 people with employment to serve a wider population drawn from the surrounding countryside. It proposed a great grid of city streets which gently followed the landscape and created pockets of development land roughly 1km by 1km in size (see Figure 4).

2.8 The founding principles were beautifully simple and brief:
- Opportunity and freedom of choice;
- Easy movement and access, and good communications;
- Balance and variety;
- An attractive city;
- Public awareness and participation; and
- Efficient and imaginative use of resources.

CMK Master Plan

2.9 The master plan for CMK, like the rest of the city (see Figure 4), was for low density, mixed development with generous landscaping.

2.10 Safe, convenient access was vital and engineers and architects worked closely together to create a robust infrastructure. Unusually, the infrastructure was more important than the buildings, which they expected would come and go over time. The infrastructure was to be the eternal skeleton, muscles, arteries and nervous system of the entire urban body, bringing it to life.

2.11 The plan created an exceptionally safe, spacious, flexible and relaxed way to keep goods, people and services flowing, as the centre grew.

2.12 Parking and pedestrian movement was at ground level. CMK was one of the first city centres designed for the needs of parents with prams, the elderly and disabled, providing 'barrier-free' access for all, using underpasses and kerbs at a level with pavements in parking areas and along slow streets. Even the cross-city grid roads sink, as they pass the city centre, to create continuous ground level footpaths connecting surrounding estates.

2.13 Delivery trucks had separate service bays, away from the main roads, and pedestrians were carefully segregated from traffic. They used a network of safe, shallow underpasses, and numerous covered walkways or 'porte cocheres' which flagged up safe places to cross the tree-lined Boulevards.

2.14 Milton Keynes, with a planned population of 250,000 or thereabouts, was always envisaged to have a 'sub-regional' function within the South East Region.

2.15 From the beginning, CMK was designed to fulfil four roles simultaneously, as a:
- Local centre;
- District centre;
- City centre; and
- Sub-regional / Regional centre.

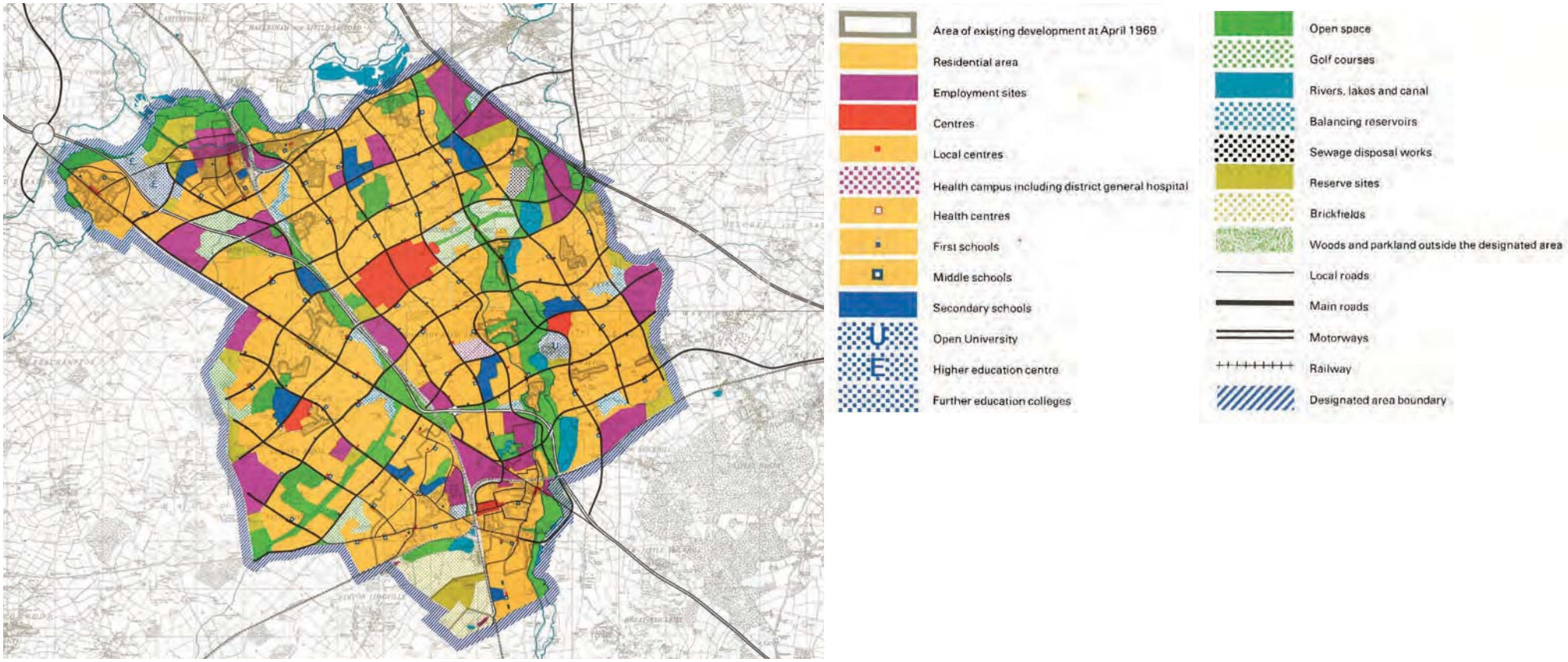


Figure 4: Master plan for Milton Keynes, 1967

CMK as a Local Centre

2.16 The residents of CMK, just as in any neighbourhood, need a number of facilities within easy walking distance of their home, such as local shops, local services, a local health centre, pubs and places to eat. Only primary schools were proposed for CMK, but none have been built due to its low population of children and spare capacity in schools surrounding CMK.

CMK as a District Centre

2.17 While 'Central Area Housing' and the CMK Blocks between them were planned to provide for local needs, taken together the population would be able to support some activities on the scale of District Centres in Milton Keynes: major supermarket shopping, recreation facilities such as swimming pools and sports halls, places of worship, large health centres, garages and petrol filling stations, and larger restaurants.

CMK as a City Centre

2.18 It was always understood that the new city would need a central place for city-scale institutions, major social and civic gatherings, and for the highest possible level of shopping which would meet the needs of people from all over MK and its hinterland. This was the place for the traditional attractions and functions of town and city centres to be accommodated - the central place.

2.19 As the centre for the whole city, this was obviously the place for the town hall, major civic institutions such as the Library, the city church Christ the Cornerstone, the main railway station, law courts, major government offices, the Milton Keynes Theatre and Gallery, and the central park (Campbell Park). It was also the appropriate place for concentrations of bars and nightclubs, restaurants and all types of spaces and places for social gathering, and for the major city open air market.

2.20 For office developments, CMK provides a more urban choice than is available in the wide variety of employment areas around the city. The proximity of Milton Keynes Central Station remains an advantage.

2.21 Expert advice in the early 1970's was that CMK could support about 50,000 square metres of shopping. In an act of bravado - the Development Corporation had the vision of 'city' now firmly in its grip and its aspirations for the new city centre were that it should be a place of national or even international prominence - it was decided to create arcaded streets and squares of high quality shopping of twice the scale recommended by the experts - 100,000 square metres. The Development Corporation built the largest shopping building in Europe at the time, an astonishing building which English Heritage listed in 2010. Envisaged as the 'covered' high street of CMK, the building offered an interesting, idealistic mix of shopping, leisure, internal landscaping and civic space.

2.22 The Shopping Centre was critical to MK's success, both at home and abroad. *'It was visible proof of commitment. It helped us sell the whole city to big industrialists. We had the prospectus, the plan, and we were delivering it too.'*[5]

[5] *Bob Hill, Commercial Director, MKDC.*

CMK as a Regional Centre

2.23 In 2003 Milton Keynes became one of four strategic growth areas for the South East Region. The same year, the 'Oxford-Cambridge Arc' - with Milton Keynes and Cranfield University at its fulcrum - was promoted as having intellectual and commercial connectivity and productivity of national importance.

2.24 It was now officially recognised that Milton Keynes was a place of regional growth potential and national importance. CMK could not be considered as the centre of a self-contained new town, but formed the heart of a project of very great significance.

2.25 A Sub-Regional Spatial Strategy (RSS) was developed for an area covering (clockwise) Milton Keynes, Aylesbury, Bicester, Brackley, Daventry, Northampton, Kettering Wellingborough, Corby, Bedford and Luton. As the largest town in the cluster by far, and with the most diverse and strongest economy, and also centrally located and with a positive attitude, MK now had the opportunity to assert itself and grow to be a true regional centre. More intense development was planned for CMK.

2.26 These officially planned strategic growth schemes ran into local political difficulties. There was a strong feeling at the time that now that Milton Keynes was emerging as a regional city, its city centre land should not be used up to build blocks of flats that could be more readily accommodated elsewhere in MK. The land in CMK might be needed for regional scale activities, such major office developments, government administration and local civic buildings, commerce and leisure attractions.

2.27 The local political difficulties which stalled the plan for Milton Keynes to grow to the scale of being a regional centre, as envisaged in the Milton Keynes and South Midlands Sub-Regional Spatial Strategy, have been followed by national political difficulties and the economic recession. However it has emerged that all local planning authorities are required to provide not only the homes and jobs that are needed in their area, but also to co-operate with neighbouring councils to provide for growth to aid the national recovery (this is set out in the *National Planning Policy Framework*). In the absence of hard data it seems reasonable to assume that further expansion of Milton Keynes will be planned.

2.28 The Regional Spatial Strategy of *The South East Plan*, which was recently revoked on 25 March 2013, identified a number of 'Regional Hubs' of which Milton Keynes was one.

2.29 The network of 22 regional hubs varied in precise function and scale but they were intended to be a focus for:

- investment in multi-modal transport infrastructure both within and between hubs, supported by initiatives to re-balance travel patterns through behavioural change;
- other new infrastructure, including health, education, social and green infrastructure, and public services;
- new investment in economic activity and regeneration, including skills and training investment;
- new market and affordable housing, to support the creation of higher density 'living centres;' and
- new major retail and employment development.

2.30 Milton Keynes was also one of the 'regional hubs' identified as being capable of stimulating prosperity, with further growth being unlocked through targeted investment in infrastructure. *The South East Plan* summarised its vision for Milton Keynes as being a major administrative and commercial centre. It was considered to have high level of access to strategic rail and road networks, and be a key interchange point between inter-regional, intra-regional and local rail services, with the scope to improve opportunities for public transport through development of the East-West rail corridor.

2.31 All this is in addition to what *The South East Plan* had to say about the importance of town centres in general. The priority, which nests inside what is still Government policy expressed in the *NPPF*, is to promote their vitality and viability. This is to be achieved by planning for the growth and development of existing centres through focusing development in the centres and encouraging a wide range of services in a good environment, accessible to all. Development includes business accommodation, residential, leisure, arts, culture, tourism and retail.

The Future

2.32 CMK has largely fulfilled its promise of becoming a local, district and city centre. Over 30,000 people work in CMK and it attracts over 30m visitors a year. The night-time economy has grown markedly over recent years with further development likely. The latest company to relocate its headquarters here is Network Rail, bringing in 3,000 further jobs and creating more via suppliers.

2.33 It is certain that in preparing a plan for CMK for the next 15 years or more, CMK will achieve the status in practice and reality of being a regional centre, with all that means in terms of its scale of commercial civic and cultural functions and attractions.

2.34 It is also certain in preparing a plan for CMK, that to be successful in the long-term, 'CMK must remain true to itself.' It is the public space that is the most important 'building' of all in CMK. The public realm of CMK is its greatest achievement, providing a framework in which the buildings and activities of the city centre might come and go over time, with only the best of these given long term protection as heritage assets. It is the quality and extent of the public realm in CMK that asserts its status as a true city centre with great ambitions.

Aerial View of CMK

3. Vision, Principles & Objectives

3.1 This is the Alliance's vision for CMK:

Our Vision

By 2026, CMK will be the dynamic centre of one of the fastest-growing regions in the South-East. It will support thousands of new jobs and wide-spread prosperity as:

- One of the most accessible city centres in the UK, pioneering sustainable yet convenient transport choices for workers, visitors and residents;
- The home of an expanding university, delivering innovative approaches to higher education and nurturing new business ventures in technological and creative hubs across the centre;
- A vibrant and safe place, with an increasingly regional and national role, that welcomes, surprises and delights workers, visitors and residents alike, with a rich mix of shopping, leisure, sports, cultural and social facilities offering an exciting street life and a diverse night life;
- An admired, prestigious city centre, with its distinctive cityscape and high quality infrastructure respected, reinforced and celebrated;
- The home of people and organisations working to reduce their carbon footprint;
- An inclusive place, encouraging participation and interaction, connecting people, stimulating ideas, and inspiring future generations; and
- The centre of civic life for Milton Keynes.

The Most Accessible City Centre

3.2 Ease of access to and from Milton Keynes, and above all within it, has attracted residents, investors and businesses to CMK from its beginning.

3.3 Everyone has benefited from the excellent infrastructure whatever their chosen mode of travel – pedestrians, cyclists, bus and train passengers, and above all car users.

3.4 The Plan faces up to the challenge of retaining or improving accessibility for all users, whatever their age and physical mobility, whilst growing CMK. Provision for all modes has to be improved and increased. Greater mobility by greater numbers using CMK has to be well managed.

3.5 The Plan requires greater accessibility by the public transport system and at the same time improving the efficiency and management of parking spaces as they proportionately reduce in number.

3.6 CMK has the highest numbers of car parking spaces in proportion to development of any city centre in the country. Milton Keynes also

has a car ownership rate much higher than other urban centres, comparable to affluent Rural districts[6]. In addition, it has the lowest number of public transport passengers. As CMK grows, it simply will not be possible to build an equivalent number of parking spaces, because land is running out and the cost of multi-storey or underground parking is high. And with unlimited parking, even our famous grid road network will become grid-locked with congestion. However, the *CMKAP* does require more parking to be delivered, as a better balance is needed between current provision and what is needed to ensure we do not hinder economic growth and prosperity in future.

3.7 We all make or complete our journeys on foot. CMK was designed to be easily accessible throughout for people with impaired mobility, which also makes it convenient for those with full mobility. The Plan maintains these high standards, improves on them where possible and ensures that new developments are pedestrian friendly.

3.8 The Plan also improves the cycling network and associated facilities for cyclists across CMK.

A Learning City

3.9 City centres are places where not only trade but also the exchange of knowledge and learning takes place.

3.10 In the daily life of the centre, learning goes on all the time. Shop workers are trained. Apprentices are engaged. Employees go on day release to vocational courses. In nurseries and crèches, young children are stimulated and learn. And informally, we exchange news, information and understanding either face to face or through the internet.

3.11 Milton Keynes is the largest town in the country that is without a university for students resident in the locality (students of the Open University are taught at a distance).

3.12 The first steps are being taken in establishing a university for Milton Keynes, which could be a new kind of university, with learning taking place throughout the city and students being based for part of their courses in existing businesses and institutions.

3.13 This model for the university, with the aspiration to have 5,000 students studying locally by 2025, would complement the approach to the city centre as a whole, being a place for learning. But the University will need a home with some of the traditional facilities, such as lecture theatres, administrative offices, tutorial rooms and residential provision for students.

3.14 And across the centre, the Plan promotes the creation of places where formal and informal learning can take place.

Vibrant and Safe

3.15 The key feature that sets apart the ‘centre’ from other parts of the city is the concentration and diversity of activities and interactions that take place there. It is the hustle and bustle of commerce, the comings and goings of people from all walks of life, the interesting things to see and do that are the essential qualities that make the heart of the city.

3.16 The most successful city centres have a vibrant intensity, a diverse street life and safe night life – offices, shops, restaurants, theatres, and flats all built in close proximity, creating a lively and animated place from early morning to late evening, on weekdays and at weekends.

[6] *Milton Keynes Local Transport Plan (LTP3)*

3.17 The 1967 plan for Milton Keynes laid out a generous area for the city centre – whilst the surrounding residential areas comprise one 'grid square' each, CMK comprises three grid squares, laid out as 26 'Blocks' with a large central park.

3.18 This generous approach to the planning of CMK has provided ample space for the city centre to grow and is one of the reasons for its economic success. This approach has also produced a city centre that is three to five times larger in area than the centres of other cities of comparable population. It is this 'spaciousness' that is both an asset and a challenge – activities and people are spread out, making the centre more convenient to get around, yet also making it feel less busy and animated than other city centres.

3.19 In understanding this challenge, we can better address it. The Plan aims to increase and concentrate activity along the front of key pedestrian routes, whilst bringing a greater diversity of uses into every Block. Encouraging and enticing pedestrians along routes that feel lively and look interesting will better connect the different parts of the city centre, bringing ever more activity and interaction onto the street, which helps create a strong sense of place.

Distinct and Admired

3.20 The distinguishing feature of CMK is the extent, layout and quality of the public realm. No other city centre in the UK has a complete grid of boulevards, gates and streets designed and built as the framework within which buildings sit and activities take place. It is a unique framework for prosperity – a city centre like no other.

3.21 Campbell Park is one of the largest and finest contemporary urban parks in Europe. Across the city centre, the high quality of generous landscaping surprises and delights workers, visitors, and residents alike. It too makes the city more attractive to potential investors and new businesses.

3.22 Some of the infrastructure is beginning to show its age – it will need to be repaired and arrangements put in place for its proper maintenance.

3.23 The listing of the Shopping Building (trading as 'thecentre:mk') further demonstrates that CMK has made a significant contribution to contemporary British urban design and architecture. Public art has also played an important role in the development of CMK and is a major feature of CMK's distinctiveness.

3.24 The Plan creates more places that encourage animation and will support and expand the existing programme of cultural activities, thus enlivening the city centre's public spaces.

A Social and Inclusive Place

3.25 The city centre will be the place where people connect with other people - businesses with their customers and other businesses, friends meeting friends, families celebrating together.

3.26 City centres are places of communication, interaction, trade and creativity. The unconventional and new are to be encouraged, especially amongst the young. What was Bill Gates doing in his garage in Seattle in 1972?

3.27 The Alliance is looking for investment by the development industry, but is also examining innovative ways of creating places which will allow the free reign of ideas.

3.28 Citizens of Milton Keynes and visitors are to be welcomed to CMK: this is an open, curious and friendly society that helps people from all backgrounds to realise their potential.

3.29 We call it a social place, which creates opportunities for all, has welcoming places in which people interact and offers ways in which ideas can be developed.

3.30 It is all too easy to create a culture that rejects minorities and the less fortunate and pushes them elsewhere to pursue their dreams. In CMK, we will invest in creating an inclusive place.

Key Principles

3.31 The proposals and policies in the *CMK Alliance Plan* have been informed not only by the vision for the city centre, but also by a set of key principles and values. Underpinning the Plan, these principles provide benchmarks against which its implementation can be assessed.

1. **To maintain and enhance the city centre as a distinctive place by:**
   - » Promoting the formal geometry of the grid and its classic infrastructure;
   - » Enhancing its green landscaped setting and linkages (the 'Green Frame'); and
   - » Protecting its tree lined Boulevards and Gates.

2. **To be sensitive in the approach to development by:**
   - » Understanding and responding to the unique qualities of CMK;
   - » Recognising the value of outstanding twentieth century architecture of CMK;
   - » Where appropriate, refurbishing and improving the building stock to be sustainable; and
   - » Understanding and responding to the context of CMK.

3. **To manage the growth of CMK to complement and enhance MK as a whole by:**
   - » Ensuring that the economic benefits created by the growth of CMK benefit the rest of Milton Keynes; and
   - » Complementing the distinct role of the older towns and district centres.

4. **To ensure ease and choice of access for all by:**
   - » Using a multi-modal approach to respond to the travel needs of all CMK users;
   - » Improving the pedestrian experience;
   - » Improving the quality of pedestrian and cycling connections into CMK from surrounding areas;
   - » Developing high quality public transport interchange facilities;
   - » Recognising the importance of the car to the city's success; and
   - » Taking an holistic approach to the management of city centre parking responding to the needs of different users.

5. **To embrace diversity by:**
   - » Reflecting and responding to the multi-cultural diversity of MK;
   - » Encouraging more varied patronage of CMK; and
   - » Responding to the needs of all residents.

6. **To recognise the importance of green and open spaces in CMK by:**
   - » Promoting and improving key civic spaces and focal points;
   - » Making a clear distinction between public and private spaces;
   - » Encouraging greater animation of public and green spaces; and
   - » Recognising Campbell Park as one of the finest urban parks in Europe.

7. **To make CMK a social place by:**
   - » Promoting a safe and secure city centre through good design;
   - » Diversifying and integrating the commercial, residential, retail, cultural and leisure offer; and
   - » Encouraging social interaction through a high quality public realm and places and spaces for community activity.

8. **To be respected and admired as an important city centre by:**
   - » Achieving high quality architecture that is a dignified addition to CMK;
   - » Promoting CMK as the focal point of an international city;
   - » Promoting CMK as having a unique story to tell and as an attraction for tourists; and
   - » Promoting CMK as the prime location for headquarters of major companies.

9. **To foster creativity, learning and success by:**
   - » Providing opportunities in CMK for lifelong learning;
   - » Supporting the initiatives to establish a university in CMK;
   - » Focusing on the development of the knowledge based economy; and
   - » Ensuring that CMK is at the leading edge of information and communications technology (ICT) infrastructure.

Strategic Objectives

3.32 Preparation of this business neighbourhood plan has been guided by the following strategic objectives for CMK in policy CS7 of the Council's adopted *Core Strategy:*

1. Achieve higher quality buildings and spaces around them, with greater attention to human scale and more detail and variety of uses within proposals;
2. Promote a higher density of development in appropriate locations;
3. Achieve growing visitor numbers from outside the city to further enhance CMK's status as a regional and national destination for shopping, culture and leisure;
4. Offer a range of travel options which collectively will support an increase in visitor numbers to the city centre and increased average travel distances;
5. Develop as an attractive focus for all the residents of the Borough, whilst recognising its role as a District Centre for most of the surrounding estates;
6. Encourage greater access to and within the area by walking, cycling and public transport;

7. Provide more pedestrian -friendly routes and spaces between new and existing buildings and public areas;
8. Improve integration between the facilities and defined quarters of the area;
9. Accommodate the expansion needs of tertiary Higher Education such as the University Campus Milton Keynes (UCMK);
10. Offer an attractive urban living environment for the residents of current and future dwellings.

3.33 There are also quantitative objectives that MK's adopted Core Strategy has set as CMK's capacity for the growth in the number of new dwellings and office and retail floor space over the next 15 years. These are:

- 180,000 m^2 gross floor area for offices;
- 110,000 m^2 gross floor area for retail; and
- 5,000 new dwellings.

3.34 These objectives reflect the projected need for more jobs and the demand for more goods that will come from the growing population in the wider Milton Keynes borough such as in the Eastern and Western Expansion Areas. they also reflect the desire, as expressed in the *Core Strategy*, to meet these needs with a weighting towards CMK as a way of intentifying the city centre.

3.35 As is true of all Neighbourhood Development Plans, the *CMK Alliance Plan 2026* must generally conform to the local authority's *Core Strategy* or Local Plan, so MK's adopted *Core Strategy* has been used to guide the quantum of development and the indicative land use proposals in this Plan.

High quality architecture and facilities for new investment

WAITROSE
The Royal Bank of Scotland

4. Opportunities & Challenges

Opportunity One

To support the development of an internationally-recognised university

4.1 The first steps are being taken to establish a university for Milton Keynes in CMK. The aspiration is for a new kind of university, with learning taking place throughout the city: students could be based for part of their courses in businesses and institutions.

4.2 Such a model for a university complements the Plan's approach to the city centre as being a 'smart city' with a flexible knowledge-based economy. But the university will need a home with some of the traditional facilities, such as lecture theatres, administrative offices, tutorial rooms and residential provision for students.

4.3 The Plan seeks to support this endeavour in several ways – by reserving 'strategic' sites within the city centre for its possible expansion; by highlighting the need for a wider leisure offer for young people, from small venues for live bands to new sports facilities; and by planning for more convenient and inexpensive transport options within the city – pedestrian and cycle routes, local buses and shuttles.

Opportunity Two

To transform the primary shopping area into the heart of Milton Keynes

A place to go and be in, to be anonymous or dress up for; to be able to watch the world go by; to see and be seen; a place to find out what is going on and to participate in events.[7]

4.4 The city centre is often perceived as just a large shopping centre, offering multiple chain store brands and franchised restaurants, with activities concentrated inside private malls rather than outside public spaces. Residents and visitors seem to go to the centre for specific shopping needs or leisure purposes but not simply as the place 'to see and be seen,' the place to meet friends and colleagues, to simply enjoy and experience the heart of city life.

4.5 CMK is economically successful, and the *CMKAP* supports the adopted *Core Strategy*'s goal of expanding it as a regional shopping centre. But the consumer dimension tends to dominate the civic and social dimensions of life in CMK. There is a need to create a stronger sense of place, a vital and exciting heart to the city.

4.6 In particular, there is an opportunity to transform the largely functional experience of the Primary Shopping Area into something that contributes to a deeper social and community sense of belonging in Milton Keynes. There is an opportunity to create an exceptional public space around and including Midsummer Boulevard north of the Point and west of Market Square, and for it to become a destination in its own right, with a diverse and varied offer for people of all ages and all purses. Part of this transformation includes diversifying the retail offer, to include smaller, independent shops, and to expand the number and breadth of cultural facilities. This will build on the success of the MK Theatre and tempt more visitors further along Midsummer to the MK Gallery, and the delights of Campbell Park beyond.

[7] *The Plan for Milton Keynes, 1970*

Opportunity Three

To leverage localism to help drive delivery of the Plan's aspirations

4.7 One of the problems in driving growth and prosperity in CMK is that no one person or agency has actively championed CMK consistently over an extended period of time. Various CMK boards and bodies have come and gone, each leaving a legacy of plans and 'lessons learnt.' English Partnerships, now the Homes and Communities Agency (HCA), has controlled most of the undeveloped land in CMK, and it has been the main driver of development over the past ten years, but this has often focussed on dwellings. Most of HCA's land-holdings in CMK were sold to MK Council and then transferred to the Council's wholly-owned subsidiary, Milton Keynes Development Partnership, at the beginning of 2013.

4.8 The Localism Act (2011) introduced a series of measures to promote a substantial and lasting shift in power away from central government and towards local people. One measure is Neighbourhood Planning which gives new rights and powers to local communities to have a greater say in planning decisions that affect them.

4.9 The preparation of the *CMK Business Neighbourhood Plan* has brought together an engaged and committed alliance of people representing local residents and businesses, in partnership with the Council. Localism provides an opportunity for the local community to more actively monitor and follow-up on the results of the Plan, for the benefit of businesses and residents alike.

Challenge One

To retain accessibility whilst transitioning to more sustainable modes of transport

4.10 Our biggest challenge is that CMK was designed as the centre for a city of 250,000 and Milton Keynes is now approaching this population and is projected to reach 300,000 by the end of the plan period. So CMK is beginning to reach its originally planned capacity for car movements in and out of the city centre.

4.11 In addition, the adopted C*ore Strategy* has set ambitious targets for future growth of CMK - to increase the number of jobs and visitors by 50% and more than double the number of dwellings during the plan period. This planned intensification of CMK increases the challenge of retaining CMK's accessibility by all modes of transport, including by car.

4.12 The long-term need to establish a significant shift from cars to more sustainable public transport is complicated by the distributed, low-density infrastructure of Milton Keynes as a city. Many workers are also commuting from outside the Borough to jobs in CMK, making public transport even less convenient for these workers.

4.13 Maintaining accessibility whilst transitioning to more sustainable modes of transport is the most important challenge for the *CMK Alliance Plan 2026*.

Challenge Two

To balance short-term development pressures with long-term economic growth potential

'What we are doing is city building, not property development'[8]

4.14 The second biggest challenge for the *CMKAP* is to balance short-term development pressures with the long-term growth potential of the city centre. This has become an even greater challenge now the remaining undeveloped land in CMK is owned by Milton Keynes Development Partnership. In an effort to recoup the Council's investment, there is a risk that 'any' development is considered better than none – that the bird in hand is better than two in the bush.

4.15 On the one hand, the *CMKAP* seeks to encourage development through a flexible mixed-use approach throughout most of the city centre. On the other hand, the Plan aims to reserve key sites of strategic importance and to protect CMK's unique infrastructure and public realm.

4.16 Two prime blocks are reserved by the Plan for proposals that have strategic value for the city – these represent some of the best undeveloped sites in the whole of the South-East, and offer exceptional opportunities for transforming the business and institutional make-up in the city. It will take courage to turn down good, but not great developments in the shorter-term, in anticipation of greater possibilities to come.

4.17 As well, CMK's infrastructure is at risk of short-term development pressure – for example, the rows of public parking lining the perimeters of CMK's Blocks. The temptation is great, both to developers and those preferring a traditional 'city street,' to build over the perimeter car parking and bring the 'building lines' forward, closer to the Boulevards and Gates. Yet this perimeter parking and the set-back building lines are part of the spaciousness of CMK which contributes to the quality of the place. This surface level parking can also be re-purposed in future for public benefit in other ways - for rows of cycle hire stands and electric cars for hire, for new public transport corridors, interchanges and stations, or for simply landscaped 'linear parks' for the enjoyment of workers, visitors and residents alike.

[8] *David Lock, Town Planner, CMK Alliance Steering Group member*

Challenge Three

To provide flexibility for development whilst protecting CMK's heritage

4.18 The public domain of CMK is its greatest achievement, providing a framework in which the buildings and activities of the city centre might come and go over time, with only the best of these given long term protection as heritage assets.

4.19 But it is a public domain that surprisingly has proved in need of constant defence against destruction and degradation: neglect and poor quality maintenance, and the chipping away at its unusual features by officials and developers who have not learned to appreciate its purpose or understood its significance. It is its very difference from everywhere else in England - the fact that it is 'other' - that is both its strength and vulnerability.

4.20 During the past ten years, residents, landowners and developers have wasted much time and effort in conflict over policies and plans that sought to change CMK into something it isn't - a traditional city centre.

4.21 The third challenge for the *CMK Alliance Plan* is to protect CMK's distinctive identity and quality of place, whilst providing appropriate flexibility to future development opportunities.

4.22 As custodians of the public realm for future generations, we bear great responsibility for decisions that alter the fabric and structure of our amazing city centre or that allow public space to be sold into private ownership. The challenge is to dispel the misconception that economic growth and development are held back by protecting the public realm and infrastructure. With almost 50 hectares (120 acres) of undeveloped and under-developed land in CMK, the emphasis should shift to promoting CMK for its high quality, convenient living and working, with its distinctive urban design and with a strengthened retail, leisure and cultural offer worthy of its ambitions as a regional city centre.

Striking architecture encourages prospective businesses to the area

5. Economic Strategy & Quality of Place

5.1 In the *Centre for Cities Outlook 2012*, Milton Keynes is identified as one of five cities to watch:

Cities such as Milton Keynes and Aberdeen are well placed to drive the national economic recovery in this difficult economic climate…. This is because of their high numbers of business start-ups, high percentage of knowledge workers and more innovative economies.

The Economy of Milton Keynes

5.2 Data from the *Centre for Cities Outlook 2012* indicate that the MK local economy was robust during a period of national economic difficulty.

5.3 The annual population growth rate of Milton Keynes from 2001 to 2011 remains the highest in the country (with Peterborough and Swindon close to MK's rate of 1.6%): this has been the case since the early 1970's and is predicted to continue.

5.4 Although the housing stock from 2010 to 2011 increased by only 1,290 dwellings, rating MK 40/63, the rate of increase of 1.3% was the highest in the UK.

5.5 Business start-ups per 100,000 population in Milton Keynes remain high, with MK ranked 4th in the UK, only behind London, Aberdeen and Reading. With patents running at 6.4 per 100,000 population from 2010 to 2011 (national average 4.1) MK is rated 11th nationally, or 4th after Oxford , Cambridge and Aldershot in the Greater South East.

5.6 The employment rate for MK from 2010 to 2011 was 74.4% (national average 70.1%) which placed the city 6th out of the 18 cities in the Greater South East. Whilst the UK private sector employment rate declined by 1.4% from 2009 to 2010, the rate for MK increased by 0.7% rating it 8th out of 18 in the Greater South East.

5.7 The ratio of private to public sector employment rates MK 5th out of the 63 cities in the UK.

5.8 The growth in average weekly earnings from 2010 to 2011 was £22 at 2010 prices, rating MK 1st out of the 64 cities in the UK.

The Economy of CMK

5.9 There is little data for the economy for the city centre, let alone data comparing it with other city centres.

5.10 However, employment figures by sector in 2011 are available (*Local Economic Assessment*, MK Council, March 2013) – see Table 2.

5.11 CMK is by far the largest employment area in Milton Keynes. Its economic health has a significant impact on the city and the region. It is the focus of employment growth in Milton Keynes.

5.12 Whilst office based jobs comprise by far the largest percentage of jobs in CMK, other sectors are significant and should not be ignored in planning for the future, especially the retail sector.

Industry	Workers	%
Professional, scientific & technical	6100	17.84
Retail	5600	16.37
Business administration & support services	5400	15.79
Financial & insurance	4100	11.99
Information & communication	2800	8.19
Accommodation & food services	2700	7.89
Transport & storage	2300	6.73
Public administration & defence	1900	5.56
Arts, entertainment, recreation	1500	4.39
Health	600	1.75
Property	500	1.46
Wholesale and Motor trades		0.88
Construction	200	0.58
Education	200	0.58
Total	**34,200**	**100.00**

Table 2: CMK Employment by Sector, 2011[9]

5.13 This economic success is a tribute to the original master plan of Milton Keynes and to the energy and creativity of those who have chosen to live and work here. The following factors have been particularly important:

- **Accessibility:** Milton Keynes is both well placed between London and Birmingham, Oxford and Cambridge, and its grid road network make it the most accessible city by car in the UK;
- **Investment:** the creation of a publicly funded infrastructure for the city created a framework within which private sector investment has flourished;
- **A distinctive place:** the unconventional grid layout and extensive landscaping provide a convenience and quality of life that attracts both investment and workers;
- **A pioneering spirit:** the new city has attracted people of energy, creativity and aspiration, helping to build an open, engaged and collaborative society;
- **A strong community and voluntary sector:** for a new place, voluntary organisations have been established in unusually large numbers, helping build communities and teaching new skills; and
- **Public and private partnership:** a history from the early days of close working between the two sectors.

5.14 The six priorities of the Milton Keynes Council's *Economic Development Strategy 2011* are:

- **Diverse and competitive knowledge based economy:** Create an environment that will foster business and employment growth within a diverse, more knowledge based and competitive economy by encouraging innovation, enterprise and skills improvement;
- **Economic regeneration:** Improve access to training and job opportunities, especially for those with no skills or low skill levels, to provide greater opportunities for individuals to obtain sustainable employment;

[9] *Source: ONS - Business Register and Employment Survey*

- **Skills and learning:** Improve the overall skills and qualifications profile of the resident population through education and training provision, to ensure that the skills of the resident population are able to meet the needs of employers, especially in relation to higher level skills and the development of the University Centre Milton Keynes;
- **Articulating a compelling 'MK Offer':** Promote Milton Keynes as a premier location for inward investment and as a visitor destination;
- **Business support:** Encourage business growth through focused interventions such as support for innovation, assistance for start-ups and ensuring an appropriate range of commercial space is available; and
- **Enabling infrastructure:** Create, maintain and improve the appropriate infrastructure for growth, especially in relation to transport and digital infrastructure.

5.15 The *CMK Alliance Plan* is focused on these priorities.[10]

Quality of Place

5.16 A 2010[9] study by the London School of Economics identified a strong link between skilled workers and attractive, distinctive cities. The study found that:

Human capital, quality of life and quality of place agendas have merged with the knowledge economy agenda.... Superior quality of life has acted as a magnet for attracting international talent and innovative companies.

5.17 CMK has a strong identify or 'brand' as a place, and the *CMKAP* recognises and supports CMK's unique public realm as a key way to differentiate our city from others.

5.18 The investment potential of almost 50 hectares (120 acres) of land in CMK will be promoted by re-establishing a clear framework for further development. The indicative proposed land uses favour investment in offices, retail and leisure, generating a mix of employment opportunities for both high and low-skilled workers. The Plan places these employment opportunities in the context of a rich and diverse offer of cultural, community and sports provision, attractive to employers and employees alike.

[10] *http://aws1.cloud.globalmetrosummit.net/media/nue/2010_NUE_PolicyLessons_gmm.pdf*

6. Spatial & Design Strategy

6.1 The spatial and design strategy set out in this chapter establishes the framework by which future development is guided to contribute to the vision and principles of the Plan. The general and site specific policies that flow from this strategy are defined in Chapter 8 (General Policies) and Chapter 9 (Site Specific Policies). Indicative land uses are shown in Chapter 11 (Proposals Plan).

6.2 The challenge in preparing the Plan is to provide the flexibility that will encourage further investment and development in CMK, whilst firstly, protecting existing and future investors and developers from poorly considered and low quality interventions by others; and secondly, promoting spatial distributions of uses and specific design parameters that will complement the overall attractiveness of the city centre and secure its long-term economic viability. The CMK that has grown so successfully from nothing in 40 years is a CMK that has been most carefully designed and quality-controlled. This has given confidence to investors, developers and occupiers, and is a lesson of history that must not be overlooked.

Flexible Land Uses and Mixed-Use

6.3 A key theme that underpins the spatial and design strategy is to broaden the mix of uses across CMK, and to create a finer grain of development that will widen competition and diversity and provide variety. A successful city centre needs to have a diverse street life and a safe night life, to which the intensity of use contributes together with the mixture of different uses – offices, shops, restaurants, theatres and flats, all built in close proximity, creating 'comings and goings' from early morning to late evening, on weekdays and at weekends.

6.4 The point has now been reached in the development of CMK where it is appropriate to move away from previous coarse land use 'zoning' approaches. With the exception of the Primary Shopping Area, the *CMKAP* does not designate any special 'quarters' or 'districts' for predominant class uses, such as a 'Business District'.

6.5 The Plan seeks to achieve the following objectives:-

- To reinforce and extend CMK's 'magnet' areas of greatest attraction for people and movement;
- To encourage the spread of pedestrian footfall along key pedestrian routes between the magnet areas;
- To achieve a good mix of activities during both day and evening hours, and on weekdays and weekends, and through the seasons to stimulate both the daytime and night-time economies;
- To create enhanced social, cultural and civic spaces across the city centre for animation and public assembly;
- To increase variety and competition in the Primary Shopping Area, including the provision of small retail units; and
- To disperse uses to reduce peak load traffic hotspots on the CMK grid.

6.6 Existing uses, site constraints and key objectives have been carefully considered in proposing the broad mix of land uses for undeveloped or under-developed sites in CMK for the period of this Plan.

6.7 A flexible approach will be taken to the indicative land uses shown in the Proposals Plan and associated schedule (Chapter 11). Alternative land uses will generally be acceptable if they achieve the same objectives for the site, but unwanted or displaced land uses on one Blocklet of land will have to be made up on other land in CMK if the Council's own *Core Strategy* policies are to be achieved. Parts of CMK are still in first growth, and it will not be helpful for landowners and developers to try to play 'pass the parcel' on the broad distribution of uses suggested in this Plan. With the offered flexibility to investors and developers comes the responsibility to help Milton Keynes build its city centre.

6.8 Management and monitoring by MK Council is necessary to achieve the spatial strategy for CMK, and the amounts of commercial and retail floor space, as well as the number of dwellings, as set out in the Council's *Core Strategy*. A monitoring regime will be instituted to ensure that CMK is developed in accordance with the vision of this Plan (see Chapter 13).

Three Magnets of Activity

6.9 Two existing areas, the Station End and the Primary Shopping Area, act as hubs or 'magnets' for visitors, employees and the residents of Milton Keynes. This Plan seeks their expansion and diversification. A third, new magnet, is planned for Block F1, north of Campbell Park, which is reserved for major development of strategic importance to Milton Keynes bringing significant activity to that part of the city centre. The three magnets are illustrated in Figure 5.

Magnet One: The Station End

6.10 The Alliance sees the Station End as a key area for employment growth, business visitors and leisure activities. An important objective is to extend late evening and ideally 24-hour activity in the area, to take advantage of and stimulate better public transport choices. The indicative land use proposals around the station include leisure facilities focusing on urban sports; a large international hotel and business conference centre; an expanded retail offer; and social facilities for young people.

6.11 Block B4 which sits on the south-eastern edge of the Station End, offers the opportunity to add to the attraction. It is one of the best undeveloped city centre sites in the region. Within easy walking distance of the station and the Primary Shopping Area, this site is reserved within the Plan for major developments of strategic importance which will raise the national or international profile of Milton Keynes.

Magnet Two: Primary Shopping Area

6.12 The second magnet that draws people to CMK from across the region and elsewhere is the retail and cultural core at the eastern end of Midsummer Boulevard.

6.13 The strategy is to turn the retail core, with its inward looking shopping malls, into a more outward looking driver of the city centre as a whole, with visitors exploring a diverse and mixed network of Boulevards and Streets. Through its heart runs Midsummer Boulevard East. Places will be created to stimulate animation, celebration and congregation, possibly to include a civic space or square that will be at the heart of the city centre.

Magnet Three: North of Campbell Park

6.14 Like Block B4, the undeveloped Blocklets in Block F1 are some of the best, undeveloped city centre sites in southern England. Containing over four hectares of undeveloped land in an attractive location overlooking Campbell Park, they are within a few minutes walk of the retail and cultural core. They, too, are reserved for major developments of strategic importance that make a significant contribution to the life and reputation of the city, such as the headquarters of international companies, pan-European institutions or indeed the university.

The Public Realm

6.15 The Plan seeks to improve the pedestrian experience across the city centre. CMK was designed to have a clear and well-structured system of pedestrian movement, both within the centre and connecting it to adjacent areas, but the way in which it has been implemented has led to some routes being active, animated and well overlooked with a mix of uses along their length, whilst others lack these qualities. Linkages are sometimes indirect and indeed, uninviting.

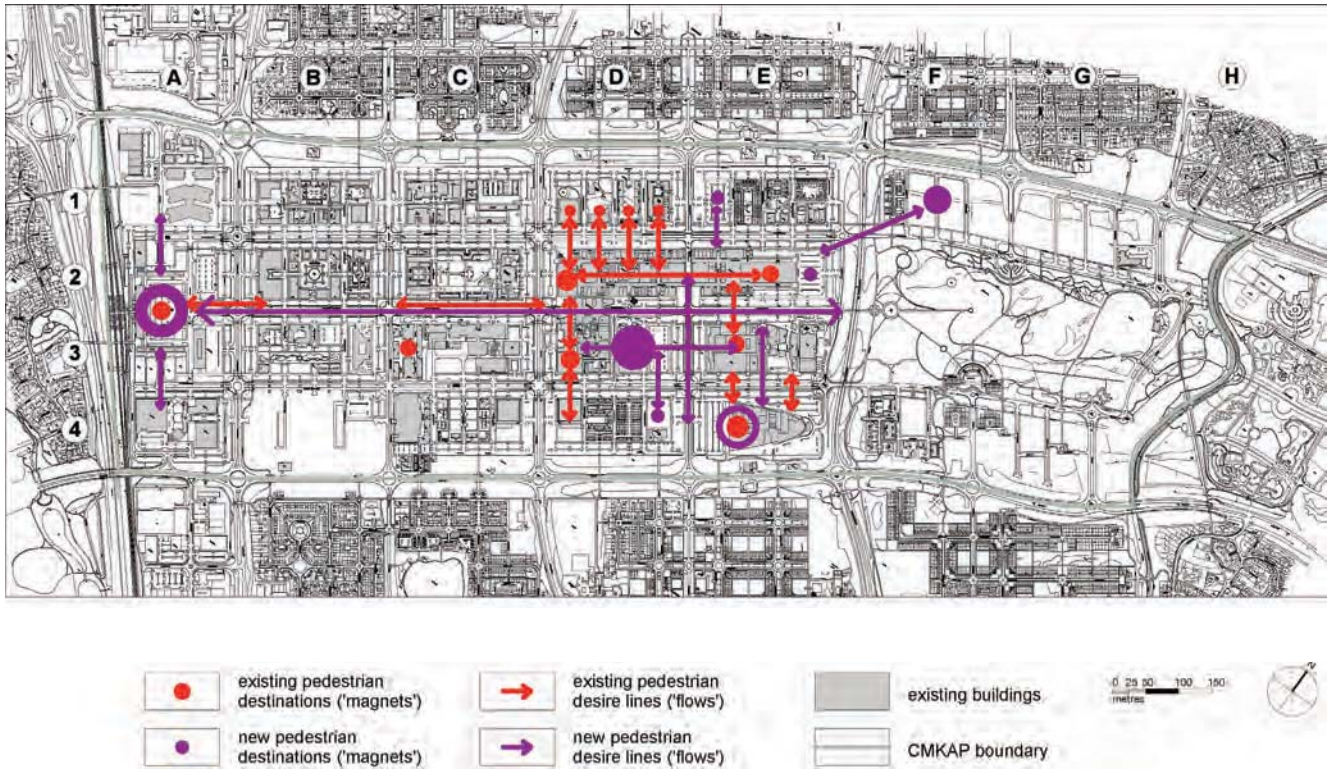


Figure 5: Activity Magnets (Illustrative)

6.16 The Plan aims to improve the experience of using CMK day to day. As the city centre is so large, the network of pedestrian routes that cover the city centre is inevitably extended. The Plan therefore requires a degree of mixed uses at ground level to be established along Boulevards and Gates (see Figure 10), thus bringing life and animation to key routes and moving away from buildings designed as inward-looking corporate boxes. Midsummer Boulevard is the primary route along which such mixed use will be enhanced, especially between the Station and Saxon Gate.

6.17 The original layout for CMK showed Blocks of development land divided into four Blocklets by Streets running north to south, and also east to west in the case of the Campbell Park grid square. To create larger development Blocks, some of these streets were omitted or removed by later development. An objective of the *CMKAP* is to welcome and promote a finer grain of development as CMK grows, with more pedestrian and cycling access or 'permeability.' Consolidation of development into whole Blocks or super Blocks is now to be avoided, as what would have been public Streets, Boulevards or Gates would become instead impenetrable private land.

Creating and Improving Public Spaces

6.18 The Plan retains the classic CMK infrastructure which gives the city centre its distinctive sense of place and international identity.

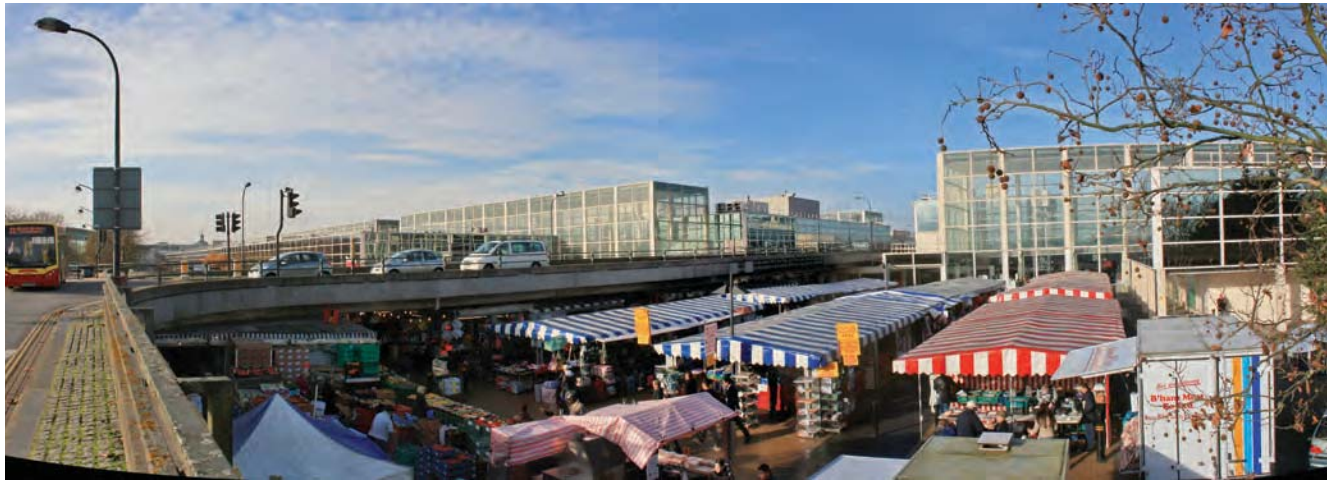
6.19 Within the grid created by the infrastructure, there is a network of public or semi-public spaces that can contribute to the experience of walking around CMK. However, some of these spaces that form part of the public realm in CMK can sometimes feel uninviting and windswept. The Plan protects the overall quantity of public space and seeks to ensure that any new or regenerated spaces feel secure and are sociable and encourage animation and interaction.

6.20 The Plan protects the network of green spaces across CMK but does not preclude their improvement and their animation. It sets high standards for Campbell Park which is of a scale and design unequalled in any other contemporary urban park in Europe. The Green Frame around CMK is also retained, as an essential part of the city centre's setting.

6.21 This Plan celebrates the famous special character of CMK: a meticulous sophisticated modern infrastructure, with tree-lined Boulevards, set in a landscaped perimeter, could only be the city centre of Milton Keynes.

The Primary Shopping Area

6.22 The Primary Shopping Area is defined in the *Core Strategy* as Blocklets D2.1 to 4, E2.1 to 4, D3.1 to 4 and E3.1 to 4, comprising thecentre:mk, Midsummer Place, the Point, the adjacent temporary car park, the Food Centre and the Theatre District (see Figure 11). This zoning presents a dilemma for the Plan. The success of retailing in CMK is based on the regional and national draw of the shopping centres with their award-winning accessibility and sunlit high arcades and meeting places. Their millions of visitors have led to thousands of jobs being brought to CMK, and the evidence suggests that investors are expressing great interest in further expansion even though MK Council has approved major retail developments in out-of-centre locations elsewhere in Milton Keynes. The two main CMK centres are mostly occupied by national multiple retailers and have tended to develop to be inward looking, presenting to some Boulevards a blank elevation. Visitors are drawn to the sunlit high arcades, and are not encouraged to explore the wider CMK and to spread custom to other businesses.



CMK's Primary Shopping Area including the Grade II Listed Shopping Building and outdoor market

6.23 The Alliance's strategy is to transform this area to become a driver of a much wider spread of economic, social and cultural activity, through a number of interventions:

- » To diversify the retail offer with independent traders and small shops;
- » To create a covered market hall as a centre of excellence for specialist small traders who would benefit from agglomeration;
- » To expand community and cultural facilities;
- » To promote the development of more hotels and some apartment living; and
- » To create opportunities for a wider range of commercial leisure.

6.24 The Plan encourages continuing investment in large retail units, meeting the requirement of national and international chains. Significant growth is provided for in the MK Council's adopted *Core Strategy*. However this will need to be carefully planned to be outward facing as part of an integrated, interesting and enticing city centre, rather than just another out-of-town centre that happens to be downtown.

6.25 A study by the British Council of Shopping Centres (June 2007) highlighted the importance of smaller units to accommodate independent retailers, which contribute to creating vital and differentiated places. Through workshops and online comments during the preparation of the *CMKAP*, a number of respondents also highlighted this need. Whilst planning cannot control the occupiers of buildings, it can influence the size of units. In order to improve the vitality and diversity of the retail offer in the city centre, the provision of small retail units within new retail development will be encouraged.

6.26 Retailing that cannot be accommodated within the Primary Shopping Area will be encouraged to spill into the remaining Blocklets in Blocks D and E; along Midsummer Boulevard West; and around the Station End.

Independent and specialist trading in the proposed covered market hall will further enhance CMK's retail offer

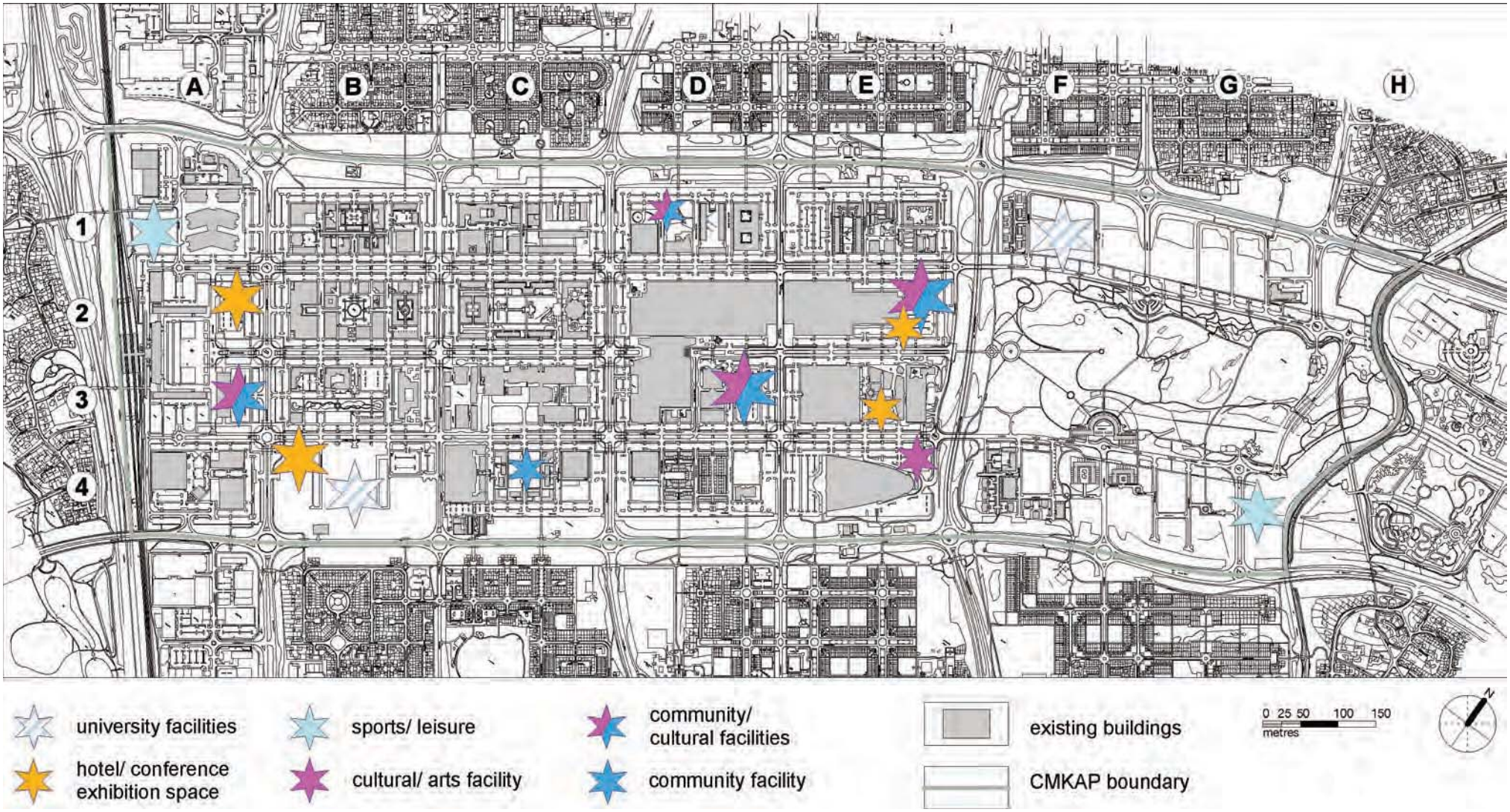


Figure 6: Proposed Culture, Community and Leisure

Residential Use Across the City Centre

6.27 The Plan seeks to create a living city centre, not only in response to demand but also to increase animation and encourage a sense of security through natural surveillance from doors, windows and balconies. Thus the Plan promotes housing development across CMK, whilst remaining sensitive to potential environmental problems such as noise and nuisance. Although there is a proposed concentration of housing sites around Campbell Park, housing elsewhere in CMK is encouraged. Preferred sites are located around the perimeter of the city centre and are set back from the frontages of Boulevards and Gates, to avoid excessive noise disturbance.

6.28 An appropriate mix of types, sizes and tenures across the area will be promoted with an emphasis on dwellings that meet the needs of younger and older households without children. Essential facilities and services are required so that CMK is seen to be a good place to live long term, not transiently.

6.29 In order to accommodate the requirements of MK Council's *Core Strategy*, densities of residential developments will generally be 250 dwellings per hectare between the Station End and Marlborough Gate, and 100 - 200 around Campbell Park, with the objective of providing around 5,000 additional dwellings across CMK in the plan period. The Alliance has received assurances that the market for that scale of development will exist, probably as housing for private rental and the scale of provision has been confirmed in the adopted *Core Strategy*.

Offices: Quantity and Diversity

6.30 The Plan's indicative land proposals exceed MK Council's *Core Strategy* aspirations for office employment growth, because the Alliance considers it necessary to have a choice of investment sites available to the market at any one time and also has an ambitious vision for CMK, seeing it become a major regional centre for investment in office development in the plan period. Evidence suggests that nationally, occupiers are increasingly seeking city centre locations over out-of-town business parks to satisfy the demands of staff for access to better public transport and more facilities and more socialising out of office hours; in Milton Keynes, which has lacked some of the advantages of city-centre working, migration to out of centre grid squares has undermined office values. The intention of the *CMKAP* is to reverse this trend and dramatically expand the office stock in CMK.

6.31 Associated with the expansion in office accommodation will be an increase in the number of hotels in CMK linked to conference facilities, one of which might be a more substantial international conference or congress hall with associated exhibition space.

Encouraging the 24 hour Economy

6.32 Likewise, the *CMKAP* promotes a considerable increase in commercial leisure provision. This includes: clubs, bars, restaurants, hotels, spas, gyms, sports provision, cinemas, and other cultural and leisure outlets. While additional facilities will cluster in the retail core and Xscape, the mixed use policy encourages leisure uses being located along the Boulevards and Gates, particularly Midsummer Boulevard.

6.33 The Plan offers opportunities to expand leisure uses that help create a vibrant night-time economy around the Station End.

A Mix of Cultural, Sporting and Community Uses

6.34 A wide range of cultural, sporting and community facilities enrich the quality of life in a city centre: they are major contributors to the prosperity of the centre by making it a more interesting and sociable place to live and work in, thus making it a more attractive place in which to invest.

6.35 CMK falls short in the range and number of facilities that are found in a regional centre, which include:

- **Sports:** indoor sports centres, swimming pools, urban sports facilities, exercise trails;
- **Performing and visual arts:** small theatres, concert halls, dance studios, dance venues; galleries for temporary and permanent exhibitions and the sale of art work, sculpture gardens, artists' studios;
- **Culture and civic:** crown court, museums, civic rooms, churches and places of worship for different religions; and
- **Community and voluntary sector:** meeting rooms, drop-in centres, community cafés and shops.

6.36 The indicative land use proposals plan and schedule includes sites for the following uses and facilities (as illustrated in Figure 6):

- Accommodation for Milton Keynes to grow a major university centre with associated lecture theatres, faculties and student accommodation;
- Sports and leisure space: a major urban sports centre; dance studio, etc;
- Cultural spaces, for performing arts, a major concert hall, a city museum, and a much expanded city gallery;
- Community space: meeting halls and civic rooms; offices and other provision for the voluntary sector; space and facilities for young and old people;
- A community medical centre; and
- Visitor facilities associated with Campbell Park.

6.37 When regeneration takes place, existing provision for the voluntary sector is to be retained or relocated with equivalent or improved provision, such as:

- The ice rink in the redevelopment of the Leisure Plaza; and
- Voluntary sector facilities currently located in the Food Centre.

6.38 On the indicative proposals plan and schedule, provision for cultural, sporting and community activities are either shown on sites for which the facility is the sole use, or around the Primary Shopping Area, on sites where the facility is integrated with commercial provision.

6.39 The contribution a development makes to the provision of these facilities is either as required under the planning obligations, or where integrated, the provision of accommodation as shown on the indicative schedule and in accordance with policy *CMKAP* SS4.

6.40 This strategy will be to the benefit of both commercial and cultural developments, attracting visitors and offering them diverse activities. It is essential that this provision is actively pursued.

A variety of facilities are needed, CMK isn't just about shopping

Community facilities encourage people to congregate and feel part of the neighbourhood

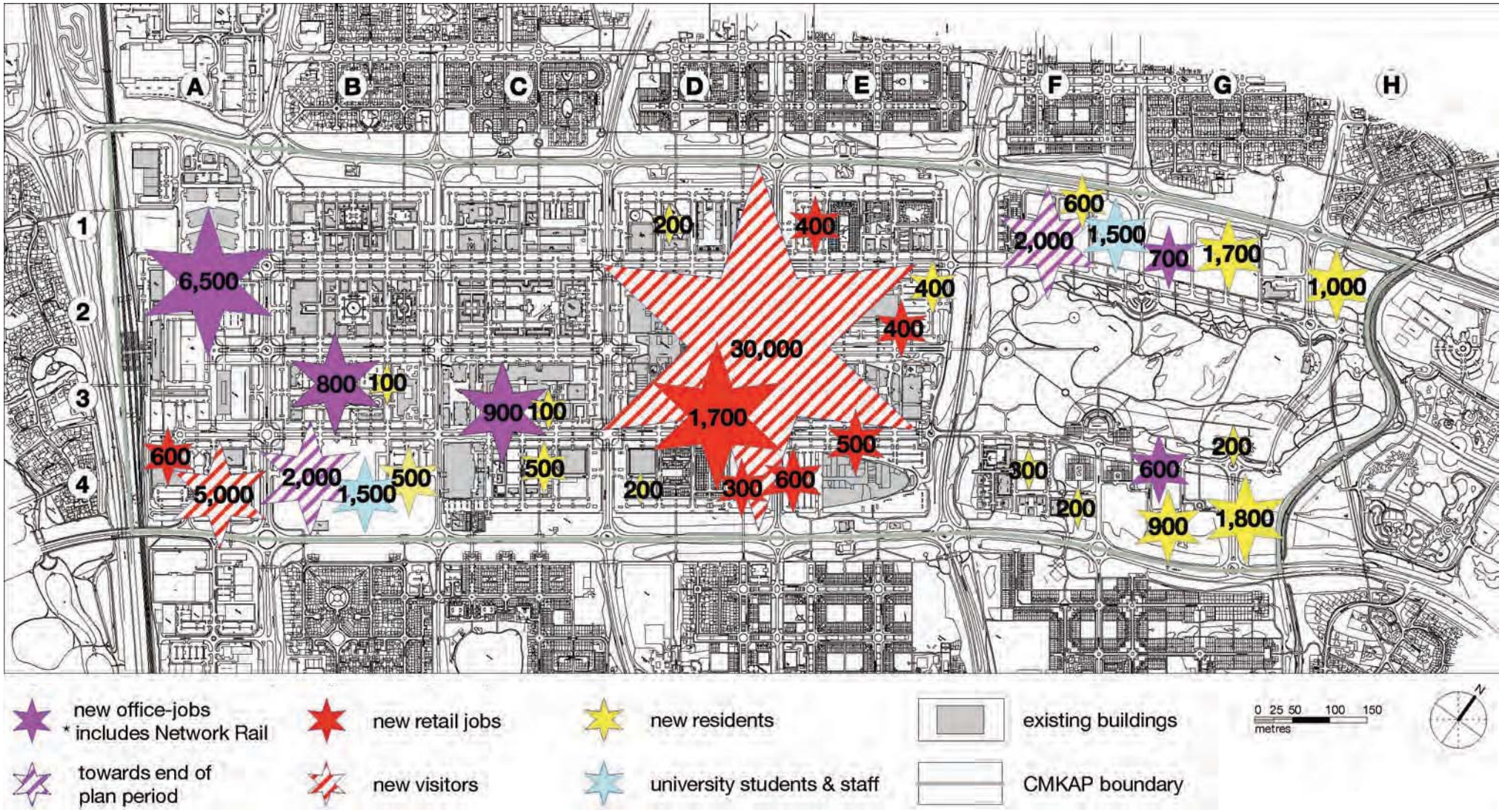


Figure 7: Additional Workers (per day), Visitors (per day), and Residents in 2026

7. Access, Transport & Parking Strategy

7.1 Ease of movement and access by all modes - including walking, cycling and public transport - was one of the founding principles in the design of Milton Keynes. Anticipating the need to plan for the comfort and convenience of private cars in modern life led the designers of CMK to design the grid road system and to incorporate generous quantities of free, highly visible surface car parking spaces. These special features have been critical to the success of CMK over the past 40 years and despite the introduction of parking charges, the ease of car access and parking remains a major competitive advantage over ordinary town and city centres.

7.2 However, CMK was designed to meet the needs of 250,000 people in MK and more in the wider catchment. The current population of Milton Keynes is now approaching the originally planned size, and the *Core Strategy* expects the city to grow a further 25% (to 300,000) by 2026 or soon thereafter. In addition, as an emerging regional city centre, the number of workers and visitors attracted to CMK from beyond the Borough is also expected to increase. MK Council's adopted *Core Strategy* identifies CMK for more intense and larger scale development over this period in order to accommodate many of the new jobs that will be required to support the expected growth (see Figure 7)[11]. So present movements from within MK to the city centre are projected to increase, as well as flows of people to CMK from the wider region.

7.3 The adopted *Core Strategy* addresses the need to retain ease of movement across the city as the growth unfolds, transforming the public transport system to provide attractive, fast, frequent, convenient and efficient movement in the city and together with the *Local Transport Plan* sets out transport objectives for CMK, from which we distinguish two key goals, in our words:

- To offer a range of travel options which collectively support an increase in visitor numbers to the city centre; and
- To encourage greater access to and within the area by walking, cycling and public transport.

7.4 One of the key challenges for the Alliance Plan is to address the significant increase in the number of journeys to CMK (particularly journeys to work) and to avoid ever-increasing demands for space for car parking and the congestion that follows, and the need to make public transport, cycling and walking the superior choice for as many people as possible. The challenge is several-fold:

- In the next plan period the grid network of City Roads surrounding CMK will be reaching its originally-planned capacity for vehicle movements (i.e. to serve a population of 250,000); and
- The adopted *Core Strategy* has set ambitious targets for the future growth of CMK - increasing the number of jobs and visitors by 50% and more than doubling the number of CMK homes during the plan period.

[11] *Numbers calculated using DCLG's employment densities (e.g. jobs per NIA of office or retail space). For visitor numbers, TRICS data for retail shopping malls have been used for trip generation with a 40% 'Parker Factor' reduction for cross-purpose trips.*

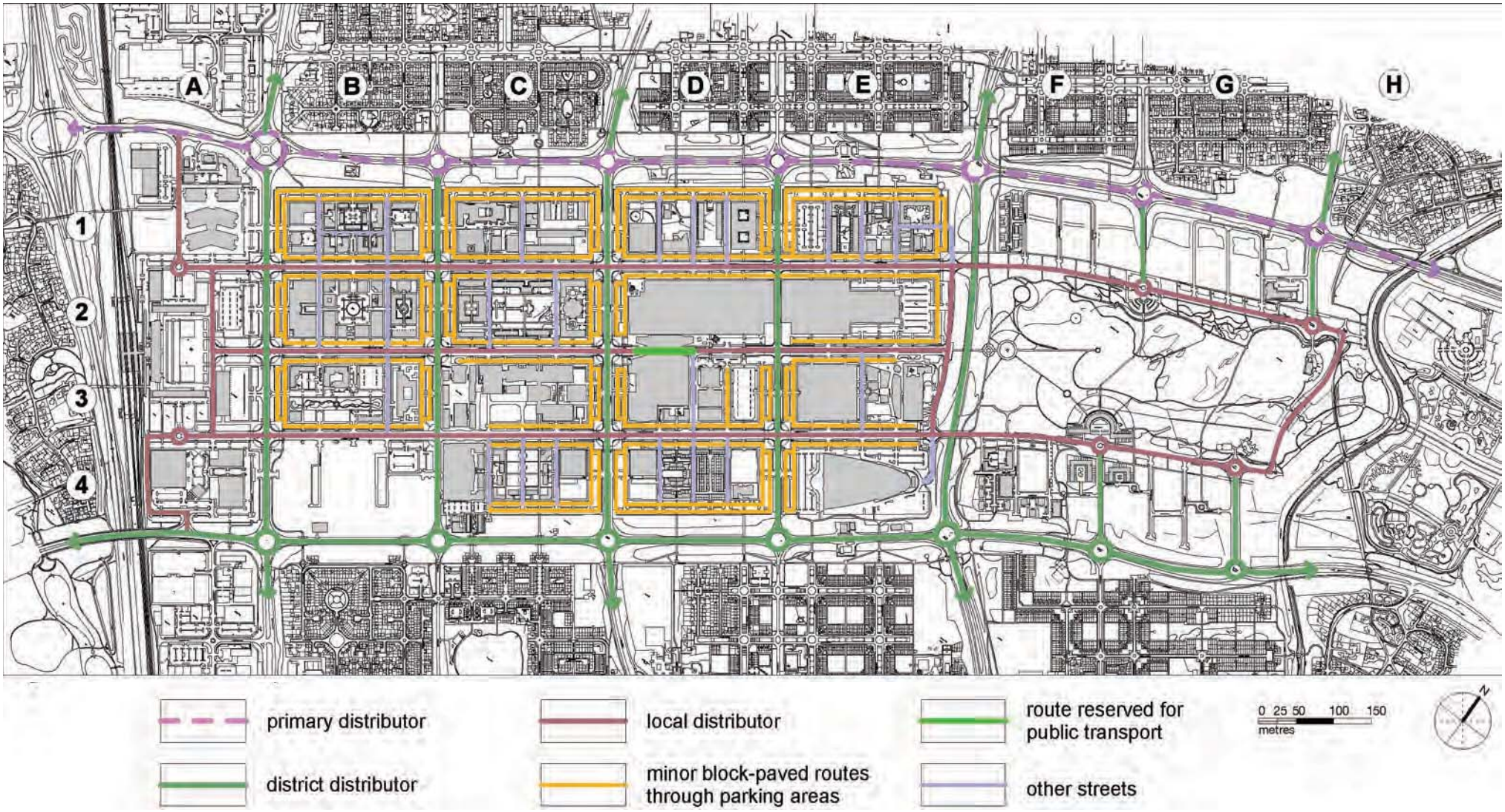


Figure 8: CMK Road Hierarchy

7.5 The Plan promotes public transport, cycling and walking as the preferred mode of choice for more people coming to and enjoying CMK. About 10% of journeys into CMK are currently made by bus, and the Plan, in line with previous MK Council transport studies[12], assumes that this can be increased to 20-25% by the end of the Plan period. Part of this shift could also be made by other interventions such as car share, working from home, cycling and walking, staggered work times, and park & ride on the edge of the city. This is an ambitious target, at the limits of what's considered feasible.

7.6 The shift to 20-25% of peak period journeys by public transport by 2026 still requires nearly 60% of journeys to be made by car, which even then will only achieve the 70:30 modal split on which the transport design of the original CMK plan was predicated. To put this plainly, use of public transport to get to CMK has to be greatly increased even to reach the expectations of the early 1970s.

7.7 The starting point for the transport strategy for CMK is therefore to acknowledge that good provision for cars remains a competitive advantage for CMK, which is of regional importance. In the pursuit of sustainable development, it's important not to 'discourage' car users with higher parking charges and fewer parking spaces, but to *encourage* people, where possible, to switch to public transportation, walking and cycling through improving the attractiveness of such choices with better infrastructure and greater convenience. We must also acknowledge that people will continue to come to CMK from many more directions and at more varied times of day than could ever be served by public transport alone, and from distances that are beyond the reach of cycling and walking.

7.8 Second, the transport strategy for CMK will evolve - transport solutions that work today for a population of 250,000 - 300,000 may not work forever. Our strategy must provide the flexibility to 'transition' to new transport choices, rather than trying to design and build 'permanent' solutions to these challenges.

It's important to future-proof transport in CMK by protecting the movement corridors that keep options open for different transport solutions in the future

7.9 With this understanding in mind, the Alliance's strategy for access, transport and parking has these strands:

- Enhance highways and car parking capacity for future growth and development;
- Transform public transport to provide attractive high quality, greater capacity, flexibility and choice;
- Encourage walking and cycling through better public realm - safer and more attractive streets and Redways; and
- Restrain car parking provision while shifts to alternative transport modes take place – but it serves no purpose to restrain the car if there is no convenient and attractive alternative way for people to move around.

[12] *2007 MKP Transport Strategy Review*

Enhancing CMK's Highways Capacity for Growth & Development

7.10 A key element of the *CMKAP's* access and transport strategy is to maximise CMK's highways capacity to support future growth and development. Firstly, the Plan promotes the retention of the Gates, Boulevards, Streets and the inter-connected 'slow streets' through perimeter parking areas.

7.11 Secondly, the Plan encourages new development to create greater 'permeability' – more routes for walking and cycling, in particular.

7.12 Thirdly, the Plan encourages the distribution of land uses in order to disperse entry and exit points around CMK and spread the traffic load on the surrounding junctions. The Plan suggests 'indicative' land uses for development sites, with an emphasis on finer grained mixed-use and wider distribution of employment activity. The land uses shown are not precisely fixed and an alternative mix to help achieve this Plan's objectives may be justified to the Council's Development Control Committee which will monitor the overall delivery of the adopted *Core Strategy*'s targets and the Alliance Plan's strategy.

7.13 The wider MK City grid roads, and CMK's Gates, Boulevards and Streets are vital infrastructure that supports future growth and development in CMK by providing flexibility of movement and minimising congestion by distributing all modes of transport through multiple choices of routes. This is key to delivering one of the founding principles for CMK of 'combining the vitality of traditional city centres with the unhindered accessibility of an out of town centre.'

7.14 The highway hierarchy for CMK is illustrated in Figure 8:

- Gates (district distributor roads) running north-south are the portals to CMK from the H5 Portway and H6 Childs Way. They provide access, via the surface level car parking, to development Blocks, and to service delivery points;
- Boulevards (local distributor roads) running east-west;
- Streets (access roads) running north/south which divide the Blocks of development land;
- North and South Rows, running east west and providing longer term parking areas for CMK, as well as access to development Blocks; and
- The 'slow streets' through all the parking areas in the Gates, Boulevards and Rows.

7.15 This hierarchy is summarised in the *Milton Keynes Local Plan* (2005).

7.16 Integral to the design of the Gates, Boulevards and Streets are parallel rows of public parking space that define and serve the Blocks of development land. The importance of the perimeter parking areas that surround most Blocks in CMK cannot be underestimated, as these areas establish a width of the main movement corridor which can be shared by varying different modes over time. Far from simply providing surface-level parking places, these areas, which are Adopted Public Highway for which MK Council has maintenance responsibility and which cannot be closed without special formal Closure procedures:

- Provide through routes to North and South Rows as well as access to individual development Blocks;
- Provide inter-connected routes between the parking areas adjacent to the Boulevards in

particular (named 'slow streets' in the *Plan for Milton Keynes (1970)*;

- Provide alternative through routes for cyclists;
- Provide service delivery access, where HGVs can manoeuvre and temporarily park to deliver goods, without obstructing traffic on the busier Boulevards and Gates;
- Contain porte cocheres which offer pedestrians weather protection and greater safety as they identify key crossing routes; and
- Accommodate corridors for common trenches and ducts for utility services.

7.17 The space can also be used to accommodate alternative transport modes in future – maybe cycle hire stands, parking and cycle interchanges, small transport interchanges or simply more taxi ranks. The space enables future-proofing of accessibility and transport.

7.18 The final strand of our strategy to maximise highways capacity is to distribute land uses across the city centre. This is particularly relevant to employment land use (e.g. offices and institutions) because work patterns tend to concentrate journeys into and out of the city centre over shorter time spans (the morning and evening 'rush hour') compared to other uses, such as retail and leisure. By distributing the mix of uses across the city centre, the traffic load on roads and junctions will be more dispersed, which creates greater capacity.

Increasing public transport capacity, flexibility and choice

7.19 The Alliance Plan public transport strategy builds on the Council's third *Local Transport Plan (LTP3)*. Firstly, the *CMKAP* promotes the creation of a second transport 'interchange' in the heart of the city centre, in addition to the one recently completed at Station Square. Secondly, the Plan promotes the delivery of an intra-CMK rapid transit network, such as a shuttle service.

7.20 The Alliance encourages MK Council to seek the powers of a Passenger Transport Authority (PTA), which would enable better planning of public transport throughout the Borough. Such an idea cannot be proposed in this plan for CMK in isolation, however.

7.21 Key improvements to public transport are already in progress at Central Milton Keynes station: the enhanced public transport interchange opened in July 2012, and an upgrade of the station building is underway. The interchange includes an extended pedestrian concourse in front of the station which it is hoped might one day be weather protected, increased capacity for buses and coaches, separate taxi and pick-up and drop-off areas, and improved cycling provision.

7.22 *LTP3* and other transport studies have identified the need for a second public transport interchange near the retail core in CMK. To support the future delivery of such an interchange, the Alliance Plan has identified a strategic site for this second interchange - the public car parking areas alongside Secklow Gate (see Figure 9).

7.23 The second strand of the strategy to improve transport is to deliver an intra-CMK 'rapid transit' network, such as a shuttle or more advanced system, provided at a nominal charge at the point of delivery. Described in *LTP3* as a 'short-term delivery objective,' which implies a welcome degree of urgency, the Alliance seeks a shuttle service circulating CMK using primarily Silbury and Avebury Boulevards. This would quickly and directly connect local destinations in CMK, including MK Central Station, the Hub, thecentre:mk, Xscape, and the Theatre District.

7.24 A pilot programme should be run to test whether a shuttle service can be implemented in an efficient and cost-effective way that proves popular with workers and visitors. Subsidies may be possible by local businesses benefitting from the service. Passengers could transfer between the city-wide 'MK Star' bus services and the local shuttle at either the rail station or Secklow Gate / Marlborough Gate interchanges.

Encouraging walking and cycling

7.25 A key deliverable of *LTP3* and adopted C*ore Strategy* is to encourage other modes of transport, particularly walking and cycling.

7.26 A key part of the *CMKAP's* Spatial and Design Strategy is to improve the pedestrian experience within CMK and the linkages to the surrounding estates. Many of the Plan's general policies – active frontages, for example – which are aimed at increasing the vibrancy of the city's streets, will also encourage walking as a mode of transport.

7.27 Milton Keynes' 280 kilometres of world class Redway network is an under-utilised resource. Whilst approximately 40% of journeys to work within Milton Keynes are less than five kilometres in length, the proportion of walking and cycling trips for journeys to work in Milton Keynes (10%) is below the regional and national averages (13%). However, this is mainly due to fewer people walking, as the National Census 2011 shows that whilst only 2.8% of MK residents cycle to work, this is the same as the national average.

7.28 The Redway network approaches CMK from many directions, though inside CMK cyclists generally share the same street system as everyone else. A north-south Redway has recently been built across CMK, running alongside Saxon Street, to form part of a cycle 'cruciform' that would allow north-south and east-west access.

7.29 MK Council's *LTP3* and 2013 Adopted *Cycling Strategy for Milton Keynes* identify the expansion of the Redway network into CMK as a 'short-to-medium term deliverable.' This includes:

- Completing the 'cruciform', ie. a Redway running east-west through CMK;
- Re-routing National Sustrans Cycle Route 51, which currently runs through car parks with no distinct surface or prioritisation and with cyclists having to dismount at Midsummer Place. There needs to be a clear identification of where the route will run in the future, and consideration should be given to re-routing NCR 51 utilising the H5 Portway and/or H6 Child's Way Redways leading to/from Campbell Park.
- »

- » Upgrading other key Redways arriving in CMK (those running alongside H5 Portway, H6 Childs Way, V6 Grafton Street, and V8 Marlborough Street), possibly as part of the 'Super Redway' initiative; and
- » Improving cycle-way signing within CMK and on the approaches to CMK, possibly as part of a wider re-design of all cycling on the Redways.

7.30 Future longer term proposals include:

- » Further improvements for cyclists within Station Square (e.g. a 'Cycling Hub' with storage, information, repair shop and sales, café);
- » Dedicated changing facilities near the Station (potentially in the former MK Central Bus Station and / or the new Community Sports facility behind new Network Rail offices) and other key locations on the Super Redway network;
- » Cycle hire within the city centre and subsequently across the Borough.

7.31 The Alliance plan supports these aspects of the *LTP3* strategy.

CMK's wide, day-lit underpasses encourage pedestrian movement

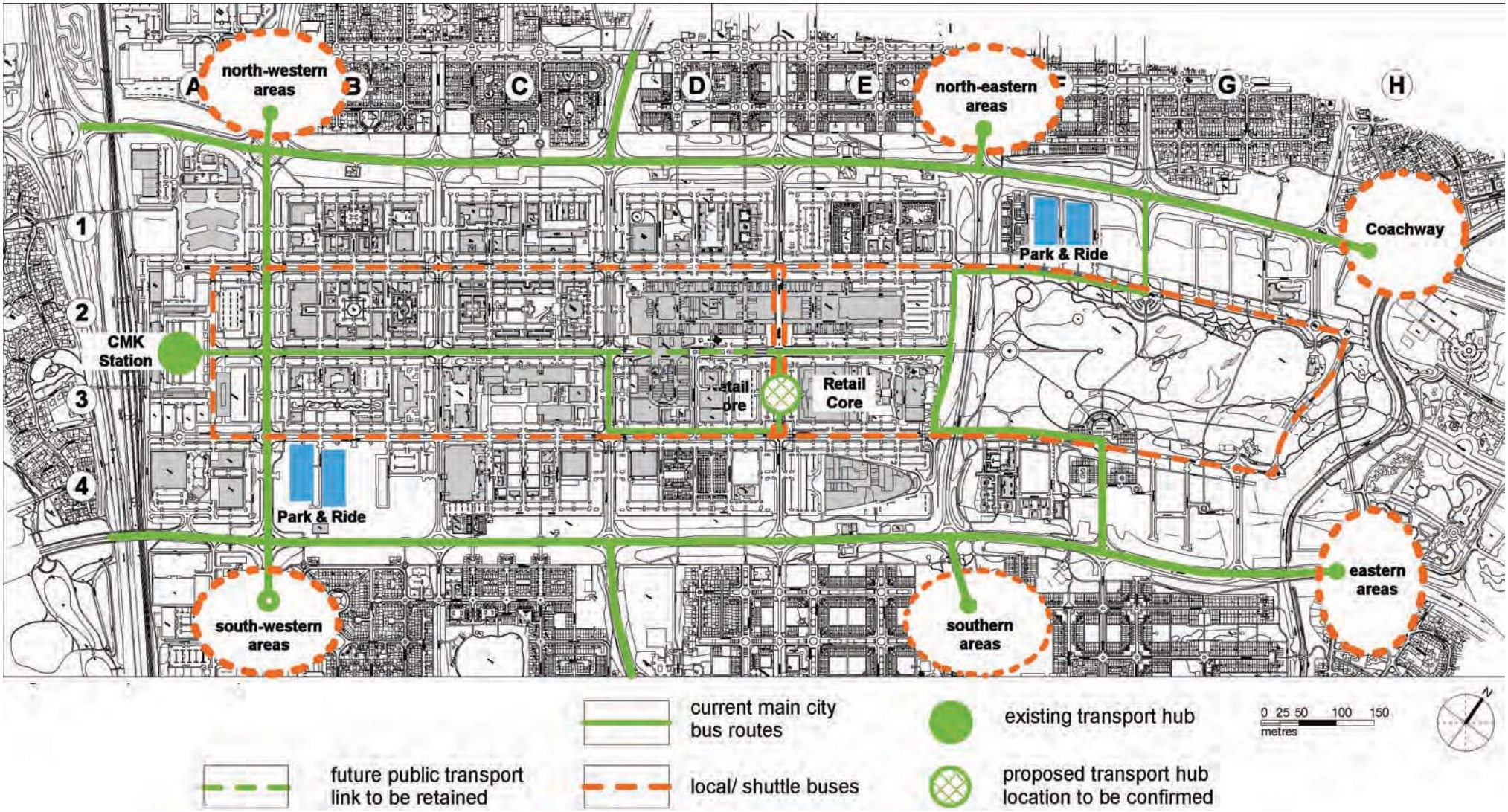


Figure 9: Proposed Transport

Better aligning and delivering parking provision

7.32 One of the most difficult problems in developing sustainable transport for CMK is balancing the transition from high levels of private car use to public transport without losing the convenient accessibility that gives CMK a competitive advantage compared with other towns and cities. CMK has the highest numbers of car parking spaces in proportion to development of any city centre in the country. Milton Keynes also has a high level of car ownership and a low number of public transport journeys.

7.33 As CMK grows, it simply will not be possible to keep building surface-level parking spaces, because we're running out of land and even our famous grid roads will eventually become grid-locked with congestion. Car parking provision in CMK must serve to maintain the economic vitality of Central Milton Keynes as a place to live, work and visit, whilst recognising parking management as a tool that can and must be utilised to promote a shift to more sustainable modes of transport.

7.34 Current CMK parking policy restricts on-plot provision of parking to 30% of the standard, with the remaining 70% provided off-plot, mainly via planning obligations to support the delivery of multi-storey car parks (MSCPs). Unfortunately, an insufficient value for the planning obligation (only £2,500 per parking space versus an actual cost of over £10,000 per space), and the lack of a planning and institutional mechanism to co-ordinate the delivery of the MSCPs, have meant that MSCPs have not been delivered.

7.35 The Plan supports the aspiration to provide parking in MSCPs at gateways in the outer Blocks – locations where there is easier access and greater capacity. These MSCPs should be integrated or enclosed within some commercial, retail or residential development, as these facilities have proven more popular than stand-alone MSCPs. Funding would need to be provided through revised planning obligations and the possibility of exclusive use of some off-plot MSCPs spaces should be explored for new office developments. This would most likely need 'forward funding' for some of these MSCPs, as current levels of parking charges will not provide sufficient income to attract investment.

7.36 Milton Keynes Council's current Parking Standards are specified in two documents - the *2005 Parking Standards SPG and 2009 Addendum*. The *2009 Addendum* identifies four 'accessibility zones' across Milton Keynes, with Zone 1 covering CMK (excluding Campbell Park), Zone 2 covering Campbell Park and other town and district centres, Zone 3 covering the rest of 'urban' MK, and Zone 4 the rural parts of the borough.

7.37 Zones 1 and 2 have reduced levels that are 30% and 60% respectively of the amount of parking allowed on average in Zones 3 and 4. Since the parking levels for Zone 3 represent in general the standards that existed in local policy prior to 2005, the *2005 Parking Standards SPG* effectively caps new parking provision in CMK at 30% and Campbell Park at 60% of the previous standard, respectively. This severe restriction of new parking requires a 'step-change' in the number of future journeys to CMK by public transport, cycling and walking, or the growth of jobs and visitors in the city centre will be significantly curtailed.

7.38 Provision for residential parking was revised by the *2009 Addendum*, which increased allocated parking to a minimum of two spaces

per dwelling for dwellings with three or more bedrooms in Zones 1 and 2. Unfortunately, the *2009 Addendum* left out un-allocated (i.e. visitor) parking which had been included as a requirement in the original *2005 Parking Standards SPG*.

7.39 Provision of a greater number of un-allocated residential parking is not needed in CMK because there are sufficient public car parking spaces around the perimeter of most developments (local residents are issued scratch cards by MK Council so their visitors can use these bays). However, this is not the case for the Campbell Park grid square or where perimeter car parking has been removed.

7.40 The *Consultation Draft* of this Plan proposed that Zone 2 parking standards be adopted for all land uses in CMK and Campbell Park. Whilst this was welcomed by a number of respondents during public consultation, others were critical of this proposed change, which was interpreted as a backward step in efforts to increase public transport use and improve sustainability. The challenge we face is that severely restricting additional parking provision can lead to unintended consequences – firstly, that CMK's economic development stalls because it becomes less attractive as a place to do business, and secondly, that we set up a perverse incentive to develop in out-of-centre locations, where parking is plentiful and free and public transport is poor, rather than in the city centre.

7.41 After reviewing all of the representations regarding the original parking proposals (both for and against), the Alliance have re-visited the parking standards and have identified two key issues – parking for office developments in CMK and visitor parking for residential developments in the Campbell Park grid square. This revised *Examination Draft* of the Plan now changes only these two elements and retains the existing parking standards for other land uses.

7.42 It cannot be over-emphasised that even with these changes to the parking standards, a step-change to alternative transport modes is required during the plan period if CMK is to achieve the growth aspirations set out in this Plan and in the *Core Strategy*. Currently only 10% of journeys to work in CMK are made by public transport. This will need to increase to 20-25% over the next 15 years[13]. At the same time the number of workers will greatly increase, which means the number of journeys to work using public transport will have to increase nearly 5-fold (from fewer than 2,500 bus journeys to work today to greater than 10,000 - 12,000 in 2026). This is considered to be at the outer limit of what is feasible. Furthermore, even with this best-case scenario for a transformation of public transport usage, the number of car journeys for workers in CMK will have to increase, from approximately 20,000 today to 25,000 – 30,000 in 2026, which means that more parking spaces are required.

[13] *2007 MKP Transport Strategy Review*

7.43 Available CMK parking is relatively inefficiently used. During weekdays, many of the parking spaces surrounding the retail area in eastern CMK lie empty whilst the businesses in the western area complain about the lack of parking. The reverse is true during weekends.

7.44 The proposed CMK shuttle service will encourage better use of existing parking places and temporary parking on development land (such as any new Park & Ride facilities that may be provided in Blocks F1 and B4 will help (see below). In addition, the *CMKAP* provides policy support for an improved and expanded Variable Messaging System (VMS) which will direct drivers to available parking more efficiently, further making best use of the available parking stock.

Park & Ride facilities

7.45 The Spatial and Design Strategy identifies two sites to be reserved for major development of strategic significance: F1 Block on the north side of Campbell Park, and B4 Block south of Avebury Boulevard between Grafton and Witan Gates. These Blocks are the best undeveloped sites remaining in CMK, and the Alliance is of the view that these sites should be reserved for major development of strategic significance, such as a University, major corporate HQ or international institution that would bring significant numbers of skilled jobs and prestige to Milton Keynes. In the meantime, the 'meanwhile use' of these sites for temporary Park & Ride facilities will be encouraged: they would provide parking spaces for the growing city centre, events in Campbell Park, and use the CMK shuttle service as the 'ride' part of the service. When the B4 and F1 sites are eventually developed, these additional parking facilities should be eliminated without any need for replacement as the Council completes its intended transformation of public transport across the whole of Milton Keynes.

Section 2: Policies

8. General Policies

8.1 As a practical expression of the spatial and design strategies described in Chapter 6, a number of specific development management policies are needed to guide development across the city centre as a whole. These policies aim to provide guidance that supplements the high-level principles set out in MK Council's revised *CMK Development Framework* (January 2013). Should any conflict occur between the Framework and this Plan, this Plan is the over-riding statutory development plan document once it is formally Adopted by MK Council.

8.2 These policies apply to the whole area of CMK, including the Campbell Park grid square.

List of General Policies

G1 Public Realm Infrastructure
G2 Heritage Buildings & Public Art
G3 Landscaping & Open Space
G4 Campbell Park
G5 Green Frame
G6 Mixed Use
G7 Active Frontages
G8 Block Structure
G9 Design of Buildings
G10 Residential Developments
G11 Exceptional Developments
G12 Planning Obligations

Public Realm Infrastructure

Aim of policy:

» To protect the classic CMK infrastructure.

8.3 Part of the vision for the *CMK Alliance Plan* is to celebrate and promote the city centre's distinctive cityscape and high-quality infrastructure. As noted in Chapter 5 on economic growth, quality of life and quality of place are powerful magnets for attracting highly skilled workers and innovative companies. CMK has a strong identity as a place, and the *CMKAP* recognises and supports CMK's unique public realm as a key way to differentiate our city from others. This unconventional cityscape is unique.

8.4 The distinguishing feature of CMK[14] is the extent, layout and quality of the public realm. This is the setting within which the more transient buildings and activities come and go over time. It is the public space that is the most important building of all in CMK. One of the key challenges for the Plan is to retain the distinctive and high-quality CMK infrastructure whilst encouraging more innovative and intensive development on the parcels of development land for which it provides both access and setting.

8.5 The infrastructure is to be protected because it is a unique framework for prosperity: no other contemporary city centre in the UK has a complete grid of boulevards, gates and streets designed and built as the framework within which buildings sit and activities take place. It is consistently detailed to a carefully considered modular design, stretching from MK Central Station at the west end, to the Grand Union Canal at the east end of Campbell Park.

8.6 The public realm is defined by a strong, clearly identifiable set of elements. These include:

- A landscaped hierarchical grid of Gates, Boulevards and Streets that provides the setting for all buildings and activities;
- A parallel grid of 'slow streets', including North and South Rows, providing space for surface level parking areas for public use (variously one, two or four rows - the need varies according to adjacent uses, and the use of this public space for public purposes may change over time);
- The 'Green Frame' - the landscaped areas at the margins of CMK contributed by City Road corridors H5 Portway, H6 Childs Way and V8 Marlborough Street and, to the east, the Grand Union Canal;
- Wide day-lit underpasses with gentle gradients that connect main footpaths seamlessly under busy Gates and Boulevards;
- Porte cocheres that nudge pedestrians to the safest Boulevard crossing points;
- Linkages to neighbouring grid squares - Springfield, Fishermead, Oldbrook and Winterhill, Rooksley, Bradwell Common, Conniburrow and Downs Barn, either via wide underpasses or via overbridges;
- Granite retaining walls marking the entry points into CMK from H5 Portway and H6 Childs Way; and
- A carefully selected suite of modern street furniture and the use of silver grey granite for kerbs, planters and facings to retaining walls; silver grey stone chippings rolled into asphalt road surfaces on Gates and Boulevards; silver grey blockwork for streets; and Breedon Gravel in Boulevard medians.

8.7 Milton Keynes is renowned for its city-wide grid of City Roads which is draped over the contours of the land. In CMK the grid is given a formal geometry, and provides a very clear hierarchical movement system:

- Gates run north-south between H5 Portway and H6 Childs Way, acting as the entry points into CMK. Two of these – V6 Grafton and V7 Saxon Gates – are part of the cross-city grid;
- Three Boulevards run east/west though CMK acting as the main spines for movement within the city centre (the central Boulevard - Midsummer - stops short of Campbell Park);

[14] *CMK includes the Campbell Park grid square*

» The Gates and Boulevards provide access, via the Streets and 'slow streets,' to development Blocks and Blocklets ('slow-streets' are block paved routes that run through and connect the parking areas, and form continuous routes through the parking areas around each Block); and
» The Streets enable deliveries to business and residential premises – major uses have specially designed access points from Streets thus avoiding inconvenience to pedestrians and ugly delivery bays on main frontages.

8.8 The grid network has the advantage of providing flexibility of movement and minimising congestion by enabling the distribution of all forms of traffic through a wide variety of routes. It helps deliver one of the founding principles for CMK of 'combining the vitality of traditional city centres with the unhindered accessibility of an out-of-town centre.'

8.9 The sub-division of development land is also derived from the overall formal geometry (see Figure 13 for block numbering system). Orderly Blocks of land fronting Boulevards are generally divided by Streets into four equal Blocklets, though this pattern is broken where development required it and permeability through the Block for local movement was secured in other ways. In creating larger development Blocks, the need for the necessary permeability was sometimes overlooked through later redevelopment. This is regrettable because movement in CMK is inhibited or diverted to the inconvenience of the public. The concept of a grid of movement corridors is to maximise choice and flexibility for all modes of transport. Once part of the grid is lost to development - or sold into private ownership without enforceable legal protection - the desired permeability is lost to the public for ever.

8.10 An objective of this Plan is to assert the need for a finer grain of development created by permeable networks for movement in CMK, especially through large development schemes extending over a whole Block or more.

Policy *CMKAP* G1
Classic CMK Infrastructure

The classic CMK infrastructure* is widely recognised as part of CMK's heritage and as an important public asset that establishes a principle design framework for further development and future prosperity in CMK and its extent, layout and quality will be retained.

The exceptional circumstances which might justify alteration of the extent and layout of classic CMK infrastructure are set out in Policy G11.

*the 'classic CMK infrastructure' includes the grid of tree-lined Boulevards, Gates, Streets, tree-lined North Row and South Rows, and the space for one, two or four rows of ground level car parking that flanks them; the associated grid of pavements, with underpasses, bridges and porte cocheres; the function and position of linkages to the adjacent grid squares; use of silver grey granite facings, granite quadrants, planters, and kerbs; the use of silver grey stone chippings rolled into asphalt road surfaces on Gates and Boulevards and silver grey blockwork for streets; and the use of Breedon Gravel or similar in Boulevard medians.

Heritage Buildings & Public Art

Aim of policy:

» To protect the built heritage and public art of CMK.

8.11 The listing of the Shopping Building (currently trading as 'thecentre:mk') is national recognition that CMK makes a significant and distinctive contribution to contemporary British architecture and urban design. The Listing of buildings just over thirty years old is unusual; the Listing of a building complex designed primarily for shopping is unique.

8.12 Other buildings in CMK are also likely to be recognised in due course as heritage assets and should be considered for Local Listing and where appropriate, referred to the Secretary of State for statutory Listing.

8.13 Amongst these are some of the distinctive pioneering buildings in CMK designed and developed by the Milton Keynes Development Corporation. They follow a common design philosophy and epitomise the Miesian architectural thinking in Milton Keynes in the 1970s and 1980s. They express a modernist and minimalist approach reflected through, for example, significant amounts of mirrored glazing, sleek building lines with simple massing, and extremely high quality detailing. Such buildings should be retained and adapted to new uses if possible.

8.14 Likewise there are a number of other distinguished buildings designed by other architects which respond in different ways to the context of CMK: they may be similarly worthy of protection and adaptation to new uses over time.

8.15 Commitment to investment in Public Art has been an explicit part of the development of CMK and is a major feature of local distinctiveness. Existing artworks should also be considered for local Listing, and should be retained in their current location unless a special case for relocation to an enhanced position can be made. The management and maintenance of the public art collection, and its extension by more acquisitions, requires a long term strategy of the type suggested by the city's Public Arts Trust.

Policy *CMKAP* G2

Classic CMK Buildings & Public Art

CMK Alliance shall support the preparation of a Local List by the Council, and periodic reviews to identify any assets that might be appropriate to be referred to the Secretary of State for statutory Listing.

Landscaping & Open Space

Aim of policy:

» To protect the landscaping and open spaces which contribute to the classic CMK infrastructure;
» To protect the historic sites of Secklow Mound and Common Lane;
» To guide provision of new public space.

8.16 CMK's high quality of generous green landscaping surprises and delights workers, visitors and residents alike and adds interest throughout the seasons. It makes the city more attractive to potential investors and new businesses and is part of the city's living heritage which will continue adding to the city's appeal as the trees mature. It also helps to maintain air quality and moderate the local climate, and to enhance biodiversity.

8.17 Part of the vision of this Plan is to protect this investment and ensure that everyone will have easy access to high quality public areas, including green and open space.

8.18 Formal avenues of London planes define the Boulevards, horse chestnuts are used along the Gates and a variety of smaller ornamental trees such as cherries and whitebeams are generally planted along Streets. There are also informal patterns of tree planting and soft landscaping in public gardens and small parks, and around underpasses in quadrant planters. Together they make a significant contribution to the townscape and structure of the public domain in CMK.

8.19 A distinctive feature of the historic Bradwell Common upon which CMK is built was Common Lane, a rural route that in part is believed to have followed the ancient track Port Way. Common Lane ran across the Common from Loughton to the Secklow Mound (behind Milton Keynes Library), and from there east to Willen and beyond. Remnants of Common Lane, and its hedgrows and trees, are a heritage asset and should be conserved (see Figure 15).

8.20 As a dominant feature of the classic CMK infrastructure, the London planes along the Boulevards, and horse chestnuts along the Gates, and street trees, will be protected from development under Policy G1. MK Council's adopted *Street Trees in CMK: Guidance on the Development Process*, which outlines how street trees should be dealt with in accordance with nationally recognised good practice, will apply.

8.21 Future landscaping must continue to reinforce this planting strategy. It is to be designed in accordance with the guidance contained in the latest edition of the *CMK Handbook*. This sets out landscape principles and species within the streetscape of CMK.

8.22 Whether green or paved, public open space is particularly important to the quality and sustainability of urban life. These are spaces for busy workers to relax and enjoy lunch in the fresh air; for mums and toddler groups to meet and exchange stories, for informal sports and recreation, and community events. Provision can also be made in some public green spaces for communal gardens, community orchards, wild flower meadows and more formal seasonal planting displays. Overall, a wide variety of public open space is an essential feature of CMK for visitors and the local community alike.

8.23 CMK benefits from some substantial areas of public open space, such as Campbell Park, Fred Roche Gardens and Station Square. There are smaller public gardens to be found in Grafton Park, Bouverie Square, around the Saxon meeting place of Secklow Mound, and by MK Gallery.

8.24 A number of previously public spaces have become semi-public or private. Midsummer Place, which has been built across the line of Midsummer Boulevard, has limited rights of public access. The CBX Winter Garden has been sold into private ownership and the public are not admitted. The great enclosed Middleton Hall and its reciprocal open space of Queens Court, and the small City Square opposite the Civic Offices are now in the ownership of thecentre:mk. The owners of all these former public spaces are encouraged to continue to promote their use for public activities and enjoyment as much as possible.

8.25 The provision of private or semi-private incidental open spaces within new developments is welcomed. The provision of any new public open space should be accessible and of a usable size and shape. It should be capable of a range of activities, across a range of age groups and disabilities. Changes to the public realm - whether alterations to the older assets, or the creation of new ones - must always be sympathetic with and respectful of CMK's unique structure and cityscape.

8.26 Overall, however, despite the wide variety of open spaces within CMK, there is no definable public space which local people feel they could readily identify as the 'heart' of the city centre for public assembly - a public urban space or 'civic square' for demonstrations, celebrations, and entertainment (see Policy SS3).

Policy *CMKAP* G3
Landscaping & Open Space

a) Retention of landscaping: the structural tree planting and landscaping forming part of the classic CMK infrastructure is protected by Policy G1.
Remnants of Common Lane (Figure 15), and its hedgerows and trees, are a heritage asset and shall be conserved.
b) Existing public open spaces to be retained (Figure 15): these amenity assets are integral to the design and successful enjoyment of CMK and a reduction in quantity, quality and usefulness shall not be acceptable other than for exceptional developments as defined within Policy CMKAP G11.
c) Existing semi-public spaces: a reduction in quantity, quality, use and public accessibility of all or part of Bouverie Square, Ashton & Norfolk House Square, Middleton Hall, Queens Court, Midsummer Place, City Square, and Exchange Square to make way for new development shall not be acceptable other than for exceptional developments as defined within Policy CMKAP G11.
d) Creation of new public space: voluntary proposals are welcome for the creation of new public or semi-public open spaces on the Blocks or Blocklets of CMK beyond that which already exists. They will be assessed against the following criteria:
i. Long term maintenance: arrangements must be made for long-term management and maintenance.
ii. Imaginative uses of open space and the public realm for various activities, from quiet enjoyment to large assembly as appropriate, will be encouraged. The provision of water features and other animations which change throughout the day or through the seasons create special interest and attract return visits and will be encouraged.

Campbell Park

Aim of policy:

» To protect Campbell Park as one of the finest contemporary urban parks in Europe;
» To guide development along the Grand Union Canal at the eastern edge of Campbell Park.

8.27 Campbell Park is of national and international importance, being one of the largest and finest contemporary urban parks in Europe: it is the jewel in CMK's crown, beautifully maintained and managed. The extent of Campbell Park is defined in Figure 15. Urbanisation of the Park with permanent buildings will not be permitted.

8.28 Most of the Blocks across the Boulevards surrounding Campbell Park have yet to be developed, but in the fullness of time it is destined to become one of the most popular areas in the city centre and increasingly a visitor destination. As a feature of an outline planning permission granted to itself by English Partnerships some years ago, a 'park extension' linking the Park to an adjoining Grid Square has been completed (it connects with Springfield). Three more are planned at present and as each 'Park extension' consumes more than a significant part of a Blocklet, now appear to be a questionable use of development land and the appropriateness of the commitment should be reviewed when Reserved Matters applications are bought forward for those Blocklets, or if wholly new planning applications are made.

8.29 The Grand Union Canal is a major amenity of Milton Keynes, the eastern boundary of CMK, and is a very attractive aspect of Campbell Park Grid Square and its parkland network. Long vaunted proposals for a boat basin in Blocklets H3.1 and H4.1 in the south east corner of the Campbell Park grid square, with marina facilities and a public slipway, would be welcomed subject to detailed design and content and to having good connections to the existing public footpath route on the west bank of the canal.

Policy *CMKAP* G4
Campbell Park and its Setting

a) Campbell Park (Figure 15) shall be retained and protected. It is of national and international importance, being one of the largest and finest contemporary urban parks in Europe.
b) The development of buildings within the public green space of Campbell Park will require special justification. The design of any building proposed and justified on an exceptional basis shall be appropriate to the character area of the Park within which it is proposed and be of the highest architectural standard, demonstrably enhancing the quality and function of the Park.
c) The development of buildings on development land adjacent to the public green space of Campbell Park in Blocks G3 and H3 must be worthy of their outstanding setting.
d) Proposals for a boat basin in Blocklets H3.1 and H4.1 in the south east of the Grid Square, with marina facilities and a public slipway, would be welcomed subject to detailed design and content and to having good connections to the existing public footpath route on the west bank of the canal. The design of developments adjacent to the canal will be required to enhance the appearance of the waterway and to provide active elevations facing the waterway.

Green Frame

Aim of policy:

» To guide development within the Green Frame;
» To ensure the overall character of the Green Frame remains one of a green setting.

8.30 The Green Frame is the landscaped corridor around CMK on either side of the H5 Portway, H6 Childs Way and V8 Marlborough Street grid roads, and the Grand Union Canal: it acts as the gateway into CMK and provides the city centre with a green setting (Figure 15).

8.31 One of the significant design characteristics of Milton Keynes is the dense planting along the grid road reserves which separate often heavy traffic from adjacent development, reducing the effects of noise and pollution. The landscaping has itself become a source of delight and pleasure to local residents, who observe the passing of the seasons as they travel around their green city. Now increasingly valuable wild life corridors, the reserves have become an essential part of the Milton Keynes heritage, the city of trees.

8.32 From time to time there is pressure to extend development into the Green Frame around CMK. Development in the Green Frame must either derive from the function of the City Road corridors – uses such as petrol stations or utility substations – or improve the safety of the linkages and places of connection between CMK and the surrounding residential grid squares. Even then the functionality of the City Road corridor should not be compromised. For example, room has been left to give future generations the opportunity to route forms of public transport not yet designed – that future proofing should not be lost by developing too close to the road surfaces of today.

8.33 South of Block B4, along H6 Childs Way, the Green Frame has been removed. This should be re-instated when the Block is developed.

8.34 Carefully justified interventions in the Green Frame for public or civic proposes (there is already one war memorial that has been beautifully accommodated) or for quiet public recreation, would be welcomed.

Policy *CMKAP* G5

The Green Frame

Development in the Green Frame (Figure 15) will only be permitted if:

a) It is located at places of connection with adjoining grid squares where it can be clearly demonstrated that it has a public benefit in terms of improving the quality and safety (as well as perception of safety) of pedestrians and cyclists using overbridges and underpasses, and ideally will occur on both the CMK and adjoining grid square sides;
b) It does not harm the capacity of the city road corridors to accommodate the movement needs of future generations, including public transport;
c) The overall character of the Green Frame is still predominantly one of a green setting, only occasionally punctuated by high quality developments at ‘points of connection’ or by special interventions such as public art and memorials.

Mixed Use

Aim of policy:

» To ensure a diverse mix of activities across CMK, including the Campbell Park grid square;
» To encourage a mixture of uses within developments;
» To minimise adverse impacts of mixed uses.

8.35 The success of CMK has resulted in part from its flexibility in responding to opportunities, market conditions, and the need to support growth in the past. This has led to a good mix of uses within some Blocks and more recently in mixed-use developments, and this flexible and mixed-use approach will be further encouraged.

8.36 Mixed use can be defined in two ways:
» **Vertical or 'side by side' mixed use:** dividing blocks into different but separate buildings having different uses, for example the Civic Offices, the Library, the flats and community centre, and Lloyds Court - all separate buildings within the D1 Block, being the traditional form of mixed use found in cities throughout history;
» **Horizontal or 'floor by floor' mixed use:** dividing a single building into layers of different uses, such as Lloyds Court having banks, shops and restaurants on the ground floor, as well as offices on the upper floor.

8.37 Either form of mixed-use is encouraged for all development so as to move away from the monotony and limited types of activity in districts dominated by one use, and from Blocks and buildings containing only one use.

8.38 The provision of offices or homes on upper stories of development is particularly encouraged, subject to detailed design and management considerations. The potential for privacy issues arising across mixed-use buildings that are set close together must be minimised through careful design.

8.39 Drinking establishments and a range of complementary evening and night time uses that appeal to all sections of society, and contribute to the 24-hour welcome, will be encouraged, but will remain subject to local licensing processes.

8.40 Careful consideration needs to be given to mixing of night time economy uses and residential uses.

Policy *CMKAP* G6
Mixed Use

a) Mixed-use is encouraged for all development proposals to create interest and vitality throughout the day and a sense of security at night.
b) Late night uses should be readily accessible to late-at-night transport provision, including hackney carriages and private hire vehicles.

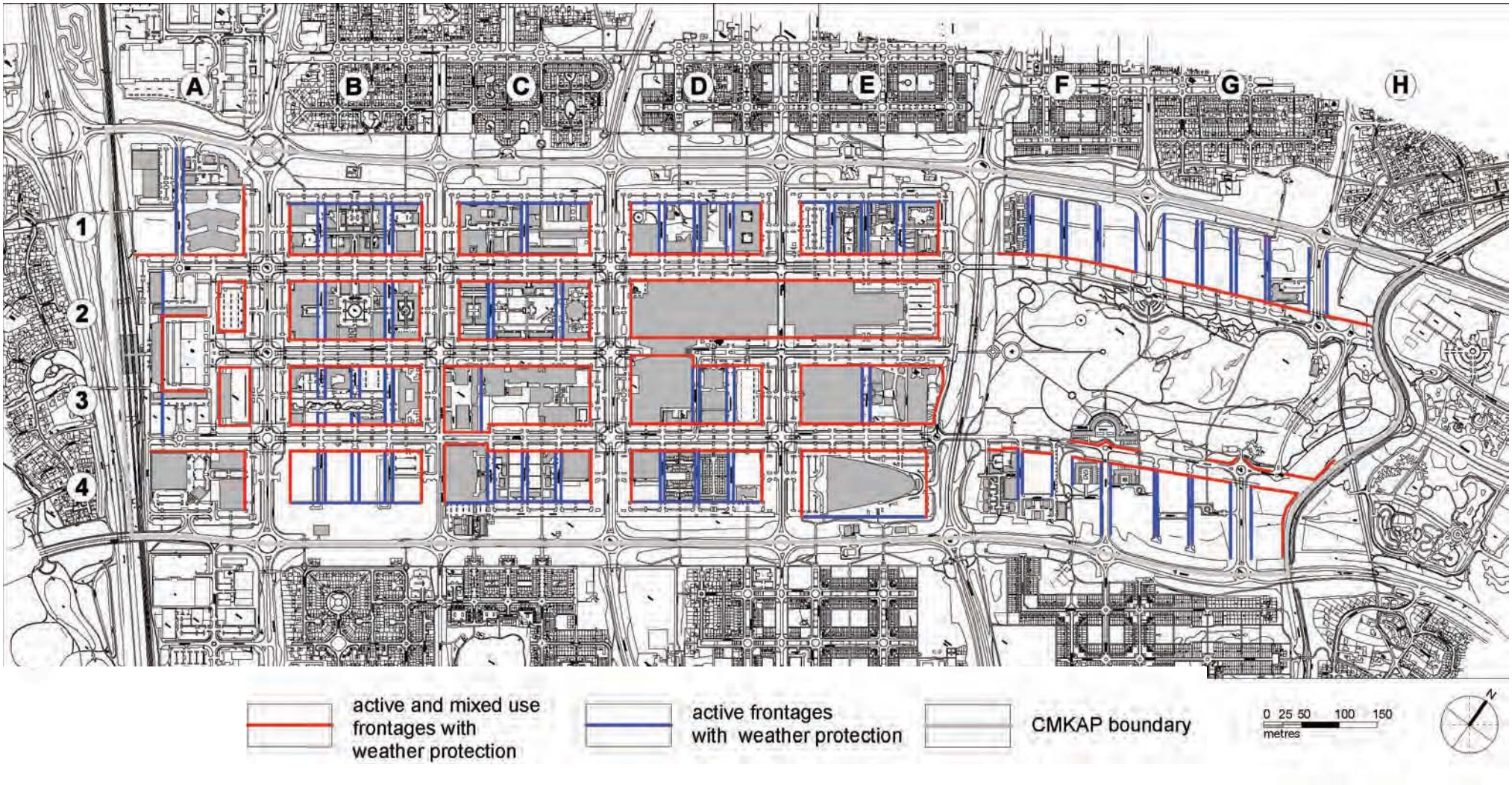


Figure 10: Active Frontages

Active Frontages

Aim of policy:

» To enhance the pedestrian experience;
» To maximise pedestrian safety and perception of safety.

8.41 Active frontages at ground floor level of all Streets, Gates and Boulevards are essential features in creating the impression of a vibrant and safe city centre, and in ensuring that locations are places people want to visit and spend time in.

8.42 Active frontages can be achieved by locating primary entrance doors (not service doors) within the elevation, and also windows. The creation of significant lengths of blank wall and wide service yard gates will not be permitted.

8.43 Views into buildings not only provide interest to passers-by, but also enable casual surveillance from within the building, which increases pedestrian safety and the perception of safety through 'eyes on the street.'

8.44 The commitment to active frontages is extended along the Boulevards and Gates to encourage active uses and animations, such as shops and retail showcases, cafes and restaurants, service providers, civic and cultural uses and artistic animation – in other words, a mix of uses that will generate high footfall, interest and activity, many 'comings and goings' throughout the day and preferably late into the evening.

8.45 To improve weather protection, all developments are required to provide shelter on plot along Gates, Boulevards, and Streets to act as an extension of the open public footpaths and to be kept available as part of the public thoroughfare. Care is to be taken that frontages are not separated from the pedestrian routes with a clutter of steps, plinths, planters and other obstructions; however, appropriate privacy for residential developments will be permitted.

8.46 Building frontages generally should be at the back of pavement, unless there is some functional reason for set-back, or a gain of public space or amenity.

8.47 It is essential that the Boulevards and Gates have active uses at ground floor level as this will help enhance the quality of the public realm through animation and activity, and provide natural surveillance of the street scene.

Policy *CMKAP* G7
Active frontages

a) Ground floor blocklet frontages facing the public realm and identified in Figure 10 shall be expected to provide predominantly active frontages including offices, shops and retail showcases, cafes and restaurants, service providers, civic and cultural uses and artistic installations, subject to viability. Design facilitating passive surveillance will be encouraged.

b) Weather protection: Development comprising blocklet frontages shall normally provide continuous weather protection and shelter with a depth of at least two metres at the same level as the adopted pavement.

c) Porte cocheres: where buildings comprised within development proposals abut porte cocheres, direct and sheltered access shall be provided from them to the entrances of the proposed buildings.

Block Structure

Aim of policy:

» To enhance the pedestrian experience;
» To maintain pedestrian permeability;
» To define criteria for amalgamating Blocklets through the removal of Streets.

8.48 The design of CMK creates twenty-six development Blocks, bounded by Boulevards and Gates, including the three Blocks north and three Blocks south of Campbell Park (see Figure 13 for block structure and numbers). The Blocks are further divided into Blocklets, defined by Streets running north to south.

8.49 Policy is offered to guide the development of this unique arrangement.

8.50 Sub-division of Blocklets to provide a greater degree of permeability, and enable a finer grain of development and land use activity, is encouraged in this stage of development in CMK. It will increase the quantity and variety of buildings in CMK and create a finer grain for movement and the townscape.

Policy *CMKAP* G8
Development Blocks and Blocklets

a) Development is generally preferred to be in the form of perimeter development on Blocks and Blocklets with frontages facing the surrounding public realm, and private facilities such as servicing and parking yards located in the core of the development.
b) Development is to clearly define the edge of the public realm. Frontages shall be designed to appear continuous, without significant gaps save those which enhance the public realm by providing views through to landscaping or by providing pedestrian access to development behind.
c) Routes through Blocklets which are designed to act as public thoroughfares should provide access at all times, with rights secured by legal agreement, having regard t9o other material considerations.
d) For large developments requiring large buildings, linked buildings, or secure campuses, the assembly of several Blocklets or parts of Blocklets may be justified, which may omit the creation of, or require the closure of, one or more Streets. In such circumstances, alternative arrangements for equivalent public accessibility and permeability of the Block shall be provided.

Design of Buildings

Aim of policy:

» To achieve a high standard of building design;
» To guide development of taller buildings.

8.51 The focus in the *CMKAP* is on flexibility of land use and built form. This pragmatic approach has been a significant contribution to the successful growth of CMK. However, many of the buildings in CMK are mediocre and have a poor relationship to the public realm - hence the emphasis in the Plan on CMK infrastructure and the quality of pedestrian routes.

8.52 Therefore part of the vision for CMK is to welcome developers with distinguished architects to help create a distinctive high quality environment. The vision is of a modern, intensive, well designed, well connected, highly accessible urban development with first class open spaces and other public realm appropriate for a modern and exciting city centre. The role of excellent design in achieving the vision for CMK is therefore clear.

8.53 Investors, and their design teams, need some guidance to ensure their developments contribute to the making of CMK. The aspects emphasised in this Plan are ground floor uses and frontages, storey heights, and roof-scape.

8.54 Note: sustainable construction principles and policies are set out in the adopted C*ore Strategy* (Chapter 12: Tackling Climate Change and Building Sustainable Communities) and Local Plan Policy D4.

Policy *CMKAP* G9
Design and Height of Buildings

a) New development should respect the existing CMK grid layout, providing continuity and enclosure through appropriate relationships between buildings and spaces, with frontages that engage with the street at lower levels, and contributing towards ease of movement through and around CMK.
b) The building's form, details and materials and associated public realm should be well considered and of high quality and the design should demonstrate an appreciation of and response to the wider context of the site.
c) Buildings capable of easy adaptation over time to meet changing circumstances and new uses are particularly welcome.
d) Buildings on Gates and Boulevards are encouraged up to eight stories – the approximate height of the tallest trees (the London planes).
e) Proposals for taller buildings in excess of eight storeys above natural ground level, will be tested against these criteria – that they:

i. Offer outstanding economic and social benefits to CMK and Milton Keynes;
ii. Avoid any adverse impact on:
   - The microclimate, caused for example by increasing wind speeds, by overshadowing and by restricting daylight both in the public realm and in adjacent developments;
   - Telecommunications;
   - Adjacent developments by overlooking them and reducing privacy;
   - Adjacent developments when illuminated;

f) Taller structures, which are not buildings, but which are in excess of the equivalent of eight storeys above natural ground level shall not be acceptable unless they have a necessary function (e.g. chimneys or communications masts) or are civic interventions (such as memorials and public works of art);

g) Advertisements and corporate signage are not encouraged in the CMK skyline, which is considered public domain.

Residential Developments

Aim of policy:

- To guide residential development;
- To ensure a mixture of tenures and unit sizes across CMK.

8.55 It is one of the objectives of MK Council's adopted *2005 Local Plan* and adopted *Core Strategy* that many more people live in CMK.

8.56 This Alliance Plan seeks to accommodate this housing, but not on land more suited for the regional status of CMK (i.e. for offices, retail, commercial leisure and civic uses). This has led provision to be encouraged on upper floors of all commercial uses and the quieter back parts of Blocklets away from Gate and Boulevard frontages in the most intense areas of CMK activity, and in various locations enjoying an aspect over Campbell Park or wider landscapes. Detailed design and layouts which minimise conflicts between residential and other uses such as night clubs will obviously be essential.

8.57 The Plan focuses on the needs of households that might not have children – younger and older people, and possibly transient households such as new economic migrants to Milton Keynes or people on work placements to local companies. Many other areas in Milton Keynes are designed to meet the needs of families raising children, so whilst the city centre will remain family-friendly, housing provision in CMK will focus more on the needs of these other groups of residents.

8.58 The adopted *Core Strategy*'s planned number of homes in CMK and the Campbell Park grid square, when related to the quantity of development land in Blocklets as now proposed in this Plan (the *2005 Local Plan* presumed homes would be built on car parking areas and other parts of the public realm), causes residential developments to have be built to an average density of around 250 dwellings per hectare (dw/ha) in CMK west of Marlborough Gate and 100-200 dw/ha in the Campbell Park grid square. For reference, Eaton Mews in North Thirteenth Street, which consists of four story blocks with communal private gardens, is 90 dw/ha; the Hub is 250 dw/ha; and the new Campbell Square development is 200 dw/ha.

8.59 This fits with the Plan's vision of well designed, urban housing with a strong sense of community and shared responsibility for communal areas, with an emphasis on self-management. It could also lead to much taller buildings, though the provision of amenity space for residents becomes more challenging as densities rise, and will require careful scrutiny when planning applications are made.

8.60 Purpose built units that provide alternatives to Houses in Multiple Occupation (HMO's) will be encouraged, with strong and accountable management.

Policy *CMKAP* G10
Residential Development

a) The density of residential developments will generally be 250 dwellings per hectare (dw/ha) between the Station End and Marlborough Gate, and 100 – 200 dw/ha in the Blocks surrounding Campbell Park.
b) All proposals for residential development within CMK will be required to offer a mix of unit sizes.
c) Proposals for new residential development within CMK will be required to demonstrate how possible noise conflict with nearby uses is to be minimised, and the impact of unacceptable levels of noise from road traffic is to be mitigated.
d) Proposals should demonstrate that good standards of daylight and sunlight are achieved in compliance with BRE standards, and that there is no overlooking causing unreasonable loss of privacy.
e) Residential developments in the centre will contribute to the provision of affordable and social housing in line with the adopted *Core Strategy* and relevant SPD. A mixing of tenures throughout CMK is encouraged.
f) Developments will contribute to additional community facilities required in line with the scale of their impact in accordance with the Planning Obligations SPD.
g) The creation of communities within developments should be fostered by establishing communal facilities, such as shared open space.
h) Large units are prone to subsequent conversion to Houses in Multiple Occupation (HMO's) which can have negative impacts on neighbours. The supply of HMO's will be closely monitored and approval will not be granted if the monitoring indicates that Blocklets are becoming dominated by HMO's.

Exceptional Developments

Aim of policy:

» To provide flexibility in applying *CMKAP* policies for exceptional development opportunities.

8.61 One of the key challenges for the Plan is to protect CMK's distinctive identity and quality of place, whilst providing appropriate flexibility to future development opportunities. The policies of the *CMKAP* seek high standards for all developments. They should bring offers that the city centre currently lacks, contribute to the economic, social, cultural and other strategic objectives of the Plan, and be designed to high standards of architecture and sustainability, in a way that complements CMK's distinctive identity.

8.62 Thus if flexibility is to be permitted, it has to be carefully considered, to enable an exceptional development to take place and not the ordinary. In general, over 50 hectares (120 acres) of developable land in CMK will more than meet the requirements of economic growth for the next 15 years. But it is not in the interests of CMK to turn away major, exceptional investments because some of the policies of the Plan might be breached.

Policy *CMKAP* G11

Exceptional Developments

Policy G1 may be applied with some flexibility if an exceptional development is proposed. An exceptional development would demonstrably raise the profile of Milton Keynes nationally or internationally, would make a substantial contribution to the economic, employment, social, cultural and other key objectives of the Plan and city prosperity, and would enhance CMK's distinctive identity.

Proposals are expected to show that:

a) options have been considered that do not breach policy, with a detailed analysis of the pros and cons of each relative to the original proposal, including an alternative, or further options, put forward by the local community, if forthcoming; and

b) pre-application engagement has taken place with stakeholders and the public to evaluate the options and with independent opinion surveys based on well informed samples to assess public support for the original and next best option.

Planning Obligations

Aim of policy:

» To ensure there is adequate physical and social infrastructure;

» To ensure that all development in CMK contributes to the strategic objectives for the city centre as set out in *CMKAP* S1.

8.63 To implement this Plan, revised planning obligations – under Section 106 agreements and under the Community Infrastructure Levy when implemented - will need to be adopted by MK Council following consultation.

8.64 The following comments are set out in this Plan to assist the Council in making those revisions.

8.65 Developments are to contribute to the provision of cultural, sporting and community facilities, and an indicative list for CMK is included in the Proposals Plan. If due to changing circumstances, it is agreed that a facility is not achievable, then a similar one is to take its place.

8.66 Contributions arising from planning obligations should be brought in line with other developments in Milton Keynes, as CMK and the Campbell Park grid square currently receive significantly lower amounts than elsewhere in the Borough.

8.67 Developments are to contribute to transport related projects, both towards capital and revenue costs.

8.68 A contribution towards public art is to remain as at present, with an open and transparent method of procurement to involve relevant stakeholders.

8.69 Social housing in residential developments is to be provided in accordance with the policies of the adopted *Core Strategy*.

8.70 Projects to be delivered using planning obligations are to be prioritised and implemented in an open and transparent way, engaging relevant stakeholders, particularly the local ward councillors and town council, and in all stages of a project's development.

Policy *CMKAP* G12

Planning Obligations

To deliver the policies and strategies of the Plan, the system of planning obligations (including Section 106 agreements and Community Infrastructure Levy) applied by MK Council for CMK during the life of this plan shall include support for the provision of social and physical infrastructure within the Neighbourhood Plan area.

9. Site Specific Policies

9.1 In addition to the over-arching spatial and design strategy described in Chapter 6, a number of policies are needed to provide helpful guidance to developers and their architects and consultant teams considering specific sites.

List of Site Specific Policies

SS1 Sites Reserved for Major Developments of Strategic Importance
SS2 Primary Shopping Area
SS3 Midsummer Boulevard East
SS4 Indicative Land Use Proposals Plan

Sites Reserved for Major Developments of Strategic Importance

Aim of policy:

» To protect the extraordinary development potential of Block B4 and Blocklets F1.2-F1.4

9.2 Block B4 and Blocklets F1.2 - F1.4 are in public ownership, and have scale and locational advantages within CMK that are rare and very special.

Policy *CMKAP* SS1
Strategic Reserve Sites

Blocks B4 and Blocklets F1.2 - F1.4 are identified as being reserved for major developments of strategic importance, such as a university campus, major research or similar institute, or international headquarter offices or government establishment which would raise the profile of Milton Keynes nationally and/or internationally.

Sites reserved for major developments should be comprehensively planned, designed and developed, through the use of a parameter plan, statement of design principles and by quantifying the maximum gross floorspace for the respective propsed land uses.

Phased development of these strategic reserve sites shall be acceptable in the context of an agreed parameter plan, however, piecemeal development of these sites shall not be permitted.

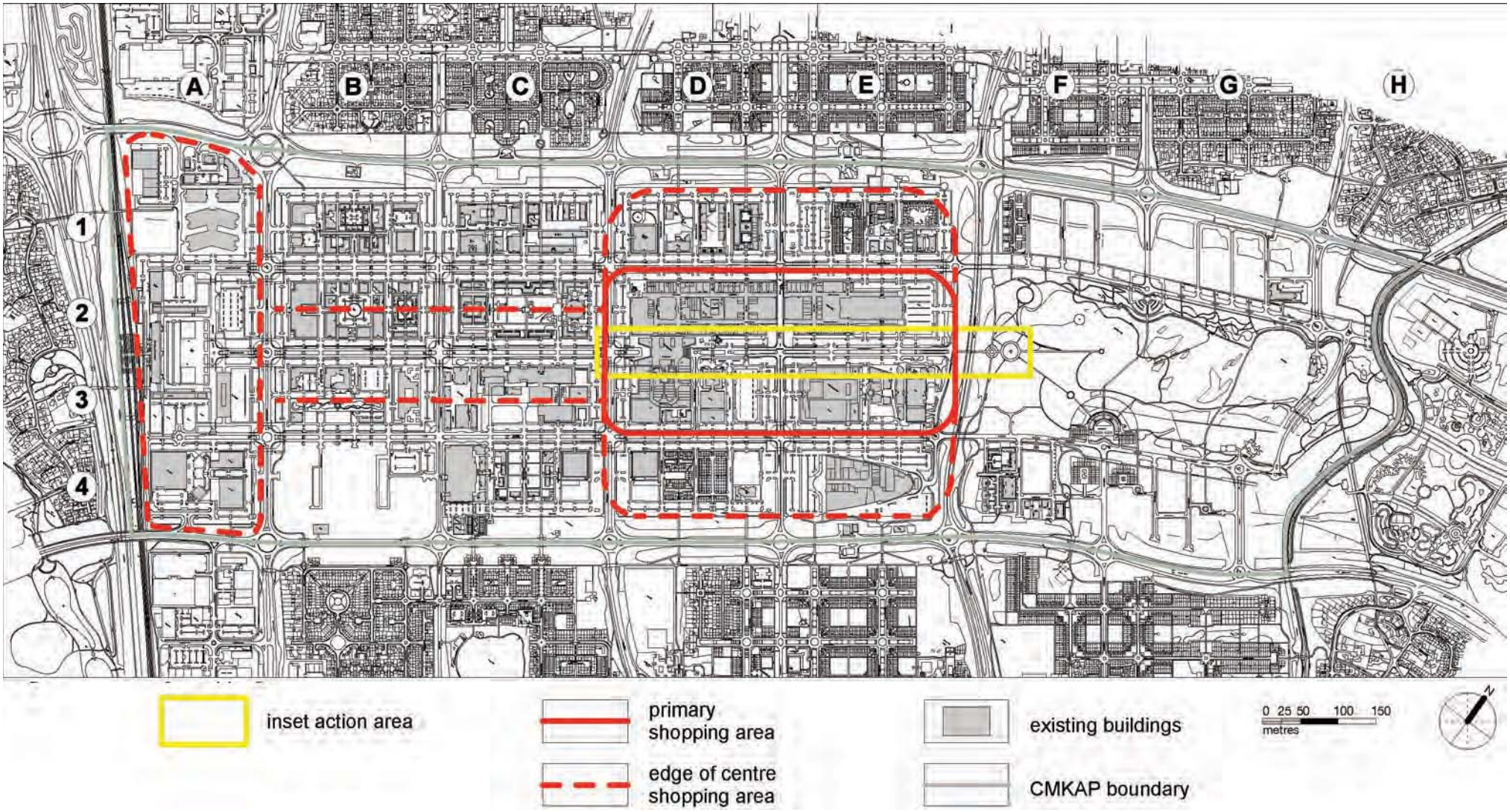


Figure 11: Primary Shopping Area and Midsummer Boulevard East Inset Action Area

Primary Shopping Area

Aim of policy:

» To define the Primary Shopping Area and Edge of Centre;
» To widen retail choice and competitiveness;
» To retain and extend the outdoor market.

9.3 The Primary Shopping Area is defined as in MK Council's adopted C*ore Strategy* as Blocks D2, E2, D3 and E3.

9.4 The 'Edge of Centre' shopping zone as defined in the *National Planning Policy Framework* cannot be applied to CMK in a conventional way, as CMK is a grid whereas the *NPPF* concept is based on the idea of a city centre as a hub at the centre of rings of land use activity. The 'Edge of Centre' for CMK is defined as including the surrounding areas in Blocks D1, E1, D4 and E4, the frontages to Blocklets along the length of Midsummer Boulevard, and Blocks A1 - A4 at the Station End. The established Primary Shopping Area and proposed new Edge of Centre area, into which retail development is encouraged to overflow in order to widen retail choice and competitiveness, are illustrated in Figure 11.

9.5 The objective of this approach is to enable larger retail units that cannot be accommodated in the Primary Shopping Area to be encouraged to locate in the Edge of Centre area. Further, and as elsewhere in CMK and for the same reasons, in both areas it is proposed to encourage mixed uses. Shopping areas that close when the shops close obstruct movement and diminish the vitality of the city centre as a whole. Similarly, the increasing trend for shop units to paste over or infill their public street frontages is in direct opposition to the desire for active frontages promoted elsewhere in this Plan, and is to be resisted and reversed wherever possible. The objective is to encourage the development of CMK retailing as part of a lively and attractive city centre experience with the unique attribute of having out-of-town regional shopping mall accessibility.

9.6 In further pursuit of widening retail choice and competitiveness, the advantages of which are evidenced by the Government's Portas Review, it is proposed that larger retail developments should be obliged to incorporate a range of smaller units, protected by legal agreement from future amalgamation, and made affordable for smaller specialist and local retailers.

9.7 The established open air Market Square in CMK is very popular and successful and there is competition for space between permanent stall holders (who have established themselves in lock-up metal cabins) and demountable (set-up/take-down) street trading operations. Mobile shops and hot food vendors of varying sizes add to the variety.

9.8 The proposal in this Plan, again as envisaged in the Government's Portas Review, is to offer the permanent stall holders an opportunity to grow into a new permanent covered Market Hall nearby, thereby freeing more outdoor market space which in turn may help new small retail businesses to get started.

9.9 The most appropriate location for a new covered Market Hall is considered to be on Blocklet D3.4, or as an alternative Blocklet D3.3, which are adjacent to Market Square. A policy to secure the delivery of this element as part of the future development of that land is proposed.

9.10 The objective is to support an outdoor market that is made attractive not only by its large critical mass but by its variety, and competitiveness.

9.11 The proposal for the Market Hall is not put forward as a way of clearing Market Square. Outdoor street trading in such a central location is both generally traditional and expected in British towns, and is an established feature of the structure of CMK since major shopping activity started in 1979.

Policy *CMKAP* SS2
Shopping Area

a) When retail development over 1,000 m^2 cannot be realised in the Primary Shopping Area, sites in the Edge of Centre area (as demarcated in Figure 11) may be considered, followed by sites adjacent to Boulevards and Gates elsewhere.
b) Major new retail developments (more than 2,500 m^2) shall encourage the provision of small shop units (up to 500 m^2). Where small shop units have been provided under this policy, the amalgamation of individual units will not be permitted without justification.
c) Development of Block D3 with a Market Hall, as shown in the Proposals Plan, is encouraged with permanent stalls for independent retailers and market traders.
d) Improvements to the existing outdoor market in Market Square will be encouraged to provide not only attractive lockable and serviced small stall units and a number of mobile traders, but also to provide the flexibility of demountable stalls for single day 'set up/take down' traders.
e) To improve the visitor experience and services, a mix of leisure, cultural and community uses within the Primary Shopping Area is to be provided as part of any new major retail development.
f) The pasting over or infilling of permitted shop frontages to Boulevards, Gates and Streets shall not be permitted and shall be reversed where possible.

Midsummer Boulevard East

Aim of policy:

» To identify Midsummer Boulevard East as an Inset Area Action plan for further design work.

9.12 'Midsummer Boulevard East' is that length of Midsummer Boulevard between Saxon Gate and Marlborough Gate, currently occupied at its western end by the weather protected open space called Midsummer Place, and at its eastern end by Campbell Park. Secklow Gate Bridge crosses in the middle of this length, providing traffic-free pedestrian space below in Market Square. Between Midsummer Place and Market Square, Midsummer Boulevard is currently reserved for the use of buses and to give access to taxis and disabled parking areas.

9.13 It has long been MK Council policy to achieve the creation of a major civic space in the area of Market Square. The *Consultation Draft* of this Plan supported that objective, but not at the expense of the loss of Market Square and its market function. It was felt that the desired civic space – presumably for a wide variety of public celebrations, demonstrations, and congregations, though this had never been specified - should preferably be achieved on adjacent land in Midsummer Boulevard if it was pedestrianised, or in another location for such gatherings in city centres such as adjacent to the Civic Offices or the City Church.

9.14 In processing the consultation responses received, it became clear that the brief for a major new civic space in CMK needs to be most carefully researched. There are already numerous spaces designed for some of the functions that might ordinarily be concentrated in such a space. The Events Plateau in Campbell Park is used for travelling funfairs and festivals, and Middleton Hall is used for trade fairs and exhibitions, for example. Would the viability of these other places be harmed by the creation of a new space? And what size might the new space be – what size of crowds, how often and for how long? And what support facilities would be needed, such as electricity, lighting, public lavatories, and provision for emergency services and police?

9.15 It also became clear that a consensus did not yet exist about the future of the eastern half of 'Midsummer Boulevard East:' should it be restored to its original form and function as a classic CMK Boulevard; be fully pedestrianised; or remain in its present use for disabled parking, taxis and a bus route?

9.16 The Plan therefore proposes that 'Midsummer Boulevard East' is identified as an Inset Action Plan Area within the Plan (see Figure 11), where a detailed design and consultation process is to be undertaken by the CMK Alliance; and that the resulting scheme either be processed as a Modification to this Plan in due course, or be incorporated in a roll forward of this Plan, whichever is most helpful to all concerned.

Policy *CMKAP* SS3

Midsummer Boulevard East

'Midsummer Boulevard East' as identified in Figure 11 is proposed as an Inset Action Plan Area, for which a detailed design and consultation process is to be undertaken by the CMK Alliance.

Indicative Land Use Proposals Plan

Aim of policy:

» To deliver the indicative land uses shown in the Proposals Plan.

9.17 Existing uses, site constraints and key objectives have been carefully considered in proposing the broad mix of land uses for undeveloped or under-developed sites in CMK for the period of this Plan.

9.18 The indicative land uses are illustrated in the Proposals Plan and listed in the accompanying table (see Chapter 11).

9.19 Development Management by MK Council is necessary to achieve the spatial strategy for CMK, and the targeted amounts of commercial and retail floor space, as well as the number of residential dwellings, as set out in the adopted *Core Strategy*.

Policy *CMKAP* SS4

Indicative Land Use Proposals

a) The Proposals Plan (Figure 16) and associated schedule (Table 4) will be used to guide development of undeveloped or under-developed sites, as well as regeneration and refurbishment opportunities of existing sites, as noted.
b) The delivery of the broad land uses shown will be encouraged; however, variations may be acceptable as long as they meet the aims of Policy *CMKAP* G6 Mixed Use.
c) Proposed variations will need to be assessed against the following criteria:
   i. that the proposed alternative uses do not jeopardise the desired spread of uses or overall ambition for growth in CMK;
   ii. that cultural, sporting and community facilities, where indicated, are accommodated by careful design that will demonstrate compatibility with the mix of uses to which they contribute.

10. Access, Transport & Parking Policies

10.1 To support the access, transport and parking strategy described in Chapter 7, a number of policies are needed to ensure developments contribute to meeting the strategy. These policies build on those in the adopted C*ore Strategy*, and provide greater detail and guidance than the high-level principles set-out in the revised *CMK Development Framework*.

List of Access, Transport & Parking Policies

T1 Access & Design
T2 Public Transportation
T3 Cycling
T4 Parking

Access & Design

Aim of policy:

» To safeguard existing movement corridors in CMK;
» To ensure that the needs of pedestrians, cyclists and public transport users are given priority in new developments in CMK.

10.2 To encourage journeys to and within CMK by means other than the car, new development should be planned so that it offers safe and convenient access for pedestrians, cyclists and public transport users. A key principle for new development in CMK is that it should facilitate pedestrian movement and activity, creating a public realm with a lively street scene.

10.3 Note: access and design requirements for pedestrians are also set out in the General Policies.

Policy *CMKAP* T1
Access & Design

New development in CMK should reflect the following access and transport principles:

a) Protect existing movement corridors established as the grid of Gates, Boulevards, Streets, and 'slow streets' within the perimeter parking areas and North and South rows.
b) Improve safe, attractive and convenient access for pedestrians, cyclists and users of public transport.
c) Ensure that vehicle movement and parking demand generated by the proposed development can be accommodated whilst also taking into account the needs of other development commitments where planning permission has been granted but not commenced or completed.

Public Transport

Aim of policy:

» To improve the sustainability of CMK;
» To improve interchange between public transport users.

10.4 To support the future delivery of a second transport interchange in the retail core, the *Consultation Draft* of the *CMKAP* identified a choice of several locations for a second transport interchange or hub – the public car parking areas on the eastern or western sides of Secklow Gate between Midsummer and Avebury Boulevards; and the car parking area on the western side of Marlborough Gate between Silbury and Midsummer Boulevards (to the rear of John Lewis).

10.5 In processing the consultation responses received, it became clear that the brief for the area of Midsummer Boulevard East needs further research, particularly with regard to the future of the public transport corridor through Midsummer Place and the possible location of a civic square.

10.6 If Midsummer Boulevard is to remain stopped-up at Midsummer Place, then sites around Secklow Gate are ideally located for a public transport hub, with easy access to the core retail area and close to a potential stop of a future transit system on Midsummer Boulevard. (Some studies imagine the future possibility of guided buses, trams or more futuristic systems running the length of Midsummer Boulevard.)

10.7 The Marlborough Gate site is further away from the retail core and would remove coach parking currently used for the Theatre and events in Campbell Park. The site has the potential advantage, however, of connecting directly to V8 Marlborough Street at the H5 Childs Way and H6 Portway roundabouts so buses would not be delayed by local CMK traffic. However, these dedicated bus routes were removed some years ago due to safety concerns.

10.8 If there is a possibility that Midsummer Boulevard might be re-opened to conventional public transport at Midsummer Place, then the transport hub / interchange may be better located on the Boulevard itself or on a site accessed directly from it.

10.9 Whatever site is eventually selected for the transport hub, future commercial development on adjacent land should be designed to contribute shelter, cafes and toilets for passengers.

CMK Shuttle

10.10 To support the second strand of the strategy to deliver an improved CMK transport system, the Alliance seeks a sleek reliable and unique bus ‘hop-on, hop-off’ shuttle service circulating CMK using primarily Silbury and Avebury Boulevards and the existing porte-cochere infrastructure as stopping or hailing points.

10.11 It is envisaged that the shuttle service will run every few minutes clockwise and anti-clockwise on Avebury and Silbury Boulevards from the station to Campbell Park. Stops will be provided frequently at approximately every 200m. This routing also leaves open the option to undertake construction on Midsummer Boulevard of a mass transit system, should such a system be justified in future.

10.12 The Shuttle will also provide a link between the dispersed parking areas in CMK, so that it will no longer be necessary to seek a parking space as close as possible to one's destination, thereby maximising the use of all public non-residential car parking in CMK.

10.13 The Shuttle routeing may be extended to include adjacent residential grid squares, including Fishermead, Oldbrook, Bradwell Common and Conniburrow.

Hackney Carriages and Private Hire Vehicles

10.14 Hackney carriages and private hire vehicles are an easily overlooked form of public transport. In transport planners' jargon they are 'Demand Responsive Transport' (DRT) which simply means they come and go where and when you want. It is common for them to be shared by several people to reduce costs, for business, social and shopping trips.

10.15 Hackney carriages and private hire vehicles have a major role in meeting the transport needs of Milton Keynes generally. They are infinitely flexible in routeing, and are (mostly) immediately available, and the costs per head of a shared vehicle can often be less than an individual's bus fare.

10.16 They take advantage of the convenience, fuel economy and environmental efficiency of the city's grid network, and enable people who do not have access to a car to reach services and facilities that would not otherwise be accessible. They are available out of hours, and have a key role for people who have difficulty using ordinary bus and train services.

10.17 For all these reasons, good provision for hackney carriages and private hire vehicles is needed in CMK.

Policy *CMKAP* T2
Public Transport and Hackney Carriages

a) New developments should contribute to the provision of new public transport infrastructure within CMK including:
   i. A second public transport hub in the retail core with passenger facilities integrated with adjacent development; and
   ii. An intra-CMK transit network, such as a shuttle or more advanced system, using Silbury and Avebury Boulevards, making best use of the porte-cochere infrastructure, to connect all areas of CMK and Campbell Park.
b) The Transport Assessment and Green Travel Plan submitted with large planning applications will help determine the need and contribute to the brief for hackney carriage provision and pick-up and set-down space where required. In general, provision for hackney carriage and pick-up & set-down space will be required for food store developments over 2,500 m^2, for large retail and leisure developments of all kinds, for hotels, and at rail and bus stations and transport interchanges.
c) Facilities for hackney carriages should:
   i. have adequate capacity for hackney carriages according to existing and/or anticipated customer demand;
   ii. be within easy walking distance of the development;
   iii. have seating and shelter;
   iv. be in a secure location, well-lit and overlooked; and
   v. be accessible for disabled people;
d) Where existing off-site hackney carriage provision in the public domain can be shown to satisfy the above criteria, additional provision will not be required.
e) Where existing off-site access for hackney carriages and pick-up & set-down space is inadequate, a legal agreement will be sought to secure the developer's contribution to works in the public domain or on site to provide the necessary infrastructure. This will be relative to the scale and type of the development and the relevant performance characteristics of the local highway network.
f) Developer contributions made under this policy shall, in accordance with Policy CMKAP G12, reflect the system of planning obligations (including Section 106 agreements and Community Infrastructure Levy) applied by Milton Keynes Council for the CMKAP during the life of this Plan, from time to time and used to support the provision of relevant publictransport infrastructure within the Neighbourhood Plan area.

Cycling

Aim of policy:

» To give increased priority to cyclists in the design and layout of new development.

10.18 New development should contribute to the convenience and safety of cycling as a transport choice for users and workers, including the provision of facilities for cycle commuters.

10.19 There is a strong need to complete an 'east-west' Redway to connect National Cycle Route 51 from where it leaves Campbell Park at Marlborough Gate to where it exits Station Square over the footbridge to Loughton. Consideration should be given to re-routing the NCR utilising H5 Portway and/or H5 Childs Way Redways leading to/from Campbell Park.

10.20 Better wayfinding signage fir cycling within CMK and on the approaches to CMK is required.

10.21 Further improvements will be sought for cycle provision in the vicinity of Station Square, via a cycling 'hub' with dedicated changing facilities and cycle storage (lockers), possibly co-located with a cafe and visitors' information.

Policy *CMKAP* T3
Cycling

New development should encourage cycling by:
a) Providing safe and secure storage for cycles on-site, as well as changing facilities; and
b) Contributing to improvements to the CMK cycle network, particularly the proposed east-west Redway connection for National Cycle Route 51, a cycling hub in the vicinity of Station Square and/or such other locations as appropriate, and cycle hire infrastructure.

Parking

Aim of policy:

» To promote a shift to more sustainable modes of transport whilst taking into account the needs of business so that CMK remains attractive as a location for office-based businesses;
» To enable more efficient use of parking spaces through flexible public/private parking management and utilising better information and communication technology (ICT);
» To provide un-allocated residential parking for visitors in the Campbell Park grid square.

10.22 The Alliance's strategy for parking in CMK is focused on supporting sustainable economic growth of CMK, which requires a significant increase in public transport use, as well as an increase in the number of parking spaces over the plan period. Although the overall number of parking spaces in CMK will increase, it will not be in proportion to the increase in development (i.e. less additional parking will be created in relation to additional development).

10.23 A significant shift to public transport, cycling and walking is assumed over the plan period, but additional car parking for office development is also to be provided to ensure CMK is not at a disadvantage as a desirable location for business.

10.24 Information and communication technology (ICT) that monitors and transmits parking information in real-time to motorists will be a keyool in utilising parking spaces more efficiently and reducing congestion 'hotspots.' This is a key deliverable for MK's 'smart city' approach.

10.25 The main changes to the current *2005 Parking Standards SPG* and *2009 Addendum* are:

- Designating business B1 land use in CMK as Zone 2 for parking standards, thus bringing parking for office development in the city centre in line with other town centres in Milton Keynes;
- Adoption of 'expected' standards as opposed to 'maximum' standards with parking to be provided on-plot, except in the Primary Shopping Area;n the Primary Shopping Area, the option of providing some parking off-plot in the outer Blocks, subject to agreement of the relevant landowner(s); and
- Requirement for un-allocated (visitor) parking for residential development in Campbell Park grid square.

10.26 Standards for disabled bays, cycles and powered two-wheeler parking are retained in accordance with the 2005 SPG, as is the need for work travel plans.

10.27 Access arrangements for servicing developments need to be identified early in the development process. Servicing arrangements (e.g. loading/unloading HGVs) directly on Gates and Boulevards will not be acceptable.

Policy *CMKAP* T4

Parking

a) The car parking standards for CMK are shown in Table 3. These are the maximum number of parking spaces to be provided by new development.
b) Standards for disabled bays, cycles and powered two-wheeler parking are retained in accordance with the *2005 Parking Standards SPG*, as is the need for work travel plans.
c) Developments are expected to meet the parking standards through on-plot parking. Where site constraints make it difficult to deliver 100% parking on-plot, a commuted sum representing the current build cost of the equivalent number of parking spaces in a Multi-Storey Car Park may be agreed with MK Council. Exclusive use of some off-plot spaces in these new MSCPs may also be negotiated with MK Council.
d) Within the Primary Shopping Area, there will be flexibility to provide parking off-site in the outer Blocks adjacent to the Primary Shopping Area, subject to agreement of the relevant landowner(s).

e) Shared private/public parking: To better utilise the available parking across CMK, developments that need to provide a large number of parking spaces (where the standard requires provision in excess of 250 spaces, excluding allocated residential spaces), a legal agreement should be entered into to ensure that a majority of parking spaces are made available to the public during off-peak hours.

f) Replacement parking: Some CMK development plots contain existing parking spaces that were provided as part of off-plot parking obligations from other developments. This existing parking must be replaced on a 1:1 basis and is additional to the amount of parking required by the new development itself.

g) ICT to enable efficient use of parking: Parking facilities open to the public will be required to incorporate information and communication technology (ICT) to enable real-time monitoring of parking spaces that can be linked to an expanded Variable Messaging System (VMS). With likely advances in mobile applications ('apps') in future, consideration should also be given to proposed ICT systems that enable mobile phone and GPS devices to direct motorists to available spaces.

h) Minimising visual impact: Off-street car parking (including integral garages and multi-storey car parks) should be located within development Blocks to minimise visual impact on street frontages where at all possible. Where MSCPs are visible from the public realm they should be designed as a piece of architecture in their own right and contribute to the quality of building stock in CMK.

i) Servicing arrangements directly on Gates and Boulevards will not be acceptable, but access to servicing areas via Gates and Boulevards will be permitted.

j) Safe and attractive pedestrian access: All publicly available multi-storey or underground parking should provide pedestrian access to the facility on pedestrian desire lines and be linked to key destinations (including public transport services) by safe, attractive, and preferably sheltered pedestrian routes.

k) Standardised wayfinding for parking: To improve wayfinding and minimise confusion for motorists and pedestrians, developments that include public parking should provide signage in accordance with uniform standards specified by the Council.

Use Class	**CMKAP Parking Standards**
A1 – Shops Food Non-Food	 1/46 1/66
A2 – Financial and Professional Services	1/66
A3 – Food and Drink	1/33
B1 – Business	1/50 + units >300m^2 1 HGV/500 (min 1)
B2 – General Industrial	Not appropriate in this location
B3 – Storage or Distribution	Not appropriate in this location
C1 – Hotels and Hostels	1/3 bedrooms + A3 @ 1/33 + D2 @ 1/16 seats
C2 – Residential Institutions	1/6 bedspaces or most appropriate D1 standard
C3 – Dwellings 1 bed dwellings 2 bed dwellings 3 bed dwellings 4+ bed dwellings Un-allocated parking, either on- or off-street in Campbell Park grid square (see C3 Note 2 below for CMK)	 1 per dwelling 1 per dwelling 2 per dwelling 2 per dwelling 1 per 3 dwellings

Table 3: CMKAP Parking Standards

Use Class	**CMKAP Parking Standards***
D1 – Non Residential Institutions (a) Medical/Health (b) Crèche/Nursery (c) Schools (d) Higher Education (e-h) Art, Museum, Library, Hall, Place of Worship	 2/Consulting Room + 1/3Staff 1/3 Staff + pick-up & set-down* 1/3 Staff + pick-up & set-down* 1/6 staff + 1/30 students as D2
D2 – Assembly & Leisure Cinema/Theatre Stadia Other	 1/16 seats Not appropriate in this location 1/73
Car related uses	Not appropriate in this location

*See *2005 Parking Standards SPG* for pick-up & set-down standards

C3 Notes

1. Garages are not counted as a parking space;
2. For developments in CMK where on-street parking is limited or restricted, on-site provision of un-allocated parking may be required at 1 per 3 dwellings;
3. Developments that comprise a large proportion of 1-bed dwellings will be assessed individually.