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## 8. GENERAL POLICIES

In addition to the spatial and design strategies described in chapter 6, a number of 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 (issued for public consultation at the time of writing, and intended to be incorporated in this Plan for convenience, in due course – some duplication with the text that follows will be edited at the time of incorporation of the MK Council document).

These policies apply to the whole area of CMK, including Campbell Park, unless shown otherwise on the Proposals Map and associated table (Chapter 11).

### List of General Policies

- G1 Public Realm Infrastructure
- G2 Heritage Buildings & Public Art
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## Public Realm Infrastructure

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 Plan recognises and supports CMK's unique public realm as a key way to differentiate our city from others. This unconventional cityscape is unique.

The distinguishing feature of CMK 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.

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 the railway station at the west end to the Grand Union canal at the east end of Campbell Park.

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

- a landscaped hierarchical grid of Gates, Boulevards, 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 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 towpaths;
- wide day-lit underpasses with gentle gradients that connect main street footpaths seamlessly under busy Gates and Boulevards;
- porte-cocheres (weather-protected walkways) that nudge pedestrians to the safest Boulevard crossing points;
- linkages to communities in neighbouring grid squares - Springfield, Fishermead, Oldbrook and Winterhill, Rooksley, Bradwell

- Common, Conniburrow and Downs Barn, either via wide underpasses or overbridges;
- granite retaining walls marking the entry points into CMK from H5 Portway;
- 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 granite chippings rolled into asphalt road surfaces on Gates and Boulevards; silver grey blockwork for streets; and Breedon Gravel in Boulevard medians;
- common trenches and ducting networks for utility companies

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 the Gates are part of the cross-city grid: V6 Grafton and V7 Saxon.
- three Boulevards run east/west through CMK acting as the main spines for movement within the city centre (the central Boulevard - Midsummer - stops short of Campbell Park)
- 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 arrangements the purpose of which is to avoid inconvenience to pedestrians and to avoid ugly delivery bays on main frontages;

The grid network has the advantage of providing flexibility of movement and minimising congestion by distributing traffic through a wide choice 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.'

The sub-division of development land is also derived from the overall formal geometry. Orderly blocks of land fronting Boulevards have often been divided by Streets into four equal blocklets, though this pattern is broken where development required it and permeability through the block for local movement could be secured in other ways. In creating larger development blocks, some of the necessary permeability has been omitted, or removed by later development. 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 maximum choice and flexibility for all modes of transport - once transferred to private ownership the desired permeability is subject to private regulation and control and can be lost to the public domain.

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

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 will be retained. Only in exceptional cases and with full consideration and definition of the economic, social and environmental benefits, such as might flow from Policy G13 (Exceptional Developments), should consolidation of development blocklets by the removal of streets be permitted and such will provide

equivalent public access routes.

\*the 'CMK infrastructure' includes the grid of tree lined Boulevards, Gates, Streets, tree-lined North Row and South Rows, all flanked by space for one, two or four rows of ground level car parking; the associated grid of pavements, with underpasses, bridges and porte-cocheres; the function and position of linkages to the adjacent grid squares; use of granite facings, quadrants, planters, and kerbs

## Heritage Buildings & Public Art

The listing of the shopping building (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 shopping mall is unique.

Other buildings in CMK are also heritage assets and should be considered for Local Listing and, in due course, for Listing by the Secretary of State.

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

Likewise there are a number of other distinguished buildings designed by other architects which respond in different ways to the context of CMK: they are similarly to be protected.

Public art has played an important part of the development of CMK and is a major feature of local distinctiveness. Existing sculptures are to be retained in their current location or relocated in an enhanced setting. The management and maintenance of the public collection, and its extension by more acquisitions, requires a long term strategy of the type suggested by the city's Public Art Trust.

## Policy CMKAP G2

**Protection of classic CMK buildings and public art:** a Local List of potential heritage assets including public art is to be prepared, informed by the Council, and kept under review.

## Landscaping & Open Space

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 maintain air quality and moderate extreme air temperatures.

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.

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. Together they make a significant contribution to the townscape and structure of the public domain in CMK. Other trees supplement this and frame individual developments. The planting around underpasses and in parking areas add variety and interest to the setting. The remaining hedgerows of Common Lane are a reminder of the landscape of Bradwell Common before CMK was laid out.

The dominant London planes along the Boulevards and horse chestnuts along the Gates will be protected from development. 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.

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* (in preparation). This will set out landscape principles and species within the streetscape of CMK.

Whether green or paved, open space is particularly important in urban environments. 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. They are essential elements for the local community.

CMK benefits from some substantial areas of open space, such as Campbell Park, City Gardens and Station Square. There are two smaller gardens, Grafton Park and Bouverie Square, and some incidental open space within development blocks, such as City Square.

However, following the taking out of City Square for the Marks and Spencer development, and the privatisation of Middleton Hall, Queens Court and the Winter Gardens, there is no definable public space which local people could readily identify as the 'heart' of the city centre for public assembly.

More generally, incidental public open space such as squares, or wider streets that can function as open space, will assist in creating a sense of place in CMK, and are encouraged. The provision of 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.

### Policy CMKAP G3

- a) **Retention of landscaping:** the landscaping and planting within the infrastructure will be retained with the London Plane trees having particular significance; when trees and plants die and are replaced, the design strategy for the landscaping will be adhered to. Landscaping of the granite quadrants (planters) to be retained but not species specific;
- b) **New Public Realm:** Proposals for new development will need to make a positive contribution towards the public realm in CMK and in proportion to the size of the site. They will be assessed against the following criteria:
- i. Landscaping of high-quality; arrangements must be made for long-term management and maintenance.
  - ii. Imaginative uses of open space and the public realm, which contribute to the offer of the city centre, will be encouraged, and new open spaces should be of a size and shape to be

flexible enough to accommodate such uses. The provision of water features and other animated structures which change throughout the day and/or seasons, create repeat interest and return visits and will be encouraged.

- iii. Development proposals adjacent to the Grand Union canal will not obstruct the existing towpath.
- iv. 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. Development that turns its back on the waterway and results in blank or mundane elevations facing the waterway will not be acceptable.

## Campbell Park

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 extend of Campbell Park is defined in **Figure xxx**.

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. Park extensions linking the outer development blocks will be completed in due course and will create greater activity and interaction with the surrounding estates.

### Policy CMKAP G4

**Campbell Park** is to be retained and protected. It is of national and international importance, being one of the largest and finest contemporary urban parks in Europe.

The design of buildings within the Park are to be sensitive to the different character areas of the Park and should complement

the different uses of these areas. They should be designed to the highest architectural standards, enhance the quality of the park, and be worthy of their setting in one of the finest contemporary urban parks in Europe.

## Green Frame

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 towpath: it acts as the gateway into CMK and provides the city centre with a green setting.

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.

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 quality of the linkage 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.

South of Block B4 the Green Frame has been destroyed. This should be re-instated when the Block is developed.

Interventions in the Green Frame for 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 around CMK will only be permitted if:

- a) 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 can occur on both the CMK and adjoining grid square sides
- b) Does not harm the capacity of the city road corridors to accommodate the transport needs of future generations, including public transport
- c) The overall character of the Green Frame is still predominantly one of a green setting punctuated by high quality developments at 'points of connection'

## Mixed Use

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.

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. This is the traditional form of mixed use, found in cities throughout history;
- **horizontal 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. This can cause management and funding difficulties for developers, and is the least preferred by them.

Either form would be welcome during the next stage of development in CMK.

The provision of offices or homes on upper stories of development is 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.

It is essential that the principal pedestrian routes 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.

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

#### Policy CMKAP G6

- a) **Mixed-use** is encouraged for all development proposals 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, to create instead the interest of vitality throughout the day and a sense of security at night.
- b) In the rare event of a conflict developing between uses, certain uses will have priority, as the centre is the only suitable location for some uses. Major retail and town centre leisure development, including evening economy uses, will take first precedence, followed by offices. In contrast, housing, including supporting social and community facilities, can be located in many places across Milton

Keynes.

- c) Proposals that include uses that are likely to have an adverse impact on the amenity of existing or permitted developments or on the character of an area of CMK will not be permitted unless mitigating measures in design and layout and enforceable management arrangements are put in place.
- d) Drinking establishments: 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, subject to local licensing processes.
- e) Proposed sites for pubs, bars and clubs should be readily accessible to late-at-night transport provision, including taxicabs and private hire vehicles

## Active Frontages

Active frontages at ground floor level 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.

**Active Frontages** can be achieved by locating primary entrance doors (not service doors) within the elevation, and also windows.

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.'

Developments adjacent to principal pedestrian routes will be expected to accommodate active uses such as small shops, cafes, restaurants and service providers to generate activity and higher footfall. Busy streets are safe streets.

### Policy CMKAP G7

- a) Development in the primary street frontages will be required to have **predominantly active frontages** along their full length on the ground floors that face public pavements and the public realm. Frontages are to be glazed and of high visual quality, including display windows and views of busy spaces such as staircases, meeting rooms and reception areas to provide passive surveillance. They should not include blank or opaque facades.. Entrance doorways are especially appropriate in these frontages.
- b) **Residential developments** will be required to provide entrances and windows to habitable rooms on the ground floors that face the public realm.
- c) **Conditions** will be imposed to prevent the blocking up, obscuring or painting over of windows and display cases.

## Principal Pedestrian Routes

The principal pedestrian routes represent the desire lines between the core magnet areas of the city centre, as well as to and from the surrounding residential grid squares. These routes are indicated in **Plan x**. Ensuring that these routes feel lively and look attractive 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.

Ground floor uses on principal pedestrian routes will be expected to include a mix of uses that generate high footfall, interest and activity, preferably late into the evening. This includes uses such as restaurants, pubs, hotels, fitness clubs – uses that generate many 'comings and goings' throughout the day and evening

To provide a degree of weather protection, developments in Gate and Boulevard frontages are required to provide colonnades on plot 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.

Elsewhere, 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 of some type.

### Policy CMKAP G8

- a) **Principal pedestrian routes** are indicated in **Plan X**. Additional routes may be designated as principal routes as the pattern of activities within CMK changes.
- b) Uses on the ground floor along principal pedestrian routes will be within one of the following use classes: A1, A2, A3, C1, D1, D2 (shops, hotels or non-residential institutions) or related sui generis uses. Around one third of the ground floor frontage of a block should be occupied by these use classes. The remainder should be easily convertible for use by them.
- c) Developments facing principal pedestrian routes are to provide continuous weather protection and shelter with a depth of at least two metres at the same level as the adopted pavement. This could be in the form of a

colonnade or other forms of cantilevered or supported canopies

- d) Where buildings abut porte-cocheres, direct and sheltered access is to be provided to the main entrances to the buildings

## Block Structure

The 1970 plan divided CMK into twenty-six Blocks, bounded by Boulevards and Gates, including the three Blocks north and three Blocks south of Campbell Park. The CMK blocks were further divided into 'blocklets,' defined by streets running north to south.

In places, there has been a lack of clarity about the way in which blocks are developed, which has an impact on the pedestrian experience in the public realm.

For example, Witan House faces Witan Gate and sits back from the two Boulevard frontages that flank the blocklet. This creates a gap and unanimated frontage along both Midsummer and Avebury Boulevards, diminishing the sense of place for passing pedestrians.

Some blocklet development is designed with the main entrances to buildings in line with the porte-cochere. In other cases, the porte-cocheres are used as the line for subdivision of the blocklet with either public or private routes, and sometimes leading to amenity space within the blocklet. Planning permissions will detail the status of such subdividing routes and spaces as being either public or private, and the limitations on public use if any.

### Policy CMKAP G9

- a) Development is generally preferred to be in the form of **perimeter development** with frontages to the surrounding public realm, and private facilities such as servicing and parking in the core of the development. Frontages to the public realm are to be active (as defined in Policy G7).
- b) Development is to clearly define the edge of the public realm. Frontages are to feel continuous, without too many gaps and these gaps are to enhance the public realm with views through to landscaping or providing pedestrian access to development

behind. Vehicle access for servicing, waste compactors and fire escape doorways should not be located on principal pedestrian routes.

- c) Routes designed to act as public thoroughfares should provide access at all times and the rights secured by legal agreement.
- d) For large developments requiring large buildings, linked buildings, or secure campuses, sites may be assembled which may omit the creation of, or require the closure of, one or more Streets. In such cases alternative provision must be made to achieve a similar degree of permeability for pedestrians and cyclists.
- e) Sub-division of blocklets to provide a greater degree of permeability, and enable a finer grain of development and land use activity, will be welcomed 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.
- f) Development will provide appropriate,

well designed incidental public open spaces and other public realm, such as small squares and gardens, using high quality hard and soft landscaping with arrangements for long term management and maintenance.

## Design of Buildings

The focus in the Plan 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 principal pedestrian routes.

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.

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.

### Policy CMKAP G10

- 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 should be well considered and of high quality and respect the character of surrounding buildings and of the block in which it stands and adjacent blocks.
- c) Buildings and any associated public realm should contribute to the established character of CMK. Buildings capable of easy adaptation over time to meet changing circumstances are particularly

welcome

### Building Heights

- d) Buildings on Gates and Boulevards are encouraged up to eight stories – the approximate height of the tallest trees – the London Planes.
- e) Taller structures are acceptable if they have a necessary function (eg. chimneys or communications masts) or are civic interventions (such as memorials and public works of art).
- f) Proposals for taller buildings will be tested against these criteria:
  - i. Offer outstanding economic and social benefits to CMK and Milton Keynes;
  - ii. Enhance the skyline and create a landmark
  - iii. Microclimatic impacts – e.g. wind, sunlight and daylight
  - iv. Impact on telecommunications;
  - v. Privacy and overlooking;
  - vi. Illumination;
  - vii. Advertisements and corporate signage are not encouraged in the CMK skyline, which is considered public domain.

## Residential Developments

It is one of the key objectives of the Plan that more people live in CMK, in a setting that is appropriate for the people being housed. In addition, housing can bring activity to streets which otherwise would be underused. Residents can overlook otherwise unsupervised public realm and businesses out-of-hours.

There is also significant demand from various groups of potential residents: young people, childless couples, those who are growing older and a transient population, possible economic migrants to Milton Keynes. Other areas in Milton Keynes are designed to be more appropriate for raising children, so whilst the city centre will be family-friendly, housing provision in CMK will focus more on the needs of these other groups of residents.

The supply of housing should respond to this demand, providing suitable accommodation, but not using otherwise valuable land for the primary uses: offices, retail and commercial leisure primarily.

The Plan requires residential developments to be built to a preferred average density around 100 dwellings per hectare, thus creating say four storey blocks with communal and private gardens easily accessible to all residents. This fits with the

Plan's vision of well designed, medium density housing with a strong sense of community and shared responsibility for communal areas, with a strong emphasis on self-management.

Block plans identify preferred locations away from the busiest frontages, especially the Boulevards. This will help mitigate noise from ground floor uses (restaurants and drinking establishments) when patrons leave in late evening, as well as the traffic noise and fumes from these more heavily used roads.

### Policy CMKAP G11

#### Residential

- a) The **density** of residential developments will generally be 150 - 250 dwellings per hectare between the Station End and Marlborough Gate, and 100 – 150 in the Blocks surrounding Campbell Park.
- b) All proposals for residential development within CMK will be required to contribute towards a mix of **different sized units** within the development. This will be measured by the number of bedrooms provided within individual units. Ideally, a

mixture of one, two and three bedroom units should be provided. As a guide, in developments of 15 dwellings or more, a maximum of 40% of units should be 1- bed or bed-sitting rooms, and a minimum of 5% of units should be at least 3-bed, unless it can be clearly demonstrated that this would render a development unviable. Four bedroom units will be discouraged.

- c) Proposals for new residential development within CMK will be required to demonstrate how the issue of potential noise disturbance from neighbours and traffic fumes and noise from surrounding roads have been considered and, if necessary, mitigated.
- d) New residential development should not be located next to existing CMK uses where those uses would give rise to unacceptable levels of **noise and disturbance** to the occupiers of the new scheme.
- e) Residential developments in the centre will contribute towards **affordable housing** in line with the Draft Core Strategy. In CMK, an over-

concentration of social renting for single persons will be avoided. The mix of dwelling sizes set out above will apply to all categories of social housing as well as housing for sale.

- f) Developments will contribute to the additional **community facilities** required in line with the scale of their impact.
- g) The creation of **communities** within developments should be fostered by establishing communal facilities, such as shared open space, and wherever possible establishing management structures that are controlled by the residents to look after shared areas and take on shared responsibilities.
- h) The supply of **Houses in Multiple Occupation** will be closely monitored and approval will not be granted if the monitoring indicates that blocklets are becoming dominated by HMO's. Purpose built provision for potential residents of HMO's will be encouraged, with strong and accountable management.
- i) Proposals for **serviced apartments** and **apart-hotels** will not be permitted

unless the duration of occupation of residents is restricted, to ensure the units are used on a short stay basis and not as residential flats, and information monitoring the implementation of this restriction is regularly supplied.

## Exceptional Developments

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. From time to time, the original design principles have been broken, sometimes to good effect, sometimes in ways that seem to bring no benefit to CMK.

The policies of the Plan seek high standards for all developments. They should bring offers that the city centre currently lacks; contribute to the economic, cultural and other strategic objectives of the Plan; and be designed high standards of architecture and sustainability, in a way that complements CMK's distinctive identity

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 60 hectares (150 acres) of developable land in CMK will more than meet the requirements of economic growth for the next fifteen 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 G12

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

For it to be approved, it would have to show that 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 at least one alternative put forward by the local community.

Additional processes would be required of

such a project with pre-application engagement with stakeholders and the public, to consider 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

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

The following comments are made for policy areas to be included in the revised obligations.

Financial obligations are to be consistently adhered to, even when funding development is difficult, to avoid distorting land values and to ensure there is fair competition among developers for sites.

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.

Developments are to contribute to the provision of cultural, sporting and community facilities, and an indicative list for CMK is included in this Plan. If due to changing circumstances, it is agreed that a project listed is not to go ahead, then equivalent support is to be given to a replacement project.

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

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

A contribution towards education and training is likewise to remain with the open and transparent involvement of stakeholders. Care is to be taken to ensure that projects identified are to the specific benefit of the residents of CMK.

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

Contributions toward community facilities should be brought in line with other residential development in Milton Keynes, as CMK and Campbell Park have previously received lower amounts per dwelling.

### Policy CMKAP G13

To support the policies and strategies of the Plan, the **existing planning obligations** of the Council are to be implemented bearing in mind the comments made above.

Likewise **revised planning obligations** that reflect more accurately the objectives of this Plan are to be implemented as soon as they are adopted by the Council.



## 9. Site Specific Policies

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 Site Specific Land Use Allocations

### Sites Reserved for Major Developments of Strategic Importance

Blocks B4 and F1 are in public ownership, and have scale and locational advantages within CMK that are rare and very special. This Plan seeks to avoid waste of the extraordinary development potential of both that would result from ordinary subdivision and promotion.

These sites are therefore identified as being Reserved for Major Development 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 internationally.

#### Policy CMKAP SS1

The piecemeal development of sites Reserved for Major Development of Strategic Importance will not be permitted.

These sites are identified as Blocks B4 and Blocklets F1.2. - F1.4

## The Primary Shopping Area

The Primary Shopping Area is defined as in MK Council's *draft Core Strategy* as Blocks D2, E2, D3 and E3.

This Alliance Plan identifies a Secondary Shopping Area to widen retail choice and competitiveness and spread activity associated with shopping. This 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 - 4 at the Station End. The established Primary and proposed new Secondary Shopping Areas are illustrated in [Figure 9.1](#).

The objective of this approach is to enable larger retail units that cannot be accommodated in the Primary area to be encouraged to locate in the Secondary 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.

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.

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 street trading operations. Mobile shops and hot food vendors of varying sizes press upon the space for stalls.

The proposal in this Plan, again as envisaged in the Government's *Portas Review*, is to encourage the permanent stall holders to grow into a new permanent covered Market Hall nearby, thereby freeing more open market space for demountable street trading operations which in turn may help new small retail businesses to get started.

The most appropriate location for a new covered Market Hall is considered to be on blocklets D3.3 or 3.4. 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.

The proposal for the Market Hall is not put forward as a way of clearing Market Square. The function of demountable 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.

Last, it has long been MK Council policy to achieve the creation of a major civic space in the area of Market Square. This Plan supports that objective, but not at the expense of the loss of Market Square and its market function. The desired civic square - for public celebration, demonstrations and congregation - should preferably be achieved on adjacent land in Midsummer Boulevard if, as this Plan proposes, the sharing of that public movement corridor shifts from cars, buses and lorries to favour predominantly pedestrians and cyclists. Other traditional locations in city centres such as adjacent to the Civic Offices or the City Church could if necessary be considered as alternatives.

### Policy CMKAP SS2

- a) When retail development over 1,000 m<sup>2</sup> cannot be realised in the Primary

Shopping Area, sites in the Secondary Shopping Area may be considered, followed by sites adjacent to the Secondary areas and sites on principal pedestrian routes.

- b) Major new retail developments (more than 2,500 m<sup>2</sup>) are to include provision for a range of small shop units with some in prime locations at discounted rents for specialist and local retailers.
- c) Where small shop units have been provided under this policy, the amalgamation of individual units will not be permitted.
- d) Development of Block D3 is to include provision of a market hall with a gross floor area of at least 5,000 m<sup>2</sup> with permanent stalls for independent retailers and market traders.
- e) Space for an outdoor market in Market Square will be retained on a demountable (set-up/take-down) basis with lock-up storage units provided nearby to make the setting up of stalls and the storage and

delivery of goods as convenient as possible for market traders.

- f) Encouragement is given to the creation of a new major civic space for large scale public celebration, demonstrations or congregation in the vicinity of CMK's Market Square.
- g) To improve the visitor experience and services for residents, 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.
- h) The pasting over or infilling of permitted shop frontages to Boulevards Gates and Streets will not be permitted and will be reversed where possible.

### Site Specific Land Use Allocations

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.

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

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 draft Core Strategy.

### Policy CMKAP SS3

- a) The **Proposals Plan and Table** 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) Developers will be encouraged to deliver the broad land use allocations shown, but variations may be acceptable if they will also deliver the same objectives set out for the site or Block.
- 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 developments are good neighbours to adjacent uses;
- iii. that vehicle movement and parking demand generated by the alternative uses can be accommodated, taking into account the needs of other developments in future as indicated by Proposals Plan and Table;
- iv. that cultural, sporting and community facilities, where indicated, are accommodated by careful design that will enable compatibility with the mix of uses to which they contribute.

## 10. Access, Transport & Parking Policies

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 Core 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

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.

### Transport Policy CMKAP T1

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

- a) Protect the extent of existing movement corridors established as the grid of Gates, Boulevards, Streets and 'slow streets' within the perimeter parking areas and North and South rows (but see also exceptional developments Policy G13);
- b) Ensure the necessary shift to public transport is being achieved before further restraining car parking and imposing significantly higher parking charges

## Public Transportation

To support the future delivery of a second transport interchange in the retail core, the Alliance plan has identified a choice of two strategic sites for this second transport hub - the public car parking areas on the eastern and 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).

The Secklow Gate sites are ideally located for access to the core retail area and close to a potential stop of a future transit system on Midsummer Blvd. (LTP3 and other transport studies imagine the future possibility of guided buses, trams or more futuristic systems running the length of Midsummer Boulevard).

Future commercial development on adjacent land could be designed to contribute shelter, cafes and toilets for passengers, particularly if co-developed with the proposed covered market hall.

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 and H6 roundabouts so buses would not be delayed by local CMK traffic. These dedicated bus routes were removed some years ago due to safety concerns, but the roundabouts may be capable of being re-designed in future.

To support the second strand of the strategy to deliver an improved CMK transport system, the Alliance seeks a sleek reliable and unique tram-like 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.

It is envisaged that the shuttle service will run every few minutes clockwise and anti-clockwise on Avebury and Silbury Blvds 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.

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.

### Transport Policy CMKAP T2

New development should:-

- a) Provide for a second public transport hub in the Retail Core with passenger facilities integrated with adjacent development
- b) Provide for the establishment and maintenance of the CMK tram-like shuttle service using Silbury and Avebury Boulevards and the existing porte-cochere infrastructure to connect all areas of CMK and Campbell Park

## Cycling

New development should contribute to the convenience and safety of cycling as a transport choice for workers.

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. The Alliance Plan

supports the LTP3 proposal to use the central median of Midsummer Blvd with improved grading to underpasses to provide a cyclable route throughout.

Better signage for cycling within CMK and on the approaches to CMK is required.

Further improvements will be sought for cycle provision in Station Square, via a cycling 'hub' with dedicated changing facilities and cycle storage (lockers), possibly co-located with a café and visitor's information.

### Transport Policy CMKAP T3

New development should contribute to greater use of cycling in CMK through the following:-

- a) Enhance access and signage for cyclists through large developments
- b) Provide safe and secure storage for cycles on-site, as well as changing facilities.
- c) Provide for improvements to the CMK cycle network, particularly the proposed east-west Redway connection for National Cycle Route 51, a cycling hub in Station Square,

and cycle hire infrastructure

## Parking

The Alliance's strategy for parking in CMK is focused on supporting sustainable economic growth of CMK, which requires significant increases to *both* parking and public transportation 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 relationship to additional development). The amount of car parking made available by new development reflects 'stretch' but achievable targets for the expected shift to public transportation, cycling and walking.

The objectives of this policy are to:

- Promote a shift to more sustainable modes of transport whilst balancing the needs and preferences of workers, visitors, and residents
- Enable some dispersal and distribution of retail parking to more accessible locations

- Enable more efficient use of parking spaces through utilising better information and communication technology (ICT)<sup>1</sup>
- Provide for new parking in line with designation as Zone 2 in the 2005 Parking Standards SPG and 2009 Addendum

### Parking Policy CMKAP T4

- a) **Amount of parking:** The number of parking spaces to be provided by developments will be determined by the CMK Parking Standards. Outside of the primary shopping area, developments are expected to meet the parking standards through on-plot parking. Within the retail core, there will be flexibility to provide some parking off-site in the outer blocks adjacent to the primary shopping area, subject to agreement of the relevant landowner(s).
- b) **Replacement parking:** Some CMK development plots contain existing parking spaces that were provided

<sup>1</sup> Information and communication technology (ICT) that monitors and transmits parking information in real-time to motorists will be a key tool in utilising parking spaces more efficiently and reducing congestion 'hotspots'. This is a key deliverable for MK's 'smart city' approach.

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.

- c) **ICT to enable efficient use of parking:** Public parking facilities 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)<sup>2</sup>. 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.
- d) **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 and never on boulevard frontages.
- e) **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.

- f) **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.

## CMK Parking Standards in Detail

The Parking Standards for Milton Keynes are set-out in Milton Keynes Council's 2005 Parking Standards Supplementary Planning Guidance (SPG) document, which was adopted on 21 December 2004 and published in January 2005, along with an Addendum adopted in April 2009.

This section sets out revisions to the 2005 Parking Standards SPG and 2009 Addendum as they relate to CMK and Campbell Park. The revised CMK Parking Standards are shown in Table YY below.

The main changes to the 2005 standards and 2009 addendum are:

- Designation of CMK<sup>3</sup> as Zone 2 for parking standards, bringing 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 retail core (blocks D & E)
- In the retail core (blocks D & E), the option of providing some parking off-plot in the outer blocks, subject to agreement of the relevant landowner(s)
- Clarification of the requirement for un-allocated parking for residential development in Campbell Park
- Clarification of the requirement for service vehicle parking for class A (retail and leisure) developments
- The introduction of taxi rank requirements for class A (retail and leisure), class C1 (hotels) and class D2 (assembly and leisure) and sui generis uses

<sup>2</sup> Variable Messaging Signs (VMS) direct motorists to available parking.

<sup>3</sup> Campbell Park has already been changed to Zone 2, as per the 2009 Addendum.

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

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. This standard has been retained in Table YY.

However, the 2009 Addendum removed the requirement for un-allocated parking for Zone 2 (including Campbell Park) which had been included in the original 2005 Parking Standards SPG. Whilst this may be appropriate for other town centres in Milton Keynes with a lower density of dwellings relative to kerb space for on-street parking, Campbell Park is expected to be built at much higher urban densities and therefore the amount of on-street 'unallocated' parking will be much less in proportion to the number of dwellings. Inadequate levels of parking, both on- and off-street, result in unsightly neighbourhoods with cars parked on verges, dangerously restricting access for emergency vehicles, and many unhappy and frustrated residents.

Un-allocated parking is generally less of an issue within CMK because there are thousands of public car parking spaces around the perimeters of most developments (CMK residents are issued scratch

cards by MKC so their visitors can use these bays). However, more recent residential developments have provided under-croft or underground parking only, with inadequate spaces or access for visitors and tradesmen. Going forward, this needs to be assessed in line with design and access arrangements for individual development proposals in CMK.

The CMK Parking Standards shown in Table YY include a revised standard for un-allocated parking for Campbell Park, based on the 2005 standard of 1 space per three dwellings.

#### Loading Bays

Sites for loading bays for service vehicles, HGVs, and coaches need to be identified early in the development process. Loading bays on Gates and Boulevards will not be acceptable.

#### Taxi Ranks

Ideally, taxi ranks should be located adjacent to all major attractions, such as retail areas, places of employment and entertainment/leisure centres.

Ranks should be located within 50m to 100m of the facility being served. If this is not possible then seating should be provided at the rank.

Ranks should be sited so that passengers board or alight from the taxi onto the footway on the

nearside of the vehicle. Ramps and steps should only be used for access and egress via the nearside passenger door. Where taxi ranks are arranged on the offside of the road, a pickup and drop off point nearby on the opposite side should be identified for wheelchair passengers.

The footway should have a minimum unobstructed width of 4040mm, to allow for the full extension of the wheelchair ramps to 1620mm and to provide for the full turning circle of an outdoor electric wheelchair, which is 2400mm.

**TABLE YY – CMK PARKING STANDARDS**

Use Class	Zone 1 Parking Standards*	Zone 2 Parking Standards*
A1 – Shops Food Non-Food	1/46 1/66	1/23 1/33
A2 – Financial and Professional Services	1/66	1/33
A3 – Food and Drink	1/33	1/16
B1 – Business	1/70 (1/50 for Campbell Park)	1/50 + Office element @ 1/50 + HGV @ 1/500 (minimum 1)
B2 – General Industrial	Not appropriate in this location	Not appropriate in this location
B3 – Storage or Distribution	Not appropriate in this location	Not appropriate in this location
C1 – Hotels and Hostels	1/3 bedrooms + A3 @ 1/33 + D2 @ 1/16 seats	1/2 bedrooms + A3 @ 1/16 + D2 @ 1/8 seats
C2 – Residential Institutions	1/6 bedspaces or most appropriate D1 standard	1/3 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)	  1 per dwelling 1 per dwelling 2 per dwelling 2 per dwelling  none	  1 per dwelling 1 per dwelling 2 per dwelling 2 per dwelling  1 per 3 dwellings
	C3 Notes 1. Garages are not counted as a parking space 2. Developments in CMK where off-street parking is limited or restricted, on-site provision of un-allocated parking may be required. 3. Developments that comprise a large proportion of 1-bed dwellings will be assessed individually.	

**TABLE YY – CMK PARKING STANDARDS - CONTINUED**

Use Class	Zone 1 Parking Standards*	Zone 2 Parking Standards*
D1 – Non Residential Institutions (a) Medical/Health (b) Crech/Nursery (c) Schools (d) Higher Education (e-h) Art, Museum, Library, Hall, Place of Worship	2/Consulting Room + 1/3 Staff 1/3 Staff + pick-up & set-down* 1/3 Staff + pick-up & set-down* 1/6 staff + 1/30 students As D2	2/Consulting Room + 1/2 Staff 1/3 Staff + pick-up & set-down* 1/2 Staff + pick-up & set-down* 1/3 staff + 1/25 students as D2
D2 – Assembly & Leisure Cinema/Theatre Stadia Other	1/16 seats Not appropriate in this location 1/73	1/8 seats Not appropriate in this location 1/36
Car related uses	Not appropriate in this location	Not appropriate in this location

\*See 2005 SPG for pick-up & se-down standards