

The CMK Alliance Plan 2026

A Business Neighbourhood Development Plan for Central Milton Keynes

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Basic Conditions Statement

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1. Introduction

- 1.1 This Basic Conditions Statement has been prepared to fulfil the legal obligations of the Neighbourhood Planning Regulations 2012 for the CMK Alliance Plan 2026.
- 1.2 Section 15(1) paragraph (d) of the Regulations requires a statement explaining how the proposed neighbourhood development plan meets the requirements of paragraph 8 of Schedule 4B to the Town and Country Planning Act 1990 Act (as amended)¹ which sets out that neighbourhood development plans must meet the following basic conditions:
 - (1) The examiner must consider the following:
 - (a) whether the draft neighbourhood development plan meets the basic conditions (see sub-paragraph (2));
 - (b) whether the draft neighbourhood development plan complies with the

- provision made by or under sections 61E(2), 61J and 61L;
- (d) whether the area for any referendum should extend beyond the neighbourhood area to which the draft neighbourhood plan relates; and
- (e) such other matters as may be prescribed.
- (2) A draft neighbourhood plan meets the basic conditions if:
- (a) having regard to national policies and advice contained in guidance issued by the Secretary of State, it is appropriate to make the neighbourhood development plan;
- (d) the making of the neighbourhood development plan contributes to the achievement of sustainable development;
- (e) the making of the neighbourhood development plan is in general conformity with the strategic policies contained in the development plan for the area of the authority (or any part of that area);

- (f) the making of the neighbourhood development plan does not breach, and is otherwise compatible with, European Union obligations; and
- (g) prescribed conditions are met in relation to the neighbourhood development plan and prescribed matters have been complied with in connection with the proposal for the neighbourhood development plan.
- (6) The examiner is not to consider any matter that does not fall within sub-paragraph (1) (apart from considering whether the draft neighbourhood development plan is compatible with the Convention rights).
- 1.3 Whether the CMK Alliance Plan 2026 meets the basic conditions required by paragraphs 1(a) and sub-paragraphs 2 (a) (f) is set out in Chapters 2 5 below of this Basic Conditions Statement. The remainder of this chapter addresses the requirements under paragraphs 1(b), 1(d), 1(e), 2(g) and (6).

¹ excluding 2b, 2c, 3 to 5 as required by 38C(5)

Paragraph 1(b)

- 1.4 The provision of 61E(2), 61J and 61L as amended by S38C(5)(b) is a reference to the provisions of 38A and 38B. In relation to these, the following is submitted:
- 1.5 Qualifying Body: Central Milton Keynes (CMK) Town Council is a qualifying body and entitled to submit a neighbourhood development plan (NDP) for its own parish.
- Neighbourhood Area: The NPD, called the CMK Alliance Plan 2026 (CMKAP), expresses policies relating to the development and use of land within the parish of the CMK Town Council. The parish, which includes the Campbell Park grid square, covers the city centre of Milton Keynes. It is primarily commercial in nature, albeit with some existing residential development and more planned to be delivered up to 2026 through the emerging Core Strategy².

- 1.8 The CMKAP does not relate to more than one neighbourhood area and there is no other NPD in place in this neighbourhood area.
- 1.9 Plan period: The period of the CMKAP is up to 2026. This period has been chosen to align the Plan with the dates of Milton Keynes' emerging Core Strategy (2010).
- 1.10 **Excluded development**: The *CMKAP* does not include any provision for excluded development such as national infrastructure.
- 1.11 **Consultation process**: the *Consultation Statement* which accompanies the *CMKAP* describes the extensive community and stakeholder engagement carried out in preparing the Plan. The *Public Consultation (Regulations 14) Report* annexed to the *Consultation Statement* provides details of the persons and bodies who were consulted

Paragraph 1(d)

- 1.12 The Examiner is to consider whether the area for any referendum should extend beyond the neighbourhood area to which the draft neighbourhood plan relates.
- 1.13 With regard to this issue, the CMK Alliance Steering Group would make the following observations:
 - " Twelve respondents to the public consultation (out of 76 in total) made a comment about the referendum(s) all felt that a referendum should be wider, as the city centre serves all the residents of Milton Keynes. We note that almost all of these respondents had favourable comments to make about the Plan their view regarding the referendum area appears to be mainly based on a matter of principle rather than opposition to the content of the Plan itself.

^{1.7} The area was designated a Business Neighbourhood Plan Area by Milton Keynes Council on 25 July 2012³.

about the Plan, how they were consulted, what were the main issues and concerns expressed, and how these issues and concerns have been considered, and, where relevant, addressed in the revised version (*Draft for Examination*) of the *CMKAP*.

² Any reference to the emerging *Core Strategy* is likely to be superseded by the Adopted *Core Strategy* by the time of examination of the *CMKAP*

³ http://www.milton-keynes.gov.uk/planning-policy/displayarticle.asp?ID=86168

- » All residents in the wider Borough have been consulted in the preparation of the emerging *Core Strategy*, which sets the strategic direction and over-arching policies for Milton Keynes, including the city centre. As discussed in more detail in Chapter 4 of this document, the *CMKAP* has been prepared to be in general conformity with the emerging *Core Strategy*.
- » It is not clear how the CMKAP would impact or be relevant to businesses located outside of the city centre.
- » Insufficient evidence has come forward to support a referendum wider than the designated neighbourhood plan area – i.e. the CMK Town Council parish.

Paragraphs 1(e)

1.14 There are no other prescribed matters.

Paragraph 2(g)

1.15 Paragraph 1 of Schedule 2 of the Neighbourhood Planning Regulations 2012 prescribes the following condition:

The making of the neighbourhood development plan is not likely to have a significant effect on a European site (as defined in the Conservation of Habitats and Species Regulations 2010(d) or a European offshore marine site (as defined in the Offshore Marine Conservation Regulations 2007(e), either alone or in combination with other plans or projects.

1.16 A Habitats Regulations Assessment (HRA) was undertaken by MK Council for its emerging *Core Strategy*, and it was concluded that an Appropriate Assessment (AA) was not required. Since the scale of development in the *CMKAP* is in general conformity with the emerging *Core Strategy*, MK Council consider that an Appropriate Assessment of the Plan is not required⁴.

Paragraph (6)

1.17 The CMK Town Council believe that the Plan is compatible with Convention rights.

⁴ the full report is available from MK Council's website

- 2.1 As part of meeting the basic conditions, paragraph 2(a) states that a draft neighbourhood development plan meets the basic conditions if:
 - having regard to national policies and advice contained in guidance issued by the Secretary of State, it is appropriate to make the neighbourhood development plan.
- 2.2 The *National Planning Policy Framework* (*NPPF*) states that neighbourhood plans must have regard to the policies in the *NPPF*.

- 2.3 Table 1 below shows how the *CMK Alliance Plan* has regard to relevant policies within the *NPPF*, namely:
 - » Building a strong, competitive economy;
 - » Ensuring the vitality of town centres;
 - » Promoting sustainable transport;
 - » Delivering a wide choice of high quality homes;
 - » Requiring good design;
 - » Promoting healthy communities;
 - » Meeting the challenge of climate change, flooding and coastal change;
 - » Conserving and enhancing the natural environment; and
 - » Conserving and enhancing the historic environment.

Table 1: General Conformity with NPPF

Building a strong, competitive economy (paras 18-22)

Planning policies should encourage sustainable economic growth in order to create jobs and prosperity. They should:

- » set out a clear economic vision and strategy for the area which positively and proactively encourages sustainable economic growth;
- » set criteria, or identify strategic sites, for local and inward investment to match the strategy and to meet anticipated needs over the plan period;
- » support existing business sectors... policies should be flexible to accommodate needs not anticipated in the plan;
- » plan positively for the location, promotion and expansion of clusters or networks of knowledge-driven, creative or high technology industries;
- » identify priority areas for economic regeneration, infrastructure provision and environmental enhancement;
- y facilitate flexible working practices such as integration of residential and commercial uses within the same unit;
- avoid the long term protection of sites allocated for employment use where there is no reasonable prospect of the site being used for that purpose... land allocations should be regularly reviewed.

Ensuring the vitality of town centres (paras 23-27)

Planning policies should promote competitive town centre environments. They should:

» recognise town centres as the heart of their communities and pursue

Relevant Policy and Objectives in the CMK Alliance Plan

The *CMKAP* sets out the following policies that aim to build a strong, competitive economy in the city centre:

Policy S1 – sets out a clear economic imperative for CMK to enhance its role as an emerging regional centre and the city's focus for retail, office, hotel, leisure and cultural development, together with new housing and community facilities;

Policy G6 – promotes flexible working practices through mixed use developments;

Policy G11: sets out the parameters for exceptional developments that would demonstrably raise the profile of Milton Keynes nationally or internationally, and would make a substantial contribution to the economic, employment, social, cultural and other key objectives of the Plan;

Policy SS1 – identifies two sites as being reserved for major opportunities 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 SS4 & Proposals Plan – promotes ambitious growth aspirations (also in accordance with the *Core Strategy*) with sites identified for indicative uses to provide over 200,000 m² gross floor area for offices; 120,000 m² gross floor area for retail; and 5,000 new dwellings over the next 15 years (see Table 4 of the draft Plan);

Policy T4 – provides a less restrictive B1 parking standard (but one that is in line with other MK town centres and the Campbell Park grid square to support local businesses in CMK (west of Marlborough Gate);

As the city centre for Milton Keynes, the *CMKAP* has placed particular importance on policies to ensure the vitality of CMK:

Policy S1 – sets out a clear vision to enhance CMK in its role as an emerging regional centre;

policies to support their viability and vitality;

- » define the extent of town centres and primary shopping areas;
- » promote competitive town centres that provide choice and a diverse retail offer;
- » retain and enhance existing markets;
- » allocate a range of sites to meet the scale and type of retail, leisure, commercial, office, tourism, cultural, community and residential development needed in town centres;
- » allocate appropriate edge-of-centre sites for main town centre uses that are well connected to the town centre:
- » recognise that residential development can play an important role in ensuring the vitality of town centres; and
- » apply a sequential test... when considering edge-of-centre proposals... preference should be given to accessible sites that are well connected to the town centre.

Relevant Policy and Objectives in the CMK Alliance Plan

Policy SS2 – defines the primary shopping area (in accordance with the *Core Strategy*) and edge-of-centre area and includes a sequential test for edge-of-centre proposals; promotes retail choice and competition through the provision of small shops; retains the existing outdoor market and extends it with a proposed covered market hall; and

Policy SS4 & Proposals Plan – promotes ambitious growth aspirations (also in accordance with the *Core Strategy*) with sites identified for indicative uses to provide over 200,000 m² gross floor area for offices; 120,000 m² gross floor area for retail; and 5,000 new dwellings over the next 15 years.

The following policies focus on enhancing interest and vitality throughout the day and evening in CMK and to create a sense of security at night:

Policy G6 – 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;

Policy G7 – all Blocklet frontages are required to have predominantly active frontages along the ground floors that face the public realm to enhance the street scene and to provide passive surveillance; and

Policy G6 – gives flexibility for developments within the Primary Shopping Area (PSA) to provide parking off-site in the outer Blocks adjacent to the PSA; improves the experience of visitors travelling by car by requiring parking facilities 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).

Promoting sustainable transport (paras 29-41)

Transport policies need to be balanced in favour of sustainable transport modes, giving people a real choice about how they travel. But different policies and measures will be required in different communities and opportunities to maximise sustainable transport solutions will vary. Policies should:

» give encouragement to solutions which support reductions in greenhouse

Movement, access and parking are critical issues for town centres, and the *CMK Alliance Plan* addresses these in the following policies:

Policy S1 – key strategic objectives aim to offer a range of travel options; encourage more pedestrian friendly routes and spaces; and to improve integration between facilities;

Policy G6 – promotes mixed use for all development proposals, including

gas emissions and reduce congestion;

- » protect and exploit opportunities for the use of sustainable transport modes... giving priority to pedestrian and cycle movements;
- » create safe and secure layouts which minimise conflicts between traffic and cyclists or pedestrians, avoiding street clutter;
- » aim for a balance of land uses... to minimise journey lengths;
- » require developments which generate significant amounts of movement to provide a travel plan;
- » promote a mix of uses for larger scale residential developments in order to provide opportunities to undertake day-to-day activities including work on site;
- » identify and protect, where there is robust evidence, sites and routes which could be critical in developing infrastructure to widen transport choice; and
- » seek to improve the quality of parking in town centres so that it is convenient, safe and secure;

Note: There is no longer a requirement to set non-residential parking standards as a maximum.

Delivering a wide choice of high quality homes (paras 47-55)

To boost significantly the supply of housing, local planning authorities should:

- » ensure their Local Plan meets the full, objectively assessed needs for market and affordable housing in the housing market area;
- » identify a supply of specific, developable sites or broad locations for growth, for years 6-10 and, where possible, for years 11-15;

Relevant Policy and Objectives in the CMK Alliance Plan

residential, which should provide opportunities to undertake day-to-day activities including work on site; late night uses should be readily accessible to late-at-night transport provision, including hackney carriages and private hire vehicles;

Policy T1 – protects existing movement corridors in CMK; reserves land along the grid roads surrounding CMK for future public transport; seeks to improve safe, attractive and convenient access for pedestrians, cyclists and public transport users;

Policy T2 – promotes an intra-CMK shuttle service and supports the future delivery of a second public transport interchange/hub in the central shopping area with future commercial development on adjacent land designed to contribute shelter, cafes and toilets for passengers; requires travel plans and Transport Assessments for large developments and to consider the need for hackney carriage provision and pick-up and set-down space where required;

Policy T3 – promotes safe and secure storage for cycles on site, as well as changing facilities; and enhancements to the CMK cycle network; and

Policy T4 – retains existing restrained parking standards for most land uses in CMK, with the exception of providing a less restrictive standard for B1 office development in CMK west of Marlborough Gate (but one that is in line with other town centres in MK) and un-allocated (visitor) parking for residential development in the Campbell Park grid square; and enables more efficient use of parking spaces through flexible shared public/private parking management. (See Chapter 3 on the plan's contribution to Sustainable Development for a fuller discussion of this point.)

The *CMKAP* sets out the following policies that aim deliver a wide choice of high quality homes in the city centre:

Policy S1 – sets a key objective to offer an attractive urban living environment for the residents of current and future dwellings;

Policy SS4 & Proposals Plan – identifies sites and densities to supply 5,000 dwellings over the next 15 years, in accordance with the quantum of development set out in the emerging *Core Strategy*,

- » set out their own approach to housing density to reflect local circumstances;
- » plan for a mix of housing based on current and future demographic and market trends, and needs of different groups in the community; and
- » identify the size, tenure and range of housing that is required in particular locations, reflecting local demand.

Relevant Policy and Objectives in the CMK Alliance Plan

Policy G10 – indicates the expected density of residential developments in different areas of CMK; requires residential developments to offer a mix of unit sizes and tenures, and to contribute to the provision of affordable and social housing in line with the emerging *Core Strategy*.

Requiring good design (paras 56-68)

Good design of the built environment is a key aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people. Planning policies should aim to ensure that developments:

- » add to the overall quality of the area, not just for the short term but over the lifetime of the development;
- » establish a strong sense of place, using streetscapes and buildings to create attractive and comfortable places to live, work and visit:
- » create and sustain an appropriate mix of uses (including incorporation of green and other public space as part of developments) and support local facilities and transport networks;
- » respond to the local character and history, and reflect the identity of local surroundings and materials... but not attempt to impose architectural styles or tastes; however, it is proper to seek to promote or reinforce local distinctiveness;
- » create safe and accessible environments where crime and disorder, and the fear of crime, do not undermine quality of life or community cohesion;

Applicants will be expected to work closely with those directly affected by their proposals to evolve designs that take account of the views of the local community.

The *CMKAP* sets out the following policies that promote good design and quality of place:

Policy S1 – aims to achieve higher quality buildings and spaces around them and to provide more pedestrian-friendly routes and spaces between new and existing building and public areas;

Policy G1 – protects the distinctive identity of CMK, which contributes to a strong sense of place;

Policies G7 – promotes attractive, safe and accessible developments through active frontages and weather protection for pedestrians;

Policy G8 – defines the structure of Blocks and Blocklets, including how development should relate to the public realm, and encourages a greater degree of permeability and a finer grain of development; and

Policy G9 – requires new development to respect the existing CMK grid layout and new buildings and any associated public realm to complement the established distinctive character of CMK; a building's form, details and materials should be well considered and of high quality and demonstrate an appreciation of and response to the wider context of the site.

Local planning authorities should adopt proactive strategies to mitigate and

National Planning Policy Framework Relevant Policy and Objectives in the CMK Alliance Plan Promoting healthy communities (paras 69-78) As a Neighbourhood Plan, the CMKAP strongly promotes development which facilitates social interaction and creates healthy, inclusive communities. This is a The planning system can play an important role in facilitating social interaction theme that runs through many policies: and creating healthy, inclusive communities. Local planning authorities should create a shared vision with residents about the residential environment and Policy S1 – aims for CMK to develop as an attractive focus for all residents of the Borough and to offer an attractive urban living environment for current and community facilities they wish to see. Planning policies should: future CMK residents: aim to achieve places which promote opportunities for meetings between community members... through mixed-use development, strong Policy SS4 & Proposals Plan – promotes the delivery of a wide range of sport, community, leisure and cultural facilities through indicative sites and land uses; neighbourhood centres and active street frontages, which bring together those who work, live and play in the vicinity; Policies G1, G3, G4 and G5 - protect the public infrastructure, including highquality landscapes, and promote the retention of existing public open spaces as create safe and accessible developments, containing clear and legible these amenity assets are integral to the successful enjoyment of CMK by a wide pedestrian routes, and high quality public space, which encourage the active range of residents and contribute to healthy lifestyles within the community; and continual use of public areas; Policies G6, G7 and G8 – create safe and accessible developments through plan positively for the provision and use of shared space, community mixed-use, active frontages, and greater permeability; facilities and other local services: Policy G10 -promotes a mixture of residential unit sizes and tenures across guard against the unnecessary loss of valued facilities and services, CMK; requires residential development proposals to demonstrate how possible particularly where this would reduce the community's ability to meet its daynoise conflict with nearby uses is to be minimised and how good standards of to-day needs: daylight and sunlight will be achieved; also requires residential developments to protect existing open space, unless replaced by equivalent or better foster the creation of strong communities by establishing communal facilities provision: such as shared open space and encouraging shared responsibility for their management; and protect and enhance public rights or way and access; and Policy G12 – highlights an urgent need for MK Council to re-visit the existing enable local communities, through local and neighbourhood plans, to CMK Planning Obligations SPG to create a shared vision with residents about identify special protection green areas of particular importance to them. the community facilities they wish to see and how they will be funded. Meeting the challenge of climate change, flooding and coastal change Flooding issues are of limited relevance to CMK. (paras 93-108)

Sustainable construction and energy efficiency improvements are covered by the

emerging Core Strategy and saved policies in the Local Plan, so these have not

adapt to climate change, taking full account of flood risk... To support the move to a low carbon future, planning policies should:

- » plan for new development in locations and ways which reduce greenhouse emissions;
- » actively support energy efficiency improvements to existing buildings;
- when setting any local requirement for a building's sustainability, do so in a way consistent with the Government's zero carbon buildings policy and adopt nationally described standards; and
- » plan for new development in locations which avoid increased vulnerability to impacts arising from climate change, including directing development away from areas of flood risk.

Relevant Policy and Objectives in the CMK Alliance Plan

been duplicated by CMKAP policies.

The *CMKAP* seeks to reduce greenhouse gas emissions caused by vehicles (particularly cars) through a number of policies:

Policy G6 – promotes mixed use for all development proposals, including residential, which should provide opportunities to undertake day-to-day activities including work on site. CMK workers are less likely to make additional journeys or will make shorter car journeys for 'top-up' shopping and leisure activities because of amenities within walking distances of offices;

Policies T1, T2, T3: ensure that the needs of pedestrians, cyclists and public transport users are given priority in new developments in CMK; and promote enhancements to public transport choice and the provision of facilities for cycling; and

Policy T4: retains existing restrained parking standards for most land uses in CMK, with the exception of providing a less restrictive standard for office development in CMK west of Marlborough Gate (but one that is in line with other town centres in MK) and un-allocated (visitor) parking for residential development in the Campbell Park grid square; and enables more efficient use of parking spaces through flexible share public/private parking management.

Conserving and enhancing the natural environment (paras 109-125)

Planning policies should contribute to and enhance the natural and local environment by a range of means, including:

- » protect and enhance valued landscapes, geological conservation interests and soils;
- » minimise impacts on biodiversity and geodiversity and provide net gains in biodiversity where possible;
- » avoid noise from giving rise to significant adverse impacts on health and quality of life as a result of new development;
- » encourage good design to limit the impact of light pollution from artificial

Although urban landscapes may make a more limited contribution to biodiversity, the Plan retains the extent of existing public and semi-public open spaces and encourages biodiversity, such as the introduction of wild flower meadows, in public green spaces.

Policies G3, G4 and G5 – protect CMK's high-quality landscapes, and promote the retention of existing public open spaces as these amenity assets are integral to quality of life as a result of new development.

light on local amenity.

Conserving and enhancing the historic environment (paras 126 – 141)

Planning policies should set out a positive strategy for the conservation and enjoyment of the historic environment...and should recognise that heritage assets are an irreplaceable resource and conserve them in a manner appropriate to their significance, taking into account:

- * the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;
- * the wider social, cultural, economic and environmental benefits that conservation of the historic environment can bring;
- » the desirability of new development making a positive contribution to local character and distinctiveness; and
- » opportunities to draw on the contribution made by the historical environment to the character of a place.

The effects on the significance of a non-designated heritage asset should also be taken into account.

Relevant Policy and Objectives in the CMK Alliance Plan

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.

Policy G1: carefully defines and protects the extent, layout and quality of the classic CMK infrastructure, which 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;

Policy G2: seeks to protect the built environment and public art in CMK through the preparation and adoption of a Local List by MK Council, which is to be periodically reviewed to identify any assets that might be appropriate to be referred to the Secretary of State for Statutory Listing;

Policies G7 – promotes weather protection for pedestrians in keeping with the original design of CMK (colonnades and porte cocheres are characteristic of many buildings in CMK); and

Policy G9 – requires new development to respect the existing CMK grid layout and new buildings and any associated public realm to complement the established distinctive character of CMK.

3. Contribution to Sustainable Development

...sustainable development is about positive growth – making economic, environmental and social progress for this and future generations.

> Rt Hon Greg Clark MP Minister for Planning

- 3.1 The *National Planning Policy Framework* states that the purpose of the planning system is to contribute to the achievement of sustainable development. At the heart of the *NPPF* is a presumption in favour of sustainable development, which 'should be seen as a golden thread running through both plan-making and decision-taking.' To meet the basic conditions, neighbourhood development plans must contribute to the achievement of sustainable development.
- 3.2 There are three dimensions to sustainable development: economic, social and environmental. These should be sought jointly and simultaneously.
- 3.3 The most important way that the *CMK*Alliance Plan contributes to sustainable development is that it implements the emerging Core Strategy, which has undergone its own Sustainability Appraisal incorporating Strategic Environmental Assessment (SEA). The purpose of an SA is

- to ensure the integration of social, environmental and economic considerations into the preparation of local development documents.
- 3.4 How the *CMKAP* contributes to these key considerations is described in more detail below.

Promoting economic growth

- 3.5 The *CMKAP* plans positively for economic growth by:
 - » Indicating developable sites to meet the anticipated housing needs in CMK of up to 5,000 dwellings by 2026, as assessed by the emerging *Core Strategy*;
 - » Contributing to building a strong, diverse and competitive economy by indicating sites for over 200,000 m² of new office floorspace and promoting a better balance of parking provision so CMK remains attractive as a place to do business;
 - » Supporting the vitality of the city centre through enhanced interest, choice and competition by retaining and extending the outdoor market, encouraging the provision of small shops, and indicating

- sites to provide over 120,000 m² of additional retail floorspace;
- » Adopting a sequential test for retail development – with the primary shopping area first, followed by the edge-of-centre area:
- » Setting out policies to enhance CMK's role as an emerging regional centre with a diverse mix of land uses: and
- » Identifying strategic sites for major opportunities in future, such as a university campus, major research or similar institute, or international headquarters or government establishment which would raise the profile of Milton Keynes nationally and internationally and to the benefit of future generations.

Supporting social wellbeing

- 3.6 The *CMKAP* supports strong, vibrant and healthy communities by:
 - » Requiring residential developments to offer a mix of unit sizes and tenures, and provide affordable and social housing in line with the emerging *Core Strategy*,

- » Promoting the delivery of a wide range of community, leisure, sport and cultural facilities;
- » Protecting high-quality landscaping and public open spaces which contribute to health and well-being;
- » Encouraging safer environments and a strong sense of place through good design, mixed-use, active frontages and greater permeability; and
- » Promoting a sense of identity through retaining CMK's distinctive built infrastructure.

Conserving the natural and historic environment

- 3.7 The *CMKAP* seeks to conserve the natural and historic environment and reduce environmental damage by:
 - » Ensuring the needs of pedestrians, cyclists and public transport users are given priority in new developments, and seeking to improve safe, attractive and convenient access and facilities for them:
 - » Future-proofing movement corridors, which serve all modes of transport today

- and provide options for mass transit solutions in future;
- » Promoting mixed-use development, bringing jobs, goods and services close together which reduces the number and length of journeys by car and other vehicles, thereby reducing CO₂ emissions;
- » Retaining existing restrained parking standards for most land uses, with the exception of office developments in CMK west of Marlborough Gate and visitor parking for residential developments in Campbell Park; and
- » Protecting the classic CMK infrastructure, which is widely recognised as part of CMK's heritage and an important public asset, and seeking to protect the built environment and public art through Local Listing.

Addressing sustainability issues raised through public consultation

3.8 In processing the consultation responses, the Alliance have considered, and where appropriate, revised the Plan, to address a number of issues raised regarding the Plan's

contribution to the achievement of sustainable development. These are:

- » Defining the edge-of-centre area;
- » Revising CMK parking standards;
- » Protecting the classic CMK infrastructure; and
- » Reserving sites for major opportunities.

Edge of Centre Area

- 3.9 In keeping with the *NPPF* objective (paragraph 23) to promote the vitality of town centres, the *CMKAP* defines the Primary Shopping Area (in accordance with the emerging *Core Strategy*) as well as an 'edge of centre' area for retail development when suitable and viable sites are not available in the Primary Shopping Area.
- 3.10 As made clear in the *NPPF*, the key principle for edge of centre sites is that they are 'well connected' to the town centre. In the *NPPF* Glossary, 'edge of centre' is defined for retail purposes, as 'a location that is well connected and up to 300 metres of the primary shopping area.' It goes on to say that 'in determining whether a site falls within

- the definition of edge of centre, account should be taken of local circumstances.'
- 3.11 Strictly speaking, 300m from the Primary Shopping Area in CMK would include some of the surrounding residential estates (e.g. Fishermead and Conniburrow), which are not part of the city centre. Instead, the CMKAP takes account of local circumstances - the shape of the edge of centre area represents sites with greatest access to public transport (all buses passing through CMK stop at the Station and travel along Midsummer Boulevard). This supports the principle of the NPPF that edge of centre sites should be well connected. The CMK 'edge of centre' area is roughly the same size (in hectares) as a 300m area drawn around the Primary Shopping Area - it is only the shape that is different.

CMK Parking Standards

3.12 In keeping with NPPF objectives to promote sustainable transport, the Plan encourages public transport, cycling and walking as the preferred mode of choice for more people coming to and enjoying CMK.

- 3.13 About 10% of peak period journeys into CMK are currently made by bus, and the Plan, in line with previous MK Council transport studies, assumes that this can be increased to 20-25% by the end of the Plan period. This is an ambitious target, at the limits of what's considered feasible⁵. The Plan supports this shift through a number of proposals, such as a CMK Shuttle, a second transport interchange and Park & Ride facilities.
- 3.14 The shift to 20-25% of peak period journeys by public transport still requires nearly 60% of journeys to be made by car in 2026. At the same time, the number of workers will greatly increase as a result of new development, which means that whilst the *proportion* of journeys made by sustainable transport will increase substantially, there will also be more journeys made by car and more parking spaces required.
- 3.15 The *Consultation Draft* of the Plan proposed that Zone 2 parking standards be adopted

for all land uses in CMK west of Marlborough Gate. (East of Marlborough Gate, the Campbell Park grid square is already designated as Zone 2 in the existing parking standards.) After reviewing the representations regarding the original parking proposals, the Alliance re-visited the parking standards and narrowed the issues to:

- » parking for office developments in CMK west of Marlborough Gate; and
- » visitor parking for residential developments in the Campbell Park grid square.
- 3.16 The revised *Draft for Examination* includes changes to these land uses only and retains the existing Zone 1 parking standards for all other uses in CMK (west of Marlborough Gate) and Zone 2 in the Campbell Park grid square.
- 3.17 For B1 office developments, the existing Zone 1 parking standard (1:70) would deliver about 3,300 parking spaces, whereas the *CMKAP* parking standard (1:50) would deliver about 4,200 a increase of about 900 spaces in total. (It should be noted that 1:50 is the standard for office developments in

⁵ see expert panel session on access, transport and parking (Appendix 4 of the Consultation Statement)

- other town centres in Milton Keynes, as well as in the Campbell Park grid square.)
- 3.18 For C3 residential developments in the Campbell Park grid square, the existing Zone 2 parking standard would deliver approximately 1 space per unit or 3,800 allocated spaces, and the *CMKAP* retains this standard. However, the existing standard does not provide unallocated (visitor) parking as is the case for other residential areas in Milton Keynes the *CMKAP* provides 1 space per 3 units or about 1,300 additional spaces.
- 3.19 It should be emphasised that these additional unallocated spaces for residential use may be achieved through sharing public spaces with other uses, such as offices.

 This is currently the practice in other parts of CMK (west of Marlborough Gate), where residents are issued scratch cards for their visitors to use public spaces.
- 3.20 In summary, the *CMKAP* promotes sustainable transport objectives through a number of policies whilst also recognising that even with significant increases in public transport use, more parking is needed to support economic growth and the needs of workers, businesses and residents in future.

Protecting the infrastructure

- 3.21 Whilst many respondents supported the CMKAP's approach to retaining the classic CMK infrastructure, a few questioned whether this met the presumption in favour of sustainable development.
- 3.22 As noted above, sustainable development requires the simultaneous delivery of economic, social and environmental benefits. The classic CMK infrastructure is part of the historic environment, provides movement corridors, and also creates a sense of place for local communities. It therefore contributes both environmental and social benefits.
- 3.23 Flexibility is provided for exceptional developments that would deliver outstanding economic benefits, for example, which may offset any loss of environmental and social value. The revised Plan also clarifies that the amalgamation of Blocklets through the removal of Streets to accommodate large developments is acceptable, subject to alternative arrangements for public access.

Strategic Reserve Sites

- 3.24 The Plan reserves two sites for major opportunities, such as a university campus or major research institute or government establishment, or national headquarters. Whilst the majority of respondents who commented on this aspect of the Plan were supportive, a few questioned whether the reservation of these sites meets the presumption in favour of sustainable development. We believe so, for the following reasons:
- 3.25 Firstly, it is one of the *Core Strategy*'s key objectives to deliver a university in CMK. The MK Higher Education Board stated in its representation during consultation of the *CMKAP*.

'The ultimate scope of the university cannot be forecast with any certainty but that it will develop into a substantial element of CMK infrastructure should not be doubted.'

- 3.26 Secondly, these sites (B4 and F1.2-1.4), which are in public ownership, account for just 8 hectares or about 15% of the almost 50 hectares of developable land in CMK (see Table 4 in the *Examination Draft* of the Plan).
- 3.27 Finally, other developable sites are available which are similarly situated to the reserved sites (see Figure 16 in the draft Plan):
 - » Block B4 (3.6 ha) lies within 400 800m of MK Central Station. Within the vicinity of the Station, there are nine other developable sites (5.9 ha in total). Sites A1.3 (1.26 ha), A3.1 (0.26 ha), A3.3 (0.76 ha), B3.1 (0.09 ha), B3.2 (0.2 ha), and B3.3 (0.42 ha) are all undeveloped and in public ownership. Sites A2.2 (0.9 ha), A2.3 (0.92 ha), and A3.2 (1.05 ha) are in private ownership and are under-developed (currently used for ground-level private car parking).
 - » Blocklets F1.2 -1.4 (4.6 ha) lie on the north side of Campbell Park. On the same side, almost all of Blocks G1 and H1 remain undeveloped and in public ownership (8.5 ha in total).

3.28 Given the availability of many alternative development sites in CMK, reserving Blocks B4 and Blocklets F1.2-1.4 for major opportunities such as the University is not seen as holding back other development opportunities over the Plan period.

4. Strategic Policies of the Core Strategy

- 4.1 As part of meeting the basic conditions, paragraph 2(e) states that a draft neighbourhood development plan meets the basic conditions if:
 - the making of the neighbourhood development plan is in general conformity with the strategic policies contained in the development plan for the area of the authority (or any part of that area).
- 4.2 Milton Keynes Council submitted its *Core Strategy* in March 2011. The submission document contains the vision, objectives and strategic policies for the future development of Milton Keynes to 2026. Policy CS 7 covers CMK. Following Examination in Public in July 2012, the Inspector requested a number of modifications, which have now been put to public consultation. It is anticipated that the *Core Strategy* will be formally adopted by summer 2013, and any reference to the emerging *Core Strategy* in this document and the *CMKAP* is likely to be superseded by the Adopted *Core Strategy*.

- 4.3 The *CMK Alliance Plan* has been prepared to be in general conformity with the emerging *Core Strategy*, especially CS 7. The *CMKAP* promotes strategies and polices which seek to deliver the *Core Strategy's* objectives for the quantum of development and overall land use in CMK to 2026.
- 4.4 The *Milton Keynes Local Plan* was formally adopted in December 2005. Strategic Policy S5 applies to Central Milton Keynes. However, the *Core Strategy* has not saved this policy and the *CMKAP* has been prepared to inhabit the emerging *Core Strategy*.
- All relevant strategic policies in the emerging Core Strategy, when adopted, will apply to development in CMK: the CMKAP does not repeat these elements. For example, despite the absence of a specific policy on sustainable design and construction in the CMKAP, all new development in the city centre is expected to reflect efficient use of natural resources and methods to reduce environmental damage, in accordance with policy CS 14 of the emerging Core Strategy.

4.6 Table 2 below shows how the *CMK Alliance Plan* is in general conformity with strategic policies of the emerging *Core Strategy*.

Table 2: General Conformity with MK Core Strategy

MK Core Strategy	Relevant Policy and Objectives in the CMK Alliance Plan
Strategic Objectives 5. To promote the development of Central Milton Keynes as the vibrant cultural centre of the region by making it the main location within the city for retail, leisure, cultural and larger office developments (around 12,000m² of office floorspace per year*) and for up to 5,000 homes by 2026.	Policy SS4 & Proposals Plan – promotes ambitious growth with indicative sites to provide approximately 200,000 m ² gross floor area for offices; 120,000 m ² gross floor area for retail; and 5,000 new dwellings over the next 15 years.
Policy CS 4 – Retail and Leisure Development (Table 5.6b) Estimated CMK retail floorspace needed by 2026: 69,714 – 110,781m²	*12,000m² per year x 15 years = 180,000m²
Policy CS 7 – Central Milton Keynes Central Milton Keynes is a modern and carefully planned new city centre. It will	The CMKAP sets out the following policies that promote good design, greater permeability, and increased variety of uses:
retain and enhance its role as an emerging regional centre and the city's focus for retail, office, hotel, leisure and cultural development, together with new housing and community facilities.	Policy G6 – 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;
The key objectives for CMK are: 1. Achieve higher quality buildings and spaces around them, with greater attention to human scale and more detail and variety of uses within	Policy G8 – defines the structure of Blocks and Blocklets including how development should relate to the public realm, and encourages a greater degree of permeability and a finer grain of development; and
proposals;	Policy G9 – requires a building's form, details and materials and associated public realm to be well considered and of high quality and the design to demonstrate an appreciation of and response to the wider context of the site.
2. Promote a higher density of development in appropriate locations;	Policy G9 – encourages new development to be generally up to eight stories high (i.e. promoting a higher density than currently in CMK), and provides criteria for even taller buildings; and
	Policy G10, Policy SS4 & Proposals Plan – indicate the expected density of residential developments in different areas of CMK, which reflect a high urban density for dwellings.
 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; 	Policy SS2 – defines the primary shopping area (which accords with the <i>Core Strategy</i> 's PSA) and the edge-of-centre shopping area, and includes a sequential test for edge-of-centre proposals; promotes retail choice and competition

MK (Core Strategy	Relevant Policy and Objectives in the CMK Alliance Plan
		through the provision of small shops; retains the existing outdoor market and extends it with a proposed covered market hall; and to improve the visitor experience and services, a mix of leisure, cultural and community uses within the Primary Shopping Area are to be provided as part of any new major retail development; and
		Policy SS4 & Proposals Plan – promotes the delivery of a wide range of sport, community, leisure, and cultural facilities through indicative sites and land uses.
 Offer a range of travel options which collectively will support an increase in visitor numbers to the city centre and increased average travel distances; 		Policy G6 – promotes mixed use developments and requires late night uses to be readily accessible to late-at-night transport provision, including hackney carriages and private hire vehicles;
	Policy T1 – seeks to improve safe, attractive and convenient access for pedestrians, cyclists and public transport users; and	
		Policy T2 – promotes an intra-CMK shuttle service and supports the future delivery of a second public transport interchange/hub in the central shopping area with future commercial development on adjacent land designed to contribute shelter, cafes and toilets for passengers; requires travel plans and Transport Assessments for large developments and to consider the need for hackney carriage provision and pick-up and set-down space where required.
 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; 		Policy G1 – protects the distinctive identify of CMK, which contributes to a strong sense of place;
	estates;	Policies G1, G3, G4 and G5 – protect the public infrastructure, including high-quality landscapes, and promote the retention of existing public open spaces as these amenity assets are integral to the successful enjoyment of CMK by a wide range of residents and contribute to healthy lifestyles within the community;
	Policies G6, G7 and G8 – create safe and accessible developments through mixed-use, active frontages, and greater permeability;	
		Policy G10 – requires residential developments to foster the creation of strong communities by establishing communal facilities such as shared open space and encouraging shared responsibility for their management;

MK Core Strategy		Relevant Policy and Objectives in the CMK Alliance Plan	
		Policy G9 – requires new development to respect the existing CMK grid layout and new buildings and any associated public realm to complement the established distinctive character of CMK; a building's form, details and materials should be well considered and of high quality and demonstrate an appreciation of and response to the wider context of the site;	
		Policy SS2 – promotes the provision of small shops and retains the existing outdoor market and extends it with a proposed covered market hall; and	
		Policy SS4 & Proposals Plan – promotes the delivery of a wide range of sport, community, leisure, and cultural facilities through indicative sites and land uses;	
6.	Encourage greater access to and within the area by walking, cycling and public transport;	Policy T1 – protects existing movement corridors in CMK; reserves land along the grid roads surrounding CMK for future public transport; seeks to improve safe, attractive and convenient access for pedestrians, cyclists and public transport users; and	
		Policies T1, T2, T3: ensure that the needs of pedestrians, cyclists and public transport users are given priority in new developments in CMK; and promote enhancements to public transport choice and the provision of facilities for cycling.	
7.	Provide more pedestrian-friendly routes and spaces between new and existing buildings and public areas;	Policies G6, G7 and G8 – create safe and accessible developments through mixed-use, active frontages, and greater permeability.	
8.	Improve integration between the facilities;	Policies G6, G7 and G8 – create safe and accessible developments through mixed-use, active frontages, and greater permeability; and	
-		Policy SS4 & Proposals Plan – promotes the mixed-use delivery of business, retail and leisure floorspace with a wide range of community, leisure, sport and cultural facilities through indicative land use proposals on a variety of sites.	
9.	Accommodate the expansion needs of tertiary Higher Education such as the University Centre Milton Keynes (UCMK); and	Policy SS1 – identifies two sites as being reserved for major developments of strategic importance, such as a university campus.	
10.	Offer an attractive urban living environment for the residents of current and future dwellings.	Policies G1, G3, G4 and G5 – protect the public infrastructure, including the classic CMK infrastructure and existing open spaces, such as Campbell Park and the Green Frame;	

MK Core Strategy	Relevant Policy and Objectives in the CMK Alliance Plan
	Policy G10 –promotes a mixture of residential unit sizes and tenures across CMK; requires residential development proposals to demonstrate how possible noise conflict with nearby uses is to be minimised and how good standards of daylight and sunlight will be achieved;
	Policy G12 – highlights an urgent need for MK Council to re-visit the existing CMK Planning Obligations SPG to create a shared vision with residents about the community facilities they wish to see and how they will be funded;
	Policy SS4 & Proposals Plan – promote the delivery of a wide range of sport, community, leisure, and cultural facilities through indicative sites and land uses;
	Policy T4 : provides un-allocated (visitor) parking for residential development in the Campbell Park grid square to minimise inappropriate parking on verges and pavements.
Policy CS11 – A Well Connected Milton Keynes Maintain and future-proof the city's grid road network and extend it into new development areas whilst safeguarding movement corridors for possible mass transit schemes. Encourage greater movement by cycling and walking through improvements to the existing Redway network and other paths including more direct routes, enhanced facilities and signage, and better integration with transport interchange hubs.	Policy G1 – seeks to safeguard the grid road network and movement corridors in CMK, such as Boulevards and Gates;
	Policy G4 – ensures that development in the Green Frame does not harm the capacity of the city road corridors to accommodate the movement needs of future generations, including public transport;
	Policy T1 – seeks to improve safe, attractive and convenient access for pedestrians, cyclists and users of public transport users; protects existing movement corridors in CMK; reserves land along the grid roads surrounding CMK for future public transport; and
	Policies T2, T3: promote enhancements to public transport choice and the provision of facilities for cycling.
Policy CS12 – Developing Successful Neighbourhoods Treate diverse and flexible neighbourhoods that can respond to change overtime, allowing communities to form and grow effectively.	Policy G10 – promotes a residential mixture of different unit sizes and tenures, and the provision of affordable and social housing in line with the <i>Core Strategy</i> , requires residential development proposals to demonstrate how possible noise conflict with nearby uses is to be minimised and how good standards of daylight and sunlight will be achieved, and to foster the creation of strong communities by establishing communal facilities such as shared open space and encouraging shared responsibility for their management.

MK Core Strategy Relevant Policy and Objectives in the CMK Alliance Plan Policy CS13 - Ensuring High Quality, Well Designed Places Policy G1 – protects the distinctive identify of CMK, which contributes to a strong sense of place; and Character of Place - all new development must be of high design quality in terms of layout, form and appearance, and make a positive contribution to Policy G9 - requires new development to respect the existing CMK grid layout and new buildings and any associated public realm to complement the the character of the area in which it is located. established distinctive character of CMK. Design of Place - Champion new approaches to sustainable urban form and structure, which build on the concept of the grid, so that everyone lives within walking distance of a viable bus route, local shops and other day-today facilities. Policies G1, G3, G4 and G5 – protect the public infrastructure, including the **CS20 – the Historic and Natural Environment** classic CMK infrastructure and existing open spaces, such as Campbell Park New development should protect and enhance the character of the and the Green Frame; and Borough's heritage assets, including important elements of the 20th century Policy G2: seeks to protect the built environment and public art in CMK through new town architecture. the preparation and adoption of a Local List by MK Council, which is to be Green infrastructure will be protected and enhanced. periodically reviewed to identify any assets that might be appropriate to be

referred to the Secretary of State for Statutory Listing.

5. European Union Obligations

5.1 Paragraph 2(f) requires that the making of a neighbourhood development plan does not breach, and is otherwise compatible with European Union (EU) obligations.

Strategic Environmental Assessment (SEA)

- 5.2 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.
- 5.3 A Sustainability Appraisal (SA) incorporating SEA was produced for MK Council's emerging *Core Strategy*. When preparing the *Consultation Draft* of the *CMKAP*, having regard to the legal requirement that neighbourhood plans must accord with the Statutory Development Plan in the area, the Alliance proceeded on the basis that our work nested inside the SEA carried out by Milton Keynes Council for its emerging *Core Strategy* which has been through examination and is scheduled for adoption by the summer of 2013.

- 5.4 In processing the representations from the public consultation, two issues emerged flagging the possible need for an SEA the *CMKAP* Proposals Plan and the revised standards for the provision of parking. These issues are addressed below.
- Proposals Plan: considerable effort and analysis have been undertaken to ensure that the CMKAP land use proposals conform to the quantum of development set out in the emerging Core Strategy. The resulting Proposals Plan and associated Schedule were misinterpreted by some respondents as a land use *allocations* plan. (Poor wording in this section also contributed to the confusion.) The revised Examination Draft of the Plan clarifies that the quantum and mix of uses are *indicative*, and there is flexibility to bring forward alternative amounts and land uses, subject to approval by MK Council, who will monitor the progress of the Plan.
- 5.6 Parking Provision: As discussed in Chapter 4 above, the Consultation Draft of this Plan proposed less restrictive Zone 2 parking standards for all land uses in CMK west of Marlborough Gate. The revised Examination

- Draft of the Plan now changes only the B1 office standard in this part of CMK and the C3 unallocated parking standard in the Campbell Park grid square, and retains the existing parking standards for other uses.
- 5.7 The requirement for a SEA is set out in the Environmental Assessment of Plans and Programmes Regulations 2004. ODPM (now DCLG) have also produced practical guidance on applying EU Directive 2001/42/EC. MK Council used these documents as the basis for screening⁶ the revised Examination Draft of the CMKAP and concluded that an SEA is not required.

EU compliance

5.8 The *CMK Alliance Plan* is considered to be compatible with EU obligations and Human Rights/Equalities legislation.

⁶ the full report is available from MK Council's website

6. Conclusion

- 6.1 This Basics Conditions Statement demonstrates that:
 - » In having regard to the National Policy Planning Framework and the strategic policies contained in the MK emerging Core Strategy, it is appropriate to make the Plan;
 - » The Plan contributes to the achievement of sustainable development;
 - » The Plan does not breach, and is otherwise compatible with, EU obligations; and
 - » The Plan has met the prescribed conditions and matters in connection with the proposal for the Neighbourhood Development Plan.
- 6.2 It is therefore concluded that the CMK
 Alliance Plan fulfils Section 15(1) paragraph
 (d) of the Neighbourhood Planning
 Regulations 2012.