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Proposals Plan

## 11. Plans & Indicative Land Uses

This section of the Alliance Plan has three parts:

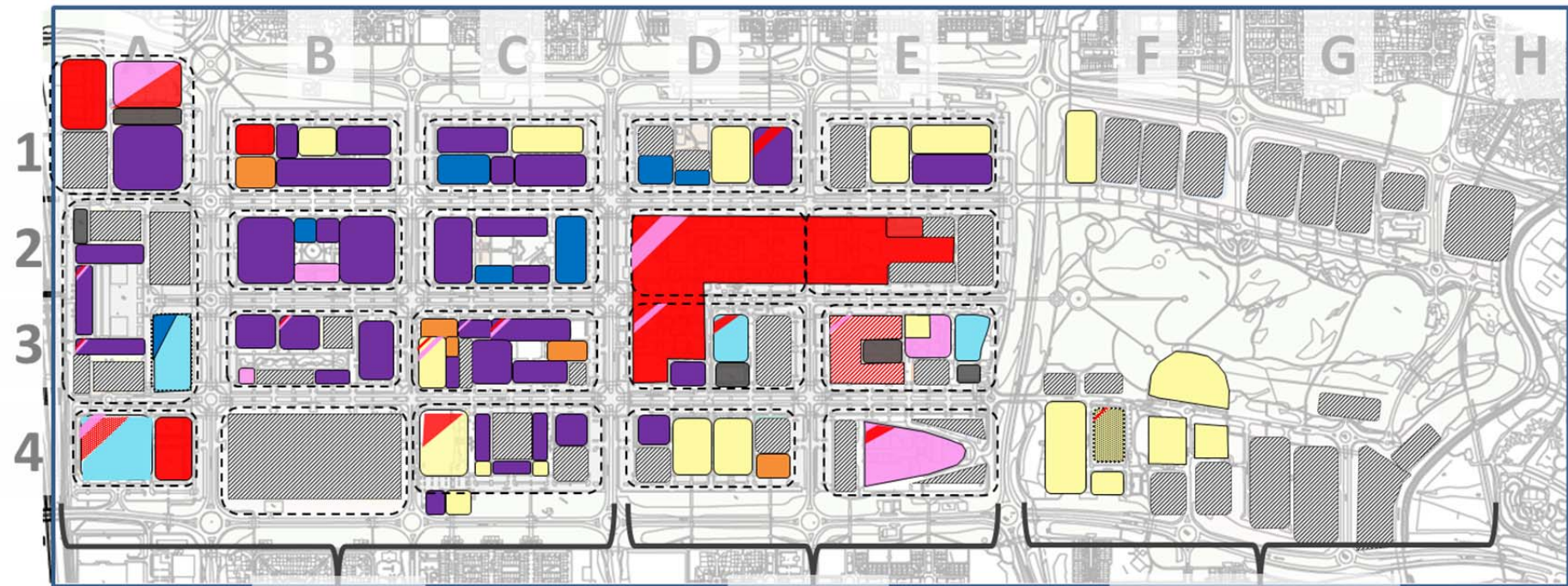
1. An Existing Use Plan which records the situation on the ground in CMK at the time of preparing this Plan. This is background briefing. Attention is drawn to the coarseness of the grain of the uses that dominate the land use pattern. Generally speaking, it is only in the most recent developments (such as the Hub and Vizion) that show a smattering of mixed uses - indicated here by roughly proportionate stripes of land use colour on developed blocklets.

2. A Proposals Plan, which indicates the land use mix encouraged by this plan for each undeveloped or under-developed blocklet where development may reasonably be expected in the life of this Plan, based on current information. In the present national economic crisis it has not been practicable to carry out a conventional "hard and soft" analysis in full, through which an assessment is made on a plot by plot basis of the likelihood of change in the Plan period ahead. This means that existing development in CMK that has no colour in the Proposals Map may nevertheless come forward for redevelopment yet there is no specific guidance in this section of the Plan to assist either the developer or the local planning authority. In

such circumstances this Plan assumes redevelopment proposals will at least aim broadly to replicate as a minimum the existing quantity and mix of land uses, enriched in quantity and mix in response to the overall approach for CMK set out in this Plan. In other words, a creative and beautifully designed architectural and development response to this vision is invited and encouraged, without harm to the existing benchmark of economic, social and environmental benefit. "More, and better, and more varied" are the watchwords.

3. Indicative Land Use Tables, which schedules the quantities of land use ingredients envisaged for the development recipe for undeveloped and under-developed blocklets. This information is necessary for developers and their architects; as an aid to Development Management monitoring by MK Council; and to allow this Plan to be checked for its degree of fit with MK Council's Adopted Local Plan and draft Core Strategy.

Existing Use Plan



West Ward

East Ward

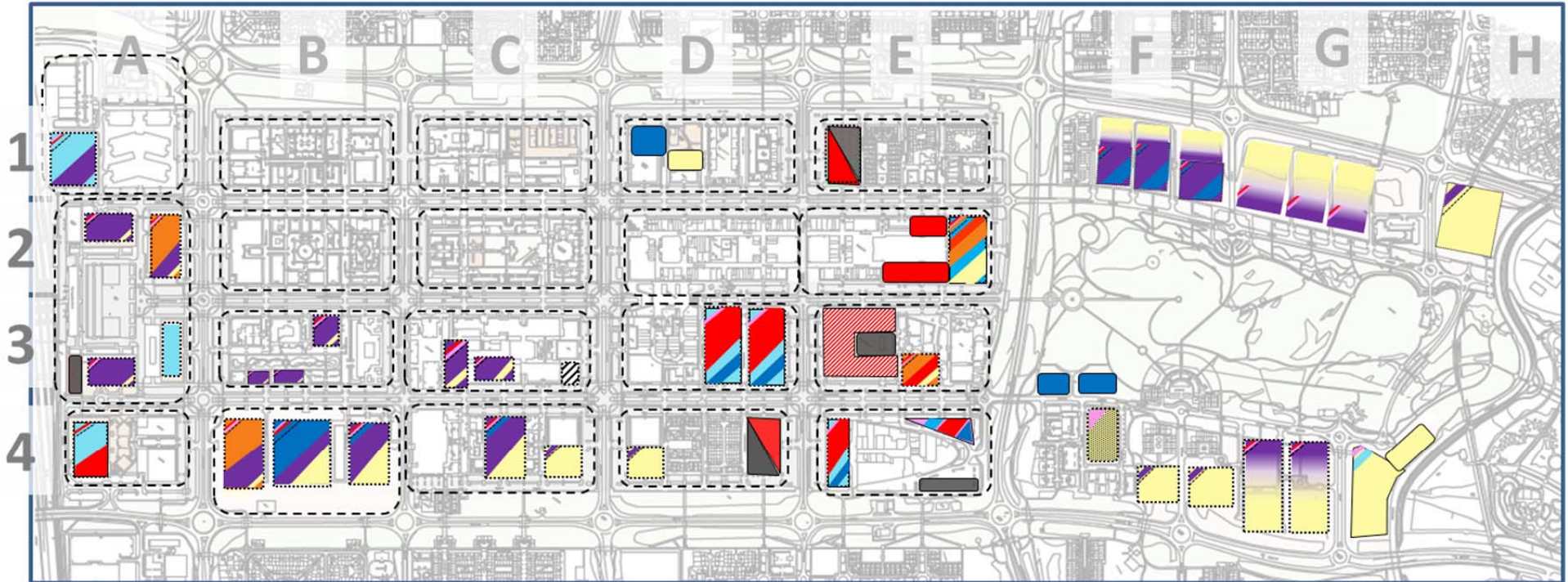
Campbell Park Ward










- Class A1/A2. Shops/Financial & professional services
- Class A3. Food and drink
- Class B1. Offices, R&D and light industry.
- Multi-storey car parks
- Undeveloped/under-developed sites

- Class C1. Hotels
- Class C2. Residential institutions incl colleges
- Class C3. Dwellinghouses

- Class D1. Non-residential institutions incl hospitals, universities, museums, libraries
- Class D2. Assembly and leisure incl cinema, bingo, concert hall, sports hall

Proposals Plan



- |  |  |   |
|--|--|---|
|  Class A1/A2. Shops/Financial & professional services |  Class C1. Hotels                                 |  Class D1. Non-residential institutions incl hospitals, universities, museums, libraries |
|  Class A3. Food and drink                             |  Class C2. Residential institutions incl colleges |  Class D2. Assembly and leisure incl cinema, bingo, concert hall, sports hall            |
|  Class B1. Offices, R&D and light industry.           |  Class C3. Dwellinghouses                         |   |
|  Multi-storey car parks                               |  |   |

Indicative Land Use Table

SITE	APPROXIMATE SITE AREA (ha)	PLOT RATIO	DWELLINGS DENSITY (dw/ha)	RETAIL A1 / A2 m2	B1 OFFICES m2	RESIDENTIAL nos. of dwellings	OTHER COMMERCIAL m2	OTHER NON COMMERCIAL m2	OTHER USES	Public MSCPs
A1.3	1.25	2.50						31,500	Major Leisure Centre	
A1.4	1.25	3.50			44,000				Network Rail (excl MSCPs)	
A2.2	0.71	2.50			18,000					
A2.3	0.80	3.50			7,000		21,000		hotel and conference centre	
A3.1	0.26								add'l MSCP for train station	500
A3.2	0.91	2.50			23,000					
A3.3	0.76	1.00						7,500	exhibition / community uses	
A4.1	2.20			12,000					ice rink; add'l approved retail space	
B3.1	0.09	2.50			2,500					
B3.2	0.20	2.50			5,000					
B3.3	0.37	3.50	350		4,500	90				
B4.1	1.75	2.50			11,000		33,000		hotel / conference centre / major opportunity	
B4.2-B4.3	3.00	2.50	250		25,000	250		25,000	major opportunities of strategic importance	
B4.4	1.75	2.50	250		22,000	220				
C3.2	0.10	3.50			2,500				CBX3 final bldg	
C3.2/3 S	0.50	2.50	250		8,500	60				
C4.2	0.89	2.50	150			130		1,000	community medical centre	
C4.4	0.40		150			60				
D1.1	0.41	1.50						6,000	hall and civic rooms	
D1.2	0.36	1.50	250			60				
D3.3	0.98	2.50		19,500				5,000	community and/or cultural uses	
D3.4	1.03	2.50		14,500			6,000	5,000	market hall; plus community/cultural uses	
D4.1	0.37		150			60				
D4.4	0.21	2.00		4,000						
D4.4	0.40								Multi-storey car park	500

SITE	APPROXIMATE SITE AREA (ha)	PLOT RATIO	DWELLINGS DENSITY (dw/ha)	RETAIL A1 / A2 m2	B1 OFFICES m2	RESIDENTIAL nos. of dwellings	OTHER COMMERCIAL m2	OTHER NON COMERCIAL m2	OTHER USES	Public MSCPs
E1.1	0.56	1.50		8,500						
E1.1	0.40								Multi-storey car park	500
E2.3 (x2)	0.20	1.25		2,500					includes Next extension	
E2.4	1.24	3.00	250	3,500		120	11,000	7,500	Mixed-use hotel/residential/cultural	
E2.4	1.24								Multi-storey car park (undercroft/underground)	500
E3.1-3.2	1.36	0.50		7,000						
E3.1-3.3	0.50	2.00		10,000						
E3.1-3.3	0.40								Replacement multi-storey car park	500
E3.3	0.31	3.50					11,000		hotel	
E4	0.75	1.50		9,000				2,500	community/cultural uses	
E4	0.40								Multi-storey car park	500
F1	3.90	2.00			39,000			39,000	major oppportunities of strategic importance	
F1	2.50		400			1,000				
F3.1	0.50	1.00						5,000	park/visitor facilities	
F4.2	0.90		400			360			Taylor-Wimpey replan	
F4.3	0.35		300			110				
G1 S	2.00	2.00			20,000					
G1 N	5.00		100			500				
G4 S	6.00		100			600				
G4 N	2.10	2.00			21,000					
H1	3.00	100				300				
H3.1	1.35	100				140				
H4.1	2.50	150				380				
<b>BASE TOT/</b>	<b>58.41</b>			<b>90,500</b>	<b>253,000</b>	<b>4,440</b>	<b>82,000</b>	<b>135,000</b>		<b>3,000</b>
10% add'l thru mixed-use				19,500		440				
<b>TOTAL</b>				<b>110,000</b>	<b>253,000</b>	<b>4,900</b>	<b>82,000</b>	<b>135,000</b>		<b>3,000</b>
<b>CORE STRATEGY</b>				<b>110,000</b>	<b>180,000</b>	<b>5,000</b>				

## 12. IMPLEMENTATION

This Plan expresses the vision and illuminates the ambitious scale of growth and change that is desired for CMK by the end of the Plan period in 2026, as set out in overarching terms in MK Council's draft *Core Strategy*.

To help give a sense of proportion to this ambition, this Plan would welcome on average, every three years for the next fifteen years, completed and occupied developments containing:

- about 20,000 m<sup>2</sup> of retail space;
- about 50,000 m<sup>2</sup> of offices;
- about 900 dwellings; and
- two to three cultural, sporting or community facilities.

Viewed another way, the objective is to encourage the development of about four hectares (just under ten acres) of undeveloped or under-developed land every year for fifteen years (one blocklet is about half a hectare of developable land (1.2 acres)).

This scale of development activity has been exceeded in several periods in the last few decades since CMK was begun, and proportionately this scale of planned growth is

more manageable and a more credible prospect as the launch pad is now a successful sub-regional centre rather than bare fields.

However, the scale of CMK that is planned for is more than was envisaged by the original master planners and designers and significant change in transport habits must occur among residents, employees and visitors if ease of access is to remain a major competitive advantage. Public transport must be made so much more attractive that it will entice five to ten times the current levels of passengers, and up to 7,000 more new non-residential car parking spaces will need to be built.

Against this background, this section of the Plan explains how its proposals are to be implemented.

### The Champions of the Vision for CMK

Experience has shown that the pressures upon local government are such that MK Council cannot realistically be expected to be the lead champion of the vision for CMK as summarised in this Plan.

It is evident therefore that a coalition of subscribers to the vision is needed to act as champion and to monitor progress. The CMK

Alliance, gathered around the elected Town Council and local Ward Councillors, with leaders of the local business community, is seen as the kernel of such a coalition, which should be widened to include civic interest groups and amenity societies and similar organisations with a commitment to the ideas in this Plan.

### Statutory Responsibilities

The statutory semi-judicial role of local planning authority is MK Council and they have the powers and resources under Town Planning and related legislation to apply the policies of this Plan once it is adopted by MK Council.

By means of legal agreements with developers for planning gain (or "developers obligations") to mitigate impacts, and also by means of the Community Infrastructure Levy when it is instituted, MK Council has the power and resources to secure the rounded, high quality CMK to which this Plan aspires. In updating its policy on developers obligations, however, and in devising its CIL scheme, MK Council must be more realistic in setting charges to assist the development of CMK. At present the demands for education and community facilities, for example, are far too low, particularly when compared to those required for the adjoining residential grid squares. Money collected in recent years for multi

storey car parks was too low to be useful and had to be returned (meaning that development has occurred without adequate car parking being created).

### Marketing and Pump-Priming CMK

The dominant owner of development land in CMK has a vested interest in its continuing successful growth because it will drive up the value of land to be sold. The owner is currently the Homes and Communities Agency, soon to become MK Council under one guise or another. The dominant landowner is accordingly expected to maintain levels of investment in marketing CMK regionally, nationally and internationally, and to continue to invest in the pump-priming infrastructure that will make its development land more attractive (by procuring multi-storey car parks and helping subsidise some public transport services, for example). This is an inescapable real estate management discipline, and it will not be credible for the landowner to be passive and assume that things will happen without focus and the investment of money and effort.

CMK is the largest planned growth area for employment in the region outside London, and it is expected that the South East Midlands Local Enterprise Partnership (SEMLEP) will use the Government money it is being given for the

purpose to help promote CMK and support its development with physical infrastructure and investment in skills training and education to provide not only an attractive workforce but also successive generations of entrepreneurs to sustain Milton Keynes' established record for new business start-ups and small and medium sized business activity. CMK's pivotal location in the Oxford to Cambridge Arc (O2C) remains a great advantage for successful economic development.

MK Council has an Economic Development Strategy which it is assumed will be implemented, and with its partners in Destination MK and similar organisations can also be expected to invest in marketing CMK as the heart of the whole city.

Arts and cultural organisations are already providing fabulous programmes of activity to animate the streets and public spaces of CMK - the International Festival being a prime example - and more complementary programming is underway.

The businesses of CMK are also the drivers of change for this Plan. Owners of retail and entertainment centres need to ensure a high volume of high quality visitors seeking a longer dwell time and creating a larger per capita spend.

Service companies need to help sustain a vibrant and attractive CMK to assist staff recruitment and staff retention, and to provide a competitive advantage. The educational sector also makes huge contributions for similar reasons, and this is expected to grow.

Progress has been made recently in organising business representation in Milton Keynes, with:

- the Business Council, bringing together representational business organisations across Milton Keynes;
- North Buckinghamshire Chamber of Commerce, a business membership organisation, now on a sounder footing;
- CMK Business Forum, open to any business based in CMK, which appoints the business members of the Alliance Steering Group;
- Milton Keynes City Centre Management (MKCCM), a membership organisation open to CMK businesses and voluntary organisations, and to the public sector, which has administered and supported the preparation of the Plan;

The voluntary sector, in part made robust by the existence of social enterprises unique to Milton Keynes such as the Community Foundation and the Parks Trust, remain essential to the vitality and inclusiveness of CMK. The sector is diverse and has a wide range of interests in the Plan:



- as landowners as well as delivering services in CMK, such as MK Gallery, the Church of Christ the Cornerstone, MK YMCA and MK Community Foundation;
- occupying property in CMK such as Acorn House and the Buszy;
- delivering services in CMK, for example Age UK and Citizens Advice Bureau;
- representing members in the sector, MK Community Action;
- monitoring and campaigning about issues that affect CMK, such as MK Forum, Urban Eden and Xplain.

The under-developed sector is that of small retailers, artists and crafts persons. This Plan has been explicit about the need to provide affordable accommodation to help growth, and this is to be achieved by cross subsidy from commercial development.

### Priorities for the Promoters

It has been made clear in this Plan that the establishment of a major University in CMK, in either Block B4 or F1, is a major priority.

Reference is also made to the apparent opportunity to encourage the development of a major business conference or international congress facility in CMK, perhaps with associated exhibition space.

The importance of the arts and cultural aspect of CMK has been emphasised, and the third priority is investment in additional facilities for the arts and culture.

The fourth priority is the development of a covered Market Hall to provide a characterful permanent focus for small and specialist traders to leaven the dominance of high street multiple chains in the CMK offer.

### Public Transport and Parking

MK Council is a unitary authority and responsible for transport planning in the city. The present vision is the third Local Transport Plan, "LTP3", which it is generally acknowledged will not achieve the necessary step change in the use of public transport within the context of the unique attributes of Milton Keynes (such as its dispersed activity centres and grid road network).

This Plan will contribute to the design of a more appropriate "LTP4" in due course, but the immediate priority is the early establishment of the CMK tram-like bus shuttle service. Current LTP3 plans to build ever-larger bus stops in CMK and to delay every cross-city bus journey by requiring route diversion along Midsummer Boulevard need radically to be re-thought to save money and avoid destruction of the classic CMK

infrastructure. The management of CMK parking to raise revenue must give way to a management regime which is designed to serve the needs of users of CMK.

### Maintenance of the Public Realm

The Parks Trust has been widely appreciated as a social enterprise committed to the maintenance of the green estate in the whole city of Milton Keynes. It is governed by a charitable Trust Deed, and was gifted with a dowry of cash and investments as a starter fund to encourage it to be self-financing in perpetuity.

Unsurprisingly, the contrast in quality in the maintenance and promotion of the Parks Trust green estate and that held by MK Council is all too obvious.

In CMK a similar challenge is presented by the urban estate - the Gates, Boulevards, Streets and public places in CMK. MK Council is not able to maintain them adequately to the detriment of all users and economic development.

It is proposed here in this Plan that a public debate should take place to lead to a decision on whether to transfer the public domain of CMK into the Parks Trust or some similar body created specifically for the purpose.



## 13. Monitoring Framework

Monitoring of this Plan's policies and land use proposals are critical to meeting MK Council's *draft Core Strategy* targets and achieving our aspirations for creating a successful and prosperous regional city centre.

MK Council is responsible for monitoring the effectiveness of local planning documents. The Council's main tool is the *Annual Monitoring Report* (AMR), as required under Regulation 48 of the *Planning and Compulsory Purchase Act 2004*. It contains information on progress of the Local Development Framework (LDF) and the extent to which the policies in the LDF and the Local Plan are being implemented. The CMK Alliance plan, once adopted by MK Council, would form part of the LDF.

If, for some reason in due course, this Plan was not formally adopted by MK Council, it would still carry weight as a material consideration in MK Council planning decisions commensurate with the degree to which the public has been consulted and have supported the content.

The tables below set out more specific indicators to assist MK Council in monitoring progress on the Alliance Plan. Table 13.1 summarises the

Policies and suggests key indicators of progress. It is acknowledged that a number of indicators are subject to factors outside of the control of MK Council and the CMK Alliance, such as the effect of the present recession on the economic environment for investment and the demand for housing and commercial property, and demographic trends.

Table 13.2 tracks the quantum and distribution of land uses that are being welcomed by this Plan. These enable a 'checks and balance' approach to what has been developed and what has not, and whether the desired broader mix of uses is being achieved across the centre.

Policy SS3 highlights the need for MK Council to actively manage the Plan's flexible approach to land use allocation in order to ensure the spatial strategy is achieved and the quantum of development as set out in the *draft Core Strategy* is being accommodated. Where applications are approved for uses that do not meet the indicative uses on the Proposals Plan and Table, it is anticipated that the Council's Development Management service will ensure reciprocal or replacement land uses are allocated to other appropriate sites.

Monitoring the indicators will not only show whether the vision for the centre is being achieved by the policies in the Plan; but monitoring will also reveal where policies may need to be reviewed. MK Council's AMR will also demonstrate whether, on balance, the Plan needs fundamental review. As the targets are mostly markers of progress in general direction - navigational aids, so to speak - review of this Plan is likely to be needed only if there is consistent failure to meet targets by a significant margin.

The CMK Alliance Steering Group is committed to the successful implementation of the Plan. Following the adoption of the Plan, the Steering Group will meet annually to review progress and monitor results. The CMK Town Council will take responsibility for setting up the annual review by the Steering Group.

TABLE 13.1 - MONITORING POLICIES

	Policy	Indicator	Target	Target Date
G1	Public Realm Infrastructure	Loss of items of classic CMK infrastructure including trees Schedule of items of classic CMK infrastructure in need of urgent maintenance or repair	0% 0%	
G2	Heritage Buildings & Public Art	Local list of heritage buildings and public art prepared Local list reviewed		Q1 2013 Q1 2018
G3	Landscaping & Open Space	Additions to stock of public spaces	n/a	
G4	Campbell Park	Number of users at different times of day, different days of the week and at different seasons	n/a	
G5	Green Frame	Incidence of reported crime on bridge and underpass linkages to and from surrounding grid squares	0%	
G6	Mixed Use	Variance from indicative land use proposals in the Plan	less than 20%	
G7	Active Frontages	Extension of active frontages in principal pedestrian routes	100% of new development frontages	
G8	Principal Pedestrian Routes	Proportion of ground floor developments along principal pedestrian routes that are in use class A1, A2, A3, C1, D1, D2 or sui generis Proportion of frontage of new development along principal pedestrian routes that provides continuous weather protection at the same level as the adopted pavement	>30% 100%	
G9	Block Structure	Proportion of developments which create a finer grain of development Proportion of developments which removed a public route without providing an equivalent alternative	>80% 0%	
G10	Design of Buildings	Additions to Local List of heritage assets	n/a	
G11	Residential Development	Proportion of completed residential units that are 1-bed Proportion of completed residential units that are 3-bed Proportion of permitted residential development which is affordable Proportion of permitted residential development that include communal facilities, such as shared open space, and leases that promote the engagement of residents in management arrangements	<40% >5% 30% 100%	
G12	Exceptional Developments	Breaches of the severe tests to be passed before an exceptional development may occur	0%	

TABLE 13.1 - MONITORING POLICIES (continued)

	Policy	Indicator	Target	Target Date
SS1	Sites reserved for major opportunities (B4 and F1)	Progress toward securing major opportunities of strategic value to CMK on B4 and F1	n/a	annual update
SS2	Primary Shopping Area	Increasing quantity and spread of pedestrian footfall, dwell time and spend, by independent survey	n/a	
	Small Retail Units	Increase in small retail units (under 100 m2 Gross Floor Area) in the Primary Shopping Area;	n/a	
	Market Hall	Progress toward realising a covered Market Hall		by 2015
SS3	Leisure, Culture and Community facilities in the Primary Shopping Area	Number of facilities completed with D1 and D2 use classes within the Primary Shopping Area	1	by 2018
		Leisure, Culture and Community facilities within CMK	Net change in use classes D1 and D2 within CMK and percentage that are not-for-profit	1
T2	Public Transportation	Progress toward delivering a second transport hub/interchange in the Primary Shopping Area	n/a	by 2018
		Progress toward delivering an intra-CMK shuttle service		by 2018
T3	Cycling	Progress toward delivering a cycle hub in station square		by 2015

TABLE 13.2 - MONITORING LAND USE ALLOCATIONS

Original CMKAP Land Use Allocations						Delivered and Re-Allocated Land Uses							
SITE	RETAIL A1 / A2 m2	B1 OFFICES m2	RESIDENTIAL nos. of dwellings	OTHER COMMERCIAL m2	OTHER NON COMMERCIAL m2	Class A1/A2	Class A3	Class B1	Class C3 Number of Dwellings	Other	Original CMKAP Allocation transferred to which sites?	Application Number	DCC Date of Approval
A1.3					31,500								
A1.4		44,000											
A2.2		18,000											
A2.3		7,000		21,000									
A3.1													
A3.2		23,000											
A3.3					7,500								
A4.1	12,000												
B3.1		2,500											
B3.2		5,000											
B3.3		4,500	90										
B4.1		11,000		33,000									
B4.2-B4.3		25,000	250		25,000								
B4.4		22,000	220										
C3.2		2,500											
C3.2/3 S		8,500	60										
C4.2			130		1,000								
C4.4			60										
D1.1					6,000								
D1.2			60										
D3.3	19,500				5,000								
D3.4	14,500			6,000	5,000								
D4.1			60										
D4.4	4,000												
D4.4													

Original CMKAP Land Use Allocations						Delivered and Re-Allocated Land Uses							
SITE	RETAIL A1 / A2 m2	B1 OFFICES m2	RESIDENTIAL nos. of dwellings	OTHER COMMERCIAL m2	OTHER NON COMMERCIAL m2	Class A1/A2	Class A3	Class B1	Class C3 Number of Dwellings	Other	Original CMKAP Allocation transferred to which sites?	Application Number	DCC Date of Approval
E1.1	8,500												
E1.1													
E2.3 (x2)	2,500												
E2.4	3,500		120	11,000	7,500								
E2.4													
E3.1-3.2	7,000												
E3.1-3.3	10,000												
E3.1-3.3													
E3.3				11,000									
E4	9,000				2,500								
E4													
F1		39,000			39,000								
F1			1,000										
F3.1					5,000								
F4.2			360										
F4.3			110										
G1 S		20,000											
G1 N			500										
G4 S			600										
G4 N		21,000											
H1			300										
H3.1			140										
H4.1			380										
<b>BASE TOTAL</b>	<b>90,500</b>	<b>253,000</b>	<b>4,440</b>	<b>82,000</b>	<b>135,000</b>								
10% ADDIT	19,500		440										
<b>TOTAL</b>	<b>110,000</b>	<b>253,000</b>	<b>4,900</b>	<b>82,000</b>	<b>135,000</b>								
<b>CORE STR</b>	<b>110,000</b>	<b>180,000</b>	<b>5,000</b>										