

# Campbell Park Northside Development Brief *APPROVED VERSION*



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# SECTION 1

# INTRODUCTION

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## 1.1 Introduction

- 1.1.1 This Development Brief concerns a strategically located development site to the north of Campbell Park adjacent to Silbury Boulevard (see fig 1 - 3).
- 1.1.2 MKDP\* and Milton Keynes Council have high aspirations, given its prominent location adjacent to the entire northern side of Campbell Park for the site to deliver an exceptional, exemplar and bespoke largely residential development.

### Vision Statement:

To create an integrated “high quality urban parkside” neighbourhood that enhances the setting of Campbell Park. Residents will have the enviable benefits of immediate access to the extensive green spaces that includes public art and leisure facilities within Campbell Park as well as the mixed use opportunities within the city centre which are within easy walking distance. There will be a strong sense of place with a wide variety of exceptionally designed bespoke, adaptable and energy efficient private and social housing supported by uses such as a hotel, retail and cafes/ restaurants will overlook the park and canal. The neighbourhood will create an interesting and vibrant place to visit, perhaps as part of a walk or cycle ride alongside the historic Common Lane green spine while for residents it will feel like living in the park due to the opportunities to see into the park and /or the green character of the park permeating through into the entire neighbourhood.

*\*MKDP is a limited liability partnership set up and owned by Milton Keynes Council to facilitate Milton Keynes’s continued growth and economic success by promoting the development of land assets transferred to the council from the Homes and Communities Agency, in line with the Council’s Corporate Plan and Economic Development Strategy. MKDP take a commercial and entrepreneurial approach to sell and develop these assets with third party developers and investors, whilst ensuring full community and stakeholder engagement in the preparation of development briefs for the sites.*

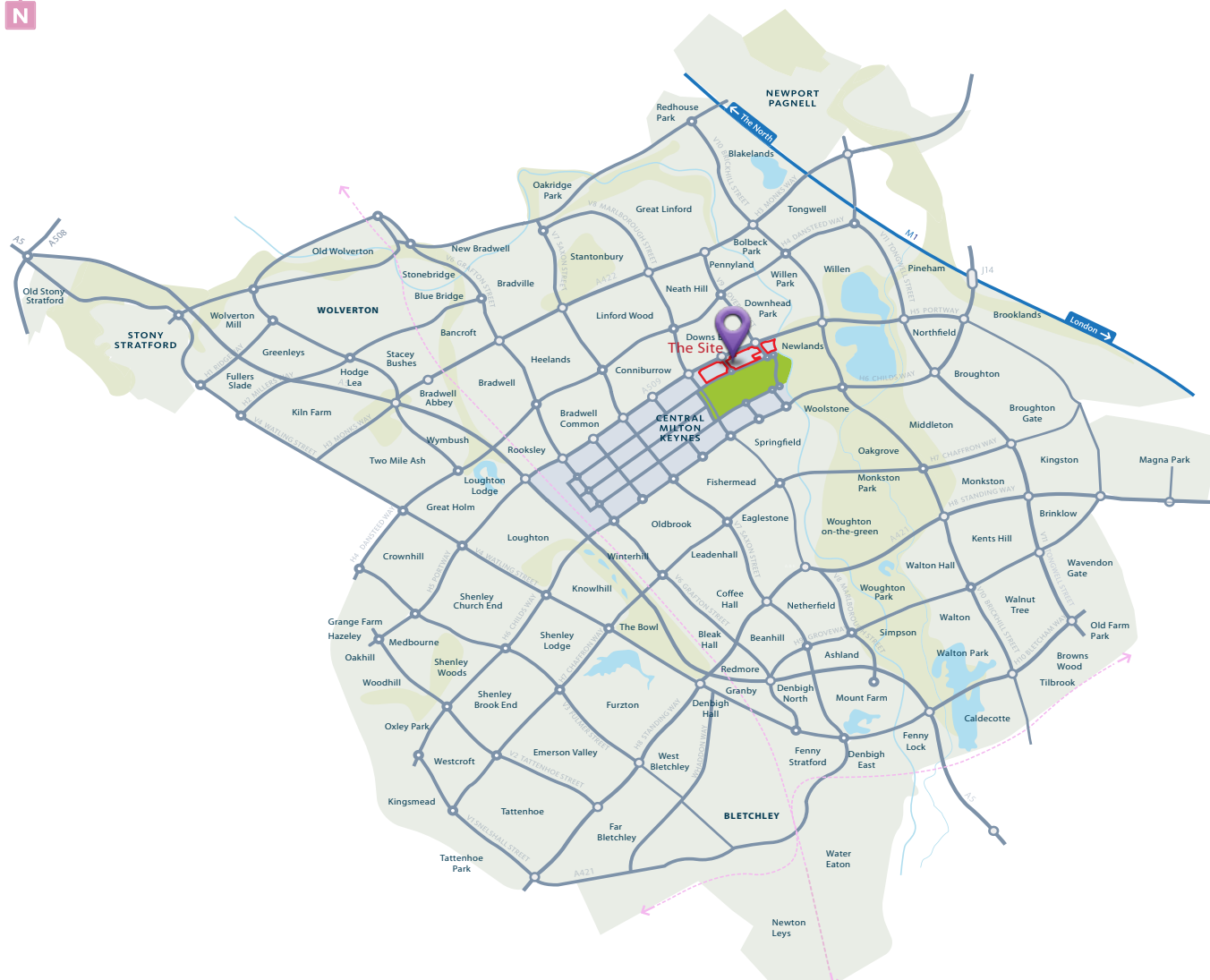


Figure 1: Location of Sites within Milton Keynes

## 1.2 Purpose and Status of Development Brief

1.2.1 The purpose of this document is to provide planning and design guidance for the development of Campbell Park Northside. This will aid the development process by allowing developers to submit informed proposals for these sites that respond to MKDP, Council and other local stakeholder expectations for the sites.

1.2.2 MKDP have selected two development partners and a key role of the development brief is to provide a comprehensive, holistic and integrated framework against which individual planning applications can come forward and be determined at different times. By considering the entire site holistically the Brief can also establish the full implication for community infrastructure such as education and health provision.

1.2.2 The Development Brief has been commissioned, not by the Planning Authority, but rather by the landowner and it has not been subject to all the statutory requirements

that a planning document would have to undergo. The Brief has however been prepared to accord with current national and local Planning Policy and has been subject to public consultation. In addition it will be submitted for approval by MKC Cabinet and if approved will therefore be a material consideration in helping determine planning applications albeit with limited planning weight.

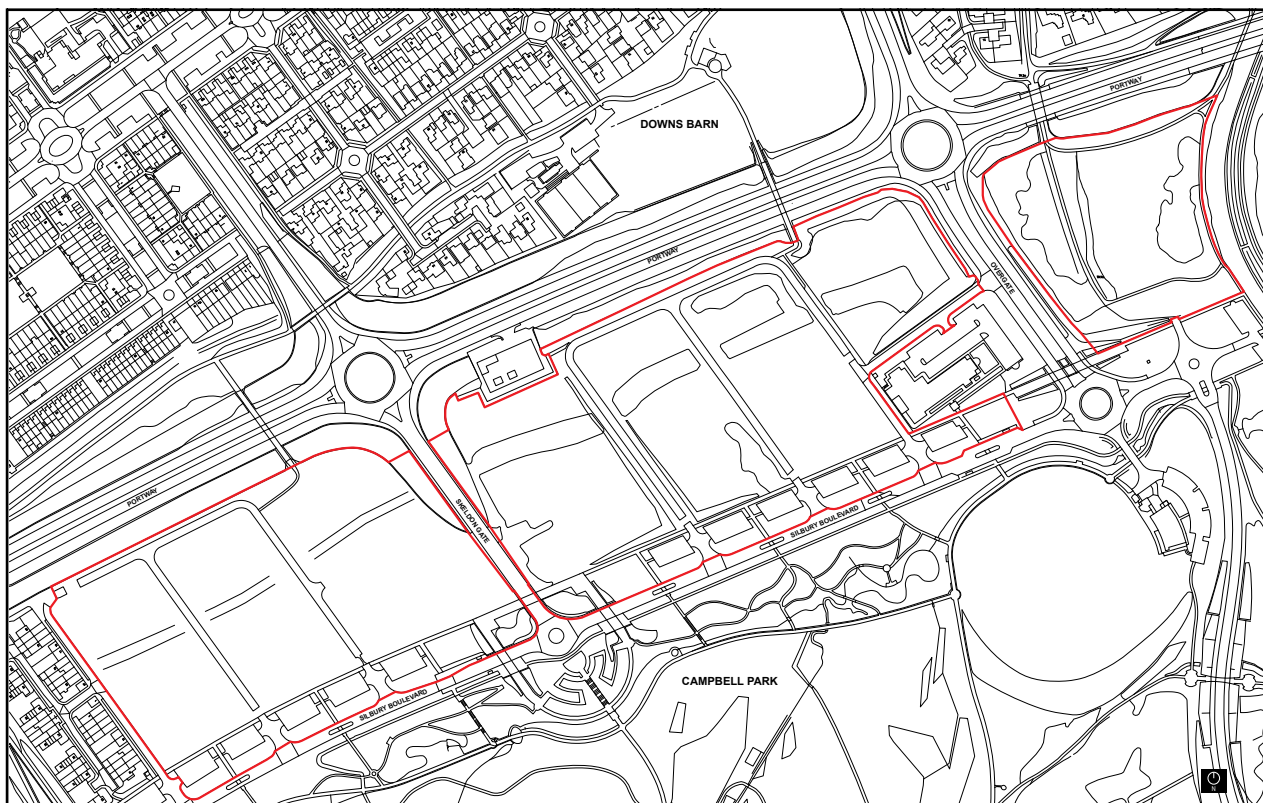
- 1.2.3 Development Briefs are submitted for approval by MKC Cabinet. If approved by MKC Cabinet this does not prejudice the independence and decision making function of Development Control Committee.

### 1.3 Location, Site Details and Land Ownership

- 1.3.1 This Development Brief covers three sites known as Block F1, G1 and H1 which are located adjacent to Campbell Park between Silbury Boulevard to the south and Portway (H5) to the north. At the western end there is a small amount of existing housing between the site and the city centre while the eastern end abuts the Grand Union Canal.
- 1.3.2 Figure 2 identifies the redline boundary of the three development sites all of which are in the ownership of MKDP and extend to a total of 16.23 ha (including all existing infrastructure).



Part of the site - looking east towards Skeldon Gate



**Figure 2:** Redline boundary of Campbell Park Northside and MKDP Ownership

## 1.4 Structure of the Development Brief

The Brief is divided into five sections:

**Section 1** provides an introduction and outlines the purpose and status of the brief as well its location and land ownership information.

**Section 2** describes the planning policy context of the site.

**Section 3** provides a site analysis of the site itself and the surrounding area. A thorough understanding of this will have an important bearing on the key design principles and parameters.

**Section 4** outlines what the Brief is seeking to deliver in terms of land uses

**Section 5** represents the Key Planning and Design Principles, that should inform any development proposals. The accompanying Parameters Plan spatially illustrates the design principles.





Figure 3: Aerial photo of site

# SECTION 2

# **POLICY CONTEXT**

2.1 Policy Context

pg11

## 2.1 The Development Plan

- 2.1.1 Planning law requires that applications for planning permission be determined in accordance with the Development Plan unless material considerations dictate otherwise.
- 2.1.2 The Development Plan for CMK comprises the made CMK Business Neighbourhood Plan, the adopted Core Strategy and the saved policies of the Milton Keynes Local Plan.
- CMK Alliance Plan 2026**
- 2.1.3 The CMK Business Neighbourhood Plan was made part of the Development Plan by Full Council on 10 June 2015.
- 2.1.4 Once a Neighbourhood Plan has been agreed at a referendum and is made (brought into legal force) by the local planning authority, it becomes part of the local planning authority's development plan as an official development plan document which carries statutory weight. Applications for planning permission must be determined in accordance with the development plan, unless material considerations indicate otherwise. If a policy contained in the development plan for an area conflicts with another policy in a development plan, the conflict must be resolved by the decision maker in favour of the policy which is contained in the latest document to become part of the development plan.
- 2.1.5 Neighbourhood Plans therefore form part of the development plan for the relevant area. They will necessarily be in general conformity with the strategic policies contained in the development plan for the area. If they are the most recent document to become part of the development plan, they will attract statutory priority and will take precedence over non-strategic development plan policies.
- 2.1.6 Campbell Park Northside is identified in the CMK Alliance Plan as a development site with a wide variety of indicative uses being identified including housing, employment, retail, food and drink, hotel and D1 / D2 usage.
- 2.1.7 Other policies include:
- SS1 (Strategic Reserve Sites) identifies Blocks F1.2 - F1.4 as 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/or internationally.
  - Classic CMK Infrastructure (CMKAP G1), which for this site includes Skeldon Gate and Overgate, the space for two rows of parking adjacent to Silbury Boulevard, the underpasses around Skeldon Gate and Overgate as well as the granite quadrants and kerbs. The exceptional circumstances which might justify alteration of the extent and layout of classic CMK infrastructure are set out in Policy G11. An exceptional development would demonstrably raise the profile of Milton Keynes nationally or internationally, would make a substantial contribution to the economic, employment, social, cultural and other key objectives of the Plan and city prosperity, and would enhance CMK's distinctive identity (CMKAP G11).
  - Retention of the Green Frame (CMKAP G5)
  - Mixed use development is encouraged for all development proposals (CMKAP G6)
  - Ground floor blocklet frontages shall be expected to provide predominantly active frontages (CMKAP G7). The Silbury Boulevard

- frontage is identified as needing to provide a predominantly active and mixed use frontage.
- Weather protection shall normally be provided along blocklet frontages (CMKAP G7)
  - Development is generally preferred to be in the form of perimeter development on Blocks and Blocklets with frontages facing the surrounding public realm (CMKAP G8)
  - Development is to clearly define the edge of the public realm (CMKAP G8)
  - Frontages shall be designed to appear continuous (CMKAP G8)
  - Assembly of blocks / closure of streets may be justified so long as alternative arrangements for equivalent public accessibility and permeability of the Block is provided (CMKAP G8)
  - New development should respect the existing CMK grid layout, providing continuity and enclosure through appropriate relationships between buildings and spaces (CMKAP G9)
  - Buildings on Gates and Boulevards are encouraged up to 8 storeys (CMKAP G9)
  - Proposals for taller buildings in excess of eight storeys above natural ground level, will be permissible so long as certain identified criteria are met (CMKAP G9)

- Density of residential development will generally be 100-200 dwellings per hectare (CMKAP G10)
- Proposals should demonstrate that good standards of daylight and sunlight are achieved in compliance with BRE Standards, and that there is no overlooking causing unreasonable loss of privacy (CMKAP G10)
- The creation of communities within developments should be fostered by establishing communal facilities, such as shared open space (CMKAP G10)
- Good standards of daylight and sunlight should be achieved and loss of privacy should be avoided (CMKAP G10)

### Core Strategy

- 2.1.8 The Core Strategy was adopted in July 2013 and forms part of the development plan for Milton Keynes. The following policies are relevant for the development of Campbell Park Northside:
- Policy CS10: Housing
  - Policy CS11: Transport
  - Policy CS12: Developing Successful

### Neighbourhoods

- Policy CS13 : Ensuring High Quality, Well Designed Places
- Policy CS14: Community Energy Networks and Large Scale Renewable Energy Schemes
- Policy CS18: Healthier and Safer Communities
- Policy CS19: The Historic and Natural Environment

2.1.9 These policies will however be deleted from the Development Plan when Plan:MK is adopted.

### Milton Keynes Local Plan

2.1.10 The Milton Keynes Local Plan was adopted in December 2005. The following Local Plan policies have been 'saved' by the Secretary of State.

2.1.11 The following Local Plan Policies are relevant:

- Transport policies T1-T5, T10-T11, T15, T17
- D1-D2a (design), D4 (Sustainable Construction)

2.1.12 These policies (other than T17) will however be deleted from the Development Plan when

Plan:MK is adopted.

### Proposed Submission Plan:MK

- 2.1.13 The Proposed Submission Plan:MK document was published in October 2017. It has reached the penultimate stage in its preparation, with only the examination to take place in July/August 2018 before it can be adopted, should it be found sound. As a whole it therefore should be given moderate weight. Policies within Plan:MK are a material consideration if they are relevant to the planning application being considered. Where policies attracted a greater number of objections and they remain unresolved (and will be debated by the Inspector during the examination) only limited weight can be given to them. Policy SD2, SD18 and ER15 however attracted very few objections so moderate weight can be afforded to them.
- 2.1.14 Policy SD3 Central Milton Keynes – Growth and Areas of Change:  
In order for CMK to maintain and develop its position as a regional centre and the driver of

the Borough's economy, significant new levels of growth will need to be accommodated. The Council will therefore seek to accommodate the following in CMK:

1. 2100 additional new homes (proposed modification)
  2. 150,000-200,000m<sup>2</sup> of office floorspace (11)
  3. Up to 40,000m<sup>2</sup> of comparison retail floorspace
  4. The site requirements of existing and potential further and higher education institutions, which may include an element of student accommodation
  5. Additional food and drink and hotel floorspace
  6. Support services for people with specific needs
- This new growth will be accommodated using a combination of the redevelopment of vacant, underdeveloped and under-performing sites and the development of the Strategic Reserve Sites at Blocks B4 and F1.2-1.4 identified in the CMK Alliance Plan 2015. It has now been agreed that the University will be accommodated on Block B4.

- 2.1.15 Policy SD18: Campbell Park states that development within Campbell Park must accord with the following principles. Residential development should be designed:
1. To provide a range of well-designed good quality living environments.
  2. To be flexible and adaptable meeting a range of needs including those of older people, young professionals and families.
- 2.1.16 Policy SD2 of Plan:MK sets out the role and function of CMK. The plan also includes policies on sustainable construction (SC1), flood risk (FR2), biodiversity (NE3), design (D1-D4), housing (HN1-HN4, HN8), transport (CT1-CT3, CT5-CT6), digital communications (CT9), parking (CT10), further and higher education provision (EH4), promoting healthy communities (EH7) and infrastructure (INF1).
- 2.1.17 Policy ER15: New Local Centres, requires residential developments of more than 500 units to provide a local centre. Campbell Park is identified as one such site. The local centre should be located so that the majority

of all new dwellings are within 500m walking distance of a local centre.

Housing and Neighbourhoods : Housing Mix and Neighbourhoods

2.1.18 “In summary, what constitutes an appropriate mix of housing within development proposals will be influenced by both site-specific factors, wider trends, information on households with specific needs at that time, and the strategic objectives in addition to the recommended housing mix set out above. Policy HN1 therefore adopts a flexible approach, with proposals to be considered on a case-by-case basis. Evidence and information on the housing need of different households will be kept under review to ensure decisions on housing mix within development proposals are suitably informed.

2.1.19 Regarding the density of housing, it is the Council’s ambition to increase the density of housing and people within certain parts of the urban area to help achieve the wider strategic objectives set out in this plan and to aid the delivery of the wider vision and

aims for Milton Keynes set out by the MK Futures 2050 Commission and subsequent work carried out on this. These areas are principally Central Milton Keynes, Bletchley and areas that can benefit from good accessibility to existing or proposed public transport corridors.”

2.1.20 HN2 Affordable Housing requires for schemes of 11 or more units that 31% (and no more than 50%) of units are affordable. There were however strong objections to this policy and at this stage only limited weight can therefore be given to it.

**2.2 Main Modifications to Proposed Submission Plan:MK (found sound by Inspector in February 2019)**

Policy DS2 HOUSING STRATEGY

2.2.1 Main Modification 6 (MM6) to Policy DS2 sets out clearly that Campbell Park Northside is expected to deliver 1500 dwellings.

Policy SD2 CENTRAL MILTON KEYNES – ROLE AND FUNCTION

2.2.2 Main Modification 12 (MM12) to Policy SD2: The flanks of Campbell Park will be developed for largely residential (C3) uses with other mixed uses appropriate to a residential area; these could include A1 (shop uses) to meet local needs, A2 (Financial and Professional Services uses), A3 (Restaurants and Cafes), A4 (Drinking Establishments), A5 (Hot Food Takeaways) B1 (Business uses), C1 (Hotels) and D1 uses including uses such as a health centre and day nursery and D2 uses including such uses as gyms and areas for indoor or outdoor sports and recreation.

Policy SD3 CENTRAL MILTON KEYNES – GROWTH AND AREAS OF CHANGE

2.2.3 In order for CMK to maintain and develop its position as a regional centre and the driver of the Borough’s economy, significant new levels of growth will need to be accommodated. The Council will therefore seek to accommodate the following in CMK:  
1. 3,535 additional new homes

2. 110,000m<sup>2</sup> of office floorspace (11)
  3. Up to 33,490m<sup>2</sup> of comparison retail floorspace in the primary shopping area of CMK
  4. The site requirements of existing and potential further and higher education institutions, which may include an element of student accommodation
  5. Additional food and drink and hotel floorspace
  6. Support services for people with specific needs
  7. Green infrastructure for the wellbeing of central MK residents and the attractiveness of CMK for visitors in line with Policy NE4
  8. Conserve biodiversity and provide for the environment in line with Policies NE2 and NE3.
- The new growth will be accommodated using a combination of the redevelopment of vacant, underdeveloped and underperforming sites including Block B4, for further and higher education. Blocks F1.2-F1.4, G1.1-G1.3, G1.4H and H1.1 on the northern side of Campbell Park will be developed for largely residential purposes together with other mixed

uses appropriate to a residential area. The role of Campbell Park as the main city centre park will be maintained and links to the park will be improved where opportunities arise. The impact of development proposals on the setting of the park will be considered in the determination of planning applications for those proposals.

2.2.4 Policy SD18: Campbell Park is proposed to be deleted.

2.2.5 The Inspector in his report also stated the following regarding classic infrastructure: “The CMKAP places significant emphasis on the contribution of “classic CMK infrastructure” to the character and heritage of CMK (including Campbell Park) and seeks to only contemplate the alteration of this infrastructure in exceptional circumstances. Given Plan:MK is setting a new strategic framework for CMK to 2031 in the context of higher growth requirements, there will inevitably need to be some flexibility to make efficient use of sustainably located urban land (as per the recent Intu:MK decision [MK/RET/004]). Accordingly, I am not persuaded that Plan:MK should strategically identify “classic CMK infrastructure” and

an appropriate balance needs to be struck particularly if moribund areas within the city centre are to be developed and rejuvenated. I find Plan:MK sets the right strategic tone in terms of seeking improvements to the quality of the environment and public realm in CMK (Policies DS4 and SD2) and accommodating significant new levels of growth and change (Policy SD3).”

## 2.3 National Policy

- 2.3.1 The National Planning Policy Framework (NPPF) was published updated in 2012/2018. The NPPF constitutes guidance and is a material consideration in determining planning applications. At the heart of the NPPF is a presumption in favour of sustainable development.
- 2.3.2 The following sections of the NPPF are of particular relevance to the development of this site:
- Para.117: “Planning policies and decisions should promote an effective use of land in meeting the need for homes and other uses, while safeguarding and improving the



- environment and ensuring safe and healthy living conditions.”
- Para 120 “Planning policies and decisions need to reflect changes in the demand for land. They should be informed by regular reviews of both the land allocated for development in plans, and of land availability. Where the local planning authority considers there to be no reasonable prospect of an application coming forward for the use allocated in a plan:
    - a) they should, as part of plan updates, reallocate the land for a more deliverable use that can help to address identified needs (or, if appropriate, deallocate a site which is undeveloped); and
    - b) in the interim, prior to updating the plan, applications for alternative uses on the land should be supported, where the proposed use would contribute to meeting an unmet need for development in the area.”
  - Ensuring the vitality of town centres (Section 7)
  - Delivering a wide choice of high quality homes (Section 5)
  - Promoting healthy communities (Section 8)
  - Requiring good design (Section 12)

2.3.3 As of 6 April 2015, National Planning Policy has been strengthened to make it clear that the Government’s expectation is that Sustainable Drainage Systems (SuDS) will be provided in new developments. To this effect it is expected that, where planning applications are for major development, the Local Planning Authority must ensure that SuDS are put in place, unless demonstrated to be inappropriate.

2.3.4 Milton Keynes Council will therefore determine planning applications in accordance with national standards and local policy, whilst taking into account technical advice provided by the Lead Local Flood Authority.

## 2.4 Other Planning Guidance

Supplementary Planning Guidance (SPG)/ Documents (SPDs)

- 2.4.1 The following Supplementary Planning Guidance/Documents (SPG/SPDs) should be considered as material considerations when preparing any planning application for the site:
- Sustainable Construction SPD (2007)

- Parking Standards SPG (2016)
- New Residential Development Design Guide (2012)
- Affordable Housing (2013)
- Milton Keynes Drainage Strategy – Development and Flood Risk SPG (2004)

### **Milton Keynes Futures 2050 Commission - Milton Keynes: Making a Great City Greater**

2.4.2 Although this document approved by MKC in July 2016 is not policy it does outline the strategy for growth until 2050. It also includes six ‘big’ projects that will enable the future prosperity of the city and should be pursued now.

### **Project 5: Renaissance CMK**

- 2.4.3 The intention is to (re)create an even stronger city centre fit for the 21st century and build on the CMK Alliance Plan. The background to this project is that some stakeholders believe that CMK has “lost its way” and is not a lively and inviting city centre, particularly for the pedestrian.
- 2.4.4 Delivering Renaissance CMK will capitalise



on Milton Keynes's location at the centre of the Oxford-MK-Cambridge Arc of investment. It will attract investment that will ensure that CMK is a thriving, lively, inviting and prosperous city centre with a high quality public realm that responds to emerging trends in city centre growth and is at the heart of Milton Keynes.

## 2.5 Planning Summary

2.5.1 Campbell Park Northside is allocated in the CMK Alliance Plan for mixed use development. The Inspectors Report on Plan:MK has found the Plan sound on the basis of inclusion of the Main Modifications. With respect to Campbell Park Northside this means that the entire site should be developed for largely residential purposes together with other mixed uses appropriate to a residential area.

2.5.2 The CMK Alliance Plan indicatively identifies housing as the predominant use for Campbell Park Northside and envisages higher densities than were originally planned for in CMK, the protection of the Common Lane landscape

feature as an integral part of the development as well as the requirement for an active and mixed use frontage onto Silbury Boulevard.

2.5.3 The proposed submission Plan:MK recognises the need for new development to contribute to the vitality of CMK as well as its overall mix of uses, and hence proposes predominantly residential-led development for Campbell Park. There is also a requirement for a new local centre although the indication is that this needs to serve Campbell Park as a whole, so it is likely that a single local centre will be split to serve the various development sites within Campbell Park.

# SECTION 3

## CONTEXTUAL ANALYSIS

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### 3.1 Introduction

- 3.1.1 It is important to have a full understanding of the site and surrounding area as this helps inform and underpin the opportunities, design principles and associated parameters plan.



The leisure destination of Willen Lake is within 1 mile of the site



The centre:mk and other city centre opportunities are within walking distance of the site

### 3.2 Surrounding Area (fig 4)

- 3.2.1 Campbell Park Northside is part of Central Milton Keynes, with the city centre and its range of mixed use opportunities being located within easy walking distance, particularly the western end of the site.
- 3.2.2 The site is located within 1 mile of the major leisure destination of Willen Lake and the recreational grid square of Newlands and is directly adjacent to the acclaimed Campbell Park and its recreational offer.
- 3.2.3 To the north of the site are the established residential grid squares of Downs Barn and Downhead Park. While the latter is exclusively a fairly low density residential estate, Downs Barn does include a primary school, pub, shop, community pavilion, local park and playing fields.
- 3.2.4 To the south east of the site, adjacent to the Grand Union Canal, a new residential development of approximately 380 units has recently commenced. This will include a central area of shops and restaurants as well



The acclaimed Campbell Park is adjacent to the site



The residential estate of Downhead Park is located to the north of the site





Figure 4 Surrounding Area Analysis



as a new bridge connecting over the Grand Union Canal to a new marina and pub within the Newlands Grid Square.

- 3.2.5 Immediately to the west of the site is a set of approximately 50 three storey townhouses. Only one home actually has its entrance onto Adelphi Street and facing the site - the rest take their access and face west into the neighbourhood. Their design, incorporated features and common palette of materials have created a strong character for this residential development.

- 3.2.6 An existing 2 storey office development and associated parking is located at the corner of Silbury Boulevard and Overgate.

### 3.3 Site Analysis (fig 5)

- 3.3.1 Campbell Park Northside is divided into 3 development sites by Skeldon Gate and Overgate which both connect Portway (H5) to Silbury Boulevard. All 3 sites are bordered to the north by Portway and the associated grid road landscaped bund (which is identified as part of the greenframe around CMK, the retention of which is sought by Policy

CMKAP G5) and Silbury Boulevard along the southern edge. The Grand Union Canal forms the far eastern edge to the site with the tree lined Adelphi Street forming the western edge. A large electric substation and significant tree planting forms part of the border of the site along the northern edge with the trees particularly to the west of Skeldon Gate forming an attractive backdrop to new development. This will also restrict any views from Portway to the new development.

- 3.3.2 There are level changes to Campbell Park Northside with all 3 sites sloping fairly



Development site east of Overgate sloping down to and overlooking the Grand Union Canal



Development site west of Skeldon Gate with the housing on Adelphi Street forming the most western edge



Development site east of Skeldon Gate viewed from redway along Silbury Boulevard illustrating the sloping nature and open / grass nature of site

significantly from west to east and more gently from north to south, with the highest point in the north west of the site and lowest point in south east. There is also a short but significant slope down to Eskan Court adjacent to Overgate and from Overgate down to the Canal.

- 3.3.3 All sites are predominantly laid to rough grass although the historic Common Lane hedgerow does pass through the northern part of two of the development sites and is a key feature of the entire site. There is also some additional groups of unmaintained hedgerows in the sites east of Skeldon Gate and adjacent to the

Grand Union Canal.

- 3.3.4 Existing infrastructure in the form of block paved roads are geometrically arranged across the sites between Adelphi Street and Overgate while groups of parking and a redway (the latter which is adopted highway) are located within the southern portion of the site adjacent to Silbury Boulevard.

- 3.3.5 Skeldon Gate forms a significant piece of infrastructure comprising 3 lanes with no existing footpaths. At its northern end it is located within a heavily landscaped cutting, while rows of plane trees line its more

southern end where the adjacent land is also more level with the Gate itself.

- 3.3.6 Overgate, a dual carriageway, again without any footpaths, divides the central and most easterly development sites. Overgate has a strong landscape character with horse chestnut trees forming an avenue along the central median and outer edges.



The wide nature of Skeldon Gate, looking down to Campbell Park - it acts as a barrier to east-west pedestrian integration



Overgate is a tree lined dual carriageway



Silbury Boulevard forms the southern edge of the site and separates the site from Campbell Park





Figure 5: Site Analysis

### 3.4 Existing Access (fig 5)

3.4.1 Skeldon Gate provides no existing vehicular access to the site although an existing vehicular stub is located on the eastern side of Secklow Gate. Overgate provides access to the site via Eskan Court.

3.4.2 Silbury Boulevard which forms the southern edge of the site is a 3 lane 30mph road that includes a raised speed table just west of Skeldon Gate.

3.4.2 There are 6 existing vehicular access points to the site that are provided off Silbury Boulevard through the existing parking areas.

3.4.3 An existing redway runs along the northern edge of the parking areas adjacent to Silbury Boulevard which provides pedestrian access to the entire Campbell Park Northside. Existing underpasses under Skeldon Gate and Overgate provide continuous unimpeded pedestrian movement between the city centre part of CMK and the Grand Union Canal.

3.4.4 The sites are also connected from a

pedestrian and cycling perspective to the residential grid squares to the north via two overbridges (to Downs Barn) and an underpass (to Downhead Park).

3.4.5 Two existing underpasses also provide direct pedestrian access to Campbell Park where Skeldon Gate joins Silbury Boulevard.

3.4.6 Campbell Park Northside is well served by public transport with buses using Overgate, Skeldon Gate and Silbury Boulevard with two sets of bus stops being located on the latter.



Eskan Court Provides access to the site off Overgate



Existing infrastructure within the site



Redway and existing underpass underneath Skeldon Gate which runs alongside the southern edge of the development sites





Existing overbridge across Portway into site from Downs Barn



The historic Common Lane hedgerow is a key feature running across the site

### 3.5 Summary Opportunities and Constraints/Challenges (fig 6)

#### Opportunities

- Capitalise on the opportunity for higher density housing to be within walking distance of both the range of uses within the city centre of CMK and the tranquillity and beauty of Campbell Park
- Capitalise on higher density residential development to deliver a range of supporting non-residential uses on the site
- Exploit the parkside location
- Enhance the setting of the Park by framing the it with attractive, high quality housing



Campbell Park Northside with adjacency to the city centre, Campbell Park, the Grand Union Canal and Newlands

- The location and shape of the site between the formal grid of the city centre to the west and the more informal character associated with the Grand Union Canal which forms the eastern boundary allows for varied character to take place through the site - from more formal in the west toward more informal in the east but in both instances creating the perception of 'living in the park' by 'bringing the park' into the development
- Lack of nearby development allows the development to create its own architectural character – being distinctive, bold and memorable!!
- Existing vehicular access points off Silbury Boulevard allow for easy development of the site
- Potential to explore the future treatment of the southern half of Skeldon Gate and Overgate as an 'integrator' to development either side of it
- Existing parking areas alongside Silbury Boulevard are there to serve the new neighbourhood and visitors to Campbell Park
- New development can provide surveillance over existing redway
- The level changes allow for an innovative

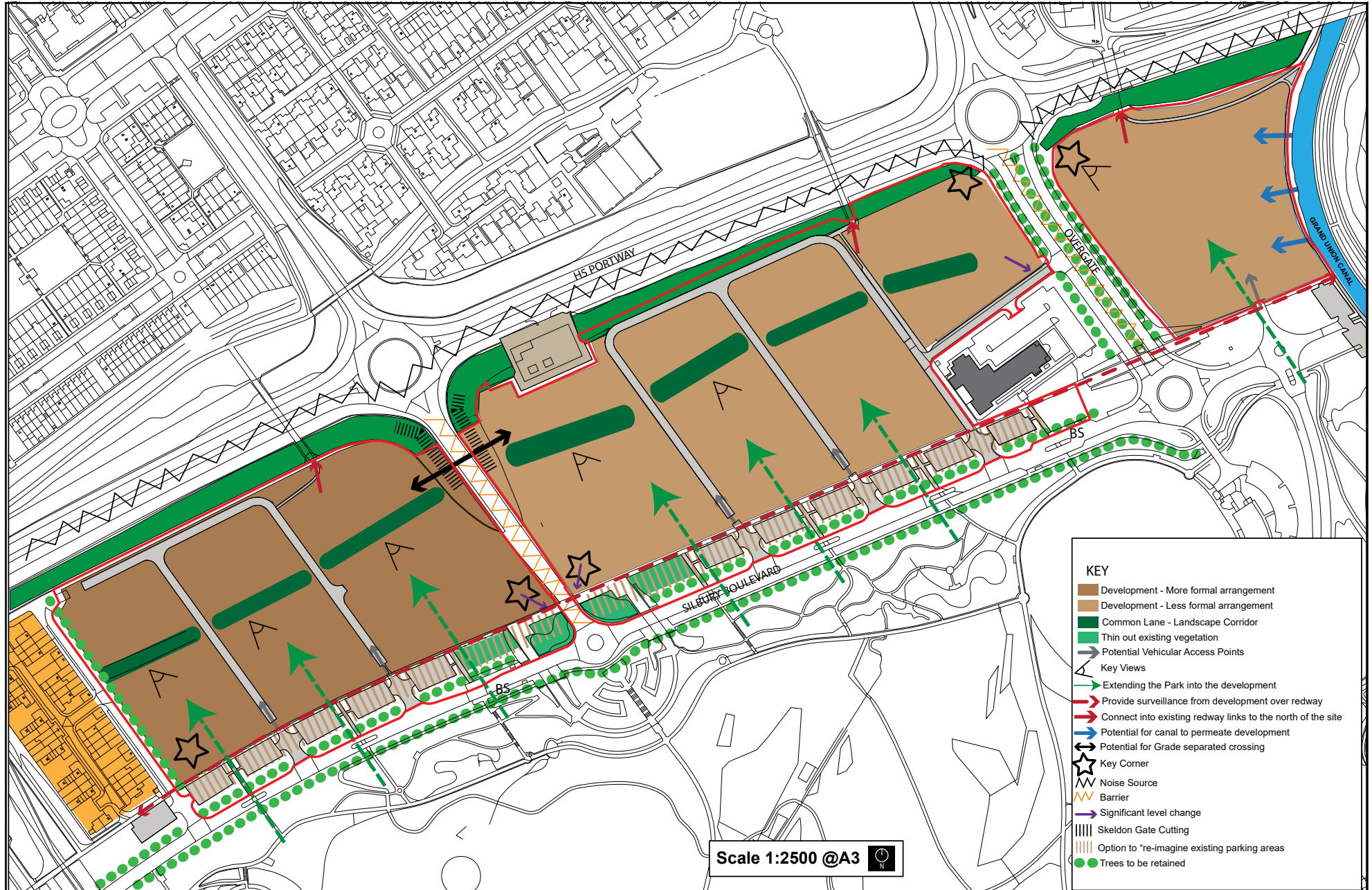


Figure 6: Opportunities and Constraints



approach to housing design such that most residents can benefit from views over the park

- Capitalising on the historic Common Lane through the creation of a publicly accessible 'green spine' through the development
- Relatively unconstrained site
- No rights of way across site

### Constraints/Challenges

- Skeldon Gate and Overgate were designed to cater for the vehicular access off Portway but the engineering requirements that this entailed mean they currently act as barriers to east-west integration and pedestrian movement / connectivity and a resulting integration across all three development sites at Campbell Park Northside
- Level changes across the site
- While there no other known site constraints surveys may show up underground utilities etc which may need to be relocated
- How to integrate the development with the park in the context of the existing parking areas that separates the two
- The interface with housing that fronts onto Adelphi Street requires careful consideration.

In particular building heights should respond to the surrounding residential context.



Existing parking and overgrown vegetation to the immediate south of the development site influence integration with the park



Existing housing on Adelphi Street and avenue of trees along western edge of site. These trees should be retained.



Significant level changes adjacent to Eskan Court.

# SECTION 4

# **DEVELOPMENT**

# **PROPOSALS**

4.1 Development Proposals

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## 4.1 Development Proposals

4.1.1 Campbell Park Northside is included as a development site in the CMK Alliance Plan and the indicative land uses plan allocates it for a variety of uses with residential being the predominant uses but offices, hotels, D1/D2, retail and food and drink also being encouraged.

4.1.2 The Main Modifications to Plan:MK furthermore propose that the site be developed for largely residential purposes together with other mixed uses appropriate to a residential area -

4.1.3 This development brief therefore proposes a high quality bespoke residential-led mixed use development for Campbell Park Northside.

4.1.4 A variety of housing types will likely be sought across the site. As identified in Section 2, the Proposed Submission Plan:MK states that what constitutes an appropriate mix of housing within development proposals will be influenced by both site-specific factors, wider trends, information on households with

specific needs at that time. Housing types will likely be informed by the demographic expected to live on site, including young adults / young professionals, key workers (singles and couples) who want to live in proximity to the buzz of CMK as well as retirees and empty nesters. The Proposed Submission Plan:MK also states the Council's ambition to increase densities in sustainable locations such as CMK that benefit from good accessibility to existing or proposed public transport corridors. The CMK Alliance Plan indeed requires densities of between 100-200dph which will likely require a higher proportion of apartments. This will likely support the demographic described above.

4.1.5 It is likely that higher densities and more apartments will be located closest to Silbury Boulevard with the site's lowest densities comprising largely townhouses located toward the northern edge of the site, adjacent to the Portway grid road corridor.

4.1.6 A neighbourhood of this size will be expected to provide other facilities typically found in a local centre. In addition other mixed uses will

also be sought, such as a hotel, retail and restaurants/bars. These will be located along the Silbury Boulevard and canalside frontage to exploit the adjacency with the Park and Canal. The provision of community facilities was addressed as part of the previous s106 that covered the entire Campbell Park.

4.1.7 While the nature of the future demographics indicates that on-site education provision will not be required (based on a development proposal of c1600 dwellings), contributions to off site provision will be sought. While there will be no on site health provision, financial contributions will also be sought towards existing nearby health centres and associated initiatives subject to compliance with CIL Regulations.

4.1.8 Affordable housing will need to be provided and is expected to meet or exceed current standards.

# SECTION 5

# DEVELOPMENT AND DESIGN PRINCIPLES

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## 5.1 Introduction

5.1.1 Any proposals for Campbell Park Northside should be informed by the following development and design principles. These principles have been informed by the current planning policy position, the contextual analysis, and the opportunities and constraints /challenges facing the site. The principles seek to capitalise on the outstanding location of the site adjacent to Campbell Park and the city centre and enable Milton Keynes to further enhance its reputation for its approaches to housing design and delivery when it pioneered non-standard, innovative housing schemes such as Homeworld and Energyworld.

5.1.2 Where relevant, the principles are spatially represented by the accompanying Parameters Plan (fig 7).

## 5.2 Layout

5.2.1 While development doesn't necessarily need to follow the 'perimeter block' approach, it is essential that there is a clear distinction in the use, design and perception of space so that all publicly accessible parts of the development are fronted by predominantly active frontages - with entrances (or at the very minimum animated frontages where there is visual connectivity between occupants inside the building and those outside in the public realm) and private areas are inaccessible to the general public. Communal spaces that serve surrounding housing can also be included. The layout should not however result in ambiguous space.

5.2.2 Section 3 has already identified how the surrounding context could potentially inform a layout response for the site. The western portion of the site (west of Skeldon Gate), being closer to the formality of the city centre of CMK, could have a more formal layout approach and character through for example, the inclusion of a piazza/plaza while that part of the site east of Skeldon Gate which is closer

to the Grand Union Canal could respond to this context by having a more informal approach with a greener character to respond to the Canal setting. This could for example be translated into the vision or concept of 'living in the park' whereby the park 'extends' into the development. Delivery of the vision which would see a close integration between the park and the development may also however consequently have implications for some of the existing parking areas alongside Silbury



Example of housing surrounding a communal public space



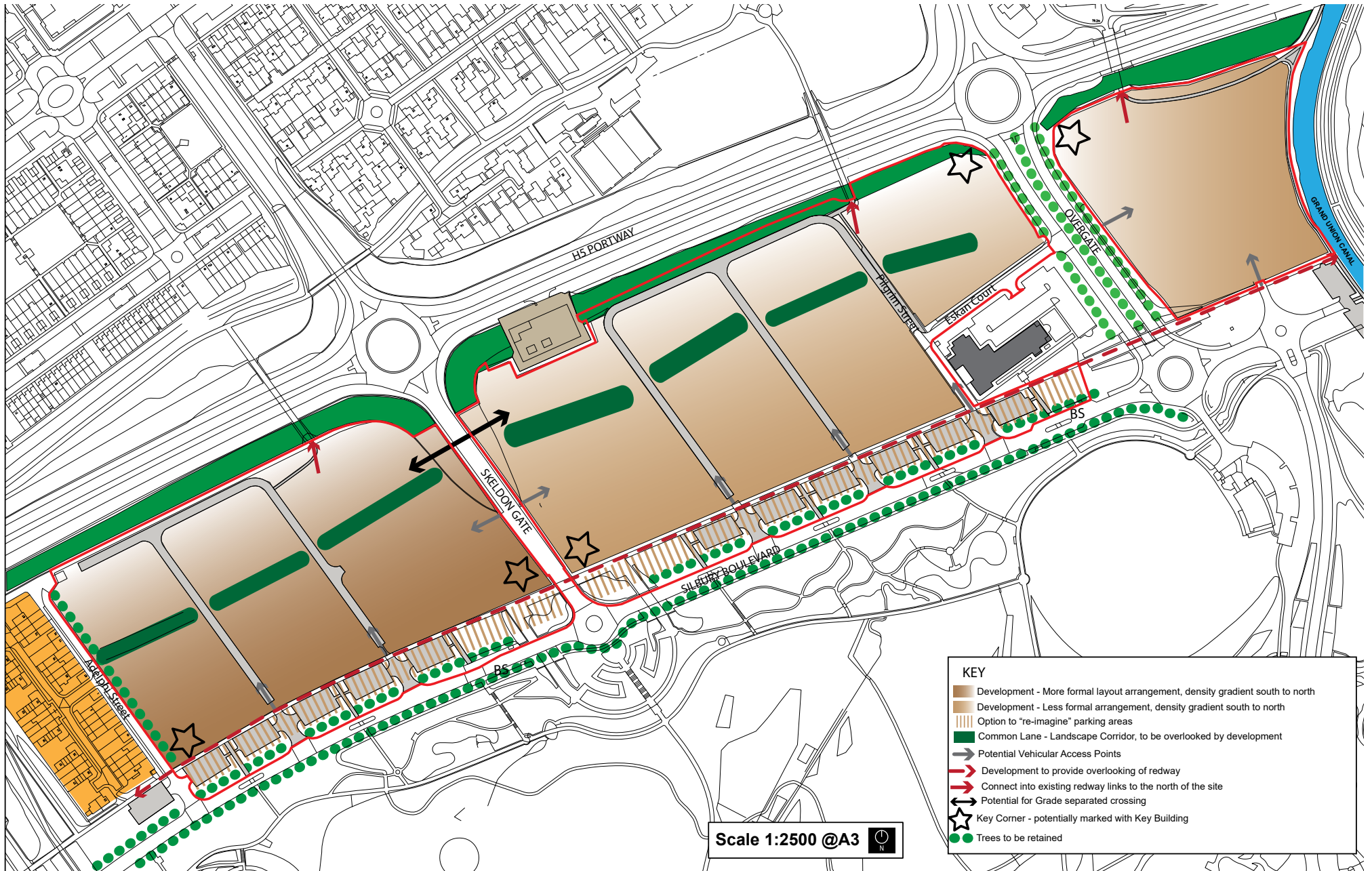


Figure 7: Parameters Plan



Boulevard which in its current design/layout may hinder this vision but this brief is not discouraging the inclusion of the space for this existing parking into new public realm for the new neighbourhood, for example as part of a new public square / piazza. However, if any of the parking areas (classic infrastructure) are to be built over, altered or sold into private ownership, so as to help deliver the vision, the development of those areas would need to meet the relevant policy requirements.

5.2.3 The site is served and crossed by a series of formally aligned / positioned streets which are defined as classic infrastructure. These can be used to structure the development, or alternatively they can be removed and new streets in different locations can be constructed. Where existing streets are removed, to meet policy requirements equivalent public accessibility and permeability of the Block shall be provided.

5.2.4 The historic hedge of Common Lane that runs through the northern half of the site west of Overgate should be retained and incorporated into a landscaped corridor that

offers a pedestrian leisure route through the development. The development response to this should be such that this open space corridor feels public where non-residents also feel welcome. It should thus have sufficiently wide and legible entrances at its western end to encourage, for example, an alternate pedestrian access connecting the city centre to the Grand Union Canal. In keeping with the overall vision for the new neighbourhood, this landscaped corridor could have a different built form frontage design response along its length



The most eastern site affords a key frontage to overlook the Canal

with a more formal approach west of Skeldon Gate and potentially a more informal approach east of it.

5.2.5 Development should also be laid out such that the existing pedestrian overbridges from Downs Barn and the underpass from Downhead Park provide legible and direct pedestrian links to Silbury Boulevard.

### 5.3 Key Frontages and Buildings

5.3.1 The most important development frontage as part of Campbell Park Northside is the one that faces Silbury Boulevard. This is because it is the most visible part of the development and provide a critical interface with the park. This should be an active frontage and also provide overlooking of the redway that runs parallel to Silbury Boulevard. This frontage is 800m long so can take on different forms to respond to varying character of the development along its length. It can for example, be more formal and perhaps setback behind a piazza / plaza nearer the city centre end and have a more broken frontage interspersed with green space

towards the canal where a more informal layout /character is sought.

5.3.2 The optimal location for non-residential uses is in the area at the junction of Silbury Boulevard and Skeldon Gate.

5.3.3 The Grand Union Canal is a key asset which should be exploited through an appropriate development response with active frontages to capitalise on the adjacency to the canal and provide overlooking of the canalside path. An element of mixed use development would also be desirable facing the canal if demand exists.

5.3.4 Skeldon Gate and Overgate also form important vehicular routes passing through the site and therefore the appropriate built form frontage should occur. The top half of Skeldon Gate occurs within a 'cutting' and is flanked on each side by substantial landscaping so it is unlikely development will be seen from this part of Skeldon Gate and hence there is more flexibility around the frontage treatment. The southern half of Skeldon Gate however is more level with the adjacent development

parcels and will be highly visible from passers-by and should therefore be an aesthetically pleasing frontage that faces onto Skeldon Gate. However, pedestrian accessibility to/from Skeldon Gate should be physically prevented to discourage pedestrians crossing the Gate at grade and to avoid vehicles stopping to pick up/drop off directly from the Gate.

5.3.5 Overgate has a different relationship to the adjacent land - there is less mature planting either side, a 'cutting' doesn't exist and an existing office building occupies the half



Potential for lower density housing north of the Common Lane Hedgerow

the western side frontage of Overgate. The development frontage response will still need to ensure backs of development are not facing Overgate but a more informal / broken frontage is likely to occur.

5.3.6 The frontages onto the Common Lane open space corridor are also important. This linear public open space will form an important pedestrian route and development should address the route such that it feels overlooked and safe.

5.3.7 The most significant corners are those where



Example of a contemporary building in a landscape setting

Skeldon Gate meets Silbury Boulevard and these should be potentially marked with Key Buildings that are distinguished through their architectural form, materials and/or height. Two additional potential key corners are at the western end of Silbury Boulevard where development marks the entrance to the Common Lane open space corridor as well as the north east corner adjacent to North Overgate Roundabout on Portway where the existing levels and low height of the vegetation could allow for this corner to be marked with a key corner building.

## 5.4 Density and Building Heights

- 5.4.1 The CMK Alliance Plan states that net densities should be between 100-200 dwellings per hectare across Campbell Park as a whole.
- 5.4.2 The context of the site suggests that the highest densities will be closest to Silbury Boulevard to maximise the number of residents to live as close as possible to the park and the city centre as well as the bus stops along Silbury Boulevard.

5.4.3 Conversely, lowest densities will likely be closest to the northern edge adjacent to the Portway grid road corridor.

5.4.4 The sloping nature of the site permits an interesting built form response with respect to building heights. A variety of building heights will be sought. While some taller buildings will be sought on the southern edge of the site to



Interesting use of materials and detailing

help frame the park, in other locations within Campbell Park Northside buildings might be taller further away from Silbury Boulevard to so to maximise the number of residents who will be able to overlook the park.

## 5.5 Detailed Design Appearance

- 5.5.1 The architectural approach to development, particularly on the Campbell Park sites should be informed by the contextual analysis. This indicates that the site is relatively isolated from the nearest development which allows greater freedom in terms of the architectural approach as there are no clear contextual design cues that need to be considered. The overarching aim is for the detailed design to be such that it establishes a strong character or sense of place for the new neighbourhood - one that adds to the “patchwork” character of the city. The large extent of the site furthermore means that a variety of character architecturally can be created within Campbell Park Northside.
- 5.5.2 The approach to architecture should also be informed by Milton Keynes’s acknowledged “Design City” USP (included in the adopted Creative and Cultural Strategy) and the opportunity that this site has to capitalise on and exploit this USP. Opportunities should be fully explored to include contemporary and innovative housing designs that would help raise the profile and reputation of Milton





Contemporary development in Eddington, Cambridge



Example of a potential looking apartment block



Abode, Cambridge - distinctive architecture

**The design of these buildings are not intended to be replicated, rather they are simply included to help illustrate the aspirations that MKDP have for new housing on the site. MKDP want to see bold, innovative and bespoke approaches to housing design and delivery**



Homes provide contemporary living space and address car parking well



Good quality design



Potential building to occupy a key corner

Keynes.

5.5.3 All buildings should therefore be of exceptional design quality, should enhance their surroundings and be constructed from high quality, durable materials. Example photos of residential development elsewhere are included to show the sort of aspirations that MKDP and MKC have for Campbell Park Northside.

5.5.4 All social/affordable housing must be indistinguishable from market housing (i.e. 'tenure blind').

## 5.6 Sustainable Construction & Energy Efficiency

5.6.1 The Council's Local Plan Policy D4 and its supplementary Sustainable Construction SPD set sustainability standards that will have to be considered as part of the overall design process.

## 5.7 Access and Movement (fig 7)

5.7.1 Access by all modes of movement to Campbell Park Northside will be served by existing infrastructure. Silbury Boulevard will provide the primary vehicular access to the sites via either the existing access routes or new ones. Vehicular access may however also be permitted off either Skeldon Gate and/or Overgate. In this instance the existing vehicular stub off Skeldon Gate and Eskan Court should be used in the first instance and others only incorporated where necessary. Additional vehicular access points should be positioned a minimum of 50m back from the North Skeldon or North Overgate Roundabout.

5.7.2 Pedestrian access will be taken directly off the existing redway that runs parallel to Silbury Boulevard. This redway connects across Skeldon Gate and Overgate via underpasses and provides pedestrian access to Campbell via underpasses at the junction of Skeldon Gate and Silbury Boulevard. Vehicular cross-overs of this redway should be kept to a minimum.



Example of pedestrian crossing over Silbury Boulevard



Existing infrastructure which can be used for access and locate development along but can also be removed subject meeting policy requirements

5.7.3 There are 7 further informal pedestrian crossings from the site over Silbury Boulevard to the park. Pedestrian access routes within the development should be aligned to line up as closely as possible with these crossing points to enable direct and legible pedestrian movement to the park.

5.7.4 Campbell Park Northside also provides pedestrian access to Downs Barn and Downhead Park via existing overbridges and underpasses respectively. It is important that proposed movement network connects up in a direct and legible way with these connections providing legible and direct pedestrian access to Silbury Boulevard.

5.7.5 A key aim of the access and movement strategy is to integrate the site with its surroundings, most notably between all three development sites and across to Campbell Park and the Grand Union Canal, particularly for pedestrians and cyclists. In order to achieve this, the following principles should be adhered to:

- In order to facilitate strategic pedestrian

connectivity along the Common Lane Open Space Corridor, the inclusion of a grade separated crossing should be explored to provide access across Skeldon Gate. If a bridge is proven to be a viable grade separated crossing then it could be explored whether the design aesthetic created by other overbridges connecting CMK with adjacent estates can be extended to this bridge.

- Silbury Boulevard, Overgate and Skeldon Gate are public transport routes so any alternative treatment should not compromise that function.



Example of alternative treatment on Silbury Boulevard to facilitate pedestrian crossing

- The current surface level parking running alongside Silbury Boulevard undermines a close integration between the park and the new neighbourhood and innovative ways should be explored as to how this parking could be re-imagined or reconceived to 'knit' together the park and the neighbourhood particularly east of Skeldon Gate. The functionality of the relationship between the classic infrastructure and Silbury Boulevard should however also be considered as part of any development proposal.
- Servicing should not take place directly from the boulevards and gates. A restriction to that effect might be secured by planning condition if considered reasonable and appropriate depending on the specifics of a planning application.

5.7.6 As identified in para 5.2.2, if in order to help deliver the vision for the new neighbourhood, any changes are made to the classic infrastructure, the development of those areas needs to meet the relevant policy requirements.



## 5.8 Parking

5.8.1 A Transport Assessment will be required to assess the parking needs for the development. Existing residential standards are identified below which reflect those in the CMK Alliance Plan.

Dwelling size (Bedrooms)	No. of allocated parking spaces
1	1
2 (flat)	1
2 (house)	1
3	2
4+	2

5.8.2 Unallocated parking is required at a ratio of 1 space per 3 dwellings. These should be provided on street and preferably within the existing rows of parking along Silbury Boulevard which provides the added flexibility of serving both visitors to the development and visitors to Campbell Park.

5.8.3 It is anticipated that a range of parking solutions will be necessary to support the development mix. The key principle however is that parking be located as conveniently as possible for all residents.

5.8.4 Level changes across the Campbell Park Northside should facilitate the use of undercroft or basement parking rather than significant amounts of surface level parking.

5.8.5 On street parking must be carefully designed into the streetscape so that it is not seen as cluttering the streetscape.

## 5.9 Public Realm and Landscaping

5.9.1 While Campbell Park Northside does benefit from extremely close proximity to the acclaimed Campbell Park, the public realm and landscaping will be a critically important feature to the quality and perception of the overall new neighbourhood. On one level this should extend to green architecture including green walls and roofs. At a more strategic level this is also important given the potential for the



Example of a front parking court which is both practical to residents and enhances opportunities for social interaction

development to be more informal in character east of Skeldon Gate and provide the feeling of 'living in the park' with the green of the park 'permeating' its way through the development.

5.9.2 While Campbell Park Northside does largely comprise rough grass land there are some existing landscape features that should be used to structure the development and / or retained to reinforce a green character:

- The historic Common Lane hedgerow is the key landscape feature that runs more or

less parallel to Portway across the northern half of all the development sites west of Overgate. This green spine should be retained and enhanced and incorporated as part of a landscape corridor across all sites west of Overgate that will provide a strategic pedestrian leisure route through the site. In line with the vision for the new neighbourhood the landscaped corridor could have a less formal built form design response east of Skeldon Gate.

- There is substantial existing planting along the northern edge of the site adjacent to Portway which should be retained and will allow for a soft green northern edge to the development. This green edge will form a vista stop to long views up existing and / or new streets from Silbury Boulevard further accentuating the green character of the development.
- Existing established row of trees lining either side of Silbury Boulevard as well as those lining both sides of Adelphi Street should be retained.



Green walls can help create a green character for the site

integrated into overall layout which will also help provide a green character to the overall development. The sloping nature of the site can help facilitate this. In addition it is suggested that the existing watercourse (the Leat) that runs along the north side of Campbell Park to the pond alongside the Grand Union Canal be explored to establish whether it can be exploited to assist with a SUDS.

- 5.9.4 There is a significant amount of overgrown landscaping located within the existing parking areas (particularly around the underpasses at Skeldon Gate) alongside Silbury Boulevard that will need to be substantially cut back and

maintained to provide views across to the park.

- 5.9.5 Play provision will be required to be provided as per current policy requirements. This could be located as part of the landscape corridor along Common Lane.

## 5.10 Public Art

- 5.10.1 Milton Keynes has a long tradition of successfully integrating Public Art into all major developments, and has an international reputation both for its public artworks and the use of planning policy in relation to public art. While the Park itself will be the main focus for future public art and sculptures, public art on

5.9.3 Sustainable urban drainage should be





Sustainable urban drainage should be included

sites covered by this brief will be delivered in line with Council Policy and could be built into the development.

## 5.11 Superfast / Ultrafast Broadband (as identified in Policy CT9 of Plan:MK)

5.11.1 The council wishes to see all premises on all new developments served by digital communication services that provide at least superfast broadband speeds, but will

give preference to future proofed services providing Ultrafast speeds for all residents and businesses, for example using full fibre “fibre to the premises” (FTTP) technology.

- 5.11.2 Developers must make sure that broadband services that meet the ambitions of the Digital Communications Infrastructure Strategy and the Digital Agenda for Europe are available, wherever practicable, to all residents of the development at market prices and are not restricted to one particular service provider.
- 5.11.3 Developers are required to work with a recognised network carrier to design appropriate duct infrastructures, wherever practicable, for the development.
- 5.11.4 Other forms of infrastructure, such as facilities supporting mobile phones, broadband and WiFi, should be included, wherever viable and possible.



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