

DRAFT

Edward Street Quarter

**Edward Street
Brighton & Hove**

**Development Brief
March 2005**

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1 Vision

That the Edward Street site is developed to become an open, vibrant, mixed-use quarter based on a flexible 'campus-style' format which maximises its employment potential and acts as a model for urban design and sustainability.

2 Introduction

2.1 Background

American Express is looking at maximising its office space in Brighton and expanding it in a 'campus' type facility. This would provide the space for growth it needs during periods of activity but which it can withdraw from and let out as discreet units when not needed.

The City Council are seeking to preserve and enhance the employment potential of the site as well as seeking a more full and efficient use of the land with a scheme that will be a landmark in terms of urban design and sustainability. This will be as part of a regeneration scheme addressing the present townscape problems associated with the site and surrounding area, such as lack of permeability and a lack of positive edges.

The Edward Street Quarter comprises a parcel of land to the north of Edward Street, bounded by John Street and White Street to the west and east. The site is presently dominated by Amex House, which provides office accommodation for American Express, Brighton & Hove's largest private sector employer.

In December 2004 the Council and American Express, along with University of Brighton, commissioned Building Design Partnership (BDP) to complete an urban capacity study of this site and the nearby Circus Street Municipal Market site. This study, titled 'Urban Design Analysis and Guidance,' gave advice on suitable forms redevelopment of the sites could take, bearing in mind existing constraints and the surrounding urban environment. The study was not intended to be a masterplan for the sites, but it did give suggested indicative layouts.

This brief arises from the study and the brief's purpose is to inform potential developers of the type and form of development, as well as the proposed uses, that the Council and Amex envisage for the quarter. This should guide the submissions of companies or groups bidding to form a development partnership with the Council and Amex and should also inform any future planning application. However, it is

envisaged that more detailed planning advice will be provided in the form of a Supplementary Planning Document (SPD) as part of the Local Development Framework (LDF).

2.2 Objectives

The primary objective of this brief is to ensure the employment led redevelopment of the Edward Street quarter on behalf of American Express and the City Council. Redevelopment for a mixed-use development will retain the existing Amex House, housing on White Street and the listed building at 34/35 Mighell Street, and will improve what is presently a poorly defined area of townscape.

The development will take into account urban design guidance previously prepared for the site by BDP and will:

- Create a development that acts as an **exemplar of urban design** for office based mixed-use developments.
- Provide for **sustainable development** and sustainable transport.
- Provide physical, economic and social **regeneration benefits** for surrounding neighbourhoods and the city as a whole.
- Retain existing **employment** and provide further employment floorspace that Amex can expand into and contract out of as they need.
- Create a Sense of Place based on a **flexible 'campus' format**
- Provide a **mixture of uses** to bring the quarter into the public sphere and to ensure an active campus.
- Open up the quarter and improve "**permeability**" ie public access into and through the site
- Complement and **not dominate** the listed building at 34/35 Mighell Street and the residential terrace on White Street.
- Complement redevelopment of the nearby **Circus Street** site.

The mix of uses will provide employment floorspace, but will also include the opportunity for residential units and some commercial space. Approximately 60 residential units could be provided of which 40% would need to be affordable and 60% at market value. Elements with more lucrative returns can act as enabling development to make the development more financially viable.

2.3 Opportunities

This brief represents an opportunity to redevelop and improve the site to the benefit of all key stakeholders:

- **The Council** will achieve its economic development objectives of improving the provision of employment floorspace as well as ensuring a full and effective use of land within its area and

ownership and ensuring that the site is developed to the very highest standards of urban design and sustainability.

- **American Express** will occupy flexible modern office space that suits their needs and rationalises their existing estates situation.
- **Local residents** will see the area opened up as a quarter with a more vibrant atmosphere and a number of design and townscape improvements.
- Any **future development partner** will enjoy the opportunity to be part of a major development project.

These benefits and opportunities are derived from a number of features of the site, including the location and the mix of uses.

3 Context

The Edward Street Quarter is an established employment site, located towards the top of the Carlton Hill area of the city. Existing residential uses and civic buildings surround the site. The East Cliff Conservation Area is located immediately to the south of the site and listed buildings facing both Dorset Gardens and Edward Street. These sit adjacent to the southern edge of the site. There is a cluster of listed buildings to the north-eastern edge of the site and edging the lower rise residential White Street. Special regard should be had to preserving the setting of the listed buildings when assessing the development potential of the site.

3.1 Location

The Edward Street site is situated on a major arterial road directly linking the nearby city centre with the eastern side of Brighton. Edward Street is a gateway to Grand Parade, where the A23 from London, A270 from Lewes and A259 coast road all converge. The site is within walking and cycling distance of both the city centre and the sea front. There are existing good public transport links and cycle links to London Gatwick Airport, London, surrounding towns and within the city. There is also scope for improvement for all forms of sustainable transport. The development opportunity is situated in an area characterised by different uses that would be well suited to a new development also boasting a rich mixture of uses.

[Insert map of site with key roads labelled as well as cycle routes and public transport links (bus stops and routes, train station)]

The development will benefit from as well as enhance both the setting of the adjacent East Cliff Conservation Area and the character and appearance of the listed building at 34/35 Mighell Street.

3.2 Site History

The Edward Street area was entirely remodelled during the 1960s and 1970s following large-scale clearances in the 1950s as a result of heavy war-time bombing of roads to the north. A road-widening programme was undertaken, and Edward Street has become the location for many commercial, civic and education-related buildings. American Express first came to Brighton in 1967 and have occupied Amex House, a nine-storey, 300,000ft² office block since September 1977 which now dominates Edward Street. Known as 'the wedding cake' due to its white multi-tiered distinctive design, it is the European Operations Centre of the American Express Corporation, and is Brighton & Hove's largest private-sector employer with over 3,000 staff. The law courts were opened in 1967 and were remodelled between 1986 and 1989 to include three crown courts and eight magistrate courts, together with juvenile and coroner's courts. Adjacent to Edward Street, John Street is the location for Brighton Police Station. In the north-east corner of the

site is a grade II listed building, 34/35 Mighell Street, a former farmhouse which is partly owned by American Express.

3.3 Site Description

3.3.1 Topography

The topography is an important feature of the site and the surrounding area. The site is situated on a steeply sloping hillside that rises up from the valley bottom that comprises Grand Parade and Valley Gardens. As well as this rise in levels going from west to east, there is also a rise in levels going from south to north as the hillside slopes up from the seafront.

The changing site levels mean that it is important to consider the effect of massing of buildings on neighbouring residential properties. Fortunately the existing residential terrace on White Street rises up to the highest point of the site, reducing the probability of new development dominating those houses.

3.3.2 Street Pattern and Access

This area had traditionally been built on in a farmland laine street pattern consisting of a series of north-south streets crossed by main east-west arteries. Some of that pattern close to the site and on the site itself was cleared during the mid-20th Century slum clearance and post-war reconstruction programmes. The only remainder of the original street pattern on the site itself is the part of Mighell Street that now serves as an access to various car parks. This gives it more the character of being a service road for Amex House, rather than a part of the street pattern in its own right. There is also a service road for Amex House accessed from John Street as well as a car access serving the parking undercroft of the Crown Building on the south-west corner of the site.

In addition to the vehicular access points there is a footpath linking John Street with Mighell Street and the rear of Amex House. However, this path is very isolated with little passive surveillance at night, poor lighting and limited opportunities to exit the path. As such it deters people from using it, particularly at night.

3.3.3 Buildings

The site is dominated by a single large building, Amex House. The building is nine storeys high and octagonally shaped. Though it clearly dates from the 1970s its design is distinctive with bands of white cladding and dark windows. The building is situated in the centre of the southern portion of the site and to the west there is an extension of the building that is used mainly for servicing the main building.

In the south-western corner is a Crown office building of three storeys above undercroft parking. Also dating from the 1960s/1970s, this building is very nondescript in appearance and does not add to the visual appearance of the area. In general, the public buildings within the whole area are of poor aspect to both the conservation areas and the urban grain. They also form large-scale barriers to pedestrian permeability.

On the eastern edge of the site is a terrace of houses fronting White Street. These houses date from the late 19th Century and are in various private ownerships. They are still of a good standard and their replacement is not intended as part of this redevelopment scheme. As they are being retained and are a residential use any new development should not have a negative impact on those houses.

The northern part of the site is the area where the land is being most under utilised by buildings. At present there is a building that appears to date from the late 19th Century on the north-western part of the site that is used as a staff gym and for training by American Express. The north-eastern part of the site is occupied by smaller buildings with residential use, including the listed buildings at 34/35 Mighell Street, and a garage at 33 Mighell Street.

3.3.4 Existing Uses

The predominant use on the site is B1 office use and the area already provides a considerable number of jobs for the city through those uses. However there is scope for more employment floorspace. Some of the other uses, though not offices in themselves, are ancillary to that office space. This includes a large area of landscaped public open space forming a forecourt to Amex House and fronting Edward Street. However, this is presently underused due to the poor quality of the hard landscaping and proximity to a busy road. Any such public open space would be better located to the north to open that part of the site up, to draw people in and break down the divide between the sphere of Amex house and the public sphere. However, any new square should not be so over-shadowed that it does not receive adequate sunlight.

The crown building houses the Benefits Agency, and as such they have an office that members of the public visit for advice. The remaining uses are residential and a small garage workshop.

3.3.5 Parking

There is at present approximately 150 car parking spaces on the site with two existing surface car parks and an underground car park beneath the plaza fronting Edward Street. The Crown offices also have undercroft parking.

3.4 Planning Policy Framework

Any proposed development is going to need to comply with national, regional and local planning policy. Government and City Council policy supports the principle of regenerating brownfield sites and the development of mixed use sites of higher density that make full an efficient use of land and which create open and vibrant urban areas. The national, regional and local planning policy framework is explored in detail at Appendix 2.

4 Requirements of the Brief

4.1 Planning

In December 2004 an 'Urban Design Analysis and Guidance' was prepared for this site and the Circus Street Municipal Market by BDP. The study was an urban capacity study which advised on suitable forms of redevelopment for the two sites.

It has since been decided that the two sites should be taken forward separately as there are no real links between the sites other than their proximity. This Development Brief is guided by the findings from this study for the Edward Street site.

A summary of the findings of the study is included at appendix 3, and a copy of the full study report is available from the City Council on CR-Rom to prospective bidders in the development competition. The study was not intended to be a masterplan for the site, though it did give suggested indicative layouts and axonometric sketches to suggest possible development patterns, and these are included in the appendix. However, whilst the ideas presented in the study appear to comply with the principles for development in some ways, they should not be regarded as a 'final' layout that the City Council and American Express are pursuing. The advice in this brief and in any future SPD are more important in guiding design. Furthermore the existence of these proposed possible layouts should not preclude potential developers from starting anew and applying innovative and creative thinking to meet the development needs of the site and stakeholders. The study and its findings should inform and assist this creative thinking.

4.1.1 Future Uses

The Edward Street Quarter will be an employment led scheme to meet the operational needs of the City's largest private sector employer, American Express. However, a mixture of uses is required in line with Government Guidance, with residential, commercial (A1 or A3) and public open space elements. This will add vibrancy to the development and will draw the area into the public sphere, overcoming the sterile nature of parts of the site.

In their study, BDP calculated the maximum gross floor areas that could be achieved for such uses and these areas are shown in the table below. In summary, the site could physically accommodate an additional 62,800m² of overall development. Of this total, allocations for specific uses are proposed as follows:

- 22,600 m² office accommodation,
- 6,210 m² residential accommodation for 50 flats and 14 houses,
- 525 m² retail space.

Edward Street Quarter	Comment	footprint (m²)	storeys	gross floor area (m²)
Existing uses				
Office		3,600	3 to 9	27,800
Office ancillary		1,950	1 to 3	2,650
Crown Building		1,360	4	5,440
<i>Total Existing Offices</i>				35,890
Surface Car Parking	103 spaces			2,170
Under Ground Car Parking	40 spaces			1,700
Public open space				2,800
Approximate total				32,620
Additional Development				
Office		5,100	3 to 9	39,800
Office – Edward Street entrance		750	6	4,500
Office (replacing Crown Building)		1,750	6	10,500
Office ancillary		2,550	1 to 3	3,650
<i>Total Additional Offices</i>				58,450
Residential (to White Street)	approx. 14 houses	1,360	2 to 3	2,960
Residential flats	approx. 50 flats	1,050	4 to 5	3,250
Retail/A3		525	1	525
Under Ground Car Parking	480 spaces	6,875	3	20,625
Under Ground Car Parking (beneath Crown Building)	160 spaces	2,475	2	4,950
Public open space				4,725
Approximate total				95,485

4.1.2 Sustainable Transport and Car Parking

American Express has indicated an operational need for an extra parking space for each 1000ft² of their offices. In practice this would mean an extra 150-180 spaces in addition to the existing spaces. However national, regional and local planning policies promote sustainable transport with an emphasis on public transport and reducing the use of the car. Therefore any additional spaces will need to be carefully justified.

The site is served well by the existing public transport network and is positioned on a sustainable transport corridor. Three of the City's five national award winning bus lines service the site, including a service that links with the existing park and ride bus service and with Hove and Brighton railway stations. Brighton mainline train station is positioned approximately 10 minutes walk away. In addition to this the City Council is looking to implement a Rapid Transit System that will service Edward Street. The system as currently envisaged will travel along key routes within the city avoiding congestion by running in its own lane and having priority at all junctions. It will link with Park and Ride facilities at key gateways into the city. This will ensure that workers who start their journeys in cars outside of the city will be able to avoid congestion once inside the city and will be carried straight to their workplace. This will turn many potential city centre car journeys into public transport journeys whilst still meeting the operational needs of employers like American Express. The Council is actively pursuing this linked Rapid Transit/Park and Ride System and hopes that it can make an active contribution to transport for the future development. All of these options, and others such as facilities for pedestrians, cyclists and bus passengers, ticketing arrangements, car sharing and car clubs will need to be explored as part of the Transport Assessment and packaged together in a Travel Plan for the site.

Offsetting some of American Express's operational parking need with dedicated spaces at the Park & Ride facilities is an option that will be explored. This may also create a cost saving as the proposed underground car parking on site will be very expensive.

In addition to the operational parking for the office space, it is envisaged that there may be demand for some residential parking. The numbers of parking spaces provided would need to be within the guidelines in the City Council's Supplementary Planning Guidance Note on the subject (SPGBH4). Options including some car free housing which will require access to other forms of sustainable transport or extending the Hanover car club should be explored by developers.

4.1.3 Urban Design

The quality of the urban design of the quarter is key to its success both in townscape terms and as a successful office development. The successful scheme will include a standard of architecture and urban design that will make it a landmark development and an exemplar in office based mixed-use developments. Urban Design means more than just the quality of the architecture and the aesthetics of the development. It is about the layout of the site, the development density, safety through design and most importantly the way people use buildings and the spaces around buildings.

The urban capacity study identified criteria that the scheme would need to comply with for a successful development. The main principles are as follows:

- Maintain and enhance west vista along Carlton Hill
- A positive edge to Edward Street
- A positive landmark at the south western corner of the site
- Positive 'bookmarks' at the end of the White Street terrace
- Increased permeability through the site
- Listed buildings and their environs respected and enhanced
- Opening up views into the site
- A campus arrangement of buildings around a mixed use heart
- Development of taller buildings along the western edge of the site

Full details can be found in Appendix 3.

The City Council and American Express expect the development to be of the highest design standards. This is especially necessary as the density of development will be in excess of current site and neighbourhood levels, and innovative urban design solutions will be needed to avoid excessive bulk and massing. Similarly, open space will be at a premium in a dense development, but will be necessary to give a focal point to the 'campus' and to draw people into the site. The siting and orientation of this public space will need to ensure it is not overshadowed by buildings for much of the day.

The increased density means that the design will have to give consideration to the impact on residential neighbours – especially those living in houses on White Street. Proposed schemes will need to ensure that there is not excessive overlooking and overshadowing of those properties and bulk and massing will need to reduce towards the eastern side of the site.

4.1.4 Conservation

The Edward Street Quarter is directly opposite the northern boundary of the East Cliff Conservation Area. The impact of the development on the setting of the conservation area, and the impact of strategic views into and out of the conservation area are going to have to be considered in the design of the development. This means that buildings fronting Edward Street need to respect the sensitivity of the area in terms of scale and design.

The existing building on the site that makes up 34 and 35 Mighell Street is Grade II listed, so any alterations to the building and development affecting its setting must protect or enhance its character and appearance. It is considered that if this building were to be restored

then it could form a focal point to an area of public open space. However, some exploratory work is required to assess whether the southern flank of the building is worthy of opening up to public view or whether this flank should be masked by low level new development. There is also a cluster of listed buildings on the north side of Carlton Hill close to the site that must have their setting protected. However, any opening up of the site at the front of 34/35 Mighell Street should ensure this.

4.2 Sustainable Development

Any new development should harness the most up to date building technology and design processes to secure positive environmental impacts. There are a number of ways in which this can be achieved, for instance:

- The Centre for Sustainable Construction has developed an assessment method for determining the environmental standard of individual buildings. This ratings principle can be applied to offices, houses and industrial premises and contact details can be found in the bibliography.
- Developers should also demonstrate how they will achieve 'Excellent' ratings in the EcoHomes or BREEAM assessment methods for new build elements.
- They will also need to submit a sustainability checklist as required by Supplementary Planning Guidance Note SPGBH21.

4.2.1 Building Process

Developers should consider how the building process itself can be improved. This should endeavour to provide higher quality buildings, completed in shorter timescales and at reduced cost. They will be expected to demonstrate a reduction in levels of material waste during the construction process and this may involve maximising the reuse and recycling of materials. For example demolition waste should be reused as hardcore and uncontaminated topsoil removed during development should be retained for landscaping at the end of the process.

In designing individual buildings, the applicants should use local and sustainable materials which are hard wearing as well as aesthetically pleasing. Choices should be chosen for their low 'embodied energy' (the amount of energy expended to produce the material), ease of maintenance, and the ability to recycle and reuse the material. Submissions should demonstrate how materials have been chosen to create healthy, comfortable buildings with the lowest possible impact on the environment.

4.2.2 Energy Efficiency

The energy efficiency of the proposed buildings is a key factor in determining how sustainable a development is. It will therefore be necessary to show that energy consumption will be low and that measures to generate and retain energy will be pursued. Proposals therefore need to demonstrate consideration of the following:

- Energy sources,
- Energy consumption,
- Reducing heat loss,
- Reducing water consumption,
- Reducing run off.

The planned retention of Amex House may complicate these considerations. It is a building of considerable bulk situated centrally within the site and may hinder efforts to ensure the sustainability of the buildings to the north of it. For example in terms of ensuring natural lighting to reduce the need for electric lights and using solar gain to heat buildings. Innovative thinking will therefore be needed to overcome this problem. Similarly, any new buildings to the south of Amex House should not seriously hinder natural light, solar gain and natural ventilation to Amex House itself.

Developers will need to show that they have considered innovative approaches to energy generation, use and conservation. Alternative forms of energy generation, such as combined heat and power, solar energy and wind power should be considered.

4.2.3 Waste

The new development should include facilities for the storage of waste for recycling and this should include buildings in all uses.

A scheme for the collection and reuse of rainwater and grey water should be explored as part of any development. This has beneficial effects by reducing the energy required to pump water to the site and reduces overall water consumption. As with many waste and energy initiatives, this has the potential to reduce running costs for the proposed buildings.

4.2.4 Landscaping

Although the site does not have any intrinsic ecological value, new development can enhance the site by incorporating nature conservation features. 'Wildlife friendly' plants and shrubs will therefore be required as part of the landscaping, as well as the provision of bird boxes (made from woodcrete or equivalent) on the walls of buildings. An innovative approach is expected, incorporating features such as 'green roofs' and 'green walls'.

4.3 Interested Parties and Development Partners

The form and success of the development will be influenced by interested parties and development partners. Interested parties include those who currently own or lease property on the site, and proposals will need to consider whether these parties can or should continue to be accommodated on the site. Development partners include those who will have a significant interest in the completed development.

4.3.1 Property Issues

The majority of the land in the area is owned either by the Council or by American Express. The land where Amex House is situated is in the freehold ownership of the council and is leased to American Express. The land to the north, including the Amex gym; surface parking; 70 Carlton Hill and 35 Mighell Street, are in the freehold ownership of Amex. Of the rest of the site, the houses on western side of White Street (which will remain unaffected) are in various private ownerships as are the dwelling at 34 Mighell Street and the garage at 33 Mighell Street (which are in the same freehold ownership), and Job Centre Plus occupies the offices on the south west corner of the site, known as Windsor House.

It is likely that the garage at 33 and the dwelling at 34 Mighell Street will need to be included in the development. This is because the listed building at 34/35 Mighell Street may need to be upgraded and used as a focus for public open space, and because the garage at 33 Mighell Street is visually unattractive will detract from the open space. Its continued presence would therefore inhibit development. The cost of purchase of these two buildings would therefore need to be worked into the assessment of the financial viability of any proposal.

Similarly Job Centre Plus leases Windsor House from a private freeholder. They and the freeholder would therefore need to be involved in the development or offered the opportunity to sell their interest prior to development.

4.3.2 American Express

American Express wishes to achieve approximately 14,000m² extra office space and requires this space for occupation by January 2008. Their requirements are a key driver for this development and they, along with the City Council, will need to be involved as development partners throughout the process.

4.3.3 Housing Association

As 40% of the housing on the site is to be affordable, a registered social landlord will need to be part of the development partnership. It will be the role of the chosen developer to form this partnership, along with

the Council and American Express, and attract and co-ordinate the external investment funding.

The developer will have experience in forming partnerships and using such a partnership as a driver for delivering regeneration schemes.

4.4 Phasing and Timetable

Future development will consist of a number of buildings and it will probably have to be constructed in closely timed phases.

The main requirement in terms of phasing is the need for American Express to have occupation of 14,000m² of the new office space by January 2008. This is due to the tight timescale this development needs to be delivered within. An expected timetable from the adoption of this development brief is outlined below¹.

Dates	Activity
2005	
April	Issue Development brief
June	SEEDA approval of application for Selective Finance for Investment grant
June	Receive tenders and begin assessment
June	AMEX undertake cost benefit analysis
September	Approval of preferred developer selected
September	AMEX present design and build proposals to investors/pension funds
October – Jan 2006	Work on detailed Planning Permission, Transport Assessment and Environmental Impact Assessment. Consultation by developer
2006	
January	Planning application submitted
Feb – April	Planning application assessed, start of S106 and development agreement negotiations, and if successful...
April	Planning permission granted and S106 and development agreements finalised
May – October	Building contractor negotiations and award of contracts
October	Start of 15 month build programme
2007	
Jan-December	Construction

¹ The reason for there being such time pressure is due to the fact that American Express' leases run out on other premises and they need to locate staff in Brighton before June 2008 with time required before then to plan and undertake an office move.

2008	
January	Development complete
April	3 month office move / transfer begins
May	Offices occupied

5 Assessment Criteria

There are five key assessment criteria for deciding on the suitability of any bid to become a development partner along with the Council and American Express. These criteria are:

- Design,
- Economic Regeneration,
- Sustainability,
- Planning Considerations and Compliance with the Local Plan and development brief,
- Financial Viability.

Each of these five criteria will have a number of detailed considerations and, where there is not the expertise within the City Council, the advice of outside experts in assessing bids to ensure they meet these criteria will be sought.

5.1 Design

The Council and American Express are committed to achieving the highest standards of design excellence in the development of the site. The quarter is positioned on a major arterial road and is in close proximity to the East Cliff Conservation Area and it is visible from many viewpoints across the city. It is important that the development ties in with the urban grain of its surroundings and raises the overall quality of an area that presently has some poor quality edges and ill-defined townscape.

Certain parts of the site present an opportunity to provide 'landmark' buildings that reflects and enhances the character of the area and forms a gateway drawing people through from Grand Parade. For example the south west corner and the southern edge fronting Edward Street are a good opportunity to provide a legibility marker and provide landmarks readable with Amex House in some views.

The commercial uses should be at street level fronting a new area of public open space in order to provide an active and vibrant interface with the public realm. The layout of the buildings on the site should promote greater linkages with the surrounding environment. These linkages should create more permeability through the site generally.

Design quality will play a major role in the regeneration of the whole area, even beyond the site boundaries, and the Council and American Express have high expectations in relation to the urban design and quality of architecture of the site. The architectural and urban design and landscaping skills of proposed team members will be an important consideration in determining the success of bids and evidence will be sought of recently completed projects that work at

architectural, urban design and landscape terms as well as for functionality and sustainability.

The creation of successful communities requires innovative and integrated thinking. Developers are required to develop initial sketch designs that establish a framework to achieve the following design and development aspirations:

- An integrated and cohesive urban design framework that engenders a sense of place, providing existing and new communities with a potential for cultural, economic and social activity.
- A mix of well integrated uses.
- A range of residential tenures both to encourage social and economic cohesion and opportunity.
- Appropriate levels of development density that achieves the required critical mass sufficient to encourage mixed development on the competition site.
- It is anticipated that the overall density of residential development will meet current government guidelines for urban development.
- A high quality of urban design, architecture and landscaping within the planning and development of the project.
- Well designed public and private spaces that respond to the needs of new and existing communities, including children and young people and integrated public art.
- A strong input from local interests in the planning, design and onward management of the area. Detailed public consultation will be expected from the development team.

In addition, developers are encouraged to consider how their proposals meet the design principles set out in Urban Villages Forum publication 'Making Places', as well as reflecting the findings of the Urban Task Force report, 'Towards an Urban Renaissance'. The Urban Design Compendium, English Partnerships and By Design, DETR should also be considered.

A bibliography can be found at the end of this document.

5.2 Economic Regeneration

The site at present is underused around the fringes and does not relate well to surrounding streets. Furthermore the site is within and next to two neighbourhoods that have been identified as Priority Neighbourhoods in the Neighbourhood Renewal Strategy due to their existing levels of deprivation. Bids will therefore be assessed on the extent to which they provide physical, economic and social regeneration benefits to the site and surrounding area. These benefits may be in terms of affordable housing, job creation through new

employment floorspace or greening and opening up the site to the public sphere.

5.3 Sustainability

Detailed description of ways in which the successful development proposal should consider the principles of sustainable development are outlined above in section 4.4. Evidence that these considerations have been incorporated into the bid submission will be vital in any successful bid.

5.4 Planning Considerations

5.4.1 Conformity With The Local Plan

Any bids to become a development partner will need to be based on a scheme which complies with the principles and policies of the Development Plan (including the Local Plan), both specific to this site and more generally. The Local Plan specifies the type and form of development the Council expects on a site of this type. Furthermore, due to the time limitations on this project the proposed scheme needs to pass through the planning process as smoothly and quickly as possible. Compliance with the Local Plan, as well as compliance with national and regional planning policies including those about sustainable transport, is the best way of ensuring this happens.

5.4.2 Delivery of the Specified Uses in the Development Brief

In specifying the uses for the site, consideration has been given to policies in the local plan and to the wishes and requirements of the Council and American Express as landowners and occupiers of the site. A successful bid is therefore expected to deliver these uses, or a mix that is as close as possible to the specified mix within the constraints of financial viability.

5.5 Financial Viability

5.5.1 Financial Viability

All bids will need to give a breakdown of development costs, available finance and eventual land values to ensure that the proposal is financially viable and offers best consideration for the assets owned by the Council and by American Express. The Council and the American Express may have these figures independently checked and assessed as part of the process of deciding which bid to take forward. Any development proposal will need to give the City Council and American Express best value in terms of the assets they own on the site.

5.5.2 Deliverability

The experience of the developer, their ability to fund the proposed development and their skills in being able to take the development

forward are an important consideration. All professional advisors should also state previous experience.

6 Assessment Process

6.1 Panel

The selection of a preferred development partner will take the form of a two-stage process. To assist in the process a cross-directorate officer technical assessment panel will be appointed to appraise the bids received. The assessment panel will comprise representatives from American Express and City Council officers from Economic Development & Regeneration, Property & Design, Housing, Transport Planning, Planning Policy, Conservation & Design, Sustainability Team, Legal Services and Strategic Finance. Input may also be sought from specialist advisors in the fields of design, construction technology, sustainability and energy efficiency.

The Assistant Director Economic Development & Regeneration will chair the officer steering group and will report progress to a Project Board comprising:

- Director of Cultural Services
- Assistant Director Property & Design
- One representative of the Labour Group
- One representatives from the Conservative Group
- One representative from the Green Group
- One representative from the Liberal Democrat Group
- Vice Principle Worldwide Estates, American Express

6.2 Process

Stage One

The assessment panel requires formal expressions of interest for participation in the competition including details of the applicant and its professional advisers and partners together with its experience of undertaking schemes of this nature. As a minimum this should include:

- A company profile for the lead developer and
- Company profiles of any partner organisation.

Stage Two

It is intended that a limited number of developers will then be invited to participate in the competition and will be required to submit the following within 8 working weeks of being shortlisted:

- A written statement of design philosophy for the proposed scheme setting out the approach to mixed use development, the integration of uses, the use of materials and social and economic integration with the existing urban grain.

- A detailed masterplan showing the approach to layout, density, landscaping and open space, access and car parking proposals.
- Sketches showing elevations and the relationship between built form and the public realm and the impact on neighbouring development.
- Exact Phasing proposals and a detailed and updated timetable for development.
- An outline of the approach to innovation in addressing design, construction, environmental and energy conservation issues.
- Details of the financial standing of the applicant including the latest three years audited accounts.
- Confirmation of the funding proposals of the scheme and the “development calculations” used to identify the cost the scheme laid out in a Pro-Development format.
- A model to indicate massing, bulk and impact on adjacent development including daylight, sunlight and shadowing effects at different times of the year.

Each developer at Stage two will be issued with a set of draft Heads of Terms setting out the basis upon which the development lease will be granted.

Expressions of interest must be received by the assessment panel by 13.00 hours on Monday 9th May 2005, at the following address;

**Circus Street/Municipal Market Assessment Panel
c/o Scott Marshall
Assistant Director, Economic Development & Regeneration
Brighton and Hove City Council
Room 506 Kings House
Grand Avenue
Hove BN3 2LS**

Details of timescale and delivery for submissions will be confirmed at a later stage, though it is envisaged that the shortlisted developers will be notified on 16th May 2005 and thereafter developers will need to submit their full bid by Friday 8th July.

Appendix 1**Bibliography**

Urban Design Compendium	English Partnerships / The Housing Corporation August 2000
By Design	DETR
Places Streets and Movement	DETR
Planning Policy Statement 1	The Office of the Deputy Prime Minister
A Guide on Urban Sustainability for Planners/Developers	Building Research Establishment March 2000
Towards and Urban Renaissance The Report of the Urban Task Force	Available at www.odpm.gov.uk
Making Places: A Guide to Good Practice	Urban Villages / English Partnerships
Regional Sustainable Development Framework	South East England Regional Assembly
Urban Design Analysis and Guidance for Edward Street Quarter and Circus Street	BDP, for Brighton & Hove City Council, American Express and Brighton University
Safer Places – the Planning System and Crime Prevention (2004)	ODPM / Home Office

The City Council's web-address is: www.brighton-hove.gov.uk

The following Documents are freely available on the website:

Brighton & Hove Local Plan Second Deposit Draft 2001

Brighton & Hove City Councils' Supplementary Planning Guidance Notes

Brighton & Hove Council Full Local Transport Plan 2001/02 - 2005/06

Brighton & Hove City Council Local Transport Plan Annual Progress Report 2003-04

Brighton & Hove Cycle Map

Brighton & Hove City Council committee reports.

Appendix 2

NATIONAL, REGIONAL AND LOCAL PLANNING POLICY

National Planning Policy

PPS1: General Policies and Principles

PPS1 promotes the more efficient use of land through higher density mixed-use developments on previously developed land. The policy statement also reinforces the need to create sustainable communities and deliver sustainable development. It sets out the Government's vision for planning and the key policies and principles which should underpin the planning system. These are built around three themes:

- Sustainable development – the purpose of the planning system.
- The spatial planning approach.
- Community involvement in planning.

PPS1 also calls on Planning Authorities to ensure that suitable locations are available for industrial, commercial, retail, public sector (e.g. health and education), tourism and leisure developments, so that the economy can prosper. It further promotes a high standard of inclusive design that would positively improve the character and quality of an area.

PPG3: Housing

PPG3 calls for the creation of sustainable residential environments. It envisages that this can be achieved by promoting development which is linked to public transport, encouraging mixed-use development, ensuring the most efficient use of land, creating greener residential environments, placing greater emphasis on quality and designing places for people. Emphasis is also placed on optimising the reuse of previously developed land. It stresses higher densities and a sequential approach to identifying sites for housing, with previously developed sites being developed in the first instance.

PPG4: Industrial, Commercial Development and Small Firms

PPG4 seeks to encourage continued economic development in a way which is compatible with maintaining and improving a high quality environment. In particular it seeks to encourage:

- New development in locations which minimise the length and number of trips, especially by motor vehicles.
- Encourage new development (particularly offices, light industrial development and campus style developments which are likely to have large numbers of employees) in locations that can be served by more energy efficient modes of transport.

- Discourage new development where it would be likely to add unacceptably to congestion.

PPG 13: Transport

PPG13 supports the accessibility of activities attracting significant populations by a safe, efficient and integrated transport system. The guidance recognises that land use planning has a key role to play in delivering the Government's objectives for integrated transport through the promotion of more sustainable transport choices and accessibility by public transport, walking and cycling. The guidance stresses the importance of planning to reduce the need to travel, in particular locating intensive development in areas which are highly accessible to public transport, as well as restricting parking in new development.

It advocates a proactive management of patterns in urban growth to make the fullest use of public transport and seeks to focus the major generators of travel demand in city, town and district centres.

PPG15: Planning and the Historic Environment

PPG15 protects listed buildings and conservation areas and sets out best practice in dealing with development in these areas. It considers the impact of redevelopment on the visual quality of historic townscapes.

Regional Planning Policy

Regional Planning Guidance 9: South–East

The regional planning framework (2001) seeks to encourage economic success throughout the South-East region whilst ensuring a higher quality of environment through careful management of natural resources, opportunity and equity for the Region's population and a more sustainable pattern of development. The key issues raised in RPG9, in relation to this study are:

- Ensuring that urban areas become the main focus for new development.
- Ensuring a more sustainable pattern of development, allowing home, work, leisure and community services to be in closer proximity and minimising the amount of land required in all new developments. The management of future travel demand will be critical to the task of delivering a more sustainable pattern of development in the South-East.
- Ensuring that new development in and around urban areas are well designed and consistent with the overall strategy for urban regeneration and sustainable development.

- Encouraging diversification of the employment base and improved access to employment by sustainable means. Sites should be identified where new development could be created, encompassing tourist related activities, education and training, as well as business and industrial employment generating uses.
- Sufficient housing should be provided for all who live and work in the Region and the development of housing should be more sustainable, providing a better mix of sizes and types.

Local Planning Policy

Local Plan

The Brighton and Hove Local Plan is currently going through the local plan, review process. The first deposit draft Local Plan was published in 2000 followed by the second deposit draft in 2001. The Local Plan Inquiry was held from September 2002 to October 2003 and the Inspector's Report was received in February 2004.

The Brighton and Hove Local Plan Second Deposit Draft (2001) is currently awaiting formal modification, following the publication of the Inspector's Report. Brighton and Hove Council considered their response to the Inspector's report and the proposed modifications at Council meetings held in July 2004 and November 2004.

Due to its advanced stage of review the Brighton and Hove Local Plan – Second Deposit Draft (2001) is currently being used for development control purposes. The Local Plan contains a number of policies that are specifically relevant to the development of the Edward Street Quarter, which are outlined below.

The Local Plan identifies the Edward Street Quarter site as suitable for high-tech business use or general office uses (EM2). Policies EM3 and EM5 protect the conversion or redevelopment of existing employment land to other uses, unless they are genuinely redundant.

Development on the Edward Street Quarter site needs to be of a high quality design, with individual buildings responding positively and appropriately to their context particularly with regard to local character, the height, bulk and massing of surrounding development and existing views (QD1 and QD2).

In order to preserve strategic views, important vistas, the skyline and the setting of landmark buildings, any new development must not impair a strategic view, feature or building by obscuring it or being out of context with it (QD4). The Local Plan identifies a number of views and features that are of strategic importance, the following of which are applicable to the Edward Street Quarter site:

- Views of the sea from a distance and from within the built up area.
- Views along the seafront and coastline.
- Views across, to and from the downs.
- Views across valleys.
- Views into and from within conservation areas.
- The setting of listed buildings and locally well-known landmark buildings of townscape merit.
- Vistas along avenues, boulevards and steeply rising streets.

The Edward Street Quarter site is located adjacent to the East Cliff Conservation Area. Policy HE6 states that the scale, volume, form and materials of any development must preserve and enhance the setting of the conservation area. Within the Edward Street Quarter site there are two grade II listed buildings (34/35 Mighell Street) and a number of other listed buildings are located in the immediate vicinity. Policy HE3 states that any new development must not have an adverse impact on the setting of a listed building, through factors such as its siting, height, bulk, scale, materials, layout, design or use. Policy HE3 also states that preserving the skyline above the historic buildings is important, proposals for development must not therefore adversely affect near or distant views to or from the listed buildings.

Any new development will be required to make efficient and effective use of the site. Higher development densities will be particularly appropriate where the site has good public transport accessibility, good pedestrian and cycle networks and is close to a range of services and facilities (QD3), as is the case on the Edward Street Quarter site.

The Edward Street Quarter site is located in the Central Area, with regard to parking provision and Eastern Road/Edward Street is identified as a sustainable transport corridor under policy TR4. The Local Plan states that development proposals should maximise the use of public transport, walking and cycling as well as provide for the demand of travel they create in line with the adopted parking standards (TR1, TR2, TR(new policy) - Safe Development, TR6, TR12, TR16 and TR17). Sustainable transport is encouraged in both PPG13 and the Local Plan, with travel plans being required for all developments that are likely to have significant transport implications (TR(new policy) - Travel Plans). Car and cycle parking standards are outlined in SPGBH 4. These operate as maximum standards, apart from cycle parking standards and blue badge/orange badge holder parking standards which operate as minimum standards. It is the Council's aim to reduce excessive parking provision that encourages the non-essential use of the car, especially at peak time travel. The standards relating to the proposed uses on the Edward Street Quarter site are as follows:

B1 Business (offices)

- Operational parking — 1 space per 30m² of reduced floorspace area.
- Non-operational parking — no on-site provision allowed.
- Blue badge/Orange badge parking — 1 space per 100m² gross floorspace or part thereof.
- Cycle parking — 1 secure cycle space and additional cycle spaces at 1 space per 200m² floorspace or part thereof.

B1 Business (industry)

- Operational parking — not less than 10% gross floor area.
- Non-operational parking — no on-site provision allowed.
- Blue badge/Orange badge parking — 1 space plus 1 space per 600m² or part thereof.
- Cycle parking — 1 secure cycle space and additional cycle spaces at 1 space per 200m² floorspace or part thereof.

C3 Dwelling Houses and Flats

- Car parking — 1 space per dwelling plus 1 space per 5 dwellings for visitors.
- Cycle parking — 1 secure space per dwelling plus 1 secure space per 3 dwellings for visitors.

The Second Deposit Draft Plan encourages a sustainable approach to development that considers energy and water use, waste and pollution in policies SU2 and SU9. The plan policies support development that is energy efficient, use materials that have a low embodied energy and encourage use of renewable resources for building materials and energy supply.

Specific Supplementary Planning Guidance has been prepared which encourages the use of new technologies and renewable energy sources (SPGBH16). The SPG also encourages sustainable building design that considers orientation, natural ventilation, overshadowing, microclimate and the achievement of BREEAM standards in building design and specification. SPGBH21 contains a sustainability checklist for consideration in the design and assessment of all new development.

Supplementary Planning Guidance 15 - Tall Buildings (January 2004)

This guidance, based on the 'Tall Buildings Study' report undertaken by independent consultants, set's clear guidance for considering proposals for tall buildings and identifies strategic areas where there may be opportunities for tall buildings.

The guidance defines a tall building as buildings of 18m or taller (approx. 6 storeys), above existing ground level or significantly taller

than their surroundings. This height threshold includes extensions to existing tall buildings.

When considering the location of a tall building the guidance states that any new building of 18m or taller, which is significantly taller than surrounding buildings, should be located in one of the identified node areas or corridors.

The SPG emphasises that the identified nodes and corridors will have varying degrees of suitability for taller development and not all sites within a node or corridor will necessarily be suitable for a tall building. Outside these identified node and corridor areas, buildings significantly taller than their wider surroundings will be judged inappropriate.

Eastern Road is identified as one such corridor and the details surrounding it are as follows:

“The Eastern Road corridor provides an opportunity for new tall development and the refurbishment of existing tall development. The corridor is linear in form, located broadly between William Street in the west and Bristol Gate in the east. The area incorporates several existing tall buildings and is in close proximity to an existing district shopping centre. The existing tall buildings, particularly those at the county hospital, provide unique opportunities to develop small clusters of tall buildings along the corridor, albeit of significantly less height to those existing residential tower blocks in this area ... Special care must be taken in relation to the impact of development on the setting of listed buildings and conservation areas in the vicinity. Further study should address the visual impact of tall development on the East Cliff conservation areas and the setting of listed buildings in the vicinity. Of particular importance when considering this area is a long-term strategy for dealing with the existing tall buildings stock. A number of intrusive tall buildings exist within this corridor. If these are to be retained, then their visual impact might be diminished by the development of small clusters of more attractive, ‘mid rise’ tall buildings.”

SPGBH15 report requires that an individual assessment of each site adjacent to the corridor should be undertaken to determine the suitability of developing tall buildings in a wider context.

Appendix 3

SUMMARY OF THE FINDINGS OF THE URBAN CAPACITY STUDY

Part 4.1 of the development brief summarises the key findings of the urban capacity study completed by Building Design Partnership in December 2004 (titled the 'Edward Street Quarter and Circus Street Urban Design Guidance'). Below are the findings in a little more detail.

SWOT Analysis

A SWOT (Strengths, Weaknesses, Opportunities, Threats) analysis was undertaken to fully appreciate the setting and context of the study site. Its findings were:

Strengths

- Located on a steep west facing hill.
- Easily accessible from a major arterial route with good public transport links.
- Surrounded by a Conservation Area of Victorian quality.
- American Express building is a landmark.
- Retains a major employer in the city.
- Located between civic and residential districts.
- Retains underground parking (62 spaces).
- Retains two Listed Buildings on the site.
- The study area is owned in part by American Express (northern sites) and by Brighton and Hove City Council (who lease the AMEX House site back to American Express).

Weaknesses

- There are few positive edges to the site.
- Restricted capacity by two storey residential properties to the east.
- Contains government offices to the south west of the site creating access and security issues.
- American Express office dominates the site with small pockets of leftover space around it.
- The setting and scale of Listed Buildings needs to be considered.

Opportunities

- Potential for a further positive landmark buildings on the site.
- Redevelopment and formalisation of leftover space can provide necessary development area.
- Redefinition of edges to streets.
- Consolidation of campus style development also enables site flexibility.
- Improve cross site pedestrian access by clearly defining public and private space.

- Increase the number of car parking spaces to meet the requirements of American Express, being 500 extra spaces (1 space per 30m²), currently allowed in RPG9, policy T12 for an increased office area of 15,000m² on the site.

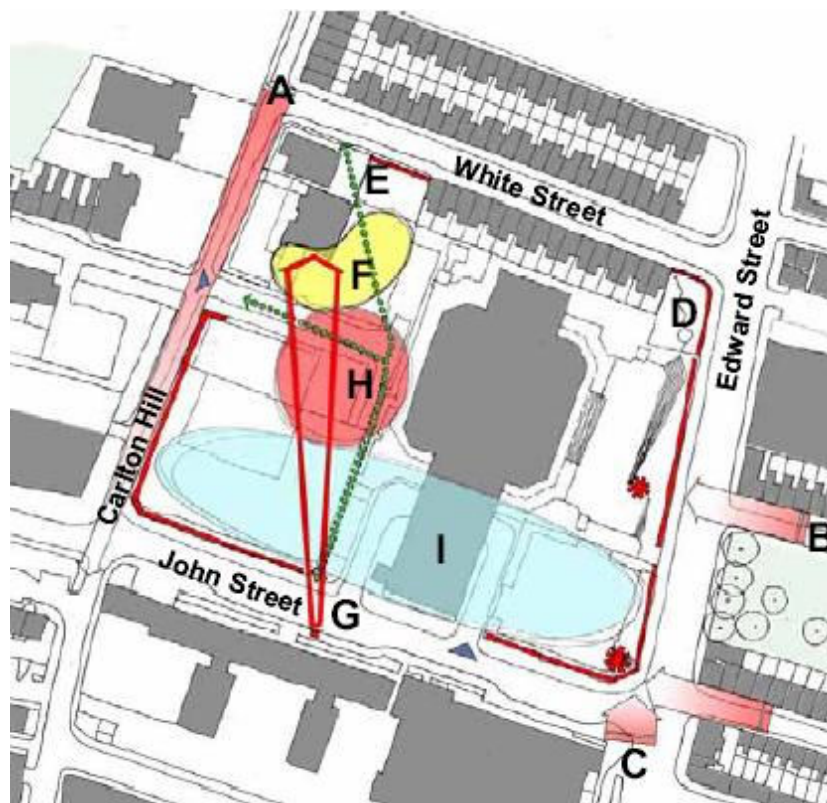
Threats

- American Express building cannot be adapted/extended.
- Local residents reject high density development.
- Proposed car parking numbers are reviewed and reduced to the maximum number of spaces being 1 space per 100m² (rather than the existing 1 space per 30m² RPG9, policy T12).

Key Principles For Development

The study also identified certain key principles for development. These were the principles that any development would need to adhere to in order to create a vibrant open site that is successful within its surroundings. The principles include:

- A. Maintain and enhance west vista along Carlton Hill towards the valley.
- B. Build positive edge to Edward Street, particularly facing Dorset Gardens and the East Cliff conservation area.
- C. Build a positive landmark to the south western corner. Viewed from the Royal Pavilion Gardens edge of Grand Parade, this corner could form an important legibility landmark.
- D. Build positive 'bookmarks' to the ends of White Street residential terrace.
- E. Increase the level of permeability through the site.
- F. Ensure the listed buildings and their environs both within and adjacent to the study area are respected, maintained and enhanced.
- G. Open up views into the site, using the façade of the listed building to draw pedestrians through.
- H. Develop a campus arrangement of buildings, centred around a mixed use heart.
- I. The slope of the site to the west provides the opportunity to develop taller buildings along that edge without negatively affecting adjacent buildings or spaces.



Design criteria

From the above principles certain design criteria were outlined to inform the development brief and any future masterplan and planning application.

Orientation

The southern edge of the site has the potential for further development. These buildings should maximise the passive solar gain and become an exemplar for sustainable building. The buildings also face onto a linear park and provide views over Brighton which should also be exploited.

The northern half of the site is overshadowed by the heavily massed Amex House and so should seek to utilise the east and western light to their fullest, opening up areas of public space to the south where possible.

Footprint

Due to Amex House occupying the centre of the site, the surrounding space needs to be broken into smaller footprints than normally allocated for major office or residential developments. The public space centres on two locations, Edward Street and Mighell Street. The Edward Street space is surrounded by office buildings, highlighting a major complex on the site. This should be the main entrance to the campus buildings. The building footprints should also respect the location of listed buildings and green space opposite. The Mighell

Street space forms dual roles. Firstly, it ensures the listed buildings are respectfully treated by adjacent buildings. Secondly it forms the major campus square in the development. Lastly, it conceals the car parking beneath.

Building line

The public realm is the most important physical element of an urban site. It is imperative to both build a clear line to the edge of the street. The edge should also be interesting and active, with positive uses facing the street where possible.

Use

The site, dominated by further office need from American Express, is a good opportunity to introduce further uses to ensure a mixed use and active campus. It is therefore necessary to ensure further residential use is added, both to complete the edges of the White Street terrace, and also to enliven the centre. There is the opportunity to draw pedestrians through the site with A3 uses facing the main square.

Scale and roofline

The scale of the buildings refers to the finishing and elevational treatment. The site can be split into half when dealing with this issue. The eastern edges are of sensitive aspect, neighbouring the characterful White Street and the Listed Buildings of Carlton Hill. Developments influencing these buildings will need to respect their material nature and elevational fenestration introducing deep setbacks which adds interest and manipulates the light. The roofscape should also be rich, with overhangs and breaks to the rhythm of the roofline. The western edges are more able to set a high quality design standard and reflect upon the limitations of adjacent buildings. They have the opportunity to provide interesting and contemporary forms and rhythms in both the façade treatment and roofline.

Massing and height

As indicated in the above criteria, the eastern edges of the site should be strongly tied to the height of the existing buildings, particularly along White Street. The northern edge slopes steeply towards John Street. This provides the opportunity to develop high density yet lower rise buildings, particularly adjacent to Mighell Street. The Southern edge front onto Edward Street and should respond to the scale of the road. This edge, cannot take larger buildings due to the proximity of the adjacent conservation area and also the narrowness of the site affecting the light entering into Amex House. Although the western and southern edges of the site can be developed to high densities, they should remain below the roofline of the existing Amex House building and respect the scale of adjacent properties.

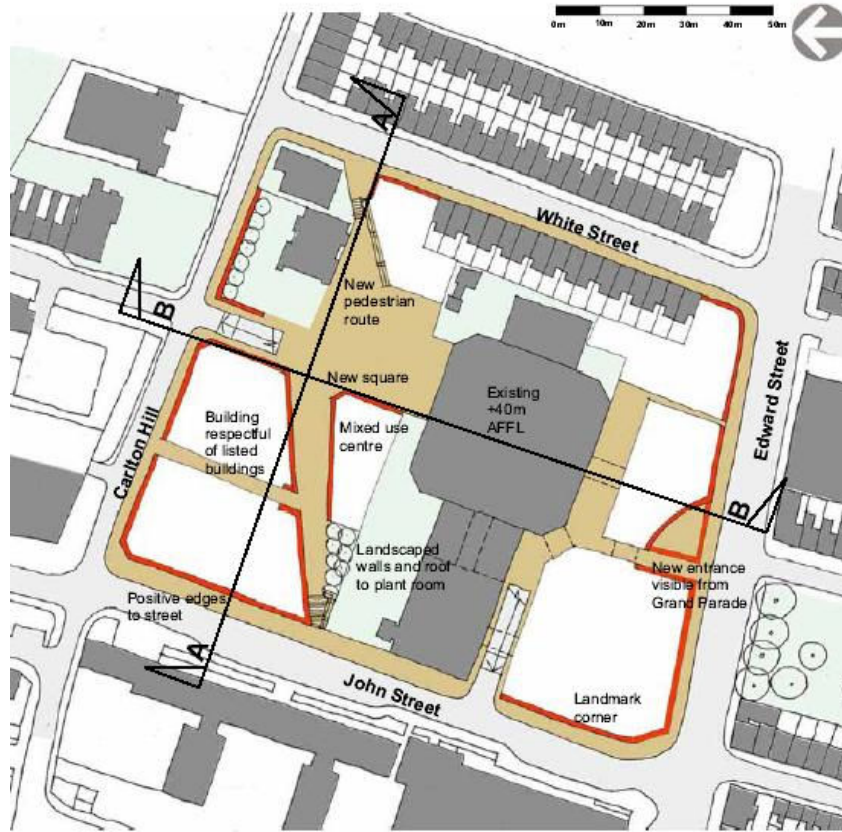
Car parking and servicing

Edward Street forms an arterial green route through the centre of Brighton. It is well serviced by the bus network and is walkable to the city centre and seafront. The campus is also a major office with wide ranging commuter travel necessitating significant parking requirement. The current capacity of the site is approximately 143 spaces. Further car parking is proposed entirely below ground. The access points are located off John Street and Mighell Street in their existing locations, however they both now ramp to a lower level from which point further levels of parking decks can be accessed. The site can accommodate up to 230 spaces on one level. In order to maintain the existing levels of parking and add extra capacity up to three levels of parking below ground could be required. Were the Magistrates Court to be acquired, extra capacity could be achieved on a maximum of two levels. Servicing for the development will be accessed from the existing service entrance and linked through to the car park below ground.

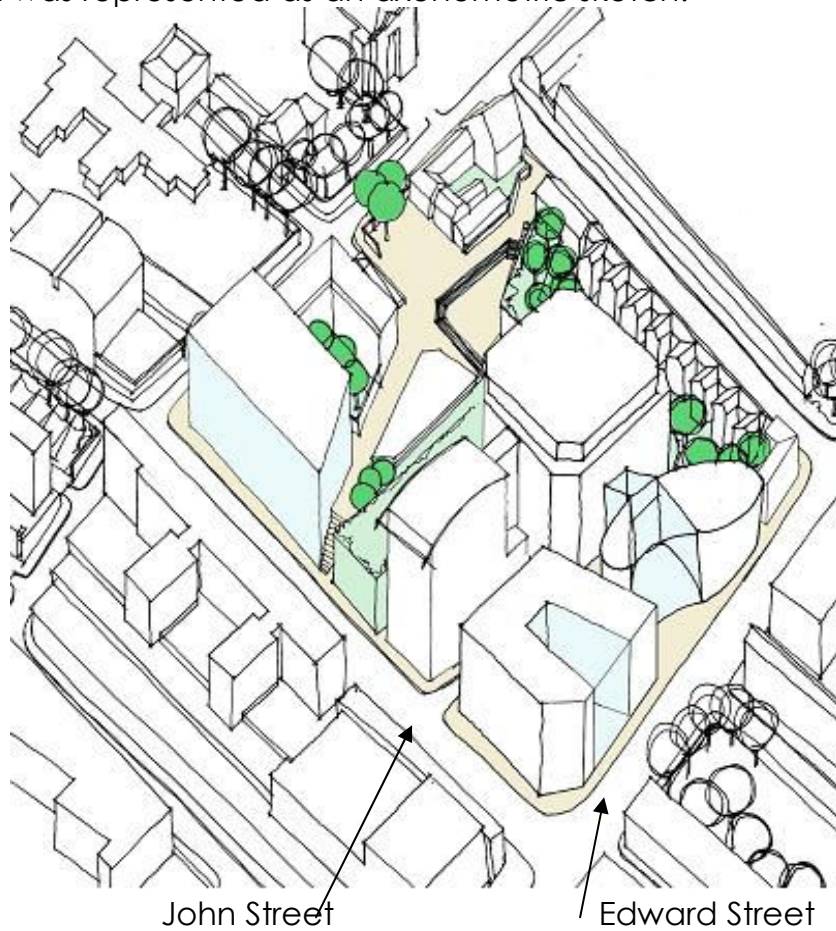
Indicative Development Form and Layout

Based on the principles for development and the design criteria, an axonometric sketch and a site plan of a possible form that development of the site could take was proposed in the study. These drawings are merely indicative of what can be achieved on the site and should not be read as a masterplan or as the City Council or American Express' preferred pattern of development.

The scheme suggested is based around an area of open space to the north of the existing Amex House building and includes a number of smaller buildings:



This plan was represented as an axonometric sketch:



The strengths of the development form proposed in the study include: the fact that there is sufficient office space spread across a number of buildings giving a campus style feel; the fact that the site is opened up to incorporate it into the public sphere and provide a public space around which the campus operates; the permeability through the site and the limiting of parking to below ground level.