

Victoria Road Housing

Design and Access / Planning Statement

HOU 017
Victoria Road Housing,
Portslade
August 2019



Contents.

1. Introduction	Page4
2. Project Brief	Page5
3. The Site	Page6
4. Site Development	Page10
5. Design	Page14
Early Studies	Page14
Pre Design Panel Proposal	Page17
Design Panel Review Feedback	Page20
Post Design Panel Development	Page21
Scheme Proposal	Page24
Accommodation Schedule	Page26
Proposed Plans	Page27
Typical Flat Plans	Page29
Appearance	Page31
Existing & Proposed Site Views	Page36
Landscape Proposals	Page39
6. Access	Page40
7. Policy and Consultation	Page43
8. Summary	Page47

Architects: **BHCC Architecture and Design**
Hove Town Hall
Norton Road
Hove
East Sussex
BN3 4AH
architects@brighton-hove.gov.uk

Client: **BHCC Estate Regeneration Team**
Hove Town Hall
Norton Road
Hove
East Sussex
BN3 4AH



1.0 Introduction

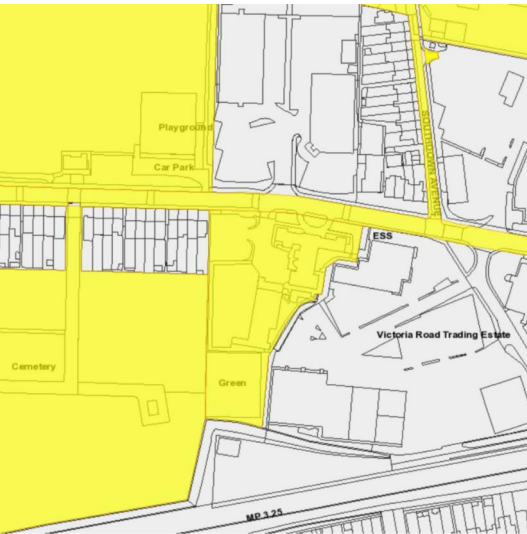
Opening Statement

This Design and Access Statement has been prepared to accompany a full Planning Application Submission for the construction of 42 new homes, split across 2 buildings, on a site adjacent to Portslade Town Hall, Victoria Road, Portslade, BN41 1YF.

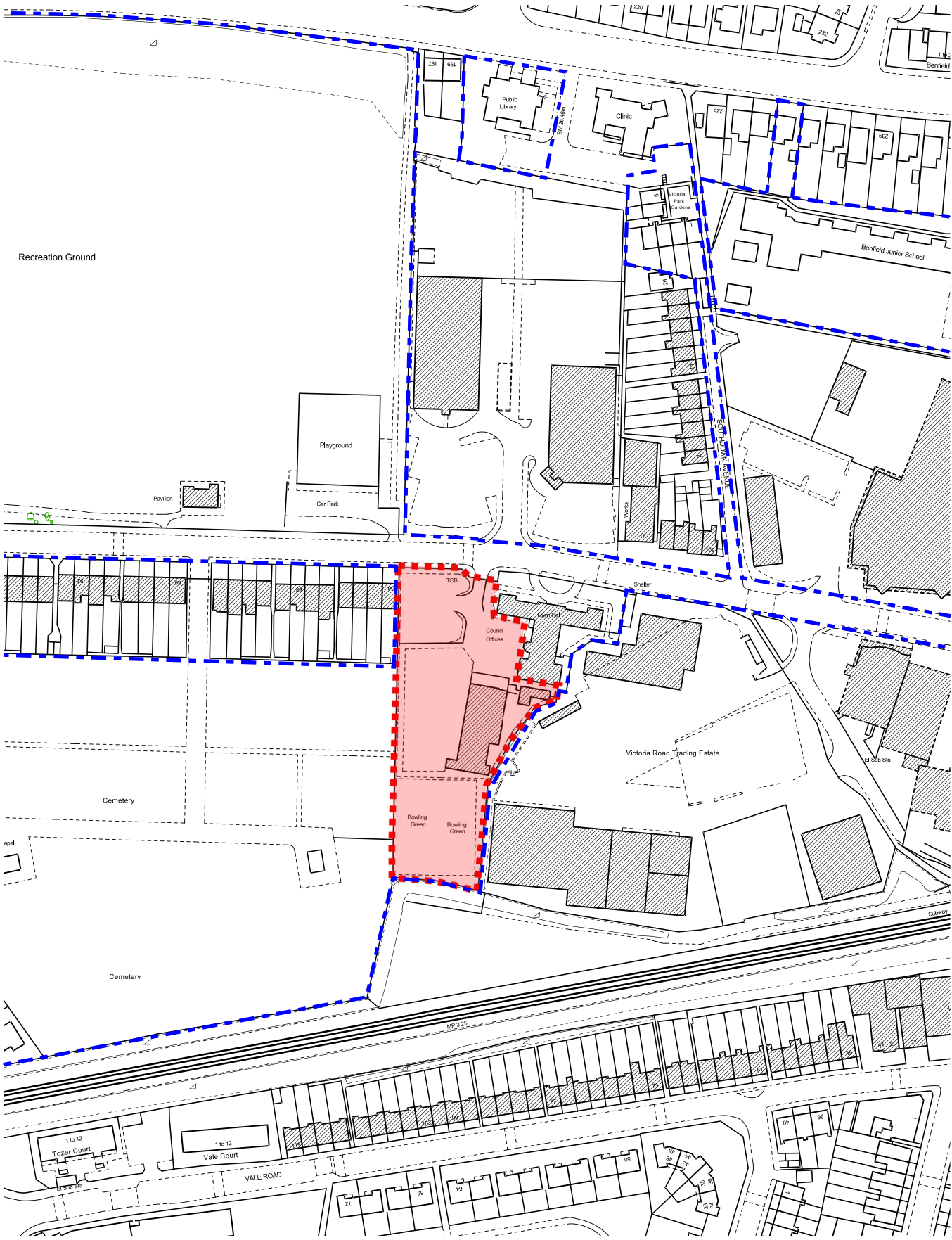
The project will be delivered through the council's Strategic Construction Partnership which has been through an OJEU complaint process, meaning value for money and capacity have been tested and schemes can be delivered more quickly than following a separate procurement route. The council's in-house architecture team carried out the initial feasibility for the site, and have developed the final design. Their construction partners are involved from the earliest stage, facilitating efficient delivery.

This Design and Access Statement sets out an analysis of the site, the consultation with the local community and the design development which has led to this application, in order to assist the Planning Department Officers in their assessment of the application process and for the guidance of members.

The format for this statement follows the CABI Guidance Document 'Design & Access Statements, how to write, read and use them.'



BHCC Ownership



Site Plan

2.0 Project Brief

Client Brief and Objectives

New Homes for Neighbourhoods

Building new affordable homes on council land is a key priority for Brighton & Hove City Council and essential to tackle the city's 'housing crisis' and to wider meet housing targets contained within the Council's City Plan. The new Homes for Neighbourhoods programme has cross party support for new Council homes for all areas of the City.

The City Plan is a key planning document that provides the overall strategic vision for the future of Brighton & Hove to 2030. It sets out how the council will respond to local priorities, meet the challenges of the future and identify the broad locations, scale and types of development needed together with the supporting infrastructure. It also sets out local housing targets for the city to 2030 of 11,300 new homes. This will be achieved by, amongst other things, the efficient use and development of land and sites across the city including small and windfall sites.

The New Homes for Neighbourhoods programme will go some way to meeting these overall requirements and supports already identified locations for development in the City. The City Plan also clearly states that a key objective is to *'provide people with a choice of decent quality housing to meet their needs for a stable home at a cost they can afford'* and that *'the majority (94%) of new residential development will take place on previously developed land or 'brownfield' sites.'* This is because Brighton and Hove is a tightly constrained city between the downs and the sea, meaning that a significant proportion of residential development across the city must take place on smaller development sites (5 or less units)

The council developed a New Homes for Neighbourhoods estate regeneration programme to help tackle the shortage of affordable housing and meet the specific City Plan housing target of 500 new homes on HRA land by 2030.

The programme is split into two main work streams: infill and garage sites and larger scale estate regeneration. Both are necessary to achieve the targets for new homes on council housing land.

There are thousands of households on the Homemove register wanting to rent a council or housing association home in Brighton & Hove. Numbers on the register have been rising, while few council homes become empty. The council already works closely with other social landlords to help them increase the supply of homes across the city. Under the New Homes for Neighbourhoods programme, the council will be providing new homes on our own land.

The council does not have large areas of unused council housing land available to build new estates, so it is looking for small 'infill' sites on council land which could be used to build new homes. For example, empty buildings, vacant land on council estates or former or underused council garages. There is great need for more new affordable homes for local residents and also for existing council tenants who now need to move to an appropriately sized home. New council homes for affordable rent will be advertised and let through Homemove, in the same way as other council properties.

Victoria Road

As part of its Corporate Property Strategy and Asset Management process, the council approved the marketing of the Victoria Road Housing Office site (adjacent to Portslade Town Hall) for disposal and redevelopment. Works were carried out to the town hall to create a new hub for housing services and community policing which facilitated the relocation of staff from the housing office into the main town hall building and other council offices across the city. The housing office on the site has been vacant since 2014.

The site was initially reviewed by external consultants and deemed to be unviable for housing development on the basis of costs. Brighton & Hove City Council in-house architects were then engaged to carry out a high level feasibility study in September 2017 and three options were developed involving a combination of terraced housing and blocks of low-rise flats.

The brief was quite clear that any option being brought forward for development on this site would need to address the need for permanent parking for Portslade Town Hall, and the provision of a new bowling pavilion for Portslade Bowls Club, should the existing housing office and pavilion extension be demolished.

Of the early options developed at Stage 1, Option 3, (the re-location of the Bowls Club to Victoria Recreation Ground and redevelopment of the entire site for housing) was agreed to be the most favourable because it maximises the delivery of affordable rented homes while at the same time improves the visibility of Portslade Bowls Club by relocating them to the Recreation Ground opposite.

A Stage 2 feasibility was developed and financial viability modelling for a range of rent and tenure mixes was carried out. The business case was then taken to Housing and New Homes Committee where the scheme was given unanimous support and approval to proceed to final design and delivery.

Early consultation with stakeholders has revealed support for Option 3 from the Bowls Club itself, ward councillors, the Chair of Housing & New Homes and the Chair of Environment, Transport & Sustainability as well as the Friends of Victoria Park. It is this option which has been developed for planning, for which this design and access statement has been prepared.

An associated application was made in June 2019 to construct a new purpose built sports pavilion on Victoria Recreation Ground with bowling and football facilities. (See application **BH2019/01804**)



3.0 The Site

Wider Area Context

Wider Area Context

Portslade is located in the west of Brighton and Hove, and is the boundary 'town' with West Sussex. (Boundary shown red)

The A270, (dotted blue, right) bisects Portslade with Portslade Village to the north, and Portslade-by-Sea to the south.

Portslade-by-Sea straddles the small but busy seaport harbour basin of Shoreham harbour and is the industrial centre of Brighton and Hove. The site is within South Portslade Ward.

The railway cuts through Portslade, (shown orange) towards Shoreham and beyond to Southampton. Portslade Station can be found within around 5-7 minutes walk of the site.

The South Downs National Park extends into the City around Portslade Village to the north of the A270. The approximate National Park boundary is shown dotted in green.

The Site is not in an Air Quality Management Area, although the nearest AQMA is relatively close to the site, extending along the harbour basin and up Trafalgar /Church Road and Station / Boundary Road - AQMA shown dotted white.

The Site is not within a Smoke Control Zone.

Portslade Cemetery is located immediately to the west of the site. The cemetery is 7 acres in size and was opened in 1872 and includes two Victorian chapels, which are on the local list of Heritage Assets. (starred, right) There are no new graves available.

Also on the local list of Heritage Assets is Portslade Town Hall, (starred, right) which is located immediately to the east of the site.

The site is not within an Archaeological Notification Area, although there is an ANA close by, shown shaded pink.

There is a historic landfill sit, opposite, shown ringed yellow, right.

The site does not fall within a conservation area, and there are no tree preservation orders on any of the trees within the site, or adjacent to the site.

The bowling green and practice green within the site are currently designated open space.

The site is within a nature improvement area, and adjacent to a protected employment site.

The site is within flood zone 1 and therefore has a low probability of flooding.

The site is in an area of moderate risk for unexploded ordinance, and is in reasonably close proximity to an area of high risk which covers Southwick to the west.



3.0 The Site

Site History

Figure 01 [current] - Victoria Road elevation of Portslade Town Hall. Built in 1923 as a recreational hall for the Ronuk Factory it now functions as office accommodation for BHCC and is home to many community groups and clubs.

Figure 02 [current] - Victoria Road Recreation Ground. The area was formerly used as a brickfield from around 1867 but the park was opened in 1902 after landowner J Eardley Hall sold 9 acres to Portslade Council. The recreation ground has since been increased in size and is now 13.4 acres.

Figure 03 [current] - this image illustrates the use around the site. Houses line Victoria Road to the west of the site, (opposite the Rec) with Portslade cemetery situated between the houses and railway line, due west of the site. To the north and east the site is bounded by several car dealerships and other commercial use, many classed as 'sui generis' under planning terms.

Figure 04 [1899] - this map published in 1899 illustrates the area of brickfields prior to the setting out of the recreation ground.

This area, a historical landfill site, is now an archaeological notification site. In around 1876 men were digging for brick earth when they came across several Romano-British cremation burials.

Figure 05 [1912] - this map published in 1912 shows the relatively recently established recreation ground, which became the only public open space in Portslade until the 1930s. In due course Portslade Council purchased a further 5 acres of land adjoining the recreation ground, although it was used as a dump for household waste until around 1931.

Figure 06 [1933] - this map established in 1933 shows the distinctive plan form of the Ronuk Hall, (now Portslade Town Hall) opened in 1928 as a recreational hall for the factory workers. The Ronuk Factory produced polish, and the word 'Ronuk' is an Anglicised form of a word suggested by an ex-Indian Army officer signifying brilliance.



Fig 1: Portslade Town Hall



Fig 2: Victoria Road Recreation Ground



Fig 3: Aerial View Site Use



Fig 4: OS 1899

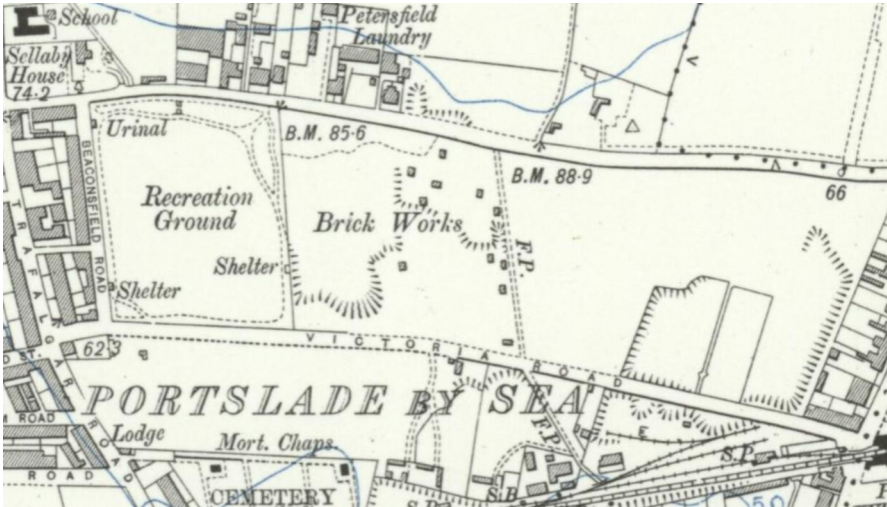


Fig 5: 1912

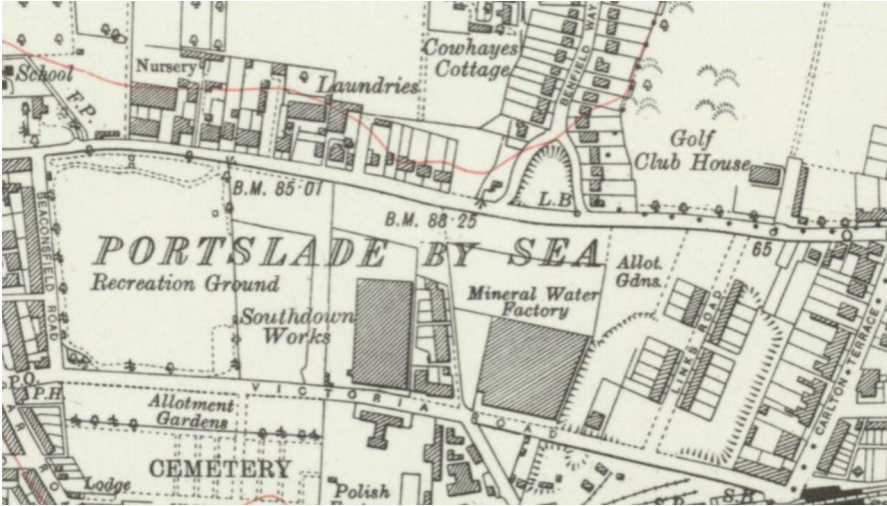


Fig 6: Fig 1933

3.0 The Site

Site Photographs



Fig 1: Portslade Town Hall



Fig 2: Vacant housing office



Fig 3: View of housing office from Portslade Cemetery



Fig 4: Bowling Green and bank to the south



Fig 5: Adjacent houses on Victoria Road



Fig 6: Houses on Victoria Road



Fig 7: Entrance to the site, and current recycling point



Fig 8: View of site from Victoria Road -



Fig 9: Site boundary with Portslade Cemetery

3.0 The Site

Site Infrastructure / Site Investigation

Site Infrastructure

National Grid - Gas and Electrical Networks - National network maps confirm that there is no National Grid Infrastructure within the vicinity of the site.

Southern Gas Networks - A plan of the site issued by Southern Gas Networks shows that there is a medium pressure gas main and a low pressure gas main running along Victoria Road.

UK Power Networks - A plan of the site issued by UKPN indicates that there is a substation, 'VICTORIA ROAD EAST 523667' located immediately to the east of Portslade Town Hall, on the south side of Victoria Road. A 33kV primary distribution route runs along Victoria Road. A secondary distribution LV underground cable also runs along Victoria Road; the routes appear to cross each other beneath Victoria Road directly to the north of the site. There is a further secondary distribution route which serves the town hall, running between the town hall and substation to serve the now vacant housing office.

Virgin Media - Virgin Media ducts run along Victoria Road. A chamber sits at the front of the site on the southern side of Victoria Road, from which a duct runs to the now vacant housing office.

BT Openreach - BT apparatus runs along Victoria Road, distributed from poles to the residential properties to the town hall and the residential properties to the west of the site. It appears that historically there was a kiosk directly to the north of the site close to the entrance to the car park. From a joint box to the north of Victoria Road underground apparatus serves the now vacant housing office.

Public Sewers / Wastewater - Southern Water maps indicate that there are foul water sewers running along Victoria Road. Due to the topography of the site and constraints of the railway and foul waste water will need to be pumped uphill to Victoria Road

Foul Water - No connections currently indicated on Southern Water maps.

Surface Water Drainage - Surface water on the site appears to drain naturally currently.

Water - Southern Water maps indicate that a 12" cast iron water main and a 4" cast iron water main run along Victoria Road to the north of the Site.

Site Investigation

Following an initial desktop study by the Hemsely Orrell Partnership, Ashdown Site Investigation Ltd were asked to carry out a combined geotechnical and ground contamination risk assessment on the site.

The ground investigation confirmed the presence of elevated concentrations of lead and PAH compounds, and localised asbestos in the made ground which may pose a risk to end users of the site.

Further to the initial intrusive investigation works, Ashdown Site Investigation Ltd were subsequently commissioned to undertake supplementary works to enable further more detailed assessment of the contaminative status of the soils at the site, the conclusions of which superceded their initial report.

None of the samples of made ground tested within the residential development area recorded lead concentrations above the SSV, and are therefore not considered to pose an unacceptable risk to end users where the soils remain within areas of communal soft landscaping.

Similarly, the concentrations of PAH compounds within the made ground soils as a whole are not considered to pose an unacceptable risk to end users where the soils remain within areas of communal soft landscaping.

12 samples were taken in the northern part of the site, in the area of retained car parking. 6 of these samples recorded concentrations of at least one PAH compound above the screening values. However, as this part of the site is to be retained as a car park, the pathways associated with direct soil contact and ingestion, and dust inhalation and ingestion would not be present. The retention of these soils beneath the car park is therefore not considered to represent an unacceptable risk to the proposed end users of the site.

A sample from one borehole recorded the presence of chrysotile asbestos cement. This borehole was located within the existing car park area, to be retained and is therefore not considered to constitute a viable pollutant linkage since no direct exposure pathways will existing in this part of the site. It is worth noting that we do intend to resurface the car park and the levels from the street are such that this should be possible without the need for removing the existing resurfacing. However, should intrusive works be carried out in this area, further investigation works will be carried out to determine whether further asbestos materials are present.

No evidence of widespread volatile or petroleum hydrocarbon contamination was noted across the site, although 2 samples recorded concentrations of petroleum hydrocarbon compounds above threshold values for PE water supply pipes. Where new water pipes penetrate the ground they will be protected.

For the calculated gas screening values for the site Table 8.7 of the CIRIA document would classify this site as 'Green' and, provided that a well-ventilated sub floor void is installed, no other specific gas protection measures are considered to be necessary.

Ashdown's detailed assessment concludes that other than consultations with the water supply company and the adherence to their requirements, there is not considered to be a requirement for any specific remedial works at the site, or for any further risk assessment.



4.0 Site Development

Constraints



Constraints

Victoria Road is a distributor road, (B2194) which forms a hard boundary to the north of the Site. It is a relatively busy route running between Boundary Road and Trafalgar Road, generating a moderate level of noise and air pollution.

The railway line is located a minimum of 33m away from the rear (south) boundary of the Site, separated by a steeply sloping bank and a commercial premises. The railway is likely to be a significant source of noise pollution.

The commercial and industrial premises to the east of the Site may also contribute to noise levels in the area.

Portslade Town Hall is on a local list of heritage assets, and is a tall 2 storey brick faced structure with steeply pitched roofs. (shaded orange)The facades feature strong vertical fenestration and brick detailing. Consideration should be given to any potential impact on this important heritage asset and its setting.

The town hall hosts a number of community facilities during the course of a month including various clubs and a blood bank. Consideration should be given to access and parking for building users.

Parking for residents is also a consideration and will need to be accommodated on site in line with SPD14.

The line of mature trees along the western boundary creates an established soft boundary with the cemetery, although none are subject to a tree preservation order.

There is a sharp change in level at the rear of Portslade Town Hall.

The bowling green and practice green are designated Open Space. (shaded green)

There is the possibility of overspill from the cemetery along the western boundary in the form of 'pauper's graves.' (currently being investigated)

All drainage is required to be pumped uphill to the sewers on Victoria Road.

The proximity to the railway and nearby Shoreham Airport may impose restrictions on the use of a crane. (to be investigated)

There is currently a recycling point, at the front of the Site along Victoria Road and consideration should be given to it's relocation or removal.

Party Wall agreements should be sought with the closest residential property on the south side of Victoria Road, and the commercial premises immediately adjacent to the east.

4.0 Site Development

Opportunities



Opportunities

The Site is well located for new homes, with the orientation of the Site lending itself well to east-west orientation buildings.

The relatively open aspect of the Site to the south and west enables uninterrupted views over the cemetery and potential longer ranging views to the sea.

The size of the Site is such that it should be possible to develop with density in line with local planning policy whilst enhancing the setting of the town hall. There is potential to create some meaningful amenity space/s and improve the public realm.

The line of mature trees along the western boundary will serve to soften the impact of any development as viewed from the cemetery, whilst also creating a buffer to noise from the residential development.

The Site is in close proximity to good sustainable transport links, with frequent bus services along many surrounding roads including Old Shoreham Road across the park to the north, (within 3-5 minutes walk) and Boundary Road to the east. It is also a short walk from Portslade Train Station.

The railway line which runs beyond the site boundary to the south provides a good open aspect to the south.

The Site is well located for families with Victoria Road Recreation Ground within a minutes walk of the Site to the north. Portslade Cemetery, (also designated open space) is adjacent to the Site.

The local shopping centre of Portslade is within 5-7 minutes walk, and the site is within walking distance of a number of nurseries and primary schools.

The Site has the benefit of established vehicular access from Victoria Road.

Whilst Victoria Road serves a busy commercial / industrial area to the east of the town hall, it is primarily a residential street to the west and has previously been subject to traffic calming measures, (humps) to limit speeds.

The houses close to the site are predominantly 2 storey terraced structures with pitched roofs. There are no properties whose main aspect looks across the site.

The Site, whilst relatively flat, gently slopes away in the direction of the railway by approximately 2m enabling the opportunity to explore increasing the height of any proposed development at the far end of the site away from the town hall.

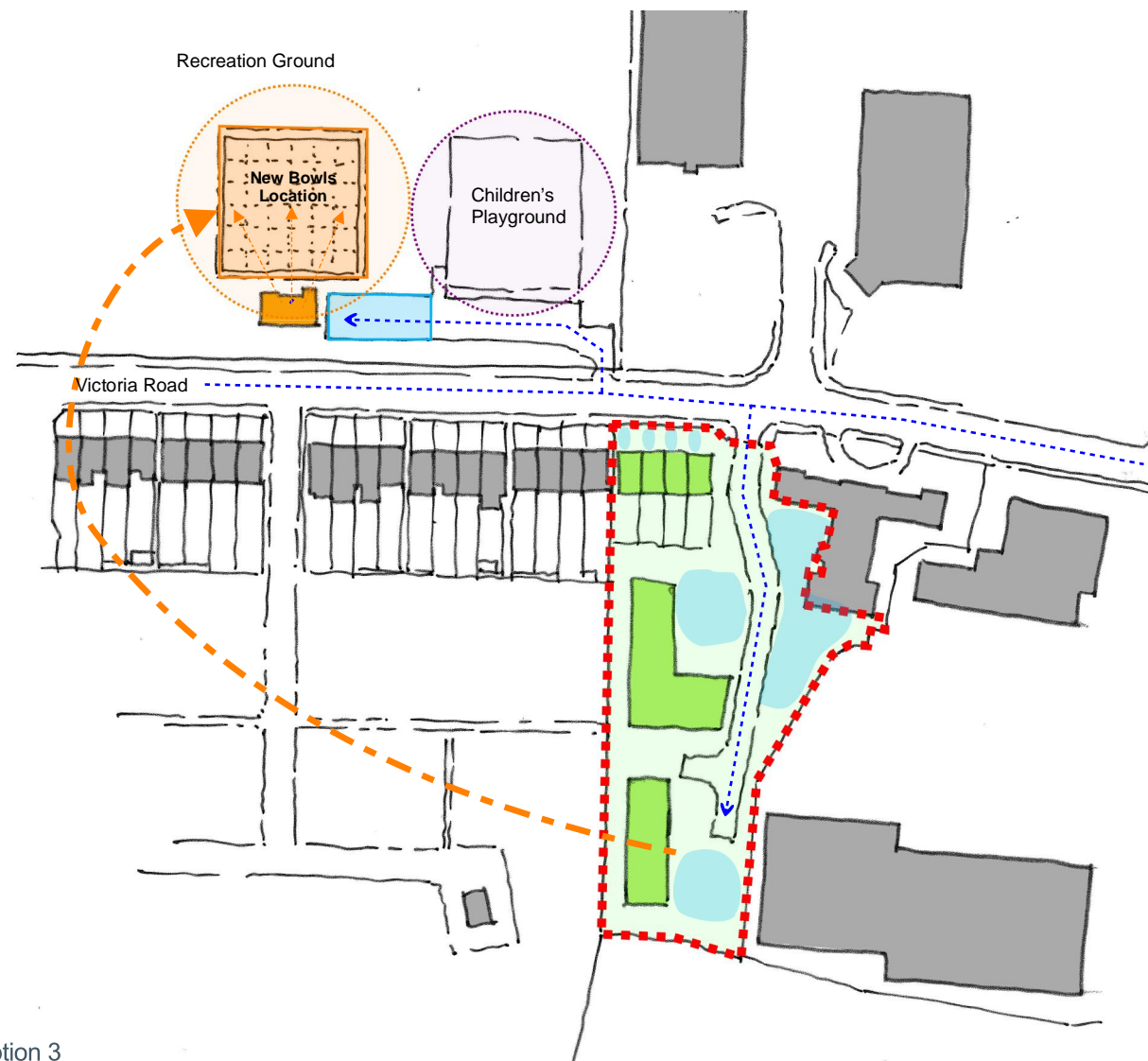
4.0 Site Development

RIBA Stage 1 Feasibility - Site Option 3



Site Option 1

Site Option 2



Site Option 3

**BHCC Architecture
& Design.**

Initial Feasibility Study Options

An initial study of the Site's feasibility for redevelopment was carried out in 2017 where 3 options for the extent of the redevelopment area were considered;

Site Option 1 - extent approximately **0.24** hectares. (2400m²)

Car park to north of site to remain, bowling green to south of site to remain. Existing housing office and small ablutions block to be demolished and site brought forward for development.

Site Option 2 - extent approximately **0.375** hectares. (3750m²)

Bowling green to south of site to remain. Existing housing office and small ablutions block to be demolished and site brought forward for development, including extent of car park.

Site Option 3 - extent approximately **0.485** hectares (4850m²)

Bowling green to be relocated. Full extent of site to be brought forward for development. The site plan, left, illustrates preliminary ideas for the full redevelopment of the site identified as Option 3.

Of all these options, Option 3 is the most favourable because it maximises the delivery of affordable rented homes while at the same time improves the visibility of Portslade Bowls Club. It is this option which the client requested was developed to RIBA Stage 2 Light.

Site Option 3 - Early Appraisal

4 no. family houses, (4 bedroom, 7 person) and 27 no. Flats. Mix of 1, (2 person) 2 and 3 bedroom homes. Minimum 10% to be wheelchair accessible. Creation of meaningful amenity spaces.

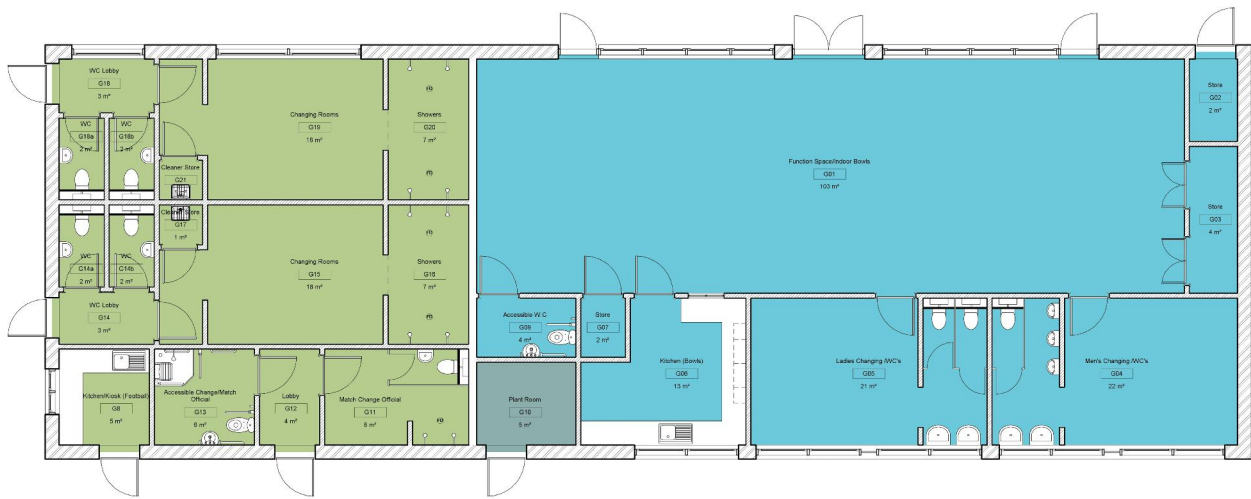
Density 64 homes per hectare.

New access road off Victoria Road. Car parking adjacent Portslade Town Hall to be rationalised and car parking management strategy to be addressed. (Potential parking areas shown hatched blue)

Bowls club to be relocated on Victoria Road Recreation Ground, East Pavilion to be refurbished for use as pavilion. (Approx. 81.5m²) Existing car parking on the recreation ground could be extended towards the East Pavilion, approx. 10 additional spaces.

4.0 Site Development

RIBA Stage 1 Feasibility - Site Option 3



Proposed Pavilion Plan



Proposed view of Pavilion from path on eastern side, Victoria Recreation Ground

Sports Pavilion

In order to facilitate the development of the entire site adjacent to the town hall for affordable housing, a Full Planning Application Submission was made in June 2019 to construct a new purpose built sports pavilion on the site of the old East Pavilion, Victoria Recreation Ground, Victoria Road.

The proposed pavilion will bring much needed investment to the park with the addition of a purpose built sports facility which will accommodate brand new facilities for the bowls club, including a large central space, which has been sized to enable short mat (indoor) bowls. The new artificial turf bowling green, (outdoor) will meet Bowls England standards, enabling rotation of play, and the correct number of rinks for optimum play.

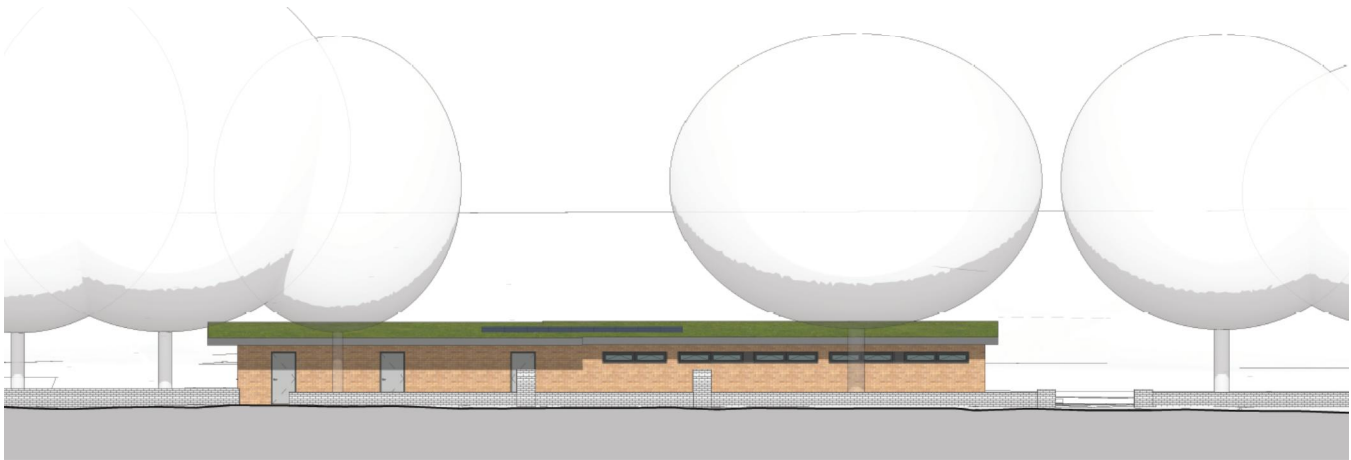
It is anticipated that the new location for the bowls club will raise it's profile within the community, building on its existing, strong membership.

The new pavilion will also provide replacement football facilities in line with the FA's 'Step 7' requirements, as the highest level of community football, providing much needed toilets and changing rooms for the community football users in the park.

This application is currently under determination, application reference, BH2019/01804.



Proposed North Elevation



Proposed South Elevation

