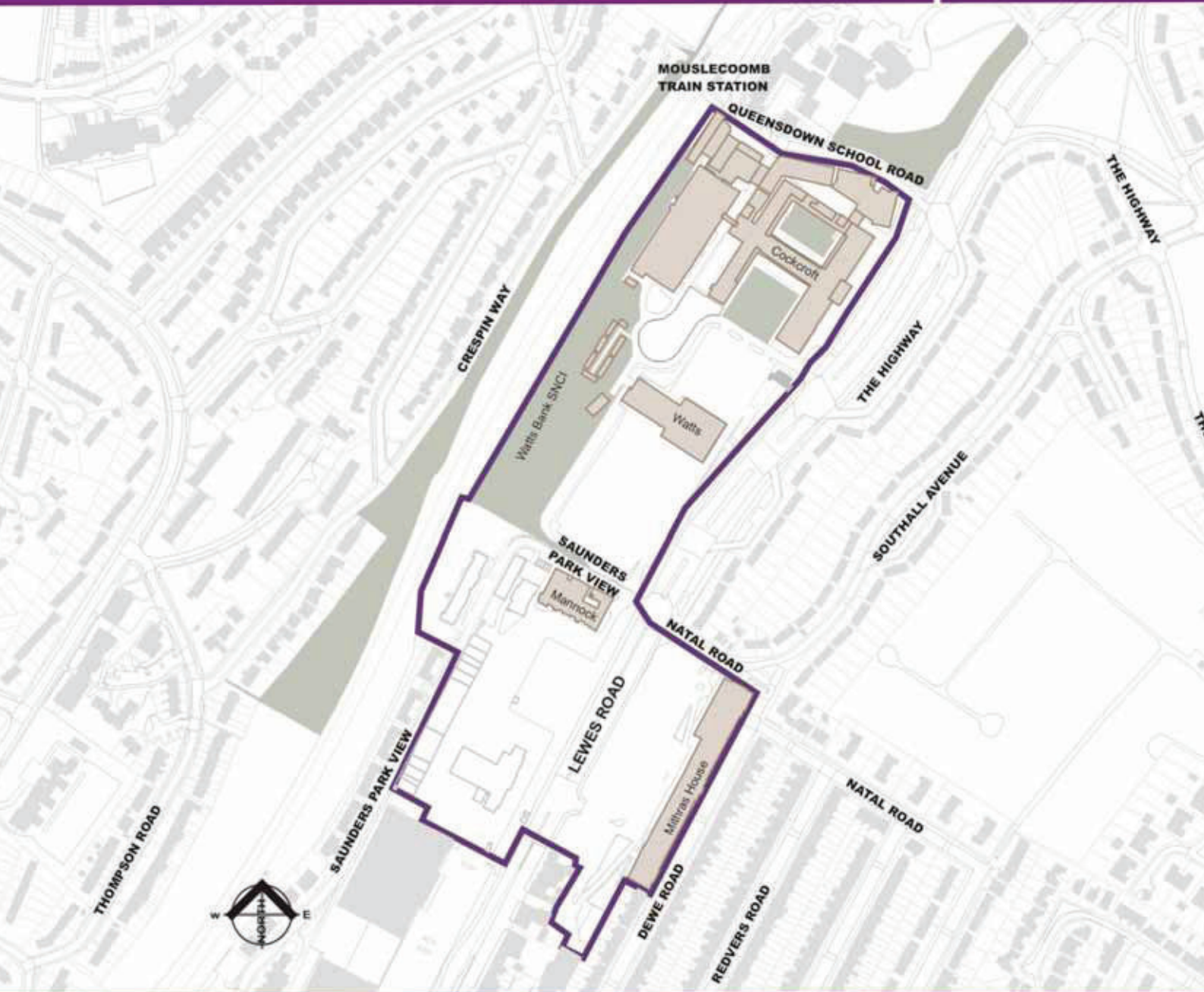


Draft Planning Brief

March 2011

Lewes Road (Preston Barracks and University of Brighton)



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Location of the Planning Brief area within Brighton & Hove



Preston Calvary Barracks around 1850



Toll gate outside Preston Barracks 1857

1. Introduction

This planning brief has been prepared by Brighton & Hove City Council, in partnership with the University of Brighton, in order to guide the future development of the former Preston Barracks site, along with land on the university's adjacent Watts Building site and the nearby Mithras House site. Before forming a partnership with the university, the council had previously been focussing on Preston Barracks site as a stand-alone project and seeking the development of the site for a mixture of employment floorspace, housing and shops – albeit with an emphasis on employment.

As a large brownfield site, Preston Barracks is of significant importance to Brighton & Hove. With precious few such sites available in the city, it offers a rare opportunity to deliver a genuine mixed-use development capable of generating substantial employment and inward investment opportunities. It was the strength of this case, together with the risks posed by potentially unacceptable development, which led to the city council's decision, supported and funded by SEEDA, to take up the opportunity to purchase the site from the Ministry of Defence.

The University of Brighton has been an important stakeholder throughout the process to date; an involvement that predates site acquisition. The University is an adjacent land owner, with a keen interest in the site and its successful development, but more importantly is a leading education establishment that makes a direct and substantial contribution to the city's growth and prosperity.

The council and the university are therefore pleased to be working as partners on this planning brief, which seeks to realise a shared vision for the site:

“that Preston Barracks forms a strong gateway to Brighton & Hove, with striking architecture and high quality public spaces setting the stage for a vibrant development that successfully focuses on employment whilst balancing community, residential, research, commerce and training uses.”

2. Reason for preparing brief

Following the preparation of Supplementary Planning Guidance (SPGBH 14, adopted in 2003) and an extensive competition, the council worked in partnership with a preferred development consortium in seeking an acceptable development proposal on the Barracks site. Despite the considerable efforts of the preferred developer and the examination of numerous scheme options aimed at assembling an acceptable and financially viable scheme, the city council concluded in March 2009 that it was unable to support the developer's final scheme proposals. At a council cabinet meeting on 12 March 2009, it was agreed that preferred developer status should be withdrawn and that it was now appropriate for the council to explore alternative delivery arrangements with interested parties.

The university and the council decided that a new partnership between the two organisations, that cast a wider net to include the university's landholdings in the area, had the potential to meet both organisations' needs, while creating a unique sense of place where higher education, employment floorspace, student housing, residential and commercial uses could combine to create an exciting land use mix that would benefit the local area as well as the city as a whole.

Following a study to determine the physical capacity of the three sites to accommodate development, the council and the university have worked in partnership to produce this planning brief.



Location plan of the Preston Barracks Planning Brief

3. Status of this planning brief

This planning brief has been prepared in order to provide a means of interpreting national planning policy guidance and adopted and emerging planning policy in respect of the Preston Barracks site as set out in the Local Plan and the Supplementary Planning Guidance Note (see below) within the changed context of considering its development as part of a wider development package that includes the university's Watts and Mithras sites. Planning briefs can be prepared rapidly in response to development pressures and changes in situation, although they do not necessarily have the same status as adopted planning policies and related documents. Nevertheless, the fact that this planning brief will be the subject of widespread community and stakeholder consultation should afford it status as a valid material consideration in the planning process. It takes due account of national planning guidance and adopted development plan policies and applies them to the development aspirations of the council and the university with regard to the Preston Barracks, Watts and Mithras House sites.

4. Planning policy context

The brief has been prepared within the following planning policy context:

4.1 National context

National planning guidance notes and planning policy statements are prepared by the government after public consultation, to explain statutory provisions and provide guidance to local authorities and others on planning policy and the operation of the planning system. The following national planning policy statements are particularly relevant in the preparation of this brief:

- Planning Policy Statement 1: Delivering Sustainable Development
- Planning Policy Statement 3: Housing
- Planning Policy Statement 4: Planning for Sustainable Economic Growth



4.2 Local context

The Brighton & Hove Local Plan (2005) is the adopted local development plan for the city and covers the area of this brief. The following policies are particularly relevant in informing this brief:

- EM 2 - Sites identified for high-tech and office uses (1.8 ha of the Preston Barracks site)
- EM 9 – Mixed uses and key mixed use sites (18,600 sq m of Preston Barracks site)
- EM 17 – Preston Barracks
- EM 18 – University of Brighton

The council has produced the following supplementary planning guidance notes that are particularly relevant in informing this brief:

- SPGBH 17 – Preston Barracks. This document is discussed in further detail below.
- SPGBH 15 – Tall Buildings. This document provides the criteria for the consideration of tall building proposals and identifies the area covered by this brief as the centre of a 'corridor' where potential may exist for tall buildings, subject to meeting the criteria in the SPG.

The council's emerging development plan for the city, intended to replace the Brighton & Hove Local Plan, is the Local Development framework (LDF). The development area covered in this planning brief forms part of the wider "Lewes Road Area", subject of policy DA3 in the emerging Core Strategy. The strategy for the wider development area is to further develop and enhance the role of Lewes Road as the city's academic corridor by supporting proposals which:

- improve secondary, further and higher education provision in the Lewes Road area;
- facilitate improved appropriate transport infrastructure that provide choice including travel by bus, walking and cycling;
- secure improvements to the townscape and public realm
- improve air quality in the Lewes Road area; and
- deliver the amounts of development as set out in the policy.

An important element of Lewes Road Area is a strategic allocation for 445 units of residential accommodation, as well as 24,800 sq metres of employment and education floorspace. The above residential requirement in particular was not envisaged in the adopted local plan or SPG. The area covered in this planning brief would be expected to provide a significant proportion of the above strategic allocation.

Additional local planning policy guidance that is particularly relevant to any development in the area covered by this brief is provided in the following Supplementary Planning Documents:

- SPD 03 – Construction and Demolition Waste
- SPD 08 – Sustainable Building Design
- SPD 11 – Nature Conservation and Development



5. Status of Preston Barracks Supplementary Planning Guidance (SPGBH 14)

The Preston Barracks SPG (adopted by the council in 2003) remains a material consideration in respect of development proposals, although its objectives are focussed on the Preston Barracks site alone. This planning brief provides a wider context by which the overall objectives to secure employment opportunities and benefit the city's economy of the SPG can be realised by considering the site's future development within the wider development context that includes the university's Watts and Mithras sites. There are a number of reasons why the SPG alone no longer provides the most effective and relevant planning policy context for the consideration of development proposals. The changed circumstances that justify and have informed the preparation of this planning brief are explained below.

6. Material changes since SPG adopted

The context for local planning authorities making planning decisions is set out in Section 38(6) of the Planning & Compulsory Purchase Act 2004 which explains that planning applications should be determined in accordance with the development plan unless 'material considerations' indicate otherwise. There are a number of material considerations that have arisen since the Local Plan was adopted in 2005 and the SPG was adopted in 2003, which have informed the contents and this planning brief. These are as follows:

6.1. London Road & Lewes Road Regeneration Strategy (LR2)

In 2007 the council approved the London Road & Lewes Road Regeneration Strategy (known as LR2) as a background paper to the emerging Local Development Framework Core strategy. The LR2 strategy includes the following overall vision in respect of the area it covers:

"To provide strong and attractive gateways to the city and create distinctive quarters which strengthen and enhance the overall character of the city"



The LR2 vision for Lewes Road itself is to create:

"a neighbourhood of knowledge and enterprise within the academic corridor, focussed around the university".

The key LR2 proposals within the development area that is covered by this planning brief are:

- relocating Moulsecoomb Station to the southern end of the Moulsecoomb Campus of the University of Brighton to improve its accessibility and place it at the heart of the growth hub;
- developing the knowledge economy by encouraging entrepreneurship of graduates through business start up support;
- creating a vibrant balanced residential neighbourhood in this accessible location to bring life to the streets and assist viability of local shops and services.

6.2. Local Development Framework Core Strategy

The emerging Core Strategy and policy DA3 is discussed in 4.2 above. Further work is being undertaken on Core Strategy strategic allocations and the status and future of the document is uncertain following recent changes in government planning policy and the emerging localism agenda. Nevertheless, the document does represent the council's most recent statement of planning policy intention, derived following a number of statutory consultation exercises, and is therefore a material consideration in the planning process. It should also be noted that the LDF has been formulated within the context of more recent government planning policy guidance than the adopted Local Plan and therefore represents a more up to date distillation of planning policy. These factors are reflected in this planning brief.

6.3. Financial viability

As explained earlier, over a number of years in the last decade the council's then preferred developer was unable to provide a financially viable development proposal that would meet the requirements of the local plan or the SPG in respect of the Preston Barracks site. Consequently, the council decided to consider afresh how its economic development-led aspirations for Preston Barracks might be realised.

6.4. New partnership opportunities

An opportunity to realise the broad aspirations for Preston Barracks has presented itself through the more recent shared vision of the council in partnership with the University of Brighton and in looking to realise a wider mixed use development beyond the boundaries of the Preston Barracks site alone. A study was jointly commissioned by the council and the university in order to determine the physical capacity of the combined sites to accommodate development, based on the emerging aspirations of the partners. The site capacity study demonstrated that a high density development could accommodate significantly more development than the minimum requirements. One of the purposes of this planning brief is to establish a level and density of development that is appropriate within the context of the sites and the wider area and to set out guidelines for land use mix, building heights, massing, density, and phasing.

6.5. Economic factors

Since 2008 there has been a significant downturn in the national economy and this has had a direct and profound negative effect on the development industry and the viability of many development projects. Even before the downturn, when the economy was considered buoyant, employment floorspace (land use category B1) developments were proving to be extremely difficult to realise in the city, as evidenced by the lack of success in securing an employment-led development on the Preston Barracks site. The university's intention to provide a new academic building housing a business school provides the opportunity for the economic development considerations that lie at the heart of Preston Barracks planning policies to be considered in a wider and more flexible context.

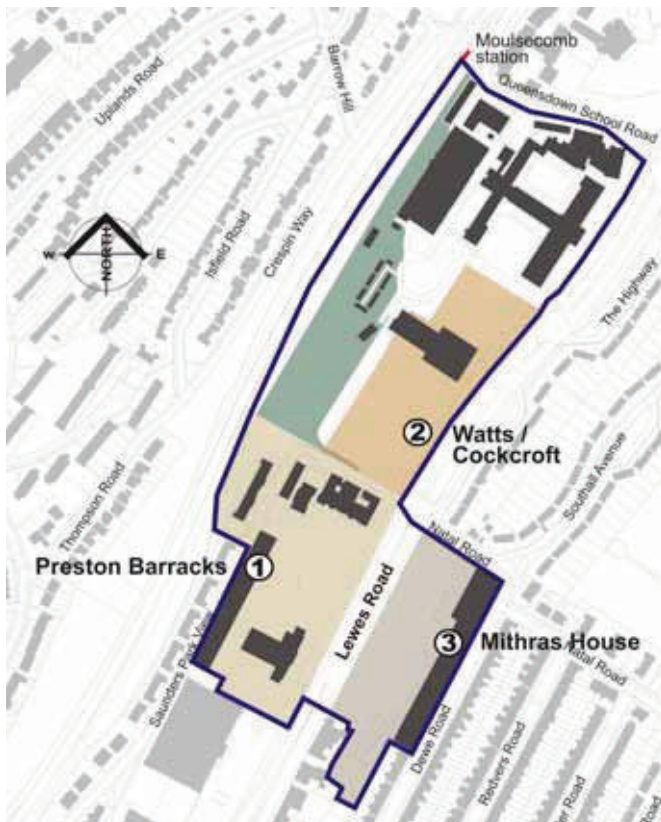
In the light of the above factors, this planning brief takes a more flexible approach in meeting the employment-led objectives for the Preston Barracks site, although it should be emphasised that achievement of the original objectives, whilst capable of refinement, must remain an integral consideration, given that the emphasis on employment generation was a critical factor in justifying the original investment from Brighton and Hove's SRB Programme to promote the regeneration objectives of the council, the local Regeneration Partnership and SEEDA.

6.6. Wider Development Opportunities – A Shared Vision

Working in partnership with the University and unifying Preston Barracks with the adjacent university property on both sides of the Lewes Road (which in essence doubles the area for development) has the potential to secure wider objectives of the emerging LDF: most notably supporting the need to provide appropriate accommodation for students and strengthening the links between the city's two universities, business and local communities through sharing facilities and developing local opportunities for training and learning.

The development partners have had two clear options to consider in the development of these sites. The first of these options was to consider accommodating university-related development wholly or largely on the university's landholdings, with employment, residential and other development being focussed on the Preston Barracks site. From a logistical perspective, this approach would be easier to achieve and would not necessitate the need for a partnership. The alternative approach that the council and university have chosen to adopt is to work together to provide a far more mixed development across the three sites that integrates the university into the wider community, to provide a strong and identifiable city quarter for the benefit of all. This will better help to achieve the strategic and land use objectives of the LDF. Achieving this is integral to the shared vision of the development partners and is the basis for this planning brief.

7. Development area description



Planning Brief boundary

The development area is situated approximately a mile and a half to the north east of the city centre. It lies in a dry flat-bottomed valley, beside the south coast railway line and the main A270 (Lewes Road) which is the direct route to the city centre from the north east and links the site to the A27 trunk route. The A27 forms the major east west route along the Sussex coast and links to the A23/M23 to London and Gatwick Airport. Moulsecomb Station, on the main east west coastal railway, is within walking distance of all parts of the overall development area covered by this planning brief

The development area covered by this brief comprises three distinct landholdings lying either side of the Lewes Road. These sites are shown on the above plan and are described below.



7.1. Development site 1: Preston Barracks

The former Preston Barracks site (shown above) is north east of and adjacent to the Pavilion Retail Park and south east of Saunders Park View, a single aspect residential road which is set up on the valley side, above and overlooking the main part of the Preston Barracks site. Lewes Road forms the south eastern boundary of the site. This site is the same as that covered by SPGBH 14, as referred to earlier in this brief. To the north east of the site is the university's Moulsecomb campus.



7.2. Development site 2: Watts / Cockcroft

Known as the Moulsecoomb campus of the University of Brighton, this site (shown above) comprises a series of academic buildings dating back to the 1960s (Watts and Cockcroft Buildings) but also incorporating more modern buildings dating from the 1990s and 2000s. The Faculties of Arts and Science and Engineering (Schools of Arts & Media and Computing, Engineering & Mathematics) are based in the Watts Building and Science and Engineering is housed in the Cockcroft Building. The site includes significant areas of surface car parking. Much of the western edge of the site comprises the Watts Bank, a sloping area of scrubland that is identified in the Local Plan as a Site of Nature Conservation Importance (SNCI) as well as part of an urban 'greenway' (policy QD19).



7.3. Development site 3: Mithras House

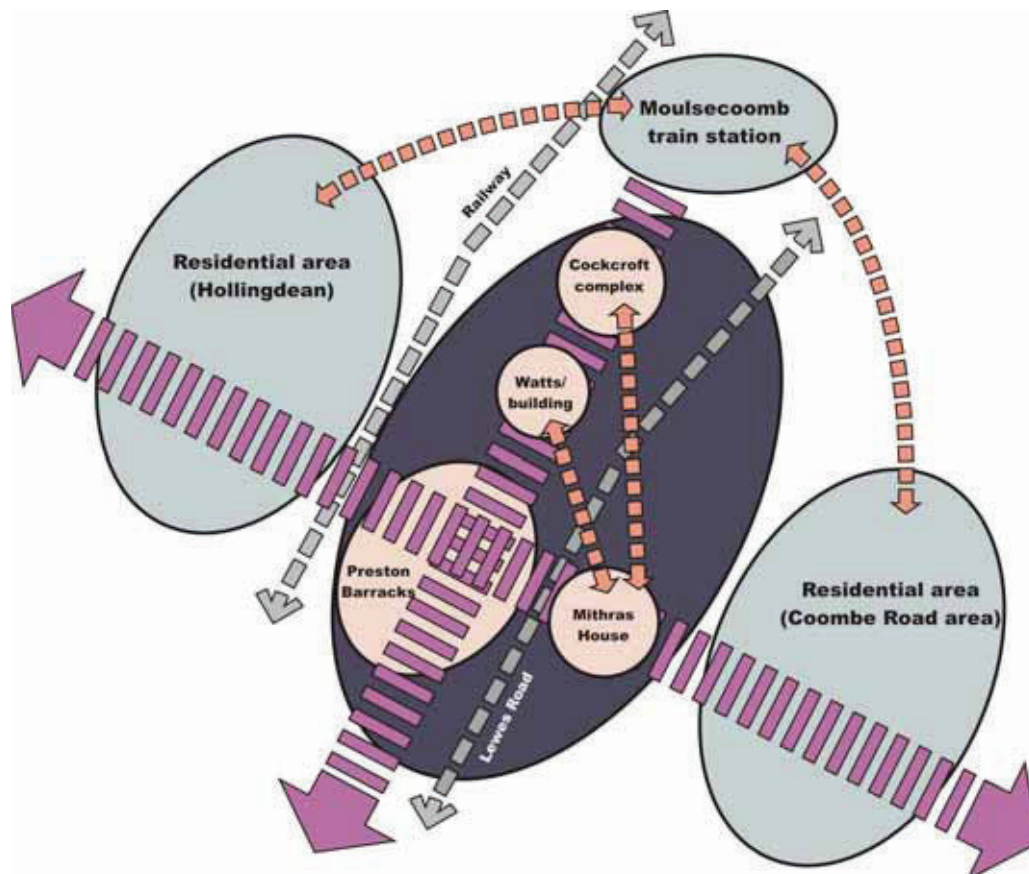
This site (shown above) lies on the opposite side of the road to the Watts and Cockcroft Buildings and Preston Barracks sites. It is home to the university's Brighton Business School, as well as the Faculty of Arts (School of Architecture & Design) and the university's main administrative functions are. Mithras House is a former industrial building dating from 1939 and is set back from and above the Lewes Road, behind areas of tiered car parking.

8. Development principles

Development proposals should be guided by the following principles:

General

- Development sites should be integrated in a legible and accessible neighbourhood to form a true sense of place that straddles and connects the two sides of the Lewes Road.
- Buildings should be of a high quality design and combine to form a coherent development cluster that provides a visually attractive north eastern gateway into the city..
- Development should be phased to provide a viable and successful community at each stage of completion, with each subsequent phase enhancing and contributing to the overall development.
- Development proposals should provide for the overall floorspace quantum set out in this brief;
- Suitable facilities should be provided facilities at each development phase to decant car parking, in order to ensure no net loss of car parking for the university; and
- The local topography and changes in levels should be utilised creatively, to create an accessible and visually attractive environment.
- The existing Ministry of Defence facilities will need to be accommodated either on or off site to the satisfaction of the MoD.
- Development should provide for a sustainable community, including public transport improvements and employment and training opportunities for the local community



Land use mix

- Land uses should be mixed to ensure that the less financially-attractive development components (such as employment floorspace) are combined with the more commercially-attractive elements (such as retail);

- Proposals should prioritise the delivery of development that assists in meeting the economic and educational needs of the city;
- New housing should be integrated with existing housing wherever possible, to create sustainable neighbourhoods; and
- Student housing should be located apart from other forms of residential, to ensure that it is properly integrated into the overall scheme.

Place making

- A distinctive mixed use neighbourhood should be created, that integrates and connects with the wider area, in particular the residential areas of Hollingdean on the west side of the valley and the Coombe Road area on the east side of the valley, Moulsecoomb station and existing neighbourhoods to the south and north.
- The frontage of the Lewes Road should be strengthened through the introduction of buildings that provide active frontages and which house business and retail uses;
- Development proposals should be designed to provide vibrant high quality open spaces that are accessible to all, surrounded by a range of land uses generating activity throughout the day and into the evening, including a mixed-use central square to attract and encourage visitors/users to spend time in and enjoy the area;
- A legible environment should be provided throughout and beyond the development area, through the application of careful urban design to create a range of distinct destinations linked by easily navigable routes, active frontages and high quality hard and soft landscaping;
- The easy, safe and convenient passage of pedestrian movements across the Lewes Road should be provided, to link the Preston Barracks and Mithras House sites and help achieve an integrated neighbourhood;
- The academic building housing the business school should be located in a prominent position within the development area;

Existing buildings

Preston Barracks

- Both the 'Crimean War' and Mannoek buildings are undesignated but potential heritage assets, the qualities of which should be fully assessed and their retention considered in development proposals.
- Should it be proven to be commercially unviable to retain either one or both of these potential heritage assets, maximum advantage should be taken to optimise the potential to create strong routes and linkages through the site and the wider development area covered by this brief.



Crimean War and Mannoek buildings (MOD facilities)

9. Land use

9.1 Quantum of floorspace

The quantum of development sought by this planning brief is detailed below has been derived following a detailed capacity study of the development area and reflects a level and quantum that is considered financially viable and environmentally appropriate within the context of the site's location and surrounding area. Higher quantum of floorspace may be achievable through increasing the heights of some buildings subject to normal planning policy considerations, if the overall place-making and sustainability objectives of this brief are met and they deliver increased levels of employment floorspace in line with Local Plan and LDF policies.

Use requirements (estimated)	Estimated area in sq m
University	
Business School & Conferencing	8,000
Student accommodation (750 bedspaces)	24,007
Facilities provided in Mithras House	8,050
Car parking (600 spaces)	
MOD	
MOD reprovision	1,299
Other	
Innovation Centre (B1)	2,735
Other employment (B1)	7,865
Housing (318 units)	27,126
Car parking (556 spaces)	14,837
Additional uses	
Central square (mixed-use, flexible use)	Area not specified
Student services	Area not specified
Retail, cafes and other commercial	Area not specified
Community services	Area not specified
Leisure	Area not specified
Employment	Area not specified

9.2 Employment Floorspace

Based on both adopted and emerging planning policy (the Local Plan and the LDF Core Strategy) the local planning authority would be seeking 18,600 sq m net addition of employment floorspace as part of any development package. It is acknowledged, however, that this has proved to be a significant challenge to the previous preferred in terms of viability. Nevertheless, development proposals that are unable to provide this quantum of floorspace across the development area will need to successfully demonstrate why it cannot be provided and other employment benefits arising from the proposal. The combined employment total of 10,600 sq m as proposed above should be considered within the context of the need to make a convincing planning case regarding an overall employment package that is acceptable to the local planning authority. Any additional development that might be achievable within the development area that is not identified will be expected to pay due regard to the need to provide for employment needs, in keeping with Local Plan and emerging LDF Core Strategy policy objectives of achieving 18,600 sq m of employment floorspace.

There is known to be demand for high quality, well-located modern office accommodation to meet the needs of larger businesses, both from those already in the city and others looking to relocate here. There is also growing demand for modern but affordable business accommodation to meet the needs of local businesses and potential inward investors. The majority of this demand is for the office based sector and focusing around the Digital Media sector which is growing significantly. An additional dimension which may attract business to this location would be the opportunity to work in close proximity to the knowledge and expertise with the university in arts/culture, digital and environmental sciences, technology and business.

Office developments with a floorplate of around 500 sq metres are considered to be most appropriate as these have the ability to be sub-divided to meet smaller business demands together with the large business requirements. The demand from outside the city is tending to be from businesses currently operating in the south east (mainly London area) looking for a more favourable and cost effective working environment.

The responsibility for the design and funding of the innovation centre would rest with either the development partner delivering the balance of the employment space, or an additional party with sole interest in the design, build and operation of the Innovation Centre. The successful interlinking spaces with the university will be vital design consideration. Agreeing and securing the necessary financing mechanisms requires careful thought and planning, including the balance of public, private and other forms of support and the type of spaces and resources that would be provided within the centre. Further consultation with the local business community to establish what type of provision would work for them is also needed to fully determine the role of this facility. It will also be necessary to determine the type of centre that will best meet the local needs and not unnecessarily compete with floorspace elsewhere in the city.

Incubator Space - New and growing small businesses require affordable business space and also flexibility of tenure. Short leases / licenses to these businesses are important to allow them to develop their business without the burden of long leases. Units of around 50 sq metres – 100 sq metres are required. Hove Technology Centre is a prime example of this type of space that works well in supporting new and embryonic business growth.

Development proposals that are unable to provide the 18,600 sq m of employment floorspace (as sought by the Local Plan and the emerging LDF Core Strategy) across the development area will need to successfully demonstrate other well argued employment-related benefits to the local planning authority (e.g. the proposed academic building housing the Business School). The inclusion of an innovation centre and/ or flexible managed workspaces suitable for business start-ups would help greatly in providing a package of employment/economic development uses that would be considered favourably by the local planning authority.

9.3 Business School

The university requires a new academic building to house its business school of 8,000 sq metres that articulates and signals a new 21st Century vision of business and innovation. Associated with the business school (either within the same building or in a nearby building) would be spaces to stimulate innovation and business creation and where the city, business and the university might interface. The business school is expected to play an important role in the overall urban design of the development area. Its location should be carefully considered so that it contributes successfully to the overall development mix, adding vibrancy and attractiveness to the overall public realm and built form.

9.4 Housing

Although the adopted Brighton & Hove Local Plan seeks only 10 units of housing (on a small area of land to the rear of the site) the Strategic Housing Land Availability Assessment that was

undertaken to inform the Local Development Framework assumed that the Preston Barracks site would be coming forward with 200 units.

Whilst there is currently no planning policy status for 200 residential units, the city's housing pressures, coupled with the established desire for a mixed use development with a mix of tenures, confirms the need for the scheme to incorporate at least this level of housing. Work on assessing the capacity of the site in conjunction with other land uses proposed in this brief would suggest that 300 units or more is achievable, although the total number is subject to the types and size of units that are proposed.

The need for family housing in the city is particularly important and this should be provided for in any development proposal. There are a number of locations within the development area where housing may be appropriate and contribute positively to the overall development mix, including the Preston Barracks site (where new housing can provide an eastern edge to Saunders Park View), the Watts site and the Mithras site.



Above: Gladstone Row, Brighton. Thirty one town houses and commercial offices.

Right: Varley Halls, University of Brighton. Allotments proposed to supply canteen and potentially students in the future.



Below: One Brighton. Zero carbon, zero waste development composed of 172 residential units.



9.5 Student housing

The provision of student residences should have an additional benefit of releasing housing elsewhere, thereby benefitting the overall supply of residential accommodation in the city. The university requires 750 bedspaces of purpose-built student accommodation within the development area, providing for a range of different internal layouts to cater for the diverse needs of students, including a range of bed sizes, internal facilities and a mix of communal and ensuite bathrooms. New accommodation should be distributed in a number of separate locations across the development area in order to avoid the creation of a 'student ghetto'. It is also important that student housing is located apart from other forms of residential in order to create a complementary balance of activities across the site.

9.6 Retail and other commercial uses

Retail and other commercial uses such as offices with retail frontages, cafes, bars and restaurants have the potential to contribute greatly to the making of place as well as serving the needs for the newly created neighbourhood and wider community. Such uses, however, should be ancillary in terms of the overall land use mix and should be phased to assist the realisation of less profitable elements of the overall development proposed, in particular the employment-related uses. The clustering together of ancillary retail and commercial uses is encouraged, where they can form the edges to the proposed square and other areas of public realm that provide key linkages between destinations within the development area. Large food-based superstores are not considered appropriate elements of any development proposals.

Although retail forms part of the development mix, quantum of retail floorspace have not been specified in the table. The retail elements of mixed use proposals will be assessed against relevant planning policies and be expected to be enabling elements in bringing forward employment floorspace and other important elements in creating the sense of place envisaged in this planning brief.

9.7 Community/social uses

The inclusion of such uses as doctors and dentists premises or other social amenities would help provide for the local community and help to secure the required sense of place.

9.8 Public realm

Development should provide high quality spaces that are accessible to both university users and the wider community. New buildings and land uses should be located in such a way to create well used, safe, vibrant people friendly spaces for the benefit of all. Hard and soft landscaping materials along with planting should all be carefully considered to provide a legible environment of consistently high quality across the development area and assist with greening the Lewes Road.



Above: New Road, Brighton and Chiswick Park, London



Below: New England Quarter Greenway, Brighton



Greenway

The Watts Bank is designated in the Local Plan as a Site of Nature Conservation Importance (SNCI). It also has considerable potential to provide an informal recreational area for the new neighbourhood, as well as a new natural green space route to Moulsecoomb Station. Development proposals should incorporate measures to make the Watts Bank an accessible and well used green space for all and enhance its nature conservation importance. New buildings outside the SNCI and routes should be carefully considered so that they integrate visually with the greenway and planting and landscaping should take into account the need to strengthen its ecological qualities. Further guidance can be found in the Sustainability section of this planning brief, as well as the council's Nature Conservation and Development Supplementary Planning Document (SPD 11).

Topography

Changes in land levels should be carefully considered and development proposals should respond positively and creatively to the challenge of the local topography, in order to provide for ease of access through the site and to create an interesting and stimulating townscape. The fairly steeply sloping nature of the valley sides poses design challenges but also presents creative design opportunities. For example:

- the creation of 'underground' car parking areas without the need for expensive excavation, particularly on the Preston Barracks and Mithras House sites;
- the utilisation of roofscapes as areas of public realm and green spaces on some buildings, to create routes through the site that provide transitional levels on either side of the valley;
- bridges connecting and providing routes for pedestrians and cyclists in certain areas (e.g. between the Watts Bank parkway walk and new development on the Watts site and across the Lewes Road)



Use vertical connections creatively making it easy for people to move in and across sites (top and left), introducing seating and places for people to meet, watch and be seen (below right) and establishing green links (below left).



Linkages

A legible series of routes and spaces should be created through the development area in order to enable easy, logical and convenient navigation through and beyond the new neighbourhood. It is particularly important that any overall masterplan for the development area realises the potential of Moulsecomb Station. If moving the station closer to the central focus of the development area (in line with the LR2 proposal) is not viable or achievable, alternative means of improving its connectivity should be realised. Watts Bank has the potential to provide a new pedestrian link to the site. Other routes could flow through existing academic buildings to improve connectivity between the station and the Mithras House site. A considered approach as to how the public-facing elements of the university are incorporated into the proposals is also key to ensuring the creation of a sense of place and reinforcing the integration and accessibility of the university into the community.



Flexible use public space. Jubilee Square, Brighton.

9.9 “Bridging” the Lewes Road

Improving connectivity between the eastern and western elements of the development and wider area is a key objective of this planning brief. In essence, this means that development proposals will need to provide acceptable and possibly innovative solutions to providing safe and convenient pedestrian access across the Lewes Road which, at this point along its route, is a busy dual carriageway. Whilst the Lewes Road will continue to play the role of a major distributor that carries significant volumes of traffic, this should not be to the exclusion of significantly improving pedestrian access. There are two key ways in which the eastern and western sites might be better connected: at grade (i.e. at street level) or above street level. An ‘at grade’ solution should be provided as a minimum measure. It is also possible that a combination of solutions, both at and above grade, could be utilised.

At grade

In recent years, providing for the needs of the pedestrian has increasingly become a central consideration of street and public realm design in urban areas. There are many examples of good practice on how busy roads can be reconfigured to meet the dual needs of pedestrians without compromising traffic flow, with High Street Kensington in London and Ashford ring road being two such instances in the UK. Removing barriers to movement, provision of generous central reservations, thoughtful use and configuration of surface materials and street furniture can all be used in providing for the needs of the pedestrian and improved connectivity across busy roads.

Above grade

The sites forming the development area are located on opposite sides of a fairly steeply sloping valley, with Lewes Road situated on the valley floor. The natural topography presents both challenges and opportunities for innovative design solutions in linking the eastern and western sides of the development area. The following possibilities might be explored:

- A foot and cycle bridge spanning the Lewes Road, providing improved east west linkages across the sites and beyond.
- A structure spanning the road, creating a major landmark and gateway and providing an identity to the academic corridor or ‘avenue’, the local neighbourhood and the city as a whole. Any such design option would need to be carefully explored with due regard to the issues associated with the construction the highway and executed to meet various concerns including visual impact, urban design and local pedestrian environment on the Lewes Road.



Lewes Road



Above: High Street Kensington, London. De-cluttering, removal of obstacles to pedestrian movement, cycle parking provision among other measures. Recorded accidents considerably reduced following implementation.

Left: O'Connell Street, Dublin. Creation of an outdoor 'room' framed by lime trees, reduced street furniture (image: www.cabe.org.uk).



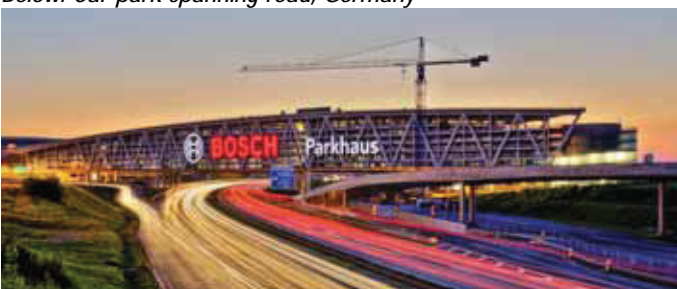
Above: Cycle and foot bridge, Copenhagen, Denmark



Top right: Cycle and foot bridge, Gibbs Street, Portland, USA

Bottom right: Building spanning road, The Hague, Netherlands

Below: Car park spanning road, Germany



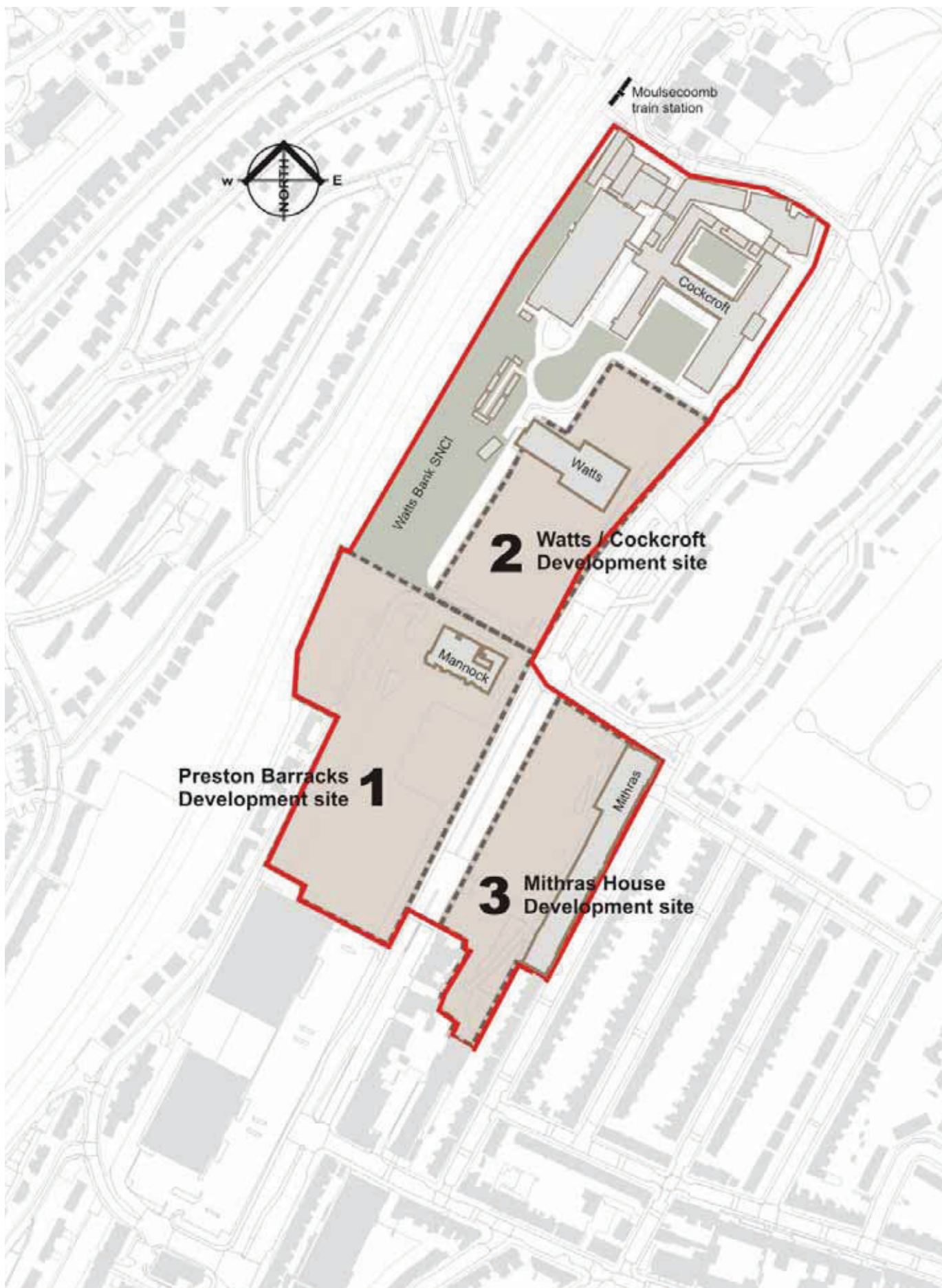
10. Development scenarios

The overall objective of this planning brief is to provide guidance on a land use mix, built forms and urban grain that combine to create a successful neighbourhood and a central development core that integrates the wider area. Rather than creating distinct and separate areas of land use across the three sites, the intention is to provide a vibrant mix whilst minimising the potential for conflicting uses to act as bad neighbours.

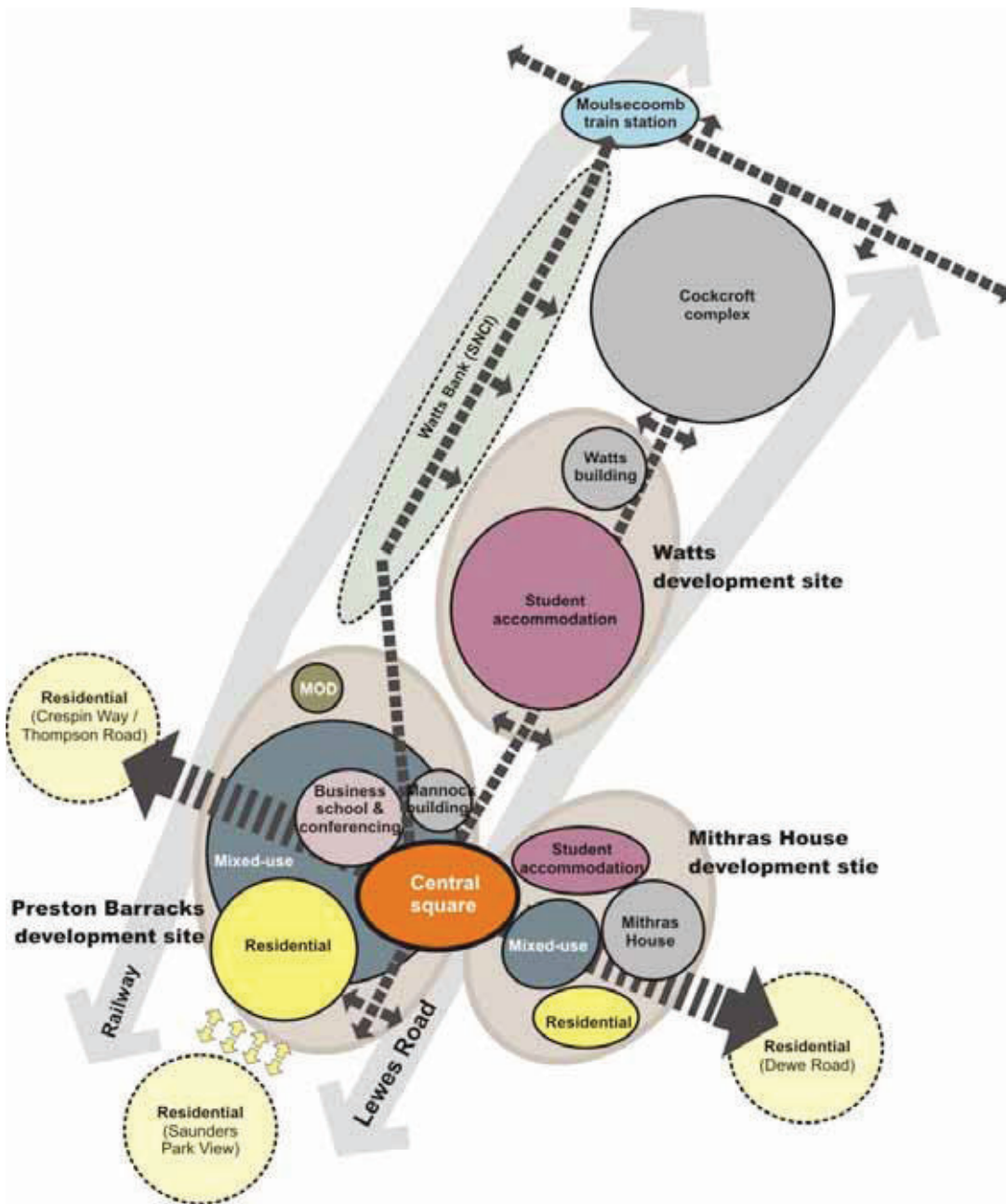
This brief sets out three scenarios in order to suggest how the above objective might be met. It should be noted that the associated conceptual diagrams are intended to stimulate an imaginative approach to the design process and should not be interpreted as providing a definitive set of arrangements for land uses and open spaces. There are further potential scenarios that might meet the objectives of this brief. All scenarios in this brief are informed by the following assumptions:

- University and other uses are mixed together to help create a diverse, dynamic and complementary mix across the sites;
- The need to establish good east-west links across Lewes Road that enables users, residents and visitors to move easily across the three development sites;
- Creation of a 'central square' on and around the Preston Barracks site;
- Student accommodation is provided;
- Mithras House is retained in university use;









10.1. Scenario A





Existing

-  University buildings
-  Manned building
-  Watts Bank SNCI
-  Surrounding residential areas

Proposed

-  Development areas
-  Business school & conferencing
-  Student accommodation
-  Mixed use (employment, retail, leisure, services)
-  Residential
-  Car parking facilities
-  MOD facilities

Public realm priorities

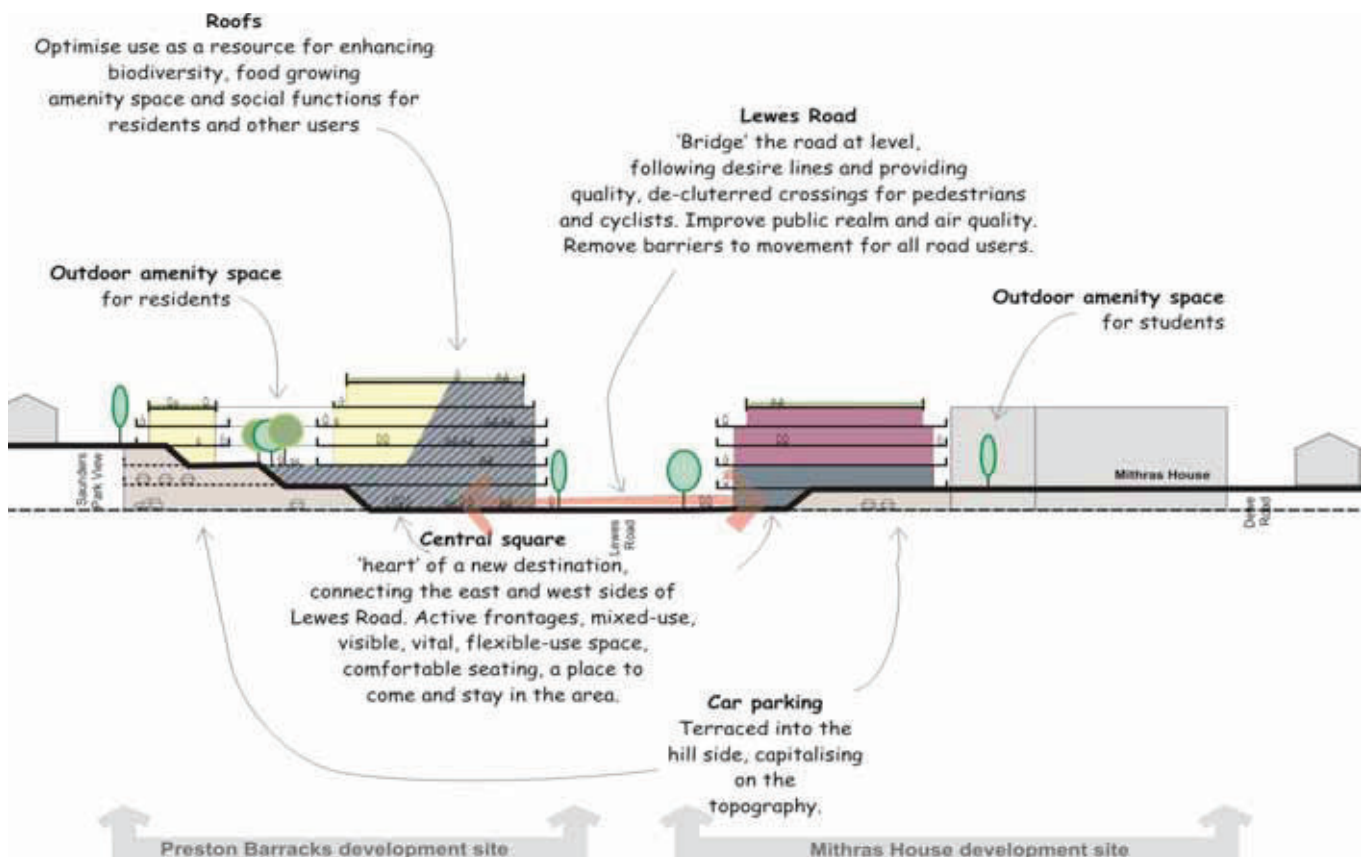
-  Central square (flexible use)
-  Knit new and existing residential areas
-  Establish new, well-defined east-west links
-  Establish new routes within and across development sites

Description / Objectives

- Diverse range of uses provided within the two development sites on different sides of Lewes Road (Preston Barracks-Mithras House).
- Student accommodation provided exclusively on Watts/Cockcroft site.
- Central square is chiefly located on the Preston Barracks site but spans across Lewes Road into Mithras House site.
- Mannock building (Preston Barracks) retained and integrated into design of central square and routes established across the various sites.
- Watts building integrated into routes to Moulsecomb Station (option to include route cutting through ground floor of building).

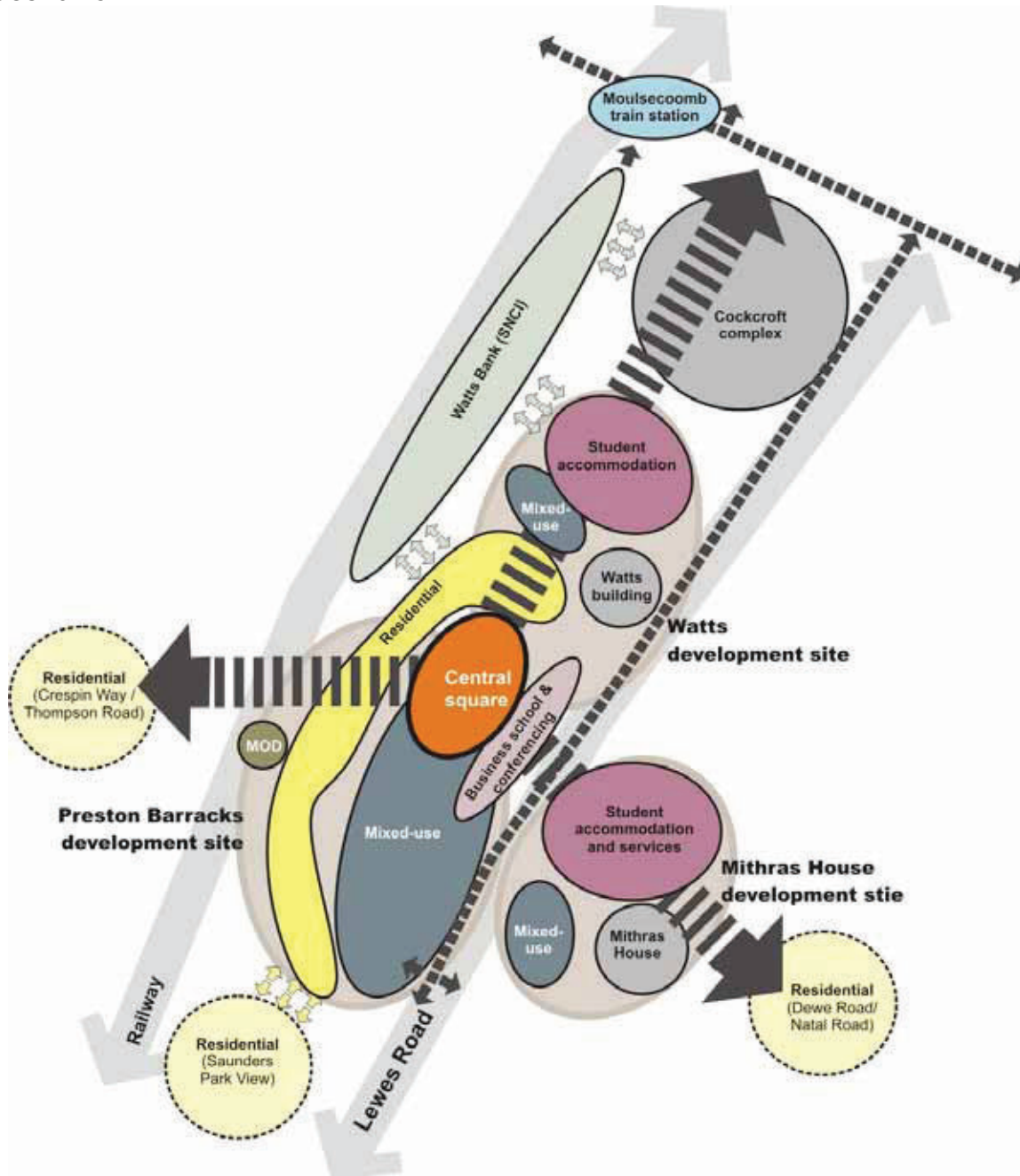
Quantum of development

Use mix	Area (sq m)	Units	% total
1. Preston Barracks			
Business School & Conferencing	8,000		100%
Innovation Centre	2,735		26%
Employment	3,250		31%
Residential		212	67%
Leisure			-
Retail	-		70%
Community services			-
Car park		157	28%
MOD reprovision	1,299		100%
Central square			75%
2. Watts and Cockcroft			
Student accommodation		500	67%
Student services			-
Retail	-	-	20%
Car park		226	41%
3. Mithras House			
Employment	4,615		44%
Mithras House	8,050		44%
Student accommodation		250	33%
Housing		106	33%
Retail	-	-	10%
Car park		173	31%
Central square			25%







Scenario A section. Please note this diagram is neither accurate nor prescriptive section. Its aim is to communicate a range of principles and ideas that should be further explored in the context of the masterplan for the Planning Brief area. It should not be interpreted literally.



10.2. Scenario B








Existing

-  University buildings
-  Mannoek building
-  Watts Bank SNCI
-  Surrounding residential areas

Proposed

-  Development areas
-  Business school & conferencing
-  Student accommodation
-  Mixed use (employment, retail, leisure, services)
-  Residential
-  Car parking facilities
-  MOD facilities

Public realm priorities

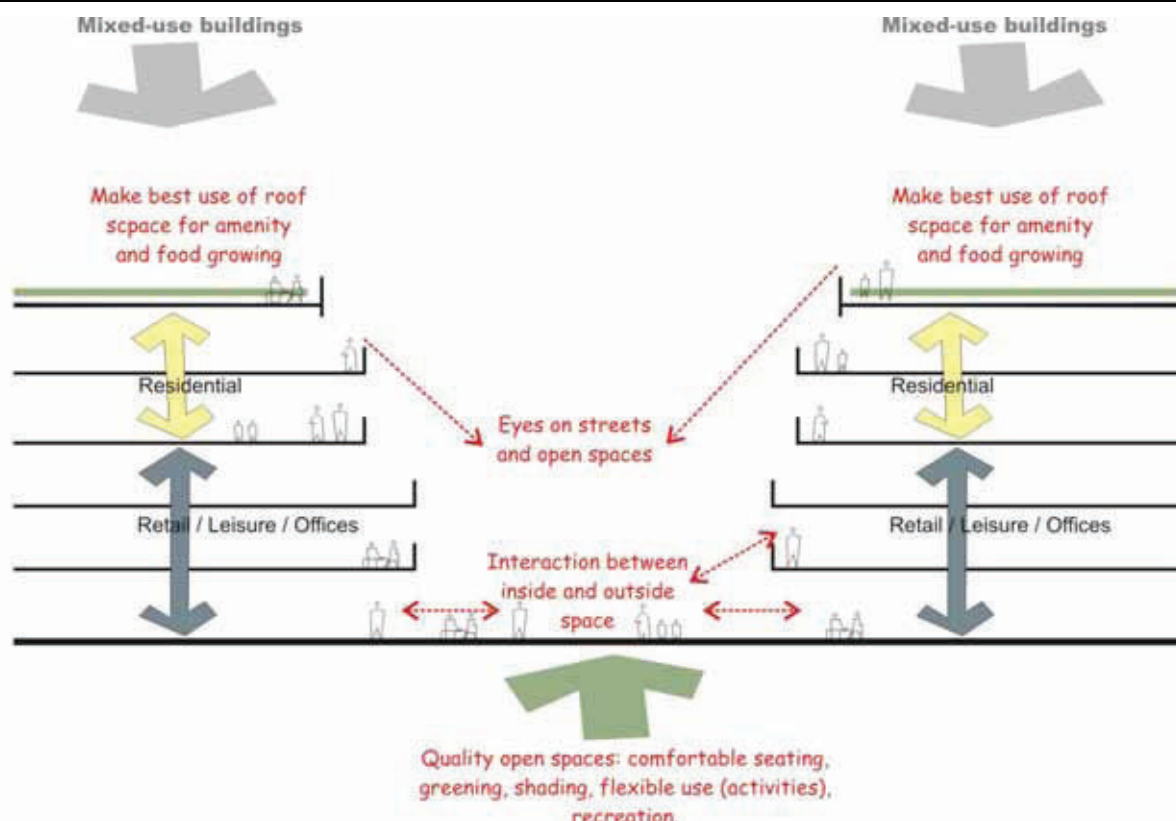
-  Central square (flexible use)
-  Knit new and existing residential areas
-  Establish new, well-defined east-west links
-  Establish new routes within and across development sites
-  Establish visual and physical links with SNCI

Description / Objectives

- Diverse range of uses provided within the two development sites on the west side of Lewes Road (Preston Barracks and Watts/Cockcroft).
- Some non-University uses provided on University land.
- Student accommodation provided partly on Watts/Cockcroft site and partly on Mithras site.
- Central square located in partly on Preston Barracks site, partly on Watts/Cockcroft site.
- Mannoek building (Preston Barracks) removed.
- Watts building integrated into routes to Moulsecoomb Station (option to include route cutting through ground floor of building).

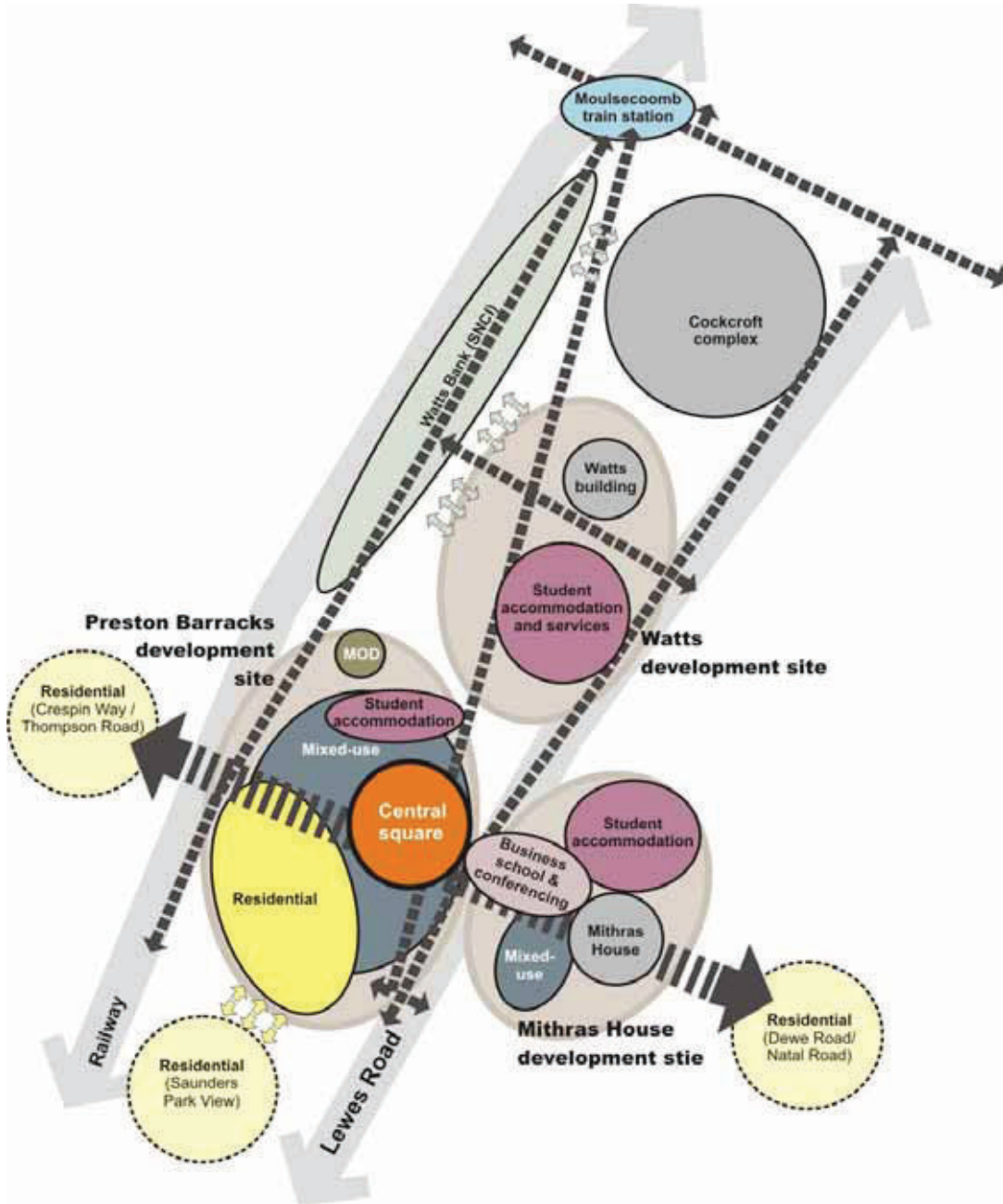
Quantum of development

Use mix	Area (sq m)	Units	% total
1. Preston Barracks			
Business School & Conferencing	4,000		50%
Innovation Centre	2,735		26%
Employment	7,865		74%
Residential		212	67%
Leisure			-
Retail	-	-	56%
Car park		226	41%
MOD reprovision	1,299		100%
Central square			50%
2. Watts and Cockcroft			
Business School & Conferencing	4,000		50%
Residential		106	33%
Student accommodation		250	33%
Car park		157	28%
Retail	-		28%
Community services			-
Central square			50%
3. Mithras House			
Mithras House	8,050		44%
Student accommodation		500	67%
Retail	-	-	15%
Car park		173	31%
Student services			-







This section applies to all 3 scenarios. Its aim is to communicate a range of principles and ideas that should be further explored in the context of the masterplan for the Planning Brief area. It should not be interpreted literally.

10.3. Scenario C








Existing

-  University buildings
-  Mannock building
-  Watts Bank SNCI
-  Surrounding residential areas

Proposed

-  Development areas
-  Business school & conferencing
-  Student accommodation
-  Mixed use (employment, retail, leisure, services)
-  Residential
-  Car parking facilities
-  MOD facilities

Public realm priorities

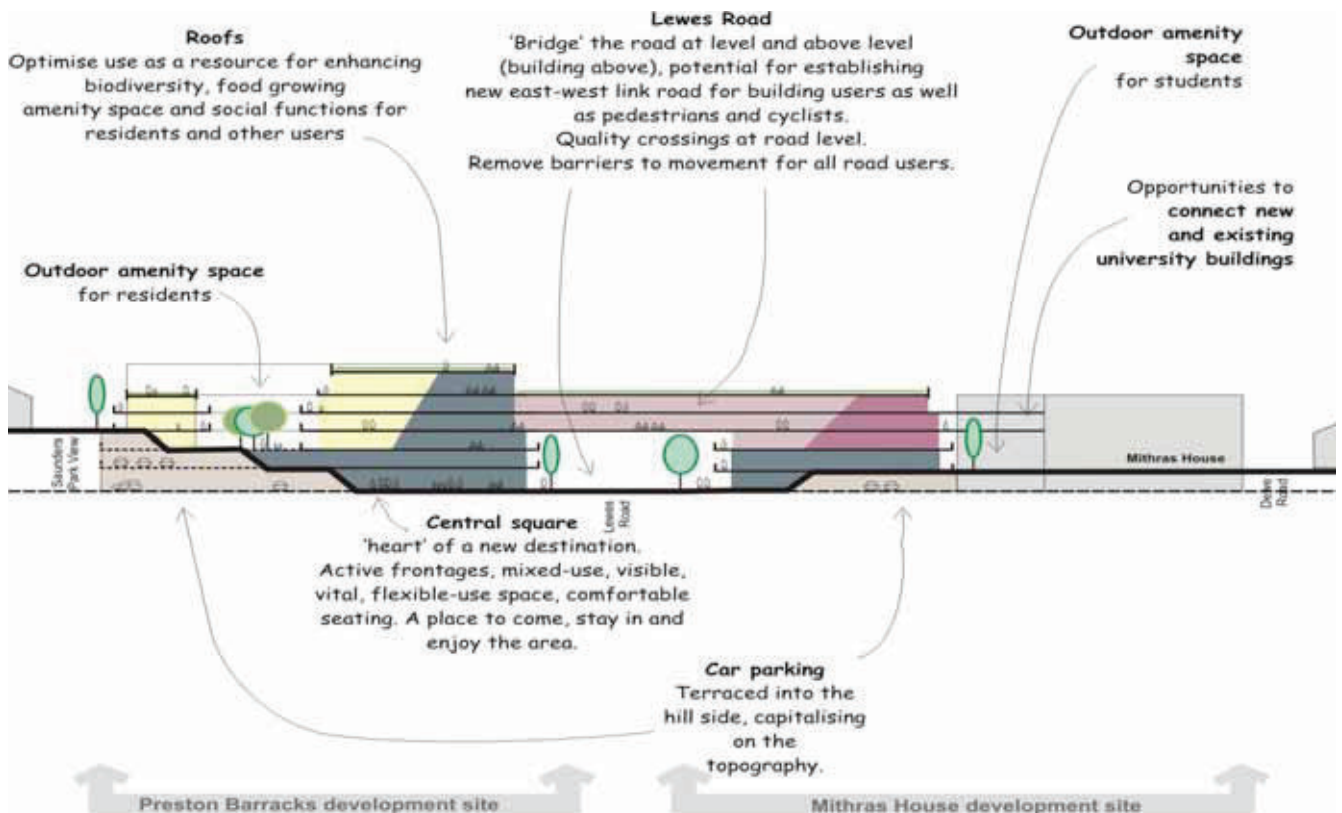
-  Central square (flexible use)
-  Knit new and existing residential areas
-  Establish new, well-defined east-west links
-  Establish new routes within and across development sites
-  Establish visual and physical links with SNCI

Description / Objectives

- University uses provided mainly within University land (Watts/Cockcroft and Mithras).
- Option for link across the Lewes Road (between Preston Barracks and Mithras House sites) to be established at level via a building that will contain the University's Business School.
- Student accommodation provided mainly on University land (partly on Watts/Cockcroft site and partly on Mithras site) with a portion also provided on Preston Barracks.
- Central square located on Preston Barracks.
- Mannoek building retention and Watts building 'cut through' route are optional.

Quantum of development

Use mix	Area (sq m)	Units	% total
1. Preston Barracks			
Innovation Centre	2,735		26%
Employment	4,615		44%
Residential		318	100%
Leisure			-
Retail	-		70%
Student accommodation		100	13%
Car park		226	41%
MOD reprovision	1,299		100%
Community services			-
Central square			100%
2. Watts and Cockcroft			
Student accommodation		325	43%
Car park		173	31%
Student services			-
3. Mithras House			
Mithras House	8,050		44%
Business School & Conferencing (over Lewes Rd)	8,000		56%
Student accommodation		325	43%
Retail	-	-	30%
Car park		157	28%
Employment	3,250	-	31%



Scenario C section. Please note this diagram is neither an accurate nor prescriptive section. Its aim is to communicate a range of principles and ideas that should be further explored in the context of the masterplan for the Planning Brief area. It should not be interpreted literally.

11. Heights, bulk and massing

Watts car park: Building heights of around 5 storeys are considered appropriate with an upper limit of around 8 storeys, following the precedent established by the existing Watts Building.

Preston Barracks: Proposed development on Preston Barracks has a similar profile to that proposed for Watts, with an indicative height of around 6 storeys within an upper limit of 8 storeys.

Heart of the site: One or possibly two buildings taller than the heights referred to above may be appropriate adjacent to the central 'square' that is envisaged as providing the heart of the development. Any such buildings should act as distinctive and attractive landmarks to the overall development, as well performing as a visual 'gateway' role to this part of the urban area for southbound traffic entering the city along the Lewes Road. The upper limit for these buildings is considered to be around 18 storeys, although the precise height would be subject to a more detailed consideration of the rationale for taller buildings as set out in the council Tall Buildings SPG (SPGBH 15) which identified the potential of this area for taller buildings.

Mithras House surface car park: Development on the car park is shown indicatively as around 6 storeys.

Mithras House: Development of an additional floor to Mithras House would be acceptable in principle.



Above: Lace Market Square regeneration, Nottingham.

Right: Coin Street Community Builders, London

Below: Checkland Building, University of Brighton (Falmer)



12. Transport

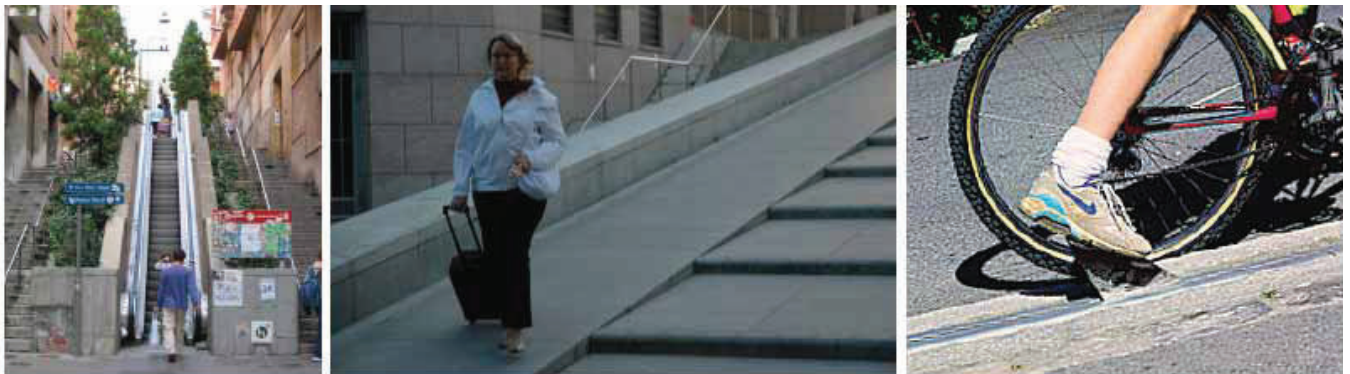
Sustainable transport

The development area is situated alongside the A270, part of a 'sustainable transport corridor' as defined in policy TR 4 of the Local Plan. The A270 is well served by local bus operators, as well as long distance bus operators who provide limited stop, long distance buses from north east Sussex and Kent with a regular 20-minute frequency service throughout the working day.

A cycle route runs along the Lewes Road through the development area, linking the city centre to the Falmer university campuses and Lewes. Cycling should be strongly encouraged as a means of commuting to the site. Local Plan policy TR13 (Cycle network) and its supporting text, sets out the requirements for development proposals that affect the cycle network.

The development area is also near to Moulsecomb Station and one of the important objectives of this brief is to make the station more accessible. The station provides access to the east west South Coast railway line, which links all the coastal settlements with a 20 minute frequency commuter service in both directions throughout the working day, as well as providing the rail link to Brighton and trains to all parts of Britain.

The site is therefore well positioned to draw in employees from both the city and the surrounding hinterland by a range of sustainable transport. Any development proposals should support and enhance the use of public transport through consideration and provision of bus stops, passenger shelters and real time information within the development area. Any planning application should include a Transport Assessment and Transport Plan for occupiers and users of the development.



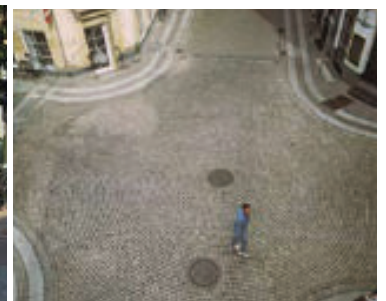
Facilitating pedestrian and cycling movement between different grades.



Cycling lane, New York, USA.



Raised pedestrian crossing and unified surfaces, Copenhagen, Denmark.



Car and Cycle Parking Standards

As the locality benefits from good sustainable transport linkages, parking levels should be kept low across the development area, although it is recognised that some car parking provision will be necessary. The full standard for parking for disabled drivers should be met on site. Cycle parking and facilities such as secure cycle storage, showers and changing rooms will be required as set out in the parking standards in Brighton & Hove Local Plan Policy TR12 (Cycle

access and parking). Further guidance on the accessibility of the site to public transport and parking guidance and standards for development are set out in chapter 1 of the Brighton & Hove Local Plan and in SPG Note 4, 'Parking Standards'.

Car Parking Location

Although additional car parking is not envisaged in association with new university-related development, with over 6,000 students currently using the Moulsecoomb facilities its current level of parking provision would need to be retained (669 spaces). In order to secure the development potential of the university sites, existing surface car parking should be replaced in multi-storey facilities, preferably shielded from view by other development. As referenced elsewhere in this document, creative use of the local topography can help to obscure the visual impact of car parking through the effective creation of basement or undercroft areas, with new development placed above and around.

Car parking to serve development on the former parade ground area of the Preston Barracks site should be screened from view from the Lewes Road and placed behind the buildings or in a dedicated underground or multi-storey car park. Delivery bays and car parking for should be well screened from the public areas.

Vehicle access

A new vehicle access will be required to serve the Preston Barracks site. Any such access could use the existing southern access to the Brighton University Watts site opposite Natal Road, provided traffic lights are introduced to facilitate the increased traffic activity. Alternatively a new entrance could be sited between the existing southern access to the Watts site and the Pavilion Retail Park, but it must facilitate movement in both directions at peak times. Currently right turns by southbound vehicles are not easily made across the dual carriageway at peak times into or out of the site. Any internal access road for motor vehicles should run to the rear of the Preston Barracks site. The existing access from the former married quarters housing to the university entrance should be closed to general vehicular traffic but maintained as an access for cyclists and pedestrians (including wheel chair and buggy users) and be designed to provide a bollarded access for emergency and cleansing vehicles.

Separate pedestrian and cycle access points should be created at the southern and northern ends of the site as well as from any new main central entrance. The opportunity should be taken to allow for a south west/north east cycle route to pass through the site, separated from vehicle traffic.

Service and delivery arrangements

Consideration should be given to the provision of adequate and appropriate access, routes and areas for delivery vehicles within the site.

13. Sustainability

Sustainable building design

Local Plan policies SU2 and SU13 promote efficiency of development in the use of energy, water, materials and promote reduction in construction waste.

Brighton & Hove's Supplementary Planning Document (SPD) 08 recommends minimum standards for sustainable building design and should be referred to via the Sustainability Checklist which provides further guidance and monitors responses.

Sustainable living

In recent years, increasingly high environmental standards have been achieved in the city (e.g. the Jubilee Library and the One Brighton development in the New England Quarter). At 'One Brighton' (www.onebrighton.co.uk) the concept of ecological 'footprinting' provided a method of analysing and addressing unsustainable living patterns. This approach is supported through the South East Regional Economic Strategy for the 'Diamonds for Investment & Growth' and the council's own commitment to develop a plan to reduce the city's ecological footprint, associated with the use of energy, water, resources and transport. It also reflects the council's ambition to achieve Urban Biosphere Reserve status.

Developers of sustainably-built new development can contribute towards reducing the city's ecological footprint by facilitating ongoing sustainability awareness, education and action to reduce impacts. The One Brighton development, for example, employs a 'sustainability integrator' to work strategically with the city and a 'green caretaker' to work with the residential community supporting and extending good practice. New development should be informed by this experience, considering opportunities for engaging Sustainability Advisor(s) to promote sustainable living among incoming and existing residents, businesses and visitors, in order to ensure continuous reduction of the ecological footprint of the area.

As part of an approach to minimise resource impacts, sustainable retrofitting and refurbishment of existing development should be fully explored before adopting a 'demolish and rebuild' approach in the development area covered in this brief.



Above: Stonebridge Hillside Hub, Harlesden

Right: Vauban district, Freiburg, Germany

Below: One Brighton

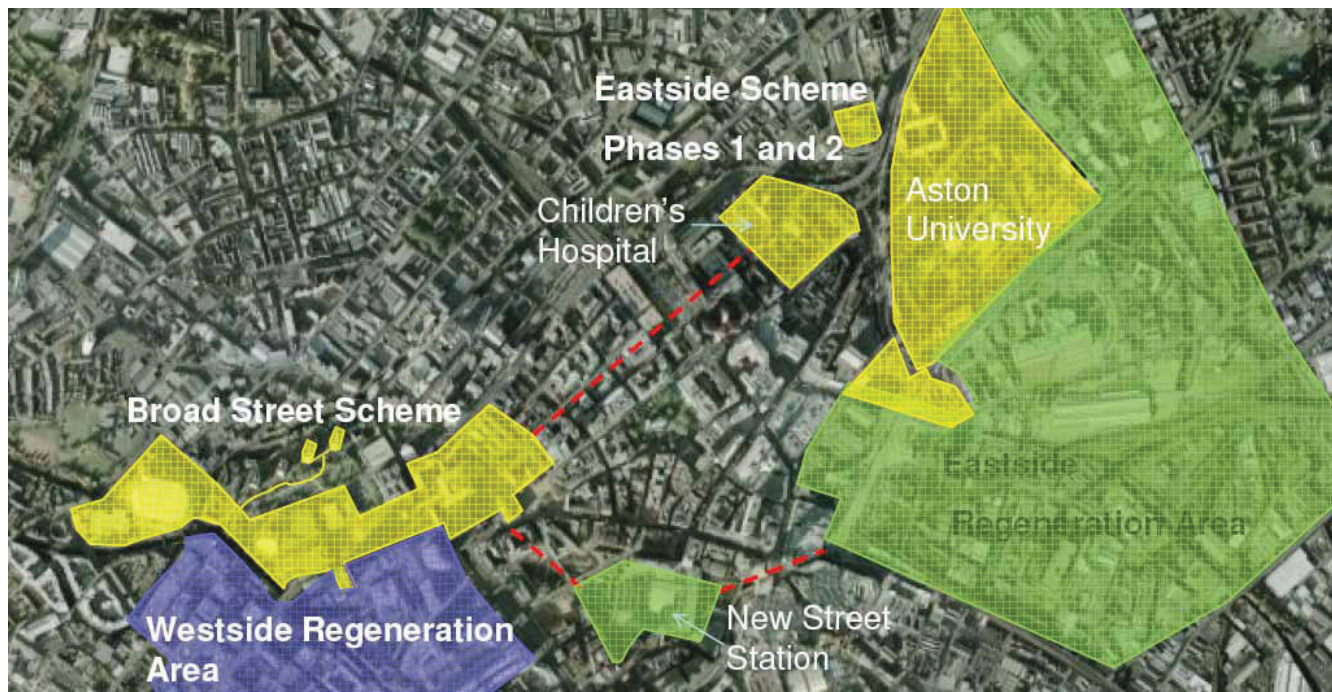


District heating and Energy Service Companies

Energy Service Companies (ESCOs) have different models but usually develop low carbon solutions for local energy generation by designing, building, financing, operating and maintaining energy generating plant, and managing energy services. Solutions are usually based on combined heat and power generation (e.g. district heating) and/or renewable energy technologies.

ESCOs can be applied on the scale of housing and mixed-use blocks, or wider to development areas, with the potential to retrofit district heating to supply existing development in areas of the city. Their primary purposes would be to:

- benefit tenants and owners by offering lower electricity and heating bills as part of a low carbon option;
- improve social cohesion by reducing fuel poverty; and
- lower dependence on national / regional energy sources that can be susceptible to volatile pricing and long-term availability and involve transmission losses.



Above: Birmingham District Heating Scheme

Examples of successful ESCOs include: Southampton District Energy Scheme (Southampton Geothermal Heating Co Ltd); London Borough of Tower Hamlets (Barkantine Heat and Power); Aberdeen Heat and Power; and Nottingham, Renewable Nottinghamshire Utilities Ltd.

New development in the development area is encouraged to explore through feasibility studies the potential to:

- install district heat and power systems and to retrofit for supply to existing buildings; and
- set up ESCOs to supply heat and power to the sections of the development area.

It is important to consider impacts on Air Quality. Multi Utility Service Companies (MUSCO's) are currently a theoretical model, which could innovate to supply services such as water, waste and telecommunications in addition to heat and/or power. Exploration of this kind of innovation in the development area, aiming to maximise sustainable supply and financial benefit to tenants and residents, would be welcomed.

Green infrastructure

The emerging Brighton & Hove green network (A Green Network for Brighton & Hove, Draft report, May 2008) comprises interconnected green spaces and features which link key 'nodes' in the urban area with the urban fringe and wider countryside. It includes protected wildlife sites and nature reserves but also promotes the establishment of small pockets of urban green, green road verges, street trees, 'green roofs', 'green walls' and naturalistic urban landscaping. Connecting natural green spaces in this way creates a 'super site' capable of supporting more biodiversity, promoting a holistic view of 'green infrastructure' and recognising the collective role of such spaces to ecological services. It is envisaged this network will replace Local Plan Policy QD19 (Greenways) via the Local Development Framework (LDF) process.

The Watts Bank SNCI is part of a wider greenway as identified by Local Plan policy QD19. Development close to the Watts Bank and management of the SNCI itself can enhance its ecological qualities as well as contribute to the overall sustainability of the new neighbourhood.

Within the development site itself, opportunities should be taken to integrate greening features such as green walls, facade-mounted nest boxes and green roofs on adjacent buildings. These measures can also help improve the ecology of the green network and quality of life as well as contribute to climate change resilience and adaptation in this location.

The council's Nature Conservation and Development Supplementary Planning Document (SPD 11) provides further information and advice on how new development can help to protect existing biodiversity, maximise opportunities for incorporating biodiversity features and connect to green network.



Above: Roof garden, City of London (Image: www.flickr.com).

Right: RISC Edible Roof Garden in 2006 (Image: Green roofs for urban agriculture, Hanna Waldbaum).

Below: The Mailbox, Birmingham (Image: www.esi.info)



Water quality

The development area overlies a major aquifer, the water quality of which must be protected. Construction works and disturbance of previously contaminated sites can contaminate the aquifer.

Arrangements should be put in place:

- during construction stage to ensure that any contaminants are identified and removed appropriately; and
- during operational stage through the implementation of sustainable drainage systems, which will help to prevent surface water flooding that could contaminate the aquifer.

Health Impact Assessment (HIA)

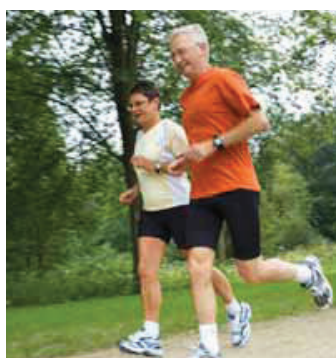
An HIA would be required to accompany any application for a significant part of the development area. The purpose of an HIA is to ensure that all strategic new developments take every opportunity to contribute to the health and wellbeing of users and residents and the city as a whole.

An HIA:

- sets out the physical, environmental and social impacts (beneficial and detrimental) of the proposed development and its uses, including impacts during construction;
- evaluates health impacts against determinants of health and current health evidence in the light of anticipated users / occupiers of the site and adjacent areas; and
- recommends measures to mitigate against adverse impacts and maximise positive benefits.

In the case of development sites identified in the Land Use section of this document:

- any Environmental Impact Assessment (EIA) carried out for individual sites must pay attention to the health impacts of the development; and/or
- any development involving more than one site would need to undertake a cumulative HIA.



Inviting, attractive, flexible open spaces that can accommodate formal and informal play/exercise/recreation. Above: Judo in Preston Park, Brighton & Hove Take Park. Below: Somerset House fountain, London and Royal Pavilion ice rink, Brighton.



14. Phasing

A masterplan will need to be agreed through the planning process in order to ensure that the objectives of this brief are met: As the university has access to funding, it is likely that university-related uses will comprise the first phase of any overall masterplan. Subsequent phases will need to ensure that the overall objectives of this brief are met in creating a mixed and balanced community, with a focus on providing for employment needs as well as housing and other land uses.

15. Infrastructure and Planning obligations

Major development will be required to enter into a Section 106 Agreement to provide for or contribute towards works and community infrastructure measures that are necessary and are due to that development.

When such contributions are sought there will be a requirement to ensure provision is in place and on time to serve development in accordance with the phasing plan.

The likely areas where contributions may be sought include:

- Affordable business accommodation;
- Affordable housing;
- Air quality management;
- Arts & Creative Industries;
- Community safety measures and maintenance;
- Education provision;
- Employment, commercial space retention;
- Employment training programmes;
- Sustainable transport and highway improvements for all road users;
- Other community needs, including engagement, support and community building retention or replacement;
- Phasing Plan;
- Project management monitoring contribution;
- Public realm, environmental improvements & legibility;
- Recreation, play space & sports provision;
- Sustainability and biodiversity; and
- Utilities

