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Circus Street/ Municipal Market

**Circus Street
Brighton & Hove**

**Development Brief
March 2005**

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1 Vision

That, as a gateway to East Brighton, the Circus Street/Municipal Market site is redeveloped to create an open, accessible and vibrant mixed-use area which maximises its employment, education and housing potential and acts as a model of urban design and sustainability.

2 Introduction

2.1 Background

The University of Brighton owns property on the Circus Street site which does not meet their operational requirements. It also occupies other buildings nearby and the lease on their existing library is close to expiry. They are therefore looking to rationalise their facilities and to improve the quality and adaptability of their accommodation on the site.

The City Council is seeking to regenerate the area and to address present townscape problems such as public access into the site and the lack of a positive edge. It wishes to see a mixed use development which provides employment floorspace, creative arts workspace, and residential use with a high level of affordable housing in a scheme that acts as a landmark in terms of urban design and sustainability.

The site comprises a parcel of land to the east of Circus Street, bounded by Kingswood Street and Morley Street. It is presently occupied by the dilapidated former municipal market building, though the market has now been relocated and the building is used for short-term uses including a wood recycling project.

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

This brief arises from that study and its purpose is to guide developers as to the type and form of development and uses which are seen as suitable on the site and will inform any future planning application. However, it is envisaged that more detailed planning advice will be provided in the form of a Supplementary Planning Document (SPD) as part of the Local Development Framework (LDF).

2.2 Objectives

The primary objective of this brief is to ensure the redevelopment of the Circus Street site to provide University accommodation, employment floorspace, creative workspace and affordable and market housing. This mixed-use development should improve what is presently a poorly defined area of townscape.

The development should:

- Create a development that acts as an **exemplar of urban design** for mixed-use developments.
- Provide for **sustainable development** and sustainable transport.
- Provide physical, economic and social **regeneration benefits** for surrounding neighbourhoods and the City as a whole.
- Provide **employment floorspace** and a mixture of market and affordable housing
- Provide a modern and flexible **teaching and library space** that meets the needs of the University of Brighton.
- Provide flexible **creative workspace** for use by creative industries, cultural organisations, artists and community groups.
- Create a sense of place with a **mixture of uses** which brings the site into the public sphere and livens up the locality.
- Open up the area, reintroduce the original street pattern and improve "**permeability**" ie public access into and through the site
- Complement and **not dominate** surrounding buildings, including the nearby Milner Flats.
- Complement redevelopment of the nearby **Edward Street** Quarter

The mix of uses will not be dominated by a single use. The main uses should be office space, teaching and library space for the University, housing, creative workspace and commercial space. Some 140 residential units are envisaged of which a proportion should be affordable and some at market value, and commercial uses should be A1, A3, A4 and A5 uses. Elements with more lucrative returns can act as enabling development to make the development more financially viable.

2.3 Opportunities

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

- The **City Council** can achieve its economic development objectives of providing more employment floorspace, and housing objectives of increasing the supply of affordable units as well as ensuring that the site is developed to the very highest standards of urban design and sustainability. There is also the opportunity for flexible creative

workspace to meet the needs of cultural and creative industries which could contribute to the vitality of the site.

- **The University of Brighton** will occupy a flexible, modern and accessible building that suits their needs and consolidates their city centre accommodation. It will need to retain its existing Annex until appropriate replacement accommodation is made available - this could be on a strategically less valuable part of the site.
- **Local residents** will see the area opened up with a more vibrant atmosphere and a number of design and townscape improvements.
- Any future **development partner** will have a major and high profile commercial opportunity as part of a major development project.

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

3 Context

The Circus Street site comprises the former wholesale market and an academic building belonging to the University of Brighton. The site is surrounded by residential flats to the east, the University of Brighton's main city centre building to the south, assorted office, public sector and community uses to the north, and the eclectic mixture of buildings fronting Circus Street to the west. The Valley Gardens Conservation Area is also located immediately to the west of the site. The site has the potential to introduce an environment with a mixture of uses, including academic, cultural, commercial and residential, thereby adding general vitality to this part of the City.

3.1 Location

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

The site's position next to Grand Parade also puts it at the base of the academic corridor stretching along the A270/A27 and it is adjacent to the University's main city centre property which accommodates the Faculty of Arts and Architecture and the Sallis Benney Theatre. It is therefore in a prime location for further academic development.

The development will benefit from as well as enhance the setting of the nearby Valley Gardens Conservation Area.

3.2 Site History

The wholesale market opened in 1937 on a slum clearance site, which had included the small houses of Circus Street, Circus Court and Carlton Row, the latter no longer in existence. Those streets had been developed between c.1800 – 1808 and Circus Street was named after the Royal Circus and Riding School which existed on the site of 36 Grand Parade between 1808 – 1812. When the market was developed Circus Street was widened. The red brick University building was built in 1883 as a Brighton Board School, designed by Thomas Simpson, the architect of most Brighton Board Schools.

3.3 Site Description

3.3.1 Topography

The topography is an important feature of the site and the surrounding area. The site is situated on a steeply sloping hillside close to the valley bottom that comprises Grand Parade and the Valley Gardens Conservation Area. As a result of this there is a sharp rise in ground levels between the western and eastern sides of the site. This change in levels is at least one floor meaning that anything built at the floor level of the Municipal Market building would, on the eastern side of the site, be below the road level of Kingswood Street, Morley Street and any reformed Nelson Road. This possibly allows for some basement parking below any buildings on that side of the site without the incurring the usual build expenses associated with such parking.

3.3.2 Street Pattern and Access

This area had traditionally been built on in a farmland laine street pattern consisting of a series of north-south streets crossed by main east-west arteries. Some of that pattern close to the site and on the site itself was cleared during the mid-20th Century slum clearance and post-war reconstruction programmes. Buildings occupy the entire site and at present there are no streets going through the site. It is this lack of permeability that any scheme will need to address. At present the eastern boundary of the site is directly next an access walkway to Milner Flats. Opening that access up into a proper street and restoring some of the original street pattern would be a beneficial part of any future development.

The site is presently accessed mainly by entrances facing onto the widened Circus Street. There is also an access onto raised parking fronting Kingswood Street. Any future access to a redeveloped site is going to need to take into account the change in land levels.

Though the site is on secondary roads it is in very close proximity to the A23, A270, A259 and city centre, as mentioned above. The site therefore has potentially very good links with the rest of the City and routes into and out of the City, in terms of vehicular access, public transport and on foot.

3.3.3 Buildings

The site is presently dominated by a single building that occupies most of the floor plan of the northern part of the site and which is relatively low in height. This was the Municipal Market building. There is also a raised car park and ancillary out-building to the market. In addition there is a taller (5 storey) late 19th Century educational building on the south-western corner which is now the University's Circus Street Annexe building housing the Art and Architecture Faculty. This building has some architectural

and historic merit but its retention will not be a requirement of any redevelopment scheme.

3.3.4 Existing Uses

The Municipal Market building is no longer in its original use as the wholesale market has been moved by the City Council to more suitable premises in Hollingbury. The building is therefore used for a number of temporary uses that do not use the land and buildings to their full potential. These uses include a wood recycling project dealing in timber reclamation and NCP surface car parking accessed from Kingswood Street. The University building is still in use by the University and as such is the part of the site that has the most activity.

3.3.5 Parking

Due to the under-use of the site and the enlarged nature of Circus Street much of the parking serving the users of the old market building is either in the building or on Circus Street. In addition to this the NCP parking is pay parking used primarily by commuters.

3.4 Planning Policy Framework

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

4 Requirements of the Brief

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

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

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

4.1 Planning

4.1.1 Future Uses

The Circus Street development is to be a mixed-use scheme with provision for University accommodation, offices, creative workspace, and housing. It will have elements of teaching and library space for the University, office space to generate employment, workspaces to provide for cultural and creative industries, and housing including affordable units. In addition there will be some ground floor commercial space (A1, A2, A3, A4 or A5) to service the development and the neighbourhood and to generate some street life and vitality.

In their study, BDP calculated the maximum gross floor areas that could be achieved for such uses and these areas are shown in the table below. In summary, the site could physically accommodate an additional 37,489m² of development. Of this total, allocations for specific uses are proposed as follows:

- 14,900m² office accommodation.
- 13,200m² residential accommodation for 26 town houses and 115 two bedroom flats.

- 4,756m² educational and commercial space.
- 1,933m² creative workspace.

CIRCUS STREET SITE	Car parking / housing units	Footprint (m²)	Storeys	Gross floor area (m²)
Existing uses				
Educational		480	5	1,341
Educational Ancillary		300	1	300
Commercial		5,252	1	5,252
Surface Car Parking	56 spaces	1,575	1	1,575
Approximate total				8,741
Additional Development				
Educational		660/1,840	4 to 6	3,450
Commercial		660/1,840	4 to 6	2,947
Creative workspace	Managed workspace Production space Training rooms	660/1,840	4 to 6	1,933
Office		3,040	4 to 6	14,900
Residential	approx. 26 townhouses	6,400	3 to 6	13,200
	approx. 115 two bed flats			
Under Ground Car Parking educational / arts / commercial	60 spaces	1,750	1 to 2	1,750
Under Ground Car Parking (office)	110 spaces	1,750	1 to 2	3,500
Under Ground Car Parking (residential)	150 spaces	2,800	1 to 2	4,550
Approximate total				46,230

The creative workspace element of the development is needed to meet the needs of the creative industries sector. It will provide affordable accommodation for some of the City's key cultural organisations, space for performing arts production and rehearsals, and opportunities for communities to access cultural and training facilities. Total floor space required is estimated at 1,933m², with 342m² being at double ceiling

height. There are three main elements to the creative workspace required:

- **Managed workspaces** in the form of office accommodation with some shared facilities. This could accommodate key cultural organisations alongside commercial lets for creative firms such as designers, architects or new media companies.
- **Production space** in the form of a studio room to accommodate dance and performing arts activities, which can also be used for community workshops, and facilities such as storage, changing rooms, and toilets. The space must meet the needs of South East Dance.
- **Training rooms** to accommodate community training activities and in particular an ICT suite.

There may also be an opportunity to link with outdoor public spaces as venues for community performances and events.

4.1.2 Sustainable Transport and Car Parking

The University of Brighton has indicated that it requires 39 operational parking spaces for staff to use at its new facility. This will entail the relocation of existing parking spaces serving the University. National, regional and local planning policies promote sustainable means of transport, such as public transport, and reducing use of the private car as far as possible. Therefore any spaces that are provided on site are going to need to be justified against this policy direction, though the government's Planning Policy Guidance Note 13 on Transport sets a maximum parking provision for higher education of one space per 2 staff plus 1 space per 15 students. Therefore it is envisaged that the University's required level of parking should be able to be met on site. However, some or all of the housing on the site should be car-free, but with access to other forms of sustainable transport including a possible extension to the Hanover Car Club.

The site is served well by the existing public transport network, including three of the City's five national award winning bus lines. Buses run along Grand Parade, up the nearby Edward Street and along the entire academic corridor of the A270. Brighton mainline train station positioned approximately 10 minutes walk away. In addition to this the City Council is going ahead with the implementation of a Rapid Transit System that will also run up Grand Parade and Edward Street. This system will travel along key routes within the city avoiding congestion by running in its own lane and having priority at all junctions. It will link with Park and Ride facilities at key gateways into the city. This will ensure that visitors to and workers on the site who start their journeys in cars outside of the city will be able to avoid congestion once inside the city and will be carried straight to the site. This will turn potential city centre car journeys into public transport journeys. Limiting parking on site may also involve

capital cost saving and ensure as much of the site as possible will be put towards beneficial uses. The Council is actively pursuing this linked Rapid Transit/Park and Ride System and hopes that it can make an active contribution to transport for the future development. All of these options, and others such as facilities for pedestrians, cyclists and bus passengers, ticketing arrangements, car sharing and car clubs will need to be explored as part of the Transport Assessment and packaged together in a Travel Plan for the site.

4.1.3 Urban Design

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

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

- A. Maintain and enhance west vista along Carlton Hill
- B. Preserve the vista along Circus Street towards the valley.
- C. Increase pedestrian permeability through the site.
- D. Improve street connectivity and reintroduce urban grid structure.
- E. Reduce width of Circus Street.
- F. Build a positive landmark on the south western corner of the site.
- G. Provide servicing and parking access from the north and south.
- H. Locate parking at the east of the site below road level.
- I. Introduce private amenity space for residential properties.

Full details can be found in Appendix 3.

The City Council and the University of Brighton expect the development to be of the highest design standards. This is especially necessary as the density of development will be in excess of that on the site at present and on streets surrounding the site, and innovative urban design solutions will need to be found to prevent excessive bulk and massing and to ensure that the development ties into the urban grain. Similarly, open space will be at a premium in a dense development, but will be necessary draw people through the site and improve permeability. The siting and orientation of any public space will need to ensure it is not overshadowed by buildings for much of the day.

One possible improvement in terms of urban design may be to take the opportunity to narrow Circus Street to its original width and reinstate Nelson Road, thereby recreating the original street pattern. Developers should also explore the opportunity to improve the buildings on the western side of Circus Street in conjunction with existing landowners, even though these do not fall within the development site as the appearance of the attractive new buildings could be compromised by the poor quality and condition of these buildings.

The increased density means that the design will have to give consideration to the impact on residential neighbours – especially those living in Milner Flats to the east. Any scheme will need to ensure that there is not excessive overlooking and overshadowing of those properties.

4.1.4 Conservation

The Circus Street site is next to the eastern boundary of the Valley Gardens Conservation Area. The impact of the development on the setting of the conservation area, and the impact of strategic views into and out of the conservation area are going to have to be considered in the design of the development. This means that possible 'landmark' buildings on the north-west and south-west corners need to respect the sensitivity of the area in terms of scale and design.

There are a number of listed buildings fronting Grand Parade and backing onto Circus Street that must also have their setting protected. For example their roof ridgelines should not be visually broken up or impinged upon by the development when read from Grand Parade. This means that careful consideration is going to have to be given to the building heights of the development fronting Circus Street and site lines from Marlborough Place and Gloucester Place to ensure that the buildings are not visible above the historic roofline. It should be noted that the buildings at 30-35 Grand Parade are lower than those to the south; so extra height on the north-eastern part of the site needs to be carefully considered.

4.2 Sustainable Development

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

- The Centre for Sustainable Construction has developed an assessment method for determining the environmental standard of individual buildings. This ratings principle can be applied to offices, houses and industrial premises and contact details can be found in the bibliography.

- Developers could also demonstrate how they will achieve 'Excellent' ratings in the EcoHomes or BREEAM assessment methods for new build elements.
- They will also need to submit a sustainability checklist as required by Supplementary Planning Guidance Note SPGBH21.

4.2.1 Building Process

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

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

4.2.2 Energy Efficiency

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

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

The orientation of the buildings needs to maximise natural lighting to reduce the need for electric lights and using solar gain to heat buildings. As the site appears to be on a north-south linear axis it is important to ensure that the buildings to the south do not inhibit the sustainability of those to the north, as well ensuring the site as a whole does not make existing buildings such as the Milner Flats less energy efficient.

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

4.2.3 Waste

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

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

4.2.4 Landscaping

Although the site is not identified as having any intrinsic ecological value, new development does offer the opportunity to enhance the site by incorporating nature conservation features appropriate to the location, in accordance with planning policy. 'Wildlife friendly' plants and shrubs will therefore be required as part of innovative landscaping designs, as well as the provision of bird boxes (made from woodcrete or equivalent) on the walls of buildings. An innovative approach is expected, incorporating features such as 'green roofs' and 'green walls'.

4.3 Interested Parties and Development Partners

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

The site is predominantly in the ownership of Brighton & Hove City Council with the University owning the Circus Street Annexe building on the south-west corner. As such these two bodies have a significant interest in the site and development as landowners.

4.3.1 University of Brighton

The University of Brighton has stated that it requires a building with a minimum footprint of 1080m². This is to include:

- Ground floor area for servicing, parking and secure library storage
- First floor for use as a library although its access onto Kingswood Street will be at street level due to the rise in the land, and

- The two floors above to be used for teaching space. This would include general teaching space at second floor level, and a lecture theatre, seminar space, offices and photographic dark rooms at third floor level.

The overall floorspace the University requires (excluding car parking) is therefore 3450m². It also has specific needs for the timing of delivery of the educational building, this is covered in the Section on 'Phasing,' below.

4.3.2 Registered Social Landlord

As affordable housing is to be provided on the site, a registered social landlord will need to be part of the development partnership.

4.3.3 Creative Workspace

It is recommended that the creative workspace be managed by a single operator. Ideally this would be a partner who is already active within the cultural and creative industries sector and working with local communities, and who will have the capacity to lever in public funds to sustain the production space and training rooms. Advice should be sought from the City Council's Arts & Creative Industries Unit.

It will be the role of a developer to form this partnership, along with the Council and the University, and attract and co-ordinate the external investment funding. Any developer will therefore have experience in forming partnerships and using such a partnership as a driver for delivering regeneration schemes.

4.4 Phasing and Timetable

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

The University cannot afford to lose the space in their existing Circus Street Annexe building whilst the construction takes place. It also has a very tight timescale due to leases held on other buildings which are due to expire soon. The University is due to occupy a building on the south east corner of the site (their existing annexe building is on the south west corner). It is therefore planned that the new University building should be built first and should be ready for occupation prior to demolition of the old Circus Street Annexe building. An expected timetable from the adoption of this development brief is outlined below. Further details on timetable will be given to interested developers.

Dates	Activity
2005	
14 th July	Post OJEU Notice and Issue Information Memorandum

19 th August	Receive completed Pre Qualification Questionnaires
August/September	Shortlist Bidders and report to Project Board
2 nd September	Issue Invitations to Negotiate to Shortlisted Bidders
September/October	Clarification meetings
4 th November	Bids submitted
November	Technical assessment of bids
Early December	Project Board meet to nominate preferred bidder
2006	
25 th January	P&R and University of Brighton board select preferred developer.
26 th January	SPD approved and adopted by Environment Committee
February	Unsuccessful bidders debrief
Feb-May	Work on detailed Planning Application, Transport Assessment and Environmental Impact Assessment. Consultation by developer
May	Financial and legal close
May	Planning application submitted
June-August	Planning application assessed and start of S106 negotiations, and if successful...
August	Planning permission granted and S106 and development agreements finalised
September 2006 – January 2007	Building contractor negotiations and award of contracts
2007	
January	Start of 15 month build programme
2008	
April 2008	Development complete

5 Criteria for Ensuring a High Standard of Development

There are five key criteria for assessing the suitability and quality of any development in meeting the needs of the Council and University of Brighton. These criteria are:

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

Each of these five criteria will have a number of detailed considerations.

5.1 Design

The Council and the University are committed to achieving the highest standards of design excellence in the development of the site. Though positioned on 'secondary' roads, the site is in close proximity to the major route of Grand Parade and to the Valley Gardens Conservation Area and from many viewpoints it is visible from these positions and can be read in conjunction with them. It is important that the development ties in with the urban grain of its surroundings and raises the overall quality of an area that presently has some poor quality edges and ill-defined townscape.

Certain parts of the site, such as the south-west and north-west corners present an opportunity to provide 'landmark' buildings that reflects and enhances the character of the area and forms a gateway drawing people through from Grand Parade.

The commercial uses and library entrance should be at street level in order to provide an active and vibrant interface with the street. The northern part of the site is more appropriate for residential uses especially fronting on to the newly narrowed Circus Street, Morley Street and the recreated Nelson Street, where residential development would reinstate the original street pattern.

The layout of the buildings on the site should promote greater linkages with the surrounding environment, particularly with the Milner and Kingswood Flats. These linkages should create more permeability through the site generally.

Design quality will play a major role in the regeneration of the whole area, even beyond the site boundaries, and the Council and University have high expectations in relation to the urban design and quality of architecture of the site. The architectural and urban design and landscaping skills of the development team will need to be of a high

standard and they will need to have experience of undertaking projects that work in architectural, urban design and landscape terms as well as for functionality and sustainability.

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

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

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

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

5.2 Economic Regeneration

The site is one that the Council has actively been seeking beneficial reuse and redevelopment of since the Municipal Market was relocated. At present it is underused and in a condition that is visually harmful to the surrounding areas. Furthermore the site is within and next to two neighbourhoods that have been identified as Priority Neighbourhoods in the Neighbourhood Renewal Strategy due to their existing levels of deprivation. Any development will therefore need to provide physical, economic and social regeneration benefits to the site and surrounding

area. These benefits may be in terms of affordable housing, job creation through new employment floorspace, educational benefits and the use of culture and creativity as a tool for regeneration.

5.3 Sustainability

Detailed description of ways in which a successful development should consider the principles of sustainable development are outlined above in section 4.4. Evidence that these considerations have been incorporated into any scheme will be important in assessing that scheme's merits.

5.4 Planning Considerations and Compliance with the Local Plan and Development Brief

5.4.1 Conformity With The Local Plan

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

5.4.2 Delivery of the Specified Uses

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

5.5 Financial Viability

5.5.1 Financial Viability

Developers will need to give consideration to the breakdown of development costs, available finance and eventual land values to ensure that the proposal is financially viable. The Council and the University may have these figures independently checked and assessed as part of the process of assessing the viability of any scheme. Any development proposal will need to give the City Council and the University of Brighton best value in terms of the assets they own on the site.

5.5.2 Deliverability

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

forward are an important consideration. As is the experience of professional advisors.

Appendix 1**Bibliography**

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

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

The following Documents are freely available on the website:

Brighton & Hove Local Plan Second Deposit Draft 2001

Brighton & Hove City Councils' Supplementary Planning Guidance Notes

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

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

Brighton & Hove Cycle Map

Brighton & Hove City Council committee reports.

Appendix 2**NATIONAL, REGIONAL AND LOCAL PLANNING POLICY****National Planning Policy***PPS1: General Policies and Principles*

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

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

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

PPG3: Housing

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

PPG4: Industrial, Commercial Development and Small Firms

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

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

PPG 13: Transport

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

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

PPG15: Planning and the Historic Environment

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

Regional Planning Policy*Regional Planning Guidance 9: South–East*

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

- Ensuring that urban areas become the main focus for new development.
- Ensuring a more sustainable pattern of development, allowing home, work, leisure and community services to be in closer proximity and minimising the amount of land required in all new developments. The management of future travel demand will be critical to the task of delivering a more sustainable pattern of development in the South-East.
- Ensuring that new development in and around urban areas are well designed and consistent with the overall strategy for urban regeneration and sustainable development.
- Encouraging diversification of the employment base and improved access to employment by sustainable means. Sites should be identified where new development could be created, encompassing tourist related activities, education and training, as well as business and industrial employment generating uses.

- Sufficient housing should be provided for all who live and work in the Region and the development of housing should be more sustainable, providing a better mix of sizes and types.

Local Planning Policy

Local Plan

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

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

Due to its advanced stage of review the Brighton and Hove Local Plan – Second Deposit Draft (2001) is currently being used for development control purposes. The Local Plan contains a number of policies that are specifically relevant to the development of the Circus Street site, which are outlined below. The Local Plan identifies the Circus Street site as suitable for mixed-use development (EM9), high-tech business use or general office uses (EM2) and residential use (HO1). Policy EM8 supported live/work units subject to certain criteria. Under policy HO1 the site is allocated to accommodate 100 dwellings (indicative) or which 60% should be affordable (indicative). Policy HO2 states all residential development of 10 or more dwellings will only be permitted where at least 40% of the dwellings are affordable and the mix of dwelling types and sizes reflects local needs (HO3).

The emerging Local Plan recognises the need for new housing development to meet existing and projected demand for residential accommodation. It encourages high standards of design and architecture and the provision of a mix of dwelling types and sizes. It also supports development that is well served by public and non-vehicular transport with convenient access to local services and facilities (HO4).

New housing is required to include appropriate provision of private amenity space. These spaces will need to be usable and of a quantity and character appropriate to the development (HO – new policy).

The plan establishes guidelines for the provision of outdoor recreation space at a rate of 2.4 hectares per 1000 population (or part thereof).

Various types of open space are sought including equipped children's play space, informal recreation space and outdoor youth facilities (HO5).

Development on the Circus Street site needs to be of a high quality design, with individual buildings responding positively and appropriately to their context particularly with regard to local character, the height, bulk and massing of surrounding development and existing views (QD1 and QD2). In order to preserve strategic views, important vistas, the skyline and the setting of landmark buildings, any new development must not impair a strategic view, feature or building by obscuring it or being out of context with it (QD4). The views and features which are of strategic importance, in relation to the Circus Street, are as follows:

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

The Circus Street site is located adjacent to the Valley Gardens Conservation Area and close to a number of listed buildings. Policy HE6 states that the scale, volume, form and materials of any development must preserve and enhance the setting of the conservation area and policy HE3 states that the proposed development must not have an adverse impact on the setting of a listed building, through factors such as its siting, height, bulk, scale, materials, layout, design or use.

Any new development will be required to make efficient and effective use of the site. Higher development densities will be particularly appropriate where the site has good public transport accessibility, good pedestrian and cycle networks and is close to a range of services and facilities, as is the case on the Circus Street site. To avoid over-development of the site the provision of open space, landscape and nature conservation areas and recreational facilities must be provided as part of the development (QD3, HO4, HO (new policy), HO5 and HO21).

The Circus Street site is located in the Central Area, with regard to parking provision. The Local Plan states that development proposals should maximise the use of public transport, walking and cycling as well as provide for the demand of travel they create in line with the adopted parking standards (TR1, TR2, TR(new policy) - Safe Development, TR6, TR12, TR16 and TR17). Sustainable transport is encouraged in both PPG13 and the Local Plan, with travel plans being required for all developments that are likely to have significant transport implications (TR(new policy) -

Travel Plans). Car and cycle parking standards are outlined in SPGBH4. These operate as maximum standards, apart from cycle parking standards and blue badge/orange badge holder parking standards, which operate as minimum standards. It is the Council's aim to reduce excessive parking provision that encourages the non-essential use of the car, especially at peak time travel. The standards relating to the proposed uses on the Circus Street site are as follows:

C3 Dwelling Houses and Flats

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

D1 Non Residential Institutions (Educational Establishments)

- Operational parking - 2 visitor car spaces. Commuted payments for all other parking spaces.
- Bus parking - 2 spaces plus 1 additional space for each 2,500m² of floorspace or part thereof.
- Disabled parking - spaces plus 1 additional space for each 2,500m² of floorspace or part thereof.
- Cycle parking - 1 secure parking space per 250m² or part thereof.

B1 Business (offices)

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

B1 Business (industry)

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

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

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

Supplementary Planning Guidance 15 - Tall Buildings (January 2004)

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

The guidance defines a tall building as buildings of 18m or taller (approx. 6 storeys), above existing ground level or significantly taller than their surroundings. This height threshold includes extensions to existing tall buildings.

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

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

The Circus Street site is not located close to an identified corridor. The SPG guidance states that any tall building proposal within an identified area must consider issues of sustainability, land use, infrastructure, transport, the wider urban context, the siting of buildings and conservation issues. Detailed design considerations must include impact of alignment, massing, scale, form, urban pattern, streetscape, public realm, public access, accessibility, open space, climatic impact, neighbourliness, technology, materials and maintenance.

With regard to a developing a framework for the site, the important areas of consideration are mix of land uses, visual impact (360 degree elevations), built and natural environment, key strategic views and approaches, conservation settings and listed buildings, siting within existing townscape, setting of conservation area, massing of building and integration into the surrounding area.

Appendix 3**SUMMARY OF THE FINDINGS OF THE URBAN CAPACITY STUDY**

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

SWOT Analysis

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

Strengths

- Located off Grand Parade for ease of access.
- Strong visual links to Grand Parade.
- Large site available for immediate development.
- Adjacent to Valley Gardens Conservation Area.
- Public access route to the east of the site.
- At the base of the west facing hillside.
- Low rise nature of the site affords good views across the valley.
- The study area freehold is part held by the University of Brighton (their existing premises to the south-west). The remainder of the site is held by Brighton and Hove City Council.
- Opportunity to achieve co-location of city centre accommodation of a major employer and contributor to the academic, economic and cultural vitality of the City.

Weaknesses

- Surrounded by negative facades/inactive edges.
- Lies immediately adjacent to medium rise residential property with overlooking issues.
- Site is dominated by dilapidated buildings, exasperated by surrounding premises.
- Circus Street is unable to be developed up to as numerous constraints prevent this – for example the numerous land ownerships create a significant obstacle to the developability of the street.

Opportunities

- Wholesale redevelopment of the site will raise the profile of both the site and its surroundings.
- Potential site for landmark buildings to draw people into the site whilst respecting the location.
- Potential realignment of streets to reinstate urban grid.
- Narrowing of Circus Street.
- Redefinition of edges to streets.

- Redistribution of residential uses through the site.
- The University of Brighton has a desire to re-locate between 32 and 40 car parking spaces for staff and disabled use.
- This appears to accord with current policy guidance.
- To green the Circus Street edge.

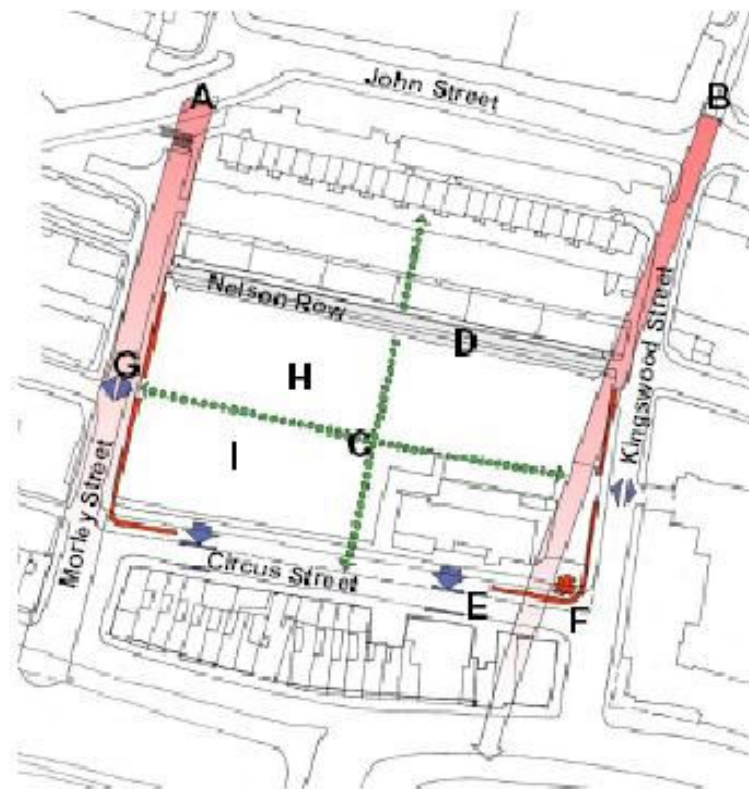
Threats

- Conservation Area clauses too prescriptive for wholesale redevelopment of higher rise buildings.
- Potential minor contamination of the site.

Key Principles For Development

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

- A. Maintain and enhance west vista along Carlton Hill towards Grand Parade.
- B. The vista along Circus Street extends above the south west corner of the site, this vista should be preserved towards the valley.
- C. Increase pedestrian permeability through the site.
- D. Improve street connectivity and reintroduce urban grid structure.
- E. Reduce width of Circus Street.
- F. Build a positive landmark to the south western corner. Viewed from the Grand Parade, this corner could form an important legibility landmark.
- G. Add service/car park access from the north and south.
- H. Locate car parking to the eastern edge of the site beneath the road level.
- I. Introduce private amenity space for residential properties, to current planning policies.



Design Criteria

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

Orientation

The site is predominantly facing east- west. Whilst this is beneficial for residential development, it is poor aspect for office and educational uses due to the low level of the sun during morning and late evening times. To maximise the benefit of southerly aspect and also the more important corner along Kingswood Street, the office and educational uses are located along this edge. There is the potential to locate a landmark building (with regards to elevational treatment and materials rather than height) on the south-western corner, overlooking Grand Parade. The bulk of residential development has been allocated to the northern half of the site.

Footprint

The building footprints have been maximised on the site. The educational/arts and office buildings to the south are separated by a wide shared surface access route. Any residential development should be provided with a large minimum area of amenity which should be compliant with local policy standards. Roof space should be utilised where possible. The level changes allows for split levels of car parking to be located beneath development in the east without costly engineering.

Building line

The site area has been maximised whilst reintegrating it into the urban grid. Nelson Road has been introduced to continue along from William Street, whilst Circus Street has been narrowed to minimum standards. The developments should extend to the pavement edge on all sides other than Nelson Road, where the overlooking restrictions apply. At this point a heavily landscaped edge should be introduced to provide visual interest as a replacement to the loss of views. Within the site, a pedestrian route running east-west dissects the site to improve permeability with the potential to continue the route once the residential blocks to the east are redeveloped in the future.

Use

The University of Brighton wishes to consolidate its position in this area, yet does not need a prominent location on the site. The second draft deposit Local Plan allocated the site for residential and office development. The site has been planned to maximise the benefits of orientation and location for these uses.

Scale and Roofline

The site is influenced by different scales, uses, materials and ages to each side. It is considered that the most influential of these is the Grand Parade properties, however, the rear buildings facing Circus Street are generally of low quality. It is important that the buildings to the western corners of the site respect the scale and rhythm of the Grand Parade properties, yet this should be handled in a contemporary manner with landmark potential to Kingswood Street. The roofline, viewed from above along Carlton Hill and John Street, should provide interest and also reflect the use of the building below. The educational building could respond with an interesting sculptural roof, the residential properties have the potential for roof gardens whilst the office building should maximise sustainable features such as solar panels and atrium features.

Massing and Height

The heights of buildings should be no taller than 18m (taken from the Circus Street level), although a single taller building might be appropriate in a zone of lower sensitivity. This will ensure vistas from above will not be compromised and the roofline along Grand Parade is maintained. The heights to the internal pedestrian route should be lowered to 12m to ensure sufficient light penetration is achieved into the amenity space and to reflect the height of the buildings along Circus Street.

Car parking and Servicing

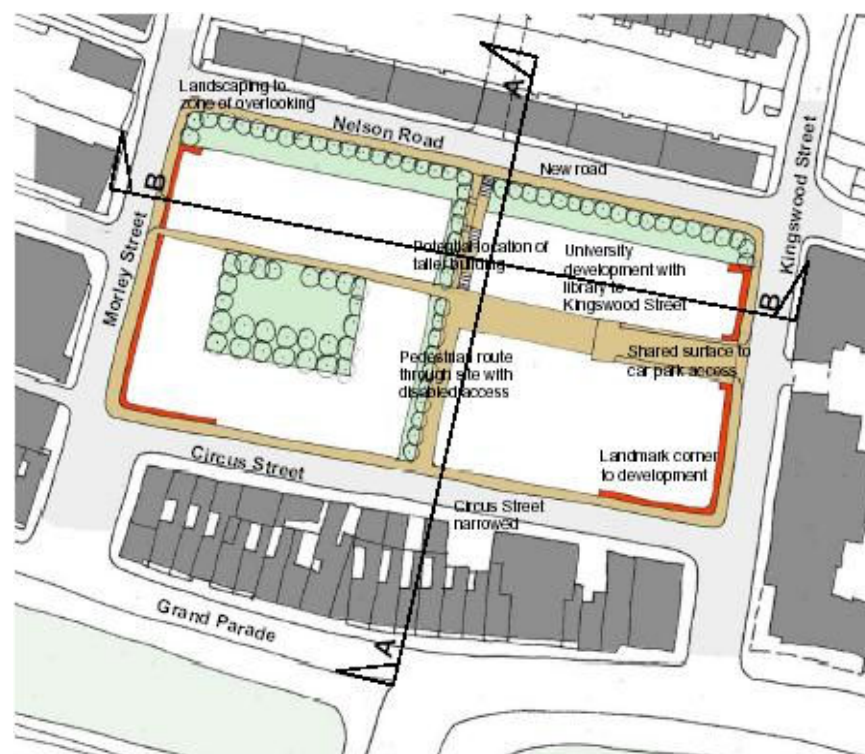
The site is accessed by vehicles at midpoints along both Kingswood and Morley Streets. From Kingswood Street, the access route splits to underground beneath the office development and at grade level to the

east beneath the education building. There is potential to extend the underground parking beneath the entire site if necessary or financially viable. The access off Morley Street enters beneath residential flats into an at grade parking areas to the east and short ramp to a half level parking area to the west, beneath the green amenity space.

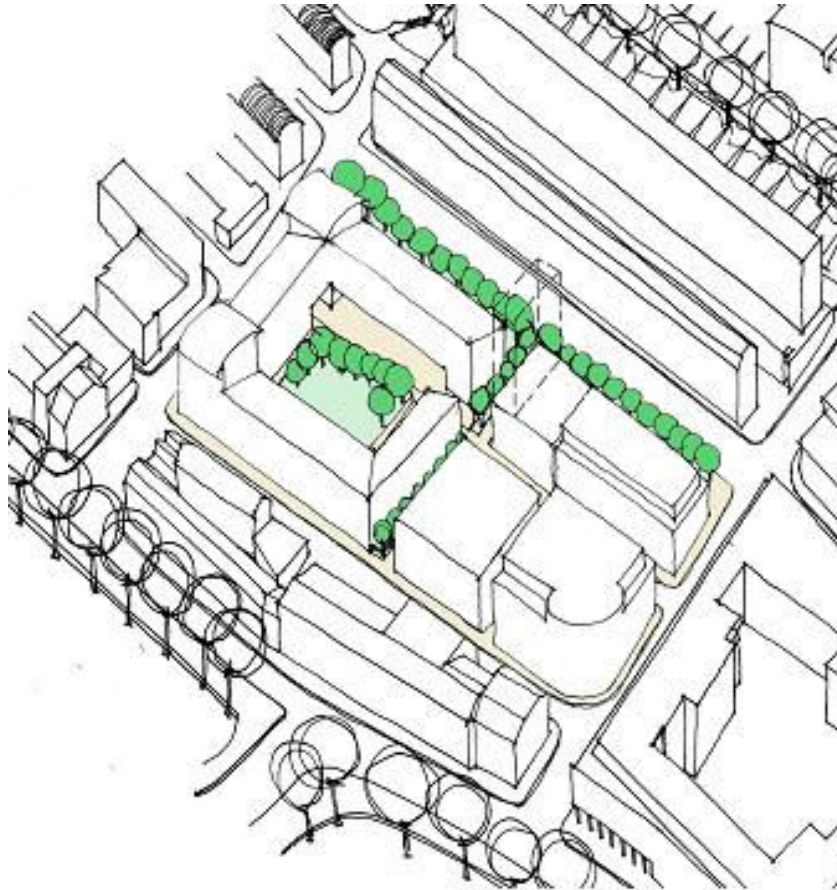
Indicative Development Form and Layout

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

The scheme opens the site up on two axes and includes a number of individual buildings:



This plan was represented as an axonometric sketch:



The strengths of the development form proposed in the study include: the fact that the library occupies the south east corner; the reinstatement of the original road pattern; the permeability through the site and the limiting of parking to below ground level. Although the full Urban Capacity Study report is available to the developers, the Development Brief encourages developers to be creative and innovative in their designs and aspirations for their site.