Brighton City Plan Capacity Assessments

Capacity Testing

08.01.2013

Tibbalds
planning and urban design

1 Introduction:

Brighton & Hove City Council has commissioned a capacity assessment for seven of the city's strategic sites allocated within the City Plan Part 1. These sites were chosen as they are important in delivering the strategy in the City Plan and until now, have not been the subject of a capacity assessment. The seven sites are:

- Portland Road Trading Estate, Portland Road;
- Cheapside Industrial Estate, Cheapside;
- Blackman Street site (land adjacent to Britannia House);
- Vantage Point site bounded by New England Street, New England Road and Elder Place;
- Longley Industrial Estate (Trade Warehousing), New England Street;
- Richardson's Scrapyard & Brewers Paint Merchant site, New England Street;
- Freshfield Business Park and Gala Bingo Hall, Freshfield Way.

This Capacity Testing Document has been prepared by Tibbalds Planning and Urban Design, the purpose of which is to help the Council determine whether the quantum of development proposed in the draft City Plan for seven key sites can be accommodated in a positive urban design manner in terms of layout, massing and distribution of uses.

The City Plan identifies minimum amounts of residential and employment development through strategic allocations in the Development Areas (DA). In response to the requirement for local authorities to meet housing needs and make provision for employment floor space over the lifetime of the Plan, the City Council has reviewed existing employment sites for mixed use development and has commissioned a capacity assessment to form part of the evidence base for the City Plan.

The city needs to make the best use of its existing sites. This evidence will ensure the policy approach of allocating minimum quantities of development in the relevant DA policies is sound.

The main objectives of the assessment are as follows:

- To determine whether the amount of development identified for each of the above sites can be accommodated within the boundary;
- Allow for site levels (none of the sites are flat);
- Height restrictions and general townscape constraints such as conservation areas and listed buildings;
- Consider whether adjustments to floor space are needed and make recommendations as to appropriate quantities;
- Give regard to the relationship with adjacent uses and heights; and
- To make recommendations as to appropriate quantities.

The Capacity Assessment will be used, in conjunction with other background studies, to inform the policies that allocate the above sites in the City Plan.

2 Scope

This document is limited to assessing the capacity for accommodating the amounts of development identified in the Plan. This does not represent a comprehensive study but is an overview of capacity that can be used to inform more detailed assessments. However, it is sufficient to underpin site allocations in the City Plan.

In the absence of a masterplan or specific planning and design brief for each site, the capacity assessment takes a broad brush approach to assessing the best fit of the quantity of uses. The resulting illustrations serve to provide indicative heights showing where taller elements of the development might be positioned which should be read alongside the relevant section drawings provided. It should also be noted that the illustrations highlight only one option and that a more detailed capacity analysis based on a site specific brief would allow other options and configurations to be tested and take greater account of the sensitivities of the site and its surroundings.

3 Assumptions and methodology

The sites were considered as four study areas with Vantage Point/Trade Warehousing and Richardson's scrapyard grouped together and Cheapside and Blackman Street also grouped. Portland Road Trading Estate and Freshfield Road Business Park/Gala Bingo were looked at as stand alone sites.

An initial testing exercise illustrated the proposed development quantum as detailed in the draft Plan. A workshop was then held with Council officers and the consultant team where the proposals were considered and amendments were made with respect to townscape and access issues.

In carrying out the capacity assessments for each site, the following assumptions were adhered to:

- Adoption of existing or adjoining building lines to streets (except where indicated that these might be adjusted) accepting current gaps in street frontage can be bridged;
- Reference SPGBH15 Tall Buildings and the Tall Building Study that underpins the SPG regarding overall heights that might be achievable on sites identified for potential for tall buildings as part of a tall buildings node or corridor;
- Assume at least 50% site coverage;
- Assume conservative approach to rights to light and sunlight indicators;
- Replacement of existing employment floor space. Where sites are adjacent, allow 'overspill' development on sites that are not able to accommodate proposed quantity of development;
- Assume single use blocks;
- Residential unit sizes based on figures in London Housing Design Guide 2010. New England Quarter sites – 1 & 2 bedroom units. On Portland Road, Freshfield Road and Gala Bingo site, the assumption is 1, 2 & 3 bedroom units;
- Parking standards as follows:

Sites	Employment parking ratio	Residential parking ratio
New England Quarter sites (Vantage Point, Richardson's Scrapyard/ Brewers, Cheapside, Longley Industrial Estate, Blackman Street)	1:340 sq m	1 space per residential unit
Portland Road Trading Estate	B1a = 1: 30 sq m	
B1b/c/B2 = 1: 20 sq m up to 200 sq m and 1 space per 50 sq m thereafter	1 space per residential unit	
Freshfield Road Business Park	1: 101 sq m	1 space per residential unit
Gala Bingo Hall	1: 200 sq m	1 space per residential unit

Some general townscape principles and heritage constraints have been factored into the configuration of the blocks on each site to illustrate indicative heights and mass. However, a detailed assessment of key views, impact on heritage assets and the city's skyline are beyond the scope of this document. Given the location and the dense urban nature of the sites, it is important to give consideration to neighbouring uses, particularly where there are dramatic changes in levels, to achieve a height and massing that bears some relationship to adjacent uses. Where site constraints result in challenges to accommodating the amount of development identified, it is assumed that on the sites that have been grouped together, that adjacent sites are able to accommodate 'overspill' uses where appropriate.

4 Policy context and site descriptions

The submission version of the City Plan is due to go to publication consultation for six weeks in February 2013.

The City Plan is the council's key planning document and will provide the overall strategic vision and planning framework for Brighton & Hove to 2030. It sets out where development should go and how much is needed together with the amount of supporting infrastructure.

The amounts of development for each site assessed in the study is listed below alongside the site description and the quantity of development identified in the relevant policy. The residential unit numbers allocated for each site are derived from the 2011 update to the Strategic Housing Land Availability Study (SHLAA).

All seven sites are important employment sites allocated to help meet the city's employment land needs. With the exception of Longley Industrial Estate (Trade Warehousing), all sites have also been allocated for residential development as mixed use sites (see table overleaf).

Site	Description	City Plan Policy	Amount of development allocated
Portland Road Trading Estate, Portland Road	• 3.3 Ha • Bounded by Portland Road and the railway line • Divided into two parts with EDF Energy occupying western half and remainder comprising Martello House and workshops/trade counter uses	CP3 Employment Land	• No net loss in employment floor space. • 9,100 sq m of employment floor space • 151 residential units
Cheapside Industrial Estate, Cheapside	• 0.16 Ha • Mix of B1 and B2 uses in various occupation • Low rise buildings - 2 storey with surface car parking	DA4 New England Quarter and London Road	• 2,000 sq m of employment floor space • 32 residential units
Blackman Street site (land adjacent to Britannia House)	• 0.11 Ha • Site is vacant • Previous use was for a temporary show home	DA4 New England Quarter and London Road	• 2,000 sq m of employment floor space • 11 residential units
Vantage Point site bounded by New England Street, New England Road and Elder Place	• 0.37 Ha • B1 office block approx. 9 storeys over retail on north west part of site • Small public square facing Preston Circus edged by retail with residential above • 2 decks of car parking beneath site	DA4 New England Quarter and London Road	• 4,645 sq m of employment floor space • 90 residential units
Longley Industrial Estate (Trade Warehousing), New England Street	• 0.24 Ha • Modern well occupied 2 storey development facing New England Street • 3 storeys at rear facing Elder Place due to level changes from west to east	DA4 New England Quarter and London Road	• 3,000 sq m of employment floor space • No residential units allocated for this site
Richardson's Scrapyard & Brewers Paint Merchant site, New England Street	• 0.35 Ha • 3 separate sites comprising the scrap yard, paint merchants and 2-3 storey office block • Significant change in level with west side of site bounded by former railway embankment	DA4 New England Quarter and London Road	• Existing floor space (approx. 2,000 sq m) plus additional 3,000 sq m of employment floor space • 32 residential units
Freshfield Business Park and Gala Bingo Hall, Freshfield Way	• 3.7 Ha in total • Well used business park with many of the units refurbished • Well used and relatively modern bingo hall with large surface car parking but inactive frontages	DA5 Eastern Road and Edward Street Area	• Replacement of existing employment use (19,500 sq m) • Retention of D2 use (3,337 sq m) • 215 residential units

5 Site constraints

General site constraints were taken into account when assessing the capacity of each site, although as stated in section 3 a detailed assessment of key views, impact on heritage assets and the city's skyline are beyond the scope of this document.

Site levels act as considerable constraints, particularly on the New England Quarter sites where the sites are relatively small in area and the surrounding area is characterised by high density mixed uses and dramatic changes in level. Sensitivities include the relationship between the existing surrounding uses and the mix of new uses that are proposed for each of the sites.

Conservation areas are taken into consideration along with key heritage assets, predominantly listed buildings within the vicinity. Conservation areas and listed buildings informed the indicative heights on each site, even where the sites have been identified within a tall buildings corridor/node. In relation to the New England Quarter sites consideration was given to the views of the Grade I listed St Bartholomew's Church, Grade II* St Peter's Church and Grade II listed Brighton Station. These views were not assessed on an individual basis but were informed by an approach to townscape that relies on the principle that buildings step up in height corresponding with the slope of the street.

Freshfield Road Business Park and Gala Bingo are bordered by the College Conservation Area which includes Grade II listed buildings within Brighton College adjacent to the site.

6 Conclusions

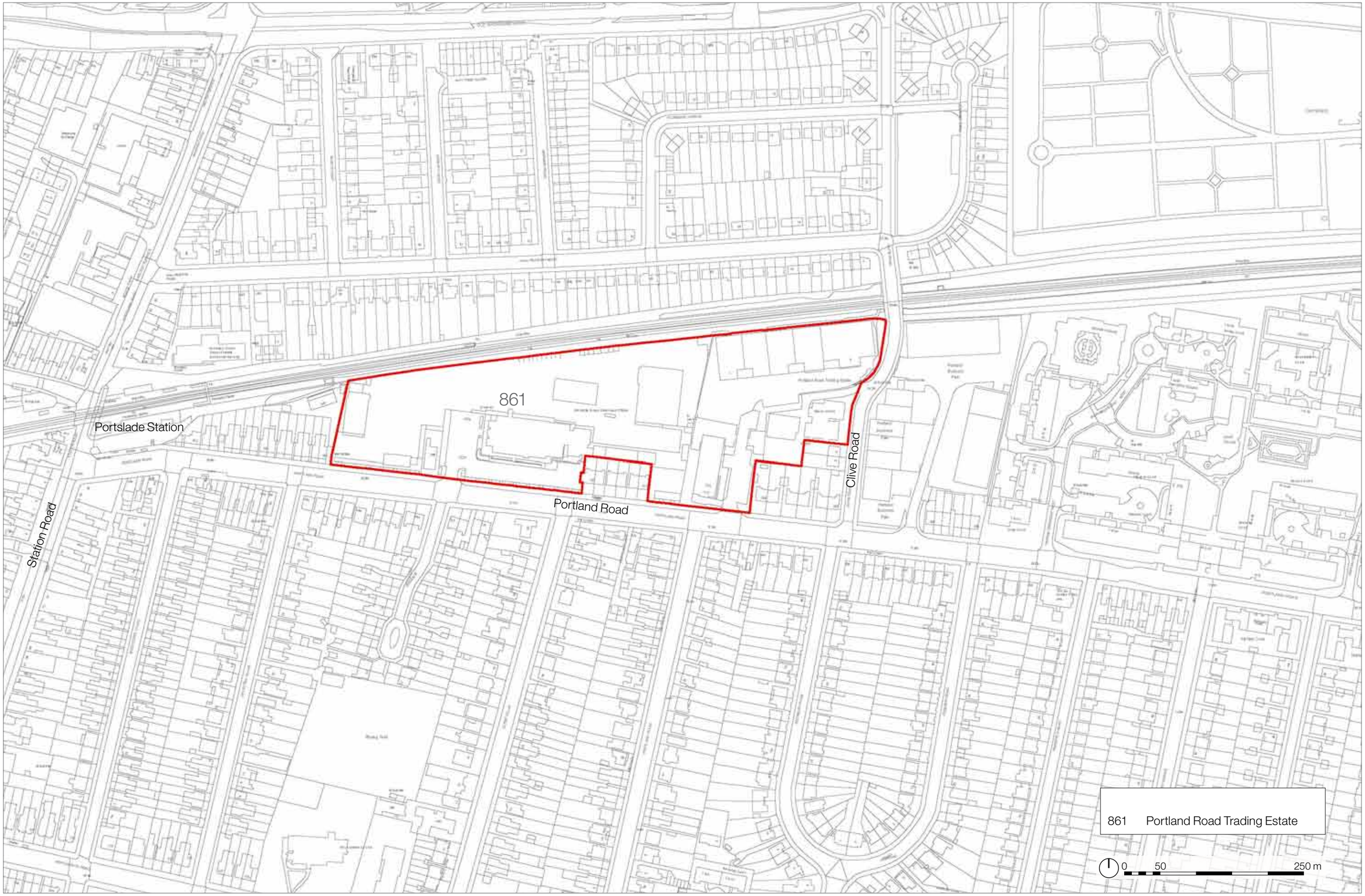
Generally the strategic assumptions detailed in the draft City Plan can be accommodated on the seven sites.

Portland Road Trading Estate can accommodate the proposed numbers with new business and residential quarters, a row of family housing units and a maximum of 4/5 storey residential units to the rear of the site. Vantage Point, Trade Warehousing and Richardson's Scrapyard have high density residential and commercial proposals but can provide a quantity of development just short of the draft Plan figures in terms of commercial space and accommodate an extended residential community as proposed by the Plan.

Following discussion with council officers a small number of residential units were relocated from Vantage Point to the Trade Warehousing site to reduce height on Vantage Point and to help enliven Elder Place. It is proposed that the Richardson's Scrapyard site in particular is suitable for small start up style commercial space with the potential to reprovide some of the A1/D2 (retail/assembly and leisure) and sui generis uses that already occupy the site. Cheapside and Blackman Street together cumulatively provide the draft Plan figures but the accommodation has been spread across the sites to allow for a more positive townscape and the opportunity for a landmark building on the north eastern corner of Blackman Street. The need to provide B2 (general industrial) accommodation on these sites was removed following discussion with council officers.

Plans for Freshfield Road Business Park and the Gala Bingo site evolved during the study and proposals now allow for the retention of the Gala Bingo building and more limited redevelopment on the Freshfield Road Business Park.

861: Portland Road Trading Estate



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New England Quarter & London Road Sites

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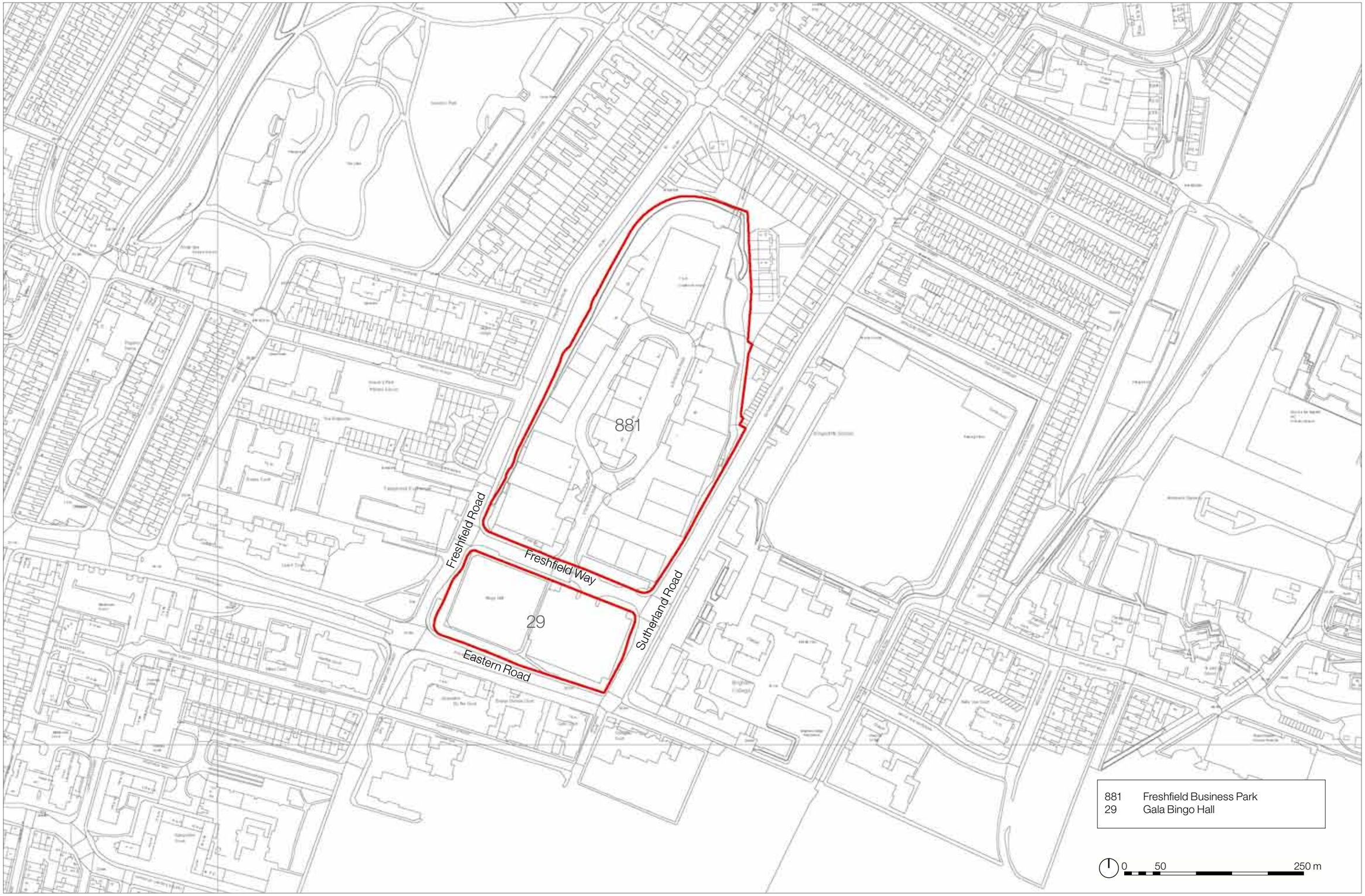
Freshfield Business Park & Gala Bingo Hall



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Accommodation Schedule

SHLAA ref	SITE	SITE AREA (ha)	BRIEF / PROVIDED	RESIDENTIAL					OTHER USES		
				NO OF UNITS			PARKING		USE CLASS	AREA (sqm)	PARKING
				houses	apartments	total	per unit	no of spaces			
861	**PORTLAND ROAD TRADING ESTATE**	3.27	Initial Brief/SHLAA			151	1	151	B1	5727	191
									B2 - B8	3373	73
			Provided	20	131	151	**0.8**	**120**	B1	5727	191
				13%	87%				B2 - B8	3373	73
132	**CHEAPSIDE**	0.16	Initial Brief/SHLAA			32	1	32	B1	1000	3
									B2	500	1
									B1a + B1b	2000	6
			Provided	0	24	**24**	1	24	B1	**1100**	3
									B2	0	0
									B1a + B1b	**1700**	5
1011	**BLACKMAN STREET**	0.11	Initial Brief/SHLAA			11	1	11	B1a + B1b	2000	6
			Provided	0	20	**20**	1	20	B1a + B1b	**2200**	6
893/899	**VANTAGE POINT, NEW ENGLAND ROAD & ELDER PLACE**	0.34	Initial Brief/SHLAA			90	1	90	B1	4645	14
									B1	1000	3
			Provided	0	80	80	**0.6**	**44**	B1	4645	14
									B1	**730**	2
									A1/A3	**300**	**0**
893	**TRADE WAREHOUSING**	0.24	Initial Brief/SHLAA			10	1	10	B2	3065	9
									B1	3000	9
			Provided	0	10	10	1	10	B2	**0**	0
									B1	**6100**	18
894	**RICHARDSON'S SCRAPYARD & BREWERS PAINT MERCHANT SITE**	0.35	Initial Brief/SHLAA			32	1	32	A1/D2/sui generis	2000	6
									B1 + B1a	3000	9
			Provided	0	32	32	**0.4**	**12**	A1/D2/sui generis	**2225**	7
									B1(b/c)/B2	**2775**	8
29	**GALA BINGO HALL**	0.80	Initial Brief/SHLAA			60	1	60	D2 (Bingo)	3337	17
			Provided	0	90	**90**	1	90	D2 (Bingo)	3337	17
881	**FRESHFIELD BUSINESS PARK**	3.14	Initial Brief/SHLAA			50	1	50	B2 - B8	19500	193
			Provided	0	28	**28**	1	28	B2 - B8	19500	193
				0%	100%						

Assumptions

Area based calculation
Gross External Area = 120% of Net Internal Area
Residential unit areas based on HCA Housing Quality Indicators:
2 bed 4 person unit = 67 sqm
1 bed 2 person unit = 45 sqm

KEY

retained/reprovided
below draft plan figures
above draft plan figures

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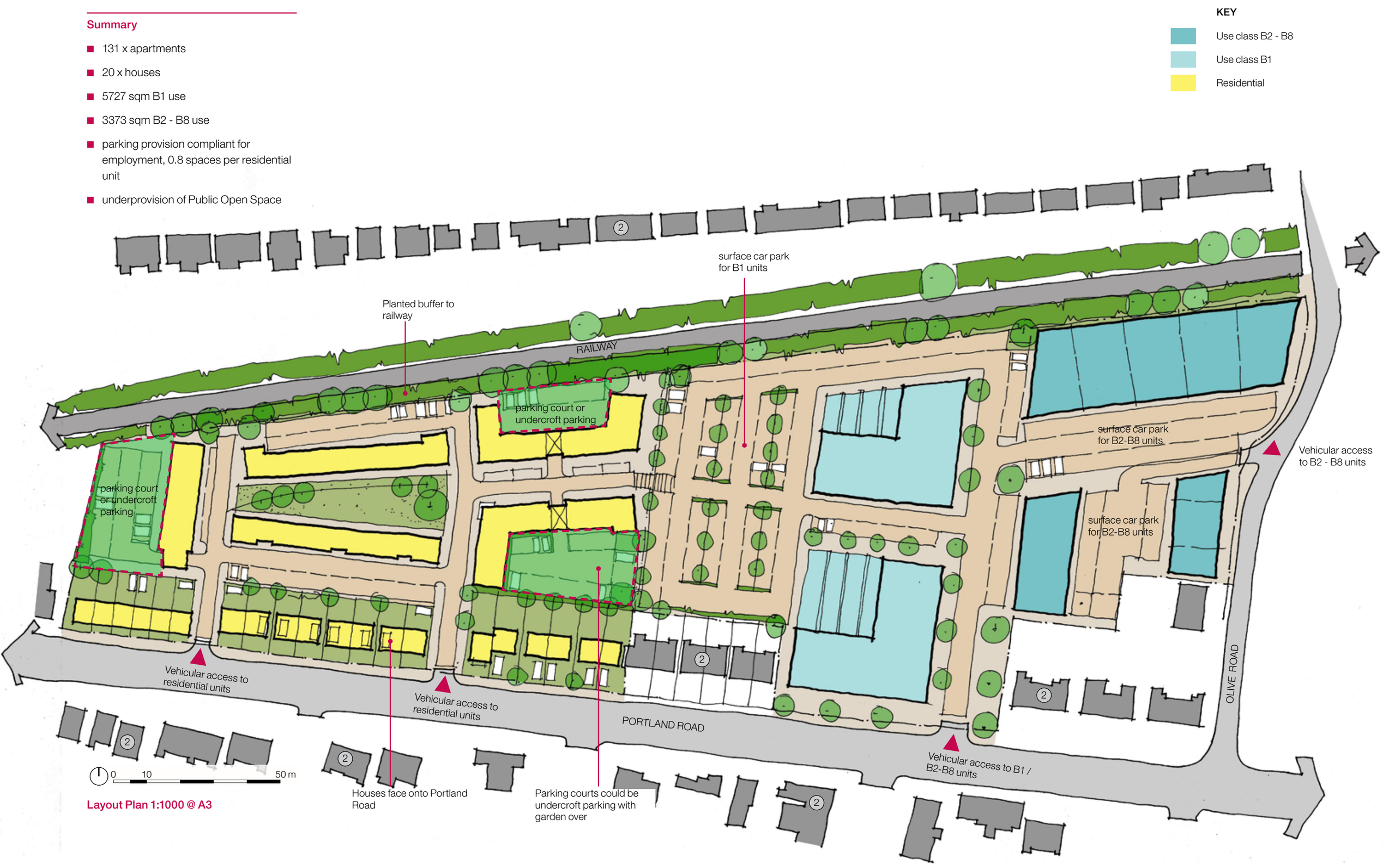
861: Portland Road Trading Estate

Summary

- 131 x apartments
- 20 x houses
- 5727 sqm B1 use
- 3373 sqm B2 - B8 use
- parking provision compliant for employment, 0.8 spaces per residential unit
- underprovision of Public Open Space



Layout Plan 1:1000 @ A3

KEY

- 1 commercial storey
- 2 commercial storeys
- 3 commercial storeys
- 2 residential storeys
- 4 residential storeys
- 4-5 residential storeys

Planted buffer to railway

surface car park for B1 units

parking court or undercroft parking

RAILWAY

PORTLAND ROAD

OLIVE ROAD

2

0 10 50 m

Building Heights Plan 1:1000 @ A3

132: Cheapside / 1011: Blackman Street Site

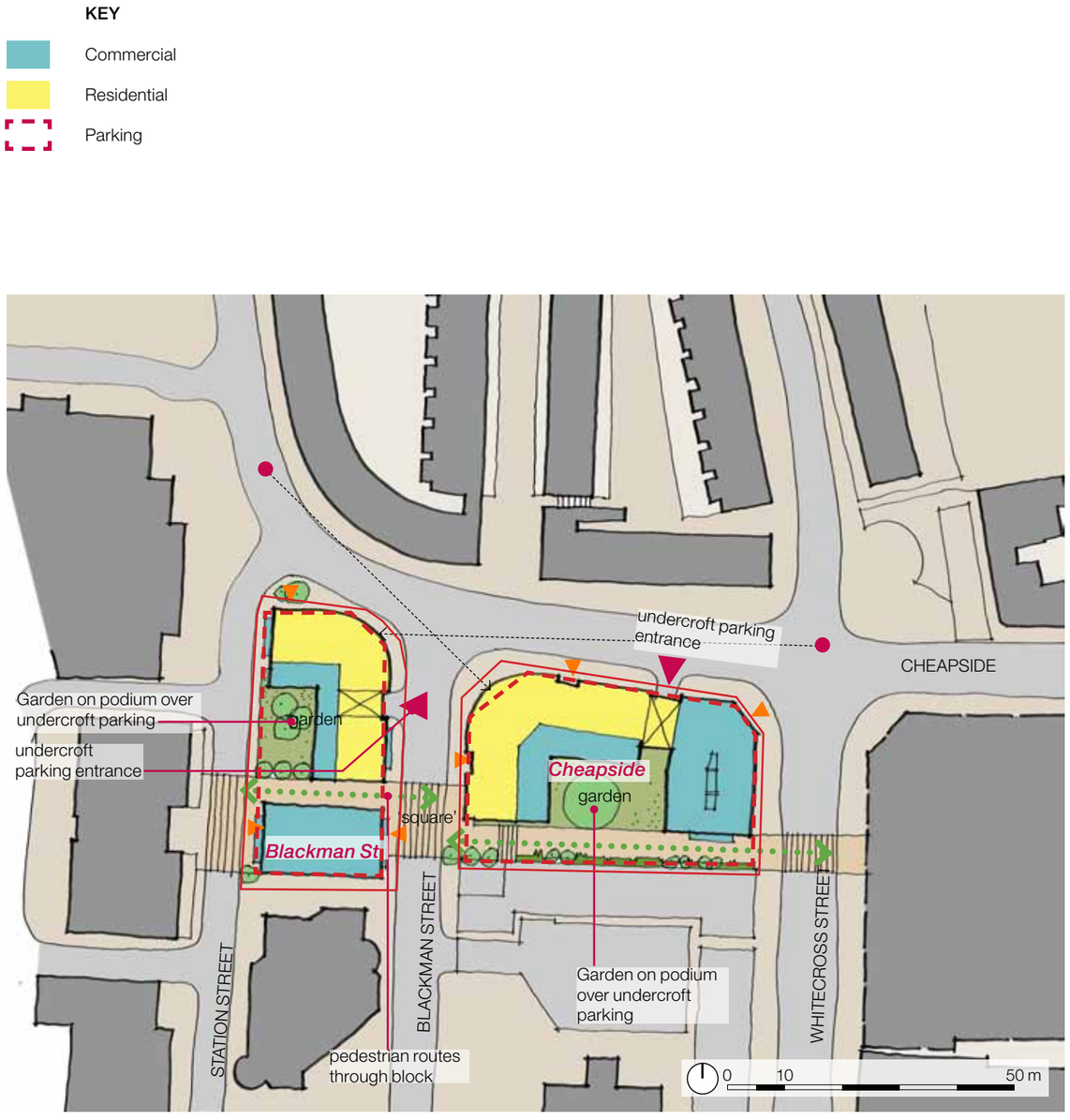
Summary

Cheapside

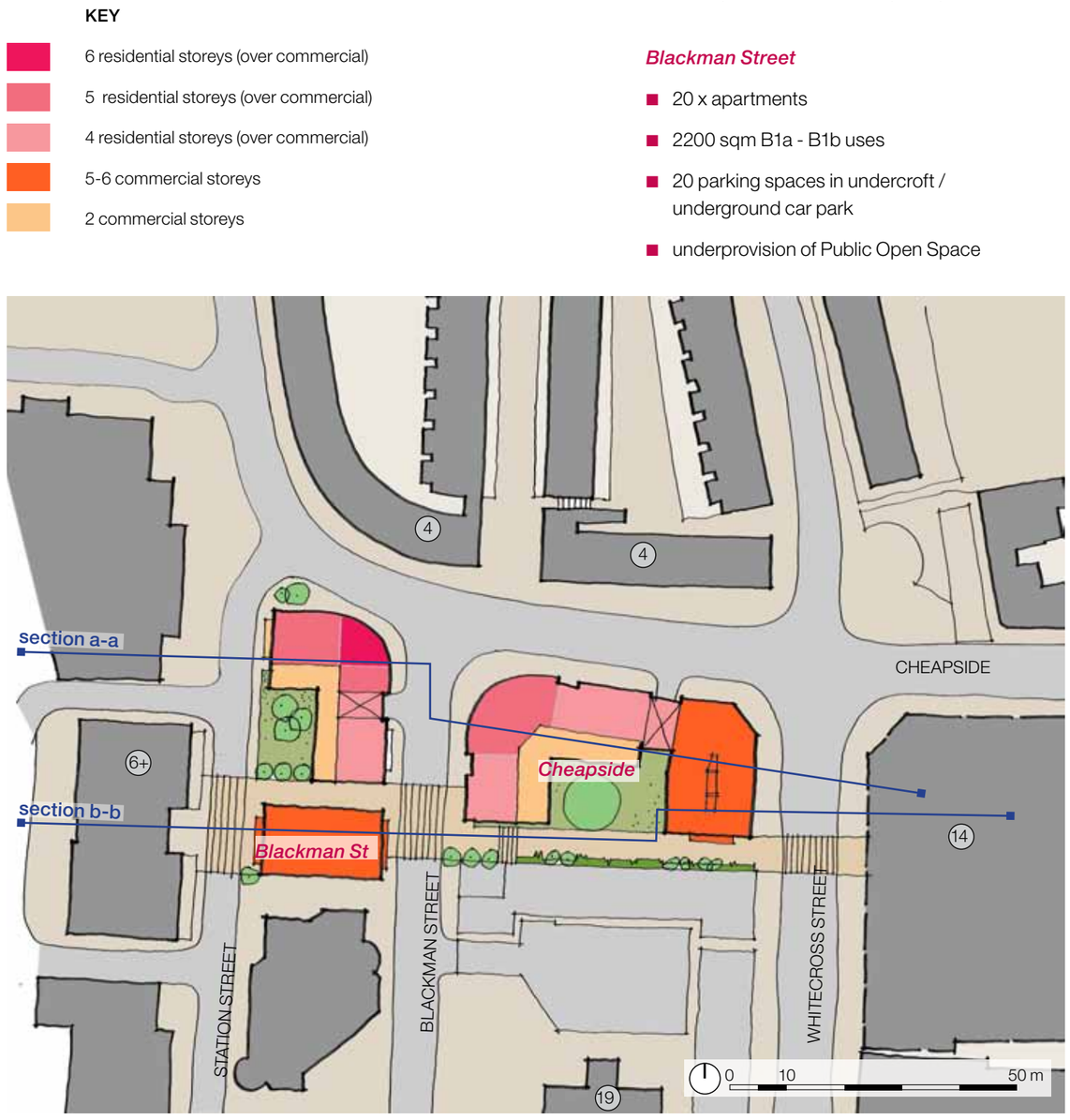
- 24 x apartments
- 2800 sqm B1 use
- 37 parking spaces in undercroft / underground car park
- underprovision of Public Open Space

Blackman Street

- 20 x apartments
- 2200 sqm B1a - B1b uses
- 20 parking spaces in undercroft / underground car park
- underprovision of Public Open Space



Layout Plan 1:1000 @ A3



Building Heights Plan 1:500 @ A3

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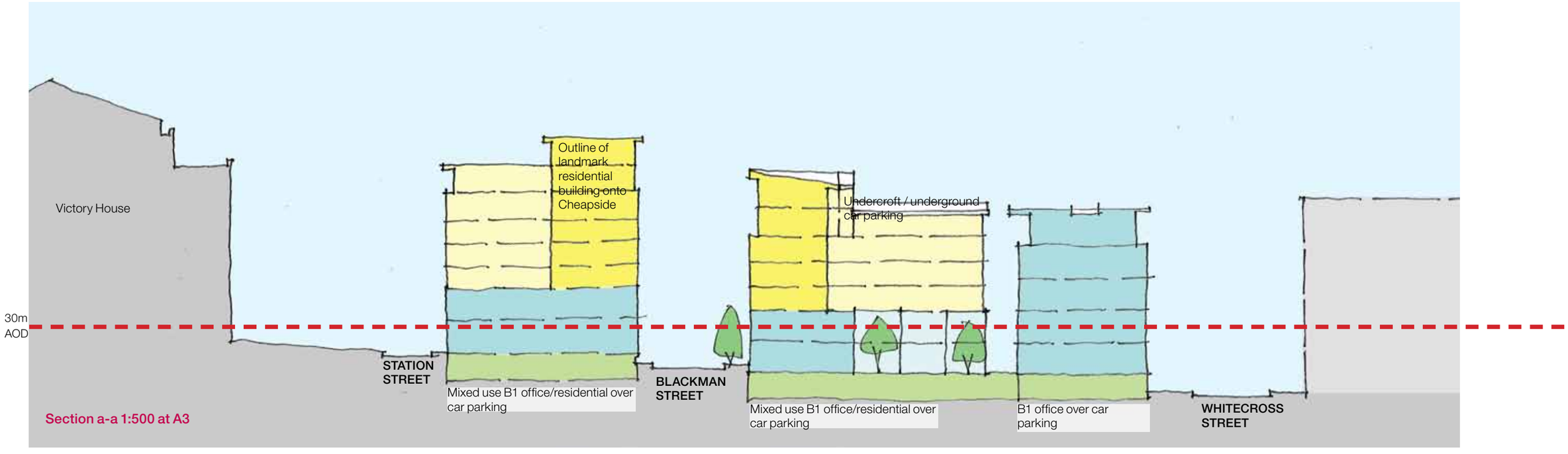
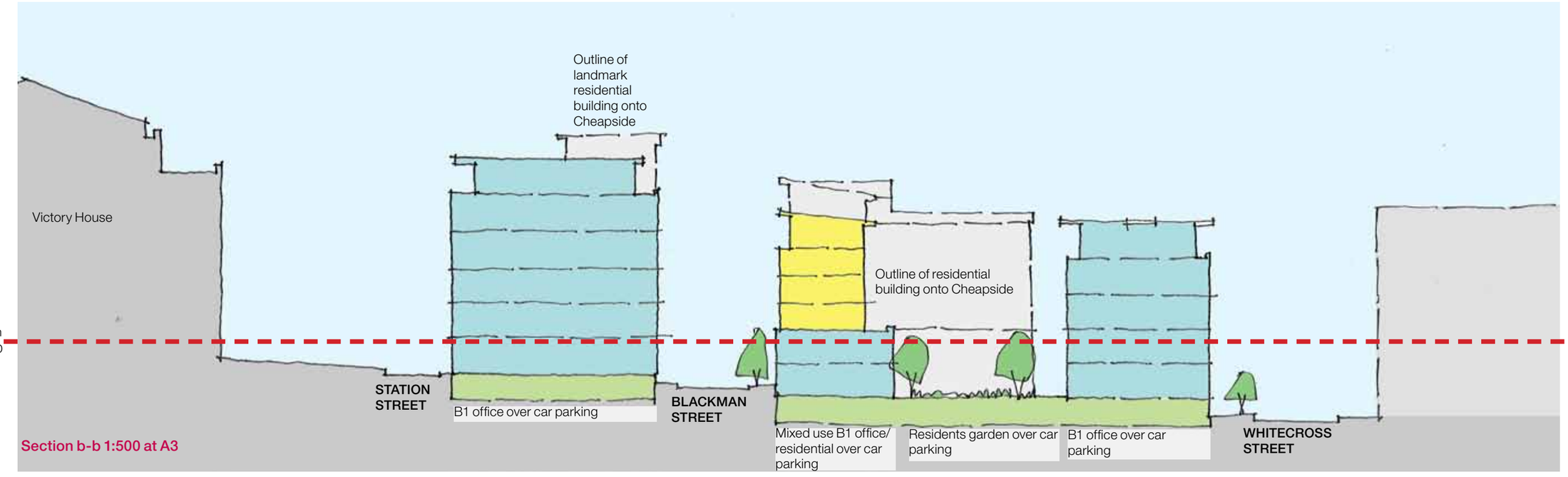
132: Cheapside / 1011: Blackman Street Site

Indicative Sections - based on spot heights from OS mapping



Section a-a 1:500 at A3



Section b-b 1:500 at A3

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893/899: Vantage Point / 893: Trade Warehousing / 894: Richardson's Scrapyard and Brewers Paint Merchant Site

Summary

Vantage Point

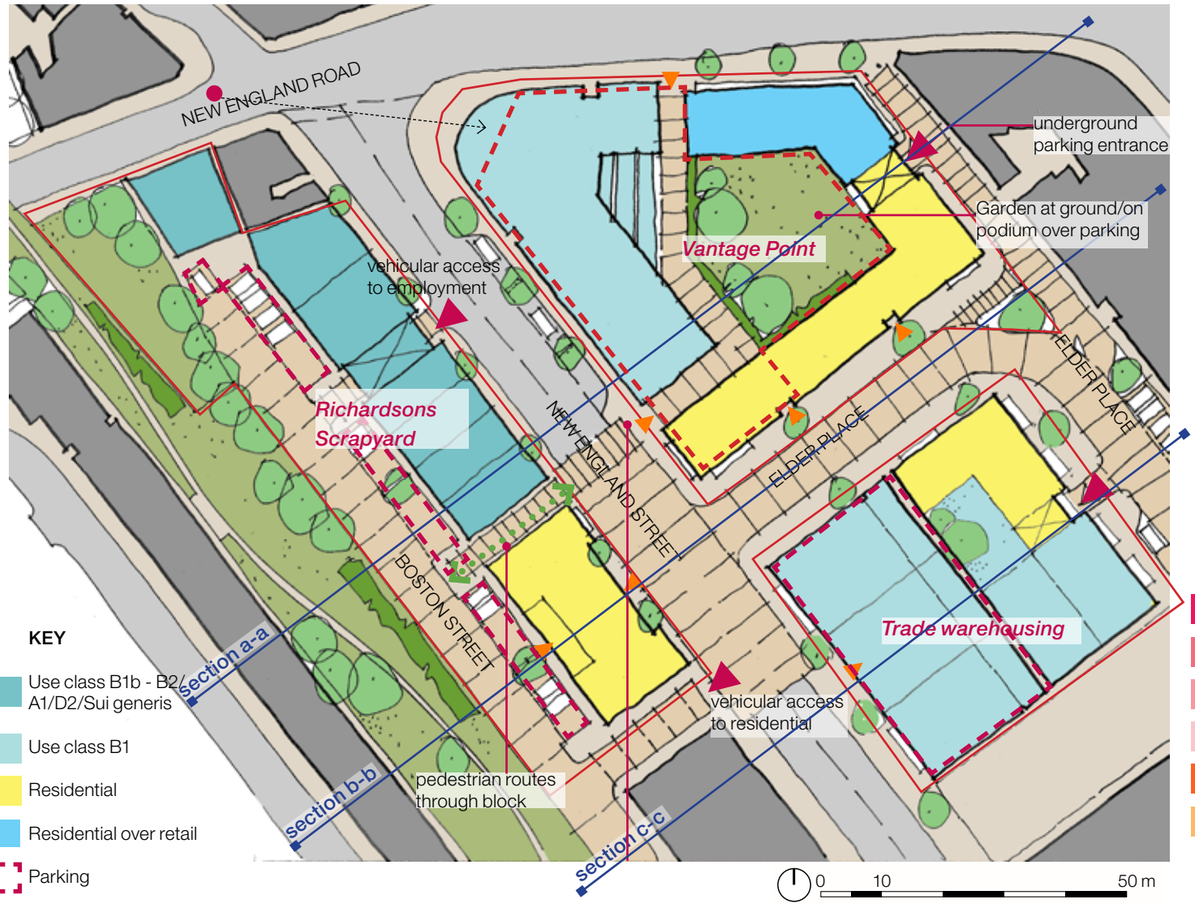
- 80 x apartments
- 5375 sqm B1
- 300 sqm A1/3 on New England Road
- parking provision compliant for employment, 0.6 spaces per residential unit (total 60 spaces in underground CP)
- underprovision of Public Open Space for residential

Trade Warehousing

- 10 x apartments over 2 storeys of commercial
- 6000 sqm B1 Commercial
- parking provision compliant in underground parking (total 30 spaces in underground CP)
- underprovision of Public Open Space for residential

Richardsons Scrapyard

- 32 x apartments
- 5000 sqm mix of B1b/c/B2 Start up/flexible office space and potential to re-accommodate the existing A1/D2/sui generis uses
- parking provision compliant for employment uses, 0.4 spaces per residential unit. Surface/ on street parking
- underprovision of Public Open Space for residential



Layout Plan 1:1000 @ A3

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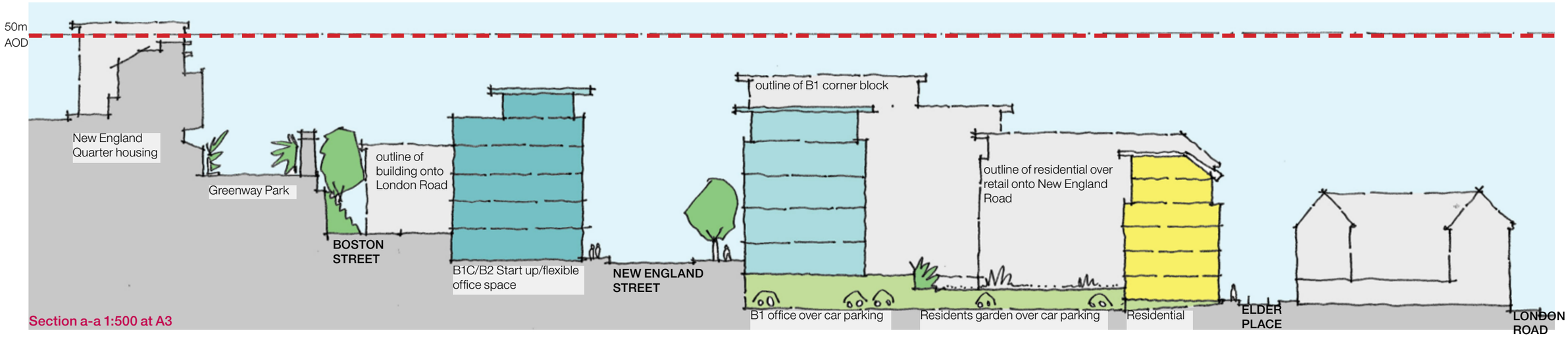
893/899: Vantage Point / 893: Trade Warehousing / 894: Richardson's Scrapyard and Brewers Paint Merchant Site

Indicative Sections - based on spot heights from OS mapping



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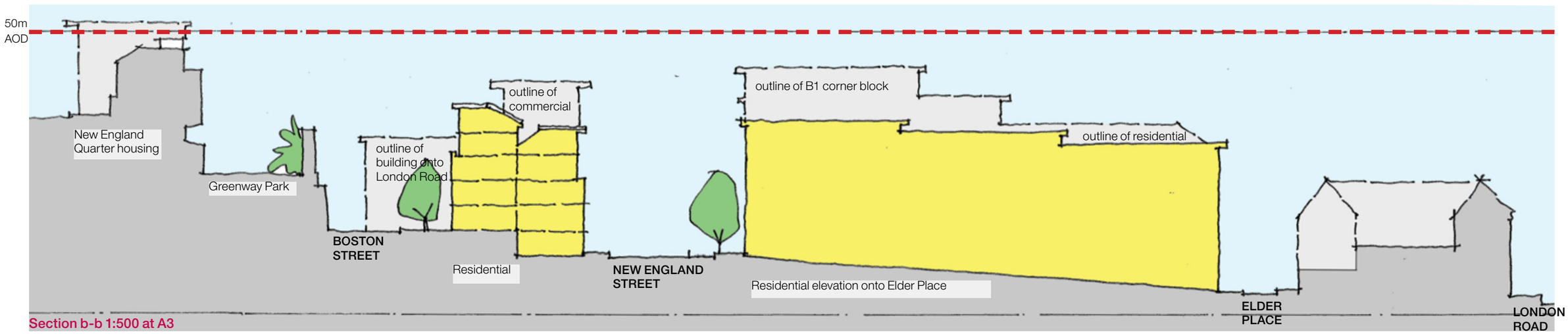

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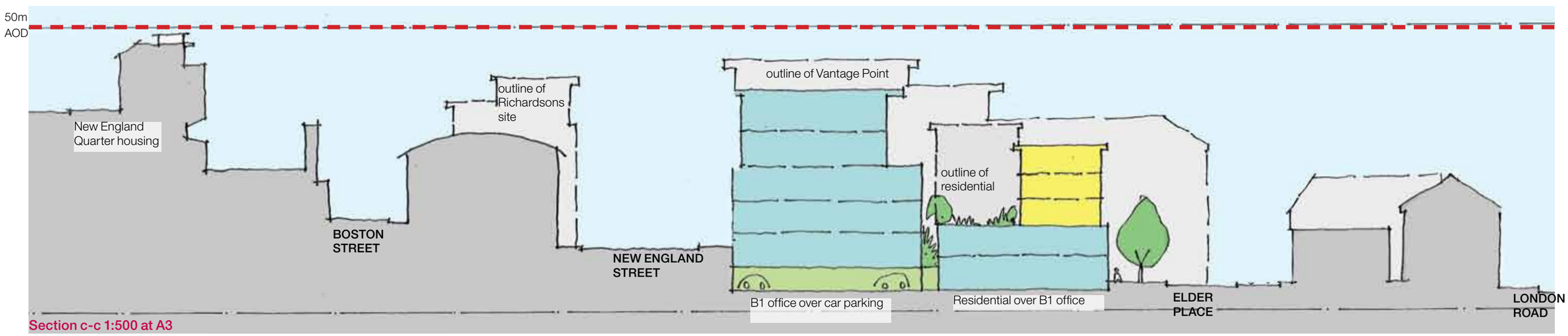

Section c-c 1:500 at A3

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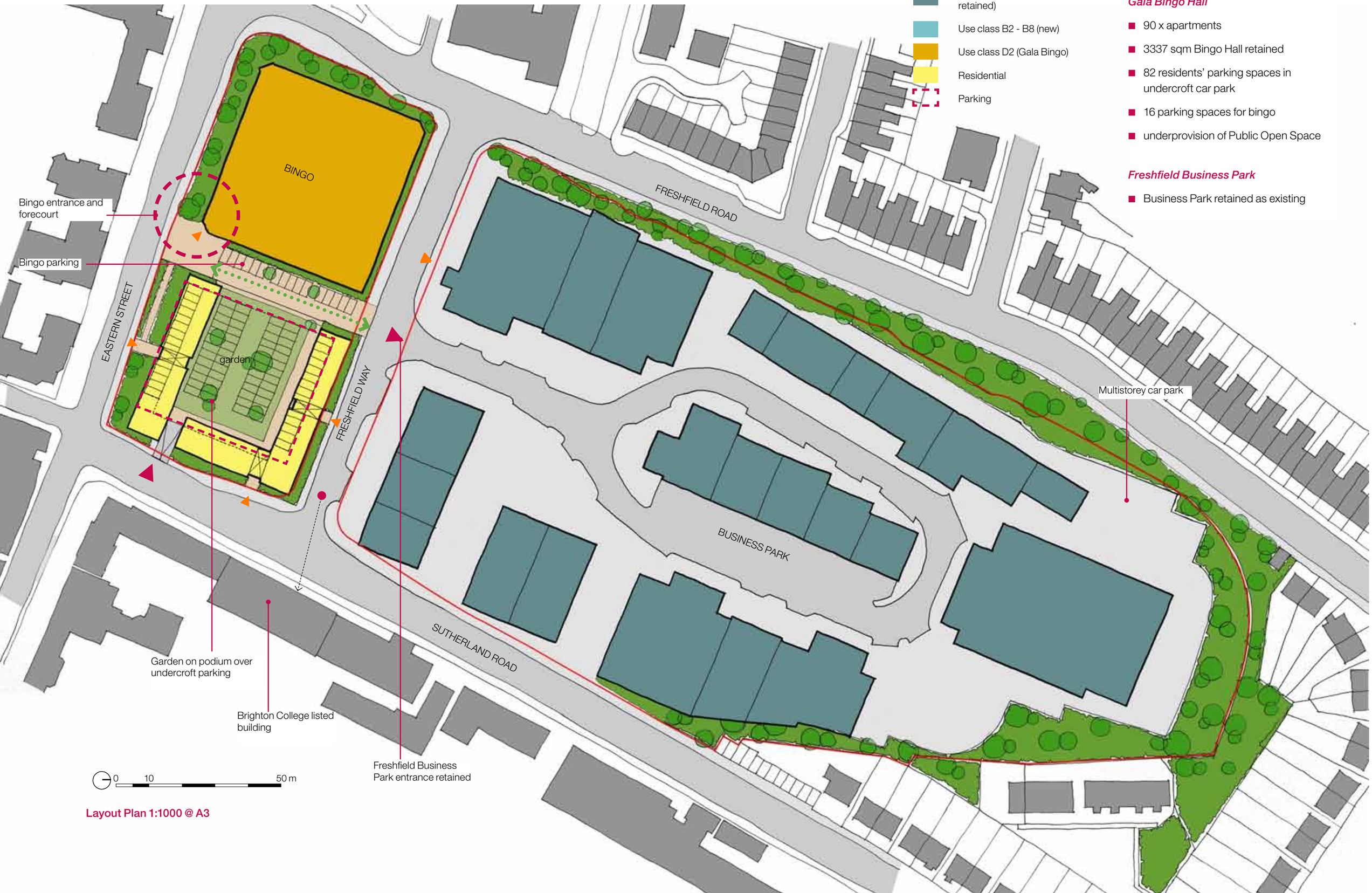
0 5 10 25 m

881: Freshfield Business Park / 29: Gala Bingo Hall - Phase 01



Layout Plan 1:1000 @ A3

Summary

Gala Bingo Hall

- 90 x apartments
- 3337 sqm Bingo Hall retained
- 82 residents' parking spaces in undercroft car park
- 16 parking spaces for bingo
- underprovision of Public Open Space

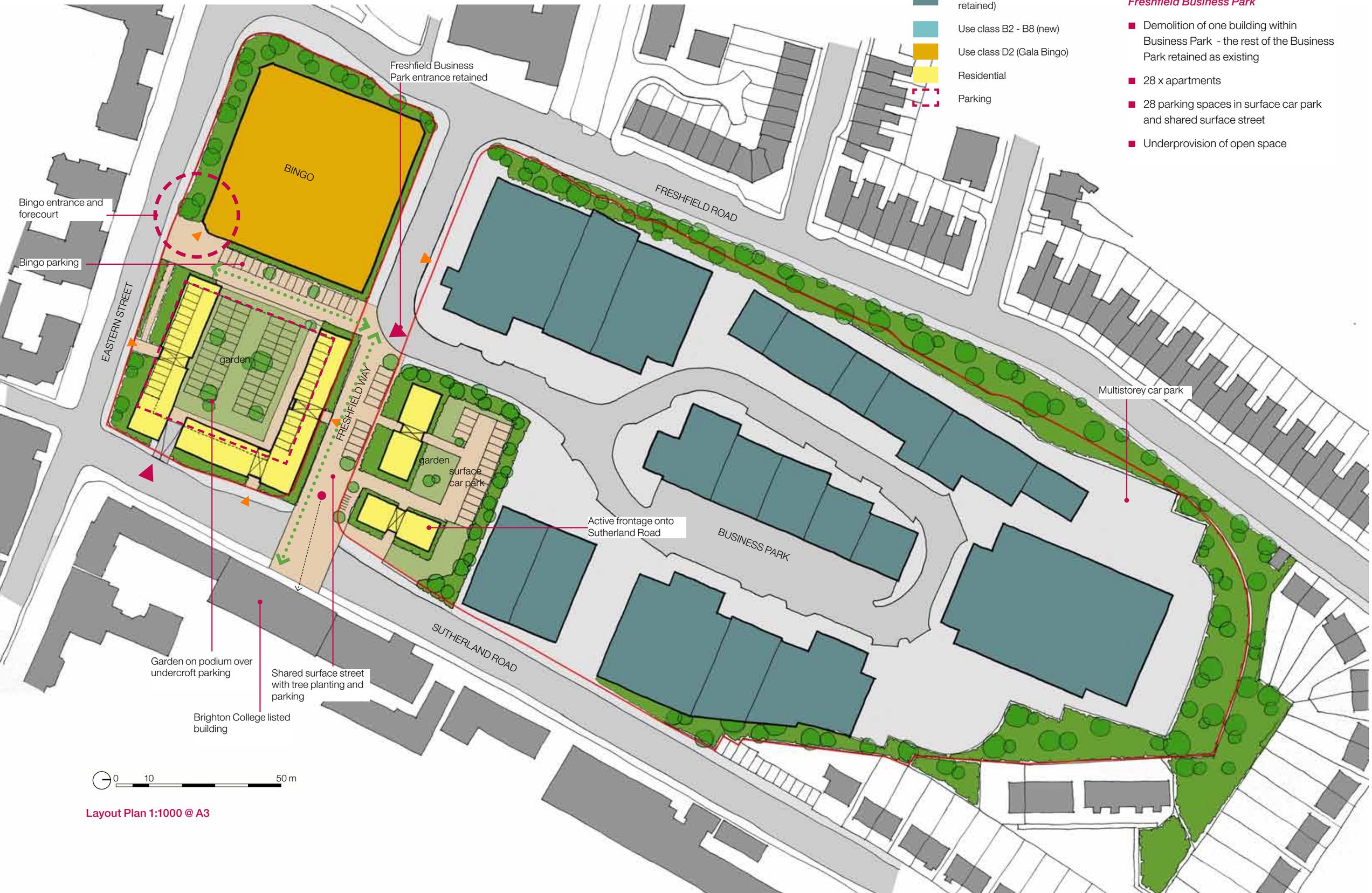
Freshfield Business Park

- Business Park retained as existing

881: Freshfield Business Park / 29: Gala Bingo Hall - Phase 01

Building Heights Plan 1:1000 @ A3

881: Freshfield Business Park / 29: Gala Bingo Hall - Phase 02



Layout Plan 1:1000 @ A3

Summary

Freshfield Business Park

- Demolition of one building within Business Park - the rest of the Business Park retained as existing
- 28 x apartments
- 28 parking spaces in surface car park and shared surface street
- Underprovision of open space

881: Freshfield Business Park / 29: Gala Bingo Hall - Phase 02

Building Heights Plan 1:1000 @ A3

881: Freshfield Business Park / 29: Gala Bingo Hall - Phase 03

KEY

- Use class B2 - B8 (existing retained)
- Use class B2 - B8 (new)
- Use class D2 (Gala Bingo)
- Residential
- Parking

BINGO

FRESHFIELD ROAD

EASTERN STREET

FRESHFIELD WAY

BUSINESS PARK

SUTHERLAND ROAD

garden

surface car park

Bingo entrance and forecourt

Bingo parking

some older buildings replaced with larger / more efficient buildings

new multistorey car park

Garden on podium over undercroft parking

Shared surface street with tree planting and parking

Brighton College listed building

Freshfield Business Park entrance retained

0 10 50 m

Layout Plan 1:1000 @ A3

Summary

Freshfield Business Park

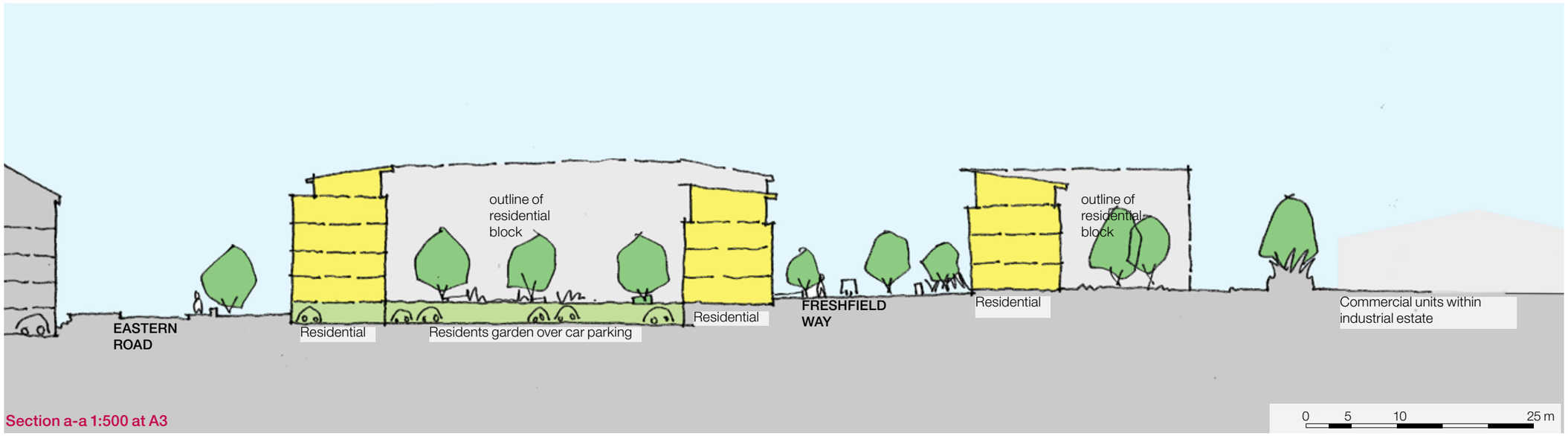
- 'Lost' building floor area replaced within business park

881: Freshfield Business Park / 29: Gala Bingo Hall - Phase 03

Building Heights Plan 1:1000 @ A3

881: Freshfield Business Park / 29: Gala Bingo Hall

Indicative Section - based on spot heights from OS mapping



Section a-a 1:500 at A3

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