



Preston Barracks



What is an SPG?

A Supplementary planning Guidance Note is one of the material considerations that can be taken into account when determining a planning application. It is intended to provide helpful guidance for the developer, consistent with the provisions of the Local Plan. This SPG is one of a series produced by Brighton & Hove City Council and is to be read in conjunction with the Brighton & Hove Local Plan. Each SPG Note has been the subject of a period of public consultation and Council Approval.

Introduction

This supplementary planning guidance has been prepared to guide planning applications and to assist and inform potential developers, investors, businesses and any other stakeholders interested in the development of the Preston Barracks site. There are relatively few opportunities to develop sites of any significant size in Brighton & Hove. This is due mainly to the city's situation between the sea to the south and protected downland to the north and east (most of which is currently designated as an Area of Outstanding Natural Beauty (AONB) and is within the currently drafted South Downs National Park boundary). Preston Barracks therefore offers an important opportunity to develop a brownfield site of approximately 2.2 ha, with good public transport links, to help meet a range of local employment and housing needs, as well as provide a range of other uses.

Relationship of this SPG to the Preston Barracks 'masterplan' and 'development brief'

The Preston Barracks Steering Group (Brighton & Hove City Council, Brighton & Hove Regeneration Partnership and the South East England Development Agency) has led the production of an agreed 'masterplan' and development brief for Preston Barracks. Both of these documents have been instrumental in the preparation of this SPG.

The 'masterplan' was prepared for the Steering Group by planning consultants Gillespies, GVA Grimley and Oxford Architects as a planning exercise to present a vision of what might be achieved on the site. This SPG has also been prepared to take into account the results of the public consultation and the overall vision for the site that informed the preparation of the masterplan.

The development brief has been prepared as a marketing tool to stimulate development interest in the site. This SPG provides more detailed guidance in respect of planning issues that are not covered by the development brief.

Preparing the masterplan has been a valuable exercise in stimulating debate about the site and for demonstrating a potential scheme that could maximise the overall potential of the site. The land uses it proposes are assembled to balance the employment role of the site with economic market strengths at the time that the exercise was undertaken.

The masterplan provides guidance of what could be achieved at the time the exercise was undertaken, but acknowledges that changing market conditions may require a slightly different approach in the future.

It also acknowledges that it does not fully cover certain planning considerations and recommends that further work is required on:

- the 'public realms' (public open spaces and amenity space);
- detailed design and development briefs for all the 'plots' it identified together with the design criteria to be used in assessing detailed planning applications;
- a detailed assessment of traffic including both engineering aspects of the masterplan vision as well as an assessment of the potential traffic impacts of the development; environmental issues; a noise assessment and the public art strategy.

It should be noted that the masterplan is not a rigid planning document and this SPG is intended to aid developers in meeting the specific planning requirements for the site whilst allowing for greater freedom and flexibilities for development proposals for the site.

Developers and parties interested in Preston Barracks are encouraged to read this SPG in line with the vision for the Preston Barracks site as detailed in the masterplan document.

Preston Barracks and its surroundings

Location

The site is situated approximately a mile and a half to the north east of the city centre. It lies in a dry flat bottomed valley, between 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. Moulsecoomb Station, on the main east west coastal railway, is less than a 10-minute walk from the site.

To the north of the site lies the Moulsecoomb campus of Brighton University, housing the faculties of Information Technology in the Watts Building and Science and Engineering in the Cockcroft Building. Opposite the site to the east, across the A270, is the Faculty of Business, in Mithras House. To the west of the site is 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. To the south is the Pavilion Retail Park.

History of the site

The current site that is the subject of this SPG is the northern part of what was once a much larger barracks site, used by the army from Napoleonic times. Most recently it has been used by the Territorial Army and Army Cadets. The southern half of the former 'Napoleonic' Barracks site was demolished and developed for a retail park, housing and community facilities (Doctor's surgery and a church), during the 1980s.

The small area, currently retained by the Ministry of Defence (MoD) includes what is believed to be a hospital building dating from the Crimean War. The latter building is listed as being of 'local historical interest' because it is the last built remnant of the early barracks buildings.

In 2002 Brighton & Hove City Council, with the financial support of the Brighton & Hove Regeneration Partnership and the South East England Development Agency (SEEDA), was able to purchase the site from the MoD in order to ensure its redevelopment to meet a variety of local needs.

Area covered by this brief

The area covered by this SPG is shown on the site plan in Appendix B and comprises the following:

- Area A: Approx. 1.7 hectares including the former parade ground, a modern brick built indoor firing range and offices; an officers' mess – a substantial Victorian brick and stone building; and against the rear wall, a range of large garages and storage units;
- Area B: 0.5 hectares raised above the level of the site in the north west corner, occupied by the former married quarters housing. It is in residential use for tenants of Brighton & Hove City Council; and
- Area C ('MOD Area' on site plan, Appendix B): a small area of operational land comprising 0.2 ha on the north west corner of the parade ground which the Territorial Army currently uses as a firing range and accommodation for army cadets. This will not be released by the MoD and until an alternative location can be found for these uses.

Planning Policy Framework

This SPG has been prepared within the wider context of regional planning guidance, the structure plan and the local plan. These are explained more fully below.

Regional Planning Guidance

The regional planning policy framework is set by RPG9 which identifies Brighton & Hove as a Priority Area for Economic Regeneration (PAER).

The RPG points out that development pressures may put attractive landscapes in the South East under pressure for development. Therefore it is important to ensure that the best use is made of brownfield resources. Sites should be developed for industry in places that are accessible by environmentally friendly modes of transport. Precedence should be given to the re-use of developed land over the release of new land and wherever the intensification of use on existing sites should be encouraged. The principle of mixing employment uses with other land uses such as housing and education in new development is supported.

The use of non-renewable resources and the production of waste should be minimised whilst maximising energy efficiency and promoting renewable sources of energy. Development should reduce the need to travel and contribute towards an integrated transport system by providing more opportunities to walk, cycle or use public transport.

Developments should place a new emphasis on the importance of design for individual buildings, streets and neighbourhoods and also contribute to improving public safety and minimising crime and the fear of crime.

Structure Plan

The East Sussex and Brighton & Hove structure plan ('formally adopted' in December 1999) provides the strategic planning policy framework for this SPG. Of particular relevance are the following policies:

- Policy E10(a) which allows for the release of sufficient employment land in strategic locations in Brighton & Hove to combat severe economic

difficulties where this can be clearly justified in terms of the economic benefits and the acceptability of its environmental impact.

- Policy E13, which seeks a close relationship between the location of housing and employment in order to provide sufficient local job opportunities and reduce the need for out-commuting.
- Policy E14 which supports the promotion and development of an Academic Corridor focussed along the A27/A270 Lewes Road from Brighton town centre to Falmer. This includes assisting in the provision of accommodation and facilities for new high technology, media related and information-based businesses with links to academic institutions.

Local Plan

The Brighton & Hove Local Plan provides the local planning policy framework for this development brief. The 'second deposit draft' version of the local plan has been through the public inquiry process and the inspector's report is expected at the end of 2003. Any policies quoted below may be amended in accordance with the inspector's advice and the latest situation should be checked by contacting the city Planning division (see Appendix C for contact details). Any development proposals for the site will be considered within the overall context of the Brighton & Hove Local Plan, second deposit draft and its successors and the Preston Barracks vision as set out within the 'masterplan' document.

The first three chapters of the Brighton & Hove Local Plan which set out policies for transport, sustainability and design are generally applicable to all development proposals. Chapter 4 is particularly relevant in respect of housing proposals and chapter 5 concerns employment-related developments. The Plan includes three policies which refer directly to the development of the Preston Barracks development site. These are referred to under 'Future uses' below.

Waste Local Plan

In addition to sustainability-related policies in the Brighton & Hove Local Plan, the East Sussex and Brighton & Hove Waste Local Plan (second deposit draft) provides a further local planning policy framework in respect of land use issues relating to waste. Of relevance to this development brief are the following policies:

Policy WLP 11 sets out the need for development proposals to have regard to the need to minimise, re-use and recycle waste generated during the demolition and/or construction phase.

Policy WLP 12 requires development proposals employing, attracting or accommodating a large number of people to include recycling and other waste-related facilities as an integral part of the development.

Future Uses

Employment

The Preston Barracks site presents an important opportunity for new business development within the city for the following reasons:

- In order to retain PAER status it is essential for the city to have a readily available supply of land for industrial and business uses;
- the close proximity and accessibility of the site to areas of high unemployment in East Brighton where there is a recognised need for more employment and training opportunities;

- the site is adjacent to the Brighton University campus where there is an identified need for an innovations centre; and
- it has good sustainable transport links along the A270 Lewes Road sustainable transport corridor and via the coastal railway service.

The Local Plan divides the site into two (EM2 and EM2(a)).

Policy EM2 of the Local Plan includes Preston Barracks in its list of sites identified for high-tech and office uses and relates to the site. The policy highlights high-tech, innovations centre/high tech starter units, university related uses and starter business units as indicative uses on the north-eastern part of the site, adjacent to the University of Brighton (amounting to 1.8ha, for high tech (B1c) and office (B1a) use). The policy resists any proposals for primary warehousing development (B8), including retail warehousing.

Policy EM2(a) relates to the south western 1.8ha of the site. This allocates a mixed development comprising a minimum of 9300 square metres of office high tech floorspace (B1a and B1b) in addition to either retail or leisure uses, subject to satisfactory traffic generation levels.

Business uses across the site as a whole should take advantage of the close proximity of Brighton University and exploit graduate potential or be related to furthering its research and scientific aims. Developers will be expected to engage with the University of Brighton and the East Brighton New Deal for Communities Programme (eb4u) in drawing up proposals.

Housing

The Local Plan sets out the following residential elements for the site:

- 10 affordable housing units on the former MoD housing site (Policy HO1)
- 'live work' units (to be accessed from Saunders Park View) (Policy EM2(a))

Other than the above, no reference is made in the Plan to further residential development on Preston Barracks, as the city council considers employment-generating business development to be of prime importance on this particular site.

It is recognised, however, that additional housing, by way of 'enabling' development, may help to ensure the realisation of the new business floorspace sought by the Preston Barracks Steering Group. It is vital that any such residential enabling development should:

- incorporate at least 40% affordable housing to help meet local housing needs, in accordance with local plan policy HO2;
- not result in an under-provision of business floorspace on the site as sought by the plan;
- be acceptable in respect of townscape and impact on neighbouring amenities.

The city council would expect the affordable housing element to include a mix of key worker housing, low cost home ownership housing as well as rented housing and student accommodation managed by either Registered Social Landlords or the University of Brighton. The details relating to the precise mix within the affordable housing element should be agreed with the Preston Barracks Steering Group.

The affordable housing and the private housing should be integrated to ensure a balanced and sustainable community throughout the residential areas. If this is not possible, then it should be designed so that the quality

and the appearance of homes cannot be distinguished by their tenure type. *Minimum sizes are set out for affordable housing as follows:*

1 bed flat	51 sq. metres
1 bed flat (wheelchair accessible)	61 sq. metres
2 bed flat	66 sq. metres
2 bed flat (wheelchair accessible)	71 sq. metres
3 bed flat	81 sq. metres
2 bedroom houses	76 sq. metres
3-bedroom house	86 sq. metres
4 bedroom (2 storey house)	96 sq. metres
4 bedroom (3 storey house)	106 sq. metres

All residential units should be constructed to basic mobility standards consistent with the concept of 'lifetime homes' and at least 12% of the dwellings should be to wheelchair standards, as set out in the Brighton & Hove Local Plan, policy HO13 'Accessible Housing and Lifetime Homes'.

All residential units should meet with the published Housing Corporation 'Scheme Development Standards' and as a minimum qualify for an Eco Homes 'Good' with the 'excellent' rating as the target. The development should also meet 'Secure by Design' standards where possible.

Private amenity space should be provided for all residential units in accordance with the draft SPG on Open Space standards (see below under 'Open Space').

Car free housing and car clubs

It will be a decision of the developer as to whether the housing is car free but if parking is to be provided it must be shared between the tenures and provided on site, without prejudicing the office and high tech development or at the expense of communal open space. If car free housing is proposed, it will need to comply with the requirements of policy HO6 in the Local Plan. Complementary on-street parking controls will be necessary and a legal agreement will be necessary to ensure that the proposed development will remain genuinely car-free over the long term. As variation of completely car free housing, the developer may wish to consider the provision of a car club, whereby residents of the car free units have access to one or more shared cars. Further guidance on these issues is available from the city council.

Flats

The mix of units will be dependent on the overall form of the development and the amenity space available but it should be noted that there is a need in the city for traditional three bedroom houses. However if flats were proposed as the residential element of the development, then the city council would seek the following ratios:

1 bedroom:	c.35%;
2 bedroom:	c.55%;
3 bedroom:	c.10%

Community Uses

Public consultation identified a desire for community facilities, health and childcare facilities on the site. Policy H021 of the Brighton & Hove Local Plan (Provision of community facilities in residential and mixed use schemes) requires proposals for residential uses to demonstrate that a suitable range of community facilities will be provided to meet the needs of residents. The provision of community facilities should be consistent with the scale and nature of the development proposed and should be secured by a legal agreement. The nature and range of provision of healthcare facilities proposed should be agreed with the local healthcare provider.

If released in the future by the MoD, the Crimean War building should be retained and could serve a community purpose (crèche/nursery, meeting hall) or additional university accommodation (including housing) or it could be used as ancillary offices to serve the business park.

Transport issues

Access and Circulation

Preston Barracks is situated alongside the A270, part of a 'sustainable transport corridor' as defined in policy TR 4 of the Local Plan. The A270 is and well served by Brighton & Hove Buses 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 past the site, linking the city centre to the Falmer university campuses and Lewes. The site is less than 10 minutes walk from Moulsecoomb Station. 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 modes.

Any development proposal should support and enhance the use of public transport and include a Transport Assessment and Transport Plan. Possible measures could include new bus stops and shelters with 'real time' information displays. Cycling should be 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.

Vehicle access

A new vehicle access will be required to serve the site. Any such access to the new business/technology park 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 new development to serve it and any workshops/business units for the live-work business at the rear of the 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 use) 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.

Circulation within the site

Within and adjacent to the site, attractive, landscaped pathway links should be created for pedestrians (accessible by buggies or by wheel chair users) and for cyclists. Paths should facilitate access to the railway station at Moulsecoomb, to serve any existing housing in Saunders Park View and link to bus and / or cycle routes along Lewes Road to support the development of the sustainable transport corridor. A key pedestrian and cycle movement through or along the frontage of the site will be to Brighton University and paths should take into account the university's development plan.

Parking

Standards

As the site benefits from relatively good sustainable transport linkages, commuter parking should be minimised, although the full standard for disabled parking 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'.

Location

Parking to serve development on the parade ground area of the 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 the business and workshop starter units should be well screened to the rear of the premises.

Design

Built environment

The Preston Barracks site commands an important frontage along the Lewes Road, A270 between the substantial multi-storey blocks of Brighton University and the single storey Pavilion Retail Park set back from the road frontage. The main business park frontage should be developed in blocks with glimpses of the Lewes Road available to other developments on the site and the existing housing in Saunders Park View. The frontage should follow the building line of the Brighton University blocks to the north and not be set back to echo the form of the Pavilion Retail Park. All buildings must be designed to a high standard and use durable high quality materials. They should present an interesting and lively frontage to the street and an attractive view from Saunders Park View.

Building heights

It is recognised that buildings may need to rise to several storeys to achieve the outputs for the site required by the masterplan, but none should exceed the height of the adjacent university buildings. The tallest buildings should be located at the northern end of the site and generally step down from the north to the south. The height and bulk of the buildings should not block sunlight and daylight from the homes along Saunders Park View and should respect the amenities of existing housing. Any housing development above the live-work units at the rear of the site should be designed to preserve as far as possible the amenity of the existing houses and not exceed their eaves' heights. Development proposals should demonstrate the effects of shadowing both within the site and on the adjoining developments both in summer and in winter.

Open space

The design of public spaces should ensure that they are both readily accessible and secure through the natural surveillance afforded by surrounding buildings. They should offer both sunshine and shaded areas at times when they are most likely to be in use. Play areas and amenity open space should be provided within the development to the standard set out in the draft SPG Note 'A Guide for Residential Developers on the provision of Outdoor Recreation Space' available from the city council. Some of the requirement may be met by enhancing facilities in Saunders Park to the south of the site, but because there is not a safe, traffic free access to the park, as a minimum play areas should be provided for young children aged 0-8 within the housing development.

To facilitate mixing with the existing community play areas should be designed so that they can be shared with residents of the existing adjacent housing. Any crèche or nursery facility provided as part of the scheme should also have a secure outdoor play area. Play areas should not be sited adjacent to parking areas in the interests of the health and safety of the young children.

The city council will expect the developer to enter into a legal agreement to ensure that open space is maintained and is the responsibility of the landowners.

Landscaping

Landscaping should be an integral part of the design concept and be of a high quality. Its aim should be to:

- extend the green frontage to the north of the site within the Brighton University Watts campus further into the city;
- enhance the existing pedestrian routes along the frontage and within the scheme;
- provide shade in summer.

This means that wherever possible, the planting along the frontage of the site should be retained and augmented by larger tree species to echo the protected trees within the university campus to the north.

Any new breaches in the green frontage, which may be essential to create new entrances to the site or create traffic free cycle and pedestrian routes, should be carefully designed and compensatory planting provided, if existing trees are lost. The opportunity should be taken along the south-western boundary to screen the Pavilion development from view, including its car parking.

Ecology

Policies QD16 – 19 in the local plan provide guidance on ecological issues that are relevant to development on the Preston Barracks site. It should be noted that the north west of the site is adjacent to a proposed Site of Nature Conservation Importance (SNCI) on the Watts Bank of the Brighton University Moulsecoomb campus and a 'Greenway' runs along the rear of the site (see policy QD19). The SNCI must not be damaged during any construction works on the adjoining housing site and measures may be needed to ensure that the fauna and flora are protected. In general the ecology of the site should be enhanced by new development and compensatory measures must be made where development proposals reduce or damage the local ecology.

Other sustainable development issues

Development should demonstrate a high standard of energy efficiency in accordance with policy SU2 of the Brighton & Hove Local Plan and in accordance with the most up to date government planning guidance notes on sustainable issues. The development should minimise fuel use, maximise the use of renewable energy, use a sustainable drainage system and water reuse, use the highest standards of thermal insulation and employ sustainable means of ventilation. It should endeavour to be a 'carbon neutral' development. Further advice on these issues is available from the city council's Sustainability Team.

The buildings should be designed to maximise daylight and natural ventilation, especially in kitchens and bathrooms to reduce the use of electricity. All commercial buildings should be designed for exceptional energy efficiency during use. All developments should provide storage for recycling as well as waste disposal.

The use of BRE Environmental profiling is advised and the materials used should be selected for low environmental impact, sourcing locally where possible and using reclaimed and recycled materials. BRE Environmental Profiling¹ uses Life Cycle Assessment methodology and complies with an internationally established

¹ Source: Beddington Zero (Fossil) Energy Development Construction materials report, Toolkit for carbon Neutral Developments – Part 1

approach for analysing impacts of products and processes. It measures environmental performance throughout a product's life, through manufacture, operational use in a building and in demolition. The system has been developed by the BRE and it measures a material's impacts in 12 areas:

1. Climatic change
2. Fossil fuel depletion
3. Ozone depletion
4. Human toxicity to air
5. Human toxicity to water
6. Waste disposal
7. Water extraction
8. Acid deposition
9. Ecotoxicity
10. Eutrophication
11. Summer smog
12. Minerals extraction

The impact of the material in each area is compared with the average impact of each UK citizen and given a 'score' known as an Ecopoint score. One hundred ecopoints represents the total environmental impact of an average UK citizen. Low ecopoints represents low environmental impact.

Pollution

The site has been the subject of studies by the Defence Estates department of the MoD which catalogue the environmental conditions of the site. In general the main contamination constraints relate to the underground fuel tanks and probable asbestos contamination of the existing garages. The underground petrol storage tanks on the site should be removed and any localised soil contamination around the tanks will need to be addressed together with any other pollution on the site resulting from the previous uses. Any contaminated soil and materials should be separated and as far as possible capped on site rather than being exported. The voids left by the fuel storage tanks could be filled with inert demolition waste that cannot be reused or recycled, rather than exporting material from the site to land fill.

A survey and report carried out by the MoD prior to the acquisition of the site may be available for inspection by contacting the city council's Pollution Control Officer on telephone number 01273 292248

Development Plan Policies

The following policies and proposals are particularly relevant to development of the Preston Barracks Site. For further information, contact the Council's Planning Policy Team at Hove Town Hall, Norton Road Hove, BN3 3BQ. Telephone 01273 292505.

Adopted East Sussex and Brighton & Hove Structure Plan 1991 – 2011.

(Adopted on 2nd December 1999)

The following policies must be taken into consideration:

Sustainable strategy: Policies S1 (Overall strategy for a sustainable future); S4(a), (c) and (l) (Strategic Pattern of Development); and S13 (Area Policy for Brighton & Hove).

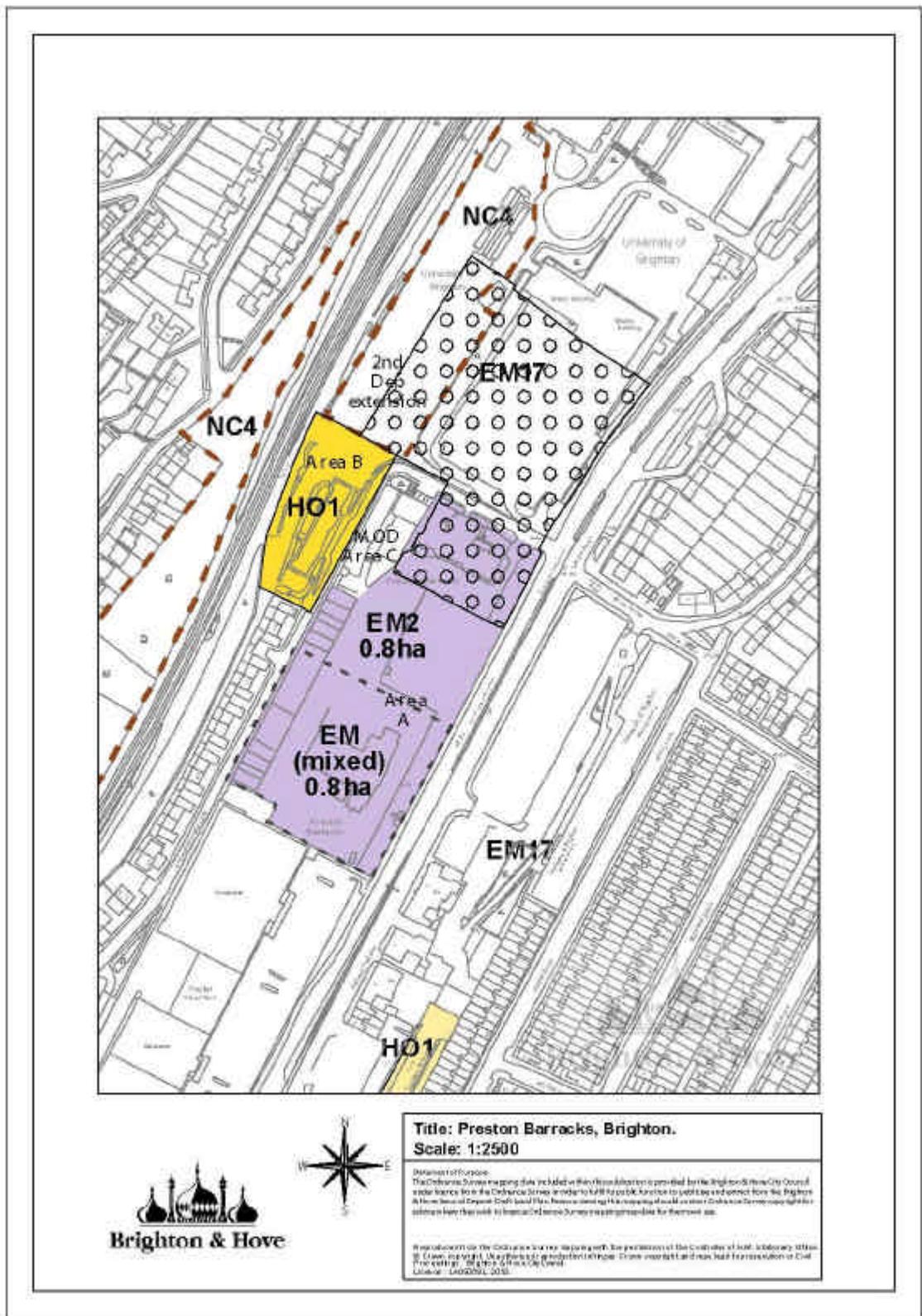
Employment: Policies E1(c) (general economy); E2 and E3 (Land and Premises); E10(a) (Early Land Release); E14 (Academic Corridor) and E18 (Provision of Childcare Facilities).

Housing: Policy H4 (Affordable Housing); H6 (Other Local Housing Requirements) and H7 (purpose built housing for students).

Transport: TR1 (Integrated Transport and Environment Strategy); TR2 (Travel Awareness); TR3 (Accessibility); TR4 (Walking); TR5 Cycling; TR7 (Public Passenger Transport); TR8 (integration); TR11 (improved bus facilities); TR17 (Commuted Payments) and TR18 (Cycle Parking).

Environment: EN1; EN12 (water conservation); EN15 (Noise Pollution); EN18 and EN21 (Nature Conservation); EN24 (archaeological record); EN27 (Conservation of Energy).

Appendix B Site Location Plan



Appendix C

Key Contacts

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(all departments)
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