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LONDON ROAD & LEWES ROAD  
REGENERATION STRATEGY

THE TEAM  
URBAN INITIATIVES  
URBAN DELIVERY  
MCA REGENERATION

PROJECT DIRECTOR  
HEATHER CHEESBROUGH

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COMMISSIONED BY:  
BRIGHTON & HOVE CITY COUNCIL

1 Fitzroy Square  
London W1T 5HE  
t +44 (0)20 7380 4545  
f +44 (0)20 7380 4546  
www.urbaninitiatives.co.uk

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View of St. Peter's Church from Lewes Road

# Executive Summary

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## Introduction

This Regeneration Strategy for London Road and Lewes Road (LR2) has been prepared on behalf of Brighton & Hove City Council with the purpose of informing the emerging Local Development Framework. The study area is located to the north of Brighton city centre and is focused along the A23 and A270 road corridors, which join to form the A23 Grand Parade, the main route to the seafront. The study area is in the form of a 'V' shape, with the two roads providing predominantly level routes running along the bottom of two valleys with the land sloping up either side. The area's defining features include Preston Park, London Road shops, St Bartholomew's Church, St Peter's Church, Open Market, The Level, the Vogue Gyratory and the University of Brighton.

The preparation of this strategy has involved a number of stages from baseline research and understanding the issues to identifying opportunities and defining proposals and delivery strategies. All stages have included stakeholder involvement, including community groups, key businesses, housing associations, council officers, young people and students.

## Context

It was only in 2000 that Brighton and Hove achieved city status, making it early days for this young city. However, at a regional level there are high expectations for it to become a 'Diamond of Investment and Growth' within the South East Region and there are number of key advances that need to be made in order to meet this aspiration.

- to attract more and larger firms in the knowledge industries
- to create fit for purpose office accommodation with adequate floorplates
- to expand and deepen the skills base
- to strengthen existing business and commerce
- to enable niche markets to expand
- to promote social and economic inclusion
- to transform the study area as a highly attractive urban quarter

The outward growth of Brighton and Hove is restricted by the Area of Outstanding Natural Beauty to the north, the sea to the south, existing settlements to the west and open countryside to the east. Economic growth must therefore occur through the intensification of development within the existing settlement pattern.

## Vision and Proposals

The overall vision for the London Road and Lewes Road area is:

**'To provide strong and attractive gateways to the city, and create distinctive, integrated quarters which strengthens and enhances the overall character and diversity of the city'**

The vision for Lewes Road is:

**'a neighbourhood of knowledge and enterprise within the academic corridor, focused around the university'**

The key proposals to deliver this vision include:

- Relocating Moulsecoomb Station to the southern end of the Moulsecoomb Campus of the University of Brighton
- Brighton to improve its accessibility and place it at the heart of a growth hub.
- Developing the knowledge economy by encouraging entrepreneurship of graduates through business start up support.
- Creating a vibrant, balanced residential neighbourhood in this accessible location to bring life to the streets and assist viability of local shops and services
- Revitalise existing District shopping facilities along Lewes Road
- Redesigning the Vogue Gyratory to simplify it and intensify the surrounding land uses improving their interface with the street

- Improving the public realm by enhancing Saunders Park and Woodvale Cemetery and addressing the blank frontages.

The Vision for London Road Central is:

**'to revitalise the London Road retail area and create a major commercial quarter for Brighton & Hove consisting of high quality commercial accommodation connecting London Road with the New England Quarter'**

The key proposals to deliver this vision include:

- Creating a Commercial Quarter as phase II to the New England Quarter;
- Improving the retail environment, including revitalising the Open Market;
- Creating an Arts Quarter focused around St Peter's Church and building on the Circus Street campus of the University of Brighton;
- Transforming Valley Gardens into a Green Boulevard leading to the seafront which can be used as valuable green space and be a grand civic gesture.

The vision for Preston Park West is:

**'to improve this green gateway to the city, characterised by a high quality mixed-use park land environment with local amenities'**

The key proposals to deliver this vision include:

- Creating a high quality, environmentally sustainable, residential neighbourhood with a strong interface with the park serviced by local amenities at the northern end of the park.
- Creating a commercially-led mixed use environment at the southern end of the park.
- Emphasising the viaduct as a landmark for the area and utilising the space beneath it as space for creative industries in a high quality environment.

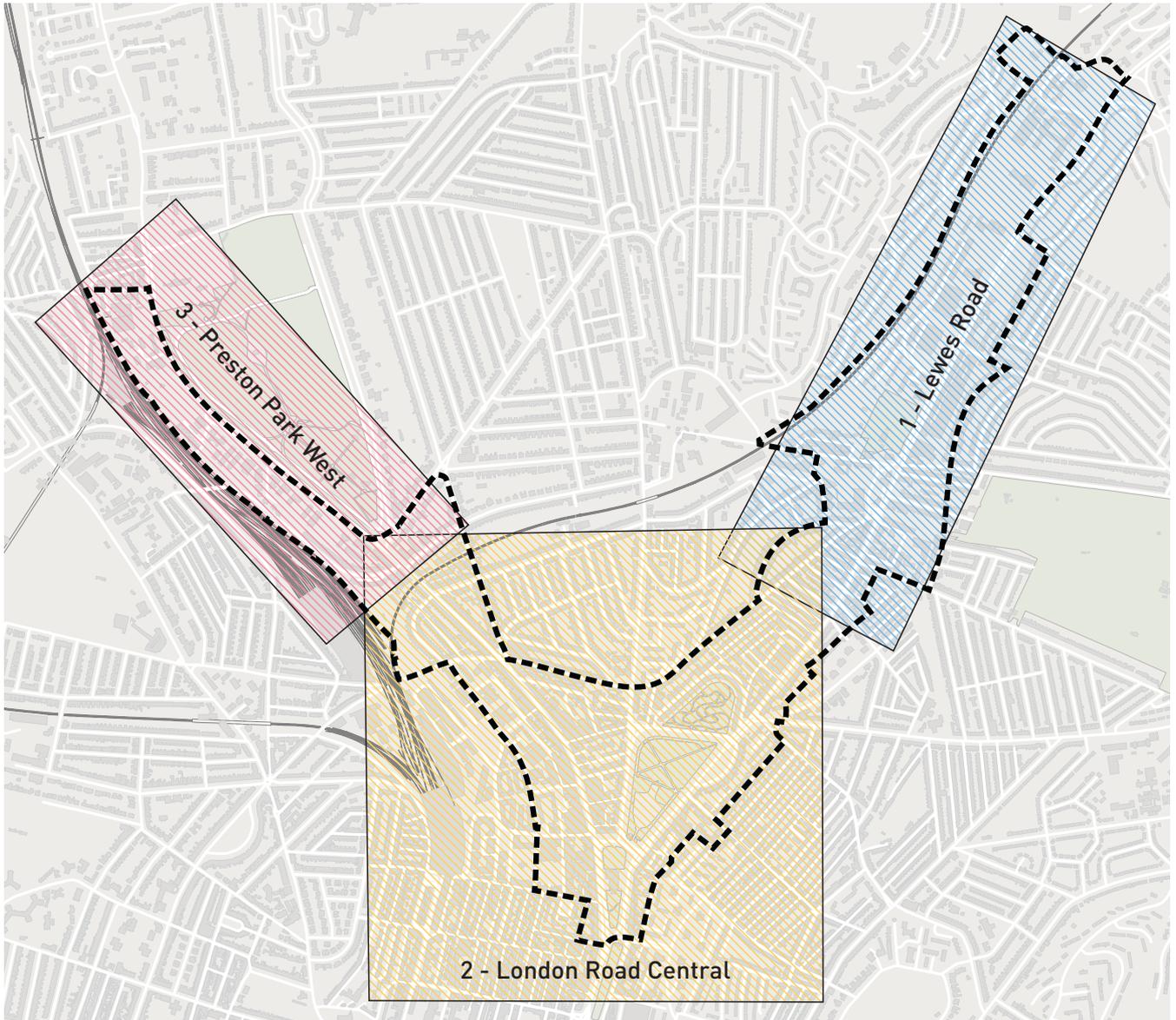


Figure 1: The LR2 Study Area and Sub-areas

# 01 Introduction

## THE STUDY AREA

**1.1 The London Road and Lewes Road (LR2) study area, shown on Figure 2 is located to the north of Brighton city centre and is focused along the A23 and A270 road corridors, which join to form the A23 Grand Parade, the main route to the seafront.**

1.2 The study area is in the form of a V shape, with the two roads providing predominantly level routes, running along the bottom of two valleys with the land sloping up either side. In places these gradients are steep, which whilst providing topographical interest, give rise to local access issues. The study area extends across some 5 wards and 32 output areas with a population of 8,000 and almost 4,100 households.

1.3 Due to the scale and shape of the study area it has been divided into three, more manageable, sub-areas, these are listed below and shown on Figure 1:

- Preston Park West
- London Road Central
- Lewes Road



Figure 2: The Location of the Study Area within Brighton

1.4 Urban Initiatives have been appointed as independent consultants to advise Brighton & Hove City Council on a regeneration strategy for the London Road and Lewes Road Area of the city, also known as the 'LR2 Study Area.' The Council will adopt this Regeneration Strategy as a background document to their Local Development Framework, but will not be bound to implement all of its recommendations. Urban Initiatives have taken into account many views from the general public, key stakeholders, elected Members and Council officers in the production of this report, however, the views within it remain those of the consultants and are not the formal view of Brighton & Hove City Council.

## PURPOSE AND STRUCTURE OF THE REPORT

1.5 The purpose of the LR2 Regeneration Strategy is to inform the preparation of Brighton & Hove's Local Development Framework (LDF) as to how the regeneration of the London Road and Lewes Road area could contribute to the overall economy and character of the city of Brighton & Hove. At the time of writing the Preferred Options Report was out for consultation along with the Site Allocations Issues and Options Paper. In addition to informing the further development of this, it is envisaged that policy and guidance specific to the study area will be taken forward through the Proposals map, and the preparation of Area Action Plans (AAP) and Supplementary Planning Documents (SPD). Recommendations are given on how the specific proposals could be taken forward through the planning system.

1.6 The strategy builds upon various pieces of recent research which has been carried out recently on behalf of Brighton & Hove City Council these include:

- LR2 Scoping Study, Scott Wilson, 2005
- Transport Study, Peter Brett Associates
- Employment Land Study, RPS, 2006
- Retail Study, GVA Grimley, April 2006

1.7 The remaining chapters of this strategy set out the future role of the study area within the wider city, as well as individual strategies for each of the sub-areas. There is a chapter for each sub-area which covers the following:

## Issues

1.8 A brief description of the issues facing the area accompanied by a plan of the issues and opportunities. The issues and opportunities plan is based on the urban design analysis carried out early in the study process. It identifies key buildings which are prominent in the existing streetscene, barriers to movement, areas of poor frontage etc. It also identifies sites which could be made more efficient use of, or improved in appearance. It therefore, does **not** imply that all buildings within the site should be demolished. There may be certain buildings within the site worthy of retention but which are in need of refurbishment, change of use or improvements to their setting and surrounding public realm to allow them to contribute to the regeneration of the area.

## Proposals

1.9 This section provides details of the physical regeneration, transport and public realm proposals accompanied by a proposals plan.

## Delivery

1.10 This section is not intended to provide definitive recommendations on the delivery of individual proposals. In many ways, it is too soon to provide this advice and there is significant further work to be undertaken by the Council to identify its priorities, willingness for exposure to risk and the detailed feasibility of each of the projects.

1.11 This section is intended to provoke and stimulate thought and consideration about possible ways forward to secure appropriate high quality development and the complexity and difficulties associated with intervening in individual sites.

1.12 It also seeks to focus future work onto key projects that could have significant influence on the surrounding sites and opportunities. In particular, projects where the public sector (and Council in particular) should focus its resources in order to optimise the potential of particular areas or sites. Such focus is necessary in our opinion as we do not believe the private sector will naturally seek to optimise potential in these areas without public sector input to guide and clarify potential at the planning level or, lead through land control, partnership / joint venture or financial investment.

1.13 The report outlines a series of interventions that could result in adjustments to existing employment allocations. It does not involve any net losses of any employment floorspace, but seeks to re-orientate certain sites for new uses that may include the relaxation of employment allocations in some areas and intensification in others. The Council may therefore consider undertaking a piece of employment land analysis specifically for the study area that provides a strategy for this, incorporating and programming for changes across each of the three sub-areas.

## Summary of Potential

1.14 Following each proposal is a short table which gives a brief analysis of the proposal in terms of regeneration potential, priority, timescale, cost and risk.

1.15 Regeneration potential refers to the potential the proposal has to act as a catalyst for change in the area and the likely level of benefit to the area as a result.

1.16 The priority refers to urgency with which the proposal needs to be brought forward. The priority may be as a result of political, funding, availability of land as well as it's regeneration potential.

1.17 The timescale refers to the period of time in which one could expect the proposal to be fully delivered. For large-scale proposals it is likely that work would have to commence in the short term in order to deliver the proposal in the long term. Short term refers to the next 5 years, Medium term refers to the next 6-10 years and Long term refers to the next 11-15 years.

1.18 The cost refers to the total capital cost to the public and/or private sector of delivering the proposal. No cost appraisal work has been carried out as part of this regeneration strategy and therefore cost is defined as being high, medium and low only.

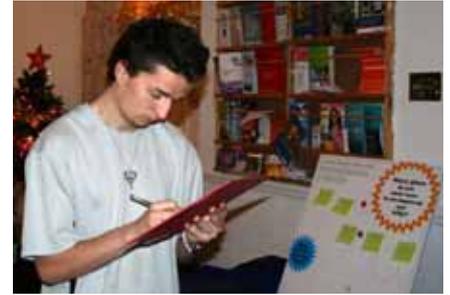
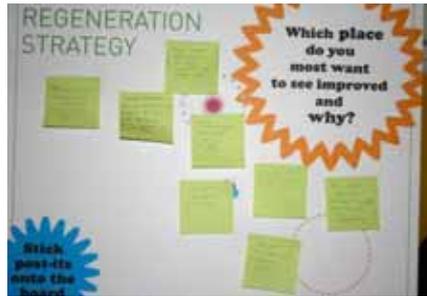
1.19 Again, a risk appraisal has not been carried out as part of this strategy, and therefore the level of risk associated with a proposal is indicative only. Risks can be financial, operational, political or reputational.

Quick Analysis	
Regeneration Potential	Low/medium/high
Priority	Low/medium/high
Timescale	Short/medium/long term
Cost	Low/medium/high
Risk	Low/medium/high

Example of the Quick Analysis given after each proposal



Community Consultation



## THE STUDY PROCESS

### Issues & Opportunities

1.20 The strengths, weaknesses, opportunities and threats that exist within the study area were identified through an in depth consideration of its townscape, landscape, movement, environmental and socio-economic characteristics. Site visits and desktop research was supplemented by public consultation with over 80 key stakeholders and members of the wider community to provide a further layer of in depth understanding, distilled from their unique expertise as residents and users. This included meeting with young people to establish their perspective of the area and its potential for change. Full details of the consultation undertaken can be found in the accompanying consultation report.

### Draft Proposals

1.21 Following the issues and opportunities stage draft proposals for each of the sub-areas were developed along with a vision for the overall study area. These proposals were presented to key council officers, stakeholders and the community at invited workshops and individual meetings. A focus group was also held with a group of University of Brighton Geography students to aid understanding of the issues faced by students in the Lewes Road area.

### Final Draft Strategy

1.22 The proposals have been refined in light of the comments arising from the consultation and a delivery strategy developed. The final draft strategy forms the remainder of this report and further comments from the stakeholders and community groups are welcomed before a final strategy is signed off by the Council.

1.23 A drop-in session was held on 28th February 2007 to which everyone involved in the process so far including community groups, stakeholders, students and young people. Over 50 people attended the events and made comprehensive comments on the proposals and suggested how they could be brought forward in more detail. This document has now been amended in light of people's responses on that day.

### Next Steps

1.24 Officers of the Council will then brief lead Members and the Strategy will be submitted to the Policy and Resources Committee for Member endorsement. This will allow the Regeneration Strategy to become a background paper for the Local Development Framework.



Aerial photograph of central and northern Brighton showing the study area

## 02 Context

### SOCIO-ECONOMIC CONTEXT

**2.1 With a few notable exceptions the study area has few economic features which significantly distinguish it from the rest of Brighton and therefore it should not be seen in isolation from the city of Brighton & Hove as whole. Accordingly the way forward for a strategy for the study area should start from a clear understanding of the economic status of Brighton as a whole.**

2.2 It was only in 2000 that Brighton & Hove achieved city status acknowledging its significant demographic and cultural growth and a strengthening economy based around tourism, conferencing, finance and business services. It is therefore, still early days for this young city and Brighton & Hove has yet to decidedly demonstrate the step change from large town to city.

2.3 The Brighton & Hove economy is heavily weighted towards public administration, distribution and banking (although some recent losses have reduced the presence of financial services). It also has a higher than average level of cultural industry – related jobs. Many residents travel outside Brighton & Hove to work in higher paid jobs in off-airport industries and in ITC firms. It has a lower proportion of business space jobs than the average for the South East or the UK. This is due in large part to the absence of industrial premises and the predominance of the tourism sector. Much of the employment growth has been on the back of population expansion rather than from higher value economic forces.

2.4 The labour market is characterised as more highly skilled than the UK average but there are significant pockets of deprivation in the south west and north east of the study area. There is a high level of entrepreneurship in Brighton & Hove and this is reflected in an increase in the rate of VAT registrations but these recent increases in entrepreneurship have not yet brought the level of GVA in Brighton to the South East level. Average wage levels in Brighton are relatively low, reflecting the spread of sectors represented in Brighton & Hove.

2.5 There has been little if any speculative office development in Brighton in recent years and within the study area there has been a loss of larger retail businesses. Office premises (in both public and private sector) are dispersed throughout the city rather than being located in recognisable office quarters. The recent Employment Land Study<sup>1</sup> (ELS) concluded that by 2026 Brighton will require 26,600 m<sup>2</sup> additional office space – assuming that all the MDA developments will be taken up.

2.6 In the Regional Economic Strategy (RES) Brighton & Hove is identified as one of 21 regional hubs, defined centres of economic activity and transport with growth potential. It is also identified as one of 8 'Diamonds of Investment and Growth' and as such is expected to be an economic catalyst for sustainable growth in the region aided by investment in infrastructure.

2.7 The priorities for the Coastal South East include investing in an urban renaissance and ensuring a supply of employment land through the redevelopment of brownfield sites. Also important is labour market progression and access to further and higher education. Through investment in these key areas the aim is to stimulate the economy and support a wide range of businesses and a diverse cultural and leisure offer.

2.8 However, the outward growth of Brighton & Hove is restricted by the South Downs National Park to the north, the sea to the south, by the settlement of Shoreham in Adur to the west and the desire to retain open countryside between the settlements to the east. Economic growth must therefore occur through the intensification of development within the existing settlement pattern.

1. Brighton & Hove Employment Land Study – Full Report and Summary. RTP 2006

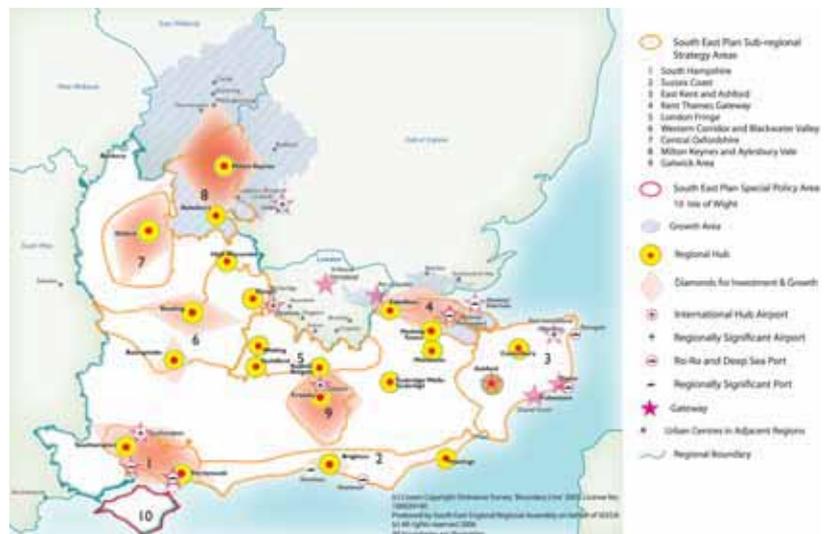


Figure 3: The importance of Brighton & Hove within the Southeast Region

2.9 If Brighton & Hove is to be seen as a diamond for growth in the wider region (as aspired to in the Regional Economic Strategy (RES)) it will need therefore to make advances as follows:

- To attract more and larger firms in the knowledge industries
- To create fit for purpose office accommodation with adequate floorplates
- To expand and deepen the skills base
- To strengthen existing business and commerce
- To enable niche markets to expand
- To promote social and economic inclusion
- To transform the study area as a highly attractive urban quarter

**2.10 Attracting more and larger firms in the knowledge industries:** studies for the Regional Spatial Strategy and wider studies of the South East indicate that the knowledge industries will remain the critical drivers of economic growth in the coming 10-20 years. The South East is projected to maintain its predominance in the higher value occupations and together with continued population expansion this provides the platform for attracting knowledge based industries to Brighton & Hove. These pay higher wages, are more sustainable in sector development terms, offer more security to individual workers as the skill sets are transferable and tend to be more environmentally sustainable. Existing institutions which are engaged in strengthening the business base include the University of Brighton, University of Sussex and the Sussex Innovation Centre. The two zones of the London Road confluence near to the Station and the Moulsecoomb Campus of the University of Brighton, both with developable space, could be suitable areas for further expansion of these sectors.

**2.11 Creating fit for purpose office premises:** although Brighton & Hove currently has a high level of VAT registrations it is unclear whether these are being translated into businesses which will grow to employ staff for the future or whether they are 'life-style' businesses run by sole traders relying on their personal skills. An essential pre-requisite for business growth is the provision of an adequate supply of premises – in this case office premises for the said knowledge based businesses. From the ELS it is evident that some 27000m<sup>2</sup> of premises will be required by 2026. We estimate that the study area being a central district with business potential it could accommodate around one third of this space or around 9,000m<sup>2</sup> – 12,000m<sup>2</sup> net of office space.

**2.12 Expand and deepen the skills base:** if Brighton & Hove is to become a focus for higher value industries it will need to expand its skills base. This will require action to raise the skills levels of the existing workforce, create new alliances between Higher Education Institutes (HEIs) and industry to tap into advanced technologies and attract incomers with higher skills. The University of Brighton has developed a small and medium enterprise (SME) progression model which is now being rolled out and conference space for backup support should be provided to enable this programme to be sustained. Action in these spheres will require strong partnership working to be established between institutions and for there to be a clear direction to be created. Particularly important will be the creation of business alliances and networks with strong private sector representation. A special case should be made to engage with school children and young people in the 'Not in Education, Employment or Training' (NEET) category to help them understand what the strategy is about and how their input as skilled adults will help make the difference.

**2.13 Strengthen existing business and commerce:** recent years have seen the diminution of a business presence in parts of the study area. There has also been lack of clarity which has contributed to a degree of planning blight. The restating of a new strategy for the area which is reflected in planning policies together with other SME support programmes (see above) will provide certainty for businesses as they look forward.

**2.14 To enable niche markets to expand:** the London Road area is home to a number of distinctive economic activities. There is a significant cultural industries element, there is the University of Brighton and City College with their associated suppliers and alliances; there is the Open Market itself with its own specialist retailers and The Lanes nearby offer specialist arts and antiques dealing. Each of these makes a clear contribution to the overall Brighton & Hove offer and adds value to the area as a whole. There is a significant opportunity for the action plan to identify specific developments which could be pursued in each of these areas. By so doing Brighton would underpin the contribution which it makes to both visitors and industry – both of which are attractive to inward investors.

2.15 The presence of the Universities in what is becoming a recognisable academic corridor with three campuses at the University of Sussex complex in Falmer, at Moulsecoomb and at Circus Street) is an important indicator of future knowledge based sector development. University of Brighton through its ongoing Higher Education Innovation Fund (HEIF) grant aid could take a lead as principal driver of innovation and enterprise building. As a result a business base could be built by working in one of a number of areas which spin-off commercial opportunities identified through research or by supporting innovation and technology transfer.

**2.16 Promote social and economic inclusion:** the area has a number of Super Output Areas (SOAs) with high rates of deprivation in the London Road confluence, Moulsecoomb and Saunders Park. Action is already being taken in some of these deprived areas through the work of 'East Brighton For You' (EB4U) the 'New Deal for Communities' (NDC) located to the east of Brighton, parts of which are contained in the study area such as the Saunders Park area. Through the deliberate inclusion of these areas in project development, the regeneration value could be spread to these areas for the benefit of local people. Again the Universities have developed a social enterprise model of the Department for Trade and Industry (DTI) Knowledge Transfer Partnership in which community based projects are given management support and access to research facilities. This is based at Sussex Innovation Centre (SInC) but an additional location could be found in the Moulsecoomb Campus at the University of Brighton.

**2.17 A highly attractive urban quarter:** Many of these actions and programme initiatives aim to encourage investors and re-investors to come in to the area and for aspiring residents to make this their home. For these people to be attracted to the area the overall appearance and allure of London Road / Lewes Road will need to be raised beyond its role as strategic transport corridors or indeed its tourist attractions to include a higher quality environment and public realm. This is particularly important in the London Road area where many streets and highways are showing distinct signs of wear. Improvements to the public realm should include a programme for enhancing the retail corridors. With over 330 retail establishments in the study area and with potential for a further 15,000m<sup>2</sup> of convenience retail and 53,000m<sup>2</sup> of comparison retailing across Brighton<sup>2</sup> there exist opportunities for a quality retail presence to be introduced into the study area as it moves into higher order uses in the period to 2016 and beyond.

2.18 By taking action in each of these programme areas the foundations could be laid for the private sector to come forward and contribute in a larger measure to the revitalisation and redefinition of the London Road quarter as a genuine expansion of Brighton City Centre. Through these interventions it could become a strong urban centre with a clear function in accommodating new and growing economic sectors. However to pursue an ambitious programme of this kind requires the presence of a local forcing agent and the presence of the University of Brighton in the area with its commitment to outreach into business and enterprise and its user friendly approach is particularly useful in this context.

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2. Brighton & Hove Retail Study, GVA Grimley, April 2006



New dwellings in New England Quarter under construction

## 03 Vision & Strategy

To provide strong and attractive gateways to the city, and create distinctive, integrated quarters which strengthens and enhances the overall character and diversity of the city

3.1 The overall vision set out above and the visions for the sub-areas detailed on the following pages have grown out of the numerous meetings, workshops and research into the property market, socio-economic and environmental context undertaken as part of the development of this strategy. A vision that has the buy-in of the people of the city will help towards the coordination of the regeneration effort in Brighton & Hove. The visions combined with the proposals that follow will provide a framework in which cohesive development can come forward.

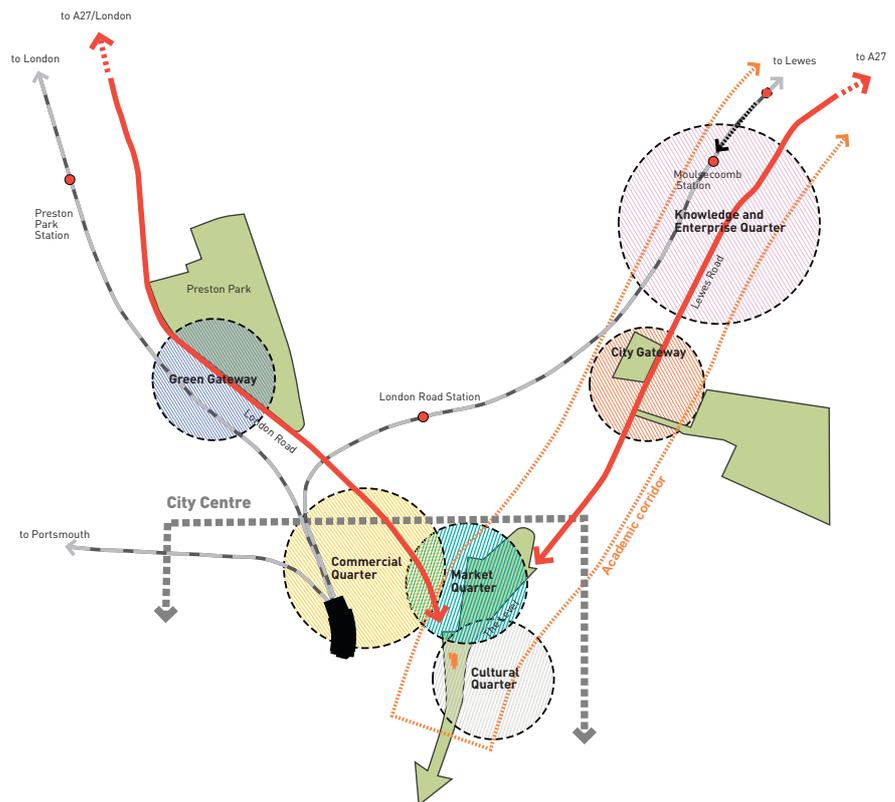


Figure 4: Overall Strategy for London Road and Lewes Road

## LEWES ROAD

The vision for Lewes Road is:

### a neighbourhood of knowledge and enterprise within the academic corridor, focused around the university

3.2 The Sussex Academic Corridor concept was formed in 1991 as 'a unique collaboration between the public, academic and business sectors committed to harnessing the economic potential of the extensive education and research resources available in the Brighton and Lewes area' ([www.sinc.co.uk](http://www.sinc.co.uk)). Although it has not been proactively progressed in recent years the concept has survived and can be moved forward. The vision is to revive and develop the strategy for the Academic Corridor, physically connecting the string of educational establishments from the Circus Street Campus (University of Brighton) and Pelham Street Campus (City College) in the city centre through Moulsecoomb Campus (University of Brighton) to the Falmer Campus and Community Stadium (Universities of Brighton and Sussex and City College) via Lewes Road and by railway. The major benefits will however come from the synergy gained by working together and that as whole, the city offers a broad range of educational choices.

3.3 A successful Academic Corridor will be a vital in marketing Brighton & Hove to new businesses which will be attracted by an educated and entrepreneurial city, where academic institutions work together to provide appropriately skilled graduates to the city. Attracting new businesses which offer professional employment will hopefully allow the many university graduates wanting to stay in Brighton after their studies have finished the opportunity to do so.

3.4 The role of the Moulsecoomb Campus within this corridor is to become a hub for new, technology, science and ICT based businesses coming out of, and supported by the University through the provision of an innovation centre and seed funding.

3.5 The University will continue to be outward facing, creating strong linkages with businesses through course development, student placements, research and the sharing of facilities. The colleges and universities should be integrated into local communities to help address deprivation by becoming a resource for all through the support of social enterprise, evening classes and employment opportunities.

3.6 The basis for centring the 'neighbourhood of knowledge' on the Moulsecoomb Campus is the commitment to the location expressed by the University of Brighton, the emerging plans for the Preston Barracks site, accessibility and the strong entrepreneurial spirit within the city.

3.7 In order to be a success the knowledge neighbourhood will need to be set within an attractive environment. Access to the area will be facilitated by relocating the train station to the south of the University, improving the quality of green spaces, improving pedestrian and cycle facilities and traffic flow and underpinning the retail uses along Lewes Road. Land uses will be intensified with new residential development as well as commercial development in order to create a vibrant community.



Artist's impression of the Neighbourhood of Knowledge in the Lewes Road area



Artist's impression of the proposed Commercial Quarter in the London Road Central area

## LONDON ROAD CENTRAL

The vision for London Road Central is:

**to revitalise the London Road retail area and create a major commercial quarter for Brighton & Hove consisting of high quality commercial accommodation connecting London Road with the New England Quarter**

3.8 Because Brighton & Hove is a young city, and has a historical economic base as a seaside resort it does not have a commercial quarter or central business district. As a result office accommodation is scattered across the city, often located in converted historical buildings rather than purpose built, accommodation. Where modern, purpose built accommodation has been provided, such as at City Park, it has been quickly taken up. If Brighton & Hove is to realise its potential as a 'diamond' in the South East it must have appropriate commercial accommodation.

3.9 This regeneration strategy creates the opportunity to create a commercial quarter in the heart of the city and close to the main train station where high specification modern office premises will be focused.

3.10 There are many advantages of concentrating office provision within the same part of the city, particularly when a range of office space is provided from incubation units and grow-on space to large floorplate, blue-chip accommodation. It allows a network to build up between the different organisations and for smaller businesses to service larger ones. Having a variety of space also means that a business can grow into larger premises without having to move out of the area and break their connections that take time to develop and maintain.

3.11 The commercial quarter will build on the success of the New England Quarter to create a mixed use area of the city. The greater numbers of people living and working in the area will help to revitalise the shops and market in London Road and will reduce the need for people to travel outside of the city for work. This vision also complements the City College's plans to modernise and expand their facilities on their Pelham Street Campus, growing their linkages with businesses through the provision of continuous professional development and meeting room and conference facilities to the public, together with enhancing and developing their core activities from 14+.

3.12 The commercial quarter will be complemented by an Arts Quarter based around the St. Peter's Church area building on the facilities at the nearby Circus Street Campus of the University of Brighton. St. Peter's Church itself could be used in the future as artist's studios and exhibition space.

3.13 Environmental improvements will create shared surface streets and alternative traffic routes to reduce the impact of traffic and create better linkages between The Level, Valley Gardens and the seafront; create better connections between the different retail areas and a better pedestrian environment in London Road.

3.14 The retail environment will be rejuvenated by the greater day time and evening population in the area and the environmental improvements attracting a higher quality range of national multiples, independent stores and the Open Market will be a major attraction for the area.

## PRESTON PARK WEST

The vision for Preston Park West is:

**to improve this green gateway to the city, characterised by a high quality, mixed-use, park land environment with local amenities**

3.15 Preston Park West is a major gateway to the city for all those to arrive in Brighton & Hove from the north. As such it should aim to leave a lasting positive impression on visitors through the quality and strength of its character and identity.

3.16 Given the sustainability of the location in terms of its proximity to London Road and Preston Park stations, London Road Town Centre and a large area of open space there is the opportunity to intensify development in the area without detracting from its character.

3.17 The entire length of Preston Road has the potential to become a very attractive, high density neighbourhood facing onto the park with residential uses at the northern end blending into commercial led mixed-use at the southern end, and all supported by local shops and community facilities. In order to improve on what is already an attractive environment, over time, it will be important to create a greater sense of enclosure to the street by creating a consistent building line to the section of the street facing the park. This will also give greater overlooking to the park, making it safer.

3.18 The area currently occupied by vacant office buildings would be more appropriately used for commercial-led mixed-use development. The businesses that locate here will need to be compatible with the other ancillary uses on site, such as residential and community uses.

3.19 The viaduct is important landmark marking the gateway to the city centre and could be imaginatively lit to emphasise it as a feature of the area during the day and at night. The backland area created by the viaduct arches and surrounding residential developments creates a unique environment which could be transformed into workshops for small, creative, businesses looking for affordable but attractive space.

3.20 Accessibility to the area can be improved by creating more direct cycle and pedestrian routes, by improving access to the park through improved road crossings and through enhancements to the pavements on the west to encourage pedestrian movement.

3.21 It is expected that change in this area will occur at a slower pace than elsewhere given the established land uses and change will happen incrementally as sites come forward for redevelopment.



Homewares store on Lewes Road

## 04 Lewes Road - Knowledge and enterprise neighbourhood

### OVERVIEW

4.1 Lewes Road is one of the key arterial routes into Brighton & Hove and along it are located a diverse range of uses such as: the University of Brighton; Pavilion Retail Park; Moulsecoomb station; Preston Barracks; Saunders Recreation Ground; a Sainsbury's supermarket; the Vogue Gyratory; and, the Lewes Road district shopping area.

4.2 The area is characterised by the large university buildings and retail park to the north of the Vogue gyratory, along with post-war council housing estates, home to many students and deprived communities. To the south of the gyratory the character changes and becomes tighter knit Victorian terraces with steeply sloping residential streets branching off from it with many conversions to shops along the main road.

### ISSUES

#### Vogue Gyratory

4.3 The Vogue Gyratory has detrimental impacts on traffic, pedestrian and cycle flows and safety and has had a negative influence on the surrounding land uses. It seems that it is disliked by almost everyone that has had to use it.

4.4 The design of the gyratory has led to disjointed land uses surrounding it and within it, which in conjunction with the topography in the area has resulted in the contrived layout of the Sainsbury's supermarket creating a blank frontage to the street, an awkward entrance to the petrol station and underutilised space within the island with poor interface with the street.

4.5 It forces pedestrians to take indirect routes funnelling them through sections of metal guardrail to access crossing points. It is equally difficult and sometimes dangerous for cyclists, for whom there is no dedicated cycle path on this section of route, which, from the consultation undertaken, puts people off cycling in this area altogether.

#### Quality of public realm

4.6 The public realm is dominated by the wide highway, which effectively segregates the communities to the east and west of it. Given that it is a strategic route traffic flows are high, particularly in peak hours meaning that opportunities to cross the road are limited. The pedestrian environment is therefore compromised by a combination of the lack of crossing points and poor air quality in respect of fumes and dirt. This is further exacerbated by long stretches of blank frontages where the pavement is flanked by the boundary wall to the Pavilion Retail Park, the undeveloped Preston Barracks site, the car parks of the university and the Sainsbury's at the Vogue Gyratory.

4.7 Many of the building frontages and parades of shops have been extended and include shopfronts, signage, hoardings which are inappropriate and unsympathetic to the original built form and contribute to the generally run down environment.

4.8 Lewes Road suffers from a lack of green space and street trees. Saunders Park is the main green space serving the area, its facilities include basketball hoops, five-a-side football pitches and children's play equipment, though they are poorly maintained, and as a result poorly used. The grassed area is steeply sloping, particularly towards the rear, which limits its uses, and it is bounded by high walls meaning it is poorly overlooked and therefore feels isolated. In fact, at the consultation events undertaken during this process, many people thought the park was derelict.

4.9 The Woodvale cemetery, is a large, well maintained, tranquil green space, which has the potential to be used as a green link to Lewes Road and by more people for quiet contemplation.

#### Accessibility and visibility of Moulsecoomb station

4.10 Moulsecoomb Station, located behind the Watts Building Complex, and up a steep embankment, connects the area to Brighton City Centre, Falmer and Lewes via a service every 10 minutes at peak times and Newhaven and Seaford via a half hourly peak service. However the station has zero visibility from Lewes Road and a poor connection, via an unlit, narrow pathway, to the Hollingdean housing estate to the west, making access difficult and unpopular. The station environment itself is poor and feels isolated as it is unmanned, there is little surrounding activity or overlooking and, though it is well used by students out of necessity, it is unpopular and under-used.

#### Deprivation

4.11 Generally, Brighton is a prosperous city, however, there are pockets of deprivation within the study area. These are located north of the gyratory on the Lewes Road and to the west of Lewes Road in Saunders Park and in Moulsecoomb which are respectively within the 6% and 7% most deprived wards in England. The number of economically active students living within the area add a layer of complexity to the situation and masks the fact that there are more people in the study area in low-skilled occupations than in Brighton as a whole.



Example of the long stretches of blank frontage on Lewes Road

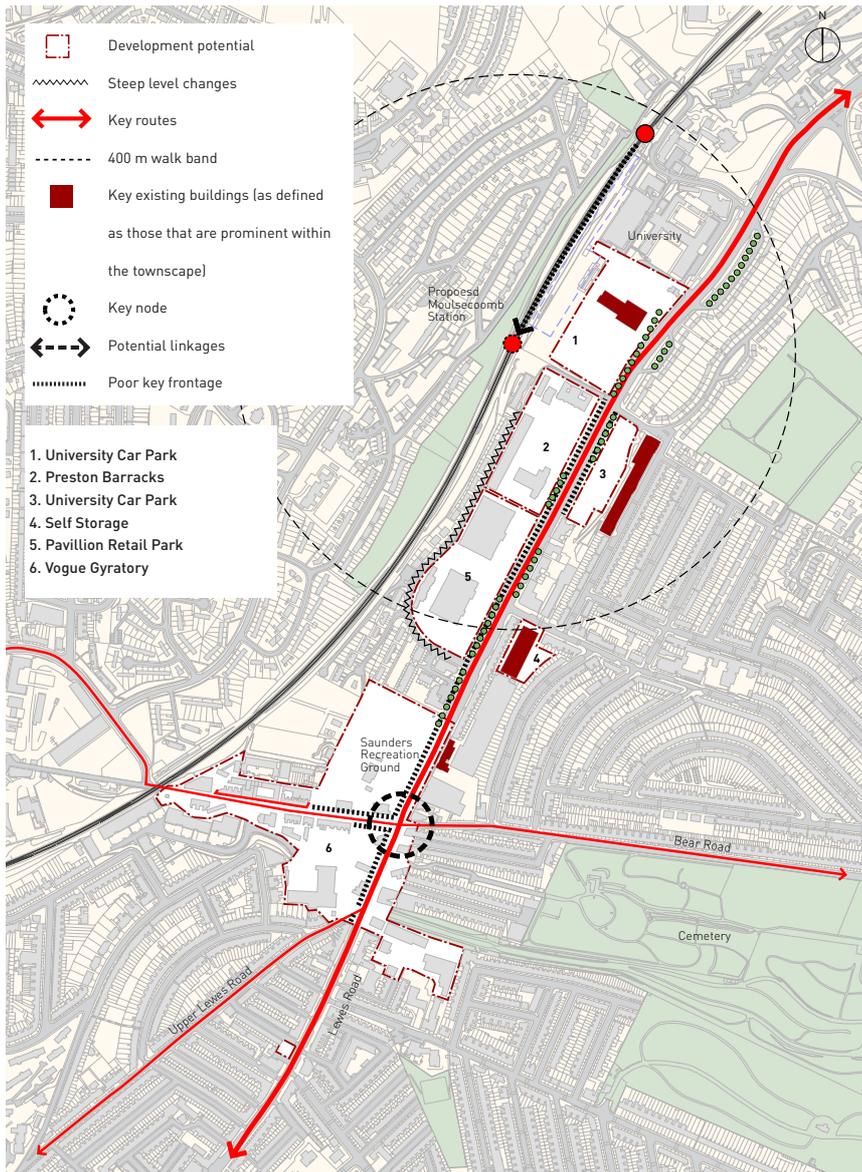


Figure 5: Issues and opportunity sites within Lewes Road



Difficult access to Moulsecomb Station



Traffic dominating the street scene at Vogue Gytratory



Saunders Park viewed from Lewes Road

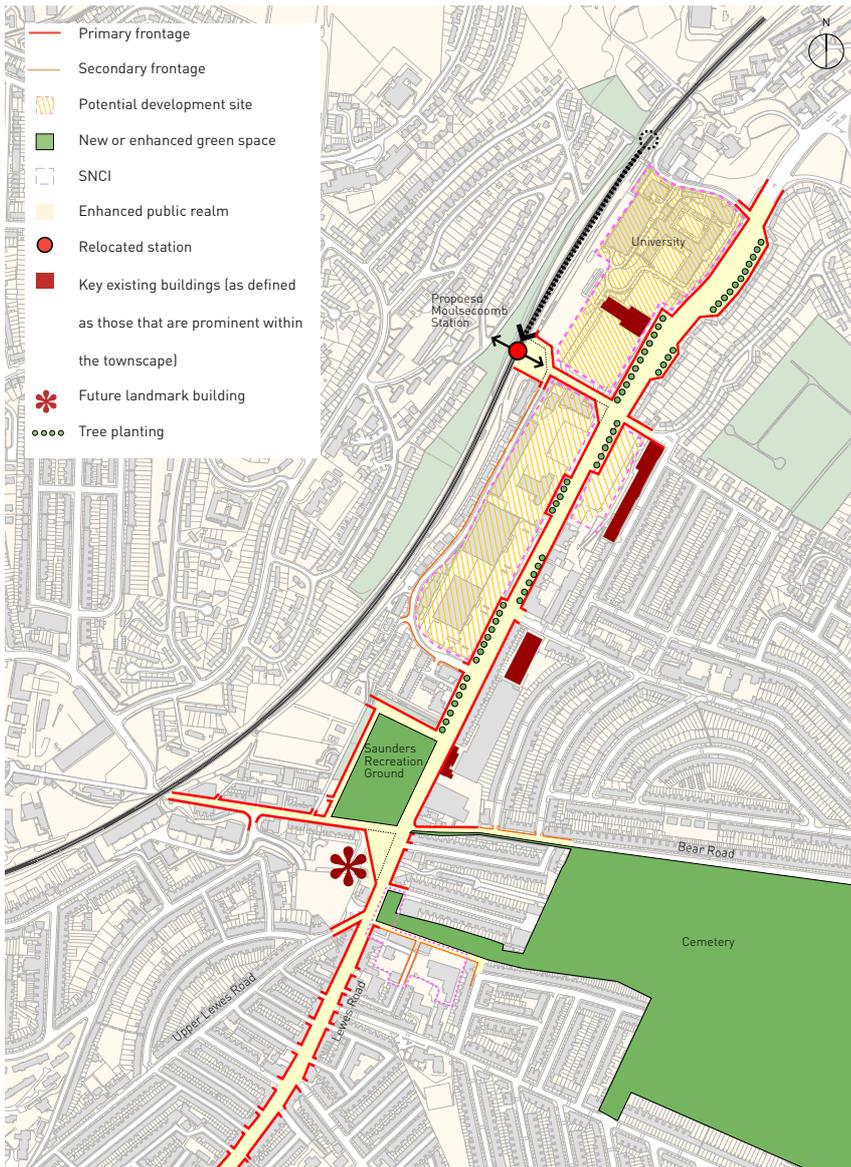


Figure 6: Regeneration and urban structure proposals within Lewes Road

## PROPOSALS

### Relocate Moulsecomb Station

4.12 The proposal is to relocate Moulsecomb station to the southern extent of the University of Brighton (see Figure 6). This would put the station at the centre of a hub of new, mixed-use development, underpinned by Preston Barracks and the Moulsecomb Campus, and would allow much greater intensity of development in this highly accessible location. The move would also give the station a greater residential catchment area to the west, in Hollingdean, with easier, more direct access to it. A further benefit is that the improved access over the tracks from Hollingdean would not only improve access to the station for this deprived community but also to the shops, university, bus routes and job opportunities on Lewes Road.

4.13 A relocated station could be the focus of a new local centre designed around a new station plaza which, would complement, but not conflict with, emerging Preston Barracks proposals. As a result, land values at both the university and Preston Barracks would increase and, this would become an attractive and accessible place to locate a landmark innovation centre, other knowledge-based industries and residential development.

4.14 Relocating the station would be a difficult, costly and lengthy task, but the idea is well supported and in this case the regeneration benefits could make it worthwhile. Given that Network Rail are already working with the Universities of Brighton and Sussex on Falmer Station there could be the opportunity to deliver alterations to both stations at the same time. In order to take this proposal forward a full cost-benefit analysis would need to be carried out and discussions commenced with Network Rail.

4.15 One potential downside to relocating the station is that it would move further away from the deprived community of Moulsecomb. However, it is well served by a direct bus route into town, which is currently more popular than the train, and this cost would need to be balanced against the regeneration benefits for the whole area.

4.16 The station and surrounding development must also be designed so as to not compromise the quality of the designated Site of Nature Conservation Interest (SNCI).

Quick Analysis	
Regeneration Potential	High
Priority	High
Timescale	Medium-term
Cost	High
Risk	High

## Develop the Knowledge Economy

4.17 There are two elements in developing the knowledge economy. Firstly, there must be support mechanisms in place to encourage students and other young people to develop their ideas into a business case, which may involve a grant or loan scheme as well as support from business advisors. Secondly, an innovation centre should be developed where the young entrepreneurs can gain access to these support services, have a postal address, have a work space and share experiences with their peers. Such a centre is included in the emerging plans for the Preston Barracks site.

4.18 Universities are encouraged through higher education funding streams to work closely with businesses through work placements and course development to ensure that graduates are meeting the skills needs of businesses. University of Brighton already has a good track record in grasping the opportunities emerging from the Lambert review into HEI / industry collaboration. It has developed a distinctive approach, principally through seed funding of local entrepreneurs rather than through discrete programmes. The University has been successful in translating its support for innovation from individual bids for funds into ongoing grant aid from Higher Education Funding Council For England (HEFCE) for support to local businesses.

4.19 In the first layer of assistance there is a recognition by the University of Brighton of the importance of enterprise through increasing generic understanding of enterprise or to provide direct support to students if they choose to go into business once their studies have ended. There is clear divide here between those students pursuing a science or technology path and those who are engaged in art and design. Similarly there is a desire to help a large cohort of local businesses in a generic fashion rather than developing a narrowly focused programme of support or guidance.

4.20 As a new university University of Brighton emphasises a practical approach rather than one which emanates from pure research and this guides the manner in which relationships are created with local businesses.

4.21 In terms of facilities this approach to assistance for both students and local businesses would lend itself to the provision of meeting/small conference space rather than specialised accommodation probably through a Beacon Building of some kind which occasional users would be attracted to.

4.22 The next layer of engagement would be to attract businesses to be near to the university perhaps based upon evolving relationships built from the first level of engagement and general support. Such relationships would be based upon the recognition by the partners that each has something to gain from their relationship. The facilities associated with such a tier of relationship would be those akin to an innovation or incubation centre with the latter providing smaller space but with planned/defined exit built into the relationship or lease terms.

4.23 Currently the Sussex Innovation Centre is fully occupied and there is a need for a new site to be found. In terms of sites for a new innovation centre there are prospects at the Moulsecoomb Campus to intensify development by building above or by releasing the surface car parks for redevelopment and re-providing car parking within a multi-storey block [see Delivery section for further details of how this could be achieved].

4.24 A further bespoke innovation/incubation centre for small businesses could be created at the proposed mixed use redevelopment at Circus Street to serve the arts and design community which may be linked with a potential cultural quarter development at St. Peter's Church. [See London Road Central chapter]

Quick Analysis	
Regeneration Potential	High
Priority	High
Timescale	Short-medium term
Cost	Medium
Risk	Low



Example of how Moulsecoomb station could be integrated into the urban environment

## Create a vibrant residential neighbourhood

4.25 The 'Neighbourhood of Knowledge' should provide for the accommodation needs of students and young entrepreneurs, but it is a balanced community in which the university complex and its students are integrated with the community rather than being an insular academic village. Therefore a mixture of dwelling types and environments should be provided.

4.26 The University of Brighton is keen to explore the prospects for relocating its Varley Halls of Residence from the Coldean Lane to Moulsecoomb whereby it could expand the student accommodation from 200 - 500 immediately and also initiate the development of accommodation for a further 500 students. This would create a critical mass, attract supportive uses in retail/leisure development and strengthen the Moulsecoomb Campus area.

4.27 In addition to Preston Barracks there are a number of other locations that would be suitable for intensification to include residential development. These include:

- The university car parks of Mithras House and Watts Building, could be redeveloped with student accommodation facing out onto Lewes Road;
- The attractive warehouse just behind Lewes Road currently being used as a self storage facility could make attractive live-work units, workshops or

- apartments;
- Empty space above existing shops could provide additional accommodation to the area and create activity on the street once the shops have closed;
- The aforementioned perimeter of Saunders Park.

Quick Analysis	
Regeneration Potential	High
Priority	High
Timescale	Short-medium term
Cost	Medium
Risk	Low

## Improve the public realm

4.28 Improving the public realm and particularly 'greening' the Lewes Road corridor was a popular proposal at the consultation events. Improving the landscaping could be a quick, easy and relatively inexpensive way of changing the character of an area. It would start to raise expectations and impressions of the area, making it more desirable to invest in, as well as providing attractive places for people to relax in.

4.29 Lewes Road currently suffers from long stretches of blank frontages that make it feel isolated and uninteresting to walk along, however, the length and function of Lewes Road prevent it from being continuously lined with active uses on the ground floor to give it vitality. As an alternative the streetscene, as seen across Brighton, can be broken up by creating narrow crescents of greenery surrounded by buildings set a little way back from the road. It would be applicable to use this technique on Lewes Road to create a more pleasant pedestrian environment, better residential amenity and break up the monotonous building line with soft landscaping.

4.30 There are a number of options for increasing surveillance of Saunder's Park and thus improve safety and security. The options include the park being overlooked by active frontages around its perimeter or within the park, such as a café, to provide surveillance during the day and into the evening. Further development of these ideas should be informed by the findings of the Council's Open Space Study.

Refurbishment of the facilities and a better, more welcoming entrance from the road are also proposed. It will be important to retain the range of sports pitches within the park, to promote active recreation as part of a healthy lifestyle. These could be multi-use pitches which include football, basketball, volleyball and tennis surrounded by benches for spectators. Reference should be made to the Council's City Sport Strategy, Active Living Strategy and Play Strategy in bringing forward proposals for this park.

People should be encouraged to use Woodvale Cemetery as a green link through from the wider residential area to the Lewes Road amenities, and also for the residents of Lewes Road to access the open countryside. It has the potential to also be used by people for quiet recreation such as picnics and reading. In order to attract more people to use this greenspace there should be a more visible and welcoming entrance from Lewes Road and facilities such as benches.

The idea of planting street trees along the length of Lewes Road was raised during the public consultation as way of bringing greenery to the area and breaking up the monotony of the road. Given the width of the road it is a possibility and would, within a short period of time make a big difference to the character of the street.

A new public square is proposed as part of the recommendation to redesign the Vogue Gyrotory. It should be overlooked by adjacent development (possibly a redeveloped Sainsbury's) to enclose the space and provide 'eyes on the street' and create an informal meeting space at this important crossroads and gateway to the city centre.

Detailed schemes should be worked up in accordance with the Council's Open Space Study, Parks and Green Spaces Strategy and Action Plan.

Quick Analysis	
Regeneration Potential	Medium
Priority	Medium
Timescale	Short
Cost	Low
Risk	Low

## Revitalise existing District shopping facilities

The additional population within the area, integrating a redeveloped Sainsbury's onto Lewes Road and enhancing the public realm should have a positive impact on the quality and range of shopping facilities on London Road. This could be facilitated through shop front improvement grants to restore the traditional character of the street.

The percentage of hot food takeaways has been raised as an issue and should be controlled through the appropriate planning policy (SR5 in the current Local Plan), which restricts the number of non-A1 uses in Town and District Centres. Where hot food takeaways, bars and cafés are situated the surface material of the footway should be non-slip and easy to clean and litter bins and parking bays should be provided. In these locations the pavement could also be widened to accommodate tables and chairs on the street.

Quick Analysis	
Regeneration Potential	Low
Priority	Low
Timescale	Short
Cost	Low
Risk	Low

## Redesign the Vogue Gyrotory

Remodelling the Vogue Gyrotory, and with it redeveloping adjacent sites (such as Sainsbury's and its car park, and the island filling station) has the potential to transform the Lewes Road corridor, to eliminate an area of very poor urban quality and pedestrian environment, and to provide a much better link between the 'high street' section of Lewes Road to the south and the broader, dual carriageway section to the north and improve east-west connectivity.

However, the gyrotory is not there by accident: its design is intended to resolve the traffic demands placed on this location and the often awkward geometry of some of the constituent junctions. Although there are a number of relatively minor access roads linked to the eastern side of the gyrotory, there are five principle arms: Lewes Road north and south; Upper Lewes Road; Hollingdean Road and Bear Road. The east-west link provided by the latter two is an important corridor in this part of Brighton.

The City Council has previously investigated options for remodelling the gyratory, although it would appear that major change has not been aggressively pursued, largely because of the need to incorporate adjacent sites and also, of course, the potentially adverse impacts on congestion. However, until substantial remodelling takes place, the Vogue will continue to blight the image, built and pedestrian environments, and economic vitality of the Lewes Road corridor. A preferred solution would be to return the original Lewes Road (i.e. the section to the east of the filling station) to two-way working, redesigning it as necessary, and to re-create simple junctions between this road and, to the south, Upper Lewes Road and, to the north, Hollingdean Road/ Bear Road. The Sainsbury's and filling station sites could be redeveloped together, with access roads connecting to the adjacent main roads at suitable locations. There are also a small number of attractive historical buildings which should be retained if possible. The type and form of the new development would need to take into account the desirability of generating as few new car trips as possible, and hence should exploit the excellent bus accessibility provided by Lewes Road and facilitate walking links to London Road and (the relocated) Moulsecoomb Stations.

Any further feasibility work and junction redesign should be informed by the Council's legibility study and tested against the 12 criteria for public spaces.

Quick Analysis	
Regeneration Potential	High
Priority	High
Timescale	Medium-long term
Cost	High
Risk	Medium



Examples of how new housing could look in the 'Neighbourhood of Knowledge'

### Movement & Parking

South of the Vogue Gyratory, Lewes Road has a predominantly high street character and delivers a reasonable balance between the demands of different users. Nevertheless, there is scope for improvement to the pedestrian environment, particularly as regards provision for crossing movements, and the maintenance and indeed improvement of bus priority measures should be sought. Overall, this section of Lewes Road would benefit from judicious footway widening, with short-term parking and loading facilities continuing to be provided in indented bays. A single general running lane in each direction should continue to be provided, with in-bound bus lanes at key junctions where there is sufficient width.

North of the Vogue, Lewes Road has a completely different character, which is virtually suburban towards the northern study area boundary. Within this wider corridor, the carriageway is dualled and congestion is uncommon. Approaching Brighton, this makes for a reasonably attractive entrance to the city, although the poor relationship between the highway and development to either side (much of which is set back and/or at a higher level) does not allow the full potential of the corridor as a grand avenue to be realised. This could be addressed through the redevelopment of sites on both sides and increased tree planting, including within the central reservation (widened as necessary). Parking for adjacent developments should be provided within those sites, rather than on-street, with the nearside lane in each direction being available for enhanced bus priority measures, as necessary.

Quick Analysis	
Regeneration Potential	Low
Priority	Low
Timescale	Short
Cost	Low
Risk	Low

### SUMMARY OF PROPOSALS

- Relocating Moulsecoomb Station to the southern end of the Moulsecoomb Campus of the University of Brighton to improve its accessibility and place it at the heart of a growth hub.
- Developing the knowledge economy by encouraging entrepreneurship of graduates through business start up support.
- Creating a vibrant, balanced residential neighbourhood in this accessible location to bring life to the streets and assist viability of local shops and services
- Revitalise existing District shopping facilities along Lewes Road
- Redesigning the Vogue Gyratory to simplify it and intensify the surrounding land uses improving their interface with the street.
- Improving the public realm by enhancing Saunders Park and Woodvale Cemetery and addressing the blank frontages tree planting and other environmental improvements to the streets and buildings.

## DELIVERY

### Opportunity Sites

Prior to outlining our recommendations, it is useful to review the key objectives for each of the sub-areas and the opportunity sites within them.

#### Lewes Road

The vision for the Lewes Road sub-area is to create a knowledge and enterprise neighbourhood within the wider academic corridor. There is already one significant redevelopment proposal within this sub-area at Preston Barracks. It is important that this project is now delivered so that it can form the basis for future change in the area. Existing sites on Lewes Road should be planned and promoted to complement and support the Preston Barracks scheme to help create a strong nodal point. In particular, intensification of the university land immediately surrounding the Preston Barracks site, with frontage to Lewes Road should be explored in detail. This academic corridor should be as strong and concentrated as possible to provide for education and local needs into the future and related land uses that would benefit from connection with the university.

The sites listed below have been identified as opportunities for redevelopment along the Lewes Road corridor. We have assumed that Preston Barracks will be developed and therefore have excluded it from this list:

- **University Car Parks:** Owned by the University of Brighton, the car parks represent areas of under-utilised land and an opportunity for densification of university and other uses. They should be considered in light of the beneficial change that will take place at Preston Barracks and not in isolation. University parking requirements would need to be carefully factored into this work but it would appear from the design analysis in the sections above that parking provision and new floorspace could be combined on both the Mithras and Watts sites
- **Vogue Gyrotory:** In multiple private ownership, including an area of highway (the gyrotory) the site represents a significant redevelopment opportunity including the opportunity to realign the existing road system. This would be a challenging project involving significant infrastructure works but if additional land could be released for new development, it would help to intensify the area and provide significant commercial, residential, community and related long-term economic benefits
- **Melbourne Street Employment Area:** Any losses in employment floorspace would need to be relocated and / or re-provided within the site or elsewhere. The ownership of the different sites that make up the Melbourne Street Employment Area are unknown but are likely to be multiple and private
- **Self Storage Facility:** Assumed to be in private ownership, the existing self-storage business, whilst an active use for the building, could potentially be relocated without affecting its ability to trade. The building itself has potential to generate greater value for the local area and could be refurbished to provide a mix of residential, employment or community uses, thereby bringing more people, business and spending power into the area
- **Pavilion Retail Park:** The existing retail uses do not complement the vision for the Lewes Road area based around education and high-quality built environment. However, there is a potential complementarity with the retail element proposed at Preston Barracks. The values associated with these uses at present and the under supply of comparable retail facilities in Brighton & Hove means that any consideration of potential redevelopment is only likely to arise in the medium to long-term.

## Progressing interventions at the opportunity sites

The objective of short-term new development along the Lewes Road should be to support the vision of developing an academic corridor and ensuring that the current aspiration for Preston Barracks is supported and realised. This means that focus should be given to supporting the Preston Barracks project itself and consideration of intervention on the University of Brighton Car Park sites.

### Preston Barracks (Site 2 on Figure 5)

The successful implementation of the Preston Barracks scheme is perhaps the most pressing requirement for the Lewes Road sub-area in the short to medium term. As discussed above, it is an opportunity site and has the potential to provide a new focus for Lewes Road and support the vision for the academic corridor.

### University Car Parks (Sites 1 and 3 on Figure 5)

Following on from the Preston Barracks project, intervention at the University Car Park sites is another area for the Council to focus efforts in the short to medium-term. The sites are currently under-utilised and represent opportunities for new development and intensification of use.

The Council should work with the University of Brighton to understand its long-term estate requirements and the extent to which car park sites could be redeveloped for alternative uses. We would recommend that the Council and the university develop a joint strategy for the sites that focuses on the following areas:

- Establishing an Academic Corridor Working Group to identify the long-term aspirations for the area in the form of an 'Academic Corridor Strategy'
- Detailed feasibility work to assess the development economics of the redevelopment of the car park sites for a range of different uses including academic, commercial, local community and other value generating activities. The objective of this work should be to identify the types of land uses that might be delivered and the quantum of floorspace in order to guide development appraisal work. The objective of any emerging proposals should support the concept of the Academic Corridor and build on the commitment to the Preston Barracks site
- Establishing a statutory planning platform as a basis for procuring appropriate development
- Prepare a robust implementation strategy providing

procurement, financial and delivery mechanism advice that is specific to the site based on the broad areas contained in the appendices.

### Vogue Gyratory and the Melbourne Street (Site 6 on Figure 5)

As a medium to long-term project, the Council may consider the redevelopment of the Vogue Gyratory and surrounding land uses. This is likely to be a complex and relatively costly intervention because it includes changes to large areas of highway, private residential and commercial uses and areas of public realm.

The inclusion of a large element of strategic road infrastructure would mean that there is a significant raft of feasibility work to be undertaken before any more detailed recommendations on delivery can be provided. Emphasis in the short-term should be given to discharging these feasibility projects as a means of developing and establishing appropriate planning and highways policy.

A strategy for this area should focus on the following:

- Transport and engineering assessments in connection with the potential alterations to the Vogue Gyratory with accompanying cost planning
- Assessments of the implications of the proposal on existing utilities and services that are likely to be present beneath the highway with associated cost planning
- Financial appraisal of the proposed new development including the cost of land acquisition, site clearance and enabling works and appropriate redevelopment
- Detailed design and feasibility analysis that considers a number of options for varying levels of intervention
- Preparation of an implementation strategy that considers methods of procurement, financial and delivery mechanisms based on the information contained in the appendices.

### Self Storage Facility (Site 4 on Figure 5)

The self-storage facility is a relatively small, discreet project in comparison with those outlined above. On this basis, it is perhaps less of a priority than interventions at Preston Barracks, the University car parks and Vogue Gyratory.

The activities taking place at the Self Storage building do not currently optimise its high-quality architecture and do not contribute towards the vision for the Lewes Road corridor. Useful short-term interventions that the Council might take a lead on could include creating an appropriate planning policy for the site which establishes the most appropriate future use, allowing the market to intervene and deliver development.

The enhanced value likely to be generated from incorporating an element of residential is likely to create an incentive for private sector intervention. Providing that the Council's other aspirations such as employment space, can be maintained by an appropriate planning allocation and detailed knowledge of the viability of the project, there may not be a requirement for other, more direct intervention.

### Pavillion Retail Park (Site 5 on Figure 5)

Although identified as an opportunity site it is not anticipated that this site will come forward for development in the short or medium term. It is therefore not appropriate to speculate on delivery mechanisms at this stage.





Fruit and veg. stall on the Open Market

## 05 London Road Central - Retail Core & Commercial Quarter

### OVERVIEW

London Road itself is characterised by traditional high street shopping (identified as a town centre in the local plan), in converted Regency terraces interspersed with larger floorplate more modern buildings, with side streets connecting through The Level in the east. The New England Quarter, to the west of London Road is bringing a more modern image and revitalising the area through the residential-led mixed use development of the area between Brighton station and London Road.

London Road is a strategic route out of the city and therefore it is heavily trafficked, creating a poor pedestrian and retail environment.

St. Peter's Church located at the confluence of London Road and Lewes Road is a key landmark marking the entrance to the city centre.



Poor access to St. Peter's Church



Existing retail on London Road



Expanses of under used space at the Level



Struggling Open Market

## ISSUES

### Declining retail quality and choice

The number of vacant premises on London Road is increasing and the quality and choice of retail outlets is declining, and without anchor stores such as Sainsbury's and Co-op, to generate retail demand following their closure in early 2007, it could decline further.

Inappropriate, out of scale, ground floor extensions, signage and 1960's unimaginative retail development have spoiled the original Regency character of the street and along with cluttered pavements and heavy traffic levels create an unattractive shopping environment and are also contributing to the decline.

The Open Market is also struggling, with many empty stalls, which offer the same products throughout the week. The current design of the market means that servicing areas are in full view of customers and the market is bounded on one side by a long blank wall. The market is barely visible from the surrounding streets, including London Road and The Level, meaning that many would be customers walk straight past without knowing the market exists.

### Traffic

London Road/Preston Road is a major route for both commuters and visitors and becomes congested, notably around Preston Circus. A complex one-way system is in operation south of Preston Park and this diverts vehicles approaching the city away from their 'natural' route to follow Stanford Avenue, Beaconsfield Road, Viaduct Road and Ditchling Road. These streets are strategic elements of Brighton's highway network and are under significant stress. However, recent work commissioned by the City Council has revealed that a comprehensive reworking of the one-way system to achieve more direct, legible routes is unlikely to be achievable.

The section of Preston Road between Preston Circus and Preston Park is under one-way northbound operation, and even reintroducing buses only southbound has been ruled out. This is partly because of physical width restrictions, but also because of the complexity of the Preston Circus junction.

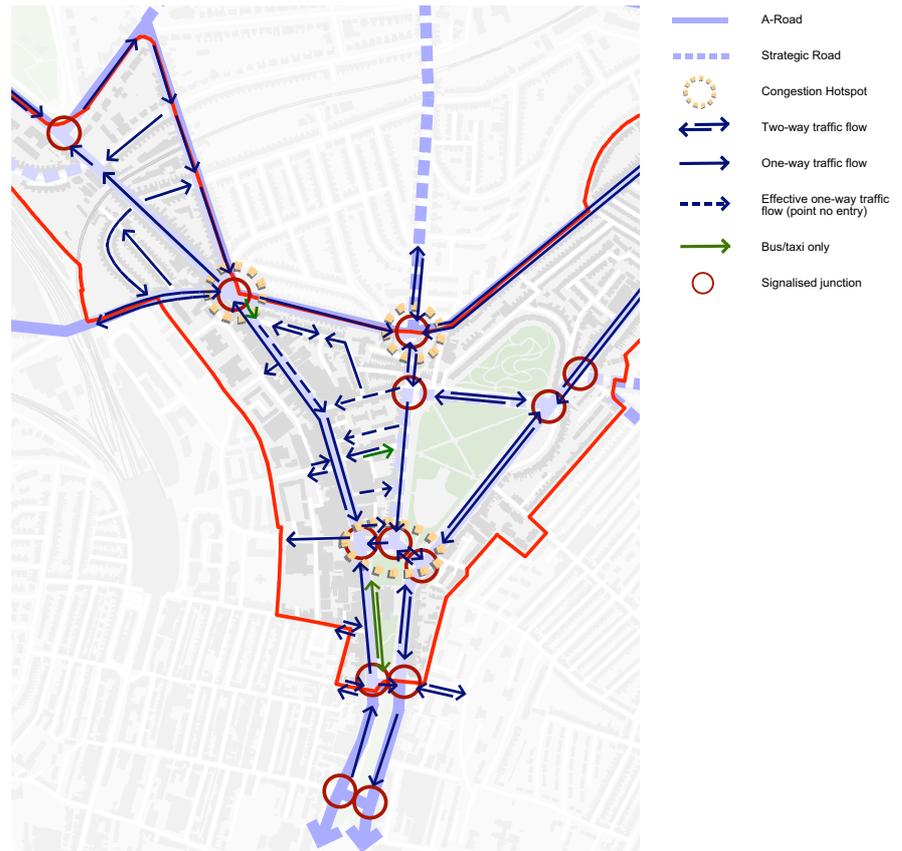


Figure 7 : Current traffic movements through the London Road Central Area



Traffic and street clutter on London Road

In many ways, returning the five-arm Circus to roundabout operation would be the most appropriate response to the built environment, but the need to control traffic movements (including banning some turns) means signal controls must remain in place. The need for fire engines leaving the Fire Station on the Circus to have easy access to all arms is also a design constraint. The Fire Service has no plans to relocate.

The section of London Road from York Place to Preston Circus is one way northbound for general traffic, while only buses can enter southbound from the Circus. The left turn from London Road northbound to New England Road westbound is banned, so traffic is routed at the southern end of London Road to follow Cheapside westbound and then New England Street northbound to New England Road. Viaduct Road, originally built as a two way residential street, operates one-way eastbound only to Ditchling Road. Ditchling Road in turn creates severance between the London Road shops and Open Market and The Level. The Council's Legibility Study advises that traffic should be dispersed before it is drawn down these routes, which will dilute the problem and will be complementary to the solutions posed here.

Although there is a formal two-way cycle route on the western footway of Preston Road north of the Circus, linking with Campbell Road and Elder Place, the route is of poor quality. Pedestrians also tend to have second-class facilities at important traffic junctions, such as the Circus and Preston Road/Stanford Avenue.



St. Peter's Church and under used gardens

#### Poorly connected and performing green spaces

The London Road Central area is well provided for in terms of green spaces from the large open space at The Level and Valley Gardens to smaller more intimate spaces in Pelham Square and St. Peter's Street.

The Level is a popular green space for informal recreation, however its layout, particularly at the southern end is poor and access difficult due to the encompassing hedges, cycle lanes and highway. Given the lack of overlooking and lighting it attracts anti-social behaviour after dark. It is currently used as an events space but there is the opportunity to increase its use for festivals and other outdoor performances.

Valley Gardens surrounding St. Peter's Church is rarely used, partly because it is not recognised as a public open space due to a lack of opportunities to walk, sit, see and stay and partly because access to it is difficult. These gardens are surrounded by at least 2 lanes of traffic and combined with the limited crossing points and perimeter railings makes them difficult to access on foot, thus creating unusable space and a barrier between Brighton city centre and the suburbs to the east.

Access is particularly difficult from York Place and St. George's Place where there are 4 lanes of traffic to cross and a continuous stretch of guard railing for approximately half a mile.

#### Anti-social behaviour

The Level, Valley Gardens and the narrow streets and service areas to the west of London Road attract anti-social behaviour such as drinking and drug taking. The lack of lighting and narrow streets faced by the backs of buildings with little overlooking or activity on street permit anti-social and criminal behaviour to occur unobserved. Similarly, the large, dark expanses of park are avoided by most people after dark which allows criminal activity to take place unchecked.



Coop store non-food element closed early 2007

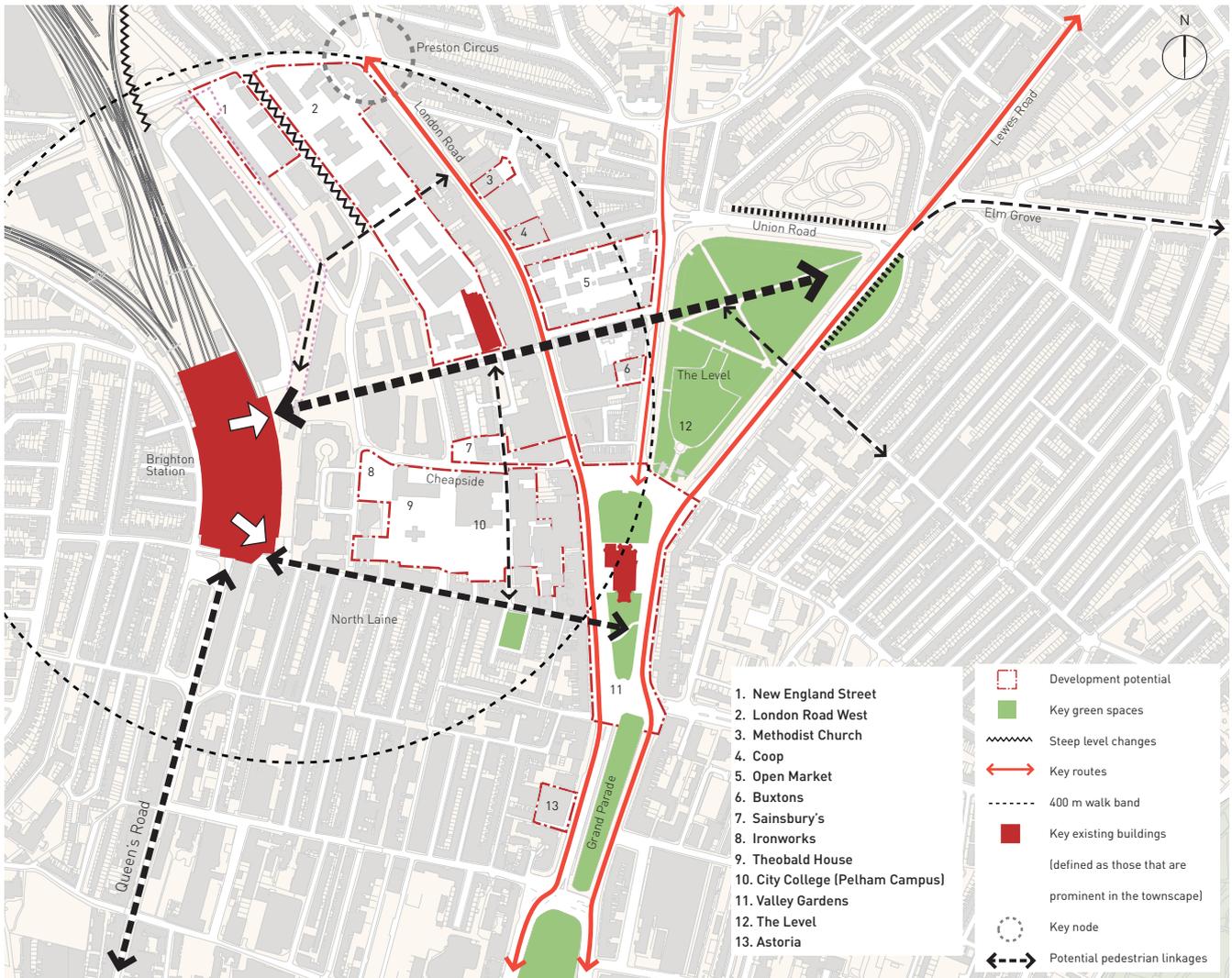


Figure 8: Issues and opportunity sites within London Road Central



Figure 9: Regeneration and urban structure proposals within London Road Central

## PROPOSALS

### Commercial Quarter

In order to deliver on the regional expectations of a 'Diamond of Investment and Growth' Brighton & Hove will need to attract more knowledge based industries and provide larger floor plate office space. To enable this growth a new Commercial Quarter integrated into the New England Quarter is proposed as the central business district for Brighton & Hove. There are a number of reasons why this location is appropriate for such a quarter.

- 1 Proximity to the main line railway station for connections to London, Gatwick airport and other towns in the South East.
- 2 Proximity to an existing and successful purpose built office development at Trafalgar Place.
- 3 Proximity to the two new hotels in the New England Quarter.
- 4 Proximity to the Pelham Street Campus of the City College, which is proposing to expand and improve their facilities in the area offering training facilities, conference rooms and meeting space.
- 5 Proximity to a variety of retail areas such as London Road, Open Market and North Laine.
- 6 The train station is the terminus of many bus routes giving good access to the area for employees.

### Land uses and quantum of development

The Commercial Quarter would need to contain a good range of office accommodation from affordable incubation units to encourage business start-ups, as well as grow on space to assist businesses to grow and take on more staff whilst remaining in the same vicinity. This would ensure that the quarter appeals to larger, knowledge based industries and fit for purpose premises for new businesses and niche markets.

The aim is for the Commercial Quarter to become completely integrated with the New England Quarter to create a vibrant new quarter for the city which is active during the day with business and retail uses and into the evening with residential and café and restaurant uses.

The Commercial Quarter with its access to public transport offers the scope for intensification of development particularly on the western side of New England Street, whilst improving the environment of the area.

The area to the north of Trafalgar Street and along New England Street is identified as a node for taller developments (buildings of 6 storeys or more) within Brighton & Hove City Council's SPG 15: Tall Buildings, which should be referred to for detailed guidance on the design, siting and height of tall buildings. This node does not include the London Road frontage. Any development proposed must preserve or enhance the character, appearance and setting of the viaduct, Brighton Station, St Bartholomew's Church, other listed buildings and the conservation areas. The housing tower block Theobald House should not be used as a guide to height, or building typology appropriate to future developments in the area.

### Urban Form and Character

The aim is to create a permeable street pattern through the area to create direct and easy access for pedestrians to key destinations within the area. A hierarchy of routes is proposed to aid legibility through the area. Active frontages are encouraged along these routes to reinforce their importance, interest and encourage movement along them at all times of day and into the evening. Activity on the street and overlooking from residential properties on upper floors helps to discourage anti-social behaviour.

Figure 10 below proposes where active frontages should be located to encourage high levels of activity and pedestrian flows along these key routes.

The principal east-west route through the area would be a new route from the rear entrance of the station, through the new public squares proposed as part of the New England Quarter, past the new Sainsbury's, St. Bartholomew's Church, the redeveloped Open Market and out onto The Level. This route should be continuously lined with a wide variety of different land uses at ground floor level all with active frontages to reinforce its position in the hierarchy. It would encourage workers in the Commercial Quarter to head towards the London Road shops during lunch breaks and to connect with bus routes.

A further important east-west route would connect the main entrance of the train station with St. Peter's Church and Valley Gardens via Trafalgar Street. Again ground floor active frontage should be encouraged along the length of the route. Strengthening these routes would integrate the station into the Quarter and improve its accessibility.



Example of high specification offices

North Laine is a successful independent shopping area which is often bustling. In order to encourage people to move from the North Laine into the Commercial Quarter, New England Quarter and London Road north-south connections also need to be improved.

Pelham Street should become the predominant north-south route anchored by the two green spaces and St. Bartholomew's Church, and providing good connections from North Laine into all these areas. The aim is to create a busy street lined with college related uses terminated by the two greenspaces for students and others to use to meet up, have lunch etc.

Pelham Square is already a popular spot for people to go in their lunch hour, and is connected to a further green space on St. Peter's Street opposite St. Bartholomew's Church, which is currently under used.

The City College plans to redevelop their campus and create active frontages on the ground floor. To reinforce the importance of this route these uses should be focused along Pelham Street. Redevelopment of the campus would be an important generator of activity in the locality and should also be designed to have its main entrance facing the street, so that it is easy to find and creates a public facing element of the college and makes an important contribution to the offer and as such is fully integrated into the Commercial Quarter.

It will be important that further work on defining and implementing these improvements is informed by the Council's legibility study and tested against its 12 quality criteria.

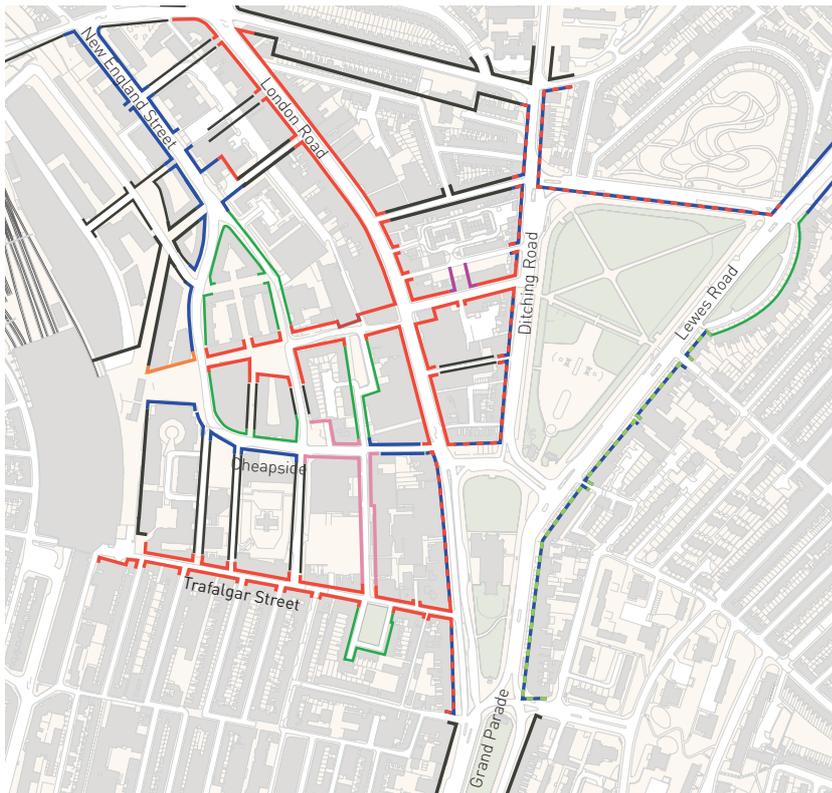


Figure 10: Indicative urban structure, showing proposed active frontage, in the Commercial Quarter.

- Retail (a1 uses)
- Retail/Commercial
- Commercial/Residential
- Commercial
- College
- Residential
- Hotel
- Church
- Market

Other existing north-south routes along Station Street, Blackman Street and Whitecross Street should be maintained to keep the existing north-south permeability. Any new development on these streets should create 'live' frontages where plot sizes are regulated and each individual building should face the street and have its own entrance onto the street. Private spaces would then be located within the centre of the block, creating a clear distinction between public and private space and providing security to the rear of the properties. This would address the existing problem of antisocial behaviour occurring round the backs of buildings and service entrances which face the street and are poorly overlooked.

Quick Analysis	
Regeneration Potential	High
Priority	High
Timescale	Medium term
Cost	High
Risk	Medium

### Improved retail environment

The commercial quarter and the completion of the New England Quarter would bring a greater number of people to the area both to work and to live, creating activity in the streets during the day and into the evening. This would mean a greater population living within the catchment area of the London Road shops and greater footfall. As a result this should attract higher quality shops onto London Road.

In order to provide the support facilities required by a commercial quarter and local residents such as local shopping facilities, bars and restaurants there is a need to create an attractive, vibrant retail area based on the traditional high street of London Road. Some retail and other A class uses, such as bars, cafés, restaurants, estate agents etc. would be appropriate on the ground floors of the Commercial Quarter but the heart of the retail should remain on London Road. There are several ways in which this could be achieved and these are set out below.



Example of a successful high street with quality shops

**A viable retail circuit**

Successful shopping streets are often part of a 'retail circuit' – an easily navigable, circular route, with a variety of shops so that shoppers are encouraged to walk around the area rather than just park up and visit one shop. Potential retail circuits in this area are likely to commence at the main points of arrival such as the station and main car parks. For example,

Brighton Station – Ann Street – London Road – Open Market – London Road – Trafalgar Street – Brighton Station.

**London Road shops**

The increased population and workforce would provide an increased catchment area for the London Road shops, and increase demand for local shops selling convenience goods, sandwich shops as well as bars and restaurants. A revitalised retail sector would also provide local, entry level jobs to people within the study area.

Supermarkets are a large attractor of shoppers and given that Sainsbury's will soon relocate to a location set back from London Road it will be important to ensure that it remains well connected to the London Road shops via Ann Street to encourage shoppers to make linked trips.

A balanced mix of national chain stores and smaller independent shops is required. The retail offer is currently dominated by smaller stores and therefore some larger floor plate retail units should be provided to act as anchor stores for the area.

Living above the shop should be encouraged to create activity on the street into the evening and bring back into use the empty upper floors, making more efficient use of land.



Thriving Borough Market, Southwark, London

**Open Market**

Brighton & Hove City Council is examining with Traders the feasibility of comprehensive redevelopment of the Open Market and there is also the opportunity to expand the market out into the surrounding streets as a further phase. Street markets of this kind are potentially of great importance to the diversity of retail in the city and to the vitality and vibrancy of the town centre. Building on the existing demand in Brighton for organic and sustainable produce the Open Market could be destination for both residents and tourists offering high quality produce and hosting visiting markets, along the lines of Borough Market. Borough Market in Southwark, London is a historical market that has re-invented itself over recent years with a number of permanent stalls, shops and restaurants open all week with temporary stalls open on Thursday, Friday and Saturday. The market attracts thousands of people every week because of the quality and range of fresh products on offer and the atmosphere created by its maze of stalls. The market is registered as a charity and uses its funds to manage the activities of the market and invest in its regeneration and that of the surrounding area. Their latest project is to open a Food School to promote healthy eating and providing training for those interested in the food sector as producers, chefs and traders ([www.boroughmarket.org.uk](http://www.boroughmarket.org.uk))

However, despite some notable successes most markets remain highly vulnerable in an era where the retail sector is going through major change over customer expectations of the shopping experience, new demands over green issues and sourcing and global changes in supply chains. These present both opportunities and threats to the Open Market.

In considering the future well being of city centre street markets there are development principles which stakeholders will wish to apply. These include:

- Ensuring a realistic market fit (e.g. with general visitor expectations) while steering the commodity mix towards a clear quality offer
- Designing an internal layout and access which is alluring for today's customers but also future proofed (e.g. to accommodate niche markets like farmers markets)
- Establishing a business model which has sound governance mechanisms is financially sustainable and is based upon a whole life cost model
- Creating a balance of traders and a raising of value/turnover (and profitability) so that the market is financially sustainable for both traders and the Council
- Providing features and attractions of a 'sanctuary' or 'release valve' from nearby congestion, particularly for older and local people and addressing community safety concerns
- Meeting the needs and market demand of local residents (for fresh food and budget items)
- Ensuring attractive environmental linkages with adjoining streets and the wider LR2 area
- Establishing an active management style which is fully informed and empathetic to traders expectations but demonstrably independent of them.

In regard to the lease which could be drawn up between the Council and the Traders for the redeveloped Open Market it is critical that these principles are reflected in the agreement as finally drafted so that all parties are fully aware of the long term rights and responsibilities which they are entering into.

Quick Analysis	
Regeneration Potential	Medium
Priority	High
Timescale	Short-medium term
Cost	Low
Risk	Low

## Expand the Cultural Quarter

The existing Cultural Quarter to the south of the LR2 study area already contains a variety of venues such as The Dome Theatre, Theatre Royal, museum, central library and the Astoria. It is proposed that the LR2 could contribute to the Cultural Quarter by continuing to diversify it into a location for cultural related businesses.

The strength of creative industries has been recognised for some time since the production of a major report<sup>1</sup> and its executive summary 'Creative Industries in Brighton & Hove'. The strength of the sector is demonstrated by the presence of businesses in this sector with some 18% of Brighton businesses (around 1600 firms) within the sector as compared with 7% across the UK (source IDBR). Moreover these figures do not represent the large number of self employed and free-lancers in the City. Within this well represented sector the five largest segments are digital media (16%) publishing / literature (11.5%), visual arts and photography (10.5%) and design (9%) and arts / antiques (8%). Since the production of the report an overarching body 'Creative Brighton' has been established with specific clusters in Music, Fashion, Dance, Film and Digital design.

Both the University of Brighton and University of Sussex have specialist courses and departments pursuing the advancement of creative industries including post-graduate courses. Wired Sussex exists to assist with funding and new media development specialisms.

The significance of this analysis is the scale of the sector and the vibrancy of its development in recent times. This represents a critical mass which is an enduring asset which should be exploited. Other cities (such as Huddersfield and Birmingham) have built upon local assets to create regional presence which becomes self-sustaining over time. As part of the framework for expanding the knowledge sectors in Brighton & Hove, the LR2 area has a special role to play as the emerging new commercial quarter for the city.

First are the university quarters as spearheads of the longer-term development of the sector through higher value input. Second is the layout of the area with the London Road confluence providing a network of business premises which could become home to emerging businesses in the sector which need a variety of spaces, ease of access and affordable rents. Third are existing hot spots or clusters including digital media in The Lanes, the North Laine (and the associated mini clusters in Sussex Innovation Centre and the Brighton Media Centre).

Finally is the identification for sector-development facilities where there is a small presence but potential for longer term growth. This potentially includes multi purpose rehearsal and performance spaces, studios, exhibition space of both high specification and more informal, lower cost space. St. Peter's Church has the potential to become the lynch pin for the Cultural Quarter, as such any future uses of it should look to strengthen and exemplify the concept and links between the Cultural Quarter and the Commercial Quarter. A physical connection could be made between the church and the proposed mixed use redevelopment at Circus Street through the use of public art or open air exhibition and event space within the Green Boulevard.

It is important that future uses for St. Peter's Church are explored, given that it may become redundant for worship following a review of churches carried out by the Church's Commission. Any change of use will need to be agreed by the Church and be consistent with Christian values. It will also require sensitive conversion as the building is Grade II\* listed. The vacant Astoria theatre should also be brought back into use and both buildings, if refurbished could make a valuable contribution to the character of the area and to the Cultural Quarter in particular.

Quick Analysis	
Regeneration Potential	Medium
Priority	Low
Timescale	Medium term
Cost	Medium
Risk	Medium



Brighton has an established cultural sector but in growing its importance to the city's economy and its prominence in the city's character it can learn from other cities. The Custard Factory, landmark of the Cultural Quarter in Birmingham, provides a role model for arts and media led regeneration. The restoration of this building to house young artistic talent provided the catalyst for a new inner city neighbourhood.

1. Brighton & Hove Creative Industries Report : David Powell Associates, 2000

## Public Realm

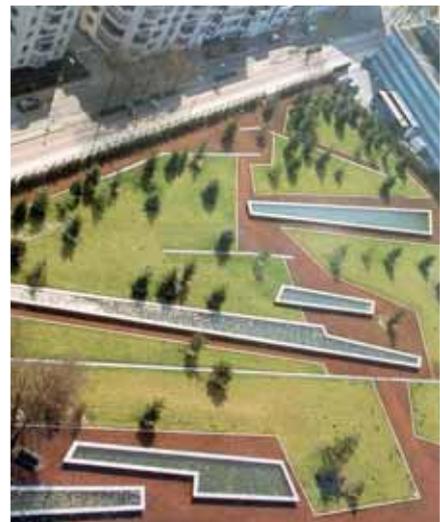
### Green Boulevard

Space is at a premium in Brighton and therefore every space should be utilised to its full potential. Currently the Valley Gardens are functioning only as traffic islands and are not seen as useable public space. The proposal therefore, is to create a series of connected, high quality, green spaces leading from The Level to the seafront making a grand civic gesture and creating a strong, legible, interesting pedestrian route. The success of these spaces would also depend on the improvements to the surrounding highways to reduce the impact of traffic. The greenspace improvements should involve:

- Diversifying the type, function and character of open spaces so that everyone can enjoy them;
- Ensuring that spaces are useable at all times of day and into the evening and consideration of the different use of space in different seasons.
- Improvements to the Level to create space to host visiting markets/events as an extension to the Open Market;
- Incorporating the proposed skatepark into the design of the park so that it is located on a well used route and well lit to act as a deterrent to anti-social behaviour and ensure it is integrated with other park uses;
- Improvements to access to all the green spaces to encourage pedestrian flows from all directions, so that the green spaces no longer act as barriers to pedestrians;
- The creative use of lighting, so that spaces do not become no go areas in the evenings, and give the spaces different character by night.
- Areas within the green spaces in the Cultural Quarter where outdoor exhibitions and events could be held.
- The inclusion of public art, particularly in the Cultural Quarter and Commercial Quarter

Detailed schemes should be worked up in accordance with the Council's Open Space Study, Parks and Green Spaces Strategy and Action Plan, the Valley Gardens Conservation Area Study. Given the Conservation Area location proposals will need to demonstrate how they preserve and enhance its character. Reference should also be made to the 12 Quality Criteria set out in the Legibility Study which all public realm projects should strive to achieve.

Quick Analysis	
Regeneration Potential	High
Priority	High
Timescale	Short-medium term
Cost	Medium
Risk	Low



Examples of high quality, urban green spaces and boulevards from other cities

## Streetscape Improvements

The key pedestrian link through the New England Quarter runs west-east from the station, past the new Sainsbury's building, across New England Street, along Ann Street, past St Bartholomew's, to London Road, along Oxford Street/the new market, and across Ditchling Road to The Level. This should be the focus of excellent footway provision and public realm, together with crossing facilities across the busier roads. Through its design the route should be legible, however signage could also be used to highlight directions to key local features.

Key to improving the quality of the shopping experience on London Road and transformation of the retail environment will be improvements to the public realm. These should include:

- De-cluttering the street of guard railings, unnecessary signage, including highways signs and A-boards
- Limiting on-street car parking
- Restoring and improving the facades of buildings above the shopfronts
- Shopfront improvements
- Improved paving and street furniture
- Improved and continuous cycle lanes and cycle parking

The public square opposite St. Bartholomew's on St. Peter's Street lies at the northern end of a potentially strong pedestrian route connecting with the North Laine and North Street. This route, the southernmost elements of which have already received attention, lies along Pelham Street, Sydney Street, Kensington Street, Regent Street and New Road. The northern section of this route, together with the square, should be improved through a package of measures. The crossing of Cheapside would also require special attention to encourage pedestrians to safely cross into the New England Quarter and London Road.

The design of detailed schemes should be informed by the Council's legibility study.

Quick Analysis	
Regeneration Potential	Medium
Priority	Medium
Timescale	Short term
Cost	Low - Medium
Risk	Low

## Movement & Parking

The retail environment of London Road would benefit from improvements to pedestrian facilities, including wider footways and better crossing facilities. However, there is no particular pressure to reduce traffic levels significantly. The City Council has considered excluding northbound general traffic from London Road, routing it instead via Cheapside, New England Street and New England Road to Preston Circus. This would be combined with changes at Preston Circus, including banning the ahead eastbound movement from New England Road to Viaduct Road. An alternative could be to route northbound traffic up Ditchling Road and then westbound along Viaduct Road to Preston Circus, which would involve returning these two streets to two-way operation, however this option is inconsistent with the findings of the LR2 Transport Study. Furthermore we have reached the conclusion that capacity problems cannot be addressed through road widening due to the high costs and the unacceptable environmental and social impacts of demolition.

Perhaps preferable to any forced diversion of traffic would be to redesign all streets so as more effectively to strike an appropriate balance between different users. London Road, in particular, draws a measure of its vitality from the traffic it carries and the parking that results. A comprehensive redesign of this street could achieve major improvements to its attractiveness as a shopping area without the need to dump traffic on adjacent streets.

Upgraded public parking facilities are needed to support the future vitality of the London Road shops. The existing multi-storey west of the street should be subject to improvements in its pedestrian environment/ambience, and there may be a case for providing an additional facility to the east. Short-term on-street parking and loading facilities in London Road itself and side streets should be maintained.

New England Street runs through what will be an increasingly bustling area, within which a high priority to pedestrian and cycle movement should be provided. Therefore, even though it will inevitably carry increasing levels of traffic, New England Street should be designed to facilitate easy pedestrian crossing movements and to provide a generally high quality pedestrian environment. Traffic speeds should be commensurate with this.

South of London Road, along the Valley Gardens, as a result of the LR2 Transport Study (Peter Brett Associates 2006) the Council is considering proposals to progressively to transfer general traffic to the eastern side of the gardens, reserving the western carriageway for bus and cycle movements only. This arrangement could be rolled out in sequential phases beginning with the northernmost section – York Place and Richmond Place between St. Peter's Place and Gloucester Street/Richmond Parade. While these proposals are intended primarily to reconnect the gardens with the rest of the city centre to the west, change in York Place is in any case needed urgently. This is because the current arrangement – a northbound carriageway for general traffic alongside a two-way bus-only section – is potentially dangerously confusing to pedestrians and has necessitated an almost unbroken line of pedestrian guard-railing that severs St. Peter's and its gardens from the west side of York Place and the North Laine beyond.

Quick Analysis	
Regeneration Potential	Medium
Priority	Medium
Timescale	Medium term
Cost	Medium
Risk	Medium

## SUMMARY OF PROPOSALS

- Creating a Commercial Quarter as phase II to the New England Quarter;
- Improving the retail environment, including revitalising the Open Market;
- Creating a legible pedestrian route from the station to The Level through the New England Quarter.
- Creating a Cultural Quarter focused around St. Peter's Church and building on the proposed mixed used development at Circus Street.
- Transforming Valley Gardens into a Green Boulevard leading to the seafront which could be used as valuable green space and be a grand civic gesture.

## DELIVERY

### Opportunity Sites

The vision for London Road Central is to create Brighton & Hove's commercial quarter with complimentary retail facilities and quality, well connected green spaces. London Road Central is the largest and most complex of the three sub-areas in terms of land use and ownership and represents perhaps the greatest opportunity for change as a result of its position within the city and inherent potential future land value profile.

The sub-area benefits from close proximity to the station, New England Quarter and The Laine. The New England Quarter in particular provides a catalyst for change that has not been present in this part of the City until now. Setting up a well connected street and pedestrian structure will be key to optimising the commercial potential of this area.

Unlike Lewes Road and Preston Park West, the multiplicity of land ownerships, uses and the dense, fine grain development over much of the sub-area, means that it is not as useful to consider all of the sites individually at this stage. We would therefore recommend that the Council undertake further work to understand in more detail, the exact scale and nature of the opportunity in a large part of this sub-area before progressing any further.

In the interim, we have grouped those opportunities where it is not practical to focus delivery advice exclusively on discreet sites into London Road East and London Road West:

#### **London Road east (including the Open Market, Buxtons and Co-op sites)**

**Open Market:** The Open Market is the subject of an active redevelopment proposal. We would encourage the proposals to be incorporated into the surrounding sites such as the small City College building and an area of surface car parking in order to deliver a more comprehensive project that takes full advantage of surrounding opportunities. Redevelopment could be focused around the market activities and complemented with other appropriate retail and commercial uses.

**The Co-op:** The Co-op site is subject to an existing redevelopment proposal that includes a mix of new retail and residential uses. The site is privately owned and the proposal is understood to be promoted by a private developer. The existing building makes a valuable contribution to the streetscape and should be retained.

**Buxtons:** The Buxtons site is a privately owned redundant retail and manufacturing building. It is currently the subject of an active redevelopment proposal at the pre-planning application stage, led by the private sector for retail and residential uses

#### **London Road west (including New England Street and Vantage Point to St. Ann)**

**New England Street and Vantage Point to Ann Street:** This is a large area to the east of the New England Quarter development extending to the rear of the properties on the western side of London Road. It is in multiple and mixed ownership including some Council owned sites and others which are owned privately, including a number which are understood to have been acquired by large-scale investors. The area represents an important opportunity for redevelopment in the sub-area. Building on the location advantages presented by proximity to the station, The North Laine and the success of the New England Quarter, there is an opportunity to replace existing poor quality buildings and public space with new employment, retail, residential and community uses and provide a strong new commercial offer for Brighton & Hove

**City College, Pelham Street:** The City College's strategy for their operation needs to be understood in detail in order to assess the potential to redevelop this land and the adjacent surface car park. The Pelham Street site represents an opportunity as a result of its position, linking North Laine to the rest of the sub-area. The extent to which any redevelopment could incorporate surrounding sites such as GB Liners should be explored. Redevelopment could be focused around a consolidated central college facility and other complementary activities such as retail, leisure, small business and residential accommodation.

**Sainsbury's and vacant site to rear, London Road and Theobald House:** The existing food retail use is due to cease when the new Sainsbury opens at the New England Quarter. The site is in mixed private ownership and represents an opportunity for comprehensive redevelopment for a mixture of retail, residential and other commercial and community uses alongside the Theobald House and Station Street sites

**Methodist Church:** The Church has been identified as being surplus to requirements and represents an opportunity for limited refurbishment to provide potential leisure and community uses or, potentially, residential

### Progressing interventions at the opportunity sites

London Road Central is perhaps the most complex area to address in terms of the mixture of land uses, density and urban form. It does however, represent perhaps the greatest opportunity for redevelopment and change. Proximity to the railway station and therefore attractiveness to commercial uses is strong and could potentially be important in the future economy of the city. In the medium to long-term through a well considered strategy the market for commercial uses at this location should grow and diversify.

This report outlines how the London Road Central sub-area could become the new commercial and cultural centre for the City. The rationale for this enhanced role for the area is based on its proximity to the station and attractiveness to the commercial office market and the existing network of cultural uses dispersed throughout. The London Road east and west areas are likely to be key to delivering this.

#### **London Road east (including the Open Market, Buxtons, Co-op and Methodist Church) (Sites 3-6 on Figure 8)**

Both the Buxtons and Co-op sites are the subject of active privately led redevelopment proposals. The Open Market is also the subject of an active proposal but with key inputs and support from the Council.

As noted above, this report provides a starting point for considering London Road east as a comprehensive area within London Road Central and there is a requirement for a piece of detailed up-front analysis to interrogate and understand the full extent of the opportunity. The Open Market, Buxtons and Co-op sites represent the most apparent opportunities to intensify retail, commercial and residential development in the immediate-term. However, consideration should also be given to the areas around those sites and the extent to which a comprehensive approach to the area could generate greater potential on those individual sites or through their grouping together.

In parallel to that work, in order to develop the detail of the opportunity for intervention at London Road east, the Council should consider undertaking the following elements of feasibility work which we have grouped together below under appropriate headings:

- **Employment Land:** Analysis of the quantum and type of employment floorspace required in the future that acknowledges the potential long-term importance of the London Road Central sub-area as a new

commercial node for the City

- Land Ownership: Further analysis of the extent of individual land ownerships including an assessment of any issues with title that might serve to constrain future redevelopment
- Capacity and land use: Further urban design and feasibility analysis of the capacity of individual sites with consideration of the appropriate types of land uses that could be delivered
- Transport and engineering: Further analysis of potential interventions in the transport infrastructure and any associated requirements for engineering
- Financial viability: Analysis of the cost to the Council of acquiring strategic sites and the likely value that could be secured from redevelopment. Detailed analysis of how any interventions might be funded could also be progressed. This should include identifying mechanisms by which the Council can transfer S106 monies from development elsewhere such as at Preston Park West to subsidise potentially less financially viable developments within London Road Central such as this
- Delivery and implementation: Production of a detailed implementation strategy providing procurement, financial and delivery mechanism advice based on the broad areas contained in the appendices.

This body of work should provide the Council with a strong basis from which it can produce a detailed statutory planning platform and consider the mechanics of delivery and implementation as outlined in the accompanying appendices.

#### **London Road west (including New England Street and Vantage Point to St. Ann) (Sites 1 and 2 on Figure 8)**

This area contains a number of large contiguous plots in a range of ownerships including some that are owned by the Council. The location advantages of this side of London Road, the presence of large-scale, historic employment buildings and the proximity to the catalytic New England Quarter development mean that there is an opportunity here to redevelop intensively for modern, high-quality employment, residential and retail activities.

As with London Road east, the opportunities highlighted here are only the most apparent and in order for the full potential of the area to be understood, more detailed, pre-feasibility work is required up-front to

understand the full geographic extent of potential future interventions.

In parallel to this, there is also a raft of feasibility work that could be advanced in the short term similar to that at London Road east, to support the Council in moving towards a robust planning and detailed delivery strategy. This would include work that is focused on:

- Employment Land: Analysis of the quantum and type of employment floorspace required in the future that acknowledges the potential long-term importance of the London Road Central sub-area as a new commercial node for the City
- Land Ownership: Further analysis of the extent of individual land ownerships including an assessment of any issues with title that might serve to constrain future redevelopment
- Capacity and land use: Further urban design and feasibility analysis of the capacity of individual sites with consideration of the appropriate types of land uses that could be delivered
- Transport and engineering: Further analysis of potential interventions in the transport infrastructure and any associated requirements for engineering
- Financial viability: Analysis of the cost to the Council of acquiring strategic sites and the likely value that could be secured from redevelopment. Detailed analysis of how any interventions might be funded could also be progressed. This should include identifying mechanisms by which the Council could transfer S106 monies from development elsewhere such as at Preston Park West to subsidise potentially less financially viable developments within London Road Central such as this
- Delivery and implementation: Production of a detailed implementation strategy providing procurement, financial and delivery mechanism advice based on the broad areas contained in the appendices.

#### **City College (Pelham Street), Sainsbury's on London Road, GB Liners, and Theobald House (Sites 7-10 on Figure 8)**

Following on from the above, the Council should consider how the City College (Pelham Street), Sainsbury's and associated sites could contribute to delivering the vision for the London Road Central sub-area in the short to medium-term. These sites occupy a strategically important location between the northern part of the London Road Central area and the Laine.

There are elements of this area that are likely to emerge as opportunities for intervention in the short-term such as the Sainsbury's site. There are also elements that are potentially longer term and subject to further consideration from a range of stakeholders such as City College. In the interim, as above, the Council should prioritise work that aims to identify the full extent of the opportunity.

With specific reference to the City College, the Council should seek to establish a partnership with representatives of the College and understand their long-term estate objectives. It is possible that, considering a number of other City College owned sites across the three study areas, the College may seek to review its various ownerships as part of a strategy of consolidation and rationalisation. A strategy such as this that may seek to centralise facilities and release less important assets elsewhere would be likely to yield both organisational efficiencies and potentially, capital receipts for the College.

As above, the Council could also advance a raft of feasibility analysis that helps to identify the full extent and nature of the opportunity. This would include land ownership, urban design and transport, financial viability and delivery and implementation analysis.

#### **Methodist Church (Site 11 on Figure 8)**

The refurbishment of the Church is a relatively small project in comparison with the above opportunities. The prioritisation of this project is likely to be driven by a combination of community and Council objectives. In order to progress the Church as a redevelopment opportunity, the Council should focus on working with the owners and the local community to evolve a brief for the building and subsequently undertake the following actions:

- Providing an appropriate planning policy that allows for future refurbishment and change of use
- Help to shape and support proposals through contributing to feasibility work
- Provide assistance and support in obtaining relevant funding and finance to deliver development potentially through some of the mechanisms and sources outlined in the Appendices.

#### **Valley Gardens**

A heritage led regeneration scheme of grants and street and open space enhancements could be part funded by the Heritage Lottery Fund and/or English Heritage.



Local shops on Beaconsfield Road

## 06 Preston Park West - Green Gateway

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### OVERVIEW

The Preston Road West area is one of the main arterial routes into the centre of Brighton & Hove.

Its character is of a grand avenue, it being largely tree-lined along the western side with large properties set back from the road and bounded by the large open space of Preston Park to the east. In addition to this, the area incorporates The Rookery gardens and some high-quality, historic residential units. However, the park whilst providing a pleasant environment, with a cluster of attractive buildings at its southern end, does not have an easily accessible and welcoming entrance, located on the southern apex of the park and an awkward junction. The Rookery Gardens are attractive, unusual and well maintained but are also not optimised, with little active usage and poor integration with the larger park. Notwithstanding this, the route has a relatively high environmental quality and creates a positive perception of the area and provides a 'green gateway' to Brighton & Hove. There are a number of attractive, historic buildings in the study area which contribute to its character, these include Preston Manor, within the park, St. Augustine's Church, the Duke of York Theatre and the fire station on Preston Circus.

### ISSUES

#### **Un-let, run-down, inappropriate commercial accommodation**

The lower end of Preston Road, between the highway and the railway, is occupied by privately owned employment uses in large floor plate buildings of 8-9 storeys. Several of these have been vacant for some time and have become vandalised and covered in graffiti. Possible reasons for the lack of interest in these properties are their location away from the city centre and public transport connections, as well as the internal specification not meeting modern office requirements. The longer term viability of large scale employment activities at this location is uncertain, particularly if the proposals for the Commercial Quarter go ahead.

City College also own a building just south of Dyke Road Drive. Given their plans to consolidate their premises onto the Pelham Street and Wilson Avenue campuses this site could well be up for redevelopment in the near future.

The self storage building located off South Road to the north of the study area and just on the edge of the Preston Village Conservation Area is considered inappropriate for this location and could be sensitively and more intensively redeveloped, along with the adjacent private bowling club, to enhance the conservation area provided that an alternative location for the bowls club can be found.



Derelict Anston House



Office building converted into a hotel



Poor interface with the street on Preston Road

**Poor enclosure and interface with the street**

The line of mature trees along the boundary of the park creates enclosure to the east of Preston Road, however the majority of buildings on the west are set well back from the street and undermine the sense of enclosure. The resulting landscaping strip is not a useable piece of green space and some of the forecourts of the newer buildings lack greenery and are dominated by cars.

Due to the depth of the setback the residential properties do not create a sense of overlooking of the park which would increase safety and encourage more people to use the street after dark.

The private bowling club presents a blank wall to Preston Road at this sensitive location opposite the entrance to Preston Manor and within the setting of the Conservation Area.

**Poor legibility**

As mentioned in the London Road Central Chapter the northern approach to Brighton along the A23 is convoluted and does not represent desire lines. Figure 11 below illustrates the current traffic flows. The cycle routes through this area are also particularly poor. Southbound cyclists enjoy a segregated cycle lane on the park side buffered from the heavy traffic by trees but are required to cross the road at the southern end of Preston Park and follow a route along Campbell Road and then Providence Place, which requires many stopping points and although an official cycle route is poorly marked. Southbound cyclists are required to cross the road at the southern end of Preston Park and follow a route along Campbell Road and then Providence Place, which requires many stopping points and although an official cycle route is poorly marked. On the west side the pavements are narrow and the cycle lane is in the roadway.



Indirect cycle route at the southern end of Preston Road



Figure 11: Existing traffic movement in the Preston Park West area

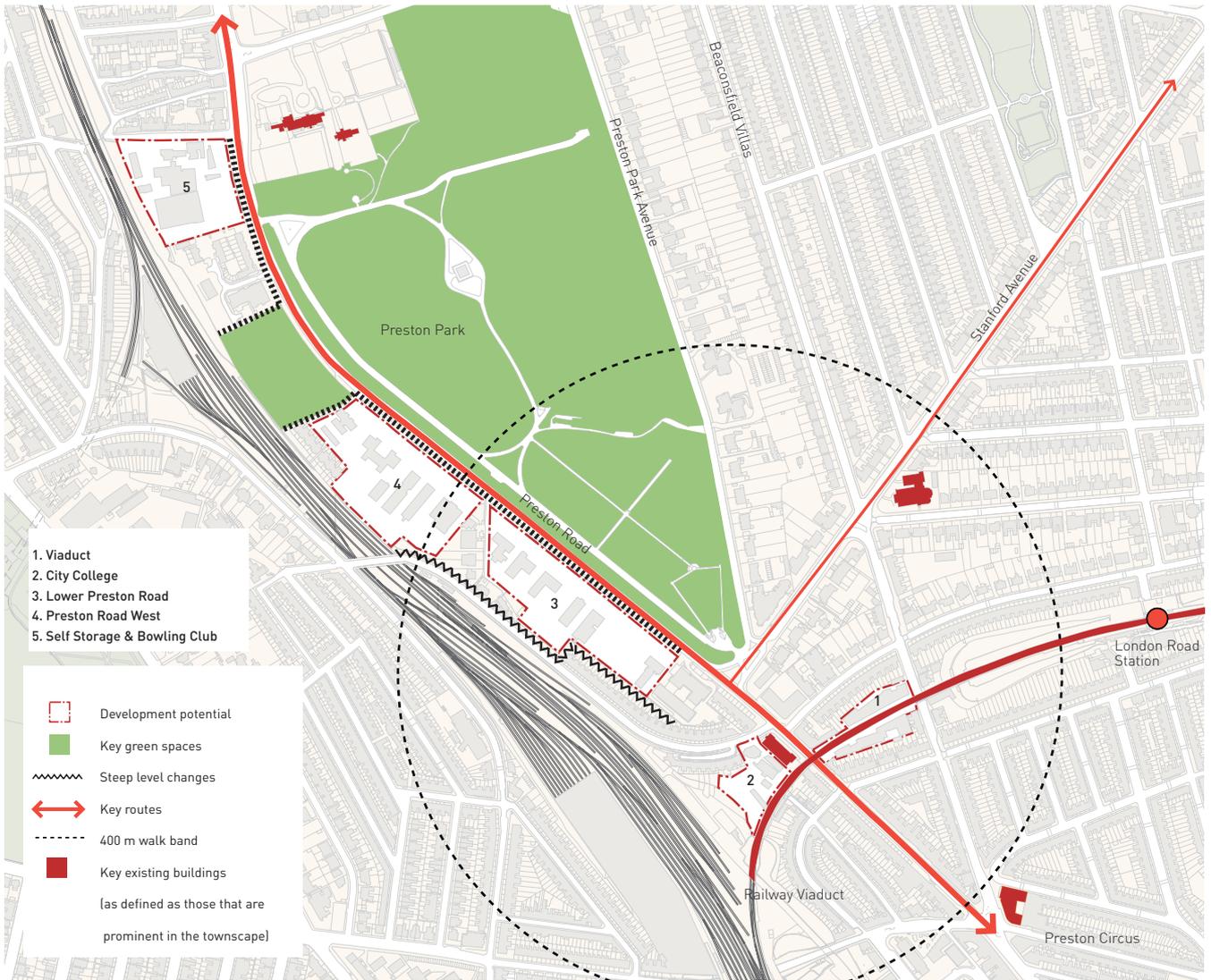


Figure 12: Issues and opportunity sites within Preston Park West



Figure 13: Regeneration and urban structure proposals within Preston Park West

## PROPOSALS

### High quality mixed use neighbourhood

The proposal for the western side Preston Road from the junction of South Road to Dyke Road Drive is to intensify development by eventually bringing the building line closer to the street. The purpose of this is to create better enclosure to the street and surveillance of the street and park. It would also allow more efficient use of the land in this attractive location.

To ensure a critical mass of development within the Commercial Quarter (see page 36) it is recommended that the majority of commercial activity is proposed in the Commercial Quarter. However, there is also potential for a small commercial cluster around the viaduct and lower end of Preston Road in sites 1, 2 and 3. Given that several of the commercial buildings have stood empty for many years it is accepted that they may need to be redeveloped to provide fit for purpose office space alongside residential development and small scale retail or other A class uses, subject to planning permission.

Recognising the fact that this is a well established residential area we expect change to happen here incrementally (site 4). Some sites will be ready for redevelopment in the short term, whilst others will only come forward once the existing buildings have come to the end of their life. A design code may be the appropriate tool to influence new development as it would set out parameters and standards for all new development to ensure that it is working towards the character of street expressed in this document and to prevent overly intensive development.

New development on all sites should:

- Respect a common building line which is closer to the edge of the footway to create enclosure to the street
- Face Preston Park to create live frontage to the street
- Have a front entrance onto Preston Road to encourage activity on the street
- Be of a scale appropriate to this central and accessible location and the context of the steeply rising cliff to the west
- Be of exemplary environmental standards as a statement to new visitors to Brighton & Hove of the city's commitment to sustainability.

Given the heights of existing buildings, the topography and the desire to create enclosure to the street the western edge of Preston Road is considered appropriate for tall buildings (more than 6 stories) that enhance and improve upon the appearance of existing buildings fronting the west of Preston Park. This area is identified as a corridor for tall buildings in the Council's SPG15 on Tall Buildings and reference should be made to SPG15 for detailed guidance on the design, siting and height of such buildings.

Quick Analysis	
Regeneration Potential	Medium
Priority	Medium
Timescale	Short, medium & long term
Cost	Medium
Risk	Low

### Viaduct (site 1 on Figure 12)

The space underneath the viaduct arches creates an interesting, secluded environment currently occupied by businesses, such as Travis Perkins, not entirely appropriate in what is predominantly a residential environment, given their dependence on car borne customers and the nature of their business.

To encourage niche markets to expand and promote entrepreneurialism in accordance with the 'Diamond' aspirations and the need to maximise all employment land within the city it is proposed that this quirky environment is used for creative businesses who are looking for bespoke accommodation in a high quality, unusual environment. Given the secluded nature of the site the design of the buildings could be contemporary and fun without impacting on the surrounding environment reflecting the nature of the businesses within them and attracting visitors and trade despite the 'off the beaten track' location.

Quick Analysis	
Regeneration Potential	Medium
Priority	Low
Timescale	Medium term
Cost	Medium
Risk	Medium



Under used arches of viaduct

### Public Realm

The quality of the public realm is generally higher in this area than other parts of the study area. However, there are still elements which could be improved.

### Preston Park

The approach to the southern end of the park is very visible as you travel northwards from Preston Circus towards the park. It is therefore an opportunity to create an attractive gateway that reflects the quality of the rest of the park, draws people into it and opens up views of the rotunda. The public realm on the approach to the park should also be improved through improving the pedestrian crossing and the surface materials adjacent to the park.

Quick Analysis	
Regeneration Potential	Low
Priority	Low
Timescale	Short - medium term
Cost	Low
Risk	Low

## Viaduct

The viaduct is a prominent, attractive and historic landmark that can be seen from numerous vantage points across the north of the city and marks the transition between the city centre and Preston Park. However, it currently only acts as a landmark during the day, an imaginative lighting scheme is therefore proposed which would emphasise the viaduct after dark. Obviously, any detailed proposals would need to take into consideration the residential amenity of nearby dwellings and the mitigation of light pollution.

The railway arches approaching London Bridge Station is a comparable example of where lighting has been used to good effect to highlight the architecture of the structure and illuminate the tunnels underneath it to improve safety for pedestrians.

Quick Analysis	
Regeneration Potential	Low
Priority	Low
Timescale	Short term
Cost	Low
Risk	Low

## Movement

By contrast with the section of Preston Road south of Stanford Avenue (see above), the section that runs alongside the park is a straightforward two-lane single carriageway that carries important buses and general traffic in both directions. Other than in respect of improved pedestrian facilities at the junction with Stanford Avenue, there are no pressing needs for change, although all opportunities to improve the attractiveness of bus services along this corridor, including inbound bus lanes in appropriate locations, should be pursued. It will be increasingly important to provide buses with the greatest feasible competitive advantage over travel by car, although the extent to which transfer from car to bus is achievable would depend in large part upon the success of the next stages of Brighton's park and ride strategy and also possible future congestion charging initiatives.

It is noted that excessive vehicle speeds may be a problem on this section of Preston Road, and this is likely to be related to the fact that built development is generally set well back from the street on the western side. Providing more formal and informal pedestrian crossing facilities inking to the park could help to break up the strong linearity of the street and encourage drivers to be more circumspect and hence travel more slowly.

Quick Analysis	
Regeneration Potential	Low
Priority	Low
Timescale	Short term
Cost	Low
Risk	Low



The existing southern entrance to Preston Park identified for improvement

## SUMMARY OF PROPOSALS

- Creating a high quality, environmentally sustainable, mixed-use neighbourhood with a strong interface with the park serviced by local amenities.
- Emphasising the role of the viaduct as a landmark for the area
- Utilising the area beneath the viaduct as space for creative industries in a high quality environment.

## DELIVERY

### Opportunity sites

The vision for Preston Park West is to maintain and enhance the green gateway to the city, characterised by a high quality residential and park land environment with local amenities. It represents an opportunity for high-value development, from which, contributions could be secured through S106 contributions to support other, less potentially financially viable proposals highlighted in this report.

In order to help achieve the vision for Preston Park West, the opportunity sites listed below have been identified and agreed with the Council.

- Anston House and adjacent plots: These sites are all understood to be privately owned and were developed some time ago for large-scale employment uses. Large elements of the employment floorspace are un-let, have been vacant for some time, or are derelict. The collection of sites represent an opportunity for intensification and redevelopment for commercial-led mixed uses.
- London Gate: It is understood that the London Gate site is to be refurbished for continued employment use. The long-term economic sustainability of large-scale employment developments in this location is uncertain and the site could represent an opportunity for redevelopment in the medium to long-term for residential uses
- City College site: The City College site is a small, discreet satellite facility associated with the main campus at Pelham Street. Depending on the College's estate strategy, this facility could potentially be released for redevelopment for other small scale employment or residential uses. The building is identified as being of particularly high-quality and should be secured for the future as part of any redevelopment or refurbishment

- Self storage and bowls club: These sites represent small scale, self-contained redevelopment opportunities for uses more aligned to the vision for this sub-area such as high-quality residential or small-scale employment. As part of any redevelopment, the Council would need to work with the Bowls Club to locate and secure an alternative facility, potentially within Preston Park.

### Progressing interventions at the opportunity sites

The objective for Preston Park West is to facilitate the phased re-positioning of the area as a location for high-quality residential development. Given the requirement not to forgo any employment floorspace, central to this will be the development of a mechanism that could offset any losses of employment floorspace along Preston Park West with commensurate gains elsewhere.

The short-term focus for the Council in this sub-area should be the development of an appropriate planning policy strategy that could facilitate the phased redevelopment of derelict and low quality employment sites in Preston Park West in order to support the vision for the sub-area.

### City College Site (Site 2 on Figure 12)

Further to the interventions at the Preston Road employment sites noted above, the small City College site also represents an opportunity for redevelopment in the short to medium-term. This is predicated on the College undertaking a programme of estate consolidation and redevelopment. In the immediate term, the Council should therefore seek to work in partnership with the City College to understand and plan for its wider estate strategy.

If the site does become available in the future, it could be disposed and marketed for redevelopment for alternative uses that would complement the vision for this sub-area such as residential or small scale employment. This could be promoted by an appropriate planning policy that recognises the high quality of the building and ensures it is preserved and enhanced as part of any redevelopment. However, given the quality of the building and its strategic location within the sub-area, the Council may consider undertaking more detailed feasibility work that seeks to outline options for the most appropriate future uses for the building and provide greater understanding of the financial viability of those proposals through development appraisal and testing. This could be supported with a detailed delivery, implementation and procurement plan.

### Preston Road West sites (Sites 3 and 4 on Figure 12)

The opportunity exists to precipitate the transition in land use along Preston Road West from commercial to residential. This is based on the principles of design, trends in the City's office market and the opportunity afforded by the New England Quarter and other interventions outlined in this report to focus employment uses in the London Road Central sub-area in and around the station. Inherent to this strategy is the requirement for any losses in employment floorspace at this location to be offset with increases elsewhere in other more appropriate areas such as London Road Central.

All of the commercial sites at this location are understood to be in private ownership and the Council does not currently have any direct control over land. The Council should consider whether there is a compelling case for it to intervene in land control in this location or leave it to the private sector to deliver change. The sites all represent opportunities to create value given the proposed land uses and the ability to use any of this value to cross-subsidise other potentially less financially viable developments such as at London Road Central should be interrogated and explored.

The most appropriate mechanism for facilitating the opportunities outlined above may be through changes to planning policy. The value profile of the proposed high quality residential uses is such that redevelopment should be capable of being delivered by the private sector development market in response to a revised planning allocation.

In order to advance the proposed interventions at the Preston Road West sites, the Council may consider undertaking the following further detailed feasibility analysis:

- Masterplanning, urban design and urban capacity assessments to assess potential future layouts, building densities, massing and heights
- Production of a planning strategy that provides a programme of the statutory planning requirements need to advance redevelopment
- Financial viability analysis to test the ability of the private sector to deliver change and the potential level of S106 contributions.

### Self storage, Garage & Bowls Club (Site 5 on Figure 12)

These two sites represent relatively small, discreet opportunities for redevelopment and do not represent high-priorities for delivering the vision set out for this sub-area. Neither site is particularly well aligned to the vision of high-quality residential development and could be redeveloped.

An appropriate strategy for the self-storage facility would be to create and adopt planning policy that allows for new, residential development and allowing the market to make an appropriate response. The same strategy could also be applied to the bowls club site. However, redevelopment of the bowls club would need to be preceded by a strategy to relocate the existing activity to another appropriate location.

Development of the corner garage site should respect the building line, scale and form of the historic development in the Preston Village Conservation Area. Development to the south of the Conservation Area will need to preserve and enhance the setting of the conservation area and its listed buildings by effecting a sensitive transition between the heights and building lines of the modern housing development to the south of the historic village.



## 07 Summary of Recommended Actions

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**This chapter sets out Urban Initiatives recommendations for taking the Regeneration Strategy forward by providing overall recommendations about how the strategy could be reflected in the emerging Local Development Framework. Recommendations for the next steps for each study area are then presented in a summary table.**

### Taking the Strategy Forward

It is recommended that an AAP to cover the three study areas investigated for the LR2 Study is taken forward. This would allow the comprehensive regeneration of this complex area, which has strategic importance both regionally and city wide, and is subject to significant change and development pressure, to be properly addressed. It is recommended that only one AAP is taken forward, in view of the interrelationship between the areas, with particular reference to use allocations and transport and movement.

The AAP should contain a spatial strategy for the area, which sets out the key issues and proposes visions for the future growth and development of the area. We recommend that this be based on the findings and visions as set out in this study as well as further consultation undertaken during Issues and Options stages. From this spatial strategy, it is likely that a number of cross cutting policies would be developed that would be relevant across the entire study area and would contain, transport and movement, open space and waste.

The AAP should also consider the following sub areas;

- Lewes Road from north of the University, to include Moulsecoomb station, to south of the Vogue gyratory to include the shopping parades comprising the District centre. (Knowledge and enterprise neighbourhood)
- London Road Central, the area as set out in this study.
- Preston Park West- (The Green Gateway)

Detailed planning policies for each of the sub areas should then be prepared, to clearly direct change and these should build on the overall spatial strategy.

The AAP should also identify development sites, with site allocations and their preferred uses identified.

Finally, there should be a chapter on Implementation.

The Core Strategy specifically identifies the LR2 area it as an area that needs to take positive measures to improve its attractiveness. We recommend therefore that the diagrams illustrating regeneration, urban structure and active frontage within the LR2 study are adopted for development control purposes as interim guidance before the preparation of an AAP to ensure that proposed critical linkages and spaces are made and preserved.

<b>LEWES ROAD</b>	
<b>PROPOSALS</b>	<b>EARLY ACTIONS</b>
General	<p>Preparing a Masterplan for the Lewes Road Knowledge Neighbourhood, which can be adopted as a Supplementary Planning Document.</p> <p>Identifying potential funding streams for each proposal to enable project development to accord with the requirements of funders.</p>
Relocating Moulsecoomb Station to the southern end of the Moulsecoomb Campus of the University of Brighton to improve its accessibility and place it at the heart of a growth hub.	Initiating discussions between Network Rail, the universities, Preston Barracks and Brighton & Hove City Council regarding the potential for relocating Moulsecoomb Station.
Developing the knowledge economy by encouraging entrepreneurialism in graduates through providing them with business start up support.	Preparing a joint between strategy The University of Brighton and Brighton & Hove City Council for taking forward both the physical and non-physical aspects of the Knowledge Neighbourhood.
	Creating a specific site allocation for an Innovation and/or Incubation Centre on the Moulsecoomb Campus and University of Brighton car parks.
	Preparing a development brief for the University Car Parks
Creating a vibrant, balanced residential neighbourhood in this accessible location to bring life to the streets and assist viability of local shops and services	Establishing a 'Living over the Shop' initiative.
Revitalise existing District shopping facilities along Lewes Road	Ensuring that retail policy in the core strategy seeks to actively address any decline in these retail centres and to maintain their ranking in the hierarchy to ensure that the wider area is sustainably regenerated and that the community have access by foot or public transport, to a range of centres, (not just local) for their needs.
	Securing funding for and implementing a shopfront improvement scheme.
Redesigning the Vogue Gyrotory to simplify it and intensify the surrounding land uses improving their interface with the street.	Initiating a feasibility study into the redesign of the Vogue Gyrotory.
	Ensuring that specific measures to address congestion at a city-wide level are included in the Core Strategy.
Improving the public realm by enhancing Saunders Park and Woodvale Cemetery and addressing the blank frontages tree planting and other environmental improvements to the streets and buildings.	Embedding public realm proposals in the next review of Open Space Study, Parks and Green Spaces Strategy and Action Plan.
	Embedding recreation proposals for Saunder's Park in the next review of Council's City Sport Strategy, Active Living Strategy and Play Strategy.

<b>PRESTON PARK WEST</b>	
<b>PROPOSALS</b>	<b>EARLY ACTIONS</b>
Creating a high quality, environmentally sustainable, mixed-use neighbourhood with a strong interface with the park serviced by local amenities.	Preparing a design code to inform new development on the western edge of Preston Road.
	Commencing discussions between City College and Brighton & Hove City Council regarding the College's future plans for its estate.
	Investigating the case for Brighton & Hove City Council land control in the area
Emphasising the role of the viaduct as a landmark for the area.	Commissioning a local lighting designer to prepare a lighting scheme for the viaduct.
Utilising the area beneath the viaduct as space for creative industries in a high quality environment.	Creating a specific site allocation for Sites underneath the Viaduct for small business start ups.

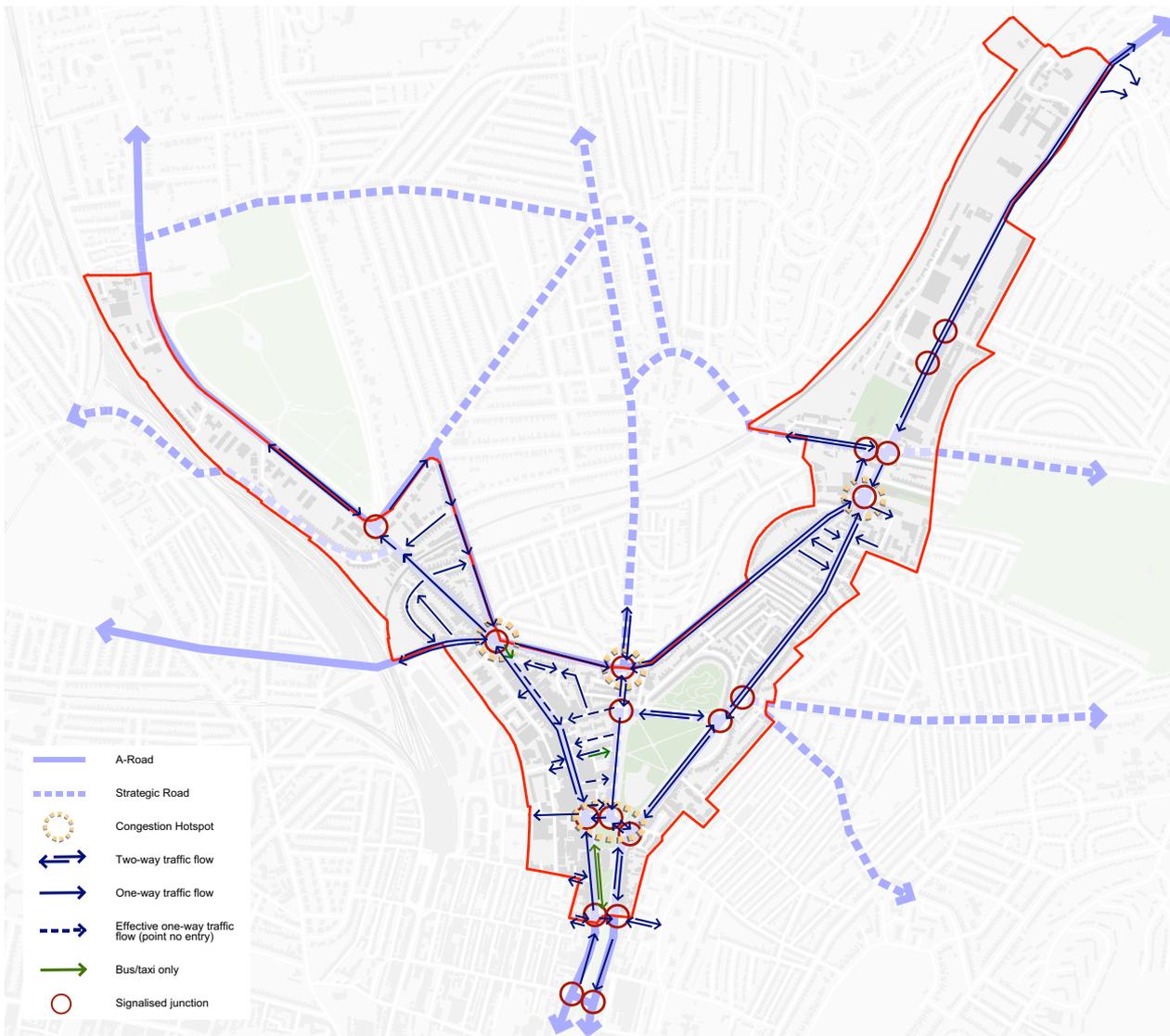
LONDON ROAD	
PROPOSALS	EARLY ACTIONS
General	Preparing a detailed Masterplan for London Road Central, which can be adopted as a Supplementary Planning Document.
	Establishing a 'Living over the Shop' initiative.
	Identifying potential funding streams for each proposal to enable project development to accord with the requirements of funders.
	Commencing feasibility work to establish the full extent of the opportunity for London Road Central before progressing other workstreams further (see pages 42 & 43 for details)
Creating a Commercial Quarter as phase II to the New England Quarter.	Putting forward a preferred option in the Core Strategy that reflects the recommendation of a new Commercial Quarter for the City based adjacent to the station, which provides for high specification, large floorplate office development with ancillary uses
	Creating a specific site allocation for a Commercial Quarter east of Brighton Station.
	Creating a partnership between Brighton & Hove City Council and City College to establish the full extent of the role the College could play in the success of the Commercial Quarter.
Improving the retail environment, including revitalising the Open Market;	Ensuring that retail policy in the core strategy seeks to actively address any decline in these retail centres and to maintain their ranking in the hierarchy to ensure that the wider area is sustainably regenerated and that the community have access by foot or public transport, to a range of centres, (not just local) for their needs.
	Preparing a public realm strategy as part of the Masterplan for London Road Central.
	Creating a specific site allocation for the Open Market.
	Ensuring that the lease between the Council and Open Market Traders reflects the principles set out on page 38.
Creating a legible pedestrian route from the station to The Level through the New England Quarter.	Adopting Figure 10: Active Frontage for development control purposes as an interim measure before the AAP and detailed masterplan are prepared
Creating a Cultural Quarter focused around St. Peter's Church and building on the proposed mixed used development at Circus Street.	Creating a specific site allocation for the use of St Peter's Church as an arts/creative industries venue.
Transforming Valley Gardens into a Green Boulevard leading to the seafront which could be used as valuable green space and be a grand civic gesture.	Ensuring that current proposals for improvements to The Level and Valley Gardens do not jeopardise the implementation of the Green Boulevard Concept
	Preparing a strategy for the delivery of the Green Boulevard
	Preparing concept designs for the Green Boulevard (possibly through an international landscape architecture competition)



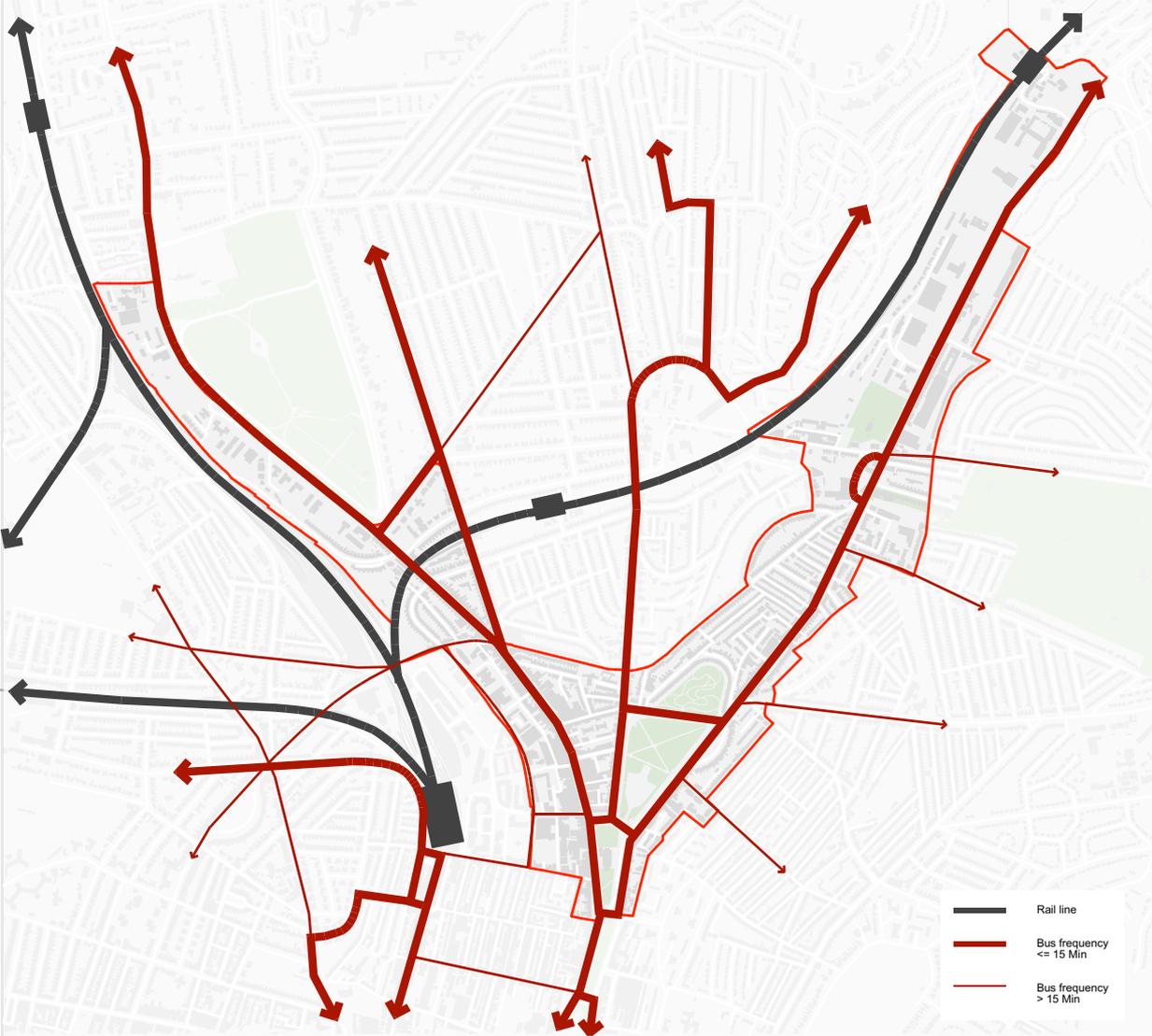
## Appendices

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## Appendix 1: Current traffic movements throughout the study area



Appendix 2: Existing public transport routes through the study area



## Appendix 3: Townscape Analysis

### **a: PRESTON ROAD**

Predominantly 2-4 storey 80's residential development, mostly inward looking. A bowling club is located to the north of this section.

### **b: THE ROCKERY**

A Landscaped rockery on steep slope that leads up to the railway lines and overlooks Preston Park.

### **c: PRESTON PARK COMMERCIAL STRIP**

5+ Storey office blocks overlooking the park set back from street surrounded by surface car parks.

### **d: PRESTON PARK VILLAS**

Large Victorian villas looking onto Preston Park.

### **e: UPPER LONDON ROAD.**

A largely intact section of Victorian residential street with high quality 3 storey Victorian terraced housing and limited secondary retail and small office uses on ground floor.

### **f: LONDON ROAD HIGH STREET**

Traditional/ historic high street with medium quality 3-4 storey Victorian terraces, with a mixture of different types of retail and commercial activities on ground floor with residential / small scale commercial uses above.

### **g: NEW ENGLAND STREET**

The main structuring route of the emerging New England Quarter. Many underutilised sites on both sides of the road including largely vacant 1960's office blocks and a number of low value employment uses.

### **h: TRAFALGAR STREET**

Defines the northern edge of North Laine. To the north of Trafalgar Street development becomes coarse grained 1960's- 1980s development.

### **i: GRAND PARADE WEST**

Defines the western side of Valley Gardens space around St. Peter's Church and is formed of Regency and Victorian Terraces.

### **j: GRAND PARADE EAST**

Predominantly 4-6 storey Victorian and Regency residential terraces and office buildings overlooking and defining the Grand Parade.

### **k: LOWER DITCHING ROAD**

Mainly 2 storey commercial Victorian residential buildings facing onto The Level with a mixture of uses at ground level.

### **l: THE LEVEL EAST**

Predominantly 3-4 storey Victorian residential buildings facing onto The Level. Hanover Crescent to the north of this section has a blank wall onto the Level and creates poor frontage onto the green space, despite its listed status.

### **m: UNION ROAD**

Defines the northern edge of The Level. It is bounded by Park Crescent presenting a blank wall facade onto a wide carriageway and the Level. Large junctions are located either end of the street.

### **n: ROUND HILL SOUTH**

Residential Victorian terraces to the south with Round Hill Housing estate to the north where dwellings are set back from the back of the footway providing poor frontage onto the street.

### **o: LOWER LEWES ROAD**

A traditional Victoria residential street with 3 storey Victorian terraced housing.

### **p: LEWES ROAD HIGH STREET**

A largely in tact section of Lewes Road high street with medium to low grade 2-3 storey Victorian terraces with shops and commercial units on ground floor. The eastern side of the road has a wider footway and is more successful. Some community uses are also located along this section of the corridor.

### **q: VOGUE GYRATORY**

Dominated by a large highway junction which has obliterated many former uses, leaving an island of low value and fragmented uses including a petrol filling station and a Sainsbury's supermarket

### **r: LEWES ROAD SECONDARY RETAIL**

Good quality Victorian terraces with small shops on the ground floor with some community buildings which are set back from the back of the footway.

### **s: THE BARRACKS**

Compromised by a difficult topography which has resulted in a blank retaining wall onto the street in front of vacant land and retail warehouses.

### **t: THE ACADEMIC CORRIDOR**

Dominated by the University of Brighton campus to the west which is set back from the road in a sea of car parks and terminating in the north with Moulsecoomb Place and Station. The eastern side of Lewes Road consists of post-war suburban housing set back from the road by green islands planted with trees which give the area a very green character.

## Junctions

### **1. STANFORD ROAD JUNCTION**

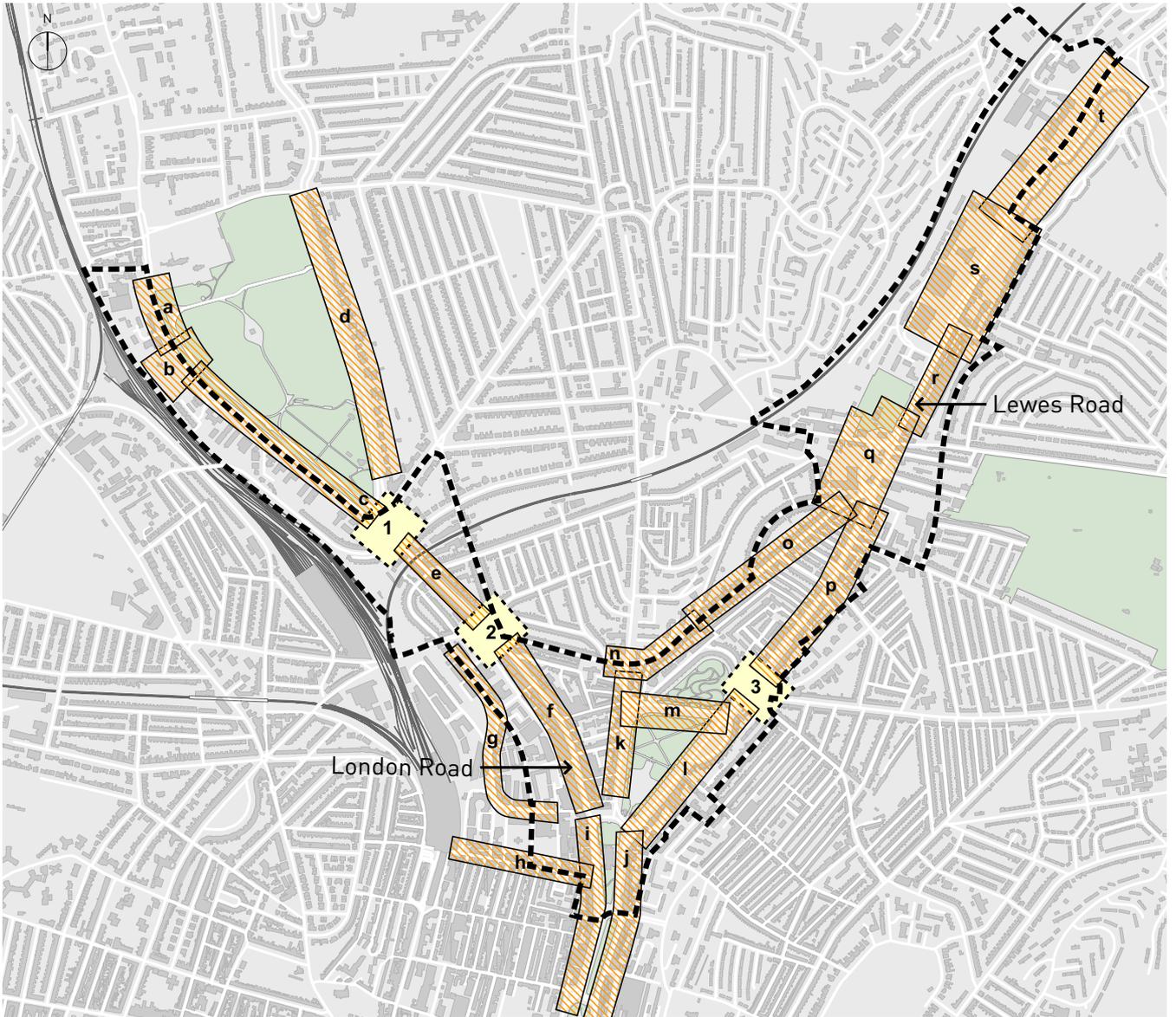
This is a large and complex traffic junction and marks the Gateway to Preston Park from the south and is also where London Road becomes one-way. The high levels of the traffic movement make it difficult for pedestrians to cross the junction and gain access to the park.

### **2. PRESTON CIRCUS**

This is a large and complex traffic junction at the top of London Road and is the junction of 5 key movement routes. The corner buildings that define the circus are of a high standard and give the circus a strong and distinct identity.

### **3: ELM GROVE JUNCTION**

This gateway to Lewes Road high street is characterised by high quality Victorian terraces and the Race Hill Pub on western side and with views to the east of St. Joseph's Church. However, the junction poses problems for pedestrians wanting to cross the roads from The Level to the residential areas to the east and north.



## Appendix 4: Urban Design Analysis

### Continuity and Enclosure

**a place where public and private spaces are clearly distinguished**

Throughout the study area, continuity and enclosure is generally good, largely due to the predominantly pre 20th century townscape of terraced housing. In places where development is post war, continuity and enclosure breaks down, such as Lewes Road, in the vicinity of the University and the retail park and the office and residential development overlooking Preston Park on the east side.

### Ease of Movement

**a place that is easy to get to and move through**

On a strategic level, the area has good accessibility, with two main north-south vehicular routes, which provide good bus accessibility, the close proximity of Brighton main line station as well as Moulsecroomb, London Road and Preston Park local stations. However, on a local level, the infrastructure creates barriers to pedestrian and cycle movement due to heavy, and in the case of Lewes Road, fast moving traffic. Complex one way systems, are a deterrent to cycling and restrict movement. Public realm is poor with few pedestrian crossings and junctions are often complex with many lanes of traffic. The topography of the area also hinders movement, with steep escarpments in particular between London Road and the railway line. East-west movement through the area is poor due to topography and the railway line, which has few crossing points.

### Legibility

**a place that has a clear image and is easy to understand**

The LR2 area has great potential in respect of legibility, due to its two strong north-south routes, and landmark buildings of St. Peter's and the Viaduct, as well as the University cluster and the green sequence of spaces created by The Level and Valley Gardens, however, currently, it just does not quite come together to create an easily navigable place. The one way traffic systems and the lack of east west routes confuse, whilst the long sections of pedestrian barrier railings inhibit pedestrian movements. The two corridors have different characters, which does aid the creation of a mental map of the area and these needs to be further enhanced in legibility improvements. The Council is currently looking into this issue by commissioning a Legibility Study.



Pavillion Retail Park creates a long stretch of blank wall



London Road Train Station



St. Peter's Church is an important landmark

## Quality of the Public Realm

### a place with attractive and well-used outdoor spaces

The public realm throughout the study area is generally poor, largely due to the traffic dominated environment, which has taken precedence in respect of space given over to highway with complex junctions, a lack of direct crossing points, considerable stretches of guard railing and a large amount of road markings. Footways are often narrow, with a wide range of surfacing treatments including paving and black top. Street furniture is in a range of styles, generally utilitarian, with the overall perception of a cluttered streetscape, largely due to traffic signage and equipment, although shopping areas have a preponderance of A boards and bins, restricting ease of movement.

The large green spaces of Preston Park, The Level and Saunders Recreation Ground are valuable but do not realise their potential at present. This is largely due to accessibility issues and the need for a review of facilities and layout. The two small pocket parks of Pelham Square and St. Peter's Street have a scarcity value, with Pelham Square attractive and well used by workers at lunchtime. The St. Peter's Street park has benefited from recent improvements and is in a key site fronting onto St. Bartholomew's Church. However, it is not inspiring or inviting, with few facilities, little enclosure, (except by railings) and surrounded by highway on three sides.



Preston Park

## Diversity

### a place with variety and choice

The study area exhibits a healthy mix and balance of uses, which allows long term day and evening vitality and activity, with few areas of conflicting uses noted. The area has a large residential population, located predominantly within the streets running perpendicular to London Road and Lewes Road, with retail, commercial and educational uses focused along the main traffic routes.

Commercial uses are an important component of the area, to ensure its long term sustainability and in some locations these are gradually being lost to residential development, key to their retention will be the provision of a range of floorplates sizes and qualities. Currently there is a disproportionate level of low grade retail, office and commercial with fewer larger floorplates attractive to the current market.

Due to the seasonal nature of the current tourism offer and the university term times the area a different atmosphere and use of spaces is apparent at different times of the year.



Diverse mix of uses in the North Laine area

## Adaptability

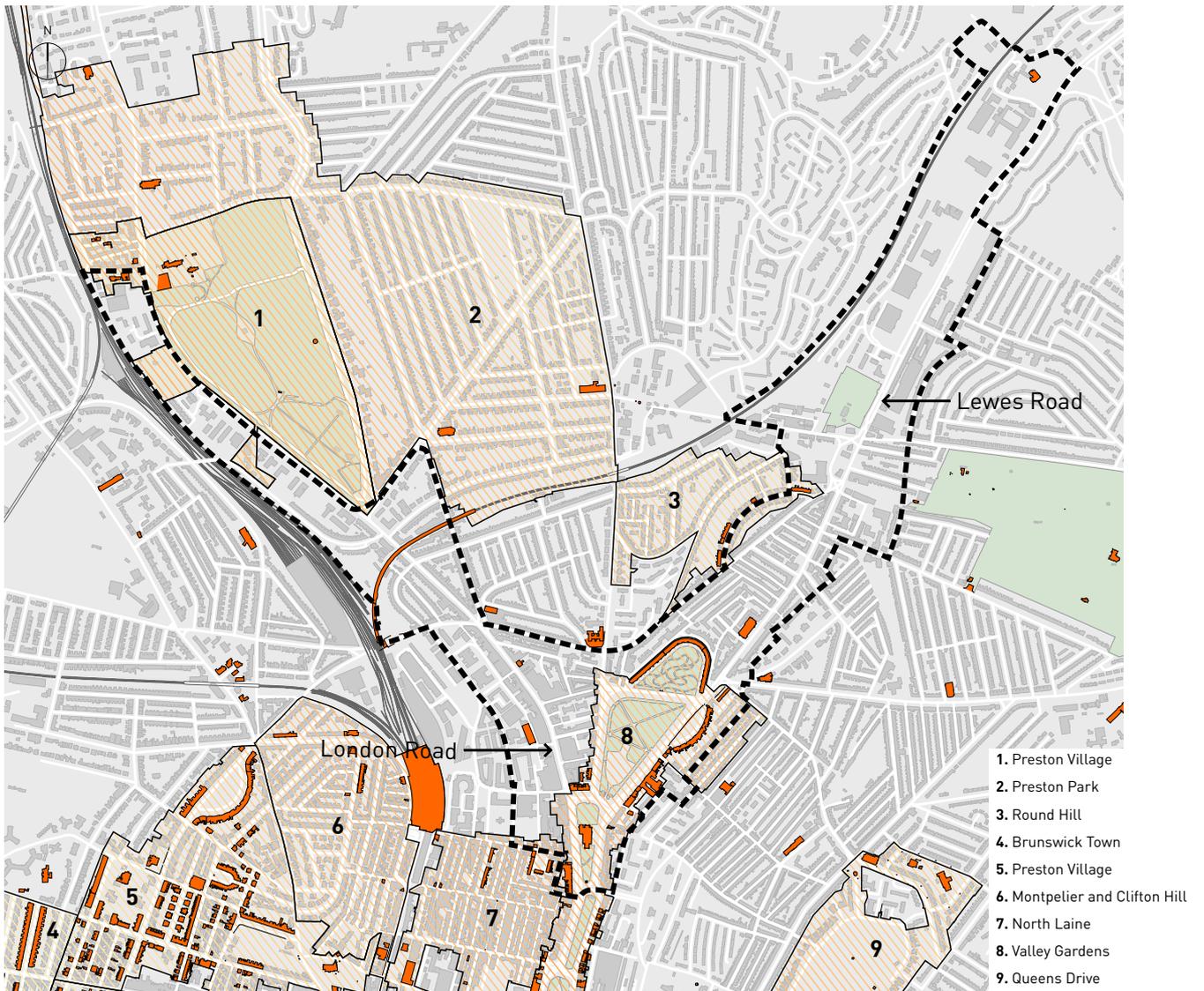
### a place that can change easily

In view of the area's historic townscape, much of the built form is fine grain, which has allowed conversion and change over time, with even a larger floorplate former office block having been refurbished as a new hotel. The wide mix of uses and good accessibility allows the area to evolve and adapt, but it will be critical to the long-term viability of the area that the few development sites, provide bigger floorplates to complement the many smaller units and maintain the wide range of uses.

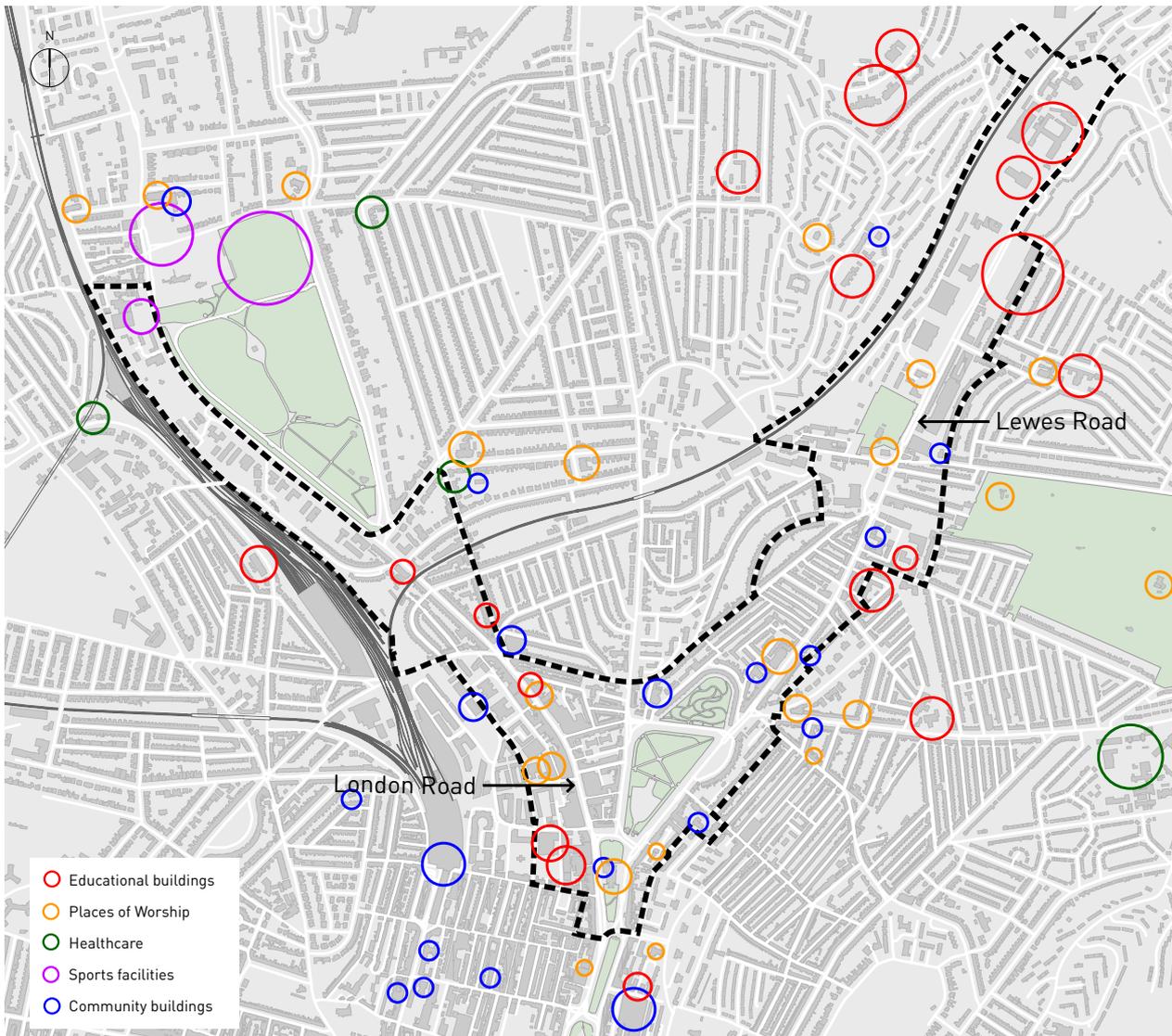


Office block converted into a hotel on Preston Road

## Appendix 5: Conservation Areas and Listed Buildings



## Appendix 6: Key community facilities serving the study area



## Appendix 7: Procurement Options

The ability of the Council to procure the right partners to the various project, whether they be developers, contractors, advisors, purchasers or occupiers will be key to their success.

The delivery options set out above do not reach any firm conclusions at this stage but the overall suggestion is that no one model will provide the optimum basis for the delivery of all of the projects based on their varied nature and differing objectives. The Council needs to give careful consideration to those projects it considers to be a priority and undertake further feasibility work before a preferred strategy is adopted.

Therefore, whilst the delivery vehicle issues remain unresolved, the issue of procurement cannot be completed. However, it is important to consider some key principles at this early stage of the delivery process:

**OJEU:** This is now a widely recognised method of procurement. However, is better suited to large-scale projects that are suited to large-scale commercial operators. This is because it is generally costly and time-consuming to undertake and it is only the larger businesses that have sufficient resource to tender for work on this basis. It will be important for the Council to consider where OJEU is required and where it is not and whether, in some instances, it is better to package a project up in such a way as to avoid procurement using this route.

**Limited Tender:** This approach is suitable for smaller scale projects and is generally viewed by prospective bidders to be quicker and cheaper than the full OJEU process. Well placed advertising, and a clear marketing strategy may mean this is the best procurement option for a number of the smaller, more sophisticated projects.

**Framework Panels:** Where a number of different land uses are required, or more local developers / contractors are better suited to the project, it may be beneficial to set up Framework Panels which could comprise two or three different prospective suppliers. Under this system, different suppliers can be given different and distinct roles within a multi-faceted project provided they are working within a robust overarching structure and set of criteria.

**Direct Appointment:** In rare circumstances, it may be appropriate to approach one operator or provider only. This would need to be considered carefully but should not be ruled out if it helps deliver the particular mix of output that is sought. This is perhaps most appropriate where the nature of the project is highly specialised and the pool of prospective suppliers is very limited.

## Appendix 8: Delivery vehicle options

Delivering redevelopment at any if not all of the opportunity sites will require a number of different iterations of more standardised approaches. It is too soon to make any specific recommendations on which approaches would be most appropriate for each site, rather this report provides a useful first piece of analysis for the Council to consider before embarking on more detailed site-specific analysis. This might include the development of a comprehensive feasibility, funding and delivery strategy to provide greater clarity on the development economics of a number of potential redevelopment projects.

This section of the report provides an overview of possible structures that will enable different management techniques and participation by the parties involved. We do not recommend a preferred structure or approach to any of the given opportunities at this stage as this can only be established once a clear understanding of all the parties' objectives have been identified. However, taking into consideration the different management, bankability and objectives of each of the structures, it will become clear that certain structures will have advantages over others in respect to individual interventions.

The most suitable structures will enable the Council and its partners to optimise financial and delivery objectives whilst minimising their exposure to risk.

Set out below are the different parties that can make up the "delivery team" in any of the proposed opportunity sites outlined in this report. Different projects will contain different mixtures of parties and will not require all these roles to be filled or may require them to be packaged and arranged in different ways to meet the specific requirements of that project.

### The Council

The Council's objective should be to provide a manageable series of development projects within a robust framework which incorporates the interests of other stakeholders whilst retaining control of overall planning and deliverability and facilitating the recoupment of infrastructure costs and financially unviable land uses by way of S106 contributions.

Key objectives of the Council in any of the given projects should be to:

- Maintain / influence control of the quality of the development
- Maintain / influence control of the sustainability of the development
- Ability to replace developer partners in cases where there is under or non-performance in accordance with established terms of reference
- Securing an appropriate financial return or returns in lieu of financial payments such as S106

However, where the non-compliance of third-party interests threatens the comprehensiveness of a regeneration project, a more significant role for the Council may be required to deliver the project in the form of CPO. A CPO strategy may be required to ensure that the comprehensive objectives of a project can be secured. In such instances, the Council should seek legal advice to ensure that any planning and strategic decisions made in the short-term will be made with a potential CPO justification in mind.

### Infrastructure Contractor

The Infrastructure Contractor's (IC) objective is to maximise profit through an infrastructure contract. The IC will not provide bridging finance between the costs of infrastructure and S106 monies and the IC will expect to be paid in terms of a standard construction contract either with the Council or a third party developer.

There is potentially a requirement for an IC at a number of projects throughout the three sub-areas.

### Master Developer Partner

There is potentially a role for a Master Developer Partner at a number of the projects within the sub-areas, particularly with regard to London Road Central and Lewes Road where are opportunities for a number of large-scale and comprehensive redevelopment projects which include significant new floorspace, buildings and infrastructure.

An MDP will anticipate some form of development alliance with the Council by way of land development rights, overage agreements, claw-back, preference shares, delayed land payment etc and will expect to have a close relationship with the Council by way of a partnership, company or contract as outlined below. The MDP will need to demonstrate a track record and ability in working successfully with the public sector and in delivering the type of project sought in that instance. The MDP will also need to have the ability to utilise tax advantages and carry realistic levels of debt within this type and scale of project.

The key objectives typically sought by an MDP are:

- Certainty of land ownership
- Certainty of planning and design requirements
- Flexibility to develop in accordance with market demand / need
- Ease of commercial decision making

### Third Party Developers

TPDs will generally be companies or developers which have particular areas of expertise such as residential, retail or commercial and will focus on a particular part of a larger development site or independent sites in isolation. These developers will have similar objectives to the MDP, however they will particularly seek to maximise profit and minimise risk. The TPDs will generally not undertake the overall infrastructure works, other than those contained within their own allocated development site. However, they would expect to pay for contributions to infrastructure works by way of S106 contributions and other mechanisms as outlined below.

## Land Owners

Land Owners are generally aware that any significant regeneration or development of an area will have an impact on land and property values and generally result in an increase in those values. Furthermore, land owners are generally aware that any increase in development rights associated with changes in planning policy and permissions will have a significant change in the value of the land.

Land owners generally seek to maximise their returns, but are generally risk averse, in that they do not want to defer the payment of land and incur development risk.

The views of land owners in Brighton & Hove will play an important part in the overall strategy to deliver interventions across the three sub-areas. This will particularly be the case where the Council does not, and is unlikely to gain control of the ownership of sites which may be the case at a number of sites across the three sub-areas. Careful consideration will therefore be required of the different mechanisms available to encourage landowners to pursue appropriate and high quality development independently or indeed where it would be beneficial to work with the land owner as part of a more formalised structure.

## Funds

Debt funds will seek to maximise security by way of a charge over land or property. This will include guarantees on income, pre-lets, parent guarantees and limitations on risk exposure. As such, the bankability of a project depends largely on the securitisation of the income and property.

Banks require a margin (profit) on the level of funding granted as well as up-front debt raising fees, equity and possibly cancellation fees. Banks and other equity investors require the development to yield a developer profit on cost generally between 13% and 25% and an Internal Rate of Return of between 20% and 35%. They will also require that any MDP or TPD have significant development experience in the size and nature of development to be undertaken. Parties which are shareholders or joint venture partners will have to be credit-worthy and have a track record suitable to the funds.

## Options for Delivering Comprehensive Change

At this early stage in each of the proposed projects across the three sub-areas, there needs to be an agreed set of linked principles that are the basis for decision making in the future. Later, as each of the projects becomes more clearly defined, the principles for delivery of each project will become enshrined in Planning Policy and, later still, contractual agreements with other partners. Any delivery structure must be capable of evolving to respond to changes in priorities as the project advances and as the scheme moves from feasibility to implementation and on through to management.

The skills and resources that are necessary to deliver subsequent early stages such as the feasibility will not necessarily be those required to ensure effective delivery of later stages. Management and overseeing of the delivery process therefore needs to be cognisant of these changing needs, changing skills and resources of the project delivery team. An effective project delivery team requires the right skills of individuals who can work together.

It is important therefore that careful consideration is given to the implications of various delivery options for each of the potential projects on each of the key parties in terms of control, finance, skills, resources and responsibility. This will ensure that the projects are underpinned with an efficient and effective funding and delivery structure.

## Delivery Options

Structures that enable the public and private sectors to participate jointly on a long-term basis offer the opportunity for risk to be managed whilst maximising investment into the project. The public sector needs to consider the level of commitment that they are prepared to make in the individual projects, both in terms of finance and resources. They also need to be clear on the level of risk and responsibility that they are prepared to, and statutorily able to take in working with the private sector.

This is particularly important with regard to the various projects outlined in this report as each project is different from the others with widely differing risk profiles. Together, all of the projects outlined in this report, would represent a significant potential financial and policy commitment to the Council and consideration should be given to those projects that require prioritisation and those that perhaps do not.

Identifying a series of delivery structures which optimise efficiently the balance of involvement is critical if risk is to be managed and the impetus to deliver the mix, quality and overall objectives of the various projects are to be established and maintained.

We have set out below, five delivery vehicle models. Each model has its own set of advantages and disadvantages and will vary in applicability to the proposed projects outlined above for Brighton & Hove.

Whichever combination of projects and applicable delivery options is finally chosen will require the Council to agree their own role and level of responsibility. A separate assessment of this will need to be undertaken once there is greater clarity on the project, financial viability, need for control of land etc.

## 1. Master Development Partner (MDP)

The Public Sector (in this case Brighton & Hove City Council) could, for a number of the proposed projects, form a contractual agreement with an MDP to deliver all of the land uses within a comprehensive regeneration project.

The terms and conditions of the contract could include from the Council, a requirement for the provision of a certain quantum of employment floorspace, new public / community buildings etc. Furthermore the Council's statutory role in policy formation and development control would ensure that the quality of any development is controlled.

The MDP structure is most appropriate where the Council contributes to the relationship, most commonly in the form of land. It yields a potentially strong position for the Council through its land ownership, statutory planning role and CPO powers if required. Funding further required land acquisition could come through a combination of Council funding with the MDP reimbursing these costs in return for a licence for development and subsequent long-leasehold or freehold ownership upon the successful completion of development works (subject to project financial viability).

Key characteristics of the MDP structure are:

- The Council agrees to contract with an MDP
- The Council offers support to the MDP such as the use of CPO etc
- The MDP will refund CPO costs in return for a building licence
- The MDP will only secure title to the land following successful completion of development works

- The MDP will be responsible for the delivery of individual plots / phases within the comprehensive scheme
- The MDP will secure appropriate funding through a suitable combination of debt and equity and agree terms with a funding partner or partners
- The MDP will work with the Council to appoint TPDs
- All elements will be subject to agreement and detailed contract terms.

The MDP model has benefits and drawbacks for both the public and private sector sides. However the need for detailed contractual agreement will clarify the certainty of both parties' commitment to the project.

The main issue is to judge which potential projects outlined in this report are of sufficient size and scale to justify the MDP option.

The MDP will be subject to public sector control though the draw-down of land. However, the public sector may need to know that it will be reimbursed its CPO costs to ensure that it does not suffer financial loss. This will drive the public and private sectors to work together to ensure a financially viable scheme is possible. The MDP might consider that public sector risk of interference, over and above the Council's statutory obligations is high. However, projects may need public sector financial support which will tie the public and private sectors together. To address these concerns, clear "rules of engagement" need to be agreed at an early stage to establish each party's position with respect to their roles and responsibilities in the projects.

The Council would have no control over the day to day activities and financial activities of the MDP with control and decision making being clearly set out in the Master Agreement between the parties and then in individual Development Agreements for each plot / phase.

This option provides the opportunity for the Council to take financial risk and participate in the project on a phase by phase basis. It provides the opportunity for the Council to work with the MDP to ensure that the MDP is not over-burdened with costs to ensure that the financial viability of the project to the MDP and TPDs is optimised.

In conclusion, this approach would appear to have elements that would allow the Council and MDP to meet some of their objectives in relation to a number of the projects in Brighton & Hove albeit that detailed structuring arrangements will need to be accommodated within the relationship to provide flexibility over the duration of the contract.

### Landowner as investor

A number of the potential projects outlined in this report are characterised by the majority or all of the land being in third party ownership and outside of the direct control of the Council. An alternative to an approach where the Council seeks to acquire this land either through negotiated sale or CPO would be to unify the landowners control and objectives with those of the Council through participation in the delivery vehicle.

The characteristics of such a vehicle are:

- The public sector, MDP and existing landowners enter into a newly formed Special Purpose Vehicle (SPV) based on an equity contribution or deemed shareholding
- Each landowner agrees to invest land at value for a return in the profits and their original land value, or to take part value and part land investment
- Upon completion of the development of a site, the shareholders of the SPV will share in the profits of the sale of sites / developed sites
- The MDP will be entitled to a pre-arranged development profit based on cost. Thereafter the landowners would participate in the surplus of the profits.

The advantage of this type of structure is that it allows the local landowners (and possibly the community) to participate in the developments and share in the profits. This structure is also used where there is a short-fall in equity contributions from the shareholders and the existing landowner is invited to contribute the land as equity. It is seldom that more than three or four landowners would participate.

The disadvantages of this structure are:

- Landowners do not necessarily have the same interests and objectives as the MDP and the public sector – they might have differing time horizons and perceptions of risk and return. In addition, the landowners would be empowering the MDP to act as their developer, using their collective assets
- Numerous landowners as shareholder create management issues where landowners do not have the technical expertise to appreciate the objectives of the MDP – experience shows that involving many landowners in such a structure will result in a lengthy and difficult process to secure objectives
- There are likely to be difficulties with consolidation of land, title deeds and securitisation for such land. For example, some land will already be charged and the removal of those charges will have financial

impacts on the project

- Bankability of the development will be severely impaired as the banks reserve the right with whom they will accept as shareholders of the SPV or any change in shareholding.

Therefore, whilst in theory a land-pooling vehicle might seem to be appropriate for a number of the projects in the study, in practice the delivery of such an arrangement might be difficult to achieve. A land-pooling vehicle would have the capacity to deliver an efficient funding structure by permitting the land to be used as security. In addition, the land-pooling vehicle has the ability to meet some of the objectives of the MDP and the public sector.

### Joint Venture Contract: Unlimited Partnership

The public sector can achieve considerably greater participation in the development, financial and day to day operational activities of the delivery vehicle by becoming a stakeholder in a joint venture vehicle.

Under this model, the Council would be able to enter into a joint venture partnership with the MDP. This would be based on a contractual agreement between the parties with the public and private sector each controlling 50% of the joint venture. A joint venture partnership is much more straightforward to set up than a company structure as the venture is not subjected to the same stringent legislative requirements.

The key characteristics of the structure are:

- The public sector partners form a joint venture partnership with the MDP
- The public sector and MDP each own 50% of the joint venture vehicle
- The public sector offers support services and financial support (at a level required to realise the objectives for the project) under agreed Heads of Terms
- Sites are developed individually as part of a comprehensive regeneration scheme
- The public sector and MDP are jointly liable for the joint venture
- The public sector can benefit from financial up-sides but can also be financially viable.

The joint venture partnership will give the Council an opportunity to be a participating player in the delivery of various projects outlined for Brighton & Hove and an entitlement to benefit from returns. Profits would be split prior to taxation, ensuring that the public sector partners would not be subject to tax on their profits. Joint venture partnerships are also generally off public sector balance sheets.

The public sector and MDP also need to be confident of the term that is being committed to. A joint venture partnership is generally set up for a specific purpose and length of time. Unlike a corporate structure where partners can exit through the sale of shares, if a partner leaves the partnership at an inappropriate exit point, this could adversely effect the further implementation of the project. A joint venture partnership requires greater commitment from the public sector but offers greater opportunity for involvement.

Financially, the joint venture partnership option appears to be an attractive structure for the Local Authority. However, under this structure the public sector partnership would be subject to unlimited liability; In the event of liquidation the public sector partners would be liable to contribute to the losses and third party claims of the vehicle. Whilst this option does have financial benefits, the unlimited liability brings with it significant potential risk.

### **Joint Venture Contract: Limited Partnership**

It is evident that the high level of risk associated with unlimited liability is a potential cause for concern for the public sector when entering a joint venture partnership arrangement, especially where the public partner has limited experience of undertaking similar initiatives. The alternative option where the public sector still receive the same benefits as described above is through the Limited Liability Partnership where liability is capped at an agreed amount.

A Limited Partnership structure will require the Council to enter into a joint venture limited liability partnership. The terms which will be agreed by way of a joint venture will be contractually binding to both the public sector partners and the MDP. The MDP could make investments on behalf of the Limited Partners. The Limited Partners could comprise the public sector partners and funders (including debt providers) and possibly a subsidiary of the MDP.

The MDP would act in providing the skills required and would enter into property developments using its own funds and those of the Limited Partners. The site developments might also include TPDs. The MDP would also invest funds into the provision of the required infrastructure and site unification. The MDP would undertake all investment activities in accordance with the Limited Partnership Business Plan that would be issued as part of the Limited Partnership Prospectus.

The Limited Partnership route would allow the public sector to exert control through the legal agreement with the MDP and could also permit the public sector to invest in projects. However, the ability and skill of the MDP will be an important consideration in the ability of the Limited Partnership to attract investors. Involvement of the public sector as a participant with the MDP might cause concern from investors as to the ability of the MDP to act and make focused commercial decisions.

We therefore believe that some elements of the Limited Partnership model might be adopted by the public sector in developing a preferred delivery structure for a number of the projects. However, the public sector partners are unlikely to be permitted to take a material role in the operation of the MDP.

### **Company / Corporate Structure**

The principal alternative to a joint venture partnership is for the Council and MDP to set up a company. This is a complicated process requiring a legal company structure to be created including shareholders, directors, Articles of Association etc. The activities of the company would be governed by accounting regulations and be required to conform to statutory regulation, as defined in central government legislation.

The key characteristics of this structure are:

- The public sector enters into a shareholders agreement with the MDP and creates a formal company structure
- Proportions of shareholding would need to be agreed
- The company would deliver individual sites for comprehensive regeneration
- Company directors would be appointed from the public sector partners and MDP
- Profits would be received by the public sector after tax.

The legal complexities associated with this structure can cause problems for public sector organisations. For example, where a local authority employee becomes a director of the company, the individual will be required to act under corporate law, rather than acting as an employee of the local authority. As such, decisions made as directors of a company must be in accordance with corporate legislation, which might sometimes conflict with the responsibilities that directors might otherwise have had to their local authority.

The proportion of shares held by each party requires careful consideration. If the Council for example, was deemed to hold a significant shareholding in relation to the other shareholders the company could be considered to be on the Council's balance sheet, and as such recognised in the Council's finances. As local authorities are subject to capital controls under the capital finance regulations, this often means that they tend not to have controlling interests in ventures they become involved in.

There are also taxation issues raised when a company structure is created. Under a normal company structure the Council would only receive a profit after tax. This is less attractive than a joint venture partnership structure where profits are shared before tax.

Similar to a limited partnership structure, liability of companies is generally limited, although the Council could be required to assume a certain level of risk commensurate to its shareholding in the company.

There are potential decision making advantages to the creation of a company as the structure enables the decision making process to be transferred in relation to the project outside the normal local authority decision making process. This allows for less "political" interference in the day to day decision making of the venture.

A company is not created for a fixed-term as it is intended to last for perpetuity. Under a corporate arrangement it is possible to introduce new shareholders and for shareholders to exist as long as the Memorandum and Articles of Association allow for this. This usually allows for the benefit of entering into a long-term arrangement where the identity of the partner organisations might change.

Finally, if the Council takes a material stake in the Company, there is a prospect that such an arrangement will result in the Council entering into a Credit Agreement which requires Credit Cover. There would be concerns as to the control and operation of the venture and the impact this would have on the Council's overall financial position. Some minority stake-holding might be more appropriate but this would result in any control over the venture by the Council being lost.

### **Hybrid Structure**

The Hybrid Structure would allow premature developments to be approved prior to the appointment of the MDP. Such premature developments would still be within the overall framework of the delivery structure and would have to make their S106 contributions in line with the overall affordability of the regeneration. However, it will enable the sites to be developed on a "fast track" basis in relation to the other sites that may require CPO or other restrictions (this would need to be subject to detailed legal advice and the particular circumstances of the project). The majority of the sites will still be developed within the overall control of the Council.

The key characteristics of this structure are:

- Allows premature developers and sites to come forward early
- Falls within the overall comprehensive regeneration scheme
- Allows the MDP to control the remaining sites and infrastructure development
- Allows the Council to maintain control over the premature development sites and MDP
- The Council (as planning authority) must establish the terms and conditions for planning regulations / contributions ("terms of engagement") that will be applied to both the premature developers and subsequent developers under the control of the MDP. These terms and conditions cannot differ between the premature developers and subsequent developers.

Such a structure may not be appropriate where it is deemed necessary to secure a CPO for the "whole" land area required before any development works begin. This will be subject to advice for the particular project and circumstances.

## Appendix 9: Funding mechanisms and sources

### Major Funding Sources

The section below outlines a number of the key potential major sources of funding that could be utilised for projects arising from this piece of work. It focuses on SEEDA, in respect of supporting economic development; HEFCE, in respect of Higher Education; the LSC in respect of Further Education and the EU.

### Institutional Investment

Historically, the traditional development investment sector has been unwilling to back regeneration projects. In the past the risk profile associated with delivering what are typically mixed-use, multiple-stakeholder developments, often involving brownfield land with any number of inherent unforeseen costs, was considered too high. In addition, and as a result, the timescale for the implementation of developments, the generation of financial return on an investment was often considered too long-term. However, as a result of an increased policy emphasis on regeneration and a gradual advancement in the capacity of the market to deliver, the potential to utilise institutional investment is slowly improving.

One of the first regeneration specific funds to be set up was Igloo. Established in 2002, Igloo is underpinned by Socially Responsible Investment (SRI) characteristics. The fund is part of Morley Fund Management, one of the largest institutional investors in the market. At 30th June 2006, the fund had a gross asset value of £75.8m comprising 21 different regeneration projects. Presently the portfolio of projects has a completed development value of around £2.5bn and has generated nearly 8,500 residential units and 10,000 jobs on approximately 100 hectares (250 acres), of brownfield land.

In addition to the activity of Igloo which is a specialist regeneration fund, other large institutional investors are also showing increasing interest in regeneration projects. This includes HBOS and Allied Irish.

### English Cities Fund

The English Cities Fund (ECF) was set up in 2001 as a response to comments in the report of the Urban Task Force (Towards an Urban Renaissance, 1999) about how regeneration projects were regarded as a low priority by the institutional investment sector, mirroring the comments above. The ECF recognises that in some instances, public spending alone is not enough to deliver the investment needed to regenerate deprived urban areas.

The ECF has four distinct roles within local regeneration partnerships:

- To act as an equity partner
- To act as a strategic development partner
- To undertake direct development
- To acquire and manage land and property

ECF comprises English Partnerships, AMEC and Legal and General and contributes its own equity to secure further private investment. Its focus is principally on intervening in strategic projects in Assisted Areas, in town and city centres and at urban fringe sites. Projects that are judged to be appropriate to ECF generally have to have a sufficient scale and critical mass to achieve a sustainable step-change in the areas concerned. To date, ECF has raised £100m of investment based on £50m of equity from the three partners and are actively engaged in five projects around the country.

### SEEDA

SEEDA is the Regional Development Agency (RDA) for the South East region. It is tasked with setting the strategy for, and delivering economic development initiatives throughout the region. The RDAs are financed by a number of central Government departments through a Single Programme budget (the "single pot"). The funding, once allocated, is available to the RDAs to spend as they see fit to achieve the priorities identified in their Regional Economic Strategies (RES).

Full details of SEEDA's strategy and corporate objectives can be found in the RES and current Corporate Plan. However, there are a number of themes under which SEEDA can allocate funding that are likely to be of relevance to this work. They include:

- Development and infrastructure
- Learning and Skills
- Energy Technology

A number of the projects proposed above have elements that would resonate with SEEDA objectives relating to economic development and education. The Council should explore the potential to work with SEEDA and its local sub-regional partner, the Brighton & Hove Economic Partnership in respect of becoming a stakeholder in any future development projects.

Higher Education Funding Council for England (HEFCE)

HEFCE is the main source of grant funding for Higher Education Institutions (HEIs) in England. It allocates funding to universities and colleges to support teaching, research and related activities. The objectives linked to the provision of funding can be summarised as:

- Increasing opportunities for students from all types of backgrounds to benefit from higher education
- Maintaining and enhancing the quality of teaching and research
- Encouraging universities and colleges to work with business and the community
- Supporting diversity
- Encouraging efficiency in the use of public funding
- Providing stability in funding from year to year.

Funding is provided by HEFCE as a "block grant" which institutions have a high degree of discretion to distribute and spend as they see fit as long as it is used to support teaching, research and related activities. If any intervention is recommended in relation to the University or City College, HEFCE is likely to be an important source of grant funding.

### Learning and Skills Council (LSC)

The Learning and Skills Council is responsible for funding and planning education and training for over 16-year-olds in England. It is the main source of public funding for the FE sector and could be utilised in relation to FE provision at a number of sites within the study areas in Brighton & Hove.

Five main scenarios are covered by the 2006-07 (and onwards) national LSC fund. It is designed to address college and school capital projects that lead to a strategic expansion of 16-19 provision and offer a material increase in new 16-19 school or college places arising from:

- Increased participation, in particular, when identified through the LSC StAR process
- Area wide reorganisation in response to either StARs or OfSTED Area Inspection outcomes to raise standards and/or promote choice
- Proposals for high performing 11-16 specialist schools to add a sixth form
- Proposals from 16-19 Academies (with business sponsorship for a significant contribution to the capital costs); and
- Proposals from other schools to add new sixth form places where there is a strong case to extend the range of learning opportunities available to learners across the 14-19 phase.

### European Structural Funds

The European Structural and Cohesion Funds are the European Union's main instruments for supporting social and economic restructuring across the EU. They account for over one third of the European Union budget and are used to tackle regional disparities and support regional development through actions including developing infrastructure and telecommunications, developing human resources and supporting research and development.

The current cycle of Structural Funds programmes will come to an end in 2006 and the next cycle of funds will span the period 2007 to 2013. In the spring of 2006, the Government launched a consultation on a National Strategic Reference Framework for future European Structural Funds in the UK. The consultation ended on 22 May 2006 and the Government aims to publish a response in the early autumn.

In the previous budgetary cycle, Brighton & Hove was not eligible for EU Structural Funds or "assisted area status".

### Minor Funding Sources

The section below outlines a number of perhaps more minor sources of funding for physical regeneration and related projects. We have tried to focus on those funding sources that apply at least in part, to physical as opposed to social initiatives. Whilst the sources outlined above are typically of the scale that make them appropriate for large scale capital works, because of their relative scale, the funding sources listed below are more commonly associated with minor works such as public realm improvements and area-enhancement works.

### Heritage Lottery Funding (HLF)

The HLF has an annual funding budget of around £300m targeted at projects in a range of areas. A number of the main funding programmes are summarised below:

- Heritage Grants: Heritage Grants aim to provide funding for projects that enhance the UK's heritage and increase participation in heritage activities.
- Local Heritage Initiative: the Local Heritage Initiative is designed to fund projects that maintain and enhance local landscapes and landmarks.
- Public Parks Initiative: the Public Parks Initiative supports the restoration of historic parks and gardens across the country. Funding is targeted towards those projects that seek to improve public access and park facilities.
- Townscape Heritage Initiative: The Townscape Heritage Initiative aims to support projects that involve the regeneration of the historic environment and built fabric in towns and cities. Priority is given to proposals in areas of deprivation.

### Church Urban Fund

Where projects have active links to a church or other religious institution, £3m of annual funding is available to support community-based projects that address issues of disadvantage, poverty and marginalisation.

### Local Investment Fund

The Local Investment Fund (LIF) provides loans ranging from £25,000 to £250,000 for capital or revenue projects, property acquisition or refurbishment and gap funding. The fund is targeted principally at supporting community and social enterprises which contribute towards local regeneration where the applicant is unlikely to be able secure funds from more traditional lenders.

### Safer and Stronger Communities Fund

The Safer and Stronger Communities Fund was set up by the then ODPM (DCLG) and the Home Office to tackle crime, illegal drugs, anti-social behaviour and to improve the poor condition of streets and other public spaces in deprived neighbourhoods. The programme is managed through Regional Government Offices.

### Charities

There are a significant number of charities that provide funding for a wide range of capital and revenue projects. These funds are however, often very small and the uses are typically limited or narrowly focused, linked largely to specific objectives of the donor body. There are certain tax benefits associated with charity monies which should be considered alongside appropriate accountancy advice.

### Available Funding Mechanisms

The following section moves away from funding sources and identifies a series of existing mechanisms available to Brighton & Hove City Council to distribute its capital budget. This ranges from the use of relatively tried and tested mechanisms such as joint ventures and PFI to more recent, less common processes such as Prudential Borrowing and Land Charges.

### Business Improvement Districts (BIDs)

The Local Government Act 2003 legislated for the development of Business Improvement Districts (BIDs) which came into force in England in September 2004. A BID is a partnership between a Local Authority and the local business community that develops and takes forward projects and services that benefit the trading environment and the public realm. Widespread in the US (there are around 1,400 currently in operation), they are principally used to improve and maintain retail centres but are increasingly being used for industrial estates.

BIDs are set up when the majority of businesses in a largely a non-domestic area agree to pay a percentage levy on top of their existing business rate. The resulting fund is then made available to finance a range of capital or revenue works determined by the members.

### **Private Finance Initiative (PFI)**

The PFI scheme allows for a private sector consortium to provide infrastructure in addition to the services needed to operate it over the life time of the contract. The public sector then makes performance related payments over time for the use of the infrastructure, which cover the capital and operating cost.

### **Local Authority Business Growth Incentives (LABGI)**

The LABGI scheme came into effect in April 2005. It allows Local Authorities to retain a proportion of any increases in local business rates caused by increases in the rateable value of commercial properties. The scheme is designed to encourage Local Authorities to promote economic development thereby benefiting from increased returns from increasing local rateable values. Any increments collected by the Local Authority can then be used to finance local projects.

Whilst reliant on improvements to the local economic base, and therefore rateable values, the LABGI provides a Local Authority with the freedom to allocate any revenue as it sees fit. However, the relationship between local economic growth what are likely to be only relatively small increases in individual business rates means that LABGI will only become a significant resource in the medium to longer term.

### **Strategic Infrastructure Tariff (SIT)**

The SIT is reliant upon a package of strategic contributions towards infrastructure from landowners, the private and public sectors. Under this scheme, the Local Authority is required to set out any tariff payable by the private sector in the relevant LDF documents in relation to specific development sites where profits are forecast to occur. Where developments are forecast to be profitable and the tariff is relevant, SIT proceeds could be pooled locally to fund future infrastructure projects.

In order to avoid creating a potential disincentive to development, any SIT funds payable can be timed to coincide with the latter, typically more profitable stages of a development. Or, where allocated land is being withheld from delivery for future hope value, a higher SIT level might be set for development which is considered unnecessarily "late" in the development plan document cycle. The structure and timing of both sets of incentives would need to be presented in the relevant LDF documents.

### **Prudential borrowing and Land Charges**

The Local Government Act (2003) legislated for a prudential capital finance system which came into effect in April 2004. Under this system, a local authority has greater freedom to borrow what they consider required in order to finance capital projects.

Rather than imposing an upper limit on borrowing, the amount available for a local authority to borrow is contingent upon proof of sufficient revenue finance to support the loan. This means that any new capital loans are in competition with existing revenue commitments. It is therefore the revenue affordability of any capital loan that is the major restraint in this system.

Having borrowed capital in order to fund works under this scheme, a Local Authority can introduce land charges to provide the revenue funding required to support the loan. Accruing over time, the land charges would be used to support the repayment of the capital loan used for any necessary capital works.

Where prudential borrowing has not been used, land charges can still be applied. In this instance, the revenue from land charges could be pledged to a partnership / joint venture enabling other partners, with their own borrowing powers, to undertake any capital works required.

Land charges require a platform of agreed LDF documents and integrated strategies and masterplans with development partners so that the charge level could be identified and verified. Where development is needed, and an adopted structure of development plans has been adopted with the above components, Local Authorities would be able to use their CPO powers strategically to ensure that land comes forward for development and the charge can be paid out of profits on land prices

### **Future Funding Mechanisms**

This final section outlines a series of possible future funding mechanisms taken largely from the LGA paper, New Development and New Opportunities<sup>1</sup>. Whilst at varying stages of evolution and progression, they represent possible future tools for a Local Authority to deliver physical regeneration and development. However, before any of the mechanisms can be utilised, a change in legislation would be required rendering them unviable in the short-term.

1. Local Government Association (date unknown) New Development and New Opportunities: New ideas for funding physical and social infrastructure

### **Planning Gain Supplement (PGS)**

Of the possible future funding mechanism, the PGS is perhaps the most evolved. The concept of PGS is that the local community takes a share in the increase in land value resulting from the granting of Planning Permission. The amount of PGS payable would be based around a proportion of the value increase resulting from the Planning Permission and would be paid, possibly alongside a more traditional s106 agreement, to the Local Authority.

The relevance of the PGS is limited to only those sites that benefit in a significant value increase as a result of planning, for example, where previously unallocated land gained permission for residential development or where a change of use is secured from industrial to retail activities. Where a planning permission results in only marginal value increments or is value neutral, the PGS would be irrelevant.

### **Localisation of Capital Gains Tax**

Capital Gains Tax is levied on the increase in value of a number of assets including land and buildings. At present, the tax is collected centrally by the Exchequer. Therefore, whilst the causes of an increase in value and the generation of capital gains tax are local, the effect or benefit is not.

If Capital Gains Tax were to be collected and distributed locally, it could be used to fund capital projects.

### **Tax Increment Financing (TIF)**

Widely adopted in the USA, the concept of Tax Increment Financing is that the future value uplift resulting from improvements to local infrastructure will bring with it, greater tax revenues. Forecast future tax revenues in the form of bonds secured against the future uplift can then be used to finance the infrastructure works.

Tax Increment Financing would primarily be used to fund infrastructure projects such as public utilities and road infrastructure.