



# Brighton Centre: Area Planning and Urban Design Framework

## DRAFT

supplementary planning guidance

**SPG<sup>BH</sup>  
note 22**

### What is an SPG?

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

## I INTRODUCTION

- 1.1 The Brighton Centre opened in 1977. At that time it was far ahead of the competition in other cities, and Brighton was one of the first UK venues to start competing across Europe for conference and exhibition business. As a result of the development of the Brighton Centre, an estimated £200million was invested in the city through the development of small and large businesses including hotels, restaurants and bed & breakfasts. Although the city is increasingly realising its potential as a destination and conferences often wish to come to Brighton in preference to other cities, the Centre is gradually losing ground through the inevitable ageing process and is no longer a top choice for conference events and conventions.

Major investment in the Brighton Centre is needed to turn this situation around, without which the conference economy, and the positive impact it has on the city and region, will be at risk. It is the long term aspiration of the council that the improved facilities of the Brighton Centre should form part of a strategic and sustainable solution to both the economy and public transport network, locally and regionally, together with assisting in the cultural and leisure regeneration of the city.

- 1.2 Having considered a variety of options to improve the facilities of the Brighton Centre, including refurbishment, the council is now committed to redeveloping the Centre in a city centre, sea front location. There are various scenarios whereby a new convention facility could conceivably come forward on or in close proximity to its current site, both in conjunction with and apart from other types of redevelopment in the vicinity. This Area Planning and Urban Design Framework has therefore been prepared in order to provide fundamental planning guidance for development proposals in the vicinity. The guidance focuses in particular on urban design issues and identifies opportunities that exist within and around the area of the existing Brighton Centre for fundamental townscape improvements that should be addressed in future development proposals.

#### Deleted: Making comments¶

¶ This draft SPG has been published for consultation, the consultation period will run until **4 June 2004**. If you would like to comment on the draft SPG you should make comments in writing to the Head of Planning Strategy no later than ¶  
**4 June 2004.**¶

¶ You can either send them by post to:¶  
Major Projects Team ¶  
Brighton & Hove City Council ¶  
FREEPOST SEA8870¶  
HOVE¶  
BN3 2XX¶  
¶ Or ¶  
¶ Email: [mpt@brighton-hove.gov.uk](mailto:mpt@brighton-hove.gov.uk)¶  
¶

## 2 OBJECTIVES

- 2.1 The principal aim of this SPG is to provide planning and urban design guidance for a replacement facility for the existing Brighton Centre with a new state of the art convention facility in order to ensure the future health of the city's conference, tourism and service economy and extending this development to benefit the surrounding area. The SPG will also be used to provide guidance for other development proposals that might come forward within this core area of the city (see Annex A for total area covered by this SPG), either in conjunction with or apart from any replacement facility.
- 2.2 Any development within the area covered by this SPG needs to be of a high quality which is sustainable and which positively enhances the seafront and surrounding area.
- 2.3 In securing the development of a replacement convention centre the council also wishes to ensure that there is substantial public consultation in the development of proposals. This draft SPG represents one such stage. There will be further levels of consultation undertaken as appropriate at future stages of the development process.

## 3 SITE INFORMATION

### Location and context

- 3.1 The Brighton Centre Area is located in the heart of Brighton (see Annex A). For the purposes of this SPG a core 'block' has been identified (comprising a number of smaller blocks) bounded by Western Road, West Street, Queensbury Mews and Cannon Place. Within this Area are some of the key drivers of the local tourism, leisure and shopping economy including the existing Brighton Centre, the Grand, Metropole and Quality Hotels, the Kingswest (multi-screen cinema and nightclub complex) and Churchill Square shopping centre. Also included within the area covered by the SPG are the lower esplanade and the beach immediately to the south of the core block. [Part of the Regency Square Conservation Area falls within the SPG area.](#) The Brighton Centre Area [in total](#) covers approximately 12.6Ha of the city centre and is bounded on each side by areas with their own unique character:
- The area immediately to the north comprises Brighton's principal retail area, (of which the Churchill Square shopping centre is a key part).
  - To the east of West Street is the Old Town conservation area, at the heart of which is the famous area known as the Lanes, which is typified by narrow and irregular streets. This area is mixed in use, and in certain areas includes pockets of high quality boutique shopping.
  - The southern edge of the Area has not been defined and effectively falls within the sea. The SPG [neither advocates nor excludes](#) building on or over any part of the beach area. [The seafront arches and other structures and the seaside landscape have been the subject of significant investment in recent years under \(and as a result of\) the council's Seafront Development Initiative.](#) Should any proposals [affecting the beach and/or the sea](#) come forward, they would need to be assessed very carefully against Local Plan policies and other material considerations, including their ability to meet the objectives of this SPG. [They would also need to be subject to further consultation with the local community and other stakeholders.](#)
  - To the west the site is located adjacent to a mainly residential area of traditional streets and squares, designed in a grid format.
- 3.2 The city of Brighton & Hove is located on the south coast. The urban area lies between the sea to the south and the Sussex Downs AONB to the north. The downland form consists of undulating landscape which has shaped the development of Brighton with particularly steep hills, some of which have remained undeveloped within the envelope of the city. The seafront remains to many the single largest defining characteristic of Brighton & Hove. It has a strongly linear character which has been reflected in the street pattern of the city with its strong east-west routes and interconnecting north-south streets.
- 3.3 Within the city centre, the topography remains an important influence on the cityscape, with a pronounced drop of some 30m across the site, sloping down towards the seafront. Most of the development in the city respects this slope, gradually stepping down the hill along the length of each terrace. The Churchill Square shopping complex is an anomaly to this prevalent urban form and has been developed to establish a single level platform across a wide area, beginning at street level on Western Road, and is therefore several storeys above ground level at Russell Road

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to the south. The space below this datum is filled with a lower shopping level and service areas and parking. The resultant layout effectively precludes pedestrian links from the shopping centre onto Russell Road (although access can be obtained via stairs and lifts to the car parking areas).

- 3.4 The Brighton Centre itself has entrances on separate levels onto Kings Road at the front and onto Russell Road at the rear, providing easy level access into the building at both sides. The newer East Wing of the centre has its only public access from Russell Road, which drops significantly as it approaches the junction with West Street. This slope effectively sets the ground floor level of the East Wing at an intermediate height between the floors of the main centre, meaning that access between the two is limited, reducing the ability for both sections of the building to be used for a single function.

## Description of key buildings

- 3.5 The buildings within the Brighton Centre area are almost exclusively non-residential, and typically form large individual townscape elements within the cityscape. The following buildings are the most significant on the site:

### **The Brighton Centre**

The Brighton Centre was completed in 1977, and is one of the few such buildings in the country which is capable of accommodating very large conferences. As a result the centre has been a regular venue for the annual conferences of the three main political parties. Its most abiding feature is the brutalist concrete elevation onto the seafront, which is located adjacent to the ornate and highly decorative facade of the Grand Hotel. The centre is well used for a variety of events, conferences and concerts. It benefits from good service access from Russell Road.

### **Churchill Square**

This is the single largest element within the study area, covering the area between Western Road, Cannon Place, Russell Road and West Street. It has been comprehensively refurbished in the 1990s and provides a wide range of outlets for high street retail operators. Service access is gained from Russell Road, and from Grenville Street which passes under the northern end of the centre.

### **The Grand Hotel**

The Grand Hotel is one of the key listed buildings in the study area (Grade II) and has been modified and extended over time but still retains its essential charm as a magnificent sea-front hotel.

### **The Kingswest**

The Kingswest building is in a prominent location at the corner of King's Road and West Street, which is the main route to the seafront from the railway station. It houses a cinema and other associated leisure uses such as an amusement arcade and nightclub. The design of the building does not relate well to the stunning seafront context with few active edges at ground floor level and a lack of windows on other floors. The Kingswest is particularly recognisable for its 'crown' motif to the roof edge.

### **St Paul's Church**

St Paul's Church is one of the few pre-1930s buildings on the western side of West Street, and one of the few listed buildings (grade II) within the study area. It is designed in the Victorian Gothic style and has a distinctive octagonal tower with a steeply pitched roof, clearly visible along West Street from both directions, which is thus a local landmark.

### **The Metropole Hotel complex**

The Metropole Hotel dates from around 1890 and is faced with red brick which is in contrast to the dominant building styles in the city. The hotel has been significantly expanded and modified over the years. The late 50s and early 60s roof-top additions make it one of the tallest buildings on the sea front. The Sussex Heights tower block, Metropole Exhibition Halls and 250 space car park at the rear of the hotel were completed in 1966, partly on the site of the former St Margaret's Church. The exhibition halls were further extended in 1972, and an east wing was added to the hotel.

## Chartwell Court

Chartwell Court was completed in 1971 as part of the Churchill Square development. It is the second tallest of the two towers in the study area, and is located at the eastern end of Russell Square. Chartwell Court is a residential block, with a high proportion of apartments which are used on a seasonal basis.

## Access issues

### Vehicle movement and servicing

- 3.6 Key constraints for the redevelopment of the area, particularly with respect to Russell Road are identified as follows:
- 3.7 King's Road and West Street are two of the busiest routes in the area for private vehicles, with King's Road operating as a dual carriageway.
- 3.8 Western Road is a major bus route which is not open to private vehicles during normal trading hours. Coupled with the lack of road linkages to the main service area of the site, this means that it does not have a significant effect on the servicing of the site.
- 3.9 Grenville Street and Regency Road provide service access underneath the Churchill Square shopping centre. Although shown as through routes on some street plans, they are effectively semi-private routes, and do not provide any pedestrian connectivity.
- 3.10 Russell Road effectively acts as a large service mews, relating to the backs of the large buildings on either side. At present, the loading bay access for the Brighton Centre has a tendency to clash with the vehicle movements into the car-park underneath the Churchill Square shopping centre.
- 3.11 Although Russell Road works well as an access route from both directions, it may be possible to consider limiting service access to improve the pedestrian environment at the eastern end where the East Wing of the Brighton Centre is accessed by the public.

### Parking

- 3.12 The area [covered by this SPG](#) includes several [of the city centre's](#) multi-storey car parks, mainly accessed from Russell Road or Cannon Place. In addition, there is a limited amount of on-street parking, and a nearby underground car park in Regency Square. Deleted: study
- 3.13 The multi-storey car parks dominate several of the spaces, and could either be screened with other uses, or the ground floor use converted to more attractive functions.
- 3.14 The roof of the shopping centre is currently used to provide a large area of parking. This could be replaced with an additional storey of retail space, and this change would in turn facilitate the removal of the access ramp which blights the northern end of Cannon Place.

### Public transport

- 3.15 There are extensive routes servicing the Churchill Square shopping centre and Western Road, but few which serve the conference centre. The railway is relatively convenient to reach on foot, and provides a direct link to London, and Gatwick airport.
- 3.16 A key gap in bus provision is the lack of a route from the existing Brighton Centre to the railway station. This is currently being addressed in the council's plans for a rapid transport system from Brighton Station to serve key seafront destinations both to the west and to the east. For further information on this, see Section [7.5](#). Deleted: 8

## 4 PLANNING POLICY CONTEXT

### 4.1 Brighton and Hove Local Plan

The Brighton & Hove Local Plan (Second Deposit Draft) provides the most up to date local planning policies against which development proposals within the Area will be considered. The Plan has been through public inquiry stage and the inspector's report was received in early 2004. The council will be responding to the inspector's report this summer and hopes to adopt the Plan by the end of the year. Annex B of this SPG provides a list of the policies that are of most potential relevance to the area covered by this SPG.

## 5 DEVELOPMENT RESPONSE

### Design and conservation issues

5.1 This brief is intended as a guide to the design principles which will enable the Area to be developed to its full potential rather than seeking to impose rigid rules. To this end, and in line with local plan policy QD1, a design statement will be required from developers which sets out how the design has been arrived at and, among other things, addressing the following local plan policies:

**QD2** Design – key principles for neighbourhoods

**QD3** Design – efficient and effective use of sites

**QD4** Design – strategic impact

**QD5** Design – street frontages

**QD7** Crime prevention through environmental design

These policies cover the need for new developments to respect and enhance neighbourhoods, make efficient and effective use of sites, display a high quality of design and present interesting and attractive street frontages. The design statement should address, as a minimum:

- scale height and massing of development
- architectural detailing
- quality of materials
- visual interest, particularly at street level
- permeability and legibility of proposed design
- levels and landscaping treatment
- designing out crime features
- how sustainability issues have been addressed
- a figure-ground analysis of surrounding area showing proposed footprint in context
- illustrative visual material, including contextual medium and longer views and a 360 degree view analysis
- the impact on the setting of neighbouring conservation areas and listed buildings
- [The impact on immediate neighbours in terms of factors such as the microclimate, rights to light, privacy and noise,](#)

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5.2 [Security is likely to be an important issue in relation to the development of a new international convention facility.](#) Development proposals should seek to provide an holistic and integrated approach to related themes such as conservation, security and art.

5.3 With respect to key views, the character of the townscape of the linear sea front built edge, and the views of the listed Grand Hotel will be important. Proposals which include tall or bulky buildings will be evaluated from this perspective.

5.4 Lighting should be integrated with existing schemes in the area. This has particular relevance to the listed lamp columns along the esplanade in front of the site. The proposals will need to strike a careful balance between appropriate levels of lighting for public safety and visibility of the building against the possibility of light pollution. The new scheme should feature lighting patterns which avoid contributing unnecessarily to the light pollution of the

city. Planning applications should include a written statement demonstrating that the lighting scheme meets highway safety requirements.

- 5.5 Development proposals must ensure that they do not have an adverse impact on the setting of listed buildings and the Regency Square conservation area (part of which falls within the Brighton Centre Area as defined in this document). This has particular relevance due to the immediate proximity of the listed Grand Hotel to the existing Brighton Centre. There will be a strong case to be made that new development is an improvement to the setting of the listed building. Any development which takes place within the study area, and particularly on the seafront must take into account the setting of the West Pier (which, despite its current condition, is still a Grade I listed building with continued efforts to seek some form of restoration). The city council should be contacted with regard to the latest situation in respect of plans for the pier's future.

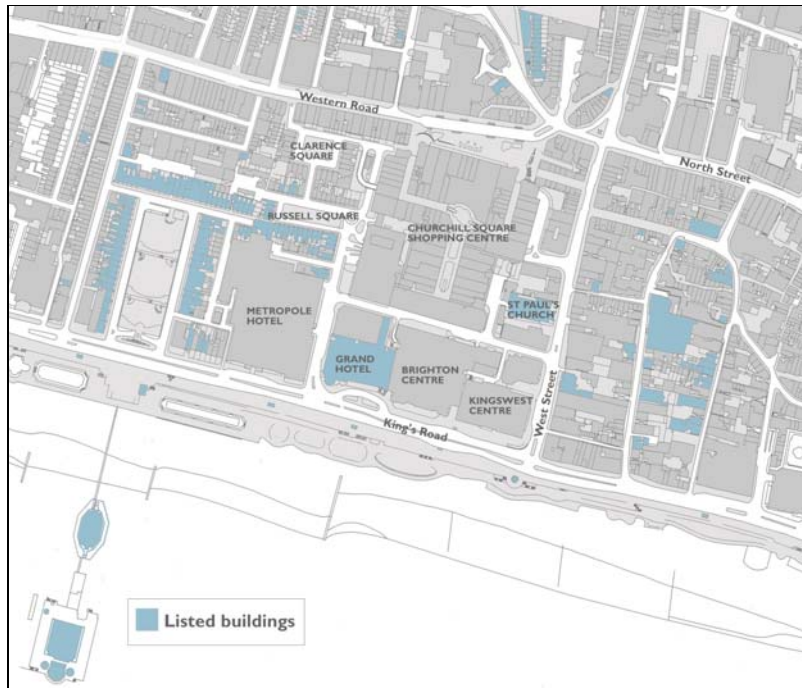


Figure 5.5 Listed buildings in central Brighton

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- 5.6 Any scheme within the Area should incorporate the best aspects of secure design, improving safety and reducing vandalism by promoting passive surveillance of spaces, and high quality space which promotes a sense of ownership and pride.
- 5.7 Development proposals should ensure that pedestrian linkages between the Brighton Centre and the sea front are improved.

Figure 5.7 shows an analysis of the pedestrian environment, including the existing high quality links along Cranbourne Street and Duke Street. It also identifies the key opportunities for improvements including;

- Improved pedestrian environment in Cannon Place and Russell Road
- Better connections from the main shopping area into Cannon Place
- Improved links from Churchill Square shopping centre towards the seafront
- Improved pedestrian links across King's Road onto the Esplanade

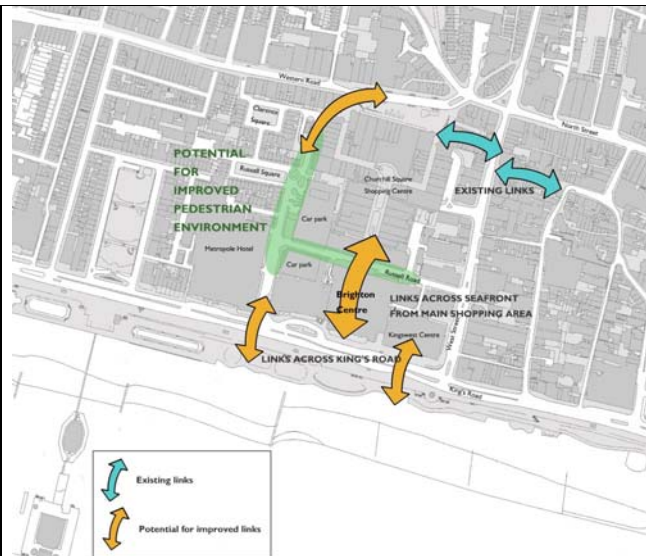


Figure 5.7 Improvement of pedestrian linkages

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## Key opportunities for improving the built environment

### LEGIBILITY

#### 5.8 Landmarks and features

Several of the minor routes to and across the site present opportunities for improved built form, particularly along existing vistas. Potential to create a new bold iconic landmark through the redevelopment of the Brighton Centre and/or the Kingswest.

#### 5.9 Gateways and thresholds

The redevelopment of the Kingswest site could create a dramatic new gateway to and from the seafront. The connection between Churchill Square and Cannon Place could be improved to create a strong new pedestrian connection.

#### 5.10 Focal points and nodes

Potential to significantly enhance the junction of West Street and King's Road to strengthen its role as a key node. Potential to create a new pedestrian space facing the sea which will act as a focal point for activity directly related to the conference centre.

#### 5.11 Frontages

Improve the blank eastside elevation of the Metropole conference/exhibition centre on Cannon Place. Redevelopment may permit active uses on Cannon Place and Russell Road, including at ground floor level of the multi-storey car-parks.

#### 5.12 Spatial definition

The buildings on the north facing side of the Churchill Square shopping centre could be increased in height. Entrances to service spaces could be made more discreet through the use of gateways/arches etc. Cannon Place and Russell Square could be improved by the development of small infill sites.



Figure 5.11 shows the key existing frontages within the area, together with the frontages which would benefit from significant improvements. The plan also indicates opportunities to improve buildings to form more significant landmarks.

**Key**

-  Key Existing Elevations
-  Key Areas for Improvement
-  Opportunities for Landmark Feature

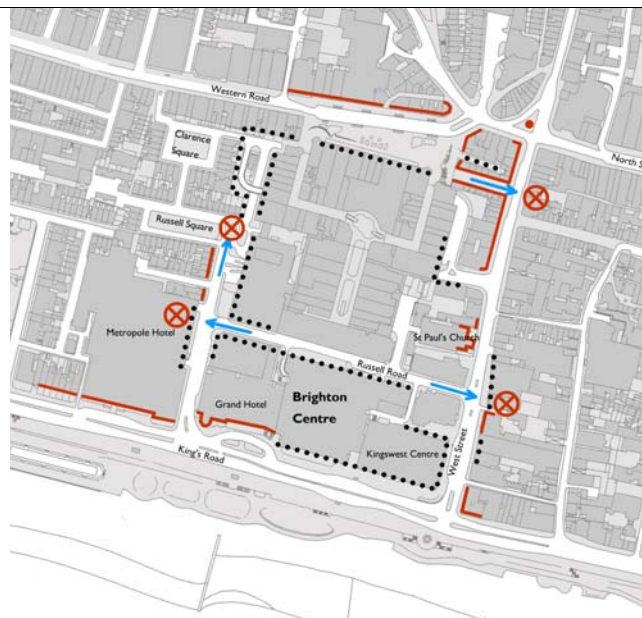


Figure 5.11 Key frontages plan

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**PUBLIC REALM**

**5.13 Hard landscaping**

A cohesive and attractive paving scheme in West Street and Cannon Place would highlight their importance as links to the sea front.

**5.14 Signage**

Clear and prominent street signage for pedestrians would strengthen the role of West Street as a link to the sea front and the conference centre from the shopping area. This could be combined with frequent small information panels to depict features in the immediate vicinity.

**5.15 Lighting**

New lighting schemes as on Queen's Road would reinforce the links to the seafront, particularly along West Street, effectively completing the Ocean Boulevard scheme. Lighting could be designed to emphasise pedestrian spaces whilst still meeting highways design criteria.

**5.16 Planting**

New public spaces in the redevelopment could incorporate tree planting opportunities. Trees could be used to mask blank elevations on Cannon Place.

**5.17 Street furniture**

A bespoke set of street furniture, coordinated with lighting and signage would unify the area and strengthen links to the sea front.

**5.18 Public spaces**

[Opportunities for improving existing public spaces and creating new public space should be examined in development proposals. Opportunities for amenity space will be particularly important in respect of any significant residential proposals.](#)



## MOVEMENT

- | [5.19](#) **Pedestrian routes**  
Potential to enhance existing links between Western Road and the sea front. Potential to create new pedestrian links through the Churchill Square centre towards the sea front. Potential to create an enhanced link along Cannon Place.
- | [5.20](#) **Cycle facilities**  
Cycle parking could be provided in suitable locations, using street furniture integrated with the overall landscaping scheme. It should be prominently located to discourage theft.
- | [5.21](#) **Public transport**  
A new convention facility will need to be as well linked as possible to the proposed rapid transport system from Brighton Station.
- | [5.22](#) **Car access**  
Some of the existing car parking could be redeveloped, either with more active ground floor uses, or completely replaced with other uses. The current roof-top parking on the shopping centre seems underused, and it may be possible to remove the ramp at the top of Cannon Place and develop the site.
- | [5.23](#) **Service access**  
Service access routes could be better screened or gated. Surface treatments could be altered to give better continuity for the pedestrian environment. Service access for the Brighton Centre could run underground.

## Urban design issues

The following summary of urban design issues needs to be taken into account:

- | [5.24](#) **Key buildings**
  - Any development on the existing Brighton Centre site must relate sympathetically to the scale of the listed Grand Hotel, and could include the roof-top pavilions which are featured on both the Grand Hotel and the Metropole Hotel.
  - The townscape would be greatly improved if there were a link from Churchill Square towards the sea front.
  - Redevelopment of the Kingswest must be encouraged, preferably as part of a co-ordinated scheme for the whole site.
- | [5.25](#) **Public space**
  - West Street and Cannon Place should be the focus for significant investment to create strong pedestrian routes between Western Road and the seafront.
  - Development should potentially be encouraged to enclose the end of Russell Square, benefiting the square and also Cannon Place.
  - Active street frontages should be encouraged wherever possible to create lively and safe spaces.
- | [5.26](#) **Land Use**
  - The Area has potential for new leisure, retail, hotel and residential development, subject to Local Plan policy considerations. Any proposal for residential development would need to meet the draft Local Plan's policies in respect of affordable homes.
  - The sustainable neighborhoods policies encourage high density living within the existing urban area where this is linked to improvements in public transport accessibility. High density residential use may be included within the study area providing it meets the criteria set out in policy HO4 of the council's Local Plan. New

development within the study area may require the provision of new or improved dedicated bus or rapid transport links, particularly towards the railway station. As mentioned elsewhere, the council is proposing such a link and will be seeking integration and financial contributions where appropriate in respect of major developments on the proposed routes.

- Any application within the site for new retail development must adhere to the criteria listed in policy SR2. Of these criteria, the following have particular impact on this site:
  - It should not have a detrimental effect on existing established centres.
  - It should have good pedestrian linkages to existing shop frontages.
  - It should have good access by sustainable transport modes.
- The frontages of buildings should be designed to promote active uses at street level wherever possible.

#### | 5.27 **Historic analysis**

- It may be possible to bring forward the current building line of the existing Brighton Centre and Kings West from its existing alignment to reflect the historic building line (as reflected by other buildings of Kings Road, particularly to the east of West Street). This needs to be balanced against the setting of the Grand Hotel.
- The historic plans show that there has previously been a much more permeable street pattern on the site, with links from Western Road to the sea front. Future development should be seen as an opportunity to improve pedestrian links in this respect.
- The visual appearance of Russell Square has been compromised by the service access serving the Churchill Square shopping centre, and could be significantly improved.

#### | 5.28 **Key views**

- Any proposal for a tower on the site must be balanced against the key views along the esplanade of the Grand Hotel. Any tower should be set back as far as possible to limit this impact.
- St Paul's Church tower is currently seen in silhouette when viewed from the north along West Street, and this feature should be maintained.
- Opportunities to improve existing vistas should be taken into account when considering development proposals. With regard to the Brighton Centre this will particularly affect the seafront.

#### | 5.29 **Pedestrian connectivity**

- Existing pedestrian routes along West Street and Cannon Place need to be visually improved and strengthened to provide a better pedestrian environment.
- Any future redevelopment of the Brighton Centre and/or the Kingswest Centre should seek to create attractive and strong pedestrian connections between the Churchill Square shopping centre and the sea front.
- A clear distinction should be made between pedestrian space and service space, including on Russell Road, where there is a clash of uses at present.

#### | 5.30 **Transport**

- Service access should be made as discreet as possible, using arches, gates, shutters and changes in surface to delineate space.
- A direct public transport link between the conference centre and the bus station should be introduced, especially at peak times.

### 5.3.1 Urban capacity

- Any development on the site of the existing Brighton Centre could be of increased height to the current building so as to match the main roof line of the Grand Hotel and possibly to increase in height at a suitable point further away to the north (subject to a satisfactory visual relationship with the Grand Hotel). In addition, roof top development could follow the model of the hotel roof top pavilions.
- Any development of the existing Kingswest should be increased significantly in bulk to relate to any new development on the Brighton Centre site.
- There is potential scope to add a further retail level to the Churchill Square shopping centre.
- The incorporation of a tower into a redevelopment scheme for the Brighton Centre would add significant additional urban capacity (subject to criteria for assessing tall buildings – see below).

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### Tall buildings

5.3.2 The central seafront area around the Brighton Centre has been identified in SPG Note 15 on Tall Buildings as one of five 'nodes' in the city that may have potential for tall buildings, subject to meeting the detailed design criteria set out in the guidance. For the purpose of applying the design guidance, tall buildings are defined as buildings of 18m, or taller, (approximately 6 storeys), above existing ground level. Within the strategic areas, the guidance will apply when tall buildings are either 18m or taller or are significantly taller than their surroundings. Proposals that trigger the tall buildings design guidance will be required to include a detailed Tall Buildings Statement (see part 6 of SPGBH15 on Tall Buildings).

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5.3.3 Any proposal for the Brighton Centre Area which included tall buildings would need to be of particularly high design quality, and would require a design rationale which could justify the proposal against the closest scrutiny. A suitably located tall building within the Area may have the potential to work positively as part of a cluster of tall buildings including Sussex Heights and Chartwell Court. Any tall building proposal for this site should have regard for the setting of the Grand Hotel from the seafront and esplanade. Proposals should also consider the importance of the views of St Paul's church spire.

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### Environmental Impact Assessment

5.3.4 Development proposals will be expected to minimise the environmental impact that may arise from the development as well as provide environmental enhancements. Significant development proposals have the potential to fall within the scope of the EIA regulations. The requirement for a formal EIA should be established with the council prior to the submission of a planning application. If a formal EIA is not required, due to the potential environmental sensitivity of the proposals the council will require the submission of comprehensive environmental information to enable full consideration of the planning application. A minimum requirement for such information would be to provide assessments of air quality, transport, visual impact, overshadowing, noise and wind. Any potential development proposals affecting the beachfront may also require an assessment of pollution and contamination.

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## 6 SUSTAINABLE DEVELOPMENT

6.1 Chapter 2 of the Brighton & Hove Local Plan (Second Deposit Draft) contains policies focussing on a sustainable approach to energy, water pollution and waste consideration. Many of these policies will be relevant to development proposals within the area covered by this SPG. The East Sussex and Brighton & Hove Waste Local Plan (Second Deposit Draft) also contains relevant policies including policies covering construction and demolition waste. In addition to these Local Plans, the following documents are particularly relevant to all development proposals and should be read in conjunction with this SPG:

- SPGBH21: Brighton and Hove Sustainability Checklist. This contains detailed guidance designed to provide certainty to developers on what the council considers to be a benchmark for achieving sustainable development. Developers should use this document as a guide when submitting an application.

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- SPGBH16: Energy efficiency and Renewable Energy. This contains guidance relating to the new technologies available to developers to ensure more sustainable buildings.

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## Specific sustainability issues

### 6.2 Development proposals should take account of the following factors:

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- the seafront location, and the consequent need to make proper provision for weather protection. Where applicable (e.g. if residential development is proposed) development could also benefit from high levels of solar gain in locations which benefit from an uninterrupted south facing aspect;
- any likelihood of flooding and provide adequate protection where such risks exist. This may apply to basement development, particularly in relation to the beach;
- the need to enhance the appearance and character of the seafront, and to avoid adversely affecting existing views. This may particularly apply to the views of the Grand Hotel along the seafront and to views of St Paul's church tower;
- local employment needs – e.g. opportunities to provide for local employment and training during the construction process. Potential to address such issues should be discussed with the council's Economic Development & Regeneration Division; and.
- power supply. EDF Energy (the principal electricity distribution company in the region) has indicated that significant development within the SPG area may place additional demands on the electricity supply that they would struggle to meet without a new primary substation in the area. This emphasises the need for energy-efficiency considerations to be taken on board at the earliest stage of significant development proposals. In any event, given the above concern it would be advisable for developer of large-scale proposals to consult with the electricity supply industry early in the planning process.

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## 7 TRANSPORT ISSUES

### General policy context

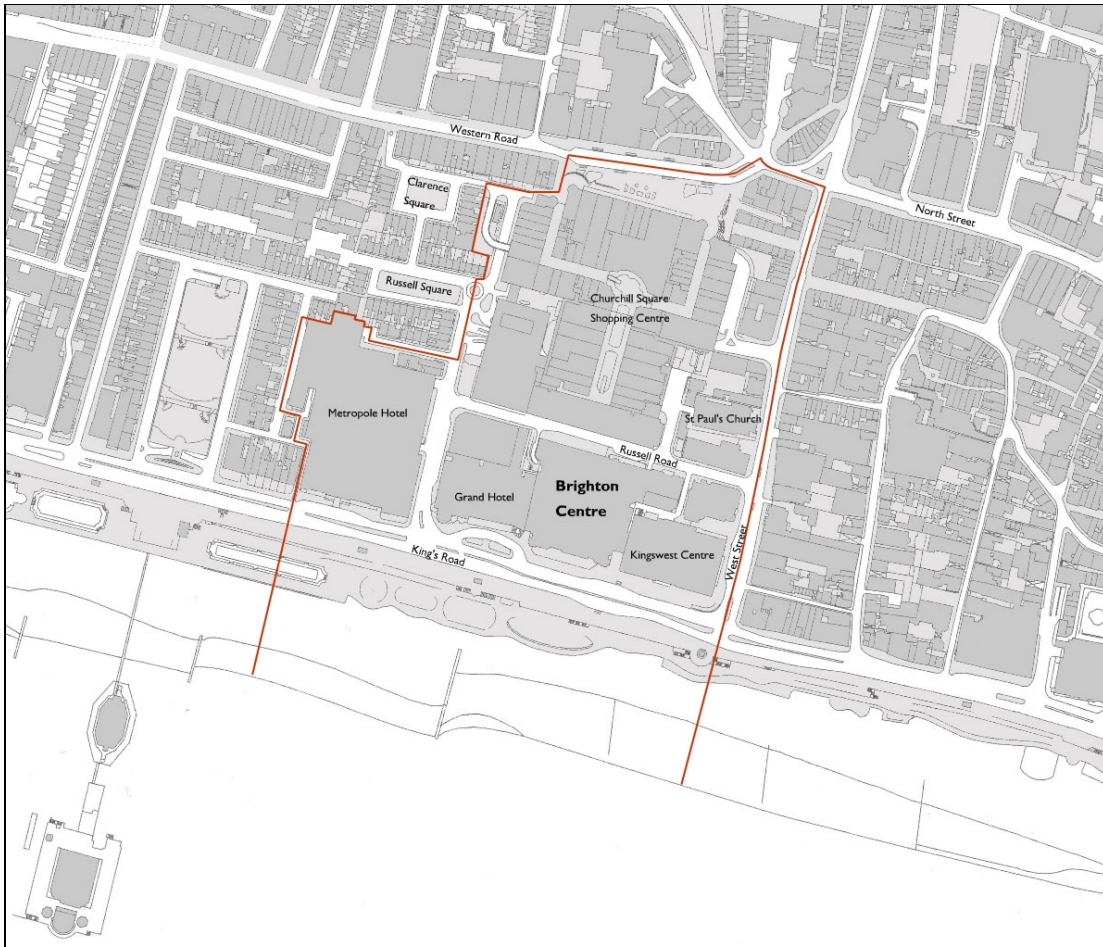
- 7.1 The council's overall approach to transport provision in the city is set out in its Sustainable Transport Strategy. The detail of the strategy and the measures which are proposed for the city are included in the council's Full Local Transport Plan 2001/02 – 2005/06. Within the Full Local Transport Plan measures are proposed for the A259 Sustainable Transport Corridor (between Brighton Pier and Shoreham). The FLTP also identifies both the preliminary cycle and walking networks, which include the promenade directly to the south of the site, and connections inland.
- 7.2 The planning policy context is set out in a variety of documents which are referred to elsewhere in this brief. Particular emphasis should be given to policy TR1 of the Second Deposit Draft Local Plan on Transport Assessments (TA). The likely scale of development on the site will require the submission of a TA to support the planning application. The TA should address all the traffic and transport issues likely to be raised by any proposed development. Discussions prior to the submission of any planning application or TA are recommended as they would be beneficial to both the council and the applicant.
- 7.3 The TA should be prepared in accordance with current national, regional and local policies or guidance, which include PPG13, RPG9, and the Estate Roads Manual. It should also address:-
- the catchment area for the proposed leisure uses;
  - the accessibility of the site for all forms of transport;
  - the number of trips that the development will generate and their impact on the transport network;
  - the likely split between different forms of transport used to reach and leave the site;
  - measures proposed to improve access, especially for forms of transport other than the car.
- 7.4 The likely scale and mix of development on the proposed site mean that consideration will need to be given to the following within the TA:

- a fully permeable and accessible site for pedestrian access/egress, particularly for disabled people, [parents and carers with children, and others with particular needs](#);
- improved levels of bus services directly serving the site and improved links corridor;
- improved connections to Brighton railway station;
- improvements to pedestrian and cycling facilities and routes;
- separate/segregated customer and servicing vehicle access;
- provision of basic and disabled driver on-site car parking, with an appropriate management plan;
- safe and sheltered and secure on-site cycle parking facilities;
- safe, sheltered and secure taxi pick-up and drop-off point;
- bus information system/timetable facilities, accessible bus/coach stops and ticketing initiatives;
- provision of Travel Plan(s) - see new local plan policy;
- plans which minimise the effects of site clearance and construction by haulage traffic including routing proposals, hours of operation etc.

### **Specific transport issues**

- 7.5 The council is considering a rapid transport system and we advise developers to contact the council in this respect. The rapid transport system is likely to be on the south side of Kings Road and developers will need to consider how best to integrate it with the scheme.
- 7.6 The redeveloped centre should be easy to reach by public transport, and should promote access by sustainable transport modes. The introduction of a shuttle bus service from the railway station may need to be considered.
- 7.7 The opportunity should be explored to improve the poor network of pedestrian connections within the site, and the connections to the areas around the site.

## ANNEX A: BRIGHTON CENTRE AREA SITE PLAN



### Statement of purpose:

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## ANNEX B: LOCAL PLAN POLICIES

This SPG provide supplementary planning guidance in respect of the following policies.

Please note that this is not necessarily a definitive list of Local Plan policies and that the plan should be examined separately in order to assess which policies are of particular relevance to any proposals that might come forward.

<b>TR1</b>	<a href="#">Development and the demand for travel</a>	<b>Deleted:</b> ity
<b>TR5</b>	<a href="#">Park and ride</a>	<b>Deleted:</b> ¶
<b>TR5a</b>	<a href="#">Safe development</a>	<b>Deleted:</b> Development proposals should provide for the demand for travel they create and maximise the use of public transport, walking and cycling. A "transport assessment" (TA) will be required where a development proposal is above government advisory thresholds. Below the advisory thresholds, a Transport Assessment may be required where it is considered that there could be an adverse impact on transport.
<b>TR6</b>	<a href="#">Pedestrian routes</a>	<b>Deleted:</b> In accordance with other local plan policies, an ... [1]
<b>TR12</b>	<a href="#">Cycle access and parking</a>	<b>Deleted:</b> All new developments must take account of pedes... [2]
<b>TR16</b>	<a href="#">Parking for people with a mobility related disability</a>	<b>Deleted:</b> Parking for people with a mobility related disability ... [3]
<b>TR17</b>	<a href="#">Parking standards</a>	<b>Deleted:</b> Planning permission will be granted for new develop... [4]
<b>SU2</b>	<a href="#">Efficiency of development in the use of energy, water and materials</a>	<b>Deleted:</b> TR
<b>SU7</b>	<a href="#">Development within the coastal zone</a>	<b>Deleted:</b> Planning permission will be granted for developmen... [5]
<b>QD1</b>	<a href="#">Design – quality of development and design statements</a>	<b>Deleted:</b> Planning permission for development will only be g... [6]
<b>QD3</b>	<a href="#">Design – efficient and effective use of sites</a>	<b>Deleted:</b> a. takes account of the particular conditions ... [7]
<b>QD4</b>	<a href="#">Design – strategic impact</a>	<b>Deleted:</b> In order to preserve or enhance strategic views, im... [8]
<b>QD5</b>	<a href="#">Design – street frontages</a>	<b>Deleted:</b> ¶ <#>initial views of Brighton... [9]
<b>QD7</b>	<a href="#">Crime prevention through environmental design</a>	<b>Deleted:</b> Proposals for external lighting will be required to... [10]
<b>QD25</b>	<a href="#">External lighting</a>	<b>Deleted:</b> The council will seek planning obligations where... [11]
<b>QD28</b>	<a href="#">Planning obligations</a>	<b>Deleted:</b> Planning permission for proposals for residential ... [12]
<b>HO2</b>	<a href="#">Affordable housing – 'windfall sites'</a>	<b>Deleted:</b> The mix of affordable dwelling types and sizes p... [13]
<b>HO3</b>	<a href="#">Dwelling types and size</a>	<b>Deleted:</b> The Brighton & Hove Housing Needs Survey 20... [14]
<b>HO4</b>	<a href="#">Dwelling densities</a>	<b>Deleted:</b> To make full and effective use of the land a... [15]
<b>HO4a</b>	<a href="#">Provision of private amenity space in residential development</a>	<b>Deleted:</b> HO
<b>HO5</b>	<a href="#">Provision of outdoor recreation space in housing schemes</a>	<b>Deleted:</b> In new residential development, the council ... [16]
<b>HO6</b>	<a href="#">Car free housing</a>	<b>Deleted:</b> Applications for new retail development within... [17]
<b>SR2</b>	<a href="#">New retail development within or on the edge of existing defined shopping centres</a>	<b>Deleted:</b> In addition, application for new retail developer... [18]
<b>SR17</b>	<a href="#">New hotel and guest accommodation</a>	<b>Deleted:</b> Developments will not be permitted where it wo... [19]
<b>HE3</b>	<a href="#">Development affecting the setting of a listed building</a>	<b>Deleted:</b> Policy relates to development of the pier a... [20]
<b>HE5</b>	<a href="#">West Pier</a>	<b>Deleted:</b> Proposals within or affecting the setting of a ... [21]
<b>HE6</b>	<a href="#">Development within or affecting the setting of conservation areas</a>	<b>Deleted:</b> Development proposals must preserve ... [22]
<b>HE12</b>	<a href="#">Scheduled ancient monuments and other archaeological sites</a>	



## ANNEX C: URBAN DESIGN OPPORTUNITIES

The following section outlines some options for the urban form which might be considered appropriate within those massing diagrams, and aims to achieve the following:

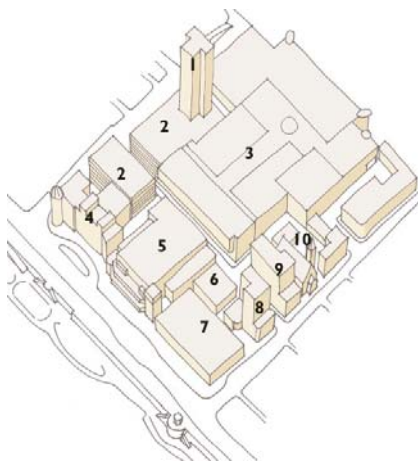
- Re-development options for the Brighton Centre, both in combination with possible adjoining development,
- An increase in the total built volume on the site to achieve more intensive use of the city centre location and potentially unlock funding for the Brighton Centre project,
- To achieve a better pedestrian environment around the study area, including an increased number of links through the area.

It should be noted that these diagrams are 'schematic' block diagrams and are intended to illustrate urban design concepts and opportunities. They should not be interpreted as literal scale depictions of acceptable height, bulk and massing of future development. The details of such issues will need to be carefully addressed with regard to the potential impact of individual proposals on their surroundings.



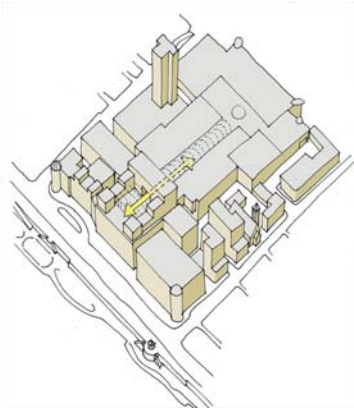
Aerial photograph highlighting the Brighton Centre Area

### Existing buildings



1. Chartwell Court
2. Multi-storey car park
3. Churchill Square shopping centre
4. The Grand Hotel
5. The Brighton Centre
6. Brighton Centre East Wing
7. The Kingswest Centre
8. The Quality Hotel
9. Office building
10. St Paul's Church

### Urban design option I

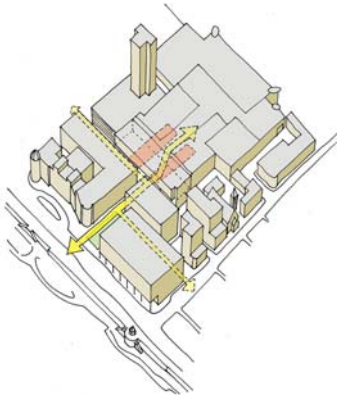


- Establishes a bold new connection between the sea front and the main shopping area which is currently lacking
- Additional building volume could be used for retail or residential development
- Possible active ground floor uses to the Kings Road
- The eastern end of Russell Road could be enhanced to improve the entrance to the Brighton Centre East Wing
- Potential to gain additional revenue from the space created
- Creates a dramatic development opportunity for the Churchill Square shopping centre

However,

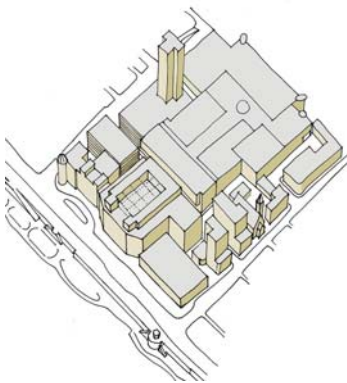
- Creates few opportunities to improve the existing streetscape around the site

#### Urban design option 2



- Could significantly enhance and expand the retail core of Brighton
- Creates a bold development opportunity for the Churchill Square Shopping centre and creates significant new civic space
- Would permit the redevelopment of the car-parks for retail and residential uses
- Facilitates substantial areas of new shop frontages onto public spaces, bringing the retail core of the city to the sea front
- Would spread the impact of the servicing away from Russell Road, creating an improved pedestrian environment
- Could create a vibrant new mixed use area for the city
- Creates development potential for adjoining sites by establishing new pedestrian routes

#### Urban design option 3

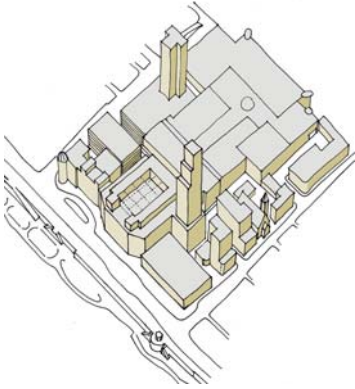


- New frontage to Kings Road would create a more attractive townscape
- Creates the opportunity to significantly increase the building volume of the East Wing in line with the main building
- The eastern end of Russell Road could be enhanced to improve the entrance to the Brighton Centre East Wing
- The East Wing of the centre could be properly integrated into the main building, improving the provision of service space, meeting rooms, etc
- May encourage the redevelopment of the Kingswest Centre

However;

- Does not create any significant opportunities to improve linkages from the main shopping area to the Brighton Centre
- Does not create new building frontages which might improve the townscape

#### Urban design option 4

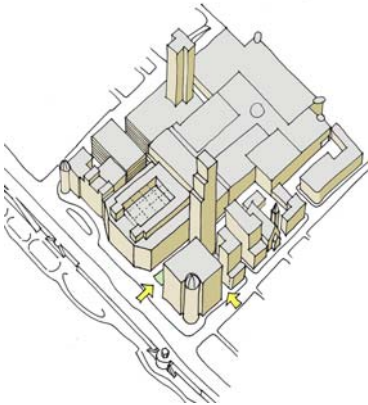


- New frontage to Kings Road would create more attractive space
- Creates significant building volume to generate revenue for the project
- Tower entrance may bring about an improved pedestrian environment on Russell Road
- The eastern end of Russell Road could be enhanced to improve the pedestrian environment
- The residential tower would create significant funding for the redevelopment of the site
- Possibility to create a high level link from the new tower into the Churchill Square shopping centre

However;

- Does not create any significant opportunities to improve linkages from the main shopping area to the Brighton Centre

#### Urban design option 5

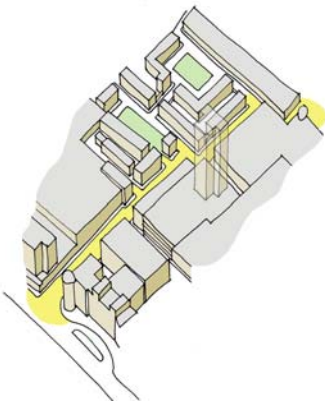


- New frontage to Kings Road would create more attractive space
- Creates the opportunity to significantly increase the building volume of the East Wing in line with the main building
- The eastern end of Russell Road could be enhanced to improve the entrance to the Brighton Centre East Wing
- The East Wing of the centre could be properly integrated into the main building, improving the provision of service space, meeting rooms, etc
- Would require the redevelopment of Kingswest

However;

- Does not create and significant opportunities to improve linkages from the main shopping area to the Brighton Centre
- Does not create new building frontages which might improve the public spaces

#### Urban design option: Cannon Place



- Improved flank elevation to the Metropole Hotel.
- Existing car park redeveloped including the addition of active uses at ground floor level.
- New development block in front of the multi-storey car-park. This could be suitable for a variety of uses including office or studio development.
- New small urban block to enclose the end of Russell Square. This would alter the proportions of the original square by restoring a sense of enclosure to the space and provide new building frontage onto Cannon Place.
- Development site released with the removal of the ramp to the rooftop car park. This would no longer be required if the roof of the centre were developed to provide additional retail space.
- Improved pedestrian link to Western Road.

Page 15: [1] Deleted	swalker	6/22/2004 12:55 PM
<p>In accordance with other local plan policies, any proposal for park and ride should demonstrate that it contributes to the economic environmental and social well-being of the city by widening the choice of means of travel for access to the city centre.</p>		
Page 15: [2] Deleted	swalker	6/22/2004 12:55 PM
<p>All new developments must take account of pedestrian links within and outside site boundaries and improve links to and between pedestrian routes and public transport facilities.</p>		
Page 15: [3] Deleted	swalker	6/22/2004 12:55 PM
<p>Parking for people with a mobility related disability (blue car badge scheme holders) should be sited closest to the main or most suitable access to the development. Where these spaces cannot be laid out within the development site, developers will be required to provide dedicated spaces in public car parks or to support the relevant shopmobility scheme; or to support especially adapted public transport infrastructure. The number of parking spaces is to be calculated in accordance with the parking standards set out in the Supplementary Planning Guidance, "Parking Standards".</p>		
Page 15: [4] Deleted	swalker	6/22/2004 12:55 PM
<p>Planning permission will be granted for new developments and changes of use, where parking levels meet the parking standards set out in the Supplementary Planning guidance, 'Parking Standards' (SPGBH4).</p>		
Page 15: [5] Deleted	swalker	6/22/2004 12:55 PM
<p>Planning permission will be granted for developments that do not increase the danger to users of adjacent pavements, cycle tracks and roads. Where there are no acceptable solutions to problems that arise from development proposals, planning permission will be refused.</p>		
Page 15: [6] Deleted	swalker	6/22/2004 12:56 PM
<p>Planning permission for development will only be granted within the coastal zone, which are otherwise in accordance with the other policies of the development plan, where it:</p>		
Page 15: [7] Deleted	swalker	6/22/2004 12:56 PM
<ol style="list-style-type: none"> <li>a. takes account of the particular conditions experienced within this area, for example, in the layout, design, landscaping and materials proposed;</li> <li>b. incorporates, where appropriate, adequate flood protection and mitigation measures;</li> <li>c. respects or enhances the appearance and character of the seafront environment;</li> <li>d. does not adversely affect existing sea views, and,</li> </ol>		

- e. does not reduce public access to the coast.

Where appropriate, planning conditions will be imposed and/or a planning obligation sought in order to secure the necessary requirements.

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Page 15: [8] Deleted swalker 6/22/2004 12:57 PM

In order to preserve or enhance strategic views, important vistas, the skyline and the setting of landmark buildings, all new development should display a high quality of design. Development that has a detrimental impact on any of these factors and impairs a view even briefly due to its appearance, by wholly obscuring it or being out of context with it, will not be permitted.

The following features and buildings are considered to be of strategic importance:

- a. views of the sea from a distance and from within the built up area;
- b. views along the seafront and coastline;
- c. views across, to and from the Downs;
- d. views across valleys;
- e. views into and from within conservation areas;
- f. the setting of listed buildings and locally well-known landmark buildings of townscape merit;
- g. vistas along avenues, boulevards and steeply rising streets; and,

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Page 15: [9] Deleted swalker 6/22/2004 12:57 PM

h. initial views of Brighton & Hove from access points by all modes of transport.

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Page 15: [10] Deleted swalker 6/22/2004 12:58 PM

Proposals for external lighting will be required to form part of an overall design strategy which demonstrates how they work in harmony with existing and surrounding lighting and create a balance between light and shadow, which avoids both over-lighting and under-lighting. Planning permission will not be granted for luminaries which emit over intense light in the context of the use of the building or space to be illuminated and/or can be seen to cause significant light pollution, especially upward light pollution.

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Page 15: [11] Deleted swalker 6/22/2004 12:58 PM

The council will seek planning obligations wherever they fall within the consideration of acceptability as set out in government legislation / guidance. In order to secure the appropriate elements, a legal agreement made under Section 106 of the Town and Country Planning Act 1990 (as



substituted by section 12 of the Planning and Compensation Act 1991) will be sought. The legal agreement will be in accordance with the guidance given in Annex B of the DOE Circular 1/97 or subsequent revisions.

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Planning permission for proposals for residential development comprising 10 dwellings or more, on sites that have not been identified for housing prior to submission of a planning application, will only be permitted where at least 40% of the total number of dwellings are 'affordable'. This policy applies to all residential development proposals, including conversions and changes of use.

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The mix of affordable dwelling types and sizes provided as part of any such proposal will be expected to reflect local needs in accordance with Policy HO3 'Dwelling type and size' which attaches a high priority to the provision of 3 bedroom houses and accommodation suitable for larger families. Proposals of fewer than 10 dwellings will be permitted where at least 25% of the total units are 'affordable'.

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The Brighton & Hove Housing Needs Survey 2000 demonstrates, in overall numerical terms, that the greatest category of need will be for smaller sized affordable accommodation (one and two bedrooms). However, analysis of housing needs demonstrates a significant 'mismatch' in the demand and supply of affordable larger family accommodation (three and four plus bedroom). This particular shortfall is also true across the different housing tenures generally. It is important then, that wherever possible, three and 'four plus' bedroom dwellings form a significant part of the dwelling mix.

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To make full and effective use of the land available (in accordance with Policy QD3), residential development will be permitted at higher densities than those typically found in the locality where it can be adequately demonstrated that the proposal:

- a. exhibits high standards of design and architecture;
- b. includes a mix of dwelling types and sizes, which reflect local needs;
- c. is well served by public transport, walking and cycling routes, local services and community facilities; and
- d. respects the capacity of the local area to accommodate additional dwellings.



Implementation of this policy will be informed by the results of an Urban Capacity Study and assessments of public transport accessibility.

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In new residential development, the council will normally require provision of private useable amenity space appropriate to the scale and character of the development.

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Applications for new retail development within the built-up area and within or on the edge of an existing defined shopping centre will be permitted where the proposal:

- a. itself, or cumulatively with other or proposed retail developments, will not cause detriment to the vitality or viability of existing established shopping centres and parades in Brighton and Hove;
- b. is well located with convenient, attractive and safe pedestrian linkages to existing shopping frontages;
- c. is genuinely accessible by a choice of means of transport that enables convenient access for a maximum number of customers and staff by means other than the car;
- d. will not result in highway danger, unacceptable traffic congestion or environmental disturbance;
- e. provides adequate attendant space and facilities for servicing and deliveries;
- f. provides facilities for parent and child, the elderly and people with disabilities; and,
- g. provides facilities for the recycling of waste packaging generated by the proposal and complies with relevant policies in the Waste Local Plan.

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Page 15: [18] Deleted swalker 6/22/2004 12:59 PM

In addition, application for new retail development on the edge of existing established shopping centres will be required to demonstrate, firstly, that there is a need for the development and, secondly, that no suitable site can be identified within the existing centre. The development should also be appropriate in scale with the centre - whether regional, town, district or local- to which it is intended to serve.

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Developments will not be permitted where it would have an adverse impact on the setting of a listed building, through factors such as its siting, height, bulk, scale, materials, layout, design or use. Moreover, listed buildings

should not be considered in isolation. They invariably contribute to a wider landscape or street scene and are often designated in the context of a larger estate or to be viewed from street views. Preserving the skyline above the historic buildings may also be important and proposals for development, which may affect near or distant views to and from listed buildings, will be critically examined. The effect of development, including street furniture and advertising, within the street or on frontages immediately adjoining the listed building, will also be critically examined.

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Policy relates to development of the pier and adjacent land.

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Proposals within or affecting the setting of a conservation area should preserve or enhance the character or appearance of the area and should show:

- a. a consistently high standard of design and detailing reflecting the scale and character or appearance of the area, including the layout of the streets, development patterns, building lines and building forms.
- b. The use of building materials and finishes which are sympathetic to the area;
- c. No harmful impact on the townscape and roofscape of the conservation area;
- d. The retention and protection of trees, gardens, spaces between buildings, and other open areas which contribute to the character or appearance of the area;
- e. Where appropriate, the removal of unsightly and inappropriate features or details;

Proposals that are likely to have an adverse impact on the character or appearance of a conservation area will not be permitted.

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*Development proposals must preserve and enhance sites of known and potential archaeological interest and their settings. Any proposal that may affect Scheduled Ancient Monuments or sites of archaeological interest, or their settings will be subject to particularly close scrutiny. Before the determination of an application for development that may affect a known or potential site of archaeological interest, developers will be required to make provision for an archaeological field evaluation.*