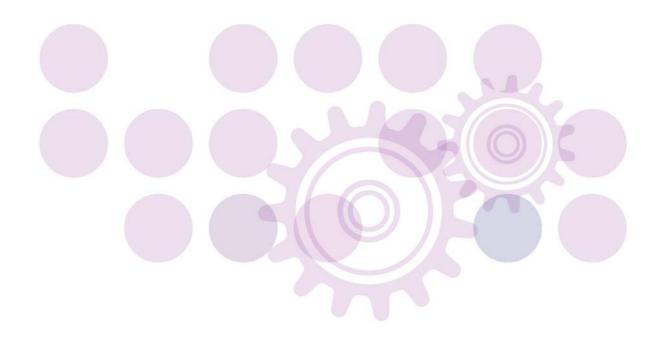


Edward Street Quarter







What is an SPD?

A Supplementary Planning Document (SPD) is one of the material considerations that can be taken into account when determining a planning application. It forms a part of the Local Development Framework (LDF) and is intended to elaborate upon policies in the Development Plan Documents (DPD). This SPD is one of a series produced by Brighton & Hove City Council and it is to be read in conjunction with the DPD. Each SPD has been subject to a period of formal consultation and approval under the LDF. In preparing this SPD the council has had particular regard to Government policy as set out in Planning Policy Statement 1: Delivering Sustainable Development and Planning Policy Guidance Note 15: Planning and the Historic Environment.

This draft SPD was approved by the Environment Committee on XXX 2005 for the purposes of public consultation. It supplements policy EM2 of the Second Deposit Brighton & Hove Local Plan 2002.

Introduction

Brighton and Hove City Council is seeking to regenerate the Edward Street Quarter to provide an employment-led scheme to meet the operational needs of the City's largest private sector employer; American Express. It is intended that a 'campus' type facility will be created, making a more full and efficient use of the land and forming a landmark in terms of urban design and sustainability. It is recognised that in order for this employment-led regeneration to be achieved, a mix of uses may be required within the scheme including residential, ancillary commercial and public open space elements.

The redevelopment of Edward Street Quarter will also form part of a wider regeneration scheme addressing current townscape problems in both the site and the surrounding area. This concerns the existing limited permeability through the site and lack of active edges.

In December 2004, the Council and American Express, along with the University of Brighton, commissioned Building Design Partnership (BDP) to complete and urban capacity study of this site and the nearby Circus Street Municipal Market site. This study, entitled 'Urban Design Analysis and Guidance', provided advice on suitable forms of redevelopment for both sites, taking account of existing constraints and the surrounding urban environment. The study was not intended to be a masterplan for the sites and the advice in this Supplementary Planning Document (SPD) will be used as a material consideration in determining any future planning application for the site.

In addition, the City Council, along with American Express, has issued a development brief for the Edward Street Quarter based around the following vision for the site:

'That the Edward Street site is developed to become an open, vibrant, mixed-use quarter based on a flexible 'campus-style' format which maximises its employment potential and acts as a model for urban design and sustainability.'





The development brief outlines the type, form and level of development the Council envisage as being possible on the site and outlines five criteria for assessing the quality of proposed schemes. The Council has prepared this Supplementary Planning Document to formally endorse the objectives of the development brief and elaborate on the policies of the Brighton and Hove Local Plan which are relevant to the site. It seeks to achieve the vision stated in the development brief by reinforcing the planning framework and providing more detailed guidance on future development, on the basis of existing policies in the Local Plan, East Sussex and Brighton & Hove Structure Plan, Regional Planning Policy Guidance Note 9 for the South East (RPG9) and other Government Planning Guidance.

SPD Status and Procedures

PPS12 (2004) sets out the Government's policy on the preparation of Local Development Frameworks and Supplementary Planning Documents (SPDs) are included in this framework. Supplementary planning documents may cover a range of issues, both thematic and site specific, which may expand policy or provide further detail to policies in a development plan document. They must not however, be used to allocate land. SPDs may take the form of design guides, area development briefs, master plan or issue-based documents which supplement policies in a development plan document.

Sustainability Appraisal and Consultation

As required by Planning Policy Statement 12, this SPD has been the subject of Sustainability Appraisal and has been prepared with the benefit of significant levels of consultation. A sustainability appraisal report specifically relating to this SPD is available from the Council together with a consultation report which summarises the consultation undertaken during the preparation of this document.

Planning shapes the place where people live and werk and the country we live it. It plays a key rule in supporting the Covernment's where social, environmental and comment, objectives and for sustainable communities. Planning Polity Statement 12: Local Development Frameworks

PPS12

Objective and Purpose of the Supplementary Planning Document

The primary objective of the SPD is to supplement existing local plan policies and ensur the future physical, social, and environmental regeneration of the Edward Street site, which is defined as the land around Amex House, between John Street and White Street. In particular the SPD seeks to facilitate employment-led potentially mixed-use redevelopment, which will retain the existing Amex House, residential properties on White Street and the listed building at 34/35 Mighell Street, and improve what is presently considered to be an area of poor environmental quality.

Therefore, the purpose of the SPD is to establish the principles and parameters to guide and control future development and enable the overall vision for the Edward Street Quarter to be realised, and against which future proposals can be assessed. Guidance on the mix of



uses and physical form of the site is provided, together with a summary of the planning requirements for planning applications and the measures that the Council will pursue to implement all aspects of the regeneration. In particular, the SPD fulfils the following roles:

- □ supplements Policy EM2 of the Local Plan;
- □ it articulates a development vision for the area;
- it provides greater certainty on the form and quality of acceptable development, including the public realm, and guidance for prospective developers and landowners on how this might be achieved;
- □ it assists the Council in the consideration of planning applications;
- □ it provides guidance on the conservation, use and setting of listed buildings in the area: and
- it provides the basis for future decisions on assembling land to provide certainty, including the potential use of Compulsory Purchase Orders.

Edward Street Quarter

The Edward Street Quarter comprises a parcel of land to the north of Edward Street, bounded by John Street to the west and White Street to the east, as shown in Fig. I. The site is presently dominated by Amex House, which provides office accommodation for American Express, Brighton and Hove's largest private sector employer.

The site is located close to the heart of Brighton city centre, within an existing mixed-use area. It is situated on a major arterial road directly linking the nearby city centre with the eastern side of Brighton. Edward Street is a gateway to Grand Parade, where the A23 from London, A270 from Lewes and A259 coast road all converge. The site is within walking distance of the city centre and the seafront. There are existing good public transport links to London, Gatwick Airport, surrounding towns and within the city.

Edward Street Quarter is an established employment site, located towards the top of the Carlton Hill area of the city. Existing residential and commercial uses surround the site, and the East Cliff Conservation Area is located immediately to the south of the site.





Location Plan

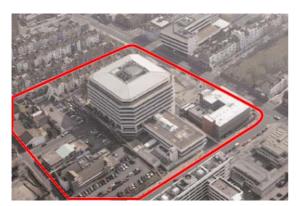
The Edward Street Quarter site is visible from the seafront, and faces onto the wide Edward Street, an east-west thoroughfare and major sustainable transport corridor. The site houses Amex House to the centre of the site, the Crown Buildings to the south-west edge and residential terrace to the east. The site is surrounded by further residential development to the east, a small office annex, residential to the south (forming part of the East Cliff Conservation Area), public service buildings to the west and a mixed-use area serving the residential neighbourhood to the north. There is a cluster of listed buildings to the north-eastern edge of the site and edging the lower-rise residential White Street.

The topography is an important feature of the site and the surrounding area. The site is situated on a steeply sloping hillside that rises up from the valley bottom that comprises Grand Parade and Valley Gardens. As well as this west-to-east rise, there are also changes in level from south-to-north as the hillside slopes up from the seafront.





Figure Ground Plan of Edward Street Quarter





Aerial Photographs of Edward Street Quarter

Analysis

This section sets out the context for the development proposals for the redevelopment of the Edward Street Quarter, through a baseline study of the main issues. This comprises a full urban design analysis of the site and its surroundings, covering the following:

- natural features;
- building heights;
- access and movement;
- □ views: and
- □ edges.

This initial investigation culminates in a SWOT analysis of the site, and an Issues and Opportunities plan, which will inform the key principles and objectives for redevelopment.

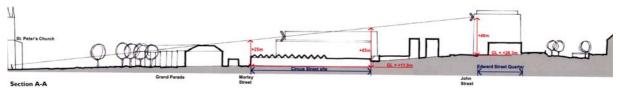
Natural Features

The most defining feature of this area is its The Edward Street Quarter is topography. located on a steeply sloping west-facing hillside, which slopes down from Edward Street towards the seafront. The predominant west-facing hillside slopes towards Grand Parade, with the base of the valley forming the main north-south axis between the South Downs and the seafront. The site affords views across the valley, and as such can be seen from various strategic view points across the city.

The varying slope of the site can be seen in the section below. It is apparent from the section that the there is a fairly dramatic change in levels across the site and its surroundings,



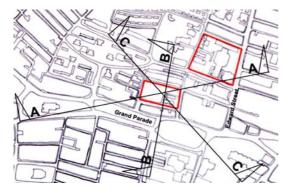
Contours Map



Above: Strategic Section (Taken from 'Urban Design Analysis and Guidance', BDP, December 2004 p. 14)







Above: Plan Showing the Location of Sections (Taken from 'Urban Design Analysis and Guidance', BDP, December 2004 b. 14)

There is currently only very limited open space present on the site. In terms of public open space, the only provision is the small hard-landscaped square which forms the entrance to the Amex house from Edward Street. This space, while small, is well-used by members of the public and particularly by employees of American Express.

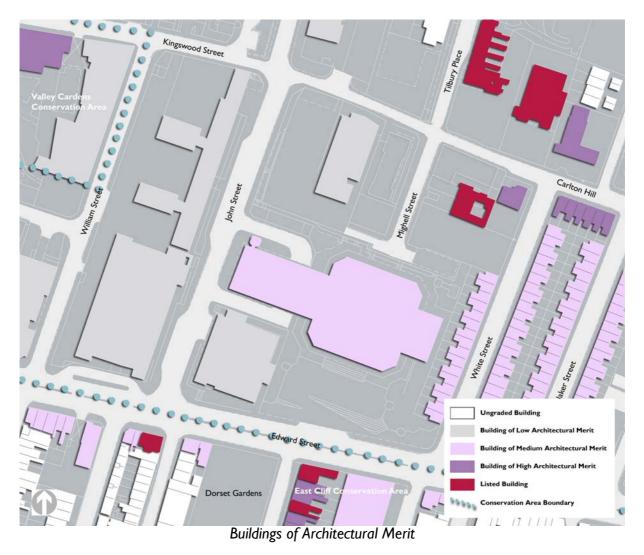


Open space plan



Conservation Areas, Listed Buildings and Buildings of Architectural Merit

Brighton and Hove has a wealth of historic architecture, which is reflected in the large number of listed buildings and conservation areas identified in the City. The region is particularly renowned for its Regency stucco architecture, which contributes greatly to the character and appearance of the city.



There are 33 conservation areas in Brighton and Hove and the Edward Street Quarter is located adjacent to the northern boundary of the East Cliff Conservation Area.







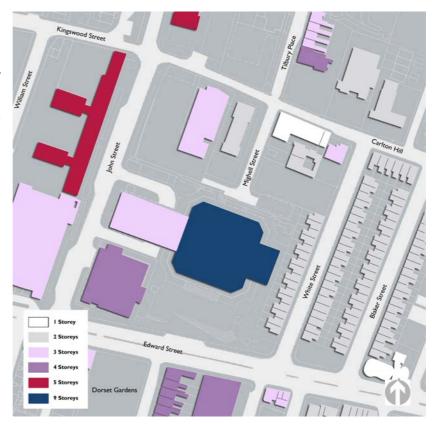
left: listed buildings to the north of the Quarter

Left: Listed building at 34/36 Mighell Street

The plan on the previous page highlights the differences in architectural quality in and around the Quarter. The listed building at 34/36 Mighell Street can be seen directly to the north of Amex House. To the north of the quarter, lies a collection of listed buildings in Tilbury Place and to the south various listed buildings and buildings of high architectural merit can be found within the East Cliff Conservation Area. To the west of the site are predominately buildings of low architectural quality. Within the quarter itself, there is a range of architectural quality, from the listed buildings on Mighell Street to buildings of low architectural quality in the western half of the site.

Building Heights

The plan to the right highlights the contrast in building heights across the site. The eastern part of the site is dominated by two-storey terraces, whilst to the west the buildings are mostly three to five storeys. The quarter is dominated by the ninestorey Amex House which looms above neighbours.



Building Heights





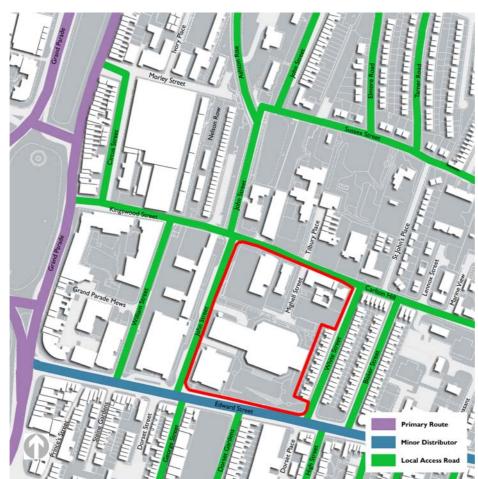
Access and Movement

Highways

The Edward Street Quarter is very centrally located within Brighton and is situated in very close proximity to a number of key routes within the city, including Edward Street itself and the Grand Parade. The Edward Street Quarter is therefore well-served in all directions by major vehicular thoroughfares, including the A23, A270, and A259. The existing key vehicular access points are from John Street and Carlton Hill, which provide entrance points to a number of car parks within the area, which are both underground and surface car parks. White Street, to the east of the Quarter contains a number of on-street car parking spaces which serve the adjacent residential properties.

Pedestrians and Cyclists

The existing pedestrian environment around the Edward Street Quarter is considered to be poor. The area currently contains limited lighting and generally poor streetscape, which contributes to a largely unwelcoming urban environment. This is particular apparent within the pedestrian route, leading from John Street to Mighell Street, where the combination of steep steps, chain-link fencing and limited street lighting creates an uninviting environment for pedestrians.

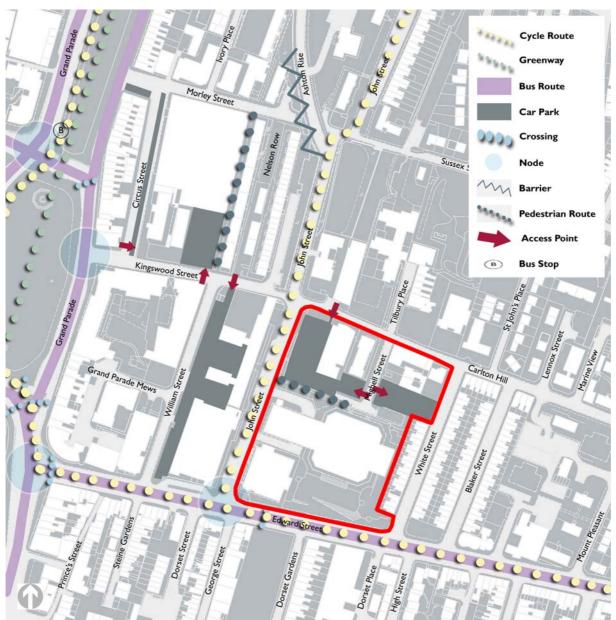


Road Hierarchy (based on Brighton and Hove Local Transport Plan 2001/02 – 2005/06)





The Edward Street Quarter is centrally located within the city's cycle network. For example, Edward Street and John Street are identified as advisory routes, whilst the nearby Grand Parade is a designated traffic-free cycle route.



Access and Movement in and Around the Site

Public Transport

The site is served well by the existing public transport network, with a number of the City's bus lines serving the site. Buses run along Edward Street and the nearby Grand Parade, serving the entire academic corridor of the A270. Brighton mainline station is positioned approximately 10 minutes walk from the site. In addition to this, the City Council is looking to implement a Rapid Transit System, which will service Edward Street. It will link with the Park and Ride facilities at key gateways into the City. This will ensure that workers who

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Brighton & Hove City Council's Local Development Framework

start their journeys in cars outside the City will be able to avoid congestion once inside the City and will be taken straight to their workplace. This will turn many potential city centre car journeys into public transport journeys.

Car Parking

The site is located well within walking distance of the town centre and the seafront, making it a good candidate for reduced levels of car parking, and for pedestrian and cycling facilities to be extended and improved.

Views towards the site

Amex house represents one of the largest buildings within Brighton and, as such, forms a key element in the skyline of the city. This is particularly apparent when the city is viewed from the coast as the distinctive form of Amex House contrasts markedly with the finer grain of the traditional seafront buildings.

There are a number of recognised viewing corridors within the city centre which cross over the site (see plan below). These include:

- Queen's Street viewing corridors along Church Street highlights the site as a potential prominent location
- □ Marina Parade the vista along Madeira Place frames the American Express building
- □ Palace Pier the panorama seen from the Palace Pier locates the setting of the American Express building against the backdrop of the hillside.



Strategic View Corridor (Taken from 'Urban Design Analysis and Guidance', BDP, December 2004 p. 12)



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Brighton & Hove City Council's Local Development Framework

The presence of the viewing corridors shown in the plan above, mean that the Edward Street Quarter does not fall within any of the designated areas and corridors which are identified as being suitable for taller development. This is in line with SPG15 'Tall Buildings'.

The plan below illustrates the various façades of the site which are visible from the surrounding streets. The Edward Street façade contains the entrance to Amex House and the Job Centre Plus building. Both are set back from the street and offer limited surveillance to pedestrians. There is a large area of public space in front of Amex House which is not currently being used to its full potential.

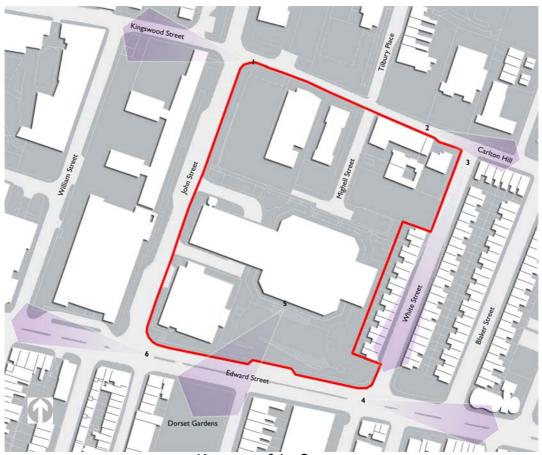
The John Street frontage comprises the side of Job Centre Plus, part of Amex House and a car park, which is raised above street level. As such, there is little activity in this part of the Quarter due to the lack of building entrances. Carlton Hill is fronted onto by a series of building backs and sides, with the exception of two dwellings at the eastern end. White Street has the highest proportion of active fronts and follows the grain of the City, with a series of terraced dwelling houses, and could also be considered as the most attractive.





Views out of the site

Due to the topography of the site there are numerous viewing points out of the site. To the west, views are provided towards the city centre, whilst to the south along White Street, a vista is afforded towards the seafront. Local views are also provided, most notably from Amex house towards Dorset Gardens and the conservation area, as well as along Carlton Hill and Edward Street.



Views out of the Quarter



1. View east from Carlton Hill



2. View west from Carlton Hill



3. View of the sea from White Street









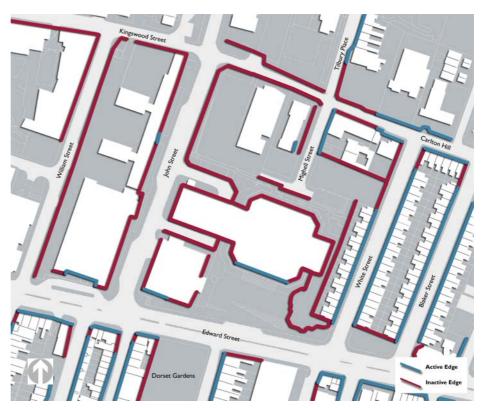
5. Dorset Gardens



6. View west along Edward St

Edges

The vast majority of edges within the Quarter are inactive or of poor quality. central position within the site of Amex House results in confusion over front and backs, particularly in Mighell which Street, currently untidy and poorly surveilled. The White Street boundary highest has the proportion of active edges within the Quarter, whilst the site currently makes contribution towards John Street as all edges are inactive.



Active and Inactive Edges



Carlton Hill



Job Centre Plus



Part of Amex House



Carlton Hill









White Street Terraces

Carlton Hill

Amex House Entrance on **Edward Street**



Southern Elevation – Edward Street, North



Western Elevation – John Street, East



Northern Elevation – Carlton Hill, South



Eastern Elevation – White Street, West

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Brighton & Hove City Council's Local Development Framework

SWOT Analysis

Taking account of the analysis outlined above a SWOT analysis can be summarised as follows:

St	rengths	Weaknesses		
1 2 3 4 5 6 7	Prime location Strong visual links across the city Adjacent to East Cliff Conservation Area Public access route through the site Situated on a west-facing hillside Good views across the valley and towards the sea front Amex House – landmark building adding to the prominence of the location Listed buildings at 34/36 Mighell Street	 Surrounded by poor facades and inactive edges Lies immediately adjacent to low-rise residential terraces with overlooking issues Area generally suffers from a run-down feel Amex House presents inactive edges to 3 of its 4 sides Redevelopment has to take account of Amex House. 		
O	pportunities	Threats		
1 2 3 4 5	Redevelopment will raise the profile of the site and its surroundings Potential site for landmark buildings to draw people into the site whilst respecting the location Improvements to existing pubic right of way Redefinition of edges to streets Enhancement of the setting of the listed buildings at 34/36 Mighell Street Major employment-led scheme will enhance the economic heart of the city.	I Fixed location of Amex House		

The plan below highlights the key issues and opportunities raised by the SWOT analysis. One of the key issues is that of the site's topography, which can be viewed both as an opportunity and a threat. Whilst a level site is almost more straightforward to develop, a sloping site can produce interesting townscape solutions and meas that the site will benefit from excellent views.









Issues and Opportunities Plan

The Issues and Opportunities plan highlights the following key points:

- □ the chance to realise a major employment opportunity for the city;
- □ the creation of new public space which are overlooked and enclosed;
- □ the opportunity to improve the setting of the listed building at 34/36 Mighell Street; and
- □ the opportunity to improve frontages, particularly onto John Street and Carlton Hill.





Planning Context

Overview

The purpose of this section is to review policy context relevant to the Edward Street Quarter. Given that the SPD will form part of Brighton and Hove's Local Development Framework (LDF), it is important to provide a brief summary of the statutory framework in which it is being prepared. In addition, this section considers the national, regional and local policies and strategies which the document should be in general conformity with.

National Planning Policy

The government's Planning Policy Guidance (PPG) notes set out the Government's policies on different aspects of planning. The advent of the Planning and Compulsory Purchase Act (2004) has created the context for the creation of Planning Policy Statements (PPS) which will gradually supersede PPGs.

Given the Edwards Street Quarter's urban context, it is useful to highlight the overall approach supported by the key guidance (PPSI, PPG3, PPG4, PPS6, PPG13, PPG15).

<u>PPS1 Delivering Sustainable Development</u> sets out the overarching planning policies on the delivery of sustainable development through the planning system. PPS1 states that policies should promote high quality design and inclusion within the planning framework, taking opportunities to improve the character and quality of an area. Sustainability is a major component of other guidance, particularly PPG 3 Housing. PPS1 states that local planning authorities should seek to promote local economies by providing, in support of the Regional Economic Strategy, a positive planning framework for sustainable economic growth.

<u>PPG3 Housing (2000)</u> defines the need to plan for the requirements of the whole community including those in need of affordable housing. In addition, the guidance note also emphasizes the importance of providing a better mix in the size, type and location of housing, in order to create mixed and balanced communities. There is a major priority for re-using previously developed land, with the government setting a target that 60% of new housing should be provided on previously developed land or through conversions of existing buildings.

<u>PPG4 Industrial Commercial Development and Small Firms (2001)</u> seeks to encourage continued economic development in a way which is compatible with maintaining and improving a high quality environment. In particular it seeks to:

- encourage new development in locations which minimise the length and number of trips, especially by motor vehicles;
- encourage new development in locations that can be served by more energy efficient modes of transport (this is particularly important in the case of offices, light industrial development, and campus style developments such as science and business parks likely to have large numbers of employees);



- □ discourage new development where it would be likely to add unacceptably to congestion;
- □ locate development requiring access mainly to local roads away from trunk roads, to avoid unnecessary congestion on roads designed for longer distance movement.

<u>PPS6 Town Centres</u> re-iterates the need for sustainable patterns of development, promoting retailing, leisure, office and arts and culture uses in town centres through the sequential test. PPS6 also supports mixed use development and an increase in housing in town centres. In addition, the guidance also encourages high quality and attractive design and environments.

<u>PPG13 Transport (2002)</u> promotes more sustainable transport choices for people and for freight and seeks to ensure that jobs, shops, education, health, and leisure facilities are accessible by public transport, walking, and cycling. There is also a general principle to reduce the need to travel, especially by car. Major generators of travel demand should be situated in town centres near to major public transport interchanges. PPG13 also supports the use parking policies as well as other planning and transport measures to promote sustainable transport choices and reduce reliance on the car for work and other journeys. Sites and routes which could be critical in developing infrastructure to widen transport choices for both passenger and freight movements should be protected.

<u>PPG15 Planning and the Historic Environment (2002)</u>, sets out policies for the identification and protection of historic buildings, conservation areas and other elements of the historic environment. PPG15 stated that conservation and economic growth not in conflict and that conservation is a key tool in supporting economic prosperity by offering attractive conditions that encourage inward investment. In general, design in historic area needs careful consideration in terms of scale, height, mass alignment and materials but not necessarily copies of old style buildings.

Regional Planning Policy

Regional Planning Policy Guidance Note 9: South-East

The Regional Planning Policy Guidance Note (RPG) 9 (2001) seeks to encourage economic success throughout the South-East region, ensuring a higher quality of environment with management of natural resources, opportunity and equity for the Region's population, and a more sustainable pattern of development. The main principles for development within the region, which relate to Edward Street, are:

- urban areas should become the main focus for development through making them more attractive, accessible and better able to attract investment;
- □ the pattern of development should be less dispersed with more sustainable patterns of activity, allowing home, work, leisure, green spaces, cultural facilities and community services to be in closer proximity;
- usufficient housing, and in particular affordable housing, should be provided for all who need to live and work in the region;





- □ the development of housing should be more sustainable, providing a better mix of sizes, types and tenures, having regard to the structure of households and people's ability to access homes and jobs;
- access to jobs, services, leisure and cultural facilities should be less dependent on longer distance movement and there should be increased ability to meet normal travel needs through safe walking, cycling and public transport with reduced reliance on the car; and
- □ transport investment should support the spatial strategy, maintaining the existing network, enhancing access as part of more concentrated forms of development, overcoming bottlenecks and supporting high capacity and less polluting modes of transport.

Policy RE5 of RPG9 states that better use should be made of existing employment land resources. Sites for industry and commerce should be developed particularly in urban areas and in places which are accessible by environmentally friendly modes of transport. Precedence should be given to the re-use of developed land over the release of new land and wherever possible the intensification of use on existing sites should be encouraged. Policy RE10, meanwhile, states that economic diversity should be encouraged, facilitating small and medium enterprises, and supporting the growth of a variety of economic sectors.

The South East England Regional Assembly is currently preparing the South East Plan, which is to be submitted to Government by 31 March 2006. The plan is a Regional Spatial Strategy and is set to replace RPG9. The core vision for the South East, as set out within the South East Plan, is that through the plan and other measures, the South East will show a sustained improvement in its quality of life over the period to 2026, measured by the well-being of its citizens, the vitality of its economy, the wealth of its environment and the prudent use of natural resources.

Policy REI states that the aim of the South East Plan is to develop and sustain a vibrant and diverse economy and to meet the local employment and service needs of both urban and rural areas. Policy REI will therefore establish the spatial priorities for these objectives. Policy RE2, meanwhile, states that local authorities should promote regionally significant and locally important sectors and clusters.

Development Plan Policy and Supplementary Planning Guidance

East Sussex and Brighton and Hove Structure Plan (1999)

The East Sussex and Brighton and Hove Structure Plan, adopted December 1999, sets out a broad framework of strategic planning policies for the development and conservation of the area, up to 2011. The overall aim of the Structure Plan is:

"To seek a more environmentally sustainable future for the county and to meet the needs for development and change in a manner that is more sustainable in the longer term"

In order to meet this aim, the objectives of the Structure Plan are:

edward street quarter



Brighton & Hove City Council's Local Development Framework

- □ to protect and enhance the environment;
- □ to achieve economic prosperity;
- □ to provide for local housing requirements and contribute to meeting regional demand:
- □ to regenerate urban areas;
- □ to achieve prosperous and attractive rural areas;
- □ to achieve better integration with mainland Europe;
- □ to seek integration of transport and reduce the need to travel;
- □ to match infrastructure and services to needs; and
- □ to match policies, priorities, resources and programmes.

Structure Plan Policy \$13 refers specifically to Brighton and Hove, stating that attention will be focused on revitalising and diversifying the economy and regenerating the physical fabric of the urban area in a manner that strengthens its important role as an international resort and sub-regional centre and enhances the outstanding townscape quality. Policy \$13 goes on to state that there will be an emphasis on the regeneration of vacant and underused sites within the urban area and that further progress will be made in providing for a range of transport modes other than the private car.

Structure Plan Policy EI states that a positive approach to economic development will be pursued, which includes urgently providing strategic sites for modern business that will be suitable to attract inward investment and provide for the expansion of existing business. Furthermore, policy E5 states that, in order to protect the level of the existing stock of industrial and commercial premises, the loss of existing suitably located industrial and commercial sites to other uses will be resisted.

Brighton and Hove Local Plan (2005)

The Brighton and Hove Local Plan provides a detailed framework for the use of land and buildings over a 10 year period. The Local Plan was adopted by full Council on 21 July 2005.

The Local Plan includes a vision for Brighton and Hove as 'a cosmopolitan, successful city by the sea where people have a high quality of life in a decent environment'. The Council's strategic policies, as set out within the local plan, therefore are:

- getting people to work;
- □ reducing local poverty;
- delivering key investment projects;
- □ making it easier to travel about;
- □ developing a learning city; and
- improving the Council's performance.

Under Policy EM2 of the Brighton and Hove Local Plan, the Edward Street Quarter is designated for office use. It is recognised, however, that residential development may be



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Brighton & Hove City Council's Local Development Framework

permitted on the site as enabling development. This would ensure the viability of any scheme brought forward for the site.

Economy and Employment

Under **Policy EM2**, planning permission will be granted for general office uses. **Policy EM3** states that land in industrial use (Use Classes B1, B2 and B8) or allocated for industrial purposes will not be released for other uses unless the site has been assessed and found to be unsuitable for modern employment needs. Similarly, **Policy EM5** states that planning permission will not be granted for the change of use of office premises or office sites to other purposes, unless they are genuinely redundant.

Sustainable Development

SU2 of the Local Plan. Proposals which demonstrate a high standard of efficiency in the use of energy, water and materials will be granted planning permission, as long as they accord with other policies of the development plan. This benchmark Policy seeks to promote a sustainable approach to energy, water and materials used in all new development in Brighton and Hove.

The factors that need to be taken into account when considering any development proposal include: access to daylight/sunlight, orientation, building form, materials, the uses of natural ventilation, fenestration, landscaping, provision recycling facilities, and cycle parking.

The Local Plan is part of a network of opportunities for securing improved energy efficiency set out in the Council's Home Energy Efficiency Strategy. Promoting energy efficiency and the use of renewable energy sources as an integral part of all development is consistent with national policy guidance in the form of PPG22 'Renewable Energy' and the Home Energy Conservation Act 1995. Regard should also be given to the Council's Sustainability Strategy and to SPG21 'Sustainability Checklist'. SPG 16 'Energy Efficiency and Renewal Energy' provides guidance on the technologies available and how developers and housebuilders can design for energy efficiency and renewable energy in new developments.

Specific sustainability guidance is contained within Supplementary Planning Guidance Note 21 – Sustainability Checklist, which is summarised below.

Transport and Movement

Within the Local Plan Eastern Road/Edward Street is designated as a Sustainable Transport Corridor and bus priority route. As such, under **Policy TR5**, planning permission will be granted for developments which create transport demand, provided that they are designed to:

- □ accommodate bus priority measures; and
- a facilitate access to bus services and/or enhance their effectiveness.

Policies TRI and TR2 state that development proposals should provide for the demand for travel they create and maximise the use of public transport, walking and cycling.



Furthermore, planning permission will only be granted for development proposals that have been assessed to determine their level of accessibility to public transport. According to the accessibility rating of the site, applicants will provide the appropriate level of parking or contribute to the costs of improving accessibility by providing public transport improvements and improvements to pedestrian access.

The prevailing parking standards at the time of any application will apply and will need to be adhered to.

Design and Quality of Development

The Local Plan specifies that new development should be of a high standard of design and **Policy QDI** states that all new buildings will be expected to make a positive contribution to the visual quality of the environment. **Policy QDI** goes on to state that the following design aspects will be taken into account in all new developments:

- □ scale and height of development;
- □ architectural detailing;
- □ quality of materials;
- u visual interest particularly at street level; and
- □ appropriate levels and type of landscaping.

It is indicated that a 'Design Statement' should be submitted for all large scale development proposals (i.e. residential schemes of 10 or more units or commercial proposals for 1,000 sqm above). **Policy QD2** states that all new developments should be designed to emphasise and enhance the positive qualities of the local neighbourhood by taking into account the local characteristics, including:

- u the height, scale, bulk and design of existing buildings;
- □ topography and impact on skyline;
- natural and developed background or framework into which the development will be set against;
- □ natural and built landmarks;
- □ layout of streets and spaces;
- □ linkages with surrounding areas, especially access to local amenities e.g. shops, community facilities, open spaces;
- patterns of movement (permeability) within the neighbourhood with priority for all pedestrians and wheelchair users, cyclists and users of public transport; and
- natural landscaping.

In order to preserve or enhance strategic views, important vistas, the skyline and the setting of landmark buildings, **Policy QD4** states that all new development should display a high quality of design. It goes on to states that 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 Local Plan identifies the following features and buildings as being of strategic importance, and of relevance to the Edward Street Quarter:

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

Policy QD20 states that planning permission will not be granted for proposals that would result in the loss of areas of public or private open space that are important to people because of their recreational, community, historical, conservation, economic, wildlife, social or amenity value. The loss of an area of open space important to people will only be considered in exceptional circumstances, i.e. where it can be demonstrated that the proposal is of national importance or essential to meet social, environmental and/or economic needs, which cannot be located elsewhere.

Historic Environment

The Edward Street Quarter is located adjacent to the East Cliff Conservation area and contains two Grade II listed buildings (34/35 Mighell Street) and a number of other listed buildings are located in the immediate vicinity. **Policy HE6** states that, proposals within or affecting the setting of a conservation area should preserve or enhance the character or appearance of an area and should show:

- 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;
- u the use of building materials and finishes which are sympathetic to the area;
- on o harmful impact on the townscape and roofscape of the conservation area;
- the retention and protection of trees, gardens, spaces between buildings, and other open areas which contribute to the character or appearance of the area;
- □ where appropriate, the removal of unsightly and inappropriate features or details; and
- □ the retention and, where appropriate, the reinstatement of original features such as chimneys, chimney pots, gates, railings and shopfronts and small scale architectural details.

Policy HEI states that proposals involving the alteration, extension, or change of use of a listed building will only be permitted where:

- the proposal would not have any adverse effect on the architectural and historic character or appearance of the interior or exterior of the building or its setting; and
- the proposal respects the scale, design, materials and finishes of the existing building(s).



Policy HE3 states that development 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.

Other relevant supplementary Planning Guidance Notes

SPG15 - Tall Buildings

In response to the increasing number of proposals for tall buildings in Brighton, Brighton and Hove City Council have produced Supplementary Planning Guidance Note 15 'Tall Buildings'. This guidance note provides a checklist of planning and design issues that the council will require applicants of all tall building proposals to address in their detailed planning submissions. Within the SPG, tall buildings are defined as buildings of 18m or taller (approximately 6 storeys), above ground level. The Edward Street Quarter does not fall within any of the designated areas and corridors which are identified as being suitable for taller development. Paragraph 7.3.3 states that tall building proposals within conservation areas or affecting the setting of listed buildings or conservation areas or registered historic parks and gardens will only be approved if applicants can demonstrate, through a conservation impact assessment, that the surrounding area's character or appearance or the setting of any listed building or historic park or garden will be preserved or enhanced.

SPG21 Sustainability Checklist

The aim of the SPG is to provide certainty to developers on what the City Council considers to be a benchmark for achieving sustainable development. The need for a checklist has been identified in order to enable applicants to have regard to relevant sustainability issues, as identified by **policy SU2** of the Local Plan, at the initial stages of the planning application process. It is envisaged that by meeting the aims of the checklist developers will be able to demonstrate the extent to which sustainability considerations have informed their proposals

The checklist criteria have been taken from the Brighton & Hove Sustainability Strategy themes and objectives where they apply to developments along with the Brighton and Hove Second deposit Draft Local Plan. It is intended that all applications over 5 units or 500sqm will be assessed using the checklist.

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Vision

Brighton and Hove City Council consider the Edward Street Quarter to be a major opportunity for a landmark development in terms of urban design and sustainability. The overarching principle of this SPD is the creation of a thriving, vibrant, sustainable community in Edward Street Quarter. Sustainability is a function of efficient land use, mixed-use, good and environmentally sensitive design, access to jobs, community facilities, local services and leisure activities, and a reduction in travel. Sustainable communities are balanced, inclusive, healthy and safe from crime or the fear of crime.

It is acknowledged that the regeneration of the built environment alone cannot deal with poverty, inequality and social exclusion; however it is a crucial component. Sustainable communities need sufficient, quality housing to meet the needs of the community, a flourishing local economy supported by appropriate infrastructure, a high quality, safe and healthy local environment, and the amenities and sense of place to support a diverse and vibrant local culture. The condition of the built environment has a direct impact on the quality of life of its inhabitants, and the appropriate conservation and improvement of the natural and built environment brings social and economic benefit for local communities.

Any new development in the Edward Street Quarter should harness the most up-to-date building technology and design processes to secure positive environmental impacts. The Council requires that there is a comprehensive and fundamental reconsideration of the built environment, in order to achieve a vibrant and sustainable new quarter. Any proposals must create a high quality urban area, which is integrated back into and is not physically distinct from its surroundings. This will require the combination of the right mix of uses provided at the optimum scale and density within a redefined and well-designed urban form.

The vision for the Edward Street Quarter, as identified within the Edward Street Quarter Development Brief is:

'That the Edward Street site is developed to become an open, vibrant, mixed-use quarter based on a flexible 'campus-style' format which maximises its employment potential and acts as a model for urban design and sustainability.'

The Council will require that any proposal demonstrates the achievement of the following:

- a development that acts as an exemplar of urban design for office-based mixed-use developments;
- provision for sustainable transport;
- physical, economic and social regeneration benefits for surrounding neighbourhoods and the City as a whole;
- □ the retention of existing employment and provision of further employment floorspace, which American Express could expand into and contract out as they need;
- □ the creation of a sense of place based on a flexible, 'campus' format;

- provision of a mix of uses to bring the quarter into the public sphere and to ensure an active campus;
- □ a range of residential tenures;
- □ improved permeability through the quarter;
- □ a scheme that complements, but does not dominate, the listed building at 34/35 Mighell Street and the residential terrace on White Street; and
- a development which complements the redevelopment of nearby Circus Street.

Sustainable development means ensuring a better quality of life for everyone in the present, and for future generations. The Council will expect that any proposals for the regeneration of Edward Street will provide long-lasting, rather than temporary solutions. It should become a place where people want to live and will continue to want to live. Any proposals must provide a high-quality solution, which allows the flexibility to respond to changes in the future, without the need for whole-sale redevelopment.



Development Principles

In order to achieve the vision as set out above, key development principles have been prepared, which relate directly to the analysis of the area. It will be of paramount importance that new development proposals address these as proposed schemes will be considered against them. In setting out these principles, particular emphasis has been placed on sustainability in order to ensure new development on this site meets high environmental standards.

Social Sustainability

- **Good design** Incorporation of a high standard of design contributing to public safety and crime prevention, in accordance with Policies QD1, QD2 and QD7.
- Active frontage Provide 'eyes on the street' through the promotion of entrances and windows, thus reducing the opportunities for graffiti and anti-social behaviour, in accordance with Policy QD5.
- Affordable Housing A range of dwelling types, sizes and tenures should be provided within any housing scheme, should residential development be required as enabling development.
- **Sustainability Checklist** Incorporation, wherever possible, of the criteria outlined within SPG21 Sustainability Checklist.

Economic Sustainability

- **Business needs** Provide office/commercial floorspace in order to meet possible future demand from American Express, the City's largest employer, in accordance with Policy EM2.
- Mix of Uses Provide an appropriate employment-led mix of uses in accordance with policy EM2.

Environmental Sustainability

- **Energy efficiency** Promotion of energy efficient buildings, maximising natural lighting and passive solar gain, in accordance with Policy SU2. Development should also achieve a BREEAM/Eco Homes rating of excellent.
- **Materials** Building materials should be chosen for their low embodied energy and the ability to reuse and recycle the material, in accordance with Policy SU2.
- **Construction** Promotion of sustainable construction processes, encouraging the reuse and recycling of materials, in accordance with Policies SU2 and SU13.
- **Cycling facilities** Promotion of cycle use through the provision of on-site cycle parking facilities in accordance with Policy TR12 and SU2.



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- Recycling Incorporation of recycling facilities within the development in accordance with Policy SU2.
- Nature conservation Promotion of nature conservation features, including 'wildlife friendly' plants and shrubs and features such as 'green roofs' and 'green walls' in accordance with Policy SU2.
- Amenity space Provision of public and private amenity space, of a character appropriate to the development.

Public Realm

- **Public realm** Provision of a high quality public realm, with good quality materials and street furniture
- Open space Connection of new public open spaces with existing open space networks, wherever possible. Opportunities to create improved formal, south facing, open space on Edward Street
- **Public art** Promotion of public art, locally-designed where possible, within the public realm. The Edward Street frontage would be the most appropriate location for this.
- **Tree planting** New trees should be incorporated into new development proposals, particularly along the Edward Street frontage, where existing trees should be retained.
- **Lighting** Improved lighting throughout, and particularly within existing public rights of way.

Layout and Urban Form

- **Frontage** All new buildings must be of a high quality of design and must present active building frontages to principle routes around the site.
- **Topography** Take account of the topography of the site and maintain and enhance key views, particularly the western vista along Carlton Hill.
- **Key Views** Take advantage of key views, vistas and prominent corners to provide visual interest throughout the Edward Street Quarter. Enhancement of landmarks, prominent corners and intersections, providing visual interest throughout the Edward Street Quarter.
- **Aspect** Take advantage of the aspect of the site which, in combination with the topography of the site, creates opportunities for good quality, environmentally sensitive development.
- **Grain** Respect the grain of the site through the alignment of building footprints, streets, sewers and other watercourses with slope contours.
- **Enclosure** Streets and new and existing publicly accessible areas should benefit from strong edges which provide a sense of overlooking and enclosure. In particular the open area addressing the main entrance to American Express, the area at the junction of John

Street and Carlton Hill and the corner of White Street and Edward Street, would benefit from improved enclosure.

• **Design statement** – Submission of a design statement demonstrating how proposals takes account of the design aspects outlined under Policy QDI and QD2.

Scale and density

- Context The four principle streets that define the site are all very different in their character. Development proposals should respect the varied contexts of neighbouring development.
- Scale and bulk John Street presents the greatest opportunity for taller buildings. Edward Street would benefit from development providing more enclosure but the scale of new development would have to take account of the adjacent conservation area. Carlton Hill is on higher ground and there are several listed buildings in the immediate vicinity but generally suffers from poor frontage and benefits from little enclosure. White Street is almost entirely residential in character and development proposals would have to demonstrate no adverse impact on the residential amenities enjoyed by their occupiers.
- **Listed buildings** Development proposals should improve the setting of the listed buildings at 34/35 Mighell Street and Tilbury Place in accordance with Policy HE3.

Mix of Uses

- **Employment led** Development proposals should predominately be for office uses in accordance with Policy EM2.
- Offices proposals should facilitate the expansion of American Express. Edward Street and John Street should be the main focus for employment uses.
- Enabling development A limited amount of other uses may be appropriate in order
 to ensure proposals are economically viable and accord with the principles of sustainable
 development. These other uses may include housing and a limited amount of retail
 floorspace to serve both office workers and neighbouring residential communities.
 Should residential uses be required, Carlton Street would be the most appropriate
 location.

Movement

- Travel plans Incorporation of Travel Plans within detailed planning applications, promoting greener, cleaner travel choices and removing dependence on the car in accordance with Policy TR3a.
- **Pedestrians/cyclists** Promotion of safe and attractive routes incorporating prioritised movement for pedestrians and cyclists.

- Permeability Increased permeability through the Quarter.
- **Parking** Under Policy TR4, Edward Street is identified as a sustainable transport corridor. New developments should accommodate bus priority measures and facilitate bus services and take a restrictive approach to on-site parking.

Development Options

In order to provide a framework for development and in order to demonstrate how the preceding development principles might be applied to the site, two development options have been put forward in this draft SPD. The first is that contained in the Development brief which was produced following an urban design analysis and guidance document by BDP in December 2004. The second is an alternative development framework which provides an alternative development form and distribution of uses. The two options are taken in turn below and key factors of each are summarised. The variance between the two options revolves around the approach taken to key issues raised by the site, as follows:

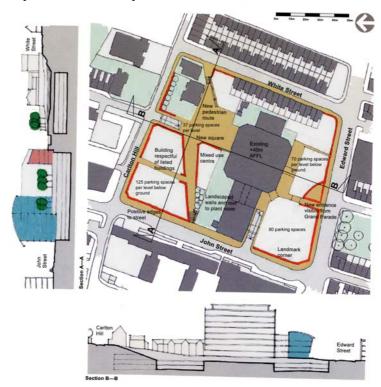
- Provide active edges to Edward Street, John Street and Carlton Hill;
- Improve the setting of the listed building;
- Approach taken to parking provision, taking account of site context and location;
- Approach taken to existing open space in front of Amex House and Edward Street;
- Approach taken to dealing with retention of Amex House; and
- Approach taken to other existing uses on the site, including the Job Centre building.

In addition to considering these options developers are invited to prepare innovative schemes for the site which comply with the established development principles.

It should be noted that, at this stage, the following development options are published for illustrative purposes only and to assist the consultation process.



Option I - Development Brief Option



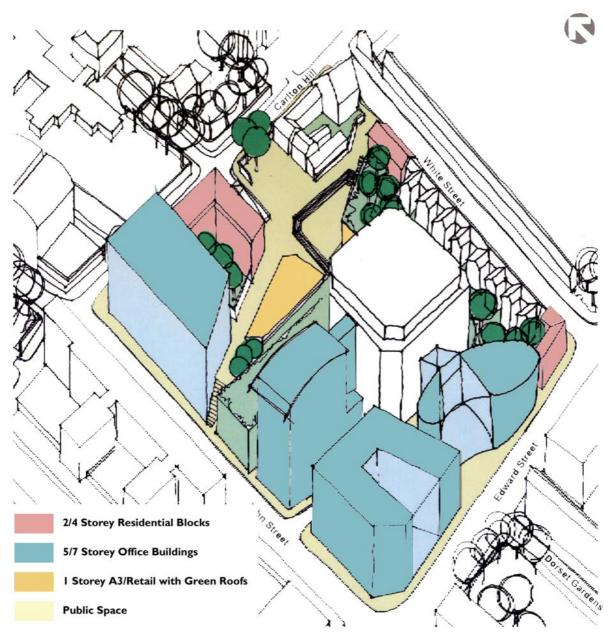
Layout Plan and Sections (Taken from 'Urban Design Analysis and Guidance', BDP, December 2004 p. 26)

This option was the result of an urban design analysis and guidance report produced by the Building Design Partnership (BDP), prior to this document. Site principles for the indicative scheme include:

- maintain and enhance west vista along Carlton Hill towards the valley;
- build positive edge to Edward Street, particularly facing Dorset Gardens and the East Cliff Conservation Area:
- □ build a positive landmark to the south-western corner. Viewed from the Royal Pavilion Gardens edge of Grand Parade, this corner could form an important legibility landmark:
- □ build positive 'bookmarks' to the ends of White Street residential terrace;
- □ increase the level of permeability through the site;
- ensure the listed buildings and their environs both within and adjacent to the study area are respected, maintained and enhanced;
- open up views into the site, using the façade of the listed building to draw pedestrians through;
- develop a campus arrangement of buildings, centred around a mixed-use heart; and
- □ the slope of the site to the west provides the opportunity to develop taller buildings along that edge without negatively affecting adjacent buildings or spaces.







Land Use Axonometric (Taken from 'Urban Design Analysis and Guidance', BDP, December 2004 p. 25)







		Footprint (sqm)	Storeys	Gross floor area (sqm)
Existing				
Office		3.600	3 to 9	27,800
Office ancillary		1,950	I to 3	2,650
Crown Building		1,360	4	5,440
Surface car park	103 spaces			2,170
Underground	40 spaces			1,700
car park				
Public open				2,800
space				
Approx. totals				32,620

Proposed				
Office		5,100	3 to 9	39,800
Office – Edward		750	6	4,500
Street entrance				
Office (replacing		1,750	6	10,500
Crown Building)				
Office ancillary		2,550	I to 3	3,650
Residential (to	Approx. 14	1,360	2 to 3	2,960
white street)	houses			
Residential flats	Approx. 50 flats	1,050	4 to 5	3,250
Commercial/A3		525	I	525
Underground	480 spaces	6,875	3	20,625
car parking				
Underground	160 spaces	2,475	2	4,950
car parking				
(beneath Crown				
building)				
Public open				4,725
space				
Approx. Totals				95,485

Proposed floor areas



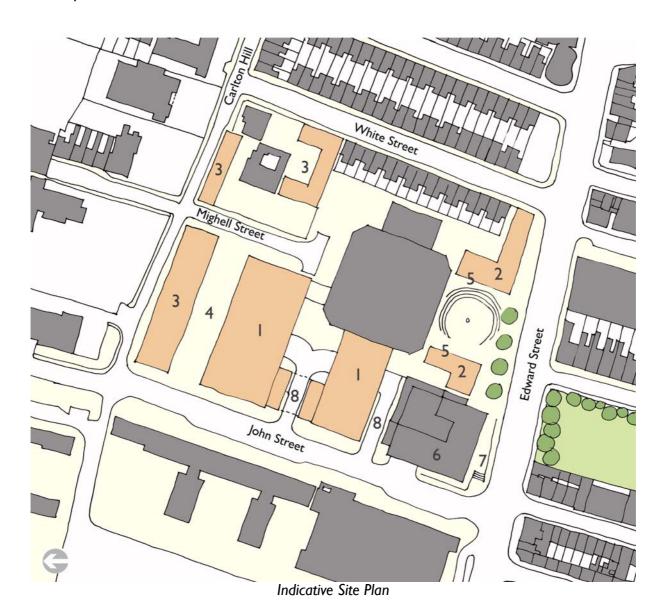
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Option 2

This option seeks to apply the development principles differently, resulting in an alternative development form.



Key features of the scheme:

I Significant new business buildings are included to the west and north of the main American Express building, creating new active frontages onto the public space. These buildings would also contribute to the creation of a strong street frontage along John Street. 16,734 sqm of gross business floorspace could be provided within these buildings over 6 storeys.

- 2 Two new business building facing on to Edward street help to re-establish the street frontage, and create new active fronts onto the square. The easternmost of these buildings would complete the corner between White Street and Edward Street.
- Residential accommodation is included to the north of the site, including two in-fill blocks which help to improve the setting of the listed building. These buildings would provide a stronger frontage to Carlton Hill and would also help to the complete the building line along White Street. Approximately 10 houses and 70 flats could be provided within these buildings.
- The existing pedestrian passageway close to the American Express building is moved north, and designed as a street with an axial approach to the listed building (34/36 Mighell Street). This would enhance the setting of the listed building and would provide amenity space for the adjacent residential and office buildings. A scheme of landscaping could also be implemented to enhance the
- 5 Retail and café uses are included facing on to the square to create activity and provide amenity. These uses would enhance the character of this open space and would provide a useful facility for those working in the adjacent office buildings. 1,000 sqm of retail space could be provided within these buildings.
- 6 The existing Job Centre building is retained, but with scope for enhanced elevation treatment.
- 7 The public realm around the Job Centre building could be improved by replacing the solid parapets of the stairs and ramps with glass or railings.
- 8 The existing access and egress to the American Express underground car park and service area are retained, but could be built over to provide stronger street frontage.









Block		Footprint (sqm)	Storeys	Gross floor area (sqm)
A	Residential – approx. 60 flats	1026	4	4,104
В	Residential – approx. 7 houses	311	3	933
С	Residential – approx. 3 houses and 10 flats	425	3	1,275
Residential total	,	-		6,312

Business total				22,594
Н	Business	641	4.5	2,884.5
G	Business	391	4.5	1,759.5
F	Business	1,013	6	6,078
E	Business	304	4	1,216
D	Business	1,776	6	10,656

A/G/H	Retail/A3	1,000	I	1,000
Retail/A3 total				1,000

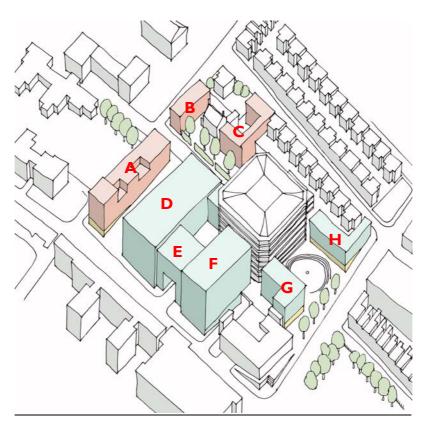
	Spaces per level	Storeys	Total	
New underground car park accessed from John	100	I	100	
Street				
Existing underground car park beneath square	70	2	140	
(it is assumed that the existing parking beneath the Crown building is retained and continues to be used as at present)				
Parking spaces total			240	

	Area (sqm)
Public space facing Edward Street	1,318
New public route from John Street	990
Public space total	2,308

Proposed floor areas







Block schedule

Implementation and Planning Requirements

Phasing

The site benefits from a relatively simple pattern of landownership. American Express and Brighton and Hove City Council are the principal landowners. In order to facilitate the redevelopment of the site, initial phases of development can provide new office accommodation on John Street. Subsequent phases of development on Carlton Hill and the currently vacant sites on Edward Street would follow.

Requirements of development proposals

In seeking to accord with the guidance contained in this Supplementary Planning Document and the relevant policies of the Local Plan the following is a list of some of the likely planning and transport requirements arising from the a development proposal on the Edward Street Quarter, some of which might best be covered by way of legal agreement between the developer and the Council:

- **Affordable housing** if some enabling housing development is required, under Policy HO2 40% of the dwellings should be affordable.
- **Public art** under Policy QD6 the inclusion of an element of public art might be considered to be appropriate on this site.
- Sustainability Checklist the Local Planning Authority will undertake an assessment of development proposals against the criteria outlined in the Sustainability Checklist. A more favourable view will be taken on planning applications where it can be shown that proposals meet the expectations outlined in the checklist.
- **Design Statement** A design statement should be submitted in support of development proposals in order to demonstrate how the proposal takes account of the design aspects outlined under Policy QDI and QD2.
- **Travel Plan** In order to seek to reduce traffic generation, a travel plan will be required in support of development proposals under Policy TR3a. This is particularly important on this site as it is located within an identified sustainable transport corridor defined under Policy TR4.

Monitoring and Review

The SPD will be monitored, reviewed and updated to ensure that it remains relevant and in accordance with development plan policy. The SPD will become part of the Local Development Framework upon its adoption.

The Local Plan will be replaced by a series of development plan documents that form the Local Development Framework (LDF). The SPD will be reviewed when the LDF is adopted to ensure that there is still a chain of conformity with development plan policy, and to take into account changes that may have occurred in and around the site during that time.

Contacts and Further Guidance

If you have a query regarding any aspect of the local development framework please email ldf@brighton-hove.gov.uk.

For queries about **planning applications**, please contact Development Control: TEL (01273) 292222.

More information on all planning matters can be found at www.brighton-hove.gov.uk.

need a translation?

If you would like this translated, please tick the box (or state the language required) and return this to any council office Në qoftë se dëshironi që ky informacion të Si vous souhaitez obtenir une traduction përkthehet nëgjuhën shqipe ju lutem shënoni '√' në kuadratin përkatës dhe dorëzojeni këtë de ces informations en français, cochez cette case et renvoyez ce coupon au në cilëndo zyrë të Këshillit të Rrethit. bureau municipal de votre choix Albanian French "إذا كنت ترغب في الحصول على هذه 如果你想这些信息翻译成普通话, المعلومات مترجمة للغة العربية, يرجى وضع 请在方格内划勾,并把这表格送回 علامة في الخانة المبينة و إعادة هذا إلى أي 任何市议会的办事处。 مكتب من مكاتب مجلس البلدية". Arabic Mandarin No caso de querer obter a tradução 'আপনি যদি এই তথ্যঠির desta informação em português, assinale অনুবাদ [বাংলা ভাষায়] পেতে por favor o quadrado correspondente, e envie চান তাহলে অনুগ্রহ করে পার্শ্বের este impresso para qualquer um dos 'council বক্সে ঠিক দিয়ে যে কোন office' (escritórios da Câmara Municipal). কাউন্সিল অফিসে পাঠিয়ে দিন' Bengali Portuguese ___ Eğer bu bilgilerin Türkçe tercümesini 如果你想這些資料翻譯成廣東話, isterseniz, lütfen kutuyu işaretleyip 請在方格內加剔, 並把這表格送回 herhangi bir Belediye bürosuna 任何市議會的辦事處。 götürünüz. Turkish ___ Cantonese "اگر مایلید این اطلاعات به زبان (فارسی) ترجمه Other (please state) شود، خواهشمنديم شكل مربع را علامت زده و فرم را به هر آدرس شهرداری که در اختیار دارید يس بفرستيد."

Farsi

This can also be made available in large print, in Braille or on audio tape

City Planning Brighton & Hove City Council Hove Town Hall Norton Road Hove BN3 3BQ