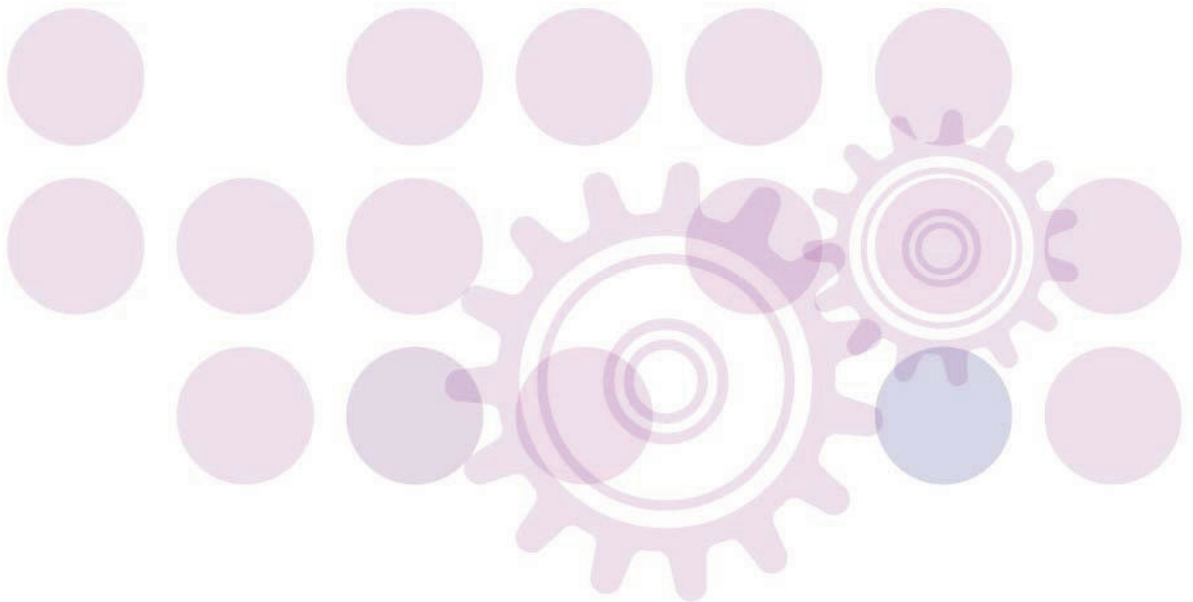**DRAFT**

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Brighton & Hove City Council Local Development Framework

Yet to be adopted

london road central masterplan - appendices

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1. PLANNING POLICY

National Planning Policy
The relevant national planning policy is set out in the various Planning Policy Statements (PPS), Planning Policy Guidance Notes (PPG) and Government Circulars:

PPS1: Delivering Sustainable Development (2005)
PP1 Supplement: Planning and Climate Change (2007)
PPS3: Housing (2006)
PPS6: Planning for Town Centres
PPS9: Biodiversity and Geological Conservation (2005)
PPS10: Planning for Sustainable Waste Management (2005)
PPG13: Transport (2004)
PPG15: Planning & the Historic Environment (1994)

PPG16: Archaeology and Planning (1990)
PPG17: Planning for Open space, Sport and Recreation (2002)
PPS22: Renewable Energy (2004)
PPS23: Planning and Pollution Control (2004)
PPG24: Planning & Noise (2004)
PPS25: Development and Flood Risk (2006)
Circular 06/98: Planning & Affordable Housing
Circular 05/05: Planning Obligations

Regional Planning Policy
Regional Planning Guidance for the South East (RPG9) (saved policies)
Emerging South East Plan (Regional Spatial Strategy)

Local Planning Policy
Brighton & Hove Local Plan 2005 saved policies

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TR5 Sustainable transport corridors and bus priority routes
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Emerging Core Strategy policies

Supplementary Planning Guidance Notes (SPGBH) and Documents (SPDBH)

SPGBH 1: Roof alterations & extensions
SPGBH 2: External paint finishes & colours
SPGBH 3: Brighton Station Site Brief
SPGBH 4: Parking Standards
SPGBH 9: A guide for Residential Developers on the provision of recreational space (draft)
SPGBH 11: Listed Building interiors
SPGBH 13: Listed Building - general advice
SPGBH 15: Tall Buildings

SPGBH 19: Fire Precaution Works to Historic Buildings

SPDBH02: Shop Front Design
SPDBH03: Construction and Demolition Waste
SPDBH06: Trees and Development Sites
SPDBH07: Advertisements
SPDBH08: Sustainable Building Design
Draft SPDBH: Nature Conservation and Development

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Planning Advice Notes
PAN 02: Microgeneration
PAN03: Accessible housing & lifetime homes

PAN05: Design Guidance for the Storage and Collection of Recyclable Materials and Waste

Supporting strategies, studies and other documents
London Road & Lewes Road Regeneration Strategy 2007
Urban Characterisation Study 2009
Creative Industries Workspace Study 2008
Air Quality Action Plan 2007
Public Space Public Life Study - 2007
Brighton & Hove Retail Study 2006
Employment Land Study 2006
Brighton Station Masterplan 2003

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2. EARLY STAKEHOLDER CONSULTATION REPORT (SUMMARY OF RESPONSES)

Below is the transcript of the 'Conclusions' section of the consultation report issued by the council to all who attended or registered an interest in having access to the report. The report outlines the findings stemming from the three consultation workshops were organised to assess stakeholder views. These took place in City College's Peham Tower, Pelham street, close to London Road, on June 9th (12-2pm), 12th (5.30-7.30pm) and 19th (12-2pm), 2008.

A full version of the report is available by requested via email ldf@brighton-hove.gov.uk or by phone on 01273 292352.

'The early stakeholder consultation on the London Road Central SPD/masterplan set out to assess views and aspirations for the area to inform the development of the Draft SPD/masterplan. What [did] the consultation revealed to that effect?

- *Preliminary SPD/masterplan boundary is roughly appropriate as it contains the key areas identified with concentrations of popular destinations identified along London Road and the Elder Place/Providence Place/Pelham Street axis and around the Preston Circus and St. Peter's Church areas;*
- *The Level is questionably the area's most important asset alongside the diverse range of retail facilities which remains a key element of the area's identity;*
- *The area is easy to get to/walk into, however it is very poor when it comes to information/signage that can facilitate movement within and through the area; attracting a wide range of social groups (particularly children and seniors); and creating opportunities for visitors/users to stay in the area (poor comfort of places to sit).*
- *The area's character, architecture and landmarks along with the range of shops and services emerged as two of the most liked features of the area by workshop participants and area users alike.*
- *Among the list of low-cost, short-term improvements suggested by participants greening, more seating and landscaping emerged as the most popular.*
- *Review of traffic flows and overall improvement of public realm emerged as the most popular long-term measures.*
- *As far as area users are concerned improvements in safety emerged as the top priority.*
- *A range of partners were identified with local businesses topping the list followed by local government and local community/amenity groups.*

There was widespread consensus among participants that something needs to be done to the change current trends of decline and that the 'do nothing' option was not sustainable. In terms of the Issues & Options presented the consultation suggests support for an SPD/masterplan that:
- *seeks a comprehensive retail redevelopment programme that seeks to attract major new investment into the area while, at the same time, securing opportunities for small, independent retailers;*
- *explores opportunities for re-use of existing empty office space as well as a range of new, flexible office floorspace in mixed-use developments that include the cheap, affordable accommodation for creative industries currently provided in New England House;*

- *thinks creatively about how pedestrians and cyclists can be more central to the area and how traffic flow can be improved;*
- *contains a public realm strategy that encourages the flexible use of open spaces (considering complementary uses such as art events, food & drink, exhibitions); seeks to remove the barriers to pedestrian movement in general (particularly between The Level and London Road) uses mixture of design techniques to address anti-social behaviour issue; and considers quality versus quantity of open space in new development;*
- *looks at a combination of transport- and design-related solutions to air quality such as park & ride, public transport and height, mass and volume of new development that avoids contributing to existing air quality problem ("canyon effect"); and*
- *encourages better community management initiatives in partnership with other agencies and uses major development sites as opportunities to bring in more diversity while supporting local business to improve/upgrade.'*
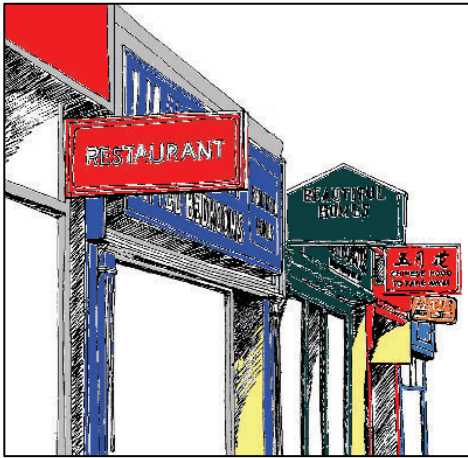
## 3. SHOP FRONT AND URBAN DESIGN GUIDANCE

The problems

London Road has a mix of architectural styles, including some attractive groups of Victorian buildings, but the standard of the shop fronts is poor. Most of the shop fronts are comparatively modern and are generally standard 'off the peg' solutions that have little visual relationship with the buildings above them. Collectively there is no consistency between adjoining shop fronts and the overall effect is to give the street a disjointed, piecemeal appearance. A particular problem is the size and bulk of shop fascias, which often overwhelm the frontages and which fail to follow a consistent line. Added to this is a clutter of competing signage.

This design guidance sets out the principles for a good shop front, to inform proposals for new and altered shop fronts, with the aim of raising the standards of design in London Road.

Design principles – the 'framework'

A good shop front should respect but not copy the scale, proportion and architecture of the building above it, so that it forms an integral part of the building. Each frontage may therefore be separate with its own individual style, but respecting the form of the building above and frontages to each side. This gives the street rhythm and harmony without monotony.
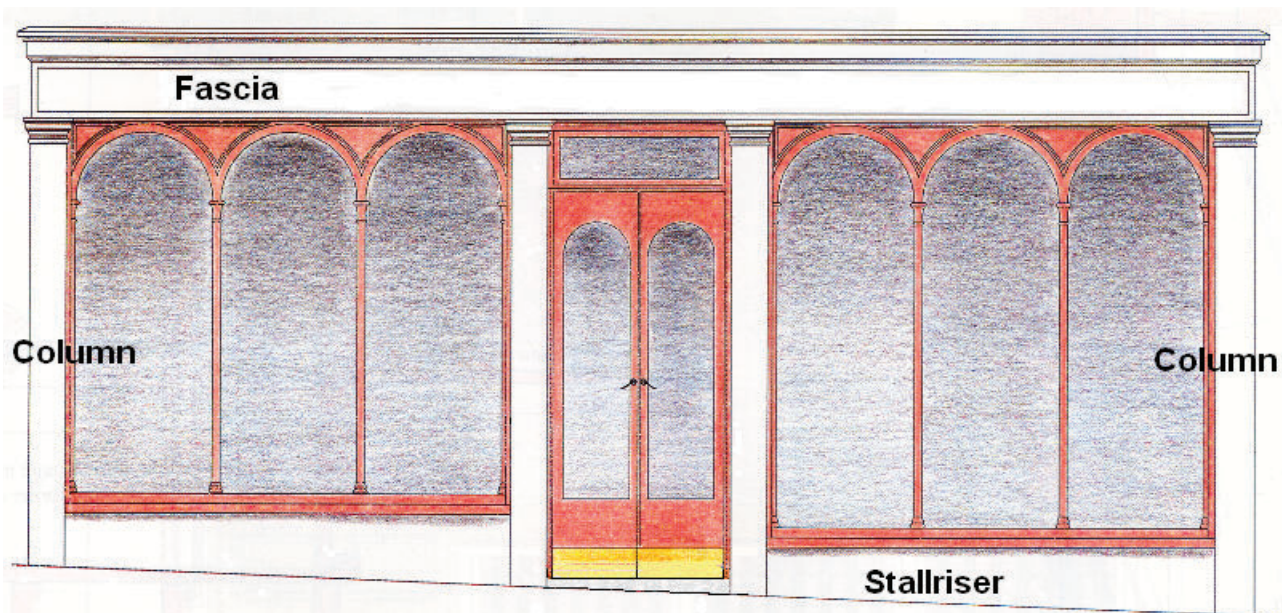
- 7 -

The key to achieving this is to ensure that the 'framework' of shop front is clear and well-proportioned. The 'framework' is formed by the columns or pilasters at each end, supporting the fascia above. The columns or pilasters should appear as solid supporting elements. In some cases a third pilaster may be used to frame a separate entrance to accommodation above the shop. On larger shop fronts there may be a pair of pilasters framing the shop entrance. The end columns may have corbel brackets at the top, to frame the fascia and to make a clear vertical division between separate shop units.
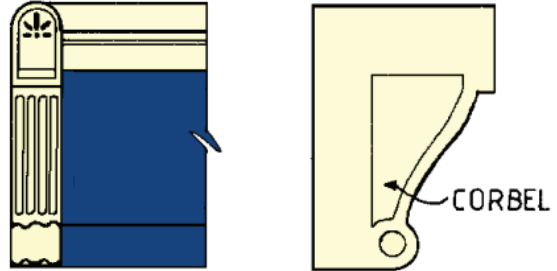
The fascia is often the most noticeable element of a shop front but is the element with the most potential for causing visual harm if over-dominant. The depth of the fascia should be in proportion to the scale of the shop front and width of the columns. Where corbel brackets exist the fascia depth should match these. A depth of between 400mm and 900m will generally be appropriate in London Road, depending on the scale of the building, but no existing fascia should be enlarged. No fascia should encroach upon the first floor windows above or the shop window below. Where the replacement of an existing over-large fascia is proposed, the council will expect the new fascia to be reduced in scale to fit the above criteria. In some cases the original fascia may still remain below later over-boarding and in such cases opportunity should always be taken to restore the original fascia.
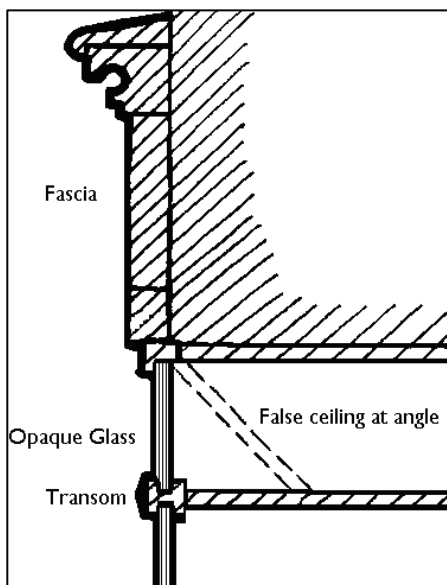
The relationship between the fascia and the shop window below is also important and deeply projecting fascias that form a substantial overhang should be avoided. The formation of a sub-fascia below the main fascia is also inappropriate. If an internal false ceiling would be visible below the window head it should either be angled upwards to meet the frame head or, alternatively, a transom rail should be inserted into the window with opaque glass to obscure the false ceiling.

Where there is a single occupier of two or more adjacent shop units, the fascia should not span across the units. Each shop front should have a separate fascia, divided by corbel brackets or similar device. The identity of multiple units can be retained through a unified approach to colour and lettering etc.

Design principles – the shop window

Within this 'framework' the design of the shop window can then express the individual nature of the use or occupier. The design should take into account the proposed use of the internal floor space so that an active display is maintained to shop window(s) wherever possible. Standard designs should not be imposed and corporate images should be adapted and modified to suit the building. Innovative, contemporary designs will be welcomed provided they relate well to the building and to adjoining buildings and shop fronts.

The shop window should extend full height up to the bottom edge or underside of the fascia. This gives better proportions and allows for greater natural light. The window itself may be divided vertically with mullions to achieve the necessary vertical emphasis, to give rhythm to the frontage and to reflect the proportions of the building above. A horizontal transom rail may also be appropriate, particularly on taller shop frontages. Thick, bulky mullions and transoms should be avoided except on some large scale frontages. A substantial window cill will provide good weathering protection as well as visual interest. Mirrored or heavily tinted glass is generally inappropriate but the careful and limited use of etched glass can be successful where an element of screening is required.

There should be a stall riser to form a solid visual base to the shop front. Stall risers will vary in height depending upon the style and proportions of the building as a whole, the use of the shop itself and the prevailing stall riser height of neighbouring shop fronts. In the case of a uniform group of buildings the stall riser height will be expected to be consistent.

In most cases the entrance should either be located centrally within the shop front or at one end. Where the shop front forms a pair with an adjoining one the entrance will be expected to match its neighbour. The entrance should ideally be recessed from the shop window; this not only gives visual relief to the frontage and breaks down its scale but extends the display space, allows easier access for all and gives protection from the weather.
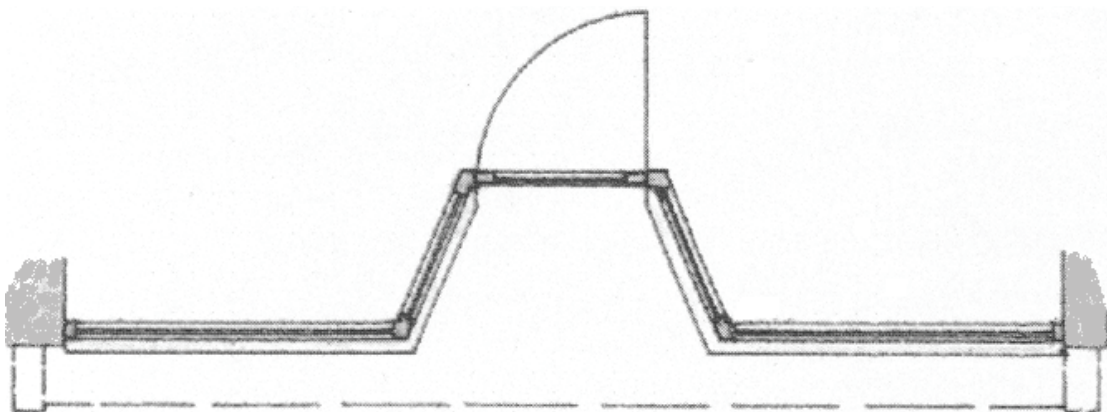
Materials

The choice of materials and finishes is a major factor in determining the long-term attractiveness of a shop front. The materials and finishes should be carefully chosen on the basis of their; their visual sympathy with the building above; their long term durability; and their environmental sustainability. For the 'framework' it will generally be appropriate to establish a common set of materials for each group of buildings – smooth painted render for the columns and timber for the fascias will usually be most appropriate.

For the shop window, a painted timber frame will be encouraged where the parent building is Victorian. Standard modern framing materials such as extruded aluminium and UPVC, which are smooth, flat textured and plain in section, will rarely look good on Victorian buildings. Powder-coated cast aluminium, stainless steel and frameless glazing can all suit contemporary designs.

Access for All

Provision should be made for easy access to all shops for disabled people. This will also aid access for people with pushchairs and elderly people.

Level access through the door should be provided, with no threshold step, and the approach from the back edge of the pavement should also preferably be level but certainly at a maximum gradient of 1:12.

The entrance door should be visually distinct from the rest of the shop front and a recessed entrance achieves this. Where the entrance is not recessed the door should be designed so as to clearly distinguish it. A door should have a minimum clear opening of 775mm, which will mean a single doorset of 1000mm width. In the case of double doors it will be necessary for a wheelchair user to be able to obtain access without having to open both doors. Apart from being of adequate width, doors should be easy to open by those with limited strength. Automatic sliding doors are welcome on large modern shop fronts and are preferable to automatic revolving or swinging doors. Frameless glass doors can be dangerous as people with visual impairment and children may not see them, while wheelchairs may damage the glass. They should therefore be clearly marked with contrasting bands and provided with kick plates.

Shop Security

Shop security measures may be needed to address break-ins, vandalism, exclusion of rough sleepers from recessed entrances and insurance requirements. Such measures should always be carefully considered at the design stage of a new shop front. Where an existing shop front requires additional security this should be limited to the minimum measures necessary; should as far as possible be integral to the shop front; and should be chosen on the basis of aesthetics, the need to retain a visible display, long-term durability and ease of maintenance.

Laminated glass provides security without generally affecting the appearance of the property and is the first solution that should be considered and can be combined with internal grilles. Removable or demountable external grilles, consisting of steel mesh construction in a square grid or lattice pattern are generally an acceptable alternative to internal ones.

External roller grilles may be acceptable but only where they allow a clear view through to the display and where the roller box housing is concealed behind the fascia or set back beneath it. Solid roller shutters obscure the shop front and window display when down, creating an unattractive, dead appearance to the frontage. They also attract graffiti and the bulky box housings often protrude in front of the fascia and columns and spoil the appearance of the shop front *(see illustration.)* Solid roller shutters of any type or design will therefore not be acceptable.
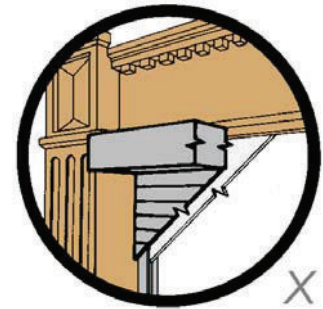
All external security grilles and their fixings should be painted or colour finished to match the shop front colour scheme.

Blinds
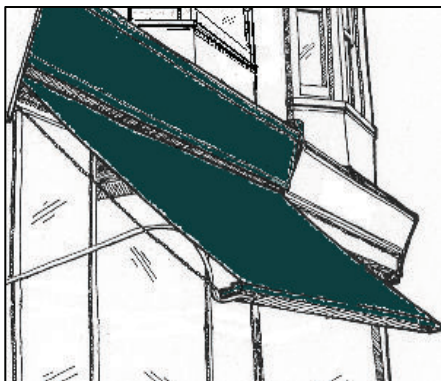
If erected with care and consideration, blinds and awnings can add interest and vitality to London Road and provide protection from sunlight. Blinds should be of the flat awning type and be retractable, either manually or electrically, into a recessed area at the head or base of the fascia. They should normally be the same width as the fascia. Canvas, woven acrylic or reinforced PVC are appropriate materials and should match the colour scheme of the shop front but glossy finishes are unacceptable.

In all cases blinds should be at least 2.4m above the footway level at their lowest point and should not be erected in such a way that would cause obstruction, annoyance or danger to passers-by. They should not include side panels.

Signage

The fascia is generally the appropriate location for the main sign. It should be contained within the dimensions of the existing fascia and individual letters or symbols should not extend the full height of the fascia but should leave a space above and below. The sign, or individual letters or symbols, should not project further forward than any cornice and generally not more than 150mm. Where illumination is desired, individual internally illuminated letters or 'halo' lit letters on an unlit background are often the best approach, provided that bulky box housings are avoided. External illumination should be by discreetly sited light fittings that illuminate the lettering/symbols only. A single slim trough light per sign, colour finished to match the fascia, will generally be the best option. A small spotlight at each end of the fascia is an alternative acceptable solution.
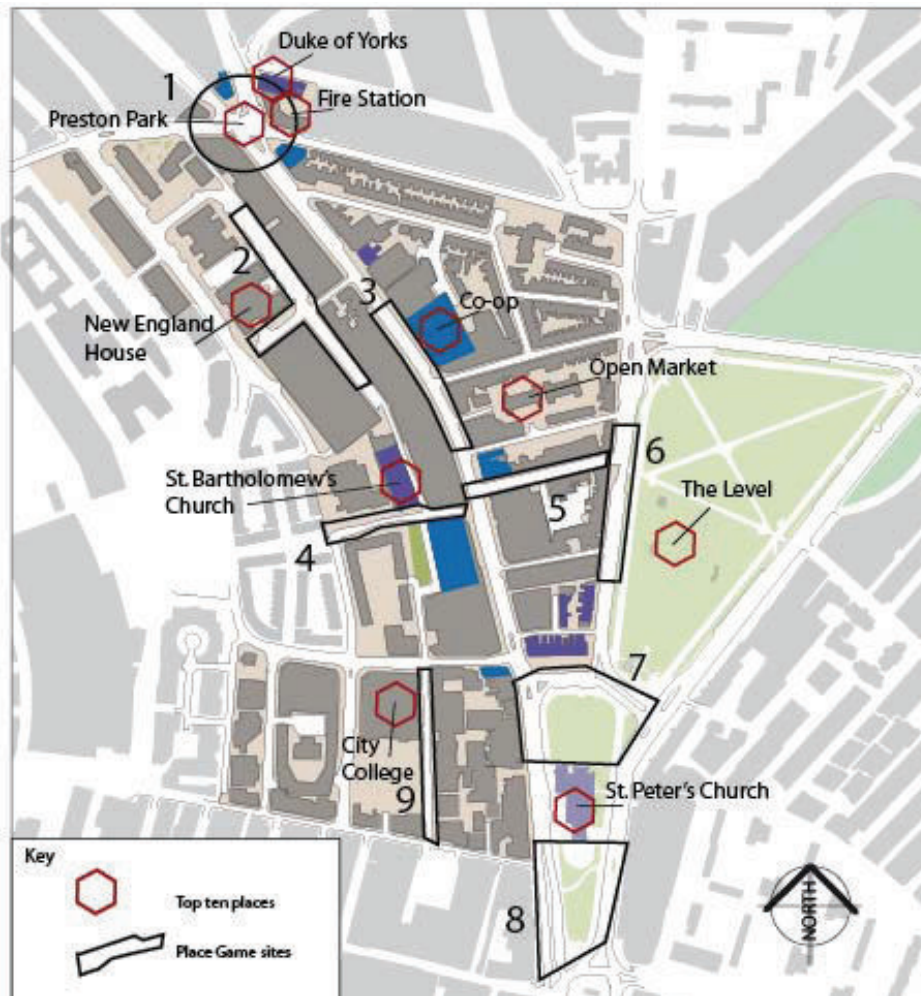
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4.   PUBLIC REALM STRATEGY

London Road Masterplan: public realm strategy **Public consultation**

A series of public consultation events were carried out in June 2008. Three main tasks were carried out at these events including identifying the ten most important places in the area, and on-site 'Place Game', and a discussion on the proposed issues and options paper. The Place Game involved groups going out to one of nine different areas, and rating them with a prepared form. The most important places are identified above, as are the place game areas. The main findings for each place game area, relating to public realm, can be summarised as follows:

1. Preston Circus- busy area, unattractive, strong character. Suggest signage and facilities for pedestrians, including seating.

2. Elder Place / York Hill- unattractive, graffiti and rubbish, poor signage, good access to parking. Suggest tidy up.

3. London Road (retail centre) - shops, busy, strong character, good ease of walking, poor signage. Suggest new shopping developments and greening of public realm. Improve lighting, seating and reduce traffic.
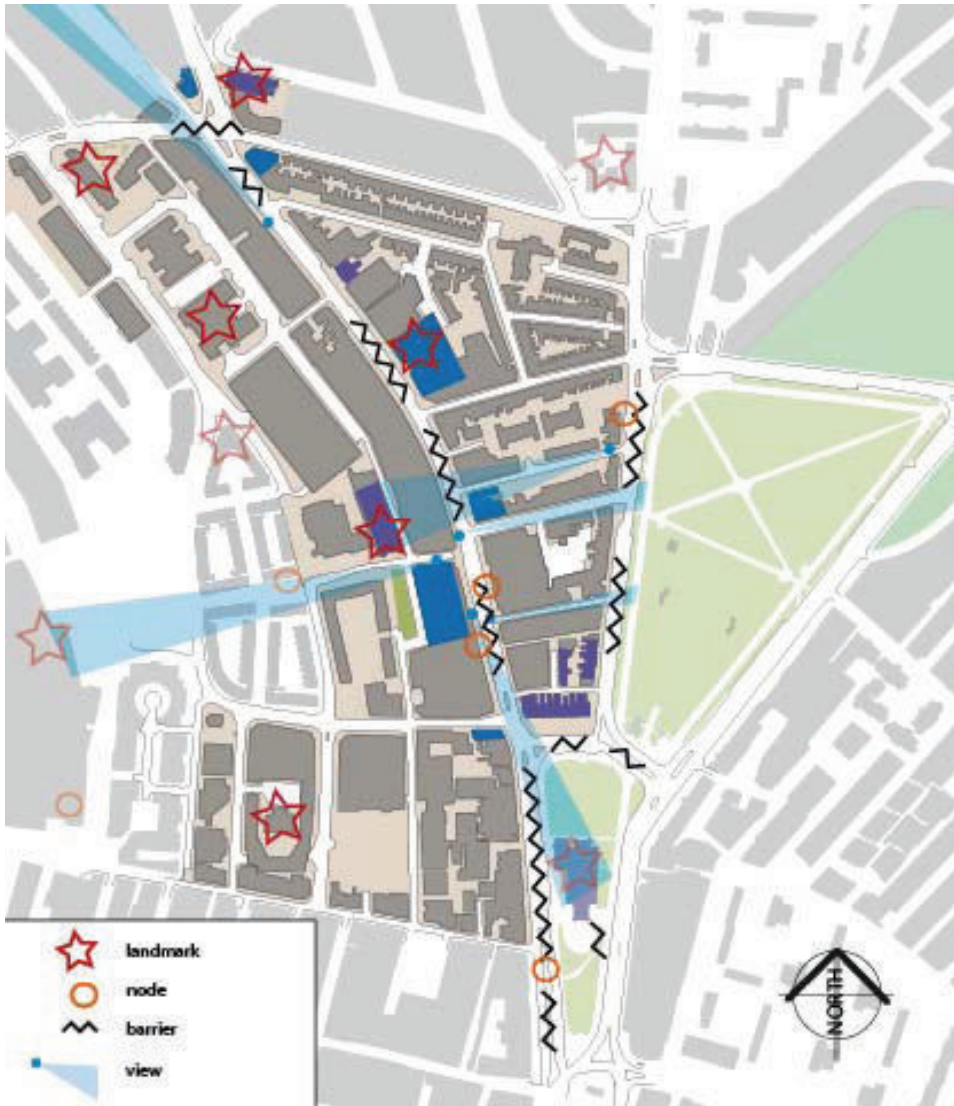
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London Road Masterplan: public realm strategy

Townscape analysis

Legend:
- ★ landmark
- ○ node
- ∿ barrier
- ◼ view

NORTH

4. Ann Street- feeling of safety, clean, poor signage, local landmark, anti-social behaviour. Suggest removing graffiti, greening and landscaping including art.

5. Oxford Street- feeling of safety, ease of walking. Suggest public realm needs de-cluttering, seating, greening. Traffic flows need reviewing.

6. Ditchling Road- Feeling of safety, trees, busy, community activity. Suggest traffic needs reviewing, public realm needs de-cluttering, seating and greening,

7. St Peter's Church north- feeling of safety, strong landmark, poor maintenance, seating and signage, few children and elderly. Seating and improved planting suggested.

8. St Peter's Church south- clean, ease of walking, busy. Poor seating, signage and community events. Few children and elderly. Retail or service activity, and improved safety suggested.

9. Pelham Street- feeling of safety, ease of walking, busy. Poor places to sit, maintenance, and poor sense of ownership. Few children and elderly. Landscaping, seating, pedestrian priority and reduction of car park suggested.
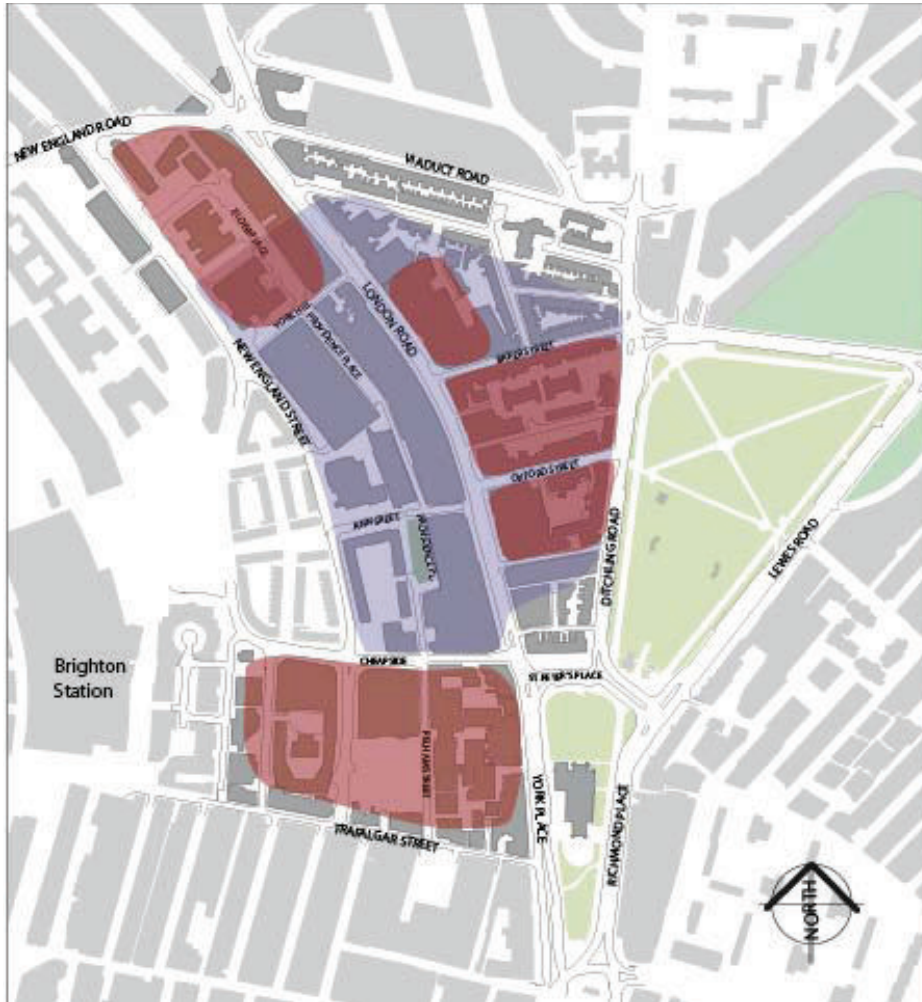
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London Road Masterplan: public realm strategy

Key development sites

Former Co-op department store

Under-used public space at Vantage Point

City College building, mostly due for redevelopment.

A thorough analysis of the public realm within the London Road study area has been carried out. This has informed the strategy, and has included identifying:

- building footprint and the urban form
- distinct character of the area
- distinct hierarchy of streets
- potential development sites
- public and private realm
- green spaces
- routes and connections to the wider area
- landmarks

- important buildings
- destinations
- traffic directions, controlled crossings
- public transport routes and nodes
- barriers to movement
- eyesores
- pedestrian accident hotspots

The analysis has identified opportunities for change, which include:
Distinct areas along the main London Road shopping corridor:

- the area in front of the open market
- the block opposite Ann Street, below Oxford Street
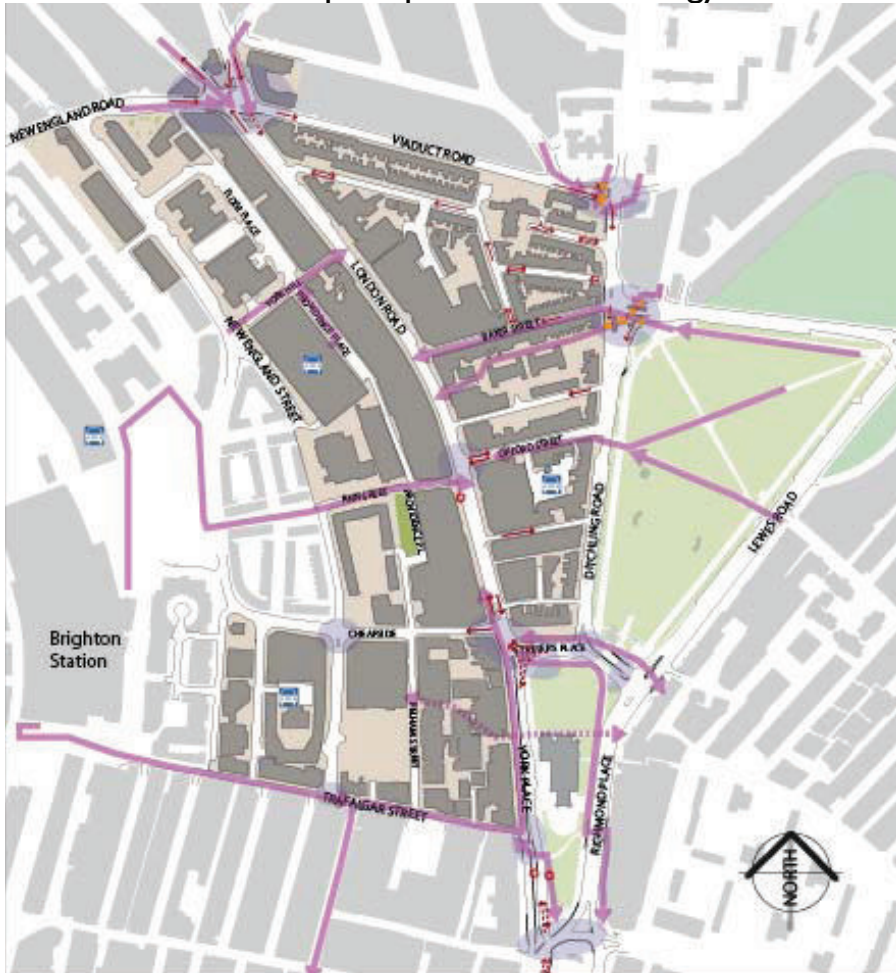
- Oxford Street

London Road Masterplan: public realm strategy

Movement

The Open Market has redevelopment plans.

The Level is cut off by road

Connections to surrounding areas:
- Valley Gardens and the east of the city
- Brighton Station and the city centre

Areas of pedestrian/ vehicular conflict:
- Seven dials
- The Level is cut off by road
- City College buildings, mostly due for redevelopment
- The Open Market has re-development plans
- under-used public space at Vantage Point
- empty former Co-op department store
- Viaduct Road/ Ditchling Road

Potential development sites, to include:
- Open Market,
- The former Co-Op
- Buxtons, (27-33 Ditchling Road),
- New England Street and Vantage Point to Ann Street
- City College, Pelham Street
- the former Sainsbury's
- the vacant site to rear and
- Theobald House, New England House.

All new developments have the opportunity to provide quality new places, squares and routes.

London Road Masterplan: public realm strategy

Hierarchy of routes

London Rd: Avenue/Boulevard category (as proposed in Public Space Public Life Study).

Baker St: Street category (proposed).

Queen's Pl: Lane category (proposed)

Poor quality street level obstructions and pavements on London Road

Public Space. Public Life Toolkit

The Council has produced a public realm strategy, Public Space Public Life, which includes London Road as part of the study area. This strategy, and the Toolkit that accompanies it, seeks to create a more legible streetscape across the city and guide new public realm improvements.

New public realm improvements would be expected to follow the recommendations in this document Public Space Public Life defines the main London Road shopping street as 'Avenue/Boulevard'.

Baker Street, and Oxford Street, which run off the London Road, are smaller in scale and fit with the typology described as 'Street', Oxford Place and the residential streets north of Baker Street are tighter in scale, have less traffic and fit into the 'Lane' category. The study gives guidance on design principles for these different types of street, which are shown in extracts from this study in the next page.
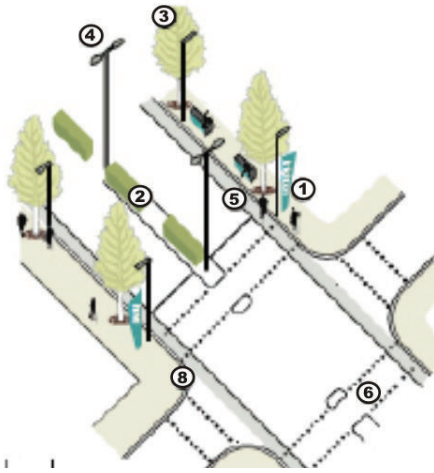
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### London Road Masterplan: public realm strategy

**Hierarchy of routes**

Avenue / Boulevard

1. Provide welcoming signage on all arrival routes.
2. Signage should be developed in consultation with artists and graphic designers.
3. Consider using central reservations for lighting and planting to soften the wide street and provide a glare free, more pleasant environment.
4. Where deemed feasible line avenues and large trees such as Lime, Oak, Elm or Plane at a spacing of approx. 10-12m.
5. Elegant columns and lanterns which are robust, in order to minimise maintenance, should be selected.
6. Footways should be sheltered from traffic and noise.
7. Maximise the use of straight zebra crossings rather than staggered Pelican, Puffin or Toucan crossings.
8. Avoid any form of continuous barriers since this restricts pedestrian movement and encourages dangerous jaywalking.

Street
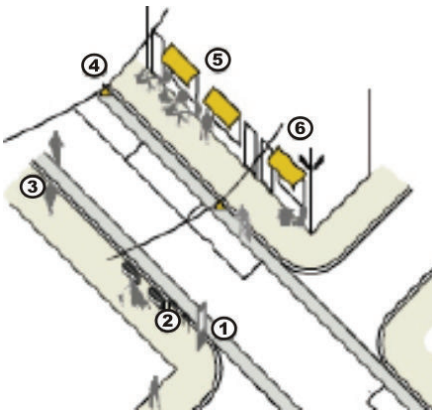
1. To minimise traffic signage consider introducing central zone with one set of driving and parking rules with entry and leaving signs only.
2. Use trees, benches, and cycle parking in street furniture zones to increase perception of low speed areas to drivers.
3. De-clutter footways and particularly remove any bollards and other furniture and signs which do not contribute to a clear, functional streetscape.
4. Where streets are narrow assess the possibility of attaching lighting lanterns to building facades and walls.
5. Work with shop keepers to develop attractive, active frontages and eliminate obstructions such as A boards in the main footway.
6. Increase activity at night by encouraging mixed use developments with residential accommodation.

Lane
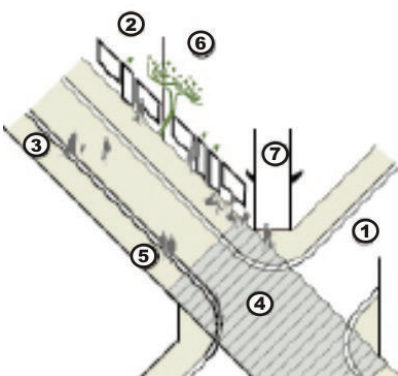
1. Increase permeability wherever possible by opening and extending yards, alleyways and mews.
2. Work with shopkeepers to avoid use of window shutters, and encourage them to leave low energy window display lights or outdoor lanterns on into the evening to make the Lane feel safer and avoid unnecessary lighting columns in narrow streets.
3. Design streets with long lasting, quality materials which should be carefully detailed.
4. Highlight important junctions with special surface treatments and consider how wayfinding information, including tactile clues, can be incorporated into the ground to minimise clutter.
5. Avoid street furniture on footways less that 2m.
6. Consider extending activities after dark by providing places for lighting, performances and other temporary events.
7. To help wayfinding, make sure lanes have sufficient (but not too many) street name plates at each junction.

London Road Masterplan: public realm strategy

Opportunities for change

Proposed public realm hierarchy based on road types in Public Spaces Public Lives Study

- Avenue / Boulevard
- Street
- Lane

Wayfinding monoliths

The analysis of the London Road area has identified opportunities for changes to the public realm, which include:

- creating additional pavement space and/or new public spaces and routes within and adjacent to development sites, including a new central square and spaces resulting from widening parts of London Rd to improve the air quality;
- improving links to landmarks in and around the masterplan area and other parts of the city by providing signage to fit in with the city-wide legibility strategy and improving the quality of and signage to car parks;
- making streets and spaces safer with more active frontages, busier routes and better lighting;
- making more pavement space available, particularly in busiest spots, by removing unnecessary clutter and rationalising the position of bus stops and other items;

- ensuring that all streets and spaces are accessible and negotiable for all users;
- encouraging off-street rather than on-street parking;
- providing opportunities for sitting in the sun, or shade, and spaces for outdoor activities;
- using attractive, robust, high sustainability rating, minimal maintenance, quality materials and components that are appropriate to the climate and match the distinct character to the area;
- retaining views to important landmarks;
- seeking to find new markers to aid legibility;
- engaging artists early to influence the public realm and successfully incorporate artistic elements; and
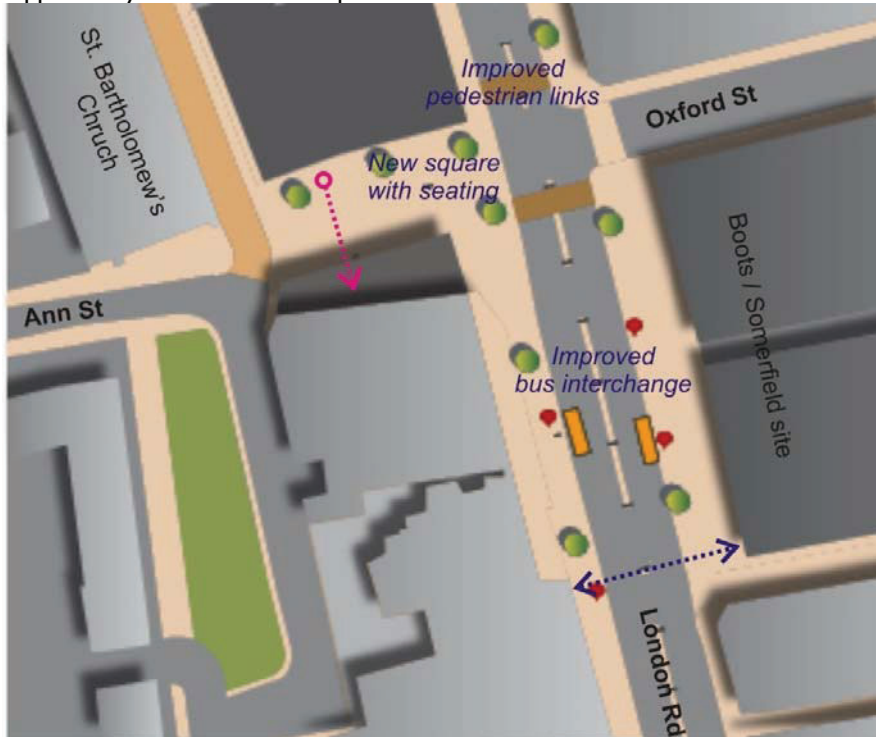- increasing the number of trees.

london road central masterplan – appendices

London Road Masterplan: public realm strategy

Opportunities for change

Opportunity for new central square

St. Bartholomew's Chruch

Improved pedestrian links

Oxford St

New square with seating

Ann St

Improved bus interchange

Boots / Somerfield site

London Rd

	Bus		Central reservation with lighting columns ('Avenue /Boulevard')		Widened/Improved pavements
	Bus stop				Set new facades back to enable improved dispersion of air pollutants and more space for pedestrians.
	Existing square		New build-out on south side to realign street (off-set loss of existing building on north side)		
	New trees				

Careful detailing of quality materials can encourage investment in the area.

Overlooked and secure cycle parking enables sustainable travel.

Natural stone and granite remain attractive over time.

Seating areas can be informal art can enrich the street scene.

Trees and street furniture can provide a buffer from the traffic.

Quality materials in the carriageway give pedestrians more priority in side streets.

5. SAFE PLACES STATEMENT

The following statement has been prepared by jointly by Sussex Police and Brighton & Hove City Council Public Safety Division to inform the London Road Central masterplanning process, specifically concerning the potential for delivering crime reduction through design. It recommends that all major developments within the London Rd Central masterplan area will be required to submit a 'Safer Places Statement' to accompany any application for planning consent.

The intention is that – to avoid duplication – an acceptable Safer Places Statement accompanied by defined targets and evidence of achievement would satisfy the crime reduction requirements contained within PPS1 and Local Plan Policy QD7, however without a satisfactory Safer Places Statement, requirements under these headings would be deemed not to be met, however articulated and may be considered grounds to refuse planning consent.

In evaluating Safer Places Statements, there is an expectation that all proposals will adopt the principles and practices of the Secured by Design Award scheme appropriate to development proposed.

5.1. The London Road Masterplan area in context
Although the precise boundaries have not at this time been identified, it can be assumed that the Masterplan area will include the area bounded by (and including) the Level to the east, Brighton Station to the west, Preston Circus to the north and St Peters Church to the south. All elements within this area fall within the Brighton Central policing District, and specifically within the St Peters and North Laine Neighbourhood Policing area.

The London Road area as defined above has, and continues to experience significant levels of street crime and antisocial behaviour much relating to street drug use and dealing, street drinking and rough sleeping. As well as the presence of adult substance misusers, high levels of youth disorder – often in connection with alcohol misuse, is also an issue.

Although a range of factors can be viewed as contributing toward disproportionate levels of street crime and substance misuse within this area, a key theme that links them together is the quality of the streetscape and the potential for the physical layout of the area to provide a wide range of permissive venues for street crime and antisocial behaviour.

The regeneration opportunities for London Road Central offer real potential for a design led approach which may help to resolve longstanding street safety problems associated with poor landscape and streetscape layout and management, and the approach within this document aims to ensure that crime reduction and public safety concerns are considered at an early stage in the process and that potential developers have a clear understanding of requirements likely to be placed on them in this respect.

5.2. PPS1 Delivering sustainable development

PPS1 sets out the overarching planning policies on the delivery of sustainable development through the planning system. Good design plays a fundamental role in achieving this. PPS1 paragraph 1 states:

Planning shapes the places where people live and work and the country we live in. Good planning ensures that we get the right development, in the right place and at the right time. …. But poor planning can result in a legacy for current and future generations of run-down town centres, unsafe and dilapidated housing, crime and disorder, and the loss of our finest countryside to development.

Furthermore, in paragraphs 36 & 37 the importance of robust planning policies on design and access is emphasised and they stress the need to create safe and accessible environments where crime and disorder or fear of crime does not undermine quality of life or community cohesion. 'SAFER PLACES' is referenced as a good practice guide in paragraph 37.

'SAFER PLACES' is also highlighted in PPS3 HOUSING paragraph 18 and PPS12 LOCAL DEVELOPMENT FRAMEWORKS paragraph 1.13 as good practice guidance. Whilst, PPS6 TOWN CENTRES paragraph 2.19 reminds Local Authorities that they must have regard to their duties under Section 17 of the Crime and Disorder Act.

5.3. STATUTORY INSTRUMENT 062 OF 2006
This introduced the requirement for Design and Access Statements.

Design and Access Statements must demonstrate the steps taken to appraise the context of the development, and how the design of the development takes that context into account in relation to its proposed use. As PPS1 clearly includes addressing crime risk as part of the creation of safe sustainable places, this will invariably form part of the context within which any development is set, and therefore crime prevention should be dealt with within the Design and Access Statement.

5.4. PARAGRAPH 87 OF CLG CIRCULAR 01/06
This Circular, which introduced DAS's, states;
"PPS1 makes clear that a key objective for new developments should be that they create safe and accessible environments where crime and disorder or fear of crime does not undermine quality of life or community cohesion. Design and access statements for outline and detailed applications should therefore demonstrate how crime prevention measures have been considered in the design of the proposal and how the design reflects the attributes of safe, sustainable places set out in Safer Places – the Planning System and Crime Prevention".

5.5. CABE 'DESIGN & ACCESS STATEMENTS – HOW TO WRITE, READ AND USE THEM'
This guidance document was updated in spring 2007 to address how crime prevention should be included in a DAS. The extract below can be found on page 8;
'Statements should demonstrate how development can create accessible and safe environments, including addressing crime and disorder and fear of crime. These may be particularly relevant to address under layout and landscaping themes. Early consultation with police will help identify key issues in your local area, and measures to help address these. Safer places - the planning system and crime prevention (ODPM/Home Office, 2004) contains more information.

References to crime prevention and the delivery of safer places can be found throughout the rest of the document under LAYOUT, LANDSCAPING and ACCESS. On page 33 under GOOD DESIGN PRINCIPLES it highlights SAFER PLACES and lists the seven attributes along with a short explanation for each.

5.6.   BRIGHTON & HOVE CITY COUNCIL LOCAL PLAN:
Policy QD2 Design - key principles for neighbourhoods, states that the development should take the opportunity to minimise the opportunities for crime to take place, through the integration of its design into the neighbourhood.

Policy QD5 Design - street frontages, states that Significant expanses of blank facades … reduce those opportunities for casual surveillance and increase the opportunities for crime to occur. With few visitors attracted into a street, the area may become perceived as being unsafe resulting in 'no-go' areas that deter investment (see also Policy QD8).

Policy QD7 Crime prevention through environmental design states; Where large scale developments are proposed (defined as 10 or more houses or 1,000 m2 of commercial floorspace), planning permission will only be granted for proposals where the applicant can demonstrate clearly how crime prevention measures have been incorporated into the layout and design.

5.7.   CRIME AND DISORDER ACT 1998
Section 17 of this Act (as amended by Schedule 9 of the Police and Justice Act 2006) imposes an obligation on every police authority, local authority (which includes Planning Authorities) and other specified bodies to consider crime and disorder reduction in the exercise of all their duties. It states:
Without prejudice to any other obligation imposed on it, it shall be the duty of each authority to which this section applies to exercise its various functions with due regard to the likely effect of the exercise of those functions on, and the need to do all that it reasonably can to prevent,
(a) crime and disorder in its area (including anti-social and other behaviour adversely affecting the local environment); and
(b) the misuse of drugs, alcohol and other substances in its area.

5.8. PLANNING INSPECTORATE
In 2005 the Home Office wrote to the planning inspectorate 'reminding' them that Local Planning Authorities must have regard to Section 17 of the Crime and Disorder Act, in exercising their functions as a planning authority, and have to take into consideration crime and disorder in their area. As a result, the Planning Inspectorate issued PINS note 953 in June 2005, replacing PINS note 717, and have concluded that when Inspectors are dealing with an appeal. Quoting from Pins 953:
"Where a LPA has referred to S17 as the basis for, or as one of the reasons for, reaching its decision, Inspectors should continue to make their decisions in accordance with S38 (6) of the Planning and Compulsory Purchase Act 2004 but they should take crime prevention into account as a material consideration (where this is relevant) and should show that they have dealt with the issue on the basis of the advice in PPS1: Delivering Sustainable Development and Safer Places: The Planning

System and Crime Prevention."

It is also important to note a recent appeal dismissal decision APP/D3830/A/07/2048498 dated 7 December 2007 involving Mid-Sussex District Council. Reason 9 of the decision notice issued by the Inspector was: *"I have to determine the appeal in light of all the material considerations, having regard to current planning policies and national advice. The appellant's design and access statement did not respond to advice in paragraph 87 of DCLG Circular 01/2006 Guidance on changes to the Development Control System that such statements should demonstrate how crime prevention measures have been considered in the design of the proposal."*

5.9.   CONCLUSION

For the reasons set out above it is recommended the London Road Central Masterplan SPD include the requirement that all Major Applications be accompanied by a 'Safer places statement' setting out how crime prevention measures have been considered in the design of the proposal and how the design reflects the attributes of safe, sustainable places set out in *Safer Places – the Planning System and Crime Prevention".*

This recommendation supports national, regional and local planning policies and additionally conforms to the guidance set out in the CLG publication 'THE VALIDATION OF PLANNING APPLICATIONS - GUIDANCE FOR LOCAL PLANNING AUTHORITIES'. Appendix A (attached) for information a guidance document to assist applicants in compiling a suitable statement.

5.10. SAFER PLACES STATEMENT CHECKLIST

A Safer places statement should show how community safety and crime prevention have been considered in the design of the proposal and how the design reflects the attributes of safe, sustainable places set out in *Safer Places – the Planning System and Crime Prevention".*

The level of detail required will depend on the scale and complexity of the application, and the length of the statement will vary accordingly. Statements must reflect local circumstances and be proportionate.

Development proposals that are not based on a good understanding of local physical, economic and social context are often unsympathetic and poorly designed. The statement should provide an explanation of how local context has influenced the design and reflect as appropriate the contents of BHCC LDP Policies QD2 Design – Key principlaes for neighbourhoods, QD5 Design – Street Frontages and QD7 – Crime Prevention Through Environmental Design. A good quality statement will aid decision making and assist in the delivery an effective and efficient planning service.

Sussex Police Crime Prevention Design Advisor is available through BHCC Development and Building Control to offer pre-planning advice. Sussex Police are able to offer a free professional service, advising on all aspects of crime prevention, including possible local causes of crime and the desirability of certain facilities, features or linkages and detailed design considerations.

A Safer Places Statement should explain the design principles and concepts adopted, appropriate to each of the seven attributes. One way of envisaging how the particular configurations of existing and planned features in a location might affect the quality of life is to *'think criminal'* – or, more formally, to think how criminals or disorderly people might react to, or exploit, the use, layout and development of land.

To assist in completing your Safer Places Statement the seven attributes of sustainable communities linked to crime prevention are detailed below. In addressing these there is an expectation that all proposals will adopt the principles and practices of the Secured by Design Award scheme appropriate to development proposed.

ACCESS & MOVEMENT
Definition: Places with well defined routes, spaces and entrances that provide for convenient movement without compromising security.

Introduction: The success or failure of a place as part of a sustainable community is influenced by the nature and quality of its connections, particularly to local and wider services and amenities. Too few connections can undermine vitality. Whilst too many – and especially too many under-used or poorly thought out connections – can increase the opportunity to commit crime. The right level and type of access, resulting in places that are both well connected and secure, is achieved through careful and creative design based upon local assessment.

Think criminal: Crime and anti-social behaviour are more likely to occur if;
- Pedestrian routes are poorly lit, indirect and away from traffic;
- Streets, footpaths and alleyways provide access to the rear of buildings;
- There are several ways into and out of an area — providing potential escape routes for criminal activity;
- It is easy for people to become lost or disorientated; and
- Streets and spaces are unwelcoming or underused by capable guardians.

Checklist: In designing and considering development proposals, the following points should be borne in mind;
- Have the consequences of the number and nature of all connections been considered?
- Do all routes lead to somewhere people want to go? Are all routes necessary?
- Do routes provide potential offenders with ready and unnoticed access to potential targets?
- Are routes for different users segregated when they could be integrated?
- Will pedestrians, cyclists and drivers be able to understand which routes they should use?
- Is it easy to understand how to travel through an area?

STRUCTURE
Definition: Places that are laid out so that crime is discouraged and different uses do not cause conflict.

Introduction: The layout and structure of a place — how the buildings, spaces, uses and activities relate to one another — affects its safety and sustainability. Some uses are incompatible with one another. Some dwelling or layout types are safer than others. Much

depends on the local context. Safe and sustainable places are also either robust enough to cope with changing requirements, or they are flexible enough to evolve. Crime prevention should be 'planned in' to developments from the outset. However, this may not always be possible and there is sometimes the need for a degree of post-completion adaptation in response to unforeseen situations or new opportunities. Careful planning will help keep this — and the consequent 'running-cost' solutions such as site management and maintenance — to a minimum.

Think criminal: Crime and anti-social behaviour are more likely to occur if;
Buildings and private and communal spaces have a large number of sides exposed to the public realm;

- The way that buildings, streets and spaces are laid out allows criminals to move around and operate undetected;
- A place tends to bring together people who are likely to offend and suitable targets;
- Capable guardians are not present;
- Places become derelict or underused;
- Under- and unused buildings and spaces that have become vulnerable to crime are not remodeled or removed.

Checklist: In designing and considering development proposals, the following points should be borne in mind;

- Have the types of building been selected and designed with security in mind?
- Is the layout of the development appropriate for the identified crime risk, as well as to meet wider planning objectives?
- Will all uses in an area be compatible and have potential conflicts been thoroughly thought through?
- Does all public space serve a purpose and support an appropriate level of legitimate activity?
- Has the remodelling, removal or re-use of buildings and spaces that are vulnerable to crime been considered?
- Have the potential benefits for crime prevention of restoring historic environments been considered?

SURVEILLANCE:
Definition: Places where all publicly accessible spaces are overlooked.

Introduction: Many of the other attributes — particularly access and movement, ownership and structure — are underpinned by the theory that places are safer if they are overlooked. However, the notion of safety by surveillance is reliant on the assumption that, at all times, those who overlook will be a deterrent because they will act if they see a crime. Whether it is 'natural', organised or electronic, facilitating effective surveillance should be a core part of planning out crime. But it should not be relied upon as the sole strategy for tackling crime and disorder.

Think criminal: Crime and anti-social behaviour are more likely to occur if;

- Criminals can operate, including traveling to and from the location, without fear of being seen;

- Criminals or their activities do not attract attention — or they are confident that no one will take any action;
- All sides of buildings and all parts of spaces are not overlooked by surrounding users or passers-by;
- Buildings and spaces are not designed to allow surveillance 'outside' from 'inside' and vice versa.

Checklist: In designing and considering development proposals, the following points should be borne in mind;

- Are opportunities for surveillance from the subject and adjacent buildings maximised?
- Will those most likely to observe any criminal or anti-social behaviour respond appropriately?
- Are both of the above true at all times of the day, week and year?
- Have efforts been made to eliminate 'inactive' frontages and corners?
- Where appropriate, such as in public buildings, does the design allow for high visibility into the building or site?
- Are parked cars highly visible but secure?
- Has lighting been a primary consideration in planning out crime?
- Is the standard of lighting and its maintenance regime adequate and is it resistant to vandalism and damage? Is it well designed and well sited?
- Is CCTV the best way to solve the particular problem and is it the most effective use of resources?
- Is the CCTV part of a wider package of crime prevention measures?
- Will the resources be in place to maintain the CCTV system, including staff to monitor and respond to the pictures, in future years?

OWNERSHIP
Definition: Places that promote a sense of ownership, respect, territorial responsibility and community

Introduction: Encouraging residents and users of places to feel a sense of ownership and responsibility for their surroundings can make an important contribution to crime prevention. This can be facilitated by clarity in where public space ends and where communal, semi-private or private space begins. Uncertainty of ownership can reduce responsibility and increase the likelihood of crime and anti-social behaviour going unchallenged.

Think criminal: Crime and anti-social behaviour are more likely to occur if;

- It is unclear whether space is public or private, and
- What behaviour is expected in each;
- Private space is easily accessible to people who have no right to be there;
- An offender's presence in the area does not attract attention;
- A place feels like it is not under the supervision of local residents, businesses, organisations or other users.

Checklist: In designing and considering development proposals, the following points should be borne in mind;

- Will it be clear to users — including potential offenders and capable guardians which space is public, communal, semi-private and private?
- Are the boundaries between public, communal and private space signified in the most appropriate manner, be it a physical barrier or a psychological barrier such as changes in paving, surface texture/colour, landscaping and signage?
- Will the place have an identity of its own?
- Are all those who should feel ownership involved in defining the place's identity?
- Are barriers of a high quality of design in their detailing and appropriate to their local context?

PHYSICAL PROTECTION:

Definition: Places that include necessary, well-designed security features.

Introduction: This attribute concerns 'target hardening' and other measures that make it more difficult to commit offences and instill a feeling of safety in users. The Secured by Design initiative offers in-depth advice on physical protection as part of a broad approach to designing out crime. It also sets out technical standards for building security. Full details of the Secured by Design award scheme can be found at www.securedbydesign.com.

Think criminal: Crime and anti-social behaviour are more likely to occur if;
- The target hardening measures for doors, windows and gates etc., set out by Secured by Design are not selected to be appropriate to the building and to the crime risk faced: not integrated; not properly installed; and not properly used;
- It is easy to enter and exit properties illegitimately;
- It is easy to remove property.

Checklist: In designing and considering development proposals, the following points should be borne in mind;
- Have the 'target hardening' principles of Secured by Design been addressed?
- Has the potentially negative visual impact of crime prevention measures been addressed and, where these cannot be ameliorated by good design, have the advantages been weighed against their adverse impacts?

ACTIVITY

Definition: Places where the level of human activity is appropriate to the location and creates a reduced risk of crime and a sense of safety at all times.

Introduction: Crime can be deterred through the 'eyes on the street' of people going about their everyday business. However, too much activity risks anonymity and can also lead to increases in the opportunity to commit particular types of crime, such as pick-pocketing, and anti-social behaviour. Decisions about which levels and types of activity are appropriate need to be made for the local context.

Think criminal: Crime and anti-social behaviour are more likely to occur if;
- An area is either very quiet or very busy, depending on the local context and the type of crime;

- Different groups of people feel that there is nothing to do;
- Criminals can go about their business unnoticed;
- Places become devoid of activity at certain times of the day or night, whilst remaining accessible to offenders;
- Potential offenders and/or victims are concentrated in the same place at the same time, such as bus stops, taxi ranks or fast food outlets after pubs close, or areas of the town centre throughout the evening.

Checklist: In designing and considering development proposals, the following points should be borne in mind;
- Will as many law abiding people as possible be attracted to use the public realm?
- Is there a strategy for encouraging residential population in town centres?
- Should the evening economy be nurtured, and, if so, is it diverse and inclusive?
- Will what attracts people to the public realm uphold its attractiveness?
- Are all uses in an area compatible and have potential conflicts been thoroughly addressed?
- Are mixed uses successfully integrated with one another?

MANAGEMENT AND MAINTENANCE
Definition: Places that are designed with management and maintenance in mind, to discourage crime in the present and the future.

Introduction: Management and maintenance embrace both how a place looks and how it functions over time. Whilst getting the physical design and build of areas right is paramount, management and maintenance will remain important factors in the creation of safer places. It is crucial to address these concerns at the outset of a development proposal so as to minimize running costs and the requirement for maintenance effort (which may not always be available).

Think criminal: Crime and anti-social behaviour are more likely to occur if;
- Places are untidy or unattractive, giving the impression of not being cared for or that crime and disorder is tolerated;
- Signs of disorder and neglect, such as broken windows, abandoned vehicles or graffiti, are not removed at the earliest opportunity;
- An organised human presence, such as police, security guards, street wardens or concierges, is absent.

Checklist: In designing and considering development proposals, the following points should be borne in mind;
- Has care been taken to create a good quality public realm?
- Are appropriate facilities management systems in place? Does the design and layout support these?
- Are users, businesses and residents involved in management?

london road central masterplan – appendices

6. LONDON ROAD & LEWES ROAD REGENERATION STRATEGY - LONDON RD CENTRAL PROPOSALS

The 'London Road Central' area is part of the London Road & Lewes Road Regeneration Strategy that was adopted by the council in 2007.

An executive summary of this strategy and contact details for the council's Economic Development team is available on www.brighton-hove.gov.uk/index.cfm?request=c1145688.

For full strategy and supporting documents, please contact the council's Economic Development team.

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