

preston barracks

Lewes Road, Brighton & Hove

Development Brief June 2003

BRIGHTON & HOVE CITY COUNCIL

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Foreword

Anthony Dunnett, Chief Executive, South East England Development Agency:

"Bringing forward the key brownfield development sites in the South East is one of SEEDA's core responsibilities and is highlighted as a priority in the Action Plan for Brighton & Hove in the new Regional Economic Strategy.

Preston Barracks offers a unique opportunity to bring a step change in the quality of the urban environment in central Brighton. We are seeking an imaginative partner who will not compromise on the quality of design, will adopt a sustainable construction approach and incorporate the latest technology. I hope you can rise to the challenge."

Councillor Don Turner, Deputy Chair—Culture, Regeneration & Housing at Brighton & Hove City Council:

"Our aim is that Preston Barracks forms a strong and memorable gateway to the city from the east, with striking contemporary architecture and high-quality public spaces, setting the stage for a vibrant development that focuses on employment whilst balancing community, residential, research, commerce and training uses."

Peter Field, Chair—Brighton & Hove Regeneration Partnership:

"The strategic importance of Preston Barracks as both an employment site for the city and as an urban gateway to Brighton & Hove from the Academic Corridor has long been recognised. The site's proximity to the city's commercial heart and to the University of Brighton, as well as its location within a 'New Deal for Communities' area, places pressure on the Barracks to deliver genuine change through the creation of jobs and encouragement of inward investment to the area."

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The Opportunity

Location

Preston Barracks is situated on the Lewes Road approximately 2.5km north of Brighton Centre. The site is served by Moulsecomb Railway Station, on the main east to west south coast railway, which is just 10 minutes' walk away and provides access to Brighton Station and trains to Gatwick and London.

The University of Brighton occupies land to the north of the site and also on the opposite side of Lewes Road. To the south is the Pavilion Retail Park.

Saunders Park View forms the eastern boundary of the site. This road is raised above the level of Preston Barracks. Houses situated on the other side of this road look out over the site. The road is currently a no-through road. Consultation with local residents has revealed that they would like the road to remain 'for access only'. The road does provide a potential for pedestrian, wheelchair, emergency vehicles and cycle access to the University and the development site. The potential for a vehicle through-route that links the existing and new housing along Saunders Park View should be retained but protected by a bobbing bollard to prevent through movements by other vehicles.

The Lewes Road (A270) links the A27 with the town centre. The A27 provides important regional connections. Locally there are frequent bus services that run up and down the Lewes Road with bus stops close to the site. These bus services travel into the heart of Brighton City Centre. As part of the development, the employment premises should be linked to a real-time display to facilitate the use of buses. Lewes Road is identified in the Brighton & Hove Local Plan as a sustainable transport corridor. Any development should enhance and secure safe, attractive and direct cycle routes through and alongside the development.

The University of Brighton, Falmer Campus and the University of Sussex are situated on the outskirts of Brighton & Hove further to the north east, along the Lewes Road. The emerging Brighton & Hove Local Plan considers the Lewes Road as an 'academic corridor'.

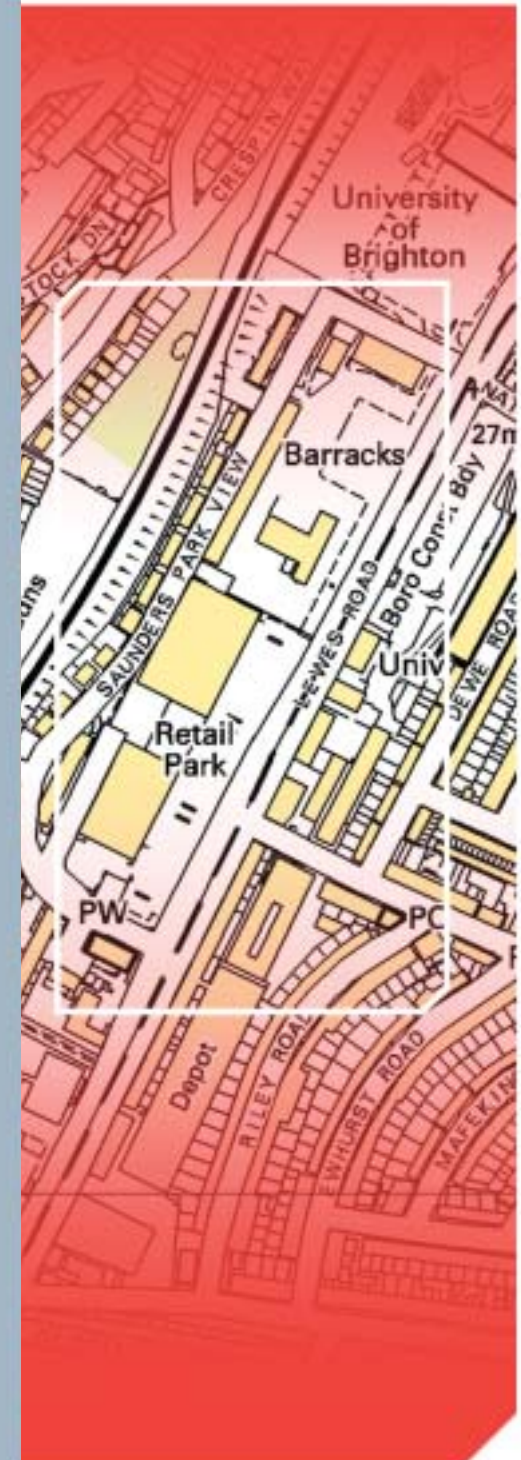
Context

Brighton & Hove City Council purchased Preston Barracks in March 2002. The site was formerly owned by the Ministry of Defence and had been in military use since the 1790s. Financial assistance was provided by SEEDA through the Single Regeneration Budget (SRB).

There is an existing firing range and cadet enclave on the site. This land remains in MoD ownership and is excluded from this Development Brief.

Opportunities to create new training facilities in this location should be capitalised on in order to strengthen this function because it is adjacent to a New Deal for Communities programme and it is one of the few new brownfield sites that can offer significant employment and training facilities.

Some £47.2m of funding has been awarded by the Government to be invested over a 10-year period for the New Deal for Communities area for a wide range of social, economic and environmental improvements. The development presents an opportunity to help address the multiple needs of the area, and e4u, the organisation delivering the regeneration programme, is keen to invest in the development.



Summary of Aspirations and Assessment Criteria

Aspirations

The Preston Barracks Steering Group has a primary objective to create an employment-led redevelopment of the Preston Barracks site that will act as a regenerative catalyst to the surrounding area.

The Preston Barracks Masterplan sets out this vision.

The development should:

- Focus on sustainable development
- Create a 'sense of place'
- Create job opportunities
- Create opportunities for training—particularly for the local community
- Investigate opportunities for joint working with the University of Brighton
- Make a positive and significant contribution to the 'New Deal for Communities' regeneration scheme
- Act as an exemplary mixed-use development project (employment-led)
- Respond to the principles of development set out in the Brighton & Hove Local Plan second deposit draft and the emerging Supplementary Planning Guidance (SPG)
- Take into consideration the Preston Barracks Masterplan.

Preston Barracks Steering Group comprises representatives from:

- SEEDA
- Brighton & Hove City Council
- Brighton & Hove City Regeneration Partnership.



Assessment Criteria

Priority will be given to design approach and quality in terms of the built environment and its relationship to the public realm and open space. Proposals will need to demonstrate sufficient density to support local services and foster a strong sense of community. Appropriate development is likely to challenge certain development control standards and highway philosophies.

Submissions will be assessed on a number of different criteria. Particular attention will be paid to conformity with the Masterplan and supplementary planning guidance (SPG) for the site. In addition, the following criteria will be assessed:

- The delivery of B1 floor space and starter workshops
- The mix of enabling uses
- Integration with adjacent sites on University of Brighton land and consideration of any other opportunities for expansion of the development site
- Creation of a 'Gateway' into Brighton & Hove
- Energy efficiency, eg. consideration of opportunities for alternative forms of energy generation such as: combined heat and power together with zero emissions from the site; a sustainable urban drainage system and conservation of water use; use of sustainable materials
- Deliverability of the overall scheme
- Financial offer
- Self-containment of car parking generated by the development together with the encouragement of public transport, cycling and walking
- 40% of housing and live work units to be affordable
- Helping to meet needs identified in the New Deal for Communities regeneration scheme.



The Development Site

The Masterplan

In June 2002 the Preston Barracks Steering Group appointed Gillespies to undertake a masterplanning exercise for the site. Their brief was to produce a plan for the development of the site that delivered the required SRB outputs. The Masterplan was published in January 2003 and has informed the preparation of this development brief and the SPG prepared by the City Council as Local Planning Authority.

Development teams should have significant regard to the emerging Local Plan, the SPG and the Masterplan in the formulation of their schemes.

The Site

The plan shows the boundary of the Preston Barracks site outlined in black. The site comprises one parcel of land that is a regular rectangular shape. The site is raised slightly above road level from Lewes Road in the south west and falls to the level of the A270, Lewes Road at the north east, next to the Moulsecomb campus of the University of Brighton. There is a marked change of level at the rear of the site to Saunders Park View.

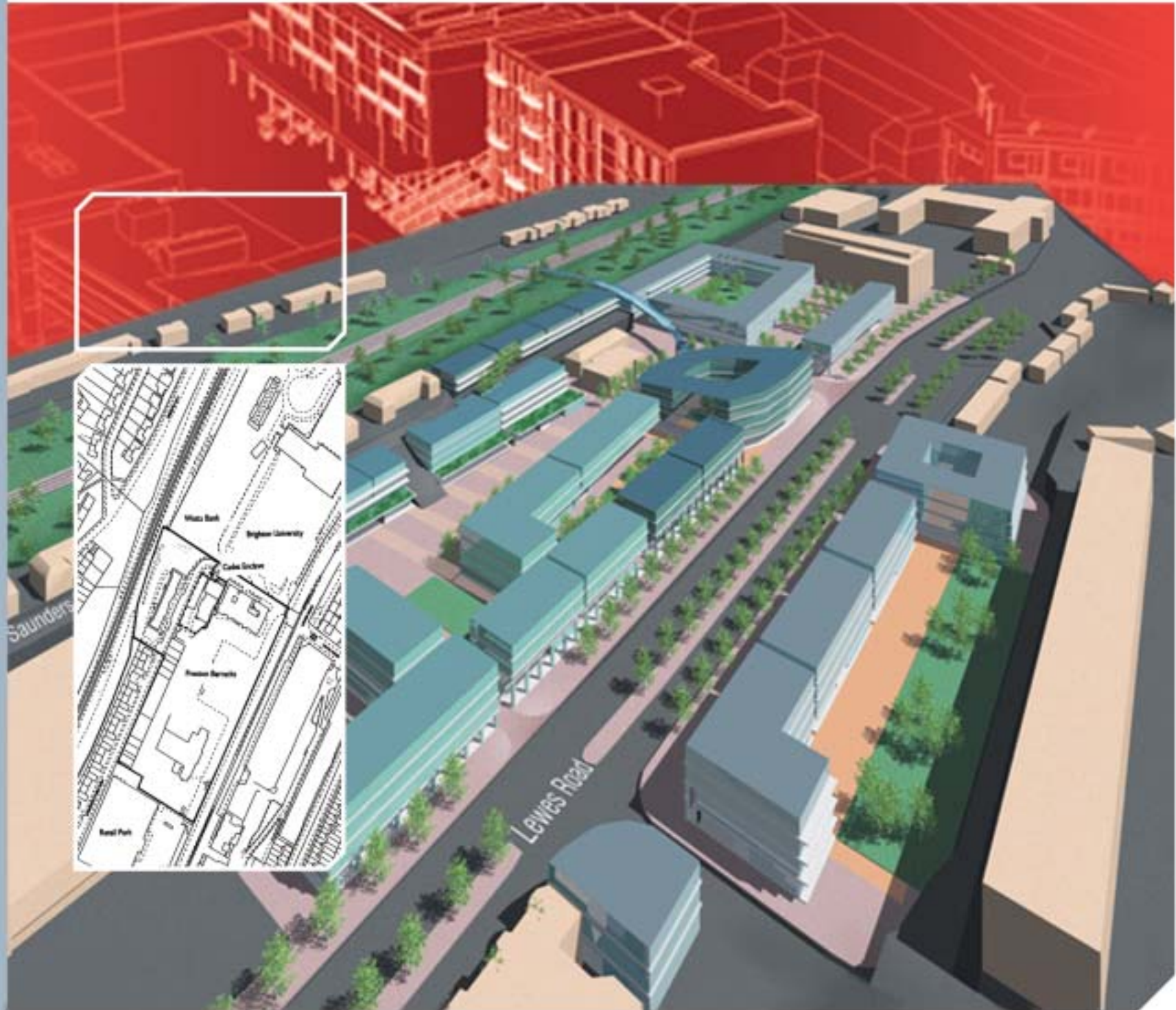
The site is allocated for employment uses (1.8ha) in policy EM2 and for a mixed-use development on 1.8ha in policy EM2(a) within the emerging Brighton & Hove Local Plan. Policy EM2(a) of the plan states:

"Planning permission will be granted for a mixed-use development incorporating a minimum of 9,300sq m of B1 (a) (b) (office/high tech floor space), retail uses and/or commercial sport/recreation uses, subject to traffic generation levels and the visual and practical integration of the uses within the development."

Policy H01 is also directly applicable to this site and allocates a small amount of affordable housing development. Developers should also have regard to all generic policies in the emerging Brighton & Hove Local Plan.

The Masterplan envisages that housing could form part of an enabling development for the site. The second deposit Brighton & Hove Local Plan states that housing development should include 40% affordable housing, including the live work units. The Masterplan proposes over 200 affordable units. Any negotiations about the numbers, tenure and location of housing would have to be on the basis of open-book accounting.

The site plan shows adjoining land in the ownership of the University of Brighton. It is advisable that proposals have regard to the relationship of the development site with this adjoining land. In the longer term, the Brighton & Hove Regeneration Partnership would like to see the development of these sites such that they link in with development on Preston Barracks.



Site Preparation

Constraints

The Cadet Enclave situated within the building referred to as the 'Crimean War Building' was retained by the MoD when the City Council purchased the Preston Barracks site. This building must be retained together with an access to it from the former parade ground in any development proposals for the site. A separate building next to the Crimean War Building houses a mini-indoor rifle range. This building is also retained in MoD ownership.

The position of these buildings on the site does not significantly constrain potential development as they are in the north-western corner. However, the rifle-range building is of poor architectural quality and therefore compromises the site visually.

The level of the site in relation to the surrounding environment poses a challenge to development form. Buildings along the rear of the site should not be higher than the existing housing and roof heights nor seriously affect the sunlight, outlook and amenity of the existing housing in Saunders Park View.

A number of contamination studies have been carried out on the site. These have revealed that it is likely that there is some asbestos contamination in the brick-built garages to the rear of the site. In addition, contamination in the form of underground fuel deposits has also been identified.

Planning

The site does not have planning permission but is allocated in the emerging Brighton & Hove Local Plan (second draft deposit) for employment uses and mixed-use development. Community consultation completed as part of the masterplanning exercise adds weight to this mixed-use allocation. Planning permission will be granted for development proposals that conform to the emerging Brighton & Hove Local Plan, and the vision for the site set out within the Masterplan and the SPG.

Access Points

Vehicular and pedestrian access to Preston Barracks employment (and any mixed-use development) on the parade ground is to be via the A270, Lewes Road. It will be necessary to improve the junction, probably by the introduction of traffic signals between Natal Road and Lewes Road, as part of this development. This junction already has an accident record and the Highways Department is concerned that increased traffic-flow in this location will further increase the hazards at this junction.

Following consultation with the local community, it is not proposed that any uses other than the residential element of development at the rear of the site is accessed via Saunders Park View. However, the length of the cul-de-sac means that provision should be made for emergency vehicles at the northern end of the site and to provide pedestrian and cycle routes to the University.

The University of Brighton has indicated that there will be security issues associated with strengthening links from Moulsecoomb Station to Preston Barracks through the Moulsecoomb Campus. These issues will have to be resolved or an acceptable alternative link proposed.



Mix of Uses

The Preston Barracks Steering Group is seeking an employment-based mixed-use development on this site. Employment uses on the site should be maximised.

Uses included within the Masterplan are:

- Office/employment space
- Innovation centre
- Workshops
- 'University uses'
- Training space
- Affordable housing
- Children's play area.

Enabling development could include:

- Small scale café/bar
- Small scale, ancillary retail
- Sports, health and fitness
- Flexible community space/gallery
- Market housing.

These uses are a guide to those that should be provided within development proposals for the site. Developers should seek to provide a vertical as well as a horizontal mixture of uses on the site in order to provide maximum animation of the space.

Interested Parties

Preston Barracks provides a unique mixed-use development opportunity both in the academic corridor and adjacent to one of the Government's New Deal for Communities programmes.

The local New Deal for the Communities body, eb4u, has expressed an interest in providing residential accommodation for key workers and of varying tenures, workshop uses for small community businesses and 'community facilities' on the Preston Barracks site.

It is recommended by the Preston Barracks Steering Group that developers hold early discussions with eb4u to establish how their interest in the site may be accommodated. The eb4u regeneration scheme is one of only 39 in the country and was identified as an area with multiple needs. Their involvement will help eb4u to realise revenue from long-term capital investment and is crucial to their long-term forward strategy of ensuring the regeneration process continues in the future. For more details, developers can refer to www.eb4u.co.uk

A number of high-tech companies have also expressed interest in locating on the site with a potential space requirement of up to 4,000sq m. In addition, the University of Brighton has also been in discussion with the City Council regarding opportunities for taking space on the site. Irrespective of whether it will actually occupy space for 'University Uses' on Preston Barracks, the University should be a key party in the development of the site due to its adjoining land holdings.

Successful short-listed developers will be given further details of all interested parties and the status of the relationship with them.



Assessment Criteria

Design

The Preston Barracks Steering Group is committed to achieving the highest standards of design excellence in the development of the site. Lewes Road is a major arterial road into Brighton & Hove from the A27 to the north of the city. The Preston Barracks site offers an opportunity to create a 'Gateway' development along this road into Brighton & Hove. It is important that the development of Preston Barracks encloses the space and helps to define the character of the location that includes the landscape and the important trees along the A270.

The site presents an opportunity to provide a 'landmark' building in this location that reflects the character of Brighton & Hove.

The Lewes Road frontage of the site should contain commercial and retail uses in order to provide an active and vibrant interface with the street. In addition, University uses can be accommodated on the front of the site. The rear of the site is more appropriate for residential uses, especially fronting on to Saunders Park View where residential development would complete the street pattern.

The layout of the buildings on the site should promote greater linkages with the surrounding environment, particularly with Moulsecoomb railway station.

Good design and landscaping on the Preston Barracks site will form a very important factor in raising the profile of this regeneration site and in creating the right image for the location. The Preston Barracks Steering Group anticipates design quality will play a major role in the regeneration of the area and has high expectations in relation to the development of the site. The Steering Group will take into account the architectural and urban design, and landscaping skills of proposed development team members, and will seek evidence of recently completed projects that work at architectural, urban design and landscape terms as well as for functionality and sustainability.

The creation of successful communities requires innovative and integrated thinking. Developers are required to develop initial sketch designs that establish a framework to achieve the following design and development aspirations:

- An integrated and cohesive urban design framework that engenders a 'sense of place', providing existing and new communities with a focus for social, economic and cultural activity
- A mix of well-integrated uses
- A range of tenures both residential and commercial, to encourage social and economic cohesion and opportunity
- Appropriate levels of development density that achieve the required critical mass sufficient to encourage mixed development on the competition site
- A high quality of urban design, architecture and landscaping within the planning and development of the project
- Well-designed public spaces that respond to the needs of new and existing communities, including children and young people and integrated public art
- A strong input from local interests in the planning, design and onward management of the area. An extensive public consultation exercise has already been undertaken through the Masterplan. Some limited further consultation will be expected from the development team
- It is anticipated that the overall density of residential development will exceed current Government guidelines for urban development.

In addition, developers are encouraged to consider how their proposals meet the design principles set out in the Urban Villages Forum publication 'Making Places', as well as reflecting the findings of the Urban Task Force report, 'Towards an Urban Renaissance'. The Urban Design Compendium, English Partnerships and By Design DETR should also be considered.

A bibliography can be found at the end of this document.



Degree of Integration with the Surrounding Built and Landscape Environment

The relationship with the surrounding area has already been touched upon. The University of Brighton land to the north and east offers development potential and must be taken into account in formulating designs for Preston Barracks.

The Pavilion Retail Park to the south of the site inhibits opportunities for strengthening the streetscape in this location in the short/medium term. However, there may be opportunities in the long term and these should also be considered.

The relationship of the site to Saunders Park View will be a very important element of the development. The site must address this street, as well as Lewes Road. In the interests of residential amenity, the most appropriate use for this site will be residential use thereby finishing off the street pattern in this location.

Innovation in Building Technology and Construction Methods

The Preston Barracks Steering Group aspires to achieve high standards in sustainability and sees Preston Barracks as a key site in demonstrating sustainable development within the region. Improvements should be sought in quality, construction times and adaptability to changing lifestyles. The submission will therefore be assessed with the respect of the City Council's sustainability strategy and the following issues.

Materials

In designing individual building types, the applicants should ensure the use of local and sustainable materials that are hard-wearing and aesthetically pleasing. Choices should also be in line with the objectives of sustainability, therefore materials should be chosen for their low 'embodied energy' (the amount of energy expended to produce the material), the ease of maintenance and repair, and the ability to recycle and reuse the material. Building designs should seek to employ these advances in technology wherever applicable. Submissions should demonstrate how materials have been chosen to create healthy, comfortable buildings with the lowest possible impact on the environment.

Environment

Innovative technology should be used to provide an improved environment within buildings. This should encompass increases in natural lighting, improved acoustic separation and controlled ventilation, and sustainable drainage and water consumption.

The Centre for Sustainable Construction, based at the Building Research Establishment (B.R.E.) has developed an assessment method suitable for determining the environmental standard of individual buildings. This ratings principle can be applied to offices, houses and industrial premises – details can be obtained from B.R.E. (see bibliography).

Developers should demonstrate in their submissions how they will achieve 'Excellent' ratings in the EcoHomes and BREEAM assessment methods.



Building Process

Developers should consider how the building process itself can be improved. This should endeavour to provide higher quality buildings, completed in shorter timescales and at reduced cost. Developers will also be expected to demonstrate a reduction in levels of material waste during the construction process and show how changes in construction techniques can lead to improved performance.

Energy Efficiency

Development proposals must demonstrate the principles of sustainable development. A key element of this is energy efficiency. This will entail improved efficiency in energy generation and measures to minimise consumption.

Proposals will need to demonstrate consideration of the following:

- Energy sources
- Energy consumption
- Reducing heat loss
- Reducing water consumption
- Reducing run off.

The Steering Group will look for innovative approaches to energy generation, use and conservation. Alternative forms of energy generation, such as combined heat and power, solar energy and wind power should be considered.

Environmental Sustainability

SEEDA is working with the B.R.E. on the Sustainability Checklist for Developments in the South East, a toolkit which will help developers to increase the sustainability of their existing and future projects. The Checklist will be web-based and available on CD-ROM and is due to be launched in July. Areas that the Checklist will cover include impact on the wider community, transport, natural resources and infrastructure.



Ecological Statement

Creating a high-quality environment on the Preston Barracks site will include provision for the natural environment. Through 'Building for Nature', SEEDA seeks not only to minimise the impact of development on the environment, but also seeks positive gains for wildlife in new developments.

Developers are encouraged to consider how their development proposals will create positive biodiversity gains in a way that will make a real contribution to the quality of life of residents. Innovative approaches should be taken to create new habitats and nature conservation features (contributing to the Sussex Biodiversity Action plan - <http://www.biodiversitysussex.org/>) as part of landscaping proposals and on the buildings themselves. Careful attention to detail in terms of choice of species for areas of soft landscaping and the integration of features such as nesting-boxes, 'green walls' and 'green roofs' will contribute to the sustainability credentials of the development.

The rear of the site forms a green corridor for wildlife, the Watts Bank is a proposed Local Nature Reserve and the trees on the Watts Site frontage of Brighton University, Moulsecoomb Campus are protected by a Tree Preservation Order.

Deliverability

The experience of the developer and their ability to fund the proposed development is an important consideration. All professional advisors should also state previous experience.

Site value

The Preston Barracks Steering Group, with the City Council as owner of the site, will co-ordinate the development competition. Thereafter, the Preston Barracks Steering Group will discuss its future involvement in the site and its relationship with the successful developer.

The Preston Barracks Steering Group will look to developers for innovative approaches to the financial consideration for the site, for example the Preston Barracks Steering Group sharing in the future success of the scheme.

Assessment Panel

To assist in the assessment process, an Assessment Panel will be appointed to advise the Steering Group on the bids received. The Assessment Panel will comprise representatives of SEEDA, Brighton & Hove City Council, Brighton & Hove Regeneration Partnership and the Regional Design Panel. Input will also be sought from recognised industry experts in the fields of design, construction technology, sustainability and energy efficiency.



Submission requirements

Stage 1

SEEDA requires formal expressions of interest for participation in the competition including details of the applicant and its professional advisors and partners together with its experience of undertaking schemes of this nature. As a minimum, this should include:

- A company profile for the lead developer
- Company profiles of any partner organisation.

Stage 2

It is intended that a limited number of developers (no more than four) will then be invited to participate in the competition and will be required to submit the following:

- A written statement of design philosophy for the proposed scheme, setting out the approach to mixed-use development, the integration of uses, traffic circulation, the use of materials, and social and economic integration with the existing town fabric
- An indicative masterplan showing the approach to layout, density, landscaping and open space, access and car parking proposals
- Indicative sketches showing elevations and the relationship between built form and the public realm, and the impact on neighbouring development
- Phasing proposals
- An outline of the approach to innovation in addressing design, construction, environmental and energy conservation issues
- Details of the financial standing of the applicant including the last three years' audited accounts
- Confirmation of the scheme's funding proposals and the 'development calculations' used to identify the cost of the scheme
- A model to indicate massing, bulk and impact on adjacent development including daylight, sunlight and shadowing effects at different times of the year.

Expressions of interest must be received by the Steering Group by Wednesday 9th July 2003, at the following address:

Preston Barracks Steering Group
c/o Scott Marshall
Brighton & Hove City Council
Kings House
Grand Avenue
Hove
BN3 2LS.

Details of timescale for stage 2 submissions will be confirmed at a later stage.



Bibliography

Preston Barracks Masterplan	Brighton & Hove Regeneration Partnership January 2003
Brighton & Hove Local Plan	Second Deposit Draft 2001
Urban Design Compendium	English Partnerships/ The Housing Corporation August 2000
By Design	DETR
Places Streets and Movement	DETR
A Guide on Urban Sustainability for Planners/Developers	Building Research Establishment March 2000
Towards an Urban Renaissance The Report of the Urban Task Force	Available from bookshops
Making Places A Guide to Good Practices in Urban Villages	English Partnerships
Regional Sustainable Development Framework	South East England Regional Assembly
eb4u Delivery Plan	Accessible via www.eb4u.co.uk

