

Valley Gardens Brighton

Local Growth Fund Business Case

Coast to Capital

July 2014



**Brighton & Hove
City Council**

1. Promoting Organisation(s)

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Partner Support: The scheme has been developed with and is supported by local stakeholders representing a variety of interests. Statements of stakeholder support are included in Appendix 3. Messages of developer and business support are included in the main body of the document.



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2. Project Location

Grid Reference: TQ 31422 04618

Project Area

A conservation area of approximately 0.85 miles in length, Valley Gardens consists of a series of green spaces running through central Brighton to the seafront. A number of key transport corridors run through the area. The A23 (London Road) and A27 (Lewes Road) run north to south, and are bisected by a number of east-west routes before terminating with the A259 at the seafront.

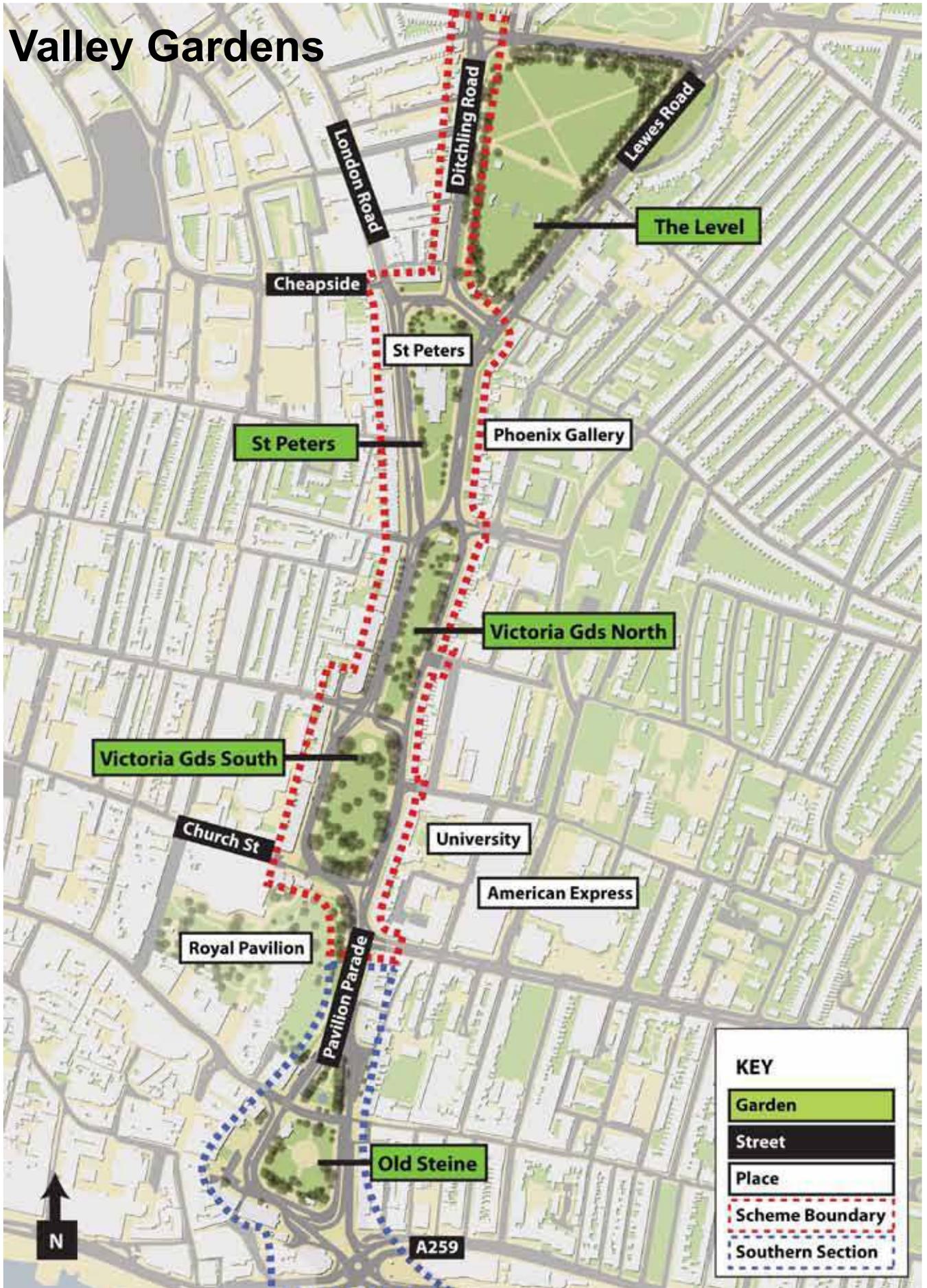


Due to the size and location of Valley Gardens, the area connects a number of communities and destinations. Notably, the Lanes and North Laine lie to the west, the London Road shopping district and New England Quarter to the north. The St James's St shopping district and Kemptown (along with residential areas of Queens Park, Elm Grove and Hanover) are to the east. The seafront is to the immediate south of Valley Gardens. Brighton Station and Churchill Square Shopping Centre are amongst the key destinations in close proximity to, and accessed from, Valley Gardens.

St Peters Church, sometimes referred to as the city's unofficial cathedral, sits within Valley Gardens. Other key buildings lining the study area include the Royal Pavilion, Phoenix Art Gallery, University of Brighton and American Express, one of the city's largest employers.

The vehicle routes intersecting Valley Gardens divide the green areas into a series of distinct sections. From north to south these are The Level, St Peters (North and South), Victoria Gardens North, Victoria Gardens South and, after something of a gap (Pavilion Parade), the Old Steine.

Valley Gardens



Project Scope

Historically the northern section of Valley Gardens has been referred to in LEP documentation as Stages 1 (St Peters) and 2 (Victoria Gardens). In this context, 'stages' relates to the order in which areas of Valley Gardens would best be constructed from a practical perspective. Stage 3 (incorporating the Old Steine and Aquarium Roundabout) forms the southern half of Valley Gardens.

The proposal focuses on the northern half of Valley Gardens (between Church Street (north) and Cheapside (south)). Within these boundaries, the project considers all spaces between building lines, including footways, carriageways and soft and hardscaped public spaces.

To the south of Cheapside, the project also incorporates the length of Ditchling Road to the immediate west of the Level. The public space of the Level is excluded from the scheme as the park has recently been the focus of a separate regeneration scheme.

To the immediate south of Church Street, building lines create a spatial constraint along Pavilion Parade that limits scope for significant movement or public space improvement, providing a natural division point for the Valley Gardens proposals.

A separate business case will be submitted to the LEP for funding that will enable work on Stage 3 to commence in 2017. The northern section of Valley Gardens has been prioritised for improvement, partly because this is where the existing environment has greatest negative impact on the city, and partly because there is greater immediate scope to achieve additional beneficial impact by complementing wider developments in the vicinity (as set out in Appendices 1 and 2).

Extended Scope of Impact

Because of the study area's size, location, profile and function, the project has potential for citywide impact.

Unlocking the barrier effect can enable the perceived city centre (to the west) to spread east and north. Enhancing the quality of arrival will impact positively on the first impression visitors have of the city. (Valley Gardens provides the first sense of being in the 'city proper' for drivers travelling down the A23 - before Valley Gardens the route remains relatively suburban in character). Creating a great city centre place can boost the city's international reputation and attraction, in the same way as La Rambla has benefitted Barcelona's international identity. Investing in place will not just encourage development and regeneration in the immediate vicinity of Valley Gardens, but also across the wider city, including key development sites such as Black Rock (east) and Brighton Centre (west). Enhancements to movement infrastructure, especially those making sustainable movement more attractive, will enable the city core to accommodate future forecast growth within the constraints of finite space for vehicular infrastructure.

The diagram on the facing page shows developments beyond the immediate vicinity of Valley Gardens that are expected to benefit from the scheme.

Historically the northern section of Valley Gardens has been referred to in LEP documentation as Stages 1 and 2. (In this context, 'stages' relates to the order in which areas of Valley Gardens would best be constructed from a practical perspective). Stage 3 (incorporating the Old Steine and Aquarium Roundabout) forms the southern half of Valley Gardens.

Development Links



3. Project Description

Project Description

“Valley Gardens comprise the open spaces and surrounding roads that run in a linear manner from Old Steine in the south to the Level in the north, excluding the Pavilion Gardens. This area is of unique strategic and topographic significance to Brighton & Hove in the way in which a number of major issues coexist and, in some cases, conflict. These include: the area’s role as an arrival/ departure point for visitors; its function as a major traffic route (the A23 sustainable transport corridor); its cultural and heritage significance; its provision of public open space; its inclusion within the academic corridor; its wide mix of land uses; and its role as a venue for major events. However, the area is currently failing to fulfil its potential.” - Brighton & Hove City Plan

Geographically, Valley Gardens connects many of the city’s residential districts, key destinations and development sites and has huge potential as a movement corridor and amenity space. However, poor design of traffic infrastructure in the area creates a host of problems which prevent that potential being realised. The problems impact at a local, city and regional level.

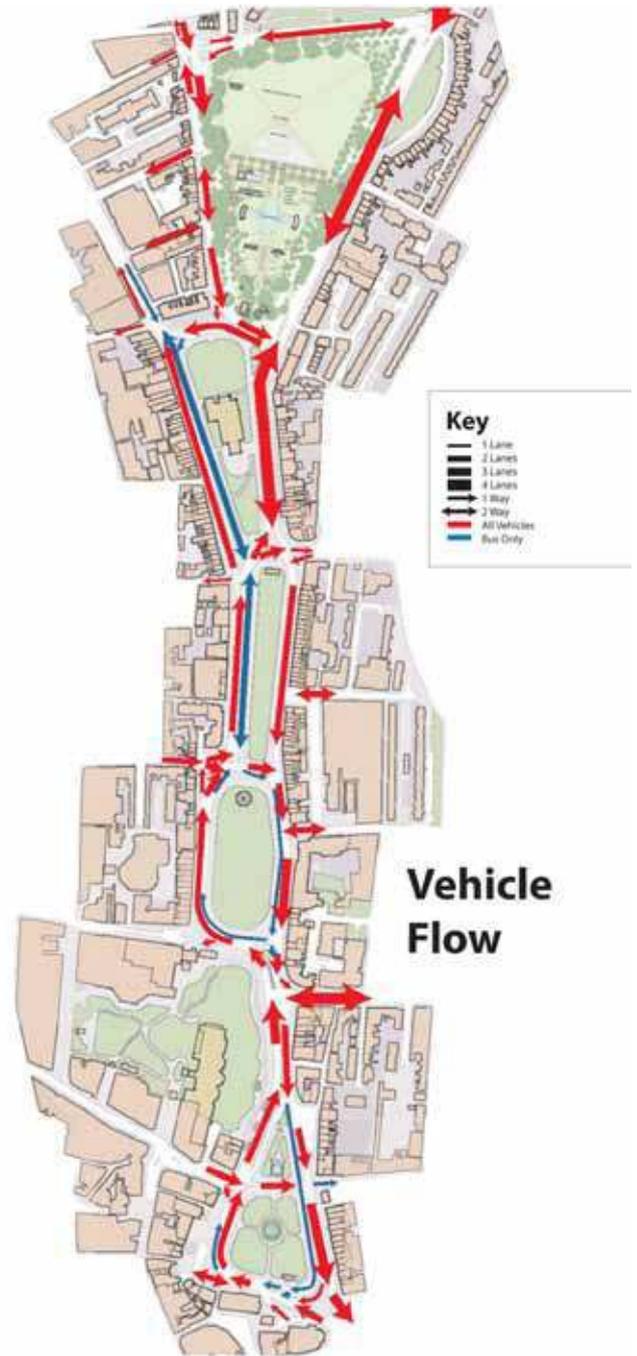
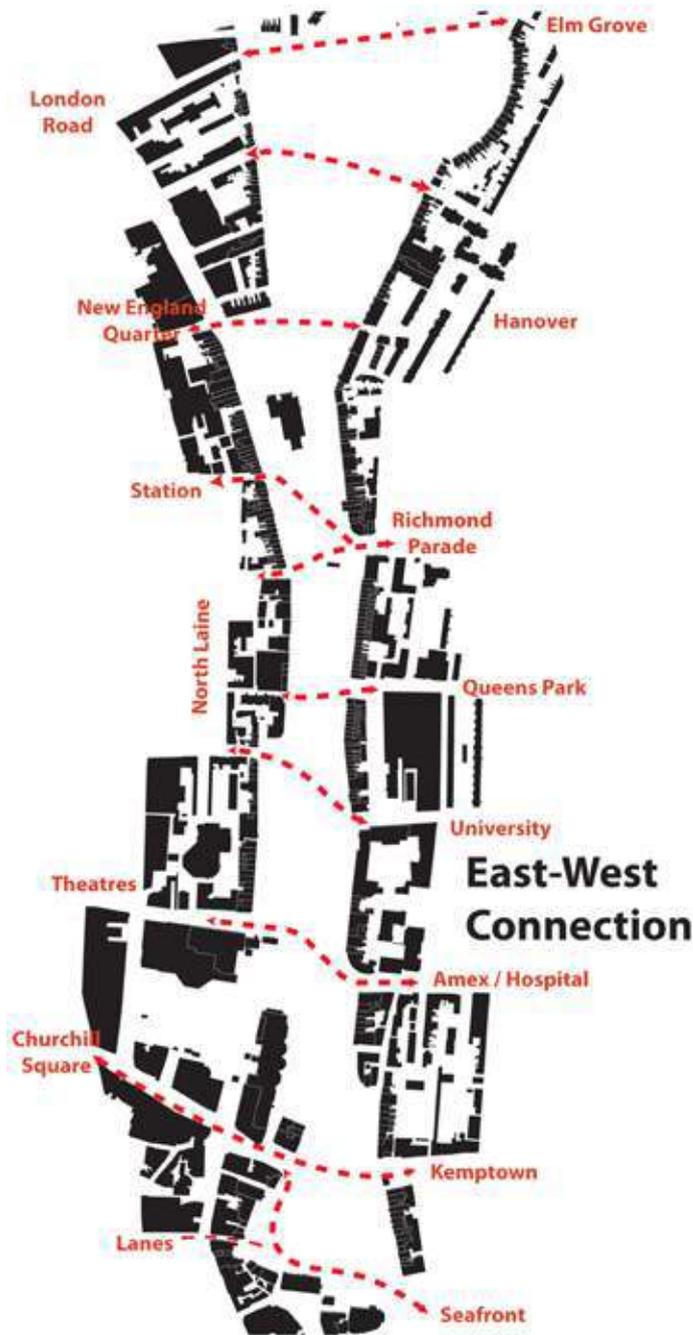
The vehicular movement network within Valley Gardens needn’t be confusing and complicated. The existing layout seeks to accommodate 4 lanes for regular vehicles (a northbound and southbound lane for each for the A23 and A27) and 2 bus lanes between St Peters and the seafront. However the current arrangement is a mixture of gyratories, contra-flows and dual carriageways. Vehicles move from the east side of the space to the west as they journey north to south. In order to cope with the different traffic movements created by the inconsistent road layout, junctions are also more complex than they need to be.

The arrangement has negative implications for all individuals moving through the area. Bus lanes result in relatively expedient and reliable journey times through Valley Gardens. However, the quality of bus stops is often poor. The unconventional nature of the segregated, two-way bus lanes at Gloucester Place enables provision of a southbound, but no northbound bus stop, while the northbound St Peters stop delivers bus passengers onto a narrow, isolated traffic island.

Cycle provision is constrained by, and so reflects the complexity of, the wider traffic network. Some areas have cycle provision, some don’t. Facilities that are provided switch from east to west, from footway to road, and are of varying quality, encouraging conflict and discouraging cycling.

Complex junctions and constantly changing traffic arrangements make it more difficult (and dangerous) for pedestrians to cross the road. Over 40% of the time taken to walk north to south through Valley Gardens is currently spent waiting at signalised crossings, and numerous collisions have taken place in the area.

In a bid to mitigate against the danger created by the road arrangement, copious guard railing has been added. **Alongside large areas of ‘carriageway’ space that have little or no value for vehicles, and a highway design style more appropriate to an urban freeway than a city centre environment, guardrail contributes to traffic infrastructure dominating the area. These elements also signal to drivers that Valley Gardens as a place to drive through as quickly as possible, rather than with the care and awareness required in a city centre location. This exacerbates both perceptions of vehicular dominance and road safety issues.**

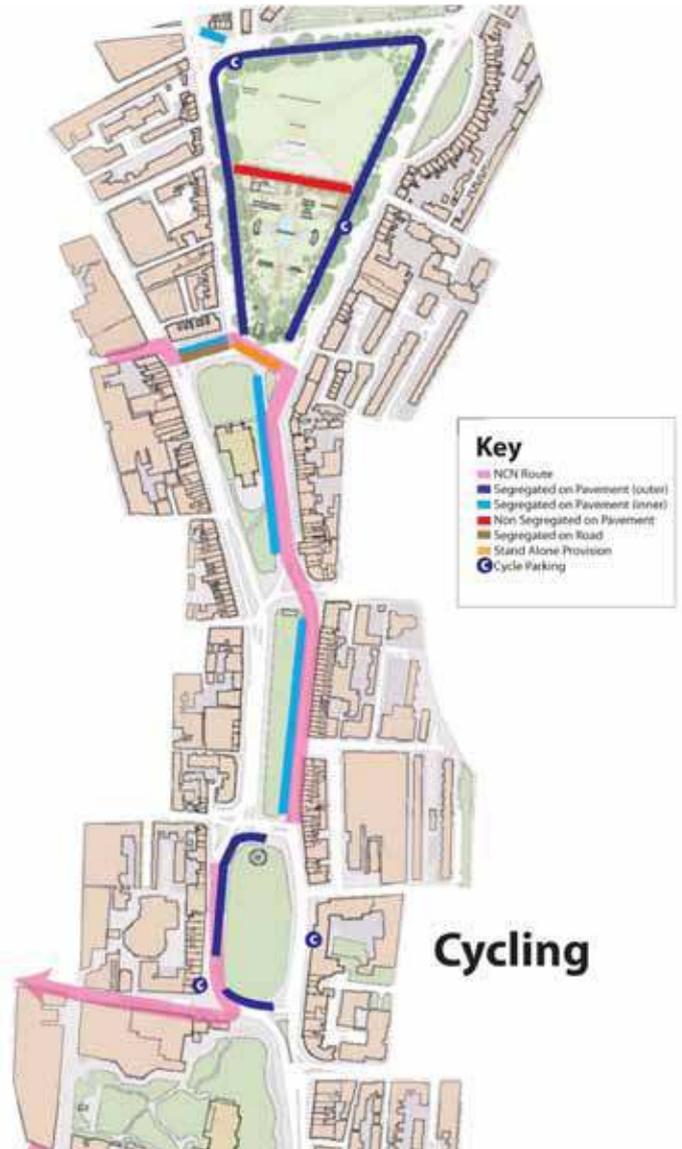


Above left: Geographically, Valley Gardens connects a number of key neighbourhoods and destinations. East-west connectivity is especially important.

Above right: However the overly complex and heavily engineered traffic network creates a host of problems. One of these problems is the barrier created to east-west movement.

Right: The photograph, looking towards Richmond Parade from North Laine, illustrates the impact of the current traffic infrastructure on perceived and physical east-west connectivity.





This page, anti-clockwise from top left:

Photo 1: Whilst bus lanes result in relatively expedient and reliable journey times through Valley Gardens, the quality of bus stops is poor. The northbound St Peters stop delivers bus passengers onto a narrow, isolated traffic island, sandwiched between two southbound lanes of private vehicles (west) and a north and southbound bus lane (east).

Photo 2: Overly complex and inappropriately scaled transport infrastructure, such as the bus contraflow to the west of St Peters, divides the east and west of the city.

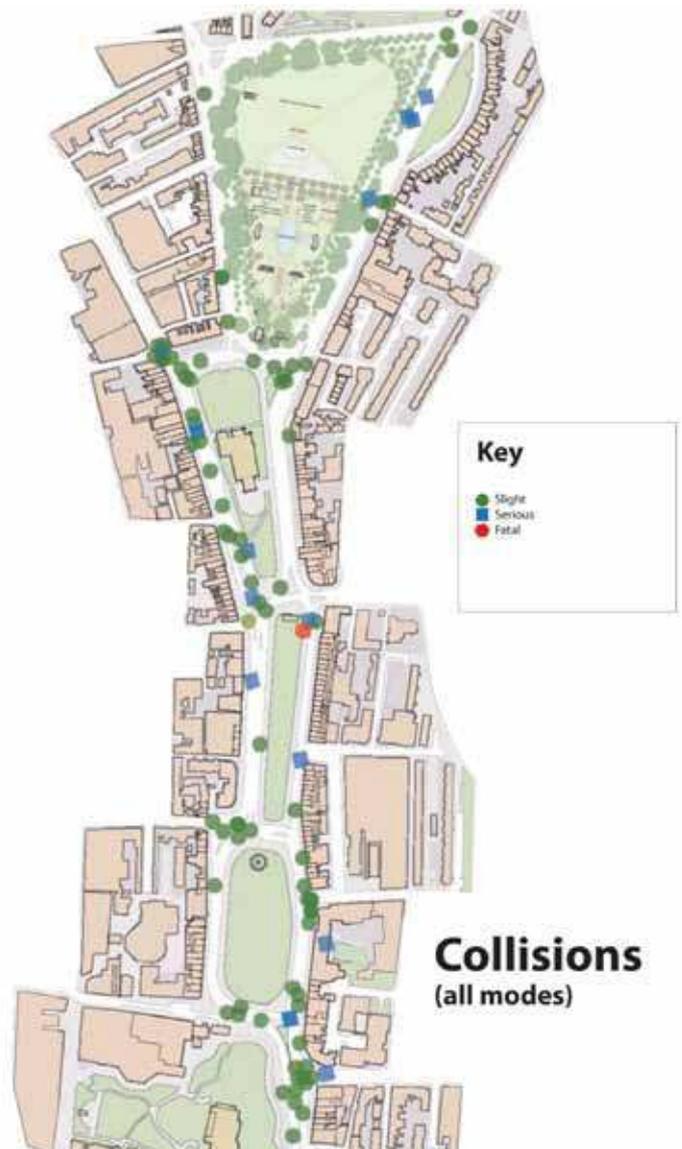
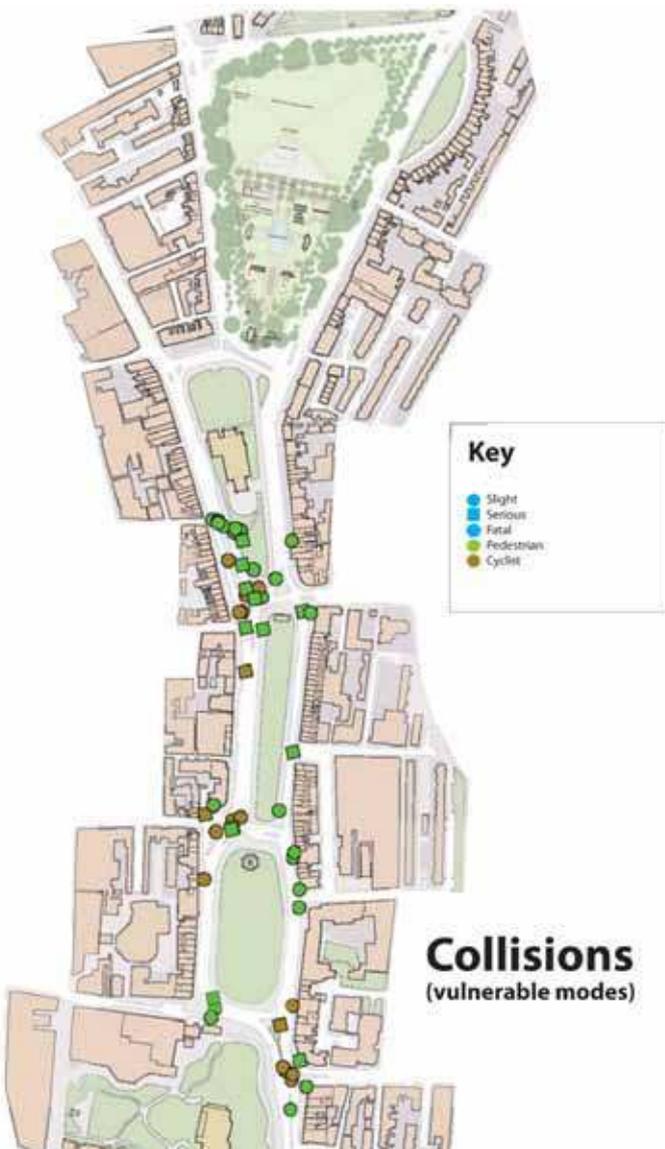
Photo 3: The current Valley Gardens environment is a poor setting for existing attractions such as the Royal Pavilion.

Diagram: Some areas have cycle provision, some don't. Where cycle facilities are provided, they switch from east to west, from footway to road, and are of varying quality. The arrangement discourages cycling and encourages conflict.

Opposite page

Top: Collisions cluster around confusing areas of carriageway infrastructure.

Bottom: The images, taken within five minutes of each other, show levels of usage of amenity space in Pavilion Gardens (left) and a few yards away in Victoria Gardens (right). Hardly anyone uses Valley Gardens as an amenity space due to the poor quality environment, whilst Pavilion Gardens suffers from over-use.



The transport dominated environment sees Valley Gardens create physical and perceived disconnect between the 'city centre' and the east of the city, which contains a number of development sites and key destinations including the University of Brighton campus. This in turn constrains employment growth, particularly expansion of the regionally important Knowledge Based Intensive Services (KIBS) sector which favours a city centre location.

Rather than adding to the city and region's cultural and visitor offer (in the manner of Barcelona's La Rambla or New York's High Line) the current environment provides a poor first impression of the city, and a poor setting for established tourist attractions such as the Royal Pavilion.

The current environment also prevents Valley Gardens fulfilling its potential as an amenity space for local people whilst demand for space in the adjacent Pavilion Gardens exceeds available capacity. The limited numbers of people spending time in Valley Gardens also reduces the viability of businesses in the area and increases perceptions of crime and anti social behaviour,

Pollutant levels have led to Valley Gardens being designated an Air Quality Management Area. The amenity spaces are also barren from an ecological perspective despite housing a National Elm Collection of international significance.

Addressing these issues is set to become increasingly important in future as development creates additional demand for city centre trips within finite infrastructure capacity and the city looks to meet housing targets, encourage economic growth, build sustainable communities, maintain its status as a visitor destination / digital sector hub and deal with the impact of future climate change; particularly impacts of flash flooding.

By simplifying and ensuring vehicular infrastructure is designed in a way that is appropriate for a city centre location, providing enhanced sustainable movement provision and increasing the attractiveness and ecological offer of the area, the scheme set out in this business case has potential to deliver multiple benefits and outcomes. These benefits and outcomes, which are further explained in the main body of this business case, are:

Transport Benefits

Improve movement for all modes, particularly sustainable modes, to reduce numbers of KSIs and accommodate additional future demand for city centre trips within finite infrastructure capacity.

Transport Outcomes

1. Encourage growth in Walking numbers, with a Health benefit valued at £3.27m over 20 years.
2. Encourage growth in Cycling numbers, with a Health benefit valued at £1.05m over 20 years.
3. Reduce likelihood of collisions, resulting in a KSI benefit valued at £1.72m over 20 years.
4. Improve journey times for drivers, with a financial benefit of £2.893m over 20 years.
5. Improve northbound peak hour journey times for buses by at least 30 seconds.
6. Improve journey times for pedestrians by 15%.
7. Improve journey times for cyclists by 31%.
8. Enhance proportion of population with access to high frequency bus stops by 8.6%
9. Improved journey experience for all modes
10. Improve perceived safety in the area

Training & Jobs Benefits

Support local jobs by:

- Supporting growth of the KIBS sector
- Supporting growth of the Visitor Economy
- Support development that can provide city centre office space for businesses to expand into

Create training opportunities by:

- Providing a setting for University events
- Establishing partner management and maintenance strategies for public spaces
- Supporting development which creates new jobs & training opportunities.

Training & Jobs Outcomes

1. Enable training of 295 people
2. Contribute towards growth of the KIBS sector, creating a minimum of at least 141 FTE jobs over ten years.
3. Contribute towards a minimum of 87 FTE (or 118 actual) additional jobs in Tourism Services.
4. Support Creation of 16.5 FTE wider Jobs

Building City / Regional Competitiveness Benefits

Support growth of the KIBS sector by

- Better connecting the city centre, Brighton University and creative hubs
- Encouraging the city centre development that can provide office space for businesses to grow into
- Supporting the city's ability to continue to attract the "highly creative and innovative individuals (who) self-select to move to Brighton, (which) generates a growth dividend" (The Bright on Fuse report).

Enhance the tourism offer by

- Creating a new visitor destination
- Enhancing the setting of existing destinations such as the Royal Pavilion

Building City / Regional Competitiveness Outcomes

1. Attract an additional £3.9m p/a visitor income to the city
2. Contribute towards growth of the KIBS sector, to an estimated value of at least £10.1m over ten years.

Development & Housing Benefits

Support local development by:

- Redressing physical and perceived barriers between the 'city centre' and development sites within and to the east of Valley Gardens
 - Enhancing the quality of the public realm (and so attractiveness of development within and in the immediate vicinity of Valley Gardens)
 - Raising the profile of and investment confidence in Brighton
 - Providing the vital recreational areas that will assist the city in delivering its housing targets.
 - Enabling the city centre movement network to accommodate additional future demand for city centre trips within finite infrastructure capacity.
-

Development & Housing Outcomes

1. Directly support delivery of 66,822m² office space
2. Directly support delivery of 3,800m² new education space
3. Indirectly support delivery of 23,299m² office space
4. Indirectly support delivery of 25,424m² retail space
5. Indirectly support delivery of 7333m²+ new strategic sites
6. Indirectly support delivery of 4,234m² leisure space
7. Directly support delivery of 309 new dwellings
8. Indirectly support delivery of 2264 new dwellings
9. Increased value of existing local housing/business stock by £108.427m over 20 years.

Environment & Resilience Benefits

- Reduce Noise & Air pollution, encourage use of public spaces, better enable the area to cope with impact of future climate change, particularly flash flooding and provide a fitting setting for the National Elm Collection.

Environment & Resilience Outcomes

1. Provide Quality of Life benefits for Valley Gardens users valued at £4.917m over 20 years.
2. Improve NO₂ and Particulate Air Quality to a value of £1.294m over 5 years.
3. **Improve Noise Quality with a value of £0.143m over 20 years**
4. Enable the city to manage water more sustainably
5. Plant 265 new trees
6. Reduce levels of real and perceived crime and anti-social behaviour.
7. Increase numbers of people spending time in Valley Gardens
8. Increase potential retail rateable value from adjacent frontagers by £0.97m over 20 years.

Benefit Cost Ratio

The range of benefits that the Valley Gardens scheme will deliver enables this business case to estimate that a BCR (benefit cost ratio) of **4.148:1** will be achieved over a 20 year period, even if very conservative assumptions are made as to the extent of those benefits.

A full analysis of the Benefit Cost Ratio is provided in Appendix 7: Full Economic Case.

Whilst the scheme delivers a package of distinct benefits, all are interdependent and none can be achieved without redressing the problems created by current transport infrastructure. Benefits delivered by theoretically distinct packages (such as enhanced planting or improved footways) are complementary and together enable the scheme to deliver levels of benefits that exceed those that could be achieved by delivering packages in isolation or in smaller groups.

4. Project Timescales

Assuming timely conditional and full approval decisions, the provisional project programme contains the following headline milestones, which include the scheme's primary dependency of obtaining planning permission:

2014

- July Submit Draft Bid
- August Undertake final stage of Full Public Consultation
- October Obtain Planning Approval
- October Complete Detailed Design
- October LTB Approval
- November Full Approval

2015

- January Advertise Traffic Regulation Orders
- March Complete Technical Design
- June Start Physical Works

2017

- February Complete Physical Works

A project plan is attached as Appendix 4.

5. Project Costs

The Valley Gardens proposal constitutes a Major Scheme. Brighton & Hove City Council is applying for a grant of £8m.

Headline Costs

Total Project Cost:	£10.126m
Preparatory Cost:	£0.775m
Physical Scheme Cost:	£9.351m

Preparatory Contribution

Brighton & Hove City Council	£0.775m
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Physical Scheme Contribution

Brighton & Hove City Council	£1.060m
S106/278	£0.291m
Local Growth Funding	£8.000m

A cost profile is provided in Section 17. All contributions (aside from Local Growth Funding) are guaranteed. Funding gaps will be managed and accommodated by Brighton & Hove City Council.

Scalability

A concept scheme has been developed for the whole Valley Gardens area. This business case seeks funding to deliver the northern section (Stages 1 and 2) of this scheme.

This initial project area has been identified on the basis of it being large enough to bring real, significant and immediate benefit, but within an overall approach that enables phased delivery (with implementation of the southern section (Stage 3) commencing in 2017). Importantly the spatial constraints of Pavilion Parade provide a natural break between the northern and southern elements – naturally dividing the wider proposal into two distinct sections.

In theory the proposal is scalable up or down.

Scaling Down

Scaling down could be achieved in two ways. Firstly the project could focus on a smaller section of Valley Gardens. However, without a natural break point equivalent to that provided by Pavilion Parade, such an approach would result in a scheme that appeared and operated as something 'half finished'. The anticipated benefits associated with reducing city severance, improving quality and consistency of movement routes and encouraging employment and development to spread into the east of the city would be significantly diluted. The other option is to deliver the 'movement' parts of the proposal, and not those areas that could be described as being primarily 'public spaces'. The disadvantage of this approach, which would only lead to relatively small financial savings (given that enhanced movement connections across public spaces would still need to be included in the delivered scheme) is that enhancements to the public spaces provide the journey quality benefits that are particularly important in encouraging sustainable transport choice, and the enhanced environment that attracts residents, tourists, the KIBS (Knowledge Intensive Business Services) sector and development.

Scaling Up

It is anticipated that a Business Case for Stage 3 of the wider Valley Gardens scheme (the southern section) will be prepared for a future tranche of LEP funding. However, the current proposal could be scaled up to enable earlier delivery of these sections if opportunities arose.

6. Why local growth funding is being sought

Without local growth funding, the scheme could not be delivered in the foreseeable future. No alternative sources of funds have been identified that would enable improvement of significant enough scale to unlock the potential of the city centre.

The Valley Gardens scheme has not been the subject of other bids and so has not been rejected in the past.

Complementary Bid: LSTF Funding

In March 2014 a bid was submitted to the Department of Transport for LSTF (Local Sustainable Transport Fund) funding.

This bid focuses on the area to the east of Valley Gardens and consists of tried and tested smarter choices measures that will complement and enhance the planned infrastructure improvements within the Valley Gardens area set out in this business case. BHCC have already delivered a similar successful smarter choices package of initiatives in the adjacent LSTF Lewes Road Corridor Area. Within the first two years of the Lewes Road Corridor scheme, monitoring data showed a 14% increase in cycling numbers along the corridor and a 7% increase in bus patronage in the surrounding residential areas. This bid looks to replicate and enhance this success by giving particular focus on the health benefits of making a change to the way you travel as well as improving access to job opportunities by promoting Door-to-Door sustainable travel throughout the area.

The smarter choices measures will include a sustained community led Personalised Travel Planning project with residents and employees in the area as well as travel planning and initiatives with the Universities, local schools, businesses and key destinations such as the Job Centre.

As the LSTF bid focuses on soft measures, any funding awarded through that source would complement, but could not replace LGF funding in delivering the physical improvements necessary to deliver the benefits set out in this business case.

7. Publication

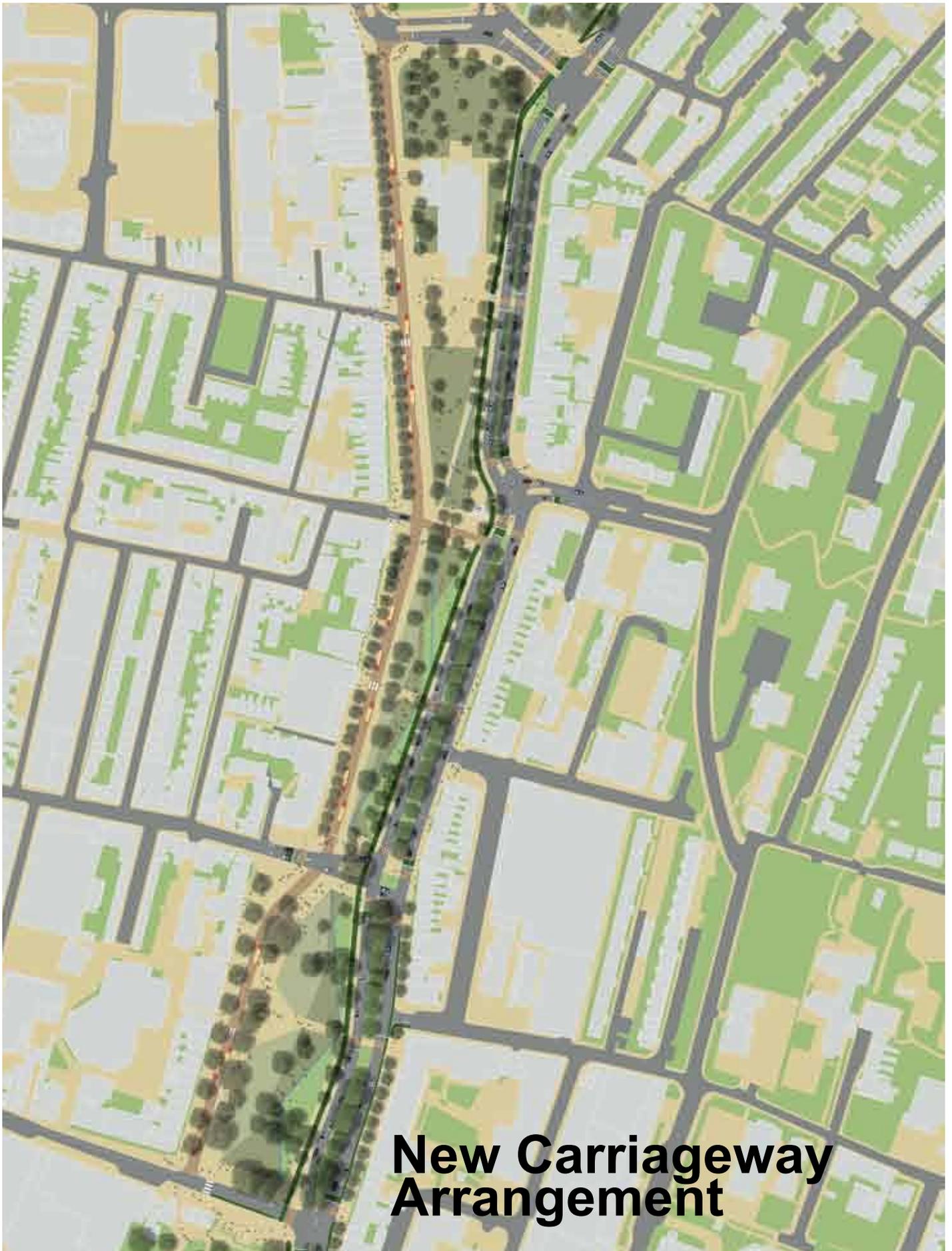
No element of this Business Case is considered confidential.

8. Local Priority

Following an initial sifting process the Valley Gardens proposal has been identified as Brighton & Hove's primary and only priority for the current tranche of Local Growth Funding.

9. The Scheme







New Landscaping Arrangement

(general with SUDs & planting - left)

(cultural programming provision - right)

9. The Scheme

Description

Due to its size and location, many key strategic vehicular transport routes pass through Valley Gardens. These include the north-south Lewes (A27) and London (A23) Roads, which intersect with a series of east-west connections until they meet the A259 at the seafront.

The Valley Gardens transport corridors provide access to a number of key destinations, including the majority of the city's privately owned car parks, the Royal Sussex Hospital, American Express and Churchill Square Shopping Centre. A high proportion of the city's buses run through the area.

At a local level, Valley Gardens connects a host of city destinations and districts for drivers, public transport users, walkers and cyclists.

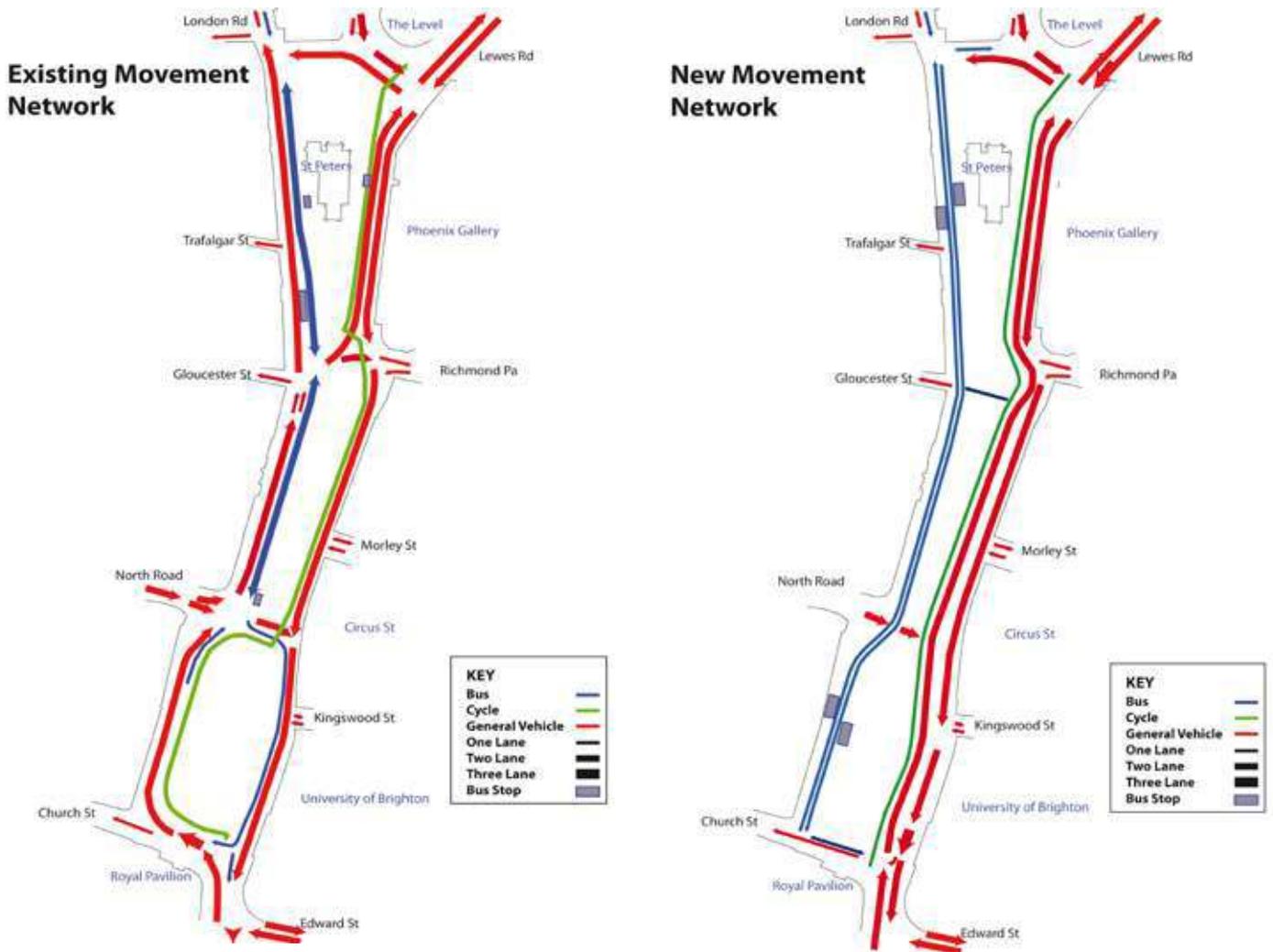
Unfortunately what should be a relatively straightforward movement arrangement in Valley Gardens has developed inconsistently over a number of years. At all stages vehicular infrastructure has been prioritised with little evident thought for impact on or needs of other users of the space or the wider city. The result is a confusing mixture of gyratories, contraflows and dual carriageways which work poorly for vehicles and turn what should be a major public recreational asset into a barrier that dissects the city. Resolving this barrier is key to unlocking the potential of Valley Gardens and the surrounding city.

The proposal achieves this by effectively 'disentangling' vehicular routes through the area. A tree lined 'Avenue' for private vehicles is created on the eastern side of the Gardens, comprising two northbound and two southbound lanes, separated by a wide, planted median strip to enable easy pedestrian crossing.

The Avenue provides a consistent, direct and legible route for private vehicles throughout the length of the project area. The simplified layout removes the need for complex junctions (ten existing junctions are simplified under the proposals). Along with reductions in associated infrastructure (guardrailing, signage, additional carriageway space) the new arrangement provides an enhanced journey experience for drivers and a fitting welcome to the city.

The avenue effect and reduced traffic infrastructure - along with increased footways, tighter side road corner radii and other measures that achieve a greater balance of spatial priority between different modes and users - will ensure vehicular routes feel integrated with the wider city centre environment, rather than appearing as urban freeways dissecting it. As a result, the physical and perceptual barrier currently created by transport infrastructure will be significantly reduced. Pedestrians will now only need to cross two lanes of traffic at any point within the project area, and will always know which direction that traffic is coming from - increasing both permeability and safety. 34 enhanced pedestrian crossings are provided by the proposal, whilst reduced complexity of crossings on a north-south journey through the project area will reduce pedestrian journey times by at least 15%.

Simplified and consistent routing of private vehicle routes along the eastern side of the study area enables a reduction in the scale and complexity of traffic infrastructure intersecting the study area from east to west, enabling the perceptual and physical impact of traffic within central public spaces to be reduced.



Above: By ‘disentangling’ the current vehicular transport network, movement through the area becomes more legible for all modes. Consistent bus lanes are provided to the west of Valley Gardens, serving new (north of Church St) and enhanced bus stops (under the new arrangements passengers can embark / disembark from the footway rather than traffic islands). A consistent cycle route can also be accommodated. Reducing the complexity of the traffic infrastructure also reduces the danger and barrier effect created by the existing arrangement.

Below: Roads are redesigned in a manner appropriate to a city centre location, helping calm traffic and reduce the perceived and physical barriers that the current infrastructure creates. Pedestrians will only ever need to cross two lanes of traffic and will always know where traffic is coming from. *The image below shows how connections between the Gardens and University will be enhanced. (The image on the left shows the current arrangement, the artist impression on the right shows how the new “Avenue” will look).*



The arrangement also lessens the volume of traffic routed in front of the Pavilion Gatehouse, enabling improved connection between the Royal Pavilion Estate and Valley Gardens.

Long stretches of the western side of Valley Gardens currently see 4 lanes of traffic travelling in opposing directions, enclosed by guard-railing. It is along this corridor that the current barrier effect between the east and west of the city is strongest. The proposal replaces the existing arrangement with a two lane 'Park Road' which provides a consistent north-south route for buses travelling through the project area, along with local access.

The Park Road provides similar benefits to the Avenue in terms of reducing complexity and so volume of traffic infrastructure to positively impact on segregation, safety, permeability and allocation of space amongst different modes and users. Integration of the Park Road within the wider environment is enhanced by the use of coloured surface materials to differentiate the carriageway area from traditional, blacktop finishes that are associated with vehicle use. Although the Park Road will not be a shared space, it is expected that low volumes of traffic will enable pedestrians to cross informally as well as at enhanced crossings should they wish, further improving east west connectivity. Bus passengers will also benefit from the simplified arrangement. Access from bus stops at St Peters will be made from the footway rather than isolated traffic islands, and it will be possible to provide a new southbound, adjacent to an upgraded northbound bus stop in the vicinity of Marlborough Place to serve the North Laine.

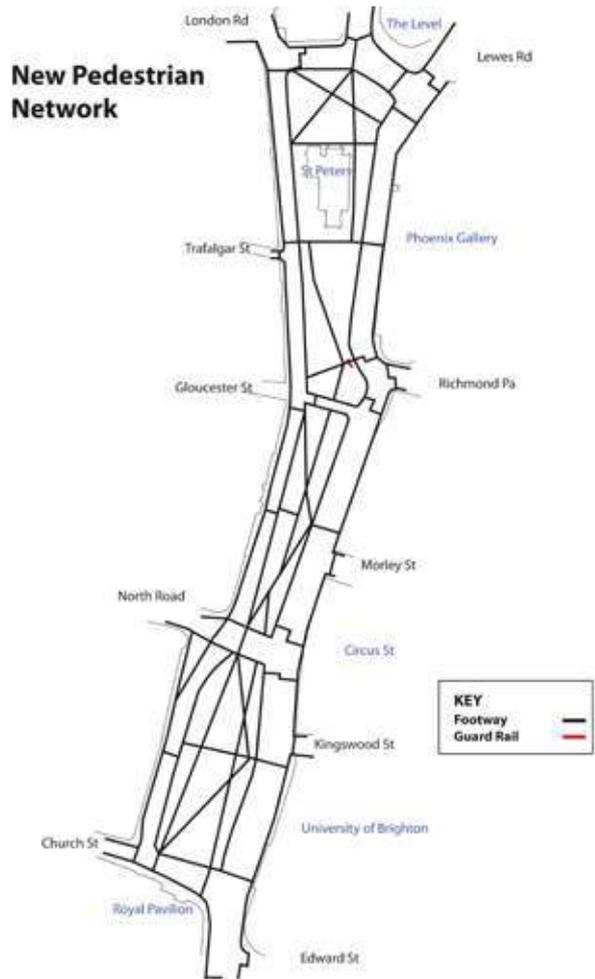
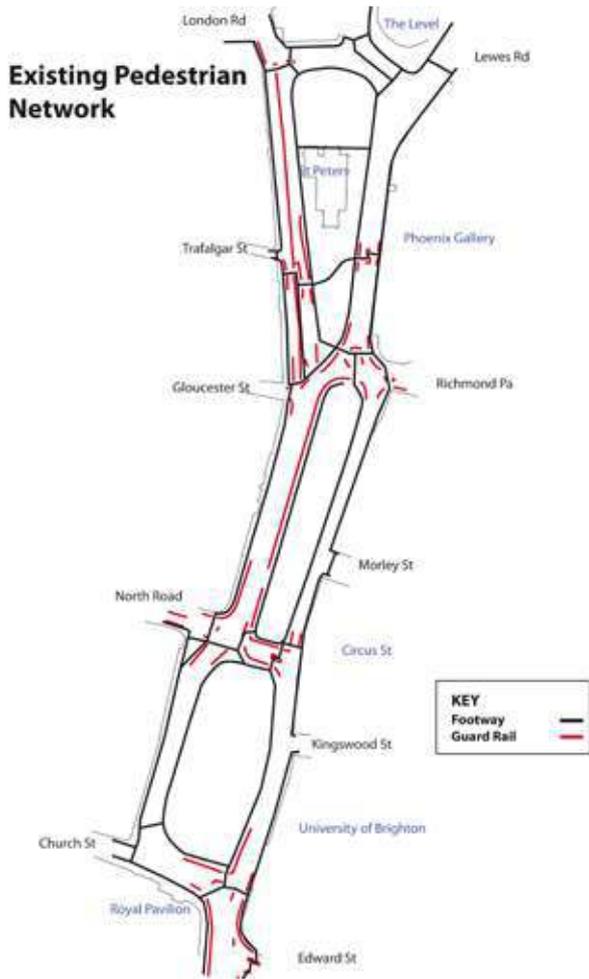
Cycle facilities are enhanced through provision of 26 cycle parking hubs and a consistent dedicated 700m cycle lane which runs north to south along the eastern side of the project area, connecting existing sections of the cycle network to the north, east and west - including the Lewes Road Corridor SEP Development Area. Along the western side of the project area, cyclists can share the Park Road. Like pedestrians, cyclists will benefit from journey savings due to enhanced crossings at simplified junctions - a north south journey is expected to be at least 31% quicker.

Most of the rearranged vehicular infrastructure is delivered within existing kerb lines. The exceptions are two new sections of two lane carriageway, built within existing green space in Victoria Gardens. The new sections of carriageway enable the consistent alignment of vehicle routes along the length of the project area without impacting on the Gardens' National Elm Collection.

Despite creation of new carriageway sections, simplifying the vehicular arrangement allows for overall space given over to carriageway infrastructure to be reduced by more than 30% whilst maintaining current access and capacity. As a result footways along building lines can be increased in area by over 70%, and central open spaces by just over 2%. The additional footway space, along with increased legibility, a pleasanter environment, improved crossings and new footpaths across the green spaces to connect key routes and destinations on each side of the city will significantly improve pedestrian permeability.

The elements above improve movement through Valley Gardens for all modes, whilst tackling issues around physical and perceived barriers created by the current vehicular infrastructure. The remaining elements of the proposal encourage people to use the area by creating a vibrant public space that can operate as a new destination, connecting the surrounding city.

Feedback from public consultation saw an almost unanimous desire for Valley Gardens to be re-imagined as a peaceful, city centre park, complementing rather than replicating neighbouring attractions of the beach and shopping districts.



This is achieved through introduction of 265 new trees - in part performing the function of an arboretum to help protect the city's Elm heritage into the future - planting areas and water features including 3507m² of Sustainable Urban Drainage System (SUDS). The SUDS system, featuring street swales and water gardens, will bring aesthetic and environmental benefit (through performing a bioremedial function) and help the city accommodate the impact of future flash rainfall events associated with climate change.

Landscaping also creates flexible hard and soft-scaped spaces that can be used for educational and cultural programming. Enabling Valley Gardens to operate as an 'urban lab' for the University of Brighton provides opportunities for on-site training in a variety of industries. Extending facilities for Brighton & Hove's already strong creative sector provides local job / economic benefits whilst enhancing the city and region's international renown as a cultural destination. (A Cultural & Events Strategy is attached as Appendix 12).

The proposal also provides enhanced amenities such as seating, lighting and power supplies to enable and encourage a variety of uses, bringing benefits including reduced fear of crime.

As will be explained in following sections, improving the environmental quality of and removing the physical / perceived barriers between the east and west of the city centre creates virtuous circles benefitting the city's wider economy. Enhanced environmental quality is key to attracting and retaining the city's KIBS sector, which also benefits from connectivity to the University.

Enabling the perceived city centre to spread increases the demand for and thereby the value / viability of adjacent development sites, especially those to the east of the city centre. In return, the new developments provide the space for the KIBS, and related sectors, to grow into, overcoming acknowledged spatial constraints on economic growth. It is also anticipated that the dramatic and very visual environmental improvements realized by the Valley Gardens scheme will significantly raise the profile of and investment confidence in central Brighton, acting as a catalyst for a number of planned developments in the wider area. It is expected that this could benefit key strategic projects such as Brighton Centre, the i360 observation tower and the Black Rock site.

Previous page top: Simplified vehicular infrastructure enables pedestrian permeability through and across the area to be significantly improved, reconnecting the east and west of the city, encouraging walking, reducing danger and encouraging positive use of public spaces. The scheme is expected to reduce journey times through the area by 15%.

Previous page bottom: Increased planting helps deliver public aspirations for a peaceful, park like environment within the Gardens. Along with SUDS (Sustainable Urban Drainage System) the planting will also bring ecological benefits. Increased use of public spaces will bring social, safety, health and economic benefit.

Quantifiable Enhancements

Pedestrian	
Number of upgraded pedestrian / cycle crossings	34
Length of new / upgraded footway	3016m
Area of new footway	2586m ²
Area of upgraded footway	15628m ²
Length of new park footway	1333m
Area of new park footway	4700m ²
Number of seating areas	13
Cycling	
Length of new cycle lane	699m
Area of new cycle lane	1901m ²
Number of new cycle parking hubs	26
Driving	
Number of upgraded (simplified) junctions	10
Length of new carriageway	377m
Area of new carriageway (excluding SUDS features located on footway)	2212m ²
Area of upgraded carriageway	10970m ²
Area of reallocated redundant carriageway	10865m ²
Change in private vehicle capacity	-
Number of public parking / delivery / taxi bays	TBC
Number of private (St Peters) parking spaces	-12
Buses	
Length of new bus / shared lane (shared with taxi, cycles, access)	703m
Area of new bus / shared lane	5289m ²
Number of improved bus interchanges	4
Number of new bus interchanges	2
Environment	
Area of enhanced public open space (space within carriageways)	28405m ²
Area of new public open space	670m ²
Area of SUDS features	3507m ²
Number of character lighting schemes	1
Number of trees	265
Area of new civic square	3120m ²
Number of new event spaces	13+ (see p.22)

- Pedestrian / Cycle Crossing facilities including a central reservation are counted as a single crossing. Precise detail and location, and possibly number of crossings to be refined as design process progresses.
- Precise number of seating spaces to be determined, figure provided assumes minimum target of seating every 100m on both sides of gardens. Assumption excludes secondary seating opportunities such as low walls.
- Precise number of cycle parking spaces to be determined, figure provided assumes minimum requirement of a cycle parking hub every 50m on both sides of gardens.
- Numbers and arrangement of loading, taxi and parking bays is to be determined as design progresses. As a general principle, existing provision will be at least maintained and enhanced.

Expected Measurable Scheme Outcomes

Transport
Encourage growth in Walking numbers, with a Health benefit valued at £3.27m over 20 years.
Encourage growth in Cycling numbers, with a Health benefit valued at £1.05m over 20 years.
Reduce likelihood of collisions, resulting in a KSI benefit valued at £1.72m over 20 years.
Improve journey times for drivers, with a financial benefit of £2.893m over 20 years.
Improve northbound peak hour journey times for buses by at least 30 seconds.
Improve journey times for pedestrians by 15%.
Improve journey times for cyclists by 31%.
Enhance proportion of population with access to high frequency bus stops by 8.6%
Improved journey experience for all modes
Improve perceived safety in the area
Environment
Provide Quality of Life benefits for Valley Gardens users valued at £4.917m over 20 years.
Improve NO ₂ and Particulate Air Quality to a value of £1.294m over 5 years.
Improve Noise Quality with a value of £0.143m over 20 years
Enable the city to manage water more sustainably
Plant 265 new trees
Reduce levels of real and perceived crime and anti-social behaviour
Increase numbers of people spending time in Valley Gardens
Increase potential retail rateable value from adjacent frontagers by £0.97m over 20 years.
Training & Jobs
Enable training of 295 people
Contribute towards growth of the KIBS sector, creating a minimum of at least 141 FTE jobs over ten years.
Contribute towards a minimum of 87 FTE (or 118 actual) additional jobs in Tourism Services.
Support Creation of 16.5 FTE wider Jobs
Development & Housing
Directly support delivery of 66,822m ² office space
Directly support delivery of 3,800m ² new education space
Indirectly support delivery of 23,299m ² office space
Indirectly support delivery of 25,424m ² retail space
Indirectly support delivery of 7333m ² + new strategic sites
Indirectly support delivery of 4,234m ² leisure space
Directly support delivery of 309 new dwellings
Indirectly support delivery of 2264 new dwellings
Increased value of existing local housing/business stock by £108.427m over 20 years.
Building City / Regional Competitiveness
Attract an additional £3.9m p/a visitor income to the city
Contribute towards growth of the KIBS sector, to a value of at least £10.1m over ten years.

10. Alternatives

Doing Nothing

If nothing is done to improve Valley Gardens, the city and region will fail to benefit from:

- Increased attractiveness of sustainable movement (which will increase in importance as future development in the city creates increased journey demand) and associated health benefits.
- Reduced KSIs.
- Protection and expansion of the local economy, particularly the regionally important KIBS, visitor and creative sectors.
- Mutually beneficial momentum for local and citywide development.
- Reduced exposure to potential financial sanctions for failure to address poor air quality.
- Reduced exposure to future impacts of climate change

Doing Minimum

Because all of the problems in Valley Gardens stem from the inconsistently and inappropriately designed vehicular carriageway arrangement that dominates the area and divides the city, redressing this is key to realising the project's varied objectives. This means that opportunities for improvement through relatively small scale or 'do minimum' interventions are limited. Increasing the attractiveness of public spaces within Valley Gardens, for example, would have limited benefit if traffic infrastructure remained a perceived and physical barrier between the city and those spaces. Nor would such changes do anything to improve safety and poor quality cycle infrastructure (etc).

Resolving movement infrastructure without investing in improvements to the wider public realm would fail to deliver ecological benefits, limit the attractiveness and vibrancy of the area (which in turn influences sustainable transport choice), fail to completely resolve the perception of the area as a barrier rather than connecting space and limit opportunities for cultural / educational / tourism benefit in return for a relatively modest saving. Failure to enhance the public realm is also likely to have a negative impact on efforts to support development and economic growth:

“The literature review indicates that there is a clear typology of economic benefits and impacts arising from improvements to the public realm:

- *Attracting investment*
- *Increasing land and property values*
- *Attracting visitors*
- *Increasing tourism*
- *Improving productivity*
- *Enhancing image “*

(Economic Impact of the Public Realm, ECOTEC)

Doing Something

The proposal developed on the basis that something needed to be done to enhance Valley Gardens and that the proposal needed to incorporate movement and place improvements. Three options for reducing the impact of vehicular traffic were considered:

1. Reducing vehicle capacity in the Valley Gardens area,
2. Reducing the visible impact of traffic in the Valley Gardens area whilst maintaining localised traffic capacity (effectively creating a tunnel), and
3. Simplifying the existing carriageway arrangement whilst maintaining vehicle capacity in the Valley Gardens area.

Option Appraisal

Option 1: Reducing Vehicle Capacity in the Valley Gardens Area

Pragmatically, given Valley Gardens' importance within the wider city transport network, meaningfully reducing traffic capacity in the area would be dependent on the success of a wider strategy/ies to reduce vehicle numbers in the city centre. Given volumes of traffic in the area, reducing capacity and expecting the existing wider network to be able to cope with displaced traffic is unrealistic.

The only measure likely to reduce city centre traffic sufficiently to enable existing vehicular capacity to be reduced in Valley Gardens would be the provision of Park & Ride alongside significant reductions in city centre car parking. Given historic difficulties in identifying deliverable sites for a Park & Ride facility (due in a large part to the city being spatially constrained between the sea and South Downs National Park) and difficulties associated with achieving the necessary complementary reductions in city centre parking (the majority of city centre car parks are privately owned and so effectively beyond the council's influence), this option is not realistic.

City Plan modelling forecasts that the number of trips within the city core is likely to rise significantly by 2030. Increased investment in walking and cycling infrastructure and additional public transport provision (etc) can go a long way to mitigating against the impact of this rise. However, despite the cumulative impact of such measures, car person trips are still forecast to increase in the urban core by between 2% and 8% over the 2010 base year, creating an additional constraint on any aspirations to reduce carriageway capacity along the Valley Gardens corridor.

Option 2: Reducing the visible impact of traffic in the Valley Gardens area whilst maintaining localised traffic capacity

At the earliest stages of project development, occasional calls were made for consideration of road tunnels to enable vehicle capacity through Valley Gardens to be maintained whilst reducing (the visible impact of) traffic infrastructure in the area. The need to maintain various east-west and north-south connections in the area, alongside cost, are two reasons to quickly rule this option out ahead of serious testing.

Option 3: Simplifying the existing carriageway arrangement whilst maintaining vehicle capacity in the Valley Gardens area

Despite the current traffic arrangement in Valley Gardens comprising a confusing and heavily engineered mixture of gyratories, contraflows and dual carriageways, the movement network within the area needn't be complicated. The existing layout seeks to accommodate 4 lanes for regular vehicles (2 each for the A23 and A27) and 2 bus lanes between St Peters and the seafront, along with a cycle route in each direction. There is scope, therefore, to achieve wider scheme objectives whilst maintaining existing traffic flows through Valley Gardens by simplifying the existing carriageway arrangement and introducing a design language appropriate to a city centre location.

Design Options

Four options for simplified carriageway arrangements were tested:

Design Option 1 is a simplified clockwise gyratory system, with three southbound vehicular lanes (one for buses, two for private vehicles) on the eastern side of the corridor and three northbound lanes to the west. Aside from simplifying the movement arrangements in the area, the option offers the benefit of being build-able wholly within existing kerb lines. However, spatial constraints mean that a section of the eastern corridor (alongside Victoria Gardens north) cannot accommodate three lanes of traffic. This option would therefore require either a reduction in localized private vehicle capacity or loss of dedicated bus provision along this length. Traffic Modelling using PARAMICS suggested that reducing localized vehicle capacity would create a bottle-neck which caused further delays at upstream junctions. Loss of bus provision was also seen as being damaging to the proposal's movement objectives.

During discussions with stakeholders, this option was also considered to have limited impact on redressing perception of the green spaces within Valley Gardens as anything other than a series of glorified traffic islands.

Design Option 2 (the preferred option) sees general traffic routed along an 'Avenue' on the eastern side of Valley Gardens, with buses located to the west along a new 'Park Road'. The extent of perceived and actual barrier created by the retained road layout is lower than with Option 1, as only two lanes of traffic need to be crossed at any one time. Vehicular routes are lined by trees and street swales, visually connecting them with the wider Gardens environment whilst bringing practical ecological, water management and air quality benefits.

The option requires two new lengths of two-lane carriageway for northbound general traffic to be constructed in Victoria Gardens North and South. The existing carriageway along the western side of the corridor (now only used by buses and local access) is reduced in size to two lanes.

Aside from cost associated with building new sections of carriageway, issues associated with this option are potential loss of 16 trees, including 3 Elm trees and perceived impact on open public space due to new roads being built in current garden areas (although in reality the option enables an overall growth in both volume and biodiversity value of open space).

Design Option 3 echoes Option 2, but with the 'Park Road' relocated to the eastern side of the Gardens, and the Avenue to the west. This option overcomes the need for a new, two-lane carriageway to be built through Victoria Gardens North, although new carriageway is still required in Victoria Gardens South due to spatial restrictions between the western building line and mature Elms in the Gardens. As well as reducing the amount of new carriageway required, Option 3 avoids the Elm trees threatened by Option 2.

However, due to spatial restrictions associated with building lines, the pedestrian median strip between north and southbound private vehicle carriageways would remain very narrow to the west of St Peters. As a result, ability to reduce the perceived / actual barrier to east – west movement created by transport infrastructure already apparent in this location would be severely compromised.

The spatial constraints would also provide minimal, if any room, for the additional tree planting and swales that would provide environmental and character benefits to the scheme and constrain pos-

sible future development (and associated employment) plans which could see a new ‘front’ entrance on the western façade of St Peters.

From a townscape perspective, the traffic arrangement at Victoria Gardens South would offer reduced opportunity to better connect the Royal Pavilion Estate with the surrounding Valley Gardens. The western edge of the corridor also offers fewer suitable opportunities for private vehicles to pull off the main north – south route and turn round than the east.

Design Option 4 moves all traffic and buses to the eastern side of Valley Gardens. The main benefits of this option are the creation of a single, unified traffic avenue between St Peters Church and the seafront and enhanced connection between the public spaces of Valley Gardens with the city to the west.

However, an avenue comprising six lanes of vehicular traffic would have a negative impact on east-west connectivity across the city. Costs of new road building would be significant and the spatial requirements for this arrangement would also require the loss of the majority of Elm trees along the eastern side of the Gardens.

Conclusion

Design Option 2 is considered to have the greatest potential for transformative change in Valley Gardens, whilst being realistic in terms of deliverability.



Above: Options tested included a simplified clockwise gyratory (Option 1, left), buses and access to the west and private vehicles to the east (Option 2, centre) and all traffic to the east (Option 4, right). (Private vehicles are represented by a blue line, buses and access by a red line).

Various practical considerations led the design team and stakeholders to identify Option 2 as the preferred arrangement. (Option 3 was effectively a reversal of Option 2).

11. Consultation

Due to its size and location, the Valley Gardens project has potential to impact on the majority of stakeholders, including Brighton & Hove's residents, businesses, student population and visitors to the city.

The Valley Gardens consultation approach has sought a balance between representative input, openness and practicality. This has been achieved by interspersing traditional, high level 'full public consultations' at key stages in project development with targeted workshops focussed on developing design details.

Scoping Stage

In 2009, architecture students from the University of Brighton implemented a temporary transformation of Victoria Gardens (an area within Valley Gardens). The process was designed to test ideas and encourage residents to think about how the area could be better used in future.

Building on feedback received during the temporary transformation project and a Public Realm Analysis of Valley Gardens, full public consultation was undertaken in April 2012 to get residents' views on Valley Gardens as it currently is, and their aspirations for future improvements.

Typical comments from people who drive through the area included the desire for a simpler road layout, while cyclists expressed a desire for coherent, joined up cycling facilities. Only 26% of people thought it was pleasant to walk through Valley Gardens, and only 17% felt it was easy to cross the road. 83% of people said they would like to spend time or more time in Valley Gardens if facilities and / or the environment were improved. Only 1% said they thought Valley Gardens was fine as it is. The consultation feedback informed the proposal's design brief.

The Concept Scheme

The design team developed the concept scheme over a series of workshops, working with a range of council officers and stakeholders to ensure local knowledge fed into the design process.

The city's existing strategic partnerships formed the basis of the invitee list for stakeholder workshop events and a Stakeholder Steering Group. The Stakeholder Steering Group comprised members from various Partnerships to ensure the design process developed in a way that captured a range of benefits (rather than being dominated by a specific interest area). Messages of support from members of the Stakeholder Steering Group are set out in Appendix 3.

The concept scheme gained cross party political support and approval at Brighton & Hove City Council's Transport Committee in March 2013.

Developing the Design

A further stage of full public consultation was carried out in September 2013 to test feedback on the emerging detail of the proposal. 80 people took part in the consultation. Feedback was generally positive. The six most popular elements of the proposals were enhanced pedestrian environment / access (16 comments), improved cycling environment (12), more coherent road design (10),

enhanced biodiversity / planting (9), more usable public space (8) and increased numbers of trees (7).

The six least popular elements were a perception that there would still be too much traffic (10), loss / narrowing of green space (9), loss of the Mazda fountain (4), creation of a new public square in Marlborough Place (3), and concern there were not enough trees (3) / that the road system may not work (3).

The design has subsequently been updated and now retains a larger amount of open space than the existing arrangement. In relation to other concerns, opportunities to reduce levels of traffic are beyond the scope of the proposal, although it is expected that the scheme will significantly reduce the perceived and physical impact of traffic. The future of the Mazda fountain has not been decided. Inclusion of 265 new trees in the scheme is considered to provide significant enhancement and the viability of the proposed vehicular infrastructure has been further tested through the detailed modelling which informs this business case.

Moving Forwards

Following receipt of conditional approval, further workshops and a final stage of full public consultation will take place to support further refinement of the scheme. It is expected that these will focus on management of the space and fine detailing of landscape design elements: as such it is not anticipated that future consultation will have meaningful impact on the business case set out in this document.



Above: Residents are encouraged to consider their aspirations for Valley Gardens during the University of Brighton's temporary installation in Valley Gardens.

12. Overall Strategic Benefits

Strategic Benefit 1: Movement

The Problem

The movement arrangements within Valley Gardens do not work well for anyone, and are particularly poor for bus users, cyclists and pedestrians.

The complex and counter intuitive arrangements contribute to high numbers of collisions, and so KSIs.

The Solution

By simplifying vehicular transport infrastructure, the scheme improves movement through the area for all modes.

Reducing the complex vehicular infrastructure and introducing a design language appropriate for a city centre setting will reduce reasons for collisions and so KSIs.

Increasing the attractiveness of public transport, walking and cycling will bring health and sustainability benefits in the short term, and enable the city core to deal with future predicted growth in trip demands associated with new development within the constraints of finite vehicular infrastructure capacity.

The Impact

1. Encourage growth in Walking numbers, with a Health benefit valued at £3.27m over 20 years.
2. Encourage growth in Cycling numbers, with a Health benefit valued at £1.05m over 20 years.
3. Reduce likelihood of collisions, resulting in a KSI benefit valued at £1.72m over 20 years.
4. Improve journey times for drivers, with a financial benefit of £2.893m over 20 years.
5. Improve northbound peak hour journey times for buses by at least 30 seconds.
6. Improve journey times for pedestrians by 15%
7. Improve journey times for cyclists by 31%
8. Enhance proportion of population with access to high frequency bus stops by 8.6%
9. Improve perceived safety in the area

For calculation methodology of impacts 1-4 and 8, see Appendix 7: Full Economic Case. For impacts 5-7 see Section 13. Specific Benefits - Benefit Area 4: Transport.

Strategic Benefit 2: Economic Growth

The Problem

The Brighton & Hove Business Survey 2010 found that “Central Brighton was, on average, considered to be the most suitable business location for businesses in all sectors, except for Manufacturing (mainly food and drink)” and that “Businesses in the Digital Media sector rated Central Brighton

particularly highly”. However “The quality of the city’s business accommodation was consistently cited by stakeholders across all sectors as the major constraint on business development”.

The Centre for Cities ‘Beyond the High Street’ report (2013) echoed the findings of the Business Survey, stating that: “Brighton is atypical of Britain’s smaller sized cities in that its city centre has played an increasingly important role within its wider city economy”.

The report went on to advise that: “A key element (of focussing economic development measures in the city centre) should be ensuring a continued pipeline supply of office space to accommodate growing employment and retain moderate rent increases whilst increasing business growth. This should be part of a co-ordinated policy approach to support the city centre as a place to do business, which should also include making appropriate improvements to transport infrastructure, leisure amenities and investment in quality of place”.

The current environment of Valley Gardens creates a constraint on the extent of the perceived city centre. As such, areas within and to the east of Valley Gardens are less attractive to businesses seeking a city centre location, and so less attractive to developers who could provide the spaces for those businesses to expand into.

The Solution

By tackling the physical and perceived barrier created by the current Valley Gardens environment, the scheme encourages growth of the perceived city centre, especially eastwards. This will contribute towards a virtuous circle where private development in adjacent areas becomes more attractive and viable for developers, and the new accommodation provided becomes more attractive for businesses to expand into.

In this context it is reasonable to assume the scheme will support delivery of development within the vicinity of Valley Gardens, and new jobs associated with growth of businesses moving into those developments. Growth in the local economy also creates growth in the city’s Tourism Services industry, as a proportion of value is invested back into the city.

Due to Valley Gardens’ location, size and role in the city, delivery of the scheme is also expected to significantly raise the profile of and investment confidence in central Brighton.

Figure 5: Number of private sector jobs in Brighton, 2011

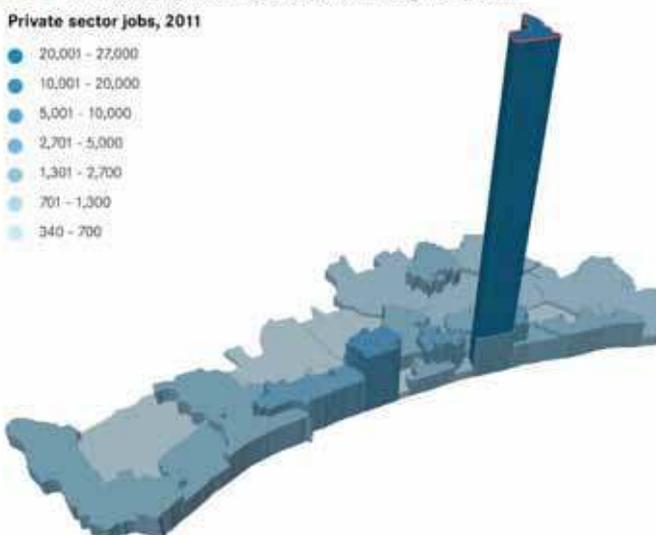
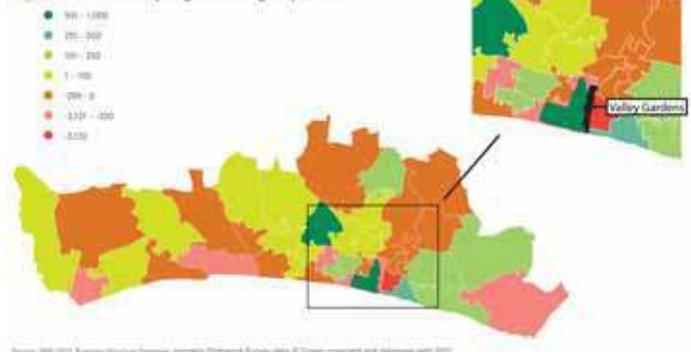


Figure 4: Private sector jobs growth in Brighton, 2008-2011



The diagrams above, taken from the Centre for Cities report, illustrate the disparity in job growth between the east and west of Valley Gardens, which currently acts as the ‘edge’ of the city centre.

It is therefore also reasonable to expect that the proposals will benefit development momentum at sites beyond the immediate vicinity of Valley Gardens, grouped into secondary and tertiary sites shown on page 9.

“Confidence is key for investors. Accordingly, public realm initiatives delivering serious aesthetic and logistical enhancements, such as that of the Valley Gardens scheme, help to instil a level of confidence to key stakeholders locally, which directly aids the viability of further regeneration.”

– Ed Allison-Wright, Director, Centurion Group

The Impact

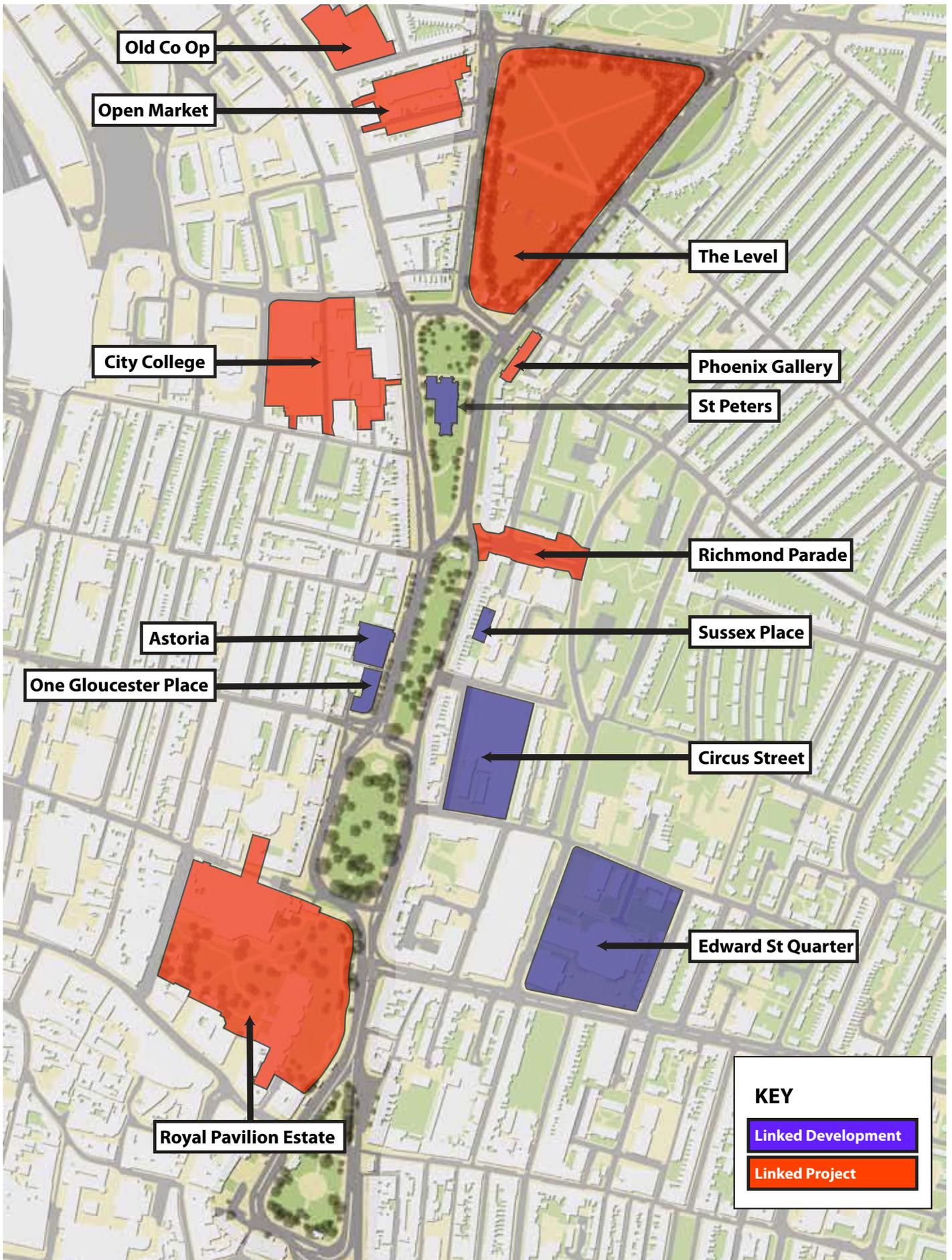
1. Directly support delivery of 66,822m² office space
2. Directly support delivery of 3,800m² new education space
3. Indirectly support delivery of 23,299m² office space
4. Indirectly support delivery of 25,424m² retail space
5. Indirectly support delivery of 7333m²+ new strategic sites
6. Indirectly support delivery of 4,234m² leisure space
7. Support creation of 15FTE jobs and 50 Training opportunities at St Peters Church.

For calculation methodology of impacts 1-2 see Appendix 1: Linked Developments. For impacts 3-6 see page 9, Development Links. For impact 7 see Section 13. Specific Benefits - Benefit Area 1: Job Creation, Protection & Training.



Above: The Astoria development site in Valley Gardens is one of those expected to benefit from the improvements.

Opposite Page: The scheme benefits and benefits from a range of linked developments and projects within the immediate vicinity of Valley Gardens. More information on these developments and projects is provided in Appendices 1 & 2.



Strategic Benefit 3: Housing

The Problem

As with provision of Office Space, Valley Gardens' poor quality environment and creation of a barrier to the east of the perceived city centre reduces the attractiveness and so viability of developments that can provide housing, especially those within Valley Gardens and the Edward Street Quarter.

Outward expansion of the city is severely constrained by the presence of the sea and the South Downs National Park, yet the city is struggling to identify sufficient land within its built-up area to meet its City Plan requirements to accommodate 20,000 new dwellings by 2030.

The Solution

By tackling the physical and perceived barrier created by Valley Gardens and redressing the poor quality environment, the scheme makes development in the vicinity of the scheme more attractive and so viable for prospective tenants and developers. *"The (Quality Streets: Why Good Walking Environments Matter for London's Economy, 2003, Central London Partnership) study included a series of interviews with people from a range of business sectors (landowners, developers, businesses). It highlighted that 85% of respondents identified the quality of the streetscape as important to the ability to attract customers or tenants"* - (Economic Impact of the Public Realm, ECOTEC)

The council needs to consider using open space on the city fringe to meet housing targets. Increasing amenity value of established spaces such as Valley Gardens, has potential to free poorer quality spaces for development. In addition it is difficult for city centre developments to deliver expected amenity space contributions due to lack of space. Making existing spaces work 'harder' by increasing quality offers an alternative to creation of new space to meet needs of new residents.

Delivery of the scheme is also expected to significantly raise the profile of and investment confidence in central Brighton, and so can be expected to beneficially impact on delivery of housing developments across the wider city.

"The development and management of public realm, does in our experience, have an impact on development – both commercial and residential. This has been recently tackled as an integral approach to a number of central London schemes eg. Kings Cross Central. In respect of the land east of Valley Gardens, the mix of occupiers and residents is wide ranging with sometimes conflicting requirements. The area is also made more complex by the topography of the area, with limited appealing street scape. Therefore, any works that can enhance a wider integration with the City can only assist." - Emma Davies, Executive Director - Managing Director of Planning, CBRE Ltd

The Impact

1. Directly support delivery of 309 new dwellings
2. Indirectly support delivery of 2264 new dwellings
3. Increase local property prices by £108.427m over 20 years.

For calculation methodology of impact 1 see Appendix 1: Linked Developments. For impact 2 see page 9, Development Links. For impact 3 see Appendix 7: Full Economic Case.

Strategic Benefit 4: Use

The Problem

Primarily as a result of the poor quality environment created by transport infrastructure, and partly as a result of the lack of attractions and facilities within its constituent public spaces, hardly anyone spends time in Valley Gardens, despite it having huge potential as a central civic space. As a result, the area can feel unsafe, adjacent public spaces such as the Royal Pavilion Gardens experience problems associated with demand exceeding capacity, the area adds little to the visitor experience and retail opportunities for frontagers are constrained.

“Retail depends upon footfall and dwell time. Public realm projects like the successful New Road scheme and the Valley Gardens proposal encourage shoppers to come to places and stay longer and therefore help businesses which serve them to thrive, including retailers, developers and investors”. - Joss Brushfield, GRG Real Estate Asset Management, Royal Bank of Scotland

The Solution

By redressing the disconnect and poor quality environment created by vehicular infrastructure and enhancing the quality and attractiveness of the environment, the scheme will create a well used, high quality amenity space for local people to enjoy. A better populated space will reduce impact of crime / anti social behaviour, create more opportunity for successful business along frontages and enhance development potential. The scheme has potential to become a destination of international renown, adding a new dimension to the city’s visitor offer whilst strengthening areas of existing appeal by creating a new stage for cultural events and enhancing settings of key destinations such as the Royal Pavilion.

“I would like to express my support for the proposed Valley Gardens project. As a business operator in the area who has been trading for the last 6 years I find the proposed changes very welcoming. It will undoubtedly bring a lot more quality businesses to the area, creating more jobs and opportunities to grow. The wonderful open spaces and landmark buildings like St Peters Church in Valley Gardens will bring in more visitors and tourists and help build a clear identity for the area as a whole” - Oliver de Trafford – Mokshe Café

Creation of a high quality public space will help attract the *“highly creative and innovative individuals (who) self-select to move to Brighton, (which) generates a growth dividend”* (The Brighton Fuse report). Partnerships established to manage and maintain the space will create new training opportunities, as will creation of areas that can be utilised by the University of Brighton for practical coursework.

The Impact

1. Enable creation of 245 training opportunities p.a.
2. Increase potential retail rateable value from adjacent frontagers by £0.97m over 20 years.
3. Reduce levels of real and perceived crime and anti-social behaviour.
4. Increase numbers of people spending time in Valley Gardens

For calculation methodology of impact 1 see Section 13. Specific Benefits - Benefit Area 1: Job Creation, Training & Protection. For impact 2 see Appendix 7: Full Economic Case.

Strategic Benefit 5: Environment & Resilience

The Problem

Valley Gardens is effectively devoid of ecological value, despite huge potential.

The current environment provides a poor setting for the city's National Elm Collection, which has international significance.

The 2013 Air Quality Management Area includes Valley Gardens due to failure to meet legally binding nitrogen dioxide standards. Noise quality is also poor.

Valley Gardens does not have the physical capability to deal with potential flash flooding events predicted to result from future climate change.

The Solution

Simplifying traffic movements and increasing attractiveness of sustainable movement options will reduce vehicle related emissions. Moving carriageways further away from frontages will reduce the impact of vehicular related air pollutants on residents and businesses lining the corridor. Additional trees and planting will also help absorb and so remove pollutants, whilst providing an enhanced ecological environment.



The proposal incorporates SUDS (such as the street swale pictured above) to enable this part of the city to better avoid flash flooding.

As well as providing a more appropriate setting for the existing National Elm Collection, the scheme provides 265 new trees, some of which will contribute to establishment of an Elm arboretum to protect the city's Elm heritage into the future, **supported by a contribution from local ethical gallery ONCA:**

“The ONCA Gallery strongly supports the landscaping and redevelopment scheme for the Valley Gardens and London Road area. ONCA are happy to make a contribution to the scheme, as a gallery committed to raising awareness about conservation through the arts. We are a key part of the local community and have a network of local residents involved in the work that we do, and we are keen to make an impact on local ecology and biodiversity, this scheme provides an opportunity for us to actively participate within the city that we are based” - Lauren Davies, Gallery Manager, the ONCA Gallery

The Impact

1. Provide Quality of Life benefits for Valley Gardens users valued at £4.917m over 20 years.
2. Improve NO₂ and Particulate Air Quality to a value of £1.294m over 5 years.
3. **Improve Noise Quality with a value of £0.143m over 20 years**
4. Enable the city to manage water more sustainably
5. Plant 265 new trees

For calculation methodology of impact 1 see Appendix 7: Full Economic Case. For 2 see Appendix 11: Air Quality Assessment. For 3 see Appendix 10: Air Quality Assessment.

Strategic Benefit 6: Building on the city's role as a KIBS Hub

The Brighton Fuse Report (2013) states that the digital economy is key to driving regional and national economic growth: *"The 2013 National Institute for Economic and Social Research (NIESR) report, measuring the UK's Digital Economy with Big Data, found that the digital economy is not only larger than the Government estimates but is also found in highly concentrated clusters, like the one in Brighton. These digital clusters are especially important to the economy because they tend to feed the growth of other sectors"*.

"The (Fuse) research identifies a new category of high growth firms within this cluster, that are 'fusing' and 'superfusing' to create an extraordinary competitive edge. Fused businesses are those that combine creative art and design skills with technology expertise. Among Brighton's cluster, two thirds are considered fused and believe in the competitive advantage of combining diverse skills and knowledge".

"Fused and superfused classes of firm are clearly linked to increased growth. While Brighton's creative, design and IT firms grew faster than the local economy and more than 10 times faster than the British economy as a whole, fused business grew at more than twice that speed and superfused firms grew faster still".

The Centre for Cities 'Beyond the High Street' report (2013) states that *"much of the growth of (Brighton & Hove's) private sector jobs within the city centre has been in knowledge intensive business services (KIBS) jobs, which tend to benefit from close proximity to clients, collaborators and competitors."*

The Brighton Fuse report states that *"highly creative and innovative individuals self-select to move to Brighton, and this generates a growth dividend"*. *"Important factors in attracting business to the city include quality public realm and access to culture, arts and leisure services"*.

The Problem

The Brighton & Hove Business Survey (2010) found that: *"There was a strong commitment amongst businesses to remain within Brighton & Hove, with central locations favoured by most types of businesses....It was notable that surveyed businesses in the Digital Media tended to be most growth oriented and most likely to have or to be looking for new business accommodation. They had a particularly strong preference for Central Brighton as a suitable location..."*

However, *“The outstanding drawback for the city was considered to be its business accommodation stock and lack of dedicated business space for important elements of its economy. This meant that it was difficult to achieve identifiable critical mass and made it challenging to both attract and retain growth oriented businesses”*.

Because Valley Gardens creates an artificial ‘edge’ around the perceived city centre, development to the east of Valley Gardens is likely to be less attractive to businesses seeking space to expand into but preferring a city centre location.

The unpleasant nature of Valley Gardens does little to add to the city offer that attracts high calibre individuals who can drive economic growth.

The current environment of Valley Gardens creates a barrier between the key FUSE areas of the University of Brighton creative campus (to be expanded with the Circus Street development) (east), existing city centre cluster (west) and the digital and creative workspaces in New England Quarter (to the north)

“The links between Brighton’s technology cluster and the Universities of Brighton and Sussex are important, and growing” - Brighton Fuse Report.

The Solution

Breaking through the current ‘edge’ of the perceived city centre will increase the attractiveness of surrounding developments that can provide the space for the KIBS sector to expand into.

Rejuvenating Valley Gardens as a high quality city centre public / leisure / cultural destination enhances the ‘Quality of Life’ / ‘City Draw’ environment that is key to attracting and retaining KIBS businesses and potential employees (such as local graduates) who will provide the pool of talent to feed growth potential into the future.

Redressing the barrier effect created by Valley Gardens helps connect the key FUSE areas of the University of Brighton creative campus, existing city centre cluster and the digital and creative workspaces in New England Quarter.

“The Valley Gardens project proposal is a solution that knits together parts of the city and creates social space out of areas of land currently locked in by traffic. The University of Brighton City campus is home to almost 2000 people, staff and students. This project was therefore of paramount importance not only to ensure that we have good access to the city centre but also to play our part in working to connect communities and contribute to the overall wellbeing of Brighton. - Alan Boldon - Deputy Head of the School of Art, Design and Media, University of Brighton

The Impact

1. Contribute towards growth of the KIBS sector, to an value of at least £10.1m over ten years.
2. Contribute towards growth of the KIBS sector, creating at least 141 FTE jobs over ten years.
3. Contribute towards a minimum of 14 FTE (or 20 actual) additional jobs in Tourism Services.

For calculation methodology of impacts 1-3 see Appendix 7: Full Economic Case.

Strategic Benefit 7: Building on the city's role as a Visitor Destination

The Problem

The TNS 'Brighton Visitor Satisfaction and Growth Potential Report' (2013) found that *"Compared to the England holiday taking population as a whole, Brighton attracts slightly more visitors who are slightly less committed to England than average. Consequently, its visitor market is slightly more vulnerable to switching to other destinations than the average across England"*

35% of current visitors say that they visit Brighton & Hove for arts & culture, whilst 57% say visiting attractions including heritage sites and museums is one of the most popular activities. However, the current environment of Valley Gardens provides a poor setting for existing attractions in the area such as the Royal Pavilion. Despite size and location providing huge potential, the current environment of Valley Gardens also limits its potential to add to the city's visitor offer in its own right.

The current environment of Valley Gardens provides a poor first impression for visitors arriving by vehicular transport.

Use of the Royal Pavilion Gardens is at capacity, creating operational problems for the Council. Valley Gardens is currently unable to accommodate any of the demonstrated demand for quality amenity space within the city centre due to its poor design.

The Solution

Creation of a high quality public space in a high profile location within a high profile city can be expected to benefit the region's reputation. CABE's 2004 'The Value of Public Space: How High Quality Parks and Public Spaces Create Economic, Social and Environmental Value' states: *"... As towns increasingly compete with one another to attract investment, the presence of good parks, squares, gardens and other public spaces becomes a vital business and marketing tool..."*

As well as accommodating a variety of cultural events throughout the year and providing a better setting for key heritage destinations such as the Royal Pavilion, the scheme creates a new destination space in its own right that, due to its size and location, has potential to protect and add to the city's ability to attract visitors. Comparable locations of High Line (a regenerated city centre linear park) and La Rambla (tree lined city centre boulevard) are rated by Trip Advisor as the 21st of 825 and 71st of 315 attractions in New York and Barcelona respectively.

Enhanced movement infrastructure and journey / environmental quality will provide a better first impression for visitors arriving by vehicular transport. Reducing barriers and providing a high quality public space will encourage more use of Valley Gardens as an amenity space, reducing pressure on the Pavilion Gardens.

The Impact

1. Attract an additional £3.9m p/a visitor income to the city
2. Enable creation of 74.5 FTE additional jobs in Tourism Services and Event Management

For calculation methodology of impacts 1-2 see Section 13. Specific Benefits - Benefit Area 1: Job Creation, Training & Protection..

13. Specific Benefits

The following section provides further information on benefits achieved by the proposal in the immediate vicinity of Valley Gardens, with particular focus on Coast to Capital Strategic Aims.

Benefit Area 1: Job Creation, Training & Protection

St Peter's Church (15FTE Jobs / 50 Training)

The St Peter's Church congregation is continuing efforts to regenerate the building physically and as a community hub. Current plans include a new entrance and associated office space on the western façade. The plans, which are in part dependent on the spatial changes delivered through the Valley Gardens proposals, would enable creation of 15 new permanent jobs FTE (Full Time Equivalent) and 50 part time volunteer positions. Volunteer posts will include a degree of training.

"The Valley Gardens proposal significantly elevates the area around the church. This reinforces St Peter's credentials as Brighton's unofficial Cathedral and puts St Peter's in the heart of a major urban gathering/social space. This will undoubtedly support one of the main visions of St Peter's Church which is to see the local area transformed and indirectly will lead to voluntary and paid job creation through the church." - James Footitt – St Peters Church

Expanding the Creative Sector & Increasing Visitor Offer (73FTE Jobs & Job Protection)

In 2011 the Brighton Festival, Brighton Festival Fringe, Artists Open Houses and The Great Escape generated approximately £24m of spending in the Local Economy.

Part of this investment came from visitors to the city. In 2012, visitors invested £780.578 million to the local economy. 35% of visitors cite arts & culture as the reason for their visit to Brighton & Hove, whilst 57% said visiting attractions including heritage sites and museums is one of the most popular activities.

As well as accommodating a variety of cultural events throughout the year and providing a better setting for key heritage destinations such as the Royal Pavilion, the scheme creates a new destination space in its own right that, due to its size and location, has potential to add to the city's ability to attract visitors. Comparable locations of High Line (a regenerated city centre linear park) and La Rambla (tree lined city centre boulevard) are rated by Trip Advisor as the 21st of 825 and 71st of 315 attractions in New York and Barcelona respectively.

The city's cultural sector is one of the fastest growing in the country. Providing space for the creative industry to expand into can help sustain the sector and the benefits it brings to the local economy.

By strengthening the existing cultural and heritage offer of the city, and creating a new destination of international reputation, it is reasonable to expect the scheme to have a positive impact on the city's attraction to visitors, which in turn benefits the local economy. Attracting just 0.5% more tourists would, based on 2012 figures, enable the scheme to generate an additional £3.9m each year.

Given that one Full Time Equivalent job is created in tourism services for every £53,400 spent

(based on Visit Brighton economic impacts of tourism 2012), this would also enable creation of 73 FTE (equivalent to 99 actual) new jobs.

In addition, the UK Competitiveness Index 2010 identifies positive links between the cultural offer and economic competitiveness of cities. This is because professionals and graduates are strongly attracted to cultural services, which over time cause the clustering of higher productivity workers. It is this thickening of the labour market which can then lead to human capital spillover and create the conditions for increasing returns due to clustering of complementary skills and industries.

The Brighton Factor report(s) from the Institute of Employment Studies, and The Brighton Fuse study found that cultural services are very important to the decisions of both modern digital businesses locating in the city, and graduates choosing to remain in the city after completing study. These two findings are closely linked and to a great extent self reinforcing: graduates provide the talent for these businesses to flourish and the businesses provide graduates with local opportunities.

Managing the Gardens (0.5FTE Jobs & 10 Training 10)

An enhanced public park will create increased management and maintenance liabilities, at a time when traditional park management services are facing increasing resource pressures.

A group of partners including the University of Brighton will work together to form a Management Board to help identify innovative ways to meet the resource challenge. The Management Board will seek to establish what will ultimately become a self-funding post to coordinate activity in the area.

One of the ways in which the Management Board will meet the maintenance and management challenge is by investigating relationships with partner organisations that can take on elements of traditional parks responsibility to mutual benefit. Although yet to be established, partnership arrangements are likely to incorporate training opportunities in areas such as horticulture. The approach reflects Coast to Capital objectives of *“ensur(ing) all young people emerging from each phase of education are equipped with enterprise and entrepreneurship skills”* and *“promot(ing) social enterprises as an effective form of business for a wider group of potential entrepreneurs than has normally been considered”*.

It is expected that the scheme’s management and maintenance arrangements will create training opportunities for at least 10 individuals each year.

Valley Gardens as an Academic Training Venue (235 Training)

The enhanced environment will also provide a setting for elements of the University of Brighton’s practical academic work, including a planned regional and international partnership to test public realm interventions.

It is expected that the enhanced environment will provide training opportunities for 235 students each year across MA courses in Interior Architecture (30 students), Urban Studies and Regeneration (15), Curating Place (25) and Fine Art (20); BA courses in Fine Art Critical Practice (75) and Fine Art Performance (50) and 20 PHDs.

It is predicted that this training will result in employment routes / industry contributions to Curat-

ing Public Realm, Public Art, Gallery Education, Architecture, Planning, Civic Planning, Strategy and Consultancy, NGO Strategy and Public Engagement, Outreach and Museum Education programmes.

Serving New Users (1 FTE Job & Protection)

It is also likely that enabling events to be held in the redesigned Valley Gardens will help support new business growth. For example, during a trial in early 2013, the pop up street diner set up in Valley Gardens, attracting new users to the area whilst giving local catering companies a high profile and affordable commercial outlet (*image, left*). The catering companies tend to be supplied by other local companies, creating a virtuous circle encompassing enterprise, sustainable produce and social good. On each day that the pop up café operated, work was created for 26 organisers, traders and their staff (excluding benefits to wider local food suppliers, bakers, drivers, equipment suppliers and delivery services).



Although enabling such events to take place in Valley Gardens on an ad hoc basis would not alone support creation of new jobs, if just one event such as the example set out above was held every month, the scheme could contribute the equivalent of just over 1 FTE to the local economy (26 days x 12 months = 312 days work / 1.22 FTE).

Benefit Area 2: Development

(See Section 12, Strategic Benefit 2: Economic Growth).

Benefit Area 3: Housing

(See Section 12, Strategic Benefit 3: Housing).

Benefit Area 4: Transport

Transport (Connectivity “Can I get where I want to go?”)

Driving: The scheme maintains existing access for drivers, but does so through simplified vehicular infrastructure. 10 junctions are upgraded and simplified to reduce stop start journeys and routes are made inherently legible, improving traffic flow and minimising the need for mitigating traffic clutter (such as signage).

Buses: Whilst existing bus lanes in Valley Gardens result in relatively expedient and reliable journey times through the area, the quality of bus stops is poor. The unconventional nature of the

segregated, two-way bus lanes at Gloucester Place enables provision of a southbound, but no northbound bus stop, while the northbound St Peters stop delivers bus passengers onto a narrow, isolated traffic island. During scoping consultation, only 19% of people felt bus stops in Valley Gardens were of high quality.

The scheme provides a new consistent bus lane along the length of the project area. As well as maintaining (and hopefully improving) existing bus journey times and reliability, improved bus stops will be provided at St Peters and the Old Steine, whilst additional stops will be reinstated at Victoria Gardens. This will improve bus service legibility and accessibility for passengers and enhance connections to areas including the North Laine.

Visiography TRACC modelling forecasts that the improvements will increase the amount of the population with access to high frequency bus stops with 20 or more services per hour within a 10 minute walk by 8.6%. 13.1% more people will be within a 5 minute walk time from these bus stops. For more information see Appendix 7: Full Economic Case.

Cycling: Valley Gardens should provide a key link in the city's cycle network. However, at present some areas have cycle provision, some don't. Where cycle facilities are provided, they are inconsistent, switching from east to west, from footway to road. The arrangement reduces the attractiveness of cycling and encourages conflicts with other modes. During scoping consultation, only 10% of people thought it was pleasant to cycle through Valley Gardens, and only 9% felt cycle facilities were of high quality.

The proposal provides a segregated, seamless north-south cycle route along the eastern side of Valley Gardens. Connecting with existing and planned facilities in the city, the route will offer an expedient and protected option, appealing to all cyclists regardless of confidence and experience.

Walking: Current transport infrastructure creates a physical and perceived barrier to pedestrian movement. During scoping consultation, only 26% of people thought it was pleasant to walk through Valley Gardens, and only 17% felt it was easy to cross the road.

Simplified transport infrastructure provides opportunities to improve pedestrian connections through and within the Valley Gardens area. Diagonal paths through the Gardens on existing desire lines (primarily responding to the different block patterns and destinations to either side of Valley Gardens) will be formalised and connect to zebra or signalised crossings where they meet the Park Road or the Avenue.

The scheme incorporates 34 upgraded pedestrian / cycle crossings.

Transport (Reliability "Will I arrive when I expect?")

The scheme does not target journey time savings for vehicles: rather it aims to unlock wider benefits within the Valley Gardens / city centre area without having a detrimental impact on vehicle flow.

Driving: The proposal has no impact on private vehicle journey time from north to south through the scheme area (see Appendix 5).

Buses: Southbound bus journey times are maintained, despite the scheme adding 50 metres onto a bus journey (the added distance being associated with consistent infrastructure and the benefits

provided by that infrastructure - including new / enhanced bus stops). Northbound journeys are reduced by 30 seconds in the morning peak and 40 seconds in the evening peak (see Appendix 5).

Walking: A pedestrian journey north to south through the project area (approximately 705 metres) incorporates 8 formal crossings. The average wait for a green man on each crossing is 51 seconds. Using an average walking speed of 1.2 metres/second (DfT Puffin Crossings Good Practice Guide) a journey through the area would currently take 16 minutes 35 seconds. By simplifying vehicular infrastructure, the same route will only require a pedestrian to cross 5 times in future. Whilst these crossings are likely to be quicker due to the reduced complexity of the traffic network, even if 51 seconds is still required for each remaining crossing, the revised scheme would still reduce the equivalent pedestrian journey to 14 minutes 2 seconds - a saving of 15%.

Cycling: Due to the indirect nature of existing cycle provision, a journey from north to south through the project area currently covers 812 metres and requires cyclists to navigate 8 junctions. The same journey through the new scheme would cover 705m across 5 junctions. Assuming an average cycle speed of 12mph or 5.36metres/second (the lower design speed in DfT Cycle Infrastructure Design LTN 2/08 2008) and using the same methodology applied in the preceding pedestrian section to calculate crossing waiting time savings, cycling journey times will reduce from 10 minutes 19 seconds to 6 minutes 27 seconds - a 173 second or 31% journey time saving.

Transport (Capacity “Will I get a seat, a parking space, a clear road?”)

Private Vehicles & Public Transport: The proposal does not target increased capacity for vehicles (with the exception of provision of new bus stops). The current environment already seeks to maximise vehicle capacity. Rather the scheme simplifies transport infrastructure to enable an enhanced environment for all without loss of existing vehicular infrastructure capacity. It is expected that simplifying traffic arrangements will enable private vehicles and public transport to operate more efficiently within existing capacity.

Walking & Cycling: The proposal enables walking and cycling capacity to be increased significantly.

Footway space along the building lines of Valley Gardens is increased by almost 60%, whilst over 1300m of new footways accommodate desire lines within the Gardens. Public seating will be provided at least every 100m along both sides of Valley Gardens to provide resting points. This will be combined with informal secondary seating opportunities (such as low walls) within public spaces.

A new dedicated cycle facility is provided along the length of Valley Gardens. Sheffield stand cycle parking will be provided at least every 50 metres along both sides of Valley Gardens, with larger areas of parking close to major attractors such as the Brighton University building.

Transport (Quality - “Will my journey be healthy, safe, clean, sustainable and enjoyable?”)

Health: By providing a high quality walking and cycling environment, the World Health Organisation’s HEAT tool forecasts health benefits valued at £3.271m and £0.131m for each 1% growth in numbers of walkers and cyclists respectively over a 20 year period. For the purposes of this Business Case, a conservative increase of 1% for pedestrians and 8% for cyclists is assumed, although it is expected that actual numbers of beneficiaries will be much higher. For more information see Appendix 7: Full Economic Case.

Road Safety: In the 36 months between August 2008 and July 2011 185 reported collisions occurred in the Valley Gardens. 32 were serious, 1 fatal. Of 249 casualties, 86 were vulnerable road users (32 cyclists and 54 pedestrians). Collisions tend to cluster around particularly confusing and counter intuitive junctions.

As well as simplifying the traffic infrastructure, the proposal sees carriageways designed in a way that is appropriate for a city centre environment and complementary to the character and location of Valley Gardens. The design language, as well as design elements such as tighter junction radii, narrow lane widths, minimal road markings, etc will encourage drivers to drive appropriately to the city centre location.

The scheme is expected to reduce the number of road casualties in the area by 16.9 over 20 years.

Fear of Crime: By encouraging more people to use Valley Gardens and promoting 'stewardship' from adjacent occupants, positive ownership and passive surveillance will be increased, impacting positively of fear of and actual incidents of crime and anti social behaviour.

This approach will complement physical design interventions, such as maintaining clear sight lines and avoiding the use of structures and low shrubs that obscure views in and out of the Gardens, and enhancing lighting to encourage greater positive use after dark.

Air Quality: Valley Gardens is currently designated an Air Quality Management Area due to its historic record of poor air quality.

The proposals tackle Air Quality in a number of ways. Simplifying traffic movements and increasing attractiveness of sustainable movement options will reduce vehicle related emissions. Moving carriageways further away from frontages will reduce the impact of vehicular related air pollutants on residents and businesses lining the corridor. Additional trees and planting will help absorb and so remove pollutants. Light coloured paved surfaces which increase reflectivity and reduce heat retention, together with the creation of an extensive tree canopy for shade provision, reduce the albedo (urban heat island) effect, which contributes to overall improvements in air quality as well as the wider local microclimate.

Modelling suggests the basic improvements will result in Nitrogen Dioxide levels being brought under the annual average legal limit of 40 µg/m³ at 10 of the 29 monitored areas impacted by the scheme. Improvements are also seen at 9 sites already below the limit. 9 sites remain above the limit, but are improved. 1 site get slightly worse (by less than 1 µg/m³).

The potential for nitrogen dioxide reduction across the local population would enable the council to demonstrate to Defra, DfT and the EC the actions it is taking to comply with legal standards, opening up further opportunities for matched funding towards low emission vehicle technologies. Such measures between 2015 and 2020 have the potential to benefit a wider area including tributary links to Valley Gardens especially; North Street, Lewes Road, London Road and Eastern Road.

In addition, particulate levels are reduced at 13 of 16 monitoring locations, with potential to reduce risk of death from cardiovascular / respiratory disease and lung cancer for over 1500 residents.

More information is provided in Appendix 11 - Air Quality Assessment.

Noise Quality: Noise Quality modelling suggests the scheme will have significant benefits (at least 3dB) in Gloucester Place, Grand Parade, Marlborough Place, St Georges Place and York Place. Richmond Place and St Peter's Place will see 1dB increases. In addition, Brighton & Hove City Council is currently working with a range of European experts and partner cities to develop, test and assess soundscape interventions through the Sonorus project. Where appropriate, measures identified through this process will be incorporated into the final scheme to further reduce the impact of negative noise in the area. For more information see Appendix 10: Noise Quality Assessment.

Sustainability: By enhancing the quality of bus, cycle and walking facilities through the city centre, sustainable transport choice will become a more attractive option.

Enjoyment: The existing environment – in many instances a visitor's first impression of the city - is dominated by confusing and unattractive vehicular infrastructure. The area is devoid of activity, and green spaces are little more than traffic roundabouts. The proposal simplifies vehicular transport routes through the area and redesigns them in a way that is appropriate to a city centre location. Drivers will arrive in the city along a grand tree lined avenue, pedestrians will have space to walk and be able to cross the roads safely, cyclists will have an unbroken cycle route and bus passengers will benefit from improved interchanges. Everyone will benefit from reduced noise pollution, attractive planting, revealed views of the area's fine architecture and the enjoyment of moving through an area bustling with positive activity.

Transport (Resilience “Will transport be there when I need it – 24/7?”)

The new vehicular arrangement is able to accommodate re-routing during city events such as Pride / Brighton Marathon; interventions to reduce perceptions of crime and anti social behaviour will make everyone feel more comfortable travelling through the area at all times of the day, and public spaces have been designed in such a way that they can accommodate occasional events without compromising cycle and pedestrian routes (as happens within the existing arrangement).

The proposal also incorporates ecological interventions such as SUDS and increased planting. As well as creating a more pleasant environment to move through, these will benefit biodiversity and enable the city to better deal with future forecast weather issues such as flash flooding.

SUDS features are proven to bring financial benefits across a range of areas, from reduced risk of flooding to lower costs associated with waste water management. Potential benefits are discussed in more detail in studies such as the Environment Agency's "Cost benefit of SUDS retrofit in urban areas" (https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/290993/scho0408bnxz-e-e.pdf).

Accurate modelling of financial benefits that could be expected from a SUDS scheme requires financial information from the relevant local water company. Modelling is currently taking place, and so the existing BCR does not include this value. However, it is important to note that the SUDS element brings value over and above that reflected in the Valley Gardens BCR.

14. Contribution to Coast to Capital Strategic Aims

Delivering Strategic Priorities

The Strategic Economic Plan is based around six strategic priorities:

1. Successful Growth Locations, including transport investment
2. Successful Businesses
3. Building Competitive Advantage
4. Skills and Workforce
5. Growth is Digital
6. Housing and infrastructure

The scheme delivers '**successful growth locations, including transport investment**' by:

- providing the "*improvements to transport infrastructure, leisure amenities and investment in quality of place*" identified as being a key component of "*a co-ordinated policy approach to support the city centre as a place to do business*" in the 2013 Centre for Cities report (see Section 12, Benefit Area 2: Economic Growth).
- providing vital recreational areas that will assist the city in delivering its housing targets and create sustainable and attractive environments for its communities (see Section 12, Benefit Area 3: Housing).
- increasing the attractiveness of sustainable transport in the city core
- improving Air and Noise quality (see Section 12, Benefit Area 5: Environment & Resilience).
- improving resilience to extreme weather events through implementation of a comprehensive SUDs system (see Section 12, Benefit Area 5: Environment & Resilience).
- increasing connectivity between the east and west of the city to support development and so accommodate economic growth (see Section 12, Benefit Area 2: Economic Growth).
- raising the profile of and investment confidence in central Brighton (see Section 12, Benefit Area 2: Economic Growth).

The scheme delivers '**successful businesses**' by:

- improving the quality of city centre place and cultural offer that strengthens the city's ability to attract the "*highly creative and innovative individuals (who) self-select to move to Brighton, (which) generates a growth dividend*" (The Brighton Fuse report) (see Section 12, Benefit Area 4: Use).
- creating an environment that provides opportunities for new uses and so training and entrepreneurship (see Section 13, Benefit Area 1: Job Creation, Training & Protection)

The scheme delivers '**building competitive advantage**' by helping Brighton & Hove protect and build on two key areas in which the city leads nationally and internationally:

1. As a hub for the Knowledge Intensive Business Services (KIBS) Sector (see Section 12, Benefit Area 6: Building on the city's role as a KIBS hub).
2. As a visitor destination (see Section 12, Benefit Area 7: Building on the city's role as a Visitor Destination).

The scheme delivers '**skills and workforce**' by supporting growth of the KIBS sector (see Section 12, Benefit Area 6: Building on the city's role as a KIBS hub).

The scheme does not deliver enhanced digital connections or training associated with '**growth is digital**'. However, the scheme does support growth of the city's and region's critical digital sector (see Section 12, Benefit Area 6: Building on the city's role as a KIBS hub).

The scheme delivers '**housing and infrastructure**' by:

- providing vital recreational areas that will assist the city in delivering its housing targets and create sustainable and attractive environments for its communities (see Section 12, Benefit Area 3: Housing).
- increasing connectivity between the east and west of the city and so making housing development in the vicinity of Valley Gardens more attractive and so viable (see Section 12, Benefit Area 3: Housing).
- Raising the profile of and investment confidence in central Brighton (see Section 12, Benefit Area 2: Economic Growth).

Links to SEP Development Areas

The Valley Gardens scheme contributes towards all of the city's development areas as set out in the Strategic Economic Plan.

New England Quarter: New England Quarter is connected to Valley Gardens by the London Road area. Despite enjoying a reasonably central location, the London Road area feels relatively disconnected from Brighton city centre. This is in part due to the heavy transport infrastructure and in part due to the poor historic development that surrounds it. Valley Gardens improves connections between the city centre and the southern end of the London Road area by redressing the physical and perceptual barrier created by the Cheapside and St Peter's Place junctions.

Whilst complementary works will be required within the London Road area to truly create high quality connections between New England Quarter and Valley Gardens, the scheme provides an important first step towards this aim. In the immediate term, the scheme also benefits businesses in the New England House Creative & Digital Growth Centre by providing better links with both the University and established city centre KIBS clusters. The Loop website (a social network for Brighton creatives, from the Recreate EU project based at New England House), states "*...the Valley Gardens scheme will create connectivity between key cultural, educational and development sites, as well as providing a pleasant environment and meeting space itself, a melting pot for interactions between artists, academics and the CDIT business community, as well as other users*".

Lewes Rd Corridor: The scheme extends recent enhancements to bus and cycle provision in Lewes Road southwards, providing enhanced sustainable movement connections between the Lewes Road corridor and city centre. In doing so the scheme improves transport connections to destinations such as Preston Barracks Central Research Laboratory.

Seafront: The wider Valley Gardens Concept Scheme seeks to better connect the seafront with the city centre for all modes. Whilst the full benefit of enhanced connections will not be realized until the southern section of Valley Gardens is delivered, improvements set out in this business case provide an important first step towards this aim by providing northern sections of enhanced movement infrastructure. It is expected that delivery of the scheme will significantly raise the profile of and investment confidence in central Brighton, which could benefit key seafront strategic projects such as Brighton Centre, King Alfred, the i360 observation tower and the Black Rock site.

Edward Street Quarter: Redressing the physical barrier created by Valley Gardens enables the perceived city centre to spread east, benefitting the attraction, and so viability, of new developments such as the Edward Street Quarter Development Area and Circus Street development site.

“Whilst the Circus Street development is not dependent on the Valley Gardens proposals going ahead, we think the improvements will bring positive additional benefits to Circus Street and the wider area by improving permeability from and to the town centre. The developers of Circus Street are investing in the creation and improvement of public realm on and around the Circus Street site and further public realm improvements in the wider area are welcomed.” - Karen McCormick, Development Manager, Cathedral Group



BRIGHTON & HOVE

- | | |
|--|--|
| <p>Brighton seafront A</p> <ul style="list-style-type: none"> - King Alfred Centre - i360 - Brighton Centre - Black Rock - Brighton Marina - Seafront infrastructure | <p>Valley Gardens C</p> <ul style="list-style-type: none"> - Transport infrastructure - Royal Pavillion Estate - Edward Street Quarter |
| <p>New England Quarter B</p> <ul style="list-style-type: none"> - New England House - Digital Exchange - Block J/Innovation Centre - Preston Circus transport scheme | <p>Lewes Road corridor D</p> <ul style="list-style-type: none"> - Preston Barracks: - Central Research Laboratory - Advanced Engineering Centre - New homes - Bio Innovation Centre, Falmer |

Above: Valley Gardens in relation to SEP Development Areas (from the Strategic Economic Plan)

15. Contribution to Coast to Capital Transport Aims

Links to Route 23

The scheme sits at the southern end of the A23/M23 'route 23' corridor. Even if it were desirable, transport capacity cannot increase in Valley Gardens because of physical constraints outside the project area. At the same time, demand for movement in the city core is expected to increase significantly by 2030 as a result of new developments (see Appendix 8, Extract from City Plan showing predicted increase in City Core trips by 2030).

Whilst some elongating of peak hours is expected as drivers adapt behaviour in light of finite capacity on routes and junctions around Valley Gardens, the scheme will help the city centre accommodate this new demand by making sustainable transport options more attractive alternatives in the city centre through enhanced bus, cycle and pedestrian infrastructure and environment.

More generally, given Valley Gardens' central role within the city's strategic movement network, the localised scheme benefits discussed in detail in Section 13 also deliver Coast to Capital Transport Aims and Objectives (organised under themes of Connectivity, Reliability, Capacity, Quality and Resilience) and so are not repeated here.

16. Fit with Local Policies

Enhancing Valley Gardens has been an objective of Brighton & Hove City Council for a number of years. The longstanding recognition of the need to improve Valley Gardens is reflected in the cross party political support for the Concept Scheme that forms the basis of this bid, and is reflected in a number of the city's core strategic documents:

City Plan

Brighton & Hove's City Plan states that:

“Valley Gardens comprise the open spaces and surrounding roads that run in a linear manner from Old Steine in the south to the Level in the north, excluding the Pavilion Gardens. This area is of unique strategic and topographic significance to Brighton & Hove in the way in which a number of major issues coexist and, in some cases, conflict. These include: the area's role as an arrival/ departure point for visitors; its function as a major traffic route (the A23 sustainable transport corridor); its cultural and heritage significance; its provision of public open space; its inclusion within the academic corridor; its wide mix of land uses; and its role as a venue for major events. However, the area is currently failing to fulfil its potential.”

The City Plan identifies Valley Gardens as a 'Special Area' with 7 objectives for improvement:

1. Creating a vibrant and attractive new public park for the city centre.
2. Reducing the severance impact of traffic on the enjoyment of the public realm through environmental and transport improvements;
3. Creating safe and legible links with adjoining areas;
4. Enhancing the appearance and setting of historic buildings;
5. Accommodating provision for high quality outdoor events;
6. Enhancing the biodiversity of the area; and
7. Finding appropriate new uses for key buildings.

The scheme directly delivers objectives 1-6, and by enhancing the viability of and momentum for development, contributes towards delivery of objective 7.

Local Transport Plan

The council's second Local Transport Plan [LTP2], published in 2006, introduced proposals for a major urban realm scheme in the Valley Gardens corridor. The document states that *“What appears from the air to be a vast city-centre park, in fact operates as a series of large roundabouts that allow vehicles to circulate. As a result, the green space – which is segregated from the rest of the city on both east and west – does not operate as well as it could; no single green space has the size to overcome the proximity of significant vehicle numbers (and associated noise and pollution) on all sides. Further, the various traffic management and bus priority measures make the operation of the carriageway confusing to pedestrians and require significant amounts of guard-railing, thereby exacerbating the segregation of the area”*.

By tackling the negative impact of traffic infrastructure and increasing quality of public spaces, the scheme redresses the issues identified in LTP2.

Conservation Area Study and Enhancement Plan

The Valley Gardens Conservation Area Study and Enhancement Plan (1995) states that: *“Valley Gardens is the central spine of historic Brighton and is a junction for the three major traffic routes into the town. It includes some of the earliest buildings from Brighton’s fashionable Regency development phase as well as many of the town’s most important listed buildings and open spaces, and extends out to the sea via the Palace Pier. Its status as a conservation area lies in the historic interest behind its development as well as the architectural interest of its buildings”.*

“However, this central, historic spine is under pressure - from traffic, from redevelopment proposals, from commercial use requirements, from incremental alterations - and at the same time suffering some neglect, to the gardens, to the fabric of its buildings and streets and in the form of blighted redevelopment sites. To preserve its character and appearance therefore requires firm measures. Moreover, the full value of the conservation area, as a focus of historic Brighton to be appreciated by residents and visitors alike, cannot be realised without some considerable enhancement proposals”.

The Conservation Plan identifies 13 areas for improvement, 7 of which are delivered by the scheme:

1. Loss of Street Trees
2. Street Clutter
3. Traffic
4. Isolation / Under Use of Central Gardens
5. Unsympathetic Street Lighting
6. Uncoordinated and Poor Quality Street Surfaces
7. Parking on Forecourts

Further detail on the scheme’s contribution to Conservation objectives is provided in the Environmental Impact Assessment (Appendix 6).

Biosphere

The Brighton & Hove and Lewes Downs Biosphere Partnership has attained Biosphere Status. International Biosphere Reserves have three Functions:

- Conservation - of landscapes, ecosystems, species and genetic diversity at both a regional and global scale.
- Development - economic and social development which is culturally and ecologically sustainable.
- Knowledge – environmental education, research and training to test and demonstrate innovative approaches to nature conservation and sustainable development.

Valley Gardens can support the Biosphere bid by physically demonstrating the region’s commitment to Biosphere principles, whilst capturing the actual conservation, development and knowledge benefits recognised by UNESCO through the Biosphere process, the latter in part through interpretive facilities within Valley Gardens.

Air Quality Management Area

The 2013 Air Quality Management Area includes Valley Gardens due to failure to meet legally binding nitrogen dioxide standards. Monitoring evidence suggests this has been the case for at least eighteen years.

The scheme seeks to enhance Air Quality in the area by encouraging and removing barriers to sustainable travel choices – particularly walking and cycling – realigning vehicular routes further away from frontages (increasing the distance between exhausts and inhabited quarters), improving traffic flow and junction phasing and significantly increasing permeable planting.

The scheme is expected to improve Air Quality whilst also impacting positively on Noise Pollution. More information is provided in Appendices 10 (Noise) and 11 (Air Quality Assessment).

The image below shows the Air Quality Management Area. Valley Gardens is indicated in blue.



Seafront Strategy

Providing enhanced access to the seafront enables Valley Gardens to contribute towards delivery of the city Seafront Strategy, whilst wider movement and public amenity space improvements are key to helping the city and region maintain its competitiveness as a tourism destination.

One Planet Living

Brighton & Hove is the world's first One Planet City. On 18 April 2013, the city's Sustainability Action Plan received accreditation from sustainable development charity BioRegional for its plans to enable residents to live well within a fairer share of the earth's resources.

The One Planet approach aims to create a future where it's easy, attractive and affordable for all of us to lead happy and healthy lives, using a fair share of the earth's resources.

The scheme enables Valley Gardens to contribute towards five of the ten One Planet Living principles:

- Sustainable transport: Encouraging low carbon modes of transport to reduce emissions, reducing the need to travel.
- Sustainable water: Using water more efficiently in buildings and in the products we buy; tackling local flooding and water course pollution.
- Land use and wildlife: Protecting and expanding old habitats and creating new space for wildlife.
- Culture and community: Reviving local identity and wisdom; support for, and participation in, the arts.
- Health and happiness: Encouraging active, sociable, meaningful lives to promote good health and well being



Other

The aspiration to improve Valley Gardens is also reflected in the city's Public Space Public Life (PSPL) vision for the city whilst, due to its geographic size and impact, improvements to Valley Gardens are also key to delivering wider city strategic aspirations such as the London Road SPD and The LR (Lewes & London Rd) 2 Study.

17. The Financial Case

Cost Profile

Physical Scheme (£9.351m)

Contribution	2012-14	2014/15	2015/16	2016/17
LGF			£4.000m	£4.000m
BHCC			£0.560m	£0.500m
Other Local			£0.141m	£0.150m
Total			£4.701m	£4.650m

Preparatory Costs (£0.775m)

Contribution	2012-14	2014/15	2015/16	2016/17
BHCC	£0.240m	£0.250m	£0.250m	£0.035m
Total	£0.240m	£0.250m	£0.250m	£0.035m

Total (£10.126m)

Contribution	2012-14	2014/15	2015/16	2016/17
LGF			£4.000m	£4.000m
BHCC	£0.240m	£0.250m	£0.810m	£0.535m
Other Local			£0.141m	£0.150m
Total	£0.240m	£0.250m	£4.951m	£4.685m

Base Cost = £8.989m (Physical) and £0.775m (Preparatory)

Adjustment for Risk applied to Physical = 1% (£8.989m x 101% = £9.079m)

Adjustment for Optimism Bias applied to Physical = 3% (£9.079m x 103% = £9.351m)

Optimism Bias

An Optimism Bias of 3% has been applied to the project cost, in line with DfT recommended levels for a road scheme at stage 3 (seeking Full Approval) of development.

Risk and Management of Cost Over-Runs

Although large in scale, the scheme is considered to be low in risk as it comprises relatively straightforward elements. As such, only a nominal 1% adjustment for risk has been applied over and above the 20% contingency already accommodated in the scheme cost profile. More detail on risk is provided in Section 20: Management Case - Risk Management.

The scheme has been costed and will be delivered in distinct sections, enabling any areas of cost over-run to be identified and managed at an early opportunity.

Should any likely cost over-runs be identified, in the first instance efforts will be made to identify

ways in which overspend can be clawed back during future stages of scheme implementation. Should overall cost over-run become unavoidable, additional funding will be sought from within the council, or from external sources, to fill the resource gap.

Main Risks to Project Delivery Timescales

Although the scheme is large in scale, its component parts are relatively straightforward and most take place within existing kerblines. As such risks associated with construction are limited.

The most bespoke elements of construction relate to SUDS features and working around any tree roots exposed during construction. Trial SUDS will be tested ahead of work commencing to reduce risks associated with this element. It is impossible to be certain as to the extent of work, and so time and cost, required to protect tree roots until excavations begin (to date only best estimates can be used based on standard allowances for root protection areas).

Construction works will be tendered and delivered in phases, partly to provide increased flexibility in managing the overall scheme timetable in the event of potential delays (if one phase suffers delays, another could be brought forward to compensate). This, along with appropriate contingencies and planning construction stages around major city centre events (such as the Brighton Marathon), will enable any unexpected delays associated with additional tree root works (or any other aspect of construction) to be accommodated within the project timescale.

A full risk register is provided in Appendix 6.

Funding of Ongoing Revenue Requirements

Due to the nature of the scheme, the only ongoing revenue considerations relate to management and maintenance. The council is working with partners including the University of Brighton to identify new ways of working that can reduce pressures on traditional park management services by pooling resources to mutual benefit. It is hoped that many of these approaches can be tested and refined ahead of physical works commencing (see Section 13 Specific Benefits - Benefit Area 1: Job Creation, Training & Protection - Managing the Gardens).

Loan Repayments

N/A (the application is not for a loan)

18. The Economic Case

Although WebTAG guidance would ordinarily expect scheme benefits to be considered over a 50 year period, it is not possible (or meaningful) for certain benefits - such as health benefits associated with increased walking and cycling, to be assessed over such a long period of time.

For consistency, this Business Case bases its calculation of the scheme's Benefit to Cost Ratio on a reduced period of 20 years - a period that can be applied consistently to all types of benefits anticipated.

Good practice states that ideally a scheme should be able to demonstrate a Benefit to Cost Ratio of at least 2:1 to justify funding.

Even with the reduced timescale over which benefits can be counted, and excluding any financial benefits associated with increases in value of existing private housing and business stock or increased tourism revenue, the Valley Gardens scheme delivers a conservative Benefit to Cost Ratio of **4.148:1**.

Headline financial benefits are:

Element	20 Year Value
HEAT Assessment (Walking)	£3.271m
HEAT Assessment (Cycling)	£1.045m
Growth of the KIBS sector (Economic Growth)	£20.200m
TUBA Economic Analysis	£2.893m
COBALT Accident Benefits	£1.720m
Noise Assessment Benefits	£2.477m
Air Quality Benefits (<i>Air Quality Benefits Calculated over a 5 year period</i>)	£1.294m
Sustainable Urban Drainage System (SUDS)	no monetary value available
Accessibility - Visiography TRACC	no monetary value available
Tourism	not included
Valuing Urban Realm	£5.887m
Development	not included as within KIBS
Total Benefit Value	£38.787m

Total Benefit Value (Excluding Tourism Income) (£38.787m) / Scheme Cost (£9.351m) = BCR 4.148

(Including the additional Tourism Income of £3.9m p.a discussed in Section 12 - Overall Strategic Benefits - Strategic Benefit 7: Building on the city's role as a Visitor Destination would increase the scheme BCR to 12.489:1).

Full details of the methodologies used to calculate the scheme BCR are contained in Appendix 7: Full Economic Case.

19. The Commercial Case (Procurement Approach)

Stage 1: Concept Scheme / Detailed Design

Concept and Detailed Design was led by Urban Movement (Urban Design / Transport Engineering) and Untitled Practice (Landscape Architects), procured through Brighton & Hove City Council's Urban Design Framework Contract.

Elements of specialist design work have been subcontracted to Studio Dekka (Lighting Design) and Richard Allitt Associates (Surface Water / SUDS Modelling) by Urban Movement / Untitled Practice.

Transport Modelling was undertaken by JMP using the Council's Professional Services Term Contract.

Additional specialist support has been provided by:

Landpro: Quantity Surveyor

David Archer Associates: Tree Survey, Impact Assessment & Construction Methodology

The value of support provided by Landpro, David Archer Associates and Civic Engineers has been below that requiring competitive tendering through Contract Standing Orders. Landpro were appointed based on expertise and successful previous working relationship with Urban Movement. David Archer Associates were appointed based on their expertise and strong local knowledge. Civic Engineers were appointed due to their specialist knowledge gained from comparable projects in the UK.

Timescale

This stage will run until September 2014.

Alternatives

The Urban Design Framework was established to enable the council to access specialist design skills necessary to develop high profile and complex schemes such as Valley Gardens. Using an alternative process to procure this element of work would therefore be counter-intuitive. The council does not have the skills or resource to undertake this work internally.

JMP are the Council's modelling consultant under the existing Professional Services Contract. Using an alternative consultant to deliver this element of work would result in avoidable expense and delays associated with procurement and then handing the transport model over. The council does not have the resource, skills or necessary access to the transport model to undertake this work internally.

Companies appointed to undertake specialist support have been identified due to their expertise in their given field, and the team's confidence in their ability to provide a high quality service based on previous experience. Given the relatively low cost associated with each appointment, tendering for each element of work was not considered to offer potential for financial savings or a higher quality service.

Stage 2: Technical Design

Technical Design relating to highways will be tendered through the Council's new Professional Service Framework Contract, which will be established in July 2014.

Technical Design relating to soft landscaping will be tendered through a stand-alone procurement process. (The value of this element will be below that requiring an OJEU process to be followed).

Urban Movement will be retained in an advisory capacity to ensure the vision and quality of the initial concept scheme is maintained through Technical Design and Construction Stages.

Timescale

Procurement will run from July to September 2014. The work stage will run from September 2014.

Alternatives

The Professional Services Framework Contract is in place to enable the council to access specialist skills / additional resource to deliver schemes such as Valley Gardens. Using an alternative process to procure this element of work would therefore be counter-intuitive. The council does not have the resource to undertake this work internally.

The council does not have an equivalent framework in place to deliver the soft landscaping technical design element, and so this will need to be tendered separately. Although it may be possible to access a consultant to undertake this work from an existing arrangement elsewhere in the country, the Council would have no direct reassurance over the quality of the process used to appoint to a third party's framework. Therefore the council could not be confident that anyone appointed through a third party framework would be most suitable to undertake the work required.

Evidence from high profile schemes elsewhere in the country suggests a risk of design vision and quality being diluted if there is no continuity of approach and vision from inception to implementation. Awarding the technical design stage to Urban Movement would contravene procurement guidance and not guarantee best value for money. Retaining Urban Movement in an advisory capacity (through attendance of monthly design meetings) offers an opportunity to protect scheme quality at a low cost to the Council.

Stage 3: Construction

Highways work will be tendered through the Council's new Highway Works Framework Contract as an ECC Contract, Option A (priced with activity schedule). Construction works will be tendered and delivered in phases to enable elements of Technical Design and Construction to run concurrently, and to provide more flexibility in managing overall scheme timetable in the event of potential delays (if one phase suffers delays, another could be brought forward to compensate).

Soft Landscaping work will be tendered through a stand-alone procurement process. The value of this work will require an OJEU process to be followed.

Timescale

The Highway Works Framework Contract will commence from February 2015. The first Highway element of the scheme will be tendered through the framework between February and April 2015. The Landscaping procurement will run from September 2014 to April 2015. The work stage will run from June 2015 to March 2017.

Alternatives

Due to complementary timescales, construction requirements of the Valley Gardens scheme can inform the structure of the new Highway Works Framework Contract, which will be let in December 2014. Therefore the Council can be confident that any contractor appointed through the Framework Contract would provide best Value for Money in relation to the Valley Gardens scheme.

Running a separate, concurrent OJEU procurement for Highway related construction would duplicate work with no real benefit – a disadvantage that would be increased if, as expected, the construction contract is let in phases. Whilst the Valley Gardens scheme is large in terms of scale, its elements are standard and so would be covered by the wider Framework.

Unfortunately the Council does not have a comparable arrangement for soft landscaping. This element will therefore be tendered separately. As with technical design, the council could not be confident that anyone appointed through a third party framework would be most suitable to undertake the work required from a value for money or quality perspective.

Stage 4: Operations

Given the nature of the scheme, there will be no need to procure an operational partner. Management and Maintenance will be carried out through existing channels, supported by partnership arrangements with local stakeholders (see Section 13 Specific Benefits - Benefit Area 1: Job Creation, Training & Protection - Managing the Gardens).

20. The Management Case

Project Plan

A Project Plan is attached as Appendix 4.

Consents Required

Political Consent

In March 2013 Brighton & Hove City Council's Transport Committee considered the Concept Scheme which forms the basis of this bid and agreed that:

- The principles established by the Valley Gardens Concept Scheme should guide future improvements in and around Valley Gardens.
- That further work should be undertaken, incorporating full public consultation, to develop the public realm aspects of the Concept Scheme, specifically the public parkland spaces and hard landscaped civic spaces.
- That early consideration should be given to the preparation of bids for external funding that would assist in developing and implementing elements of the Valley Gardens proposals.
- That a management team should be established to oversee consistent delivery of the Concept Scheme, and to ensure synergy between the proposals and surrounding schemes and policies.

Between March 2013 and July 1st, work on the Concept Scheme continued in line with Committee instruction. Work included development on scheme design, and preparation of a draft Business Case.

On 1st July 2014, Brighton & Hove City Council's Environment, Transport and Sustainability Committee agreed that:

- This Business Case should be formally submitted to the LEP
- The scheme should be progressed to delivery in line with the project plan set out in this document

Planning Consent

Planning consent will be required for the scheme given change of use within areas of existing open spaces. Planning consent will be sought following public consultation on final detailed design. Consultation is due to run from August to mid September 2014. As the planning decision requires a six week window, it is expected that consent will be granted by the end of October 2014.

Traffic Regulation Orders

The only other consent required will be Traffic Regulation Orders. Advertising of Traffic Orders will commence in January 2015. If necessary, any objections will be considered by the council's Environment, Transport & Sustainability Committee in spring 2015.

Governance Arrangements

Internal Project Processes

The internal delivery arrangements that have overseen development of the concept scheme will be continued through to scheme completion.

Project Manager

All aspects of day to day project management will be overseen by:

Project Manager: Jim Mayor, Senior Project Manager, Transport Strategy & Projects
 Project Support: Emma Friedlander-Collins, Public Realm Officer, Transport Strategy & Projects

The Project Manager will work within tolerances agreed by the Project Board.

Project Board

The Project Board will meet regularly (monthly or as needed) to support and advise the Project Manager in delivery of the project. Members of the Project Board include the Internal Project Client, representatives from areas most impacted by the project (Transport, Planning and Parks) and the project's Communications Manager. Core Project Board membership comprises:

Internal Project Client:	Mark Prior (Head of Transport)
Transport:	Andrew Renaut (Transport Strategy & Planning Manager)
Planning:	Alan Buck (Planning Projects Manager)
Parks	Jan Jonker (Head of Projects and Strategy)
Communications:	Adrian Ashwell (Senior Marketing Officer)

In addition, wherever appropriate invitations to attend Project Board meetings will be extended to:

Lead Member for Transport:	Councillor Ian Davey
Strategic Partnership:	Chris Todd
Senior Responsible Officer:	Geoff Raw (Executive Director Environment Development & Housing)

Where required, the Project Management Team will be supplemented by officers representing key areas of project governance:

Consultation:	Sarah Jay (Environment Initiatives Manager)
Procurement:	Tom Bayley (Procurement Category Manager)
Finance:	Jeff Coates (Principal Accountant)
Legal:	Elizabeth Culbert (Deputy Head of Law)

Support from other council officers will be sought where required.

Corporate Governance

The Project Manager and Internal Project Client will report to the Senior Responsible Officer, who

will in turn report project progress at a corporate level through the existing Executive Leadership Team Corporate Project Governance process.

The Executive Leadership Team (ELT) oversees the progress of the council's most significant infrastructure and service improvement projects. They receive a quarterly report (the Corporate Projects List) which is prepared by the Head of the Programme Management Office (PMO), and outlines the progress of each project and its RAG (red, amber, green) rating. ELT is chaired by the council's Chief Executive and attended by the Executive Directors, Section 151 Officer and Monitoring Officer. Two weeks after the ELT meeting, the Corporate Projects List is presented to the Member Oversight Group. This group is attended by the Chief Executive, Leader of the Council, the two Deputy Leaders and the Head of the PMO. Both groups raise queries and challenge the progress of the projects.

Formal Decision Making

Where required, Formal Decision Making will take place at Brighton & Hove City Council's Environment, Transport & Sustainability Committee. This Committee is responsible for the council's functions relating to parks and green spaces, Gypsies, Roma and Travellers, waste, coast protection, the seafront, highways management, traffic management and transport, parking and sustainability.

Between Committee Meetings the Project Manager will regularly update members of all parties on project progress through quarterly briefings.

Stakeholder Management / Engagement Processes

The ongoing consultation process will continue to seek a practical balance between representative input, openness and practicality by interspersing traditional, high level 'full public consultation' at key stages in project development with targeted workshops focussed on developing design details.

Stakeholder Steering Group

The internal Project Management Board is mirrored by a Stakeholder Steering Group. Comprised of members from the various City Strategic Partnerships, the Stakeholder Steering Group has two primary functions:

1. To ensure the design process continues to develop in a way that captures a range of stakeholder benefits.
2. To help identify the best way to resolve any differences of opinion that may be expressed through the wider Stakeholder Workshops.
3. Although membership of the group has some flexibility, it is expected that future iterations will continue to mirror the interests represented by the group to date:

Public Transport: Brighton Area Bus-watch / Brighton & Hove Bus and Coach Company	Accessibility / Equality: Federation for Independent Living
Public Realm / Pedestrian Environment: Living Streets	Environment: City Sustainability Partnership
Health: NHS Sussex	Business: Chamber of Commerce
Other: Brighton University	

There is significant synergy between the Internal Project Board and Stakeholder Steering Group. Members of the Internal Project Board attend Stakeholder Steering Group meetings, and Chris Todd, from the City Sustainability Partnership and Strategic Partnership, will also sit on the Internal Project Board.

Stakeholder & Public Workshops

Workshops are held with Stakeholders and members of the Public whenever input is required on detail of design development.

Invitations to Stakeholder workshops are cascaded through the Council's Strategic Partnerships, and extended to local developers and any other relevant local organisations.

Invitees to Public workshops are self selecting, being people who have indicated a desire to be updated on project progress during one of the wider tranches of full public consultation.

Businesses

As a general rule, smaller local businesses will be invited to Public workshops, and larger frontagers (such as Brighton Dome or St Peters Church) to Stakeholder workshops. However, there is flexibility in the process, and all workshops are open to anyone.

Wider Public Consultation

In addition to consultations associated with Planning Consents and Traffic Regulation Orders, it is expected that one further tranche of full public consultation will be undertaken to enable public comment on design detail of the final scheme. In line with previous consultations, the process will be advertised using a mix of direct mail to properties to within the immediate vicinity of Valley Gardens, press announcements, the council's website and on site displays.

Utility Companies

Utility Companies are being engaged during the design process to ensure objectives are complementary and any opportunities to combine objectives are identified.

Given the SUDS aspect of the scheme, the design team are working closely with Southern Water.

Local Enterprise Partnership

Andrew Renaut (Transport Strategy & Projects Manager) will continue to act as the primary contact for the Valley Gardens project at the Local Enterprise Partnership.

Statutory Consultees

Where not already engaged through the processes set out above, Statutory Consultees will be invited to comment on the proposals through the Planning and Traffic Regulation Order processes.

Monitoring Arrangements

Monitoring Arrangements for Scheme Aims and Key Performance Indicators are attached as Appendix 9.

Risk Management

Despite significant scale, the project is considered to be relatively low risk. The project is not dependent on any external factors and delivery can be managed using existing resource. Key risks are set out below, and assessed using the following table:

		Risk Severity				
		Minimal (1)	Slight (2)	Moderate (3)	High (4)	Very High (5)
Likelihood of Occurrence	Very Unlikely (A)	Low	Low	Low	Low	Medium
	Unlikely (B)	Low	Low	Low	Medium	Medium
	Possible (C)	Low	Low	Medium	Medium	High
	Likely (D)	Low	Medium	Medium	High	High
	Very Likely (E)	Low	Medium	High	High	High

Risk	Commentary	Risk Rating
<p>Loss of trees could lead to public opposition to the project.</p>	<p>Trees, and especially Elms, are a politically sensitive subject in Brighton & Hove. Valley Gardens is home to an Elm collection of international importance. Since outset the proposal has been designed to minimise impact on existing trees and enhance the Gardens' potential as an arboretum for protection and extension of future Elm heritage. An independent arboroculturist has been appointed to assess impact on existing trees and identify construction methods that ensure any construction has minimal impact on existing tree stock. Although the project team are confident of the scheme's benefit to trees and the wider environment of Valley Gardens and hope that this confidence will be shared, the fact that some trees will be lost (16, including 3 Elms, of which 2 are classed as being of moderate and one of low quality & value) may still result in opposition from some members of the community</p>	C3
<p>Lack of public support could influence politicians against the project.</p>	<p>Generally public comments received through formal processes have been supportive of the scheme. Many of the primary concerns raised during consultation have been mitigated by changes to the design. However, it is usual for formal and informal communication channels outside the council to miscommunicate project details, which can lead to unnecessary / unfounded concerns amongst certain sections of the community. This risk will be managed as far as possible through implementation of a proactive communication strategy to accompany project development and delivery and continuation of the transparent project processes followed to date. To support management of this risk, a dedicated Communications Manager sits on the Project Board.</p>	B4
<p>Lack of stakeholder support could influence politicians against the project.</p>	<p>As illustrated by comments in Appendix 3, Stakeholders are supportive of the scheme. Therefore it is unlikely this risk will manifest.</p>	A4
<p>Lack of political support would make it difficult to deliver the project.</p>	<p>At Transport Committee in March 2013, the developing Valley Gardens proposals received cross party political support, perhaps reflecting the fact that the current Valley Gardens environment has long been identified as an area that does not work well for anyone, and that the proposed improvements offer benefits for all. Therefore it is as likely as can be expected that the project can continue to benefit from political support as it moves towards implementation.</p>	B5
<p>Lack of officer support would make it difficult to deliver the project.</p>	<p>Although proposals were generally welcomed during scheme development, the Open Spaces, Cultural Projects and Parks teams set out concerns about the Concept Scheme as presented to Transport Committee in March 2013. Subsequent design development and amendment has enabled these concerns (relating to loss of open public space) to be resolved, reducing likelihood of this risk manifesting.</p>	A3
<p>Inability to obtain Planning Consent would prevent the project from moving forwards.</p>	<p>Although planning, consent is not guaranteed, the planning issue relates to changes of use relating to open space. Whilst the proposal changes the arrangement of open space, the overall provision and quality of open space is increased. Therefore it is expected that planning consent will be granted.</p>	A5
<p>Opposition to Traffic Regulation Orders could prevent the project from moving forwards.</p>	<p>Any objections to Traffic Orders associated with the scheme would need to be considered by council members in spring 2015. Hopefully any potential cause for public concern can be overcome prior to Traffic Orders being advertised through ongoing consultation during development of design detail. Any remaining concerns are likely to be localised, and so unlikely to impact on delivery of the overall scheme.</p>	C3
<p>Development Stalling could reduce access to S106 contributions</p>	<p>A proportion of S106 funding is already secured, the remainder of the contribution is expected to be secured shortly. In a worse case scenario, the council would make up any shortfall from planned S106 contributions.</p>	D2

Construction	
Developer profit may exceed budgeted value	The contract for constructing the scheme will be tendered through a new framework that, at the time of preparing the business case, is still to be let. Therefore costings can only estimate at the level of profit developers will apply to the scheme. It is anticipated that a maximum profit margin of 12.5% is likely, although 15% has been assumed to provide some flexibility should it be required. It is likely that a scheme of this size may take longer to deliver than originally estimated. However, it is not expected that the impact of any changes to implementation timetable would have significant impact on budget. Delivering the scheme in sections offers flexibility to catch up on any delays by reactive programming of future phases.
Project timescale may over-run	D2
Changes to design could lead to developer Compensation Claims	D2
Construction may create congestion on the network	B2
Inflation may exceed assumed projections	C2
Material costings may exceed assumed projections	B3
Working around tree roots may be more complex than anticipated	C3
Preliminary / Provisional costings may exceed assumed projections	C3
Operation	
Lack of resource for future management / maintenance would result in inability to maintain the new public spaces.	C4

21. Section 151 Officer Declaration

I confirm that:

- The details in the application form are correct and accurate, to the best of my knowledge
- A procurement strategy is in place to deliver a value for money outcome
- The Local Highway Authority has sufficient resources to deliver the scheme as proposed
- Funds provided by the Local Growth Fund will only be used for the purposes stated in the scheme application.
- The Local Highway Authority will provide regular monitoring reports

Signature _____ Date _____

Nigel Manvell

Brighton & Hove City Council Deputy Section 151 Officer.

APPENDICES