

OPEN SPACE, SPORT AND RECREATION STUDY



**A REPORT BY PMP FOR THE CONSIDERATION OF
BRIGHTON & HOVE CITY COUNCIL**

THIS DOES NOT CONSTITUTE COUNCIL POLICY

OCTOBER 2008

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EXECUTIVE SUMMARY

Executive summary

Introduction

- i) PMP was appointed by Brighton & Hove City Council ('the Council') in May 2007 to undertake an open space, sport and recreational facilities study designed to deliver on the Council's statutory requirement to establish a baseline appreciation of levels of provision in Brighton & Hove and setting standards for quality, quantity and accessibility in the future.
- ii) The study incorporates the Council's audit of all open space provision in Brighton & Hove, and aims to provide a clear vision, identify priorities for future open space, recreation and sport provision, and consequently provide direction for the allocation of future Council and developer resources.
- iii) The purpose of the work is to provide a comprehensive assessment of the open space, sports and recreational facilities within the city and recommend open space standards and future strategic options. As specified by the Council, the study was required to:
 - identify the current and future needs of the city
 - review and analyse the open space and indoor facilities audits
 - recommend local provision standards for all types of open space in terms of quantity, quality and accessibility
 - provide the methodology for calculating developer contributions
 - identify over and under-supplied areas
 - propose strategic options for addressing identified shortfalls in provision, protect and enhance existing provision, to relocate or make better use of existing provision and seek new provision.
- iv) The study is undertaken in accordance with the requirements of the latest Planning Policy Guidance Note 17 (PPG 17) Planning for Open Space, Sport and Recreation, (July 2002) and its Companion Guide (September 2002).
- v) Following a comprehensive programme of consultation, involving a number of public and stakeholder strands, PMP recommended standards for the consideration and endorsement of a steering group of key Council officers.
- vi) Following extensive conversations with Council officers, it was decided that site specific recommendations would not be made at this stage to provide flexibility in the future delivery of the standards, and to avoid conflicting with subsequent detailed strategies to follow this study.
- vii) The standards set for the quantity, quality and accessibility of open spaces, split by PPG17 typology, are shown in a summary table (Table 1) below. The full standards, including the complete quality standards, are provided as Appendix H.

Table 1 Recommended quality, quantity and accessibility standards

Typology	Quantity Standard – Hectares per 1,000 population	Accessibility Standard – Time (all walk)	Quality Standard
Indoor sports facilities	Standards to comply with national best practice	Standards to comply with national best practice	All facilities should be built or provided in accordance with national best practice.
Provision for children and young people	0.055	15 minutes	Within an equipped playground, there should be a range of at least five different types of well-maintained pieces of equipment in a safe, secure setting. The planning, layout and design of the site should follow industry best practice, drawing on guidance from the NPFA (Fields in Trust), RoSPA, Play England and others. It is an aspiration that main sites feature seating, shaded areas, litter bins and have access to toilets and refreshments. The play area should also be free from dogs. Sites should be well-maintained and easily accessible on foot and by cycle, and follow Disability Discrimination Act guidance.
Parks and gardens	0.92	15 minutes	Parks and gardens should be well maintained and offer a variety of plants, shrubs and flowers across the city. Ancillary accommodation should include seating, dog bins, cycle parking, litter bins, and clear signage. The Council aims to continue enabling access to toilets at key sites, with access to refreshments, picnic and shaded seating areas at larger sites. Sites should be secure and safe with adequate lighting and, where appropriate, have a staff presence to improve security and management. Where applicable, historic buildings should be kept in good order and other buildings kept safe. All sites should follow Disability Discrimination Act guidance.

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Typology	Quantity Standard – Hectares per 1,000 population	Accessibility Standard – Time (all walk)	Quality Standard
Natural and semi natural green space	2.8	15 mins	Land where nature conservation is actively promoted, although other uses may also take place. Habitats and species of biodiversity value should be present. Links to other areas of nature conservation value via a green network is desirable. Management, including maintenance and ensuring accessibility, should be tailored to benefit biodiversity. An aspirational target is for information and signage to be made available to improve the public's awareness and understanding of nature conservation. Sites should be clean and litter free. Sites should be open to all and compliant with DDA accessibility guidance wherever possible and appropriate. The provision and quality of NSN sites should be in accordance with Natural England guidance, Chapter 7 of the Local Plan, and local Biodiversity Action Plans, as well as subsequent recommendations from the Core Strategy.
Amenity green space	0.582	10 mins	AGS should meet the casual recreational needs of the immediate community. A creative approach to provision should be sought, with an emphasis on provision of varied opportunities. On larger sites, informal play opportunities should be considered, as well as providing a variety of planting and landscaping. Sites should be clean, secure and safe with adequate lighting and CCTV where appropriate, with a suitable maintenance regime.

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Typology	Quantity Standard – Hectares per 1,000 population	Accessibility Standard – Time (all walk)	Quality Standard
outdoor sports facilities	0.47	20 mins	Clean, litter-free sports facilities should be provided with appropriate, well-drained, well-maintained surfaces. Ancillary accommodation should include toilets, changing facilities, dog and litter bins and appropriate amenity and sports lighting. All sites should meet the minimum specifications of the appropriate National Governing Body of sport and meet Disability Discrimination Act guidance.
Allotments	0.23	15 mins	Allotments should feature appropriate facilities including a well maintained water supply, good quality soil, car parking/access and secure fencing. The Council aspires to meet national guidance on the provision of toilets, dip tanks and storage space, and enable the provision of an allotment holders' or members' office and organic recycling by individual plot holders, as well as provide good disability access on key sites across the city.
Churchyards and cemeteries	N/A	N/A	Sites should provide areas of quiet contemplation with the opportunity to enhance biodiversity by formulating a conservation management plan. Cemeteries should be well kept, with a variety of planting and trees to avoid monotony and attention given to the inspection, care and maintenance of all memorials including historic monuments. Ancillary facilities should include even and well-maintained paths and seating, in compliance with the Disability Discrimination Act, together with water taps, litter bins and seats. Organisations responsible for churchyards will be encouraged and supported by the Council to meet this standard to ensure a high quality of sites across the city.

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Typology	Quantity Standard – Hectares per 1,000 population	Accessibility Standard – Time (all walk)	Quality Standard
Beaches	N/A	N/A	The beach should be kept clean, litter-free, safe and well presented, with suitable provision of toilets and seating. Management and maintenance processes should be in place to ensure issues are dealt with promptly and effectively. It is an aspiration that the beach achieves a higher biodiversity value, where appropriate, with the principles of Blue Flag status providing future goals. The beach will be managed in a sensitive way which recognises its cultural and historical significance to the city of Brighton & Hove.
Civic spaces (including the seafront)	N/A	N/A	Civic spaces, including the seafront, should be provided in an accessible and inviting way to encourage usage. On new sites, a creative approach to urban landscaping should be adopted, to avoid being bland and uninteresting. Spaces should be flexibly designed in accordance with the Disability Discrimination Act, with a programme of usage established to ensure maximum civic value is obtained. Consideration should be given to the aesthetic value of sites, taking account of its location, local architecture and the needs of the community. Ancillary facilities, including seating, toilets and litter bins, along with management and CCTV should be provided where appropriate.

viii) We have made the following recommendations.

Indoor sports facilities

ISF 1	The Council should explore the possibility of increasing the stock of available public pools to meet the shortfall via new provision and increasing community use of school pools, subject to a detailed review of all facilities, a needs assessment and analysis of current usage.
ISF 2	The Council should explore the possibility of increasing the stock of sports hall space to meet the shortfall, subject to a detailed review of all facilities, a needs assessment and analysis of current usage
ISF 3	The Council should aim to provide at least one multi-sports wet/dryside leisure centre to cater for the undersupply of swimming pool space and sports halls, in addition to the King Alfred redevelopment.
ISF 4	There is no immediate need for additional bowls provision, provided that the current number of rinks, particularly at the King Alfred Leisure Centre, is maintained.
ISF 5	The Council should aim to support the delivery of a commercially-operated rink to satisfy demand for an indoor arena and ice rink.
ISF 6	We do not consider that the Council needs to prioritise the future funding and delivery of additional indoor tennis facilities.
ISF 7	It is recommended that all new sports facilities should have a sinking fund to ensure that the necessary allowance for on-going maintenance and replacement is made. Any potential S106 contributions should be calculated in accordance with this.
ISF 8	Appropriate measures should be taken to ensure that indoor sports facilities are accessible on foot, as well as by cycle and the public transport system.

Provision for children and young people

CYP 1	The quantity standard should be applied to all new developments in Brighton & Hove, with new sites delivered in line with the standard and the accessibility standard. Where the Council is satisfied it is not practicable to deliver new sites, then S106 contributions should be sought and put towards qualitative improvements on existing sites or the delivery of appropriate ancillary services (eg play rangers etc). However, the quality of spaces should not suffer in favour of meeting the quantity standard.
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CYP 2	Future development of facilities should focus upon meeting the substantial demand expressed for good quality play and activity spaces and equipment for older children and teenagers as well as younger children. These facilities should be developed in close partnership with local young people to ensure their engagement and support.
CYP 3	Sites across the city should be upgraded to ensure that they meet the quality standard, drawing on other condition survey information as appropriate.
CYP 4	All new facilities for children and young people should be funded with a sinking fund to ensure that the necessary allowance for ongoing maintenance and replacement is made. Any potential S106 contributions should be calculated in accordance with this.
CYP 5	The Council should take a joined up approach between City Parks and other key stakeholders to explore the possible creation of new and varied playscapes within other typologies, in order to enhance the equipped play provision sought within the children and young people typology standard.
CYP 6	Appropriate measures should be taken to ensure that spaces for children and young people are accessible on foot, as well as by cycle and the public transport system.

Parks and gardens

PG 1	The quantity standard should be applied to all new developments Brighton & Hove, with new sites delivered in line with the standard and the additional population. Where the Council is satisfied it is not practicable to deliver the park and garden standards requirements within a development site, then a S106 contribution should be sought which could be put towards additional off-site provision, qualitative improvements on existing sites or other appropriate innovative enhancements/provision. However, the quality of parks and gardens should not suffer in favour of meeting the quantity standard.
PG 2	The Council should aim to achieve the quality standard at all sites across the City and ensure that the quality of the main sites is not achieved at the expense of smaller parks and gardens.
PG 3	All appropriate measures should be taken to ensure that parks and gardens are accessible on foot, as well as by cycle and public transport.
PG 4	All new parks and gardens should be funded with a sinking fund to ensure that the necessary allowance for ongoing maintenance and replacement is made. Any potential S106 contributions should be calculated in accordance with this.
PG 5	The Council should prioritise the pursuit of high quality park and garden sites in Hove to mitigate the relatively poor access to good sized facilities.
PG 6	The Council should use this and other current studies to form the basis of a review of its parks and open spaces strategy to develop a long term plan which is appropriately funded.

Natural and semi natural green space

NSN 1	The quantity standard should be applied to all new developments in Brighton & Hove, with new NSN sites delivered in line with the standard and the additional population. Where the Council is satisfied it is not practicable to deliver the NSN standards requirements within a development site, then a S106 contribution should be sought which could be put towards additional off-site provision, qualitative improvements on existing sites or other appropriate innovative enhancements/provision. However, the quality of natural and semi natural spaces should not suffer in favour of meeting the quantity standard.
NSN 2	The quality standard should be achieved at all sites across the city. The quality of The Downs should be maintained to a standard expected of an AONB/potential National Park.
NSN 3	All new NSN green spaces should be funded with a sinking fund to ensure that the necessary allowance for ongoing maintenance and replacement is made. Any potential S106 contributions should be calculated in accordance with this.
NSN 4	The delivery of good quality NSN sites should be informed by national best practice as well as local needs and targets, such as those in the Local Plan, Natural England guidance and various Biodiversity Action Plans.
NSN 5	Appropriate measures should be taken to ensure that NSN spaces are accessible on foot, as well as by cycle way and the public transport system.

Amenity green space

AGS 1	In the short term, any additional space in excess of the standard requirements should be considered for redesignation to 'children and young people', to meet the shortfall in this typology in accordance with the recommended standard.
AGS 2	The quantity standard should be applied to all new developments in Brighton & Hove, with new AGS sites delivered in line with the standard and the additional population. Where the Council is satisfied it is not practicable to deliver the AGS standards requirements within a development site, then a S106 contribution should be sought which could be put towards additional off-site provision, qualitative improvements on existing sites or other appropriate innovative enhancements/provision. However, the quality of AGS should not suffer in favour of meeting the quantity standard.
AGS 3	The Council should aim to achieve the quality standard at all sites across the City. The standard should be applied to all new developments to ensure future spaces are of a high quality.

AGS 4	All new AGS should be funded with a sinking fund to ensure that the necessary allowance for ongoing maintenance and replacement is made. Any potential S106 contributions should be calculated in accordance with this.
AGS 5	Future population growth and development should be monitored to ensure that good access to AGS is maintained.
AGS 6	Appropriate measures should be taken to ensure that AGS is accessible on foot, as well as by cycle and the public transport system.

Outdoor sports facilities

OSF 1	The Council should explore the provision of additional adrenaline or less conventional sports facilities, such as climbing/bouldering, ultimate frisbee or skating.
OSF 2	The Council should explore the provision of additional STPs to lighten the load on natural grass pitches, particularly for training. Additional investment in the quality of natural grass pitches should be made.
OSF 3	Appropriate measures should be taken to ensure that outdoor sports facilities are accessible on foot, as well as by cycle and the public transport system.
OSF 4	All new sports facilities should be funded with a sinking fund to ensure that the necessary allowance for ongoing maintenance and replacement is made. Any potential S106 contributions should be calculated in accordance with this.
OSF 5	The quantity standard should be applied to all new developments in Brighton & Hove, with new outdoor sports facility sites delivered in line with the standard and the additional population. Where the Council is satisfied it is not practicable to deliver the outdoor sport facility standards requirements within a development site, then a S106 contribution should be sought which could be put towards additional off-site provision, qualitative improvements on existing sites or other appropriate innovative enhancements/provision. However, the quality of outdoor sports facilities should not suffer in favour of meeting the quantity standard.
OSF 6	The Council should explore partnership arrangements with secondary schools and universities, through secured community access and the Building Schools for the Future programme, to meet the future demand for outdoor sports.
OSF 7	The provision of MUGAs and other flexible sports facilities should be considered a priority. This might be achieved through the conversion and improvement of existing poor quality tennis courts, provided they retain the markings and nets for tennis.
OSF 8	The Council should ensure that all new sports facilities meet the quality standard. The Council should also work towards the implementation of improvements at all existing sites to comply with the quality standard.

OSF 9	The Council should undertake an outdoor sports facilities strategy, including a playing pitch assessment following Sport England guidelines, to more closely examine any accessibility shortfalls in specific facility types across the city.
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Allotments

ALL 1	The Council should develop an Allotments Strategy to address in detail the quantitative, qualitative and accessibility issues presented by this report.
ALL 2	Investigate opportunities on the urban fringe for the provision of new allotment sites to meet the future demand.
ALL 3	The Council should strive to achieve the quality vision at all sites across the city and replicate examples of good practice where possible.
ALL 4	All new allotments should be funded with a sinking fund to ensure that the necessary allowance for ongoing maintenance and replacement is made. Any potential S106 contributions should be calculated in accordance with this.
ALL 5	Implement more efficient management systems including the reduction of plot sizes on existing sites to accommodate demands for smaller plots to help more people access allotments.
ALL 6	The Council should explore the potential for locating at least one allotment or community garden in the Hove area. This should have both horticultural and aesthetic value, in keeping with its location.
ALL 7	The Council should locate at least one allotment area in deficient areas in both the Rottingdean and Woodingdean wards, potentially through the redesignation of an existing Amenity Green Space (AGS) site. These locations may also be suitable for a more substantial urban fringe site.
ALL 8	The quantity standard should be applied to all new developments in Brighton & Hove, with new allotment space delivered in line with the standard and the additional population. Where the Council is satisfied it is not practicable to deliver the allotment standards requirements within a development site, then a S106 contribution should be sought which could be put towards additional off-site provision, qualitative improvements on existing sites or other appropriate innovative enhancements/provision. However, the quality of allotment space should not suffer in favour of meeting the quantity standard.
ALL 9	Appropriate measures should be taken to ensure that allotments are accessible on foot, as well as by cycle and the public transport system.

Cemeteries and churchyards

CC1	Stakeholders should recognise and promote the nature conservation value of closed cemeteries and churchyards and work towards more awareness of ecological management of cemeteries and churchyards.
CC2	The Council should work in partnership with other providers (e.g. the Churches, Friends of Church Groups) to improve and maintain the quality of closed cemeteries and churchyards in line with the quality vision.
CC3	The Council should produce a standard management plan for closed cemeteries and churchyards to ensure that the good quality and accessibility of these sites is maintained. The action plan should consider the likely implications of the future projected population growth on the requirements for burial grounds.
CC4	The Council should explore the development of further environmentally sensitive (woodland) burial sites which have a high ecological value and require less rigid management than conventional cemeteries.
CC5	Appropriate measures should be taken to ensure that cemeteries and churchyards spaces are accessible on foot, as well as by cycle and the public transport system.

Seafront and civic spaces

SEA 1	A consistently high standard of seafront should be provided. Sites identified in the assessment process as poor may be prioritised, with Rottingdean identified as being in particular need of improvement.
SEA 2	The seafront should effectively cater for the demands of different user groups. There should be a focus on better management of the conflict between cyclists and pedestrians.
SEA 3	Appropriate measures should be taken to ensure that the seafront is accessible on foot, as well as by cycle way and the public transport system.
SEA 4	The beach and seafront should be protected, with the resistance of any development which entails the loss or detrimental impact upon the beach, due to the high value of this space for encouraging a variety of activities and pursuits.
CIV 1	The Council should enforce the provision of the quality standard at all future civic spaces which are developed as part of wider urban development and explore the improvement of current sites to meet the standard.

Developer contributions

DC1	Ensure contributions are sought towards the full range of open space, sport and recreation typologies – including indoor sport facilities.
DC 2	The Council should continue to base the nature and scale of contributions on the size of development and the impact on open space, sport and recreation provision. No evidence is available to suggest that requiring contributions for minor schemes will make development unviable, and the cumulative impact of small proposals not contributing to open space can be detrimental to the achievement of sustainable communities. Therefore the Council should seek contributions from all residential developments that increase the demand for open space, sport and recreation facilities.
DC 3	Regarding non-residential developments, it is recommended that the Council seek contributions to public open space provision from all applications for business development. Commercial developments put pressure on existing recreational facilities at lunchtime and after work. Users of these areas are not always residents of the Borough and additional burdens are put on Borough resources as a result. Assuming that the workers commute a distance which is greater than the accessibility standards in this PPG17 assessment, then they will contribute towards an increased level of demand on existing provision within that locality.
DC 4	The section makes recommendations for minimum size thresholds. This is necessary to ensure the provision of useable areas of open space that can be easily and economically maintained. Open space should not normally be provided on site if the levels required fall below the minimum size standards.
DC 5	Off site contributions should be derived from standardised open space costings. This ensures that the Council is being transparent about its methodology and should aid in the negotiation process. More generally, it is important to note that the provision standards are only the starting point in negotiations and high quality environments will not result simply from applying them in a mechanical way. This is why it is desirable also to complement provision standards with design guidance that concentrate on effective place making.

Table 2 Current provision and future open space requirements

Typology	Current - 2006 provision (hectares)	Current provision (Hectare/1,000 population) based on 2006 population	Recommended Standard (Hectare/1,000 population) where different to current provision shown in bold	Additional space required by 2026 applying recommended standards (overall hectares shown in brackets)
Nat/semi natural	709	2.8	2.8	119 hectares (828)
Parks & Gardens	232	0.92	0.92	40 hectares (272)
Amenity Greenspace	148.8	0.59	0.582	23.3 hectares (172.1)
Outdoor Sport	118.5	0.47	0.47	19.5hectares (138)
Allotments	59	0.23	0.23	9.01 hectares (68.01)
Children & Young people	11.8	0.047	0.055	4.46 hectares (16.26)
	Total = 1279.1 hectares	5.057 hectares per 1,000 population	5.057 hectares per 1,000 population	Total additional space required = 215.27 hectares

- ix) The population figures used for the above table are 251,900 for 2006 and 295,700 for 2026.
- x) Whilst the additional space requirement will be challenging it should be noted that the open space audit indicates that 214.32 hectares is in golf course use, 184 hectares is accessible countryside and 169 hectares is in school ground/sport pitch use.
- xi) It should be noted that no surplus open space has been identified.

SECTION 1

INTRODUCTION AND BACKGROUND

1. Introduction and background

The study

- 1.1 PMP was appointed by Brighton & Hove City Council ('the Council') in May 2007 to undertake an open space, sport and recreational facilities study designed to deliver the Council's statutory requirements to establish a baseline appreciation of levels of provision in Brighton & Hove and set standards for quality, quantity and accessibility in the future.
- 1.2 The study incorporates the Council's audit of all open space provision in Brighton & Hove. It aims to provide a clear vision, identify priorities for future open space, recreation and sport provision and provide direction for the allocation of future Council and developer resources.
- 1.3 The purpose of the study is to provide a comprehensive assessment of the open space, sports and recreational facilities within the city and recommend open space standards and future strategic options. As specified by the Council, the study should:
 - identify the current and future needs of the city
 - review and analyse the open space and indoor facilities audits
 - recommend local provision standards for all types of open space in terms of quantity, quality and accessibility
 - provide the methodology for calculating developer contributions
 - identify over and under-supplied areas
 - propose strategic options for addressing identified shortfalls in provision, protect and enhance existing provision, to relocate or make better use of existing provision and seek new provision.
- 1.4 The study is undertaken in accordance with the requirements of the latest Planning Policy Guidance Note 17 (PPG17) Planning for Open Space, Sport and Recreation (July 2002) and its Companion Guide (September 2002). This report sets out recommendations that can inform strategies and the Local Development Framework (LDF). It does not, however, constitute Council policy.

Why open space?

- 1.5 PPG17 states that well-designed and implemented planning policies for open space, sport and recreation are fundamental to delivering broader government objectives, which include:
 - supporting an urban renaissance
 - supporting a rural renewal
 - promotion of social inclusion and community cohesion
 - health and well being
 - promoting more sustainable development.

- 1.6 Open space and recreation provision has an important role to play in supporting the implementation of these objectives and in realising the 2020 Community Partnership’s vision for Brighton & Hove as:

“a dynamic city that improves and protects the environment, meets social needs and promotes sustainable economic success in an inclusive, just and harmonious way”

Source: Brighton & Hove Sustainable Community Strategy 2020

Function and benefits of open space

- 1.7 Open spaces can serve a number of functions within the urban fabric of towns and cities. For example the provision for play and informal recreation, a landscaping buffer within and between the built environment and a habitat for the promotion of biodiversity can all provide valuable amenities for residents and visitors alike.
- 1.8 Each type of open space as defined by PPG17 (typologies are introduced and detailed further later in this report) has various benefits, depending on its type. For example allotments for individuals to grow their own produce, play areas for children’s play and playing pitches for formal sports events. Open space can additionally perform a secondary function, such as where outdoor sports facilities have an amenity value in addition to facilitating sport and recreation.
- 1.9 A balance is needed between different types of open space in order to meet the full spectrum of local needs. Residents needs may differ between geographical areas, for example, some areas will show a demand for open space in the form of playing pitches or allotments, whilst other areas may have specific local demand for ‘green corridor’ sites such as nature walks, bridleways or other natural and semi natural sites such as a local nature reserve or nature conservation voluntary area.
- 1.10 Changing social and economic circumstances, changing work and leisure practices, the increased sophistication of consumer tastes and greater public expectations have placed new demands on open spaces.
- 1.11 Parks and open spaces are more accessible to a wider range of people than some sport and leisure facilities and are better able to realise the aims of social inclusion and equality of opportunity. The provision of open spaces and recreation facilities is important to support a sustainable and thriving community.
- 1.12 Open spaces can also promote community cohesion, encourage community development and stimulate partnerships between the public and private sector. It is widely recognised that the provision of high quality ‘public realm’ facilities such as parks and open spaces can assist in the promotion of an area as an attractive place to live and can result in a number of wider benefits, including health benefits such as reduced obesity and diabetes.
- 1.13 The provision of open spaces is also key to achieving the Government’s activity targets set in Game Plan, which are for 70% of the population to be participating in moderate intensity exercise five times a week by 2020.

Preparation of the Council's Community Plan involved an extensive survey that illustrates how highly local residents value Brighton & Hove's open spaces.

Residents were asked 'What makes living in your area special?' – to which approximately 22% of the responses said 'parks and open space' (the highest response to this question).

Brighton & Hove key background

- 1.14 The following are key socio economic, topographic and historical considerations which have a bearing on the provision of outdoor space in the City:
- Brighton & Hove is a compact city of 8,267 hectares built on hills and valleys and constrained between the South Downs (which is currently in the middle of a process to be designated as a National Park) and the sea. In total, 251,900 people (source: Core Strategy) live in the built up area which is roughly half of the city's total area
 - the city is characterised by distinct urban and suburban neighbourhoods, where buildings are generally low to medium rise, except for some tall buildings in the city centre and a few isolated tower blocks
 - unlike cities or large towns with a significant industrial legacy, the total amount of vacant or derelict land in Brighton & Hove is comparatively small in scale. A historic city, it is known for its extensive Regency and Victorian architecture, including around 3,400 listed buildings
 - Brighton & Hove has 11 kilometres of seafront entertainment, recreation and leisure activities. Substantial public and private investment has transformed the seafront between the piers. It is evident that ongoing investment and support of the coastal areas particularly will be necessary
 - the city is also a major European conference centre and tourist destination. It now attracts over 8 million visitors a year, bringing £392 million into the local economy annually and supporting around 13,000 jobs. These figures are expected to grow over the next 20 years
 - it is also a cultural city with a strong commitment to the arts. The cultural focus has been given added impetus in recent years with the extensive restoration and modernisation of the Dome venue and Brighton Museum and the opening of the central Jubilee Library in a new urban quarter
 - due to its topography and history, Brighton & Hove is a city of long views of the sea, the Downs and the developed valley slopes. The chalk downland has both visual and practical significance and is essential to the health of the city, to its water supply (as an aquifer), biodiversity and leisure and recreation
 - much of the non-urban area of Brighton & Hove, including ancient woodland at Stanmer, will be included within the boundary of the designated South Downs National Park (which is expected to be confirmed in 2008)
 - the six large parks have an important role for the city as whole, hosting community and cultural events as well as being places for relaxation and recreation

- in the denser inner core, access to open space is limited, particularly in the east. To the west, the seafront lawns and larger urban squares make a significant contribution to the available recreation space, although there are also open space deficiencies in Hove
- the city has made progress with regard to sports-related regeneration. There has been significant planning progress on sites for major facility development and there has been a substantial investment in sports facilities at city schools and colleges in particular. It has been previously noted that some sports and recreation facilities are inadequate and further opportunities should be explored
- the city's population density is over 30 residents per hectare. This is much greater than both the South East and national averages. The average household size is 2.09 persons per household, which is substantially lower than both the South East and national averages. This is significant in terms of outdoor space provision, as any future policies or standards should reflect the current tension between housing density and provision, and the need for public open space to compensate for a lack of private gardens.

Demographics

- 1.15 When analysing the need and demand for sports facilities, it is important to understand the size and composition of the local leisure market as this will have an impact upon facility usage. An analysis of the Brighton & Hove population is shown in Table 1.1 below:

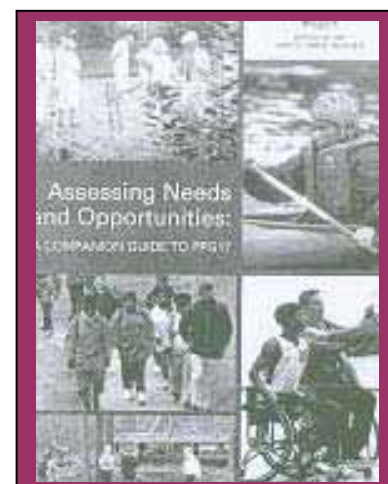
Table 1.1 Demographic analysis

Area	Key features and issues
Population	The estimated 2006 population is 251,900 (Source: Core Strategy) The proportion of males to females is 48.4% to 51.6%. Population is projected to increase to 295,700 by 2026. Sports facility demand is likely to increase in line with population, which is growing largely due to additional development
Age structure	37,900 (15%) of the resident population is under 15 years of age 162,000 (64%) aged between 19 and 59 44,900 (17.9%) is aged 65 and over Brighton & Hove has a sizable population of working age and an average level of population at retirement age (national average 18.4%). The age structure has changed considerably in recent years, with a significant growth in the proportion of working age people (particularly the 30-39 years group) and reduction in the post-working age group. This is reflective of the city's image as a vibrant centre for young people and families.

Area	Key features and issues
<i>Ethnic background /social/personal</i>	The ethnic structure of the population shows that 94% of the population is white compared to the national average of 90.9%. 1.9% of the population are mixed race, with 1.8% of Asian background, and 0.76% black – 8.7% of young people are from BME groups, but there is no single minority ethnic group in the area. The city's largest minority group is the lesbian, gay, bisexual and transgender (LGBT) group – an estimated one in six of the population falls within this group. The city has a far larger proportion of single adults than regionally or nationally (43%) compared with 28% and 30% respectively.
<i>Economic activity</i>	The proportion of residents in full time employment is 27% (compared to 39% in England and Wales). 1.5% of the local population is unemployed (compared to 2.5% in England and Wales). The economy has performed strongly in recent years, growing by £600m between 1996 and 2004, with significant falls in unemployment and an increase in average earnings.
<i>Mobility</i>	36.5% of Brighton & Hove households do not own a car or van, which is significantly less than the average for England and Wales of 26.8%. On the whole, the population of Brighton & Hove has poor personal mobility compared to the national average. There is therefore less dependence upon private transport, and a need for facilities to be easily accessible using other transport methods including buses, walking, cycling etc.
<i>Health</i>	The percentage of people who stated they had a long-term illness, health problem or disability which limited daily activities or work was 18%, which is above the average for England and Wales (17%).

National Policy Context: Planning Policy Guidance Note 17 (PPG17): Planning for Open Space, Sport and Recreation & Assessing Needs and Opportunities - PPG17 Companion Guide

- 1.16 PPG17 states that local authorities should undertake robust assessments of the existing and future needs of their communities for open space, sports and recreational facilities (paragraph 1).
- 1.17 The document also states that local authorities should undertake audits of existing open space, sports and recreational facilities, the use made of existing facilities, access in terms of location and costs and opportunities for new open space and facilities (paragraph 2).



- 1.18 Paragraph 5 states that “The Government expects all local authorities to carry out assessments of needs and audits of open space and recreational facilities” and “local authorities should use the information gained from their assessments of needs and opportunities to set locally-derived standards for the provision of open space, sports and recreational facilities in their areas” (paragraph 7).
- 1.19 Significant changes in this planning policy document from the previous 1991 version are that:
- the definition of open space should now be taken to mean all open space of public value ie including private land where appropriate
 - a greater emphasis is placed on qualitative considerations – this is particularly important as it will allow local authorities to identify potential for increased use through better design, management and/or maintenance of open space
 - it advocates the setting of local standards appropriate to the local area rather than assessment by national standards although these can be used as benchmarks. The Government believes that national standards are inappropriate, as they do not take into account the demographics of an area, the specific needs of residents and the extent of built development
 - it provides further guidance on the constituent elements of open space typologies
 - it clearly acknowledges the multiple functions that open spaces can perform.
- 1.20 The policy guidance sets out priorities for local authorities in terms of:
- assessing needs and opportunities – undertaking audits of open space, sport and recreational facilities
 - setting local standards
 - maintaining an adequate supply of open space
 - planning for new open space.
- 1.21 The Companion Guide to PPG17, *Assessing Needs and Opportunities*, sets out the process for undertaking local assessments of needs and audits of provision. It also:
- indicates how councils can establish the needs of local communities and apply provision standards
 - promotes a consistent approach across varying types of open space.
- 1.22 PMP and the Council have followed the recommendations of PPG17 throughout this study. In following these recommendations, this study has the potential to make a significant difference to the quantity, quality and accessibility of open spaces in Brighton & Hove.

Need for local assessments

- 1.23 This assessment of open space and local needs will enable the Council to:
- plan positively, creatively and effectively in identifying priority areas for improvement and to target appropriate types of open space
 - ensure an adequate provision of high quality, accessible open space to meet the needs of the local community
 - ensure any accessible funding is invested in the right places where there is the most need
 - engage in Section 106 negotiations with developers from a position of knowledge with evidence to support such negotiations.
- 1.24 The final point is especially significant, as where no assessment exists, developers can undertake their own independent assessment to demonstrate that open space is surplus to requirements. It is therefore desirable for the Council to have robust data to protect open space as future developments in Brighton & Hove come forward. This has been identified by the Council as a key driver for the future creation of policies on outdoor space.

Structure of this report

- 1.25 This report is split into 15 sections. Section 2 sets out the methodology for undertaking the study, in line with the process stipulated in the Companion Guide to PPG17. Section 3 sets out the strategic context to provide the background and context to the study. Section 4 provides a brief summary of the consultation undertaken, while some of the key themes are drawn out within each typology section.
- 1.26 Sections 5-13 relate to each of the typologies identified within the scope of the report. Each typology chapter sets out the strategic context to that particular typology, the recommended quantity, quality and accessibility standards and the applications of these standards to the geographical areas and value assessments. These are not applicable to all typologies.
- 1.27 Section 14 sets out the planning context to the study, highlighting how the application of the PPG17 study can assist with planning applications and the provision of open space in new housing developments. Section 15 provides a summary of potential resources to help to implement the findings of the study.
- 1.28 There are a number of appendices that support the report and are referenced throughout as appropriate. As previously noted, we have used the open spaces audit prepared by the Council's in-house team. To ensure that it is robust and comprehensive, we have completed a due diligence exercise on the information provided.

Quality assessments

- 1.29 The original audit included the sports, playgrounds and NSN areas within parks and gardens etc as one comprehensive site. However for the purposes of this study, in order to avoid double counting, the different typologies have been ‘doughnuttled’ from the larger site. Due to the ‘doughnutting’ of typologies from primary typologies and the inclusion of sites audited by the Sussex Biodiversity Records Centre it was not possible to provide a quality assessment score for all sites.
- 1.30 The quality information contained in each section should therefore be read with caution because an overview of the general quality of a typology can be skewed. Indeed, it is likely the sports sites within another typology, which will not have been given a quality score, will be of a lower quality than those sites primarily providing sports facilities.
- 1.31 Whilst quality is an important factor it is less critical to this study where there are no surpluses in quantity and therefore where there is a need to improve quality and add to the existing amount of open space. Care should be given when considering quality because this can vary significantly over a short space of time eg significantly improved or quickly become neglected. Considering quality alone does not therefore justify its loss. Consideration should be given to improving quality, value and typological use(s) in order to help meet and/or compensate for future shortfalls in quantity standards. Emerging open space strategies should assess quality further and consider mechanisms to improve on it.

SECTION 2

UNDERTAKING THE STUDY

2. Undertaking the study

Introduction

- 2.1 As noted in Section 1, this work has been undertaken in accordance with the guidelines set out in PPG17 and its Companion Guide. The Companion Guide provides a step-by-step commentary on the study process, suggesting ways and means of undertaking the exercise.
- 2.2 It emphasises the importance of undertaking a local needs assessment, as opposed to following national trends and guidelines, to arrive at conclusions and recommendations that are pertinent, applicable and fitting for each specific area – in this case Brighton & Hove. The four guiding principles in undertaking a local assessment are:
- (i) local needs will vary even within local authority areas according to socio-demographic and cultural characteristics
 - (ii) the provision of good quality and effective open space relies on effective planning, but also on creative design, landscape management and maintenance
 - (iii) delivering high quality and sustainable open spaces may depend much more on improving and enhancing existing open space rather than new provision
 - (iv) the value of open space depends primarily on meeting identified local needs and the wider benefits they generate for people, wildlife and the environment.
- 2.3 PPG17 recognises that individual approaches appropriate to each local authority will need to be adopted as each area has different structures and characteristics. The resulting conclusions and recommendations of this study are based on a customised approach and are therefore representative of the local needs of Brighton & Hove.

Types of open space

- 2.4 The definition of open space within the Government planning guidance is:

“all open space of public value, including not just land, but also areas of water such as rivers, canals, lakes and reservoirs which offer important opportunities for sport and recreation and can also act as a visual amenity.”

Source: Planning Policy Guidance 17 - Planning for Open Space, Sport and Recreation

- 2.5 PPG17 identifies nine open space typologies. These categories include eight types of open space and one category of urban open space. This study includes the assessment of the following typologies:
- natural and semi natural open space
 - amenity green space
 - allotments and community gardens
 - civic spaces
 - parks and gardens

- outdoor sports facilities
 - churchyards and cemeteries
 - provision for children and teenagers
 - the beach/coastal areas.
- 2.6 In addition, a supply and demand assessment for indoor sports facilities has been undertaken and specific attention has been given to the beaches/coastal areas to recognise this important open space resource for both residents and visitors.
- 2.7 Green corridors – a typology identified by PPG17 – have not been separately assessed as the City does not have canals, rivers, or similar open space types. It is felt that in Brighton & Hove, the few narrow linear routes which do exist offer little more than roadways/pavements. Only those routes which fell within a wider open space area were included within the relevant typology.
- 2.8 The study takes into account open spaces provided, owned and managed both by and the Council and other organisations.

PPG17 – Five step process

- 2.9 The PPG17 Companion Guide sets out a five-step process for undertaking a local assessment of open space. This process has been followed throughout the development of this study to meet the requirements of the Council to plan, monitor and set targets for existing and future provision of open space within Brighton & Hove. Although presented as a linear process below, many stages were undertaken in parallel in order to deliver a more efficient and timely output.
- 2.10 The five-step process is as follows:
- Step one – Identifying local needs
 - Step two – Auditing local provision
 - Step three – Setting provision standards
 - Step four – Applying provision standards
 - Step five – Drafting policies, recommendations and strategic priorities.
- 2.11 The following paragraphs expand upon how the study has been undertaken in accordance with PPG17.

Step one - Identifying local needs

- 2.12 In order to identify local needs, a significant consultation exercise was developed and implemented, including the following:
- questionnaires were posted to 5,000 households across Brighton & Hove, picking up both users and non users of open space and respondents of all ages and backgrounds, to give a broad range of response
 - sports club surveys to all identified clubs

- young people's internet survey – sent out to all the schools in Brighton & Hove
 - two 'drop in' neighbourhood sessions at two locations in Brighton & Hove – one adjacent to Churchill Square and the other at George Street in Hove – to canvas views of residents and visitors
 - press releases were used, and a dedicated email address and text messaging service were set up to allow the general public to provide *ad hoc* comments on open space
 - one-to-one consultations with Council officers.
- 2.13 The Council has illustrated its commitment to consulting extensively with local residents through its commissioning of a series of surveys soliciting the views of Brighton & Hove residents on the provision of open space.
- 2.14 The surveys used by PMP in this study are intended to supplement the research undertaken to date and ensure that the information gathered is directly applicable and deliverable through its specific relevance to the PPG17 terms of reference and remit. Samples can be found in Appendix B.

Step two - Auditing local provision

- 2.15 Prior to PMP's appointment, the Council undertook an audit to identify areas of open space provision in Brighton & Hove. This was provided to PMP in electronic, GIS format.
- 2.16 PMP conducted a thorough due diligence exercise reviewing the Council's audit findings. We also worked to ensure the consistency of categorisation of open space sites into the PPG17 typologies used for this study.
- 2.17 In excess of 1,200 sites were identified in the audit. Where accessible, these sites were assessed on quantity, quality, accessibility and value using a matrix and definitions decided by the Council.
- 2.18 Sites included are both in public and private ownership, but some types, such as school grounds and golf courses have been disregarded from the quantity assessments, as these have a tendency to skew the figures as they are not always publicly accessible facilities.
- 2.19 Each open space site was then digitally mapped using GIS software and its associated ratings and characteristics were recorded on a linked Access database. This report is supplemented by the Access database, which will enable further updates of open space provision and varying forms of analysis to be undertaken. This delivers a dynamic reporting and assessment mechanism, and enables individual sites or specific geographical locations to be examined in detail where necessary in the future.

Steps three and four - Setting and applying provision standards

- 2.20 From the analysis of the data collected and site ratings in terms of quality, quantity, accessibility and value we are able to:
- determine a set of provision standards (quantity, quality and accessibility) for each type of open space
 - apply these standards for each type of open space
 - identify gaps in provision across the different types of open space and therefore the areas of priority for Brighton & Hove.
- 2.21 The analysis has been undertaken by type of open space, looking at the whole authority rather than across a series of smaller analysis areas as the unique nature of the city means that a ward-by-ward breakdown does not provide sufficiently robust and reliable data as access to open space transcends ward boundaries.
- 2.22 It also recognises that the cityscape of Brighton is characterised by the juxtaposition of housing types and densities and that there are not 'zones' of land use as can be found in many urban centres. The city's urban environment is also relatively compact.
- 2.23 Setting robust local standards based on assessments of need and audits of existing facilities will form the basis for addressing quantitative and qualitative needs through the planning process.
- 2.24 It should be noted that the standards derived in this report take account of all open space provision and the relationships between different typologies on a local level. It should be assumed that in all cases the proximity of other open space types (for example the beach/seafront or The Downs) should not be considered mitigation against meeting these standards, unless exceptional circumstances can be clearly demonstrated.
- 2.25 The application of accessibility and quantity standards will be used to determine whether an area has sufficient open space to inform development policies.

Step 5 - Drafting policies - recommendations and strategic priorities

- 2.26 Application of the standards provide strategic priorities and recommendations which are set out for each typology within the report. These are designed and intended to aid Council decision-making moving forward.
- 2.27 The report also provides guidance for the development and application of Section 106 agreements – using best practice formulae and costings based on the approach taken by other authorities elsewhere in the UK, with specific implications for Brighton & Hove.

SECTION 3
STRATEGIC CONTEXT

3. Strategic context

Introduction

- 3.1 The strategic review provides background information on the national, regional and local context relevant to open space and sports facilities. The Council has provided many, and published several of the documents reviewed within this section of the report.
- 3.2 While this review is not exhaustive, particularly with regard to national planning policies and implications, it provides details on the context considered particularly relevant to this study.
- 3.3 Strategic information providing national context was correlated from a range of sources, including:
- PPG17 (2002)
 - Spatial Planning for Sport and Active Recreation (2005)
 - other Planning Policy Statements.

National context

- 3.4 At the national level, Planning Policy Statement 1 (PPS 1) states that:
- ‘Planning should facilitate and promote sustainable and inclusive patterns of urban and rural development by protecting and enhancing the natural and historic environment, the quality and character of the countryside and existing communities.’*
- 3.5 This guidance, to recognise, protect and enhance the natural and historic environment, whether it is natural or urban is understood to be a key principle underpinning the study process.

PPG17 (2002)

- 3.6 PPG 17 states that local authorities should undertake robust assessments of the existing and future needs of their communities for open space, sport and recreational facilities. These assessments should cover the distinctive needs of the population for open space and built sports and recreational facilities.
- 3.7 When planning on developing new areas of open space, sports and recreational facilities, local authorities should:
- promote accessibility from walking, cycling and transport links
 - locate sites that will contribute to town centre viability and vitality
 - avoid loss of amenity to residents
 - improve the quality of the public realm through good design
 - look to produce areas of open spaces in industrial or commercial areas
 - improve the quality of existing facilities

- consider the safety of the people using them, ie children, older people and people with disabilities
- meet the regeneration needs of areas, therefore keeping greenfield sites untouched
- consider the scope for using any surplus land for open space, sport or recreational use, weighing this against alternative uses
- assess the impact of new facilities on social inclusion
- consider the recreational needs of visitors and tourists.

Spatial Planning for Sport and Active Recreation (Sport England, 2005)

- 3.8 Sport England takes the definition of spatial planning as set out in PPS 1 as its starting point. This states that:

‘Spatial planning goes beyond traditional land use planning to bring together and integrate policies for the development and use of land with other policies and programmes which influence the nature of places and how they function.’

- 3.9 Sport England sees the planning of the spatial system as an opportunity to deliver its own aspirations for sport and recreation, whilst contributing to the goals of partners in public, private and voluntary sectors.
- 3.10 With this there is the opportunity to deliver a planned approach towards the provision of facilities, helping to reach sustainable development goals. These include going beyond the setting and delivery of land-use policy, delivering an enhanced quality of life for communities, taking full advantage of the unique ability of sport and active recreation to contribute to a wide array of policy and community aspirations, and using sport and recreation as a building block of planning and delivery of sustainable communities.

Regional context

Regional Planning Guidance for the South East: RPG9 (2001) and the emerging South East Plan

- 3.11 The regional planning framework for development proposals in South East England is currently provided by Regional Planning Guidance for the South East (RPG9).
- 3.12 Following commencement of the Planning and Compulsory Purchase Act in September 2004, RPG9 and its alterations have become the statutory Regional Spatial Strategy. RPG9 is in the process of being superseded by the emerging South East Plan. In the draft Plan Brighton & Hove has been identified as a centre for substantial growth over the 2006-2026 period.
- 3.13 The Draft South East Plan has a target of 11,000 new homes for the city in this time, equating to 550 homes every year. In the Secretary of State’s proposed modifications published in July 2008 this figure has been raised to 620 homes every year. This will have a significant impact on the need for open space and recreational facilities which we have considered in this report.

- 3.14 The Draft South East Plan features a number of policies, two of which have particular relevance for this study:
- CC8 Green infrastructure
 - TSR 3 Tourism.
- 3.15 These are reviewed briefly in the paragraphs below.
- 3.16 **Policy CC8: green infrastructure.** This policy states that local authorities and partners should work together to plan, provide and manage connected and substantial networks of accessible multi-functional green space. Networks should be planned to include both existing and new green infrastructure. They should be managed with the primary aim of maintaining and improving biodiversity, but should also deliver recreational and cultural benefits and ensure that an improved and healthy environment is available for the benefit of present and future communities.
- 3.17 For the purposes of spatial planning the term Green Infrastructure relates to the active planning and management of sub-regional networks of multi-functional open space. These networks should be managed and designed to support biodiversity and wider quality of life, particularly in areas undergoing large scale change.
- 3.18 Whilst provision and maintenance of Green Infrastructure will be particularly important on the urban fringe and within new development, consideration of the value of Green Infrastructure networks will necessarily extend across all spatial scales, from the neighbourhood to the wider region, with the creation and maintenance of linkages between spaces being a prime concern.
- 3.19 Policy CC8 is included in this Plan to ensure that connected networks of green spaces around new built environment are treated as integral to a planning and design process which is conscious of its place within Green Infrastructure Networks. Green Infrastructure should not just be considered as an adjunct to new development, and policies and strategies relating to Green Infrastructure assets in Local Development Frameworks should have a spatial expression and not just be restricted to its definition.
- 3.20 Delivery of this policy in Brighton & Hove will draw upon much of the information in this open space, sport and recreation study but in particular the information relating to natural and semi natural green space and green corridors.
- 3.21 **Policy TSR 3: Tourism.** Tourism is seen as a significant reason for improving facilities and access to open spaces throughout the South East and it is thought that spatial development of the region can be significantly enhanced. A plan has been developed with this in mind, the aims of which are to:
- deliver a high quality and rewarding experience for all visitors
 - help to diversify and develop further the rural economy
 - underpin and promote environmental quality and local distinctiveness in town and country
 - generate community benefits to enhance quality of life for all social groups in the region.

- 3.22 Policy TSR3 states that opportunities should be sought to protect, upgrade existing and develop new regionally significant sports facilities. It states that:
- local development documents should make adequate provision for new or expanded regionally significant sporting venues to redevelop or expand to meet future demands and requirements of the sport and of the spectator, taking into account sports governing bodies' needs
 - Sport England should be proactive in advising the Regional Assembly and local authorities on the need for new or expanded regionally significant sporting venues
 - local authorities should be proactive in maximising the benefits to local communities of any major or expanded sporting facilities
 - regional partners, including Sport England, SEEDA and the Regional Assembly should, in partnership with the Greater London Authority, identify and promote opportunities for new investment in sports facilities in the region which will be needed to underpin the London 2012 Olympic Games and Paralympic Games.

Community Safety Strategy (2005-2008)

- 3.23 The key objective to this strategy is to help local people feel safer by delivering effective schemes to reduce crime and the fear of crime across the county. Town centres are considered the least safe with 50% or more saying they felt unsafe. The most frequent cause for concern in Brighton & Hove is young people causing a nuisance or loitering.
- 3.24 Overall crime rates in Brighton & Hove are below average for East Sussex¹. Future priorities for Brighton & Hove to drive down crime include: finding more for young people to do, having more visible policing and providing somewhere suitable for young people to meet. Working with youth groups, providing youth work resources to crime hotspots and promoting safety in the community generally all contribute to an improved sense of safety.

¹ NB East Sussex is used for comparison. Brighton & Hove is a unitary authority and therefore not part of East Sussex.

Local context

- 3.25 When analysing the need and demand for facilities and open spaces, it is important to understand the size and composition of the local population, as this will have an impact upon facility usage. This has been summarised earlier in this report in Section 1, Table 1.1.

Brighton & Hove Local Plan (2005)

- 3.26 The Local Plan provides a detailed framework for the use of land and buildings in Brighton & Hove for the period 2005-8. The Plan sets out the Council's policies for the control of development and makes proposals for the development and use of land. In fulfilling its statutory function under the Town and Country Planning Act 1990, the Local Plan is required to include policies for:
- conservation of the natural beauty and amenity of the land
 - improvement of the physical environment.
- 3.27 The Plan specifies that all proposals for development must submit details of how:
- adequate consideration has been given to landscape design, including all the spaces between and around buildings, at an early stage in the design process
 - the proposal includes suitable open space provision
 - high quality plant materials and high quality landscaping materials have been selected, which are appropriate to the site and their proposed use
 - effective use has been made of existing landscape features
 - where appropriate, existing nature conservation features have been retained and suitable new ones created
 - if the location is appropriate, the site contributes to the Brighton & Hove Greenway Network.
- 3.28 Development within the setting of a Greenway will be required to contribute to the provision and/or enhancement of the network, proportional to the development and its potential impact on the Greenway. Planning permission will not be granted for proposals that are likely to hinder the provision of a proposed section or harm the existing Greenway network or its objectives.
- 3.29 Planning permission will not be granted for proposals that would result in the loss of areas of public or private open space that are important to people because of their recreational, community, historical, conservation, economic, wildlife, social or amenity value. Enhancements to these areas of open space will be sought and the preservation of character, appearance, layout and features of importance.
- 3.30 The loss of an area of open space important to people will only be considered in exceptional circumstances. For example, where it can be demonstrated that the proposal is of national importance or essential to meet social, environmental and/or economic needs, which cannot be located elsewhere.

- 3.31 Where such exceptional circumstances apply, the planning authority will require alternative appropriate open space provision of a suitable size, type, layout, character, appearance and location. Major developments will be required to provide accessible open space as part of the proposal.
- 3.32 Planning permission for the development of areas of public and private open space that are not considered to be important to people will only be permitted where the applicant can satisfy the planning authority that:
- there are no alternative open space needs in the area, such as deficiencies in outdoor recreation space, accessible natural green space or allotments
 - the area of open space is not suitable to meet alternative open space needs.
- 3.33 The Council will seek to balance the competing claims of different land uses and the community's long term requirements for open space. Policy QD20 helps to safeguard areas of open space that are important to the local and/or wider community and help to provide an attractive, sustainable and stimulating environment.
- 3.34 Accessibility to open space varies across the city. The Council recognises the need for new areas of open space and natural habitats where accessible open space is limited. The provision of urban open space should reflect the needs of the local area and also complement the needs of the wider community.
- 3.35 Opportunities for creating further space will be taken through environmental improvement schemes and landscape schemes where substantial new developments arise.
- 3.36 Planning permission will not be granted for proposals that would result in the loss of allotments, although planning permission may be given for alternative open space uses for allotments which have been fully shown to be surplus to requirements. Where this is the case, preference will be given to alternative amenity or leisure uses that retain the open nature of the site and are compatible with allotment gardening.
- 3.37 Allotment sites are unevenly distributed throughout Brighton & Hove. Some are inner urban plots, whilst others form part of the urban fringe. During the consultation process carried out to inform the Local Plan, allotment holders expressed concern that allotment sites should be protected and that any alternative use of vacant plots should not damage the existing allotments.
- 3.38 Planning obligations sought will be necessary, relevant to planning, directly related to the proposed development, fairly and reasonably related in scale and kind to the proposed development and reasonable in all other respects. Priorities for planning obligations include:
- community or other infrastructure facilities, including educational, cultural, health, social and fire service facilities
 - provision of cycle parking facilities/contributions towards pedestrian and cycle route infrastructure
 - integrated public art
 - environmental improvements and their maintenance, including the provision of open space and nature conservation features

- leisure, sport and recreation facilities including the provision and maintenance of outdoor recreation space.

Brighton & Hove City Council LDF – Original Core Strategy (Preferred Options)

- 3.39 The production of the Local Development Framework (LDF) for Brighton & Hove has commenced. The council has published its Statement of Community Involvement (SCI) and its Local Development Scheme (LDS), which details the timetable for the production of the LDF; and has commenced work on the Core Strategy (CS).
- 3.40 A Core Strategy Issues and Options Document was published for consultation and this informed a Core Strategy Preferred Options document which underwent a formal public consultation period between November and December 2006.
- 3.41 However due to the recent publication of further government guidance requiring the production of additional background studies to inform the Core Strategy, issues regarding test of soundness and imminent changes in the legislation; another consultation period is planned for the spring/summer of 2008.
- 3.42 Some of the relevant original Core Strategy Preferred Options are detailed below. Although the revised Core Strategy will be informed by the findings and conclusions of this report, and will be subject to change, a review has been provided for contextual purposes.
- 3.43 Some of the relevant preferred Spatial Objectives included:
- SO4 - Recognise the physical constraints of the sea and the South Downs to the city's development and so maximise the use of previously developed land, and make full and efficient use of such land, including higher density residential development in appropriate locations
 - SO9 - Ensure that Brighton & Hove is a city where all people feel safe in public places and within their neighbourhoods through working with partners to create a safer environment, reduce crime and reduce the fear of crime
 - SO15 - Work to narrow the gap between the identified deprived neighbourhoods and the rest of the city through improvements to healthcare, education, housing and the environment, community safety and employment prospects; and by supporting community engagement in regeneration
 - SO19 - Enhance the seafront as a year round place for tourism, leisure, recreation and culture and ensure that key seafront sites and the Marina are developed to support these uses
 - SO20 - Conserve and enhance the Areas of Outstanding Natural Beauty (AONB)/proposed South Downs National Park, including their wider countryside setting, and support the establishment of the city as a 'gateway' to the Downs
 - SO21 - Establish a Green Infrastructure Network in Brighton & Hove to conserve and enhance the priority areas for biodiversity and to ensure that everyone has access to natural open space, with new development to contribute to the Network where appropriate. Nature conservation opportunities are to be maximised to achieve Biodiversity Action Plan objectives in open spaces and in new development

- SO22 - Protect or enhance the quality and quantity of parks and green spaces in the city, formal and informal, building on their individual character and landscape to ensure that they are valued by the whole community and well used throughout the year
 - SO23 - Work with partners to promote the provision of, and equality of access to, a network of primary and specialist healthcare facilities; opportunities and facilities for sport and recreation; and opportunities and facilities for lifelong learning.
- 3.44 The Council's preferred option for accommodating future development will involve preserving the countryside by optimising development on brownfield sites throughout the existing built-up area of the city, but with key broad areas identified for regeneration or renewal to bring about sustainable communities. In particular it will be a combination of the accessibility-led approach and the urban character/urban capacity-led approach.
- 3.45 Best Value reviews of the parks and open spaces in the city have, in general, highlighted the importance of open spaces to people, many of whom enjoyed the openness and/or fresh air that is provided by these spaces. The most popular activities tend to be walking, picnicking and informal sports.
- 3.46 The preferred options identified in the LDF with regard to open spaces were suggested to include:
- giving priority to the retention of the beauty and character of the countryside and also promotes appropriate public access, via sustainable public transport modes, for casual recreation within the countryside
 - conserve and enhances the AONB/future South Downs National Park and to improve people's access to it
 - developing a city-wide open space framework. This policy will have regard to facilitating and improving equality of access to, participation in and enjoyment of: recreation; sport; play; nature conservation; the seafront; allotments; parks; and other types of open spaces, in a comprehensive manner in conjunction with other partners. Regard will also be given to improving the quality and variety of open space in the city. Attention will be given to the linking of the open spaces, the establishment of the Green Infrastructure Network, public safety within open spaces, biodiversity and to addressing deficiencies. The approach will generally seek to retain existing open spaces and if appropriate create additional open spaces. (OS3)
 - ensuring that future developments enhance existing open spaces and, where appropriate, contribute towards the provision of additional open spaces and/or facilities. High priority will be given to the different types of functions/uses the open spaces provide, the facilities offered, accessibility to all sectors of the community, and the future potential of all these elements.

A different kind of city... a unique destination: A Strategic Framework for tourism development for Brighton and Hove (2004)

- 3.47 This strategic framework is based on five principles to ensure tourism development is sustainable, namely:
- that the tourism industry should be profitable
 - that visitors should have a positive experience
 - that local people should benefit from tourism
 - that the city's environment should be protected
 - that the city's tourism must develop.
- 3.48 This document sets out a 10-year vision for the city as a tourism destination, and details the steps needed to achieve that vision. The vision is for:
- a 12% growth in tourism jobs
 - visitor income to increase to £600 million per annum
 - the tourism business to be year-round and profitable by 2014.
- 3.49 To achieve this vision, the city needs to succeed in five key areas: quality, safety, cultural investment, transport and marketing, each with specific objectives. Those relevant to this study include:

Quality

- | | |
|--|---|
| • higher quality visitor accommodation | • a safe and clean seafront – the shop window for the city |
| • a solution for the West Pier | • blue flag beaches |
| • a seafront mass-transport solution | • a well-protected built heritage |
| • a well-protected environment supported by a visitor management programme | • establishing the city as the gateway to the Downs |
| • improved street cleaning and maintenance | • graffiti removed and tackled |
| • prosecutions to deter fly-posting, graffiti, vandalism and fly-tipping | • a higher standard of public toilet provision |
| • new iconic and imaginative developments at Black Rock, King Alfred, the Marina and elsewhere | • new tourism developments and inward investment to address product gaps. |

Safety

- high-profile community safety
- enforcement of street drinking ban and other initiatives
- reduced crime against visitors and in key visitor areas
- effective and well-maintained street lighting in core tourist areas.

Cultural investment

- a proactive events strategy
- identified and maintained sites for large open-air events
- strengthened public art (art in public places)
- dedicated and improved parking provision/spaces for visitors
- improved promotion of walking and cycling
- event management plans, to include handling of waste, transport and visitor management
- improved cultural tourism infrastructure
- a cultural quarter
- a better understanding of visitors' transport and travel needs
- a city that is accessible to disabled visitors.

Marketing

- improved market intelligence and customer research shared throughout the industry
- new business for the city and more repeat business
- stronger evidence of the benefits of tourism to the city
- stronger customer databases and increasingly targeted marketing
- better understanding of competitors
- a world-class marketing communications strategy.

City Sport Strategy and Action Plan, Brighton & Hove 2006-2012

- 3.50 The City Sport Strategy is the key document relating to sport and recreation, and works in conjunction with the Active Living Strategy for all matters relating to health and fitness.
- 3.51 The vision outlined in the document is to “increase participation in sport and physical activity in Brighton and Hove in order to improve health and well-being as well as creating higher levels of performance”.
- 3.52 This is to be achieved through seven main outcomes for change identified by Sport England: increasing participation in sport and recreation, improving levels of performance, widening access, improving health and well being, creating stronger communities, improving education and benefiting the economy.
- 3.53 A number of strategic objectives in the Action Plan relate directly to this PPG17 study. The Council aims to:

- encourage joint working to ensure that there is a strong role for sport and physical activities in wider city strategies, including the Community Strategy, the Local Area Agreement and the Neighbourhood Renewal Strategy
- support the renewal and development of facilities through appropriate channels, including influencing and working to the priorities in the LDF
- work to improve changing accommodation in parks and open spaces, especially in relation to facilities used by women, girls and young people
- implement DDA requirements to ensure access to facilities is available to people with disabilities
- work with transport providers in the city to improve access to facilities by public transport
- develop the programme of council leisure facilities to increase participation by identified groups
- provide a wide range of recreational facilities in parks and open spaces
- work with the Child Safety Strategy Steering Group on the implementation of actions agreed in the City's children and young people's Safety Strategy in relation to safety in the physical environment
- work with schools/education on the extended schools agenda to look to improving sports facilities on school sites, especially where schools are committed to community use of facilities
- seek greater outcomes for sport and facility development through developer contributions
- renovate and upgrade all relevant playing pitches as identified in the playing pitch strategy action plan. Standards will be brought up to league, county and governing body requirements
- continue the development of the new King Alfred Centre
- work in partnership with sports clubs on the development of new facilities or on the refurbishment of existing venues where clubs are looking to increase participation and make links with the wider community
- work with community groups and partner organisations to achieve ten open access skate parks at previously identified sites
- prioritise facility maintenance through the Council's partnership with DC Leisure and ensure further development of these facilities.

THE PLACE to PLAY: A Play Strategy for Brighton & Hove (November 2006)

- 3.54 The vision of this strategy is of Brighton & Hove as a place where children will experience the benefits of widespread, co-ordinated support for play, with high quality and accessible play facilities and play opportunities which foster equality, inclusion and participation.
- 3.55 The strategy envisages play activity contributing to a range of child centred services that aim to improve children's health, to improve and enrich their learning, and to build safer and stronger communities.
- 3.56 This is centred around five key themes:
- inclusion and equality
 - children and health
 - children's safety and safer communities
 - enjoying and achieving
 - making a positive contribution through play.
- 3.57 In order to achieve this vision, key objectives include the following:
- to meet the play, leisure and recreation needs of all children and young people in Brighton & Hove
 - to ensure that excellent play and enrichment opportunities are fully accessible to all children
 - to raise the profile of play in the city and to promote good play practice
 - under the auspices of the Children & Young People's Trust Strategic Plan; to facilitate quality play opportunities for children and young people within and alongside a broad range of children's services
 - to provide better information and planning for play in order to achieve a thoughtful targeting of resources
 - to reach and maintain the highest standards of excellence in play provision.
 - to address the particular barriers to sustainability of play services and play opportunities in disadvantaged communities in a strategic way that contributes to a city-wide co-ordinated approach to the use of available resources.
- 3.58 The strategy also identifies needs for the future provision of play space including supervised play for under 5's, holiday playschemes, open access play, creative arts, play and the wider environment.

Sustainable Strategy, Local Agenda 21 in Brighton & Hove

- 3.59 The purpose of this document is to provide a framework for improving the environment and the quality of life for all in Brighton & Hove.
- 3.60 Two key objectives relate directly to open spaces and recreation facilities:
- maintain and improve the natural environment, habitats and species of Brighton & Hove and to ensure that everyone has access to green space with biodiversity value
 - improve quality of life through leisure, cultural and recreational opportunities.
- 3.61 To achieve these objectives, the Council will “acknowledge the wide variety of roles that parks and open spaces play, their importance for informal recreation, contact with nature and their cultural and historical significance.”
- 3.62 The Council is also working to conserve and enhance the wide variety of species and habitats found in Brighton & Hove”. This is also supported by the ‘Wildlife for People’ strategy.

London Road and Lewes Road Regeneration Strategy, July 2007

- 3.63 The purpose of this document is to inform the emerging LDF on developments around London Road, Lewes Road and Preston Park West.
- 3.64 The vision for these areas is “to provide strong and attractive gateways to the city, and create distinctive, integrated quarters which strengthen and enhance the overall character and diversity of the city”.
- 3.65 The key issues relating to open space to be addressed in the area include:
- the interface between the buildings on the west of Preston Road and the park
 - inefficient use of land
 - poor quality pedestrian environment
 - underperforming green spaces
 - poor quality green space.
- 3.66 Proposals to achieve this vision include:
- creating a high quality, environmentally sustainable, mixed-use neighbourhood with a strong interface with the park serviced by local amenities
 - improving the public realm by enhancing Saunders Park and Woodvale Cemetery and addressing the blank frontages
 - transforming Valley Gardens into a Green Boulevard leading to the seafront which can be used as valuable green space and be a grand civic gesture.

Open Space Study; DRAFT Neighbourhood Survey Report, May 2006

- 3.67 The report contains the preliminary results of the Neighbourhood Survey conducted by Brighton and Hove City Council's City Planning team.
- 3.68 The survey sought to establish which spaces the resident population visit/use, how often, the mode of transport they use and how long they travel to get to these places, their reason for visiting, the adequacy of the services provided and their expectations regarding those services.
- 3.69 A total of 1,183 completed questionnaires were returned giving a response rate of 24%. Of this total, 61% were female and 34% male with 5% not replying.
- 3.70 Only 8% (94) of respondents said that there was not a park or open space in their local area. Of these 94, 22% said that their disability or illness limited their activities.
- 3.71 83.5% of respondents had visited their local park or open space regularly. Preston Park was the most visited open space and walking was the most common activity undertaken.
- 3.72 60% of respondents rated the facilities on offer in their most used park/open space as very good or good. With only 7% of respondents citing facilities as poor or very poor.
- 3.73 The most common mode of travelling to parks and open spaces in Brighton was by foot (61.5%). Furthermore over three quarters of respondents said that they either felt safe or very safe in the park during the day.
- 3.74 There were generally favourable comments about the use of parks and open spaces, however the main areas for improvement in parks and open spaces cited by the respondents were:
- both improved and added seating
 - improved play equipment for all young users
 - improved planting in general
 - improved and additional dog free areas
- 3.75 The vast majority of respondents visited and valued the city's parks and open spaces.
- 3.76 Of those who said they had not accessed a park or other open space, age-related disability, or illness emerged as the limiting factors.
- 3.77 Overall satisfaction and safety levels with the service are high, however, it is widely accepted that the service could still benefit from improvements and continued upgrading.

Working Towards an Equal City – Equalities & Inclusion Policy 2008-2011

- 3.78 This policy guides Brighton & Hove Council's approach to equality, diversity and inclusion. It builds on the city's shared experiences and lessons learnt in the past four years, and describes its achievements and plans going forward between 2008 and 2011.
- 3.79 As a public authority Brighton & Hove Council has a statutory duty to promote race, disability and gender equality and to publish schemes setting out how exactly this will be achieved. The Equalities & Inclusion Policy's action plan pulls together outstanding actions from the Council's existing Race Equality Scheme, Disability Equality Scheme and Gender Equality Scheme. This enables the Council to broaden its actions to include the other equalities strands of sexual orientation, age and religion/belief and address all equalities issues, and issues of poverty and deprivation, in a more systematic and strategic way.
- 3.80 The action plan, which is subject to yearly review, includes actions around - developing disability cricket, sports activities for girls, support for LGBT sports groups, disabled children's play and improved access to council property and services. Another key action requires an Equalities Impact Assessment of proposed or existing activities in order to identify adverse impact on communities of interest, and opportunities to promote equality.
- 3.81 These policies and approach have been duly considered in the creation of appropriate standards for open space and recreational facilities which are as widely accessible as possible.

Summary and conclusions

- 3.82 The provision of open space supports wider policy objectives at all levels, from central government to local authorities. These general objectives include social and community cohesion, urban renaissance and promoting a healthy and enjoyable life.
- 3.83 It is evident from this strategic review that a high level of importance has been placed on the provision of outdoor space and associated facilities in Brighton & Hove, and that there are a number of key issues which strongly emerge, notably:
- concerns over the current level of provision for young people and tackling anti-social behaviour
 - the importance of sport and active recreation in delivering a healthy, balanced lifestyle for children and adults
 - the need for the physical revitalisation of Brighton & Hove, but not at the expense of the quality of the townscape
 - a strong predisposition against the loss of outdoor space of any kind
 - the importance of maintaining and developing the potential of Brighton & Hove as a tourist destination, primarily through the coastal areas, but also the South Downs National Park
 - the physical constraints on Brighton & Hove imposed by being sandwiched between the Downs and the sea

- the draft South East Plan has specified approximately 5,500 homes to be built by 2026, which in turn will have an impact upon local infrastructure. It is felt better use of existing open spaces, both public and private, will have to be sought and innovative solutions to providing additional open space to cater for the future population will be needed
- the need to conserve biodiversity and ensure adequate access to natural green space
- the importance of open space to the residents of Brighton & Hove shown through previous consultation and related studies.

3.84 This contextual review of documents highlights the perceived importance of maintaining and improving open spaces to contribute towards the realisation of a series of wider objectives in Brighton & Hove from a national and local perspective.

SECTION 4
CONSULTATION

4. Consultation

Introduction

- 4.1 A series of consultations have been undertaken amongst both users and non-users across the city to establish the views on open space provision.
- 4.2 Consultations were carried out with many organisations and individuals using various methods, including:
- **a household survey** – surveys were distributed to 5,000 randomly selected households across Brighton & Hove
 - **sports club survey** – to all identified sports clubs in the city
 - **young person’s internet survey** – a letter and information pack was sent out to all the primary and secondary schools in the city for completion by pupils
 - **drop-in sessions** – held at two different locations – George Street in Hove, and Churchill Square in Brighton
 - **internal consultation** – with Council officers from a range of departments including planning, leisure, sports development and education
 - **external consultation** – with groups and organisations representing residents and interested groups across Brighton & Hove to ascertain their views on open space and facilities. This included disability groups and other minority groups including LGBT.
- 4.3 The information gained from these consultations, as well as the Open Space Study Neighbourhood Survey, carried out by the Council, has been used to inform the study and to help understand:
- the needs and requirements of local residents
 - the attitudes towards and expectations for open space
 - good and bad points about the existing provision
 - existing open space, sport and recreation provision at a strategic level
 - the key issues/problems facing different Council departments and agencies.
- 4.4 The information collected through the consultation is invaluable to this report and forms the basis of the recommended local standards.
- 4.5 This section comprises a review of the primary issues to emerge from the consultation programme.

Household survey

- 4.6 The household survey is one of the most important features of the consultation, allowing a number of randomly selected households to comment on the quantity, quality and accessibility of open space, and sport and recreation facilities, as well as providing the opportunity to comment on site-specific issues. It allows non-users to be targeted, as well as users.
- 4.7 5,000 household surveys were sent to households across Brighton & Hove with freepost response envelopes. A total of 686 completed surveys were returned, providing a sample that can be used to extrapolate the views of the broader population. A copy of the household survey can be found in Appendix B.
- 4.8 Specific questions in the household questionnaire directly input into the standard setting process. For example, respondents were asked whether they consider there to be enough of each type of open space and were also asked to explain their answer.
- 4.9 This provides a sound statistical basis for the quantity standards. It can be further analysed to assess, for example, whether a perceived lack of open space is actually a need for better quality facilities rather than a need for additional facilities.

Respondent profile

- 4.10 60% of respondents were female with a good spread of ages – 25-34 years (15%); 35-44 years (23%); 45-54 years (18%); 55-64 years (17%); and 65-74 years (14%) however under 4% of respondents were under 24 years.
- 4.11 90% of residents surveyed were of white British background.

Open space quantity

- 4.12 Respondents were offered six alternatives to describe their view of the quantity of provision for each type of open space, as follows:
- more than enough
 - a slight excess
 - about right
 - nearly enough
 - not enough
 - no opinion.
- 4.13 For **parks and gardens**, in terms of quantity, 59% of respondents thought that there was an adequate number of parks and gardens with 36% suggesting that the city is in need of more. Less than 1% had no opinion, which implies that residents generally use or are aware of issues facing this typology.
- 4.14 **Natural and semi natural areas** were seen as an area for development – while 34% of respondents thought current provision was about right, 41% felt there was clearly not enough, with a further 17% feeling there was nearly enough – a total of 58% felt that there was under provision.

- 4.15 **Amenity areas** were viewed as about right by 33%, almost enough by 21% and not satisfactory by 33% - a total of 54% felt that there was under provision.
- 4.16 In terms of **play areas** a significant number of respondents were unable to offer an opinion (14%) which is relatively surprising given the spread of age groups and number of parent-age respondents. Of the other responses, 3% believe there is more than enough, 30% agree that supply meets demand, and 20% and 32% believe there is nearly enough or not enough respectively.
- 4.17 **Teenage facilities** was recognised as a priority area with 60% reporting an unsatisfactory supply and a further 10% reporting nearly enough – a total of 70%. There was a significant number with no opinion (17%).
- 4.18 **Outdoor sports facilities** were flagged as an area requiring development. 29% of residents considered the current level satisfactory, with 42% suggesting there was a clear undersupply, and a further 17% a slight undersupply – a total of 59%.
- 4.19 It is common to find a limited awareness of **allotments**, this trend was less evident in Brighton & Hove – whilst 24% had no opinion on current provision, 31% considered there to be not enough (a high amount in comparative terms) with 13% suggesting a slight undersupply and 27% saying supply met demand.
- 4.20 Over 90% of surveys indicated that there was sufficient or more than enough of **beach and coastal areas**, of which 66% said levels were about right, with 24% suggesting there was an oversupply.
- 4.21 **Civic spaces** elicited a varied response – 49% said levels were about right, with a further 8% saying there was overprovision, but 28% concluded there was either a marginal or significant undersupply, with 16% having no opinion.
- 4.22 Over half the respondents (52%) were happy with levels of provision of **cemeteries** with 23% registering no opinion.
- 4.23 **Green corridors** were raised as an area of deficiency, with 39% stating there were not enough, with a further 15% suggesting slightly not enough, although 30% of respondents suggested provision was about right.
- 4.24 **The Downs** – a typology unique to Brighton & Hove, to reflect the physical location of the city, was found to be largely satisfactory. 10% suggested there was more than enough, with a further 62% stating levels were about right. 20% believed there was an undersupply to a greater or lesser degree.

Usage of open spaces

- 4.25 The following table sets out the frequency of use for each open space typology, shown as a percentage of questionnaire respondents.

Table 4.1 Usage frequency

Typology	Usage frequency (%)		
	More than once a month	Less than once a month	Don't use
Parks and gardens	74	23	4
Natural/semi natural areas	52	39	10
Amenity areas	34	36	30
Play areas for children	28	16	56
Teenage facilities	7	8	85
Outdoor sports facilities	25	27	49
Allotments	9	5	86
Beaches and coastal areas	44	13	44
Civic spaces	30	38	32
Cemeteries and churchyards	10	33	58
Green corridors	34	37	29
The Downs	45	47	8

- 4.26 There is high regular usage of parks and gardens, natural and semi natural areas and The Downs, but a slightly surprising finding for the beach and coastal areas in that 44% of respondents do not use this type of open space.
- 4.27 Typologies with limited use are most notably allotments (86%), outdoor sport facilities, cemeteries and churchyards, play areas and teenage facilities; the latter two can be accounted for by considering the demographic surveyed which had a low number of young people and the fact that 76% of respondent households had no children.

- 4.28 Several facilities are popularly frequented on an irregular basis such as civic spaces and cemeteries. Various typologies are used by a particular group but not used on a regular monthly basis by a significant number such as outdoor sport facilities, teenage facilities, amenity areas and civic spaces which may relate to accessibility and availability of these typologies.

Open space most frequented

- 4.29 Residents were asked which specific open space they visited most often. The most popular was parks and gardens with 35% of respondents stating that this was their most used typology. Beaches and coastal areas was the second most frequented with 34%. The Downs registered 8%, as did play areas for children.
- 4.30 Natural areas and outdoor sports was each selected by 4% of respondents, with allotments selected by 3% and all other typologies 1% or less.

Perceived quality

- 4.31 Identifying the perceived quality of open space areas is critical to establishing specific typology deficits. Residents were asked whether they found each type of open space good, average or poor. The results of this are shown below in Table 4.2.

Table 4.2 Perceived quality

Typology	Perceived quality (%)		
	Good	Average	Poor
Parks and gardens	69	27	5
Natural areas	50	42	8
Amenity areas	28	58	15
Play areas for children	37	45	18
Teenage facilities	10	37	52
Outdoor sports facilities	23	55	22
Allotments	26	55	19
Beaches and coastal areas	63	33	4
Civic spaces	28	62	9
Cemeteries and churchyards	35	57	7
Green corridors	33	49	18
The Downs	79	18	3

- 4.32 The majority of residents perceived the quality of all open space typologies to be good to average, with the clear exception of teenage facilities, where only 10% of respondents selected a good rating, with 52% rating them poor.
- 4.33 The best rated typologies were: parks and gardens which were only rated poor by 5%; beaches, rated poor by 5%; and The Downs, which only 3% of respondents identified as poor.

- 4.34 Play areas for children and outdoor sports facilities received a more even distribution of responses, but a sizable portion of respondents reported facilities as poor (18% and 22% respectively).

Outdoor sports

- 4.35 Residents were asked how they perceived the quantity of various outdoor sport facilities in Brighton & Hove, the results are listed in Table 4.3 below.

Table 4.3 Perceived provision of outdoor sports facilities

Type of facility	Perceived provision (%)			
	More than enough	About right	Not enough	No opinion
Grass pitches	6	47	24	24
Synthetic turf pitches	4	19	31	47
Tennis courts	6	47	27	21
Bowling greens	9	50	11	30
Golf courses	14	40	9	37
Multi Use Games Area	3	24	42	31

- 4.36 For all facilities except Synthetic Turf Pitches (STPs) and Multi Use Games Areas (MUGAs) the majority of respondents suggest that the quantity of provision is about right, with only golf courses being considered in oversupply by more than 10% of the respondents (14%).
- 4.37 The primary sports facilities suffering from a perceived under provision are MUGAs (42%); STPs (31%); tennis courts (27%); and grass pitches (24%). Nearly half the respondents (47%) had no view on STPs, indicating that the polled individuals are more than likely not users of these facilities.
- 4.38 Bowling greens and golf courses are well provided for, according to the survey.
- 4.39 To accompany the statistics, additional details and qualifying reasons were requested. A sample of some of the common comments includes:
- six comments out of 65 received related specifically to the access and quality of tennis provision in the city. There was a perceived undersupply of courts identified across the city, with Queens Park, Hove Park and Portslade mentioned specifically. Those residents felt they were unable to book courts when required and often faced a long wait.
 - 20 out of a total of 104 comments related to the lack of teenage facilities and their maintenance, although there is a degree of discrepancy over whether there is a need for sports facilities specifically, or social areas. This perceived demand may be served by MUGAs, which were also referenced extensively, supporting the statistical findings above.
 - five comments raised the issue of overuse of sports pitches
 - Hove Lawns was highlighted as area which is being damaged by informal overuse for football.

Indoor sport facilities

- 4.40 Residents were asked how they perceived the quantity of various indoor sport facilities in the city, the results are listed below:

Table 4.4 Perceived provision of indoor sports facilities

Type of facility	Perceived provision (%)			
	More than enough	About right	Not enough	No opinion
Swimming pool	3	31	61	6
Sports halls	3	37	54	7
Health and fitness (gyms)	14	46	26	15
Indoor tennis	3	18	41	39
Indoor bowls	3	19	26	52
Church/parish/community halls	8	47	16	30

- 4.41 Similarly to outdoor sport facilities there is a relatively small proportion of people within Brighton & Hove that believe there is an oversupply of indoor facilities. Health and fitness scores the highest in this regard, with 14% of respondents stating there is more than enough, with a further 46% believing provision is at the right level.
- 4.42 Indoor tennis facilities are considered to be in undersupply, with 41% of respondents stating this, although 39% stated they had no opinion (second only to indoor bowls, with 52%). This may be explained by the small number of participants in tennis (largely in line with national trends which notes a participation rate of approximately 2%).
- 4.43 Swimming pools and sports halls are identified as the primary areas of concern for residents of Brighton & Hove. In these two areas, 61% and 54% of respondents believed that there was not currently enough provision. Church and community hall space was largely thought to be about right (47%).
- 4.44 Again, further details were requested to qualify the statistical results. A sample of comments is provided below.
- the most frequent concern (20 comments out of 89) raised by residents of Brighton & Hove is the quality and quantity of swimming, supporting the statistical findings above. Some key points/recurring comments include:
 - the general under provision of swimming opportunities across the city (8 comments)
 - the need for Brighton to have a 50m pool (two comments)
 - the provision of a lido or outdoor swimming (two comments)
 - the current standard of King Alfred, with significant concerns about the loss of this facility and questions about alternative quality provision during the interim period (not just swimming but generally) (two comments)

- that Burgess Hill offers superior facilities (one comment)
- accessibility to public pools is poor, particularly in Hove, Fiveways and Portslade (five comments).
- the expense of indoor sport and leisure facilities is considered a significant issue, with questions over the balance between private and public facilities (10 comments)
- the lack of a competitive watersports centre (two comments)
- the lack of an ice rink (one comment)
- the accessibility of community facilities and halls, which suffer from overbooking (three comments)
- general publicity of what facilities are available in the city via leaflets or an advertised website would aid residents, this was particularly notable for community halls (one comment).

Sports club survey

- 4.45 The sports club survey forms part of the information collected to inform standards and recommendations for indoor and outdoor sports facilities.
- 4.46 PMP sent surveys to 219 sports clubs across the city, from which 94 surveys were successfully completed and returned, which represents a high response rate of 43%. The results account for the following types of sports clubs (some clubs offering more than one activity):
- | | | |
|-----------------|-----------------|----------------|
| • football (39) | • netball (3) | • hockey (4) |
| • cricket (10) | • Swimming (6) | • rugby (5) |
| • bowls (10) | • walking (6) | • cycling (3). |
| • tennis (8) | • badminton (4) | |
- 4.47 The following points summarise the key points to arise from this element of the consultation programme, split broadly into the three key themes of quantity, quality and accessibility. There were 45 open response comments relating to quantity and 35 relating to quality

Quantity

- the facility type identified as most used is natural grass pitches (used by 47 various types of clubs). Synthetic turf pitch use is next with 20 clubs making use of this facility type.

- just under half of all clubs (48%) believe that facility provision for their type of sport across the city is sufficient, with tennis, bowls and diving clubs suggesting there is an oversupply. Although this result might be expected for bowls (which is well catered for in Brighton) the findings conflict with the public consultation on tennis, which suggested there might be an undersupply of tennis facilities. This may imply that in that most clubs members are able to access good quality courts when they wish but that other members of the public see cost as a barrier to use.
- football (15) and cricket (four) clubs note a deficiency in terms of quantity
- in terms of club aspirations for facilities, most feel that more synthetic turf/all weather pitches would be of most value (39%). Unsurprisingly a significant degree of this demand derives from football (10) and cricket (four) clubs.
- this is combined with a general feeling throughout the survey that provision of youth facilities needs to be greater (24 responses). A demand also exists for further sports halls (23 responses) and MUGA's (19 responses).

Accessibility

- the vast majority (86%) of clubs surveyed recorded car use as the major form of transport used by members to access their primary facility. The second highest transport methods were the bus and walking (19% each) followed by cycling (10%).
- 60% of clubs suggested that a reasonable journey time for their members to travel to facilities was between 10 and 20 minutes
- popular sport sites in the city include facilities at Hove Park (eight clubs), Rodean School (four clubs) and Greenleas Recreation Ground (four clubs). Preston Park is the most frequented bowls facility (seven clubs), but, as is usual, most clubs have indicated that they use more than one site for their activities
- several clubs have argued that providing access to school sites and other leisure sites throughout the city outside of school hours would dramatically increase participation, especially in teenagers
- most club members come from Brighton's suburbs and the Hove/Portslade area (46 clubs) although one tennis club has identified Worthing as a significant catchment for members. Scuba diving clubs have a larger catchment with members coming from as far as London, Dover and Southampton.

Quality

- five clubs using grass pitches highlighted substandard drainage and maintenance
- five of the clubs that used sports halls and synthetic pitches expressed concern at excessive costs, a lack of booking slots available and lack of adequate changing facilities.

- Brighton Swimming Club indicated that poor parking facilities and high costs of the existing car parks in the town centre had a direct impact on membership, which has fallen by 30% in recent years. It has been suggested by some clubs that people have given up going to the town centre for sports or leisure purposes because of the lack of affordable car parks.
- three football clubs have indicated that the provision of mini soccer and indoor training facilities is not adequate to cope with the increasing demand
- overall 63% of the clubs would rate the quality of facilities in their local area as average or better
- areas highlighted as priorities for investment include; well-maintained grass pitches, with level surfaces and good drainage as noted by 39% and 33% of respondents; however this might reflect the number of football and cricket clubs within the survey sample. Other priorities for investment include the range of facilities on offer (27%), affordable prices (38%) and changing facilities (32%).

Young person's internet survey

- 4.48 In July 2007 PMP sent an information pack to all schools in the Brighton & Hove area inviting their pupils to complete an on-line questionnaire regarding open space and sports facilities in the local area.
- 4.49 The survey was based upon a standard questionnaire that has been developed through working on over 50 PPG17 studies but was amended to more suitably reflect Brighton & Hove. The survey can be viewed in Appendix B.

Demographics

- 4.50 A total of 191 surveys were completed and submitted on-line. The following six schools responded to the survey:
- Blatchington Mill
 - St Marks CE Primary School
 - West Hove Junior School
 - Dorothy Stringer High School
 - Elm Grove Primary School
 - Cardinal Newman Catholic School.
- 4.51 Of the respondents 41% were in Year Four, and 23% in Year Nine. 57% of the respondents were male and ethnicity was not requested.

Other interests

- 4.52 Pupils were asked what activities they preferred to do in their spare time, for which several options were provided. The results were:
- play or hang out with friends outside (38%)

- indoor activities like playing games and watching TV (28%)
 - play sport (27%)
 - play or hang out with friends inside (6%).
- 4.53 These results highlight the importance of providing good quality outdoor space, as the majority of children's favourite pastimes take place outside, either by way of organised sporting activity or just hanging out.
- 4.54 A fifth 'other' option was also available. About 5% of pupils selected the 'other' option, with the most popular responses being:
- computer based activities (either games or social networking sites)
 - musical instruments
 - skateboarding.

Open space most frequently used

- 4.55 68% of respondents stated that there is a place near their house or school where they could play or hang out with friends.
- 4.56 Respondents were asked whether they had visited any type of open space in the last year. Parks and the seafront were the most popular types, with 22% and 20% respectively. The next most popular areas were woodland or overgrown wild area and outdoor sports facilities with 11% each.
- 4.57 Play areas or youth shelters scored 10%, grassy area or village green and The Downs scored 8% each, cemeteries and churchyards with 6%, and allotments with 4%. Only 1% of pupils (nine individuals) stated that they had not visited any type of open space in the last year.
- 4.58 The main reason for using an open space or sports facility was to meet friends (28%). The other top answers are shown below:
- to use the playground/play equipment (19%)
 - it is just somewhere to go (16%)
 - for a kick about/informal play (12%)
 - to play on the sports pitches/courts with friends (10%)
 - to play on the sports pitches/courts with a team (7%).

Favourite open spaces

- 4.59 Young people were asked what their favourite specific outdoor open space was. The most popular responses were:
- Preston Park (16)
 - East Brighton Park (seven)
 - The Level (seven)

- Manor Road fields (six)
 - Beach (six).
- 4.60 The questionnaire also asked young people what their favourite type of open space was. The most popular type of space was parks and gardens with 36%, followed by play area (18%), amenity green space (13%), outdoor sports facilities (11%) and teenage facilities, which scored just 6%.
- 4.61 The frequency of usage was also examined, showing that 70% of respondents use their favourite facility once or more a week. 19% use it once a month or more, with just 11% using it once a year or more.
- 4.62 The top “like” about the open space used was that it is located close to home (29%). The fact that it is free to use and it’s a good place to meet friends both received 23% each. The top “dislikes” were dog mess (19%) and the unavailability in the evenings (13%).

Accessing open spaces

- 4.63 The vast majority of children walked to the open space that they visited most often (56%). The next most popular mode of transport was to cycle (29%), then car (14%), followed by skating (9%). When asked for their preferred mode of transport, walking was the most popular method with 41%. Cycle was the second most popular with 29% with car at 14%.
- 4.64 It will be important that future policies, plans and open space developments take these travel habits into consideration, that site access is suitable, with provision for bicycle storage for example, to further discourage reliance upon the car, in line with the Council’s overall priorities.
- 4.65 Pupils were then asked how long it took to travel to an open space. The results showed:
- less than five minutes – 54%
 - less than 10 minutes – 25%
 - less than 15 minutes – 9%
 - more than 15 minutes – 6%
 - more than 20 minutes – 6%.
- 4.66 These results show that children who use open space tend to be quite well catered for in terms of accessibility to sites – with 79% of respondents able to access open spaces in less than 10 minutes. This feedback is an important factor in the devising of the accessibility standards for certain typologies, to ensure that a satisfactory level of provision is maintained.

Qualitative issues

- 4.67 Some children (39%) stated there are open spaces in their local area where they feel unsafe. A large number of respondents mentioned parks and streets in general. Many comments from the survey suggested that some young people felt unsafe due to travellers in parks.

- 4.68 In terms of improving safety, the following responses were given with regards to the implementation of specific safety features:
- cameras (24%)
 - staff on site (18%)
 - lighting (17%)
 - travelling there with friends (17%)
 - travelling there with adults (9%).
- 4.69 When respondents were asked about the quantity and quality of open space in their area, the dominant answer for both quantity and quality was “good” (46% and 89% respectively).
- 4.70 When asked what improvements respondents would like to see at a new or improved facility there was a variety of suggestions. Nearly one in five (18%) wanted more interesting play equipment, whilst 13% would like more indoor non-sports facilities. 13% also would like more outdoor sports equipment.
- 4.71 Both skate parks and nature areas received 12%, while 10% would prefer a MUGA which is assumed to be a free to access and unsupervised facility. The least popular improvement was for planned organised activities (5%) and indoor sports (3%).

Indoor sports

- 4.72 Swimming was clearly the most popular indoor sport for children outside of school hours, with 40% of respondents confirming they participated. Indoor football was the next most popular, scoring 13%.
- 4.73 60% of the respondents stated that they had visited a swimming pool in the last year. 23% had been to a sports hall, 11% to an indoor bowls facility, and 5% to a squash court. 58% of respondents answered that they visited that particular facility once a week or more.

General comments

- 4.74 The final question was a general comments box regarding open spaces and sports facilities. The main themes to be drawn from the 75 comments are:
- requests for additional play equipment/things to do (25 comments)
 - concerns at the cleanliness of current sites (nine comments)
 - concerns regarding the anti-social behaviour of older children (four comments).
 - suggested facilities include additional skate parks and BMX parks (four comments), swimming pools (three comments) and football facilities (three comments).

Internal consultation

- 4.75 The internal consultation provides an overview of Council plans, roles of officers and expectations from the perspectives of individual departments. Individuals from various Council departments were consulted by telephone.
- 4.76 This also feeds into the separate sections of the report (Sections 5-13) and setting of local standards.
- 4.77 Some significant points to come out of the internal consultation were:
- the need for future policies on developer contributions to exhibit a balance in order to deliver maximum community benefits while not discouraging economic growth ie not making onerous requests of developers
 - an appreciation of the importance of community spaces, particularly civic spaces and hard landscaped areas, in new build developments (whether retail or office)
 - encouraging public access and usage of open spaces through good design, location and, where appropriate, programming, to ensure that areas are well used, secure and easily maintainable
 - the fact that good quality open spaces add financial value to commercial developments and that they should be planned into office/residential
 - in accessibility terms, that open spaces should be welcoming, visible and attractive to encourage usage
 - the children's and play services department has concerns that consultations regarding open spaces have not always involved a diverse group of relevant departments
 - the quality of play areas is generally regarded as good, but some playgrounds are not used because of safety issues and antisocial behaviour
 - accessibility is particularly important for young people, there needs to be attention given to the road crossings to get to parks and pitches. The tendency of users, particularly on estates, is to remain local which should be considered when setting accessibility standards.
 - a general need for child-friendly policies
 - that providing open spaces in developments has been a challenge in recent years, and is a key issue, especially given the high-density nature of development in the city. There is concern that developers attempt to circumvent their obligations.
 - the tendency towards a large number of smaller scale developments, primarily through infill, has made it difficult to secure developer contributions
 - there are 11,000 new dwellings to be built in Brighton & Hove, with a lot more high density housing, and due to the proximity of the proposed National Park, to the boundary of the built up area, all development is likely to take place within the city boundaries, hence the significance of this study

- there are concerns that the parks and open spaces team has been unprepared to continue managing the parks and gardens due to the falling budgets they are allocated
- there are a number of sites of concern to the parks department because reduced budgets have meant a modification in the approach across all sites. The department, if budgets were not to be increased, would prefer to have responsibility for fewer sites, maintained to a higher quality.
- the total number of workable allotment sites is 2,321, of which around 92% are currently registered as occupied, although it is likely that more are actually being cultivated.

Drop in sessions

- 4.78 The public consultation sessions provided the chance for any member of the public within Brighton & Hove to comment informally on open space within their local area. The sessions were advertised in the local press and by press releases and held in two of the busiest areas of the city, George Street in Hove, and Churchill Square in Brighton to give the best possible opportunity for contributions.
- 4.79 As a general point, many respondents indicated satisfaction with the quality and quantity of outdoor spaces in Brighton & Hove. The Hove session appeared to target local people more effectively and responses tended to highlight local and detailed issues pertaining to specific sites, whereas the Brighton session tended to elicit general responses about the state of provision in the city as a whole.
- 4.80 Some key points to emerge from the drop in sessions include:
- poor general provision of litter bins
 - the management of provision for dogs was raised. The need for more dog bins was highlighted, with mixed views on whether dog walkers should be allocated dedicated space. Generally it was not thought that dog fouling was a significant issue. Fenced amenity greenspace and natural and semi natural areas are needed whereby dogs can be allowed to run free whilst being supervised by their owners.
 - the walk along the seafront is regarded as a highlight (particularly for tourists), most people found no real issues with this and thought the quality and provision offered was good, clean and safe. It provides a valuable open space for the town.
 - residents have suggested that there is too much concentration on the seafront, and more could be done elsewhere
 - St Anns Well Gardens, Preston Park and Hove Gardens were generally considered in a positive light, as was Pavilion Gardens
 - in general people wanted more open spaces to allow for children to play and would like to see specific activities and possibly a sporting complex, skate parks and cycle routes
 - mixed views on the location and construction of Brighton & Hove Albion's stadium at Falmer

- suggestions were made that there is not enough natural/semi natural environment in the centre of Brighton and that a greater variety of open space typologies was required
- the perception of security at parks was variable, with the suggestion that some parks are not used due to perceived anti-social elements namely, homeless, drunks, drug addicts and the Level was named as an example.

Wider consultation

4.81 Additional consultation was undertaken with a wide variety of interest groups. No specific issues were raised in respect of disabled persons' groups or LGBT groups but comments were received from:

- **the Wildlife Advisory Group** – an association of wildlife organisations set up by the Council to advise it on nature conservation issues, which placed particular value on the need for more natural and semi-natural space and protection of existing areas of natural significance, particularly The Downs
- **the Brighton Society** – a group which aims to conserve and improve the amenities of Brighton & Hove by encouraging the preservation of architecturally and historically interesting buildings and the individual character of local neighbourhoods which highlighted concerns over the management of parks and gardens, citing a lack of creativity and problems relating to the absence of staff members on site
- **the Regency Society** – a registered charity formed in 1945 to fight the proposed demolition of the terraces and squares of the Brighton and Hove seafront which highlighted the importance of maintaining a respectful balance with the existing built environment and its significant heritage
- **the Allotment Federation** – a volunteer group which represents the interests of allotment holders or potential holders which expressed the view that the current management of allotments is poor and that the number of interested parties outstrips current provision. The federation has recommended that the number of lots be increased.
- **the Round Hill Society** – a residents' group representing those living in the Round Hill area which highlighted concerns over attempts to infill in the area and the need for private open spaces to also be protected
- **Natural England** – officers from which highlighted issues around provision of greenspace in the city, specifically in the Hove area. A key objective for the organisation is that people should have access to green space within 300m of their homes. Officers noted that regeneration plans for the Marina and Preston Barracks makes allowance for greenspace, and added that biodiversity should also be a priority in the city.
- **Sussex Wildlife Trust** – which highlighted a deficit in accessible natural greenspace in parts of the city. Sites should be accessible individually and as part of an ecological network, by routes suitable for sustainable transport. This is believed to be vital for social benefits as well as ecological movement and ecosystem services. More resources are needed to support local groups and management of natural greenspace for biodiversity.

- 4.82 Feedback from these groups has been extremely welcome and has been factored into the recommendations made by PMP. We would like to take this opportunity to thank all groups for their valuable input.

SECTION 5
INDOOR SPORTS FACILITIES

5. Indoor sports facilities

Introduction and definition

- 5.1 Alongside the main audit of open space, an audit of indoor sports facilities has been undertaken. The audit of Council-owned or operated facilities was undertaken by Council officers, with supplementary research by PMP.
- 5.2 The Council's research involved site assessment visits to ascertain the quality of provision and identify future areas for investment, as part of a detailed ongoing strategy.
- 5.3 The following section does not deal with the detail of the Council's departmental audit, but highlights city-wide or significant issues. The indoor facility types which have been assessed are:
- sports halls
 - swimming pools
 - health & fitness
 - indoor tennis
 - ice rinks
 - indoor bowls.
- 5.4 An assessment of indoor facilities is slightly different to other PPG17 typologies in that specific demand modelling can be undertaken in line with Sport England parameters with regard to the specification of quantity, quality and accessibility standards.

Strategic context

- 5.5 Current demand for facilities has been assessed through desk research and a review of documents, demographic analysis and an analysis of consultation findings.

Policy context

- 5.6 There are a number of existing local policies with relevance to indoor sports provision, including some from the Local Plan specifically:
- Policy SR16 deals with major sporting and recreation facilities, such as the County Cricket Ground, Withdean Stadium, Brighton Racecourse, the Prince Regent and King Alfred swimming pools and the sports centres at Falmer and Brighton Marina. The policy states that any such facilities which serve Brighton and Hove as a whole should be located within the built up area boundary in a location which is either well served by public transport, with good pedestrian and cycle links, or where measures to ensure this can be taken.
 - Policy SR17 deals with smaller scale sporting and recreational facilities. There is a general presumption in favour of granting planning permission for these facilities provided that, among other factors, facilities are located close to the communities that they are intended to serve.

- Policy SR19 deals with the Black Rock site. The Council is seeking a recreation and leisure scheme on this key vacant site which may include wet and dry sports, multi-purpose/special events space and hotel accommodation.
 - Policy SR21 states that no loss of facilities will be permitted unless it can be demonstrated there is an excess of provision, facilities are to be replaced by improved facilities and replacement facilities must be as close as practicable
 - Policy SR22 considers major sporting venues (the County Cricket Ground, Withdean Stadium and Brighton Racecourse) and recognises the importance of these venues for the city. The policy also recognises the lack of acceptable alternative locations for these sporting venues.
 - Policy SR23 considers the community stadium and proposed locations on land adjoining Village Way North and Falmer. The Falmer location was approved by the Communities Secretary Hazel Blears in July 2007 so it appears that this policy is now out of date.
 - SR24 relates specifically to the King Alfred redevelopment and states that permission should be given for a mixed use scheme to provide sports and recreational facilities, in high quality and efficient buildings which complement Hove town centre. The policy also notes the results of previous consultation and focus groups which found sports hall provision to be particularly lacking.
- 5.7 Community facility policies, including HO19, HO20 and HO21 are also of relevance. These seek to ensure that access to community facilities is secured for all groups, prevent the loss of any community facilities unless they are considered surplus, or better facilities are proposed.
- 5.8 There is also the need highlighted in Policy HO21 for community facilities to be provided in any new development, taking into account the specific requirements of local residents.

Participation propensity

- 5.9 The Active People Survey, conducted by Ipsos MORI on behalf of Sport England, is the largest ever survey of sport and active recreation to be undertaken in Europe. It is a telephone survey of 363,724 adults in England (aged 16+) and provides reliable statistics on participation in sport and active recreation for all 354 local authorities in England.
- 5.10 The survey provides the largest sample size ever established for a sport and recreation survey and allows levels of detailed analysis previously unavailable. It identifies how participation varies from place to place and between different groups in the population.
- 5.11 The questionnaire was designed to enable analysis of the findings by a broad range of demographic information, such as gender, social class, ethnicity, household structure, age and disability. It allows a comparison to be made between the levels of participation in all local authority areas in England.
- 5.12 However, due to small sample sizes on a local level, the findings do not provide statistically reliable data on levels of participation for different sports for each local authority. Instead, we have applied the average participation rate across those sports reviewed within this study.

- 5.13 The full findings from the Active People report are shown in Appendix E. The findings are mixed, but the performance of Brighton & Hove against the six Key Performance Indicators (KPI's) is shown in the table below.

Table 5.1 Key performance indicators

KPI	Brighton & Hove	National average
At least three days a week, 30 minutes of moderate participation	25.1%	21%
At least one hour a week volunteering	4.2%	4.7%
Club member	25.6%	25.1%
Received tuition from an instructor or coach in last 12 months	23.2%	18%
Taken part in organised competitive sport in last 12 months	14.4%	15%
Satisfaction with local sports provision	66.4%	69.5%

- 5.14 This demographic and sports participation profile would tend to suggest an affluent population which is money rich and time poor, scoring highly in participation and tuition, but poorly on volunteering and taking part in organised competitive sport.
- 5.15 It should be noted that the Council's poor score in relation to quality of provision suggests that expectations are not currently being met. It is of note that the satisfaction rate is particularly low, suggesting that respondents to the Active People survey believe the standard of provision in Brighton & Hove to be less satisfactory. In comparison, Crawley scored 83% (despite relatively poor performance in all other KPI's) and Worthing scored 71.5%.
- 5.16 Sport England provides extensive guidance on best practice standards for sports facility provision. This includes a Comprehensive Performance Assessment (CPA) indicator which reinforces the importance of quality facilities which are also accessible.
- 5.17 The standard considers the percentage of the population that are within 20 minutes travel time (urban areas – by walk; rural areas – by car) of a range of three different sports facility types of which one has achieved a quality assured standard such as:
- Quest
 - Green Flag
 - ISO 9001:2000
 - Investors in Excellence
 - Chartermark.

5.18 Brighton and Hove currently scores 55.6%, against a national average of 32%, indicating that accessibility to good quality facilities is relatively good. More information on this, and the Active People survey is provided in the Outdoor Sports Section (Section 10).

5.19 In this section, we have shown appropriate facilities with a 20 minute walk time catchment to illustrate the current level of accessibility.

Sport England Sports Facility Calculator (SFC)

5.20 The SFC utilises user survey information for the different facilities to estimate who uses these facilities and how often. This builds up a profile of usage, which can be then applied to estimate how much demand any population would generate.

5.21 This demand is then converted into actual facilities, and expressed as square metres of water, badminton courts, or bowling rinks, taking into account the national average usage rate of each facility type.

5.22 The SFC has been used to supplement the supply and demand modelling process in this section.

Consultation key findings

5.23 The public consultation exercise detailed in the previous section, including the household survey, sports club survey and drop in sessions revealed a variety of opinions and perceptions of current sports provision in the City. The primary issues are:

- a lack of swimming pools – highlighted by 61% of household survey respondents, reinforced by a large number of comments from the drop-in sessions and sports club survey – just 2.5% suggested there was ‘more than enough’
- an undersupply of sports hall space – 54% of household survey respondents said currently there was ‘not enough’. Concerns on availability were also raised by indoor sports clubs.
- that Brighton and Hove has poor quality facilities in comparison with neighbours such as Horsham, Burgess Hill and Crawley, with the Triangle mentioned as an example of a good quality facility
- poor quality ancillary facilities – particularly changing areas in public leisure centres
- a need for more affordable provision
- the need to supply alternative provision where facilities are being updated (with particular focus upon the King Alfred development)

- the demand for alternative indoor facilities including (listed in order of number of comments)
 - an ice rink
 - climbing walls
 - ten pin bowling.

Analysis of supply and demand

5.24 We have carried out a comparative analysis to establish the adequacy of current facility provision in meeting local demand. The core data is shown in Appendix F. This process has involved three stages:

- preparation of a full audit of current facilities to establish the level of supply, which was conducted by the Council's team members
- plotting of all facilities using our in-house geo-demographic mapping package (Mapping the Future™ (MtF)) to illustrate the geographical spread of facilities across the catchment
- use of approved demand modelling techniques based on national sporting participation parameters used within Sport England's facilities planning model (FPM), to calculate whether the level of current supply adequately meets demand or whether there is under or over provision.

5.25 PMP's supply and demand model is based around the following premise:

- there are X number of people in the catchment area who would be willing to use a particular type of sports facility (based on total population and propensity to participate)
- at the same time, there are Y units of the relevant sports facilities (eg swimming pool water area, health and fitness stations, etc) in the catchment area
- the relationship between X and Y indicates the surplus or shortfall in terms of number of units.

5.26 Supply and demand analysis has been completed for swimming pools, sports halls, health and fitness, indoor bowls and indoor tennis. Outlined below are our findings and their wider implications.

5.27 The different roles of public and private facilities have been noted within the assessments. Private sports halls and swimming pools have been excluded. In addition, school facilities available to the public through a dual use agreement have been weighted by 0.75 in order to take into account limited availability, for example, a four court sports hall becomes a three court hall in terms of modelling.

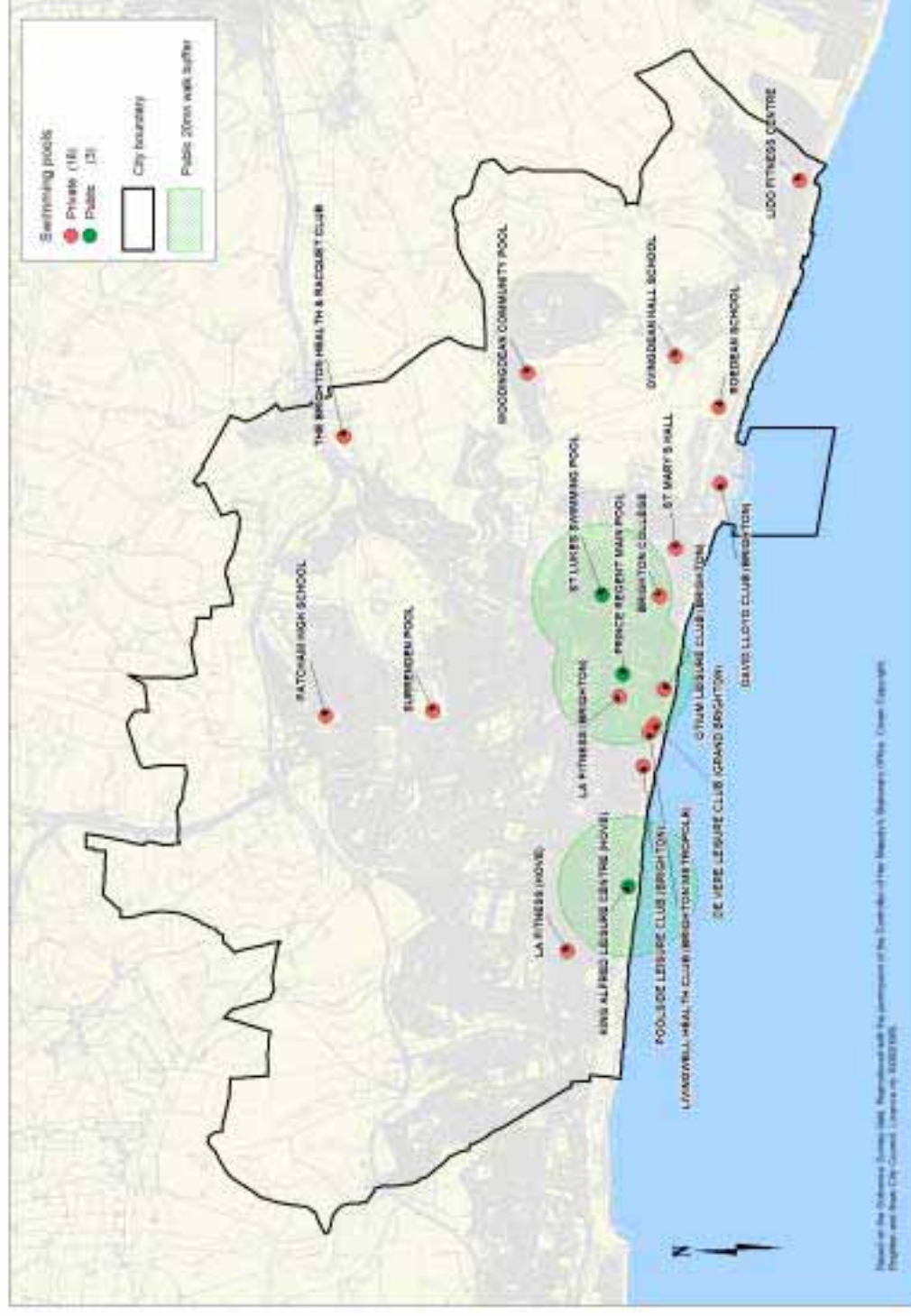
5.28 All the audit information has been taken from a desktop research exercise, primarily using Active Places Power, with details confirmed where possible either by telephone or consultation with Council officers.

- 5.29 In all cases, we have assumed that the current level of provision will remain static in the future year scenario, other than where stated in the case of the King Alfred Leisure Centre redevelopment.

Swimming pools

- 5.30 The key assumptions used in the swimming pool demand model are:
- proportion of visits during peak times is 63%
 - average duration of visits is 64 minutes
 - at one time capacity = 6m² per person
 - capacity of 212m² (one pool unit) = 35 people
 - one pool unit = average four lane 25 metre pool.
- 5.31 More detail on the supply and demand modelling process is included as Appendix F.
- 5.32 A map displaying existing indoor swimming pool sites is shown overleaf as Figure 5.1. Although private pools are not included in the modelling process, we have shown their locations for comparative purposes, but not catchment areas, as these are not relevant.

Figure 5.1 Swimming pool locations



- 5.33 The map shows that there are 19 pools within the city, of which three are full public access facilities, the Prince Regent Swimming Complex, King Alfred Leisure Centre and St Luke's Pool.
- 5.34 As would be expected, with only three facilities in total, there are substantial areas of the city which are outside of the 20 minute walktime accessibility recommendation to comply with Sport England and CPA guidance.
- 5.35 An additional nine are private pools, primarily those attached to members-only health clubs, and a further five are located at private or independent schools.
- 5.36 There are an additional two public access pools – Saltdean Lido and Woodingdean Community Pool – which are open air facilities, and therefore seasonal.
- 5.37 The school facilities are generally extremely limited in terms of their community access, which is reflected in the supply and demand modelling. In general terms, a school pool with a standard dual use agreement, which allows community or pay and play swimming in the evenings or holidays, is considered to function at 75% the capacity of a comparable public facility.
- 5.38 In the case of Brighton & Hove, the majority of schools with pools are either private boarding schools, or have permanent arrangements with commercial swimming schools. It is understood that many of these are at, or nearly at, capacity. We have therefore disregarded this water space in considering the current and future supply. It is possible that better community access could be secured by formalising agreements with these schools.
- 5.39 The three public swimming pools therefore provide **an existing supply of 1,133m²**.
- 5.40 The oversupply/shortfall is illustrated in Table 5.2 below. In line with the Core Strategy, we have assumed the 2006 population to be 251,900, with the projected 2026 population of 295,700.

Table 5.2 Swimming pool oversupply/shortfall

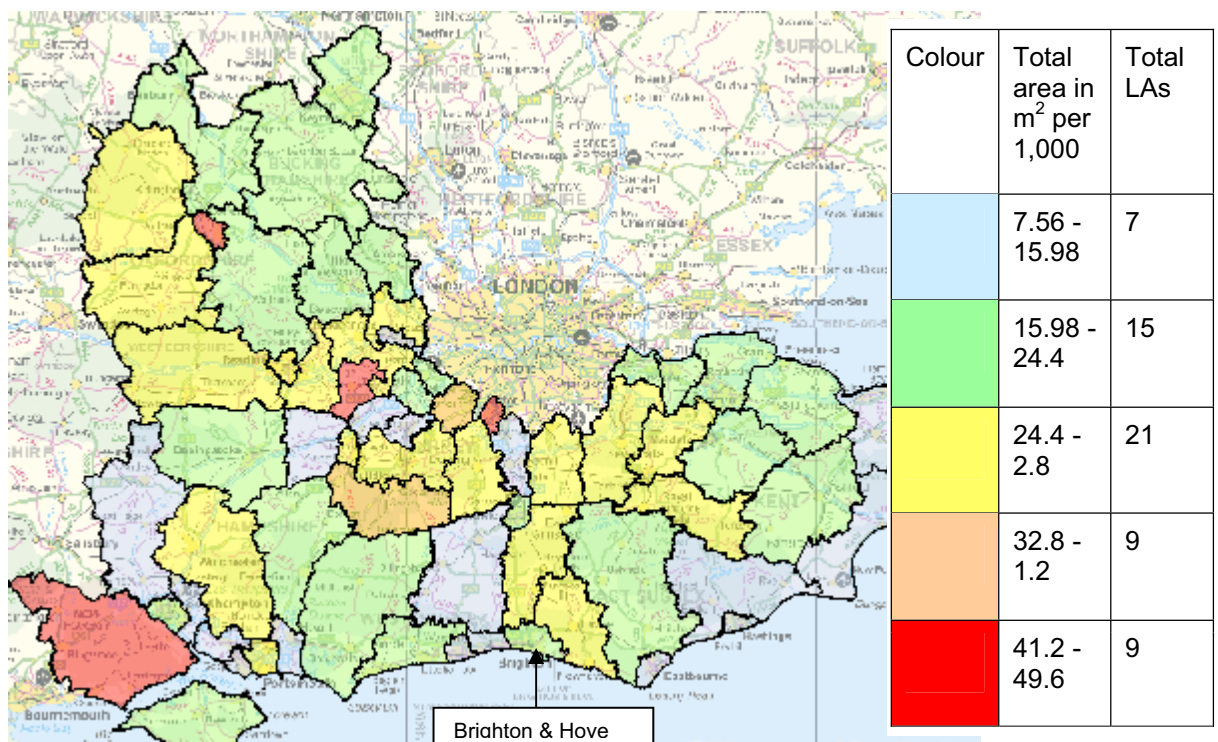
Scenario (population)	Supply	Demand	Over/undersupply
2006/existing (251,900)	1,133m ²	2,553m ²	Shortfall 1,420m ²
During King Alfred Redevelopment	714m ²	2,553m ²	Shortfall 1,833m ²
2026 (295,700)	1,393m ²	2998m ²	Shortfall 1,605m ²

- 5.41 The table reveals that there is significant underprovision of indoor swimming, supporting the results of consultation that swimming is one of the greater areas of need. The current shortfall of 1,420m² is equivalent to approximately five 25m six-lane swimming pools.

SECTION 5 – INDOOR SPORTS FACILITIES

- 5.42 We have also shown the impact of the redevelopment of the King Alfred facilities, which will create a further loss of space in the short term, but will create an additional 260m² of space on completion. Even with this additional provision, the shortfall will have increased to 1605m² by 2026. Additional water space from the new King Alfred facility is essential or else the shortfall will be increased and occur much earlier.
- 5.43 There are no other plans for the development of public pools of which we are aware at this time and it should be noted that the current stock of pools is extremely unlikely to last until this time. However, a moveable floor has been installed in the diving pool at the Prince Regent to increase the capacity of the pool for swimming.
- 5.44 When applied to the assumed population of Brighton & Hove (251,900), the SFC calculates that the suggested current demand is 2,578m². In 2026, the demand is estimated at 3,035m² – generating a shortfall of 1,493m².
- 5.45 Although consultation has shown that some of the population is currently accessing facilities in Haywards Heath, Burgess Hill, and Crawley, this situation is not ideal, as Brighton & Hove should ideally be able to meet the needs of its residents.
- 5.46 In order to provide an alternative gauge of the level of swimming pool provision in Brighton & Hove, we have shown the level of provision of pool space in the South East region below as Figure 5.2, sourced from Sport England's Active Places Power tool.

Figure 5.2 Swimming pool provision in south east region



- 5.47 The map suggests that Brighton & Hove is, while not one of the lowest performing local authorities in the South East region, within one of the bottom two groups, with between 15.98 and 24.4m² per 1,000 population.

- 5.48 The supply and demand modelling suggests a significant shortfall of publicly accessible swimming pool space. The level of undersupply will increase further as population increases take hold in future years, creating a large undersupply by 2026.

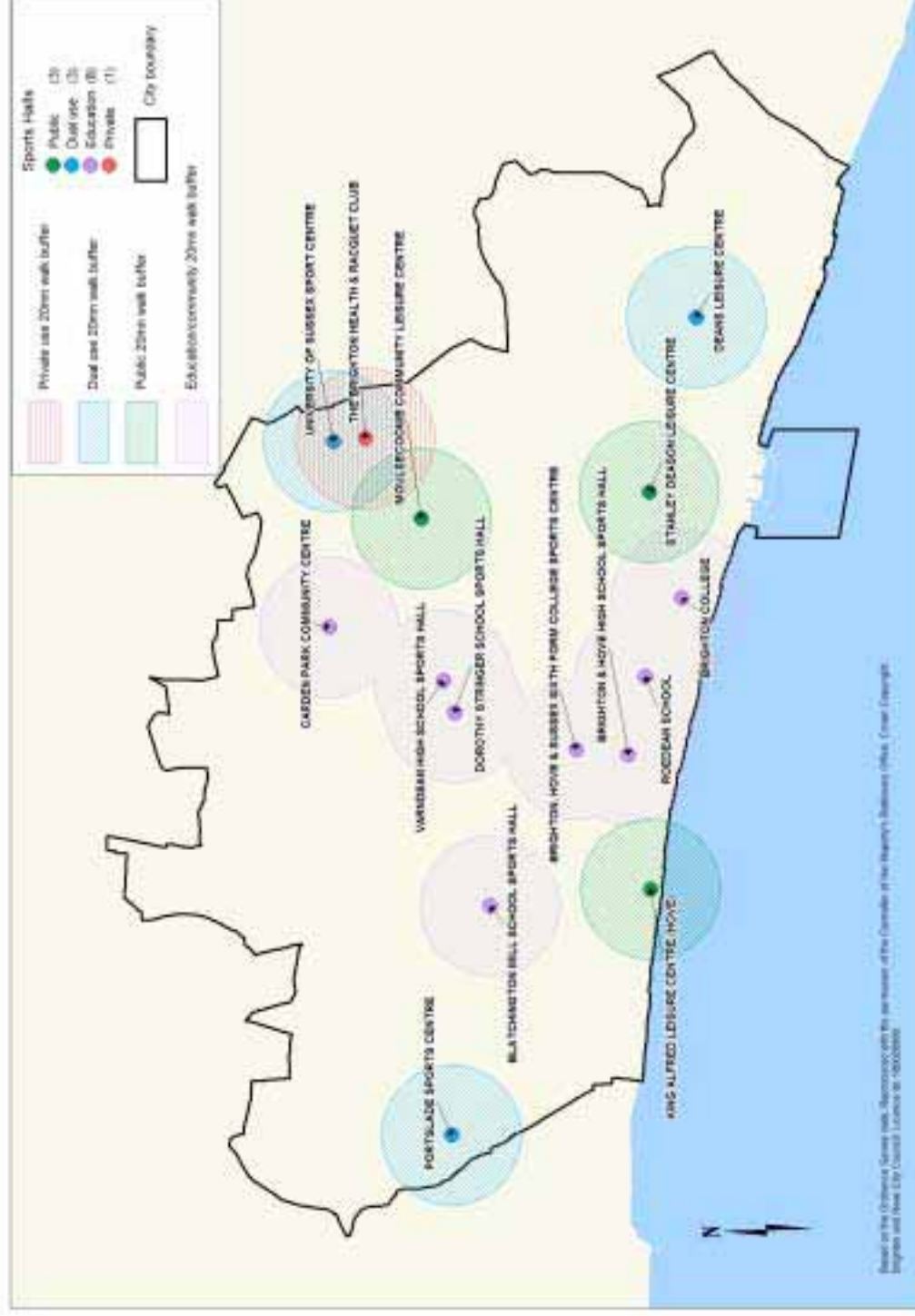
ISF 1

The Council should explore the possibility of increasing the stock of available public pools to meet the shortfall via new provision and increasing community use of school pools, subject to a detailed review of all facilities, a needs assessment and analysis of current usage.

Sports halls

- 5.49 The key modelling assumptions are as follows:
- 60% visits during peak time
 - average visit duration is 1 hour
 - normal peak periods = 40.5 hours per week
 - at one time capacity = 5 people per badminton court.
- 5.50 More detail on the supply and demand modelling process is included in Appendix F. A map displaying the location of sports halls is shown overleaf as Figure 5.3.

Figure 5.3 Sports hall locations



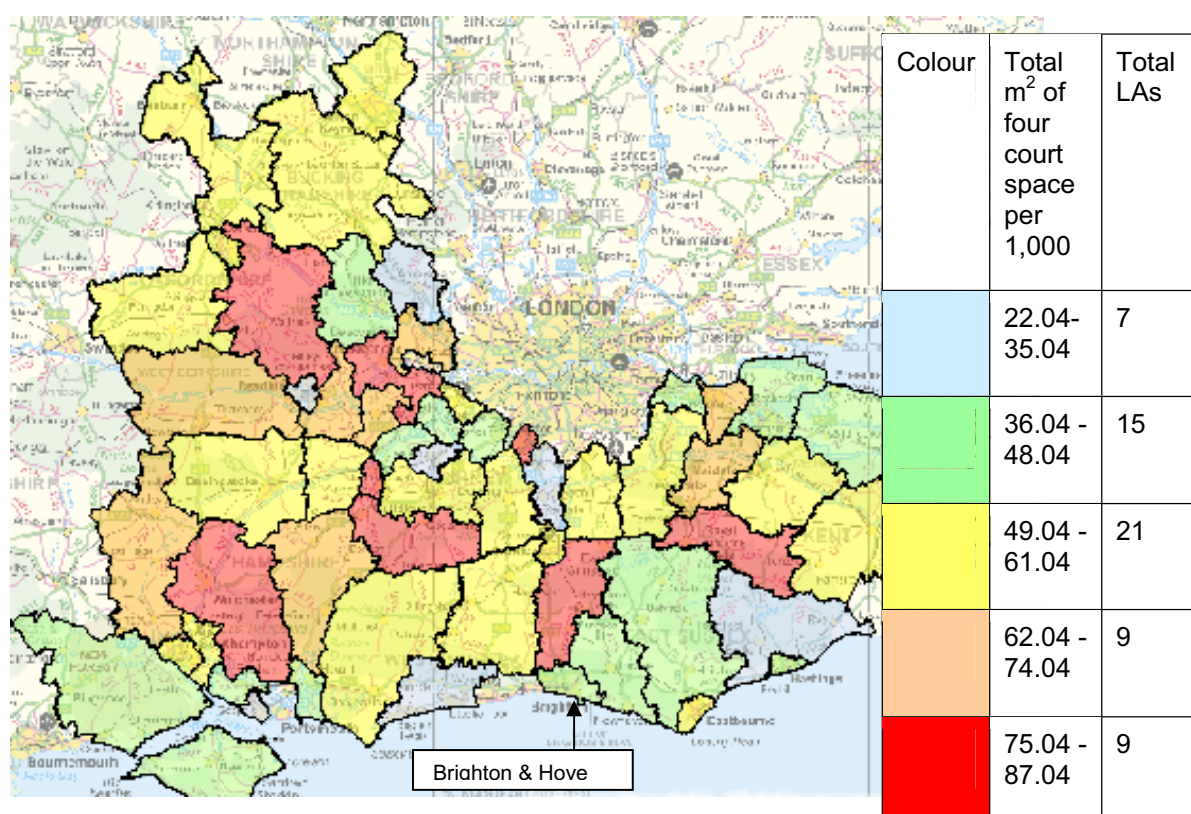
- 5.51 The map shows that there are 15 indoor sports hall sites in Brighton & Hove, of which three are full public access facilities, three are dual use facilities and the remainder education/community or smaller than the three badminton court minimum size threshold. The latter, together with private facilities, are not used in the modelling because of their limited access.
- 5.52 The coverage of facilities across the city is generally consistent, although some areas, to the east the wards of Preston Park, Hanover and Elm and Woodingdean and to the west much of South Portslade are outside of the catchment area, along with some areas on the urban periphery.
- 5.53 Six sports halls are included in the model and when applying the modelling assumptions regarding accessibility for dual use sites (the capacity for dual use sites is reduced by 25% to reflect the balance of school access and public access), the result is an existing supply level of 25.5 badminton courts. We have taken account of the increased provision as part of the King Alfred development (an additional three courts) in the future supply.
- 5.54 The results of the model under against the current and future population are illustrated in Table 5.3 below.

Table 5.3 Sports hall oversupply/shortfall

Scenario (population)	Supply	Demand	Oversupply/shortfall
Existing (251,900)	25.5 courts	74 courts	-48.5 badminton courts
2026 (295,700)	28.5 courts	87 courts	-58.5 badminton courts

- 5.55 The table shows that as with swimming, there is significant underprovision across the City, equal to 12 four-court sports halls at present, increasing to 14 four-court halls by 2026.
- 5.56 We have also used Sport England's SFC to calculate the proposed demand for indoor hall space. It comes up with the same figures as PMP's model.
- 5.57 It is important to note however, that this modelling process does not take account of any facilities offering fewer than three courts, which are classified as community halls. This provision will reduce the level of undersupply, as smaller local indoor spaces are used for casual activity.
- 5.58 In order to provide an alternative gauge of the level of provision in Brighton & Hove, we have shown the level of provision for sports hall space of four courts or more in the South East region in Figure 5.4 overleaf.

Figure 5.4 Indoor sports hall provision in south east region



- 5.59 The map shows that Brighton & Hove is in one of the lower groups for provision of sports hall space, falling between the 36 and 38m² per 1,000 people bracket, suggesting that there may be a current undersupply of sports hall space.

ISF 2

The Council should explore the possibility of increasing the stock of sports hall space to meet the shortfall, subject to a detailed review of all facilities, a needs assessment and analysis of current usage

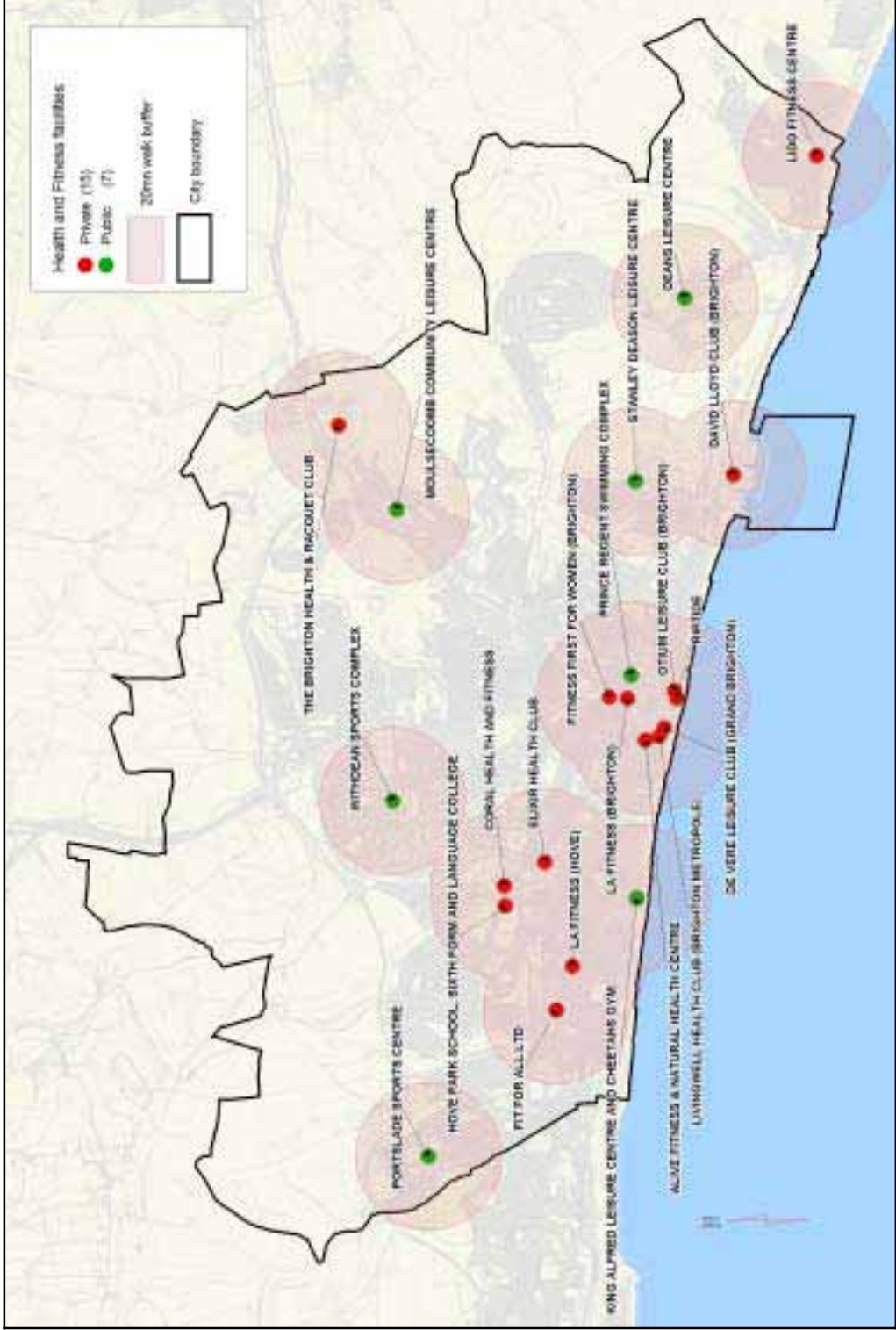
Health and fitness

- 5.60 Although health and fitness provision is not highlighted by PPG17 guidance as a required indoor facility type, we have included a supply and demand analysis and audit to provide additional value and information to the Council.
- 5.61 The key assumptions for the health and fitness demand model are as follows:
- average health and fitness session is one hour
 - 65% of use is during peak times
 - average user participates 1.5 times per week or six times in a month
 - the at one time capacity of a health and fitness facility is calculated by the ratio of one user per station.

SECTION 5 – INDOOR SPORTS FACILITIES

5.62 More detail on the supply and demand modelling process is included in Appendix F. A map showing the location of audited health and fitness facilities is shown below as Figure 5.5.

Figure 5.5 Health and fitness provision



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- 5.63 There are 22 facilities within the identified catchment area and included in the model. The result is a current supply of 1,193 fitness stations. We have used a potential penetration rate of 23.1%, reflecting the participation rates for Brighton & Hove.
- 5.64 The results from our modelling process are shown below and demonstrate that there is a small surplus of fitness provision which will become a shortfall as the population increases to 2026 levels.
- 5.65 We are not aware of any proposed developments of fitness provision to 2026 other than the King Alfred development. The redevelopment will deliver an estimated 100 additional stations.

Table 5.4 Health and fitness oversupply/shortfall

Scenario (population)	Supply	Demand	Oversupply/shortfall
Existing (251,900)	1,193 stations	1,129 stations	82 stations
During King Alfred Redevelopment	1,168 stations	1,129 stations	64 stations
2026 (295,750)	1,293 stations	1,326 stations	-33 stations

- 5.66 Of the 22 facilities within the identified catchment area and included in the model, seven are available to the public on a “pay and play” basis.
- 5.67 We do not consider this to be a significant issue for the Council, as there is less reliance on the public sector for provision of health and fitness facilities. This may demonstrate however, that some opportunities for growth may exist and that there may be notable latent demand.

Qualitative findings

- 5.68 As part of this study and an ongoing evaluation of the condition of indoor facilities in the city, the Council’s indoor sports teams undertook a review of the condition and sporting value of both public and private facilities.
- 5.69 The key findings are shown overleaf as Table 5.5. Outdoor facilities are shown for information in brackets, but do not score towards the overall facility rating.

Table 5.5 Qualitative scoring – public indoor facilities

Example: a score of 8/9 means Condition = 8 out of 10, Sporting value = 9 out of 10

Facility	Pool	Chang-ing	Sports hall	Fitness suite	Other	Overall
Withdean Sports Complex		8/9	-	9/9	Second hall 9/9 Squash 8/10 Studio 9/9	8.6/9.2
Portslade Sports Centre	-	10/9	10/9	9/10	Second hall 6/7 Squash 8/10 (ATP 9/9)	8.6/9
Prince Regent Swimming Complex	8/8	10/10 & 6/7	-	9/9	-	9/8
Deans Leisure Centre	-	9/9	9/9	10/10	Second hall 8/6 Studio 8/7	8.8/8.2
Stanley Deason Leisure Centre	-	8/8	9/9	8/6	Squash 8/10 Climbing 10/10	8.6/8.6
Moulse-coomb Leisure Centre	-	7/8	8/8	9/9	(MUGA 9/9)	8/8.3
King Alfred	7/7	5/6 & 6/7	4/4	7/7	Second hall 6/6 Third hall 6/7	5.8/6.3
St Luke's Swimming Pool	6/5	5/6				5.5/5.5
Old Slipper Baths	-	-	-	-	Studio 4/6 Other hall 4/4	4/5
Average	7/6.7	7.4/7.9	8/7.8	8.7/8.6	-	7.4/7.6

5.70 The table shows a broad range in terms of quality of provision, with several sites scoring well in both condition and sporting value, but a clear gap to the bottom three centres – shown in red.

- 5.71 The poor quality of the public swimming pools is of concern given the shortfall of water space across the city generally ie there is not enough, and the quality is poor. This view was strongly endorsed by the public consultation. However, the new King Alfred pool will have greater capacity (including a 100 station gym) and as a higher quality of facility, may change public perceptions.
- 5.72 The undersupply of indoor sports halls and health and fitness stations will need to be addressed in the future. Although the Council is committed to the redevelopment of the King Alfred Leisure Centre, this project will not significantly improve the overall amount of provision. In the light of the above, our recommendation is:

ISF 3

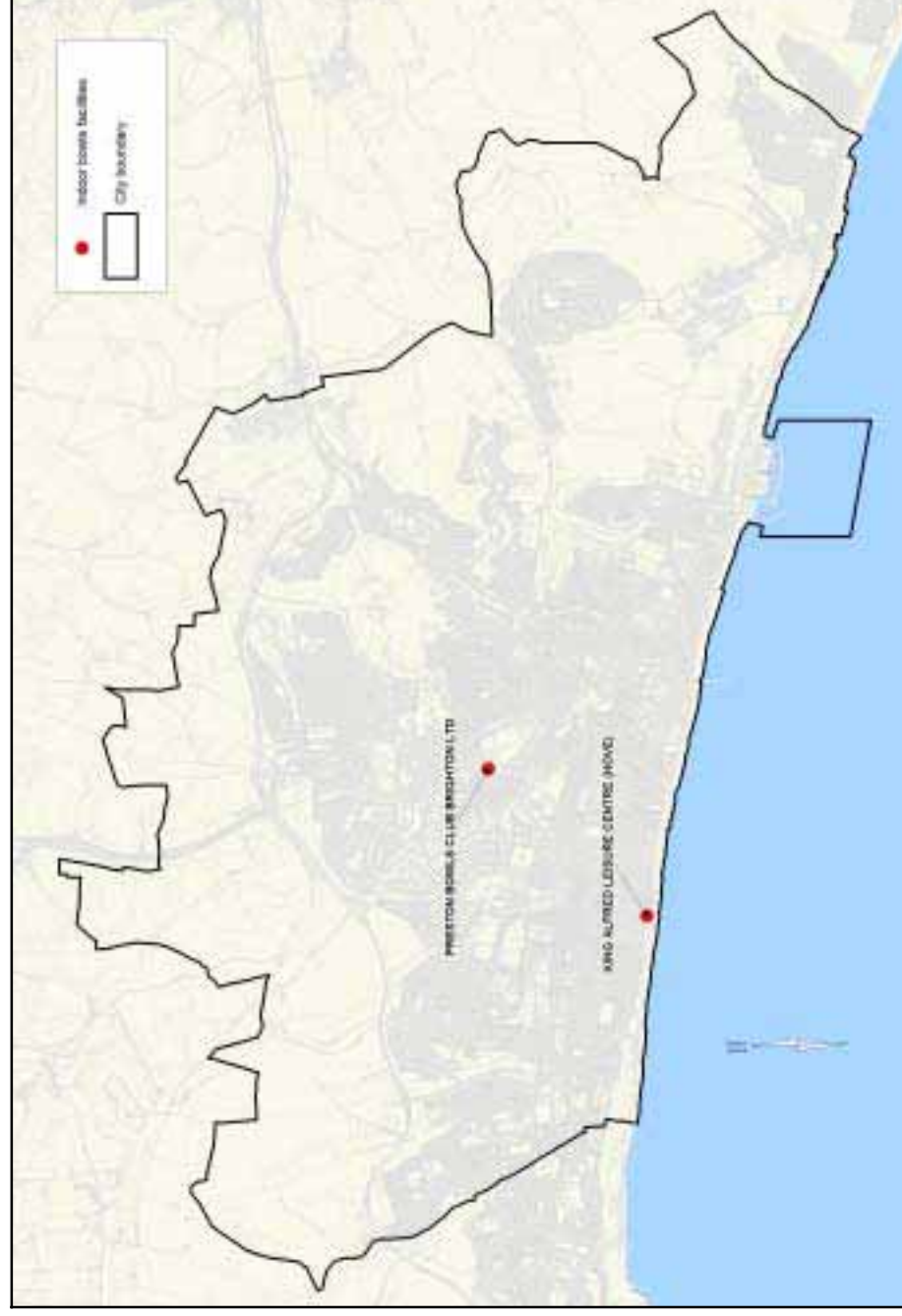
The Council should aim to provide at least one multi-sports wet/dryside leisure centre to cater for the undersupply of swimming pool space and sports halls, in addition to the King Alfred redevelopment.

SECTION 5 – INDOOR SPORTS FACILITIES

Indoor bowls

- 5.73 PMP has applied the SFC to calculate the estimated level of demand for indoor bowls. A map of indoor bowls facilities is shown below in Figure 5.6. The audit identified a total of 13 rinks provided at the two bowls facilities in the catchment area.

Figure 5.6 Indoor bowls provision



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- 5.74 It should be noted that the Sport England demand model does not take into consideration whether the facility has public or private access. This is because there are very few commercial private clubs, most are members' clubs. The results of the modelling are provided in the table below.

Table 5.6 Indoor bowls provision

Scenario (population)	Supply	Demand	Oversupply/ shortfall
Existing (251,900)	13 rinks	14.02 rinks	-1.02 rinks
2026 (295,700)	13 rinks	16.5 rinks	-3.5 rinks

- 5.75 The modelling suggests that at present there is a slight undersupply of indoor bowls facilities of approximately one rink, increasing to 3.5 rinks by 2026.
- 5.76 The modelling does not however take account of the large number of outdoor bowls greens in Brighton & Hove, which will provide capacity during the summer months, but is likely to fuel demand in the winter.

Bowls – qualitative findings

- 5.77 The indoor sports facility audit revealed concerns over the quality of the existing indoor bowls provision at the King Alfred Leisure Centre. A condition and sporting value of 5/6 was given for the King Alfred Centre facility, while Preston Park Bowls Club scored 8/8.

ISF 4	There is no immediate need for additional bowls provision, provided that the current number of rinks, particularly at the King Alfred Leisure Centre, is maintained.
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Ice rinks

- 5.78 There are currently no ice rinks within the Brighton & Hove authority area, the only provision being a temporary rink annually installed at the Brighton Centre. The nearest facility is the Guildford Spectrum, approximately 35 miles away.
- 5.79 The public consultation process highlighted the demand for an ice rink; it was one of the most requested facilities.
- 5.80 Although ice sports are currently undergoing a renaissance, led in no small part by the success of programmes such as *Dancing on Ice*, ice rinks are typically operated by a private commercial partner. A commercial operator will normally seek a location to comply with the following characteristics:
- monopoly within 20 minute drivetime in any direction
 - one million plus people in 40 minute drivetime
 - car parking facilities (preferably free, immediately adjacent, not multi storey)

- space for full size ice pad (60x30m).
- 5.81 The Brighton International Arena, planned at Black Rock, would feature a full size ice pad as a centrepiece, and is likely to meet most of the criteria detailed above.

ISF 5

The Council should aim to support the delivery of a commercially-operated rink to satisfy demand for an indoor arena and ice rink.

Indoor tennis

- 5.82 There are currently three indoor tennis facilities in Brighton & Hove, the Withdean Sports Complex, the Pavilion & Avenue Tennis Club and the Brighton Health & Racquet Club. The total of indoor courts is 16, on a variety of surfaces.
- 5.83 It is understood that Sport England may extend its demand model in the near future to incorporate tennis. In the interim PMP has developed its own model based on assumptions from the Lawn Tennis Association (LTA) and our experience. We suggest that these projections be viewed as indicative, and subject to review upon publication of the Sport England parameters.
- 5.84 We would note the following factors:
- LTA research shows that 2% of the population regularly participates in tennis and that the average supply of indoor courts in the UK is currently 1 court per 63,000 people.
 - the LTA recommends the following demand parameters for different facility types:
 - one outdoor floodlit court per 45 regular tennis players
 - one indoor court per 200 regular tennis players.
 - the LTA uses a 30min catchment (source: National Tennis Facilities Strategy, 1998-2002).
- 5.85 The LTA has a target drivetime of 30 minutes for indoor tennis facilities:
- “the LTA will target suitable locations for both expansion of existing facilities and the building of indoor tennis centres within a 30 minute drive.”* (National Tennis Facilities Strategy, LTA, 1998-2002, p12)
- 5.86 Using data from the Active People survey results, we have estimated the number of people in the city with a propensity to participate in tennis. We have applied a tennis demand model developed from LTA research ('The Need for Covered Tennis Courts', LTA 1998) to quantify the level of unmet demand in the area. This model quantifies demand in terms of the number of indoor courts that should be provided to meet the LTA's stated targets.
- 5.87 The Active People Survey results for Brighton found that 2.3% of the sample surveyed had played tennis at least once within the four weeks before the survey was conducted.

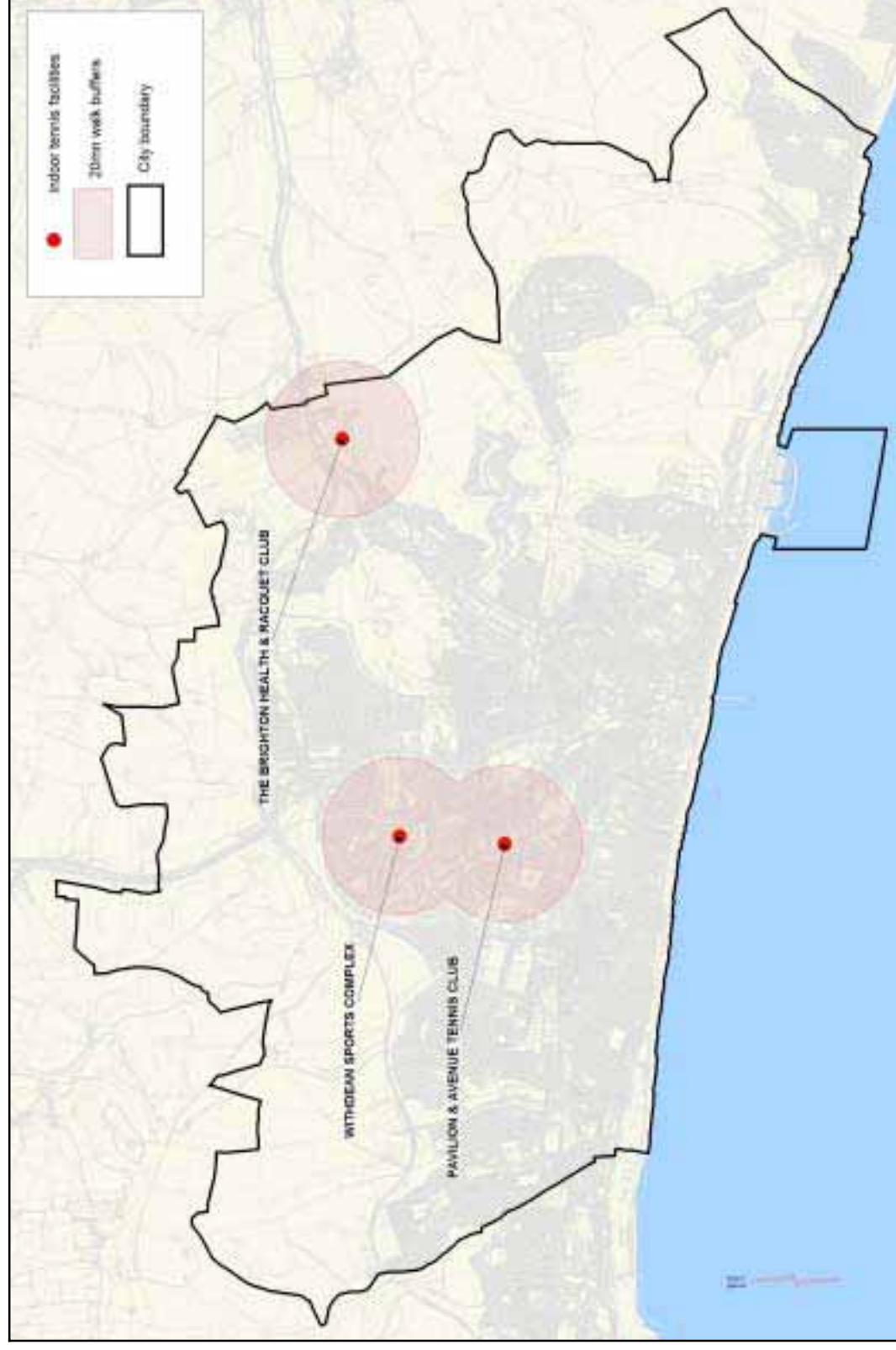
SECTION 5 – INDOOR SPORTS FACILITIES

- 5.88 The survey found that 2.2% of the regional population sample surveyed and 2.1% of the national population sample surveyed had played tennis at least once within the four weeks before the survey was conducted.
- 5.89 We also know from national LTA research that 2% of the population play tennis regularly. Using the Active People survey results, it is reasonable to assume that around 2.3% of the adult population play tennis regularly ie about 5,794 people.
- 5.90 Using these figures, the demand for indoor tennis courts is:

Local population	= 251,900
Number of local regular tennis players	x 2.3%
	= 5,794
Number of tennis players served per indoor court	= 200
Number of indoor tennis courts required	= 5,794/200
	= <u>29 courts required</u>

- 5.91 As noted previously, there are currently three clubs offering 13 courts, suggesting a current undersupply of 16 courts. The location of these three facilities is shown overleaf as Figure 5.7.

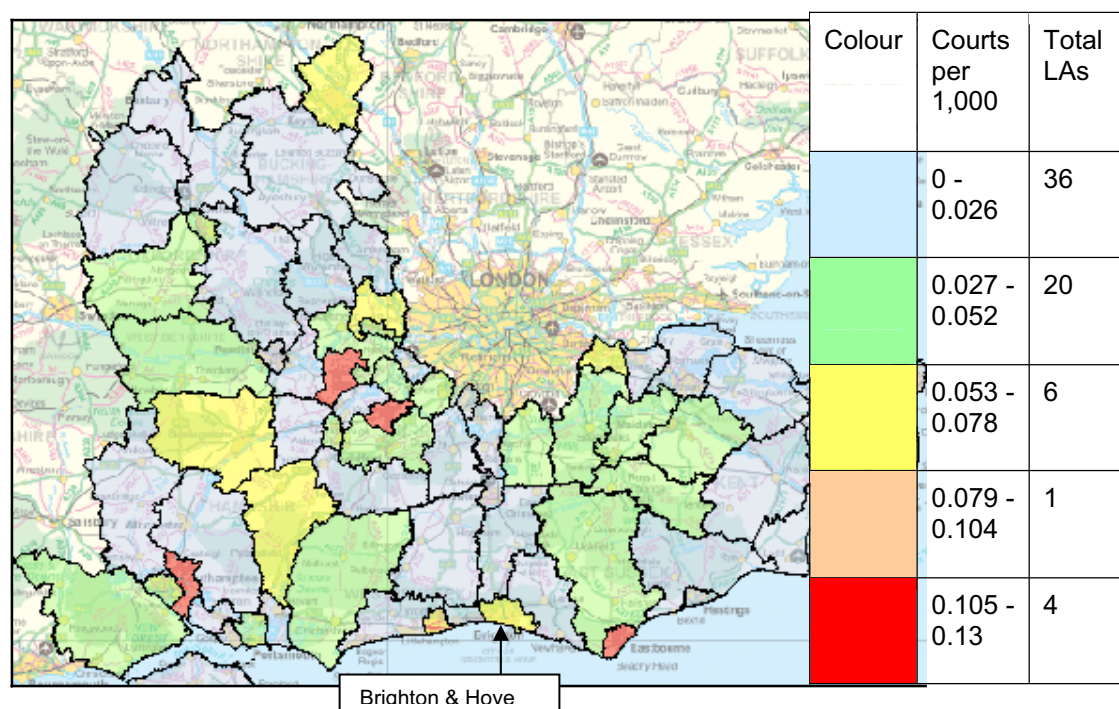
Figure 5.7 Location of indoor tennis facilities



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- 5.92 However, experience on other projects on which we have been engaged has shown the LTA's demand projections to be aspirational rather than practically deliverable.
- 5.93 In order to provide an alternative gauge of the level of indoor tennis provision in Brighton & Hove, we have shown the level of provision in the South East region below as Figure 5.8.

Figure 5.8 Indoor tennis court provision



- 5.94 Figure 5.8 demonstrates that Brighton & Hove is in fact one of the better performing local authorities in terms of indoor tennis court provision, sitting in the range of 0.053 to 0.078 courts per 1,000. The majority of local authorities in the South East region are below this.

ISF 6

We do not consider that the Council needs to prioritise the future funding and delivery of additional indoor tennis facilities.

- 5.95 The Council seeks committed maintenance sums for the on-going investment in indoor sports facilities. This is particularly important given the need for annual repair and maintenance to ensure that sports facilities are kept to a high standard. S106 contributions should be utilised to this effect where appropriate.

ISF 7

It is recommended that all new sports facilities should have a sinking fund to ensure that the necessary allowance for on-going maintenance and replacement is made. Any potential S106 contributions should be calculated in accordance with this.

Accessibility

ISF 8	Appropriate measures should be taken to ensure that indoor sports facilities are accessible on foot, as well as by cycle and the public transport system.
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Summary

- 5.96 The key findings of the supply and demand modelling analysis for indoor sports facilities in Brighton & Hove are summarised below:
- an undersupply of swimming pool space, equivalent to 1,553m² at the current time (increasing to 1,777m² by 2026)
 - a current undersupply of sports hall space equivalent to 12 four-court sports halls, not accounting for smaller halls or school halls located within the city
 - a modest oversupply of 82 health and fitness stations
 - a slight undersupply of indoor bowls space equivalent to just over one rink at the present time
 - a statistical undersupply of indoor tennis courts (16), but a good level of provision in comparison with other authorities in the south east
 - no ice rink within the authority (nearest facility 35 miles away).
- 5.97 It should be noted that the redevelopment of King Alfred has been considered in all future scenarios, hence any shortfalls are in addition to the new provision at this facility.
- 5.98 The Council's audit has highlighted a range in relation to the quality of public leisure facilities, with some issues relating to the quality of swimming pools and changing. The main site of concern is the King Alfred Leisure Centre (scheduled for replacement).
- 5.99 These key issues have informed some broad recommendations, as follows:

ISF 1	The Council should explore the possibility of increasing the stock of available public pools to meet the shortfall via new provision and increasing community use of school pools, subject to a detailed review of all facilities, a needs assessment and analysis of current usage.
ISF 2	The Council should explore the possibility of increasing the stock of sports hall space to meet the shortfall, subject to a detailed review of all facilities, a needs assessment and analysis of current usage.

ISF 3	The Council should aim to provide at least one multi-sports wet/dryside leisure centre to cater for the undersupply of swimming pool space and sports halls, in addition to the King Alfred redevelopment.
ISF 4	There is no immediate need for additional bowls provision, provided that the current number of rinks, particularly at the King Alfred Leisure Centre, is maintained.
ISF 5	The Council should aim to support the delivery of a commercially-operated rink to satisfy demand for an indoor arena and ice rink.
ISF 6	We do not consider that the Council needs to prioritise the future funding and delivery of additional indoor tennis facilities.
ISF 7	It is recommended that all new sports facilities should have a sinking fund to ensure that the necessary allowance for on-going maintenance and replacement is made. Any potential S106 contributions should be calculated in accordance with this.
ISF 8	Appropriate measures should be taken to ensure that indoor sports facilities are accessible on foot, as well as by cycle and the public transport system.

SECTION 6

PROVISION FOR CHILDREN AND YOUNG PEOPLE

6. Provision for children and young people

Introduction and definition

- 6.1 PPG17 defines provision for children and young people as one of its green space typologies. It states that the broad objective of provision for children and young people is to ensure that they have opportunities to interact with their peers and learn social and movement skills within their home environment. At the same time, they must not create nuisance for other residents.
- 6.2 This typology can encompass a vast range of provision but for the purposes of Brighton & Hove and to reflect the areas included in the audit it only relates to equipped play areas. Fields in Trust (formerly the National Playing Fields Association [NPFA]) categorises play facilities into three distinct types of facility. The Council's Local Plan based its outdoor recreation space standard on the NPFA minimum standard so for reasons of consistency this report refers to Fields in Trust as NPFA. The three distinct types of play facilities identified by the NPFA and the Council are:
- Local Areas of Play (LAPs)
 - Local Equipped Areas of Play (LEAPs)
 - Neighbourhood Equipped Areas of Play (NEAPs).
- 6.3 It should be noted that LAPs for the purposes of this study are not included within the 'provision for children and young people' typology due to the lack of play equipment. LAPs can be appropriately located within other typologies such as a park, amenity greenspace and potentially natural/semi-natural. It is therefore recommended that they count towards meeting these respective typologies rather than the one covered in this section. The details provided on LAPS and other types of informal play provision in this section are therefore for information and should not be read as forming part of the recommended standard for 'children and young people'.
- 6.4 Whilst this typology, for the purposes of this report, only relates to equipped play areas it is recognised that since the production of PPG17 the definition for children's play has broadened and as highlighted in new play policies, led by organisations such as Play England, play areas are now being encouraged to have more informal and natural play features to encourage a variety of play experiences, complimenting the more formal provision. It is important therefore that this typology is considered in relation to the other respective typologies to ensure equipped playgrounds are complimented with informal play opportunities.
- 6.5 Provision for older children and teenagers would tend to include:
- MUGAs
 - skate parks
 - basketball hoops
 - youth shelters
 - informal kickabout areas.

Figure 6.1 Victoria Recreational Ground – an equipped children’s play area



Strategic context

Quantitative context

- 6.6 The audit process has shown there to be approximately 64 equipped play sites in Brighton & Hove. Assuming the current population of Brighton & Hove to be 251,900, the level of provision per 1,000 is 0.047 hectare.
- 6.7 In benchmarking terms against other local authorities, Brighton & Hove is towards the mid/bottom end of the scale. Examples include Wolverhampton (0.03 hectare/1,000), Chelmsford (0.09 hectare/1,000) Colchester (0.05 hectare/1,000). More detail on comparators is shown as Appendix D.
- 6.8 The Council's local plan is based upon the NPFA Six Acre Standard (further detail below) with regard to provision for this typology. Local Plan policy HO6 stipulates there should be 2.4 hectare of outdoor playing space per 1,000 population until a local assessment of need revises the standard.
- 6.9 Further guidance on the type of provision is currently provided in draft SPG9 'A Guide for Residential Developers on the Provision of Outdoor Recreation Space'. With respect to children's play space, 0.7 hectare per 1,000 population is sought, consisting of 0.25 hectares per 1,000 population for children's equipped play space and 0.45 hectares per 1,000 population for casual or informal playing space.

- 6.10 In Brighton & Hove, contributions have traditionally only been sought on larger residential developments of 10 or more units. Given the high population density in Brighton & Hove and the propensity towards both large and small infill developments, this approach may require reassessing, especially as past developments have tended to focus on improving the quality of existing sites rather than the provision of new in line with local plan policy and NPFA standards (0.7 hectares per 1,000). There are benefits from the provision of children and young people's equipped play areas within or close to shopping centres and large retail developments. Opportunities to seek provision by or developer contributions from these types of development should also be explored.

Qualitative context

- 6.11 The City's published play strategy document – *The Place to Play* – does not identify particular types of project or a specific programme for support. However recent awards secured from the Big Lottery Fund's national programme Children's Play, worth nearly £515,000, are being invested in:
- a new inclusive playground in Ovingdean, where no outdoor play facilities currently exist
 - a mobile play project that will develop a programme of play across the city. The Playbus will visit areas identified as being in the greatest need of safe, free, play opportunities.
 - Portslade Community College, to extend the range of successful play schemes they run in the context of extending services in and around schools
 - activities run by Whitehawk After School Project, targeted at children who are currently not able to play in the existing open spaces, particularly to the north of the estate
 - a holiday activities programme for children in the Turner area of Brighton & Hove, targeted mainly young people in the 11 to 14 age range, who are socially excluded and at risk of being drawn into crime or anti-social behaviour.
- 6.12 This illustrates a movement away from capital investment in physical play spaces, towards alternative play services and play workers, in line with current best practice thinking.
- 6.13 It should be noted that much of the children's and young people's provision in Brighton & Hove is located within the boundaries of larger parks, as Figure 6.1 above illustrates, with sports pitches and other typologies on the same site.
- 6.14 NPFA guidance on LAPs, LEAPs and NEAPs sets out quality aspirations. These include providing seating for adults, a varied range of equipment and teenagers' meeting places, and specifies other criteria.

- 6.15 With regards to the minimum size standards there are national standards for LAPs, LEAPs and NEAPs, which are currently sought by the Council in draft SPG9, a guide for residential developers on the provision of outdoor recreational space. These are:
- LAPs – a minimum size area of 100 square metres plus a five metre buffer zone on all residential sides. Design guidelines are small toys, grass or hard surface, seating for carers, activity and buffer zone to reduce resident disturbance (for children four-six years but with opportunities for play for younger children and those with special needs).
 - LEAPs – a minimum size area of 400 square metres plus a 20 metre buffer zone on all residential sides. Design guidelines are at least five items of equipment, equipment surface to comply with British Standards, grass/hard surface play area, within five minutes walk from home, activity and buffer zone, seating for accompanying adults (children roughly 5-8 years).
 - NEAPs – activity zone 1,000 square metres plus a 25 metre buffer zone on all residential sides. Sites should feature at least eight items of equipment, equipped surface to comply with British Standards, 'kickabout' area, areas for wheeled play such as rollerskates/skateboards, seating for adults/teenage meeting, landscaped, within 15 minutes walk from home, activity and buffer zone (mainly for older children 8-14 years but with opportunities for play for younger, older and children with special needs).
- 6.16 European Standards for play equipment construction (EN1176 and EN1177) have been published to harmonise existing European standards, which are sought and applied by the Council.

Accessibility context

- 6.17 There are national accessibility standards, as part of the NPFA's Six Acre Standard, for LAPs, LEAPs and NEAPs:
- LAPs: aged four to six years; 1 minute walk or within 100 metres walk along pedestrian routes
 - LEAPs: aged a minimum of five years; within 5 minutes (400m) walking time along pedestrian routes
 - NEAPs: aged a minimum of eight years; and should be located within 15 minutes (1.2km) walking time along pedestrian routes.
- 6.18 In addition to the walktime distances, the NPFA standards state minimum distances from which play sites should be located to residential properties. This is typically 25 metres for a NEAP and five metres for a LEAP. It is expected that all new provision would adhere to such guidelines.
- 6.19 As has been noted above, Brighton & Hove has adopted NPFA guidelines in SPG9. This is also considered applicable for accessibility.

Consultation key findings

6.20 The key issues arising from the different strands of the public consultation process with regard to the provision of children's play facilities are provided below:

- one of the primary issues raised about open space provision generally was around catering for older children and teenagers. Public consultation revealed that provision for older children and teenagers was deemed to be inadequate with more than 70% of respondents stating there was not enough and drop in sessions also highlighting this trend.
- additional issues were raised over the quality of provision, which was rated as 'poor' by over 52% of household survey respondents
- consultation via the household survey showed that 34% of respondents felt that the current level of play facilities for young children was either about right or too much. 20% felt that current provision levels were nearly enough and 32% not enough totalling 52%, with 14% having no opinion.
- issues regarding the quality of provision for children include vandalism, safety and security, as well as anti-social behaviour. These factors could prevent residents from using these play areas and lead to them discounting them from their idea of overall quantity
- council officers expressed the view that in the main, younger children have more provision, although there was a continuing need to keep up with demand. Catering for older children was identified as a priority.
- the household survey revealed that 37% of respondents rated children's play areas as good, with 45% average and 18% poor. Common problems highlighted included:
 - the misuse of sites (five comments)
 - vandalism/graffiti (five comments)
 - dog fouling (four comments)
 - the age/selection of equipment (three comments)
 - litter problems (three comments)
 - general safety issues (two comments).
- the consultation with young people through the schools survey identified a number of priorities. Although many responses referred to parks as their preferred choice of outdoor space, the majority of dedicated sites for young people are co-located at parks.
- 89% of respondents liked the open spaces near them. Similar issues were raised, with special note for the need to provide free, secure environments that can be used into the evening.
- consultation with children/teenagers showed that 56% walk to their nearest open space. However a sizable minority (22%) drove or were driven, with cycling (9%) and bus use (8%).

- the overwhelming transport aspirations were to either walk (41%) or cycle (29%). The aspiration for cycling particularly raises issues about the provision of suitable access for young cyclists to sites.
- the majority of children (79%) take less than 10 minutes to reach their nearest open space, with 29% indicating that proximity to their home was a top priority
- the 75th percentile response regarding children's facilities was slightly higher than the 75th percentile for teenagers, illustrating that respondents were happy to travel further to reach facilities for younger children. This is likely to be as a result of parents being prepared to escort younger children, and is also likely to be a manifestation of the significant perceived underprovision of teenage facilities.
- the importance of accessible provision was noted by Council officers, as many dwellings in Brighton & Hove do not have gardens, so residents have the need for localised play areas.

Children and Young People's facilities standards

- 6.21 The key issues explored above have informed the development of standards for this typology. Our recommended standards and rationale are shown overleaf.

Quantity Standard

Existing level of provision	Recommended standard
0.047 hectares per 1,000 population	0.055 hectares per 1,000 population
Rationale	
The current level of provision of children's equipped play areas is equivalent to 0.047 hectares per 1,000 population. The extent to which deficiencies exist will be dependent on the specific location of each play area (illustrated through the application of the relevant accessibility catchment). A key theme emerging from the consultation has been a shortage of provision for older children and teenagers with only 13% of respondents to the household survey felt provision was sufficient. This is supplemented by comments regarding the quality of existing sites. In this instance, a standard has been recommended (derived from the local consultation) that seeks to encourage both small amounts of new provision and quality improvements, to reflect the concerns about certain sites. It is recommended that in terms of any new provision, priority be given to the development of facilities for older children and teenagers, as well as younger children, wherever possible. The Council should endeavour where possible, to improve on this equipped play area quantity standard in order to take account of casual/informal play areas. Particular regard also needs to be given to the retention of private open spaces and measures explored in terms of opening up such sites in order to meet future needs. Given the comparatively low level of provision, it is important that for future S106 negotiations, equipped play areas be considered as separate and distinct from Amenity Green Space in quantitative terms and that equipped areas be provided, rather than just 'child friendly' AGS.	

The recommended local standard is marginally higher than the current level of provision and will therefore result in further space being required to account for the increasing population in Brighton & Hove. In order to meet the minimum quantity standard, a total of 13.82 hectares of play space is required which represents an increase in provision of 2.02 hectares on the current level, increasing to an extra 4.46 hectares in 2026. It is assumed that some of this space will be provided by the redesignation of AGS – see Section 9.

Accessibility Standard

Recommended standard
15 minute walk time (720 metres)
Rationale
The majority of household survey respondents indicated that they would expect to walk to a children's play facility. The opinion that provision for children should be localised was emphasised in the responses to the children and young people's survey. One of the main justifications for why respondents used particular sites was their close proximity to where they live, suggesting that a standard could be set at a 10 minute walk time. Furthermore, the distances that parents are willing to let their children travel unaccompanied from their homes to play facilities have reduced as concerns over safety have grown. However, PPG17 suggests that distance thresholds should be reflective of the maximum distance that typical users can reasonably be expected to travel. The 75% threshold level for children using the responses from the household survey was just under a 15 minute walk time across the City, whereas young people scored slightly closer to 10 minutes. Setting the standard in accordance with the 75% threshold level is advocated in PPG17. Moreover, going for a larger accessibility catchment is recommended in terms of providing the council with greater flexibility in terms of striking a balance between qualitative and quantitative improvements in provision. A 10 minute catchment would place a greater requirement on new provision, but local consultation revealed the importance of high quality sites and not just new facilities. This sits alongside the underlying difficulty facing the Council in its efforts to create new sites. A standard of 15 minutes walk time (720m) is at the upper end of user expectations, but should provide a very achievable target for implementation. It should be noted that this standard does not comply with NPFA guidance, which suggests that LEAPs are located within 400m walking distance of every home. The Council should endeavour where possible, to improve on this accessibility standard, particularly for LAPs and LEAPs. The Council should continually seek to promote measures designed to improve accessibility, such as better public transport or cycling routes.

Quality Standard

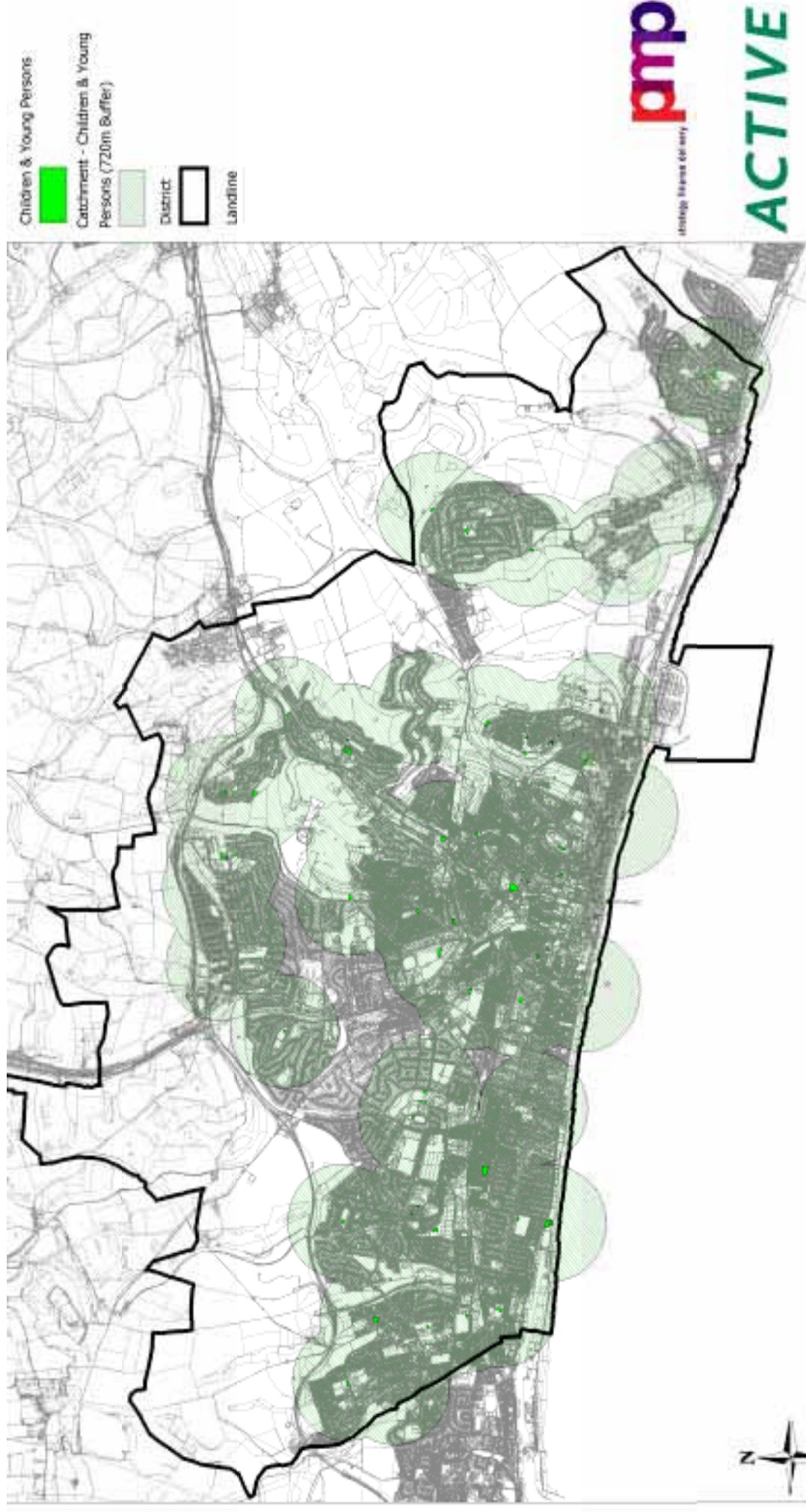
Recommended standard
<i>Within an equipped playground, there should be a range of at least five different types of well-maintained pieces of equipment in a safe, secure setting. The planning, layout and design of the site should follow industry best practice, drawing on guidance from the NPFA (Fields in Trust), RoSPA, Play England and others.</i> <i>It is an aspiration that main sites feature seating, shaded areas, litter bins and have access to toilets and refreshments. The play area should also be free from dogs.</i> <i>Sites should be well-maintained and easily accessible on foot and by cycle, and follow Disability Discrimination Act guidance.</i>
Rationale
The need to address the misuse of some sites is reflected within the standard in the need to design the site well and follow industry best practice in terms of providing sites which can be easily managed. Prioritising design best practice will also help tackle other issues, such as the conflict between older and younger children for equipment, and providing an environment which stimulates and challenges young people. Recognition of the need for places to go to meet friends is incorporated in the need for an enriched play environment rather than a focus only on formal equipment, following suggestions from children that some equipment can be boring. Consultation highlighted the importance of these sites being of sufficient size for children to enjoy, and this is mentioned in the quality vision. The standard aims to achieve a balance between locating play areas close to housing or footpaths as an additional level of security to be provided through natural policing eg overlooking houses where possible, whilst also ensuring that residential amenity and privacy is protected. However, there may be instances where it is appropriate to locate play areas close to commercial developments – particularly large retail sites as shopping is a family activity. The standard encompasses the need for play areas to be both sustainable in management terms but also feature a mix of facilities and an enriched play environment and that the site is clean, fully accessible, and safe to use. Wherever viable, the play equipment should be changed and developed over time (preferably in consultation with local children) to ensure that the facilities remain relevant to children and continue to be fit for purpose.

Applying provision standards

- 6.22 When the quantity standard is applied across the city it clearly demonstrates that shortfalls currently exist. Indeed, in view of the demand for many of the types of open space, it is debatable whether the recommended standards are somewhat low. However the approach taken endeavours to balance the demand with the challenges in delivering new space. As the population increases in future in line with projections, the city will have an increasing shortfall in provision for children and young people if new provision is not made. In order to identify geographical areas and those areas with significant local needs, the accessibility standard has been applied and mapped. However, it should be noted that in a high density city like Brighton & Hove the mapping of the quantity standard, where the site size and surrounding population is taken into account, is likely to highlight further deficiencies.
- 6.23 In terms of the application of standards for new developments, there may be a conflict between the quantity standard and accessibility standard. For example, a new development may require two play areas to ensure full accessibility coverage for new residents, however the quantity standard might not be of a level equivalent to two play areas. In such situations the Council should direct the developer to prioritise the accessibility standard over the quantity standard. The play areas provided should still be sized in relation to NPFA standards.
- 6.24 In addition to the accessibility and quantity requirements for new play areas from new developments, there is also the issue of on-going maintenance. This has been raised as a key issue through the public consultation and by council officers.
- 6.25 Following PPG17 guidance, it is recommended that the Council seek commuted maintenance sums for the upkeep of new play equipment for a minimum of 10 years. This policy is also of relevance where improvements are being made to existing play areas, rather than the provision of new play areas, which is likely in Brighton & Hove.
- 6.26 Figure 6.2 shows the distribution of children's and young people's outdoor space with the catchment areas these facilities serve.

SECTION 6 – PROVISION FOR CHILDREN AND YOUNG PEOPLE

Figure 6.2 Distribution of children's and young people's outdoor space



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Open Space, Sport and Recreation Study – Brighton & Hove

Identifying quantity deficiencies

- 6.27 The recommended local standard is to increase the current level of provision across Brighton & Hove so to achieve the standard, further provision will be required in order to keep up with the expected increase in population.
- 6.28 Table 6.1 illustrates the current level of provision, with projections indicated, to show the requirements needed to address the demand created by Brighton & Hove's expected population growth. We have shown these figures against the current level of provision.

Table 6.1 Application of standard against future population

Year	Population	Current Provision (hectares)	Provision (hectare per 1,000)	Quantity Standard	Against standard (hectare per 1,000)	Overall hectares needed (shortfall)
2006	251,900	11.8	0.047	0.055	-0.012ha	13.82ha (-2.02ha)
2026	295,750	11.8	0.039	0.055	-0.016ha	16.26ha (4.46ha)

- 6.29 The table shows that there is an immediate shortfall across the city of 2.02 hectares. This can to some extent be compensated by the change in the use of amenity green space areas (see section 9). It also shows that to maintain the recommended quantity standard across the City, an additional 4.46 hectares of provision for children and young people will be required by 2026 to account for the increase in population.

CYP 1	The quantity standard should be applied to all new developments in Brighton & Hove, with new sites delivered in line with the quantity standard and the accessibility standard. Where the Council is satisfied it is not practicable to deliver new sites, then S106 contributions should be sought and put towards qualitative improvements on existing sites or the delivery of appropriate ancillary services (eg play rangers etc). However, the quality of spaces should not suffer in favour of meeting the quantity standard.
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- 6.30 In response to the strong message from the public consultation which called for more facilities for teenagers and older children, special significance should be placed on this group.

CYP 2	Future development of facilities should focus upon meeting the substantial demand expressed for good quality play and activity spaces and equipment for older children and teenagers as well as younger children. These facilities should be developed in close partnership with local young people to ensure their engagement and support.
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Identifying quality deficiencies

- 6.31 The site assessment process has taken account of a wide range of factors, including litter, accessibility, seating, evidence of vandalism or graffiti and the overall appeal of the site. As in other sections, we have utilised the audit system of quality classification by three key site criteria; landscape condition, infrastructure condition and facility condition to provide an ‘at a glance’ comparison.
- 6.32 The quality audit and assessment process undertaken by the Council’s team to inform this study showed that sites overall were not of a particularly high quality. The highest scoring sites (eight or nine out of nine points) and the lowest scoring sites (one to three out of nine points) identified by the Council’s audit and assessment findings are shown below in Table 6.2.

Table 6.2 Children and young people qualitative examples

Site ID	Ward	Description/Location	Overall score
Highest scoring sites:			
EB0002	East Brighton	Marine Drive	9
MO0198	Moulsecoomb & Bevendean	Hodshrove Lane	9
NL0011	St Peter’s & North Laine	The Level (South)	8
RY0049	Regency	Royal Alexandra Hospital for Sick Children	8
Lowest scoring sites:			
EB0022	East Brighton	West Chiddingly close	3
EB0107	East Brighton	Education Action Zone (Whitehawk Road)	3
EB0131	East Brighton	Whitehawk Road	1

6.33 The distribution of quality scores for provision for children and young people is as follows:

- one point – one site
- two points – no sites
- three points – two sites
- four points – six sites
- five points – one site
- six points – five sites
- seven points – three sites
- eight points – two sites
- nine points – two sites.

6.34 The site assessments showed there to be a variety of results in qualitative terms, but with the bulk of sites of mediocre quality.

6.35 It is important to recognise certain limitations of the site assessment process in terms of its accurate evaluation of the quality, play value and potential of facilities for children and young people.

6.36 At the time of writing, the Council is currently undertaking a condition review of play areas. This should inform the future locations and types of provision.

CYP 3

Sites across the City should be upgraded to ensure that they meet the quality standard, drawing on other condition survey information as appropriate.

CYP 4

All new facilities for children and young people should be funded with a sinking fund to ensure that the necessary allowance for ongoing maintenance and replacement is made. Any potential S106 contributions should be calculated in accordance with this.

6.37 Consultation with officers and key interest groups, as well as an appreciation of current best practice thinking in the play sector, has highlighted the need to adopt a creative approach to play provision, using adventurous and challenging natural/semi natural environments.

6.38 It is important that a variety of play experiences are provided, in addition to traditional play equipment (swings, slides etc). These spaces may be regarded as separate to equipped play, but in all cases, uninspiring amenity green space should be avoided, and detailed guidance sought.

CYP5

The Council should take a joined up approach between City Parks and other key stakeholders to explore the possible creation of new and varied playscapes, particularly with regard to informal play opportunities in other open space typologies

Identifying accessibility deficiencies

- 6.39 It should be noted that, in the mapping, there is no distinction between facilities suitable for different ages. As a guiding principle, consultation has demonstrated that facilities for young people are generally more of a concern, although the majority of respondents to the household survey were adults. In most cases, we would advise that the needs of this group should be taken in account and avoid priority being given consistently to younger children.
- 6.40 As requested by the Council, where accessibility deficiencies have been identified, we have made no site specific recommendations as to how or where alternative provision could be provided, so that more detailed study and consultation can be undertaken.
- 6.41 Figure 6.2 indicates that across the City, there is a generally consistent spread of provision for children and young people within the catchment areas (determined as a 720m buffer, or 15 minute walk).

Withdean/West Blatchington

- 6.42 There is one notable area of concern in the Withdean area, shown as Figure 6.3.

Figure 6.3 Withdean/West Blatchington underprovision



- 6.43 The map shows that there is an area in which residents would have to travel more than the 720m specified to areas for children and young people, in the Withdean/West Blatchington vicinity.

- 6.44 Although Withdean Park is not counted as a designated play area, it can be considered to have value as a space for children and young people. This could be considered to mitigate the deficiency shown to the east of the A23 (which runs down the centre of this figure). However, the area to the west of the A23 remains deficient. In this instance, the A23 acts as a substantial ‘natural’ barrier, preventing children from easily accessing the facilities.
- 6.45 Consideration should be given to this deficiency and regard given to appropriate methods to address it, including the encouragement of owners to make better use of private open space sites such as opening them up to the community/public to meet identified open space needs

Woodingdean

- 6.46 A second area currently outside of the catchment for accessibility is on the west edge of Woodingdean as shown below as Figure 6.4.

Figure 6.4 Woodingdean underprovision



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- 6.47 The area to the west of the centre of Woodingdean, which adjoins Warren Road, is outside of the maximum travel distance from the children's and young people's facilities in the centre of Woodingdean. Again, we recommend that due consideration be given to this shortfall in future strategies.

CYP 6

Appropriate measures should be taken to ensure that spaces for children and young people are accessible on foot, as well as by cycle and the public transport system.

Summary

- 6.48 The need for facilities for young people was one of the main themes to emerge from the public consultation process, with strong support for more provision.
- 6.49 The standards set reflect the need for high quality provision, as well as maintaining levels of accessibility and quantity.
- 6.50 Our recommendations reflect the importance of future qualitative investment having a creative and broad appeal, while acknowledging that older children and teenagers should be prioritised as much as younger children. A summary is provided overleaf.

CYP 1	The quantity standard should be applied to all new developments in Brighton & Hove, with new sites delivered in line with the standard and the accessibility standard. Where the Council is satisfied it is not practicable to deliver new sites, then S106 contributions should be sought and put towards qualitative improvements on existing sites or the delivery of appropriate ancillary services (eg play rangers etc). However, the quality of spaces should not suffer in favour of meeting the quantity standard.
CYP 2	Future development of facilities should focus upon meeting the substantial demand expressed for good quality play and activity spaces and equipment for older children and teenagers as well as younger children. These facilities should be developed in close partnership with local young people to ensure their engagement and support.
CYP 3	Sites across the City should be upgraded to ensure that they meet the quality standard, drawing on other condition survey information as appropriate.
CYP 4	All new facilities for children and young people should be funded with a sinking fund to ensure that the necessary allowance for ongoing maintenance and replacement is made. Any potential S106 contributions should be calculated in accordance with this.
CYP 5	The Council should take a joined up approach between City Parks and other key stakeholders to explore the possible creation of new and varied playscapes within other typologies, in order to enhance the equipped play provision sought within the children and young people typology standard.
CYP 6	Appropriate measures should be taken to ensure that spaces for children and young people are accessible on foot, as well as by cycle and the public transport system.

SECTION 7

PARKS AND GARDENS

7. Parks and gardens

Introduction and definition

- 7.1 This type of open space typically includes urban parks, formal gardens and country parks. These provide opportunities for informal recreation and community events.
- 7.2 Parks can have many wider benefits including a sense of place for the local community, ecological and education benefits, helping with social inclusion, community cohesion and providing structural and landscaping benefits.

Figure 7.1 The Rockery, London Road



Strategic context

- 7.3 There are approximately 147 sites in the parks and gardens typology across Brighton & Hove, categorised as city parks, community parks, neighbourhood parks, formal gardens and country parks or parkland. In this study, some country parks, for example parts of Stanmer Park have been categorised as Natural and Semi Natural Space. With an overall area of 232 hectares, the parks and gardens typology equates to a level of provision of 0.92 hectares per 1,000 people.
- 7.4 In benchmarking terms against other local authorities, Brighton & Hove scores relatively favourably against Wolverhampton (0.19 hectares/1,000), Corby (0.16 hectares/1,000) Maidstone (0.23 hectares/1,000), Bristol (0.2 hectares/1,000) and York (0.16 hectares/1,000). Other members of Brighton & Hove's CIPFA family group have either not set standards for this typology, or are still working through the PPG17 study process.

- 7.5 Some of the most popular sites, as indicated both by this study and previous work undertaken by the Council, include:
- Preston Park
 - Hove Park
 - St Anns Well Gardens
 - Queens Park
 - Dyke Road Park
 - Pavilion Gardens
 - Withdean Park
 - The Level.
- 7.6 The sites vary greatly in size, in function and in offer of facilities and activities. The Council is responsible for the management of most sites.
- 7.7 The most recent published results of the Council's Best Value Performance Indicators General Satisfaction Survey 2006/07 showed that four out of five respondents (80%) were very satisfied or fairly satisfied with our parks and open spaces (performance indicator BV119E). This is a fairly high level although there was a fall of 1% over the previous survey in 2003/04.
- 7.8 The sites are distributed fairly evenly across the city, with the city parks including Preston Park, Hove Park and St Annes Well Gardens, generally located in the centre of the areas with the highest population density.
- 7.9 The total area of parks and gardens across the city is 232 hectares. This equates to a current provision level of 0.92 hectares per 1,000 population, which represents a good level of provision given the urban environment.
- 7.10 The Neighbourhood Survey Report connected to the Open Space Study previously undertaken by the Council indicates that some of the largest parks, including Preston Park, Queens Park, Hove Park, St Ann's Well Gardens and The Level, are among the most used open spaces in the city. This is consistent with the findings of this study.
- 7.11 It is recognised by the Council that the city's parks provide hubs for outdoor activity, and it is significant that many other open space typologies, such as outdoor sports facilities, children's play areas and natural/semi natural space, can be found on park sites.
- 7.12 The Council has not currently adopted any standards relating to the quantity, quality or accessibility of parks and gardens, although the Green Flag national quality standard has been achieved by several parks in Brighton & Hove.
- 7.13 English Heritage completed a national survey during 2003 looking at the provision of parks within England. It found that
- just under two thirds of adults in England had visited a public park during the previous 12 months

- there is a distinct bias in the use of parks by social groups. Almost three quarters of adults from higher social groups visited parks regularly compared with only half of those from lower social groups.
- people from black and ethnic minority communities and adults with a disability also had relatively low levels of usage of parks
- 8 in 10 adults who had used a park in the previous 12 months did so at least once a month during the spring and summer. Almost two thirds visited a park at least once a week. Women tended to visit parks more often than men.
- it is estimated that the 24.3 million adults who use parks make approximately 1.2 billion visits during the spring and summer months and 600 million visits during the autumn and winter months, a total of 1.8 billion visits a year
- the most popular type of park visited was an urban or city park.

Consultation key findings

7.14 The key findings from the consultation process with regard to parks and gardens are shown below:

- parks and gardens were identified by the household survey as being the most visited open space typology in Brighton & Hove, ahead of beaches/coastal areas. A large percentage of respondents (74%) use parks and gardens more than once a month, with only 3.5% not using them at all.
- of respondents who use a park or garden as their primary open space, 34% walk less than five minutes to reach it and a further 34% walk between five and 10 minutes
- the most significant problems were vandalism/graffiti, litter and dog fouling, although generally, the number of responses indicating a 'significant problem' was small. Overall, 5% rated the provision as 'poor', with nearly 70% indicating a 'good' level.
- maintenance and planting generally scored a 'satisfactory' rating, indicating that the expectations of the public are being met
- the consultation showed that the majority of respondents are content with the current quantity of parks and gardens in the city
- feedback from drop in sessions was largely positive, with residents and visitors suggesting that Brighton's parks were of a good quality
- an issue raised by consultation with key groups such as the Brighton Society highlighted that there was a tendency towards uniformity in the presentation and planning of parks generally.

Parks and gardens standards

- 7.15 The key issues explored above have informed the development of standards for the parks and gardens typology. Our recommended standards and rationale are provided below.

Quantity standard

Existing level of provision	Recommended standard
0.92 hectares per 1,000 population	0.92 hectares per 1,000 population
Rationale	
We have recommended that the quantity standard for parks and gardens in Brighton & Hove is set at 0.92 hectares per 1,000 population. This is consistent with the current level of provision within the city. Nearly 60% of consultees in the household survey suggested that the current quantity of parks was satisfactory, against 36% who considered that there was currently an undersupply. In this instance a standard has been proposed which protects the existing parks and gardens, which are a hugely valuable resource and part of the cityscape, while recognising that the land pressures in the centre of Brighton & Hove mean that the provision of additional parks and gardens would be challenging. This will enable the Council to focus upon the current accessibility deficiencies and make appropriate qualitative improvements to existing popular sites, which are extremely important. Although there is currently no formal distinction or classification made to distinguish parks (eg neighbourhood park, city park) it is evident that several very popular parks carry a substantial amount of usage and the Council has identified the challenge of maintaining these parks to a high standard against a backdrop of static or dwindling investment. Although the recommended local standard is the same as the current level of provision, it will still require an increase in the future in order to meet the needs of the city's growing population. In order to meet the minimum quantity standard, in the region of 40 hectares of park space would be required by 2026, if the high population projections are accurate. This sets a demanding and challenging standard.	

Accessibility standard

Recommended standard
15 minute walk time (720 metres)
Rationale
When setting an appropriate accessibility standard, attention has been paid both to current travel patterns and public expectations. 72% of consultees stated that they currently walked to parks and gardens in Brighton & Hove, which indicates a strong preference. Unsurprisingly, consultation has revealed that the public wishes to maintain this level of accessibility, with 88% of respondents having indicated that they would wish to walk no more than 15 minutes to access parks. A lower accessibility standard could be justified on the basis of current users' travel patterns, as 65% of users currently walk less than 10 minutes to access a park. However, PPG17 states that lower thresholds are only needed where there is clear evidence that a significant proportion of local people do not use existing provision because they regard it as inaccessible. Given the findings of the local consultation (which highlight the high levels of park usage) this could not be substantiated. As discussed previously in this section, it is evident that there are qualitative issues which may require greater prioritisation. A smaller catchment would place a greater requirement on new provision, but local consultation revealed the importance of providing high quality parks and gardens. This sits alongside the underlying difficulty facing the Council in its efforts to site new parks. A standard of 15 minutes walk time (720 metres) is at the upper end of user expectations, but should provide an achievable target for implementation. As with other typologies, it is recommended that the Council seeks to promote measures designed to improve accessibility, such as better public transport or cycling routes. Adopting this catchment standard should provide the Council with greater flexibility to strike a balance between qualitative and quantitative improvements in provision as well as providing a good level of access to the general public.

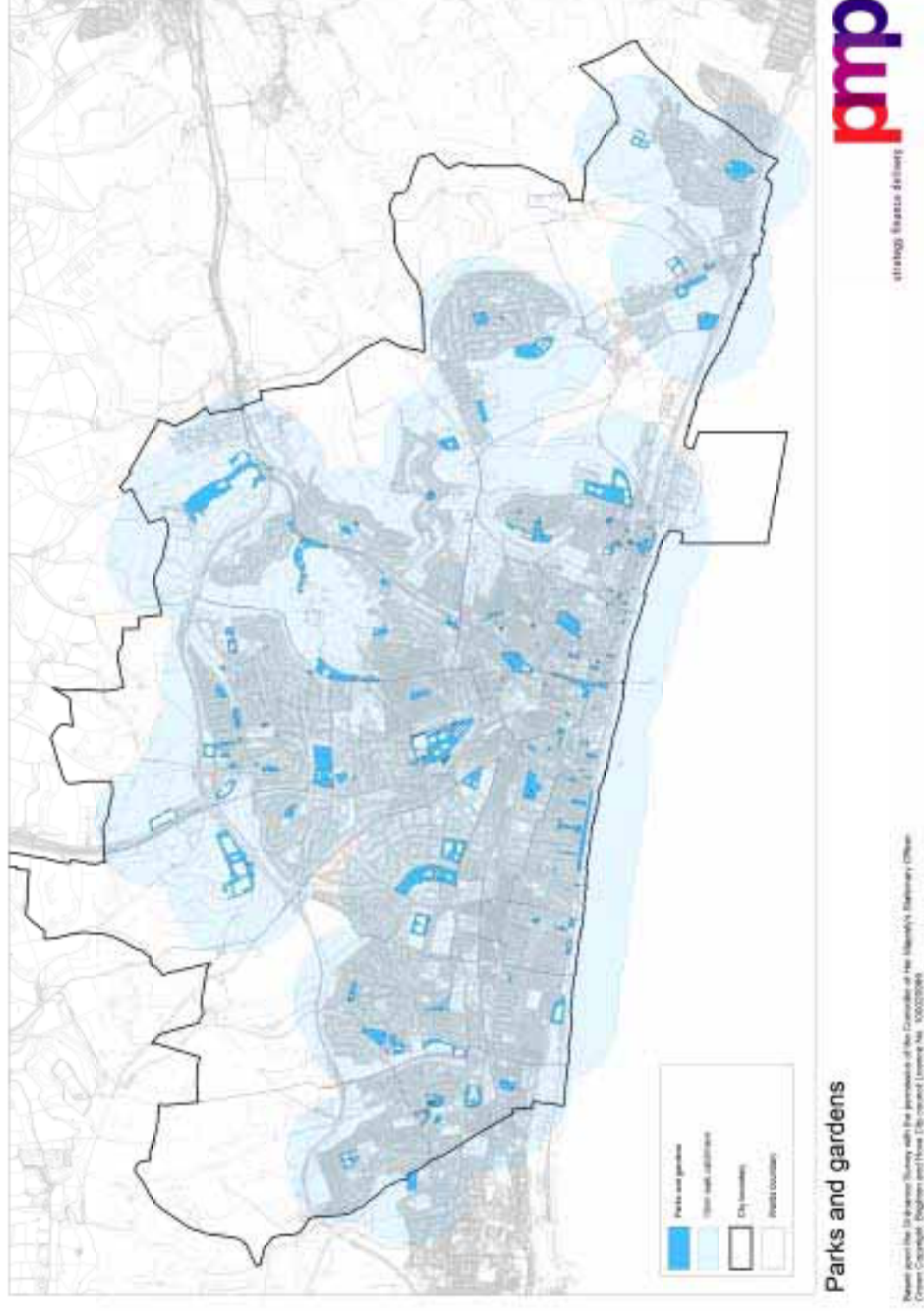
Quality standard

Recommended standard
<i>Parks and gardens should be well maintained and offer a variety of plants, shrubs and flowers across the City.</i> <i>Ancillary accommodation should include seating, dog bins, cycle parking, litter bins, and clear signage. The Council aims to continue enabling access to toilets at key sites, with access to refreshments, picnic and shaded seating areas at larger sites.</i> <i>Sites should be secure and safe with adequate lighting and, where appropriate, have a staff presence to improve security and management. Where applicable, historic buildings should be kept in good order and other buildings kept safe.</i> <i>All sites should follow Disability Discrimination Act guidance.</i>
Rationale
A quality standard has been devised which reflects both aspirations and concerns expressed through local consultation. It should be considered that where parks are multi-functional or topographical, that other quality standards also apply, for example sports pitches. In order to improve the quality of parks across the city it is important that the Council implement and strive to achieve a quality standard that will ensure consistency and high quality provision. This is particularly significant given the clear importance of parks and gardens to Brighton & Hove residents and workers, as well as the thriving tourist industry in the city. Attractive, well-designed and well-maintained parks are key elements of good urban design and are fundamentally important in delivering places in which people want to live and work. The standard has been formulated to ensure that park provision is sustainable, balanced and ultimately achievable. A problem which has been noted through the consultation process is the misuse of parks, particularly among young people. As a consequence, it should be noted that the achievement of the quality vision for these parks (and the delivery of high quality green spaces) will be influenced by the delivery of high quality play areas and sites for young people within. Provision of ancillary facilities such as toilets was also identified as a key issue by the public consultation. The standard reflects the need to improve this, as well as the desire to achieve greater variety in design and planting. Although security of sites was not specifically identified as a major problem through the public consultation, the standard, particularly through the reference to featuring a staff presence, aims to tackle a variety of smaller issues, such as vandalism and graffiti.

Applying provision standards

- 7.16 When the quantity standard is applied across the city it clearly demonstrates that no surpluses currently exist. Indeed, in view of the demand for many of the types of open space, it is debatable whether the recommended standards are somewhat low. However the approach taken endeavours to balance the demand with the challenges in delivering new space. As the population increases in future in line with projections, the city will have an overall shortfall in parks and gardens if new provision is not made. In order to identify geographical areas and those areas with significant local needs, the accessibility standard has been applied and mapped. However, it should be noted that in a high density city like Brighton & Hove the mapping of the quantity standard, where the site size and surrounding population is taken into account, is likely to highlight further deficiencies.
- 7.17 Invariably, the delivery of new parks will be opportunity led, based on large scale regeneration schemes or the redesignation of existing open space sites. As has been previously noted, the nature of Brighton & Hove's urban environment makes this practice extremely difficult.
- 7.18 If there are areas currently outside of the accessibility threshold, it is recognised that it may not be possible to develop new parks, and alternative provision, such as Amenity Green Space, may be sought.
- 7.19 Figure 7.2 overleaf illustrates the current parks and gardens with the catchment areas they serve.

Figure 7.2 Parks and gardens accessibility mapping



Identifying quantity deficiencies

- 7.20 The local quantity standard is to retain the current level of provision across the city, currently 0.92 hectares per 1,000 population. In order to meet the continuing needs of the population, the area of parks and gardens will need to increase as the population of Brighton & Hove grows, although the amount per 1,000 population will remain the same.
- 7.21 Table 7.1 shows the current level of provision with projections to show the ongoing requirement for parks and gardens. The figures are shown against the current level of provision to illustrate the difference.

Table 7.1 Application of quantity standard against future population

Year	Population	Current Provision (hectares)	Future provision (hectares per 1,000)	Quantity Standard (hectares per 1,000)	Against standard (hectares per 1,000)	Overall hectares needed (shortfall)
2006	251,900	232	0.92	0.92	-	-
2026	295,750	232	0.78	0.92	-0.20	272ha (40ha)

- 7.22 The table illustrates that even with the quantity standard kept at the current level, the demands of the increasing population will require a significant increase, totalling 40 hectares.
- 7.23 While meeting this standard may prove challenging, it highlights the substantial increase in population planned over the next 20 years and the importance of at least maintaining the current provision of natural open space to retain a good quality of life in the city.
- 7.24 New provision is therefore required wherever practical and achievable, and the quality of existing and future sites should not be compromised. It is recommended that the Council considers the balance of quantitative and qualitative investment closely in the future. Achieving the standard may require a fresh assessment of existing land use on the urban fringe.

PG 1

The quantity standard should be applied to all new developments in Brighton & Hove, with new sites delivered in line with the standard and the additional population.

Where the Council is satisfied it is not practicable to deliver the Park and Garden standards requirements within a development site, then a S106 contribution should be sought which could be put towards additional off-site provision, qualitative improvements on existing sites or other appropriate innovative enhancements/provision. However, the quality of parks and gardens should not suffer in favour of meeting the quantity standard.

Identifying quality deficiencies

- 7.25 As has been highlighted earlier in this section, parks and gardens scored highly in the quality assessment from the household survey, with 68% of respondents rating them 'good' and less than 5% answering 'poor'.
- 7.26 From the household survey and drop in sessions, there were no particular parks or gardens which were flagged as in need of quality improvements, although it should be noted that improvements to other typologies, such as children's play areas, would take place within the overall boundaries of many parks.
- 7.27 The site assessment process has taken account of a wide range of factors, including litter, accessibility, seating, evidence of vandalism or graffiti and the overall appeal of the site. As in previous chapters, we have utilised the audit system of quality classification by three key site criteria – landscape condition, infrastructure condition and facility condition to provide an 'at a glance' comparison.
- 7.28 The highest scoring sites (eight or nine out of nine points) and the lowest scoring sites (three out of nine points) identified by the Council's audit and assessment findings are shown below in Table 7.2.

Table 7.2 Quality assessments of parks and gardens

Site ID	Ward	Description/Location	Quality score
High scoring sites (eight or nine out of nine):			
HL0119	Hollingbury & Stanmer	Moulescoombe Place	9
MO0183	Moulsecoomb & Bevendean	University of Brighton Falmer Campus	9
PP0004	Preston Park	Preston Manor	9
PP0005	Preston Park	The Rookery	9
RT0070	Rottingdean Coastal	Saltdean Park	9
RY0026	Regency	Quaker Friends Meeting House	9
RY0032	Regency	Old Steine Sth.	9
SP0066	South Portslade	Victoria Recreation Ground	9
WD0001	Withdean	Preston Road	9
WE0026	Westbourne	Hove Museum & Art Gallery	9
WI0011	Wishbourne	Marmion Road	9
BAL0002	Brunswick Adelaide	Brunswick Lawns	8
GO0015	Goldsmid	St Ann's Well Gardens	8
HL0056	Hollingbury & Stanmer	Stanmer Park	8
HV0001	Central Hove	King's Lawns	8
NL0004	St Peter's & North Laine	Pavilion Gardens	8

Site ID	Ward	Description/Location	Quality score
NL0005	St Peter's & North Laine	Old Stiene	8
NL0012	St Peter's & North Laine	The Level (North)	8
NL0054	St Peter's & North Laine	Brighthelm Church and community gardens	8
PP0001	Preston Park	Preston Park	8
PP0006	Preston Park	Blakers Park	8
RT0036	Rottingdean Coastal	Rottingdean Cricket Club	8
SP0001	South Portslade	Easthill Park	8
SP0107	South Portslade	Emmaus	8
ST0007	Stanford	Hove Park	8
WI0004	Wish	Hove lagoon	8
Low scoring sites (one or two out of nine):8			
No sites			

7.29 The distribution of quality scores for parks and gardens is as follows:

- one point – no sites
- two points – no sites
- three points – four sites
- four points – 16 sites
- five points – 20 sites
- six points – 25 sites
- seven points – 28 sites
- eight points – 15 sites
- nine points – 11 sites.

7.30 The site assessments showed there to be a variety of results in qualitative terms. Most sites scored in the 'average to good' range. Generally however, the analysis suggests that the quality of smaller sites was lower than the larger Parks and Gardens. While there is naturally a priority to deliver the larger sites, it is important that all sites are given suitable investment.

PG 2

The Council should aim to achieve the quality standard at all sites across the city and ensure that the quality of the main sites is not achieved at the expense of smaller parks and gardens.

- 7.31 Public consultation has shown the importance of parks and gardens to the people of Brighton & Hove for a variety of reasons. They are a valuable asset to the city and one of its notable features. It is important that this significance is recognised through continued investment and support.

Identifying accessibility deficiencies

- 7.32 Figure 7.2 demonstrates that across the city, there is good distribution of open space categorised as parks and open space. The application of the accessibility standard, set at a 15 minute walk time, shows that very few areas of Brighton & Hove can be considered inaccessible in terms of journey times.
- 7.33 Although there are few travel issues, it should remain a goal at all parks and gardens to improve their physical access, in line with the quality standard.

PG 3

All appropriate measures should be taken to ensure that parks and gardens are accessible on foot, as well as by cycle and public transport.

PG 4

All new parks and gardens should be funded with a sinking fund to ensure that the necessary allowance for ongoing maintenance and replacement is made. Any potential S106 contributions should be calculated in accordance with this.

Withdean/West Blatchington

- 7.34 The one evident area of underprovision is shown below as Figure 7.3, in the Withdean and West Blatchington area.

Figure 7.3 Withdean/West Blatchington underprovision



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- 7.35 Due to the nature of the area, there are no clearly identifiable locations for the creation of a new park to account for the deficiency. It is notable that this area is also considered deficient in children's play space (see Section 6).

- 7.36 It is our consideration that this area is not seriously deficient in open space to the point of requiring a new dedicated park, given the low density nature of the area and high availability of private gardens in the vicinity, as well as the comparatively easy access to the natural environment on the urban fringe.
- 7.37 As discussed in the previous section, it is understood that there may exist some potential for the development of public recreational space in this area. If sites in this location can be subsequently developed, it is our view that children's play space should be considered a priority.

Hove

- 7.38 Inspection of the accessibility maps has suggested that Hove also has a potential shortfall in park and garden space of a meaningful size.
- 7.39 The Hove area is shown overleaf in Figure 7.4, which illustrates the high density housing along with the relatively modest provision towards the bottom half of the figure. Additional to note is the small scale of the site towards the centre of the figure (circled in red).

Figure 7.4 Hove parks and gardens underprovision



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- 7.40 Given the lack of available space in Hove, it is highly unlikely that space for additional provision can be found in this area, reinforcing the need for high quality sites wherever possible. It should also be considered that the Hove area has good access to the seafront area for casual recreation, walking and similar activities.

PG 5

The Council should prioritise the pursuit of high quality park and garden sites in Hove to mitigate the relatively poor access to good sized facilities.

PG 6

The Council should use this and other current studies to form the basis of a review of its parks and open spaces strategy to develop a long term plan which is appropriately funded.

PG 7

All new parks and gardens should be funded with a sinking fund to ensure that the necessary allowance for ongoing maintenance and replacement is made. Any potential S106 contributions should be calculated in accordance with this.

Summary

- 7.41 Parks and gardens are one of the most popular open space types in Brighton & Hove. With a heritage of good quality sites, it is important that the level of service is maintained.
- 7.42 The standards set reflect the need to accommodate further growth in the city's population. Our recommendations have focused primarily upon the delivery of high quality sites to build upon the good quantitative levels currently provided, as well as the good accessibility from uniform distribution of sites across the city.
- 7.43 While the growth in population will increase quantitative demand, this should not be at the expense of achieving the quality standard, which in many cases may well be prioritised.
- 7.44 We have made the following recommendations.

PG 1	The quantity standard should be applied to all new developments Brighton & Hove, with new sites delivered in line with the standard and the additional population. Where the Council is satisfied it is not practicable to deliver the park and garden standards requirements within a development site, then a S106 contribution should be sought which could be put towards additional off-site provision, qualitative improvements on existing sites or other appropriate innovative enhancements/provision. However, the quality of parks and gardens should not suffer in favour of meeting the quantity standard.
PG 2	The Council should aim to achieve the quality standard at all sites across the City and ensure that the quality of the main sites is not achieved at the expense of smaller parks and gardens.
PG 3	All appropriate measures should be taken to ensure that parks and gardens are accessible on foot, as well as by cycle and public transport.
PG 4	All new parks and gardens should be funded with a sinking fund to ensure that the necessary allowance for ongoing maintenance and replacement is made. Any potential S106 contributions should be calculated in accordance with this.
PG 5	The Council should prioritise the pursuit of high quality park and garden sites in Hove to mitigate the relatively poor access to good sized facilities.
PG 6	The Council should use this and other current studies to form the basis of a review of its parks and open spaces strategy to develop a long term plan which is appropriately funded.

SECTION 8

NATURAL AND SEMI NATURAL GREEN SPACE

8. Natural and semi natural green space

Introduction and definition

- 8.1 This type of open space includes woodlands, urban forestry, scrubland, grasslands (eg downlands, commons, meadows), wetlands, nature reserves and wastelands with a primary purpose of wildlife conservation and bio-diversity within the settlement boundaries.
- 8.2 In accordance with Natural England guidance¹, Natural and Semi Natural (NSN) green space can frequently be found within other open space types, and in some instances there may be parts of some sites classified as amenity green space or parks that play a similar role to NSN green space sites. This serves to highlight the overlap between typologies.
- 8.3 In line with PPG17 guidance, larger sites that sit well outside of the built up/settlement boundaries have been excluded from the audit and calculations. In this case, it was agreed to use the A27 as the defining boundary as this creates a significant barrier to access further north. However, relevant parts of Stanmer Park were included due to its citywide importance and public transport accessibility. It is important to consider the role that sites beyond the A27 play in alleviating deficiencies and providing resources for both residents and wildlife, particularly due to the geography and topography of Brighton & Hove.
- 8.4 Although NSN green space plays a key role in wildlife conservation and biodiversity the recreational opportunities provided by these spaces are also important. In this respect, NSN green spaces play a similar role and function to that of amenity green space and park and gardens. For example, NSN green spaces provide opportunities for children to interact with their environment and encourage free play. However, it is essential that a balance is achieved between recreational use and biodiversity and conservation.
- 8.5 The Downs was identified separately within the public consultation process to gain specific feedback on its quality. The findings are incorporated within this section.

Figure 8.1 Brighton chalkland flora



¹ Providing Accessible Natural Greenspace in Towns and Cities. A practical Guide to Assessing the Resource and Implementing Local Standards for Provision'. English Nature (undated)

Strategic context

- 8.6 There are currently approximately 355 sites classified as NSN around Brighton & Hove, with a total area of 709 hectares. The provision level is 2.8 hectares per 1,000 population, the largest of open space typologies in the catchment. However only approximately 100 hectares (around 260 sites) lie within the built up area (0.4 hectares per 1,000 population).
- 8.7 This figure has been calculated by excluding most sites beyond the A27 due to poor accessibility. Privately owned sites without public access outside of the built up area boundary have also been excluded. This is because of their limited public value when their proximity to the countryside is considered. Privately owned sites within the urban area do have considerable value however, due to the lower number and wider spacing of NSN sites in that area.
- 8.8 In benchmarking terms against other local authorities, Brighton & Hove scores relatively favourably against many comparable authorities, including Wolverhampton (1.46 hectares/1,000), Middlesbrough (1.9 hectares/1,000) Bristol (0.09 hectares/1,000) and York (1.61 hectares/1,000). These local authorities have been selected as comparators due to their compact nature, the limited accessible countryside within their authority areas, the size of their populations and their unitary status.
- 8.9 However, it should be noted that many of the largest sites in Brighton & Hove in the NSN typology are on the urban fringe. As will be illustrated in this section, there are areas of the city which can be considered to suffer from underprovision. More on benchmarking is shown as Appendix D.
- 8.10 Other CIPFA family group members of Brighton & Hove have either not set standards, or are still working through the PPG17 study process.
- 8.11 National guidance for the quantity and accessibility to natural green space are laid out by Natural England in *Providing Accessible Natural Green Space in Towns and Cities* with the following guidelines:
- no person should live more than 300 metres from their nearest area of natural green space
 - there should be at least one accessible 20 hectare site within two kilometres from home
 - there should be one accessible 100 hectare site within five kilometres
 - there should be one accessible 500 hectare site within 10 kilometres.
- 8.12 Chapter 7 of the Brighton & Hove Local Plan (2005) titled 'An integrated approach to nature and the countryside' provides detailed guidance on the Council's principles with regard to protecting natural habitats and encouraging biodiversity.
- 8.13 The section outlines some of the sites in Brighton & Hove with special ecological or environmental value and highlights some key issues including:
- that proposals will be expected to contribute to the achievement of local Biodiversity Action Plan targets. Planning permission will not be granted for proposals that are likely to hinder the achievement of such targets.

- the need for additional Local Nature Reserves (LNRs) to improve accessibility to conservation areas
- the pressures upon development on or around the urban fringe
- the need to protect areas which fall outside the designated Area of Outstanding Natural Beauty (The Downs) and ensuring these areas have suitable planning protection.

8.14 From the Local Plan:

- Policy QD17 states that development proposals affecting nature conservation features outside protected sites will be permitted provided either the proposal can be subject to conditions that prevent damaging impacts; or the impact is minimised and as many existing features as possible are protected and enhanced. The policy adds that new nature conservation features will be required as part of development schemes, provided for early in the design stage so that they are appropriate to the location, suitably sited and are fully integrated within the scheme.
- QD18 relates to species protection and dictates that developers must undertake site investigations if species are likely to be affected by a proposed development. Permission would not be granted for any development which is liable to cause harm to such species.

8.15 There are relevant policies from the LDF Core Strategy Preferred Options. As with other sections, it should be noted that the LDF is being significantly updated. These are provided for context only:

- SO20 - Conserve and enhance the Areas of Outstanding Natural Beauty/proposed South Downs National Park, including their wider countryside setting, and support the establishment of the city as a 'gateway' to the Downs
- SO21 - Establish a Green Infrastructure Network in Brighton & Hove to conserve and enhance the priority areas for biodiversity and to ensure that everyone has access to natural open space, with new development to contribute to the Network where appropriate. Nature conservation opportunities are to be maximised to achieve Biodiversity Action Plan objectives in open spaces and in new development.

Consultation

8.16 Key issues relating to natural and semi natural space from the consultation programme include:

- the household survey showed the desire for more natural and semi natural spaces within Brighton & Hove. 41% indicated there was 'not enough', with an additional 17% responding the level of provision was 'nearly enough'. 34% answered that the current level was 'about right'
- in comparison, when questioned specifically on The Downs, over 10% of respondents stated there was 'too much', and 62% replied that the current level was 'about right'. Only 20% of respondents suggested that there was underprovision

- survey respondents showed a pattern of regular usage of NSN areas, 51% said they visited NSN areas more than once a month, with a further 39% stating less than this, with only 9% not using them at all. A very similar picture emerged with The Downs, just 8% of respondents said they did not visit at all
 - responses to the qualitative questions highlighted a difference between NSN and The Downs. While 50% thought NSN was of 'good' quality, and 42% replying 'average', The Downs scored 79% in 'good' and a further 18% 'average' making it statistically the best quality open space area in Brighton & Hove.
- 8.17 Consultation with key interest groups included the Wildlife Advisory Group (WAG), Natural England and the Sussex Wildlife Trust. Some key points to emerge from the consultation are:
- the particular need for more natural and semi-natural space and protection of existing areas of natural significance, particularly The Downs
 - issues highlighted by Natural England officers about provision of green space in the city, specifically in the Hove area, which does not meet Natural England accessibility standards of access to green space within 300 metres. Officers noted that regeneration plans for the Marina and Preston Barracks makes allowance for green space, and added that biodiversity should also be a priority in the city.
 - the importance of developing a connected Green Network to encourage the migration and movement of flora and fauna.

NSN green space standards

- 8.18 The key issues explored above have informed the development of standards for this typology. Our recommended standards and rationale are shown below.

Quantity Standard

Existing level of provision	Recommended standard
2.8 hectares per 1,000 population	2.8 hectares per 1,000 population
Rationale	
The current total area of NSN space is equivalent to 2.8 hectares per 1,000 population. Generally, sites are spread evenly across the city, however, in the built up area, most sites are small so they will have limited potential to deliver public benefit. It also means there may be further locational deficiencies than the area immediately apparent from the application of catchment areas (see paragraphs on accessibility later in this section) The current level of quantitative provision in Brighton & Hove is relatively good for a predominantly urban area. Other comparable authorities such as Bristol (0.09 hectares/1,000) and York (1.61 hectares/1,000) have a generally lower level of provision, however, as explored above, there are few sizable NSN sites in the built up area, with the greater concentrations forming on the urban fringe.	

Rationale
A key theme emerging from the consultation was support for more NSN space – with 58% of respondents supporting more provision. The support for The Downs was less unequivocal, although it is recognised that it is less feasible to ‘create’ more downland. For NSN green space, a standard has been recommended (derived from the local consultation) that will protect the current level of provision, but provide some flexibility to prioritise qualitative improvements to maintain high standards. Although the recommended local standard is the same as the current level of provision, and does not address the desire for more natural green space which emerged from the consultation, the recommended minimum standard will still require a significant increase in space in order to meet the minimum quantity standard. In the region of 125 hectares of NSN space would be required to maintain the current levels of provision for the projected 2026 population. It is understood that while the achievement of this standard in future years may be a demanding challenge, it is considered important to maintain current levels of satisfaction in open space provision and to encourage the protection of existing space. It is recognised that the Council does own significant portions of the surrounding countryside and that creative and innovative approaches to creating new NSN sites in the urban area must be sought.

Accessibility Standard

Recommended standard
15 minute walk time (720 metres)
Rationale
There was a relatively even split between respondents who expected to be able to walk and those who expected to drive to reach NSN areas, indicating a realisation that the location of NSN space is not always viable within the immediate vicinity of urban areas. Ways of improving accessibility to The Downs by means other than the car should be explored. Natural green space within the urban area could conceivably have improved localised provision. The 75th percentile for walking is just over the 15 minute threshold. Setting the accessibility standard in accordance with the 75% level is in accordance with PPG17 guidance.

Rationale
Although an accessibility of 20 minutes walk can therefore be justified, particularly given the largely urban nature of Brighton & Hove, consultation with officers and other key interest groups highlighted the importance of residents have good access to NSN sites where possible. The standard of 15 minutes walk time (720 metres) is at the lower end of user expectations, ensuring a high level of satisfaction if it is achieved. It was also considered that adopting a more challenging accessibility standard would encourage the development of the Green Network, a key objective of the emerging LDF. It is also acknowledged that Natural England guidance recommends a 300 metre catchment. Although the accessibility standard may be difficult to achieve for sites above a certain size in some parts of the city, it is important to aim to achieve the standard. It is assumed that the quality standard may be prioritised in appropriate circumstances to ensure that sites are of a high quality, rather than delivering poor quality, small sites of limited value.

Quality Standard

Recommended standard
<i>Land where nature conservation is actively promoted, although other uses may also take place. Habitats and species of biodiversity value should be present. Links to other areas of nature conservation value via a green network is desirable. Management, including maintenance and ensuring accessibility, should be tailored to benefit biodiversity.</i> <i>An aspirational target is for information and signage to be made available to improve the public's awareness and understanding of nature conservation. Sites should be clean and litter free.</i> <i>Sites should be open to all and compliant with DDA accessibility guidance wherever possible and appropriate.</i> <i>The provision and quality of NSN sites should be in accordance with Natural England guidance, Chapter 7 of the Local Plan, and local Biodiversity Action Plans, as well as subsequent recommendations from the Core Strategy.</i>
Rationale
The standard recognises that although other uses might take place at NSN sites, the prioritisation of encouraging and developing biodiversity and ecological value should be guiding principles. The development of links between NSN sites, creating a Green Network, has been identified in the standard, reflecting feedback from Council officers and key groups such as Natural England, the Wildlife Advisory Group and the Sussex Wildlife Trust.

Rationale

The key qualitative needs identified through the public consultation process were for the ongoing protection of natural qualities, and maintaining clean and litter free sites, both of which are recognised. Better information and signage were also raised as desirable by the public and key groups.

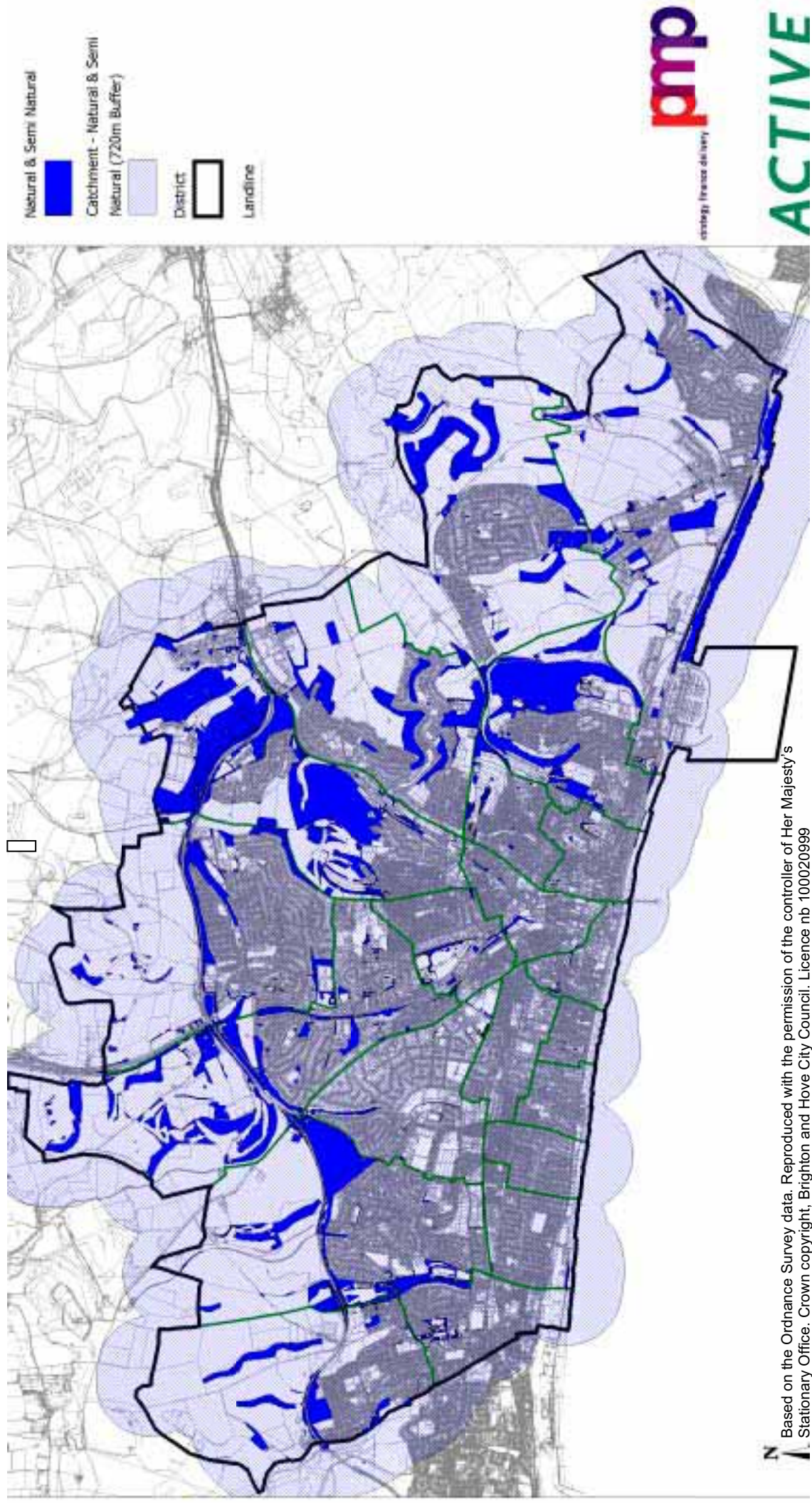
It is important that other guidance and standards, from a variety of local, regional and national sources are adopted to supplement this guidance, examples of these are reflected in the standard.

It is acknowledged that the quality of The Downs particularly is of a high standard. It is important that this resource is maintained and protected. It is thought that in the case of The Downs, the need to prioritise the qualitative standard may be appropriate for this reason.

Applying provision standards

- 8.19 When the quantity standard is applied across the city it clearly demonstrates that no surpluses currently exist. Indeed, in view of the demand for many of the types of open space, it is debatable whether the recommended standards are somewhat low. However the approach taken endeavours to balance the demand with the challenges in delivering new space. As the population increases in future in line with projections, the city will have an overall shortfall in NSN green space if new provision is not made. In order to identify geographical areas and those areas with significant local needs, the accessibility standard has been applied and mapped. However, it should be noted that in a high density city like Brighton & Hove the mapping of the quantity standard, where the site size and surrounding population is taken into account, is likely to highlight further deficiencies. This is shown in Figure 8.2 overleaf.

Figure 8.2 NSN accessibility mapping



Identifying quantity deficiencies

- 8.20 The map shows that there is generally good accessibility to NSN sites across Brighton & Hove. As the recommended quantity standard is in line with current provision, no new provision is required at the present time.
- 8.21 However, as the population of Brighton & Hove increases, the requirement for additional space will also grow.
- 8.22 The required growth is shown below in Table 8.1. Figures have been shown against current levels of provision for comparative purposes.

Table 8.1 Application of quantity standard against future population

Year	Population	Current Provision (hectares)	Provision (hectares per 1,000)	Quantity Standard (hectares per 1,000)	Overall hectares needed (shortfall)
2006	251,900	709	2.8	2.8	-
2026	295,750	709	2.38	2.8	828ha (119ha)

- 8.23 By maintaining the current level of provision, it is evident that a significant amount of NSN green space will be required by 2026, to keep up with the near 10% projected increase in population. By this time, approximately 119 hectares of additional space will be required in order to meet the standard.
- 8.24 While meeting this standard may prove challenging, it highlights the impact of the substantial projected increase in population planned over the next 20 years and the importance of at least maintaining the current provision of natural open space to retain a good quality of life in the city.
- 8.25 New provision is therefore required wherever practical and achievable, and the quality of existing and future sites should not be compromised. It is recommended that the Council considers the balance of quantitative and qualitative investment closely in the future. It is likely that most new sites will be found on the urban fringe.

NSN 1

The quantity standard should be applied to all new developments in Brighton & Hove, with new NSN sites delivered in line with the standard and the additional population.

Where the Council is satisfied it is not practicable to deliver the NSN standards requirements within a development site, then a S106 contribution should be sought which could be put towards additional off-site provision, qualitative improvements on existing sites or other appropriate innovative enhancements/provision. However, the quality of natural and semi natural spaces should not suffer in favour of meeting the quantity standard.

Identifying quality deficiencies

- 8.26 As has been highlighted earlier in this section, NSN scored highly in the quality assessment from the household survey. 50% thought NSN was of 'good' quality, while The Downs scored 79% in 'good' and a further 18% 'average' making it statistically the best quality open space area in Brighton & Hove.
- 8.27 The site assessment process has taken account of a wide range of factors, including litter, accessibility, seating, evidence of vandalism or graffiti and the overall appeal of the site. As in previous chapters, we have utilised the audit system of quality classification by three key site criteria namely, landscape condition, infrastructure condition and facility condition to provide an 'at a glance' comparison. However, we recognise that a more sophisticated quality assessment and scoring system may be appropriate for this typology and this is something that should be developed going forward.
- 8.28 The highest scoring sites (eight and nine out of nine points) and the lowest scoring sites (one or two out of nine points) identified by the Council's audit and assessment findings are shown below in Table 8.2.

Table 8.2 Quality assessments of NSN green space

Site ID	Ward	Description/Location	Overall score
High scoring sites (eight or nine out of nine):			
RT0079	Rottingdean Coastal	Saltdean Cliff Top	9
WD0069	Withdean	W Coney Hill	8
Low scoring sites (one or two out of nine):			
HL0124	Hollingbury and Stanmer	South of Hollingbury Rise West	2
ST0038	Stanford	The Martlett	1

- 8.29 The distribution of quality scores for NSN is as follows:

- one point – one site
- two points – one site
- three points – 34 sites
- four points – 32 sites
- five points – 16 sites
- six points – nine sites
- seven points – four sites

- eight points – one site
 - nine points – one site.
- 8.30 The site assessments showed there to be a variety of results in qualitative terms, but no immediate issues were evident concerning a lack of quality in any particular geographical area.

NSN 2	The quality standard should be achieved at all sites across the city. The quality of The Downs should be maintained to a standard expected of an AONB/potential National Park.
NSN 3	All new natural and semi-natural green spaces should be funded with a sinking fund to ensure that the necessary allowance for ongoing maintenance and replacement is made. Any potential S106 contributions should be calculated in accordance with this.

- 8.31 Public consultation has shown the importance of NSN areas, particularly the surrounding countryside. This has been shown to be considered a good quality environment which is well used and popular by residents and visitors.
- 8.32 Numerous policies and guidelines, such as the Local Plan and Natural England guidance, exist on both a local and national level which should further guide the standard and level of service provided by NSN green space.

NSN 4	The delivery of good quality NSN sites should be informed by national best practice as well as local needs and targets, such as those in the Local Plan, Natural England guidance and various Biodiversity Action Plans.
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Identifying accessibility deficiencies

- 8.33 Figure 8.2 demonstrates that across the city, there is generally good distribution of open space categorised as NSN green space. The application of the accessibility standard, set at a 15 minute walk time, shows there are few areas of Brighton & Hove can be considered inaccessible in terms of journey times.
- 8.34 It should remain a priority that all sites have good physical access to improve their appeal and potential usage.

NSN 5	Appropriate measures should be taken to ensure that NSN spaces are accessible on foot, as well as by cycle way and the public transport system.
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Hove/city centre

- 8.35 As an overview, there are no areas in Brighton & Hove which fall outside of the recommended catchment accessibility. However, much of the centre of the city, focusing upon Hove and neighbouring wards, is served by some extremely small sites, as shown in Figure 8.3.

Figure 8.3 Accessibility standards applied to Hove



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- 8.36 The map highlights the lack of reasonable sized sites in the Hove area, a situation which has also been noted in other open space types.
- 8.37 While technically, the classification of some very small sites as NSN space shows the area to be within the accessibility threshold (as no minimum site size was set) it is arguable that Hove is deficient in NSN space.
- 8.38 The Council may wish to consider the implementation of a minimum site size for the future provision of this typology in this locality when considering S106 negotiations, or prioritise a contribution to improving the quality of existing sites to avoid providing small, poor quality sites of low ecological value.
- 8.39 Despite this, it is acknowledged that it is highly unlikely that any space in Hove could be found due to the high density nature of the area. The lack of other open spaces also makes the redesignation of an existing site difficult, but not impossible.

The impact of the South Downs

- 8.40 The provision of NSN green space in and around Brighton & Hove needs to be seen in context of the South Downs, which sit just a few miles to the north of the city. The South Downs is an Area of Outstanding Natural Beauty and there is a long standing proposal for the Downs to become a national park. However, a large proportion of the Downs are farmed and are only accessible via roads and the public rights of way network. As farmland, they fall outside of the remit of PPG17. They are also beyond the 15 minute walktime catchment for the majority of Brighton & Hove residents. Therefore they only have a minor impact on the standards which have been set for NSN green space in the city.
- 8.41 However, the Downs do present a significant potential recreational resource for residents of Brighton & Hove, complementing other NSN provision. For the Downs to be effective in serving the needs of the city, a strategy is needed which improves access from the city and awareness about the Downs themselves. This could include:
- identification and promotion of honeypot locations on the Downs which are inherently attractive and capable of sustaining increased visitor numbers
 - development or enhancement of key walking, cycling and riding routes from the city to the Downs. These could be linear routes to honeypot locations or circular routes which can be enjoyed without a conventional destination.
 - promotion of these routes via mapping, waymarking and other publicity material
 - development of programmes such as healthy walks, events and competitions which encourage the use of these routes
 - promotional material about the Downs themselves, their recreational opportunities and role in relation to Brighton & Hove, recognising the need to protect sensitive areas.

Summary

- 8.42 The review of NSN space within Brighton & Hove has shown there to be a relatively good level of overall quantitative provision, however, most of this space is found on the periphery of the city.
- 8.43 The public consultation, review of comparable authorities and consultation with key groups has shown in general that there is a demand for more provision, but also, notably, a good quality of current provision, again with The Downs scoring particularly highly.
- 8.44 The protection and safeguarding of NSN space within Brighton & Hove a key issue. Existing planning policy has been developed with a strong predisposition towards protecting the biodiversity value of sites across the city, both in and out of the urban area. The wider objectives of developing a green network provide an opportunity to extend local provision will have to be pursued with creativity and innovation.

- 8.45 We have set standards which represent the maintenance of current levels of provision within the city. Because of the projected population increases, these are ambitious targets, but are needed in order to maintain quality of life and to ensure adequate protection of the natural open space resource, in accordance with the feedback from public consultation.
- 8.46 As highlighted above, we did not apply a site size threshold to the audited sites to reflect the importance of small sites in the urban area, however, this can lead to misrepresentations over the accessibility to sites of a good size and quality. The small site size means that comparisons with Natural England's standard and those of other local authorities may be misleading ie Brighton & Hove can appear to have greater quantity of NSN.
- 8.47 It is our view that while the quantity and accessibility standards may require bold decision making in future years, they are necessary to deliver the aspiration for a good quality environment with high ecological value and biodiversity.
- 8.48 At the same time, it is important that the currently good quality of NSN sites is maintained and built upon in future years. Our recommendations are provided below.

NSN 1	The quantity standard should be applied to all new developments in Brighton & Hove, with new NSN sites delivered in line with the standard and the additional population. Where the Council is satisfied it is not practicable to deliver the NSN standards requirements within a development site, then a S106 contribution should be sought which could be put towards additional off-site provision, qualitative improvements on existing sites or other appropriate innovative enhancements/provision. However, the quality of natural and semi natural spaces should not suffer in favour of meeting the quantity standard.
NSN 2	The quality standard should be achieved at all sites across the City. The quality of The Downs should be maintained to a standard expected of an AONB/potential National Park.
NSN 3	All new natural and semi-natural green spaces should be funded with a sinking fund to ensure that the necessary allowance for ongoing maintenance and replacement is made. Any potential S106 contributions should be calculated in accordance with this.
NSN 4	The delivery of good quality NSN sites should be informed by national best practice as well as local needs and targets, such as those in the Local Plan, Natural England guidance and various Biodiversity Action Plans.
NSN 5	Appropriate measures should be taken to ensure that NSN spaces are accessible on foot, as well as by cycle way and the public transport system.

SECTION 9

AMENITY GREEN SPACE

9. Amenity Green Space

Introduction and definition

- 9.1 This section relates to amenity green spaces and sets out the definition and background of the typology, strategic context, consultation and current provision. Recommended local standards have been established and these are then applied. It also includes recommendations for the future development of Amenity Green Space (AGS) within Brighton & Hove.
- 9.2 This type of open space is most commonly found in housing areas. It includes informal recreation spaces and green spaces in and around housing, with a primary purpose of providing opportunities for informal activities close to home or work, enhancing the appearance of residential or other areas. AGS provides more of a visual amenity for older residents and a meeting place for young people.
- 9.3 There are a number of benefits in providing this type of open space including recreation value, a meeting place or/and focal point for communities. It is also important to recognise and take account of the secondary functions of AGS, in particular the visual benefits.
- 9.4 AGS can play an integral role in increasing participation in physical activity across the city, providing local opportunities to participate in activity and informal recreation.

Figure 9.1 Hollingbury & Stanmer AGS (Site ID HL0001)



Strategic context

- 9.5 There are currently approximately 576 sites classified as AGS and a provision level of 0.59 hectares per 1,000 population.

- 9.6 In benchmarking terms, Brighton & Hove scores in the mid range against other local authorities, including Colchester (0.84 hectares/1,000); Wolverhampton (0.62 hectares/1,000); Stevenage (1.09 hectares/1,000); Chelmsford (0.74 hectares/1,000); Worthing (0.33 hectares/1,000); Bristol (0.08 hectares/1,000) and Middlesbrough (0.65 hectares/1,000).
- 9.7 Other CIPFA family group members of Brighton & Hove have either not set standards, or are still working through the PPG17 study process.
- 9.8 In general terms, there are no national standards or guidance set specifically for AGS, however, the NPFA standards, particularly relating to LAPs, are applicable given the nature of AGS and its use as informal play space for children.
- 9.9 The NPFA 6 Acre Standard (2.43 hectare) per 1,000 population for 'playing space' consists of 2 acres (ie 0.81 hectare per 1,000 population) for children's playing space. This includes areas designated for children and young people and casual or informal playing space within housing areas.
- 9.10 In the past some local authorities have added one acre (0.4 hectares) arbitrary to cover 'amenity areas' and 'leisure areas' or something similar that may not be covered within the NPFA standard. In almost all cases, this additional requirement is intended for residential areas and does not cover open spaces such as parks or allotments.
- 9.11 Standards for LAPs are as follows:
- LAPs, typically suitable for children aged 4-6
 - one minute walk or 100 metres (60 metres in a straight line)
 - minimum area size 100 square metres
 - LAPs typically have no play equipment and therefore could be considered as amenity green space.
- 9.12 From a local policy perspective, policies SR20 and QD20 from the Brighton & Hove Local Plan state there is a predisposition to protection of amenity spaces, as with other open space types. The supporting text to policy SR20 states: *"the retention of existing areas of recreational open space is vital to the quality of life in Brighton & Hove. Whatever their size or function they provide an important recreational amenity for those who live and work in the area."*
- 9.13 Policy HO6 of the Local Plan and draft SPGBH 9 relate to the provision of outdoor recreation space in housing schemes. HO6 applies an overall standard of 2.4 hectares per 1,000 population (or part thereof). Draft SPGBH9 advises that 0.45 hectares should be allocated to casual or informal play space, with due consideration to the NPFA Local Areas for Play (LAPs) guidance.

Consultation key findings

9.14 Key issues relating to AGS to emerge from the public consultation programme include:

- the household survey showed mixed responses with regard to the current quantitative levels of provision. A third of respondents (33%) said that provision was 'about right'. A further 21% said provision was nearly enough, but 33% also suggested that there was 'not enough' of this typology.
- in terms of desired access and travel methods the strong preference was to be able to walk to amenity areas. Two thirds of responses noted that less than 10 minutes was appropriate, with the 75th percentile falling before the midway point of 10-15 minutes walk.
- usage patterns were also mixed, 34% answered they accessed amenity areas more than once a month, with 36% less than once a month and 30% do not use AGS
- just 0.6% of survey respondents indicated that AGS was their most visited typology, the second lowest response after teenage facilities. This indicates a strong preference for other outdoor space types.
- the quality of AGS was most commonly described by household survey respondents as 'average' (58%) with 28% responding 'good' and 15% stating that the quality was 'poor'.

9.15 Consultation with key interest groups and officers revealed the following points:

- the importance of ensuring that AGS in Brighton & Hove had an ecological value and could act either as part of the green network, or as a habitat in its own right
- the need to deliver high quality AGS space and avoid the provision of patches of green purely to meet standards, this can be achieved through planting and management
- the potential for other open space typologies, such as parks, gardens and recreation grounds to supplement and fulfil a similar function to AGS.

AGS open space standards

9.16 The key issues explored above have informed the development of standards for this typology. Our recommended standards and rationale are provided overleaf.

Quantity Standard

Existing level of provision	Recommended standard
0.59 hectares per 1,000 population	0.582 hectares per 1,000 population
Rationale	
The current total area of AGS space is 149 hectares, equivalent to 0.59 hectares per 1,000 population. Sites are generally spread evenly across the city. When compared with other local authorities, Brighton & Hove comes in the mid range, against examples such as Colchester (0.84 hectares/1,000); Wolverhampton (0.62 hectares/1,000); Stevenage (1.09 hectares/1,000); Chelmsford (0.74 hectares/1,000); Middlesbrough (0.65 hectares/1,000) Bristol (0.8 hectares/1,000) and Worthing (0.33 hectares/1,000). The public consultation revealed a mixed response to the current quantity of AGS in the City with 33% of the sample indicating that provision was 'about right' while 33% suggested there was 'not enough'. Although this might imply the need for additional AGS space, the current level of usage is not as reflective, with 66% of people using this typology less frequently than once a month and just 0.6% of respondents use AGS as their primary open space type. This suggests a strong preference for the use of alternative outdoor space where available. There can also be the potential for misunderstanding the nature and use of areas in this typology. We consider that some of the increases necessary in other typologies, such as children's play and outdoor sports, could be partially enabled by the redesignation of some parts of existing AGS. Alternatively AGS could be redesignated to address localised deficiencies in other typologies. A small decrease in the current level of AGS can facilitate significant improvements in other typologies with a minimum impact. A standard has been recommended (derived from the local consultation) that will prevent large scale loss of the current level of provision, but provide some flexibility to prioritise qualitative improvements and redesignation to other open space types. Although the recommended local standard is marginally lower than the current level of provision, it will still require an increase in space in future years to meet the minimum quantity standard. In the region of 23 hectares of AGS space would be required to meet the needs of the 2026 population (see Table 9.1 below).	

Accessibility Standard

Recommended standard
10 minute walk time (480 metres)
Rationale
There was a strong preference indicated for travel to AGS to be on foot, as would be expected for this typology. The 75th percentile for walking is between 10 and 15 minutes travel time. Setting the accessibility standard at the 75% level is in accordance with PPG17 guidance, in which case an accessibility of 15 minutes walk can be justified, however, the value of AGS is largely in its proximity to residential development. Consultation with officers and other key interest groups highlighted the need for residents to have easy access to AGS sites where possible. Although a larger accessibility catchment would provide the Council with greater flexibility in terms of striking a balance between qualitative and quantitative improvements, it was felt that adopting a more challenging accessibility standard was important to ensure that Brighton & Hove residents have good localised access to open space wherever possible. The standard of 10 minutes walk time (480 metres) is at the lower end of user expectations, which should ensure a high level of satisfaction if it is achieved.

Quality Standard

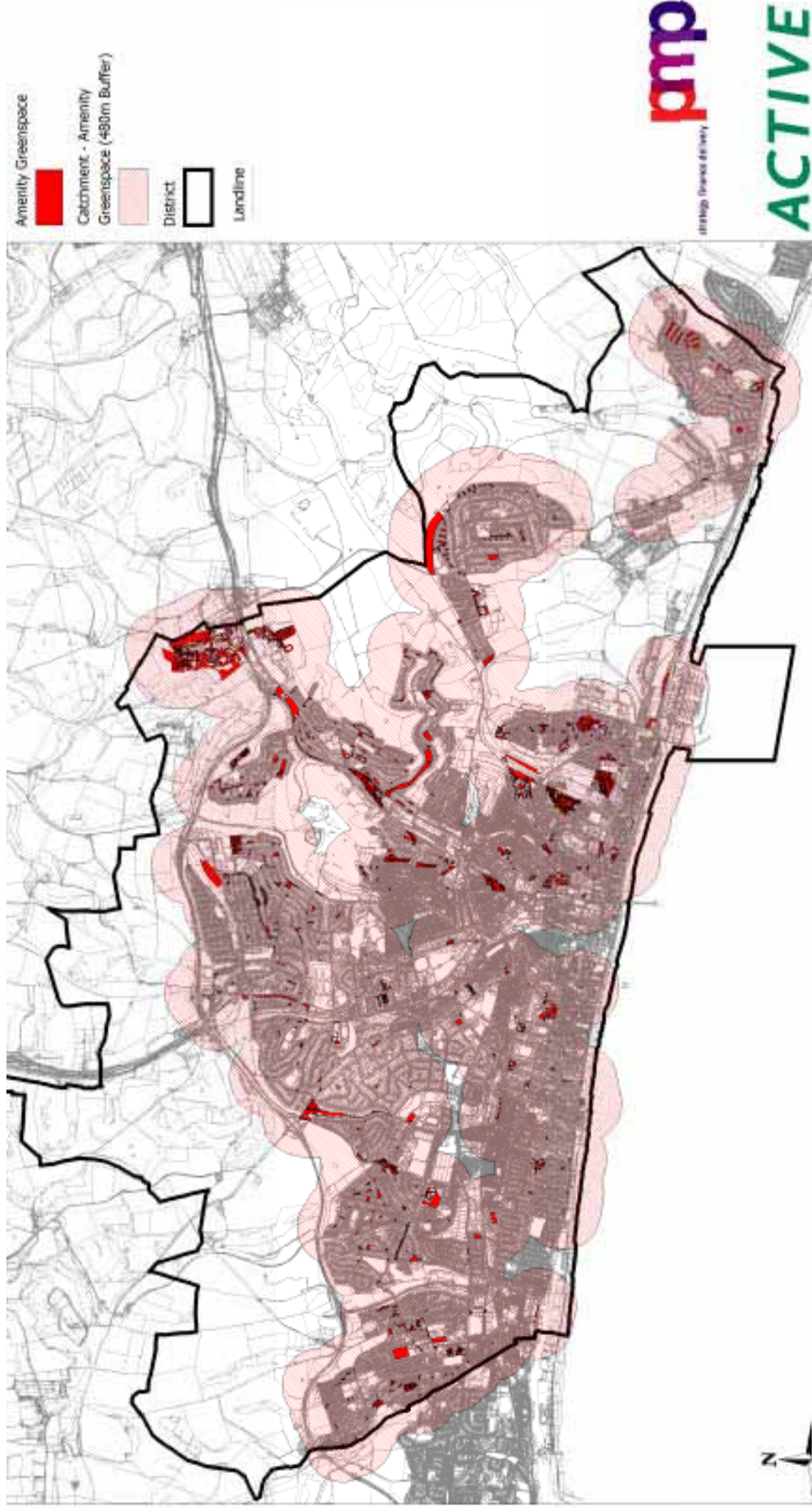
Recommended standard
<i>AGS should meet the casual recreational needs of the immediate community.</i> <i>A creative approach to provision should be sought, with an emphasis on provision of varied opportunities. On larger sites, informal play opportunities should be considered, as well as providing a variety of planting and landscaping.</i> <i>Sites should be clean, secure and safe with adequate lighting and CCTV where appropriate, with a suitable maintenance regime.</i>
Rationale
The standard recognises the need for AGS to effectively serve the casual recreational needs of a localised community. AGS can serve an important function in urban areas, breaking up the urban fabric. It is acknowledged that AGS fulfills a variety of functions and should be delivered in a flexible way which encourages use from multiple groups. Key issues to emerge from the public consultation have been addressed in this standard, notably the need for sites to be safe and secure, with appropriate features including adequate lighting and CCTV where appropriate.

Rationale
The visual value of AGS is reflected in the standard. The need to provide an element of creativity was raised as an objective by key groups and officers, either by planting or by landscaping, to avoid AGS in the city simply being patches of grass. The local consultation revealed that amenity green spaces are one of the least used types of open spaces in the area. This suggests that whilst areas serve an important visual purpose, they provide little recreational and usable functions for local areas. This is partly due to the small size of some sites and some being 'left over' spaces resulting from development. The importance of their visual amenity function further emphasises the need to ensure the quality of these sites. Provision of AGS needs to be considered in the context of other green spaces, particularly parks, to ensure that they are complimentary to the wider green space network and increasing their level of usage. For this reason, it is particularly important for larger sites to contain informal play opportunities and for smaller sites to provide visual amenity and promote a sense of local ownership.

Applying provision standards

- 9.17 When the quantity standard is applied across the city, it is clear that supply and demand are in balance. Indeed, in view of the demand for many of the types of open space, it is debatable whether the recommended standards are somewhat low. However the approach taken endeavours to balance the demand with the challenges in delivering new space. As the population increases in future in line with projections, the city will have an overall shortfall in amenity green space if new provision is not made. In order to identify geographical areas and those areas with significant local needs, the accessibility standard has been applied and mapped. However, it should be noted that in a high density city like Brighton & Hove the mapping of the quantity standard, where the site size and surrounding population is taken into account, is likely to highlight further deficiencies.
- 9.18 Figure 9.2 overleaf shows the distribution of AGS with the catchment areas these spaces serve.

Figure 9.2 Amenity Green Space accessibility mapping



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Identifying quantity deficiencies

- 9.19 The recommended local quantity standard is set at a level marginally below current provision (0.59 hectares per 1,000 people) at 0.582 hectares per 1,000 people, as outlined above. However, as the population of Brighton & Hove increases, the requirement for additional space will also grow.
- 9.20 The required growth to meet the quantity standard is shown below in Table 9.1. Figures have been shown against current levels of provision for comparative purposes.

Table 9.1 Application of quantity standard against future population

Year	Population	Current Provision (hectares)	Future provision (hectares per 1,000)	Quantity Standard (hectares per 1,000)	Against standard (hectares per 1,000)	Overall hectares needed (shortfall)
2006	251,900	148.8	0.59	0.582	+0.008	146.6 (+2.1)
2026	295,750	148.8	0.50	0.582	-0.082	172.1 (-23.3)

- 9.21 The table indicates that even though there is currently a moderate oversupply due to the slight reduction according to the standard, as the projected population increases, the demand for AGS will increase accordingly, creating a shortfall in excess of 23 hectares in 2026 if population estimates are accurate.
- 9.22 The rationale for slightly decreasing the standard in quantitative terms is reflective of the need to redesignate some AGS sites (identified in appropriate sections of this report) to provide additional space for other open space types.
- 9.23 It is also reflective of the fact that AGS is not a heavily used open space type as evidenced in the survey responses compared with the public's preference for utilising other typologies, particularly parks and gardens.
- 9.24 The reduction in quantity should only facilitate the provision of other open space types and should not entail the loss of AGS for development.

AGS 1

In the short term, any additional space in excess of the standard requirements should be considered for redesignation to 'children and young people', to meet the shortfall in this typology in accordance with the recommended standard.

AGS 2

The quantity standard should be applied to all new developments in Brighton & Hove, with new AGS sites delivered in line with the standard and the additional population.

Where the Council is satisfied it is not practicable to deliver the AGS standards requirements within a development site, then a S106 contribution should be sought which could be put towards additional off-site provision, qualitative improvements on existing sites or other appropriate innovative enhancements/provision. However, the quality of AGS should not suffer in favour of meeting the quantity standard.

Identifying quality deficiencies

- 9.25 As has been highlighted earlier in this section, the responses from the household survey indicated that the quality of AGS was most commonly described as 'average' (58%) with 28% responding 'good' and 15% stating that the quality was 'poor'.
- 9.26 The site assessment process has taken account of a wide range of factors, including litter, accessibility, seating, evidence of vandalism or graffiti and the overall appeal of the site. As in previous chapters, we have utilised the audit system of quality classification by three key site criteria namely landscape condition, infrastructure condition and facility condition to provide an 'at a glance' comparison.
- 9.27 The highest scoring sites (eight or nine out of nine points) and the lowest scoring sites (one or two out of nine points) identified by the Council's audit and assessment findings are shown below in Table 9.2.

Table 9.2 Quality assessments of amenity green space

Site ID	Ward	Description/Location	Overall score
High scoring sites (eight or nine out of nine):			
HANG0050	Hangleton & Knoll	Hangleton Valley Drive	9
HANG0063	Hangleton & Knoll	Broadrig Avenue/Downsview	9
MO0185	Moulsecoomb & Bevendean	University of Brighton	9
MO0195	Moulsecoomb & Bevendean	Moulsecoombe Way	9
MO0203	Moulsecoomb & Bevendean	Westbourne Centre	9
MO0236	Moulsecoomb & Bevendean	Staplefield Drive	9
NL0028	St Peter's & North Laine	Upper Lewes Road entrance to Bromley Flats	9
NP0019	North Portslade	Wickhurst Road	9
SP0018	South Portslade	Area around Town Hall	9
WE0014	Westbourne	Aldrington Day Hospital	9
HL0110	Hollingbury & Stanmer	University Of Sussex	8
MO0300	Moulsecoomb & Bevendean	Auckland Drive	8

SECTION 9 – AMENITY GREEN SPACE

Site ID	Ward	Description/Location	Overall score
NL0027	St Peter's & North Laine	Bromley Rd Estate (southside)	8
Low scoring sites (one or two out of nine):			
EGH0042	Hanover & Elm Grove	Grass Verge	2
EGH0050	Hanover & Elm Grove	Grass verge	2
HL0123	Hollingbury & Stanmer	Stanmer Park Road	2
HL0128	Hollingbury & Stanmer	Library and Council Offices	2
HL0129	Hollingbury & Stanmer	West of Ryelands Drive	2
HL0130	Hollingbury & Stanmer	In front of 37 to 54	2
HL0131	Hollingbury & Stanmer	South of Highbrook Close	2
MO0152	Moulsecoomb & Bevendean	Eggington Close	2
MO0153	Moulsecoomb & Bevendean	Ashurst Road	2
MO0154	Moulsecoomb & Bevendean	Area behind garages opposite	2
MO0155	Moulsecoomb & Bevendean	Junction between Hodshrove Road	2
MO0156	Moulsecoomb & Bevendean	Appledore Road	2
MO0163	Moulsecoomb & Bevendean	Junction Beech Road	2
MO0303	Moulsecoomb & Bevendean	Auckland Drive	2
NP0030	North Portslade	Between 16-17 Wickhurst Rise	2
NP0032	North Portslade	Drove Crescent	2
NP0125	North Portslade	Highways	2
NP0126	North Portslade	Highways	2
NP0129	North Portslade	Forge Close	2
NP0133	North Portslade	Bush Farm Drive, first area on right	2
NP0135	North Portslade	Bush Farm Drive, left hand side	2
RT0004	Rottingdean Coastal	Arundel St & Rd. triangular verge.	2
RT0012	Rottingdean Coastal	South Estate verge	2
RT0093	Rottingdean Coastal	Lenham Avenue	2
SP0009	South Portslade	New Timber Drive	2
SP0010	South Portslade	New Timber Drive	2
SP0011	South Portslade	Junction Melrose Avenue	2
SP0012	South Portslade	Junction Old Shoreham Road	2
SP0013	South Portslade	Junction Old Shoreham Road	2

Site ID	Ward	Description/Location	Overall score
SP0014	South Portslade	North of Freemans Road	2
SP0015	South Portslade	Area around library	2
WO0070	Woodingdean	Langley Crescent	2
EGH0042	Hanover & Elm Grove	Grass Verge	2
EGH0050	Hanover & Elm Grove	Grass Verge	2
MO0162	Moulsecoomb & Bevendean	Area in front of 26-48 Hodshrove Road	1
MO0165	Moulsecoomb & Bevendean	Areas in front of 58-72 Newick Road	1

9.28 The distribution of quality scores for amenity green space is as follows:

- one point – two sites
- two points – 32 sites
- three points – 77 sites
- four points – 143 sites
- five points – 208 sites
- six points – 123 sites
- seven points – 71 sites
- eight points – three sites
- nine points – 10 sites.

9.29 The site assessments showed there to be a variety of results in qualitative terms, but no immediate issues were evident concerning a lack of quality in any particular geographical area.

9.30 An issue to emerge from consultation with key interest groups and Council officers is the need for AGS to be of a higher quality than a patch of poorly maintained grass. The aspiration, reflected in the standard, is for peripheral planting and maintenance to ensure that AGS spaces are enhanced and maximised.

AGS 3

The Council should aim to achieve the quality standard at all sites across the city. The standard should be applied to all new developments to ensure future spaces are of a high quality.

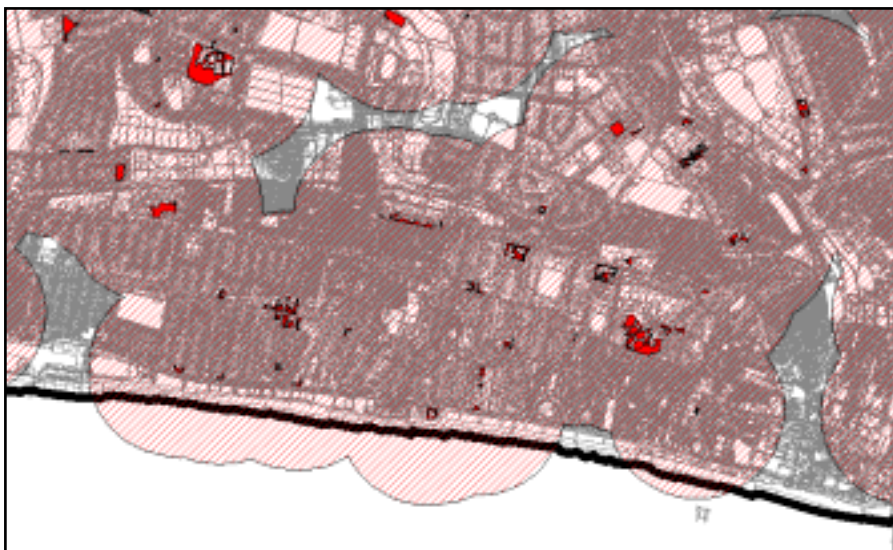
AGS 4

All new AGS should be funded with a sinking fund to ensure that the necessary allowance for ongoing maintenance and replacement is made. Any potential S106 contributions should be calculated in accordance with this.

Identifying accessibility deficiencies

- 9.31 The accessibility map above (Figure 9.2) shows that in the main, the coverage of AGS across Brighton and Hove is good, with few areas which are outside of the catchment area.
- 9.32 These areas are shown below in Figure 9.3.

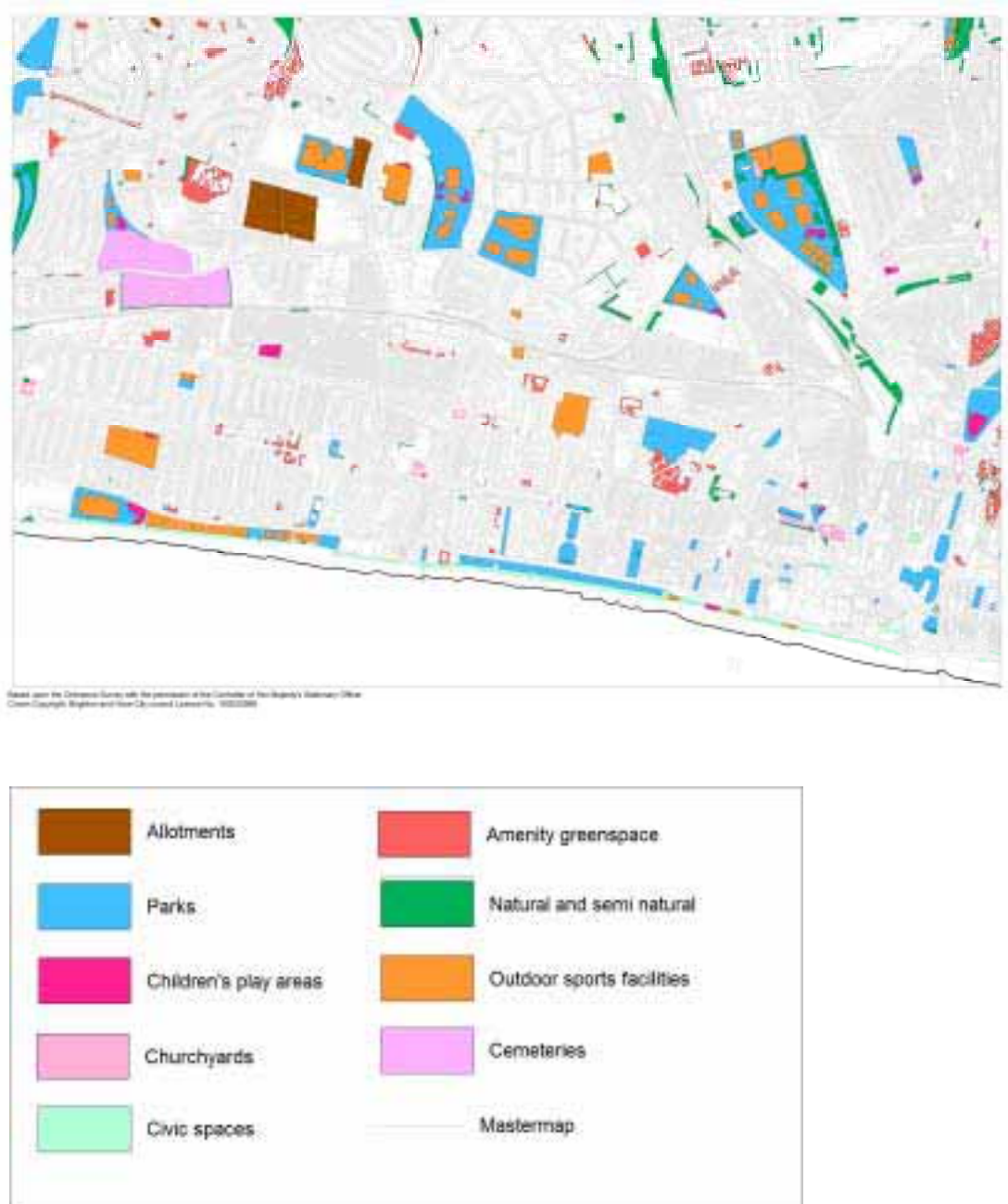
Figure 9.3 Areas outside of AGS catchment areas



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- 9.33 The three areas currently outside of a catchment area of an AGS are shown to the left, top and right of the figure.
- 9.34 In each case, it is important to note the immediate proximity of significant alternative sites of open space, shown below in Figure 9.4.

Figure 9.4 AGS deficiency mitigation



- 9.35 It is our consideration that in the light of the other immediately accessible open spaces, particularly in the form of parks and gardens, outdoor sports facilities and the seafront, that the pockets outside of the catchment are not a significant concern and do not require additional amenity green space provision.
- 9.36 In many towns and cities which feature pockets of poor accessibility to all open space, AGS can often be the only readily accessible option. Our analysis has shown this is not the case in Brighton & Hove, hence no special protection or provision of additional space in specific areas is identified. Future accessibility deficiencies may emerge as the local population increases which should be observed by the Council.

AGS 5

Future population growth and development should be monitored to ensure that good access to AGS is maintained.

AGS 6

Appropriate measures should be taken to ensure that AGS is accessible on foot, as well as by cycle and the public transport system.

Summary

- 9.37 The current provision of AGS in Brighton & Hove is of generally average quality, according to public consultation. Interest groups and Council officers highlighted the need to maximise the potential and appeal of this open space type through good management and maintenance.
- 9.38 The quantity standard is set slightly below the current level of provision. This allows some AGS sites to be redesignated to meet shortfalls in other typologies. However, new sites will be required as population increases in future.
- 9.39 In accessibility terms, the majority of the city is within the catchment threshold for AGS. Where this is not the case, localised provision of other open spaces offsets the need for any additional AGS.
- 9.40 We have made the following recommendations.

AGS 1

In the short term, any additional space in excess of the standard requirements should be considered for redesignation to 'children and young people', to meet the shortfall in this typology in accordance with the recommended standard.

AGS 2

The quantity standard should be applied to all new developments in Brighton & Hove, with new AGS sites delivered in line with the standard and the additional population.

Where the Council is satisfied it is not practicable to deliver the AGS standards requirements within a development site, then a S106 contribution should be sought which could be put towards additional off-site provision, qualitative improvements on existing sites or other appropriate innovative enhancements/provision. However, the quality of AGS should not suffer in favour of meeting the quantity standard.

AGS 3	The Council should aim to achieve the quality standard at all sites across the City. The standard should be applied to all new developments to ensure future spaces are of a high quality.
AGS 4	All new AGS should be funded with a sinking fund to ensure that the necessary allowance for ongoing maintenance and replacement is made. Any potential S106 contributions should be calculated in accordance with this.
AGS 5	Future population growth and development should be monitored to ensure that good access to AGS is maintained.
AGS 6	Appropriate measures should be taken to ensure that AGS is accessible on foot, as well as by cycle and the public transport system.

SECTION 10

OUTDOOR SPORTS FACILITIES

10. Outdoor sports facilities

Introduction

- 10.1 Outdoor sport facilities represent one of the broadest typologies included within the PPG17 classification. It includes all natural or artificial surfaces either publicly or privately owned, which are used for outdoor sport and recreation.
- 10.2 Types of outdoor sports facilities include: sports pitches, tennis courts, bowling greens and golf courses, although golf courses have been excluded from the quantitative audit because of their tendency to skew the figures. This category of open space can include school playing fields (both community and non-community facilities), although they have been excluded from the outdoor sports facilities category due to the current low level of community access.
- 10.3 It should be noted that school playing fields still have value as open spaces, even without community access. For example, they provide visual amenity and biodiversity within the urban area. They also, of course, provide recreational, sporting and educational opportunities for school children.
- 10.4 Increasing the number and quality of opportunities to participate in sport and physical activity will assist in the implementation of other equally important objectives such as the need to reduce crime, improve community health, raise levels of self-esteem and provide employment opportunities. Increasing levels of physical activity is taking on increasing importance both locally and nationally.
- 10.5 The land required to deliver new outdoor sport facilities can be sizeable. Provision of sports facilities in dense urban areas can be challenging. Maximising the use of facilities at school sites therefore represents an opportunity here but there are also a number of significant challenges including the degree of local authority control, access to and security of school sites, and capacity of facilities to accommodate additional use.
- 10.6 That said, both the extended schools programme and Building Schools for the Future (BSF) should facilitate the delivery of sport through community facilities at schools sites, although this is likely to be largely outside of school hours.
- 10.7 This section of the report sets out the background, strategic context, consultation and current provision for outdoor sports facilities in Brighton & Hove.

Figure 10.1 Preston Park tennis courts



Strategic context

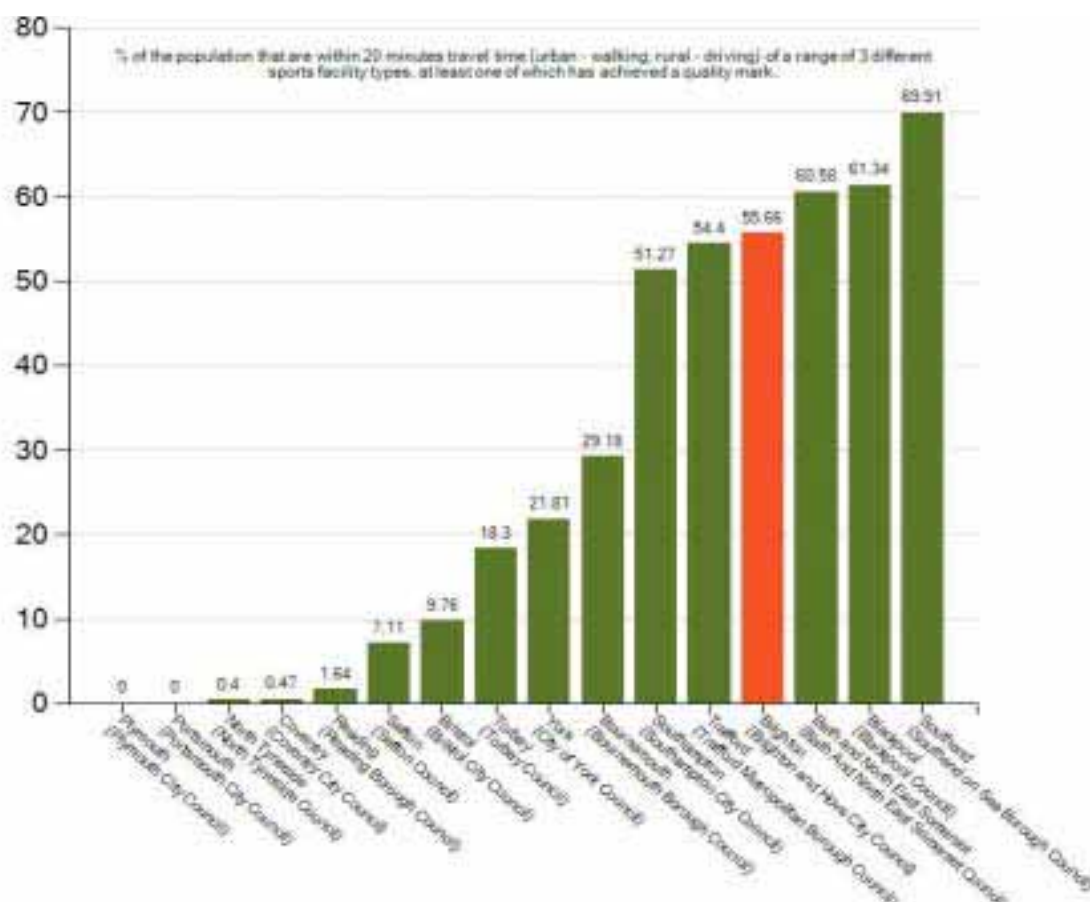
- 10.8 There are currently approximately 71 sites identified as outdoor sports facilities in Brighton & Hove, with a total area of 118.5 hectares. This equates to a level of provision of 0.47 hectares per 1,000 population. If the open spaces around schools were included (a further 169.18 hectares of playing fields and grounds), this would equate to approximately 1.14 hectares per 1000 population.
- 10.9 This is low compared to other local authorities. For example, looking at some nearby authorities (which have all included school playing fields within their calculations), the figures are as follows:
- Eastbourne 1.5 hectares/1000
 - Worthing 1.25 hectares/1000
 - Adur 1.51 hectares/1000
 - Arun 1.34 hectares/1000.
- 10.10 Brighton & Hove's current provision is also low in comparison to the most widely recognised national standard, the NPFA's Six Acre Standard. This recommends that four acres (ie 1.62 per 1,000 population) is allocated for outdoor sport. This includes pitches, athletics tracks, bowling greens, tennis courts, training areas and croquet lawns and excludes golf courses and school grounds (the same elements excluded from this study).
- 10.11 National guidance on facility accessibility used by both Sport England and the Audit Commission states that residents should be able to access three different sports facilities, of which one has achieved a quality mark within 20 minutes travel time (walk time in urban areas). Quality marks might include:
- Quest
 - Green Flag

SECTION 10 – OUTDOOR SPORTS FACILITIES

- ISO 9001:2000
- Investors in Excellence
- Chartermark.

10.12 Brighton & Hove currently scores 55.6% in this assessment. Its performance against comparator local authorities is shown as Figure 10.2.

Figure 10.2 Access to sports facilities



10.13 As the graph indicates, Brighton & Hove currently has a relatively good level of accessibility compared to similar local authorities, although it should be noted that results can be easily influenced by local authority facilities gaining an accreditation, that is to say, that good quality, but unaccredited facilities may exist.

10.14 As highlighted in section 5, according to the Active People survey, Brighton & Hove currently has above average participation in sport and active recreation, at 25%. However, the satisfaction rating, at 66%, is poor which could be taken as an indicator that the quality of facilities is not to a particularly high standard.

Policy context

- 10.15 A number of local policies exist which relate to the provision of outdoor sports facilities. In the Local Plan, policy HO6 specifies that the standard of 2.4 hectares per 1,000 population of outdoor recreation space must be provided by residential schemes, split between equipped play space, casual/informal play space and adult/youth sports facilities.
- 10.16 Other policies of relevance include SR16 and SR17, relating to the provision of major and smaller scale sports facilities, which highlight the need for sports facilities to be located with good transport links and within the urban area (unless good grounds are demonstrated) which service the local community and will not have a detrimental impact upon the locality.
- 10.17 Draft SPGBH9 specifies that 1.7 hectare of this 2.4 hectares should be allocated to sports provision, of which 1.2 hectares should be dedicated to pitch sports.

Consultation key findings

- 10.18 Some of the key issues to emerge from the public consultation process on the provision of outdoor sports facilities are:

Household survey

- the quality of outdoor sports facilities was identified as an issue by household survey respondents, just 23% of respondents identified the quality as 'good', with 55% replying 'average' and 22% 'poor'. This represented the second worst response, behind teenage facilities the primary sports facilities perceived to be undersupplied are, in order: MUGAs (42%); STPs (31%); tennis courts (27%); and grass pitches (24%). However, nearly half the respondents (47%) also had no view on STPs, indicating that the polled individuals are more than likely not users of these facilities.
- overuse of sports pitches was raised as a problem, with five respondents to the club survey particularly highlighting this issue
- Hove Lawns was referenced by one respondent as an area which is being damaged by informal overuse for football (it is not a sports facility), potentially due to lack of available pitches or a lack of alternative casual open spaces in the vicinity
- six out of 65 respondents to the household survey raised concern over the access to and quality of tennis provision in the city. An undersupply of courts across the city was identified, with Queens Park, Hove Park and Portslade mentioned specifically. Residents felt they were unable to book courts when required and often faced a long wait. There were also complaints over the cost of hiring public courts.
- 20 out of a total of 104 comments related to the lack of teenage facilities and their maintenance, although there is a degree of discrepancy over whether there is a need for sports facilities specifically, or social areas
- accessibility and preferred methods of transport varied dependent on facility type, but for grass pitches, tennis courts and bowling greens a strong desire to walk was evident (51.6%, 53.8% and 48.9% respectively).

- one feedback comment suggested that adrenaline/activity facilities such as climbing, mountain biking and skating should be better catered for. There was positive feedback for the basketball and volleyball facilities on the seafront, shown overleaf as Figure 10.3
- a lido was also requested by a couple of respondents

Figure 10.3 Beach front basketball provision



OSF 1

The Council should explore the provision of additional 'adrenaline' or less conventional sports facilities, such as climbing/bouldering, ultimate frisbee or skating.

Club survey

- just under half of all clubs (48%) believed that facility provision for their type of sport across the city is sufficient, with tennis, bowls and diving clubs suggesting there is an oversupply. Although this result can be expected for bowls (which is well catered for) the findings conflict with the public consultation on tennis, which suggested there might be an undersupply of tennis facilities. This may have a qualitative implication in that most club members are able to access good quality courts when they wish but that other members of the public perceive cost as a barrier to use.
- football and cricket clubs noted a deficiency in terms of quantity
- in terms of club aspirations for facilities, the largest proportion of respondents felt that more synthetic turf/all weather pitches would be of most value (39%). A significant degree of this demand derives from football (10) and cricket (four) clubs.

- five clubs using grass pitches indicated substandard drainage and maintenance. Five of the clubs that used sports halls and synthetic pitches expressed dissatisfaction at excessive costs and a lack of adequate changing facilities
- three football clubs indicated that the provision of mini soccer and indoor training facilities is not adequate to cope with the increasing demand
- in all, 63% of the clubs would rate the quality of facilities in their local area as average or better in terms of priorities for investment, well-maintained grass pitches with level surfaces and good drainage was noted by 39% and 33% of respondents respectively, but this reflects the dominant sports of football and cricket. Other suggested priorities included a range of facilities on offer (27%), affordable prices (38%) and changing facilities (32%).

OSF 2

The Council should explore the provision of additional synthetic turf pitches (STPs) to lighten the load on natural grass pitches, particularly for training. Additional investment in the quality of natural grass pitches should be made.

- 10.19 Additional consultation with officers highlighted the recognition that the quality of some facilities across the city was poor, and that improving the standard of existing facilities was a key priority.

Outdoor sports facility standards

- 10.20 The issues identified above have informed the development of standards. Our recommended standards and rationale are provided below.

Quantity Standard

Existing level of provision	Recommended standard
0.47 hectares per 1,000 population	0.47 hectares per 1,000 population
Rationale	
The current level of provision is equivalent to 0.47 hectares per 1,000 population, significantly lower than the NPFA's recommended national standard of 1.62 hectares per 1,000 and lower than neighbouring local authorities. Consultation with officers and the household and club surveys identified that quantitative shortcomings are a significant issue in Brighton & Hove and that there are shortages of a variety of facilities. However, the compact and dense nature of the city meant that delivery of additional outdoor sports facilities would be very hard to deliver. In this context, a standard has been recommended that seeks to maintain the current level of provision.	

Rationale
It is felt qualitative improvements can increase the capacity and usage of current sites, and also that better use of some secondary school and university sites can be achieved. Additional consultation should inform where the demand exists for specific facilities, but in general terms, results from the public consultation suggest there is a need for more STPs, tennis courts and sports pitches. Sites are spread across the city. However the extent to which locational deficiencies may exist will be dependant on the specific location of each sports facility (illustrated through the application of the relevant accessibility catchment area). In order to meet the minimum quantity standard, 19.5 hectares of additional space would be required to 2026 (see Table 10.1)

Accessibility Standard

Recommended standard
20 minute walk time (960 metres)
Rationale
The household survey respondents indicated a split in preferred modes and journey times, with a variation shown between how people would expect to access different facility types. For example, more respondents expected to drive to golf courses, than to visit sports pitches. The dominant response in terms of desired modes of transport was for facilities to be accessed on foot. The 75th percentile walk time is at the upper end of the 10-15 minute bracket. In compliance with the effort to encourage walking as part of an active lifestyle, we have recommended an accessibility standard which reflects this, and is also compliant with national accessibility standards, used by Sport England and the Audit Commission, hence the adoption of a 20 minute walk time. Although the standard is higher than the level suggested in the consultation, it is reflective of responses to the sports club survey, which highlighted that despite Brighton & Hove's urban nature, the vast majority of members still travel by car.

OSF 3

Appropriate measures should be taken to ensure that outdoor sports facilities are accessible on foot, as well as by cycle and the public transport system.

Quality Standard

Recommended standard
<i>Clean, litter-free sports facilities should be provided with appropriate, well-drained, well-maintained surfaces.</i> <i>Ancillary accommodation should include toilets, changing facilities, dog and litter bins and appropriate amenity and sports lighting.</i> <i>All sites should meet the minimum specifications of the appropriate National Governing Body of sport and meet Disability Discrimination Act guidance.</i>
Rationale
The public consultation has highlighted the quality of existing sites to be a significant issue with 23% of respondents identifying the quality as 'good', with 55% replying 'average' and 22% 'poor'. This represented the second worst response in qualitative terms, behind teenage facilities. It is considered that qualitative improvements are a priority for Brighton & Hove, and that where possible, existing sites should be improved to meet the quality standard. All new sites should also meet the quality standard. Other problem areas identified by the household survey, including poor lighting and dog bins have been identified for attention. Feedback on the quality of ancillary facilities and surfaces from the clubs survey has been addressed in the standard. The local standard reflects the aspiration to meet national standards as it is important that sports facilities are constructed to a specification and quality appropriate to their desired level of use. The standard also highlights the issue of providing access to sports facilities to people with disabilities.

- 10.21 Following PPG17 guidance, it is recommended that the Council seeks commuted maintenance sums for the ongoing investment in outdoor sports facilities. This is particularly important given the need for regular maintenance to ensure that sports facilities are kept to a high standard.

OSF 4

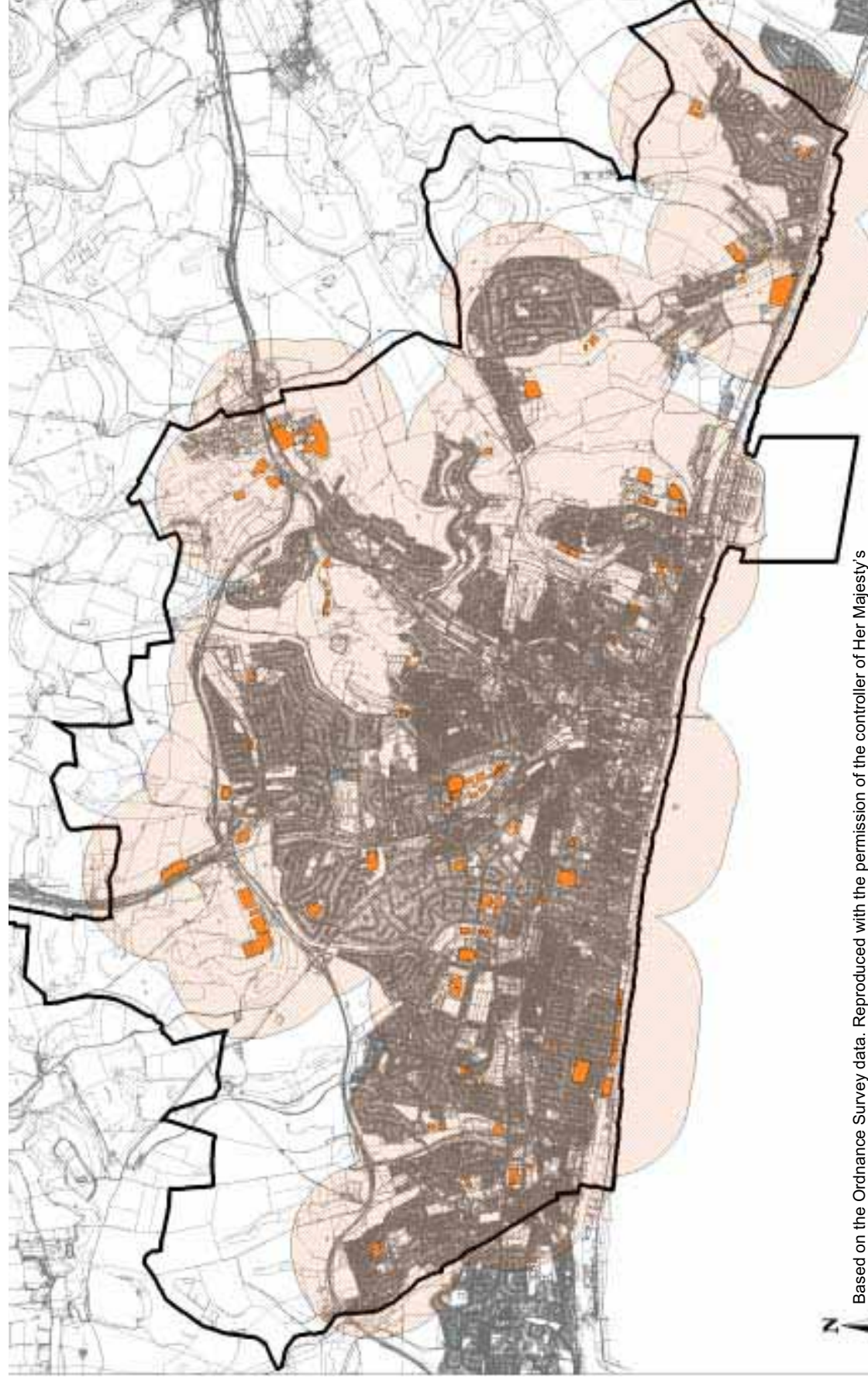
All new sports facilities should have a sinking fund to ensure that the necessary allowance for ongoing maintenance and replacement is made. Any potential S106 contributions should be calculated in accordance with this.

Applying provision standards

- 10.22 When the quantity standard is applied across the city it clearly demonstrates that no surpluses currently exist. Indeed, in view of the demand for many of the types of open space, it is debatable whether the recommended standards are somewhat low. However the approach taken endeavours to balance the demand with the challenges in delivering new space. As the population increases in future in line with projections, the city will have an overall shortfall in outdoor sports facilities if new provision is not made. In order to identify geographical areas and those areas with significant local needs, the accessibility standard has been applied and mapped. However, it should be noted that in a high density city like Brighton & Hove the mapping of the quantity standard, where the site size and surrounding population is taken into account, is likely to highlight further deficiencies.
- 10.23 Figure 10.4 shows the distribution of outdoor sports facilities with catchment areas.

SECTION 10 – OUTDOOR SPORTS FACILITIES

Figure 10.4 Outdoor sports facilities accessibility mapping



Identifying quantity deficiencies

- 10.24 The recommended local standard is to maintain the current level of provision across Brighton & Hove. Additional provision will be needed to keep up with the projected future increase in population.

OSF 5	The quantity standard should be applied to all new developments in Brighton & Hove, with new outdoor sports facility sites delivered in line with the standard and the additional future population. Where the Council is satisfied it is not practicable to deliver the outdoor sport facility standards requirements within a development site, then a S106 contribution should be sought which could be put towards additional off-site provision, qualitative improvements on existing sites or other appropriate innovative enhancements/provision. However, the quality of outdoor sports facilities should not suffer in favour of meeting the quantity standard
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- 10.25 Table 10.1 illustrates the current level of provision and the required levels of provision given the city's expected population growth.

Table 10.1 Application of standard against future population

Year	Popul- ation	Current Provision (hectares)	Future provision (hectares per 1,000)	Quantity Standard (hectares per 1,000)	Against standard (hectares per 1,000)	Overall hectares needed (shortfall)
2006	251,900	118.5	0.47	0.47	0	0
2026	295,750	118.5	0.40	0.47	-0.07	19.5 ha

- 10.26 The table shows that to maintain the recommended quantity standard across the city, an additional 19.5 hectares of outdoor sports facilities space will be required by 2026. It should be noted that school sports facilities have not been included in the audit, and the securing of community use of schools offers an opportunity for additional space which should be fully explored.

OSF 6	The Council should explore partnership arrangements with secondary schools and universities, through secured community access and the Building Schools for the Future programme, to meet the future demand for outdoor sports.
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- 10.27 As with other typologies, it is recognised that finding this additional space will be a challenge, but it is believed to be achievable, particularly given the multi-sport nature of certain facility types, such as MUGAs, which can allow several activities to take place on one site. However, the specification of these facilities must be such that they have sporting value (as opposed to solely casual recreational use).

OSF 7

The provision of MUGAs and other flexible sports facilities should be considered a priority. This might be achieved through the conversion and improvement of existing poor quality tennis courts, provided they retain the markings and nets for tennis.

Identifying quality deficiencies

- 10.28 No sites were highlighted through the public consultation process as being of particularly poor quality.
- 10.29 The Council's audit and site assessment process showed there to be a range of differing quality sites. The highest scoring sites (eight or nine out of nine points) and the lowest scoring sites (one or two out of nine points) identified by the Council's audit and assessment findings are shown below in Table 10.2.

Table 10.2 Quality assessments of outdoor sports facilities

Site ID	Ward	Description/Location	Overall score
High scoring sites (eight or nine out of nine):			
GO0026	Goldsmid	Sussex County Cricket Ground	9
MO0149	Moulsecoomb & Bevendean	Brighton Tennis and Health Club	9
MO0182	Moulsecoomb & Bevendean	University of Brighton	9
MO0184	Moulsecoomb & Bevendean	University of Brighton	9
PP0002	Preston Park	Preston Lawn Tennis and Croquet Club	9
PP0036	Preston Park	Preston Club	9
RT0052	Rottingdean Coastal	Rottingdean Bowles Club	9
ST0013	Stanford	Pavilion and Avenue Lawn Tennis Club	9
WI0013	Wish	Dragons Health Club	9
EB0113	East Brighton	Brighton Race Course	8
ST0010	Stanford	Brighton & Hove Stadium	8
WD0058	Withdean	Withdean Sports Complex	8
Low scoring sites (one or two out of nine):			
None identified			

10.30 The distribution of quality scores for outdoor sports facilities is as follows:

- one point – no sites
- two points – no sites
- three points – three sites
- four points – five sites
- five points – two sites
- six points – five sites
- seven points – four sites
- eight points – three sites
- nine points – nine sites.

10.31 The table shows that many outdoor sports facilities were scored the maximum number of points, but there were also some qualitative issues highlighted on certain sites which could benefit from additional investment.

OSF 8

The Council should ensure that all new sports facilities meet the quality standard. The Council should also work towards the implementation of improvements at all existing sites to comply with the quality standard.

Identifying accessibility deficiencies

10.32 Analysis of the distribution of sites, shown in Figure 10.4, highlights that much of the city is currently within the 20 minute walktime catchment for outdoor sports facilities.

10.33 It should be noted however that this standard, and the audit, does not distinguish between facility types and there may be localised deficiencies of certain facility types.

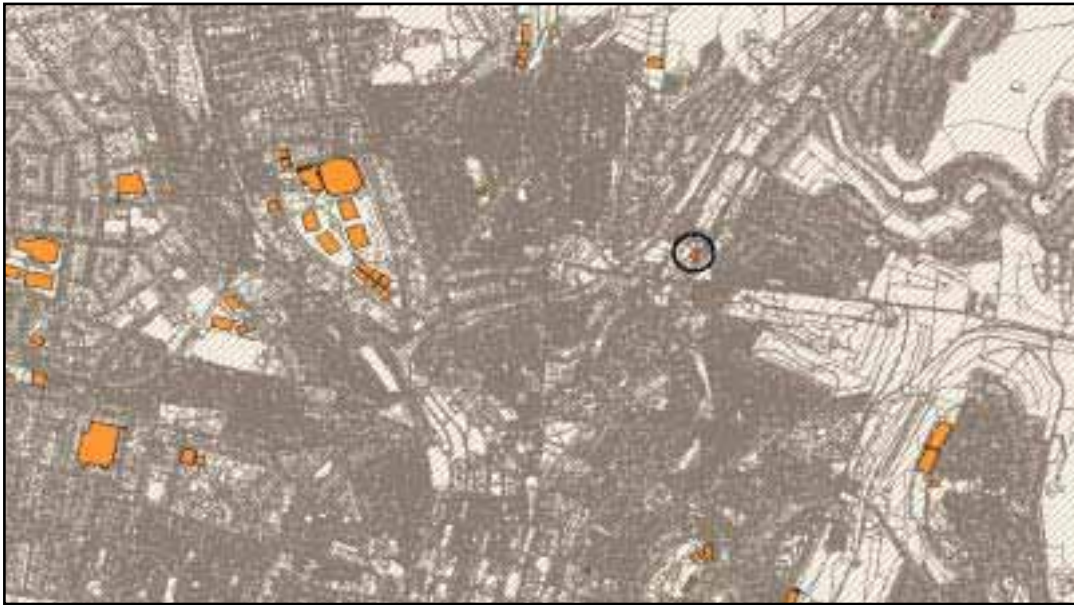
OSF 9

The Council should undertake an outdoor sports facilities strategy, including a playing pitch assessment following Sport England guidelines, to more closely examine any accessibility shortfalls in specific facility types across the city.

10.34 There was some feedback from the household questionnaire which highlighted a lack of awareness of existing sites. The low awareness of available sites may well have reflected in the accessibility responses.

10.35 The East of Brighton is one area which we consider to be deficient in terms of access to formal outdoor sports facilities as shown in Figure 10.5.

Figure 10.5 Outdoor sports facility deficiency in the east of Brighton



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- 10.36 The figure highlights that there are significant areas with limited access to good sized facilities. The site circled above (Saunders Park/Hollingdean Road ID:HL0033) is of modest size and offers limited sporting opportunities. It is an additional consideration that the railway line creates an additional accessibility barrier to sites on the west and south, mainly Preston Park.
- 10.37 Although The Level could be considered to provide an informal open space, it is our opinion that much of the central area of Brighton to the east of the railway line is deficient in access to formal outdoor sports provision. The next nearest facilities are tennis courts in Queens Park, immediately to the south. There are also tennis courts provided at Blakers Park to the west.
- 10.38 Although this area is still deficient in playing pitch space, it is unclear whether the creation of pitches is viable. There are no sizable open spaces of any kind on which pitches could be laid out, and it is considered good practice to avoid single pitch sites due to cost and encouraging high levels of usage. It is suggested regard be given to the provision of a MUGA (suitable for five a-side football, basketball and tennis) and other flexible sports facilities within the areas of deficiency that have a lack of space to provide pitches. (See OSF7).

Summary

- 10.39 Consultation with the public, sports clubs and officers has revealed issues with both the quality and quantity of some outdoor sports facility types. Quantitative comparisons have shown Brighton & Hove to have a relatively small stock of outdoor sports facilities, a fact supported by public consultation findings.
- 10.40 Some less conventional facilities in Brighton & Hove, such as outdoor basketball on the seafront, have been acknowledged as a success, and a need has been identified for similar provision.

SECTION 10 – OUTDOOR SPORTS FACILITIES

- 10.41 We have recommended a quantity standard which protects existing provision and will require the creation of additional space for outdoor sports facilities as the population increases.
- 10.42 Although the accessibility of outdoor sports facilities appears generally good, there are concerns that playing pitches particularly are in short supply, and there is poor accessibility in the area east of Preston Park.
- 10.43 It should also be considered that the type of sport at each facility has not been identified and analysed. Subsequently, there may be areas of Brighton & Hove which have reduced access to certain facility types.
- 10.44 We have made the following recommendations:

OSF 1	The Council should explore the provision of additional adrenaline or less conventional sports facilities, such as climbing/bouldering, ultimate frisbee or skating.
OSF 2	The Council should explore the provision of additional STPs to lighten the load on natural grass pitches, particularly for training. Additional investment in the quality of natural grass pitches should be made.
OSF 3	Appropriate measures should be taken to ensure that outdoor sports facilities are accessible on foot, as well as by cycle and the public transport system.
OSF 4	All new sports facilities should be funded with a sinking fund to ensure that the necessary allowance for ongoing maintenance and replacement is made. Any potential S106 contributions should be calculated in accordance with this.
OSF 5	The quantity standard should be applied to all new developments in Brighton & Hove, with new outdoor sports facility sites delivered in line with the standard and the additional population. Where the Council is satisfied it is not practicable to deliver the outdoor sport facility standards requirements within a development site, then a S106 contribution should be sought which could be put towards additional off-site provision, qualitative improvements on existing sites or other appropriate innovative enhancements/provision. However, the quality of outdoor sports facilities should not suffer in favour of meeting the quantity standard.
OSF 6	The Council should explore partnership arrangements with secondary schools and universities, through secured community access and the Building Schools for the Future programme, to meet the future demand for outdoor sports.
OSF 7	The provision of MUGAs and other flexible sports facilities should be considered a priority. This might be achieved through the conversion and improvement of existing poor quality tennis courts, provided they retain the markings and nets for tennis.

OSF 8	The Council should ensure that all new sports facilities meet the quality standard. The Council should also work towards the implementation of improvements at all existing sites to comply with the quality standard.
OSF 9	The Council should undertake an outdoor sports facilities strategy, including a playing pitch assessment following Sport England guidelines, to more closely examine any accessibility shortfalls in specific facility types across the city.

SECTION 11

ALLOTMENTS AND COMMUNITY GARDENS

11. Allotments and community gardens

Introduction and definition

- 11.1 This typology includes all forms of allotments with the primary purpose of providing opportunities for people to grow their own produce as part of the long-term promotion of sustainability, health and social inclusion. In PPG17 this type of open space may also include urban farms and community gardens. Whilst Brighton & Hove does not have an urban farm, a couple of community gardens were identified at Hanover and Stanmer Park respectively (15 hectares in total). For the purposes of this study however, because the community gardens are less accessible to the public and would not be accessed via the council allotment waiting list, they have not been included within the allotment figures or standard. It is recognised they are important in helping to alleviate demand for allotments and should therefore be encouraged. It should be noted that the recommended standards already reflect the presence of the community gardens at Hanover and Stanmer so they should not be viewed as providing a surplus of allotments.
- 11.2 Like other open space types, allotments can provide a number of wider benefits to the community in addition to their primary purpose. These include bringing together people from different cultural backgrounds, improving physical and mental health, providing a source of recreation and making a wider contribution to the green and open space network.
- 11.3 Allotments can be particularly important in dense, urban environments, as is the case in Brighton & Hove, where many residents do not have private gardens. Allotments are also becoming increasingly popular as an alternative means of enabling physical activity. The current popularity of 'green living' and having an ecologically sound lifestyle has also had an impact on the demand for allotments.

Figure 11.1 Roedean Valley allotments, Hollingbury & Stanmer



Strategic context

- 11.4 There are currently approximately 33 allotment sites in Brighton & Hove. The level of provision per 1,000 is 0.23 hectares. The two community gardens provide an additional 15.24 hectares.

- 11.5 In benchmarking terms against other local authorities, Brighton & Hove scores relatively favourably against Wolverhampton (0.19 hectares/1,000), Corby (0.16 hectares/1,000) Maidstone (0.23 hectares/1,000) and Colchester (0.2 hectares/1,000). Members of Brighton & Hove's CIPFA family group have either not set standards for this typology, or are still working through the PPG17 study process.
- 11.6 National quantity guidance from the National Society of Allotment and Leisure Gardeners (NSALG) suggests provision equal to one plot of 250 square metres per 200 people, equivalent to 0.125 hectares/1,000. There are no existing local quantity standards adopted by Brighton & Hove, however all proposals affecting allotments will also be expected to comply with the Urban Open Space policy (QD20) and the Allotments policy QD21.
- 11.7 The Local Plan notes that in terms of accessibility, allotment sites are unevenly distributed throughout Brighton & Hove. Some are inner urban plots, while others form part of the urban fringe.
- 11.8 During the consultation process carried out to inform the Local Plan, allotment holders expressed concern that allotment sites should be protected and that any alternative use of vacant plots should not damage the existing allotments.
- 11.9 Policy QD21 of the Local Plan specifies that planning permission will not be granted for proposals that would result in the loss of allotments unless it can be proved that they are surplus to requirements. Allotments will be considered surplus to requirements where the following criteria are met:
- plots have remained genuinely available to allotment users
 - they have been unused for more than five years
 - they have been offered to all the people on the allotment waiting lists
 - they have been advertised to the general public as being available during this time
 - the redundant allotment plots form a cohesive unit, that can be separated from other plots without causing disruption to existing allotments, still in active use.

Consultation key findings

- 11.10 The key issues arising from the different strands of the public consultation process with regard to the provision of allotments are shown below:
- respondents to the household survey showed notable support for the provision of more allotment space. 31.1% of respondents said there was 'not enough', with a further 13.2% suggesting there was 'not quite enough', a total of 44%. 24% had no opinion and 26.7% suggested that provision was 'about right'.
 - the household survey also queried the current usage and found that in all, 5.5% of the respondents to the household survey revealed that they currently use allotments. This figure is comparatively high compared with other local authorities, such as Rother (3.8%), Colchester (3.8%), Broxbourne (3.4%), Wolverhampton (1.8%) and York (4.2%). This result would suggest that there is more interest in allotment space than in other authority areas.

- furthermore, 24.7% of respondents stated they were interested in using allotments, suggesting a high latent demand for allotment space, this compares with 14.8% in Broxbourne, 17.6% in Crawley and 14.3% in York. 26.3% of respondents to the household survey said they felt the quality of provision was good, 54.4% responded 'average' while 18.8% replied 'poor'
- several recurrent issues emerged as significant reasons why respondents were not currently using allotments, notably:
 - the length of waiting lists and difficulties with the system (30 comments)
 - lack of locally available plots (25 comments)
 - poor awareness of the location and availability of plots (15 comments)
 - lack of time at present (15 comments).
- specific issues relating to allotments were generally not raised at public drop in sessions
- consultation with officers and the Allotment Society suggested that in some cases, 250 square metre plot sizes were too large, and that the reconfiguration and downscaling of plots might improve viability
- officer consultation highlighted the important role of allotments in meeting the sustainability agenda at the heart of wider city policy.

Allotments standards

- 11.11 The key issues explored above have informed the development of standards for this typology. Our recommended standards and rationale are shown below.

Quantity Standard

Existing level of provision (allotments only)	Recommended standard (allotments only)
0.23 hectares per 1,000 population	0.23 hectares per 1,000 population
Rationale	
The current level of provision is equivalent to 0.23 hectares per 1,000 population. Existing sites are spread across the city. However the extent to which locational deficiencies may exist will be dependant on the specific location of each allotment (illustrated through the application of the relevant accessibility buffer). The public consultation process has highlighted the desire for provision of allotments and a strong latent demand which is reflective of the high density nature of Brighton's urban environment, a lack of homes with private gardens, and seemingly, a population with an interest in maintaining allotments and growing home produce. In all, 44% of the respondents felt that there was underprovision of allotments, a high percentage when compared with other local authorities. Consultation with the Council's allotments team has shown there to be approximately 1,000 people on waiting lists, a substantial number.	

Rationale
In this instance, a standard has been recommended (derived from the local consultation) that seeks to encourage qualitative improvements. This is in line with public consultation, as well as the Council's objectives to improve sustainability. We have not recommended a quantitative increase at this time as there is considered to be the capacity on existing sites, provided a more comprehensive and appropriate management system can be put in place, such as halving the size of some existing plots to increase capacity. We consider that this approach should be explored and its efficacy monitored, subject to further review in coming years. The adoption of the recommended local standard will result in further space being required to accommodate future demand. In order to meet the minimum quantity standard, nine hectares of additional space would be required by 2027. It is likely that much of this space would be found from a reclassification of land on the City periphery.

Accessibility Standard

Recommended standard
15 minute walk time (720 metres)
Rationale
As is often found with this typology, the household survey respondents indicated a split in preferred modes and journey times. While a significant portion responded that they would expect to walk to their nearest allotment (237 people) there is also a sizable number (152) who expected to drive, a reflection of the fact that equipment, materials and produce are often transported to and from allotments by car. In compliance with the effort to encourage walking as part of an active lifestyle, we have recommended setting an accessibility standard which reflects this. It is also reflective of the Council's wider objectives to encourage and support residents who wish to grow their own produce as part of its sustainability strategies. The public consultation process showed that there is a desire among Brighton & Hove residents to maintain allotment space, and a strong level of latent demand, so localised provision is important. As PPG17 guidance states that distance thresholds should be reflective of the maximum distance that typical users can reasonably be expected to travel, in this instance, the recommended accessibility level is lower than the consultation would necessitate, as the 75th percentile falls between 15 minutes and 20 minutes, so distance could theoretically be set at the upper end of this scale.

Quality Standard

Recommended standard
<i>Allotments should feature appropriate facilities including a well maintained water supply, good quality soil, car parking/access and secure fencing.</i> <i>The Council aspires to meet national guidance on the provision of toilets, dip tanks and storage space, and enable the provision of an allotment holders' or members' office and organic recycling by individual plot holders, as well as provide good disability access on key sites across the city.</i>
Rationale
The public consultation did not highlight the quality of existing sites to be significant issue, 26% of respondents said that quality was 'good', and 19% stating it was 'poor', whereas 54% stated the quality of allotments was 'average' however, it is evident that there is room for improvement on certain sites. Provision of allotments is demand driven. However, in times when the wider health agenda is important, such sites need to be promoted. Good quality allotments with appropriate ancillary facilities that promote sustainable development will help attract more people to allotment sites and in turn make sure that the allotment sites within the city are being operated at capacity. The standard reflects the aspiration to meet national standards and recommendations where practical, and also highlights the issue of providing access to allotments to people with disabilities. It also aims to address the concerns voiced through consultation of site mismanagement, with the location of offices or administration facilities on appropriate sites.

Applying provision standards

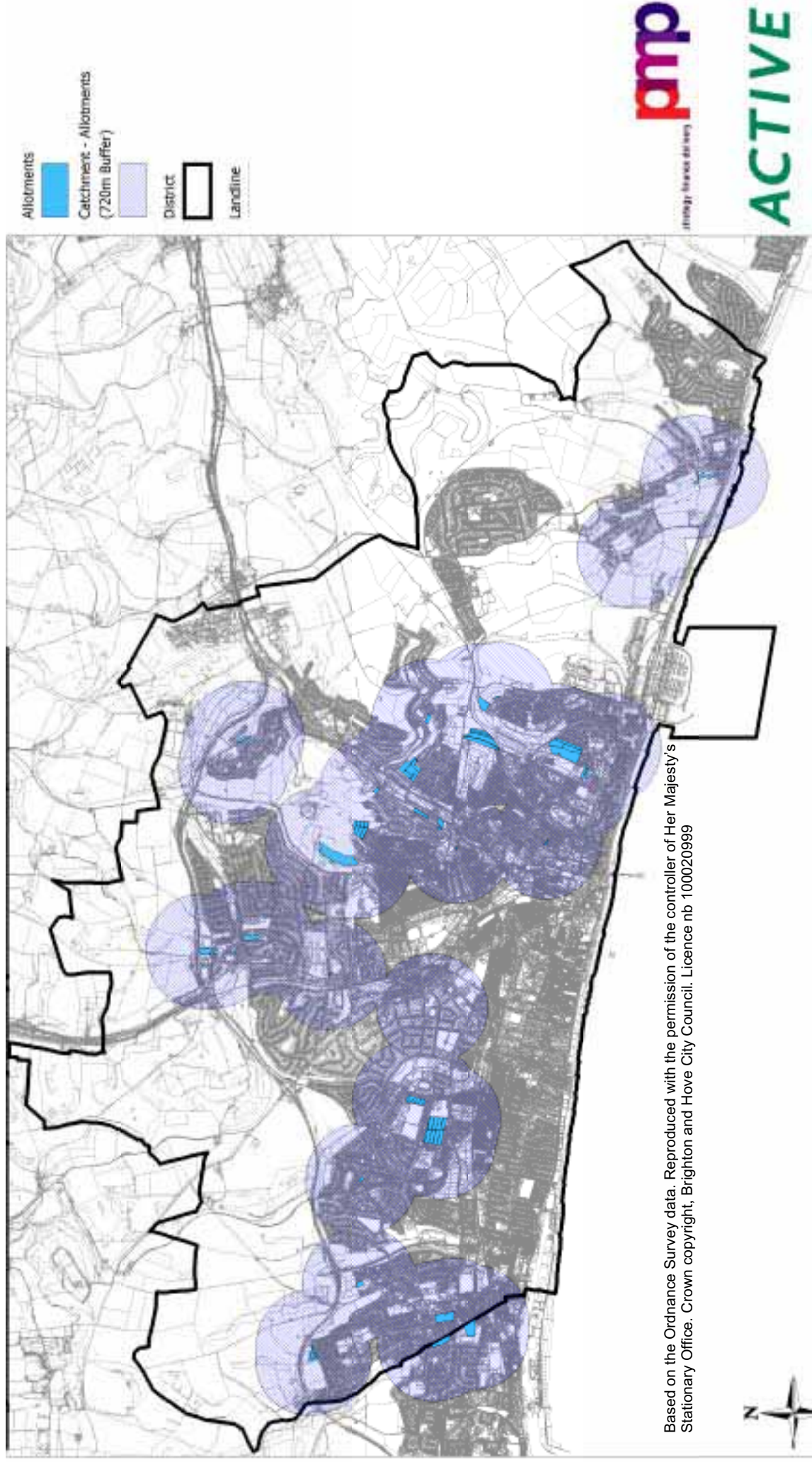
- 11.12 When the quantity standard is applied across the city it clearly demonstrates that no surpluses currently exist. Indeed, in view of the demand for many of the types of open space, it is debatable whether the recommended standards are somewhat low. However the approach taken endeavours to balance the demand with the challenges in delivering new space. As the population increases in future in line with projections, the city will have an overall shortfall in allotments if new provision is not made. In order to identify geographical areas and those areas with significant local needs, the accessibility standard has been applied and mapped. However, it should be noted that in a high density city like Brighton & Hove the mapping of the quantity standard, where the site size and surrounding population is taken into account, is likely to highlight further deficiencies.
- 11.13 Due to the demand led nature of allotments, specific deficiencies should be investigated in detail in order to understand the real level of demand in the area at any one time. If new allotment sites are provided, community involvement in the management and maintenance of the sites should be considered, following national good practice.

ALL 1

The Council should develop an Allotments Strategy to address in detail the quantitative, qualitative and accessibility issues presented by this report.

- 11.14 Following PPG17 guidance, it is recommended that the Council seek commuted maintenance sums for the ongoing investment in allotments. This policy is also of relevance where improvements are being made to existing allotments, rather than the provision of new allotments, which may be more appropriate in areas where new allotments cannot feasibly be provided.
- 11.15 Figure 11.2 shows the distribution of allotments with the catchment areas these facilities serve.

Figure 11.2 Allotments accessibility mapping



Identifying quantity deficiencies

- 11.16 The recommended local standard is to maintain the current level of provision across Brighton & Hove, so to achieve the standard, further provision will be required in order to keep up with the expected future increase in population.
- 11.17 Table 11.1 illustrates the current level of provision, with projections indicated, to show the requirements made by the city's expected population growth. We have shown these figures against the current level of provision to show the differences.

Table 11.1 Application of standard against future population

Year	Popula- tion	Current Provision (hectares)	Future provision (hectares per 1,000)	Quantity Standard (hectares per 1,000)	Against standard (hectares per 1,000)	Overall hectares needed (shortfall)
2006	251,900	59	0.23	0.23	N/A	N/A
2026	295,750	59	0.19	0.23	-0.04ha	68.01ha (9.01ha)

- 11.18 The table shows that to maintain the recommended quantity standard across the city, an additional 9.01 hectares of allotment space will be required by 2026 if population projections are accurate.
- 11.19 It has been recognised by Council officers that potential growth areas can be found, particularly on the urban fringe. These semi-rural areas could be managed as allotments with relative ease. The low-impact of this typology also offers the flexibility for returning the land to its original state if necessary.
- 11.20 More detail on potential locations for this development is shown below.

ALL 2

Investigate opportunities on the urban fringe for the provision of new allotment sites to meet the future demand

Identifying quality deficiencies

- 11.21 As previously mentioned, no sites were highlighted through the public consultation process as being of particularly poor quality.
- 11.22 As in previous chapters, we have utilised the audit system of quality classification by three key site criteria: landscape condition, infrastructure condition and facility condition. This process has taken account a wide range of factors, including litter, accessibility, seating, evidence of vandalism or graffiti and the overall appeal of the site, although we have used three key criteria to provide an 'at a glance' comparison.
- 11.23 This process showed there to be a range of differing quality sites. The highest scoring sites (eight or nine out of nine points) and the lowest scoring sites (one or two out of nine points) identified by the Council's audit and assessment findings are shown below in Table 11.2.

Table 11.2 Quality assessments of allotments

Site ID	Ward	Description/Location	Overall score
High scoring sites (eight or nine out of nine):			
EGH0032	Hanover & Elm Grove	Hanover Community Centre	9
Low scoring sites (one or two out of nine):			
EB0132	East Brighton	Whitehawk Hill	1

11.24 The distribution of quality scores for allotments is as follows:

- one point – one site
- two points – no sites
- three points – four sites
- four points – nine sites
- five points – eight sites
- six points – six sites
- seven points – five sites
- eight points – no sites
- nine points – one site.

11.25 The consultation process has identified general concerns about the overall quality and management of allotments in Brighton & Hove, especially waiting lists.

ALL 3

The Council should strive to achieve the quality vision at all sites across the city and replicate examples of good practice where possible.

ALL 4

All new allotments should be funded with a sinking fund to ensure that the necessary allowance for ongoing maintenance and replacement is made. Any potential S106 contributions should be calculated in accordance with this.

- 11.26 It was recognised as a result of consultation with the Allotments Society and the Council's allotments team that there were certain systematic issues which need to be addressed. It was considered that the large waiting list, with over 1,000 names, was due to underprovision, but was also caused by qualitative problems and management issues at existing sites.
- 11.27 A key rationale for maintaining the quantity standard at its present level is the exploration of more efficient management of existing sites and effectively increasing the capacity of current sites by making more small sites available.

ALL 5

Implement more efficient management systems including the reduction of plot sizes on existing sites to accommodate demands for smaller plots to help more people access allotments.

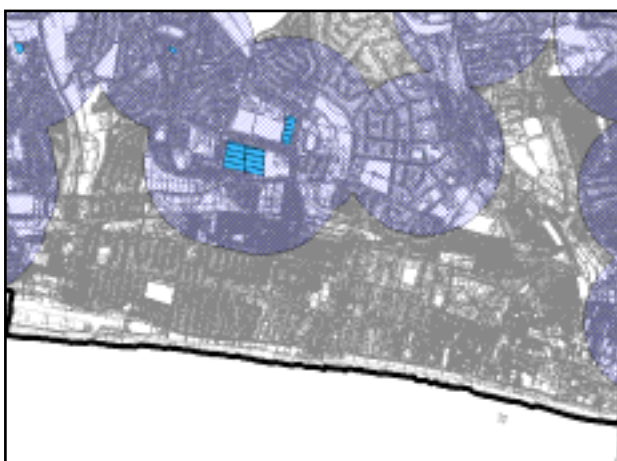
Identifying accessibility deficiencies

- 11.28 Analysis of the distribution of sites highlights that while a sizable proportion of residents have access to allotments across the city within the recommended distance threshold, there remain significant areas which are outside the catchment.
- 11.29 While these deficiencies are due in some part to the setting of an ambitious accessibility standard, there are also areas which should be prioritised for consideration of future provision.
- 11.30 As requested by the Council, where accessibility deficiencies have been identified, we have made no site specific recommendations as to how or where alternative provision could be provided. The identification of how and where alternative provision could be provided will be subject to more detailed assessment and form part of the future allotments strategy (see recommendation ALL1).

Hove

- 11.31 The greatest overall area of underprovision of allotments is found in Hove. As Figure 11.3 overleaf shows, there is a sizable proportion of Hove which falls outside the catchment areas of allotments. There are clearly significant obstacles to increasing provision in Hove due to the very low amount of available space and the density of development.

Figure 11.3 Hove underprovision



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- 11.32 The proximity of one of the largest allotment sites in the city, the Weald Avenue allotments (ST0014) shown towards the centre of Figure 11.3 should also be noted. While this site is outside the 15 minute walktime accessibility catchment, any Hove residents using cars or on public transport could be considered well served.
- 11.33 In order to address the shortfall, we recommend either the re-designation of at least one existing AGS, or the creation of new sites if possible. It may be, given the architectural and social nature of the Hove area that a community garden be considered a better option, providing a site with horticultural, aesthetic and socially cohesive elements.

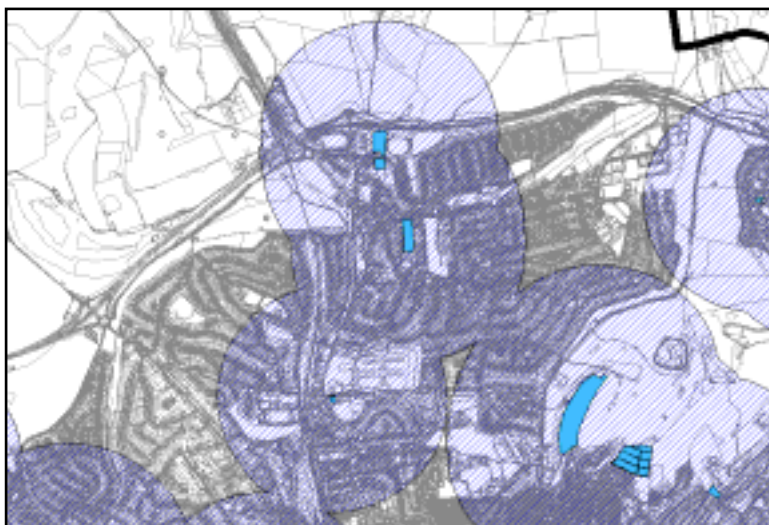
ALL 6

The Council should explore the potential for locating at least one allotment or community garden in the Hove area. This should have both horticultural and aesthetic value, in keeping with its location.

Withdean/Patcham

- 11.34 There are two notable areas of underprovision shown below in Figure 11.4 in the Withdean ward to the west and the Patcham ward to the north.
- 11.35 As explored earlier in this section, it is likely that the areas around the urban fringe are likely to provide the best opportunity for the future development of allotment space. Given the current underprovision, we believe that these sites offer a good location for the realisation of the recommendation ALL 2 above.

Figure 11.4 Withdean/Patcham allotment underprovision



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Woodingdean/Rottingdean/Saltdean and Marina

- 11.36 Three areas of underprovision in the Woodingdean and Rottingdean/Saltdean and Marina areas are shown below in Figure 11.5.

Figure 11.5 Woodingdean and Rottingdean/Saltdean and Marina allotment underprovision



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- 11.37 The final areas of clear underprovision are displayed above in Figure 11.5. As the map indicates, the areas have no immediately available allotment sites, however there are some plots located to the west of Rottingdean.

- 11.38 The relatively remote and insular nature of the Woodingdean and Rottingdean Coastal wards, in the context of Brighton & Hove as a whole, highlights the need for localised provision. In order to address the shortfall, we recommend either the re-designation of at least one existing AGS or the creation of new sites if feasible, in both Woodingdean and Rottingdean/Saltdean and north of the Marina, potentially on the urban fringe of these two communities, as semi-rural land may be available.

ALL 7	The Council should locate at least one allotment area in deficient areas in both the Rottingdean Coastal and Woodingdean wards, potentially through the redesignation of an existing AGS. These locations may also be suitable for a more substantial urban fringe site.
ALL 8	The quantity standard should be applied to all new developments in Brighton & Hove, with new allotment space delivered in line with the standard and the additional population. Where the Council is satisfied it is not practicable to deliver the allotment standards requirements within a development site, then a S106 contribution should be sought which could be put towards additional off-site provision, qualitative improvements on existing sites or other appropriate innovative enhancements/provision. However, the quality of allotment space should not suffer in favour of meeting the quantity standard.
ALL 9	Appropriate measures should be taken to ensure that allotments are accessible on foot, as well as by cycle and the public transport system.

Summary

- 11.39 The demand for and interest in allotments is significant. Many members of the public have showed a desire to take on allotment space, but issues regarding the availability of plots and the overall management of the system have been highlighted.
- 11.40 The standards set are reflective of the need to maintain a good level of quality, however, it may emerge that given the interest and potential latent demand for allotment space indicated by the public consultation, that additional provision is required in future years.
- 11.41 It is recommended that the Council pays attention to the future provision levels, and especially evaluate the efficacy of changes to the management of allotments (see ALL 4) to create additional capacity.
- 11.42 While there are some areas of accessibility deficiency, it is anticipated that new sites for allotments could be located so as to reduce this issue, dependent upon localised demand.
- 11.43 It has been recommended that a detailed strategy is undertaken so as to deliver the significant changes required to the provision of allotment space.

11.44 We have made the following recommendations.

ALL 1	The Council should develop an Allotments Strategy to address in detail the quantitative, qualitative and accessibility issues presented by this report.
ALL 2	Investigate opportunities on the urban fringe for the provision of new allotment sites to meet the future demand.
ALL 3	The Council should strive to achieve the quality vision at all sites across the City and replicate examples of good practice where possible.
ALL 4	All new allotments should be funded with a sinking fund to ensure that the necessary allowance for ongoing maintenance and replacement is made. Any potential S106 contributions should be calculated in accordance with this.
ALL 5	Implement more efficient management systems including the reduction of plot sizes on existing sites to accommodate demands for smaller plots to help more people access allotments.
ALL 6	The Council should explore the potential for locating at least one allotment or community garden in the Hove area. This should have both horticultural and aesthetic value, in keeping with its location.
ALL 7	The Council should locate at least one allotment area in deficient areas in both the Rottingdean and Woodingdean wards, potentially through the redesignation of an existing AGS site. These locations may also be suitable for a more substantial urban fringe site.
ALL 8	The quantity standard should be applied to all new developments in Brighton & Hove, with new allotment space delivered in line with the standard and the additional population. Where the Council is satisfied it is not practicable to deliver the allotment standards requirements within a development site, then a S106 contribution should be sought which could be put towards additional off-site provision, qualitative improvements on existing sites or other appropriate innovative enhancements/provision. However, the quality of allotment space should not suffer in favour of meeting the quantity standard.
ALL 9	Appropriate measures should be taken to ensure that allotments are accessible on foot, as well as by cycle and the public transport system.

SECTION 12

CEMETERIES AND CHURCHYARDS

12. Cemeteries and churchyards

Introduction and definition

- 12.1 Churchyards are encompassed within the walled boundary of a church while cemeteries are burial grounds outside the confines of a church. According to PPG17, this typology includes private burial grounds, local authority burial grounds and disused churchyards.
- 12.2 While the recognised primary purpose of this type of open space is for burial of the dead and quiet contemplation, the amenity and visual benefits should also be recognised, in addition to the opportunities to promote wildlife conservation and biodiversity.
- 12.3 Churchyards and cemeteries make a significant contribution to the provision of urban green space, offering a quiet sanctuary for both people and potentially wildlife. They also represent an opportunity for new kinds of conservation and green space policy.
- 12.4 Cemeteries can provide some of the functions of parks. They can be of interest to tourists, and they can be important to family history researchers, as well as friends and family.

Figure 12.1 Brighton Borough Cemetery



Strategic context

- 12.5 There are no current strategies for cemeteries and churchyards within Brighton & Hove, however this type of open space has received investment in recent years and its significance is recognised by Council officers.
- 12.6 A total of approximately 54 cemetery and churchyard sites exist across Brighton & Hove.
- 12.7 The distribution of cemeteries and churchyards is largely opportunity led. While cemeteries/churchyards may provide a local open space, many residents will also travel significant distances to reach the facility of their choice.

Consultation

- 12.8 Some of the key points to emerge from the consultation process include:
- this type of outdoor space is highly valued by some residents
 - many sites are also valuable for wildlife, their value, particularly in the context of the urban nature of the city, was recognised
 - the Council provides and manages the city's public cemeteries including, the Extra-Mural Cemetery, Brighton Cemetery (Lewes Road and Bear Road), Portslade Cemetery, Hove Cemetery, Woodvale Crematorium, Lawn Memorial Cemetery and the Jewish Cemetery Extension
 - at present, there is limited availability of space for new graves at some of the sites. An increasingly large demand has been seen in recent years for woodland, or ecological burials, which entails the creation of sites with a more natural and less managed feel.
 - the household survey revealed that 35% felt the quality of churchyards and cemeteries was 'good', while 57% felt the provision was 'average', suggesting that in general, the quality of facilities appears to be of a reasonable standard
 - the quality of cemeteries and churchyards is as important as quantity. Table 12.1 overleaf examines some of the highest and lowest quality cemeteries and churchyards across the city

Current position – quality

- 12.9 The site assessment process has taken account of a wide range of factors, including litter, accessibility, seating, evidence of vandalism or graffiti and the overall appeal of the site. As in previous chapters, we have utilised the audit system of quality classification by three key site criteria: landscape condition, infrastructure condition and facility condition to provide an 'at a glance' comparison.

- 12.10 At the time of site visits, few issues were identified with cemeteries and churchyards and there was little evidence of vandalism/graffiti or litter. However other consultation indicated issues with dog fouling and some vandalism. The key areas identified for improvement were the provision of bins and additional seating. The highest scoring sites (eight and nine out of nine points) and the lowest scoring sites (one or two out of nine points) identified by the Council's audit and assessment findings are shown below in Table 12.1.

Table 12.1 Quality of cemeteries and churchyards across Brighton & Hove

Site ID	Ward	Description/Location	Overall score
High scoring sites (eight or nine out of nine):			
BAL0010	Brunswick Adelaide	St John the Baptists Church	9
HANG0034	Hangleton & Knoll	Old Shoreham Road	9
HANG0168	Hangleton & Knoll	Top of Holmes Avenue	9
MO0302	Moulsecoomb & Bevendean	Brighton Borough Cemetery	8
PP0003	Preston Park	St Peter's Church	8
Low scoring sites (one or two out of nine):			
No sites			

- 12.11 The distribution of quality scores for cemeteries and churchyards is as follows:

- one point – no sites
- two points – no sites
- three points – two sites
- four points – 13 sites
- five points – 11 sites
- six points – 10 sites
- seven points – 10 sites
- eight points – two sites
- nine points – three sites.

- 12.12 The table shows that generally churchyards tended to be scored more highly, although Brighton Borough Cemetery received a good rating. Sites in the Hangleton & Knoll ward scored well, with two excellent rated sites in this ward.
- 12.13 In the main, there were not many sites which scored poorly on landscape, infrastructure and facility condition.

Setting local standards

- 12.14 The process for setting standards is outlined in Section 2. Whereas provision standards for quality, quantity and accessibility are set for other open space typologies, PPG17 Annex recommends that only a quality vision is established for cemeteries and churchyards stating *"many historic churchyards provide important places for quiet contemplation, especially in busy urban areas, and often support biodiversity and interesting geological features. As such many can also be viewed as amenity green spaces. Unfortunately, many are also run down and therefore it may be desirable to enhance them. As churchyards can only exist where there is a church, the only form of provision standard which will be required is a qualitative one."*
- 12.15 PPG17 Annex also states, *"every individual cemetery has a finite capacity and therefore there is steady need for more of them. Indeed, many areas face a shortage of ground for burials. The need for graves, for all religious faiths, can be calculated from population estimates, coupled with details of the average proportion of deaths which result in a burial, and converted into a quantitative population-based provision standard."*
- 12.16 We have recommended that this be considered as part of a wider management action plan (see CC 3) as more detailed analysis is required.

Quantity standard

Existing level of provision	Recommended standard
No local standard to be set	
Justification	
No quantity standard has been set in line with PPG17 guidance. The appropriate level of provision should be calculated taking into account population estimates, birth and death rates. This does not equate to a standard measurable in hectares per 1,000 population.	

Accessibility standard

Recommended standard
No local standard to be set
Justification
There is no realistic requirement to set catchments for such typologies as they cannot easily be influenced through planning policy and implementation.

Quality Standard

Recommended standard
<i>Sites should provide areas of quiet contemplation with the opportunity to enhance biodiversity by formulating a conservation management plan.</i> <i>Cemeteries should be well kept, with a variety of planting and trees to avoid monotony and attention given to the inspection, care and maintenance of all memorials including historic monuments.</i> <i>Ancillary facilities should include even and well-maintained paths and seating, in compliance with the Disability Discrimination Act, together with water taps, litter bins and seats.</i> <i>Organisations responsible for churchyards will be encouraged and supported by the Council to meet this standard to ensure a high quality of sites across the city.</i>
Rationale
It is essential that sites be regularly maintained with clear footpaths and due consideration for those with accessibility issues, so as to increase the ease of access and safety for those who visit the sites. It is important that good practice is promoted throughout the city, even in sites not managed by the Council. The historical significance of many cemeteries and churchyards should be respected and protected.

Applying local standards

- 12.17 As it is inappropriate to set quantity and accessibility standards for cemeteries and churchyards, it is not possible to comment on areas of deficiency for this type of open space. The value of cemeteries and churchyards should however be recognised and opportunities to promote these sites sensitively for both human and wildlife use should be seized, with a predisposition to protection of existing sites.

CC1	Stakeholders should recognise and promote the nature conservation value of closed cemeteries and churchyards and work towards more awareness of ecological management of cemeteries and churchyards.
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- 12.18 It can be seen that there is a relatively even distribution of cemeteries and churchyards across the city with high levels of provision in the Hanover and Elm Grove Ward. It is worth noting that the larger cemeteries are concentrated around the Hanover and Elm Grove and Moulsecoomb wards.
- 12.19 Cemeteries offer opportunities for quiet informal recreation as well as acting as important wildlife sanctuaries. Cemeteries and churchyards may also break up the urban landscape texture.

- 12.20 The quality of cemeteries and churchyards in the city is considered reasonable. However, while there have been significant investment over the past year at a number of sites, there are some further sites that are in need of improvement.

CC2

The Council should work in partnership with other providers (e.g. the Churches, Friends of Church Groups) to improve and maintain the quality of closed cemeteries and churchyards in line with the quality vision.

- 12.21 Assessing quality and value is fundamental to effective planning. The wider benefits of churchyards are significant and it is wrong to place a value on churchyards and cemeteries focusing solely on quantity and accessibility. In addition to offering a functional value, many cemeteries and churchyards have wider benefits including heritage, cultural, natural and landscape values.
- 12.22 Local standards for accessibility and quantity have therefore not been set. The quality vision and quality benchmark should guide the future development and improvement of cemeteries and churchyards across the city.
- 12.23 Despite the inappropriateness of setting and applying a quantitative and accessibility standard for cemeteries and churchyards it remains important to consider the future delivery of cemeteries and churchyards anticipating future demand as well as assessing the current level of provision.

CC3

The Council should produce a standard management plan for closed cemeteries and churchyards to ensure that the good quality and accessibility of these sites is maintained. The action plan should consider the likely implications of the future projected population growth on the requirements for burial grounds.

- 12.24 It has been noted in the course of the study that ecologically sensitive solutions are increasingly popular. This method requires alternative management approaches but also offers the benefits of a less conventional environment which may have greater recreational flexibility.

CC4

The Council should explore the development of further environmentally sensitive (woodland) burial sites which have a high ecological value and require less rigid management than conventional cemeteries.

CC5

Appropriate measures should be taken to ensure that cemeteries and churchyards spaces are accessible on foot, as well as by cycle and the public transport system.

Summary

- 12.25 There is a relatively even distribution of cemeteries and churchyards across the city with particularly high levels of provision in the Hanover and Elm Grove and Moulsecoomb wards. Cemeteries offer opportunities for quiet recreation as well as acting as important wildlife sanctuaries and are effective in breaking up the urban landscape texture.

- 12.26 The quality of cemeteries and churchyards in the city is considered reasonable, although there are a number of sites (only some of which are in Council ownership) which are of a poorer quality. The Council should ensure that it continues to offer support where possible to churches and groups responsible for churchyards to encourage the highest standards.
- 12.27 While cemeteries/ churchyards may provide a local open space, many residents will also travel significant distances to reach the facility of significance to them. Consultation highlighted their value to some residents and the benefits they serve for wildlife, particularly in the context of the urban character of the city.
- 12.28 Assessments of quality and value are fundamental to effective planning. Consideration should also be given to the wider benefits offered by cemeteries and churchyards. Local standards for accessibility and quantity have therefore not been set. Instead, achievement of the quality vision should guide the future improvement of cemeteries and churchyards across the city.
- 12.29 It remains important to consider the future delivery of cemeteries and churchyards, anticipating future demand in the context of current level of provision. This should be undertaken through detailed analysis of preferences for burial or cremation and death rates within the city.
- 12.30 We have made the following recommendations.

CC1	Stakeholders should recognise and promote the nature conservation value of closed cemeteries and churchyards and work towards more awareness of ecological management of cemeteries and churchyards.
CC2	The Council should work in partnership with other providers (e.g. the Churches, Friends of Church Groups) to improve and maintain the quality of closed cemeteries and churchyards in line with the quality vision.
CC3	The Council should produce a standard management plan for closed cemeteries and churchyards to ensure that the good quality and accessibility of these sites is maintained. The action plan should consider the likely implications of the future projected population growth on the requirements for burial grounds.
CC4	The Council should explore the development of further environmentally sensitive (woodland) burial sites which have a high ecological value and require less rigid management than conventional cemeteries.
CC5	Appropriate measures should be taken to ensure that cemeteries and churchyards spaces are accessible on foot, as well as by cycle and the public transport system.

SECTION 13

SEAFRONT AND CIVIC SPACES

13. Beach, seafront and civic spaces

Introduction and definition

- 13.1 As agreed with the Council project team during the study process, we have addressed the seafront and civic spaces together in this report. Although civic spaces are noted by PPG17 as an open space type, beaches and seafront are not.
- 13.2 It is recognised that beaches and seafront constitute a significant open space both in terms of size and importance within Brighton & Hove, contributing to its identity as a regional and national tourist destination.
- 13.3 In this report, we have used the term ‘seafront’ to refer to the large paved areas and promenade. This is distinct from other aspects of the seafront, such as grass areas, play and sports areas, which have been included within their respective typologies, and the shingle beach.
- 13.4 The audit has categorised much of the seafront, such as the promenade, as civic space. The definition of civic spaces given in the PPG17 companion guide states: *“the purpose of civic spaces, mainly in town and city centres, is to provide a setting for civic buildings, and opportunities for open air markets, demonstrations and civic events. They are normally provided on an opportunistic and urban design led basis. Accordingly it is for planning authorities to promote urban design frameworks for their town and city centre areas”*.
- 13.5 The beach has not been included within the audit. While it has been considered when setting standards for all other typologies, it would be incorrect to assume it can compensate for shortfalls in other typologies because of its unique characteristics.
- 13.6 In compliance with PPG17 guidance, we have set separate quality standards for the beach and civic spaces (including the seafront). We recommend that the two standards be considered complimentary. Accessibility and quantity standards have not been set.

Figure 13.1 Brighton seafront (Site ID RY0020)



Strategic context

- 13.7 The beach and seafront area of Brighton & Hove is one of the key features of the cityscape and has played an integral part in the development of the city as a regional and national tourism hub, having hosted large scale sports and music events, as well as more traditional short-break tourist activities.
- 13.8 Coastal areas offer a range of benefits from recreational purposes (for residents and tourists particularly during the summer months) to landscape, environment and biodiversity benefits. In considering any proposals for new recreation facilities on, or adjacent to, the beaches, the above mentioned should be considered.
- 13.9 Policy SR18 of the Local Plan relates specifically to recreation on the **seafront**. It states that new recreation facilities which are related to seafront/coastal activities will be permitted on the seafront provided a number of factors are satisfied, including not building on the beach, not undermining the importance or character of the seafront, or having an adverse impact on nature conservation interests.
- 13.10 It continues: *“The seafront provides an important opportunity for promotion and enhancement of both formal and informal recreation. The character of the seafront varies in its intensity of activity with both lively and tranquil stretches which contribute to its broad appeal to residents and visitors alike. Provision for recreation must, however, complement the outstanding seafront landscape and respect its intrinsic wildlife value.”*
- 13.11 *“A different kind of city... a unique destination: A Strategic Framework for tourism development for Brighton and Hove”* (2004) sets out quality and safety objectives for tourist venues, including beaches and the seafront. These include:
- improved street cleaning and maintenance
 - graffiti removed and tackled
 - a higher standard of public toilet provision
 - blue flag beaches
 - a safe and clean seafront
 - a solution for the West Pier
 - new iconic and imaginative developments at Black Rock, King Alfred, the Marina and elsewhere
 - a seafront mass-transport solution
 - a well-protected built heritage
 - establishing the city as the gateway to the Downs
 - effective and well-maintained street lighting in core tourist areas
 - improved lighting of our built heritage, monuments and public art.

13.12 Some of the primary seafront areas featured in the audit and assessment include:

- the Western Esplanade and the West Street Beach
- the Rottingdean Seafront
- the Brighton Marina
- the Central Hove Promenade
- the Westbourne Promenade
- the Brighton Seafront
- the Waterfront Octagon
- the Hove Seafront Promenade
- the Undercliff Walk at Rottingdean.

13.13 **Beaches:** there are a range of national quality standards for coastal areas including Blue Flag criteria (available world wide), which cover aspects such as water quality, beach and intertidal area, information, education and environmental management and facilities on offer. Seaside Awards (for both seaside and rural areas) are similar but are available for the UK only.

13.14 Two beaches in Brighton & Hove were awarded Blue Flag Status in 2007 – West Street beach, between the two piers, and Hove Lawns beach.

13.15 In total there are approximately 21 seafront/civic space sites identified, including, for example, Brighton Town Hall, Churchill Square and the Brighton Library development. While there are no policies in the local plan which are specifically concerned with civic spaces, several policies on urban design are relevant. These include QD1 Design - quality of development and design statements, QD2 Design - key principles for neighbourhoods, QD3 Design - efficient and effective use of sites and QD4 Design - strategic impact.

Consultation key findings

13.16 The key issues arising from the different strands of the public consultation process with regard to the seafront and civic spaces are shown below:

- 66% of respondents to the household survey believe that the quantity of beaches and seafront in Brighton & Hove is 'about right', with 23% suggesting there was either an excess or more than enough
- the beach and seafront was one of the most used open space types. 44% of respondents to the household survey stated that they visited beaches more than once a month; however another 44% responded that they did not visit beaches at all, a surprisingly high amount
- civic spaces can best be characterised as an occasionally attended type, with 30% using more than once a month, 38% less than once a month, and 32% not using them. Less than 1% replied that civic spaces were their most popular outdoor space type

- the household survey respondents were generally pleased with the quality of the seafront, 63% rated it as 'good', with a further 33% stating 'average' and just 4% replying 'poor', the fewest of all typologies except the Downs. Specific points relating to quality included:
 - the need for more cycle tracks to prevent conflict between user groups (three comments)
 - the need for beaches to be cleaned up (five comments)
 - a concern about developments on the seafront (five comments).
- civic spaces scored less well on quality, 28% replied 'good', with 62% stating 'average' and 9% stating quality was 'poor'. The high 'average' response could be seen to reflect a degree of indifference perhaps due to the lack of civic spaces in the city, or confusion over what this typology constitutes.
- the on-street consultation sessions generated feedback from a large number of visitors to the city. In the main, their views on the quality of the seafront area in particular were positive.
- the Jubilee Library civic space was highlighted as a good example of civic space by the public and key groups, but the need for better usage and programming was highlighted by the Brighton and Regency societies.

Setting standards

- 13.17 As referred to above, beaches are not a typology included within PPG17 and have not been included within the audit. Beaches are typically a feature which can only exist where they have naturally formed, although clearly in the case of the beaches in Brighton & Hove there is a significant human management factor to consider.
- 13.18 Due to the difficulty of either creating new beaches or improving their accessibility, the only standard which can be set is a qualitative one.
- 13.19 However, it is recognised that there is an argument over the ability of the beach/seafront to fulfil some open space needs. In setting the respective standards for other typologies, the role of the beach and seafront has been taken into consideration, but the proximity of the seafront to should not be considered a mitigating factor in any future development negotiations.
- 13.20 It should also be acknowledged that the seafront does not include more specific landuses, such as Hove Lawns (AGS) or tennis courts/basketball facilities, which have been separately audited.
- 13.21 For **civic spaces**, and in compliance with PPG17 guidance, we recommend that no local quantity standard be set, as the development of civic spaces is largely dependent upon other urban development, such as new offices, residential or retail units.
- 13.22 However, PPG17 adds that it is desirable for planning authorities to promote urban design frameworks for their towns and city centres, and where appropriate the Council should seek to achieve this.
- 13.23 The similarities between these two open space areas are reflected in the standards which have been proposed.

Beach quality standard

Recommended standard
<i>The beach should be kept clean, litter-free, safe and well presented, with suitable provision of toilets and seating.</i> <i>Management and maintenance processes should be in place to ensure issues are dealt with promptly and effectively.</i> <i>It is an aspiration that the beach achieves a higher biodiversity value, where appropriate, with the principles of Blue Flag status providing future goals.</i> <i>The beach will be managed in a sensitive way which recognises its cultural and historical significance to the City of Brighton & Hove.</i>
Rationale
The quality standard reflects the feedback from consultation with the public, key interest groups and Council officers, all of whom have acknowledged the importance of prioritising the quality of the seafront as one of the city's major assets and a key part of its cultural and social history. The management of the beach should be undertaken in a smooth and efficient way, dealing quickly with issues as and when they arrive and ensuring a continual process of renewal and improvement. It is recognised that in places the beach has a low biodiversity value, and it is an aspiration that this be improved in appropriate places, where it does not come into conflict with the need to attract usage. The priority factors highlighted by the public consultation for providing a good quality environment are reflected above, clean, litter-free, well presented and safe, along with toilets and seating. While two sites have achieved Blue Flag status, it is not necessarily appropriate for this standard to be sought for the entire stretch of coast in the authority, but the principles offer a pathway for ongoing improvement and development.

Civic spaces (including the seafront) quality standard

Recommended standard
<i>Civic spaces, including the seafront, should be provided in an accessible and inviting way to encourage usage. On new sites, a creative approach to urban landscaping should be adopted, to avoid being bland and uninteresting.</i> <i>Spaces should be flexibly designed in accordance with the Disability Discrimination Act, with a programme of usage established to ensure maximum civic value is obtained.</i> <i>Consideration should be given to the aesthetic value of sites, taking account of its location, local architecture and the needs of the community.</i> <i>Ancillary facilities, including seating, toilets and litter bins, along with management and CCTV should be provided where appropriate.</i>
Rationale
The quality standard reflects the priority factors highlighted by the public consultation for providing a good quality environment are reflected above, clean, litter-free, well presented and safe, along with toilets and seating. It also respects the need for future civic spaces to be creative and interesting, while at the same time, complimenting and reflecting their surroundings. The aim is for the delivery of well-designed, flexible spaces which will attract usage. A key consideration from consultation is for civic spaces to be effectively managed to ensure that a variety of user groups' needs can be met, and for programming to enhance the appeal and value of these areas for public performances, presentations and so on.

Identifying quality deficiencies

- 13.24 The overall quality of civic spaces and the seafront was rated as good during site assessments. This is in line with the household survey analysis, where people generally thought that the quality of seafront sites was good, as shown above. Of the 25 sites identified as civic spaces, which includes seafront sites, over half were scored as 'good' or above.
- 13.25 As an example, the Jubilee Square, which is part of the award winning Jubilee Library development, (Site ID: NL0048) was given an overall rating of 'excellent'. The square is shown overleaf as Figure 13.2.

Figure 13.2 Jubilee Square (Site ID NL0048)



13.26 A selection of sites from the survey are shown below in Table 13.1. As with previous sections, quality scores have been derived from the combination of three marked criteria: landscape condition, infrastructure condition and facility condition. We have also outlined whether the sites in question are on the seafront. The highest scoring sites (eight and nine out of nine points) and the lowest scoring sites (one or two out of nine points) identified by the Council's audit and assessment findings are shown below in Table 13.1.

Table 13.1 Quality assessments of seafront and civic spaces

Site ID	Ward	Description/Location	Overall score
High scoring sites (eight or nine out of nine):			
NL0048	St Peter's & North Laine	Brighton Library development	9
RY0003	Regency	Churchill Square	9
RY0020	Regency	Brighton Seafront	9
HV0022	Central Hove	Sea front promenade	9
RT0032	Rottingdean Coastal	Brighon Marina	8
RT0078	Rottingdean Coastal	Rottingdean Seafront	8
WE0038	Westbourne	Sea front promenade	8
Low scoring sites (one or two out of nine):			
No sites			

13.27 The distribution of quality scores for seafront and civic spaces is as follows:

- one point – no sites
- two points – no sites
- three points – one sites
- four points – three sites
- five points – two sites
- six points – three sites
- seven points – six sites
- eight points – three sites
- nine points – four sites.

13.28 Some sites in Rottingdean appear to have more than purely ‘cosmetic’ issues (see Figure 13.3 below). Our review of other sites suggests that in many cases the primary issue is of a bland and unappealing visual appearance, rather than the requirement for significant infrastructure investment.

Figure 13.3 Rottingdean seafront (Site ID RT0048)



SEA 1

A consistently high standard of seafront should be provided. Sites identified in the assessment process as poor may be prioritised, with Rottingdean identified as being in particular need of improvement

13.29 An issue to emerge from the public consultation was the conflict of use on the seafront particularly between pedestrians and cyclists. Consultation with cycling interest groups has highlighted the difficulty of finding suitable routes, which forces many cyclists onto the promenade/seafront.

- 13.30 These issues have been recognised in the Brighton & Hove City Council Cycling Strategy, but further attention may be required.

SEA 2

The seafront should effectively cater for the demands of different user groups. There should be a focus on better management of the conflict between cyclists and pedestrians

CIV 1

The Council should enforce the provision of the quality standard at all future civic spaces which are developed as part of wider urban development and explore the improvement of current sites to meet the standard

- 13.31 National guidance on the design and layout of civic spaces is available from organisations such as CABI and CABI Space. It is recommended that their advice is sought where practical and appropriate.

Accessibility

- 13.32 There is no realistic requirement to set catchments for either seafront or civic spaces as they cannot be easily influenced through planning policy and implementation and are very much location-led rather than demand-led. The Council may wish to specify the delivery of civic spaces as part of major future developments if deemed necessary and appropriate.
- 13.33 Given that it is not appropriate to set any local quantity or accessibility standard, it is also not appropriate to state areas of deficiency or need.
- 13.34 The aim is to provide a high quality and accessible seafront, and other civic spaces, which are valuable open space sites for both residents and visitors. An issue to emerge from the public consultation was the large percentage of respondents who do not currently use the beach/seafront.

SEA 3

Appropriate measures should be taken to ensure that the seafront is accessible on foot, as well as by cycle way and the public transport system.

- 13.35 The beach and seafront is one of Brighton's most valuable outdoor space assets that should be protected accordingly.

SEA 4

The beach and seafront should be protected, with the resistance of any development which entails the loss or detrimental impact upon the beach, due to the high value of this space for encouraging a variety of activities and pursuits.

Summary

- 13.36 Beaches and the seafront provide opportunities close to residential areas on the coastal strip for informal recreation, active pursuits, including sailing, swimming, water skiing and sail-boarding, together with more passive recreational pursuits.
- 13.37 The seafront is a particularly important area of open space within Brighton & Hove. As a major feature of the cityscape and as the focal point of Brighton's regional and national tourism, it is a priority that the amenities and aesthetic quality are of a high standard.
- 13.38 Our consultation has shown that overall, people are generally relatively satisfied with the quantity and quality of both seafront and civic spaces, although the site assessments have shown a number of areas which are of a poorer quality.
- 13.39 In line with PPG17 guidance, we have established qualitative standards for both civic spaces and the seafront, recognising that the two should be used and considered together. Accessibility and quantity standards have not been set.
- 13.40 Our recommendations have focused upon the drive to achieve the quality standard at all sites and ensure that these open spaces are maximised to achieve the greatest value for the public. These are provided below.

SEA 1	A consistently high standard of seafront should be provided. Sites identified in the assessment process as poor may be prioritised, with Rottingdean identified as being in particular need of improvement.
SEA 2	The seafront should effectively cater for the demands of different user groups. There should be a focus on better management of the conflict between cyclists and pedestrians.
SEA 3	Appropriate measures should be taken to ensure that the seafront is accessible on foot, as well as by cycle way and the public transport system.
SEA 4	The beach and seafront should be protected, with the resistance of any development which entails the loss or detrimental impact upon the beach, due to the high value of this space for encouraging a variety of activities and pursuits.
CIV 1	The Council should enforce the provision of the quality standard at all future civic spaces which are developed as part of wider urban development and explore the improvement of current sites to meet the standard.

SECTION 14
PLANNING OVERVIEW

14. Planning overview

Introduction

- 14.1 Open space, sport and recreation facilities are important for the amenity of residents and for the general wellbeing and quality of life of the community. Such areas play a vital role in providing the opportunity to enjoy both formal organised recreation and informal leisure pursuits, as well as contributing to the attractive, open character of the area.
- 14.2 Most new development creates demand for open space. The cumulative effect of a series of developments without such open space provision on site would be to fail to provide for these new demands and would exacerbate any existing deficiencies. It is important, therefore, that an appropriate amount of open space is taken into account at an early stage in the design process and provided in conjunction with new development.
- 14.3 The council has previously prepared a draft Supplementary Planning Guidance (SPG) guide for residential developers on the provision of outdoor recreation space. The approach set out within the draft SPG is based upon the NPFA standards and relates to outdoor recreation space. This section provides advice to help the council in reviewing the approach in the draft SPG and potentially form the basis for a Supplementary Planning Document (SPD) under the emerging Local Development Framework.
- 14.4 The purpose of this section is to provide operational guidance as to the application of the PPG17 assessment for individual planning applications. It helps to provide clarity as to what facilities will be required, enabling developers to consider the provision of such facilities at an early stage in the design process. This ensures that open space facilities are suitably provided and forms an integral part of the overall developments.
- 14.5 This section relates to the following open space, sport and recreation typologies contained within the PPG17 assessment:
- parks and gardens
 - Natural and Semi Natural Green Space (NSN)
 - Amenity Green Space (AGS)
 - provision for children and young people
 - outdoor sport facilities
 - indoor sport facilities
 - allotments.

Determining whether the development proposed is required to provide open space, sport and recreation facilities

- 14.6 It is necessary and reasonable to request provision of formal and informal public open space from residential and commercial development that is likely to generate increased demand for and use of such infrastructure.

- 14.7 It is recommended that the local standards within this PPG17 assessment should be applied to most new dwellings, including flats and conversions to residential use. However, the standards should not necessarily apply to all new residential developments, with some likely exceptions including replacement dwellings, extensions and annexes which will not necessarily increase the demand for open space, sport and recreation facilities.
- 14.8 Where the proposed development is for specialist housing which will not create a demand for all or some of the elements of the open space, sport and recreation, no requirement will be sought. For example, housing for elderly people will not generate a significant requirement for outdoor children's equipped play space or casual/informal play space, thus no such provision should be sought.
- 14.9 In general the approach taken to affordable housing is to include a statement within the guidance stating that affordable housing schemes will require the same level of provision as open market housing but where it can be demonstrated that this would lead to the scheme being unviable, the level of provision required might be reduced. However the justification needs to be robust because the tenants of affordable housing are less likely to be able to access alternatives eg have resources to join a gym or travel further afield to reach required open space.
- 14.10 Paragraph 23 of PPG 17 refers to the use of obligations relating to new development "especially housing", thus not ruling out uses other than housing. A number of authorities seek contributions in relation to employment uses. Key principles that emerge from these examples are:
- obligations can relate to office, shop, retail and warehouse uses
 - local authorities normally employ cut off points, a common one being 1000 square metres of gross floor space
 - assumed or actual occupancy is taken from local survey figures
 - authorities may request full contributions (eg Windsor and Maidenhead) or reduced contributions based on percentage of employees from outside the area (eg South Northamptonshire) or the percentage of the day assumed to be spent in the area (London Borough Camden)
 - other uses from which contributions may be sought include hotels, hostels and halls of residence, holiday parks, static caravan sites and dwellings subject to holiday let conditions (North Devon).
- 14.11 The following table provides a quick checklist of the types of housing where exceptions may be made. It develops the approach in the draft SPG in light of the inclusion of further typologies and it recognises national best practice.

Table 14.1 Example contribution checklist (linked to study typologies)

Category	Open market housing/flats	Affordable housing	Student accommodation	Housing for the active elderly	Business Development
Parks and gardens	✓	✓	✓	✓	✓
AGS	✓	✓	✓	✓	✓
NSN open space	✓	✓	✓	✓	✓
Outdoor sport facilities	✓	✓	✓	✓	✓
Provision for children and young people	✓	✓	X	X	X (exc retail which should seek to provide)
Allotments	✓	✓	✓	✓	X
Indoor facilities	✓	✓	✓	✓	✓

- 14.12 Each application should be judged on its individual merits and the local circumstances taken into account. For example, where student accommodation is catering not only for students but also for their families, casual and equipped play areas will be required.
- 14.13 It is acknowledged that the draft SPG did not require any contributions from residential schemes of less than 10 units, nor did it require contributions from any non-residential development. Regarding housing thresholds, this was on the basis that the requirement for such provision needs to be balanced against an effective, efficient and manageable way of handling residential development proposals. In light of the findings of this study, it is recommended that the council seek developer contributions from **all** residential developments. The Council should continue to base the nature and scale of contributions on the size of development and the impact on open space, sport and recreation provision. No evidence is available to suggest that requiring contributions for minor schemes will make development unviable, and the cumulative impact of small proposals not contributing to open space can be detrimental to the achievement of sustainable communities.
- 14.14 Regarding non-residential developments, it is recommended that the Council seek contributions to public open space provision from **all** applications for business development. This approach would be consistent with that recommended for residential developments.
- 14.15 Commercial developments put pressure on existing recreational facilities at lunchtime and after work. Users of these areas are not always residents of the city and additional burdens are put on city resources as a result. Assuming that the workers commute a distance which is greater than the accessibility standards in this PPG17 assessment, then they will contribute towards an increased level of demand on existing provision within that locality which means that a developer contribution is necessary.

- 14.16 It is recommended that the Council seek an amount corresponding to the expected number of net additional employees that would result from the proposal, based on the proposed use and the amount of floorspace proposed. The table below has been derived having considered guidance provided by English Partnerships on Employment Densities. Employment density refers to the average floorspace (in square metres) per person in an occupied building. It is therefore a measure of how much space each person occupies within the workplace. The public open space requirement is the sum total of the local standards for parks and gardens, natural and semi natural open space, amenity green space and outdoor sport facilities per person in Brighton & Hove:

Table 14.2 Proposed business development assumptions

Use type	Employee Density (persons per square metre)	Public Open Space per person
A1 – Shops	1 per 20sqm	51.7 m2
A2 – Financial and Professional Services	1 per 19sqm	51.7 m2
A3 – Restaurants and Cafes	1 per 13sqm	51.7 m2
B1 – Business (A)	1 per 19sqm	51.7 m2
B1 – Business (B) (C)	1 per 34sqm	51.7 m2
B2 – General Industry	1 per 34sqm	51.7 m2
B8 – Storage or Distribution	1 per 50sqm	51.7 m2
C1 – Hotels (3*)	1 employee per 2 bedrooms	51.7 m2
C1 – Hotels (4.5*)	0.8 employees per bedroom	51.7 m2

- 14.17 Regard should however be given to market viability when considering the imposition of an open space standard on commercial premises. In view of the high land costs and development costs in the city compared to the rental levels that can be gained from a scheme the Council may wish to take a view on the buoyancy of the commercial market in the city before imposing open space standards on commercial developments. The suggested standards may not be appropriate when the commercial market is weak as this could stop such schemes coming forward.

Quantifying the need for new open space, sport and recreation facilities

- 14.18 By applying the quantity standards in this report, based on the increased level of demand, this ensures the developer is paying directly for the associated impact of the development rather than it being dependent on what open space happens to be around the development.
- 14.19 The first stage in assessing the quantitative need for new open space, sport and recreation facilities is based on estimating the number of residents living in the proposed development.

- 14.20 Whilst an average occupancy figure can be calculated per dwelling this would fail to distinguish between the size of dwellings. For example, it would not distinguish between a one bedroom flat and a five bedroom house. It is therefore considered that it is more appropriate to apply an occupancy standard relating to the number of bedrooms within a dwelling. Until more up to date information is available, the occupancy levels detailed in the draft SPG should continue to be used for the purposes of calculating the level of recreation space required for a residential development.

Table 14.3 Assumed occupancy rates

Category	Open market housing/flats
Bedsit	1 person per unit
1 Bedroom Dwelling	1.5 persons per unit
2 Bedroom Dwelling	2.5 persons per unit
3 Bedroom Dwelling	3.5 persons per unit
4 (+) Bedroom Dwellings	4 persons per unit

- 14.21 When an application is received in outline and the number and type of dwellings are unknown, the open space requirement should be estimated by applying a density of 50 dwellings per hectare or the average density of the surrounding area and an average household size of 2.5. This is intended to provide an initial guide to the likely open space requirement. This initial figure will in all circumstances be updated by a detailed calculation based on the number of bedrooms, once a reserved matters application is submitted.
- 14.22 These occupancy figures can be applied to the local quantity standards (see table 14.4) to calculate the quantitative need arising from development.

Table 14.4 Calculating Quantitative Need

Typology	Local Quantity Standard Per Person
Parks and gardens	0.00092
NSN open space	0.0028
AGS	0.000582
Provision for children and young people	0.000055
Outdoor sport facilities	0.00047
Allotments	0.00023

Determine whether the open space can/should be provided on-site

- 14.23 A new area will normally be required if the increase in demand arising from the development is above the **minimum size threshold**.

- 14.24 To ensure the provision of useable areas of open space which can be easily and economically maintained, open space should not normally be provided on site if the levels required fall below the minimum size standards. Recommended minimum size thresholds are included below.

Table 14.5 Recommended minimum size thresholds

Typology	Minimum Size (hectares)
Parks and gardens	0.4
NSN open space	0.05
AGS	0.04
Provision for children and young people	0.04 + buffer (20 - 30 metres from nearest dwelling)
Outdoor sport facilities	0.28
Allotments	0.05

- 14.25 Based on the local quantity standards (table 14.4), it is possible to ascertain the development size thresholds for which on site provision will normally be required. This will be dependent on detailed consideration of occupancy levels for each application, however, for indicative purposes the outline planning permission average of 2.5 is used below to give an idea of thresholds.

Table 14.6 Indicative development thresholds for on site provision

Category	Minimum Size Threshold (hectares)	Local Quantity Standard (hectares per person)	Number of people to achieve minimum size threshold	Number of dwellings required (based on 2.5 persons per dwelling)
Parks and gardens	0.4	0.00092	435	174 dwellings
AGS	0.04	0.000582	69	28 dwellings
NSN open space	0.05	0.0028	18	7 dwellings
Outdoor sport facilities	0.28	0.00047	596	238 dwellings
Provision for children and young people	0.04	0.000055	727	290 dwellings
Allotments	0.05	0.00023	217	87 dwellings

- 14.26 The table illustrates that some types of open space with larger minimum size standards are only likely to be provided on the largest planning application sites. When providing open space on-site, there will usually be priority for the type of open space with the greatest shortfall in the area. It is also recommended that as a minimum all residential schemes should provide either private and/or communal space that includes biodiversity and is welcoming to residents to sit and children to play.
- 14.27 In terms of on-site provision, it may be possible to combine types of open space without adversely affecting their individual functions. Dual use in this way will be acceptable, so long as the quality of the open space function is not harmed. For example, it may be feasible to accommodate AGS within the clearance zones of provision for children and young people.
- 14.28 Where a type of open space is provided on site, the developer will need to demonstrate the space will be appropriately managed and maintained. If the space is to be adopted by the council the developer will normally be required to pay a commuted sum to cover the costs of future maintenance. Further details are provided later in this section.
- 14.29 Below the threshold for on site provision, there will be a requirement for developers to make a contribution for off site provision. The pooling of these funds will enable the council to purchase new spaces and facilities eg private sites, which will reduce the pressure on existing public spaces and facilities.
- 14.30 The local quantity standards within this study indicate that there is a current deficiency in open space, sport and recreation facilities in Brighton & Hove. As a consequence, the majority of new development will need to provide or contribute towards new open space provision. However, where there is an existing suitable open space, sport and recreation facility (for any typology) which can serve the development safely and appropriately the Council should use the contribution for improving the quality of facilities rather than requiring further provision in a locality which is already well served by that typology and which can absorb the increased level of usage. This should only be the case where the existing facility/space has the necessary capacity to serve the development, for example, in terms of space, supporting infrastructure and usage. Existing facilities will only be considered where they are within the local accessibility catchment. *The Companion Guide to PPG17 states that the need for the enhancement of existing provision arises when there will be a sufficient quantity of provision within the distance threshold of the development site after the development, but some elements of this provision fail to meet the adopted quality standard / vision.*

Table 14.7 Accessibility standards

Typology	Accessibility Standard (minutes walk)
Parks and gardens	15
NSN open space	15
AGS	10
Provision for children & young people	15
Outdoor sport facilities	20
Allotments	15

- 14.31 In many circumstances it will not be possible to provide any or all of the types of open space that are required on-site. This is borne out of analysis of the impact of development density calculations and design considerations. It is recommended that approximately **20%** of the site area be earmarked for on site open space, sport and recreation facilities.
- 14.32 The following example serves as justification for this recommendation.
- 14.33 An outline proposal is received where the developer is seeking to develop a one hectare site for 50 dwellings (density of 50 dwellings per hectare). Based on the minimum site standards (table 14.5), there would be a presumption in favour of on-site AGS and NSN open space (assuming the developer could not demonstrate that there was adequate capacity at nearby open spaces of the same typology). Based on the local quantity standards for these two typologies, there would be a combined requirement for 0.00338 hectares per person.
- 14.34 Assuming an occupancy rate of 2.5 persons per dwelling, the proposal would lead to an additional 125 people living in the area. Based on the quantity standard of 0.00338 per person, the total requirement would be 0.4225 hectares of provision. This would be 42.25% of the development site, leaving only 0.57 hectares for the housing provision. Providing 50 dwellings on this area would increase the net density to 87.7 dwellings per hectares. This demonstrates that guidance is needed on the area of open space to avoid situations where the net development density increases dramatically, compromising residential amenity in a locality and design aspirations for development proposals.
- 14.35 Under our recommendations, approximately 0.2 hectares would be allowed for on-site public open space in our example. Providing 50 dwellings on 0.8 hectares would provide a net density of 62.5 dwellings per hectare. This lesser uplift in development density is considered achievable.
- 14.36 If it is not possible to provide the various types of open space at functional and maintainable sizes and dimensions on-site, then developers should seek to address the open space requirements off-site in combination with other open space providers and/or developers. If this is not possible developers should be required to make a developer contribution towards the new provision of that type of open space off-site within the accessibility threshold.
- 14.37 The expansion of revenue schemes is also recommended where the provision of new space cannot be met in full. For example the provision of an on-site open space co-ordinator can help ensure the spaces provided are used to best effect and helps provide information and increases knowledge not only about the spaces but also about nature, health, food production etc.
- 14.38 Where the necessary space is not provided by the developer and there are no alternative schemes within an appropriate distance from the site to which the developer can contribute towards, **planning permission should not be granted.**

Calculating the recommended open space contribution for new open spaces.

- 14.39 The level of developer contributions for off-site provision will depend on whether it includes the costs of land acquisition. Standard costs towards the enhancement of existing open space and provision of new open spaces (across all typologies) should be clearly identified and revised annually. In light of the pressures on land availability within the city, it is recommended that the council need to include the cost of land acquisition. Without including land costs there is very little chance the council will be in a position to purchase additional land (eg redundant school playing fields, private open space or renegotiate farmers leases).
- 14.40 The cost of open space can be difficult to determine based on what elements of open space provision should be included within the costing, for example, whether the cost of a facility should include site preparation, eg levelling, drainage, special surfaces and what ancillary facilities to include within costings, what level of equipment and land costs. However, based on our research of other local authorities we have set out benchmark costs below. These are mid range figures which include land acquisition costs and VAT. They have also been heavily informed by SPONS, which provided figures for all types of buildings and landscapes.

Table 14.8 Benchmark capital costs of open space, including land acquisition

Category	Cost per hectare (£)	Maintenance (indicative – per hectare for 10 years)	Land Value (Indicative per hectare)	Total per hectare (including maintenance and land acquisition)	Local Standard per person	Cost per person
Parks and gardens	337,200	100,000	37,000	474,200	0.00092 per person	£436
AGS	12,600	10,500	37,000	60,100	0.000582 per person	£35
NSN open space	22,300	10,500	37,000	69,800	0.0028 per person	£391
Outdoor sport facilities	539,200	-	37,000	576,200	0.00047 per person	£270
Provision for children and young people	483,800	-	37,000	520,800	0.000055 per person	£29
Allotments	149,000	-	37,000	186,000	0.00023 per person	£43

- 14.41 The costs are calculated by multiplying the provision rate per person (based on the quantity standards) by the cost of laying out per hectare.

Indoor sports

- 14.42 The indoor sports facilities section (section 5) demonstrates the following shortfalls in provision up to 2026:
- swimming pools – 1605 square metres /30 lanes / six pools
 - sports halls – shortfall of 58.5 badminton courts (table 5.3)
 - indoor bowls – shortfall of 3.5 rinks
 - indoor tennis – no shortfall.
- 14.43 Costings obtained from Sport England, based on the costs of providing good quality sports facilities from the 2nd quarter of 2008 are as follows (they are based on schemes funded through the Lottery, updated to reflect current forecast prices indices provided by the Building Cost Information Services):
- swimming pools - £2,670,000 for a five lane, 25 metre pool
 - sports hall – £2,765,000 for four courts
 - indoor bowls centre - £2,500,000 for six rinks
 - indoor tennis centre - £1,790,000 for three courts (£590,000 for an extra court)
- 14.44 Based on these costings, the total cost to provide all of the required facilities would be:
- swimming pools - £16,020,000
 - sports halls - £40,438,125
 - indoor bowls - £1,458,333
 - indoor tennis - £0
 - TOTAL - £57,916,458.
- 14.45 The population in 2026 is estimated to be 295,750. Therefore the cost per person would be **£196**.
- 14.46 As previously stated, the local quantity standards within this study indicate that there is a current deficiency in open space, sport and recreation facilities (including indoor) in Brighton & Hove. As a consequence, the majority of new development will need to provide or contribute towards new open space, sport and recreation provision. However, where there is an existing suitable open space, sport and recreation facility (for any typology) that can serve the development safely and appropriately the Council should use the financial contribution for improving the quality of facilities rather than requiring further provision in a locality that is already well served. This should only be the case where the existing facility/space has the necessary capacity to serve the development, for example, in terms of space, supporting infrastructure and usage.

- 14.47 Whilst it will normally be appropriate to allocate developer contributions to open spaces surrounding a development site, regard to the pooling of funds should also be investigated in order to use the monies to best effect. Ensuring all spaces and facilities are kept up to date helps to ensure they are of equal attraction so minimises displacement and overuse of the ones in the main development areas. This would also facilitate significant refurbishment and/or new provision and help to draw in funding from elsewhere. In reality in view of the compact nature of the city and relative ease of movement around the city eg via bus, the flat seafront promenade etc, several of the open space typologies can be dealt with on a citywide basis (large parks, sports facilities, major unique children and young people's facilities, large natural and semi-natural provision).
- 14.48 It is necessary to consider innovative solutions to the problems faced by the city eg very high density will limit ability to provide appropriate space within the accessibility standards in view of the increasing population.

Maintenance

- 14.49 Where the provision of open space, sport and recreation facilities is principally of benefit to the occupants of a proposed development rather than the wider public, the developer will normally be required to pay a commuted sum to cover the cost of future maintenance in perpetuity. This is intended to avoid situations where open spaces become neglected and deteriorate to an extent that their functions are harmed.
- 14.50 Where facilities for open space are to be provided by the developer and will be adopted by the Council:
- the Council must be satisfied that the required open space is laid out and completed satisfactorily and in accordance with approved plans
 - it is anticipated that the developer will be required to maintain the open space for 12 months, or other reasonable period for 'establishment'
 - a commuted sum payment is payable on transfer of the land covering cost of maintenance for a defined period. The draft SPG requires that this covers maintenance for at least one generation (at least 10 years up to 25 years).
- 14.51 The commuted maintenance sum should be calculated using current maintenance prices to manage open space provided this is sufficient to meet the quality standard, multiplied to allow for inflation of prices and the interest received on the diminishing average annual balance of the sum. Where the current maintenance prices are insufficient to meet the quality standards appropriate figures should be set out by the Council.

Worked example

- 14.52 Pre application discussions are underway regarding a housing development for 70 dwellings. The development consists of 30 four-bed dwellings, 30 three-bed dwellings and 10 two-bed dwellings. The development site is **1.5 hectares** (47 dph).
- 14.53 Using the assumed occupancy rates in table 14.3, calculate the number of additional residents living in the locality:

Table 14.9 Worked example (part a)

Category	Number	Open market housing/flats	Additional Residents
2 Bedroom Dwelling	10	2.5 persons per unit	25
3 Bedroom Dwelling	30	3.5 persons per unit	105
4 (+) Bedroom Dwelling	30	4 persons per unit	120
TOTAL			<u>250</u>

14.54 Using the local standards, calculate the quantitative need for new open space, sport and recreation facilities.

Table 14.10 Worked example (part b)

Typology	Local Quantity Standard Per Person	Additional Residents	Total Requirement
Parks and gardens	0.00092	250	0.23
NSN open space	0.0028	250	0.7
AGS	0.000582	250	0.1455
Provision for children and young people	0.000055	250	0.01375
Outdoor sport facilities	0.00047	250	0.1175
Allotments	0.00023	250	0.0575
TOTAL			1.26425

14.55 Consider which typologies are above the minimum size and could be expected to make an on site contribution. In this instance it applies to NSN (above 0.05), AGS (above 0.04) and allotments (above 0.05).

14.56 Consider whether (based on evidence presented by the developer) there is suitable open space, sport and recreation facilities within the accessibility catchment which can serve their development safely and appropriately rather than seeking on site provision on NSN open space, AGS and allotments.

14.57 In this example, there are no AGSs and allotments available within the catchment areas. The only NSN open space that is available is very small and inadequate for the quantitative needs of the local community. Therefore there is a presumption towards on site provision totalling 0.1455 hectares of AGS, 0.7 hectares of NSN open space and 0.05 hectares of allotments.

- 14.58 This total requirement of around 0.9 hectares would be approximately 60% of the overall development plot. Taking into account the recommendation that seeks to prevent overdevelopment approximately 20% of the development site should be set aside for public open space. 20% would equate to 0.3 hectares of public open space on this site. The Council decide to waive the requirement for on site NSN open space, favouring a contribution towards off site provision. This leaves 0.2 hectares of public open space to be provided (AGS and allotments).
- 14.59 The next stage is to calculate the recommended open space contributions towards new/improved open space, sport and recreation facilities.

Table 14.11 Worked example (part c)

Typology	Total Requirement	Cost per hectare (see table 14.8)	Contribution
Parks and gardens	0.23	474,200	£109,066
NSN open space	0.7	69,800	£48860
AGS	To be provided on site		
Provision for children and young people	0.01375	£520,800	£7161
Outdoor sport facilities	0.1175	£576,200	£67,703
Allotments	To be provided on site		
Indoor sport facilities	250 additional residents @ £196 per person = £49,000		
TOTAL			£281,790

- 14.60 Where there is existing suitable open space, sport and recreation facilities which can serve their development safely and appropriately and meet the standards set out in this document, the Council should seek and use the contribution to improve the quality of open space, sport and recreation facilities. In this example, there is a large park and garden site nearby, and therefore the money received will contribute towards improving the quality of existing parks and gardens in the city. The final contribution for this example would include:

- provide AGS and allotments on site
- make a financial contribution towards the provision of NSN open space, provision for children and young people and outdoor sport facilities
- make a financial contribution towards enhancing parks and gardens off-site
- make a financial contribution towards indoor sport facilities.

Summary and recommendations

- 14.61 This section provides operational guidance as to the application of the PPG17 assessment for individual planning applications. It helps to provide clarity as to what facilities will be required, enabling developers to consider the provision of such facilities at an early stage in the design process. This ensures that open space facilities are suitably provided and forms an integral part of the overall developments.
- 14.62 Key recommendations arising from this section are as follows.

DC1	Ensure contributions are sought towards the full range of open space, sport and recreation typologies including indoor sport facilities.
DC 2	The Council should continue to base the nature and scale of contributions on the size of development and the impact on open space, sport and recreation provision. No evidence is available to suggest that requiring contributions for minor schemes will make development unviable, and the cumulative impact of small proposals not contributing to open space can be detrimental to the achievement of sustainable communities. Therefore the Council should seek contributions from all residential developments that increase the demand for open space, sport and recreation facilities.
DC 3	Regarding non-residential developments, it is recommended that the Council seek contributions to public open space provision from all applications for business development. Commercial developments put pressure on existing recreational facilities at lunchtime and after work. Users of these areas are not always residents of the Borough and additional burdens are put on Borough resources as a result. Assuming that the workers commute a distance which is greater than the accessibility standards in this PPG17 assessment, then they will contribute towards an increased level of demand on existing provision within that locality.
DC 4	The section makes recommendations for minimum size thresholds. This is necessary to ensure the provision of useable areas of open space that can be easily and economically maintained. Open space should not normally be provided on site if the levels required fall below the minimum size standards.
DC 5	Off site contributions should be derived from standardised open space costings. This ensures that the Council is being transparent about its methodology and should aid in the negotiation process. More generally, it is important to note that the provision standards are only the starting point in negotiations and high quality environments will not result simply from applying them in a mechanical way. This is why it is desirable also to complement provision standards with design guidance that concentrate on effective place making.

SECTION 15
RESOURCING OPEN SPACE

Resourcing open space

Introduction

- 15.1 Local authority budgets for the enhancement and maintenance of open spaces have been reduced across the country.
- 15.2 It is essential to gain financial support (both internally and externally) for any improvements to existing provision or new provision. This section looks at a series of different mechanisms for the funding of open space.
- 15.3 The degree of funding will define the scope and timescale over which any developments could be implemented. It is therefore essential to carefully consider all possible sources of funding.
- 15.4 These should include Council capital and revenue funding, but should also include consideration of the release of existing funds; commercial opportunities such as the franchising of facilities like catering outlets; the delegated management of facilities such as outdoor sports; commercial sponsorship (eg floral bedding); planning gain (eg through Section 106 agreements); volunteer support; reviews of fees and charges; and increased income from events and activities.

Section 106 agreements

- 15.5 Once an open space strategy has been established, it can be used as a framework for negotiating Section 106 contributions from developers. These can then be used to deliver new or improved open space. However, they will, of course, be limited to areas where development proposals are put forward. Furthermore, Section 106 Agreements have to meet the test of Circular 05/2005 and “planning obligations should not be used solely to resolve existing deficiencies.”
- 15.6 In addition to capital contributions, Section 106 agreements can be used for revenue costs. For example, the costs of Development Officer posts or the maintenance costs of new open space via a commuted sum.
- 15.7 It is recommended that the Council continues to ensure that revenue funding for open space from developer contributions is maximised. The use of Section 106 agreements is explored in detail in Section 15 of this report.

Use of redundant buildings

- 15.8 Redundant sport and leisure buildings should be re-used, wherever possible, for alternative sport and leisure use. For example, a redundant sports pavilion could be used as a children’s crèche or nursery. However, we recognise that the normal practice is to return this income to the general Council resource pot and the difficulties with ring-fencing such income.

Business funding and sponsorships

- 15.9 It is possible to use business sponsorship to fund improvements to open space. For examples, Cardiff City Council’s events and festivals programme is sponsored, and the Playground Project in Auchinlea Park, Glasgow, is sponsored by the Body Shop.

Partnership arrangements with the voluntary sector

- 15.10 The voluntary sector can be engaged through the formation of parks ‘friends’ groups. An example is that of Rossmere Park, Hartlepool, where the community was encouraged to take ownership of the park. The park was promoted and became heavily used, attracting investment from funding bodies which may not have been accessible to the local authority.

Lottery funding

- 15.11 The Heritage Lottery Fund provides grants for works to parks which are of outstanding interest and importance to the national heritage. Funding is provided for whole park projects, the conservation of park features or park activities. Grants from £50,000 to £5 million are available for a period of up to five years. Projects must involve all stakeholders and must demonstrate sustainability and the heritage value of the park.

The Big Lottery Fund

- 15.12 The Big Lottery Fund has several different potential funding sources for open space, sport, play and recreation facilities. These include:
- Changing Spaces – between 2006 and 2009, £234 million is available to help communities in England improve the environment. The programme has three priorities, including community spaces and access to the natural environment
 - Young People’s Fund - this aims to support projects that will improve local communities and offer more opportunities to young people. Grants are available for
 - individuals, to help them make a difference in their community
 - voluntary groups and community organisations, to run local projects with and for young people.
- 15.13 More information can be found at: www.biglotteryfund.org.uk

The Landfill Tax Credit Scheme

- 15.14 The Landfill Tax Credit Scheme allows registered landfill operators to contribute 6.5% of their annual landfill tax liability to environmental bodies approved by the organisation ENTRUST. The scheme must be used for social, environmental and community-based projects complying with specific “approved objects”. These objects are the provision and maintenance of public amenity, and restoration and repair of buildings open to the public with historical or architectural significance.
- 15.15 The project must be within 10 miles of a landfill or extraction operation.

Lottery Small Grants Scheme

- 15.16 The Lottery Small Grants Scheme offers Awards for All grants of between £500 and £10,000 for small projects, which involve people in their community. These can include local environmental work and community park projects.

Barclays Sitesavers

- 15.17 Barclays Sitesavers is a mechanism for community projects, which transform derelict land into community leisure and recreation facilities. Between £4,000 and £10,000 is available per project.

The Tree Council

- 15.18 The Tree Council supports the Community Trees Fund which funds up to 75% of all expenditure on tree planting schemes having a value of £100 to £700.

The Esmee Fairburn Foundation

- 15.19 The Esmee Fairburn Foundation aims to improve quality of life, particularly for people who face disadvantage. Eligible activities include the preservation and enhancement of open space and good management of woodlands, gardens and allotments. In 2006 they expected to make grants of £26 million across the UK.

Funding for development of playing pitches

Sources of capital funding

- 15.20 There are several potential sources of financial aid for pitch provision. These include:
- Football Foundation
 - Sport England Lottery Fund
 - Rugby Football Foundation
 - Council funding/grant aid support to voluntary clubs.

Football Foundation

- 15.21 The Football Foundation is dedicated to revitalising the grass roots of football, constructing modern infrastructure and creating facilities that are fit for the game in the 21st century. The maximum grant for a capital project is £1 million. Grants of this size will only be awarded in exceptional circumstances. The percentage level of support is variable but in exceptional circumstances could reach 90%.
- 15.22 (See <http://www.footballfoundation.org.uk/> for more information).

Sport England Community Investment Fund

- 15.23 The Sport England Community Investment Fund is used for funding applications over £5,000. Projects that are eligible for funding are assessed against the priorities of the national framework for sport. However, decisions regarding funds are actually made by the nine regional sports boards and applications must also fit in with the regional funding criteria.
- 15.24 Sport England's mission is to increase participation in sport and active recreation by 1% every year to 2020. It is committed to investing in a coherent system for community sport and promoting a consistent framework for how sport is organised at a local level. County Sports Partnerships (CSPs) have responsibility for achieving increases in participation within their area and it is therefore important that discussions about each project are held with the relevant CSP.

15.25 Priority will be given to those projects that deal with inequalities in sport and significantly narrow the participation gap for priority groups. (Note: the target is to close the participation gap between these groups and the regional average by 25% between 2005 and 2008).

15.26 The regional priority groups are:

- people over 45
- black and minority ethnic groups
- people with disabilities
- women and girls
- socio-economic groups within the top 20% most deprived communities.

15.27 Applications will be considered in rounds with a maximum of £400,000 being allocated to each round. Decisions on all applications will be made within eight weeks.

15.28 See <http://www.sportengland.org/> for more information.

Rugby Football Union

15.29 In January 2003, the Rugby Football Union (RFU) announced the commencement of the rugby football foundation fund. Community rugby clubs can apply for grants and/or interest-free loans to fund capital facility projects that contribute to the recruitment and retention of players. This funding is available to clubs participating at Level 5 or below which means the vast majority of community clubs are eligible.

15.30 There are two different elements to the fund:

- **Ground Match Grant Scheme:** this provides easy-to-access grant funding for capital projects which contribute to the recruitment and retention of players. A list of projects that qualify for a grant will be sent to clubs on request as part of the application pack. All projects that qualify for a grant also qualify for the loan (see below)

At present, clubs can apply for between £1,500 and £5,000, which they must equally match (ie 50:50). Clubs may only apply for one grant per project.

- **Interest-free loan schemes:** The interest-free loan scheme provides loans to clubs to help finance capital projects that contribute to the recruitment and retention of players. The key features of the scheme are:
 - loans will be interest-free (though if a club defaults on a capital payment, the whole loan will be subject to interest until the outstanding amounts are paid)
 - the maximum loan available is £100,000
 - the maximum loan period will be 15 years, including an initial two-year capital holiday

- security will be required for the loan scheme in the form of either a charge over property or personal guarantees.

15.31 Clubs may apply for both a grant and a loan for the same project (providing that the appropriate conditions are met). A club could, therefore, apply for a maximum grant of £5,000 (providing it matches it with £5,000 of other funding) and a maximum loan of £100,000. Grants and loans will be awarded by the Trustees of the Rugby Football Foundation.

15.32 Information packs are available from the Secretary of the Rugby Football Foundation, Graham Hancock. He can be contacted on 020 8831 6538 or by e-mail (grahamhancock@rfu.com) or at the Rugby Football Foundation, Rugby House, Rugby Road, Twickenham, Middlesex, TW1 1DS.

Other sources

15.33 These could include other proactive mechanisms such as:

- increased income from events and activities
- improvements negotiated as 'added value' from service providers.

Review of pricing

15.34 This needs to cover all charges where a significant income is obtained, including outdoor sports, allotments and burials. The review needs to consider:

- charges for similar provision in other local authorities
- the quality of provision
- whether the service can be improved to justify a price increase
- the extent to which the market will bear any future increase
- whether differential pricing can be used to encourage off-peak usage
- concessions for minority groups, or those which the Council particularly wishes to encourage
- pricing at a level which does not deny access
- lower and/or more favourable charges for Brighton and Hove residents.

15.35 Further detailed information regarding grants can be found in 'Claiming Your Share: A Guide to External Funding for Parks and Green Space Community Groups', obtainable from www.greenspace.org.uk

APPENDICES

APPENDIX A

BENEFITS OF OPEN SPACE AND TYPOLOGY DEFINITIONS

Wider benefits of open space

Social	• providing safe outdoor areas that are available to all ages of the local population to mix and socialise · • social cohesion - potential to engender a sense of community ownership and pride· • providing opportunities for community events, voluntary activities and charitable fund raising· • providing opportunities to improve health and take part in a wide range of outdoor sports and activities.
Recreational	• providing easily accessible recreation areas as an alternative to other more chargeable leisure pursuits· • offers wide range of leisure opportunities from informal leisure and play to formal events, activities and games· • open spaces, particularly parks, are the first areas where children come into contact with the natural world· • play opportunities are a vital factor in the development of children.
Environmental	• reducing motor car dependence to access specific facilities· • providing habitats for wildlife as an aid to local biodiversity· • helping to stabilise urban temperatures and humidity· • providing opportunities for the recycling of organic materials • providing opportunities to reduce transport use through the provision of local facilities.
Educational	• valuable educational role in promoting an understanding of nature and the opportunity to learn about the environment· • open spaces can be used to demonstrate virtues of sustainable development and health awareness.
Economic	• adding value to surrounding property, both commercial and residential, thus increasing local tax revenues· • contribution to urban regeneration and renewal projects· • contributing to attracting visitors and tourism, including using the parks as venues for major events· • encouraging employment and inward investment · • complementing new development with a landscape that enhances its value.

Health	• good quality outdoor environment has mental and physical health benefits • can encourage and promote lifelong activity habits • encourages a physically active lifestyle with associated health implications including contribution to tackling obesity, diabetes, coronary heart disease etc
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Open space typology definitions

Type	Definition	Primary Purpose/Examples
Parks and Gardens	Includes urban parks, formal gardens and country parks.	• informal recreation • community events
Natural and Semi-Natural Greenspaces	Includes publicly accessible woodlands, urban forestry, scrub, grasslands (e.g. downlands, commons, meadows), wetlands, open and running water and wastelands.	• wildlife conservation • biodiversity • environmental education and awareness.
Amenity Green Space	Most commonly but not exclusively found in housing areas. Includes informal recreation green spaces and village greens.	• informal activities close to home or work • enhancement of the appearance of residential or other areas.
Provision for Children	Areas designed primarily for play and social interaction involving children.	• equipped play areas.
Provision for Young People	Areas designed primarily for play and social interaction involving young people, typically teenagers.	• ball courts • outdoor basketball hoop areas • skateboard areas • teenage shelters and 'hangouts'.
Outdoor Sports Facilities	Natural or artificial surfaces either publicly or privately owned used for sport and recreation. Normally includes school playing fields although these were not included in the standards calculations in Brighton & Hove due to the low levels of accessibility.	• outdoor sports pitches • tennis and bowls • golf courses • athletics tracks • water sports.

Type	Definition	Primary Purpose/Examples
Allotments	Opportunities for those people who wish to do so to grow their own produce as part of the long-term promotion of sustainability, health and social inclusion. May also include urban farms.	- growing vegetables and other root crops - N.B. does not include private gardens.
Cemeteries & Churchyards	Cemeteries and churchyards including disused churchyards and other burial grounds.	- quiet contemplation - burial of the dead - wildlife conservation - promotion of biodiversity.
Green Corridors	Includes towpaths along canals and riverbanks, cycleways, rights of way and disused railway lines. This typology was not used in Brighton & Hove; sites were classified under other typology categories.	- walking, cycling or horse riding - leisure purposes or travel - opportunities for wildlife migration
Beaches and Coastal Areas	Includes both public and private beaches, estuaries and coastal areas.	- leisure purposes - walking.
Civic Spaces	Includes civic and market squares and other hard surfaced community areas	- designed for pedestrians - primary purpose of providing a setting for public events.
Indoor Sport and Recreation	Opportunities for participation in indoor sport and recreation	- sports halls - swimming pools - health and fitness facilities - indoor tennis - indoor bowls.

1.1 There are a number of types of land use that have not been included in this assessment of open space in conjunction with PPG17, namely:

- grass verges on the side of roads
- small insignificant areas of grassland or trees – for example on the corner of the junction of two roads
- SLOAP (space left over after planning i.e in and around a block of flats)

- farmland and farm tracks
 - private roads and private gardens
 - school playing fields (they were audited but were not used in the assessment due to their low levels of accessibility)
 - green corridors (sites were classified under other typologies)
 - golf course (they were audited but were not used in the assessment due to their tendency to skew the figures).
- 1.2 As a result of the multi-functionality of open spaces there is a requirement to classify each open space by its '**primary purpose**' as recommended in PPG17 so that it is counted only once in the audit.
- 1.3 This should be taken into account when considering additional provision. For example - in areas of deficiency of amenity greenspace, playing pitches may exist that provide the function of required amenity greenspace but its primary purpose is as an outdoor sports facility.

APPENDIX B

CONSULTATION QUESTIONNAIRES



Open Space in Brighton & Hove



This is **your** opportunity to tell us what **you** think of open spaces in your area and how they can be improved for you, your friends, and the people of Brighton & Hove

What do we mean by 'Open Space'?

Parks, play areas, skate parks, Multi-Use Games Areas (where you can play basketball or football), sports facilities, public grassy areas in housing estates and very large paved areas in towns

Instructions

- 1) Please read each question carefully and click the box to the answer or answers that apply to you
- 2) Please make sure you continue to the end of the questionnaire and press "**submit**" once you have finished all your answers
- 3) It should not take more than 10 minutes to complete

Q1 Which school do you attend?

Q2 How old are you now:

Under 8

☐

8 - 11 years

☐

12 - 14 years

☐

15 - 18 years

☐

Q3 Are you?

Boy

☐

Girl

☐

Q4 What do you most like doing in your free time? (please only tick one!)

Indoor things like playing games and watching TV

☐

Playing sport

☐

Playing or hanging out with friends outside

☐

Other (please write in the box):

Q5 What is your favourite activity you do in your free time?

Q6 Is there anywhere outside near your house or school where you can play or hang out with your friends?

Yes

☐

Don't know

☐

No

☐

Q7 Have you visited any of the following types of place in the last year?

<i>Parks</i>	☐	<i>Outdoor sports facilities (like playing pitches, basketball courts or tennis courts)</i>	☐
<i>Woodland, meadows, grassland</i>	☐	<i>Allotments</i>	☐
<i>Grassy areas in a housing development, or a village green</i>	☐	<i>Cemeteries or churchyard</i>	☐
<i>Play areas or youth shelters</i>	☐	<i>None</i>	☐
<i>Footpaths, cycleways</i>	☐		

Q8 If you have NOT used any open spaces in the last 12 months, why not?

<i>I don't have enough time</i>	☐	<i>Getting there is not safe</i>	☐
<i>They're not very good, it's difficult route to get there</i>	☐	<i>Public transport doesn't go at the right times</i>	☐
<i>I'm not interested</i>	☐	<i>I don't not feel safe there</i>	☐
<i>There aren't things there I want to use or do</i>	☐	<i>I can't get there by public transport</i>	☐
<i>They're too far from my home</i>	☐	<i>I don't like the people there</i>	☐
<i>I'm not allowed</i>	☐	<i>They're too close to a busy road/railway</i>	☐
<i>It costs too much to get there</i>	☐	<i>I use other parks/open spaces that are outside Brighton & Hove</i>	☐

Q9 Do you currently use any open spaces or play areas near to where you live?

Yes ☐ No ☐

If you have answered "No" to Question 9 please go to Question 17

Section 1 - Questions 10 to 16 apply to the outdoor open space you use most often

Q10 Please tell us the name of the outdoor open space which you use most often, or the road it is on, and which town/village it is in

Q11 What type of facility is it?

<i>Grassy area within a housing estate</i>	☐	<u>Grass</u> pitch with posts or markings (eg. Football, Cricket and Rugby)	☐
<i>Play area</i>	☐	<i>Indoor sports facilities (e.g Sports halls, swimming pools)</i>	☐
<i>Multi-use games area</i>	☐	<i>Teenage facility eg youth shelter or skate park</i>	☐
<i>Outdoor sports facilities (like basketball courts or tennis courts)</i>	☐	<i>Other</i>	☐
<i>Other (please specify)</i>			

Q12 How often do you visit the site?

Once a week or less ☐ Once a month or less ☐ Once a year or less ☐

Q13 How do you normally get there?

Walk ☐ Cycle ☐ Skate ☐ Bus ☐ Car ☐

Q14 How would you prefer to get there?

Walk ☐ Cycle ☐ Skate ☐ Bus ☐ Car ☐

Q15 How long would you be willing to take getting there?

Less than 5 minutes

☐

Less than 15 minutes

☐

More than 20 minutes

☐

Less than 10 minutes

☐

More than 15 minutes

☐

Q16 What are your top TWO reasons for using this open space or sports facility?

To use the playground/play equipment

☐

To meet friends

☐

To play for a team on the outdoor sports pitches/courts

☐

It's just somewhere to go

☐

To play on sports pitches/courts with friends

☐

It's the only place I can go

☐

For a kickabout/play

☐

To take part in indoor sports

☐

Other (Please specify)

Q17 What are the top TWO things you like MOST about the open space or sports facility?

It's close to my home

☐

It's free to use

☐

The play equipment

☐

I can use it in an evening

☐

It's a good place to meet friends

☐

It's good for playing sport

☐

Other, please specify

Q18 What are the TWO things you like LEAST about the open space or sports facility?

It is too far away from my home

☐

It is too close to peoples houses

☐

The play facilities are boring

☐

It costs too much

☐

It is the only place I can go

☐

There's not enough space for playing sport

☐

I am unable to use it in an evening

☐

It's too dirty (eg. with litter, graffiti or glass)

☐

Other, please specify

Section 2 - Questions 17 to 21 are about all open spaces in your local area

Q19 Are there any open space sites where you feel unsafe?

Yes

☐

No

☐

Go to Q21

If Yes, please say which ones:

Q20 What would make you feel safer?

Lighting

☐

Staff on-site

☐

Organised activities on-site

☐

Cameras

☐

Being overlooked

☐

Q21 Please rate the following things about open space in your local area:

good

fair

poor

don't know

Amount of open space available

☐☐☐☐

Overall quality of open space

☐☐☐☐

Q22

Please rate the following about play / youth facilities in your local area

	<i>good</i>	<i>fair</i>	<i>poor</i>	<i>don't know</i>
Amount of play / youth facilities available	☐	☐	☐	☐
Overall quality of play / youth facilities	☐	☐	☐	☐

Q23

If you could make ONE improvement to an existing facility or have ONE new facility what would it be?

<i>More interesting play equipment</i>	☐	<i>Skate park</i>	☐
<i>Indoor youth facility</i>	☐	<i>BMX park</i>	☐
<i>Multi-use games area / Kickabout area</i>	☐	<i>Planned organised activities</i>	☐
<i>Outdoor sports facility</i>	☐	<i>A teen shelter</i>	☐
<i>Indoor sports facility</i>	☐		
<i>Other, please specify</i>			

Q24

If you have any other comments on open spaces or sports facilities you use, or on improvements you would like to see in Brighton & Hove please write them in the box below:

Thanks for your time - now back to school work!

Brighton and Hove City Council Sports Club Survey

Please spare a few moments of your time to complete this questionnaire on behalf of your club/organisation. Please tick boxes or fill in as appropriate. Thank you.

Q1 Please state the name of your organisation:

Q2 Which of these activities does your club participate in? (You may tick more than one box) If you represent a club offering more than one activity, please feel free to complete separate forms for each activity

Football

☐

Bowls

☐

Cricket

☐

Swimming

☐

Rugby

☐

Bowls

☐

Hockey

☐

Badminton

☐

Netball

☐

Walking

☐

Cycling

☐

Other

☐

Tennis

☐

If other please specify:

Q3 How many members do you currently have?

Q4 Do you have a waiting list and if so, how many people are on it?

Q5 Is this number increasing, decreasing, or stable?

Increasing

☐

Decreasing

☐

Stable

☐

Q6 Which of the following groups does your club cater for? (You may tick more than one box)

Primary age children

☐

Older people (50+)

☐

Young people / Teenagers

☐

Special needs

☐

Adults

☐

Other

☐

Families

☐

Q7 **What type of facility does your club primarily use?**

<i>Synthetic Turf Pitch</i>	☐	<i>Bowling green</i>	☐
<i>Tennis court</i>	☐	<i>Swimming pool</i>	☐
<i>Sports hall</i>	☐	<i>Other</i>	☐
<i>Grass pitch (inc. Football, Rugby, Hockey)</i>	☐		

Q8 **Of your chosen facility type (Q7), please indicate whether you feel there is enough or not enough provision in the City?**

<i>More than enough</i>	☐	<i>Nearly enough</i>	☐
<i>About right</i>	☐	<i>Not enough</i>	☐

Q9 **Please name the facility that you use most often? (provide site name and location)**

Q10 **If there is a second facility that you use on a regular basis please state it here: (provide site name and location)**

Q11 **What mode of transport do the majority of your members use to travel to the above facility (Q9)?**

<i>Walk</i>	☐	<i>Taxi</i>	☐
<i>Cycle</i>	☐	<i>Train</i>	☐
<i>Bus</i>	☐	<i>Motorcycle</i>	☐
<i>Car</i>	☐		
<i>Other (Please specify)</i>			

Q12 **How long do you think is reasonable for members to have to travel to participate in that activity at that facility (e.g. ten minutes to the local playing pitch for a pub football team) ?**

<i>0-5</i>	☐	<i>20-25</i>	☐
<i>5-10</i>	☐	<i>25-30</i>	☐
<i>10-15</i>	☐	<i>30+</i>	☐
<i>15-20</i>	☐		

Q13 **Do the existing leisure facilities you use meet all the needs of your club/organisation?**

<i>Yes</i>	☐	<i>No</i>	☐
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Q19 If you have any general comments that you would like to make us aware of regarding the provision of leisure facilities please use the space provided below and specify the area you are commenting on:

Thank you for your time.

Brighton & Hove City Council Open Space Survey

Definitions of Open Space

Parks and gardens – These range from large country parks to urban parks and small memorial formal gardens

Natural areas – Woods, nature reserves and unmanaged greenspaces such as scrubland

Amenity areas – These are small or large greenspaces often found amongst housing estates (eg village greens)

Play areas for children – These are equipped play areas for children (eg swings, slides and climbing frames)

Teenage facilities – These range from youth shelters, to skate parks and multi-use-games-areas

Outdoor sports facilities – Grass pitches, bowling greens, tennis courts and golf courses

Allotments – Public or private open spaces dedicated to growing produce and gardening

Beaches and seafront – Includes both public and private beaches

Civic spaces – Hard paved areas used for a variety of purposes

Cemeteries and churchyards – Open and closed burial grounds and cemeteries

Green corridors – Footpaths, canal towpaths, bridleways and cycleways

The Downs – (Specific to Brighton and Hove, this relates to all open spaces, pathways and bridleways on The Downs)

SECTION ONE – BRIGHTON AND HOVE OVERALL

Quantity

Q1 Please tick below whether you feel there is **ENOUGH** or **NOT ENOUGH** provision for each type of open space within Brighton & Hove and please make additional comments if needed

	<i>More than enough</i>	<i>A slight excess</i>	<i>About right</i>	<i>Nearly enough</i>	<i>Not enough</i>	<i>No opinion</i>
Parks and gardens	☐	☐	☐	☐	☐	☐
Natural areas	☐	☐	☐	☐	☐	☐
Amenity areas	☐	☐	☐	☐	☐	☐
Play areas for children	☐	☐	☐	☐	☐	☐
Teenage facilities	☐	☐	☐	☐	☐	☐
Outdoor sports facilities	☐	☐	☐	☐	☐	☐
Allotments	☐	☐	☐	☐	☐	☐
Beaches and seafront	☐	☐	☐	☐	☐	☐
Civic spaces	☐	☐	☐	☐	☐	☐
Cemeteries and churchyards	☐	☐	☐	☐	☐	☐
Green corridors	☐	☐	☐	☐	☐	☐
The Downs	☐	☐	☐	☐	☐	☐

Reason for
answer

Travel time

Q2 Please write the type of transport you would expect to use and how long you would expect to travel to the following open spaces in Brighton & Hove (please state one mode and one travel time only for each type):

Area	Type of transport				Time 0-5 mins	5-10	10-15	15-20	20+
	Walk	Cycle	Drive	Public transport					
Parks and gardens	☐	☐	☐	☐	☐	☐	☐	☐	☐
Natural areas	☐	☐	☐	☐	☐	☐	☐	☐	☐
Amenity areas	☐	☐	☐	☐	☐	☐	☐	☐	☐
Play areas for children	☐	☐	☐	☐	☐	☐	☐	☐	☐
Teenage facilities	☐	☐	☐	☐	☐	☐	☐	☐	☐
Outdoor sports facilities	☐	☐	☐	☐	☐	☐	☐	☐	☐
Allotments	☐	☐	☐	☐	☐	☐	☐	☐	☐
Beaches and seafront	☐	☐	☐	☐	☐	☐	☐	☐	☐
Civic spaces	☐	☐	☐	☐	☐	☐	☐	☐	☐
Cemeteries and churchyards	☐	☐	☐	☐	☐	☐	☐	☐	☐
Green corridors	☐	☐	☐	☐	☐	☐	☐	☐	☐
The Downs	☐	☐	☐	☐	☐	☐	☐	☐	☐

Usage

Q3 How **OFTEN** do you use each of the following types of open space? (please tick one option only for each type of open space)

	More than once a month	Less than once a month	Don't use
Parks and gardens	☐	☐	☐
Natural areas	☐	☐	☐
Amenity areas	☐	☐	☐
Play areas for children	☐	☐	☐
Teenage facilities	☐	☐	☐
Outdoor sports facilities	☐	☐	☐
Allotments	☐	☐	☐
Beaches and seafront	☐	☐	☐
Civic spaces	☐	☐	☐
Cemeteries and churchyards	☐	☐	☐
Green corridors	☐	☐	☐
The Downs	☐	☐	☐

Q4 Do you or any member of your household own/ manage/ use an allotment in Brighton & Hove?

Yes (please proceed to Q6) ☐

No ☐

Q5 If **NO**, would you be interested in using an allotment within your local area?

Yes ☐

No ☐

If YES please
say why you
are not an
allotment user
already

Quality

Q6 How would you rate the quality of the following types of open space in Brighton & Hove? (If you are unsure please leave blank)

	<i>Good</i>	<i>Average</i>	<i>Poor</i>
Parks and gardens	☐	☐	☐
Natural areas	☐	☐	☐
Amenity areas	☐	☐	☐
Play areas for children	☐	☐	☐
Teenage facilities	☐	☐	☐
Outdoor sports facilities	☐	☐	☐
Allotments	☐	☐	☐
Beaches and seafront	☐	☐	☐
Civic spaces	☐	☐	☐
Cemeteries and churchyards	☐	☐	☐
Green corridors	☐	☐	☐
The Downs	☐	☐	☐

SECTION TWO - SPECIFIC TO THE TYPE OF OPEN SPACE YOU MOST FREQUENTLY USE

Q7 Please indicate which open space TYPE you use MOST FREQUENTLY in Brighton & Hove? (PLEASE TICK ONLY ONE)

<i>Parks and/or gardens</i> ☐	<i>Amenity areas</i> ☐	<i>Outdoor sports facilities</i> .. ☐
<i>Natural areas</i> ☐	<i>Play areas for children</i> ☐	<i>Allotments</i> ☐
<i>Green corridors</i> ☐	<i>Teenage facilities</i> ☐	<i>Cemeteries and churchyards</i> ☐
<i>Beaches and seafront</i> ☐	<i>Civic spaces</i> ☐	<i>The Downs</i> ☐

Type most frequently used

Q8 Please name the SITE you use MOST FREQUENTLY and where it is located (eg street, road)

Site Name

Location

THE FOLLOWING QUESTIONS SHOULD BE RELATED TO THE OPEN SPACE TYPE YOU MOST FREQUENTLY USE AS INDICATED IN QUESTION 7

Travel

Q9 How do you normally travel there? (please tick one box only)

Walk..... ☐ *Public transport* ☐ *Car*..... ☐ *Cycle*..... ☐

Q10 How LONG does it take you to reach this place? (please tick one box only)

Less than 5 minutes ☐ *Between 10-15 minutes*... ☐ *Between 20-30 minutes*... ☐
Between 5-10 minutes ☐ *Between 15-20 minutes*... ☐ *Over 30 minutes* ☐

Aspirations

Q11 If you were describing your ideal features within this place, what would be the TOP FEATURES you think should be provided? (please only tick up to FIVE)

Well kept grass	☐	Level surface/ good drainage	☐	Nature features (eg wildlife)	☐	Facilities for teenagers	☐
Clean/litter free	☐	Events e.g. music.	☐	Pond/lake/water features	☐	On site security eg warden/CCTV	☐
Flowers/trees and shrubs	☐	Toilets	☐	Dog walking facilities	☐	Information boards/signage	☐
Sports changing facilities	☐	Cafe	☐	Dog free area	☐	Dog mess bins	☐
Cycle parking	☐	Seating	☐	Litter bins	☐	Step free access to site	☐
Car parking	☐	Picnic area	☐	Facilities for children	☐	Footpaths	☐

Q12 Do you feel comfortable using this space in terms of safety and security?

Yes (please proceed to Q14) ☐

No ☐

Q13 Which of the following factors would make you feel SAFER using this open space (please tick as appropriate)

Adequate lighting	☐	Staff-on-site (e.g. park rangers)	☐	Overlooked by housing	☐
Clear route to open space	☐	Reputation of area/space	☐	Other users	☐
CCTV	☐	Clear boundaries	☐		

Quality

Q14 Please indicate whether you experience any of the following PROBLEMS at the open space type you visit most frequently as indicated in Q7 by ticking the most appropriate box:

	<i>Significant problem</i>	<i>Minor problem</i>	<i>No problem</i>
Vandalism and graffiti	☐	☐	☐
Safety and age of equipment (play areas, seating)	☐	☐	☐
Poor maintenance	☐	☐	☐
Litter problems	☐	☐	☐
Misuse of site	☐	☐	☐
Dog fouling	☐	☐	☐
Other (please indicate)			

Q15 **Please rate the quality of the type of open space in Brighton & Hove you visit most frequently as stated in Q7:**

	<i>Very satisfied</i>	<i>Fairly satisfied</i>	<i>Neither satisfied or dissatisfied</i>	<i>Fairly dissatisfied</i>	<i>Very dissatisfied</i>	<i>Not applicable</i>
Play equipment	☐	☐	☐	☐	☐	☐
General maintenance and management	☐	☐	☐	☐	☐	☐
Lighting	☐	☐	☐	☐	☐	☐
Boundaries (railings, hedges etc)	☐	☐	☐	☐	☐	☐
Toilets	☐	☐	☐	☐	☐	☐
Car parking	☐	☐	☐	☐	☐	☐
Cycle parking	☐	☐	☐	☐	☐	☐
Provision of bins for litter	☐	☐	☐	☐	☐	☐
Provision of bins for dog waste	☐	☐	☐	☐	☐	☐
Seats/benches	☐	☐	☐	☐	☐	☐
Pathways	☐	☐	☐	☐	☐	☐
Information and signage	☐	☐	☐	☐	☐	☐
Planted and grassed areas	☐	☐	☐	☐	☐	☐
Café	☐	☐	☐	☐	☐	☐

Reason _____

OPEN SPACES PRIZE GIVEAWAY

If you would like to be entered into the FREE PRIZE DRAW for a wind up radio, please fill in your contact details below and complete the survey

Good Luck!

Name

Address

Telephone

Email

SECTION THREE - OUTDOOR SPORTS

Q16 Please tick below whether you feel there is **ENOUGH OR NOT ENOUGH** provision for each type of outdoor sport facility in your local area and if possible, explain briefly the reason for your answer.

	<i>More than enough</i>	<i>About right</i>	<i>Not enough</i>	<i>No opinion</i>
Grass pitches	☐	☐	☐	☐
Synthetic turf pitches	☐	☐	☐	☐
Tennis courts	☐	☐	☐	☐
Bowling greens	☐	☐	☐	☐
Golf courses	☐	☐	☐	☐
Multi Use Games Area	☐	☐	☐	☐

Reason _____

Q17 Please write the type of transport you would expect to use and how long you would expect to travel to outdoor sports facilities in Brighton & Hove (please state one mode and one travel time only for each type):

Area	Transport				Time 0-5 mins	5-10	10-15	15-20	20+
	Walk	Cycle	Drive	Public transport					
Grass pitches	☐	☐	☐	☐	☐	☐	☐	☐	☐
Synthetic turf pitches	☐	☐	☐	☐	☐	☐	☐	☐	☐
Tennis courts	☐	☐	☐	☐	☐	☐	☐	☐	☐
Bowling greens	☐	☐	☐	☐	☐	☐	☐	☐	☐
Golf courses	☐	☐	☐	☐	☐	☐	☐	☐	☐
Multi Use Games Areas	☐	☐	☐	☐	☐	☐	☐	☐	☐

General

Q18 If you have any other comments that you would like to make regarding **OUTDOOR** sports in Brighton & Hove, please write them in the box below.

SECTION FOUR - INDOOR SPORTS

Q19 Please tick below whether you feel there is **ENOUGH OR NOT ENOUGH** provision for each type of indoor sport facility in your local area and if possible, explain briefly the reason for your answer.

	<i>More than enough</i>	<i>About right</i>	<i>Not enough</i>	<i>No opinion</i>
Swimming pools	☐	☐	☐	☐
Sports halls	☐	☐	☐	☐
Health and fitness (Gyms)	☐	☐	☐	☐
Indoor tennis	☐	☐	☐	☐
Indoor bowls	☐	☐	☐	☐
Church/parish/community halls	☐	☐	☐	☐

Reason _____

Q20 Please write the type of transport you would expect to use and how long you would expect to travel to indoor sports facilities in Brighton & Hove (please state one mode and one travel time only for each type):

Facility	Transport				Time 0-5 mins	5-10	10-15	15-20	20+
	Walk	Cycle	Drive	Public transport					
Swimming pools	☐	☐	☐	☐	☐	☐	☐	☐	☐
Sports halls	☐	☐	☐	☐	☐	☐	☐	☐	☐
Health & fitness (gym)	☐	☐	☐	☐	☐	☐	☐	☐	☐
Indoor tennis	☐	☐	☐	☐	☐	☐	☐	☐	☐
Indoor bowls	☐	☐	☐	☐	☐	☐	☐	☐	☐
Church/parish/community halls	☐	☐	☐	☐	☐	☐	☐	☐	☐

Q21 Do you have any comments about indoor sports activities based in your local community/parish/church hall?

General

Q22 If you have any other COMMENTS that you would like to make regarding indoor sports in Brighton & Hove, please write them in the box below.

SECTION FIVE - SOME DETAILS ABOUT YOU

Q23 Are you

Male ☐ Female ☐

Q24 How old are you?

Under 18..... ☐ 25-34 ☐ 45-54..... ☐ 65-74..... ☐
18-24..... ☐ 35-44 ☐ 55-64..... ☐ 75+ ☐

Q25 Do you have any long-standing illness, disability or infirmity?

Yes ☐ No..... ☐

Q26 Which of the following best describes your ethnic origin?

White British	☐	Black Other	☐	Mixed White and Black Caribbean	☐
White Irish	☐	Asian British	☐	Mixed White and Black African	☐
White Other	☐	Asian Pakistani	☐	Mixed White and Asian	☐
Black British	☐	Asian Indian	☐	Mixed Other	☐
Black African	☐	Asian Bangladesh	☐	Chinese	☐
Black Caribbean	☐	Asian Other	☐	Don't know	☐
Other (please specify) _____					

Q27 With which religion or faith do you identify?

None ☐ Sikhism ☐ Judaism ☐ Buddhism ☐
Christianity ☐ Islam ☐ Hinduism ☐ Other ☐

Q28 How would you describe your sexuality?

Heterosexual ☐ Gay ☐ Transgender ☐
Bisexual ☐ Lesbian ☐ Other ☐

Q29 Are there any children in your household under 16 years?

Yes ☐ No..... ☐

Thank you for completing this questionnaire. Please return it in the prepaid envelope provided, to arrive by 24 August 2007

PMP Consultancy is registered under the Data Protection Act 1998 with the Notification Department of the Information Commission.

APPENDIX C

**NATIONAL STRATEGIC CONTEXT
FOR OPEN SPACE**

National strategic context for open space

Planning Policy Guidance Note (PPG) 17: Planning for Open Space, Sport and Recreation & Assessing Needs and Opportunities - PPG17 Companion Guide

PPG17 states that local authorities should undertake robust assessments of the existing and future needs of their communities for open space, sports and recreational facilities (paragraph 1).

The document also states that local authorities should undertake audits of existing open space, sports and recreational facilities, the use made of existing facilities, access in terms of location and costs and opportunities for new open space and facilities (paragraph 2).

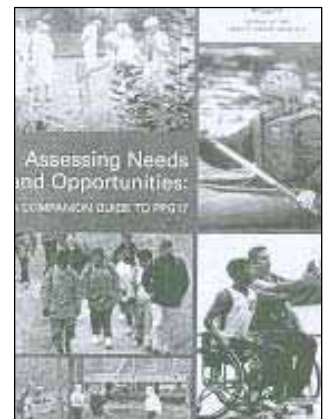
Paragraph 5 states that “The Government expects all local authorities to carry out assessments of needs and audits of open space and recreational facilities”. National standards are no longer considered to meet local needs as they do not take into account the demographics of an area, the specific needs of residents and the extent of built development

The policy guidance sets out priorities for local authorities in terms of:

- assessing needs and opportunities – undertaking audits of open space, sport and recreational facilities
- setting local standards
- maintaining an adequate supply of open space
- planning for new open space.

The companion guide sets out the process for undertaking local assessments of needs and audits of provision. It also:

- indicates how councils can establish the needs of local communities and apply provision standards
- promotes a consistent approach across varying types of open space.



DLTR

Green Spaces, Better Places - The Final Report of the Urban Green Spaces Taskforce, DTLR (2002)

The main messages to emerge from Green Spaces, Better Places are:

- urban parks and open spaces remain popular, despite a decline in the quality as well as quantitative elements



APPENDIX C – NATIONAL STRATEGIC CONTEXT FOR OPEN SPACE

- open spaces make an important contribution to the quality of life in many areas and help to deliver wider social, economic and environmental benefits
- planners and planning mechanisms need to take better account of the need for parks and open spaces including related management and maintenance issues
- parks and open spaces should be central to any vision of sustainable modern towns and cities
- strong civic and local pride and responsibility are necessary to achieve the vision reinforced by a successful green spaces strategy
- there is a need for a more co-ordinated approach at the national level to guide local strategies.

Living Places: Cleaner, Safer, Greener ODPM (October 2002)

The Government stated that parks and green spaces need more visible champions and clearer structures for co-ordinating policy and action better at all levels.

Several existing national bodies have responsibilities or programmes with impact on various aspects of urban green spaces including English Heritage, Sport England, Groundwork, English Nature, the Commission for Architecture and the Built Environment (CABE), the Countryside Agency and the Forestry Commission.

Instead of setting up a new body, the Government stated it would take action on three levels to improve co-ordination of policy and action for urban parks and green spaces. It will:

- provide a clearer national policy framework
- invite CABE to set up a new unit for urban spaces (CABE Space)
- encourage a strategic partnership to support the work of the new unit and inform national policy and local delivery.



Improving urban parks, play areas and green space, DTLR (May 2002)

In May 2002 the DTLR produced this linked research report to Green Spaces, Better Places which looked at patterns of use, barriers to open space and the wider role of open space in urban regeneration.

The vital importance of parks and other urban green spaces in enhancing the urban environment and the quality of city life has been recognised in both the Urban Taskforce report and the Urban White Paper.



Wider Value of Open Space

There are clear links demonstrating how parks and other green spaces meet wider council policy objectives linked to other agendas, like education, diversity, health, safety, environment, jobs and regeneration can help raise the political profile and commitment of an authority to green space issues. In particular they:

- contribute significantly to social inclusion because they are free and accessible to all
- can become a centre of community spirit
- contribute to child development through scope for outdoor, energetic and imaginative play
- offer numerous educational opportunities
- provide a range of health, environmental and economic benefits.

The report also highlights major issues in the management, funding and integration of open spaces into the wider context of urban renewal and planning:

Community Involvement - Community involvement in local parks can lead to increased use, enhancement of quality and richness of experience and, in particular, can ensure that the facilities are suited to local needs.

Resources - The acknowledged decline in the quality of care of the urban green space resource in England can be linked to declining local authority green space budgets but in terms of different external sources for capital development, the Heritage Lottery Fund and Section 106 Agreements are seen as the most valuable.

Partnerships - between a local authority and community groups, funding agencies and business can result in significant added value, both in terms of finances and quality of green space.

Urban Renewal - Four levels of integration of urban green space into urban renewal can be identified, characterised by an increasing strategic synergy between environment, economy and community. They are:

- attracting inward economic investment through the provision of attractive urban landscapes
- unforeseen spin-offs from grassroots green space initiatives
- parks as flagships in neighbourhood renewal
- strategic, multi-agency area based regeneration, linking environment and economy.

Sport England

Planning for Open Space, Sport England (Sept 2002)

The main messages from Sport England within this document are:

- Sport England's policy on planning applications for development of playing fields (A Sporting Future for the Playing Fields of England) provides 5 exceptions to its normal stance of opposing any loss of all or part of such facilities and are reflected in PPG 17 (paragraphs 10-15)
- Sport England must be consulted on development proposals affecting playing fields at any time in the previous 5 years or is identified as a playing field in a development plan
- it is highly likely that planning inspectors will no longer accept a Six Acre Standard approach in emerging development plans and therefore increasing the importance of setting local standards
- in undertaking a playing pitch assessment as part of an overall open space assessment, local authorities will need to consider the revised advice and methodology '*Towards a Level Playing Field: A manual for the production of Playing Pitch Strategies*'.



A Sporting Future for the Playing Fields of England / Playing Fields for Sport Revisited, Sport England (2000)

These documents provide Sport England's planning policy statement on playing fields. It acknowledges that playing fields:

- are one of the most important resources for sport in England as they provide the space which is required for the playing of team sports on outdoor pitches
- as open space particularly in urban areas are becoming an increasingly scarce resource
- can provide an important landscape function, perform the function of a strategic gap or provide a resource for other community activities and informal recreation.



CABE Space

CABE Space is part of the Commission for the Architecture and the Built Environment (CABE) and is publicly funded by the Office of the Deputy Prime Minister (ODPM). CABE Space aims :

"to bring excellence to the design, management and maintenance of parks and public space in towns and cities."



APPENDIX C – NATIONAL STRATEGIC CONTEXT FOR OPEN SPACE

Through their work, they encourage people to think holistically about green space, and what it means for the health and well being of communities, routes to school and work, and recreation through play and sport. Their ultimate goal is to ensure that people in England have easy access to well designed and well looked after public space.

Lessons learnt for some of CABE Space's case studies include:

- strategic vision is essential
- political commitment is essential
- think long-term
- start by making the case for high quality green spaces in-house (persuading other departments is key – high priority)
- a need to market parks and green spaces
- a need to manage resources more efficiently
- work with others - projects are partnerships
- keep good records: monitor investments and outcomes
- consult widely and get public support for your work

Green Space Strategies — a good practice guide CABE Space (May 2004)

The guidance draws on the principles of the Government's Planning Policy Guidance Note 17 and will help contribute to national objectives for better public spaces, focusing on three broad stages in producing a green space strategy.



- **Stage 1: Preliminary activities**
 - provides the foundation of a successful strategy
- **Stage 2: Information gathering and analysis**
 - provides the objective and subjective data necessary to make informed judgements
- **Stage 3: Strategy production**
 - preparing a consultation draft and final strategy drawing on consultation responses

The document demonstrates why a green space strategy is important and the potential opportunity and benefits that it can provide, including:

- reinforcing local identity and enhancing the physical character of an area, so shaping existing and future development
- maintaining the visual amenity and increasing the attractiveness of a locality to create a sense of civic pride

- securing external funding and focusing capital and revenue expenditure cost-effectively
- improving physical and social inclusion including accessibility, particularly for young, disabled and older people
- protecting and enhancing levels of biodiversity and ecological habitats

Is the grass greener...? Learning from the international innovations in urban green space management, CABI Space (July 2004)

This is an international perspective using examples of good and bad practice that demonstrate the many issues common to English local authorities that international cities also face and providing practical solutions that have combat the problems overseas.

The guide focuses in particular on aspects of management and maintenance practice, providing a series of challenging and inspiring solutions to common issues that are not dissimilar to current English practice.

The problem in England!

The document describes the problems faced by green space and how English towns and cities are often criticised for:

- **being poorly maintained** – uncoordinated development and maintenance activities
- **being insecure** – the hostile nature of many green spaces
- **lacking a coherent approach to their management** – conflicting interventions by a multitude of agencies, without clear overall responsibility
- **offering little to their users** – lacking in facilities and amenities and being a haven for anti-social behaviour
- **being poorly designed** – unwelcoming to people, created with poor quality materials

Manifesto for better public spaces, CABI Space (2003)

There is huge national demand for better quality parks and public spaces. Surveys repeatedly show how much the public values them, while research reveals how closely the quality of public spaces links to levels of health, crime and the quality of life in every neighbourhood. CABI Space 'manifesto for better public spaces' explains the 10 things we must do to achieve this:

- 1) ensure that creating and caring for well-designed parks, streets and other public spaces is a national and local political priority
- 2) encourage people of all ages – including children, young people and retired people – to play an active role in deciding what our parks and public spaces should be like and how they should be looked after



APPENDIX C – NATIONAL STRATEGIC CONTEXT FOR OPEN SPACE

- 3) ensure that everyone understands the importance of good design to the vitality of our cities, towns and suburbs and that designers, planners and managers all have the right skills to create high quality public spaces
- 4) ensure that the care of parks and public spaces is acknowledged to be an essential service
- 5) work to increase public debate about the issue of risk in outside spaces, and will encourage people to make decisions that give more weight to the benefits of interesting spaces, rather than to the perceived risks
- 6) work to ensure that national and local health policy recognises the role of high quality parks and public space in helping people to become physically active, to recover from illness, and to increase their general health and well-being
- 7) work to ensure that good paths and seating, play opportunities, signs in local languages, cultural events and art are understood to be essential elements of great places – not optional extras that can be cut from the budget
- 8) encourage people who are designing and managing parks and public spaces to protect and enhance biodiversity and to promote its enjoyment to local people
- 9) seek to ensure that public spaces feel safe to use by encouraging councils to adopt a positive approach to crime prevention through investment in good design and management of the whole network of urban green spaces
- 10) encourage people from all sectors of the community to give time to improving their local environment. If we work together we can transform our public spaces and help to improve everyone's quality of life.

The Value of Public Space, CABI Space (March 2004)

CABI Space market how high quality parks and public spaces create economic, social and environmental value, as well as being beneficial to physical and mental health, children and young people and a variety of other external issues. Specific examples are used to illustrate the benefits and highlight the issues arising on the value of public space:



APPENDIX C – NATIONAL STRATEGIC CONTEXT FOR OPEN SPACE

- (a) The economic value of public spaces - A high quality public environment is an essential part of any regeneration strategy and can impact positively on the local economy. For example - property prices
- (b) The impact on physical and mental health - Research has shown that well maintained public spaces can help to improve physical and mental health encouraging more people to become active.
- (c) Benefits and children and young people - Good quality public spaces encourage children to play freely outdoors and experience the natural environment, providing children with opportunities for fun, exercise and learning.
- (d) Reducing crime and fear of crime - Better management of public spaces can help to reduce crime rates and help to allay fears of crime, especially in open spaces.
- (e) Social dimension of public space - Well-designed and maintained open spaces can help bring communities together, providing meeting places in the right context and fostering social ties.
- (f) Movement in and between spaces - One of the fundamental functions of public space is to allow people to move around with the challenge of reconciling the needs of different modes of transport.
- (g) Value from biodiversity and nature - Public spaces and gardens helps to bring important environmental benefits to urban areas, as well as providing an opportunity for people to be close to nature.

A Guide to Producing Park and Green Space Management Plans, CABE Space (May 2004)

A primary intention of the guide is to encourage wider use of management plans by dispelling the myth that the creation of a site management plan is an exceptionally difficult task that can be undertaken only by an expert.

The guide presents ideas on benefits of management plans identifying steps to be taken to writing the plan. It also provides a list of subject areas that need to be addressed in any comprehensive management plan. The document has been split into two sections, providing a logical explanation of the management process:



Part 1: Planning the plan

- the who, what, when, where and how questions that may arise in the preparation of a park and green space management plan.

Part 2: Content and structure of the plan

- what information needs to be contained in the final management plan and how should that information be presented?

Decent parks? Decent behaviour? – The link between the quality of parks and user behaviour, CABI space (May 2005)

Based on research that supports public consultation that poor maintenance of parks, in turn, attracts anti-social behaviour.

Encouragingly it provides examples of places where a combination of good design, management and maintenance has transformed no-go areas back into popular community spaces.



There are nine case studies explored in the report. Below are some of the key elements that have made these parks a better place to be:

- take advantage of the potential for buildings within parks for natural surveillance e.g. from cafes, flats offices
- involve the community early in the process and continually
- involve 'problem' groups as part of the solution where possible and work hard to avoid single group dominance in the park
- provide activities and facilities to ensure young people feel a sense of ownership. Address young peoples fear of crime as well as that of adults

The evidence in this report suggests that parks were in decline and failing to meet customer expectations long before anti-social behaviour started to become the dominant characteristic, however by investing and creating good-quality parks and green spaces, which are staffed and provide a range of attractive facilities for the local community, can be an effective use of resource.

Improving access to the countryside: Planning bulletin 17, Sport England (2006)

In October 2005 new access to the countryside rights allowed walkers in the West Midlands and the East of England to join their counterparts in the rest of England enjoying open access rights on areas of mountain, moor, heath and down.

The countryside offers a range of benefits to people's quality of life, health and well being. It offers the opportunity for fresh air, to enjoy scenery, healthy exercise, adventure, recreation and appreciation of nature.

Walking has formed the cornerstone of recent campaigns to encourage people to be more active, including Everyday Sport by Sport England, developing the 30 minutes of moderate daily exercise as recommended by health experts.

Exclusions to access exist to protect the natural environment, it is important to evaluate whether recent changes in legislation and the promotion of a new approach will provide the necessary momentum for resolving wider recreational issues in the countryside.

Planning for play: Guidance on the development and implementation of a local play strategy, National Children's Bureau and Big Lottery Fund (2006)

'Planning for play' outlines the importance of adequate play opportunities for children and young people. Play is of fundamental importance for children and young people's health and well-being, their relationships, their development and their learning.

Evidence is emerging that increased opportunity for free play is the most effective way of encouraging children to get the recommended 60 minutes of moderate-intense physical activity per day. A range of increasing health problems are associated with decreased play opportunities.

The document sets out advice on how to develop a local play strategy, which is reflective of the PPG17 process.

Choosing Health: Making healthier choices easier. Government White Paper 2004

Choosing health sets out how the Government will work to provide more of the opportunities, support and information people want to enable them to choose health. It aims to inform and encourage people as individuals, and to help shape the commercial and cultural environment we live in so that it is easier to choose a healthy lifestyle.

Choosing Activity: A physical activity action plan sets out how the physical activity element of the choosing health white paper will be delivered. The Government plans to encourage and co-ordinate the action of a range of departments and organisations to promote increased participation in physical activity across England.

The aim of the plan is to promote activity for all, in line with the Chief Medical Officers recommendations – at least five times a week.

The key outcomes of the action plan can be summarised as:

- improve information and raise awareness of the benefits of activity
- support activity in the community by addressing barriers such as safety, cost and locality
- support activity in early years and schools and improve community access to school facilities
- support and encourage everyday activities like walking and cycling.

APPENDIX D

NATIONAL STANDARDS COMPARATORS

Standards of Provision - National Comparators

Local Authority	Overall / Urban / Rural	Parks and Gardens	Nat & Semi Nat Open Space	Amenity Greenspace	Children and young people		Allotments	Outdoor Sports Facilities		Cemeteries and Churchyard	Green Corridors	Green Corridors
					Children	Young People		With Golf	Without Golf			
BRIGHTON & HOVE	Overall	0.92	2.8	0.582	0.055	0.055	0.23	0.47				
Harborough DC	Overall	0.25	8.92	0.77	0.12		0.29	5.21		0.53		No Standard Set
Rugby BC	Overall	2.99	7.37	0.99	0.08		0.45	7.05		0.31	2.04	No Standard Set
	Urban	9.81	20.14	0.56	0.16		0.79	15.91		0.56	5.58	
	Rural	0.12	2	1.17	0.05		0.31	3.32		0.2	0.56	
Newark and Sherwood DC	Overall	1.9	15.8	0.6	0.36		0.22	2.06		0.35	0.80km	No Standard Set
Maidstone BC	Urban	2.27	xxxx	0.65	xxxx		0.21	xxxx		0.56		No Standard Set
Tamworth BC	Overall	0.51	13.56	1.15	0.27		0.05	1.92		0.13		No Standard Set
Halton BC	Overall	1.21	4.77	1	0.07		0.08	3.37		0.2		No Standard Set
Vale Royal	Overall	0.88	6.43	0.93	0.06		0.05	5.87				No Standard Set
Kirklees	Urban	0.4-0.6	0.36-10.85 (extreme range across wards)	0.49-1	0.03-0.09		0.11-0.22	2.46	6.6			0.15
	Rural	0.11										
Oswestry	Overall	0.25	3.11	0.97	0.18		0.03	4.25 (inc. school fields and Golf courses)				No Standard Set
Knowsley	Overall	8.37 (inc. major parks in Borough)	1.19	1.28	0.11		0.03	3.15	1.82			No Standard Set
Chelmsford	Overall	3.12	14.78	0.73	0.12		0.32	2.27		0.25		No Standard Set
	Urban	0.84	3.12	0.74	0.09		0.26	1.75		0.16		
	Rural	7.97	39.64	0.7	0.18		0.45	3.38		0.43		
Congleton	Rural	0.64	1.43	0.86	0.44 (Facilities)		0.03	2.33				No Standard Set
Rural												
East Northamptonshire	Rural	0.58	8.79	0.72	0.13		0.34	2.72	1.69			
	Urban		1.3		0.07							
south Northamptonshire	Overall	0.37	0.57	0.81	0.1ha (0.86 facilities)	0.02ha (0.14 Facilities)	0.38	2.48				
Corby	Overall	2.85	1.84	1.4	0.05ha (0.77 Facilities)		0.16	2.66	2.03			
South Ribble	Overall	0.85	2.21	1.39	0.32 (Facilities)	0.13 (Facilities)	0.14	2.7	1.95			
St Helens	Overall	0.79	3	0.97	0.03		0.1	4.23	2.12	0.24		
Northamptonshire	Overall	1.79	2.44	1.37	0.02	0.01	0.47	2.83	1.78			
Burnley	Overall	1.99	1.36	1.21	0.19		0.15	2.35	2.13			
St Albans	Overall	0.42 (District), 0.3 (local) and	6.67 (inc all sites), 4.5 (Exc larger)	1.13	LAP, LEAP AND NEAP SET		0.32	6.61	2.71	0.18		
Surrey Heath	Rural	0.47 (exc. Large Sites)	41.48	0.46	0.05		0.13	5.99	2.86			
	Urban		11.85	1.12								
Stevenage	Overall	0.73	1.78	1.09	0.08		0.13	2.92	2.2	0.09		
Wellingborough	Overall	2.3	1.93	1.2	0.02(ha), 0.55 (Facilities)		0.69	3.26	2.37	0.29		
Adur	Overall	0.04	1.35	0.81	0.13		0.27	1.35	1.35	0.15		
Alnwick and Berwick	Overall	0.47 (exc. Large Sites)	2.23 (Exc. Large Sites)	1.18	0.09		0.34	12.78	2.75			
Epsom and Ewell	Overall	0.35	11.09	2.09	0.34 (Facilities)		0.34	12.78	2.75			
Elmbridge	Overall	0.69	11.54	1.82	0.03	0.32	6.38					
Worthing	Overall	0.13	1.17	0.33	0.08 (ha)		0.16	3.08	1.25			
Wolverhampton	Overall	0.27 (District) and 0.59 (Local)	1.46	0.62	0.03	0.03	0.15	1.88	1.54			
North Shropshire	Overall	0.19	0.29	0.27	0.07	0.02	0.04	2.37	1.32			
Hambleton	Overall			1.35	0.73	0.21	0.2	2.1				
Salisbury	Overall	2.92	14.65	0.95	0.06	0.03	0.29	2.8				
Hillingdon	Overall	1.92	3.24	1.12	0.28		0.19	1.57		0.14	0.17	
Shrewsbury	Overall	0.18	0.87	0.5	0.04	0.05	0.17	2.69		0.46		
Castle Point BC	Overall	0.103	2.377	0.584	0.25		0.058	3.217		N/A	No Standard Set	No Standard Set
East Herts DC	Overall	0.53	7.76	0.55	0.2		0.22	3.4		N/A	No Standard Set	No Standard Set
Brentwood BC	Overall	0.74	5.61	0.48	0.13		0.18	3.18		N/A	No Standard Set	No Standard Set
Spelthorne BC	Overall	No standard set	2.16	1.46	LAP, LEAP AND NEAP SET		No standard set	2.37		N/A	No Standard Set	No Standard Set
Colchester	Overall	1.76	9.83	0.84	0.05		0.2	1.2		N/A	No Standard Set	No Standard Set
Middlesbrough	Overall	1.3	1.9	0.65	0.05	0.03	No standard set	1.17		N/A	No Standard Set	No Standard Set
Bristol	Overall	0.2	0.09	0.8	0.03	0.04	No standard set	N/A		N/A	No Standard Set	No Standard Set
York	Overall	0.16	1.61	N/A	0.07	0.04	No standard set	2.16		N/A	No Standard Set	No Standard Set

Sheffield
Bournemouth
Lewisham

Currently Undertaking PPG17 compliant audits
As yet no adopted quantity and accessibility standards
public open space 2.43
sports pitches 1.6

Portsmouth
Coventry

allotments 3.8 plots/1000 people
As yet no adopted quantity and accessibility standards
Audit and review recently carried out, final report not available for appr 2 months.

APPENDIX E

SPORTS ENGLAND ACTIVE PEOPLE REPORT FOR BRIGHTON & HOVE

Brighton & Hove UA

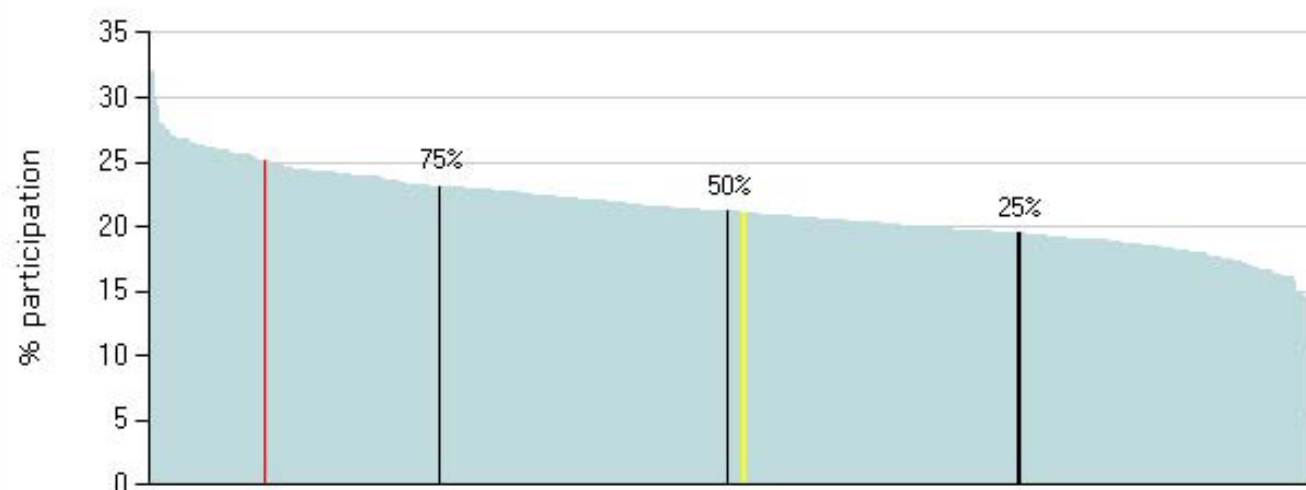
Green traffic light = in top 25%

Amber traffic light = in middle 50%

Red traffic light = in bottom 25%

Brighton & Hove UA (Local Authority)		
KPI 1 - At least 3 days a week x 30 minutes moderate participation (all adults)	25.1%	
KPI 2 - At least 1 hour a week volunteering to support sport (all adults)	4.2%	
KPI 3 - Club member (all adults)	25.6%	
KPI 4 - Received tuition from an instructor or coach in last 12 months (all adults)	23.2%	
KPI 5 - Taken part in organised competitive sport in last 12 months (all adults)	14.4%	
KPI 6 - Satisfaction with local sports provision (all adults)	66.4%	

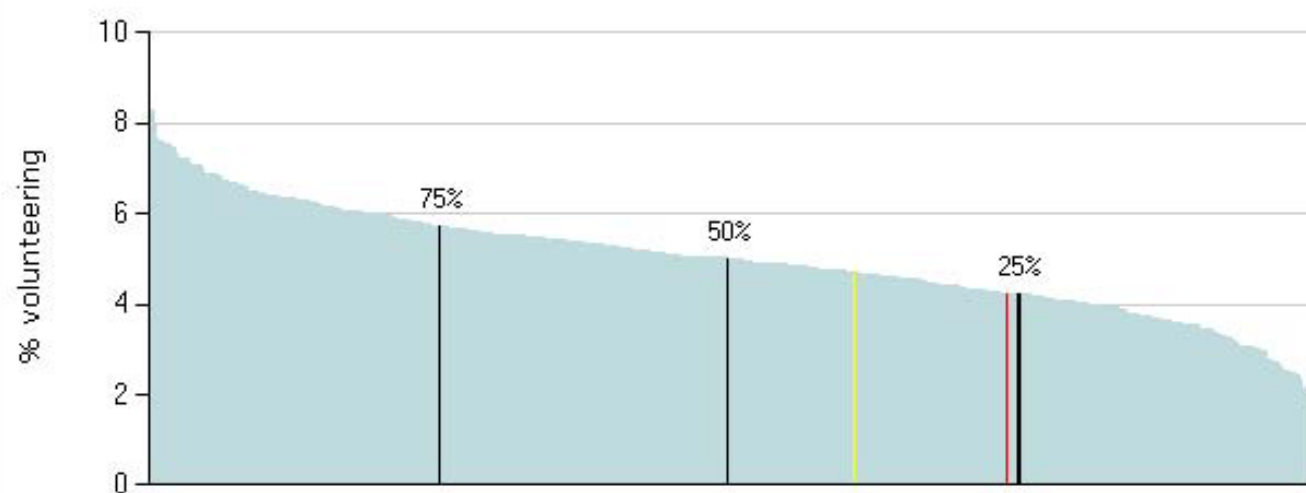
KPI 1 - Participation Rates - Local Authority



Local Authorities

■ Brighton & Hove UA - 25.1%
■ National - 21.0%
■ Percentiles

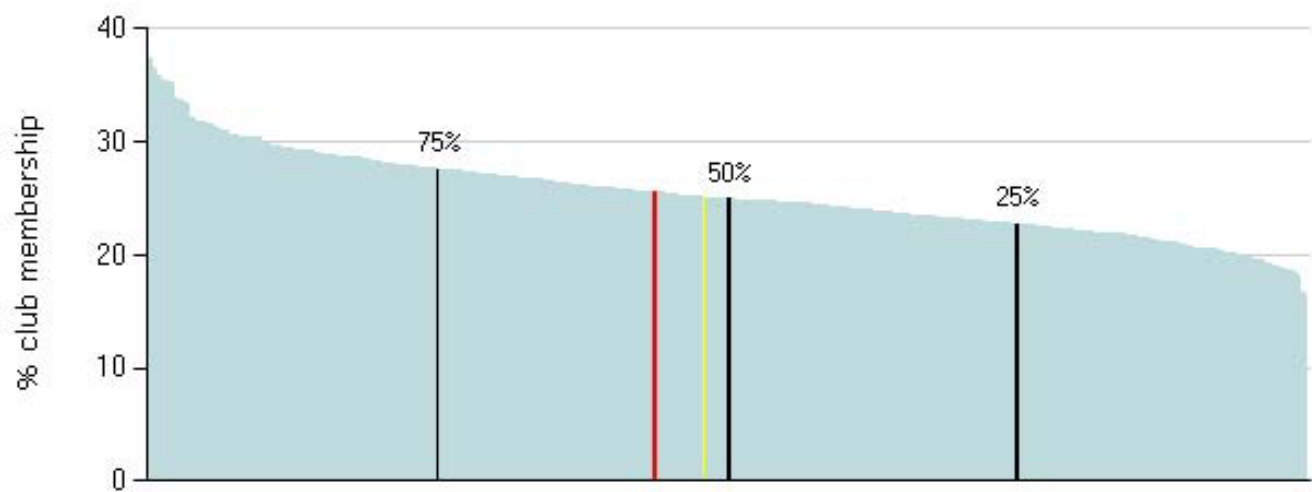
KPI 2 - Volunteering Rates - Local Authority



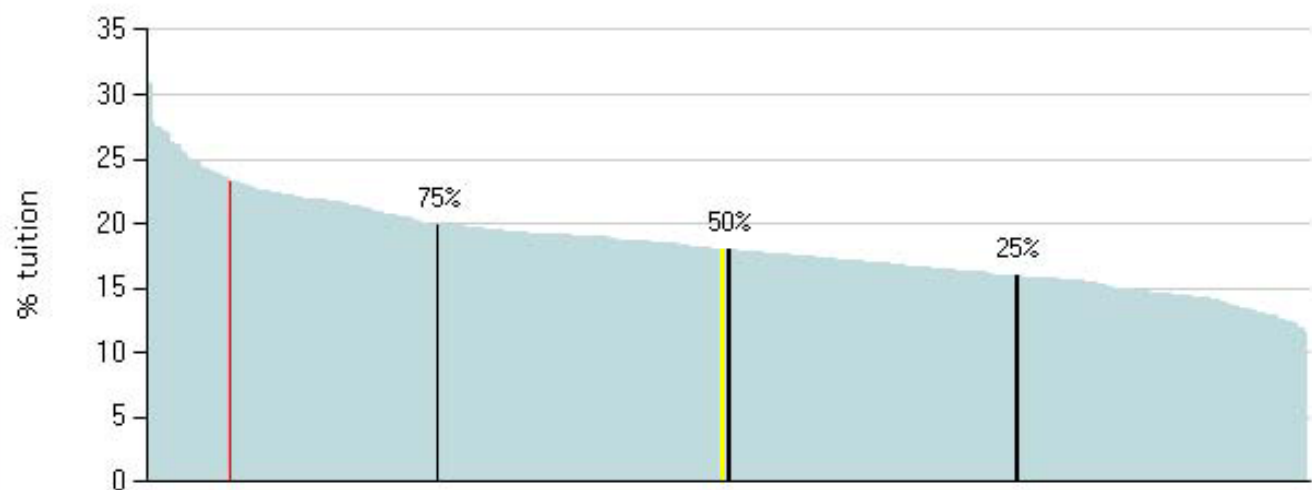
Local Authorities

■ Brighton & Hove UA - 4.2%
■ National - 4.7%
■ Percentiles

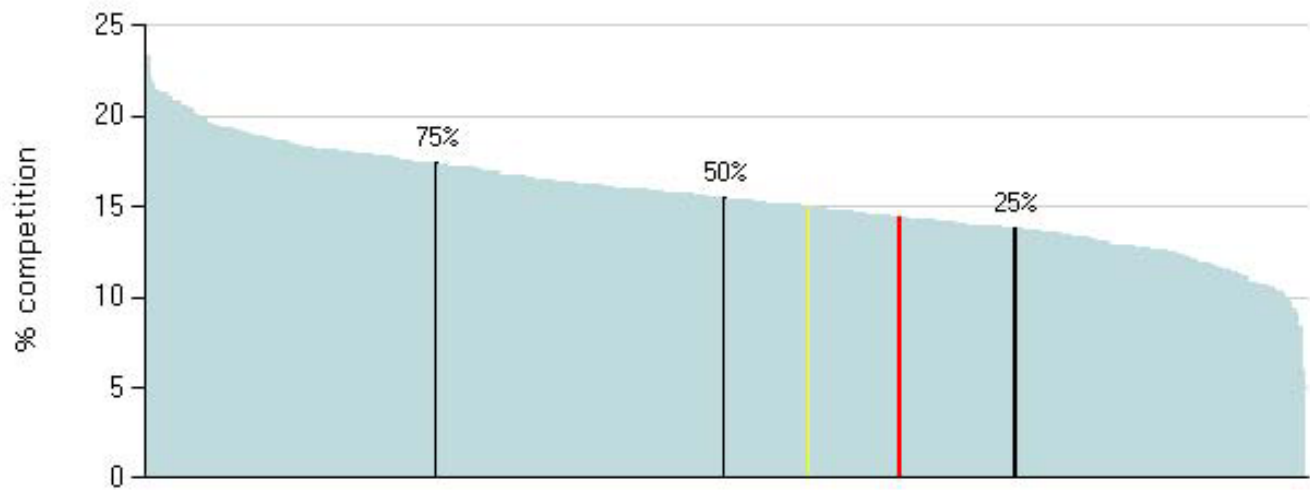
KPI 3 - Club Membership Rates - Local Authority



KPI 4 - Tuition Rates - Local Authority



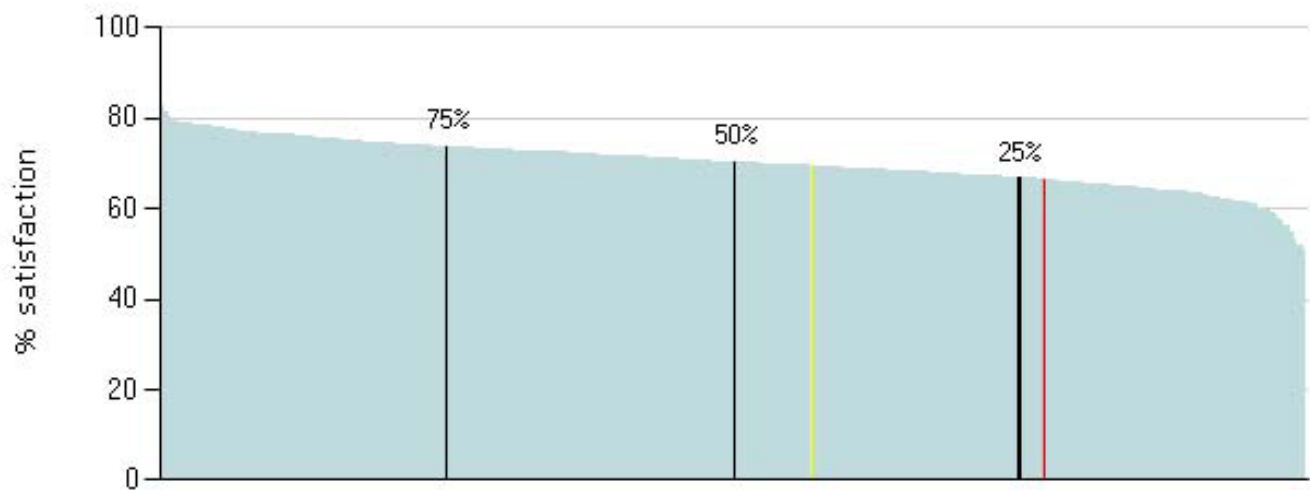
KPI 5 - Competition Rates - Local Authority



Local Authorities

- Brighton & Hove UA - 14.4%
- National - 15.0%
- Percentiles

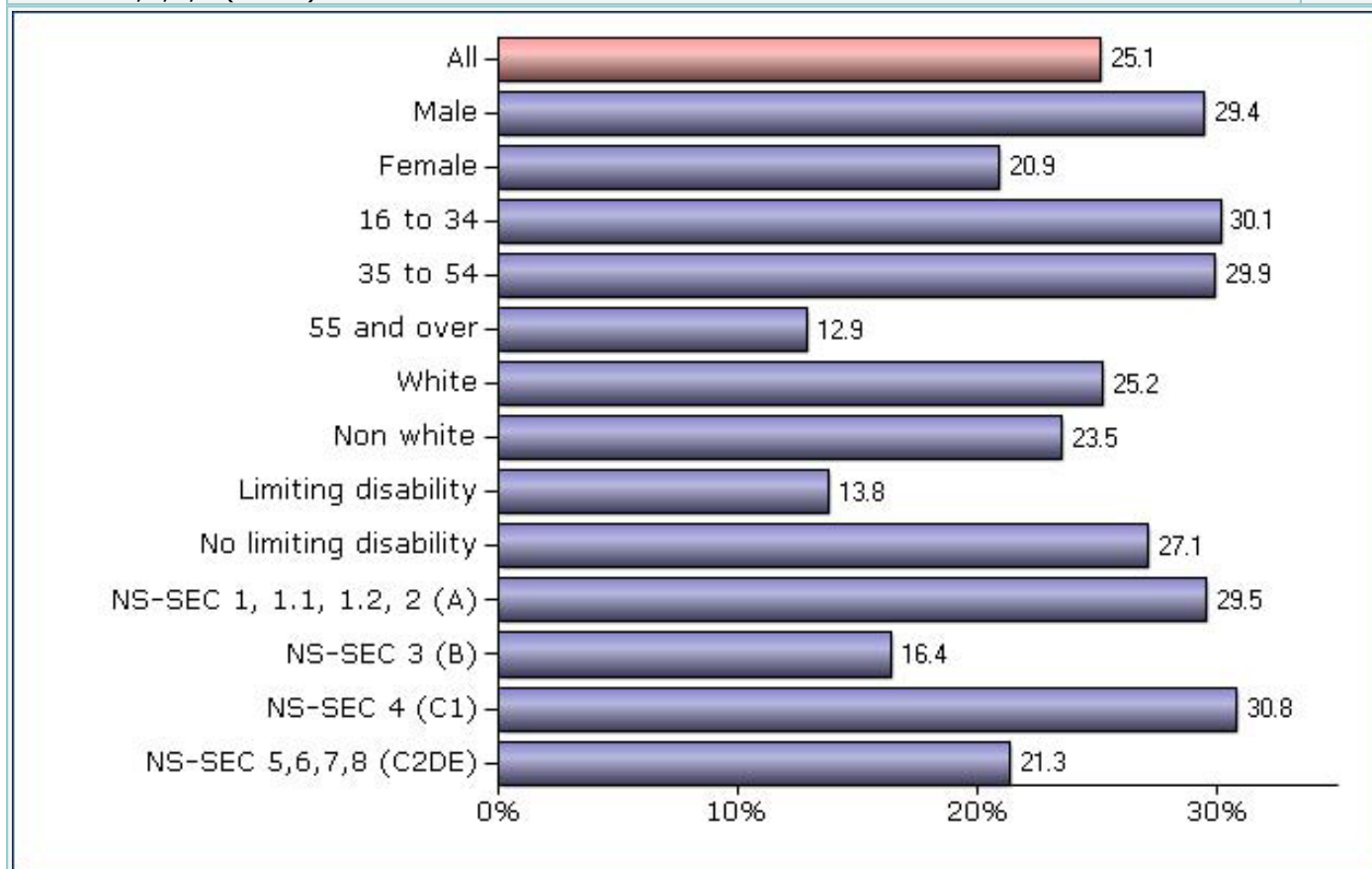
KPI 6 - Satisfaction Rates - Local Authority



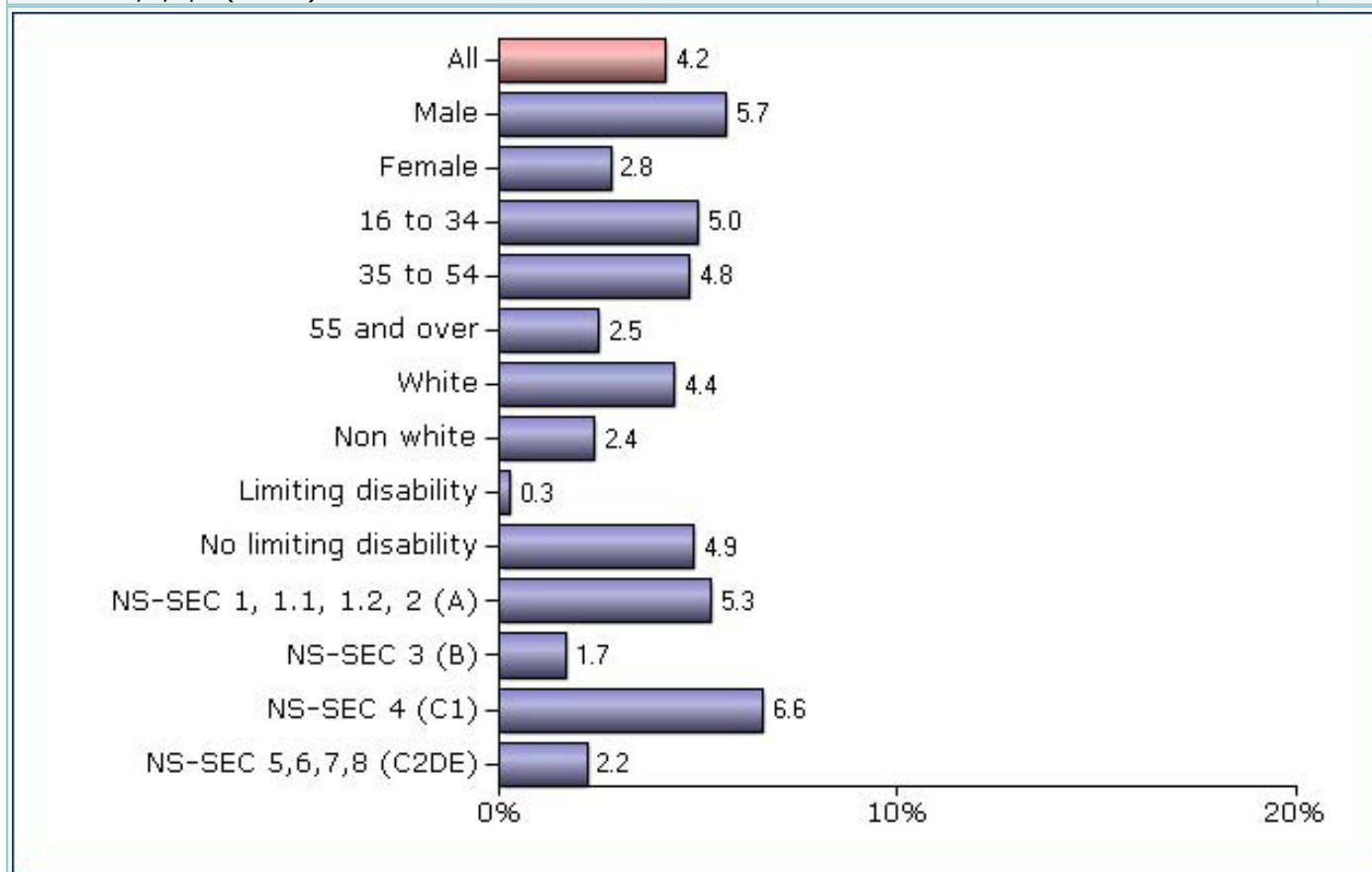
Local Authorities

- Brighton & Hove UA - 66.4%
- National - 69.5%
- Percentiles

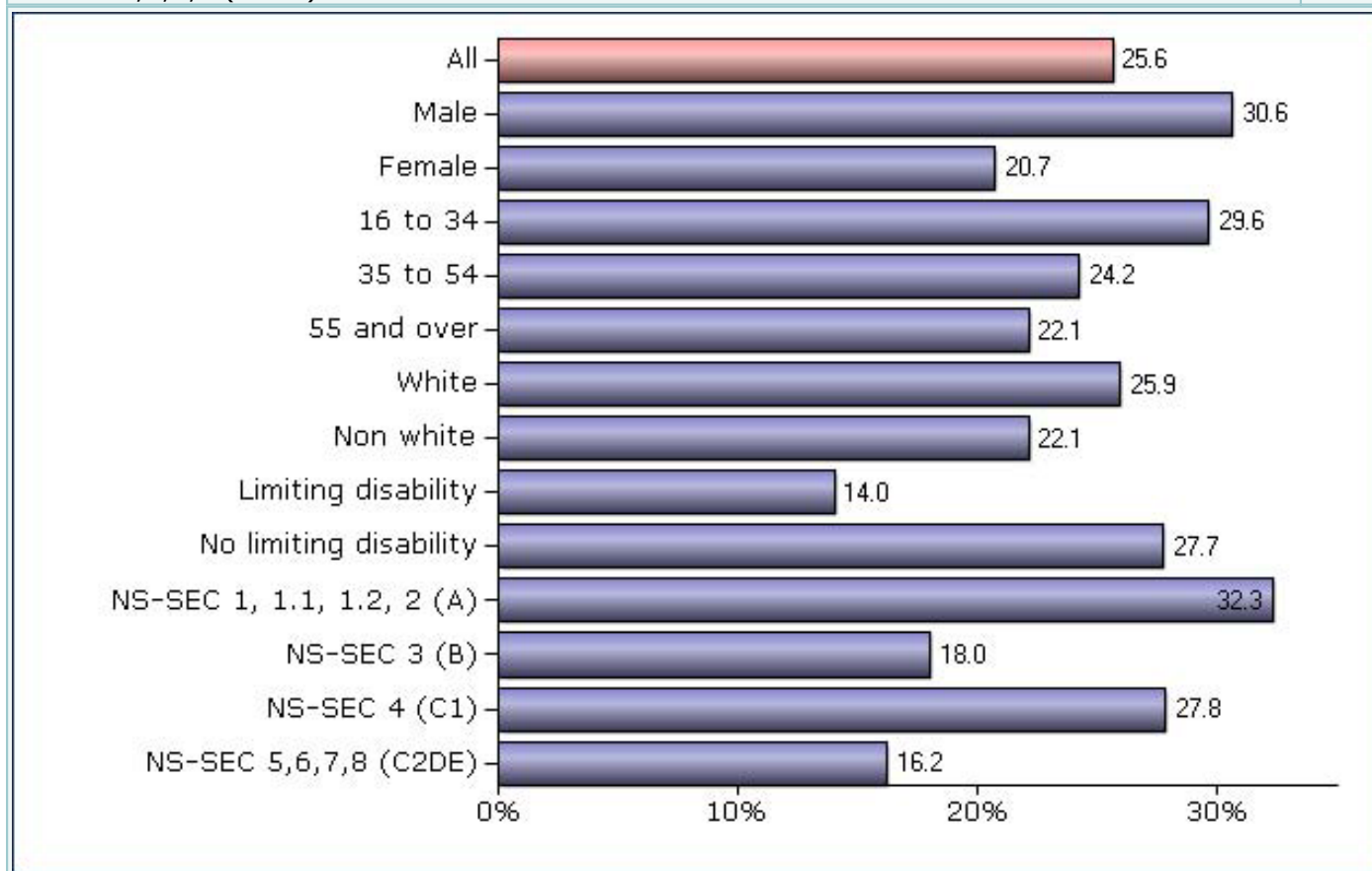
KPI 1 - At least 3 days a week x 30 minutes moderate participation (all adults)		
All	25.1%	
Male	29.4%	
Female	20.9%	
16 to 34	30.1%	
35 to 54	29.9%	
55 and over	12.9%	
White	25.2%	
Non white	23.5%	
Limiting disability	13.8%	
No limiting disability	27.1%	
NS-SEC 1, 1.1, 1.2, 2 (A)	29.5%	
NS-SEC 3 (B)	16.4%	
NS-SEC 4 (C1)	30.8%	
NS-SEC 5,6,7,8 (C2DE)	21.3%	



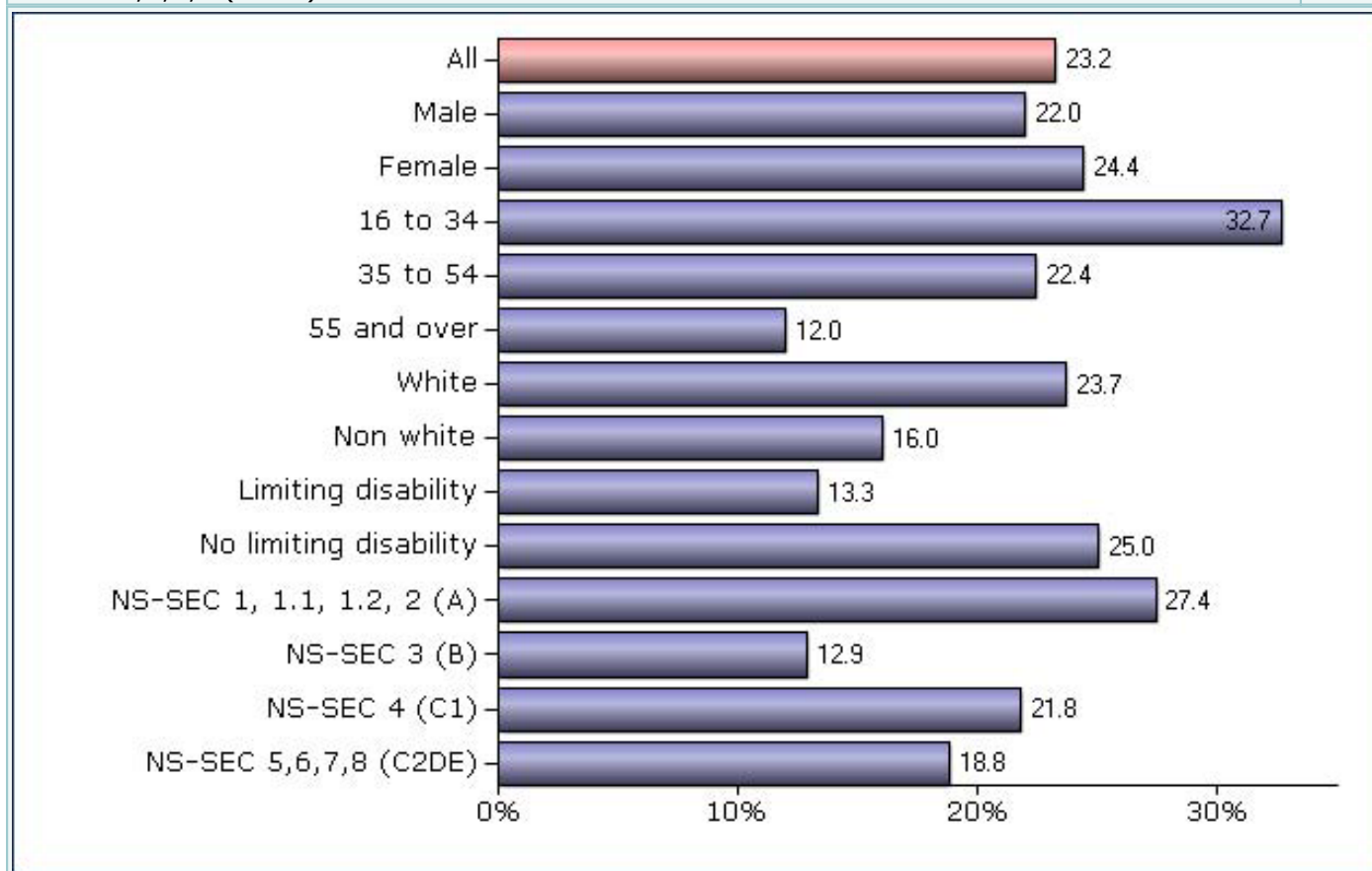
KPI 2 - At least 1 hour a week volunteering to support sport (all adults)		⌵
All	4.2%	
Male	5.7%	
Female	2.8%	
16 to 34	5.0%	
35 to 54	4.8%	
55 and over	2.5%	
White	4.4%	
Non white	2.4%	
Limiting disability	0.3%	
No limiting disability	4.9%	
NS-SEC 1, 1.1, 1.2, 2 (A)	5.3%	
NS-SEC 3 (B)	1.7%	
NS-SEC 4 (C1)	6.6%	
NS-SEC 5,6,7,8 (C2DE)	2.2%	



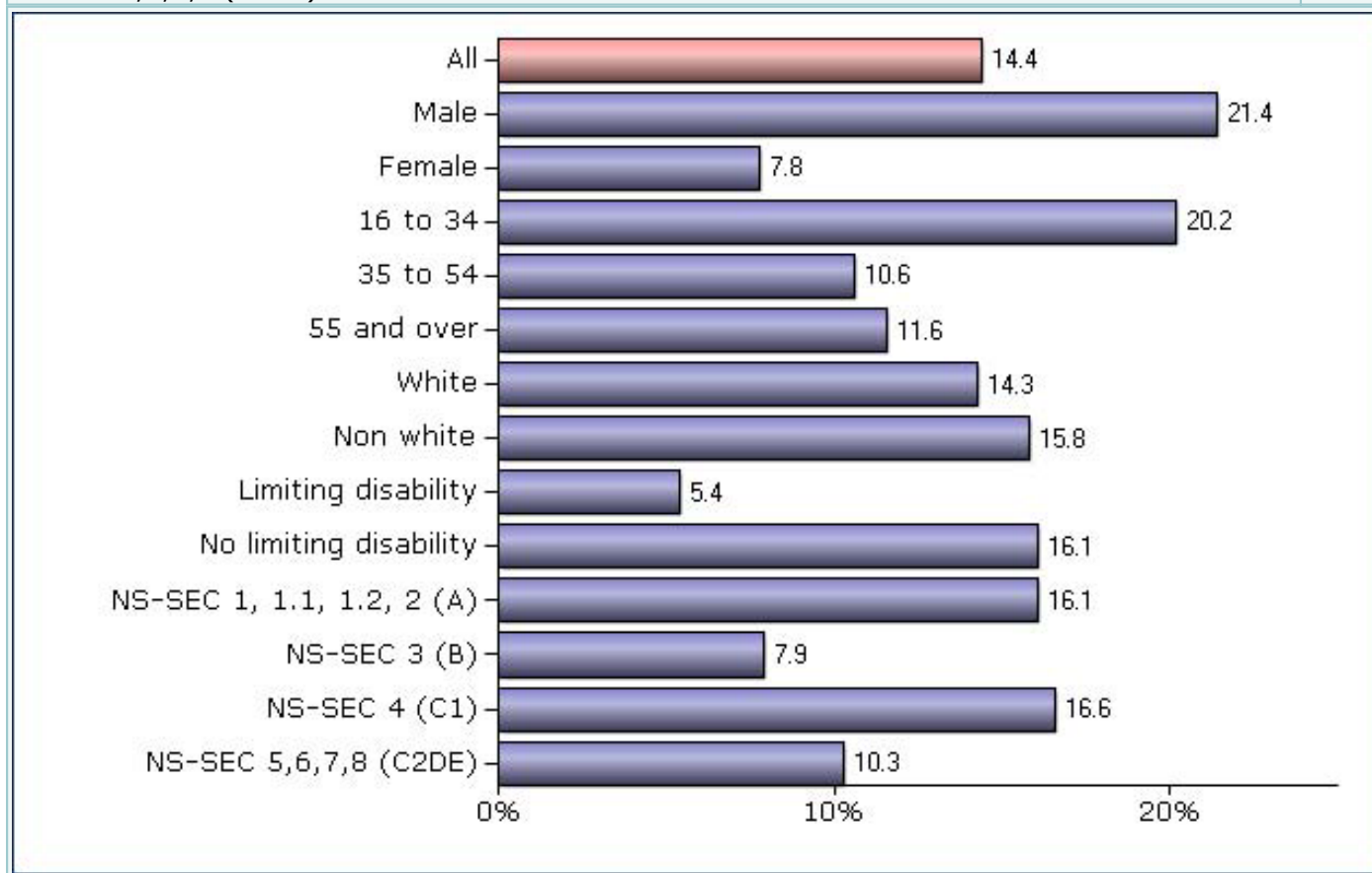
KPI 3 - Club member (all adults)		
All	25.6%	
Male	30.6%	
Female	20.7%	
16 to 34	29.6%	
35 to 54	24.2%	
55 and over	22.1%	
White	25.9%	
Non white	22.1%	
Limiting disability	14.0%	
No limiting disability	27.7%	
NS-SEC 1, 1.1, 1.2, 2 (A)	32.3%	
NS-SEC 3 (B)	18.0%	
NS-SEC 4 (C1)	27.8%	
NS-SEC 5,6,7,8 (C2DE)	16.2%	



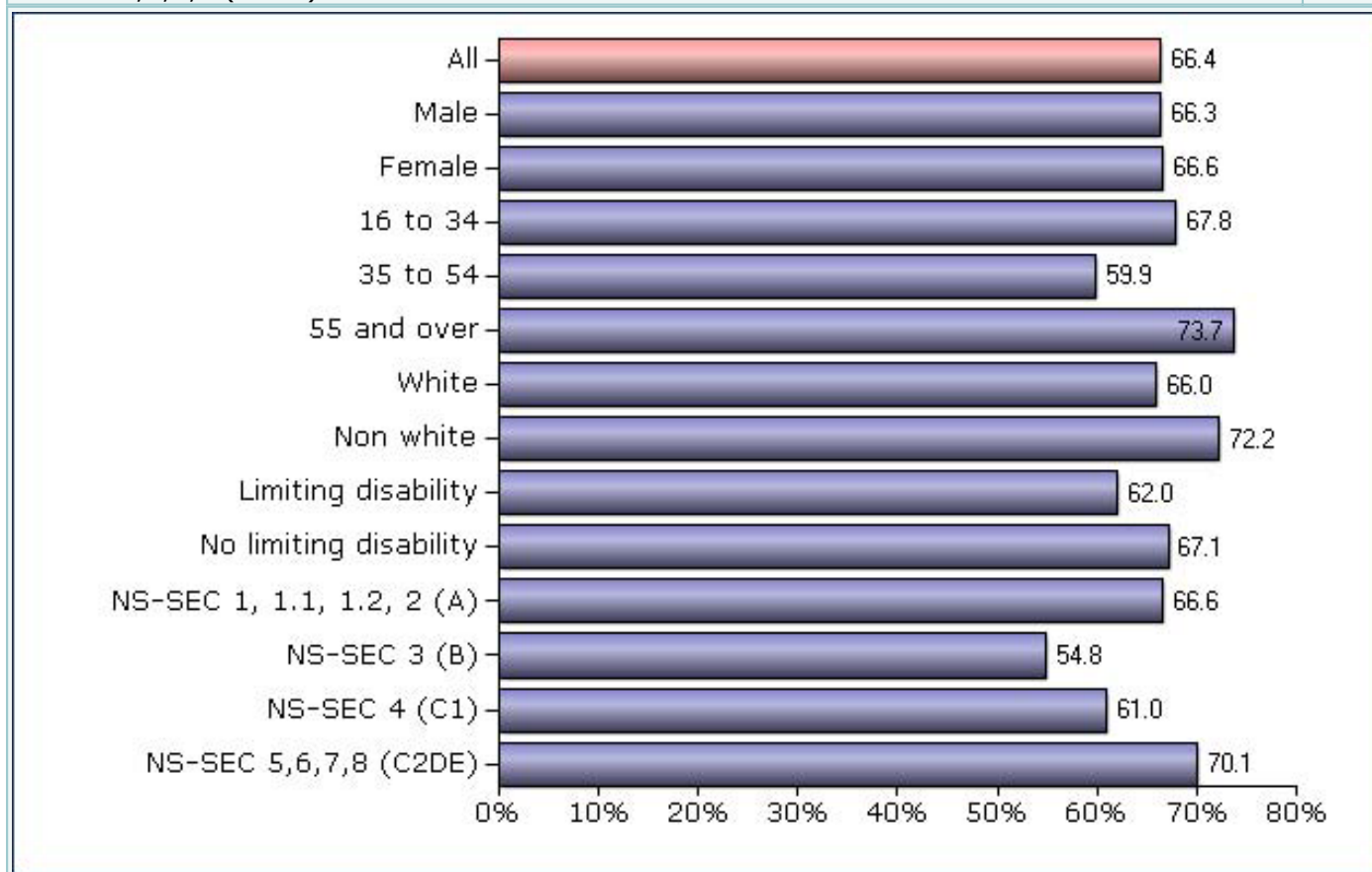
KPI 4 - Received tuition from an instructor or coach in last 12 months (all adults)		
All	23.2%	
Male	22.0%	
Female	24.4%	
16 to 34	32.7%	
35 to 54	22.4%	
55 and over	12.0%	
White	23.7%	
Non white	16.0%	
Limiting disability	13.3%	
No limiting disability	25.0%	
NS-SEC 1, 1.1, 1.2, 2 (A)	27.4%	
NS-SEC 3 (B)	12.9%	
NS-SEC 4 (C1)	21.8%	
NS-SEC 5,6,7,8 (C2DE)	18.8%	



KPI 5 - Taken part in organised competitive sport in last 12 months (all adults)		⌵
All	14.4%	
Male	21.4%	
Female	7.8%	
16 to 34	20.2%	
35 to 54	10.6%	
55 and over	11.6%	
White	14.3%	
Non white	15.8%	
Limiting disability	5.4%	
No limiting disability	16.1%	
NS-SEC 1, 1.1, 1.2, 2 (A)	16.1%	
NS-SEC 3 (B)	7.9%	
NS-SEC 4 (C1)	16.6%	
NS-SEC 5,6,7,8 (C2DE)	10.3%	



KPI 6 - Satisfaction with local sports provision (all adults)		
All	66.4%	
Male	66.3%	
Female	66.6%	
16 to 34	67.8%	
35 to 54	59.9%	
55 and over	73.7%	
White	66.0%	
Non white	72.2%	
Limiting disability	62.0%	
No limiting disability	67.1%	
NS-SEC 1, 1.1, 1.2, 2 (A)	66.6%	
NS-SEC 3 (B)	54.8%	
NS-SEC 4 (C1)	61.0%	
NS-SEC 5,6,7,8 (C2DE)	70.1%	



APPENDIX F

SUPPLY AND DEMAND MODELLING

Demographic Profile - 2001 Census



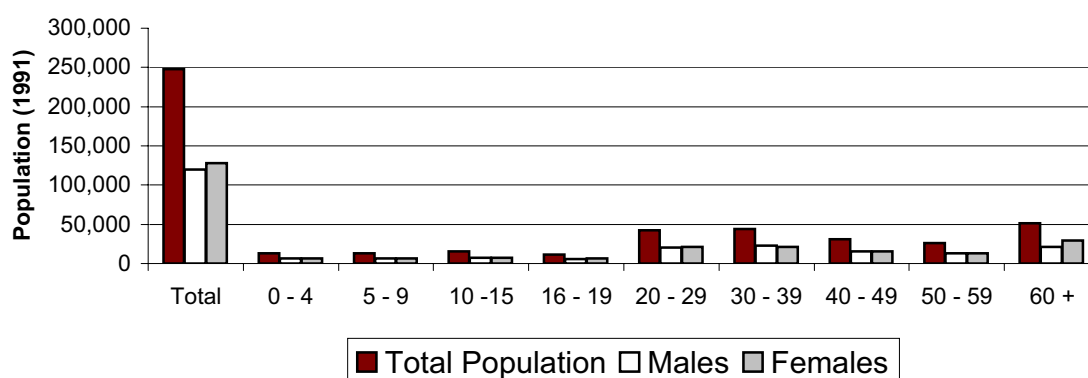
Report for : PMP
 Defined Area: The City of Brighton and Hove
 Postcode: N/A

	Results from area	Results as % of area	Results as % of England & Wales	Results as % of GB	From GB % Index (ave. =100)	Index difference	From England & Wales % Index (ave. =100)	Index difference
Total Population	247,843	100	100.0	100	100	0	100	0
0 - 4	13,170	5.3	6.0	5.7	93	-7	89	-11
5 - 9	12,945	5.2	6.4	6.2	84	-16	82	-18
10 -15	15,198	6.1	7.8	7.8	79	-21	78	-22
16 - 19	11,601	4.7	4.9	4.9	95	-5	96	-4
20 - 29	42,122	17.0	12.7	12.6	135	35	134	34
30 - 39	44,163	17.8	15.6	15.6	115	15	114	14
40 - 49	31,210	12.6	13.4	13.8	92	-8	94	-6
50 - 59	26,410	10.7	12.6	12.6	85	-15	85	-15
60 +	51,024	20.6	20.8	20.9	98	-2	99	-1
Males								
Total	119,917	48.4	48.7	48.4	100	0	99	-1
0 - 4	6,804	2.7	3.0	2.9	94	-6	90	-10
5 - 9	6,612	2.7	3.3	3.2	84	-16	82	-18
10 -15	7,514	3.0	4.0	4.0	76	-24	75	-25
16 - 19	5,335	2.2	2.5	2.5	86	-14	86	-14
20 - 29	20,623	8.3	6.3	6.2	134	34	133	33
30 - 39	22,663	9.1	7.7	7.6	121	21	119	19
40 - 49	15,827	6.4	6.6	6.8	94	-6	96	-4
50 - 59	13,113	5.3	6.2	6.2	85	-15	85	-15
60 +	21,426	8.6	9.1	9.0	96	-4	95	-5
Females								
Total	127,926	51.6	51.3	51.6	100	-0	101	1
0 - 4	6,366	2.6	2.9	2.8	92	-8	88	-12
5 - 9	6,333	2.6	3.1	3.0	84	-16	82	-18
10 -15	7,684	3.1	3.8	3.8	82	-18	81	-19
16 - 19	6,266	2.5	2.4	2.4	104	4	105	5
20 - 29	21,499	8.7	6.4	6.4	136	36	135	35
30 - 39	21,500	8.7	7.9	8.0	109	9	109	9
40 - 49	15,383	6.2	6.7	7.0	89	-11	92	-8
50 - 59	13,297	5.4	6.3	6.4	84	-16	85	-15
60 +	29,598	11.9	11.7	11.9	100	0	102	2
Ethnic Origin								
All White	233,752	94.3	90.9	0.0	N/A	N/A	104	4
White - British	218,273	88.1	87.0	0.0	N/A	N/A	101	1
White - Irish	3,951	1.6	1.3	0.0	N/A	N/A	125	25
White - Other	11,528	4.7	2.7	0.0	N/A	N/A	175	75
All Black	1,982	0.8	2.3	0.0	N/A	N/A	35	-65
Black - Caribbean	475	0.2	1.1	0.0	N/A	N/A	17	-83
Black - African	1,382	0.6	1.0	0.0	N/A	N/A	58	-42
Black - Other	125	0.1	0.2	0.0	N/A	N/A	26	-74
Chinese	1,315	0.5	0.4	0.0	N/A	N/A	118	18

	Results from area	Results as % of area	Results as % of England & Wales	Results as % of GB	From GB % Index (ave. =100)	From GB % Index difference	From England & Wales % Index (ave. =100)	From England & Wales % Index difference
Ethnic Origin contd								
All Asian	4,494	1.8	4.6	0.0	N/A	N/A	40	-60
Asian - Indian	2,063	0.8	2.1	0.0	N/A	N/A	40	-60
Asian - Pakistani	525	0.2	1.4	0.0	N/A	N/A	15	-85
Asian - Bangladeshi	993	0.4	0.6	0.0	N/A	N/A	71	-29
Asian - Other	913	0.4	0.5	0.0	N/A	N/A	76	-24
Others	1,572	0.6	0.4	0.0	N/A	N/A	145	45
All Mixed	4,841	2.0	1.3	0.0	N/A	N/A	149	49
White and Black Caribbean	857	0.3	0.5	0.0	N/A	N/A	73	-27
White and Black African	953	0.4	0.2	0.0	N/A	N/A	247	147
Mixed - White and Asian	1,610	0.6	0.4	0.0	N/A	N/A	173	73
Mixed - Others	1,421	0.6	0.3	0.0	N/A	N/A	186	86
Residents who have a limiting long-term illness	41,817	16.9	17.0	17.5	96	-4	99	-1
Economic Activity of Household Residents (aged 16 and over)								
Total	210,840	[total of all economic sub-types]						
In Full-time employment	86,012	40.8	39.0	40.5	101	1	105	5
In Part-time employment	31,613	15.0	12.8	13.1	114	14	117	17
Self employed	19,273	9.1	5.2	5.7	162	62	174	74
Unemployed	6,835	3.2	2.5	3.0	106	6	131	31
Students	20,661	9.8	18.3	12.5	78	-22	53	-47
Permanently Sick/Disabled	9,741	4.6	4.3	5.6	83	-17	106	6
Retired	21,119	10.0	9.9	11.3	88	-12	101	1
Other inactive	5,085	2.4	2.5	3.1	79	-21	95	-5
Looking after home/family	10,501	5.0	5.3	5.2	96	-4	93	-7
Males								
In Full-time employment	54,297	25.8	25.3	26.0	99	-1	102	2
In Part-time employment	9,090	4.3	2.7	2.7	160	60	159	59
Self employed	13,857	6.6	3.8	4.1	160	60	173	73
Unemployed	4,293	2.0	1.5	1.9	105	5	136	36
Students	9,368	4.4	9.2	6.1	73	-27	49	-51
Permanently Sick/Disabled	5,521	2.6	2.4	3.0	87	-13	111	11
Retired	8,744	4.1	4.0	4.5	91	-9	104	4
Other inactive	2,382	1.1	1.1	1.3	85	-15	103	3
Looking after home/family	790	0.4	0.4	0.4	97	-3	102	2
Female								
In Full-time employment	31,715	15.0	13.7	14.5	104	4	110	10
In Part-time employment	22,523	10.7	10.1	10.5	102	2	106	6
Self employed	5,416	2.6	1.5	1.6	163	63	171	71
Unemployed	2,542	1.2	1.0	1.1	108	8	124	24
Students	11,293	5.4	9.4	6.5	82	-18	57	-43
Permanently Sick/Disabled	4,220	2.0	2.0	2.6	77	-23	101	1
Retired	12,375	5.9	6.2	6.9	85	-15	94	-6
Other inactive	2,703	1.3	1.4	1.7	74	-26	89	-11
Looking after home/family	9,711	4.6	5.0	4.8	96	-4	93	-7
Lone Parents								
Total	206,530	[Total of All People aged 16+]						
Total	10,987	5.3	5.6	6.0	89	-11	94	-6
Male	1,393	0.7	0.8	0.8	84	-16	87	-13
Female	9,594	4.6	4.9	5.2	89	-11	95	-5

	Results from area	Results as % of area	Results as % of England & Wales	Results as % of GB	From GB % Index (ave. =100)	Index difference	From England & Wales % Index (ave. =100)	Index difference
Tenure of Households								
Total Occupied Household Spaces	114,438							
Owned	70,648	61.7	68.7	65.7	94	-6	90	-10
Private Rented or Living Rent Free	27,065	23.7	12.0	11.2	212	112	197	97
Rented from Council	11,759	10.3	13.2	17.4	59	-41	78	-22
Other Social Rented	4,966	4.3	6.1	5.8	75	-25	72	-28
Car Availability by Household								
with no car	41,748	36.5	26.8	30.5	120	20	136	36
with 1 car	50,211	43.9	43.7	43.5	101	1	100	0
with 2 cars	22,555	19.7	29.5	26.0	76	-24	67	-33
Social Class of Head of Household								
Total Head of Household (aged 16+)	198,593							
AB - Higher & Intermediate managerial/admin/professional	47,274	23.8	22.2	20.6	116	16	107	7
- Supervisory, clerical, junior	70,534	35.5	29.7	28.1	126	26	119	19
C2 - Skilled manual workers	24,260	12.2	15.1	14.8	82	-18	81	-19
D - Semi-skilled & unskilled manual workers	27,384	13.8	17.0	17.3	80	-20	81	-19
E - On state benefit, unemployed, lowest grade	29,141	14.7	16.0	19.2	76	-24	92	-8

Graph to illustrate population by age and gender.



Population Projection Report

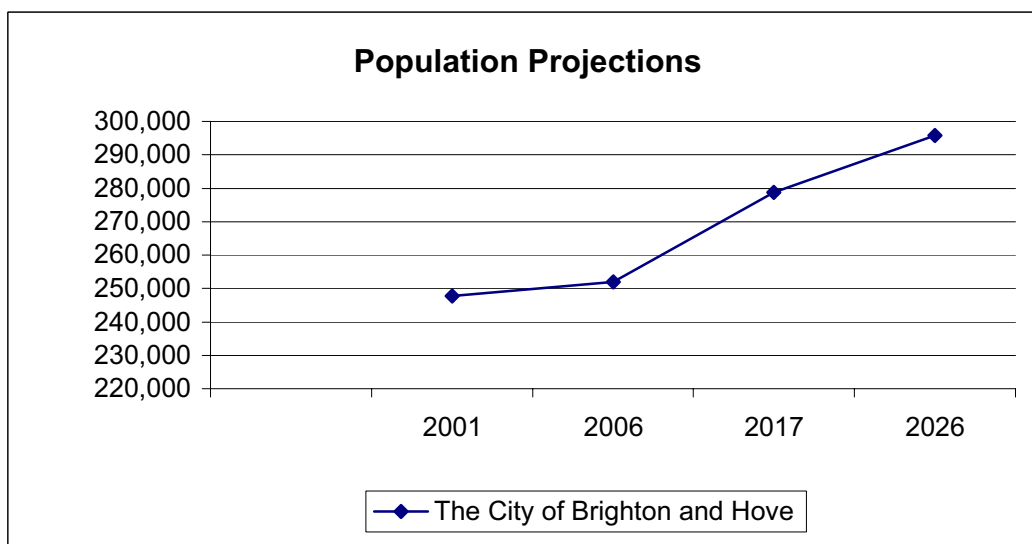


Report for : PMP
Defined Area: The City of Brighton and Hove
Postcode: N/A

Data Table:

	Population
2001	247,843
2006	251,900
2017	278,800
2026	295,750

Population Projections	2001-2006	2001-2017	2001-2010
The City of Brighton and Hove	1.6%	12.5%	19.3%
Actual Total Change	4,057	30,957	47,907



Source: 1996 Sub-National Projections. Reproduced by permission of the Office of National Statistics.
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Note: Some variations may occur in projections due to the changes in postal geography.

MtF Demand Model - Swimming Pools - PART A - DEMAND SIDE



Target Area: The City of Brighton and Hove

Target Site: N/A

Any model is based on a number of assumptions. The assumptions used in this model are as follows:

Assumptions/Parameters used in Model

Source: 2004 Sport England

- ☐ Proportion of visits during peak times = 63%
- ☐ Average duration of visit = 64 minutes (tank), 68 minutes (leisure pool)
- ☐ Normal peak periods = 52 hours per week = 49 peak sessions
- ☐ At one time capacity = 6m² per person
- ☐ A one time capacity is defined as the supply/capacity of one m² of pool area at any one time
- ☐ Capacity per 212m² (1 pool unit) = 35 people. (number of metres squared divided by the at one time capacity of one m²)
- ☐ A pool unit is defined as an average four lane, 25 metre pool.

These assumptions are then applied to the population (classified by age and gender) of the target area. Calculated Sport England demand parameters for each category of age and gender are also applied (see the following table).

Demand Assessment Table

Demand in relation to the age and gender profile of the target area is calculated by applying the Sport England parameters to it.

Age group	Population		Rate of participation (%)		Participation numbers		Frequency of participation (per week)		Visits per week		Peak visits (63%)
	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female	
0-15	20,930	20,383	13.23	12.72	2769	2593	0.92	0.95	2548	2463	3157
16-24	14,863	17,057	10.86	14.51	1614	2475	0.84	0.76	1356	1881	2039
25-39	33,758	32,208	13.73	18.89	4635	6084	0.71	0.79	3291	4806	5101
40-59	28,940	28,680	8.13	10.44	2353	2994	0.94	0.81	2212	2425	2921
60-79	17,464	20,801	3.93	4.52	686	940	1.18	1.07	810	1006	1144
Total	115,955	119,129			12,057	15,086			10,216	12,582	14,362

235,084

Quantifying Demand

The figure of total visits during peak times is used to calculate the size of a swimming pool needed to serve this demand at any one time.

This is calculated by:

- ☐ dividing the total peak visits by the number of peak sessions(49)
- ☐ divide by the water area required by one person (6r² of pool area).
- ☐ allow for the comfort capacity at 70% of peak time usage

This leaves one number signifying the total demand from the catchment area, measured in square metres of pool.

Standard
293
6
70%
2512

Standard

Water area required to meet potential demand/m², in 2001 : 2512 m²
The corresponding demand in 2006 will be : 2553 m²
The corresponding demand in 2026 will be : 2998 m²

Pool Units Required in 2001: 11.9
Pool Units Required in 2006: 12.0
Pool Units Required in 2026: 14.1

A pool unit is equal to: 212 m² or a 4 lane 25 metre pool

Note: Demand will change over time in relation to the increase or decrease in resident population

Demand Sensitivities

The model calculates the total potential demand for swimming and assumes that each pool will operate on average at 70% peak time capacity to provide comfort for users. Once this 70% capacity has been exceeded it assumes that people will choose not to use the pool and either find an alternative pool or not go swimming.

A number of sensitivities have been calculated:

Capacity - this is the theoretical pool area to meet the demand for swimming based on current participation rates with the pool operating at capacity during peak time
This does not allow for the comfort factor (this is the basis on which previous models (FPM and MIF) have been calculated)

Standard - this identifies the potential demand for swimming provision and assumes that all barriers to participation are removed. This includes an allowance for a comfort factor and equates to the Sport England Facility Calculator

Total Peak Visits

Age group	Peak visits (63%)	Comfort Capacity (70%)
0-15	3157	4510
16-24	2039	2913
25-39	5101	7288
40-59	2921	4173
60-79	1144	1634
Total	14,362	20,518

The figure of total visits during peak times is used to calculate the size of swimming pool provision needed to serve this demand at any one time. This highlights the:

- potential demand for swimming at peak times based on participation rates
- potential demand for swimming at peak times allowing for a comfort factor
- potential demand for swimming at peak times if the targets in Game Plan are achieved

Capacity	Standard
293	419
6	6
1759	2512

Dividing the total peak visits by the number of peak sessions(49) divide by the water area required by one person (6m² of pool area).
The total demand from the catchment area, measured in square metres of pool.

Capacity	Comfort
1759	2512
1787	2553
2099	2998

Water area required to meet potential demand/m², in 2001:
The corresponding demand in 2006 will be :
The corresponding demand in 2026 will be :

8.3	11.9
8.4	12.0
9.9	14.1

Pool Units Required in 2001:
Pool Units Required in 2006:
Pool Units Required in 2026:

A pool unit is equal to: 212 m² or a 4 lane 25 metre pool

MtF Demand Model - Swimming Pool - PART B - MODEL RUNS

Target Area: The City of Brighton and Hove

Target Site: N/A



The total demand (calculated in the pool demand sheet) is then compared to the supply of pool area within the catchment area. There are three scenarios considered:

- (1). **Base situation.** In the year 2001 the existing pool area available is compared to the corresponding estimated demand.
- (2). **Modelled Current Scenario.** Using population projections to 2006
- (3). **Future Scenario.** Using population projections to 2026

The Three Scenarios

1. Base Situation

Using 2001 Census data and only those facilities that are presently built.

Existing Sites

Supply in Year 2001	
Public LCs	0
Dual Use	6
Club Use	4
Total	10

Demand in Year 2001

= 2,512

Existing pool area (m²)

Public LCs	0
Dual Use	
Club Use	0
Total	1133

There is an unmet demand equivalent to

1,379

sqm

2. Modelled Current Scenario

Using population projections to the year 2006

Existing Sites

Supply in Year 2006	
Public LCs	0
Dual Use	6
Club Use	4

Demand in Year 2006

= 2,553

Planned Sites

Public LCs	0
Dual Use	0
Club Use	0

Total Sites

Total	10
-------	----

There is an unmet demand equivalent to

1,420

sqm

Existing pool area (m²)

Public LCs	0
Dual Use	0
Club Use	0

Planned pool area (m²)

Public LCs	0
Dual Use	0
Club Use	0
Total	1133

3. Future Scenario

Using population projections to the year 2026 and incorporating the planned redevelopment of King Alfred LC

Existing Sites

Supply in Year 2026	
Public LCs	0
Dual Use	6
Club Use	4

Demand in Year 2026

= 2,998

Planned Sites

Public LCs	0
Dual Use	0
Club Use	0

Total Sites

Total	10
-------	----

There is an unmet demand equivalent to

1,605

sqm

Existing pool area (m²)

Public LCs	0
Dual Use	0
Club Use	0

Planned pool area (m²)

Public LCs	0
Dual Use	0
Club Use	0
Total	1393

Notes:

Public LCs - Public leisure centres with unrestricted public access

Dual Use - Leisure centres that only allow public access during out of school hours and holidays. Supply has been reduced by 25% to reflect this.

Club Use - Facilities that can only be hired out as a whole, to clubs and associations, usually on a block booking system. Such facilities do not provide staff or any other support. These facilities are therefore not included in the model.

MtF Demand Model - Sports Halls - PART A - DEMAND SIDE



Target Site: N/A

Target Area: The City of Brighton and Hove

Any model is based on a number of assumptions. The assumptions used in this model are as follows:

- Assumptions/Parameters used in Model:**
- ☐ Proportion of visits during peak times = 60% Source: 2004 Sport England
 - ☐ Average duration of visit = 1 hour
 - ☐ Normal peak periods = 40.5 hours per week
 - ☐ At one time capacity = 5 people per badminton court

These assumptions are then applied to the population (classified by age and gender) of the target area. Calculated Sport England demand parameters for each category of age and gender are also applied (see the following table).

Demand Assessment Table

Demand in relation to the age and gender profile of the target area is calculated by applying Sport England demand parameters to it.

Age Group	Population		Rate of Participation (%)		Participation Nr's		Frequency of participation (per week)		Visits per week		Peak Visits (60%)
	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female	
0-15	20,930	20,383	9.55	6.03	1999	1229	0.85	0.99	1699	1217	1749
16-24	14,863	17,057	15.04	9.31	2235	1588	0.88	0.85	1967	1350	1990
25-34	22,820	21,817	14.96	11.66	3414	2544	0.88	1.03	3004	2620	3375
35-44	19,489	18,539	11.06	9.40	2159	1743	0.90	0.90	1943	1568	2107
45-59	20,389	20,532	5.68	5.40	1158	1109	0.92	1.02	1065	1131	1318
60-79	17,464	20,801	5.55	4.28	969	890	1.10	1.27	1066	1131	1318
Total	115,955	119,129							10,745	9,017	11,857

Quantifying Demand

The figure of total visits during peak times is used to calculate the size of a sports hall needed to serve this demand at any one time.

This is calculated by :

- ☐ dividing the total peak visits by the number of peak sessions (40.5) :
- ☐ divide this number by the average number of people that play on a badminton court (5) :
- ☐ allow for the comfort capacity at 80% of peak time usage

This leaves one number signifying the total demand from the catchment area, measured in badminton courts.

Standard
293
5
80%
73.2

Current

No of badminton courts demand in 2001 73.2 courts
The corresponding demand in 2006 will be: 74.4
The corresponding demand in 2026 will be: 87.3 courts

Number of four court sports halls required in 2001 is: 18.3
Number of four court sports halls required in 2006 is: 18.6
Number of four court sports halls required in 2026 is: 21.8

Note: Demand will change over time in relation to the increase or decrease in resident population.

Demand Sensitivities

The model calculates the total potential demand for sports halls and assumes that each hall will operate on average at 80% peak time capacity to provide comfort for users and allow for a balanced programme providing different types of activity. Once this 80% capacity has been exceeded it assumes that people will choose not to use the hall and either find an alternative hall or not participate in activity.

A number of sensitivities have been calculated:

Capacity - this is the theoretical sports hall area to meet the demand for hall based activities based on current participation rates with the hall operating at capacity during peak times. This does not allow for the comfort factor (this is the basis on which previous models (FPM and MIF) have been calculated).

Standard - this identifies the potential demand for sports hall provision and assumes that all barriers to participation are removed. This includes an allowance for a comfort factor and equates to the Sport England Facility Calculator.

Total Peak Visits

Age group	Peak visits (60%)	Comfort Capacity (80%)
0-15	1749	2187
16-24	1990	2488
25-34	3375	4218
34-44	2107	2634
45-59	1318	1647
60-79	1318	1648
Total	11,857	14,822

The figure of total visits during peak times is used to calculate the size of sports hall provision needed to serve this demand at any one time. This highlights the:

- potential demand for sports halls at peak times based on participation rates
- potential demand for sports hall at peak times allowing for a comfort factor
- potential demand for sports halls at peak times if the targets in Game Plan are achieved

Capacity	Standard
293	366
5	5
59	73

Dividing the total peak visits by the number of peak sessions(40.5) divide this number by the average number of people that play on a badminton court (5) :

The total demand from the catchment area, measured in badminton courts.

Capacity	Standard
59	73
59	74
70	87

No of badminton courts demand in 2006
The corresponding demand in 2006 will be:
The corresponding demand in 2026 will be:

Number of four court sports halls required in 2001 is:	14.6	18.3
Number of four court sports halls required in 2006 is:	14.9	18.6
Number of four court sports halls required in 2026 is:	17.5	21.8

MtF Demand Model - Health and Fitness - PART A - DEMAND SIDE

FORECAST

Target Area: The City of Brighton and Hove

Target Site: N/A



Generic Assumptions Used in the Model

- ☐ The model defines health and fitness users as all people participating in health and fitness, including private club members, users of local authority facilities, home users.
- ☐ The model is based on the premise that for the supply to be sufficient, it must be large enough to cater for the maximum demand at any one time. Maximum demand is described as the demand during a peak hour/session.
- ☐ Penetration of health and fitness users is defined using results from MtF's Sport and Leisure Potential Report. This report is derived from a representative sample of nearly 1 million people who completed a survey, a significant number of which reside within the target area. The penetration rate is therefore dependent upon the character of people in the target catchment area. A figure of 19.7% penetration was attained for GB as a whole. This is a current figure and does not take into account market trends in health and fitness.
- ☐ A reduction of 10% in the demand for stations is assumed to represent the proportion of health and fitness users who do not use gyms, including 'home' users, etc. The reduction is subtracted at the end of the model calculations.

Parameters Used in the Model

- ☐ A potential penetration rate of 23.1% will be used. This figure was obtained from the Sport and Leisure Potential Report for this target area. It includes **all** health and fitness users (from home gym users to members of private health and fitness clubs)
- ☐ The average health and fitness session is one hour
- ☐ 65% of use is during peak times
- ☐ Peak times are 5-9pm Monday to Friday and 9am-5pm weekends (36 hours in a week).
- ☐ The average user participates on average 1.5 times per week or six times a month.
- ☐ The at one time capacity of a health and fitness facility is calculated by the ratio of one user per station.

The Calculations Used to Calculate Demand (2001)

Total Adult Population = 197,249

Number of Potential members/users of health and fitness clubs = 23.1% of total adults = 45,565

Number of visits per week = potential members/users * 1.5 = 68,347

Number of visits per week in peak times = 65% of total number of visits = 44,425

Number of visits in one hour of peak time = total visits during peak times / 36 = 1,235

Reduce figure by 10% to account for non gym users = 1,112

A total number of 1,112 stations would be required to cater for the predicted demand by potential members/users of any health and fitness facility.

Quantifying Demand - demand changes over time as a result of changes in resident population.

In 2001 there will be a demand for : 1,112 stations

In 2006 there will be a demand for : 1,129 stations

In 2026 there will be a demand for : 1,326 stations

NB. Market trends have not been considered at this stage.

Whilst every effort has been made to ensure the data above is accurate PMP Consultancy Ltd (MtF) accept no liability for errors or omissions within this data or any losses arising from this.

MtF Demand Model - Health and Fitness - PART B - MODEL RUNS**Target Area:** The City of Brighton and Hove**Target Site:** N/A

The total demand (calculated in the demand sheet) is then compared to the supply of stations within the catchment area. There are three scenarios considered:

- (1). **Base situation.** In the year 2001 the existing number of fitness stations available is compared to the corresponding estimated demand.
- (2). **Modelled Current Scenario.** Using population projections to 2006
- (3). **Future Scenario.** Using population projections to 2026

1. Base Situation

Year 2001

Using 2001 Census data and only those facilities that are presently built.

Existing Sites	Supply in Year 2001		Demand in Year 2001
	Public	7	
	Private	16	
Existing Stations	Total	23	There is an over supply equivalent to 82 stations
	Public	325	
	Private	868	
	Total	1193	

2. Modelled Current Scenario

Year 2006

Using population projections to the year 2006

Existing Sites	Supply in Year 2006		Demand in Year 2006
	Public	7	
	Private	16	
	Planned	0	
No of Stations	Total	23	There is an over supply equivalent to 64 stations
	Public	325	
	Private	868	
	Planned	0	
	Total	1193	

3. Future Scenario

Year 2026

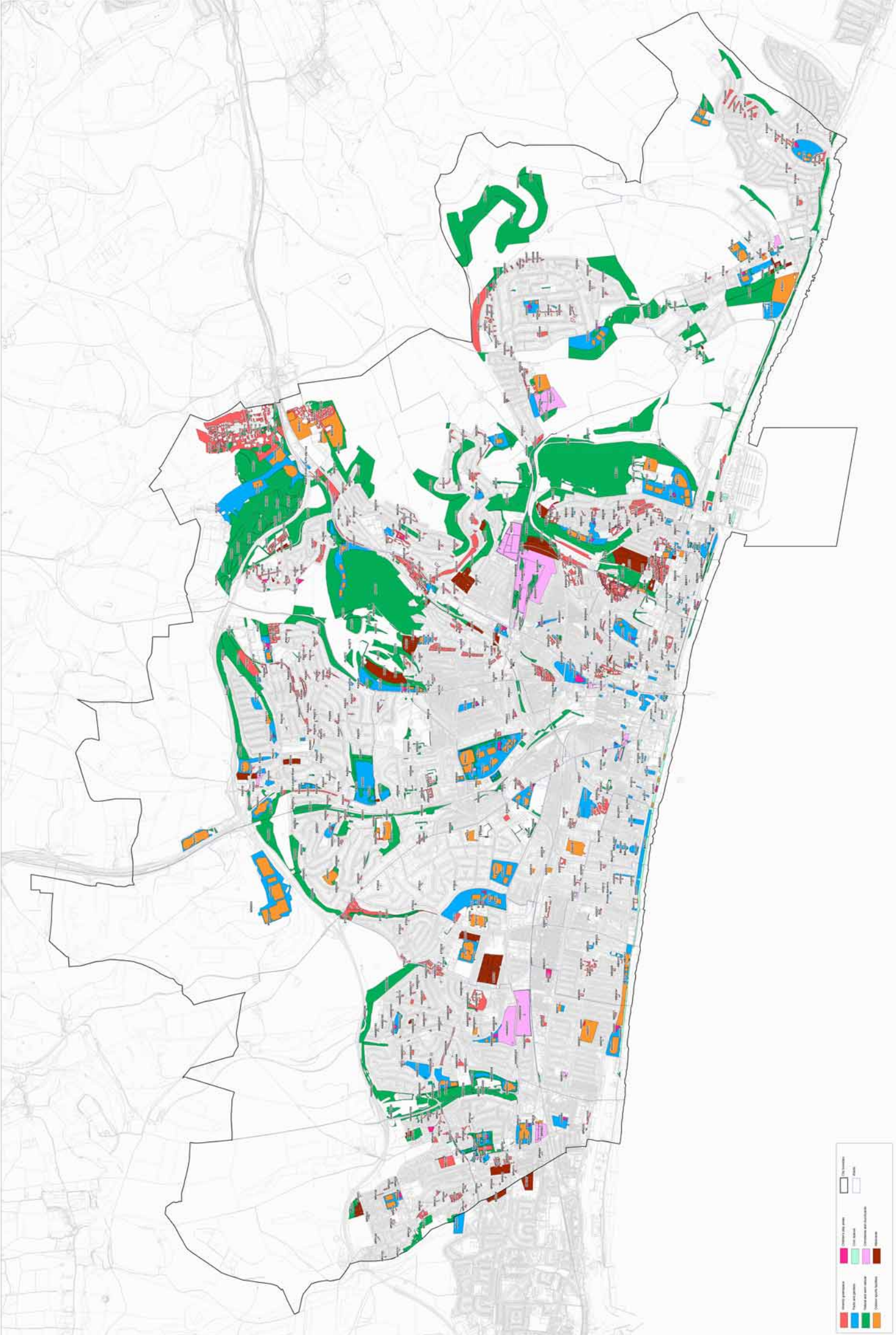
Using population projections to the year 2026 and incorporating the planned redevelopment of King Alfred LC

Existing Sites	Supply in Year 2026		Demand in Year 2026
	Public	7	
	Private	16	
	Planned	0	
No of Stations	Total	23	There is an unmet demand equivalent to 33 stations
	Public	325	
	Private	868	
	Planned	100	
	Total	1293	

Notes:

No assumptions/consideration has been made regarding the quality of facilities. It is assumed that although private clubs require a membership fee to be paid before joining, no reduction in accessibility to the facility results. Similarly, the standard requirement in public facilities to undertake an induction before using the facility also has no impact on accessibility.

APPENDIX G
OVERVIEW MAP



APPENDIX H

SUMMARY OF STANDARDS AND RECOMMENDATIONS

Summary of standards and recommendations

- i) The following is a summary of all standards and recommendations set for Brighton & Hove on a typology by typology basis, with full explanation/rationale.

Indoor sports facilities

Quantity Standard

- ii) Standards to comply with national best practice.

Accessibility Standard

- iii) Standards to comply with national best practice.

Quality Standard

- iv) All facilities should be built or provided in accordance with national best practice.

Recommendations

ISF 1	The Council should explore the possibility of increasing the stock of available public pools to meet the shortfall via new provision and increasing community use of school pools, subject to a detailed review of all facilities, a needs assessment and analysis of current usage.
ISF 2	The Council should explore the possibility of increasing the stock of sports hall space to meet the shortfall, subject to a detailed review of all facilities, a needs assessment and analysis of current usage.
ISF 3	The Council should aim to provide at least one multi-sports wet/dryside leisure centre to cater for the undersupply of swimming pool space and sports halls, in addition to the King Alfred redevelopment.
ISF 4	There is no immediate need for additional bowls provision, provided that the current number of rinks, particularly at the King Alfred Leisure Centre, is maintained.
ISF 5	The Council should aim to support the delivery of a commercially-operated rink to satisfy demand for an indoor arena and ice rink.
ISF 6	We do not consider that the Council needs to prioritise the future funding and delivery of additional indoor tennis facilities.
ISF 7	It is recommended that all new sports facilities should have a sinking fund to ensure that the necessary allowance for on-going maintenance and replacement is made. Any potential S106 contributions should be calculated in accordance with this.

ISF 8	Appropriate measures should be taken to ensure that indoor sports facilities are accessible on foot, as well as by cycle and the public transport system.
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Provision for children and young people

Quantity Standard

Existing level of provision	Recommended standard
0.047 hectares per 1,000 population	0.055 hectares per 1,000 population
Rationale	
The current level of provision of children's equipped play areas is equivalent to 0.047 hectares per 1,000 population. The extent to which deficiencies exist will be dependent on the specific location of each play area (illustrated through the application of the relevant accessibility catchment). A key theme emerging from the consultation has been a shortage of provision for older children and teenagers with only 13% of respondents to the household survey felt provision was sufficient. This is supplemented by comments regarding the quality of existing sites. In this instance, a standard has been recommended (derived from the local consultation) that seeks to encourage both small amounts of new provision and quality improvements, to reflect the concerns about certain sites. It is recommended that in terms of any new provision, priority be given to the development of facilities for older children and teenagers, as well as younger children, wherever possible. The Council should endeavour where possible, to improve on this equipped play area quantity standard in order to take account of casual/informal play areas. Particular regard also needs to be given to the retention of private open spaces and measures explored in terms of opening up such sites in order to meet future needs. Given the comparatively low level of provision, it is important that for future S106 negotiations, equipped play areas be considered as separate and distinct from Amenity Green Space in quantitative terms and that equipped areas be provided, rather than just 'child friendly' AGS.	
The recommended local standard is marginally higher than the current level of provision and will therefore result in further space being required to account for the increasing population in Brighton & Hove. In order to meet the minimum quantity standard, a total of 13.82 hectares of play space is required which represents an increase in provision of 2.02 hectares on the current level, increasing to an extra 4.46 hectares in 2026. It is assumed that some of this space will be provided by the redesignation of AGS – see Section 9.	

Accessibility Standard

Recommended standard
15 minute walk time (720 metres)
Rationale
The majority of household survey respondents indicated that they would expect to walk to a children's play facility. The opinion that provision for children should be localised was emphasised in the responses to the children and young people's survey. One of the main justifications for why respondents used particular sites was their close proximity to where they live, suggesting that a standard could be set at a 10 minute walk time. Furthermore, the distances that parents are willing to let their children travel unaccompanied from their homes to play facilities have reduced as concerns over safety have grown. However, PPG17 suggests that distance thresholds should be reflective of the maximum distance that typical users can reasonably be expected to travel. The 75% threshold level for children using the responses from the household survey was just under a 15 minute walk time across the City, whereas young people scored slightly closer to 10 minutes. Setting the standard in accordance with the 75% threshold level is advocated in PPG17. Moreover, going for a larger accessibility catchment is recommended in terms of providing the council with greater flexibility in terms of striking a balance between qualitative and quantitative improvements in provision. A 10 minute catchment would place a greater requirement on new provision, but local consultation revealed the importance of high quality sites and not just new facilities. This sits alongside the underlying difficulty facing the Council in its efforts to create new sites. A standard of 15 minutes walk time (720m) is at the upper end of user expectations, but should provide a very achievable target for implementation. It should be noted that this standard does not comply with NPFA guidance, which suggests that LEAPs are located within 400m walking distance of every home. The Council should endeavour where possible, to improve on this accessibility standard, particularly for LAPs and LEAPs. The Council should continually seek to promote measures designed to improve accessibility, such as better public transport or cycling routes.

Quality Standard

Recommended standard
<i>Within an equipped playground, there should be a range of at least five different types of well-maintained pieces of equipment in a safe, secure setting. The planning, layout and design of the site should follow industry best practice, drawing on guidance from the NPFA (Fields in Trust), RoSPA, Play England and others.</i> <i>It is an aspiration that main sites feature seating, shaded areas, litter bins and have access to toilets and refreshments. The play area should also be free from dogs.</i> <i>Sites should be well-maintained and easily accessible on foot and by cycle, and follow Disability Discrimination Act guidance.</i>
Rationale
The need to address the misuse of some sites is reflected within the standard in the need to design the site well and follow industry best practice in terms of providing sites which can be easily managed. Prioritising design best practice will also help tackle other issues, such as the conflict between older and younger children for equipment, and providing an environment which stimulates and challenges young people. Recognition of the need for places to go to meet friends is incorporated in the need for an enriched play environment rather than a focus only on formal equipment, following suggestions from children that some equipment can be boring. Consultation highlighted the importance of these sites being of sufficient size for children to enjoy, and this is mentioned in the quality vision. The standard aims to achieve a balance between locating play areas close to housing or footpaths as an additional level of security to be provided through natural policing eg overlooking houses where possible, whilst also ensuring that residential amenity and privacy is protected. However, there may be instances where it is appropriate to locate play areas close to commercial developments – particularly large retail sites as shopping is a family activity. The standard encompasses the need for play areas to be both sustainable in management terms but also feature a mix of facilities and an enriched play environment and that the site is clean, fully accessible, and safe to use. Wherever viable, the play equipment should be changed and developed over time (preferably in consultation with local children) to ensure that the facilities remain relevant to children and continue to be fit for purpose.

Recommendations

CYP 1	The quantity standard should be applied to all new developments in Brighton & Hove, with new sites delivered in line with the standard and the accessibility standard. Where the Council is satisfied it is not practicable to deliver new sites, then S106 contributions should be sought and put towards qualitative improvements on existing sites or the delivery of appropriate ancillary services (eg play rangers etc). However, the quality of spaces should not suffer in favour of meeting the quantity standard.
CYP 2	Future development of facilities should focus upon meeting the substantial demand expressed for good quality play and activity spaces and equipment for older children and teenagers as well as younger children. These facilities should be developed in close partnership with local young people to ensure their engagement and support.
CYP 3	Sites across the City should be upgraded to ensure that they meet the quality standard, drawing on other condition survey information as appropriate.
CYP 4	All new facilities for children and young people should be funded with a sinking fund to ensure that the necessary allowance for ongoing maintenance and replacement is made. Any potential S106 contributions should be calculated in accordance with this.
CYP 5	The Council should take a joined up approach between City Parks and other key stakeholders to explore the possible creation of new and varied playscapes within other typologies, in order to enhance the equipped play provision sought within the children and young people typology standard.
CYP 6	Appropriate measures should be taken to ensure that spaces for children and young people are accessible on foot, as well as by cycle and the public transport system.

Parks and gardens**Quantity standard**

Existing level of provision	Recommended standard
0.92 hectares per 1,000 population	0.92 hectares per 1,000 population
Rationale	
We have recommended that the quantity standard for parks and gardens in Brighton & Hove is set at 0.92 hectares per 1,000 population. This is consistent with the current level of provision within the city. Nearly 60% of consultees in the household survey suggested that the current quantity of parks was satisfactory, against 36% who considered that there was currently an undersupply. In this instance a standard has been proposed which protects the existing parks and gardens, which are a hugely valuable resource and part of the cityscape, while recognising that the land pressures in the centre of Brighton & Hove mean that the provision of additional parks and gardens would be challenging. This will enable the Council to focus upon the current accessibility deficiencies and make appropriate qualitative improvements to existing popular sites, which are extremely important. Although there is currently no formal distinction or classification made to distinguish parks (eg neighbourhood park, city park) it is evident that several very popular parks carry a substantial amount of usage and the Council has identified the challenge of maintaining these parks to a high standard against a backdrop of static or dwindling investment. Although the recommended local standard is the same as the current level of provision, it will still require an increase in the future in order to meet the needs of the city's growing population. In order to meet the minimum quantity standard, in the region of 40 hectares of park space would be required by 2026, if the high population projections are accurate. This sets a demanding and challenging standard.	

Accessibility standard

Recommended standard
15 minute walk time (720 metres)
Rationale
When setting an appropriate accessibility standard, attention has been paid both to current travel patterns and public expectations. 72% of consultees stated that they currently walked to parks and gardens in Brighton & Hove, which indicates a strong preference. Unsurprisingly, consultation has revealed that the public wishes to maintain this level of accessibility, with 88% of respondents having indicated that they would wish to walk no more than 15 minutes to access parks. A lower accessibility standard could be justified on the basis of current users' travel patterns, as 65% of users currently walk less than 10 minutes to access a park. However, PPG17 states that lower thresholds are only needed where there is clear evidence that a significant proportion of local people do not use existing provision because they regard it as inaccessible. Given the findings of the local consultation (which highlight the high levels of park usage) this could not be substantiated. As discussed previously in this section, it is evident that there are qualitative issues which may require greater prioritisation. A smaller catchment would place a greater requirement on new provision, but local consultation revealed the importance of providing high quality parks and gardens. This sits alongside the underlying difficulty facing the Council in its efforts to site new parks. A standard of 15 minutes walk time (720 metres) is at the upper end of user expectations, but should provide an achievable target for implementation. As with other typologies, it is recommended that the Council seeks to promote measures designed to improve accessibility, such as better public transport or cycling routes. Adopting this catchment standard should provide the Council with greater flexibility to strike a balance between qualitative and quantitative improvements in provision as well as providing a good level of access to the general public.

Quality standard

Recommended standard
<i>Parks and gardens should be well maintained and offer a variety of plants, shrubs and flowers across the City.</i> <i>Ancillary accommodation should include seating, dog bins, cycle parking, litter bins, and clear signage. The Council aims to continue enabling access to toilets at key sites, with access to refreshments, picnic and shaded seating areas at larger sites.</i> <i>Sites should be secure and safe with adequate lighting and, where appropriate, have a staff presence to improve security and management. Where applicable, historic buildings should be kept in good order and other buildings kept safe.</i> <i>All sites should follow Disability Discrimination Act guidance.</i>
Rationale
A quality standard has been devised which reflects both aspirations and concerns expressed through local consultation. It should be considered that where parks are multi-functional or topographical, that other quality standards also apply, for example sports pitches. In order to improve the quality of parks across the city it is important that the Council implement and strive to achieve a quality standard that will ensure consistency and high quality provision. This is particularly significant given the clear importance of parks and gardens to Brighton & Hove residents and workers, as well as the thriving tourist industry in the city. Attractive, well-designed and well-maintained parks are key elements of good urban design and are fundamentally important in delivering places in which people want to live and work. The standard has been formulated to ensure that park provision is sustainable, balanced and ultimately achievable. A problem which has been noted through the consultation process is the misuse of parks, particularly among young people. As a consequence, it should be noted that the achievement of the quality vision for these parks (and the delivery of high quality green spaces) will be influenced by the delivery of high quality play areas and sites for young people within. Provision of ancillary facilities such as toilets was also identified as a key issue by the public consultation. The standard reflects the need to improve this, as well as the desire to achieve greater variety in design and planting. Although security of sites was not specifically identified as a major problem through the public consultation, the standard, particularly through the reference to featuring a staff presence, aims to tackle a variety of smaller issues, such as vandalism and graffiti.

Recommendations

PG 1	The quantity standard should be applied to all new developments Brighton & Hove, with new sites delivered in line with the standard and the additional population. Where the Council is satisfied it is not practicable to deliver the park and garden standards requirements within a development site, then a S106 contribution should be sought which could be put towards additional off-site provision, qualitative improvements on existing sites or other appropriate innovative enhancements/provision. However, the quality of parks and gardens should not suffer in favour of meeting the quantity standard.
PG 2	The Council should aim to achieve the quality standard at all sites across the City and ensure that the quality of the main sites is not achieved at the expense of smaller parks and gardens.
PG 3	All appropriate measures should be taken to ensure that parks and gardens are accessible on foot, as well as by cycle and public transport.
PG 4	All new parks and gardens should be funded with a sinking fund to ensure that the necessary allowance for ongoing maintenance and replacement is made. Any potential S106 contributions should be calculated in accordance with this.
PG 5	The Council should prioritise the pursuit of high quality park and garden sites in Hove to mitigate the relatively poor access to good sized facilities.
PG 6	The Council should use this and other current studies to form the basis of a review of its parks and open spaces strategy to develop a long term plan which is appropriately funded.

Natural and semi natural green space

Quantity Standard

Existing level of provision	Recommended standard
2.8 hectares per 1,000 population	2.8 hectares per 1,000 population
Rationale	
The current total area of NSN space is equivalent to 2.8 hectares per 1,000 population. Generally, sites are spread evenly across the city, however, in the built up area, most sites are small so they will have limited potential to deliver public benefit. It also means there may be further locational deficiencies than the area immediately apparent from the application of catchment areas (see paragraphs on accessibility later in this section) The current level of quantitative provision in Brighton & Hove is relatively good for a predominantly urban area. Other comparable authorities such as Bristol (0.09 hectares/1,000) and York (1.61 hectares/1,000) have a generally lower level of provision, however, as explored above, there are few sizable NSN sites in the built up area, with the greater concentrations forming on the urban fringe. A key theme emerging from the consultation was support for more NSN space – with 58% of respondents supporting more provision. The support for The Downs was less unequivocal, although it is recognised that it is less feasible to ‘create’ more downland. For NSN green space, a standard has been recommended (derived from the local consultation) that will protect the current level of provision, but provide some flexibility to prioritise qualitative improvements to maintain high standards. Although the recommended local standard is the same as the current level of provision, and does not address the desire for more natural green space which emerged from the consultation, the recommended minimum standard will still require a significant increase in space in order to meet the minimum quantity standard. In the region of 125 hectares of NSN space would be required to maintain the current levels of provision for the projected 2026 population. It is understood that while the achievement of this standard in future years may be a demanding challenge, it is considered important to maintain current levels of satisfaction in open space provision and to encourage the protection of existing space. It is recognised that the Council does own significant portions of the surrounding countryside and that creative and innovative approaches to creating new NSN sites in the urban area must be sought.	

Accessibility Standard

Recommended standard
15 minute walk time (720 metres)
Rationale
There was a relatively even split between respondents who expected to be able to walk and those who expected to drive to reach NSN areas, indicating a realisation that the location of NSN space is not always viable within the immediate vicinity of urban areas. Ways of improving accessibility to The Downs by means other than the car should be explored. Natural green space within the urban area could conceivably have improved localised provision. The 75th percentile for walking is just over the 15 minute threshold. Setting the accessibility standard in accordance with the 75% level is in accordance with PPG17 guidance. Although an accessibility of 20 minutes walk can therefore be justified, particularly given the largely urban nature of Brighton & Hove, consultation with officers and other key interest groups highlighted the importance of residents have good access to NSN sites where possible. The standard of 15 minutes walk time (720 metres) is at the lower end of user expectations, ensuring a high level of satisfaction if it is achieved. It was also considered that adopting a more challenging accessibility standard would encourage the development of the Green Network, a key objective of the emerging LDF. It is also acknowledged that Natural England guidance recommends a 300 metre catchment. Although the accessibility standard may be difficult to achieve for sites above a certain size in some parts of the city, it is important to aim to achieve the standard. It is assumed that the quality standard may be prioritised in appropriate circumstances to ensure that sites are of a high quality, rather than delivering poor quality, small sites of limited value.

Quality Standard

Recommended standard
<i>Land where nature conservation is actively promoted, although other uses may also take place. Habitats and species of biodiversity value should be present. Links to other areas of nature conservation value via a green network is desirable. Management, including maintenance and ensuring accessibility, should be tailored to benefit biodiversity.</i> <i>An aspirational target is for information and signage to be made available to improve the public's awareness and understanding of nature conservation. Sites should be clean and litter free.</i> <i>Sites should be open to all and compliant with DDA accessibility guidance wherever possible and appropriate.</i> <i>The provision and quality of NSN sites should be in accordance with Natural England guidance, Chapter 7 of the Local Plan, and local Biodiversity Action Plans, as well as subsequent recommendations from the Core Strategy.</i>
Rationale
The standard recognises that although other uses might take place at NSN sites, the prioritisation of encouraging and developing biodiversity and ecological value should be guiding principles. The development of links between NSN sites, creating a Green Network, has been identified in the standard, reflecting feedback from Council officers and key groups such as Natural England, the Wildlife Advisory Group and the Sussex Wildlife Trust. The key qualitative needs identified through the public consultation process were for the ongoing protection of natural qualities, and maintaining clean and litter free sites, both of which are recognised. Better information and signage were also raised as desirable by the public and key groups. It is important that other guidance and standards, from a variety of local, regional and national sources are adopted to supplement this guidance, examples of these are reflected in the standard. It is acknowledged that the quality of The Downs particularly is of a high standard. It is important that this resource is maintained and protected. It is thought that in the case of The Downs, the need to prioritise the qualitative standard may be appropriate for this reason.

Recommendations

NSN 1	The quantity standard should be applied to all new developments in Brighton & Hove, with new NSN sites delivered in line with the standard and the additional population. Where the Council is satisfied it is not practicable to deliver the NSN standards requirements within a development site, then a S106 contribution should be sought which could be put towards additional off-site provision, qualitative improvements on existing sites or other appropriate innovative enhancements/provision. However, the quality of natural and semi natural spaces should not suffer in favour of meeting the quantity standard.
NSN 2	The quality standard should be achieved at all sites across the City. The quality of The Downs should be maintained to a standard expected of an AONB/potential National Park.
NSN 3	All new natural and semi-natural green spaces should be funded with a sinking fund to ensure that the necessary allowance for ongoing maintenance and replacement is made. Any potential S106 contributions should be calculated in accordance with this.
NSN 4	The delivery of good quality NSN sites should be informed by national best practice as well as local needs and targets, such as those in the Local Plan, Natural England guidance and various Biodiversity Action Plans.
NSN 5	Appropriate measures should be taken to ensure that NSN spaces are accessible on foot, as well as by cycle way and the public transport system.

Amenity green space

Quantity Standard

Existing level of provision	Recommended standard
0.59 hectares per 1,000 population	0.582 hectares per 1,000 population
Rationale	
The current total area of AGS space is 149 hectares, equivalent to 0.59 hectares per 1,000 population. Sites are generally spread evenly across the city. When compared with other local authorities, Brighton & Hove comes in the mid range, against examples such as Colchester (0.84 hectares/1,000); Wolverhampton (0.62 hectares/1,000); Stevenage (1.09 hectares/1,000); Chelmsford (0.74 hectares/1,000); Middlesbrough (0.65 hectares/1,000) Bristol (0.8 hectares/1,000) and Worthing (0.33 hectares/1,000). The public consultation revealed a mixed response to the current quantity of AGS in the City with 33% of the sample indicating that provision was 'about right' while 33% suggested there was 'not enough'. Although this might imply the need for additional AGS space, the current level of usage is not as reflective, with 66% of people using this typology less frequently than once a month and just 0.6% of respondents use AGS as their primary open space type. This suggests a strong preference for the use of alternative outdoor space where available. There can also be the potential for misunderstanding the nature and use of areas in this typology. We consider that some of the increases necessary in other typologies, such as children's play and outdoor sports, could be partially enabled by the redesignation of some parts of existing AGS. Alternatively AGS could be redesignated to address localised deficiencies in other typologies. A small decrease in the current level of AGS can facilitate significant improvements in other typologies with a minimum impact. A standard has been recommended (derived from the local consultation) that will prevent large scale loss of the current level of provision, but provide some flexibility to prioritise qualitative improvements and redesignation to other open space types. Although the recommended local standard is marginally lower than the current level of provision, it will still require an increase in space in future years to meet the minimum quantity standard. In the region of 23 hectares of AGS space would be required to meet the needs of the 2026 population (see Table 9.1 below).	

Accessibility Standard

Recommended standard
10 minute walk time (480 metres)
Rationale
There was a strong preference indicated for travel to AGS to be on foot, as would be expected for this typology. The 75th percentile for walking is between 10 and 15 minutes travel time. Setting the accessibility standard at the 75% level is in accordance with PPG17 guidance, in which case an accessibility of 15 minutes walk can be justified, however, the value of AGS is largely in its proximity to residential development. Consultation with officers and other key interest groups highlighted the need for residents to have easy access to AGS sites where possible. Although a larger accessibility catchment would provide the Council with greater flexibility in terms of striking a balance between qualitative and quantitative improvements, it was felt that adopting a more challenging accessibility standard was important to ensure that Brighton & Hove residents have good localised access to open space wherever possible. The standard of 10 minutes walk time (480 metres) is at the lower end of user expectations, which should ensure a high level of satisfaction if it is achieved.

Quality Standard

Recommended standard
<i>AGS should meet the casual recreational needs of the immediate community.</i> <i>A creative approach to provision should be sought, with an emphasis on provision of varied opportunities. On larger sites, informal play opportunities should be considered, as well as providing a variety of planting and landscaping.</i> <i>Sites should be clean, secure and safe with adequate lighting and CCTV where appropriate, with a suitable maintenance regime.</i>
Rationale
The standard recognises the need for AGS to effectively serve the casual recreational needs of a localised community. AGS can serve an important function in urban areas, breaking up the urban fabric. It is acknowledged that AGS fulfills a variety of functions and should be delivered in a flexible way which encourages use from multiple groups. Key issues to emerge from the public consultation have been addressed in this standard, notably the need for sites to be safe and secure, with appropriate features including adequate lighting and CCTV where appropriate. The visual value of AGS is reflected in the standard. The need to provide an element of creativity was raised as an objective by key groups and officers, either by planting or by landscaping, to avoid AGS in the city simply being patches of grass. The local consultation revealed that amenity green spaces are one of the least used types of open spaces in the area. This suggests that whilst areas serve an important visual purpose, they provide little recreational and usable functions for local areas. This is partly due to the small size of some sites and some being 'left over' spaces resulting from development. The importance of their visual amenity function further emphasises the need to ensure the quality of these sites. Provision of AGS needs to be considered in the context of other green spaces, particularly parks, to ensure that they are complimentary to the wider green space network and increasing their level of usage. For this reason, it is particularly important for larger sites to contain informal play opportunities and for smaller sites to provide visual amenity and promote a sense of local ownership.

Recommendations

AGS 1	In the short term, any additional space in excess of the standard requirements should be considered for redesignation to ‘children and young people’, to meet the shortfall in this typology in accordance with the recommended standard.
AGS 2	The quantity standard should be applied to all new developments in Brighton & Hove, with new AGS sites delivered in line with the standard and the additional population. Where the Council is satisfied it is not practicable to deliver the AGS standards requirements within a development site, then a S106 contribution should be sought which could be put towards additional off-site provision, qualitative improvements on existing sites or other appropriate innovative enhancements/provision. However, the quality of AGS should not suffer in favour of meeting the quantity standard.
AGS 3	The Council should aim to achieve the quality standard at all sites across the City. The standard should be applied to all new developments to ensure future spaces are of a high quality.
AGS 4	All new AGS should be funded with a sinking fund to ensure that the necessary allowance for ongoing maintenance and replacement is made. Any potential S106 contributions should be calculated in accordance with this.
AGS 5	Future population growth and development should be monitored to ensure that good access to AGS is maintained.
AGS 6	Appropriate measures should be taken to ensure that AGS is accessible on foot, as well as by cycle and the public transport system.

Outdoor sports facilities

Quantity Standard

Existing level of provision	Recommended standard
0.47 hectares per 1,000 population	0.47 hectares per 1,000 population
Rationale	
The current level of provision is equivalent to 0.47 hectares per 1,000 population, significantly lower than the NPFA's recommended national standard of 1.62 hectares per 1,000 and lower than neighbouring local authorities. Consultation with officers and the household and club surveys identified that quantitative shortcomings are a significant issue in Brighton & Hove and that there are shortages of a variety of facilities. However, the compact and dense nature of the city meant that delivery of additional outdoor sports facilities would be very hard to deliver. In this context, a standard has been recommended that seeks to maintain the current level of provision.	
Rationale	
It is felt qualitative improvements can increase the capacity and usage of current sites, and also that better use of some secondary school and university sites can be achieved. Additional consultation should inform where the demand exists for specific facilities, but in general terms, results from the public consultation suggest there is a need for more STPs, tennis courts and sports pitches. Sites are spread across the city. However the extent to which locational deficiencies may exist will be dependant on the specific location of each sports facility (illustrated through the application of the relevant accessibility catchment area). In order to meet the minimum quantity standard, 19.5 hectares of additional space would be required to 2026 (see Table 10.1)	

Accessibility Standard

Recommended standard
20 minute walk time (960 metres)
Rationale
The household survey respondents indicated a split in preferred modes and journey times, with a variation shown between how people would expect to access different facility types. For example, more respondents expected to drive to golf courses, than to visit sports pitches. The dominant response in terms of desired modes of transport was for facilities to be accessed on foot. The 75th percentile walk time is at the upper end of the 10-15 minute bracket. In compliance with the effort to encourage walking as part of an active lifestyle, we have recommended an accessibility standard which reflects this, and is also compliant with national accessibility standards, used by Sport England and the Audit Commission, hence the adoption of a 20 minute walk time. Although the standard is higher than the level suggested in the consultation, it is reflective of responses to the sports club survey, which highlighted that despite Brighton & Hove's urban nature, the vast majority of members still travel by car.

Quality Standard

Recommended standard
<i>Clean, litter-free sports facilities should be provided with appropriate, well-drained, well-maintained surfaces.</i> <i>Ancillary accommodation should include toilets, changing facilities, dog and litter bins and appropriate amenity and sports lighting.</i> <i>All sites should meet the minimum specifications of the appropriate National Governing Body of sport and meet Disability Discrimination Act guidance.</i>
Rationale
The public consultation has highlighted the quality of existing sites to be a significant issue with 23% of respondents identifying the quality as 'good', with 55% replying 'average' and 22% 'poor'. This represented the second worst response in qualitative terms, behind teenage facilities. It is considered that qualitative improvements are a priority for Brighton & Hove, and that where possible, existing sites should be improved to meet the quality standard. All new sites should also meet the quality standard. Other problem areas identified by the household survey, including poor lighting and dog bins have been identified for attention. Feedback on the quality of ancillary facilities and surfaces from the clubs survey has been addressed in the standard. The local standard reflects the aspiration to meet national standards as it is important that sports facilities are constructed to a specification and quality appropriate to their desired level of use. The standard also highlights the issue of providing access to sports facilities to people with disabilities.

Recommendations

OSF 1	The Council should explore the provision of additional adrenaline or less conventional sports facilities, such as climbing/bouldering, ultimate frisbee or skating.
OSF 2	The Council should explore the provision of additional STPs to lighten the load on natural grass pitches, particularly for training. Additional investment in the quality of natural grass pitches should be made.
OSF 3	Appropriate measures should be taken to ensure that outdoor sports facilities are accessible on foot, as well as by cycle and the public transport system.
OSF 4	All new sports facilities should be funded with a sinking fund to ensure that the necessary allowance for ongoing maintenance and replacement is made. Any potential S106 contributions should be calculated in accordance with this.
OSF 5	The quantity standard should be applied to all new developments in Brighton & Hove, with new outdoor sports facility sites delivered in line with the standard and the additional population.

	Where the Council is satisfied it is not practicable to deliver the outdoor sport facility standards requirements within a development site, then a S106 contribution should be sought which could be put towards additional off-site provision, qualitative improvements on existing sites or other appropriate innovative enhancements/provision. However, the quality of outdoor sports facilities should not suffer in favour of meeting the quantity standard.
OSF 6	The Council should explore partnership arrangements with secondary schools and universities, through secured community access and the Building Schools for the Future programme, to meet the future demand for outdoor sports.
OSF 7	The provision of MUGAs and other flexible sports facilities should be considered a priority. This might be achieved through the conversion and improvement of existing poor quality tennis courts, provided they retain the markings and nets for tennis.
OSF 8	The Council should ensure that all new sports facilities meet the quality standard. The Council should also work towards the implementation of improvements at all existing sites to comply with the quality standard.
OSF 9	The Council should undertake an outdoor sports facilities strategy, including a playing pitch assessment following Sport England guidelines, to more closely examine any accessibility shortfalls in specific facility types across the city.

Allotments

Quantity Standard

Existing level of provision (allotments only)	Recommended standard (allotments only)
0.23 hectares per 1,000 population	0.23 hectares per 1,000 population
Rationale	
The current level of provision is equivalent to 0.23 hectares per 1,000 population. Existing sites are spread across the City. However the extent to which locational deficiencies may exist will be dependant on the specific location of each allotment (illustrated through the application of the relevant accessibility buffer). The public consultation process has highlighted the desire for provision of allotments and a strong latent demand which is reflective of the high density nature of Brighton's urban environment, a lack of homes with private gardens, and seemingly, a population with an interest in maintaining allotments and growing home produce. In all, 44% of the respondents felt that there was underprovision of allotments – a high percentage when compared with other local authorities. Consultation with the Council's allotments team has shown there to be approximately 1,000 people on waiting lists – a very substantial number. In this instance, a standard has been recommended (derived from the local consultation) that seeks to encourage qualitative improvements. This is in line with public consultation, as well as the Council's objectives to improve sustainability. We have not recommended a quantitative increase at this time as there is considered to be the capacity on existing sites, provided a more comprehensive and appropriate management system can be put in place, such as halving the size of some existing plots to increase capacity. We consider that this approach should be explored and its efficacy monitored, subject to further review in coming years. The adoption of the recommended local standard will result in further space being required to accommodate future demand. In order to meet the minimum quantity standard, nine hectares of additional space would be required by 2027. It is likely that much of this space would be found from a reclassification of land on the City periphery.	

Accessibility Standard

Recommended standard
15 minute walk time (720m)
Rationale
As is often found with this typology, the household survey respondents indicated a split in preferred modes and journey times. While a significant portion responded that they would expect to walk to their nearest allotment (237 people) there is also a sizable number (152) who expected to drive – a reflection of the fact that equipment, materials and produce are often transported to and from allotments by car. In compliance with the effort to encourage walking as part of an active lifestyle, we have recommended setting an accessibility standard which reflects this. It is also reflective of the Council's wider objectives to encourage and support residents who wish to grow their own produce as part of its sustainability strategies. The public consultation process showed that there is a desire among Brighton & Hove residents to maintain allotment space, and a strong level of latent demand, so localised provision is important. As PPG17 guidance states that distance thresholds should be reflective of the maximum distance that typical users can reasonably be expected to travel, in this instance, the recommended accessibility level is lower than the consultation would necessitate, as the 75th percentile falls between 15 minutes and 20 minutes, so distance could theoretically be set at the upper end of this scale.

Quality Standard

Recommended standard
Allotments should feature appropriate facilities including a well maintained water supply, good quality soil, car parking/access and secure fencing. The Council aspires to meet national guidance on the provision of toilets, dip tanks and storage space, and enable the provision of an allotment holders' or members' office and organic recycling by individual plot holders, as well as provide good disability access on key sites across the city.
Rationale
The public consultation has not highlighted the quality of existing sites to be significant issue – 26% of respondents said quality was 'good', with 19% replying it was 'poor', whereas 54% stated the quality of allotments was 'average' – however, there is evidently room for improvement on certain sites. Provision of allotments is demand driven. However, in times when the wider health agenda is important, such sites need to be promoted. Good quality allotments with appropriate ancillary facilities that promote sustainable development will help attract more people to allotment sites and in turn make sure that the allotment sites within the City are being operated at capacity. The standard reflects the aspiration to meet national standards and recommendations where practical, and also highlights the issue of providing access to allotments to those with disabilities. It also aims to address the concerns voiced through consultation of site mismanagement, with the location of offices or administration facilities on appropriate sites.

Recommendations

ALL 1	The Council should develop an Allotments Strategy to address in detail the quantitative, qualitative and accessibility issues presented by this report.
ALL 2	Investigate opportunities on the urban fringe for the provision of new allotment sites to meet the future demand.
ALL 3	The Council should strive to achieve the quality vision at all sites across the City and replicate examples of good practice where possible.
ALL 4	All new allotments should be funded with a sinking fund to ensure that the necessary allowance for ongoing maintenance and replacement is made. Any potential S106 contributions should be calculated in accordance with this.
ALL 5	Implement more efficient management systems including the reduction of plot sizes on existing sites to accommodate demands for smaller plots to help more people access allotments.
ALL 6	The Council should explore the potential for locating at least one allotment or community garden in the Hove area. This should have both horticultural and aesthetic value, in keeping with its location.

ALL 7	The Council should locate at least one allotment area in deficient areas in both the Rottingdean and Woodingdean wards, potentially through the redesignation of an existing Amenity Green Space (AGS) site. These locations may also be suitable for a more substantial urban fringe site.
ALL8	The quantity standard should be applied to all new developments in Brighton & Hove, with new allotment space delivered in line with the standard and the additional population. Where the Council is satisfied it is not practicable to deliver the allotment standards requirements within a development site, then a S106 contribution should be sought which could be put towards additional off-site provision, qualitative improvements on existing sites or other appropriate innovative enhancements/provision. However, the quality of allotment space should not suffer in favour of meeting the quantity standard.
ALL 9	Appropriate measures should be taken to ensure that allotments are accessible on foot, as well as by cycle and the public transport system.

Cemeteries and churchyards

Quantity standard

Existing level of provision	Recommended standard
No local standard to be set	
Justification	
No quantity standard has been set in line with PPG17 guidance. The appropriate level of provision should be calculated taking into account population estimates, birth and death rates. This does not equate to a standard measurable in hectares per 1,000 population.	

Accessibility standard

Recommended standard
No local standard to be set
Justification
There is no realistic requirement to set catchments for such typologies as they cannot easily be influenced through planning policy and implementation.

Quality Standard

Recommended standard
<i>Sites should provide areas of quiet contemplation with the opportunity to enhance biodiversity by formulating a conservation management plan.</i> <i>Cemeteries should be well kept, with a variety of planting and trees to avoid monotony and attention given to the inspection, care and maintenance of all memorials including historic monuments.</i> <i>Ancillary facilities should include even and well-maintained paths and seating, in compliance with the Disability Discrimination Act, together with water taps, litter bins and seats.</i> <i>Organisations responsible for churchyards will be encouraged and supported by the Council to meet this standard to ensure a high quality of sites across the City.</i>
Rationale
It is essential that sites be regularly maintained with clear footpaths and due consideration for those with accessibility issues, so as to increase the ease of access and safety for those who visit the sites. It is important that good practice is promoted throughout the City, even in sites not managed by the Council. The historical significance of many cemeteries and churchyards should be respected and protected.

Recommendations

CC1	Stakeholders should recognise and promote the nature conservation value of closed cemeteries and churchyards and work towards more awareness of ecological management of cemeteries and churchyards.
CC2	The Council should work in partnership with other providers (e.g. the Churches, Friends of Church Groups) to improve and maintain the quality of closed cemeteries and churchyards in line with the quality vision.
CC3	The Council should produce a standard management plan for closed cemeteries and churchyards to ensure that the good quality and accessibility of these sites is maintained. The action plan should consider the likely implications of the future projected population growth on the requirements for burial grounds.
CC4	The Council should explore the development of further environmentally sensitive (woodland) burial sites which have a high ecological value and require less rigid management than conventional cemeteries.
CC5	Appropriate measures should be taken to ensure that cemeteries and churchyards spaces are accessible on foot, as well as by cycle and the public transport system.

Seafront and civic spaces

Beach quality standard

Recommended standard
<i>The beach should be kept clean, litter-free, safe and well presented, with suitable provision of toilets and seating.</i> <i>Management and maintenance processes should be in place to ensure issues are dealt with promptly and effectively.</i> <i>It is an aspiration that the beach achieves a higher biodiversity value, where appropriate, with the principles of Blue Flag status providing future goals.</i> <i>The beach will be managed in a sensitive way which recognises its cultural and historical significance to the City of Brighton & Hove.</i>
Rationale
The quality standard reflects the feedback from consultation with the public, key interest groups and Council officers, all of whom have acknowledged the importance of prioritising the quality of the seafront as one of the City's major assets and a key part of its cultural and social history. The management of the beach should be undertaken in a smooth and efficient way, dealing quickly with issues as and when they arrive and ensuring a continual process of renewal and improvement. It is recognised that in places the beach has a low biodiversity value, and it is an aspiration that this be improved in appropriate places, where it does not come into conflict with the need to attract usage. The priority factors highlighted by the public consultation for providing a good quality environment are reflected above – clean, litter-free, well presented and safe, along with toilets and seating. While two sites have achieved Blue Flag status, it is not necessarily appropriate for this standard to be sought for the entire stretch of coast in the authority, but the principles offer a pathway for ongoing improvement and development.

Civic spaces (including the seafront) quality standard

Recommended standard
<i>Civic spaces, including the seafront, should be provided in an accessible and inviting way to encourage usage. On new sites, a creative approach to urban landscaping should be adopted, to avoid being bland and uninteresting.</i> <i>Spaces should be flexibly designed in accordance with the Disability Discrimination Act, with a programme of usage established to ensure maximum civic value is obtained.</i> <i>Consideration should be given to the aesthetic value of sites, taking account of its location, local architecture and the needs of the community.</i> <i>Ancillary facilities, including seating, toilets and litter bins, along with management and CCTV should be provided where appropriate.</i>
Rationale
The quality standard reflects the priority factors highlighted by the public consultation for providing a good quality environment are reflected above – clean, litter-free, well presented and safe, along with toilets and seating. It also respects the need for future civic spaces to be creative and interesting, while at the same time, complimenting and reflecting their surroundings. The aim is for the delivery of well-designed, flexible spaces which will attract usage. A key consideration from consultation is for civic spaces to be effectively managed to ensure that a variety of user groups' needs can be met, and for programming to enhance the appeal and value of these areas – for public performances, presentations and so on.

Recommendations

SEA 1	A consistently high standard of seafront should be provided. Sites identified in the assessment process as poor may be prioritised, with Rottingdean identified as being in particular need of improvement.
SEA 2	The seafront should effectively cater for the demands of different user groups. There should be a focus on better management of the conflict between cyclists and pedestrians.
SEA 3	Appropriate measures should be taken to ensure that the seafront is accessible on foot, as well as by cycle way and the public transport system.
SEA 4	The beach and seafront should be protected, with the resistance of any development which entails the loss or detrimental impact upon the beach, due to the high value of this space for encouraging a variety of activities and pursuits.
CIV 1	The Council should enforce the provision of the quality standard at all future civic spaces which are developed as part of wider urban development and explore the improvement of current sites to meet the standard.

Developer contributions

DC1	Ensure contributions are sought towards the full range of open space, sport and recreation typologies – including indoor sport facilities.
DC 2	The Council should continue to base the nature and scale of contributions on the size of development and the impact on open space, sport and recreation provision. No evidence is available to suggest that requiring contributions for minor schemes will make development unviable, and the cumulative impact of small proposals not contributing to open space can be detrimental to the achievement of sustainable communities. Therefore the Council should seek contributions from all residential developments that increase the demand for open space, sport and recreation facilities.
DC 3	Regarding non-residential developments, it is recommended that the Council seek contributions to public open space provision from all applications for business development. Commercial developments put pressure on existing recreational facilities at lunchtime and after work. Users of these areas are not always residents of the Borough and additional burdens are put on Borough resources as a result. Assuming that the workers commute a distance which is greater than the accessibility standards in this PPG17 assessment, then they will contribute towards an increased level of demand on existing provision within that locality.
DC 4	The section makes recommendations for minimum size thresholds. This is necessary to ensure the provision of useable areas of open space that can be easily and economically maintained. Open space should not normally be provided on site if the levels required fall below the minimum size standards.
DC 5	Off site contributions should be derived from standardised open space costings. This ensures that the Council is being transparent about its methodology and should aid in the negotiation process. More generally, it is important to note that the provision standards are only the starting point in negotiations and high quality environments will not result simply from applying them in a mechanical way. This is why it is desirable also to complement provision standards with design guidance that concentrate on effective place making.