



Open Space Study Update



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A report by JPC Strategic Planning & Leisure Ltd



CONTENTS

	Page(s)
1.0 Introduction and Background	2 - 5
2.0 Methodology	5 - 17
3.0 Findings of the Study	17 - 34
4.0 Summary and Recommendations	35 - 37

Appendices

Appendix 1	Scoring criteria
Appendix 2	Desktop maps
Appendix 3	Quantity maps
Appendix 4	Access maps
Appendix 5	Non BHCC open space maps
Appendix 6	Audit database summary results

1.0 INTRODUCTION & BACKGROUND

1.1 Introduction

This report has been written by JPC Strategic Planning & Leisure Ltd on behalf of Brighton & Hove city council. The report sets out the methodology and findings of a study into open space within the City. The study provides further information and evidence to a previous open space, sport and recreation facilities study delivered in 2008.

This report includes the following key sections:

- Background, Purpose and Scope of the study;
- Methodology;
- Findings of the study;
- Summary and Recommendations.

1.2 Background

The 2008 Open Space, Sport and Recreation Study was undertaken by consultants PMP to provide baseline information and to accord with the requirements of Planning Policy Guidance Note 17 (July 2002). The study checked and applied the open space audit of 1500 sites that was prepared by the council. The overall finding of the study was that the existing level of provision should be maintained per head of population and as such there was no case for open spaces to be re-developed for other uses. No surplus space was identified and in view of the predicted increase in population, an additional 215 hectares of open space would be required by 2026 to meet the recommended standards. The quality assessment of sites within the study was general and did not cover every site, however in view of the lack of surplus this was not felt to be critical.

The 'citywide' blanket approach to resisting the loss of open space was not well received by the Planning Inspectorate especially when a 5 year supply of identified housing land could not be demonstrated. Some open space sites gained planning permission for residential development at appeal. In addition to this, advice from the Planning Inspector at the exploratory meeting into the Core Strategy on 20 May 2010 indicated further evidence was required to support the council's approach to land supply for new housing. This created the need to undertake more detailed assessment of open space. The Core Strategy was suspended to enable the additional evidence to be produced for consideration. This report was prepared when the city council was still within

the official Examination period of the Core Strategy. It is important to note that after the exploratory meeting and during the preparation of this report the new coalition government confirmed its intention to abolish Regional Spatial Strategies and the associated housing targets.

In the context of the need to identify housing land through the Strategic Housing Land Availability Assessment (SHLAA), the city council considered that some "low quality" open space would need to be included within the assessment. Should loss of open space be inevitable then it is felt this should be set within a planned strategic approach that reflects the city's open space offer rather than on an ad hoc basis.

1.3 Purpose of the study

The council is looking for evidence that can be used:

- in the development of policy including at future examinations into policy documents;
- in Planning Appeals;
- as initial data to inform future open space/sport strategies.

The purpose of this study is:

- to provide further analysis of the open space, sport and recreation study in the light of emerging practice;
- develop a scoring system to assess the offer of open space, and then apply this to non BHCC sites.

The study includes an assessment of 441 sites mapped as open space by the council which, according to the records readily available through planning, are recorded as falling outside the ownership and thus direct control of Brighton & Hove City Council. These sites are referred to as 'non BHCC open spaces' throughout the study.

1.4 Scope of the study

The aim of the study is to provide a robust and comprehensive scoring system for Brighton & Hove's open spaces and the ranking of non local authority open spaces which includes the following steps:

- Reconsider the practicality and verify the appropriateness of the local open space standards as recommended within the Open Space, Sport and Recreation Study, in terms of quantity, quality, accessibility/distance thresholds and, if necessary, recommend other 'creative' standards to supplement or replace.
- Devise and recommend a scoring/ranking system for open space to enable the ranking of sites in terms of their offer to the public and priority for open space use (not necessarily the current use). This must take account of the emerging work on the city's Sites of Nature Conservation Importance and should complement the subsequent findings or inform them as considered appropriate by the council.
- Apply the recommended scoring/ranking system to all non local authority owned open spaces contained within the open space audit. With the expectation that low scoring sites will subsequently be included in the SHLAA. The resulting scores should be shown clearly in a table and mapped on GIS.

1.5 Study constraints

Timetable

The study was delivered within a very tight timetable, principally driven by a need to provide information for the SHLAA and a Procedural Meeting with the Core Strategy Planning Inspector which was to take place in November 2010 (but subsequently postponed until January 2011). The initiation meeting for the study was held on the 17 September and initial site audits and draft results presented on the 12 October 2010. This timetable meant that engagement with key stakeholders over the methodology could not take place before the initial deadline. However, stakeholders attended a meeting on the 4 November 2010 to 'review' the methodology and consider how it could be rolled out to all open spaces in the future.

Non BHCC open spaces

The term 'non BHCC open spaces' has been used to refer to the open spaces to which the scoring assessment has been applied within this study. These open spaces were identified from records readily available through planning as sites falling outside the ownership and/or direct responsibility of Brighton & Hove City Council. In general, where there was doubt the site was surveyed. As a result the sites surveyed comprise of a range of sites in various ownership, which includes private individuals, sports clubs, NHS, education institutes etc. It is important to note that this study should not be used as a definitive record of site ownership.

2.0 METHODOLOGY

This section sets out the methodology that was used within the study, it considers the development of the scoring system and the analysis of existing open space standards.

2.1 Summary of the scoring system

The scoring system was developed by the consultants leading the study, drawing on discussions with the council, previous experience and good practice from green flag and Cabe space. This information was used to develop a series of scoring criteria which would assess the overall 'offer' of open space. The assessment goes beyond a simple quality audit, and is designed to have a more holistic view on the existing and potential offer the open space makes. To achieve this, the audit methodology considers both existing and potential against a range of quality criteria, aswell as assessing the existing and potential value.

Ideally, the scoring system would have been developed through a series of workshops held with key stakeholders to determine priorities, however, the very tight timetable of this study did not allow this. The scoring system used a combination of field survey and desktop analysis as outlined below (full details are outlined in appendix 1).

2.1.1 Field survey criteria

Access

1. Access to the site - is it easy to get to by road system and other accesses.
2. Public access within the site.

Welcoming

- 3. Welcoming. Entrances attractive and welcoming and well maintained, visible.
- 4. Ambiance. Rating as an attractive place to be.

Design

- 5. Design. Is its design appropriate to its use.
- 6. Design. Contribution to look of the neighbourhood.

Management & Maintenance

- 7. Condition - general. General 'cared for' appearance.
- 8. Furniture - litter bins, seats, signs, lights. Provision and maintenance.
- 9. Soft landscape. Provision and maintenance of soft landscape features.
- 10. Hard landscape. Provision and maintenance of hard landscape features.
- 11. Buildings. Provision and maintenance of built facilities.
- 12. Litter. Is there litter on site - could it be improved?
- 13. Dog Fouling. Is there dog fouling on site - could it be improved?

Healthy safe and secure

- 14. Safety - Design. Does the site feel safe - could better design improve feeling of safety?
- 15. Safety - Vandalism. Is there evidence of vandalism and other anti-social behaviour - could it be made better?

Value

- 16. Value for formal recreation. Value of site for formal sporting activity
- 17. Value for informal recreation
- 18. Value to green infrastructure. Value as part of the GI network - is it linked to nearby sites? Value of site for informal recreational activity
- 19. Value for Biodiversity. Value of site for biodiversity.
- 20. Historic Value. Value for heritage/historic purposes.
- 21. Community Value. Value to act as a facility for use by the community.
- 22. Economic Value. Does the site contribute to the economy of City.
- 23. Value for Education. Does the site contribute to education.
- 24. Value for Play. Does the site have any value for play.

Together, this range of criteria combine to assess the overall ‘offer’ of an open space, so whilst the audit database can be used to look at individual scores and issues for any one site, the scores combined reflect the overall offer of the site. This ‘offer’ is further analysed by considering a sites potential, as outlined below. This technique of considering individual scoring criteria, the sites potential, and an overall score for existing and potential quality is a very robust method of site assessment. It goes a step further than scoring quality, to scoring the overall offer of an open space as it functions now, and considering its potential to function as open space in the future.

2.1.2 Field survey scoring

For each category, scores were given from 0-5 as follows:

0: not applicable	1: Very Poor	2: Poor	3: Moderate	4: Good	5: Very Good
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Each category was also given a ‘potential to improve score’ using the same scoring system. This considered the sites potential under each category, and is very much the driver for assessing its future potential to function as open space. The resulting figures give a total score and a total potential to improve score, which in turn identifies a ‘gap’ between existing quality and potential quality. These scores are also represented as averages.

The field audit resulted in the calculation of the following scores:

- Existing total field score
- Potential total field score
- Gap field score
- Existing average field score
- Potential average field score
- Gap average field score

2.1.3 Desk top assessment criteria

In addition to the field audit, several criteria were considered to be included in a desktop assessment. Whilst many criteria were considered, the following were deemed to have the most significance in assessing the overall offer of the open space:

25. Proximity to other open space. If the open space is lost, can other open spaces nearby meet the function?

26. Indices of deprivation. Ward Rank

27. Designation/ Protection, including sites designated as Local Nature Reserve (LNR), Archaeologically Sensitive Area (ASA), Park and Garden (P&G), National Nature Reserve (NNR), Conservation area, Site of Special Scientific Interest (SSSI), Site of Nature Conservation Interest (SNCI), Regionally Important Geographical Sites (RIGS), National Park.

2.1.4 Other criteria

In developing the quality audit criteria, discussions were held around the opportunity for using the audit database to record 'other criteria'. This included gathering information on planning history; whether the site was in the curtilage of a listed building or within the setting of a listed building; recording if the site was previously or currently allocated for development; the level of provision e.g. local, serves the wider cluster area, citywide, sub regional provision etc.

Whilst this data would be of value in terms of data and records management in the long term, it was agreed that gathering this data would potentially be time consuming, and not essential for the purpose of this study, as such the data has not been gathered within this study, but is an aspiration to collect in the future.

2.1.5 Desk top assessment scoring

For each category, different scores were given depending on the nature of the criteria. The same principles were used as for the field audit - the greater the significance of the issue, the higher the score given. Potential scores were not given for the desk top assessment. (See appendix 1 for details of the scoring). Each non BHCC site was then assessed against each of the criteria and a score given. The total of each of the scores was given and an average score also calculated.

2.1.6 Ranking

The average scores from the field audit and desktop assessment were used to develop a ranking system to represent the existing and potential offer of an open space. This scoring system is bespoke to Brighton & Hove, and has only been applied to non BHCC sites included within this study. However, the ranking system would equally apply to scoring BHCC sites, if the audit was decided to be rolled out.

In developing this methodology, it was important to ensure that average scores were used rather than total scores. Total scores can give a bias towards sites which have lots of facilities, as they score in more categories. Some sites have several categories

which are not applicable, so cannot score as highly. In working out the average scores, the total score was divided by the number of criteria given a score of 1 or more. This then gives all sites an equal chance of scoring using an average count.

The average field scores and desktop scores were used to rank sites as follows:

- 1) **Existing rank** = Average field score + Average desktop score. The range of average field scores is from 0 - 5, and the range of average desktop scores is from 0 - 3. Therefore, the combined score range is 0 - 8, split as follows (using this scoring system sites cannot score below 1, unless all scores are not applicable).

- A = score ≥ 7 but ≤ 8
- B = score ≥ 6 but < 7
- C = score ≥ 5 but < 6
- D = score ≥ 4 but < 5
- E = score ≥ 3 but < 4
- F = score ≥ 2 but < 3
- G = score ≥ 1 but < 2

Symbols:

$\geq$ greater than or equal to
 $\leq$ equal to or less than
 $<$ less than
 $>$ greater than

Using this ranking system, the highest quality sites are ranked A, and the poorest sites ranked G.

- 2) **Site Potential** = average gap score. This has been used to assess a sites 'potential', measuring the gap between the existing offer and its potential offer. Where A has the most potential and G has the least potential, as follows:

- A = score ≥ 1.2
- B = score ≥ 1.0 but < 1.2
- C = score ≥ 0.8 but < 1.0
- D = score ≥ 0.6 but < 0.8
- E = score ≥ 0.4 but < 0.6
- F = score ≥ 0.2 but < 0.4
- G = score ≥ 0 but < 0.2

2.2 Field audit methodology

2.2.1 Preparation and mapping

The council provided a 'non BHCC open space layer' which included 558 entries. This data was analysed, and a number of anomalies identified which are a result of the way in which the GIS data was captured, mainly relating to certain sites being captured as multiple polygons. For ease of data management, these multiple polygons were merged as one where they formed part of the same site. As a result, the final layer includes 441 separate sites, which were included within the audit.

Where sites were identified as being 'multi-functional', for example an area of woodland within an amenity space, they were mapped as separate shapes. The primary typology was given the prefix '_p' (parent), whilst the sub typology was given the prefix '_c' (child).

Maps were then produced of each ward and given to individual site surveyors.

2.2.2 Site visits

The field audit was carried out by 5 experienced site surveyors which was necessary to deliver the project on time. To ensure a level of consistency in survey approach and methodology the survey team met prior to carrying out the audit to go through the audit form together and discuss how the audit criteria should be applied. Once the audit had been completed, the team met to go through any issues and anomalies which arose from the audit, and to try and eliminate any inconsistencies. The quality audit forms were taken on site and completed on paper, then transferred to the master database in the office. Photos were also taken of each site.

2.2.3 Constraints

Ideally, an audit of this size is carried out by 2 or 3 people, which helps with consistency, however, the tight time table meant a larger team was required to deliver on time. It must also be noted that audits of this nature can be subjective and influenced by the weather, time of year and even the mood of the surveyor on the day. Every effort has been made to eliminate inconsistencies, however, inevitably a small number of sites may have been interpreted differently. We believe the methodology and approach to ensuring consistency is robust and that the results form a sound basis for decision making and analysis.

2.3 Desktop audit methodology

The desktop audit used GIS to analyse each of the assessment criteria. A GIS map layer was produced for each of the criteria and this was overlaid on the open space layer. Maps are shown as follows:

- Appendix 2 shows the general map layers across the City (wards, sub areas, population statistics, Indices of Multiple Deprivation etc);
- Appendix 3 shows the maps showing quantity by ward;
- Appendix 4 shows the access maps;
- Appendix 5 shows maps of non BHCC open space included within the audit.

2.4 Methodology: Analysis of open space standards

2.4.1 Existing standards

The 2008 study recommended a number of standards for the provision of open space. The analysis in this study considers the quantitative and access analysis. The standards are summarised below:

Typology	Quantity Standard (ha/1000)	Access Standard
Allotments and Urban Farms	0.23	720m (15 Minutes walk time)
Amenity Greenspace	0.582	480m (10 minutes walk time)
Children and Young People	0.055	720m (15 Minutes walk time)
Natural and Semi Natural Urban Greenspace	2.8	720m (15 Minutes walk time)
Outdoor Sports Facilities	0.47	960m (20 minutes walk time)
Parks and Gardens	0.92	720m (15 Minutes walk time)

Typologies that have been mapped, but have no recommended standards are:

- Cemeteries
- Churchyards

- Civic Spaces
- Community Gardens
- Countryside
- Golf Course
- Green Corridor
- Privately Owned Parks and Gardens
- Race Course
- School Grounds and Sports Pitches

2.4.2 Applying the Quantity standards

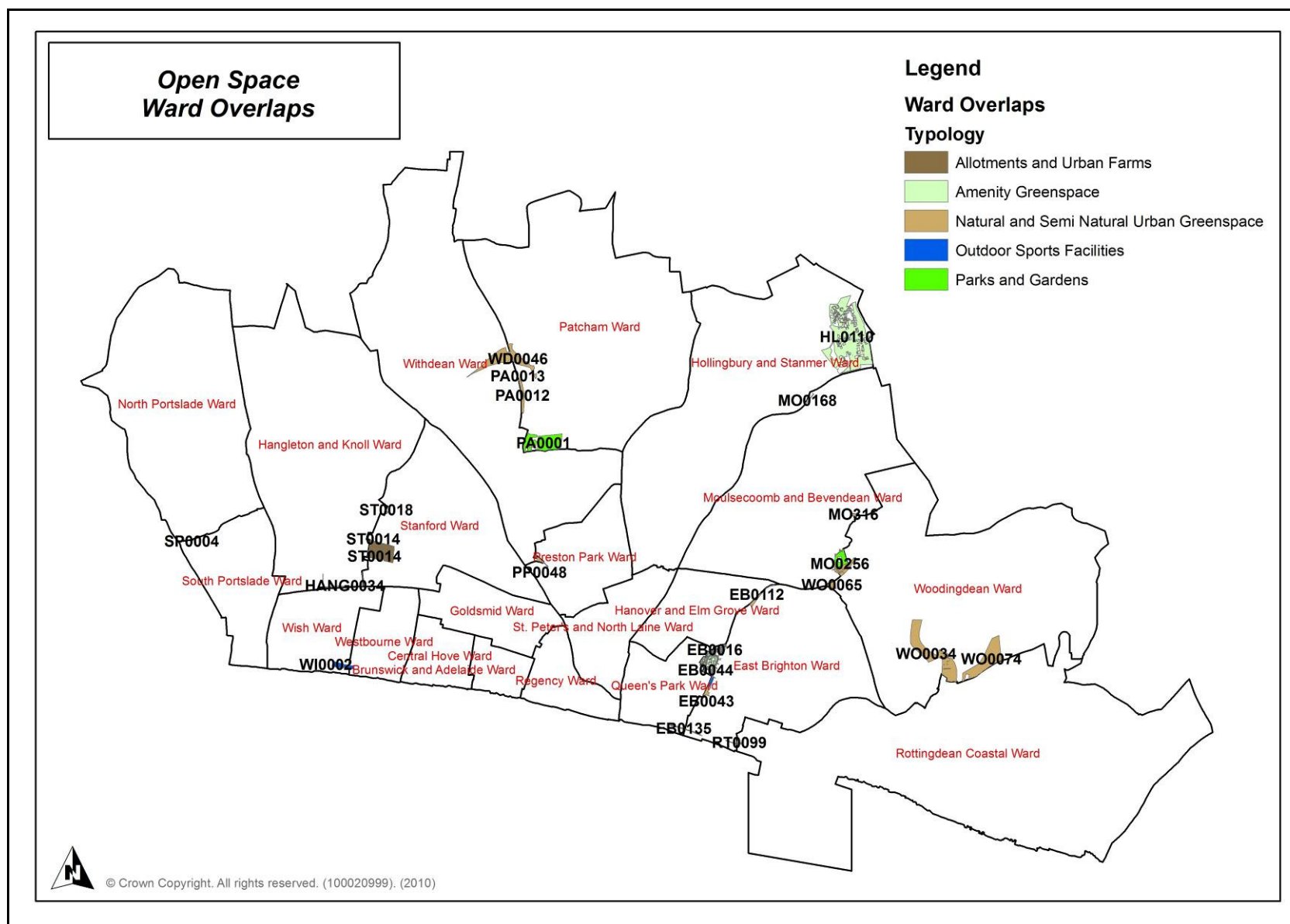
The 2008 study applied the quantity standards across the whole of the Brighton & Hove area, however, it did not include local analysis which was noted by the Planning Inspectorate and is therefore a key requirement of this update study. In order to carry out this analysis, the existing open space layer was used along with the existing standards. Analysis took place at ward level and sub area level (see appendix 3). For each of the typologies with a standard, the existing quantity of open space was compared with the required quantity of open space against the standard. Analysis includes a number of measurements, as follows:

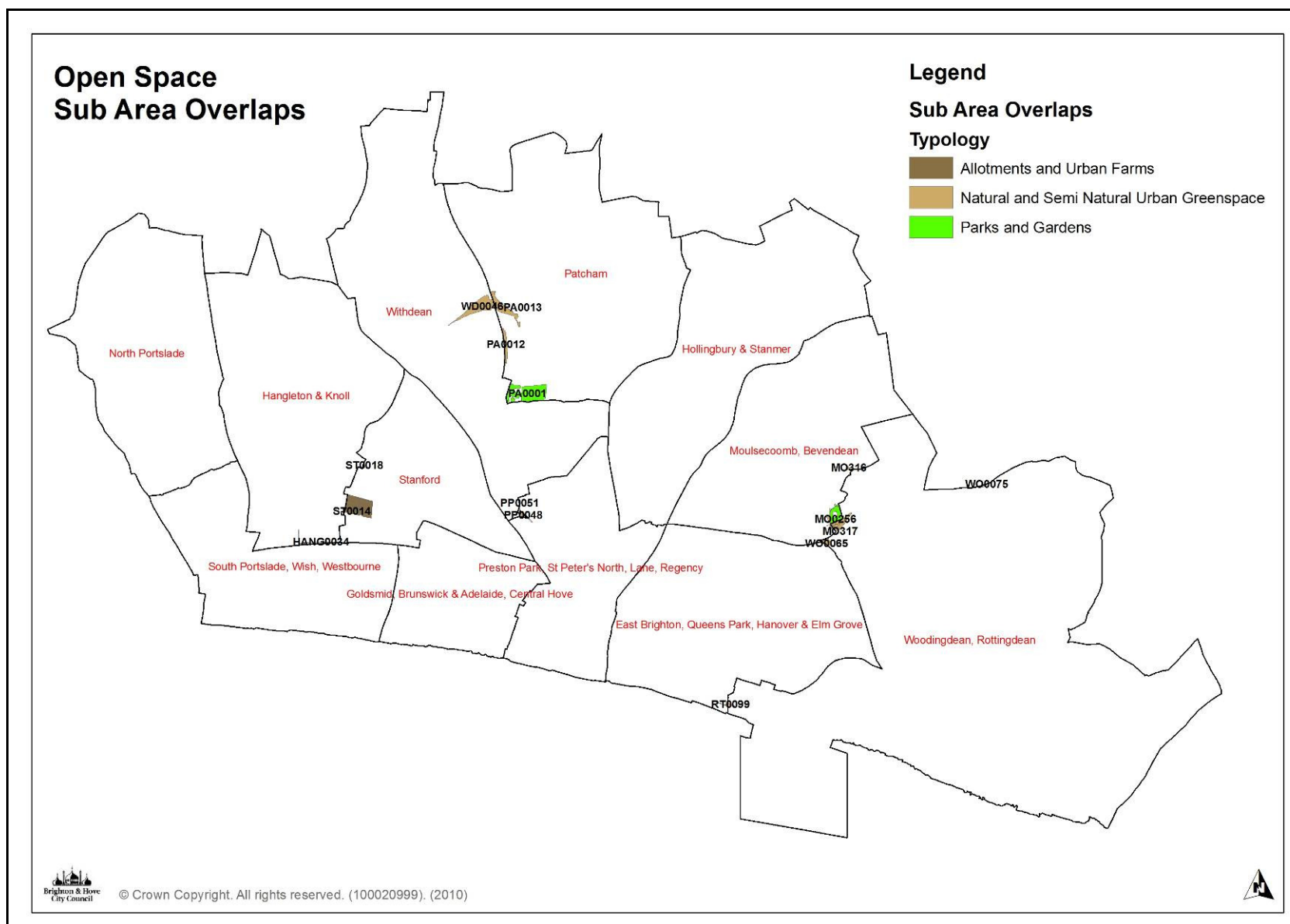
- Existing quantity of open space (hectares)
- Existing quantity of open space (hectares/1000 population)
- Required quantity of open space (hectares)
- Required quantity of open space (hectares/1000 population)
- Supply of open space (hectares)
- Supply of open space (hectares/1000 population)

The assessment of hectares/1000 population used the 2007 ward population estimates, from the Office for National Statistics (ONS). The total population for 2007 is estimated at 235,492. Analysis has also taken place using the ONS estimated population for 2030, which was taken from the most recent ONS forecast from 2008 (these became available later on in the study timetable). The total population for 2030 is estimated at 286,100. (This estimated future population supersedes the figures that were used for the 2008 PMP study. This used the figures available at the time, taken from the 2004 estimates which were only available to 2026. The total population estimated for 2026 was estimated at 295,700). For each ward and sub area, a table

showing the above statistics, and a map showing provision of open space has been produced using the 2007 population statistics and the predicted 2030 statistics (appendix 3).

One important factor to consider in the local analysis of open space is the issue of open spaces that cross boundaries (wards or sub areas). This is particularly the case with larger open spaces which may span two boundaries. The quantity of these open spaces will be counted in each ward they cross over. This needs to be considered when looking at the quantitative analysis. To facilitate this, maps showing the sites that cross boundaries at ward level and sub area level are shown below. From these maps it can be seen that at ward level, there are 24 sites which overlap wards and 15 sites which overlap sub areas, the impact of this is minimal as the quantity analysis is based on 1872 sites. This equates to a 1.2% discrepancy, which is very minimal in the scale of the overall assessment.





2.4.3 Applying the access standards

The 2008 study used straight line distances and walk times for each of the typologies with an access standard. The maps produced from this were considered to be quite basic, as such, this study has added extra analysis, considering three additional factors:

- Existing access barriers, such as major road and railways which could affect peoples ability to access an open space;
- Analysis of sites considered to be publicly accessible (as recorded in the council's GIS records);
- Minimum site sizes for each typology.

This is further explained in section 3.3. A series of maps showing the access analysis are presented in appendix 4.

2.4.4 Are the recommended standards 'appropriate'

General approach

Part of the brief for this study, was to assess the open space standards proposed within the 2008 study. The 2008 study only considered the application of the standards at a city wide level, this was driven by the nature of the area, being a compact city with a good public transport network. For Brighton and Hove, this is particularly relevant when compared with many other authorities, especially those that are rural in nature with clear separation between villages and towns that have different access to facilities.

Quantity standards

This recent study, has added a further level of localised analysis, which has highlighted a lot of variation in the quantity provision across the city when analysed by ward or sub area. So whilst the localised analysis, suggests some of the quantity standards are unachievable in certain parts of the city, this needs to be considered in context with the compact nature of the city and the overall provision at a city wide level. Therefore, it is recommended that no further adjustment to the existing quantity standards should be considered.

Access standards

The proposed access standards in the 2008 study are based on local need and evidence. This study, has taken the access analysis a step further (as outlined above), and it is felt that this additional analysis adds a further layer of robustness to the 2008 study.

Using the analysis in this study

The localised quantity assessment, and the more detailed access analysis presented in this study, can be used to seek innovative ways to give people in areas with deficiencies access to the open spaces in areas of good supply. This challenge will be further highlighted with the proposed increase in population, putting further pressure on existing facilities, and increasing the level of deficiency in certain areas, as highlighted in the quantitative analysis above.

3.0 FINDINGS OF THE STUDY

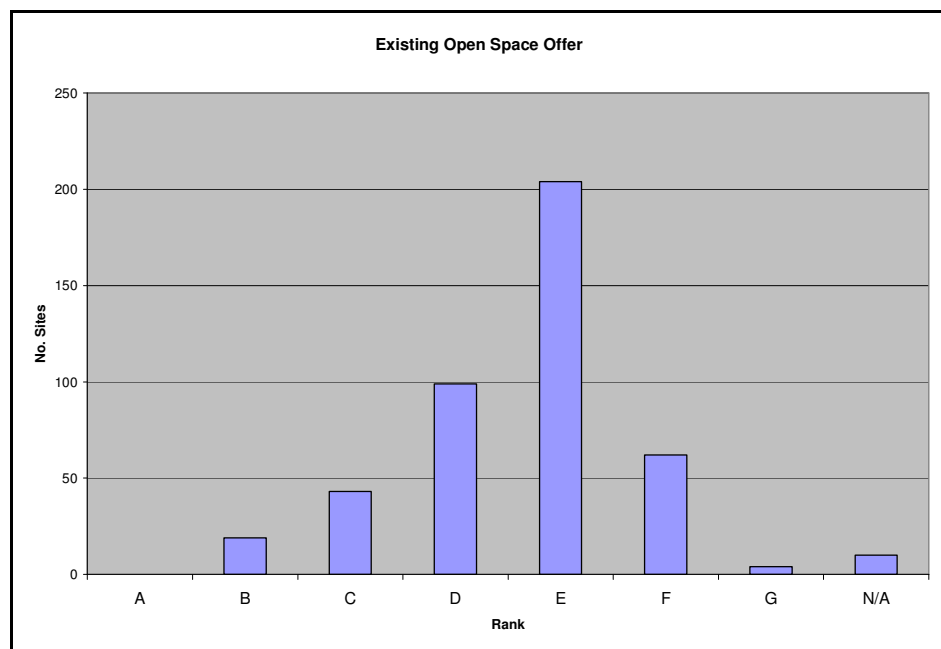
This section presents and analyses the findings of the study, including the assessment of the current and potential offer of open spaces, and the quantitative and access analysis of open space provision.

3.1 Existing and future offer of open space

The audit included 441 non BHCC open spaces. The scoring criteria is outlined in section 2.1 and appendix 1. Each site has its own data entry in the audit database (appendix 6). The following sections provide a summary of the existing and potential offer of open spaces included within the audit, looking at the rank scores for both.

3.1.1 Existing rank scores

The existing rank scores are the total of the average field score and the average desktop score. Scores have been ranked, using the ranking where A has the highest offer and G had the lowest. Map 1 shows the ranks for each site (this map is meant to be indicative, as the audit database should be used to determine individual site ranks). The following scores were achieved across 441 sites:

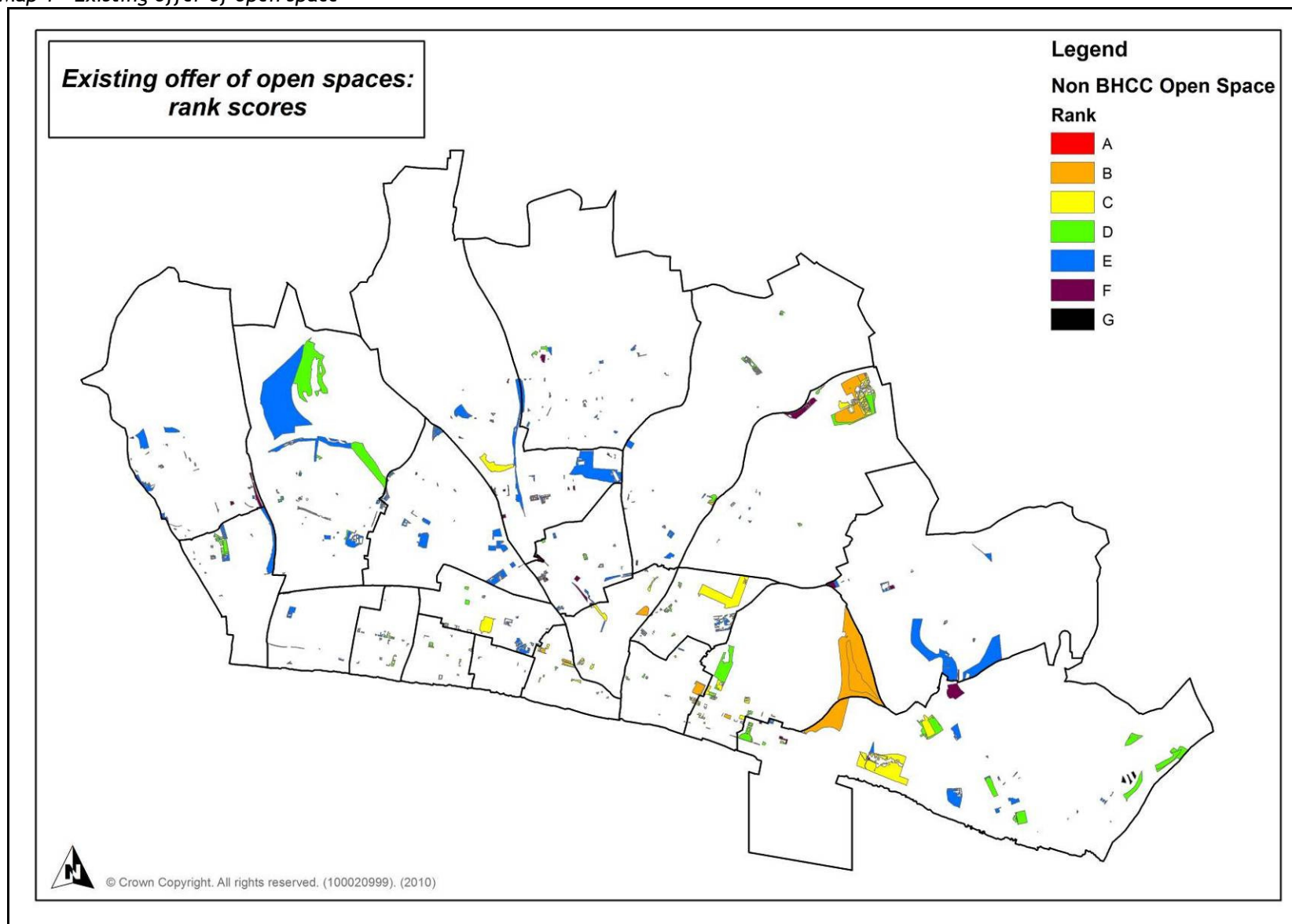


Rank	Interpretation of rank
A = score $\geq 7, < 8$	Very good site offering very high quality open space. Unlikely that much more could be done to improve the offer.
B = score $\geq 6, < 7$	Good site offering high quality open space, little extra needed to improve the overall offer.
C = score $\geq 5, < 6$	Above average site, functioning quite well as an open space, likely that some improvements would be required to improve the offer.
D = score $\geq 4, < 5$	Average site, providing some offer as an open space, but would need further improvement to up the offer.
E = score $\geq 3, < 4$	Below average site, the overall offer as an open space is limited, likely that improvements would be required, but improvements are achievable
F = score $\geq 2, < 3$	Poor site, offering very little as an open space, improvements likely if offer to be improved, may not have much potential as an open space
G = score $\geq 1, < 2$	Very poor site, currently offering very little as an open space, significant improvements would be required to improve the offer, if possible at all.

No sites were ranked as very good (A), just over 50 ranked good or above average (B,C), whilst 100 sites ranked as average (D). The highest number of sites, just over 200 ranked below average (E), with just over 50 ranking as poor (F), and only 4 ranked as very poor (g).

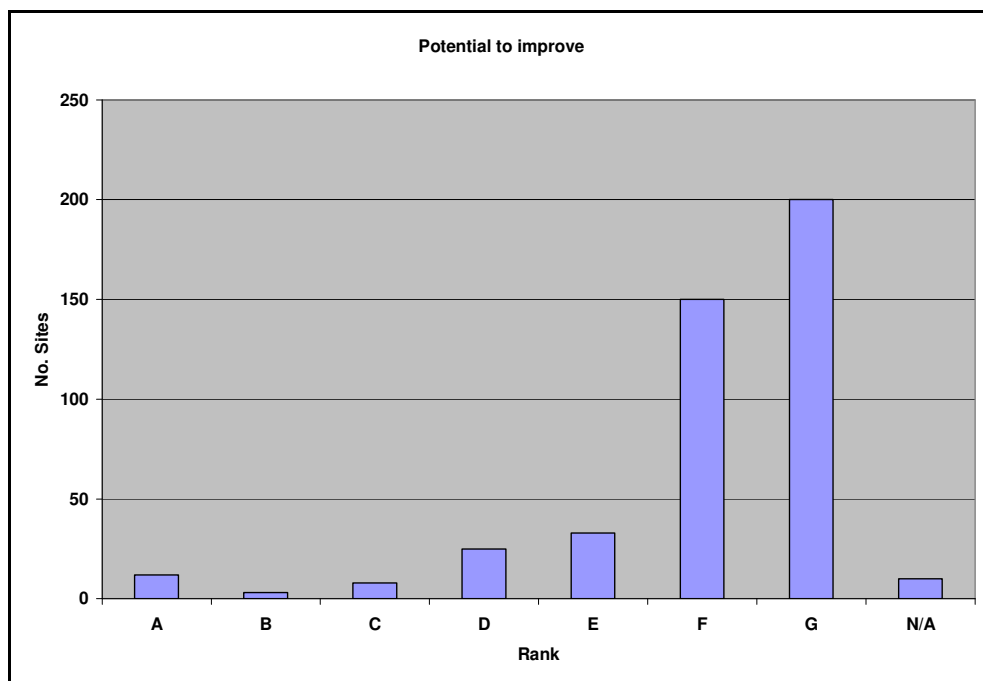
The main observation is that just under half the sites included in the study are ranked as currently having a poor offer as open space. There are many different reasons for this, however, one overarching observation is the nature of the sites that were included within the audit. Many sites consisted of very small areas of grass verge, or small amenity green spaces in private residential areas. As such, these types of sites offer very little in terms of open space, providing little other than a small mown grass area. If the audit were applied to open spaces within the control of the city council, it would be expected that a very different set of results would be found, showing far greater differences in ranks, and more sites achieving higher ranks.

Map 1 Existing offer of open space



3.1.2 Site potential scores

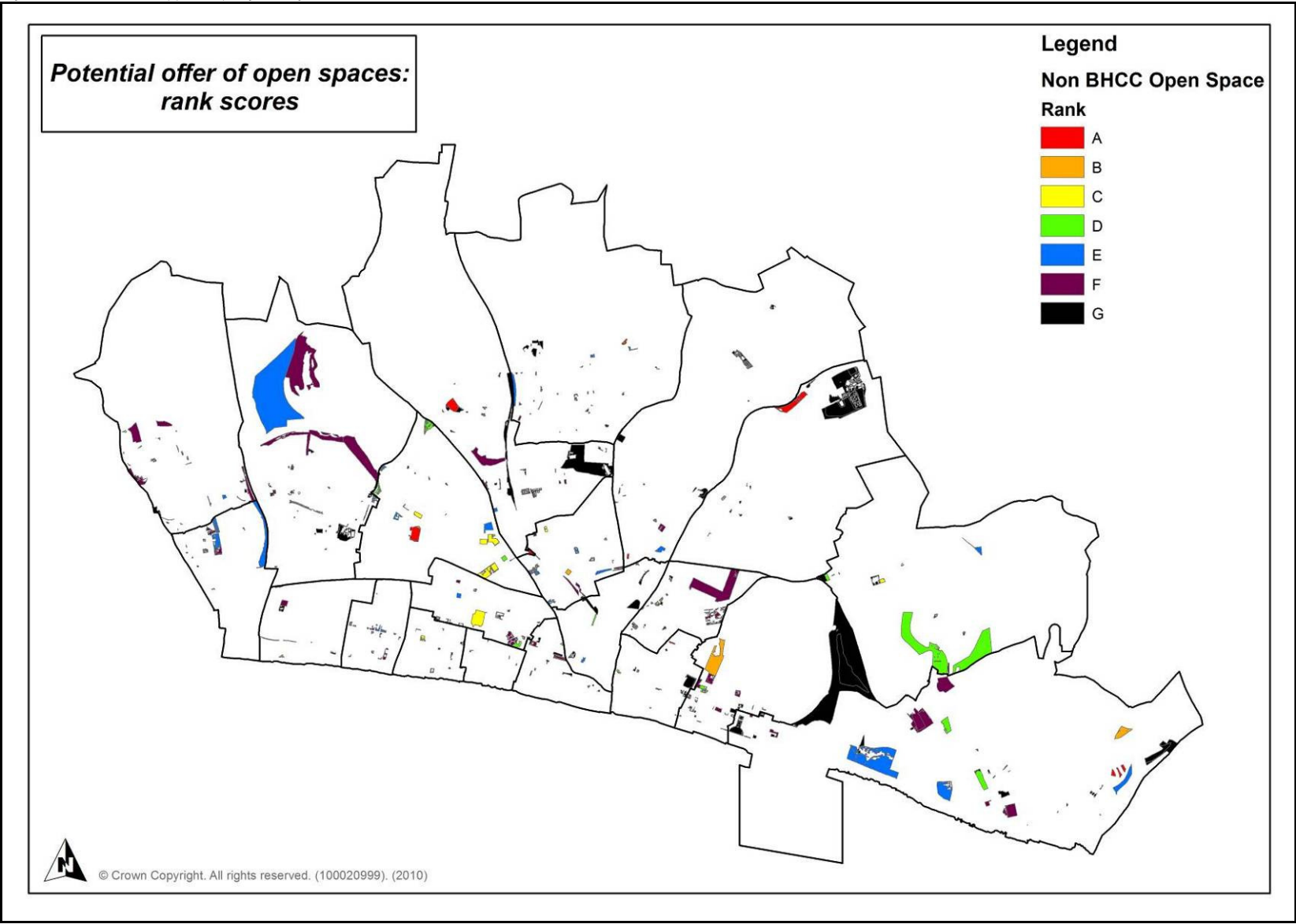
The potential score is equal to the average gap score from the field assessment. The score is considering if the site has potential to improve its offer as an open space. Potential is ranked where A has the most potential and D has the least potential. The following scores were achieved across 441 sites as follows:



Rank	Interpretation of rank
A = score >1.2	Open space has a very high potential to be improved
B = score >=1.0,<1.2	High potential
C = score >=0.8,<1.0	Above average potential
D = score >=0.6,<0.8	Average potential
E = score >=0.4,<0.6	Below average potential
F = score >=0.2,<0.4	Poor potential
G = score >=0,<0.2	Open space has very poor potential to be improved, this may mean the site has reached its full potential or conversely provides very little potential for change

As can be seen from the table above, the majority of sites included within the audit fall within the F and G rank, which indicates that they have low or very low potential to improve. There may be many reasons for this, some sites may simply have reached their full potential, or there may be too many issues or barriers which practically restrict them performing more effectively as open space. Again, this is also explained by the nature of the sites included within the study, which included a large number of small grass areas, which by their very nature, have very little offer as open space, and have very little potential for that to be improved.

Map 2 Potential offer of open space



3.1.3 Using the audit database

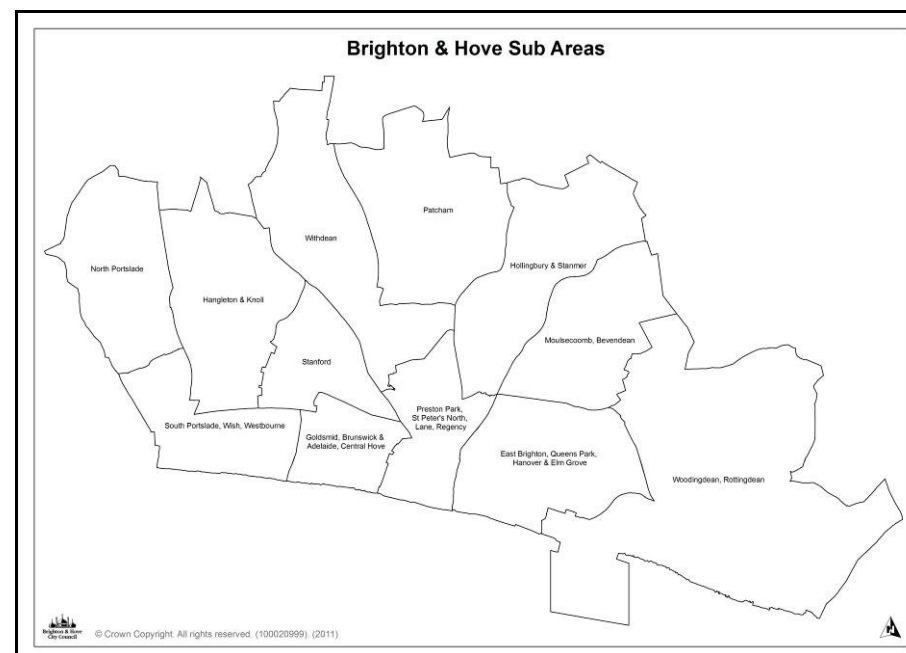
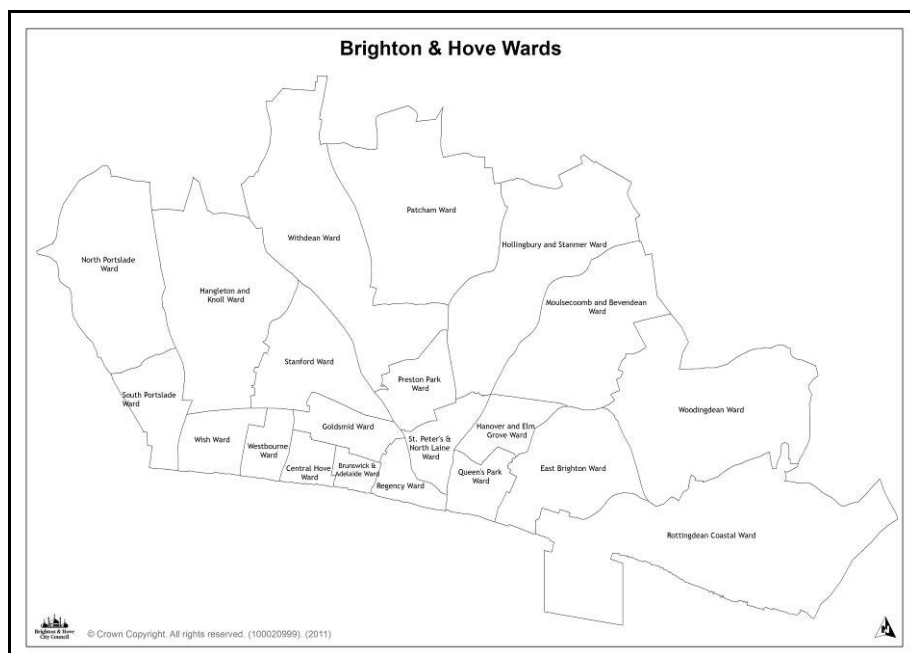
The existing audit database (appendix 6) provides data on the 441 sites that were included within the study. The sites are all deemed to be non BHCC sites, and current records indicate that they are not under the control of the city council. The primary purpose for collating this data was to carry out an assessment of the sites to assess their quality, value and potential as open space, and to determine if any sites could be suitable for consideration within the Strategic Housing Land Availability Assessment (SHLAA).

This data has been supplied to the consultant team working on the SHLAA for Brighton & Hove, and they will consider which of the sites could be further assessed as potential for housing. The starting point for this was to consider sites which are of low existing quality and have low potential to improve, then moving up through the scale. It should, however, be noted that the open space assessment is only one consideration in determining the suitability of sites within the SHLAA.

Consideration of the open space offer, which takes into account the potential of a site, the availability of other sites within the area and access to the public, goes further than the consideration of the quality of site at any given time. The scoring system devised assists in determining open space offer and is potentially a valuable tool when considering planning matters.

3.2 Quantitative analysis of open space

The 2008 study recommended standards for the provision of open space across the City (see section 2.4.1), however, these standards were not applied at a local level, meaning there was a lack of evidence in relation to local differences in supply of open space. As part of this study, analysis has taken place at two levels: sub area and wards, as shown on the maps below (larger scale maps are shown in appendix 2). Quantities of all open spaces have been calculated (BHCC and non BHCC land), and analysis against the quantity standards applied for those typologies with proposed standards.



The quantity assessment has taken place at two levels:

- Using the 2007 ward population estimates from the ONS;
- and, using the ONS estimated population for 2030.

The results of the quantitative analysis are summarised below, maps showing provision by ward and sub area are shown in appendix 3.

3.2.1 Sub area quantitative analysis (2007 and 2030 population figures)

Sub Area	2007 Population Estimate	2030 Population Estimate	Provision of open space (hectares)											
			Allotments and Urban Farms		Amenity Green Space		Natural and Semi Natural Urban Greenspace		Outdoor Sports Facilities		Parks and Gardens		Children and Young People	
			2007	2030	2007	2030	2007	2030	2007	2030	2007	2030	2007	2030
East Brighton, Queens Park, Hanover & Elm Grove	42152	47471	7.88	6.65	0.89	-2.20	21.14	6.25	-8.53	-11.03	-14.15	-19.04	-0.56	-0.85
Hangleton and Knoll	14492	16153	5.21	4.82	-2.02	-2.99	-5.70	-10.35	-3.75	-4.53	-1.77	-3.30	-0.24	-0.33
Moulsecoomb and Bevendean	16395	18863	1.60	1.03	10.73	9.29	26.13	19.22	6.62	5.46	-10.22	-12.49	-0.12	-0.26
Patcham	13981	15570	-0.20	-0.56	4.01	3.09	14.02	9.57	1.21	0.46	8.70	7.24	0.44	0.35
South Portslade and Wish and Westbourne	26838	30075	-3.56	-4.31	-10.80	-12.68	-65.88	-74.94	0.69	-0.84	-12.24	-15.22	0.37	0.20
Woodingdean and Rottingdean	22105	24450	-3.64	-4.18	5.38	4.02	84.77	78.20	8.45	7.35	7.65	5.50	-0.16	-0.28
Goldsmid and Brunswick and Adelaide and Central Hove	31914	35358	-7.34	-8.13	-14.49	-16.60	-89.17	-98.81	-10.54	-12.16	-16.48	-19.65	-1.45	-1.63
Hollingbury and Stanmer	13850	17628	9.35	8.49	41.56	39.36	164.36	153.78	1.38	-0.40	22.07	18.59	0.49	0.28
North Portslade	10472	11672	-0.38	-0.65	-0.73	-1.43	-20.19	-23.55	-3.26	-3.83	-8.09	-9.20	0.01	-0.05
Preston Park and St Peters North and Lane and Regency	37653	42551	-8.58	-9.71	-18.67	-21.52	-95.45	-109.16	-9.09	-11.39	-8.42	-12.93	-0.14	-0.41
Stanford	10019	11173	8.06	7.79	0.58	-0.09	-22.55	-25.78	7.66	7.12	13.95	12.89	0.07	0.01
Withdean	13621	15137	-3.00	-3.35	-5.64	-6.52	0.99	-3.25	10.60	9.89	11.72	10.32	-0.69	-0.77

3.2.2 Ward quantitative analysis (2007 and 2030 population figures)

Sub Area	2007 Population Estimate	2030 Population Estimate	Provision of open space hectares 2030											
			Allotments and Urban Farms		Amenity Green Space		Natural and Semi Natural Urban Greenspace		Outdoor Sports Facilities		Parks and Gardens		Children and Young People	
			2007	2030	2007	2030	2007	2030	2007	2030	2007	2030	2007	2030
Brunswick and Adelaide	9384	10445	-2.16	-2.40	-5.44	-6.06	-26.12	-29.09	-4.41	-4.91	-3.17	-4.15	-0.52	-0.57
Central Hove	8483	9287	-1.95	-2.14	-4.52	-4.99	-23.72	-25.97	-3.99	-4.36	-5.69	-6.43	-0.45	-0.49
East Brighton	13705	15361	8.19	7.81	10.65	9.69	90.66	86.02	4.33	3.55	4.71	3.19	0.47	0.38
Goldsmid	14047	15626	-3.23	-3.59	-4.64	-5.55	-39.33	-43.75	-2.14	-2.88	-7.62	-9.08	-0.48	-0.57
Hangleton and Knoll	14492	16153	5.21	4.82	-2.02	-2.99	-5.70	-10.35	-3.75	-4.53	-1.77	-3.30	-0.24	-0.33
Hanover and Elm Grove	14743	16707	2.67	2.22	-4.11	-5.25	-31.75	-37.25	-6.93	-7.85	-12.51	-14.32	-0.61	-0.72
Hollingbury and Stanmer	13850	17628	9.35	8.49	41.56	39.36	164.36	153.78	1.38	-0.40	22.07	18.59	0.49	0.28
Moulsecoomb and Bevendean	16395	18863	1.60	1.03	10.73	9.29	26.13	19.22	6.62	5.46	-10.22	-12.49	-0.12	-0.26
Patcham	13981	11672	-0.20	-0.56	4.01	3.09	14.02	9.57	1.21	0.46	8.70	7.24	0.44	0.35
North Portslade	10472	15570	-0.38	-0.65	-0.73	-1.43	-20.19	-23.55	-3.26	-3.83	-8.09	-9.20	0.01	-0.05
Preston Park	13757	15593	-3.16	-3.59	-6.92	-7.99	-31.40	-36.54	1.78	0.92	3.65	1.96	0.003	-0.100
Queens Park	13704	15403	-2.98	-3.37	0.29	-0.69	-35.85	-40.61	-5.40	-6.20	-6.35	-7.91	-0.41	-0.51
Regency	8798	9725	-2.02	-2.24	-5.09	-5.63	-23.84	-26.44	-3.78	-4.21	-5.65	-6.51	-0.18	-0.23
Rottingdean Coastal	12610	13974	-1.46	-1.77	-1.41	-2.20	46.07	42.25	8.28	7.64	2.47	1.21	-0.18	-0.26
South Portslade	9294	10330	0.47	0.23	-2.39	-2.99	-17.11	-20.01	-1.44	-1.93	-0.74	-1.69	-0.03	-0.09
St Peters and North Laine	15098	17233	-3.39	-3.88	-6.67	-7.91	-40.20	-46.18	-7.10	-8.10	-6.43	-8.39	0.04	-0.08
Stanford	10019	11173	8.06	7.79	0.58	-0.09	-22.55	-25.78	7.66	7.12	13.95	12.89	0.07	0.01
Westbourne	9045	10137	-2.08	-2.33	-4.21	-4.85	-25.25	-28.30	-0.57	-1.08	-6.58	-7.59	-0.50	-0.56
Wish	8499	9608	-1.95	-2.21	-4.21	-4.85	-23.53	-26.63	4.44	3.91	-4.92	-5.94	0.90	0.84
Withdean	13621	15137	-3.00	-3.35	-5.64	-6.52	0.99	-3.25	10.60	9.89	11.72	10.32	-0.69	-0.77
Woodingdean	9495	10476	-2.18	-2.41	6.79	6.22	66.54	63.80	0.17	-0.29	5.17	4.27	0.03	-0.03

3.2.3 Using the quantitative analysis

The tables above should be used in conjunction with the maps in appendix 3 to make decisions about the quantity of open space on both a sub area and ward level basis. The analysis shows whether there is sufficient or under provision of each typology of open space against the recommended standards. There are also a series of tables showing the existing quantity of every typology by sub area and ward (appendix 7), this data is also shown on the graphs on the maps in appendix 3.

The quantity data should be used to inform decisions about the existing and future provision of open space on a local level. The data should be a key consideration in decision making related to planning and the need for on/off site provision of open space and to inform the decision making related to the loss of open space.

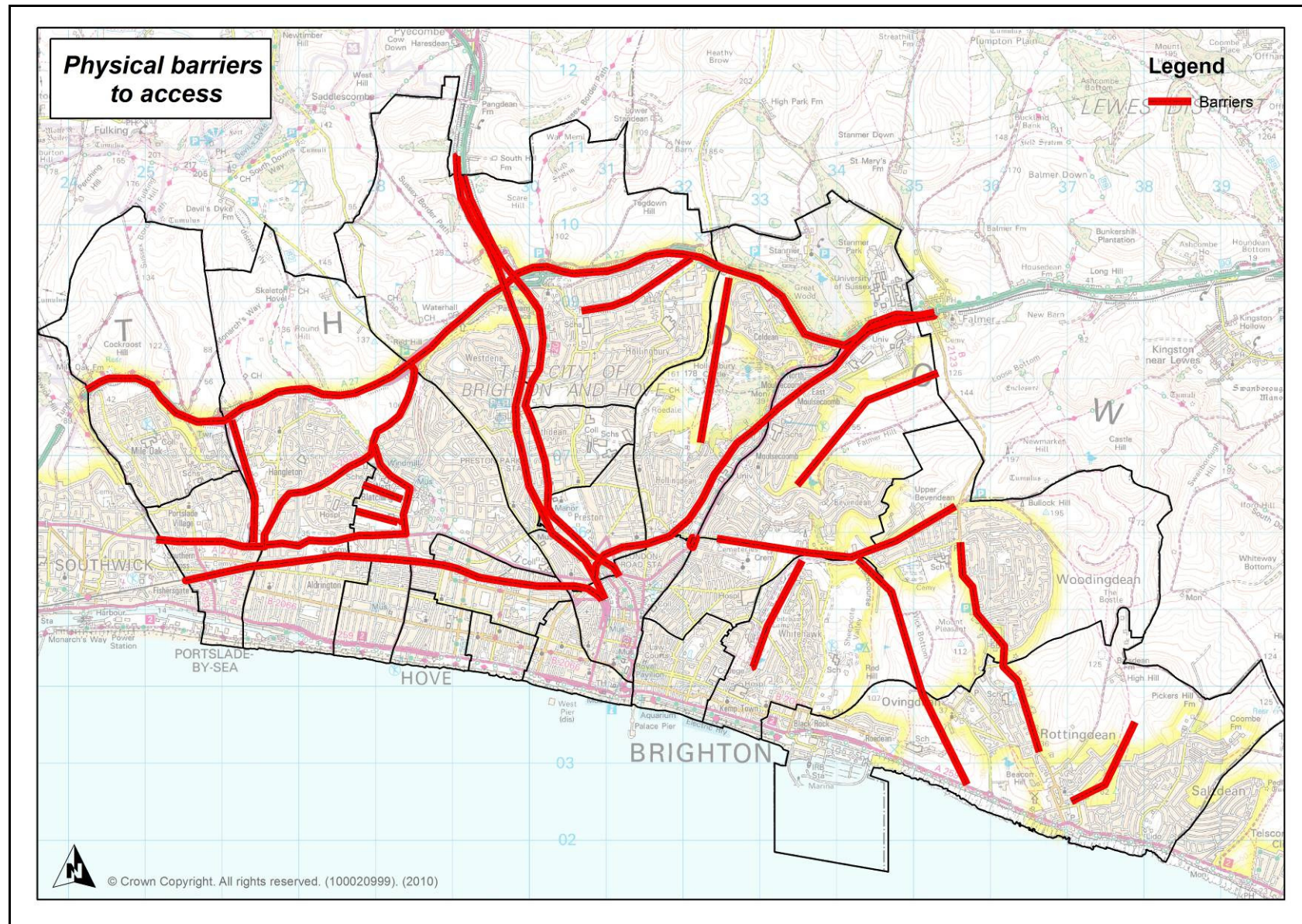
3.3 Accessibility analysis

3.3.1 Barriers to access

The way people use and access open spaces can be influenced by a complex range of both social and physical barriers. The analysis of these barriers requires very detailed study, well beyond the scope of this study. However, this study has taken the 2008 study a step further by considering the major physical barriers to access in the form of major roads and railways, which are deemed to have some limiting factor in people's ability to access open spaces.

The accessibility analysis also took into account minimum site sizes (see section 3.3.2) and made comparisons with BHCC and non BHCC sites.

The following map shows the major barriers to access. Where these barriers exist, the access buffers have been amended to indicate that these open spaces may not be as accessible because of the physical constraints.



3.3.2 Minimum site sizes

Another factor which affects access to open space is the size of a site, for example, a very small area of grass which is too small to be used for recreation, could not be seen as having the same access 'catchment' as a large amenity space which provides enough space for informal recreation. In effect, a site must be of a certain size to fulfil a function and therefore to be included within the access analysis. The size of a site and its catchment potential varies greatly from site to site and from typology to typology, so whilst a small formal garden could be viewed as very important locally and have a good access catchment, a similar size 'patch of grass' may not fulfil that function effectively.

Again, this is a complex area, which can require analysis of every site at a local level to determine the population that can gain access to it for its intended use. This detailed analysis is well outside of the scope of this study, but the study has considered minimal site size thresholds, so that some localised analysis can take place, rather than the broad brush approach of applying access catchments to all open space irrespective of size. The following section makes recommendation for a minimum site size for each typology.

Allotments and Urban Farms

The smallest recorded allotment within the city is 0.04 hectares, with the largest at 8.61 hectares. It is proposed that all sites should be considered within the access analysis, as even the smallest sites can meet a local need. Therefore, the 720 metres access standard has been applied to all recorded sites within the city.

Amenity Greenspace

The amenity greenspace recorded ranges from very small areas of grass verge (0.002 hectares), to a maximum of 7 hectares (with one space at 37 hectares at the University of Sussex). Many of these small amenity spaces, are little more than patches of grass, and whilst they may have some visual amenity value, they offer very little in the way of informal recreation. Also, a number of the sites (even larger ones), may have limited value for recreation as they form more of a visual or landscaping function. Therefore, it is very appropriate to set a minimum site size for this threshold, which has been recommended at 0.15 hectares. This is about the same size as a mini football pitch, and could potentially offer space for informal recreation, simply to play or sit and relax. Not all of these spaces will achieve this function, however, a site of this size could legitimately have the potential to meet this need. Therefore, the access standards of 420 metres has been applied to all sites above 0.15 hectares.

Children and Young People

The existing play spaces recorded, range from 0.01 hectares to 0.8 hectares. The 2008 report proposes standards for equipped play space only. The proposed access standard is 720 metres (15 minute walk time). This standard is a broad brush standard, and only covers equipped play space. There is an opportunity in the future to refine this standard by looking at a range of access standards for different types of provision and age ranges. There is considerable research¹ which shows that different age groups are willing to travel different distances to play. For example, young people are far more willing to travel further to a good quality skate park, than small toddlers and their carers would be to a local play space. As this level of refinement does not currently exist, it should be an aspiration for future analysis. For this study, it is felt that some refinement can be achieved by applying a minimum site size. Many of these smaller spaces will consist of one or two items of equipment located in a small space (what would have been classified as a Local Area for Play), these are typically smaller than 0.04 hectares in size. These types of play space were designed to be for very local use, and as such the application of a 720 metres standard to access a space of this nature would seem inappropriate. Therefore, a minimum site size of 0.04 has been applied to the 720 metre standard.

Natural and Semi Natural Greenspace

The existing size range of sites is from 0.001 ha to 79.27 hectares. The 2008 study recommends a standard of 720 metres (15 minute walk time). Consideration should also be given to Natural England's Accessible Natural Greenspace Standard (ANGSt). This provides a set of benchmarks for ensuring access to places near to where people live. These standards recommend that people living in towns and cities should have:

- an accessible natural greenspace of at least 2 hectares in size, no more than 300 metres (5 minutes walk) from home - maps shown in appendix 4;
- at least one accessible 20 hectare site within two kilometres of home - maps shown in appendix 4;
- one accessible 100 hectare site within five kilometres of home (not present within Brighton & Hove);
- one accessible 500 hectare site within ten kilometres of home (not present within Brighton & Hove);
- one hectare of statutory Local Nature Reserves per thousand population (not included within the analysis of this study).

¹ <http://www.playengland.org.uk/media/82621/better-places-to-play-through-planning.pdf>

In addition to the analysis of the 2ha and 20 ha ANGSt above, analysis of access has also been carried out using the 720 metres standard, and a minimum size threshold of 0.5 hectares, which is deemed reasonable, bearing in mind the minimum size in ANGSt is 2.0 hectares. This would still allow for some of the smaller spaces to be considered, but not allow too small a size, as this type of space needs to have a certain size to enable people to experience a feeling of nature, whilst still acknowledging that some smaller sites can still be important locally for biodiversity.

Outdoor Sports Facilities

The existing size range of outdoor sports facilities ranges from 0.02 to 12.1 hectares. The proposed standard for this typology is 960 metres (20 minute walk time). Research from the 2008 study (and other similar studies) do support the view that people are willing to travel further to outdoor sports facilities than other types of open space, this is particularly driven by the nature of the facilities, and increased use of cars to make visits. Therefore, the proposed standard is reasonable. The 2008 study proposed a minimum activity area/new provision threshold of 0.28 hectares which is also felt an appropriate minimum site size threshold for the analysis in this study.

Parks and Gardens

The existing size range of parks and gardens recorded is 0.03 to 19.7 hectares - this only includes the primary park area, not the facilities within the park (e.g. play, sport) - this prevents double counting sites. The 2008 study proposes an access standard of 720 metres. Parks and Gardens can fulfil many functions, with a small formal garden having a very local function, to large parks which may draw people from across the City. For a standard of 720 metres, it would be expected that this would provide access to a park with slightly more than very local use. The 2008 study proposed a minimum activity area/new provision threshold of 0.40 hectares which is also felt an appropriate minimum site size threshold for the analysis in this study.

The following table provides a summary of the access standards and minimum site thresholds that have been applied:

Typology	Access Standard	Recommended minimum site size to apply access standards
Allotments and Urban Farms	720m (15 Minutes walk time)	No minimum
Amenity Greenspace	480m (10 minutes walk time)	0.15 ha
Children and Young People	720m (15 Minutes walk time)	0.04 ha
Natural and Semi Natural Urban Greenspace	720m (15 Minutes walk time) ANGSt: 300 metres for sites => 2ha 2km for sites => 20 ha	0.5 ha 2 ha 20 ha
Outdoor Sports Facilities	960m (20 minutes walk time)	0.28 ha
Parks and Gardens	720m (15 Minutes walk time)	0.4 ha

3.3.4 Access maps

A series of maps showing the access analysis are presented in appendix 4, the analysis shows access at two levels:

- Access to all open space (both non BHCC and BHCC owned sites);
- Access to BHCC sites only.

These maps have been used in the desktop analysis of each site, they are also a key consideration in making decisions related to the existing and future provision of open space. The access analysis is given equal consideration, along with the qualitative assessment and quantitative assessment in decision making related to planning and the potential loss of open spaces.

Key observations in relation to each typology are as follows:

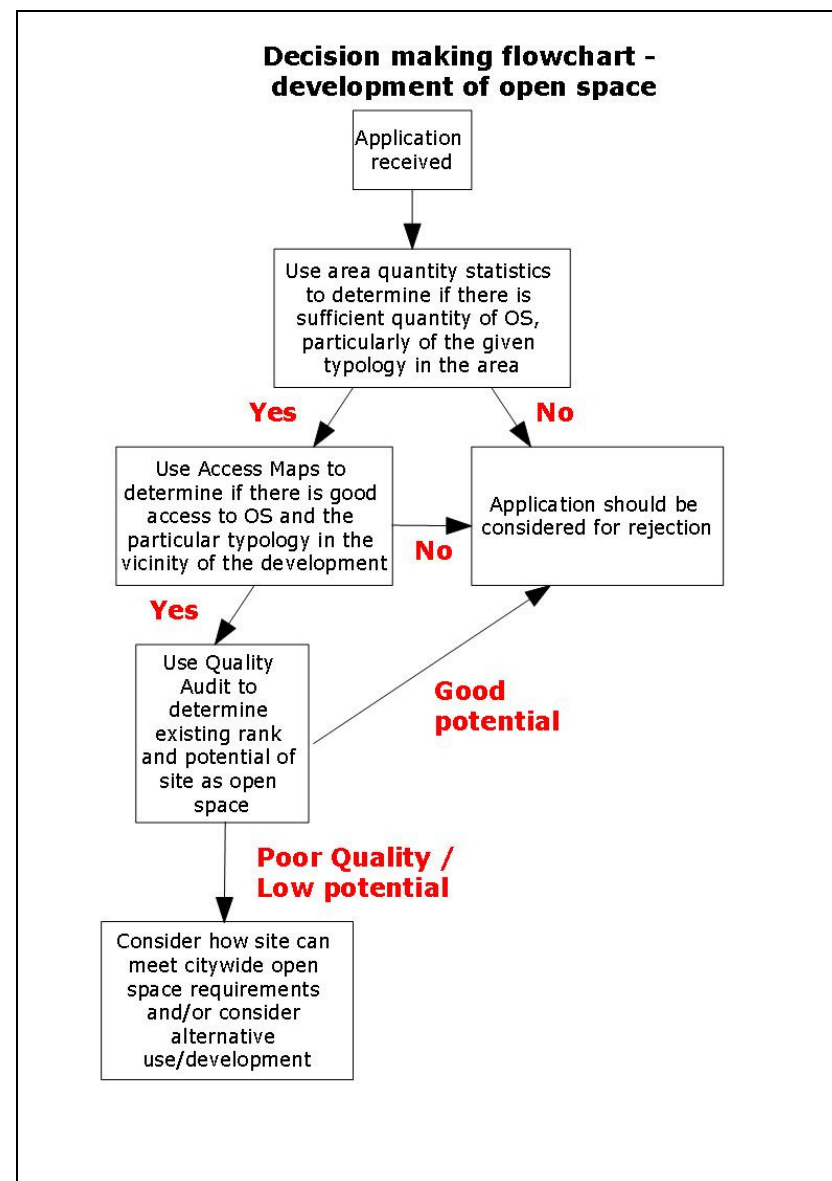
- *Allotments*: Access to allotments varies with some significant gaps in parts of the City.
- *Amenity Greenspace*. When considering all sites, provision is patchy across the City, with the north and south east having poorest access. When considering BHCC only, provision is worse, with more significant gaps in access present.

- *Children and Young People:* As most sites are within BHCC ownership, there is little difference in access when comparing all sites and BHCC sites only. Provision is good in most built up areas, however, there are a few gaps in areas such as central Hove.
- *Natural and Semi Natural Greenspace.* When looking at the ANGSt of space greater than 2 ha at 300 metres, there are significant gaps in access across most of the City. Access to sites greater than 20 ha at 2 KM is restricted to the eastern areas of the city. Access to space above 0.5 ha at 720 metres, shows significant gaps in access, particularly in central parts of the city.
- *Outdoor Sports Facilities.* There is little difference in access when comparing all sites and BHCC sites only. Provision is generally good, with only a few isolated gaps in access.
- *Parks and Gardens.* There is little difference in access when comparing all sites and BHCC sites only. Provision is generally good, with only a few isolated gaps in access.

3.4 Using the standards

The analysis of open space considers three key factors: quality, quantity and access. Each of these factors is deemed to have equal weighting in informing the decision making related to the existing and future provision of open space. These factors should be key to informing a green space strategy for the city. They are also critical in informing the decision making process in planning.

There are two main areas in which the standards are used within planning: to inform the need for on/off site provision of open space from new development; to inform the decision making process related to the loss of existing open space. The following flow charts summarise these two decision making processes.



In essence the scoring devised within this study provides a process to check the findings of the flowchart and/or provides an alternative approach. When all elements of the scoring system are applied, quantity and access are factored and help to determine a site's open space offer. The flow charts suggested above are only examples, and clearly there are other planning policies and considerations that need to be taken into account. However, the flow charts do re-iterate the importance of considering quality, quantity and access in the decision making process.

3.5 Example of using the standards

Planning application for housing on an existing privately owned open space

A planning application is received to develop a small privately owned area of semi natural greenspace for housing. The application site is 0.6 hectares in size and is located in the Preston Park ward. Using the flow chart above, a number of checks are made in relation to the existing provision of open space:

- 1) Quantity. The ward has an existing short fall of 31.40 hectares of semi natural greenspace, so the loss of this space, even though not publicly accessible would further exasperate this shortfall. The analysis also shows that this sub area also has a significant under supply of semi natural greenspace (95.45 ha).
- 2) Access. The ward has good access to semi natural greenspace, so the loss of this space would have no impact on access.
- 3) Quality. The quality assessment rates the space as below average (category E), with below average potential for improvement as open space (category E). Therefore, the loss of this open space is not a significant issue in terms of quality.

The above observations are to be used as a starting point in the planning decision making process. If all three factors were met, then there would be a tendency towards approving the application from an open space policy point of view (there may be other constraining policies). However, in this scenario only two of the checks are met, with the major issue being an existing short fall of semi natural greenspace in the locality. Arguably, this space could help meet the existing short fall, and options for securing it as public space should be considered. If the policy is that all three factors need to be met, then this application should be rejected.

4.0 SUMMARY AND RECOMMENDATIONS

4.1 Summary

This study builds on and supports the evidence provided in the 2008 study into open space, sport and recreation facilities within Brighton & Hove City. Specifically, the study provides information on the open space offer of 441 non BHCC open spaces, deemed not to be under the ownership of the local authority. The study also provides analysis of the existing quantity of all open spaces (BHCC and non BHCC) using the recommended standards for provision on both a ward and sub area basis. Information is also provided on the existing access to open space across the City.

4.1.1 Open space offer

The study has found a great variation in the existing offer of non BHCC open spaces, with the majority of spaces scoring average or below average. The majority of spaces also had poor or very poor potential to improve, although the reasons for this were complex. The methodology developed for assessing the open space offer was designed to assess all open spaces, however, a number of constraints were encountered when applying this methodology to non BHCC open space (see appendix 1).

4.1.2 Quantity

The 2008 study identified *“that the existing level of provision should be maintained per head of population and as such there was no case for open spaces to be re-developed for other uses. No surplus space was identified and in view of the predicted increase in population an additional 215 hectares of open space would be required by 2026 to meet the recommended standards”*.

In contrast, the local analysis found a significant variation in the supply of open space across wards and sub areas, with some areas having significant shortfalls and other having sufficient supply. The information provided will allow much more localised analysis and decision making to take place.

When the localised analysis was applied to the predicted future population in 2030, it highlighted the areas of shortfall, and from this it was identified that innovative ways will need to be sought to enable people living in areas of deficiency to access spaces in areas of sufficient supply.

4.1.3 Access

The access analysis has shown there are varying issues with access to different typologies, in summary the following is observed:

- Access to allotments varies with some significant gaps in parts of the city;
- Access to amenity greenspace varies, and further gaps are highlighted when considering BHCC sites only;
- Access to children and young people's space is generally good, with few localised gaps;
- Access to natural and semi natural greenspace varies. Access falls well below the ANGSt recommendations, and significant gaps in the centre of the city are highlighted when using the Brighton & Hove standards;
- Access to outdoor sports facilities is generally good, with little difference when comparing all sites and BHCC sites only;
- Access to parks and gardens facilities is generally good, with little difference when comparing all sites and BHCC sites only.

4.2 Recommendations

- 1) The open space audit methodology developed should be subject to further involvement of key stakeholders to agree a final methodology that can be rolled out to all spaces within the City.
- 2) Further work is required to determine how the open space assessment can fit in with other studies and assessments under way, such as the classification of Sites of Nature Conservation Importance.
- 3) The analysis of quality, quantity and access should be given equal consideration when making planning decisions related to on and off site provision of open space from new development and to inform decisions related to the loss of open space.
- 4) Policies are required which allow the three factors of quality, quantity and access to be considered in making planning decisions. These policies need to be represented within the core strategy or appropriate planning document.
- 5) The analysis of quality, quantity and access of open space should be used to update the City's green space strategy.
- 6) The workshop that took place as part of this study, but following the completion of the audit identified an opportunity to include an assessment of a sites value for growing food. This was seen to be a valuable assessment, but agreed that

further work is required to determine how this would be scored. It is suggested that a pilot project is carried out on a number of sites by people with expertise in this area to develop a scoring guidance for this.