

Brighton Marina masterplan

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1.0 Introduction

What is a Planning Advice Note (PAN)?

Planning Advice Notes (PAN) provide detailed advice and information in respect of local planning policies. Their audience includes developers, council officers, councillors and other stakeholders.

PAN's do not form part of the Local Development Framework (LDF). Although the Masterplan, at this stage, cannot be given full statutory weight, the consultation on the document has extended far beyond that which is normally undertaken for PAN's. The city council has held a number of workshops with stakeholders including developers, landowners, emergency services, residents/ amenity groups and councillors. The notes from the workshops have been used to inform the content of this PAN. The Masterplan has also benefited from direct feedback from key consultees such as English Heritage, the Environment Agency and Natural England. The content of the PAN has also been informed by adopted and emerging planning policy.

In the longer term, it is anticipated that this PAN will form the basis of a Supplementary Planning Document (SPD) to be developed in a forthcoming phase of the Local Development Scheme programme, which forms part of the LDF. In the meantime, the Local Plan, SPGBH20 and SPGBH15 have been saved within the recently adopted Local Development Scheme (LDS, 25 April 2007) and will remain so until superseded by new Supplementary Planning Documents (SPD's) or until the policies to which they are attached are replaced by policies in the development plan documents.

2.0 Purpose of this PAN

This document is intended to act as a supplement to the existing Supplementary Planning Guidance for the Marina (SPGBH20: Brighton Marina Masterplan for Enhancement) and will inform the development control process to assist in the assessment of planning application and proposals in the Marina area. SPGBH 20 focused specifically on a masterplan for the western end of the Marina, whereas the PAN encompasses a much wider area including the whole of the Marina, the Black Rock site and Gasholders site. This area is exactly the same as that included within the Area Based Assessment (ABA) for Brighton Marina, which forms part of the draft Core Strategy. The ABA has led to a revision of the Core Strategy Preferred Options document, which the council anticipates taking to Cabinet in June 2008 for approval for public consultation.

The PAN has been produced in the light of the following factors:

- Changes to planning policy and new issues and material considerations that have emerged over the past few years since SPGBH20 was adopted in January 2003.
- The current intense developer interest in the area, as demonstrated by the significant development which was approved for the Outer Harbour in 2006.
- The further substantial developments which are likely to come forward for the Inner Harbour area and Black Rock. These sites offer the potential to bring about a comprehensive regeneration of the Marina, with significant improvements in the transport infrastructure and public realm.

The aims of this document are to:

- Ensure that there is a comprehensive framework in place for the consideration and determination of planning applications within the Marina and wider area.
- Establish principles to guide future development in a holistic way and to avoid piecemeal development which has characterised the Marina to date.
- Clarify and prioritise those areas within the Marina which will need to be addressed and enhanced to ensure the creation of a successful place.

The content of the document is presented in three parts. The first part (Sections 5- 9) provides the location and existing context of the site, the second part (Sections 10- 17) gives more detailed and definitive guidance to shape any future development proposals that come forward and, finally, the third part presents the Masterplan for the area and a construction and implementation plan.

3.0 The Strategic Vision and Masterplan Objectives

The Marina has evolved over the past 30-40 years and its identity is changing. It currently has a rather mixed identity, with a variety of land uses, development forms and architectural styles within it. The recreation and leisure uses have expanded over the years, as have the number of residential developments. Different construction phases within the Marina have occurred without the benefit of a planned approach. Consequently, the Marina has become characterised by piecemeal development and areas of poor public realm. To quote SPGBH20 'The Urban Design Analysis highlights an environment which is devoid of interesting or inspiring buildings or spaces. The haphazard collections of buildings and arbitrary arrangement of land uses fails to convey any sense of place or distinctive identity.' This observation was made in relation to the western, commercial end of the Marina and does not necessarily apply to the eastern end, where there is a more tangible sense of place and identity, characterised by boats, marine-related facilities and waterside housing.

Nevertheless, this PAN aims to directly address the deficiencies identified in SPGBH20 by providing a clear vision for the future direction of the Marina and by identifying key place-making priorities. The Preferred Option within the Core Strategy of the Local Development Framework (LDF) identifies the Marina as a location for future significant mixed-use, higher density development. The site is identified as contributing towards a significant proportion of the city's strategic housing, employment, retail, leisure and tourism requirements. The Marina is therefore set to change significantly in the future from its existing form.

3.1 The Vision

The last few years have seen an economic and physical renaissance in Brighton and Hove with dramatically increased levels of investment and development. In recognition of the current architectural interest in the Marina, the PAN will aim to coordinate future development through the implementation of a Masterplan to guide the comprehensive regeneration of the Marina. The vision for this PAN is:

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An architectural sketch of the Brighton Marina masterplan. The sketch shows a waterfront area with several buildings, a pier, and a boat. The buildings are drawn with a grid pattern, suggesting a modern, structured design. A pier extends into the water, and a boat is visible in the foreground. The overall scene is a vision of a thriving, sustainable community.

The Vision

“To create a thriving sustainable community in a unique, high quality, attractive marina for residents, businesses and visitors”.

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3.2 Masterplan and Development Objectives

The key objectives to deliver this vision are summarised below. All development proposals coming forward for the Masterplan area will be evaluated against these objectives:

Masterplan objectives

Regeneration

- To ensure that the regeneration of the Marina is comprehensive and conforms with the Masterplan to avoid piecemeal development.
- To provide a framework for working partnerships between different landowners within the Masterplan area to ensure a coordinated and comprehensive approach to future development.
- To balance the needs of existing and future residents and businesses within the Masterplan area.

Transport

- To ensure a significant enhancement of the transport infrastructure and general accessibility to, from and within the Marina. Priority to be given to the provision of a transport interchange, facilitation of a Rapid Transport System (RTS), improved emergency vehicle access and substantially improved pedestrian and cycle access.
- To provide the necessary coordination for promoting smarter travel choices through the establishment of a Stakeholder Group, in partnership with Brighton Marina Estate Company Limited, with representatives from the city council, all occupiers on-site, developers and planning applicants.

Land use

- To protect and enhance the marine character of the area and role for marina-related leisure, recreation and employment opportunities.
- To secure a true balanced mix of land uses, with particular emphasis on boating, leisure, tourism, retail and commercial uses, to accord with its District Centre status.
- To achieve a good mix of housing which reflects housing needs within the City and ensure an appropriate level of open space provision.
- To ensure proposals for the Black Rock site enhance the tourism and leisure function of the city and seafront for residents and visitors.

Ecological

- To protect, enhance and improve understanding of the ecological environment of Brighton Marina and Black Rock sites, having particular regard to the Brighton to Newhaven Cliffs SSSI and the SNCI status of Brighton Marina, Black Rock beach, Volks Railway and the open water areas of the Marina.
- To ensure the protection of the existing vegetated shingle and maritime cliff habitats from development, which are an important source of seed and rare species of plants in the Masterplan area.
- To enhance the wildlife corridor at the base of the cliff with particular regard to birds, beetles and bats.
- To discourage the entry of Sea Trout into the Marina, which prevents the fish from reaching their spawning grounds in freshwater.
- To improve the ecological connectivity between the Marina and Sheepcote Valley to the north and along the coast (east and west) identified as Greenways on the East Area Proposals Map of the Local Plan.

Environmental

- To ensure new development accords with the Strategic Flood Risk Assessment findings regarding flood risk and coastal defences.
- To ensure that the regeneration of the Marina and wider Masterplan area becomes an exemplar of sustainable waste management through on-site demolition and construction waste minimisation and innovative solutions to recycling and waste storage during operation.
- To ensure the sustainable use of resources, in particular water and construction materials.
- To ensure that development is designed to minimise energy use and associated carbon dioxide emissions through highly energy efficient design, which implements passive design solutions.
- To ensure opportunities for on-site renewable energy provision and/or a decentralised, renewable or low carbon energy supply to serve the Marina are fully exploited, in particular community or district heat/energy systems that serve developments within the Marina and, where feasible, the surrounding community.

Linkages

- To improve pedestrian, cycle and public transport linkages between the Marina and City Centre.
- To secure visual and pedestrian connections to the sea and harbour areas of the Marina.
- To ensure vitality and animation at ground and pedestrian levels through recreation, leisure, retail and commercial uses, with particular emphasis on the main gateways into the Marina.
- To secure improvements and equalisation of the various ground levels within the Marina, with particular attention given to linkage areas between schemes.
- To improve linkages to greenspaces through the development of a Green Infrastructure Network.
- To investigate potential links and opportunities of the Gasholder site, currently allocated for employment and housing uses in the Local Plan, in relation to the wider area.

Development objectives

- To secure high quality buildings, townscape and public realm.
- To ensure development proposals are broadly consistent with the character areas identified as Cliff Park, Urban and Seafront.
- To improve legibility, permeability and connectivity for pedestrians and cyclists within the Marina and surrounding areas, in particular with the Black Rock development, East Brighton and Rottingdean.
- To secure significant environmental improvements, in particular to the public realm and pedestrian/cyclist network within the site and between the Marina and other areas.
- To ensure key linkage areas between different development schemes are compatible, of a high quality and ensure a consistent approach to signage.
- To ensure successful integration between existing and proposed developments, including the approved Brighton Marina Outer Harbour scheme and other development sites identified in the Masterplan area.
- To create cohesive sustainable communities by ensuring that new development has the necessary social infrastructure in place to support these communities, including health, education and community facilities.
- To maintain, enhance, restore or add to the existing biodiversity of the Marina, taking a strategic approach.

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4.0 Consultation

In recognition of the intense development pressure and complexity of landownership, officers approached ATLAS for their advice in relation to the Marina. ATLAS is part of the Planning Advisory Service (funded by the Department for Communities and local Government), which provides free advice to local planning authorities on the handling of large applications. ATLAS advised that the absence of a masterplan was likely to severely impede the holistic regeneration of the Marina. Their expert advice has informed the production of this Masterplan.

A number of workshops have been held during the consultation process for the PAN, involving developers, landowners, emergency services, residents/ amenity groups and councillors. The notes from the workshops have been used to inform the content of this PAN. The Masterplan has also benefited from direct feedback from key consultees such as English Heritage, the Environment Agency and Natural England.

Elected members formally approved the PAN at Environment Committee on 20 March 2008. It has also been presented at the Major Projects Sub-Committee on 4 February 2008, for information and comment. It is anticipated that further rounds of consultation will take place as part of the process of developing the PAN into a SPD, to ensure all interests are properly represented.

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Part I

5.0 Location and Context

The site area covered by this PAN is defined as Brighton Marina, Black Rock, including the Kemp Town slopes and the Gasholder site. See Figure 1 below.

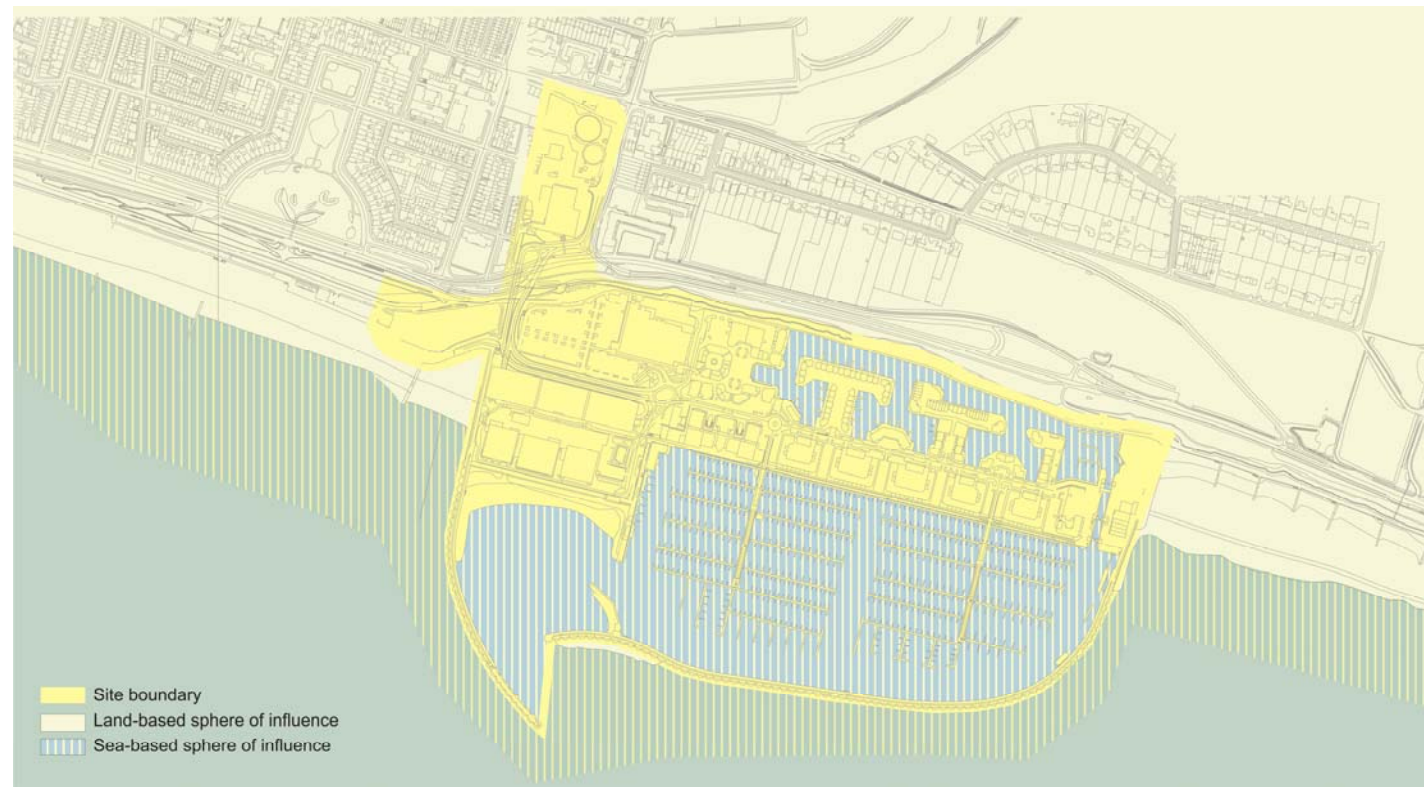


Fig. 1 – Masterplan area

Brighton Marina is located on the eastern extremity of the built up area of Brighton city centre, 2.5 km to its east and 3 km south east of Brighton Station. Immediately north of the Marina lies the Brighton to Newhaven Cliffs, with Black Rock Beach located approximately 25m to the west. Brighton to Newhaven Cliffs are designated as a Site of Special Scientific Interest (SSSI) primarily for their geological interest, although they also have botanical value. Kemp Town Conservation Area, with its historic gardens and multiple listed buildings, including Grade I listed seafront squares, is approximately 0.5 km to the north-west of the Marina.

The topography of the site has a profound effect on the visual experience and microclimate within the wider Marina area and is one of the key characteristics which splits the neighbourhood into two: the cliff top, and the Marina development which lies some 30m below at sea level.

Development along the cliff top allows for panoramic views out over The Channel and is also orientated to take advantage of the solar gain of a south facing aspect. However, the cliff top is equally exposed to prevailing south westerly and easterly winds which create a bleak environment in winter storms.

Conversely, the Marina sits at the bottom of the cliff face. Taller development and the sea wall create an introspective development which is sheltered from prevailing winds. The white cliffs reflect much of the heat, creating a sheltered environment in the winter but a heat island in the summer.

5.1 Historic development

Schemes constructing harbours have been proposed in Brighton since the early nineteenth century. The most recent of these was proposed by the Brighton Marina Company in 1970, when they obtained outline planning approval for an ambitious new harbour scheme designed by the Louis de Soissons Partnership. The Masterplan acknowledged that “the enormous cost of harbour construction on an unprotected coastline will prevent the achievement of (the creation of a world class harbour) unless it can be supported by the creation of values within the harbour over and above the value of the moorings”. In 1979, this was realised in the form of the current Marina. Later development of housing, shops, casino, cinema, bars and restaurants built on the partly reclaimed inner harbour has led to a reduction of the original number of moorings.

5.2 The site today

Part of the site is identified as a District Centre in the adopted Brighton & Hove Local Plan. This formal designation covers the Asda superstore area and the Merchant’s Quay area (including the Octagon) on the Proposals Map. However, this designation is historic. The city council identifies a much wider area taking in the later retail and leisure developments that have since taken place, as reflected in SPGBH20. The Local Plan Policy SR5 commits to the maintenance and enhancement of the Marina District Centre as a focus of retail and commercial activity and this has been taken forward in the emerging Local Development Framework. The majority of retail activity takes place in the Merchant’s Quay area that incorporates the Asda superstore. Additional retail activity occurs within the numerous factory outlet shops which proliferate within the Marina.

The leisure uses are principally concentrated in the western half of the Marina comprising the cinema, a sports and fitness club, ten pin bowling and casino, in a series of simple shed structures. The Black Rock site is also identified in the Local Plan for leisure and recreation uses. The Marina is also dominated by the ramps and multi-storey car park which serves the customers of the leisure sheds, cinema and shops in the Marina.

The more recent Waterfront development and boardwalk overlooking the moorings incorporates a hotel and provides a mix of A1 and A3 establishments. In respect of public realm, this area is generally regarded as the more successful element of the Marina.

6.0 Landownership

The land covered by the Masterplan is held under a variety of ownerships which introduces a layer of complexity. The city council is the freeholder for the majority of the Marina but currently leases the land to Brighton Marina Company Ltd (Head Leaseholder). Brighton Marina Company has delegated responsibility to the Brighton Marina Estate Company for the provision of shared services within the Marina. The Estate Management Company are party to each of the major lessees (X-Leisure, Premier Marinas and Residential)

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and are responsible for the provision of such services as traffic control, security, cleaning, landscaping, maintaining the breakwaters, sea defences, flood control etc. The existing multi-storey car park in the western end of the Marina is owned by X-Leisure and is currently free to residents and visitors to attract greater use of its leisure facilities including the cinema and the leisure sheds. Premier Marinas own and manage all of the moorings as well as the Boatyard at the eastern end of the Marina.

The city council is the freeholder of the Black Rock site. The Gasholder site comprises of two parcels of land. The southern part of the site contains non-operational land formerly associated with the storage and production of gas. This part of the site is currently owned by National Grid Property and measures 1.44 hectares (3.59 acres). The north-eastern part of the site measures 0.56 hectares (1.39 acres) and is occupied by two operational gas holders which are owned and operated by Southern Gas Networks plc. It should be noted that National Grid Property has no control over this part of the site and the gas holders themselves.

The complexity of landownership is such that a Steering Group has been set up to encourage developers and land owners with interests in the Marina to work together to resolve any conflicts and to bring about the comprehensive regeneration of the Marina. Since the city council owns the freehold of the site, developments exceeding the height of the cliff will need Council approval under the Brighton Marina Act (as the Marina was approved under an Act of Parliament) in addition to any planning consent granted by the council as Local Planning Authority (LPA).

7.0 Current Development Proposals

At the time of writing, there are four development proposals that will impact on the Marina (see Fig. 2):

- the Outer Harbour Scheme for Brunswick Development Group plc, which was granted planning permission in Summer 2006;
- the Inner Harbour (Explore Living) Scheme on behalf of X-Leisure and Explore Living, which has been formally submitted to the LPA for determination;
- the Brighton International Arena (BIA) Scheme, which is at the pre-planning application consultation stage; and
- the Hotel Development on the Western Breakwater. Scheme which has recently been submitted to the LPA.

The details of the schemes are summarised below:

7.1 Brighton Marina Outer Harbour scheme

In June 2006, Brunswick Developments were successful in gaining planning permission for a mixed-use scheme (BH2006/01124) in the south-western quarter of the Masterplan area. The site comprises a new platform over the Spending Beach and West Quay area. The scheme includes a total of 853 flats, including 40% affordable units, 1933 sq m of 'A' uses (retail, professional services, hot food, drink etc.), 502 sq m of harbour control and Marina offices (B1 use), 527 sq m of community uses (including a crèche, health facility, community spaces and visitor viewing gallery), 260 sq m of yacht club/ divers office and 166 sq m of RNLI lifeboat station. A total of 496 car parking spaces are proposed within the development. Two new foot and cycle bridges are proposed, one across Black Rock beach and one across the entrance to the Inner Harbour,

creating a circular route. Construction is due to commence in Spring 2008, pending the satisfactory discharge of conditions.

7.2 Brighton Marina Inner Harbour Scheme

This is a mixed-use scheme currently known as Brighton Marina Regeneration Project comprising of 1294 flats, including 40% affordable units, new and improved retail facilities, a medical use, an enlarged and modernised ASDA superstore, community uses and the provision of a new transport interchange. This is a major scheme with six main sites proposed for redevelopment: the Asda superstore, the petrol station, the estates office, the western seawall site, the McDonald's restaurant site and the eastern end of the multi-storey car park. Buildings are proposed to range from 1-28 storeys in height. A total of 1484 car parking spaces are proposed. The development includes proposals that seek to enhance the public realm and to create new public spaces and linkages, including an undercliff park and lagoon, a foot and cycle bridge from the cliff and a new 'squareabout'. The proposal also encompasses a Combined Heat and Power (CHP) unit and safeguards the route for a future Rapid Transport System (RTS) into the Marina. The application is currently under consideration by the council with an anticipated determination date of Summer 2008.

7.3 Black Rock Scheme

Brighton International Arena (BIA) was the winning scheme for the Black Rock site following a public competition staged by the council in 2002. The scheme comprises a multi purpose indoor events Arena with two Olympic sized ice rinks, one of which will be for public ice skating. The proposal incorporates a fixed seating capacity in the Arena for 7,500 people which can be increased to 11,000 when the ice pad is covered. The Arena will be able to host a variety of events including sport (particularly ice hockey and basketball), concerts and shows. Some 'A' uses (restaurants, bars, retail etc.) are proposed in addition to this. The scheme also includes 111 flats, 40% of which will be affordable. The proposal safeguards a potential RTS route through the site to link into the Marina. The developers are in pre-application discussions with the council at the time of writing.

7.4 Hotel Development on the Western Breakwater Scheme

The proposal is for a 150 bed (4*) hotel which includes ancillary facilities for public and guest use including a restaurant and reception area. Small retail and storage areas are proposed on the ground floor of the building. The gross external area of the development is approximately 11,000 sqm and the site area is 4,579 sqm. The proposed hotel development is approximately 7 storeys high (27.5m above the existing breakwater height) and would partly overhang the existing breakwater towards Black Rock beach. The proposal will utilise the new access route onto the Western Breakwater that would be created by the Brighton Marina Outer Harbour mixed development scheme. An application has been lodged with the council.

7.5 Other potential schemes on non-allocated sites

Limited preliminary pre-application discussions regarding a mixed use development at the Eastern Gateway and a commercial development within the Merchants Quay have recently taken place. It is uncertain at this stage whether these will proceed to full application.

7.6 Gasholder Site

This site encompasses an area of 2 hectares (4.94 acres) and is located on the western side of Marina Way. It includes a number of small industrial units (approx. 2,412 sq m) some of which are currently vacant as well as a motor repair shop and represents a significant development opportunity, in close proximity to Brighton

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Marina and Black Rock. The site is currently designated in the adopted Local Plan (2005) as an employment (EM1) and housing (HO1) site. The financial viability of the site is dependent on the cost of any measures necessary to deal with existing contamination from the former gas works. The Employment Land Study 2006 identifies the site as a potential location “for the development of light industrial units for small and start-up businesses on the basis of freehold or long leasehold sales” (para 6.19, p58).

The owners of the site (National Grid Property) are currently exploring the potential to redevelop this site and have indicated that they may seek a mix of EM1 and HO1 uses across the whole site. It is appreciated that due to the decommissioning and remediation costs, a comprehensive approach to the redevelopment of both parts of the site may be required. However, the council is mindful of the findings of the 2006 Employment Land Study that recommend the need to retain the existing employment site allocations. This study considered that the Gasholders site would be economically viable as employment land for the development of light industrial units for small and start-up businesses. Any future proposals will therefore need to meet the principles established for the site within the Adopted Local Plan 2005 and Site Allocations Development Plan Document.

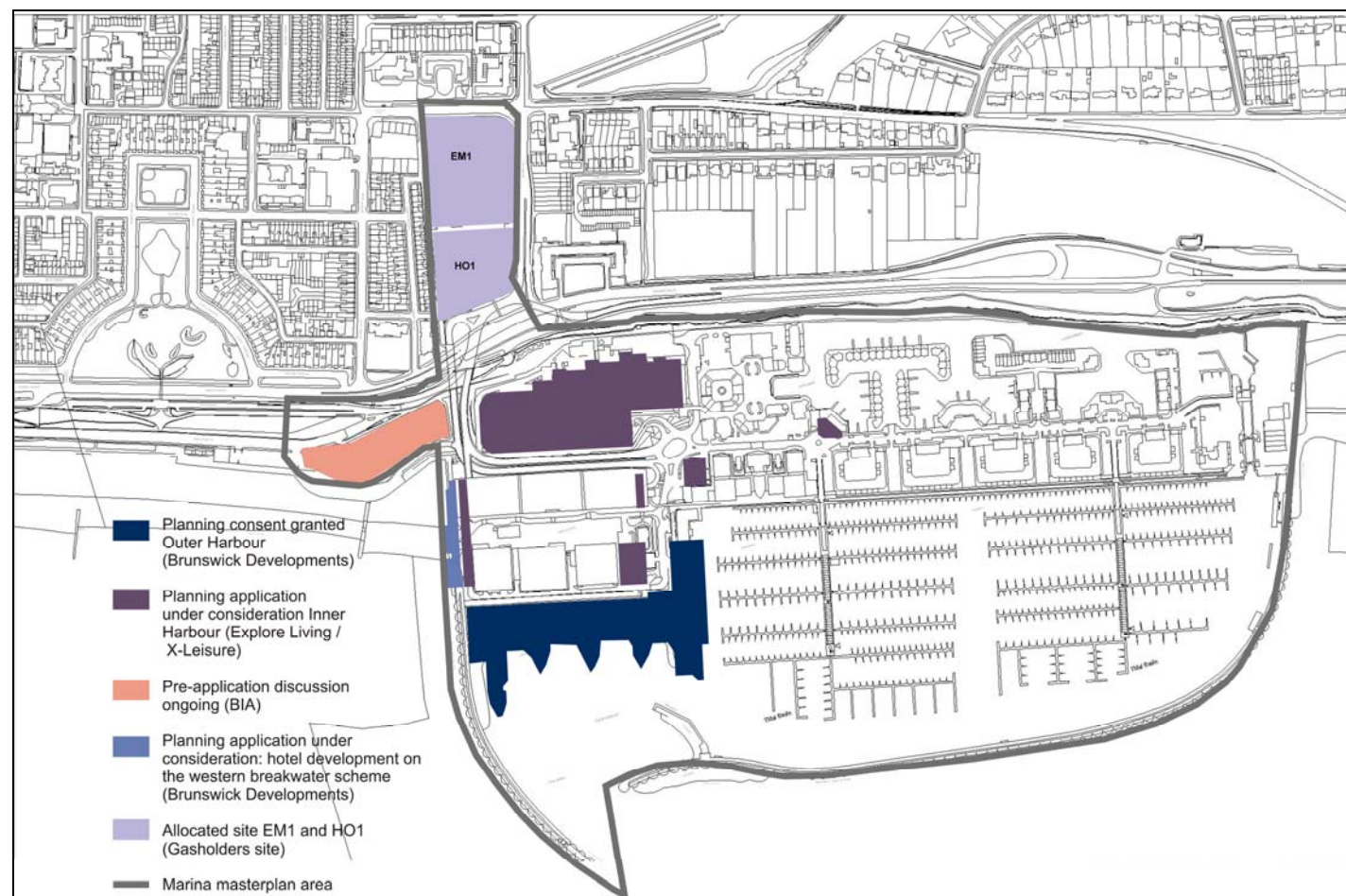


Fig. 2 - Major schemes and Gasholder site.

8.0 Site constraints

The Masterplan process has identified a number of key constraints to future development of the site, which are summarised below. Developers will need to demonstrate their understanding of these constraints in the design and development of their schemes.

8.1 Environmental constraints

There are a number of environmental constraints which are unique to the Masterplan area which need to be addressed by developers in their plans for the site.

Flood Risk

Particular emphasis needs to be given to flood risk and the potential breaching of sea defences in line with Government Guidance contained within PPS25 ‘Development and Flood Risk’. PPS25 confirms that flooding, in all of its forms, is a material consideration in the determination of planning applications and in the formulation of planning policy. The most significant change for the Brighton coastline is the predicted sea level rises due to climate change, which is estimated for the south east as 4mm – 15mm / year. Tidal level predictions and rainfall intensities are therefore higher than those previously estimated. In light of this, developers are encouraged to undertake early consultation with the Environment Agency, and to ensure that their proposals have due regard to the Strategic Flood Risk Assessment (SFRA) for Brighton and Hove.

A Flood Risk Assessment will be required as part of the planning application process (see Policy SU4 of the adopted Local Plan) to demonstrate that all proposed development at the Marina will be safe, will not increase the risk of flooding elsewhere and where possible, will even reduce the flood risk overall. It is also proposed that the Masterplan area be monitored by a Sea Defence Management Plan, which will continuously review the physical condition of the existing flood defences and identify the need for repairs, as well as upgrading to reflect recent changes in sea levels and any new national guidance. All development interests within the Marina must be party to the Sea Defence Management Plan, which is under the overall control of the Brighton Marina Estate Management Company and has the responsibility of maintaining sea/ flood defences at the Marina.

Geology

The geology of the Brighton Marina area consists of made ground over Upper Chalk, with the Chalk likely to extend to over 200m below ground level. The made ground overlying the Upper Chalk consists of the fill material used to reclaim the land during the construction of the Marina in the 1970’s. Developers should be aware of the geological context, especially the potential impacts of deposits that occur in the ground below the reclaimed Marina and how these might impact on any foundation design.

Developers must also demonstrate that their proposals do not impact adversely on the visibility or stability of the SSSI cliffs. The cliffs are noted for their unique and irreplaceable geological features. The site attracts significant scientific interest and key to this is the visibility of the notified features, in particular the transitional fault line which divides two types of significant geological form. Since the significant collapse of a portion of the cliff face in the winter of 2000/01, the cliffs have also been the subject of investigations, studies and remedial works to provide for the stabilisation of the cliffs and the safety within the Marina, the Undercliff Walk and the cliff top. Development proposals will be expected to make provision for the protection and enhancement of the visibility of the cliffs and for their management. Developers should particularly familiarise

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themselves with the study which was carried out in 2003 by High-Point Rendel “Cliff Stabilisation – Brighton Marina”. Future construction activities in the Masterplan area must avoid further significant destabilisation of the cliffs which might be incurred as a result of demolition works, piling, compaction of earthworks and vibrations from construction traffic. The LPA will expect developers to give this due consideration in their Construction Environmental Management Plans (CEMP).

The planned underground works by Southern Water to carry out waste water pipe upgrading works will also need to be factored into the Environmental Impact Assessments (EIA) and Construction Environmental Management Plans (CEMP) which accompany future planning applications within the Masterplan area. While it is acknowledged that the Secretary of State refused planning consent for the Southern Water application in July 2007, the part of the application relating to the Brighton & Hove area was considered acceptable. The LPA therefore anticipates that the application will eventually be approved and would strongly advise developers to take the Southern Water plans into account when compiling their EIA and CEMP.

8.2 Conservation constraints

Proposed developments should ensure the preservation and/or enhancement of the setting of historic buildings and conservation areas nearby, as well as the wider historic landscape and city skyline including views from the existing South Downs Area of Outstanding Natural Beauty (AONB) and the proposed National Park. Developers will need to demonstrate an understanding of the impact of their proposals on key views within the Visual Impact and Townscape Assessment. Early consultation with English Heritage and the council’s Conservation and Design Team is therefore strongly advised.

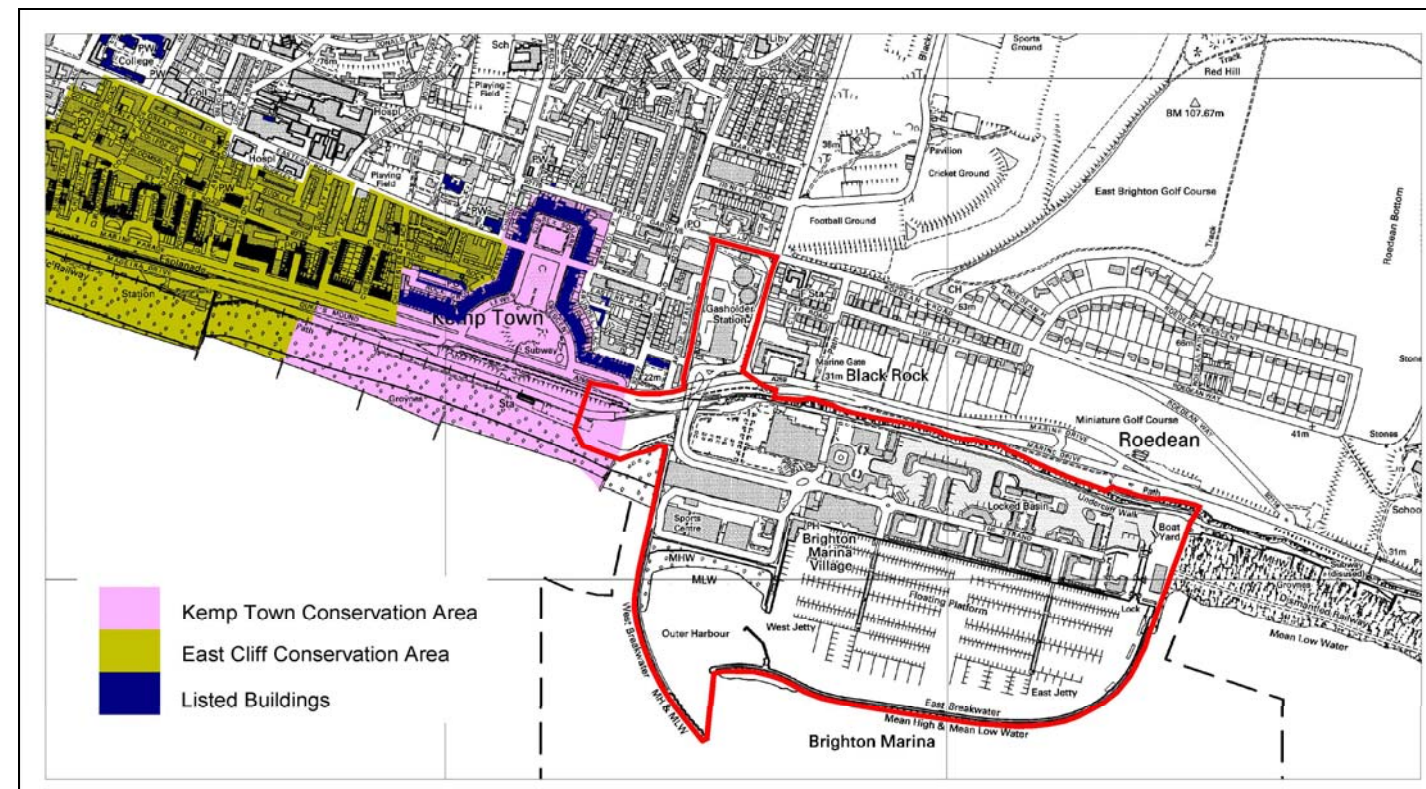


Fig.3 - Conservation Areas and Listed Buildings

8.3 Transport constraints

Access ramps

The vehicular ramps into the Marina are a significant constraint to future development given that they are a substantial barrier to movement across the Marina, particularly to pedestrians and cyclists, and given their overall visual and physical dominance. This was recognised in SPGBH20 which identifies the removal of the ramps as an objective. Developers of major schemes will therefore need to demonstrate that they have given the removal of the ramps due consideration.

Rapid Transport System (RTS)

A Rapid Transport System (RTS) is considered fundamental to the success of the Marina as a sustainable visitor destination. It is therefore necessary that the primary and secondary RTS routes identified in section 10 (see Fig. 7) are safeguarded within development proposals coming forward for the Masterplan area.

Emergency vehicle access

Current predictions in the growth of the permanent population of the Marina, as well as a potential increase in visitors, will necessitate an improvement to emergency vehicle access routes in and out of the Marina. A route through from Madeira Drive into the Marina at the western end will therefore need to be safeguarded and enhanced for emergency vehicles, which could potentially double-up as an RTS route. Future potential development at the eastern end of the site is currently constrained by the very limited access to it by public transport and emergency vehicles.

Roundabout

The extent to which the vehicle infrastructure into and out of the Marina will be able to accommodate the demand generated by development within it will be constrained by the existence of the roundabout at the base of the ramps. An analysis of the capacity of the existing roundabout within the Marina, undertaken by the city council’s Transport Planners, has revealed that several of the arms are currently over capacity during the peak hour and/or will experience significant congestion¹ by 2010 when development traffic is factored into the calculation².

With these results in mind, development proposals must address the capacity issues on those arms of the roundabout which predict congestion during peak hours in the future. This will require developers to undertake a capacity analysis of the roundabout and other junctions in the vicinity of the Marina within their Transport Assessments. The LPA would particularly like to see what mitigation measures will be put in place to reduce the likelihood of congestion. All proposals will need to demonstrate that they adhere to the city council’s Transport policies in the adopted Local Plan in promoting the use of sustainable modes of transport. Developers will be expected to factor in the cumulative impact of various development proposals that are at an advanced stage and are known to be coming forward in the near future. Development proposals should recognise the council’s priority areas for future development contained in Section 15 (p. 28) and not compromise the opportunities identified for each area through over-development.

¹ The term congestion is defined as the point at which traffic flow is likely to experience some or all of the following; flow breaks down with varying speeds, average approach speeds drop significantly, the junction throughput of traffic is reduced and queues form.

² These calculations were made assuming that the Brighton Marina Outer Harbour (Brunswick Developments) scheme, the Brighton Marina Inner Harbour (Explore Living/ X-Leisure) scheme and Black Rock scheme go ahead.

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8.4 Physical/ ecological constraints

The Marina has a number of areas within it which are of ecological and/or geological importance, specifically the cliffs which are designated a Site of Special Scientific Interest (SSSI), the vegetated shingle area at Black Rock, the shingle at Volks Railway and the open water areas (which are all SNCI's). Vegetated shingle is a nationally rare habitat and is listed in Annex I of the EC Habitats Directive as a habitat of international conservation importance and therefore Policy NCI of the Adopted Local Plan will apply. These areas also contribute to the unique experience of the Marina and must be protected and enhanced as part of development proposals as laid out in the Natural Environment and Rural Communities (NERC) Act (2006)³.

The SSSI designation of the cliffs means that any development proposed for the Marina will need to have due regard to Policy NC2 of the Adopted Local Plan. Proposals will also be scrutinised by Natural England and the Environment Agency. Developers must ensure that their schemes do not have a detrimental impact on the SSSI. Early pre-application discussions with the relevant agencies and the LPA are strongly encouraged.

Development over the existing water areas of the Marina will be resisted to prevent further loss of moorings, to protect the amenity/ ecological value of the water and to preserve the Marina's intrinsic Maritime character. The Environment Agency has a policy against encroachment into tidal areas. The Marina environment has proven to be a valuable site for invertebrates and as a nursery site for fish and will therefore be protected from development which is likely to have an adverse effect on fish/ invertebrate populations or habitats. The water areas are also considered to have important amenity value for residents and people who visit the Marina.

The lack of open space within the Marina is another significant physical constraint. There is only so much development the Marina can take to meet the open space requirements of residents and visitors. The LPA would therefore encourage developers to maximise the amount of open space being provided on-site and to pay attention to the quality of design of these spaces. Development proposals should also have regard to a key objective within Policy PRE 1 of the council's emerging Local Development Framework, which promotes the development of a Green Infrastructure Network within the City. The LPA will be looking for demonstration that proposals for the Masterplan area have not only incorporated green spaces but have considered and promoted linkages with other green spaces within the wider area.

8.5 Levels

Developers will have to demonstrate in any proposals for the Marina that they have addressed the change in levels across the site and actively sought to minimise them by removing abrupt changes. Particular attention should be paid to the level changes resulting from the Brunswick and Waterfront developments. Proposals should seek to minimise the changes in levels along key routes such as from the western to eastern breakwaters, and from the central area of the Marina southwards to the Brunswick site. Development proposals should include creative solutions to resolve changes in level through good design and should include elevations, sections and plans relating to these problematic areas as part of any planning application. Developments, and publicly accessible areas in particular, will be expected to have significantly enhanced connection and engagement with the water areas of the Marina and the sea. Developers will need to demonstrate how this is to be achieved.

8.6 Landownership and Leases

Another constraint to development in the Marina is the complexity of landownership already described in section 6.0 and the prevalence of existing development on long leases. The redevelopment opportunities for the area known as the "Octagon", and its associated retail and residential units, are constrained by the existence of a considerable number of individual leaseholders in that area. However, the LPA would not be adverse to a dialogue with any developer/s wishing to regenerate these areas in the future if they felt these constraints could be overcome. Other sites such as the leisure sheds and cinema are not so complicated since they are all owned by X-Leisure and some are likely to come forward for redevelopment in the next 10-15 years when their leases are due to expire. The council's establishment of a Steering Group of landowners and developers to encourage greater collaborative working is designed to overcome barriers of landownership to enable the comprehensive regeneration of the Marina.

9.0 Transport and movement

All development proposals must seek to significantly reduce the reliance on the private car as a mode of travel, in line with transport policy contained within the Local Transport Plan 2006/07-2010/11. Key objectives identified in the LTP are to:

- Improve air quality;
- Reduce congestion;
- Improve safety; and
- Improve accessibility.

There are a number of measures that need to be implemented in order to achieve these objectives in the context of the Marina having regard to the transport constraints to future development identified in section 8.3. This section of the PAN considers the current transport situation as well as the opportunities for future transport improvements both within, and in the vicinity of, the Marina. Developers will also need to refer back to the transport constraints to future development at the Marina identified in section 8.3. Particular attention will need to be paid to improving the accessibility of both the eastern and western gateways to the Marina, which are particularly poor in terms of legibility and pedestrian/ cycle access.

9.1 Public Transport

• Bus services

There is an extensive network of bus routes within the Brighton and Hove area. Brighton Marina itself is served by 4 routes on Mondays to Saturdays, with 13 bus departures per hour for most of the day. The most frequent service is route 7, which operates every 7 minutes (8 per hour) via Old Steine and Brighton Station to Hove.

Although the Marina is generally well served by bus services, its transport facilities and bus interchange are very poor. At present, buses enter the Marina via the ramp and turn right around the roundabout into the access road which encircles the leisure sheds. The journey terminates at a poorly designed bus drop-off and waiting area just outside of the McDonalds Drive-Through restaurant, which is not easy to find or access.

³ The NERC Act 2006 places a duty on all public bodies to conserve biodiversity when undertaking their functions.

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• Rapid Transport Scheme

In July 2005, the city council began the development of proposals for a bus based Rapid Transport Scheme (RTS) for the city, as part of a Major Scheme bid to central Government for funding. The Marina has been included as a principal destination for RTS within the bid⁴, in recognition of:

- Its existing density of development and the associated generation of movement;
- The need to improve its connections with the city centre to overcome its perceived remoteness; and
- Its regional importance as a special district centre which attracts people from a wider catchment area as a result of its leisure and recreational land uses.

In 2006, the city council's RTS proposal was fully supported by the South East England Regional Assembly (SEERA) following its assessment, and subsequent high priority ranking, as part of the Regional Transport Prioritisation programme. This high priority ranking was awarded on the basis of the bid's policy compatibility, deliverability and value for money. It has therefore been identified in the Regional Funding Allocation for transport schemes. An initial decision from the DfT on the funding bid is anticipated during 2008 but early indications are positive.

• Rail services

Brighton railway station is on the national rail network and serves such destinations as Portsmouth, Reading, Bedford, Bristol and Basingstoke. Connections to several mainline London stations can be obtained, including St. Pancras (with Eurostar links to Europe), London Bridge and Victoria. Furthermore, Brighton is directly connected by rail to both Gatwick and Luton airports. The station is situated to the north west of the Marina and is approximately 10 minutes walk from the city centre and 45 minutes walk from the Marina. During peak hours up to 18 trains use the station per hour. The station is well connected with bus services operating to and from the Marina. All but two of the buses which service the Marina also stop at the bus stop immediately in front of the main station foyer.

• Taxis

Taxis play an important part in travelling to and from the Marina as part of an integrated public transport system. They fulfil a crucial role in providing transport to and from the Marina when bus services are more infrequent during the night, and have helped to secure the night time economy of the Marina. Taxis are particularly useful for those people who are unable to access everyday facilities without the use of the private car. The LPA would therefore ensure that Taxi bays are secured within any future transport interchange proposed for the Marina.

9.2 Walking

There are currently three pedestrian access points into Brighton Marina, and although they are linked to the surrounding area by a network of footways, cycle ways and Public Rights of Way (PROW) they are difficult to find and are bleak and unpleasant environments. Below the cliffs (at sea level) there is a path which links the site to Rottingdean to the east. The path referred to as the 'Undercliff Walk', was reopened to

pedestrians in the Spring of 2006 following stability works to the Cliff to prevent future landslides and/or rock falls. However, pedestrian linkages to the Undercliff Walk from the Marina are extremely limited, contributing to the poor legibility of the site in general. There is also a direct seafront route along Madeira Drive which links the site with Brighton city centre to the west. The pedestrian access points into Brighton Marina are shown in Figure 4.

Pedestrian provision within the Marina tends to be concentrated around the Marina Square, Palm Drive and Mermaid Walk which are the main areas for shopping and eating out. However, the design of a number of pedestrian areas within the Marina represents physical barriers to pedestrians. These barriers are sited on the approach to, or at the entrances to the Marina car park and Seattle Hotel service area e.g. the barrier at the foot of the Boardwalk steps (see photo inset). Their existence restricts pedestrian movement and hence permeability within the core area of the site, despite the fact that these are natural desire lines for pedestrian movement.

9.3 Cycling

There are currently no formal cycle routes within the Marina, although cyclists can gain access to the Marina via both the east and west ramps in the same way as other road users. The National Cycle Network Route No. 2 (Sustrans) runs along the cliff top but cycling is currently prohibited along the Under Cliff Walk due to the existence of a By-Law preventing horses or vehicles with two or more wheels from using the path. The city council intends to revoke the cycling prohibition elements of the By-Law and is proceeding to consult with stakeholders following committee approval. A key objective of the city council is to allow this popular east-west corridor to become an official pedestrian and cycle route.

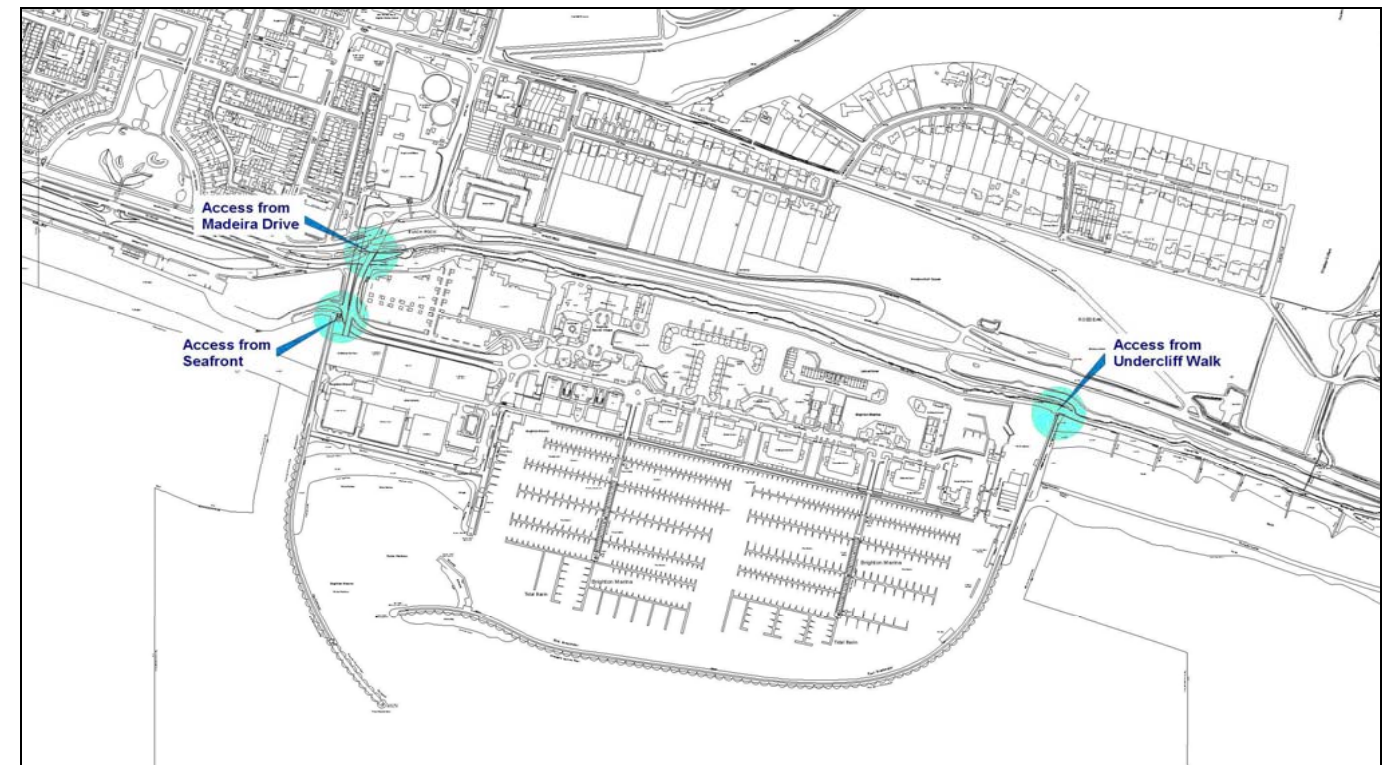


Fig. 4 - Pedestrian access points

⁴ The route: King Alfred – Hove Seafront – Brighton Centre – Brighton Station – North Street – Eastern Road – Royal Sussex Hospital – Brighton Marina

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9.4 Disabled Access

The Marina site and wider Masterplan area is particularly poor in terms of accessibility for disabled people. Many walkways and pedestrian routes are impeded by physical barriers i.e. railings, rumble strips etc, which are especially difficult for disabled people to access (see Fig. 5). There is a general lack of dropped kerbs particularly in the vicinity of the roundabout, Palm Drive and Octagon area which, in conjunction with surface car parking (the majority of which have barriers), make it very difficult for disabled people to get around the site.



Fig. 5 – Barriers to movement

9.5 Private Vehicles (including motor cycles)

The vehicular entrance and exit to the Marina is dominated by two, two lane ramps (one outbound and one inbound) constructed during the late 1960's, which are visually intrusive and act as a barrier to pedestrian and cyclist movement especially between the north and south of the site. The multi-storey car park and the superstore car park are not only architecturally unattractive, but directly sever the north of the site from the rest of the Marina. The LPA would like to see far greater priority provided for sustainable modes of transport on the ramps and the rest of the Marina, to reduce the use of, and therefore the reliance on the car, within the Marina as well as to and from the site.

9.6 Other

Volks Railway

The Volks Railway runs east-west between the Marina and the Palace Pier and is only operational during the Summer months with fairly limited capacity for passengers. It is currently regarded by the city council as an historical visitor attraction rather than a form of public transport but has the potential to be extended outside of its existing operational hours.

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Part 2

10. Transport opportunities

There are numerous opportunities to positively influence transport and movement within the Marina and wider Masterplan area. The opportunities identified below have been borne out of an analysis of the current transport situation and the constraints contained in section 8.3 of this PAN.

10.1 Vehicle Access

SPGBH 20 states that it is desirable “to remove the existing access ramps and to reduce the dominance of the entrance to the roundabout as a barrier to pedestrian movement”⁵.

While the removal of the ramps remains an aspiration of the LPA for the longer term future of the Masterplan area, there is recognition that this may not happen in the short to medium term. This is because there are limited options for alternative provision of an access road. Access from Madeira Drive into the Marina is problematic due to the closure of the road on event days (approximately 25 days a year). Any alteration of the existing road layout to enable traffic from the A259 to access Madeira Drive would also have to be sensitive to the Kemp Town Conservation area (including Kemp Town slopes) and should not compromise the council’s aspirations for leisure and recreation development at Black Rock, as set out in SPGBH 5. It is also acknowledged that there are limited options to making the different levels between cliff height and the Marina work successfully. There is the added sensitivity of the SSSI designated cliffs. These hurdles would need to be overcome before the removal of the ramps could be actively pursued.

Nevertheless, there are many opportunities in the short to medium term for improvements to be made to the visual appearance of the ramps. Developers must demonstrate that they have addressed this issue by thinking creatively and exploring physical (e.g. re-cladding, etc.), environmental (e.g. green walls, roofs etc.) or public art (e.g. lighting, murals etc.) solutions to reduce the visual ugliness and dominance of the ramps.

10.2 Private Vehicles

In the short to medium term car parking in the Masterplan area will continue to be provided in the existing multi-storey car park and below grade parking for residents proposed under the approved Brighton Marina (Brunswick Developments) scheme. However, the Masterplan aims to increase provision and priority for sustainable modes of transport to provide better, attractive and adequate alternatives to the car for some journeys. Over time, this is likely to encourage residents and visitors who have access to a car, to use sustainable modes of transport for routine journeys. The dominance of private vehicles not only sends the wrong signal to people travelling to and from the site, but also has a negative visual impact on the Marina. The LPA would therefore like to see the removal of all surface car parking from within the commercial areas of the Marina, except in the case of Car Club or disabled parking provision. This would increase the areas potentially available for development or for enhanced public realm. Provision of limited undercroft car parking will be encouraged, particularly if this raises the pedestrian level which, in turn, could bring about more engagement with the sea and water areas of the Marina.

The replacement of the multi-storey car park, in its existing form, remains an aspiration of the LPA in the longer term. However, the LPA does acknowledge that many berthholders and Marine-related businesses have allocated car park spaces within the multi-storey car park and other car parks within the Marina. Consultation with berthholders and businesses will be conducted before replacement facilities or parking arrangements are changed, to ensure the future economic viability of the Marina and its businesses. In the short to medium term the LPA will be seeking innovative solutions to the visual ugliness and dominance of the car park through developer contributions. It is anticipated that measures similar to those identified for the ramps in para 10.1 will be deployed to ensure that the visual appearance of the car park and its immediate environs is substantially improved.

The city council will seek a car park management system where parking within the Marina is both time limited and priced such that travelling to and from the Marina is less attractive financially than using sustainable transport modes. Future private residential parking will be sought at less than the allowed maximum parking standards in line with council policy TR1. However, priority will be given to the provision of spaces for disabled drivers in line with transport policy contained within SPGBH 4 on Parking Standards.

10.3 Car Clubs

As part of the LPA’s strategy to develop more sustainable modes of transport, car clubs have evolved to provide greater choice of transport options to people that require access to a car for some journeys. Whilst the PAN seeks to reduce reliance on the private car, the existence of a car club in the Marina will provide a practical option when the use of public transport may not be appropriate, possible or desirable.

Car club membership is designed around short term hire and as such can be an attractive alternative to the costs of individual car ownership. Members of car clubs have the added incentive of a vehicle being conveniently located within walking distance of their home or work and access to the latest and most efficient models of car. The main objectives for the creation of a car club at the Marina are to:

- reduce individual car ownership;
- save on infrastructure costs;
- reduce congestion by encouraging involvement through the use of other modes of transport; and
- relieving parking pressure.

Any new development proposals incorporating a car club should be in conformity with the desired transport and movement principles identified in this section of the Masterplan. Proposals must incorporate the provision of a car club vehicle to provide a more sustainable alternative to private car ownership. For the purposes of long-term viability, it is recommended that incentives for membership to a car club be offered to new residents, such as partial or fully subsidised membership for up to two years upon first becoming resident. Different operators can advise on the necessary provision, including:

- availability of parking;
- proximity to local facilities within walking distance;
- an assessment of the characteristics of the community; and
- an appraisal of likely number of cars required.

⁵ “Supplementary Planning Guidance Note 20: Brighton Marina”, p38.

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The infrastructure implications for operating a car club are likely to be minimal but may include different surface treatment to distinguish car club parking from other types of parking spaces and should ideally be located on-street.

10.4 Public Transport

• Bus services

Bus priority measures are limited within the Marina and wider area but are only needed where congestion delays are likely in the future. Further exploration should be given to opportunities to implement bus priority measures on the ramps with partners and transport operators to improve bus accessibility to and from the Marina, in order to meet the demands of future growth in the Marina. This will also create the right conditions for the smooth introduction of the bus based Rapid Transport Scheme (RTS), if the Major Scheme Bid to Government is successful in 2008. The LPA considers that the introduction of bus priority measures, together with an improved transport interchange at the Marina, are a pre-requisite for the expansion of sustainable transport modes to this growing district of the city. Developer contributions will also be sought towards subsidised bus travel for residents for up to two years to encourage residents to develop sustainable travel habits.

• Rapid Transport Scheme

If the funding bid is successful, the RTS is currently expected to begin construction in 2010. The route of the RTS is shown in Fig. 6. The Masterplan also identifies a second RTS route which has a safeguarded status and runs to the south of the proposed BIA development, connecting Madeira Drive with the Marina. This route must avoid conflict with pedestrians, particularly in the vicinity of the Black Rock development, to ensure good linkages with the Marina and enable sea views.

If implemented, this section of the RTS would run from the Palace Pier along Madeira Drive and into the Marina, via the knock through proposed for emergency vehicle access (see Fig.6). The council is still exploring the business case for the operation of this secondary RTS route into the Marina. However, given the level of development proposed for the Marina, it is anticipated that developer contributions would make a significant contribution to securing this objective.

Plans to accommodate this RTS route within the wider public realm would also need to be incorporated within any relevant development proposal. Greater exploration of the preferred location of the secondary RTS route and its viability will be undertaken when this document is carried forward into a Supplementary Planning Document.

If Government funding for RTS is not forthcoming, the city council intends to create a strategic transport fund from pooled S106 contributions, which will either replace Government funding for an RTS or be used to substantially enhance existing bus services to the Marina.

• Transport interchange

Although the Marina is generally well served by public transport, its transport facilities and the location of its transport interchange are poor. The LPA favours a more accessible location for a new transport interchange for both transport services and passengers. One preferred option would be situated on Palm Drive close to Merchants Quay, at the heart of the Marina. This location is at the intersection of the three catchment areas for the superstore, the approved Brunswick scheme and the existing residential quarter (to the east of the

Waterfront development) and therefore represents a central location for an interchange. The interchange should incorporate dedicated bus and taxi bays with new shelters, seating and Real Time information. Developers must ensure that there is sufficient space for the provision of a dedicated RTS bay in the detailed planning of the interchange, if funding is successful and a separate RTS bay is deemed necessary. All bus stop provision will include accessible bus stops, Real Time Indicators and covered waiting areas. Such provision must be robust enough to protect against bad weather conditions given the exposed environment at the Marina.

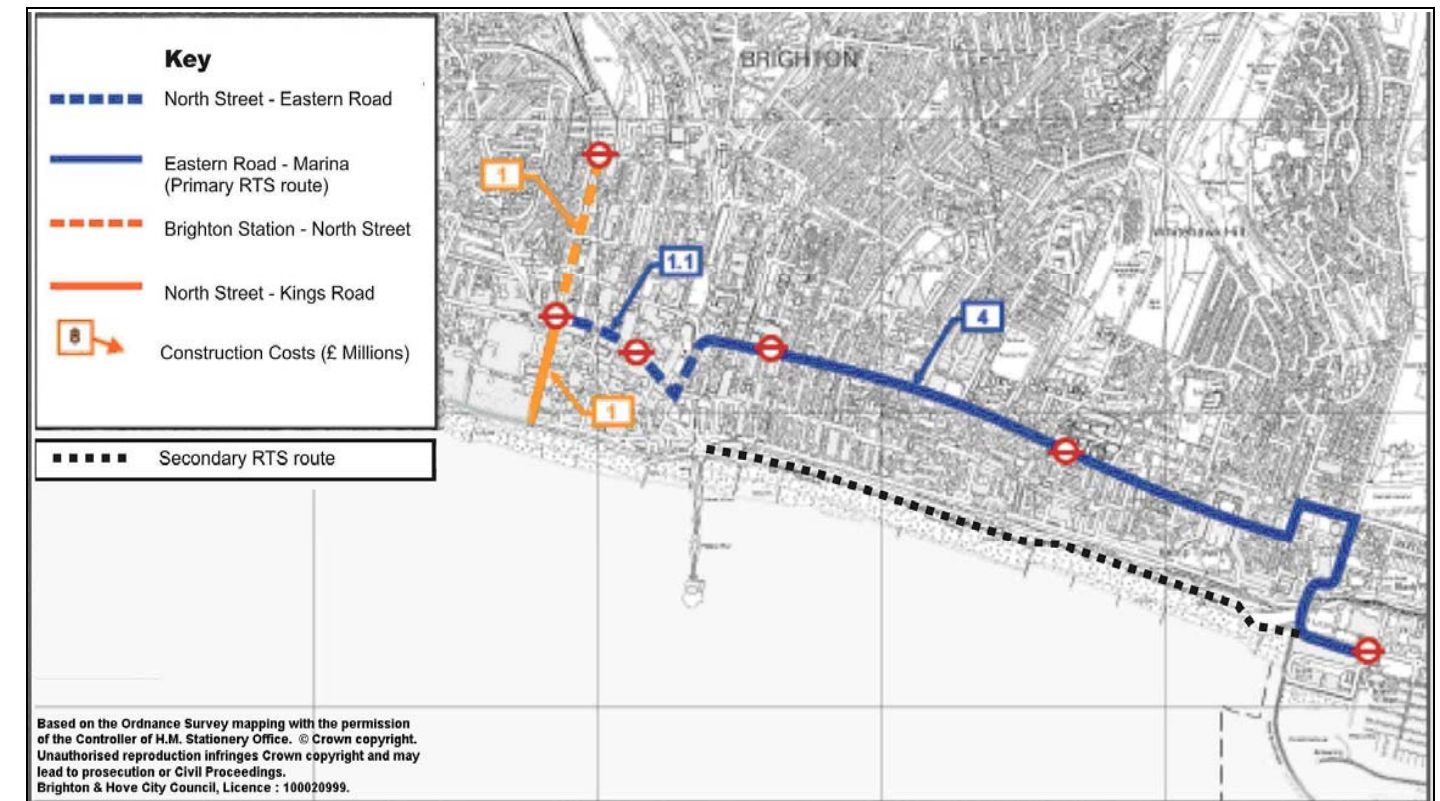


Fig. 6 – RTS routes

Given the scale of the Marina and the potential development across the site, it is likely that more than one bus stop will be required within the Marina, to ensure that people are provided with the best incentive to use public transport. However, given the existing constraints of the site, any additional bus stops may be necessarily confined to the commercial or western end of the Marina. Nevertheless, developers should aim to improve the pedestrian and cycle connections to the transport interchange (i.e. along the Strand) in order to meet the demands of existing and potential users of the eastern end of the Marina, which is currently not well served by public transport. Developers will also need to improve pedestrian/ cycle links from the eastern end of the site to bus stops on the A259.

• Rail services

If the RTS bid is approved by central Government, it will provide a frequent, limited stop service connecting Brighton railway station to the Marina. This will enable both Marina residents and visitors to access local and national rail services conveniently and regularly throughout the day.

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10.5 Cycling

Fig. 7 represents the LPA's preferred cycle routes for the Marina and surrounding area. The emergence of a formal cycle network for the Marina follows a detailed analysis undertaken by transport planners of the current situation on constraints to cycling. Developers will be required to make provision for this cycle network in any future development proposals for the Marina.

Development proposals must also ensure that all pedestrian crossings are cycle enabled and incorporated at the more inaccessible points of the Masterplan area. The LPA is particularly keen to introduce toucan cycle crossings in locations that would facilitate greater north-south pedestrian and cycle movement between the Marina and the wider East Brighton area.

Improvements to the ramps should incorporate a cycle route in conjunction with traffic calming measures, to reduce the speed of vehicles on the ramps. In support of these measures, a 20mph speed limit should be introduced to the Masterplan area, to encourage greater pedestrian and cyclist movement throughout the Marina, and to improve or provide a greater feeling of safety for these groups.

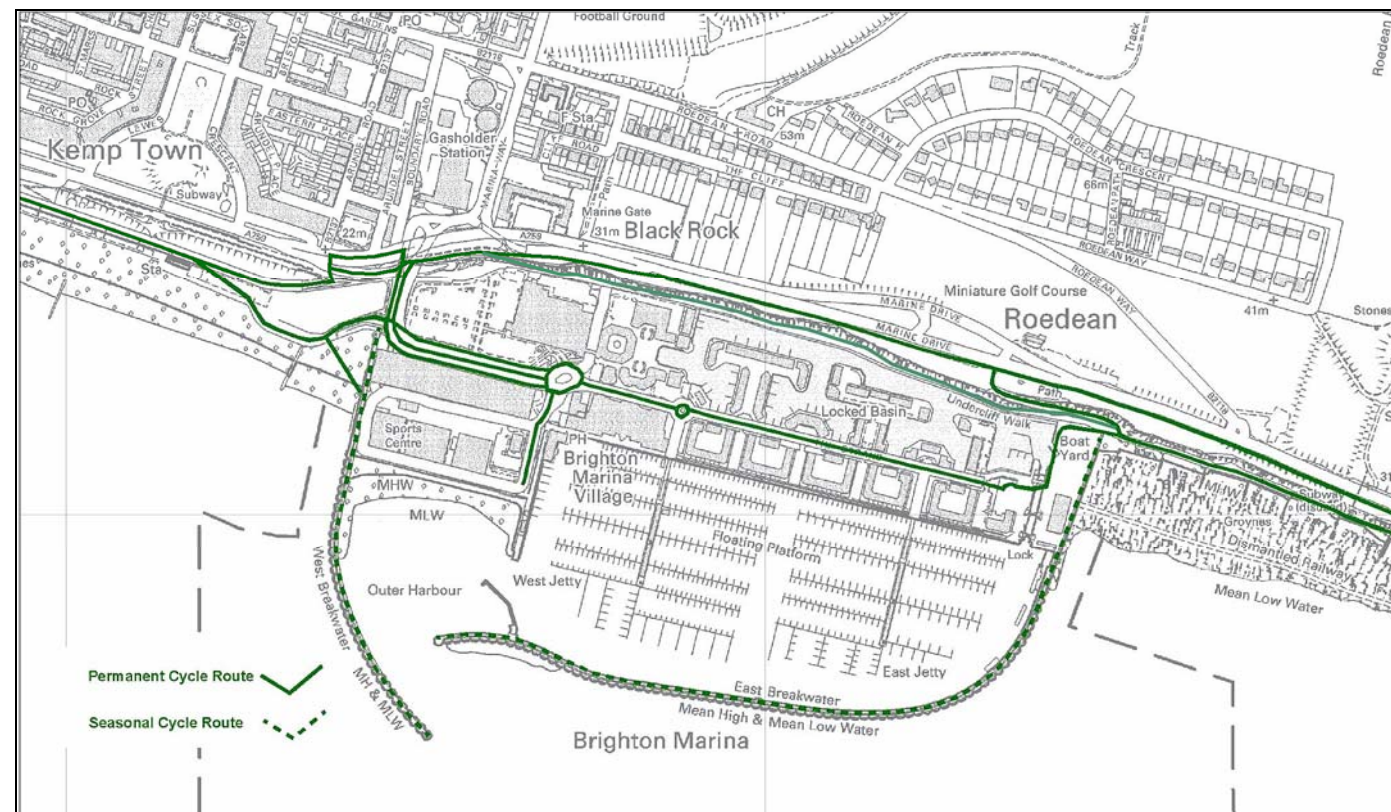


Fig. 7 – Cycle routes

All one-way vehicular streets should provide cycle lane contraflows, except in the event of development proposals which put forward shared space as a transport solution for the Marina. Additionally, cycle facilities, including lock stands, should be introduced at strategic points within the Masterplan, especially public squares and retail frontages. The design of these cycle facilities should complement overall public realm design. Developer contributions will be sought towards the provision of a dedicated cycle hire interchange point

incorporating information boards, shower facilities and secured cycle parking in close proximity to the National Cycle network.

10.6 Walking

As observed in section 10.1, the existing public realm within the Marina is extremely poor with many barriers to pedestrian movement. The LPA would like to see far greater emphasis placed on pedestrian movement and legibility⁶ in schemes coming forward from developers. Particular attention should be paid to the pedestrian linkages between public spaces and recreational areas/ facilities, in order to facilitate greater ease of movement and improvements in legibility.

In the context of the Marina, developers should ensure that linkages are improved between the existing boardwalk and development areas such as the Leisure, Superstore and Merchants Quay sites which suffer from poor legibility and public realm. The Marina is a particularly challenging environment in terms of the marked changes in levels between different parts of the site. For example, there is approximately a two storey change in levels between the Spending Beach and Leisure development areas, which needs to be addressed by developers in their designs for the public realm and pedestrian movement. Developers should also ensure that future proposals take into account the footbridges proposed as part of the Brighton Marina Outer Harbour (Brunswick Developments) scheme, in the enhancement of pedestrian linkages into and within the Marina.

Pedestrian crossings, amenities such as resting opportunities, greenery, lighting etc. and high quality public realm should be provided throughout the Masterplan area, along with consistent use of materials. Active frontages should be incorporated at ground level to secure improved orientation, legibility, safety and activity along key pedestrian corridors. These corridors, as far as possible, should be clutter free and should legitimise pedestrian desire lines both during the day and at night. Developers will also be expected to apply the principles of 'shared space' put forward by Manual for Streets⁷ and Jan Gehl⁸ to those areas of the Marina which are currently dominated by traffic and private vehicles e.g. the roundabout. Giving pedestrians, cars and cyclists equal status in terms of public spaces has been successfully trialled in Brighton e.g. New Road. The LPA would like to see the concept of shared space rolled-out to the Marina, where the domination of the car over pedestrians is unacceptable and compromises safety.

10.7 Disabled Access

Developers will be required to submit a separate Design and Access Statement as part of their planning application. This Statement should be aspiring to achieve "Excellence" in terms of design with the emphasis on inclusion rather than the selective and divisive provision of facilities specifically for disabled people. There are no regulatory controls with regard to disabled access and the public realm. Developers must therefore incorporate best practice through authoritative guidance documents i.e. the Department of Transport's

⁶ Developers should consult the city council's "Legibility study" (2007) to familiarise themselves with the principals for improved legibility.

⁷ 'Manual for Streets' (2007), Department of Transport and Department for Communities and Local Government.

⁸ Gehl's book 'Public Spaces, Public Life' describes how such incremental improvements have transformed Copenhagen from a car-dominated city to a pedestrian-oriented city over 40 years.

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Guide to Inclusive Mobility⁹, to inform the design of access both to and within buildings, car parking areas, the public realm and public pathways across the development.

Developers should pay particular attention to the following policy guidance contained in the Adopted Local Plan and Supplementary Planning Guidance in relation to disabled access:

- **Parking requirements for people with mobility related disability (i.e. Blue Badge holders)**
The Local Plan requires that parking spaces should be sited closest to the main or most suitable access point to the development. Developers should also refer to the SPG4 on Parking Standards for calculating the number of parking spaces for Blue Badge holders in residential, superstore, retail etc. development.
- **Shop Mobility requirements**
Policy TR17 of the Local Plan specifically identifies Brighton Marina as one of the district centres where planning permission will be granted for shop mobility schemes.

10.8 Other Volks Railway

The LPA is keen to see an extension of the operational hours of the Volks Railway beyond the Summer months in recognition of the Marina's function as a tourist/ visitor destination. Developer contributions will also be sought for the enhancement of the existing service e.g. through the introduction of disabled carriages etc. Whilst there is limited capacity for passengers on this service, it remains an important rail link between the Palace Pier and the Marina.

10.9 Transport Travel Initiatives Plan

In order to promote smarter travel choices the council is keen to establish, in partnership with Brighton Marina Estate Management Company (BMEMC), a Stakeholder Group comprising of representatives from the city council, all occupiers on-site, developers and future planning applicants. This Group would have responsibility for implementing an overall Transport Travel Initiatives Plan for the Masterplan area to influence existing and future travel behaviour of all parties on-site. The council already has strategic responsibility for influencing travel behaviours across the city through its Brighton & Hove Travel Plan Partnership and welcomes the opportunity to share this knowledge and learning experience with the Stakeholder Group specifically in relation to the Marina. All developers with an interest in the Marina and wider Masterplan area will be required to join the Stakeholder Group.

11.0 Emergency services

11.1 Existing emergency vehicle access

The existing access for emergency vehicles is currently off the outbound lower ramp and is gated (see Fig. 8). The BIA proposal at Black Rock would result in the removal of the existing emergency vehicle access. As part of the Masterplan process, discussions have taken place with representatives from the emergency

services (including the Police, Fire and Ambulance service¹⁰) concerning evacuation procedures and access routes in and out of the Marina. The emergency services have made it clear that existing emergency access routes within the Marina are not ideal and that any further development at the site would require the identification of additional access routes.

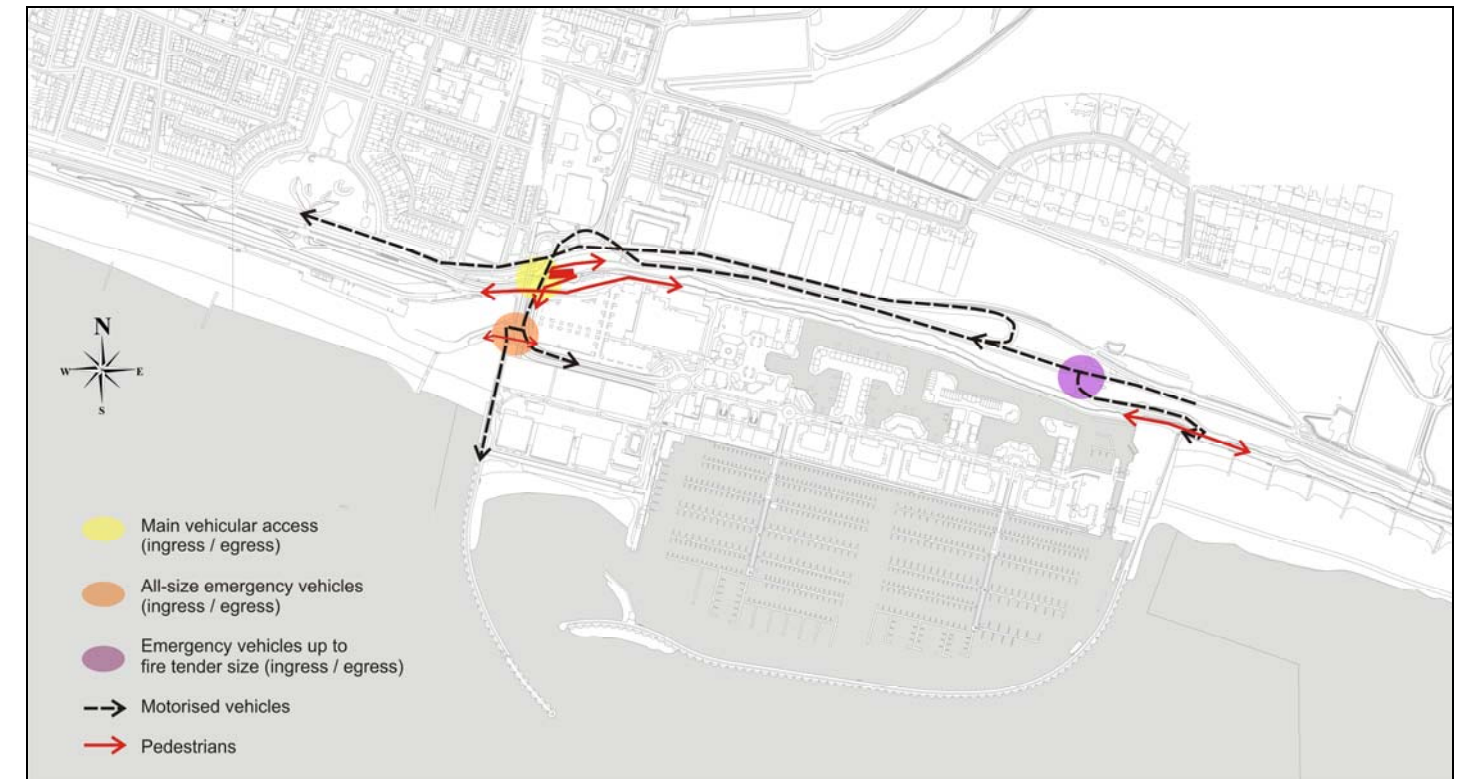


Fig. 8 – Existing emergency vehicle access routes

11.2 Future emergency vehicle access

If the quantum of development currently approved (Outer Harbour Brunswick scheme) is supplemented by further development in the future, then emergency services have concerns about the ability of the existing infrastructure to cope with a mass evacuation of the Marina or a serious incident on the ramps e.g. accident or act of terrorism. In recognition of their concerns, the LPA has made provision for alternative emergency access routes. This will require:

- an additional access point at the western end of the Marina, from Madeira Drive under the outbound ramp into the Marina (using the safeguarded RTS route). The emergency services have made it clear that this new access route is in addition to the existing accesses onto the exit ramp and western breakwater which should not be compromised by future development. This route needs to link to Madeira Drive.
- additional and/ or enhanced pedestrian/ cycle linkages to the A259 and Madeira Drive.

⁹ See Department of Transport "Inclusive mobility: a guide to best practice on access to pedestrian and transport infrastructure" Traffic Advisory Leaflet 06/02

¹⁰ Officers acknowledge that, due to pressure of time, the RNLI has not been contacted yet but this will be rectified in the forthcoming consultation in support of the document becoming a Supplementary Planning Document.

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- an improvement of the existing vehicular access point at the eastern end of the Marina (near the boatyard) to enable fully constructed emergency vehicle access from Marine Parade to this end of the site. However, the LPA will need to ensure that planned improvements do not interfere with the stability of the cliff or have a negative impact on key views at the eastern end of the site.

All developments will be expected to meet the demand for improvements to emergency access either by including the measures within their schemes or through financial contributions. Development proposals must ensure that the internal and external layout of schemes, including the spaces around buildings, are designed so that emergency vehicles can access them at all times. Developers are encouraged to undertake early liaison with emergency services, including the Royal National Life Boat Institution, during the design stage to avoid mistakes later on.

11.3 Emergency service provision

Emergency services (police, fire, ambulance etc.) also consider that any future expansion of the permanent resident population of the Marina and wider area will require extra resources to support emergency service provision. The provision of adequate amenity spaces for young people to meet up in will be a requirement of all development schemes, to discourage anti-social behaviour. Financial contributions may also be secured to meet the demand for providing emergency services to the Marina, if development proposals fail to build in the necessary safety and security measures during the construction period. Such contributions will bridge the funding gap which occurs until local and central government taxation generated by the new population, kicks in¹¹. Contributions could be sought towards the use of proposed community buildings or parking spaces by emergency service professionals, the provision of land for a rapid response unit etc. Given the Marina's context, developers may also be expected to contribute towards the enhancement of the Royal National Lifeboat Institution's premises or to improve sea rescue facilities.

11.4 Health and safety

Brighton Marina is a statutory harbour and the Brighton Marina Village Estate Management Company Ltd is the statutory Harbour Authority. The Estate Management Company is therefore legally obliged to operate a Port Marine Safety Code to provide an overarching organisational structure as far as Health and Safety is concerned, encompassing the whole Marina but with particular emphasis on marine safety. The Port Marine Safety Code is operated by a Harbour Board, which works hard to achieve a coordinated approach to safety throughout the site. Developers will be expected to consult the Estate Management Company and emergency services to ensure that their proposals conform to the latest Health and Safety regulations governing the Marina, particularly concerning water edge treatment where isolated provision can compromise safety. The Estate Management Company is also responsible for coordinating emergency access procedures jointly with the emergency services and has been an important participant in stakeholder discussions on emergency service provision at the Marina.

11.5 Crime prevention through design

Secure By Design and Park Mark (to secure safer parking) will be required for all new major development, while smaller schemes will need to demonstrate how they have had due regard to crime prevention. There

are seven principles¹² that should inform the design of public spaces to in order to promote personal safety and crime prevention:

- **Access and movement** – places with well defined routes, spaces and entrances that provide for convenient movement without compromising security.
- **Structure** – places that are laid out so that crime is discouraged and different uses do not cause conflict.
- **Surveillance** – places where all publicly accessible spaces are overlooked.
- **Ownership** – places that promote a sense of ownership, respect, territorial responsibility and community.
- **Physical protection** – places that include necessary, well-designed security features.
- **Activity** – places where the level of human activity is appropriate to the location and creates a reduced risk of crime and a sense of safety at all times.
- **Management and maintenance** – places that are designed with management and maintenance in mind, to discourage crime in the present and future.

Developers will be expected to address these seven principles in their Design and Access Statements in support of the planning application, to demonstrate that they have considered the potential impact of their proposals on emergency service provision at the Marina. Schemes that do not adequately build in crime prevention and personal safety measures will not be permitted since they are likely to be a drain on the resources of the police, fire and ambulance services.

12.0 Capacity, Density and Open Space

12.1 Capacity

The Brighton & Hove Local Plan makes it clear that future development will be located within the existing urban area, and no urban extensions are planned. This policy approach will encourage maximum and best use of currently developed land (brownfield sites) with associated density levels increasing within urban areas such as the Marina. The focus on growth at higher densities within the urban area could have both positive and negative effects on the infrastructure of the city. Higher densities and mixed uses have the potential to reduce the demand for travel as well as more economical provision of services, with jobs, housing and retail close together. However, higher density development densities must be planned for. More people living and working in the same space could result in increased stress on the existing services and infrastructure.

Policy S3 of the East Sussex and Brighton & Hove Structure Plan 1991-2011 states that:

“In all cases development will not be permitted before the relevant planning authorities are satisfied that the infrastructure and facilities required to service the development are available or provided”.

In 2006, the city council commissioned Baker Associates to undertake an Infrastructure Capacity Assessment of Brighton and Hove¹³. The final report identified the following key areas as being central to the assessment of capacity within the city (see Table 1).

¹¹ Developer contributions towards emergency service provision are referenced in BHCC's emerging Draft Developer Contributions SPD which builds on the practice guidance contained within Circular 5/05 on Planning Obligations and Planning Obligations Practice Guidance July 2006.

¹² Seven attributes derived from “Safer Places – The Planning System and Crime Prevention”.

¹³ “Brighton and Hove Infrastructure Capacity Assessment: 2005-2026”, June 2006, Baker Associates

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Table I – Social infrastructure provision

Infrastructure	Provision
Education	Nursery provision Primary schools Secondary schools Further Education
Health	Primary Secondary Further
Leisure and Open Space	Open space Playgrounds Sports grounds Leisure centres
Emergency Services	Police Fire Ambulance
Social Services	Social Services
Community	Community meeting space Libraries
Transport	Accessibility Road capacity Public transport Walking and cycling
Utilities	Telecommunications Electricity and Gas Water supply/ disposal Waste management

The capacity of Brighton Marina to accommodate further development must therefore be addressed in development proposals which will need to include the following information:

- identification of existing capacity and provision of services for each of the areas of infrastructure cited in Table I above; and
- an assessment of what infrastructure may be required in order to serve the proposed level of development on site.

Notwithstanding this, there are certain challenges faced at the Marina that must be addressed within forthcoming proposals, including emergency access arrangements, the provision of open space and the visual impact of development on the character and appearance of the Marina. These remain critical capacity indicators for the Masterplan area and are referenced in the criteria for density of development identified in Section 12.2.

12.2 Density

Fundamental to the Masterplan vision is the provision of mixed use development at a density that helps achieve a vibrant and sustainable place. SPGBH 20 and the draft Core Strategy specifically encourage higher density development¹⁴ in order to reach a scale of development such that key public transport, pedestrian, community and service improvements can be made to the Marina. SPGBH 15 also identifies the Marina as a location which may be suitable for tall buildings. However, SPGBH 15 defines tall buildings as buildings of 6 storeys or more and therefore it should not be presumed that all development proposals will be of higher density.

Density levels put forward by developers for the Masterplan area should therefore, be a product of a robust and tested design process. In all instances, the following urban design considerations need to be taken into account:

- a sense of enclosure in public spaces (an appropriate building height and/or landscaping around the edge of the space);
- the community benefits (such as the provision of community facilities, infrastructure or open space);
- the quality of the architectural design;
- the views of, and within, the site;
- the incorporation of quality sustainable measures; and
- the demonstration of the quality of living conditions for existing and proposed occupiers.

Applications for higher density development will be assessed in terms of their ability to meet the above design considerations on a case by case basis, as well as their ability to provide the necessary social infrastructure to support their development proposals (see section 9.1). The LPA will also insist that proposals assess the cumulative impact of their development on the Marina and surrounding area, by taking into account other schemes which have been granted planning permission or are at an advanced stage. Independent assessment of cumulative impact will be undertaken by the LPA to ensure that applications for higher density development will not cause undue pressure on the transport and social infrastructure of the Marina.

The benefits and challenges resulting from higher density developments have been assessed in recent research¹⁵. Developers should familiarise themselves with the latest principles for securing high quality schemes in proposals for higher density developments. Development proposals must provide evidence in respect to the following issues:

- justification of higher density schemes in respect of their location and surroundings;
- whether they provide the necessary critical mass and/ or economy of scale to make good deficiencies either on-site or off-site;
- full consideration of the social and economic factors in order to justify the mix, size and appropriateness of the proposed development;
- a high standard of local amenity in close proximity to the development, including healthcare, local retail, post office and telecoms, banking, education at the pre-school stage and beyond, play areas,

¹⁴ See p54 of SPGBH20 and Draft Area Based Assessment for Brighton Marina.

¹⁵ "Recommendations for living at Superdensity", Design for Homes, July 2007.

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- parks and open spaces, public transport, access to commercial centres, sports facilities and leisure and entertainment centres; and
- the adoption of a ‘placemaking’ approach to create a successful, animated mixed-use environment which is sustainable in social, economic and environmental terms, including provision of community infrastructure.

12.3 Open Space and Outdoor Recreation Space

Fig. 9 shows the Marina in the context of existing open space within East Brighton, including public, semi-private and private open space. The Marina is currently deficient in open space provision, as a result of the loss of a playground when the Waterfront development was built. However, some of this open space deficiency is as a result of the unique physical constraints that exist in the Masterplan area. Future development proposals coming forward for the Marina will be expected to have due regard to this open space deficiency. Given the proposed expansion of the residential population within the Marina, including new family accommodation and the potential increase in visitors, it will be a requirement for developers to:

- Aim to provide on-site open space within their schemes in line with Policy HO6/ SPG9 and specify the type and amount of open space they intend to provide on-site and the amount of any commuted payments for maintenance; and
- If the lack of on-site open space provision can be justified, specify contributions to off-site recreational/open space provision following discussion with the council’s Planning Policy and Leisure Teams, and in accordance with the city-wide recreational strategy.

The LPA, in considering the provision of outdoor recreation space for housing schemes, will be seeking compliance in accordance with policy HO6 of the Local Plan. Development proposals need to demonstrate that the required minimum standards have been met within the physical context of the site. Proposals that deviate from HO6 will need to be fully justified.

In the past, the Marina has suffered from incremental and often piecemeal development, which has impeded pedestrian movement and resulted in a deficiency of open space. The provision of outdoor recreation and informal open space should be central to the design of proposals coming forward in the Marina, and not just an afterthought. The Marina provides an opportunity for developers to showcase their understanding of legibility by improving linkages to open spaces and by opening up vistas, sightlines and access to existing developments both within and in the vicinity of the Marina.

Development proposals should also pay attention to the quality of the open spaces and recreational areas coming forward as part of the development as well as linkages to existing open spaces/ recreational facilities both within, and in the vicinity of, the Marina i.e. East Brighton Park. Consideration will also be given to proposals that seek to improve existing recreational facilities alongside the provision of new facilities. In particular, developers will be expected to demonstrate that they have made full use of the Marina’s location and access to the sea through exploring linkages with sea-based recreational activities such as windsurfing, sailing, canoeing etc. If developers are unable to realise the full on-site provision of open space required under policy HO6, then the LPA will actively seek contributions towards recreational activities associated with the sea and beach e.g. showers, sports facilities, sports coordinators, storage facilities, boardwalks etc.

The Marina’s proximity to the sea, cliff ecology and South Downs provides opportunities for new development proposals to link into this natural environment of high intrinsic value, enhancing its appreciation by the community whilst simultaneously preserving its distinctiveness locally, regionally and nationally. PPG17 contends that new urban developments should have the capacity to create “local networks of high quality and well managed and maintained open spaces”. Development proposals within the Masterplan area should therefore identify a broad range of spaces, both formal and informal, that are of public value and which also meet the particular recreational, educational and play needs of the local community.

The provision of accessible natural green spaces is also considered a priority for the Marina and wider Masterplan area. The LPA is in the process of developing a Green Infrastructure Network (Policy PRE 1 of the LDF) for the City and considers the Marina to be part of this wider green space network. This policy reflects the emergence of Natural England’s ANGSt (Accessible Natural Green Space) standards, which recommend that people living in towns or cities should have:

- An accessible natural green space less than 300m (in a straight line) from home;
- Statutory Local Nature Reserves provided at a minimum level of one hectare per thousand people (at least one accessible 20ha site within 2km of home; and one accessible site of 500ha within 19 km of home).

Developers will need to demonstrate that their applications are in conformity with these standards.

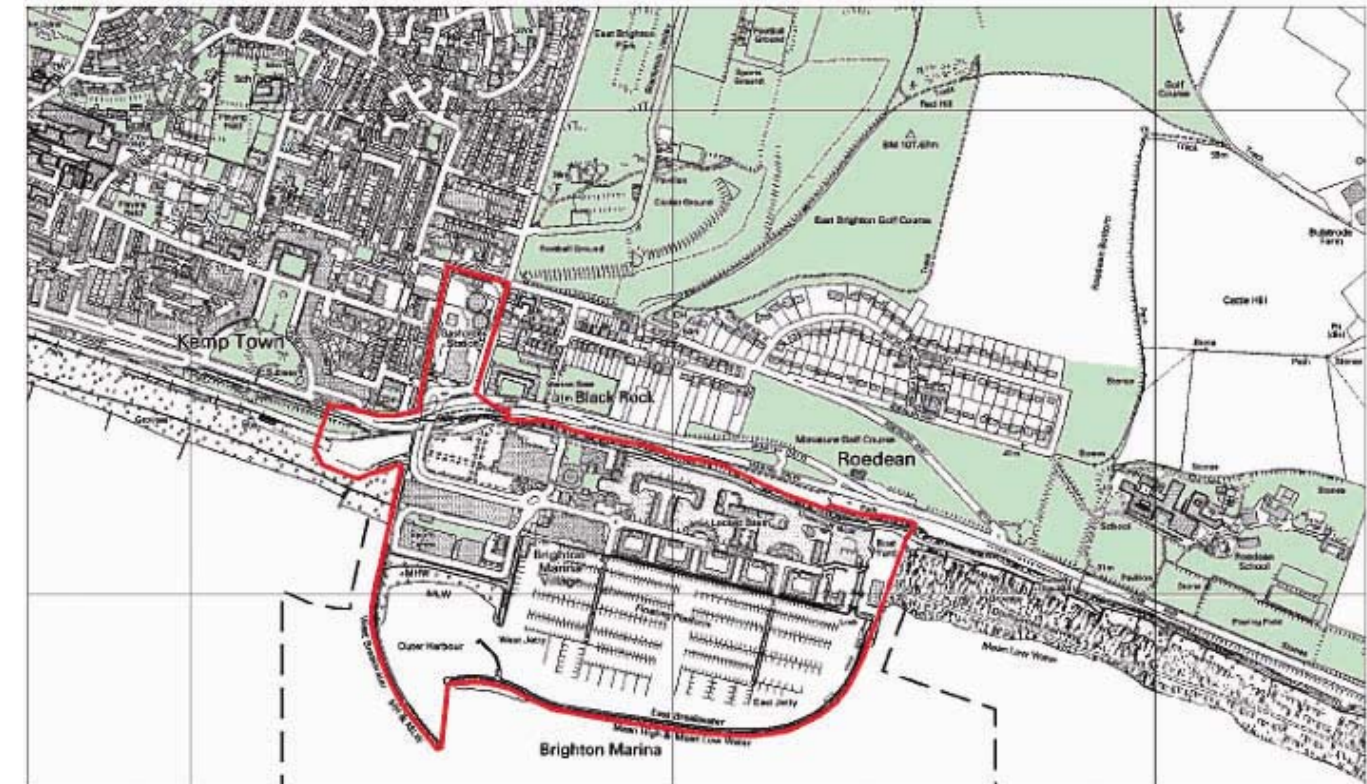


Fig. 9 – Open space (including public, semi-private and private open spaces)

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13.0 Land uses

The Marina is unique within the city, with an entirely different character and built form and its land uses reflect this. The site is partly designated as a District Centre in the adopted Local Plan, although this is largely historic and does not include key elements of the Marina's evolution e.g. leisure uses, cinema and waterfront etc.¹⁶ which draw visitors from a wider catchment area than a traditional District Centre.

SPGBH20 does not prioritise the type or balance of land uses within the Marina. This PAN seeks to remedy this and provide further clarity regarding those land uses that will help meet the vision for the Marina.

13.1 Marine related uses

Marine related uses are particularly encouraged in this unique location, in recognition that the site is first and foremost a successful marina. The Marina already hosts a variety of boating-related uses including sailing/yacht clubs, a boatyard for boat repair and maintenance, angling, water sports, specialist retail e.g. selling sailing, angling and surfing merchandise etc. Future development at the Marina should encourage the expansion and/or enhancement of the existing marina-related uses, and these must not be compromised by future development proposals.

13.2 Recreation and leisure uses

The LPA considers that the Marina is an important recreation and leisure destination and would seek to retain this status in any future development of the Marina. Recreation and leisure uses that attract visitors e.g. bowling alleys, cinema, leisure and sports centres etc. are particularly encouraged, although it is recognised that the recreation and leisure industry is continuously evolving and will need to reflect changes in consumer preferences and market conditions. The Black Rock site is allocated for recreation/leisure use in the Local Plan and is seen as a potential major contributor to the city's Sports Strategy. Uses which have a positive effect on marine related activity within, and adjacent to, the Marina are strongly encouraged.

It will be expected that all major schemes should include proposals to enhance the leisure and recreation use of the Marina. Some of the existing uses e.g. the cinema, 'leisure sheds' etc. have a great deal of scope for improvement and this will be strongly encouraged. It is recognised that a certain amount of 'enabling' development may be required to fund the necessary improvement and redevelopment of existing leisure and recreation uses at the Marina. However, the quantum of existing uses will be protected and any enabling development should not be at the expense of the main leisure use.

13.3 Residential and community uses

The Marina is one of the key sites which can contribute towards the strategic housing targets for the city. Higher density development is appropriate in this location providing the corresponding infrastructure, including open space and transport requirements, are able to be met. It is expected that ground and pedestrian floor levels within residential blocks will have animated frontages which incorporate commercial uses, except in those instances where micro-climatic conditions are not suitable and it can be demonstrated that mitigation measures are not possible. All residential developments proposed for the Marina will need to have the social infrastructure in place to support the residential population e.g. health, education, community uses etc. (see Section 16.0).

¹⁶ "Brighton & Hove Retail Study", March 2006, GVA Grimley

All development should accord with Policies HO2 and HO3 of the Local Plan and the needs identified within the city council's most up to date Housing Needs Survey (HNS)¹⁷. A mix of unit sizes ranging from 1, 2, 3 and 4 plus bed properties will be expected within major developments in order to help create a genuinely mixed community. More detail on the mix and size of units which are currently in demand is contained within a recently published report and is available on the council's website¹⁸. Varied tenures will also be encouraged in accordance with the results of the HNS, as well as a greater proportion of social rented to shared ownership in the affordable housing element. The provision of private amenity space will also be expected for all new units e.g. a garden, balcony or roof terrace, in accordance with Policy HO5. Any schemes coming forward will need to be carefully assessed to determine whether the area is truly achieving the right balance of uses to support its District Centre status as a place to visit and play and ensure it is not overly dominated by residential.

13.4 'A' Uses (Retail, Restaurant etc)

'A' uses e.g. restaurants, retail etc. will be particularly encouraged as they will enhance the Marina's role as a District Centre and will also support the existing leisure uses and residential population. Future proposed uses should avoid duplication with the existing Asda supermarket. The council's Retail Study¹⁹ strongly encourages essential everyday shops and services such as banks, building society, post office, hairdresser, laundrette/drycleaner etc. It is acknowledged that retail uses do have a contribution as a 'leisure activity' and such uses are therefore desirable within a District Centre. Restaurant uses may also be looked upon favourably, since they are likely to strengthen the Marina's draw as a visitor destination. Major developments will be expected to come forward with some 'A' uses. Proposals for significant 'A' uses will need to be the subject of a Retail Impact Assessment to ensure the wider impact is acceptable.

13.5 Office, industrial and hotel uses

It is acknowledged that leisure and retail uses provide employment opportunities and are dominant in the Marina. However, other employment generating uses will also be encouraged within the Marina e.g. office and commercial etc., in the interests of creating a sustainable place. Loss of existing leisure, retail, office and commercial uses will be resisted, in accordance with Local Plan policy. The Gasholder site is earmarked in particular for employment uses (see 'Opportunities' section). Light industrial is also encouraged e.g. small scale workshops and further boat repair uses, provided they don't adversely affect amenity. Whilst the Hotel Futures Study²⁰ concludes that the city currently has a sufficient amount of planned hotels to serve demand, the LPA considers that the Marina and Black Rock sites may be suitable locations for further hotel development. This is because the Marina is a tourist destination in its own right. A hotel may also be complementary to the leisure and recreation uses proposed under SPGBH 5 for the Black Rock site. However, any proposed hotel development would need to be justified in terms of the findings of the Hotel Futures Study and an analysis of the supply and demand for hotel accommodation within the City at the time of the application.

¹⁷ "Brighton and Hove Housing Needs Survey", 2005, DCA

¹⁸ "Demand for different sizes of property in Brighton and Hove over the next three years 2005-2008" and a forthcoming report to support the Core Strategy "Strategic Housing Market Assessment for Brighton & Hove" (due to be published in March/ April 2008)

¹⁹ Brighton & Hove Retail Study 2006, GVA Grimley

²⁰ Brighton & Hove Hotel Futures Study", January 2007, Hotel Solutions

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13.6 Balance and mix of uses

Major schemes will be expected to be genuinely “mixed-use” in the future, including leisure, residential, retail, commercial, community etc. Whilst the Marina has the capacity for higher density residential development, schemes which have an over-predominance of residential development will not be encouraged. The aim in the longer term is to balance uses with an emphasis towards boating, leisure and recreation and the enhancement of the District Centre through the encouragement of mixed retail activity.

13.7 Active frontages

There are currently too many inactive frontages within the Marina. The need for more active frontages was identified within SPGBH20 and is strongly supported by this PAN. The creation of memorable gateways and the introduction of buildings and activities at key transitional areas will also be encouraged. Active frontages not only provide much welcomed footfall to support businesses within the Marina but they also contribute vitality and vibrance to an area. A key priority of the PAN will be to secure active frontages at ground/ pedestrian level within any redevelopment scheme that comes forward. Active frontages at key gateways into Marina will be particularly important e.g. at each breakwater, and adjacent to key pedestrian and cycle routes. The creation of memorable gateways give the Marina its presence and help establish its role as a vibrant place to visit.

13.8 Inappropriate land uses

Land uses that are not considered appropriate are:

- traffic-intensive uses e.g. B8 storage/distribution
- B2 ‘heavy industry’ uses - where they are located close to residential properties and visitor areas.

14.0 Public realm

A coordinated public realm can help to create an identity for a place, encourage pedestrian movement, draw disparate buildings together and create an impression of a safe and cared for environment. National Guidance, in the form of Planning Policy Statement 1 (PPS1), places great importance on the design, quality and inclusiveness of the spaces between buildings. PPS1 states that “design which is inappropriate in its context, or which fails to take the opportunities available for improving the character and quality of an area and the way it functions, should not be accepted”. It requires LPA’s to have regard to the good practice contained within ‘By Design – Urban Design in the Planning System : Towards Better Practice’. This guidance has been used to inform the Local Plan policies relating to the public realm (QD1, QD2, QD3, QD5, QD7 and QD15), SPGBH15 on Tall Buildings, SPGBH20 Brighton Marina, as well as this Masterplan.

The public realm at the Marina fails to achieve many of the aspirations for good design set down in PPS1 and local planning policies and guidance, and sends out negative messages about the quality of the environment to visitors and residents. It is therefore essential that any new development addresses this negative image by providing an attractive pedestrian environment, active retail and leisure frontages as well as easy access to the harbour, boardwalk, shoreline and other recreational areas within the Marina.

This next section analyses the existing context and local constraints to development through a Strengths, Weaknesses, Opportunities and Threats (SWOT) analysis. Fig. 10 is a pictorial representation of the weak

physical and visual connections which epitomise the public realm within the Masterplan at this present time. The SWOT analysis undertaken for SPGBH20 is re-interpreted in Table 2, with relevant additional points added. Developers will need to take account of this analysis in their Design and Access Statements as well as their Townscape and Visual Impact Assessments. Development proposals will also need to demonstrate that they have taken on board the key principles for public realm design contained within the council’s Legibility Study²¹.

²¹“ Legibility Study: Public Space, Public Life, Brighton & Hove”, September 2007

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brighton marina public realm analysis

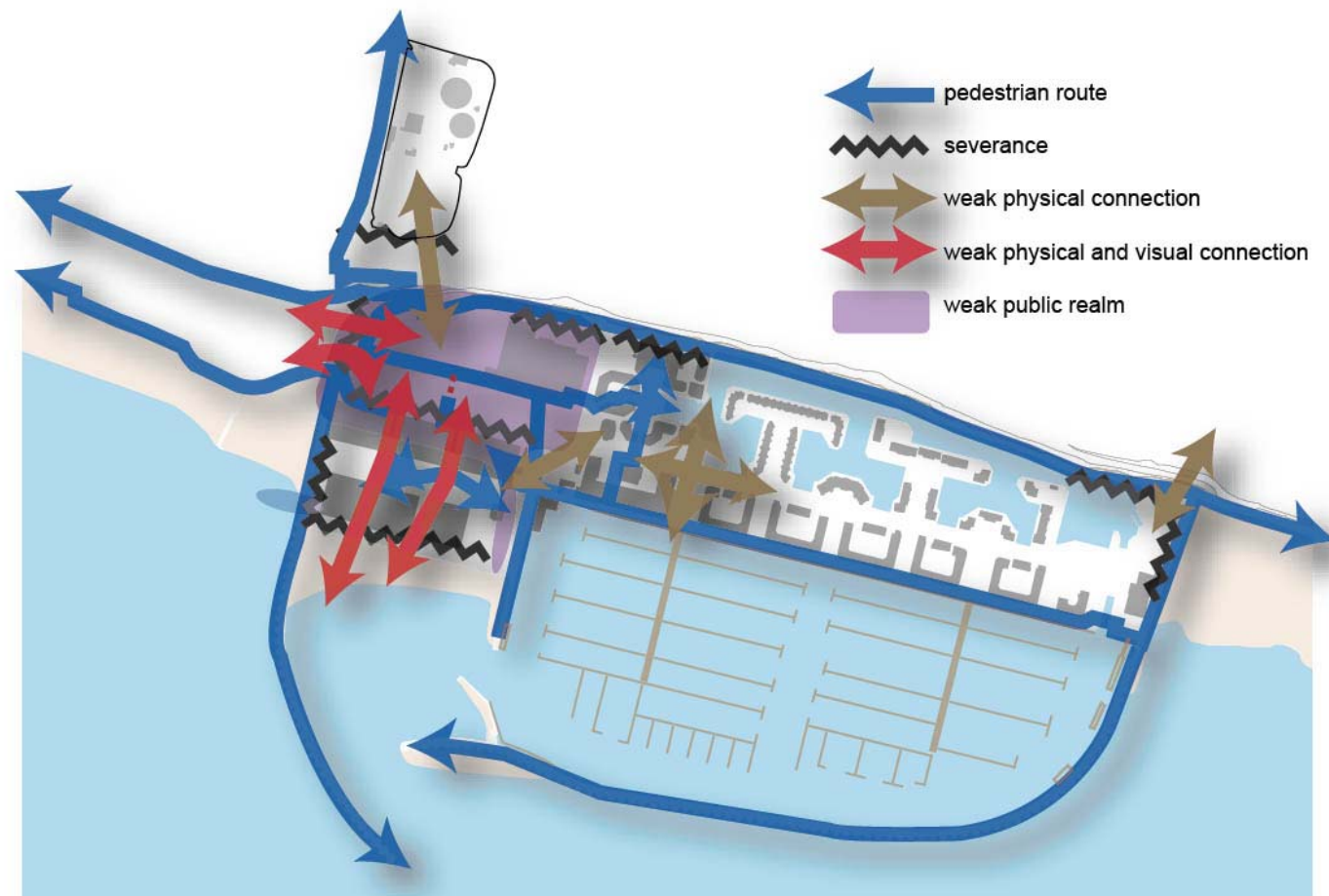


Fig. 10 – Public realm analysis

Table 2

Strengths	<ul style="list-style-type: none"> • some appealing individual elements e.g. the harbour, seafront • attractive public realm along the boardwalk and Waterfront • recent modest improvements to signage
Weaknesses	<ul style="list-style-type: none"> • lack of a quality public realm • poor legibility • loss of visual connection with the sea • changes in levels across the site at present not addressed • signage is cluttered and uncoordinated • lighting detracts from vitality and viability of the area • the multi-storey car park dominates lighting at night • some pedestrian areas are unlit and unsafe • structures detract from the visual appearance and contribute to clutter • planting adds little to the visual appearance of the area • planters are randomly positioned and poorly maintained • inconsistency in the style and pattern of street furniture • street furniture is generally of a low quality, design and finish • poor use of materials and ill-defined streetscape
Opportunities	<ul style="list-style-type: none"> • to develop a Public Realm Strategy for the Masterplan area • to create a strong identity and sense of place • to improve legibility • to improve visual connections with the sea • to introduce a new high quality environment relevant to the character areas: Cliff Park, Seafront and Urban • to introduce a co-ordinated signage strategy • to reduce visual clutter and confusion • to improve lighting along pedestrian movement corridors
Threats	<ul style="list-style-type: none"> • without intervention, the public realm will continue to deteriorate • without proper regulation and design, lighting may cause light pollution • lighting regime must be conducive to people

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brighton marina public realm objectives

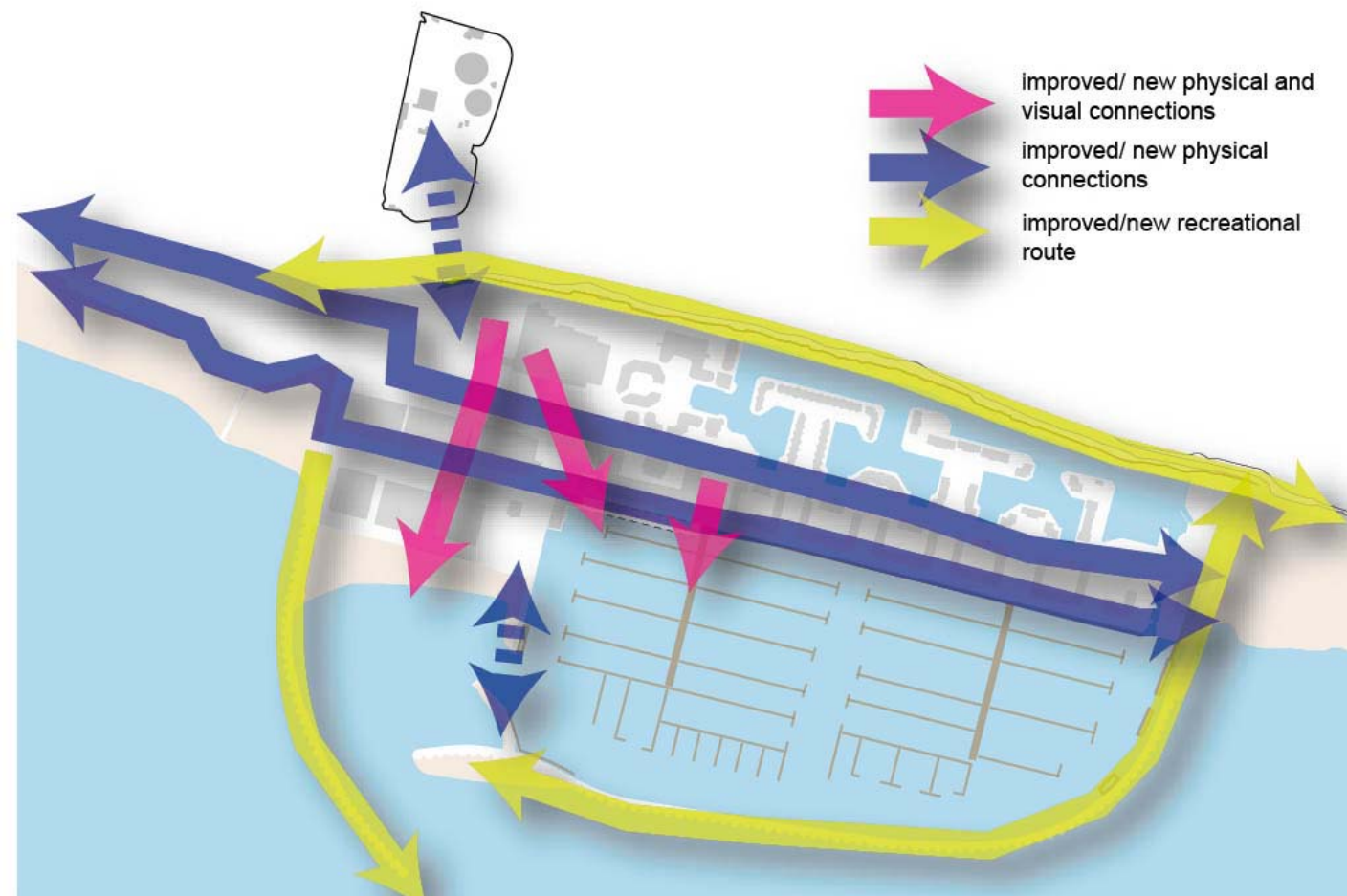


Fig. 11 – Public realm objectives

The following objectives for the public realm within the Masterplan area (derived from SPGBH 20) should be used by developers to inform their plans for the public realm (see Table 3).

Table 3

Character	<ul style="list-style-type: none"> to reinforce the Seafront character of the public realm on the sea facing part of the Marina. to create a clear character for the public realm, which may be different within the Seafront, Urban and Cliff- Park areas, but which has strong unifying elements
Continuity and Enclosure	<ul style="list-style-type: none"> to clearly define public and private realms within the Marina
Quality of Public Realm	<ul style="list-style-type: none"> to use high quality, useable, durable and maintainable street surfaces, lighting and other elements of street furniture to avoid unnecessary clutter of the public realm to create quality public squares and spaces to mitigate the appearance of the ramps and the car park to remove surface car parking in all new developments
Ease of Movement	<ul style="list-style-type: none"> to provide high quality, well lit routes which encourage walking and cycling into and within the marina to avoid changes of level, barriers, etc. which may impede access to segregate pedestrians and cyclists from other traffic wherever possible
Legibility	<ul style="list-style-type: none"> to provide legible routes into and through the Marina with recognisable routes, intersections and landmarks, including views of the sea and cliff face, which help people to find their way around
Adaptability	<ul style="list-style-type: none"> to allow the public realm for each new phase of development to operate independently of other phases
Diversity	<ul style="list-style-type: none"> to allow the marina to be welcoming and accessible to all users to provide a successful public realm which can encourage activity and vitality for all age groups to provide choice in routes, public spaces and activities

The aim of all of these public realm objectives is to encourage a coordinated and comprehensive approach to the enhancement of the visual quality of the public realm by:

- recognising the unique characteristics of the Marina which is first and foremost a Marina, through appropriate design and quality of materials that nurture its identity as a boating and recreational destination.
- generating a sense of energy and movement through the Marina and to the Waterfront.
- establishing a sequence and variety of outdoor spaces, with well designed public spaces forming part of a network of wider pedestrian routes.

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14.1 Character Areas

The Masterplan identifies three character areas which developers should use to guide their design of the public realm: Seafront character area, Urban character area and Cliff-Park character area. The identification of these character areas builds on the work undertaken within the council's Draft Urban Characterisation Study 2007 for the Black Rock neighbourhood, which identifies some of the unique characteristics associated with the Masterplan area.

While the character areas defined in Fig. 12 are indicative only, developers are advised to consider the application of these character areas in developing their proposals for the public realm, even if these can't be achieved for every part of their development.

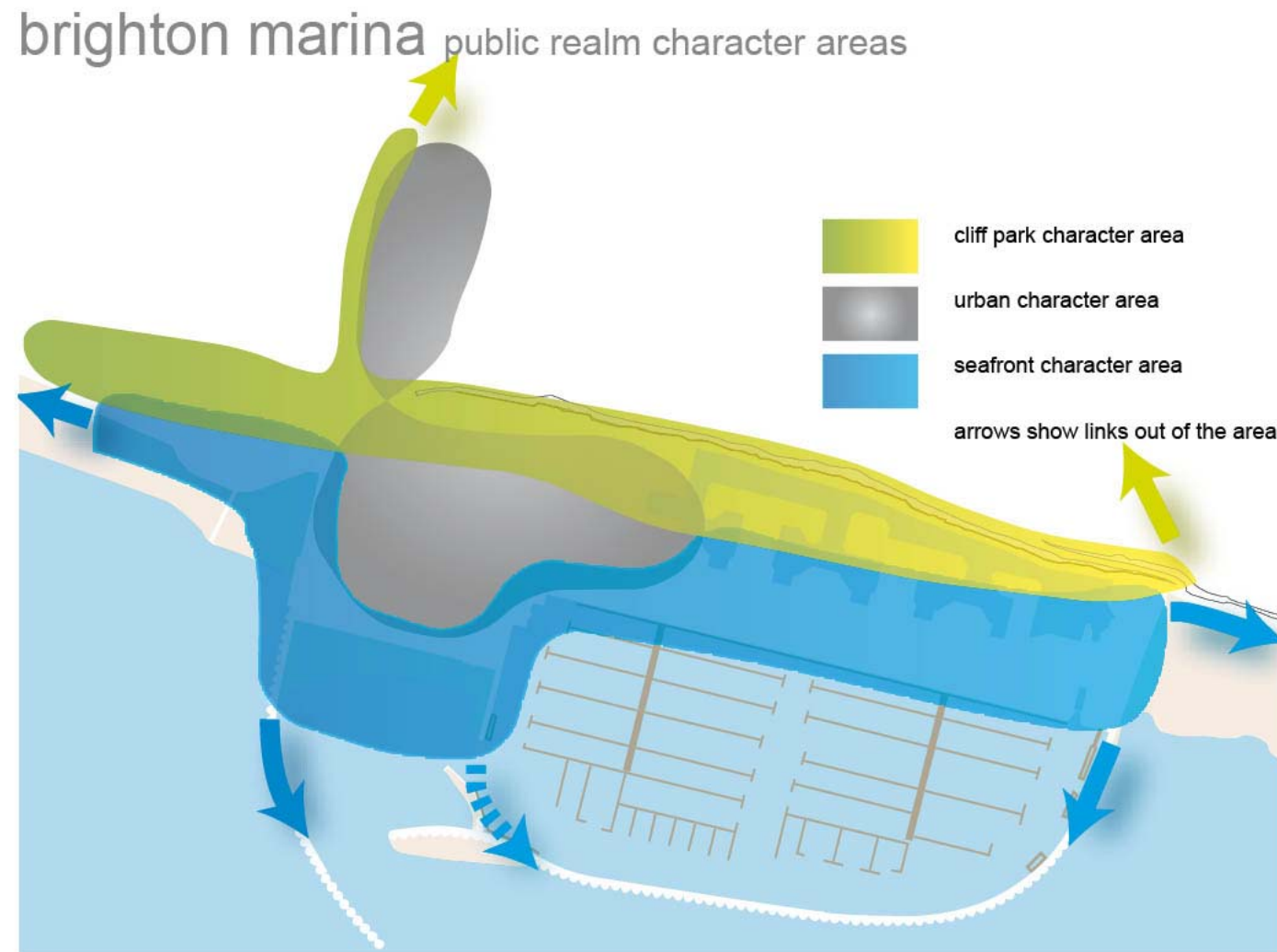


Fig. 12 – Character areas

Seafront Character Area

The public realm within this area should be **outward looking** and should take advantage of **views of the sea and harbour areas**. The photographic images presented in Fig. 13 are taken from the council's Legibility Study 2007 and are intended to illustrate the general qualities the LPA will be looking for in

development proposals coming forward in this character area. Typical characteristics of this area include: boardwalks, seafront promenade, sitting out areas, viewing platforms, play areas, active frontages, effective lighting for the water's edge, public art etc.



Fig. 13 – Seafront character area

Urban Character Area

The public realm within this area, which includes the commercial areas of the Marina and the Gasholders site, should reflect their more **urban context**. In particular, retail areas such as the Superstore site and Merchant's Quay, should be **more enclosed with new buildings interspersed with public spaces** to help create an atmosphere of interest, excitement and vitality at the pedestrian level. The treatment of the southern portion of the Gasholders site, although urban in nature, should take advantage of its elevated position and maximise views into the Marina and out to sea. Fig. 14 illustrates some of the most important qualities about the Urban Character Area which the LPA would like to see, including: high quality public spaces and street furniture, introduction of shared spaces, performance areas, active frontages, sitting out areas etc.

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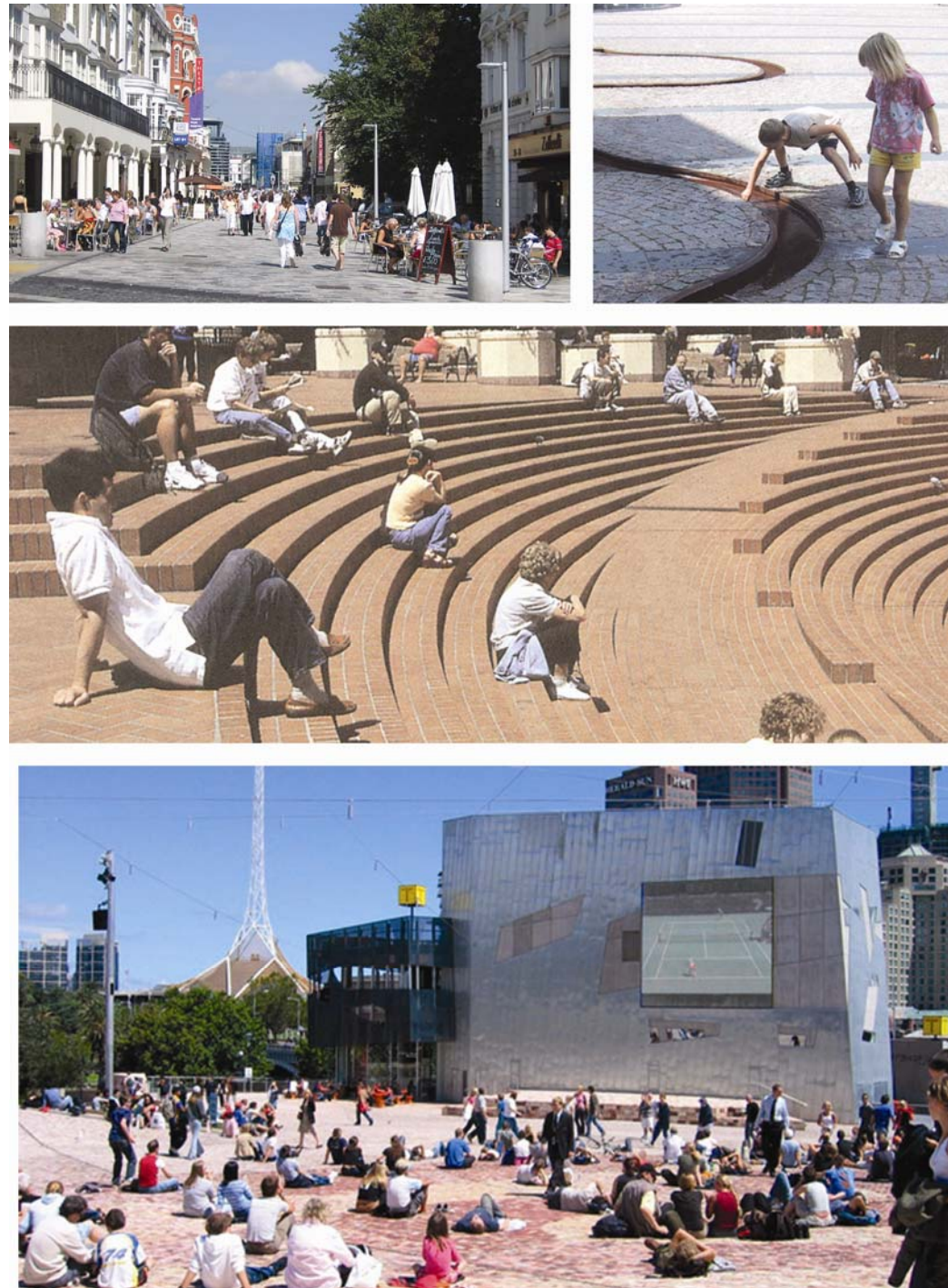


Fig. 14 – Urban character area

Cliff-Park Character Area

The public realm within this area should be sensitive to the proximity of the cliffs and associated birdlife and **maximise views of the cliffs and sea**. Particular emphasis should be placed on the **ecology of the cliffs** and distant views of the Downs, as well as good pedestrian access to the Greenways designated in the Local

Plan. Fig. 15 provides some examples of the characteristics of the public realm within the Cliff Park area, including: sensitive use of planting, viewing platforms, bridge links from the cliff top, play areas, informative signage concerning the ecology of the cliffs and birdlife etc.

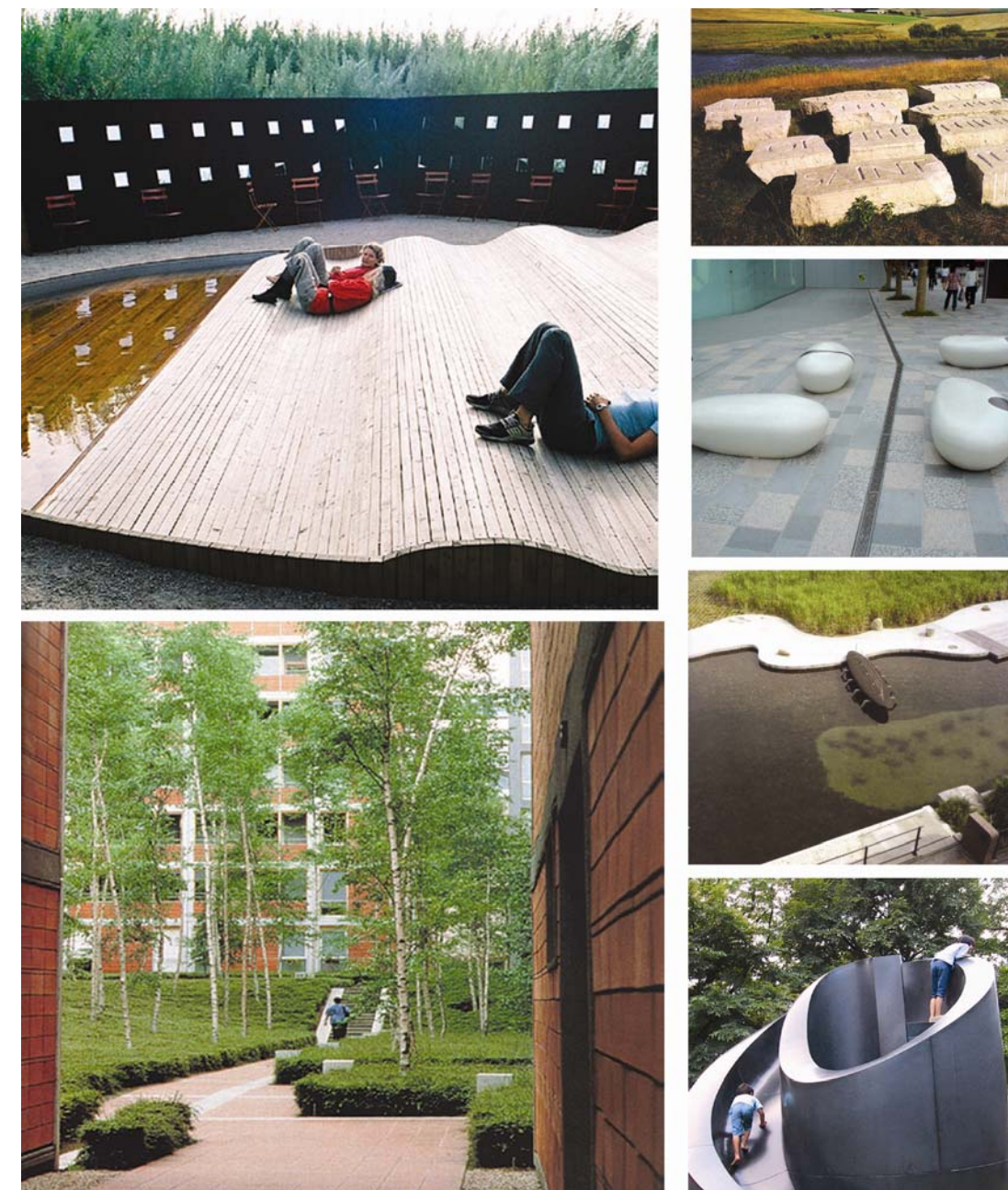


Fig. 15 – Cliff park character area

14.2 Public Realm Strategy

It has not been possible to produce a Public Realm Strategy for the Masterplan area in time for the production of this PAN. Nevertheless, the LPA is keen to work on the development of a Strategy in partnership with local resident/ amenity groups, businesses, Brighton Marina Estate Management Company

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and other interested parties, after this PAN has been approved and the Supplementary Planning Document process has begun. Developers will be expected to have regard to this Public Realm Strategy (when it becomes available) in the development of their submissions, in order to demonstrate a coordinated and comprehensive approach to the public realm.

14.3 Public Art

The city council already has a Public Art Strategy in place for the Marina which is realised through its public art commissioning programme. Public art which is commissioned imaginatively, to high quality specifications, can enhance public spaces, disguise car parks, help clarify orientation and route finding and connect visitors to this unique and ecologically interesting part of the City.

Financial contributions towards public art and the Council's commissioning programme will be sought from developers on all schemes proposed for the Marina in line with Policy QD6 of the adopted Local Plan. In particular, emphasis will be placed on public art projects which will enhance the whole of the Marina e.g. interactive lighting, as well as site specific projects at key gateways to the Marina to help promote a sense of arrival and to give the Marina its local distinctiveness.

15.0 Opportunities for Future Development

There are numerous opportunities for making more efficient use of the land available to create a successful new district of the city. The following key sites have been identified as possessing development potential of varying degrees (see Fig.17 for location plan):

- Leisure Area
- Superstore Site
- Merchants Quay
- West Quay
- Spending Beach
- Eastern Gateway
- Western Gateway
- Breakwaters
- Yacht Marina and Inner Harbour
- Black Rock
- Gas Works site

The following design requirements must be used by developers to define the height, form and layout of development coming forward within the Marina and the wider Masterplan area. The requirements are intended to maintain and enhance the maritime character of the Marina, by ensuring that any new development positively enhances the existing environment:

- **Legibility** - buildings and spaces should reconnect with the sea and be positioned to take advantage of views of the sea, yacht moorings and the Marina. The layout and form of new development should visually (and functionally) reconnect the activities of the land and water areas of the Marina.

- **Permeability** – there should be good and direct connectivity between buildings and spaces within the Marina, to ensure existing barriers to movement are overcome and by providing a variety of choices in routes between key buildings and spaces.
- **Active frontages** – all development should, as far as possible, incorporate active frontages at ground floor level to ensure street vitality.
- **Land uses** – new development should reflect the Marina's unique character as a marine, leisure, recreation and tourist destination.

Development proposals coming forward for the Marina will be tested against their ability to satisfy these criteria.

15.1 Priority areas for development

Within the Marina there are certain high priority areas which are in need of development and regeneration (see sections 15.3-15.15 where high, medium and low priority areas are identified). These include the leisure sheds (David Lloyd Fitness Centre, Bowlplex, and Casino), the drive-through restaurant, multi-storey car park and roundabout. The buildings, environment and public realm in these areas are particularly poor, and therefore merit greater priority in terms of regeneration than other areas of the Marina. Redevelopment of the supermarket and its car park will also be encouraged given it is a underused site of poor appearance. The vacant Black Rock site is also identified as a high priority area. The strong preference is for these areas to come forward first for development, and should development proposals for other areas of the Marina arise they must not compromise these priority areas coming forward in the future.

The council's preferred aspirations for these areas are as follows:

- That the Leisure site encompassing the leisure sheds, the drive-through restaurant and multi-storey car park should be raised (potentially with undercroft parking) to enable better visual and physical connectivity to the waterfront, harbour and seafront.
- That the boardwalk linking the Eastern end of the Marina with the Waterfront development is continued to the western breakwater at an elevated level.
- That the level changes between the Spending Beach (i.e. the approved Brighton Marina Outer Harbour (Brunswick) scheme) and the Leisure site, are satisfactorily resolved.

Developers will need to ensure that these aspirations are met through their proposals and/or provide reasoned justification for any departure from them.

15.2 Height constraints on development

Within Brighton Marina Act 1968, there is a general presumption against development proposals that would rise above the height of the cliff. However, this and certain other provisions of the Act are "for the protection of the Corporation" (i.e. the council) and do not apply if "otherwise agreed in writing between the Brighton Marina Company Ltd and the Corporation". Section 70 of the Act specifically states that the "provisions of the Town and Country Planning Act shall apply and may be exercised in relation to any land notwithstanding that the development thereof is, or may be, authorised or regulated by or under this Act".

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The planning regime should be exercised independently of the Brighton Marina Act 1968 which requires a separate decision by Council based on the terms of that act.

SPG15 on Tall Buildings recognises Brighton Marina as one of the few locations where 'tall' buildings (6 storeys or more) may be acceptable, subject to meeting a number of detailed criteria. It should be noted that the cliff height varies along the Marina from an approximate equivalent of 8-10 storeys. The Preferred Option within the Core Strategy of the Local Development Framework has also identified the Marina as a location for future significant mixed use higher density development. However, there are certain areas of the Marina which are better able to tolerate taller buildings than others.

The LPA considers that the western, more commercial areas of the Marina may be more suitable for taller buildings than the eastern end of the Marina. However, any applications for tall buildings will be very carefully scrutinised by the LPA and no assumptions can be made as each proposal will be tested on its own merits. Any tall buildings (i.e. 6 storeys or more) will be expected to be of exceptional architectural quality.

Where buildings are proposed which are six storeys or are significantly higher than the height of any existing adjacent buildings, then development proposals will need to satisfy the criteria in SPG15, and in particular the following²²:

- (i) display a very high architectural design quality, including form, massing, proportion, silhouette, facing material and the relationship to other structures;
- (ii) display a clear relationship to the site's context, including its natural topography, scale, height, urban grain, streetscape, built form, open spaces, waterways, important views, panoramas and the effect on the skyline;
- (iii) ensure that the building design allows for visual permeability through the development out to sea, the harbour area and views of the protected Black Rock Cliffs;
- (iv) achieve wider townscape objectives within the Marina such as enhancing urban legibility by providing new landmark features, the creation of new vistas and a substantive contribution to the public realm etc;
- (v) ensure that the associated public realm is of a high quality and positively relates to the architecture and local area;
- (vi) ensure the proposals are well served by public transport and other non car modes of transport and encourages permeability through the site;
- (vii) avoid harm to important views and does not detract from views from the AONB, the setting of the Kemp Town Conservation Area or listed buildings;
- (viii) avoid any adverse microclimatic effects, including over shadowing, high winds etc. and

- (ix) demonstrate of best practice in sustainable design and construction.

The LPA considers that new development in close proximity to the Black Rock cliffs must generally conform to or be lower than the existing cliff height, to ensure that strategic views of the sea and cliff and the setting of Kemp Town Conservation Area are preserved. Developers must demonstrate an understanding of the Marina context by ensuring visual permeability through the development out to the sea and harbour area and back towards the SSSI cliffs.

Since the city council owns the freehold of the site, developments exceeding the height of the cliff will need Council approval under the Brighton Marina Act (as the Marina was approved under an Act of Parliament) in addition to any planning consent granted by the council as Local Planning Authority (LPA).

²² Criteria are informed by the SPGBH15 on Tall Buildings, English Heritage and CABE's 'Guidance on Tall Buildings', July 2007.

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15.3 Visual impact considerations

Visual impact is another important consideration in the identification of development opportunities within the Masterplan area. Developers will need to assess the impact of their proposed development on local views, prospects and panoramas which connect the Marina to its wider setting. Fig. 16 shows some of the key views which the LPA is keen to protect or see enhanced through future development. Not all development

is negative per se. In fact, well designed development can frame views and ensure that less attractive features are hidden from view. Nevertheless, the LPA considers that development proposals for the areas identified in Fig.16 must ensure that they protect and/ or enhance the views of the seafront, waterfront, cliffs, coast and Downs.

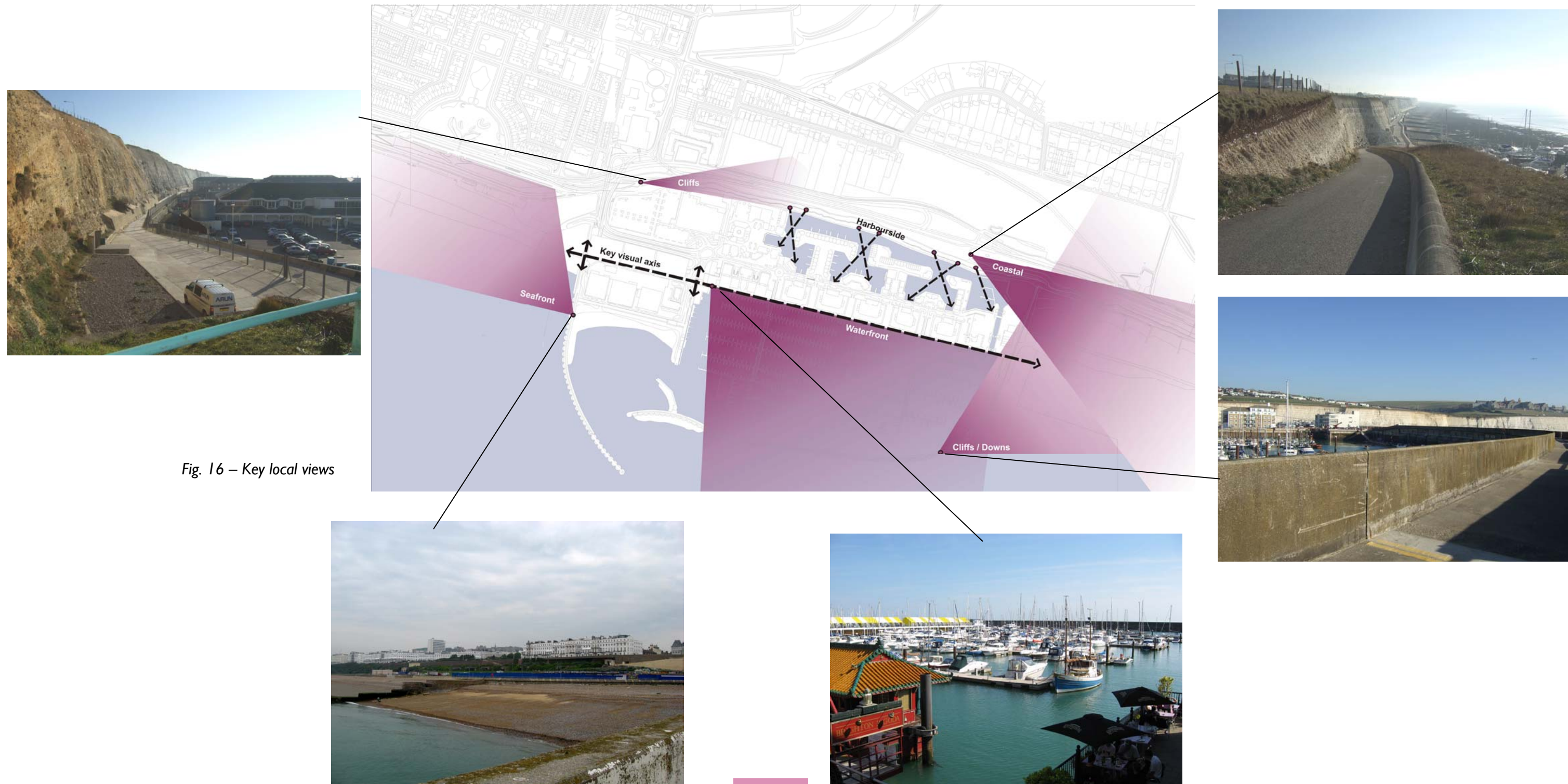


Fig. 16 – Key local views

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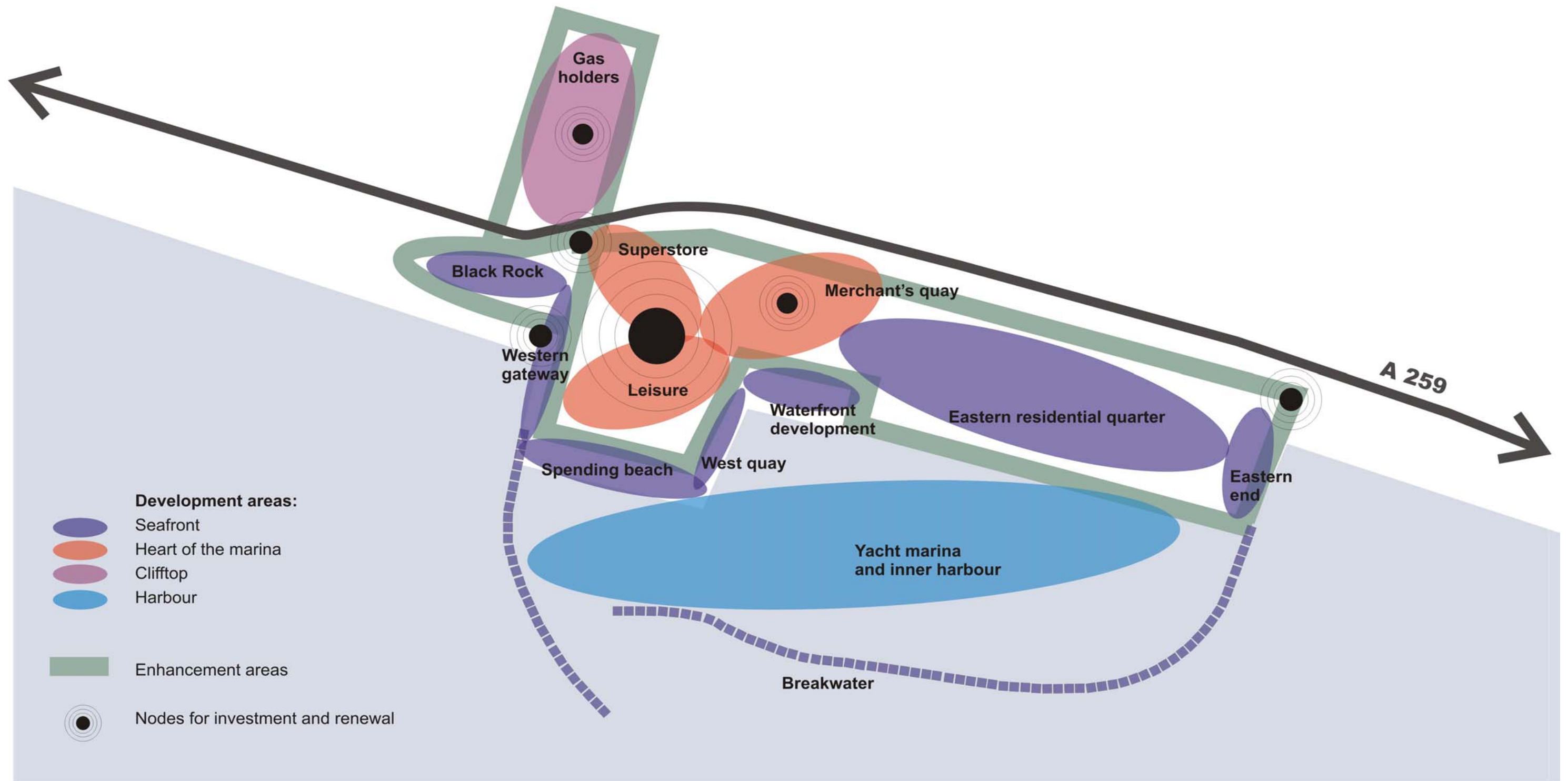
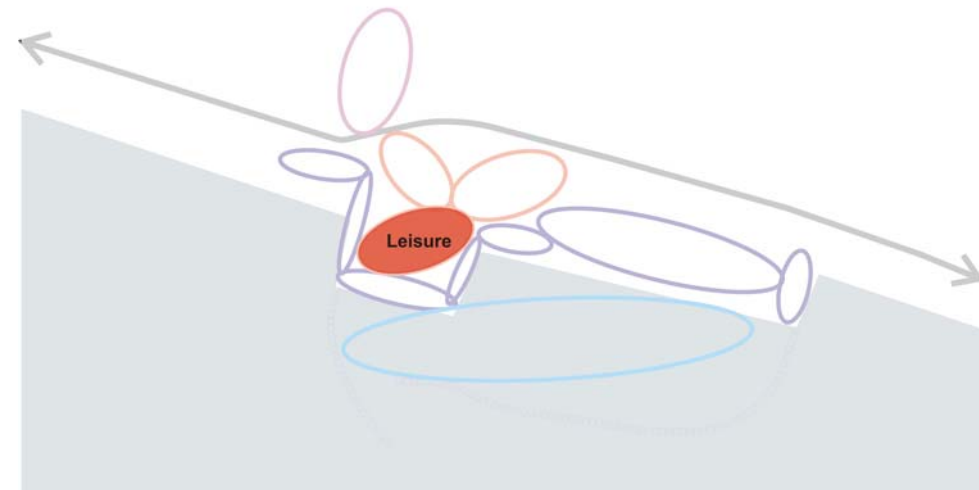


Fig. 17 – Development opportunity sites

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15.4 Leisure Area



Development Potential

- **High priority area** for development
- Significant development potential
- Ugliness of multi-storey car park, ramps and service areas need to be addressed through soft landscaping, green roofs and walls, or through demolition and enhanced replacement
- Redevelopment of low rise sheds and “drive through” restaurant a priority
- Replacement of multi-storey car park with underground parking, longer term aspiration

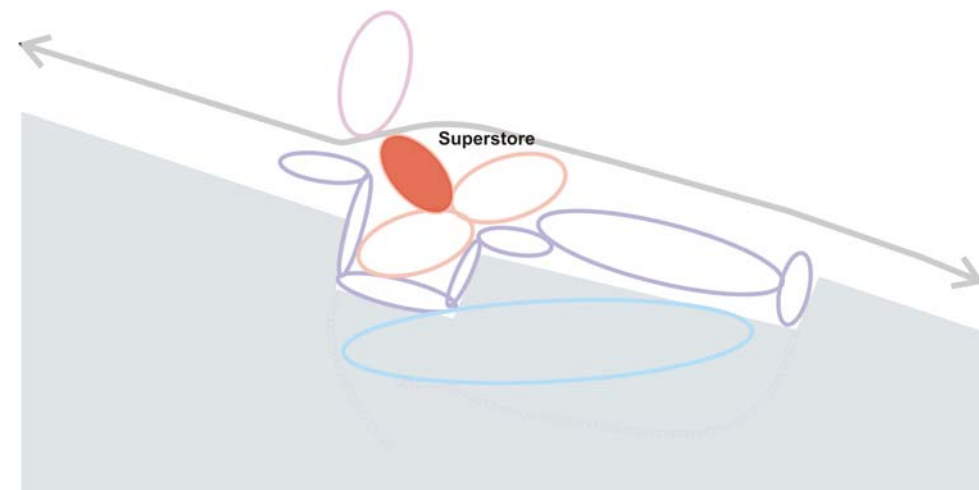
Land Uses

- No quantitative loss of leisure floorspace
- Any enabling development to fund future redevelopment should not be at the expense of the existing leisure uses
- Removal of any surface parking
- Retention of public space equivalent to that already provided between the leisure sheds and multi-storey car park

Built Form and Urban Design

- Development should plan for the change of levels between this site and the Brunswick scheme (approximately a 2 storey level change)
- Linkages to neighbouring development in the Spending Beach, Western gateway, West Quay and Waterfront areas need to be clearly defined
- Need for a clear east-west link with minimal changes in levels linking Western Breakwater to Waterfront
- Need for better north-south connections.
- Development proposals should not negatively impact on amenity of residents within the approved Brighton Marina (Outer Harbour) scheme
- Design of buildings should allow visual permeability through the development out to sea and to the harbour area
- Development should secure visibility of the SSSI cliffs, which are of geological and scientific interest

15.5 Superstore site



Development Potential

- **High priority area** for development
- Significant development potential
- Higher density development will be considered in this location
- Ugliness of superstore surface car parking needs to be addressed
- Safeguarding RTS routes is a priority
- Levels of RTS route should be compatible with proposed development at Black Rock
- Provision of an emergency vehicle access from Madeira Drive into the Marina
- New development will need to recognise the SSSI status of the cliffs and be built a sufficient distance away from the cliff base to avoid further destabilisation of the cliff
- Improved pedestrian and cycle access required

Land Uses

- Site is suitable for mixed use development incorporating retail, leisure, residential, marine and commercial uses
- A good balance of ‘A’ uses will be required, including everyday shops and services etc. to support the Marina’s role as a District Centre
- Provision of undercroft car parking to enhance public realm

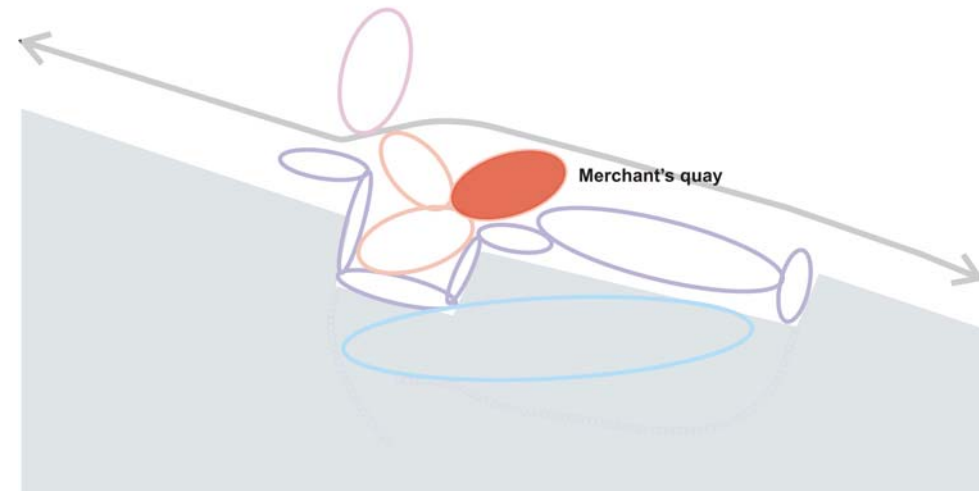
Built Form and Urban Design

- Development proposals must ensure that key views of the cliffs to the east from the cliff top are protected and/ or enhanced (see Fig. 16).
- Design of buildings should allow visual permeability through the development to preserve key views of the sea from the cliff top
- Development should maximise the opportunity to create better pedestrian/ cycle linkages with the cliff top and Undercliff Walk and through to Black Rock
- Development should secure visibility of the SSSI cliffs, which are of geological and scientific interest
- Linkages with the cliff and its ecology must be prioritised with the planting of indigenous trees and shrubs

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15.6 Merchants Quay



Development Potential

- **Medium priority area** for development
- Moderate development potential
- Area is inward looking, thus significant scope to re-front shops, cafes and restaurants at ground level
- Good design required to improve architectural quality
- Transport interchange required along with an enhancement of the existing transport infrastructure
- New development needs to recognise the SSSI status of the cliffs
- Connections with the waterside need to be maximised
- No development over water areas

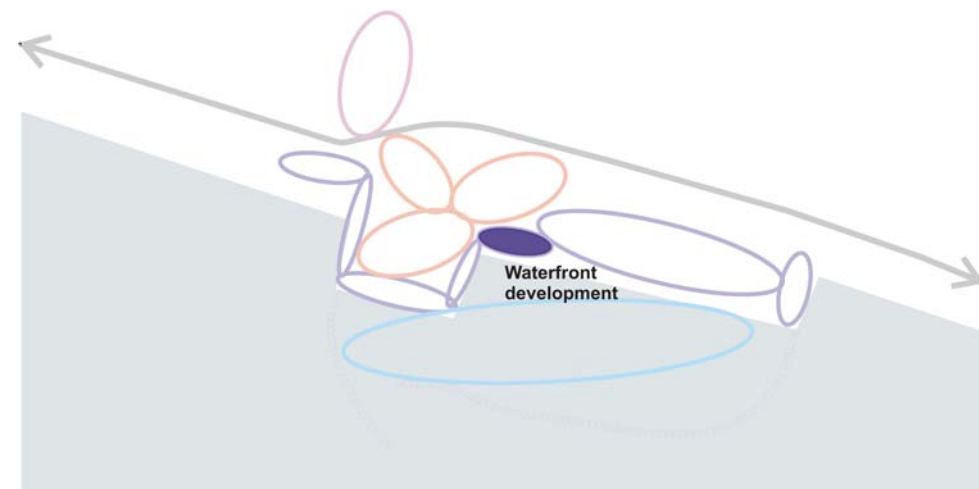
Land Uses

- Site is suitable for mixed use development incorporating retail, residential, marine and commercial uses
- A good balance of 'A' uses will be required, including everyday shops and services etc. to support the Marina's role as a District Centre
- Its position at the heart of the Marina make it an ideal location for community facilities
- Removal of all surface parking in the medium term to enhance public realm and improve legibility

Built Form and Urban Design

- Development should maximise the opportunity to create better pedestrian/ cycle linkages with the Undercliff Walk, Palm Drive (transport interchange) and superstore site to the west
- Enhancements to the public realm and legibility of the site required
- Provision of a boardwalk around the perimeter of water areas to the east and north, excluding private residential areas
- Linkages with the cliff and its ecology will need to be prioritised
- Development should incorporate active frontages at ground/ pedestrian level

15.7 Waterfront



Development Potential

- **Low priority area** for development
- Limited development potential due to success of existing development and boardwalk
- Any future development of the area should enhance connections to the water and harbour area
- Ugly service areas i.e. Seattle Hotel and those in close proximity to the mini roundabout should be concealed
- Unsightly temporary buildings e.g. security office, should be re-located
- Developers should seek the removal of the existing petrol station since this is unsightly and represents a barrier to pedestrian movement

Land Uses

- Site is suitable for mixed use development incorporating retail, leisure, marine and commercial uses
- New uses should be complementary with existing uses e.g. the hotel, 'A' uses etc.
- Re-location of petrol station strongly encouraged, preferably to a site outside of the Marina
- Centrally located transport interchange (along Palm Drive)

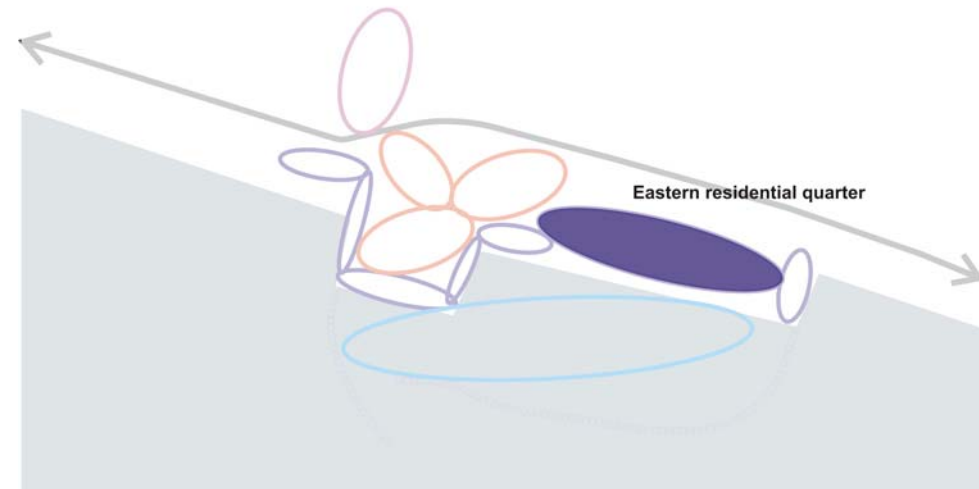
Built Form and Urban Design

- Development proposals should ensure that key views of the waterfront and harbour area beyond the boardwalk are protected and/or enhanced (see Fig.16 and Fig. 17)
- New development should enhance pedestrian routes to the harbour area, West Quay and eastern end of the Marina
- Possible widening of the boardwalk to enhance public realm, but not at the expense of moorings
- Active frontages at ground and/or pedestrian level
- Linkages to Western Breakwater and other parts of the Marina at the higher level should be extended

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15.8 Eastern residential area



Development Potential

- **Low priority area** for development
- Limited development potential due to existing residential development and boardwalk
- Any future development should improve the public realm and incorporate a signage strategy
- Connections with waterfront and internal water areas need to be maximised but without encroachment into existing private residential areas
- No development over water areas

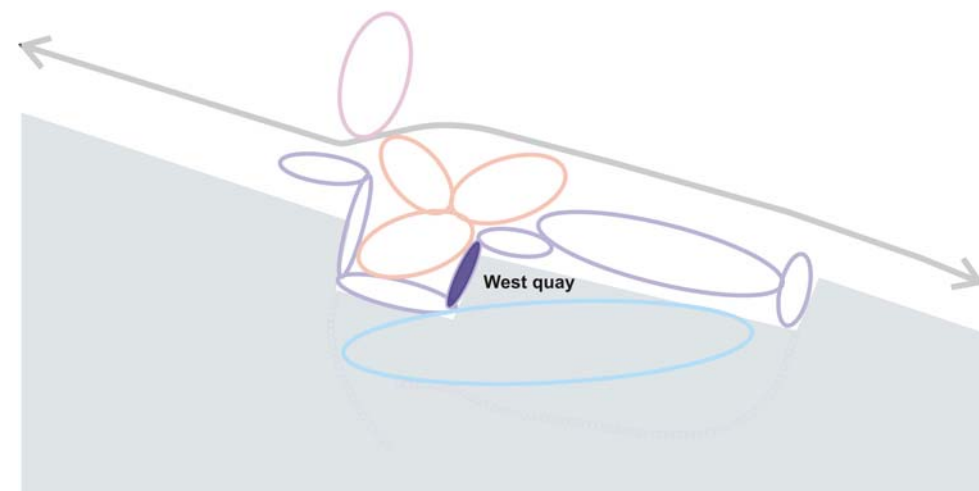
Land Uses

- Site should be retained for predominantly residential development
- May be some potential for active frontages at ground or pedestrian level i.e. 'A' uses

Built Form and Urban Design

- New development should enhance pedestrian/ cycle linkages with the eastern end of the Marina e.g. from the commercial areas, along the Strand and to the eastern breakwater
- Public realm and disabled access improvements required in the vicinity of the mini-roundabout in Palm Drive/ the Strand
- Possible widening of the boardwalk to enhance public realm, but not at the expense of moorings

15.9 West Quay



Development Potential

- **Medium priority area** for development
- Limited development potential due to narrowness of land available
- Higher density development will be considered in this location, providing there is no problem of overshadowing the waterfront and its associated development
- Good pedestrian linkages to the Waterfront and Outer Harbour (Brunswick) development will be required
- Scope for bridge link from the end of the Quay to the eastern breakwater

Land Uses

- Site is suitable for mixed use development incorporating retail, leisure, and commercial uses
- Uses which particularly relate to the marine environment will be encouraged e.g. fishing, sailing etc.

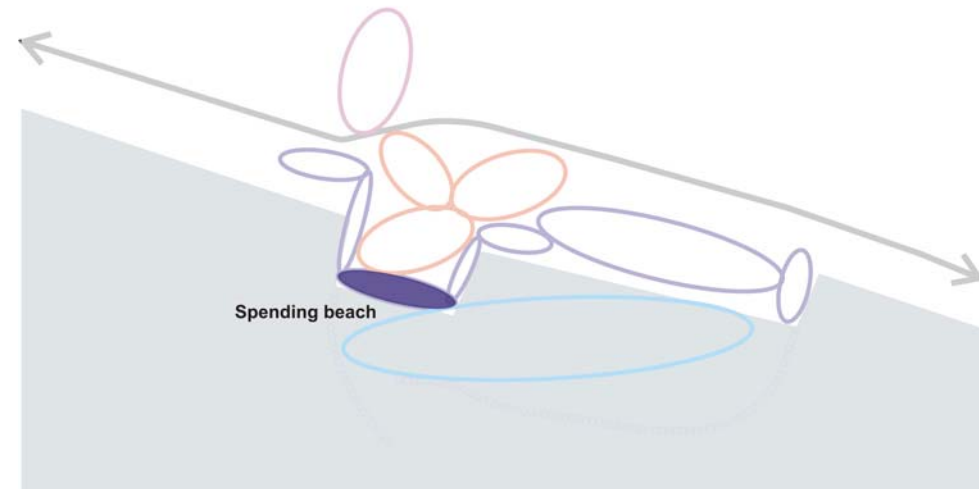
Built Form and Urban Design

- Development should not be unduly closed to enable visual permeability through the development to the boats and harbour area
- Possible widening of the Quay's platform to enhance public realm, but not at the expense of moorings
- Enhancement of the public realm in the vicinity of the RNLI office and fishing tackle area
- Development will need to take account of the existing consent of the approved Brighton Marina Outer Harbour scheme
- Development will need to link in and complement existing Waterfront area

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15.10 Spending Beach



Development Potential

- **Low priority area** for development
- Significant development potential (approved Outer Harbour scheme)
- Higher density development will be considered in this location
- Good pedestrian linkages to the Waterfront and Leisure area will be required
- Ensure visual permeability from the cliff top through development out to sea
- Improved connections between this site and the Leisure and Merchant's Quay areas of the Marina will be required

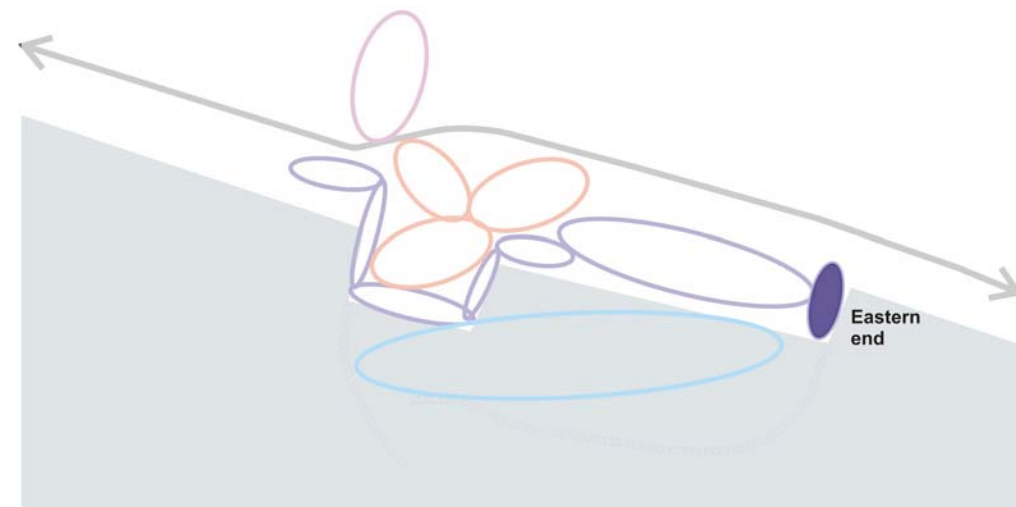
Land Uses

- Site is suitable for mixed use development incorporating retail, leisure, residential, and commercial uses, although the approved Brighton Marina Outer harbour scheme is predominantly residential
- Active frontages at ground or pedestrian level will be encouraged
- Uses which particularly relate to the marine environment will also be encouraged e.g. fishing, sailing etc.

Built Form and Urban Design

- Potential for a landmark building on the southern part of the site
- Pedestrian linkages to public spaces and waterside will be key to the development of the site
- Residential development should take advantage of sea views and provide a new visually attractive edge to the Marina

15.11 Eastern end



Development Potential

- **Medium priority area** for development
- Moderate development potential
- Future development must not compromise the operation of the boatyard
- An opportunity to include a flagship development to mark this important gateway to the eastern end of the Marina but must protect and/or enhance key views as identified in section 15.3
- Transport infrastructure improvements required to support potential development in line with the council's sustainable transport policies
- Improved pedestrian linkages to the A259 bus stops, waterfront and Undercliff Walk
- Upgrading and enhancement of existing emergency access at eastern end
- Potential to expand beyond the Marina sea wall limited by impact on the SSSI cliffs and beach

Land Uses

- Site is suitable for uses which are complementary to the existing boatyard and chandlery i.e. office, commercial and A3 uses etc.
- Residential uses may not be appropriate in very close proximity to unneighbourly activity in the boatyard
- Uses which particularly relate to the marine environment will also be encouraged e.g. fishing, sailing etc.
- Active frontages at ground or pedestrian level will be encouraged

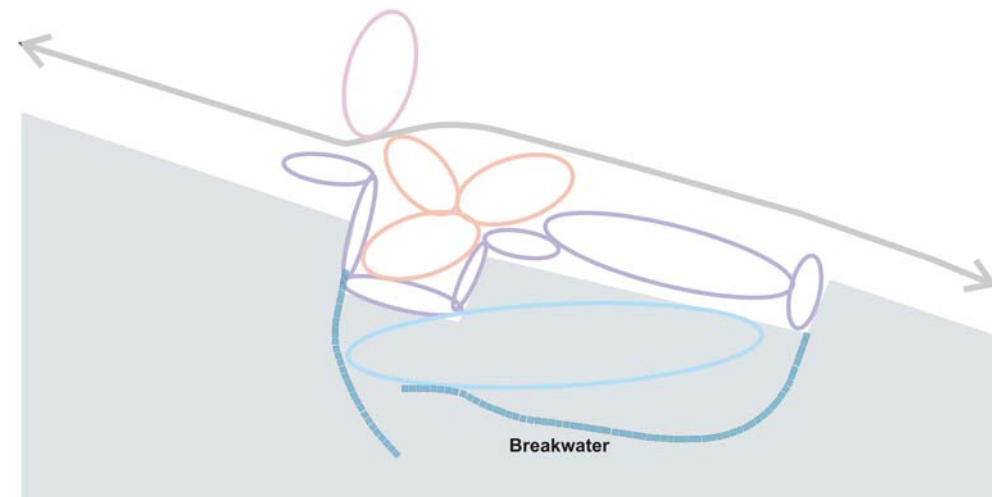
Built Form and Urban Design

- Design of development should ensure that key views of the cliffs are protected and/ or enhanced (see Fig.16)
- Improved pedestrian linkages to eastern breakwater required to increase access to marine based activities e.g. fishing
- Development should take advantage of sea views and provide a new visually attractive edge to the Marina
- Development should secure visibility of the SSSI cliffs, which are of geological and scientific interest

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15.12 Eastern and Western Breakwaters



Development Potential

- **Low priority area** for development
- Limited development potential due to environmental and ecological constraints i.e. SNCI beach, micro-climatic conditions etc. which sometimes lead to closure of the breakwaters
- Development needs to acknowledge the exposed environments of the breakwaters which, at times, can be dangerous to pedestrians

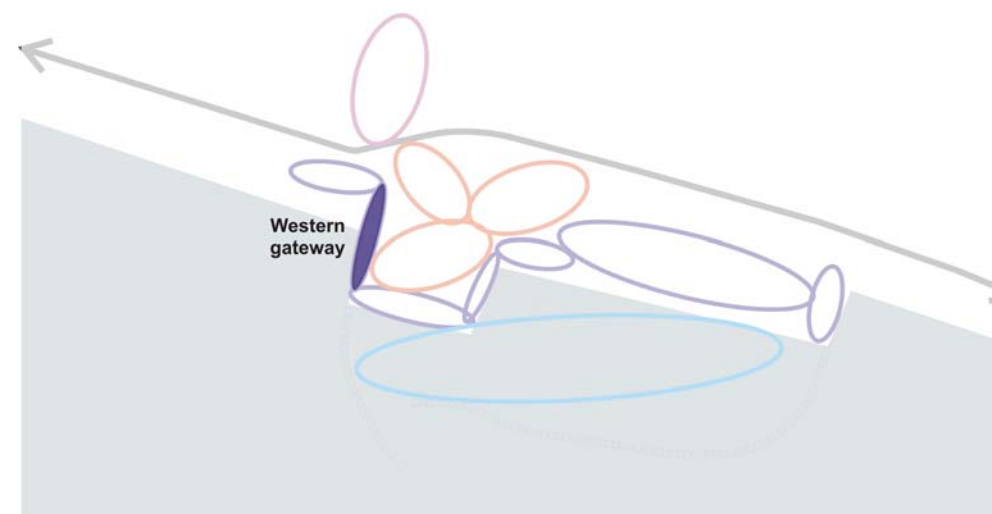
Land Uses

- Site is suitable for uses which are complementary to the marine environment i.e. fishing tackle shop, hire of equipment for sea based activities, cafes etc.

Built Form and Urban Design

- Development proposals should ensure that key views of the cliffs and the Downs beyond are protected and/ or enhanced (see Fig.16)
- Height of development should not exceed a single storey due to exposed location
- Improved pedestrian linkages to both breakwaters required to enhance access to sea based activities e.g. fishing, sailing etc. These plans should take into account the footbridges approved as part of the Brighton Marina Outer Harbour scheme

15.13 Western gateway



Development Potential

- **Medium priority area** for development
- Moderate development potential
- An opportunity to include a flagship development to mark this important gateway to the western end of the Marina
- Any development proposal will be subject to micro-climatic assessment by the LPA, given the exposure to extreme weather conditions and overtopping
- Ugliness of multi-storey car park and leisure sheds need to be addressed
- Improved connections between western breakwater and Leisure area will be required, to facilitate significant pedestrian movement into the public space between the multi-storey car park and leisure sheds
- Consideration should be given to the changes in levels in the vicinity of the site and design solutions put forward

Land Uses

- Site is suitable for mixed use development incorporating retail, leisure, residential and commercial uses
- Active frontages at ground level will be encouraged for this important gateway, subject to micro-climatic suitability
- Uses which particularly relate to the marine environment will also be encouraged e.g. fishing, sailing etc.

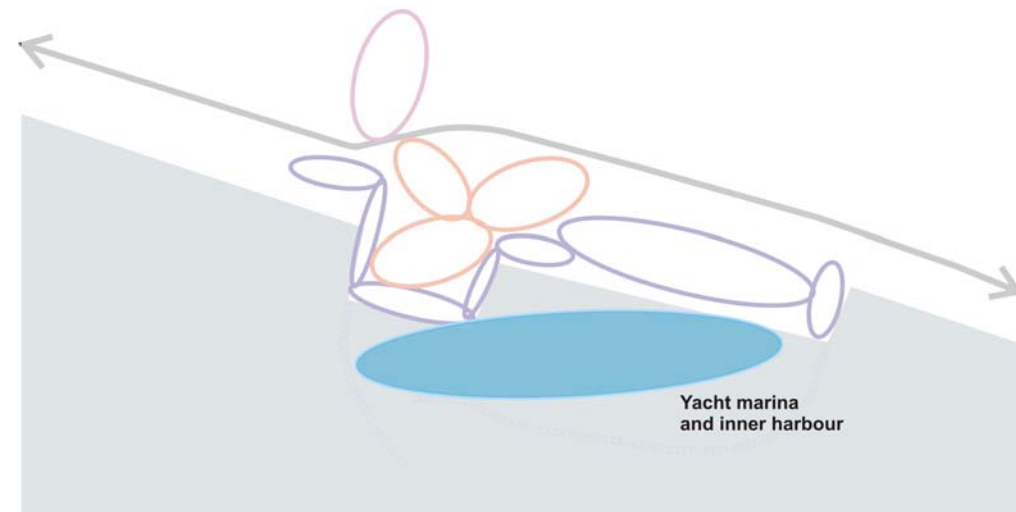
Built Form and Urban Design

- Design of gateway development should allow visual permeability to prevent detrimental impact on strategic views to the east and west
- Improved pedestrian linkages to western breakwater required to increase access to marine based activities e.g. fishing
- Development should take advantage of sea views and provide a new visually attractive edge to the Marina
- Proposals should also be sensitive to the site's proximity to Kemp Town and East Cliff Conservation Areas and the preservation of strategic views
- Gateway design should be of highest quality and innovative
- Design needs to include access along the key east, west routes linking to Waterfront and avoid changing levels

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15.14 Yacht Marina & Inner Harbour



Development Potential

- **Low priority area** for development
- Limited development potential
- No development over water areas will be permitted
- Potential expansion of pedestrian routes through the creation of boardwalks
- Potential to make efficient use of moorings to accommodate more boats

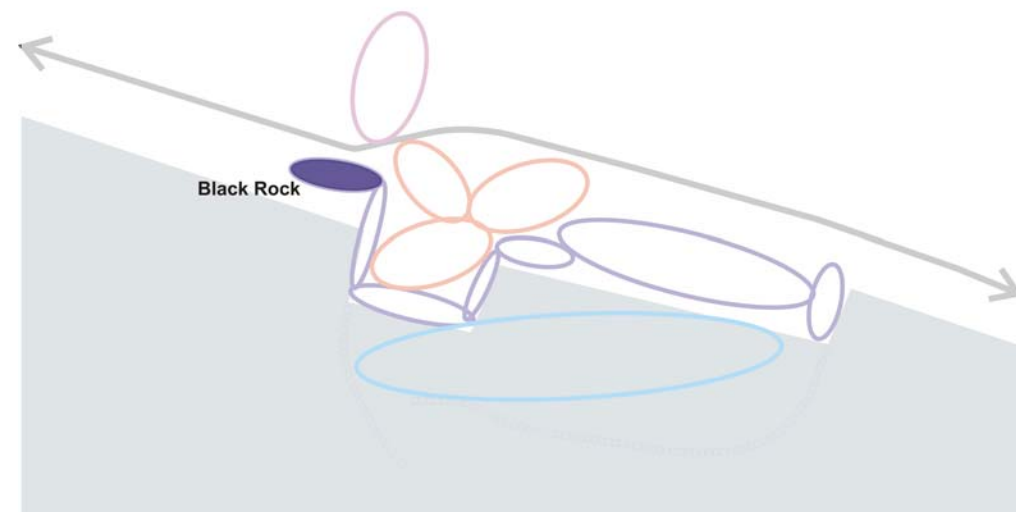
Land Uses

- Site is suitable for modest development opportunities associated with marine activities e.g. yacht club, boat stores, boat hire etc.

Built Form and Urban Design

- Improved pedestrian linkages to Undercliff Walk, Merchant's Quay, Waterfront, and eastern end of the Marina required to enhance access
- Development should take advantage of seascape and views of the boardwalk

15.15 Black Rock



Development Potential

- **High priority area** for development
- Significant development potential
- Development to be guided by the Development Brief contained within SPG5
- An opportunity to include a flagship development to mark this important gateway to the western end of the Marina
- Improved connections between Black Rock and the Marina will be required
- Safeguarding RTS routes is a priority
- Levels of RTS route should be compatible with proposed development within the Marina
- Provision of an emergency vehicle access from Madeira Drive into the Marina, to include access along the Western Breakwater
- New development will need to recognise the SSSI status of the cliffs

Land Uses

- Site is suitable for recreation and leisure uses identified in SPG5
- Other ancillary uses will have to demonstrate that they do not prejudice the recreation and leisure potential of the site

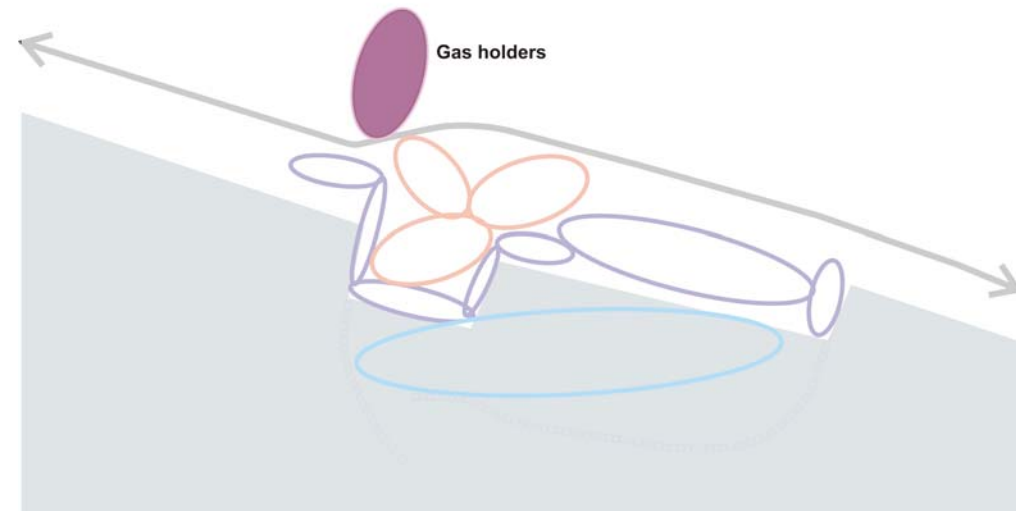
Built Form and Urban Design

- Development proposals must ensure that key views of the seafront from the western breakwater are protected and/ or enhanced (see Fig. 16)
- Proposals should also be sensitive to the site's proximity to Kemp Town and East Cliff Conservation Areas and the preservation of strategic views
- Improved pedestrian/ cycle linkages to seafront, the Marina and Undercliff Walk
- Development should take advantage of sea views and provide a new visually attractive edge to the seafront
- Development should secure visibility of the SSSI cliffs, which are of geological and scientific interest

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15.16 Gasholder site



Development Potential

- **Medium priority area** for development
- Significant development potential
- A major constraint to the future redevelopment of the site will be the cost of decontaminating the land which is currently occupied by the gas holders
- Future development will require substantial improvements in the transport infrastructure in the immediate vicinity of the site but should avoid congestion along Arundel Rd
- Development of the site will need to improve connectivity with adjacent areas including Black Rock and the Marina, through improved pedestrian access across the A259

Land Uses

- Site is designated as an employment (EMI) and housing (HO1) site in the Adopted Local Plan 2005
- B1 (b), (c) and B2 uses are particularly encouraged in the north of the site since this area is identified in the Employment Land Study as directly contributing to the city's supply of employment floorspace

Built Form and Urban Design

- The site should be sympathetic with the existing urban grain, which encompasses the Marine Gate and Courcel's buildings
- Design of development within the site should be far more outward looking and should aim for greater engagement with the boundaries of the site and the wider area
- Proposals should also be sensitive to the site's proximity to East Cliff and Kemp Town Conservation areas and the preservation of strategic views
- Development proposals must improve ecological and pedestrian connections to the east and north of the site in recognition of the existing Greenway

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16.0 Housing and Social infrastructure

Current and emerging Government Policy has confirmed the importance that social infrastructure plays in the creation of strong, healthy and sustainable communities²³. Due to the amount of development interest in the Masterplan area, it is vitally important that the LPA ensures that this planning objective is achieved in relation to the Marina. The quality of the social infrastructure – the schools, health centres, children's centre, sports and community halls and so on – will be vitally important in strengthening local communities both within and in close proximity to the Marina. In particular, the Sustainable Communities Plan emphasises the need to give more power and say to communities in the planning of the services that affect them.

The Marina presents an opportunity to create a substantial new neighbourhood with a significant, more permanent population emerging as a result of proposed new development. The population characteristics of the Marina are likely to change significantly. Existing residents are typically young professionals without families and active retirement couples, 30% of whom own second homes, whereas the newer population emerging from the proposed developments is likely to be younger and permanently resident in the Marina.

The social infrastructure required within the Marina, will be influenced by the population resulting from the approved Brunswick scheme and an assessment of the acceptable number of additional dwellings. The Draft Area Based Assessment for the Brighton Marina, Black Rock and Gasholder site, has identified this area as a growth area with a minimum of 2,000 new dwellings (including the approved Brunswick scheme). Assuming an average occupancy of 1.6 persons per unit, this would equate to an additional population of 3,200 within the Masterplan area. The requirements for different types of social infrastructure would need to reflect these population estimates.

Developers will be required to deliver 40% affordable housing units with a dwelling mix to reflect the results of the most recent HNS and "Strategic Housing Market Assessment for Brighton & Hove" (due to be published in March/ April 2008). Proposed housing development will also need to comply with the council's access policy HO13 in the Adopted Local Plan (2005), including Lifetime Homes Standards and Wheelchair Accessible Housing Standards. Relevant design guidance on these standards and requirements are outlined in the council's PAN03 which was formally adopted in January 2008.

The introduction of affordable housing and more families into the Marina for the first time will greatly alter the demographic structure of the area. The Marina will, for the first time, start to become a more genuinely mixed community. The type of social infrastructure required to support the new population will therefore have to reflect this change. Table 1 of Section 12.1 includes a social infrastructure checklist that developers must consider when assessing the impact of their development proposals. Although, it is not possible to be too prescriptive at this stage when only one major scheme has been granted planning permission, there are certain key priorities which the PAN would like to see delivered if future development goes ahead. These have been summarised below:

Health provision

Given the potential impact of large developments on the health infrastructure of this part of the city, the LPA considers it highly desirable for developers to conduct a Health Impact Assessment (HIA) of their schemes in

order to inform their proposals. A recent HIA pilot was conducted as part of the Brighton Marina Inner Harbour (Explore/ X-Leisure) scheme planning application. The LPA and PCT will be assessing the results of this HIA to inform priorities for health provision in the wider Masterplan area.

The provision of a GP surgery and / or Healthy Living Centre is strongly encouraged and is likely to be needed given the quantum of development currently approved and proposed at the Marina. Financial contributions as part of Section 106 Agreements will therefore be sought from developers for primary and secondary care, using the Healthy Urban Development Unit (HUDU) Model as a guide for contributions. The approved Brunswick scheme has already set aside premises suitable for a single GP Practice. However, the council in recent discussions with the Primary Care Trust (PCT) has made it clear that an on-site health facility will be a priority for the Marina to support community development and sustainability objectives. Developers are therefore encouraged to undertake early consultation with the PCT and LPA in the preparation of their planning applications to establish exactly what that provision should be. There may also be scope to utilise a potential sports injury clinic for more general use by the local community associated with the sports and leisure uses which might come forward on the Black Rock site.

Community provision

The demand for general community premises e.g. a community hall etc. will need to be met by major schemes through the physical provision of a building/s, given the lack of such premises at the moment. This provision could help meet the existing deficiency within the Marina for community buildings. A community centre is already proposed under the approved Brunswick scheme but consideration needs to be given to the optimal size and location of such a facility in order to be of benefit to Marina residents. The duplication of community facilities should be avoided between development schemes, through sensible pooling of S106 contributions. The LPA will also expect developers to clarify the funding arrangements for the ongoing management and maintenance of community facilities. Contributions will be sought towards the running costs of community facilities, if this has not been addressed in development proposals. Financial contributions towards the provision of libraries and cultural infrastructure may also be required if sufficient demand can be demonstrated for these services.

Education provision

The demand for education from pre-school right through to secondary school will need to be met by developers proposing residential schemes. The provision of a nursery and/or crèche to serve both residents and visitors to the area will need to be explored in the context of existing facilities e.g. the crèche at the David Lloyd Centre. Developers should consider the possibility of funding an expansion of crèche/ nursery places before proposing new facilities, in order to avoid the possible duplication of existing resources. Financial contributions will be expected to meet the demand for primary and secondary school places at nearby schools, particularly targeted at those schools that are closest to the Marina and/or currently over-subscribed. Options for meeting an expansion in the population of the Marina are currently being explored with the council's Children, Families and Schools Department, including the potential provision of a small scale primary school within the Marina. These options will be tested and a preferred way forward identified beyond the formal approval of the PAN and will inform its development into a Supplementary Planning Document.

²³ PPS1, para 27 (iii) Promote communities which are inclusive, healthy, safe and crime free, whilst respecting the diverse needs of the communities and the special needs of particular sectors; (v) Provide improved access for all to jobs, health, education, shops, leisure and community facilities, open space, sport and recreation.

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Training and skills

The LPA is also keen on exploring contributions towards vocational and employment training courses for local people such as the Constructing Futures programme, which provides training in Construction Skills and placements for students seeking employment opportunities within the industry.

Leisure and recreation provision

The requirement for open space and outdoor recreation is already covered in Section 12.3 of this document. However, additionally the LPA would like to see any off-site contributions being used to support existing leisure and sports provision which is currently just outside of the Masterplan area e.g. Manor Road Gym, Yellowwave etc. but likely to be used by residents of the Marina. Developers should also consider developing stronger linkages with leisure and sports provision within the Marina itself e.g. the David Lloyd Centre, Bowlplex etc. either through subsidising membership of these facilities or making funding available for a sports coordinator who could promote sporting events and activities at the Marina.

Emergency service provision

The requirement for emergency service provision is dealt with in sections 11.2 and 11.3 of this document. However, it should also be noted that the Estates Office for the Brighton Marina Estate Management Company also operates as an Emergency Service headquarters during major incidents. Developers proposing the displacement of the Estates Office will therefore need to ensure that there is space for this headquarters elsewhere in their development.

17.0 Environmental sustainability

Sustainability Strategy

17.1 Introduction

A key objective of the city council is that the regeneration of the Marina and wider Masterplan area should be an exemplar of sustainability. This is consistent with the policies of the council (SU2 of the Local Plan or Preferred Options PRE1 and PRE2 of Core Strategy) and Government guidance contained in PPS1 and Draft PPS1 Supplement.

The draft PPS1 Supplement expects that LPA's should ensure that a significant proportion of energy supply of substantial new development is gained on-site and renewably and/ or from a decentralised, zero or low-carbon energy supply. The LDF Advisory Panel on Renewable Energy considered that both the Marina and Shoreham Harbour were the most promising areas of the city for implementing large-scale zero or low-carbon energy technologies.

The Masterplan area offers opportunities to apply large scale community and district heating/ cooling and power systems. The creation of ESCos to serve developments and series of developments will enhance the economic viability of energy solutions at this scale. Neighbouring developers are encouraged to liaise with each other to find practical solutions through which environmental and economic benefits can be maximised through economies of scale, in order to install systems which can benefit neighbouring developments and where possible, the surrounding community.

This section of the Masterplan has been informed by the city council's draft SPD on Sustainable Building Design²⁴. This SPD and associated checklist outline the minimum standards in relation to sustainable design which will be expected on the site. These refer to standards around e.g. energy and carbon dioxide emissions, water use, use of materials and building benchmark standards. The measures described below are expected to be practical and achievable, though challenging.

17.2 Environmental Impact Assessment (EIA)

As a planning guidance document, the PAN is not required to undergo a formal Environmental Impact Assessment (EIA), but it addresses a wide range of issues that closely mirrors those that appear in a typical EIA. In accordance with EIA Regulations, developers submitting detailed planning applications for sites within the Masterplan area, will be expected to submit a formal EIA to enable the LPA to assess the implications of the development. This will include a full assessment of the implications of the development proposed, as well as an assessment of the interaction and cumulative impact of other developments proposed in the Masterplan area.

17.3 Performance Benchmarks

Ecohomes Ratings Scheme / Code for Sustainable Homes

All new build residential units, including those within mixed-use developments, are expected to emit no annual net CO₂ from energy use, be designed to Lifetime Home Standards²⁵ and achieve a minimum rating of Level 4 of the Code for Sustainable Homes (CSH)²⁶ or "Excellent" rating if registered under the BRE's Ecohomes scheme.

BREEAM ratings

All non-residential developments are expected to score at least 60% in the energy and water sections of the relevant BREEAM²⁷ assessment within a minimum overall rating of 'Excellent'.

Sustainability Checklist

All developers will be required to submit a completed Brighton & Hove Sustainability Checklist²⁸ with the planning application and/or a sustainability statement with all full or reserved matters planning applications (in the case of outline applications, a condition will be attached requiring these at reserved matters stage and a Section 106 agreement will provide for any mitigation measures).

Energy efficiency and carbon dioxide emissions

Energy use can most easily be minimised where the design approach includes energy efficiency as a guiding principle at the outset of the design process. This means incorporating the highest possible levels of insulation and airtightness, and applying passive design solutions to maximise passive heating, cooling, lighting and ventilation. All developments are expected to exceed Part L Building Regulations by 20% as a minimum,

²⁴ The draft SPD on Sustainable Building Design is currently being consulted upon and is not expected to be formally adopted until June 2008. A draft version is available on www.brighton-hove.gov.uk

²⁵ Information on how to meet Lifetime Homes Standards is available on www.lifetimehomes.org.uk.

²⁶ Information about the Code for Sustainable Homes can be viewed and downloaded on www.clg.gov.uk.

²⁷ Details regarding BREEAM (Building Research Establishment Assessment Method) assessment and certification can be viewed and downloaded from www.breeam.org.

²⁸ The Brighton & Hove Sustainability Checklist is an online tool that can be viewed on the council website from June 2008 onwards. It incorporates sustainability requirements contained in the national and regional guidance as well as the B&H Local Plan policies and relevant Local Development Framework documents.

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but residential development should aspire towards zero carbon status (emitting no net annual carbon dioxide emissions from energy use).

Water

Brighton and Hove is located in a region designated by the Environment Agency as under 'serious water stress'. Development is expected to achieve excellent levels of water efficiency and to apply rainwater harvesting and greywater recycling where feasible.

Climate change is likely to lead to extreme weather conditions including increased and prolonged rainfall. The Marina, Black Rock and the Gasholders sites are situated on impermeable urban surfaces. Developers will be expected to include Sustainable Urban Drainage Systems (SUDS) in all proposed new development. This will also help to reduce pollution to water resources. An exception may be made for the Gasholders site which has possible contamination and may not be suitable for SUDS.

Construction and operational waste

To minimise the impact of construction on the community, all contractors that work on the construction sites will be expected to achieve a level of performance equivalent to that required under the Considerate Constructors Scheme²⁹. This includes measures for controlling working hours, dust and traffic as well as general public safety. In particular, contractors will be expected to make specific proposals for avoiding pollution of the Marina and for minimising and recycling on-site waste in line with the council's Policy SU13 and Construction & Demolition Waste SPD. Specifically, contractors will need to demonstrate compliance with the council's Recyclable Materials and Waste Storage PAN³⁰ to ensure provision is made for recycling waste from both residential and commercial accommodation within the development.

Transport

See section 11.0 of this Masterplan.

The Masterplan incorporates the principle of encouraging sustainable travel. To build upon the elements integrated within the design, a strategy of measures will be developed within a Green Travel Plan. The Plan should include clear travel targets, a range of sustainable travel initiatives to be implemented, regular monitoring of the achievement of the agreed targets and a mechanism to review the initiatives if targets are not being achieved.

18.0 Ecology

18.1 Existing Value

Almost all the land in and around the Marina has been heavily modified in recent decades and the Marina itself is an artificial structure of little more than 30 years old. Nevertheless, the Marina environment also supports a wealth of biodiversity and geological interest.

The cliff top (as far as Marine Drive) to the north and east of the Marina, the cliffs and the beach to the low water mark, are all part of Brighton to Newhaven Cliffs SSSI. This national designation is primarily geological, although the Reasons for Notification listed in the SSSI citation also make mention of pockets of unimproved chalk grassland (lowland calcareous grassland) and rare and uncommon plants growing both on the cliff face and the cliff-top. The rare plants include hoary stock (*Matthiola incana*), which grows in some numbers on the cliffs immediately to the north of the Marina. Elsewhere within the SSSI, the cliffs support a locally important colony of breeding seabirds and a diverse community of beetles.

There are three SNClS in the immediate vicinity of the Marina. These are:

- Brighton Marina: All the areas of open water within the Marina support marine life in unusual shallow water associations. The sheltered conditions have led to the colonisation of the Marina by a number of more delicate species and species of deep sea environments.

The sheltered anchorages also create 'saline lagoon' conditions and support rare lagoon specialists such as the Lagoon Cockle (*Cerastoderma glaucum*) and the Lagoon Sand Shrimp (*Gammarus insensibilis*). The Lagoon Sand Shrimp is protected under Schedule 5 of the Wildlife and Countryside Act 1981.

- Black Rock: The site comprises the area of foreshore of about 1 hectare to the west of the Marina, between the Marina groyne and the western Marina breakwater, to the low tide mark. It supports typical species of vegetated coastal shingle including Sea Kale (*Crambe maritima*) and Yellow-horned Poppy (*Glaucium flavum*).
- Volks Railway: A linear SNCl which follows the track bed of the Volks Railway and associated structures. In these areas the shingle is less disturbed than elsewhere which has allowed shingle plants to establish, including the rare Babington's Leek (*Allium ampeloprasum* ssp. *Babingtonii*).

More information on all of these sites is available at www.citywildlife.org.uk. Developers should also be aware that Greenways run east-west through the Marina and northwards from the Marina to Sheepcote Valley (see Local Plan Proposals Map).

18.2 Objectives of Development

Relevant planning policies include PPS9, South East Plan policy NRM4 and Local Plan policies NC2, NC4, QD17, QD18 and QD19. Development proposals should also conform to the guidance contained within the draft SPD on Nature Conservation and Development³¹. All development in the vicinity of the Marina will be expected to contribute to the delivery of the following five objectives:

1. Thorough survey of the development site and nearby land to ensure planning decisions are based on up-to-date environmental information. Further guidance on nature conservation survey is provided in paragraphs 4.7 – 4.12 of the Nature Conservation and Development SPD.

²⁹ For details regarding the Considerate Constructors Scheme visit the following website:

www.considerateconstructorscheme.org.uk

³⁰ This PAN has not been formally adopted yet, draft version is available on www.brighton-hove.gov.uk

³¹ Draft SPD on Nature Conservation and Development is due to be formally adopted in March 2008

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2. Prevent harm to existing sites of biodiversity importance. Developments will be required to take account of potential indirect effects on sites such as shading, pollution and works which reduce the ability of people to appreciate and access biodiversity.
3. Maintain, and enhance, restore or add to biodiversity, taking a strategic approach. The Marina and its environs have considerable scope for enhancing and restoring its existing biodiversity. Key biodiversity objectives include:
 - Habitat, design and management improvements to Brighton Marina, Black Rock and Volks Railway SNCIs to establish a managed 'eco-park' theme whilst conserving and enhancing the vegetated shingle habitat.
 - Extension of the vegetated shingle habitat in the vicinity of the Volks Railway SNCI.
 - Integration of biodiversity improvements into a fresh landscaping scheme for the Kemp Town Slopes.
 - Diversification of the saline lagoon habitat at Brighton Marina SNCI to create new opportunities for target marine species and people's appreciation of them.
4. The council will actively pursue the maximisation of opportunities to build-in beneficial biodiversity and geological features as part of good design. Such opportunities might include areas of new habitat at ground, wall and roof level (green walls and green roofs), naturalistic landscaping and wall mounted nest boxes. The recent CIRIA publication "Building Greener" provides detailed guidance on these techniques. Such features should focus particularly on delivering relevant habitat types of principal importance for the conservation of biodiversity in England. Measures to enable people to experience nature within the urban environment (imaginative interpretation, viewing platforms, interactive opportunities) will also be expected. Proposals should ensure new features are suitably sited, taking account of indirect effects such as shading and are fully integrated within the scheme.
5. Create and improve habitat networks along the existing Greenways. Areas of new habitat should be targeted along the north-south axis to improve connectivity between Volks Railway, the Kemp Town Slopes, Black Rock and Brighton to Newhaven Cliffs SSSI. Opportunities to establish a green link along the Marina Way/ Arundel Road routes to Sheepcote Valley should also be fully exploited.

18.3 Delivery

Development proposals will be expected to establish a co-ordinated approach to delivery. If a number of proposals are under development concurrently it is recommended that developers work together on the production of a joint ecological Masterplan which conforms to the five objectives described above. Each development proposal could then submit complimentary proposals which together achieve the Masterplan objectives as well as working as stand-alone proposals.



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Part 3

19 The Masterplan

Existing context

- Characterised by piecemeal development and poor public realm with little engagement with the City Centre
- Main access point to the Eastern edge of the City but little evidence that it's a gateway
- Marina function and maritime character not clearly defined
- Legibility of area poor with many barriers to pedestrian and cycle movement
- Inadequate transport infrastructure, over-reliance on the private car/ vehicles
- No green spaces
- Amenity value of ecological areas not fully exploited
- Views of the cliffs marred by multi-storey car park and superstore
- Failing District Centre, demonstrated by empty units and high turnover of shops
- Dominated by superstore at entrance to the site
- Several disparate areas without proper integration
- Absence of quality architecture, materials and landmark buildings

Desired Development Framework (see Fig. 18)

- Creation of proper Gateways to the Eastern and Western edges of the Marina
- Marina function given more emphasis through encouragement of water based activities and ancillary boatyard activities
- Maritime and ecological character enhanced through good urban design
- Improved connections to the City Centre through introduction of Rapid Transport System (RTS)
- Creation of a proper transport interchange near the retail heart of the Marina, to enhance footfall through District Centre
- Improvement of emergency access points to the Marina
- Removal of visually intrusive surface car parking
- Car park management system introduced to discourage use of private transport
- Active promotion of shared spaces at key nodes e.g. western and eastern access points, roundabouts etc.
- Movement corridors created throughout the area, flanked by active frontages at pedestrian/ ground level
- Medium – high density development encouraged to revive ailing District Centre
- Preservation of key strategic views of the cliffs, internal water areas and out to sea
- Landmark buildings introduced at both the western and eastern ends of the site

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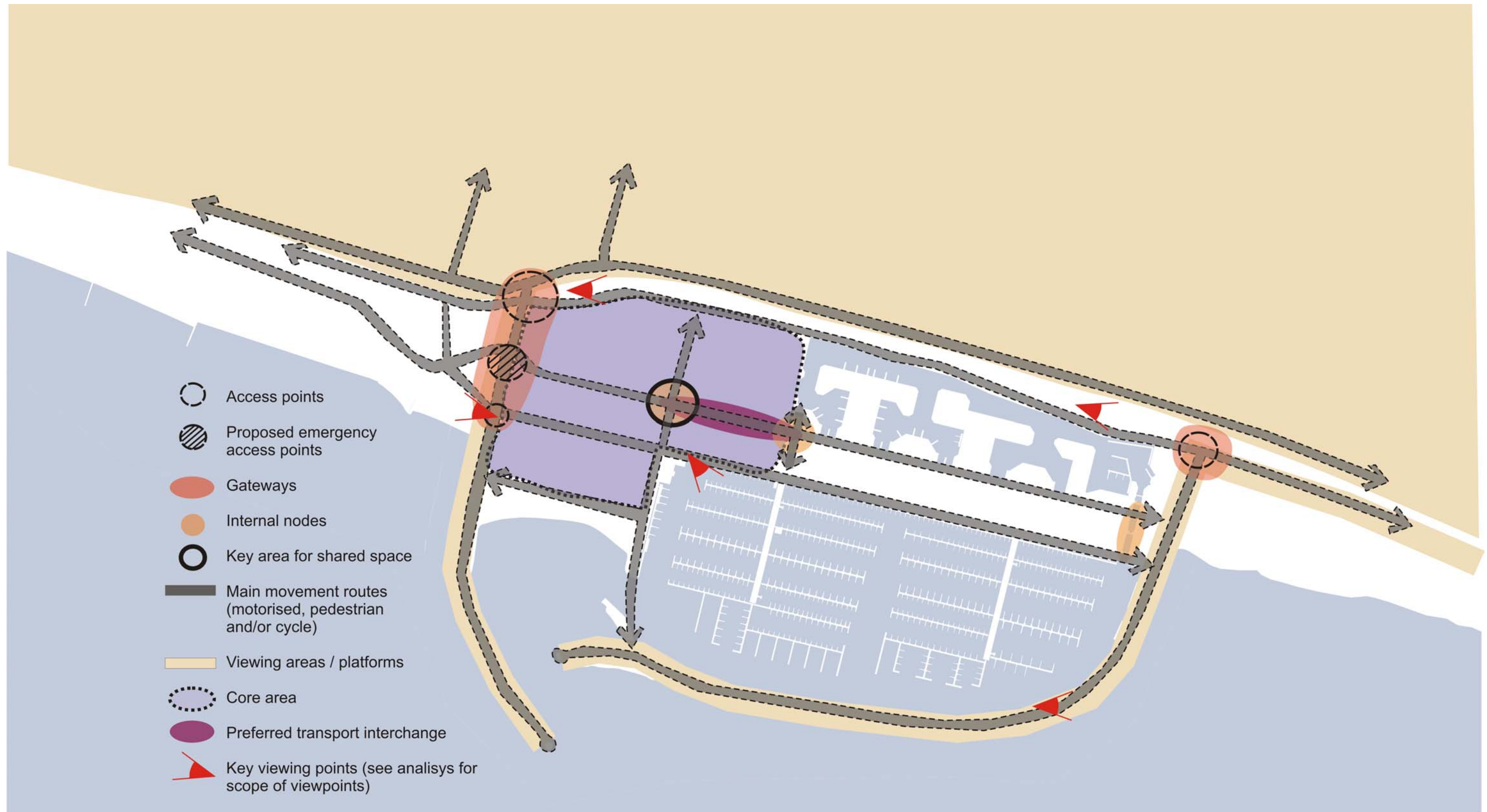


Fig. 18 - Desired Urban Design Framework

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Desired Public Realm/ Amenity Space Framework (see Fig. 19)

- Creation of a high quality public realm through sensitive use of materials to reflect the different character areas: urban, seafront and Cliff park
- Removal of railings and other pedestrian barriers, except where necessary i.e. at water edges
- Generation of ecological greenways with public viewing points for the cliffs, Marina and seascape
- Strong linkages to water areas and Marina through good legibility e.g. boardwalks, good signage etc.
- Greater use of the water as a recreational amenity e.g. fishing, water sports etc.
- Creation of a green infrastructure network, connecting the cliffs with sites of ecological importance e.g. the SNCI's, as well as other green spaces just outside of the Masterplan area
- Generation of public squares and play areas at key points along movement corridors
- Introduction of a park along the cliff edge i.e. Undercliff Walk, through soft and hard landscaping
- Greater use of green roofs and/or roof gardens to enhance views from the cliff top down onto the Masterplan area i.e. the fifth elevation

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Fig. 19 - Desired Public Realm/ Amenity Space Framework

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20 Construction and Implementation Plan

Construction activity within the Marina will inevitably span over many years and unless controlled could give rise to adverse environmental effects such as noise, air quality and problems on the local highway network. Those potentially affected could include residents, businesses and visitors as well as people living in close proximity to the Marina. In order to minimise such impacts, it is essential that a co-ordinated approach is taken to construction activities within the Marina.

A number of proposals in the Masterplan area currently have planning permission, are the subject of a planning application or pre-application discussions. A combination of planning and market uncertainty as well as complex construction logistics means that a single rigid phasing plan to guide future construction is unlikely to prove practicable.

In order to minimise the potential of negative impacts and to secure community involvement, the following measures should be adopted:

- (a) at the commencement of any major development a Marina Community Liaison Group (MCLG) should be established comprising of representatives from the contractors, developers, community and businesses. Meetings should be held on a monthly basis and be run to an agreed agenda.
- (b) before any development takes place a Construction Environment Management Plan (CEMP) and a Site Waste Management Plan (SWMP) should be submitted to the Council and approved in writing prior to commencement of development. The CEMP should focus on:
 - (i) ensuring that the mitigation measures set out in the Environmental Statement avoid the potential for adverse environmental impacts, particularly in relation to noise air quality and traffic, and are implemented during the construction stage.
 - (ii) providing information on the sequencing and timing of the construction stages.
 - (iii) ensuring that best practice standards are adopted throughout the entire construction process.
 - (iv) providing a framework for avoiding unforeseen impacts due to emergencies, adverse weather conditions etc.
- (c) each CEMP should be prepared having regard to the wider cumulative impacts with adjacent developments and their associated construction activity. In this way co-ordination and the minimisation of impacts can be secured at the earliest possible stage.
- (d) the Council as the approving body may require amendments to each CEMP to secure improved co-ordination as well as regular reviews of the CEMP based on issues arising during construction stages.

For further information contact:

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