

**APPROVED**

# King Alfred/ RNR Site: Planning Brief

SPG<sup>BH</sup>  
note 10  
supplementary planning guidance

## What is an SPG?

*A Supplementary Planning Guidance Note (SPG) is one of the material considerations that can be taken into account when determining a planning application. It is intended to provide helpful guidance for the developer, consistent with the provisions of the Local Plan. This SPG Note is one of a series produced Brighton & Hove Council and it is to be read in conjunction with the Brighton and Hove Local Plan. Each SPG note has been subject to a period of consultation and Council Approval. This brief was approved by the Policy & Resources Committee on 13 November 2002, where it was adopted as supplementary planning guidance to be read in conjunction with Policies SR26 & HO1 of the Brighton & Hove Council Local Plan Second Deposit draft and its subsequent versions..*

## 1 Introduction

- 1.1 This planning brief forms part of a wider development brief for the King Alfred/RNR site on the Hove seafront. It sets out the council's objectives for the site, provides information on the site and on site constraints, sets out the policy context, draws attention to key transport issues and provides a guide to an acceptable development response. The brief supercedes the planning brief for the site dated April 1996.
- 1.2 The aims of the brief are to provide a planning and transport policy framework for a future development proposal and, because of the strategic importance of the site, to provide outline design guidance that seeks to achieve a high quality contemporary building.
- 1.3 It is important to note that this brief deals with the King Alfred and RNR sites as a single site. References in the brief to 'the site' should be read as the combined King Alfred/RNR site unless otherwise specified.

## 2 OBJECTIVES

- 2.1 The council's principal aim for the development is to secure new indoor public wet and dry sports facilities on the site which provide for both the local Hove communities and contribute to the wider mix of facilities in the city.

- 2.2 The council recognises that to secure regeneration of the site for this primary objective will require the sports facilities to be included as part of a mixed development (of which housing is likely to be the predominant part) which generates value from the site.
- 2.3 The overall development of the site needs to be of a high quality which is sustainable and which positively enhances the seafront and surrounding area.

In securing the development of the site the council also wishes to ensure that there is public and user group involvement and consultation in the development of proposals.

### **3 SITE INFORMATION**

#### **Location and context**

- 3.1 The King Alfred/RNR site (RNR stands for Royal Naval Reserve) is approximately 1.7 ha in area. The RNR site is currently used as a car park and the rest of the site is occupied by the King Alfred Leisure Centre. The site is council owned and is located immediately to the south of the east-west seafront road, the A259, which in Hove is called Kingsway. The site is at the western end of an area of built development to the south of Kingsway which is located between the extensive Kings Lawns to the east and the Western Lawns to the west. The latter is an area of open space between Kingsway and the beach extending from the RNR site for some 1.5km (1 mile) west to Shoreham Harbour. It contains a range of formal and informal leisure and recreation spaces. From east to west these are: lawns, bowling greens, a public garden, tennis courts and a lagoon. The significance of this open space is to enhance the importance of the King Alfred/RNR site as the first built development to the south of the road that is seen on the approach from the west along Kingsway. (See site plan at Annex A)
- 3.2 The site's immediate western boundary is marked by Hove Street South, a continuation south of Kingsway of the north/south aligned Hove Street. The site's eastern boundary is St Aubyn's South, which again is the continuation of St Aubyn's south of Kingsway. The site's southern boundary is formed by the promenade, known as Kings Esplanade. To the north of the site is the Kingsway. The properties directly opposite the present building are known as St Aubyn's Gardens.

The site's built up surroundings are predominantly residential in character consisting of buildings of a mixture of styles from Victorian terraces (of varying degrees of grandeur) to relatively modern blocks of flats. These include purpose-built blocks at Viceroy Lodge and Lancaster Court to the north of Kingsway, opposite the site, to St Aubyn's Mansions (a prominent Victorian four storey block to the immediate east of the site) and Bath Court (a modern 6-8 storey block a little further east along King's Esplanade).

- 3.4 Neither the site nor any of the structures on it are listed or within a conservation area. (The new extension incorporating the swimming pool was formerly identified as a non-statutory Building of Local Interest but was "de-listed" in December 1996.) The area to the north of Kingsway, opposite the site, comes within the Old Hove Conservation Area. To the west of Hove Street and Hove Street South is the Pembroke and Princes Conservation Area. The area immediately to the east of the site is not in a conservation area, however the boundary of the Cliftonville Conservation Area lies to the east of the petrol station on the corner of St Aubyn's South and Kingsway and to the east of Bath Court. Nos 2-6 (even) St Aubyn's (on the corner with Kingsway and facing the site) are listed Grade II. Policy HE6 of the Second Deposit Draft Local Plan refers to developments within or affecting the setting of conservation areas.

## History of the site

- 3.5 A hand drawn map of 1844 shows a school playground on the site, which faced the coastguard house across the Shoreham Road (now Kingsway). By 1878 a row of nine cottages called Beach Cottages, a boat house and a gun shed lay on the west side of the site. The centre of the site was occupied by a group of buildings and outhouses and a large playground on two levels, opposite St. Aubyn's, was located to the east of the site. A 1898 map shows a square laid out ready for development but with only one property built. Beach cottages and associated buildings are still present on the western side of the site. A coastguard station has moved to the present RNR site. Maps of 1911 and 1931 show the site relatively unchanged.
- 3.6 Hove Marina (Swimming Baths) was completed in 1939 and is shown on the map of 1940. It lies in the middle of the site, facing St. Aubyn's Gardens across Kingsway. More buildings have been added to the RNR site. The new baths cost £170,000 to build. They were taken over by the navy on the outbreak of war in 1939 as a naval training centre, and given the name HMS King Alfred. After the war the name was retained when the building was returned to the local authority. When conceived, the centre was ahead of its time, bringing a range of sports together under one roof including, among others, swimming (the building had a major and a minor pool which used seawater), cricket nets, table tennis, a rifle range, a golf driving range, a ballroom, outdoor tennis courts and a cafe with terrace overlooking the sea. In the winter the major pool was covered over to provide for dry sports such as badminton. The two storey building was flanked to the east and west by flat-roofed basement structures which incorporated underground car parks.
- 3.7 The roofs of the pools, made of reinforced concrete, needed major repairs by the 1970's. A new swimming facility was opened in 1984 as an extension on the seaward side. This comprises a formal 25m swimming pool linked to a free-form leisure pool together with a teaching pool and the requisite changing facilities. Since 1984, the two original pool halls became used permanently for dry sports. In 1986 three water flumes were added to the south east corner of the building and again these were very much ahead of their time. The flumes were closed in 2000 because the cost of repairs would prove prohibitive in the light of plans for development. The basement area to the west of the building incorporated a ten-pin bowling centre until 1999 and the basement area to the east houses a six rink indoor bowls centre. The area to the east of the building (above the indoor bowls) is used on a seasonal basis as an open air children's amusement area. The RNR site has been used as a car park since 1971.

## Building description and condition

- 3.8 The King Alfred Centre is run by BHCC as part of the Council's Leisure Services operation. Whilst some investment has been made by the Council in the fabric of the building, fundamental aspects have not received the necessary level of investment they require. This has resulted in spaces that are both staff and energy intensive, an overall tired image for the building and a swimming pool that does not meet the current aspirations for swimming in the city. Whilst the pools, dry sports area and indoor bowls are in use, it is considered that the centre does not work as an integrated whole and does not fulfil its potential. Overall the centre is very expensive to maintain and manage in its current state.
- 3.9 Furness Partnership Structural Engineers have undertaken an initial non-intrusive structural survey. The original 1938 structure has two basement levels and three levels above ground, with some spaces being double storey height. It is generally framed in reinforced concrete, i.e. concrete columns with concrete down stand beams with flat slabs spanning between. This structure is generally visible within the old pool halls and also in the basement bowling area. The original pool tanks are also in situ reinforced concrete construction. The existing foundations for the building are assumed to be concrete pad and strip footings. The building is clad in brickwork which the Furness Partnership has assumed to be non-load bearing due to the building being a framed structure. Historical repairs and strengthening have been

carried out to the 1939 building. In the large sports hall additional steel work has been added to the underside of the roof slab because of corrosion of fixings.

- 3.10 The later structure built to house the new pools and associated changing and administration areas is framed at the intermediate levels in insitu concrete, with the upper roof structure spanning the main pool hall being in structural steel tubular trusses. The foundations appear to be piled as indicated on recent survey drawings. The pool tanks are in insitu reinforced concrete. The building is clad in a mixture of pre-cast panels on the sea elevation and brickwork. The roof has a variety of shaped polycarbonate units to form roof lights etc. Some of the sides of these units are expressed on the upper elevations.
- 3.11 Visible defects identified in the report included:
- Leakage through the seaward wall which has been ongoing since the 1983 extension was constructed. This has led to the installation of a cathodic protection system to arrest the corrosion.
  - Flooding in the basement area has happened once and it is, in the Furness Partnership's opinion, uneconomic to prevent re-occurrence should weather patterns persist.
  - Items on the roof of the original building such as rusty water tanks/platforms etc which should be removed or replaced if still live.

## Ownership

- 3.12 The whole site is in the ownership of Brighton and Hove City Council (Title Nos. ESX227745 - King Alfred and SX113690 - RNR site).

## Planning history/existing planning consents

- 3.13 In 1971 an application for outline permission (M/15939/71) was made for the area immediately to the west of the main King Alfred building together with the adjoining RNR site. The application, which was for an indoor bowls rink, squash courts, table tennis room, lounge and cloakrooms, together with a block of seventy flats and four penthouses on ten floors with surface and underground car parking, was called in for determination by the Secretary of State for the Environment; following a local inquiry. The application was refused in June 1973.
- 3.14 The last in a series of permissions dating back to 1984 for various leisure/entertainment facilities on the RNR site, was granted in February 1990 (3/89/0365) for the construction of a complex containing parking and public toilets at basement levels with restaurants, nightclub, shops, leisure ice rink, new ten-pin bowling alley, ancillary facilities and associated public areas above. This was a 'Regulation 5' application submitted by the former Hove Borough Council on its own behalf. This permission has since expired.
- 3.15 An application covering both the King Alfred and RNR sites was submitted by Citygrove Leisure plc in August 1998 (BH1998/01822/FP). The application was to provide a 13 screen cinema, family entertainment centre, restaurants, theme bar, casino, nightclub, car park and health and fitness club together with 550 on-site car parking spaces. Following adverse public response to the proposal, this application was withdrawn on 15 April 1999 in favour of a new application (BH1999/00826/FP) by the same developer, for erection of a mixed leisure and community sports facility consisting of a multi-screen cinema, bars/restaurants, casino, community health and fitness centre and community hall together with below ground parking and landscaping. The council was minded to grant permission in September 1999

subject to a Section 106 Planning Obligation relating principally to highways and transport provision. However, the decision was never issued and for financial reasons the development did not proceed.

- 3.16 There have, additionally, been two planning briefs for the site. The first for the RNR site only, was approved by the former Hove Borough Council in January 1982. This recommended development principally for hotel and leisure purposes. A further brief for the whole site was approved by Hove Borough Council in April 1996. This indicated that the site was suitable for either partial or total comprehensive redevelopment for leisure and tourist-related purposes with some modest associated retail facilities.

## 4 SITE ISSUES

### Archaeological issues

- 4.1 The Assistant County Archaeologist for East Sussex has commented as follows:

“I have carried out a search of the Sites and Monuments Record for the area indicated on your plan and for its immediate environs. There are no archaeological finds, sites or monuments recorded on or adjacent to the site. For this reason and because of the depth of excavation for the car park mentioned in your letter I do not think it necessary for you to commission an archaeological study at this stage. Indeed I think it unlikely that there would be any archaeological implications arising from this development.”

### Coastal defences

- 4.2 As a coastal protection authority the Council is currently carrying out a strategy study which is looking at the requirements for coast defence over the next 50 years. The study is nearing completion, one of the schemes that has been identified is for the improvement of the defences in the area of Medina Terrace (about 500m to the east of the King Alfred). This would comprise the enlarging of groynes and the importation of shingle to enlarge the beaches. The extent of the work will be identified when detailed design begins but it could include the beaches in front of the King Alfred. While not having a direct impact on any development of the King Alfred site, the work will involve a large number of lorry movements in the area, requiring careful traffic management. The timing of the work is uncertain since it requires detailed design work, planning approval and approval and grant aid from DEFRA. The earliest any work could take place would be 2004

### Access issues

- 4.3 The site is directly adjacent to the A259, a Major Distributor Road in the council's strategic transport network, and an important local east-west route, which carries around 24,000 vehicles per 24 hour day. The route is also designated as a Sustainable Transport Corridor (STC) in the city council's Local Transport Plan. An STC is defined as a route “along which there are significant levels of movement and where there is likely to be potential to achieve a substantial shift of journeys from the car to more sustainable forms of transport”. The site is currently bounded by Hove Street South (two-way) to the west, St Aubyns South (one-way northbound) to the east, and the Kings Esplanade, South Coast Cycle Route and seafront promenade to the south. There are currently 25 cycle parking spaces (of which nine are operational) serving the existing users of the centre.
- 4.4 The former RNR site is currently operated as a public Pay & Display car park by the city council (estimated number of spaces is 125). Set below footway level, the main road can only be accessed on foot by a set of steps or via a circuitous walk along Kings Esplanade and Hove Street South. On-street parking is also available in surrounding streets, a number of which, east of Hove Street, are now part of a

Controlled Parking Zone for central Hove. Proposals for a new Controlled Parking Zone to streets to the west of Hove Street are to go to public consultation early in 2003.

- 4.5 The site (which has a bus stop with shelter directly outside) is only served directly by two bus services: the 700 and 702 operating between Pool Valley Bus Station in Brighton and Southsea in Hampshire, via North Street and Western Road, on a 15 minute frequency. In the summer of 2002 the Brighton and Hove Bus Company revived the half-hourly open top service 17 from the Marina to the King Alfred. The majority of other bus routes serving the conurbation operate along routes parallel to the A259: Church Road (services 1, 6 and 49) and Blatchington Road (services 2, 5, 7, 25 and 46). The site is approximately 400 metres walk from Church Road via St Aubyns. It is approximately 1/2 to 3/4 mile (1 km) walking distance from the site to Hove Town Hall (the point at which the main Metroline bus routes referred to above merge, giving passengers a greater choice of services). The local train stations, Hove and Aldrington, are approximately 3/4 to 1 mile from the site (20 minutes walk), where there are train connections westwards along the coast, as well as to Brighton, Lewes, Haywards Heath and beyond.

## 5 PLANNING POLICY CONTEXT

### East Sussex and Brighton and Hove Structure Plan, December 1999.

- 5.1 The following policies have particular significance for this site:-

- S1** "Twenty One Criteria for the 21st Century": sustainability criteria to be taken into account by local planning authorities including striking a balance in meeting the needs for homes, jobs and a range of facilities; reduction in the need for car travel and improving other means of transport; avoidance of unacceptable traffic or transport conditions; and re-use of existing premises and "brown" sites.
- S3** Developers may have to contribute directly or towards the costs of infrastructure works required to service the development;
- S4** The broad pattern and timing of development in the plan area will be guided by various factors such as focusing on existing towns, particularly the main coastal towns including the efficient and effective renewal and re-use of existing premises and "brown sites".
- S6** Existing settlements will be maintained and the majority of development focused on towns whilst maintaining their local character and environmental character. The policy sets out how this will be carried out.
- S13** Encouragement of Brighton/Hove's role as an international resort and sub-regional centre through revitalisation and diversification of the local economy.
- E1** Promotion of a strong, positive approach to economic development integrated with environmental protection; Criteria includes encouraging the tourist industry by supporting investment to provide high quality attractions and accommodation.
- H4** Affordable housing
- EN6** The existing character of the coastal environment should be conserved and enhanced. The undeveloped coast will be conserved for quiet informal recreation and nature conservation.
- EN11; EN12** Water Quality and Conservation
- EN26** Encouragement of regeneration of urban areas, town centres, seafront and other popular visitor areas, including through effective and efficient re-use of underused or vacant buildings;



- EN27** Conservation of energy in development proposals;
- TRI** Priorities of the integrated transport and environment strategy
- TR3** Developments to provide for the demand for access they create. Demand to be met by public transport, cycling and walking. Car parking for any acceptable residual demand;
- LT1** Encouragement of leisure and tourism activities and facilities;
- LT7** Good accessibility for new visitor destinations;
- LT13** Loss of sporting facilities assessed re. adequacy of remaining facilities;

[The text of the structure plan can be found at: [www.eastsussexcc.gov.uk/env\\_planning/structplan](http://www.eastsussexcc.gov.uk/env_planning/structplan)]

## Local plans

5.2 Until the newer Brighton and Hove Local Plan is formally adopted, the statutory local plan for the area is the 1995 Hove Borough Local Plan. However, the council will be encouraging development in accordance with the newer document which is currently at Second Deposit Draft stage, September 2001. A Public Inquiry into the Brighton and Hove Local Plan begins in September 2002 and is expected to run until early 2003. The Second Deposit Draft Local Plan can be consulted on the council's website: [www.brighton-hove.gov.uk](http://www.brighton-hove.gov.uk)

5.3 Neither the Hove Borough Plan nor the Brighton and Hove Second Deposit Draft Local Plan has a specific policy on the King Alfred site. These plans do, however, contain policies which apply specifically to the RNR site. (These are reproduced for information at Annex C.) Following a decision by its Policy and Resources Committee on 23 July 2002, the council is advertising proposed changes to the Second Deposit Draft Local Plan in respect of Policy SR26 King Alfred/RNR Site.

The effect of this proposed change is twofold. It treats the whole King Alfred/RNR site as a single site and it reflects the council's present proposals for the site by including references to the new sports centre and to the provision of a mixed-use scheme including housing. The wording of the revised policy is at Annex B.

5.4 An amendment is also proposed to the table of housing sites at Policy HO1 to include the figure of 200-400 units against the King Alfred site with an indicative number of affordable units of 80-160.

## 6 DEVELOPMENT RESPONSE

### Design issues

6.1 This brief is intended as a guide to the design principles which will enable the site to be developed to its full potential rather than seeking to impose rigid rules. To this end, and in line with local plan policy QD1, a design statement will be required from developers which sets out how the design has been arrived at and, among other things, addressing the following local plan policies:

- QD2** - Design - key principles for neighbourhoods
- QD3** - Design - efficient and effective use of sites
- QD4** - Design - strategic impact
- QD5** - Design - street frontages

**QD7** - Crime prevention through environmental design

These policies cover the need for new developments to emphasise and enhance neighbourhoods, make efficient and effective use of sites, display a high quality of design and present interesting and attractive street frontages. The design statement should address, as a minimum:

- scale height and massing of development
- architectural detailing
- quality of materials
- visual interest, particularly at street level
- permeability and legibility of proposed design
- levels and landscaping treatment
- designing out crime features
- how sustainability issues have been addressed
- a figure ground analysis of surrounding area showing proposed footprint in context
- illustrative visual material, including contextual medium and longer views and a 360° view analysis
- the impact on the setting of neighbouring conservation areas and listed buildings.

6.2 On the northern façade the buildings should substantially respect the character and height of the Victorian buildings on the north side of Kingsway, in particular the listed terrace (Nos 2-6 even, St Aubyns). It is not felt that a particular guide to maximum height would be helpful since any proposal would be assessed more in terms of its overall design quality and massing. The heights of proposed buildings and their context will need to be addressed in the design statement. The council is preparing planning guidance on tall buildings which is intended to be considered by members in December 2002. A coherence of approach to the design of the whole development is required to ensure that different uses are considered as part of an overall design approach.

This does not mean that different architectural approaches to different elements of the site will not be acceptable. Given the size of the site, a uniform, monolithic approach to the design would not be acceptable. Overall, the built form should be contemporary with a high quality and durability of materials and construction detail. The landscaping will need to be of a high quality, integral to the development and contribute to the development's legibility.

6.3 The buildings should be laid out in such a way as to allow the site to be permeable with routes through and vistas into and through the site. Glimpses and views of the sea will be particularly important both through, and within, the site to ensure visual connection between Kingsway and the seafront. Ground floor uses should be as active as possible to add vitality at street level and to engender a sense of safety to the public. These could include street cafes, views in and out of the leisure facilities and retail units. A particular challenge will be to ensure that the development effectively addresses all four frontages, since the nature of the site is such that there is no natural "front" and "back". Enhancement of the seafront and promenade as a public facility should be an important consideration, particularly given the experience



of the present building which turns its back on the seafront. The desire to provide shade to users of the beach and seafront has also been expressed. The entrance to the public sports centre must be prominent and visible. Ideally, it will be placed so as to minimise the walking distance from the town centre and also to minimise the exposure to the elements for pedestrians in bad weather. (For those not familiar with Brighton and Hove it is worth mentioning that the prevailing wind comes from the south west.) Windtunnel tests may be required to demonstrate that the effect of strong winds on the users of the development have been considered.

- 6.4 The site is prominent and of key importance to the route into the City from the west and there is the opportunity to mark this important gateway. The site and the horizon are also visible from St Aubyn's when walking south from St Andrew's Church in Hove town centre. This vista is very important as it provides one of the few visual links from the town centre to the seafront. At the moment, however, it presents an unattractive view of the eastern end of the King Alfred site. The opportunity should be taken to provide an attractive piece of townscape which can also act as a "signpost" to the new development when viewed from the town centre. It should be noted that adjacent to St Andrew's Church is the Hove Gasworks site which has planning consent for a mixed use development, including a supermarket. When completed, this will move the centre of gravity of the town centre towards the west, ie nearer to the King Alfred. Careful design of the latter could help to link it more closely to the town centre. The view down Vallance Gardens should also be taken into consideration.

## Nature of acceptable development

- 6.5 It is the council's view that a mixed development of which housing is the predominant part is the most likely to generate the value required to secure the sports facilities. This would also go some way to meeting another of the council's objectives which is to secure an increase in the amount of affordable housing in the city. Work carried out by the council's development advisers indicates that 300 - 400 units could be achievable on the site.
- 6.6 The council's policy for this site as expressed in the Draft Local Plan (revised policy SR26: King Alfred/RNR Site) is that proposals for residential development should provide for at least 40% of the total number of dwellings being 'affordable'. (See the Local Plan Second Deposit Draft, Policy HO2 for definition).
- 6.7 Given the location of the site, the council would also expect cafes and possibly restaurants to form part of the development, possibly to take advantage of sea views and/or views west over the Western Lawns. While a major retail development would not be acceptable (because of the adverse impact on Hove town centre), limited retail facilities would be acceptable provided they can be justified on qualitative grounds, for example to achieve active frontages and/or as ancillary to sports and housing developments. In principle, a hotel would also be acceptable. A doctor's surgery and possibly a community nursery would also be encouraged.
- 6.8 The council would be prepared to see commercial leisure facilities as an element of any development provided the required sports facilities were able to be delivered *via* this route. These could include ten-pin bowling and a cinema (but not a multiplex). However, the following would not be acceptable: multiplex cinema, amusement arcade, casino, nightclub and takeaway food outlets. Additionally, any development which will lead to the generation of a significant additional number of car journeys (eg. a leisure facility with a regional catchment) is unlikely to be acceptable.

## Environmental Impact Assessment

- 6.9 The development will be expected to minimise the environmental impact that may arise from the development as well as provide environmental enhancements. The proposal has the potential to fall within the scope of the EIA regulations. The requirement for a formal EIA should be established with the

Council prior to the submission of a planning application. If a formal EIA is not required, due to the potential environmental sensitivity of the proposals the Council will require the submission of comprehensive environmental information to enable full consideration of the planning application.

## **7 SUSTAINABLE DEVELOPMENT**

- 7.1 The Council wishes a development of this importance to demonstrate how it will achieve a high standard of efficiency in the use of energy, water and materials. The location of the site offers an excellent opportunity to design a development that takes maximum advantage of the latest technology and incorporates measures to make use of renewable energy. In particular, the isolated position of the site with an uninterrupted south facing aspect lends itself to making the most of the natural elements.
- 7.2 Factors that need to be taken into account in any development proposal will include: siting with respect to micro-climate, passive solar heating, the use of low energy lighting, automatic controls, making the best use of natural ventilation, window size in relation to orientation in order to maximise natural light and solar gain, the use of recyclable and/or recycled materials, landscaping to provide effective shelter, grey water recycling, making use of rainwater and environmentally acceptable combined heat and power systems. Developments will be expected to have taken into account the Building Research Establishments Energy Assessment Methodology (BREEAM).
- 7.3 Any proposal should be accompanied by a statement indicating how it will maximise the capability of recycling all waste produced within the development. Facilities within the development will be expected to provide for the source separation and storage of waste for collection. A major development such as this will also be expected to provide facilities for the public to recycle/compost waste. This is a requirement under the Waste Local Plan (Policy WLP 12).
- 7.4 The location of the site on the seafront makes it crucial that sustainable urban drainage systems are utilised by the development. Surface water can be polluted and accelerated run-off, which is often polluted, gets flushed rapidly into the drainage system and into the sea, thus contaminating local bathing waters. This can be addressed by slowing the speed of run-off to allow settlement, filtering and infiltration, reducing the amount of run-off and providing natural ways of treating collected surface water before it is discharged. A development of this scale will be expected to incorporate features to minimise the amount of polluted surface water run-off. Further guidance on best management practices can be obtained from the Environment Agency.
- 7.5 It is essential that there is no increased risk of flooding resulting from the development. Account will need to be taken of the particular conditions experienced within this part of the coastal zone and proposals that include basements will need to be scrutinised. There will need to be safe access to and from the north side of the building in the event of tidal flooding. The site is located in the coastal defence zone and it is important that access to the coastal defences is maintained. Development which requires enhancements to the defences will not be permitted without the developer funding the full costs of such enhancements and future maintenance.

## **8 TRANSPORT ISSUES**

### **General Policy Context**

- 8.1 The council's overall approach to transport provision in the city is set out in its Sustainable Transport Strategy. The detail of the strategy and the measures which are proposed for the city are included in the council's Full Local Transport Plan 2001/02 – 2005/06. Within the Full Local Transport Plan measures are proposed for the A259 Sustainable Transport Corridor (between Brighton Pier and Shoreham). The

FLTP also identifies both the preliminary cycle and walking networks, which include the promenade directly to the south of the site, and connections inland.

8.2 The planning policy context is set out in a variety of documents which are referred to elsewhere in this brief. Particular emphasis should be given to policy TR1 of the Second Deposit Draft Local Plan on Transport Assessments (TA). The likely scale of development on the site will require the submission of a TA to support the planning application. The TA should address all the traffic and transport issues likely to be raised by any proposed development. Discussions prior to the submission of any planning application or TA are recommended as they would be beneficial to both the council and the applicant.

8.3 The TA should be prepared in accordance with current national, regional and local policies or guidance, which include PPG13, RPG9, and the Estate Roads Manual. It should also address:-

- the catchment area for the proposed leisure uses;
- the accessibility of the site for all forms of transport;
- the number of trips that the development will generate and their impact on the transport network;
- the likely split between different forms of transport used to reach and leave the site;
- measures proposed to improve access, especially for forms of transport other than the car.

The likely scale and mix of development on the proposed site mean that consideration will need to be given to the following within the TA:

- a fully permeable and accessible site for pedestrian access/egress, particularly for disabled people;
- improved levels of bus services directly serving the site and improved links to the Church Road corridor;
- improved connections to Hove railway station;
- improvements to pedestrian and cycling facilities and routes;
- separate/segregated customer and servicing vehicle access;
- provision of basic and disabled driver on-site car parking, with an appropriate management plan;
- safe and sheltered and secure on-site cycle parking facilities;
- safe, sheltered and secure taxi pick-up and drop-off point;
- bus information system/timetable facilities, accessible bus/coach stops and ticketing initiatives;

- the need for appropriate traffic management measures, such as a Controlled Parking Zone for adjacent on-street parking;
- provision of Travel Plan(s) - see new local plan policy;
- plans which minimise the effects of site clearance and construction by haulage traffic including routing proposals, hours of operation etc.

## Specific Issues

- 8.4 **Road access.** It is proposed that all vehicular access to the site for parking and servicing should ideally be maintained via the traffic signal controlled junction of A259 Kingsway and Hove Street. Improvements may be required to accommodate any increases in vehicular, pedestrian and cycle flows through the junction. Servicing of the development should take place with minimum conflict with other road users (especially vulnerable ones) and minimum impact on the townscape. The council would not wish to see any customer car or servicing access to the site directly from the A259 Kingsway.
- 8.5 **Road safety.** The first review of the council's Road Safety Plan indicates that a number of accidents have occurred along the A259 and at the Hove Street junction (identified as a Mass Action site). Any permanent changes proposed to the highway would be subject to the council's Safety Audit Policy and Procedures. Due regard should be given to the new (as yet unnumbered) policy in the Local Plan entitled 'Safe development'.
- 8.6 **Pedestrian access.** The existing entrance to the King Alfred is only accessible on foot from the A259 frontage, although the existing access point is not immediately obvious from the road, and is some distance on foot from the RNR car park. Safe crossing of the busy A259 in the vicinity of the site is facilitated by a number of controlled pedestrian facilities at traffic lights or independent pelican crossings, including a staggered pelican crossing across the A259, directly outside the main King Alfred suite of buildings. Clear signing of routes to the site from and to other destinations will be essential.
- 8.7 **Cycling.** Safe, sheltered and secure cycle parking to serve any new development should be provided in accordance with the council's minimum standards. Consideration will also need to be given to ensure that adequate provision is made for cyclists to reach the site including maintaining sufficient promenade width for pedestrians and the National Cycle Network Route 2 to the south of the proposed development. Further advice can be obtained from the council's Walking and Cycling Officer and/or the Institution of Highways and Transportation's Cycle Audit and Cycle review publication.
- 8.8 **Parking.** Parking provision for any proposed development will be considered against the council's own standards, as set out in the Local Plan Supplementary Planning Guidance Note 4, or PPG13. It should be noted that the current standards are being reviewed and the council is currently consulting on a revised draft SPG Note 4, which links standards more closely to levels of public transport accessibility (particular reference should be made to Local Plan Second Deposit Draft policies TR2 and TR3). Parking provision should be at the lowest possible level consistent with efficient operation of the site, in order to minimise dependency on car travel to the site. At least the minimum levels of parking for disabled drivers should be provided. The site is likely to generate a requirement for coach trips and a contribution to off site parking for coaches on a site to be identified by the council may be required.
- 8.9 **Demand management.** Development proposals will need to set out the basis on which the level of parking proposed to serve any redevelopment has been calculated. The management of any shared car parking spaces, particularly if they include public car parking, will need to be set out. It should be noted that the site has a relatively deep basement which should be able to accommodate the parking requirements of any development. The development should not create any undue pressure on existing

on-street parking in the local area. (Residential units might not be eligible for residents' parking permits in the existing or proposed Controlled Parking Zone.) In the case of residential development, imaginative and creative means of reducing the demand for car ownership should be considered, such as car club/sharing. Car parking should be designed to a high standard with the personal security of users given priority in its design. There are currently thirteen public parking spaces on site next to the promenade which are restricted to disabled car users to enable them to access the promenade. Should a development proposal lead to their displacement, discussion will need to take place with the council about an alternative location.

- 8.10 **Public transport.** The development should seek to achieve the highest possible level of accessibility by public transport. Improvements to public transport provision serving the site should be considered to ensure that there is an adequate level of choice of transport for visitors to the site and that the development is not car-dependent. Discussions have taken place with Brighton and Hove buses about the extension of Route 7 to the King Alfred. This could provide a regular service with links to key points in Brighton and Hove and to other routes. This would be likely to require a guaranteed subsidy in early years to enable the route to be established.

## 9 **OUTLINE LIST OF PLANNING AND TRANSPORT REQUIREMENTS**

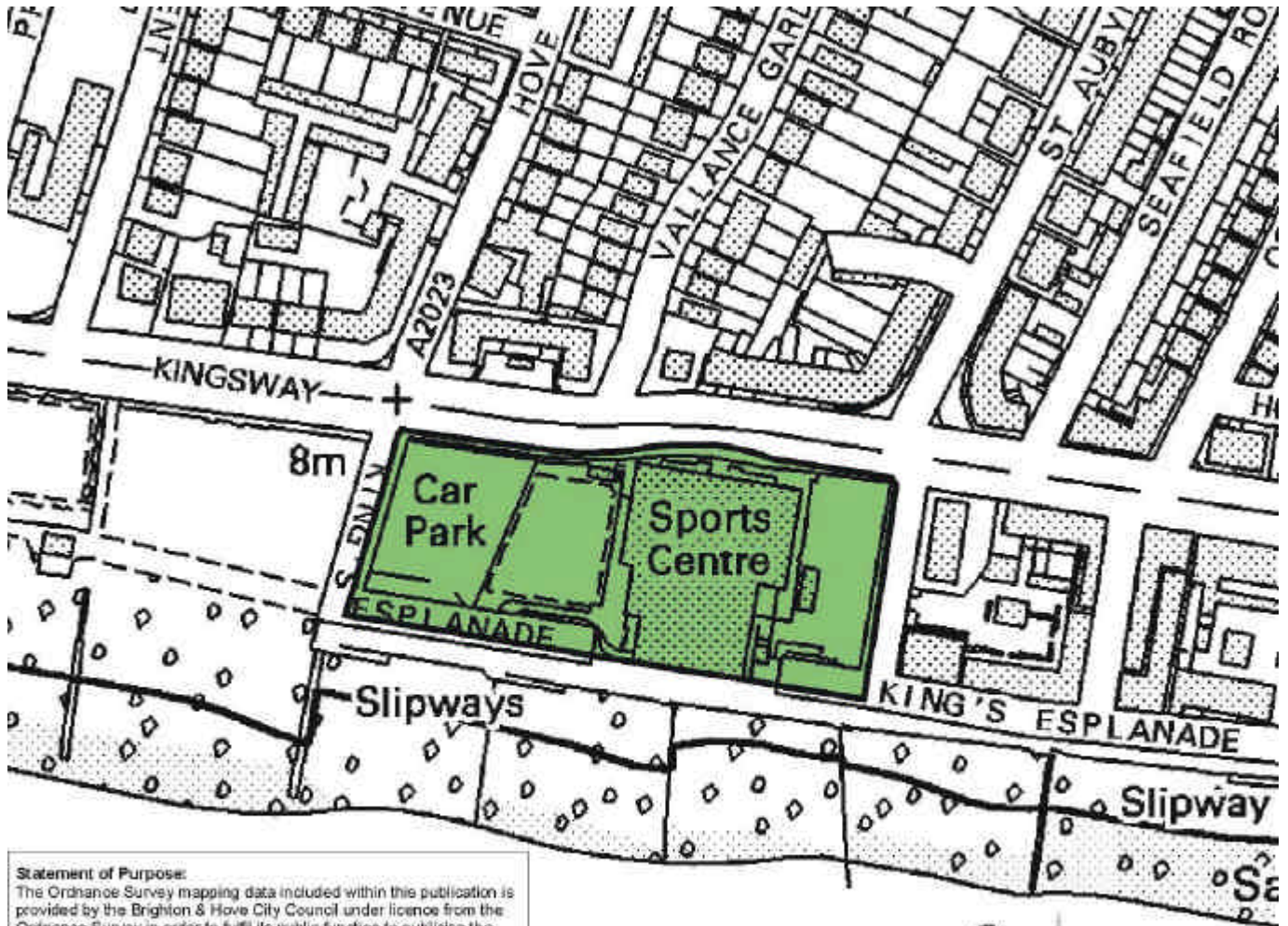
- 9.1 The following is a list (not in priority order) of likely planning and transport requirements arising from a development at the King Alfred on the basis of this planning brief.

- Provision of affordable housing
- Commuted sums for recreation space
- A "per-cent for art" contribution
- Recycling facilities for domestic and commercial waste generated by the site
- Re-provision of public recycling facilities on the site
- Re-provision of public toilets on the site
- Temporary provision of public toilets while existing toilets are out of use.
- Transport improvements following a Transport Assessment but likely to include: pump priming support for improved bus service, improved bus, taxi and train infrastructure, junction improvements, improvements to cycle and pedestrian routes, cycle parking provision, measures to assist in achieving a modal shift from the private car to more sustainable means of transport
- replacement of on-street disabled parking
- travel plan(s).

This is not necessarily an exhaustive list.



## ANNEX A KING ALFRED SITE PLAN



**Statement of Purpose:**  
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## **ANNEX B KING ALFRED/RNR SITE: PLANNING BRIEF**

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### **TEXT OF PROPOSED POLICY SR 26 (see para 5.3 of Brief)**

The council is advertising a proposed change to Policy SR 26 in the Second Deposit Draft Local Plan. This is the proposed revised wording. The current policies which apply to the RNR site are at Annex C.

Planning permission will be granted on the King Alfred/RNR site for its redevelopment to provide a new sports centre together with a housing development. A mixed-use scheme to include some or all of commercial leisure, individual retail and A3 units, hotel and community health facilities would be acceptable. Development proposals will be expected to make a significant contribution to renewal and enhancement of the provision of sport and recreation facilities in Brighton and Hove. The development should:

- a) provide sports and recreational facilities to meet the needs of residents;
- b) provide buildings of high quality design that are energy efficient and utilise sustainable building techniques;
- c) provide for sustainable means of transport to and from the site and demonstrate good linkages particularly for cyclists and pedestrians between the site and Hove town centre;
- d) conform to the Coastal Zone Management Policy;
- e) provide facilities that complement Hove town centre and so would not have a detrimental impact on its vitality or viability;

In addition:

- f) the following leisure uses will not be acceptable: casino, multiscreen cinema, amusement arcade or nightclub.
- g) the development should accord with the Council's sports and development briefs and the planning brief for this site and any subsequent amendments.

## **KING ALFRED/RNR SITE: PLANNING BRIEF**

TEXT OF EXISTING POLICIES ON THE RNR SITE IN THE HOVE BOROUGH PLAN AND THE BRIGHTON AND HOVE SECOND DEPOSIT DRAFT LOCAL PLAN (see para 5.3)

### **Hove Borough Plan 1995, Policy LI6:**

*“The RNR site adjacent to the King Alfred Leisure Centre is allocated for tourist/recreation/leisure use which could include sports, leisure and hotel uses. Development proposals will be expected to provide a major tourist/recreation asset, the design should enhance this prominent seafront site.”*

### **Brighton and Hove Second Deposit Draft Local Plan 2001, Policy SR26:**

*“Planning permission will be granted on the RNR site adjacent to the King Alfred Leisure Centre for the provision of a tourist, recreation and leisure development. Development proposals should complement the existing facilities at the King Alfred and make a significant contribution to the provision of sporting facilities in Brighton and Hove. The development should:*

- a. provide recreational facilities to meet the needs of residents (particularly families) as well as tourists;*
- b. provide a building of a high quality design that is energy efficient and utilises sustainable building techniques;*
- c. provide for sustainable means of transport to and from the site and demonstrate good linkage particularly for public transport users, cyclists and pedestrians between the site and Hove Town Centre;*
- d. conform to the coastal zone management policy;*
- e. provide leisure facilities that will complement Hove Town Centre and not have a detrimental impact on its vitality and viability; and*
- f. demonstrate the quantitative and qualitative need for any leisure uses proposed such as casinos, cinemas and nightclubs to be located outside Hove town centre*