

Topic – Transport and Travel

DM33 Safe, Sustainable and Active Travel

The council will promote and provide for the use of sustainable transport and active travel by prioritising walking, cycling and public transport in the city. This will support the objectives, projects and programmes set out in the Local Transport Plan and other strategy and policy documents. New developments should be designed in a way that is safe and accessible for all users, and encourages the greatest possible use of sustainable and active forms of travel.

1. Pedestrians (including wheelchair users)

In order to encourage walking, new development should:

- a) provide for safe, comfortable and convenient access to/from proposed development for all pedestrians, irrespective of their level of personal mobility and cognition; and
- b) where appropriate contribute towards improvements to the wider pedestrian environment, providing for a safe and attractive public realm, including signage, seating, shade/shelter and planting, including consideration of assigning some parts of streets and spaces for shared use by pedestrians and small numbers of vehicles; and
- c) maintain, improve and/or provide pedestrian/wheelchair accessible routes that are easy, convenient and safe to use, giving consideration to pedestrian desire lines within and outside site boundaries

2. Cyclists

In order to ensure a safe and accessible environment for cyclists, new development should:

- a) provide for safe, easy and convenient access for cyclists to/from proposed development; and
- b) where appropriate extend, improve or contribute towards the city's existing network of high quality, convenient and safe cycle routes; and
- c) protect existing and proposed cycle routes unless satisfactory mitigation is provided or provision is made for an alternative alignment; and;
- d) provide for sufficient levels of cycle parking facilities in line with the Parking Standards for New Development (Appendix 2) (and any subsequent revisions) which must, wherever possible, be universally accessible, under cover, secure, convenient to use, well-lit and as close to the main entrance(s) of the premises as is possible. Short stay visitor cycle parking could be uncovered but must be located close to the building entrance(s) and benefit from high levels of natural surveillance; and

- e) **make provision for high quality facilities that will encourage and enable cycling including communal cycle maintenance facilities, workplace showers, lockers and changing facilities;**

3. Public Transport Users

In order to promote and provide for greater levels of public transport usage in the city (including bus, coach, taxi and rail travel), new development should:

- a) **be located and designed to provide good access to public transport services and facilities; and**
- b) **where appropriate provide or contribute towards improvements to the public transport network/infrastructure including passenger interchanges and facilities; and**
- c) **directly fund or contribute towards improvements and/or extensions to existing bus services and/or the provision of new bus routes; and**
- d) **protect and, where appropriate, enhance existing and proposed public transport routes.**

4. Safe and Inclusive Travel

Planning permission will be granted for developments that meet all of the following criteria:

- a) **Do not create road safety problems or dangers for any road user, especially those who are most vulnerable;**
- b) **Provide inclusive access for disabled people, older people, and other vulnerable road users wherever it can be reasonably achieved having been afforded significant priority;**
- c) **Do not prejudice the implementation of proposed road safety improvements set out in the Local Transport Plan (and subsequent revisions/successor documents or programmes) and the council's Road Safety/Safer Roads Strategy; and**
- d) **Create safe and secure layouts which minimise the risk of collision or potential conflict between road users.**

Supporting Text

2.249 The council has a strategic aim of increasing walking and cycling, with a long term goal that these should be the first choice for shorter journeys such as those to and from school, college, work or leisure trips. Increasing the proportion of shorter trips made by walking and cycling has the twin benefits of improving the health of the population, and improving traffic flow on local roads and air quality in local neighbourhoods by reducing the number of car journeys.

2.250 Brighton & Hove is already one of the country's least car-dependent cities outside London, with 38.2% of households not owning a car⁶³. A number of high

⁶³ 2011 Census data

quality improvements to the public realm have been implemented in recent years. These have taken different forms, for example the award-winning shared space scheme on New Road, and the addition of wayfinding boards and fingerposts throughout the city centre, with further improvements in the pipeline, notably the redesign of Valley Gardens. Brighton & Hove is a compact city, and the distances between key destinations in the city centre are not significant. High quality, legible pedestrian routes and environments, particularly when segregated from traffic, can encourage people to choose to walk more as an alternative to other forms of transport. The policy aims to support further improvements in the public realm to make walking in the city more attractive, including providing measures to assist more vulnerable people, such as those with mobility difficulties.

2.251 Infrastructure for cyclists in the city has been greatly improved in recent years through the implementation of measures such as the award-winning Lewes Road scheme with floating bus-stops to minimise conflict between cyclists and vehicles. It is important that the integrity of these cycle routes is maintained and that new development does not hinder their ability to be used in the manner intended. A cycle hire/Bike Share scheme has been successfully introduced to further encourage the use of cycling for short trips, and the provision of the necessary infrastructure to allow the effective implementation of this scheme is supported.

2.252 To encourage further increases in the level of cycling in the city, better facilities for cyclists need to be provided at destinations. For example, adequate shower and changing facilities should be provided in larger work place developments; as set out within the council's Parking Standards SPD (incorporated within Appendix 2).

2.253 Cycle routes are more likely to be used if people can leave cycles safely and securely at either end of a journey. Secure, convenient to use, clearly marked and wherever possible, undercover cycle parking, should be provided as an integral part of all new development; as set out within the Parking Standards SPD. 'Sheffield' or similar universally-accessible stands should be provided, and hanging racks are not acceptable. An element of the provision should be accessible for non-standard cycles⁶⁴. When providing cycle parking for facilities that are open after dark, such as restaurants, cinemas and theatres, it is essential that spaces and approaches to them benefit from natural surveillance and are well-lit. Where the need generated by the development cannot be met on site, the planning authority may negotiate with the applicant for the provision of cycle parking facilities nearby on the public highway. Existing public cycle parking provision in the vicinity of the site should be reviewed the need to provide additional visitor stands in excess of the minimum requirement in the Parking Standards SPD to contribute towards meeting apparent unmet demand should be considered.

⁶⁴ Non-standard cycles are those which do not easily fit into standard cycle racks, for example tricycles.

2.254 In partnership with rail, bus, coach and taxi operators, the council will ensure that new developments that increase demand for public transport provides for any required improvements to services and infrastructure. This will include contributions to the provision of new bus passenger facilities (for example, accessible and sheltered bus stops and improved bus services), where appropriate.

DM34 Transport Interchanges

The development of purpose-built interchanges including park and ride facilities, coach stations and parking, lorry parking or freight consolidation centres will be supported where proposals meet all of the following criteria:

- a) it can be demonstrated that the development will have a significant positive effect in reducing congestion in the city centre and/or mitigating other issues within designated areas, for example through air quality improvements in AQMAs;**
- b) the need to travel through residential areas, the central area and Conservation Areas is minimised;**
- c) appropriate design and landscape measures are incorporated to minimise the visual and amenity impact;**
- d) there is no unacceptable impact on the local and strategic road network and its capacity to safely and efficiently accommodate the movement generated or attracted by the development⁶⁵;**
- e) provision is made for the needs of those with mobility difficulties and for the safety and security of all users;**
- f) the site is located on or close to a major radial route into the city; and**
- g) for park and ride sites, complementary measures are implemented to ensure the reliability of the service and enhance the attractiveness for users of using such a facility.**

Supporting Text

2.255 Brighton & Hove currently lacks a large-scale park and ride facility, although a number of sites are used on a short-term temporary basis to support outdoor events at the American Express Community Stadium at Falmer. The development of a purpose-built park and ride scheme could assist in reducing and improving traffic flow in the city's central areas and help reduce congestion, and when combined with complementary priority measures, could provide other benefits such as speeding up public transport journeys and improving air quality. The potential wider impacts of a scheme on local neighbourhoods and traffic flows and the need for parking provision in the city centre should be considered in order to ensure that the objectives of the scheme can be realised.

2.256 Brighton & Hove also lacks a dedicated lorry or coach park for tour buses and their drivers, as well as a purpose-built, centrally located coach station with passenger facilities for scheduled coach services. At present tour buses park along the seafront on Madeira Drive and at Roedean but there are no facilities for drivers or for cleaning between trips. Proper layover facilities could be located on brownfield sites or shared sites used for parking at other times of the year. The city's current

⁶⁵ The tests set out in Department for Transport C2/13 para 10 and NPPF para. 32.

coach station at Pool Valley is recognised as not being of a suitable standard and quality of arrival or departure point for the volume of residents and visitors that use it.

2.257 The policy seeks to facilitate the provision of purpose-built and strategic transport interchange facilities where they would help to reduce traffic congestion across the city and are suitably located and designed. This issue will be considered further as part of a future Traffic Network Management Strategy and Interchange Strategy. Any impacts on the South Downs National Park, Local Green Spaces and designated sites of importance to nature will be considered when evaluating any proposals that are brought forward.

2.258 The success and commercial viability of park and ride services requires a complementary town centre parking strategy to ensure that park and ride services compare favourably to long stay parking provision and tariffs in the town centre, as well as high frequency services and bus priority over general traffic to make them appealing.

DM35 Travel Plans and Transport Assessments

- 1) Transport Statements, Transport Assessments, Construction and Environmental Management Plans and Travel Plans are required to support planning applications for all developments that are likely to generate significant amounts of movement/travel in line with the NPPF or any subsequent national or locally derived standards and guidance.**
- 2) Larger developments requiring Transport Assessments should also consider the cumulative transport impacts arising from other committed or planned developments (i.e. development that is permitted or allocated and there is a reasonable degree of certainty delivery will occur). Development will not be permitted where the residual cumulative impact of the development is severe, unless provision is made for appropriate mitigation.**
- 3) A Transport Statement or Transport Assessment (as appropriate) is also required for all major developments within AQMAs so that the potential impact of traffic on air quality can be adequately considered within a separate Air Quality Assessment (AQA). Where Transport Statements or Transport Assessments are required for developments elsewhere, as set out in criterion (1), traffic impacts within AQMAs should be considered to inform decisions about whether an AQA is required.**
- 4) All development proposals should include appropriate measures to ensure that journeys by private car are minimised and to make the greatest possible use of sustainable travel in order to deliver the objectives for sustainable transport set out in Policy CP9 of the City Plan Part One. Where necessary, planning obligations will be sought to facilitate or support such measures.**
- 5) Proposals that could cause significant noise or air quality impacts or create significant disturbance or intrusion during the demolition and construction processes will be required to submit a Construction & Environmental Management Plan.**

Supporting Text

2.259 Travel decisions and behaviour can be significantly influenced by a number of factors. These can include awareness of the choices available; the availability and accessibility of associated information about using them and their potential benefits; and the availability of parking at the journey's origin and destination.

2.260 Travel Plans and Transport Assessments seek to reduce traffic generation and mitigate the effects of development proposals by encouraging the use of walking, cycling, public transport and journey sharing through the provision of specific facilities, opportunities and incentives to employees, which might include reduced-cost rail or bus passes and cycle allowances. They are effective tools in promoting and increasing the use of sustainable transport and help reduce the need for car travel and associated parking. Transport Assessments and Travel Plans or Transport Statements will be requested for development depending on its anticipated scale and impact on the transport network in line with recognised, published best practice guidance or subsequent national or locally derived standards.

2.261 Whilst awaiting further locally defined standards, the need for major applications to submit a Transport Assessment, Statement and/or Travel Plan should be agreed with the Council. Where development is being contemplated that would exceed 60% of the lower thresholds in Appendix B of the Department for Transport's 2007 'Guidance on Transport' then prospective applicants will be expected to submit a scoping appraisal as Appendix A of the same document. Where the Council deems that these assessments and plans are unnecessary, major and minor applications will nonetheless be required to set out the transport impact of their proposals. Matters to be considered will include accordance with SPD14 parking standards, likelihood and impact of potential overspill parking onto nearby streets, trip generation, and arrangements for servicing and deliveries. Whilst development should generally be located in the most accessible locations, some development proposals, for example in urban fringe locations, may give rise to the need for a package of transport measures to support sustainable travel. This might include new or improved public transport services, walking and cycling links and facilities. Where necessary, planning obligations will be sought to ensure these measures are in place to support new residents and businesses but also to avoid adverse impacts of new development on existing occupiers. Where low-car or car-free development is proposed enhanced measures are likely to be necessary to ensure that the private car trips that would otherwise be expected actually transfer to sustainable transport as intended.

2.262 Assessments should primarily be based on normal traffic flow and usage conditions (e.g. non-school holiday periods, typical weather conditions) but it may also be necessary to consider the implications for any regular peak traffic and usage periods (such as rush hours). In considering the cumulative impact of a development, Transport Assessments should include allocations and permitted developments in other local authority areas where appropriate.

2.263 Travel Plans for low-car and car-free development should include substantial additional measures to those typically required for other development to ensure that otherwise expected car trips transfer to sustainable transport.

2.264 Any development that is likely to impact on the safe and efficient operation of the Strategic Road Network (SRN) or requires direct connection to the SRN will require consultation with Highways England, who may have their own requirements for a Transport Assessment/ Statement.

2.265 The preparation and implementation of Construction & Environmental Management Plans (CEMPs) is widely considered to be best practice (by statutory and non-statutory bodies as well as major companies in many sectors) to manage the construction and environmental effects of development projects and to demonstrate compliance with environmental legislation. In order to minimise the impacts of construction on the city and local neighbourhoods, certain developments will be required to submit a CEMP to the council. Where appropriate these will be expected to include assessments of vehicle movements associated with staff and contractor access to the construction site (i.e travel to work) and associated measures to prevent unreasonable impact on local parking and public transport services.

DM36 Parking and Servicing

Provision of parking, including 'blue badge' holder and cycle parking, in new developments should follow the standards in SPD14 'Parking Standards for New Development' (and any subsequent revisions) as set out in Appendix 2. In addition:

- 1) Where a development is likely to result in overspill car parking on-street, the council may require the development, in whole or in part, to be 'permit free'.**
- 2) Car-free residential developments will be supported and encouraged subject to consideration of relevant factors as set out in SPD14 'Parking Standards for New Development' (and any subsequent revisions).**
- 3) New developments should include infrastructure to support the use of low emission vehicles, including electric vehicle charging points.**
- 4) Parking spaces for people with a mobility related disability ('blue badge' holders) should be located close to the main or most suitable access, to the development. Where these spaces cannot be laid out within the development site, developers may be required to provide dedicated spaces on-street or, where appropriate, support a mobility scheme or specially adapted public transport infrastructure.**
- 5) Provision for large vehicles to service new developments should be provided on-site, including sufficient, safe manoeuvring space. Major developments of flats and apartments should provide appropriately designed external loading facilities to accommodate vehicle movements generated by ride-hailing and online shopping/delivery services.**
- 6) Major development should include transport infrastructure that improves equality of access to travel and supports the efficient use of space, such as cycle hire and car club schemes.**

Supporting Text

2.266 The availability of parking, especially for cars, can have a major influence on transport and travel choices that people make for their journeys, especially for destination land uses (those other than residential). In October 2016 the council adopted a revised Parking Standards for New Development SPD which builds on and supports City Plan Part One Policy CP9 by providing detailed requirements which should be applied to all new development within the city. The SPD provides

clear information and guidance to assist in determining the right level and quality of parking for developments in different locations and with different land uses. The guidance in the SPD on parking levels is now transposed into policy and is set out in full in Appendix 2. This reflects local circumstances and aims to strike the right balance between providing appropriate levels of car parking spaces whilst also promoting sustainable forms of transport in areas of good public transport accessibility. Any future revisions to these standards will replace those currently set out in the Appendix 2.

2.267 On-street car parking is at a premium in many parts of Brighton & Hove, with much of the central areas of the city subject to Controlled Parking Zones. To avoid adding to parking pressure in areas of high demand, developments likely to lead to overspill parking will need to demonstrate that there is sufficient on-street parking capacity in the immediate vicinity of a development site to support the extra demand that the development could create. A parking survey is required as an aspect of this case which should include a robust analysis of typical parking conditions taking into account variations in demand at different times of the day and/or week. Within Controlled Parking Zones consideration will also be required of the possible existence of waiting lists for permits at any time of the year.

2.268 In locations where it cannot be demonstrated that on-street parking capacity would be sufficient to accommodate overspill, the council may add conditions to planning permissions to ensure that developments are 'permit free', i.e. that future occupants of a development are not eligible to apply for council-issued on-street parking permits. This will prevent further deterioration in parking availability for existing residents, and assist in reducing the negative effects on air quality, congestion and amenity which can result from motorists spending time circulating whilst searching for a parking space.

2.269 Car-free residential developments where no provision is made for general parking on site will generally be supported and encouraged, however regard should be had to the considerations set out in SPD14. These include the scale and type of development, accessibility to sustainable transport modes and capacity for on-street parking in the immediate vicinity of the site and in the surrounding area.

2.270 The council will also support the provision of infrastructure to support zero exhaust emission vehicles including, for example electric vehicle charging points. Zero exhaust emission vehicles are expected to make an increasingly important contribution in significantly reducing greenhouse gas emissions and assisting the UK to comply with legal obligations regarding air quality.

2.271 A shift to zero exhaust emission vehicles offers the potential to improve air quality and decarbonise road transport locally, thereby making a contribution towards reducing the UK's greenhouse emissions, whilst still enabling mobility. These benefits will be maximised if the source of the power is also part of a grid-

decarbonisation programme, or generated more sustainably. Electric vehicle charging infrastructure should be considered by both commercial and residential developers, looking at provision as part of the development and forward planning for future demand. Where appropriate, developments should also include passive provision to allow conversion at a later date.

2.272 Where appropriate and feasible, provision should be made on-site for large vehicles necessary to service the development allowing sufficient space for them to load / unload and manoeuvre. The need for sufficient space for proper manoeuvring of waste collection vehicles is covered by adopted Policy WMP3e of the Waste & Minerals Plan. On-site access allows for more efficient servicing with a reduced risk of obstructing the public highway, therefore maintaining its safety and minimising delays to other users.

2.273 With changes in shopping habits and technology, developments of residential flats now attract increasing numbers of ride-hailing and on-line delivery vehicles. It is important that convenient external facilities for such vehicles are provided close to main resident entrances. Where such facilities cannot be laid out within the external parts of the development site then the developer may be required to provide them on the public highway.

2.274 Technologies and systems that provide communal access to personal vehicles, such as bike share and car clubs, have the potential to improve access whilst making more efficient use of land. They may also encourage increases in the use of more sustainable modes of transport by encouraging reductions in car ownership.